

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 Aid to Families with Dependent Children (AFDC) program authorized under part A of title IV of the Social Security Act (replaced with the Temporary Assistance for Needy Families (TANF) program by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), the Food Stamp Program under the Food Stamp Act of 1977, as amended, and 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.

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

Aid to Families with Dependent Children (AFDC) 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 father or mother was 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, 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.

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 cash welfare block grant called the Temporary Assistance for Needy Families (TANF) program. Key elements of TANF include a lifetime limit of five years (60 months) on the amount of time a family with an adult can receive assistance funded with federal funds, increasing work participation rate requirements which states must meet, and broad state flexibility on program design. Spending through the TANF block grant is capped and funded at \$16.5 billion per year, slightly above fiscal year 1995 federal expenditures for the four component programs. States must also meet a “maintenance of effort

(MOE) requirement” by spending on needy families at least 75 percent of the amount of state funds used in FY 1994 on these programs (80 percent if they fail work participation rate requirements).

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.

Recent Legislative Action

Legislative authority for the TANF block grant program expired September 2002. In February 2002, President Bush proposed a plan, Working Toward Independence, to strengthen welfare reform, in order to help families remaining on welfare and other low-income families move toward self-sufficiency. In May 2002, the House of Representatives passed HR 4737, the Personal Responsibility, Work, and Family Promotion Act of 2002, which incorporated all of the key elements of the President’s plan. The Senate did not take up welfare reform legislation in the 107th Congress, so the program was temporarily extended. In February 2003, the House of Representatives passed HR 4, the Personal Responsibility, Work, and Family Promotion Act of 2003, an updated version of HR 4737, which would implement all of the key elements of the President’s plan. Senate action is expected in 2003.

Data Issues Relating to 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 activities allowed under TANF, a substantial portion of TANF funds are being spent on activities other than cash payments to families. When tracking overall expenditure trends, the tables in this Appendix (e.g., Table TANF 3) include 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. Another program change is that under TANF some states provide cash and other forms of assistance to specific categories of families (e.g., two-parent families) under Separate State Programs; the TANF caseload figures do not include these families. Finally, it 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. At present, the vast majority of families receiving “assistance”¹ are, in fact, receiving cash payments; however, this may change over time.

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 Figure TANF 1 and the first set of tables (Tables TANF 1-6). These are followed by information on characteristics of AFDC/TANF families (Table TANF 7) and a series of tables presenting state-by-state data on trends in the AFDC/TANF program (Tables TANF 8-13). These data complement the data on trends in AFDC reciprocity and participation rates shown in Tables IND 4a and IND 5a in Chapter II.

AFDC/TANF Caseload Trends (Figure TANF 1, Tables TANF 1-2). Welfare caseloads have declined dramatically during the past several years. In fiscal year 2001, the average monthly number of TANF recipients was 5.4 million persons, 57 percent lower than the average monthly AFDC caseload in fiscal year 1996 and the smallest number of people on welfare since 1968. From the peak of 14.4 million in March 1994, the number of AFDC/TANF recipients dropped by 65 percent to 5.0 million in September 2002. Over three-fourths of the reduction in the caseload since March 1994 has occurred following the implementation of TANF. These are the largest welfare caseload declines in the history of U.S. welfare programs.

As shown in Figure TANF 1, AFDC caseloads generally tended to increase in times of economic recession and decline in times of economic growth. The recent decline, however, has far outstripped that experienced in any previous period.

Several studies have attempted to explain the unprecedented decline in caseloads and, specifically, to disentangle the effects of PRWORA and welfare reform from the simultaneous growth in the U.S. economy. Separating these effects is difficult, however, because PRWORA was enacted at a time when the economy was expanding dramatically, offering a uniquely

¹ 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 to cash assistance, the definition also includes certain child care and transportation benefits (provided the 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.

conducive environment within which to move many recipients off the welfare rolls and into the labor market. Other policy changes, most notably expansions in the Earned Income Tax credit, add further complexity.

In general, studies have found that both economic conditions and welfare reform policies have played important roles in the recent caseload decline. A review of a dozen studies concluded that roughly 15 to 30 percent of the caseload decline prior to 1996 was attributed by most studies to welfare policies under waivers to the AFDC rules with approximately 30 to 45 percent of the decline explained by economic conditions (Schoeni and Blank, 2000). A study by the Council of Economic Advisers (1999) of the post-PRWORA period finds that just over one-third of caseload decline can be explained by welfare reform policy, while 8 to 10 percent is due to the economy. A more recent study estimates that over half the decline in caseloads after enactment of PRWORA were attributable to welfare reform (O'Neill and Hill, 2001).

AFDC/TANF Expenditures (Tables TANF 3-6 and Figure TANF 2). Tables TANF 3, 4 and 5 show trends in expenditures on AFDC and TANF. Table TANF 3 tracks both programs, breaking out the costs of benefits and administrative expenses. It also shows the division between federal and state spending. Table TANF 4 breaks out the benefits paid under the single parent or “basic” program and the Unemployed Parent (UP) program, and also nets out the value of child support collected on behalf of recipient children, but retained by the state to reimburse welfare expenditures. This table presents data through 1996 only, because the TANF data reporting requirements do not require that caseload data be separated into “basic” and “UP” components. 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, the average monthly benefit per recipient in 2001 was 62 percent of 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 a great deal of speculation regarding how the composition of the caseload has changed. Two striking trends are the increases in the proportion of child-only cases and in employment among adult recipients.

One of the most dramatic trends is the recent jump in the proportion of adult recipients who are working. In FY 2001, 27 percent of TANF adult recipients were employed, up from 11 percent in FY 1996 and 7 percent in FY 1992, as shown in Table TANF 7. Adding in those in work experience and community service positions, the percentage working was at an all-time high of 33 percent in FY 2001 (data not shown). Similar upward trends are shown in data on income from earnings. These trends likely reflect positive effects of welfare-to-work programs, the strong economy, and the fact that, with larger earnings disregards, families with earnings do not exit welfare as rapidly. In addition, the increased employment of welfare recipients is consistent with broader trends in labor force participation among mothers with young children. Among single mothers with children under six and family income below 200 percent of the Federal poverty level, for example, the employment rate increased from 35 percent in 1992 to 59 percent in 2000 (data not shown). In addition, employment rates for white and black women ages 18 to 65 with no more than a high school education were at all-time highs in 1999, and for Hispanic women in 2000. There was some leveling off among all three groups in 2001 (as shown in

WORK 2 in Chapter III).

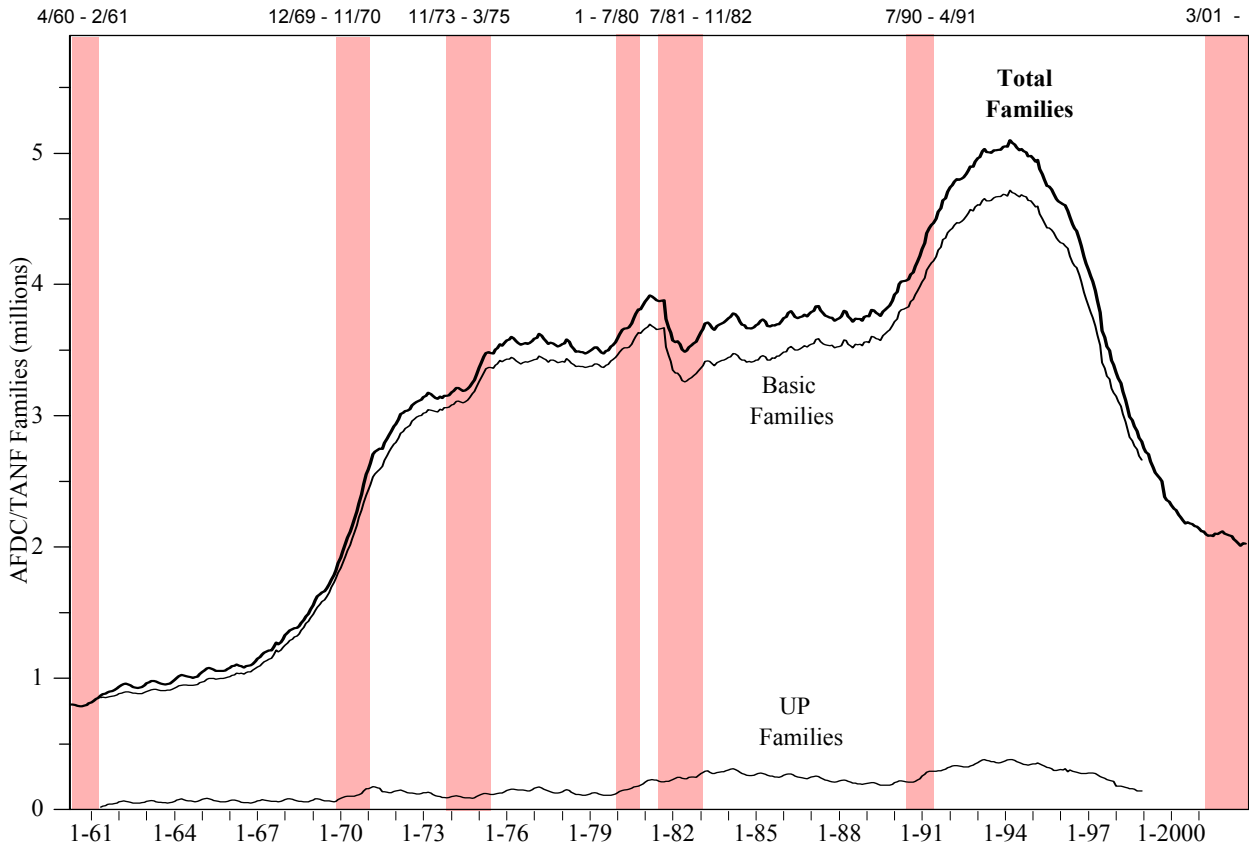
Another dramatic change in the caseload is the increasing fraction of cases without an adult recipient (i.e., child-only cases). Such cases occur when the adults are ineligible (because they are a caretaker relative, SSI parent, immigrant parent, or sanctioned parent). Child-only cases have climbed from 11.6 percent of the caseload in FY 1990 to 37.1 percent in FY 2001. This dramatic growth has been due to both the overall decline in the number of adult-present cases as well as an increase in the number of child-only cases. Child-only cases are generally not subject to the work requirements or time limits under TANF.

In other areas, the administrative data show fewer changes in composition than might have been expected. There has been widespread anecdotal evidence that the most job ready recipients – those with the fewest barriers to employment – have already exited the welfare caseload and have stopped coming onto the welfare rolls, leaving a more disadvantaged population remaining. However, as the expectations for welfare recipients have increased, and fewer recipients are totally exempted from work requirements, others have speculated that the most disadvantaged recipients may also have been sanctioned off the rolls or terminated for failure to comply with administrative requirements. In fact, analyses of program data have not found much evidence of an increase or decline 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 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. A few recent studies have found very high levels of these barriers among the TANF population. These studies also have found that the effects of these barriers are interactive; while any one barrier to employment can often be overcome, the more barriers a recipient faces, the less likely she is to find a job and maintain consistent employment over a period of time.

AFDC/TANF State-by-State Trends (Tables TANF 8-14). 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 1993, the percentage change between the state's caseload peak and September 2002 ranges from 94 percent (Wyoming) to 29 percent (Nevada). Six 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).

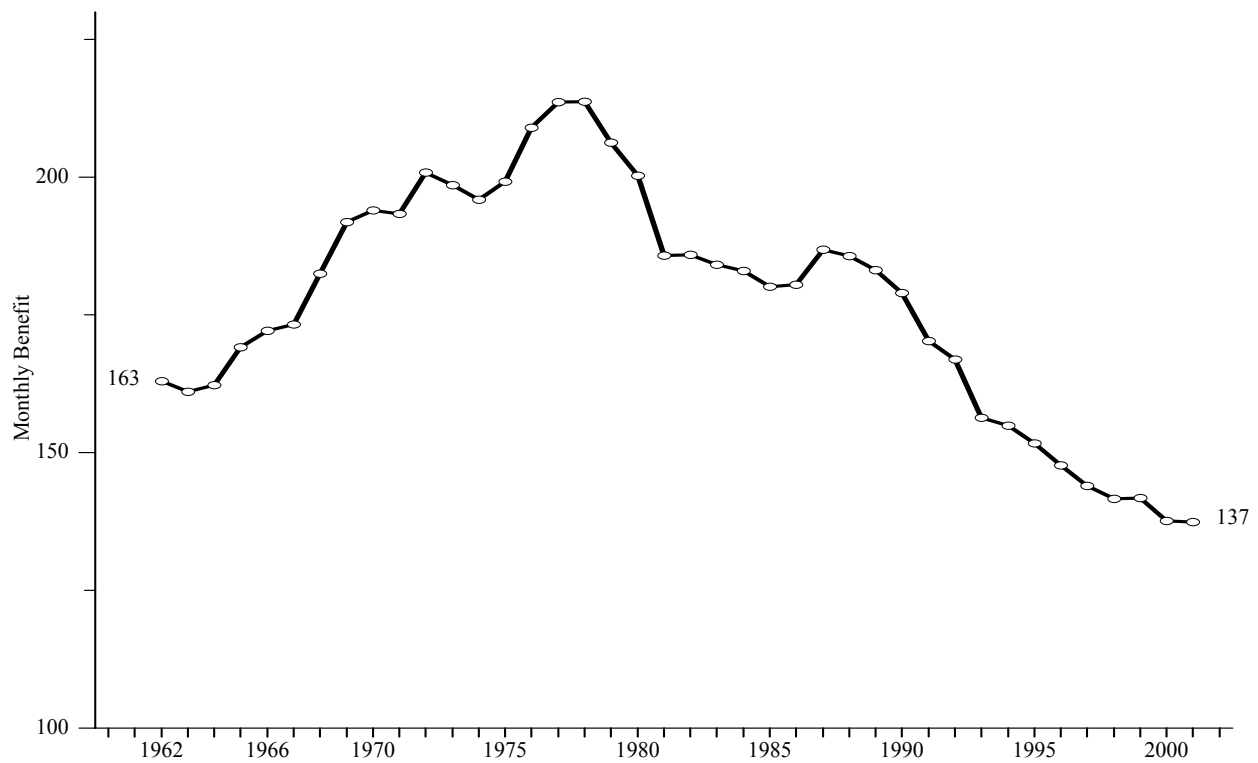
Figure TANF 1. AFDC/TANF Families Receiving Income Assistance



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. 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. Last data point plotted is September 2002.

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

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



Note: See Table TANF 6 for underlying data.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992 & 1993* plus unpublished data and *Fifth TANF Annual Report to Congress, 2003*.

