

Indicators of Welfare Dependence

Twelfth Report to Congress



U.S. Department of Health and Human Services

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Executive Summary

The Welfare Indicators Act of 1994 requires the Department of Health and Human Services to prepare annual reports to Congress on indicators and predictors of welfare dependence. The twelfth *Indicators of Welfare Dependence* report provides welfare dependence indicators through 2009 for most indicators, reflecting changes that have taken place since the enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996. As directed by the Welfare Indicators Act, the report focuses on benefits under the Temporary Assistance for Needy Families (TANF) program, formerly the Aid to Families with Dependent Children (AFDC) program; the Supplemental Nutrition Assistance Program (SNAP, formerly Food Stamps); and the Supplemental Security Income (SSI) program.

Welfare dependence, like poverty, is a continuum, with variations in degree and in duration. Families may be more or less dependent if larger or smaller shares of their total resources are derived from welfare programs. The amount of time over which families depend on welfare might also be considered in assessing their degree of dependence. Although recognizing the difficulties inherent in defining and measuring dependence, a bipartisan Advisory Board on Welfare Indicators proposed that: A family is dependent on welfare if more than 50 percent of its total income in a one-year period comes from TANF (formerly AFDC), SNAP (formerly food stamps) and/or SSI, and this welfare income is not associated with work activities. Given data limitations, we are not able to identify which program benefits may be associated with recipient work activities. Thus, the definition of welfare dependence used in this report may characterize more individuals as welfare dependant than the Board had intended. We follow the Board's proposal as closely as possible by adopting the following definition of welfare dependence among individuals in families¹ for use in this report:

Welfare dependence is the proportion of all individuals in families that receive more than half of their total family income in one year from TANF, SNAP and/or SSI.

This report uses data from the Current Population Survey (CPS) and administrative data for the TANF (formerly AFDC), SNAP (formerly Food Stamps) and SSI programs to provide updated measures through 2009 for several dependence indicators. Other measures are based on the Survey of Income and Program Participation (SIPP), the Panel Study of Income Dynamics (PSID) and other data sources. Based on these data, this report provides a number of key indicators of welfare reciprocity, dependence and labor force attachment. Highlights from the twelfth report include the following:

- In 2009, 4.6 percent of the total population received more than half of their total family income from TANF, SNAP and/or SSI (see Indicator 1). While falling steadily between 1996 – 2000, the dependency rate increased between 2000 and 2009. The 2009 rate, which coincides with the deepest point of the economic recession, is the highest reported rate since 1996, the year that welfare reform was enacted. SNAP receipt constitutes a larger share of income among the welfare dependent population.
- To a significant extent, this trend correlated with worsening economic conditions. The increase in SNAP reciprocity between 2005 and 2009 reflects its intended responsiveness to economic changes, expanding to meet increased need when the economy is in recession. SNAP is an important support for working families—62 percent of SNAP recipients are in families with labor force participants. Furthermore, SNAP receipt does not necessarily imply long term dependency, as over 60 percent of SNAP entrants remain on the program for a year or less. As the economy continues to improve, SNAP is projected to respond as designed, with fewer people needing the program in the first place. In fact, the Congressional Budget Office's latest projections show that once the economy fully recovers, SNAP is expected to return to pre-recession levels as a share of the gross domestic product.

¹ Appendix D provides more information on the use of individuals, rather than families or households, as the unit of analysis for most of the statistics in this report.

- Trends in reciprocity rates are similar to the more well-known changes in TANF, SNAP, and SSI caseloads. For example, the percentage of individuals receiving TANF cash assistance fell from 5.4 percent to 1.4 percent between 1993 and 2009 (see Indicator 3). SNAP reciprocity rates fell from 10.4 percent in 1993 and 1994 to 6.1 percent in 2000 and 2001. By 2009, the SNAP reciprocity rate had increased to 10.7 percent, the highest rate in the history of the program. SSI reciprocity rates, on the other hand, were relatively flat between 1993 and 2009, fluctuating between 2.3 and 2.5 percent.
- Longitudinal measures show that program spells are typically short and long-term reciprocity is rare. For example, approximately three-fourths of all TANF spells and 62 percent of all SNAP spells lasted one year or less (see Indicator 7). Among individuals receiving TANF at some point over a ten-year period ending in 2008, over 70 percent received AFDC/TANF in only one or two years during this period (see Indicator 9).

Since the causes of welfare receipt and dependence are not clearly known, the report also includes a larger set of traditional risk factors associated with welfare receipt. The risk factors are organized into three categories: economic security measures, measures related to employment and barriers to employment, and measures of nonmarital childbearing.

The economic security risk factors include measures of poverty and well-being that are important not only as potential predictors of dependence, but also as a supplement to the dependence indicators, ensuring that dependence measures are not assessed in isolation. As such, the report includes data on the official poverty rate, one of the most common measures of economic well-being:

- Between 2000 and 2004, the poverty rate increased, but still remained lower than any year between 1980 and 1997. Between 2005 and 2009, the poverty rate increased from 12.6 percent to 14.3 percent of all individuals (see Economic Security Risk Factor 1).

The measures related to employment and barriers to employment are important because families must generally receive an adequate income from employment in order to avoid dependence without severe deprivation.

- The majority of mothers in the U.S. are in the labor force. Of particular note is the sharp increase in labor force participation rates for never-married mothers (i.e., those historically at greatest risk of AFDC/TANF dependency), rising from 52.5 percent in 1992 to a peak of 75.3 percent in 2002, and then gradually falling to 72.0 percent in 2009 (see Employment and Work-Related Risk Factor 8).
- In an average month in 2009, 56.7 percent of TANF recipients lived in families with at least one family member in the labor force. Comparable figures for SNAP and SSI recipients were 62.0 and 41.1 percent, respectively (see Indicator 2). Between 2005 and 2009 (see the 2008 Indicators of Welfare Dependence Report on line at <http://aspe.hhs.gov/hsp/indicators08/index.shtml> for the 2005 numbers) there has been an increase in the percentage of recipients in families having at least one person in the labor force. Between 2005 and 2009, the percentage of recipients in families with at least one person in the labor force increased from 52.3 to 56.7 percent for TANF recipients, from 55.4 to 62.0 percent for SNAP recipients, and from 38.9 to 41.1 percent for SSI recipients. In addition, the percentage of non-elderly adult recipients who lived in families with at least one worker increased from 2005-2009 for all three programs.

Data on nonmarital births is important since historically a high proportion of AFDC/TANF recipients first became parents outside of marriage.

- In 1940, 3.8 percent of births were to unmarried women. Beginning in 1960, this percentage began to increase, reaching 32.6 percent by 1992. It remained steady for a few years, before rising to 41.0 percent in 2009 (see Nonmarital Birth Risk Factor 1).

Finally, the report has four appendices that provide additional data on major welfare programs, alternative measures of dependence and nonmarital births, as well as background information on several data and technical issues.

Chapter I. Introduction and Overview

The Welfare Indicators Act of 1994 (Public Law 103-432) directed the Secretary of Health and Human Services (HHS) to publish an annual report on welfare dependency. This twelfth indicators report provides data on measures of welfare reciprocity, dependence, and predictors of welfare dependence.

The purpose of this report is to address questions concerning the extent to which American families depend on income from welfare programs. Under the Welfare Indicators Act, HHS was directed to address the rate of welfare dependence, the degree and duration of welfare reciprocity and dependence, and predictors of welfare dependence. The Act further specified that analyses of means-tested benefit programs should include benefits under the Temporary Assistance for Needy Families (TANF) program (formerly the Aid to Families with Dependent Children (AFDC) program),¹ the Supplemental Security Income (SSI) program, and the Supplemental Nutrition Assistance Program (SNAP) (formerly the Food Stamp Program (FSP)).² In this report we include information on cash assistance under the TANF and SSI programs and the cash value of food assistance benefits under SNAP. The American Recovery and Reinvestment Act (ARRA) of 2009 included provisions that changed (in most cases temporarily) some aspects of these three programs; these changes are discussed below.

This twelfth report provides updated measures through 2009 for dependency measures based on the Current Population Survey (CPS), Annual Social and Economic Supplement. Data are available through 2009 for the Panel Study of Income Dynamics (PSID) measures, and through 2008 for several of the Survey of Income and Program Participation (SIPP) measures.

Organization of Report

This introductory chapter provides an overview of the specific summary measure of welfare dependence proposed by a bipartisan Advisory Board³ and how this measure was adopted for use in this report series. It also discusses summary measures of poverty, following the Advisory Board's recommendation that dependence measures not be assessed in isolation from other measures of economic well-being. The introduction concludes with a discussion of data sources used for the report.

Chapter II of this report, Indicators of Dependence, presents ten indicators of welfare dependence and reciprocity. These indicators include dependence measures based on the share of total income derived from all three programs – AFDC/TANF, FSP/SNAP, and SSI – as well as measures of reciprocity for each of the three programs. Labor force participation among families receiving welfare and benefit receipt across multiple programs also are shown. The second half of the chapter includes longitudinal data on the duration of welfare receipt and events associated with transitions on and off the AFDC/TANF program.

¹The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193) repealed the Aid to Families with Dependent Children (AFDC) program and created a block grant program of Temporary Assistance for Needy Families (TANF) in its place. The mandatory start date for TANF was July 1, 1997, but most states made the transition from AFDC before that date. Throughout the report we use AFDC/TANF to refer to cash assistance benefits received under these two programs.

²The Food, Conservation and Energy Act of 2008 (P.L. 110-246) re-named the Food Stamp Program as the Supplemental Nutrition Assistance Program (SNAP) as of October 1, 2008. The name change had no effect on the type of benefits or how they are made available to eligible households.

³The first annual report was produced under the oversight of a bipartisan Advisory Board on Welfare Indicators, which assisted the Secretary in defining welfare dependence, developing indicators of welfare dependence, and choosing appropriate data. Under the terms of the original authorizing legislation, the Advisory Board was terminated in October 1997, prior to the submission of the first annual report.

Chapter III, Predictors and Risk Factors Associated with Welfare Receipt, focuses on predictors of welfare dependence – risk factors believed to be associated with welfare receipt. These predictors are shown in three different groups:

- (1) **Economic security** – including various measures of poverty, receipt of child support, food insecurity and health insurance coverage – is important in predicting dependence because families with fewer economic resources are more likely to rely on welfare programs for their support.
- (2) Measures of **work status** and potential barriers to employment for adults also are critical, because families must generally receive an adequate income from employment in order to avoid dependence without severe deprivation.
- (3) Finally, data on **nonmarital births** are important since historically a high proportion of welfare recipients first became parents outside of marriage.

Additional data and technical notes are presented in four appendices. Appendix A provides basic program data on each of the main welfare programs and their recipients. Appendix B shows how dependence is affected by the inclusion of benefits from the SSI program; Appendix C includes additional data on non-marital childbearing; and Appendix D provides background information on several data and technical issues. The main welfare programs in Appendix A include the following:

- The **Temporary Assistance for Needy Families (TANF)** program provides monthly “assistance” (primarily cash benefits) and other benefits and services (referred to as “non-assistance”) to eligible families with children and is run directly by the states. Prior to 1996 welfare cash benefits were provided through the **Aid to Families with Dependent Children (AFDC)** program. Data on assistance benefits under the TANF and AFDC programs are provided in Appendix A, with AFDC data provided from 1962 through June 1997, and TANF data from July 1997 through 2009.
- The **Supplemental Nutrition Assistance Program (SNAP)** provides monthly benefits to individuals living in households or alone, provided their income and assets are below limits set in federal law. It reaches more poor people over the course of a year than any other means-tested public assistance program. Prior to October 1, 2008, these food assistance benefits were provided through the **Food Stamp Program**. Appendix A provides historical data on food stamp/SNAP benefits from 1962 to 2009.
- The **Supplemental Security Income (SSI)** program provides monthly cash payments to elderly, blind or disabled individuals or couples whose income and assets are below levels set in federal law. Though the majority of recipients are adults, disabled children also are eligible. Historical data from 1974 through 2009 are provided in Appendix A.

Measuring Welfare Dependence

As suggested by its title, this report focuses on welfare “dependence” as well as welfare “reciency.” While reciency can be defined fairly easily, based on the presence of benefits from AFDC/TANF, FSP/SNAP, or SSI, dependence is a more complex concept. Welfare dependence, like poverty, is a continuum, with variations in degree and in duration. Families may be more or less dependent if larger or smaller shares of their total resources are derived from welfare programs. The amount of time over which a family depends on welfare might also be considered in assessing its degree of dependence. Nevertheless, a summary measure of dependence to be used as an indicator for policy purposes must have some fixed parameters that allow one to determine which families should be counted as dependent, just as the poverty line defines who is poor under the official standard. The definition of dependence proposed by the Advisory Board for this purpose is as follows: A family is dependent on welfare if more than 50 percent of its total income in a one-year period comes from AFDC/TANF, FSP/SNAP, and/or SSI, and this welfare income is not associated with work activities. In following the Board’s proposal, we adopt

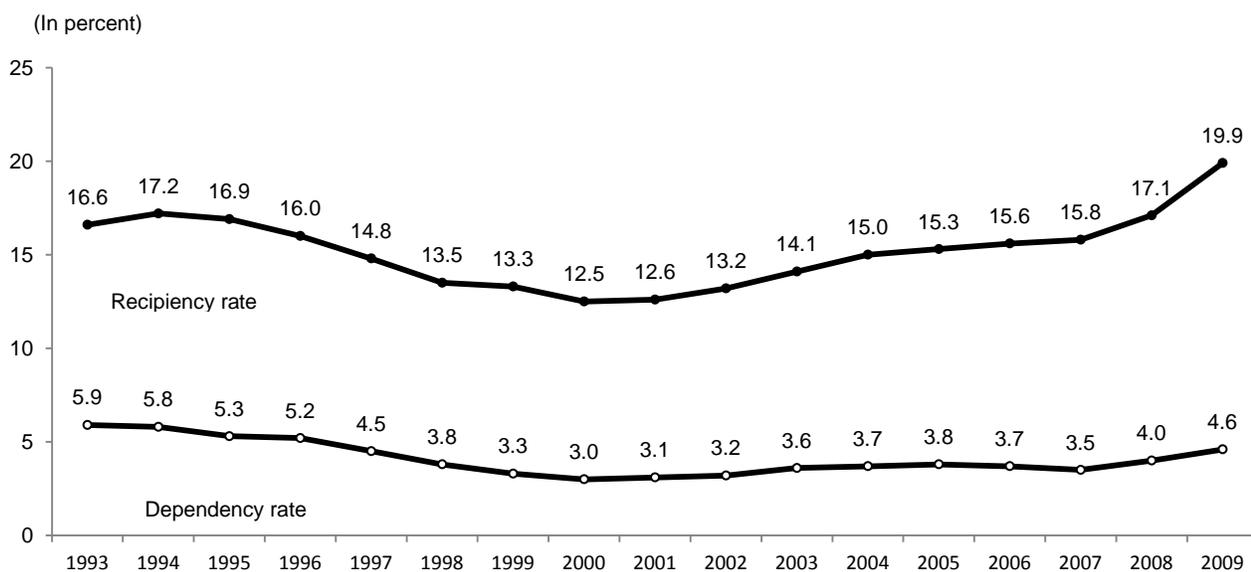
the following definition of welfare dependence among individuals in families⁴ for use in this report:

Welfare dependence is the proportion of all individuals in families that receive more than half of their total family income in one year from TANF, SNAP, and/or SSI.

No definition of welfare dependence is without its limitations. The Advisory Board recognized that no single measure could capture fully all aspects of dependence and that their proposed measure should be examined in concert with other indicators of well-being. While the Board's proposal would count unsubsidized and subsidized employment and work required to obtain benefits as work activities, existing data sources do not permit distinguishing between welfare income associated with work activities and non-work-related welfare benefits. As a result, the data shown in this report may overstate the incidence of dependence on these three programs.⁵ In FY 2009, 42.4 percent of welfare recipients were working or participating in work related activities compared to 7 percent in 1992.⁶

Also, any definition of dependence represents an arbitrary choice of a percentage of income from welfare beyond which families will be considered dependent. But using a single point – in this case 50 percent – yields a relatively straightforward measure that can be tracked easily over time, and is likely to be associated with any large changes in total dependence, however defined.

Figure SUM 1. Reciprocity and Dependency Rates: 1993-2009



Note: Reciprocity is defined as living in a family with receipt of any amount of AFDC/TANF, SSI or SNAP during the year. Dependency is defined as having more than 50 percent of annual income from AFDC/TANF, SSI and/or SNAP. Dependency rates would be lower if adjusted to exclude welfare assistance associated with working.
Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2009, analyzed using the TRIM3 microsimulation model.

Welfare reciprocity is defined as living in a family with receipt of any amount of AFDC/TANF, FSP/SNAP, or SSI during the year. The welfare reciprocity rate, as used in this report, refers to the number of individuals in families that received benefits from any one of the three aforementioned programs during the year as a percent of the population.

⁴ The unit of analysis for most of the statistics in this report is "individuals" rather than families or households. Appendix D provides more information on the use of individuals as the unit of analysis.

⁵ While this report defines dependency in relation to TANF, SNAP and SSI, there are other forms of means-tested assistance that could be considered under other definitions.

⁶ Office of Family Assistance, an office of the Administration for Children and Families, Characteristics and Financial Circumstances of TANF Recipients, Fiscal Year 2009, Table 28. This 42.4 percent includes subsidized employment and work preparation activities (including subsidized jobs, on-the-job training, work experience or community services). The earnings of those in unsubsidized employment would be correctly captured as income from work in national surveys. Any welfare benefits associated with work experience, community service programs or other work activities, however, would be counted as income from welfare in most national surveys, a classification incompatible with the Advisory Board's proposed definition.

Dependency and reciprocity rates follow fairly similar trends and even before the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 was passed, welfare reciprocity and dependency were both in decline. The overall drop in the reciprocity rates during the 1990s is consistent with low unemployment and lower poverty rates. The subsequent rise in the welfare program reciprocity rate after 2000 however is associated more with increases in SSI and SNAP receipt than TANF, where caseloads continued a downward trend through 2008 (see Table TANF 1).

The “Great Recession,” that officially began in late 2007 and lasted through mid 2009, exacerbated an upward trend in reciprocity rates that began after 2000. As shown in Figure SUM 1, the dependency rate fell from 5.9 percent in 1993 to a low of 3.0 percent in 2000, and the reciprocity rate declined from 17.2 percent in 1994 to a low of 12.5 percent in 2000. Yet, by 2009, these rates had risen to 4.6 percent for dependence and 19.9 percent for reciprocity.

To a significant extent, this trend correlated with worsening economic conditions. In particular, SNAP is designed to respond to such changes, automatically expanding to meet increased need when the economy is in recession with benefits that flow to communities, states, or regions of the country that face rising unemployment or poverty. The increase in SNAP reciprocity between 2005 and 2009 reflects this responsiveness, as well as success in reaching a higher proportion of eligible people (see Figure IND 4). The program’s significance to these households is underscored by the fact that 17 percent of SNAP households had no other income in 2009.⁷

It is important to note that more than half of those that rely on SNAP are children, elderly, or disabled.⁸ SNAP is also an important support for working families—62 percent of SNAP recipients are in families with labor force participants. Furthermore, SNAP receipt does not necessarily imply long term dependency, as over 60 percent of SNAP entrants remain on the program for a year or less. The Congressional Budget Office’s latest projections show that once the economy fully recovers, SNAP is expected to return to pre-recession levels as a share of the gross domestic product.

In 2009, as in previous years, general patterns in welfare receipt are apparent. Reciprocity and dependency rates are higher for Non-Hispanic Blacks and Hispanics of any race than they are for Non-Hispanic Whites, as shown in Table SUM 1. These rates are also higher for young children than they are for adults, and they are higher for individuals in female-headed families than they are for those in married-couple families. However, of note are the rising reciprocity rates for all demographic categories over a relatively short period of time, 2007 – 2009, and the magnitude of the increase. For example, for those living in female-headed families, the reciprocity rate increased from 45.0 percent in 2007 to 50.4 percent in 2009, a 5.4 percentage point increase. And Hispanics of any race show an 8.3 percentage point increase in reciprocity between 2007 and 2009. Adults 65 and older experienced smaller increases in welfare reciprocity than did other demographic groups. Their reciprocity rate increased 0.7 percentage points, from 10.6 percent to 11.3 percent over the 2007 and 2009 period.

Another factor affecting dependence is the time period observed. The summary measures shown in Figure SUM 1 and Table SUM 1 focus on reciprocity and dependency rates measured on an annual, cross-sectional basis. Longitudinal measures of AFDC/TANF receipt (both annual and monthly) show that program spells are typically short and long-term reciprocity is rare, see Chapter II. Indicator 9, for example, shows that among individuals receiving TANF at some point over a ten-year period ending in 2008, 8.0 percent received some AFDC/TANF during six or more years. Another fifth (20.5 percent) were recipients in three to five years, and more than two-thirds (71.5 percent) received AFDC/TANF in only one or two years during this period.

Measuring Economic Well-Being

To assess the social impacts of any change in dependence, changes in the level of poverty should be considered. This report focuses on the official poverty rate, the most common poverty measure. Additional measures of poverty and need also are included under the Economic Risk Factors found in Chapter III.

7 USDA-Food and Nutrition Service, Characteristics of Supplemental Nutrition Assistance Program Households: Fiscal Year 2009.

8 USDA-Food and Nutrition Service, Characteristics of Supplemental Nutrition Assistance Program Households: Fiscal Year 2009.

As shown in Figure SUM 2a the official 2009 poverty rate (14.3 percent) is higher than any rate in the 2000s yet it is still lower than the 1993 rate of 15.1 and the 1983 rate of 15.2 percent, peak years for poverty in recent history. In examining poverty over the last decade, in 1999 there were 32.8 million people in poverty as compared to almost 43.6 million people in poverty in 2009⁹. Some of this increase could be attributed to population increases. As shown in Figure Sum 2b, the child poverty rate for all persons under 18 was 20.1 percent in 2009, with 15.5 million poor children, and for related children 0 – 5 years of age the rate is 23.8 percent (see Table ECON 1).

Table SUM 1. Reciprocity and Dependency Rates: Selected Years

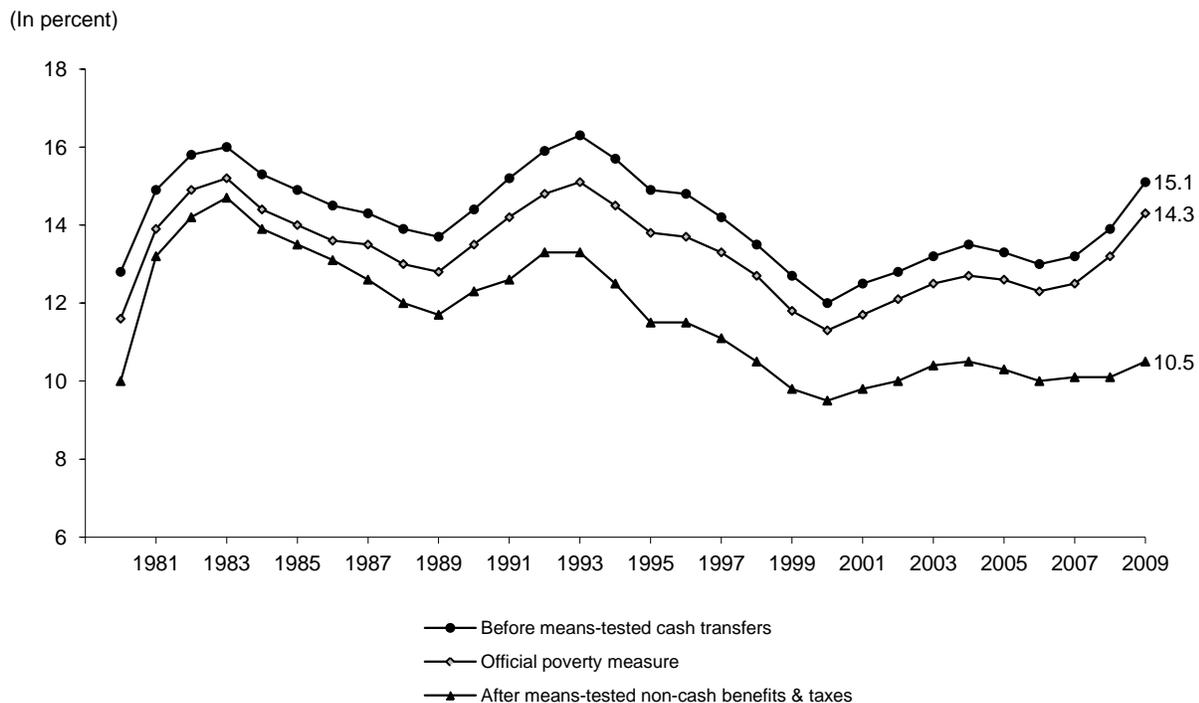
| | 1993 | 1996 | 1997 | 1998 | 1999 | 2000 | 2002 | 2004 | 2006 | 2007 | 2008 | 2009 |
|--|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Reciprocity Rates (Rates of Any Amount of AFDC/TANF, SNAP or SSI) | | | | | | | | | | | | |
| All Persons | 16.6 | 16.0 | 14.8 | 13.5 | 13.3 | 12.5 | 13.2 | 15.0 | 15.6 | 15.8 | 17.1 | 19.9 |
| Racial/Ethnic Categories | | | | | | | | | | | | |
| Non-Hispanic White | 10.3 | 9.9 | 9.7 | 8.6 | 8.4 | 8.2 | 8.8 | 10.1 | 10.6 | 10.4 | 11.4 | 13.3 |
| Non-Hispanic Black | 38.0 | 35.6 | 30.2 | 29.6 | 29.8 | 27.0 | 27.7 | 32.4 | 32.0 | 33.4 | 34.1 | 37.6 |
| Hispanic | 34.6 | 32.0 | 28.0 | 24.5 | 23.4 | 21.0 | 21.7 | 22.6 | 23.8 | 24.6 | 27.6 | 32.9 |
| Age Categories | | | | | | | | | | | | |
| Children ages 0-5 | 30.5 | 28.2 | 25.1 | 22.4 | 21.5 | 19.8 | 21.4 | 24.6 | 25.7 | 27.0 | 28.9 | 34.3 |
| Children ages 6-10 | 24.9 | 24.2 | 21.2 | 20.0 | 19.8 | 18.0 | 18.8 | 22.2 | 23.2 | 23.9 | 26.2 | 30.4 |
| Children ages 11-15 | 22.1 | 21.1 | 19.4 | 17.0 | 17.3 | 16.3 | 16.8 | 20.5 | 21.5 | 22.5 | 23.1 | 27.4 |
| Women ages 16-64 | 16.4 | 16.0 | 14.7 | 13.6 | 13.6 | 12.5 | 13.4 | 15.0 | 15.7 | 15.6 | 16.9 | 19.8 |
| Men ages 16-64 | 11.5 | 11.7 | 11.1 | 10.0 | 9.6 | 9.2 | 10.3 | 11.6 | 12.0 | 12.1 | 13.5 | 16.0 |
| Adults ages 65 and over | 11.2 | 10.3 | 10.2 | 9.9 | 10.0 | 10.4 | 9.7 | 10.0 | 10.6 | 10.6 | 11.4 | 11.3 |
| Family Categories | | | | | | | | | | | | |
| Persons in: | | | | | | | | | | | | |
| Married-couple families | 10.5 | 9.6 | 8.7 | 8.3 | 7.9 | 7.2 | 7.5 | 8.6 | 8.9 | 8.8 | 9.9 | 12.5 |
| Female-headed families | 47.8 | 46.0 | 41.6 | 37.5 | 39.9 | 37.1 | 37.7 | 42.6 | 44.3 | 45.0 | 47.3 | 50.4 |
| Male-headed families | 27.6 | 25.3 | 24.3 | 19.7 | 19.3 | 21.8 | 21.2 | 21.9 | 25.8 | 26.4 | 27.3 | 33.1 |
| Unrelated persons | 9.7 | 11.5 | 11.9 | 10.9 | 10.0 | 10.1 | 11.5 | 12.7 | 12.6 | 12.4 | 14.1 | 15.5 |
| Dependency Rates (More than 50 Percent of Income from AFDC/TANF, SNAP and/or SSI) | | | | | | | | | | | | |
| All Persons | 5.9 | 5.2 | 4.5 | 3.8 | 3.3 | 3.0 | 3.2 | 3.7 | 3.7 | 3.5 | 4.0 | 4.6 |
| Racial/Ethnic Categories | | | | | | | | | | | | |
| Non-Hispanic White | 3.0 | 2.6 | 2.5 | 2.1 | 1.8 | 1.9 | 1.8 | 2.2 | 2.3 | 2.1 | 2.4 | 2.7 |
| Non-Hispanic Black | 17.8 | 13.8 | 11.4 | 10.5 | 9.1 | 7.7 | 8.7 | 10.0 | 9.5 | 9.4 | 10.2 | 11.1 |
| Hispanic | 11.8 | 10.9 | 9.1 | 6.6 | 5.4 | 4.5 | 4.9 | 5.2 | 5.2 | 5.1 | 5.7 | 7.1 |
| Age Categories | | | | | | | | | | | | |
| Children ages 0-5 | 13.9 | 11.2 | 9.3 | 7.8 | 6.2 | 6.0 | 6.0 | 7.1 | 6.9 | 7.1 | 7.6 | 9.1 |
| Children ages 6-10 | 11.2 | 9.5 | 8.4 | 6.7 | 6.1 | 5.1 | 5.1 | 6.0 | 5.7 | 5.3 | 6.3 | 7.5 |
| Children ages 11-15 | 9.3 | 8.1 | 7.4 | 5.7 | 4.5 | 4.0 | 4.0 | 5.1 | 5.2 | 5.3 | 5.3 | 6.3 |
| Women ages 16-64 | 5.9 | 5.2 | 4.6 | 3.9 | 3.5 | 3.0 | 3.4 | 3.7 | 3.9 | 3.7 | 4.2 | 4.8 |
| Men ages 16-64 | 2.7 | 2.7 | 2.5 | 2.1 | 1.9 | 1.8 | 2.0 | 2.4 | 2.5 | 2.3 | 2.8 | 3.2 |
| Adults ages 65 and over | 2.4 | 2.4 | 2.1 | 2.1 | 2.0 | 2.1 | 2.0 | 2.2 | 2.1 | 2.1 | 2.2 | 2.2 |
| Family Categories | | | | | | | | | | | | |
| Persons in: | | | | | | | | | | | | |
| Married-couple families | 1.8 | 1.7 | 1.4 | 1.1 | 1.0 | 1.0 | 1.0 | 1.0 | 1.2 | 1.1 | 1.3 | 1.6 |
| Female-headed families | 25.7 | 21.1 | 18.4 | 15.0 | 13.6 | 11.4 | 11.7 | 13.8 | 13.2 | 12.6 | 13.4 | 14.6 |
| Male-headed families | 6.8 | 5.4 | 5.6 | 4.2 | 3.0 | 4.4 | 3.8 | 4.0 | 4.5 | 4.5 | 4.7 | 6.4 |
| Unrelated persons | 3.8 | 4.2 | 4.2 | 4.2 | 3.4 | 3.8 | 4.1 | 4.5 | 4.7 | 4.3 | 5.2 | 5.8 |

Note: Reciprocity is defined as living in a family with receipt of any amount of AFDC/TANF, SSI or FSP/SNAP during the year. Dependency is defined as having more than 50 percent of annual family income from AFDC/TANF, SSI and/or SNAP. Dependency rates would be lower if adjusted to exclude welfare assistance associated with working. Spouses are not present in the male-headed and female-headed family categories. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2010, analyzed using the TRIM3 microsimulation model.

⁹ U.S. Bureau of the Census, "Income, Poverty, and Health Insurance Coverage in the United States: 2010," Current Population Reports, Series P60-239 and data published online at www.census.gov/hhes/www/poverty.html.

Figure SUM 2a. Percentage of Total Population in Poverty with Various Means-Tested Transfers Counted as Income: 1979-2009



Note: The three measures of income are as follows: (1) "Before means-tested cash transfers" is earnings and other pre-transfer ("private" or "market") cash income, plus social security, workers compensation, and other social insurance cash transfers. It does not include means-tested cash transfers; (2) The "Official poverty measure" uses the official Census Bureau income definition, which includes means-tested cash transfers, primarily AFDC/TANF and SSI; (3) "After means-tested non-cash benefits and taxes" counts the cash value of means-tested food and housing benefits, adds the refundable Earned Income Tax Credit (EITC), and subtracts federal payroll and income taxes. The fungible value of Medicare and Medicaid is not included in any of the income measures.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1980 – 2010, analyzed by the Congressional Budget Office. See ECON 4 in Chapter III for the data underlying the table and further notes.

Figure SUM 2a shows poverty estimates under the official poverty rate and two other measures that adjust income by adding or subtracting means-tested cash transfers, means-tested non-cash benefits, and federal taxes. While each of the three poverty measures in the graph uses a different definition of income, all three poverty measures use the Census Bureau's official poverty thresholds.

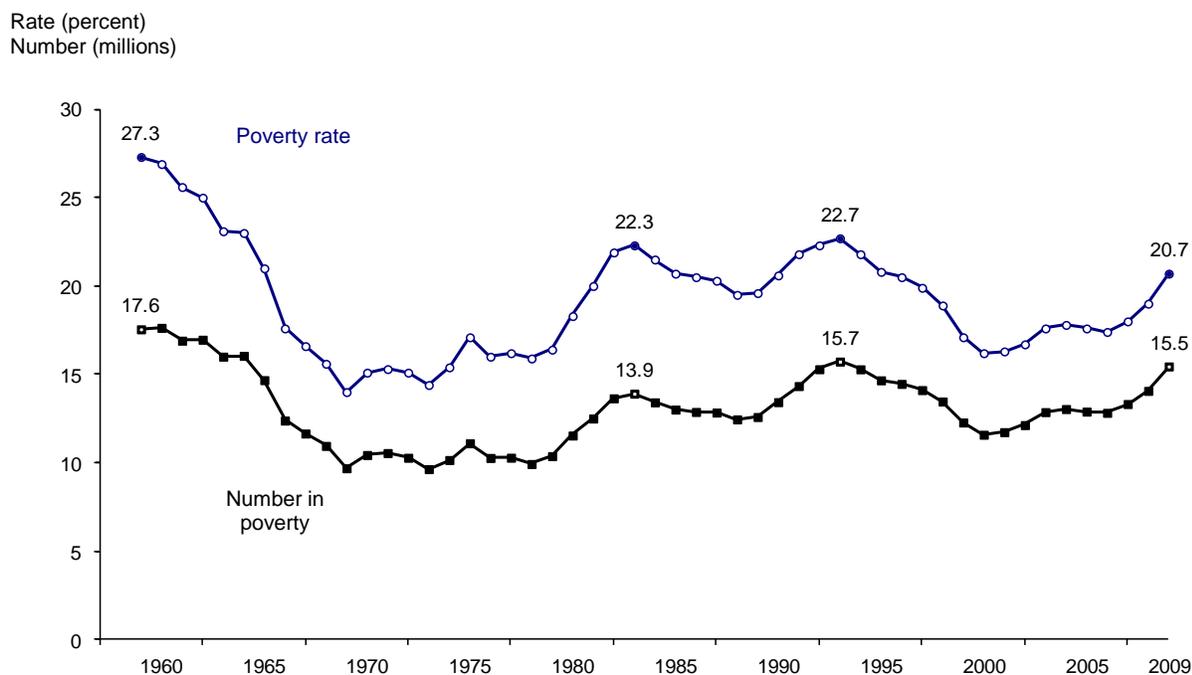
The "Official poverty measure" trend line shows the official poverty rate based on total cash income, including means-tested cash transfers. The official poverty rate was 14.3 percent in 2009.

The "Before means-tested cash transfers" trend line shows that the poverty rate would be if means-tested cash transfers (primarily AFDC/TANF and SSI) were excluded from income. Income in this measure includes earnings and other pre-transfer cash income, plus social security, workers compensation, and other social insurance cash transfers. The poverty rate under this measure would be higher than under the official measure, or 15.1 percent in 2009.

The "After means-tested non-cash benefits and taxes" trend line shows what the poverty rate would be lower if the cash value of means-tested food and housing transfers and the effect of federal taxes were counted as income.¹¹ Under this definition, the poverty rate in 2009 would be 3.8 percentage points lower than the official measure, or 10.5 percent.

¹¹ The effects of food and housing benefits are shown separately from the effect of federal taxes in Figure ECON 4 in Chapter III. Prior to 1993, including the effect of federal taxes and increased poverty. Since 1993, federal taxes and tax credits (including refunds through the Earned Income Tax Credit) have had the net effect of reducing poverty rates.

Figure SUM 2b. Number of Poor Persons under 18 Years of Age & Their Poverty Rate, 1959-2009



Source: U.S. Bureau of the Census, "Income, Poverty, and Health Insurance Coverage in the United States: 2010," *Current Population Reports*, Series P60-239 and data published online at <http://www.census.gov/hhes/www/poverty.html>.

The American Recovery and Reinvestment Act of 2009 and Welfare Benefits

On February 13, 2009, Congress passed the American Recovery and Reinvestment Act, ARRA (Public Law 111-5) in response to the economic crisis, often referred to the "Great Recession". The Recovery Act had three immediate goals: create new jobs and save existing ones, spur economic activity and invest in long-term growth, and foster levels of accountability and transparency in government spending. The Recovery Act intended to achieve these goals by providing \$787 billion in 2009; tax cuts and benefits for working families and businesses, funding for federal contracts, grants and loans¹² and funding for entitlement programs. The SNAP, TANF, and SSI programs all were impacted by the ARRA legislation.

Supplemental Nutrition Assistance Program (SNAP)

ARRA increased and expanded program eligibility.¹³ Households are eligible to receive SNAP benefits based on household income, assets, and certain basic expenses. The USDA's Food and Nutrition Service (FNS), the agency that administers SNAP at the Federal level, reported that in fiscal year 2008, the year prior to ARRA, an estimated 41 million people were eligible for SNAP benefits in a typical month but only 27 million (66 percent) actually participated in the program. According to SNAP administrative data, the SNAP caseload increased from 28.4 million participants in 2008 to 33.7 million in 2009, an increase of about 19 percent, and one of the largest single-year increases in SNAP history. This large increase in SNAP participation might seem to demonstrate that the ARRA SNAP changes prompted increased participation. It is impossible however to determine from the administrative data alone how much of the participation increase was attributable to ARRA and how much was due to changing economic conditions and other factors. In an average month in fiscal year 2009 (ending September 30, 2009), SNAP provided benefits to 33.5 million people in the United States or 11 percent of the population. The average benefit was about \$125 per person per month and the total federal expenditure for the program was \$53.6 billion. ARRA also increased SNAP benefit levels based on the number of qualifying people in the household. Benefits for a family of four went up by \$80 per month.¹⁴

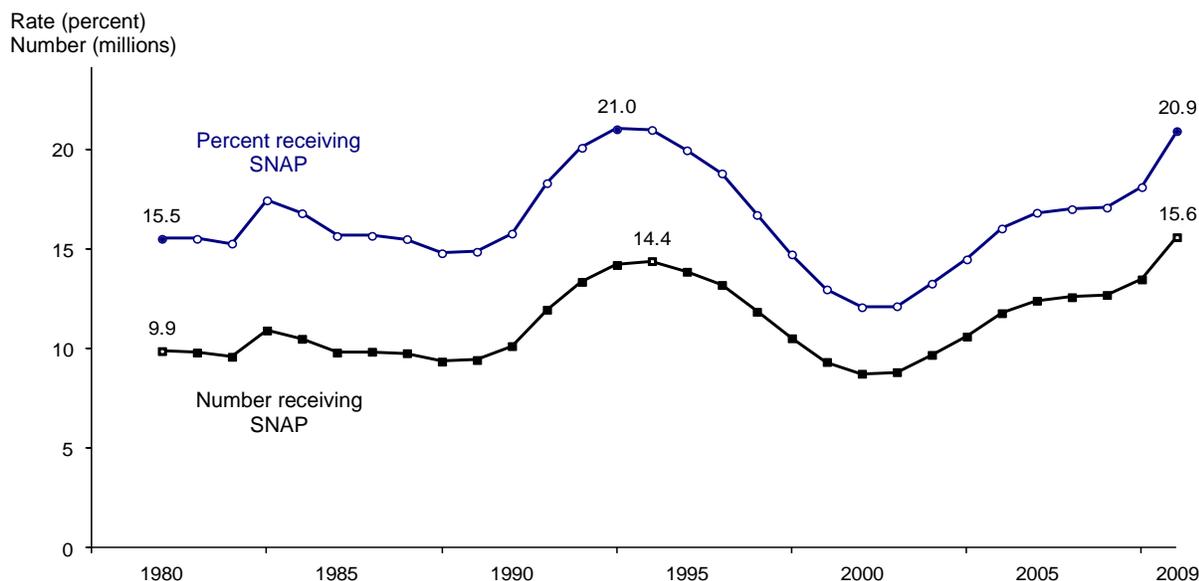
¹² http://www.recovery.gov/About/Pages/The_Act.aspx

¹³ USDA, Economic Research Service, Report Number 116, "Food Security Improved Following the 2009 ARRA Increase in SNAP Benefits." <http://www.ers.usda.gov/publications/err-economic-research-report/err116.aspx>

¹⁴ <http://www.ers.usda.gov/amberwaves/June11/features/foodsecuritysnap.htm>

The ARRA benefit increase was implemented as a constant dollar amount for each household size, so the percentage increase was greater for households that had some net income and were therefore eligible for less than the maximum benefit. For example, prior to ARRA, a household of four with a monthly net income of \$980 qualified for \$294 in SNAP benefits—half the maximum benefit for a household of that size. Under ARRA, that household received \$374 in SNAP benefits—an increase of 27.2 percent. Households with no income net of allowable deductions received the maximum SNAP benefit, which varied depending on the number of qualifying persons in the household. Effective in April 2009, ARRA increased benefits of those households by 13.6 percent. ARRA suspended time-limited benefits for non-elderly, non-disabled adults without dependents through September 30, 2010. It also provided States with \$300 million in additional administrative funds (\$150 million in 2009 and the same amount in 2010) to cover the surging caseloads.

Figure SUM 2c. Number & Percent of Children Receiving SNAP, 1980–2009



Source: U.S. Department of Agriculture, Food and Nutrition Service *Characteristics of Supplemental Nutrition Assistance Program Households: Fiscal Year 2009 and earlier reports*, <http://www.fns.usda.gov/ora/menu/Published/SNAP/SNAPPartHH.htm>; U.S. Census Bureau, <http://www.census.gov/popest/data/index.html>; calculations by ASPE.

Temporary Assistance for Needy Families (TANF)

The Recovery Act provided up to \$5 billion in supplemental funding for an Emergency Contingency Fund (Emergency Fund), administered by the Health and Human Services Administration for Children and Families, Office of Family Assistance.¹⁵ The funds provided additional revenue to States, territories, and tribes that had an increase in caseloads and basic assistance expenditures, or had an increase in expenditures related to short-term benefits or subsidized employment. The funds could be used in the same way as the annual federal TANF block grant, except a jurisdiction could not transfer the funds to other block grant programs. States, tribes, and territories were eligible to qualify for funds based on increases in qualifying expenditures through September 30, 2010. Emergency Funds were provided to these jurisdictions to reimburse 80 percent of the cost of increased spending in three areas: basic assistance, non-recurrent short-term benefits, and subsidized employment for low-income parents and youth.

Subsidized employment could have been in the private sector, in non-profit organizations or in the public sector. Jurisdictions could chose to subsidize all or part of the wages of a subsidized employee, and

¹⁵ Catalogue for Domestic Assistance, ARRA – Emergency Contingency Fund for Temporary Assistance for Needy Families (TANF) State Program. <https://www.cfda.gov/index?s=program&mode=form&tab=step1&id=82b17b73ae63786a4dd9d3e212008aa8>

determine the length of the subsidy period. The expenditures could be for a newly-created job or to prevent a layoff in an existing job, as long as the jurisdiction ensured that it complied with requirements against the displacement of other workers, and ensured that the expenditures would provide a job opportunity that would not have otherwise existed to a needy parent or youth. Fourteen states placed over 5,000 people each in subsidized jobs. Four of those states — California, Illinois, Pennsylvania, and Texas — each placed more than 25,000 people, accounting for over half of the national total. Nationwide, over 138,000 placements were summer jobs for youth.¹⁶

Supplemental Security Income (SSI)

The Recovery Act provided a one-time payment of \$250 to adult Social Security beneficiaries and SSI recipients, except those receiving Medicaid in care facilities. To receive the payment, the person had to be eligible for Social Security or SSI during the months of November 2008, December 2008, or January 2009.

Data Sources

The primary data sources for this report are the Current Population Survey (CPS), the Survey of Income and Program Participation (SIPP), the Panel Study of Income Dynamics (PSID), and administrative data for the AFDC/TANF, FSP/SNAP, and SSI programs. Beginning with the 2001 report, there was a shift to using CPS rather than SIPP data for several indicators and predictors of welfare reciprocity and dependence. This change was necessary because CPS data are updated annually, while SIPP updates are available less frequently. The current report includes updated estimates for most of the SIPP-based indicators and risk factors based on newly available data from the 2004 SIPP panel.

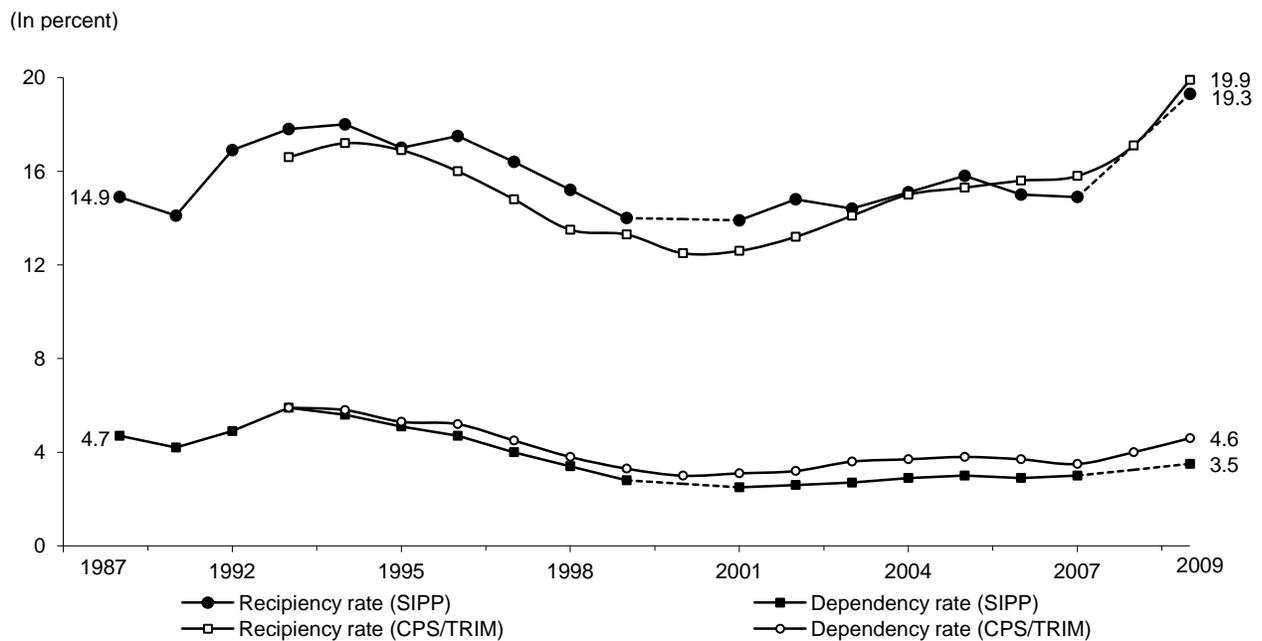
For measures of receipt, dependency and poverty at a single point in time, the report primarily uses the Annual Social and Economic Supplement to the CPS, which measures income and poverty over an annual accounting period. As stated above, the CPS data are generally available on a more timely basis than the SIPP, and have been widely used to measure trends since the welfare reform legislation of 1996. However, because the CPS does not collect income information in the same detail as the SIPP, it has been subject to criticism for underreporting of income, particularly welfare income. To address this concern, some of the indicators in this report are based on CPS data that have been analyzed by the Transfer Income Model (TRIM3), a microsimulation model developed by the Urban Institute under contract to the Office of the Assistant Secretary for Planning and Evaluation. Although its primary purpose is to simulate program eligibility and the impact of policy proposals, the TRIM3 model also has been used to correct for underreporting of welfare receipt and benefits. Welfare caseloads in TRIM3 are based on CPS data, adjusted upward to ensure that total estimates of recipients equal the total counts from administrative data. To maintain consistency in data trends, we present estimates based on CPS data analyzed by TRIM3 beginning in 1993, the first year the TRIM3 microsimulation model became available.

As shown in Figure SUM 3, the overall measures of dependence and reciprocity have not been greatly affected by the change in data sources. Both data sources show a decline in dependence between 1996 and 1999 and increases in dependence during the 2000s. Still, readers are cautioned against comparing measures for 1987-1995 from the SIPP data in the first three annual reports with the measures for 1993-2009 from the TRIM3-adjusted CPS data.

The Panel Study of Income Dynamics (PSID) is another source of data used in this report. Like the SIPP it provides longitudinal data, but over a much longer time period than the three- to four-year time period of the SIPP. With annual data on program receipt since 1968, the PSID provides vital data for measuring longer-term welfare use over periods of many years. Because the PSID indicators cover time spans over decades, they are updated less frequently than the CPS-based and SIPP-based measures.

¹⁶ Subsidizing Employment Opportunities for Low-Income Families A Review of State Employment Programs Created Through the TANF Emergency Fund. OPRE Report 2011-38, December 2011.

Figure SUM 3. Reciprocity and Dependency Rates from Two Data Sources: 1987 – 2009



Note: Reciprocity is defined as receipt of any amount of AFDC/TANF, SSI or SNAP during the year. Dependency is defined as having more than 50 percent of annual family income from AFDC/TANF, SSI and/or SNAP. Dependency rates would be lower if adjusted to exclude welfare assistance associated with working. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income and veterans pension benefits are included in means-tested assistance income for SIPP-based receipt and dependency estimates prior to 2001.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2007, analyzed using the TRIM3 microsimulation model, and unpublished tabulations from the Survey of Income and Program Participation, 1987, 1990, 1992, 1993, 1996, 2001, and 2004, panels.

The report also draws upon administrative data for the AFDC/TANF, FSP/SNAP, and SSI programs. These data are largely reported in Appendix A. Like the CPS data, administrative data are generally available with minimal time lags. For this report, data through 2009 are used. To the extent possible, TANF administrative data are reported in a consistent manner with data from the earlier AFDC program, as noted in the footnotes to the tables in Appendix A. The fact remains that assistance under locally designed TANF programs encompasses a diverse set of cash and non-cash benefits designed to support families in making a transition to work, and so direct comparisons between AFDC receipt and TANF receipt should be made with caution. This issue also affects reported data on AFDC and TANF receipt in national data sets such as the CPS and SIPP.

For further technical information about the data presented in the report, specifically for information on race and ethnicity, the unit of analysis and annual versus monthly measures, please see Appendix D.

Chapter II. Indicators of Dependence

Following the format of the previous annual reports to Congress, Chapter II presents summary data related to indicators of dependence. These indicators differ from other welfare statistics because of their emphasis on welfare dependence, rather than simply welfare receipt.

As discussed in Chapter I, the Advisory Board on Welfare Indicators suggested that families be considered dependent if more than 50 percent of their total income in a one-year period comes from cash assistance through the Temporary Assistance for Needy Families (TANF) program (formerly the Aid to Families with Dependent Children (AFDC) program), Supplemental Nutrition Assistance Program (SNAP, formerly Food Stamps), and Supplemental Security Income (SSI) benefits. Furthermore, this welfare income was not to be associated with work activities. Existing data from administrative records and national surveys, however, do not generally distinguish welfare benefits received in conjunction with work from benefits received without work. Thus, it was not possible to construct one single indicator of dependence that captured fully the Advisory Board's recommendation; that is, one indicator based on the percentage of income from means-tested assistance *only if this income is not associated with work activities*. As discussed in Chapter I, we adopt the following definition of welfare dependence among individuals in families¹⁷ for use in this report:

Welfare dependence is the proportion of all individuals in families that receive more than half of their total family income in one year from TANF, SNAP and/or SSI.

The ten indicators in Chapter II were selected to provide information about the range and depth of dependence as proposed by the Advisory Board on Welfare Indicators, including indicators that measure the presence of employment activities. This chapter focuses on recipients of three major means-tested cash and nutritional assistance programs: cash assistance through the AFDC and TANF programs, benefits under the Food Stamp and SNAP programs, and SSI benefits for elderly and disabled recipients. For some indicators, summary data and characteristics are provided for all recipients, not just those defined as welfare-dependent. While a number of indicators focus on the percentage of recipients' income from means-tested assistance, other indicators include measures of labor force attachment for those receiving welfare.

Indicator Summary

Indicator 1: Degree of Dependence. This indicator focuses most closely on those individuals who meet the Advisory Board's proposed definition of "dependence." In addition to examining the rate for individuals with more than 50 percent of their annual family income from AFDC/TANF cash assistance, FSP/SNAP benefits, and/or SSI benefits, this indicator shows various levels of dependence by examining different thresholds (Indicators 1a and 1b). This indicator also shows the average percentage of income from the three means-tested assistance programs and earnings received by families with various levels of income relative to the poverty level (Indicators 1c and 1d).

Indicator 2: Receipt of Means-Tested Assistance and Labor Force Attachment. This indicator looks further at the relationship between receipt of the three means-tested assistance programs and participation in the labor force. This is an important issue because of the significant number of low-income individuals that receive a combination of means-tested assistance and earnings from the labor force.

Indicator 3: Rates of Receipt of Means-Tested Assistance. This indicator paints yet another picture of dependence by measuring average monthly reciprocity rates, that is, the percentage of the population that receives AFDC/TANF, FSP/SNAP, and/or SSI in an average month. Administrative data for the AFDC/TANF, FSP/SNAP and SSI programs make these figures readily available over time, allowing a better sense of historical trends than is available from the more specialized indicators of dependence.

¹⁷ Appendix D provides more information on the use of individuals, rather than families or households, as the unit of analysis for most of the statistics in this report.

(This indicator differs from the reciprocity rate reported in SUM 1, in several ways. First, it focuses on average monthly receipt rather than any receipt over the course of the year. Second, it is limited to actual recipients of assistance rather than including all members of a family unit that receive benefits from a particular welfare program. Third, it shows reciprocity rates for individual programs rather than the joint receipt of any one of the three welfare programs.)

Indicator 4: Rates of Participation in Means-Tested Assistance Programs. While means-tested public assistance programs can serve those that meet each program's requirements, not all eligible individuals and households participate in the programs. This indicator uses AFDC/TANF, FSP/SNAP and SSI administrative data and microsimulation models to reflect average monthly "take-up rates" by year – the number of families that actually participate in the programs as a percentage of those who are estimated to be legally eligible.

Indicator 5: Multiple Program Receipt. Depending on their circumstances, individuals may choose a variety of different means-tested assistance "packages." This indicator looks at the percentage of individuals receiving AFDC/TANF, FSP/SNAP and SSI in a month, examining how many rely on just one of these programs, and how many rely on a combination of two or more programs. (This indicator differs from SUM 1 because it focus on monthly receipt, rather than annual receipt, and examines program receipt for each program separately and in various combinations. This indicator differs from Indicator 3 in that it includes all members of a family that receive benefits from one of these programs, rather than just the actual recipients themselves as reflected in administrative data).

Indicator 6: Dependence Transitions. This indicator uses data from the Survey of Income and Program Participation (SIPP) to look at whether individuals dependent on welfare (AFDC/TANF, FSP/SNAP, and/or SSI) in one year make the transition out of dependence in the following year.

Indicator 7: Program Spell Duration. One critical aspect of dependence is how long individuals receive means-tested assistance. This indicator provides information on short, medium and long spells of welfare receipt for each of the three major means-tested programs – AFDC/TANF, the SNAP, and SSI.

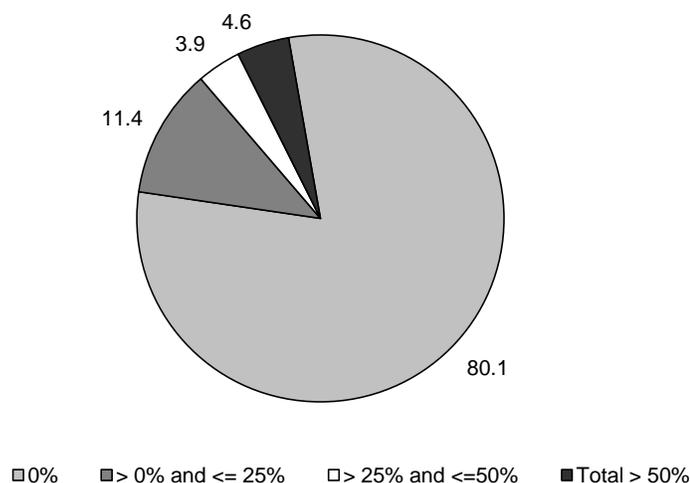
Indicator 8: Welfare Spell Duration with No Labor Force Attachment. This indicator is concerned with dynamics of welfare receipt among persons in families with no attachment to the labor market. It differs from Indicator 7 in that it provides information on spells of TANF receipt *during months where no one in the family worked or was officially unemployed.*

Indicator 9: Long Term AFDC/TANF Receipt. Many individuals who leave welfare programs cycle back on after an absence of several months. Thus it is important to look beyond individual program spells, measured in Indicator 7, to examine the cumulative amount of time individuals receive assistance over a period of several years.

Indicator 10: Events Associated with the Beginning and Ending of AFDC/TANF Spells. To gain a better understanding of welfare dynamics, it is important to go beyond measures of spell duration and examine information regarding the major events in people's lives that are correlated with the beginnings or endings of program spells. This measure focuses on receipt of TANF.

INDICATOR 1. Degree of Dependence

Figure IND 1a. Percentage of Total Income from Means-Tested Assistance Programs: 2009



Note: Means-tested assistance includes TANF, SSI and SNAP benefits. Total >50% includes all persons with more than 50 percent of their total annual family income from these means-tested programs. Income includes cash income and the value of SNAP benefits.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010, analyzed using the TRIM3 microsimulation model.

- Figure IND 1a shows the percentage of persons in families with varying degrees of dependence on the TANF, SNAP, and/or SSI programs in 2009.
- The majority of persons (80.1 percent) lived in families that received no income from these means-tested assistance programs in 2009.
- One-fifth (19.9 percent) of all persons lived in families that received some income from one of these programs during the year. Almost 5 (4.6) percent of persons lived in families that received more than half of their annual income from these means-tested assistance programs. These persons would be considered welfare dependent under the definition of dependence used in this report.¹⁸
- Table IND 1a shows the percentage of persons in families with varying degrees of reliance on income from these programs by demographic characteristics. Welfare dependence varies across demographic groups.
- Among racial and ethnic groups, Non-Hispanic Blacks were more likely to be welfare dependent (11.1 percent) than were Non-Hispanic Whites (2.7 percent) or Hispanics of any race (7.1 percent).
- Among age categories, children, particularly from birth to 5 years of age, were more likely to live in families that were welfare dependent than were persons age 16 and older.
- Among family types, persons living in female-headed families were more likely to be welfare dependent than those in other family categories.
- Table IND 1b shows trends in welfare dependence between 1993 and 2009. Welfare dependence was highest in 1993 at 5.9 percent, but then declined to 3.0 percent in 2000. After 2000, dependence increased steadily, reaching 4.6 percent in 2009.

¹⁸ For a discussion on defining welfare dependence, please see "Measuring Welfare Dependence" in Chapter I.

Table IND 1a. Percentage of Total Annual Income from Means-Tested Assistance Programs by Selected Characteristics: 2009

| | 0% | > 0% and ≤ 25% | > 25% and ≤ 50% | > 50% and ≤ 75% | > 75% and ≤ 100% | Total > 50% |
|------------------------------------|------|-------------------|--------------------|--------------------|---------------------|----------------|
| All Persons | 80.1 | 11.4 | 3.9 | 1.5 | 3.1 | 4.6 |
| Racial/Ethnic Categories | | | | | | |
| Non-Hispanic White | 86.7 | 8.2 | 2.4 | 0.8 | 1.9 | 2.7 |
| Non-Hispanic Black | 62.4 | 18.6 | 7.9 | 3.5 | 7.6 | 11.1 |
| Hispanic | 67.1 | 19.0 | 6.8 | 2.4 | 4.6 | 7.1 |
| Age Categories | | | | | | |
| Children ages 0-5 | 65.7 | 17.1 | 8.1 | 3.2 | 5.8 | 9.1 |
| Children ages 6-10 | 69.6 | 16.0 | 7.0 | 2.8 | 4.7 | 7.5 |
| Children ages 11-15 | 72.6 | 15.1 | 6.0 | 2.3 | 4.1 | 6.3 |
| Women ages 16-64 | 80.2 | 11.2 | 3.7 | 1.5 | 3.4 | 4.8 |
| Men ages 16-64 | 84.0 | 10.3 | 2.6 | 0.8 | 2.4 | 3.2 |
| Adults ages 65 and over | 88.7 | 7.1 | 2.0 | 0.7 | 1.5 | 2.2 |
| Family Categories | | | | | | |
| Persons in married-couple families | 87.5 | 8.6 | 2.3 | 0.7 | 0.9 | 1.6 |
| Persons in female-headed families | 49.6 | 23.5 | 12.2 | 5.1 | 9.5 | 14.6 |
| Persons in male-headed families | 66.9 | 20.5 | 6.2 | 2.1 | 4.3 | 6.4 |
| Unrelated persons | 84.5 | 8.1 | 1.5 | 0.8 | 5.1 | 5.8 |

Note: Means-tested assistance includes TANF, SSI and SNAP. Total >50% includes all persons with more than 50 percent of their total annual family income from these means-tested programs. Income includes cash income and the value of SNAP benefits. Spouses are not present in the female-headed and male-headed family categories.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010, analyzed using the TRIM3 microsimulation model.

Table IND 1b. Percentage of Total Income from Means-Tested Assistance Programs: 1993-2009

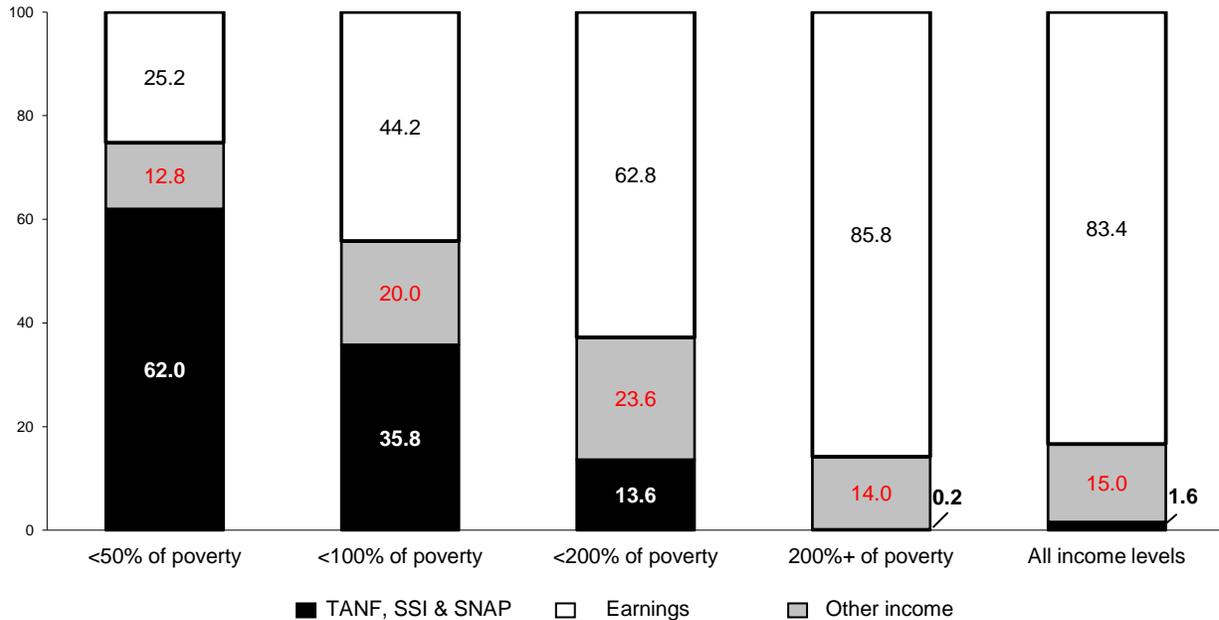
| | 0% | > 0% and ≤ 25% | > 25% and ≤ 50% | > 50% and ≤ 75% | > 75% and ≤ 100% | Total > 50% |
|------|------|-------------------|--------------------|--------------------|---------------------|----------------|
| 1993 | 83.4 | 7.8 | 3.0 | 1.8 | 4.1 | 5.9 |
| 1994 | 82.8 | 8.4 | 3.1 | 1.8 | 4.0 | 5.8 |
| 1995 | 83.2 | 8.5 | 3.1 | 1.8 | 3.5 | 5.3 |
| 1996 | 84.0 | 7.8 | 3.1 | 1.9 | 3.3 | 5.2 |
| 1997 | 85.3 | 7.7 | 2.5 | 1.5 | 3.1 | 4.5 |
| 1998 | 86.5 | 7.3 | 2.5 | 1.3 | 2.5 | 3.8 |
| 1999 | 86.7 | 7.7 | 2.3 | 1.1 | 2.2 | 3.3 |
| 2000 | 87.5 | 7.3 | 2.2 | 1.0 | 2.0 | 3.0 |
| 2001 | 87.4 | 7.3 | 2.2 | 1.0 | 2.1 | 3.1 |
| 2002 | 86.8 | 7.8 | 2.3 | 1.0 | 2.1 | 3.2 |
| 2003 | 85.9 | 8.2 | 2.4 | 1.1 | 2.4 | 3.6 |
| 2004 | 85.0 | 8.8 | 2.5 | 1.1 | 2.5 | 3.7 |
| 2005 | 84.7 | 8.9 | 2.6 | 1.1 | 2.7 | 3.8 |
| 2006 | 84.4 | 9.3 | 2.6 | 1.1 | 2.6 | 3.7 |
| 2007 | 84.1 | 9.7 | 2.8 | 1.1 | 2.3 | 3.4 |
| 2008 | 82.9 | 10.3 | 2.8 | 1.1 | 2.8 | 4.0 |
| 2009 | 80.1 | 11.4 | 3.9 | 1.5 | 3.1 | 4.6 |

Note: Means-tested assistance includes TANF, SSI and SNAP. Total >50% includes all persons with more than 50 percent of their total annual family income from these means-tested programs. Income includes cash income and the value of SNAP benefits.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010, analyzed using the TRIM3 microsimulation model.

Figure IND 1b. Percentage of Total Income from Various Sources by Poverty Status: 2009

(In percent)



Note: Total income is total annual family income, including the value of SNAP benefits. Other income is non-means-tested, non-earnings income such as child support, alimony, pensions, Social Security benefits, interest and dividends. Poverty status categories are not mutually exclusive.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010, analyzed using the TRIM3 microsimulation model.

- Figure IND 1b shows sources of income by poverty status in 2009. There is an association between poverty status and the percentage of total income received from the TANF, SNAP, and/or SSI programs. Those who are poorer are more likely to receive more of their income from these three sources than they are from wages.
- Persons in families with incomes below the poverty line received 44.2 percent of their income from earnings and 35.8 percent from TANF, SNAP, and SSI. Persons in families with incomes at 200 percent or more of the poverty line received 85.8 percent of their income from earnings and 0.2 percent of their income from these means-tested assistance programs.
- The percentage of family income that comes from earnings is directly proportional to overall family income relative to the poverty line. For example, the percentage of income received from earnings for persons in families living in deep poverty (below 50 percent of the poverty line) was 25.2 percent compared to 44.2 percent.
- Table IND 1c shows the percentage of income from various sources by poverty status for various demographic groups. On average, persons in married-couple families and male heads of household rely on earnings more than do female heads of households.
- Table IND 1d shows the percentage of income from various sources across selected years. The percentage of income received from earnings for persons in families with incomes below the poverty line increased from 40.4 percent in 1995 to a high of 49.5 percent in 2000. In 2009, the rate was 44.2 percent.
- Over the same time period, the percentage of income from the AFDC/TANF, FSP/SNAP, and/or SSI programs among persons in poor families decreased from 41.3 percent in 1995 to 30.3 percent in 2000. In 2009, the rate was 35.8 percent.

Table IND 1c. Percentage of Total Income from Various Sources by Poverty Status and Selected Characteristics: 2009

| | <50% Poverty | <100% of Poverty | <200% of Poverty | 200%+ of Poverty | All Persons |
|---|--------------|------------------|------------------|------------------|-------------|
| All Persons | | | | | |
| TANF, SSI and SNAP | 62.0 | 35.8 | 13.6 | 0.2 | 1.6 |
| Earnings | 25.2 | 44.2 | 62.8 | 85.8 | 83.4 |
| Other income | 12.8 | 20.0 | 23.6 | 14.0 | 15.0 |
| Racial/Ethnic Categories | | | | | |
| <i>Non-Hispanic White</i> | | | | | |
| TANF, SSI and SNAP | 57.8 | 33.4 | 10.3 | 0.1 | 0.8 |
| Earnings | 27.2 | 40.0 | 58.1 | 84.8 | 83.0 |
| Other income | 14.9 | 26.6 | 31.6 | 15.1 | 16.2 |
| <i>Non-Hispanic Black</i> | | | | | |
| TANF, SSI and SNAP | 68.6 | 44.2 | 20.9 | 0.5 | 4.8 |
| Earnings | 18.2 | 33.8 | 55.3 | 85.6 | 79.1 |
| Other income | 13.2 | 22.0 | 23.8 | 13.9 | 16.0 |
| <i>Hispanic</i> | | | | | |
| TANF, SSI and SNAP | 60.6 | 31.8 | 13.7 | 0.6 | 3.9 |
| Earnings | 29.3 | 56.1 | 74.2 | 89.6 | 85.7 |
| Other income | 10.1 | 12.1 | 12.1 | 9.7 | 10.3 |
| Age Categories | | | | | |
| <i>Children ages 0-5</i> | | | | | |
| TANF, SSI and SNAP | 66.9 | 39.3 | 17.6 | 0.2 | 3.2 |
| Earnings | 23.0 | 48.3 | 71.1 | 94.3 | 90.3 |
| Other income | 10.1 | 12.4 | 11.3 | 5.5 | 6.5 |
| <i>Children ages 6-10</i> | | | | | |
| TANF, SSI and SNAP | 66.1 | 38.7 | 16.2 | 0.2 | 2.7 |
| Earnings | 23.4 | 47.6 | 70.8 | 93.4 | 89.8 |
| Other income | 10.5 | 13.7 | 13.1 | 6.4 | 7.5 |
| <i>Children ages 11-15</i> | | | | | |
| TANF, SSI and SNAP | 65.0 | 39.4 | 15.6 | 0.2 | 2.4 |
| Earnings | 22.5 | 44.1 | 68.6 | 92.0 | 88.7 |
| Other income | 12.5 | 16.5 | 15.8 | 7.8 | 8.9 |
| <i>Women ages 16-64</i> | | | | | |
| TANF, SSI and SNAP | 61.0 | 36.4 | 14.3 | 0.2 | 1.5 |
| Earnings | 25.3 | 43.2 | 65.4 | 88.8 | 86.7 |
| Other income | 13.7 | 20.3 | 20.3 | 10.9 | 11.8 |
| <i>Men ages 16-64</i> | | | | | |
| TANF, SSI and SNAP | 54.0 | 30.9 | 11.0 | 0.2 | 1.0 |
| Earnings | 32.2 | 48.8 | 69.2 | 90.0 | 88.4 |
| Other income | 13.8 | 20.3 | 19.8 | 9.8 | 10.6 |
| <i>Adults ages 65 and over</i> | | | | | |
| TANF, SSI and SNAP | 39.9 | 25.9 | 7.7 | 0.3 | 1.1 |
| Earnings | 10.1 | 8.4 | 11.1 | 40.0 | 36.9 |
| Other income | 50.0 | 65.7 | 81.2 | 59.7 | 62.0 |
| Family Categories | | | | | |
| <i>Persons in married-couple families</i> | | | | | |
| TANF, SSI and SNAP | 56.4 | 28.8 | 9.2 | 0.2 | 0.8 |
| Earnings | 34.1 | 56.0 | 71.3 | 86.9 | 85.8 |
| Other income | 9.6 | 15.2 | 19.5 | 13.0 | 13.4 |
| <i>Persons in female-headed families</i> | | | | | |
| TANF, SSI and SNAP | 69.7 | 45.3 | 24.1 | 0.9 | 8.3 |
| Earnings | 17.3 | 35.6 | 54.2 | 80.6 | 72.2 |
| Other income | 13.0 | 19.1 | 21.7 | 18.5 | 19.5 |
| <i>Persons in male-headed families</i> | | | | | |
| TANF, SSI and SNAP | 62.9 | 37.8 | 15.3 | 0.8 | 3.1 |
| Earnings | 23.3 | 41.0 | 63.2 | 86.7 | 83.0 |
| Other income | 13.8 | 21.2 | 21.4 | 12.5 | 13.9 |

Note: Total income is total annual family income, including the value of SNAP benefits. Other income is non-means-tested, non-earnings income such as child support, alimony, pensions, Social Security benefits, interest and dividends. Poverty status categories are not mutually exclusive. Spouses are not present in the female-headed and male-headed family categories. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010, analyzed using the TRIM3 microsimulation model.

Table IND 1d. Percentage of Total Income from Various Sources: Selected Years

| | < 50% Poverty | <100% of Poverty | <200% of Poverty | 200%+ of Poverty |
|--------------------|------------------|---------------------|---------------------|---------------------|
| 1995 | | | | |
| AFDC, SSI and SNAP | 65.9 | 41.3 | 14.2 | 0.3 |
| Earnings | 22.5 | 40.4 | 64.8 | 85.4 |
| Other income | 11.6 | 18.3 | 21.0 | 14.3 |
| 1998 | | | | |
| AFDC, SSI and SNAP | 58.9 | 32.0 | 10.6 | 0.2 |
| Earnings | 27.0 | 47.9 | 67.8 | 85.3 |
| Other income | 14.1 | 20.1 | 21.6 | 14.5 |
| 2000 | | | | |
| TANF, SSI and SNAP | 54.3 | 30.3 | 9.8 | 0.2 |
| Earnings | 30.5 | 49.5 | 68.7 | 86.7 |
| Other income | 15.2 | 20.3 | 21.5 | 13.0 |
| 2004 | | | | |
| TANF, SSI and SNAP | 58.4 | 31.1 | 10.4 | 0.2 |
| Earnings | 25.7 | 48.2 | 67.2 | 86.8 |
| Other income | 15.9 | 20.7 | 22.4 | 13.0 |
| 2005 | | | | |
| TANF, SSI and SNAP | 58.5 | 32.5 | 10.4 | 0.2 |
| Earnings | 25.3 | 46.6 | 68.2 | 86.6 |
| Other income | 16.2 | 20.8 | 21.4 | 13.2 |
| 2006 | | | | |
| TANF, SSI and SNAP | 58.2 | 31.4 | 10.4 | 0.2 |
| Earnings | 27.7 | 48.3 | 68.6 | 86.5 |
| Other income | 14.1 | 20.3 | 21.0 | 13.3 |
| 2009 | | | | |
| TANF, SSI and SNAP | 62.0 | 35.8 | 13.6 | 0.2 |
| Earnings | 25.2 | 44.2 | 62.8 | 85.8 |
| Other income | 12.8 | 20.0 | 23.6 | 14.0 |

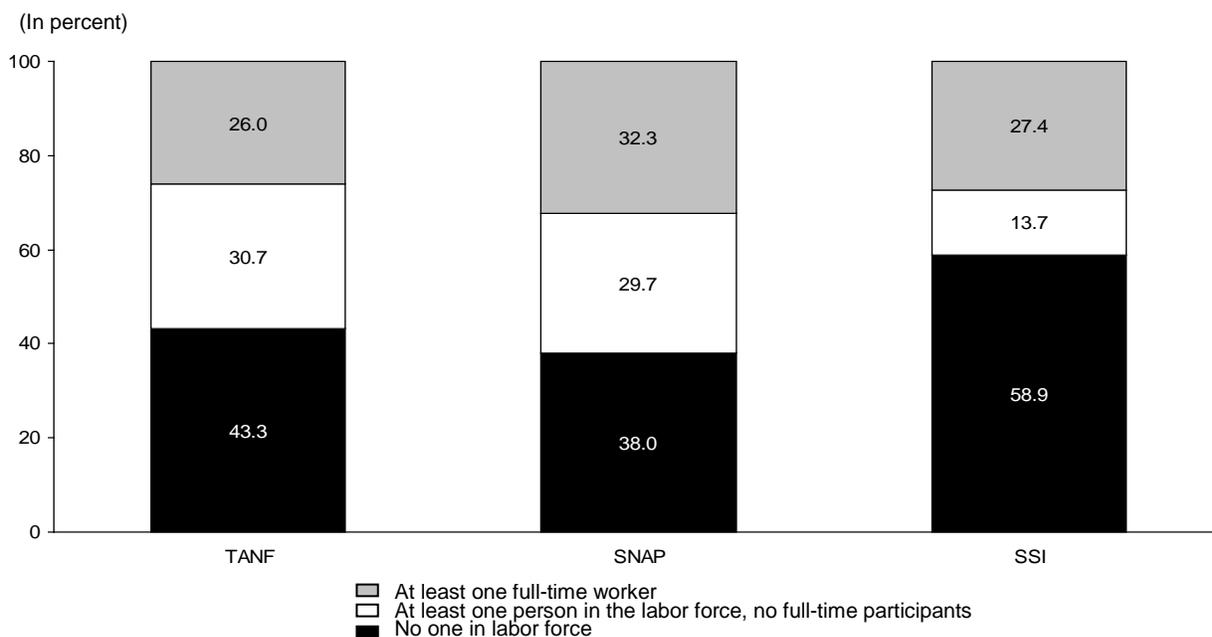
Note: Total income is total annual family income, including the value of SNAP benefits. Other income is non-means-tested, non-earnings income such as child support, alimony, pensions, Social Security benefits, interest and dividends. Poverty status categories are not mutually exclusive.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1996-2010, analyzed using the TRIM3 microsimulation model.

INDICATOR 2. Receipt of Means-Tested Assistance and Labor Force Attachment

Figure IND 2. Percentage of Recipients in Families with Labor Force Participants by Program: 2009



Note: Recipients are limited to those individuals or family members directly receiving benefits in a month. Full-time workers are those who usually work 35 hours or more per week. Part-time labor force participation includes part-time workers and those who are unemployed, laid off and/or looking for work. This indicator measures, on an average monthly basis, the combination of individual benefit receipt and labor force participation by any family member in the same month.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2009, analyzed using the TRIM3 microsimulation model.

- Figure IND 2 shows the average monthly percentage of recipients in families with labor force participants by program.¹⁹ In 2009, SSI recipients were more likely to live in families with no labor force participants (58.9 percent) than were TANF recipients (43.3 percent) or SNAP recipients (38.0 percent). Sixty-two percent of SNAP recipients live in families with someone in the labor force.
- Table IND 2a shows the average monthly percentage of recipients in families with labor force participants by program and demographic characteristics.
- Among TANF recipients, Non-Hispanic Whites were less likely to live in families with at least one full-time worker (17.7 percent) than were Non-Hispanic Blacks (22.3 percent) or Hispanics of any race (35.9 percent).
- Among TANF recipients, 41.2 percent of persons in married-couple families lived with at least one full-time worker compared to 19.6 percent of persons in female-headed families, and 31.8 percent of persons in male-headed families.
- Table IND 2b shows the average monthly percentage of AFDC/TANF recipients living in families with labor force participants by year. The percentage of recipients living in families with at least one full-time worker increased from 18.8 percent in 1993 to 35.3 percent in 2001 and then declined to 26.0 percent in 2009.

¹⁹ Note that lower family employment rates are reported in TANF administrative data, which are limited to the employment of family members in the TANF assistance unit and employment reported to welfare agencies (see Table TANF 7 in Appendix A).

