

Indicators of Welfare Dependence

Twelfth Report to Congress



U.S. Department of Health and Human Services

This report was written and compiled by Gilbert Crouse and Annette Waters of the Office of Human Services Policy, Office of the Assistant Secretary for Planning and Evaluation.

For online versions of this report, see
<http://aspe.hhs.gov/hsp/indicators-rtc/index.cfm>

Office of Human Services Policy
Office of the Assistant Secretary for Planning and Evaluation
U.S. Department of Health and Human Services
Hubert H. Humphrey Building, Room 404E
200 Independence Ave., S.W.
Washington, D.C. 20201

Table of Contents

	Executive Summary	x
I.	Introduction and Overview	I-1
	Organization of Report	I-1
	Measuring Welfare Dependence	I-2
	Measuring Economic Well-Being	I-4
	Data Sources	I-9
II.	Indicators of Dependence	II-1
	Indicator 1. Degree of Dependence	II-3
	Indicator 2. Receipt of Means-Tested Assistance and Labor Force Attachment	II-8
	Indicator 3. Rates of Receipt of Means-Tested Assistance	II-11
	Indicator 4. Rates of Participation in Means-Tested Assistance Programs	II-17
	Indicator 5. Multiple Program Receipt	II-21
	Indicator 6. Dependence Transitions	II-23
	Indicator 7. Program Spell Duration	II-25
	Indicator 8. Welfare Spell Duration with No Labor Force Attachment	II-27
	Indicator 9. Long Term AFDC/TANF Receipt	II-29
	Indicator 10. Events Associated with the Beginning and Ending of AFDC/TANF Program Spells	II-31
III.	Predictors and Risk Factors Associated with Welfare Receipt	III-1
	<i>Economic Security Risk Factors</i>	
	ECON 1. Poverty Rates	III-3
	ECON 2. Deep Poverty Rates	III-5
	ECON 3. Experimental Poverty Measures	III-7
	ECON 4. Poverty Rates with Various Means-Tested Transfers Counted as Income	III-9
	ECON 5. Poverty Spells	III-11
	ECON 6. Child Support	III-13
	ECON 7. Food Insecurity	III-15
	ECON 8. Lack of Health Insurance	III-17
	<i>Employment and Work-Related Risk Factors</i>	
	WORK 1. Labor Force Attachment	III-19
	WORK 2. Employment among the Low-Skilled	III-21
	WORK 3. Earnings of Low-Skilled Workers	III-23
	WORK 4. Educational Attainment	III-27
	WORK 5. High School Dropout Rates	III-29
	WORK 6. Adult Alcohol and Substance Abuse	III-31
	WORK 7. Adult and Child Disability	III-33
	WORK 8. Labor Force Participation of Women with Children under 18	III-35

<i>Nonmarital Birth Risk Factors</i>		
BIRTH 1.	Nonmarital Births	III-37
BIRTH 2.	Nonmarital Teen Births	III-39
BIRTH 3.	Nonmarital Teen Birth Rates	III-41
BIRTH 4.	Never-Married Family Status	III-43

Appendices

A.	Program Data	A-1
	Aid to Families with Dependent Children (AFDC) and Temporary Assistance for Needy Families (TANF)	A-1
	Supplemental Nutrition Assistance Program	A-23
	Supplemental Security Income (SSI)	A-36
B.	Alternative Definition of Dependence Based on Income from TANF and SNAP	B-1
C.	Additional Nonmarital Birth Data	C-1
D.	Technical Notes	D-1

List of Figures

Chapter I

- SUM 1. Reciprocity and Dependency Rates: 1993-2009
- SUM 2. Percentage of Total Population in Poverty with Various Means-Tested Transfers Counted as Income: 1979-2009
- SUM 3. Reciprocity and Dependency Rates from Two Data Sources: 1987-2009

Chapter II

- IND 1a. Percentage of Total Income from Means-Tested Assistance Programs: 2009
- IND 1b. Percentage of Total Income from Various Sources by Poverty Status: 2009
- IND 2. Percentage of Recipients in Families with Labor Force Participants by Program: 2009
- IND 3a. Percentage of the Total Population Receiving AFDC/TANF by Age: 1970-2009
- IND 3b. Percentage of the Total Population Receiving SNAP by Age: 1975-2009
- IND 3c. Percentage of the Total Population Receiving SSI by Age: 1975-2009
- IND 4. Participation Rates in the AFDC/TANF, SNAP and SSI Programs: Selected Years
- IND 5. Percentage of Recipients Receiving Assistance from Multiple Programs – TANF, SNAP and SSI: 2009
- IND 6. Dependency Status in 2007 of Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in 2006 by Race and Ethnicity
- IND 7. Percentage of TANF, SNAP and SSI Spells for Persons Entering Programs during the 2004-2007 Period by Length of Spell
- IND 8. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during the 2004-2007 Period by Length of Spell
- IND 9. Percentage of AFDC/TANF Recipients by Years of Receipt during the 1999 – 2008 Period
- IND 10a. Events Associated with Single Mother TANF Exits during the 2004 – 2006 Period
- IND 10b. Events Associated with Single Mother TANF Entries during the 2004 – 2006 Period