Table TANF 1. Trends in AFDC/TANF Caseloads, 1962 – 2001

Fiscal Year	Average Monthly Number (In thousands)				Children as a Percent of Total Recipients	Average ¹ Number of Children per Family	
	Total Families ¹	Total Recipients	Unemployed Parent Families	Unemployed Parent Recipients			
1962.....	924	3,593	48	224	2,778	77.3	3.0
1963.....	950	3,834	54	291	2,896	75.5	3.0
1964.....	984	4,059	60	343	3,043	75.0	3.1
1965.....	1,037	4,323	69	400	3,242	75.0	3.1
1966.....	1,074	4,472	62	361	3,369	75.3	3.1
1967.....	1,141	4,718	58	340	3,560	75.5	3.1
1968.....	1,310	5,349	67	377	4,013	75.0	3.1
1969.....	1,539	6,146	66	360	4,591	74.7	3.0
1970.....	1,906	7,415	78	420	5,484	74.0	2.9
1971.....	2,531	9,557	143	726	6,963	72.9	2.8
1972.....	2,918	10,632	134	639	7,698	72.4	2.6
1973.....	3,123	11,038	120	557	7,967	72.2	2.6
1974.....	3,170	10,845	93	434	7,825	72.2	2.5
1975.....	3,342	11,067	100	451	7,928	71.6	2.4
1976.....	3,549	11,369	135	593	8,072	71.0	2.3
1977.....	3,575	11,108	149	659	7,818	70.4	2.2
1978.....	3,528	10,663	128	567	7,475	70.1	2.1
1979.....	3,493	10,311	114	504	7,194	69.8	2.1
1980.....	3,642	10,598	141	612	7,322	69.1	2.0
1981.....	3,871	11,160	208	881	7,614	68.2	2.0
1982.....	3,569	10,431	232	976	6,975	66.9	2.0
1983.....	3,651	10,659	272	1,144	7,051	66.1	1.9
1984.....	3,725	10,866	287	1,222	7,153	65.8	1.9
1985.....	3,692	10,813	261	1,131	7,165	66.3	1.9
1986.....	3,748	10,997	254	1,102	7,300	66.4	1.9
1987.....	3,784	11,065	236	1,035	7,381	66.7	2.0
1988.....	3,748	10,920	210	929	7,325	67.1	2.0
1989.....	3,771	10,934	193	856	7,370	67.4	2.0
1990.....	3,974	11,460	204	899	7,755	67.7	2.0
1991.....	4,374	12,592	268	1,148	8,513	67.6	1.9
1992.....	4,768	13,625	322	1,348	9,226	67.7	1.9
1993.....	4,981	14,143	359	1,489	9,560	67.6	1.9
1994.....	5,046	14,226	363	1,510	9,611	67.6	1.9
1995.....	4,879	13,659	335	1,384	9,280	67.9	1.9
1996.....	4,543	12,645	293	1,241	8,671	68.6	1.9
1997 ²	3,937	10,935	275 ³	1,158 ³	7,781 ³	71.2 ³	2.0 ³
1998.....	3,200	8,790	179	754 ⁴	6,273	71.4	2.0
1999.....	2,674	7,188	NA	NA	5,319	74.0	2.0
2000.....	2,265	5,943	NA	NA	4,385	73.8	1.9
2001.....	2,117	5,420	NA	NA	4,055	74.8	1.9

¹ Includes unemployed parent families and child-only cases.² 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 to Needy Families (TANF) program.³ Based on data from the old AFDC reporting system which was available only for the first 9 months of the fiscal year.⁴ Estimated based on the ratio of Unemployed Parent recipients to Unemployed Parent families in 1997.Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, (Available online at <http://www.acf.dhhs.gov/>).

Table TANF 2. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups, 1970 – 2001

Calendar Year ¹	Total Recipients in the States & DC (in thousands)	Child Recipients in the States & DC (in thousands)	Recipients as a Percent of Total Population ²	Recipients as a Percent of Poverty Population ³	Recipients as a Percent of Pretransfer Poverty Population ⁴	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	4.1	32.7	NA	8.8	58.5
1971	10,043	7,303	4.9	39.3	NA	10.5	69.2
1972	10,736	7,766	5.1	43.9	NA	11.2	75.5
1973	10,738	7,763	5.1	46.7	NA	11.3	80.5
1974	10,621	7,637	5.0	45.4	NA	11.3	75.2
1975	11,131	7,928	5.2	43.0	NA	11.8	71.4
1976	11,098	7,850	5.1	44.4	NA	11.8	76.4
1977	10,856	7,632	4.9	43.9	NA	11.7	74.2
1978	10,387	7,270	4.7	42.4	NA	11.2	73.2
1979	10,140	7,057	4.5	38.9	53.1	11.0	68.0
1980	10,599	7,295	4.7	36.2	49.2	11.4	63.2
1981	10,893	7,397	4.7	34.2	47.1	11.7	59.2
1982	10,161	6,767	4.4	29.5	40.6	10.8	49.6
1983	10,569	6,967	4.5	29.9	41.9	11.1	50.1
1984	10,643	7,017	4.5	31.6	43.6	11.2	52.3
1985	10,672	7,073	4.5	32.3	45.0	11.3	54.4
1986	10,850	7,206	4.5	33.5	46.6	11.5	56.0
1987	10,841	7,240	4.5	33.6	46.7	11.5	55.9
1988	10,728	7,201	4.4	33.8	47.7	11.4	57.8
1989	10,798	7,286	4.4	34.3	47.6	11.5	57.9
1990	11,497	7,781	4.6	34.2	47.1	12.1	57.9
1991	12,728	8,601	5.0	35.6	49.1	13.2	60.0
1992	13,571	9,189	5.3	35.7	50.8	13.8	60.1
1993	14,007	9,460	5.4	35.7	48.5	14.0	60.2
1994	13,970	9,448	5.3	36.7	50.0	13.8	61.8
1995	13,241	9,013	5.0	36.4	50.1	13.0	61.5
1996	12,156	8,355	4.5	33.3	46.4	11.9	57.8
1997	10,224	7,340 ⁵	3.7	28.7	40.7	10.4	52.0
1998	8,215	5,781	3.0	23.8	34.7	8.1	42.9
1999	6,709	4,836	2.4	20.8	30.9	6.7	39.9
2000	5,700	4,181	2.0	18.2	27.9	5.8	36.1
2001	5,273	3,917	1.9	16.0	25.1	5.4	33.4

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. 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 P60-210 and Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to July 1, 2000, Internet release date January 2, 2001.

⁴ The pretransfer poverty population used as denominator is the number of all persons in families with related children under 18 years of age whose income (cash income plus social insurance plus Social Security but before taxes and means-tested transfers) falls below the appropriate poverty threshold. See Appendix J, Table 20, *1992 Green Book*; data for subsequent years are unpublished Congressional Budget Office tabulations.

⁵ Average 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. Bureau of the Census, "Poverty in the United States: 2001," *Current Population Reports*, Series P60-219 and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

Table TANF 4. Federal and State AFDC Benefit Payments Under the Single Parent and Unemployed Parent Programs, Fiscal Years 1970 to 1996

[In millions of current and 1996 dollars]

Fiscal Year	(1)	(2)	(3)	(4)	(5)
	Single Parent ¹	Unemployed Parent	Child Support Collections ²	Net Benefits ³ (1) + (2) minus (3)	Net Benefits (1996 dollars) ⁴
1970.....	3,851	231	0	4,082	15,722
1971.....	4,993	412	0	5,405	19,882
1972.....	5,972	422	0	6,394	22,715
1973.....	6,459	414	0	6,873	22,504
1974.....	6,881	324	0	7,205	22,740
1975.....	7,791	362	0	8,153	23,363
1976.....	8,825	525	245	9,105	24,469
1977.....	9,420	617	395	9,642	24,121
1978.....	9,624	565	459	9,730	22,870
1979.....	9,865	522	584	9,803	21,156
1980.....	10,847	693	593	10,947	21,186
1981.....	11,769	1,075	659	12,185	21,472
1982.....	11,601	1,256	771	12,086	19,879
1983.....	12,136	1,471	865	12,742	20,128
1984.....	12,759	1,612	983	13,388	20,264
1985.....	13,024	1,556	901	13,679	19,967
1986.....	13,672	1,563	951	14,284	20,335
1987.....	14,807	1,516	1,070	15,252	21,115
1988.....	15,243	1,420	1,196	15,466	20,569
1989.....	15,889	1,350	1,286	15,952	20,246
1990.....	17,059	1,480	1,416	17,123	20,702
1991.....	18,529	1,827	1,603	18,753	21,583
1992.....	20,130	2,121	1,824	20,426	22,816
1993.....	19,988	2,298	1,971	20,315	22,028
1994.....	20,393	2,404	2,093	20,704	21,871
1995.....	19,820	2,212	2,215	19,817	20,367
1996.....	18,438	1,973	2,374	18,037	18,037

¹ Includes payments to two-parent families where one adult is incapacitated.

² Total AFDC collections (including collections on behalf of foster care children) less payments to AFDC families.

³ Net AFDC benefits--Gross benefits less those reimbursed by child support collections.

⁴ Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

Note: Data are not available after 1996 because the TANF data reporting requirements do not require that caseload data be separated into single parent and unemployed parent components.

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

Table TANF 3. Total AFDC/TANF Expenditures on Cash Benefits and Administration, 1970 – 2001

[In millions of dollars]

Fiscal Year	Federal Funds (Current Dollars)		State Funds (Current Dollars)		Total (Current Dollars)		Total (Constant 2001 Dollars ¹)	
	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- tive
1970	\$2,187	\$572 ²	\$1,895	\$309	\$4,082	\$881 ²	17,813	3,845
1971	3,008	271	2,469	254	5,477	525	22,881	2,193
1972	3,612	240 ³	2,942	241	6,554	481 ³	26,441	NA
1973	3,865	313	3,138	296	7,003	610	27,135	2,364
1974	4,071	379	3,300	362	7,371	740	26,306	2,641
1975	4,625	552	3,787	529	8,412	1,082	27,362	3,519
1976	5,258	541	4,418	527	9,676	1,069	29,463	3,255
1977	5,626	595	4,762	583	10,388	1,177	29,444	3,336
1978	5,724	631	4,898	617	10,621	1,248	28,243	3,319
1979	5,825	683	4,954	668	10,779	1,350	26,357	3,301
1980	6,448	750	5,508	729	11,956	1,479	26,282	3,251
1981	6,928	835	5,917	814	12,845	1,648	25,675	3,294
1982	6,922	878	5,934	878	12,857	1,756	24,012	3,279
1983	7,332	915	6,275	915	13,607	1,830	24,305	3,269
1984	7,707	876	6,664	822	14,371	1,698	24,622	2,909
1985	7,817	890	6,763	889	14,580	1,779	24,113	2,942
1986	8,239	993	6,996	967	15,235	1,960	24,574	3,161
1987	8,914	1,081	7,409	1,052	16,323	2,133	25,603	3,346
1988	9,125	1,194	7,538	1,159	16,663	2,353	25,108	3,546
1989	9,433	1,211	7,807	1,206	17,240	2,417	24,791	3,476
1990	10,149	1,358	8,390	1,303	18,539	2,661	25,396	3,645
1991	11,165	1,373	9,191	1,300	20,356	2,673	26,544	3,486
1992	12,258	1,459	9,993	1,378	22,250	2,837	28,160	3,591
1993	12,270	1,518	10,016	1,438	22,286	2,956	27,380	3,632
1994	12,512	1,680	10,285	1,621	22,797	3,301	27,285	3,951
1995	12,019	1,770	10,014	1,751	22,032	3,521	25,655	4,101
1996	11,065	1,633	9,346	1,633	20,411	3,266	23,126	3,700
1997 ⁴	9,748	1,273	7,799	1,098	17,547	2,371	19,359	2,616
1998	7,518	1,231	7,096	1,028	14,614	2,259	15,864	2,453
1999	6,475	1,407	6,975	884	13,449	2,291	14,327	2,440
2000	5,444	1,570	5,736	1,032	11,180	2,302	11,540	2,686
2001	4,772	1,598	5,390	1,042	10,163	2,639	10,163	2,639

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. 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 2001 level were made using a CPI-U-X1 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 to 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 Financial Systems.

Table TANF 4. Federal and State AFDC Benefit Payments Under the Single Parent and Unemployed Parent Programs, Fiscal Years 1970 to 1996

[In millions of current and 1996 dollars]

Fiscal Year	(1)	(2)	(3)	(4)	(5)
	Single Parent ¹	Unemployed Parent	Child Support Collections ²	Net Benefits ³ (1) + (2) minus (3)	Net Benefits (1996 dollars) ⁴
1970.....	3,851	231	0	4,082	15,722
1971.....	4,993	412	0	5,405	19,882
1972.....	5,972	422	0	6,394	22,715
1973.....	6,459	414	0	6,873	22,504
1974.....	6,881	324	0	7,205	22,740
1975.....	7,791	362	0	8,153	23,363
1976.....	8,825	525	245	9,105	24,469
1977.....	9,420	617	395	9,642	24,121
1978.....	9,624	565	459	9,730	22,870
1979.....	9,865	522	584	9,803	21,156
1980.....	10,847	693	593	10,947	21,186
1981.....	11,769	1,075	659	12,185	21,472
1982.....	11,601	1,256	771	12,086	19,879
1983.....	12,136	1,471	865	12,742	20,128
1984.....	12,759	1,612	983	13,388	20,264
1985.....	13,024	1,556	901	13,679	19,967
1986.....	13,672	1,563	951	14,284	20,335
1987.....	14,807	1,516	1,070	15,252	21,115
1988.....	15,243	1,420	1,196	15,466	20,569
1989.....	15,889	1,350	1,286	15,952	20,246
1990.....	17,059	1,480	1,416	17,123	20,702
1991.....	18,529	1,827	1,603	18,753	21,583
1992.....	20,130	2,121	1,824	20,426	22,816
1993.....	19,988	2,298	1,971	20,315	22,028
1994.....	20,393	2,404	2,093	20,704	21,871
1995.....	19,820	2,212	2,215	19,817	20,367
1996.....	18,438	1,973	2,374	18,037	18,037

¹ Includes payments to two-parent families where one adult is incapacitated.

² Total AFDC collections (including collections on behalf of foster care children) less payments to AFDC families.

³ Net AFDC benefits--Gross benefits less those reimbursed by child support collections.

⁴ Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

Note: Data are not available after 1996 because the TANF data reporting requirements do not require that caseload data be separated into single parent and unemployed parent components.

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

Table TANF 5. Federal and State TANF Program and Other Related Spending
Fiscal Years 1997 to 2001
(Millions)

	Cash & Work-Based Assistance	Work Activities	Child Care	Trans- portation	Adminis- tration	Systems	Transitional Services	Other Expenditures	Total Expenditures
Federal TANF Grants									
1997	7,708	467	14	–	872	109	0	862	10,032
1998	7,168	763	252	–	938	224	6	1,136	10,487
1999	6,475	1,225	604	–	1,070	337	17	1,595	11,323
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
State Maintenance of Effort Expenditures in the TANF Program									
1997	5,955	311	752	–	704	101	9	926	8,758
1998	6,879	520	890	–	883	138	11	1,301	10,623
1999	6,541	503	1,135	–	743	118	23	1,334	10,397
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
State Maintenance of Effort Expenditures in Separate State Programs									
1997	69	12	111	–	0	0	–	18	210
1998	216	3	137	–	6	1	–	28	391
1999	434	26	257	–	22	0	0	126	865
2000	305	11	73	17	19	0	–	431	856
2001	503	28	34	20	38	1	–	499	1,125
Total Expenditures									
1997	13,731	790	877	–	1,577	211	9	1,805	19,000
1998	14,264	1,286	1,280	–	1,828	362	17	2,465	21,502
1999	13,449	1,754	1,995	–	1,835	456	40	3,055	22,585
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

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 Financial Services.

Table TANF 6. Trends in AFDC/TANF Average Monthly Payments, 1962 – 2001

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	2001 Dollars		Current Dollars	2001 Dollars	Current Dollars	2001 Dollars
1962	\$31	\$168	3.9	\$121	\$634	NA	NA
1963	31	166	4.0	126	650	NA	NA
1964	32	167	4.1	131	670	NA	NA
1965	34	174	4.2	140	705	NA	NA
1966	35	178	4.2	146	716	NA	NA
1967	36	179	4.1	150	716	NA	NA
1968	40	188	4.1	162	746	NA	NA
1969	43	198	4.0	173	766	\$186 ²	\$854
1970	46	200	3.9	178	753	194 ²	848
1971	48	200	3.8	180	730	201 ²	840
1972	51	207	3.6	187	732	205 ²	828
1973	53	205	3.5	187	701	213 ²	824
1974	57	202	3.4	194	670	229 ²	816
1975	63	206	3.3	209	658	243	791
1976	71	216	3.2	226	665	257	782
1977	78	220	3.1	241	662	271	768
1978	83	221	3.0	249	644	284	756
1979	87	213	2.9	257	609	301	735
1980	94	207	2.9	274	583	320	703
1981	96	192	2.9	277	536	326	651
1982	103	192	2.9	300	543	331	617
1983	106	190	2.9	311	537	336	600
1984	110	189	2.9	321	534	352	602
1985	112	186	2.9	329	527	369	610
1986	115	186	2.9	339	529	383	618
1987	123	193	2.9	359	546	393	617
1988	127	192	2.9	370	541	404	609
1989	131	189	2.9	381	531	412	593
1990	135	185	2.9	389	516	421	577
1991	135	176	2.9	388	490	425	554
1992	136	172	2.9	389	477	419	530
1993	131	161	2.8	373	444	414	509
1994	134	160	2.8	376	437	420	497
1995	134	157	2.8	376	425	418	487
1996	135	152	2.8	374	410	422	478
1997 ³	130	144	2.8	362	405	420	464
1998	130	142	2.7	358	406	432	469
1999	133	142	2.7	357	439	452	481
2000	133	138	2.6	349	428	453	468
2001	137	137	2.6	351	351	456	456

¹ The maximum benefit for a 3-person family in each state is weighted by that state's share of total AFDC 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 to Needy Families (TANF) program.