Table IND 2a. Percentage of Recipients in Families with Labor Force Participants by Program and Selected Characteristics: 2009

| | | No One in LF | At Least One in LF, No One FT | At Least One FT Worker |
|-------------------|------------------------------------|--------------|----------------------------------|---------------------------|
| TANF | All Persons | 43.3 | 30.7 | 26.0 |
| | Non-Hispanic White | 48.3 | 34.1 | 17.7 |
| | Non-Hispanic Black | 49.4 | 28.4 | 22.3 |
| | Hispanic | 32.8 | 31.3 | 35.9 |
| | Children ages 0-5 | 40.9 | 29.8 | 29.3 |
| | Children ages 6-10 | 44.3 | 29.9 | 25.9 |
| | Children ages 11-15 | 49.5 | 28.4 | 22.0 |
| | Women ages 16-64 | 45.0 | 31.2 | 23.8 |
| | Men ages 16-64 | 33.0 | 38.4 | 28.6 |
| | Adults ages 65 and over | 86.4 | 0.0 | 13.6 |
| | Persons in married-couple families | 23.6 | 35.3 | 41.2 |
| | Persons in female-headed families | 52.2 | 28.2 | 19.6 |
| | Persons in male-headed families | 33.2 | 34.9 | 31.8 |
| Unrelated persons | 34.9 | 53.4 | 11.8 | |
| SNAP | All Persons | 38.0 | 29.7 | 32.3 |
| | Non-Hispanic White | 41.0 | 31.0 | 28.0 |
| | Non-Hispanic Black | 40.9 | 28.7 | 30.4 |
| | Hispanic | 30.0 | 28.4 | 41.6 |
| | Children ages 0-5 | 27.3 | 31.1 | 41.6 |
| | Children ages 6-10 | 27.4 | 30.5 | 42.1 |
| | Children ages 11-15 | 31.3 | 29.7 | 39.0 |
| | Women ages 16-64 | 41.0 | 30.3 | 28.7 |
| | Men ages 16-64 | 38.5 | 33.3 | 28.2 |
| | Adults ages 65 and over | 84.9 | 8.0 | 7.1 |
| | Persons in married-couple families | 22.8 | 29.8 | 47.4 |
| | Persons in female-headed families | 38.3 | 31.1 | 30.6 |
| | Persons in male-headed families | 31.2 | 33.7 | 35.1 |
| Unrelated persons | 71.8 | 23.5 | 4.7 | |
| SSI | All Persons | 58.9 | 13.7 | 27.4 |
| | Non-Hispanic White | 63.0 | 13.9 | 23.1 |
| | Non-Hispanic Black | 63.2 | 13.4 | 23.4 |
| | Hispanic | 48.2 | 14.3 | 37.6 |
| | Children ages 0-5 | 33.3 | 25.0 | 41.8 |
| | Children ages 6-10 | 41.7 | 23.9 | 34.4 |
| | Children ages 11-15 | 39.7 | 21.8 | 38.5 |
| | Women ages 16-64 | 66.1 | 13.1 | 20.9 |
| | Men ages 16-64 | 57.4 | 14.0 | 28.6 |
| | Adults ages 65 and over | 63.4 | 8.7 | 27.9 |
| | Persons in married-couple families | 33.3 | 16.3 | 50.5 |
| | Persons in female-headed families | 52.5 | 18.0 | 29.5 |
| | Persons in male-headed families | 44.3 | 17.3 | 38.4 |
| Unrelated persons | 92.5 | 6.0 | 1.5 | |

Note: Recipients are limited to those individuals or family members directly receiving benefits in a month. Full-time workers are those who usually work 35 hours or more per week. Part-time labor force participation includes part-time workers and those who are unemployed, laid off and/or looking for work. This indicator measures, on an average monthly basis, the combination of individual benefit receipt and labor force participation by any family member in the same month. Spouses are not present in the female-headed and male-headed family categories.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2009, analyzed using the TRIM3 microsimulation model.

Table IND 2b. Percentage of AFDC/TANF Recipients in Families with Labor Force Participants: 1993-2009

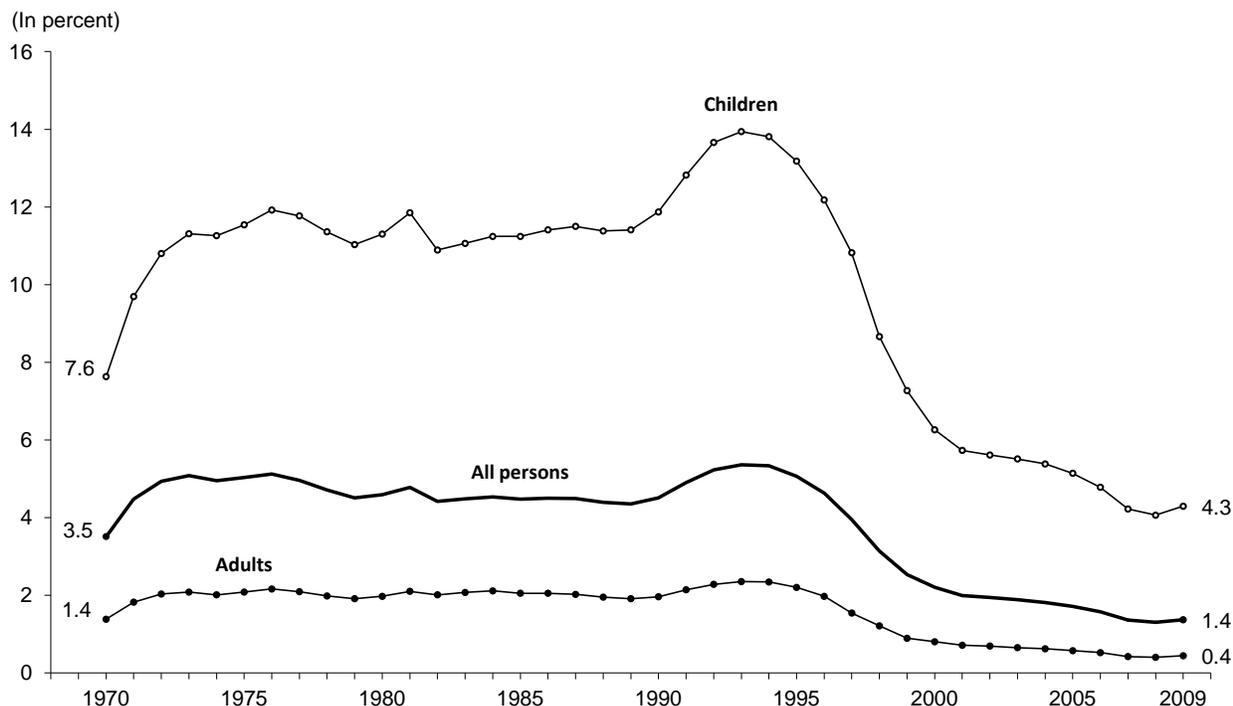
| | No One in LF | At Least One in LF, No One FT | At Least One FT Worker |
|------|--------------|----------------------------------|---------------------------|
| 1993 | 57.0 | 24.2 | 18.8 |
| 1994 | 54.8 | 24.8 | 20.4 |
| 1995 | 50.6 | 24.3 | 25.1 |
| 1996 | 50.1 | 25.6 | 24.3 |
| 1997 | 47.6 | 28.0 | 24.4 |
| 1998 | 44.3 | 25.8 | 29.9 |
| 1999 | 40.8 | 24.1 | 35.1 |
| 2000 | 41.2 | 24.1 | 34.7 |
| 2001 | 38.7 | 26.0 | 35.3 |
| 2002 | 39.8 | 25.8 | 34.3 |
| 2003 | 47.4 | 24.1 | 28.5 |
| 2004 | 48.0 | 23.8 | 28.1 |
| 2005 | 47.7 | 25.4 | 26.9 |
| 2006 | 46.6 | 21.2 | 32.2 |
| 2007 | 46.4 | 23.4 | 30.2 |
| 2008 | 45.6 | 27.2 | 27.2 |
| 2009 | 43.3 | 30.7 | 26.0 |

Note: Recipients are limited to those individuals or family members directly receiving benefits in a month. Full-time workers are those who usually work 35 hours or more per week. Part-time labor force participation includes part-time workers and those who are unemployed, laid off and/or looking for work. This indicator measures, on an average monthly basis, the combination of individual benefit receipt and labor force participation by any family member in the same month.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994 - 2009, analyzed using the TRIM3 microsimulation model.

INDICATOR 3. Rates of Receipt of Means-Tested Assistance

Figure IND 3a. Percentage of the Total Population Receiving AFDC/TANF: 1970-2009



Note: See Appendix A, Tables TANF 2, TANF 12 and TANF 14, for more detailed data on reciprocity rates, including reciprocity rates by calendar year. Recipients are expressed as the fiscal year average of monthly caseloads from administrative data, excluding recipients in the territories. Tribal TANF recipients also are excluded. Child recipients include a small number of dependents ages 18 and older who are students. The average number of adult and child recipients in 1998 and 1999 are estimated using data from the National Emergency TANF Data Files and thereafter using the National TANF Data Files. Beginning in 2000, the data include both TANF and SSP (Separate State Program) recipients who have comprised as much as 11 percent of total recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance. Population denominators for the percents in each category are from the U.S. Census Bureau (available online at <http://www.census.gov>).

- Figure IND 3a shows the average monthly percentage of the population who received income from the AFDC/TANF program overall and by age group from 1970 to 2009.
- Table IND 3a shows the average monthly number and percentage of the population receiving AFDC/TANF, by age, between 1970 and 2009. In 1993, 5.4 percent of the population received income from AFDC. In 2008 the average monthly TANF reciprocity rate was 1.3 percent.
- Average monthly AFDC/TANF reciprocity rates have been higher and have had more pronounced changes over time for children than reciprocity rates for adults.
- Between 1993 and 2008, the average monthly AFDC/TANF reciprocity rate among children decreased from 13.9 percent to 4.1 percent. However for 2009, the downward trend ceased and the rate increased to 4.3 percent.
- Average monthly AFDC/TANF reciprocity rates dropped below 1970 levels in the late 1990s for both adults and children and have stayed well below those levels in the 2000s. However the rates for both adults and children increased slightly in 2009.

Table IND 3a. Number and Percentage of the Total Population Receiving AFDC/TANF by Age: 1970-2009

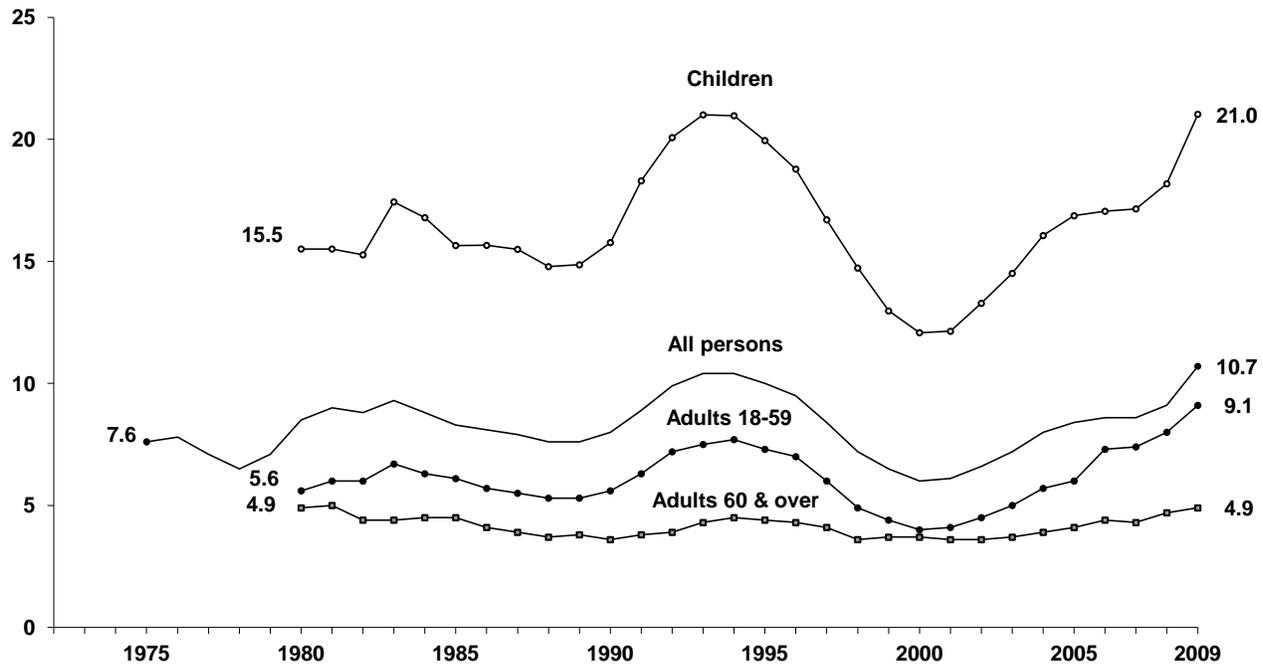
| Fiscal Year | Total Recipients | | Adult Recipients | | Child Recipients | |
|-------------|--------------------|---------|--------------------|---------|--------------------|---------|
| | Number (thousands) | Percent | Number (thousands) | Percent | Number (thousands) | Percent |
| 1970 | 7,188 | 3.5 | 1,863 | 1.4 | 5,325 | 7.6 |
| 1971 | 9,281 | 4.5 | 2,516 | 1.8 | 6,765 | 9.7 |
| 1972 | 10,345 | 4.9 | 2,848 | 2.0 | 7,497 | 10.8 |
| 1973 | 10,760 | 5.1 | 2,984 | 2.1 | 7,776 | 11.3 |
| 1974 | 10,591 | 5.0 | 2,935 | 2.0 | 7,656 | 11.3 |
| 1975 | 10,854 | 5.0 | 3,102 | 2.1 | 7,753 | 11.5 |
| 1976 | 11,171 | 5.1 | 3,271 | 2.2 | 7,900 | 11.9 |
| 1977 | 10,933 | 5.0 | 3,230 | 2.1 | 7,703 | 11.8 |
| 1978 | 10,485 | 4.7 | 3,128 | 2.0 | 7,357 | 11.4 |
| 1979 | 10,146 | 4.5 | 3,068 | 1.9 | 7,071 | 11.0 |
| 1980 | 10,422 | 4.6 | 3,225 | 2.0 | 7,197 | 11.3 |
| 1981 | 10,979 | 4.8 | 3,491 | 2.1 | 7,488 | 11.8 |
| 1982 | 10,233 | 4.4 | 3,396 | 2.0 | 6,838 | 10.9 |
| 1983 | 10,467 | 4.5 | 3,548 | 2.1 | 6,919 | 11.1 |
| 1984 | 10,677 | 4.5 | 3,652 | 2.1 | 7,025 | 11.2 |
| 1985 | 10,630 | 4.5 | 3,589 | 2.0 | 7,041 | 11.2 |
| 1986 | 10,810 | 4.5 | 3,637 | 2.1 | 7,173 | 11.4 |
| 1987 | 10,878 | 4.5 | 3,625 | 2.0 | 7,254 | 11.5 |
| 1988 | 10,734 | 4.4 | 3,536 | 2.0 | 7,198 | 11.4 |
| 1989 | 10,741 | 4.4 | 3,503 | 1.9 | 7,238 | 11.4 |
| 1990 | 11,263 | 4.5 | 3,643 | 2.0 | 7,620 | 11.9 |
| 1991 | 12,391 | 4.9 | 4,016 | 2.1 | 8,375 | 12.8 |
| 1992 | 13,423 | 5.2 | 4,335 | 2.3 | 9,087 | 13.7 |
| 1993 | 13,943 | 5.4 | 4,520 | 2.3 | 9,424 | 13.9 |
| 1994 | 14,033 | 5.3 | 4,554 | 2.3 | 9,479 | 13.8 |
| 1995 | 13,480 | 5.1 | 4,323 | 2.2 | 9,157 | 13.2 |
| 1996 | 12,477 | 4.6 | 3,921 | 2.0 | 8,556 | 12.2 |
| 1997 | 10,779 | 4.0 | 3,106 | 1.5 | 7,673 | 10.8 |
| 1998 | 8,653 | 3.1 | 2,469 | 1.2 | 6,184 | 8.7 |
| 1999 | 7,068 | 2.5 | 1,838 | 0.9 | 5,231 | 7.3 |
| 2000 | 6,218 | 2.2 | 1,687 | 0.8 | 4,531 | 6.3 |
| 2001 | 5,673 | 2.0 | 1,503 | 0.7 | 4,171 | 5.7 |
| 2002 | 5,576 | 1.9 | 1,477 | 0.7 | 4,099 | 5.6 |
| 2003 | 5,452 | 1.9 | 1,415 | 0.7 | 4,037 | 5.5 |
| 2004 | 5,316 | 1.8 | 1,358 | 0.6 | 3,957 | 5.4 |
| 2005 | 5,064 | 1.7 | 1,276 | 0.6 | 3,788 | 5.1 |
| 2006 | 4,699 | 1.6 | 1,164 | 0.5 | 3,535 | 4.8 |
| 2007 | 4,099 | 1.4 | 962 | 0.4 | 3,138 | 4.2 |
| 2008 | 3,949 | 1.3 | 927 | 0.4 | 3,022 | 4.1 |
| 2009 | 4,217 | 1.4 | 1,021 | 0.4 | 3,196 | 4.3 |

Note: See Appendix A, Tables TANF 2, TANF 12 and TANF 14, for more detailed data on reciprocity rates, including reciprocity rates by calendar year. Recipients are expressed as the fiscal year average of monthly caseloads from administrative data, excluding recipients in the territories. Tribal TANF recipients also are excluded. Child recipients include a small number of dependents ages 18 and older who are students. The average number of adult and child recipients in 1998 and 1999 are estimated using data from the National Emergency TANF Data Files and thereafter using the National TANF Data Files. Beginning in 2000, the data include both TANF and SSP (Separate State Program) recipients who have comprised as much as 11 percent of total recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance. Population denominators for the percents in each category are from the U.S. Census Bureau (available online at <http://www.census.gov>).

Figure IND 3b. Percentage of the Total Population Receiving SNAP by Age: 1975-2009

(In percent)



Note: See Appendix A, Tables SNAP 1 and SNAP 6 for more detailed data on reciprocity rates. Recipient totals exclude the territories and are the fiscal year averages of monthly caseloads from administrative data. From 1975 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the Food Stamp Program in 1975. From 1975 to 1983 the number of FFAP participants averaged only 88 thousand.

Source: Recipient data by age from U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2009*, No. SNAP-09-CHAR and earlier reports (available online at <http://www.fns.usda.gov/oane/menu/Published/SNAP/FILES/Participation/2009Characteristics.pdf>), and unpublished data from the Data Bank. Population denominators for the percents in each category are from U.S. Census Bureau (available online at <http://www.census.gov>).

- Figure IND 3b shows the average monthly percentage of the population who received FSP/SNAP by age category from 1975 to 2009.
- The average monthly FSP/SNAP reciprocity rate for all persons increased to 10.7 percent in 2009 from a low of 6.1 percent in 2000 and 2001. The 2009 reciprocity rate surpassed the peak rate of 10.4 percent experienced in 1993 and 1994. The 2009 FSP/SNAP reciprocity rate is the highest in the history of food assistance programs in the U.S.
- As with AFDC/TANF, average monthly FSP/SNAP reciprocity rates have been higher over time for children than for adults. Between 1980 and 2009, the percentage of all children who received SNAP benefits was more than double that of the adult reciprocity rate. Among adults ages 18- 59 years old, 9.1 percent received SNAP benefits compared to 20.9 percent of children 0 – 18 years of age in 2009.
- Table IND 3b shows the average monthly number and percentage of the population receiving Food Stamps/SNAP by age group from 1975 to 2009. While the levels are different, the trend in Food Stamp/SNAP reciprocity for children and adults 18 – 59 years of age are similar over the time period. The trends may largely reflect changes in the rate of unemployment and programmatic changes.
- The average monthly percentage of all persons receiving SNAP benefits declined between 1983 and 1988 and then increased in the early 1990s reaching a peak rate in 1993 and 1994 (10.4 percent). The percentage then declined through 2000 and since then has risen to 10.7 percent in 2009 surpassing the 1993/1994 peak rate.

Table IND 3b. Number and Percentage of the Total Population Receiving SNAP benefits: 1975-2009

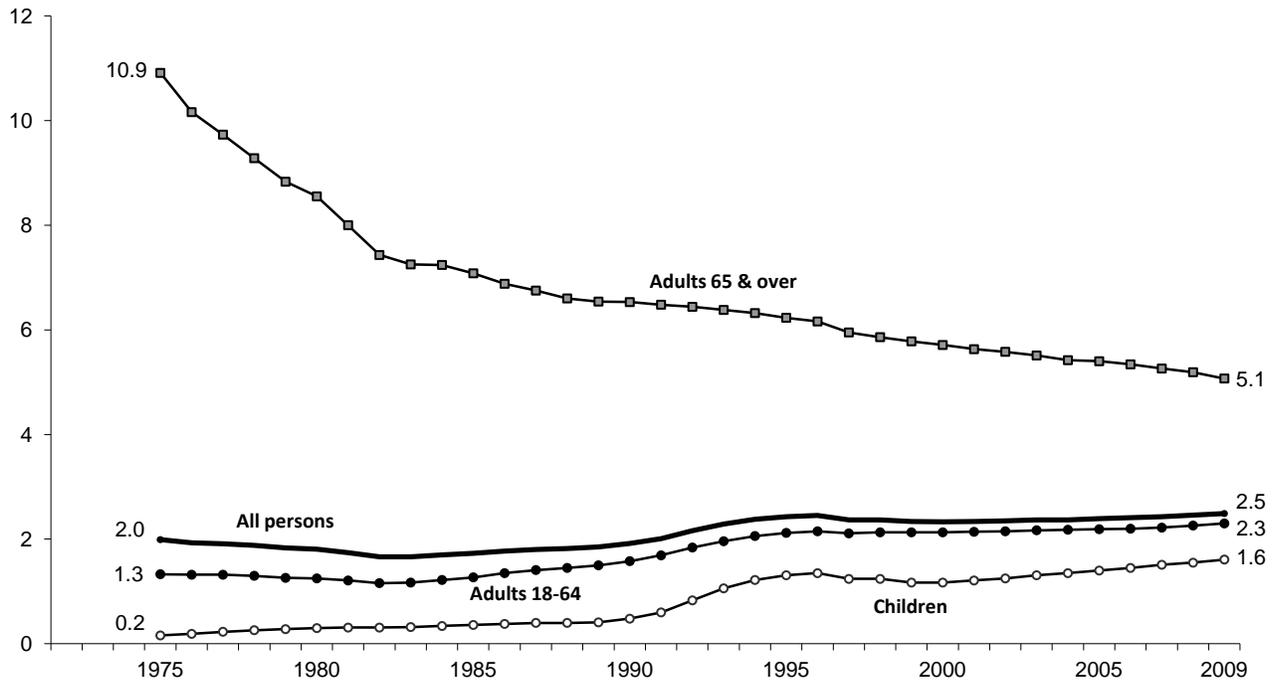
| Fiscal Year | Total Recipients | | Adult Recipients Ages 60 and over | | Adult Recipients Ages 18-59 | | Child Recipients Ages 0-18 | |
|-------------|-----------------------|---------|--------------------------------------|---------|--------------------------------|---------|-------------------------------|---------|
| | Number (thousands) | Percent | Number (thousands) | Percent | Number (thousands) | Percent | Number (thousands) | Percent |
| | 1975 | 16,320 | 7.6 | - | - | - | - | - |
| 1976 | 17,033 | 7.8 | - | - | - | - | 9,126 | 13.8 |
| 1977 | 15,604 | 7.1 | - | - | - | - | - | - |
| 1978 | 14,405 | 6.5 | - | - | - | - | - | - |
| 1979 | 15,942 | 7.1 | - | - | - | - | - | - |
| 1980 | 19,253 | 8.5 | 1,741 | 4.9 | 7,186 | 5.6 | 9,876 | 15.5 |
| 1981 | 20,655 | 9.0 | 1,845 | 5.0 | 7,811 | 6.0 | 9,803 | 15.5 |
| 1982 | 20,391 | 8.8 | 1,641 | 4.4 | 7,838 | 6.0 | 9,591 | 15.3 |
| 1983 | 21,668 | 9.3 | 1,654 | 4.4 | 8,960 | 6.7 | 10,910 | 17.4 |
| 1984 | 20,796 | 8.8 | 1,758 | 4.5 | 8,521 | 6.3 | 10,492 | 16.8 |
| 1985 | 19,847 | 8.3 | 1,783 | 4.5 | 8,258 | 6.1 | 9,801 | 15.8 |
| 1986 | 19,381 | 8.1 | 1,631 | 4.1 | 7,895 | 5.7 | 9,844 | 15.7 |
| 1987 | 19,072 | 7.9 | 1,589 | 3.9 | 7,684 | 5.5 | 9,771 | 15.5 |
| 1988 | 18,613 | 7.6 | 1,500 | 3.7 | 7,506 | 5.3 | 9,351 | 14.8 |
| 1989 | 18,778 | 7.6 | 1,582 | 3.8 | 7,560 | 5.3 | 9,429 | 14.9 |
| 1990 | 20,020 | 8.0 | 1,511 | 3.6 | 8,084 | 5.6 | 10,127 | 15.8 |
| 1991 | 22,599 | 8.9 | 1,593 | 3.8 | 9,190 | 6.3 | 11,952 | 18.3 |
| 1992 | 25,371 | 9.9 | 1,687 | 3.9 | 10,550 | 7.2 | 13,349 | 20.1 |
| 1993 | 26,957 | 10.4 | 1,876 | 4.3 | 11,214 | 7.5 | 14,196 | 21.0 |
| 1994 | 27,439 | 10.4 | 1,955 | 4.5 | 11,615 | 7.7 | 14,391 | 21.0 |
| 1995 | 26,579 | 10.0 | 1,920 | 4.4 | 11,105 | 7.3 | 13,860 | 20.0 |
| 1996 | 25,495 | 9.5 | 1,891 | 4.3 | 10,769 | 7.0 | 13,189 | 18.8 |
| 1997 | 22,820 | 8.4 | 1,831 | 4.1 | 9,373 | 6.0 | 11,847 | 16.7 |
| 1998 | 19,748 | 7.2 | 1,635 | 3.6 | 7,760 | 4.9 | 10,524 | 14.7 |
| 1999 | 18,114 | 6.5 | 1,696 | 3.7 | 7,079 | 4.4 | 9,332 | 13.0 |
| 2000 | 17,054 | 6.0 | 1,700 | 3.7 | 6,612 | 4.0 | 8,743 | 12.1 |
| 2001 | 17,262 | 6.1 | 1,658 | 3.6 | 6,778 | 4.1 | 8,819 | 12.1 |
| 2002 | 19,003 | 6.6 | 1,684 | 3.6 | 7,625 | 4.5 | 9,688 | 13.3 |
| 2003 | 20,898 | 7.2 | 1,786 | 3.7 | 8,503 | 5.0 | 10,605 | 14.5 |
| 2004 | 23,447 | 8.0 | 1,917 | 3.9 | 9,753 | 5.7 | 11,771 | 16.1 |
| 2005 | 24,841 | 8.4 | 2,044 | 4.1 | 10,390 | 6.0 | 12,405 | 16.9 |
| 2006 | 25,555 | 8.6 | 2,226 | 4.4 | 12,758 | 7.3 | 12,579 | 17.1 |
| 2007 | 25,887 | 8.6 | 2,263 | 4.3 | 13,030 | 7.4 | 12,695 | 17.2 |
| 2008 | 27,751 | 9.1 | 2,517 | 4.7 | 14,145 | 8.0 | 13,472 | 18.2 |
| 2009 | 32,842 | 10.7 | 2,724 | 4.9 | 16,181 | 9.1 | 15,589 | 21.0 |

Note: See Appendix A, Tables FSP 1 and FSP 6 for more detailed data on reciprocity rates. Recipient totals exclude the territories and are the fiscal year averages of monthly caseloads from administrative data. From 1975 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the Food Stamp Program in 1975. From 1975 to 1983 the number of FFAP participants averaged only 88 thousand.

Source: Recipient data by age from U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2009*, No. SNAP-09-CHAR and earlier reports (available online at <http://www.fns.usda.gov/oane/MENU/published/SNAP/FILES/Participation/2009Characteristics.pdf>), and unpublished data from the Food Stamp National Data Bank. Individual age groups do not sum exactly to total recipients. The population denominators for the percentage in each category are from U.S. Census Bureau (available online at <http://www.census.gov>).

Figure IND 3c. Percentage of the Total Population Receiving SSI by Age: 1975-2009

(In percent)



Note: Population figures used as the denominators are obtained by averaging the U.S. Census Bureau's July 1 population estimates for the current and the following year. See Appendix A, Tables SSI 2, SSI 8 and SSI 9 for more detailed data on SSI reciprocity rates.

Source: Social Security Administration, Office of Research, Evaluation and Statistics, *SSI Annual Statistical Report, 2009*, (available online at <http://www.ssa.gov/policy>). Population denominators for the percentage in each category are from the U.S. Census Bureau (available online at <http://www.census.gov>).

- Figure IND 3c shows the percentage of the population who received income assistance from the SSI program by age category in the month of December from 1975 through 2009.
- Unlike the average monthly reciprocity rates for AFDC/TANF and FSP/SNAP, the December monthly SSI reciprocity rates show less variation over time. After decreasing from 1975 to the early 1980s, the proportion of the total population that received SSI increased from 1.7 percent in 1985 to 2.4 percent in 1994. The rate has remained roughly constant since then, increasing to 2.5 percent in 2008 and 2009. The total number of recipients has increased more than 80 percent since the mid-1980s, from 4.1 million in 1985 to roughly 7.7 million people in 2009.
- Table IND 3c shows the December percentage of the population and number of persons receiving SSI by age group between 1975 and 2009.
- Elderly adults (ages 65 and older) have higher monthly reciprocity rates than any other age group. The gap, however, has narrowed as the percentage of adults aged 65 and older receiving SSI has declined from 10.9 percent in 1975 to 5.1 percent in 2009.
- The proportion of children receiving SSI increased gradually between 1975 and 1990, and grew more rapidly in the early and mid-1990s, reaching 1.4 percent in 1996. The December rate then fell through 2000 before rising to 1.6 percent in 2008 where it has remained.

Table IND 3c. Number and Percentage of the Total Population Receiving SSI by Age: 1975-2009

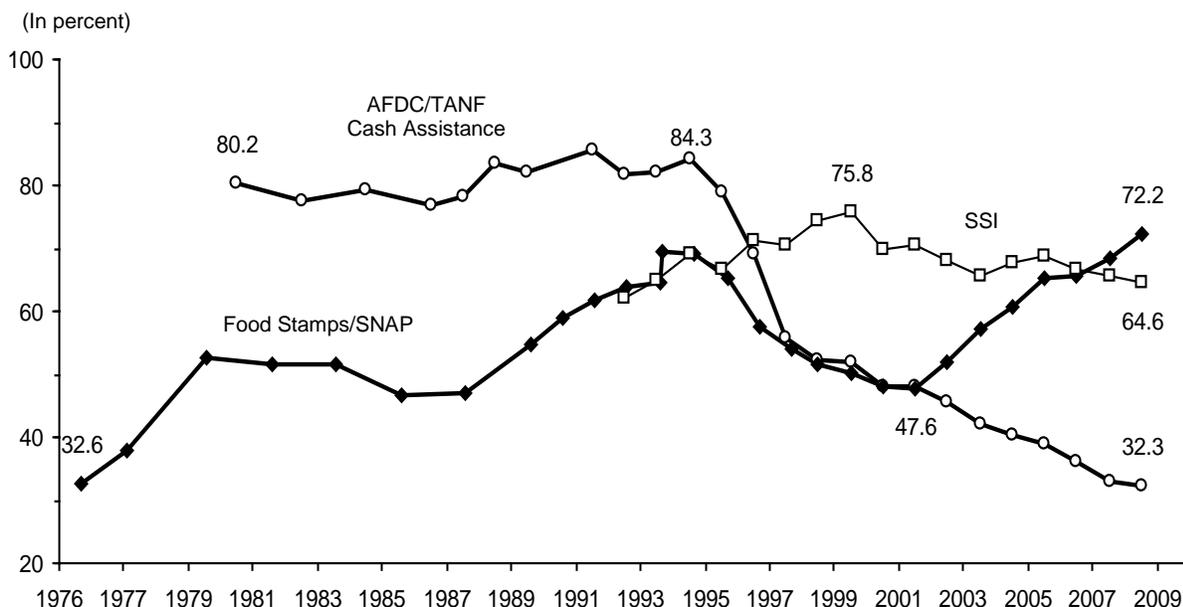
| Date | Total Recipients | | Adult Recipients Ages 65 & over | | Adult Recipients Ages 18-64 | | Child Recipients Ages 0-17 | |
|----------|-----------------------|---------|------------------------------------|---------|--------------------------------|---------|-------------------------------|---------|
| | Number (thousands) | Percent | Number (thousands) | Percent | Number (thousands) | Percent | Number (thousands) | Percent |
| Dec 1975 | 4,314 | 2.0 | 2,508 | 10.9 | 1,699 | 1.3 | 107 | 0.2 |
| Dec 1976 | 4,236 | 1.9 | 2,397 | 10.2 | 1,714 | 1.3 | 125 | 0.2 |
| Dec 1977 | 4,239 | 1.9 | 2,353 | 9.7 | 1,738 | 1.3 | 147 | 0.2 |
| Dec 1978 | 4,217 | 1.9 | 2,304 | 9.3 | 1,747 | 1.3 | 166 | 0.3 |
| Dec 1979 | 4,150 | 1.8 | 2,246 | 8.8 | 1,727 | 1.3 | 177 | 0.3 |
| Dec 1980 | 4,142 | 1.8 | 2,221 | 8.6 | 1,731 | 1.3 | 190 | 0.3 |
| Dec 1981 | 4,019 | 1.7 | 2,121 | 8.0 | 1,703 | 1.2 | 195 | 0.3 |
| Dec 1982 | 3,858 | 1.7 | 2,011 | 7.4 | 1,655 | 1.2 | 192 | 0.3 |
| Dec 1983 | 3,901 | 1.7 | 2,003 | 7.3 | 1,700 | 1.2 | 198 | 0.3 |
| Dec 1984 | 4,029 | 1.7 | 2,037 | 7.2 | 1,780 | 1.2 | 212 | 0.3 |
| Dec 1985 | 4,138 | 1.7 | 2,031 | 7.1 | 1,879 | 1.3 | 227 | 0.4 |
| Dec 1986 | 4,269 | 1.8 | 2,018 | 6.9 | 2,010 | 1.4 | 241 | 0.4 |
| Dec 1987 | 4,385 | 1.8 | 2,015 | 6.8 | 2,119 | 1.4 | 251 | 0.4 |
| Dec 1988 | 4,464 | 1.8 | 2,006 | 6.6 | 2,203 | 1.5 | 255 | 0.4 |
| Dec 1989 | 4,593 | 1.9 | 2,026 | 6.5 | 2,302 | 1.5 | 265 | 0.4 |
| Dec 1990 | 4,817 | 1.9 | 2,059 | 6.5 | 2,450 | 1.6 | 309 | 0.5 |
| Dec 1991 | 5,118 | 2.0 | 2,080 | 6.5 | 2,642 | 1.7 | 397 | 0.6 |
| Dec 1992 | 5,566 | 2.2 | 2,100 | 6.4 | 2,910 | 1.8 | 556 | 0.8 |
| Dec 1993 | 5,984 | 2.3 | 2,113 | 6.4 | 3,148 | 2.0 | 723 | 1.1 |
| Dec 1994 | 6,296 | 2.4 | 2,119 | 6.3 | 3,335 | 2.1 | 841 | 1.2 |
| Dec 1995 | 6,514 | 2.4 | 2,115 | 6.2 | 3,482 | 2.1 | 917 | 1.3 |
| Dec 1996 | 6,634 | 2.4 | 2,110 | 6.2 | 3,568 | 2.2 | 955 | 1.4 |
| Dec 1997 | 6,495 | 2.4 | 2,054 | 6.0 | 3,562 | 2.1 | 880 | 1.2 |
| Dec 1998 | 6,566 | 2.4 | 2,033 | 5.9 | 3,646 | 2.1 | 887 | 1.2 |
| Dec 1999 | 6,557 | 2.3 | 2,019 | 5.8 | 3,691 | 2.1 | 847 | 1.2 |
| Dec 2000 | 6,602 | 2.3 | 2,011 | 5.7 | 3,744 | 2.1 | 847 | 1.2 |
| Dec 2001 | 6,688 | 2.3 | 1,995 | 5.6 | 3,811 | 2.1 | 882 | 1.2 |
| Dec 2002 | 6,788 | 2.4 | 1,995 | 5.6 | 3,878 | 2.2 | 915 | 1.3 |
| Dec 2003 | 6,902 | 2.4 | 1,990 | 5.5 | 3,953 | 2.2 | 959 | 1.3 |
| Dec 2004 | 6,988 | 2.4 | 1,978 | 5.4 | 4,017 | 2.2 | 993 | 1.4 |
| Dec 2005 | 7,114 | 2.4 | 1,995 | 5.4 | 4,083 | 2.2 | 1,036 | 1.4 |
| Dec 2006 | 7,236 | 2.4 | 2,004 | 5.3 | 4,152 | 2.2 | 1,079 | 1.5 |
| Dec 2007 | 7,360 | 2.4 | 2,017 | 5.3 | 4,222 | 2.2 | 1,121 | 1.5 |
| Dec 2008 | 7,521 | 2.5 | 2,034 | 5.2 | 4,333 | 2.3 | 1,154 | 1.6 |
| Dec 2009 | 7,677 | 2.5 | 2,026 | 5.1 | 4,451 | 2.3 | 1,200 | 1.6 |

Note: December population figures used as the denominators are obtained by averaging the U.S. Census Bureau's July 1 population estimates for the current and the following year. See Appendix A, Tables SSI 2, SSI 8 and SSI 9 for more detailed data on SSI reciprocity rates.

Source: Social Security Administration, Office of Research, Evaluation and Statistics, *SSI Annual Statistical Report, 2009*, (available online at <http://www.ssa.gov/policy>). Population denominators for the percents in each category are from the U.S. Census Bureau (available online at <http://www.census.gov>).

INDICATOR 4. Rates of Participation in Means-Tested Assistance Programs

Figure IND 4. Participation Rates in the AFDC/TANF¹, SNAP and SSI Programs: Selected Years



¹ Unlike the SNAP and SSI programs, TANF is a block grant program for which there is no individual entitlement. One of the main goals of TANF is to move people from cash assistance to self-sufficiency.

Note: AFDC/TANF and SSI participation rates are estimated by an Urban Institute model (TRIM3) that uses CPS data to simulate program eligibility and participation for an average month, by calendar year. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. Most notably, since 1994 the model has been revised to more accurately estimate SSI participation among children, and in 1997 and 1998 the model was adjusted to more accurately exclude ineligible immigrants. For TANF, in contrast to editions prior to 2004, this table includes families receiving assistance under Separate State Programs (SSPs). Note that families subject to full-family sanctions are counted as nonparticipating eligible families due to modeling limitations. Although the coverage rate estimates take into account the number of families who lost aid due to the time limit (and do not count such families in the denominator of the coverage rate estimate), they do not make any allowance for families staying off TANF to conserve their time-limited assistance months. Also, the numbers of eligible and participating families include the territories and pregnant women without children, even though these two small groups are excluded from the TRIM model. The numbers shown here implicitly assume that participation rates for the territories and for pregnant women with no other children are the same as for all other eligibles. In 2004 the methods for identifying potential child-only units capture the fact that non-parent caretakers generally have a choice of whether or not to be included in the TANF unit. TRIM now excludes those caretakers whose income would make the unit ineligible, increasing the number of potential child-only units.

SNAP eligible households are estimated from a Mathematica Policy Research, Inc. model that uses CPS data to simulate program eligibility. SNAP caseload data are from USDA, FNS program operations caseload data. There have been small changes in the methodology over time, due to model improvements and revisions to the CPS. Notably, the model was revised in 1994 to produce more accurate and lower estimates of eligible households. The estimates for previous years show higher estimates of eligibles and lower participation rates relative to the revised estimate for 1994 and estimates for subsequent years. The two estimates for 1999 are due to re-weighting of the March 2000 – 2003 CPS files to Census 2000 and revised methodologies for determining SNAP eligibility. The original estimate (September 1999) is consistent methodologically with estimates from September 1994 – September 1998, while the revised estimate (FY 1999) is consistent with the estimates for FY 2000 – FY 2009.

Source: U.S. Department of Agriculture, Food and Nutrition Service, *Trends in Supplemental Nutrition Assistance Program Participation Rates: Fiscal Year 2002 to Fiscal Year 2009* available online at www.fns.usda.gov/ora/MENU/Published/SNAP/FILES/Participation/Trends2002-09.pdf, and unpublished tabulations from the TRIM3 microsimulation model.

- Figure IND 4 shows the participation rates of means-tested assistance programs for selected years. This indicator examines the average monthly number of participating families or households as a percentage of the estimated eligible population. It is a contrast to Indicator 3, which examines participants as an average monthly (December for SSI) percentage of the total population (reciprocity rates).
- Thirty-two (32.3) percent of families estimated as eligible for TANF assistance, 64.6 percent of households estimated as eligible for SSI, and 72.2 percent of adults estimated as eligible for SNAP are estimated to have enrolled and received benefits in an average month in 2009.

Table IND 4a. Number and Percentage of Eligible Families Participating in the AFDC/TANF Cash Assistance Program: Selected Years

| Calendar Year | Eligible Families (millions) | Participating Families (millions) | Participation Rate (percent) |
|-----------------|---------------------------------|--------------------------------------|---------------------------------|
| 1981 | 4.8 | 3.8 | 80.2 |
| 1983 | 4.8 | 3.7 | 77.7 |
| 1985 | 4.7 | 3.7 | 79.3 |
| 1987 | 4.9 | 3.8 | 76.7 |
| 1988 | 4.8 | 3.8 | 78.4 |
| 1989 | 4.5 | 3.8 | 83.6 |
| 1990 | 4.9 | 4.1 | 82.2 |
| 1992 | 5.6 | 4.8 | 85.7 |
| 1993 | 6.1 | 5.0 | 81.7 |
| 1994 (revised) | 6.1 | 5.0 | 82.1 |
| 1995 | 5.7 | 4.8 | 84.3 |
| 1996 | 5.6 | 4.4 | 78.9 |
| 1997 (adjusted) | 5.4 | 3.7 | 69.2 |
| 1998 (adjusted) | 5.5 | 3.1 | 55.8 |
| 1999 | 5.1 | 2.7 | 52.3 |
| 2000 | 4.4 | 2.3 | 51.8 |
| 2001 | 4.6 | 2.2 | 48.0 |
| 2002 | 4.6 | 2.2 | 48.1 |
| 2003 | 4.8 | 2.2 | 45.7 |
| 2004 | 5.2 | 2.2 | 42.0 |
| 2005 | 5.3 | 2.1 | 40.4 |
| 2006 | 5.4 | 2.1 | 39.0 |
| 2007 | 5.3 | 1.9 | 36.0 |
| 2008 | 5.2 | 1.7 | 33.0 |
| 2009 | 5.7 | 1.8 | 32.3 |

Note: AFDC/TANF participation rates are estimated by an Urban Institute model (TRIM3) that uses CPS data to simulate AFDC/TANF eligibility and participation for an average month, by calendar year. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. Most notably, since 1994 the model has been revised to more accurately estimate SSI participation among children, and in 1997 and 1998 the model was adjusted to more accurately exclude ineligible immigrants. In contrast to editions prior to 2004, this table includes families receiving assistance under Separate State Programs (SSPs). Note that families subject to full-family sanctions are counted as nonparticipating eligible families due to modeling limitations. Although the coverage rate estimates take into account the number of families who lost aid due to the time limit (and do not count such families in the denominator of the coverage rate estimate), they do not make any allowance for families staying off of TANF to conserve their time-limited assistance months. Also, the numbers of eligible and participating families include the territories and pregnant women without children, even though these two small groups are excluded from the TRIM model. The numbers shown here implicitly assume that participation rates for the territories and for pregnant women with no other children are the same as for all other eligibles. In 2004 the methods for identifying potential child-only units capture the fact that non-parent caretakers generally have a choice of whether or not to be included in the TANF unit. TRIM now excludes those caretakers whose income would make the unit ineligible, increasing the number of potential child-only units.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, caseload tabulations and unpublished tabulations from the TRIM3 microsimulation model.

- Between 1981 and 1996, participation rates in the AFDC program ranged from 76.7 percent (in 1987) to 85.7 percent (in 1992). Participation rates in what is traditionally considered “welfare” (AFDC/TANF) have steadily declined. In 1992, 85.7 percent of eligible families participated in the AFDC program. By 2009, 32.3 percent of eligible families participated in the TANF program. Since welfare reform (1996) through 2009, there was a steady decline in the number of eligible families participating in the TANF program. While the caseload slightly in 2009, the share of eligibles who participated still declined.
- Note that TANF is a flexible program with a flexible funding stream. As such, states provide substantial “non assistance” services and benefits that would not be included in the cash assistance caseload counts used to derive these participation rate estimates. Over the years families also may have received cash benefits or other services through general assistance and other solely state-funded programs²⁰ that are separate from the TANF program and are not shown here.

²⁰ As discussed in the note to Table IND 4a above, the model for estimating participation in the TANF cash assistance program does take into account benefits from separate state programs (SSPs) that are used to meet Maintenance of Effort (MOE) requirements.

Table IND 4b. Number and Percentage of Eligible Households Participating in SNAP: Selected Years

| Date | Eligible Households (millions) | Participating Households (millions) | Participation Rate (percent) |
|--------------------------|-----------------------------------|--|---------------------------------|
| September 1976 | 16.3 | 5.3 | 32.6 |
| February 1978 | 14.0 | 5.3 | 37.8 |
| August 1980 | 14.0 | 7.4 | 52.5 |
| August 1982 | 14.5 | 7.5 | 51.5 |
| August 1984 | 14.2 | 7.3 | 51.6 |
| August 1986 | 15.3 | 7.1 | 46.5 |
| August 1988 | 14.9 | 7.0 | 47.1 |
| August 1990 | 14.5 | 8.0 | 54.9 |
| August 1991 | 15.6 | 9.2 | 59.1 |
| August 1992 | 16.6 | 10.2 | 61.6 |
| August 1993 | 17.0 | 10.9 | 64.0 |
| August 1994 | 17.0 | 11.0 | 64.6 |
| September 1994 (revised) | 15.3 | 10.7 | 69.6 |
| September 1995 | 15.0 | 10.4 | 69.2 |
| 888September 1996 | 15.3 | 9.9 | 65.1 |
| September 1997 | 14.7 | 8.5 | 57.5 |
| September 1998 | 14.0 | 7.6 | 54.2 |
| September 1999 | 13.7 | 7.3 | 53.0 |
| Fiscal Year 1999 | 14.5 | 7.5 | 51.6 |
| Fiscal Year 2000 | 14.2 | 7.2 | 50.0 |
| Fiscal Year 2001 | 15.1 | 7.3 | 47.8 |
| Fiscal Year 2002 | 16.7 | 8.0 | 47.6 |
| Fiscal Year 2003 | 17.1 | 8.9 | 52.1 |
| Fiscal Year 2004 | 17.5 | 10.0 | 57.1 |
| Fiscal Year 2005 | 17.7 | 10.7 | 60.6 |
| Fiscal Year 2006 | 17.1 | 11.2 | 65.3 |
| Fiscal Year 2007 | 17.5 | 11.4 | 65.5 |
| Fiscal Year 2008 | 18.0 | 12.3 | 68.4 |
| Fiscal Year 2009 | 20.3 | 14.7 | 72.2 |

Note: SNAP eligible households are estimated from a Mathematica Policy Research, Inc. model that uses CPS data to simulate the Supplemental Nutrition Assistance Program (SNAP). SNAP caseload data are from USDA, FNS program operations caseload data. There have been small changes in the methodology over time, due to model improvements and revisions to the CPS. Notably, the model was revised in 1994 to produce more accurate and lower estimates of eligible households. The estimates for previous years show higher estimates of eligibles and lower participation rates relative to the revised estimate for 1994 and estimates for subsequent years. The two estimates for 1999 are due to re-weighting of the March 2000 – 2003 CPS files to Census 2000 and revised methodologies for determining SNAP eligibility. The original estimate (September 1999) is consistent methodologically with estimates from September 1994 – September 1998, while the revised estimate (FY 1999) is consistent with the estimates for FY 2000 – FY 2006.

Source: U.S. Department of Agriculture, Food and Nutrition Service, *Trends in Supplemental Nutrition Assistance Program Participation Rates: Fiscal Year 2002 to Fiscal Year 2009* available online at www.fns.usda.gov/ora/MENU/Published/SNAP/FILES/Participation/Trends2002-09.pdf.

- Table IND 4b shows the average monthly number and percentage of eligible households participating in FSP/SNAP for selected years. Since fiscal year 2002, the participation rate for SNAP has increased from 47.6 percent in fiscal year 2002 to 72.2 percent in fiscal year 2009.
- Between fiscal years 1999 and 2009 there was a 40.1 percent increase in households eligible for the Food Stamp/Supplemental Nutrition Assistance Program (from 14.5 to 20.3 million households). Caseloads grew by 96.4 percent over the same period, with notable increases occurring between fiscal years 2008 and 2009.
- There were 14.7 million households participating in the SNAP in fiscal year 2009, the highest number recorded in the history of the program. During the mid to late 1990s, there was a 34.5 percent drop in SNAP caseloads, from a peak of 11 million households in 1994 to 7.2 million households in 2000. This decline in caseloads occurred during a time when both the eligible population and the program participation rates were generally decreasing.

Table IND 4c. Percentage of Eligible Adult Units Participating in the SSI Program by Selected Characteristics: 1993-2009

| | All Adult Units | One-Person Units | | Married-Couple Units |
|------|-----------------|------------------|----------|----------------------|
| | | Aged | Disabled | |
| 1993 | 62.0 | 57.0 | 71.0 | 37.0 |
| 1994 | 65.0 | 58.4 | 73.0 | 43.9 |
| 1995 | 69.1 | 64.9 | 74.0 | 52.2 |
| 1996 | 66.6 | 60.4 | 73.5 | 46.7 |
| 1997 | 71.1 | 62.7 | 79.4 | 49.1 |
| 1998 | 70.7 | 63.6 | 77.9 | 48.1 |
| 1999 | 74.3 | 65.8 | 83.3 | 47.8 |
| 2000 | 75.8 | 70.9 | 82.3 | 49.9 |
| 2001 | 69.7 | 64.4 | 75.9 | 45.7 |
| 2002 | 70.4 | 61.9 | 78.3 | 47.9 |
| 2003 | 68.2 | 62.3 | 73.8 | 47.6 |
| 2004 | 65.7 | 63.3 | 69.2 | 46.0 |
| 2005 | 67.7 | 63.4 | 73.5 | 41.1 |
| 2006 | 68.8 | 69.1 | 72.5 | 39.9 |
| 2007 | 66.8 | 61.6 | 72.3 | 43.0 |
| 2008 | 65.6 | 67.3 | 68.0 | 39.8 |
| 2009 | 64.6 | 64.8 | 67.4 | 40.0 |

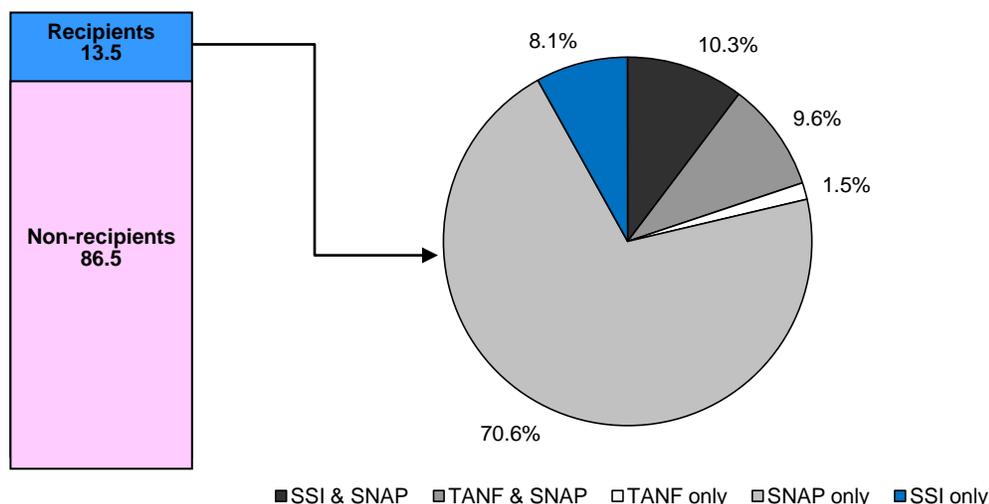
Note: SSI participation rates are estimated using the TRIM3 microsimulation model that uses CPS data to simulate SSI eligibility for an average month, by calendar year. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. In particular, the model was revised in 1997 and 1998 to more accurately exclude ineligible immigrants. Thus the increased participation rate in 1997 is partly due to a revision in estimating methodology. In 2004 the TRIM methods for identifying individuals eligible for SSI due to disability were improved resulting in more eligibles for this category. Still it is important to note that the TRIM model utilizes the limited information on disability status available from the Current Population Survey and thus may be underestimating the eligible non-elderly adult population resulting in participation rates that are too high. For example unpublished tabulations from the Social Security Administration based on data from the Survey of Income and Program Participation suggest that the rate of SSI participation among eligible non-elderly adults may be somewhere between a low estimate of around 40 percent and a high estimate of 80 percent – a fairly wide range. Also note that the figures for married-couple units are based on very small sample sizes—for example, married-couple units were only about 7.5 percent of the eligible adult units and 5.1 percent of the units receiving SSI in the average month of 1998.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2010, analyzed using the TRIM3 microsimulation model.

- Table IND 4c shows the average monthly number and percentage of eligible adult units participating in the SSI program by select demographic categories. After rising to 75.8 percent of adults estimated to be eligible for SSI in 2000, the SSI participation rate decreased to 64.6 percent of those estimated to be eligible for SSI in 2009. This rate is substantially higher than recent TANF rates but has been eclipsed by the SNAP participation rate in 2009 (see Tables IND 4a and IND 4b).
- For aged adults in one-person units, the estimated SSI participation rate increased from 57.0 percent in 1993 to a high of 70.9 percent in 2000. After some declines in the early 2000s, the estimated SSI participation rate among aged one-person units increased from 61.9 percent in 2002 to 64.8 percent in 2009.

INDICATOR 5. Multiple Program Receipt

Figure IND 5. Percentage of the Population Receiving Assistance from Multiple Programs – TANF, SNAP and SSI: 2009



Note: Categories are mutually exclusive. SSI receipt is based on individual receipt; TANF and SNAP receipt are based on the full recipient unit. Recipients are defined as those individuals who receive SSI or live in a family that receives either TANF or SNAP benefits. In practice, individuals typically do not receive both TANF and SSI; hence, no individual receives benefits from all three programs.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2009, analyzed using the TRIM3 microsimulation model.

- Figure IND 5 shows the average monthly percentage of the population receiving benefits from TANF, SNAP, or SSI or a combination of benefits from these programs in 2009. More than 86 (86.5) percent of all individuals received no benefits from any of these programs, while 13.5 percent did. Seventy-one (70.6) percent of recipients received only SNAP benefits and 9.6 percent of recipients received both TANF and SNAP benefits.
- Table IND 5a shows the average monthly percentage of the population receiving assistance from TANF, SNAP, and SSI by demographic characteristics. Almost five (4.7) percent of children from birth to 5 years lived in families that received both TANF and SNAP as compared with 1.0 percent of women aged 16 to 64 and 0.3 percent of men aged 16-64.
- Among family categories, persons in female-headed families were more likely than those living in other types of families to receive support from multiple means-tested assistance programs. Among persons in female-headed families, 5.8 percent received support from TANF and SNAP, as compared to .5 percent of those in married-couple families, and 1.3 percent of those in male-headed families.
- Table IND 5b shows the average monthly percentage of the population receiving assistance from multiple means-tested assistance programs between 1993 and 2009. Reliance on multiple means-tested programs has decreased over time. In 1993, 4.8 percent of the population received AFDC and food stamps. In 2009, the percent that received both TANF and SNAP decreased to 1.3 percent.

Table IND 5a. Percentage of Recipients Receiving Assistance from Multiple Programs by Selected Characteristics: 2009

| | Any Receipt | One Program Only | | | Two Programs | |
|------------------------------------|-------------|------------------|------------|------------|--------------|------------|
| | | TANF | SNAP | SSI | TANF & SNAP | SNAP & SSI |
| All Persons | 13.5 | 0.2 | 9.6 | 1.1 | 1.3 | 1.4 |
| Racial/Ethnic Categories | | | | | | |
| Non-Hispanic White | 8.9 | 0.1 | 6.6 | 0.8 | 0.5 | 1.0 |
| Non-Hispanic Black | 28.8 | 0.4 | 19.9 | 1.6 | 3.5 | 3.4 |
| Hispanic | 20.3 | 0.5 | 14.0 | 1.8 | 2.5 | 1.4 |
| Age Categories | | | | | | |
| Children ages 0-5 | 27.6 | 0.6 | 21.1 | 0.6 | 4.7 | 0.6 |
| Children ages 6-10 | 23.7 | 0.6 | 17.7 | 0.8 | 3.6 | 1.0 |
| Children ages 11-15 | 20.5 | 0.6 | 15.0 | 1.2 | 2.6 | 1.2 |
| Women ages 16-64 | 12.6 | 0.1 | 9.1 | 0.9 | 1.0 | 1.5 |
| Men ages 16-64 | 9.2 | 0.1 | 6.8 | 1.0 | 0.3 | 1.1 |
| Adults ages 65 and over | 8.5 | 0.0 | 3.4 | 2.4 | 0.0 | 2.6 |
| Family Categories | | | | | | |
| Persons in married-couple families | 7.2 | 0.2 | 5.5 | 0.7 | 0.5 | 0.4 |
| Persons in female-headed families | 38.0 | 0.4 | 26.5 | 2.3 | 5.8 | 3.0 |
| Persons in male-headed families | 20.3 | 0.3 | 15.1 | 2.0 | 1.3 | 1.6 |
| Unrelated persons | 12.3 | 0.0 | 7.8 | 1.2 | 0.0 | 3.3 |

Note: Categories are mutually exclusive. SSI receipt is based on individual receipt; AFDC/TANF and Food Stamps/SNAP receipt are based on the full recipient unit. In practice, individuals do not tend to receive both AFDC/TANF and SSI; hence, no individual receives benefits from all three programs. The percentage of individuals receiving assistance from any one program in an average month (shown here) is lower than the percentage residing in families receiving assistance at some point over the course of a year (shown in Table SUM 1 in Chapter I and Table IND 1a in Chapter II). Spouses are not present in the female-headed and male-headed family categories.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2009, analyzed using the TRIM3 microsimulation model.

Table IND 5b. Percentage of Recipients Receiving Assistance from Multiple Means-Tested Assistance Programs: 1993-2009

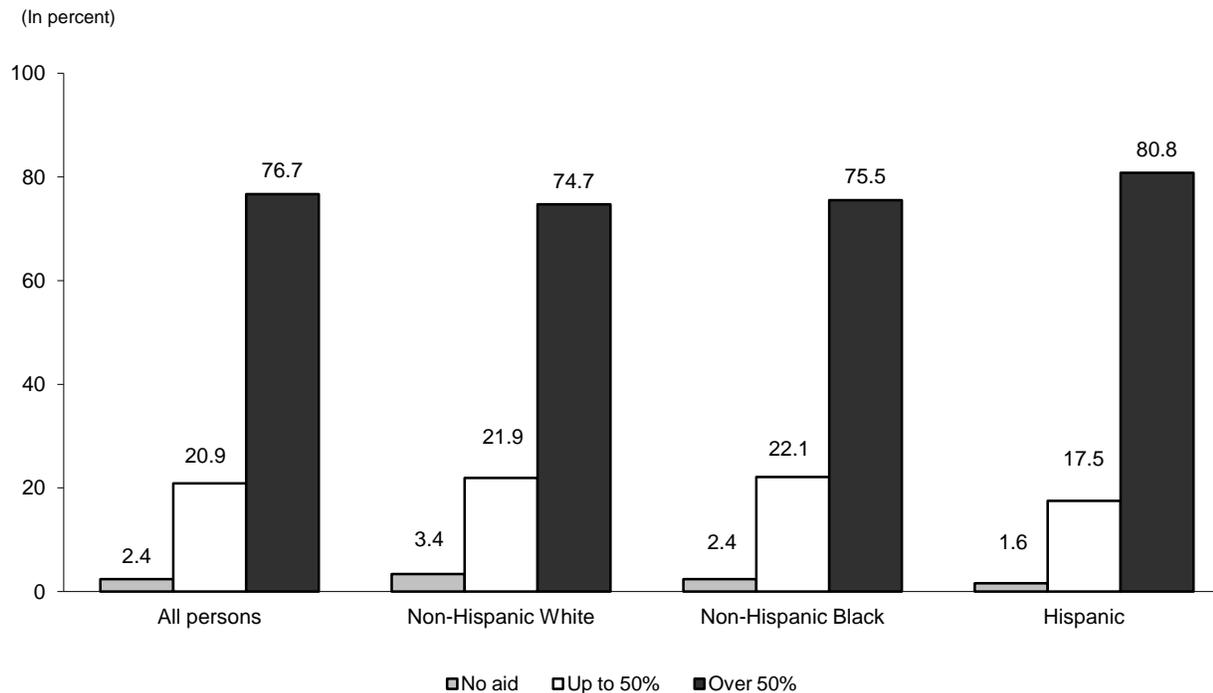
| | Any Receipt | One Program Only | | | Two Programs | |
|------|-------------|------------------|-------------|-----|----------------------|------------|
| | | AFDC/TANF | FS/ SNAP | SSI | AFDC/ TANF & SNAP | SNAP & SSI |
| 1993 | 12.6 | 0.6 | 5.2 | 1.1 | 4.8 | 1.0 |
| 1994 | 12.8 | 0.5 | 5.3 | 1.2 | 4.6 | 1.1 |
| 1995 | 12.3 | 0.4 | 5.0 | 1.2 | 4.5 | 1.1 |
| 1996 | 12.0 | 0.3 | 5.3 | 1.2 | 4.0 | 1.1 |
| 1997 | 10.2 | 0.4 | 4.3 | 1.3 | 3.1 | 1.0 |
| 1998 | 9.0 | 0.4 | 3.9 | 1.4 | 2.4 | 0.9 |
| 1999 | 8.5 | 0.4 | 3.8 | 1.3 | 2.0 | 1.0 |
| 2000 | 8.1 | 0.2 | 3.8 | 1.4 | 1.7 | 1.0 |
| 2001 | 8.1 | 0.3 | 3.9 | 1.4 | 1.5 | 1.0 |
| 2002 | 8.5 | 0.3 | 4.5 | 1.3 | 1.4 | 1.0 |
| 2003 | 9.7 | 0.2 | 5.5 | 1.3 | 1.6 | 1.0 |
| 2004 | 10.3 | 0.2 | 6.1 | 1.2 | 1.6 | 1.1 |
| 2005 | 10.2 | 0.2 | 6.2 | 1.3 | 1.5 | 1.2 |
| 2006 | 10.4 | 0.2 | 6.5 | 1.3 | 1.3 | 1.2 |
| 2007 | 10.6 | 0.2 | 6.8 | 1.3 | 1.2 | 1.2 |
| 2008 | 11.4 | 0.2 | 7.7 | 1.2 | 1.2 | 1.2 |
| 2009 | 13.5 | 0.2 | 9.6 | 1.1 | 1.3 | 1.4 |

Note: Categories are mutually exclusive. SSI receipt is based on individual receipt; AFDC/TANF and Food Stamps/SNAP receipt are based on the full recipient unit. In practice, individuals do not tend to receive both AFDC/TANF and SSI; hence, no individual receives benefits from all three programs. The percentage of individuals receiving assistance from any one program in an average month (shown here) is lower than the percentage residing in families receiving assistance at some point over the course of a year (shown in Table SUM 1 in Chapter I and Table IND 1a in Chapter II).

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2009, analyzed using the TRIM3 microsimulation model.

INDICATOR 6. Dependence Transitions

Figure IND 6. Dependency Status in 2007 of Persons Who Received More than 50 Percent of Annual Income from Means-Tested Assistance in 2006 by Race and Ethnicity



Note: Means-tested assistance is defined as AFDC/TANF, Food Stamps/SNAP, and SSI. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income. Individuals are defined as dependent if they reside in families with more than 50 percent of total annual family income from these means-tested programs.

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

- Figure IND 6 shows the 2007 dependency status of persons who were welfare dependent in 2006 by race and ethnicity. Welfare dependence is defined as receiving more than half of one's total family income in the year from TANF, FSP/SNAP, and/or SSI. For further discussion of defining welfare dependency, see Chapter I.
- Of the recipients who received more than 50 percent of their total family income from TANF, FSP/SNAP, and/or SSI in 2006, 74.7 percent of Non-Hispanic Whites, 75.5 percent of Non-Hispanic Blacks, and 80.8 percent of Hispanics were welfare dependent in 2007.
- Table IND 6a shows the 2007 dependency status of persons who were welfare dependent in 2006 by demographic groups. Men ages 16 to 64 who received more than half of their total income from means-tested assistance programs in 2006 remained dependent in 2007 in higher percentages than women.
- Table IND 6b shows the dependency status of all persons who received more than 50 percent of their income from means-tested assistance programs in the previous year. Recipients of assistance from these three programs were more likely to move out of dependency status in the early 2000s than in the early 1990s.

Table IND 6a. Dependency Status in 2007 of Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in 2006 by Selected Characteristics

| Persons Receiving More than 50 Percent of Income from Assistance in 2006 | Total (thousands) | Percentage of Persons Receiving | | |
|--|----------------------|---------------------------------|----------------------|---------------------|
| | | No aid in 2007 | Up to 50% in 2007 | Over 50% in 2007 |
| All Persons | 6,969 | 2.4 | 20.9 | 76.7 |
| Racial/Ethnic Categories | | | | |
| Non-Hispanic White | 2,495 | 3.4 | 21.9 | 74.7 |
| Non-Hispanic Black | 2,429 | 2.4 | 22.1 | 75.5 |
| Hispanic | 1,300 | 1.6 | 17.5 | 80.8 |
| Age Categories | | | | |
| Children ages 0-5 | 913 | 3.1 | 18.4 | 78.5 |
| Children ages 6-10 | 756 | 2.8 | 25.9 | 71.3 |
| Children ages 11-15 | 893 | 0.0 | 23.8 | 76.2 |
| Women ages 16-64 | 2,502 | 2.8 | 21.1 | 76.2 |
| Men ages 16-64 | 1,389 | 3.3 | 17.5 | 79.2 |
| Adults ages 65 and over | 497 | 0.0 | 20.1 | 79.9 |

Note: Means-tested assistance is defined as AFDC/TANF, Food Stamps/SNAP, and SSI. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income. Individuals are defined as dependent if they reside in families with more than 50 percent of total annual family income from these means-tested programs.

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Individual age categories do not add to total because of a small number of people not reporting age.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

Table IND 6b. Dependency Status of All Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in Previous Year

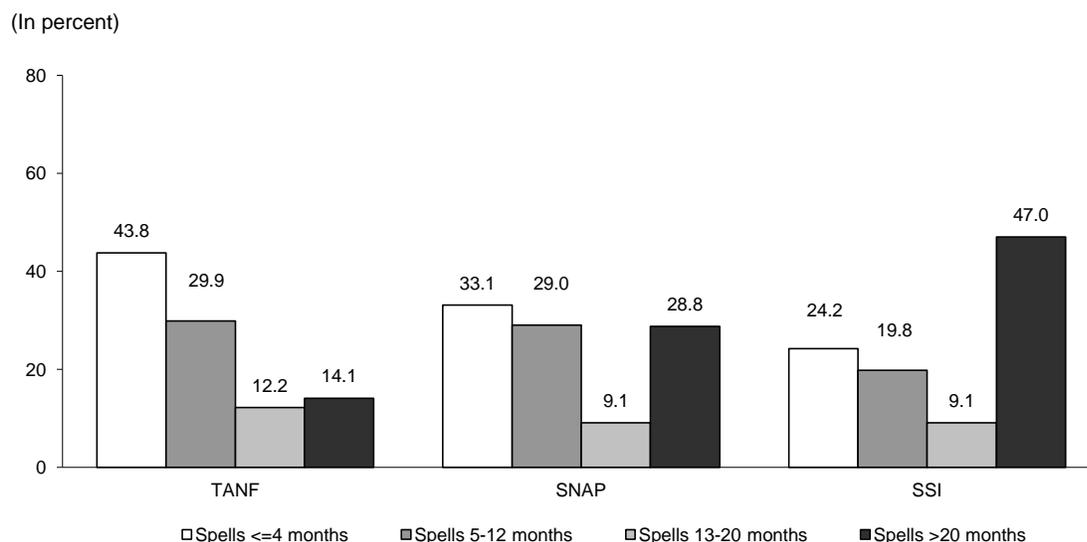
| | Total (thousands) | Percentage of Persons Receiving | | |
|--------------------------|----------------------|---------------------------------|-----------------------------|----------------------------|
| | | No aid in second year | Up to 50% in second year | Over 50% in second year |
| Transitions from: | | | | |
| 1993 to 1994 | 14,810 | 1.6 | 18.6 | 79.8 |
| 1994 to 1995 | 13,986 | 2.7 | 18.8 | 78.5 |
| 1997 to 1998 | 9,672 | 3.1 | 28.8 | 68.1 |
| 1998 to 1999 | 8,163 | 2.9 | 27.1 | 70.0 |
| 2001 to 2002 | 6,258 | 1.5 | 29.2 | 69.3 |
| 2002 to 2003 | 6,023 | 2.6 | 25.8 | 71.6 |
| 2004 to 2005 | 7,682 | 4.1 | 31.7 | 64.2 |
| 2005 to 2006 | 7,339 | 2.4 | 24.2 | 73.5 |
| 2006 to 2007 | 6,969 | 2.4 | 20.9 | 76.7 |

Note: Means-tested assistance is defined as AFDC/TANF, Food Stamps/SNAP, and SSI. Individuals are defined as dependent if they reside in families with more than 50 percent of total annual family income from these means-tested programs. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income in all years and veterans' pension benefits are included in means-tested assistance income for receipt and dependence estimates prior to 2001. Because full calendar year data for 1995 were not available for all SIPP respondents, some transitions between 1994 and 1995 were based on twelve-month periods that did not correspond exactly to calendar years.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 1993, 1996, 2001, and 2004 panels.

INDICATOR 7. Program Spell Duration

Figure IND 7. Percentage of TANF, Food Stamps/SNAP and SSI Spells for Persons Entering Programs during the 2004 SIPP Panel by Length of Spell



Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. Program spells are defined as those starting during the 2004 SIPP panel (2004 – 2007). For certain age categories, data are not available (NA) because of insufficient sample size. The Food, Conservation and Energy Act of 2008 (P.L. 110-246) re-named the Food Stamp Program as the Supplemental Nutrition Assistance Program (SNAP) as of October 1, 2008. The name change had no effect on the type of benefits or how they are made available to eligible households.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

- Figure IND 7 shows the percentage of TANF, SNAP, and SSI spells by spell length categories for persons entering programs in the mid 2000s. Between 2004 and 2007, spells lasting four months or less accounted for 44 percent of TANF spells, 33 percent of SNAP spells, and 24 percent of SSI spells.
- Approximately three-fourths of all TANF spells (73.7 percent) and 62 percent of SNAP spells lasted one year or less compared to 44 percent of SSI spells.
- Table IND 7a shows the percentage of program spells for persons entering programs during the 2004 – 2007 period by length of spell and demographic characteristics. Among child recipients of TANF, most children experienced shorter spells of receipt than longer spells of receipt.
- Table IND 7b shows how the percentage of program spells of varying lengths for persons entering programs during selected periods has changed. Spells of welfare receipt were shorter in the early 2000s than in the early 1990s. For instance, 14.1 percent of TANF spells for persons entering TANF between 2004 and 2007 lasted 20 months or longer as compared to 34.4 percent of AFDC spells beginning between 1992 and 1994.

Table IND 7a. Percentage of TANF, Food Stamps/SNAP and SSI Spells for Persons Entering Programs during the 2004 SIPP Panel by Length of Spell and Selected Characteristics

| Program | | Spells <=4 Months | Spells 5-12 Months | Spells 13-20 Months | Spells >20 Months |
|-------------|-------------------------|----------------------|-----------------------|------------------------|----------------------|
| TANF | All Recipients | 43.8 | 29.9 | 12.2 | 14.1 |
| | Non-Hispanic White | 46.3 | 32.6 | 9.3 | 11.8 |
| | Non-Hispanic Black | 47.9 | 22.1 | 14.0 | 16.1 |
| | Hispanic | 34.3 | 37.8 | 14.6 | 13.4 |
| | Children ages 0-5 | 48.2 | 21.7 | 12.4 | 17.7 |
| | Children ages 6-10 | 33.7 | 35.3 | 9.1 | 21.9 |
| | Children ages 11-15 | 32.6 | 32.6 | 12.7 | 22.2 |
| | Adults ages 16-64 | 48.9 | 30.3 | 13.0 | 7.9 |
| | Adults ages 65 and over | 56.4 | 43.6 | 0.0 | 0.0 |
| SNAP | All Recipients | 33.1 | 29.0 | 9.1 | 28.8 |
| | Non-Hispanic White | 34.5 | 28.5 | 9.6 | 27.4 |
| | Non-Hispanic Black | 36.7 | 27.4 | 9.1 | 26.8 |
| | Hispanic | 29.9 | 29.3 | 10.0 | 30.8 |
| | Children ages 0-5 | 24.2 | 31.9 | 10.7 | 33.2 |
| | Children ages 6-10 | 30.3 | 30.7 | 10.7 | 28.3 |
| | Children ages 11-15 | 34.6 | 26.5 | 10.8 | 28.1 |
| | Adults ages 16-64 | 35.1 | 29.4 | 8.7 | 26.9 |
| | Adults ages 65 and over | 31.8 | 17.9 | 1.6 | 48.7 |
| SSI | All Recipients | 24.2 | 19.8 | 9.1 | 47.0 |
| | Non-Hispanic White | 23.4 | 19.6 | 6.8 | 50.3 |
| | Non-Hispanic Black | 22.7 | 22.0 | 13.9 | 41.4 |
| | Hispanic | 29.1 | 17.3 | 7.5 | 46.1 |
| | Children ages 0-5 | 31.0 | 37.5 | 17.4 | 14.1 |
| | Children ages 6-10 | 46.6 | 24.2 | 6.6 | 22.7 |
| | Children ages 11-15 | 35.0 | 25.7 | 18.6 | 20.7 |
| | Adults ages 16-64 | 19.3 | 18.9 | 8.6 | 53.2 |
| | Adults ages 65 and over | 22.0 | 7.4 | 3.5 | 67.0 |

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Program spells are defined as those starting during the 2004 SIPP panel (2004 – 2007). Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

Table IND 7b. Percentage of AFDC/TANF, Food Stamps/SNAP, and SSI Spells for Persons Entering Programs during Selected SIPP Panels by Length of Spell

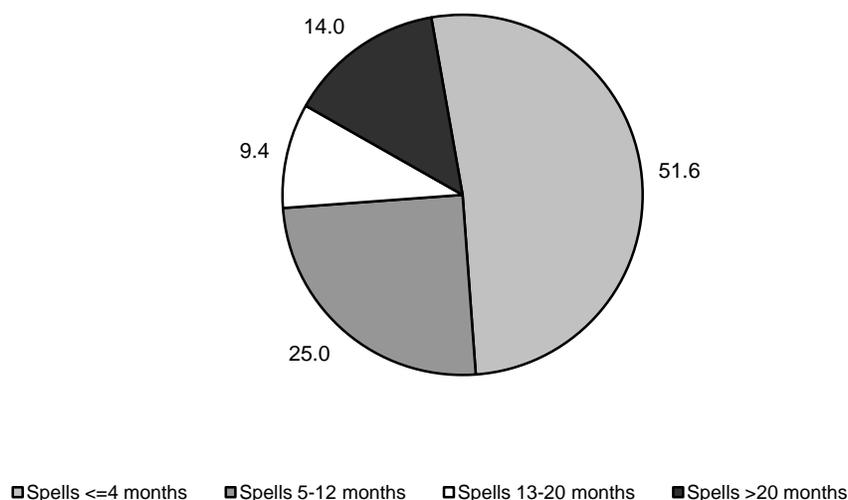
| Period | Program | Spells <=4 Months | Spells 5-12 Months | Spells 13-20 Months | Spells >20 Months |
|--------------------|-------------|----------------------|-----------------------|------------------------|----------------------|
| 1992 – 1994 | AFDC | 30.4 | 24.7 | 10.5 | 34.4 |
| | Food Stamps | 33.4 | 24.9 | 10.2 | 31.5 |
| | SSI | 25.7 | 8.9 | 4.8 | 60.6 |
| 1993 – 1995 | AFDC | 30.7 | 25.4 | 12.5 | 31.4 |
| | Food Stamps | 33.1 | 26.8 | 10.1 | 30.0 |
| | SSI | 24.0 | 7.9 | 4.7 | 63.4 |
| 1996 – 1999 | AFDC/TANF | 46.6 | 29.2 | 11.5 | 12.7 |
| | Food Stamps | 43.1 | 27.7 | 9.3 | 19.8 |
| | SSI | 34.1 | 19.2 | 9.1 | 37.6 |
| 2001 – 2003 | TANF | 49.6 | 23.7 | 10.0 | 16.8 |
| | Food Stamps | 35.9 | 24.4 | 8.9 | 30.7 |
| | SSI | 27.9 | 21.4 | 7.3 | 43.5 |
| 2004 – 2007 | TANF | 43.8 | 29.9 | 12.2 | 14.1 |
| | Food Stamps | 33.1 | 29.0 | 9.1 | 28.8 |
| | SSI | 24.2 | 19.8 | 9.1 | 47.0 |

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. Program spells are defined as those starting during the 2004 SIPP panel (2004 – 2007).

Source: Unpublished tabulations from the Survey of Income and Program Participation, 1992, 1993, 1996, 2001, 2004 panels.

INDICATOR 8. Welfare Spell Duration with No Labor Force Attachment

Figure IND 8. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during the 2004 SIPP Panel by Length of Spell



Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. TANF spells with no family labor force attachment are defined as those spells starting during the 2004 SIPP panel (2004 – 2007) for persons who received TANF and lived in families with no labor force participants in each month.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

- Figure IND 8 shows the percentage of TANF spells with no family labor force attachment for persons entering the TANF program between 2004 and 2007 by length of spell.
- Welfare spells with no family labor force attachment are measured as consecutive months that a person received TANF benefits and lived in a family with no labor force participants. Welfare spells with no family labor force attachment may end when a person leaves the TANF program or when a person remains on TANF but at least one person in the family enters the labor market.
- Fifty-two (51.6) percent of welfare spells with no family labor force attachment lasted four months or less as measured in the SIPP.
- Table IND 8a shows the percentage of TANF spells with no family labor force attachment by spell length for different demographic groups. The percentage of spells ending in four months or less was larger for Non-Hispanic Whites (59.7 percent) than it was for Non-Hispanic Blacks (44.5 percent) and Hispanics (55.0 percent).

Table IND 8a. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during the 2004 SIPP Panel by Length of Spell and Selected Characteristics

| | Spells <=4 Months | Spells 5-12 Months | Spells 13-20 Months | Spells >20 Months |
|---------------------------------|-------------------|--------------------|---------------------|-------------------|
| All Persons | 51.6 | 25.0 | 9.4 | 14.0 |
| Racial/Ethnic Categories | | | | |
| Non-Hispanic White | 59.7 | 19.9 | 11.0 | 9.4 |
| Non-Hispanic Black | 44.5 | 24.1 | 8.4 | 23.0 |
| Hispanic | 55.0 | 28.8 | 8.3 | 7.9 |
| Age Categories | | | | |
| Children ages 0-15 | 48.0 | 24.9 | 9.0 | 18.1 |
| Adults ages 16-64 | 56.2 | 24.8 | 10.4 | 8.7 |

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. TANF spells with no family labor force attachment are defined as those spells starting during the 2004 SIPP panel (2004 – 2007) for persons who received TANF and lived in families with no labor force participants in each month.