Chapter III

- ECON 1. Percentage of Persons in Poverty by Age: 1959-2009
- ECON 2. Percentage of Total Population below 50, 100 and 125 Percent of Poverty Level
- ECON 3. Percentage of Persons in Poverty Using Various Experimental Poverty Measures by Age: 2008

- ECON 4. Percentage of Total Population in Poverty with Various Means-Tested Transfers Counted as Income: 1979-2009
- ECON 5. Percentage of Poverty Spells for Persons Entering Poverty during the 2004-2007 Period by Length of Spell
- ECON 6. Percentage of Families Receiving Child Support Collections by Receipt of IV-D Services and Other Public Assistance: 1993-2009
- ECON 7. Percentage of Households Classified by Food Security Status: 2009
- ECON 8. Percentage of Persons without Health Insurance by Poverty Status: 2009
- WORK 1. Percentage of Persons in Families with Labor Force Participants by Race and Ethnicity: 2009
- WORK 2. Percentage of Persons Ages 18 to 65 with No More than a High School Education Who Were Employed at Any Time during Year by Race and Ethnicity: 1968-2009
- 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 (2009 Dollars): 1980-2009
- WORK 4. Percentage of Adults Ages 25 and over by Level of Educational Attainment: 1960-2009
- WORK 5. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year by Race and Ethnicity: 1995-2009
- WORK 6. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol by Age: 2009
- WORK 7. Percentage of the Non-Elderly Population Reporting an Activity Limitation by Selected Characteristics: 2009
- WORK 8. Labor Force Participation of Women with Children under 18: 1975-2009
- BIRTH 1. Percentage of Births that are Nonmarital by Age: 1940-2009
- BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 to 19 by Race and Ethnicity: 1940-2009
- BIRTH 3a. Births per 1,000 Unmarried Teens Ages 15 to 17 by Race: 1960-2009
- BIRTH 3b. Births per 1,000 Unmarried Teens Ages 18 and 19 by Race: 1960-2009
- BIRTH 4. Percentage of All Children Living in Families with a Never-Married Female Head by Race and Ethnicity: 1982-2009

Appendix A

- TANF 1. AFDC/TANF Families Receiving Income Assistance
- TANF 2. Average Monthly AFDC/TANF Benefit per Recipient in Constant 2009 Dollars
- SNAP 1. Persons Receiving SNAP: 1962–2009
- SSI 1. SSI Recipients by Age: 1974–2009

List of Tables

Chapter I

SUM 1. Reciprocity and Dependency Rates: Selected Years

Chapter II

- IND 1a. Percentage of Total Income from Means-Tested Assistance Programs by Selected Characteristics: 2009
- IND 1b. Percentage of Total Income from Means-Tested Assistance Programs: 1993-2009
- IND 1c. Percentage of Total Income from Various Sources by Poverty Status and Selected Characteristics: 2009
- IND 1d. Percentage of Total Income from Various Sources: Selected Years
- IND 2a. Percentage of Recipients in Families with Labor Force Participants by Program and Selected Characteristics: 2009
- IND 2b. Percentage of AFDC/TANF Recipients in Families with Labor Force Participants: 1993-2009
- IND 3a. Number and Percentage of the Total Population Receiving AFDC/TANF by Age: 1970-2009
- IND 3b. Number and Percentage of the Total Population Receiving SNAP by Age: 1975-2009
- IND 3c. Number and Percentage of the Total Population Receiving SSI by Age: 1975-2006
- IND 4a. Number and Percentage of Eligible Families Participating in the AFDC/TANF Cash Assistance Program: Selected Years
- IND 4b. Number and Percentage of Eligible Households Participating in the SNAP: Selected Years
- IND 4c. Percentage of Eligible Adult Units Participating in the SSI Program by Selected Characteristics: 1993-2009
- IND 5a. Percentage of Population Receiving Assistance from Multiple Means-Tested Assistance Programs by Selected Characteristics: 2009
- IND 5b. Percentage of Population Receiving Assistance from Multiple Means-Tested Assistance Programs: 1993-2009
- 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
- IND 6b. Dependency Status of All Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in Previous Year
- IND 7a. Percentage of TANF, SNAP and SSI Spells for Persons Entering Programs during the 2001-2003 Period by Length of Spell and Selected Characteristics