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 2001 level were made using a CPI-U-X1 fiscal-year price index.

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 – 2001

	May	May	March	Fiscal year ¹						
	1969	1975	1979	1983	1988	1992	1996	1998	2000	2001
Avg. Family Size (persons)	4.0	3.2	3.0	3.0	3.0	2.9	2.8	2.8	2.6	2.6
Number of Child Recipients										
One	26.6	37.9	42.3	43.4	42.5	42.5	43.9	42.4	44.2	44.8
Two	23.0	26.0	28.1	29.8	30.2	30.2	29.9	29.6	28.4	28.5
Three	17.7	16.1	15.6	15.2	15.8	15.5	15.0	15.7	15.3	14.8
Four or More	32.5	20.0	13.9	10.1	9.9	10.1	9.2	10.6	10.1	9.9
Unknown	NA	NA	NA	1.5	1.7	0.7	1.3	1.8	2.0	2.0
Child-Only Families	10.1	12.5	14.6	8.3	9.6	14.8	21.5	23.4	34.5	37.1
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	NA	17.7	20.0
Participating in Food Stamp										
Or Donated Food Program	52.9	75.1	75.1	83.0	84.6	87.3	89.3	83.5	79.9	80.9
Presence of Income										
With Earnings	NA	14.6	12.8	5.7	8.4	7.4	11.1	20.6 ⁴	23.6 ⁴	24.3 ⁴
No Non-AFDC/TANF Income	56.0	71.1	80.6	86.8	79.6	78.9	76.0	73.0 ⁴	71.6 ⁴	77.2 ⁴
Adult Employment Status (percent of adults)										
Employed	–	–	–	–	–	6.6	11.3	22.8	26.4	26.7
Unemployed	–	–	–	–	–	–	–	45.0	49.2	47.5
Not in Labor Force	–	–	–	–	–	–	–	28.3	24.3	25.8
Unknown	–	–	–	–	–	–	–	4.0	–	–
Adult Women's employment status (percent of adult female recipients):³										
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	–	–	–	–	–	–	–	52.5	65.3	66.9
Married	–	–	–	–	–	–	–	16.4	12.4	11.7
Separated	–	–	–	–	–	–	–	11.7	13.1	12.5
Widowed	–	–	–	–	–	–	–	0.7	0.7	0.8
Divorced	–	–	–	–	–	–	–	8.8	8.5	8.2
Unknown	–	–	–	–	–	–	–	9.9	–	–
Basis for Child's Eligibility (percent children):										
Incapacitated	11.7 ²	7.7	5.3	3.4	3.7	4.1	4.3	–	–	–
Unemployed	4.6 ²	3.7	4.1	8.7	6.5	8.2	8.3	–	–	–
Death	5.5 ²	3.7	2.2	1.8	1.8	1.6	1.6	–	–	–
Divorce or Separation	43.3 ²	48.3	44.7	38.5	34.6	30.0	24.3	–	–	–
Absent, No Marriage Tie	27.9 ²	31.0	37.8	44.3	51.9	53.1	58.6	–	–	–
Absent, Other Reason	3.5 ²	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 caseload during the year. Hawaii and the territories are not included in 1983. Data after 1986 include the territories and Hawaii.

² Calculated on the basis of total number of families.

³ For years prior to 1983, data are for mothers only.

⁴ Presence of income is measured as a percentage of adult recipients, not families, in 1998 and subsequent years.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of TANF Recipients: 2002 TANF Annual Report to Congress* and earlier years.

Table TANF 8. AFDC/TANF Benefits by State, Selected Fiscal Years 1978 – 2001

[Millions of dollars]

	1978	1982	1984	1986	1988	1990	1994	1996	1998	2001
Alabama	\$78	\$72	\$74	\$68	\$62	\$62	\$92	\$75	\$44	\$32
Alaska	17	32	37	46	54	60	113	107	77	51
Arizona	30	49	67	79	103	138	266	228	145	91
Arkansas	51	34	39	48	53	57	57	52	26	25
California	1,813	2,734	3,207	3,574	4,091	4,955	6,088	5,908	4,128	3,301
Colorado	74	87	107	107	125	137	158	129	80	55
Connecticut	168	210	226	223	218	295	397	323	305	151
Delaware	28	28	28	25	24	29	40	35	24	21
Dist. of Columbia	91	86	75	77	76	84	126	121	97	67
Florida	145	207	251	261	318	418	806	680	357	251
Georgia	103	172	149	223	266	321	428	385	313	172
Guam	3	4	5	4	3	5	12	14	NA	NA
Hawaii	83	88	83	73	77	99	163	173	153	126
Idaho	21	20	21	19	19	20	30	30	6	5
Illinois	699	802	845	886	815	839	914	833	771	191
Indiana	118	139	153	148	167	170	228	153	104	120
Iowa	107	127	159	170	155	152	169	131	104	78
Kansas	73	81	87	91	97	105	123	98	41	56
Kentucky	122	123	135	104	143	179	198	191	147	113
Louisiana	97	127	145	162	182	188	168	130	103	66
Maine	51	59	69	84	80	101	108	99	80	68
Maryland	166	213	229	250	250	296	314	285	192	224
Massachusetts	476	468	406	471	558	630	730	560	442	143
Michigan	780	1,064	1,214	1,248	1,231	1,211	1,132	779	589	329
Minnesota	164	235	287	322	338	355	379	333	276	184
Mississippi	33	55	58	74	85	86	82	68	60	31
Missouri	152	175	196	209	215	228	287	254	180	148
Montana	15	19	27	37	41	40	49	45	30	26
Nebraska	38	49	56	62	56	59	62	54	41	39
Nevada	8	12	10	16	20	27	48	48	39	25
New Hampshire	21	25	16	20	21	32	62	50	39	27
New Jersey	489	513	485	509	459	451	531	462	372	199
New Mexico	32	45	49	51	56	61	144	153	104	111
New York	1,689	1,641	1,916	2,099	2,140	2,259	2,913	2,929	2,149	1,620
North Carolina	138	143	149	138	206	247	353	300	211	128
North Dakota	14	14	16	20	22	24	26	21	22	13
Ohio	441	606	725	804	805	877	1,016	763	546	336
Oklahoma	74	74	85	100	119	132	165	122	72	53
Oregon	148	100	101	120	128	145	197	155	141	73
Pennsylvania	726	740	724	389	747	798	935	822	523	305
Puerto Rico	25	65	38	33	67	72	74	63	NA	NA
Rhode Island	59	70	71	79	82	99	136	125	117	88
South Carolina	52	76	75	103	91	96	115	101	52	33
South Dakota	18	17	17	15	21	22	25	22	14	10
Tennessee	77	74	83	100	125	168	215	190	108	123
Texas	122	118	229	281	344	416	544	496	315	242
Utah	41	47	52	55	61	64	77	64	50	39
Vermont	21	38	40	40	40	48	65	56	47	35
Virgin Islands	2	3	2	2	2	3	4	4	NA	NA
Virginia	136	166	165	179	169	177	253	199	123	103
Washington	175	240	294	375	401	438	610	585	450	288
West Virginia	53	56	75	109	107	110	126	101	52	64
Wisconsin	260	406	519	444	506	440	425	291	145	81
Wyoming	6	9	13	16	19	19	21	17	7	4
United States	\$10,621	\$12,857	\$14,371	\$15,236	\$16,663	\$18,543	\$22,798	\$20,411	\$14,614	\$10,163

Note: Benefits refers to total cash benefits paid (see Table TANF 3) but does not include emergency assistance payments. NA denotes data not available.

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 2001 Family Assistance Grants Awarded Under PRWORA**

[In millions]

State	FY 1996 Grants for AFDC, EA & JOBS ¹	FY 2001 State Family Assistance Grant ²	Increase from FY 1996 Level	Percent Increase from FY 1996 Level
Alabama	\$79.0	\$134.1	\$55.1	70
Alaska	60.7	60.3	-0.4	-1
Arizona	200.6	233.0	32.4	16
Arkansas	54.3	65.8	11.5	21
California	3,545.6	3,764.6	219.1	6
Colorado	138.9	149.6	10.7	8
Connecticut	221.1	269.4	48.3	22
Delaware	30.2	32.9	2.7	9
Dist of Columbia	77.1	119.4	42.2	55
Florida	504.7	643.6	138.9	28
Georgia	301.2	368.0	66.8	22
Hawaii	98.4	103.9	5.5	6
Idaho	31.3	35.5	4.2	13
Illinois	593.8	601.8	7.9	1
Indiana	121.4	208.8	87.4	72
Iowa	129.3	131.5	2.2	2
Kansas	86.9	101.9	15.0	17
Kentucky	171.6	181.3	9.6	6
Louisiana	122.4	181.0	58.6	48
Maine	73.2	78.1	4.9	7
Maryland	207.6	229.1	21.5	10
Massachusetts	372.0	352.5	-19.6	-5
Michigan	581.5	800.4	218.9	38
Minnesota	239.3	269.8	30.4	13
Mississippi	68.6	98.2	29.6	43
Missouri	207.9	223.0	15.1	7
Montana	39.2	46.4	7.2	18
Nebraska	56.2	57.9	1.7	3
Nevada	41.2	49.9	8.7	21
New Hampshire	36.0	38.5	2.5	7
New Jersey	353.4	411.7	58.3	16
New Mexico	129.9	132.5	2.5	2
New York	2,332.7	2,442.9	110.2	5
North Carolina	311.9	346.6	34.7	11
North Dakota	24.5	27.7	3.2	13
Ohio	564.5	728.0	163.5	29
Oklahoma	125.1	151.7	26.5	21
Oregon	146.4	166.8	20.4	14
Pennsylvania	780.1	719.5	-60.6	-8
Rhode Island	82.9	95.0	12.2	15
South Carolina	99.4	100.0	0.5	1
South Dakota	19.7	21.3	1.5	8
Tennessee	178.9	222.7	43.7	24
Texas	437.1	563.3	126.2	29
Utah	68.0	85.8	17.8	26
Vermont	42.4	47.4	5.0	12
Virginia	134.6	166.2	31.6	23
Washington	393.2	402.2	9.0	2
West Virginia	95.1	112.1	17.0	18
Wisconsin	241.6	332.8	91.2	38
Wyoming	14.4	20.1	5.7	40
United States	\$15,067	\$16,926	\$1,859	12

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 2001 awards include State Family Assistance Grants, Supplemental Grants for Population Increases, Out of Wedlock Bonus and High Performance Bonus.

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

Table TANF 10. AFDC/TANF Caseload by State, October 1989 to September 2002 Peak

[In thousands]

State	Peak Caseload Oct '89 to Sept '02	Date Peak Occurred Oct '89 to Sept '02	Sept '96 Caseload	Sept '02 Caseload	Percent Decline ¹ Sept '96 to Sept '02	Percent Decline Peak to Sept '02
Alabama	52.3	Mar-93	40.7	17.9	56	66
Alaska	13.4	Apr-94	12.3	5.6	55	58
Arizona	72.8	Dec-93	61.8	43.9	29	40
Arkansas	27.1	Mar-92	22.1	11.7	47	57
California	933.1	Mar-95	870.3	454.2	48	51
Colorado	43.7	Dec-93	33.6	12.4	63	72
Connecticut	61.9	Mar-95	57.1	22.6	60	63
Delaware	11.8	Apr-94	10.5	5.6	47	53
Dist. of Columbia	27.5	Apr-94	25.1	16.4	35	40
Florida	259.9	Nov-92	200.3	58.3	71	78
Georgia	142.8	Nov-93	120.9	54.9	55	62
Guam	3.1	Apr-02	2.3	3.1	-36	0
Hawaii	23.4	Jun-97	21.9	10.3	53	56
Idaho	9.5	Mar-95	8.4	1.4	83	85
Illinois	243.1	Aug-94	217.8	42.5	80	83
Indiana	76.1	Sep-93	49.7	52.1	-5	32
Iowa	40.7	Apr-94	31.1	19.9	36	51
Kansas	30.8	Aug-93	23.4	14.7	37	52
Kentucky	84.0	Mar-93	70.4	34.7	51	59
Louisiana	94.7	May-90	66.5	23.1	65	76
Maine	24.4	Aug-93	19.7	9.3	53	62
Maryland	81.8	May-95	68.9	25.9	62	68
Massachusetts	115.7	Aug-93	84.3	48.4	43	58
Michigan	233.6	Apr-91	167.5	69.4	59	70
Minnesota	66.2	Jun-92	57.2	36.9	35	44
Mississippi	61.8	Nov-91	45.2	19.3	57	69
Missouri	93.7	Mar-94	79.1	43.7	45	53
Montana	12.3	Mar-94	9.8	5.8	41	53
Nebraska	17.2	Mar-93	14.4	10.6	26	38
Nevada	16.3	Mar-95	13.2	11.6	12	29
New Hampshire	11.8	Apr-94	8.9	6.1	31	48
New Jersey	132.6	Nov-92	100.8	40.5	60	69
New Mexico	34.9	Nov-94	33.0	16.6	50	52
New York	463.7	Dec-94	412.7	151.5	63	67
North Carolina	134.1	Mar-94	107.5	41.2	62	69
North Dakota	6.6	Apr-93	4.7	3.3	29	50
Ohio	269.8	Mar-92	201.9	83.5	59	69
Oklahoma	51.3	Mar-93	35.3	15.3	57	70
Oregon	43.8	Apr-93	28.5	18.0	37	59
Pennsylvania	212.5	Sep-94	180.1	78.8	56	63
Puerto Rico	61.7	Jan-92	49.5	18.6	62	70
Rhode Island	22.9	Apr-94	20.5	13.7	33	40
South Carolina	54.6	Jan-93	42.9	20.4	52	63
South Dakota	7.4	Apr-93	5.7	2.8	51	62
Tennessee	112.6	Nov-93	96.2	65.6	32	42
Texas	287.5	Dec-93	238.8	131.7	45	54
Utah	18.7	Mar-93	14.0	8.0	43	57
Vermont	10.3	Apr-92	8.7	5.0	42	51
Virgin Islands	1.4	Dec-95	1.3	0.5	65	67
Virginia	76.0	Apr-94	60.5	30.4	50	60
Washington	104.8	Feb-95	96.8	52.0	46	50
West Virginia	41.9	Apr-93	37.6	15.3	59	64
Wisconsin	82.9	Jan-92	49.9	19.4	61	77
Wyoming	7.1	Aug-92	4.3	0.4	90	94
United States	5,098	Mar-94	4,346	2,025	53	60

¹ Negative values denote percent increase.

