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October 2020

# FEDERAL SOCIAL SAFETY NET PROGRAMS

Millions of Full-Time  
Workers Rely on  
Federal Health Care  
and Food Assistance  
Programs

# GAO Highlights

Highlights of [GAO-21-45](#), a report to the Ranking Member, Committee on the Budget, U.S. Senate

## Why GAO Did This Study

Each year millions of wage-earning adults participate in federally funded social safety net programs to help pay for basic needs including health care and food assistance. These individuals may work for employers in the private, public, and nonprofit sectors, or be self-employed. They also may work full-time or part-time schedules. GAO was asked to review several aspects of this population.

This report examines (1) what is known about the labor characteristics of working adult Medicaid enrollees and SNAP recipients and (2) what is known about where adult Medicaid enrollees and SNAP recipients work.

To answer these questions, GAO analyzed recent Census Bureau data on the labor characteristics of working adults in the two programs. GAO also analyzed recent (Feb. 2020) non-generalizable data on the employers of working adult Medicaid enrollees and SNAP recipients obtained from 15 state agencies across 11 states. GAO selected state agencies that (1) collected, verified, and updated the names of Medicaid enrollees' and SNAP recipients' employers; and (2) could extract reliable data.

View [GAO-21-45](#). For more information, contact Cindy Brown Barnes at (202) 512-7215 or [brownbarnesc@gao.gov](mailto:brownbarnesc@gao.gov).

October 2020

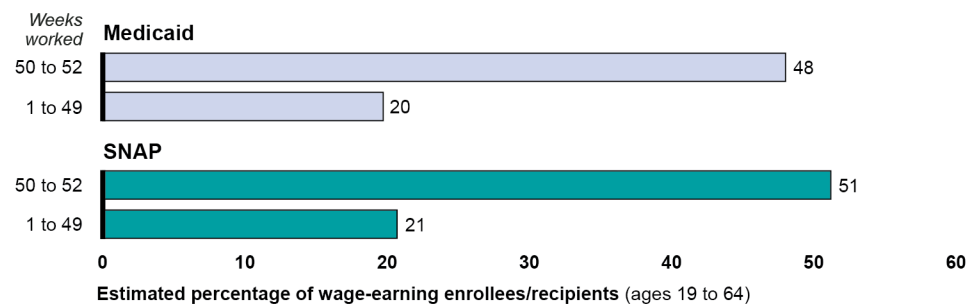
## FEDERAL SOCIAL SAFETY NET PROGRAMS

### Millions of Full-Time Workers Rely on Federal Health Care and Food Assistance Programs

## What GAO Found

The 12 million wage-earning adults (ages 19 to 64) enrolled in Medicaid—a joint federal-state program that finances health care for low-income individuals—and the 9 million wage-earning adults in households receiving food assistance from the federal Supplemental Nutrition Assistance Program (SNAP) shared a range of common labor characteristics. For example, approximately 70 percent of adult wage earners in both programs worked full-time hours (i.e., 35 hours or more) on a weekly basis and about one-half of them worked full-time hours annually (see figure). In addition, 90 percent of wage-earning adults participating in each program worked in the private sector (compared to 81 percent of nonparticipants) and 72 percent worked in one of five industries, according to GAO's analysis of program participation data included in the Census Bureau's 2019 Current Population Survey. When compared to adult wage earners not participating in the programs, wage-earning adult Medicaid enrollees and SNAP recipients in the private sector were more likely to work in the leisure and hospitality industry and in food service and food preparation occupations.

**Estimated Percentage of Wage-Earning Adult Medicaid Enrollees and Supplemental Nutrition Assistance Program (SNAP) Recipients Working at Least 35 Hours per Week, by Number of Weeks Worked in 2018**



Source: GAO analysis of 2019 Current Population Survey Annual Social and Economic Supplement data. | [GAO-21-45](#)

GAO's analysis of February 2020 program data from 15 agencies—six Medicaid agencies and nine SNAP agencies—across 11 states shows that a majority of working adult Medicaid enrollees and SNAP recipients in these states worked for private sector employers. GAO's analysis also shows that the percentage of working adult Medicaid enrollees and SNAP recipients working for any one employer did not exceed 4 percent in any state that provided data. Most working adults in the programs worked for private sector employers concentrated in certain industries, including restaurants, department stores, and grocery stores. Smaller percentages of working adults in each program in these states worked outside the private sector. For example, less than 10 percent worked for public sector employers, such as state governments, the U.S. Postal Service, or public universities; others worked for nonprofit organizations, such as charities, hospitals, and health care networks, or were self-employed.

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**Abbreviations**

ASEC	Annual Social and Economic Supplement
BLS	Bureau of Labor Statistics
CMS	Centers for Medicare & Medicaid Services
COVID-19	Coronavirus Disease 2019
CPS	Current Population Survey
FNS	Food and Nutrition Service
HCERA	Health Care and Education Reconciliation Act of 2010
HHS	Department of Health and Human Services
NDNE	non-disabled, non-elderly
PPACA	Patient Protection and Affordable Care Act
SNAP	Supplemental Nutrition Assistance Program
USDA	United States Department of Agriculture

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October 19, 2020

The Honorable Bernard Sanders  
Ranking Member  
Committee on the Budget  
United States Senate

Dear Senator Sanders:

In February 2020—just prior to the Coronavirus Disease 2019 (COVID-19) pandemic—the Department of Labor reported employment at the highest levels since January 1969 with low unemployment and increasing labor force participation. Although there was growth and stability across multiple sectors, millions of workers remained unemployed, worked part-time hours for economic reasons (e.g., could not find the full-time jobs they preferred), or were only marginally attached to the workforce.<sup>1</sup> The economic effects of the COVID-19 pandemic have further exacerbated conditions for these workers, increasing the importance of federal and state safety net programs to help them meet their basic needs.

We previously reported that most people in poverty live in households with at least one member earning some wages.<sup>2</sup> Workers and their families living in these households may be eligible to participate in one or more federally funded social safety net programs if they meet applicable eligibility requirements. These programs assist low-income individuals and families with cash aid, food, shelter, health care, and other supports. Medicaid and the Supplemental Nutrition Assistance Program (SNAP)—two of the largest of such programs—provide health care and food assistance, respectively, to millions of low-income working families.

You asked us to examine several aspects of working adult Medicaid enrollees and SNAP recipients, including the employers for whom they work. This report answers the following questions:

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<sup>1</sup>The Department of Labor’s Bureau of Labor Statistics (BLS) defines marginal attachment as individuals who are not in the labor force, wanted and were available for work, and had looked for a job sometime in the prior 12 months.

<sup>2</sup>GAO, *Low-wage Workers: Poverty and Use of Selected Federal Social Safety Net Programs Persist among Working Families*, [GAO-17-677](#) (Washington, D.C.: Sept. 22, 2017).



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1. What is known about the labor characteristics of working adult Medicaid enrollees and SNAP recipients?
  2. What is known about where adult Medicaid enrollees and SNAP recipients work?

To examine the labor characteristics of working adult Medicaid enrollees and individuals living in households that receive SNAP benefits, we analyzed recent data on wage-earning adults participating in these programs in the Annual Social and Economic Supplement (ASEC) of the Census Bureau's (Census) Current Population Survey (CPS).<sup>3</sup>

Specifically, we examined selected labor characteristics of individuals ages 19 to 64 who reported both earning a positive wage and salary income, and being enrolled in Medicaid and/or living in a household that participated in SNAP in 2018—the most recent year with reliable data.<sup>4</sup> We analyzed several labor characteristics of this subpopulation and produced nationally generalizable estimates showing the distribution of these individuals among industries, occupations, various work schedules, and employer size.<sup>5</sup> We assessed the reliability of the CPS ASEC and determined that it was sufficiently reliable for the purposes of this report.

To identify where Medicaid enrollees and SNAP recipients work, we employed a multi-step methodology. First, we interviewed officials in the Department of Health and Human Services' (HHS) Centers for Medicare

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<sup>3</sup>CPS is a national survey designed and administered jointly by Census and BLS. The ASEC sample includes March CPS respondents and the outgoing rotation group in February and the incoming rotation group in April (i.e., about one-quarter of the February and April CPS respondents). According to Census, the ASEC is a high quality source of information used to produce the official annual estimate of poverty, and estimates of a number of other socioeconomic and demographic characteristics, including income, health insurance coverage, school enrollment, marital status, and family structure. Census released its 2020 ASEC in September 2020, but cautioned that the COVID-19 pandemic had impeded the survey's data collection efforts, resulting in a 10-percent lower response rate than in previous years. We chose to use the more reliable data from the 2019 ASEC. ASEC is self-reported survey data collected from a probability sample. We did not independently verify the accuracy of the self-reported data.

<sup>4</sup>We refer to this population generally as wage-earning adults. For the purpose of our analysis, we excluded working adults who had positive net earnings from a self-employment business or a farm.

<sup>5</sup>The ASEC data samples were from the civilian noninstitutionalized population of the United States living in housing units and members of the Armed Forces living in civilian housing units on a military base or in a household not on a military base. About 0.6 percent of our wage-earning adult sample population reported the Armed Forces as their longest occupation in 2018, and less than 0.2 percent of the subgroup of wage-earning adults associated with Medicaid or SNAP benefits reported the Armed Forces as their longest occupation in 2018.

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& Medicaid Services (CMS), which provides federal oversight for Medicaid, and in the U.S. Department of Agriculture's (USDA) Food and Nutrition Service (FNS), which provides federal oversight for SNAP. The officials at each agency informed us that their respective agencies did not collect nationally generalizable data on the names of employers of program enrollees or recipients. They said any information linking employers to enrollees or recipients would likely reside with the state agencies administering the programs. Next, we developed and disseminated two separate program-specific questionnaires to the state agencies responsible for administering Medicaid and SNAP in all 50 states and the District of Columbia. The questionnaires asked whether the agencies collected employer name data for individual Medicaid enrollees and SNAP recipients. We received questionnaire responses from 99 of the 102 state agencies we contacted. We analyzed the responses to identify state agencies able to produce reliable data. Through this process, we identified 15 state agencies that (1) collected, verified, and updated the names of Medicaid enrollees' and SNAP recipients' employers; and (2) could extract these employer data in a way that met our requirements. We asked agencies to provide data from February 2020. Finally, using the same data we developed estimates of employers with the highest number of Medicaid enrollees and SNAP recipients in each responding state. We analyzed the types of employers with workers who were also Medicaid enrollees and SNAP recipients, including the industry and sector in which they worked. The data we received from state agencies are not generalizable, and our estimates represent only the employers of record for each individual at a single point in time. We assessed the reliability of the state data and determined that it was sufficiently reliable for the purposes of this report. For additional information on the methodology used in this report, see appendix I.

We conducted this performance audit from January 2019 to October 2020 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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## Background

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### Federally Funded Social Safety Net Programs

We previously reported that federally funded social safety net programs generally provide targeted assistance to specific groups within the low-income population, such as people with disabilities, the elderly, and workers with children.<sup>6</sup> In 2015, we identified more than 80 federal programs—including Medicaid and SNAP—that provided aid to individuals and families who may earn too little to meet their basic needs, cannot support themselves through work, or are disadvantaged in other ways.<sup>7</sup>

Eligibility criteria for federally funded social safety net programs vary and can include both financial and nonfinancial criteria. States administer some programs and may set certain eligibility criteria, depending on the program.<sup>8</sup> Assistance may be provided to an individual, a family, or household. More recently, we reported that program eligibility criteria varied significantly in terms of the income limits used across six federal low-income programs.<sup>9</sup> In addition, we found that these programs differed in the ways they measured applicants' income, the standards and methods used to determine the income limit (i.e., the maximum income an applicant may have and still be eligible for the program), whether this limit is set nationwide or varies by state or locality, and the amount of the income limit itself. We found that some programs periodically require participants to recertify that their income remains below the income limit.

### Medicaid

Medicaid, a joint federal-state health care financing program, is one of the nation's largest sources of funding for medical and other health-related services for low-income and medically needy individuals. Medicaid provides health coverage to millions of Americans, including eligible low-income adults, children, pregnant women, elderly adults and people with disabilities. The Medicaid program is a partnership between the federal government and the states. Medicaid agencies in the 50 states, the

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<sup>6</sup>GAO, *Federal Low-Income Programs: Multiple Programs Target Diverse Populations and Needs*, [GAO-15-516](#) (Washington, D.C.: July 30, 2015).

<sup>7</sup>Ibid.

<sup>8</sup>Ibid.

<sup>9</sup>GAO, *Federal Low-Income Programs: Eligibility and Benefits Differ for Selected Programs Due to Complex and Varied Rules*, [GAO-17-558](#) (Washington, D.C.: June 29, 2017).

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District of Columbia, and five United States territories administer these programs.<sup>10</sup> The Centers for Medicare & Medicaid Services (CMS) provide federal program oversight. States have significant flexibility within broad federal requirements to design and implement their programs based on their unique needs, resulting in over 50 distinct state Medicaid programs. For example, while states must cover certain mandatory groups and benefits, they have the option to cover certain other groups of individuals and benefits. States are primarily responsible for assessing applicants' eligibility for, and enrolling eligible individuals into, Medicaid. These responsibilities include verifying individuals' eligibility at the time of application, determining eligibility, and disenrolling individuals who are no longer eligible.

Medicaid comprises a significant component of federal and state budgets. The federal government matches most state expenditures for Medicaid services based on a statutory formula.<sup>11</sup> In fiscal year 2018, Medicaid covered an estimated 75 million individuals at an estimated cost of \$629 billion, including about \$393 billion in federal spending and \$236 billion in state spending, according to estimates from the CMS Office of the Actuary.

Under the Patient Protection and Affordable Care Act (PPACA), states received authority to expand eligibility for their Medicaid programs to cover additional adults. Specifically, PPACA allowed states beginning in 2014 to extend Medicaid eligibility to individuals with incomes up to 138

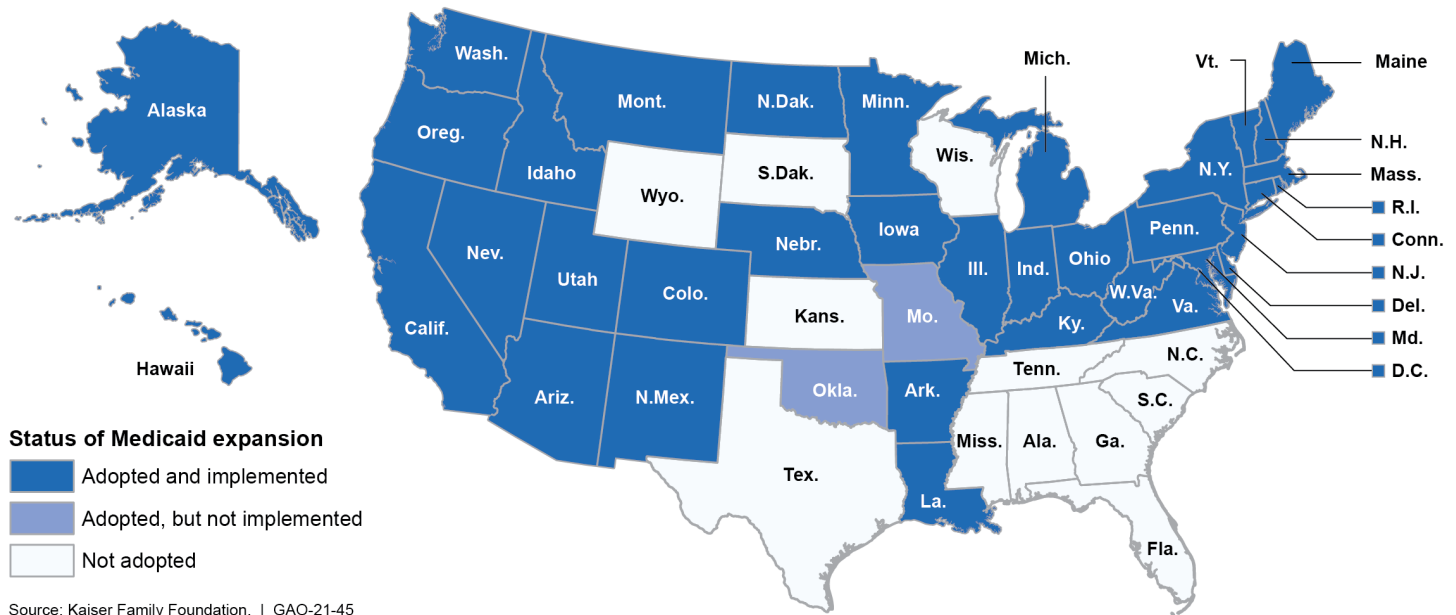
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<sup>10</sup>In this report, references to state Medicaid programs or agencies include the District of Columbia but exclude any territories.

<sup>11</sup>The rates for this statutory formula—the Federal Medical Assistance Percentage—vary by state and range from a statutory minimum of 50 percent to a statutory maximum of 83 percent.

percent of the federal poverty level.<sup>12</sup> States choosing to expand their programs receive a higher federal matching rate for newly eligible adult group enrollees. Many states chose to expand their Medicaid programs. As shown in figure 1, as of October 1, 2020, 36 states and the District of Columbia had expanded their Medicaid eligibility and two other states were in the process of doing so, according to the Kaiser Family Foundation.