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

Table IND 8b. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during the 2004 SIPP Panel by Selected Years

| | Spells <=4 Months | Spells 5-12 Months | Spells 13-20 Months | Spells >20 Months |
|-------------|-------------------|--------------------|---------------------|-------------------|
| 1993 – 1995 | 42.6 | 26.4 | 8.5 | 22.5 |
| 1996 – 1999 | 54.2 | 28.3 | 9.3 | 8.3 |
| 2001 – 2003 | 56.1 | 23.0 | 10.6 | 10.2 |
| 2004 – 2007 | 51.6 | 25.0 | 9.4 | 14.0 |

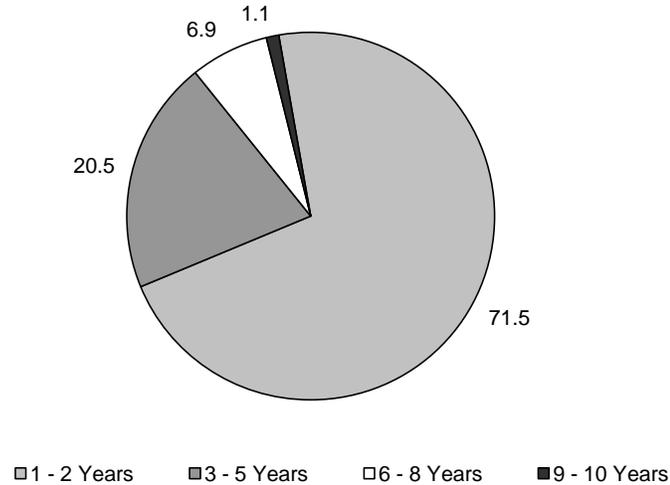
Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. TANF spells with no family labor force attachment are defined as those spells starting during the 2004 SIPP panel (2004 – 2007) for persons who received TANF and lived in families with no labor force participants in each month.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 1993, 1996, 2001 and 2004 panels.

- Table IND 8b shows the percentage of TANF spells with no family labor force attachment for persons entering the program during selected periods by spell length. In the middle 2000s, 51.6 percent of TANF spells with no family labor force attachment ended within four months and 76.6 percent ended within a year.
- The percentage of spells with no family labor force attachment lasting more than 20 months was higher in the early 1990s than in the middle 2000s (22.5 percent compared to 14.0 percent, respectively).
- Indicators 7 and 8 provide similar information; however, the percentages of spell lengths differ because the two Indicators are computed differently. Indicator 7 shows spells for *all* recipients while Indicator 8 restricts welfare spells to recipients in families without any labor force participants. This difference results in a higher percentage of spells longer than 20 months in Indicator 7, where TANF and employment may be combined, and compared to Indicator 8 where no one in the family may be in the labor force.

INDICATOR 9. Long Term AFDC/TANF Receipt

Figure IND 9. Percent of AFDC/TANF Recipients by Years of Receipt in the 1999 – 2008 Period



Note: The base for the percentages consists of mothers who received at least \$1 of AFDC/TANF in any year in the ten-year period. Child recipients are defined by age in the first year of the 10-year period. This indicator measures years of reciprocity over the specified ten-year time periods and does not take into account years of reciprocity that may have occurred before or after each ten-year period.

Source: Unpublished tabulations from the Panel Study of Income Dynamics, public release data files, 1999-2008.

- Figure IND 9 shows the percentage of AFDC/TANF recipients by years of receipt between 1999 and 2008. Among all persons receiving AFDC/TANF at some point within the ten-year period, 71.5 percent received assistance in only one or two of these years. In contrast, 1.1 percent received assistance in 9 or 10 of the years.
- Table IND 9 shows the percentage of AFDC/TANF recipients with varying years of receipt across three ten-year time periods by demographic characteristics. Long spells of welfare receipt were more common in earlier time periods than they were in later time periods. For example, for the 1969 – 1978 time period, 12.8 percent of AFDC recipients received benefits in at least 9 of the 10 years as compared to 1.1 percent of TANF recipients for the 1999 - 2008 time period.
- Among child recipients, for the 1969 – 1978 time period, 17.3 percent of children birth to age 5 lived in families that received AFDC/TANF in 9 – 10 years as compared to 2.4 percent for the 1999 - 2008 time period.
- Short spells of TANF receipt were more prevalent in the 1999 - 2008 period compared to earlier periods. Between 1999 - 2008, 71.5 percent of TANF recipients received benefits in only one or two years compared to 47.9 percent in the 1989 to 1998 period, 44.6 percent in the 1979 – 1988 period, and 43.6 percent in the 1969 – 1978 period.
- Among racial groups, the percentage of Non-Hispanic Black recipients receiving TANF benefits for 9 – 10 years has decreased from a high of 18.4 percent in the 1979 – 1988 period to a low of 2.9 percent in the 1999 – 2008 period. For the 1999 – 2008 period, there were no Non-Hispanic White recipients receiving TANF for 9 – 10 years as compared to 10.2 percent in the 1969-1978 period.

Table IND 9. Percentage of AFDC/TANF Recipients across Three Ten-Year Time Periods by Years of Receipt and Selected Characteristics

| All Persons | All Recipients | | | | Child Recipients Ages 0-5 | | | |
|----------------------------|----------------|-----------|-----------|-----------|---------------------------|-----------|-----------|-----------|
| | 1969-1978 | 1979-1988 | 1989-1998 | 1999-2008 | 1969-1978 | 1979-1988 | 1989-1998 | 1999-2008 |
| Years received AFDC/TANF | | | | | | | | |
| 1-2 years | 43.6 | 44.6 | 47.9 | 71.5 | 33.3 | 36.8 | 40.4 | 73.0 |
| 3-5 years | 23.1 | 25.0 | 31.5 | 20.5 | 28.3 | 25.0 | 27.1 | 18.4 |
| 6-8 years | 20.5 | 17.3 | 12.4 | 6.9 | 21.1 | 18.4 | 17.3 | 6.2 |
| 9-10 years | 12.8 | 13.1 | 8.2 | 1.1 | 17.3 | 19.8 | 15.2 | 2.4 |
| Non-Hispanic Whites | All Recipients | | | | Child Recipients Ages 0-5 | | | |
| | 1969-1978 | 1979-1988 | 1989-1998 | 1999-2008 | 1969-1978 | 1979-1988 | 1989-1998 | 1999-2008 |
| Years received AFDC/TANF | | | | | | | | |
| 1-2 years | 51.0 | 54.0 | 51.3 | 76.4 | 41.4 | 47.4 | 50.9 | 78.2 |
| 3-5 years | 21.1 | 21.2 | 36.8 | 18.0 | 29.1 | 23.3 | 31.3 | 15.2 |
| 6-8 years | 17.7 | 15.1 | 7.4 | 5.6 | 16.8 | 15.5 | 8.7 | 5.2 |
| 9-10 years | 10.2 | 9.7 | 4.5 | 0.0 | 12.7 | 13.8 | 9.1 | 1.4 |
| Non-Hispanic Blacks | All Recipients | | | | Child Recipients Ages 0-5 | | | |
| | 1969-1978 | 1979-1988 | 1989-1998 | 1999-2008 | 1969-1978 | 1979-1988 | 1989-1998 | 1999-2008 |
| Years received AFDC/TANF | | | | | | | | |
| 1-2 years | 30.2 | 31.2 | 44.1 | 62.6 | 19.4 | 20.8 | 33.0 | 60.0 |
| 3-5 years | 26.1 | 29.1 | 25.4 | 25.5 | 28.8 | 27.7 | 23.3 | 25.1 |
| 6-8 years | 26.2 | 21.3 | 18.0 | 9.0 | 28.3 | 23.0 | 24.4 | 9.1 |
| 9-10 years | 17.5 | 18.4 | 12.5 | 2.9 | 23.5 | 28.5 | 19.3 | 5.8 |

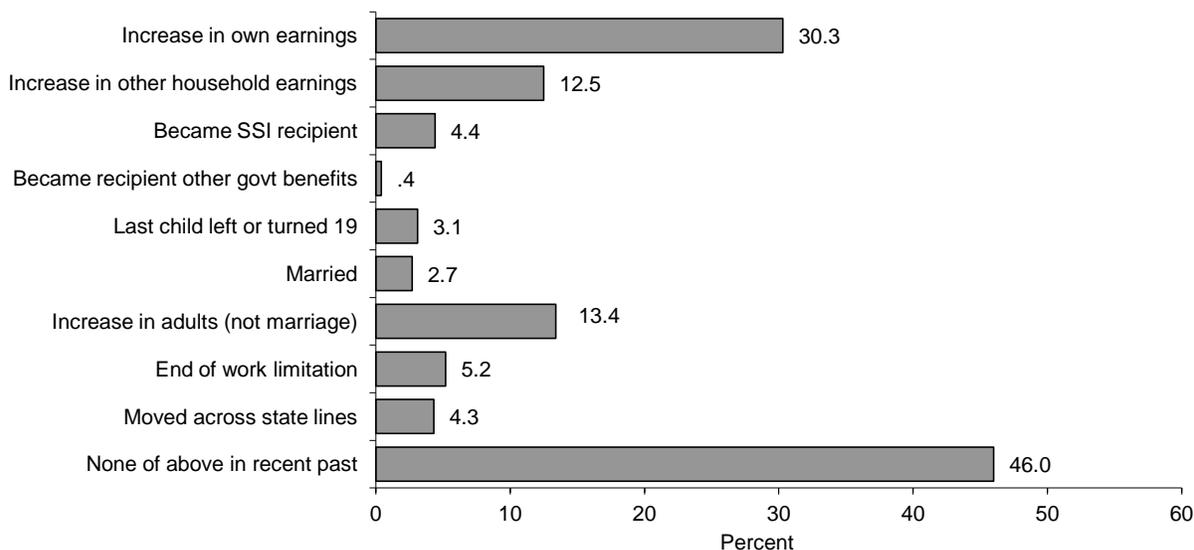
Note: The base for the percentages consists of mothers who received at least \$1 of AFDC/TANF in any year in the ten-year period. Child recipients are defined by age in the first year of the 10-year period. This indicator measures years of reciprocity over the specified ten-year time periods and does not take into account years of reciprocity that may have occurred before or after each ten-year period.

Due to small sample size, Hispanics, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the estimates for all persons but are not shown separately.

Source: Unpublished tabulations from the Panel Study of Income Dynamics and public release data files, 1969-2008.

INDICATOR 10. Events Associated with the Beginning and Ending of Program Spells

Figure IND 10a. Events Associated with Single Mother TANF Exits during the 2004 – 2006 Period



Note: Welfare exits are defined as moving from receipt to non-receipt between two successive SIPP interviews (conducted 4 months apart); an event was associated with a welfare transition if the event was observed within two interviews (i.e., 8 months) of the interview marking the welfare exit. In general, events are neither mutually exclusive nor exhaustive, and transition events may sum to more than 100 percent. Two exceptions are that "Increase in other Household Earnings" was limited to cases when there were increases in household earnings without an increase in recipient earnings, and "Increase in Adults (not marriage)" was limited to cases where the adult joining the household was not marrying the head of the household. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income. Other government benefits include Unemployment Insurance, Foster Care, Railroad Retirement, veterans' payments and Workers Compensation. An increase in earnings must be an increase of at least \$50 per month. A work limitation is defined as a condition that limits the kind or amount of work. The category "None of above in recent past" represents the percentage of all spells ending during the period that were not associated with any of the events measured.

Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2008.

Events sum to more than 100 percent because the same household could experience more than one event associated with a specific welfare entry or exit.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

- Figure IND 10a shows events associated with single mother TANF exits during the 2004 SIPP panel, 2004 - 2006. Welfare exits were most often associated with an increase in recipient earnings. Thirty (30.3) percent of welfare spells that ended during the 2004 to 2006 time period were associated with an increase in the recipient's earnings. Almost thirteen (12.5) percent of welfare exits were associated with an increase in the earnings of other household members.
- Forty-six percent of welfare exits during the 2004 – 2006 time period were not associated with any of the events listed above within the time period observed.
- Table IND 10a shows the events associated with welfare exits among single mother recipients for selected years. Exits associated with an increase in recipient earnings have decreased over time. For the 1993 – 1995 time period, 54.8 percent of exits were associated with an increase in recipient earnings, yet for the 2004 - 2006 time period 30.3 percent were associated with increases in recipient earnings.

Table IND 10a. Percentage of Single Mother AFDC/TANF Spell Exits Associated with Specific Events: Selected Periods

| | Spell Ended 1993-1995 | Spell Ended 1996-1999 | Spell Ended 2001-2003 | Spell Ended 2004-2006 |
|---|--------------------------|--------------------------|--------------------------|--------------------------|
| Increase in own earnings | 54.8 | 44.6 | 34.3 | 30.3 |
| Increase in other household earnings | 10.3 | 11.9 | 12.4 | 12.5 |
| Became SSI recipient | 1.6 | 5.9 | 5.1 | 4.4 |
| Became recipient of other government benefits | 2.2 | 2.6 | 2.9 | 0.4 |
| Last child left or turned 19 | 5.6 | 2.4 | 1.6 | 3.1 |
| Married | 5.4 | 2.1 | 2.3 | 2.7 |
| Increase in number of adults (not marriage) | 17.6 | 12.4 | 12.8 | 13.4 |
| Ended work limitation | 3.0 | 10.9 | 8.8 | 5.2 |
| Moved across state lines | 2.4 | 1.4 | 2.8 | 4.3 |
| None of above in recent past | 24.0 | 31.1 | 37.3 | 46.0 |

Note: Welfare exits are defined as moving from receipt to non-receipt between two successive SIPP interviews (conducted 4 months apart); an event was associated with a welfare transition if the event was observed within two interviews (i.e., 8 months) of the interview marking the welfare exit. In general, events are neither mutually exclusive nor exhaustive, and transition events may sum to more than 100 percent. Two exceptions are that "Increase in other Household Earnings" was limited to cases when there were increases in household earnings without an increase in recipient earnings, and "Increase in Adults (not marriage)" was limited to cases where the adult joining the household was not marrying the head of the household. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income. Other government benefits include Unemployment Insurance, Foster Care, Railroad Retirement, veterans payments and Workers Compensation. An increase in earnings must be an increase of at least \$50 per month. A work limitation is defined as a condition that limits the kind or amount of work. The category "None of above in Recent Past" represents the percentage of all spells ending during the period that were not associated with any of the events measured.

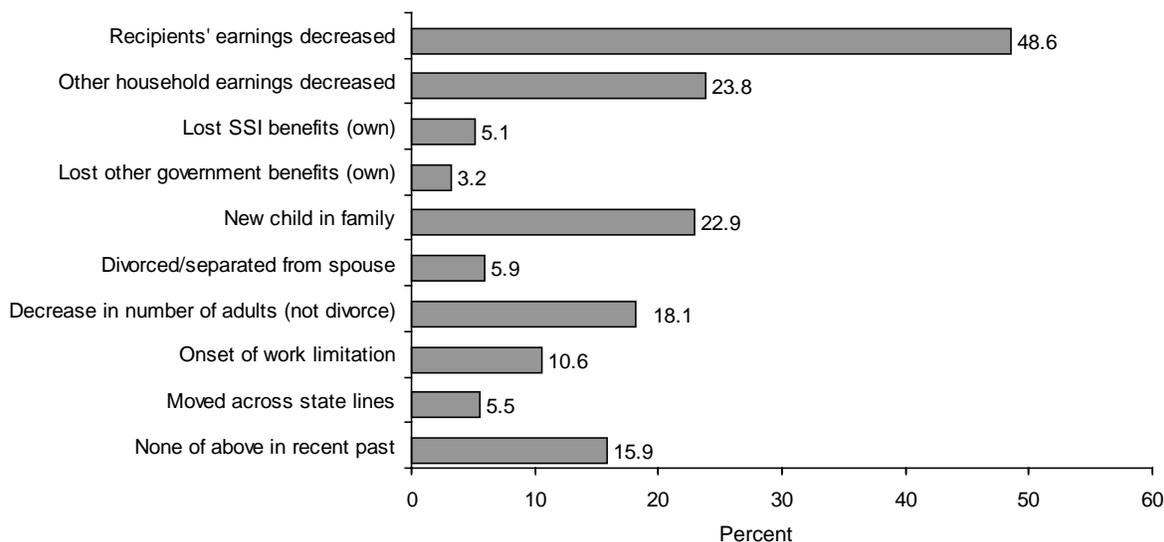
Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2008.

Events sum to more than 100 percent because the same household could experience more than one event associated with a specific welfare entry or exit.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 1993, 1996, 2001, and 2004 panels.

- Welfare exits associated with changes in household composition have also decreased over time. For the 1993 – 1995 time period, 5.6 percent of welfare exits were related to the last child in a household leaving home or turning 19 years old as compared to 3.1 percent for the 2004 – 2006 time period. Welfare exits associated with marriage also declined over the two time periods.
- For the 1993 – 1995 time period, 5.4 percent of exits were related to marriage, for the 2004 – 2006 time period, the rate was 2.7 percent. Forty-six percent of welfare exits were not associated with any of the events listed above within the time period observed.

Figure IND 10b. Events Associated with Single Mother TANF Entries during the 2004-2006 Period



Note: Welfare entries are defined as moving from non-receipt to receipt between two successive SIPP interviews (conducted 4 months apart); an event was associated with a welfare transition if the event was observed within two interviews (i.e., 8 months) of the interview marking the welfare entry. In general, events are neither mutually exclusive nor exhaustive, and transition events may sum to more than 100 percent. Two exceptions are that "Other Household Earnings Decreased" was limited to cases when there were decreases in household earnings without a decrease in recipient earnings, and "Decrease in Number of Adults (not divorce)" was limited to cases where the adult leaving the household was not married to the head of the household. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income. Other government benefits include Unemployment Insurance, Foster Care, Railroad Retirement, veterans payments and Workers Compensation. A decrease in earnings must be a decrease of at least \$50 per month. A work limitation is defined as a condition that limits the kind or amount of work. The category "None of above in Recent Past" represents the percentage of all spell beginnings during the period that were not associated with any of the events measured.

Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2008.

Events sum to more than 100 percent because the same household could experience more than one event associated with a specific welfare entry or exit.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel.

- Figure IND 10b shows the events associated with the beginning of TANF spells among single mother recipients in the 2004 – 2006 time period. A decrease in earnings was the most common event associated with welfare entries. For spells beginning between 2004 and 2006, 48.6 percent were associated with a decrease in the recipient's earnings and 23.8 percent were associated with a decrease in the earnings of other household members.
- Changes in household composition also were associated with the beginning of welfare spells. Almost 23 (22.9) percent of welfare entries were associated with a new child joining the family while 18.1 percent of TANF entries were the result of a decrease in the number of adults in a household not due to divorce. Almost six (5.9) percent of TANF entries were associated with divorce or separation.
- Sixteen (15.9) percent of welfare entries were not associated with any of the events listed above within the time period observed.

Table IND 10b. Percentage of Single Mother AFDC/TANF Spell Entries Associated with Specific Events: Selected Periods

| | Spell Began 1993-1995 | Spell Began 1996-1999 | Spell Began 2001-2003 | Spell Began 2004-2006 |
|--|--------------------------|--------------------------|--------------------------|--------------------------|
| Recipients' earnings decreased | 57.1 | 52.6 | 50.3 | 48.6 |
| Other household earnings decreased | 24.0 | 21.0 | 20.1 | 23.8 |
| Lost SSI benefits (own) | 1.4 | 5.1 | 4.4 | 5.1 |
| Lost other government benefits (own) | 8.1 | 5.1 | 6.1 | 3.2 |
| New child in family | 22.0 | 17.1 | 20.5 | 22.9 |
| Divorced/separated from spouse | 8.7 | 6.7 | 4.3 | 5.9 |
| Decrease in number of adults (not divorce) | 19.2 | 17.6 | 15.4 | 18.1 |
| Onset of work limitation | 7.2 | 10.9 | 11.5 | 10.6 |
| Moved across state lines | 1.7 | 1.4 | 2.2 | 5.5 |
| None of above in recent past | 8.8 | 14.1 | 16.7 | 15.9 |

Note: Welfare entries are defined as moving from non-receipt to receipt between two successive SIPP interviews (conducted 4 months apart); an event was associated with a welfare transition if the event was observed within two interviews (i.e., 8 months) of the interview marking the welfare entry. In general, events are neither mutually exclusive nor exhaustive, and transition events may sum to more than 100 percent. Two exceptions are that "Other Household Earnings Decreased" was limited to cases when there were decreases in household earnings without a decrease in recipient earnings, and "Decrease in Number of Adults (not divorce)" was limited to cases where the adult leaving the household was not married to the head of the household. While only affecting a small number of cases, General Assistance income is included within AFDC/TANF income. Other government benefits include Unemployment Insurance, Foster Care, Railroad Retirement, veterans' payments and Workers Compensation. A decrease in earnings must be a decrease of at least \$50 per month. A work limitation is defined as a condition that limits the kind or amount of work. The category "None of above in Recent Past" represents the percentage of all spell beginnings during the period that were not associated with any of the events measured.

Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2008.

Events sum to more than 100 percent because the same household could experience more than one event associated with a specific welfare entry or exit.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 1993, 1996, 2001, and 2004 panels.

- Table IND 10b shows the events associated with the beginning of welfare spells among single mother recipients by selected time periods.
- For the 1993 – 1995 time period, 57.1 percent of AFDC spell entries were associated with a decrease in recipient earnings. The percentage was 48.6 percent for the 2004 – 2006 time period.
- A decrease in other household members' earnings also was related to the beginning of welfare spells. For the 1993 – 1995 time period, 24.0 percent of welfare entries were associated with a decrease in other household members' earnings. For the 2004 – 2006 time period, 23.8 percent of welfare entries were associated with a decrease in other household members' earnings.

Chapter III. Predictors and Risk Factors Associated with Welfare Receipt

The Welfare Indicators Act challenges the U.S. Department of Health and Human Services to identify and set forth not only indicators of welfare dependence and welfare duration but also predictors and causes of welfare receipt. However, welfare research has not established clear and definitive causes of welfare receipt and dependence. Instead, it has identified a number of risk factors associated with welfare use. For the purposes of this report, the terms “predictors” and “risk factors” are used somewhat interchangeably.

Following the recommendation of the Advisory Board, this chapter includes a wide range of possible predictors and risk factors. As research advances, some of the “predictors” included in this chapter may turn out to be simply correlates of welfare receipt, some may have a causal relationship, some may be consequences, and some may have predictive value.

The predictors/risk factors included in this chapter are grouped into three categories: economic security risk factors, employment-related risk factors, and risk factors associated with nonmarital childbearing.

Economic Security Risk Factors (ECON)

The first group includes eight measures associated with economic security. This group encompasses five measures of poverty, as well as measures of child support receipt, food insecurity, and lack of health insurance. The tables and figures illustrating measures of economic security are labeled with the prefix ECON throughout this chapter.

Poverty measures are important predictors of dependence, because families with fewer economic resources are more likely to be dependent on means-tested assistance. In addition, poverty and other measures of deprivation, such as food insecurity, are important to assess in conjunction with the measures of dependence outlined in Chapter II.

Reductions in caseloads and dependence can reduce poverty, to the extent that such reductions are associated with greater work activity and higher economic resources for former welfare families. However, if former welfare families are left with fewer economic resources, reductions in welfare caseloads may not lead to decreases in poverty.

Several aspects of poverty are examined in this chapter. Those that can be updated annually using the Current Population Survey include: overall poverty rates (ECON 1); the percentage of individuals in deep poverty (ECON 2), and poverty rates using alternative definitions of income (ECON 3 and 4). The chapter also includes data on the length of poverty episodes or spells (ECON 5).

This chapter also includes data on child support collections (ECON 6), which can play an important role in reducing dependence on government assistance and thus serve as a predictor of dependence. Household food insecurity (ECON 7) is an important measure of deprivation that, although correlated with general income poverty, provides an alternative measure of tracking the incidence of material hardship and need, and how it may change over time. Finally, lack of health insurance (ECON 8) is tied to the income level of the family, and may be a precursor to future health problems among adults and children.

Employment and Work-Related Risk Factors (WORK)

The second grouping, labeled with the WORK prefix, includes eight factors related to employment and barriers to employment. These measures include data on overall labor force attachment and employment and earnings for low-skilled workers, as well as data on barriers to work. The latter category includes incidence of adult and child disabilities, adult substance abuse, and levels of educational attainment and school drop-out rates.

Employment and earnings provide many families with an escape from dependence. It is important, therefore, to look both at overall labor force attachment (WORK 1), and at employment and earnings for those with low education levels (WORK 2 and WORK 3). The economic condition of the low-skill labor market is a key predictor of the ability of men and women to support families without receiving means-tested assistance.

The next two measures in this group (WORK 4 and WORK 5) focus on educational attainment. Individuals with less than a high school education have the lowest amount of human capital and are at the greatest risk of being poor, despite their work effort.

Measures of barriers to employment provide indicators of potential work limitations, which may be predictors of greater dependence. Substance abuse (WORK 6) and disabling conditions among children and adults (WORK 7) all have the potential of limiting the ability of the adults in the household to work. In addition, debilitating health conditions and high medical expenditures can strain a family's economic resources. The labor force participation of women with children (WORK 8) is also a predictor of dependence.

Nonmarital Birth Risk Factors (BIRTH)

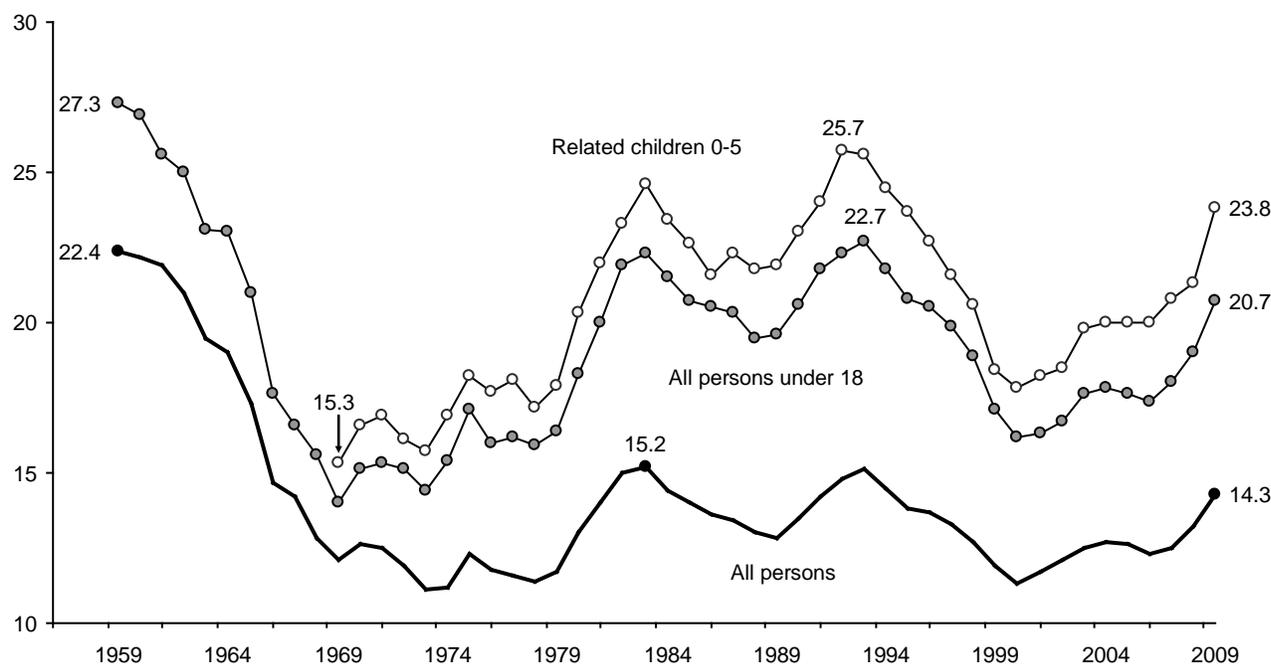
The final group of risk factors addresses nonmarital childbearing. The tables and figures in this subsection are labeled with the BIRTH prefix. This category includes long-term time trends in nonmarital births (BIRTH 1), nonmarital teen births (BIRTH 2 and BIRTH 3), and children living in families with never-married parents (BIRTH 4). Children living in families with never-married mothers are at high risk of becoming dependent as adults, and it is therefore important to track changes in the size of this vulnerable population.

As noted above, the predictors/risk factors included in this chapter do not represent an exhaustive list of measures. They are merely a sampling of available data that address in some way the question of how a family is faring on the scale of deprivation and well-being. Such questions are a necessary part of the discussion on dependence as researchers assess the effects of welfare reform.

ECONOMIC SECURITY RISK FACTOR 1. Poverty Rates

Figure ECON 1. Percentage of Persons in Poverty by Age: 1959-2009

(In percent)



Note: All persons under 18 include related children (own children, including stepchildren and adopted children, plus all other children in the household who are related to the householder by birth, marriage, or adoption), unrelated individuals under 18 (persons who are not living with any relatives), and householders or spouses under age 18.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

- Figure ECON 1 shows the percentage of persons in poverty by age from 1959 to 2009. The official poverty rate was 14.3 percent in 2009, an increase of 1.1 percentage points over the previous year's rate of 13.2 percent. The poverty rate has increased every year since 2006. The percentage of persons living in poverty in 2000 was the lowest poverty rate since 1973.
- Children under 18 had a poverty rate of 20.7 percent in 2009. As in past years, the child poverty rate is higher than the overall poverty rate.
- Table ECON 1 shows the percentage of persons in poverty by age and family type for selected years. The poverty rate for the elderly (persons ages 65 and over) was 8.9 percent and the poverty rate for other adults (persons ages 18 to 64) was 12.9 percent in 2009.
- Related children from birth to age five have had the highest poverty rate among all age groups throughout the 1980s, 1990s, and into the 2000s. In 2009, 23.8 percent of related children from birth to age 5 lived below the poverty line.
- The poverty rates for persons in both married-couple families and female-headed families have decreased since the 1960's. In 1959, 18.2 percent of persons in married-couple families and 49.4 percent of persons in female-headed families were poor. By 2009, 7.2 percent of persons in married-couple families and 32.5 percent of persons in female-headed families were poor.

Table ECON 1. Percentage of Persons in Poverty by Age and Family Type: Selected Years

| Calendar Year | Related Children | | All Persons | | | | In married-couple families | In female-headed families |
|---------------|------------------|-----------|-------------|----------|----------|-----------|----------------------------|---------------------------|
| | Ages 0-5 | Ages 6-17 | Total | Under 18 | 18 to 64 | 65 & over | | |
| 1959 | NA | NA | 22.4 | 27.3 | 17.0 | 35.2 | 18.2 | 49.4 |
| 1963 | NA | NA | 19.5 | 23.1 | NA | NA | 14.9 | 47.7 |
| 1966 | NA | NA | 14.7 | 17.6 | 10.5 | 28.5 | 10.3 | 39.8 |
| 1969 | 15.3 | 13.1 | 12.1 | 14.0 | 8.7 | 25.3 | 7.4 | 38.2 |
| 1973 | 15.7 | 13.6 | 11.1 | 14.4 | 8.3 | 16.3 | 6.0 | 37.5 |
| 1976 | 17.7 | 15.1 | 11.8 | 16.0 | 9.0 | 15.0 | 6.4 | 37.3 |
| 1979 | 17.9 | 15.1 | 11.7 | 16.4 | 8.9 | 15.2 | 6.3 | 34.9 |
| 1980 | 20.3 | 16.8 | 13.0 | 18.3 | 10.1 | 15.7 | 7.4 | 36.7 |
| 1981 | 22.0 | 18.4 | 14.0 | 20.0 | 11.1 | 15.3 | 8.1 | 38.7 |
| 1982 | 23.3 | 20.4 | 15.0 | 21.9 | 12.0 | 14.6 | 9.1 | 40.6 |
| 1983 | 24.6 | 20.4 | 15.2 | 22.3 | 12.4 | 13.8 | 9.3 | 40.2 |
| 1984 | 23.4 | 19.7 | 14.4 | 21.5 | 11.7 | 12.4 | 8.5 | 38.4 |
| 1985 | 22.6 | 18.8 | 14.0 | 20.7 | 11.3 | 12.6 | 8.2 | 37.6 |
| 1986 | 21.6 | 18.8 | 13.6 | 20.5 | 10.8 | 12.4 | 7.3 | 38.3 |
| 1987 | 22.3 | 18.3 | 13.4 | 20.3 | 10.6 | 12.5 | 7.2 | 38.1 |
| 1988 | 21.8 | 17.5 | 13.0 | 19.5 | 10.5 | 12.0 | 6.6 | 37.2 |
| 1989 | 21.9 | 17.4 | 12.8 | 19.6 | 10.2 | 11.4 | 6.7 | 35.9 |
| 1990 | 23.0 | 18.2 | 13.5 | 20.6 | 10.7 | 12.2 | 6.9 | 37.2 |
| 1991 | 24.0 | 19.5 | 14.2 | 21.8 | 11.4 | 12.4 | 7.2 | 39.7 |
| 1992 | 25.7 | 19.4 | 14.8 | 22.3 | 11.9 | 12.9 | 7.7 | 38.5 |
| 1993 | 25.6 | 20.0 | 15.1 | 22.7 | 12.4 | 12.2 | 8.0 | 38.7 |
| 1994 | 24.5 | 19.5 | 14.5 | 21.8 | 11.9 | 11.7 | 7.4 | 38.6 |
| 1995 | 23.7 | 18.3 | 13.8 | 20.8 | 11.4 | 10.5 | 6.8 | 36.5 |
| 1996 | 22.7 | 18.3 | 13.7 | 20.5 | 11.4 | 10.8 | 6.9 | 35.8 |
| 1997 | 21.6 | 18.0 | 13.3 | 19.9 | 10.9 | 10.5 | 6.4 | 35.1 |
| 1998 | 20.6 | 17.1 | 12.7 | 18.9 | 10.5 | 10.5 | 6.2 | 33.1 |
| 1999 | 18.4 | 15.7 | 11.9 | 17.1 | 10.1 | 9.7 | 5.9 | 30.5 |
| 2000 | 17.8 | 14.7 | 11.3 | 16.2 | 9.6 | 9.9 | 5.5 | 27.9 |
| 2001 | 18.2 | 14.6 | 11.7 | 16.3 | 10.1 | 10.1 | 5.7 | 28.6 |
| 2002 | 18.5 | 15.3 | 12.1 | 16.7 | 10.6 | 10.4 | 6.1 | 28.8 |
| 2003 | 19.8 | 15.9 | 12.5 | 17.6 | 10.8 | 10.2 | 6.2 | 30.0 |
| 2004 | 20.0 | 16.0 | 12.7 | 17.8 | 11.3 | 9.8 | 6.4 | 30.5 |
| 2005 | 20.0 | 15.7 | 12.6 | 17.6 | 11.1 | 10.1 | 5.9 | 31.1 |
| 2006 | 20.0 | 15.4 | 12.3 | 17.4 | 10.8 | 9.4 | 5.7 | 30.5 |
| 2007 | 20.8 | 16.0 | 12.5 | 18.0 | 10.9 | 9.7 | 5.8 | 30.7 |
| 2008 | 21.3 | 17.1 | 13.2 | 19.0 | 11.7 | 9.7 | 6.7 | 31.4 |
| 2009 | 23.8 | 18.2 | 14.3 | 20.7 | 12.9 | 8.9 | 7.2 | 32.5 |

Note: All persons under 18 include related children (own children, including stepchildren and adopted children, plus all other children in the household who are related to the householder by birth, marriage, or adoption), unrelated individuals under 18 (persons who are not living with any relatives), and householders or spouses under age 18.

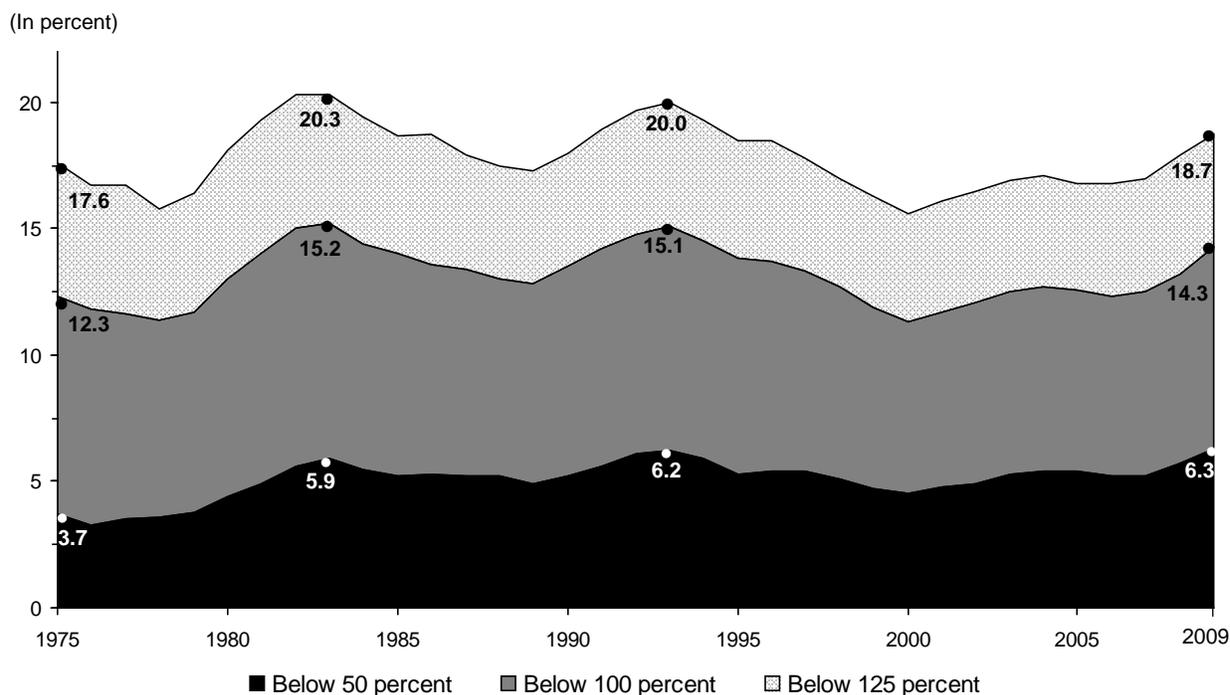
In 1959-1987, persons in married-couple families include a small number of persons in male-headed families with no spouse present. In 1988, the first year for which we have separate data for these families, poor persons in male-headed families with no spouse present comprised just over 8 percent of the combined total of all persons below the poverty level.

Spouses are not present in the female-headed family category.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

ECONOMIC SECURITY RISK FACTOR 2. Deep Poverty Rates

Figure ECON 2. Percentage of Total Population below 50, 100 and 125 Percent of Poverty Level: Selected Years



Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

- Figure ECON 2 shows the percentage of the population below 50, 100, and 125 percent of the poverty level over time. The percentage of the population in "deep poverty" (with incomes below 50 percent of the federal poverty level) was 6.3 percent in 2009, compared to an overall poverty rate of 14.3 percent.
- Less than five (4.4) percent of the population was "near-poor;" they had incomes at or above 100 percent but below 125 percent of the federal poverty level in 2009.
- Table ECON 2 shows the number and percentage of the population below 50, 75, and 125 percent of the poverty level for selected years. In general, the percentage of the population with incomes below 50 percent of the poverty level has followed a pattern that reflects the trend in the overall poverty rate.
- The percentage of people below 50 percent of the poverty level rose in the late 1970s and early 1980s to 5.9 percent, and then after falling, has risen past its 1993 peak of 6.2 percent. The rates for 100 percent and 125 percent of the poverty level followed a somewhat similar pattern with more pronounced peaks and valleys.
- Over the past three decades, the proportion of the poverty population in "deep poverty" has increased substantially. The percent of the poverty population in deep poverty went from a low of 28 percent in 1976 to 44 percent in 2009.

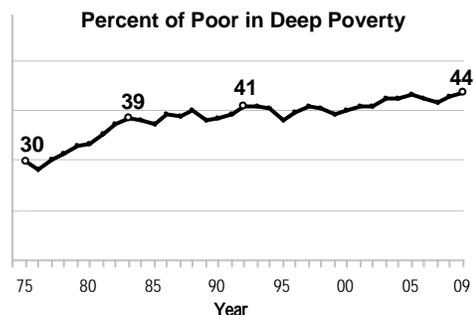


Table ECON 2. Number and Percentage of Total Population below 50, 75, 100 and 125 Percent of Poverty Level: Selected Years

| Year | Total Population (thousands) | Below 50 Percent | | Below 75 Percent | | Below 100 Percent | | Below 125 Percent | |
|------|------------------------------|--------------------|---------|--------------------|---------|--------------------|---------|--------------------|---------|
| | | Number (thousands) | Percent |
| 1959 | 176,600 | NA | NA | NA | NA | 39,500 | 22.4 | 54,900 | 31.1 |
| 1961 | 181,300 | NA | NA | NA | NA | 39,600 | 21.9 | 54,300 | 30.0 |
| 1963 | 187,300 | NA | NA | NA | NA | 36,400 | 19.5 | 50,800 | 27.1 |
| 1965 | 191,400 | NA | NA | NA | NA | 33,200 | 17.3 | 46,200 | 24.1 |
| 1967 | 195,700 | NA | NA | NA | NA | 27,800 | 14.2 | 39,200 | 20.0 |
| 1969 | 199,500 | NA | NA | 14,600 | 7.3 | 24,100 | 12.1 | 34,700 | 17.4 |
| 1971 | 204,600 | NA | NA | NA | NA | 25,600 | 12.5 | 36,500 | 17.8 |
| 1973 | 207,600 | NA | NA | NA | NA | 23,000 | 11.1 | 32,800 | 15.8 |
| 1975 | 210,900 | 7,700 | 3.7 | 15,400 | 7.3 | 25,900 | 12.3 | 37,200 | 17.6 |
| 1976 | 212,300 | 7,000 | 3.3 | 14,900 | 7.0 | 25,000 | 11.8 | 35,500 | 16.7 |
| 1977 | 213,900 | 7,500 | 3.5 | 15,000 | 7.0 | 24,700 | 11.6 | 35,700 | 16.7 |
| 1978 | 215,700 | 7,700 | 3.6 | 14,900 | 6.9 | 24,500 | 11.4 | 34,200 | 15.8 |
| 1979 | 222,900 | 8,600 | 3.8 | 16,300 | 7.3 | 26,100 | 11.7 | 36,600 | 16.4 |
| 1980 | 225,000 | 9,800 | 4.4 | 18,700 | 8.3 | 29,300 | 13.0 | 40,700 | 18.1 |
| 1981 | 227,200 | 11,200 | 4.9 | 20,700 | 9.1 | 31,800 | 14.0 | 43,700 | 19.3 |
| 1982 | 229,400 | 12,800 | 5.6 | 23,200 | 10.1 | 34,400 | 15.0 | 46,500 | 20.3 |
| 1983 | 231,700 | 13,600 | 5.9 | 23,600 | 10.2 | 35,300 | 15.2 | 47,200 | 20.3 |
| 1984 | 233,800 | 12,800 | 5.5 | 22,700 | 9.7 | 33,700 | 14.4 | 45,300 | 19.4 |
| 1985 | 236,600 | 12,400 | 5.2 | 22,200 | 9.4 | 33,100 | 13.6 | 44,200 | 18.7 |
| 1986 | 238,600 | 12,700 | 5.3 | 22,400 | 9.4 | 32,400 | 14.0 | 43,500 | 18.7 |
| 1987 | 241,000 | 12,500 | 5.2 | 21,700 | 9.0 | 32,200 | 13.4 | 43,000 | 17.9 |
| 1988 | 243,500 | 12,700 | 5.2 | 21,400 | 8.8 | 31,700 | 13.0 | 42,600 | 17.5 |
| 1989 | 246,000 | 12,000 | 4.9 | 20,700 | 8.4 | 31,500 | 12.8 | 42,700 | 17.3 |
| 1990 | 248,600 | 12,900 | 5.2 | 22,600 | 9.1 | 33,600 | 13.5 | 44,800 | 18.0 |
| 1991 | 251,200 | 14,100 | 5.6 | 24,400 | 9.7 | 35,700 | 14.2 | 47,500 | 18.9 |
| 1992 | 256,500 | 15,500 | 6.1 | 26,200 | 10.2 | 38,000 | 14.8 | 50,600 | 19.7 |
| 1993 | 259,300 | 16,000 | 6.2 | 27,200 | 10.5 | 39,300 | 15.1 | 51,800 | 20.0 |
| 1994 | 261,600 | 15,400 | 5.9 | 26,400 | 10.1 | 38,100 | 14.5 | 50,400 | 19.3 |
| 1995 | 263,700 | 13,900 | 5.3 | 24,500 | 9.3 | 36,400 | 13.8 | 48,800 | 18.5 |
| 1996 | 266,200 | 14,400 | 5.4 | 24,800 | 9.3 | 36,500 | 13.7 | 49,300 | 18.5 |
| 1997 | 268,500 | 14,600 | 5.4 | 24,200 | 9.0 | 35,600 | 13.3 | 47,900 | 17.8 |
| 1998 | 271,100 | 13,900 | 5.1 | 23,000 | 8.5 | 34,500 | 12.7 | 46,000 | 17.0 |
| 1999 | 276,200 | 12,900 | 4.7 | 21,800 | 7.9 | 32,800 | 11.9 | 45,000 | 16.3 |
| 2000 | 278,900 | 12,600 | 4.5 | 20,900 | 7.5 | 31,600 | 11.3 | 43,600 | 15.6 |
| 2001 | 281,500 | 13,400 | 4.8 | 22,000 | 7.8 | 32,900 | 11.7 | 45,300 | 16.1 |
| 2002 | 285,300 | 14,100 | 4.9 | 23,100 | 8.1 | 34,600 | 12.1 | 47,100 | 16.5 |
| 2003 | 287,700 | 15,300 | 5.3 | 24,500 | 8.5 | 35,900 | 12.5 | 48,700 | 16.9 |
| 2004 | 290,600 | 15,700 | 5.4 | 25,000 | 8.6 | 37,000 | 12.7 | 49,700 | 17.1 |
| 2005 | 293,100 | 15,900 | 5.4 | 25,200 | 8.6 | 37,000 | 12.6 | 49,300 | 16.8 |
| 2006 | 296,500 | 15,400 | 5.2 | 25,200 | 8.5 | 36,500 | 12.3 | 49,700 | 16.8 |
| 2007 | 298,700 | 15,600 | 5.2 | 25,100 | 8.4 | 37,300 | 12.5 | 50,900 | 17.0 |
| 2008 | 301,000 | 17,100 | 5.7 | 27,400 | 9.1 | 39,800 | 13.2 | 53,800 | 17.9 |
| 2009 | 303,800 | 19,000 | 6.3 | 30,100 | 9.9 | 43,600 | 14.3 | 56,800 | 18.7 |

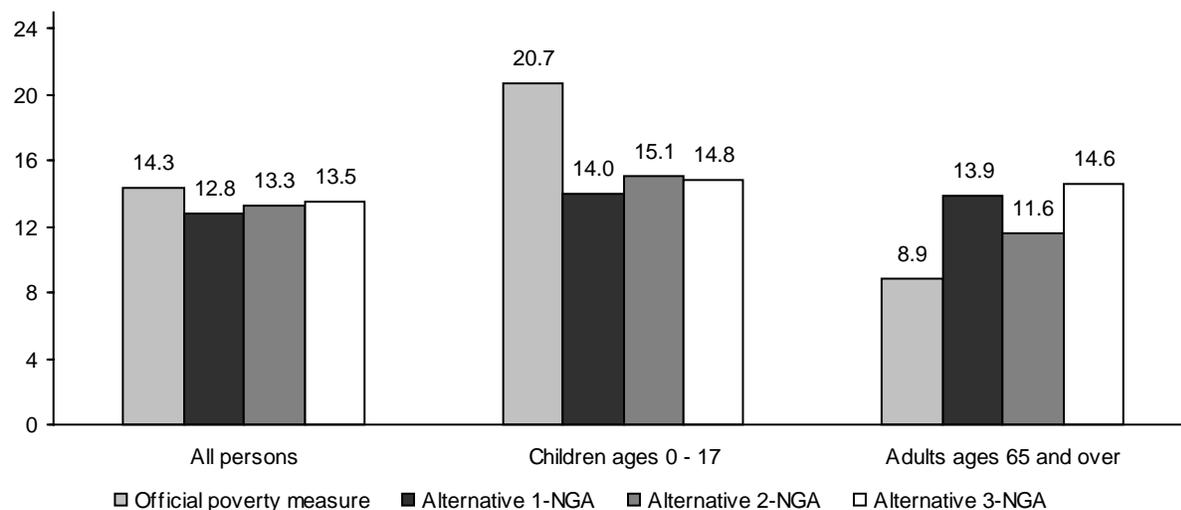
Note: In previous editions of this report, the number of persons below 50 percent and 75 percent of poverty for 1969 were calculated based on data from the 1970 decennial census. In this report the estimate of the number of persons below 75 percent of poverty for 1969 comes from Current Population Survey data published in *Current Population Reports*, Series P60-76.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

ECONOMIC SECURITY RISK FACTOR 3. Experimental Poverty Measures

Figure ECON 3. Percentage of Persons in Poverty Using Various Experimental Poverty Measures by Age: 2009

(In percent)



Note: These measures use versions of 1999 Consumer Expenditure-based poverty thresholds that are updated annually using the CPI-U.

These experimental poverty measures implement changes recommended by a 1995 National Academy of Sciences panel, including: counting certain non-cash benefits as income; subtracting from income certain work-related, health and child care expenses; introducing new poverty thresholds; and adjusting those thresholds for geographic differences in housing costs. The three alternative measures are similar, except that each accounts for medical out-of-pocket expenses (MOOP) differently. The first alternative (MOOP subtracted from income or MSI) subtracts out-of-pocket medical expenses from income. The second alternative (MOOP in the threshold or MIT) increases the poverty thresholds to take MOOP expenses into account. The third measure, CMB for combined methods, combines attributes of the previous two measures. Each of the three measures is calculated with and without accounting for geographic adjustments (GA and NGA).

Please note that the estimates for 2009 are not strictly comparable with earlier estimates because capital gains and losses are not included in this year's estimate.

Source: U.S. Census Bureau, "Alternative Poverty Estimates Based on National Academy of Sciences Recommendations, by Geographic and Inflationary Adjustments," available online at <http://www.census.gov/hhes/povmeas/data/nas/tables/2009/index.html> and unpublished CPS data from the U.S. Census Bureau.

- Figure ECON 3 shows the percentage of persons in poverty using various experimental poverty measures by age in 2009. Three experimental measures of poverty (developed by the U.S. Census Bureau in response to the recommendations of a 1995 panel of the National Academy of Sciences) yield poverty rates that are similar to the official poverty measure overall, but differ by age and other characteristics.
- Experimental measures generally show lower poverty rates among children than the official measure, partly because they take into account non-cash benefits that many children receive. Conversely, experimental measures show higher rates of poverty among the elderly than the official measure, in part due to taking into account certain out-of-pocket health costs for these measures.
- All three alternative measures shown in Figure ECON 3 are versions that do not take into account geographic adjustments for housing costs (NGA); there also are versions that do take into account those geographic adjustments (GA), as shown in Tables ECON 3a and 3b.

Table ECON 3a. Percentage of Persons in Poverty Using Various Experimental Poverty Measures by Selected Characteristics: 2009

| | Official | No Geographic Adjustment | | | Geographic Adjustment | | |
|---------------------------------|-------------|--------------------------|-------------------------|-------------------------|------------------------|------------------------|------------------------|
| | | Alternative 1 (MSI-NGA) | Alternative 2 (MIT-NGA) | Alternative 3 (CMB-NGA) | Alternative 1 (MSI-GA) | Alternative 2 (MIT-GA) | Alternative 3 (CMB-GA) |
| All Persons | 14.3 | 12.8 | 13.3 | 13.5 | 12.9 | 13.2 | 13.6 |
| Racial/Ethnic Categories | | | | | | | |
| Non-Hispanic White | 9.4 | 9.3 | 9.5 | 9.7 | 8.7 | 8.8 | 9.2 |
| Non-Hispanic Black | 25.6 | 20.4 | 21.0 | 21.4 | 19.7 | 20.0 | 20.6 |
| Hispanic | 25.3 | 21.0 | 22.3 | 22.1 | 23.5 | 24.9 | 25.0 |
| Age Categories | | | | | | | |
| Children ages 0-17 | 20.7 | 14.0 | 15.1 | 14.8 | 14.2 | 15.1 | 15.0 |
| Adults ages 18-64 | 12.9 | 12.2 | 12.9 | 12.7 | 12.3 | 12.9 | 12.9 |
| Adults ages 65 and over | 8.9 | 13.9 | 11.6 | 14.6 | 13.4 | 11.1 | 14.3 |

Note: These measures use versions of 1999 Consumer Expenditure-poverty thresholds that are updated annually using the CPI-U.

These experimental poverty measures implement changes recommended by a 1995 National Academy of Sciences panel, including: counting certain non-cash benefits as income; subtracting from income certain work-related, health and child care expenses; introducing new poverty thresholds; and adjusting those thresholds for geographic differences in housing costs. The three alternative measures are similar, except that each accounts for medical out-of-pocket expenses (MOOP) differently. The first alternative (MOOP subtracted from income or MSI) subtracts out-of-pocket medical expenses from income. The second alternative (MOOP in the threshold or MIT) increases the poverty thresholds to take MOOP expenses into account. The third measure, CMB for combined methods, combines attributes of the previous two measures. Each of the three measures is calculated with and without accounting for geographic adjustments (GA and NGA).

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in all persons but not shown separately.

Source: U.S. Census Bureau, "Alternative Poverty Estimates Based on National Academy of Sciences Recommendations, by Geographic and Inflationary Adjustments," available online at <http://www.census.gov/hhes/povmeas/data/nas/tables/2009/index.html> and unpublished CPS data from the U.S. Census Bureau.

Table ECON 3b. Percentage of Persons in Poverty Using Various Experimental Poverty Measures: 1999-2009

| | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 |
|---|------|------|------|------|------|------|------|------|------|------|------|
| Official Poverty Measure | 11.9 | 11.3 | 11.7 | 12.1 | 12.5 | 12.7 | 12.6 | 12.3 | 12.5 | 13.2 | 14.3 |
| No Geographic Adjustment of Thresholds | | | | | | | | | | | |
| Medical costs alternative 1 (MSI-NGA) | 12.2 | 12.1 | 12.4 | 12.4 | 12.4 | 12.7 | 12.6 | 12.4 | 12.6 | 12.8 | 12.8 |
| Medical costs alternative 2 (MIT-NGA) | 12.8 | 12.7 | 12.8 | 13.0 | 12.8 | 13.1 | 13.0 | 12.8 | 12.9 | 13.1 | 13.3 |
| Medical costs alternative 3 (CMB-NGA) | 12.9 | 12.8 | 13.0 | 13.0 | 13.0 | 13.3 | 13.3 | 13.0 | 13.2 | 13.4 | 13.5 |
| Geographic Adjustment of Thresholds | | | | | | | | | | | |
| Medical costs alternative 1 (MSI-GA) | 12.1 | 12.0 | 12.3 | 12.3 | 12.3 | 12.5 | 12.5 | 12.2 | 12.6 | 12.8 | 12.9 |
| Medical costs alternative 2 (MIT-GA) | 12.7 | 12.5 | 12.7 | 12.8 | 12.7 | 13.0 | 13.0 | 12.6 | 13.0 | 13.2 | 13.2 |
| Medical costs alternative 3 (CMB-GA) | 12.8 | 12.6 | 12.9 | 12.9 | 12.9 | 13.3 | 13.1 | 12.9 | 13.3 | 13.4 | 13.6 |

Note: These measures use versions of 1999 Consumer Expenditure-based poverty thresholds that are updated annually using the CPI-U.

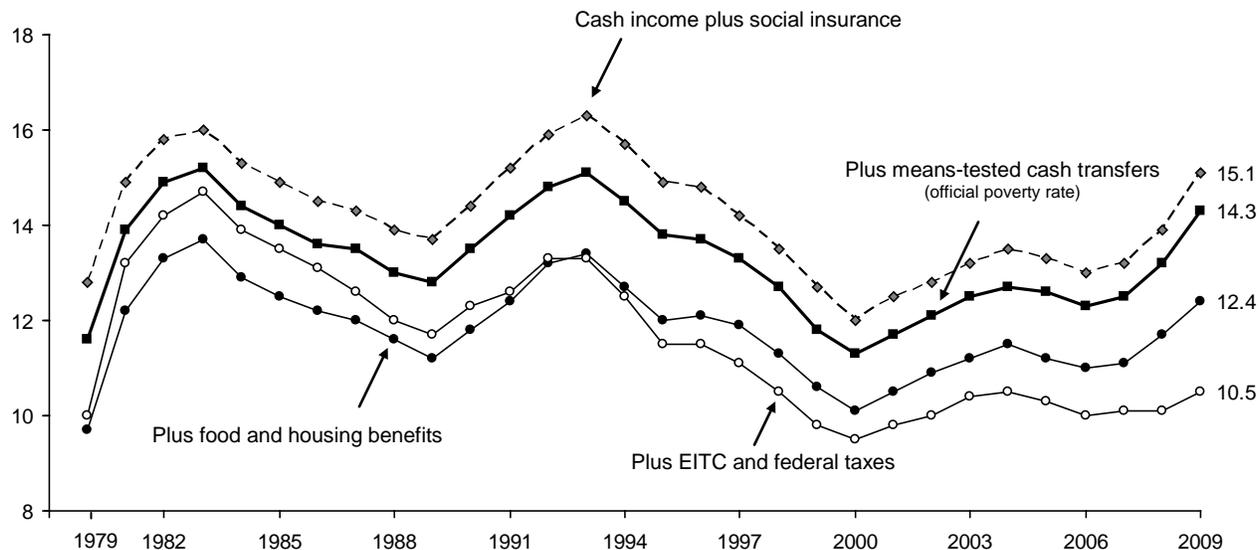
These experimental poverty measures implement changes recommended by a 1995 National Academy of Sciences panel, including: counting certain non-cash benefits as income; subtracting from income certain work-related, health and child care expenses; introducing new poverty thresholds; and adjusting those thresholds for geographic differences in housing costs. The three alternative measures are similar, except that each accounts for medical out-of-pocket expenses (MOOP) differently. The first alternative (MOOP subtracted from income or MSI) subtracts out-of-pocket medical expenses from income. The second alternative (MOOP in the threshold or MIT) increases the poverty thresholds to take MOOP expenses into account. The third measure, CMB for combined methods, combines attributes of the previous two measures. Each of the three measures is calculated with and without accounting for geographic adjustments (GA and NGA).

Source: U.S. Census Bureau, "Alternative Poverty Estimates Based on National Academy of Sciences Recommendations, by Geographic and Inflationary Adjustments," available online at <http://www.census.gov/hhes/povmeas/data/nas/tables/2009/index.html> and unpublished CPS data from the U.S. Census Bureau.

ECONOMIC SECURITY RISK FACTOR 4. Poverty Rates with Various Means-Tested Transfers Counted as Income

Figure ECON 4. Percentage of Total Population Below the Official Poverty Line with Various Means-Tested Transfers Counted as Income: 1979-2009

(In percent)



Note: The four measures of income are as follows: (1) "Cash income plus all social insurance" is earnings and cash income, plus social security, workers compensation, disability, unemployment, public and private pensions, veterans benefits and other social insurance cash transfers. It does not include means-tested cash transfers; (2) "Plus means-tested cash transfers" is the official Census Bureau income definition, which includes means-tested cash transfers, primarily AFDC/TANF and SSI; (3) "Plus food and housing benefits" counts the cash value of means-tested food and housing benefits as income; and (4) "Plus EITC and federal taxes" is the most comprehensive income measure used. It adds the refundable Earned Income Tax Credit (EITC) to income, while subtracting federal payroll and income taxes. The fungible value of Medicare and Medicaid is not included in any of the income measures.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1980-2009, analyzed by the Congressional Budget Office.

- Figure ECON 4 shows the percentage of the population below the official poverty line with various means-tested transfers counted as income for the years 1979 to 2009. The official poverty rate – using the official income definition, which includes means-tested cash transfers (primarily TANF and SSI) in addition to pre-transfer cash income and social insurance cash transfers – was 14.3 percent in 2009. Without cash welfare, the 2009 poverty rate would be 15.1 percent.¹
- Adding non-cash, means-tested transfers to the official income definition has the effect of lowering the percentage of people with incomes below the official poverty line. Including the value of food and housing benefits in total income would reduce the poverty rate to 12.4 percent in 2009.

¹ Unlike the new research Supplemental Poverty Measure published by the Census Bureau, this analysis maintains both the official poverty measurement definition of household and thresholds while expanding the number and type of resources beyond the cash income resources counted as part of the official measure.

- When income is defined to include the Earned Income Tax Credit (EITC) and the effect of federal taxes, the percentage of people below the official poverty line would decrease to 10.5 percent in 2009. Federal taxes and the EITC have had the net effect of reducing poverty rates following the EITC expansions in 1993 and 1995.
- Table ECON 4 shows the percentage of the population below the official poverty line with various means-tested transfers counted as income for selected years. The combined effect of means-tested cash transfers, food and housing benefits, the EITC, and federal taxes was to reduce the poverty rate in 2009 by 4.6 percentage points. Net reductions in poverty rates were smaller during the 1981 - 1982 recession, and higher in the mid-1990s, largely due to expansions in the EITC.

Table ECON 4. Percentage of Total Population Below the Official Poverty Line with Various Means-Tested Transfers Counted as Income: Selected Years

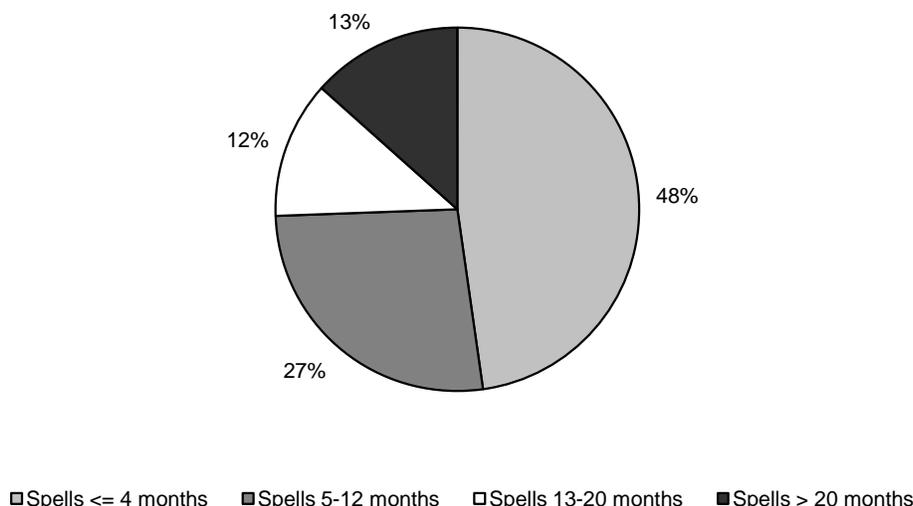
| | 1979 | 1983 | 1986 | 1989 | 1992 | 1995 | 1998 | 2000 | 2002 | 2005 | 2007 | 2008 | 2009 |
|---|------|------|------|------|------|------|------|------|------|------|------|------|------|
| Cash income plus all social insurance | 12.8 | 16.0 | 14.5 | 13.8 | 15.6 | 14.9 | 13.5 | 12.0 | 12.8 | 13.3 | 13.2 | 13.9 | 15.1 |
| Plus means-tested cash transfers (official poverty measure) | 11.6 | 15.2 | 13.6 | 12.8 | 14.5 | 13.8 | 12.7 | 11.3 | 12.1 | 12.6 | 12.5 | 13.2 | 14.3 |
| Plus food and housing benefits | 9.7 | 13.7 | 12.2 | 11.2 | 12.9 | 12.0 | 11.3 | 10.1 | 10.9 | 11.2 | 11.1 | 11.7 | 12.4 |
| Plus EITC and federal taxes | 10.0 | 14.7 | 13.1 | 11.8 | 13.0 | 11.5 | 10.4 | 9.5 | 10.0 | 10.3 | 10.1 | 10.1 | 10.5 |
| Reduction in poverty rate | 2.8 | 1.3 | 1.4 | 2.0 | 2.6 | 3.4 | 3.1 | 2.5 | 2.8 | 3.0 | 3.1 | 3.8 | 4.6 |

Note: The four measures of income are as follows: (1) "Cash income plus all social insurance" is earnings and cash income, plus social security, workers compensation, disability, unemployment, public and private pensions, veterans benefits and other social insurance cash transfers. It does not include means-tested cash transfers; (2) "Plus means-tested cash transfers" is the official Census Bureau income definition, which includes means-tested cash transfers, primarily AFDC/TANF and SSI; (3) "Plus food and housing benefits" counts the cash value of means-tested food and housing benefits as income; and (4) "Plus EITC and federal taxes" is the most comprehensive income measure used. It adds the refundable Earned Income Tax Credit (EITC) to income, while subtracting federal payroll and income taxes. The fungible value of Medicare and Medicaid is not included in any of the income measures.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1980-2009, analyzed by the Congressional Budget Office.

ECONOMIC SECURITY RISK FACTOR 5. Poverty Spells

Figure ECON 5. Percentage of Poverty Spells for Persons Entering Poverty during the 2004 SIPP Panel by Length of Spell



Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel (2004 – 2007).

- Figure ECON 5 shows the percentage of poverty spells that are of various lengths for persons who became poor during the 2004 - 2007 period. Nearly half (47.8 percent) of poverty spells that began between 2004 and 2007 ended within 4 months. Almost three-quarters (74.5 percent) of poverty spells during this period ended within one year while 13.4 percent of spells lasted more than 20 months.
- Table ECON 5a shows the percentage of poverty spells for persons entering poverty during the 2004 - 2007 period by length of spell and demographic characteristics.
- Among racial and ethnic groups, a larger percentage of Non-Hispanic Whites had short spells of poverty (50.0 percent) than Non-Hispanic Blacks (46.5 percent) or Hispanics of any race (42.8 percent). For poverty spells greater than 20 months, a larger percentage of Non-Hispanic Blacks had long poverty spells (18.3 percent) compared to Non-Hispanic Whites (10.5 percent) and Hispanics of any race (17.5 percent).
- When examining long spells of poverty, greater than 20 months, by age group, children 11-15 years of age had the highest rate (16.6 percent) and men 16-64 years of age had the lowest rate (10.6 percent).

Table ECON 5a. Percentage of Poverty Spells for Persons Entering Poverty during the 2004 SIPP Panel by Length of Spell and Selected Characteristics

| | Spells <=4 Months | Spells 5-12 Months | Spells 13-20 Months | Spells >20 Months |
|---------------------------------|----------------------|-----------------------|------------------------|----------------------|
| All Persons | 47.8 | 26.7 | 12.2 | 13.4 |
| Racial/Ethnic Categories | | | | |
| Non-Hispanic White | 50.0 | 32.1 | 7.3 | 10.5 |
| Non-Hispanic Black | 46.5 | 20.6 | 14.5 | 18.3 |
| Hispanic | 42.8 | 17.6 | 22.1 | 17.5 |
| Age Categories | | | | |
| Children ages 0-5 years | 45.8 | 21.9 | 16.1 | 16.2 |
| Children ages 6-10 years | 45.1 | 21.0 | 19.2 | 14.7 |
| Children ages 11-15 years | 46.9 | 23.6 | 13.0 | 16.6 |
| Women ages 16-64 years | 47.5 | 25.6 | 12.8 | 14.1 |
| Men ages 16-64 years | 50.9 | 34.0 | 4.6 | 10.6 |
| Adults ages 65 years and over | 42.5 | 17.8 | 27.1 | 12.6 |

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells.

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2004 panel (2004 – 2007).

Table ECON 5b. Percentage of Poverty Spells for Persons Entering Poverty during Selected SIPP Panels by Length of Spell

| | Spells <=4 Months | Spells 5-12 Months | Spells 13-20 Months | Spells >20 Months |
|-------------|----------------------|-----------------------|------------------------|----------------------|
| 1993 – 1995 | 47.3 | 28.1 | 8.9 | 15.7 |
| 1996 – 1999 | 51.3 | 29.0 | 8.3 | 11.4 |
| 2001 – 2003 | 49.2 | 27.7 | 7.7 | 15.5 |
| 2004 – 2007 | 47.8 | 26.7 | 12.2 | 13.4 |

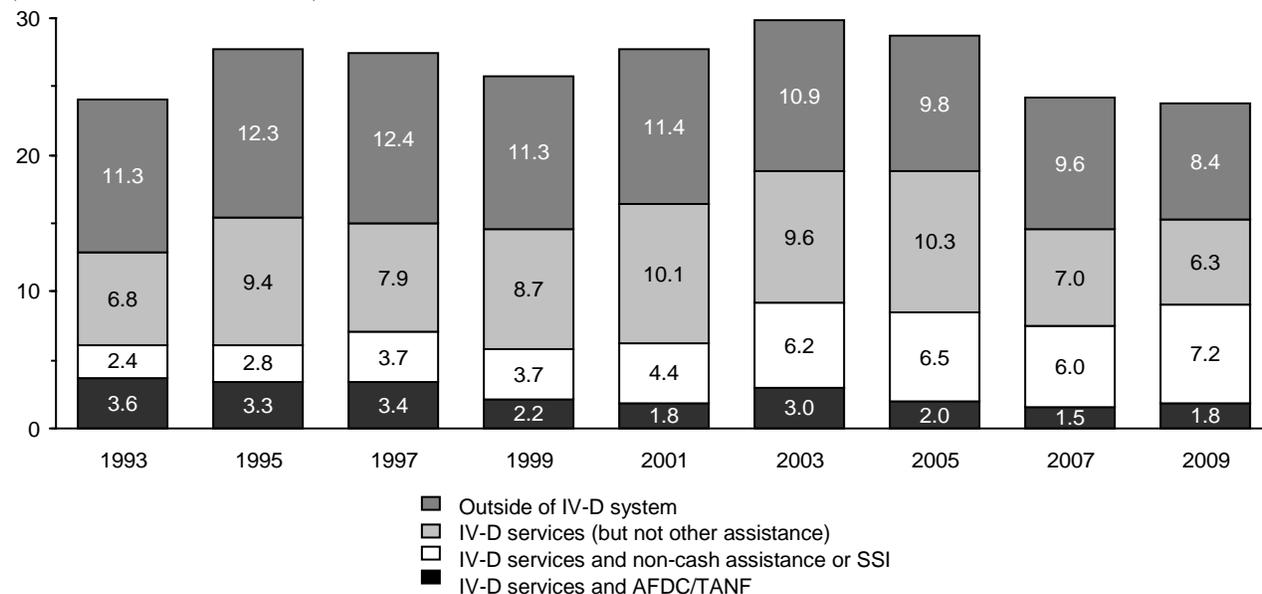
Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 1993, 1996 , 2001, and 2004 panels.

ECONOMIC SECURITY RISK FACTOR 6. Child Support

Figure ECON 6. Total Current Child Support Collections Distributed by Receipt of IV-D Services and Other Public Assistance: 1993-2009

(2009 constant dollars in billions)



Note: AFDC/TANF families are families who have reported receiving cash assistance for any month during the 12-month period. Therefore, not all the child support reported received was necessarily received while the family was receiving cash assistance. Data limitations do not allow a month-by-month breakdown. Families receiving SSI, food stamps/SNAP, Medicaid or housing assistance are limited to families not receiving AFDC/TANF. Families receiving services through the IV-D system are estimated according to the methodology described in technical appendices to the ASPE-published report *Characteristics of Families Using Title IV-D Services in 1999 and 2001*, available at: <http://aspe.hhs.gov/hsp/CSE-Char04/index.htm> and previous reports.

Source: Unpublished tabulations from the Current Population Survey, Child Support Supplement, 1994-2009.

- Figure ECON 6 shows total child support collections distributed by receipt of IV-D services and other public assistance between 1993 and 2009. Title IV-D of the Social Security Act authorizes state programs to assist custodial parents in establishing paternity and child support awards, and collecting child support payments. The total amount of child support received by custodial parents through the IV-D system in 2009 was \$15.3 billion or 64.6 percent of all child support payments received by custodial parents.²
- In total for 2009, custodial parents reported receiving \$23.7 billion in child support payments from non-resident parents.³ Total child support collections have fluctuated between 1993 and 2009. The 2009 collection rate is similar to the 1993 collection rate, \$23.7 billion in 2009 compared to \$24.1 billion in 1993 (in constant 2009 dollars).

² As noted in the Data Sources section, the CPS has been subject to criticism for underreporting of income. The CPS-CSS, a supplement to the CPS, underreports the amount of current support income received by custodial parents, especially among those in the IV-D system. The Federal Office of Child Support Enforcement reports that the total amount of current support collected through the IV-D system in FY 2009 was \$19.9 billion. Only \$715 million of that was collected on behalf of families on current assistance, some of which was retained by the government to recoup welfare costs. Thus, custodial families in the IV-D system received over \$19 billion in current support in FY 2009. This figure is about 25 percent higher than the amount reported in the CPS-CSS. See: Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement. FY 2009 Annual Report to Congress. Appendix III. Table 84 for total current support collections. Unpublished figures indicate the amount collected on behalf of current assistance cases. <http://www.acf.hhs.gov/programs/css/resource/fy2009-annual-report-table-84>

³ This amount represents current year support received for a twelve-month period and does not include amounts paid for prior periods (arrearages) or amounts retained by the federal and state governments to recoup welfare costs.

Table ECON 6. Total and Percent of Child Support Collections by Receipt of IV-D Services and Other Assistance: Selected Years 1993-2009

| | Collections | | | | | | | | |
|--|-------------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | 1993 | 1995 | 1997 | 1999 | 2001 | 2003 | 2005 | 2007 | 2009 |
| Receiving Title IV-D Child Support Services and: | (Billions of current dollars) | | | | | | | | |
| AFDC/TANF | 2.5 | 2.4 | 2.5 | 1.7 | 1.5 | 2.6 | 1.8 | 1.5 | 1.8 |
| SNAP, SSI, Medicaid or Housing | 1.7 | 2.0 | 2.8 | 2.9 | 3.7 | 5.3 | 5.9 | 5.8 | 7.2 |
| Child Support Services Only | 4.7 | 6.7 | 5.9 | 6.7 | 8.3 | 8.3 | 9.4 | 6.8 | 6.3 |
| Subtotal Families Receiving IV-D Services | 8.8 | 11.1 | 11.2 | 11.3 | 13.5 | 16.2 | 17.2 | 14.0 | 15.3 |
| Not Receiving IV-D Child Support Services | 7.7 | 8.8 | 9.3 | 8.8 | 9.4 | 9.4 | 9.0 | 9.3 | 8.4 |
| Total | 16.5 | 19.9 | 20.6 | 20.1 | 22.9 | 25.6 | 26.1 | 23.3 | 23.7 |
| Receiving Title IV-D Child Support Services and: | (Billions of constant 2009 dollars) | | | | | | | | |
| AFDC/TANF | 3.6 | 3.3 | 3.4 | 2.2 | 1.8 | 3.0 | 2.0 | 1.5 | 1.8 |
| SNAP, SSI, Medicaid or Housing | 2.4 | 2.8 | 3.7 | 3.7 | 4.4 | 6.2 | 6.5 | 6.0 | 7.2 |
| Child Support Services Only | 6.8 | 9.4 | 7.9 | 8.7 | 10.1 | 9.6 | 10.3 | 7.0 | 6.3 |
| Subtotal Families Receiving IV-D Services | 12.9 | 15.5 | 15.0 | 14.5 | 16.4 | 18.9 | 18.8 | 14.5 | 15.3 |
| Not Receiving IV-D Child Support Services | 11.3 | 12.3 | 12.4 | 11.3 | 11.4 | 10.9 | 9.8 | 9.6 | 8.4 |
| Total | 24.1 | 27.8 | 27.4 | 25.8 | 27.7 | 29.8 | 28.7 | 24.1 | 23.7 |
| Receiving Title IV-D Child Support Services and: | (In percent) | | | | | | | | |
| AFDC/TANF | 15.0 | 12.0 | 12.3 | 8.4 | 6.6 | 10.1 | 6.9 | 6.2 | 7.6 |
| SNAP, SSI, Medicaid or Housing | 10.1 | 9.9 | 13.6 | 14.3 | 16.0 | 20.9 | 22.8 | 24.8 | 30.3 |
| Child Support Services Only | 28.3 | 33.8 | 28.7 | 33.7 | 36.3 | 32.3 | 36.1 | 29.1 | 26.6 |
| Subtotal Families Receiving IV-D Services | 53.3 | 55.8 | 54.6 | 56.4 | 58.9 | 63.3 | 65.7 | 60.1 | 64.6 |
| Not Receiving IV-D Child Support Services | 46.7 | 44.2 | 45.4 | 43.6 | 41.1 | 36.7 | 34.3 | 39.9 | 35.4 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

Note: AFDC/TANF families are families who have reported receiving cash assistance for any month during the 12-month period. Therefore, not all the child support reported received was necessarily received while the family was receiving cash assistance. Data limitations do not allow a month-by-month breakdown.

Families receiving SSI, SNAP, Medicaid or housing assistance are limited to families not receiving AFDC/TANF.

Families receiving services through the IV-D system are estimated according to the methodology described in technical appendices to the ASPE-published report *Characteristics of Families Using Title IV-D Services in 1999 and 2001*, available at: <http://aspe.hhs.gov/hsp/CSE-Char04/index.htm> and previous reports.

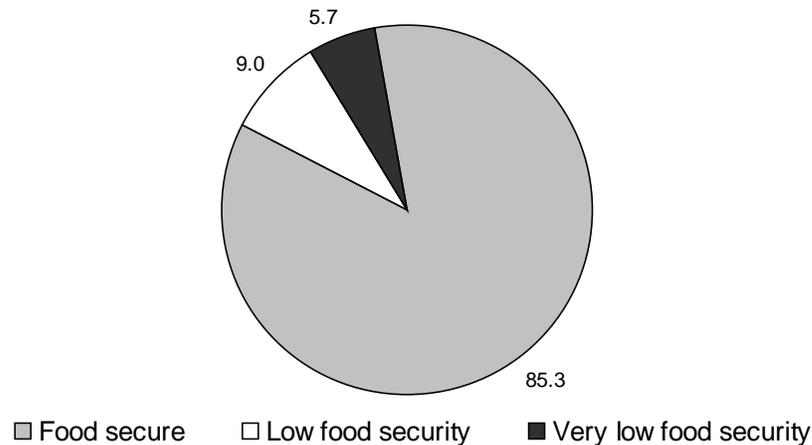
Source: Unpublished tabulations from the Current Population Survey, Child Support Supplement, 1994-2009.

- Table ECON 6 shows greater detail on child support collections by receipt of IV-D services and other assistance. Child support payments received through IV-D by custodial parents who also received AFDC/TANF cash assistance, declined from \$3.6 billion (constant 2009 dollars) in 1993 to \$1.8 billion in 2009.⁴
- Child support payments to custodial parents who did not receive TANF but received another form of public assistance (SNAP, SSI, Medicaid or housing assistance) increased from \$2.4 billion (in constant 2009 dollars) to \$7.2 billion between 1993 and 2009. This group of custodial parents includes former TANF recipients as well as those eligible for cash assistance. The increased collections for this group offset the decline in payments to TANF families.

⁴ The decline partly reflects the decrease in AFDC/TANF caseloads. Also, some states no longer "pass-through" any child support payments to custodial parents receiving TANF. Prior to the enactment of PRWORA in 1996, states were required to pass-through the first \$50 of any child support collected.

ECONOMIC SECURITY RISK FACTOR 7. Food Insecurity

Figure ECON 7. Percentage of Households Classified by Food Security Status: 2009



Note: Food secure households had consistent access to enough food for active, healthy lives for all household members at all times during the year. Households with low food security obtained enough food to avoid substantial disruptions in eating patterns and food intake, using a variety of coping strategies, such as eating less varied diets, participating in Federal food assistance programs, or getting emergency food from community food pantries or emergency kitchens. Households with very low food security reported reduced food intake of some household members and their normal eating patterns were disrupted because of the lack of money and other resources.

Source: U.S. Department of Agriculture, Economic Research Service, *Household Food Security in the United States, 2009*.

- Figure ECON 7 shows the percentage of households that were food secure, had low food security, and had very low food security in 2009. The majority of U.S. households (85.3 percent) were food secure in 2009; that is, they showed little or no evidence of concern about food supply or reduction in food intake.
- Nine percent of U.S. households experienced low food security and 5.7 percent were classified as having very low food security. Very low food security is defined as having reduced food intake and having normal eating patterns disrupted because of financial constraints. The percentage of households reporting very low food security remained the same between 2008 and 2009.
- Table ECON 7a shows the percentage of households classified by food security status by selected demographic characteristics. Households with elderly were more food secure (92.5 percent) than were households with children under six (77.1 percent) or households with children under 18 (78.7 percent).
- There is a relationship between poverty and food security. Fifty-seven percent of poor households were food secure compared to 60.3 percent of households with income below 130 percent of the poverty level, and 65.2 percent of households below 185 percent of the poverty level.
- Married-couple households with children were less likely to experience food insecurity than female-headed households with children. Almost 15 percent (14.7 percent) of married-couple households with children were food insecure in 2009 compared to 36.6 percent of female-headed households with children.
- Table ECON 7b shows the percentage of households classified by food security status between 1998 and 2009. The percentage of households with food insecurity (both low and very low food insecurity) has fluctuated since 1998 from a low of 10.1 percent in 1999 to a high of 14.7 percent in 2009.