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	1975	1980	1985	1989	1994	2001	Percent Change	
									1989-94	1994-01
Alabama	78	123	160	180	151	129	132	44	2	-67
Alaska	5	8	12	15	16	19	38	17	96	-55
Arizona	40	51	71	51	72	105	201	83	91	-59
Arkansas	30	45	101	85	64	70	69	28	-0	-60
California	528	1,148	1,355	1,387	1,619	1,763	2,639	1,185	50	-55
Colorado	42	66	96	77	79	97	119	27	22	-77
Connecticut	59	83	125	139	122	106	166	60	56	-64
Delaware	12	20	31	32	24	19	27	12	43	-55
Dist. of Columbia	20	40	103	85	58	48	74	43	55	-42
Florida	106	204	265	256	271	327	669	125	105	-81
Georgia	71	198	354	221	239	266	393	121	48	-69
Guam	1	2	3	5	6	4	7	10	67	43
Hawaii	14	25	47	60	51	43	62	41	45	-33
Idaho	10	16	19	21	17	17	23	2	38	-90
Illinois	262	368	776	672	735	632	712	183	13	-74
Indiana	48	73	162	157	165	147	216	116	47	-47
Iowa	44	64	85	104	123	98	110	54	13	-51
Kansas	36	53	67	68	67	74	87	33	17	-62
Kentucky	81	129	159	167	160	156	208	82	34	-61
Louisiana	104	202	235	213	230	277	248	66	-10	-74
Maine	19	36	80	60	57	51	64	26	27	-59
Maryland	80	131	216	212	195	176	222	68	26	-69
Massachusetts	94	208	347	350	235	242	307	100	27	-67
Michigan	162	253	641	685	691	640	666	193	4	-71
Minnesota	51	76	124	135	152	164	187	113	14	-40
Mississippi	83	115	186	173	155	179	159	36	-11	-78
Missouri	107	140	260	199	197	203	263	121	30	-54
Montana	7	13	22	19	22	28	35	14	26	-60
Nebraska	16	30	38	35	44	41	45	24	10	-47
Nevada	5	12	14	12	14	20	38	19	89	-49
New Hampshire	4	9	26	22	14	13	30	13	139	-56
New Jersey	104	286	440	459	367	298	335	113	13	-66
New Mexico	30	51	61	53	51	59	102	55	74	-46
New York	517	1,052	1,193	1,100	1,112	979	1,255	613	28	-51
North Carolina	111	124	170	198	166	200	333	93	66	-72
North Dakota	8	11	14	13	12	15	16	8	8	-53
Ohio	183	266	534	513	673	629	685	199	9	-71
Oklahoma	73	95	97	89	82	103	131	35	27	-73
Oregon	31	75	99	102	74	87	114	37	31	-68
Pennsylvania	303	426	626	629	561	523	620	216	19	-65
Puerto Rico	202	223	232	168	173	185	183	75	-2	-59
Rhode Island	24	38	52	52	44	42	63	42	50	-34
South Carolina	30	52	135	153	120	107	140	45	30	-68
South Dakota	11	16	25	20	16	19	19	6	1	-67
Tennessee	76	129	201	162	155	195	300	155	53	-48
Texas	91	214	394	308	363	540	788	349	46	-56
Utah	22	33	34	37	38	44	50	19	14	-62
Vermont	5	12	21	23	22	20	28	15	41	-47
Virgin Islands	1	2	4	3	4	3	4	3	11	-32
Virginia	46	87	174	166	154	146	195	65	34	-67
Washington	71	109	143	154	178	219	292	141	33	-51
West Virginia	116	93	69	77	106	109	114	39	5	-66
Wisconsin	45	79	160	213	288	245	226	40	-8	-82
Wyoming	4	5	7	7	10	14	16	1	19	-94
United States	4,323	7,415	11,067	10,597	10,813	10,935	14,226	5,423	30	-62

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, 2002 *TANF Report to Congress*.

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

	1965	1970	1975	1980	1985	1989	1994	2001	Percent Change	
									1989-94	1994-01
Alabama	2.2	3.6	4.3	4.6	3.8	3.2	3.1	1.0	-3	-69
Alaska	1.8	2.6	3.1	3.7	3.0	3.5	6.3	2.7	78	-58
Arizona	2.6	2.9	3.1	1.9	2.3	2.9	4.8	1.6	66	-68
Arkansas	1.5	2.3	4.7	3.7	2.8	3.0	2.8	1.0	-5	-64
California	2.9	5.7	6.3	5.8	6.1	6.0	8.4	3.4	40	-59
Colorado	2.2	3.0	3.7	2.6	2.5	3.0	3.3	0.6	10	-81
Connecticut	2.1	2.7	4.1	4.5	3.8	3.2	5.1	1.7	57	-66
Delaware	2.4	3.6	5.4	5.4	3.9	2.9	3.9	1.5	33	-60
Dist. of Columbia	2.5	5.3	14.6	13.3	9.2	7.7	13.1	7.5	71	-43
Florida	1.8	3.0	3.1	2.6	2.4	2.6	4.8	0.8	85	-84
Georgia	1.6	4.3	7.0	4.0	4.0	4.1	5.6	1.4	35	-74
Hawaii	1.9	3.2	5.4	6.2	4.9	3.9	5.3	3.4	35	-36
Idaho	1.4	2.2	2.3	2.2	1.7	1.7	2.0	0.2	21	-92
Illinois	2.5	3.3	6.9	5.9	6.4	5.5	6.0	1.5	9	-76
Indiana	1.0	1.4	3.0	2.9	3.0	2.7	3.8	1.9	41	-50
Iowa	1.6	2.3	3.0	3.6	4.3	3.5	3.9	1.8	11	-53
Kansas	1.6	2.4	2.9	2.9	2.8	3.0	3.4	1.2	13	-64
Kentucky	2.5	4.0	4.6	4.6	4.3	4.2	5.4	2.0	28	-63
Louisiana	2.9	5.6	6.1	5.0	5.2	6.5	5.8	1.5	-11	-75
Maine	1.9	3.6	7.5	5.4	4.9	4.2	5.2	2.0	25	-61
Maryland	2.2	3.3	5.2	5.0	4.4	3.7	4.4	1.3	19	-72
Massachusetts	1.8	3.7	6.0	6.1	4.0	4.0	5.1	1.6	27	-69
Michigan	2.0	2.9	7.0	7.4	7.6	6.9	6.9	1.9	0	-72
Minnesota	1.4	2.0	3.2	3.3	3.6	3.8	4.1	2.3	9	-45
Mississippi	3.6	5.2	7.8	6.9	6.0	6.9	6.0	1.2	-14	-79
Missouri	2.4	3.0	5.4	4.0	3.9	4.0	5.0	2.2	25	-57
Montana	1.0	1.9	2.9	2.4	2.7	3.5	4.1	1.5	18	-62
Nebraska	1.1	2.0	2.5	2.2	2.8	2.6	2.8	1.4	7	-50
Nevada	1.2	2.4	2.3	1.5	1.4	1.8	2.6	0.9	48	-65
New Hampshire	0.7	1.2	3.1	2.4	1.4	1.2	2.7	1.1	133	-60
New Jersey	1.5	4.0	6.0	6.2	4.9	3.9	4.2	1.3	10	-69
New Mexico	3.0	5.0	5.3	4.1	3.5	3.9	6.2	3.0	59	-51
New York	2.9	5.8	6.7	6.3	6.2	5.4	6.9	3.2	27	-53
North Carolina	2.2	2.4	3.1	3.4	2.6	3.1	4.7	1.1	54	-76
North Dakota	1.2	1.7	2.1	2.0	1.8	2.4	2.6	1.2	9	-52
Ohio	1.8	2.5	5.0	4.8	6.3	5.8	6.2	1.8	6	-72
Oklahoma	3.0	3.7	3.5	2.9	2.5	3.3	4.0	1.0	24	-75
Oregon	1.6	3.6	4.3	3.9	2.8	3.1	3.7	1.1	18	-71
Pennsylvania	2.6	3.6	5.3	5.3	4.8	4.4	5.1	1.8	17	-66
Rhode Island	2.7	4.0	5.5	5.5	4.5	4.2	6.3	3.9	51	-38
South Carolina	1.2	2.0	4.6	4.9	3.6	3.1	3.8	1.1	23	-71
South Dakota	1.6	2.4	3.6	2.9	2.3	2.7	2.6	0.8	-3	-68
Tennessee	2.0	3.3	4.7	3.5	3.3	4.0	5.8	2.7	44	-54
Texas	0.9	1.9	3.1	2.1	2.2	3.2	4.3	1.6	34	-62
Utah	2.2	3.1	2.8	2.5	2.3	2.6	2.6	0.8	1	-67
Vermont	1.4	2.6	4.4	4.4	4.2	3.5	4.8	2.4	36	-50
Virginia	1.0	1.9	3.4	3.1	2.7	2.4	3.0	0.9	25	-70
Washington	2.4	3.2	4.0	3.7	4.0	4.6	5.5	2.4	18	-57
West Virginia	6.4	5.3	3.7	4.0	5.5	6.0	6.3	2.2	4	-66
Wisconsin	1.1	1.8	3.5	4.5	6.1	5.0	4.4	0.7	-12	-83
Wyoming	1.1	1.5	1.8	1.4	2.0	3.0	3.4	0.2	15	-94
United States	2.1	3.5	5.0	4.6	4.5	4.4	5.4	1.9	24	-65

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. Bureau of the Census, (Resident population by state available on line at <http://www.census.gov/population/estimates/state/>).

Table TANF 13. Average Number of AFDC/TANF Child Recipients By State, Selected Fiscal Years
[In thousands]

	1965	1970	1975	1980	1985	1989	1994	2001	Percent Change	
									1989-94	1994-01
Alabama	62	96	119	129	105	92	96	47	4	-51
Alaska	4	6	9	10	10	13	24	12	90	-52
Arizona	31	39	54	38	50	74	136	59	85	-57
Arkansas	23	34	75	62	45	50	49	20	-0	-59
California	391	816	938	932	1,070	1,186	1,804	955	52	-47
Colorado	33	50	68	53	53	66	80	20	22	-75
Connecticut	43	62	92	97	82	71	111	42	56	-63
Delaware	9	15	23	22	16	13	19	10	41	-48
Dist. of Columbia	16	31	75	59	43	38	51	32	33	-36
Florida	85	160	200	184	191	235	463	103	97	-78
Georgia	54	150	261	161	166	187	274	94	47	-66
Guam	1	1	2	4	4	3	5	NA	63	NA
Hawaii	10	18	33	40	33	28	41	25	45	-39
Idaho	7	11	14	14	11	11	16	2	36	-88
Illinois	202	283	562	473	493	432	486	142	12	-71
Indiana	36	55	119	111	111	100	145	80	45	-45
Iowa	32	46	59	69	77	63	72	37	13	-48
Kansas	28	41	50	49	45	50	59	24	17	-60
Kentucky	58	93	113	118	107	105	137	59	31	-57
Louisiana	79	157	177	156	163	195	180	50	-8	-72
Maine	14	26	56	40	36	32	40	17	25	-58
Maryland	61	100	157	145	126	117	151	51	28	-66
Massachusetts	71	153	242	228	152	154	197	68	28	-65
Michigan	119	190	454	460	441	414	439	142	6	-68
Minnesota	39	58	89	91	95	105	124	79	18	-37
Mississippi	66	93	144	128	112	129	116	28	-10	-76
Missouri	82	106	193	135	129	134	176	89	31	-50
Montana	6	10	16	13	15	18	23	9	28	-59
Nebraska	12	23	28	25	29	28	31	17	10	-44
Nevada	4	9	10	8	9	14	27	14	89	-49
New Hampshire	3	7	18	15	9	8	19	9	130	-52
New Jersey	79	209	316	318	247	205	228	84	11	-63
New Mexico	23	39	45	35	34	41	66	38	64	-42
New York	380	759	845	759	729	648	813	434	26	-47
North Carolina	83	94	125	141	113	136	223	71	63	-68
North Dakota	6	8	10	9	8	10	11	6	6	-49
Ohio	136	198	372	348	424	411	455	149	11	-67
Oklahoma	55	71	74	65	57	71	90	26	27	-71
Oregon	23	52	67	65	49	58	76	27	30	-65
Pennsylvania	217	307	429	432	369	348	417	156	20	-62
Puerto Rico	161	166	170	118	116	126	124	54	-2	-56
Rhode Island	18	27	37	36	28	28	41	29	50	-29
South Carolina	24	40	100	109	84	77	102	31	33	-70
South Dakota	8	12	18	15	11	13	14	5	3	-63
Tennessee	58	99	149	115	105	133	203	114	53	-44
Texas	68	162	292	225	256	378	549	258	45	-53
Utah	16	23	23	24	24	28	33	14	17	-59
Vermont	4	8	14	14	14	12	17	9	39	-46
Virgin Islands	1	2	3	2	3	3	3	2	9	-25
Virginia	35	66	125	116	103	100	134	48	34	-64
Washington	50	76	95	97	113	141	187	100	32	-46
West Virginia	80	65	47	58	64	67	72	27	7	-63
Wisconsin	34	60	116	142	181	161	153	35	-5	-77
Wyoming	3	4	5	5	7	9	11	1	22	-93
United States	3,242	5,483	7,928	7,320	7,165	7,370	9,611	4,055	30	-51

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, 2002 *TANF Report to Congress*.

Table TANF 14. AFDC/TANF Reciprocity Rates for Children by State, Selected Fiscal Years 1965 – 2001

[In percent]

	1965	1970	1975	1980	1985	1989	1994	2001	Percent Change	
									1989-94	1994-01
Alabama	4.6	7.7	9.9	11.1	9.7	8.6	8.9	4.2	4	-53
Alaska	3.1	5.0	6.2	8.0	5.9	7.3	12.8	6.0	76	-53
Arizona	4.8	6.0	7.2	4.8	5.9	7.6	12.1	4.3	60	-65
Arkansas	3.1	5.2	10.9	9.3	7.1	7.9	7.7	3.0	-3	-61
California	6.0	12.3	14.5	14.6	15.6	15.6	20.8	10.3	33	-51
Colorado	4.4	6.4	8.4	6.5	6.1	7.6	8.3	1.9	10	-78
Connecticut	4.4	6.1	9.8	11.8	10.8	9.5	14.2	4.9	49	-65
Delaware	4.7	7.5	12.3	13.4	10.2	8.1	10.5	4.9	30	-53
Dist. of Columbia	6.0	13.8	41.1	40.9	33.9	30.7	44.5	28.2	45	-37
Florida	4.3	7.6	8.4	7.8	7.6	8.4	14.1	2.8	68	-80
Georgia	3.2	9.1	15.5	9.8	10.1	10.8	14.6	4.3	35	-70
Hawaii	3.6	6.5	11.7	14.5	11.6	10.1	13.6	8.4	35	-38
Idaho	2.7	4.2	4.8	4.7	3.6	3.7	4.6	0.5	22	-89
Illinois	5.3	7.5	16.0	14.6	16.1	14.5	15.7	4.3	8	-72
Indiana	2.0	3.0	6.9	6.9	7.5	6.9	9.8	5.1	43	-48
Iowa	3.2	4.7	6.6	8.4	10.2	8.8	9.9	5.0	12	-49
Kansas	3.5	5.4	7.3	7.5	6.9	7.6	8.5	3.3	12	-61
Kentucky	4.9	8.3	10.2	10.9	10.5	10.9	14.1	6.0	29	-58
Louisiana	5.5	11.3	13.2	11.8	12.2	15.5	14.6	4.1	-6	-72
Maine	3.9	7.7	16.4	12.5	11.7	10.4	13.1	5.6	26	-57
Maryland	4.6	7.3	11.9	12.4	11.4	10.2	12.0	3.7	18	-69
Massachusetts	3.8	8.1	14.2	15.3	11.2	11.4	13.9	4.5	22	-67
Michigan	3.7	5.8	15.0	16.7	17.7	16.9	17.4	5.5	3	-69
Minnesota	2.9	4.2	7.0	7.7	8.5	9.2	10.1	6.1	10	-40
Mississippi	7.0	11.1	17.3	15.7	14.0	17.1	15.3	3.6	-10	-77
Missouri	5.2	6.9	13.2	9.9	9.8	10.2	12.9	6.2	26	-52
Montana	2.0	4.0	6.6	5.7	6.1	7.9	9.7	4.1	22	-58
Nebraska	2.3	4.4	5.8	5.5	6.8	6.5	7.0	3.9	8	-45
Nevada	2.5	5.2	5.4	3.8	3.9	5.0	7.1	2.7	40	-62
New Hampshire	1.4	2.6	6.9	5.8	3.7	3.1	6.6	3.0	118	-55
New Jersey	3.4	8.8	14.1	16.0	13.5	11.3	11.7	4.0	3	-66
New Mexico	5.2	9.5	10.9	8.5	7.8	9.0	13.5	7.5	50	-44
New York	6.3	13.0	15.9	16.2	16.7	15.1	18.0	9.2	19	-49
North Carolina	4.4	5.3	7.2	8.5	7.1	8.5	12.6	3.6	49	-72
North Dakota	2.3	3.6	4.9	4.7	4.3	5.7	6.3	3.4	12	-46
Ohio	3.6	5.3	10.9	11.2	14.7	14.6	16.0	5.1	9	-68
Oklahoma	6.4	8.5	8.7	7.6	6.3	8.3	10.4	2.9	24	-72
Oregon	3.3	7.4	9.6	9.0	6.9	8.2	9.7	3.1	18	-68
Pennsylvania	5.5	8.0	12.3	13.8	12.9	12.4	14.4	5.3	16	-63
Rhode Island	5.9	9.1	13.3	14.7	12.6	12.1	17.5	11.8	44	-33
South Carolina	2.3	4.2	10.4	11.6	9.1	8.3	10.8	3.1	30	-72
South Dakota	3.1	5.0	8.2	7.1	5.7	6.7	6.6	2.5	-1	-62
Tennessee	4.2	7.5	11.3	8.9	8.6	10.9	15.7	8.1	44	-48
Texas	1.7	4.1	7.1	5.2	5.4	7.9	10.4	4.4	32	-58
Utah	3.7	5.4	5.0	4.4	4.0	4.5	4.9	1.9	9	-61
Vermont	2.7	5.4	9.3	9.9	9.9	8.8	11.7	6.3	33	-46
Virginia	2.2	4.1	7.9	7.9	7.1	6.7	8.4	2.8	26	-67
Washington	4.7	6.5	8.5	8.5	9.7	11.5	13.3	6.6	16	-50
West Virginia	12.2	11.2	8.4	10.4	12.6	14.8	16.8	6.6	13	-61
Wisconsin	2.2	3.8	7.8	10.5	14.2	12.6	11.4	2.5	-9	-78
Wyoming	2.1	3.2	4.1	3.4	4.1	6.6	8.1	0.6	24	-92
United States	4.4	7.6	11.6	11.3	11.2	11.4	14.0	5.5	22	-61

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. Bureau of the Census, (Resident population by state available on line at <http://www.census.gov/population/estimates/state/>).