**Figure 1: Status of State Adoption Medicaid Eligibility Expansion, as of October 1, 2020**



<sup>12</sup>Pub. L. No. 111-148, 124 Stat. 119 (2010), as amended by the Health Care and Education Reconciliation Act of 2010 (HCERA), Pub. L. No. 111-152, 124 Stat. 1029 (2010). In this report, references to PPACA include any amendments made by HCERA. Under PPACA, states have authority to cover non-pregnant adults under age 65 who are ineligible for Medicare, and whose income does not exceed 133 percent of the federal poverty level. PPACA also provides for a disregard equivalent to 5 percent federal poverty level when calculating income for determining Medicaid eligibility for most individuals, which effectively increases income eligibility from 133 percent of the federal poverty level to 138 percent of the federal poverty level for the adult expansion group. The federal poverty level is based on household income and family size, and is updated annually by HHS using the U.S. Census Bureau's poverty thresholds. For example, see Annual Update of the HHS Poverty Guidelines, 85 Fed. Reg. 3060 (Jan. 17, 2020). In 2020, 138 percent of the federal poverty level is \$29,974 for a family of three and \$17,609 for an individual.

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Supplemental Nutrition Assistance Program

In January 2018, CMS issued guidance announcing a new option for states to use demonstration projects to require non-elderly, non-pregnant adult beneficiaries who qualify for Medicaid on a basis other than a disability to work or participate in community engagement activities as a condition of Medicaid eligibility.<sup>13</sup> In states approved to implement such requirements, Medicaid coverage can be suspended or terminated if enrollees do not meet—and do not appropriately report having met—the number of hours of activity required if the individual is not exempt or has not been approved for a good cause exception from community engagement requirements. In October 2019, we reported that some states had received CMS approval and other states had submitted applications to CMS to test work requirements in their demonstrations.<sup>14</sup> No state is currently imposing work requirements and litigation challenging CMS’s approvals of such requirements in several states is ongoing.

The Supplemental Nutrition Assistance Program (SNAP) is the largest of the domestic food and nutrition assistance programs overseen by the Food and Nutrition Service (FNS). The goal of SNAP is to help low-income individuals and households obtain a more nutritious diet by supplementing their income with benefits to purchase allowable food items. Federal funds cover the full cost of SNAP benefits; administrative costs are shared with the states. FNS is also responsible for promulgating program regulations and ensuring that state officials comply with rules when administering the program. States, and in some cases counties, administer the program by certifying eligible households, calculating monthly benefits for qualified households, and issuing benefits to participants on electronic benefit transfer cards, which can be used like debit cards to purchase food from authorized retailers.

Overall participation in SNAP generally declined between fiscal years 2015 and 2019, according to FNS program data. Specifically, SNAP participation decreased from over 45 million recipients in fiscal year 2015 to over 35 million in fiscal year 2019, leading to a corresponding decrease in SNAP benefits redeemed. Total SNAP benefits redeemed in fiscal year 2015 were under \$70 billion, and declined to over \$55 billion in fiscal year

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<sup>13</sup>See CMS, *State Medicaid Director Letter; Re: Opportunities to Promote Work and Community Engagement Among Medicaid Beneficiaries*, SMD: 18-002 (Baltimore, Md.: Jan. 11, 2018).

<sup>14</sup>GAO, *Medicaid Demonstrations: Actions Needed to Address Weaknesses in Oversight of Costs to Administer Work Requirements*, [GAO-20-149](#) (Washington, D.C., Oct. 1, 2019)

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2019. Recently, SNAP participation rose to approximately 43 million in April 2020, thereby reversing this downward trend, according to FNS.<sup>15</sup>

SNAP eligibility and benefit amounts are based largely on a household's income and other resources, such as available cash, savings, and other assets. Household income can come from various sources, including earned income, such as wages and salaries, and unearned income, such as payments from other government programs. Generally, to be eligible for SNAP benefits under federal law, a household's gross income cannot exceed 130 percent of the federal poverty level.<sup>16</sup> The household's net income, which is determined by deducting certain expenses from gross income, such as medical care and some dependent care costs, cannot exceed 100 percent of the federal poverty level. Net income is used to determine a household's benefit amount, subject to maximum benefit limits. Once they establish eligibility, states can certify households to receive SNAP for periods ranging from one to 24 months depending upon household circumstances and state-selected policy options.<sup>17</sup> Households are required to report certain changes, such as wage increases, during the certification period that can affect their eligibility and benefit amounts. At the end of the certification period, households must reapply for benefits, and states must again determine their benefit eligibility.

To be eligible for benefits, certain SNAP recipients must comply with the program's work requirements, including registering for work and participating in certain work programs if required by the state agency. All SNAP recipients ages 16 through 59, unless exempted by law or regulation, must comply with general work requirements, such as registering for work, reporting to an employer if referred by a state agency, and accepting an offer of a suitable job, among others. SNAP recipients are exempt from complying with these work requirements if they meet certain criteria, such as being responsible for caring for a dependent child under age 6 or an incapacitated person. SNAP recipients who are subject to the work requirements may lose their eligibility for benefits if they fail to comply with the requirements without good cause. In

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<sup>15</sup>See <https://www.fns.usda.gov/pd/overview> for the latest SNAP participation data.

<sup>16</sup>FNS updates the SNAP income eligibility limits each fiscal year. For fiscal year 2021, these limits are \$2,353 monthly for a family of three and \$1,383 monthly for an individual. See <https://www.fns.usda.gov/snap/recipient/eligibility>.

<sup>17</sup>According to FNS, certification periods range for one to 12 months for most households, but can be up to 24 months for elderly and disabled households.

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addition to the general work requirements, certain recipients must meet additional work requirements in order to receive SNAP for more than 3 months in any 3-year period.<sup>18</sup>

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## Millions of Adults Enrolled in Medicaid and SNAP Worked Full-Time Hours, Predominantly in the Private Sector

Millions of wage-earning adults enrolled in Medicaid or living in households that received SNAP food assistance shared common labor characteristics, including working predominantly for private sector employers, mostly working full-time work schedules, and being highly concentrated in five industries and occupations.<sup>19</sup> An estimated 12 million wage-earning adults enrolled in Medicaid and 9 million wage-earning adults living in households receiving SNAP benefits at some point in 2018 worked, according to CPS ASEC program participation data.<sup>20</sup> Wage-earning adult Medicaid enrollees and SNAP recipients were more likely than wage earners who did not participate in the programs to work in the private sector, work in the leisure and hospitality industry, and work in the food service and food preparation occupations.

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## Millions of Wage-Earning Adult Medicaid Enrollees and SNAP Recipients Worked Full-Time Schedules

Work schedules of wage-earning adult Medicaid enrollees and SNAP recipients varied from other wage-earning adults who did not participate in the programs. Our estimates using CPS ASEC data show that more than two-thirds of wage-earning adults in each program worked full-time hours (i.e., 35 hours or more) per week. In addition, 5.7 million Medicaid enrollees and 4.7 million SNAP recipients worked full-time hours for 50 or

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<sup>18</sup>Specifically, able-bodied adults without dependents must work or participate in a work program 20 hours or more per week, or participate in workfare. Unless these individuals meet these work requirements or are determined to be exempt, they are limited to 3 months of SNAP benefits in a 36-month period. We recently reported that the federal response to the COVID-19 pandemic included additional funds and increased flexibilities for state, tribal, and local agencies across various nutrition assistance programs, including SNAP. See GAO, *COVID-19: Opportunities to Improve Federal Response and Recovery Efforts*, [GAO-20-625](#) (Washington, D.C.: June 25, 2020).

<sup>19</sup>We analyzed data collected in the March 2019 CPS ASEC for working adults ages 19 to 64 who reported having wage and salary earnings in calendar year 2018). Within this group of working adults, we compared two subgroups of individuals: (1) individuals enrolled and not enrolled in Medicaid and (2) individuals living in and not living in households that received SNAP benefits.

<sup>20</sup>Program participation data captured in the CPS ASEC are self-reported, resulting in estimates that may not correspond directly to participation data reported by the two programs. As we previously reported, CPS data are known to underreport the receipt of program benefits. See [GAO-17-677](#). According to the estimates using CPS ASEC data, 25 million (47 percent) of the 53 million Medicaid enrollees and 18 million (51 percent) of the 35 million individuals who lived in households receiving SNAP benefits were wage-earning adults ages 19 through 64.



more weeks in 2018. However, when compared to other wage-earning adults not participating in either program, some wage-earning adult Medicaid enrollees and SNAP recipients were less likely to work full-time hours for 50 or more weeks per year (see table 1).<sup>21</sup>

**Table 1: Estimated Percentage of Wage-Earning Adults Working Full-Time and Part-Time Work Schedules in 2018**

Program	Status	Work schedules (%)					
		Weekly (full time) 35 hours or more	Weekly (part time) 1 to 34 hours	Annual (full time) 50 to 52 weeks		Annual (part time) 50 to 52 weeks	
				Less than 50 weeks		Less than 50 weeks	
Medicaid	Enrolled	67.6 (66.3, 68.9)	32.4 (31.1, 33.7)	48.0 (46.5, 49.4)	19.7 (18.5, 20.9)	17.5 (16.6, 18.5)	14.8 (13.8, 15.9)
	Not enrolled	86.5 (86.2, 86.8)	13.5 (13.2, 13.8)	76.9 (76.5, 77.3)	9.6 (9.3, 9.8)	7.9 (7.7, 8.2)	5.6 (5.4, 5.8)
Supplemental Nutrition Assistance Program (SNAP)	Receiving benefits	71.9 (70.4, 73.3)	28.1 (26.7, 29.6)	51.2 (49.5, 52.9)	20.7 (19.3, 22.2)	14.0 (13.0, 15.1)	14.2 (13.0, 15.4)
	Not receiving benefits	85.8 (85.5, 86.1)	14.2 (13.9, 14.5)	76.1 (75.7, 76.5)	9.7 (9.5, 10.0)	8.4 (8.1, 8.6)	5.8 (5.6, 6.0)

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

Source: GAO analysis of 2019 Current Population Survey Annual Social and Economic Supplement data. | GAO-21-45

Note: Percentages may not add up to 100 percent due to rounding. We defined wage-earning adults as individuals ages 19 to 64 who reported earning some salary or wage income and participating in one of the two programs in 2018. For the purpose of our analysis, we excluded working adults who had positive net earnings from a self-employment business or a farm.

According to BLS, 4.3 million individuals in February 2020 worked part-time for economic reasons, such as uneven work schedules or unfavorable business conditions, an inability to find full-time work, or seasonal declines in demand.<sup>22</sup> BLS survey data also showed that these individuals would have preferred full-time employment, but worked part

<sup>21</sup>We previously reported that part-time workers are less likely to receive health insurance and other benefits from their employers and fluctuations in earnings and employment status made workers more likely to seek assistance from federally funded social safety net programs, if eligible. See [GAO-17-677](#).

<sup>22</sup>BLS, *The Employment Situation—February 2020*.

time because they were unable to find full-time work or their employers had reduced their hours.<sup>23</sup>

### Most Wage-Earning Adult Medicaid Enrollees and SNAP Recipients Worked in the Private Sector

Ninety percent of wage-earning adult Medicaid enrollees and SNAP recipients worked in the private sector in 2018, a higher percentage than other wage-earning adults who did not participate in either program. In addition, wage-earning adults in these programs were less likely to work in the public sector or be self-employed than other wage-earning adults were (see table 2).

**Table 2: Comparison of Employment Sectors of Wage-Earning Adults in 2018**

Program	Status	Employment sector (%)				
		Private	Public			Self-employed <sup>a</sup>
			Federal	State	Local	
Medicaid	Enrolled	89.6 (88.8, 90.4)	1.0 (0.8, 1.3)	2.5 (2.1, 3.0)	4.0 (3.5, 4.6)	2.4 (2.0, 2.9)
	Not enrolled	80.7 (80.4, 81.1)	3.5 (3.3, 3.7)	5.1 (4.9, 5.3)	7.0 (6.8, 7.2)	3.3 (3.2, 3.5)
Supplemental Nutrition Assistance Program (SNAP)	Receiving benefits	89.6 (88.5, 90.6)	1.4 (1.1, 1.8)	2.6 (2.2, 3.1)	4.4 (3.8, 5.1)	1.3 (1.0, 1.7)
	Not receiving benefits	80.9 (80.6, 81.3)	3.4 (3.2, 3.6)	5.0 (4.8, 5.2)	6.9 (6.7, 7.2)	3.4 (3.2, 3.6)

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

Source: GAO analysis of 2019 Current Population Survey Annual Social and Economic Supplement data. | GAO-21-45

Note: Percentages may not add up to 100 percent due to rounding. In addition, self-employed individuals who did not set their businesses up as a corporation were excluded. We defined wage-earning adults as individuals ages 19 to 64 who reported earning some salary or wage income and participating in one of the two programs in 2018.

<sup>a</sup>For the purpose of our analysis, we excluded working adults who had positive net earnings from a self-employment business or a farm.

<sup>23</sup>As we previously reported, part-time workers are less likely to receive health insurance and other benefits from their employers. For example, certain large employers are required under PPACA to provide qualifying health insurance for their full-time employees (those who work an average of 30 hours or more per week) or risk annual tax penalties. Employers are not obligated to provide this benefit for part-time workers. See [GAO-17-677](#).

## Wage-Earning Adult Medicaid Enrollees and SNAP Recipients Were Highly Concentrated in Five Industries and Occupations

An estimated 72 percent of wage-earning adult Medicaid enrollees and SNAP recipients in 2018 worked in the five industries with the highest concentrations of low-wage workers.<sup>24</sup> While the percentage of wage-earning adults in these programs was generally similar to other adult workers in four of these top five industries, wage-earning adult Medicaid enrollees and SNAP recipients were more concentrated in the leisure and hospitality industry, which includes lodging and food service (see table 3).

**Table 3: Concentration of Wage-Earning Adults in the Leading Industries in 2018**

Industry	Medicaid (%)		Supplemental Nutrition Assistance Program (SNAP) (%)	
	Enrolled	Not enrolled	Receiving benefits	Not receiving benefits
Education and health services	20.0 (19.0, 21.1)	23.9 (23.5, 24.3)	20.5 (19.2, 21.9)	23.8 (23.4, 24.1)
Leisure and hospitality	17.1 (15.9, 18.4)	8.4 (8.2, 8.7)	16.3 (15.0, 17.8)	8.7 (8.4, 9.0)
Wholesale and retail trade	16.4 (15.4, 17.4)	12.4 (12.1, 12.7)	16.0 (14.9, 17.1)	12.5 (12.2, 12.8)
Professional and business services	10.2 (9.4, 11.2)	12.2 (11.9, 12.5)	10.5 (9.5, 11.8)	12.1 (11.8, 12.4)
Manufacturing	8.5 (7.8, 9.3)	10.8 (10.5, 11.1)	9.0 (8.1, 10.0)	10.7 (10.4, 11.0)
<b>Top five industries</b>	<b>72.2</b> <b>(70.8, 73.6)</b>	<b>67.7</b> <b>(67.3, 68.0)</b>	<b>72.4</b> <b>(70.8, 73.9)</b>	<b>67.7</b> <b>(67.4, 68.1)</b>
<b>All other industries</b>	<b>27.8</b> <b>(26.5, 29.2)</b>	<b>32.3</b> <b>(32.0, 32.7)</b>	<b>27.6</b> <b>(26.1, 29.2)</b>	<b>32.3</b> <b>(31.9, 32.6)</b>

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

Source: GAO analysis of 2019 Current Population Survey Annual Social and Economic Supplement data. | GAO-21-45

Note: We defined wage-earning adults as individuals ages 19 to 64 who reported earning some salary or wage income and participating in one of the two programs in 2018. For the purpose of our analysis, we excluded working adults who had positive net earnings from a self-employment business or a farm.

Similarly, a majority of wage-earning adult Medicaid enrollees and SNAP recipients worked in one of five occupations. For example, higher concentrations of wage-earning adults in each program worked in sales,

<sup>24</sup>The industry concentration of low-wage workers has largely remained unchanged since at least 1995. In 2017, we reported that the same five industries had consistently employed the majority of low-wage workers from 1995 through 2016. See [GAO-17-677](#).

food preparation, and building and grounds cleaning and maintenance than other wage-earning adults who did not participate in the programs (see table 4).

**Table 4: Occupational Concentration among Wage-Earning Adults Participating and Not Participating in Medicaid and the Supplemental Nutrition Assistance Program (SNAP) in 2018**

Occupations	Medicaid (%)		SNAP (%)	
	Enrolled	Not enrolled	Receiving benefits	Not receiving benefits
Sales and related occupations	13.1 (12.2, 14.0)	9.4 (9.1, 9.6)	11.9 (10.9, 13.0)	9.5 (9.3, 9.8)
Food preparation and serving	11.5 (10.5, 12.6)	5.0* (4.8, 5.2)	11.3 (10.1, 12.6)	5.1* (4.9, 5.3)
Office and administrative support	11.1 (10.3, 12.0)	11.7 (11.4, 11.9)	11.4 (10.4, 12.4)	11.6 (11.4, 11.9)
Transportation and material moving	9.3 (8.4, 10.3)	6.1* (5.9, 6.4)	9.9 (9.0, 10.9)	6.2* (5.9, 6.4)
Building and grounds cleaning and maintenance	7.5 (6.8, 8.2)	3.2* (3.1, 3.4)	8.0 (7.2, 9.0)	3.3* (3.1, 3.5)
<b>Top five occupations</b>	<b>52.4</b> <b>(51.0, 53.8)</b>	<b>35.3</b> <b>(34.9, 35.7)</b>	<b>52.5</b> <b>(50.8, 54.1)</b>	<b>35.7</b> <b>(35.3, 36.1)</b>
<b>All other occupations</b>	<b>47.6</b> <b>(46.2, 49.1)</b>	<b>64.7</b> <b>(64.3, 65.1)</b>	<b>47.5</b> <b>(45.9, 49.2)</b>	<b>64.3</b> <b>(63.9, 64.8)</b>

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

\* = Occupation did not rank among the top five occupations of wage-earning adults who did not participate in Medicaid or SNAP in 2018. Rounding out the top five occupations for non-participants were management occupations (#1); education, training, and library occupations (#4); and health care practitioners and technical occupations (#5).