- IND 7b. Percentage of AFDC/TANF, SNAP and SSI Spells for Persons Entering Programs during Selected Periods by Length of Spell
- 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
- IND 8b. Percentage of TANF Spells with No Family Labor Force Attachment for Persons Entering Programs during Selected Years
- IND 9. Percentage of AFDC/TANF Recipients across Three Ten-Year Time Periods by Years of Receipt and Selected Characteristics
- IND 10a. Percentage of Single Mother AFDC/TANF Spell Exits Associated with Specific Events: Selected Periods
- IND 10b. Percentage of Single Mother AFDC/TANF Spell Entries Associated with Specific Events: Selected Periods

Chapter III

- ECON 1. Percentage of Persons in Poverty by Age and Family Type: Selected Years
- ECON 2. Number and Percentage of Total Population below 50, 75, 100 and 125 Percent of Poverty Level: Selected Years
- ECON 3a. Percentage of Persons in Poverty Using Various Experimental Poverty Measures by Selected Characteristics: 2009
- ECON 3b. Percentage of Persons in Poverty Using Various Experimental Poverty Measures: 1999-2009
- ECON 4. Percentage of Total Population in Poverty with Various Means-Tested Transfers Counted as Income: Selected Years
- ECON 5a. Percentage of Poverty Spells for Persons Entering Poverty during the 2004-2007 Period by Length of Spell and Selected Characteristics
- ECON 5b. Percentage of Poverty Spells for Persons Entering Poverty during Selected Time Periods by Length of Spell
- ECON 6. Percentage of Families Receiving Child Support Collections by Receipt of IV-D Services and Other Assistance: 1993-2009
- ECON 7a. Percentage of Households Classified by Food Security Status and Selected Characteristics: 2009
- ECON 7b. Percentage of Households Classified by Food Security Status: 1998-2009
- ECON 8. Percentage of Persons without Health Insurance by Poverty Status and Selected Characteristics: 2009
- WORK 1a. Percentage of Persons in Families with Labor Force Participants by Selected Characteristics: 2009

- WORK 1b. Percentage of Persons in Families with Labor Force Participants: Selected Years
- WORK 2. Percentage of Persons Ages 18 to 65 with No More than a High School Education Who Were Employed by Race and Ethnicity: 1968-2009
- 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): 1980-2009
- WORK 4. Percentage of Adults Ages 25 and over by Level of Educational Attainment: Selected Years
- WORK 5. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year by Race and Ethnicity: 1972-2009
- WORK 6. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol by Age: 1999-2009
- WORK 7. Percentage of the Non-Elderly Population Reporting a Disability by Selected Characteristics: 2009
- WORK 8. Employment Status of Women with Children under 18 Years of Age: 1975-2009
- BIRTH 1. Percentage of Births that are Nonmarital by Age: Selected Years
- BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 to 19 by Race and Ethnicity: Selected Years
- BIRTH 3. Births per Thousand Unmarried Teen Women by Age and Race: 1950-2009
- BIRTH 4. Number and Percentage of All Children Living in Families with a Never-Married Female Head by Race and Ethnicity: Selected Years

Appendix A

- TANF 1. Trends in AFDC/TANF Caseloads: 1962-2009
- TANF 2. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups: 1970–2009
- TANF 3. TANF and Separate State Program (SSP) Families and Recipients: 2000-2009
- TANF 4. Total AFDC/TANF Expenditures on Cash Benefits and Administration: 1970-2009
- TANF 5. Federal and State TANF Program and Other Related Spending: 1997-2009
- TANF 6. Trends in AFDC/TANF Average Monthly Payments: 1962-2009
- TANF 7. Characteristics of AFDC/TANF Families: Selected Years 1969-2009
- TANF 8. AFDC/TANF Benefits by State: Selected Fiscal Years 1978-2009