Food Stamp Program

The Food Stamp Program, administered by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service, 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 many other public assistance programs, the Food Stamp Program 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.

The Food Stamp Program was designed primarily to increase the food purchasing power of eligible low-income households to the point where 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. Food stamp 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 virtually all of 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 food stamp allotments. The Food Stamp Act provides 100 percent federal funding of food stamp benefits. States and other jurisdictions have responsibility for about half the cost of state and local food stamp agency administration.

In addition to the regular Food Stamp Program, 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 in Puerto Rico, had an average of 1.1 million participants in 2001, funded under a federal block grant of \$1.3 billion. Unless noted otherwise, the food stamp caseload and expenditure data in this Appendix include costs for the Nutrition Assistance Program in Puerto Rico. Prior to 1982, the regular Food Stamp Program operated in Puerto Rico, under modified eligibility and benefit rules.

The Food Stamp Program has financial, employment/training-related, and "categorical" tests for eligibility. The basic food stamp beneficiary unit is the "household." Generally, individuals living together constitute a single food stamp household if they customarily purchase food and prepare meals together. Members of the same household must apply together, and their income, expenses, and assets normally are aggregated in determining food stamp eligibility and benefits. Except for households composed entirely of TANF, SSI, or general assistance recipients (who generally are automatically eligible for food stamps), monthly cash income is the primary food stamp eligibility determinant. Unless exempt, adult applicants for food stamps must register for work, typically with the welfare agency or a state employment service office. To maintain eligibility, they must accept a suitable job if offered one and fulfill any work, job search, or training requirements established by the administering welfare agencies.

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

Recent Legislative and Regulatory Changes

Title IV and subtitle A of title VIII of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) contain major and extensive revisions 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 new 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 is 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 made significant changes in the eligibility of noncitizens for food stamp benefits. As first enacted, most qualified aliens, including legal immigrants (illegal aliens were already ineligible) were barred from receiving food stamps until citizenship. 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 are currently 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 noncustodial parents, from food stamps when they do not cooperate with child support agencies or are in arrears in their child support.

Recent regulatory and legislative changes have been made to increase access to food stamps among working poor families. Regulatory changes announced in July 1999 and expanded in November 2000 allow states to reduce reporting requirements and make it easier for working families to report income changes on a semiannual basis. Under the November 2000 regulations, states also have the option of providing a three-month transitional food stamp benefit to most families leaving TANF. In addition, the Agriculture Appropriations Bill for 2001 (P.L. 106-387) provides 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 Farm Bill - reauthorized the Food Stamp Program through fiscal year 2007. This law brought a number of significant changes to the program, including some which supercede earlier changes made through PRWORA and subsequent FSP legislation and regulations. Specifically, the Farm Bill restores food stamp eligibility to legal immigrants who have lived in the country five years and to legal immigrants receiving disability benefits, regardless of entry date. Children of legal immigrants are also eligible for food stamps 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 is eliminated. Each provision is effective at different times, but all restorations will be effective by April 1, 2003.

The 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 replaces 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 will receive an amount less than the previous fixed standard deduction or more than the standard deduction for a household of six.

Other 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 food stamps, 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 Farm bill also implements 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 food stamp 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 food stamp 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.

Food Stamp Program Data

The following six tables and accompanying figure provide information about the Food Stamp Program, including information about the Nutrition Assistance Program in Puerto Rico:

- Tables FSP 1-2 and Figure FSP 1 present national caseload and expenditure trend data on the Food Stamp Program, as discussed below;
- Table FSP 3 presents some demographic characteristics of the food stamp caseload; and
- Tables FSP 4-6 present some state-by-state trend data on the Food Stamp Program through fiscal year 2001.

Food Stamp Caseload Trends (Tables FSP 1-2). Average monthly food stamp participation in 2001 (including participants in Puerto Rico's block grant) was 18.4 million persons. This represents a slight increase over the 2000 record-low average. Average monthly participation fell from its peak of 28.9 million in an average month in 1994 to an average of 18.2 million persons in 2000. Both in absolute numbers and as a percentage of the population, food stamp reciprocity in 2000 was lower than at any point in the previous twenty years. See also Table IND 3b and Table IND 4b in Chapter II for further data on the recent decline in food stamp reciprocity and participation rates.

Considerable research has demonstrated that the Food Stamp Program is responsive to economic changes, with participation increasing in times of economic downturns and decreasing in times of economic growth (see Figure FSP 1). Economic conditions alone did not explain the caseload growth in the late 1980s and early 1990s, however. A congressionally mandated study in 1990 concluded that a variety of factors contributed to this caseload growth, including expansions in

Medicaid eligibility and changes in immigration laws, particularly the legalization of undocumented aliens, as well as a rise in unemployment (McConnell, 1991). Longer spells of participation also contributed to the caseload increase, according to an analysis of longitudinal data from the Survey on Income and Program Participation (Gleason, 1998).

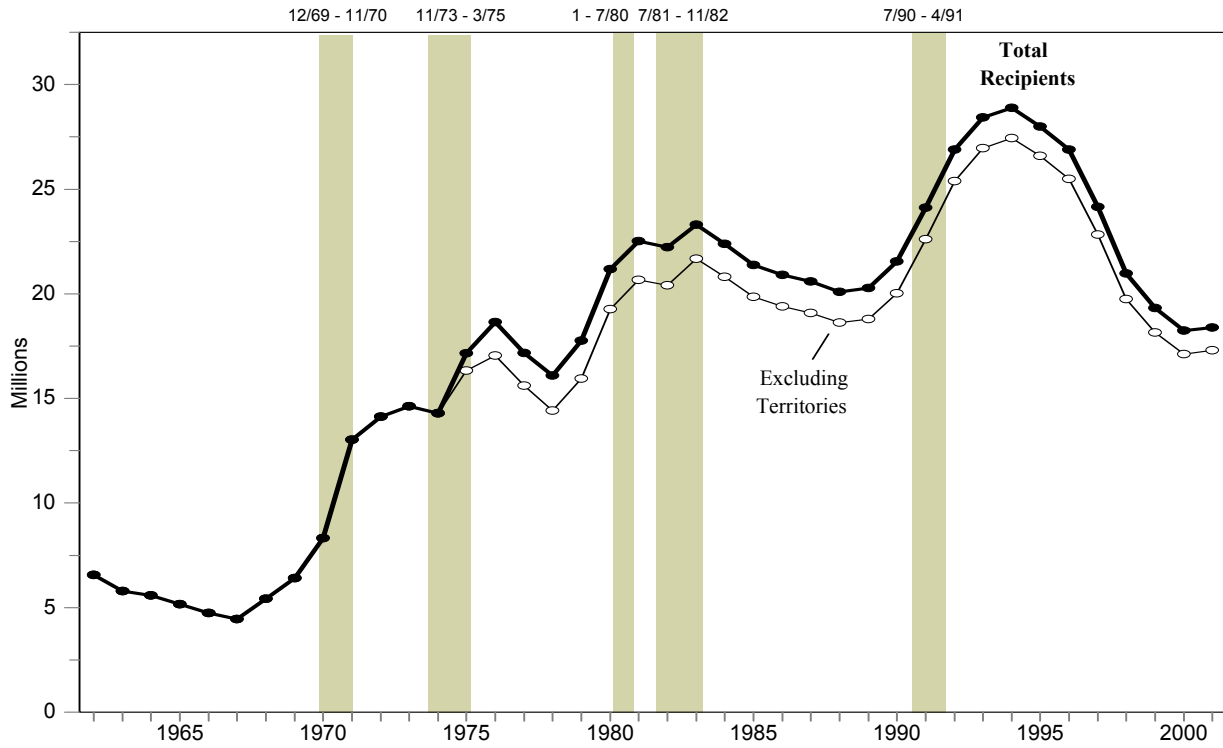
Economic conditions were a significant factor in explaining the drop in food stamp caseload since 1994, according to an Economic Research Service review of recent research (ERS, 2000). Several econometric models suggest that economic variables explain between 25 and 44 percent of the decline in caseload. The full effect of the economy may be even higher, to the extent that some of the unexplained variation in the models reflects local economic conditions not captured in state-level economic variables.

Policy changes, most notably the enactment of the Personal Responsibility Act of 1996, have also contributed to the recent decline in food stamp caseload. The most direct impact was the elimination of eligibility for most legal immigrants and for many childless adults aged 18-50. Participation for these two groups fell sharply between 1994 and 1998 (Genser, 1999). In addition, changes in TANF policy may have affected food stamp participation, although these effects are less certain. Many studies of families leaving TANF cash assistance have found that many of these families leave the Food Stamp Program as well, despite appearing eligible for food stamp benefits. Econometric studies of the effects of specific changes in TANF policy, however, have found that only a small share of the decline in state food stamp caseloads was associated with waivers to AFDC policies. Increased stigma about welfare use and unintentional diversion from the Food Stamp Program may be additional factors affecting food stamp participation.

Food Stamp Expenditures. Total program costs, shown in Table FSP 2, were slightly higher in 2001 than 2000, the first increase after six years of declining costs. Total program costs (including Puerto Rico) were \$19.2 billion in 2001; the comparable 2000 cost was \$19.0 billion (after adjusting for inflation). The small increase in costs parallels the small increase in average monthly participation discussed above and shown in Table FSP 1. Average monthly benefits per person, also shown in Table FSP2, continued their decline of recent years (after adjusting for inflation). Benefits were \$75 per person in fiscal year 2001, considerably lower than the \$87 per person benefit (in constant dollars) paid in 1992.

Food Stamp Household Characteristics. As shown in Table FSP 3, the proportion of food stamp households with earnings has increased, from about 20 percent for most of the 1980s and early 1990s, to 27 percent in 2001. At the same time, the proportion of households with income from AFDC/TANF has declined, from 42 percent in 1984 to 23 percent in 2001, following the dramatic decline in AFDC/TANF caseloads. Over half of all food stamp households have children, although the proportion has declined somewhat from over 60 percent in most of the 1980s and early 1990s to 54 percent in 2001. The vast majority (89 percent) of households have incomes below the federal poverty guidelines.

Figure FSP 1. Persons Receiving Food Stamps



Note: Shaded areas are periods of recession as defined by the National Bureau of Economic Research.
Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank.

Table FSP 1. Trends in Food Stamp Caseloads, Selected Years 1962 – 2001

Fiscal Year	Food Stamp Participants ¹			Participants as a Percent of:			Child Participants As a Percent of:	
	Including Territories ² (in thousands)	Excluding Territories (in thousands)	Children Excl'd. Terr. (in thousands)	Total Population ³	All Poor Persons ³	Pre-transfer Poverty Population ⁴	Total Child Population ³	Children in Poverty ³
1962	6,554	6,554	NA	3.5	17.0	NA	NA	NA
1965	5,167	5,167	NA	2.7	15.6	NA	NA	NA
1970	8,317	8,317	NA	4.1	32.7	NA	NA	NA
1971	13,010	13,010	NA	6.3	50.9	NA	NA	NA
1972	14,111	14,111	NA	6.7	57.7	NA	NA	NA
1973	14,607	14,607	NA	6.9	63.6	NA	NA	NA
1974	14,288	14,288	NA	6.7	61.1	NA	NA	NA
1975 ⁵	17,152	16,320	NA	7.6	63.1	NA	NA	NA
1976	18,628	17,033	9,126	7.8	68.2	NA	13.8	88.8
1977	17,161	15,604	NA	7.1	63.1	NA	NA	NA
1978	16,077	14,405	NA	6.5	58.8	NA	NA	NA
1979 ⁶	17,758	15,942	NA	7.1	61.1	57.1	NA	NA
1980	21,173	19,253	9,876	8.5	65.8	60.7	15.5	85.6
1981	22,518	20,655	9,803	9.0	64.6	60.8	15.5	78.4
1982	22,224	20,392	9,591	8.8	59.3	56.3	15.3	70.3
1983	23,300	21,668	10,910	9.3	61.4	58.5	17.4	78.4
1984	22,379	20,796	10,492	8.8	61.7	58.5	16.8	78.2
1985	21,380	19,847	9,906	8.3	60.0	56.6	15.7	75.3
1986	20,904	19,381	9,844	8.1	59.9	56.2	15.7	76.5
1987	20,583	19,072	9,771	7.9	59.2	55.6	15.5	76.1
1988	20,095	18,613	9,351	7.6	58.6	55.2	14.8	75.1
1989	20,266	18,778	9,429	7.6	59.6	55.6	14.9	74.9
1990	21,529	20,020	10,127	8.0	59.6	55.7	15.8	75.4
1991	24,115	22,599	11,952	8.9	63.3	59.3	18.3	83.3
1992	26,886	25,370	13,349	9.9	66.7	64.0	20.1	87.3
1993	28,422	26,952	14,196	10.4	68.6	63.8	21.0	90.3
1994	28,878	27,433	14,391	10.4	72.1	66.8	21.0	94.1
1995	27,989	26,579	13,860	10.0	73.0	67.6	20.0	94.5
1996	26,875	25,494	13,189	9.5	69.8	64.6	18.8	91.2
1997	24,148	22,820	11,847	8.4	64.1	59.9	16.7	83.9
1998	20,969	19,745	10,524	7.2	57.3	53.8	14.7	78.1
1999	19,322	18,146	9,332	6.5	56.3	52.5	13.0	77.2
2000	18,240	17,120	8,743	6.1	55.0	51.7	12.1	75.5
2001	18,383	17,297	8,819	6.1	52.6	49.3	12.0	75.2

¹ Total participants includes all participating States, the District of Columbia, and the territories (including Puerto Rico). The number of child participants includes only the participating States and D.C. (the territories are not included). From 1962 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the Food Stamp program 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 Participation figures in column 1 from 1982 on include enrollment in Puerto Rico's Nutrition Assistance Program (averaging 1.2 to 1.5 million persons a month under the nutrition assistance grant and higher figures in earlier years under Food Stamps) as shown in Table FSP 5.

³ 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—see *Current Population Reports*, Series P25-1106. For the persons living in poverty used as denominators, see *Current Population Reports*, Series P60-210.

⁴ The pretransfer 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 appropriate poverty threshold. See Appendix J, Table 20, *1992 Green Book*; data for subsequent years are unpublished Congressional Budget Office tabulations.

⁵ The first fiscal year in which food stamps were available nationwide.

⁶ The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank, the *1996 Green Book*, and U.S. Bureau of the Census, "Poverty in the United States: 2001," *Current Population Reports*, Series P60-219 and earlier years.