Table ECON 7a. Percentage of Households Classified by Food Security Status and Selected Characteristics: 2009

| | Food Secure | Food Insecurity | | |
|--|-------------|-----------------|------------|------------|
| | | All | Low | Very Low |
| All Households | 85.3 | 14.7 | 9.0 | 5.7 |
| Racial/Ethnic Categories | | | | |
| Non-Hispanic White | 89.0 | 11.0 | 6.5 | 4.6 |
| Non-Hispanic Black | 75.1 | 24.9 | 15.6 | 9.3 |
| Hispanic | 73.1 | 26.9 | 17.6 | 9.3 |
| Age Categories | | | | |
| Households with children under 6 | 77.1 | 22.9 | 16.5 | 6.5 |
| Households with children under 18 | 78.7 | 21.3 | 14.7 | 6.6 |
| Households with elderly | 92.5 | 7.5 | 4.9 | 2.6 |
| Family Categories | | | | |
| Married-couple households with children | 85.3 | 14.7 | 10.7 | 4.0 |
| Female-headed households with children | 63.4 | 36.6 | 23.7 | 12.9 |
| Male-headed households with children | 72.2 | 27.8 | 19.5 | 8.3 |
| Household Income-to-Poverty Ratio | | | | |
| Under 1.00 | 57.0 | 43.0 | 24.4 | 18.5 |
| Under 1.30 | 60.3 | 39.7 | 22.7 | 17.0 |
| Under 1.85 | 65.2 | 34.8 | 20.4 | 14.4 |
| 1.85 and over | 92.4 | 7.6 | 4.9 | 2.7 |

Note: Food secure households had consistent access to enough food for active, healthy lives for all household members at all times during the year. Households with low food security obtained enough food to avoid substantial disruptions in eating patterns and food intake, using a variety of coping strategies, such as eating less varied diets, participating in Federal food assistance programs, or getting emergency food from community food pantries or emergency kitchens. Households with very low food security reported reduced food intake of some household members and their normal eating patterns were disrupted because of the lack of money and other resources. Spouses are not present in the female-headed and male-headed household categories.

Race and ethnicity categories for households are determined by the race and ethnicity of the reference person for the household. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all households but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all households but are not shown separately.

Source: U.S. Department of Agriculture, Economic Research Service, *Household Food Security in the United States, 2009*. <http://www.ers.usda.gov/publications/err-economic-research-report/err108.aspx>. Data are from the Current Population Survey, Food Security Supplement.

Table ECON 7b. Percentage of Households Classified by Food Security Status: 1998-2009

| | Food Secure | Food Insecurity | | |
|------|-------------|-----------------|-----|----------|
| | | All | Low | Very Low |
| 1998 | 88.2 | 11.8 | 8.1 | 3.7 |
| 1999 | 89.9 | 10.1 | 7.1 | 3.0 |
| 2000 | 89.5 | 10.5 | 7.3 | 3.1 |
| 2001 | 89.3 | 10.7 | 7.4 | 3.3 |
| 2002 | 88.9 | 11.1 | 7.6 | 3.5 |
| 2003 | 88.8 | 11.2 | 7.7 | 3.5 |
| 2004 | 88.1 | 11.9 | 8.0 | 3.9 |
| 2005 | 89.0 | 11.0 | 7.1 | 3.9 |
| 2006 | 89.1 | 10.9 | 6.9 | 4.0 |
| 2007 | 88.9 | 11.1 | 7.0 | 4.1 |
| 2008 | 85.4 | 14.6 | 8.9 | 5.7 |
| 2009 | 85.3 | 14.7 | 9.0 | 5.7 |

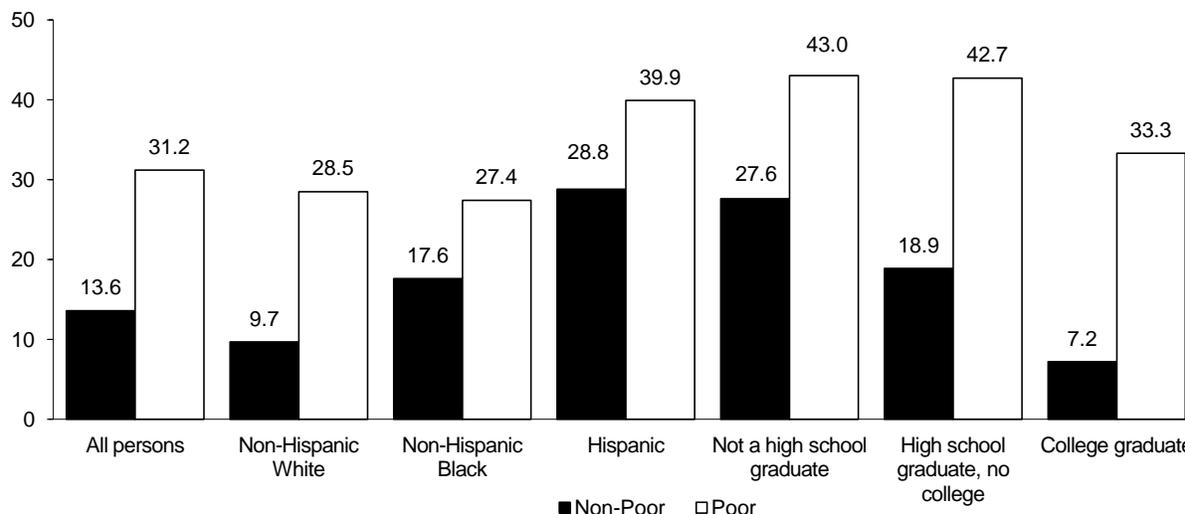
Note: Food secure households had consistent access to enough food for active, healthy lives for all household members at all times during the year. Households with low food security obtained enough food to avoid substantial disruptions in eating patterns and food intake, using a variety of coping strategies, such as eating less varied diets, participating in Federal food assistance programs, or getting emergency food from community food pantries or emergency kitchens. Households with very low food security reported reduced food intake of some household members and their normal eating patterns were disrupted because of the lack of money and other resources.

Source: U.S. Department of Agriculture, Economic Research Service, *Household Food Security in the United States, 2009*.

ECONOMIC SECURITY RISK FACTOR 8. Lack of Health Insurance

Figure ECON 8. Percentage of Persons without Health Insurance by Poverty Status: 2009

(In percent)



Note: "Poor persons" are defined as those with total family incomes at or below the federal poverty threshold. Health insurance rates for the education categories include only adults age 18 and over.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately. Some of the race categories presented for ECON 8 have been changed slightly from prior year reports to provide more internal consistency throughout this report; in reports prior to 2006, the race categories for Black and White included persons of Hispanic origin.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2009.

- Figure ECON 8 shows the percentage of persons without health insurance by race and ethnicity, educational attainment, and poverty status for 2009. Thirty-one (31.2) percent of poor persons were without health insurance as compared to 13.6 percent of non-poor persons.
- Among race and ethnic groups, poor Hispanics of any race had higher rates of being uninsured (39.9 percent) than did poor Non-Hispanic Whites (28.5 percent) and poor Non-Hispanic Blacks (27.4 percent).
- As education increases, the rate of being uninsured decreases. Among the non-poor who were not high school graduates, 27.6 percent were uninsured compared to 18.9 percent of high school graduates, and 7.2 percent of college graduates.
- Among the poor, 43.0 percent of persons who were not high school graduates, 42.7 percent of high school graduates, and 33.3 percent of college graduates were uninsured.
- Table ECON 8 shows the percentage of persons without health insurance by poverty status and demographic characteristics. Across all demographic categories, poor persons were more likely than non-poor persons to be uninsured regardless of race and ethnicity, gender, educational attainment, age, or family category.
- For poor persons, 15.0 percent of children 17 years of age or less were without health insurance as compared to 51.3 percent of poor adults 25 to 34 years of age. The 25 to 34 year age category had the highest percentage (51.3 percent) of uninsured among poor persons.
- For non-poor persons, 8.3 percent of the children 17 years of age or less were without health insurance as compared to 25.9 percent of adults 18 to 24 years of age. The 18 to 24 year age category had the highest percentage of uninsured among non-poor persons.

Table ECON 8. Percentage of Persons without Health Insurance by Poverty Status and Selected Characteristics: 2009

| | All Persons | Poor Persons | Non-Poor Persons |
|--|-------------|--------------|------------------|
| All Persons | 16.1 | 31.2 | 13.6 |
| Men | 17.8 | 34.1 | 15.3 |
| Women | 14.5 | 29.1 | 11.8 |
| Race and Ethnicity Categories | | | |
| Non-Hispanic White | 11.5 | 28.5 | 9.7 |
| Non-Hispanic Black | 20.1 | 27.4 | 17.6 |
| Hispanic | 31.6 | 39.9 | 28.8 |
| Educational Attainment Categories | | | |
| Not a high school graduate | 31.9 | 43.0 | 27.6 |
| High school graduate, no college | 22.2 | 42.7 | 18.9 |
| College graduate | 8.4 | 33.3 | 7.2 |
| Age Categories | | | |
| 5 and under | 9.0 | 12.4 | 7.8 |
| 6-11 | 9.3 | 14.3 | 7.9 |
| 12-17 | 11.0 | 19.6 | 9.2 |
| 17 and under | 9.7 | 15.0 | 8.3 |
| 18-24 | 29.3 | 42.2 | 25.9 |
| 25-34 | 28.1 | 51.3 | 24.0 |
| 35-44 | 21.0 | 49.9 | 17.2 |
| 45-54 | 17.3 | 43.5 | 14.4 |
| 55-64 | 13.4 | 33.1 | 11.4 |
| Under 65 years | 18.2 | 33.4 | 15.5 |
| 65 years and over | 1.7 | 6.9 | 1.1 |
| Family Categories | | | |
| Persons in married-couple families | 11.8 | 30.8 | 10.3 |
| Persons in female-headed families | 22.4 | 27.9 | 20.1 |
| Persons in male-headed families | 25.0 | 26.4 | 24.5 |
| Unrelated persons | 22.2 | 38.7 | 17.5 |

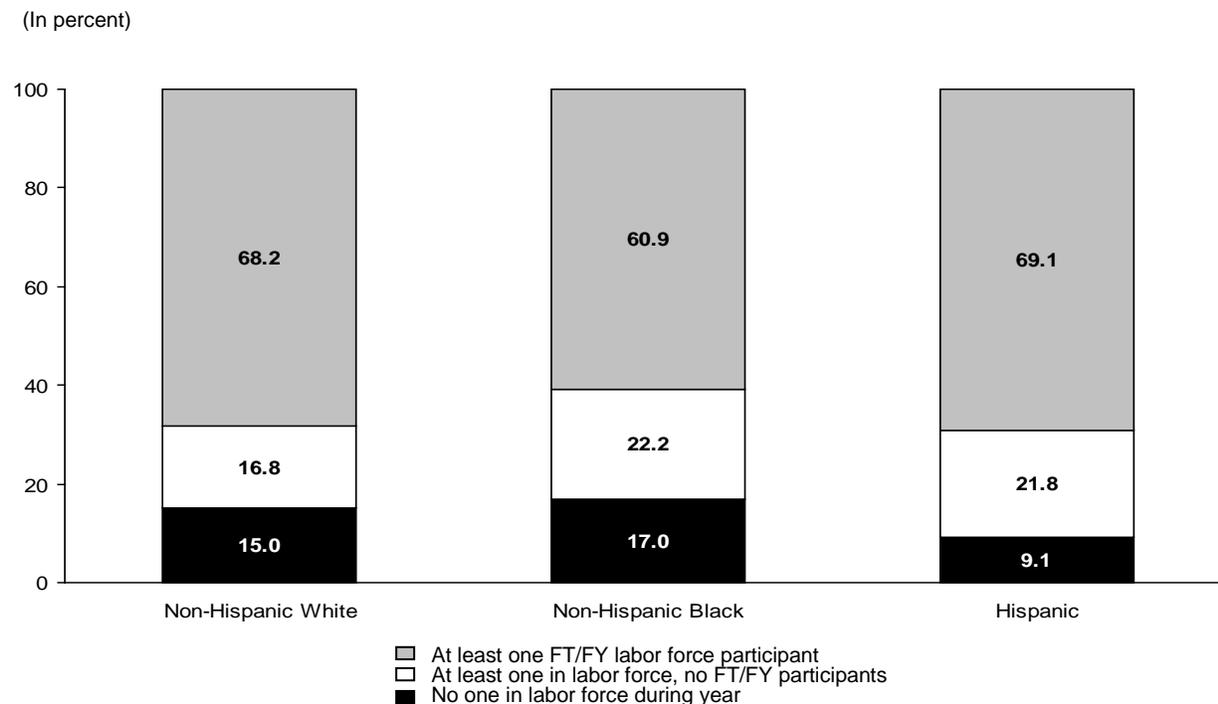
Note: "Poor" persons are defined as those with total family incomes at or below the federal poverty threshold. Health insurance rates for the education categories include only adults age 18 and over.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately. Some of the race categories presented for ECON 8 have been changed slightly from prior year reports to provide more internal consistency throughout this report; in reports prior to 2006, the race categories for Black and White included persons of Hispanic origin.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2009.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 1. Labor Force Attachment

Figure WORK 1. Percentage of Persons in Families with Labor Force Participants by Race and Ethnicity: 2009



Note: Full-time, full-year workers (FT/FY) are defined as those who usually worked for 35 or more hours per week, for at least 50 weeks in a given year. Part-time and part-year labor force participation includes part-time workers and individuals who are unemployed, laid off, and/or looking for work for part or all of the year. This indicator represents annual measures of labor force participation, and thus cannot be compared to monthly measures of labor force participation in Indicator 2. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010.

- Figure WORK 1 shows the percentage of persons in families with labor force participants by race and ethnicity. In 2009, Hispanics of any race were more likely to live in families with at least one full-time, full-year labor force participant (69.1 percent) than were Non-Hispanic Whites (68.2 percent) or Non-Hispanic Blacks (60.9 percent).
- Table WORK 1a shows the percentage of persons in families with labor force participants by demographic characteristics. In 2009, children ages 6 to 15 were more likely to live in families with at least one full-time, full-year labor force participant than were children from birth to 5 years of age.
- Among family types, persons living in married-couple families were more likely than persons living in other family types to live in families with at least one full-time, full-year labor force participant.
- Table WORK 1b shows the percentage of persons in families with labor force participants for select years between 1990 and 2009. The percentage of persons living in families with at least one full-time, full-year labor force participant has fluctuated over time. The percentage increased from a low of 67.6 percent in 1992 to a high of 73.3 percent in 2000. In 2009, 67.8 percent of persons lived in families with at least one full-time, full-year worker.

Table WORK 1a. Percentage of Persons in Families with Labor Force Participants by Selected Characteristics: 2009

| | No One in LF During Year | At Least One in LF No One FT/FY | At Least One FT/FY Worker |
|-----------------------------------|-----------------------------|------------------------------------|------------------------------|
| All Persons | 14.0 | 18.2 | 67.8 |
| Racial/Ethnic Categories | | | |
| Non-Hispanic White | 15.0 | 16.8 | 68.2 |
| Non-Hispanic Black | 17.0 | 22.2 | 60.9 |
| Hispanic | 9.1 | 21.8 | 69.1 |
| Age Categories | | | |
| Children ages 0-5 | 6.4 | 21.7 | 71.9 |
| Children ages 6-10 | 6.5 | 18.2 | 75.3 |
| Children ages 11-15 | 6.6 | 18.0 | 75.5 |
| Women ages 16-64 | 8.5 | 18.5 | 73.0 |
| Men ages 16-64 | 6.3 | 17.6 | 76.1 |
| Adults ages 65 and over | 60.5 | 17.1 | 22.4 |
| Family Categories | | | |
| Persons in married families | 9.6 | 13.8 | 76.7 |
| Persons in female-headed families | 15.5 | 28.7 | 55.8 |
| Persons in male-headed families | 15.1 | 29.8 | 55.1 |
| Unrelated persons | 29.5 | 22.0 | 48.5 |

Note: Full-time, full-year (FT/FY) workers are defined as those who usually worked for 35 or more hours per week, for at least 50 weeks in a given year. Part-time and part-year labor force participation includes part-time workers and individuals who are unemployed, laid off, and/or looking for work for part or all of the year. This indicator represents annual measures of labor force participation, and thus cannot be compared to monthly measures of labor force participation in Indicator 2. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2010.

Table WORK 1b. Percentage of Persons in Families with Labor Force Participants: Selected Years

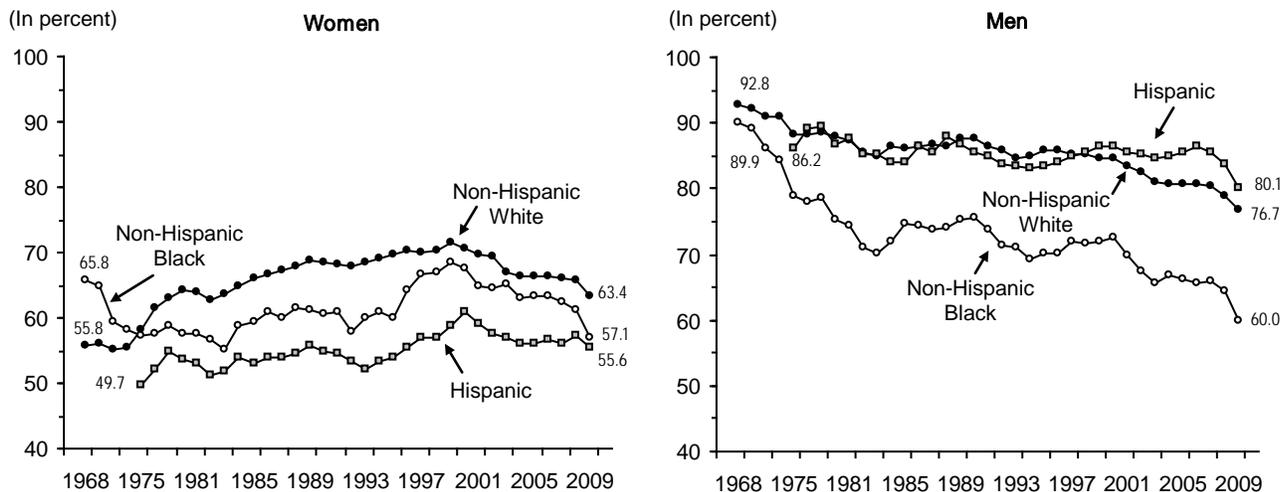
| | No One in LF During Year | At Least One in LF No One FT/FY | At Least One FT/FY Worker |
|------|-----------------------------|------------------------------------|------------------------------|
| 1990 | 13.7 | 17.6 | 68.7 |
| 1992 | 14.4 | 18.1 | 67.6 |
| 1994 | 14.1 | 17.1 | 68.8 |
| 1996 | 13.6 | 16.1 | 70.3 |
| 1998 | 13.3 | 14.6 | 72.1 |
| 1999 | 12.6 | 14.4 | 73.1 |
| 2000 | 12.8 | 13.8 | 73.3 |
| 2001 | 13.3 | 14.4 | 72.4 |
| 2002 | 13.4 | 14.6 | 72.0 |
| 2003 | 13.8 | 15.0 | 71.2 |
| 2004 | 13.9 | 14.4 | 71.7 |
| 2005 | 13.7 | 14.1 | 72.2 |
| 2006 | 13.6 | 13.7 | 72.8 |
| 2007 | 13.5 | 14.1 | 72.5 |
| 2008 | 13.7 | 16.0 | 70.4 |
| 2009 | 14.0 | 18.2 | 67.8 |

Note: Full-time, full-year workers (FT/FY) are defined as those who usually worked for 35 or more hours per week, for at least 50 weeks in a given year. Part-time and part-year labor force participation includes part-time workers and individuals who are unemployed, laid off, and/or looking for work for part or all of the year. This indicator represents annual measures of labor force participation, and thus cannot be compared to monthly measures of labor force participation in Indicator 2.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1991-2010.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 2. Employment among the Low-Skilled

Figure WORK 2. Percentage of Persons Ages 18 to 65 with No More than a High School Education Who Were Employed at Any Time during Year by Race and Ethnicity: 1968-2009



Note: All data include both full and partial year employment for the given calendar year. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic origin was not available until 1975.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1969-2009.

- Figure WORK 2 shows the employment rate of low-skilled workers ages 18 to 65 (those with a high school education or less) by gender and race and ethnicity between 1968 and 2009. This measure of low skill is based only on educational attainment and does not take into account other skills based on work experience, training or other credentials.⁵
- In 1968, 65.8 percent of Non-Hispanic Black women, 55.8 percent of Non-Hispanic White women, and 49.7 percent of Hispanic women of any race with a high school education or less were employed. In the 1970s, however, Non-Hispanic White women reached parity with their Non-Hispanic Black counterparts and then surpassed them.
- Employment rates for women with a high school education or less increased during the 1980s and 1990s. By the 2000s, however, the employment rate for women with no more than a high school education started to decline. In 2009, the rate was 63.4 percent for Non-Hispanic White women, 57.1 percent for Non-Hispanic Black women, and 55.6 percent for Hispanic women of any race.
- In 1968, 92.8 percent of Non-Hispanic White men, 89.9 percent of Non-Hispanic Black men, and 86.2 percent of Hispanic men of any race with a high school education or less were employed.
- Beginning in the 1970s, the employment rates for men with a high school education or less declined and the employment rates among men with a high school education or less began to diverge. In 2009 76.7 percent of Non-Hispanic White men as compared to 60.0 percent of Non-Hispanic Black men and 80.1 percent of Hispanic men of any race with a high school education or less were employed. Over the time period, Hispanic men with a high school education or less have had employment rates similar to Non-Hispanic White men.

⁵ This education-based measure of low skill is from the work of Rebecca Blank in "It Takes a Nation: A New Agenda for Fighting Poverty," 1998.

Table WORK 2. Percentage of Persons Ages 18 to 65 with No More than a High School Education Who Were Employed by Race and Ethnicity: 1968-2009

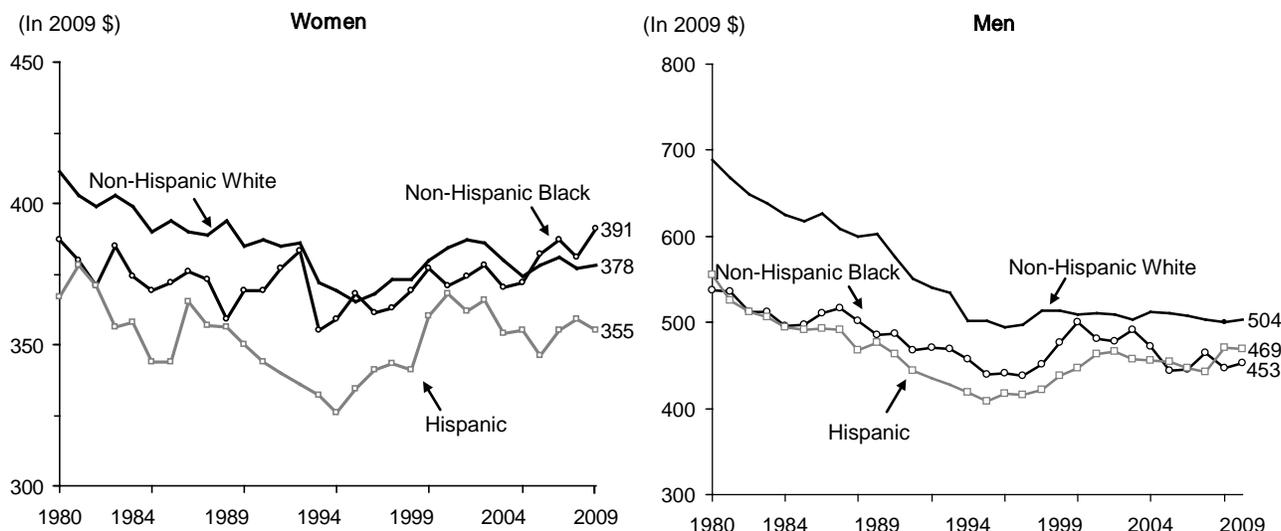
| | Women | | | Men | | |
|------|--------------------|--------------------|----------|--------------------|--------------------|----------|
| | Non-Hispanic White | Non-Hispanic Black | Hispanic | Non-Hispanic White | Non-Hispanic Black | Hispanic |
| 1968 | 55.8 | 65.8 | NA | 92.8 | 89.9 | NA |
| 1969 | 56.1 | 64.9 | NA | 92.1 | 89.2 | NA |
| 1971 | 55.2 | 59.4 | NA | 90.9 | 86.1 | NA |
| 1972 | 55.6 | 58.1 | NA | 91.1 | 84.3 | NA |
| 1975 | 58.3 | 57.2 | 49.7 | 88.2 | 78.8 | 86.2 |
| 1977 | 61.4 | 57.6 | 52.2 | 88.3 | 78.1 | 89.2 |
| 1979 | 62.9 | 58.9 | 55.0 | 88.5 | 78.7 | 89.4 |
| 1980 | 64.1 | 57.6 | 53.7 | 88.0 | 75.2 | 86.8 |
| 1981 | 64.0 | 57.5 | 53.0 | 87.4 | 74.5 | 87.6 |
| 1982 | 62.7 | 56.6 | 51.1 | 85.6 | 71.1 | 85.3 |
| 1983 | 63.5 | 55.3 | 51.7 | 84.8 | 70.2 | 85.2 |
| 1984 | 65.0 | 58.9 | 54.0 | 86.5 | 71.9 | 83.9 |
| 1985 | 66.0 | 59.4 | 52.9 | 86.1 | 74.6 | 83.9 |
| 1986 | 66.8 | 61.0 | 54.0 | 86.4 | 74.3 | 86.5 |
| 1987 | 67.3 | 59.9 | 54.0 | 86.7 | 73.9 | 85.6 |
| 1988 | 68.0 | 61.4 | 54.6 | 86.3 | 74.0 | 87.8 |
| 1989 | 68.8 | 61.1 | 55.8 | 87.7 | 75.3 | 86.6 |
| 1990 | 68.5 | 60.7 | 55.0 | 87.7 | 75.6 | 85.4 |
| 1991 | 68.3 | 61.0 | 54.6 | 86.4 | 73.9 | 85.0 |
| 1992 | 67.8 | 57.8 | 53.3 | 85.7 | 71.5 | 83.7 |
| 1993 | 68.6 | 60.0 | 52.2 | 84.6 | 71.2 | 83.5 |
| 1994 | 69.0 | 60.9 | 53.3 | 85.0 | 69.1 | 83.2 |
| 1995 | 69.6 | 60.1 | 53.9 | 85.9 | 70.1 | 83.3 |
| 1996 | 70.2 | 64.1 | 55.4 | 85.9 | 70.3 | 84.0 |
| 1997 | 69.9 | 66.6 | 56.9 | 85.3 | 72.0 | 85.0 |
| 1998 | 70.4 | 67.1 | 57.1 | 85.3 | 71.8 | 85.5 |
| 1999 | 71.4 | 68.4 | 58.8 | 84.5 | 72.0 | 86.4 |
| 2000 | 70.6 | 67.7 | 61.0 | 84.7 | 72.7 | 86.4 |
| 2001 | 69.8 | 64.8 | 59.2 | 83.4 | 69.9 | 85.5 |
| 2002 | 69.5 | 64.4 | 57.5 | 82.5 | 67.3 | 85.1 |
| 2003 | 66.9 | 65.2 | 56.9 | 81.1 | 65.7 | 84.6 |
| 2004 | 66.3 | 62.9 | 56.1 | 80.8 | 66.7 | 84.9 |
| 2005 | 66.3 | 63.3 | 56.1 | 80.7 | 66.3 | 85.6 |
| 2006 | 66.5 | 63.2 | 56.8 | 80.6 | 65.6 | 86.4 |
| 2007 | 66.1 | 62.4 | 56.0 | 80.3 | 65.8 | 85.6 |
| 2008 | 65.6 | 61.3 | 57.2 | 79.0 | 64.5 | 83.6 |
| 2009 | 63.4 | 57.1 | 55.6 | 76.7 | 60.0 | 80.1 |

Note: All data include both full and partial year employment for the given calendar year. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic origin was not available until 1975.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1969-2009.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 3. Earnings of Low-Skilled Workers

Figure WORK 3a. Median Weekly Wages of Women and Men Working Full-Time with Less than 4 Years of High School Education by Race and Ethnicity (2009 Dollars): 1980-2009



Note: Last data point is 2009. Full-time workers usually work 35 hours per week. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately.

Source: Current Population Survey, Bureau of Labor Statistics.

- Figure WORK 3a shows the median weekly wages in 2009 dollars of low-skilled women and men (those with less than 4 years of high school education) working full-time by race and ethnicity for selected years. This measure of low skill is based only on educational attainment and does not take other skills based on work experience, training or other credentials into account.
- In 2009, Non-Hispanic White women with less than a high school education working full-time had median weekly earnings of \$378 compared to \$391 for similar Non-Hispanic Black women and \$355 for similar Hispanic women of any race. Among men working full-time with less than 4 years of high school education, Non-Hispanic White men had median weekly earnings of \$504, compared to \$453 for Non-Hispanic Black men and \$469 for Hispanic men of any race.
- Table WORK 3a provides the detailed estimates used for Figure WORK 3a expressed in constant dollars. In 2009, low-skilled Non-Hispanic Black women working full-time had the highest median weekly wages among women working full-time with less than four years of a high school education at \$391. This represents an 8.9 percent increase in their median weekly wages between 1995 and 2009. Over the same time period, similar Non-Hispanic White women experienced a 2.4 percent increase in their median weekly wages while similar Hispanic women of any race experienced an 8.9 percent increase.
- Among low-skilled men working full-time, median weekly wages increased 0.4 percent among Non-Hispanic White men but increased 3.0 percent among Non-Hispanic Black men between 1995 and 2009. Low-skilled Hispanic men working full-time had a 14.7 percent increase in median weekly wages over the same time period.

Table WORK 3.a. Median Weekly Wages of Women and Men Working Full-Time with less than 4 Years of High School Education by Race and Ethnicity (2009 Dollars): 1980-2009

| | Women | | | Men | | |
|-------------------|--------------------|--------------------|-----------------------|--------------------|--------------------|-----------------------|
| | Non-Hispanic White | Non-Hispanic Black | Hispanic ² | Non-Hispanic White | Non-Hispanic Black | Hispanic ² |
| 1979 | \$424 | \$394 | \$385 | \$724 | \$575 | \$575 |
| 1980 | 411 | 387 | 367 | 689 | 538 | 555 |
| 1981 | 403 | 380 | 378 | 668 | 536 | 525 |
| 1982 | 399 | 371 | 371 | 649 | 512 | 512 |
| 1983 | 403 | 385 | 356 | 639 | 512 | 506 |
| 1984 | 399 | 374 | 358 | 625 | 496 | 494 |
| 1985 | 390 | 369 | 344 | 618 | 498 | 492 |
| 1986 | 394 | 372 | 344 | 626 | 510 | 493 |
| 1987 | 390 | 376 | 365 | 609 | 517 | 491 |
| 1988 | 389 | 373 | 357 | 599 | 502 | 467 |
| 1989 | 394 | 359 | 356 | 603 | 486 | 476 |
| 1990 | 385 | 369 | 350 | 576 | 487 | 463 |
| 1991 | 387 | 369 | 344 | 551 | 468 | 444 |
| 1992 ¹ | 385 | 377 | — | 541 | 470 | — |
| 1993 | 386 | 383 | — | 535 | 469 | — |
| 1994 | 372 | 355 | 332 | 502 | 458 | 418 |
| 1995 | 369 | 359 | 326 | 502 | 440 | 409 |
| 1996 | 365 | 368 | 334 | 494 | 441 | 417 |
| 1997 | 368 | 361 | 341 | 498 | 438 | 416 |
| 1998 | 373 | 363 | 343 | 514 | 451 | 422 |
| 1999 | 373 | 369 | 341 | 514 | 476 | 438 |
| 2000 | 380 | 377 | 360 | 509 | 501 | 447 |
| 2001 | 384 | 371 | 368 | 511 | 481 | 463 |
| 2002 | 387 | 374 | 362 | 509 | 478 | 466 |
| 2003 | 386 | 378 | 366 | 504 | 491 | 458 |
| 2004 | 380 | 370 | 354 | 512 | 472 | 456 |
| 2005 | 374 | 372 | 355 | 510 | 444 | 455 |
| 2006 | 378 | 382 | 346 | 507 | 446 | 447 |
| 2007 | 381 | 387 | 355 | 503 | 464 | 443 |
| 2008 | 377 | 381 | 359 | 500 | 447 | 470 |
| 2009 | 378 | 391 | 355 | 504 | 453 | 469 |

Note: Full-time usually work 35 hours per week. Data adjusted to constant 2009 dollars by ASPE using the CPI-U-RS.

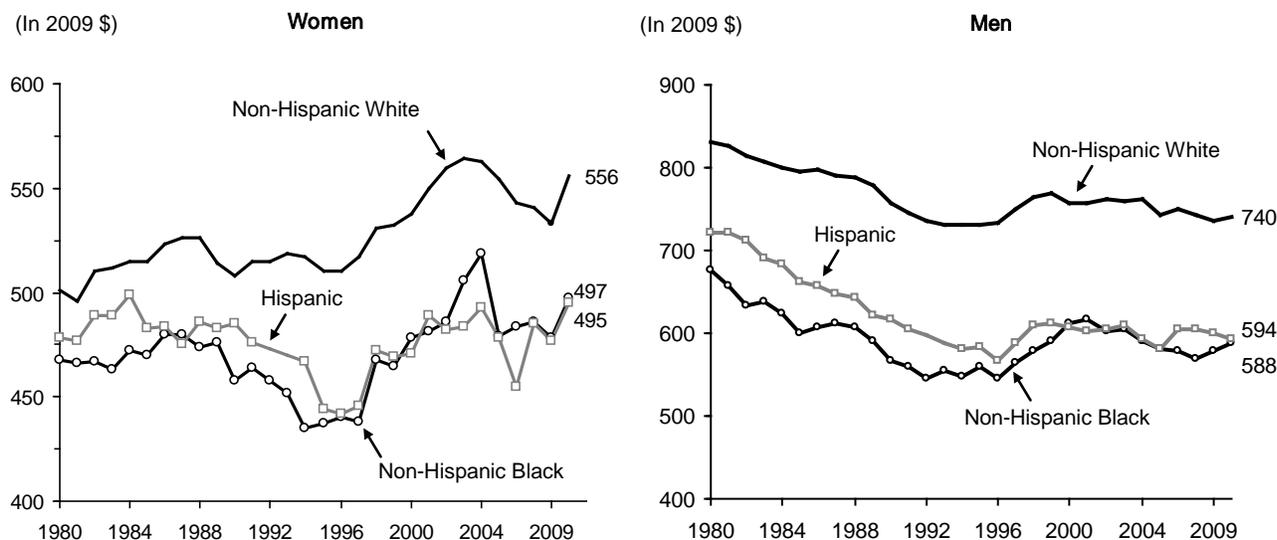
¹Beginning in 1992, data on educational attainment have been based on the "highest diploma or degree received," rather than the "number of years of school completed." Data for 1994 forward are not directly comparable with data for 1993 and earlier years due to a redesign of the Current Population Survey. Data for 2000-2002 have been revised to incorporate population controls from Census 2000 and new industry and occupational classification systems. The earnings data presented in this table may differ slightly from other published estimates due to methodological differences in calculating medians.

²For 1992 and 1993, earnings data by educational attainment are not available for persons of Hispanic or Latino ethnicity age 25 and over. Beginning in 2003, data refer to persons who selected this race group only; previously, persons identified a group as their main race. In addition, persons whose ethnicity is identified as Hispanic or Latino may be of any race and, therefore, are classified by ethnicity as well as by race.

SOURCE: Current Population Survey, Bureau of Labor Statistics.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 3. Earnings of Low-Skilled Workers

Figure WORK 3b. Median Weekly Wages of Women and Men Working Full-Time with 4 Years of High School Education with No College by Race and Ethnicity (2009 Dollars): 1980-2009



Note: Last data point is 2009. Full-time workers usually work 35 hours per week. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately.

Source: Current Population Survey, Bureau of Labor Statistics.

- Figure WORK 3b shows the median weekly wages in 2009 dollars of low-skilled women and men (those with 4 years of high school education, no college) working full-time by race and ethnicity for selected years. This measure of low skill is based only on educational attainment and does not take other skills based on work experience, training or other credentials into account.
- In 2009, Non-Hispanic White women with only 4 years of high school education working full-time had median weekly earnings of \$556 compared to \$497 for similar Non-Hispanic Black women and \$495 for similar Hispanic women of any race. Among men working full-time with only 4 years of high school education, median weekly earnings of Non-Hispanic White men were \$740 compared to \$588 for Non-Hispanic Black men and \$594 for Hispanic men of any race.
- Table WORK 3b provides the detailed estimates used for Figure WORK 3b expressed in constant dollars. In 2009, low-skilled Non-Hispanic White women working full-time had the highest average weekly wages among women working full-time with a high school education at \$556. This represents a 9.0 percent increase in their median weekly wages between 1995 and 2009. Over the same time period, similar Non-Hispanic Black women experienced a 13.7 percent increase in their median weekly wages while similar Hispanic women of any race experienced an 11.5 percent increase.
- Among low-skilled men working full-time, median weekly wages increased 1.2 percent among Non-Hispanic White men and 5.2 percent among Non-Hispanic Black men between 1995 and 2009. Low-skilled Hispanic men working full-time had a 1.7 percent increase in median weekly wages over the same time period.

Table WORK 3.b. Median Weekly Wages of Women and Men Working Full-Time with 4 Years of High School Education with No College by Race and Ethnicity (2009 Dollars): 1979-2009

| | Women | | | Men | | |
|-------------------|-------|-------|-----------------------|-------|-------|-----------------------|
| | White | Black | Hispanic ² | White | Black | Hispanic ² |
| 1979 | \$512 | \$479 | \$485 | \$865 | \$691 | \$763 |
| 1980 | 501 | 468 | 478 | 830 | 677 | 721 |
| 1981 | 496 | 466 | 477 | 826 | 656 | 722 |
| 1982 | 510 | 467 | 489 | 815 | 634 | 711 |
| 1983 | 512 | 463 | 489 | 808 | 639 | 690 |
| 1984 | 515 | 472 | 499 | 800 | 625 | 684 |
| 1985 | 515 | 470 | 483 | 795 | 601 | 663 |
| 1986 | 523 | 480 | 484 | 797 | 607 | 657 |
| 1987 | 526 | 480 | 475 | 791 | 612 | 647 |
| 1988 | 526 | 474 | 486 | 788 | 608 | 643 |
| 1989 | 514 | 476 | 483 | 778 | 591 | 621 |
| 1990 | 508 | 458 | 485 | 757 | 566 | 617 |
| 1991 | 515 | 464 | 476 | 745 | 559 | 605 |
| 1992 ¹ | 515 | 458 | — | 735 | 545 | — |
| 1993 | 519 | 452 | — | 731 | 554 | — |
| 1994 | 517 | 435 | 467 | 731 | 548 | 581 |
| 1995 | 510 | 437 | 444 | 731 | 559 | 584 |
| 1996 | 510 | 440 | 442 | 734 | 545 | 566 |
| 1997 | 517 | 438 | 446 | 750 | 564 | 588 |
| 1998 | 531 | 468 | 472 | 765 | 578 | 610 |
| 1999 | 532 | 465 | 469 | 770 | 590 | 611 |
| 2000 | 538 | 478 | 471 | 757 | 612 | 607 |
| 2001 | 550 | 481 | 489 | 758 | 617 | 603 |
| 2002 | 560 | 486 | 482 | 762 | 602 | 604 |
| 2003 | 564 | 506 | 484 | 760 | 605 | 609 |
| 2004 | 563 | 519 | 493 | 761 | 590 | 592 |
| 2005 | 554 | 479 | 478 | 744 | 580 | 582 |
| 2006 | 543 | 484 | 455 | 749 | 578 | 605 |
| 2007 | 541 | 486 | 485 | 743 | 568 | 604 |
| 2008 | 533 | 478 | 477 | 735 | 579 | 601 |
| 2009 | 556 | 497 | 495 | 740 | 588 | 594 |

Note: Full-time usually work 35 hours per week. Data adjusted to constant 2009 dollars by ASPE using the CPI-U-RS.

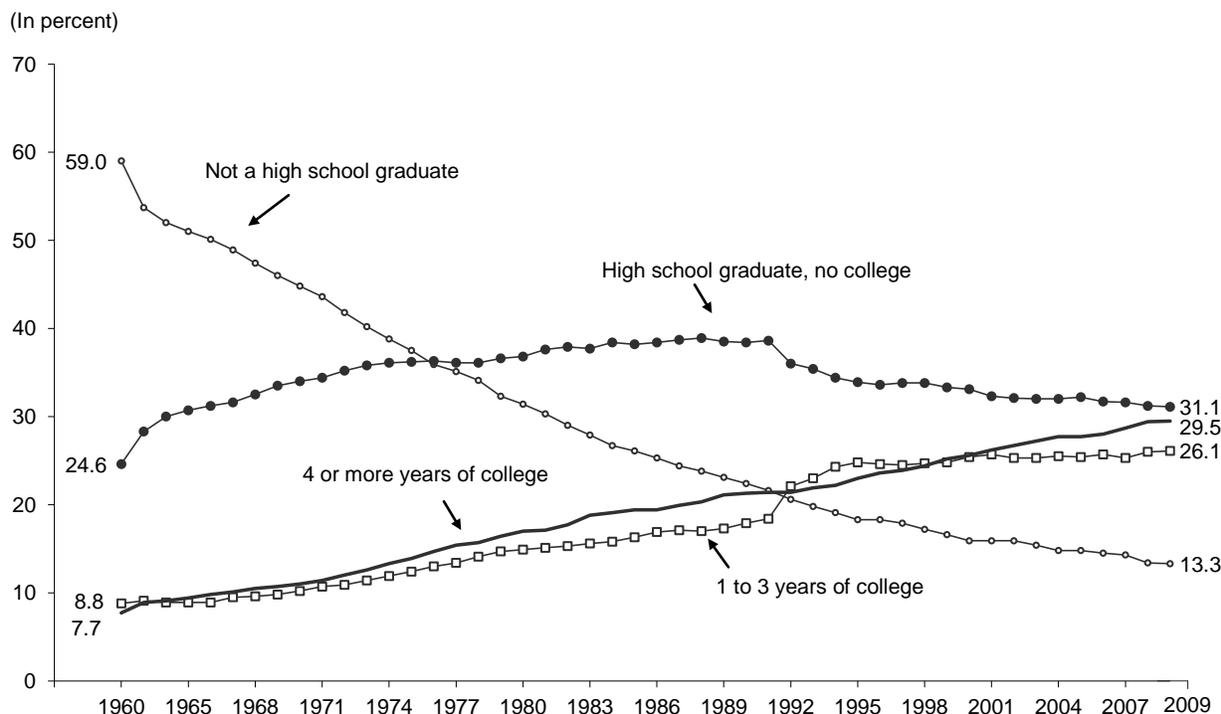
¹Beginning in 1992, data on educational attainment have been based on the "highest diploma or degree received," rather than the "number of years of school completed." Data for 1994 forward are not directly comparable with data for 1993 and earlier years due to a redesign of the Current Population Survey. Data for 2000-2002 have been revised to incorporate population controls from Census 2000 and new industry and occupational classification systems. The earnings data presented in this table may differ slightly from other published estimates due to methodological differences in calculating medians.

²For 1992 and 1993, earnings data by educational attainment are not available for persons of Hispanic or Latino ethnicity age 25 and over. Beginning in 2003, data refer to persons who selected this race group only; previously, persons identified a group as their main race. In addition, persons whose ethnicity is identified as Hispanic or Latino may be of any race and, therefore, are classified by ethnicity as well as by race.

SOURCE: Current Population Survey, Bureau of Labor Statistics.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 4. Educational Attainment

Figure WORK 4. Percentage of Adults Ages 25 and over by Level of Educational Attainment: 1960-2009



Note: Completing the GED is not considered completing high school for this table. Beginning with data for 1992, a new survey question results in different categories than for prior years. Data shown as "High school graduate, no college" were previously from the category "High school, 4 years" and are now from the category "High school graduate." Data shown as "One to three years of college" were previously from the category "College 1 to 3 years" and are now the sum of the categories: "Some college" and two separate "Associate degree" categories. Data shown as "Four or more years of college" were previously from the category "College 4 years or more," and are now the sum of the categories: "Bachelor's degree," "Master's degree," "Doctorate degree" and "Professional degree."

Source: U.S. Census Bureau, "Educational Attainment in the United States, 2009," *Current Population Reports* and earlier reports.

- Figure WORK 4 shows educational attainment for adults 25 years and older between 1960 and 2009. Table WORK 4 shows the corresponding point estimates for select years.
- The percentage of the population without at least a high school education has declined over the past 45 years, from 59.0 percent in 1960 to 13.3 percent in 2009.
- The percentage of the population receiving a high school education (with no post secondary education) was 24.6 percent in 1960 and rose to 38.9 percent in 1988. Since 1988, this figure has fallen to 31.1 percent in 2009.
- Between 1960 and 1990, the percentage of the population with some college (one to three years) more than doubled, from 8.8 percent to 17.9 percent. The increase in 1992 is partially the result of a change in survey methodology, but the trend continued upward, reaching a high of 26.1 percent in 2009.
- The percentage of the population completing four or more years of college has more than tripled between 1960 and 2009 rising from 7.7 percent to 29.5 percent.

Table WORK 4. Percentage of Adults Ages 25 and over by Level of Educational Attainment: Selected Years

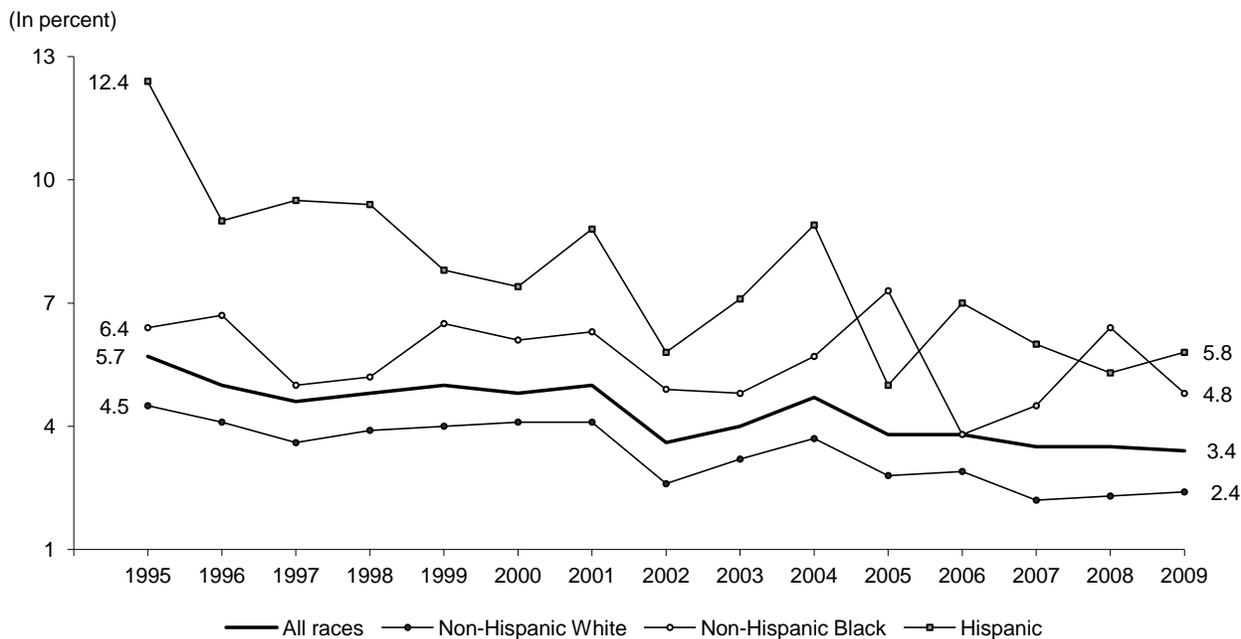
| Year | Not a High School Graduate | High School Graduate, No College | One to Three Years of College | Four or More Years of College |
|------|----------------------------|----------------------------------|-------------------------------|-------------------------------|
| 1940 | 75.9 | 14.1 | 5.4 | 4.6 |
| 1950 | 66.7 | 20.1 | 7.1 | 6.0 |
| 1960 | 59.0 | 24.6 | 8.8 | 7.7 |
| 1965 | 51.0 | 30.7 | 8.9 | 9.4 |
| 1970 | 44.8 | 34.0 | 10.2 | 11.0 |
| 1975 | 37.5 | 36.2 | 12.4 | 13.9 |
| 1980 | 31.4 | 36.8 | 14.9 | 17.0 |
| 1981 | 30.3 | 37.6 | 15.1 | 17.1 |
| 1982 | 29.0 | 37.9 | 15.3 | 17.7 |
| 1983 | 27.9 | 37.7 | 15.6 | 18.8 |
| 1984 | 26.7 | 38.4 | 15.8 | 19.1 |
| 1985 | 26.1 | 38.2 | 16.3 | 19.4 |
| 1986 | 25.3 | 38.4 | 16.9 | 19.4 |
| 1987 | 24.4 | 38.7 | 17.1 | 19.9 |
| 1988 | 23.8 | 38.9 | 17.0 | 20.3 |
| 1989 | 23.1 | 38.5 | 17.3 | 21.1 |
| 1990 | 22.4 | 38.4 | 17.9 | 21.3 |
| 1991 | 21.6 | 38.6 | 18.4 | 21.4 |
| 1992 | 20.6 | 36.0 | 22.1 | 21.4 |
| 1993 | 19.8 | 35.4 | 23.0 | 21.9 |
| 1994 | 19.1 | 34.4 | 24.3 | 22.2 |
| 1995 | 18.3 | 33.9 | 24.8 | 23.0 |
| 1996 | 18.3 | 33.6 | 24.6 | 23.6 |
| 1997 | 17.9 | 33.8 | 24.5 | 23.9 |
| 1998 | 17.2 | 33.8 | 24.7 | 24.4 |
| 1999 | 16.6 | 33.3 | 24.8 | 25.2 |
| 2000 | 15.9 | 33.1 | 25.4 | 25.6 |
| 2001 | 15.9 | 32.3 | 25.7 | 26.2 |
| 2002 | 15.9 | 32.1 | 25.3 | 26.7 |
| 2003 | 15.4 | 32.0 | 25.3 | 27.2 |
| 2004 | 14.8 | 32.0 | 25.5 | 27.7 |
| 2005 | 14.8 | 32.2 | 25.4 | 27.7 |
| 2006 | 14.5 | 31.7 | 25.7 | 28.0 |
| 2007 | 14.3 | 31.6 | 25.3 | 28.7 |
| 2008 | 13.4 | 31.2 | 26.0 | 29.4 |
| 2009 | 13.3 | 31.1 | 26.1 | 29.5 |

Note: Completing the GED is not considered completing high school for this table. Beginning with data for 1992, a new survey question results in different categories than for prior years. Data shown as "High school graduate, no college" were previously from the category "High school, 4 years" and are now from the category "High school graduate." Data shown as "One to three years of college" were previously from the category "College 1 to 3 years" and are now the sum of the categories: "Some college" and two separate "Associate degree" categories. Data shown as "Four or more years of college" were previously from the category "College 4 years or more," and are now the sum of the categories: "Bachelor's degree," "Master's degree," "Doctorate degree" and "Professional degree."

Source: U.S. Census Bureau, "Educational Attainment in the United States: 2009." <http://www.census.gov/hhes/socdemo/education/data/cps/2010/tables.html> and earlier reports.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 5. High School Dropout Rates

Figure WORK 5. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year by Race and Ethnicity: 1995-2009



Note: Beginning in 1987, the U.S. Census Bureau instituted new editing procedures for cases with missing data on school enrollment. Beginning in 1992, the data reflect new wording of the educational attainment item in the Current Population Survey (CPS).

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total but are not shown separately.

Source: U.S. Department of Education, National Center for Education Statistics. *Trends in High School Dropout and Completion Rates in the United States: 2011*. Data are from the Current Population Survey, October Supplement.

- Figure WORK 5 shows the percentage of students who were enrolled in grades 10 through 12 in the previous year but were not enrolled and had not graduated in the survey year by race and ethnicity for the time period 1995 to 2009. Over the time period, there has been a general downward trend in dropout rates.
- In 2009, the dropout rate was 5.8 percent for Hispanic students of any race, 4.8 percent for Non-Hispanic Black students, and 2.4 percent for Non-Hispanic White students.
- Table WORK 5 provides trend data on dropout rates beginning in 1972. The dropout rate for all races was highest in 1978 and 1979 (6.7 percent) and then declined to 3.4 percent in 2009, the lowest rate since 1972.
- Data for the time period 2007 – 2009 are noteworthy when considered by sex. In 2007, the percentage for females of all races who dropped out was 3.3 percent, the lowest since 1972. In 2008 however, the rate increases to 4.0 percent, and falls back to 3.4 percent in 2009. By contrast, in 2007, 3.7 percent of males dropped out of school. The percentage decreases to 3.1 percent in 2008, before rising to 3.5 percent in 2009.
- Dropout rates among Hispanic students of any race have fluctuated since 1972. Despite this fluctuation, Hispanic dropout rates were higher than rates for Non-Hispanic White students in all years since 1972 and higher than rates for Non-Hispanic Black students in all reported years except 2005 and 2008.

Table WORK 5. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year by Race and Ethnicity: 1972 - 2009

| | All Races | Non-Hispanic White | Non-Hispanic Black | Hispanic | Male | Female |
|------|-----------|--------------------|--------------------|----------|------|--------|
| 1972 | 6.1 | 5.3 | 9.5 | 11.2 | 5.9 | 6.3 |
| 1973 | 6.3 | 5.5 | 9.9 | 10.0 | 6.8 | 5.7 |
| 1974 | 6.7 | 5.8 | 11.6 | 9.9 | 7.4 | 6.0 |
| 1975 | 5.8 | 5.0 | 8.7 | 10.9 | 5.4 | 6.1 |
| 1976 | 5.9 | 5.6 | 7.4 | 7.3 | 6.6 | 5.2 |
| 1977 | 6.5 | 6.1 | 8.6 | 7.8 | 6.9 | 6.1 |
| 1978 | 6.7 | 5.8 | 10.2 | 12.3 | 7.5 | 5.9 |
| 1979 | 6.7 | 6.0 | 9.9 | 9.8 | 6.8 | 6.7 |
| 1980 | 6.1 | 5.2 | 8.2 | 11.7 | 6.7 | 5.5 |
| 1981 | 5.9 | 4.8 | 9.7 | 10.7 | 6.0 | 5.8 |
| 1982 | 5.5 | 4.7 | 7.8 | 9.2 | 5.8 | 5.1 |
| 1983 | 5.2 | 4.4 | 7.0 | 10.1 | 5.8 | 4.7 |
| 1984 | 5.1 | 4.4 | 5.7 | 11.1 | 5.4 | 4.8 |
| 1985 | 5.2 | 4.3 | 7.8 | 9.8 | 5.4 | 5.0 |
| 1986 | 4.7 | 3.7 | 5.4 | 11.9 | 4.7 | 4.7 |
| 1987 | 4.1 | 3.5 | 6.4 | 5.4 | 4.3 | 3.8 |
| 1988 | 4.8 | 4.2 | 5.9 | 10.4 | 5.1 | 4.4 |
| 1989 | 4.5 | 3.5 | 7.8 | 7.8 | 4.5 | 4.5 |
| 1990 | 4.0 | 3.3 | 5.0 | 7.9 | 4.0 | 3.9 |
| 1991 | 4.0 | 3.2 | 6.0 | 7.3 | 3.8 | 4.2 |
| 1992 | 4.4 | 3.7 | 5.0 | 8.2 | 3.9 | 4.9 |
| 1993 | 4.5 | 3.9 | 5.8 | 6.7 | 4.6 | 4.3 |
| 1994 | 5.3 | 4.2 | 6.6 | 10.0 | 5.2 | 5.4 |
| 1995 | 5.7 | 4.5 | 6.4 | 12.4 | 6.2 | 5.3 |
| 1996 | 5.0 | 4.1 | 6.7 | 9.0 | 5.0 | 5.1 |
| 1997 | 4.6 | 3.6 | 5.0 | 9.5 | 5.0 | 4.1 |
| 1998 | 4.8 | 3.9 | 5.2 | 9.4 | 4.6 | 4.9 |
| 1999 | 5.0 | 4.0 | 6.5 | 7.8 | 4.6 | 5.4 |
| 2000 | 4.8 | 4.1 | 6.1 | 7.4 | 5.5 | 4.1 |
| 2001 | 5.0 | 4.1 | 6.3 | 8.8 | 5.6 | 4.3 |
| 2002 | 3.6 | 2.6 | 4.9 | 5.8 | 3.7 | 3.4 |
| 2003 | 4.0 | 3.2 | 4.8 | 7.1 | 4.2 | 3.8 |
| 2004 | 4.7 | 3.7 | 5.7 | 8.9 | 5.1 | 4.3 |
| 2005 | 3.8 | 2.8 | 7.3 | 5.0 | 4.2 | 3.4 |
| 2006 | 3.8 | 2.9 | 3.8 | 7.0 | 4.1 | 3.4 |
| 2007 | 3.5 | 2.2 | 4.5 | 6.0 | 3.7 | 3.3 |
| 2008 | 3.5 | 2.3 | 6.4 | 5.3 | 3.1 | 4.0 |
| 2009 | 3.4 | 2.4 | 4.8 | 5.8 | 3.5 | 3.4 |

Note: Beginning in 1987, the U.S. Census Bureau instituted new editing procedures for cases with missing data on school enrollment. Beginning in 1992, the data reflect new wording of the educational attainment item in the Current Population Survey (CPS).

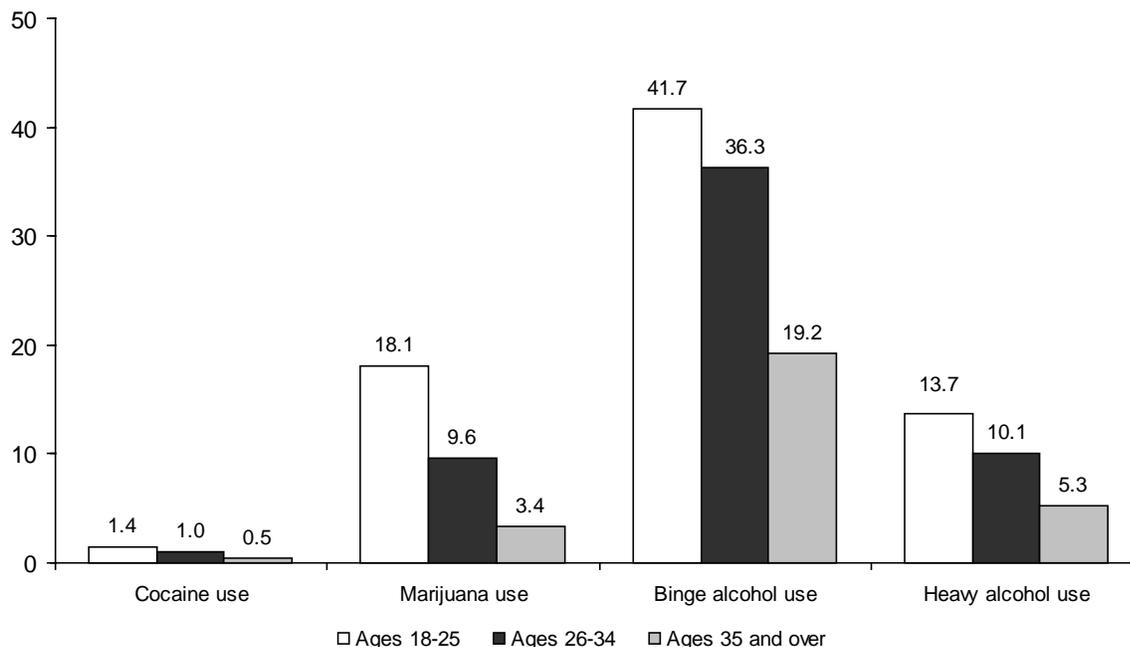
Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total but are not shown separately.

Source: U.S. Department of Education, National Center for Education Statistics, *Trends in High School Dropout and Completion Rates in the United States: 2011*. Data are from the Current Population Survey, October Supplement.

EMPLOYMENT AND WORK RISK FACTOR 6. Adult Alcohol and Substance Abuse

Figure WORK 6. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol by Age: 2009

(In percent)



Note: Cocaine and marijuana use is defined as use during the past month. "Binge alcohol use" is defined as drinking five or more drinks on the same occasion on at least one day in the past 30 days. "Heavy alcohol use" is defined as drinking five or more drinks on the same occasion on each of five or more days in the past 30 days; all heavy alcohol users are also binge alcohol users.

Source: U.S. Department of Health and Human Services, National Survey on Drug Use and Health, 2009.

- Figure WORK 6 shows the percentage of adults who used cocaine, the percentage who used marijuana, and the percentage who abused alcohol by age group in 2009.
- Adults 18 to 25 years of age were more likely than older adults to report cocaine, marijuana, binge alcohol or heavy alcohol use in the prior month. For example, 18.1 percent reported using marijuana in the past month during 2009, compared with 9.6 percent of adults 26 to 34 years of age and 3.4 percent of adults 35 years and over.
- The percentage of adults reporting binge alcohol use was larger than the percentages for all other reported behaviors across all age groups. Among people reporting binge alcohol use, however, this behavior was most prevalent among adults 18 to 34 years of age compared to adults 35 and over.
- Marijuana use has been trending upward since 1999. Between 2008 and 2009, marijuana use has increased for all the age groups while heavy alcohol use has decreased among those less than 34 years of age. The rate of heavy alcohol use remained the same for those 35 years of age and older since 2007.

Table WORK 6. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol by Age: 1999-2009

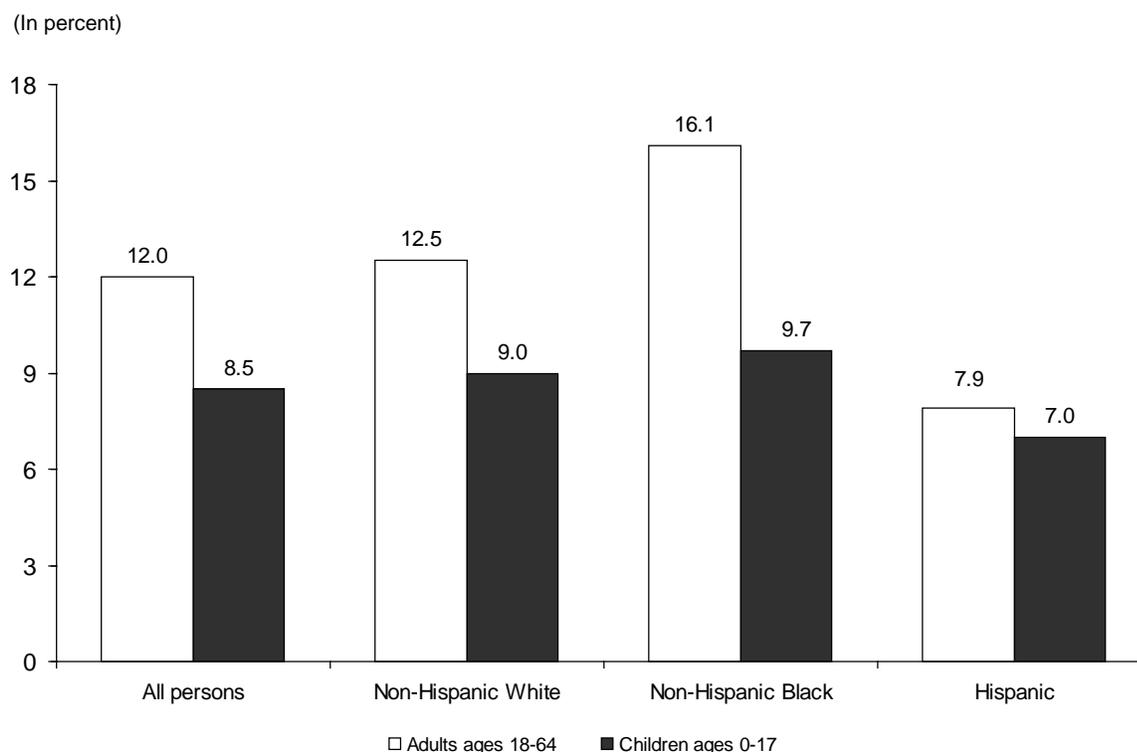
| Year | Cocaine | | | Marijuana | | | Binge Alcohol Use | | | Heavy Alcohol Use | | |
|------|------------|------------|----------------|------------|------------|----------------|-------------------|------------|----------------|-------------------|------------|----------------|
| | Ages 18-25 | Ages 26-34 | Ages 35 & over | Ages 18-25 | Ages 26-34 | Ages 35 & over | Ages 18-25 | Ages 26-34 | Ages 35 & over | Ages 18-25 | Ages 26-34 | Ages 35 & over |
| 1999 | 1.7 | 1.2 | 0.4 | 14.2 | 5.4 | 2.2 | 37.9 | 29.3 | 16.0 | 13.3 | 7.5 | 4.2 |
| 2000 | 1.4 | 0.8 | 0.3 | 13.6 | 5.9 | 2.3 | 37.8 | 30.3 | 16.4 | 12.8 | 7.6 | 4.1 |
| 2001 | 1.9 | 1.1 | 0.5 | 16.0 | 6.8 | 2.4 | 38.7 | 30.1 | 16.2 | 13.6 | 7.8 | 4.2 |
| 2002 | 2.0 | 1.2 | 0.6 | 17.3 | 7.7 | 3.1 | 40.9 | 33.1 | 18.6 | 14.9 | 9.0 | 5.2 |
| 2003 | 2.2 | 1.5 | 0.6 | 17.0 | 8.4 | 3.0 | 41.6 | 32.9 | 18.1 | 15.1 | 9.4 | 5.1 |
| 2004 | 2.1 | 1.4 | 0.5 | 16.1 | 8.3 | 3.1 | 41.2 | 32.2 | 18.5 | 15.1 | 9.4 | 5.3 |
| 2005 | 2.6 | 1.3 | 0.6 | 16.6 | 8.6 | 3.0 | 41.9 | 32.9 | 18.3 | 15.3 | 9.6 | 4.7 |
| 2006 | 2.2 | 1.7 | 0.6 | 16.3 | 8.5 | 3.2 | 42.2 | 34.2 | 18.4 | 15.6 | 10.0 | 5.1 |
| 2007 | 1.7 | 1.4 | 0.6 | 16.4 | 7.9 | 3.0 | 41.8 | 35.1 | 18.9 | 14.7 | 9.7 | 5.3 |
| 2008 | 1.5 | 1.5 | 0.4 | 16.5 | 8.8 | 3.2 | 41.0 | 36.4 | 18.8 | 14.5 | 10.6 | 5.3 |
| 2009 | 1.4 | 1.0 | 0.5 | 18.1 | 9.6 | 3.4 | 41.7 | 36.3 | 19.2 | 13.7 | 10.1 | 5.3 |

Note: Cocaine and marijuana use is defined as use during the past month. "Binge alcohol use" is defined as drinking five or more drinks on the same occasion on at least one day in the past 30 days. "Heavy alcohol use" is defined as drinking five or more drinks on the same occasion on each of five or more days in the past 30 days; all heavy alcohol users are also binge alcohol users.

Source: U.S. Department of Health and Human Services, National Survey on Drug Use and Health, 2000-2010.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 7. Adult and Child Disability

Figure WORK 7. Percentage of the Non-Elderly Population Reporting an Activity Limitation by Selected Characteristics: 2009



Note: Work disability is defined as limitations in or the inability to work as a result of a physical, mental or emotional health condition. Individuals are identified as having long-term care needs if they need the help of others in handling either personal care needs (eating, bathing, dressing, getting around the home) or routine needs (household chores, shopping, getting around for business or other purposes). Disability program recipients include persons covered by Supplemental Security Income (SSI), Social Security Disability Insurance (SSDI), Special Education Services, Early Intervention Services and/or disability pensions.

Respondents were defined as having an activity limitation if they answered positively to any of the questions regarding: (1) work disability (see definition above); (2) long-term care needs (see definition above); (3) difficulty walking; (4) difficulty remembering; (5) for children under 5, limitations in the amount of play activities they can participate in because of physical, mental or emotional problems; (6) for children 3 and over, receipt of Special Educational or Early Intervention Services; and, (7) any other limitations due to physical, mental or emotional problems.

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the National Health Interview Survey, 2009.

- Figure WORK 7 shows the percentage of non-elderly adults and children reporting an activity limitation by race and ethnicity in 2009. Non-elderly adults were more likely than children to have an activity limitation, 12.0 percent compared to 8.5 percent.
- Table WORK 7 shows the percentage of the non-elderly population reporting a disability by selected demographic characteristics. While non-elderly adults were more likely than children to report an activity limitation, a higher percentage of children (7.5 percent) than adults (5.4 percent) were actually recipients of disability program benefits in 2009.
- For both non-elderly adults and children, the percentage of Non-Hispanic Blacks with an activity limitation was higher than the percentages for Non-Hispanic Whites and Hispanics.
- Among adults ages 18 – 64, rates of work disability were lower for Hispanics (6.0 percent) than they were for Non-Hispanic Whites (9.9 percent) and Non-Hispanic Blacks (12.9 percent).

Table WORK 7. Percentage of the Non-Elderly Population Reporting a Disability by Selected Characteristics: 2009

| | Activity Limitation | Work Disability | Long-Term Care Needs | Disability Program Recipient |
|--|------------------------|--------------------|-------------------------|------------------------------------|
| All Persons | | | | |
| Adults ages 18-64 | 12.0 | 9.4 | 2.5 | 5.4 |
| Children ages 0-17 | 8.5 | NA | NA | 7.5 |
| Racial/Ethnic Categories (Adults Ages 18-64) | | | | |
| Non-Hispanic White | 12.5 | 9.9 | 2.4 | 5.5 |
| Non-Hispanic Black | 16.1 | 12.9 | 4.0 | 8.6 |
| Hispanic | 7.9 | 6.0 | 1.7 | 3.2 |
| Racial/Ethnic Categories (Children Ages 0-17) | | | | |
| Non-Hispanic White | 9.0 | NA | NA | 8.0 |
| Non-Hispanic Black | 9.7 | NA | NA | 8.3 |
| Hispanic | 7.0 | NA | NA | 6.0 |

Note: Work disability is defined as limitations in or the inability to work as a result of a physical, mental or emotional health condition. Individuals are identified as having long-term care needs if they need the help of others in handling either personal care needs (eating, bathing, dressing, getting around the home) or routine needs (household chores, shopping, getting around for business or other purposes). Disability program recipients include persons covered by Supplemental Security Income (SSI), Social Security Disability Insurance (SSDI), Special Education Services, Early Intervention Services and/or disability pensions.

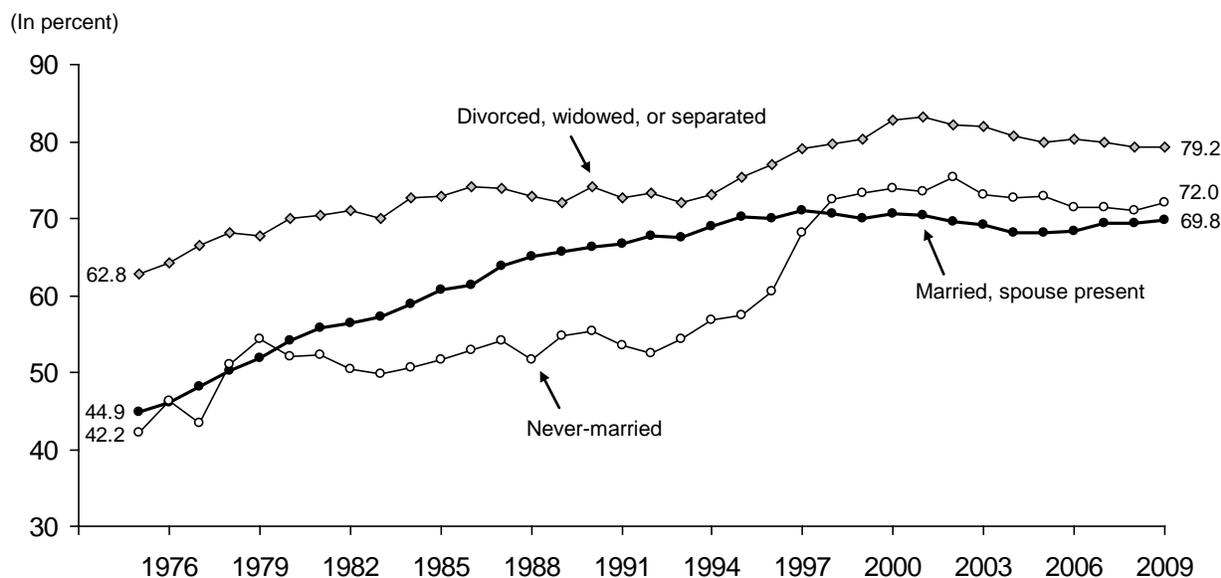
Respondents were defined as having an activity limitation if they answered positively to any of the questions regarding: (1) work disability (see definition above); (2) long-term care needs (see definition above); (3) difficulty walking; (4) difficulty remembering; (5) for children under 5, limitations in the amount of play activities they can participate in because of physical, mental or emotional problems; (6) for children 3 and over, receipt of Special Educational or Early Intervention Services; and, (7) any other limitations due to physical, mental or emotional problems.

Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the National Health Interview Survey, 2009.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 8. Labor Force Participation of Women with Children under 18

Figure WORK 8. Labor Force Participation of Women with Children under 18: 1975-2009



Note: The labor force participation rate includes all women who are employed, laid off or unemployed but looking for work. The employment rate includes only those women who are employed. The population of mothers with children under age 18 includes those 16 years of age and older.

Source: U.S. Department of Labor, Bureau of Labor Statistics, unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, March 2009 and earlier reports.

- Figure WORK 8 shows the labor force participation rates for mothers with children under 18 years of age by marital status between 1975 and 2009. In 2007, regardless of marital status, the majority of mothers in the U.S. were engaged in the labor force.
- Historically, divorced, widowed and separated mothers have had the highest rates of labor force participation among mothers. In 1975, 62.8 percent of divorced, widowed or separated mothers were in the labor force as compared to 44.9 percent of married mothers with spouses present and 42.2 percent of never-married mothers. In 2009, divorced, widowed and separated mothers remained more likely than other mothers to participate in the labor force.
- Between 1992 and 2002, labor force participation rates for never-married mothers with children under 18 markedly increased—rising from 52.5 percent in 1992 to 75.3 percent in 2002. Since 1998, labor force participation rates for never-married mothers have exceeded the rates for married mothers.
- The labor force participation rate of married mothers with children under 18 followed an upward trend from 1975 until 1997 when it peaked at 71.1 percent. In 2009, 69.8 percent of married mothers with spouses present were in the labor force.
- Table WORK 1 shows both the labor force participation rates and the employment rates of mothers with children less than 18 years of age between 1975 and 2009.
- The employment rates for all mothers have increased over the time but plateaued in the early 2000's and have declined slightly in recent years. The employment rate for married mothers with a spouse present was 40.5 percent in 1975; in 2009 the employment rate was 66.0 percent. The employment rate for divorced, widowed and separated mothers was 54.9 percent in 1975; in 2009 the employment rate was 70.3 percent. The employment rate for never-married mothers showed the largest increase from 32.1 percent in 1975 to 60.9 percent in 2009.

Table WORK 8. Employment Status of Women with Children under 18 Years of Age: 1975-2009

| | Labor Force Participation Rate (percent of population) | | | Employment Rate (percent of population) | | |
|------|---|--------------------------------------|------------------|--|--------------------------------------|------------------|
| | Married, Spouse Present | Divorced, Separated or Widowed | Never Married | Married, Spouse Present | Divorced, Separated or Widowed | Never Married |
| 1975 | 44.9 | 62.8 | 42.2 | 40.5 | 54.9 | 32.1 |
| 1976 | 46.1 | 64.3 | 46.2 | 42.4 | 56.9 | 36.3 |
| 1977 | 48.2 | 66.4 | 43.4 | 44.6 | 58.7 | 29.6 |
| 1978 | 50.2 | 68.1 | 51.1 | 47.0 | 61.2 | 38.9 |
| 1979 | 51.9 | 67.8 | 54.4 | 48.6 | 61.4 | 42.6 |
| 1980 | 54.1 | 69.9 | 52.0 | 50.9 | 63.4 | 39.9 |
| 1981 | 55.7 | 70.5 | 52.3 | 52.1 | 63.0 | 38.3 |
| 1982 | 56.3 | 71.1 | 50.4 | 51.6 | 62.3 | 36.2 |
| 1983 | 57.2 | 70.1 | 49.8 | 52.4 | 58.5 | 34.5 |
| 1984 | 58.8 | 72.7 | 50.7 | 54.9 | 63.4 | 36.3 |
| 1985 | 60.8 | 72.9 | 51.6 | 56.8 | 64.0 | 39.3 |
| 1986 | 61.3 | 74.1 | 52.9 | 57.6 | 66.3 | 37.8 |
| 1987 | 63.8 | 74.0 | 54.1 | 60.4 | 66.5 | 40.2 |
| 1988 | 65.0 | 72.8 | 51.6 | 61.9 | 66.9 | 40.0 |
| 1989 | 65.6 | 72.0 | 54.7 | 63.1 | 66.0 | 43.1 |
| 1990 | 66.3 | 74.2 | 55.3 | 63.5 | 67.9 | 45.1 |
| 1991 | 66.8 | 72.7 | 53.6 | 63.2 | 66.1 | 44.0 |
| 1992 | 67.8 | 73.2 | 52.5 | 63.9 | 65.3 | 43.4 |
| 1993 | 67.5 | 72.1 | 54.4 | 64.2 | 65.9 | 44.0 |
| 1994 | 69.0 | 73.1 | 56.9 | 65.6 | 65.9 | 45.8 |
| 1995 | 70.2 | 75.3 | 57.5 | 67.1 | 69.1 | 47.9 |
| 1996 | 70.0 | 77.0 | 60.5 | 67.6 | 72.1 | 49.3 |
| 1997 | 71.1 | 79.1 | 68.1 | 68.6 | 72.0 | 56.6 |
| 1998 | 70.6 | 79.7 | 72.5 | 68.0 | 74.3 | 61.5 |
| 1999 | 70.1 | 80.4 | 73.4 | 68.0 | 75.4 | 64.8 |
| 2000 | 70.6 | 82.7 | 73.9 | 68.5 | 78.5 | 65.8 |
| 2001 | 70.4 | 83.1 | 73.5 | 68.0 | 78.7 | 64.6 |
| 2002 | 69.6 | 82.1 | 75.3 | 66.7 | 75.6 | 65.8 |
| 2003 | 69.2 | 82.0 | 73.1 | 66.3 | 74.7 | 63.2 |
| 2004 | 68.2 | 80.7 | 72.6 | 65.4 | 75.0 | 63.1 |
| 2005 | 68.1 | 79.8 | 72.9 | 66.0 | 74.4 | 62.0 |
| 2006 | 68.4 | 80.4 | 71.5 | 66.2 | 75.4 | 62.5 |
| 2007 | 69.3 | 80.0 | 71.4 | 67.4 | 75.2 | 63.7 |
| 2008 | 69.4 | 79.3 | 71.0 | 67.1 | 74.6 | 62.9 |
| 2009 | 69.8 | 79.2 | 72.0 | 66.0 | 70.3 | 60.9 |

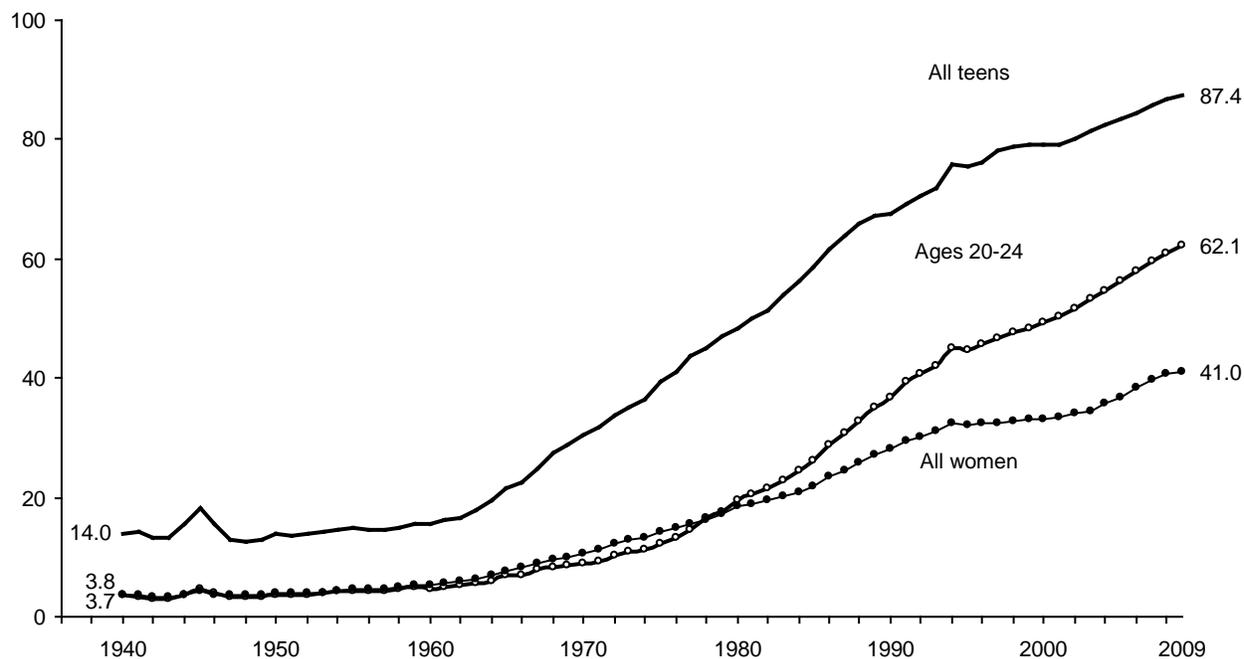
Notes: The labor force participation rate includes all women who are employed, laid off or unemployed but looking for work. The employment rate includes only those women who are employed. The population of mothers with children under age 18 includes those 16 years of age and older.