- TANF 9. Comparison of Federal Funding for AFDC and Related Programs and 2009 Family Assistance Grants Awarded under PRWORA
- TANF 10. AFDC/TANF Caseload by State: October 1989 to March 2009 Peak
- TANF 11. Average Monthly AFDC/TANF Recipients by State: Selected Fiscal Years
- TANF 12. AFDC/TANF Reciprocity Rates for Total Population by State: Selected Fiscal Years
- TANF 13. Average Number of AFDC/TANF Child Recipients by State: Selected Fiscal Years
- TANF 14. AFDC/TANF Reciprocity Rates for Children by State: Selected Fiscal Years 1965-2009
- TANF 15. TANF and Separate State Program (SSP) Families and Recipients: 2009
- SNAP 1. Trends in SNAP Caseloads: Selected Years 1962-2009
- SNAP 2. Trends in SNAP Expenditures: Selected Years 1975-2009
- SNAP 3. Characteristics of SNAP Households: Selected Years 1980-2009
- SNAP 4. Value of SNAP Issued by State: Selected Fiscal Years 1975-2009
- SNAP 5. Average Number of SNAP Recipients by State: Selected Fiscal Years
- SNAP 6. SNAP Reciprocity Rates by State: Selected Fiscal Years
- SSI 1. Number of Persons Receiving Federally Administered SSI Payments: 1974-2009
- SSI 2. SSI Reciprocity Rates: 1974-2009
- SSI 3. Federally Administered SSI Benefits and Administration: 1974-2009
- SSI 4. Average Monthly Federally Administered SSI Benefits: 1975-2009
- SSI 5. Number of Persons Receiving Federally Administered SSI Payments by Eligibility Category
- SSI 6. Characteristics of SSI Recipients by Selected Characteristics: Selected Years 1980-2009
- SSI 7. Total Federally Administered SSI Payments by State: Calendar Year 2009
- SSI 8. SSI Reciprocity Rates by State and Program Type: 1979 and 2009
- SSI 9. SSI Reciprocity Rates by State: Selected Fiscal Years: 1975-2009

Appendix B

- B-1. Percentage of the Total Population with More than 50 Percent of Income from Various Means-Tested Assistance Programs by Selected Characteristics: 2009
- B-2. Percentage of the Total Population with More than 50 Percent of Income from Various Means-Tested Assistance Programs: 1995-2009

Appendix C

- C-1. Percentage of Births to Unmarried Women within Age Groups by Race and Ethnicity: 1940-2009
- C-2. Percentage of Births that are to Unmarried Women by State: Selected Years 1960-2009
- C-3. Percentage of Births that are to Unmarried Women by Race and Ethnicity and State: 1994 and 2009
- C-4. Birth Rates of Teens 15-19 Years by State: Selected Years 1960-2009
- C-5. Birth Rates of Teens 15-19 Years by Race and Ethnicity and State: Selected Years

Executive Summary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Chapter I. Introduction and Overview

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

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

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

Organization of Report

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

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

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

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

³ 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.

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

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

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

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

Measuring Welfare Dependence

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

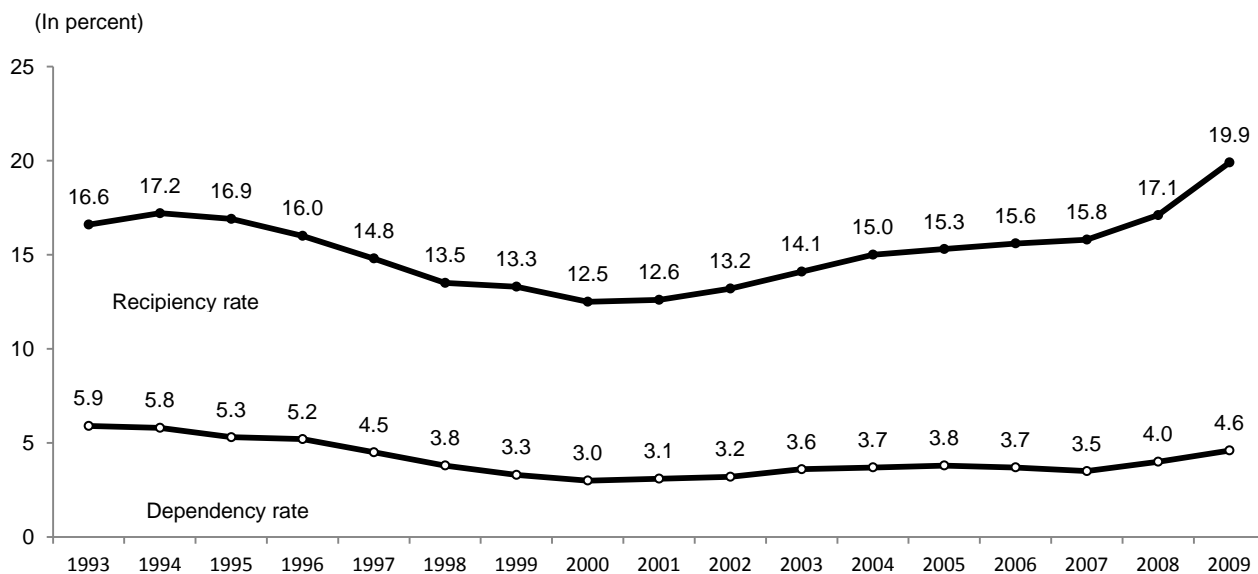
the following definition of welfare dependence among individuals in families⁴ for use in this report:

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

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

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

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



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

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

⁴ The unit of analysis for most of the statistics in this report is "individuals" rather than families or households. Appendix D provides more information on the use of individuals as the unit of analysis.
⁵ While this report defines dependency in relation to TANF, SNAP and SSI, there are other forms of means-tested assistance that could be considered under other definitions.
⁶ Office of Family Assistance, an office of the Administration for Children and Families, Characteristics and Financial Circumstances of TANF Recipients, Fiscal Year 2009, Table 28. This 42.4 percent includes subsidized employment and work preparation activities (including subsidized jobs, on-the-job training, work experience or community services). The earnings of those in unsubsidized employment would be correctly captured as income from work in national surveys. Any welfare benefits associated with work experience, community service programs or other work activities, however, would be counted as income from welfare in most national surveys, a classification incompatible with the Advisory Board's proposed definition.

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

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

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

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

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

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

Measuring Economic Well-Being

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

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

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

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

Table SUM 1. Reciprocity and Dependency Rates: Selected Years

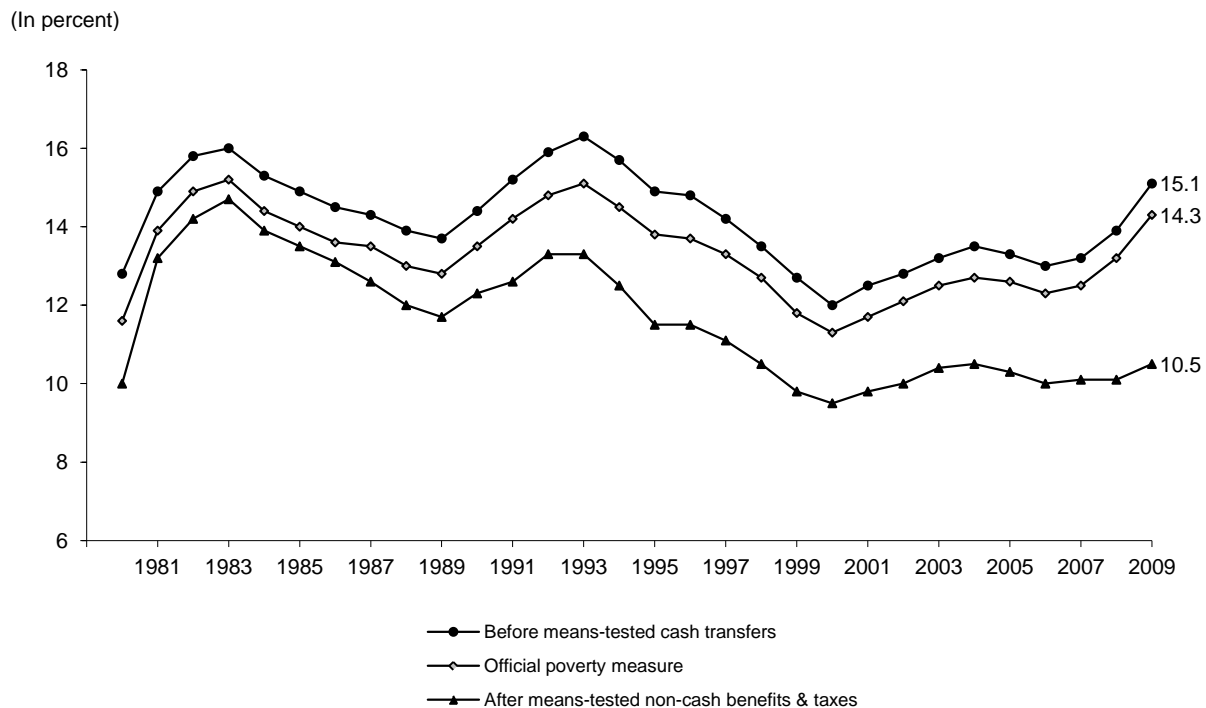
	1993	1996	1997	1998	1999	2000	2002	2004	2006	2007	2008	2009
Reciprocity Rates (Rates of Any Amount of AFDC/TANF, SNAP or SSI)												
All Persons	16.6	16.0	14.8	13.5	13.3	12.5	13.2	15.0	15.6	15.8	17.1	19.9
Racial/Ethnic Categories												
Non-Hispanic White	10.3	9.9	9.7	8.6	8.4	8.2	8.8	10.1	10.6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