Table FSP 2. Trends in Food Stamp Expenditures, Selected Years 1975 – 2001

Fiscal Year	Total Federal Cost (Benefits + Administration)		Benefits ² (Federal) [In millions]	Administration ¹		Total Program Cost [In millions]	Average Monthly Benefit per Person	
	Current Dollars [In millions]	2001 Dollars ³ [In millions]		Federal [In millions]	State & Local [In millions]		Current Dollars	2001 Dollars ³
	1975	\$5,037	\$16,383	\$4,798	\$238	\$180	\$5,217	\$21.50
1976	5,641	17,176	5,276	365	275	5,934	23.50	70.30
1977	5,463	15,484	5,061	402	300	5,775	24.00	68.00
1978	5,546	14,748	5,112	434	325	5,883	25.70	68.30
1979 ⁴	6,965	17,032	6,450	515	388	7,388	29.90	73.10
1980	9,224	20,276	8,721	503	375	9,633	34.20	75.20
1981	11,308	22,603	10,630	678	504	11,906	39.40	78.80
1982	11,117	20,763	10,408	709	557	11,697	39.00	72.80
1983	12,708	22,700	11,930	778	612	13,343	43.00	76.80
1984	12,446	21,324	11,475	971 ⁵	805	13,251	42.70	73.20
1985	12,573	20,794	11,530	1,043	871	13,444	45.00	74.40
1986	12,510	20,179	11,397	1,113	935	13,445	45.50	73.40
1987	12,512	19,626	11,317	1,195	996	13,508	45.80	72.00
1988	13,281	20,012	11,991	1,290	1,080	14,361	49.80	75.00
1989	13,904	19,993	12,572	1,332	1,101	15,005	51.80	74.50
1990	16,503	22,606	15,081	1,422	1,174	17,677	58.90	80.70
1991	19,790	25,806	18,274	1,516	1,247	21,037	63.90	83.30
1992	23,535	29,786	21,879	1,656	1,375	24,910	68.60	86.80
1993	24,733	30,386	23,017	1,716	1,572	26,305	68.00	83.50
1994	25,587	30,622	23,798	1,789	1,643	27,230	69.00	82.60
1995	25,776	30,020	23,859	1,917	1,748	27,524	71.30	83.00
1996	25,527	28,923	23,543	1,984	1,842	27,369	73.20	82.90
1997	22,750	25,099	20,692	2,058	1,904	24,654	71.30	78.70
1998	20,224	21,955	18,055	2,169	1,988	22,212	71.10	77.20
1999	19,045	20,288	16,945	2,100	1,874	22,919	72.20	76.90
2000	18,402	18,994	16,211	2,200	1,960	20,362	72.80	75.10
2001	19,193	19,193	16,793	2,400	2,140	21,333	74.80	74.80

¹ Amounts include the Federal share of state administrative and employment and training costs (including administrative costs of Puerto Rico's block grant) 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 (including Puerto Rico).

² Benefit costs include the Food Stamp Program and Puerto Rico's nutritional assistance program and are based on unpublished data from the USDA, Food and Nutrition Service, National Data Bank (see Table FSP 4).

³ Constant dollar adjustments to 2001 level were made using a CPI-U-X1 fiscal year average price index.

⁴ The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

⁵ Beginning 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for food stamps.

Note: Total federal cost includes food stamps in Puerto Rico (1975-1981) and funding for Puerto Rico's nutrition assistance grant (1982-present). Average benefit figures, however, do not reflect the lower benefits in Puerto Rico under either the food stamp program from 1975 to 1981 or its nutrition assistance program since July 1982.

Source: USDA, Food and Nutrition Service unpublished data from the National Data Bank; and the 2000 Green Book.

Table FSP 3. Characteristics of Food Stamp Households, 1980 - 2001

[In percent]

	Year ¹									
	1980	1984	1988	1990	1992	1994	1996	1998	2000	2001
With Gross Monthly Income:										
Below the Federal Poverty Levels.....	87	93	92	92	92	90	91	90	89	89
Between the Poverty Levels and 130 Percent of the Poverty Levels.....	10	6	8	8	8	9	8	9	10	10
Above 130 Percent of Poverty.....	2	1	*	*	*	1	1	1	1	1
With Earnings.....	19	19	20	19	21	21	23	26	27	27
With Public Assistance Income ².....	65	71	72	73	66	69	67	65	63	61
With AFDC/TANF Income.....	NA	42	42	43	40	38	37	31	26	23
With SSI Income.....	18	18	20	19	19	23	24	28	32	32
With Children.....	60	61	61	61	62	61	60	58	54	54
And Female Heads of Household.....	NA	47	50	51	51	51	50	47	44	NA
With No Spouse Present	NA	NA	39	37	44	43	43	41	38	NA
With Elderly Members ³.....	23	22	19	18	15	16	16	18	21	20
With Elderly Female Heads of Household ³	NA	16	14	11	9	11	NA	NA	NA	NA
Average Household Size.....	2.8	2.8	2.8	2.7	2.6	2.6	2.5	2.4	2.3	2.3

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, SSI, and general assistance.

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

* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2001* and earlier years.

Table FSP 4. Value of Food Stamps Issued by State, Selected Fiscal Years 1975 – 2001

[Millions of dollars]

	1975	1980	1985	1990	1995	1998	2000	2001
Alabama	\$108	\$246	\$318	\$328	\$441	\$357	\$344	\$365
Alaska	7	27	25	25	50	50	46	46
Arizona	45	97	121	239	414	253	240	280
Arkansas	78	122	126	155	212	206	206	223
California	374	530	639	968	2,473	2,020	1,639	1,583
Colorado	48	71	94	156	217	157	127	131
Connecticut	38	59	62	72	169	161	138	136
Delaware	8	21	22	25	47	34	31	32
Dist. of Columbia	32	41	40	43	92	85	77	70
Florida	236	421	368	609	1,307	845	773	771
Georgia	144	264	290	382	700	538	489	515
Guam	3	15	18	15	24	34	36	37
Hawaii	26	60	93	81	177	178	166	150
Idaho	12	29	36	40	59	47	46	47
Illinois	259	394	713	835	1,056	844	777	810
Indiana	64	154	242	226	382	263	268	317
Iowa	29	54	107	109	142	109	100	107
Kansas	13	38	64	96	144	83	83	92
Kentucky	138	211	332	334	413	345	337	350
Louisiana	149	243	365	549	629	467	448	483
Maine	36	60	62	63	112	100	81	86
Maryland	79	140	171	203	365	282	199	191
Massachusetts	104	171	173	207	315	222	182	173
Michigan	132	263	541	663	806	588	457	504
Minnesota	43	62	105	165	240	181	165	172
Mississippi	115	199	264	352	383	254	226	254
Missouri	85	142	212	312	488	345	358	395
Montana	11	18	31	41	57	52	51	54
Nebraska	12	25	44	59	77	68	61	63
Nevada	11	15	22	41	91	63	57	65
New Hampshire	14	22	15	20	44	30	28	28
New Jersey	136	226	260	289	506	384	304	292
New Mexico	49	81	88	117	196	144	140	136
New York	233	726	938	1,086	2,065	1,505	1,361	1,365
North Carolina	139	234	237	282	495	421	403	425
North Dakota	5	9	16	25	32	25	25	27
Ohio	268	382	697	861	1,017	613	520	573
Oklahoma	40	73	134	186	315	231	208	236
Oregon	58	80	142	168	254	198	198	240
Pennsylvania	190	373	547	661	1,006	764	656	639
Puerto Rico	366	828	786	894	1,095	1,166	1,217	1,246
Rhode Island	19	31	35	42	82	57	59	59
South Carolina	126	181	194	240	297	264	249	269
South Dakota	8	18	26	35	40	37	37	39
Tennessee	126	282	280	372	554	437	415	454
Texas	319	514	701	1,429	2,246	1,425	1,215	1,270
Utah	13	22	40	71	90	75	68	67
Vermont	10	18	20	22	46	34	32	31
Virgin Islands	9	19	23	18	28	22	21	18
Virginia	70	158	189	247	450	307	263	263
Washington	71	90	140	229	417	308	241	261
West Virginia	57	87	159	192	253	224	185	178
Wisconsin	33	68	148	180	220	130	129	152
Wyoming	3	6	15	21	28	21	19	19
United States	\$4,798	\$8,721	\$11,530	\$15,081	\$23,859	\$18,055	\$16,202	\$16,793

Source: U.S. Department of Agriculture, Food and Nutrition Service, unpublished data from the Food Stamp National Data Bank.

Table FSP 5. Average Number of Food Stamp Recipients by State, Selected Fiscal Years

[In thousands]

Fiscal Year	1975	1980	1985	1989	1994	1997	2000	2001	Percent Change	
									1989-94	1994-01
Alabama	365	583	588	436	545	469	396	411	25	-25
Alaska	15	29	22	26	46	45	38	38	76	-17
Arizona	143	196	206	264	512	364	259	291	94	-43
Arkansas	267	301	253	227	283	266	247	256	24	-9
California	1,455	1,493	1,615	1,776	3,155	2,815	1,832	1,668	78	-47
Colorado	150	163	170	211	268	217	156	154	27	-43
Connecticut	155	170	145	114	223	210	165	157	96	-29
Delaware	26	52	40	30	59	54	32	32	99	-46
Dist. of Columbia	122	103	72	58	91	90	81	73	55	-19
Florida	647	912	630	668	1,474	1,192	882	887	121	-40
Georgia	498	627	567	485	830	698	559	574	71	-31
Guam	6	22	20	13	15	18	22	23	21	49
Hawaii	75	102	99	78	115	127	118	108	47	-5
Idaho	39	61	59	61	82	70	58	60	34	-27
Illinois	926	903	1,110	990	1,189	1,020	779	825	20	-31
Indiana	392	353	406	285	518	348	300	347	82	-33
Iowa	115	141	203	168	196	161	123	126	16	-35
Kansas	58	90	119	128	192	149	117	124	50	-35
Kentucky	472	468	560	447	522	444	403	413	17	-21
Louisiana	510	569	644	725	756	575	500	518	4	-31
Maine	126	139	114	84	136	124	102	104	61	-23
Maryland	261	324	287	249	390	354	219	208	57	-47
Massachusetts	365	453	337	314	442	340	232	219	40	-50
Michigan	619	813	985	874	1,031	839	603	641	18	-38
Minnesota	167	171	228	245	318	260	196	198	30	-38
Mississippi	376	496	495	493	511	399	276	298	4	-42
Missouri	300	335	362	404	593	478	423	454	47	-23
Montana	38	43	58	56	71	67	59	62	28	-13
Nebraska	49	66	94	92	111	97	82	81	20	-27
Nevada	32	32	32	41	97	82	61	69	134	-28
New Hampshire	44	50	28	22	62	46	36	36	182	-42
New Jersey	490	605	464	353	545	491	345	318	54	-42
New Mexico	157	185	157	151	244	205	169	163	62	-33
New York	1,291	1,759	1,834	1,463	2,154	1,914	1,439	1,354	47	-37
North Carolina	466	582	474	390	630	586	488	494	61	-22
North Dakota	19	25	33	39	45	38	32	38	17	-17
Ohio	854	865	1,133	1,068	1,245	874	610	641	17	-49
Oklahoma	171	209	263	261	376	322	253	271	44	-28
Oregon	201	197	228	213	286	259	234	284	34	-1
Pennsylvania	848	980	1,032	916	1,208	1,009	777	748	32	-38
Puerto Rico	810	1,864	1,481	1,460	1,410	1,290	1,082	1,070	-3	-24
Rhode Island	86	87	69	57	94	85	74	71	65	-24
South Carolina	410	426	373	272	385	349	295	316	42	-18
South Dakota	33	43	48	50	53	47	43	45	6	-16
Tennessee	397	624	518	500	735	586	496	522	47	-29
Texas	1,133	1,167	1,263	1,634	2,726	2,034	1,333	1,361	67	-50
Utah	46	54	75	95	128	98	82	80	34	-38
Vermont	44	46	44	34	65	53	41	39	90	-40
Virgin Islands	16	34	32	16	20	20	16	13	23	-34
Virginia	257	384	360	333	547	476	336	332	65	-39
Washington	253	248	281	321	468	449	295	309	46	-34
West Virginia	242	209	278	259	321	287	227	221	24	-31
Wisconsin	148	215	363	291	330	232	193	216	13	-35
Wyoming	10	14	27	27	34	29	22	23	25	-34
United States	17,192	21,082	21,380	20,266	28,878	24,148	18,240	18,383	42	-36

Source: U.S. Department of Agriculture, Food and Nutrition Service, unpublished data from the National Data Bank.

Table FSP 6. Food Stamp Reciprocity Rates by State, Selected Fiscal Years

[In percent]

	1975	1980	1985	1989	1994	1997	2000	2001	Percent Change	
									1989-94	1994-01
Alabama	9.9	14.9	14.8	10.8	12.9	10.9	8.9	9.2	19	-29
Alaska	4.0	7.1	4.1	4.8	7.6	7.4	6.0	6.0	60	-22
Arizona	6.3	7.1	6.5	7.3	12.3	8.0	5.0	5.5	69	-56
Arkansas	12.4	13.1	10.9	9.7	11.5	10.5	9.2	9.5	19	-17
California	6.8	6.3	6.1	6.1	10.1	8.7	5.4	4.8	66	-52
Colorado	5.8	5.6	5.3	6.5	7.3	5.6	3.6	3.5	14	-53
Connecticut	5.0	5.5	4.5	3.5	6.8	6.4	4.8	4.6	97	-33
Delaware	4.5	8.7	6.5	4.5	8.4	7.3	4.1	4.0	85	-52
Dist. of Columbia	17.2	16.1	11.4	9.4	16.1	17.1	14.1	12.8	71	-20
Florida	7.6	9.3	5.5	5.3	10.6	8.1	5.5	5.4	100	-49
Georgia	9.8	11.4	9.5	7.6	11.8	9.3	6.8	6.8	56	-42
Hawaii	8.4	10.6	9.5	7.1	9.8	10.7	9.7	8.8	37	-10
Idaho	4.6	6.4	5.9	6.1	7.2	5.8	4.5	4.5	17	-37
Illinois	8.2	7.9	9.7	8.7	10.1	8.5	6.3	6.6	16	-35
Indiana	7.3	6.4	7.4	5.2	9.0	5.9	4.9	5.7	75	-37
Iowa	4.0	4.8	7.2	6.1	6.9	5.6	4.2	4.3	14	-38
Kansas	2.5	3.8	4.9	5.2	7.5	5.7	4.3	4.6	44	-38
Kentucky	13.6	12.8	15.2	12.1	13.7	11.4	10.0	10.1	13	-26
Louisiana	13.1	13.5	14.6	17.0	17.6	13.2	11.2	11.6	3	-34
Maine	11.8	12.3	9.8	6.9	11.0	9.9	8.0	8.1	59	-26
Maryland	6.3	7.7	6.5	5.3	7.8	7.0	4.1	3.9	49	-51
Massachusetts	6.3	7.9	5.7	5.2	7.3	5.6	3.6	3.4	40	-53
Michigan	6.8	8.8	10.8	9.4	10.8	8.6	6.1	6.4	14	-40
Minnesota	4.2	4.2	5.5	5.7	7.0	5.6	4.0	4.0	23	-43
Mississippi	15.7	19.6	19.1	19.1	19.2	14.6	9.7	10.4	0	-46
Missouri	6.2	6.8	7.2	7.9	11.2	8.8	7.6	8.1	42	-28
Montana	5.1	5.5	7.1	7.0	8.3	7.6	6.6	6.8	20	-18
Nebraska	3.2	4.2	5.9	5.9	6.8	5.9	4.8	4.7	17	-31
Nevada	5.2	4.0	3.4	3.6	6.6	4.9	3.0	3.3	83	-50
New Hampshire	5.3	5.4	2.8	2.0	5.4	3.9	2.9	2.8	174	-48
New Jersey	6.7	8.2	6.1	4.6	6.9	6.1	4.1	3.7	51	-46
New Mexico	13.5	14.1	10.9	10.0	14.8	11.9	9.3	8.9	47	-40
New York	7.2	10.0	10.3	8.1	11.9	10.5	7.6	7.1	46	-40
North Carolina	8.4	9.9	7.6	5.9	8.9	7.9	6.0	6.0	50	-33
North Dakota	2.9	3.9	4.9	6.0	7.1	5.9	5.0	5.9	19	-16
Ohio	7.9	8.0	10.6	9.9	11.2	7.8	5.4	5.6	14	-50
Oklahoma	6.2	6.9	8.0	8.3	11.6	9.7	7.3	7.8	40	-33
Oregon	8.6	7.5	8.5	7.6	9.3	8.0	6.8	8.2	21	-12
Pennsylvania	7.1	8.3	8.8	7.7	10.0	8.4	6.3	6.1	30	-39
Rhode Island	9.2	9.1	7.2	5.7	9.4	8.6	7.1	6.7	66	-29
South Carolina	14.1	13.6	11.3	7.9	10.5	9.2	7.3	7.8	34	-26
South Dakota	4.8	6.2	6.9	7.2	7.4	6.4	5.7	5.9	2	-20
Tennessee	9.3	13.6	11.0	10.3	14.2	10.9	8.7	9.1	38	-36
Texas	9.0	8.1	7.8	9.7	14.9	10.5	6.4	6.4	53	-57
Utah	3.7	3.7	4.6	5.6	6.6	4.8	3.7	3.5	19	-47
Vermont	9.1	8.9	8.2	6.1	11.2	9.0	6.7	6.3	83	-43
Virginia	5.1	7.2	6.3	5.4	8.4	7.1	4.7	4.6	54	-45
Washington	7.0	6.0	6.4	6.8	8.8	8.0	5.0	5.1	30	-41
West Virginia	13.1	10.7	14.6	14.3	17.7	15.8	12.6	12.3	23	-30
Wisconsin	3.2	4.6	7.6	6.0	6.5	4.5	3.6	4.0	8	-38
Wyoming	2.7	3.0	5.4	6.0	7.2	6.0	4.5	4.6	20	-36
United States	7.6	8.4	8.3	7.6	10.5	8.5	6.1	6.1	39	-43

Note: Reciprocity rate refers to the average monthly number of food stamp 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 numerator is from Table FSP 5.