Source: GAO analysis of 2019 Current Population Survey Annual Social and Economic Supplement data. | GAO-21-45

Note: We defined wage-earning adults as individuals ages 19 to 64 who reported earning some salary or wage income and participating in one of the two programs in 2018. For the purpose of our analysis, we excluded working adults who had positive net earnings from a self-employment business or a farm.

### A Majority of Wage-Earning Adults, Including Medicaid Enrollees and SNAP Recipients, Worked for Large Employers

A majority of wage-earning adults, including Medicaid enrollees and SNAP recipients, worked for large employers (employers with more than 100 employees). Specifically, 52 percent of adult Medicaid enrollees and 58 percent of adult SNAP recipients worked for these employers in 2018 (see table 5).

**Table 5: Size of Employer Where Wage-Earning Adults, Including Medicaid Enrollees and Supplemental Nutrition Assistance Program (SNAP) Recipients, Worked in 2018, by Number of Employees**

Employer size	Medicaid (%)		SNAP (%)	
	Enrolled	Not enrolled	Receiving benefits	Not receiving benefits
Under 10	20.9 (19.8, 22.2)	13.1 (12.8, 13.4)	17.6 (16.4, 18.7)	13.5 (13.2, 13.8)
10 to 24	19.9 (18.9, 21.0)	14.3 (14.1, 14.6)	17.2 (16.0, 18.5)	14.6 (14.4, 14.9)
25 to 99	7.7 (7.1, 8.4)	7.2 (7.0, 7.5)	7.1 (6.3, 8.0)	7.3 (7.1, 7.5)
100 to 499	11.9 (11.0, 12.7)	13.2 (12.9, 13.5)	12.0 (10.9, 13.2)	13.2 (12.9, 13.5)
500 to 999	4.5 (4.0, 5.1)	5.6 (5.4, 5.8)	4.7 (4.1, 5.5)	5.5 (5.3, 5.7)
1,000 or more	35.1 (33.6, 36.6)	46.6 (46.1, 47.1)	41.4 (39.8, 43.1)	45.9 (45.4, 46.5)

Legend: (#, #) = the (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

Source: GAO analysis of 2019 Current Population Survey Annual Social and Economic Supplement data. | GAO-21-45

Note: We defined wage-earning adults as individuals ages 19 to 64 who reported earning some salary or wage income and participating in one of the two programs in 2018. For the purpose of our analysis, we excluded working adults who had positive net earnings from a self-employment business or a farm.

## Adult Medicaid Enrollees and SNAP Recipients in February 2020 Worked for a Diverse Range of Employers in States with Available Data

Working adults comprised no more than 18 percent of the total Medicaid enrollees and SNAP recipients in February 2020 in the 11 states with available employer data, and most of them worked for private sector

employers.<sup>25</sup> Working adults in each program were concentrated in several industries that include restaurants, department stores, and grocery stores. Smaller populations of these workers worked for public sector employers, such as for state governments, the U.S. Postal Service, or public universities, or for nonprofit organizations, such as charities, hospitals, and health care networks. The percentage of working adult Medicaid enrollees and SNAP recipients did not exceed 4 percent for any single employer in the states we reviewed. Appendixes II and III list the 25 employers employing the highest numbers of adult Medicaid enrollees and SNAP recipients in February 2020 in each state that was able to provide employer data.<sup>26</sup>

## Medicaid

### Working Adult Medicaid Enrollees Comprised a Small Proportion of Overall Medicaid Enrollees in Selected States

Working adult Medicaid enrollees comprised 15 percent or less of total Medicaid enrollees as of February 2020 in each of the six states able to provide data.<sup>27</sup> Working adult Medicaid enrollees also made up less than one-third of total adult Medicaid enrollees in five of the six states we examined (see table 6).

**Table 6: Relative Size of Populations of Non-Disabled, Non-Elderly (NDNE) Working Adult Medicaid Enrollees in Selected States (February 2020)**

State	Total Medicaid enrollees	Adult Medicaid enrollees	NDNE working adult Medicaid enrollees	NDNE working adult enrollees as a percentage of all Medicaid enrollees	NDNE working adults as a percentage of all adult Medicaid enrollees
Georgia	1,735,178	396,480	208,597	12%	53%
Indiana	1,437,798	647,282	170,188	12%	26%
Maine	263,673	137,981	39,256	15%	28%
Massachusetts	1,789,823	950,688	204,965	11%	22%

<sup>25</sup>We asked state agencies to provide data on working non-disabled, non-elderly (NDNE) Medicaid enrollees and SNAP beneficiaries ages 19 to 64. We also asked state agencies for data on the employers-of-record for these individuals, including individuals who were recorded as self-employed or listed by occupation rather than by employer name. Five of the six state agencies provided data on self-employed Medicaid enrollees and all nine state agencies provided data on self-employed SNAP beneficiaries.

<sup>26</sup>Appendix I describes how we developed estimates of the number of working adult Medicaid enrollees and SNAP recipients who worked for individual employers in each state that provided data.

<sup>27</sup>We asked states to provide data on NDNE Medicaid enrollees ages 19 to 64. We refer to this population generally as working adult Medicaid enrollees.

State	Total Medicaid enrollees	Adult Medicaid enrollees	NDNE working adult Medicaid enrollees	NDNE working adult enrollees as a percentage of all Medicaid enrollees	NDNE working adults as a percentage of all adult Medicaid enrollees
Oklahoma	785,366	206,529	41,788	5%	20%
Rhode Island	299,485	160,752	41,484	14%	26%

Source: GAO analysis of data provided by state agencies. | GAO-21-45

Note: The states listed may have significantly different financial and nonfinancial criteria for Medicaid eligibility, as they have significant flexibility within broad federal requirements to design and implement their programs based on their unique needs. For example, while states must cover certain mandatory groups and benefits, they have the option to cover certain other groups of individuals and benefits.

### Most Working Adult Medicaid Enrollees in Selected States Worked for Private Sector Employers

Working adult Medicaid enrollees worked for a wide range of employers in all six states that provided employer data, with a majority of them working for private sector employers. The concentrations in employment sectors varied by state (see table 7).

**Table 7: Estimated Percentage of Non-Disabled, Non-Elderly (NDNE) Adult Medicaid Enrollees in Selected States Working for Employers With 50 or More NDNE Medicaid Enrollees, by Employment Sector (February 2020)**

State	Employment sector (%)		
	Private	Public	Nonprofit
Georgia	86 (82, 90)	7 (5, 10)	* (* , *)
Indiana	85 (81, 88)	8 (6, 12)	4 (3, 7)
Maine	53 (49, 58)	5 (4, 8)	11 (9, 15)
Massachusetts <sup>a</sup>	74 (70, 78)	9 (7, 13)	16 (13, 20)
Oklahoma	81 (77, 85)	6 (4, 9)	4 (2, 6)
Rhode Island	80 (76, 84)	3 (2, 6)	13 (10, 17)

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

\* = Standard errors were too large to produce a stable estimate.

Source: GAO analysis of data provided by state agencies. | GAO-21-45

Note: Percentages are based on the number of employers that we estimated employed 50 or more Medicaid enrollees and do not take into account employers employing fewer Medicaid enrollees. Percentages may not add up to 100 percent due to rounding and the exclusion of records for which state agencies listed an income source or occupation without an employer name. To estimate the percentage of enrollees in each state's Medicaid program working in various employment sectors (i.e., private, public, nonprofit, and self-employed), we aggregated employers with an estimated 50 or more program participants in their employ by employment sector.

<sup>a</sup>State was unable to extract data on the number of self-employed individuals, likely resulting in comparatively higher percentages of employees in these three employment sectors.

In addition, employers with the largest number of working adult Medicaid enrollees in February 2020 in each state tended to be private sector employers with a presence in multiple states. For example, restaurant chains, department stores, home improvement centers, and discount stores employed many working adult Medicaid enrollees across the states whose data we reviewed. However, some regional private sector employers, public sector employers, and nonprofit organizations also employed large numbers of these individuals, according to our analysis. See appendix II for a complete listing of the 25 employers in each state with the highest estimated number of employees who were Medicaid recipients.

- Private sector employers.** The majority of working adult Medicaid enrollees worked for private sector employers in each of the states that provided employer data. Several industries employed higher concentrations of these workers than others did, with the leading five industries in each state employing more than 40 percent of working adult Medicaid enrollees. According to our estimates, restaurants and other eating places—a category that includes sit-down restaurants, fast food franchises, and pizza shops—employed the largest percentage of working adult Medicaid enrollees in five of the six states that provided data. Department stores, grocery stores, and employment services were among the leading five industries of working adult Medicaid enrollees in most of the selected states (see table 8).

**Table 8: Estimated Percentage of Non-Disabled, Non-Elderly (NDNE) Adult Medicaid Enrollees in Selected States Working for Employers with 50 or More NDNE Medicaid Enrollees, by Private Sector Industry (February 2020)**

Industry	State (%)					
	GA	IN	MA	ME	OK	RI
Restaurants and other eating places	20 (16, 24)	29 (25, 34)	8 (6, 11)	11 (8, 14)	29 (25, 33)	12 (9, 15)
Department stores	13 (10, 17)	10 (7, 14)	*	10 (7, 13)	12 (9, 15)	12 (9, 16)
Grocery stores	6 (4, 9)	8 (5, 11)	7 (5, 10)	11 (9, 15)	7 (5, 9)	11 (8, 14)
Employment services	5 (3, 7)	9 (7, 13)	10 (8, 14)	*	10 (8, 13)	6 (4, 9)



Industry	State (%)					
	GA	IN	MA	ME	OK	RI
Physician offices	*	*	11 (9, 15)	6 (4, 9)	*	*
Specialty food stores	*	*	*	6 (4, 8)	*	9 (7, 12)
Home health care services	*	*	7 (5, 10)	*	*	*
General merchandise stores	*	*	*	*	6 (4, 8)	*
Building material and supplies dealers	4 (3, 7)	*	*	*	*	*
Retirement/assisted living facilities	*	4 (2, 6)	*	*	*	*
Top 5 industries	48	60	43	44	64	50
All other industries	52	40	57	56	36	50

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

\* = industry was not among the top five industries of working adult Medicaid enrollees in the state.

Source: GAO analysis of data provided by state agencies. | GAO-21-45

Note: Percentages are based on the number of employers that we estimated employed 50 or more Medicaid enrollees and do not take into account employers employing fewer Medicaid enrollees. To identify the industry in which Medicaid enrollees worked in each state and to estimate the number of these individuals working in each industry, we matched the names of all employers showing 50 or more Medicaid enrollees in their employ with appropriate 6-digit North American Industry Classification System codes. To allow us to report on broader industry trends, we aggregated the codes at the 4-digit level and calculated the total for each code.

- Public sector employers.** Working adult Medicaid enrollees also worked for a wide range of public sector employers in states with available data, although to a lesser extent than in the private sector. Our estimates showed government entities (i.e., federal, state, tribal, and local), and public university systems to be among the employers of working Medicaid enrollees in most of the selected states. Public sector employers also ranked among the top employers of working Medicaid enrollees in all six states, according to our estimates (see app. II.).
- Nonprofit organizations.** Nonprofit organizations also employed a segment of working adult Medicaid enrollee population in the states with available data. Hospital systems, charitable organizations, and disability service organizations all employed adult Medicaid enrollees in each state with available data. Nonprofit organizations ranked among the top employers of working Medicaid enrollees in five of six states, according to our estimates (see app. II.).

- **Self-employed and other occupations.** In addition to providing data on the names of employers associated with each working adult Medicaid enrollee, five of the six state agencies provided data on these Medicaid enrollees who were self-employed. Several state agencies identified enrollees as “self-employed” or listed their occupation rather than an employer’s name. For example, babysitting, cleaning services, hair stylist, landscaping, and construction were among the frequently cited self-employed sources of income for working adult Medicaid enrollees without a designated employer.

## Supplemental Nutrition Assistance Program

Working Adults Comprised a Small Proportion of Overall SNAP Recipients in Selected States

Working adult SNAP recipients comprised 11 to 18 percent of total SNAP recipients in the nine states that provided employer data as of February 2020. Working adult SNAP recipients also made up less than one-third of total number of adult SNAP recipients in eight of the nine states we examined (see table 9).

**Table 9: Relative Size of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipient Populations in Selected States (February 2020)**

State	Total SNAP recipients	Adult SNAP recipients	Working adult SNAP recipients	Working adults as a percentage of all SNAP recipients	Working adults as a percentage of all adult SNAP recipients
Arkansas	310,135	148,574	45,716	15%	31%
Georgia	1,301,310	575,624	143,405	11%	25%
Indiana	566,385	260,784	77,067	14%	30%
Maine	167,359	86,869	25,376	15%	29%
Massachusetts	728,951	358,670	84,431	12%	24%
Nebraska	160,382	74,126	28,924	18%	39%
North Carolina	1,233,024	548,439	142,202	12%	26%
Tennessee	847,694	403,026	94,378	11%	23%
Washington	785,841	421,410	96,281	12%	23%

Source: GAO analysis of data provided by state agencies. | GAO-21-45

Most Working Adult SNAP Recipients Worked for Private Sector Employers in States with Available Data

Working adult SNAP recipients worked for a wide array of employers in each of the nine states that provided employer data, with 73 percent or more of them working for private sector employers. To a lesser degree, working adult SNAP recipients also worked for public sector employers or

nonprofit organizations. The concentration in each employment sector varied by state (see table 10).

**Table 10: Estimated Percentage of Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in Selected States Working for Employers with 50 or More SNAP Recipients, by Employment Sector (February 2020)**

State	Employment sector (%)		
	Private	Public	Nonprofit
Arkansas	90 (87, 93)	4 (2, 6)	3 (2, 5)
Georgia	93 (90, 95)	5 (3, 8)	* (*, *)
Indiana	85 (81, 89)	5 (3, 8)	6 (4, 9)
Maine	73 (69, 77)	3 (2, 6)	22 (18, 26)
Massachusetts	83 (79, 86)	7 (5, 10)	9 (7, 12)
North Carolina	89 (86, 92)	4 (2, 7)	4 (2, 7)
Nebraska	89 (85, 92)	4 (3, 7)	6 (4, 9)
Tennessee	95 (92, 97)	3 (2, 5)	* (*, *)
Washington	87 (83, 90)	8 (6, 12)	4 (2, 6)

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

\* = Standard errors were too large to produce a stable estimate.

Source: GAO analysis of data provided by state agencies. | GAO-21-45

Note: Percentages are based on the number of employers that we estimated employed 50 or more SNAP recipients and do not take into account employers employing fewer SNAP recipients. Percentages may not add up to 100 percent due to rounding and the exclusion of records for which state agencies listed an income source or occupation without an employer name. To estimate the percentage of recipients in each state's SNAP program working in various employment sectors (i.e., private, public, and nonprofit), we aggregated employers with an estimated 50 or more SNAP recipients in their employ by employment sector.

Private sector employers with a presence in multiple states, such as fast-food franchises, discount stores, and department stores, tended to have the largest numbers of working adult SNAP recipients in each state. However, regional private sector employers, public sector employers, and nonprofit organizations also ranked among employers with high numbers

of working adult SNAP recipients. See appendix III for a complete listing of the 25 employers in each state with the highest estimated number of employees who were SNAP recipients.

- Private sector employers.** The majority of working adult SNAP recipients worked for private sector employers in each of the states that provided employer data. Several industries employed higher concentrations of these workers than others did, with the leading five industries in each state employing between 43 and 68 percent of them. According to our estimates, restaurants (and other eating-places) employed the largest percentage of working adult SNAP recipients in seven of the nine states that provided employer data. Department stores, grocery stores, employment services agencies, and general merchandise stores (e.g., box and discount stores) also featured prominently in these states (see table 11).

