

METHODS APPENDIX: OBSTACLES TO WORK AMONG TENNCARE ENROLLEES POTENTIALLY AFFECTED BY A WORK REQUIREMENT

Data Source

[Our analysis](#) used data from the U.S. Census Bureau's 2016 American Community Survey (ACS). We used an augmented version of the ACS called the Integrated Public Use Microdata Series prepared by the University of Minnesota Population Center. (1) We used survey data because TennCare enrollee data are not publicly available.

Identifying TennCare Enrollees

National surveys, like the ACS, routinely undercount Medicaid enrollment. In addition to including respondents who reported receiving health insurance coverage through Medicaid, we used logical edits to better estimate the TennCare population. (4) (3) For example, individuals who reported purchasing non-group insurance, had a minor child, and had incomes less than 98% of the federal poverty limit (FPL) were classified as TennCare enrollees. It is unlikely that this population would be able to afford non-group coverage at that income level. Our methods reflect previous studies in this area. (2) (3)

Identifying Potentially Affected Enrollees

Our analysis limited the study population to most closely reflect TennCare's parent/caretaker relative eligibility category. Based on [information provided by TennCare during the legislative process](#), a work requirement is likely to be targeted to this eligibility category.

To approximate individuals enrolled in the parent/caretaker relative eligibility category, our analysis:

- Includes only adults ages 19-64 who are parents or caretakers of dependent children under the age of 18 and whose incomes are under 98% of poverty, and
- Excluded individuals in this group who may qualify for TennCare because they have a disability – including any individuals who reported receiving Supplemental Security Income (SSI) or who are dually enrolled in Medicare and TennCare.

We then divided the study population into 2 groups: potentially exempt parents/caretakers (i.e. those with dependents under 6) and potentially non-exempt parents/caretakers (i.e. those with dependents over the age of 6). Our analysis primarily focuses on potentially non-exempt parents/caretakers.

Limitations

The primary limitation of our approach is that our study population is likely overestimated. Due to limitations in the data, we are unable to exclude some individuals who may already be meeting work requirements in other programs (e.g. TANF or SNAP). We are also unable to exclude some individuals who are eligible for TennCare through a category other than the parent/caretaker relative category. For example, some individuals in the following eligibility categories may be included in our study population if they also fit the criteria outlined above:

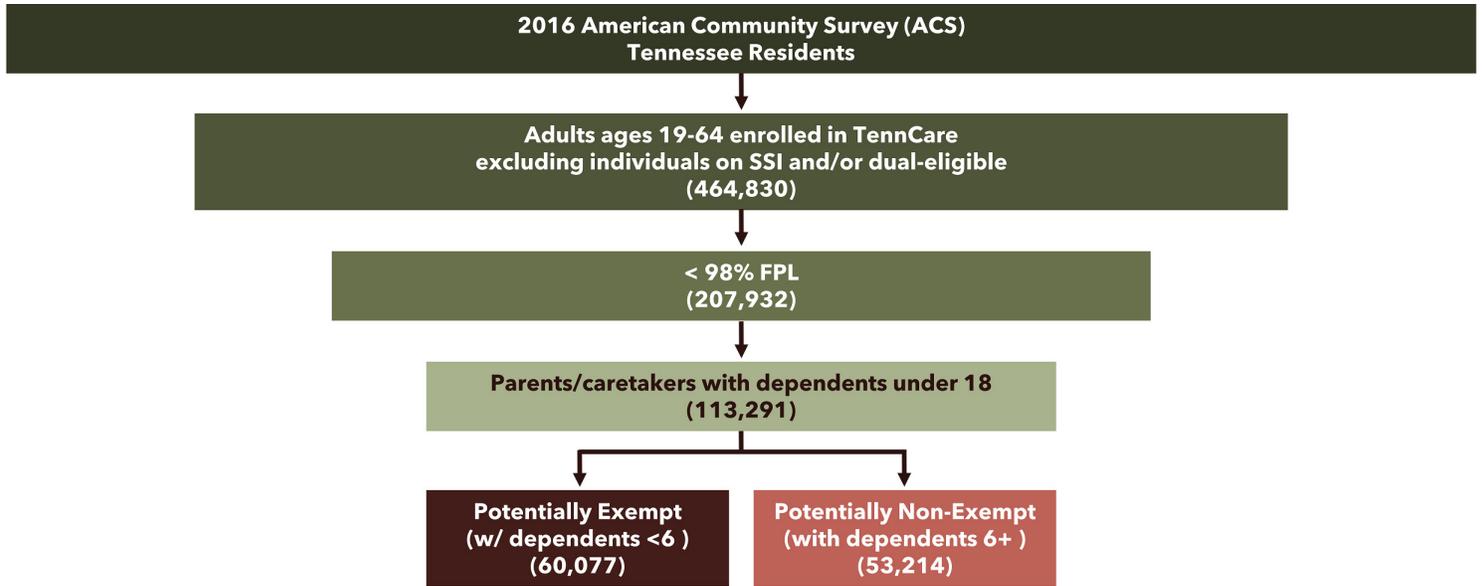
- Pregnant women
- Individuals in need of care traditionally provided in nursing homes
- Uninsured women who have had breast or cervical cancer detected by the Tennessee Breast and Cervical Cancer Screening Program
- Individuals up to age 26 who age out of the foster care system

Furthermore, our analysis does not reflect how some of the final details that are not yet determined might affect either the potentially exempt or potentially non-exempt groups. For example:

- Kentucky’s work requirement allows an exemption for only 1 caregiver per household. Our estimates of the potentially exempt group of parents/caretakers is broader and includes all parents/caretakers of a dependent child under 6.