Source: U.S. Department of Agriculture, Food and Nutrition Service, unpublished data from the National Data Bank and U.S. Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).

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, which were \$552 for an individual and \$829 for a married couple in fiscal year 2003. SSI eligibility is restricted to qualified persons who have countable resources/assets of not more than \$2,000, or \$3,000 for a couple.

Since its inception, SSI has been viewed as the “program of last resort.” The Social Security Administration, which administers the SSI program, helps recipients get any other public assistance for which they are eligible. After evaluating all other income, SSI pays what is necessary to bring an individual to the statutorily prescribed income “floor.” As of December 2001, 36 percent of all SSI recipients also received Social Security retirement or survivor benefits, which are the single greatest source of income for SSI recipients.

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. In contrast, the PRWORA does not prohibit an individual from receiving both TANF benefits and SSI, since states have the authority to set TANF eligibility standards and benefit levels.

With the exception of California, which converted food stamp benefits to cash payments that are included in the State supplementary payment, SSI recipients may be eligible to receive food stamps. If all household members receive SSI, they do not need to meet the Food Stamp Program financial eligibility standards but rather are categorically eligible. 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 Food Stamp Program to be eligible for food stamp benefits.

Legislative Changes

Several legislative changes made in the 104th Congress are likely to affect SSI participation and expenditures. Public Law 104-121, the Contract with America Advancement Act of 1996, prohibits SSI eligibility to individuals whose drug addiction and/or alcoholism (DAA) 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.

The 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, it discontinued use of the Individualized Functional Assessment (IFA) which the Social Security Administration had implemented in 1991 following the Supreme Court's decision in *Sullivan v Zebley*, 493 U.S. 521 (1990).¹ Third, it eliminated 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). The latter two 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 the 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 PRWORA also made significant changes in the eligibility of noncitizens for SSI benefits. Some of the restrictions were subsequently moderated, 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."

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 (P. L. 106-169). Other legislation enacted in 1999 provides additional work incentives for disabled beneficiaries of SSI.

SSI Program Data

The following tables and figures provide SSI program data:

- Tables SSI 1 through SSI 5 present national caseload and expenditure trend data on the SSI program;
- Table SSI 6 presents demographic characteristics of the SSI caseload; and
- Tables SSI 7 and SSI 8 present state-by-state trend data on the SSI program through fiscal year 2001.

¹ 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.

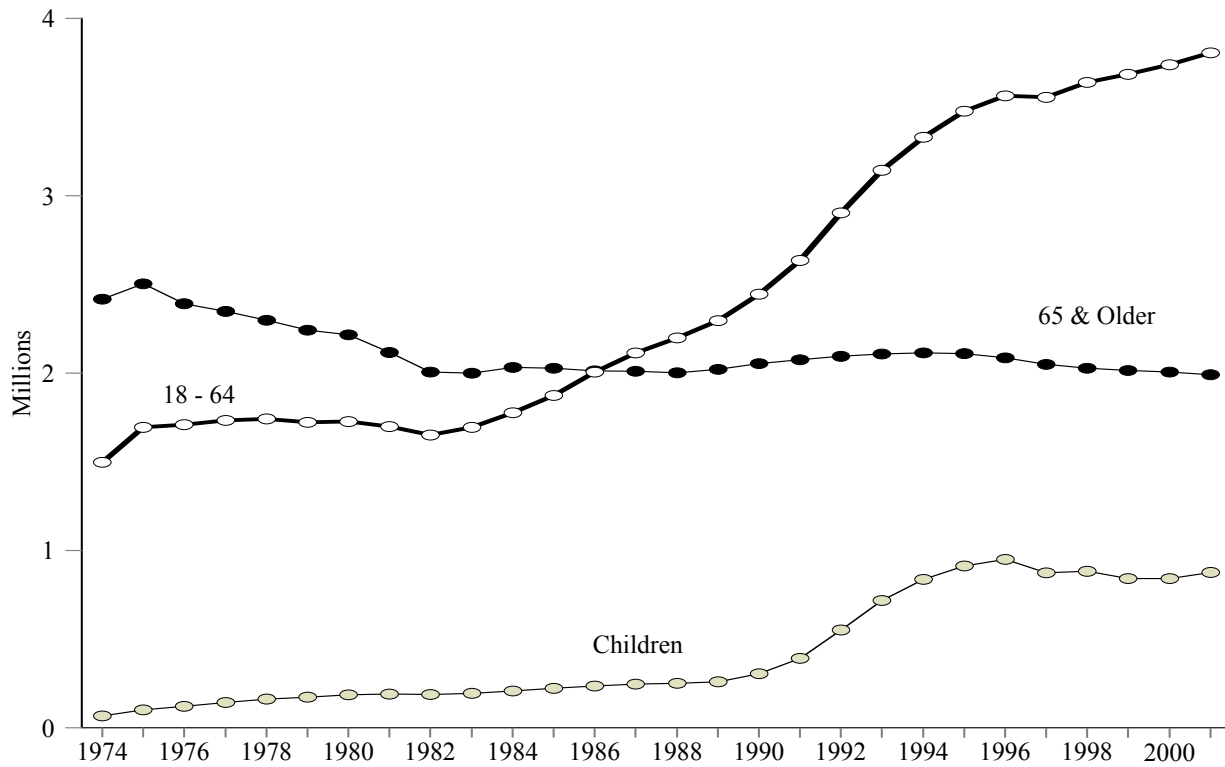
From 1990 to 1995, the program increased from 4.8 million beneficiaries to 6.5 million beneficiaries, an average growth rate of over 6 percent per year. Between 1995 and 2000, the number of beneficiaries fluctuated between 6.5 and 6.6 million persons. In December 2001, there were 6.7 million beneficiaries. Table SSI 1 presents information on the total number of persons receiving SSI payments in December of each year from 1974 through 2001, and also presents recipients by eligibility category (aged, blind and disabled) and by type of recipient (child, adult age 18-64, and adult age 65 or older). See also Table IND 4c in Chapter II for further data on trends in reciprocity and participation rates.

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 less than 1.3 million persons in December 2001. At the same time, there has been strong growth in blind and disabled beneficiaries, from 1.7 million in December 1974 to 5.4 million in December 2001. Moreover, the number of disabled children has increased dramatically, particularly during the 1990s, when the number of disabled children receiving SSI increased from 340,000 in December 1990 to 955,000 in December 1996. The number of disabled children fell in the next three years, stabilized at 847,000 in 1999 and 2000, and rose to 882,000 in 2001.

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 General Accounting 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, expansion of the medical impairment category, and reduction in reviews of continuing eligibility.²

² 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 – 2001



Source: Social Security Administration, Office of Research, Evaluation, and Statistics, (Data available online at http://www.ssa.gov/statistics/ores_home.html).

Table SSI 1. Number of Persons Receiving Federally Administered SSI Payments 1974 – 2001
[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	1,738	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

¹ Includes students 18-21 in 1974 only.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2002*, (Data available online at <http://www.ssa.gov/statistics>).

Table SSI 2. SSI Reciprocity Rates, 1974 – 2001

[In percent]

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 & Older ¹	All Elderly Poor ²	Pretransfer Elderly Poor ³
Dec 1974	1.9	1.2	0.1	10.8	78.5	NA
Dec 1975	2.0	1.3	0.2	10.9	75.6	NA
Dec 1976	1.9	1.3	0.2	10.2	72.4	NA
Dec 1977	1.9	1.3	0.2	9.7	74.1	NA
Dec 1978	1.9	1.3	0.3	9.3	71.5	NA
Dec 1979	1.8	1.3	0.3	8.8	61.3	66.8
Dec 1980	1.8	1.2	0.3	8.6	57.5	64.7
Dec 1981	1.7	1.2	0.3	8.0	55.0	63.3
Dec 1982	1.7	1.2	0.3	7.4	53.6	62.3
Dec 1983	1.7	1.2	0.3	7.3	55.2	61.9
Dec 1984	1.7	1.2	0.3	7.2	61.2	66.3
Dec 1985	1.7	1.3	0.4	7.1	58.7	64.5
Dec 1986	1.8	1.3	0.4	6.9	57.9	63.4
Dec 1987	1.8	1.4	0.4	6.7	56.5	64.7
Dec 1988	1.8	1.5	0.4	6.6	57.6	64.3
Dec 1989	1.9	1.5	0.4	6.5	60.3	64.6
Dec 1990	1.9	1.6	0.5	6.5	56.3	63.3
Dec 1991	2.0	1.7	0.6	6.5	55.0	61.1
Dec 1992	2.2	1.9	0.8	6.4	53.5	59.8
Dec 1993	2.3	2.0	1.1	6.4	56.3	63.3
Dec 1994	2.4	2.1	1.2	6.3	57.9	65.6
Dec 1995	2.4	2.2	1.3	6.2	63.7	71.4
Dec 1996	2.4	2.2	1.4	6.1	61.0	69.3
Dec 1997	2.4	2.2	1.2	6.0	60.8	69.1
Dec 1998	2.4	2.2	1.2	5.9	60.0	69.1
Dec 1999	2.3	2.2	1.2	5.8	63.7	72.4
Dec 2000	2.3	2.1	1.2	5.7	60.5	66.9
Dec 2001	2.3	2.1	1.2	5.6	58.4	67.6

¹ Population numbers used for the denominators are Census 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; see *Current Population Reports*, Series P25-1106 and Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to July 1, 2000, Internet release date January 2, 2001 and the 2000 Decennial Census (Available online at <http://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 P60-214.

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

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

Source: *1994 Green Book* and U.S. Bureau of the Census, "Poverty in the United States: 2001," *Current Population Reports*, Series P60-219, and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

Table SSI 3. Total, Federal, and State SSI Benefits and Administration, 1974 – 2000 ¹
 [In millions of dollars]

Calendar Year	Total Benefits		Federal Payments	State Supplementation			Administrative Costs (fiscal year)
	2001 ² Dollars	Current Dollars		Total	Federally Administered	State Administered	
1974	\$17,900	\$5,246	\$3,833	\$1,413	\$1,264	\$149	\$285
1975	18,524	5,878	4,314	1,565	1,403	162	399
1976	18,086	6,066	4,512	1,554	1,388	166	500
1977	17,671	6,306	4,703	1,603	1,431	172	526
1978	17,191	6,552	4,881	1,671	1,491	180	539
1979	16,932	7,075	5,279	1,797	1,590	207	610
1980	17,088	7,941	5,866	2,074	1,848	226	668
1981	16,890	8,593	6,518	2,076	1,839	237	718
1982	16,637	8,981	6,907	2,074	1,798	276	779
1983	16,722	9,404	7,423	1,982	1,711	270	830
1984	17,679	10,372	8,281	2,091	1,792	299	864
1985	18,205	11,060	8,777	2,283	1,973	311	953
1986	19,521	12,081	9,498	2,583	2,243	340	1,022
1987	20,190	12,951	10,029	2,922	2,563	359	976
1988	20,639	13,786	10,734	3,052	2,671	381	975
1989	21,395	14,980	11,606	3,374	2,955	419	1,051
1990	22,491	16,599	12,894	3,705	3,239	466	1,075
1991	24,087	18,524	14,765	3,759	3,231	529	1,257
1992	28,064	22,233	18,247	3,986	3,435	550	1,538
1993	30,097	24,557	20,722	3,835	3,270	566	1,467
1994	30,923	25,877	22,175	3,701	3,116	585	1,775
1995	32,105	27,628	23,919	3,708	3,118	590	1,973
1996	32,499	28,792	25,265	3,527	2,988	539	1,949
1997	32,057	29,052	25,457	3,595	2,913	682	2,055
1998	32,830	30,216	26,405	3,812	3,003	808	2,304
1999	32,872	30,923	26,805	4,154	3,301	853	2,493
2000	32,463	31,564	27,290	4,274	3,381	893	2,401
2001	33,061	33,061	28,706	4,355	3,460	895	2,498

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-X1 for calendar years

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2002*, (Data available online at <http://www.ssa.gov/statistics>).

Table SSI 4. Average Monthly SSI Benefit Payments, 1974 – 2001

Calendar Year	Total ¹		Federal Payments	State Supplementation		
	2001 Dollars	Current Dollars		Total	Federally Administered	State Administered
1974	\$480	\$135	\$108	\$64	\$71	\$35
1975	366	112	92	66	69	45
1976	359	118	99	68	71	50
1977	347	123	104	69	72	53
1978	340	128	108	72	74	56
1979	343	140	119	77	79	67
1980	347	158	133	89	91	76
1981	352	176	151	92	94	79
1982	358	191	166	96	97	93
1983	353	198	172	91	92	89
1984	362	211	187	93	93	93
1985	363	219	193	99	99	102
1986	374	232	202	107	108	101
1987	380	242	208	117	118	110
1988	381	253	219	118	118	118
1989	384	267	230	126	126	127
1990	388	283	244	132	131	136
1991	387	297	260	125	122	143
1992	415	328	292	124	121	147
1993	415	337	306	112	107	150
1994	405	338	310	105	99	152
1995	408	350	322	110	103	164
1996	407	359	333	108	103	145
1997	407	369	342	99	102	86
1998	411	379	350	103	104	102
1999	414	388	356	111	113	105
2000	406	393	360	113	114	109
2001	407	407	373	113	114	108

¹ Total is a weighted average of the Federal plus State average benefit, the Federal-only average benefit, and State-only average benefit.

Note: The numerators for these averages are given in Table SSI 3 and the denominators are given in Table SSI 5.

Averages were computed by DHHS. Data adjusted for inflation using a fiscal-year average CPI-U-X1 index.

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2002*.

Table SSI 5. Number of Persons Receiving SSI Payments by Type of Payment, 1974 – 2001

(in thousands)

Date	Total	Federal	State Supplementation		
			Total	Federally Administered	State Administered
Jan 1974.....	3,249	2,956	1,839	1,480	358
Dec 1975.....	4,360	3,893	1,987	1,684	303
Dec 1980.....	4,194	3,682	1,934	1,685	249
Dec 1984.....	4,094	3,699	1,875	1,607	268
Dec 1985.....	4,200	3,799	1,916	1,661	255
Dec 1986.....	4,347	3,922	2,003	1,723	279
Dec 1987.....	4,458	4,019	2,079	1,807	272
Dec 1988.....	4,541	4,089	2,155	1,885	270
Dec 1989.....	4,673	4,206	2,224	1,950	275
Dec 1990.....	4,888	4,412	2,344	2,058	286
Dec 1991.....	5,200	4,730	2,512	2,204	308
Dec 1992.....	5,647	5,202	2,684	2,372	313
Dec 1993.....	6,065	5,636	2,850	2,536	314
Dec 1994.....	6,377	5,965	2,950	2,628	322
Dec 1995.....	6,576	6,194	2,817	2,518	300
Dec 1996.....	6,677	6,326	2,732	2,421	310
Dec 1997.....	6,565	6,212	3,029	2,372	657
Dec 1998.....	6,649	6,289	3,072	2,412	661
Dec 1999.....	6,641	6,275	3,116	2,441	675
Dec 2000.....	6,685	6,320	3,164	2,481	683
Dec 2001.....	6,776	6,410	3,209	2,520	689

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2002*.