Source: U.S. Department of Labor, Bureau of Labor Statistics, unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, March 2009 and earlier reports.

NONMARITAL BIRTH RISK FACTOR 1. Nonmarital Births

Figure BIRTH 1. Percentage of Births that are Nonmarital by Age: 1940-2009

(In percent)



Note: Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Preliminary Data for 2009," *National Vital Statistics Reports*, Vol. 59 (3), December 2010, <http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>.

- Figure BIRTH 1 shows the percentage of births that were nonmarital by age group from 1940 to 2009 and Table BIRTH 1 shows corresponding estimates for selected years. Changes in nonmarital births reflect changes in the rate at which unmarried women have children, the rate at which married women have children and the rate at which women marry. The percentage of children born outside of marriage to women of all ages has increased over the past 70 years. In 1940, 3.8 percent of births were to unmarried women. In 2009, the percentage increased to 41.0 percent.
- Teen births, as shown in Figure BIRTH 1 and Table BIRTH 1, show nonmarital teen births as a percentage of all teen births. In 1940, 14.0 percent of births to teens were nonmarital. While the percentage of all teen births that are nonmarital has increased since the mid-1960s, growth in the percentage slowed in the mid- to late- 1990s before rising to 87.4 percent in 2009.
- Over the past several years, the percentage of nonmarital births among all births to women 20 to 24 years of age increased by 36.0 percent from 45.6 percent in 1996 to 62.1 percent in 2009. This compares to an increase of 14.5 percent of nonmarital births among teen births over the same period.
- Since 1994, the percentage of births that are nonmarital remains steady among Black teens and all Black women. Among White teens and all White women, the trend continues upward (see Table C-1 in Appendix C for nonmarital birth data by age and race).

Table BIRTH 1. Percentage of Births that are Nonmarital by Age: Selected Years

| Year | Under 15 | 15-17 Years | 18-19 Years | All Teens | 20-24 Years | All Women |
|------|----------|-------------|-------------|-----------|-------------|-----------|
| 1940 | 64.5 | NA | NA | 14.0 | 3.7 | 3.8 |
| 1945 | 70.0 | NA | NA | 18.2 | 4.7 | 4.3 |
| 1950 | 63.7 | 22.6 | 9.4 | 13.9 | 3.8 | 4.0 |
| 1955 | 66.3 | 23.2 | 10.3 | 14.9 | 4.4 | 4.5 |
| 1960 | 67.9 | 24.0 | 10.7 | 15.4 | 4.8 | 5.3 |
| 1965 | 78.5 | 32.8 | 15.3 | 21.6 | 6.8 | 7.7 |
| 1970 | 80.8 | 43.0 | 22.4 | 30.5 | 8.9 | 10.7 |
| 1975 | 87.0 | 51.4 | 29.8 | 39.3 | 12.3 | 14.3 |
| 1980 | 88.7 | 61.5 | 39.8 | 48.3 | 19.4 | 18.4 |
| 1981 | 89.2 | 63.3 | 41.4 | 49.9 | 20.4 | 18.9 |
| 1982 | 89.2 | 65.0 | 43.0 | 51.4 | 21.4 | 19.4 |
| 1983 | 90.4 | 67.5 | 45.7 | 54.1 | 22.9 | 20.3 |
| 1984 | 91.1 | 69.2 | 48.1 | 56.3 | 24.5 | 21.0 |
| 1985 | 91.8 | 70.9 | 50.7 | 58.7 | 26.3 | 22.0 |
| 1986 | 92.5 | 73.3 | 53.6 | 61.5 | 28.7 | 23.4 |
| 1987 | 92.9 | 76.2 | 55.8 | 64.0 | 30.8 | 24.5 |
| 1988 | 93.6 | 77.1 | 58.5 | 65.9 | 32.9 | 25.7 |
| 1989 | 92.4 | 77.7 | 60.4 | 67.2 | 35.1 | 27.1 |
| 1990 | 91.6 | 77.7 | 61.3 | 67.6 | 36.9 | 28.0 |
| 1991 | 91.3 | 78.7 | 63.2 | 69.3 | 39.4 | 29.5 |
| 1992 | 91.3 | 79.2 | 64.6 | 70.5 | 40.7 | 30.1 |
| 1993 | 91.3 | 79.9 | 66.1 | 71.8 | 42.2 | 31.0 |
| 1994 | 94.5 | 84.1 | 70.0 | 75.9 | 44.9 | 32.6 |
| 1995 | 93.5 | 83.7 | 69.8 | 75.6 | 44.7 | 32.2 |
| 1996 | 93.8 | 84.4 | 70.8 | 76.3 | 45.6 | 32.4 |
| 1997 | 95.7 | 86.7 | 72.5 | 78.2 | 46.6 | 32.4 |
| 1998 | 96.6 | 87.5 | 73.6 | 78.9 | 47.7 | 32.8 |
| 1999 | 96.5 | 87.7 | 74.0 | 79.0 | 48.5 | 33.0 |
| 2000 | 96.5 | 87.7 | 74.3 | 79.1 | 49.5 | 33.2 |
| 2001 | 96.3 | 87.8 | 74.6 | 79.2 | 50.4 | 33.5 |
| 2002 | 97.0 | 88.5 | 75.8 | 80.2 | 51.6 | 34.0 |
| 2003 | 97.1 | 89.7 | 77.3 | 81.6 | 53.2 | 34.6 |
| 2004 | 97.4 | 90.3 | 78.7 | 82.6 | 54.8 | 35.8 |
| 2005 | 98.0 | 90.9 | 79.7 | 83.5 | 56.2 | 36.9 |
| 2006 | 98.3 | 91.9 | 80.6 | 84.4 | 57.9 | 38.5 |
| 2007 | 98.8 | 92.8 | 82.2 | 85.7 | 59.6 | 39.7 |
| 2008 | 99.1 | 93.7 | 83.5 | 86.8 | 60.9 | 40.6 |
| 2009 | 99.0 | 94.2 | 84.2 | 87.4 | 62.1 | 41.0 |

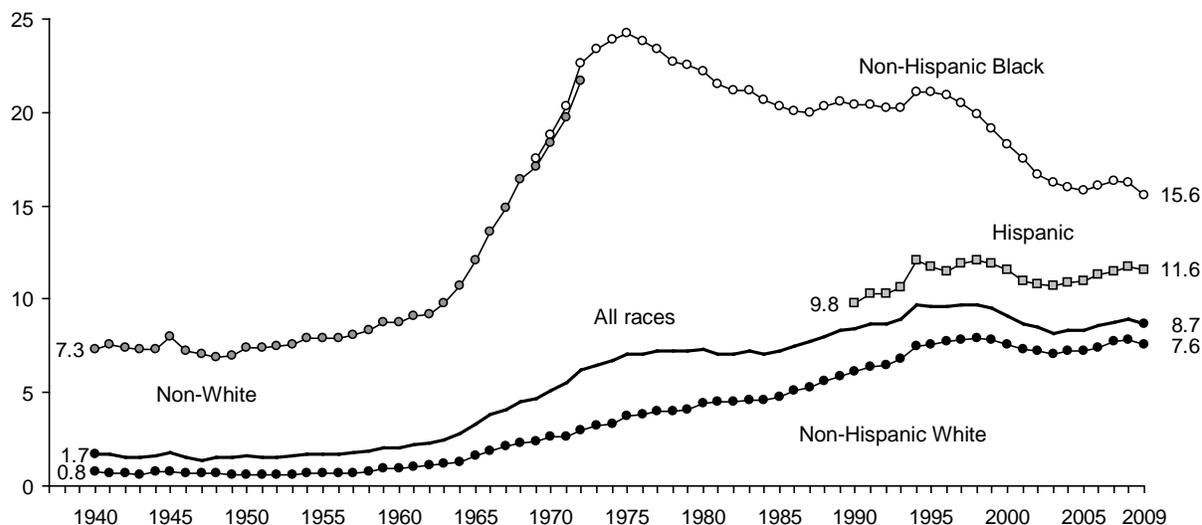
Note: Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Preliminary Data for 2009," *National Vital Statistics Reports*, Vol. 59 (3), December 2009, <http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>.

NONMARITAL BIRTH RISK FACTOR 2. Nonmarital Teen Births

Figure BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 to 19 by Race and Ethnicity: 1940-2009

(In percent)



Note: Trends in nonmarital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring nonmarital births when marital status is not reported. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child.

Race categories include those of Hispanic ethnicity. Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately. Prior to 1969, race data were available for Whites and Non-Whites only.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940 - 1999," *National Vital Health Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011. <http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>.

- Figure BIRTH 2 shows the percentage of all births to unmarried teens 15 to 19 years of age by race and ethnicity, and Table BIRTH 2 shows corresponding estimates for selected years between 1940 and 2009. Unlike BIRTH 1, which showed nonmarital teen births as a percentage of all teen births, BIRTH 2 shows births to unmarried teens as a percentage of births to all women. This percentage is affected by several factors: the age distribution of women, the marriage rate among teens, the birth rate among unmarried teens and the birth rate among all other women.
- The percentage of all births that were to unmarried teens rose between 2003 and 2008, from 8.2 percent in 2003 to 8.9 percent in 2008. The rate decreased to 8.7 percent in 2009.
- Among Non-Hispanic Black women, the percentage of all births that were nonmarital teen births has been declining over the last three years. In 2009 the percentage was 15.6, the lowest percentage estimate since 1969, which was the first year in which data on Non-Hispanic Black women were collected.
- Among Non-Hispanic White women, the percentage of all births that were births to unmarried teens rose between 2005 and 2008 before declining to 7.6 percent in 2009.
- Among Hispanic women, the percentage of all births that were to unmarried teens increased from a low of 9.8 percent in 1990 to a high of 12.1 percent in 1994 and 1998. Over the last five years, the rate has fluctuated and now is 11.6 percent.

Table BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 to 19 by Race and Ethnicity: Selected Years

| Year | All Races | Non-Hispanic White | Non-Hispanic Black | Hispanic |
|------|-----------|--------------------|--------------------|----------|
| 1940 | 1.7 | 0.8 | NA | NA |
| 1950 | 1.6 | 0.6 | NA | NA |
| 1955 | 1.7 | 0.7 | NA | NA |
| 1960 | 2.0 | 0.9 | NA | NA |
| 1965 | 3.3 | 1.6 | NA | NA |
| 1970 | 5.1 | 2.6 | 18.8 | NA |
| 1975 | 7.1 | 3.7 | 24.2 | NA |
| 1980 | 7.3 | 4.4 | 22.2 | NA |
| 1981 | 7.1 | 4.5 | 21.5 | NA |
| 1982 | 7.1 | 4.5 | 21.2 | NA |
| 1983 | 7.2 | 4.6 | 21.2 | NA |
| 1984 | 7.1 | 4.6 | 20.7 | NA |
| 1985 | 7.2 | 4.8 | 20.3 | NA |
| 1986 | 7.5 | 5.1 | 20.1 | NA |
| 1987 | 7.7 | 5.3 | 20.0 | NA |
| 1988 | 8.0 | 5.6 | 20.3 | NA |
| 1989 | 8.3 | 5.9 | 20.6 | NA |
| 1990 | 8.4 | 6.1 | 20.4 | 9.8 |
| 1991 | 8.7 | 6.4 | 20.4 | 10.3 |
| 1992 | 8.7 | 6.5 | 20.2 | 10.3 |
| 1993 | 8.9 | 6.8 | 20.2 | 10.6 |
| 1994 | 9.7 | 7.5 | 21.1 | 12.1 |
| 1995 | 9.6 | 7.6 | 21.1 | 11.7 |
| 1996 | 9.6 | 7.7 | 20.9 | 11.5 |
| 1997 | 9.7 | 7.8 | 20.5 | 11.9 |
| 1998 | 9.7 | 7.9 | 19.9 | 12.1 |
| 1999 | 9.5 | 7.8 | 19.1 | 11.9 |
| 2000 | 9.1 | 7.6 | 18.3 | 11.5 |
| 2001 | 8.7 | 7.3 | 17.5 | 11.0 |
| 2002 | 8.5 | 7.2 | 16.7 | 10.8 |
| 2003 | 8.2 | 7.1 | 16.2 | 10.7 |
| 2004 | 8.3 | 7.2 | 16.0 | 10.9 |
| 2005 | 8.3 | 7.2 | 15.8 | 11.0 |
| 2006 | 8.6 | 7.4 | 16.1 | 11.3 |
| 2007 | 8.8 | 7.7 | 16.3 | 11.5 |
| 2008 | 8.9 | 7.8 | 16.2 | 11.7 |
| 2009 | 8.7 | 7.6 | 15.6 | 11.6 |

Note: Trends in nonmarital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring nonmarital births when marital status is not reported. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child.

Race categories include those of Hispanic ethnicity. Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately. Prior to 1969, race data were available for Whites and Non-Whites only.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Health Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011.
<http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>.

NONMARITAL BIRTH RISK FACTOR 3. Nonmarital Teen Birth Rates

Figure BIRTH 3a. Births per 1,000 Unmarried Teens Ages 15 to 17 by Race: 1960-2009

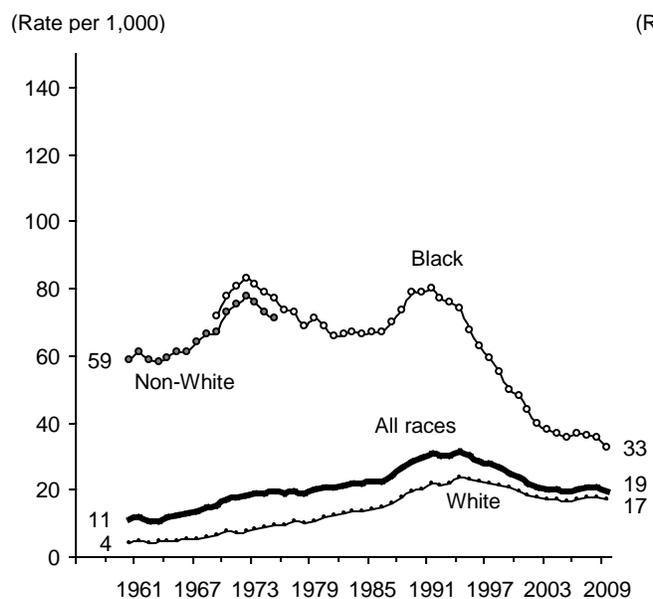
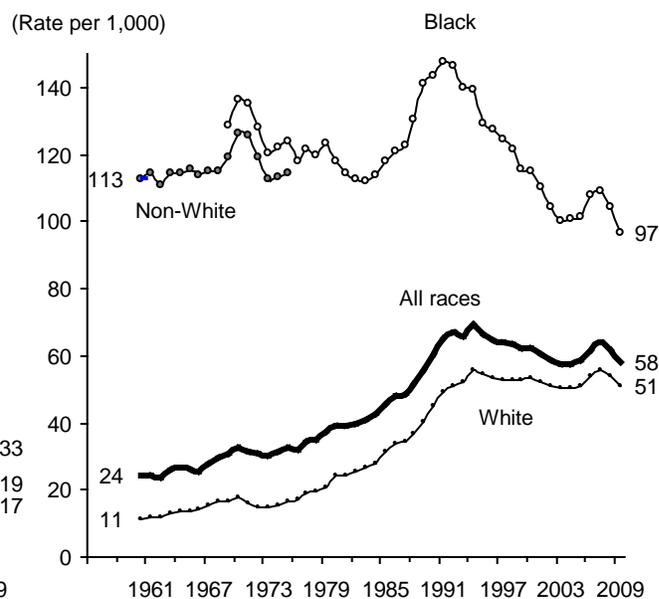


Figure BIRTH 3b. Births per 1,000 Unmarried Teens Ages 18 and 19 by Race: 1960-2009



Note: Rates are per 1,000 unmarried women in specified group. Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child.

Race categories include those of Hispanic ethnicity. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Prior to 1969, race data were available for Whites and Non-Whites only.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011. Birthrates for 1950 to 1965 computed by ASPE staff from NCHS birth and Census population estimates.

- Figures BIRTH 3a and 3b show births per thousand unmarried teens between the ages of 15 to 17 and 18 to 19 from 1960 to 2009. Table BIRTH 3 shows corresponding estimates for selected years between 1950 and 2009.
- The birth rate per thousand unmarried teens ages 15 to 17 decreased in 2009 for both Non-Hispanic Black and White teens. The rate for Non-Hispanic Black teens ages 15 to 17 has been cut by more than half from 79.9 per thousand in 1991 to 32.6 per thousand in 2009 and this rate is lower than in any other year since 1969, the first year in which data on Non-Hispanic Black women were collected.
- The birth rates of unmarried teens in the older age group (18 and 19 years) fluctuated over the last five years. However the rate in 2009 was 58.2 births per thousand, the lowest since 2004.
- For Non-Hispanic Black teens ages 18 and 19, the birth rate fell from a high of 147.7 per thousand unmarried teens in 1991 to a low of 96.8 births per thousand unmarried teens in 2009, the lowest rate since data on Non-Hispanic Black women were collected.
- Prior to 1994, birth rates among unmarried Non-Hispanic White teens in both age groups rose steadily for over four decades. For Non-Hispanic White teens 15 to 17 years of age, the birth rate increased from 3.4 births per thousand unmarried teens in 1950 to a high of 23.9 births per thousand unmarried teens in 1994. For 18 to 19 year olds, the rate increased from 8.5 births per thousand unmarried teens in 1950 to a high of 55.8 births per thousand unmarried teens in 1994. In 2009 the rate was 51.1 births per thousand unmarried teens ages 18-19.

Table BIRTH 3. Births per Thousand Unmarried Teen Women by Age and Race: 1950-2009

| Year | Ages 15 to 17 | | | Ages 18 and 19 | | |
|------|---------------|--------------------|--------------------|----------------|--------------------|--------------------|
| | All Races | Non-Hispanic White | Non-Hispanic Black | All Races | Non-Hispanic White | Non-Hispanic Black |
| 1950 | 9.9 | 3.4 | NA | 18.3 | 8.5 | NA |
| 1955 | 11.1 | 3.9 | NA | 23.6 | 10.3 | NA |
| 1960 | 11.1 | 4.4 | NA | 25.0 | 11.4 | NA |
| 1965 | 12.5 | 5.0 | NA | 25.8 | 13.9 | NA |
| 1966 | 13.1 | 5.4 | NA | 25.6 | 14.1 | NA |
| 1967 | 13.8 | 5.6 | NA | 27.6 | 15.3 | NA |
| 1968 | 14.7 | 6.2 | NA | 29.6 | 16.6 | NA |
| 1969 | 15.2 | 6.6 | 72.0 | 30.8 | 16.6 | 128.4 |
| 1970 | 17.1 | 7.5 | 77.9 | 32.9 | 17.6 | 136.4 |
| 1971 | 17.5 | 7.4 | 80.7 | 31.7 | 15.8 | 135.2 |
| 1972 | 18.5 | 8.0 | 82.8 | 30.9 | 15.1 | 128.2 |
| 1973 | 18.7 | 8.4 | 81.2 | 30.4 | 14.9 | 120.5 |
| 1974 | 18.8 | 8.8 | 78.6 | 31.2 | 15.3 | 122.2 |
| 1975 | 19.3 | 9.6 | 76.8 | 32.5 | 16.5 | 123.8 |
| 1976 | 19.0 | 9.7 | 73.5 | 32.1 | 16.9 | 117.9 |
| 1977 | 19.8 | 10.5 | 73.0 | 34.6 | 18.7 | 121.7 |
| 1978 | 19.1 | 10.3 | 68.8 | 35.1 | 19.3 | 119.6 |
| 1979 | 19.9 | 10.8 | 71.0 | 37.2 | 21.0 | 123.3 |
| 1980 | 20.6 | 12.0 | 68.8 | 39.0 | 24.1 | 118.2 |
| 1981 | 20.9 | 12.6 | 65.9 | 39.0 | 24.6 | 114.2 |
| 1982 | 21.5 | 13.1 | 66.3 | 39.6 | 25.3 | 112.7 |
| 1983 | 22.0 | 13.6 | 66.8 | 40.7 | 26.4 | 111.9 |
| 1984 | 21.9 | 13.7 | 66.5 | 42.5 | 27.9 | 113.6 |
| 1985 | 22.4 | 14.5 | 66.8 | 45.9 | 31.2 | 117.9 |
| 1986 | 22.8 | 14.9 | 67.0 | 48.0 | 33.5 | 121.1 |
| 1987 | 24.5 | 16.2 | 69.9 | 48.9 | 34.5 | 123.0 |
| 1988 | 26.4 | 17.6 | 73.5 | 51.5 | 36.8 | 130.5 |
| 1989 | 28.7 | 19.3 | 78.9 | 56.0 | 40.2 | 140.9 |
| 1990 | 29.6 | 20.4 | 78.8 | 60.7 | 44.9 | 143.7 |
| 1991 | 30.8 | 21.7 | 79.9 | 65.4 | 49.4 | 147.7 |
| 1992 | 30.2 | 21.4 | 77.2 | 66.7 | 51.2 | 146.4 |
| 1993 | 30.3 | 21.9 | 75.9 | 66.2 | 52.0 | 140.0 |
| 1994 | 31.7 | 23.9 | 73.9 | 69.1 | 55.8 | 139.6 |
| 1995 | 30.1 | 23.3 | 67.4 | 66.5 | 54.7 | 129.2 |
| 1996 | 28.5 | 22.3 | 62.6 | 64.9 | 53.5 | 127.2 |
| 1997 | 27.7 | 22.0 | 59.0 | 63.9 | 52.9 | 124.8 |
| 1998 | 26.5 | 21.5 | 55.0 | 63.6 | 53.1 | 121.5 |
| 1999 | 25.0 | 20.6 | 50.0 | 62.3 | 52.9 | 115.8 |
| 2000 | 23.9 | 19.7 | 48.3 | 62.2 | 53.1 | 115.0 |
| 2001 | 22.0 | 18.1 | 43.8 | 60.6 | 52.1 | 110.2 |
| 2002 | 20.8 | 17.5 | 39.9 | 58.6 | 51.0 | 104.1 |
| 2003 | 20.3 | 17.2 | 38.1 | 57.6 | 50.4 | 100.4 |
| 2004 | 20.1 | 17.1 | 37.0 | 57.7 | 50.4 | 100.9 |
| 2005 | 19.7 | 16.8 | 35.4 | 58.4 | 50.9 | 101.6 |
| 2006 | 20.4 | 17.4 | 36.6 | 61.8 | 53.9 | 107.8 |
| 2007 | 20.8 | 18.0 | 36.3 | 63.9 | 55.9 | 109.1 |
| 2008 | 20.6 | 18.0 | 35.5 | 61.9 | 54.2 | 104.4 |
| 2009 | 19.3 | 16.9 | 32.6 | 58.2 | 51.1 | 96.8 |

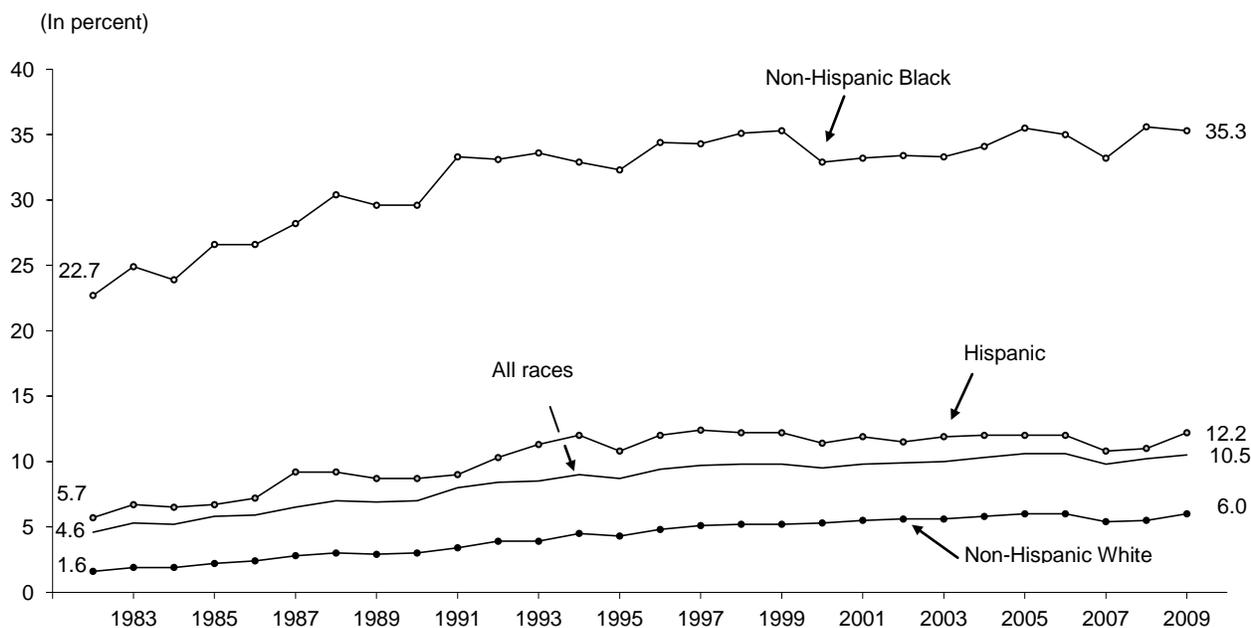
Note: Rates are per 1,000 unmarried women in specified group. Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child.

Race categories include those of Hispanic ethnicity. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011. Birthrates for 1950 to 1965 computed by ASPE staff from NCHS birth data and Census population estimates.

NONMARITAL BIRTH RISK FACTOR 4. Never-Married Family Status

Figure BIRTH 4. Percentage of All Children Living in Families with a Never-Married Female Head by Race and Ethnicity: 1982-2009



Note: Data are for all children under 18 who are not family heads (excludes householders, subfamily reference persons and their spouses). Inmates of institutions also are excluded. Children who are living with neither of their parents are excluded from the denominator. Based on Current Population Survey (CPS) data.

Race categories include those of Hispanic ethnicity. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: U.S. Census Bureau, "Marital Status and Living Arrangements," *Current Population Reports*, Series P20-212, 287, 365, 380, 399, 418, 423, 433, 445, 450, 461, 468, 478, 484, 491, 496, 506, 514 and "America's Families and Living Arrangements," *Current Population Reports*, <http://www.census.gov/population/www/socdemo/hh-fam.html>.

- Figure BIRTH 4 shows the percentage of all children living in families with a never-married female head of household by race and ethnicity from 1982 to 2009. Table BIRTH 4 shows corresponding estimates for selected years between 1960 and 2009.
- From 1982 to 2009, the percentage of children living in families with a never-married female head more than doubled from 4.6 percent in 1982 to 10.5 percent in 2009.
- Among Non-Hispanic Whites, the percentage of children living in families with never-married female heads nearly quadrupled over the past 26 years – from 1.6 percent in 1982 to 6.0 percent in 2009.
- Among Hispanics of all races, the percentage of children living with a never-married female head of household more than doubled from 5.7 percent in 1982 to 12.2 percent in 2009.
- The percentage of Non-Hispanic Black children living in families with a never-married female head of household has been higher than the percentages for other groups throughout the time period. In 2009, 35.3 percent of Non-Hispanic Black children lived in families with a never-married female head of household compared to 6.0 percent for Non-Hispanic White children and 12.2 percent for Hispanic children.

Table BIRTH 4. Number and Percentage of All Children Living in Families with a Never-Married Female Head by Race and Ethnicity: Selected Years

| Year | Number of Children (thousands) | | | | Percentage | | | |
|-------------------|--------------------------------|--------------------|--------------------|-----------------------|------------|-------------------|-------------------|----------|
| | All Races | Non-Hispanic White | Non-Hispanic Black | Hispanic ³ | All Races | on-Hispanic White | on-Hispanic Black | Hispanic |
| 1960 | 221 | 49 | 173 | NA | 0.4 | 0.1 | 2.2 | NA |
| 1970 | 527 | 110 | 442 | NA | 0.8 | 0.2 | 5.2 | NA |
| 1975 | 1,166 | 296 | 864 | NA | 1.8 | 0.5 | 9.9 | NA |
| 1980 | 1,745 | 501 | 1,193 | 210 | 2.9 | 1.0 | 14.5 | 4.0 |
| 1981 | 1,807 | 527 | 1,245 | 202 | 3.0 | 1.0 | 15.0 | 4.0 |
| 1982 ¹ | 2,768 | 793 | 1,947 | 291 | 4.6 | 1.6 | 22.7 | 5.7 |
| 1983 | 3,212 | 958 | 2,203 | 357 | 5.3 | 1.9 | 24.9 | 6.7 |
| 1984 | 3,131 | 959 | 2,109 | 357 | 5.2 | 1.9 | 23.9 | 6.5 |
| 1985 | 3,496 | 1,086 | 2,355 | 391 | 5.8 | 2.2 | 26.6 | 6.7 |
| 1986 | 3,606 | 1,174 | 2,375 | 451 | 5.9 | 2.3 | 26.6 | 7.2 |
| 1987 | 3,985 | 1,385 | 2,524 | 587 | 6.5 | 2.8 | 28.2 | 9.2 |
| 1988 | 4,302 | 1,482 | 2,736 | 600 | 7.0 | 3.0 | 30.4 | 9.2 |
| 1989 | 4,290 | 1,483 | 2,695 | 592 | 6.9 | 2.9 | 29.6 | 8.7 |
| 1990 | 4,365 | 1,527 | 2,738 | 605 | 7.0 | 3.0 | 29.6 | 8.7 |
| 1991 | 5,040 | 1,725 | 3,176 | 644 | 8.0 | 3.4 | 33.3 | 9.0 |
| 1992 | 5,410 | 2,016 | 3,192 | 757 | 8.4 | 3.9 | 33.1 | 10.3 |
| 1993 | 5,511 | 2,015 | 3,317 | 848 | 8.5 | 3.9 | 33.6 | 11.3 |
| 1994 | 6,000 | 2,412 | 3,321 | 1,083 | 9.0 | 4.5 | 32.9 | 12.0 |
| 1995 | 5,862 | 2,317 | 3,255 | 1,017 | 8.7 | 4.3 | 32.3 | 10.8 |
| 1996 | 6,365 | 2,563 | 3,567 | 1,161 | 9.4 | 4.8 | 34.4 | 12.0 |
| 1997 | 6,598 | 2,788 | 3,575 | 1,242 | 9.7 | 5.1 | 34.3 | 12.4 |
| 1998 | 6,700 | 2,850 | 3,644 | 1,254 | 9.8 | 5.2 | 35.1 | 12.2 |
| 1999 | 6,736 | 2,826 | 3,643 | 1,297 | 9.8 | 5.2 | 35.3 | 12.2 |
| 2000 | 6,591 | 2,881 | 3,413 | 1,255 | 9.5 | 5.3 | 32.9 | 11.4 |
| 2001 | 6,736 | 3,002 | 3,481 | 1,397 | 9.8 | 5.5 | 33.2 | 11.9 |
| 2002 ² | 6,872 | 3,048 | 3,573 | 1,400 | 9.9 | 5.6 | 33.4 | 11.5 |
| 2003 | 7,006 | 3,029 | 3,451 | 1,495 | 10.0 | 5.6 | 33.3 | 11.9 |
| 2004 | 7,218 | 3,113 | 3,541 | 1,577 | 10.3 | 5.8 | 34.1 | 12.0 |
| 2005 | 7,413 | 3,284 | 3,617 | 1,627 | 10.6 | 6.0 | 35.5 | 12.0 |
| 2006 | 7,443 | 3,263 | 3,557 | 1,677 | 10.6 | 6.0 | 35.0 | 12.0 |
| 2007 | 6,945 | 2,928 | 3,501 | 1,569 | 9.8 | 5.4 | 33.2 | 10.8 |
| 2008 | 7,236 | 2,994 | 3,707 | 1,649 | 10.2 | 5.3 | 35.6 | 11.0 |
| 2009 | 7,450 | 3,254 | 3,642 | 1,918 | 10.5 | 6.0 | 35.3 | 12.2 |

Note: Data are for all children under 18 who are not family heads (excludes householders, subfamily reference persons and their spouses). Inmates of institutions also are excluded. Children who are living with neither of their parents are excluded from the denominator. Based on Current Population Survey (CPS) except 1960, which is based on decennial census data.

¹ In 1982, improved data collection and processing procedures helped to identify parent-child subfamilies (See *Current Population Reports*, P-20, 399, Marital Status and Living Arrangements: March 1984). Some of the increase between 1981 and 1982 is a result of these changes.

² Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately. Nonwhite data are shown for Black in 1960.

³ Race categories include those of Hispanic ethnicity. Persons of Hispanic ethnicity may be of any race.

Source of CPS data: U.S. Census Bureau, "Marital Status and Living Arrangements," *Current Population Reports*, Series P20-212, 287, 365, 380, 399, 418, 423, 433, 445, 450, 461, 468, 478, 484, 491, 496, 506, 514 and "America's Families and Living Arrangements," *Current Population Reports*, <http://www.census.gov/population/www/socdemo/hh-fam.html>.

Source of 1960 data: U.S. Census Bureau, 1960 Census of Population, PC(2)-4B, "Persons by Family Characteristics," Tables 1 and 19.

Appendix A

Program Data

Appendix A. Program Data

The Welfare Indicators Act of 1994 specifies that the annual welfare indicators reports shall include analyses of families and individuals receiving assistance under three means-tested benefit programs:

- The Temporary Assistance for Needy Families (TANF) program authorized under part A of title IV of the Social Security Act (which replaced the Aid to Families with Dependent Children (AFDC) program in 1996);
- The Supplemental Nutrition Assistance Program under the Food Stamp Act of 1977, as amended (which was renamed from the Food Stamp Program by P.L. in October 2008);
- The Supplemental Security Income (SSI) program under title XVI of the Social Security Act.

This chapter includes information on these three programs, derived primarily from administrative data reported by state and federal agencies instead of the national survey data presented in previous chapters. National caseloads and expenditure trend information on each of the three programs is included, as well as state-by-state trend tables and information on the characteristics of program participants.

Temporary Assistance for Needy Families (TANF) and Aid to Families with Dependent Children (AFDC)

The Aid to Families with Dependent Children (AFDC) program — originally named the Aid to Dependent Children program — was established by the Social Security Act of 1935 as a grant program to enable states to provide cash welfare payments for needy children who had been deprived of parental support or care because their fathers or mothers were absent from the home, incapacitated, deceased, or unemployed. All 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands operated an AFDC program. States defined “need,” set their own benefit levels, established (within federal limitations) income and resource limits, and administered the program or supervised its administration. States were entitled to unlimited federal funds for reimbursement of benefit payments, at “matching” rates that were inversely related to state per capita income. States were required to provide aid to all persons who were in classes eligible under federal law and whose income and resources were within state-set limits.

During the 1990s, the federal government increasingly used its authority under section 1115 of the Social Security Act to waive portions of the federal requirements under AFDC. This allowed states to test such changes as expanded earned income disregards, family caps, education and adult oversight requirements for minor mothers, increased work requirements and stronger sanctions for failure to comply with them, time limits on benefits, and expanded access to transitional benefits such as child care and medical assistance. As a condition of receiving waivers, states were required to conduct rigorous evaluations of the impacts of these changes on the welfare receipt, employment, and earnings of participants.

Public Law 104-193, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), replaced AFDC, AFDC administration, the Job Opportunities and Basic Skills Training (JOBS) program and the Emergency Assistance (EA) program with a block grant called the Temporary Assistance for Needy Families (TANF) program. Key elements of TANF include a lifetime limit of 60 months¹ on the amount of time a family with an adult can receive assistance funded with federal funds, increasing work participation rate requirements that states must meet for families receiving assistance, and broad state flexibility on program design and use of funds. Spending through the TANF block grant for state family assistance grants is capped and funded at \$16.5 billion per year, slightly above FY 1995 federal expenditures for the four component programs without adjusting for subsequent inflation. States also must meet a “maintenance of effort (MOE) requirement” by spending on needy families at least 80 percent of the amount of state funds used in FY 1994 on these programs (75 percent if they meet their work participation rate requirements).

¹ Many states limit TANF assistance to less than the 60-month federal maximum.

TANF gives states wide latitude in spending both federal TANF funds and state MOE funds. Subject to a few restrictions, TANF funds may be used in any way that supports one of the four statutory purposes of TANF: to provide assistance to needy families so that children can be cared for at home; to end the dependence of needy parents on government benefits by promoting job preparation, work and marriage; to prevent and reduce the incidence of out-of-wedlock pregnancies; and to encourage the formation and maintenance of two-parent families.

Legislative Changes

The current legislative authority for the TANF block grant is from the Deficit Reduction Act of 2005 (Public Law 109-171). Enacted in February 2006, the Deficit Reduction Act of 2005, or DRA (Public Law 109-171), reauthorized the original 1996 legislation at an annual funding level of \$16.5 billion for state family assistance grants and made changes to the state work participation requirements (effective FY 2007). Under TANF, states must engage a certain percentage of the families in countable activities for a minimum average number of hours per week or face financial penalty. Nominally, the requirement is 50 percent; however, a provision known as the caseload reduction credit allows a state to reduce the rate it must meet by the decline in its caseload (net of decline due to federal or state eligibility changes) between a base year and a comparison year (the year prior to the year of whose rate it affects). The DRA revised the base year of the caseload reduction credit from FY 1995 to FY 2005. Prior to the DRA, states had experienced dramatic caseload declines (many in excess of 40 percent) and the caseload reduction credit had virtually eliminated the work participation requirements for most states.

In addition, the DRA made families with an adult receiving assistance in a “separate state program” subject to the work participation rate. A separate state program is operated outside the rules of TANF but funded entirely with qualified state maintenance-of-effort expenditures. Additionally, HHS regulations created consistent definitions of countable work activities, specified the circumstances under which parents who reside with a child who is a recipient of assistance should be required to participate in work activities, and required states to establish and maintain work participation verification procedures.

Finally, the DRA included \$150 million for the Healthy Marriage Promotion and Responsible Fatherhood Grants in FY 2006 through FY 2010; the Claims Resolution Act of 2010 and other subsequent legislation continued to provide \$150 million for this purpose, specifying that funding should be equally split between healthy marriage and responsible fatherhood activities.

Data Issues Relating to the TANF Program and the AFDC-TANF Transition

States had the option of beginning their TANF programs as soon as PRWORA was enacted in August 1996, and a few states began TANF programs as early as September 1996. All states were required to implement TANF by July 1, 1997. Because states implemented TANF at different times, the FY 1997 data reflect a combination of the AFDC and TANF programs. In some states, limited data are available for FY 1997 because states were given a transition period of six months after they implemented TANF before they were required to report data on the characteristics and work activities of TANF participants.

Because of the greatly expanded range of allowable uses of funds under TANF, a substantial portion of TANF funds are being spent on activities other than cash payments to families and associated services. Table TANF 4 in this Appendix which tracks overall expenditure trends includes only those TANF funds spent on “cash and work-based assistance” and “administrative costs,” not on work activities, supportive services, or other allowable uses of funds. Spending on these other activities is detailed in Table TANF 5. Note that TANF administrative costs include funds spent administering all activities, not just cash and work-based assistance. (Administrative costs under AFDC had included a small amount of funds for administering AFDC child care programs; such programs, and the costs of administering them, were transferred to the Child Care and Development Fund as part of PRWORA.)

There also is potential for discontinuity between the AFDC and the TANF caseload figures. For example, under TANF there is no longer a separate “Unemployed Parent” (UP) program, as there was under AFDC. While a separate work participation rate is calculated for two-parent families, this population is not identical to the UP caseload under AFDC. It also is possible that a limited number of families will be

considered recipients of TANF assistance, even if they do not receive a monthly cash benefit. The vast majority of families receiving “assistance”² are, in fact, receiving cash payments.

Another data issue concerns the treatment of families who receive cash and other forms of assistance under Separate State Programs (SSPs), funded by MOE dollars rather than federal TANF funds. Under TANF, some states use SSP programs to serve specific categories of families (e.g., two-parent families, families who have exhausted their time limits). Initially, however, states did not have to include them in calculating of their work participation rates. As of October 2006, such families are included in the work participation rate calculation, but continue to be excluded from the application of the federal time limits on receipt of assistance. Starting with the 2004 edition, this *Indicators* report adds recipients in SSPs into the caseload totals³ (the split between TANF and SSP caseloads is shown in Table TANF 3, nationally, and in Table TANF 15, by state). Native Americans served through state TANF and SSP programs are included in these caseload counts, but families served through TANF programs operated by Tribal governments are excluded. Expenditures for SSPs are shown in Table TANF 5.

AFDC/TANF Program Data

The following tables and figures present data on caseloads, expenditures, and recipient characteristics of the AFDC and TANF programs. Trends in national caseloads and expenditures are shown in Figures TANF 1 and TANF 2, and the first set of tables (Tables TANF 1 through 6). These are followed by information on characteristics of AFDC/TANF families (Table TANF 7)⁴ and a series of tables presenting state-by-state data on trends in the AFDC/TANF program (Tables TANF 8 through 15). These data complement the data on trends in AFDC/TANF reciprocity and participation rates shown in Tables IND 3a and IND 4a in Chapter II.

AFDC/TANF Caseload Trends (Tables TANF 1 through TANF 3 and Figure TANF 1). After dramatic declines during the 1990s, welfare caseloads reached their lowest point since FY 1969 in FY 2008 and increased in FY 2009. With increases in the need for cash assistance due to the 2007-2009 recession, the average monthly number of recipients increased by almost 7 percent from FY 2008 to FY 2009. In FY 2009, the average monthly number of TANF recipients was 4.254 million persons. From the peak of 14.2 million in FY 1994, the number of AFDC/TANF recipients dropped by 72 percent in FY 2009.⁵

AFDC/TANF Expenditures (Figure TANF 2 and Tables TANF 4 through TANF 6). Tables TANF 4 and 5 show trends in expenditures on AFDC and TANF. Table TANF 4 tracks both programs, breaking out the costs of benefits and administrative expenses. It also shows the division between federal and state spending. Table TANF 5 shows the variety of activities funded under the TANF program.

Figure TANF 2 and Table TANF 6 show that inflation has had a significant effect in eroding the value of the average monthly AFDC/TANF benefit. In real dollars, by 2009 the average monthly benefit per recipient had declined by 35 percent from what it was at its peak in the late 1970s.

AFDC/TANF Recipient Characteristics (Table TANF 7). With the dramatic declines in the welfare rolls since the implementation of TANF, there has been discussion regarding how the composition of the caseload has changed over time. Two trends that emerged are the increases in the proportion of families with no adult in the assistance unit and employment among adult recipients.

One notable trend that occurred in the early years of TANF is the increase in the proportion of adult recipients who are working. From the peak in FY 1999 of 27.6 percent, adult employment status declined

² States are allowed to use TANF funds on a variety of services, including employment and training services, domestic violence services, child care, transportation, and other support services. Families receiving such services, however, generally should not be counted as recipients of TANF “assistance.” Under the final regulations for TANF, “assistance” primarily includes payments directed at ongoing basic needs. It includes payments when individuals are participating in community service and work experience (or other work activities) as a condition of receiving payments (e.g., workfare). In addition, the definition also includes certain child care and transportation benefits when families are not employed. It excludes, however, such things as: non-recurrent, short-term benefits; services without a cash value, such as education and training, case management, job search, and counseling; and benefits such as child care and transportation when provided to employed families. These are classified as “non-assistance.”

³ States began submitting caseload data on SSPs in FY 2000.

⁴ Family characteristics in Table TANF 7 may differ from those reported in Chapter II because the administrative data focus on recipients of assistance, whereas the survey-based data in Chapter II generally include all family members, regardless of whether they receive assistance themselves or not. For example, grandparents, adult siblings, aunts, uncles, and other adult relatives living in the same household as the recipient children may not receive assistance and thus may be excluded from the administrative data, yet they generally would be included in survey data on the family in which the TANF recipient resides.

⁵ Note that these figures include recipients in SSPs unless otherwise noted.

to a low of 21.6 percent before rebounding to 25.8 percent in FY 2008.⁶ This rate of employed adult recipients represents more than twice the 1996 rate of 11.3 percent and more than three and one-half times the FY 1992 rate of 6.6 percent, as shown in Table TANF 7.

Another notable change in the TANF caseload is the increasing number of cases without an adult recipient. Such cases occur when the adults are ineligible (because they are a caretaker relative, SSI parent, immigrant parent, or sanctioned parent). Families with no adults receiving assistance have increased from 15 percent of the caseload in FY 1992 to 48 percent in FY 2009.⁶ This dramatic growth has been due to an increase in the number of cases without recipient adults during the early 1990s, followed by a decline in the number of cases that included adults in the assistance unit.

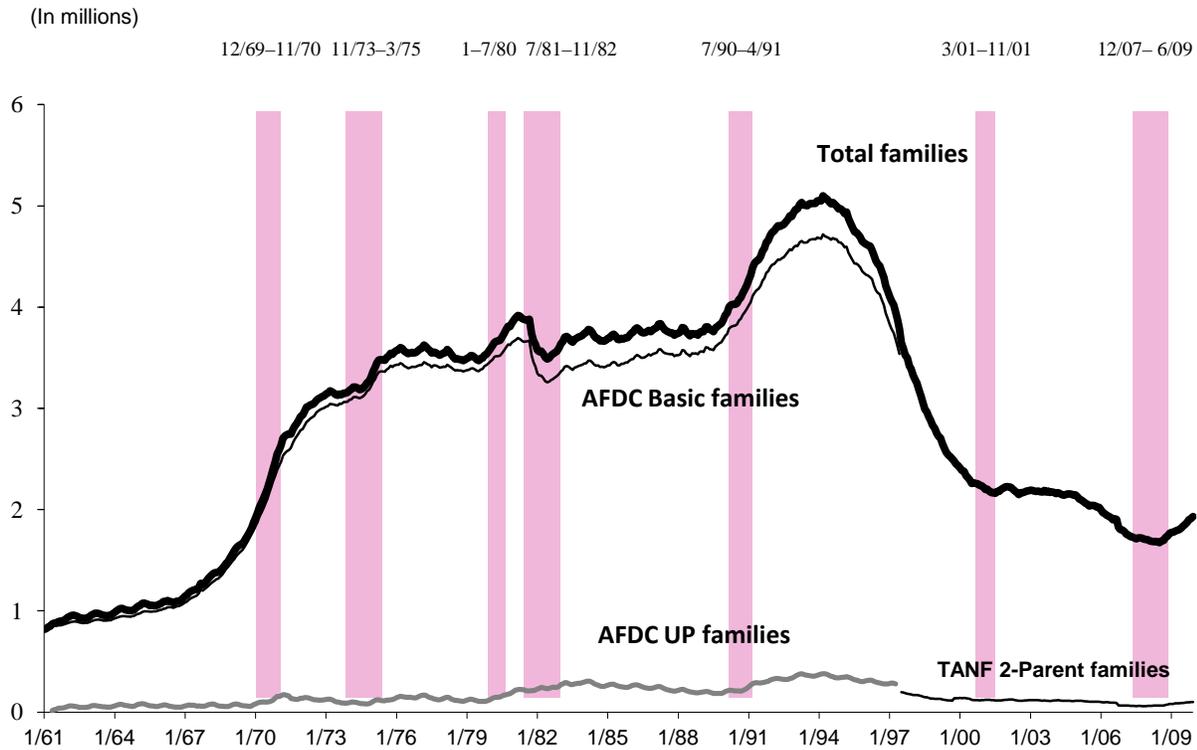
In other areas, TANF administrative data show few changes in composition. Analyses of program data have not found much evidence of an increase or decrease in readily observed barriers to employment in the current caseload. The question of whether the caseload has become more disadvantaged cannot be answered simply through TANF administrative data provided by the states, which do not contain detailed information on such barriers to employment as lack of basic skills, alcohol and drug abuse, domestic violence, and disabilities.

AFDC/TANF State-by-State Trends (Tables TANF 8 through TANF 15). There is a great deal of state-to-state variation in the trends discussed above. For example, as shown in Table TANF 10, while every state has experienced a caseload decline since the 1990s, the percentage change between the state's caseload peak and December 2009 ranges from 96 percent (Wyoming) to 41 percent (Washington). Sixteen states have experienced caseload declines of 75 percent or more. Table TANF 10 also shows that states reached their peak caseloads as early as May 1990 (Louisiana) and as late as June 1997 (Hawaii).

Table TANF 15 shows TANF and Separate State Program (SSP) families and recipients, by state. Eighteen states had such programs.

⁶ The percentages in this paragraph do not include cases served by SSP programs.

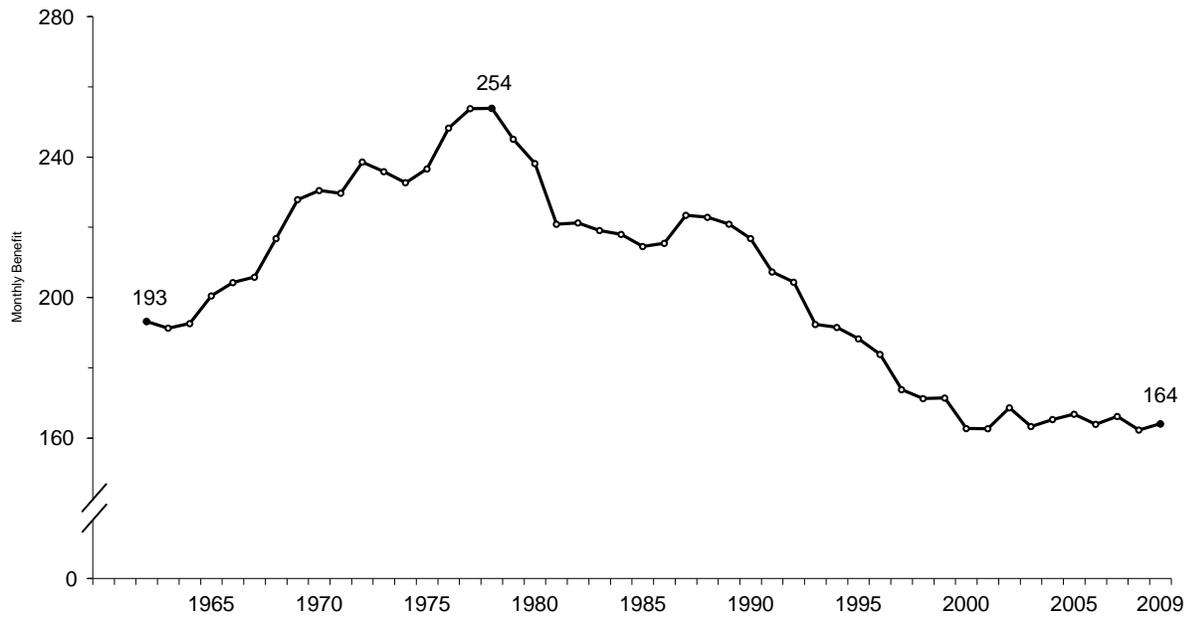
Figure TANF 1. Average Monthly AFDC/TANF Families Receiving Assistance



Note: "Basic Families" are single-parent families and "UP Families" are two-parent cases receiving benefits under AFDC Unemployed Parent programs that operated in certain states before FY 1991 and in all states after October 1, 1990. The AFDC Basic and UP programs were replaced by TANF as of July 1, 1997 under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Shaded areas indicate NBER designated periods of recession from peak to trough; NBER has established December 2007 as the beginning month of the current recession. The decrease in number of families receiving assistance during the 1981-82 recession stems from changes in eligibility requirements and other policy changes mandated by OBRA 1981. Beginning in 2000, "Total Families" includes TANF and SSP families. Beginning in 2000, "Total Families" includes TANF and SSP families. Last data point plotted is December 2009.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Figure TANF 2. Average Monthly AFDC/TANF Benefit per Recipient in Constant 2009 Dollars



Note: See Table TANF 6 for underlying data. Comparison of trends in the average monthly AFDC/TANF benefit per recipient in constant 2009 dollars with the weighted average maximum benefit in constant 2009 dollars.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992 & 1993* and earlier years along with unpublished data.

Table TANF 1. Trends in AFDC/TANF Caseloads: 1962-2009

| Fiscal Year | Average Monthly Number (thousands) | | | | | Children as a Percent of Total Recipients | Average ¹ Number of Children per Family |
|-------------------------|---------------------------------------|--|--------------------------------|---------------------|---------------------|---|---|
| | Total Families ¹ | AFDC UP ² Two-Parent Families | TANF Two-Parent Families | Total Recipients | Child Recipients | | |
| 1962..... | 924 | 48 | NA | 3,593 | 2,778 | 77.3 | 3.0 |
| 1964..... | 984 | 60 | NA | 4,059 | 3,043 | 75.0 | 3.1 |
| 1966..... | 1,074 | 62 | NA | 4,472 | 3,369 | 75.3 | 3.1 |
| 1968..... | 1,310 | 67 | NA | 5,349 | 4,013 | 75.0 | 3.1 |
| 1969..... | 1,539 | 66 | NA | 6,146 | 4,591 | 74.7 | 3.0 |
| 1970..... | 1,906 | 78 | NA | 7,415 | 5,484 | 74.0 | 2.9 |
| 1971..... | 2,531 | 143 | NA | 9,557 | 6,963 | 72.9 | 2.8 |
| 1972..... | 2,918 | 134 | NA | 10,632 | 7,698 | 72.4 | 2.6 |
| 1973..... | 3,123 | 120 | NA | 11,038 | 7,967 | 72.2 | 2.6 |
| 1974..... | 3,170 | 93 | NA | 10,845 | 7,825 | 72.2 | 2.5 |
| 1975..... | 3,357 | 100 | NA | 11,067 | 7,952 | 71.9 | 2.4 |
| 1976..... | 3,575 | 135 | NA | 11,386 | 8,054 | 70.7 | 2.3 |
| 1977..... | 3,593 | 149 | NA | 11,130 | 7,846 | 70.5 | 2.2 |
| 1978..... | 3,539 | 128 | NA | 10,672 | 7,492 | 70.2 | 2.1 |
| 1979..... | 3,496 | 114 | NA | 10,318 | 7,197 | 69.8 | 2.1 |
| 1980..... | 3,642 | 141 | NA | 10,597 | 7,320 | 69.1 | 2.0 |
| 1981..... | 3,871 | 209 | NA | 11,160 | 7,615 | 68.2 | 2.0 |
| 1982..... | 3,569 | 232 | NA | 10,431 | 6,975 | 66.9 | 2.0 |
| 1983..... | 3,651 | 272 | NA | 10,659 | 7,051 | 66.1 | 1.9 |
| 1984..... | 3,725 | 287 | NA | 10,866 | 7,153 | 65.8 | 1.9 |
| 1985..... | 3,692 | 261 | NA | 10,813 | 7,165 | 66.3 | 1.9 |
| 1986..... | 3,748 | 254 | NA | 10,997 | 7,300 | 66.4 | 1.9 |
| 1987..... | 3,784 | 236 | NA | 11,065 | 7,381 | 66.7 | 2.0 |
| 1988..... | 3,748 | 210 | NA | 10,920 | 7,325 | 67.1 | 2.0 |
| 1989..... | 3,771 | 193 | NA | 10,934 | 7,370 | 67.4 | 2.0 |
| 1990..... | 3,974 | 204 | NA | 11,460 | 7,755 | 67.7 | 2.0 |
| 1991..... | 4,374 | 268 | NA | 12,592 | 8,513 | 67.6 | 1.9 |
| 1992..... | 4,768 | 322 | NA | 13,625 | 9,226 | 67.7 | 1.9 |
| 1993..... | 4,981 | 359 | NA | 14,143 | 9,560 | 67.6 | 1.9 |
| 1994..... | 5,046 | 363 | NA | 14,226 | 9,611 | 67.6 | 1.9 |
| 1995..... | 4,871 | 335 | NA | 13,660 | 9,280 | 67.9 | 1.9 |
| 1996..... | 4,543 | 301 | NA | 12,645 | 8,671 | 68.6 | 1.9 |
| 1997 ² | 3,937 | 256 | NA | 10,935 | 7,781 ³ | 71.2 ³ | 2.0 ³ |
| 1998..... | 3,200 | NA | 162 | 8,790 | 6,273 | 71.4 | 2.0 |
| 1999..... | 2,674 | NA | 125 | 7,188 | 5,319 | 74.0 | 2.0 |
| 2000..... | 2,356 | NA | 132 | 6,324 | 4,598 | 72.7 | 2.0 |
| 2001..... | 2,200 | NA | 119 | 5,761 | 4,233 | 73.4 | 1.9 |
| 2002..... | 2,195 | NA | 118 | 5,656 | 4,149 | 73.3 | 1.9 |
| 2003..... | 2,181 | NA | 116 | 5,518 | 4,075 | 73.9 | 1.9 |
| 2004..... | 2,161 | NA | 114 | 5,377 | 3,993 | 74.3 | 1.8 |
| 2005..... | 2,090 | NA | 108 | 5,118 | 3,818 | 74.6 | 1.8 |
| 2006..... | 1,960 | NA | 98 | 4,741 | 3,565 | 75.2 | 1.8 |
| 2007..... | 1,754 | NA | 62 | 4,138 | 3,165 | 76.5 | 1.8 |
| 2008..... | 1,693 | NA | 63 | 3,982 | 3,044 | 76.5 | 1.8 |
| 2009..... | 1,796 | NA | 86 | 4,254 | 3,233 | 75.8 | 1.8 |

Note: Beginning in 2000, all caseload numbers include SSP families.

¹ Includes unemployed parent families under AFDC and two-parent families under TANF.

² The AFDC Unemployed Parent program was replaced when the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed AFDC and set up the Temporary Assistance for Needy Families (TANF) program.

³ Based on data from the AFDC reporting system that were available only for the first 9 months of the fiscal year.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table TANF 2. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups: 1970-2009

| Calendar Year ¹ | Total Recipients in the States & DC (thousands) | Child Recipients in the States & DC (thousands) | Recipients as a Percent of Total Population ² | Recipients as a Percent of Poverty Population ³ | Child Recipients as a Percent of Total Child Population ² | Child Recipients as a Percent of Children in Poverty ³ |
|----------------------------|---|---|--|--|--|---|
| 1970 | 8,303 | 6,104 | 4.0 | 32.7 | 8.7 | 58.5 |
| 1971 | 10,043 | 7,303 | 4.8 | 39.3 | 10.5 | 69.2 |
| 1972 | 10,736 | 7,766 | 5.1 | 43.9 | 11.2 | 75.5 |
| 1973 | 10,738 | 7,763 | 5.1 | 46.7 | 11.3 | 80.5 |
| 1974 | 10,621 | 7,637 | 5.0 | 45.4 | 11.2 | 75.2 |
| 1975 | 11,131 | 7,928 | 5.2 | 43.0 | 11.8 | 71.4 |
| 1976 | 11,098 | 7,850 | 5.1 | 44.4 | 11.8 | 76.4 |
| 1977 | 10,856 | 7,632 | 4.9 | 43.9 | 11.7 | 74.2 |
| 1978 | 10,387 | 7,270 | 4.7 | 42.4 | 11.2 | 73.2 |
| 1979 | 10,140 | 7,057 | 4.5 | 38.9 | 11.0 | 68.0 |
| 1980 | 10,599 | 7,295 | 4.7 | 36.2 | 11.5 | 63.2 |
| 1981 | 10,893 | 7,397 | 4.7 | 34.2 | 11.7 | 59.2 |
| 1982 | 10,161 | 6,767 | 4.4 | 29.5 | 10.8 | 49.6 |
| 1983 | 10,569 | 6,967 | 4.5 | 29.9 | 11.1 | 50.1 |
| 1984 | 10,643 | 7,017 | 4.5 | 31.6 | 11.2 | 52.3 |
| 1985 | 10,672 | 7,073 | 4.5 | 32.3 | 11.3 | 54.4 |
| 1986 | 10,850 | 7,206 | 4.5 | 33.5 | 11.5 | 56.0 |
| 1987 | 10,841 | 7,240 | 4.5 | 33.6 | 11.5 | 56.4 |
| 1988 | 10,728 | 7,201 | 4.4 | 33.8 | 11.4 | 57.8 |
| 1989 | 10,798 | 7,286 | 4.4 | 34.3 | 11.5 | 57.9 |
| 1990 | 11,497 | 7,781 | 4.6 | 34.2 | 12.1 | 57.9 |
| 1991 | 12,728 | 8,601 | 5.0 | 35.6 | 13.2 | 60.0 |
| 1992 | 13,571 | 9,189 | 5.3 | 35.7 | 13.8 | 60.1 |
| 1993 | 14,007 | 9,460 | 5.4 | 35.7 | 14.0 | 60.2 |
| 1994 | 13,970 | 9,448 | 5.3 | 36.7 | 13.8 | 61.8 |
| 1995 | 13,242 | 9,013 | 5.0 | 36.4 | 13.0 | 61.5 |
| 1996 | 12,156 | 8,355 | 4.5 | 33.3 | 11.9 | 57.8 |
| 1997 | 10,224 | 7,077 ⁴ | 3.7 | 28.7 | 10.0 | 50.1 |
| 1998 | 8,215 | 5,781 | 3.0 | 23.8 | 8.1 | 42.9 |
| 1999 | 6,709 | 4,836 | 2.4 | 20.5 | 6.7 | 39.4 |
| 2000 | 6,043 | 4,415 | 2.1 | 19.1 | 6.1 | 38.1 |
| 2001 | 5,631 | 4,140 | 2.0 | 17.1 | 5.7 | 35.3 |
| 2002 | 5,534 | 4,073 | 1.9 | 16.0 | 5.6 | 33.6 |
| 2003 | 5,424 | 4,024 | 1.9 | 15.1 | 5.5 | 31.3 |
| 2004 | 5,283 | 3,935 | 1.8 | 14.3 | 5.4 | 30.2 |
| 2005 | 4,975 | 3,726 | 1.7 | 13.5 | 5.1 | 28.9 |
| 2006 | 4,537 | 3,428 | 1.5 | 12.4 | 4.6 | 26.7 |
| 2007 | 4,038 | 3,093 | 1.3 | 10.8 | 4.2 | 23.2 |
| 2008 | 3,972 | 3,036 | 1.3 | 10.0 | 4.1 | 21.6 |
| 2009 | 4,331 | 3,268 | 1.4 | 9.9 | 4.4 | 21.6 |

¹ Total recipients are calculated here as the monthly average for the calendar year in order to compare with the calendar year counts of the poverty populations used to compute the reciprocity rates. From 2000 onward, total recipients includes SSP recipients as well as TANF recipients. See Table IND 3a for fiscal year reciprocity rates.

² Population numbers used as denominators are resident population. See *Current Population Reports*, Series P25-1106.

³ For poverty population data see *Current Population Reports*, Series P60-231 (available online at <http://www.census.gov/hhes/www/poverty.html>).

⁴ Estimated based on the ratio of children recipients to total recipients for January through June of 1997.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238.

Table TANF 3. TANF and Separate State Program (SSP) Families and Recipients: 2000-2009

[In thousands]

| Fiscal Year | TANF | SSP | Total |
|-------------|------------------|-----|-------|
| | Families | | |
| 2000 | 2,265 | 91 | 2,356 |
| 2001 | 2,117 | 82 | 2,200 |
| 2002 | 2,065 | 129 | 2,195 |
| 2003 | 2,032 | 149 | 2,181 |
| 2004 | 1,987 | 174 | 2,161 |
| 2005 | 1,920 | 170 | 2,090 |
| 2006 | 1,805 | 155 | 1,960 |
| 2007 | 1,699 | 55 | 1,754 |
| 2008 | 1,628 | 65 | 1,693 |
| 2009 | 1,727 | 69 | 1,796 |
| | All Recipients | | |
| 2000 | 5,943 | 380 | 6,324 |
| 2001 | 5,423 | 338 | 5,761 |
| 2002 | 5,149 | 508 | 5,656 |
| 2003 | 4,967 | 551 | 5,518 |
| 2004 | 4,784 | 593 | 5,377 |
| 2005 | 4,549 | 569 | 5,118 |
| 2006 | 4,222 | 520 | 4,742 |
| 2007 | 3,961 | 177 | 4,138 |
| 2008 | 3,782 | 199 | 3,982 |
| 2009 | 4,041 | 213 | 4,254 |
| | Child Recipients | | |
| 2000 | 4,370 | 228 | 4,598 |
| 2001 | 4,025 | 202 | 4,227 |
| 2002 | 3,841 | 308 | 4,149 |
| 2003 | 3,731 | 344 | 4,075 |
| 2004 | 3,617 | 376 | 3,993 |
| 2005 | 3,459 | 360 | 3,818 |
| 2006 | 3,237 | 328 | 3,565 |
| 2007 | 3,050 | 115 | 3,165 |
| 2008 | 2,914 | 130 | 3,044 |
| 2009 | 3,084 | 138 | 3,222 |

Note: Some states provide cash and other forms of assistance to specific categories of families under Separate State Programs (SSPs) which are funded out of Maintenance of Effort (MOE) dollars rather than federal TANF funds. See Table TANF 15 for SSPs by state.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table TANF 4. Federal and State TANF Program and Other Related Spending: 1970 – 2009

[In millions of dollars]

| Fiscal Year | Federal Funds (Current Dollars) | | State Funds (Current Dollars) | | Total (Current Dollars) | | Total (Constant 2009 Dollars ¹) | |
|-------------------|------------------------------------|--------------------|----------------------------------|-------|----------------------------|--------------------|--|---------|
| | Benefits | Admin | Benefits | Admin | Benefits | Admin | Benefits | Admin |
| 1970 | \$2,187 | \$572 ² | \$1,895 | \$309 | \$4,082 | \$881 ² | \$20,509 | \$4,426 |
| 1971 | 3,008 | 271 | 2,469 | 254 | 5,477 | 525 | 26,344 | 2,525 |
| 1972 | 3,612 | 240 ³ | 2,942 | 241 | 6,554 | 481 ³ | 30,442 | 2,234 |
| 1973 | 3,865 | 313 | 3,138 | 296 | 7,003 | 610 | 31,241 | 2,721 |
| 1974 | 4,071 | 379 | 3,300 | 362 | 7,371 | 740 | 30,287 | 3,041 |
| 1975 | 4,625 | 552 | 3,787 | 529 | 8,412 | 1,082 | 31,503 | 4,052 |
| 1976 | 5,258 | 541 | 4,418 | 527 | 9,676 | 1,069 | 33,921 | 3,748 |
| 1977 | 5,626 | 595 | 4,762 | 583 | 10,388 | 1,177 | 33,900 | 3,841 |
| 1978 | 5,724 | 631 | 4,898 | 617 | 10,621 | 1,248 | 32,516 | 3,821 |
| 1979 | 5,825 | 683 | 4,954 | 668 | 10,779 | 1,350 | 30,346 | 3,801 |
| 1980 | 6,448 | 750 | 5,508 | 729 | 11,956 | 1,479 | 30,290 | 3,747 |
| 1981 | 6,928 | 835 | 5,917 | 814 | 12,845 | 1,648 | 29,582 | 3,795 |
| 1982 | 6,922 | 878 | 5,934 | 878 | 12,857 | 1,756 | 27,699 | 3,783 |
| 1983 | 7,332 | 915 | 6,275 | 915 | 13,607 | 1,830 | 28,026 | 3,769 |
| 1984 | 7,707 | 876 | 6,664 | 822 | 14,371 | 1,698 | 28,425 | 3,359 |
| 1985 | 7,817 | 890 | 6,763 | 889 | 14,580 | 1,779 | 27,839 | 3,397 |
| 1986 | 8,239 | 993 | 6,996 | 967 | 15,235 | 1,960 | 28,432 | 3,658 |
| 1987 | 8,914 | 1,081 | 7,409 | 1,052 | 16,323 | 2,133 | 29,669 | 3,877 |
| 1988 | 9,125 | 1,194 | 7,538 | 1,159 | 16,663 | 2,353 | 29,204 | 4,124 |
| 1989 | 9,433 | 1,211 | 7,807 | 1,206 | 17,240 | 2,417 | 28,986 | 4,064 |
| 1990 | 10,149 | 1,358 | 8,390 | 1,303 | 18,539 | 2,661 | 29,812 | 4,279 |
| 1991 | 11,165 | 1,373 | 9,191 | 1,300 | 20,356 | 2,673 | 31,322 | 4,113 |
| 1992 | 12,258 | 1,459 | 9,993 | 1,378 | 22,250 | 2,837 | 33,418 | 4,261 |
| 1993 | 12,270 | 1,518 | 10,016 | 1,438 | 22,286 | 2,956 | 32,644 | 4,330 |
| 1994 | 12,512 | 1,680 | 10,285 | 1,621 | 22,797 | 3,301 | 32,690 | 4,734 |
| 1995 | 12,019 | 1,770 | 10,014 | 1,751 | 22,032 | 3,521 | 30,860 | 4,932 |
| 1996 | 11,065 | 1,633 | 9,346 | 1,633 | 20,411 | 3,266 | 27,892 | 4,463 |
| 1997 ⁴ | 9,748 | 1,273 | 7,799 | 1,098 | 17,547 | 2,371 | 23,398 | 3,161 |
| 1998 | 7,518 | 1,231 | 7,096 | 1,028 | 14,614 | 2,259 | 19,201 | 2,969 |
| 1999 | 6,475 | 1,407 | 6,975 | 884 | 13,449 | 2,291 | 17,359 | 2,957 |
| 2000 | 5,444 | 1,570 | 5,736 | 1,032 | 11,180 | 2,302 | 13,993 | 3,257 |
| 2001 | 4,772 | 1,598 | 5,390 | 1,042 | 10,163 | 2,639 | 12,327 | 3,201 |
| 2002 | 4,554 | 1,633 | 4,854 | 983 | 9,408 | 2,617 | 11,242 | 3,127 |
| 2003 | 5,820 | 1,592 | 4,398 | 859 | 10,219 | 2,451 | 11,929 | 2,861 |
| 2004 | 4,717 | 1,471 | 5,652 | 828 | 10,368 | 2,300 | 11,831 | 2,624 |
| 2005 | 5,193 | 1,507 | 5,546 | 870 | 10,739 | 2,377 | 11,865 | 2,626 |
| 2006 | 4,926 | 1,525 | 4,980 | 886 | 9,906 | 2,411 | 10,555 | 2,569 |
| 2007 | 4,533 | 1,553 | 4,583 | 955 | 9,116 | 2,508 | 9,488 | 2,611 |
| 2008 | 4,755 | 1,523 | 3,894 | 1,054 | 8,649 | 2,577 | 8,622 | 2,569 |
| 2009 | 4,504 | 1,572 | 4,820 | 911 | 9,324 | 2,483 | 9,324 | 2,483 |

Note: Benefits do not include emergency assistance payments and have not been reduced by child support collections. Foster care payments are included from 1971 to 1980. State funds for benefits include benefits under Separate State Programs. Beginning in fiscal year 1984, the cost of certifying AFDC households for food stamps is shown in the food stamp program's appropriation under the U.S. Department of Agriculture. Administrative costs include: Work Program, ADP, FAMIS, Fraud Control, Child Care administration (through 1996), SAVE and other State and local administrative expenditures.

¹ Constant dollar adjustments to 2009 level were made using a CPI-U-RS fiscal year price index.

² Includes expenditures for services.

³ Administrative expenditures only.

⁴ The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance for Needy Families (TANF) program. Under PRWORA, spending categories are not entirely equivalent to those under AFDC: for example administrative expenses under TANF do not include IV-A child care administration (which accounted for 4 percent of 1996 administrative expense).

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Administration.

Table TANF 5. Federal TANF and State MOE Spending: 2000 – 2009

[In millions of dollars]

| Fiscal Year | Basic Assistance | Work Activities | Child Care | Transportation | Administration | Systems | Other Expenditures | Total Expenditures |
|---|------------------|-----------------|------------|----------------|----------------|---------|--------------------|--------------------|
| Federal TANF Grants | | | | | | | | |
| 2000 | 5,444 | 1,606 | 1,553 | 496 | 1,328 | 242 | 2,715 | 13,384 |
| 2001 | 4,772 | 1,983 | 1,583 | 522 | 1,375 | 223 | 4,325 | 14,782 |
| 2002 | 4,554 | 2,121 | 1,572 | 339 | 1,339 | 294 | 4,368 | 14,588 |
| 2003 | 5,820 | 1,937 | 1,698 | 434 | 1,307 | 285 | 4,772 | 16,254 |
| 2004 | 4,717 | 1,613 | 1,427 | 354 | 1,220 | 251 | 4,811 | 14,393 |
| 2005 | 5,193 | 1,702 | 1,279 | 393 | 1,277 | 230 | 4,089 | 14,164 |
| 2006 | 4,926 | 1,681 | 1,238 | 341 | 1,294 | 231 | 3,859 | 13,570 |
| 2007 | 4,532 | 1,678 | 1,168 | 354 | 1,317 | 236 | 4,352 | 13,637 |
| 2008 | 4,755 | 1,696 | 1,622 | 399 | 1,305 | 219 | 4,478 | 14,474 |
| 2009 | 4,504 | 1,778 | 1,787 | 420 | 1,365 | 207 | 5,118 | 15,179 |
| State Maintenance of Effort Expenditures in the TANF Program | | | | | | | | |
| 2000 | 5,432 | 884 | 1,893 | 150 | 921 | 92 | 1,170 | 10,541 |
| 2001 | 4,887 | 685 | 1,730 | 113 | 920 | 83 | 1,195 | 9,613 |
| 2002 | 3,994 | 582 | 1,860 | 221 | 877 | 66 | 1,554 | 9,154 |
| 2003 | 3,597 | 596 | 1,993 | 73 | 766 | 60 | 1,441 | 8,526 |
| 2004 | 4,729 | 501 | 1,878 | 119 | 721 | 55 | 1,330 | 9,333 |
| 2005 | 4,537 | 429 | 1,761 | 111 | 776 | 46 | 1,489 | 9,148 |
| 2006 | 4,105 | 630 | 2,120 | 102 | 793 | 41 | 1,323 | 9,114 |
| 2007 | 4,098 | 643 | 2,355 | 101 | 879 | 51 | 2,264 | 10,390 |
| 2008 | 3,499 | 552 | 2,419 | 91 | 987 | 54 | 2,791 | 10,523 |
| 2009 | 4,745 | 561 | 2,183 | 102 | 825 | 72 | 5,839 | 14,327 |
| State Maintenance of Effort Expenditures in Separate State Programs | | | | | | | | |
| 2000 | 305 | 11 | 73 | 17 | 19 | 0 | 431 | 856 |
| 2001 | 503 | 28 | 34 | 20 | 38 | 1 | 499 | 1,125 |
| 2002 | 860 | 24 | 72 | 24 | 41 | -.5 | 652 | 1,673 |
| 2003 | 801 | 66 | -223 | 36 | 33 | -.3 | 848 | 1,560 |
| 2004 | 922 | 40 | 45 | 19 | 52 | 1.1 | 1,016 | 2,095 |
| 2005 | 1,009 | 36 | 157 | 19 | 46 | 1.9 | 999 | 2,268 |
| 2006 | 875 | 53 | 184 | 29 | 51 | 1.3 | 1,716 | 2,910 |
| 2007 | 485 | 18 | 194 | 19 | 25 | 0.6 | 2,154 | 2,896 |
| 2008 | 394 | 22 | 195 | 19 | 12 | 1.0 | 2,488 | 3,133 |
| 2009 | 75 | 20 | 164 | 25 | 11 | 1.7 | 775 | 1,072 |
| Total Expenditures | | | | | | | | |
| 2000 | 11,180 | 2,501 | 3,519 | 663 | 2,267 | 335 | 4,316 | 24,781 |
| 2001 | 10,163 | 2,696 | 3,347 | 655 | 2,333 | 306 | 6,019 | 25,520 |
| 2002 | 9,408 | 2,727 | 3,504 | 584 | 2,258 | 359 | 6,574 | 25,414 |
| 2003 | 10,219 | 2,599 | 3,468 | 543 | 2,106 | 345 | 7,060 | 26,340 |
| 2004 | 10,368 | 2,154 | 3,350 | 492 | 1,992 | 307 | 7,157 | 25,821 |
| 2005 | 10,739 | 2,167 | 3,197 | 523 | 2,099 | 278 | 6,577 | 25,580 |
| 2006 | 9,906 | 2,364 | 3,542 | 472 | 2,138 | 273 | 6,898 | 25,594 |
| 2007 | 9,115 | 2,338 | 3,717 | 474 | 2,221 | 287 | 8,770 | 26,922 |
| 2008 | 8,649 | 2,270 | 4,236 | 510 | 2,304 | 274 | 9,888 | 28,130 |
| 2009 | 9,324 | 2,359 | 4,134 | 547 | 2,202 | 281 | 11,732 | 30,578 |

Note: Administration and Systems, shown separately here in Table TANF 5, can be combined to show total administrative costs, as in Table TANF 3.
 Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Administration.