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

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

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

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



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

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

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

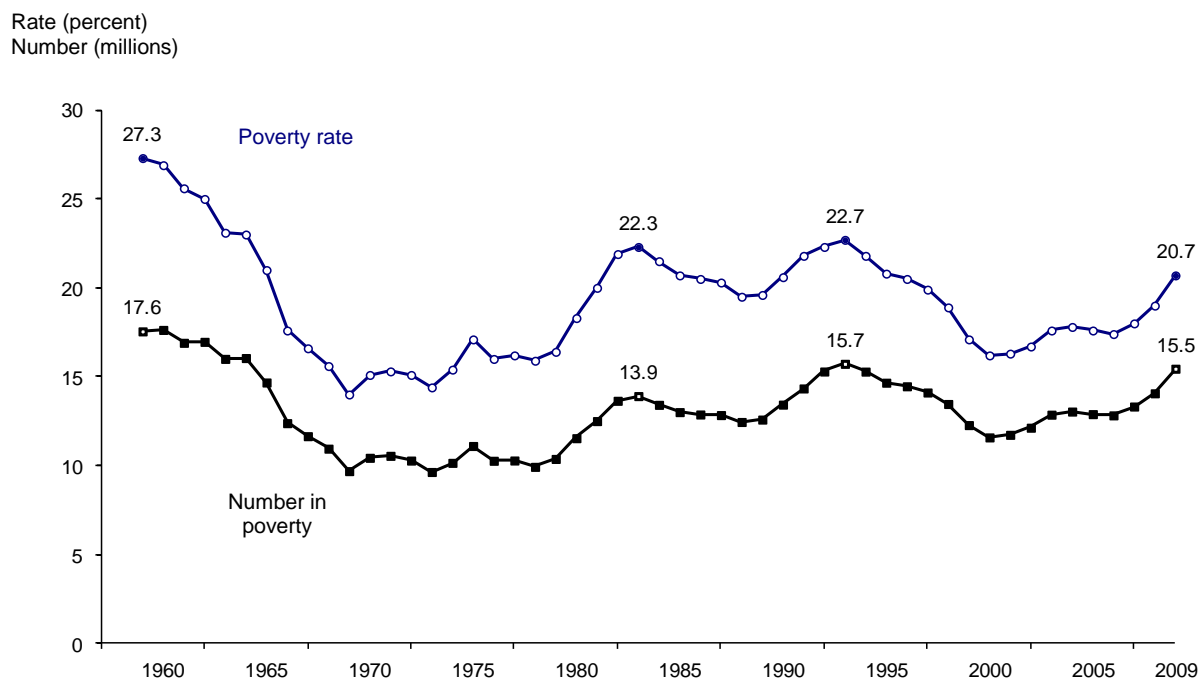
The "Official poverty measure" trend line shows the official poverty rate based on total cash income, including means-tested cash transfers. The official poverty rate was 14.3 percent in 2009.

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

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

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

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



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

The American Recovery and Reinvestment Act of 2009 and Welfare Benefits

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

Supplemental Nutrition Assistance Program (SNAP)

