

Indicators of Welfare Dependence

Annual Report to Congress
2008



U.S. Department of Health and Human Services

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Executive Summary

The Welfare Indicators Act of 1994 requires the Department of Health and Human Services to prepare annual reports to Congress on indicators and predictors of welfare dependence. The 2008 *Indicators of Welfare Dependence*, the eleventh annual report, provides welfare dependence indicators through 2005, reflecting changes that have taken place since enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996. As directed by the Welfare Indicators Act, the report focuses on benefits under the Temporary Assistance for Needy Families (TANF) program, formerly the Aid to Families with Dependent Children (AFDC) program; the Food Stamp Program; and the Supplemental Security Income (SSI) program.

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

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

This report uses data from the Current Population Survey (CPS) and administrative data for the TANF (formerly AFDC), Food Stamp and SSI programs to provide updated measures through 2005 for several dependence indicators. Other measures are based on the Survey of Income and Program Participation (SIPP), the Panel Study of Income Dynamics (PSID) and other data sources. Based on these data, this report provides a number of key indicators of welfare reciprocity, dependence and labor force attachment. Highlights from the report include the following:

- In 2005, 3.8 percent of the total population was dependent in that they received more than half of their total family income from TANF, food stamps and/or SSI (see Indicator 1). While higher than the 3.7 percent dependency rate measured in 2004, the 2005 rate is lower than the 5.2 percent rate measured in 1996. Overall, 2.59 million fewer Americans were dependent on welfare in 2005 compared with 1996.
- Trends in dependency are similar to the more well-known changes in TANF and food stamp caseloads. For example, the percentage of individuals receiving TANF cash assistance (formerly AFDC) fell from 5.4 percent to 1.6 percent between 1993 and 2006 (see Indicator 3). Food stamp reciprocity rates fell from 10.4 percent in 1993 to 6.1 percent in 2000 and 2001. Since then, the food stamp reciprocity rate has increased to 8.9 percent in 2006. This increase in food stamp reciprocity may explain the increase in overall dependency since 2000.
- In an average month in 2005, more than half (52.3 percent) of TANF recipients lived in families with at least one family member in the labor force. Comparable figures for food stamp and SSI recipients were 55.3 and 38.9 percent, respectively (see Indicator 2). Although there was a decline in labor force participation among TANF families from 2002 to 2004, full-time employment increased considerably among TANF families during much of the last decade.

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

- Spells of TANF receipt in the early 2000s were much shorter than spells of AFDC receipt in the early 1990s. Half (49.6 percent) of TANF spells for individuals entering the program between 2001 and 2003 lasted 4 months or less, compared to 30.4 percent of AFDC spells beginning between 1992 and 1994 (See Indicator 7).
- Longer-term welfare receipt was much less common during the late 1990s and early 2000s compared to earlier periods. Less than 3 (2.6) percent of those with some TANF (or AFDC) assistance between 1995 and 2004 received assistance in nine or ten years of the period, compared to 10.5 percent and 14.6 percent of AFDC recipients in the earlier two time periods (See Indicator 9).

Since the causes of welfare receipt and dependence are not clearly known, the report also includes a larger set of risk factors associated with welfare receipt. The risk factors are organized into three categories: economic security measures, measures related to employment and barriers to employment and measures of nonmarital childbearing. The economic security risk factors include measures of poverty and well-being that are important not only as potential predictors of dependence, but also as a supplement to the dependence indicators, ensuring that dependence measures are not assessed in isolation. As such, the report includes data on the official poverty rate, one of the most common measures of economic well-being:

- As the dependency rate decreased after 1993, the poverty rate for all individuals fell also, from 15.1 percent in 1993 to 11.3 percent in 2000. Between 2000 and 2004, the poverty rate increased, but still remained lower than any year between 1980 and 1997. Between 2005 and 2006, the poverty rate decreased from 12.6 percent to 12.3 percent of all individuals (see Economic Security Risk Factor 1).

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

Chapter I. Introduction and Overview

The Welfare Indicators Act of 1994 (Public Law 103-432) directed the Secretary of Health and Human Services (HHS) to publish an annual report on welfare dependency. This 2008 report, the eleventh annual indicators report, gives updated data on the measures of welfare reciprocity, dependency, and predictors of welfare dependence developed for previous reports. Much of this report reflects changes that have taken place since enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996.

The purpose of this report is to address questions concerning the extent to which American families depend on income from welfare programs. Under the Welfare Indicators Act, HHS was directed to address the rate of welfare dependency, the degree and duration of welfare reciprocity and dependence, and predictors of welfare dependence. The Act further specified that analyses of means-tested assistance should include benefits under the Temporary Assistance for Needy Families (TANF) program (formerly the Aid to Families with Dependent Children (AFDC) program), the Food Stamp Program, and the Supplemental Security Income (SSI) program. Throughout the report we use AFDC/TANF to refer to cash assistance benefits received under these two programs because the AFDC program preceded the TANF program.

This 2008 report provides updated measures through 2005 for dependency measures based on the Current Population Survey (CPS), Annual Social and Economic Supplement. Although more recent administrative data provide some information on reciprocity through 2006, the survey data needed to examine overall welfare reciprocity are not available past 2005 for the CPS-based measures, 2003 for the SIPP-based measures, and 2004 for the Panel Study of Income Dynamics measures. As in the 2007 report, measures updated annually are presented at the front of each chapter, followed by the figures that are derived from data sources that are updated less frequently.

Organization of Report

This introductory chapter provides an overview of the specific summary measure of welfare dependence proposed by a bipartisan Advisory Board¹ and how this measure was adopted for use in this annual report series. Also it discusses summary measures of poverty, following the Advisory Board's recommendation that dependence measures not be assessed in isolation from other measures of economic well-being. The introduction concludes with a discussion of data sources used for the report.

Chapter II of the report, Indicators of Dependence, presents ten indicators of welfare dependence and reciprocity. These indicators include dependence measures based on total income from all three programs – AFDC/TANF, SSI and food stamps – as well as measures of reciprocity for each of the three programs considered separately. Labor force participation among families receiving welfare and benefit receipt across multiple programs also are shown. The second half of the chapter includes longitudinal data on transitions on and off welfare programs and spells of program reciprocity, including spells of TANF receipt among persons in families that have no attachment to the labor market. Also, this section includes a measure of long-term program receipt of up to 10 years, and a measure of events associated with the beginning and ending of program spells.

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

- (1) **Economic security** – including various measures of poverty, receipt of child support, food insecurity and health insurance coverage – is important in predicting dependence because families with fewer economic resources are more likely to rely on welfare programs for their support.

¹ The first annual report was produced under the oversight of a bipartisan Advisory Board on Welfare Indicators, which assisted the Secretary in defining welfare dependence, developing indicators of welfare dependence, and choosing appropriate data. Under the terms of the original authorizing legislation, the Advisory Board was terminated in October 1997, prior to the submission of the first annual report.

(2) Measures of the **work status** and potential barriers to employment of adult family members also are critical, because families must generally receive an adequate income from employment in order to avoid dependence without severe deprivation.

(3) Finally, data on **nonmarital births** are important since a high proportion of long-term welfare recipients first became parents outside of marriage, frequently as teenagers.

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

- The **Temporary Assistance for Needy Families (TANF)** program provides monthly cash benefits to eligible families with children and is run directly by the states. Prior to 1996 this program was known as the **Aid to Families with Dependent Children (AFDC)** program. Data on the AFDC and TANF programs are provided in Appendix A, with AFDC data provided from 1962 through June 1997, and TANF data from July 1997 through 2006.
- The **Food Stamp Program** provides monthly food stamp benefits to individuals living in families or alone, provided their income and assets are below limits set in federal law. It reaches more poor people over the course of a year than any other means-tested public assistance program. Appendix A provides historical data from 1962 to 2006.
- The **Supplemental Security Income (SSI)** program provides monthly cash payments to elderly, blind or disabled individuals or couples whose income and assets are below levels set in federal law. Though the majority of recipients are adults, disabled children also are eligible. Historical data from 1974 through 2006 are provided in Appendix A.

Measuring Welfare Dependence

As suggested by its title, this report focuses on welfare “dependence” as well as welfare “reciency.” While reciency can be defined fairly easily, based on the presence of benefits from AFDC/TANF, SSI or food stamps, dependence is a more complex concept.

Welfare dependence, like poverty, is a continuum, with variations in degree and in duration. Families may be more or less dependent if larger or smaller shares of their total resources are derived from welfare programs. The amount of time over which a family depends on welfare might also be considered in assessing its degree of dependence. Nevertheless, a summary measure of dependence to be used as an indicator for policy purposes must have some fixed parameters that allow one to determine which families should be counted as dependent, just as the poverty line defines who is poor under the official standard. The definition of dependence proposed by the Advisory Board for this purpose is as follows: A family is dependent on welfare if more than 50 percent of its total income in a one-year period comes from AFDC/TANF, food stamps and/or SSI, and this welfare income is not associated with work activities. In following the Board’s proposal, we adopt the following definition of welfare dependence among individuals in families² for use in this report:

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

Any definition of welfare dependence is not without its limitations. The Advisory Board recognized that no single measure could capture fully all aspects of dependence and that their proposed measure should be examined in concert with other indicators of well-being. While the Board’s proposal would count unsubsidized and subsidized employment and work required to obtain benefits as work activities, existing data sources do not permit distinguishing between welfare income associated with work activities and non-work-related welfare benefits. As a result, the data shown in this report may overstate the incidence of

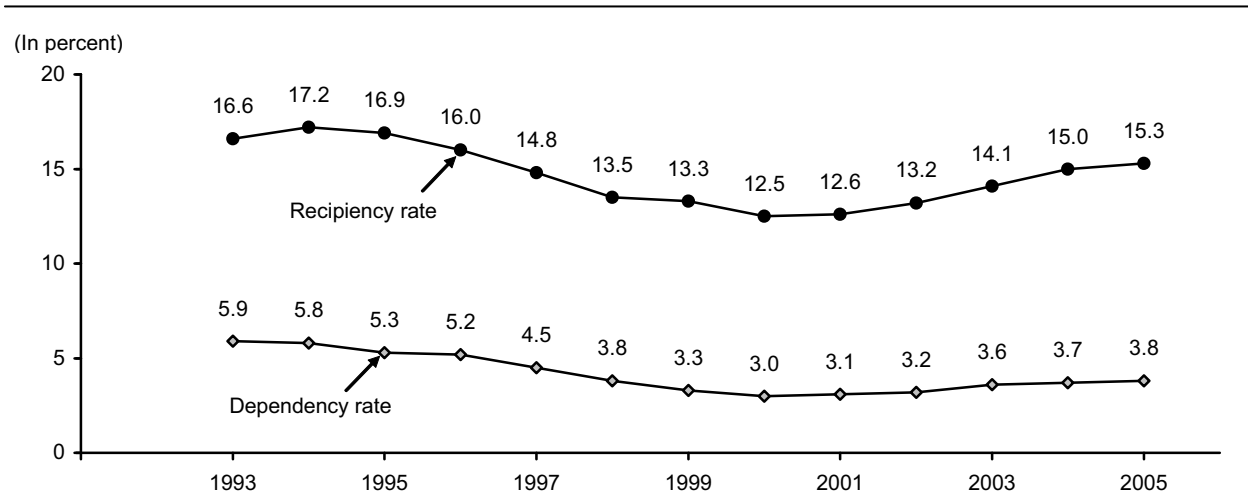
² Appendix D provides more information on the use of individuals, rather than families or households, as the unit of analysis for most of the statistics in this report.

dependence because welfare income associated with work required to obtain benefits is classified as welfare and not as income from work. This issue may be growing in importance under the increased work requirements of the TANF program. In FY 2006, 30.1 percent of welfare recipients were working (including employment, work experience and community service), compared to 7 percent in 1992.³

Any definition also represents an arbitrary choice of a percentage of income from welfare beyond which families will be considered dependent. But using a single point – in this case 50 percent – yields a relatively straightforward measure that can be tracked easily over time, and is likely to be associated with any large changes in total dependence, however defined. For example, dependence under the definition used in this report declined as policy changes under welfare reform moved more recipients into employment.

As shown in Figure SUM 1, 3.8 percent of the population would be considered “dependent” on welfare in 2005 in that they received more than half of their family income in 2005 from TANF, food stamps and/or SSI. This is one-quarter of the percentage that lived in a family receiving at least some TANF, food stamps, or SSI benefits during the year.

Figure SUM 1. Reciprocity and Dependency Rates: 1993-2005



Note: Reciprocity is defined as living in a family with receipt of any amount of AFDC/TANF, SSI or food stamps during the year. Dependency is defined as having more than 50 percent of annual income from AFDC/TANF, SSI and/or food stamps. Dependency rates would be lower if adjusted to exclude welfare assistance associated with working.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2006, analyzed using the TRIM3 microsimulation model.

Dependency and reciprocity rates follow fairly similar trends, falling fairly dramatically during the 1990s to lows of 3.0 percent for dependency and 12.5 percent for reciprocity in 2000. While rates have increased somewhat between 2000 and 2005, the 2005 dependency and reciprocity rates remain substantially lower than the peak rates of 5.9 and 17.2 percent, occurring in 1993 and 1994, respectively. The overall drop in reciprocity rates since the early 1990s is consistent with TANF administrative data showing declining TANF caseloads, especially after enactment of welfare reform in 1996. What is not apparent from administrative records, but is shown in national survey data, is that dependency also declined after 1993, with the sharpest decline occurring after enactment of the 1996 welfare reform legislation. While 13.74 million individuals were dependent in 1996, only 11.15 million were dependent in 2005 – representing a decline of 2.59 million people.

³ This 30.1 percent includes 21.7 percent in unsubsidized employment and 8.5 percent in work preparation activities (including subsidized jobs, on-the-job training, work experience or community services). The earnings of those in unsubsidized employment would be correctly captured as income from work in national surveys. Any welfare benefits associated with work experience, community service programs or other work activities, however, would be counted as income from welfare in most national surveys, a classification incompatible with the Advisory Board's proposed definition.

Table SUM 1. Reciprocity and Dependency Rates: Selected Years

	1993	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Reciprocity Rates (Rates of Any Amount of AFDC/TANF, Food Stamps or SSI)											
All Persons	16.6	16.0	14.8	13.5	13.3	12.5	12.6	13.2	14.1	15.0	15.3
Racial/Ethnic Categories											
Non-Hispanic White	10.3	9.9	9.7	8.6	8.4	8.2	8.2	8.8	9.2	10.1	10.1
Non-Hispanic Black	38.0	35.6	30.2	29.6	29.8	27.0	26.3	27.7	31.3	32.4	32.9
Hispanic	34.6	32.0	28.0	24.5	23.4	21.0	21.6	21.7	22.5	22.6	24.0
Age Categories											
Children ages 0-5	30.5	28.2	25.1	22.4	21.5	19.8	20.8	21.4	24.2	24.6	25.6
Children ages 6-10	24.9	24.2	21.2	20.0	19.8	18.0	18.4	18.8	20.5	22.2	22.6
Children ages 11-15	22.1	21.1	19.4	17.0	17.3	16.3	16.1	16.8	19.7	20.4	20.9
Women ages 16-64	16.4	16.0	14.7	13.6	13.6	12.5	12.5	13.4	14.0	15.0	15.4
Men ages 16-64	11.5	11.7	11.1	10.0	9.6	9.2	9.6	10.3	10.6	11.6	11.7
Adults ages 65 and over	11.2	10.3	10.2	9.9	10.0	10.4	9.6	9.7	9.9	10.0	10.3
Family Categories											
Persons in:											
Married-couple families	10.5	9.6	8.7	8.3	7.9	7.2	7.4	7.5	8.2	8.6	8.8
Female-headed families	47.8	46.0	41.6	37.5	39.9	37.1	36.4	37.7	39.9	42.6	44.5
Male-headed families	27.6	25.3	24.3	19.7	19.3	21.8	21.2	21.2	22.2	21.9	22.1
Unrelated persons	9.7	11.5	11.9	10.9	10.0	10.1	10.0	11.5	11.6	12.7	12.2
Dependency Rates (More than 50 Percent of Income from AFDC/TANF, Food Stamps or SSI)											
All Persons	5.9	5.2	4.5	3.8	3.3	3.0	3.1	3.2	3.6	3.7	3.8
Racial/Ethnic Categories											
Non-Hispanic White	3.0	2.6	2.5	2.1	1.8	1.9	1.8	1.8	2.1	2.2	2.2
Non-Hispanic Black	17.8	13.8	11.4	10.5	9.1	7.7	8.8	8.7	10.1	10.0	10.2
Hispanic	11.8	10.9	9.1	6.6	5.4	4.5	4.5	4.9	5.2	5.2	5.7
Age Categories											
Children ages 0-5	13.9	11.2	9.3	7.8	6.2	6.0	5.9	6.0	7.5	7.1	7.4
Children ages 6-10	11.2	9.5	8.4	6.7	6.1	5.1	5.4	5.1	5.8	6.0	6.1
Children ages 11-15	9.3	8.1	7.4	5.7	4.5	4.0	4.4	4.0	5.0	5.1	5.5
Women ages 16-64	5.9	5.2	4.6	3.9	3.5	3.0	3.3	3.4	3.6	3.7	4.0
Men ages 16-64	2.7	2.7	2.5	2.1	1.9	1.8	2.0	2.0	2.3	2.4	2.4
Adults ages 65 and over	2.4	2.4	2.1	2.1	2.0	2.1	1.9	2.0	2.2	2.2	2.2
Family Categories											
Persons in:											
Married-couple families	1.8	1.7	1.4	1.1	1.0	0.9	1.0	1.0	1.1	1.0	1.1
Female-headed families	25.7	21.1	18.4	15.0	13.6	11.4	11.9	11.7	13.2	13.8	14.0
Male-headed families	6.8	5.4	5.6	4.2	3.0	4.4	4.0	3.8	4.9	4.0	4.3
Unrelated persons	3.8	4.2	4.2	4.2	3.4	3.8	3.8	4.1	4.4	4.5	4.7

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2006, analyzed using the TRIM3 microsimulation model.

Reciprocity and dependency rates are higher for Non-Hispanic Blacks and Hispanics than for Non-Hispanic Whites, as shown in Table SUM 1. Reciprocity and dependence also are higher for young children than for adults, and for individuals in female-headed families than for those in married-couple families. However, both reciprocity and dependency rates are much lower for Non-Hispanic Blacks, Hispanics, children and individuals in female-headed families in 2005 compared to 1993.

Measures of welfare dependency also vary based upon which programs are counted as “welfare programs.” Dependency would be much lower – 2.1 percent – if only AFDC/TANF and food stamp benefits were counted (as shown in Appendix B and as is done in some measures in this report). Moreover, the drop in dependency is even larger under this alternative definition of dependence than usually reported. For example, between 1995 and 2005, dependency declined from 3.6 percent to 2.1 percent under the alternative definition.

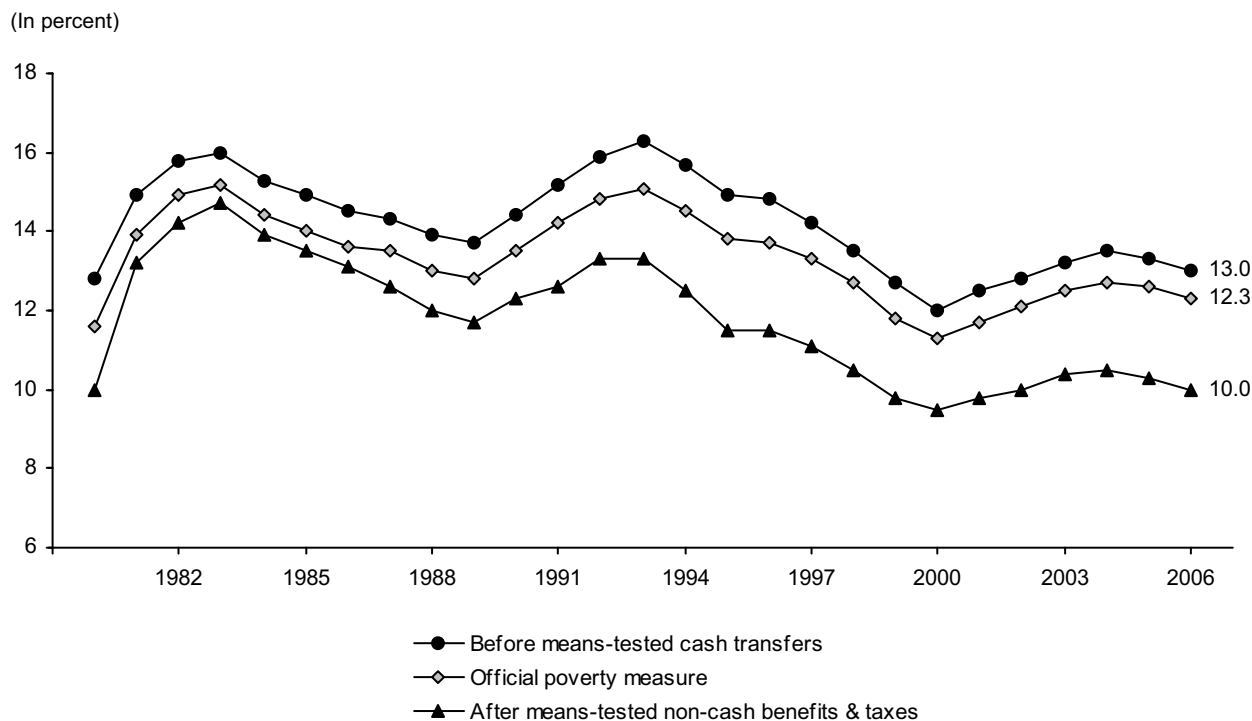
Another factor affecting dependence is the time period observed. The summary measures shown in Figure and Table SUM 1 focus on reciprocity and dependency rates measured on an annual, cross-sectional basis. Longitudinal measures of program receipt (both annual and monthly) show that program spells are typically short and long-term reciprocity is more rare (see Chapter II). Indicator 9, for example, shows that among individuals receiving AFDC/TANF at some point over a ten-year period ending in 2004, 10.0 percent received some welfare during six or more years. Another quarter (24.7 percent) were recipients in three to five years, and nearly two-thirds (65.3 percent) received welfare in only one or two years during this period.

Measuring Economic Well-Being

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

The poverty rate in 2006 remains much lower than in 1993, when poverty reached its highest peak since the early 1980s. The official poverty rate for 2006 was 12.3 percent, compared to 15.1 percent in 1993. This difference in the poverty rate indicates that 2.8 million fewer people are in poverty and 2.9 million fewer children are in poverty in 2006 than in 1993.

Figure SUM 2. Percentage of Total Population in Poverty with Various Means-Tested Transfers Counted as Income: 1979-2006



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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1980 – 2007, analyzed by the Congressional Budget Office. See ECON 4 in Chapter III for underlying table and further notes.

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

The “Official poverty measure” trend line shows the official poverty rate based on total cash income, including means-tested cash transfers. The official poverty rate was 12.3 percent in 2006.

The “Before means-tested cash transfers” trend line shows what the poverty rate would be if means-tested cash transfers (primarily AFDC/TANF and SSI) were excluded from income. Income in this measure includes earnings and other pre-transfer cash income, plus social security, workers compensation, and other social insurance cash transfers. The poverty rate under this measure would be higher than under the official measure, or 13.0 percent in 2006.

The “After means-tested non-cash benefits and taxes” trend line shows that the poverty rate would be lower if the cash value of means-tested food and housing transfers and the effect of federal taxes were counted as income.⁴ Under this definition, the poverty rate in 2006 would be more than two percentage points lower than the official measure, or 10.0 percent.

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

Data Sources

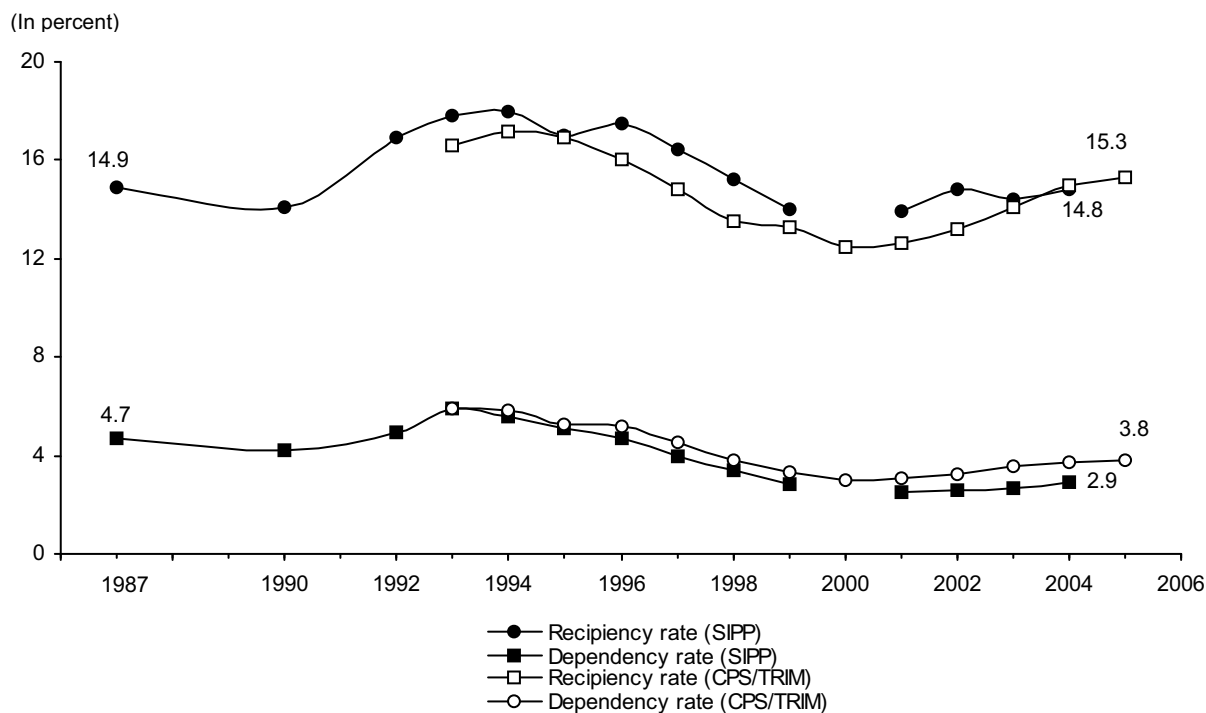
The primary data sources for this report are the Current Population Survey (CPS), the Survey of Income and Program Participation (SIPP), the Panel Study of Income Dynamics (PSID) and administrative data for the AFDC/TANF, Food Stamp and SSI programs. Beginning with the 2001 report, there was a shift to using CPS rather than SIPP data for several indicators and predictors of welfare reciprocity and dependence. This change was necessary because CPS data are updated annually, while SIPP updates are available much less frequently.

If it were not for the lags in data availability, the SIPP would be considered the most useful national survey for measuring welfare dependency. It was used most extensively in the first three annual dependence reports. Its longitudinal design, system of monthly accounting and detail concerning employment, income and participation in federal income-support and related programs, make the SIPP particularly effective for capturing the complexities of program dynamics. It continues to be an important source of data in this report, particularly for measures related to AFDC/TANF and poverty spell duration, transitions in and out of program dependency and reasons for entering or leaving the AFDC/TANF program.

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

As shown in Figure SUM 3, the overall measures of dependency and reciprocity have not been greatly affected by the change in data sources. Both data sources show a decline in dependence between 1996 and 1999 and a small increase in dependence during the early 2000s. Still, readers are cautioned against comparing measures for 1987-1995 from the SIPP data in the first three annual reports with the measures for 1993-2005 from the TRIM-adjusted CPS data.

Figure SUM 3. Reciprocity and Dependency Rates from Two Data Sources: 1987 – 2005



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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2006, analyzed using the TRIM3 microsimulation model, and unpublished tabulations from the Survey of Income and Program Participation, 1987, 1990, 1992, 1993, 1996, 2001, and 2004 panels.

The Panel Study of Income Dynamics (PSID) is another source of data used in this report. Like the SIPP it provides longitudinal data, but over a much longer time period than the three- to four-year time period of the SIPP. With annual data on program receipt since 1968, the PSID provides vital data for measuring longer-term welfare use over periods of up to 10 years. Because the PSID indicators cover time spans as long as a decade, they are updated less frequently than the CPS-based and SIPP-based measures. In this 2008 annual report, the key PSID indicator for long-term welfare receipt, Indicator 9, has been updated. Indicator 9 still includes estimates of welfare receipt over 10-year periods, but the years covered by each time period have shifted. Thus, readers are cautioned against comparisons with estimates from prior reports.

The report also draws upon administrative data for the AFDC/TANF, Food Stamp and SSI programs. These data are largely reported in Appendix A. Like the CPS data, administrative data are generally available with little time lags; these data are generally available through fiscal year (FY) 2006. To the extent possible, TANF administrative data are reported in a consistent manner with data from the earlier AFDC program, as noted in the footnotes to the tables in Appendix A. The fact remains that assistance under locally designed TANF programs encompasses a diverse set of cash and non-cash benefits designed to support families in making a transition to work, and so direct comparisons between AFDC receipt and TANF receipt should be made with caution. This issue also affects reported data on AFDC and TANF receipt in national data sets such as the CPS and SIPP.

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

Chapter II. Indicators of Dependence

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

As discussed in Chapter I, the Advisory Board on Welfare Indicators suggested that families be considered dependent if more than 50 percent of their total income in a one-year period comes from cash assistance through the Temporary Assistance for Needy Families (TANF) program (formerly the Aid to Families with Dependent Children (AFDC) program), food stamps and Supplemental Security Income (SSI) benefits. Furthermore, this welfare income was not to be associated with work activities. Existing data from administrative records and national surveys, however, do not generally distinguish welfare benefits received in conjunction with work from benefits received without work. Thus, it was not possible to construct one single indicator of dependence that captured fully the Advisory Board's recommendation; that is, one indicator based on the percentage of income from means-tested assistance *only if this income is not associated with work activities*. As discussed in Chapter I, we adopt the following definition of welfare dependence among individuals in families¹ for use in this report:

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

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

Indicator Summary

Indicator 1: Degree of Dependence. This indicator focuses most closely on those individuals who meet the Advisory Board's proposed definition of "dependence." In addition to examining individuals with more than 50 percent of their annual family income from AFDC/TANF cash assistance, food stamps and/or SSI benefits, it shows various levels of dependence by examining those with more than 0 percent, 25 percent and 75 percent of their family income from these sources (Indicators 1a and 1b). This indicator also shows the average percentage of income from means-tested assistance and earnings received by families with various levels of income relative to the poverty level (Indicators 1c and 1d).

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

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

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

Indicator 4: Rates of Participation in Means-Tested Assistance Programs. While means-tested public assistance programs are open to all that meet their requirements, not all eligible individuals and households participate in the programs. This indicator uses AFDC/TANF, Food Stamp and SSI administrative data and microsimulation models to reflect “take-up rates” – the number of families that actually participate in the programs as a percentage of those who are estimated to be legally eligible.

Indicator 5: Multiple Program Receipt. Depending on their circumstances, individuals may choose a variety of different means-tested assistance “packages.” This indicator looks at the percentage of individuals receiving AFDC/TANF, food stamps and SSI in a month, examining how many rely on just one of these programs, and how many rely on a combination of two programs.

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

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

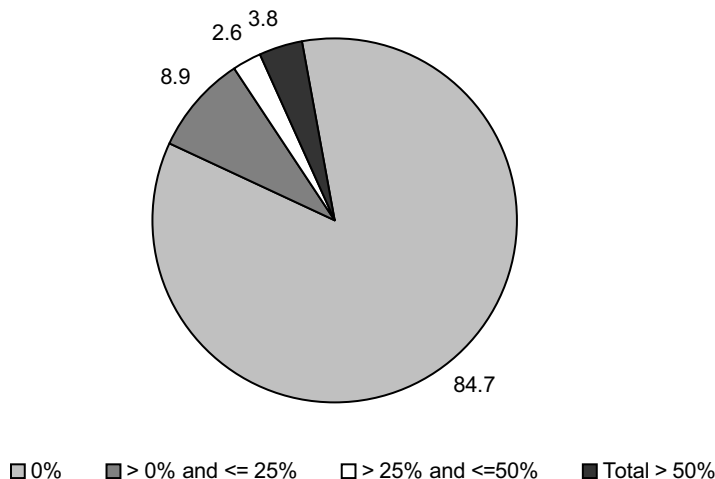
Indicator 8: Welfare Spell Duration with No Labor Force Attachment. This indicator is concerned with dynamics of welfare receipt among persons in families with no attachment to the labor market. It differs from Indicator 7 in that it provides information on spells of TANF receipt *during months where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

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

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

INDICATOR 1. Degree of Dependence

Figure IND 1a. Percentage of Total Income from Means-Tested Assistance Programs: 2005



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

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

- Figure IND 1a shows the percentage of persons in families with varying degrees of dependence on means-tested assistance programs in 2005.
 - The majority of persons (84.7 percent) lived in families that received no income from means-tested assistance programs in 2005.
 - Fifteen (15.3) percent of persons lived in families that receive income supports from means-tested assistance programs. Almost 4 (3.8) percent of persons lived in families that received more than half of their income from means-tested assistance programs. These persons would be considered welfare dependent under the definition of dependence used in this report.¹
 - Table IND 1a shows the percentage of persons in families with varying degrees of reliance on income from means-tested assistance programs by demographic characteristics. Welfare dependence varies across demographic groups.
- Among racial and ethnic groups, Non-Hispanic Blacks were more likely to be welfare dependent (10.2 percent) than were Non-Hispanic Whites (2.2 percent) or Hispanics of any race (5.7 percent).
 - Among age categories, children from birth to 5 years of age were more likely to live in families that were welfare dependent than were children of other age categories.
 - Among family types, persons living in female-headed families were more likely to be welfare dependent than those in other family categories.
 - Table IND 1b shows trends in welfare dependence between 1993 and 2005. Welfare dependence was highest in 1993 at 5.9 percent. Welfare dependence declined between 1993 and 2000, with notable drops occurring between 1996 and 2000. After 2000, the downward trend in welfare dependence reversed, with dependence increasing from 3.0 percent in 2000 to 3.8 percent in 2005.

¹ For a discussion on defining welfare dependence, please see "Measuring Welfare Dependence" in Chapter I.

Table IND 1a. Percentage of Total Income from Means-Tested Assistance Programs by Selected Characteristics: 2005

	0%	> 0% and <= 25%	> 25% and <= 50%	> 50% and <= 75%	> 75% and <= 100%	Total > 50%
All Persons	84.7	8.9	2.6	1.1	2.7	3.8
Racial/Ethnic Categories						
Non-Hispanic White	89.9	6.4	1.4	.6	1.6	2.2
Non-Hispanic Black	67.1	15.9	6.8	3.2	7.0	10.2
Hispanic	76.0	14.1	4.2	1.7	3.9	5.7
Age Categories						
Children ages 0-5	74.4	13.0	5.2	2.4	5.0	7.4
Children ages 6-10	77.4	11.9	4.6	1.9	4.2	6.1
Children ages 11-15	79.1	11.4	4.0	1.9	3.7	5.5
Women ages 16-64	84.6	8.9	2.5	1.1	2.9	4.0
Men ages 16-64	88.3	7.7	1.6	.6	1.8	2.4
Adults ages 65 and over	89.7	6.3	1.8	.7	1.5	2.2
Family Categories						
Persons in married-couple families	91.2	6.4	1.2	.4	.7	1.1
Persons in female-headed families	55.5	20.8	9.6	4.6	9.5	14.0
Persons in male-headed families	77.9	13.9	3.9	1.5	2.8	4.3
Unrelated persons	87.8	6.4	1.2	.6	4.1	4.7

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

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

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

Table IND 1b. Percentage of Total Income from Means-Tested Assistance Programs: 1993-2005

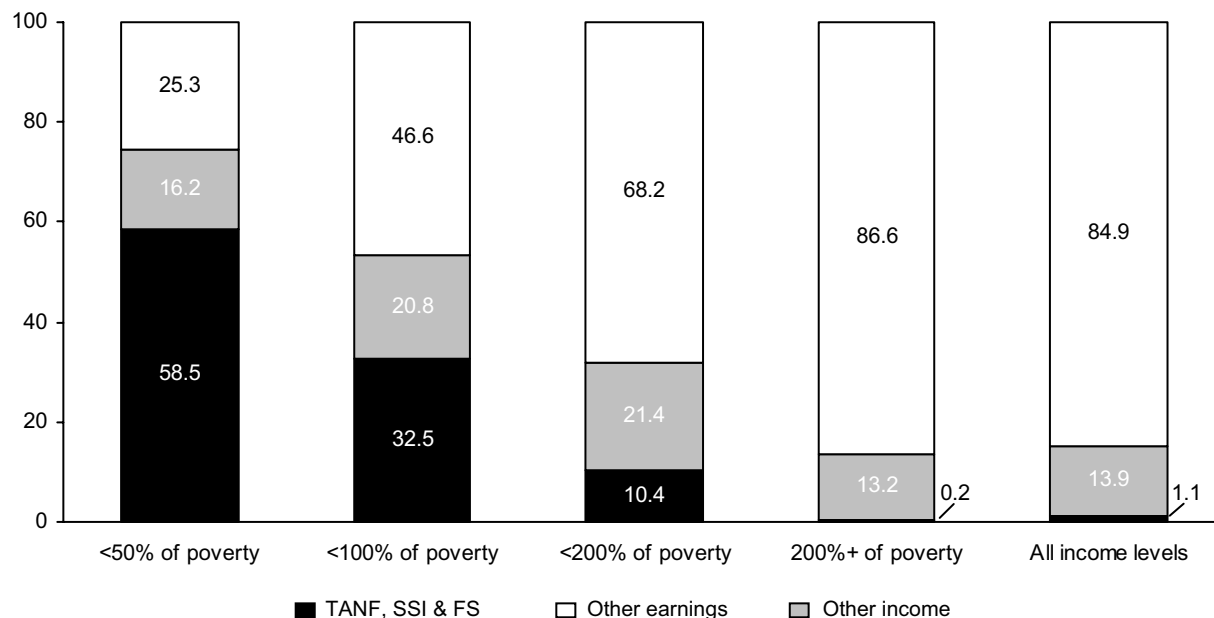
	0%	> 0% and <= 25%	> 25% and <= 50%	> 50% and <= 75%	> 75% and <= 100%	Total > 50%
1993	83.4	7.8	3.0	1.8	4.1	5.9
1994	82.8	8.4	3.1	1.8	4.0	5.8
1995	83.2	8.5	3.1	1.8	3.5	5.3
1996	84.0	7.8	3.1	1.9	3.3	5.2
1997	85.3	7.7	2.5	1.5	3.1	4.5
1998	86.5	7.3	2.5	1.3	2.5	3.8
1999	86.7	7.7	2.3	1.1	2.2	3.3
2000	87.5	7.3	2.2	1.0	2.0	3.0
2001	87.4	7.3	2.2	1.0	2.1	3.1
2002	86.8	7.8	2.3	1.0	2.1	3.2
2003	85.9	8.2	2.4	1.1	2.4	3.6
2004	85.0	8.8	2.5	1.1	2.5	3.7
2005	84.7	8.9	2.6	1.1	2.7	3.8

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

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

Figure IND 1b. Percentage of Total Income from Various Sources by Poverty Status: 2005

(In percent)



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

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

- Figure IND 1b shows sources of income by poverty status in 2005. There is an association between poverty status and receiving income from means-tested assistance programs.
- Persons in families with incomes below the poverty line received 46.6 percent of their income from earnings and 32.5 percent from means-tested assistance programs. Persons in families with incomes at 200 percent or more of the poverty line received 86.6 percent of their income from earnings and .2 percent of their income from means-tested assistance programs.
- The percentage of family income that comes from earnings is inversely proportional to overall family income relative to the poverty line. For example, the percentage of income received from earnings for persons in families living in deep poverty (below 50 percent of the poverty line) was 25.3 percent compared to 46.6 percent for all poor persons in 2005.
- Table IND 1c shows sources of income by poverty status for various demographic groups. On average, persons in married-couple families rely on earnings more and on means-tested assistance programs less than persons in other family categories at all income levels.
- Table IND 1d shows the percentage of income from various sources across selected years. The percentage of income received from earnings for persons in families with incomes below the poverty line increased from 40.4 percent in 1995 to a high of 49.5 percent in 2000. After 2000, the rate decreased to 46.6 percent in 2005.
- Over the same time period, the percentage of income from means-tested programs among persons in poor families decreased substantially from 41.3 percent in 1995 to 30.3 percent in 2000. After 2000, the rate increased to 32.5 percent in 2005.

Table IND 1c. Percentage of Total Income from Various Sources by Poverty Status and Selected Characteristics: 2005

	<50% Poverty	<100% of Poverty	<200% of Poverty	200%+ of Poverty	All Persons
All Persons					
TANF, SSI and Food Stamps	58.5	32.5	10.4	0.2	1.1
Earnings	25.3	46.6	68.2	86.6	84.9
Other income	16.2	20.8	21.4	13.2	13.9
Racial/Ethnic Categories					
<i>Non-Hispanic White</i>					
TANF, SSI and Food Stamps	53.1	29.9	8.0	0.1	0.6
Earnings	25.5	41.9	62.7	85.6	84.3
Other income	21.4	28.3	29.4	14.3	15.1
<i>Non-Hispanic Black</i>					
TANF, SSI and Food Stamps	66.3	43.5	17.9	0.5	4.0
Earnings	18.9	35.3	60.6	88.1	82.5
Other income	14.7	21.2	21.6	11.5	13.5
<i>Hispanic</i>					
TANF, SSI and Food Stamps	55.6	26.5	9.4	0.5	2.7
Earnings	32.7	62.4	81.5	91.6	89.1
Other income	11.7	11.1	9.0	7.9	8.2
Age Categories					
<i>Children ages 0-5</i>					
TANF, SSI and Food Stamps	65.5	37.2	13.5	0.2	2.3
Earnings	22.8	52.0	78.0	94.6	92.1
Other income	11.6	10.7	8.5	5.2	5.7
<i>Children ages 6-10</i>					
TANF, SSI and Food Stamps	65.1	35.5	12.0	0.2	1.9
Earnings	20.7	50.2	77.4	93.7	91.3
Other income	14.2	14.3	10.6	6.2	6.8
<i>Children ages 11-15</i>					
TANF, SSI and Food Stamps	61.8	36.1	12.5	0.1	1.7
Earnings	22.6	47.3	74.3	92.0	89.8
Other income	15.6	16.6	13.2	7.9	8.5
<i>Women ages 16-64</i>					
TANF, SSI and Food Stamps	55.6	33.3	11.2	0.2	1.1
Earnings	26.6	46.3	71.4	89.1	87.7
Other income	17.8	20.5	17.5	10.7	11.2
<i>Men ages 16-64</i>					
TANF, SSI and Food Stamps	48.0	27.4	8.0	0.2	0.7
Earnings	34.4	53.1	76.4	90.2	89.3
Other income	17.6	19.5	15.5	9.6	10.0
<i>Adults ages 65 and over</i>					
TANF, SSI and Food Stamps	37.2	21.4	6.5	0.3	1.0
Earnings	9.2	6.5	9.9	40.2	36.6
Other income	53.6	72.2	83.5	59.5	62.4
Family Categories					
<i>Persons in married-couple families</i>					
TANF, SSI and Food Stamps	49.7	22.4	5.9	0.1	0.5
Earnings	35.0	62.0	77.0	87.6	86.9
Other income	15.3	15.6	17.1	12.3	12.6
<i>Persons in female-headed families</i>					
TANF, SSI and Food Stamps	66.9	45.2	21.7	1.0	6.9
Earnings	17.8	36.4	58.6	81.9	75.3
Other income	15.2	18.4	19.7	17.1	17.8
<i>Persons in male-headed families</i>					
TANF, SSI and Food Stamps	65.8	31.2	11.0	0.5	2.0
Earnings	21.0	50.7	72.1	87.3	85.2
Other income	13.2	18.0	16.9	12.2	12.8

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

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

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

	< 50% Poverty	<100% of Poverty	<200% of Poverty	200%+ of Poverty
1995				
AFDC, SSI and Food Stamps	65.9	41.3	14.2	0.3
Earnings	22.5	40.4	64.8	85.4
Other income	11.6	18.3	21.0	14.3
1998				
AFDC, SSI and Food Stamps	58.9	32.0	10.6	0.2
Earnings	27.0	47.9	67.8	85.3
Other income	14.1	20.1	21.6	14.5
2000				
TANF, SSI and Food Stamps	54.3	30.3	9.8	0.2
Earnings	30.5	49.5	68.7	86.7
Other income	15.2	20.3	21.5	13.0
2004				
TANF, SSI and Food Stamps	58.4	31.1	10.4	0.2
Earnings	25.7	48.2	67.2	86.8
Other income	15.9	20.7	22.4	13.0
2005				
TANF, SSI and Food Stamps	58.5	32.5	10.4	0.2
Earnings	25.3	46.6	68.2	86.6
Other income	16.2	20.8	21.4	13.2

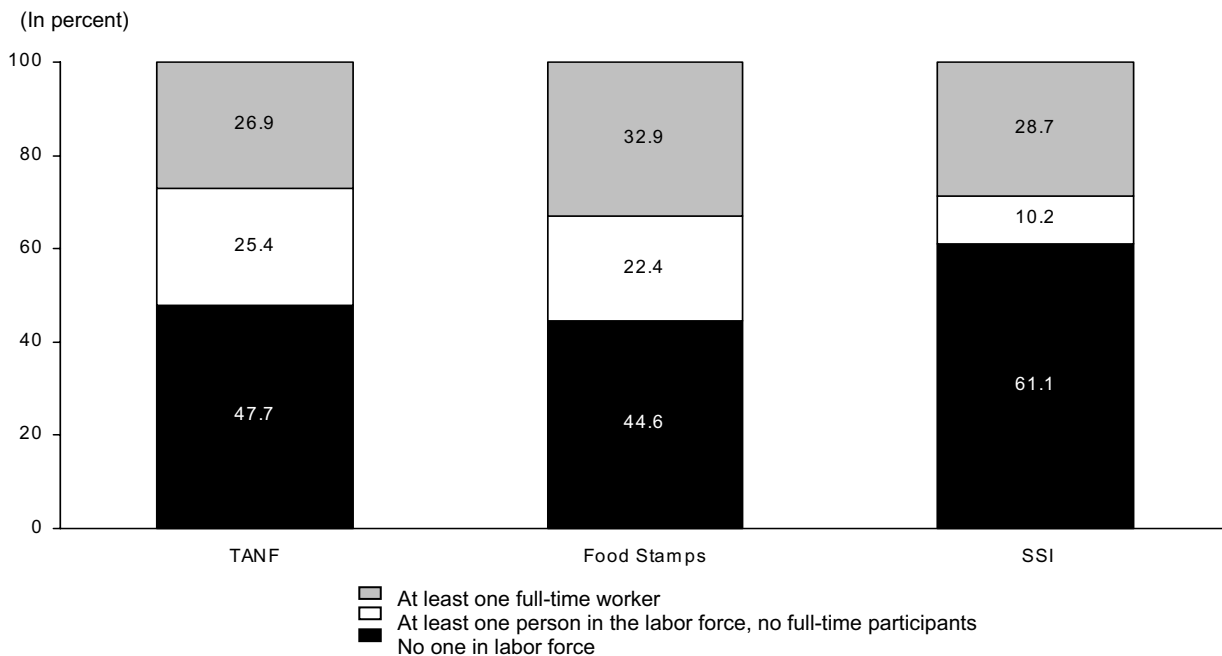
Note: Total income is total annual family income, including the value of food stamps. Other income is non-means-tested, non-earnings income such as child support, alimony, pensions, Social Security benefits, interest and dividends. Poverty status categories are not mutually exclusive.