**Table 11: Estimated Percentage of Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in Selected States Working for Employers with 50 or more SNAP Recipients, by Private Sector Industry (February 2020)**

Industry	State (%)								
	AR	GA	IN	MA	ME	NC	NE	TN	WA
Restaurants and other eating places	31 (27, 36)	22 (18, 27)	19 (16, 24)	7 (5, 10)	18 (14, 22)	26 (22, 31)	32 (27, 37)	29 (25, 34)	18 (15, 23)
Department stores	15 (12, 19)	15 (11, 19)	12 (9, 16)	10 (8, 14)	11 (8, 15)	13 (10, 17)	12 (9, 16)	11 (8, 15)	12 (9, 16)
Grocery stores	8 (6, 11)	9 (6, 13)	8 (5, 11)	11 (8, 14)	19 (16, 23)	12 (9, 16)	7 (4, 10)	7 (5, 11)	*
Employment services	8 (5, 11)	8 (5, 11)	13 (10, 17)	*	*	6 (4, 9)	*	*	*
General merchandise stores	6 (4, 9)	6 (4, 10)	6 (4, 9)	*	*	*	6 (4, 9)	8 (6, 12)	*
Specialty foods	*	*	*	6 (4, 9)	9 (6, 12)	*	*	*	*
Home health services	*	*	*	9 (7, 12)	*	*	*	*	*
Physician offices	*	*	*	*	8 (6, 12)	*	*	*	*
Individual and family services	*	*	*	*	*	*	*	*	8 (6, 12)

Industry	State (%)								
	AR	GA	IN	MA	ME	NC	NE	TN	WA
Grocery and related product merchant wholesalers	*	*	*	*	*	*	8 (6, 12)	*	*
Taxi and limousine services	*	*	*	*	*	*	*	*	6 (4, 10)
Building material and supplies dealers	*	*	*	*	*	5 (3, 8)	*	*	*
Electronic shopping and mail-order houses	—	—	—	—	—	—	—	—	5 (3, 8)
General freight trucking	—	—	—	—	—	—	—	5 (3, 8)	—
Top 5 industries	68	60	58	43	65	62	65	60	49
All other industries	32	40	42	57	35	38	35	40	51

Legend: (#, #) = (lower bound, upper bound) of each percentage estimate at the 95 percent confidence interval.

\* = industry was not among the top five industries of working adult SNAP recipients in the state.

Source: GAO analysis of data provided by state agencies. | GAO-21-45

Note: Percentages are based on the number of employers that we estimated employed 50 or more SNAP recipients and do not take into account employers employing fewer SNAP recipients. To identify the industry in which SNAP recipients worked in each state and to estimate the number of these individuals working in each industry, we matched the names of all employers showing 50 or more SNAP recipients in their employ with appropriate North American Industry Classification System codes. To allow us to report on broader industry trends, we aggregated the codes at the 4-digit level and calculated the total for each code.

- Public sector employers.** Working adult SNAP recipients also worked for a wide range of public sector employers in the selected states, although to a lesser extent than in the private sector. Our estimates showed state governments, public universities, and public school systems, were among the leading employers of these individuals in most of these states. Public sector employers also ranked among the top employers of these individuals in six of the nine states, according to our estimates (see app. III.).
- Nonprofit organizations.** Working adult SNAP recipients also worked for a range of nonprofit organizations in the selected states. For example, our estimates showed that these individuals worked for nonprofit hospitals, disability services organizations, and charitable organizations. Nonprofit organizations also ranked among the top employers for these individuals in eight of the nine states, according to our estimates (see app. III.).
- Self-employed and other occupations.** In addition to providing data on the names of employers associated with each working adult SNAP

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recipient, all nine state agencies provided data on these individuals who were self-employed, listing thousands of enrollees as “self-employed” or identifying their occupation or job as such. For example, babysitting, cleaning services, hairstylist, and construction were among the frequently cited self-employed sources of income for these individuals with no employer designated.

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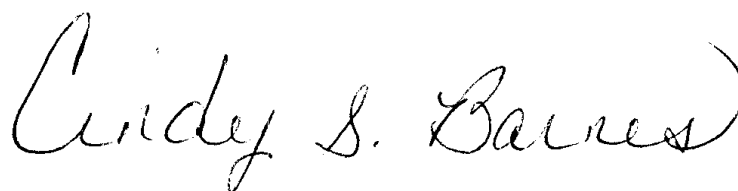
## Agency Comments

We provided a draft of this report to the Secretary of Agriculture, Secretary of Health and Human Services, and the Secretary of Labor for comment. The Department of Labor provided no comments. HHS and USDA each provided technical comments, which we incorporated as appropriate.

As agreed with your offices, unless you publicly announce the contents of this report earlier, we plan no further distribution until 30 days from the report date. At that time, we will send copies to the appropriate congressional committees, the Department of Agriculture, Department of Health and Human Services, Department of Labor, and other interested parties. This report will also be available at no charge on the GAO website at <https://www.gao.gov>.

If you or your staff have any questions regarding this report, please contact me at (202) 512-7215 or [brownbarnesc@gao.gov](mailto:brownbarnesc@gao.gov). Contact points for our Offices of Congressional Relations and Public Affairs are listed on the last page of this report. GAO staff making key contributions to this report are listed in appendix VI.

Sincerely yours,



Cindy Brown Barnes  
Managing Director  
Education, Workforce, and Income Security Issues

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# Appendix I: Objectives, Scope, and Methodology

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The objectives of this study were to examine (1) what is known about the labor characteristics of working adult Medicaid enrollees and SNAP recipients, and (2) what is known about where adult Medicaid enrollees and SNAP recipients work.

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## Labor characteristics

To examine the labor characteristics of wage-earning adult Medicaid enrollees and individuals living in households receiving benefits from the Supplemental Nutrition Assistance Program (SNAP), we analyzed the most recent reliable program participation data captured in the Census Bureau's (Census) Current Population Survey (CPS) March 2019 Annual Social and Economic Supplement (ASEC).<sup>1</sup> Census collected information on program participation and income over the prior calendar year in the ASEC, conducted in from February to April 2019. The ASEC provides supplemental data on work experience, such as weeks and hours worked, total income, and income components, such as earnings, noncash benefits, and program participation, among other things. Data on employment and income refer to the preceding calendar year, although demographic data refer to the time of the survey. This file also contains data covering nine noncash income sources: SNAP (formerly known as the federal Food Stamp Program), the National School Lunch Program, employer-provided group health insurance plan, work-provided pension plan, personal health insurance, Medicaid, Medicare, or military health care, and low-income heating assistance programs. Specifically, we examined the 2019 ASEC data for selected labor characteristics of individuals ages 19 to 64, who reported positive salary and wage earnings in 2018. From this group, we extracted a subpopulation of individuals who reported being enrolled in Medicaid or living in a

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<sup>1</sup>CPS is a national survey designed and administered jointly by Census and the Bureau of Labor Statistics (BLS). The ASEC sample includes March CPS respondents and the outgoing rotation group in February and the incoming rotation group in April (i.e., about one-quarter of the February and April CPS respondents). According to Census, the ASEC is a high quality source of information used to produce the official annual estimate of poverty, and estimates of a number of other socioeconomic and demographic characteristics, including income, health insurance coverage, school enrollment, marital status, and family structure. ASEC is self-reported survey data collected from a probability sample. We did not independently verify the accuracy of the self-reported data. As we previously reported, CPS data are known to underreport program benefits. See [GAO-17-677](#).

household that participated in SNAP in 2018.<sup>2</sup> We analyzed several labor characteristics of the subpopulations both participating and not participating in the programs, including their work schedules, industries, occupations, and employer size, and produced nationally generalizable estimates for these variables. We also estimated standard errors or the margin of error for the 95 percent confidence interval using the replicate weights provided by Census. Based on our data checks and review of documentation, we found the CPS ASEC data to be sufficiently reliable for our purposes.

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## Identifying Employers of Working Adult Medicaid Enrollees and SNAP Recipients

### Questionnaire

To identify where Medicaid enrollees and SNAP recipients work, we employed a multi-step methodology. First, we interviewed officials in the Department of Health and Human Services' (HHS) Centers for Medicare & Medicaid Services (CMS), which provides federal program oversight for Medicaid, and in the U.S. Department of Agriculture's (USDA) Food and Nutrition Service (FNS), which provides federal program oversight for SNAP. Officials in each agency informed us that their respective agencies did not collect nationally generalizable data on the names of employers of program enrollees or recipients. They informed us that any information linking employers to enrollees or recipients would likely reside with the state agencies administering the programs. Based on this information we developed and disseminated two separate program-specific questionnaires to send to each state agency responsible for administering Medicaid and SNAP in all 50 states and the District of Columbia. The questionnaires asked whether agencies routinely collected, verified, and updated employer name data for individual Medicaid enrollees and SNAP recipients. We pretested our questionnaires in seven states and the

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<sup>2</sup>The ASEC data samples were from the civilian noninstitutionalized population of the United States living in housing units and members of the Armed Forces living in civilian housing units on a military base or in a household not on a military base. About 0.6 percent of our wage-earning adult sample population reported the Armed Forces as their longest occupation in 2018, and less than 0.2 percent of the subgroup of wage-earning adults associated with Medicaid or SNAP benefits reported the Armed Forces as their longest occupation in 2018.



District of Columbia. After making adjustments based on our pretest observations, we sent out questionnaires to agencies nationwide.

We received questionnaire responses from 99 of the 102 state agencies we contacted (50 Medicaid and 49 SNAP).<sup>3</sup> We analyzed the responses to identify state agencies able to produce reliable data. Officials in a majority of state agencies responded that they either did not have these data or were unable to extract them in a way that met our requirements. Officials in other agencies that did collect employer name data responded that they lacked a standard data entry protocol to record employer names, resulting in misspellings, missing entries, and other uncertainties that presented challenges to producing an aggregated list of employers.<sup>4</sup> In our review of questionnaire responses, we identified 15 state agencies across 11 states that (1) collected, verified, and updated the names of Medicaid enrollees' and SNAP recipients' employers; and (2) could extract the data in a way that met our requirements. We requested several data from these agencies.<sup>5</sup> First, we asked each agency to provide counts of all program participants, adult program participants, and working adult program participants in February 2020. Next, we asked each agency to provide a disaggregated list of employer names on record for working adult participants in the programs in February 2020, removing personally identifiable information such as names, addresses, or other identifiers from their datasets.<sup>6</sup> Finally, to help us better understand the ways in which Medicaid enrollees and SNAP recipients earned income, we asked agencies to include information on the self-employed in their data submissions.

## Estimation process

In their responses to our questionnaire, some agency officials said that the spelling of employer names, impartial entries, and other data limitations made it challenging to develop an accurate list of employers for the subpopulations we were studying. Given this assumed level of

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<sup>3</sup>The two state agencies administering the programs in Montana and the state agency administering SNAP in Iowa did not respond to our questionnaires.

<sup>4</sup>For more information on the data challenges reported by agencies administering Medicaid and SNAP, see appendices IV and V, respectively.

<sup>5</sup>In cases where the state was able to provide both Medicaid and SNAP data, we did not assess the extent to which there may be overlap in the SNAP and Medicaid populations for any particular employer.

<sup>6</sup>Five agencies provided aggregate sums of working adult Medicaid enrollees or SNAP recipients, respectively, working for each employer in their states. We disaggregated these lists to allow for consistent estimation across all agencies.

imprecision, we developed a process that allowed us to use unaggregated employer name data from each agency to produce statistically derived estimates of the 25 employers in each state that employed the most working adult Medicaid enrollees or SNAP recipients, respectively. To create these estimates, we took the following steps for each state agency:

- First, we used computer programming to consolidate the list of combined employer names by (1) conducting general name cleaning, such as by changing all names to lower case and removing punctuation marks, plural indicators, and standalone letters; (2) sorting for the common stems of employer names and streamlining them. For example, 'Walmart on River Street' became 'Walmart' by extracting it from all strings; and (3) combining like employer names using a "fuzzy string" matching method. For example, 'balmart' would become 'Walmart' because of their similarity.
- Next, because this process ran the risk of inflating the counts of employer names, we developed a sampling procedure that sought to estimate the accuracy of our name aggregation. We designed our sample stratified by two groups each containing about 100 employer names: (1) employer names that changed by our cleaning procedure and (2) employer name that remained unchanged by our cleaning procedure.
- We then coded these strata for whether the employer name was correct or incorrect, and created a ratio representing the error rate for each strata.
- Once we established an error rate, we developed an estimated count for each employer using following equation where "n" is equal to the number of aggregated employer names in the dataset:

$$\text{EmployerName} = (\text{ProportionChanged} * \text{AccuracyChanged} * n) + (\text{ProportionUnchanged} * \text{AccuracyUnchanged} * n)$$

- We developed estimates for each employer using the outcome of these calculations and ranked them according to the estimated number of our subpopulations of working adult Medicaid enrollees and SNAP recipients they employ. We then developed the tables that listed the 25 employers estimated to have the largest number of these individuals working for them in each state. We also calculated the percentage for each employer in the list dividing our estimates for that employer by the total working adults in the programs who worked for the employer (i.e., excluding self-employed). The counts in the tables

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represent the minimum number of employees that an employer employed.

- Finally, as a quality assurance step, we provided a summary of our estimation process and the tables based on the output of this process to each state agency to review and provide comments.

# Appendix II: Available State Data on Certain Medicaid Enrollees and Their Employers

## 1. GEORGIA

**Table 12: Georgia—Number of Working Adult Medicaid Enrollees in February 2020**

Total number of Medicaid enrollees in Georgia (Feb. 2020)	Number of working adult Medicaid enrollees, ages 19-64	Number of non-disabled, non-elderly (NDNE) working adult Medicaid enrollees (working for an employer)	Number of NDNE working adult Medicaid enrollees (self-employed)
1,735,178	208,597	189,557	19,040

Source: Georgia Division of Family and Children Services. | GAO-21-45

**Table 13: Georgia—Employers of the Largest Estimated Number of Non-disabled, Non-elderly (NDNE) Adult Medicaid Enrollees (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Georgia's NDNE working adult Medicaid enrollees working for this employer
1 Walmart <sup>a</sup>	3,959 (3,803.0 - 4,114.9)	2.1% (2.0% - 2.2%)
2 McDonald's <sup>a</sup>	1,480 (1,419.7 - 1,540.9)	0.8% (0.7% - 0.8%)
3 Publix <sup>a</sup>	1,227 (1,176.5 - 1,276.6)	0.6% (0.6% - 0.7%)
4 Waffle House	1,224 (1,179.6 - 1,268.9)	0.6% (0.6% - 0.7%)
5 Kroger <sup>a</sup>	1,125 (1,080.8 - 1,169.0)	0.6% (0.6% - 0.6%)
6 Amazon <sup>a</sup>	950 (915.8 - 984.7)	0.5% (0.5% - 0.5%)
7 Dollar General <sup>a</sup>	860 (829.1 - 891.3)	0.5% (0.4% - 0.5%)
8 Home Depot <sup>a</sup>	860 (828.8 - 891.3)	0.5% (0.4% - 0.5%)
9 Wendy's	601 (577.3 - 625.3)	0.3% (0.3% - 0.3%)
10 Uber Technologies	591 (566.8 - 615.6)	0.3% (0.3% - 0.3%)
11 U.S. Postal Service <sup>b</sup>	576 (548.8 - 602.9)	0.3% (0.3% - 0.3%)
12 Burger King	570 (549.5 - 590.8)	0.3% (0.3% - 0.3%)
13 Dollar Tree, Inc.	557 (534.2 - 579.0)	0.3% (0.3% - 0.3%)

**Appendix II: Available State Data on Certain  
Medicaid Enrollees and Their Employers**

	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Georgia's NDNE working adult Medicaid enrollees working for this employer</b>
14	Randstad	555 (531.9 - 579.0)	0.3% (0.3% - 0.3%)
15	Chick-fil-A	542 (512.9 - 571.8)	0.3% (0.3% - 0.3%)
16	Lowe's <sup>a</sup>	528 (507.0 - 548.4)	0.3% (0.3% - 0.3%)
17	Target <sup>a</sup>	505 (486.4 - 523.4)	0.3% (0.3% - 0.3%)
18	FedEx <sup>a</sup>	499 (475.6 - 523.0)	0.3% (0.3% - 0.3%)
19	Kelly Services	464 (439.0 - 488.8)	0.2% (0.2% - 0.3%)
20	Pilgrim's Pride	437 (418.5 - 455.2)	0.2% (0.2% - 0.2%)
21	T.J. Maxx <sup>a</sup>	424 (402.5 - 446.0)	0.2% (0.2% - 0.2%)
22	Circle K	422 (403.8 - 439.2)	0.2% (0.2% - 0.2%)
23	Subway	406 (389.4 - 421.8)	0.2% (0.2% - 0.2%)
24	Taco Bell	387 (373.2 - 401.8)	0.2% (0.2% - 0.2%)
25	Southern Home Care Service	385 (364.5 - 406.3)	0.2% (0.2% - 0.2%)
<b>Total for the top 25 employers</b>		<b>20,135</b>	<b>10.62%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Public sector employer

Source: GAO estimates based on data provided by the Georgia Division of Family and Children Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult NDNE Medicaid enrollee in February 2020. As a result, an enrollee could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of

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**Appendix II: Available State Data on Certain  
Medicaid Enrollees and Their Employers**

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our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult Medicaid enrollees, in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' NDNE working adult Medicaid enrollees working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

**Appendix II: Available State Data on Certain  
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**2. INDIANA**

**Table 14: Indiana—Number of Working Adult Medicaid Enrollees in February 2020**

Total number of Medicaid enrollees in Indiana (Feb. 2020)	Number of working adult Medicaid enrollees, ages 19-64	Number of non-disabled, non-elderly (NDNE) working adult Medicaid enrollees (working for an employer)	Number of NDNE working adult Medicaid enrollees (self-employed)
<b>1,437,798</b>	170,188	149,833	20,355

Source: Indiana Family and Social Services Administration. | GAO-21-45

**Table 15: Indiana—Employers of the Largest Estimated Number of Non-disabled, Non-elderly (NDNE) Adult Medicaid Enrollees (Feb. 2020)**