Table SSI 6. Characteristics of SSI Recipients, by Age, Sex, Earnings/Income, and Citizenship: Selected Years, 1980-2001

	1980	1985	1990	1992	1994	1997	2000	2001
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	10.0	13.4	13.5	12.8	13.1
18-64	40.9	45.4	50.9	52.3	53.0	54.8	56.7	56.9
65 or older	53.6	49.1	42.7	37.7	33.7	31.6	30.5	30.0
Sex								
Male	34.4	35.2	37.2	39.0	41.3	41.3	41.5	41.7
Female	65.5	64.8	62.8	61.0	58.7	58.7	58.5	58.3
Selected Sources of Income								
Earnings	3.2	3.8	4.7	4.4	4.2	4.5	4.4	4.3
Social Security	51.0	49.4	45.9	42.1	39.1	37.1	36.1	35.7
No other income	34.8	34.5	36.4	38.7	43.6	46.5	54.4	54.8
Noncitizens	NA	5.1	9.0	10.8	11.7	10.0	10.5	10.4
Eligibility Category								
Aged	43.6	36.4	30.2	26.4	23.3	21.0	19.5	18.9
Blind	1.9	2.0	1.7	1.5	1.4	1.2	1.2	1.2
Disabled	54.5	61.7	68.1	72.0	75.4	77.8	79.3	79.9
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	20.7	20.5	17.6	15.6	15.3
70-79	51.5	45.6	41.3	42.5	44.3	48.4	50.0	49.6
80 or older	34.5	39.5	39.2	36.8	35.1	34.0	34.5	35.0
Sex								
Male	27.3	25.5	25.1	25.6	26.8	27.8	29.0	29.4
Female	72.6	74.5	74.9	74.4	73.2	72.2	71.0	70.6
Noncitizens	NA	9.7	19.4	25.4	30.0	27.0	28.5	28.8
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	82.0	83.4	83.6	83.8	84.0
65 or older	19.8	22.3	20.0	18.0	16.6	16.4	16.2	16.2
Sex 1								
Male	39.8	40.8	42.4	43.9	41.8	41.1	44.5	44.6
Female	60.2	59.2	57.6	56.1	58.2	58.9	55.5	55.4
Noncitizens	NA	2.4	4.6	5.6	6.2	5.5	6.1	6.1
Children								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5	11.7	NA	NA	16.0	15.8	15.8	15.5	16.1
5-9	20.9	NA	NA	26.9	28.5	30.2	28.5	27.4
10-14	28.8	NA	NA	30.6	32.7	34.6	36.2	36.5
15-17	21.7	NA	NA	15.7	17.3	19.4	19.8	19.9
18-21 2	16.8	14.3	9.3	10.8	5.7	—	—	—
Sex								
Male	NA	NA	NA	62.0	63.0	62.9	63.8	63.9
Female	NA	NA	NA	38.0	37.0	37.1	36.2	36.1

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 • 2002* and prior years.

**Table SSI 7. Total SSI Payments, Federal SSI Payments And State Supplementary Payments
Calendar Year 2001**
(In thousands)

State	Total	Total Federal	Federal SSI	State Supplementation	
				Federally Administered	State Administered
Total	\$33,060,819	\$32,165,895	\$28,705,503	\$3,460,353	\$894,963
Alabama	698,747	698,244	698,244	—	503
Alaska	92,858	40,434	40,434	—	52,424
Arizona	382,623	382,249	382,249	—	374
Arkansas	341,104	341,104	341,103	1	—
California	6,684,637	6,684,637	4,275,710	2,408,927	—
Colorado	315,315	236,648	236,648	—	78,667
Connecticut	311,512	227,245	227,245	—	84,267
Delaware	53,110	53,110	52,087	1,023	—
District of Columbia	97,542	97,542	94,145	3,397	—
Florida	1,752,175	1,724,213	1,724,204	9	27,962
Georgia	826,310	826,310	826,306	4	—
Hawaii	106,664	106,664	94,416	12,248	—
Idaho	89,857	80,917	80,917	—	8,940
Illinois	1,237,215	1,207,560	1,207,560	—	29,655
Indiana	402,965	399,185	399,185	—	3,780
Iowa	183,925	167,326	164,585	2,741	16,599
Kansas	157,989	157,989	157,989	—	—
Kentucky	796,683	778,881	778,881	—	17,802
Louisiana	741,775	741,293	741,293	—	482
Maine	131,686	122,659	122,659	—	9,027
Maryland	427,859	419,779	419,771	8	8,080
Massachusetts	833,337	833,337	667,633	165,704	—
Michigan	1,099,694	1,021,227	994,836	26,391	78,467
Minnesota	369,230	288,792	288,792	—	80,438
Mississippi	529,598	529,598	529,594	4	—
Missouri	521,055	495,343	495,343	—	25,712
Montana	60,977	60,977	60,151	826	—
Nebraska	96,319	90,012	90,012	—	6,307
Nevada	120,453	120,453	115,385	5,068	—
New Hampshire	63,764	52,167	52,167	—	11,597
New Jersey	700,334	700,334	620,880	79,454	—
New Mexico	205,492	205,259	205,259	—	233
New York	3,319,861	3,319,861	2,765,299	554,562	—
North Carolina	905,119	769,394	769,394	—	135,725
North Dakota	33,034	31,104	31,104	—	1,930
Ohio	1,161,754	1,161,754	1,161,747	7	—
Oklahoma	353,139	315,739	315,739	—	37,400
Oregon	266,179	245,903	245,903	—	20,276
Pennsylvania	1,464,383	1,464,383	1,327,518	136,865	—
Rhode Island	141,034	141,034	116,473	24,561	—
South Carolina	458,854	445,746	445,746	—	13,108
South Dakota	53,198	51,007	51,001	6	2,191
Tennessee	688,916	688,916	688,914	2	—
Texas	1,682,894	1,682,894	1,682,894	—	—
Utah	92,732	92,732	92,677	55	—
Vermont	53,760	53,760	44,574	9,186	—
Virginia	575,741	555,064	555,064	—	20,677
Washington	521,751	521,401	492,011	29,390	350
West Virginia	335,311	335,311	335,311	—	—
Wisconsin	491,921	370,606	370,606	—	121,315
Wyoming	25,221	24,546	24,546	—	675
Other: N. Mariana Islands	3,252	3,252	3,252	—	—

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2002*.

Table SSI 8. SSI Reciprocity Rates by State And Program Type for 1979 and 2001
[In percent]

	Total Reciprocity Rate			Rate for Adults 18-64			Rate for Adults 65 & Over		
	1979	2001	Percent Change 1979-01	1979	2001	Percent Change 1979-01	1979	2001	Percent Change 1979-01
Alabama	3.6	3.6	1	1.8	3.4	86	21.0	7.3	-65
Alaska	0.8	1.4	82	0.5	1.5	178	14.0	6.1	-57
Arizona	1.1	1.6	44	0.9	1.5	69	5.0	3.2	-36
Arkansas	3.5	3.2	-9	1.9	2.9	55	17.1	6.1	-64
California	3.0	3.2	6	2.1	2.5	22	16.4	13.1	-20
Colorado	1.1	1.2	9	0.8	1.2	56	6.7	3.2	-52
Connecticut	0.8	1.4	87	0.6	1.5	138	2.7	2.6	-4
Delaware	1.2	1.5	26	0.9	1.4	49	5.4	2.3	-58
District of Columbia	2.3	3.5	54	1.9	3.0	56	8.6	6.8	-21
Florida	1.8	2.4	35	1.1	1.9	67	6.2	4.6	-26
Georgia	2.9	2.4	-16	1.9	2.1	11	17.7	7.1	-60
Hawaii	1.1	1.7	62	0.7	1.5	117	7.6	5.4	-29
Idaho	0.8	1.4	77	0.6	1.6	150	3.8	2.1	-44
Illinois	1.1	2.0	85	1.0	2.0	111	4.3	3.8	-11
Indiana	0.8	1.5	100	0.6	1.5	146	3.3	1.7	-49
Iowa	0.9	1.4	57	0.6	1.6	158	3.5	1.7	-51
Kansas	0.9	1.4	57	0.6	1.5	138	3.5	1.9	-45
Kentucky	2.5	4.3	69	1.8	4.5	151	12.5	7.2	-43
Louisiana	3.4	3.7	10	2.0	3.5	72	20.1	8.1	-60
Maine	2.0	2.3	18	1.4	2.6	87	8.6	3.2	-63
Maryland	1.2	1.7	48	0.9	1.5	60	5.4	4.1	-24
Massachusetts	2.2	2.6	16	1.3	2.5	95	10.8	5.7	-47
Michigan	1.3	2.1	67	1.1	2.3	115	5.9	3.0	-49
Minnesota	0.8	1.3	60	0.6	1.3	136	3.7	2.6	-30
Mississippi	4.5	4.5	0	2.4	4.1	69	26.0	10.9	-58
Missouri	1.8	2.0	14	1.1	2.1	91	7.9	3.0	-62
Montana	0.9	1.6	80	0.7	1.8	150	3.8	2.1	-45
Nebraska	0.9	1.2	36	0.6	1.4	119	3.4	1.8	-47
Nevada	0.8	1.3	55	0.5	1.1	108	5.9	3.3	-44
New Hampshire	0.6	0.9	55	0.4	1.1	150	2.5	1.2	-53
New Jersey	1.1	1.7	49	0.9	1.5	74	4.7	4.5	-4
New Mexico	2.0	2.6	32	1.4	2.4	75	12.4	7.2	-42
New York	2.1	3.3	56	1.6	2.8	76	8.3	9.0	9
North Carolina	2.4	2.3	-4	1.6	2.0	27	13.6	5.7	-58
North Dakota	1.0	1.3	31	0.6	1.3	128	5.1	2.4	-52
Ohio	1.1	2.1	89	1.0	2.3	132	4.2	2.4	-42
Oklahoma	2.3	2.1	-9	1.3	2.1	58	11.6	3.9	-66
Oregon	0.9	1.6	86	0.7	1.6	129	3.3	2.7	-18
Pennsylvania	1.4	2.4	71	1.1	2.5	123	5.0	3.4	-31
Rhode Island	1.6	2.7	70	1.1	2.7	150	6.4	4.9	-24
South Carolina	2.7	2.6	-3	1.8	2.4	35	17.0	6.0	-65
South Dakota	1.1	1.7	49	0.7	1.7	136	5.0	3.0	-40
Tennessee	2.9	2.8	-2	1.9	2.8	50	14.8	5.8	-61
Texas	1.9	2.0	6	1.0	1.6	68	12.7	7.6	-40
Utah	0.6	0.9	64	0.5	1.0	96	3.0	1.9	-37
Vermont	1.8	2.0	13	1.3	2.2	68	8.1	3.7	-54
Virginia	1.5	1.8	20	1.0	1.6	57	8.5	4.8	-44
Washington	1.2	1.7	47	1.0	1.8	84	4.8	3.6	-25
West Virginia	2.1	4.1	92	1.9	4.6	147	8.0	4.7	-41
Wisconsin	1.4	1.6	11	1.0	1.6	67	6.5	2.3	-65
Wyoming	0.4	1.2	186	0.3	1.3	348	2.7	1.6	-42
Total	1.9	2.3	24	1.3	2.2	75	9.0	5.6	-38

Note: Reciprocity rates for 2001 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. The 1979 rates are based on the average number of recipients during the year.

Source: Social Security Administration, *Social Security Bulletin • Annual Statistical Supplement • 2002*, and U.S. Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).

Table SSI 9. SSI Reciprocity Rates by State, Selected Fiscal Years 1975 – 2001

[In percent]

	1975	1980	1985	1990	1992	1994 ²	1996 ²	2001 ²
Alabama	4.0	3.4	3.3	3.3	3.4	3.8	3.9	3.6
Alaska	0.8	0.8	0.7	0.8	0.9	1.1	1.2	1.4
Arizona	1.2	1.1	1.0	1.2	1.4	1.7	1.7	1.6
Arkansas	4.1	3.4	3.1	3.2	3.5	3.8	3.8	3.2
California	3.1	3.0	2.6	2.9	3.1	3.2	3.3	3.2
Colorado	1.4	1.0	0.9	1.1	1.3	1.5	1.5	1.2
Connecticut	0.8	0.8	0.8	1.0	1.1	1.3	1.4	1.4
Delaware	1.2	1.2	1.2	1.2	1.3	1.5	1.6	1.5
District of Columbia	2.2	2.4	2.5	2.7	3.0	3.5	3.7	3.5
Florida	1.9	1.8	1.6	1.7	1.9	2.3	2.4	2.4
Georgia	3.3	2.8	2.6	2.5	2.6	2.8	2.7	2.4
Hawaii	1.1	1.1	1.1	1.3	1.3	1.5	1.6	1.7
Idaho	1.1	0.8	0.8	1.0	1.2	1.4	1.5	1.4
Illinois	1.2	1.1	1.2	1.6	1.8	2.2	2.3	2.0
Indiana	0.8	0.8	0.9	1.1	1.3	1.5	1.6	1.5
Iowa	1.0	0.9	1.0	1.2	1.3	1.4	1.5	1.4
Kansas	1.1	0.9	0.9	1.0	1.1	1.4	1.5	1.4
Kentucky	2.8	2.6	2.7	3.1	3.4	4.1	4.4	4.3
Louisiana	3.9	3.2	2.9	3.2	3.5	4.1	4.2	3.7
Maine	2.3	1.9	1.9	1.9	2.0	2.4	2.2	2.3
Maryland	1.2	1.1	1.2	1.3	1.4	1.6	1.7	1.7
Massachusetts	2.3	2.2	1.9	2.0	2.2	2.6	2.7	2.6
Michigan	1.3	1.2	1.4	1.5	1.7	2.2	2.2	2.1
Minnesota	1.0	0.8	0.8	0.9	1.1	1.3	1.4	1.3
Mississippi	5.2	4.4	4.3	4.4	4.7	5.2	5.2	4.5
Missouri	2.1	1.7	1.6	1.7	1.8	2.1	2.2	2.0
Montana	1.1	0.9	0.9	1.3	1.4	1.6	1.6	1.6
Nebraska	1.1	0.9	0.9	1.0	1.1	1.3	1.3	1.2
Nevada	1.0	0.8	0.9	1.0	1.0	1.3	1.4	1.3
New Hampshire	0.7	0.6	0.6	0.6	0.7	0.8	0.9	0.9
New Jersey	1.1	1.2	1.2	1.4	1.5	1.8	1.8	1.7
New Mexico	2.3	1.9	1.8	2.1	2.3	2.6	2.7	2.6
New York	2.2	2.1	2.0	2.3	2.6	3.1	3.3	3.3
North Carolina	2.7	2.4	2.2	2.2	2.4	2.6	2.7	2.3
North Dakota	1.3	1.0	1.0	1.2	1.3	1.4	1.4	1.3
Ohio	1.2	1.1	1.2	1.4	1.6	2.1	2.3	2.1
Oklahoma	3.0	2.2	1.8	1.9	2.0	2.2	2.3	2.1
Oregon	1.1	0.8	1.0	1.1	1.2	1.5	1.5	1.6
Pennsylvania	1.2	1.4	1.4	1.6	1.8	2.1	2.2	2.4
Rhode Island	1.7	1.6	1.6	1.7	1.9	2.3	2.6	2.7
South Carolina	2.8	2.7	2.6	2.6	2.7	3.0	3.0	2.6
South Dakota	1.3	1.2	1.2	1.5	1.6	1.8	1.9	1.7
Tennessee	3.2	2.8	2.7	2.9	3.1	3.4	3.4	2.8
Texas	2.2	1.8	1.6	1.7	1.9	2.1	2.2	2.0
Utah	0.8	0.5	0.5	0.7	0.8	1.0	1.1	0.9
Vermont	1.9	1.7	1.8	1.8	2.0	2.2	2.2	2.0
Virginia	1.5	1.5	1.5	1.5	1.7	1.9	2.0	1.8
Washington	1.5	1.1	1.1	1.3	1.4	1.6	1.7	1.7
West Virginia	2.4	2.1	2.2	2.6	2.9	3.5	3.8	4.1
Wisconsin	1.4	1.4	1.5	1.8	1.9	2.2	1.8	1.6
Wyoming	0.7	0.4	0.5	0.8	0.9	1.2	1.2	1.2
Total ¹	2.0	1.8	1.7	1.9	2.1	2.4	2.5	2.3

¹ The number of SSI recipients used to calculate the total reciprocity rate includes a certain number of recipients whose State is unknown. For 1975, 1985, and 1992, the numbers of unknown (in thousands) were 256, 14, and 71 respectively.

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 1994-2001 the number of recipients is from the month of December; calculations by DHHS.

Source: Social Security Administration, *Social Security Bulletin • Annual Statistical Supplement • 2002*, and Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).