Table TANF 6. Trends in AFDC/TANF Average Monthly Payments: 1962 – 2009

| Fiscal Year | Monthly Benefit per Recipient | | Average Number of Persons per Family | Monthly Benefit per Family (not reduced by Child Support) | | Weighted Average ¹ Maximum Benefit (per 3-person Family) | |
|-------------------|-------------------------------|-----------------|--|---|-----------------|---|-----------------|
| | Current Dollars | 2009 Dollars | | Current Dollars | 2009 Dollars | Current Dollars | 2009 Dollars |
| | 1962 | \$31 | | \$193 | 3.9 | \$121 | \$752 |
| 1963 | 31 | 191 | 4.0 | 126 | 772 | NA | NA |
| 1964 | 32 | 193 | 4.1 | 131 | 795 | NA | NA |
| 1965 | 34 | 200 | 4.2 | 140 | 836 | NA | NA |
| 1966 | 35 | 204 | 4.2 | 146 | 850 | NA | NA |
| 1967 | 36 | 206 | 4.1 | 150 | 851 | NA | NA |
| 1968 | 40 | 217 | 4.1 | 162 | 887 | NA | NA |
| 1969 | 43 | 228 | 4.0 | 173 | 911 | \$186 ² | \$983 |
| 1970 | 46 | 230 | 3.9 | 178 | 895 | 194 ² | 976 |
| 1971 | 48 | 230 | 3.8 | 180 | 867 | 201 ² | 967 |
| 1972 | 51 | 239 | 3.6 | 187 | 869 | 205 ² | 954 |
| 1973 | 53 | 236 | 3.5 | 187 | 834 | 213 ² | 949 |
| 1974 | 57 | 233 | 3.4 | 194 | 796 | 229 ² | 940 |
| 1975 | 63 | 237 | 3.3 | 209 | 782 | 243 | 910 |
| 1976 | 71 | 248 | 3.2 | 226 | 791 | 257 | 900 |
| 1977 | 78 | 254 | 3.1 | 241 | 786 | 271 | 884 |
| 1978 | 83 | 254 | 3.0 | 250 | 766 | 284 | 870 |
| 1979 | 87 | 245 | 3.0 | 257 | 723 | 301 | 847 |
| 1980 | 94 | 238 | 2.9 | 274 | 693 | 320 | 811 |
| 1981 | 96 | 221 | 2.9 | 277 | 637 | 326 | 750 |
| 1982 | 103 | 221 | 2.9 | 300 | 647 | 331 | 712 |
| 1983 | 106 | 219 | 2.9 | 311 | 640 | 336 | 692 |
| 1984 | 110 | 218 | 2.9 | 322 | 636 | 352 | 695 |
| 1985 | 112 | 215 | 2.9 | 329 | 628 | 369 | 705 |
| 1986 | 115 | 215 | 2.9 | 339 | 632 | 383 | 715 |
| 1987 | 123 | 223 | 2.9 | 359 | 653 | 393 | 715 |
| 1988 | 127 | 223 | 2.9 | 370 | 649 | 403 | 707 |
| 1989 | 131 | 221 | 2.9 | 381 | 641 | 413 | 694 |
| 1990 | 135 | 217 | 2.9 | 389 | 625 | 420 | 675 |
| 1991 | 135 | 207 | 2.9 | 388 | 597 | 424 | 653 |
| 1992 | 136 | 204 | 2.9 | 389 | 584 | 419 | 629 |
| 1993 | 131 | 192 | 2.8 | 373 | 546 | 414 | 607 |
| 1994 | 134 | 191 | 2.8 | 376 | 540 | 416 | 596 |
| 1995 | 134 | 188 | 2.8 | 377 | 528 | 418 | 586 |
| 1996 | 135 | 184 | 2.8 | 374 | 512 | 419 | 573 |
| 1997 ³ | 130 | 174 | 2.8 | 362 | 483 | 418 | 558 |
| 1998 | 130 | 171 | 2.7 | 358 | 470 | 429 | 564 |
| 1999 | 133 | 171 | 2.7 | 357 | 461 | 450 | 581 |
| 2000 | 130 | 163 | 2.7 | 349 | 437 | 446 | 558 |
| 2001 | 134 | 163 | 2.6 | 351 | 426 | 448 | 543 |
| 2002 | 141 | 169 | 2.6 | 364 | 435 | 452 | 540 |
| 2003 | 140 | 163 | 2.5 | 354 | 413 | 455 | 531 |
| 2004 | 145 | 165 | 2.5 | 360 | 411 | 462 | 528 |
| 2005 | 151 | 167 | 2.4 | 370 | 408 | 468 | 517 |
| 2006 | 154 | 164 | 2.4 | 372 | 397 | 489 | 521 |
| 2007 | 160 | 166 | 2.4 | 377 | 392 | 499 | 519 |
| 2008 | 163 | 162 | 2.4 | 383 | 382 | 510 | 508 |
| 2009 | 164 | 164 | 2.4 | 389 | 389 | 507 | 507 |

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 2009 level were made using a CPI-U-RS fiscal-year price index.

¹ The maximum benefit for a 3-person family in each state is weighted by that state's share of total AFDC/TANF families.

² Estimated based on the weighted average benefit for a 4-person family.

³ The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance for Needy Families (TANF) program. Beginning in 1997, average monthly benefits are calculated from case-level data rather than by dividing aggregate expenditures on cash assistance by aggregate caseloads, as in the past. This change was necessary due to uncertainty about the extent to which states may be reporting non-cash basic assistance as well as cash assistance in the expenditure data formerly used to calculate average cash benefits.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics*, 1992 & 1993 and earlier years along with unpublished data.

Table TANF 7. Characteristics of AFDC/TANF Families: Selected Years 1969 – 2009

| | May | May | March | Fiscal year ¹ | | | | | | |
|--|-------------------|------|-------|--------------------------|------|------|------|-------------------|-------------------|-------------------|
| | 1969 | 1975 | 1979 | 1983 | 1988 | 1992 | 1996 | 2000 | 2004 | 2009 |
| Avg. Family Size (persons) | 4.0 | 3.2 | 3.0 | 3.0 | 3.0 | 2.9 | 2.8 | 2.6 | 2.4 | 2.3 |
| Number of Child Recipients | | | | | | | | | | |
| One | 26.6 | 37.9 | 42.3 | 43.4 | 42.5 | 42.5 | 43.9 | 44.2 | 48.9 | 50.8 |
| Two | 23.0 | 26.0 | 28.1 | 29.8 | 30.2 | 30.2 | 29.9 | 28.4 | 27.7 | 26.9 |
| Three | 17.7 | 16.1 | 15.6 | 15.2 | 15.8 | 15.5 | 15.0 | 15.3 | 13.2 | 12.9 |
| Four or More | 32.5 | 20.0 | 13.9 | 10.1 | 9.9 | 10.1 | 9.2 | 10.1 | 8.4 | 7.5 |
| Unknown | NA | NA | NA | 1.5 | 1.7 | 0.7 | 1.3 | 2.0 | 1.8 | 1.8 |
| Families with No Adult in Asst. Unit | 10.1 | 12.5 | 14.6 | 8.3 | 9.6 | 14.8 | 21.5 | 34.4 | 43.6 | 48.1 |
| Child-Only Families ² | – | – | – | – | – | – | – | 32.7 | 40.9 | 45.2 |
| Families with Non-Recipients | 33.1 | 34.8 | NA | 36.9 | 36.8 | 38.9 | 49.9 | – | – | – |
| Median Months on AFDC/TANF | | | | | | | | | | |
| Since Most Recent Opening | 23.0 | 31.0 | 29.0 | 26.0 | 26.3 | 22.5 | 23.6 | – | – | – |
| Presence of Assistance | | | | | | | | | | |
| Living in Public Housing | 12.8 | 14.6 | NA | 10.0 | 9.6 | 9.2 | 8.8 | 17.7 | 18.8 | 13.7 |
| Participating in Food Stamp or Donated Food Program | 52.9 | 75.1 | 75.1 | 83.0 | 84.6 | 87.3 | 89.3 | 79.9 | 81.5 | 80.7 |
| Presence of Income | | | | | | | | | | |
| With Earnings | NA | 14.6 | 12.8 | 5.7 | 8.4 | 7.4 | 11.1 | 23.6 ³ | 18.9 ³ | 21.8 ³ |
| No Non-AFDC/TANF Income | 56.0 | 71.1 | 80.6 | 86.8 | 79.6 | 78.9 | 76.0 | 71.6 ³ | 75.8 ³ | 74.5 ³ |
| Adult Employment Status (percent of adults) | | | | | | | | | | |
| Employed | – | – | – | – | – | 6.6 | 11.3 | 26.4 | 22.0 | 23.5 |
| Unemployed | – | – | – | – | – | – | – | 49.2 | 50.2 | 47.3 |
| Not in Labor Force | – | – | – | – | – | – | – | 24.3 | 27.8 | 29.2 |
| Adult Women's Employment Status (percent of adult female recipients):⁴ | | | | | | | | | | |
| Full-time job | 8.2 | 10.4 | 8.7 | 1.5 | 2.2 | 2.2 | 4.7 | – | – | – |
| Part-time job | 6.3 | 5.7 | 5.4 | 3.4 | 4.2 | 4.2 | 5.4 | – | – | – |
| Marital Status (percent of adults) | | | | | | | | | | |
| Single | – | – | – | – | – | – | – | 65.3 | 69.1 | 69.5 |
| Married | – | – | – | – | – | – | – | 12.4 | 10.3 | 14.4 |
| Separated | – | – | – | – | – | – | – | 13.1 | 11.9 | 9.9 |
| Widowed | – | – | – | – | – | – | – | 0.7 | 0.6 | 0.3 |
| Divorced | – | – | – | – | – | – | – | 8.5 | 8.1 | 6.1 |
| Basis for Child's Eligibility (percent children): | | | | | | | | | | |
| Incapacitated | 11.7 ⁵ | 7.7 | 5.3 | 3.4 | 3.7 | 4.1 | 4.3 | – | – | – |
| Unemployed | 4.6 ⁵ | 3.7 | 4.1 | 8.7 | 6.5 | 8.2 | 8.3 | – | – | – |
| Death | 5.5 ⁵ | 3.7 | 2.2 | 1.8 | 1.8 | 1.6 | 1.6 | – | – | – |
| Divorce or Separation | 43.3 ⁵ | 48.3 | 44.7 | 38.5 | 34.6 | 30.0 | 24.3 | – | – | – |
| Absent, No Marriage Tie | 27.9 ⁵ | 31.0 | 37.8 | 44.3 | 51.9 | 53.1 | 58.6 | – | – | – |
| Absent, Other Reason | 3.5 ⁵ | 4.0 | 5.9 | 1.4 | 1.6 | 2.0 | 2.4 | – | – | – |
| Unknown | – | – | – | 1.7 | – | 0.9 | 0.6 | – | – | – |

Note: Figures are percentages of families/cases unless noted otherwise.

¹ Percentages are based on the average monthly TANF caseload during the year. Hawaii and the territories are not included in 1983. Data after 1986 include the territories and Hawaii. Unlike most of the figures in this report, this table does not include families from Separate State Programs (SSP).

² Adults that live in TANF families with children are sometimes excluded from the assistance unit because they have been sanctioned, receive disability income from Supplemental Security Income (SSI), have been time-limited, do not qualify based on citizenship requirements, or are non-parental caretakers such as relatives or other adults taking responsibility for the children.

³ Presence of income is measured as a percentage of adult recipients (not families) in FY 1998 and subsequent years.

⁴ For years prior to 1983, data are for mothers only.

⁵ Calculated on the basis of total number of families.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, unpublished data and *Characteristics and Financial Circumstances of TANF Recipients: TANF Annual Report to Congress* selected years.

Table TANF 8. AFDC/TANF Benefits by State: Selected Fiscal Years 1978 – 2009

[In millions of dollars]

| | 1978 | 1984 | 1986 | 1988 | 1990 | 1994 | 1998 | 2000 | 2004 | 2009 |
|----------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|----------------|
| Alabama | \$78 | \$74 | \$68 | \$62 | \$62 | \$92 | \$44 | \$36 | \$45 | \$42 |
| Alaska | 17 | 37 | 46 | 54 | 60 | 113 | 77 | 55 | 43 | 32 |
| Arizona | 30 | 67 | 79 | 103 | 138 | 266 | 145 | 107 | 183 | 138 |
| Arkansas | 51 | 39 | 48 | 53 | 57 | 57 | 26 | 34 | 17 | 17 |
| California | 1,813 | 3,207 | 3,574 | 4,091 | 4,955 | 6,088 | 4,128 | 3,643 | 3,286 | 3,510 |
| Colorado | 74 | 107 | 107 | 125 | 137 | 158 | 80 | 48 | 65 | 52 |
| Connecticut | 168 | 226 | 223 | 218 | 295 | 397 | 305 | 166 | 126 | 89 |
| Delaware | 28 | 28 | 25 | 24 | 29 | 40 | 24 | 20 | 20 | 18 |
| Dist. of Columbia | 91 | 75 | 77 | 76 | 84 | 126 | 97 | 72 | 70 | 23 |
| Florida | 145 | 251 | 261 | 318 | 418 | 806 | 357 | 234 | 239 | 180 |
| Georgia | 103 | 149 | 223 | 266 | 321 | 428 | 313 | 180 | 162 | 55 |
| Hawaii | 83 | 83 | 73 | 77 | 99 | 163 | 153 | 141 | 87 | 70 |
| Idaho | 21 | 21 | 19 | 19 | 20 | 30 | 6 | 3 | 7 | 6 |
| Illinois | 699 | 845 | 886 | 815 | 839 | 914 | 771 | 269 | 110 | 61 |
| Indiana | 118 | 153 | 148 | 167 | 170 | 228 | 104 | 87 | 122 | 109 |
| Iowa | 107 | 159 | 170 | 155 | 152 | 169 | 104 | 79 | 80 | 62 |
| Kansas | 73 | 87 | 91 | 97 | 105 | 123 | 41 | 43 | 61 | 46 |
| Kentucky | 122 | 135 | 104 | 143 | 179 | 198 | 147 | 104 | 106 | 117 |
| Louisiana | 97 | 145 | 162 | 182 | 188 | 168 | 103 | 58 | 65 | 43 |
| Maine | 51 | 69 | 84 | 80 | 101 | 108 | 80 | 73 | 77 | 75 |
| Maryland | 166 | 229 | 250 | 250 | 296 | 314 | 192 | 196 | 110 | 107 |
| Massachusetts | 476 | 406 | 471 | 558 | 630 | 730 | 442 | 336 | 341 | 325 |
| Michigan | 780 | 1,214 | 1,248 | 1,231 | 1,211 | 1,132 | 589 | 386 | 401 | 336 |
| Minnesota | 164 | 287 | 322 | 338 | 355 | 379 | 276 | 193 | 167 | 90 |
| Mississippi | 33 | 58 | 74 | 85 | 86 | 82 | 60 | 18 | 32 | 19 |
| Missouri | 152 | 196 | 209 | 215 | 228 | 287 | 180 | 139 | 138 | 104 |
| Montana | 15 | 27 | 37 | 41 | 40 | 49 | 30 | 21 | 21 | 16 |
| Nebraska | 38 | 56 | 62 | 56 | 59 | 62 | 41 | 41 | 64 | 26 |
| Nevada | 8 | 10 | 16 | 20 | 27 | 48 | 39 | 28 | 32 | 47 |
| New Hampshire | 21 | 16 | 20 | 21 | 32 | 62 | 39 | 32 | 34 | 34 |
| New Jersey | 489 | 485 | 509 | 459 | 451 | 531 | 372 | 222 | 267 | 182 |
| New Mexico | 32 | 49 | 51 | 56 | 61 | 144 | 104 | 113 | 73 | 60 |
| New York | 1,689 | 1,916 | 2,099 | 2,140 | 2,259 | 2,913 | 2,149 | 1,554 | 1,586 | 1,458 |
| North Carolina | 138 | 149 | 138 | 206 | 247 | 353 | 211 | 140 | 119 | 89 |
| North Dakota | 14 | 16 | 20 | 22 | 24 | 26 | 22 | 12 | 12 | 9 |
| Ohio | 441 | 725 | 804 | 805 | 877 | 1,016 | 546 | 368 | 320 | 432 |
| Oklahoma | 74 | 85 | 100 | 119 | 132 | 165 | 72 | 78 | 43 | 22 |
| Oregon | 148 | 101 | 120 | 128 | 145 | 197 | 141 | 34 | 85 | 115 |
| Pennsylvania | 726 | 724 | 389 | 747 | 798 | 935 | 523 | 573 | 385 | 198 |
| Rhode Island | 59 | 71 | 79 | 82 | 99 | 136 | 117 | 105 | 79 | 45 |
| South Carolina | 52 | 75 | 103 | 91 | 96 | 115 | 52 | 91 | 18 | 40 |
| South Dakota | 18 | 17 | 15 | 21 | 22 | 25 | 14 | 10 | 11 | 14 |
| Tennessee | 77 | 83 | 100 | 125 | 168 | 215 | 108 | 146 | 120 | 128 |
| Texas | 122 | 229 | 281 | 344 | 416 | 544 | 315 | 248 | 213 | 84 |
| Utah | 41 | 52 | 55 | 61 | 64 | 77 | 50 | 40 | 45 | 33 |
| Vermont | 21 | 40 | 40 | 40 | 48 | 65 | 47 | 39 | 35 | 17 |
| Virginia | 136 | 165 | 179 | 169 | 177 | 253 | 123 | 186 | 112 | 74 |
| Washington | 175 | 294 | 375 | 401 | 438 | 610 | 450 | 312 | 322 | 318 |
| West Virginia | 53 | 75 | 109 | 107 | 110 | 126 | 52 | 49 | 69 | 32 |
| Wisconsin | 260 | 519 | 444 | 506 | 440 | 425 | 145 | 7 | 136 | 113 |
| Wyoming | 6 | 13 | 16 | 19 | 19 | 21 | 7 | 9 | 5 | 11 |
| United States | \$10,621 | \$14,371 | \$15,236 | \$16,663 | \$18,543 | \$22,798 | \$14,614 | \$11,180 | \$10,368 | \$9,324 |

Note: Benefits refers to total cash benefits paid, (see Table TANF 4) but does not include emergency assistance payments.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Program Support, Office of Management Services, data from the ACF-196 TANF Report and ACF-231 AFDC Line by Line Report.

Table TANF 9. Comparison of Federal Funding for AFDC and Related Programs and 2009 Total Family Assistance Grants Awarded Under PRWORA

[In millions of dollars]

| State | FY 1996 Grants for AFDC, EA & JOBS ¹ | FY 2009 Family Assistance Grants & Supplemental ² | FY 2009 Contingency Fund Awards ³ | FY 2009 Total Awards | Change from FY 1996 Level To FY 2009 | Percent Change from FY 1996 Level |
|----------------------|--|---|--|----------------------------|---|---|
| Alabama | \$79.0 | \$104.4 | — | 104.4 | 25.4 | 32 |
| Alaska | 60.7 | 70.5 | — | 70.5 | 9.8 | 16 |
| Arizona | 200.6 | 246.3 | 40.0 | 302.3 | 101.7 | 51 |
| Arkansas | 54.3 | 63.0 | 11.3 | 74.3 | 20.0 | 37 |
| California | 3,545.6 | 3,733.8 | — | 3,719.9 | 174.3 | 5 |
| Colorado | 138.9 | 149.6 | 24.9 | 174.6 | 35.6 | 26 |
| Connecticut | 221.1 | 266.8 | — | 266.8 | 45.7 | 21 |
| Delaware | 30.2 | 32.3 | 6.5 | 38.7 | 8.5 | 28 |
| Dist. of Columbia | 77.1 | 92.6 | — | 92.6 | 15.5 | 20 |
| Florida | 504.7 | 622.7 | — | 622.7 | 118.0 | 23 |
| Georgia | 301.2 | 368.0 | — | 368.0 | 66.8 | 22 |
| Hawaii | 98.4 | 98.9 | 11.5 | 110.4 | 12.1 | 12 |
| Idaho | 31.3 | 35.4 | — | 35.4 | 4.1 | 13 |
| Illinois | 593.8 | 585.1 | — | 585.1 | -8.8 | -1 |
| Indiana | 121.4 | 206.8 | — | 206.8 | 85.4 | 70 |
| Iowa | 129.3 | 131.5 | — | 131.0 | 1.7 | 1 |
| Kansas | 86.9 | 101.9 | 18.7 | 120.6 | 33.7 | 39 |
| Kentucky | 171.6 | 181.3 | — | 181.3 | 9.6 | 6 |
| Louisiana | 122.4 | 181.0 | — | 181.0 | 58.6 | 48 |
| Maine | 73.2 | 78.1 | — | 78.1 | 4.9 | 7 |
| Maryland | 207.6 | 229.1 | 38.2 | 267.3 | 59.6 | 29 |
| Massachusetts | 372.0 | 459.4 | 91.9 | 551.2 | 179.2 | 48 |
| Michigan | 581.5 | 775.4 | 155.1 | 930.4 | 348.9 | 60 |
| Minnesota | 239.3 | 268.0 | — | 267.9 | 28.6 | 12 |
| Mississippi | 68.6 | 95.8 | — | 95.8 | 27.2 | 40 |
| Missouri | 207.9 | 217.1 | — | 217.1 | 9.2 | 4 |
| Montana | 39.2 | 46.7 | — | 46.7 | 7.5 | 19 |
| Nebraska | 56.2 | 58.0 | — | 58.5 | 2.3 | 4 |
| Nevada | 41.2 | 47.7 | 6.6 | 68.3 | 27.0 | 66 |
| New Hampshire | 36.0 | 38.5 | — | 38.5 | 2.5 | 7 |
| New Jersey | 353.4 | 404.0 | — | 404.0 | 50.7 | 14 |
| New Mexico | 129.9 | 132.7 | 22.1 | 140.0 | 10.1 | 8 |
| New York | 2,332.7 | 2,442.9 | 407.2 | 2,850.1 | 517.4 | 22 |
| North Carolina | 311.9 | 338.3 | 60.4 | 398.8 | 86.9 | 28 |
| North Dakota | 24.5 | 26.4 | — | 26.4 | 1.9 | 8 |
| Ohio | 564.5 | 728.0 | — | 728.0 | 163.5 | 29 |
| Oklahoma | 125.1 | 148.0 | — | 148.0 | 22.9 | 18 |
| Oregon | 146.4 | 167.9 | — | 167.9 | 21.5 | 15 |
| Pennsylvania | 780.1 | 719.5 | — | 719.5 | -60.6 | -8 |
| Rhode Island | 82.9 | 95.0 | — | 95.0 | 12.2 | 15 |
| South Carolina | 99.4 | 100.0 | 20.0 | 120.0 | 20.5 | 21 |
| South Dakota | 19.7 | 21.9 | — | 21.9 | 2.2 | 11 |
| Tennessee | 178.9 | 213.1 | 38.3 | 251.4 | 72.5 | 41 |
| Texas | 437.1 | 539.0 | — | 539.0 | 101.9 | 23 |
| Utah | 68.0 | 85.5 | 15.1 | 99.4 | 31.5 | 46 |
| Vermont | 42.4 | 47.4 | — | 47.4 | 5.0 | 12 |
| Virginia | 134.6 | 158.3 | — | 158.3 | 23.6 | 18 |
| Washington | 393.2 | 404.3 | 76.1 | 480.5 | 87.3 | 22 |
| West Virginia | 95.1 | 110.2 | — | 110.2 | 15.0 | 16 |
| Wisconsin | 241.6 | 318.2 | 62.9 | 381.1 | 139.5 | 58 |
| Wyoming | 14.4 | 21.8 | — | 21.8 | 7.4 | 51 |
| United States | \$15,067 | \$16,808 | \$1,107 | \$17,915 | \$2,848 | 19 |

¹ Includes Administration and FAMIS but excludes IV-A child care. AFDC benefits include the Federal share of child support collections to be comparable to the Family Assistance Grant. The 1996 figures have been revised since earlier versions of this report, to reflect upward revisions in states' reports of expenditures on the JOBS program.

² The FY 2009 Family Assistance Grants and Supplemental differs from previous editions and includes the Tribal Family Assistance Grants.

³ Includes Contingency Fund Grants but not penalties assessed; does not include funds awarded from Emergency Contingency Fund.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Financial Services.

Table TANF 10. AFDC/TANF Peak Caseload by State: October 1989 to December 2009

[In thousands]

| State | Peak Caseload Oct '89 to Dec '09 | Date Peak Occurred Oct '89 to Dec '09 | Sept '96 AFDC Caseload | Dec '09 TANF & SSP Caseload | Percent Decline [†] from Sept '96 to Dec '09 | Percent Decline from the Peak to Dec '09 |
|----------------------|--|--|------------------------------|-----------------------------------|--|---|
| Alabama | 52.3 | Mar-93 | 40.7 | 20.9 | 49 | 60 |
| Alaska | 13.4 | Apr-94 | 12.3 | 3.1 | 75 | 77 |
| Arizona | 72.8 | Dec-93 | 61.8 | 38.5 | 38 | 47 |
| Arkansas | 27.1 | Mar-92 | 22.1 | 9.1 | 59 | 67 |
| California | 933.1 | Mar-95 | 870.3 | 570.9 | 34 | 39 |
| Colorado | 43.7 | Dec-93 | 33.6 | 11.4 | 66 | 74 |
| Connecticut | 61.9 | Mar-95 | 57.1 | 17.4 | 70 | 72 |
| Delaware | 11.8 | Apr-94 | 10.5 | 4.9 | 53 | 58 |
| Dist. of Columbia | 27.5 | Apr-94 | 25.1 | 9.2 | 63 | 66 |
| Florida | 259.9 | Nov-92 | 200.3 | 61.1 | 69 | 76 |
| Georgia | 142.8 | Nov-93 | 120.9 | 21.4 | 82 | 85 |
| Hawaii | 23.4 | Jun-97 | 21.9 | 8.7 | 60 | 63 |
| Idaho | 9.5 | Mar-95 | 8.4 | 1.6 | 80 | 83 |
| Illinois | 243.1 | Aug-94 | 217.8 | 21.8 | 90 | 91 |
| Indiana | 76.1 | Sep-93 | 49.7 | 37.4 | 25 | 51 |
| Iowa | 40.7 | Apr-94 | 31.1 | 21.4 | 31 | 47 |
| Kansas | 30.8 | Aug-93 | 23.4 | 14.6 | 38 | 53 |
| Kentucky | 84.0 | Mar-93 | 70.4 | 30.2 | 57 | 64 |
| Louisiana | 94.7 | May-90 | 66.5 | 11.3 | 83 | 88 |
| Maine | 24.4 | Aug-93 | 19.7 | 14.4 | 27 | 41 |
| Maryland | 81.8 | May-95 | 68.9 | 25.6 | 63 | 69 |
| Massachusetts | 115.7 | Aug-93 | 84.3 | 60.8 | 28 | 47 |
| Michigan | 233.6 | Apr-91 | 167.5 | 70.1 | 58 | 70 |
| Minnesota | 66.2 | Jun-92 | 57.2 | 22.9 | 60 | 65 |
| Mississippi | 61.8 | Nov-91 | 45.2 | 12.6 | 72 | 80 |
| Missouri | 93.7 | Mar-94 | 79.1 | 39.6 | 50 | 58 |
| Montana | 12.3 | Mar-94 | 9.8 | 3.9 | 61 | 68 |
| Nebraska | 17.2 | Mar-93 | 14.4 | 9.0 | 38 | 48 |
| Nevada | 16.3 | Mar-95 | 13.2 | 10.1 | 24 | 38 |
| New Hampshire | 11.8 | Apr-94 | 8.9 | 6.2 | 31 | 48 |
| New Jersey | 132.6 | Nov-92 | 100.8 | 34.3 | 66 | 74 |
| New Mexico | 34.9 | Nov-94 | 33.0 | 19.7 | 40 | 43 |
| New York | 463.7 | Dec-94 | 412.7 | 156.7 | 62 | 66 |
| North Carolina | 134.1 | Mar-94 | 107.5 | 25.7 | 76 | 81 |
| North Dakota | 6.6 | Apr-93 | 4.7 | 2.2 | 54 | 68 |
| Ohio | 269.8 | Mar-92 | 201.9 | 103.7 | 49 | 62 |
| Oklahoma | 51.3 | Mar-93 | 35.3 | 9.9 | 72 | 81 |
| Oregon | 43.8 | Apr-93 | 28.5 | 29.4 | -3 | 33 |
| Pennsylvania | 212.5 | Sep-94 | 180.1 | 52.0 | 71 | 76 |
| Rhode Island | 22.9 | Apr-94 | 20.5 | 7.8 | 62 | 66 |
| South Carolina | 54.6 | Jan-93 | 42.9 | 18.8 | 56 | 65 |
| South Dakota | 7.4 | Apr-93 | 5.7 | 3.3 | 43 | 56 |
| Tennessee | 112.6 | Nov-93 | 96.2 | 62.8 | 35 | 44 |
| Texas | 287.5 | Dec-93 | 238.8 | 51.4 | 78 | 82 |
| Utah | 18.7 | Mar-93 | 14.0 | 7.1 | 50 | 62 |
| Vermont | 10.3 | Apr-92 | 8.7 | 3.3 | 62 | 68 |
| Virginia | 76.0 | Apr-94 | 60.5 | 37.2 | 38 | 51 |
| Washington | 104.8 | Feb-95 | 96.8 | 68.6 | 29 | 35 |
| West Virginia | 41.9 | Apr-93 | 37.6 | 9.7 | 74 | 77 |
| Wisconsin | 82.9 | Jan-92 | 49.9 | 20.2 | 60 | 76 |
| Wyoming | 7.1 | Aug-92 | 4.3 | 0.3 | 92 | 95 |
| United States | 5,098 | Mar-94 | 4,346 | 1,914 | 55 | 62 |

Note: these data do not include Tribal TANF families (about 8,000) in number). This makes little difference nationally, but in States like Wyoming, New Mexico, and Arizona, their exclusion under TANF overstates the real decline from AFDC years.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, Division of Data Collection and Analysis.

Table TANF 11. Average Monthly AFDC/TANF Recipients by State: Selected Fiscal Years

[In thousands]

| | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
|----------------------|--------------|--------------|---------------|---------------|---------------|--------------|--------------|--------------|----------------|------------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 78 | 123 | 180 | 130 | 118 | 46 | 48 | 43 | -61 | -7 |
| Alaska | 5 | 8 | 15 | 20 | 37 | 22 | 12 | 8 | -39 | -63 |
| Arizona | 40 | 51 | 51 | 124 | 190 | 87 | 99 | 82 | -54 | -6 |
| Arkansas | 30 | 45 | 85 | 71 | 63 | 29 | 19 | 19 | -54 | -34 |
| California | 528 | 1,148 | 1,387 | 1,902 | 2,680 | 1,574 | 1,256 | 1,308 | -41 | -17 |
| Colorado | 42 | 66 | 77 | 102 | 109 | 29 | 38 | 23 | -74 | -21 |
| Connecticut | 59 | 83 | 139 | 120 | 171 | 73 | 53 | 33 | -57 | -54 |
| Delaware | 12 | 20 | 32 | 21 | 25 | 13 | 13 | 13 | -47 | -4 |
| Dist. of Columbia | 20 | 40 | 85 | 49 | 73 | 47 | 43 | 19 | -36 | -60 |
| Florida | 106 | 204 | 256 | 370 | 622 | 158 | 112 | 98 | -75 | -38 |
| Georgia | 71 | 198 | 221 | 293 | 383 | 129 | 91 | 38 | -66 | -70 |
| Guam | 1 | 2 | 5 | 4 | 8 | 10 | 11 | 3 | 31 | -67 |
| Hawaii | 14 | 25 | 60 | 44 | 66 | 75 | 31 | 24 | 14 | -67 |
| Idaho | 10 | 16 | 21 | 17 | 24 | 2 | 3 | 2 | -90 | 3 |
| Illinois | 262 | 368 | 672 | 636 | 696 | 256 | 98 | 52 | -63 | -80 |
| Indiana | 48 | 73 | 157 | 154 | 189 | 103 | 136 | 103 | -45 | -0 |
| Iowa | 44 | 64 | 104 | 98 | 101 | 54 | 52 | 50 | -46 | -8 |
| Kansas | 36 | 53 | 68 | 77 | 80 | 32 | 46 | 33 | -60 | 6 |
| Kentucky | 81 | 129 | 167 | 175 | 189 | 89 | 75 | 60 | -53 | -33 |
| Louisiana | 104 | 202 | 213 | 282 | 251 | 75 | 37 | 22 | -70 | -70 |
| Maine | 19 | 36 | 60 | 56 | 60 | 32 | 32 | 35 | -46 | 7 |
| Maryland | 80 | 131 | 212 | 186 | 223 | 77 | 64 | 53 | -65 | -31 |
| Massachusetts | 94 | 208 | 350 | 263 | 274 | 102 | 104 | 138 | -63 | 35 |
| Michigan | 162 | 253 | 685 | 655 | 598 | 207 | 215 | 158 | -65 | -24 |
| Minnesota | 51 | 76 | 135 | 171 | 180 | 116 | 87 | 47 | -36 | -59 |
| Mississippi | 83 | 115 | 173 | 179 | 144 | 34 | 35 | 23 | -77 | -31 |
| Missouri | 107 | 140 | 199 | 211 | 254 | 131 | 118 | 91 | -48 | -30 |
| Montana | 7 | 13 | 19 | 29 | 34 | 13 | 12 | 9 | -62 | -33 |
| Nebraska | 16 | 30 | 35 | 43 | 41 | 28 | 33 | 20 | -33 | -27 |
| Nevada | 5 | 12 | 12 | 23 | 41 | 16 | 19 | 21 | -61 | 34 |
| New Hampshire | 4 | 9 | 22 | 16 | 28 | 14 | 15 | 12 | -50 | -14 |
| New Jersey | 104 | 286 | 459 | 309 | 316 | 138 | 114 | 77 | -56 | -44 |
| New Mexico | 30 | 51 | 53 | 57 | 104 | 72 | 45 | 43 | -30 | -41 |
| New York | 517 | 1,052 | 1,100 | 981 | 1,256 | 724 | 490 | 376 | -42 | -48 |
| North Carolina | 111 | 124 | 198 | 223 | 313 | 100 | 68 | 50 | -68 | -50 |
| North Dakota | 8 | 11 | 13 | 16 | 14 | 8 | 7 | 5 | -48 | -27 |
| Ohio | 183 | 266 | 513 | 632 | 612 | 245 | 179 | 201 | -60 | -18 |
| Oklahoma | 73 | 95 | 89 | 112 | 124 | 36 | 28 | 19 | -71 | -46 |
| Oregon | 31 | 75 | 102 | 89 | 104 | 39 | 44 | 62 | -62 | 58 |
| Pennsylvania | 303 | 426 | 629 | 521 | 596 | 250 | 253 | 115 | -58 | -54 |
| Puerto Rico | 202 | 223 | 168 | 190 | 168 | 92 | 42 | 33 | -45 | -64 |
| Rhode Island | 24 | 38 | 52 | 46 | 61 | 50 | 35 | 20 | -19 | -59 |
| South Carolina | 30 | 52 | 153 | 111 | 129 | 41 | 43 | 40 | -68 | -4 |
| South Dakota | 11 | 16 | 20 | 19 | 17 | 7 | 6 | 6 | -61 | -9 |
| Tennessee | 76 | 129 | 162 | 211 | 276 | 147 | 191 | 152 | -47 | 3 |
| Texas | 91 | 214 | 308 | 611 | 743 | 342 | 214 | 107 | -54 | -69 |
| Utah | 22 | 33 | 37 | 45 | 46 | 23 | 23 | 16 | -50 | -31 |
| Vermont | 5 | 12 | 23 | 22 | 27 | 16 | 13 | 7 | -41 | -59 |
| Virgin Islands | 1 | 2 | 3 | 3 | 5 | 3 | 1 | 1 | -30 | -58 |
| Virginia | 46 | 87 | 166 | 151 | 184 | 75 | 87 | 76 | -59 | 1 |
| Washington | 71 | 109 | 154 | 228 | 286 | 168 | 144 | 144 | -41 | -14 |
| West Virginia | 116 | 93 | 77 | 111 | 105 | 32 | 31 | 20 | -69 | -37 |
| Wisconsin | 45 | 79 | 213 | 237 | 209 | 40 | 49 | 40 | -81 | -1 |
| Wyoming | 4 | 5 | 7 | 14 | 15 | 1 | 1 | 1 | -92 | -51 |
| United States | 4,323 | 7,415 | 10,597 | 11,460 | 13,659 | 6,324 | 5,118 | 4,254 | -54 | -33 |

Note: Recipients in 2000 and beyond include both TANF and SSP recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table TANF 12. AFDC/TANF Reciprocity Rates for Total Population by State: Selected Fiscal Years

[In percent]

| | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
|-------------------|------------|------------|------------|------------|------------|------------|------------|------------|----------------|------------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 2.2 | 3.6 | 4.6 | 3.2 | 2.7 | 1.0 | 1.1 | 0.9 | -62 | -12 |
| Alaska | 1.8 | 2.6 | 3.7 | 3.7 | 6.1 | 3.6 | 1.8 | 1.2 | -42 | -67 |
| Arizona | 2.6 | 2.9 | 1.9 | 3.4 | 4.3 | 1.7 | 1.7 | 1.2 | -61 | -26 |
| Arkansas | 1.5 | 2.3 | 3.7 | 3.0 | 2.5 | 1.1 | 0.7 | 0.7 | -56 | -39 |
| California | 2.9 | 5.7 | 5.8 | 6.3 | 8.5 | 4.6 | 3.5 | 3.5 | -45 | -24 |
| Colorado | 2.2 | 3.0 | 2.6 | 3.1 | 2.8 | 0.7 | 0.8 | 0.5 | -77 | -32 |
| Connecticut | 2.1 | 2.7 | 4.5 | 3.6 | 5.1 | 2.1 | 1.5 | 0.9 | -59 | -56 |
| Delaware | 2.4 | 3.6 | 5.4 | 3.2 | 3.4 | 1.7 | 1.6 | 1.4 | -51 | -14 |
| Dist. of Columbia | 2.5 | 5.3 | 13.3 | 8.1 | 12.6 | 8.2 | 7.4 | 3.1 | -35 | -62 |
| Florida | 1.8 | 3.0 | 2.6 | 2.8 | 4.3 | 1.0 | 0.6 | 0.5 | -77 | -47 |
| Georgia | 1.6 | 4.3 | 4.0 | 4.5 | 5.2 | 1.6 | 1.0 | 0.4 | -70 | -75 |
| Hawaii | 1.9 | 3.2 | 6.2 | 3.9 | 5.5 | 6.1 | 2.5 | 1.9 | 12 | -70 |
| Idaho | 1.4 | 2.2 | 2.2 | 1.6 | 2.0 | 0.2 | 0.2 | 0.2 | -91 | -13 |
| Illinois | 2.5 | 3.3 | 5.9 | 5.6 | 5.8 | 2.1 | 0.8 | 0.4 | -65 | -80 |
| Indiana | 1.0 | 1.4 | 2.9 | 2.8 | 3.2 | 1.7 | 2.2 | 1.6 | -47 | -5 |
| Iowa | 1.6 | 2.3 | 3.6 | 3.5 | 3.5 | 1.9 | 1.8 | 1.7 | -47 | -10 |
| Kansas | 1.6 | 2.4 | 2.9 | 3.1 | 3.1 | 1.2 | 1.7 | 1.2 | -62 | 1 |
| Kentucky | 2.5 | 4.0 | 4.6 | 4.7 | 4.9 | 2.2 | 1.8 | 1.4 | -55 | -37 |
| Louisiana | 2.9 | 5.6 | 5.0 | 6.7 | 5.7 | 1.7 | 0.8 | 0.5 | -71 | -70 |
| Maine | 1.9 | 3.6 | 5.4 | 4.5 | 4.8 | 2.5 | 2.5 | 2.6 | -47 | 4 |
| Maryland | 2.2 | 3.3 | 5.0 | 3.9 | 4.4 | 1.5 | 1.2 | 0.9 | -67 | -36 |
| Massachusetts | 1.8 | 3.7 | 6.1 | 4.4 | 4.5 | 1.6 | 1.6 | 2.1 | -64 | 31 |
| Michigan | 2.0 | 2.9 | 7.4 | 7.0 | 6.2 | 2.1 | 2.1 | 1.6 | -66 | -24 |
| Minnesota | 1.4 | 2.0 | 3.3 | 3.9 | 3.9 | 2.3 | 1.7 | 0.9 | -39 | -62 |
| Mississippi | 3.6 | 5.2 | 6.9 | 6.9 | 5.3 | 1.2 | 1.2 | 0.8 | -78 | -33 |
| Missouri | 2.4 | 3.0 | 4.0 | 4.1 | 4.7 | 2.3 | 2.0 | 1.5 | -51 | -35 |
| Montana | 1.0 | 1.9 | 2.4 | 3.6 | 3.9 | 1.4 | 1.3 | 0.9 | -63 | -38 |
| Nebraska | 1.1 | 2.0 | 2.2 | 2.7 | 2.5 | 1.6 | 1.9 | 1.1 | -35 | -30 |
| Nevada | 1.2 | 2.4 | 1.5 | 1.9 | 2.6 | 0.8 | 0.8 | 0.8 | -70 | 2 |
| New Hampshire | 0.7 | 1.2 | 2.4 | 1.5 | 2.4 | 1.1 | 1.1 | 0.9 | -53 | -20 |
| New Jersey | 1.5 | 4.0 | 6.2 | 4.0 | 3.9 | 1.6 | 1.3 | 0.9 | -58 | -46 |
| New Mexico | 3.0 | 5.0 | 4.1 | 3.8 | 6.0 | 4.0 | 2.4 | 2.1 | -34 | -46 |
| New York | 2.9 | 5.8 | 6.3 | 5.4 | 6.8 | 3.8 | 2.5 | 1.9 | -44 | -50 |
| North Carolina | 2.2 | 2.4 | 3.4 | 3.4 | 4.3 | 1.2 | 0.8 | 0.5 | -71 | -57 |
| North Dakota | 1.2 | 1.7 | 2.0 | 2.4 | 2.2 | 1.2 | 1.2 | 0.8 | -47 | -28 |
| Ohio | 1.8 | 2.5 | 4.8 | 5.8 | 5.5 | 2.2 | 1.6 | 1.7 | -61 | -19 |
| Oklahoma | 3.0 | 3.7 | 2.9 | 3.6 | 3.7 | 1.0 | 0.8 | 0.5 | -72 | -50 |
| Oregon | 1.6 | 3.6 | 3.9 | 3.1 | 3.3 | 1.1 | 1.2 | 1.6 | -65 | 42 |
| Pennsylvania | 2.6 | 3.6 | 5.3 | 4.4 | 4.9 | 2.0 | 2.1 | 0.9 | -58 | -55 |
| Rhode Island | 2.7 | 4.0 | 5.5 | 4.6 | 6.0 | 4.7 | 3.2 | 1.9 | -22 | -59 |
| South Carolina | 1.2 | 2.0 | 4.9 | 3.2 | 3.4 | 1.0 | 1.0 | 0.9 | -70 | -15 |
| South Dakota | 1.6 | 2.4 | 2.9 | 2.7 | 2.3 | 0.9 | 0.8 | 0.8 | -61 | -16 |
| Tennessee | 2.0 | 3.3 | 3.5 | 4.3 | 5.2 | 2.6 | 3.2 | 2.4 | -50 | -7 |
| Texas | 0.9 | 1.9 | 2.1 | 3.6 | 3.9 | 1.6 | 0.9 | 0.4 | -58 | -74 |
| Utah | 2.2 | 3.1 | 2.5 | 2.6 | 2.3 | 1.0 | 0.9 | 0.6 | -55 | -45 |
| Vermont | 1.4 | 2.6 | 4.4 | 3.9 | 4.6 | 2.7 | 2.0 | 1.1 | -43 | -59 |
| Virginia | 1.0 | 1.9 | 3.1 | 2.4 | 2.8 | 1.1 | 1.2 | 1.0 | -61 | -9 |
| Washington | 2.4 | 3.2 | 3.7 | 4.7 | 5.2 | 2.8 | 2.3 | 2.2 | -45 | -24 |
| West Virginia | 6.4 | 5.3 | 4.0 | 6.2 | 5.7 | 1.8 | 1.7 | 1.1 | -69 | -37 |
| Wisconsin | 1.1 | 1.8 | 4.5 | 4.8 | 4.0 | 0.8 | 0.9 | 0.7 | -81 | -6 |
| Wyoming | 1.1 | 1.5 | 1.4 | 3.1 | 3.0 | 0.2 | 0.1 | 0.1 | -92 | -56 |
| United States | 2.1 | 3.5 | 4.6 | 4.5 | 5.1 | 2.2 | 1.7 | 1.4 | -56 | -38 |

Note: Reciprocity rate refers to the average monthly number of AFDC recipients in each state during the given fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerators are from Table TANF 11.

Sources: U. S. Department of Health and Human Services and U.S. Census Bureau (resident population by state available online at <http://www.census.gov/popest/states/>).

Table TANF 13. Average Number of AFDC/TANF Child Recipients by State: Selected Fiscal Years

[In thousands]

| | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
|----------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|----------------|------------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 62 | 96 | 129 | 93 | 87 | 37 | 37 | 33 | -57 | -11 |
| Alaska | 4 | 6 | 10 | 13 | 24 | 15 | 8 | 6 | -36 | -62 |
| Arizona | 31 | 39 | 38 | 87 | 130 | 66 | 73 | 62 | -49 | -7 |
| Arkansas | 23 | 34 | 62 | 51 | 45 | 22 | 14 | 14 | -52 | -36 |
| California | 391 | 816 | 932 | 1,294 | 1,833 | 1,163 | 1,002 | 1,031 | -37 | -11 |
| Colorado | 33 | 50 | 53 | 69 | 74 | 22 | 28 | 18 | -71 | -19 |
| Connecticut | 43 | 62 | 97 | 81 | 114 | 50 | 37 | 23 | -56 | -54 |
| Delaware | 9 | 15 | 22 | 14 | 17 | 9 | 10 | 8 | -45 | -15 |
| Dist. of Columbia | 16 | 31 | 59 | 34 | 51 | 34 | 32 | 14 | -32 | -60 |
| Florida | 85 | 160 | 184 | 264 | 432 | 124 | 91 | 79 | -71 | -37 |
| Georgia | 54 | 150 | 161 | 206 | 269 | 101 | 74 | 35 | -63 | -65 |
| Guam | 1 | 1 | 4 | 3 | 5 | na | na | 2 | na | na |
| Hawaii | 10 | 18 | 40 | 29 | 43 | 50 | 21 | 17 | 16 | -66 |
| Idaho | 7 | 11 | 14 | 11 | 16 | 2 | 3 | 2 | -88 | 18 |
| Illinois | 202 | 283 | 473 | 436 | 478 | 193 | 78 | 48 | -59 | -75 |
| Indiana | 36 | 55 | 111 | 105 | 129 | 74 | 102 | 77 | -43 | 4 |
| Iowa | 32 | 46 | 69 | 64 | 66 | 36 | 34 | 34 | -45 | -5 |
| Kansas | 28 | 41 | 49 | 52 | 55 | 23 | 31 | 23 | -58 | 0 |
| Kentucky | 58 | 93 | 118 | 117 | 128 | 64 | 56 | 47 | -50 | -27 |
| Louisiana | 79 | 157 | 156 | 199 | 173 | 59 | 31 | 20 | -66 | -66 |
| Maine | 14 | 26 | 40 | 35 | 38 | 22 | 22 | 23 | -42 | 4 |
| Maryland | 61 | 100 | 145 | 124 | 152 | 56 | 47 | 39 | -63 | -30 |
| Massachusetts | 71 | 153 | 228 | 168 | 176 | 73 | 72 | 93 | -59 | 28 |
| Michigan | 119 | 190 | 460 | 427 | 398 | 153 | 157 | 119 | -62 | -22 |
| Minnesota | 39 | 58 | 91 | 110 | 121 | 81 | 61 | 36 | -33 | -55 |
| Mississippi | 66 | 93 | 128 | 129 | 106 | 27 | 26 | 18 | -75 | -34 |
| Missouri | 82 | 106 | 135 | 139 | 175 | 94 | 81 | 63 | -47 | -33 |
| Montana | 6 | 10 | 13 | 19 | 22 | 9 | 8 | 6 | -61 | -29 |
| Nebraska | 12 | 23 | 25 | 29 | 29 | 20 | 23 | 16 | -32 | -20 |
| Nevada | 4 | 9 | 8 | 16 | 29 | 12 | 14 | 16 | -58 | 33 |
| New Hampshire | 3 | 7 | 15 | 11 | 18 | 10 | 10 | 9 | -47 | -10 |
| New Jersey | 79 | 209 | 318 | 213 | 213 | 102 | 81 | 55 | -52 | -46 |
| New Mexico | 23 | 39 | 35 | 37 | 67 | 51 | 32 | 32 | -25 | -38 |
| New York | 380 | 759 | 759 | 658 | 811 | 491 | 343 | 273 | -39 | -44 |
| North Carolina | 83 | 94 | 141 | 152 | 211 | 76 | 54 | 41 | -64 | -46 |
| North Dakota | 6 | 8 | 9 | 10 | 10 | 5 | 5 | 4 | -43 | -26 |
| Ohio | 136 | 198 | 348 | 414 | 415 | 180 | 136 | 149 | -57 | -17 |
| Oklahoma | 55 | 71 | 65 | 77 | 86 | 28 | 22 | 16 | -68 | -43 |
| Oregon | 23 | 52 | 65 | 60 | 71 | 29 | 33 | 43 | -59 | 51 |
| Pennsylvania | 217 | 307 | 432 | 345 | 403 | 184 | 179 | 88 | -54 | -52 |
| Puerto Rico | 161 | 166 | 118 | 130 | 114 | 64 | 29 | 22 | -44 | -65 |
| Rhode Island | 18 | 27 | 36 | 30 | 41 | 34 | 24 | 14 | -17 | -58 |
| South Carolina | 24 | 40 | 109 | 80 | 96 | 32 | 32 | 30 | -67 | -5 |
| South Dakota | 8 | 12 | 15 | 13 | 12 | 5 | 5 | 5 | -56 | -5 |
| Tennessee | 58 | 99 | 115 | 144 | 190 | 107 | 136 | 110 | -43 | 2 |
| Texas | 68 | 162 | 225 | 428 | 522 | 252 | 172 | 93 | -52 | -63 |
| Utah | 16 | 23 | 24 | 31 | 31 | 16 | 17 | 11 | -47 | -33 |
| Vermont | 4 | 8 | 14 | 14 | 17 | 10 | 8 | 5 | -39 | -55 |
| Virgin Islands | 1 | 2 | 2 | 2 | 3 | 2 | 1 | 1 | -33 | -57 |
| Virginia | 35 | 66 | 116 | 104 | 128 | 55 | 61 | 54 | -57 | -1 |
| Washington | 50 | 76 | 97 | 148 | 184 | 115 | 101 | 98 | -38 | -14 |
| West Virginia | 80 | 65 | 58 | 68 | 67 | 22 | 22 | 15 | -67 | -33 |
| Wisconsin | 34 | 60 | 142 | 158 | 146 | 34 | 39 | 33 | -77 | -3 |
| Wyoming | 3 | 4 | 5 | 9 | 10 | 1 | 0 | 0 | -91 | -50 |
| United States | 3,242 | 5,483 | 7,320 | 7,755 | 9,280 | 4,598 | 3,818 | 3,222 | -50 | -30 |

Note: From FY 2000 onward, TANF child recipients include both TANF and SSP child recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table TANF 14. AFDC/TANF Reciprocity Rates for Children by State: Selected Fiscal Years 1965 – 2009

| | [In percent] | | | | | | | | | |
|----------------------|--------------|------------|-------------|-------------|-------------|------------|------------|------------|----------------|------------|
| | 1965 | 1970 | 1980 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 4.6 | 7.7 | 11.1 | 8.8 | 8.0 | 3.3 | 3.4 | 2.9 | -59 | -11 |
| Alaska | 3.1 | 5.0 | 8.0 | 7.4 | 12.6 | 7.9 | 4.4 | 3.1 | -37 | -60 |
| Arizona | 4.8 | 6.0 | 4.8 | 8.6 | 11.0 | 4.8 | 4.7 | 3.6 | -56 | -26 |
| Arkansas | 3.1 | 5.2 | 9.3 | 8.2 | 7.0 | 3.2 | 2.1 | 2.0 | -53 | -39 |
| California | 6.0 | 12.3 | 14.6 | 16.2 | 20.9 | 12.6 | 10.6 | 10.9 | -40 | -13 |
| Colorado | 4.4 | 6.4 | 6.5 | 7.8 | 7.6 | 2.0 | 2.4 | 1.4 | -74 | -27 |
| Connecticut | 4.4 | 6.1 | 11.8 | 10.8 | 14.4 | 6.0 | 4.4 | 2.9 | -58 | -52 |
| Delaware | 4.7 | 7.5 | 13.4 | 8.7 | 9.6 | 4.8 | 4.9 | 3.8 | -50 | -20 |
| Dist. of Columbia | 6.0 | 13.8 | 40.9 | 30.7 | 44.6 | 30.1 | 28.4 | 12.2 | -33 | -59 |
| Florida | 4.3 | 7.6 | 7.8 | 8.8 | 12.9 | 3.4 | 2.3 | 1.9 | -74 | -43 |
| Georgia | 3.2 | 9.1 | 9.8 | 11.8 | 14.0 | 4.6 | 3.1 | 1.4 | -67 | -71 |
| Hawaii | 3.6 | 6.5 | 14.5 | 10.5 | 14.2 | 17.1 | 7.2 | 5.8 | 20 | -66 |
| Idaho | 2.7 | 4.2 | 4.7 | 3.6 | 4.7 | 0.5 | 0.7 | 0.5 | -89 | 4 |
| Illinois | 5.3 | 7.5 | 14.6 | 14.8 | 15.3 | 6.0 | 2.4 | 1.5 | -61 | -75 |
| Indiana | 2.0 | 3.0 | 6.9 | 7.3 | 8.7 | 4.7 | 6.5 | 4.9 | -46 | 3 |
| Iowa | 3.2 | 4.7 | 8.4 | 8.8 | 9.1 | 4.9 | 4.8 | 4.8 | -46 | -2 |
| Kansas | 3.5 | 5.4 | 7.5 | 7.9 | 8.0 | 3.2 | 4.5 | 3.2 | -60 | 1 |
| Kentucky | 4.9 | 8.3 | 10.9 | 12.4 | 13.1 | 6.5 | 5.6 | 4.6 | -51 | -28 |
| Louisiana | 5.5 | 11.3 | 11.8 | 16.5 | 14.1 | 4.8 | 2.7 | 1.8 | -66 | -64 |
| Maine | 3.9 | 7.7 | 12.5 | 11.5 | 12.4 | 7.3 | 7.6 | 8.4 | -42 | 16 |
| Maryland | 4.6 | 7.3 | 12.4 | 10.6 | 12.0 | 4.1 | 3.4 | 2.9 | -65 | -30 |
| Massachusetts | 3.8 | 8.1 | 15.3 | 12.4 | 12.3 | 4.8 | 4.9 | 6.5 | -61 | 34 |
| Michigan | 3.7 | 5.8 | 16.7 | 17.4 | 15.7 | 5.9 | 6.3 | 5.1 | -62 | -14 |
| Minnesota | 2.9 | 4.2 | 7.7 | 9.4 | 9.8 | 6.3 | 4.9 | 2.9 | -36 | -54 |
| Mississippi | 7.0 | 11.1 | 15.7 | 17.6 | 14.0 | 3.5 | 3.4 | 2.3 | -75 | -33 |
| Missouri | 5.2 | 6.9 | 9.9 | 10.6 | 12.7 | 6.6 | 5.7 | 4.4 | -48 | -33 |
| Montana | 2.0 | 4.0 | 5.7 | 8.4 | 9.5 | 3.7 | 3.8 | 2.8 | -60 | -25 |
| Nebraska | 2.3 | 4.4 | 5.5 | 6.8 | 6.5 | 4.3 | 5.1 | 3.5 | -33 | -20 |
| Nevada | 2.5 | 5.2 | 3.8 | 5.0 | 7.3 | 2.3 | 2.3 | 2.3 | -68 | 1 |
| New Hampshire | 1.4 | 2.6 | 5.8 | 3.9 | 6.2 | 3.1 | 3.3 | 3.0 | -50 | -4 |
| New Jersey | 3.4 | 8.8 | 16.0 | 11.7 | 10.8 | 4.9 | 3.9 | 2.7 | -55 | -45 |
| New Mexico | 5.2 | 9.5 | 8.5 | 8.3 | 13.5 | 10.0 | 6.5 | 6.2 | -26 | -38 |
| New York | 6.3 | 13.0 | 16.2 | 15.4 | 17.9 | 10.5 | 7.5 | 6.2 | -41 | -41 |
| North Carolina | 4.4 | 5.3 | 8.5 | 9.3 | 11.7 | 3.9 | 2.5 | 1.8 | -67 | -53 |
| North Dakota | 2.3 | 3.6 | 4.7 | 6.0 | 5.7 | 3.4 | 3.6 | 2.8 | -40 | -18 |
| Ohio | 3.6 | 5.3 | 11.2 | 14.9 | 14.6 | 6.2 | 4.9 | 5.5 | -57 | -12 |
| Oklahoma | 6.4 | 8.5 | 7.6 | 9.1 | 9.8 | 3.1 | 2.5 | 1.7 | -68 | -45 |
| Oregon | 3.3 | 7.4 | 9.0 | 8.1 | 8.8 | 3.4 | 3.9 | 5.0 | -62 | 47 |
| Pennsylvania | 5.5 | 8.0 | 13.8 | 12.3 | 13.9 | 6.3 | 6.3 | 3.2 | -55 | -50 |
| Rhode Island | 5.9 | 9.1 | 14.7 | 13.4 | 17.1 | 13.5 | 10.1 | 6.2 | -21 | -54 |
| South Carolina | 2.3 | 4.2 | 11.6 | 8.7 | 10.1 | 3.1 | 3.1 | 2.8 | -69 | -11 |
| South Dakota | 3.1 | 5.0 | 7.1 | 6.7 | 6.0 | 2.7 | 2.6 | 2.6 | -55 | -4 |
| Tennessee | 4.2 | 7.5 | 8.9 | 11.8 | 14.5 | 7.7 | 9.5 | 7.4 | -47 | -4 |
| Texas | 1.7 | 4.1 | 5.2 | 8.7 | 9.7 | 4.3 | 2.7 | 1.3 | -56 | -69 |
| Utah | 3.7 | 5.4 | 4.4 | 4.9 | 4.5 | 2.3 | 2.1 | 1.3 | -50 | -44 |
| Vermont | 2.7 | 5.4 | 9.9 | 9.5 | 11.5 | 7.0 | 5.9 | 3.7 | -39 | -47 |
| Virginia | 2.2 | 4.1 | 7.9 | 6.8 | 7.9 | 3.1 | 3.4 | 2.9 | -60 | -7 |
| Washington | 4.7 | 6.5 | 8.5 | 11.3 | 13.0 | 7.6 | 6.7 | 6.3 | -42 | -17 |
| West Virginia | 12.2 | 11.2 | 10.4 | 15.7 | 15.7 | 5.5 | 5.6 | 3.9 | -65 | -30 |
| Wisconsin | 2.2 | 3.8 | 10.5 | 12.1 | 10.8 | 2.5 | 2.9 | 2.5 | -77 | 2 |
| Wyoming | 2.1 | 3.2 | 3.4 | 7.0 | 7.5 | 0.7 | 0.4 | 0.4 | -90 | -51 |
| United States | 4.4 | 7.6 | 11.3 | 11.9 | 13.4 | 6.3 | 5.2 | 4.3 | -53 | -32 |

Note: Reciprocity rate refers to the average monthly number of AFDC child recipients in each State during the given fiscal year as a percent of the resident population under 18 years of age as of July 1 of that year. The numerators are from Table TANF 13.

Sources: U. S. Department of Health and Human Services and U.S. Census Bureau (resident population by state and age available online at <http://www.census.gov/popest/states/>).

Table TANF 15. TANF and Separate State Program (SSP) Average Monthly Families and Recipients: FY 2009

[In thousands]

| | Families | | | All Recipients | | | Child Recipients | | |
|-------------------|--------------|-----------|--------------|----------------|------------|--------------|------------------|------------|--------------|
| | TANF | SSP | Total | TANF | SSP | Total | TANF | SSP | Total |
| Alabama | 18.4 | – | 18.4 | 43.2 | – | 43.2 | 33.1 | – | 33.1 |
| Alaska | 3.0 | – | 3.0 | 8.3 | – | 8.3 | 5.8 | – | 5.8 |
| Arizona | 37.9 | – | 37.9 | 82.1 | – | 82.1 | 61.8 | – | 61.8 |
| Arkansas | 8.5 | – | 8.5 | 19.2 | – | 19.2 | 14.0 | – | 14.0 |
| California | 532.9 | – | 532.9 | 1,307.8 | – | 1,307.8 | 1,030.8 | – | 1,030.8 |
| Colorado | 9.3 | – | 9.3 | 22.8 | – | 22.8 | 17.7 | – | 17.7 |
| Connecticut | 16.7 | – | 16.7 | 33.0 | – | 33.0 | 23.5 | – | 23.5 |
| Delaware | 4.5 | – | 4.5 | 12.8 | – | 12.8 | 7.9 | – | 7.9 |
| D.C. | 8.0 | – | 8.0 | 18.6 | – | 18.6 | 13.9 | – | 13.9 |
| Florida | 55.1 | – | 55.1 | 97.6 | – | 97.6 | 78.9 | – | 78.9 |
| Georgia | 21.1 | – | 21.1 | 38.0 | – | 38.0 | 35.1 | – | 35.1 |
| Guam | 1.4 | – | 1.4 | 3.3 | – | 3.3 | 2.4 | – | 2.4 |
| Hawaii | 7.9 | 0.6 | 8.5 | 21.6 | 2.7 | 24.2 | 15.0 | 1.8 | 16.9 |
| Idaho | 1.6 | – | 1.6 | 2.4 | – | 2.4 | 2.2 | – | 2.2 |
| Illinois | 19.6 | – | 19.6 | 52.4 | – | 52.4 | 47.9 | – | 47.9 |
| Indiana | 40.0 | – | 40.0 | 103.2 | – | 103.2 | 77.2 | – | 77.2 |
| Iowa | 16.2 | 3.6 | 19.7 | 40.7 | 9.3 | 50.1 | 28.2 | 6.1 | 34.3 |
| Kansas | 13.1 | – | 13.1 | 33.4 | – | 33.4 | 22.8 | – | 22.8 |
| Kentucky | 29.5 | – | 29.5 | 59.6 | – | 59.6 | 46.9 | – | 46.9 |
| Louisiana | 10.2 | – | 10.2 | 22.5 | – | 22.5 | 19.7 | – | 19.7 |
| Maine | 10.6 | 2.9 | 13.5 | 24.9 | 9.8 | 34.6 | 16.7 | 6.1 | 22.8 |
| Maryland | 22.4 | 0.0 | 22.4 | 53.3 | 0.0 | 53.3 | 39.2 | 0.0 | 39.2 |
| Massachusetts | 47.3 | 14.6 | 61.9 | 93.3 | 44.4 | 137.7 | 63.3 | 29.3 | 92.6 |
| Michigan | 62.2 | – | 62.2 | 157.5 | – | 157.5 | 118.9 | – | 118.9 |
| Minnesota | 21.8 | – | 21.8 | 47.2 | – | 47.2 | 36.2 | – | 36.2 |
| Mississippi | 11.3 | – | 11.3 | 23.5 | – | 23.5 | 17.8 | – | 17.8 |
| Missouri | 35.0 | 2.9 | 37.9 | 84.1 | 7.3 | 91.4 | 58.4 | 4.4 | 62.8 |
| Montana | 3.4 | – | 3.4 | 8.7 | – | 8.7 | 6.1 | – | 6.1 |
| Nebraska | 7.4 | 0.9 | 8.2 | 17.8 | 2.5 | 20.3 | 14.0 | 1.7 | 15.6 |
| Nevada | 8.3 | 0.0 | 8.3 | 21.2 | 0.0 | 21.3 | 15.9 | 0.0 | 15.9 |
| New Hampshire | 5.6 | 0.0 | 5.6 | 12.0 | 0.1 | 12.1 | 8.6 | 0.1 | 8.6 |
| New Jersey | 32.5 | – | 32.5 | 77.3 | – | 77.3 | 54.9 | – | 54.9 |
| New Mexico | 16.1 | – | 16.1 | 42.7 | – | 42.7 | 31.5 | – | 31.5 |
| New York | 116.7 | 34.4 | 151.1 | 259.7 | 116.1 | 375.9 | 195.4 | 77.8 | 273.2 |
| North Carolina | 25.7 | – | 25.7 | 50.1 | – | 50.1 | 41.3 | – | 41.3 |
| North Dakota | 2.2 | – | 2.2 | 5.5 | – | 5.5 | 4.0 | – | 4.0 |
| Ohio | 90.1 | – | 90.1 | 201.4 | – | 201.4 | 148.9 | – | 148.9 |
| Oklahoma | 8.7 | – | 8.7 | 19.2 | – | 19.2 | 15.8 | – | 15.8 |
| Oregon | 21.9 | 3.2 | 25.1 | 52.6 | 9.1 | 61.7 | 37.6 | 5.8 | 43.5 |
| Pennsylvania | 48.0 | – | 48.0 | 115.4 | – | 115.4 | 87.8 | – | 87.8 |
| Puerto Rico | 12.2 | – | 12.2 | 32.8 | – | 32.8 | 22.2 | – | 22.2 |
| Rhode Island | 8.4 | 0.1 | 8.5 | 20.3 | 0.2 | 20.5 | 13.9 | 0.1 | 14.0 |
| South Carolina | 17.1 | – | 17.1 | 39.7 | – | 39.7 | 30.3 | – | 30.3 |
| South Dakota | 3.0 | – | 3.0 | 6.1 | – | 6.1 | 5.2 | – | 5.2 |
| Tennessee | 58.1 | 0.8 | 58.9 | 148.8 | 3.2 | 152.0 | 108.1 | 1.9 | 109.9 |
| Texas | 48.1 | – | 48.1 | 107.3 | – | 107.3 | 92.7 | – | 92.7 |
| Utah | 6.0 | 0.2 | 6.2 | 15.0 | 0.6 | 15.6 | 10.5 | 0.4 | 10.9 |
| Vermont | 2.9 | 0.1 | 3.0 | 6.3 | 0.4 | 6.7 | 4.5 | 0.2 | 4.7 |
| Virgin Islands | 0.5 | – | 0.5 | 1.4 | – | 1.4 | 1.0 | – | 1.0 |
| Virginia | 32.3 | 1.4 | 33.7 | 72.7 | 3.4 | 76.2 | 52.3 | 1.7 | 54.0 |
| Washington | 58.5 | 3.2 | 61.7 | 140.7 | 3.3 | 144.0 | 98.4 | – | 98.4 |
| West Virginia | 9.2 | – | 9.2 | 20.5 | – | 20.5 | 14.9 | – | 14.9 |
| Wisconsin | 18.3 | 0.2 | 18.5 | 39.4 | 0.8 | 40.2 | 32.7 | 0.5 | 33.1 |
| Wyoming | 0.3 | – | 0.3 | 0.6 | – | 0.6 | 0.5 | – | 0.5 |
| U.S. Total | 1,727 | 69 | 1,796 | 4,041 | 213 | 4,254 | 3,084 | 138 | 3,222 |

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

SNAP

The Supplemental Nutrition Assistance Program (SNAP) (formerly the Food Stamp Program)⁷ is administered by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service. SNAP is the largest food assistance program in the country, reaching more poor individuals over the course of a year than any other public assistance program. Unlike other public assistance programs, SNAP has few categorical requirements for eligibility, such as the presence of children, elderly, or disabled individuals in a household. As a result, the program offers assistance to a large and diverse population of needy persons, many of whom are not eligible for other forms of assistance.

SNAP was designed primarily to supplement the food purchasing power of eligible low-income households so they can buy a nutritionally adequate low-cost diet. Participating households are expected to be able to devote 30 percent of their counted monthly cash income (after adjusting for various deductions) to food purchases. SNAP benefits then make up the difference between the household's expected contribution to its food costs and an amount judged to be sufficient to buy an adequate low-cost diet. This amount, the maximum food stamp benefit level, is derived from USDA's lowest-cost food plan, the Thrifty Food Plan (TFP).

The federal government is responsible for the rules that govern the program, and with limited variations, these rules are nationally uniform, as are the benefit levels. Nonetheless, states, the District of Columbia, Guam, and the Virgin Islands, through their local welfare offices, have primary responsibility for the day-to-day administration of the program. They determine eligibility, calculate benefits, and issue SNAP allotments. The Food Stamp Act provides 100 percent federal funding of SNAP benefits. States and other jurisdictions have responsibility for about half the cost of state and local SNAP agency administration.

In addition to the regular SNAP, the Food Stamp Act authorizes alternative programs in Puerto Rico, the Northern Mariana Islands, and American Samoa. The largest of these, the Nutrition Assistance Program (NAP) in Puerto Rico, was funded under a federal block grant of nearly \$2.0 billion in 2009. Unless noted otherwise, the SNAP caseload and expenditure data in this Appendix *exclude* costs for the Nutrition Assistance Program (NAP) in Puerto Rico. (Prior to 2004, editions of this Appendix included NAP, but caseload and expenditure data in this Appendix are now limited to the SNAP, to be consistent with SNAP data published by the USDA.)

The SNAP is available to nearly all financially needy households. To be eligible for SNAP, a household must meet eligibility criteria for gross and net income, asset holdings, work requirements, and citizenship or immigration status. The SNAP benefit unit is the household. Generally, individuals living together constitute a household if they customarily purchase and prepare meals together. The income, expenses and assets of the household members are combined to determine program eligibility and benefit allotment.

Certain households are categorically eligible for SNAP and therefore not subject to income or asset limits. Households are categorically eligible if all of their members receive SSI, cash or in-kind TANF benefits, or General Assistance. States have options on which in-kind TANF programs can confer categorical eligibility.

Monthly income is the most important determinant of household eligibility. Except for categorically-eligible households, or households containing elderly or disabled members, gross income cannot exceed 130 percent of poverty. After certain amounts are deducted for living expenses, working expenses, dependent care expenses, excess shelter expenses, child support payment, and - for elderly/disabled households - medical expenses, net income cannot exceed 100 percent of poverty. Non categorically-eligible households also must not have more than \$2,000 in assets comprised of cash, savings, stocks and bonds, and in some states some vehicles. (States have the option of using the federal rules for vehicles, or, in cases where TANF rules are more generous, TANF vehicle rules.) Households with an

⁷ The Food, Conservation and Energy Act of 2008 (P.L. 110-246) re-named the Food Stamp Program as the Supplemental Nutrition Assistance Program (SNAP) as of October 1, 2008. The name change had no effect on the type of benefits or how they are made available to eligible households. We use the name "SNAP" throughout this section.

elderly or disabled member can have up to \$3,000 in countable assets. (The Food and Nutrition Act of 2008, (Public Law 110-246) provided that beginning in 2008 the resource limits will be indexed to inflation, rounded down to the nearest \$250 increment each fiscal year.)

All nonexempt adult applicants for SNAP must register for work. To maintain eligibility, they must accept a suitable job, if offered one, and fulfill any work, job search, or training requirements established by the SNAP office. Nondisabled adults living in households without children can receive benefits for three months only, unless they work or participate in work-related activities. Participation is restricted for certain groups, including students, strikers, and people who are institutionalized. Legal immigrants who are disabled, under age 18, were admitted as refugees or granted asylum, or have at least five years of legal U.S. residency are eligible; all other noncitizens are not.

SNAP benefits are a function of a household's size, its net monthly income, and maximum monthly benefit levels. Allotments are not taxable and SNAP purchases may not be charged sales taxes. Receipt of SNAP does not affect eligibility for or benefits provided by other welfare programs, although some programs use SNAP participation as a "trigger" for eligibility and others take into account the general availability of SNAP in deciding what level of benefits to provide.

Legislative Changes

Title IV and subtitle A of title VIII of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) made major changes to the Food Stamp Program, including strong work requirements on able-bodied adults without dependent children, restricted eligibility of legal immigrants, and a reduction in maximum benefits. These three provisions, and subsequent amendments, are discussed below; their impact on program participation and expenditures begins to appear in food stamp administrative data for 1997, with the fuller impact shown in data for 1998 and beyond.

First, a work requirement was added for able-bodied adult food stamp recipients without dependents (ABAWDs). Unless exempt, ABAWDs between the ages of 18 and 59 are not eligible for benefits for more than 3 months in every 36-month period unless they are: (1) working at least 20 hours a week; (2) participating in and complying with a work program for at least 20 hours a week; or (3) participating in and complying with a workfare program. Under the original legislation, the Department of Agriculture was authorized to waive application of the work requirement to any group of individuals at the request of the state agency, if a determination was made that the area where they reside has an unemployment rate over 10 percent or does not have a sufficient number of jobs to provide them employment. The provision was further moderated under the Balanced Budget Act of 1997 (Public Law 105-33), which allowed states to exempt up to 15 percent of the ABAWD caseload (beyond those subject to waivers) and which increased funds for the food stamp employment and training program for the creation of job slots for able-bodied adults subject to time limits.

Separately, title IV of PRWORA (Public Law 104-193) made significant changes in the eligibility of noncitizens for food stamp benefits. As first enacted, most qualified aliens, including legal immigrants (illegal aliens and nonimmigrant visitors were already ineligible) were barred from receiving SNAP until citizenship or until they had attained 40 quarters of work history. Subsequently, the Agriculture Research, Extension and Education Reform Act of 1998 (Public Law 105-185) restored food stamp eligibility to certain groups of qualified aliens who were legally residing in the United States before passage of PRWORA on August 22, 1996 and were over 65 years of age on that date or were under age 18 or disabled.

Finally, the 1996 legislation restrained growth in future program expenditures by making changes in the benefit structure for eligible participants, including a reduction in the maximum food stamp allotment. Other provisions of the 1996 act disqualified from eligibility those convicted of drug-related felonies and gave states the option to disqualify individuals, both custodial and non-custodial parents, from SNAP when they do not cooperate with child support agencies or are in arrears in their child support.

Between 1996 and 2001, regulatory and legislative changes were made to increase access to SNAP among working poor families. Regulatory changes announced in July 1999 and expanded in November 2000 allowed states to reduce reporting requirements and made it easier for working families to report income changes on a semiannual basis. Under the November 2000 regulations, states also were given

the option of providing a three-month transitional food stamp benefit to most families leaving TANF. Regulations that went into effect in 2001 expanded categorical eligibility to those receiving noncash TANF benefits, excluded vehicles with little equity from the assets test, and eliminated the equity test for most vehicles. In addition, the Agriculture Appropriations Bill for 2001 (Public Law 106-387) provided states with the option of liberalizing the treatment of vehicle assets to align with the states' TANF rules on vehicle eligibility. These changes were intended to address concerns that some of the decline in food stamp caseloads may be leaving poor families without nutritional assistance as they make the transition from welfare dependence to full self-sufficiency.

The Farm Security and Rural Investment Act of 2002 – also known as the 2002 Farm Bill (Public Law 107-171) – reauthorized the SNAP through fiscal year 2007. This law brought a number of significant changes to the program, including some that supersede earlier changes made through PRWORA and subsequent SNAP legislation and regulations. Specifically, the 2002 Farm Bill restores food stamp eligibility to legal immigrants who have lived in the country at least five years and to legal immigrants receiving disability benefits, regardless of entry date. Legal immigrants under age 18 also are eligible for SNAP regardless of entry date. Effective in fiscal year 2004, the requirement that income and resources of an immigrant's sponsor be counted in determining the eligibility and benefit amounts for immigrant children was eliminated. Each provision became effective at a different time, but all restorations were in effect by October 1, 2003.

The 2002 Farm Bill also increased the asset limit from \$2,000 to \$3,000 for households with a disabled member, making it consistent with the limit for households with elderly, and replaced the fixed standard deduction with a deduction that varies according to household size and is indexed to cost-of-living increases, in recognition of the higher expenses larger households incur. For households in the 48 contiguous states and DC, Alaska, Hawaii and the Virgin Islands, the deduction is set at 8.31 percent of the applicable net income limit based on household size. (Households in Guam will receive a slightly higher deduction.) No household receives an amount less than the previous fixed standard deduction or more than the standard deduction for a household of six.

Other 2002 Farm Bill changes include the authorization of \$5 million per year for education and outreach grants to help inform the low-income public of their eligibility for SNAP, and increased flexibility for states in spending Employment and Training program funds to promote work. States also are now allowed to extend from three months to up to five months the period of time households may receive transitional food stamp benefits when they lose TANF cash assistance. Benefits are equal to the amount the household received prior to termination of TANF with adjustments in income for the loss of TANF. This change helps individuals moving off cash assistance to make the transition from welfare to work.

The 2002 Farm Bill also implemented a number of administrative reforms and program simplifications, including:

- changing the quality control system so that only those states with persistently high error rates will face liabilities;
- awarding bonuses to states that improve the quality and accuracy of their service;
- allowing states to exclude certain types of income and resources not counted under TANF or Medicaid, such as educational assistance, when determining SNAP eligibility;
- allowing states to deem child support payments as income exclusions rather than deductions as an incentive for parents to pay child support;
- allowing states to simplify the standard utility allowance (SUA) if the state elects to use the SUA rather than actual utility costs for all households, thus reducing administrative burden, costs and errors;
- permitting states to use a standard deduction from income of \$143 per month for homeless households with some shelter expenses;
- allowing states to extend simplified reporting procedures to all households, not just households with earnings;
- eliminating the requirement that the Electronic Benefit Transfer (EBT) system be cost-neutral to the federal government to help support the EBT conversion process;
- allowing USDA to use alternative methods for issuing SNAP benefits during times of disaster when use of EBT is impractical;
- requiring food stamp applications be made available through the Internet; and

- combining Puerto Rico and American Samoa's block grants into one grant and indexing both with inflation.

The Food, Conservation and Energy Act of 2008 – also known as the 2008 Farm Bill (P.L. 110-246) – reauthorized the SNAP program through fiscal year 2012. It renamed the Food Stamp Program to SNAP, and brought a number of significant changes to the program:

- Raised the minimum standard deduction for households with one to three members from \$134 to \$144 effective FY 2009, with annual inflation adjustments.
- Removed the cap on the dependent care deduction.
- Raised the minimum benefit that one and two person households received from \$10 a month to 8 percent of the Thrifty Food Plan (TFP) for a household of one.
- Excluded special pay received by service members deployed to a combat zone from countable income.
- Began adjusting the resource limits for inflation, rounded down to the nearest \$250.
- Excluded tax-preferred retirement and educational savings accounts from the resource limit.

The American Recovery and Reinvestment Act of 2009 – also known as ARRA (P.L. 111-5) – increased the maximum allotment to 113.6 percent of the cost of the June 2008 Thrifty Food Plan. The legislation originally froze it at that level until the cost of the Thrifty Food Plan increased to that level. However, in August 2010, Congress passed and the President signed P.L. 111-226, which accelerated the sunset of the ARRA benefit increase to April 2014 and used the estimated savings to provide additional federal funding for education jobs and maintaining a higher federal match for Medicaid costs. Four months later, the Healthy Hunger-Free Kids Act (P.L. 111-296), which reauthorized the Child Nutrition programs, further accelerated the sunset date of ARRA to October 31, 2013, to offset the cost of that legislation. As a result, beginning on November 1, 2013, SNAP benefit levels will be based on the cost of the June 2013 TFP, which is expected to be lower than ARRA levels. ARRA also suspended time-limited benefits for nonelderly nondisabled adults without dependents until September 2010.

SNAP Data

The following six tables and accompanying figure provide information about SNAP:

- Tables SNAP 1 and SNAP 2 and Figure SNAP 1 present national caseload and expenditure trend data on the SNAP as discussed below;
- Table SNAP 3 presents some demographic characteristics of the SNAP caseload; and
- Tables SNAP 4 through SNAP 6 present some state-by-state trend data on the SNAP through fiscal year 2009.

SNAP Caseload Trends (Table SNAP 1). Average monthly SNAP participation was 32.8 million persons in fiscal year 2009, excluding the participants in Puerto Rico's block grant. This represents a significant increase over the fiscal year 2000 record-low average of 17.1 million participants and exceeds the previous peak of 27.4 million recipients in fiscal year 1994. See also Table IND 3b and Table IND 4b in Chapter II for further data trends in SNAP caseload, specifically, SNAP reciprocity and participation rates.

Considerable research has demonstrated that the SNAP is responsive to economic changes, with participation increasing in times of economic downturns and decreasing in times of economic growth (see Figure SNAP 1). Economic conditions alone did not explain the caseload growth in the late 1980s and early 1990s however. Studies suggest that a variety of factors contributed to this caseload growth, including a weak economy and higher rates of unemployment, expansions in Medicaid eligibility, the legalization of 3 million undocumented immigrants, and longer participation spells (McConnell, 1991; Gleason, 1998).

The decline in participation from 1994 to 2000 was caused by several factors, according to studies of this period. Part of the decline is associated with the strong economy in the second half of the 1990s. However, participation fell more sharply than expected during this period of sustained economic growth.