	Employer	Estimated number of employees	Estimated percentage of Indiana’s NDNE working adult Medicaid enrollees working for this employer
1	Walmart <sup>a</sup>	2,396 (2,308.2 - 2483.3)	1.6% (1.5% - 1.7%)
2	McDonald’s <sup>a</sup>	1,827 (1,758.7 - 1,894.6)	1.2% (1.2% - 1.3%)
3	Indiana University <sup>b</sup>	1,569 (1,540.2 - 1,598.1)	1.0% (1.0% - 1.1%)
4	Goodwill <sup>c</sup>	1,312 (1,280.9 - 1,342.7)	0.9% (0.9% - 0.9%)
5	Kroger <sup>a</sup>	1312 (1,250.1 - 1,373.2)	0.9% (0.8% - 0.9%)
6	Amazon <sup>a</sup>	1,191 (1,169.1 - 1,213.5)	0.8% (0.8% - 0.8%)
7	Elwood Staffing	971 (952.9 - 988.7)	0.6% (0.6% - 0.7%)
8	Dollar Tree, Inc.	898 (858.5 - 937.3)	0.6% (0.6% - 0.6%)
9	Dollar General <sup>a</sup>	875 (858.4 - 890.8)	0.6% (0.6% - 0.6%)
10	Burger King	836 (808.4 - 864.0)	0.6% (0.5% - 0.6%)
11	Eagle Care	800 (785.7 - 815.2)	0.5% (0.5% - 0.5%)
12	YMCA <sup>c</sup>	725 (687.5 - 762.0)	0.5% (0.5% - 0.5%)
13	Meijer	698 (667.2 - 728.5)	0.5% (0.4% - 0.5%)

**Appendix II: Available State Data on Certain  
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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Indiana's NDNE working adult Medicaid enrollees working for this employer</b>
14	Speedway	653 (635.4 - 671.3)	0.4% (0.4% - 0.4%)
15	Help at Home, LLC	596 (579.3 - 612.8)	0.4% (0.4% - 0.4%)
16	Target <sup>a</sup>	561 (550.9 - 572.0)	0.4% (0.4% - 0.4%)
17	Fedex <sup>a</sup>	547 (518.8 - 575.0)	0.4% (0.3% - 0.4%)
18	Express Employment Professionals	490 (468.5 - 511.0)	0.3% (0.3% - 0.3%)
19	Steak 'n Shake	484 (461.8 - 506.3)	0.3% (0.3% - 0.3%)
20	Taco Bell	481 (472.1 - 490.2)	0.3% (0.3% - 0.3%)
21	Compass Group	474 (465.5 - 483.2)	0.3% (0.3% - 0.3%)
22	State of Indiana <sup>b</sup>	469 (459.9 - 477.2)	0.3% (0.3% - 0.3%)
23	Wendy's	458 (431.1 - 484.2)	0.3% (0.3% - 0.3%)
24	Purdue University <sup>b</sup>	454 (444.7 - 463.5)	0.3% (0.3% - 0.3%)
25	Subway	423 (410.8 - 435.1)	0.3% (0.3% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>21,499</b>	<b>14.35%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Public sector employer

c = Nonprofit organization

Source: GAO estimates based on data provided by the Indiana Family and Social Services Administration. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult NDNE Medicaid enrollee in February 2020. As a result, an enrollee could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since



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**Appendix II: Available State Data on Certain  
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each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult Medicaid enrollees, in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' NDNE working adult Medicaid enrollees working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

**Appendix II: Available State Data on Certain  
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**3. MAINE**

**Table 16: Maine—Number of Working Adult Medicaid Enrollees in February 2020**

Total number of Medicaid enrollees in Maine (Feb. 2020)	Number of working adult Medicaid enrollees, ages 19-64	Number of non-disabled, non-elderly (NDNE) working adult Medicaid enrollees (working for an employer)	Number of NDNE working adult Medicaid enrollees (self-employed)
<b>263,673</b>	39,256	30,725	8,531

Source: Maine Department of Health and Human Services. | GAO-21-45

**Table 17: Maine—Employers of the Largest Estimated Number of Non-disabled, Non-elderly (NDNE) Adult Medicaid Enrollees (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Maine's NDNE working adult Medicaid enrollees working for this employer
1 Hannaford's	728 (690.4 - 765.6)	2.4% (2.2% - 2.5%)
2 Walmart <sup>a</sup>	557 (542.4 - 570.8)	1.8% (1.8% - 1.9%)
3 Maine Medical Center <sup>b</sup>	542 (532.0 - 551.8)	1.8% (1.7% - 1.8%)
4 Dunkin'	475 (466.8 - 484.2)	1.5% (1.5% - 1.6%)
5 McDonald's <sup>a</sup>	398 (383.6 - 412.7)	1.3% (1.2% - 1.3%)
6 University of Maine <sup>c</sup>	300 (294.4 - 305.6)	1.0% (1.0% - 1.0%)
7 Circle K	181 (176.1 - 185.8)	0.6% (0.6% - 0.6%)
8 Shaw's Supermarkets, Inc.	173 (168.9 - 177.9)	0.6% (0.5% - 0.6%)
9 L.L. Bean	171 (166.9 - 175.0)	0.6% (0.5% - 0.6%)
10 Goodwill <sup>b</sup>	155 (151.1 - 158.8)	0.5% (0.5% - 0.5%)
11 Dollar Tree, Inc.	155 (149.4 - 160.0)	0.5% (0.5% - 0.5%)
12 Northern Light Health <sup>b</sup>	149 (145.9 - 151.3)	0.5% (0.5% - 0.5%)
13 Subway	144 (140.6 - 147.0)	0.5% (0.5% - 0.5%)

**Appendix II: Available State Data on Certain  
Medicaid Enrollees and Their Employers**

	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Maine's NDNE working adult Medicaid enrollees working for this employer</b>
14	Burger King	112 (109.8 - 114.0)	0.4% (0.4% - 0.4%)
15	Walgreens <sup>a</sup>	112 (108.6 - 114.5)	0.4% (0.4% - 0.4%)
16	YMCA <sup>b</sup>	110 (106.2 - 114.8)	0.4% (0.3% - 0.4%)
17	Complete Labor	104 (102.1 - 105.9)	0.3% (0.3% - 0.3%)
18	CN Brown	103 (100.9 - 104.9)	0.3% (0.3% - 0.3%)
19	Home Depot <sup>a</sup>	98 (96.2 - 99.8)	0.3% (0.3% - 0.3%)
20	GT Independence	88 (85.9 - 89.6)	0.3% (0.3% - 0.3%)
21	Lowe's <sup>a</sup>	83 (80.5 - 86.1)	0.3% (0.3% - 0.3%)
22	U.S. Postal Service <sup>c</sup>	81 (79.5 - 82.7)	0.3% (0.3% - 0.3%)
23	Target <sup>a</sup>	81 (76.8 - 84.5)	0.3% (0.2% - 0.3%)
24	Alpha One <sup>b</sup>	78 (76.5 - 79.6)	0.3% (0.2% - 0.3%)
25	TD Bank	77 (74.8 - 78.5)	0.2% (0.2% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>5,254</b>	<b>17.10%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Nonprofit organization

c = Public sector employer

Source: GAO estimates based on data provided by the Maine Department of Health and Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult NDNE Medicaid enrollee in February 2020. As a result, an enrollee could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since

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each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult Medicaid enrollees, in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' NDNE working adult Medicaid enrollees working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

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**4. MASSACHUSETTS**

**Table 18: Massachusetts—Number of Working Adult Medicaid Enrollees in February 2020**

Total number of Medicaid enrollees in Massachusetts (Feb. 2020)	Number of adult Medicaid enrollees, ages 19-64	Number of non-disabled, non-elderly (NDNE) working adult Medicaid enrollees	Number of NDNE working adult Medicaid enrollees (self-employed)
1,789,823	950,688	204,965	Data unavailable <sup>a</sup>

Legend:

a =State was unable to extract data on the number of self-employed individuals.

Source: Massachusetts Office of Medicaid. | GAO-21-45

**Table 19: Massachusetts—Employers of the Largest Estimated Number of Non-disabled, Non-elderly (NDNE) Adult Medicaid Enrollees (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Massachusetts' NDNE working adult Medicaid enrollees working for this employer
1 The Commonwealth of Massachusetts <sup>a</sup>	3,908 (* - *)	1.9% (*% - *%)
2 PCA Quality Home Care Workforce Council <sup>a</sup>	2,881 (* - *)	1.4% (*% - *%)
3 Stop & Shop	1,895 (* - *)	0.9% (*% - *%)
4 Walmart <sup>b</sup>	1,833 (* - *)	0.9% (*% - *%)
5 Market Basket	1,745 (* - *)	0.9% (*% - *%)
6 CVS Pharmacy <sup>b</sup>	1,430 (1,401.8 - 1,459.0)	0.7% (0.7% - 0.7%)
7 Amazon <sup>b</sup>	1,370 (* - *)	0.7% (*% - *%)
8 Target <sup>b</sup>	1,333 (* - *)	0.7% (*% - *%)
9 Home Depot <sup>b</sup>	1,073 (* - *)	0.5% (*% - *%)
10 YMCA <sup>c</sup>	1,058 (1,010.6 - 1,105.0)	0.5% (0.5% - 0.5%)
11 The City of Boston <sup>a</sup>	1,054 (* - *)	0.5% (*% - *%)
12 United Parcel Service <sup>b</sup>	1,002 (* - *)	0.5% (*% - *%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Massachusetts' NDNE working adult Medicaid enrollees working for this employer</b>
13	Shaw's Supermarkets, Inc.	986 (* - *)	0.5% (*% - *%)
14	Amedisys Holding, LLC	858 (* - *)	0.4% (*% - *%)
15	Dollar Tree, Inc.	827 (* - *)	0.4% (*% - *%)
16	Ninety Nine Restaurant & Pub	780 (* - *)	0.4% (*% - *%)
17	Walgreens <sup>b</sup>	727 (694.3 - 759.2)	0.4% (0.3% - 0.4%)
18	General Hospital Corporation <sup>c</sup>	708 (* - *)	0.4% (*% - *%)
19	Expert Staffing Partners, Inc.	656 (* - *)	0.3% (*% - *%)
20	T.J. Maxx <sup>b</sup>	636 (* - *)	0.3% (*% - *%)
21	Marshalls	608 (* - *)	0.3% (*% - *%)
22	Masis Staffing Solutions, LLC	608 (* - *)	0.3% (*% - *%)
23	Peopleready, Inc.	604 (* - *)	0.3% (*% - *%)
24	Whole Foods Market	602 (* - *)	0.3% (*% - *%)
25	Randstad	550 (525.6 - 574.7)	0.3% (0.3% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>29,732</b>	<b>14.51%</b>

Legend:

\* = Population count

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Public sector employer

b = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

c = Nonprofit organization

Source: GAO estimates based on data provided by the Massachusetts Office of Medicaid. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult NDNE Medicaid enrollee in February 2020. As a result, an enrollee could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name

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aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult Medicaid enrollees, in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' NDNE working adult Medicaid enrollees working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

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**5. OKLAHOMA**

**Table 20: Oklahoma—Number of Working Adult Medicaid Enrollees in February 2020**

Total number of Medicaid enrollees in Oklahoma (Feb. 2020)	Number of working adult Medicaid enrollees, ages 19-64	Number of non-disabled, non-elderly (NDNE) working adult Medicaid enrollees (working for an employer)	Number of NDNE working adult Medicaid enrollees (self-employed)
<b>785,366</b>	41,788	37,966	3,822

Source: Oklahoma Health Care Authority. | GAO-21-45

**Table 21: Oklahoma—Employers of the Largest Estimated Number of Non-disabled, Non-elderly (NDNE) Adult Medicaid Enrollees (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Oklahoma’s NDNE working adult Medicaid enrollees working for this employer
1 Walmart <sup>a</sup>	1,059 (1,010.3 - 1,108.0)	2.8% (2.7% - 2.9%)
2 McDonald’s <sup>a</sup>	536 (516.2 - 555.8)	1.4% (1.4% - 1.5%)
3 Dollar General <sup>a</sup>	530 (518.9 - 540.2)	1.4% (1.4% - 1.4%)
4 Express Employment Professionals	504 (480.0 - 528.9)	1.3% (1.3% - 1.4%)
5 Sonic	489 (479.3 - 498.8)	1.3% (1.3% - 1.3%)
6 Macy’s	442 (420.4 - 463.2)	1.2% (1.1% - 1.2%)
7 Amazon <sup>a</sup>	371 (363.8 - 378.7)	1.0% (1.0% - 1.0%)
8 Braum’s Ice Cream	365 (357.9 - 372.6)	1.0% (0.9% - 1.0%)
9 Choctaw Nation <sup>b</sup>	280 (274.6 - 285.8)	0.7% (0.7% - 0.8%)
10 Dollar Tree, Inc.	258 (245.2 - 270.0)	0.7% (0.6% - 0.7%)
11 Healthcare Innovation	216 (211.4 - 220.1)	0.6% (0.6% - 0.6%)
12 Complete Home	202 (197.9 - 206.0)	0.5% (0.5% - 0.5%)
13 Chickasaw Nation <sup>b</sup>	193 (189.2 - 196.9)	0.5% (0.5% - 0.5%)



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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Oklahoma's NDNE working adult Medicaid enrollees working for this employer</b>
14	Family Dollar	158 (151.1 - 165.6)	0.4% (0.4% - 0.4%)
15	K-Mac Enterprises	156 (148.2 - 163.4)	0.4% (0.4% - 0.4%)
16	Sodexo	155 (152.2 - 158.5)	0.4% (0.4% - 0.4%)
17	Alorica	145 (141.6 - 147.4)	0.4% (0.4% - 0.4%)
18	SRI Operating	145 (141.6 - 147.4)	0.4% (0.4% - 0.4%)
19	Pizza Hut	143 (139.7 - 145.4)	0.4% (0.4% - 0.4%)
20	Whataburger	142 (138.7 - 144.4)	0.4% (0.4% - 0.4%)
21	Stand By Personnel	137 (130.2 - 143.4)	0.4% (0.3% - 0.4%)
22	Love Travel Stop Country Store	133 (126.5 - 139.5)	0.4% (0.3% - 0.4%)
23	Saint Francis Hospital <sup>c</sup>	122 (119.3 - 124.2)	0.3% (0.3% - 0.3%)
24	RB American Group, LLC	121 (118.7 - 124.1)	0.3% (0.3% - 0.3%)
25	Hobby Lobby	121 (114.9 - 126.5)	0.3% (0.3% - 0.3%)
<b>Total for the top 25 employers</b>		<b>7,121</b>	<b>18.76%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Public sector employer

c = Nonprofit organization

Source: GAO estimates based on data provided by the Oklahoma Health Care Authority. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult NDNE Medicaid enrollee in February 2020. As a result, an enrollee could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since

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**6. RHODE ISLAND**

**Table 22: Rhode Island—Number of Working Adult Medicaid Enrollees in February 2020**

Total number of Medicaid enrollees in Rhode Island (Feb. 2020)	Number of working adult Medicaid enrollees, ages 19-64	Number of non-disabled, non-elderly (NDNE) working adult Medicaid enrollees (working for an employer)	Number of NDNE working adult Medicaid enrollees (self-employed)
<b>299,485</b>	41,484	39,348	2,136

Source: Rhode Island Executive Offices of Health and Human Services. | GAO-21-45

**Table 23: Rhode Island—Employers of the Largest Estimated Number of Non-disabled, Non-elderly (NDNE) Adult Medicaid Enrollees (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Rhode Island's NDNE working adult Medicaid enrollees working for this employer
1 Stop & Shop	872 (829.3 - 915.6)	2.2% (2.1% - 2.3%)
2 Dunkin'	803 (786.1 - 819.5)	2.0% (2.0% - 2.1%)
3 Walmart <sup>a</sup>	546 (531.9 - 559.3)	1.4% (1.4% - 1.4%)
4 CVS Pharmacy <sup>a</sup>	509 (498.7 - 519.0)	1.3% (1.3% - 1.3%)
5 McDonald's <sup>a</sup>	359 (340.8 - 377.3)	0.9% (0.9% - 1.0%)
6 The Fogarty Center <sup>b</sup>	297 (290.3 - 302.7)	0.8% (0.7% - 0.8%)
7 Employment 2000	291 (285.3 - 297.6)	0.7% (0.7% - 0.8%)
8 Lifespan Corporation	276 (262.3 - 289.0)	0.7% (0.7% - 0.7%)
9 Target <sup>a</sup>	274 (268.6 - 279.7)	0.7% (0.7% - 0.7%)
10 Amazon <sup>a</sup>	272 (266.6 - 277.6)	0.7% (0.7% - 0.7%)
11 Dollar Tree, Inc.	269 (253.9 - 284.4)	0.7% (0.6% - 0.7%)
12 YMCA <sup>b</sup>	242 (227.1 - 256.9)	0.6% (0.6% - 0.7%)
13 First Student, Inc.	237 (232.6 - 242.3)	0.6% (0.6% - 0.6%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Rhode Island's NDNE working adult Medicaid enrollees working for this employer</b>
14	Rhode Island Hospital <sup>b</sup>	230 (225.7 - 235.2)	0.6% (0.6% - 0.6%)
15	Jan Companies, Inc.	211 (205.0 - 217.6)	0.5% (0.5% - 0.6%)
16	Home Depot <sup>a</sup>	206 (201.9 - 210.8)	0.5% (0.5% - 0.5%)
17	Ocean State Transit	201 (192.3 - 208.8)	0.5% (0.5% - 0.5%)
18	Sodexo	184 (180.2 - 187.8)	0.5% (0.5% - 0.5%)
19	T.J. Maxx <sup>a</sup>	178 (165.3 - 190.2)	0.5% (0.4% - 0.5%)
20	Walgreens <sup>a</sup>	170 (162.5 - 176.9)	0.4% (0.4% - 0.4%)
21	Perspective Corporation	166 (161.9 - 170.8)	0.4% (0.4% - 0.4%)
22	Cumberland Farms	166 (163.0 - 169.6)	0.4% (0.4% - 0.4%)
23	University of Rhode Island <sup>c</sup>	166 (162.4 - 169.5)	0.4% (0.4% - 0.4%)
24	Burger King	161 (157.8 - 164.5)	0.4% (0.4% - 0.4%)
25	Ocean State Job Lot	149 (146.5 - 152.5)	0.4% (0.4% - 0.4%)
	<b>Total for the top 25 employers</b>	<b>7,437</b>	<b>18.90%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Nonprofit organization

c = Public sector employer

Source: GAO estimates based on data provided by the Rhode Island Executive Offices of Health and Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult NDNE Medicaid enrollee in February 2020. As a result, an enrollee could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random