Federal guidance mentions a number of additional potential exemptions or requirement modifications for individuals who are “medically frail” or have acute conditions that prevent employment, substance use disorders, or disabilities not otherwise exempt. Because states have significant flexibility in how they define these specific circumstances, our analysis does not attempt to define or account for them.

FIGURE A1. DATA METHODS DIAGRAM



Source: The Sycamore Institute’s analysis of 2016 American Community Survey via University of Minnesota IPUMS-USA (1)

TABLE A1.
SELECT CHARACTERISTICS OF NON-ELDERLY TENNCARE ENROLLEES (2016)

	All 19-64, non-elderly, non-SSI adults	Potentially Exempt: parents/caretakers under 98% FPL (with dependents <6)	Potentially Non-exempt: parents/caretakers under 98% FPL (with dependents 6+)
Total	464,830	60,077	53,214
Age (average)	36.6	29.3	39.6
19-29	35.3%	52.6%	10.4%
30-39	27.8%	41.5%	45.9%
40-49	17.1%	5.5%	30.8%
50-64	19.8%	0.4%	12.9%
Race			
non-Hispanic white	68.2%	61.5%	66.0%
non-Hispanic black	27.5%	33.6%	29.9%
non-Hispanic other race	4.3%	4.9%	4.1%
Sex			
male	36.8%	20.7%	24.2%
female	63.2%	79.3%	75.8%
Education Level			
less than high school	20.9%	22.5%	20.1%
high school graduate	42.4%	43.9%	40.4%
some college	23.7%	22.9%	27.0%
associate's degree	5.5%	5.1%	7.5%
bachelor's degree or more	7.5%	5.6%	5.1%
currently attending school	8.5%	6.2%	6.8%
Labor Force			
worked in the prior year	54.9%	56.7%	53.6%
worked at least 50 weeks and 20 hours per week in the previous year	32.0%	24.2%	29.6%
usual hours worked per week in (if working)	19.6	19.6	18.2
unemployed	9.4%	15.1%	13.1%
not in labor force	45.9%	42.1%	44.2%
looking for work	11.2%	17.8%	18.2%
Health Limitations			
serious difficulty learning, remembering, concentrating, or making decisions	14.1%	7.4%	8.7%
serious difficulty walking, climbing stairs, reaching, lifting, or carrying	14.3%	4.8%	11.8%
difficulty living independently	12.8%	3.7%	7.5%
serious difficulty bathing, dressing, or getting around inside the home	5.7%	2.4%	3.2%
serious difficulty seeing	6.3%	3.0%	6.8%
serious difficulty hearing	3.7%	1.7%	3.8%
Transportation & Internet Access			
no vehicles available	9.6%	16.5%	9.7%
no internet access at home	21.8%	20.7%	24.3%

FPL = Federal Poverty Limit, SSI = Supplemental Security Income

Source: The Sycamore Institute's analysis of 2016 American Community Survey via University of Minnesota IPUMS-USA (1)

References

1. **Ruggles, Steven, et al.** Integrated Public Use Microdata Series: Version 7.0 [dataset]. *University of Minnesota*. [Online] 2017. <https://doi.org/10.18128/D010.V7.0>.
2. **Li, Linda, Kemper, Leah and McBride, Timothy.** The Demographics of Missouri Medicaid: Implications for Work Requirements. *Center for Health Economics and Policy, Institute for Public Health at Washington University*. [Online] March 2018. [Cited: August 13, 2018.] https://publichealth.wustl.edu/wp-content/uploads/2018/06/MO-Medicaid-Demographics-and-Work-Requirement_2.pdf.
3. **Gangopadhyaya, Anuj and Kenney, Genevieve M.** Updated: Who Could Be Affected by Kentucky's Medicaid Work Requirements, and What Do We Know about Them? *Urban Institute*. [Online] March 2018. https://www.urban.org/sites/default/files/publication/96576/3.26-ky-updates_finalized_1.pdf.
4. **Lynch, Victoria, et al.** Improving the Validity of the Medicaid/CHIP Estimates on the American Community Survey: The Role of Logical Coverage Edits. *Urban Institute, Health Policy Center*. [Online] September 27, 2011. <https://www.census.gov/content/dam/Census/library/working-papers/2011/demo/improving-the-validity-of-the-medicaid-chip-estimates-on-the-ac-s.pdf>.