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

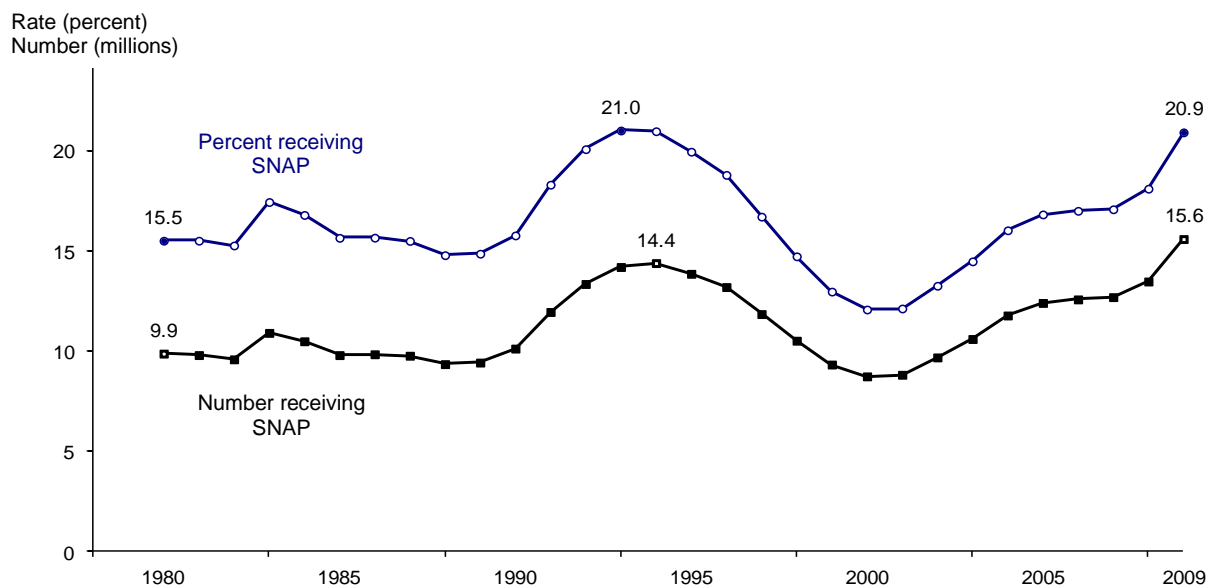
¹² http://www.recovery.gov/About/Pages/The_Act.aspx

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

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

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

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



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

Temporary Assistance for Needy Families (TANF)

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

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

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

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

Supplemental Security Income (SSI)

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

Data Sources

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

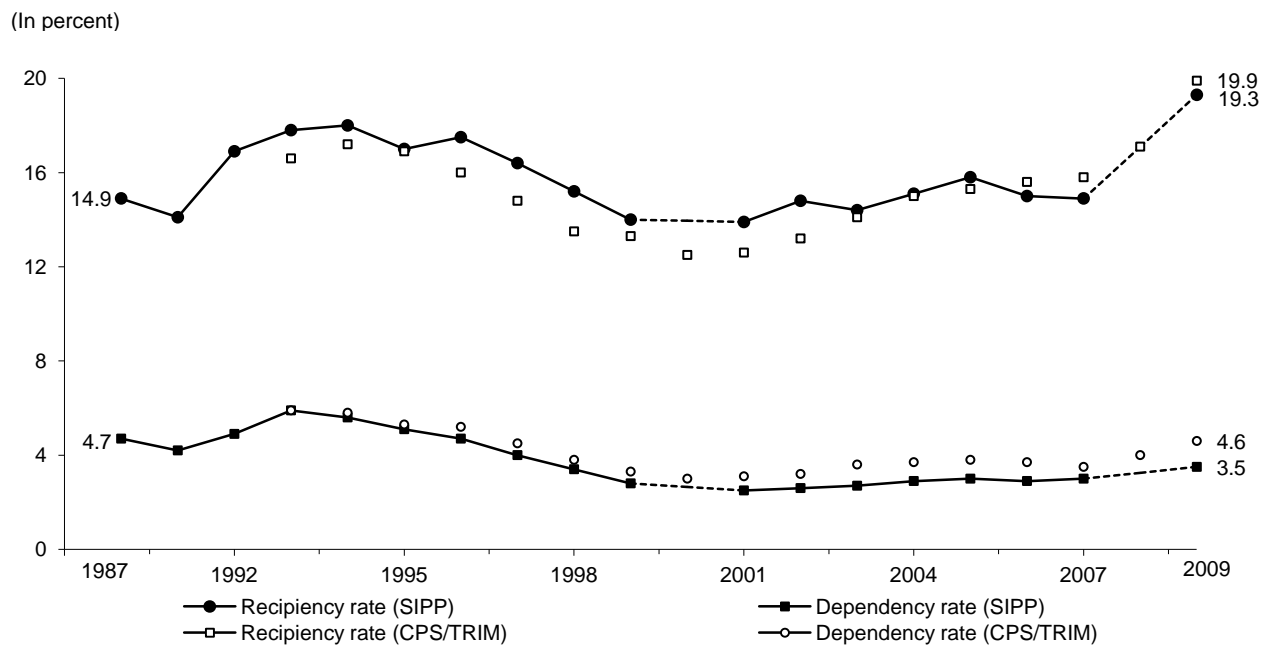
For measures of receipt, dependency and poverty at a single point in time, the report primarily uses the Annual Social and Economic Supplement to the CPS, which measures income and poverty over an annual accounting period. As stated above, the CPS data are generally available on a more timely basis than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