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

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

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

Figure IND 2. Percentage of Recipients in Families with Labor Force Participants by Program: 2005



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

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

- Figure IND 2 shows the percentage of recipients in families with labor force participants by program.¹ In 2005, SSI recipients were more likely to live in families with no labor force participants (61.1 percent) than were TANF recipients (47.7 percent) or food stamp recipients (44.6 percent).
- Table IND 2a shows the percentage of recipients in families with labor force participants by program and demographic characteristics.
- Among TANF recipients, Hispanics of any race were more likely to live in families with at least one full-time worker (34.3 percent) than were Non-Hispanic Whites (25.9 percent) or Non-Hispanic Blacks (22.5 percent).
- Among TANF recipients, 49.2 percent of persons in married-couple families lived with at least one full-time worker compared to 19.6 percent of persons in female-headed families, and 28.3 percent of persons in male-headed families.
- Table IND 2b shows the percentage of AFDC/TANF recipients living in families with labor force participants by year. The percentage of recipients living in families with full-time workers increased from 18.8 percent in 1993 to 35.3 percent in 2001 and then declined to 26.9 percent in 2005.

¹ Note that lower family employment rates are reported in TANF administrative data, which are limited to the employment of family members in the TANF assistance unit and employment reported to welfare agencies (see Table TANF 7 in Appendix A).

Table IND 2a. Percentage of Recipients in Families with Labor Force Participants by Program and Selected Characteristics: 2005

		No One in LF	At Least One in LF, No One FT	At Least One FT Worker
TANF	All Persons	47.7	25.4	26.9
	Non-Hispanic White	47.3	26.8	25.9
	Non-Hispanic Black	50.7	26.8	22.5
	Hispanic	43.9	21.8	34.3
	Children ages 0-5	48.1	23.6	28.4
	Children ages 6-10	49.2	25.8	25.0
	Children ages 11-15	49.2	22.4	28.4
	Women ages 16-64	49.4	27.0	23.6
	Men ages 16-64	35.8	31.4	32.9
	Adults ages 65 and over	51.4	7.6	40.9
	Persons in married-couple families	25.0	25.8	49.2
	Persons in female-headed families	55.8	24.6	19.6
	Persons in male-headed families	39.9	31.8	28.3
	Unrelated persons	NA	NA	NA
FOOD STAMPS	All Persons	44.6	22.4	32.9
	Non-Hispanic White	47.0	23.0	30.0
	Non-Hispanic Black	45.2	24.9	30.0
	Hispanic	39.0	17.7	43.3
	Children ages 0-5	34.5	22.8	42.8
	Children ages 6-10	36.3	24.6	39.1
	Children ages 11-15	38.4	22.2	39.4
	Women ages 16-64	47.6	23.9	28.5
	Men ages 16-64	44.4	24.0	31.6
	Adults ages 65 and over	84.8	6.6	8.6
	Persons in married-couple families	28.5	20.0	51.5
	Persons in female-headed families	44.8	25.2	30.0
	Persons in male-headed families	35.7	27.1	37.2
	Unrelated persons	79.4	15.2	5.4
SSI	All Persons	61.1	10.2	28.7
	Non-Hispanic White	65.0	9.5	25.4
	Non-Hispanic Black	62.8	12.4	24.7
	Hispanic	54.4	8.7	36.9
	Children ages 0-5	39.8	13.9	46.3
	Children ages 6-10	42.8	12.1	45.1
	Children ages 11-15	42.8	19.0	38.3
	Women ages 16-64	67.8	10.2	21.9
	Men ages 16-64	58.5	11.4	30.1
	Adults ages 65 and over	65.9	6.6	27.6
	Persons in married-couple families	36.4	11.5	52.1
	Persons in female-headed families	53.7	14.4	31.9
	Persons in male-headed families	44.8	14.0	41.2
	Unrelated persons	95.2	4.0	0.9

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

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

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

Table IND 2b. Percentage of AFDC/TANF Recipients in Families with Labor Force Participants: 1993-2005

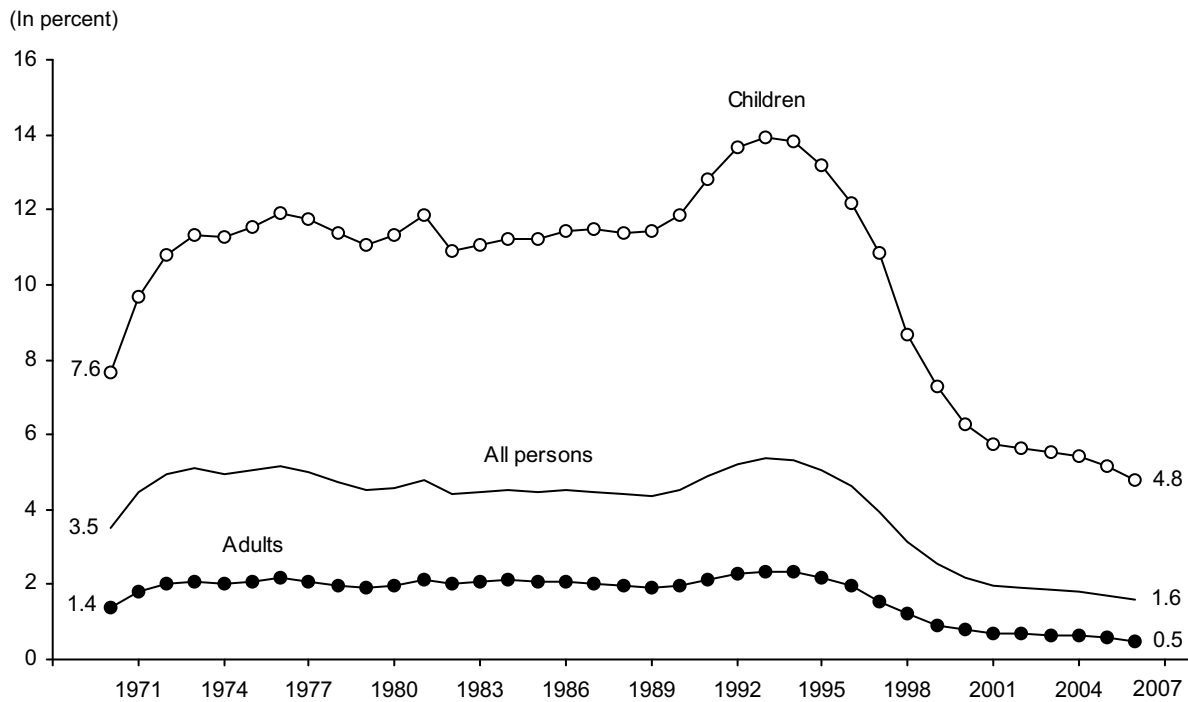
	No One in LF	At Least One in LF, No One FT	At Least One FT Worker
1993	57.0	24.2	18.8
1994	54.8	24.8	20.4
1995	50.6	24.3	25.1
1996	50.1	25.6	24.3
1997	47.6	28.0	24.4
1998	44.3	25.8	29.9
1999	40.8	24.1	35.1
2000	41.2	24.1	34.7
2001	38.7	26.0	35.3
2002	39.8	25.8	34.3
2003	47.4	24.1	28.5
2004	48.0	23.8	28.1
2005	47.7	25.4	26.9

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994 - 2006, analyzed using the TRIM3 microsimulation model.

INDICATOR 3. Rates of Receipt of Means-Tested Assistance

Figure IND 3a. Percentage of the Total Population Receiving AFDC/TANF by Age: 1970-2006



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

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

- Figure IND 3a shows the percentage of the population who received income from the AFDC program or TANF program by age group from 1970 to 2006.
- Table IND 3a shows the number and percent of the population receiving AFDC/TANF by age between 1970 and 2006. In 1993, 5.4 percent of the population received income from AFDC. In 2006, the percentage was 1.6. The 2006 rate of TANF receipt was the lowest since 1970.
- AFDC/TANF reciprocity rates have been higher with more pronounced changes over time for children than for adults. Between 1993 and 2006, AFDC/TANF receipt among children decreased from 13.9 percent to 4.8 percent, the most rapid decline in the time period shown.

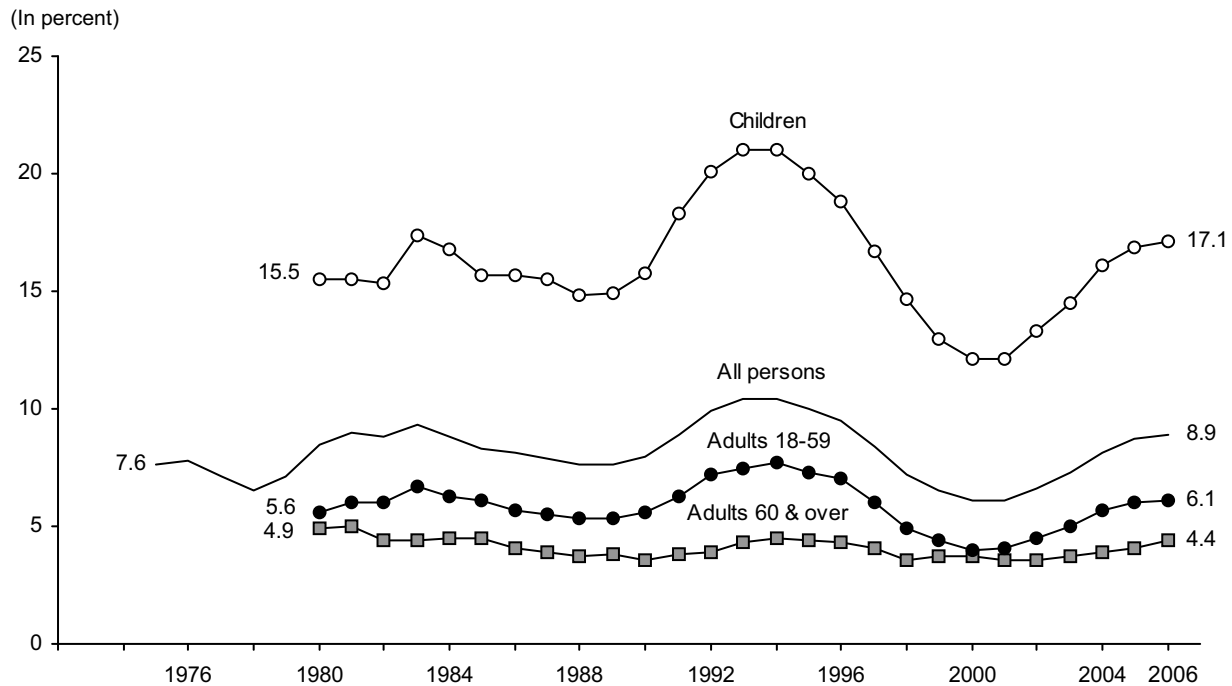
Table IND 3a. Number and Percentage of the Total Population Receiving AFDC/TANF by Age: 1970-2006

Fiscal Year	Total Recipients		Adult Recipients		Child Recipients	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1970	7,188	3.5	1,863	1.4	5,325	7.6
1971	9,281	4.5	2,516	1.8	6,765	9.7
1972	10,345	4.9	2,848	2.0	7,497	10.8
1973	10,760	5.1	2,984	2.1	7,776	11.3
1974	10,591	5.0	2,935	2.0	7,656	11.3
1975	10,854	5.0	3,078	2.1	7,776	11.6
1976	11,171	5.1	3,271	2.2	7,900	11.9
1977	10,933	5.0	3,230	2.1	7,703	11.8
1978	10,485	4.7	3,128	2.0	7,357	11.4
1979	10,146	4.5	3,071	1.9	7,075	11.0
1980	10,422	4.6	3,226	2.0	7,196	11.3
1981	10,979	4.8	3,491	2.1	7,488	11.8
1982	10,233	4.4	3,395	2.0	6,838	10.9
1983	10,467	4.5	3,548	2.1	6,919	11.1
1984	10,677	4.5	3,652	2.1	7,025	11.2
1985	10,630	4.5	3,589	2.0	7,041	11.2
1986	10,810	4.5	3,637	2.1	7,173	11.4
1987	10,878	4.5	3,624	2.0	7,254	11.5
1988	10,734	4.4	3,536	2.0	7,198	11.4
1989	10,741	4.4	3,503	1.9	7,238	11.4
1990	11,263	4.5	3,643	2.0	7,620	11.9
1991	12,391	4.9	4,016	2.1	8,375	12.8
1992	13,423	5.2	4,336	2.3	9,087	13.7
1993	13,943	5.4	4,519	2.3	9,424	13.9
1994	14,033	5.3	4,554	2.3	9,479	13.8
1995	13,479	5.1	4,322	2.2	9,157	13.2
1996	12,477	4.6	3,921	2.0	8,556	12.2
1997	10,779	4.0	3,106	1.5	7,673	10.8
1998	8,653	3.1	2,469	1.2	6,184	8.7
1999	7,068	2.5	1,838	0.9	5,231	7.3
2000	6,218	2.2	1,687	0.8	4,531	6.3
2001	5,673	2.0	1,503	0.7	4,171	5.7
2002	5,576	1.9	1,476	0.7	4,099	5.6
2003	5,452	1.9	1,415	0.7	4,037	5.5
2004	5,315	1.8	1,357	0.6	3,957	5.4
2005	5,064	1.7	1,276	0.6	3,788	5.2
2006	4,695	1.6	1,163	0.5	3,532	4.8

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

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

Figure IND 3b. Percentage of the Total Population Receiving Food Stamps by Age: 1975-2006



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

Source: Recipient data by age from U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2006* and earlier reports (available online at www.fns.usda.gov/oane/MENU/Published/FSP/participation.htm), and unpublished data from the Food Stamps National Data Bank. Population denominators for the percents in each category are from U.S. Census Bureau (available online at <http://www.census.gov>).

- Figure IND 3b shows the percentage of the population who received food stamps by age category from 1975 to 2006.
- The food stamp reciprocity rate increased to 8.9 percent in 2006 from a low of 6.1 percent in 2000 and 2001, the lowest rate since the Food Stamp Program became available nationwide. While the 2006 reciprocity rate is higher than the 2005 rate, it is still lower than the peak rate of 10.4 percent experienced in 1993 and 1994.
- As with AFDC/TANF, food stamp reciprocity rates have been higher over time for children than for adults. Between 1980 and 2006, the percentage of all children who received food stamps was at least double the percentage for all adults ages 18 to 59.
- Table IND 3b shows the number and percentage of the population receiving food stamps by age from 1975 to 2006. Trends in food stamp reciprocity across all age groups are similar over the time period. The trends may largely reflect changes in the rate of unemployment and programmatic changes.
- The percentage of all persons receiving food stamps declined between 1984 and 1988 and then increased in the early 1990s reaching a peak rate in 1993 (10.4 percent). The percentage then declined through 2000 and since then has risen to 8.9 percent in 2006.

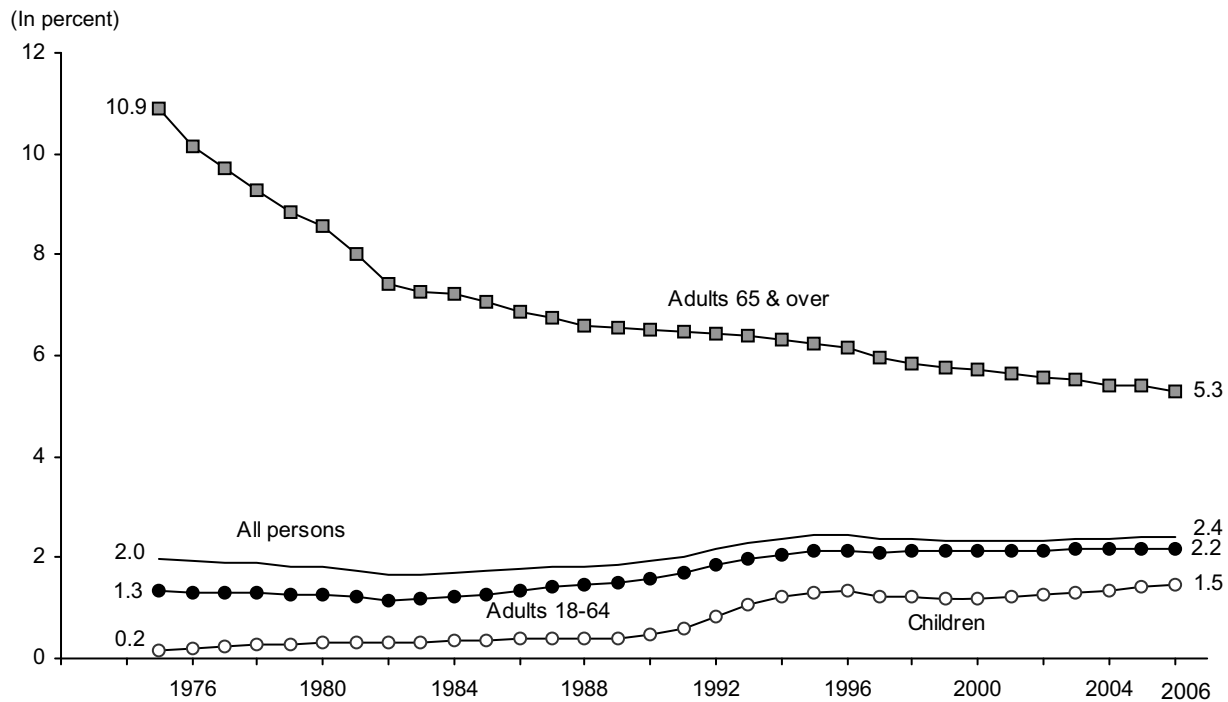
Table IND 3b. Number and Percentage of the Total Population Receiving Food Stamps by Age: 1975-2006

Fiscal Year	Total Recipients		Adult Recipients Ages 60 and over		Adult Recipients Ages 18-59		Child Recipients Ages 0-18	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1975	16,320	7.6	—	—	—	—	—	—
1976	17,033	7.8	—	—	—	—	9,126	13.8
1977	15,604	7.1	—	—	—	—	—	—
1978	14,405	6.5	—	—	—	—	—	—
1979	15,942	7.1	—	—	—	—	—	—
1980	19,253	8.5	1,741	4.9	7,186	5.6	9,876	15.5
1981	20,654	9.0	1,845	5.0	7,811	6.0	9,803	15.5
1982	21,754	9.4	1,641	4.4	7,838	6.0	9,591	15.3
1983	21,668	9.3	1,654	4.4	8,960	6.7	10,910	17.4
1984	20,796	8.8	1,758	4.5	8,521	6.3	10,492	16.8
1985	19,847	8.3	1,783	4.5	8,258	6.1	9,906	15.8
1986	19,382	8.1	1,631	4.1	7,895	5.7	9,844	15.7
1987	19,072	7.9	1,589	3.9	7,684	5.5	9,771	15.5
1988	18,613	7.6	1,500	3.7	7,506	5.3	9,351	14.8
1989	18,778	7.6	1,582	3.8	7,560	5.3	9,429	14.9
1990	20,020	8.0	1,511	3.6	8,084	5.6	10,127	15.8
1991	22,599	8.9	1,593	3.8	9,190	6.3	11,952	18.3
1992	25,370	9.9	1,687	3.9	10,550	7.2	13,349	20.1
1993	26,957	10.4	1,876	4.3	11,214	7.5	14,196	21.0
1994	27,439	10.4	1,955	4.5	11,615	7.7	14,391	21.0
1995	26,579	10.0	1,920	4.4	11,105	7.3	13,860	20.0
1996	25,495	9.5	1,891	4.3	10,769	7.0	13,189	18.8
1997	22,820	8.4	1,831	4.1	9,373	6.0	11,847	16.7
1998	19,749	7.2	1,635	3.6	7,760	4.9	10,524	14.7
1999	18,146	6.5	1,696	3.7	7,079	4.4	9,332	13.0
2000	17,156	6.1	1,700	3.7	6,612	4.0	8,743	12.1
2001	17,282	6.1	1,658	3.6	6,778	4.1	8,819	12.1
2002	19,059	6.6	1,684	3.6	7,625	4.5	9,688	13.3
2003	21,222	7.3	1,786	3.7	8,503	5.0	10,605	14.5
2004	23,819	8.1	1,917	3.9	9,753	5.7	11,771	16.1
2005	25,677	8.7	2,044	4.1	10,390	6.0	12,405	16.9
2006	26,631	8.9	2,226	4.4	10,751	6.1	12,579	17.1

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

Source: Recipient data by age from U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2006* and earlier reports (available online at www.fns.usda.gov/oane/MENU/Published/FSP/participation.htm), and unpublished data from the Food Stamps National Data Bank. Individual age groups do not sum exactly to total recipients. The population denominators for the percents in each category are from U.S. Census Bureau (available online at <http://www.census.gov>).

Figure IND 3c. Percentage of the Total Population Receiving SSI by Age: 1975-2006



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

Source: Social Security Administration, Office of Research, Evaluation and Statistics, *SSI Annual Statistical Report, 2006*, (available online at <http://www.ssa.gov/policy>). Population denominators for the percents in each category are from the U.S. Census Bureau (available online at <http://www.census.gov>).

- Figure IND 3c shows the percentage of the population who received income assistance from the SSI program by age category from 1975 through 2006.
- Unlike the reciprocity rates for AFDC/TANF and food stamps, overall reciprocity rates for SSI show less variation over time. After decreasing from 1975 to the early 1980s, the proportion of the population that received SSI increased from 1.7 percent in 1985 to 2.5 percent in 1996. The percentage then declined to 2.4 percent in 2006. The total number of recipients has increased by 72 percent over the same period, from 4.1 million in 1985 to 7.2 million people in 2006.
- Table IND 3c shows the percentage of the population and number of persons receiving SSI by age between 1975 and 2006.
- Elderly adults (ages 65 and older) have higher reciprocity rates than any other age group. The gap, however, has narrowed as the percentage of adults aged 65 and older receiving SSI has been cut in half, declining from 10.9 percent in 1975 to 5.3 percent in 2006.
- The proportion of children receiving SSI increased gradually between 1975 and 1990, and grew more rapidly in the early and mid-1990s, reaching 1.4 percent in 1996. The rate then fell through 2000 before rising to 1.5 percent in 2006.

Table IND 3c. Number and Percentage of the Total Population Receiving SSI by Age: 1975-2006

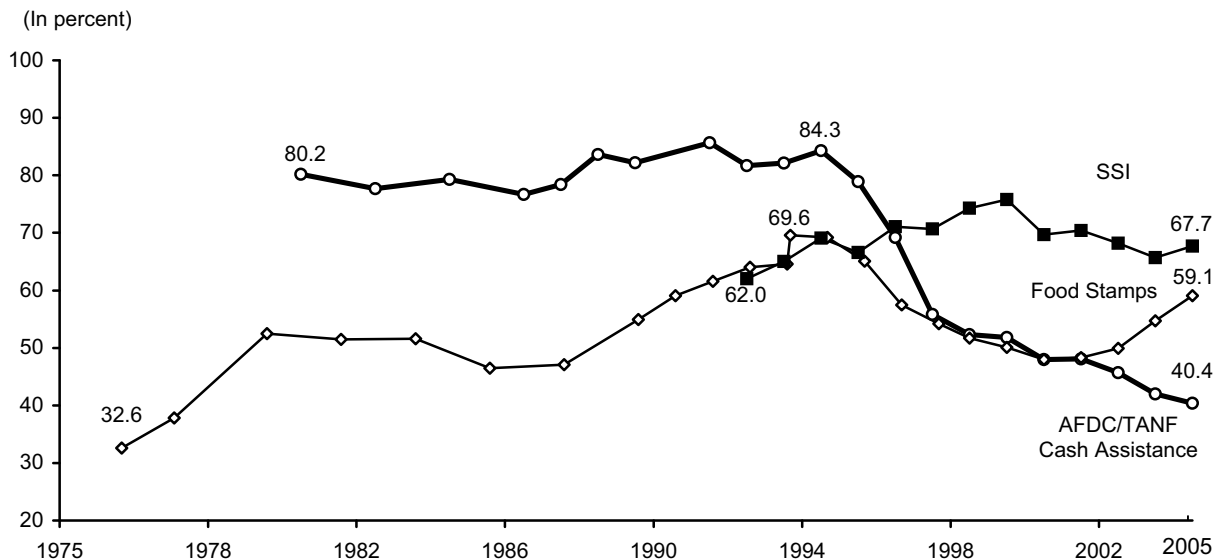
Date	Total Recipients		Adult Recipients Ages 65 & over		Adult Recipients Ages 18-64		Child Recipients Ages 0-18	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
Dec 1975	4,314	2.0	2,508	10.9	1,699	1.3	107	0.2
Dec 1976	4,236	1.9	2,397	10.2	1,714	1.3	125	0.2
Dec 1977	4,238	1.9	2,353	9.7	1,738	1.3	147	0.2
Dec 1978	4,217	1.9	2,304	9.3	1,747	1.3	166	0.3
Dec 1979	4,150	1.8	2,246	8.8	1,727	1.3	177	0.3
Dec 1980	4,142	1.8	2,221	8.6	1,731	1.2	190	0.3
Dec 1981	4,019	1.7	2,121	8.0	1,703	1.2	195	0.3
Dec 1982	3,858	1.7	2,011	7.4	1,655	1.2	192	0.3
Dec 1983	3,901	1.7	2,003	7.3	1,700	1.2	198	0.3
Dec 1984	4,029	1.7	2,037	7.2	1,780	1.2	212	0.3
Dec 1985	4,138	1.7	2,031	7.1	1,879	1.3	227	0.4
Dec 1986	4,269	1.8	2,018	6.9	2,010	1.3	241	0.4
Dec 1987	4,385	1.8	2,015	6.7	2,119	1.4	251	0.4
Dec 1988	4,464	1.8	2,006	6.6	2,203	1.5	255	0.4
Dec 1989	4,593	1.9	2,026	6.5	2,302	1.5	265	0.4
Dec 1990	4,817	1.9	2,059	6.5	2,450	1.6	309	0.5
Dec 1991	5,118	2.0	2,080	6.5	2,642	1.7	397	0.6
Dec 1992	5,566	2.2	2,100	6.5	2,910	1.9	556	0.8
Dec 1993	5,984	2.3	2,113	6.4	3,148	2.0	723	1.1
Dec 1994	6,296	2.4	2,119	6.3	3,335	2.1	841	1.2
Dec 1995	6,514	2.5	2,115	6.3	3,482	2.2	917	1.3
Dec 1996	6,630	2.5	2,110	6.2	3,568	2.2	955	1.4
Dec 1997	6,495	2.4	2,054	6.0	3,562	2.2	880	1.3
Dec 1998	6,566	2.4	2,033	5.9	3,646	2.2	887	1.3
Dec 1999	6,557	2.4	2,019	5.8	3,691	2.2	847	1.2
Dec 2000	6,602	2.3	2,011	5.7	3,744	2.1	847	1.2
Dec 2001	6,688	2.3	1,995	5.6	3,811	2.1	882	1.2
Dec 2002	6,788	2.3	1,995	5.6	3,878	2.1	915	1.3
Dec 2003	6,902	2.4	1,990	5.5	3,953	2.2	959	1.3
Dec 2004	6,988	2.4	1,978	5.4	4,017	2.2	993	1.4
Dec 2005	7,114	2.4	1,995	5.4	4,083	2.2	1,036	1.4
Dec 2006	7,236	2.4	2,004	5.3	4,152	2.2	1,079	1.5

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

Source: Social Security Administration, Office of Research, Evaluation and Statistics, *SSI Annual Statistical Report, 2006*, (available online at <http://www.ssa.gov/policy>). Population denominators for the percents in each category are from the U.S. Census Bureau (available online at <http://www.census.gov>).

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

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



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

Food Stamp Eligible households are estimated from a Mathematica Policy Research, Inc. model that uses CPS data to simulate the Food Stamp Program. Food Stamp caseload data are from USDA, FNS program operations caseload data. There have been small changes in the methodology over time, due to model improvements and revisions to the CPS. Notably, the model was revised in 1994 to produce more accurate and lower estimates of eligible households. The estimates for previous years show higher estimates of eligibles and lower participation rates relative to the revised estimate for 1994 and estimates for subsequent years. The two estimates for 1999 are due to re-weighting of the March 2000 – 2003 CPS files to Census 2000 and revised methodologies for determining food stamp eligibility. The original estimate (September 1999) is consistent methodologically with estimates from September 1994 – September 1998, while the revised estimate (FY 1999) is consistent with the estimates for FY 2000 - FY 2005.

Source: U.S. Department of Agriculture, Food and Nutrition Service, *Trends in Food Stamp Program Participation Rates: 1999-2005* (available online at <http://www.fns.usda.gov/oane/MENU/Published/FSP/FILES/Participation/Trends1999-2005.pdf>), and unpublished tabulations from the TRIM3 microsimulation model.

- Figure IND 4 shows the participation rates of means-tested assistance programs for selected years. This indicator examines participating families or households as a percentage of the estimated eligible population. It is a contrast to Indicator 3, which examines participants as a percentage of the total population (reciprocity rates).
- Forty (40.4) percent of families estimated as eligible for TANF cash assistance, 59.1 percent of households estimated as eligible for food stamps, and 67.7 percent of adults estimated as eligible for SSI are estimated to have enrolled and received benefits in an average month in 2005.

¹ Unlike the Food Stamp and SSI programs, TANF is a block grant program for which there is no individual entitlement. One of the main goals of TANF is to move people from cash assistance to self-sufficiency, which may be inconsistent with achieving a higher coverage rate.

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

Calendar Year	Eligible Families (millions)	Participating Families (millions)	Participation Rate (percent)
1981	4.78	3.84	80.2
1983	4.75	3.69	77.7
1985	4.67	3.70	79.3
1987	4.92	3.78	76.7
1988	4.78	3.75	78.4
1989	4.54	3.80	83.6
1990	4.93	4.06	82.2
1992	5.64	4.83	85.7
1993	6.14	5.01	81.7
1994 (revised)	6.13	5.03	82.1
1995	5.69	4.80	84.3
1996	5.62	4.43	78.9
1997 (adjusted)	5.41	3.74	69.2
1998 (adjusted)	5.47	3.05	55.8
1999	5.07	2.65	52.3
2000	4.44	2.30	51.8
2001	4.56	2.19	48.0
2002	4.55	2.19	48.1
2003	4.77	2.18	45.7
2004	5.22	2.19	42.0
2005	5.27	2.13	40.4

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

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

- Table IND 4a shows the number and percentage of eligible families participating in the cash AFDC/TANF program in selected years.
- Between 1981 and 1996, participation rates in the AFDC program ranged from 76.7 percent (in 1987) to 85.7 percent (in 1992).
- After 1996, participation rates in the cash TANF program decreased from 78.9 percent of families estimated to be eligible for AFDC/TANF cash benefits in 1996 to 40.4 percent of families estimated to be eligible for TANF cash benefits in 2005.
- Note that TANF is a flexible program with a flexible funding stream. As such, states provide substantial “non assistance” services and benefits that would not be included in these cash assistance estimates.
- Families also may receive cash benefits or other services through general assistance and other solely state-funded programs¹ that are separate from the TANF program and are not shown here.

¹ As discussed in the note to Table IND 4a above, the model for estimating participation in the TANF cash assistance program does take into account benefits from Separate State Programs (SSPs) that are used to meet Maintenance of Effort (MOE) requirements.

Table IND 4b. Number and Percentage of Eligible Households Participating in the Food Stamp Program: Selected Years

Date	Eligible Households (millions)	Participating Households (millions)	Participation Rate (percent)
September 1976	16.3	5.3	32.6
February 1978	14.0	5.3	37.8
August 1980	14.0	7.4	52.5
August 1982	14.5	7.5	51.5
August 1986	15.3	7.1	46.5
August 1988	14.9	7.0	47.1
August 1990	14.5	8.0	54.9
August 1991	15.6	9.2	59.1
August 1992	16.7	10.2	61.6
August 1993	17.0	10.9	64.0
September 1994 (revised)	15.3	10.7	69.6
September 1995	15.0	10.4	69.2
September 1996	15.3	9.9	65.1
September 1997	14.7	8.4	57.5
September 1998	14.0	7.6	54.2
September 1999	13.7	7.3	53.0
Fiscal Year 1999	14.5	7.5	51.4
Fiscal Year 2000	14.3	7.1	50.0
Fiscal Year 2001	15.2	7.3	47.8
Fiscal Year 2002	16.7	8.0	47.6
Fiscal Year 2003	17.9	8.9	49.7
Fiscal Year 2004	18.0	10.0	55.5
Fiscal Year 2005	18.1	10.7	59.1

Note: Food Stamp Eligible households are estimated from a Mathematica Policy Research, Inc. model that uses CPS data to simulate the Food Stamp Program. Food Stamp caseload data are from USDA, FNS program operations caseload data. There have been small changes in the methodology over time, due to model improvements and revisions to the CPS. Notably, the model was revised in 1994 to produce more accurate and lower estimates of eligible households. The estimates for previous years show higher estimates of eligibles and lower participation rates relative to the revised estimate for 1994 and estimates for subsequent years. The two estimates for 1999 are due to re-weighting of the March 2000 – 2003 CPS files to Census 2000 and revised methodologies for determining food stamp eligibility. The original estimate (September 1999) is consistent methodologically with estimates from September 1994 – September 1998, while the revised estimate (FY 1999) is consistent with the estimates for FY 2000 - FY 2005.

Source: U.S. Department of Agriculture, Food and Nutrition Service, *Trends in Food Stamp Program Participation Rates: 1999-2005* (available online at <http://www.fns.usda.gov/oane/MENU/Published/FSP/FILES/Participation/Trends1999-2005.pdf>).

- Table IND 4b shows the number and percentage of eligible households participating in the Food Stamp Program for selected years. Between fiscal years 2004 and 2005, the participation rate for food stamps increased from 55.5 percent in 2004 to 59.1 percent in 2005.
- Between fiscal years 1999 and 2005 there was a 24.8 percent increase in households eligible for the Food Stamp Program (from 14.5 to 18.1 million households). Caseloads grew by 42.6 percent over the same period, with notable increases occurring in both 2004 and 2005. Subsequently, the estimated participation rate increased from 51.4 percent in 1999 to 59.1 percent in 2005.
- While there were 10.7 million households participating in the Food Stamp Program in 2005, the caseload is still lower than the 1993 peak (10.9 million households). During the mid to late 1990s, there was a 33 percent drop in food stamp caseloads, from a peak of 10.9 million households in 1993 to 7.3 million households in 1999. This decline in caseloads occurred during a time when both the eligible population and the program participation rates were generally decreasing.

Table IND 4c. Percentage of Eligible Adult Units Participating in the SSI Program by Selected Characteristics: 1993-2005

	All Adult Units	One-Person Units		
		Aged	Disabled	Married-Couple Units
1993	62.0	57.0	71.0	37.0
1994	65.0	58.4	73.0	43.9
1995	69.1	64.9	74.0	52.2
1996	66.6	60.4	73.5	46.7
1997	71.1	62.7	79.4	49.1
1998	70.7	63.6	77.9	48.1
1999	74.3	65.8	83.3	47.8
2000	75.8	70.9	82.3	49.9
2001	69.7	64.4	75.9	45.7
2002	70.4	61.9	78.3	47.9
2003	68.2	62.3	73.8	47.6
2004	65.7	63.3	69.2	46.0
2005	67.7	63.4	73.5	41.1

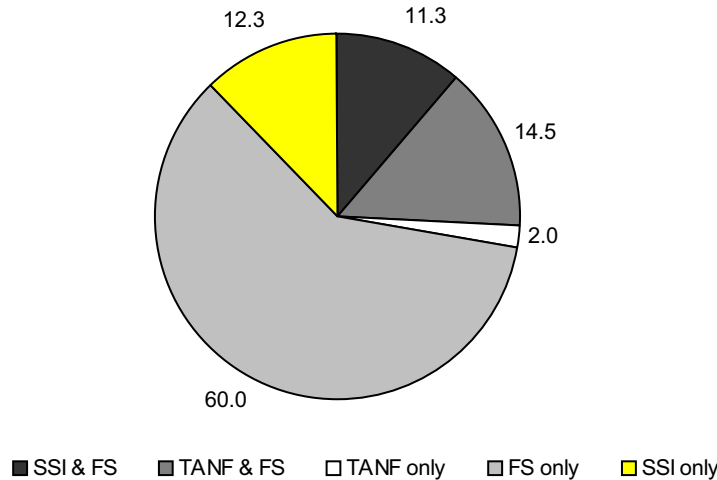
Note: SSI participation rates are estimated using the TRIM3 microsimulation model that uses CPS data to simulate SSI eligibility for an average month, by calendar year. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. In particular,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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2005, analyzed using the TRIM3 microsimulation model.

- Table IND 4c shows the percentage of eligible adult units participating in the SSI program by select demographic categories. After rising to 75.8 percent of adults estimated to be eligible for SSI in 2000, the SSI participation rate decreased to 67.7 percent of those estimated to be eligible for SSI in 2005. This rate remains higher than recent TANF and food stamp participation rates (see Tables IND 4a and IND 4b).
- Between 2004 and 2005, for aged adults in one-person units, the estimated SSI participation rate increased from 57.0 percent in 1993 to a high of 70.9 percent in 2000. After some declines in the early 2000s, the estimated SSI participation rate among aged one-person units increased from 61.9 percent in 2002 to 63.4 percent in 2005.

INDICATOR 5. Multiple Program Receipt

Figure IND 5. Percentage of Recipients Receiving Assistance from Multiple Programs – TANF, Food Stamps and SSI: 2005



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

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

- Figure IND 5 shows the percentage of those receiving benefits from TANF, food stamps, or SSI or a combination of benefits from these programs in 2005. About three-quarters (74.3 percent) of persons in families receiving TANF, food stamps, or SSI benefits in an average month received assistance from only one program. Most received food stamps or SSI benefits only. Two percent of persons in families received only TANF benefits.
- Table IND 5a shows the percentage of the population receiving assistance from multiple means-tested assistance programs by demographic characteristics. Among age categories, children were more likely than persons in other age categories to live in families that received support from multiple means-tested assistance programs. For example, 5.3 percent of children from birth to 5 years lived in families that received both TANF and food stamps as compared with 1.2 percent of women aged 16 to 64.
- Among family categories, persons in female-headed families were more likely than those living in other types of families to receive support from multiple means-tested assistance programs. Among persons in female-headed families, 7.4 percent received support from TANF and food stamps, as compared to .5 percent of those in married-couple families, and 1.9 percent of those in male-headed families.
- Table IND 5b shows the percentage of the population receiving assistance from multiple means-tested assistance programs between 1993 and 2005. Reliance on multiple means-tested programs has decreased over time. In 1993, 4.8 percent of the population received AFDC and food stamps. In 2005, the percent who received both TANF and food stamps decreased to 1.5 percent.

Table IND 5a. Percentage of Population Receiving Assistance from Multiple Means-Tested Assistance Programs by Selected Characteristics: 2005

	Any Receipt	One Program Only			Two Programs	
		TANF	FS	SSI	TANF & FS	FS & SSI
All Persons	10.2	0.2	6.2	1.3	1.5	1.2
Racial/Ethnic Categories						
Non-Hispanic White	6.7	0.1	4.1	0.9	0.7	0.8
Non-Hispanic Black	24.9	0.5	15.1	2.0	4.4	2.9
Hispanic	14.6	0.4	8.5	1.7	2.7	1.3
Age Categories						
Children ages 0-5	20.7	0.6	13.4	0.7	5.3	0.7
Children ages 6-10	17.6	0.5	11.6	0.7	4.2	0.6
Children ages 11-15	15.9	0.7	10.2	0.9	3.3	0.8
Women ages 16-64	9.6	0.1	6.1	0.9	1.2	1.3
Men ages 16-64	6.3	0.1	3.8	1.2	0.4	0.9
Adults ages 65 and over	8.0	0.0	2.4	3.1	0.0	2.4
Family Categories						
Persons in married-couple families	4.8	0.1	3.0	0.7	0.5	0.4
Persons in female-headed families	33.4	0.7	20.1	2.5	7.4	2.7
Persons in male-headed families	13.9	0.3	8.2	2.2	1.9	1.3
Unrelated persons	9.4	0.0	4.9	1.8	0.0	2.7

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

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

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

Table IND 5b. Percentage of Population Receiving Assistance from Multiple Means-Tested Assistance Programs: 1993-2005

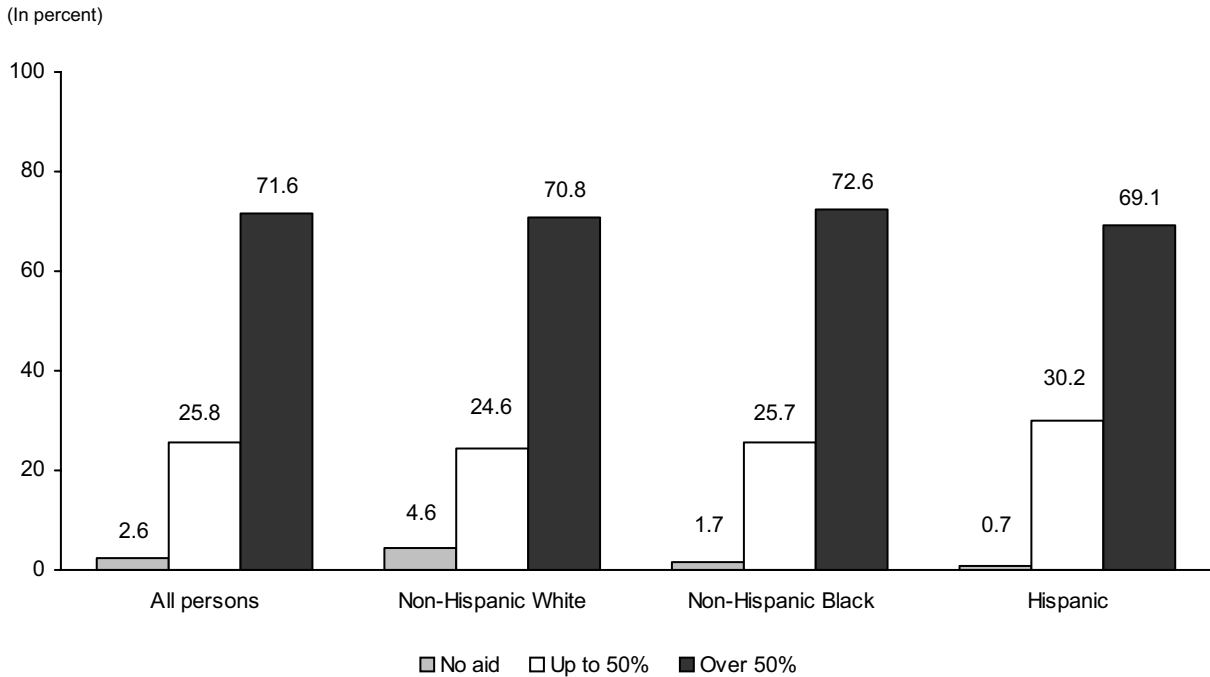
	Any Receipt	One Program Only			Two Programs	
		AFDC/TANF	FS	SSI	AFDC/ TANF& FS	FS & SSI
1993	12.6	0.6	5.2	1.1	4.8	1.0
1994	12.8	0.5	5.3	1.2	4.6	1.1
1995	12.3	0.4	5.0	1.2	4.5	1.1
1996	12.0	0.3	5.3	1.2	4.0	1.1
1997	10.2	0.4	4.3	1.3	3.1	1.0
1998	9.0	0.4	3.9	1.4	2.4	0.9
1999	8.5	0.4	3.8	1.3	2.0	1.0
2000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

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1994-2006, analyzed using the TRIM3 microsimulation model.

INDICATOR 6. Dependence Transitions

Figure IND 6. Dependency Status in 2003 of Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in 2002 by Race and Ethnicity



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

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

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

- Figure IND 6 shows the 2003 dependency status of persons who were welfare dependent in 2002 by race and ethnicity. Welfare dependence is defined as receiving more than half of one's total family income in the year from TANF, food stamps, and/or SSI. For further discussion of defining welfare dependency, see Chapter I.
- Of the recipients who received more than 50 percent of their total family income from AFDC/TANF, food stamps and/or SSI in 2002, 70.8 percent of Non-Hispanic Whites, 72.6 percent of Non-Hispanic Blacks, and 69.1 percent of Hispanics were welfare dependent in 2003.
- Table IND 6a shows the 2003 dependency status of persons who were welfare dependent in 2002 by demographic groups. Men ages 16 to 64 who received more than half of their total income from means-tested assistance programs in 2002 remained dependent in 2003 in higher percentages than women.
- Table IND 6b shows the dependency status of all persons who received more than 50 percent of their income from means-tested assistance programs in the previous year. Recipients of means-tested assistance programs were more likely to move out of welfare dependency in the early 2000s than in the early 1990s.

Table IND 6a. Dependency Status in 2003 of Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in 2002 by Selected Characteristics

Persons Receiving More than 50 Percent of Income from Assistance in 2002	Total (thousands)	Percentage of Persons Receiving		
		No aid in 2003	Up to 50% in 2003	Over 50% in 2003
All Persons	6,023	2.6	25.8	71.6
Racial/Ethnic Categories				
Non-Hispanic White	2,222	4.6	24.6	70.8
Non-Hispanic Black	2,225	1.7	25.7	72.6
Hispanic	1,077	0.7	30.2	69.1
Age Categories				
Children ages 0-5	853	2.9	33.9	63.2
Children ages 6-10	697	1.3	27.9	70.9
Children ages 11-15	648	0.0	24.8	75.2
Women ages 16-64	2,271	3.7	27.3	69.0
Men ages 16-64	1,090	3.1	17.9	79.0
Adults ages 65 and over	447	0.9	20.3	78.8

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

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

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

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

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

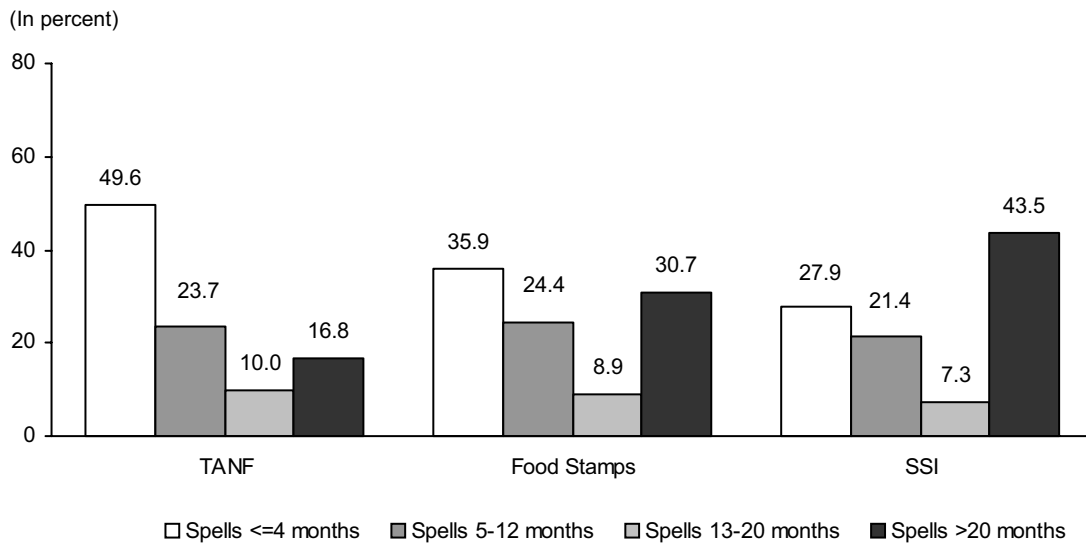
Transitions from:	Total (thousands)	Percentage of Persons Receiving		
		No aid in second year	Up to 50% in second year	Over 50% in second year
1993 to 1994	14,810	1.6	18.6	79.8
1994 to 1995	13,986	2.7	18.8	78.5
1997 to 1998	9,672	3.1	28.8	68.1
1998 to 1999	8,163	2.9	27.1	70.0
2001 to 2002	6,258	1.5	29.2	69.3
2002 to 2003	6,023	2.6	25.8	71.6

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

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

INDICATOR 7. Program Spell Duration

Figure IND 7. Percentage of TANF, Food Stamp and SSI Spells for Persons Entering Programs during the 2001-2003 Period by Length of Spell



Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. Program spells are defined as those starting during the 2001 SIPP panel. For certain age categories, data are not available (NA) because of insufficient sample size.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

- Figure IND 7 shows the percentage of TANF, food stamp, and SSI spells by spell length categories for persons entering programs in the early 2000s. Between 2001 and 2003, spells lasting four months or less accounted for 49.6 percent of TANF spells, 35.9 percent of food stamp spells, and 27.9 percent of SSI spells.
- Approximately three-fourths of all TANF spells (73.3 percent) and three-fifths of food stamp spells (60.3 percent) lasted one year or less compared to 49.3 percent of SSI spells.
- Table IND 7a shows the percentage of program spells for persons entering programs during the 2001 – 2003 period by length of spell and demographic characteristics. For TANF spells, a smaller percentage of Non-Hispanic White recipients (11.9 percent) had long spells lasting more than 20 months compared to Non-Hispanic Blacks (19.1 percent) and Hispanics (19.8 percent).
- Table IND 7b shows how the percentage of program spells of varying lengths for persons entering programs during selected periods has changed. Spells of welfare receipt were shorter in the early 2000s than in the early 1990s. For instance, 16.8 percent of TANF spells for persons entering TANF between 2001 and 2003 lasted 20 months or longer as compared to 34.4 percent of AFDC spells beginning between 1992 and 1994.