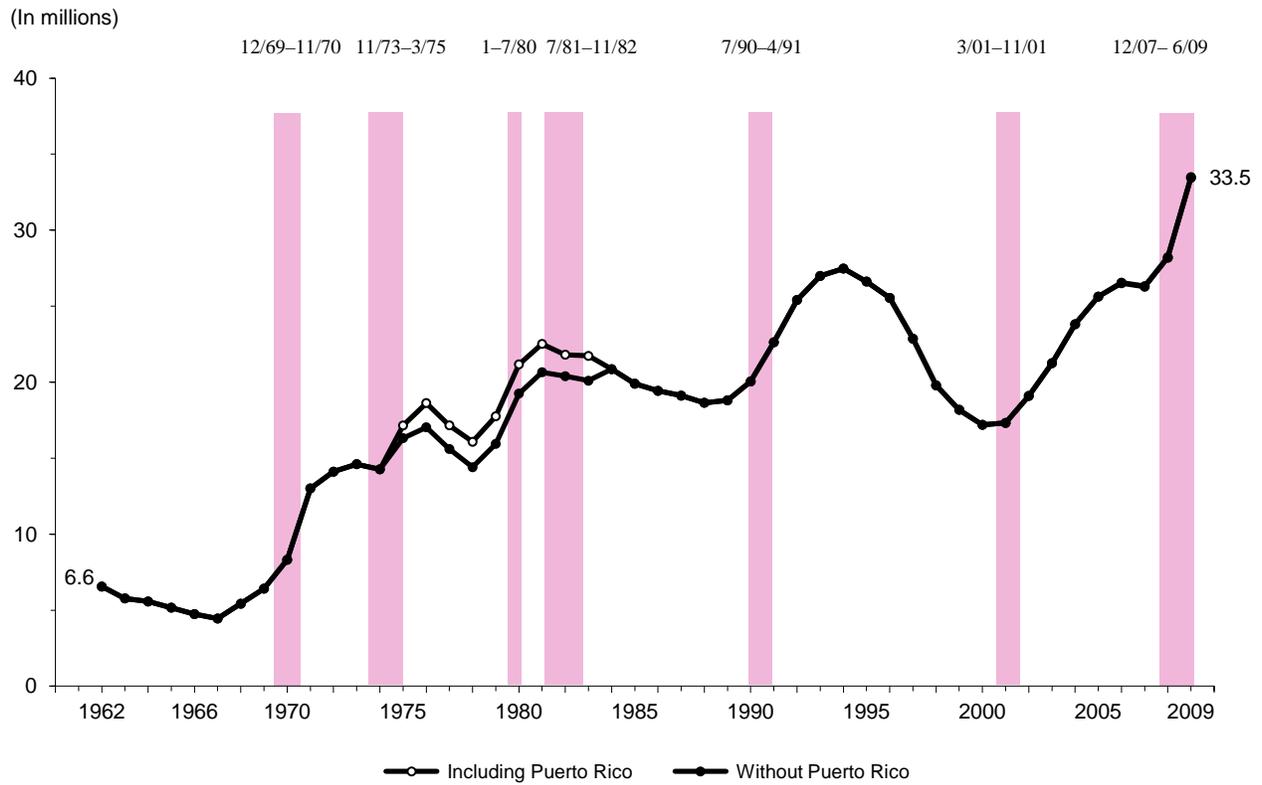
Some of the decline reflected restrictions on the eligibility of noncitizens and time limits for unemployed nondisabled childless adults. Participation fell most rapidly among the following three groups: noncitizens and their US-born children, unemployed nondisabled childless adults, and persons receiving cash welfare benefits. As people left the welfare rolls, many also stopped participating in SNAP, even while remaining eligible (Genser, 1999; Wilde et al., 2000; Gleason et al., 2001; Kornfeld, 2002).

The increase in SNAP participation from 2000 to 2005 occurred during a period when unemployment increased modestly from four percent to five percent, eligibility was restored to many legal immigrants, states took advantage of opportunities to expand categorical eligibility to those receiving noncash TANF benefits and services and to liberalize the treatment of vehicles, and the Food and Nutrition Service was encouraging states to conduct outreach efforts and simplify the program. In response to outreach efforts and the 2007-2009 recession, by 2009 the SNAP participation rate exceeded 72 percent. Between 2000 and 2009, SNAP participation increased by 6.1 million households (see Table IND 4b). Part of this increase was associated with an increase in the number of eligible households and part was associated with an increased participation rate among those households that were eligible.

SNAP Expenditures. Total program costs, shown in Table SNAP 2, were nearly \$16 billion higher in 2009 than in 2008, reflecting the increase in participation during that period as well as an increase in average benefits. Total federal program costs were \$53.6 billion in 2009, \$37.5 billion in 2008, and \$34.5 billion in 2007 (after adjusting for inflation). Average monthly benefits per person, also shown in Table SNAP 2, were \$125.30 per person in 2009, \$101.90 in 2008 and \$100.10 in 2007 (after adjusting for inflation). The monthly benefit per person increased 23 percent between 2008 and 2009.

SNAP Household Characteristics. As shown in Table SNAP 3, the proportion of SNAP households with earnings has increased, from about 20 percent for most of the 1980s and early 1990s, to 29 percent in 2009. At the same time, the proportion of households with income from AFDC/TANF has declined, from 42 percent in 1990 to 10 percent in 2009, following the dramatic decline in AFDC/TANF caseloads. Over half of all SNAP households have children, although the proportion has declined from over 60 percent in most of the 1980s and early 1990s to 50 percent in 2009. The majority (86 percent in 2009) of households have incomes below the federal poverty guidelines.

Figure SNAP 1. Persons Receiving SNAP: 1962–2009



Note: Total persons includes participants receiving assistance in Guam and the Virgin Islands. Shaded areas are periods of recession as determined by the National Bureau of Economic Research.

Sources: U.S. Department of Agriculture, Food and Nutrition Service, published online at www.fns.usda.gov/oane/MENU/Published/SNAP/FILES/Participation/2009Characteristics.pdf and unpublished data from the Food Stamps National Data Bank.

Table SNAP 1. Trends in SNAP Caseloads: Selected Years 1962–2009

| Fiscal Year | SNAP Participants | | | Participants as a Percent of: | | Child Participants as a Percent of: | |
|-------------------|---|--------------------------------------|-------------------------------------|-------------------------------|-------------------------------|-------------------------------------|----------------------------------|
| | Including Territories ¹ (thousands) | Excluding Territories (thousands) | Children Excl. Terr. (thousands) | Total Population ² | All Poor Persons ² | Total Child Population ² | Children in Poverty ² |
| 1962 | 6,554 | 6,554 | NA | 3.5 | 17.0 | NA | NA |
| 1965 | 5,167 | 5,167 | NA | 2.7 | 15.6 | NA | NA |
| 1970 | 8,317 | 8,317 | NA | 4.1 | 32.7 | NA | NA |
| 1971 | 13,010 | 13,010 | NA | 6.3 | 50.9 | NA | NA |
| 1972 | 14,111 | 14,111 | NA | 6.7 | 57.7 | NA | NA |
| 1973 | 14,607 | 14,607 | NA | 6.9 | 63.6 | NA | NA |
| 1974 | 14,268 | 14,268 | NA | 6.7 | 61.1 | NA | NA |
| 1975 ⁴ | 17,152 | 16,320 | NA | 7.6 | 63.1 | NA | NA |
| 1976 | 18,628 | 17,033 | 9,126 | 7.8 | 68.2 | 13.8 | 88.8 |
| 1977 | 17,161 | 15,604 | NA | 7.1 | 63.1 | NA | NA |
| 1978 | 16,077 | 14,405 | NA | 6.5 | 58.8 | NA | NA |
| 1979 ⁵ | 17,758 | 15,942 | NA | 7.1 | 61.1 | NA | NA |
| 1980 | 21,173 | 19,253 | 9,876 | 8.5 | 65.8 | 15.5 | 85.6 |
| 1981 | 22,518 | 20,655 | 9,803 | 9.0 | 64.9 | 15.5 | 78.4 |
| 1982 | 21,808 | 20,391 | 9,591 | 8.8 | 59.3 | 15.3 | 70.3 |
| 1983 | 21,727 | 20,095 | 10,910 | 8.6 | 56.9 | 17.4 | 78.4 |
| 1984 | 20,854 | 20,796 | 10,492 | 8.8 | 61.7 | 16.8 | 78.2 |
| 1985 | 19,899 | 19,847 | 9,801 | 8.3 | 60.0 | 15.7 | 75.3 |
| 1986 | 19,429 | 19,381 | 9,844 | 8.1 | 59.9 | 15.7 | 76.5 |
| 1987 | 19,113 | 19,072 | 9,771 | 7.9 | 59.2 | 15.5 | 76.1 |
| 1988 | 18,645 | 18,613 | 9,351 | 7.6 | 58.6 | 14.8 | 75.1 |
| 1989 | 18,806 | 18,777 | 9,429 | 7.6 | 59.6 | 14.9 | 74.9 |
| 1990 | 20,049 | 20,020 | 10,127 | 8.0 | 59.6 | 15.8 | 75.4 |
| 1991 | 22,625 | 22,599 | 11,952 | 8.9 | 63.3 | 18.3 | 83.3 |
| 1992 | 25,407 | 25,371 | 13,349 | 9.9 | 66.7 | 20.1 | 87.3 |
| 1993 | 26,987 | 26,957 | 14,196 | 10.4 | 68.7 | 21.0 | 90.3 |
| 1994 | 27,474 | 27,439 | 14,391 | 10.4 | 72.1 | 21.0 | 94.1 |
| 1995 | 26,619 | 26,579 | 13,860 | 10.0 | 73.0 | 20.0 | 94.5 |
| 1996 | 25,543 | 25,495 | 13,189 | 9.5 | 69.8 | 18.8 | 91.2 |
| 1997 | 22,858 | 22,820 | 11,847 | 8.4 | 64.1 | 16.7 | 83.9 |
| 1998 | 19,791 | 19,748 | 10,520 | 7.2 | 57.3 | 14.7 | 78.1 |
| 1999 | 18,183 | 18,114 | 9,332 | 6.5 | 55.2 | 13.0 | 76.0 |
| 2000 | 17,194 | 17,054 | 8,743 | 6.0 | 54.0 | 12.1 | 75.5 |
| 2001 | 17,318 | 17,262 | 8,820 | 6.1 | 52.5 | 12.1 | 75.2 |
| 2002 | 19,096 | 19,003 | 9,688 | 6.6 | 55.0 | 13.3 | 79.8 |
| 2003 | 21,250 | 20,898 | 10,605 | 7.2 | 58.3 | 14.5 | 82.4 |
| 2004 | 23,811 | 23,447 | 11,771 | 8.0 | 63.3 | 16.1 | 90.3 |
| 2005 | 25,628 | 24,841 | 12,404 | 8.4 | 67.2 | 16.9 | 96.2 |
| 2006 | 26,549 | 25,555 | 12,579 | 8.6 | 70.1 | 17.1 | 98.1 |
| 2007 | 26,316 | 25,887 | 12,695 | 8.6 | 69.4 | 17.2 | 95.3 |
| 2008 | 28,223 | 27,751 | 13,472 | 9.1 | 69.7 | 18.2 | 95.8 |
| 2009 | 33,490 | 32,842 | 15,589 | 10.7 | 75.4 | 21.0 | 100.9 |

¹ Total participants includes all participating states, the District of Columbia, and the territories (including Puerto Rico from 1975 to 1982—a separate Nutrition Assistance Grant for Puerto Rico was begun in July 1982). From 1962 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the FSP in 1975. The FFAP participants (as of December) for the seven years shown during the period from 1962 to 1974 were respectively: 6,411; 4,742; 3,977; 3,642; 3,002; 2,441; and 1,406 (all in thousands). From 1975 to 1983 the number of FFAP participants averaged only 88 thousand.

² Includes all participating states and the District of Columbia only—the territories are excluded from both numerator and denominator. Population numbers used as denominators are the resident population.

³ The pre-transfer poverty population used as denominator is the number of all persons in families or living alone whose income (cash income plus social insurance plus Social Security but before taxes and means-tested transfers) falls below the relevant poverty threshold. See Appendix J, Table 20, *1992 Green Book*; data for subsequent years are unpublished Congressional Budget Office tabulations.

⁴ The first fiscal year in which SNAP was available nationwide.

⁵ The fiscal year in which the food stamp purchase requirement was eliminated, on a phased-in basis.

Sources: U.S. Department of Agriculture, data published online at www.fns.usda.gov/oane/MENU/Published/SNAP/FILES/Participation/2009Characteristics.pdf and unpublished data from the Food Stamps National Data Bank, the House Ways and Means Committee, *1996 Green Book*, and U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238.

Table SNAP 2. Trends in SNAP Expenditures: Selected Years 1975–2009

| Fiscal Year | Total Federal Cost (Benefits + Administration) | | Benefits (Federal) | Administration ¹ | | Total Program Cost (millions) | Average Monthly Benefit per Person | |
|-------------------|---|---|-----------------------|-----------------------------|--------------------------------|-------------------------------------|---------------------------------------|---------------------------|
| | Current Dollars (millions) | 2009 Dollars ² (millions) | | Federal (millions) | State & Local (millions) | | Current Dollars | 2009 Dollars ² |
| | 1975 | \$4,619 | \$17,328 | \$4,386 | \$233 | \$175 | \$4,794 | \$21.40 |
| 1980 | 9,206 | 23,325 | 8,721 | 486 | 375 | 9,581 | 34.50 | 87.40 |
| 1981 | 11,225 | 25,852 | 10,630 | 595 | 504 | 11,729 | 39.50 | 91.00 |
| 1982 | 10,837 | 23,347 | 10,208 | 628 | 557 | 11,394 | 39.20 | 83.20 |
| 1983 | 11,847 | 24,402 | 11,152 | 695 | 612 | 12,459 | 43.00 | 88.60 |
| 1984 ³ | 11,579 | 22,902 | 10,696 | 883 | 805 | 12,384 | 42.70 | 84.50 |
| 1985 | 11,703 | 22,346 | 10,744 | 960 | 871 | 12,574 | 45.00 | 85.90 |
| 1986 | 11,638 | 21,720 | 10,605 | 1,033 | 935 | 12,573 | 45.50 | 84.90 |
| 1987 | 11,604 | 21,092 | 10,500 | 1,104 | 996 | 12,600 | 45.80 | 83.20 |
| 1988 | 12,317 | 21,587 | 11,149 | 1,168 | 1,080 | 13,397 | 49.80 | 87.30 |
| 1989 | 12,902 | 21,692 | 11,670 | 1,232 | 1,101 | 14,003 | 51.70 | 86.90 |
| 1990 | 15,447 | 24,841 | 14,143 | 1,305 | 1,174 | 16,621 | 58.80 | 94.60 |
| 1991 | 18,747 | 28,847 | 17,316 | 1,432 | 1,247 | 19,994 | 63.80 | 98.20 |
| 1992 | 22,462 | 33,736 | 20,906 | 1,557 | 1,375 | 23,837 | 68.60 | 103.00 |
| 1993 | 23,653 | 34,646 | 22,006 | 1,647 | 1,572 | 25,225 | 68.00 | 99.60 |
| 1994 | 24,493 | 35,123 | 22,749 | 1,745 | 1,643 | 26,136 | 69.00 | 98.90 |
| 1995 | 24,620 | 34,486 | 22,764 | 1,856 | 1,748 | 26,368 | 71.30 | 99.90 |
| 1996 | 24,331 | 33,250 | 22,440 | 1,891 | 1,842 | 26,173 | 73.20 | 100.00 |
| 1997 | 21,508 | 28,680 | 19,549 | 1,959 | 1,904 | 23,412 | 71.30 | 95.10 |
| 1998 | 18,988 | 24,949 | 16,891 | 2,098 | 1,988 | 20,976 | 71.10 | 93.40 |
| 1999 | 17,821 | 23,002 | 15,769 | 2,052 | 1,874 | 19,695 | 72.30 | 93.30 |
| 2000 | 17,054 | 21,345 | 14,983 | 2,071 | 2,086 | 19,140 | 72.60 | 90.90 |
| 2001 | 17,789 | 21,577 | 15,547 | 2,242 | 2,233 | 20,022 | 74.80 | 90.70 |
| 2002 | 20,637 | 24,659 | 18,256 | 2,381 | 2,397 | 23,034 | 79.70 | 95.20 |
| 2003 | 23,816 | 27,802 | 21,404 | 2,412 | 2,633 | 26,450 | 83.90 | 97.90 |
| 2004 | 27,099 | 30,921 | 24,619 | 2,480 | 2,645 | 29,744 | 86.20 | 98.40 |
| 2005 | 31,072 | 34,331 | 28,568 | 2,504 | 2,713 | 33,785 | 92.90 | 102.60 |
| 2006 | 32,904 | 35,060 | 30,187 | 2,717 | 2,866 | 35,770 | 94.80 | 101.00 |
| 2007 | 33,190 | 34,544 | 30,373 | 2,817 | 2,947 | 36,137 | 96.20 | 100.10 |
| 2008 | 37,645 | 37,525 | 34,608 | 3,036 | 3,202 | 40,846 | 102.20 | 101.90 |
| 2009 | 53,639 | 53,639 | 50,360 | 3,279 | 3,460 | 57,099 | 125.30 | 125.30 |

Note: Total federal cost and the cost of benefits does include SNAP in Puerto Rico from 1975 to 1982 but does not include the funding for the Puerto Rico nutrition assistance grant from the last quarter of FY 1982 (when it replaced Puerto Rico's food stamp program) to the present. (Puerto Rico's nutrition assistance grant was \$778 million in 1983 and rose to \$2.0 billion in 2009.)

¹ Amounts include the federal share of state administrative and Employment and Training costs and certain direct federal administrative costs. They do not generally include approximately \$60 million in food stamp-related federal administrative costs budgeted under a separate appropriation account (although estimates prior to 1989 do include estimates of food stamp related federal administrative expenses paid out of other Agriculture Department accounts). State and local costs are estimated based on the known federal shares and represent an estimate of all administrative expenses of participating states.

² Constant dollar adjustments to 2009 level were made using a CPI-U-RS fiscal year average price index.

³ Beginning in 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for SNAP.

Source: U.S. Department of Agriculture, Food and Nutrition Service unpublished data (available at online at <http://www.fns.usda.gov/pd/SNAPsummary.htm>); and the House Ways and Means Committee, *2004 Green Book* (available online at <http://www.gpoaccess.gov/wmprints/green/2004.html>).

Table SNAP 3. Characteristics of SNAP Households: Selected Years 1980–2009

| | Year ¹ | | | | | | | | | |
|--|-------------------|------|------|------|------|------|------|------|------|------|
| | 1980 | 1984 | 1988 | 1990 | 1994 | 1996 | 1998 | 2000 | 2004 | 2009 |
| With Gross Monthly Income: | | | | | | | | | | |
| (In Percent) | | | | | | | | | | |
| Below the Federal Poverty Levels..... | 87 | 93 | 92 | 92 | 90 | 91 | 90 | 89 | 88 | 86 |
| Between the Poverty Levels and 130 percent of the Poverty Levels | 10 | 6 | 8 | 8 | 9 | 8 | 9 | 10 | 11 | 11 |
| Above 130 Percent of Poverty..... | 2 | 1 | * | * | 1 | 1 | 1 | 1 | 2 | 3 |
| With Earnings | 19 | 19 | 20 | 19 | 21 | 23 | 26 | 27 | 29 | 29 |
| With Public Assistance Income ² | §§ | §§ | §§ | §§ | §§ | 61 | 59 | 56 | 45 | 35 |
| With AFDC/TANF Income..... | NA | 42 | 42 | 42 | 38 | 37 | 31 | 26 | 16 | 10 |
| With SSI Income..... | 18 | 18 | 20 | 19 | 21 | 24 | 28 | 32 | 27 | 24 |
| With Children | 60 | 61 | 61 | 60 | 61 | 60 | 58 | 54 | 54 | 50 |
| And Female Heads of Household..... | NA | 47 | 50 | 51 | 51 | 50 | 47 | 44 | 45 | NA |
| With No Spouse Present | NA | NA | 39 | 37 | 43 | 43 | 41 | 38 | 37 | NA |
| With Elderly Members ³ | 23 | 22 | 19 | 18 | 16 | 16 | 18 | 21 | 17 | 17 |
| Average Household Size | 2.8 | 2.8 | 2.6 | 2.6 | 2.5 | 2.5 | 2.4 | 2.3 | 2.3 | 2.2 |

¹ Data were gathered in August in the years 1980-84 and during the summer in the years from 1986 to 1994. Reports from 1995 to the present are based on fiscal year averages.

² Public assistance income includes: AFDC/TANF, SSI, and general assistance.

³ Elderly members and heads of household include those of age 60 or older.

§§ The total percentage of households with public assistance income is approximately equal to the sum of those with AFDC/TANF and SSI income with some small percentage of households receiving both due to having individual members eligible for different forms of assistance (in 1996 just under 6 percent of households received assistance from multiple sources).

* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Supplemental Nutrition Assistance Households, Fiscal Year 2009*, Report No. SNAP-09-CHAR (available online at <http://www.fns.usda.gov/oane/MENU/Published/SNAP/FILES/Participation/2008Characteristics.pdf> and earlier reports.

Table SNAP 4. Value of SNAP Issued by State: Selected Fiscal Years 1975–2009

[In millions]

| | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
|----------------------|----------------|----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|----------------|------------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | \$103 | \$246 | \$318 | \$328 | \$441 | \$344 | \$616 | 971 | -22 | 182 |
| Alaska | 6 | 27 | 25 | 25 | 50 | 46 | 80 | 130 | -8 | 183 |
| Arizona | 41 | 97 | 121 | 239 | 414 | 240 | 634 | 1,224 | -42 | 409 |
| Arkansas | 78 | 122 | 126 | 155 | 212 | 206 | 401 | 570 | -3 | 176 |
| California | 361 | 530 | 639 | 968 | 2,473 | 1,639 | 2,315 | 4,382 | -34 | 167 |
| Colorado | 44 | 71 | 94 | 156 | 217 | 127 | 313 | 503 | -42 | 297 |
| Connecticut | 36 | 59 | 62 | 72 | 169 | 138 | 223 | 417 | -18 | 202 |
| Delaware | 6 | 21 | 22 | 25 | 47 | 31 | 65 | 129 | -33 | 315 |
| Dist. of Columbia | 31 | 41 | 40 | 43 | 92 | 77 | 103 | 160 | -17 | 108 |
| Florida | 207 | 421 | 368 | 609 | 1,307 | 771 | 1,598 | 2,968 | -41 | 285 |
| Georgia | 129 | 264 | 290 | 382 | 700 | 489 | 1,048 | 1,944 | -30 | 298 |
| Guam | 2 | 15 | 18 | 15 | 24 | 36 | 54 | 79 | 48 | 120 |
| Hawaii | 23 | 60 | 93 | 81 | 177 | 166 | 156 | 274 | -6 | 65 |
| Idaho | 11 | 29 | 36 | 40 | 59 | 46 | 103 | 201 | -21 | 335 |
| Illinois | 238 | 394 | 713 | 835 | 1,056 | 777 | 1,400 | 2,323 | -26 | 199 |
| Indiana | 58 | 154 | 242 | 226 | 382 | 268 | 627 | 1,071 | -30 | 300 |
| Iowa | 28 | 54 | 107 | 109 | 142 | 100 | 220 | 420 | -29 | 319 |
| Kansas | 12 | 38 | 64 | 96 | 144 | 83 | 180 | 302 | -43 | 265 |
| Kentucky | 135 | 211 | 332 | 334 | 413 | 337 | 611 | 1,002 | -18 | 198 |
| Louisiana | 148 | 243 | 365 | 549 | 629 | 448 | 979 | 1,119 | -29 | 150 |
| Maine | 31 | 60 | 62 | 63 | 112 | 81 | 162 | 293 | -28 | 260 |
| Maryland | 76 | 140 | 171 | 203 | 365 | 199 | 320 | 669 | -45 | 235 |
| Massachusetts | 75 | 171 | 173 | 207 | 315 | 182 | 363 | 926 | -42 | 410 |
| Michigan | 124 | 263 | 541 | 663 | 806 | 457 | 1,099 | 2,107 | -43 | 361 |
| Minnesota | 40 | 62 | 105 | 165 | 240 | 165 | 275 | 473 | -31 | 187 |
| Mississippi | 110 | 199 | 264 | 352 | 383 | 226 | 463 | 691 | -41 | 206 |
| Missouri | 82 | 142 | 212 | 312 | 488 | 358 | 736 | 1,136 | -27 | 217 |
| Montana | 11 | 18 | 31 | 41 | 57 | 51 | 89 | 135 | -11 | 163 |
| Nebraska | 11 | 25 | 44 | 59 | 77 | 61 | 120 | 179 | -20 | 194 |
| Nevada | 10 | 15 | 22 | 41 | 91 | 57 | 129 | 286 | -38 | 405 |
| New Hampshire | 11 | 22 | 15 | 20 | 44 | 28 | 51 | 116 | -37 | 312 |
| New Jersey | 125 | 226 | 260 | 289 | 506 | 304 | 437 | 750 | -40 | 147 |
| New Mexico | 48 | 81 | 88 | 117 | 196 | 140 | 251 | 411 | -29 | 194 |
| New York | 209 | 726 | 938 | 1,086 | 2,065 | 1,361 | 2,136 | 3,955 | -34 | 191 |
| North Carolina | 122 | 234 | 237 | 282 | 495 | 403 | 856 | 1,625 | -18 | 303 |
| North Dakota | 5 | 9 | 16 | 25 | 32 | 25 | 45 | 80 | -22 | 215 |
| Ohio | 253 | 382 | 697 | 861 | 1,017 | 520 | 1,155 | 2,167 | -49 | 316 |
| Oklahoma | 38 | 73 | 134 | 186 | 315 | 208 | 440 | 666 | -34 | 220 |
| Oregon | 56 | 80 | 142 | 168 | 254 | 198 | 456 | 831 | -22 | 320 |
| Pennsylvania | 175 | 373 | 547 | 661 | 1,006 | 656 | 1,105 | 1,901 | -35 | 190 |
| Rhode Island | 18 | 31 | 35 | 42 | 82 | 59 | 79 | 170 | -28 | 188 |
| South Carolina | 121 | 181 | 194 | 240 | 297 | 249 | 566 | 1,002 | -16 | 302 |
| South Dakota | 8 | 18 | 26 | 35 | 40 | 37 | 61 | 111 | -7 | 202 |
| Tennessee | 115 | 282 | 280 | 372 | 554 | 415 | 942 | 1,604 | -25 | 286 |
| Texas | 314 | 514 | 701 | 1,429 | 2,246 | 1,215 | 2,659 | 4,399 | -46 | 262 |
| Utah | 12 | 22 | 40 | 71 | 90 | 68 | 141 | 263 | -24 | 286 |
| Vermont | 9 | 18 | 20 | 22 | 46 | 32 | 45 | 99 | -30 | 210 |
| Virgin Islands | 6 | 19 | 23 | 18 | 28 | 21 | 21 | 34 | -24 | 61 |
| Virginia | 63 | 158 | 189 | 247 | 450 | 263 | 500 | 923 | -42 | 251 |
| Washington | 70 | 90 | 140 | 229 | 417 | 241 | 539 | 1,047 | -42 | 333 |
| West Virginia | 56 | 87 | 159 | 192 | 253 | 185 | 258 | 408 | -27 | 120 |
| Wisconsin | 29 | 68 | 148 | 180 | 220 | 129 | 317 | 680 | -42 | 428 |
| Wyoming | 3 | 6 | 15 | 21 | 28 | 19 | 27 | 37 | -32 | 99 |
| United States | \$4,386 | \$8,721 | \$10,744 | \$14,186 | \$22,764 | \$14,983 | \$28,568 | \$50,360 | -34 | 236 |

Note: The totals for 1975 and 1980 include amounts for Puerto Rico of \$366 and \$828 million respectively.

Source: U.S. Department of Agriculture, Food and Nutrition Service (2004 to 2009 data published online at [www.fns.usda.gov/pd/17SNAPfyBEN\\$.htm](http://www.fns.usda.gov/pd/17SNAPfyBEN$.htm)) and unpublished data from the Food Stamp National Data Bank.

Table SNAP 5. Average Number of SNAP Recipients by State: Selected Fiscal Years

[In thousands]

| | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
|----------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|----------------|-----------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 365 | 583 | 588 | 454 | 525 | 396 | 559 | 679 | -22 | 71 |
| Alaska | 15 | 29 | 22 | 25 | 45 | 38 | 56 | 64 | -19 | 72 |
| Arizona | 143 | 196 | 206 | 317 | 480 | 259 | 550 | 814 | -39 | 214 |
| Arkansas | 267 | 301 | 253 | 235 | 272 | 247 | 374 | 411 | -10 | 67 |
| California | 1,455 | 1,493 | 1,615 | 1,937 | 3,175 | 1,831 | 1,992 | 2,670 | -42 | 46 |
| Colorado | 150 | 163 | 170 | 221 | 252 | 156 | 246 | 319 | -36 | 105 |
| Connecticut | 155 | 170 | 145 | 133 | 226 | 165 | 204 | 258 | -26 | 56 |
| Delaware | 26 | 52 | 40 | 33 | 57 | 32 | 62 | 91 | -44 | 182 |
| Dist. of Columbia | 122 | 103 | 72 | 62 | 94 | 81 | 89 | 103 | -13 | 28 |
| Florida | 647 | 912 | 630 | 781 | 1,395 | 882 | 1,382 | 1,952 | -36 | 121 |
| Georgia | 498 | 627 | 567 | 536 | 816 | 559 | 921 | 1,286 | -29 | 130 |
| Guam | 6 | 22 | 20 | 12 | 16 | 22 | 27 | 32 | 26 | 42 |
| Hawaii | 75 | 102 | 99 | 77 | 125 | 118 | 94 | 115 | -9 | -3 |
| Idaho | 39 | 61 | 59 | 59 | 80 | 58 | 93 | 136 | -27 | 134 |
| Illinois | 926 | 903 | 1,110 | 1,013 | 1,151 | 817 | 1,158 | 1,462 | -26 | 79 |
| Indiana | 392 | 353 | 406 | 311 | 470 | 300 | 556 | 707 | -23 | 135 |
| Iowa | 115 | 141 | 203 | 170 | 184 | 123 | 207 | 295 | -30 | 139 |
| Kansas | 58 | 90 | 119 | 142 | 184 | 117 | 178 | 219 | -32 | 88 |
| Kentucky | 472 | 468 | 560 | 458 | 520 | 403 | 570 | 702 | -17 | 74 |
| Louisiana | 510 | 569 | 644 | 727 | 711 | 500 | 808 | 724 | -25 | 45 |
| Maine | 126 | 139 | 114 | 94 | 132 | 102 | 153 | 201 | -22 | 98 |
| Maryland | 261 | 324 | 287 | 255 | 399 | 219 | 289 | 454 | -41 | 107 |
| Massachusetts | 365 | 453 | 337 | 347 | 410 | 232 | 368 | 628 | -38 | 171 |
| Michigan | 619 | 813 | 985 | 917 | 971 | 603 | 1,048 | 1,450 | -36 | 141 |
| Minnesota | 167 | 171 | 228 | 263 | 308 | 196 | 260 | 345 | -33 | 76 |
| Mississippi | 376 | 496 | 495 | 499 | 480 | 276 | 435 | 506 | -40 | 83 |
| Missouri | 300 | 335 | 362 | 431 | 576 | 423 | 766 | 801 | -24 | 89 |
| Montana | 38 | 43 | 58 | 57 | 71 | 59 | 81 | 92 | -16 | 55 |
| Nebraska | 49 | 66 | 94 | 95 | 105 | 82 | 117 | 134 | -19 | 62 |
| Nevada | 32 | 32 | 32 | 50 | 99 | 61 | 122 | 200 | -37 | 228 |
| New Hampshire | 44 | 50 | 28 | 31 | 58 | 36 | 52 | 79 | -31 | 118 |
| New Jersey | 490 | 605 | 464 | 382 | 551 | 345 | 392 | 500 | -36 | 45 |
| New Mexico | 157 | 185 | 157 | 157 | 239 | 169 | 241 | 291 | -28 | 72 |
| New York | 1,291 | 1,759 | 1,834 | 1,548 | 2,183 | 1,439 | 1,755 | 2,323 | -31 | 61 |
| North Carolina | 466 | 582 | 474 | 419 | 614 | 488 | 800 | 1,137 | -23 | 133 |
| North Dakota | 19 | 25 | 33 | 39 | 41 | 32 | 42 | 53 | -20 | 67 |
| Ohio | 854 | 865 | 1,133 | 1,089 | 1,155 | 610 | 1,007 | 1,357 | -42 | 123 |
| Oklahoma | 171 | 209 | 263 | 267 | 375 | 253 | 424 | 473 | -28 | 87 |
| Oregon | 201 | 197 | 228 | 216 | 289 | 234 | 429 | 581 | -19 | 148 |
| Pennsylvania | 848 | 980 | 1,032 | 952 | 1,173 | 777 | 1,043 | 1,338 | -31 | 72 |
| Rhode Island | 86 | 87 | 69 | 64 | 93 | 74 | 76 | 102 | -18 | 38 |
| South Carolina | 410 | 426 | 373 | 299 | 364 | 295 | 521 | 688 | -18 | 133 |
| South Dakota | 33 | 43 | 48 | 50 | 50 | 43 | 56 | 74 | -12 | 73 |
| Tennessee | 397 | 624 | 518 | 527 | 662 | 496 | 850 | 1,072 | -22 | 116 |
| Texas | 1,133 | 1,167 | 1,263 | 1,880 | 2,558 | 1,333 | 2,442 | 3,003 | -44 | 125 |
| Utah | 46 | 54 | 75 | 99 | 119 | 82 | 133 | 185 | -26 | 126 |
| Vermont | 44 | 46 | 44 | 38 | 59 | 41 | 45 | 72 | -28 | 77 |
| Virgin Islands | 16 | 34 | 32 | 18 | 23 | 16 | 14 | 16 | -49 | 4 |
| Virginia | 257 | 384 | 360 | 346 | 546 | 336 | 488 | 652 | -37 | 94 |
| Washington | 253 | 248 | 281 | 340 | 476 | 295 | 508 | 761 | -38 | 158 |
| West Virginia | 242 | 209 | 278 | 262 | 309 | 227 | 262 | 306 | -24 | 35 |
| Wisconsin | 148 | 215 | 363 | 286 | 320 | 193 | 346 | 548 | -32 | 184 |
| Wyoming | 10 | 14 | 27 | 28 | 34 | 22 | 25 | 27 | -32 | 19 |
| United States | 17,192 | 21,082 | 19,899 | 20,049 | 26,619 | 17,194 | 25,718 | 33,490 | -33 | 95 |

Note: The totals for 1975 and 1980 include recipients in Puerto Rico of 810 thousand and 1.86 million respectively.

Source: U.S. Department of Agriculture, Food and Nutrition Service (2000 to 2009 data published online at www.fns.usda.gov/pd/15SNAPpartPP.htm and are subject to revision) and unpublished data from the National Data Bank.

Table SNAP 6. SNAP Reciprocity Rates by State: Selected Fiscal Years

[In percent]

| | 1975 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2009 | Percent Change | |
|----------------------|------------|------------|------------|------------|-------------|------------|------------|-------------|----------------|-----------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 9.9 | 14.9 | 14.8 | 11.2 | 12.2 | 8.9 | 12.3 | 14.4 | -27 | 62 |
| Alaska | 4.0 | 7.1 | 4.1 | 4.5 | 7.5 | 6.0 | 8.3 | 9.2 | -20 | 54 |
| Arizona | 6.3 | 7.1 | 6.5 | 8.6 | 10.8 | 5.0 | 9.2 | 12.3 | -54 | 146 |
| Arkansas | 12.4 | 13.1 | 10.9 | 10.0 | 10.7 | 9.2 | 13.5 | 14.2 | -14 | 55 |
| California | 6.8 | 6.3 | 6.1 | 6.5 | 10.0 | 5.4 | 5.6 | 7.2 | -46 | 34 |
| Colorado | 5.8 | 5.6 | 5.3 | 6.7 | 6.6 | 3.6 | 5.3 | 6.4 | -45 | 76 |
| Connecticut | 5.0 | 5.5 | 4.5 | 4.0 | 6.8 | 4.8 | 5.9 | 7.3 | -29 | 52 |
| Delaware | 4.5 | 8.7 | 6.5 | 5.0 | 7.8 | 4.1 | 7.3 | 10.3 | -48 | 151 |
| Dist. of Columbia | 17.2 | 16.1 | 11.4 | 10.3 | 16.2 | 14.1 | 15.3 | 17.2 | -13 | 22 |
| Florida | 7.6 | 9.3 | 5.5 | 6.0 | 9.6 | 5.5 | 7.8 | 10.5 | -43 | 92 |
| Georgia | 9.8 | 11.4 | 9.5 | 8.2 | 11.1 | 6.8 | 10.1 | 13.1 | -39 | 92 |
| Hawaii | 8.4 | 10.6 | 9.5 | 6.9 | 10.4 | 9.7 | 7.4 | 8.8 | -6 | -9 |
| Idaho | 4.6 | 6.4 | 5.9 | 5.8 | 6.8 | 4.5 | 6.6 | 8.8 | -34 | 97 |
| Illinois | 8.2 | 7.9 | 9.7 | 8.8 | 9.6 | 6.6 | 9.1 | 11.3 | -32 | 73 |
| Indiana | 7.3 | 6.4 | 7.4 | 5.6 | 8.0 | 4.9 | 8.9 | 11.0 | -39 | 123 |
| Iowa | 4.0 | 4.8 | 7.2 | 6.1 | 6.4 | 4.2 | 7.0 | 9.8 | -34 | 133 |
| Kansas | 2.5 | 3.8 | 4.9 | 5.7 | 7.1 | 4.3 | 6.5 | 7.8 | -39 | 80 |
| Kentucky | 13.6 | 12.8 | 15.2 | 12.4 | 13.4 | 10.0 | 13.6 | 16.3 | -26 | 63 |
| Louisiana | 13.1 | 13.5 | 14.6 | 17.2 | 16.2 | 11.2 | 18.0 | 16.1 | -31 | 44 |
| Maine | 11.8 | 12.3 | 9.8 | 7.6 | 10.6 | 8.0 | 11.7 | 15.3 | -25 | 92 |
| Maryland | 6.3 | 7.7 | 6.5 | 5.3 | 7.9 | 4.1 | 5.2 | 8.0 | -48 | 93 |
| Massachusetts | 6.3 | 7.9 | 5.7 | 5.8 | 6.7 | 3.6 | 5.7 | 9.5 | -45 | 161 |
| Michigan | 6.8 | 8.8 | 10.8 | 9.8 | 10.0 | 6.1 | 10.4 | 14.5 | -40 | 140 |
| Minnesota | 4.2 | 4.2 | 5.5 | 6.0 | 6.6 | 4.0 | 5.1 | 6.6 | -40 | 65 |
| Mississippi | 15.7 | 19.6 | 19.1 | 19.4 | 17.6 | 9.7 | 15.0 | 17.1 | -45 | 77 |
| Missouri | 6.2 | 6.8 | 7.2 | 8.4 | 10.7 | 7.6 | 13.2 | 13.4 | -29 | 77 |
| Montana | 5.1 | 5.5 | 7.1 | 7.1 | 8.1 | 6.6 | 8.7 | 9.5 | -19 | 44 |
| Nebraska | 3.2 | 4.2 | 5.9 | 6.0 | 6.3 | 4.8 | 6.7 | 7.4 | -24 | 55 |
| Nevada | 5.2 | 4.0 | 3.4 | 4.1 | 6.2 | 3.0 | 5.1 | 7.6 | -52 | 151 |
| New Hampshire | 5.3 | 5.4 | 2.8 | 2.7 | 5.0 | 2.9 | 4.0 | 6.0 | -42 | 104 |
| New Jersey | 6.7 | 8.2 | 6.1 | 4.9 | 6.8 | 4.1 | 4.6 | 5.7 | -40 | 40 |
| New Mexico | 13.5 | 14.1 | 10.9 | 10.3 | 13.9 | 9.3 | 12.6 | 14.5 | -33 | 56 |
| New York | 7.2 | 10.0 | 10.3 | 8.6 | 11.8 | 7.6 | 9.1 | 11.9 | -36 | 57 |
| North Carolina | 8.4 | 9.9 | 7.6 | 6.3 | 8.4 | 6.0 | 9.2 | 12.1 | -28 | 101 |
| North Dakota | 2.9 | 3.9 | 4.9 | 6.1 | 6.4 | 5.0 | 6.6 | 8.2 | -22 | 65 |
| Ohio | 7.9 | 8.0 | 10.6 | 10.0 | 10.3 | 5.4 | 8.8 | 11.8 | -48 | 119 |
| Oklahoma | 6.2 | 6.9 | 8.0 | 8.5 | 11.3 | 7.3 | 12.0 | 12.8 | -35 | 75 |
| Oregon | 8.6 | 7.5 | 8.5 | 7.6 | 9.1 | 6.8 | 11.9 | 15.2 | -25 | 122 |
| Pennsylvania | 7.1 | 8.3 | 8.8 | 8.0 | 9.6 | 6.3 | 8.4 | 10.6 | -34 | 68 |
| Rhode Island | 9.2 | 9.1 | 7.2 | 6.4 | 9.2 | 7.1 | 7.1 | 9.7 | -23 | 37 |
| South Carolina | 14.1 | 13.6 | 11.3 | 8.5 | 9.7 | 7.3 | 12.2 | 15.1 | -24 | 105 |
| South Dakota | 4.8 | 6.2 | 6.9 | 7.2 | 6.8 | 5.7 | 7.2 | 9.1 | -17 | 60 |
| Tennessee | 9.3 | 13.6 | 11.0 | 10.8 | 12.4 | 8.7 | 14.2 | 17.0 | -30 | 96 |
| Texas | 9.0 | 8.1 | 7.8 | 11.0 | 13.5 | 6.4 | 10.7 | 12.1 | -53 | 90 |
| Utah | 3.7 | 3.7 | 4.6 | 5.7 | 5.9 | 3.6 | 5.3 | 6.7 | -38 | 82 |
| Vermont | 9.1 | 8.9 | 8.2 | 6.8 | 10.1 | 6.7 | 7.3 | 11.6 | -33 | 73 |
| Virginia | 5.1 | 7.2 | 6.3 | 5.6 | 8.2 | 4.7 | 6.5 | 8.3 | -42 | 75 |
| Washington | 7.0 | 6.0 | 6.4 | 6.9 | 8.7 | 5.0 | 8.1 | 11.4 | -43 | 129 |
| West Virginia | 13.1 | 10.7 | 14.6 | 14.6 | 16.9 | 12.6 | 14.5 | 16.8 | -26 | 34 |
| Wisconsin | 3.2 | 4.6 | 7.6 | 5.8 | 6.2 | 3.6 | 6.2 | 9.7 | -42 | 170 |
| Wyoming | 2.7 | 3.0 | 5.4 | 6.2 | 6.9 | 4.5 | 5.0 | 4.9 | -34 | 8 |
| United States | 7.6 | 8.5 | 8.3 | 8.0 | 10.0 | 6.0 | 8.4 | 10.7 | -39 | 77 |

Note: Reciprocity rate refers to the average monthly number of SNAP recipients in each state during the particular fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerators are from Table SNAP 5 and the denominators are from Census population estimates for states both of which are subject to revision. Reciprocity rate for the United States are from Table SNAP 1 and are also subject to revision.

Source: U.S. Department of Agriculture, Food, Nutrition, and Consumer Services, Office of Food and Nutrition Service, (2000 to 2009 data published online at <http://www.fns.usda.gov/pd/15SNAPpartPP.htm> and earlier years from unpublished data from the National Data Bank; U.S. Census Bureau (population by state available online at <http://www.census.gov>).

Table SNAP 7. SNAP Child Recipients by State: Selected Fiscal Years 1989–2009

[In thousands]

| | 1989 | 1992 | 1995 | 1998 | 2000 | 2003 | 2006 | 2009 | Percent Change | |
|----------------------|--------------|---------------|---------------|---------------|--------------|---------------|---------------|---------------|----------------|-----------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 204 | 271 | 281 | 213 | 201 | 225 | 271 | 335 | -28 | 67 |
| Alaska | 14 | 20 | 24 | 21 | 21 | 25 | 26 | 29 | -13 | 38 |
| Arizona | 142 | 256 | 284 | 173 | 153 | 251 | 291 | 414 | -46 | 171 |
| Arkansas | 103 | 133 | 133 | 123 | 120 | 156 | 175 | 190 | -10 | 58 |
| California | 1,130 | 1,699 | 2,035 | 1,633 | 1,255 | 1,151 | 1,277 | 1,586 | -38 | 26 |
| Colorado | 108 | 150 | 126 | 91 | 75 | 103 | 129 | 164 | -40 | 119 |
| Connecticut | 63 | 110 | 128 | 99 | 82 | 84 | 82 | 98 | -36 | 20 |
| Delaware | 16 | 27 | 28 | 23 | 16 | 24 | 33 | 46 | -43 | 188 |
| Dist. of Columbia | 30 | 48 | 52 | 43 | 44 | 34 | 38 | 39 | -15 | -11 |
| Florida | 319 | 743 | 720 | 488 | 405 | 472 | 528 | 841 | -44 | 108 |
| Georgia | 247 | 395 | 421 | 359 | 292 | 378 | 474 | 624 | -31 | 114 |
| Hawaii | 40 | 43 | 61 | 62 | 52 | 40 | 36 | 46 | -15 | -12 |
| Idaho | 30 | 37 | 41 | 33 | 29 | 39 | 47 | 71 | -29 | 145 |
| Illinois | 481 | 536 | 581 | 483 | 379 | 470 | 589 | 676 | -35 | 78 |
| Indiana | 139 | 247 | 219 | 156 | 154 | 231 | 270 | 327 | -30 | 112 |
| Iowa | 81 | 100 | 93 | 65 | 59 | 71 | 103 | 133 | -37 | 125 |
| Kansas | 61 | 90 | 99 | 53 | 53 | 72 | 86 | 100 | -46 | 89 |
| Kentucky | 190 | 251 | 224 | 177 | 177 | 216 | 240 | 298 | -21 | 68 |
| Louisiana | 357 | 444 | 384 | 287 | 268 | 319 | 305 | 342 | -30 | 28 |
| Maine | 38 | 61 | 53 | 43 | 34 | 45 | 59 | 74 | -36 | 118 |
| Maryland | 128 | 188 | 206 | 170 | 104 | 124 | 143 | 204 | -50 | 96 |
| Massachusetts | 153 | 239 | 232 | 166 | 129 | 150 | 179 | 247 | -44 | 91 |
| Michigan | 445 | 506 | 490 | 404 | 314 | 413 | 502 | 575 | -36 | 83 |
| Minnesota | 121 | 159 | 163 | 108 | 103 | 112 | 131 | 161 | -37 | 56 |
| Mississippi | 225 | 256 | 250 | 174 | 143 | 176 | 204 | 238 | -43 | 66 |
| Missouri | 192 | 287 | 292 | 209 | 200 | 267 | 398 | 359 | -32 | 80 |
| Montana | 26 | 31 | 35 | 29 | 28 | 32 | 35 | 40 | -20 | 43 |
| Nebraska | 45 | 55 | 54 | 48 | 38 | 46 | 59 | 66 | -30 | 74 |
| Nevada | 19 | 46 | 56 | 38 | 33 | 54 | 56 | 96 | -41 | 191 |
| New Hampshire | 9 | 26 | 28 | 21 | 18 | 21 | 24 | 32 | -36 | 78 |
| New Jersey | 192 | 263 | 284 | 218 | 160 | 169 | 203 | 230 | -44 | 44 |
| New Mexico | 76 | 119 | 126 | 95 | 90 | 103 | 128 | 151 | -29 | 68 |
| New York | 722 | 915 | 950 | 816 | 627 | 639 | 724 | 895 | -34 | 43 |
| North Carolina | 178 | 300 | 301 | 264 | 233 | 312 | 419 | 547 | -23 | 135 |
| North Dakota | 19 | 22 | 19 | 17 | 14 | 19 | 19 | 23 | -26 | 64 |
| Ohio | 492 | 642 | 575 | 336 | 303 | 414 | 487 | 623 | -47 | 106 |
| Oklahoma | 124 | 168 | 186 | 141 | 128 | 189 | 205 | 219 | -31 | 71 |
| Oregon | 91 | 126 | 140 | 101 | 103 | 170 | 180 | 228 | -26 | 121 |
| Pennsylvania | 442 | 556 | 536 | 421 | 355 | 362 | 469 | 551 | -34 | 55 |
| Rhode Island | 29 | 46 | 50 | 42 | 42 | 37 | 35 | 44 | -16 | 5 |
| South Carolina | 138 | 186 | 199 | 176 | 147 | 226 | 244 | 312 | -26 | 112 |
| South Dakota | 25 | 28 | 28 | 25 | 24 | 24 | 29 | 36 | -14 | 50 |
| Tennessee | 230 | 322 | 315 | 261 | 231 | 315 | 384 | 458 | -27 | 98 |
| Texas | 846 | 1,302 | 1,406 | 924 | 754 | 1,124 | 1,418 | 1,685 | -46 | 123 |
| Utah | 52 | 70 | 65 | 53 | 41 | 59 | 69 | 97 | -37 | 137 |
| Vermont | 14 | 29 | 29 | 19 | 19 | 16 | 18 | 27 | -34 | 42 |
| Virginia | 149 | 231 | 277 | 207 | 149 | 181 | 233 | 288 | -46 | 93 |
| Washington | 154 | 219 | 249 | 179 | 135 | 171 | 224 | 328 | -46 | 143 |
| West Virginia | 111 | 142 | 123 | 110 | 92 | 100 | 105 | 120 | -25 | 30 |
| Wisconsin | 176 | 189 | 186 | 110 | 103 | 161 | 186 | 263 | -45 | 155 |
| Wyoming | 15 | 18 | 19 | 13 | 12 | 13 | 11 | 13 | -37 | 8 |
| United States | 9,429 | 13,349 | 13,856 | 10,520 | 8,741 | 10,605 | 12,580 | 15,589 | -37 | 78 |

Source: U.S. Department of Agriculture, Food and Nutrition Service *Characteristics of Supplemental Nutrition Assistance Program Households*, Fiscal Year Supplemental Nutrition Assistance Program Quality Control sample, various year. Data for the 2009 numbers come from Table B-11., www.fns.usda.gov/ora/MENU/Published/snap/SNAPPartHH.htm.

Table SNAP 8. SNAP Child Reciprocity Rates, by State: Selected Fiscal Years 1989-2009

[In percent]

| | 1989 | 1992 | 1995 | 1998 | 2000 | 2003 | 2006 | 2009 | Percent Change | |
|----------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|----------------|-----------|
| | | | | | | | | | 1995-00 | 2000-09 |
| Alabama | 19.0 | 25.5 | 25.9 | 19.8 | 17.9 | 20.3 | 24.3 | 29.7 | -31 | 66 |
| Alaska | 8.0 | 10.6 | 12.9 | 10.9 | 11.0 | 13.3 | 14.1 | 15.8 | -14 | 43 |
| Arizona | 14.6 | 24.2 | 24.1 | 13.4 | 11.1 | 17.0 | 17.9 | 23.9 | -54 | 115 |
| Arkansas | 16.5 | 21.1 | 20.3 | 18.6 | 17.6 | 23.0 | 25.2 | 26.8 | -13 | 52 |
| California | 14.9 | 20.2 | 23.2 | 18.3 | 13.5 | 12.2 | 13.6 | 16.8 | -42 | 24 |
| Colorado | 12.5 | 16.2 | 12.9 | 8.7 | 6.8 | 9.0 | 11.0 | 13.4 | -47 | 97 |
| Connecticut | 8.3 | 14.2 | 16.2 | 12.3 | 9.7 | 10.0 | 9.9 | 12.1 | -40 | 25 |
| Delaware | 9.7 | 15.8 | 15.9 | 12.8 | 8.2 | 12.1 | 16.2 | 22.2 | -48 | 171 |
| Dist. of Columbia | 24.0 | 41.8 | 45.8 | 43.5 | 38.4 | 29.5 | 33.4 | 34.2 | -16 | -11 |
| Florida | 11.4 | 23.9 | 21.5 | 13.8 | 11.1 | 12.4 | 13.1 | 20.7 | -48 | 87 |
| Georgia | 14.3 | 21.8 | 21.9 | 17.7 | 13.4 | 16.3 | 19.2 | 24.2 | -39 | 80 |
| Hawaii | 14.2 | 14.8 | 20.0 | 21.0 | 17.7 | 13.8 | 12.5 | 15.8 | -12 | -10 |
| Idaho | 9.7 | 11.5 | 11.9 | 9.4 | 7.8 | 10.4 | 11.8 | 16.9 | -34 | 116 |
| Illinois | 16.2 | 17.7 | 18.6 | 15.2 | 11.7 | 14.6 | 18.4 | 21.3 | -37 | 82 |
| Indiana | 9.6 | 17.0 | 14.7 | 10.3 | 9.8 | 14.7 | 17.1 | 20.6 | -34 | 110 |
| Iowa | 11.3 | 13.9 | 12.9 | 9.0 | 8.1 | 9.9 | 14.5 | 18.6 | -37 | 132 |
| Kansas | 9.2 | 13.2 | 14.4 | 7.6 | 7.4 | 10.2 | 12.4 | 14.2 | -48 | 91 |
| Kentucky | 19.8 | 26.2 | 23.1 | 18.2 | 17.8 | 21.7 | 24.0 | 29.4 | -23 | 65 |
| Louisiana | 28.4 | 36.2 | 31.3 | 23.9 | 22.0 | 27.1 | 28.7 | 30.4 | -30 | 38 |
| Maine | 12.4 | 19.9 | 17.5 | 14.7 | 11.3 | 15.3 | 20.9 | 27.3 | -36 | 142 |
| Maryland | 11.1 | 15.4 | 16.2 | 13.2 | 7.7 | 9.0 | 10.5 | 15.1 | -53 | 97 |
| Massachusetts | 11.3 | 17.3 | 16.2 | 11.4 | 8.6 | 10.1 | 12.4 | 17.2 | -47 | 101 |
| Michigan | 18.1 | 20.3 | 19.3 | 15.9 | 12.1 | 16.2 | 20.3 | 24.5 | -37 | 102 |
| Minnesota | 10.5 | 13.1 | 13.2 | 8.6 | 8.0 | 8.8 | 10.4 | 12.8 | -39 | 60 |
| Mississippi | 29.8 | 34.4 | 33.0 | 23.0 | 18.5 | 23.1 | 26.9 | 31.0 | -44 | 68 |
| Missouri | 14.6 | 21.3 | 21.1 | 14.9 | 14.0 | 18.8 | 28.0 | 25.1 | -34 | 79 |
| Montana | 11.7 | 13.4 | 15.0 | 12.8 | 12.2 | 14.4 | 16.0 | 18.2 | -19 | 49 |
| Nebraska | 10.5 | 12.6 | 12.3 | 10.8 | 8.4 | 10.3 | 13.3 | 14.6 | -31 | 73 |
| Nevada | 6.9 | 13.7 | 14.1 | 8.1 | 6.4 | 9.4 | 8.8 | 14.1 | -55 | 121 |
| New Hampshire | 3.4 | 9.1 | 9.6 | 7.0 | 5.8 | 6.8 | 7.9 | 11.1 | -39 | 91 |
| New Jersey | 10.6 | 14.0 | 14.4 | 10.9 | 7.7 | 8.0 | 9.8 | 11.2 | -47 | 47 |
| New Mexico | 16.8 | 25.4 | 25.4 | 19.0 | 17.7 | 20.7 | 25.7 | 29.6 | -30 | 67 |
| New York | 16.9 | 20.7 | 21.0 | 18.3 | 13.4 | 13.8 | 16.1 | 20.2 | -36 | 51 |
| North Carolina | 11.0 | 17.9 | 16.7 | 13.8 | 11.8 | 15.2 | 19.5 | 24.0 | -29 | 103 |
| North Dakota | 10.6 | 13.1 | 11.2 | 10.4 | 8.7 | 12.8 | 13.2 | 16.0 | -22 | 83 |
| Ohio | 17.5 | 22.7 | 20.2 | 11.8 | 10.5 | 14.6 | 17.6 | 23.0 | -48 | 119 |
| Oklahoma | 14.6 | 19.5 | 21.3 | 16.0 | 14.4 | 21.4 | 23.0 | 23.8 | -32 | 66 |
| Oregon | 12.8 | 16.4 | 17.6 | 12.3 | 12.2 | 20.0 | 21.0 | 26.1 | -31 | 115 |
| Pennsylvania | 15.7 | 19.5 | 18.5 | 14.7 | 12.2 | 12.7 | 16.7 | 19.9 | -34 | 63 |
| Rhode Island | 12.9 | 20.0 | 21.1 | 17.7 | 16.9 | 15.0 | 14.8 | 19.4 | -20 | 15 |
| South Carolina | 14.9 | 19.9 | 21.1 | 18.4 | 14.5 | 22.1 | 23.3 | 28.9 | -31 | 98 |
| South Dakota | 12.7 | 13.6 | 13.7 | 12.5 | 11.9 | 12.2 | 14.8 | 18.0 | -13 | 52 |
| Tennessee | 18.8 | 25.7 | 24.1 | 19.6 | 16.5 | 22.2 | 26.3 | 30.7 | -31 | 86 |
| Texas | 17.6 | 25.6 | 26.2 | 16.3 | 12.8 | 18.3 | 21.9 | 24.4 | -51 | 91 |
| Utah | 8.4 | 10.8 | 9.6 | 7.5 | 5.7 | 7.9 | 8.6 | 11.2 | -41 | 96 |
| Vermont | 10.2 | 20.1 | 19.8 | 13.5 | 12.9 | 11.3 | 13.5 | 21.4 | -35 | 66 |
| Virginia | 9.9 | 14.7 | 17.2 | 12.5 | 8.6 | 10.2 | 12.8 | 15.6 | -50 | 82 |
| Washington | 12.5 | 16.1 | 17.6 | 12.1 | 8.9 | 11.3 | 14.7 | 20.9 | -49 | 135 |
| West Virginia | 24.5 | 32.8 | 28.8 | 26.9 | 22.9 | 25.6 | 27.1 | 31.1 | -20 | 35 |
| Wisconsin | 13.7 | 14.2 | 13.8 | 8.2 | 7.5 | 12.0 | 14.0 | 20.1 | -46 | 167 |
| Wyoming | 10.5 | 13.1 | 14.1 | 10.0 | 9.3 | 10.6 | 8.9 | 9.8 | -34 | 6 |
| United States | 14.9 | 20.2 | 20.2 | 15.0 | 12.1 | 14.5 | 17.1 | 20.9 | -40 | 73 |

Source: U.S. Department of Agriculture, Food and Nutrition Service *Characteristics of Supplemental Nutrition Assistance Program Households*, Fiscal Year Supplemental Nutrition Assistance Program Quality Control sample, various years, www.fns.usda.gov/ora/MENU/Published/snap/SNAPPartHH.htm, and U.S. Census Bureau (July 1 resident population by state and age available online at www.census.gov/popest/states/).

Supplemental Security Income

The Supplemental Security Income (SSI) Program is a means-tested, federally administered income assistance program authorized by title XVI of the Social Security Act. Established in 1972 (Public Law 92-603) and begun in 1974, SSI provides monthly cash payments in accordance with uniform, nationwide eligibility requirements to needy aged, blind and disabled persons. To qualify for SSI payments, a person must satisfy the program criteria for age, blindness, or disability. Children may qualify for SSI if they are under age 18 and meet the applicable SSI disability or blindness, income and resource requirements. Individuals and married couples are eligible for SSI if their countable incomes fall below the federal maximum monthly SSI benefit levels of \$674 for an individual and \$1,011 for a married couple (if both are eligible) in fiscal year 2009. SSI eligibility is restricted to qualified persons who have countable resources/assets of not more than \$2,000, or \$3,000 for a couple.

The Social Security Administration (SSA) administers the SSI program. Since its inception, SSI has been viewed as the “program of last resort.” Therefore, SSA helps recipients obtain any other public assistance that they are eligible to receive before providing SSI benefits. After evaluating all other income, SSI pays what is necessary to bring an individual to the statutorily prescribed income “floor.”

Prior to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), no individual could receive both SSI payments and Aid to Families with Dependent Children (AFDC) benefits. If eligible for both, the individual had to choose which benefit to receive. Generally, the AFDC agency encouraged individuals to file for SSI and, once the SSI payments had started, the individual was removed from the AFDC filing unit. Since states have the authority to set TANF eligibility standards and benefit levels under PRWORA, there is no federal prohibition against individuals receiving both TANF benefits and SSI.

With the exception of California, which converted SNAP benefits to cash payments that are included in the state supplementary payment, SSI recipients may be eligible to receive SNAP benefits. If all household members receive SSI, the household is categorically eligible for SNAP and does not need to meet the SNAP financial eligibility standards. If SSI beneficiaries live in households in which other household members do not receive SSI benefits, the household must meet the net income eligibility standard of the SNAP to be eligible for SNAP benefits.

Legislative Changes

Public Law 104-121, the Contract with America Advancement Act of 1996, prohibited SSI eligibility to individuals whose drug addiction and/or alcoholism (DA&A) is a contributing factor material to the finding of disability. This provision applied to individuals who filed for benefits on or after the date of enactment (March 29, 1996) and to individuals whose claims were finally adjudicated on or after the date of enactment. It applied to current beneficiaries on January 1, 1997.

PRWORA made several changes designed to maintain the SSI program’s goal of limiting benefits to severely disabled children. First, the act replaced the former “comparable severity” test with a new definition of disability specifically for children, based on a medically determinable physical or mental impairment that results in “marked and severe functional limitations.” Second, the Social Security Administration discontinued use of the Individualized Functional Assessment (IFA) for children which it had implemented in 1991 following the Supreme Court’s decision in *Sullivan v Zebley*, 493 U.S. 521 (1990).⁸ Third, references to “maladaptive behaviors” in certain sections of the Listing of Impairments (among medical criteria for evaluation of mental and emotional disorders in the domain of personal/behavioral function) were eliminated. The latter two

⁸ In this case, the Supreme Court ruled that the IFA (or a residual functional capacity assessment) that applied to adults whose condition did not meet or equal a listing of medical impairments to determine eligibility should also be applied to children whose condition did not meet or equal the medical listing of impairments.

provisions were effective for all new and pending applications upon enactment (August 22, 1996). Beneficiaries who were receiving benefits due to an IFA or under the Listings because of limitations resulting from maladaptive behaviors received notice no later than January 1, 1997, that their benefits might end when their case was redetermined. Additional provisions of PRWORA with impact on enrollment are the requirement that eligibility be redetermined when beneficiaries reach age 18, using the adult disability standard; that "continuing disability reviews" be done for children; and that children who were eligible due to low birth weight have their eligibility redetermined at age one.

Title IV of Public Law 104-193 (PRWORA) also made significant changes in the eligibility of noncitizens for SSI benefits. Some of the restrictions were subsequently moderated by Public Law 104-208, Public Law 106-169, and most notably by the Balanced Budget Act of 1997 (Public Law 105-33), which "grandfathered" immigrants who were receiving SSI at the time of enactment of the PRWORA. Those immigrants who entered the U.S. after August 22, 1996, may be eligible to receive SSI after having been "lawfully admitted for permanent residence." In addition, Public Law 106-386, the Victims of Trafficking and Violence Protection Act of 2000, provides that noncitizens who are victims of "severe forms of trafficking in persons in the United States" shall be treated as refugees for purposes of SSI and be eligible for SSI benefits for the first seven years they are in the United States.

Several provisions aimed at reducing SSI fraud and improving recovery of overpayments were enacted in 1999 as part of the Foster Care Independence Act of 1999 (Public Law 106-169). Other legislation enacted in 1999 (Public Law 106-170) provides additional work incentives for disabled beneficiaries of SSI (e.g., the Ticket to Work and Self-Sufficiency Program).

The Social Security Protection Act of 2004 (Public Law 108-203), enacted March 2, 2004, introduced program and beneficiary protections covering the use of representative payees and required documentation of changes in beneficiary status. It also extended SSI eligibility to blind or disabled children living with a parent assigned to permanent U.S. military duty outside of the U.S. but who were not receiving SSI while in the U.S. Furthermore, Public Law 109-163 provides that individuals who were made ineligible for SSI because of their spouses or parents being called to active military duty would not have to file a new application for SSI benefits if they again could be eligible for benefits before the end of 24 consecutive months of ineligibility.

The Deficit Reduction Act of 2005 (Public Law 109-171) included two SSI program reforms, designed to improve the accuracy of disability determinations and benefit awards, among other program goals.

SSI Program Data

The following tables and figures provide SSI program data:

- Tables SSI 1 through SSI 5 and Figure SSI 1 present national caseload and expenditure trend data on the SSI program;
- Table SSI 6 presents demographic characteristics of the SSI caseload;
- Tables SSI 7 through SSI 9 present state-by-state trend data on the SSI program through fiscal year 2009.

SSI Caseload Trends (Tables SSI 1 and SSI 2 and Figure SSI 1). From 1990 to 1995, the number of SSI beneficiaries increased from 4.8 million to 6.5 million, an average growth rate of over 7 percent per year. Between 1995 and 2000, the number of beneficiaries fluctuated between 6.5 and 6.6 million persons. Between 2000 and 2009, the caseload increased from 6.6 to 7.7 million beneficiaries, an average annual growth rate of 1.7 percent. Table SSI 1 presents

information on the total number of persons receiving SSI payments in December of each year from 1974 through 2009, and also presents recipients by eligibility category (aged, blind, and disabled) and by type of recipient (child, adults ages 18-64, and adults ages 65 or older). See also Tables IND 3c and IND 4c in Chapter II for further data on trends in reciprocity and participation.

The composition of the SSI caseload has been shifting over time, as shown in Table SSI 1. The number of beneficiaries eligible because of age has been declining steadily, from a high of 2.3 million persons in December 1975 to a low of 1.2 million persons in December 2004 and has since remained essentially unchanged. At the same time, there has been growth in the number of blind and disabled beneficiaries, from 1.7 million in December 1974 to 6.5 million in December 2009. Moreover, the number of disabled children has increased, particularly during the 1990s, when the number of disabled children receiving SSI increased from 309,000 in December 1990 to 955,000 in December 1996. The number of disabled children decreased over the next three years, but has been increasing since 2000, reaching just under 1.2 million children in 2009.

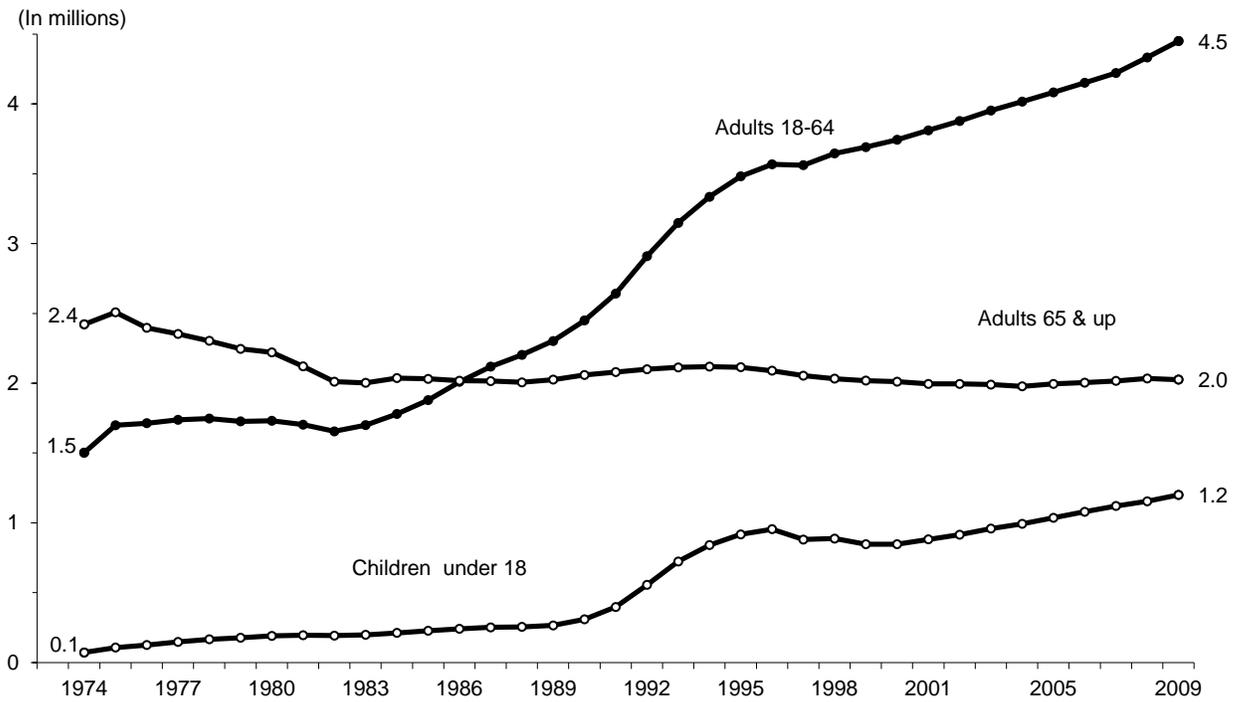
Several factors have contributed to the growth of the Supplemental Security Income program. Expansions in disability eligibility (particularly for mentally impaired adults and for children), increased outreach, overall growth in immigration, and transfers from state programs were among the key factors identified in a 1995 study by the Government Accountability Office (GAO). GAO concluded that three groups – adults with mental impairments, children, and non-citizens – accounted for nearly 90 percent of the SSI program's growth in the early 1990s. The growth in disabled children beneficiaries is generally believed to be due to outreach activities, the Supreme Court decision in the *Zebley* case,⁹ expansion of the medical impairment category, and reduction in reviews of continuing eligibility.

SSI Expenditures (Tables SSI 3 through SSI 5). The total amount of federally administered SSI benefits has increased over the past four years from \$40.9 billion (inflation adjusted) in 2005 to over \$46.6 billion in 2009, as shown in Table SSI 3. Average monthly federally administered benefits per person were \$499 in 2009, up (3.4 percent) from the 2005 inflation adjusted benefit level of \$482. For more details see Table SSI 4.

SSI Recipient Characteristics (Table SSI 6). Over the last 20 years, the percentage of aged SSI recipients has dramatically decreased, while the percentage of disabled recipients has increased substantially. As shown in Table SSI 6, the proportion of SSI aged recipients has decreased significantly, from 44 percent in 1980 to under 16 percent in 2009. During the same period, the percentage of disabled recipients increased from 55 percent in 1980 to 84 percent in 2009.

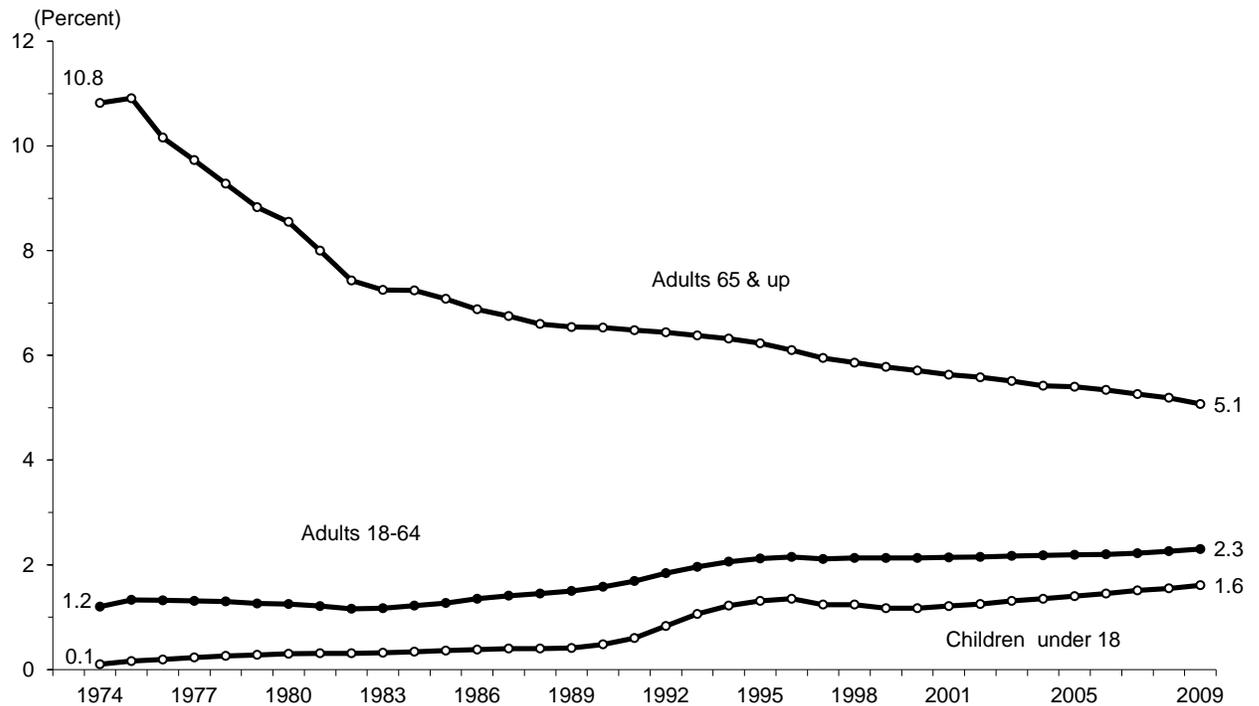
⁹ The GAO study estimated that 87,000 children were added to the SSI caseload after the IFA for children was initiated.

Figure SSI 1. SSI Recipients by Age: 1974 – 2009



Source: Social Security Administration, *SSI Annual Statistical Report, 2009* (available at www.ssa.gov/policy/docs/statcomps/ssi_asr/2009/index.html).

Figure SSI 2. Percent SSI Recipients by Age: 1974 – 2009



Source: Social Security Administration, *SSI Annual Statistical Report, 2009* (available at www.ssa.gov/policy/docs/statcomps/ssi_asr/2009/index.html).

Table SSI 1. Number of Persons Receiving Federally Administered SSI Payments: 1974 – 2009
[In thousands]

| Date | Eligibility Category | | | | | Type of Recipient | | |
|----------|----------------------|-------|--------------------|-------|----------|-------------------|-----------|-------------|
| | Total | Aged | Blind and Disabled | | | Children | Adults | |
| | | | Total | Blind | Disabled | | Age 18-64 | 65 or Older |
| Dec 1974 | 3,996 | 2,286 | 1,710 | 75 | 1,636 | 71 ¹ | 1,503 | 2,422 |
| Dec 1975 | 4,314 | 2,307 | 2,007 | 74 | 1,933 | 107 | 1,699 | 2,508 |
| Dec 1976 | 4,236 | 2,148 | 2,088 | 76 | 2,012 | 125 | 1,714 | 2,397 |
| Dec 1977 | 4,238 | 2,051 | 2,187 | 77 | 2,109 | 147 | 1,737 | 2,353 |
| Dec 1978 | 4,217 | 1,968 | 2,249 | 77 | 2,172 | 166 | 1,747 | 2,304 |
| Dec 1979 | 4,150 | 1,872 | 2,278 | 77 | 2,201 | 177 | 1,727 | 2,246 |
| Dec 1980 | 4,142 | 1,808 | 2,334 | 78 | 2,256 | 190 | 1,731 | 2,221 |
| Dec 1981 | 4,019 | 1,678 | 2,341 | 79 | 2,262 | 195 | 1,703 | 2,121 |
| Dec 1982 | 3,858 | 1,549 | 2,309 | 77 | 2,231 | 192 | 1,655 | 2,011 |
| Dec 1983 | 3,901 | 1,515 | 2,386 | 79 | 2,307 | 198 | 1,700 | 2,003 |
| Dec 1984 | 4,029 | 1,530 | 2,499 | 81 | 2,419 | 212 | 1,780 | 2,037 |
| Dec 1985 | 4,138 | 1,504 | 2,634 | 82 | 2,551 | 227 | 1,879 | 2,031 |
| Dec 1986 | 4,269 | 1,473 | 2,796 | 83 | 2,713 | 241 | 2,010 | 2,018 |
| Dec 1987 | 4,385 | 1,455 | 2,930 | 83 | 2,846 | 251 | 2,119 | 2,015 |
| Dec 1988 | 4,464 | 1,433 | 3,030 | 83 | 2,948 | 255 | 2,203 | 2,006 |
| Dec 1989 | 4,593 | 1,439 | 3,154 | 83 | 3,071 | 265 | 2,302 | 2,026 |
| Dec 1990 | 4,817 | 1,454 | 3,363 | 84 | 3,279 | 309 | 2,450 | 2,059 |
| Dec 1991 | 5,118 | 1,465 | 3,654 | 85 | 3,569 | 397 | 2,642 | 2,080 |
| Dec 1992 | 5,566 | 1,471 | 4,095 | 85 | 4,010 | 556 | 2,910 | 2,100 |
| Dec 1993 | 5,984 | 1,475 | 4,509 | 85 | 4,424 | 723 | 3,148 | 2,113 |
| Dec 1994 | 6,296 | 1,466 | 4,830 | 85 | 4,745 | 841 | 3,335 | 2,119 |
| Dec 1995 | 6,514 | 1,446 | 5,068 | 84 | 4,984 | 917 | 3,482 | 2,115 |
| Dec 1996 | 6,614 | 1,413 | 5,201 | 82 | 5,119 | 955 | 3,568 | 2,090 |
| Dec 1997 | 6,495 | 1,362 | 5,133 | 81 | 5,052 | 880 | 3,562 | 2,054 |
| Dec 1998 | 6,566 | 1,332 | 5,234 | 80 | 5,154 | 887 | 3,646 | 2,033 |
| Dec 1999 | 6,557 | 1,308 | 5,249 | 79 | 5,169 | 847 | 3,691 | 2,019 |
| Dec 2000 | 6,602 | 1,289 | 5,312 | 79 | 5,234 | 847 | 3,744 | 2,011 |
| Dec 2001 | 6,688 | 1,264 | 5,424 | 78 | 5,346 | 882 | 3,811 | 1,995 |
| Dec 2002 | 6,788 | 1,252 | 5,537 | 78 | 5,459 | 915 | 3,878 | 1,995 |
| Dec 2003 | 6,902 | 1,233 | 5,670 | 77 | 5,593 | 959 | 3,953 | 1,990 |
| Dec 2004 | 6,988 | 1,211 | 5,777 | 76 | 5,701 | 993 | 4,017 | 1,978 |
| Dec 2005 | 7,114 | 1,214 | 5,900 | 75 | 5,825 | 1,036 | 4,083 | 1,995 |
| Dec 2006 | 7,236 | 1,212 | 6,024 | 73 | 5,951 | 1,079 | 4,152 | 2,004 |
| Dec 2007 | 7,360 | 1,205 | 6,155 | 72 | 6,083 | 1,121 | 4,222 | 2,017 |
| Dec 2008 | 7,521 | 1,203 | 6,317 | 70 | 6,247 | 1,154 | 4,333 | 2,034 |
| Dec 2009 | 7,677 | 1,186 | 6,491 | 69 | 6,421 | 1,200 | 4,445 | 2,026 |

¹ Includes students 18-21 in 1974 only.

Source: Social Security Administration, *SSI Annual Statistical Report, 2009* (available online at www.ssa.gov/policy/docs/statcomps/ssi_asr/2009/index.html).

Table SSI 2. SSI Reciprocity Rates by Age: 1974 – 2009

| Date | All Recipients as a Percent of Total Population ¹ | Adults 18-64 as a Percent of 18-64 Population ¹ | Child Recipients as a Percent of All Children ¹ | Elderly Recipients (Persons 65 & Older) as a Percent of | |
|----------|---|---|---|--|----------------------------------|
| | | | | All Persons 65 & Older ¹ | All Elderly Poor ² |
| Dec 1974 | 1.9 | 1.2 | 0.1 | 10.8 | 78.5 |
| Dec 1975 | 2.0 | 1.3 | 0.2 | 10.9 | 75.6 |
| Dec 1976 | 1.9 | 1.3 | 0.2 | 10.2 | 72.3 |
| Dec 1977 | 1.9 | 1.3 | 0.2 | 9.7 | 74.1 |
| Dec 1978 | 1.9 | 1.3 | 0.3 | 9.3 | 71.3 |
| Dec 1979 | 1.8 | 1.3 | 0.3 | 8.8 | 61.0 |
| Dec 1980 | 1.8 | 1.2 | 0.3 | 8.6 | 57.4 |
| Dec 1981 | 1.7 | 1.2 | 0.3 | 8.0 | 55.1 |
| Dec 1982 | 1.7 | 1.2 | 0.3 | 7.4 | 53.6 |
| Dec 1983 | 1.7 | 1.2 | 0.3 | 7.3 | 55.3 |
| Dec 1984 | 1.7 | 1.2 | 0.3 | 7.2 | 61.2 |
| Dec 1985 | 1.7 | 1.3 | 0.4 | 7.1 | 58.8 |
| Dec 1986 | 1.8 | 1.3 | 0.4 | 6.9 | 58.0 |
| Dec 1987 | 1.8 | 1.4 | 0.4 | 6.7 | 56.6 |
| Dec 1988 | 1.8 | 1.5 | 0.4 | 6.6 | 57.6 |
| Dec 1989 | 1.9 | 1.5 | 0.4 | 6.5 | 60.3 |
| Dec 1990 | 1.9 | 1.6 | 0.5 | 6.5 | 56.3 |
| Dec 1991 | 2.0 | 1.7 | 0.6 | 6.5 | 55.0 |
| Dec 1992 | 2.2 | 1.8 | 0.8 | 6.4 | 53.5 |
| Dec 1993 | 2.3 | 2.0 | 1.1 | 6.4 | 56.3 |
| Dec 1994 | 2.4 | 2.1 | 1.2 | 6.3 | 57.9 |
| Dec 1995 | 2.4 | 2.1 | 1.3 | 6.2 | 63.7 |
| Dec 1996 | 2.4 | 2.1 | 1.4 | 6.1 | 61.0 |
| Dec 1997 | 2.4 | 2.1 | 1.2 | 6.0 | 60.8 |
| Dec 1998 | 2.4 | 2.1 | 1.2 | 5.9 | 60.0 |
| Dec 1999 | 2.3 | 2.1 | 1.2 | 5.8 | 62.7 |
| Dec 2000 | 2.3 | 2.1 | 1.2 | 5.7 | 60.5 |
| Dec 2001 | 2.3 | 2.2 | 1.2 | 5.6 | 58.4 |
| Dec 2002 | 2.3 | 2.2 | 1.3 | 5.6 | 55.8 |
| Dec 2003 | 2.4 | 2.2 | 1.3 | 5.5 | 56.0 |
| Dec 2004 | 2.4 | 2.2 | 1.3 | 5.4 | 57.3 |
| Dec 2005 | 2.4 | 2.2 | 1.4 | 5.4 | 55.4 |
| Dec 2006 | 2.4 | 2.2 | 1.5 | 5.3 | 59.1 |
| Dec 2007 | 2.4 | 2.2 | 1.5 | 5.3 | 56.7 |
| Dec 2008 | 2.5 | 2.3 | 1.5 | 5.2 | 55.6 |
| Dec 2009 | 2.5 | 2.3 | 1.6 | 5.1 | 59.0 |

¹ Population numbers used for the denominators are Census Bureau resident population estimates adjusted to the December date by averaging the July 1 population of the current year with the July 1 population of the following year (resident population estimates by age are available online at www.census.gov).