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selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult Medicaid enrollees, in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' NDNE working adult Medicaid enrollees working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

# Appendix III: Available State Data on Certain Supplemental Nutrition Assistance Program Recipients and Their Employers

## 1. ARKANSAS

**Table 24: Arkansas—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Arkansas (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
310,135	44,320	42,924	1,396

Source: Arkansas Department of Human Services. | GAO-21-45

**Table 25: Arkansas—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Arkansas' total adult SNAP recipients working for an employer
1 Walmart <sup>a</sup>	1,318 (1,275.8 - 1,359.5)	3.1% (3% - 3.2%)
2 McDonald's <sup>a</sup>	865 (830.5 - 900.4)	2.0% (1.9% - 2.1%)
3 Dollar General <sup>a</sup>	505 (495.8 - 514.4)	1.2% (1.2% - 1.2%)
4 Sonic	481 (471.9 - 489.3)	1.1% (1.1% - 1.1%)
5 Tyson Foods <sup>a</sup>	394 (374.6 - 412.7)	0.9% (0.9% - 1.0%)
6 Palco	350 (343.4 - 356.1)	0.8% (0.8% - 0.8%)
7 Dollar Tree, Inc.	303 (295.5 - 310.3)	0.7% (0.7% - 0.7%)
8 Burger King	256 (251.2 - 261.1)	0.6% (0.6% - 0.6%)
9 Staffmark	232 (227.3 - 237.4)	0.5% (0.5% - 0.6%)
10 Taco Bell	211 (206.8 - 214.8)	0.5% (0.5% - 0.5%)
11 Kroger <sup>a</sup>	203 (197.2 - 208.4)	0.5% (0.5% - 0.5%)
12 Express Employment Professionals	192 (186.6 - 197.3)	0.4% (0.4% - 0.5%)
13 Subway	189 (184.5 - 193.8)	0.4% (0.4% - 0.5%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Arkansas' total adult SNAP recipients working for an employer</b>
14	Wendy's	167 (155.8 - 177.6)	0.4% (0.4% - 0.4%)
15	TEC Staffing Services	166 (163.5 - 169.5)	0.4% (0.4% - 0.4%)
16	Popeyes	151 (145.4 - 157.1)	0.4% (0.3% - 0.4%)
17	Compass Group	145 (142.7 - 145.4)	0.3% (0.3% - 0.3%)
18	Harps Foods	144 (139.4 - 148.0)	0.3% (0.3% - 0.3%)
19	Baptist Health	144 (141.0 - 146.3)	0.3% (0.3% - 0.3%)
20	Aramark <sup>a</sup>	137 (134.4 - 140.0)	0.3% (0.3% - 0.3%)
21	KFC	129 (125.2 - 133.0)	0.3% (0.3% - 0.3%)
22	Pizza Hut	129 (126.2 - 131.1)	0.3% (0.3% - 0.3%)
23	Family Dollar	126 (122.6 - 129.3)	0.3% (0.3% - 0.3%)
24	CareLink <sup>b</sup>	122 (118.1 - 125.1)	0.3% (0.3% - 0.3%)
25	Waffle House	121 (118.1 - 122.9)	0.3% (0.3% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>7,179</b>	<b>16.72%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Nonprofit organization

Source: GAO estimates based on data provided by the Arkansas Department of Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of

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our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.



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**2. GEORGIA**

**Table 26: Georgia—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Georgia (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>1,301,310</b>	143,405	136,130	7,275

Source: Georgia Division of Family and Children Services. | GAO-21-45

**Table 27: Georgia—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

	Employer	Estimated number of employees	Estimated percentage of Georgia's total adult SNAP recipients working for an employer
1	Walmart <sup>a</sup>	4,023 (3,874.0 - 4,172.7)	3.0% (2.8% - 3.1%)
2	McDonald's <sup>a</sup>	1,953 (1,880.0 - 2,026.9)	1.4% (1.4% - 1.5%)
3	Waffle House	1,619 (1,560.2 - 1,677.2)	1.2% (1.1% - 1.2%)
4	Dollar General <sup>a</sup>	1,381 (1,331.2 - 1,431.1)	1.0% (1.0% - 1.1%)
5	Kroger <sup>a</sup>	1,254 (1,207.4 - 1,299.8)	0.9% (0.9% - 1.0%)
6	Amazon <sup>a</sup>	1,010 (973.3 - 1,046.2)	0.7% (0.7% - 0.8%)
7	Dollar Tree, Inc.	965 (928.9 - 1,001.1)	0.7% (0.7% - 0.7%)
8	Publix <sup>a</sup>	922 (887.2 - 955.9)	0.7% (0.7% - 0.7%)
9	Burger King	839 (808.7 - 869.3)	0.6% (0.6% - 0.6%)
10	Wendy's	790 (760.1 - 819.3)	0.6% (0.6% - 0.6%)
11	Circle K	662 (637.2 - 687.5)	0.5% (0.5% - 0.5%)
12	United Parcel Service <sup>a</sup>	620 (597.8 - 643.0)	0.5% (0.4% - 0.5%)
13	Home Depot <sup>a</sup>	609 (587.0 - 631.1)	0.4% (0.4% - 0.5%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Georgia's total adult SNAP recipients working for an employer</b>
14	Southern Home Care Service	608 (582.3 - 633.5)	0.4% (0.4% - 0.5%)
15	FedEx <sup>a</sup>	600 (575.6 - 623.4)	0.4% (0.4% - 0.5%)
16	Randstad	561 (539.4 - 582.1)	0.4% (0.4% - 0.4%)
17	Subway	554 (533.2 - 574.4)	0.4% (0.4% - 0.4%)
18	Kelly Services	498 (476.7 - 518.5)	0.4% (0.4% - 0.4%)
19	Target <sup>a</sup>	472 (455.3 - 489.4)	0.3% (0.3% - 0.4%)
20	Family Dollar	472 (453.9 - 489.8)	0.3% (0.3% - 0.4%)
21	Taco Bell	468 (451.5 - 485.4)	0.3% (0.3% - 0.4%)
22	Lowe's <sup>a</sup>	442 (425.3 - 458.0)	0.3% (0.3% - 0.3%)
23	T.J. Maxx <sup>a</sup>	439 (420.6 - 456.7)	0.3% (0.3% - 0.3%)
24	Goodwill <sup>b</sup>	435 (418.3 - 452.3)	0.3% (0.3% - 0.3%)
25	Compass Group	431 (415.1 - 446.2)	0.3% (0.3% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>22,625</b>	<b>16.62%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Nonprofit organization

Source: GAO estimates based on data provided by the Georgia Division of Family and Children Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of

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our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

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**3. INDIANA**

**Table 28: Indiana—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Indiana (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>566,385</b>	77,067	67,547	9,520

Source: Indiana Family and Social Services Administration. | GAO-21-45

**Table 29: Indiana—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Indiana's total adult SNAP recipients working for an employer
1 Walmart <sup>a</sup>	1,313 (1,273.0 - 1,352.1)	1.9% (1.9% - 2.0%)
2 McDonald's <sup>a</sup>	907 (878.1 - 935.9)	1.3% (1.3% - 1.4%)
3 Amazon <sup>a</sup>	723 (708.7 - 737.8)	1.1% (1.0% - 1.1%)
4 Kroger <sup>a</sup>	647 (631.0 - 663.2)	1.0% (0.9% - 1.0%)
5 Dollar General <sup>a</sup>	559 (547.4 - 569.9)	0.8% (0.8% - 0.8%)
6 Goodwill <sup>b</sup>	558 (537.5 - 579.4)	0.8% (0.8% - 0.9%)
7 Eaglecare, Inc.	522 (512.0 - 533.0)	0.8% (0.8% - 0.8%)
8 Dollar Tree, Inc.	520 (502.7 - 538.1)	0.8% (0.7% - 0.8%)
9 Elwood Staffing	497 (487.0 - 507.0)	0.7% (0.7% - 0.8%)
10 Burger King	486 (472.0 - 499.8)	0.7% (0.7% - 0.7%)
11 Speedway	375 (365.0 - 384.6)	0.6% (0.5% - 0.6%)
12 Wendy's	350 (333.9 - 365.1)	0.5% (0.5% - 0.5%)
13 Help at Home, LLC	337 (327.9 - 345.2)	0.5% (0.5% - 0.5%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Indiana's total adult SNAP recipients working for an employer</b>
14	YMCA <sup>b</sup>	322 (309.1 - 335.1)	0.5% (0.5% - 0.5%)
15	Meijer	322 (310.8 - 333.0)	0.5% (0.5% - 0.5%)
16	Taco Bell	289 (283.4 - 295.0)	0.4% (0.4% - 0.4%)
17	Compass Group	288 (281.9 - 293.7)	0.4% (0.4% - 0.4%)
18	FedEx <sup>a</sup>	287 (275.7 - 298.5)	0.4% (0.4% - 0.4%)
19	Express Employment Professionals	275 (265.9 - 285.0)	0.4% (0.4% - 0.4%)
20	State of Indiana <sup>c</sup>	263 (257.4 - 268.0)	0.4% (0.4% - 0.4%)
21	Indiana University <sup>c</sup>	254 (248.7 - 258.9)	0.4% (0.4% - 0.4%)
22	Steak 'n Shake	232 (223.7 - 240.4)	0.3% (0.3% - 0.4%)
23	Subway	228 (222.6 - 234.2)	0.3% (0.3% - 0.3%)
24	Cracker Barrel	224 (217.6 - 230.8)	0.3% (0.3% - 0.3%)
25	Target <sup>a</sup>	218 (213.2 - 222.0)	0.3% (0.3% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>10,996</b>	<b>16.28%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Nonprofit organization

c = Public sector employer

Source: GAO estimates based on data provided by the Indiana Family and Social Services Administration. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since

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each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

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**4. MAINE**

**Table 30: Maine—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Maine (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>167,359</b>	25,376	21,397	3,979

Source: Maine Department of Health and Human Services. | GAO-21-45

**Table 31: Maine—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Maine’s total adult SNAP recipients working for an employer
1 Hannaford’s	500 (484.1 - 515.3)	2.3% (2.3% - 2.4%)
2 Walmart <sup>a</sup>	468 (458.6 - 477.4)	2.2% (2.1% - 2.2%)
3 Dunkin’	369 (362.8 - 375.0)	1.7% (1.7% - 1.8%)
4 Maine Medical Center <sup>b</sup>	350 (344.3 - 355.8)	1.6% (1.6% - 1.7%)
5 McDonald’s <sup>a</sup>	328 (319.8 - 336.0)	1.5% (1.5% - 1.6%)
6 Goodwill <sup>b</sup>	176 (171.7 - 180.1)	0.8% (0.8% - 0.8%)
7 Circle K	163 (159.6 - 166.2)	0.8% (0.7% - 0.8%)
8 Dollar Tree, Inc.	126 (124.0 - 128.9)	0.6% (0.6% - 0.6%)
9 Shaw’s Supermarkets, Inc.	120 (117.9 - 122.9)	0.6% (0.6% - 0.6%)
10 Burger King	120 (117.4 - 121.9)	0.6% (0.5% - 0.6%)
11 University of Maine <sup>c</sup>	107 (105.3 - 108.9)	0.5% (0.5% - 0.5%)
12 Subway	105 (103.1 - 106.8)	0.5% (0.5% - 0.5%)
13 Northern Light Health <sup>b</sup>	97 (95.6 - 98.8)	0.5% (0.4% - 0.5%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Maine's total adult SNAP recipients working for an employer</b>
14	Walgreens <sup>a</sup>	92 (89.8 - 93.6)	0.4% (0.4% - 0.4%)
15	CN Brown	87 (85.7 - 88.7)	0.4% (0.4% - 0.4%)
16	Alpha One <sup>b</sup>	79 (77.9 - 80.6)	0.4% (0.4% - 0.4%)
17	L.L. Bean	78 (77.0 - 79.6)	0.4% (0.4% - 0.4%)
18	GT Independence	76 (74.8 - 77.6)	0.4% (0.3% - 0.4%)
19	TD Bank	73 (71.6 - 74.5)	0.3% (0.3% - 0.3%)
20	YMCA <sup>b</sup>	68 (66.0 - 69.4)	0.3% (0.3% - 0.3%)
21	Dollar General <sup>a</sup>	61 (60.4 - 62.5)	0.3% (0.3% - 0.3%)
22	Sodexo	59 (58.4 - 60.5)	0.3% (0.3% - 0.3%)
23	Complete Labor	59 (57.5 - 59.5)	0.3% (0.3% - 0.3%)
24	Catholic Charities USA <sup>b</sup>	58 (57.5 - 59.5)	0.3% (0.3% - 0.3%)
25	Care and Comfort	56 (54.7 - 58.3)	0.3% (0.3% - 0.3%)
<b>Total for the top 25 employers</b>		<b>3,877</b>	<b>18.12%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Nonprofit organization

c = Public sector employer

Source: GAO estimates based on data provided by the Maine Department of Health and Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since



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each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

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**5. MASSACHUSETTS**

**Table 32: Massachusetts—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Massachusetts (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>728,951</b>	84,431	79,236	5,195

Source: Massachusetts Department of Transitional Assistance. | GAO-21-45

**Table 33: Massachusetts—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

	Employer	Estimated number of employees	Estimated percentage of Massachusetts' total adult SNAP recipients working for an employer
1	Dunkin'	1,195 (1,178.4 - 1,212.0)	1.5% (1.5% - 1.5%)
2	PCA Quality Home Care Workforce Council <sup>a</sup>	1,101 (1,086.1 - 1,116.5)	1.4% (1.4% - 1.4%)
3	Stavros Center for Independent Living <sup>b</sup>	846 (833.6 - 859.1)	1.1% (1.1% - 1.1%)
4	Walmart <sup>c</sup>	797 (765.7 - 828.4)	1.0% (1.0% - 1.0%)
5	Stop & Shop	794 (764.9 - 823.6)	1.0% (1.0% - 1.0%)
6	Market Basket	765 (754.1 - 775.2)	1.0% (1.0% - 1.0%)
7	T.J. Maxx <sup>c</sup>	741 (707.0 - 775.1)	0.9% (0.9% - 1.0%)
8	Tempus Unlimited	672 (661.8 - 682.1)	0.8% (0.8% - 0.9%)
9	Uber Technologies	661 (647.0 - 675.5)	0.8% (0.8% - 0.9%)
10	Dollar Tree, Inc.	594 (569.0 - 619.1)	0.7% (0.7% - 0.8%)
11	Northeast Arc	570 (559.9 - 579.7)	0.7% (0.7% - 0.7%)
12	CVS Pharmacy <sup>c</sup>	545 (537.7 - 552.7)	0.7% (0.7% - 0.7%)
13	McDonald's <sup>c</sup>	525 (505.5 - 543.6)	0.7% (0.6% - 0.7%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Massachusetts' total adult SNAP recipients working for an employer</b>
14	Amazon <sup>c</sup>	521 (514.2 - 528.5)	0.7% (0.6% - 0.7%)
15	Target <sup>c</sup>	440 (433.8 - 446.0)	0.6% (0.5% - 0.6%)
16	Shaw's Supermarkets, Inc.	418 (411.1 - 424.3)	0.5% (0.5% - 0.5%)
17	Home Depot <sup>c</sup>	410 (404.5 - 415.8)	0.5% (0.5% - 0.5%)
18	Amedisys Holding, LLC	406 (400.3 - 411.7)	0.5% (0.5% - 0.5%)
19	YMCA <sup>b</sup>	353 (339.4 - 366.3)	0.4% (0.4% - 0.5%)
20	Ninety Nine Restaurant & Pub	290 (285.6 - 293.9)	0.4% (0.4% - 0.4%)
21	FedEx <sup>c</sup>	281 (269.5 - 293.2)	0.4% (0.3% - 0.4%)
22	The Commonwealth of Massachusetts <sup>a</sup>	270 (266.2 - 273.8)	0.3% (0.3% - 0.3%)
23	Lyft	269 (263.6 - 274.8)	0.3% (0.3% - 0.3%)
24	Compass Group	264 (260.4 - 267.8)	0.3% (0.3% - 0.3%)
25	Walgreens <sup>c</sup>	263 (258.0 - 268.0)	0.3% (0.3% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>13,992</b>	<b>17.66%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Public sector employer

b = Nonprofit organization

c = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

Source: GAO estimates based on data provided by the Massachusetts Department of Transitional Assistance. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since

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**6. NEBRASKA**

**Table 34: Nebraska— Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Nebraska (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>160,382</b>	28,924	24,152	4,772