Table IND 7a. Percentage of TANF, Food Stamp and SSI Spells for Persons Entering Programs during the 2001-2003 Period by Length of Spell and Selected Characteristics

Program		Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
TANF	All Recipients	49.6	23.7	10.0	16.8
	Non-Hispanic White	51.4	23.7	13.1	11.9
	Non-Hispanic Black	50.6	23.5	6.8	19.1
	Hispanic	51.7	20.1	8.4	19.8
	Children ages 0-5	50.0	24.0	11.9	14.1
	Children ages 6-10	45.4	21.5	8.5	24.6
	Children ages 11-15	43.7	25.3	12.4	18.6
	Adults ages 16-64	52.9	24.2	8.4	14.4
	Adults ages 65 and over	NA	NA	NA	NA
FOOD STAMPS	All Recipients	35.9	24.4	8.9	30.7
	Non-Hispanic White	35.9	25.8	8.0	30.3
	Non-Hispanic Black	32.2	23.7	11.7	32.4
	Hispanic	40.5	22.5	7.8	29.2
	Children ages 0-5	27.7	25.6	12.9	33.8
	Children ages 6-10	28.6	27.4	10.7	33.3
	Children ages 11-15	31.8	28.1	9.6	30.6
	Adults ages 16-64	40.3	23.9	7.5	28.4
	Adults ages 65 and over	30.0	12.5	9.6	48.0
SSI	All Recipients	27.9	21.4	7.3	43.5
	Non-Hispanic White	31.3	19.8	7.9	41.0
	Non-Hispanic Black	26.9	25.3	7.1	40.7
	Hispanic	23.7	18.8	7.3	50.2
	Children ages 0-10	NA	NA	NA	NA
	Children ages 11-15	31.2	18.8	3.9	46.1
	Adults ages 16-64	29.4	20.9	7.2	42.5
	Adults ages 65 and over	22.7	23.2	8.4	45.7

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. Program spells are defined as those starting during the 2001 SIPP panel. For certain age categories, data are not available (NA) because of insufficient sample size. Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total for all persons but are not shown separately.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

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

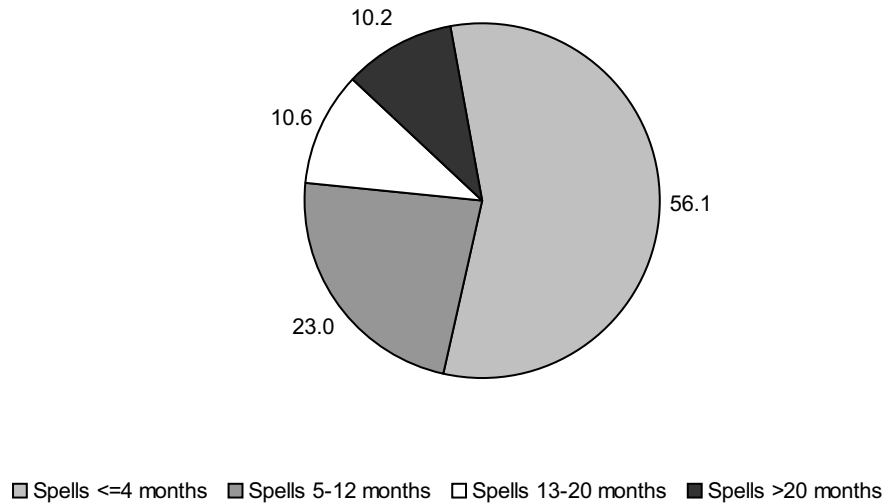
Period	Program	Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
1992 – 1994	AFDC	30.4	24.7	10.5	34.4
	Food Stamps	33.4	24.9	10.2	31.5
	SSI	25.7	8.9	4.8	60.6
1993 – 1995	AFDC	30.7	25.4	12.5	31.4
	Food Stamps	33.1	26.8	10.1	30.0
	SSI	24.0	7.9	4.7	63.4
1996 – 1999	AFDC/TANF	46.6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

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. Program spells are defined as those starting during the 2001 SIPP panel.

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

INDICATOR 8. Welfare Spell Duration with No Labor Force Attachment

Figure IND 8. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during the 2001 – 2003 Period by Length of Spell



Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. TANF spells with no family labor force attachment are defined as those spells starting during the 2001 SIPP panel for persons who received TANF and lived in families with no labor force participants in each month.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

- Figure IND 8 shows the percentage of TANF spells with no family labor force attachment for persons entering the TANF program between 2001 and 2003 by length of spell.
- Welfare spells with no family labor force attachment are measured as consecutive months that a person received TANF benefits and lived in a family with no labor force participants. Welfare spells with no family labor force attachment may end when a person leaves the TANF program or when a person remains on TANF but at least one person in the family enters the labor market.
- Fifty-six (56.1) percent of welfare spells with no family labor force attachment lasted less than four months as measured in the SIPP.
- Table IND 8a shows the percentage of TANF spells with no family labor force attachment by spell length for different demographic groups. The percentage of spells ending in four months or less was larger for Non-Hispanic Whites (61.2 percent) than it was for Non-Hispanic Blacks (52.8 percent) and Hispanics (59.9 percent).

Table IND 8a. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during the 2001 – 2003 Period by Length of Spell and Selected Characteristics

	Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
All Persons	56.1	23.0	10.6	10.2
Racial/Ethnic Categories				
Non-Hispanic White	61.2	20.2	13.5	5.1
Non-Hispanic Black	52.8	25.7	4.5	17.0
Hispanic	59.9	21.1	12.8	6.2
Age Categories				
Children ages 0-15	53.7	23.8	11.4	11.1
Adults ages 16-64	59.7	22.1	9.4	8.9

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. TANF spells with no family labor force attachment are defined as those spells starting during the 2001 SIPP panel for persons who received TANF and lived in families with no labor force participants in each month.

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

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

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

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

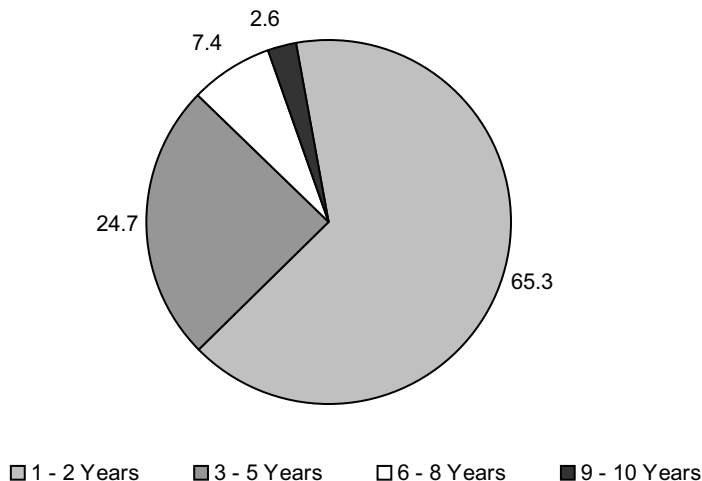
Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. TANF spells with no family labor force attachment are defined as those spells starting during the 2001 SIPP panel for persons who received TANF and lived in families with no labor force participants in each month.

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

- Table IND 8b shows the percentage of TANF spells with no family labor force attachment for persons entering the program during selected periods by spell length. In the early 2000s, 56.1 percent of TANF spells with no family labor force attachment ended within four months and 79.1 percent ended within a year.
- The percentage of spells with no family labor force attachment lasting more than 20 months was higher in the early 1990s than in the early 2000s (22.5 percent compared to 10.2 percent, respectively).
- Indicators 7 and 8 provide similar information; however, the percentages of spell lengths differ because the two indicators are computed differently. Indicator 7 shows spells for *all* recipients while Indicator 8 restricts welfare spells to recipients in families without any labor force participants. This difference results in a higher percentage of spells longer than 20 months in Indicator 7, where TANF and employment may be combined and compared to Indicator 8 where no one in the family may be in the labor force.

INDICATOR 9. Long Term Receipt

Figure IND 9. Percentage of AFDC/TANF Recipients by Years of Receipt during the 1995 – 2004 Period



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

Source: Unpublished tabulations from the Panel Study of Income Dynamics, public release data files, 1996-2005.

- Figure IND 9 shows the percentage of AFDC/TANF recipients by years of receipt between 1995 and 2004. Among all persons receiving AFDC/TANF at some point within the ten-year period, 65.3 percent received assistance in only one or two of these years. In contrast, 2.6 percent received assistance in 9 or 10 of the years.
- Table IND 9 shows the percentage of AFDC/TANF recipients with varying years of receipt across three ten-year time periods by demographic characteristics. Long spells of welfare receipt were more common in earlier time periods than they were in later time periods. For example, for the 1975 - 1984 time period, 14.6 percent of AFDC recipients received benefits in at least 9 of the 10 years as compared to 2.6 percent of AFDC/TANF recipients for the 1995 – 2004 time period.
- Short spells of TANF were more prevalent in the 1995 to 2004 period compared to earlier periods. Between 1995 and 2004, 65.3 percent of TANF recipients received benefits in only one or two years compared to 44.5 percent in the 1985 to 1994 period and 46.2 percent in the 1975 to 1984 period.
- Among child recipients, for the 1975 – 1984 time period, 36.3 percent of children birth to age 5 lived in families that received AFDC/TANF in only 1 or 2 of the years as compared to 66.3 percent for the 1995 – 2004 time period.
- Among racial groups, the percentage of Non-Hispanic Black recipients receiving TANF benefits in only one or two years during a ten-year period increased by 25.6 percentage points between the 1975 to 1984 period and the 1995 to 2004 period. In comparison, this same percentage for Non-Hispanic White recipients increased by 15.8 percentage points across the same two time periods.

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

All Persons	All Recipients			Child Recipients Ages 0-5		
	1975-1984	1985-1994	1995-2004	1975-1984	1985-1994	1995-2004
Years received AFDC/TANF						
1-2 years	46.2	44.5	65.3	36.3	32.1	66.3
3-5 years	24.4	27.1	24.7	24.5	28.1	19.5
6-8 years	14.8	17.9	7.4	16.5	21.0	12.6
9-10 years	14.6	10.5	2.6	22.6	18.9	1.7
Non-Hispanic Whites	All Recipients			Child Recipients Ages 0-5		
	1975-1984	1985-1994	1995-2004	1975-1984	1985-1994	1995-2004
Years received AFDC/TANF						
1-2 years	55.1	50.1	70.9	44.7	41.9	67.7
3-5 years	20.8	27.7	22.5	19.1	28.1	17.0
6-8 years	12.4	17.7	6.6	13.9	22.7	14.6
9-10 years	11.8	4.6	0.0	22.4	7.3	0.6
Non-Hispanic Blacks	All Recipients			Child Recipients Ages 0-5		
	1975-1984	1985-1994	1995-2004	1975-1984	1985-1994	1995-2004
Years received AFDC/TANF						
1-2 years	32.6	38.0	58.2	24.1	21.6	63.2
3-5 years	29.5	25.9	27.6	32.4	28.1	24.8
6-8 years	18.9	18.5	8.4	20.5	19.2	8.1
9-10 years	19.0	17.6	5.9	23.0	31.1	3.9

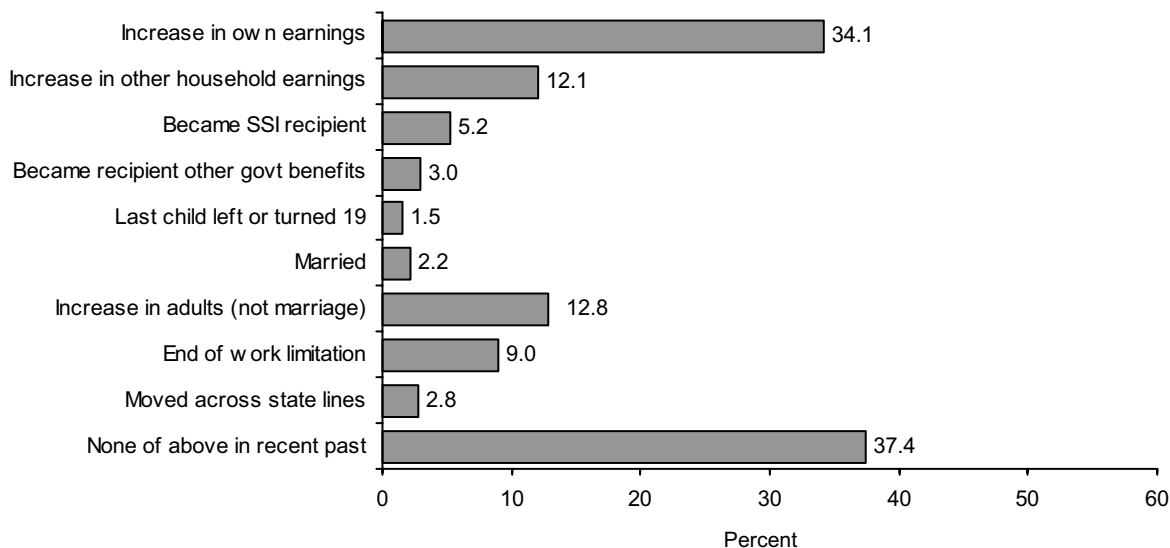
Note: The base for the percentages consists of mothers who received at least \$1 of AFDC/TANF in any year in the ten-year period. Child recipients are defined by age in the first year of the 10-year period. This indicator measures years of reciprocity over the specified ten-year time periods and does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

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

Source: Unpublished tabulations from the Panel Study of Income Dynamics, public release data files, 1976-2005, and unreleased data from 2003-2005

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

Figure IND 10a. Events Associated with Single Mother TANF Exits during the 2001-2003 Period



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

Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2004.

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

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

- Figure IND 10a shows events associated with single mother TANF exits during the 2001 – 2003 time period. Welfare exits were most often associated with an increase in recipient earnings. Thirty-four (34.1) percent of welfare spells that ended during the 2001 to 2003 time period were associated with an increase in the recipient's earnings. Twelve (12.1) percent of welfare exits were associated with an increase in the earnings of other household members.
- Table IND 10a shows the events associated with welfare exits among single mother recipients for selected years. Exits associated with an increase in recipient earnings have decreased over time. For the 1993 – 1995 time period, 54.8 percent of exits were associated with an increase in recipient earnings yet for the 2001 - 2003 time period, 34.1 percent were associated with increases in recipient earnings¹.
- Thirty-seven percent of welfare exits during the 2001 – 2003 time period were not associated with any of the events listed above within the time period observed.

¹The percentage point difference between the two time periods in exits associated with increases in earnings may be related to the larger share of the welfare caseload combining welfare and work. Some recipients with welfare exits in more recent years may have experienced increases in earnings before the 5- to 8-month time period used to observe "associated" events.

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

	Spell Ended 1993-1995	Spell Ended 1996-1999	Spell Ended 2001-2003
Increase in own earnings	54.8	44.6	34.1
Increase in other household earnings	10.3	11.9	12.1
Became SSI recipient	1.6	5.9	5.2
Became recipient of other government benefits	2.2	2.6	3.0
Last child left or turned 19	5.6	2.4	1.5
Married	5.4	2.1	2.2
Increase in number of adults (not marriage)	17.6	12.4	12.8
Ended work limitation	3.0	10.9	9.0
Moved across state lines	2.4	1.4	2.8
None of above in recent past	24.0	31.1	37.4

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

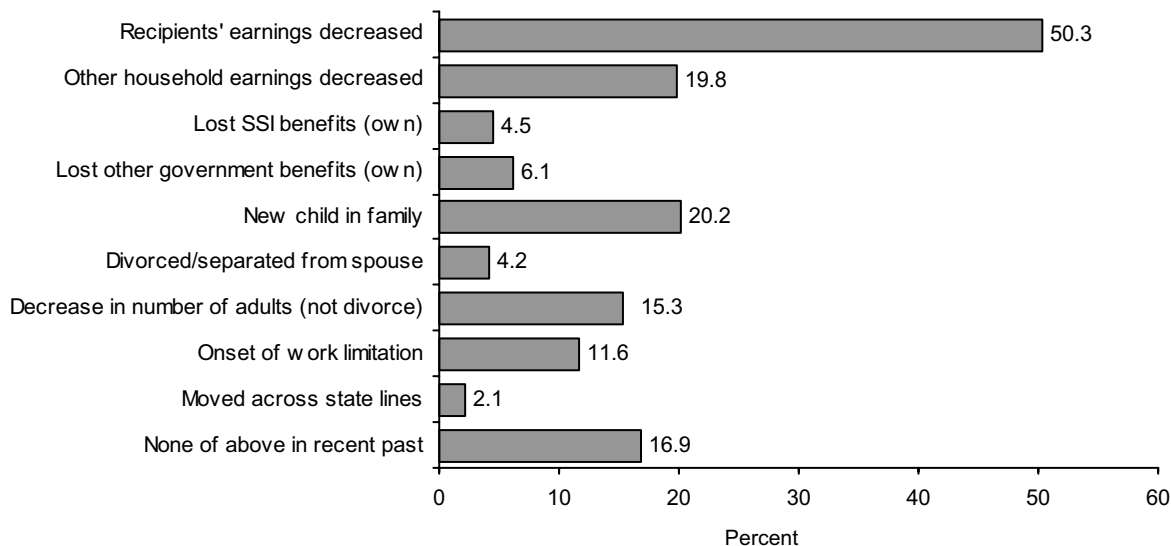
Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2004.

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

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

- Welfare exits associated with changes in household composition have also decreased over time. For the 1993 – 1995 time period, 5.6 percent of welfare exits were related to the last child in a household leaving home or turning 19 years old as compared to 1.5 percent for the 2001 – 2003 time period. Welfare exits associated with marriage also declined over the two time periods. For the 1993 – 1995 time period, 5.4 percent of exits were related to marriage, for the 2001 – 2003 time period, the rate was 2.2 percent.
- Thirty-seven (37.4) percent of welfare exits were not associated with any of the events listed above within the time period observed.

Figure IND 10b. Events Associated with Single Mother TANF Entries during the 2001-2003 Period



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

Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2004.

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

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

- Figure IND 10b shows the events associated with the beginning of TANF spells among single mother recipients in the 2001 – 2003 time period. A decrease in earnings was the most common event associated with welfare entries. For spells beginning between 2001 and 2003, 50.3 percent were associated with a decrease in the recipient's earnings and 20.0 percent were associated with a decrease in the earnings of other household members.
- Changes in household composition also were associated with the beginning of welfare spells. Twenty (20.2) percent of welfare entries were associated with a new child joining the family while 4.2 percent of welfare entries were associated with divorce or separation.
- Seventeen (16.9) percent of welfare entries were not associated with any of the events listed above within the time period observed.

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

	Spell Began 1993-1995	Spell Began 1996-1999	Spell Began 2001-2003
Recipients' earnings decreased	57.1	52.6	50.3
Other household earnings decreased	24.0	21.0	19.8
Lost SSI benefits (own)	1.4	5.1	4.5
Lost other government benefits (own)	8.1	5.1	6.1
New child in family	22.0	17.1	20.2
Divorced/separated from spouse	8.7	6.7	4.2
Decrease in number of adults (not divorce)	19.2	17.6	15.3
Onset of work limitation	7.2	10.9	11.6
Moved across state lines	1.7	1.4	2.1
None of above in recent past	8.8	14.1	16.9

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

Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income Dynamics (PSID). Thus, the estimates shown above are not comparable to estimates reported in volumes prior to 2004.

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

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

- Table IND 10b shows the events associated with the beginning of welfare spells among single mother recipients by selected time periods.
- For the 1993 – 1995 time period, 57.1 percent of AFDC spell entries were associated with a decrease in recipient earnings. The percentage was 50.3 percent for the 2001 – 2003 time period.
- A decrease in other household members' earnings also was related to the beginning of welfare spells. For the 1993 – 1995 time period, 24.0 percent of welfare entries were associated with a decrease in other household members' earnings. For the 2001 – 2003 time period, 19.8 percent of welfare entries were associated with a decrease in other household members' earnings.

Chapter III. Predictors and Risk Factors Associated with Welfare Receipt

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

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

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

Economic Security Risk Factors (ECON)

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

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

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

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

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

Employment and Work-Related Risk Factors (WORK)

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

Employment and earnings provide many families with an escape from dependence. It is important, therefore, to look both at overall labor force attachment (WORK 1), and at employment and earnings for

those with low education levels (WORK 2 and WORK 3). The economic condition of the low-skill labor market is a key predictor of the ability of men and women to support families without receiving means-tested assistance.

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

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

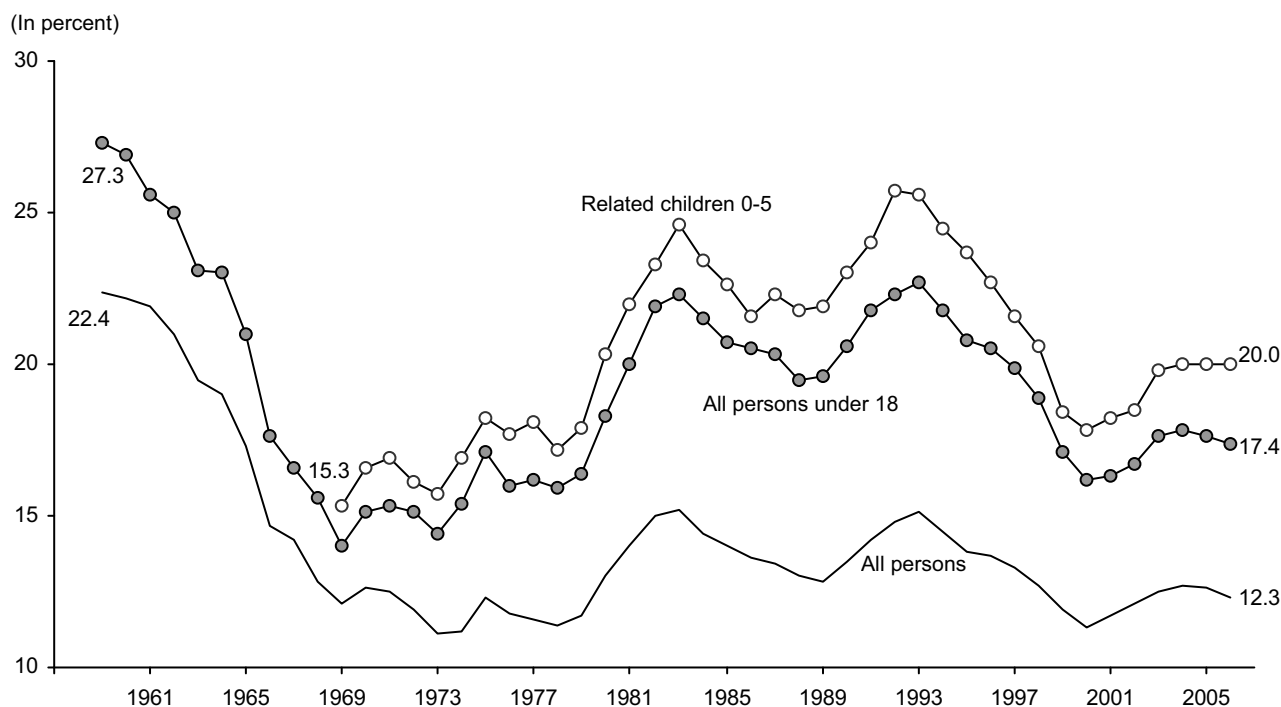
Nonmarital Birth Risk Factors (BIRTH)

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

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

ECONOMIC SECURITY RISK FACTOR 1. Poverty Rates

Figure ECON 1. Percentage of Persons in Poverty by Age: 1959-2006



Note: Last data point is 2006. All persons under 18 include related children (own children, including stepchildren and adopted children, plus all other children in the household who are related to the householder by birth, marriage, or adoption), unrelated individuals under 18 (persons who are not living with any relatives), and householders or spouses under age 18.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

- Figure ECON 1 shows the percentage of persons in poverty by age from 1959 to 2006. The official poverty rate was 12.3 percent in 2006. The percentage of persons living in poverty in 2006 was lower than poverty rates during all of the 1980s and most of the 1990s.
- Children under 18 had a poverty rate of 17.4 percent in 2006. As in past years, the child poverty rate is higher than the overall poverty rate.
- Table ECON 1 shows the percentage of persons in poverty by age and family type for selected years.
- The poverty rate for the elderly (persons ages 65 and over) was 9.4 percent and the poverty rate for other adults (persons ages 18 to 64) was 10.8 percent in 2006.
- Related children from birth to age five have had the highest poverty rate among all age groups throughout the 1980s, 1990s, and into the 2000s. In 2006, 20.0 percent of related children from birth to age 5 lived below the poverty line.
- The poverty rates for persons in both married-couple families and female-headed families have decreased over time. In 1959, 18.2 percent of persons in married-couple families and 49.4 percent of persons in female-headed families were poor. By 2006, 5.7 percent of persons in married-couple families and 30.5 percent of persons in female-headed families were poor.

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

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

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

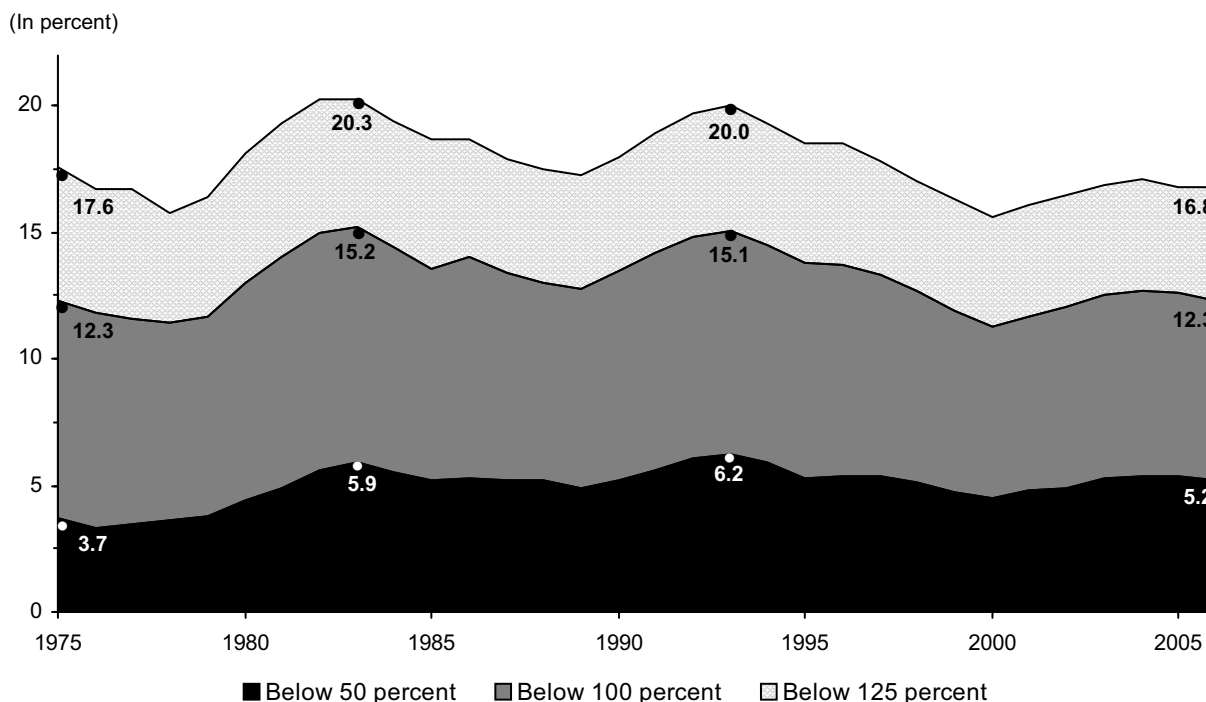
In 1959-1987, persons in married-couple families include a small number of persons in male-headed families with no spouse present. In 1988, the first year for which we have separate data for these families, poor persons in male-headed families with no spouse present comprised just over 8 percent of the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

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

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

ECONOMIC SECURITY RISK FACTOR 2. Deep Poverty Rates

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



Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

- Figure ECON 2 shows the percentage of the population below 50, 100, and 125 percent of the poverty level over time. The percentage of the population in "deep poverty" (with incomes below 50 percent of the federal poverty level) was 5.2 percent in 2006, compared to an overall poverty rate of 12.3 percent.
- The percentage of people below 50 percent of the poverty level rose in the late 1970s and early 1980s to 5.9 percent, and then after falling, rose to a second peak of 6.2 percent in 1993. The rates for 100 percent and 125 percent of the poverty level followed a somewhat similar pattern with more pronounced peaks and valleys.
- Five (4.5) percent of the population was "near-poor;" they had incomes at or above 100 percent but below 125 percent of the federal poverty level in 2006.
- Over the past two decades, the proportion of the poverty population in "deep poverty" has increased. From a low of 28 percent of the poverty population in 1976, this population rose to just over 42 percent in 2006.
- Table ECON 2 shows the number and percentage of the population below 50, 75, and 125 percent of the poverty level for selected years. In general, the percentage of the population with incomes below 50 percent of the poverty level has followed a pattern that reflects the trend in the overall poverty rate.
- The total number of poor people in 2006 was 36.5 million. This number was 2.8 million lower than the recent peak of 39.3 million in 1993.

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

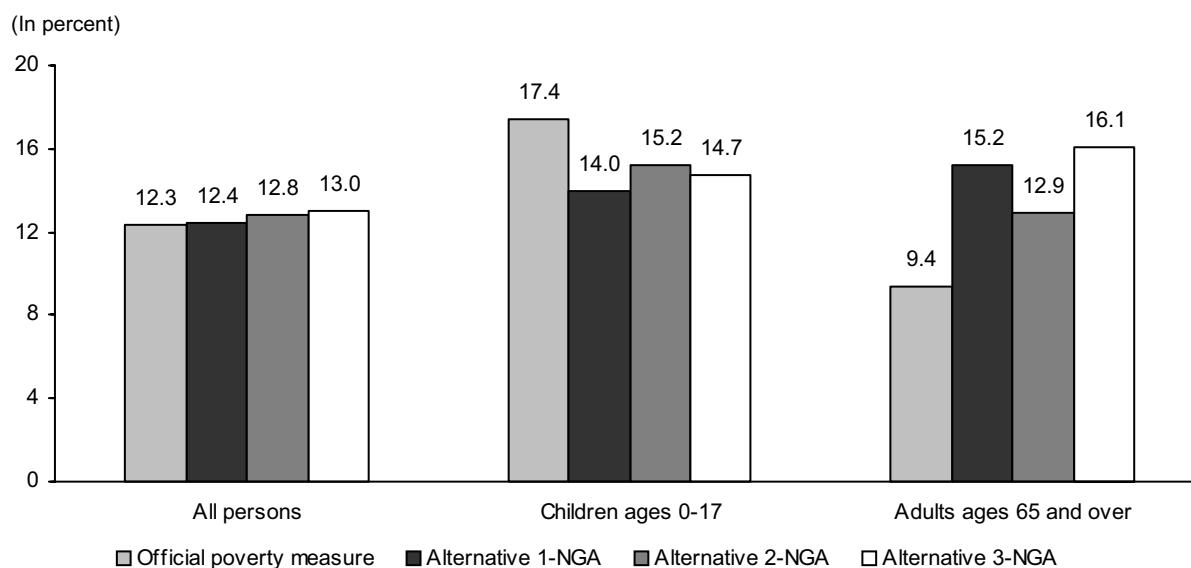
Year	Total Population (thousands)	Below 50 Percent		Below 75 Percent		Below 100 Percent		Below 125 Percent	
		Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1959	176,600	NA	NA	NA	NA	39,500	22.4	54,900	31.1
1961	181,300	NA	NA	NA	NA	39,600	21.9	54,300	30.0
1963	187,300	NA	NA	NA	NA	36,400	19.5	50,800	27.1
1965	191,400	NA	NA	NA	NA	33,200	17.3	46,200	24.1
1967	195,700	NA	NA	NA	NA	27,800	14.2	39,200	20.0
1969	199,500	NA	NA	14,600	7.3	24,100	12.1	34,700	17.4
1971	204,600	NA	NA	NA	NA	25,600	12.5	36,500	17.8
1973	208,500	NA	NA	NA	NA	23,000	11.1	32,800	15.8
1975	210,900	7,700	3.7	15,400	7.3	25,900	12.3	37,100	17.6
1976	212,300	7,000	3.3	14,900	7.0	25,000	11.8	35,500	16.7
1977	213,900	7,500	3.5	15,000	7.0	24,700	11.6	35,700	16.7
1978	215,700	7,700	3.6	14,900	6.9	24,500	11.4	34,100	15.8
1979	222,900	8,600	3.8	16,300	7.3	26,100	11.7	36,600	16.4
1980	225,000	9,800	4.4	18,700	8.3	29,300	13.0	40,700	18.1
1981	227,200	11,200	4.9	20,700	9.1	31,800	14.0	43,800	19.3
1982	229,400	12,800	5.6	23,200	10.1	34,400	15.0	46,600	20.3
1983	231,700	13,600	5.9	23,600	10.2	35,300	15.2	47,000	20.3
1984	233,800	12,800	5.5	22,700	9.7	33,700	14.4	45,400	19.4
1985	236,600	12,400	5.2	22,200	9.4	33,100	13.6	44,200	18.7
1986	238,600	12,700	5.3	22,400	9.4	32,400	14.0	44,600	18.7
1987	241,000	12,500	5.2	21,700	9.0	32,200	13.4	43,100	17.9
1988	243,500	12,700	5.2	21,400	8.8	31,700	13.0	42,600	17.5
1989	246,000	12,000	4.9	20,700	8.4	31,500	12.8	42,600	17.3
1990	248,600	12,900	5.2	22,600	9.1	33,600	13.5	44,800	18.0
1991	251,200	14,100	5.6	24,400	9.7	35,700	14.2	47,500	18.9
1992	256,500	15,500	6.1	26,200	10.2	38,000	14.8	50,500	19.7
1993	259,300	16,000	6.2	27,200	10.5	39,300	15.1	51,900	20.0
1994	261,600	15,400	5.9	26,400	10.1	38,100	14.5	50,500	19.3
1995	263,700	13,900	5.3	24,500	9.3	36,400	13.8	48,800	18.5
1996	266,200	14,400	5.4	24,800	9.3	36,500	13.7	49,300	18.5
1997	268,500	14,600	5.4	24,200	9.0	35,600	13.3	47,800	17.8
1998	271,100	13,900	5.1	23,000	8.5	34,500	12.7	46,000	17.0
1999	276,200	12,900	4.7	21,800	7.9	32,800	11.9	45,000	16.3
2000	278,900	12,600	4.5	20,500	7.4	31,100	11.3	43,600	15.6
2001	281,500	13,400	4.8	22,000	7.8	32,900	11.7	45,300	16.1
2002	285,300	14,100	4.9	23,100	8.1	34,600	12.1	47,100	16.5
2003	287,700	15,300	5.3	24,500	8.5	35,900	12.5	48,700	16.9
2004	290,600	15,700	5.4	25,000	8.6	37,000	12.7	49,700	17.1
2005	293,100	15,900	5.4	25,200	8.6	37,000	12.6	49,300	16.8
2006	296,500	15,400	5.2	25,200	8.5	36,500	12.3	49,700	16.8

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

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233, and data published online at <http://www.census.gov/hhes/www/poverty.html>.

ECONOMIC SECURITY RISK FACTOR 3. Experimental Poverty Measures

Figure ECON 3. Percentage of Persons in Poverty Using Various Experimental Poverty Measures by Age: 2006



Note: These measures use versions of 1999 CE-based poverty thresholds that are adjusted for inflation using the CPI-U.

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

Source: U.S. Census Bureau, "Alternative Poverty Estimates Based on National Academy of Sciences Recommendations, by Geographic and Inflationary Adjustments," available online at http://www.census.gov/hhes/www/povmeas/altmeas06/nas_measures_2005_2006_comparison.xls, and unpublished CPS data from the U.S. Census Bureau.

- Figure ECON 3 shows the percentage of persons in poverty using various experimental poverty measures by age in 2006. Three experimental measures of poverty (developed by the U.S. Census Bureau in response to the recommendation of a 1995 panel of the National Academy of Sciences) yield poverty rates that are similar to the official poverty measure overall, but differ by age and other characteristics.
- Experimental measures generally show lower poverty rates among children than the official measure, partly because they take into account non-cash benefits that many children receive. Conversely, experimental measures show higher rates of poverty among the elderly than the official measure, in part due to taking into account certain out-of-pocket health costs for these measures.
- All three alternative measures shown in Figure ECON 3 are versions that do not take into account geographic adjustments for housing costs (NGA); there also are versions that do take into account those geographic adjustments (GA), as shown in Tables ECON 3a and 3b.

Table ECON 3a. Percentage of Persons in Poverty Using Various Experimental Poverty Measures by Selected Characteristics: 2006

	No Geographic Adjustment				Geographic Adjustment		
	Official	Alternative 1 (MSI-NGA)	Alternative 2 (MIT-NGA)	Alternative 3 (CMB-NGA)	Alternative 1 (MSI-GA)	Alternative 2 (MIT-GA)	Alternative 3 (CMB-GA)
All Persons	12.3	12.4	12.8	13.0	12.2	12.6	12.9
Racial/Ethnic Categories							
Non-Hispanic White	8.2	9.0	9.1	9.5	8.4	8.4	8.8
Non-Hispanic Black	24.1	21.6	22.4	22.5	20.4	21.1	21.5
Hispanic	20.6	19.6	21.0	20.5	21.9	23.7	23.4
Age Categories							
Children ages 0-17	17.4	14.0	15.2	14.7	13.9	15.0	14.7
Adults ages 18-64	10.8	11.2	11.8	11.7	11.1	11.7	11.7
Adults ages 65 and over	9.4	15.2	12.9	16.1	14.7	12.5	15.5

Note: These measures use versions of 1999 CE-based poverty thresholds that are adjusted for inflation using the CPI-U.

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

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

Source: U.S. Census Bureau, "Alternative Poverty Estimates Based on National Academy of Sciences Recommendations, by Geographic and Inflationary Adjustments," available online at http://www.census.gov/hhes/www/povmeas/altmeas06/nas_measures_2005_2006_comparison.xls, and unpublished CPS data from the U.S. Census Bureau.

Table ECON 3b. Percentage of Persons in Poverty Using Various Experimental Poverty Measures: 1999-2006

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

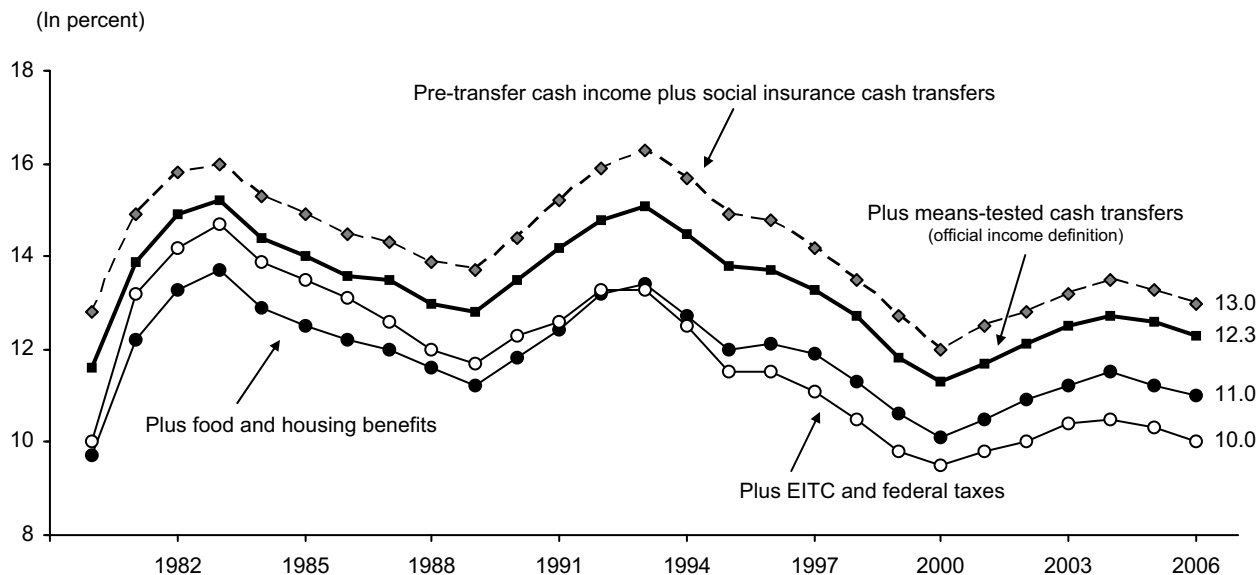
Note: These measures use versions of 1999 CE-based poverty thresholds that are adjusted for inflation using the CPI-U.

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

Source: U.S. Census Bureau, "Alternative Poverty Estimates Based on National Academy of Sciences Recommendations, by Geographic and Inflationary Adjustments," available online at http://www.census.gov/hhes/www/povmeas/altmeas06/nas_measures_2005_2006_comparison.xls, and unpublished CPS data from the U.S. Census Bureau.

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

Figure ECON 4. Percentage of Total Population in Poverty with Various Means-Tested Transfers Counted as Income: 1979-2006



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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1980-2007, analyzed by the Congressional Budget Office.

- Figure ECON 4 shows the percentage of the population in poverty with various means-tested transfers counted as income for the years 1979 to 2006. The official poverty rate – using the official income definition, which includes means-tested cash transfers (primarily TANF and SSI) in addition to pre-transfer cash income and social insurance cash transfers – was 12.3 percent in 2006. Without cash welfare, the 2006 poverty rate would be 13.0 percent.
- Adding non-cash, means-tested transfers to the official income definition has the effect of lowering the percentage of people with incomes below the official poverty line. Including the value of food and housing benefits in total income would reduce the poverty rate to 11.0 percent in 2006.
- When income is defined to include the Earned Income Tax Credit (EITC) and the effect of federal taxes, the percentage of people in poverty would decrease to 10.0 percent in 2006. Federal taxes and the EITC have had the net effect of reducing poverty rates following the EITC expansions in 1993 and 1995.
- Table ECON 4 shows the percentage of the population in poverty with various means-tested transfers counted as income for selected years. The combined effect of means-tested cash transfers, food and housing benefits, the EITC, and federal taxes was to reduce the poverty rate in 2006 by 3 percentage points. Net reductions in poverty rates were smaller during the 1981 to 1982 recession, and higher in the mid-1990s, largely due to expansions in the EITC.

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

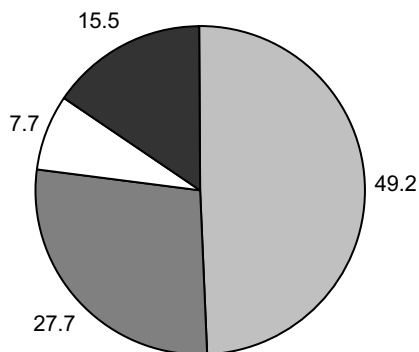
	1979	1983	1986	1989	1992	1995	1998	2000	2002	2005	2006
Pre-transfer cash income plus social insurance cash transfers	12.8	16.0	14.5	13.8	15.6	14.9	13.5	12.0	12.8	13.3	13.0
Plus means-tested cash transfers	11.6	15.2	13.6	12.8	14.5	13.8	12.7	11.3	12.1	12.6	12.3
Plus food and housing benefits	9.7	13.7	12.2	11.2	12.9	12.0	11.3	10.1	10.9	11.2	11.0
Plus EITC and federal taxes	10.0	14.7	13.1	11.8	13.0	11.5	10.4	9.5	10.0	10.3	10.0
Reduction in poverty rate	2.8	1.3	1.4	2.0	2.6	3.4	3.1	2.5	2.8	3.0	3.0

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1980-2007, analyzed by the Congressional Budget Office.

ECONOMIC SECURITY RISK FACTOR 5. Poverty Spells

Figure ECON 5. Percentage of Poverty Spells for Persons Entering Poverty during the 2001 – 2003 Period by Length of Spell



□ Spells <= 4 months ■ Spells 5-12 months □ Spells 13-20 months ■ Spells > 20 months

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed.

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

- Figure ECON 5 shows the percentage of poverty spells that are of various lengths for persons who became poor during the 2001 to 2003 period. Nearly half (49.2 percent) of poverty spells that began between 2001 and 2003 ended within 4 months. More than three-quarters (76.9 percent) of poverty spells during this period ended within one year while 15.5 percent of spells lasted more than 20 months.
- Table ECON 5a shows the percentage of poverty spells for persons entering poverty during the 2001 to 2003 period by length of spell and demographic characteristics.
- Among racial and ethnic groups, a larger percentage of Non-Hispanic Whites had short spells of poverty (52.3 percent) than Non-Hispanic Blacks (42.1 percent) or Hispanics of any race (45.7 percent). For poverty spells greater than 20 months, a larger percentage of Non-Hispanic Blacks had longer poverty spells (21.1 percent) compared to Non-Hispanic Whites (13.5 percent) and Hispanics of any race (16.8 percent).
- Among age categories, the difference in the percentage of poverty spells among adults 65 years or older and other adults is notable. Twenty-one (21.2) percent of adults ages 65 years and over had poverty spells that lasted more than 20 months as compared to 14.4 percent of women ages 16 to 64 and 12.1 percent of men ages 16 to 64.

Table ECON 5a. Percentage of Poverty Spells for Persons Entering Poverty during the 2001-2003 Period by Length of Spell and Selected Characteristics

	Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
All Persons	49.2	27.7	7.7	15.5
Racial/Ethnic Categories				
Non-Hispanic White	52.3	27.1	7.1	13.5
Non-Hispanic Black	42.1	27.4	9.4	21.1
Hispanic	45.7	29.7	7.8	16.8
Age Categories				
Children ages 0-5 years	48.0	29.6	8.3	14.2
Children ages 6-10 years	48.0	28.5	7.7	15.8
Children ages 11-15 years	50.3	27.8	8.5	13.4
Women ages 16-64 years	49.4	28.6	7.6	14.4
Men ages 16-64 years	52.0	28.3	7.6	12.1
Adults ages 65 years and over	47.7	23.7	7.4	21.2

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed.