² For the number of persons (65 years of age and older living in poverty) used as the denominator, see *Current Population Reports*, Series P60-238.

Note: Numerators for these ratios are from Table SSI 1. Rates computed by DHHS.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2009," *Current Population Reports*, Series P60-238 (available online at www.census.gov/hhes/www/poverty.html).

Table SSI 3. Federally Administered SSI Benefits and Administration: 1974 – 2009¹

[In millions of dollars]

| Calendar Year | Total Benefits | | Federal Payments | State Supplementation | Administrative Costs (fiscal year) |
|-------------------|---------------------------|-----------------|------------------|-----------------------|------------------------------------|
| | 2009 Dollars ² | Current Dollars | | | |
| 1974 | \$19,555 | \$5,097 | \$3,833 | \$1,264 | \$285 |
| 1975 | 20,254 | 5,716 | 4,314 | 1,403 | 399 |
| 1976 | 19,771 | 5,900 | 4,512 | 1,388 | 500 |
| 1977 | 19,322 | 6,134 | 4,703 | 1,431 | 527 |
| 1978 | 19,226 | 6,372 | 4,881 | 1,491 | 539 |
| 1979 | 18,914 | 6,869 | 5,279 | 1,590 | 611 |
| 1980 | 19,120 | 7,715 | 5,866 | 1,848 | 668 |
| 1981 | 18,911 | 8,357 | 6,518 | 1,839 | 717 |
| 1982 | 18,578 | 8,705 | 6,907 | 1,798 | 780 |
| 1983 | 18,695 | 9,134 | 7,423 | 1,711 | 846 |
| 1984 | 19,807 | 10,073 | 8,281 | 1,792 | 864 |
| 1985 | 20,436 | 10,750 | 8,777 | 1,973 | 956 |
| 1986 | 21,924 | 11,741 | 9,498 | 2,243 | 1,023 |
| 1987 | 22,743 | 12,592 | 10,029 | 2,563 | 977 |
| 1988 | 23,355 | 13,405 | 10,734 | 2,671 | 976 |
| 1989 | 24,319 | 14,561 | 11,606 | 2,955 | 1,052 |
| 1990 | 25,666 | 16,133 | 12,894 | 3,239 | 1,075 |
| 1991 | 27,638 | 17,996 | 14,765 | 3,231 | 1,230 |
| 1992 ³ | 32,477 | 21,682 | 18,247 | 3,435 | 1,426 |
| 1993 | 35,068 | 23,991 | 20,722 | 3,270 | 1,468 |
| 1994 | 36,196 | 25,291 | 22,175 | 3,116 | 1,780 |
| 1995 | 37,785 | 27,037 | 23,919 | 3,118 | 1,978 |
| 1996 | 38,460 | 28,252 | 25,265 | 2,988 | 1,953 |
| 1997 | 37,803 | 28,371 | 25,457 | 2,913 | 2,055 |
| 1998 | 38,647 | 29,408 | 26,405 | 3,003 | 2,304 |
| 1999 | 38,755 | 30,106 | 26,805 | 3,301 | 2,493 |
| 2000 | 38,203 | 30,672 | 27,290 | 3,381 | 2,321 |
| 2001 | 38,970 | 32,166 | 28,706 | 3,460 | 2,397 |
| 2002 | 40,202 | 33,719 | 29,899 | 3,820 | 2,522 |
| 2003 | 40,461 | 34,693 | 30,688 | 4,005 | 2,656 |
| 2004 | 40,954 | 36,065 | 31,887 | 4,179 | 2,806 |
| 2005 | 40,911 | 37,236 | 33,058 | 4,178 | 2,795 |
| 2006 | 41,371 | 38,889 | 34,736 | 4,153 | 2,916 |
| 2007 | 42,625 | 41,205 | 36,884 | 4,321 | 2,857 |
| 2008 | 42,877 | 43,040 | 38,656 | 4,385 | 2,820 |
| 2009 | 46,592 | 46,592 | 42,629 | 3,964 | 3,326 |

¹ Payments and adjustments during the respective year but not necessarily accrued for that year.² Data adjusted for inflation by ASPE using the CPI-U-RS for calendar years.³ The jump in benefits in 1992 is due to retroactive payments resulting from the *Sullivan v. Zebley* decision.

Note: This table differs from earlier versions; because of variations across states in reported numbers of recipients and payment amounts of SSI state-administered state supplements, information on state-administered state supplements is no longer published by SSA.

Source: Social Security Administration, *SSI Annual Statistical Report, 2009* (available online at www.ssa.gov/policy/docs/statcomps/ssi_asr/2009/index.html); *SAA Performance and Accountability Report FY 2008* (available online at http://mwww.ba.ssa.gov/finance/fy09_accountability.html).

Table SSI 4. Average Monthly Federally Administered SSI Benefits: December 1975 – 2009¹

| Calendar Year | Total Benefits | | Federal | State |
|---------------|---------------------------|-----------------|----------|-----------------|
| | 2009 Dollars ² | Current Dollars | Payments | Supplementation |
| 1975 | \$377 | \$106 | \$91 | \$62 |
| 1976 | 375 | 112 | 96 | 67 |
| 1977 | 368 | 117 | 101 | 67 |
| 1978 | 369 | 122 | 107 | 111 |
| 1979 | 411 | 149 | 119 | 95 |
| 1980 | 401 | 162 | 138 | 95 |
| 1981 | 399 | 176 | 155 | 92 |
| 1982 | 403 | 189 | 168 | 91 |
| 1983 | 418 | 204 | 182 | 94 |
| 1984 | 415 | 211 | 189 | 99 |
| 1985 | 415 | 218 | 194 | 99 |
| 1986 | 435 | 233 | 205 | 116 |
| 1987 | 431 | 238 | 208 | 114 |
| 1988 | 427 | 245 | 215 | 121 |
| 1989 | 429 | 257 | 224 | 128 |
| 1990 | 440 | 276 | 242 | 128 |
| 1991 | 448 | 292 | 260 | 120 |
| 1992 | 452 | 302 | 275 | 105 |
| 1993 | 461 | 315 | 290 | 100 |
| 1994 | 465 | 325 | 302 | 94 |
| 1995 | 469 | 335 | 313 | 99 |
| 1996 | 468 | 344 | 322 | 99 |
| 1997 | 467 | 351 | 328 | 102 |
| 1998 | 472 | 359 | 336 | 102 |
| 1999 | 474 | 369 | 342 | 111 |
| 2000 | 472 | 379 | 351 | 113 |
| 2001 | 477 | 394 | 366 | 114 |
| 2002 | 486 | 407 | 377 | 128 |
| 2003 | 487 | 417 | 384 | 138 |
| 2004 | 486 | 428 | 395 | 138 |
| 2005 | 482 | 439 | 407 | 156 |
| 2006 | 484 | 455 | 423 | 156 |
| 2007 | 485 | 468 | 437 | 157 |
| 2008 | 476 | 478 | 447 | 156 |
| 2009 | 499 | 499 | 476 | 125 |

¹ Payments and adjustments during the respective year but not necessarily accrued for that year.

² Data adjusted for inflation by ASPE using the CPI-U-RS for calendar years.

Note: This table differs from earlier versions because of variations across states in reported numbers of recipients and payment amounts of SSI state-administered state supplements; information on state-administered state supplements is no longer published by SSA.

Source: Social Security Administration, *SSI Annual Statistical Report, 2009* (available online at www.ssa.gov/policy/docs/statcomps/ssi_asr/2009/index.html); *SAA Performance and Accountability Report FY 2008* (available online at http://mwww.ba.ssa.gov/finance/fy09_accountability.html).

Table SSI 5. Number of Persons Receiving Federally Administered SSI Payments by Eligibility Category

[In thousands]

| Month and year | Total ¹ | Federal SSI | Federally Administered State Supplementation | State Supplementation Only |
|----------------|--------------------|-------------|--|----------------------------|
| Jan 1974..... | 3,216 | 2,956 | 1,480 | 260 |
| Dec 1975..... | 4,314 | 3,893 | 1,684 | 421 |
| Dec 1976..... | 4,236 | 3,799 | 1,638 | 437 |
| Dec 1977..... | 4,238 | 3,778 | 1,658 | 460 |
| Dec 1978..... | 4,217 | 3,755 | 1,681 | 462 |
| Dec 1979..... | 4,150 | 3,687 | 1,684 | 462 |
| Dec 1980..... | 4,142 | 3,682 | 1,685 | 460 |
| Dec 1981..... | 4,019 | 3,590 | 1,625 | 429 |
| Dec 1982..... | 3,858 | 3,473 | 1,550 | 384 |
| Dec 1983..... | 3,901 | 3,590 | 1,558 | 312 |
| Dec 1984..... | 4,029 | 3,699 | 1,607 | 331 |
| Dec 1985..... | 4,138 | 3,799 | 1,661 | 339 |
| Dec 1986..... | 4,269 | 3,922 | 1,723 | 348 |
| Dec 1987..... | 4,385 | 4,019 | 1,807 | 366 |
| Dec 1988..... | 4,464 | 4,089 | 1,885 | 375 |
| Dec 1989..... | 4,593 | 4,206 | 1,950 | 387 |
| Dec 1990..... | 4,817 | 4,412 | 2,058 | 405 |
| Dec 1991..... | 5,118 | 4,730 | 2,204 | 389 |
| Dec 1992..... | 5,566 | 5,202 | 2,372 | 364 |
| Dec 1993..... | 5,984 | 5,636 | 2,536 | 348 |
| Dec 1994..... | 6,296 | 5,965 | 2,628 | 331 |
| Dec 1995..... | 6,514 | 6,194 | 2,518 | 320 |
| Dec 1996..... | 6,614 | 6,326 | 2,421 | 288 |
| Dec 1997..... | 6,495 | 6,212 | 2,372 | 283 |
| Dec 1998..... | 6,566 | 6,289 | 2,412 | 277 |
| Dec 1999..... | 6,557 | 6,275 | 2,441 | 282 |
| Dec 2000..... | 6,602 | 6,320 | 2,481 | 282 |
| Dec 2001..... | 6,688 | 6,410 | 2,520 | 278 |
| Dec 2002..... | 6,788 | 6,505 | 2,462 | 283 |
| Dec 2003..... | 6,902 | 6,614 | 2,467 | 288 |
| Dec 2004..... | 6,988 | 6,695 | 2,498 | 293 |
| Dec 2005..... | 7,114 | 6,819 | 2,242 | 295 |
| Dec 2006..... | 7,236 | 6,939 | 2,269 | 297 |
| Dec 2007..... | 7,360 | 7,061 | 2,302 | 298 |
| Dec 2008..... | 7,521 | 7,219 | 2,344 | 301 |
| Dec 2009..... | 7,677 | 7,423 | 2,339 | 254 |

¹ Total equals the sum of "Federal SSI" and "State supplementation only."

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2010* (available online at www.ssa.gov/policy/docs/statcomps/supplement/2010/index.html).

**Table SSI 6. Characteristics of SSI Recipients by Selected Characteristics: Selected Years
1980-2009**

| | 1980 | 1985 | 1990 | 1994 | 1998 | 2000 | 2004 | 2009 |
|----------------------------|-------|-------|-------|-------|-------|-------|-------|-------|
| Total | | | | | | | | |
| Ages | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| under 18 | 5.5 | 5.5 | 6.4 | 13.4 | 13.5 | 12.8 | 14.2 | 15.6 |
| 18-64 | 40.9 | 45.4 | 50.9 | 53.0 | 55.5 | 56.7 | 57.6 | 58.0 |
| 65 or older | 53.6 | 49.1 | 42.7 | 33.7 | 31.0 | 30.5 | 28.2 | 26.4 |
| Sex | | | | | | | | |
| Male | 34.4 | 35.2 | 37.2 | 41.3 | 41.3 | 41.5 | 42.7 | 44.8 |
| Female | 65.5 | 64.8 | 62.8 | 58.7 | 58.7 | 58.5 | 57.3 | 55.2 |
| Selected Sources of Income | | | | | | | | |
| Earnings | 3.2 | 3.8 | 4.7 | 4.2 | 4.5 | 4.4 | 3.4 | 3.4 |
| Social Security | 51.0 | 49.4 | 45.9 | 39.1 | 36.5 | 36.1 | 34.9 | 34.2 |
| No other income | 34.8 | 34.5 | 36.4 | 43.6 | 47.3 | 54.4 | 55.5 | 56.5 |
| Noncitizens | NA | 5.1 | 9.0 | 11.7 | 10.2 | 10.5 | 9.7 | 8.4 |
| Eligibility Category | | | | | | | | |
| Aged | 43.6 | 36.4 | 30.2 | 23.3 | 20.3 | 19.5 | 17.3 | 15.4 |
| Blind | 1.9 | 2.0 | 1.7 | 1.4 | 1.2 | 1.2 | 1.1 | 0.9 |
| Disabled | 54.5 | 61.7 | 68.1 | 75.4 | 78.5 | 79.3 | 81.6 | 83.6 |
| Aged | | | | | | | | |
| Ages | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| 65-69 | 14.0 | 14.9 | 19.4 | 20.5 | 17.6 | 15.6 | 15.0 | 15.1 |
| 70-79 | 51.5 | 45.6 | 41.3 | 44.3 | 48.4 | 50.0 | 47.3 | 44.2 |
| 80 or older | 34.5 | 39.5 | 39.2 | 35.1 | 34.0 | 34.5 | 37.6 | 40.8 |
| Sex | | | | | | | | |
| Male | 27.3 | 25.5 | 25.1 | 26.8 | 27.8 | 29.0 | 30.7 | 33.0 |
| Female | 72.6 | 74.5 | 74.9 | 73.2 | 72.2 | 71.0 | 69.3 | 67.0 |
| Noncitizens | NA | 9.7 | 19.4 | 30.0 | 27.0 | 28.5 | 28.3 | 26.7 |
| Blind and Disabled | | | | | | | | |
| Ages | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| 18-64 | 80.2 | 77.7 | 80.0 | 83.4 | 83.6 | 83.8 | 83.9 | 84.0 |
| 65 or older | 19.8 | 22.3 | 20.0 | 16.6 | 16.4 | 16.2 | 16.0 | 15.8 |
| Sex ¹ | | | | | | | | |
| Male | 39.8 | 40.8 | 42.4 | 41.8 | 41.1 | 44.5 | 41.1 | 42.6 |
| Female | 60.2 | 59.2 | 57.6 | 58.2 | 58.9 | 55.5 | 58.9 | 57.4 |
| Noncitizens | NA | 2.4 | 4.6 | 6.2 | 5.5 | 6.2 | 5.8 | 5.1 |
| Children | | | | | | | | |
| Ages | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Under 5 | 11.7 | NA | NA | 15.8 | 15.8 | 15.5 | 15.9 | 16.1 |
| 5-9 | 20.9 | NA | NA | 28.5 | 30.2 | 28.5 | 26.8 | 29.1 |
| 10-14 | 28.8 | NA | NA | 32.7 | 34.6 | 36.2 | 36.2 | 33.6 |
| 15-17 | 21.7 | NA | NA | 17.3 | 19.4 | 19.8 | 21.1 | 21.3 |
| 18-21 ² | 16.8 | 14.3 | 9.3 | 5.7 | — | — | — | — |
| Sex | | | | | | | | |
| Male | NA | NA | NA | 63.0 | 62.9 | 63.8 | 65.0 | 66.0 |
| Female | NA | NA | NA | 37.0 | 37.1 | 36.2 | 35.0 | 34.0 |

Note: Data are for December of the year.

¹ For 1980-1992 male-female classification reflects all blind and disabled, both children and adults; thereafter, it is based on adults only.

² In this table, students 18-21 are classified as children prior to 1998. Source: Social Security Administration, *Social Security Bulletin, Annual Statistical Supplement, 2010* and prior years (available online at www.ssa.gov/policy/docs/statcomps/supplement/2010/).

Table SSI 7. Total Federally Administered SSI Payments by State: Calendar Year 2009

[In thousands]

| State | Total Federal | Federal SSI | Federally administered state supplementation |
|---------------------------|---------------------|---------------------|--|
| Total | \$46,592,308 | \$42,628,706 | \$3,963,602 |
| Alabama | 960,005 | 960,005 | — |
| Alaska | 67,440 | 67,440 | — |
| Arizona | 612,170 | 612,170 | — |
| Arkansas | 572,704 | 572,704 | — |
| California | 9,082,274 | 6,125,159 | 2,957,115 |
| Colorado | 349,825 | 349,825 | — |
| Connecticut | 325,218 | 325,218 | — |
| Delaware | 86,510 | 85,517 | 993 |
| District of Columbia | 143,189 | 139,028 | 4,161 |
| Florida | 2,595,668 | 2,595,668 | — |
| Georgia | 1,264,015 | 1,264,015 | — |
| Hawaii | 151,379 | 135,414 | 15,965 |
| Idaho | 145,631 | 145,631 | — |
| Illinois | 1,621,736 | 1,621,736 | — |
| Indiana | 673,252 | 673,252 | — |
| Iowa | 256,272 | 251,102 | 5,170 |
| Kansas | 260,049 | 260,049 | — |
| Kentucky | 1,076,749 | 1,076,749 | — |
| Louisiana | 947,234 | 947,234 | — |
| Maine | 188,521 | 188,521 | — |
| Maryland | 622,891 | 622,891 | — |
| Massachusetts | 1,152,092 | 972,683 | 179,409 |
| Michigan | 1,479,092 | 1,457,653 | 21,439 |
| Minnesota | 488,129 | 488,129 | — |
| Mississippi | 681,440 | 681,440 | — |
| Missouri | 738,140 | 738,140 | — |
| Montana | 91,829 | 90,841 | 988 |
| Nebraska | 136,140 | 136,140 | — |
| Nevada | 218,295 | 212,271 | 6,024 |
| New Hampshire | 93,240 | 93,240 | — |
| New Jersey | 957,427 | 867,099 | 90,328 |
| New Mexico | 326,987 | 326,987 | — |
| New York | 4,335,563 | 3,722,605 | 612,958 |
| North Carolina | 1,187,361 | 1,187,361 | — |
| North Dakota | 40,902 | 40,902 | — |
| Ohio | 1,694,864 | 1,694,864 | — |
| Oklahoma | 515,321 | 515,321 | — |
| Oregon | 405,574 | 405,574 | — |
| Pennsylvania | 2,142,123 | 2,100,476 | 41,647 |
| Rhode Island | 188,980 | 171,296 | 17,684 |
| South Carolina | 617,298 | 617,298 | — |
| South Dakota | 70,565 | 70,565 | — |
| Tennessee | 967,111 | 967,111 | — |
| Texas | 3,126,279 | 3,126,279 | — |
| Utah | 150,696 | 150,616 | 80 |
| Vermont | 82,239 | 72,598 | 9,641 |
| Virginia | 789,610 | 789,610 | — |
| Washington | 817,634 | 817,634 | — |
| West Virginia | 461,631 | 461,631 | — |
| Wisconsin | 594,237 | 594,237 | — |
| Wyoming | 33,051 | 33,051 | — |
| Other: N. Mariana Islands | 5,726 | 5,726 | — |

¹ Columns may not add to totals since the totals may include a small amount of payments not distributed by jurisdiction.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2010* (available online at www.ssa.gov/policy/docs/statcomps/).

Table SSI 8. State Reciprocity Rates for Federally Administered SSI Payments by Age: 1996 & 2009
[In percent]

| State | Rate for Children 0-17 | | | Rate for Adults 18-64 | | | Rate for Adults 65 & Over | | |
|----------------------|------------------------|------------|------------------------|-----------------------|------------|------------------------|---------------------------|------------|------------------------|
| | 1996 | 2009 | Percent Change 1996-09 | 1996 | 2009 | Percent Change 1996-09 | 1996 | 2009 | Percent Change 1996-09 |
| Alabama | 0.4 | 2.7 | 534 | 3.1 | 3.7 | 18 | 9.7 | 4.7 | -52 |
| Alaska | 0.1 | 0.7 | 465 | 1.2 | 1.7 | 42 | 5.5 | 5.8 | 5 |
| Arizona | 0.1 | 1.2 | 1297 | 1.6 | 1.5 | -3 | 3.5 | 2.9 | -17 |
| Arkansas | 0.4 | 3.5 | 714 | 3.0 | 3.5 | 15 | 8.5 | 4.0 | -53 |
| California | 0.2 | 1.2 | 371 | 2.6 | 2.6 | -1 | 13.0 | 13.0 | -0 |
| Colorado | 0.2 | 0.7 | 301 | 1.4 | 1.2 | -13 | 3.6 | 2.8 | -23 |
| Connecticut | 0.2 | 0.9 | 404 | 1.4 | 1.6 | 13 | 2.5 | 2.7 | 7 |
| Delaware | 0.3 | 1.7 | 504 | 1.4 | 1.7 | 23 | 2.8 | 2.0 | -29 |
| District of Columbia | 0.1 | 3.9 | 2673 | 3.2 | 3.6 | 12 | 7.6 | 6.0 | -21 |
| Florida | 0.2 | 2.2 | 1314 | 1.9 | 2.0 | 5 | 5.1 | 4.8 | -5 |
| Georgia | 0.2 | 1.5 | 519 | 2.2 | 2.1 | -5 | 9.2 | 4.9 | -47 |
| Hawaii | 0.1 | 0.6 | 521 | 1.3 | 1.7 | 37 | 6.1 | 4.5 | -26 |
| Idaho | 0.2 | 1.2 | 672 | 1.5 | 1.8 | 24 | 2.3 | 1.9 | -16 |
| Illinois | 0.1 | 1.4 | 896 | 2.2 | 2.0 | -9 | 3.9 | 3.7 | -5 |
| Indiana | 0.1 | 1.6 | 1143 | 1.5 | 1.9 | 23 | 2.0 | 1.5 | -24 |
| Iowa | 0.2 | 1.1 | 364 | 1.5 | 1.7 | 14 | 2.1 | 1.6 | -24 |
| Kansas | 0.2 | 1.2 | 383 | 1.4 | 1.7 | 15 | 2.1 | 1.8 | -13 |
| Kentucky | 0.3 | 3.0 | 873 | 4.3 | 4.6 | 7 | 8.3 | 5.7 | -32 |
| Louisiana | 0.7 | 3.0 | 326 | 3.5 | 3.6 | 4 | 10.2 | 5.9 | -42 |
| Maine | 0.3 | 1.4 | 467 | 2.3 | 3.0 | 29 | 4.0 | 2.5 | -36 |
| Maryland | 0.2 | 1.2 | 441 | 1.4 | 1.7 | 19 | 4.4 | 3.6 | -19 |
| Massachusetts | 0.4 | 1.5 | 281 | 2.6 | 2.7 | 5 | 5.9 | 5.6 | -5 |
| Michigan | 0.2 | 1.7 | 936 | 2.3 | 2.6 | 16 | 3.3 | 2.8 | -14 |
| Minnesota | 0.2 | 1.0 | 467 | 1.3 | 1.6 | 20 | 2.6 | 2.7 | 4 |
| Mississippi | 0.5 | 3.1 | 482 | 4.2 | 4.1 | -3 | 14.2 | 7.0 | -51 |
| Missouri | 0.3 | 1.5 | 423 | 2.1 | 2.3 | 12 | 3.7 | 2.3 | -37 |
| Montana | 0.2 | 1.1 | 453 | 1.7 | 1.9 | 12 | 2.4 | 1.8 | -24 |
| Nebraska | 0.2 | 0.9 | 283 | 1.3 | 1.5 | 17 | 2.1 | 1.6 | -21 |
| Nevada | 0.1 | 1.1 | 1371 | 1.2 | 1.3 | 8 | 3.6 | 3.3 | -7 |
| New Hampshire | 0.1 | 0.8 | 558 | 1.0 | 1.5 | 51 | 1.5 | 1.1 | -29 |
| New Jersey | 0.3 | 1.2 | 328 | 1.5 | 1.6 | 6 | 4.6 | 4.5 | -1 |
| New Mexico | 0.2 | 1.7 | 609 | 2.3 | 2.8 | 20 | 8.1 | 6.1 | -24 |
| New York | 0.5 | 1.8 | 235 | 2.7 | 2.8 | 5 | 8.9 | 8.9 | 0 |
| North Carolina | 0.2 | 1.8 | 795 | 2.1 | 2.1 | 3 | 7.3 | 3.8 | -48 |
| North Dakota | 0.1 | 0.8 | 453 | 1.3 | 1.3 | 4 | 2.9 | 1.7 | -40 |
| Ohio | 0.2 | 1.7 | 658 | 2.3 | 2.6 | 12 | 2.7 | 2.4 | -10 |
| Oklahoma | 0.3 | 1.9 | 531 | 2.0 | 2.6 | 28 | 5.2 | 3.0 | -43 |
| Oregon | 0.2 | 1.1 | 400 | 1.5 | 1.9 | 23 | 2.6 | 2.8 | 9 |
| Pennsylvania | 0.3 | 2.4 | 615 | 2.2 | 2.8 | 28 | 3.6 | 3.1 | -12 |
| Rhode Island | 0.3 | 1.9 | 488 | 2.4 | 3.0 | 22 | 4.9 | 4.7 | -4 |
| South Carolina | 0.3 | 1.9 | 628 | 2.5 | 2.3 | -5 | 8.2 | 3.6 | -55 |
| South Dakota | 0.3 | 1.2 | 366 | 1.7 | 1.7 | -4 | 3.5 | 2.6 | -26 |
| Tennessee | 0.3 | 1.7 | 432 | 3.1 | 2.8 | -8 | 7.8 | 3.9 | -50 |
| Texas | 0.3 | 1.7 | 472 | 1.6 | 2.0 | 25 | 8.6 | 6.5 | -24 |
| Utah | 0.1 | 0.6 | 464 | 1.1 | 1.0 | -7 | 2.0 | 1.7 | -13 |
| Vermont | 0.3 | 1.4 | 462 | 2.2 | 2.6 | 18 | 4.8 | 2.8 | -42 |
| Virginia | 0.2 | 1.3 | 440 | 1.6 | 1.7 | 8 | 5.6 | 3.6 | -36 |
| Washington | 0.2 | 1.1 | 475 | 1.7 | 2.0 | 13 | 3.4 | 3.7 | 9 |
| West Virginia | 0.3 | 2.4 | 859 | 4.1 | 5.1 | 26 | 5.3 | 4.1 | -23 |
| Wisconsin | 0.3 | 1.5 | 346 | 1.7 | 1.9 | 10 | 2.7 | 2.1 | -24 |
| Wyoming | 0.1 | 0.7 | 826 | 1.2 | 1.3 | 4 | 1.9 | 1.2 | -37 |
| Total | 0.3 | 1.6 | 481 | 2.2 | 2.3 | 7 | 6.2 | 5.1 | -17 |

Note: Reciprocity rates for 2009 are the ratios of the number of SSI recipients (in the respective age groups) as of the month of December to the estimated population in the respective age group as of the month of July; calculations by DHHS. Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2009* and U.S. Census Bureau (resident population by state available online at www.census.gov/population/estimates/state/).

Table SSI 9. SSI Reciprocity Rates as Percent of Population by State: Selected Years 1980 – 2009

[In Percent]

| State | 1980 | 1985 | 1990 | 1996 ² | 1998 ² | 2000 ² | 2002 ² | 2004 ² | 2006 ² | 2008 ² | 2009 ² |
|--------------------------|------------|------------|------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Alabama | 3.4 | 3.3 | 3.3 | 3.9 | 3.8 | 3.6 | 3.6 | 3.6 | 3.6 | 3.6 | 3.6 |
| Alaska | 0.8 | 0.7 | 0.8 | 1.2 | 1.3 | 1.4 | 1.5 | 1.6 | 1.7 | 1.7 | 1.7 |
| Arizona | 1.1 | 1.0 | 1.2 | 1.7 | 1.7 | 1.6 | 1.6 | 1.6 | 1.6 | 1.6 | 1.6 |
| Arkansas | 3.4 | 3.1 | 3.2 | 3.8 | 3.5 | 3.2 | 3.1 | 3.2 | 3.3 | 3.5 | 3.6 |
| California | 3.0 | 2.6 | 2.9 | 3.3 | 3.2 | 3.2 | 3.2 | 3.3 | 3.4 | 3.5 | 3.4 |
| Colorado | 1.0 | 0.9 | 1.1 | 1.5 | 1.4 | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 |
| Connecticut | 0.8 | 0.8 | 1.0 | 1.4 | 1.4 | 1.4 | 1.5 | 1.5 | 1.5 | 1.6 | 1.6 |
| Delaware | 1.2 | 1.2 | 1.2 | 1.6 | 1.6 | 1.5 | 1.6 | 1.6 | 1.6 | 1.7 | 1.7 |
| District of Columbia | 2.4 | 2.5 | 2.7 | 3.7 | 3.8 | 3.5 | 3.5 | 3.8 | 3.7 | 3.9 | 3.9 |
| Florida | 1.8 | 1.6 | 1.7 | 2.4 | 2.4 | 2.4 | 2.4 | 2.4 | 2.4 | 2.4 | 2.5 |
| Georgia | 2.8 | 2.6 | 2.5 | 2.7 | 2.6 | 2.4 | 2.3 | 2.3 | 2.2 | 2.2 | 2.2 |
| Hawaii | 1.1 | 1.1 | 1.3 | 1.6 | 1.6 | 1.7 | 1.7 | 1.8 | 1.8 | 1.8 | 1.9 |
| Idaho | 0.8 | 0.8 | 1.0 | 1.5 | 1.4 | 1.4 | 1.4 | 1.5 | 1.6 | 1.6 | 1.7 |
| Illinois | 1.1 | 1.2 | 1.6 | 2.3 | 2.1 | 2.0 | 2.0 | 2.0 | 2.0 | 2.1 | 2.1 |
| Indiana | 0.8 | 0.9 | 1.1 | 1.6 | 1.5 | 1.4 | 1.5 | 1.5 | 1.6 | 1.7 | 1.8 |
| Iowa | 0.9 | 1.0 | 1.2 | 1.5 | 1.4 | 1.4 | 1.4 | 1.4 | 1.5 | 1.5 | 1.5 |
| Kansas | 0.9 | 0.9 | 1.0 | 1.5 | 1.4 | 1.3 | 1.4 | 1.4 | 1.4 | 1.5 | 1.6 |
| Kentucky | 2.6 | 2.7 | 3.1 | 4.4 | 4.4 | 4.3 | 4.3 | 4.3 | 4.3 | 4.4 | 4.4 |
| Louisiana | 3.2 | 2.9 | 3.2 | 4.2 | 4.0 | 3.7 | 3.7 | 3.8 | 3.7 | 3.8 | 3.8 |
| Maine | 1.9 | 1.9 | 1.9 | 2.2 | 2.3 | 2.3 | 2.4 | 2.4 | 2.5 | 2.6 | 2.6 |
| Maryland | 1.1 | 1.2 | 1.3 | 1.7 | 1.7 | 1.7 | 1.6 | 1.7 | 1.7 | 1.8 | 1.8 |
| Massachusetts | 2.2 | 1.9 | 2.0 | 2.7 | 2.7 | 2.6 | 2.6 | 2.6 | 2.7 | 2.8 | 2.8 |
| Michigan | 1.2 | 1.4 | 1.5 | 2.2 | 2.2 | 2.1 | 2.1 | 2.2 | 2.2 | 2.3 | 2.4 |
| Minnesota | 0.8 | 0.8 | 0.9 | 1.4 | 1.3 | 1.3 | 1.3 | 1.4 | 1.5 | 1.5 | 1.6 |
| Mississippi | 4.4 | 4.3 | 4.4 | 5.2 | 4.9 | 4.5 | 4.4 | 4.3 | 4.2 | 4.2 | 4.2 |
| Missouri | 1.7 | 1.6 | 1.7 | 2.2 | 2.1 | 2.0 | 2.0 | 2.0 | 2.1 | 2.1 | 2.1 |
| Montana | 0.9 | 0.9 | 1.3 | 1.6 | 1.6 | 1.5 | 1.6 | 1.6 | 1.6 | 1.7 | 1.7 |
| Nebraska | 0.9 | 0.9 | 1.0 | 1.3 | 1.3 | 1.2 | 1.3 | 1.3 | 1.3 | 1.3 | 1.4 |
| Nevada | 0.8 | 0.9 | 1.0 | 1.4 | 1.3 | 1.3 | 1.3 | 1.4 | 1.4 | 1.4 | 1.5 |
| New Hampshire | 0.6 | 0.6 | 0.6 | 0.9 | 1.0 | 0.9 | 1.0 | 1.0 | 1.1 | 1.2 | 1.3 |
| New Jersey | 1.2 | 1.2 | 1.4 | 1.8 | 1.8 | 1.7 | 1.7 | 1.7 | 1.8 | 1.8 | 1.9 |
| New Mexico | 1.9 | 1.8 | 2.1 | 2.7 | 2.6 | 2.6 | 2.6 | 2.7 | 2.8 | 2.9 | 2.9 |
| New York | 2.1 | 2.0 | 2.3 | 3.3 | 3.3 | 3.3 | 3.3 | 3.3 | 3.3 | 3.4 | 3.4 |
| North Carolina | 2.4 | 2.2 | 2.2 | 2.7 | 2.6 | 2.4 | 2.3 | 2.3 | 2.3 | 2.3 | 2.3 |
| North Dakota | 1.0 | 1.0 | 1.2 | 1.4 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 |
| Ohio | 1.1 | 1.2 | 1.4 | 2.3 | 2.2 | 2.1 | 2.1 | 2.1 | 2.2 | 2.3 | 2.4 |
| Oklahoma | 2.2 | 1.8 | 1.9 | 2.3 | 2.2 | 2.1 | 2.1 | 2.2 | 2.3 | 2.4 | 2.5 |
| Oregon | 0.8 | 1.0 | 1.1 | 1.5 | 1.5 | 1.5 | 1.6 | 1.6 | 1.7 | 1.8 | 1.8 |
| Pennsylvania | 1.4 | 1.4 | 1.6 | 2.2 | 2.3 | 2.3 | 2.4 | 2.6 | 2.6 | 2.7 | 2.8 |
| Rhode Island | 1.6 | 1.6 | 1.7 | 2.6 | 2.6 | 2.6 | 2.7 | 2.7 | 2.9 | 3.0 | 3.0 |
| South Carolina | 2.7 | 2.6 | 2.6 | 3.0 | 2.9 | 2.7 | 2.6 | 2.5 | 2.4 | 2.4 | 2.4 |
| South Dakota | 1.2 | 1.2 | 1.5 | 1.9 | 1.8 | 1.7 | 1.7 | 1.6 | 1.6 | 1.6 | 1.7 |
| Tennessee | 2.8 | 2.7 | 2.9 | 3.4 | 3.1 | 2.9 | 2.8 | 2.7 | 2.7 | 2.7 | 2.7 |
| Texas | 1.8 | 1.6 | 1.7 | 2.2 | 2.1 | 2.0 | 2.0 | 2.1 | 2.2 | 2.3 | 2.4 |
| Utah | 0.5 | 0.5 | 0.7 | 1.1 | 1.0 | 0.9 | 0.9 | 0.9 | 0.9 | 0.9 | 1.0 |
| Vermont | 1.7 | 1.8 | 1.8 | 2.2 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.3 | 2.4 |
| Virginia | 1.5 | 1.5 | 1.5 | 2.0 | 2.0 | 1.9 | 1.8 | 1.8 | 1.8 | 1.8 | 1.8 |
| Washington | 1.1 | 1.1 | 1.3 | 1.7 | 1.7 | 1.7 | 1.7 | 1.8 | 1.9 | 1.9 | 2.0 |
| West Virginia | 2.1 | 2.2 | 2.6 | 3.8 | 3.9 | 3.9 | 4.1 | 4.2 | 4.3 | 4.4 | 4.4 |
| Wisconsin | 1.4 | 1.5 | 1.8 | 1.8 | 1.7 | 1.6 | 1.6 | 1.6 | 1.7 | 1.8 | 1.8 |
| Wyoming | 0.4 | 0.5 | 0.8 | 1.2 | 1.2 | 1.2 | 1.1 | 1.1 | 1.1 | 1.1 | 1.1 |
| Total¹ | 1.8 | 1.7 | 1.9 | 2.5 | 2.4 | 2.3 | 2.4 | 2.4 | 2.4 | 2.5 | 2.5 |

¹ The number of SSI recipients used to calculate the total reciprocity rate includes a certain number of recipients whose State is unknown. For 1985, the numbers of unknown (in thousands) were 14.

² For 1975-92 the percentages are calculated as the average number of monthly SSI recipients over the total population of each State in July of that year. For 1994-2009 the number of recipients is from the month of December; calculations by DHHS.

Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2010*, and U.S. Census Bureau (resident population by state available online at www.census.gov/population/estimates/state/).

Appendix B

Alternative Definition of Dependence Based on Income from TANF and SNAP

Appendix B. Alternative Definition of Dependence Based on Income from TANF and SNAP

As directed by the Welfare Indicators Act of 1994 (Public Law 103-432), this report on *Indicators of Welfare Dependence* focuses on dependence on three programs: the Temporary Assistance for Needy Families (TANF) program, formerly the Aid to Families with Dependent Children (AFDC) program; the Supplemental Nutrition Assistance Program (SNAP) (formerly the Food Stamp Program); and the Supplemental Security Income (SSI) program. We adopt the following definition of welfare dependence for this report:

Welfare dependence is the proportion of all individuals in families that receive more than half of their total family income in one year from TANF, SNAP and/or SSI.

This appendix examines an alternative definition of dependence that considers TANF and SNAP alone, excluding SSI. As shown in Table B-1, the rate of dependency would have been much lower – only 2.7 percent – in 2009 if based on income from TANF and SNAP, as opposed to 4.6 percent when counting income from all three programs (TANF, SNAP, and SSI).

There also is significant variation across age groups in the programs upon which individuals are dependent. The elderly depend more on SSI than on TANF and SNAP; whereas 2.2 percent of elderly persons are dependent when counting the three major types of means-tested assistance, very few, 0.3 percent, are dependent when the definition is limited to TANF and SNAP. In contrast, children are primarily dependent on TANF and SNAP.

Dependency on AFDC/TANF and SNAP receipt has generally declined since 1995 but there is a noteworthy uptick in 2009 related to the 2007-2009 recession. Dependency on SSI receipt alone has remained relatively stable overall as shown in Table B-2. As a result, the difference between the standard definition (based on all three programs) and the alternative definition (based on TANF and SNAP only) has grown somewhat. In 1995, over two-thirds (68 percent) of individuals who were dependent under the standard definition also were dependent under the alternative definition shown in this appendix. By 2009, the proportion had dropped to 59 percent. If this report had focused on the alternative definition of dependence, it would have shown an even larger decline in dependence than usually reported. For example, between 1995 and 2009, dependency declined by 25 percent (3.6 percent to 2.7 percent) under the alternative definition, compared to a decline of 13 percent (5.3 percent to 4.6 percent) under the standard definition.

Table B-1. Percentage of the Total Population with More than 50 Percent of Income from Various Means-Tested Assistance Programs by Selected Characteristics: 2005

| | TANF, SSI & SNAP | TANF & SNAP | SSI Only |
|---|------------------|-------------|----------|
| All Persons | 3.8 | 2.1 | 1.4 |
| Racial/Ethnic Categories | | | |
| Non-Hispanic White | 2.2 | 1.1 | .9 |
| Non-Hispanic Black | 10.2 | 5.7 | 3.2 |
| Hispanic | 5.6 | 3.5 | 1.7 |
| Age Categories | | | |
| Children ages 0-5 | 7.4 | 5.1 | 1.4 |
| Children ages 6-10 | 6.1 | 4.4 | 1.1 |
| Children ages 11-15 | 5.5 | 3.5 | 1.3 |
| Women ages 16-64 | 4.0 | 2.2 | 1.5 |
| Men ages 16-64 | 2.4 | 1.1 | 1.1 |
| Adults ages 65 and over | 2.2 | 0.2 | 1.7 |
| Family Categories | | | |
| Persons in married families | 1.1 | 0.5 | 0.4 |
| Persons in female-headed families | 14.0 | 8.7 | 3.6 |
| Persons in male-headed (no spouse) families | 4.3 | 2.3 | 1.6 |
| Unrelated persons | 4.7 | 1.8 | 2.8 |

Note: Income is measured as total family income.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Persons who reported more than one race are included in the total for all persons but are not shown under any race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2006, analyzed using the TRIM3 microsimulation model.

Table B-2. Percentage of the Total Population with More than 50 Percent of Income from Various Means-Tested Assistance Programs: 1995-2005

| | TANF, SSI & SNAP | TANF & SNAP | SSI Only |
|------|------------------|-------------|----------|
| 1995 | 5.3 | 3.6 | 1.1 |
| 1998 | 3.8 | 2.1 | 1.3 |
| 1999 | 3.3 | 1.7 | 1.2 |
| 2000 | 3.0 | 1.5 | 1.2 |
| 2001 | 3.1 | 1.4 | 1.3 |
| 2002 | 3.2 | 1.5 | 1.3 |
| 2003 | 3.6 | 1.9 | 1.3 |
| 2004 | 3.7 | 2.0 | 1.3 |
| 2005 | 3.8 | 2.1 | 1.4 |

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1996-2006, analyzed using the TRIM3 microsimulation model.

Appendix C

Additional Nonmarital Birth Data

Appendix C. Additional Nonmarital Birth Data

**Table C-1. Percentage of Births to Unmarried Women within Age Groups by Race and Ethnicity:
Selected Years 1940-2009**

| | White | | | | Black ¹ | | | | Hispanic ² | | | |
|------|-----------------------------|----------------|----------------|----------------|--------------------|----------------|----------------|----------------|-----------------------|----------------|----------------|----------------|
| | Total Teens ³ | Age 15 - 17 | Age 18 - 19 | Total Women | Total Teens | Age 15 - 17 | Age 18 - 19 | Total Women | Total Teens | Age 15 - 17 | Age 18 - 19 | Total Women |
| 1940 | 7 | – | – | 2 | 36 | – | – | 17 | – | – | – | – |
| 1945 | 10 | – | – | 2 | 41 | – | – | 18 | – | – | – | – |
| 1950 | 6 | 10 | 5 | 2 | 37 | 48 | 28 | 18 | – | – | – | – |
| 1955 | 7 | 10 | 5 | 2 | 42 | 52 | 33 | 20 | – | – | – | – |
| 1960 | 7 | 12 | 5 | 2 | 43 | 54 | 34 | 22 | – | – | – | – |
| 1965 | 12 | 17 | 9 | 4 | 51 | 63 | 39 | 26 | – | – | – | – |
| 1970 | 17 | 25 | 14 | 6 | 64 | 76 | 52 | 38 | – | – | – | – |
| 1975 | 23 | 33 | 17 | 7 | 78 | 87 | 68 | 49 | – | – | – | – |
| 1980 | 34 | 45 | 27 | 11 | 86 | 93 | 80 | 56 | 42 | 51 | 36 | 24 |
| 1985 | 45 | 58 | 38 | 15 | 91 | 96 | 86 | 61 | – | 61 | 46 | 30 |
| 1990 | 57 | 68 | 51 | 20 | 92 | 96 | 89 | 67 | 62 | 68 | 54 | 37 |
| 1991 | 59 | 70 | 53 | 22 | 93 | 96 | 90 | 68 | 64 | 69 | 56 | 38 |
| 1992 | 61 | 71 | 55 | 23 | 93 | 96 | 90 | 68 | 65 | 69 | 57 | 39 |
| 1993 | 63 | 72 | 57 | 24 | 93 | 96 | 91 | 69 | 66 | 69 | 58 | 40 |
| 1994 | 68 | 78 | 62 | 25 | 95 | 98 | 93 | 70 | 73 | 77 | 65 | 43 |
| 1995 | 68 | 77 | 62 | 25 | 95 | 98 | 93 | 70 | 71 | 75 | 62 | 41 |
| 1996 | 69 | 79 | 63 | 26 | 96 | 98 | 94 | 70 | 71 | 75 | 63 | 41 |
| 1997 | 71 | 82 | 65 | 26 | 96 | 98 | 94 | 69 | 76 | 80 | 66 | 41 |
| 1998 | 72 | 83 | 67 | 26 | 96 | 98 | 94 | 69 | 77 | 82 | 67 | 42 |
| 1999 | 73 | 83 | 67 | 27 | 96 | 98 | 94 | 69 | 76 | 82 | 67 | 42 |
| 2000 | 73 | 83 | 68 | 27 | 96 | 98 | 94 | 69 | 76 | 82 | 67 | 43 |
| 2001 | 73 | 83 | 68 | 28 | 96 | 99 | 94 | 68 | 75 | 81 | 67 | 42 |
| 2002 | 75 | 85 | 70 | 28 | 96 | 99 | 94 | 68 | 77 | 83 | 69 | 44 |
| 2003 | 77 | 86 | 72 | 29 | 96 | 99 | 95 | 68 | 80 | 85 | 71 | 45 |
| 2004 | 78 | 87 | 74 | 31 | 96 | 99 | 95 | 69 | 81 | 86 | 73 | 46 |
| 2005 | 79 | 88 | 75 | 32 | 96 | 99 | 95 | 69 | 83 | 87 | 75 | 48 |
| 2006 | 80 | 89 | 76 | 33 | 97 | 99 | 95 | 70 | 84 | 89 | 76 | 50 |
| 2007 | 82 | 90 | 78 | 35 | 97 | 99 | 96 | 71 | 86 | 90 | 78 | 51 |
| 2008 | 83 | 92 | 79 | 36 | 97 | 99 | 96 | 72 | 88 | 92 | 80 | 53 |
| 2009 | 84 | 92 | 80 | 36 | 97 | 99 | 96 | 72 | 89 | 94 | 81 | 53 |

Note: Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. In particular, the increases from 1993 to 1994 to a great extent reflect improvements in the completeness of reporting of nonmarital births in two states, Michigan and Texas.

¹ From 1940 to 1965, the percentage of births to unmarried Black women (shown in italics) includes all unmarried Non-white.

² Persons of Hispanic origin may be of any race. Data for Hispanics have been available only since 1980, with 22 states reporting in 1980, representing 90 percent of the Hispanic population. Hispanic birth data were reported by 23 states and the District of Columbia in 1985; 48 states and the District of Columbia in 1990; 49 states and the District of Columbia in 1991 and 1992; and all 50 states and the District of Columbia since 1993.

³ Teens under 15 included in Total Teen but not shown separately.

Source: National Center for Health Statistics, "Births of Hispanic Parentage, 1980," *Monthly Vital Statistics Report*, Vol. 32, No. 6 Supplement; "Births of Hispanic Parentage, 1985," *Monthly Vital Statistics Report*, Vol. 36, No. 11 Supplement; "Nonmarital Childbearing in the United States, 1940 - 1999," National Vital Health Statistics Reports, Vol. 48 (16); "Births: Final Data for 2009," National Vital Statistics Reports, Vol. 60 (1), and earlier reports. Additional calculations by ASPE staff.

Table C-2. Percentage of Births that are to Unmarried Women by State: Selected Years 1960-2009

| | 1960 | 1970 | 1980 | 1990 | 1995 | 2000 | 2005 | 2009 |
|----------------------|----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Alabama | 11 | 14 | 22 | 30 | 34 | 34 | 36 | 40 |
| Alaska | 5 | 9 | 16 | 26 | 30 | 33 | 36 | 38 |
| Arizona | NA | 9 | 19 | 33 | 38 | 39 | 43 | 45 |
| Arkansas | NA | 13 | 20 | 29 | 33 | 36 | 40 | 45 |
| California | NA | NA | 21 | 32 | 32 | 33 | 36 | 40 |
| Colorado | NA | 9 | 13 | 21 | 25 | 25 | 27 | 25 |
| Connecticut | NA | NA | 18 | 27 | 31 | 29 | 32 | 36 |
| Delaware | 9 | 15 | 24 | 29 | 35 | 38 | 44 | 48 |
| Dist of Columbia | 20 | 38 | 56 | 65 | 66 | 60 | 56 | 58 |
| Florida | 9 | 14 | 23 | 32 | 36 | 38 | 43 | 47 |
| Georgia | NA | NA | 23 | 33 | 35 | 37 | 41 | 45 |
| Hawaii | 5 | 10 | 18 | 25 | 29 | 32 | 36 | 38 |
| Idaho | NA | NA | 8 | 17 | 20 | 22 | 23 | 25 |
| Illinois | 6 | 13 | 23 | 32 | 34 | 35 | 37 | 41 |
| Indiana | 4 | 8 | 16 | 26 | 32 | 35 | 40 | 43 |
| Iowa | 2 | 7 | 10 | 21 | 25 | 28 | 32 | 35 |
| Kansas | 3 | 7 | 12 | 22 | 26 | 29 | 34 | 38 |
| Kentucky | 5 | 8 | 15 | 24 | 29 | 31 | 36 | 41 |
| Louisiana | 9 | 15 | 23 | 37 | 42 | 46 | 48 | 53 |
| Maine | 3 | 7 | 14 | 23 | 28 | 31 | 35 | 40 |
| Maryland | NA | NA | 25 | 30 | 33 | 35 | 37 | 42 |
| Massachusetts | NA | NA | 16 | 25 | 26 | 27 | 30 | 34 |
| Michigan | 4 | 11 | 16 | 26 | 34 | 33 | 37 | 40 |
| Minnesota | 3 | 8 | 11 | 21 | 24 | 26 | 30 | 33 |
| Mississippi | 14 | 17 | 28 | 40 | 45 | 46 | 49 | 54 |
| Missouri | 6 | 11 | 18 | 29 | 32 | 35 | 38 | 41 |
| Montana | NA | NA | 13 | 24 | 26 | 31 | 35 | 37 |
| Nebraska | NA | 8 | 12 | 21 | 24 | 27 | 31 | 34 |
| Nevada | 4 | 11 | 13 | 25 | 42 | 36 | 41 | 43 |
| New Hampshire | NA | 6 | 11 | 17 | 22 | 25 | 27 | 33 |
| New Jersey | 4 | 10 | 21 | 24 | 28 | 29 | 31 | 35 |
| New Mexico | NA | NA | 16 | 35 | 43 | 46 | 51 | 53 |
| New York | NA | NA | 24 | 33 | 38 | 37 | 39 | 41 |
| North Carolina | 9 | 12 | 19 | 29 | 31 | 33 | 38 | 42 |
| North Dakota | 3 | 7 | 9 | 18 | 24 | 28 | 32 | 34 |
| Ohio | 4 | NA | 18 | 29 | 33 | 35 | 39 | 43 |
| Oklahoma | NA | 8 | 14 | 25 | 30 | 34 | 39 | 42 |
| Oregon | 3 | 7 | 15 | 26 | 29 | 30 | 33 | 36 |
| Pennsylvania | 4 | 10 | 18 | 29 | 32 | 33 | 37 | 41 |
| Rhode Island | 3 | 7 | 16 | 26 | 31 | 35 | 39 | 44 |
| South Carolina | 12 | 15 | 23 | 33 | 37 | 40 | 43 | 48 |
| South Dakota | 3 | 7 | 13 | 23 | 28 | 33 | 36 | 38 |
| Tennessee | 9 | 12 | 20 | 30 | 33 | 35 | 40 | 44 |
| Texas | 5 | 9 | 13 | 18 | 30 | 31 | 38 | 42 |
| Utah | 2 | 4 | 6 | 14 | 16 | 17 | 18 | 20 |
| Vermont | NA | NA | 14 | 20 | 25 | 28 | 32 | 39 |
| Virginia | 8 | 11 | 19 | 26 | 29 | 30 | 32 | 36 |
| Washington | 3 | 9 | 14 | 24 | 27 | 28 | 31 | 34 |
| West Virginia | 6 | 6 | 13 | 25 | 31 | 32 | 37 | 42 |
| Wisconsin | 3 | 8 | 14 | 24 | 27 | 29 | 32 | 36 |
| Wyoming | 2 | 7 | 8 | 20 | 26 | 29 | 33 | 35 |
| United States | 5 | 11 | 18 | 28 | 32 | 33 | 37 | 41 |

Source: National Center for Health Statistics, "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011 and earlier reports.

Table C-3. Percentage of Births that are to Unmarried Women by Race and Ethnicity and State: 1994 and 2009

| State | Non-Hispanic | | | | | | | |
|----------------------|--------------|-----------|-----------|-----------|-----------|-----------|-----------------------|-----------|
| | All races | | White | | Black | | Hispanic [†] | |
| | 1994 | 2009 | 1994 | 2009 | 1994 | 2009 | 1994 | 2009 |
| Alabama | 35 | 41 | 16 | 27 | 71 | 74 | 19 | 26 |
| Alaska | 29 | 38 | 21 | 24 | 41 | 48 | 29 | 37 |
| Arizona | 38 | 45 | 25 | 30 | 65 | 62 | 51 | 57 |
| Arkansas | 33 | 45 | 20 | 35 | 74 | 82 | 31 | 50 |
| California | 36 | 41 | 23 | 24 | 63 | 69 | 46 | 53 |
| Colorado | 25 | 25 | 18 | 18 | 57 | 49 | 44 | 36 |
| Connecticut | 31 | 38 | 18 | 23 | 70 | 68 | 65 | 66 |
| Delaware | 35 | 48 | 22 | 34 | 74 | 72 | 50 | 65 |
| Dist. of Columbia | 69 | 56 | 10 | 6 | 81 | 79 | 59 | 67 |
| Florida | 36 | 48 | 24 | 36 | 69 | 71 | 34 | 51 |
| Georgia | 36 | 45 | 18 | 27 | 68 | 71 | 23 | 52 |
| Hawaii | 28 | 38 | 15 | 25 | 19 | 26 | 44 | 50 |
| Idaho | 19 | 26 | 17 | 22 | 42 | 31 | 25 | 44 |
| Illinois | 34 | 41 | 18 | 26 | 79 | 81 | 38 | 52 |
| Indiana | 32 | 44 | 26 | 37 | 78 | 81 | 42 | 58 |
| Iowa | 25 | 35 | 23 | 32 | 75 | 74 | 37 | 52 |
| Kansas | 26 | 38 | 21 | 31 | 67 | 74 | 39 | 54 |
| Kentucky | 28 | 41 | 23 | 37 | 73 | 77 | 25 | 54 |
| Louisiana | 43 | 54 | 21 | 35 | 73 | 80 | 30 | 58 |
| Maine | 28 | 41 | 28 | 41 | 45 | 34 | 23 | 48 |
| Maryland | 34 | 43 | 18 | 27 | 64 | 65 | 39 | 57 |
| Massachusetts | 27 | 35 | 19 | 26 | 63 | 59 | 62 | 68 |
| Michigan | 35 | 41 | 23 | 31 | 79 | 80 | 42 | 51 |
| Minnesota | 24 | 34 | 20 | 26 | 75 | 62 | 46 | 58 |
| Mississippi | 45 | 55 | 18 | 32 | 75 | 82 | 21 | 57 |
| Missouri | 33 | 41 | 24 | 33 | 79 | 80 | 34 | 53 |
| Montana | 26 | 36 | 20 | 30 | 29 | 48 | 30 | 50 |
| Nebraska | 25 | 34 | 20 | 28 | 74 | 71 | 39 | 51 |
| Nevada | 35 | 43 | 27 | 31 | 70 | 72 | 44 | 53 |
| New Hampshire | 22 | 33 | 21 | 34 | 33 | 45 | 37 | 49 |
| New Jersey | 28 | 35 | 13 | 18 | 68 | 69 | 48 | 59 |
| New Mexico | 42 | 53 | 23 | 32 | 60 | 60 | 49 | 60 |
| New York | 38 | 42 | 19 | 25 | 70 | 70 | 61 | 66 |
| North Carolina | 32 | 42 | 17 | 27 | 68 | 73 | 29 | 54 |
| North Dakota | 23 | 33 | 19 | 26 | 24 | 33 | 26 | 44 |
| Ohio | 33 | 44 | 25 | 36 | 78 | 80 | 50 | 63 |
| Oklahoma | 30 | 42 | 23 | 35 | 70 | 76 | 31 | 46 |
| Oregon | 29 | 35 | 27 | 32 | 72 | 65 | 35 | 48 |
| Pennsylvania | 33 | 41 | 23 | 31 | 80 | 78 | 63 | 66 |
| Rhode Island | 32 | 45 | 24 | 35 | 70 | 67 | 58 | 65 |
| South Carolina | 37 | 48 | 19 | 31 | 67 | 78 | 28 | 47 |
| South Dakota | 28 | 38 | 20 | 28 | 21 | 54 | 33 | 58 |
| Tennessee | 33 | 45 | 21 | 34 | 75 | 79 | 26 | 54 |
| Texas | 29 | 42 | 18 | 27 | 63 | 67 | 31 | 50 |
| Utah | 16 | 19 | 13 | 13 | 52 | 47 | 37 | 45 |
| Vermont | 25 | 40 | 25 | 40 | 32 | 42 | 34 | 52 |
| Virginia | 29 | 36 | 18 | 24 | 64 | 67 | 38 | 52 |
| Washington | 26 | 34 | 23 | 28 | 56 | 53 | 35 | 51 |
| West Virginia | 30 | 44 | 29 | 42 | 76 | 78 | 22 | 46 |
| Wisconsin | 27 | 37 | 20 | 28 | 82 | 85 | 46 | 56 |
| Wyoming | 28 | 34 | 25 | 30 | 42 | 48 | 45 | 52 |
| United States | 33 | 41 | 21 | 29 | 71 | 73 | 43 | 53 |

[†] Women of Hispanic origin may be of any race.

Source: National Center for Health Statistics, "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011 and earlier reports.

Table C-4. Birth Rates of Teens 15-19 Years by State: Selected Years 1960-2009

[Births per 1,000 women in specified group]

| State | 1960 | 1970 | 1980 | 1985 | 1990 | 1995 | 2000 | 2005 | 2009 |
|-------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Alabama | 104 | 90 | 68 | 64 | 71 | 69 | 61 | 50 | 51 |
| Alaska | 128 | 103 | 64 | 56 | 65 | 55 | 49 | 37 | 45 |
| Arizona | 112 | 79 | 65 | 67 | 76 | 74 | 68 | 58 | 51 |
| Arkansas | 116 | 93 | 75 | 73 | 80 | 72 | 66 | 59 | 59 |
| California | 103 | 69 | 53 | 53 | 71 | 67 | 47 | 39 | 37 |
| Colorado | 97 | 67 | 50 | 48 | 55 | 52 | 51 | 43 | 39 |
| Connecticut | 54 | 44 | 31 | 31 | 39 | 39 | 31 | 23 | 21 |
| Delaware | 100 | 73 | 51 | 51 | 55 | 55 | 48 | 44 | 35 |
| Dist. of Columbia | 132 | 116 | 62 | 72 | 93 | 85 | 53 | 63 | 48 |
| Florida | 117 | 86 | 59 | 58 | 69 | 60 | 51 | 42 | 39 |
| Georgia | 117 | 101 | 72 | 68 | 76 | 70 | 63 | 53 | 48 |
| Hawaii | 77 | 66 | 51 | 48 | 61 | 49 | 46 | 36 | 41 |
| Idaho | 102 | 66 | 59 | 47 | 51 | 49 | 43 | 38 | 36 |
| Illinois | 63 | 63 | 56 | 51 | 63 | 58 | 48 | 39 | 36 |
| Indiana | 100 | 75 | 57 | 52 | 59 | 57 | 49 | 43 | 43 |
| Iowa | 73 | 53 | 43 | 35 | 41 | 38 | 34 | 33 | 32 |
| Kansas | 94 | 65 | 57 | 52 | 56 | 52 | 46 | 41 | 44 |
| Kentucky | 108 | 86 | 72 | 63 | 68 | 62 | 55 | 49 | 51 |
| Louisiana | 113 | 84 | 76 | 72 | 74 | 70 | 62 | 49 | 53 |
| Maine | 93 | 65 | 47 | 42 | 43 | 34 | 29 | 24 | 24 |
| Maryland | 100 | 69 | 43 | 46 | 53 | 47 | 41 | 32 | 31 |
| Massachusetts | 51 | 40 | 28 | 29 | 35 | 33 | 26 | 22 | 20 |
| Michigan | 80 | 69 | 45 | 43 | 59 | 49 | 40 | 32 | 33 |
| Minnesota | 64 | 44 | 35 | 31 | 36 | 33 | 30 | 26 | 24 |
| Mississippi | 121 | 103 | 84 | 76 | 81 | 79 | 70 | 61 | 64 |
| Missouri | 99 | 72 | 58 | 54 | 63 | 55 | 49 | 42 | 42 |
| Montana | 97 | 62 | 48 | 44 | 48 | 42 | 37 | 35 | 39 |
| Nebraska | 82 | 54 | 45 | 40 | 42 | 38 | 38 | 34 | 35 |
| Nevada | 118 | 94 | 59 | 55 | 73 | 73 | 63 | 50 | 47 |
| New Hampshire | 76 | 55 | 34 | 32 | 33 | 30 | 23 | 18 | 16 |
| New Jersey | 58 | 50 | 35 | 34 | 41 | 38 | 32 | 23 | 23 |
| New Mexico | 127 | 79 | 72 | 73 | 78 | 74 | 66 | 62 | 64 |
| New York | 57 | 51 | 35 | 36 | 44 | 42 | 33 | 27 | 24 |
| North Carolina | 104 | 88 | 58 | 57 | 68 | 63 | 59 | 48 | 45 |
| North Dakota | 68 | 44 | 42 | 36 | 35 | 33 | 27 | 30 | 28 |
| Ohio | 84 | 65 | 52 | 50 | 58 | 53 | 46 | 39 | 39 |
| Oklahoma | 112 | 83 | 75 | 69 | 67 | 64 | 60 | 54 | 60 |
| Oregon | 88 | 58 | 51 | 43 | 55 | 50 | 43 | 33 | 33 |
| Pennsylvania | 67 | 53 | 41 | 40 | 45 | 41 | 34 | 30 | 29 |
| Rhode Island | 56 | 43 | 33 | 36 | 44 | 40 | 34 | 31 | 27 |
| South Carolina | 109 | 89 | 65 | 63 | 71 | 63 | 58 | 51 | 49 |
| South Dakota | 83 | 49 | 53 | 46 | 47 | 41 | 38 | 38 | 38 |
| Tennessee | 103 | 88 | 64 | 61 | 72 | 67 | 60 | 55 | 51 |
| Texas | 115 | 85 | 74 | 72 | 75 | 76 | 69 | 62 | 61 |
| Utah | 86 | 56 | 65 | 50 | 49 | 41 | 38 | 33 | 31 |
| Vermont | 74 | 54 | 39 | 36 | 34 | 28 | 23 | 19 | 17 |
| Virginia | 103 | 76 | 48 | 46 | 53 | 48 | 41 | 34 | 31 |
| Washington | 88 | 60 | 47 | 45 | 53 | 48 | 39 | 31 | 32 |
| West Virginia | 87 | 72 | 68 | 54 | 57 | 53 | 47 | 43 | 50 |
| Wisconsin | 64 | 46 | 40 | 39 | 43 | 38 | 35 | 30 | 29 |
| Wyoming | 112 | 71 | 79 | 59 | 56 | 48 | 42 | 43 | 45 |
| United States | 89 | 68 | 53 | 51 | 60 | 56 | 48 | 40 | 39 |

Source: National Center for Health Statistics, "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011 and earlier reports available online at (<http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>).

Table C-5. Birth Rates of Teens 15-19 Years by Race and Ethnicity and State: Selected Years

[Births per 1,000 women in specified group]

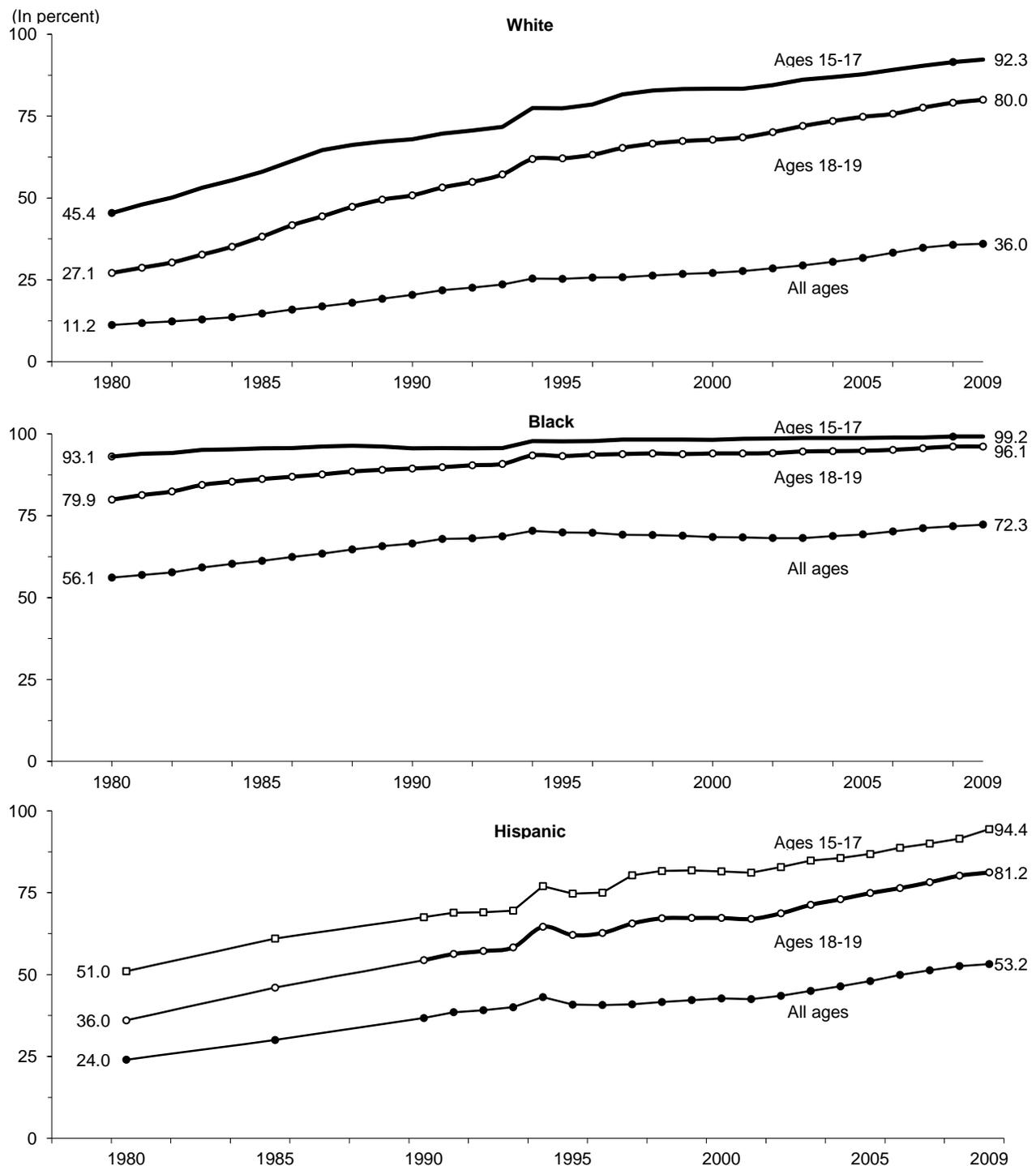
| State | All races | | | Non-Hispanic White | | | Non-Hispanic Black | | | Hispanic [†] | | |
|----------------------|-----------|-----------|-----------|--------------------|-----------|-----------|--------------------|-----------|-----------|-----------------------|-----------|-----------|
| | 1990 | 2000 | 2009 | 1990 | 2000 | 2009 | 1990 | 2000 | 2009 | 1990 | 2000 | 2009 |
| Alabama | 71 | 61 | 51 | 55 | 49 | 42 | 106 | 82 | 62 | 34 | 107 | 114 |
| Alaska | 65 | 49 | 45 | 53 | 32 | 26 | ‡ | ‡ | 38 | ‡ | 74 | 53 |
| Arizona | 76 | 68 | 51 | 51 | 39 | 27 | 124 | 79 | 49 | 123 | 115 | 79 |
| Arkansas | 80 | 66 | 59 | 66 | 56 | 52 | 132 | 98 | 80 | ‡ | 103 | 78 |
| California | 71 | 47 | 37 | 43 | 23 | 14 | 109 | 58 | 42 | 112 | 79 | 60 |
| Colorado | 55 | 51 | 39 | 39 | 31 | 21 | 112 | 84 | 44 | 111 | 114 | 88 |
| Connecticut | 39 | 31 | 21 | 20 | 15 | 8 | 108 | 65 | 39 | 122 | 90 | 70 |
| Delaware | 55 | 48 | 35 | 35 | 31 | 20 | 121 | 87 | 59 | ‡ | 103 | 82 |
| Dist. of Columbia | 93 | 53 | 48 | 11 | ‡ | ‡ | 123 | 77 | 64 | 89 | 80 | 82 |
| Florida | 69 | 51 | 39 | 51 | 37 | 27 | 138 | 85 | 62 | 60 | 59 | 47 |
| Georgia | 76 | 63 | 48 | 56 | 47 | 32 | 117 | 82 | 57 | 73 | 132 | 106 |
| Hawaii | 61 | 46 | 41 | 38 | 21 | 30 | ‡ | ‡ | 17 | 133 | 99 | 163 |
| Idaho | 51 | 43 | 36 | 46 | 36 | 29 | ‡ | ‡ | ‡ | 119 | 105 | 79 |
| Illinois | 63 | 48 | 36 | 37 | 26 | 20 | 146 | 96 | 68 | 95 | 90 | 65 |
| Indiana | 59 | 49 | 43 | 52 | 42 | 36 | 124 | 92 | 70 | 65 | 95 | 81 |
| Iowa | 41 | 34 | 32 | 38 | 30 | 27 | 119 | 89 | 80 | 80 | 97 | 89 |
| Kansas | 56 | 46 | 44 | 49 | 37 | 33 | 135 | 89 | 74 | 86 | 100 | 103 |
| Kentucky | 68 | 55 | 51 | 64 | 52 | 48 | 116 | 84 | 65 | ‡ | 92 | 101 |
| Louisiana | 74 | 62 | 53 | 53 | 43 | 40 | 113 | 92 | 69 | 21 | 40 | 70 |
| Maine | 43 | 29 | 24 | 43 | 29 | 24 | ‡ | ‡ | ‡ | ‡ | ‡ | ‡ |
| Maryland | 53 | 41 | 31 | 36 | 27 | 17 | 97 | 68 | 48 | 46 | 63 | 75 |
| Massachusetts | 35 | 26 | 20 | 24 | 16 | 12 | 94 | 53 | 34 | 121 | 87 | 65 |
| Michigan | 59 | 40 | 33 | 41 | 30 | 23 | 132 | 81 | 65 | 94 | 81 | 63 |
| Minnesota | 36 | 30 | 24 | 30 | 21 | 15 | 156 | 93 | 65 | 79 | 105 | 84 |
| Mississippi | 81 | 70 | 64 | 56 | 51 | 50 | 113 | 93 | 79 | ‡ | 52 | 69 |
| Missouri | 63 | 49 | 42 | 50 | 41 | 35 | 145 | 92 | 71 | 46 | 80 | 71 |
| Montana | 48 | 37 | 39 | 39 | 30 | 29 | ‡ | ‡ | ‡ | ‡ | ‡ | 62 |
| Nebraska | 42 | 38 | 35 | 35 | 30 | 24 | 137 | 87 | 69 | 82 | 105 | 101 |
| Nevada | 73 | 63 | 47 | 61 | 42 | 27 | 133 | 83 | 64 | 108 | 110 | 76 |
| New Hampshire | 33 | 23 | 16 | na | 23 | 15 | na | ‡ | 22 | na | ‡ | 40 |
| New Jersey | 41 | 32 | 23 | 19 | 13 | 8 | 105 | 69 | 47 | 80 | 70 | 57 |
| New Mexico | 78 | 66 | 64 | 51 | 39 | 32 | 100 | 68 | 36 | 97 | 85 | 84 |
| New York | 44 | 33 | 24 | 25 | 19 | 13 | 86 | 55 | 36 | 82 | 64 | 52 |
| North Carolina | 68 | 59 | 45 | 51 | 43 | 31 | 107 | 80 | 59 | 106 | 146 | 108 |
| North Dakota | 35 | 27 | 28 | 29 | 21 | 20 | ‡ | ‡ | ‡ | ‡ | ‡ | 61 |
| Ohio | 58 | 46 | 39 | 47 | 38 | 31 | 130 | 94 | 72 | 74 | 80 | 77 |
| Oklahoma | 67 | 60 | 60 | na | 51 | 50 | na | 85 | 71 | na | 97 | 109 |
| Oregon | 55 | 43 | 33 | 51 | 35 | 25 | 112 | 74 | 39 | 114 | 103 | 81 |
| Pennsylvania | 45 | 34 | 29 | 32 | 24 | 19 | 128 | 84 | 61 | 126 | 91 | 90 |
| Rhode Island | 44 | 34 | 27 | 32 | 22 | 15 | 137 | 66 | 37 | 130 | 92 | 71 |
| South Carolina | 71 | 58 | 49 | 54 | 44 | 37 | 101 | 79 | 63 | 67 | 96 | 97 |
| South Dakota | 47 | 38 | 38 | 35 | 27 | 26 | ‡ | ‡ | 69 | ‡ | ‡ | 95 |
| Tennessee | 72 | 60 | 51 | 61 | 50 | 42 | 122 | 91 | 70 | 41 | 120 | 107 |
| Texas | 75 | 69 | 61 | 49 | 41 | 32 | 117 | 78 | 61 | 104 | 104 | 93 |
| Utah | 49 | 38 | 31 | 44 | 31 | 21 | ‡ | 51 | 27 | 115 | 106 | 95 |
| Vermont | 34 | 23 | 17 | 35 | 24 | 17 | ‡ | ‡ | ‡ | ‡ | ‡ | ‡ |
| Virginia | 53 | 41 | 31 | 40 | 30 | 22 | 100 | 70 | 48 | 56 | 71 | 63 |
| Washington | 53 | 39 | 32 | 47 | 31 | 22 | 98 | 58 | 34 | 113 | 101 | 89 |
| West Virginia | 57 | 47 | 50 | 57 | 46 | 51 | 74 | 68 | 44 | ‡ | ‡ | ‡ |
| Wisconsin | 43 | 35 | 29 | 30 | 24 | 18 | 177 | 113 | 87 | 90 | 98 | 84 |
| Wyoming | 56 | 42 | 45 | 51 | 36 | 39 | ‡ | ‡ | 33 | 94 | 81 | 78 |
| United States | 60 | 48 | 39 | 43 | 33 | 26 | 116 | 79 | 59 | 100 | 87 | 70 |

[†] Women of Hispanic origin may be of any race.

[‡] Rates not deemed to be reliable due to small number of births or number of women in the group.

Source: National Center for Health Statistics, "Trends in Characteristics of Births by State: United States, 1990, 1995, 2000-2002," *National Vital Statistics Reports*, Vol. 52 (19), May 2004; 2009 rates calculated by ASPE based number of births (NCHS Natality Data Set) and Census Bureau population estimates.

Figure C-1. Percentage of Nonmarital Births by Age, Race, and Hispanic Origin: 1980-2009



Note: Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. Prior to 1980, racial classification was reported on the basis of the race attributed to the child; thereafter it was based on the race of the mother. For Hispanics the graph lines are partially in bold to distinguish between the interpolated data in the two intervals 1980-1985 and 1985-1990 from the annual data from 1990 onward.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011, <http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>.

Appendix D
Technical Notes

Appendix D. Technical Notes

Age Categories

Most of the indicators are shown by age categories, generally children ages 0 to 15, adults ages 16 to 64, and adults 65 and older. Youth 17 and 18 years of age are often classified with adults because they are considered potential members of the labor force in many labor force statistics. Many of the risk factors, however, use published data that define “children” to include all individuals less than 18 years of age.

Annual and Monthly Measures

There are differences between monthly and annual observation of benefit receipt. The measures of annual reciprocity (that is, any receipt over the course of a year) shown in Figure and Table SUM 1 are higher than the more traditional measures of reciprocity in an average month, as shown in several other indicators.

Note that annual measures are for calendar years except where explicitly noted as fiscal years.

Race and Ethnicity

Most of the data sources allow analysis of the indicators and predictors of welfare dependence across several age and racial/ethnic categories. Where the data are available, statistics are shown for three racial/ethnic groups – Non-Hispanic White, Non-Hispanic Black and Hispanic. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the totals for all persons but are not shown under separate race categories. In some instances, however, data are shown for “Whites” and “Blacks,” rather than for “Non-Hispanic Whites” and “Non-Hispanic Blacks;” in such cases these racial categories include individuals of Hispanic Origin. Footnotes to the tables provide further documentation of issues related to race and ethnicity.

Estimates based on 2002 (and more recent) Current Population Survey (CPS) data are affected by a change in the CPS questionnaire that allows individuals to report one or more races. This change was implemented to comply with the *1997 Standards for Federal Data on Race and Ethnicity*. In 2000, the Office of Management and Budget (OMB) published guidelines for implementing these new standards. To accommodate the race categories under the new standards, CPS estimates for racial/ethnic categories beginning in 2002 are for persons who are Non-Hispanic White (and no other race), Non-Hispanic Black (and no other race) and Hispanic (of any race). Persons who reported more than one race are included in the total for all persons but are not shown under any race category.

Family Structure Categories

For the primary measure of dependency, as well as selected indicators and measures, estimates are provided for individual persons by family structure (see SUM 1, IND 1, IND 2, IND 5, and ECON 7). For these measures, the entire population is subdivided into the following four groups:

- Persons in Married-Couple Families
- Persons in Female-Headed Families
- Persons in Male-Headed Families
- Unrelated Persons.

Two additional measures use a subset of the above categories (see IND 4, and ECON 1).

Spells

Spells of program reciprocity (IND 7), spells of welfare receipt with no attachment to the labor market (IND 8) and spells of poverty (ECON 5) are limited to those spells that begin during the SIPP panel of observation. Spells separated by only 1 month are not considered separate spells. If an individual has 2 or more spells of dependency or receipt, each is counted separately in the analysis.

Unit of Analysis

The individual, rather than the family or household, is the unit of analysis for most of the statistics in this report. The individual's dependency status, however, is generally based on total family income, taking into account means-tested assistance, earnings and other sources of income for all individuals in the family.¹ The introductory chapter of this report, for example, shows the percentage of individuals that are dependent (in SUM 1) or poor (in SUM 2) according to annual total family income. Reciprocity status is also based on total annual family income in some instances; in SUM 1, for example, recipients are individuals in families receiving assistance at some point in the year. In most other indicators, however, reciprocity is measured as the direct receipt of a benefit by an individual in a month. The difference between an individual and a family measure of reciprocity is largest in the SSI program, which provides benefits to individuals and couples, not to families.

¹ Family is generally defined as following the broad U.S. Census Bureau definition of family – all persons residing together that are related by birth, marriage, or adoption.