Source: Nebraska Department of Health and Human Services. | GAO-21-45

**Table 35: Nebraska—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

	Employer	Estimated number of employees	Estimated percentage of Nebraska's total adult SNAP recipients working for an employer
1	McDonald's <sup>a</sup>	368 (357.5 - 379.3)	1.5% (1.5% - 1.6%)
2	Walmart <sup>a</sup>	361 (351.0 - 370.4)	1.5% (1.5% - 1.5%)
3	Tyson Foods <sup>a</sup>	260 (252.1 - 268.5)	1.1% (1.0% - 1.1%)
4	Subway	167 (162.6 - 171.2)	0.7% (0.7% - 0.7%)
5	Casey's	163 (157.3 - 168.8)	0.7% (0.7% - 0.7%)
6	Express Employment Professionals	121 (118.0 - 124.8)	0.5% (0.5% - 0.5%)
7	Dollar General <sup>a</sup>	121 (117.9 - 123.9)	0.5% (0.5% - 0.5%)
8	Pizza Hut	120 (117.0 - 122.9)	0.5% (0.5% - 0.5%)
9	Burger King	119 (116.0 - 121.8)	0.5% (0.5% - 0.5%)
10	Dollar Tree, Inc.	98 (95.6 - 100.7)	0.4% (0.4% - 0.4%)
11	Hy-Vee	97 (94.9 - 99.7)	0.4% (0.4% - 0.4%)
12	Omaha Public Schools <sup>b</sup>	95 (93.0 - 97.7)	0.4% (0.4% - 0.4%)
13	Uber Technologies	92 (88.9 - 94.5)	0.4% (0.4% - 0.4%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Nebraska's total adult SNAP recipients working for an employer</b>
14	Goodwill <sup>c</sup>	91 (88.3 - 93.6)	0.4% (0.4% - 0.4%)
15	Taco Bell	78 (75.7 - 79.6)	0.3% (0.3% - 0.3%)
16	Lincoln Public Schools <sup>b</sup>	76 (73.8 - 77.5)	0.3% (0.3% - 0.3%)
17	YMCA <sup>c</sup>	74 (72.2 - 76.5)	0.3% (0.3% - 0.3%)
18	Quality Pork International, Inc.	72 (70.0 - 73.5)	0.3% (0.3% - 0.3%)
19	Alorica	72 (69.7 - 73.5)	0.3% (0.3% - 0.3%)
20	Arby's	64 (61.8 - 66.3)	0.3% (0.3% - 0.3%)
21	Taco John's	64 (62.1 - 65.4)	0.3% (0.3% - 0.3%)
22	Applebee's Bar & Grill	64 (61.6 - 65.4)	0.3% (0.3% - 0.3%)
23	Holiday Inn	63 (61.6 - 65.4)	0.3% (0.3% - 0.3%)
24	DoorDash	60 (58.2 - 62.3)	0.2% (0.2% - 0.3%)
25	Nelnet	60 (58.3 - 61.4)	0.2% (0.2% - 0.3%)
<b>Total for the top 25 employers</b>		<b>3,020</b>	<b>12.50%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Public sector employer

c = Nonprofit organization

Source: GAO estimates based on data provided by the Nebraska Department of Health and Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since

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**7. NORTH CAROLINA**

**Table 36: North Carolina—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in North Carolina (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
1,233,024	142,202	125,784	16,418

Source: North Carolina Department of Health and Human Services. | GAO-21-45

**Table 37: North Carolina—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

	Employer	Estimated number of employees	Estimated percentage of North Carolina's total adult SNAP recipients working for an employer
1	Walmart <sup>a</sup>	3,511 (3,456.1 - 3,566.8)	2.8% (2.7% - 2.8%)
2	Food Lion	2,259 (2,233.2 - 2,285.6)	1.8% (1.8% - 1.8%)
3	McDonald's <sup>a</sup>	1,782 (1,742.8 - 1,821.4)	1.4% (1.4% - 1.4%)
4	Dollar General <sup>a</sup>	1,046 (1,035.2 - 1,055.8)	0.8% (0.8% - 0.8%)
5	Bojangles'	902 (888.1 - 915.2)	0.7% (0.7% - 0.7%)
6	Burger King	787 (773.0 - 802.0)	0.6% (0.6% - 0.6%)
7	Lowe's <sup>a</sup>	712 (677.5 - 746.2)	0.6% (0.5% - 0.6%)
8	Dollar Tree, Inc.	699 (688.6 - 709.6)	0.6% (0.5% - 0.6%)
9	Harris Teeter	646 (638.1 - 654.0)	0.5% (0.5% - 0.5%)
10	Wendy's	594 (565.2 - 622.5)	0.5% (0.4% - 0.5%)
11	Amazon <sup>a</sup>	581 (575.0 - 586.6)	0.5% (0.5% - 0.5%)
12	Waffle House	580 (573.7 - 585.5)	0.5% (0.5% - 0.5%)
13	Aramark <sup>a</sup>	486 (480.3 - 492.6)	0.4% (0.4% - 0.4%)



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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of North Carolina's total adult SNAP recipients working for an employer</b>
14	Hardee's	479 (465.7 - 491.6)	0.4% (0.4% - 0.4%)
15	Compass Group	454 (449.9 - 459.0)	0.4% (0.4% - 0.4%)
16	Taco Bell	452 (447.1 - 456.7)	0.4% (0.4% - 0.4%)
17	Circle K	444 (437.4 - 450.4)	0.4% (0.3% - 0.4%)
18	Family Dollar	444 (437.7 - 449.3)	0.4% (0.3% - 0.4%)
19	Subway	429 (422.6 - 434.7)	0.3% (0.3% - 0.3%)
20	Kelly Services	407 (388.1 - 426.5)	0.3% (0.3% - 0.3%)
21	Speedway	393 (387.0 - 398.4)	0.3% (0.3% - 0.3%)
22	Target <sup>a</sup>	376 (372.5 - 379.8)	0.3% (0.3% - 0.3%)
23	Ingles Markets	364 (360.3 - 368.2)	0.3% (0.3% - 0.3%)
24	FedEx <sup>a</sup>	344 (332.5 - 354.7)	0.3% (0.3% - 0.3%)
25	KFC	317 (312.6 - 321.1)	0.3% (0.2% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>19,487</b>	<b>15.49%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

Source: GAO estimates based on data provided by the North Carolina Department of Health and Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data

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generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

**Appendix III: Available State Data on Certain  
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**8. TENNESSEE**

**Table 38: Tennessee— Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Tennessee (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>847,694</b>	94,378	89,318	5,060

Source: Tennessee Department of Human Services. | GAO-21-45

**Table 39: Tennessee—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Tennessee’s total adult SNAP recipients working for an employer
1 Walmart <sup>a</sup>	1,469 (1,428.1 - 1,509.4)	1.6% (1.6% - 1.7%)
2 McDonald’s <sup>a</sup>	1,178 (1,132.6 - 1,223.8)	1.3% (1.3% - 1.4%)
3 FedEx <sup>a</sup>	882 (834.5 - 929.2)	1.0% (0.9% - 1.0%)
4 Dollar General <sup>a</sup>	815 (800.4 - 829.9)	0.9% (0.9% - 0.9%)
5 Kroger <sup>a</sup>	594 (579.1 - 609.0)	0.7% (0.6% - 0.7%)
6 Amazon <sup>a</sup>	570 (559.6 - 579.9)	0.6% (0.6% - 0.6%)
7 Dollar Tree, Inc.	524 (509.3 - 538.0)	0.6% (0.6% - 0.6%)
8 Waffle House	445 (435.9 - 454.0)	0.5% (0.5% - 0.5%)
9 Burger King	441 (430.9 - 450.4)	0.5% (0.5% - 0.5%)
10 Express Employment Professionals	402 (387.8 - 415.7)	0.4% (0.4% - 0.5%)
11 Food City	397 (388.7 - 404.7)	0.4% (0.4% - 0.5%)
12 Sonic	389 (381.7 - 395.4)	0.4% (0.4% - 0.4%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Tennessee's total adult SNAP recipients working for an employer</b>
13	Cracker Barrel	383 (369.1 - 397.2)	0.4% (0.4% - 0.4%)
14	Randstad	349 (338.1 - 360.5)	0.4% (0.4% - 0.4%)
15	Taco Bell	338 (332.1 - 344.7)	0.4% (0.4% - 0.4%)
16	Wendy's	336 (312.8 - 358.9)	0.4% (0.4% - 0.4%)
17	Hardee's	330 (316.1 - 344.1)	0.4% (0.4% - 0.4%)
18	Subway	301 (294.6 - 307.7)	0.3% (0.3% - 0.3%)
19	United Parcel Service <sup>a</sup>	251 (245.5 - 255.7)	0.3% (0.3% - 0.3%)
20	Shelby County Schools <sup>b</sup>	242 (237.4 - 246.8)	0.3% (0.3% - 0.3%)
21	Compass Group	211 (206.6 - 214.6)	0.2% (0.2% - 0.2%)
22	Goodwill <sup>c</sup>	207 (197.9 - 215.3)	0.2% (0.2% - 0.2%)
23	Uber Technologies	206 (199.9 - 212.1)	0.2% (0.2% - 0.2%)
24	Pizza Hut	201 (197.3 - 204.7)	0.2% (0.2% - 0.2%)
25	TrueBlue	196 (187.9 - 203.6)	0.2% (0.2% - 0.2%)
	<b>Total for the top 25 employers</b>	<b>11,655</b>	<b>13.05%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Public sector employer

c = Nonprofit organization

Source: GAO estimates based on data provided by the Tennessee Department of Human Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to

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produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.

**Appendix III: Available State Data on Certain Supplemental Nutrition Assistance Program Recipients and Their Employers**

**9. WASHINGTON**

**Table 40: Washington—Number of Working Adult Supplemental Nutrition Assistance Program (SNAP) Recipients in February 2020**

Total number of SNAP recipients in Washington (Feb. 2020)	Number of working adult SNAP recipients	Number of working adult SNAP recipients (working for an employer)	Number of working adult SNAP recipients (self-employed)
<b>785,841</b>	96,281	80,286	15,995

Source: Washington Department of Social and Health Services. | GAO-21-45

**Table 41: Washington—Employers of the Largest Estimated Number of Supplemental Nutrition Assistance Program (SNAP) Recipients (Feb. 2020)**

Employer	Estimated number of employees	Estimated percentage of Washington’s total adult SNAP recipients working for an employer
1 Safeway	1,163 (1,139.1 - 1,186.2)	1.4% (1.4% - 1.5%)
2 Walmart <sup>a</sup>	1,101 (1,076.3 - 1,125.9)	1.4% (1.3% - 1.4%)
3 Uber Technologies	1,073 (1,047.6 - 1,098.3)	1.3% (1.3% - 1.4%)
4 McDonald’s <sup>a</sup>	877 (855.5 - 898.6)	1.1% (1.1% - 1.1%)
5 Amazon <sup>a</sup>	813 (798.6 - 828.1)	1.0% (1.0% - 1.0%)
6 Dollar Tree, Inc.	686 (670.2 - 701.8)	0.9% (0.8% - 0.9%)
7 Public Partnership	665 (643.5 - 686.5)	0.8% (0.8% - 0.9%)
8 Fred Meyer	565 (554.8 - 575.8)	0.7% (0.7% - 0.7%)
9 Lyft	561 (549.8 - 572.5)	0.7% (0.7% - 0.7%)
10 AmeriCorps <sup>b</sup>	533 (518.0 - 548.7)	0.7% (0.6% - 0.7%)
11 Goodwill <sup>c</sup>	514 (500.1 - 528.7)	0.6% (0.6% - 0.7%)
12 DoorDash	390 (375.4 - 404.7)	0.5% (0.5% - 0.5%)
13 United Parcel Service <sup>a</sup>	323 (316.8 - 329.6)	0.4% (0.4% - 0.4%)

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	<b>Employer</b>	<b>Estimated number of employees</b>	<b>Estimated percentage of Washington's total adult SNAP recipients working for an employer</b>
14	ResCare	313 (306.0 - 320.2)	0.4% (0.4% - 0.4%)
15	Starbucks	310 (303.0 - 318.0)	0.4% (0.4% - 0.4%)
16	Home Depot <sup>a</sup>	286 (281.1 - 291.5)	0.4% (0.4% - 0.4%)
17	Burger King	278 (273.3 - 283.4)	0.3% (0.3% - 0.4%)
18	Taco Bell	278 (273.2 - 283.4)	0.3% (0.3% - 0.4%)
19	Target <sup>a</sup>	277 (272.5 - 282.4)	0.3% (0.3% - 0.4%)
20	YMCA <sup>c</sup>	261 (254.6 - 267.7)	0.3% (0.3% - 0.3%)
21	Subway	258 (252.8 - 263.1)	0.3% (0.3% - 0.3%)
22	Express Employment Professionals	252 (245.2 - 258.5)	0.3% (0.3% - 0.3%)
23	Jack in the Box	241 (231.6 - 251.2)	0.3% (0.3% - 0.3%)
24	FedEx <sup>a</sup>	228 (220.2 - 234.9)	0.3% (0.3% - 0.3%)
25	TALX	201 (197.6 - 204.8)	0.3% (0.2% - 0.3%)
	<b>Total for the top 25 employers</b>	<b>12,451</b>	<b>15.51%</b>

Legend:

(# - #) = (lower bound - upper bound) of each percentage estimate at the 95 percent confidence interval.

a = Among the 50 largest private sector employers in the United States in 2020 by number of employees, according to Fortune.

b = Public sector employer

c = Nonprofit organization

Source: GAO estimates based on data provided by the Washington Department of Social and Health Services. | GAO-21-45

Note: States provided data on the employer of record and not necessarily the current employer of each working adult SNAP recipient in February 2020. As a result, a recipient could have changed employers since the data were recorded. We used computer programming to aggregate the information on employer names provided by each state agency. We removed references to occupations or job titles in the data to focus exclusively on employers. Because of differences in how state agencies entered employer names we took steps to check the precision of our computer name aggregation process. Specifically, we reviewed a random confirmatory sample of 200 records from each state program to measure the error rate between the original employer names within those records and the accuracy of our computer program aggregation process. This process allowed us to produce confidence intervals with lower and upper bounds of precision for the minimum number of employees for each employer name. Because we followed a probability procedure based on random selections, our sample is only one of a large number of samples that we might have drawn. Since

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each sample could have provided different estimates, we express our confidence in the precision of our particular sample's results as a 95 percent confidence interval—an interval that would contain the actual population value for 95 percent of the samples we could have drawn. State-provided data generally included more records than the total number of working adult SNAP recipients in part due to some individuals having more than one employer. There are some caveats to our figures. In particular, our estimated number and percentage of states' working adult SNAP recipients working for the employer did not take into account the impact of employment size by the employer in the state. Generally, the likelihood of a larger employer being listed among the top 25 employers in a state would be higher than a smaller employer even if workers' other conditions, such as their wage, industry, and occupation, remained the same.



# Appendix IV: Selected State Medicaid Agencies' Reported Employer Data Collection Processes and Challenges

To identify where non-disabled, non-elderly (NDNE) adult Medicaid enrollees work, we developed and disseminated a questionnaire to state agencies responsible for administering Medicaid in the 50 states and the District of Columbia.<sup>1</sup> We received responses from 50 of the 51 agencies.<sup>2</sup> We analyzed these responses to identify state agencies that could produce reliable data on the employers of working adult NDNE Medicaid enrollees. This process allowed us to identify agencies with capacity to provide the data as well as agencies for which data sharing was not possible. The following paragraphs highlight agencies' responses to our questionnaire, including their choices surrounding the collection, verification, and updating of employer information in enrollees' records, as well as technical challenges that prevented some state agencies from providing data.

## Most State Medicaid Agencies Reported Collecting and Updating Enrollees' Employer Name Information

Officials at most state Medicaid agencies who submitted questionnaire responses said they collected and updated their records to include the names of Medicaid enrollees' employers. In addition, 22 of the 50 responding agencies indicated that they verified information on enrollees' employers (see table 42).

**Table 42: Number of State Medicaid Agencies Collecting, Verifying, and Updating Employer Information of Adult Medicaid Enrollees**

Question	Yes	No
Does your agency collect the names of the current or most recently recorded employer of Medicaid enrollees?	39	11
Does your state verify an enrollee's current or most recently recorded employer?	22	23 <sup>a</sup>
Does your state update its records to indicate changes in an enrollee's employer(s)?	40	4 <sup>b</sup>

Source: GAO analysis of state Medicaid agencies' questionnaire responses. | GAO-21-45

<sup>a</sup>Five agencies did not respond to this question, resulting in a total of 45 responses rather than 50.

<sup>b</sup>Six agencies did not respond to this question, resulting in a total of 44 responses rather than 50.

<sup>1</sup>We defined working adults as individuals ages 19 to 64 participating in a program who were on record as having positive income in February 2020. For working adults enrolled in Medicaid, we asked state officials to provide data only on non-disabled Medicaid enrollees in our specified age range to capture individuals whose eligibility for the program was primarily income-based.

<sup>2</sup>The state agency that administers Medicaid in Montana did not respond to our questionnaire.

Collecting employer names

According to officials responding to our questionnaire, 39 state Medicaid agencies collected names of the current or most recently recorded employer for working adult Medicaid enrollees; 11 did not. Officials in agencies who did not collect employer names gave the following reasons for not doing so:<sup>3</sup>

- enrollees may choose to provide the name(s) of their employer(s), but were not required to do so;
- collecting information on enrollees' employers was not required;
- agencies only collected information on enrollees' income, not employer; and
- utilizing a real-time eligibility system to confirm enrollees' earnings to determine eligibility eliminated the need to collect employer information.