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

Source: Unpublished tabulations from the Survey of Income and Program Participation, 2001 panel.

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

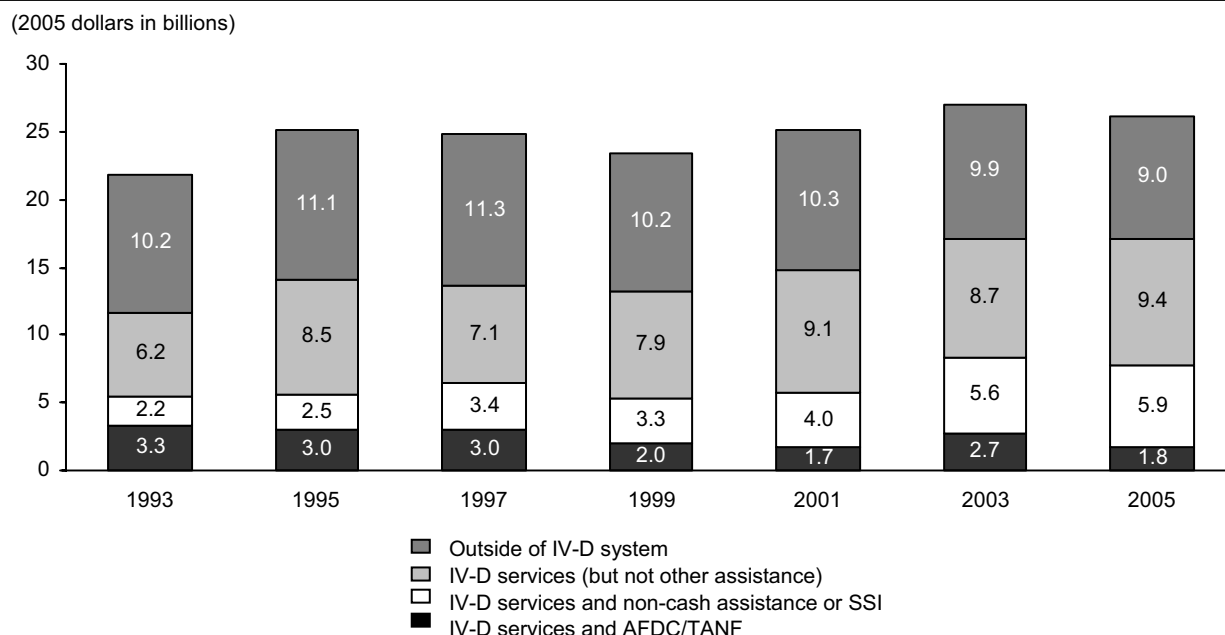
	Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
1993 – 1995	47.3	28.1	8.9	15.7
1996 – 1999	51.3	29.0	8.3	11.4
2001 – 2003	49.2	27.7	7.7	15.5

Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed.

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

ECONOMIC SECURITY RISK FACTOR 6. Child Support

Figure ECON 6. Percentage of Families Receiving Child Support Collections by Receipt of IV-D Services and Other Public Assistance: 1993-2005



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

Source: Unpublished tabulations from the Current Population Survey, Child Support Supplement, 1994-2006.

- Figure ECON 6 shows the percentage of all families that receive child support collections by receipt of title IV-D services and other public assistance between 1993 and 2005. Title IV-D of the Social Security Act authorizes state programs to assist custodial parents in establishing paternity and child support awards, and collecting child support payments. The total amount of child support received by custodial parents through the IV-D system in 2005 was \$17.2 billion (constant 2005 dollars) or 65.9 percent of all child support payments received by custodial parents.
- In total for 2005, custodial parents reported receiving \$26.1 billion in child support payments from non-resident parents.¹ Total child support collections have increased by 19.2 percent since 1993, after adjusting for inflation.
- Table ECON 6 shows greater detail on child support collections by receipt of IV-D services and other assistance. Child support payments received through IV-D by custodial parents who also received AFDC/TANF cash assistance, declined from \$3.3 billion (constant 2005 dollars) in 1993 to \$1.8 billion in 2005.²
- Child support payments to custodial parents who did not receive TANF but received another form of public assistance (food stamps, SSI, Medicaid or housing assistance) increased from \$2.2 billion (in constant 2005 dollars) to \$5.9 billion between 1993 and 2005. This group of custodial parents includes former TANF recipients as well as those eligible for cash assistance. The increased collections for this group offset the decline in payments to TANF families.

¹ This amount represents current year support received for a twelve-month period and does not include amounts paid for prior periods (arrearages) or amounts retained by the federal and state governments to recoup welfare costs.

² The decline partly reflects the decrease in AFDC/TANF caseloads. Also, some states no longer "pass-through" any child support payments to custodial parents receiving TANF. Prior to the enactment of PRWORA in 1996, states were required to pass-through the first \$50 of any child support collected.

Table ECON 6. Percentage of Families Receiving Child Support Collections by Receipt of IV-D Services and Other Assistance: 1993-2005

	Collections						
	1993	1995	1997	1999	2001	2003	2005
Receiving Title IV-D Child Support Services and:	(Billions of current dollars)						
AFDC/TANF	2.5	2.4	2.5	1.7	1.5	2.6	1.8
Food Stamps, SSI, Medicaid or Housing	1.7	2.0	2.8	2.9	3.7	5.3	5.9
Child Support Services Only	4.7	6.7	5.9	6.7	8.3	8.3	9.4
Subtotal Families Receiving IV-D Services	8.8	11.1	11.2	11.3	13.5	16.2	17.2
Not Receiving IV-D Child Support Services	7.7	8.8	9.3	8.8	9.4	9.4	9.0
Total Families	16.5	19.9	20.6	20.1	22.9	25.6	26.1
Receiving Title IV-D Child Support Services and:	(Billions of constant 2005 dollars)						
AFDC/TANF	3.3	3.0	3.0	2.0	1.7	2.7	1.8
Food Stamps, SSI, Medicaid or Housing	2.2	2.5	3.4	3.3	4.0	5.6	5.9
Child Support Services Only	6.2	8.5	7.1	7.9	9.1	8.7	9.4
Subtotal Families Receiving IV-D Services	11.7	14.0	13.6	13.2	14.8	17.1	17.2
Not Receiving IV-D Child Support Services	10.2	11.1	11.3	10.2	10.3	9.9	9.0
Total Families	21.9	25.2	24.8	23.4	25.1	27.0	26.1
Receiving Title IV-D Child Support Services and:	(In percent)						
AFDC/TANF	15.0	12.0	12.3	8.4	6.6	10.1	6.9
Food Stamps, SSI, Medicaid or Housing	10.1	9.9	13.6	14.3	16.0	20.9	22.8
Child Support Services Only	28.3	33.8	28.7	33.7	36.3	32.3	36.1
Subtotal Families Receiving IV-D Services	53.3	55.8	54.6	56.4	58.9	63.3	65.7
Not Receiving IV-D Child Support Services	46.7	44.2	45.4	43.6	41.1	36.7	34.3
Total Families	100	100	100	100	100	100	100

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

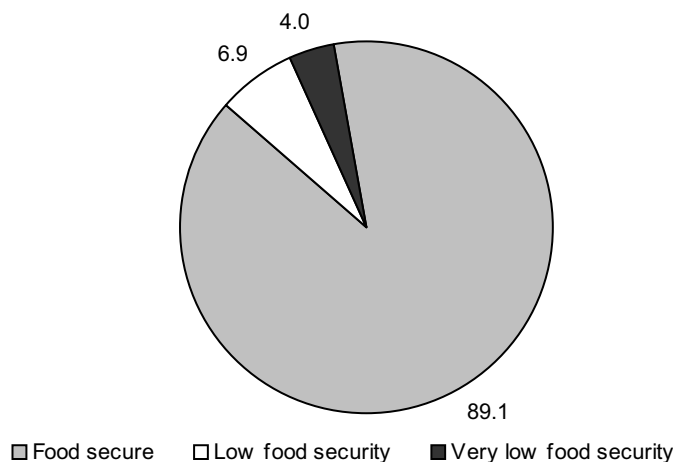
Families receiving SSI, food stamps, Medicaid or housing assistance are limited to families not receiving AFDC/TANF.

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

Source: Unpublished tabulations from the Current Population Survey, Child Support Supplement, 1994-2006.

ECONOMIC SECURITY RISK FACTOR 7. Food Insecurity

Figure ECON 7. Percentage of Households Classified by Food Security Status: 2006



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

Source: U.S. Department of Agriculture, Economic Research Service, *Household Food Security in the United States, 2006*.

- Figure ECON 7 shows the percentage of households that were food secure, had low food security, and had very low food security in 2006. The majority of U.S. households (89.1 percent) was food secure in 2006; that is, they showed little or no evidence of concern about food supply or reduction in food intake.
- Seven (6.9) percent of U.S. households experienced low food security and 4.0 percent were classified as having very low food security. Very low food security is defined as having reduced food intake and having normal eating patterns disrupted because of financial constraints.
- Table ECON 7a shows the percentage of households classified by food security status by selected demographic characteristics.
- For households by age categories, households with elderly were more food secure (94.0 percent) than were households with children under six (83.3 percent) or households with children under 18 (84.4 percent).
- There is a relationship between poverty and food security. Sixty-four (63.7) percent of poor households were food secure compared to 66.9 percent of households below 130 percent of the poverty level, 72.7 percent of households below 185 percent of the poverty level, and 92.9 percent of households at or above 185 percent of the poverty level.
- Married-couple households were less likely to experience food insecurity than female-headed households. Ten (10.1) percent of married-couple households were food insecure in 2006 compared to 30.4 percent of female-headed households.
- Table ECON 7b shows the percentage of households classified by food security status between 1998 and 2006. The percentage of households with food insecurity (both low and very low food insecurity) has fluctuated over time from a low of 10.1 percent in 1999 to a high of 11.9 percent in 2004.

Table ECON 7a. Percentage of Households Classified by Food Security Status and Selected Characteristics: 2006

	Food Secure	Food Insecurity		
		All	Low	Very Low
All Households	89.1	10.9	6.9	4.0
Racial/Ethnic Categories				
Non-Hispanic White	92.2	7.8	4.8	3.1
Non-Hispanic Black	78.2	21.8	13.8	8.0
Hispanic	80.5	19.5	13.8	5.7
Age Categories				
Households with children under 6	83.3	16.7	12.5	4.2
Households with children under 18	84.4	15.6	11.4	4.3
Households with elderly	94.0	6.0	4.1	1.8
Family Categories				
Married-couple households	89.9	10.1	8.0	2.1
Female-headed households	69.9	30.4	20.1	10.3
Male-headed households	83.0	17.0	12.7	4.2
Household Income-to-Poverty Ratio				
Under 1.00	63.7	36.3	21.5	14.8
Under 1.30	66.9	33.1	20.0	13.1
Under 1.85	72.7	27.3	16.6	10.7
1.85 and over	92.9	7.1	4.6	2.6

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

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

Source: U.S. Department of Agriculture, Economic Research Service, *Household Food Security in the United States, 2006*. Data are from the Current Population Survey, Food Security Supplement.

Table ECON 7b. Percentage of Households Classified by Food Security Status: 1998-2006

	Food Secure	Food Insecurity		
		All	Low	Very Low
1998	88.2	11.8	8.1	3.7
1999	89.9	10.1	7.1	3.0
2000	89.5	10.5	7.3	3.1
2001	89.3	10.7	7.4	3.3
2002	88.9	11.1	7.6	3.5
2003	88.8	11.2	7.7	3.5
2004	88.1	11.9	8.0	3.9
2005	89.0	11.0	7.0	3.9
2006	89.1	10.9	6.9	4.0

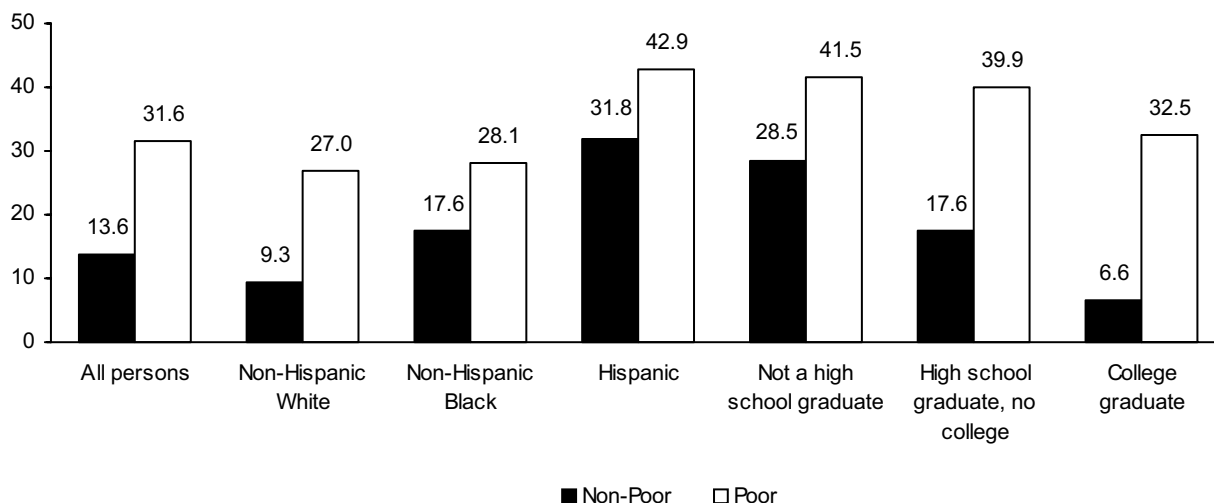
Note: Food secure households had consistent access to enough food for active, healthy lives for all household members at all times during the year. Households with low food security obtained enough food to avoid substantial disruptions in eating patterns and food intake, using a variety of coping strategies,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

Source: U.S. Department of Agriculture, Economic Research Service, *Household Food Security in the United States, 2006*.

ECONOMIC SECURITY RISK FACTOR 8. Lack of Health Insurance

Figure ECON 8. Percentage of Persons without Health Insurance by Poverty Status: 2006

(In percent)



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

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2007.

- Figure ECON 8 shows the percentage of persons without health insurance by race and ethnicity, educational attainment, and poverty status for 2006. Thirty-two (31.6) percent of poor persons were without health insurance as compared to 13.6 percent of non-poor persons.
- Among race and ethnic groups, poor Hispanics of any race had higher rates of being uninsured (42.9 percent) than did poor Non-Hispanic Whites (27.0 percent) and poor Non-Hispanic Blacks (28.1 percent).
- For non-poor persons, as education increases, the rate of being uninsured decreases. Twenty-nine (28.5) percent of the non-poor who were not high school graduates were uninsured compared to 17.6 percent of high school graduates, and 6.6 percent of college graduates.
- Among the poor, 41.5 percent of persons who were not high school graduates, 39.9 percent of high school graduates, and 32.5 percent of college graduates were uninsured.
- Table ECON 8 shows the percentage of persons without health insurance by poverty status and demographic characteristics. Across all demographic categories, poor persons were more likely than non-poor persons to be uninsured regardless of race and ethnicity, gender, educational attainment, age, or family category.
- For poor persons, 19.3 percent of children 17 years of age or less were without health insurance as compared to 51.3 percent of poor adults 25 to 34 years of age. The 25 to 34 year age category had the highest percentage of uninsured among poor persons.
- For non-poor persons, 10.0 percent of the children 17 years of age or less were without health insurance as compared to 26.2 percent of adults 18 to 24 years of age. The 18 to 24 year age category had the highest percentage of uninsured among non-poor persons.

Table ECON 8. Percentage of Persons without Health Insurance by Poverty Status and Selected Characteristics: 2006

	All Persons	Poor Persons	Non-Poor Persons
All Persons	15.8	31.6	13.6
Men	17.5	34.7	15.4
Women	14.2	29.2	11.8
Race and Ethnicity Categories			
Non-Hispanic White	10.8	27.0	9.3
Non-Hispanic Black	20.1	28.1	17.6
Hispanic	34.1	42.9	31.8
Educational Attainment Categories			
Not a high school graduate	31.5	41.5	28.5
High school graduate, no college	20.3	39.9	17.6
College graduate	7.7	32.5	6.6
Age Categories			
5 and under	11.3	17.0	9.7
6-11	11.1	19.0	9.3
12-17	12.7	22.6	10.8
17 and under	11.7	19.3	10.0
18-24	29.3	43.5	26.2
25-34	26.9	51.3	23.4
35-44	18.8	47.1	15.8
45-54	15.3	40.6	13.1
55-64	12.7	30.8	11.0
Under 65 years	17.8	34.3	15.4
65 years and over	1.5	5.1	1.1
Family Categories			
Persons in married-couple families	11.8	33.2	10.5
Persons in female-headed families	21.7	26.1	20.1
Persons in male-headed families	26.9	29.8	25.8
Unrelated persons	20.7	35.4	17.0

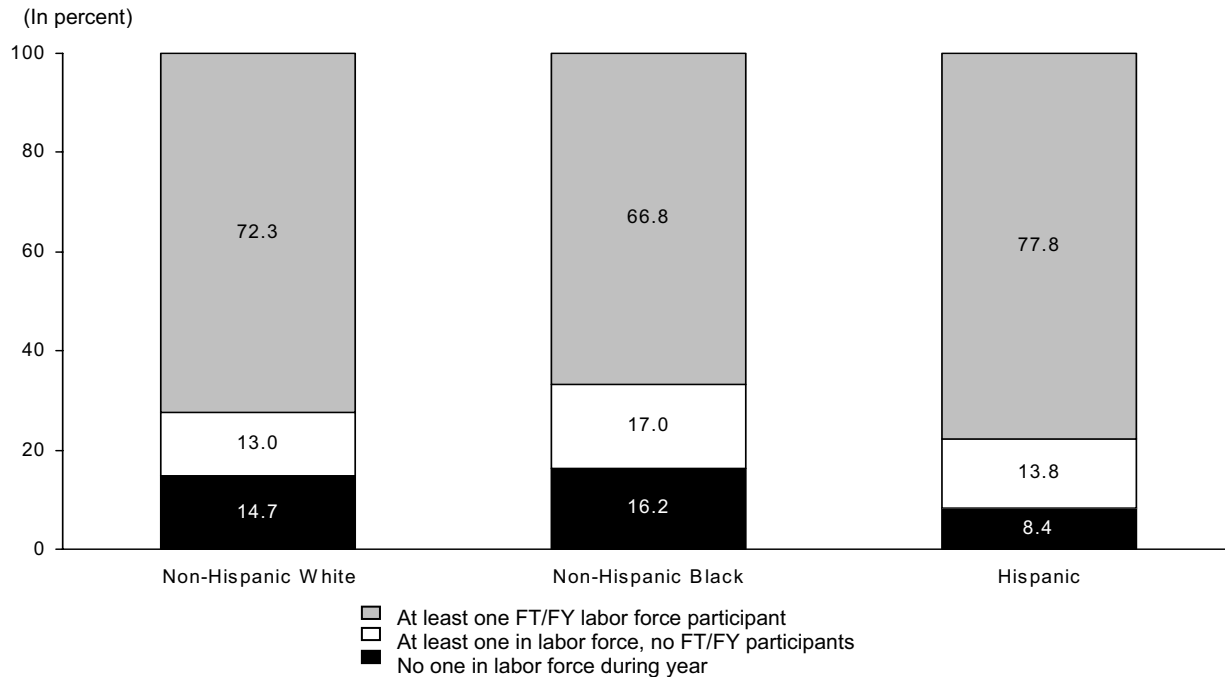
Note: "Poor" persons are defined as those with total family incomes at or below the federal poverty threshold. Health insurance rates for the education categories include only adults age 18 and over.

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2007.

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

Figure WORK 1. Percentage of Persons in Families with Labor Force Participants by Race and Ethnicity: 2006



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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2007.

- Figure WORK 1 shows the percentage of persons in families with labor force participants by race and ethnicity. In 2006, Hispanics of any race were more likely to live in families with at least one full-time, full-year labor force participant (77.8 percent) than were Non-Hispanic Whites (72.3 percent) or Non-Hispanic Blacks (66.8 percent).
- Table WORK 1a shows the percentage of persons in families with labor force participants by demographic characteristics. In 2006, children ages 6 to 15 were more likely to live in families with at least one full-time, full-year labor force participant (80.7 percent) than were children from birth to 5 years of age (78.5 percent).
- Among family types, persons living in married-couple families were more likely than persons living in other family types to live in families with at least one full-time, full-year labor force participant.
- Table WORK 1b shows the percentage of persons in families with labor force participants for select years between 1990 and 2006. The percentage of persons living in families with at least one full-time, full-year labor force participant has fluctuated over time. The percentage increased from a low of 67.6 percent in 1992 to a high of 73.3 percent in 2000. In 2006, 72.8 percent of persons lived in families with at least one full-time, full-year worker.

Table WORK 1a. Percentage of Persons in Families with Labor Force Participants by Selected Characteristics: 2006

	No One in LF During Year	At Least One in LF No One FT/FY	At Least One FT/FY Worker
All Persons	13.6	13.7	72.8
Racial/Ethnic Categories			
Non-Hispanic White	14.7	13.0	72.3
Non-Hispanic Black	16.2	17.0	66.8
Hispanic	8.4	13.8	77.8
Age Categories			
Children ages 0-5	6.2	15.4	78.5
Children ages 6-10	6.0	13.3	80.7
Children ages 11-15	5.9	13.4	80.7
Women ages 16-64	8.0	14.3	77.7
Men ages 16-64	6.0	12.4	81.6
Adults ages 65 and over	62.9	14.6	22.5
Family Categories			
Persons in married families	9.3	9.6	81.1
Persons in female-headed families	15.3	23.5	61.2
Persons in male-headed families	14.6	24.8	60.7
Unrelated persons	29.4	17.8	52.8

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 2007.

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

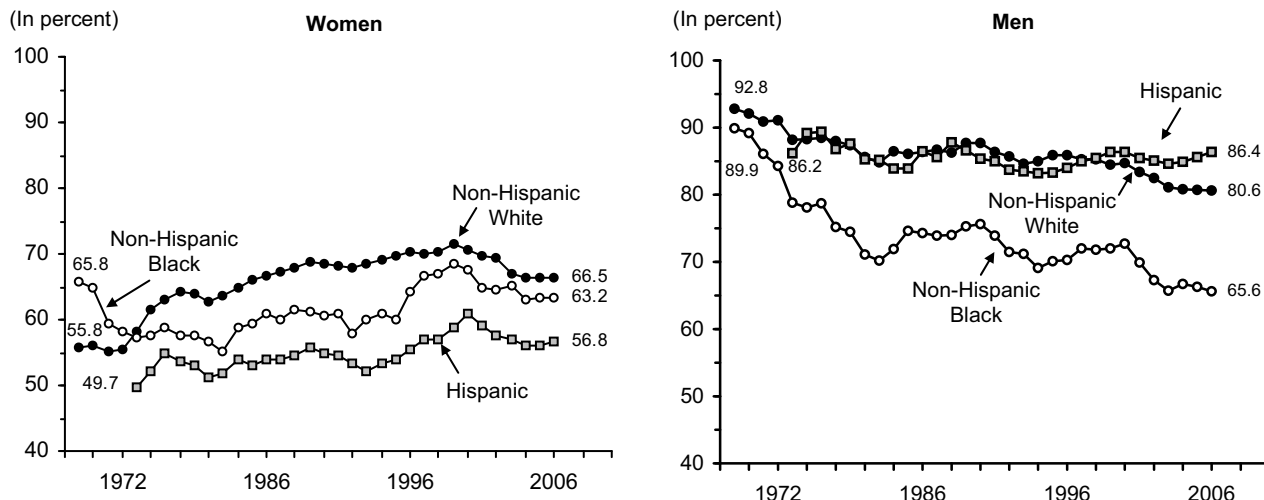
	No One in LF During Year	At Least One in LF No One FT/FY	At Least One FT/FY Worker
1990	13.7	17.6	68.7
1992	14.4	18.1	67.6
1994	14.1	17.1	68.8
1996	13.6	16.1	70.3
1998	13.3	14.6	72.1
1999	12.6	14.4	73.1
2000	12.8	13.8	73.3
2001	13.3	14.4	72.4
2002	13.4	14.6	72.0
2003	13.8	15.0	71.2
2004	13.9	14.4	71.7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

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1991-2007.

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

Figure WORK 2. Percentage of Persons Ages 18 to 65 with No More than a High School Education Who Were Employed at Any Time during Year by Race and Ethnicity: 1968-2006



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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1969-2007.

- Figure WORK 2 shows the employment rate of low-skilled workers ages 18 to 65 (those with a high school education or less) by gender and race and ethnicity between 1968 and 2006. This measure of low skill is based only on educational attainment and does not take other skills based on work experience, training or other credentials into account.¹
- In 1968, 65.8 percent of Non-Hispanic Black women and 55.8 percent of Non-Hispanic White women with a high school education or less were employed. In the 1970s, however, Non-Hispanic White women reached parity with their Non-Hispanic Black counterparts and then surpassed them.
- Employment rates for women with a high school education or less increased during the 1980s and 1990s. By the 2000s, however, the employment rate for women with a high school education or less peaked and in 2006, the rate declined to 66.5 percent for Non-Hispanic White women, 63.2 percent for Non-Hispanic Black women, and 56.8 percent for Hispanic women of any race.
- In 1968, 92.8 percent of Non-Hispanic White men and 89.9 percent of Non-Hispanic Black men with a high school education or less were employed.
- Beginning in the 1970s, the employment rates for men with a high school education or less declined and the employment rates between Non-Hispanic White and Non-Hispanic Black men with a high school education or less began to diverge. In 2006, 80.6 percent of Non-Hispanic White men as compared to 65.6 percent of Non-Hispanic Black men with a high school education or less were employed.
- Over the time period, Hispanic men with a high school education or less have had employment rates similar to Non-Hispanic White men. In 1998, among men with a high school education or less, the employment rate for Hispanic men surpassed the rate for Non-Hispanic White men. In 2006, 86.4 percent of Hispanic men with a high school education or less were employed compared to 80.6 percent of Non-Hispanic White men.

¹ This education-based measure of low skill is from the work of Rebecca Blank in "It Takes a Nation: A New Agenda for Fighting Poverty," 1998.

Table WORK 2. Percentage of Persons Ages 18 to 65 with No More than a High School Education Who Were Employed by Race and Ethnicity: 1968-2006

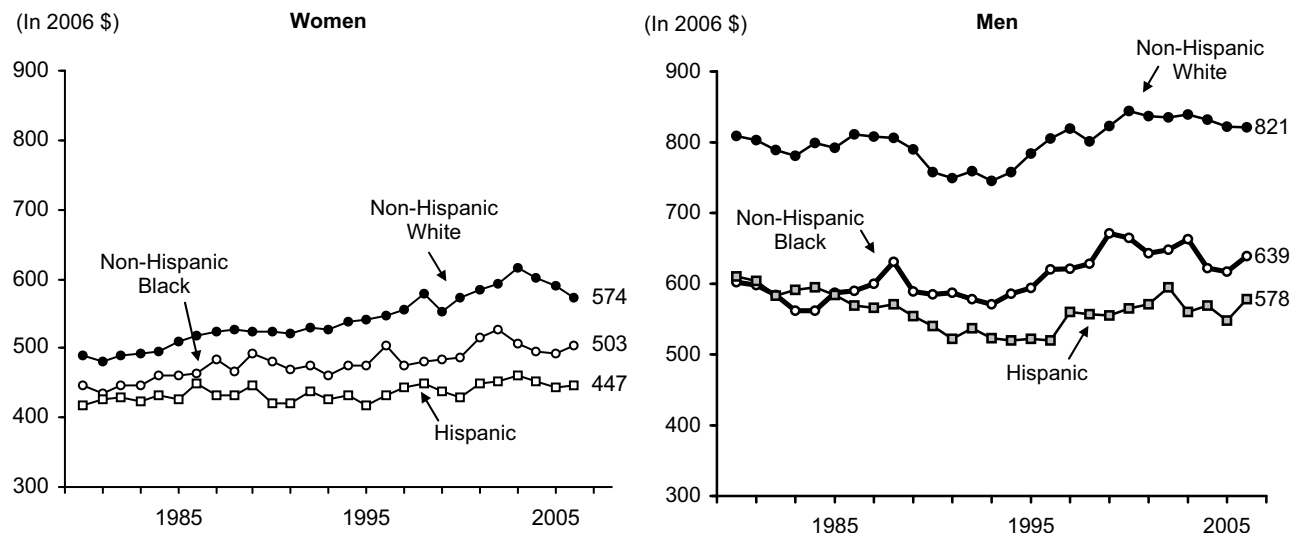
	Women			Men		
	Non-Hispanic White	Non-Hispanic Black	Hispanic	Non-Hispanic White	Non-Hispanic Black	Hispanic
1968	55.8	65.8	NA	92.8	89.9	NA
1969	56.1	64.9	NA	92.1	89.2	NA
1971	55.2	59.4	NA	90.9	86.1	NA
1972	55.6	58.1	NA	91.1	84.3	NA
1975	58.3	57.2	49.7	88.2	78.8	86.2
1977	61.4	57.6	52.2	88.3	78.1	89.2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

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

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1969-2007.

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

Figure WORK 3. Mean Weekly Wages of Women and Men Working Full-Time, Full-Year with No More than a High School Education by Race and Ethnicity (2006 Dollars): 1980-2006



Note: Last data point is 2006. Full-time, full-year workers work at least 48 weeks per year and usually work 35 hours per week. Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1981-2007.

- Figure WORK 3 shows the mean weekly wages in 2006 dollars of low-skilled women and men (those with a high school education or less) working full-time, full-year by race and ethnicity for selected years. This measure of low skill is based only on educational attainment and does not take other skills based on work experience, training or other credentials into account.¹
- In 2006, Non-Hispanic White women with a high school education or less working full-time, full-year earned \$574 in an average week compared to \$503 for similar Non-Hispanic Black women and \$447 for similar Hispanic women of any race. Among men working full-time, full-year with a high school education or less, Non-Hispanic White men earned \$821 in an average week, compared to \$639 for Non-Hispanic Black men and \$578 for Hispanic men of any race.
- Table WORK 3 provides the detailed

estimates used for Figure WORK 3. In 2006, Non-Hispanic White women had the highest average weekly wages among women working full-time, full-year with a high school education or less at \$574. This represents a 17.4 percent increase in their mean weekly wages between 1980 and 2006. Over the same time period, similar Non-Hispanic Black women experienced a 12.5 percent increase in their mean weekly wages while similar Hispanic women of any race experienced a 6.9 percent increase.

- Among men working full-time, full-year with a high school education or less, average weekly wages increased 1.5 percent among Non-Hispanic White men and 6.1 percent among Non-Hispanic Black men between 1980 and 2006. Hispanic men working full-time, full-year with a high school education or less experienced a 5.2 percent decrease in average weekly wages over the same time period.

¹ This education-based measure of low skill is from the work of Rebecca Blank in "It Takes a Nation: A New Agenda for Fighting Poverty," 1998.

Table WORK 3. Mean Weekly Wages of Women and Men Working Full-Time, Full-Year with No More than a High School Education by Race and Ethnicity (2006 Dollars): 1980-2006

	Women			Men		
	Non-Hispanic White	Non-Hispanic Black	Hispanic	Non-Hispanic White	Non-Hispanic Black	Hispanic
1980	489	447	418	809	602	610
1981	482	436	427	803	598	604
1982	490	445	428	789	584	583
1983	491	445	424	781	562	591
1984	495	462	431	799	562	595
1985	510	462	425	792	587	584
1986	517	465	448	811	590	569
1987	524	483	433	808	600	566
1988	526	467	433	806	631	571
1989	523	492	445	790	589	554
1990	524	480	420	758	585	540
1991	520	470	422	749	587	522
1992	531	474	439	759	578	537
1993	528	460	427	745	571	523
1994	537	476	431	758	586	520
1995	542	476	418	784	594	522
1996	547	504	433	805	620	520
1997	555	474	444	819	621	560
1998	578	481	448	801	628	557
1999	554	483	439	823	671	555
2000	573	487	428	844	665	565
2001	583	514	449	837	643	571
2002	593	528	453	835	648	595
2003	615	508	461	839	663	560
2004	601	496	451	832	622	569
2005	589	493	444	822	617	548
2006	574	503	447	821	639	578

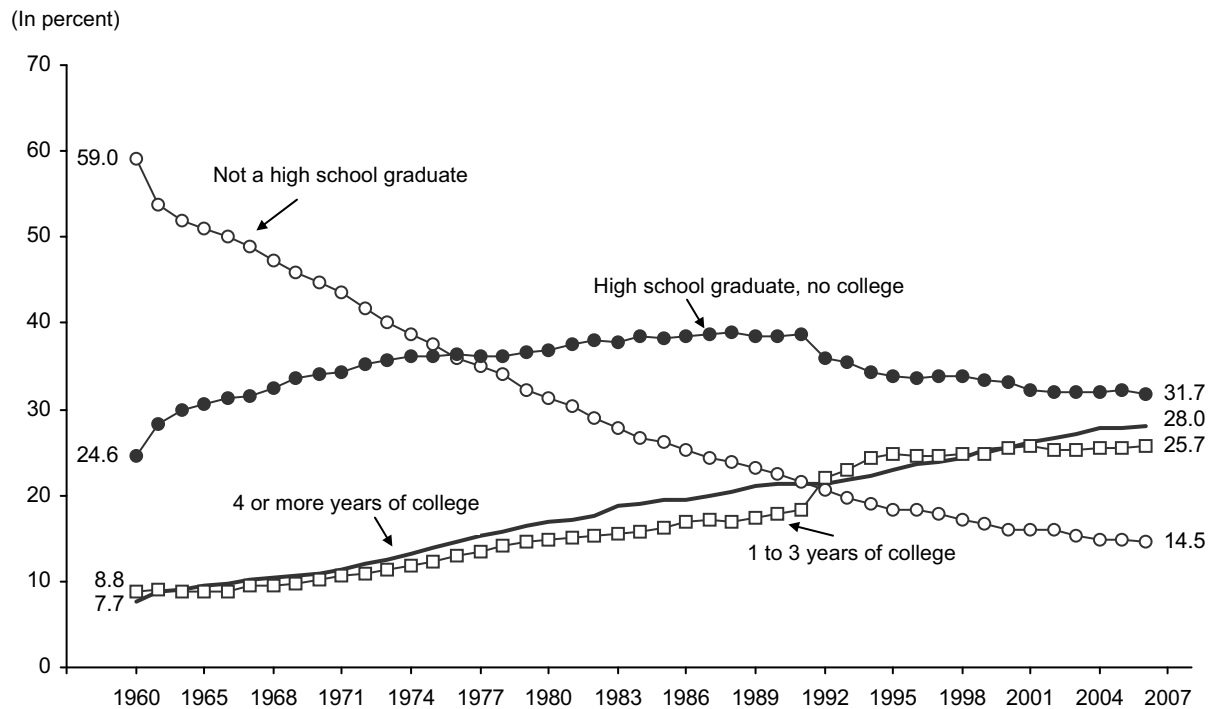
Note: Full-time, full-year workers work at least 48 weeks per year and usually work 35 hours per week.

Persons of Hispanic ethnicity may be of any race. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately.

Source: Unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1981-2007.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 4. Educational Attainment

Figure WORK 4. Percentage of Adults Ages 25 and over by Level of Educational Attainment: 1960-2006



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

Source: U.S. Census Bureau, "Educational Attainment in the United States, 2006," *Current Population Reports* and earlier reports.

- Figure WORK 4 shows educational attainment for adults 25 years and older between 1960 and 2006. Table WORK 4 shows the corresponding point estimates for select years.
- The percentage of the population without at least a high school education has declined over the past 45 years, from 59.0 percent in 1960 to 14.5 percent in 2006.
- The percentage of the population receiving a high school education (with no post secondary education) was 24.6 percent in 1960 and rose to 38.9 percent in 1988. Since 1988, this figure has fallen to 31.7 percent in 2006.
- Between 1960 and 1990, the percentage of the population with some college (one to three years) doubled, from 8.8 percent to 17.9 percent. The increase in 1992 is partially the result of a change in survey methodology, but the trend continued upward reaching 25.7 percent in 2006.
- The percentage of the population completing four or more years of college has more than tripled between 1960 and 2006, rising from 7.7 percent to 28.0 percent.

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

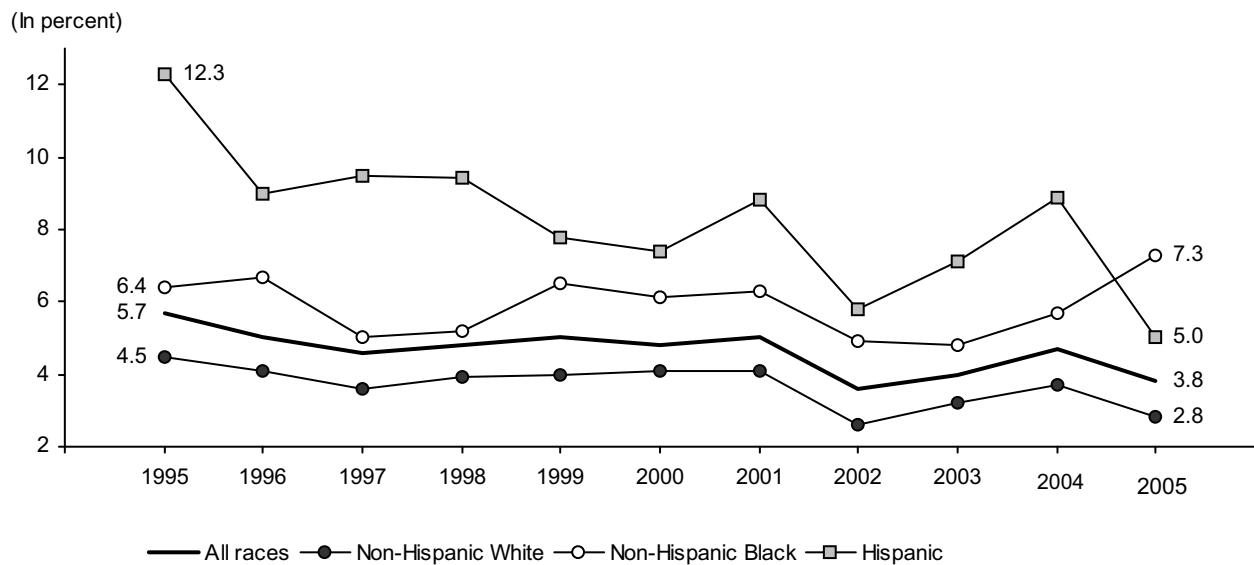
Year	Not a High School Graduate	High School Graduate, No College	One to Three Years of College	Four or More Years of College
1940	75.9	14.1	5.4	4.6
1950	66.7	20.1	7.1	6.0
1960	59.0	24.6	8.8	7.7
1965	51.0	30.7	8.9	9.4
1970	44.8	34.0	10.2	11.0
1975	37.5	36.2	12.4	13.9
1980	31.4	36.8	14.9	17.0
1981	30.3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

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

Source: U.S. Census Bureau, "Educational Attainment in the United States: 2006," <http://www.census.gov/population/www/socdemo/educ-attn.html> and earlier reports.

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

Figure WORK 5. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year by Race and Ethnicity: 1995-2005



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

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

Source: U.S. Department of Education, National Center for Education Statistics, *Dropout Rates in the United States: 2005* and earlier years (based on Current Population Survey data from the October supplement).

- Figure WORK 5 shows the percentage of students who were enrolled in grades 10 through 12 in the previous year but were not enrolled and had not graduated in the survey year by race and ethnicity for the time period 1995 to 2005. With the exception of Non-Hispanic Blacks, there has been a general downward trend in dropout rates.
- In 2005, the dropout rate was 5.0 percent for Hispanic students of any race, 7.3 percent for Non-Hispanic Black students, and 2.8 percent for Non-Hispanic White students.
- Between 2003 and 2005, Non-Hispanic Blacks experienced an increase in the percentage of students dropping out of school, from 4.8 percent in 2003 to 7.3 percent in 2005.
- Table WORK 5 provides trend data on dropout rates beginning in 1972. The dropout rate for all races was highest in 1978 and 1979 (6.7 percent) and then declined to 3.6 percent in 2002, a 30-year low. Since 2002, the dropout rate for students of all races has risen somewhat to 3.8 percent in 2005.
- Dropout rates among Hispanic students of any race have fluctuated since 1972. Despite this fluctuation, Hispanic dropout rates were higher than rates for Non-Hispanic White students in all years since 1972 and higher than rates for Non-Hispanic Black students in all reported years except 2005.

Table WORK 5. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year by Race and Ethnicity: 1972 - 2005

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

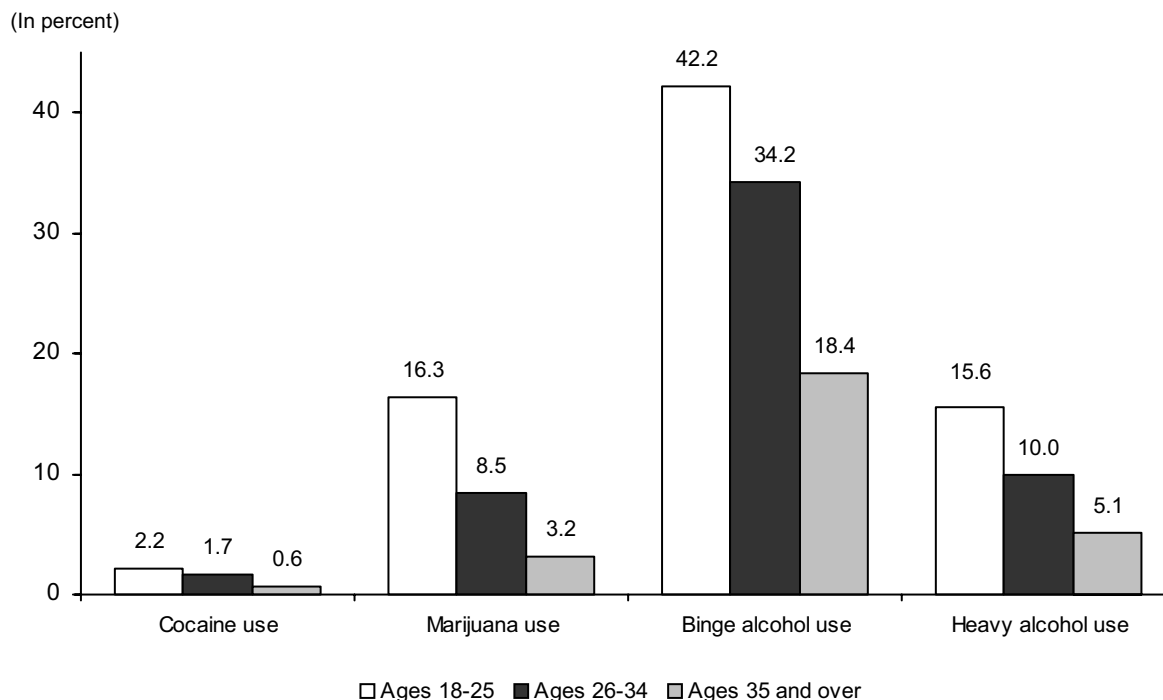
Note: Beginning in 1987, the U.S. Census Bureau instituted new editing procedures for cases with missing data on school enrollment. Beginning in 1992, the data reflect new wording of the educational attainment item in the Current Population Survey (CPS).

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

Source: U.S. Department of Education, National Center for Education Statistics, *Dropout Rates in the United States: 2005* and earlier years (based on Current Population Survey data from the October supplement).

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

Figure WORK 6. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol by Age: 2006



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

Source: U.S. Department of Health and Human Services, National Survey on Drug Use and Health, 2007.

- Figure WORK 6 shows the percentage of adults who used cocaine, the percentage who used marijuana, and the percentage who abused alcohol by age group in 2006. Adults 18 to 25 years of age were more likely than older adults to report cocaine, marijuana, binge alcohol or heavy alcohol use in the prior month. For example, 16.3 percent reported using marijuana in the past month during 2006, compared with 8.5 percent of adults 26 to 34 years of age and 3.2 percent of adults 35 years and over.
- The percentage of adults reporting binge alcohol use was larger than the percentages for all other reported behaviors across all age groups. Among those reporting binge alcohol use, however, this behavior was more prevalent among adults 18 to 25 years of age than among adults in other age categories.
- Table WORK 6 shows trend data for cocaine, marijuana, binge alcohol and heavy alcohol use for the years 1999 to 2006.
- For adults in all age groups, alcohol abuse increased between 2005 and 2006. Cocaine use increased for adults 26 to 34 years of age, and marijuana use increased for adults ages 35 and over during the same two-year period.

Table WORK 6. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol by Age: 1999-2006

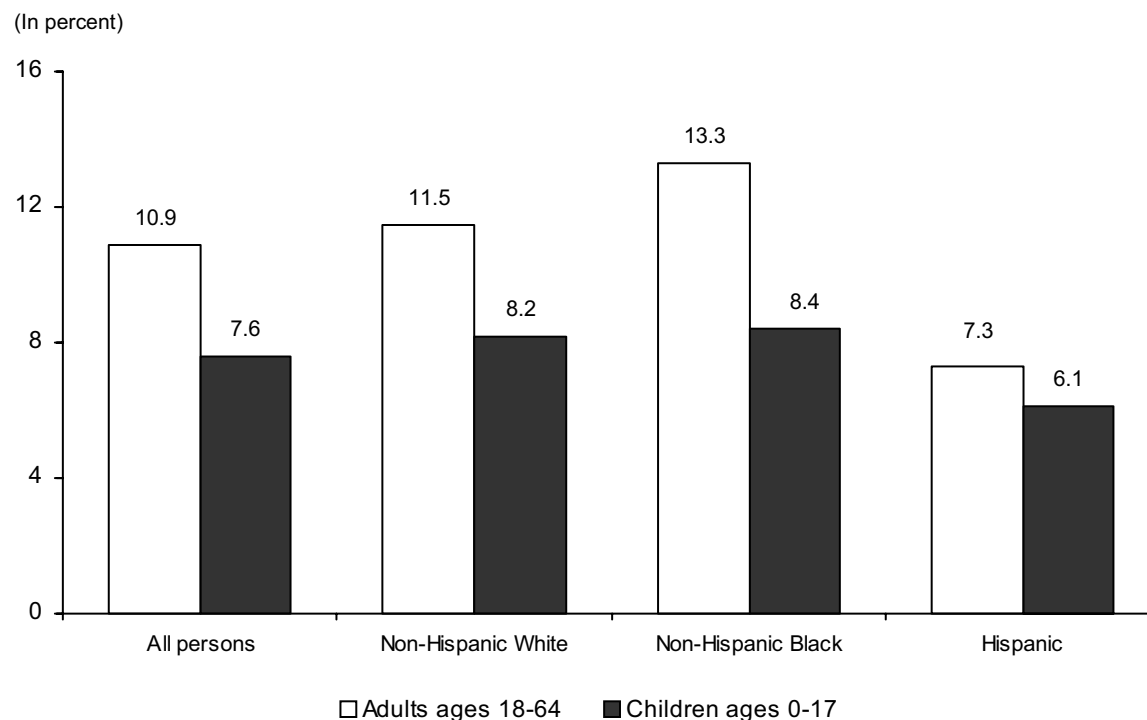
	1999	2000	2001	2002	2003	2004	2005	2006
Cocaine								
Ages 18-25	1.7	1.4	1.9	2.0	2.2	2.1	2.6	2.2
Ages 26-34	1.2	0.8	1.1	1.2	1.5	1.4	1.3	1.7
Ages 35 and over	0.4	0.3	0.5	0.6	0.6	0.5	0.6	0.6
Marijuana								
Ages 18-25	14.2	13.6	16.0	17.3	17.0	16.1	16.6	16.3
Ages 26-34	5.4	5.9	6.8	7.7	8.4	8.3	8.6	8.5
Ages 35 and over	2.2	2.3	2.4	3.1	3.0	3.1	3.0	3.2
Binge Alcohol Use								
Ages 18-25	37.9	37.8	38.7	40.9	41.6	41.2	41.9	42.2
Ages 26-34	29.3	30.3	30.1	33.1	32.9	32.2	32.9	34.2
Ages 35 and over	16.0	16.4	16.2	18.6	18.1	18.5	18.3	18.4
Heavy Alcohol Use								
Ages 18-25	13.3	12.8	13.6	14.9	15.1	15.1	15.3	15.6
Ages 26-34	7.5	7.6	7.8	9.0	9.4	9.4	9.6	10.0
Ages 35 and over	4.2	4.1	4.2	5.2	5.1	5.3	4.7	5.1

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

Source: U.S. Department of Health and Human Services, National Survey on Drug Use and Health, 2000-2007.

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

Figure WORK 7. Percentage of the Non-Elderly Population Reporting an Activity Limitation by Selected Characteristics: 2006



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

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

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

Source: Unpublished tabulations from the National Health Interview Survey, 2007.

- Figure WORK 7 shows the percentage of non-elderly adults and children reporting an activity limitation by race and ethnicity in 2006. Non-elderly adults were more likely than children to have an activity limitation, 10.9 percent compared to 7.6 percent.
- Table WORK 7 shows the percentage of the non-elderly population reporting a disability by selected demographic characteristics. While non-elderly adults were more likely than children to report an activity limitation, a higher percentage of children (6.5 percent) than adults (4.9 percent) were actually recipients of disability program benefits in 2006.
- For both non-elderly adults and children, the percentage of Non-Hispanic Blacks with an activity limitation was higher than the percentages for Non-Hispanic Whites and Hispanics.
- Among non-elderly adults, rates of work disability and long-term care needs were lower for Hispanics (5.4 and 1.3 percent, respectively) than for Non-Hispanic Whites (8.9 and 2.3 percent, respectively) and Non-Hispanic Blacks (10.4 and 2.9 percent, respectively).

Table WORK 7. Percentage of the Non-Elderly Population Reporting a Disability by Selected Characteristics: 2006

	Activity Limitation	Work Disability	Long-Term Care Needs	Disability Program Recipient
All Persons				
Adults ages 18-64	10.9	8.4	2.2	4.9
Children ages 0-17	7.6	NA	NA	6.5
Racial/Ethnic Categories (Adults Ages 18-64)				
Non-Hispanic White	11.5	8.9	2.3	5.0
Non-Hispanic Black	13.3	10.4	2.9	7.0
Hispanic	7.3	5.4	1.3	3.0
Racial/Ethnic Categories (Children Ages 0-17)				
Non-Hispanic White	8.2	NA	NA	7.0
Non-Hispanic Black	8.4	NA	NA	6.8
Hispanic	6.1	NA	NA	5.2

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

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

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

Source: Unpublished tabulations from the National Health Interview Survey, 2007.

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

Figure WORK 8. Labor Force Participation of Women with Children under 18: 1975-2006



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

Source: U.S. Department of Labor, Bureau of Labor Statistics, unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1976-2007.

- Figure WORK 8 shows the labor force participation rates for mothers with children under 18 years of age by marital status between 1975 and 2006. In 2006, regardless of marital status, the majority of mothers in the U.S. were engaged in the labor force.
- Historically, divorced, widowed and separated mothers have had the highest rates of labor force participation among mothers. In 1975, 62.8 percent of divorced, widowed or separated mothers were in the labor force as compared to 44.9 percent of married mothers with spouses present and 42.2 percent of never-married mothers. In 2006, divorced, widowed and separated mothers remained more likely than other mothers to participate in the labor force.
- Between 1992 and 2002, labor force participation rates for never-married mothers with children under 18 markedly increased—rising from 52.5 percent in 1992 to 75.3 percent in 2002. Since 1998, labor force participation rates for never-married mothers have exceeded the rates for married mothers.
- The labor force participation rate of married mothers with children under 18 followed an upward trend from 1975 until 1997 when it peaked at 71.1 percent. In 2006, 68.4 percent of married mothers with spouses present were in the labor force.
- Table WORK 1 shows both the labor force participation rate and the employment rate of mothers with children under 18 years of age between 1975 and 2006.
- The employment rate for all mothers increased over the time period. The employment rate for married mothers with a spouse present was 40.5 percent in 1975; in 2006 the employment rate was 66.2 percent. The employment rate for divorced, widowed and separated mothers was 54.9 percent in 1975; in 2006 the employment rate was 75.4 percent. The employment rate for never-married mothers was 32.1 percent in 1975; in 2006 the rate climbed to 62.5 percent.

Table WORK 8. Employment Status of Women with Children under 18 Years of Age: 1975-2006

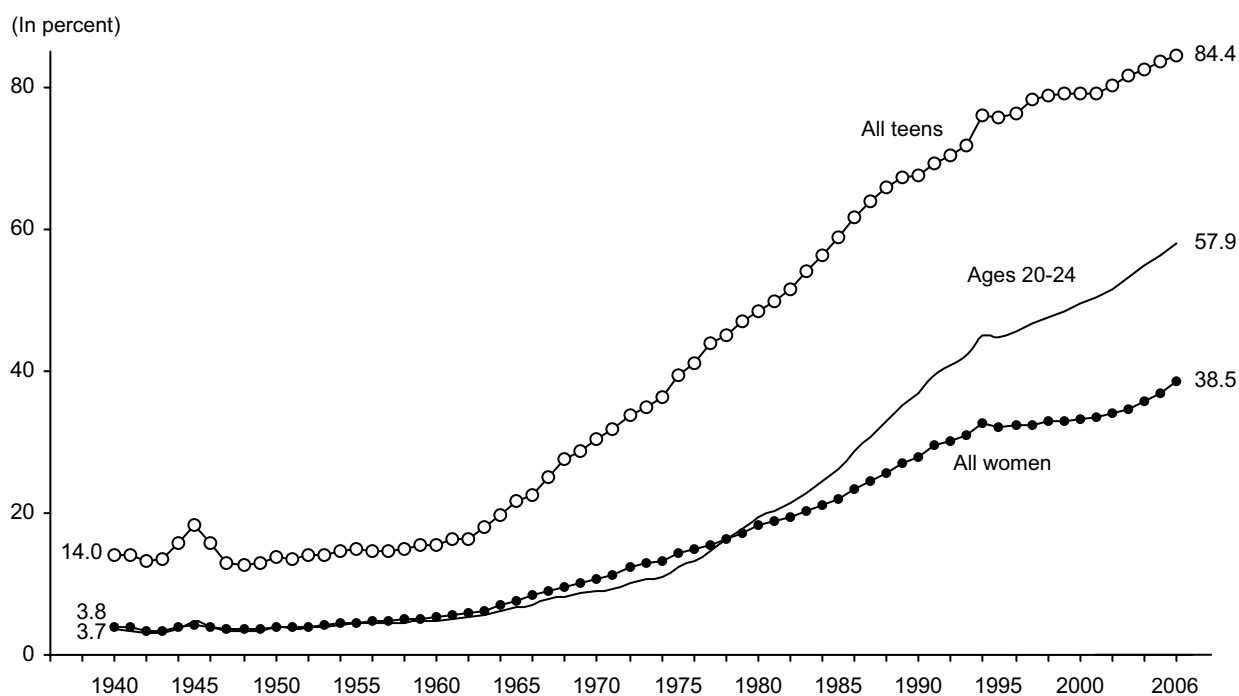
	Labor Force Participation Rate (percent of population)			Employment Rate (percent of population)		
	Married, Spouse Present	Divorced, Separated or Widowed	Never Married	Married, Spouse Present	Divorced, Separated or Widowed	Never Married
1975	44.9	62.8	42.2	40.5	54.9	32.1
1976	46.1	64.3	46.2	42.4	56.9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

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

Source: U.S. Department of Labor, Bureau of Labor Statistics, unpublished tabulations from the Current Population Survey, Annual Social and Economic Supplement, 1976-2007.

NONMARITAL BIRTH RISK FACTOR 1. Nonmarital Births

Figure BIRTH 1. Percentage of Births that are Nonmarital by Age: 1940-2006



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

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Preliminary Data for 2006," *National Vital Statistics Reports*, Vol. 56 (7), December 2007, http://www.cdc.gov/nchs/data/nvsr/nvsr56/nvsr56_07.pdf.

- Figure BIRTH 1 shows the percentage of births that were nonmarital by age group from 1940 to 2006 and Table BIRTH 1 shows corresponding estimates for selected years. Changes in nonmarital births reflect changes in the rate at which unmarried women have children, the rate at which married women have children and the rate at which women marry. The percentage of children born outside of marriage to women of all ages has increased over the past 60 years. In 1940, 3.8 percent of births were to unmarried women. In 2006, the percentage increased to 38.5 percent.
- Teen births, as shown in Figure BIRTH 1 and Table BIRTH 1, show nonmarital teen births as a percentage of all teen births. In 1940, 14.0 percent of births to teens were nonmarital. While the percentage of all teen births that are nonmarital has increased since the mid-1960s, growth in the percentage slowed in the mid- to late- 1990s before rising to 84.4 percent in 2006.
- Over the past 10 years, the percentage of nonmarital births among all births to women 20 to 24 years of age increased by 27.0 percent from 45.6 percent in 1996 to 57.9 percent in 2006. This compares to an increase of 10.6 percent in the percentage of nonmarital births among teen births over the same period.
- Since 1994, the percentage of births that are nonmarital remains steady among Black teens and all Black women. Among White teens and all White women, the trend continues upward (see Table C-1 in Appendix C for nonmarital birth data by age and race).

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

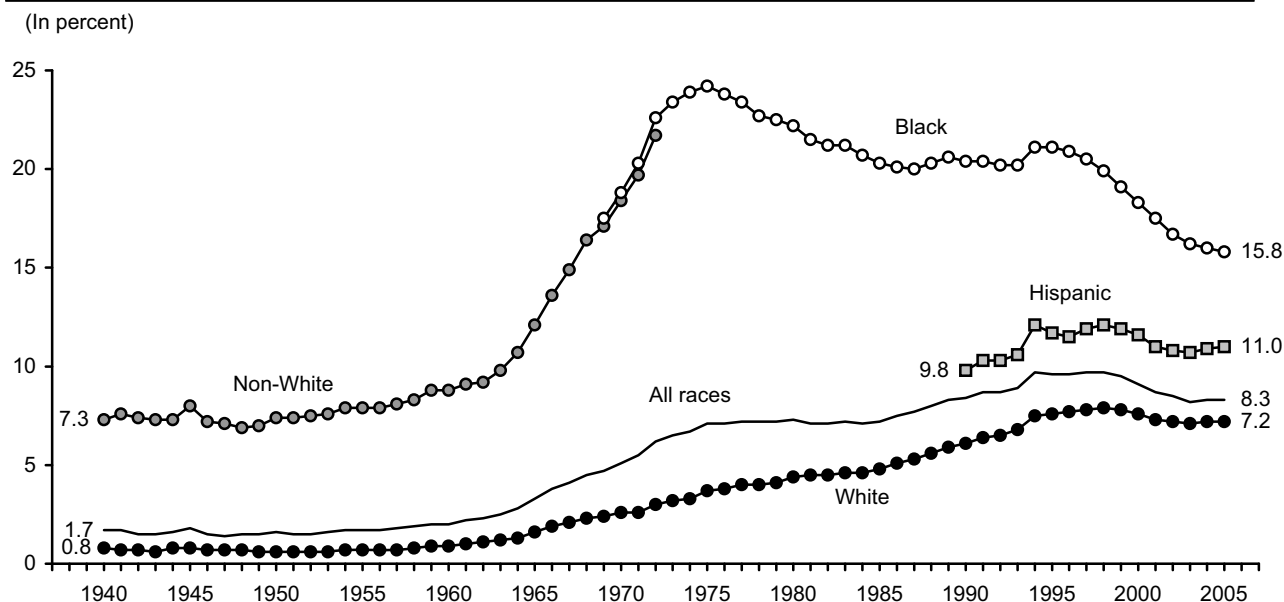
Year	Under 15	15-17 Years	18-19 Years	All Teens	20-24 Years	All Women
1940	64.5	NA	NA	14.0	3.7	3.8
1945	70.0	NA	NA	18.2	4.7	4.3
1950	63.7	22.6	9.4	13.9	3.8	4.0
1955	66.3	23.2	10.3	14.9	4.4	4.5
1960	67.9	24.0	10.7	15.4	4.8	5.3
1965	78.5	32.8	15.3	21.6	6.8	7.7
1970	80.8	43.0	22.4	30.5	8.9	10.7
1975	87.0	51.4	29.8	39.3	12.3	14.3
1980	88.7	61.5	39.8	48.3	19.4	18.4
1981	89.2	63.3	41.4	49.9	20.4	18.9
1982	89.2	65.0	43.0	51.4	21.4	19.4
1983	90.4	67.5	45.7	54.1	22.9	20.3
1984	91.1	69.2	48.1	56.3	24.5	21.0
1985	91.8	70.9	50.7	58.7	26.3	22.0
1986	92.5	73.3	53.6	61.5	28.7	23.4
1987	92.9	76.2	55.8	64.0	30.8	24.5
1988	93.6	77.1	58.5	65.9	32.9	25.7
1989	92.4	77.7	60.4	67.2	35.1	27.1
1990	91.6	77.7	61.3	67.6	36.9	28.0
1991	91.3	78.7	63.2	69.3	39.4	29.5
1992	91.3	79.2	64.6	70.5	40.7	30.1
1993	91.3	79.9	66.1	71.8	42.2	31.0
1994	94.5	84.1	70.0	75.9	44.9	32.6
1995	93.5	83.7	69.8	75.6	44.7	32.2
1996	93.8	84.4	70.8	76.3	45.6	32.4
1997	95.7	86.7	72.5	78.2	46.6	32.4
1998	96.6	87.5	73.6	78.9	47.7	32.8
1999	96.5	87.7	74.0	79.0	48.5	33.0
2000	96.5	87.7	74.3	79.1	49.5	33.2
2001	96.3	87.8	74.6	79.2	50.4	33.5
2002	97.0	88.5	75.8	80.2	51.6	34.0
2003	97.1	89.7	77.3	81.6	53.2	34.6
2004	97.4	90.3	78.7	82.6	54.8	35.8
2005	98.0	90.9	79.7	83.5	56.2	36.9
2006	98.3	91.9	80.5	84.4	57.9	38.5

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

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Preliminary Data for 2006," *National Vital Statistics Reports*, Vol. 56 (7), December 2007, http://www.cdc.gov/nchs/data/nvsr/nvsr56/nvsr56_07.pdf.

NONMARITAL BIRTH RISK FACTOR 2. Nonmarital Teen Births

Figure BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 to 19 by Race and Ethnicity: 1940-2005



Note: Trends in nonmarital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring nonmarital births when marital status is not reported. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child. Teens are defined as people ages 15 to 19.

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

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

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940 - 1999," *National Vital Health Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2007
http://www.cdc.gov/nchs/data/nvsr/nvsr56/nvsr56_06.pdf.

- Figure BIRTH 2 shows the percentage of all births to unmarried teens 15 to 19 years of age by race and ethnicity, and Table BIRTH 2 shows corresponding estimates for selected years between 1940 and 2005. Unlike BIRTH 1, which showed nonmarital teen births as a percentage of all teen births, BIRTH 2 shows births to unmarried teens as a percentage of births to all women. This percentage is affected by several factors: the age distribution of women, the marriage rate among teens, the birth rate among unmarried teens and the birth rate among all other women.
- The percentage of all births that were to unmarried teens fell over the last eight years, from 9.7 in 1997 to 8.3 percent in 2005.
- Among Black women, the percentage of all births that were nonmarital teen births fell to 15.8 percent in 2005. This is the lowest percentage since 1969, the first year in which data on Black women were collected.
- Among White women, the percentage of all births that were to unmarried White teens ages 15 to 19 remained virtually unchanged between 2002 and 2005 at approximately 7.2 percent.
- Among Hispanic women, the percentage of all births that were to unmarried teens increased from a low of 9.8 percent in 1990 to a high of 12.1 percent in 1998 before declining to 11.0 percent in 2005.

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

Year	All Races	White	Black	Hispanic
1940	1.7	0.8	NA	NA
1945	1.8	0.8	NA	NA
1950	1.6	0.6	NA	NA
1955	1.7	0.7	NA	NA
1960	2.0	0.9	NA	NA
1965	3.3	1.6	NA	NA
1969	4.7	2.4	17.5	NA
1970	5.1	2.6	18.8	NA
1975	7.1	3.7	24.2	NA
1980	7.3	4.4	22.2	NA
1981	7.1	4.5	21.5	NA
1982	7.1	4.5	21.2	NA
1983	7.2	4.6	21.2	NA
1984	7.1	4.6	20.7	NA
1985	7.2	4.8	20.3	NA
1986	7.5	5.1	20.1	NA
1987	7.7	5.3	20.0	NA
1988	8.0	5.6	20.3	NA
1989	8.3	5.9	20.6	NA
1990	8.4	6.1	20.4	9.8
1991	8.7	6.4	20.4	10.3
1992	8.7	6.5	20.2	10.3
1993	8.9	6.8	20.2	10.6
1994	9.7	7.5	21.1	12.1
1995	9.6	7.6	21.1	11.7
1996	9.6	7.7	20.9	11.5
1997	9.7	7.8	20.5	11.9
1998	9.7	7.9	19.9	12.1
1999	9.5	7.8	19.1	11.9
2000	9.1	7.6	18.3	11.6
2001	8.7	7.3	17.5	11.0
2002	8.5	7.2	16.7	10.8
2003	8.2	7.1	16.2	10.7
2004	8.3	7.2	16.0	10.9
2005	8.3	7.2	15.8	11.0

Note: Trends in nonmarital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring nonmarital births when marital status is not reported. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child. Teens are defined as people ages 15 to 19.

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

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

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Health Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2007 http://www.cdc.gov/nchs/data/nvsr/nvsr56/nvsr56_06.pdf.

NONMARITAL BIRTH RISK FACTOR 3. Nonmarital Teen Birth Rates

Figure BIRTH 3a. Births per 1,000 Unmarried Teens Ages 15 to 17 by Race: 1960-2005

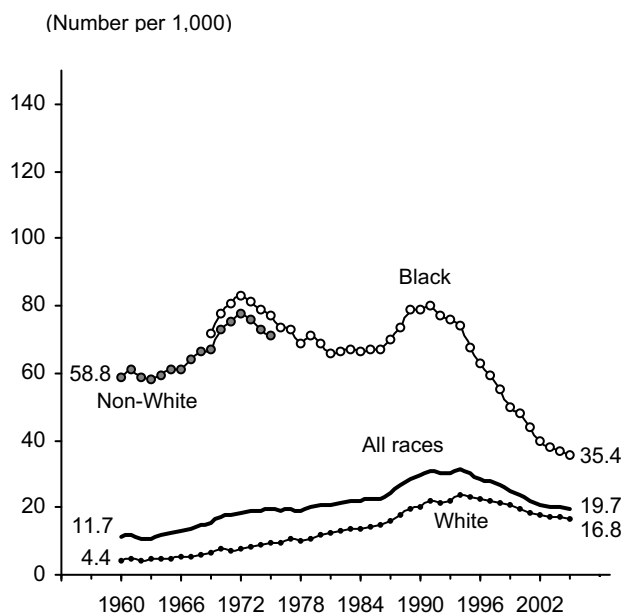
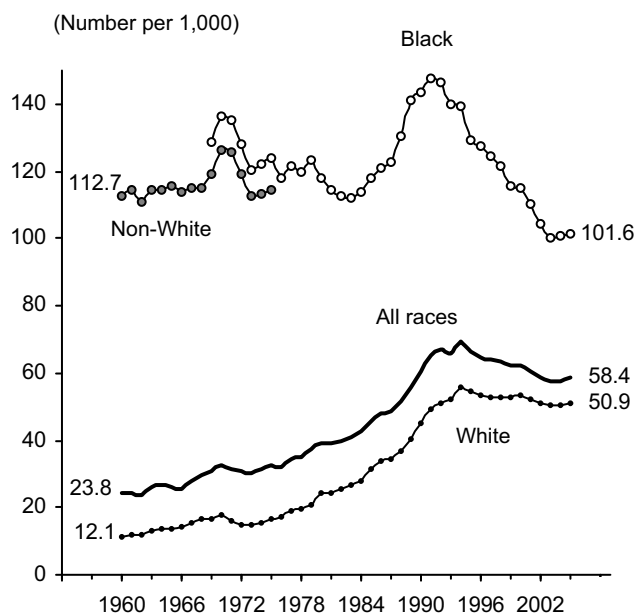


Figure BIRTH 3b. Births per 1,000 Unmarried Teens Ages 18 and 19 by Race: 1960-2005



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

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

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

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2006. Birthrates for 1950 to 1965 computed by ASPE staff from NCHS birth and Census population estimates.

- Figures BIRTH 3a and 3b show births per thousand unmarried teens between the ages of 15 to 17 and 18 to 19 from 1960 to 2005. Table BIRTH 3 shows corresponding estimates for selected years between 1950 and 2005. The birth rate per thousand unmarried teens ages 15 to 17 fell in 2005 for both Black and White teens. The rate for Black teens ages 15 to 17 has been cut by more than half from 79.9 per thousand in 1991 to 35.4 per thousand in 2005. This 2005 rate of 35.4 per thousand is lower than in any other year since 1969, the first year in which data on Black women were collected.
- The birth rates of unmarried teens in the older age group (18 and 19 years) showed a slight increase between 2002 and 2005. For Black teens ages 18 and 19, the birth rate fell from a high of 147.7 per thousand in 1991 to a low of 100.4 per thousand in 2003 before increasing to 101.6 births per thousand in 2005.
- Prior to 1994, birth rates among unmarried White teens in both age groups rose steadily for over four decades. For White teens 15 to 17 years of age, the birth rate increased from 3.4 births per thousand unmarried teens in 1950 to 23.9 births per thousand unmarried teens in 1994. For the 18 to 19 year olds, the rate increased from 8.5 births per thousand unmarried teens in 1950 to 55.7 births per thousand unmarried teens in 1994. Since 1994, rates for both age groups have generally followed a downward trend.
- While birth rates among unmarried Black teens remain high compared to rates for unmarried White teens, the gap between Black and White teens narrowed during the 1990s and 2000s.

Table BIRTH 3. Births per Thousand Unmarried Teen Women by Age and Race: 1950-2005

Year	Ages 15 to 17			Ages 18 and 19		
	All Races	White	Black	All Races	White	Black
1950	9.9	3.4	NA	18.3	8.5	NA
1955	11.1	3.9	NA	23.6	10.3	NA
1960	11.1	4.4	NA	24.3	11.4	NA
1961	11.7	4.6	NA	24.6	12.1	NA
1962	10.7	4.1	NA	23.8	11.7	NA
1963	10.9	4.5	NA	25.8	13.0	NA
1964	11.6	4.9	NA	26.5	13.6	NA
1965	12.5	5.0	NA	25.8	13.9	NA
1966	13.1	5.4	NA	25.6	14.1	NA
1967	13.8	5.6	NA	27.6	15.3	NA
1968	14.7	6.2	NA	29.6	16.6	NA
1969	15.2	6.6	72.0	30.8	16.6	128.4
1970	17.1	7.5	77.9	32.9	17.6	136.4
1971	17.5	7.4	80.7	31.7	15.8	135.2
1972	18.5	8.0	82.8	30.9	15.1	128.2
1973	18.7	8.4	81.2	30.4	14.9	120.5
1974	18.8	8.8	78.6	31.2	15.3	122.2
1975	19.3	9.6	76.8	32.5	16.5	123.8
1976	19.0	9.7	73.5	32.1	16.9	117.9
1977	19.8	10.5	73.0	34.6	18.7	121.7
1978	19.1	10.3	68.8	35.1	19.3	119.6
1979	19.9	10.8	71.0	37.2	21.0	123.3
1980	20.6	12.0	68.8	39.0	24.1	118.2
1981	20.9	12.6	65.9	39.0	24.6	114.2
1982	21.5	13.1	66.3	39.6	25.3	112.7
1983	22.0	13.6	66.8	40.7	26.4	111.9
1984	21.9	13.7	66.5	42.5	27.9	113.6
1985	22.4	14.5	66.8	45.9	31.2	117.9
1986	22.8	14.9	67.0	48.0	33.5	121.1
1987	24.5	16.2	69.9	48.9	34.5	123.0
1988	26.4	17.6	73.5	51.5	36.8	130.5
1989	28.7	19.3	78.9	56.0	40.2	140.9
1990	29.6	20.4	78.8	60.7	44.9	143.7
1991	30.8	21.7	79.9	65.4	49.4	147.7
1992	30.2	21.5	77.2	66.7	51.1	146.4
1993	30.3	21.9	75.9	66.1	51.9	140.0
1994	31.7	23.9	73.9	69.1	55.7	139.6
1995	30.1	23.3	67.4	66.5	54.6	129.2
1996	28.5	22.3	62.6	64.9	53.4	127.2
1997	27.7	22.0	59.0	63.9	52.8	124.8
1998	26.5	21.5	55.0	63.7	53.0	121.5
1999	25.0	20.7	50.0	62.4	52.8	115.8
2000	23.9	19.7	48.3	62.2	53.1	115.0
2001	22.0	18.1	43.8	60.6	52.1	110.2
2002	20.8	17.5	39.9	58.6	51.0	104.1
2003	20.3	17.2	38.1	57.6	50.4	100.4
2004	20.1	17.1	37.0	57.7	50.4	100.9
2005	19.7	16.8	35.4	58.4	50.9	101.6

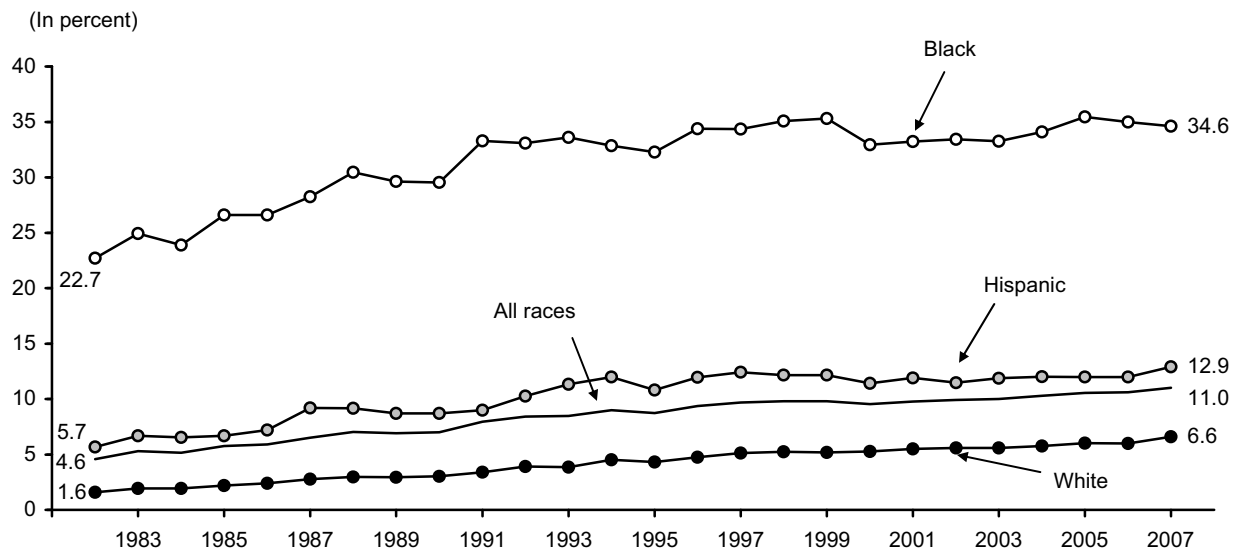
Note: Rates are per 1,000 unmarried women in specified group. Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. Beginning in 1980, data are tabulated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

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

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2006. Birthrates for 1950 to 1965 computed by ASPE staff from NCHS birth data and Census population estimates.

NONMARITAL BIRTH RISK FACTOR 4. Never-Married Family Status

Figure BIRTH 4. Percentage of All Children Living in Families with a Never-Married Female Head by Race and Ethnicity: 1982-2007



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

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

Source: U.S. Census Bureau, "Marital Status and Living Arrangements," *Current Population Reports*, Series P20-212, 287, 365, 380, 399, 418, 423, 433, 445, 450, 461, 468, 478, 484, 491, 496, 506, 514 and "America's Families and Living Arrangements," *Current Population Reports*, Series P20-537, 547, 553 and ASPE tabulations of the CPS for 2007.

- Figure BIRTH 4 shows the percentage of all children living in families with a never-married female head of household by race and ethnicity from 1982 to 2007. Table BIRTH 4 shows corresponding estimates for selected years between 1960 and 2007. The percentage of children living in families with never-married female heads increased from 4.6 percent in 1982 to 11.0 percent in 2007.
- The percentage of White children living in families headed by never-married women has increased fourfold over the past 25 years, from 1.6 percent in 1982 to 6.6 percent in 2007.
- Among Hispanics of all races, the percentage of children living with a never-married female head of household tripled over the past 25 years, from 5.7 percent in 1982 to 12.9 percent in 2007.
- The percentage of Black children living in families with a never-married female head of household has been higher than the percentages for other groups throughout the time period. In 2007, 34.6 percent of Black children lived in families with a never-married female head of household compared to 6.6 percent for White children and 12.9 percent for Hispanic children.

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

Year	Number of Children (thousands)				Percentage			
	All Races	White	Black	Hispanic	All Races	White	Black	Hispanic
1960	221	49	173	NA	0.4	0.1	2.2	NA
1970	527	110	442	NA	0.8	0.2	5.2	NA
1971	773	133	632	NA	1.1	0.2	7.1	NA
1972	632	123	500	NA	0.9	0.2	5.8	NA
1973	892	194	685	NA	1.4	0.3	7.9	NA
1974	966	223	740	NA	1.5	0.4	8.6	NA
1975	1,166	296	864	NA	1.8	0.5	9.9	NA
1976	1,139	292	836	NA	1.8	0.5	9.7	NA
1977	1,335	325	988	NA	2.2	0.6	11.7	NA
1978	1,633	394	1,220	NA	2.7	0.8	14.8	NA
1979	1,544	398	1,109	NA	2.6	0.8	13.7	NA
1980	1,745	501	1,193	210	2.9	1.0	14.5	4.0
1981	1,807	527	1,245	202	3.0	1.0	15.0	4.0
1982	2,768	793	1,947	291	4.6	1.6	22.7	5.7
1983	3,212	958	2,203	357	5.3	1.9	24.9	6.7
1984	3,131	959	2,109	357	5.2	1.9	23.9	6.5
1985	3,496	1,086	2,355	391	5.8	2.2	26.6	6.7
1986	3,606	1,174	2,375	451	5.9	2.3	26.6	7.2
1987	3,985	1,385	2,524	587	6.5	2.8	28.2	9.2
1988	4,302	1,482	2,736	600	7.0	3.0	30.4	9.2
1989	4,290	1,483	2,695	592	6.9	2.9	29.6	8.7
1990	4,365	1,527	2,738	605	7.0	3.0	29.6	8.7
1991	5,040	1,725	3,176	644	8.0	3.4	33.3	9.0
1992	5,410	2,016	3,192	757	8.4	3.9	33.1	10.3
1993	5,511	2,015	3,317	848	8.5	3.9	33.6	11.3
1994	6,000	2,412	3,321	1,083	9.0	4.5	32.9	12.0
1995	5,862	2,317	3,255	1,017	8.7	4.3	32.3	10.8
1996	6,365	2,563	3,567	1,161	9.4	4.8	34.4	12.0
1997	6,598	2,788	3,575	1,242	9.7	5.1	34.3	12.4
1998	6,700	2,850	3,644	1,254	9.8	5.2	35.1	12.2
1999	6,736	2,826	3,643	1,297	9.8	5.2	35.3	12.2
2000	6,591	2,881	3,413	1,255	9.5	5.3	32.9	11.4
2001	6,736	3,002	3,381	1,397	9.8	5.5	33.2	11.9
2002	6,872	3,048	3,573	1,400	9.9	5.6	33.4	11.5
2003	7,006	3,029	3,451	1,495	10.0	5.6	33.3	11.9
2004	7,218	3,113	3,541	1,577	10.3	5.8	34.1	12.0
2005	7,412	3,278	3,609	1,622	10.6	6.0	35.4	12.0
2006	7,443	3,263	3,557	1,677	10.6	6.0	35.0	12.0
2007	7,835	3,585	3,646	1,874	11.0	6.6	34.6	12.9

Note: Data are for all children under 18 who are not family heads (excludes householders, subfamily reference persons and their spouses). Inmates of institutions also are excluded. Children who are living with neither of their parents are excluded from the denominator. Based on Current Population Survey (CPS) except 1960, which is based on decennial census data. In 1982, improved data collection and processing procedures helped to identify parent-child subfamilies (See *Current Population Reports*, P-20, 399, Marital Status and Living Arrangements: March 1984). Some of the increase between 1981 and 1982 is a result of this data collection and processing change, and thus comparisons of estimates prior to 1982 with estimates from 1982 and later years should be made with caution.

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

Source of CPS data: U.S. Census Bureau, "Marital Status and Living Arrangements," *Current Population Reports*, Series P20-212, 287, 365, 380, 399, 418, 423, 433, 445, 450, 461, 468, 478, 484, 491, 496, 506, 514 and "America's Families and Living Arrangements," *Current Population Reports*, Series P20-537, 547, 553 and ASPE tabulations of the CPS for 2007.

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

Appendix A
Program Data

Appendix A. Program Data

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

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

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

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

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

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

Public Law 104-193, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), replaced AFDC, AFDC administration, the Job Opportunities and Basic Skills Training (JOBS) program and the Emergency Assistance (EA) program with a block grant called the Temporary Assistance for Needy Families (TANF) program. Key elements of TANF include a lifetime limit of five years (60 months)¹ on the amount of time a family with an adult can receive assistance funded with federal funds, increasing work participation rate requirements that states must meet, 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 FY 1995 federal expenditures for the four component programs. States also must 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

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

TANF: to provide assistance to needy families so that children can be cared for at home; to end the dependence of needy parents on government benefits by promoting job preparation, work and marriage; to prevent and reduce the incidence of out-of-wedlock pregnancies; and to encourage the formation and maintenance of two-parent families.

Legislative Changes

The current legislative authority for the TANF block grant is from the Deficit Reduction Act of 2005 (Public Law 109-171). Enacted in February 2006, the Act reauthorizes the original 1996 legislation at an annual funding level of \$16.5 billion and continues to require each state to have at least 50 percent of its work eligible families participating in meaningful work activities. However, prior to this Act, a caseload reduction credit allowed states to reduce their work requirement by their caseload declines since 1995. As most states experienced dramatic caseload declines, the credit had virtually eliminated the work participation requirements for most states. Starting with FY 2007, the Deficit Reduction Act recalibrates the base year for calculating the caseload reduction credit to 2005, effectively re-implementing a meaningful performance guideline.

Also starting in FY 2007, the Deficit Reduction Act expands the work participation calculations to include adults in certain welfare programs funded out of state funds countable toward the maintenance of effort (MOE) requirement. Under the original legislation, these adults were excluded from the calculations. This change was implemented because there was some concern that states were moving work-eligible TANF adults into non-TANF programs with similar program structures, in part, to avoid federal work participation standards.² In addition, new regulations from the Department of Health and Human Services create consistent definitions of the activities that count toward federal work requirements and provide new flexibility for states to count adults who miss scheduled hours due to holidays and excused absences. The new regulations also provide more detailed instructions to states as to which families they are to include in their work participation rate calculations. In some circumstances states are required to include adults that have been removed from the assistance unit because of failing to comply with program rules. In addition, the new regulations allow states to include adults receiving federal disability benefits on a case by case basis, and to exclude parents caring for disabled family members.

The Deficit Reduction Act also provides \$100 million per year to support programs designed to promote healthy marriages, and up to \$50 million annually for programs designed to encourage responsible fatherhood. In addition, the new law increased mandatory child care funding to states to \$2.9 billion annually.

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

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

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

² Separate State Programs (SSP) refer to programs funded by state MOE contributions. Some states have additional programs that are similar to TANF, but are not funded by TANF or MOE sources. These programs are sometimes called Solely State Funded programs and are excluded from any federal work standards and the 60-month limit on assistance. Since States do not report data on these programs they are not included in any of the tables in this report.

care programs; such programs, and the costs of administering them, were transferred to the Child Care and Development Fund as part of PRWORA.)

There also is potential for discontinuity between the AFDC and the TANF caseload figures. For example, under TANF there is no longer a separate “Unemployed Parent” (UP) program, as there was under AFDC. While a separate work participation rate is calculated for two-parent families, this population is not identical to the UP caseload under AFDC. It is also possible that a limited number of families will be considered recipients of TANF assistance, even if they do not receive a monthly cash benefit. The vast majority of families receiving “assistance”³ are, in fact, receiving cash payments.

Another data issue concerns the treatment of families who receive cash and other forms of assistance under Separate State Programs (SSPs), funded out of MOE dollars rather than federal TANF funds. Under TANF, some states use SSP programs to serve specific categories of families (e.g., two-parent families, families who have exhausted their time limits). From 1996-2005, such families were not subject to federal time limits. States did not have to include them in the calculation of their work participation rates. As of October 2006, such families are included in the work participation rate calculation, but may still be excluded from the application of the federal time limits on receipt of assistance. Starting with the 2004 edition, this *Indicators* report adds recipients in SSPs into the caseload totals⁴ (the split between TANF and SSP caseloads is shown in Table TANF 3, nationally, and in Table TANF 15, by state). Native Americans served through state TANF and SSP programs are included in these caseload counts, but families served through TANF programs operated by Tribal governments are excluded. Expenditures for SSPs are shown in Table TANF 5.

AFDC/TANF Program Data

The following tables and figures present data on caseloads, expenditures, and recipient characteristics of the AFDC and TANF programs. Trends in national caseloads and expenditures are shown in Figures TANF 1 and TANF 2, and the first set of tables (Tables TANF 1 through 6). These are followed by information on characteristics of AFDC/TANF families (Table TANF 7)⁵ and a series of tables presenting state-by-state data on trends in the AFDC/TANF program (Tables TANF 8 through 15). These data complement the data on trends in AFDC/TANF reciprocity and participation rates shown in Tables IND 3a and IND 4a in Chapter II.

AFDC/TANF Caseload Trends (Tables TANF 1 through TANF 3 and Figure TANF 1). Welfare caseloads have stabilized over the past few years after declining dramatically during the 1990s. In FY 2006, the average monthly number of TANF recipients was 4.7 million persons, down 7 percent from FY 2005. Moreover, this was 62 percent lower than the average monthly AFDC caseload in FY 1996 and the smallest number of people on welfare since 1967. From the peak of 14.2 million in FY 1994, the number of AFDC/TANF recipients dropped by 67 percent to 4.7 million in FY 2007.⁶ Over four-fifths of the reduction in the caseload since FY 1994 has occurred following the passage of PRWORA in FY 1996. These are the largest welfare caseload declines in the history of U.S. welfare programs.

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 conducive environment within which to

³ States are allowed to use TANF funds on a variety of services, including employment and training services, domestic violence services, child care, transportation, and other support services. Families receiving such services, however, generally should not be counted as recipients of TANF “assistance.” Under the final regulations for TANF, “assistance” primarily includes payments directed at ongoing basic needs. It includes payments when individuals are participating in community service and work experience (or other work activities) as a condition of receiving payments (e.g., workfare). In addition, the definition also includes certain child care and transportation benefits when families are not employed. It excludes, however, such things as: non-recurrent, short-term benefits; services without a cash value, such as education and training, case management, job search, and counseling; and benefits such as child care and transportation when provided to employed families.

⁴ States began submitting caseload data on SSPs in FY 2000.

⁵ Family characteristics in Table TANF 7 may differ from those reported in Chapter II because the administrative data focus on the assistance unit, whereas the survey-based data in Chapter II often use a broader family unit definition. For example, grandparents, adult siblings, aunts, uncles, and other adult relatives living in the same household as the recipient children may be excluded from the assistance unit and thus the administrative data, yet be included in survey data on the family in which the TANF recipient resides.

⁶ Note that these figures include recipients in SSPs, who are sometimes omitted from TANF caseload statistics reported by the Department.

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 the 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 was attributable to welfare reform (O'Neill and Hill, 2001).

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

Figure TANF 2 and Table TANF 6 show that inflation has had a significant effect in eroding the value of the average monthly AFDC/TANF benefit. In real dollars, by 2006 the average monthly benefit per recipient had declined to 65 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 families with no adult in the assistance unit and in employment among adult recipients.

One of the most dramatic trends is the increase in the proportion of adult recipients who are working. In FY 2006, 22 percent of TANF adult recipients were employed, down from 26 percent in 2000, but 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 30 percent in FY 2006⁷ (data not shown). Similar trends are shown in data on income from earnings. These trends likely reflect the effects of expanded earnings disregards, welfare-to-work programs, and the economy. One can also see a relationship between employment of welfare recipients and broader trends in labor force participation. (For example, see Table WORK 8 in Chapter III for trends in employment rates for women with children under age 18.)

Another dramatic change in the caseload is the increasing fraction of cases without an adult recipient. Such cases occur when the adults are ineligible (because they are a caretaker relative, SSI parent, immigrant parent, or sanctioned parent). Families with no adults in the assistance unit have climbed from 15 percent of the caseload in FY 1992 to 47 percent in FY 2006.⁸ This dramatic growth has been due to an increase in the number of cases without recipient adults during the early 1990s, followed by a decline in the number of cases that included adults in the assistance unit. The number of cases without an adult in the assistance unit has fallen by about 127,000 since 1996 — between 1996 and 1998 they decreased by 254,000 but subsequently increased by 127,000.

In other areas, TANF 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,

⁷ Not all of these adults are participating in enough hours to meet the TANF Work Participation Rate requirement.

⁸ The percentages in this paragraph do not include cases served by SSP programs. In FY 2006, 14.2 percent of SSP caseloads funded by MOE did not have an adult in the assistance unit compared to 47.2 percent of families served through the main TANF programs.

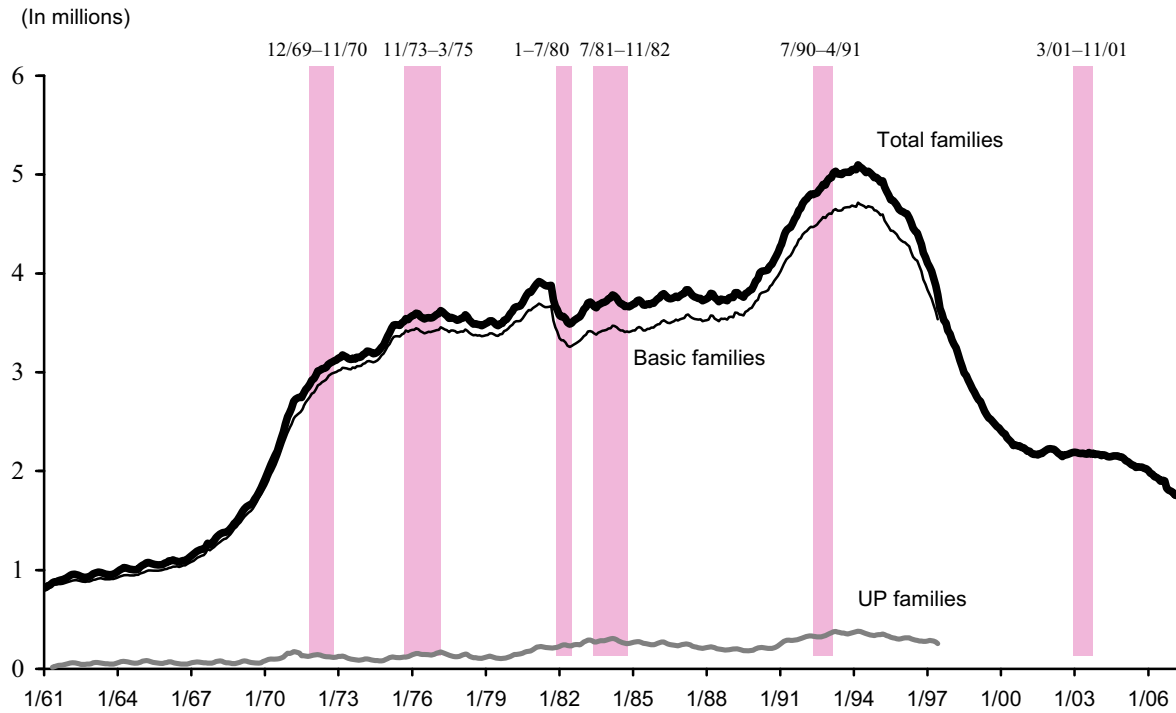
analyses of program data have not found much evidence of an increase or decrease in readily observed barriers to employment in the current caseload.

The question of whether the caseload has become more disadvantaged cannot be answered simply through TANF administrative data provided by the states, which do not contain detailed information on such barriers to employment as lack of basic skills, alcohol and drug abuse, domestic violence, and disabilities. A few recent studies have found very high levels of these barriers among the TANF population. These studies also have found that 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 through TANF 15). There is a great deal of state-to-state variation in the trends discussed above. For example, as shown in Table TANF 10, while every state has experienced a caseload decline since the 1990s, the percentage change between the state's caseload peak and March 2007 ranges from 96 percent (Wyoming) to 44 percent (Nebraska). Sixteen states have experienced caseload declines of 75 percent or more. Table TANF 10 also shows that states reached their peak caseloads as early as May 1990 (Louisiana) and as late as June 1997 (Hawaii).

Table TANF 15 shows TANF and Separate State Program (SSP) families and recipients, by state. Thirty-two states (including DC) had such programs.

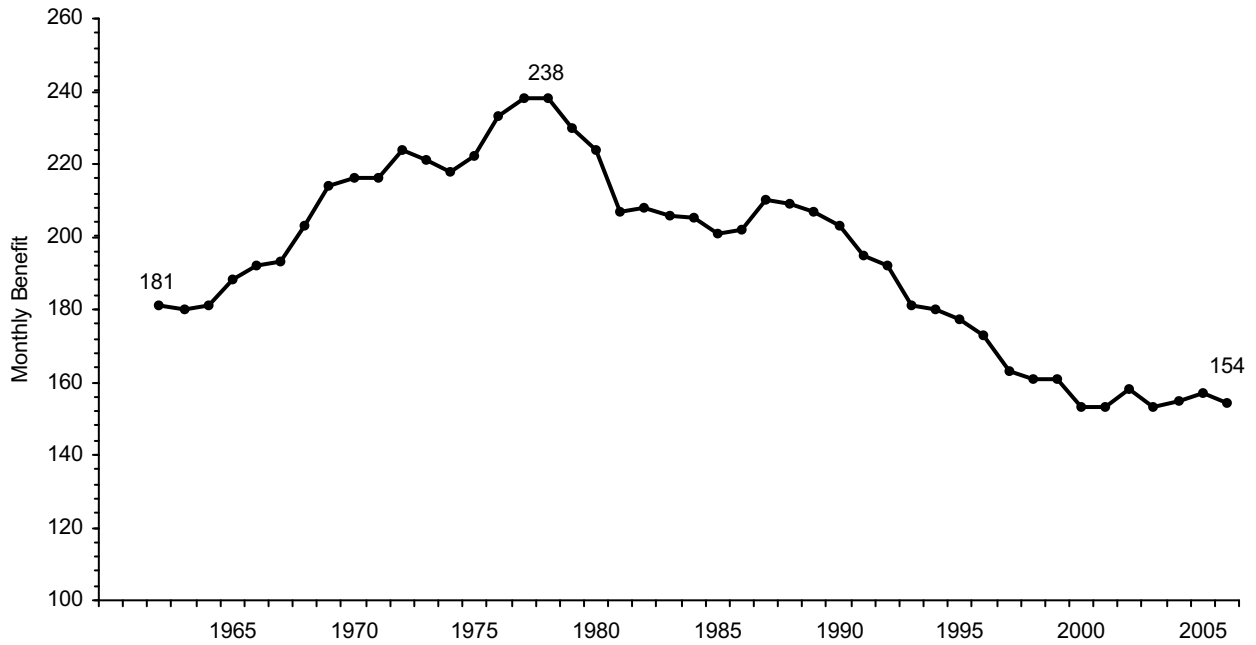
Figure TANF 1. AFDC/TANF Families Receiving Income Assistance



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. Beginning in 2000, "Total Families" includes TANF and SSP families. Last data point plotted is March 2007.