Verifying employer names

According to officials responding to our questionnaire, 22 state Medicaid agencies verified the names of enrollees' current or most recent employer; 23 others did not.<sup>4</sup> Officials at the agencies who verified enrollees' employer information used a variety of means to do so. For example, state agencies verified employer information through one or more of the following methods:

- accessing Equifax's The Work Number®;<sup>5</sup>

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<sup>3</sup>The questionnaire allowed respondents to provide more than one answer to describe why their agency did not collect employer information.

<sup>4</sup>Due to a skip pattern embedded in the questionnaire, questions related to collecting, verifying, and updating employer names have a varied response rate.

<sup>5</sup>The Work Number® is a commercial verification service operated by Equifax Inc. that provides payroll information from participating employers for a fee. The Work Number® stores employment and earnings information gathered from participating employers' payroll systems. We previously reported that most states reported it as a very or extremely useful commercial verification service. See GAO, *Supplemental Nutrition Assistance Program: More Information on Promising Practices Could Enhance States' Use of Data Matching for Eligibility*, [GAO-17-111](#) (Washington, D.C.: Oct. 19, 2016).

Updating employer names

- accessing the National Directory of New Hires;<sup>6</sup>
- reviewing provided documentation (e.g., pay stubs); and
- accessing state-level databases (e.g., state directories of new hires and state wage records data).

State agency officials responding to our questionnaire provided information on how they learned that an enrollee had changed employers. Most said that their agency learned of such as change when an enrollee reported it. Nearly half said that their agency conducted separate periodic data checks for changes of employer. Other agency officials noted additional methods, including conducting checks at eligibility redetermination, obtaining third-party employment reports, and receiving data feeds from other state agencies, among others.

According to officials responding to our questionnaire, 40 state Medicaid agencies regularly updated their records to indicate changes in enrollees' employer(s); four did not. Agencies that updated employment information said they did so by updating the state's eligibility system when changes to employer information were identified or reported, or by requesting enrollees to provide forms of verification. State agencies not updating employment information said they did not do so because they confirmed enrollees' income rather than employer names or because they were not required to collect or retain information with respect to enrollees' employers.

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State Medicaid Agencies  
Reported Several  
Technical Challenges with  
Reporting Enrollees'  
Employer Data

We asked officials at each state agency to highlight any technical concerns they would have in calculating the number of NDNE adult Medicaid enrollees working for a specific employer. Fifteen agencies provided responses that mostly centered on data quality concerns and reporting accuracy. The content of their responses is summarized below:

- Concerns with data quality. Officials in seven state Medicaid agencies expressed concern with the quality of any data collected on enrollees' employers (see table 43).

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<sup>6</sup>The National Directory of New Hires is a federal repository of new hire, quarterly wage, and unemployment insurance information operated by the U.S. Department of Health and Human Services (HHS) Office of Child Support Enforcement. By law, employers are required to report their new hires to the State Directory of New Hires and their employees' quarterly wages to the state workforce agency. State workforce agencies also collect unemployment data. These state agencies, as well as federal agencies, must report this information to the national directory through an automated exchange process within a specific timeframe.

**Appendix IV: Selected State Medicaid  
Agencies' Reported Employer Data Collection  
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**Table 43: State Medicaid Agency Officials' Concerns with Data Quality When Compiling Employer Name Data**

<b>Responses from state Medicaid agency officials</b>	
1	"Identifying discrepancies in how [a] specific employer name was entered. Identifying and differentiating between employers with the same or similar names. Accuracy of employer information between renewals or reported changes. Employment changes are not always reported or identified in the month they occurred."
2	"There are no systematic data protocols for entering an employer name. A caseworker manually enters employer data. Therefore, the data would have to be manually reviewed to combine the quantity of members working for a specific employer. It is unknown the level of effort that is necessary to perform this manual task. Additionally, begin and end dates for employment, based on specific employers, are not required fields. Eligibility is based on the effective month of employment, which is a required field for all entries in [the state's eligibility system]."
3	"The standardization of the data from the enrollee's self-report can be challenging. Although we match and gather data from various sources, we do not bump/gather info from all sources that we know employers use to report their data."
4	"Gathering the individuals who qualify for working adult [NDNE] Medicaid enrollees is fairly simple. Grouping those by existing employer name is simple. Grouping by employer name and determining the same employer requires labor intense coding that will yield in not the most accurate data. The only employer information we have to work with is employer name from a free-form text field where applicants and staff can enter anything or nothing at all."
5	"Non-standardization of spelling/naming; businesses listed under "doing business as"; businesses that don't participate in electronic verification systems may be underreported as employers by applicants/recipients - with no way for the Medicaid agency to know the person is working and for whom."
6	"The reported employer names may not be accurate. Hence, the results may not be aggregated correctly."
7	"Which data source should be used as source of truth: member self-reported data in [one database or] wage data matched with [the state's department of labor]? As noted above, the self-reported employer name is not always accurate and/or up-to-date."

Source: GAO analysis of state Medicaid agencies' questionnaire responses. | GAO-21-45

- Concerns with reporting accuracy. Officials in eight states said that compiling data on employer names could raise some concerns with the accuracy of any final reporting (see table 44).

**Table 44: State Medicaid Agency Officials' Concerns with Reporting Accuracy When Compiling Employer Name Data**

<b>Responses from state Medicaid agency officials</b>	
1	"No query exists so we would need to develop a new query. The results would be as good as the data in the system so [therefore] subject to spelling errors, location issues, etc."
2	"Primarily the period where information is captured does not always correspond with actual employment history for a given employer and variability in self-reported employer names. Information is only updated with a self-reported change in circumstance and is not verified. It is unknown whether date ranges specific to employment history with an employer are captured."
3	"Individuals report the employer names differently. The agency has no way to determine the franchise name versus the corporation name unless it has come into questions and comments have been made on the case. The report may not capture specific employers accurately."
4	"There are so many diverse employer names. Some employers may be entered using the common name and others the name of the parent company. Writing a query to capture the diverse number of employers in the system would present a challenge."
5	"We are able to identify enrollees working for a certain employer in a given month, but cannot discern the number of days or hours worked in that given month."

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**Appendix IV: Selected State Medicaid  
Agencies' Reported Employer Data Collection  
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**Responses from state Medicaid agency officials**

- 
- 6 "There is no standard protocol for entering employer name information into the eligibility system. There is no employer identification number captured in the eligibility system to distinguish employers."
- 
- 7 "[Employer] data would be based on an annual match with data from the [state's labor department]. This match provides quarterly wage information and the identification number of the employer that the Medicaid member worked for during each quarter of the previous state fiscal year. Therefore, there are knowledge gaps around certain scenarios (e.g., we do not know how they are handling the data when an enrollee has multiple employers within a quarter [or] if enrollees are only employed for a subset of months of the quarter.)"
- 
- 8 "We should be able to use the name or ID for employers verified by [a third] party to aggregate results. For [other] employers, the information is self-reported so spelling and abbreviation of the same employer can vary greatly. It would be an inefficient and cumbersome manual process to aggregate the self-reported information."
- 

Source: GAO analysis of state Medicaid agencies' questionnaire responses. | GAO-21-45

# Appendix V: Selected State SNAP Agencies' Reported Employer Name Data Collection Processes and Challenges

To identify where adult recipients of the Supplemental Nutrition Assistance Program (SNAP) work, we developed and disseminated a questionnaire to the state agencies responsible for administering SNAP in the 50 states and the District of Columbia.<sup>1</sup> We received responses from 49 of the 51 agencies.<sup>2</sup> We analyzed these responses to identify state agencies that could produce reliable data on the employers of working adult SNAP recipients. This process allowed us to identify agencies with capacity to provide the data as well as agencies for which data sharing was not possible. The following paragraphs highlight several challenges agencies in the latter category faced in responding to our request, including issues surrounding the collection, verification, and updating of employer information in recipients' records, as well as technical challenges that prevented some state agencies from providing data.

## Most State SNAP Agencies Reported Collecting, Verifying, and Updating Recipients' Employer Name Information

Officials at most state SNAP agencies that submitted questionnaire responses said that they collected, verified, and updated their records to include the names of SNAP recipients' employers (see table 45).

**Table 45: Number of State Supplemental Nutrition Assistance Program (SNAP) Agencies Collecting, Verifying, and Updating Employer Information of Adult SNAP Recipients**

Question	Yes	No
Does your agency collect the names of the current or most recently recorded employer of SNAP recipients?	40	9 <sup>a</sup>
Does your state verify a recipient's current or most recent employer?	33	15 <sup>b</sup>
In addition to verifying an income, does your state update its records to indicate changes in a recipient's employer(s)?	41	4 <sup>c</sup>

Source: GAO analysis of state SNAP agencies' questionnaire responses. | GAO-21-45

<sup>a</sup>Three agencies initially marked both 'yes' and 'no' for this question. Two of these agencies later clarified that they did collect SNAP recipient employer names. In this case, we subtracted two from the 'no' column. The third agency later clarified that they did not collect employer information, leading us to subtract one 'yes' count from the total.

<sup>b</sup>One state's SNAP agency did not answer the verification question, resulting in a total of 48 responses rather than 49.

<sup>c</sup>Four states' SNAP agencies did not answer the update question, resulting in a total of 45 responses rather than 49.

<sup>1</sup>We defined working adults as individuals ages 19 to 64 participating in SNAP who were on record as having positive income in February 2020.

<sup>2</sup>The state agencies administering SNAP in Iowa and Montana did not respond to our questionnaire.

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**Appendix V: Selected State SNAP Agencies’  
Reported Employer Name Data Collection  
Processes and Challenges**

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Collecting employer names	<p>According to officials responding to our questionnaire, 40 state SNAP agencies collected names of the current or most recently recorded employer for working adult SNAP recipients; nine did not. Officials in agencies that did not collect employer names gave the following reasons for not doing so:<sup>3</sup></p> <ul style="list-style-type: none"><li>• collecting information on recipients’ employers was not required,</li><li>• recipients may choose to provide the name(s) of their employer(s), but were not required to do so; and</li><li>• agency information systems lacked the capability to collect employer names.</li></ul>
Verifying employer names	<p>According to officials responding to our questionnaire, 33 state SNAP agencies verified the names of recipients’ current or most recent employer; 15 others did not.<sup>4</sup> Officials at the agencies that verified recipients’ employer information used a variety of means to do so. For example, state agencies verified employer information through one or more of the following methods:</p> <ul style="list-style-type: none"><li>• accessing Equifax’s The Work Number®;<sup>5</sup></li><li>• accessing the National Directory of New Hires;<sup>6</sup></li><li>• reviewing provided documentation (e.g., pay stubs); and</li><li>• accessing state-level databases (e.g., state directories of new hires and state wage records data).</li></ul>

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<sup>3</sup>The questionnaire allowed respondents to provide more than one answer to describe why their agency did not collect employer information.

<sup>4</sup>Due to a skip pattern embedded in the questionnaire, questions related to collecting, verifying, and updating employer names have a varied response rate.

<sup>5</sup>The Work Number® is a commercial verification service operated by Equifax Inc. that provides payroll information from participating employers for a fee. The Work Number® stores employment and earnings information gathered from participating employers’ payroll systems. We previously reported that most states reported it as a very or extremely useful commercial verification service. See [GAO-17-111](#).

<sup>6</sup>The National Directory of New Hires is a federal repository of new hire, quarterly wage, and unemployment insurance information operated by U.S. Department of Health and Human Service’s Office of Child Support Enforcement. By law, employers are required to report their new hires to the State Directory of New Hires and their employees’ quarterly wages to the state workforce agency. State workforce agencies also collect unemployment data. These state agencies, as well as federal agencies, must report this information to the national directory through an automated exchange process within a specific timeframe.

**Appendix V: Selected State SNAP Agencies’  
Reported Employer Name Data Collection  
Processes and Challenges**

**Updating employer names**

State agency officials responding to our questionnaire provided information on how they learned that a recipient had changed employers. Most said that their agency learned of a change while conducting data checks for recipient recertification. Others said that they discovered changes in employment when conducting monthly or quarterly data checks. Other agency officials noted additional methods, including reviewing data feeds from other state agencies, among others.

According to officials responding to our questionnaire, 41 state SNAP agencies regularly updated their records to indicate changes in recipients’ employer(s); four did not. Agencies that updated employment information said they did so by updating the state’s eligibility system when changes to employer information were identified or reported, referring to The Work Number® to identify changes in a recipient’s employer, or requesting recipients provide forms of verification. State agencies not updating employment information said they did not do so because they confirmed recipients’ income rather than employer names, they were not required to collect or retain information with respect to recipients’ employers, or that they verified income using data sources that did not include employer names.

**State SNAP Agencies  
Reported Several  
Technical Challenges with  
Reporting Recipients’  
Employer Data**

We asked officials at each state agency to highlight any technical concerns they would have in calculating the number of adult SNAP recipients working for a specific employer. Sixteen state agencies provided responses that centered on (1) information system designs that made extracting employer data challenging and (2) the inability of state information systems to extract employer data. The content of their responses is below:

- Information system design. Officials in eight state SNAP agencies observed that the design of their information systems would make reporting SNAP recipients’ employer data a challenge (see table 46).

**Table 46: State Supplemental Nutrition Assistance Program (SNAP) Agency Officials’ Concerns with State Information System Designs Limiting the Ability to Compile Employer Name Data**

<b>Responses from state SNAP agency officials</b>	
1	“It would probably take at least a year to complete the necessary steps (system enhancements and programming) to generate a report. It could take at least 3 weeks to complete a query in the system. Staff enter data differently. The system would not be able to automatically match employers if they are spelled differently or have spaces. For example: McDonalds, Mc Donalds, McDonald’s are the same employer but really four different ones technically. Based on this issue, we would not be able to automatically give an accurate count.”
2	“While we can, in fact, extract some names of employers, the reality is the system is not really designed for that. It is based on confirming client employment status.”



**Appendix V: Selected State SNAP Agencies'  
Reported Employer Name Data Collection  
Processes and Challenges**

<b>Responses from state SNAP agency officials</b>	
3	“Unfortunately, our system is mainly hard-coded, so a table for employers does not exist. The worker verifies the employer and the amount earned during the eligibility determination process and enters the employer in a free-form text field. We can pull the information entered in the free-form text field. Due to variances in how the employer is captured, it would take a long time to capture this information as each employer would have to be reviewed and compared then calculated.”
4	“Since the employer is a free text entry field on [the agency’s] system and there are inconsistencies with how the data is entered, there will likely be challenges determining how to aggregate them to a specific employer.”
5	“One significant concern is the manual review that would ensue as a result of the free-form input of employer names. This would not only be a major administrative burden to the state, but it also means a reduction in the confidence of the quality of the data being provided.”
6	“The employer name is a free-form text field in [the] state’s eligibility system. Consolidating variations in spelling and naming conventions is challenging from a technical perspective and may require manual review and consolidation.”
7	“Unfortunately, the only way to extract [these data] is again on a manual, case by-case basis.”
8	“The possibility exists that we could calculate that number [of working adult SNAP recipients who work for a specific employer]. However, with the data being stored in disparate data tables from our eligibility determination system, the separate system that we utilized to pull and compile data would require extensive, quite possibly expensive time, effort, and programming to develop a new report/ad hoc to ascertain the number requested.”

Source: GAO analysis of state SNAP agencies’ questionnaire responses. | GAO-21-45

- Information system limitations. Officials in eight state SNAP agencies noted that their information systems did not give them the ability to generate employer data (see table 47).

**Table 47: State Supplemental Nutrition Assistance Program (SNAP) Officials’ Concerns with State’s Information Systems Limitations Prohibiting the Compilation of Employer Name Data**

<b>Responses from state SNAP agency officials</b>	
1	“We are not able to extract names of employers from [the state’s information system] as it is a ‘paper file’ in which wage verification (check stubs, wage form, tax return, etc.) as well as household expense verifications (rent, mortgage, utilities, child care, medical, etc.) are scanned into the recipient folder ‘paper file’. Based our scanning feature, we are not able to identify each piece of paper (i.e. rent receipt, check stub, utility bills) scanned in this system. It is not a document reader.”
2	“[Our agency] implemented a new eligibility system in March 2019. It would be difficult to combine information for the most recent calendar, state and federal fiscal years as data is in two systems.”
3	“As a result of our transition to a new eligibility system, we no longer have access to an employer report for individuals on public assistance. Since our transition to the new system we have been focused on state and federal required reports, and reports that assist with program administration.”
4	“Our current eligibility system does not allow reports to be generated from the “employer name” field.”
5	“While we collect the name of the employer it is not in a field that our system can pull for reporting/query.”
6	“Our existing eligibility system does not [have] the functionality to record employer information.”
7	“The legacy eligibility system used for SNAP does not contain a space for recording the employer name. Income is required to make an eligibility determination and benefit calculation, and our system was not designed to consider the employer(s) name.”
8	“[Our agency] does not have a field in our eligibility system that captures the employer’s name so the verified information is being documented in the case note. Without a field in the eligibility system to pull employer name from, we cannot determine how many individuals receiving benefits work for the same employer.”

Source: GAO analysis of state SNAP agencies’ questionnaire responses. | GAO-21-45

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# Appendix VI: GAO Contact and Staff Acknowledgment

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## GAO Contact

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## Staff Acknowledgment

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