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 2006 Dollars



Note: See Table TANF 6 for underlying data. Comparison of trends in the average monthly AFDC/TANF benefit per recipient in constant 2006 dollars with the weighted average maximum benefit in constant 2006 dollars since 1988 indicates that the primary cause of the decline in the average monthly benefit has been the erosion of the real value of the maximum benefit due to inflation. This is due to the fact that the current value of the maximum benefits has increased less than the cost of living in most states since the late 1980s.

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

Table TANF 1. Trends in AFDC/TANF Caseloads: 1962-2006

Fiscal Year	Average Monthly Number (thousands)					Children as a Percent of Total Recipients	Average ¹ Number of Children per Family
	Total Families ¹	AFDC UP ² Two-Parent Families	TANF Two-Parent Families	Total Recipients	Child Recipients		
1962.....	924	48	NA	3,593	2,778	77.3	3.0
1964.....	984	60	NA	4,059	3,043	75.0	3.1
1965.....	1,037	69	NA	4,323	3,242	75.0	3.1
1966.....	1,074	62	NA	4,472	3,369	75.3	3.1
1967.....	1,141	58	NA	4,718	3,560	75.5	3.1
1968.....	1,310	67	NA	5,349	4,013	75.0	3.1
1969.....	1,539	66	NA	6,146	4,591	74.7	3.0
1970.....	1,906	78	NA	7,415	5,484	74.0	2.9
1971.....	2,531	143	NA	9,557	6,963	72.9	2.8
1972.....	2,918	134	NA	10,632	7,698	72.4	2.6
1973.....	3,123	120	NA	11,038	7,967	72.2	2.6
1974.....	3,170	93	NA	10,845	7,825	72.2	2.5
1975.....	3,357	100	NA	11,067	7,952	71.9	2.4
1976.....	3,575	135	NA	11,386	8,054	70.7	2.3
1977.....	3,593	149	NA	11,130	7,846	70.5	2.2
1978.....	3,539	128	NA	10,672	7,492	70.2	2.1
1979.....	3,496	114	NA	10,318	7,197	69.8	2.1
1980.....	3,642	141	NA	10,597	7,320	69.1	2.0
1981.....	3,871	209	NA	11,160	7,615	68.2	2.0
1982.....	3,569	232	NA	10,431	6,975	66.9	2.0
1983.....	3,651	272	NA	10,659	7,051	66.1	1.9
1984.....	3,725	287	NA	10,866	7,153	65.8	1.9
1985.....	3,692	261	NA	10,813	7,165	66.3	1.9
1986.....	3,748	254	NA	10,997	7,300	66.4	1.9
1987.....	3,784	236	NA	11,065	7,381	66.7	2.0
1988.....	3,748	210	NA	10,920	7,325	67.1	2.0
1989.....	3,771	193	NA	10,934	7,370	67.4	2.0
1990.....	3,974	204	NA	11,460	7,755	67.7	2.0
1991.....	4,374	268	NA	12,592	8,513	67.6	1.9
1992.....	4,768	322	NA	13,625	9,226	67.7	1.9
1993.....	4,981	359	NA	14,143	9,560	67.6	1.9
1994.....	5,046	363	NA	14,226	9,611	67.6	1.9
1995.....	4,871	335	NA	13,660	9,280	67.9	1.9
1996.....	4,543	301	NA	12,645	8,672	68.6	1.9
1997 ²	3,937	256	NA	10,935	7,781 ³	71.2 ³	2.0 ³
1998.....	3,200	NA	162	8,790	6,273	71.4	2.0
1999.....	2,674	NA	125	7,188	5,319	74.0	2.0
2000.....	2,356	NA	132	6,324	4,598	72.7	2.0
2001.....	2,200	NA	119	5,761	4,227	73.4	1.9
2002.....	2,195	NA	118	5,656	4,149	73.3	1.9
2003.....	2,181	NA	116	5,518	4,075	73.9	1.9
2004.....	2,160	NA	113	5,376	3,993	74.3	1.8
2005.....	2,090	NA	108	5,118	3,819	74.6	1.8
2006.....	1,962	NA	98	4,746	3,561	75.0	1.8

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

¹ Includes unemployed parent families and child-only cases.

² The AFDC Unemployed Parent program was replaced when the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed AFDC and set up the Temporary Assistance for Needy Families (TANF) program beginning July 1, 1997.

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

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance (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: 1970-2006

Calendar Year ¹	Total Recipients in the States & DC (thousands)	Child Recipients in the States & DC (thousands)	Recipients as a Percent of Total Population ²	Recipients as a Percent of Poverty Population ³	Child Recipients as a Percent of Total Child Population ²	Child Recipients as a Percent of Children in Poverty ³
1970	8,303	6,104	4.0	32.7	8.7	58.5
1971	10,043	7,303	4.8	39.3	10.5	69.2
1972	10,736	7,766	5.1	43.9	11.2	75.5
1973	10,738	7,763	5.1	46.7	11.3	80.5
1974	10,621	7,637	5.0	45.4	11.3	75.2
1975	11,131	7,928	5.2	43.0	11.8	71.4
1976	11,098	7,850	5.1	44.4	11.8	76.4
1977	10,856	7,632	4.9	43.9	11.7	74.2
1978	10,387	7,270	4.7	42.4	11.2	73.2
1979	10,140	7,057	4.5	38.9	11.0	68.0
1980	10,599	7,295	4.7	36.2	11.5	63.2
1981	10,893	7,397	4.7	34.2	11.7	59.2
1982	10,161	6,767	4.4	29.5	10.8	49.6
1983	10,569	6,967	4.5	29.9	11.1	50.1
1984	10,643	7,017	4.5	31.6	11.2	52.3
1985	10,672	7,073	4.5	32.3	11.3	54.4
1986	10,850	7,206	4.5	33.5	11.5	56.0
1987	10,841	7,240	4.5	33.6	11.5	55.9
1988	10,728	7,201	4.4	33.8	11.4	57.8
1989	10,798	7,286	4.4	34.3	11.5	57.9
1990	11,497	7,781	4.6	34.2	12.1	57.9
1991	12,728	8,601	5.0	35.6	13.2	60.0
1992	13,571	9,189	5.3	35.7	13.8	60.1
1993	14,007	9,460	5.4	35.7	14.0	60.2
1994	13,970	9,448	5.3	36.7	13.8	61.8
1995	13,242	9,013	5.0	36.4	13.0	61.5
1996	12,156	8,355	4.5	33.3	11.9	57.8
1997	10,224	7,077 ⁴	3.7	28.7	10.0	50.1
1998	8,215	5,781	3.0	23.8	8.1	42.9
1999	6,709	4,836	2.4	20.5	6.7	39.4
2000	6,043	4,415	2.1	19.1	6.1	38.1
2001	5,631	4,140	2.0	17.1	5.7	35.3
2002	5,534	4,073	1.9	16.0	5.6	33.6
2003	5,424	4,024	1.9	15.1	5.5	31.3
2004	5,282	3,936	1.8	14.3	5.4	30.2
2005	4,975	3,727	1.7	13.5	5.1	28.9
2006	4,542	3,430	1.5	12.5	4.7	26.7

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

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

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

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

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233 (available online at <http://www.census.gov/hhes/www/poverty.html>).

Table TANF 3. TANF and Separate State Program (SSP) Families and Recipients: 2000-2006
 [In thousands]

Fiscal Year	TANF	SSP	Total
	Families		
2000	2,265	91	2,356
2001	2,117	82	2,200
2002	2,065	129	2,195
2003	2,032	149	2,181
2004	1,987	173	2,160
2005	1,921	170	2,090
2006	1,807	155	1,962
	All Recipients		
2000	5,943	380	6,324
2001	5,423	338	5,761
2002	5,149	508	5,656
2003	4,967	551	5,518
2004	4,784	592	5,376
2005	4,549	569	5,118
2006	4,229	517	4,749
	Child Recipients		
2000	4,370	228	4,598
2001	4,025	202	4,227
2002	3,841	308	4,149
2003	3,731	344	4,075
2004	3,617	376	3,993
2005	3,459	360	3,819
2006	3,234	326	3,561

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

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance (available online at <http://www.acf.dhhs.gov/>).

Table TANF 4. Total AFDC/TANF Expenditures on Cash Benefits and Administration: 1970 – 2006

[In millions of dollars]

Fiscal Year	Federal Funds (Current Dollars)		State Funds (Current Dollars)		Total (Current Dollars)		Total (Constant 2006 Dollars ¹)	
	Benefits	Admin	Benefits	Admin	Benefits	Admin	Benefits	Admin
1970	\$2,187	\$572 ²	\$1,895	\$309	\$4,082	\$881 ²	19,248	4,154
1971	3,008	271	2,469	254	5,477	525	24,724	2,370
1972	3,612	240 ³	2,942	241	6,554	481 ³	28,571	2,097
1973	3,865	313	3,138	296	7,003	610	29,320	2,554
1974	4,071	379	3,300	362	7,371	740	28,424	2,854
1975	4,625	552	3,787	529	8,412	1,082	29,566	3,803
1976	5,258	541	4,418	527	9,676	1,069	31,835	3,517
1977	5,626	595	4,762	583	10,388	1,177	31,815	3,605
1978	5,724	631	4,898	617	10,621	1,248	30,517	3,586
1979	5,825	683	4,954	668	10,779	1,350	28,480	3,567
1980	6,448	750	5,508	729	11,956	1,479	28,428	3,517
1981	6,928	835	5,917	814	12,845	1,648	27,763	3,562
1982	6,922	878	5,934	878	12,857	1,756	25,996	3,551
1983	7,332	915	6,275	915	13,607	1,830	26,303	3,538
1984	7,707	876	6,664	822	14,371	1,698	26,677	3,152
1985	7,817	890	6,763	889	14,580	1,779	26,127	3,188
1986	8,239	993	6,996	967	15,235	1,960	26,684	3,433
1987	8,914	1,081	7,409	1,052	16,323	2,133	27,845	3,639
1988	9,125	1,194	7,538	1,159	16,663	2,353	27,409	3,870
1989	9,433	1,211	7,807	1,206	17,240	2,417	27,204	3,814
1990	10,149	1,358	8,390	1,303	18,539	2,661	27,979	4,016
1991	11,165	1,373	9,191	1,300	20,356	2,673	29,396	3,860
1992	12,258	1,459	9,993	1,378	22,250	2,837	31,363	3,999
1993	12,270	1,518	10,016	1,438	22,286	2,956	30,637	4,064
1994	12,512	1,680	10,285	1,621	22,797	3,301	30,680	4,443
1995	12,019	1,770	10,014	1,751	22,032	3,521	28,963	4,629
1996	11,065	1,633	9,346	1,633	20,411	3,266	26,177	4,189
1997 ⁴	9,748	1,273	7,799	1,098	17,547	2,371	21,960	2,967
1998	7,518	1,231	7,096	1,028	14,614	2,259	18,021	2,786
1999	6,475	1,407	6,975	884	13,449	2,291	16,292	2,775
2000	5,444	1,570	5,736	1,032	11,180	2,302	13,133	3,057
2001	4,772	1,598	5,390	1,042	10,163	2,639	11,569	3,005
2002	4,554	1,633	4,854	983	9,408	2,617	10,551	2,935
2003	5,820	1,592	4,398	859	10,219	2,451	11,195	2,685
2004	4,717	1,471	5,652	828	10,368	2,300	11,103	2,463
2005	5,193	1,507	5,546	870	10,739	2,377	11,136	2,464
2006	4,926	1,525	4,980	886	9,906	2,411	9,906	2,411

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

¹ Constant dollar adjustments to 2006 level were made using a CPI-U-RS fiscal year price index.

² Includes expenditures for services.

³ Administrative expenditures only.

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

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

Table TANF 5. Federal and State TANF Program and Other Related Spending: 1997 – 2006

[In millions of dollars]

Fiscal Year	Cash & Work-Based Assistance	Work Activities	Child Care	Transportation	Administration	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
2002	4,554	2,121	1,572	339	1,339	294	–	4,368	14,588
2003	5,820	1,937	1,698	434	1,307	285	–	4,772	16,254
2004	4,717	1,613	1,427	354	1,220	251	–	4,811	14,393
2005	5,193	1,702	1,279	393	1,277	230	–	4,089	14,164
2006	4,926	1,681	1,238	341	1,294	231	–	3,859	13,570
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
2002	3,994	582	1,860	221	877	66	–	1,554	9,154
2003	3,597	596	1,993	73	766	60	–	1,441	8,526
2004	4,729	501	1,878	119	721	55	–	1,330	9,333
2005	4,537	429	1,761	111	776	46	–	1,489	9,148
2006	4,105	630	2,120	102	793	41	–	1,323	9,114
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
2002	860	24	72	24	41	-5	–	652	1,673
2003	801	66	-223	36	33	-3	–	848	1,560
2004	922	40	45	19	52	1.1	–	1,016	2,095
2005	1,009	36	157	19	46	1.9	–	999	2,268
2006	875	53	184	29	51	1.3	–	1,716	2,910
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
2002	9,408	2,727	3,504	584	2,258	359	–	6,574	25,414
2003	10,219	2,599	3,468	543	2,106	345	–	7,060	26,340
2004	10,368	2,154	3,350	492	1,992	307	–	7,157	25,821
2005	10,739	2,167	3,197	523	2,099	278	–	6,577	25,580
2006	9,906	2,364	3,542	472	2,138	273	–	6,898	25,594

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 (available online at <http://www.acf.hhs.gov/programs/ofs/data/index.html>).

Table TANF 6. Trends in AFDC/TANF Average Monthly Payments: 1962 – 2006

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	2006 Dollars		Current Dollars	2006 Dollars	Current Dollars	2006 Dollars
1962	\$31	\$181	3.9	\$121	\$705	NA	NA
1963	31	180	4.0	126	725	NA	NA
1964	32	181	4.1	131	746	NA	NA
1965	34	188	4.2	140	784	NA	NA
1966	35	192	4.2	146	798	NA	NA
1967	36	193	4.1	150	799	NA	NA
1968	40	203	4.1	162	832	NA	NA
1969	43	214	4.0	173	855	\$186 ²	\$923
1970	46	216	3.9	178	840	194 ²	916
1971	48	216	3.8	180	814	201 ²	908
1972	51	224	3.6	187	816	205 ²	895
1973	53	221	3.5	187	782	213 ²	891
1974	57	218	3.4	194	747	229 ²	882
1975	63	222	3.3	209	734	243	854
1976	71	233	3.2	226	742	257	845
1977	78	238	3.1	241	738	271	830
1978	83	238	3.0	250	719	284	817
1979	87	230	3.0	257	679	301	795
1980	94	224	2.9	274	650	320	761
1981	96	207	2.9	277	598	326	704
1982	103	208	2.9	300	607	331	668
1983	106	206	2.9	311	600	336	650
1984	110	205	2.9	322	597	352	653
1985	112	201	2.9	329	590	369	661
1986	115	202	2.9	339	593	383	671
1987	123	210	2.9	359	613	393	671
1988	127	209	2.9	370	609	403	663
1989	131	207	2.9	381	601	413	651
1990	135	203	2.9	389	587	420	634
1991	135	195	2.9	388	560	424	613
1992	136	192	2.9	389	548	419	590
1993	131	181	2.8	373	513	414	570
1994	134	180	2.8	376	507	416	559
1995	134	177	2.8	376	496	418	550
1996	135	173	2.8	374	480	419	538
1997 ³	130	163	2.8	362	453	418	524
1998	130	161	2.7	358	441	429	529
1999	133	161	2.7	357	432	450	545
2000	130	153	2.7	349	410	446	524
2001	134	153	2.6	351	400	448	510
2002	141	158	2.6	364	408	452	507
2003	140	153	2.5	354	388	455	498
2004	145	155	2.5	360	386	462	495
2005	151	157	2.4	370	383	468	485
2006	154	154	2.4	372	372	495	495

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 2006 level were made using a CPI-UR fiscal-year price index.

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

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

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

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

Table TANF 7. Characteristics of AFDC/TANF Families: Selected Years 1969 – 2006

	May	May	March	Fiscal year ¹						
	1969	1975	1979	1983	1988	1992	1996	2000	2003	2006
Avg. Family Size (persons)	4.0	3.2	3.0	3.0	3.0	2.9	2.8	2.6	2.5	2.3
Number of Child Recipients										
One	26.6	37.9	42.3	43.4	42.5	42.5	43.9	44.2	47.9	50.2
Two	23.0	26.0	28.1	29.8	30.2	30.2	29.9	28.4	27.8	27.2
Three	17.7	16.1	15.6	15.2	15.8	15.5	15.0	15.3	13.8	13.2
Four or More	32.5	20.0	13.9	10.1	9.9	10.1	9.2	10.1	8.6	7.5
Unknown	NA	NA	NA	1.5	1.7	0.7	1.3	2.0	1.9	2.0
Families with No Adult in Asst. Unit ²	10.1	12.5	14.6	8.3	9.6	14.8	21.5	34.4	40.9	47.2
Families with Non-Recipients	33.1	34.8	NA	36.9	36.8	38.9	49.9	–	–	–
Median Months on AFDC/TANF										
Since Most Recent Opening	23.0	31.0	29.0	26.0	26.3	22.5	23.6	–	–	–
Presence of Assistance										
Living in Public Housing	12.8	14.6	NA	10.0	9.6	9.2	8.8	17.7	19.1	17.2
Participating in Food Stamp or Donated Food Program	52.9	75.1	75.1	83.0	84.6	87.3	89.3	79.9	80.9	80.7
Presence of Income										
With Earnings	NA	14.6	12.8	5.7	8.4	7.4	11.1	23.6 ³	19.5 ³	18.4 ³
No Non-AFDC/TANF Income	56.0	71.1	80.6	86.8	79.6	78.9	76.0	71.6 ³	74.4 ³	76.6 ³
Adult Employment Status (percent of adults)										
Employed	–	–	–	–	–	6.6	11.3	26.4	22.9	21.6
Unemployed	–	–	–	–	–	–	–	49.2	49.0	54.8
Not in Labor Force	–	–	–	–	–	–	–	24.3	28.1	23.6
Adult Women's employment status (percent of adult female recipients):⁴										
Full-time job	8.2	10.4	8.7	1.5	2.2	2.2	4.7	–	–	–
Part-time job	6.3	5.7	5.4	3.4	4.2	4.2	5.4	–	–	–
Marital Status (percent of adults)										
Single	–	–	–	–	–	–	–	65.3	67.3	69.9
Married	–	–	–	–	–	–	–	12.4	10.7	10.5
Separated	–	–	–	–	–	–	–	13.1	12.8	11.4
Widowed	–	–	–	–	–	–	–	0.7	0.5	0.6
Divorced	–	–	–	–	–	–	–	8.5	8.7	7.9
Basis for Child's Eligibility (percent children):										
Incapacitated	11.7 ⁵	7.7	5.3	3.4	3.7	4.1	4.3	–	–	–
Unemployed	4.6 ⁵	3.7	4.1	8.7	6.5	8.2	8.3	–	–	–
Death	5.5 ⁵	3.7	2.2	1.8	1.8	1.6	1.6	–	–	–
Divorce or Separation	43.3 ⁵	48.3	44.7	38.5	34.6	30.0	24.3	–	–	–
Absent, No Marriage Tie	27.9 ⁵	31.0	37.8	44.3	51.9	53.1	58.6	–	–	–
Absent, Other Reason	3.5 ⁵	4.0	5.9	1.4	1.6	2.0	2.4	–	–	–
Unknown	–	–	–	1.7	–	0.9	0.6	–	–	–

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

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

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

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

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

⁵ Calculated on the basis of total number of families.

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

Table TANF 8. AFDC/TANF Benefits by State: Selected Fiscal Years 1978 – 2006

[In millions of dollars]

	1978	1984	1986	1988	1990	1994	1998	2000	2003	2006
Alabama	\$78	\$74	\$68	\$62	\$62	\$92	\$44	\$36	\$46	\$35
Alaska	17	37	46	54	60	113	77	55	50	36
Arizona	30	67	79	103	138	266	145	107	175	137
Arkansas	51	39	48	53	57	57	26	34	22	15
California	1,813	3,207	3,574	4,091	4,955	6,088	4,128	3,643	3,119	3,480
Colorado	74	107	107	125	137	158	80	48	51	63
Connecticut	168	226	223	218	295	397	305	166	133	124
Delaware	28	28	25	24	29	40	24	20	20	18
Dist. of Columbia	91	75	77	76	84	126	97	72	68	62
Florida	145	251	261	318	418	806	357	234	251	170
Georgia	103	149	223	266	321	428	313	180	169	96
Hawaii	83	83	73	77	99	163	153	141	91	85
Idaho	21	21	19	19	20	30	6	3	6	7
Illinois	699	845	886	815	839	914	771	269	115	124
Indiana	118	153	148	167	170	228	104	87	139	109
Iowa	107	159	170	155	152	169	104	79	81	74
Kansas	73	87	91	97	105	123	41	43	55	63
Kentucky	122	135	104	143	179	198	147	104	102	101
Louisiana	97	145	162	182	188	168	103	58	67	45
Maine	51	69	84	80	101	108	80	73	66	65
Maryland	166	229	250	250	296	314	192	196	32	106
Massachusetts	476	406	471	558	630	730	442	336	339	320
Michigan	780	1,214	1,248	1,231	1,211	1,132	589	386	390	422
Minnesota	164	287	322	338	355	379	276	193	193	129
Mississippi	33	58	74	85	86	82	60	18	36	22
Missouri	152	196	209	215	228	287	180	139	130	122
Montana	15	27	37	41	40	49	30	21	31	17
Nebraska	38	56	62	56	59	62	41	41	59	63
Nevada	8	10	16	20	27	48	39	28	48	33
New Hampshire	21	16	20	21	32	62	39	32	39	35
New Jersey	489	485	509	459	451	531	372	222	222	78
New Mexico	32	49	51	56	61	144	104	113	78	74
New York	1,689	1,916	2,099	2,140	2,259	2,913	2,149	1,554	1,605	1,624
North Carolina	138	149	138	206	247	353	211	140	133	94
North Dakota	14	16	20	22	24	26	22	12	18	10
Ohio	441	725	804	805	877	1,016	546	368	304	331
Oklahoma	74	85	100	119	132	165	72	78	58	28
Oregon	148	101	120	128	145	197	141	34	82	89
Pennsylvania	726	724	389	747	798	935	523	573	324	393
Rhode Island	59	71	79	82	99	136	117	105	83	65
South Carolina	52	75	103	91	96	115	52	91	49	39
South Dakota	18	17	15	21	22	25	14	10	11	12
Tennessee	77	83	100	125	168	215	108	146	138	104
Texas	122	229	281	344	416	544	315	248	323	139
Utah	41	52	55	61	64	77	50	40	44	37
Vermont	21	40	40	40	48	65	47	39	34	35
Virginia	136	165	179	169	177	253	123	186	129	136
Washington	175	294	375	401	438	610	450	312	269	284
West Virginia	53	75	109	107	110	126	52	49	68	37
Wisconsin	260	519	444	506	440	425	145	7	109	111
Wyoming	6	13	16	19	19	21	7	9	15	10
United States	\$10,621	\$14,371	\$15,236	\$16,663	\$18,543	\$22,798	\$14,614	\$11,180	\$10,219	\$9,906

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

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

Table TANF 9. Comparison of Federal Funding for AFDC and Related Programs and 2006 Family Assistance Grants Awarded under PRWORA

[In millions of dollars]

State	FY 1996 Grants for AFDC, EA & JOBS ¹	FY 2006 Family Assistance Grants & Supplemental ²	FY 2006 Bonus Awards ³	FY 2006 Total Awards	Increase of FY 2006 over FY 1996 Level	Percent Increase from FY 1996 Level
Alabama	\$79.0	\$104.4	\$0.0	\$104.4	\$25.4	32
Alaska	60.7	54.8	0.0	54.8	-5.8	-10
Arizona	200.6	226.1	0.0	226.1	25.5	13
Arkansas	54.3	63.0	0.0	63.0	8.7	16
California	3,545.6	3,669.9	0.0	3,669.9	124.3	4
Colorado	138.9	149.6	0.0	149.6	10.7	8
Connecticut	221.1	266.8	0.0	264.4	43.3	20
Delaware	30.2	32.3	0.0	31.4	1.2	4
Dist. of Columbia	77.1	92.6	0.0	90.5	13.4	17
Florida	504.7	622.7	0.0	622.7	118.0	23
Georgia	301.2	368.0	0.0	368.0	66.8	22
Hawaii	98.4	98.9	0.0	98.9	0.5	1
Idaho	31.3	33.9	0.0	33.9	2.6	8
Illinois	593.8	585.1	0.0	585.1	-8.8	-1
Indiana	121.4	206.8	0.0	206.8	85.4	70
Iowa	129.3	131.5	0.0	131.5	2.2	2
Kansas	86.9	101.9	0.0	101.9	15.0	17
Kentucky	171.6	181.3	0.0	181.3	9.6	6
Louisiana	122.4	181.0	0.0	181.0	58.6	48
Maine	73.2	78.1	0.0	78.1	4.9	7
Maryland	207.6	229.1	0.0	227.5	19.9	10
Massachusetts	372.0	459.4	0.0	459.4	87.3	23
Michigan	581.5	775.4	0.0	775.4	193.9	33
Minnesota	239.3	263.4	0.0	263.4	24.1	10
Mississippi	68.6	95.8	0.0	95.8	27.2	40
Missouri	207.9	217.1	0.0	217.1	9.2	4
Montana	39.2	39.2	0.0	39.2	0.0	0
Nebraska	56.2	57.8	0.0	57.8	1.6	3
Nevada	41.2	47.7	0.0	46.4	5.1	12
New Hampshire	36.0	38.5	0.0	38.5	2.5	7
New Jersey	353.4	404.0	0.0	404.0	50.7	14
New Mexico	129.9	117.1	0.0	117.1	-12.8	-10
New York	2,332.7	2,442.9	0.0	2,442.9	110.2	5
North Carolina	311.9	338.3	0.0	338.3	26.5	8
North Dakota	24.5	26.4	0.0	26.4	1.9	8
Ohio	564.5	728.0	0.0	728.0	163.5	29
Oklahoma	125.1	147.6	0.0	147.6	22.5	18
Oregon	146.4	166.8	0.0	166.8	20.4	14
Pennsylvania	780.1	719.5	0.0	719.5	-60.6	-8
Rhode Island	82.9	95.0	0.0	95.0	12.2	15
South Carolina	99.4	100.0	0.0	100.0	0.5	1
South Dakota	19.7	21.3	0.0	21.3	1.5	8
Tennessee	178.9	213.1	19.2	232.2	53.3	30
Texas	437.1	539.0	0.0	539.0	101.9	23
Utah	68.0	84.3	0.0	84.3	16.4	24
Vermont	42.4	47.4	0.0	47.4	5.0	12
Virginia	134.6	158.3	0.0	158.3	23.6	18
Washington	393.2	382.9	0.0	382.9	-10.3	-3
West Virginia	95.1	110.2	0.0	109.2	14.0	15
Wisconsin	241.6	314.5	0.0	314.5	72.9	30
Wyoming	14.4	18.4	0.0	18.4	4.0	28
United States	\$15,067	\$16,647	\$19.2	\$16,657	\$1,590	11

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 2006 Family Assistance Grants and Supplemental is net of the Tribal Grants amounts.

³ FY 2006 Bonus Awards include Contingency Fund Grants but not penalties assessed.

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

Table TANF 10. AFDC/TANF Caseload by State: October 1989 to March 2007 Peak

[In thousands]

State	Peak Caseload Oct '89 to June '06	Date Peak Occurred Oct '89 to June '06	Sept '96 AFDC Caseload	March '07 TANF & SSP Caseload	Percent Decline ¹ Sept '96 to March '07	Percent Decline Peak to March '07
Alabama	52.3	Mar-93	40.7	18.0	56	66
Alaska	13.4	Apr-94	12.3	3.4	73	75
Arizona	72.8	Dec-93	61.8	35.7	42	51
Arkansas	27.1	Mar-92	22.1	8.6	61	68
California	933.1	Mar-95	870.3	471.8	46	49
Colorado	43.7	Dec-93	33.6	11.1	67	75
Connecticut	61.9	Mar-95	57.1	20.7	64	67
Delaware	11.8	Apr-94	10.5	4.6	56	61
Dist. of Columbia	27.5	Apr-94	25.1	5.3	79	81
Florida	259.9	Nov-92	200.3	47.3	76	82
Georgia	142.8	Nov-93	120.9	24.8	79	83
Hawaii	23.4	Jun-97	21.9	8.5	61	64
Idaho	9.5	Mar-95	8.4	1.7	80	83
Illinois	243.1	Aug-94	217.8	31.3	86	87
Indiana	76.1	Sep-93	49.7	41.2	17	46
Iowa	40.7	Apr-94	31.1	16.6	46	59
Kansas	30.8	Aug-93	23.4	14.6	38	53
Kentucky	84.0	Mar-93	70.4	29.8	58	65
Louisiana	94.7	May-90	66.5	10.7	84	89
Maine	24.4	Aug-93	19.7	11.0	44	55
Maryland	81.8	May-95	68.9	19.1	72	77
Massachusetts	115.7	Aug-93	84.3	44.6	47	61
Michigan	233.6	Apr-91	167.5	75.2	55	68
Minnesota	66.2	Jun-92	57.2	26.5	54	60
Mississippi	61.8	Nov-91	45.2	11.2	75	82
Missouri	93.7	Mar-94	79.1	42.8	46	54
Montana	12.3	Mar-94	9.8	3.2	68	74
Nebraska	17.2	Mar-93	14.4	9.5	34	44
Nevada	16.3	Mar-95	13.2	6.4	51	61
New Hampshire	11.8	Apr-94	8.9	5.1	42	56
New Jersey	132.6	Nov-92	100.8	34.9	65	74
New Mexico	34.9	Nov-94	33.0	14.0	57	60
New York	463.7	Dec-94	412.7	159.4	61	66
North Carolina	134.1	Mar-94	107.5	25.5	76	81
North Dakota	6.6	Apr-93	4.7	2.0	57	70
Ohio	269.8	Mar-92	201.9	77.6	62	71
Oklahoma	51.3	Mar-93	35.3	9.0	74	82
Oregon	43.8	Apr-93	28.5	18.9	34	57
Pennsylvania	212.5	Sep-94	180.1	59.9	67	72
Rhode Island	22.9	Apr-94	20.5	10.9	47	52
South Carolina	54.6	Jan-93	42.9	15.7	64	71
South Dakota	7.4	Apr-93	5.7	2.8	50	62
Tennessee	112.6	Nov-93	96.2	62.4	35	45
Texas	287.5	Dec-93	238.8	61.6	74	79
Utah	18.7	Mar-93	14.0	5.0	64	73
Vermont	10.3	Apr-92	8.7	4.5	49	57
Virginia	76.0	Apr-94	60.5	31.3	48	59
Washington	104.8	Feb-95	96.8	52.3	46	50
West Virginia	41.9	Apr-93	37.6	9.8	74	77
Wisconsin	82.9	Jan-92	49.9	17.2	66	79
Wyoming	7.1	Aug-92	4.3	0.3	94	96
United States	5,098	Mar-94	4,346	1,735	60	66

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

¹Negative 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	1980	1990	1994	1996	2000	2006	Percent Change	
									1996-00	2000-06
Alabama	78	123	180	130	132	105	46	46	-56	-1
Alaska	5	8	15	20	38	36	22	10	-38	-56
Arizona	40	51	51	124	201	172	87	87	-49	0
Arkansas	30	45	85	71	69	58	29	18	-50	-39
California	528	1,148	1,387	1,902	2,639	2,626	1,574	1,198	-40	-24
Colorado	42	66	77	102	119	99	29	37	-71	30
Connecticut	59	83	139	120	166	162	73	48	-55	-33
Delaware	12	20	32	21	27	23	13	13	-43	-5
Dist. of Columbia	20	40	85	49	74	70	47	40	-33	-15
Florida	106	204	256	370	669	561	158	90	-72	-43
Georgia	71	198	221	293	393	353	129	63	-64	-51
Guam	1	2	5	4	7	8	10	11	26	9
Hawaii	14	25	60	44	62	67	75	26	12	-64
Idaho	10	16	21	17	23	23	2	3	-90	32
Illinois	262	368	672	636	712	655	256	92	-61	-64
Indiana	48	73	157	154	216	148	103	130	-30	26
Iowa	44	64	104	98	110	89	54	49	-39	-10
Kansas	36	53	68	77	87	68	32	45	-54	42
Kentucky	81	129	167	175	208	175	89	70	-49	-21
Louisiana	104	202	213	282	248	236	75	27	-68	-64
Maine	19	36	60	56	64	56	32	32	-42	-2
Maryland	80	131	212	186	222	204	77	54	-62	-30
Massachusetts	94	208	350	263	307	237	102	98	-57	-3
Michigan	162	253	685	655	666	527	207	220	-61	6
Minnesota	51	76	135	171	187	171	116	80	-32	-31
Mississippi	83	115	173	179	159	129	34	28	-74	-18
Missouri	107	140	199	211	263	232	131	113	-44	-14
Montana	7	13	19	29	35	31	13	10	-58	-23
Nebraska	16	30	35	43	45	40	28	33	-30	20
Nevada	5	12	12	23	38	38	16	17	-58	8
New Hampshire	4	9	22	16	30	24	14	14	-42	2
New Jersey	104	286	459	309	335	288	138	109	-52	-21
New Mexico	30	51	53	57	102	101	72	43	-28	-41
New York	517	1,052	1,100	981	1,255	1,184	724	455	-39	-37
North Carolina	111	124	198	223	333	278	100	59	-64	-41
North Dakota	8	11	13	16	16	13	8	7	-44	-9
Ohio	183	266	513	632	685	546	245	170	-55	-31
Oklahoma	73	95	89	112	131	105	36	23	-66	-37
Oregon	31	75	102	89	114	87	39	42	-55	7
Pennsylvania	303	426	629	521	620	544	250	245	-54	-2
Puerto Rico	202	223	168	190	183	155	92	39	-40	-58
Rhode Island	24	38	52	46	63	58	50	31	-15	-37
South Carolina	30	52	153	111	140	119	41	42	-65	3
South Dakota	11	16	20	19	19	16	7	6	-59	-10
Tennessee	76	129	162	211	300	260	147	185	-43	25
Texas	91	214	308	611	788	684	342	169	-50	-51
Utah	22	33	37	45	50	40	23	18	-44	-19
Vermont	5	12	23	22	28	25	16	12	-36	-26
Virgin Islands	1	2	3	3	4	5	3	1	-35	-61
Virginia	46	87	166	151	195	162	75	82	-53	9
Washington	71	109	154	228	292	274	168	136	-39	-19
West Virginia	116	93	77	111	114	95	32	26	-66	-18
Wisconsin	45	79	213	237	226	170	40	41	-76	1
Wyoming	4	5	7	14	16	13	1	1	-91	-53
United States	4,323	7,415	10,597	11,460	14,226	12,645	6,324	4,746	-50	-25

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

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance (available online at <http://www.acf.dhhs.gov/programs/ofa/caseload/caseloadindex.htm>).

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

[In percent]

	1965	1970	1980	1990	1994	1996	2000	2006	Percent Change	
									1996-00	2000-06
Alabama	2.2	3.6	4.6	3.2	3.1	2.4	1.0	1.0	-57	-4
Alaska	1.8	2.6	3.7	3.7	6.3	5.9	3.6	1.5	-40	-59
Arizona	2.6	2.9	1.9	3.4	4.7	3.7	1.7	1.4	-55	-16
Arkansas	1.5	2.3	3.7	3.0	2.8	2.3	1.1	0.6	-52	-42
California	2.9	5.7	5.8	6.3	8.4	8.2	4.6	3.3	-44	-29
Colorado	2.2	3.0	2.6	3.1	3.2	2.5	0.7	0.8	-73	18
Connecticut	2.1	2.7	4.5	3.6	5.0	4.8	2.1	1.4	-56	-35
Delaware	2.4	3.6	5.4	3.2	3.8	3.2	1.7	1.5	-46	-12
Dist. of Columbia	2.5	5.3	13.3	8.1	12.6	12.3	8.2	6.8	-33	-17
Florida	1.8	3.0	2.6	2.8	4.7	3.8	1.0	0.5	-74	-50
Georgia	1.6	4.3	4.0	4.5	5.5	4.7	1.6	0.7	-67	-57
Hawaii	1.9	3.2	6.2	3.9	5.2	5.5	6.1	2.1	11	-66
Idaho	1.4	2.2	2.2	1.6	2.0	1.9	0.2	0.2	-91	17
Illinois	2.5	3.3	5.9	5.6	6.0	5.4	2.1	0.7	-62	-65
Indiana	1.0	1.4	2.9	2.8	3.7	2.5	1.7	2.1	-32	21
Iowa	1.6	2.3	3.6	3.5	3.9	3.1	1.9	1.7	-40	-11
Kansas	1.6	2.4	2.9	3.1	3.4	2.6	1.2	1.6	-55	39
Kentucky	2.5	4.0	4.6	4.7	5.4	4.5	2.2	1.7	-51	-24
Louisiana	2.9	5.6	5.0	6.7	5.7	5.4	1.7	0.6	-69	-62
Maine	1.9	3.6	5.4	4.5	5.2	4.5	2.5	2.4	-43	-5
Maryland	2.2	3.3	5.0	3.9	4.4	4.0	1.5	1.0	-64	-34
Massachusetts	1.8	3.7	6.1	4.4	5.0	3.8	1.6	1.5	-58	-4
Michigan	2.0	2.9	7.4	7.0	6.9	5.4	2.1	2.2	-62	5
Minnesota	1.4	2.0	3.3	3.9	4.1	3.6	2.3	1.6	-35	-34
Mississippi	3.6	5.2	6.9	6.9	5.9	4.7	1.2	1.0	-75	-19
Missouri	2.4	3.0	4.0	4.1	4.9	4.3	2.3	1.9	-45	-17
Montana	1.0	1.9	2.4	3.6	4.0	3.5	1.4	1.0	-59	-27
Nebraska	1.1	2.0	2.2	2.7	2.8	2.4	1.6	1.9	-31	16
Nevada	1.2	2.4	1.5	1.9	2.5	2.3	0.8	0.7	-65	-12
New Hampshire	0.7	1.2	2.4	1.5	2.7	2.1	1.1	1.1	-45	-3
New Jersey	1.5	4.0	6.2	4.0	4.2	3.5	1.6	1.3	-54	-23
New Mexico	3.0	5.0	4.1	3.8	6.1	5.8	4.0	2.2	-31	-44
New York	2.9	5.8	6.3	5.4	6.8	6.4	3.8	2.4	-40	-38
North Carolina	2.2	2.4	3.4	3.4	4.6	3.7	1.2	0.7	-67	-46
North Dakota	1.2	1.7	2.0	2.4	2.6	2.1	1.2	1.1	-43	-9
Ohio	1.8	2.5	4.8	5.8	6.1	4.9	2.2	1.5	-56	-31
Oklahoma	3.0	3.7	2.9	3.6	4.0	3.1	1.0	0.6	-67	-39
Oregon	1.6	3.6	3.9	3.1	3.7	2.7	1.1	1.1	-58	-0
Pennsylvania	2.6	3.6	5.3	4.4	5.1	4.4	2.0	2.0	-54	-3
Rhode Island	2.7	4.0	5.5	4.6	6.2	5.7	4.7	3.0	-17	-37
South Carolina	1.2	2.0	4.9	3.2	3.8	3.1	1.0	1.0	-67	-5
South Dakota	1.6	2.4	2.9	2.7	2.6	2.2	0.9	0.8	-59	-14
Tennessee	2.0	3.3	3.5	4.3	5.7	4.8	2.6	3.0	-46	18
Texas	0.9	1.9	2.1	3.6	4.2	3.5	1.6	0.7	-54	-56
Utah	2.2	3.1	2.5	2.6	2.5	2.0	1.0	0.7	-48	-29
Vermont	1.4	2.6	4.4	3.9	4.8	4.3	2.7	1.9	-38	-28
Virginia	1.0	1.9	3.1	2.4	3.0	2.4	1.1	1.1	-56	2
Washington	2.4	3.2	3.7	4.7	5.4	4.9	2.8	2.1	-42	-25
West Virginia	6.4	5.3	4.0	6.2	6.3	5.2	1.8	1.5	-66	-18
Wisconsin	1.1	1.8	4.5	4.8	4.4	3.3	0.8	0.7	-77	-2
Wyoming	1.1	1.5	1.4	3.1	3.4	2.6	0.2	0.1	-91	-55
United States	2.1	3.5	4.6	4.5	5.3	4.6	2.2	1.6	-52	-29

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

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

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

[In thousands]

	1965	1970	1980	1990	1994	1996	2000	2006	Percent Change	
									1996-00	2000-06
Alabama	62	96	129	93	96	79	37	35	-53	-5
Alaska	4	6	10	13	24	23	15	7	-35	-55
Arizona	31	39	38	87	136	118	66	66	-44	-1
Arkansas	23	34	62	51	49	42	22	14	-48	-38
California	391	816	932	1,294	1,804	1,805	1,163	961	-36	-17
Colorado	33	50	53	69	80	68	22	27	-68	24
Connecticut	43	62	97	81	111	108	50	33	-53	-34
Delaware	9	15	22	14	19	16	9	10	-41	2
Dist. of Columbia	16	31	59	34	51	48	34	30	-29	-12
Florida	85	160	184	264	463	395	124	75	-68	-40
Georgia	54	150	161	206	274	251	101	55	-60	-45
Guam	1	1	4	3	5	6	NA	NA	NA	NA
Hawaii	10	18	40	29	41	44	50	18	14	-64
Idaho	7	11	14	11	16	16	2	3	-88	40
Illinois	202	283	473	436	486	456	193	73	-58	-62
Indiana	36	55	111	105	145	104	74	99	-29	33
Iowa	32	46	69	64	72	59	36	32	-39	-12
Kansas	28	41	49	52	59	48	23	31	-53	35
Kentucky	58	93	118	117	137	120	64	53	-47	-17
Louisiana	79	157	156	199	180	162	59	23	-64	-61
Maine	14	26	40	35	40	35	22	21	-38	-2
Maryland	61	100	145	124	151	140	56	40	-60	-29
Massachusetts	71	153	228	168	197	153	73	67	-53	-7
Michigan	119	190	460	427	439	354	153	160	-57	4
Minnesota	39	58	91	110	124	116	81	57	-30	-30
Mississippi	66	93	128	129	116	96	27	21	-72	-20
Missouri	82	106	135	139	176	162	94	77	-42	-18
Montana	6	10	13	19	23	21	9	7	-58	-21
Nebraska	12	23	25	29	31	28	20	23	-29	18
Nevada	4	9	8	16	27	27	12	13	-56	9
New Hampshire	3	7	15	11	19	16	10	10	-39	2
New Jersey	79	209	318	213	228	195	102	77	-48	-25
New Mexico	23	39	35	37	66	65	51	31	-23	-39
New York	380	759	759	658	813	771	491	321	-36	-35
North Carolina	83	94	141	152	223	191	76	47	-60	-38
North Dakota	6	8	9	10	11	9	5	5	-39	-12
Ohio	136	198	348	414	455	382	180	130	-53	-28
Oklahoma	55	71	65	77	90	74	28	19	-63	-33
Oregon	23	52	65	60	76	60	29	31	-52	8
Pennsylvania	217	307	432	345	417	368	184	173	-50	-6
Puerto Rico	161	166	118	130	124	105	64	27	-39	-57
Rhode Island	18	27	36	30	41	39	34	22	-14	-33
South Carolina	24	40	109	80	102	89	32	31	-64	-1
South Dakota	8	12	15	13	14	12	5	5	-54	-7
Tennessee	58	99	115	144	203	181	107	132	-41	23
Texas	68	162	225	428	549	484	252	139	-48	-45
Utah	16	23	24	31	33	27	16	14	-40	-16
Vermont	4	8	14	14	17	16	10	8	-34	-25
Virgin Islands	1	2	2	2	3	4	2	1	-38	-58
Virginia	35	66	116	104	134	114	55	58	-52	5
Washington	50	76	97	148	187	177	115	95	-35	-17
West Virginia	80	65	58	68	72	62	22	19	-64	-14
Wisconsin	34	60	142	158	153	123	34	34	-72	0
Wyoming	3	4	5	9	11	9	1	0	-90	-49
United States	3,242	5,483	7,320	7,755	9,611	8,672	4,598	3,561	-47	-23

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

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance (available online at <http://www.acf.dhhs.gov/programs/ofa/caseload/caseloadindex.htm>).

Table TANF 14. AFDC/TANF Reciprocity Rates for Children by State: Selected Fiscal Years 1965 – 2006

[In percent]

	1965	1970	1980	1990	1994	1996	2000	2006	Percent Change	
									1996-00	2000-06
Alabama	4.6	7.7	11.1	8.8	8.9	7.3	3.3	3.2	-55	-5
Alaska	3.1	5.0	8.0	7.4	12.8	12.4	7.9	3.7	-36	-53
Arizona	4.8	6.0	4.8	8.6	12.1	9.7	4.7	4.0	-52	-14
Arkansas	3.1	5.2	9.3	8.2	7.7	6.4	3.2	2.0	-49	-39
California	6.0	12.3	14.6	16.2	20.8	20.3	12.5	10.1	-38	-19
Colorado	4.4	6.4	6.5	7.8	8.3	6.8	1.9	2.3	-72	20
Connecticut	4.4	6.1	11.8	10.8	14.2	13.7	5.9	4.1	-57	-31
Delaware	4.7	7.5	13.4	8.7	10.5	8.9	4.9	4.7	-45	-5
Dist. of Columbia	6.0	13.8	40.9	30.7	44.5	44.1	31.4	26.5	-29	-16
Florida	4.3	7.6	7.8	8.8	14.1	11.6	3.3	1.9	-71	-44
Georgia	3.2	9.1	9.8	11.8	14.6	12.8	4.6	2.2	-64	-51
Hawaii	3.6	6.5	14.5	10.5	13.6	14.5	17.2	6.0	19	-65
Idaho	2.7	4.2	4.7	3.6	4.6	4.6	0.5	0.7	-89	32
Illinois	5.3	7.5	14.6	14.8	15.7	14.4	6.0	2.3	-58	-62
Indiana	2.0	3.0	6.9	7.3	9.8	7.0	4.7	6.2	-33	34
Iowa	3.2	4.7	8.4	8.8	9.9	8.2	5.0	4.5	-38	-12
Kansas	3.5	5.4	7.5	7.9	8.5	7.0	3.2	4.4	-54	36
Kentucky	4.9	8.3	10.9	12.4	14.1	12.4	6.7	5.3	-46	-21
Louisiana	5.5	11.3	11.8	16.5	14.6	13.3	4.9	2.1	-63	-57
Maine	3.9	7.7	12.5	11.5	13.1	11.8	7.5	7.6	-36	1
Maryland	4.6	7.3	12.4	10.6	12.0	11.1	4.1	2.9	-63	-29
Massachusetts	3.8	8.1	15.3	12.4	13.9	10.6	4.9	4.7	-53	-6
Michigan	3.7	5.8	16.7	17.4	17.4	13.9	5.9	6.4	-57	9
Minnesota	2.9	4.2	7.7	9.4	10.1	9.3	6.4	4.5	-32	-29
Mississippi	7.0	11.1	15.7	17.6	15.3	12.7	3.5	2.8	-72	-20
Missouri	5.2	6.9	9.9	10.6	12.9	11.6	6.6	5.4	-43	-18
Montana	2.0	4.0	5.7	8.4	9.7	8.9	3.8	3.1	-57	-18
Nebraska	2.3	4.4	5.5	6.8	7.0	6.1	4.4	5.2	-28	17
Nevada	2.5	5.2	3.8	5.0	7.1	6.5	2.2	2.1	-66	-7
New Hampshire	1.4	2.6	5.8	3.9	6.6	5.4	3.1	3.3	-42	7
New Jersey	3.4	8.8	16.0	11.7	11.7	9.9	4.9	3.7	-51	-24
New Mexico	5.2	9.5	8.5	8.3	13.5	13.1	10.1	6.1	-23	-39
New York	6.3	13.0	16.2	15.4	18.0	17.0	10.6	7.1	-37	-33
North Carolina	4.4	5.3	8.5	9.3	12.6	10.4	3.8	2.2	-63	-42
North Dakota	2.3	3.6	4.7	6.0	6.3	5.4	3.6	3.3	-34	-6
Ohio	3.6	5.3	11.2	14.9	16.0	13.4	6.3	4.7	-53	-25
Oklahoma	6.4	8.5	7.6	9.1	10.4	8.5	3.1	2.1	-63	-34
Oregon	3.3	7.4	9.0	8.1	9.7	7.4	3.4	3.6	-55	8
Pennsylvania	5.5	8.0	13.8	12.3	14.4	12.8	6.3	6.2	-50	-3
Rhode Island	5.9	9.1	14.7	13.4	17.5	16.5	13.8	9.4	-16	-32
South Carolina	2.3	4.2	11.6	8.7	10.8	9.4	3.2	3.0	-66	-7
South Dakota	3.1	5.0	7.1	6.7	6.6	5.9	2.7	2.6	-53	-5
Tennessee	4.2	7.5	8.9	11.8	15.7	13.7	7.7	9.2	-44	19
Texas	1.7	4.1	5.2	8.7	10.4	8.8	4.2	2.1	-52	-49
Utah	3.7	5.4	4.4	4.9	4.9	4.0	2.3	1.7	-42	-25
Vermont	2.7	5.4	9.9	9.5	11.7	10.8	7.2	5.8	-33	-20
Virginia	2.2	4.1	7.9	6.8	8.4	7.0	3.1	3.2	-56	2
Washington	4.7	6.5	8.5	11.3	13.3	12.4	7.6	6.2	-39	-18
West Virginia	12.2	11.2	10.4	15.7	16.8	14.6	5.5	4.9	-62	-12
Wisconsin	2.2	3.8	10.5	12.1	11.4	9.1	2.5	2.6	-73	3
Wyoming	2.1	3.2	3.4	7.0	8.1	6.8	0.8	0.4	-89	-48
United States	4.4	7.6	11.3	11.9	14.0	12.4	6.3	4.8	-49	-18

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

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

Table TANF 15. TANF and Separate State Program (SSP) Families and Recipients: 2006

[In thousands]

	Families			All Recipients			Child Recipients		
	TANF	SSP	Total	TANF	SSP	Total	TANF	SSP	Total
Alabama	19.2	0.3	19.4	44.7	1.0	45.7	34.8	0.5	35.4
Alaska	3.6	—	3.6	9.8	—	9.8	6.8	—	6.8
Arizona	39.6	—	39.6	87.4	—	87.4	65.7	—	65.7
Arkansas	8.2	—	8.2	17.9	—	17.9	13.7	—	13.7
California	449.3	38.4	487.8	1,048.0	150.4	1,198.3	865.9	95.5	961.3
Colorado	14.5	—	14.5	37.4	—	37.4	27.0	—	27.0
Connecticut	18.5	3.9	22.3	36.8	11.5	48.4	26.5	6.8	33.4
Delaware	5.5	0.1	5.6	12.2	0.4	12.6	9.3	0.2	9.5
D.C.	15.7	0.5	16.2	38.7	1.3	40.0	29.7	0.8	30.5
Florida	52.5	0.9	53.3	86.4	3.4	89.8	73.4	1.6	75.1
Georgia	31.8	0.1	31.9	62.6	0.4	62.9	54.7	0.2	54.9
Guam	3.1	—	3.1	10.8	—	10.8	—	—	0.0
Hawaii	7.0	2.5	9.4	17.4	9.1	26.5	12.5	5.5	18.0
Idaho	1.8	—	1.8	3.1	—	3.1	2.6	—	2.6
Illinois	36.3	0.9	37.2	90.1	1.8	91.9	72.5	0.7	73.2
Indiana	42.5	2.1	44.6	119.3	10.4	129.7	92.7	5.9	98.6
Iowa	16.7	4.4	21.1	40.2	9.0	49.2	28.5	3.2	31.7
Kansas	17.2	—	17.2	45.0	—	45.0	30.7	—	30.7
Kentucky	33.1	—	33.1	69.9	—	69.9	53.1	—	53.1
Louisiana	11.9	—	11.9	26.7	—	26.7	23.1	—	23.1
Maine	9.3	1.9	11.2	24.8	7.1	31.9	17.0	4.5	21.4
Maryland	20.4	2.8	23.2	46.9	7.2	54.0	35.3	4.8	40.1
Massachusetts	46.6	1.3	47.9	93.4	4.9	98.2	65.0	2.5	67.5
Michigan	83.0	—	83.0	219.8	—	219.8	159.8	—	159.8
Minnesota	27.5	3.0	30.5	66.8	13.5	80.4	49.3	7.5	56.9
Mississippi	13.4	—	13.4	27.8	—	27.8	21.3	—	21.3
Missouri	38.7	5.6	44.3	93.7	19.2	112.9	65.7	11.0	76.7
Montana	3.8	—	3.8	9.9	—	9.9	6.8	—	6.8
Nebraska	10.1	2.7	12.8	24.3	9.0	33.3	17.7	5.3	23.0
Nevada	5.4	1.6	7.0	12.2	5.0	17.2	10.1	3.0	13.1
New Hampshire	6.1	0.2	6.3	13.7	0.6	14.4	9.5	0.4	9.9
New Jersey	40.8	2.0	42.8	101.1	8.2	109.2	72.4	4.3	76.7
New Mexico	16.9	—	16.9	43.0	—	43.0	31.1	—	31.1
New York	134.9	43.1	178.0	307.9	147.2	455.2	225.1	96.1	321.2
North Carolina	30.2	—	30.2	58.8	—	58.8	47.5	—	47.5
North Dakota	2.7	—	2.7	6.8	—	6.8	4.8	—	4.8
Ohio	79.5	—	79.5	170.2	—	170.2	130.0	—	130.0
Oklahoma	10.2	—	10.2	22.5	—	22.5	18.5	—	18.5
Oregon	18.5	—	18.5	41.8	—	41.8	31.2	—	31.2
Pennsylvania	94.7	—	94.7	245.1	—	245.1	173.4	—	173.4
Puerto Rico	14.3	—	14.3	38.8	—	38.8	27.4	—	27.4
Rhode Island	9.7	2.6	12.3	24.0	7.5	31.5	16.8	5.6	22.4
South Carolina	15.7	2.4	18.1	35.5	6.9	42.4	27.2	4.1	31.3
South Dakota	2.8	—	2.8	6.1	—	6.1	5.1	—	5.1
Tennessee	68.1	1.2	69.4	180.0	4.8	184.8	129.3	2.9	132.2
Texas	70.8	1.9	72.7	160.8	8.2	169.1	134.5	4.4	138.9
Utah	7.5	0.0	7.5	18.2	0.1	18.4	13.5	0.1	13.6
Vermont	4.4	0.3	4.8	10.9	1.0	11.9	7.1	0.6	7.7
Virgin Islands	0.4	—	0.4	1.2	—	1.2	0.9	—	0.9
Virginia	9.1	25.8	35.0	26.0	56.3	82.4	16.7	41.0	57.6
Washington	54.2	1.9	56.1	128.3	7.9	136.2	90.5	4.7	95.2
West Virginia	10.9	0.6	11.5	23.7	2.6	26.4	17.7	1.3	19.0
Wisconsin	18.0	0.3	18.3	39.5	1.5	41.0	32.9	1.0	33.9
Wyoming	0.3	0.0	0.3	0.5	0.0	0.6	0.5	0.0	0.5
U.S. Total	1,807	155	1,962	4,229	517	4,746	3,234	326	3,561

Note: Some states provide cash and other forms of assistance to specific categories of families (e.g., two-parent families) under Separate State Programs (SSPs) funded out of Maintenance of Effort (MOE) dollars rather than federal TANF funds.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance (available online at <http://www.acf.dhhs.gov/programs/ofa/caseload/caseloadindex.htm>).

Food Stamp Program

The Food Stamp Program (FSP), 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, FSP 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 supplement the food purchasing power of eligible low-income households so they can buy a nutritionally adequate low-cost diet. Participating households are expected to be able to devote 30 percent of their counted monthly cash income (after adjusting for various deductions) to food purchases. 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, was funded under a federal block grant of nearly \$1.6 billion in 2006. Unless noted otherwise, the food stamp caseload and expenditure data in this Appendix *exclude* costs for the Nutrition Assistance Program (NAP) in Puerto Rico. (Prior to 2004, editions of this Appendix included NAP, but caseload and expenditure data in this Appendix are now limited to the Food Stamp Program, to be consistent with FSP data published by the USDA.)

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

Certain households are categorically eligible for food stamps and therefore not subject to income or asset limits. Households are categorically eligible if all of their members receive SSI, cash or in-kind TANF benefits, or General Assistance.

Monthly income is the most important determinant of household eligibility. Except for categorically-eligible households, or households containing elderly or disabled members, gross income cannot exceed 130 percent of poverty. After certain amounts are deducted for living expenses, working expenses, dependent care expenses, excess shelter expenses, child support payment, and - for elderly/disabled households - medical expenses, net income cannot exceed 100 percent of poverty. Non categorically-eligible households also must not have more than \$2,000 in assets comprised of cash, savings, stocks and bonds, and in some states some vehicles; households with an elderly or disabled member can have up to \$3,000 in countable assets.

All nonexempt adult applicants for food stamps must register for work. To maintain eligibility, they must accept a suitable job, if offered one, and fulfill any work, job search, or training requirements established by the FSP office. Nondisabled adults living in households without children can receive benefits for three

months only, unless they work or participate in work-related activities. Participation is restricted for certain groups, including students, strikers, and people who are institutionalized. Legal immigrants who are disabled, under age 18, were admitted as refugees or asylees, or have at least five years of legal US residency are eligible; all other noncitizens are not.

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.

Legislative Changes

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

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

Separately, title IV of PRWORA (Public Law 104-193) made significant changes in the eligibility of noncitizens for food stamp benefits. As first enacted, most qualified aliens, including legal immigrants (illegal aliens 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 were under age 18 or disabled.

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

Between 1996 and 2001, regulatory and legislative changes were made to increase access to food stamps among working poor families. Regulatory changes announced in July 1999 and expanded in November 2000 allowed states to reduce reporting requirements and made it easier for working families to report income changes on a semiannual basis. Under the November 2000 regulations, states also were given the option of providing a three-month transitional food stamp benefit to most families leaving TANF. Regulations that went into effect in 2001 expanded categorical eligibility to those receiving noncash TANF benefits, excluded vehicles with little equity from the assets test, and eliminated the equity test for most vehicles. In addition, the Agriculture Appropriations Bill for 2001 (Public Law 106-387)

provided states with the option of liberalizing the treatment of vehicle assets to align with the states' TANF rules on vehicle eligibility. These changes were intended to address concerns that some of the decline in food stamp caseloads may be leaving poor families without nutritional assistance as they make the transition from welfare dependence to full self-sufficiency.

The Farm Security and Rural Investment Act of 2002 – also known as the 2002 Farm Bill – reauthorized the Food Stamp Program through fiscal year 2007. This law brought a number of significant changes to the program, including some that supersede earlier changes made through PRWORA and subsequent FSP legislation and regulations. Specifically, the 2002 Farm Bill restores food stamp eligibility to legal immigrants who have lived in the country at least five years and to legal immigrants receiving disability benefits, regardless of entry date. Children of legal immigrants also are 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 was eliminated. Each provision became effective at a different time, but all restorations were in effect by October 1, 2003.

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

Other 2002 Farm Bill changes include the authorization of \$5 million per year for education and outreach grants to help inform the low-income public of their eligibility for 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 2002 Farm Bill also implemented a number of administrative reforms and program simplifications, including:

- changing the quality control system so that only those states with persistently high error rates will face liabilities;
- awarding bonuses to states that improve the quality and accuracy of their service;
- allowing states to exclude certain types of income and resources not counted under TANF or Medicaid, such as educational assistance, when determining 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:

- Tables FSP 1 and FSP 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 through FSP 6 present some state-by-state trend data on the FSP through fiscal year 2006.

Food Stamp Caseload Trends (Table FSP 1). Average monthly food stamp participation was 26.7 million persons in fiscal year 2006, excluding the participants in Puerto Rico's block grant. This represents a significant increase over the fiscal year 2000 record-low average of 17.2 million participants. It is, however, still below the peak of 27.5 million recipients in fiscal year 1994. See also Table IND 3b and Table IND 4b in Chapter II for further data trends in food stamp caseload, specifically, 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. Studies suggest that a variety of factors contributed to this caseload growth, including a weak economy and higher rates of unemployment, expansions in Medicaid eligibility, the legalization of 3 million undocumented immigrants, and longer participation spells (McConnell, 1991; Gleason, 1998).

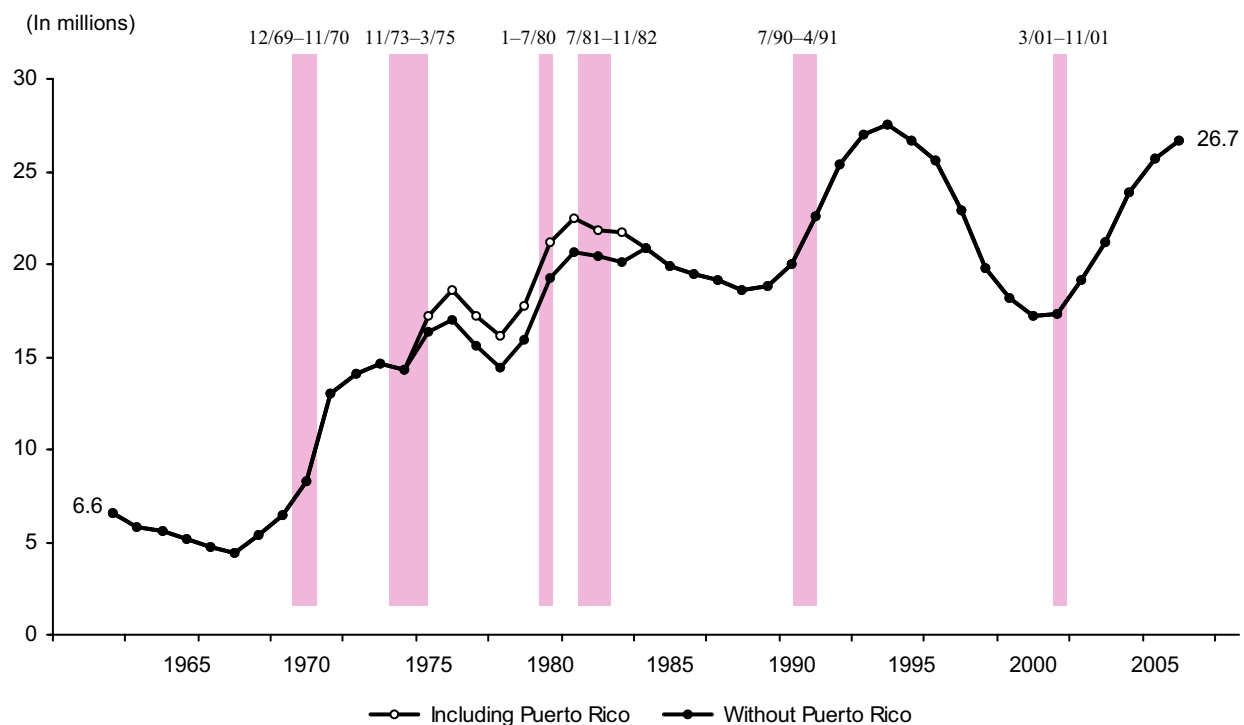
The decline in participation from 1994 to 2000 was caused by several factors, according to studies of this period. Part of the decline is associated with the strong economy in the second half of the 1990s. However, participation fell more sharply than expected during this period of sustained economic growth. Some of the decline reflected restrictions on the eligibility of noncitizens and time limits for unemployed nondisabled childless adults. Participation fell most rapidly among the following three groups: noncitizens and their US-born children, unemployed nondisabled childless adults, and persons receiving cash welfare benefits. As people left the welfare rolls, many also stopped participating in food stamps, even while remaining eligible (Genser, 1999; Wilde et al., 2000; Gleason et al., 2001; Kornfeld, 2002).

The increase in FSP participation from 2000 to 2005 occurred during a period when unemployment increased from four percent to five percent, eligibility was restored to many legal immigrants, states took advantage of opportunities to expand categorical eligibility to those receiving noncash TANF benefits and services and to liberalize the treatment of vehicles, and the Food and Nutrition Service was encouraging states to conduct outreach efforts and simplify the program. In addition, the proportion of eligible households participating in the Food Stamp Program, increased from 50 percent in 2000 to 59 percent in 2005. Between 2000 and 2005, food stamp participation increased by 3.6 million households (see Table IND 4b). Part of this increase was associated with an increase in the number of eligible households and part was associated with an increased participation rate among those households that were eligible.

Food Stamp Expenditures. Total program costs, shown in Table FSP 2, were higher in 2005 and 2006 than in 2004, reflecting the increase in participation during that period as well as an increase in average benefits. Total federal program costs were \$32.8 billion in 2006, \$32.2 billion in 2005, and \$29.0 billion in 2004 (after adjusting for inflation). Average monthly benefits per person, also shown in Table FSP 2, were \$94.30 per person in 2006, \$96.00 in 2005 and \$92.10 in 2004 (after adjusting for inflation). The personal monthly benefit decreased 1.8 percent between 2005 and 2006.

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 30 percent in 2006. At the same time, the proportion of households with income from AFDC/TANF has declined, from 42 percent in 1990 to 13 percent in 2006, following the dramatic decline in AFDC/TANF caseloads. Over half of all food stamp households have children, although the proportion has declined from over 60 percent in most of the 1980s and early 1990s to 52 percent in 2006. The majority (87 percent in 2006) of households have incomes below the federal poverty guidelines.

Figure FSP 1. Persons Receiving Food Stamps: 1962–2006



Note: Shaded areas are periods of recession as determined by the National Bureau of Economic Research.

Sources: U.S. Department of Agriculture, Food and Nutrition Service, data published online at <http://www.fns.usda.gov/pd/fssummar.htm> and unpublished data from the Food Stamps National Data Bank.

Table FSP 1. Trends in Food Stamp Caseloads: Selected Years 1962–2006

Fiscal Year	Food Stamp Participants			Participants as a Percent of:		Child Participants as a Percent of:	
	Including Territories ¹ (thousands)	Excluding Territories (thousands)	Children Excl'd. Terr. (thousands)	Total Population ²	All Poor Persons ²	Total Child Population ²	Children in Poverty ²
1962	6,554	6,554	NA	3.5	17.0	NA	NA
1965	5,167	5,167	NA	2.7	15.6	NA	NA
1970	8,317	8,317	NA	4.1	32.7	NA	NA
1971	13,010	13,010	NA	6.3	50.9	NA	NA
1972	14,111	14,111	NA	6.7	57.7	NA	NA
1973	14,607	14,607	NA	6.9	63.6	NA	NA
1974	14,288	14,288	NA	6.7	61.1	NA	NA
1975 ⁴	17,152	16,320	NA	7.6	63.1	NA	NA
1976	18,628	17,033	9,126	7.8	68.2	13.8	88.8
1977	17,161	15,604	NA	7.1	63.1	NA	NA
1978	16,077	14,405	NA	6.5	58.8	NA	NA
1979 ⁵	17,758	15,942	NA	7.1	61.1	NA	NA
1980	21,173	19,253	9,876	8.5	65.8	15.5	85.6
1981	22,518	20,655	9,803	9.0	64.6	15.5	78.4
1982	21,808	20,392	9,591	8.8	59.3	15.3	70.3
1983	21,727	20,095	10,910	8.6	61.4	17.4	78.4
1984	20,854	20,796	10,492	8.8	61.7	16.8	78.2
1985	19,899	19,847	9,906	8.3	60.0	15.7	75.3
1986	19,429	19,381	9,844	8.1	59.9	15.7	76.5
1987	19,113	19,072	9,771	7.9	59.2	15.5	76.1
1988	18,645	18,613	9,351	7.6	58.6	14.8	75.1
1989	18,806	18,778	9,429	7.6	59.6	14.9	74.9
1990	20,049	20,020	10,127	8.0	59.6	15.8	75.4
1991	22,625	22,599	11,952	8.9	63.3	18.3	83.3
1992	25,406	25,370	13,349	9.9	66.7	20.1	87.3
1993	26,982	26,952	14,196	10.4	68.6	21.0	90.3
1994	27,468	27,433	14,391	10.4	72.1	21.0	94.1
1995	26,619	26,579	13,860	10.0	73.0	20.0	94.5
1996	25,543	25,495	13,189	9.5	69.8	18.8	91.2
1997	22,858	22,820	11,847	8.4	64.1	16.7	83.9
1998	19,791	19,748	10,524	7.2	57.3	14.7	78.1
1999	18,183	18,146	9,332	6.5	55.3	13.0	76.0
2000	17,194	17,156	8,743	6.1	54.3	12.1	75.5
2001	17,318	17,282	8,819	6.1	52.5	12.1	75.2
2002	19,096	19,059	9,688	6.6	55.1	13.3	79.8
2003	21,259	21,222	10,605	7.3	59.2	14.5	82.4
2004	23,858	23,819	11,771	8.1	64.3	16.1	90.3
2005	25,718	25,677	12,405	8.7	69.5	16.9	96.2
2006	26,672	26,631	12,579	8.9	73.0	17.1	98.1

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

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

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

⁴ The first fiscal year in which food stamps were available nationwide.

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

Sources: U.S. Department of Agriculture, data published online at <http://www.fns.usda.gov/pd/fssummar.htm> and unpublished data from the Food Stamps National Data Bank, the House Ways and Means Committee, 1996 *Green Book*, and U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233.

Table FSP 2. Trends in Food Stamp Expenditures: Selected Years 1975–2006

Fiscal Year	Total Federal Cost (Benefits + Administration)		Benefits (Federal)	Administration ¹		Total Program Cost	Average Monthly Benefit per Person	
	Current Dollars	2006 Dollars ²		Federal	State & Local		Current Dollars	2006 Dollars ²
	(millions)	(millions)	(millions)	(millions)	(millions)	(millions)		
1975	\$4,619	\$16,263	\$4,386	\$233	\$175	\$4,794	\$21.30	\$75.00
1976	5,686	18,740	5,327	359	270	5,955	23.90	78.80
1977	5,461	16,755	5,067	394	295	5,756	24.80	76.10
1978	5,520	15,888	5,139	381	285	5,805	26.60	76.60
1979 ³	6,940	18,336	6,480	460	388	7,328	30.50	80.60
1980	9,206	21,890	8,721	486	375	9,581	34.50	82.00
1981	11,225	24,262	10,630	595	504	11,729	39.50	85.40
1982	10,837	21,911	10,208	628	557	11,394	39.20	78.00
1983	11,847	22,901	11,152	695	612	12,459	43.00	83.10
1984 ⁴	11,579	21,494	10,696	883 ⁵	805	12,384	42.70	79.30
1985	11,703	20,972	10,744	960	871	12,574	45.00	80.60
1986	11,638	20,384	10,605	1,033	935	12,573	45.50	79.70
1987	11,604	19,795	10,500	1,104	996	12,600	45.80	78.10
1988	12,317	20,260	11,149	1,168	1,080	13,397	49.80	81.90
1989	12,902	20,358	11,670	1,232	1,101	14,033	51.70	81.90
1990	15,447	23,313	14,143	1,305	1,174	16,664	58.80	88.60
1991	18,774	27,073	17,316	1,432	1,247	20,018	63.80	92.10
1992	22,462	31,662	20,906	1,557	1,375	23,837	68.60	96.70
1993	23,653	32,516	22,006	1,647	1,572	25,225	68.00	93.50
1994	24,494	32,964	22,749	1,745	1,643	26,136	69.00	92.90
1995	24,620	32,365	22,764	1,856	1,748	26,368	71.30	93.70
1996	24,331	31,206	22,440	1,891	1,842	26,173	73.20	93.90
1997	21,508	26,916	19,549	1,959	1,904	23,389	71.30	89.20
1998	18,988	23,415	16,891	2,098	1,988	20,876	71.10	87.70
1999	17,820	21,587	15,769	2,052	1,874	19,584	72.30	87.60
2000	17,054	20,032	14,983	2,071	2,086	19,140	72.60	85.30
2001	17,790	20,250	15,547	2,242	2,233	20,023	74.80	85.10
2002	20,637	23,143	18,256	2,381	2,397	23,034	79.70	89.40
2003	23,816	26,092	21,404	2,412	2,430	26,246	83.90	91.90
2004	27,098	29,018	24,619	2,479	2,500	29,598	86.00	92.10
2005	31,076	32,225	28,568	2,509	2,556	33,633	92.60	96.00
2006	32,761	32,761	30,187	2,574	2,869	35,626	94.30	94.30

Note: Total federal cost and the cost of benefits does include food stamps in Puerto Rico from 1975 to 1982 but does not include the funding for the Puerto Rico nutrition assistance grant from the last quarter of FY 1982 (when it replaced Puerto Rico's food stamp program) to the present. (Puerto Rico's nutrition assistance grant was \$778 million in 1983 and rose to over \$1.4 billion in 2004.)

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

² Constant dollar adjustments to 2006 level were made using a CPI-U-RS fiscal year average price index.

³ The fiscal year in which the food stamp purchase requirement was eliminated, on a phased-in basis.

⁴ Beginning 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for food stamps.

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

Table FSP 3. Characteristics of Food Stamp Households: Selected Years 1980–2006

	Year ¹									
	1980	1984	1988	1990	1994	1996	1998	2000	2003	2006
With Gross Monthly Income:										
(In Percent)										
Below the Federal Poverty Levels.....	87	93	92	92	90	91	90	89	88	87
Between the Poverty Levels and 130 percent of the Poverty Levels	10	6	8	8	9	8	9	10	11	11
Above 130 Percent of Poverty.....	2	1	*	*	1	1	1	1	2	2
With Earnings.....	19	19	20	19	21	23	26	27	28	30
With Public Assistance Income ².....	§§	§§	§§	§§	§§	61	59	56	47	41
With AFDC/TANF Income.....	NA	42	42	42	38	37	31	26	17	13
With SSI Income.....	18	18	20	19	23	24	28	32	28	27
With Children.....	60	61	61	61	61	60	58	54	55	52
And Female Heads of Household.....	NA	47	50	51	51	50	47	44	44	43
With No Spouse Present	NA	NA	39	37	43	43	41	38	37	36
With Elderly Members ³.....	23	22	19	18	16	16	18	21	18	18
Average Household Size.....	2.8	2.8	2.8	2.7	2.6	2.5	2.4	2.3	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/TANF, SSI, and general assistance.

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

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

* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2006*, Report No. FSP-07-CHAR (available online at <http://www.fns.usda.gov/oane/MENU/Published/FSP/participation.htm>) and earlier reports.

Table FSP 4. Value of Food Stamps Issued by State: Selected Fiscal Years 1975–2006

[In millions]

	1975	1980	1985	1990	1996	2000	2003	2006	Percent Change	
									1996-00	2000-06
Alabama	\$103	\$246	\$318	\$328	\$440	\$344	\$466	\$594	-22	73
Alaska	6	27	25	25	54	46	66	86	-15	88
Arizona	41	97	121	239	372	240	498	626	-35	161
Arkansas	78	122	126	155	224	206	304	414	-8	101
California	361	530	639	968	2,555	1,639	1,806	2,377	-36	45
Colorado	44	71	94	156	210	127	203	321	-40	154
Connecticut	36	59	62	72	175	138	165	239	-21	73
Delaware	6	21	22	25	47	31	48	70	-34	125
Dist. of Columbia	31	41	40	43	95	77	90	104	-19	36
Florida	207	421	368	609	1,296	771	988	1,684	-40	118
Georgia	129	264	290	382	703	489	782	1,098	-30	125
Guam	2	15	18	15	27	36	53	55	34	52
Hawaii	23	60	93	81	196	166	156	148	-15	-11
Idaho	11	29	36	40	61	46	77	100	-25	117
Illinois	238	394	713	835	1,034	777	1,053	1,503	-25	93
Indiana	58	154	242	226	330	268	484	648	-19	142
Iowa	28	54	107	109	141	100	149	244	-29	144
Kansas	12	38	64	96	135	83	140	188	-39	128
Kentucky	135	211	332	334	413	337	486	645	-18	92
Louisiana	148	243	365	549	597	448	685	1,032	-25	130
Maine	31	60	62	63	113	81	124	169	-28	108
Maryland	76	140	171	203	362	199	257	336	-45	69
Massachusetts	75	171	173	207	295	182	254	422	-38	132
Michigan	124	263	541	663	773	457	783	1,239	-41	171
Minnesota	40	62	105	165	221	165	227	282	-26	71
Mississippi	110	199	264	352	376	226	335	507	-40	124
Missouri	82	142	212	312	480	358	568	740	-25	107
Montana	11	18	31	41	58	51	69	90	-12	76
Nebraska	11	25	44	59	78	61	89	124	-21	104
Nevada	10	15	22	41	91	57	113	124	-38	120
New Hampshire	11	22	15	20	42	28	40	58	-32	106
New Jersey	125	226	260	289	508	304	339	456	-40	50
New Mexico	48	81	88	117	199	140	184	253	-30	82
New York	209	726	938	1,086	2,054	1,361	1,677	2,240	-34	65
North Carolina	122	234	237	282	547	403	645	921	-26	128
North Dakota	5	9	16	25	32	25	37	46	-22	83
Ohio	253	382	697	861	934	520	879	1,266	-44	143
Oklahoma	38	73	134	186	308	208	362	467	-32	124
Oregon	56	80	142	168	259	198	381	463	-24	134
Pennsylvania	175	373	547	661	981	656	785	1,182	-33	80
Rhode Island	18	31	35	42	78	59	69	81	-24	37
South Carolina	121	181	194	240	299	249	443	589	-17	136
South Dakota	8	18	26	35	41	37	51	66	-10	80
Tennessee	115	282	280	372	542	415	722	976	-23	135
Texas	314	514	701	1,429	2,140	1,215	1,881	2,939	-43	142
Utah	12	22	40	71	87	68	102	140	-21	106
Vermont	9	18	20	22	43	32	38	50	-26	57
Virgin Islands	6	19	23	18	42	21	18	21	-50	-2
Virginia	63	158	189	247	450	263	366	526	-42	100
Washington	70	90	140	229	426	241	394	595	-43	146
West Virginia	56	87	159	192	252	185	216	266	-26	44
Wisconsin	29	68	148	180	198	129	233	347	-35	169
Wyoming	3	6	15	21	28	19	24	26	-34	42
United States	\$4,386	\$8,721	\$10,744	\$14,186	\$22,441	\$14,983	\$21,404	\$30,187	-33	101

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

Source: U.S. Department of Agriculture, Food and Nutrition Service (2000 to 2006 data published online at <http://www.fns.usda.gov/pd/fsfybft.htm>) and 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]

	1975	1980	1985	1990	1996	2000	2003	2006	Percent Change	
									1996-00	2000-06
Alabama	365	583	588	454	509	396	472	547	-22	38
Alaska	15	29	22	25	46	38	51	57	-19	52
Arizona	143	196	206	317	427	259	466	541	-39	109
Arkansas	267	301	253	235	274	247	310	385	-10	56
California	1,455	1,493	1,615	1,937	3,143	1,830	1,709	2,000	-42	9
Colorado	150	163	170	221	244	156	208	251	-36	61
Connecticut	155	170	145	133	223	165	181	210	-26	27
Delaware	26	52	40	33	58	32	46	66	-44	104
Dist. of Columbia	122	103	72	62	93	81	82	89	-13	10
Florida	647	912	630	781	1,371	882	1,041	1,418	-36	61
Georgia	498	627	567	536	793	559	750	947	-29	69
Guam	6	22	20	12	18	22	24	28	26	25
Hawaii	75	102	99	77	130	118	100	88	-9	-25
Idaho	39	61	59	59	80	58	82	91	-27	57
Illinois	926	903	1,110	1,013	1,105	817	954	1,225	-26	50
Indiana	392	353	406	311	390	300	470	575	-23	91
Iowa	115	141	203	170	177	123	154	226	-30	83
Kansas	58	90	119	142	172	117	161	183	-32	57
Kentucky	472	468	560	458	486	403	503	589	-17	46
Louisiana	510	569	644	727	670	500	655	830	-25	66
Maine	126	139	114	94	131	102	133	160	-22	58
Maryland	261	324	287	255	375	219	252	305	-41	39
Massachusetts	365	453	337	347	374	232	292	432	-38	86
Michigan	619	813	985	917	935	603	838	1,134	-36	88
Minnesota	167	171	228	263	295	196	235	264	-33	35
Mississippi	376	496	495	499	457	276	356	448	-40	62
Missouri	300	335	362	431	554	423	592	796	-24	88
Montana	38	43	58	57	71	59	71	82	-16	37
Nebraska	49	66	94	95	102	82	99	120	-19	45
Nevada	32	32	32	50	97	61	111	118	-37	94
New Hampshire	44	50	28	31	53	36	45	56	-31	55
New Jersey	490	605	464	382	540	345	339	406	-36	18
New Mexico	157	185	157	157	235	169	195	245	-28	44
New York	1,291	1,759	1,834	1,548	2,099	1,439	1,436	1,786	-31	24
North Carolina	466	582	474	419	631	488	649	854	-23	75
North Dakota	19	25	33	39	40	32	40	43	-20	34
Ohio	854	865	1,133	1,089	1,045	610	855	1,064	-42	74
Oklahoma	171	209	263	267	354	253	380	436	-28	72
Oregon	201	197	228	216	288	234	398	434	-19	85
Pennsylvania	848	980	1,032	952	1,124	777	823	1,092	-31	41
Rhode Island	86	87	69	64	91	74	74	73	-18	-1
South Carolina	410	426	373	299	358	295	451	534	-18	81
South Dakota	33	43	48	50	49	43	51	58	-12	36
Tennessee	397	624	518	527	638	496	728	870	-22	75
Texas	1,133	1,167	1,263	1,880	2,372	1,333	1,872	2,623	-44	97
Utah	46	54	75	99	110	82	106	132	-26	61
Vermont	44	46	44	38	56	41	41	47	-28	16
Virgin Islands	16	34	32	18	31	16	13	13	-49	-15
Virginia	257	384	360	346	538	336	393	507	-37	51
Washington	253	248	281	340	478	295	404	536	-38	82
West Virginia	242	209	278	262	300	227	247	268	-24	18
Wisconsin	148	215	363	286	283	193	297	368	-32	91
Wyoming	10	14	27	28	33	22	25	24	-32	8
United States	17,192	21,082	19,899	20,049	25,543	17,194	21,259	26,672	-33	55

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

Source: U.S. Department of Agriculture, Food and Nutrition Service (2000 to 2006 data published online at <http://www.fns.usda.gov/pd/fsfypart.htm>) and unpublished data from the National Data Bank.

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

[In percent]

	1975	1980	1985	1990	1996	2000	2003	2006	Percent Change	
									1996-00	2000-06
Alabama	9.9	14.9	14.8	11.2	11.8	8.9	10.5	11.9	-24	34
Alaska	4.0	7.1	4.1	4.5	7.6	6.0	7.8	8.4	-21	41
Arizona	6.3	7.1	6.5	8.6	9.3	5.0	8.4	8.8	-46	75
Arkansas	12.4	13.1	10.9	10.0	10.6	9.2	11.4	13.7	-14	49
California	6.8	6.3	6.1	6.5	9.8	5.4	4.8	5.5	-45	2
Colorado	5.8	5.6	5.3	6.7	6.2	3.6	4.6	5.3	-42	46
Connecticut	5.0	5.5	4.5	4.0	6.7	4.8	5.2	6.0	-28	24
Delaware	4.5	8.7	6.5	5.0	7.8	4.1	5.6	7.7	-48	88
Dist. of Columbia	17.2	16.1	11.4	10.3	16.2	14.1	14.2	15.2	-13	8
Florida	7.6	9.3	5.5	6.0	9.2	5.5	6.1	7.9	-40	43
Georgia	9.8	11.4	9.5	8.2	10.6	6.8	8.6	10.1	-36	49
Hawaii	8.4	10.6	9.5	6.9	10.8	9.7	8.1	6.9	-10	-29
Idaho	4.6	6.4	5.9	5.8	6.6	4.5	6.0	6.2	-33	39
Illinois	8.2	7.9	9.7	8.8	9.1	6.6	7.6	9.6	-28	46
Indiana	7.3	6.4	7.4	5.6	6.6	4.9	7.6	9.1	-25	85
Iowa	4.0	4.8	7.2	6.1	6.2	4.2	5.2	7.6	-32	80
Kansas	2.5	3.8	4.9	5.7	6.6	4.3	5.9	6.6	-34	54
Kentucky	13.6	12.8	15.2	12.4	12.4	10.0	12.2	14.0	-20	41
Louisiana	13.1	13.5	14.6	17.2	15.2	11.2	14.6	19.6	-27	75
Maine	11.8	12.3	9.8	7.6	10.5	8.0	10.2	12.2	-24	53
Maryland	6.3	7.7	6.5	5.3	7.3	4.1	4.6	5.5	-44	32
Massachusetts	6.3	7.9	5.7	5.8	6.0	3.6	4.5	6.7	-40	84
Michigan	6.8	8.8	10.8	9.8	9.6	6.1	8.3	11.2	-37	85
Minnesota	4.2	4.2	5.5	6.0	6.3	4.0	4.6	5.1	-36	29
Mississippi	15.7	19.6	19.1	19.4	16.6	9.7	12.4	15.4	-42	59
Missouri	6.2	6.8	7.2	8.4	10.2	7.6	10.4	13.6	-26	81
Montana	5.1	5.5	7.1	7.1	8.0	6.6	7.8	8.6	-18	31
Nebraska	3.2	4.2	5.9	6.0	6.1	4.8	5.7	6.8	-21	41
Nevada	5.2	4.0	3.4	4.1	5.8	3.0	5.0	4.7	-48	57
New Hampshire	5.3	5.4	2.8	2.7	4.5	2.9	3.5	4.3	-35	47
New Jersey	6.7	8.2	6.1	4.9	6.6	4.1	3.9	4.7	-38	15
New Mexico	13.5	14.1	10.9	10.3	13.4	9.3	10.4	12.6	-31	35
New York	7.2	10.0	10.3	8.6	11.3	7.6	7.5	9.3	-33	22
North Carolina	8.4	9.9	7.6	6.3	8.4	6.0	7.7	9.6	-28	59
North Dakota	2.9	3.9	4.9	6.1	6.1	5.0	6.3	6.7	-19	35
Ohio	7.9	8.0	10.6	10.0	9.3	5.4	7.5	9.3	-42	73
Oklahoma	6.2	6.9	8.0	8.5	10.6	7.3	10.9	12.2	-31	66
Oregon	8.6	7.5	8.5	7.6	8.9	6.8	11.2	11.8	-23	72
Pennsylvania	7.1	8.3	8.8	8.0	9.2	6.3	6.7	8.8	-31	39
Rhode Island	9.2	9.1	7.2	6.4	8.9	7.1	6.9	6.9	-21	-2
South Carolina	14.1	13.6	11.3	8.5	9.4	7.3	10.9	12.3	-22	68
South Dakota	4.8	6.2	6.9	7.2	6.6	5.7	6.7	7.4	-14	31
Tennessee	9.3	13.6	11.0	10.8	11.8	8.7	12.4	14.3	-26	65
Texas	9.0	8.1	7.8	11.0	12.3	6.4	8.5	11.2	-48	76
Utah	3.7	3.7	4.6	5.7	5.3	3.7	4.5	5.1	-31	40
Vermont	9.1	8.9	8.2	6.8	9.5	6.7	6.7	7.6	-30	14
Virginia	5.1	7.2	6.3	5.6	8.0	4.7	5.3	6.6	-41	40
Washington	7.0	6.0	6.4	6.9	8.6	5.0	6.6	8.4	-42	68
West Virginia	13.1	10.7	14.6	14.6	16.4	12.6	13.7	14.8	-24	18
Wisconsin	3.2	4.6	7.6	5.8	5.4	3.6	5.4	6.6	-34	84
Wyoming	2.7	3.0	5.4	6.2	6.8	4.5	5.1	4.7	-33	4
United States	7.6	8.5	8.3	8.0	9.5	6.1	7.3	8.9	-36	47

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 (2000 to 2006 data published online at <http://www.fns.usda.gov/pd/fsfypart.htm> and unpublished data from the National Data Bank; U.S. Census Bureau (population by state available online at <http://www.census.gov>).

Supplemental Security Income

The Supplemental Security Income (SSI) Program is a means-tested, federally administered income assistance program authorized by title XVI of the Social Security Act. Established in 1972 (Public Law 92-603) and begun in 1974, SSI provides monthly cash payments in accordance with uniform, nationwide eligibility requirements to needy aged, blind and disabled persons. To qualify for SSI payments, a person must satisfy the program criteria for age, blindness, or disability. Children may qualify for SSI if they are under age 18 and meet the applicable SSI disability or blindness, income and resource requirements. Individuals and married couples are eligible for SSI if their countable incomes fall below the federal maximum monthly SSI benefit levels of \$623 for an individual and \$934 for a married couple (if both are eligible) in fiscal year 2007. SSI eligibility is restricted to qualified persons who have countable resources/assets of not more than \$2,000, or \$3,000 for a couple.

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

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

With the exception of California, which converted 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, the household is categorically eligible for food stamps and does not need to meet the Food Stamp Program’s financial eligibility standards. If SSI beneficiaries live in households in which other household members do not receive SSI benefits, the household must meet the net income eligibility standard of the Food Stamp Program to be eligible for food stamp benefits.

Legislative Changes

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

PRWORA made several changes designed to maintain the SSI program’s goal of limiting benefits to severely disabled children. First, the act replaced the former “comparable severity” test with a new definition of disability specifically for children, based on a medically determinable physical or mental impairment that results in “marked and severe functional limitations.” Second, SSA discontinued use of the Individualized Functional Assessment (IFA) for children which it had implemented in 1991 following the Supreme Court’s decision in *Sullivan v Zebley*, 493 U.S. 521 (1990).¹ Third, references to “maladaptive behaviors” in certain sections of the Listing of Impairments (among medical criteria for evaluation of mental and emotional disorders in the

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.

domain of personal/behavioral function) were eliminated. 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 PRWORA with impact on enrollment are the requirement that eligibility be redetermined when beneficiaries reach age 18, using the adult disability standard; that "continuing disability reviews" be done for children; and that children who were eligible due to low birth weight have their eligibility redetermined at age one.

Title IV of Public Law 104-193 (PRWORA) also made significant changes in the eligibility of noncitizens for SSI benefits. Some of the restrictions were subsequently moderated by Public Law 104-208, Public Law 106-169, and most notably by the Balanced Budget Act of 1997 (Public Law 105-33), which "grandfathered" immigrants who were receiving SSI at the time of enactment of the PRWORA. Those immigrants who entered the U.S. after August 22, 1996, may be eligible to receive SSI after having been "lawfully admitted for permanent residence." In addition, Public Law 106-386, the Victims of Trafficking and Violence Protection Act of 2000, provides that noncitizens who are victims of "severe forms of trafficking in persons in the United States" shall be treated as refugees for purposes of SSI and be eligible for SSI benefits for the first 7 years they are in the United States.

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

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

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

SSI Program Data

The following tables and figures provide SSI program data:

- Tables SSI 1 through SSI 5 and Figure SSI 1 present national caseload and expenditure trend data on the SSI program;
- Table SSI 6 presents demographic characteristics of the SSI caseload;
- Tables SSI 7 through SSI 9 present state-by-state trend data on the SSI program through fiscal year 2006.

SSI Caseload Trends (Tables SSI 1 and SSI 2 and Figure SSI 1). From 1990 to 1995, the number of SSI beneficiaries increased from 4.8 million to 6.5 million, an average growth rate of over 7 percent per year. Between 1995 and 2000, the number of beneficiaries fluctuated between 6.5 and 6.6 million persons. Between 2000 and 2006, the caseload increased from 6.6 to 7.2 million beneficiaries, an average annual growth rate of 1.5 percent. Table SSI 1 presents

information on the total number of persons receiving SSI payments in December of each year from 1974 through 2006, and also presents recipients by eligibility category (aged, blind, and disabled) and by type of recipient (child, adults ages 18-64, and adults ages 65 or older). See also Tables IND 3c and IND 4c in Chapter II for further data on trends in reciprocity and participation.

The composition of the SSI caseload has been shifting over time, as shown in Table SSI 1. The number of beneficiaries eligible because of age has been declining steadily, from a high of 2.3 million persons in December 1975 to a low of 1.2 million persons in December 2004 and has since remained essentially unchanged. At the same time, there has been strong growth in blind and disabled beneficiaries, from 1.7 million in December 1974 to 6.0 million in December 2006. Moreover, the number of disabled children has increased dramatically, particularly during the 1990s, when the number of disabled children receiving SSI increased from 309,000 in December 1990 to 955,000 in December 1996. The number of disabled children fell over the next three years, but has been increasing since 2000, reaching just under 1.1 million children in 2006.

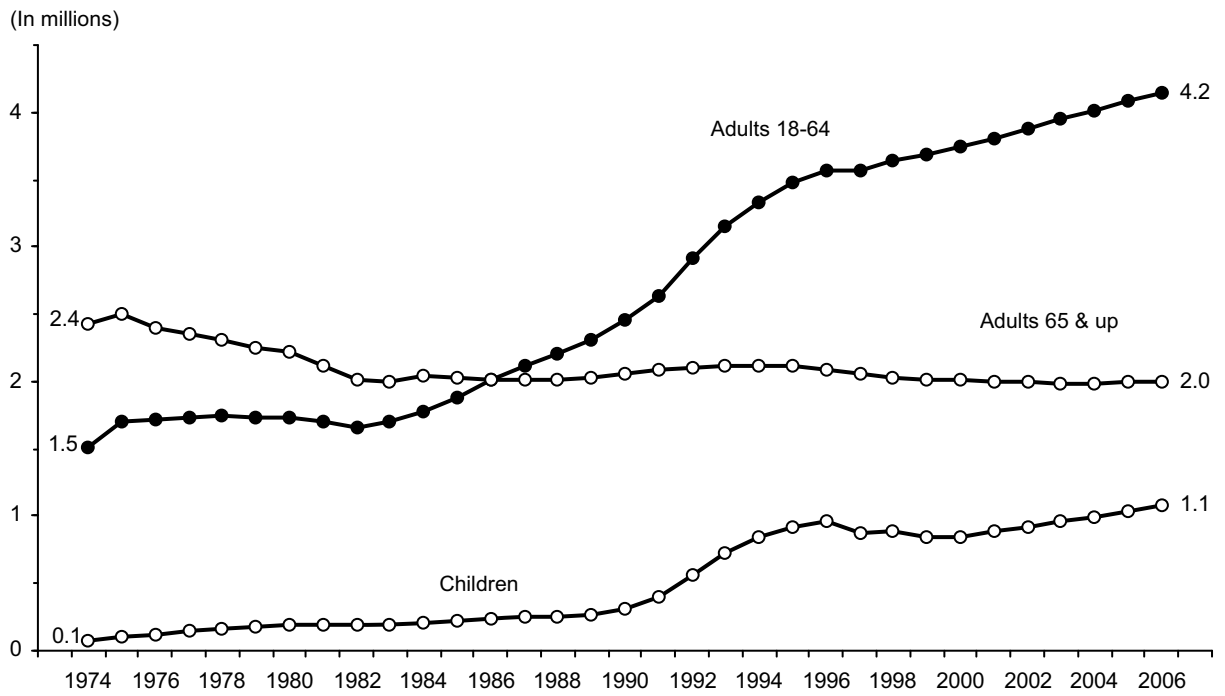
Several factors have contributed to the growth of the Supplemental Security Income program. Expansions in disability eligibility (particularly for mentally impaired adults and for children), increased outreach, overall growth in immigration, and transfers from state programs were among the key factors identified in a 1995 study by the Government Accountability Office (GAO). GAO concluded that three groups – adults with mental impairments, children, and non-citizens – accounted for nearly 90 percent of the SSI program's growth in the early 1990s. The growth in disabled children beneficiaries is generally believed to be due to outreach activities, the Supreme Court decision in the *Zebley* case,² expansion of the medical impairment category, and reduction in reviews of continuing eligibility.²

SSI Expenditures (Tables SSI 3 through SSI 5). While down slightly from 2004, the total amount of federally administered SSI benefits has increased over the past 5 years from \$35.6 billion (inflation adjusted) in 2001 to over \$38.9 billion in 2006, as shown in Table SSI 3. Average monthly federally administered benefits per person were \$455 in 2006, up (4.4 percent) from 2001 inflation adjusted benefit level of \$436. For more details see Table SSI 4.

SSI Recipient Characteristics (Table SSI 6). Over the last 20 years, the percentage of aged SSI recipients has dramatically decreased, while the percentage of disabled recipients has increased substantially. As shown in Table SSI 6, the proportion of SSI aged recipients has decreased dramatically, from 44 percent in 1980 to under 17 percent in 2006. During the same period, the percentage of disabled recipients increased from 55 percent in 1980 to 82 percent in 2006.

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 – 2006



Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2007* (available online at www.ssa.gov/policy/docs/statcomps/supplement/2007/index.html).

Table SSI 1. Number of Persons Receiving Federally Administered SSI Payments: 1974 – 2006
[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 ²	5,566	1,471	4,095	85	4,010	556	2,910	2,100
Dec 1993	5,984	1,475	4,509	85	4,424	723	3,148	2,113
Dec 1994	6,296	1,466	4,830	85	4,745	841	3,335	2,119
Dec 1995	6,514	1,446	5,068	84	4,984	917	3,482	2,115
Dec 1996	6,614	1,413	5,201	82	5,119	955	3,568	2,090
Dec 1997	6,495	1,362	5,133	81	5,052	880	3,562	2,054
Dec 1998	6,566	1,332	5,234	80	5,154	887	3,646	2,033
Dec 1999	6,557	1,308	5,249	79	5,169	847	3,691	2,019
Dec 2000	6,602	1,289	5,312	79	5,234	847	3,744	2,011
Dec 2001	6,688	1,264	5,424	78	5,346	882	3,811	1,995
Dec 2002	6,788	1,252	5,537	78	5,459	915	3,878	1,995
Dec 2003	6,902	1,233	5,670	77	5,593	959	3,878	1,990
Dec 2004	6,988	1,211	5,777	76	5,701	993	4,017	1,978
Dec 2005	7,114	1,214	5,900	75	5,825	1,036	4,083	1,995
Dec 2006	7,236	1,212	6,024	73	5,951	1,079	4,152	2,004

¹ Includes students 18-21 in 1974 only.

² The jump in benefits in 1992 is due to retroactive payments resulting from the *Sullivan v. Zebley* decision.

Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Supplement, 2007* (available online at www.ssa.gov/policy/docs/statcomps/supplement/2007/index.html).

Table SSI 2. SSI Reciprocity Rates: 1974 – 2006

Date	All Recipients as a Percent of Total Population ¹	Adults 18-64 as a Percent of 18-64 Population ¹	Child Recipients as a Percent of All Children ¹	Elderly Recipients (Persons 65 & Older) as a Percent of	
				All Persons 65 & Older ¹	All Elderly Poor ²
Dec 1974	1.9	1.2	0.1	10.8	78.5
Dec 1975	2.0	1.3	0.2	10.9	75.6
Dec 1976	1.9	1.3	0.2	10.2	72.4
Dec 1977	1.9	1.3	0.2	9.7	74.1
Dec 1978	1.9	1.3	0.3	9.3	71.5
Dec 1979	1.8	1.3	0.3	8.8	61.3
Dec 1980	1.8	1.2	0.3	8.6	57.5
Dec 1981	1.7	1.2	0.3	8.0	55.0
Dec 1982	1.7	1.2	0.3	7.4	53.6
Dec 1983	1.7	1.2	0.3	7.3	55.2
Dec 1984	1.7	1.2	0.3	7.2	61.2
Dec 1985	1.7	1.3	0.4	7.1	58.7
Dec 1986	1.8	1.3	0.4	6.9	57.9
Dec 1987	1.8	1.4	0.4	6.7	56.5
Dec 1988	1.8	1.5	0.4	6.6	57.6
Dec 1989	1.9	1.5	0.4	6.5	60.3
Dec 1990	1.9	1.6	0.5	6.5	56.3
Dec 1991	2.0	1.7	0.6	6.5	55.0
Dec 1992	2.2	1.9	0.8	6.4	53.5
Dec 1993	2.3	2.0	1.1	6.4	56.3
Dec 1994	2.4	2.1	1.2	6.3	57.9
Dec 1995	2.4	2.2	1.3	6.2	63.7
Dec 1996	2.4	2.2	1.4	6.1	61.0
Dec 1997	2.4	2.2	1.2	6.0	60.8
Dec 1998	2.4	2.2	1.2	5.9	60.0
Dec 1999	2.3	2.2	1.2	5.8	62.7
Dec 2000	2.3	2.1	1.2	5.7	60.5
Dec 2001	2.3	2.1	1.2	5.6	58.4
Dec 2002	2.3	2.1	1.3	5.6	55.8
Dec 2003	2.4	2.2	1.3	5.5	56.0
Dec 2004	2.4	2.2	1.4	5.4	57.3
Dec 2005	2.4	2.2	1.4	5.4	55.4
Dec 2006	2.4	2.2	1.5	5.3	59.1

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

² For the number of persons (65 years of age and older living in poverty) used as the denominator, see *Current Population Reports*, Series P60-233.

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

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2006," *Current Population Reports*, Series P60-233 (available online at www.census.gov/hhes/www/poverty.html).

Table SSI 3. Federally Administered SSI Benefits and Administration: 1974 – 2006¹
 [In millions of dollars]

Calendar Year	Total Benefits		Federal	State	Administrative
	2006 ² Dollars	Current Dollars	Payments	Supplementation	Costs (fiscal year)
1974	\$18,388	\$5,097	\$3,833	\$1,264	\$285
1975	19,045	5,716	4,314	1,403	399
1976	18,591	5,900	4,512	1,388	500
1977	18,169	6,134	4,703	1,431	526
1978	18,218	6,372	4,881	1,491	539
1979	18,330	6,869	5,279	1,590	611
1980	18,901	7,715	5,866	1,848	668
1981	18,724	8,357	6,518	1,839	717
1982	18,107	8,705	6,907	1,798	780
1983	17,988	9,134	7,423	1,711	846
1984	18,896	10,073	8,281	1,792	864
1985	19,321	10,750	8,777	1,973	956
1986	20,291	11,741	9,498	2,243	1,023
1987	20,942	12,592	10,029	2,563	977
1988	21,439	13,405	10,734	2,671	976
1989	22,393	14,561	11,606	2,955	1,052
1990	23,727	16,133	12,894	3,239	1,075
1991	25,395	17,996	14,765	3,231	1,230
1992	29,678	21,682	18,247	3,435	1,426
1993	31,938	23,991	20,722	3,270	1,468
1994	32,900	25,291	22,175	3,116	1,780
1995	34,312	27,037	23,919	3,118	1,978
1996	35,000	28,252	25,265	2,988	1,953
1997	34,384	28,371	25,457	2,913	2,055
1998	34,885	29,408	26,405	3,003	2,304
1999	34,998	30,106	26,805	3,301	2,493
2000	34,835	30,672	27,290	3,381	2,321
2001	35,577	32,166	28,706	3,460	2,397
2002	36,464	33,719	29,899	3,820	2,522
2003	36,978	34,693	30,688	4,005	2,656
2004	37,761	36,065	31,887	4,179	2,806
2005	38,164	37,236	33,058	4,178	2,795
2006	38,889	38,889	34,736	4,153	2,850

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

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

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

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *SSI Annual Statistical Supplement, 2006* (available online at www.ssa.gov/policy/docs/statcomps/supplement/2006/index.html).

Table SSI 4. Average Monthly Federally Administered SSI Benefits: 1975 – 2006 ¹
 [In millions of dollars]

Calendar Year	Total Benefits		Federal Payments	State Supplementation
	2006 ² Dollars	Current Dollars		
1975	\$354	\$106	\$91	\$62
1976	352	112	96	65
1977	346	117	101	67
1978	349	122	107	67
1979	398	149	119	111
1980	397	162	138	95
1981	395	176	155	94
1982	393	189	168	92
1983	402	204	182	91
1984	396	211	189	94
1985	392	218	194	99
1986	402	233	205	109
1987	397	238	208	116
1988	392	245	215	114
1989	395	257	224	121
1990	407	276	242	128
1991	412	292	260	120
1992	413	302	275	105
1993	420	315	290	100
1994	423	325	302	94
1995	426	335	313	99
1996	426	344	322	99
1997	425	351	328	102
1998	426	359	336	102
1999	428	369	342	111
2000	430	379	351	113
2001	436	394	366	114
2002	441	407	377	128
2003	445	417	384	138
2004	448	428	395	138
2005	450	439	407	156
2006	455	455	423	156

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

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

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

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *SSI Annual Statistical Supplement, 2006* (available online at www.ssa.gov/policy/docs/statcomps/supplement/2007/index.html#table7.a5).

Table SSI 5. Number of Persons Receiving Federally Administered SSI Payments by Eligibility Category
[In thousands]

Month and year	Total ¹	Federal SSI	Federally Administered State Supplementation	State Supplementation Only
Jan 1974.....	3,216	2,956	1,480	260
Dec 1975.....	4,314	3,893	1,684	421
Dec 1980.....	4,236	3,799	1,638	437
Dec 1984.....	4,238	3,778	1,658	460
Dec 1985.....	4,217	3,755	1,681	462
Dec 1986.....	4,150	3,687	1,684	462
Dec 1987.....	4,142	3,682	1,685	460
Dec 1988.....	4,019	3,590	1,625	429
Dec 1989.....	3,858	3,473	1,550	384
Dec 1990.....	3,901	3,590	1,558	312
Dec 1991.....	4,029	3,699	1,607	331
Dec 1992.....	4,138	3,799	1,661	339
Dec 1993.....	4,269	3,922	1,723	348
Dec 1994.....	4,385	4,019	1,807	366
Dec 1995.....	4,464	4,089	1,885	375
Dec 1996.....	4,593	4,206	1,950	387
Dec 1997.....	4,817	4,412	2,058	405
Dec 1998.....	5,118	4,730	2,204	389
Dec 1999.....	5,566	5,202	2,372	364
Dec 2000.....	5,984	5,636	2,536	348
Dec 2001.....	6,296	5,965	2,628	331
Dec 2002.....	6,514	6,194	2,518	320
Dec 2003.....	6,614	6,326	2,421	288
Dec 2004.....	6,495	6,212	2,372	283
Dec 2005.....	6,566	6,289	2,412	277
Dec 2006.....	6,557	6,275	2,441	282

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

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2007* (available online at www.ssa.gov/policy/docs/statcomps/supplement/2007/index.html).

**Table SSI 6. Characteristics of SSI Recipients by Selected Characteristics: Selected Years
1980-2006**

	1980	1985	1990	1994	1998	2000	2003	2006
Total								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
under 18	5.5	5.5	6.4	13.4	13.5	12.8	13.9	15.0
18-64	40.9	45.4	50.9	53.0	55.5	56.7	57.3	57.4
65 or older	53.6	49.1	42.7	33.7	31.0	30.5	28.8	27.7
Sex								
Male	34.4	35.2	37.2	41.3	41.3	41.5	42.4	43.5
Female	65.5	64.8	62.8	58.7	58.7	58.5	57.6	56.5
Selected Sources of Income								
Earnings	3.2	3.8	4.7	4.2	4.5	4.4	3.5	3.8
Social Security	51.0	49.4	45.9	39.1	36.5	36.1	35.1	35.0
No other income	34.8	34.5	36.4	43.6	47.3	54.4	55.4	55.4
Noncitizens	NA	5.1	9.0	11.7	10.2	10.5	10.1	9.3
Eligibility Category								
Aged	43.6	36.4	30.2	23.3	20.3	19.5	17.9	16.7
Blind	1.9	2.0	1.7	1.4	1.2	1.2	1.1	1.0
Disabled	54.5	61.7	68.1	75.4	78.5	79.3	81.0	82.2
Aged								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
65-69	14.0	14.9	19.4	20.5	17.6	17.6	15.2	15.1
70-79	51.5	45.6	41.3	44.3	48.4	48.4	48.2	46.1
80 or older	34.5	39.5	39.2	35.1	34.0	34.0	36.6	38.8
Sex								
Male	27.3	25.5	25.1	26.8	27.8	27.8	30.3	31.8
Female	72.6	74.5	74.9	73.2	72.2	72.2	69.7	68.2
Noncitizens	NA	9.7	19.4	30.0	27.0	27.0	28.9	28.0
Blind and Disabled								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
18-64	80.2	77.7	80.0	83.4	83.6	83.6	83.9	83.9
65 or older	19.8	22.3	20.0	16.6	16.4	16.4	16.1	16.0
Sex ¹								
Male	39.8	40.8	42.4	41.8	41.1	41.1	45.0	41.5
Female	60.2	59.2	57.6	58.2	58.9	58.9	55.0	58.5
Noncitizens	NA	2.4	4.6	6.2	5.5	5.5	6.0	5.6
Children								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5	11.7	NA	NA	15.8	15.8	15.8	16.2	15.3
5-9	20.9	NA	NA	28.5	30.2	30.2	26.7	27.9
10-14	28.8	NA	NA	32.7	34.6	34.6	36.7	34.3
15-17	21.7	NA	NA	17.3	19.4	19.4	20.4	22.5
18-21 ²	16.8	14.3	9.3	5.7	—	—	—	—
Sex								
Male	NA	NA	NA	63.0	62.9	62.9	64.7	65.6
Female	NA	NA	NA	37.0	37.1	37.1	35.3	34.4

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, 2006* and prior years (available online at www.ssa.gov/policy/docs/statcomps/supplement/2007/).

Table SSI 7. Total Federally Administered SSI Payments by State: Calendar Year 2006

[In thousands]

State	Total Federal	Federal SSI	Federally administered state supplementation
Total	\$38,888,961	\$34,736,088	\$4,152,873
Alabama	805,370	805,370	—
Alaska	56,455	56,455	—
Arizona	506,119	506,119	—
Arkansas	433,035	433,035	—
California	8,300,356	5,098,651	3,201,705
Colorado	278,569	278,569	—
Connecticut	271,916	271,916	—
Delaware	69,448	68,373	1,075
District of Columbia	119,087	114,981	4,106
Florida	2,128,009	2,128,009	—
Georgia	985,784	985,784	—
Hawaii	125,114	111,099	14,015
Idaho	113,799	113,799	—
Illinois	1,394,859	1,394,859	—
Indiana	519,364	519,364	—
Iowa	203,150	198,873	4,277
Kansas	194,365	194,350	15
Kentucky	901,618	901,618	—
Louisiana	760,132	760,132	—
Maine	153,051	153,051	—
Maryland	505,655	505,637	18
Massachusetts	952,569	785,001	167,568
Michigan	1,206,441	1,183,998	22,443
Minnesota	383,026	383,026	—
Mississippi	588,730	588,730	—
Missouri	598,130	598,130	—
Montana	74,296	73,355	941
Nebraska	108,092	108,092	—
Nevada	171,488	165,919	5,569
New Hampshire	72,064	72,064	—
New Jersey	799,587	715,886	83,701
New Mexico	263,305	263,305	—
New York	3,713,730	3,146,215	567,515
North Carolina	945,195	945,195	—
North Dakota	35,066	35,066	—
Ohio	1,346,688	1,346,688	—
Oklahoma	405,725	405,725	—
Oregon	314,433	314,433	—
Pennsylvania	1,757,105	1,709,630	47,475
Rhode Island	166,179	142,639	23,540
South Carolina	503,025	503,025	—
South Dakota	56,900	56,897	3
Tennessee	783,747	783,747	—
Texas	2,416,535	2,416,535	—
Utah	117,489	117,409	80
Vermont	66,522	57,695	8,827
Virginia	666,913	666,913	—
Washington	656,188	656,188	—
West Virginia	396,292	396,292	—
Wisconsin	466,399	466,399	—
Wyoming	27,557	27,557	—
Other: N. Mariana Islands	4,291	4,291	—

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

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2007* (available online at www.ssa.gov/policy/docs/statcomps/).

Table SSI 8. SSI Reciprocity Rates by State And Program Type: 1979 and 2006

[In percent]

	Total Reciprocity Rate			Rate for Adults 18-64			Rate for Adults 65 & Over		
	1979	2006	Percent	1979	2006	Percent	1979	2006	Percent
			Change			Change			Change
			1979-06			1979-06			1979-06
Alabama	3.6	3.6	1	1.8	3.6	97	21.0	5.5	-74
Alaska	0.8	1.7	121	0.5	1.6	196	14.0	6.7	-52
Arizona	1.1	1.6	44	0.9	1.5	69	5.0	3.0	-40
Arkansas	3.5	3.3	-6	1.9	3.2	71	17.1	4.7	-72
California	3.0	3.4	13	2.1	2.6	27	16.4	13.5	-18
Colorado	1.1	1.2	9	0.8	1.1	43	6.7	3.0	-55
Connecticut	0.8	1.5	100	0.6	1.5	138	2.7	2.7	0
Delaware	1.2	1.6	34	0.9	1.5	60	5.4	2.1	-61
District of Columbia	2.3	3.7	62	1.9	3.3	72	8.6	5.9	-31
Florida	1.8	2.4	35	1.1	1.8	58	6.2	4.7	-24
Georgia	2.9	2.2	-23	1.9	2.0	6	17.7	5.6	-68
Hawaii	1.1	1.8	71	0.7	1.6	132	7.6	4.8	-37
Idaho	0.8	1.6	103	0.6	1.7	166	3.8	1.9	-50
Illinois	1.1	2.0	85	1.0	2.0	111	4.3	3.8	-11
Indiana	0.8	1.6	113	0.6	1.7	179	3.3	1.6	-52
Iowa	0.9	1.5	69	0.6	1.6	158	3.5	1.6	-54
Kansas	0.9	1.4	57	0.6	1.5	138	3.5	1.8	-48
Kentucky	2.5	4.3	69	1.8	4.5	151	12.5	6.2	-51
Louisiana	3.4	3.7	10	2.0	3.5	72	20.1	6.5	-68
Maine	2.0	2.5	28	1.4	2.8	101	8.6	2.8	-67
Maryland	1.2	1.7	48	0.9	1.6	70	5.4	3.8	-30
Massachusetts	2.2	2.7	21	1.3	2.6	103	10.8	5.6	-48
Michigan	1.3	2.2	75	1.1	2.4	124	5.9	2.9	-50
Minnesota	0.8	1.5	85	0.6	1.4	155	3.7	2.7	-27
Mississippi	4.5	4.2	-6	2.4	4.0	65	26.0	8.2	-68
Missouri	1.8	2.1	19	1.1	2.2	100	7.9	2.5	-68
Montana	0.9	1.6	80	0.7	1.8	150	3.8	1.9	-50
Nebraska	0.9	1.3	48	0.6	1.4	119	3.4	1.7	-50
Nevada	0.8	1.4	67	0.5	1.2	126	5.9	3.4	-42
New Hampshire	0.6	1.1	90	0.4	1.3	195	2.5	1.1	-57
New Jersey	1.1	1.8	58	0.9	1.5	74	4.7	4.6	-2
New Mexico	2.0	2.8	42	1.4	2.6	90	12.4	6.5	-47
New York	2.1	3.3	56	1.6	2.7	70	8.3	9.1	10
North Carolina	2.4	2.3	-4	1.6	2.1	33	13.6	4.4	-68
North Dakota	1.0	1.3	31	0.6	1.3	128	5.1	1.9	-62
Ohio	1.1	2.2	98	1.0	2.4	142	4.2	2.4	-42
Oklahoma	2.3	2.3	-1	1.3	2.4	80	11.6	3.3	-72
Oregon	0.9	1.7	98	0.7	1.7	143	3.3	2.8	-15
Pennsylvania	1.4	2.6	86	1.1	2.6	132	5.0	3.2	-35
Rhode Island	1.6	2.9	82	1.1	2.8	159	6.4	4.9	-24
South Carolina	2.7	2.4	-11	1.8	2.3	29	17.0	4.4	-74
South Dakota	1.1	1.6	40	0.7	1.6	122	5.0	2.7	-46
Tennessee	2.9	2.7	-6	1.9	2.7	44	14.8	4.5	-70
Texas	1.9	2.2	16	1.0	1.8	89	12.7	7.0	-45
Utah	0.6	0.9	64	0.5	1.0	96	3.0	1.8	-41
Vermont	1.8	2.1	19	1.3	2.3	76	8.1	3.0	-63
Virginia	1.5	1.8	20	1.0	1.6	57	8.5	3.9	-54
Washington	1.2	1.9	64	1.0	1.9	94	4.8	3.7	-23
West Virginia	2.1	4.3	102	1.9	4.9	163	8.0	4.3	-46
Wisconsin	1.4	1.7	18	1.0	1.7	77	6.5	2.2	-66
Wyoming	0.4	1.1	162	0.3	1.2	314	2.7	1.3	-53
Total	1.9	2.4	30	1.3	2.2	75	9.0	5.4	-40

Note: Reciprocity rates for 2004 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, *Supplemental Security Income, Annual Statistical Report, 2007* and U.S. Census Bureau (resident population by state available online at www.census.gov/population/estimates/state/).

Table SSI 9. SSI Reciprocity Rates by State: Selected Fiscal Years 1975 – 2006

[In Percent]

	1975	1980	1985	1990	1994 ²	1998 ²	2003 ²	2006 ²
Alabama	4.0	3.4	3.3	3.3	3.8	3.8	3.6	3.6
Alaska	0.8	0.8	0.7	0.8	1.1	1.3	1.6	1.7
Arizona	1.2	1.1	1.0	1.2	1.7	1.7	1.6	1.6
Arkansas	4.1	3.4	3.1	3.2	3.8	3.5	3.2	3.3
California	3.1	3.0	2.6	2.9	3.2	3.2	3.3	3.4
Colorado	1.4	1.0	0.9	1.1	1.5	1.4	1.2	1.2
Connecticut	0.8	0.8	0.8	1.0	1.3	1.4	1.5	1.5
Delaware	1.2	1.2	1.2	1.2	1.5	1.6	1.6	1.6
District of Columbia	2.2	2.4	2.5	2.7	3.5	3.8	3.6	3.7
Florida	1.9	1.8	1.6	1.7	2.3	2.4	2.4	2.4
Georgia	3.3	2.8	2.6	2.5	2.8	2.6	2.3	2.2
Hawaii	1.1	1.1	1.1	1.3	1.5	1.6	1.7	1.8
Idaho	1.1	0.8	0.8	1.0	1.4	1.4	1.5	1.6
Illinois	1.2	1.1	1.2	1.6	2.2	2.1	2.0	2.0
Indiana	0.8	0.8	0.9	1.1	1.5	1.5	1.5	1.6
Iowa	1.0	0.9	1.0	1.2	1.4	1.4	1.4	1.5
Kansas	1.1	0.9	0.9	1.0	1.4	1.4	1.4	1.4
Kentucky	2.8	2.6	2.7	3.1	4.1	4.4	4.3	4.3
Louisiana	3.9	3.2	2.9	3.2	4.1	4.0	3.7	3.7
Maine	2.3	1.9	1.9	1.9	2.4	2.3	2.4	2.5
Maryland	1.2	1.1	1.2	1.3	1.6	1.7	1.7	1.7
Massachusetts	2.3	2.2	1.9	2.0	2.6	2.7	2.6	2.7
Michigan	1.3	1.2	1.4	1.5	2.2	2.2	2.2	2.2
Minnesota	1.0	0.8	0.8	0.9	1.3	1.3	1.4	1.5
Mississippi	5.2	4.4	4.3	4.4	5.2	4.9	4.4	4.2
Missouri	2.1	1.7	1.6	1.7	2.1	2.1	2.0	2.1
Montana	1.1	0.9	0.9	1.3	1.6	1.6	1.6	1.6
Nebraska	1.1	0.9	0.9	1.0	1.3	1.3	1.3	1.3
Nevada	1.0	0.8	0.9	1.0	1.3	1.3	1.4	1.4
New Hampshire	0.7	0.6	0.6	0.6	0.8	1.0	1.0	1.1
New Jersey	1.1	1.2	1.2	1.4	1.8	1.8	1.7	1.8
New Mexico	2.3	1.9	1.8	2.1	2.6	2.6	2.7	2.8
New York	2.2	2.1	2.0	2.3	3.1	3.3	3.3	3.3
North Carolina	2.7	2.4	2.2	2.2	2.6	2.6	2.3	2.3
North Dakota	1.3	1.0	1.0	1.2	1.4	1.3	1.3	1.3
Ohio	1.2	1.1	1.2	1.4	2.1	2.2	2.1	2.2
Oklahoma	3.0	2.2	1.8	1.9	2.2	2.2	2.1	2.3
Oregon	1.1	0.8	1.0	1.1	1.5	1.5	1.6	1.7
Pennsylvania	1.2	1.4	1.4	1.6	2.1	2.3	2.5	2.6
Rhode Island	1.7	1.6	1.6	1.7	2.3	2.6	2.7	2.9
South Carolina	2.8	2.7	2.6	2.6	3.0	2.9	2.5	2.4
South Dakota	1.3	1.2	1.2	1.5	1.8	1.8	1.6	1.6
Tennessee	3.2	2.8	2.7	2.9	3.4	3.1	2.8	2.7
Texas	2.2	1.8	1.6	1.7	2.1	2.1	2.1	2.2
Utah	0.8	0.5	0.5	0.7	1.0	1.0	0.9	0.9
Vermont	1.9	1.7	1.8	1.8	2.2	2.1	2.1	2.1
Virginia	1.5	1.5	1.5	1.5	1.9	2.0	1.8	1.8
Washington	1.5	1.1	1.1	1.3	1.6	1.7	1.8	1.9
West Virginia	2.4	2.1	2.2	2.6	3.5	3.9	4.2	4.3
Wisconsin	1.4	1.4	1.5	1.8	2.2	1.7	1.6	1.7
Wyoming	0.7	0.4	0.5	0.8	1.2	1.2	1.1	1.1
Total¹	2.0	1.8	1.7	1.9	2.4	2.4	2.4	2.4

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 1994-2003 the number of recipients is from the month of December; calculations by DHHS.

Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2007*, and U.S. Census Bureau (resident population by state available online at www.census.gov/population/estimates/state/).

Appendix B

Alternative Definition of Dependence Based on Income from TANF and Food Stamps

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

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

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

This appendix examines an alternative definition of dependence that considers TANF and food stamps alone, excluding SSI. As shown in Table B-1, the rate of dependency would have been much lower – only 2.1 percent – in 2005 if based on income from TANF and food stamps, as opposed to 3.8 percent when counting income from all three programs (TANF, food stamps and SSI).

There also is significant variation across age groups in the programs upon which individuals are dependent. The elderly depend more on SSI than on TANF and food stamps; whereas 2.2 percent of elderly persons are dependent when counting the three major types of means-tested assistance, very few, 0.2 percent, are dependent when the definition is limited to TANF and food stamps. In contrast, children are primarily dependent on TANF and food stamps.

Dependency on AFDC/TANF and food stamp receipt has declined since 1995, while dependency on SSI receipt alone has remained stable, as shown in Table B-2. As a result, the difference between the standard definition (based on all three programs) and the alternative definition (based on TANF and food stamps only) has grown. In 1995, over two-thirds (68 percent) of individuals who were dependent under the standard definition also were dependent under the alternative definition shown in this appendix. By 2005, the proportion had dropped to just over half (55 percent). If this report had focused on the alternative definition of dependence, it would have shown an even larger decline in dependence than usually reported. For example, between 1995 and 2005, dependency declined by 42 percent (3.6 percent to 2.1 percent) under the alternative definition, compared to a decline of 28 percent (5.3 percent to 3.8 percent) under the standard definition.

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

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

Note: Income is measured as total family income.

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

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

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

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

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

Appendix C

Additional Nonmarital Birth Data

Appendix C. Additional Nonmarital Birth Data

**Table C-1. Percentage of Births to Unmarried Women within Age Groups by Race and Ethnicity:
Selected Years 1940-2005**

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

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

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

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

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

Source: National Center for Health Statistics, "Births of Hispanic Parentage, 1980," *Monthly Vital Statistics Report*, Vol. 32, No. 6 Supplement; "Births of Hispanic Parentage, 1985," *Monthly Vital Statistics Report*, Vol. 36, No. 11 Supplement; "Nonmarital Childbearing in the United States, 1940 - 1999," National Vital Health Statistics Reports, Vol. 48 (16); "Births: Final Data for 2005," National Vital Statistics Reports, Vol. 56 (6), and earlier reports. Additional calculations by ASPE staff.

**Table C-2. Percentage of Births that are to Unmarried Women by State:
Selected Years 1960-2005**

	1960	1970	1980	1990	1992	1994	1996	2000	2005
Alabama	11	14	22	30	33	34	34	34	36
Alaska	5	9	16	26	27	29	31	33	36
Arizona	NA	9	19	33	36	38	39	39	43
Arkansas	NA	13	20	29	31	33	34	36	40
California	NA	NA	21	32	34	36	31	33	36
Colorado	NA	9	13	21	24	25	25	25	27
Connecticut	NA	NA	18	27	29	30	31	29	32
Delaware	9	15	24	29	33	35	35	38	44
Dist of Columbia	20	38	56	65	67	69	66	60	56
Florida	9	14	23	32	34	36	36	38	43
Georgia	NA	NA	23	33	35	36	35	37	41
Hawaii	5	10	18	25	26	28	30	32	36
Idaho	NA	NA	8	17	18	19	21	22	23
Illinois	6	13	23	32	33	34	34	35	37
Indiana	4	8	16	26	29	32	32	35	40
Iowa	2	7	10	21	24	25	26	28	32
Kansas	3	7	12	22	24	26	27	29	34
Kentucky	5	8	15	24	26	28	30	31	36
Louisiana	9	15	23	37	40	43	43	46	48
Maine	3	7	14	23	25	28	29	31	35
Maryland	NA	NA	25	30	30	34	34	35	37
Massachusetts	NA	NA	16	25	26	27	25	27	30
Michigan	4	11	16	26	27	35	34	33	37
Minnesota	3	8	11	21	23	24	25	26	30
Mississippi	14	17	28	40	43	45	45	46	49
Missouri	6	11	18	29	32	33	33	35	38
Montana	NA	NA	13	24	26	26	28	31	35
Nebraska	NA	8	12	21	23	25	25	27	31
Nevada	4	11	13	25	33	35	43	36	41
New Hampshire	NA	6	11	17	19	22	23	25	27
New Jersey	4	10	21	24	26	28	28	29	31
New Mexico	NA	NA	16	35	39	42	42	46	51
New York	NA	NA	24	33	35	38	40	37	39
North Carolina	9	12	19	29	31	32	32	33	38
North Dakota	3	7	9	18	23	23	25	28	32
Ohio	4	NA	18	29	32	33	33	35	39
Oklahoma	NA	8	14	25	28	30	31	34	39
Oregon	3	7	15	26	27	29	30	30	33
Pennsylvania	4	10	18	29	32	33	32	33	37
Rhode Island	3	7	16	26	30	32	33	35	39
South Carolina	12	15	23	33	35	37	37	40	43
South Dakota	3	7	13	23	27	28	30	33	36
Tennessee	9	12	20	30	33	33	33	35	40
Texas	5	9	13	18	17	29	30	31	38
Utah	2	4	6	14	15	16	16	17	18
Vermont	NA	NA	14	20	23	25	26	28	32
Virginia	8	11	19	26	28	29	29	30	32
Washington	3	9	14	24	25	26	27	28	31
West Virginia	6	6	13	25	28	30	31	32	37
Wisconsin	3	8	14	24	26	27	27	29	32
Wyoming	2	7	8	20	24	27	27	29	33
United States	5	11	18	28	30	33	32	33	37

Source: National Center for Health Statistics, "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2007 and earlier reports.

Table C-3. Percentage of Births that are to Unmarried Women by Race and Ethnicity and State: 1994 and 2005

State	Non-Hispanic							
	All races		White		Black		Hispanic [†]	
	1994	2005	1994	2005	1994	2005	1994	2005
Alabama	35	36	16	21	71	70	19	22
Alaska	29	36	21	23	41	52	29	38
Arizona	38	43	25	27	65	61	51	54
Arkansas	33	40	20	30	74	77	31	45
California	36	36	23	21	63	64	46	46
Colorado	25	27	18	18	57	53	44	41
Connecticut	31	32	18	19	70	67	65	63
Delaware	35	44	22	30	74	71	50	62
Dist. of Columbia	69	56	10	6	81	77	59	68
Florida	36	43	24	32	69	68	34	45
Georgia	36	41	18	24	68	67	23	47
Hawaii	28	36	15	25	19	27	44	47
Idaho	19	23	17	20	42	27	25	38
Illinois	34	37	18	23	79	78	38	47
Indiana	32	40	26	34	78	78	42	54
Iowa	25	33	23	29	75	73	37	48
Kansas	26	34	21	28	67	72	39	49
Kentucky	28	36	23	31	73	74	25	50
Louisiana	43	48	21	29	73	77	30	38
Maine	28	35	28	35	45	36	23	43
Maryland	34	37	18	22	64	60	39	51
Massachusetts	27	30	19	22	63	58	62	64
Michigan	35	37	23	27	79	76	42	47
Minnesota	24	30	20	23	75	59	46	51
Mississippi	45	49	18	26	75	77	21	50
Missouri	33	38	24	30	79	77	34	49
Montana	26	35	20	28	29	43	30	44
Nebraska	25	31	20	24	74	70	39	47
Nevada	35	41	27	30	70	70	44	49
New Hampshire	22	27	21	27	33	37	37	47
New Jersey	28	31	13	15	68	66	48	56
New Mexico	42	51	23	30	60	58	49	57
New York	38	39	19	21	70	68	61	63
North Carolina	32	38	17	23	68	69	29	52
North Dakota	23	32	19	25	24	25	26	35
Ohio	33	39	25	31	78	76	50	56
Oklahoma	30	39	23	31	70	73	31	46
Oregon	29	33	27	30	72	65	35	46
Pennsylvania	33	37	23	27	80	76	63	61
Rhode Island	32	39	24	28	70	67	58	61
South Carolina	37	43	19	26	67	74	28	45
South Dakota	28	36	20	26	21	39	33	50
Tennessee	33	40	21	29	75	75	26	50
Texas	29	38	18	24	63	65	31	43
Utah	16	18	13	13	52	44	37	40
Vermont	25	32	25	32	32	41	34	35
Virginia	29	32	18	21	64	64	38	47
Washington	26	31	23	26	56	53	35	46
West Virginia	30	37	29	35	76	75	22	44
Wisconsin	27	33	20	25	82	82	46	49
Wyoming	28	33	25	29	42	62	45	48
United States	33	37	21	25	71	70	43	48

[†] Women of Hispanic origin may be of any race.

Source: National Center for Health Statistics, "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2007 and earlier reports.

Table C-4. Birth Rates of Teens 15-19 Years by State: Selected Years 1960-2005

[Births per 1,000 women in specified group]

State	1960	1970	1975	1980	1985	1990	1995	2000	2005
Alabama	104	90	78	68	64	71	69	61	50
Alaska	128	103	60	64	56	65	55	49	37
Arizona	112	79	67	65	67	76	74	68	58
Arkansas	116	93	84	75	73	80	72	66	59
California	103	69	52	53	53	71	67	47	39
Colorado	97	67	51	50	48	55	52	51	43
Connecticut	54	44	32	31	31	39	39	31	23
Delaware	100	73	49	51	51	55	55	48	44
Dist. of Columbia	132	116	73	62	72	93	85	53	63
Florida	117	86	64	59	58	69	60	51	42
Georgia	117	101	78	72	68	76	70	63	53
Hawaii	77	66	52	51	48	61	49	46	36
Idaho	102	66	59	59	47	51	49	43	38
Illinois	63	63	56	56	51	63	58	48	39
Indiana	100	75	64	57	52	59	57	49	43
Iowa	73	53	46	43	35	41	38	34	33
Kansas	94	65	57	57	52	56	52	46	41
Kentucky	108	86	78	72	63	68	62	55	49
Louisiana	113	84	79	76	72	74	70	62	49
Maine	93	65	55	47	42	43	34	29	24
Maryland	100	69	46	43	46	53	47	41	32
Massachusetts	51	40	31	28	29	35	33	26	22
Michigan	80	69	52	45	43	59	49	40	33
Minnesota	64	44	36	35	31	36	33	30	26
Mississippi	121	103	92	84	76	81	79	70	61
Missouri	99	72	59	58	54	63	55	49	43
Montana	97	62	54	48	44	48	42	37	35
Nebraska	82	54	45	45	40	42	38	38	34
Nevada	118	94	60	59	55	73	73	63	50
New Hampshire	76	55	41	34	32	33	30	23	18
New Jersey	58	50	37	35	34	41	38	32	23
New Mexico	127	79	67	72	73	78	74	66	62
New York	57	51	38	35	36	44	42	33	27
North Carolina	104	88	72	58	57	68	63	59	49
North Dakota	68	44	43	42	36	35	33	27	30
Ohio	84	65	56	52	50	58	53	46	39
Oklahoma	112	83	76	75	69	67	64	60	54
Oregon	88	58	48	51	43	55	50	43	33
Pennsylvania	67	53	44	41	40	45	41	34	30
Rhode Island	56	43	35	33	36	44	40	34	31
South Carolina	109	89	73	65	63	71	63	58	51
South Dakota	83	49	51	53	46	47	41	38	38
Tennessee	103	88	74	64	61	72	67	60	55
Texas	115	85	74	74	72	75	76	69	62
Utah	86	56	54	65	50	49	41	38	33
Vermont	74	54	43	39	36	34	28	23	19
Virginia	103	76	53	48	46	53	48	41	34
Washington	88	60	46	47	45	53	48	39	31
West Virginia	87	72	73	68	54	57	53	47	43
Wisconsin	64	46	41	40	39	43	38	35	30
Wyoming	112	71	68	79	59	56	48	42	43
United States	89	68	56	53	51	60	56	48	41

Source: National Center for Health Statistics, "Births: Final Data for 2005," *National Vital Statistics Reports*, Vol. 56 (6), December 2006 and earlier reports available online at (<http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>).

Table C-5. Birth Rates of Teens 15-19 Years by Race and Ethnicity and State: Selected Years

[Births per 1,000 women in specified group]

State	All races			Non-Hispanic White			Non-Hispanic Black			Hispanic [†]		
	1990	1996	2005	1990	1996	2005	1990	1996	2005	1990	1996	2005
Alabama	71	67	50	55	53	39	106	95	62	34	76	183
Alaska	65	51	37	53	38	24	§	61	36	§	86	72
Arizona	76	72	58	51	45	26	124	81	53	123	120	102
Arkansas	80	74	59	66	63	49	132	107	80	§	106	121
California	71	61	39	43	32	15	109	81	39	112	99	67
Colorado	55	51	43	39	34	22	112	82	54	111	106	107
Connecticut	39	37	23	20	19	11	108	80	43	122	101	77
Delaware	55	54	44	35	33	25	121	109	67	§	106	149
Dist. of Columbia	93	79	63	11	7	§	123	115	91	89	78	136
Florida	69	57	42	51	43	29	138	96	63	60	60	60
Georgia	76	67	53	56	51	37	117	93	63	73	104	144
Hawaii	61	49	36	38	25	23	§	45	19	133	99	97
Idaho	51	47	38	46	41	30	§	§	§	119	103	96
Illinois	63	55	39	37	31	20	146	115	72	95	98	80
Indiana	59	55	43	52	49	36	124	107	75	65	81	104
Iowa	41	37	33	38	34	27	119	101	84	80	101	110
Kansas	56	49	41	49	41	32	135	106	70	86	101	100
Kentucky	68	61	49	64	58	46	116	98	63	§	70	143
Louisiana	74	67	49	53	48	36	113	97	68	21	44	44
Maine	43	32	24	43	32	24	§	§	40	§	§	§
Maryland	53	46	32	36	30	18	97	78	49	46	54	87
Massachusetts	35	31	22	24	21	13	94	68	41	121	101	73
Michigan	59	46	33	41	35	22	132	95	62	94	84	75
Minnesota	36	32	26	30	25	17	156	112	67	79	107	102
Mississippi	81	74	61	56	51	45	113	101	77	§	28	90
Missouri	63	53	43	50	45	36	145	107	70	46	70	99
Montana	48	39	35	39	32	26	§	§	§	§	85	53
Nebraska	42	39	34	35	31	23	137	102	76	82	110	120
Nevada	73	70	50	61	52	27	133	107	64	108	115	88
New Hampshire	33	28	18	na	27	17	na	44	31	na	66	41
New Jersey	41	35	23	19	15	8	105	82	46	80	71	63
New Mexico	78	71	62	51	45	30	100	65	48	97	90	85
New York	44	40	27	25	23	14	86	69	40	82	73	59
North Carolina	68	62	49	51	47	32	107	90	63	106	127	157
North Dakota	35	32	30	29	26	20	§	§	§	§	83	81
Ohio	58	50	39	47	42	31	130	101	74	74	79	86
Oklahoma	67	63	54	na	56	44	na	91	68	na	88	106
Oregon	55	51	33	51	44	24	112	89	45	114	116	93
Pennsylvania	45	38	30	32	27	19	128	98	67	126	109	106
Rhode Island	44	39	31	32	26	15	137	87	60	130	104	91
South Carolina	71	60	51	54	46	38	101	83	64	67	64	157
South Dakota	47	40	38	35	30	25	§	§	48	§	74	83
Tennessee	72	65	55	61	55	44	122	100	76	41	81	174
Texas	75	73	62	49	46	33	117	93	63	104	105	98
Utah	49	41	33	44	36	24	§	67	49	115	107	99
Vermont	34	30	19	35	30	18	§	§	§	§	§	§
Virginia	53	45	34	40	35	24	100	77	54	56	62	89
Washington	53	46	31	47	38	22	98	72	35	113	105	95
West Virginia	57	51	43	57	50	43	74	77	57	§	§	31
Wisconsin	43	37	30	30	25	19	177	132	94	90	97	89
Wyoming	56	45	43	51	40	36	§	§	§	94	77	106
United States	60	54	41	43	38	26	116	92	61	100	95	82

[†] Women of Hispanic origin may be of any race.

§ Rates not deemed to be reliable due to small number of births or number of women in the group.

Source: National Center for Health Statistics, "Trends in Characteristics of Births by State: United States, 1990, 1995, 2000-2002," *National Vital Statistics Reports*, Vol. 52 (19), May 2004; 2005 rates calculated by ASPE.

Appendix D
Technical Notes

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Age Categories

Most of the indicators are shown by age categories, generally children ages 0 to 15, adults ages 16 to 64, and adults 65 and older. Youth 17 and 18 years of age are often classified with adults because they are considered potential members of the labor force in many labor force statistics. Many of the risk factors, however, use published data that define “children” to include all individuals less than 18 years of age.

Annual and Monthly Measures

There are differences between monthly and annual observation of benefit receipt. The measures of annual reciprocity (that is, any receipt over the course of a year) shown in Figure and Table SUM 1 are higher than the more traditional measures of reciprocity in an average month, as shown in several other indicators.

Note that annual measures are for calendar years except where explicitly noted as fiscal years.

Race and Ethnicity

Most of the data sources allow analysis of the indicators and predictors of welfare dependence across several age and racial/ethnic categories. Where the data are available, statistics are shown for three racial/ethnic groups – Non-Hispanic White, Non-Hispanic Black and Hispanic. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the totals for all persons but are not shown under separate race categories. In some instances, however, data are shown for “Whites” and “Blacks,” rather than for “Non-Hispanic Whites” and “Non-Hispanic Blacks;” in such cases these racial categories include individuals of Hispanic Origin. Footnotes to the tables provide further documentation of issues related to race and ethnicity.

Estimates based on 2002 (and more recent) Current Population Survey (CPS) data are affected by a change in the CPS questionnaire that allows individuals to report one or more races. This change was implemented to comply with the *1997 Standards for Federal Data on Race and Ethnicity*. In 2000, the Office of Management and Budget (OMB) published guidelines for implementing these new standards. To accommodate the race categories under the new standards, CPS estimates for racial/ethnic categories beginning in 2002 are for persons who are Non-Hispanic White (and no other race), Non-Hispanic Black (and no other race) and Hispanic (of any race). Persons who reported more than one race are included in the total for all persons but are not shown under any race category.

Family Structure Categories

For the primary measure of dependency, as well as selected indicators and measures, estimates are provided for individual persons by family structure (see SUM 1, IND 1, IND 2, IND 5, and ECON 7). For these measures, the entire population is subdivided into the following four groups:

- Persons in Married-Couple Families
- Persons in Female-Headed Families
- Persons in Male-Headed Families
- Unrelated Persons.

Two additional measures use a subset of the above categories (see IND 4, and ECON 1).

Spells

Spells of program reciprocity (IND 7), spells of welfare receipt with no attachment to the labor market (IND 8) and spells of poverty (ECON 5) are limited to those spells that begin during the SIPP panel of observation. Spells separated by only 1 month are not considered separate spells. If an individual has 2 or more spells of dependency or receipt, each is counted separately in the analysis.

Unit of Analysis

The individual, rather than the family or household, is the unit of analysis for most of the statistics in this report. The individual's dependency status, however, is generally based on total family income, taking into account means-tested assistance, earnings and other sources of income for all individuals in the family.¹ The introductory chapter of this report, for example, shows the percentage of individuals that are dependent (in SUM 1) or poor (in SUM 2) according to annual total family income. Reciprocity status is also based on total annual family income in some instances; in SUM 1, for example, recipients are individuals in families receiving assistance at some point in the year. In most other indicators, however, reciprocity is measured as the direct receipt of a benefit by an individual in a month. The difference between an individual and a family measure of reciprocity is largest in the SSI program, which provides benefits to individuals and couples, not to families.

¹ Family is generally defined as following the broad U.S. Census Bureau definition of family – all persons residing together that are related by birth, marriage, or adoption.