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

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

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

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



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

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

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

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

Chapter II. Indicators of Dependence

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

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

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

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

Indicator Summary

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

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

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

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

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

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

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

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

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

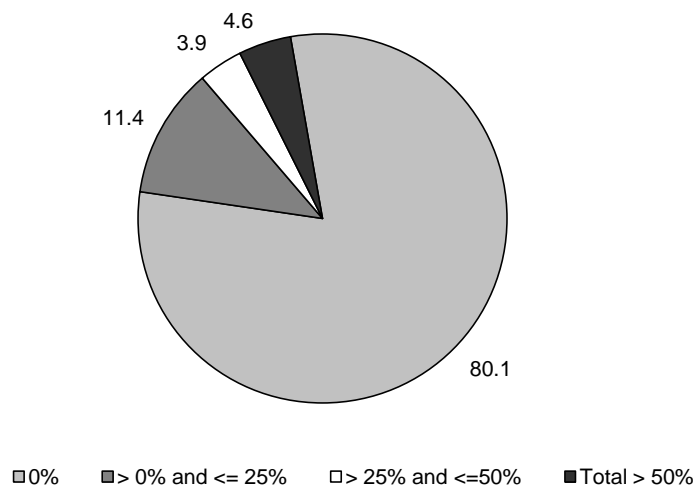
Indicator 8: Welfare Spell Duration with No Labor Force Attachment. This indicator is concerned with dynamics of welfare receipt among persons in families with no attachment to the labor market. It differs from Indicator 7 in that it provides information on spells of TANF receipt *during months where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

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

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

INDICATOR 1. Degree of Dependence

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



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

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

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

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

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

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

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

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

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

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

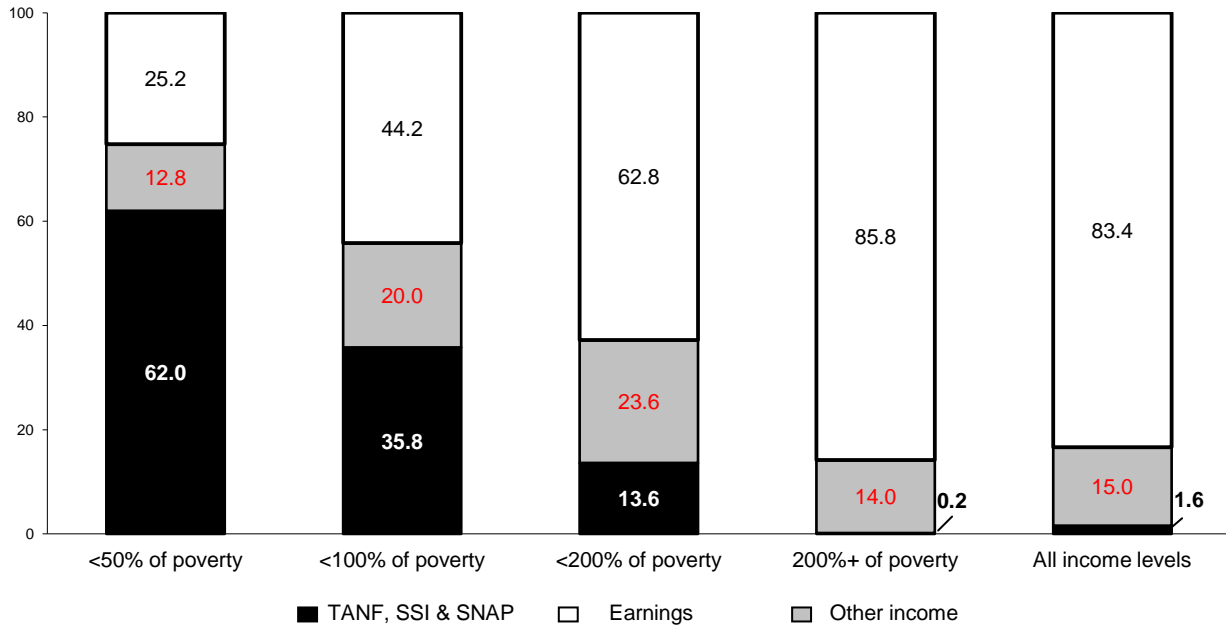
	0%	> 0% and ≤ 25%	> 25% and ≤ 50%	> 50% and ≤ 75%	> 75% and ≤ 100%	Total > 50%
1993	83.4	7.8	3.0	1.8	4.1	5.9
1994	82.8	8.4	3.1	1.8	4.0	5.8
1995	83.2	8.5	3.1	1.8	3.5	5.3
1996	84.0	7.8	3.1	1.9	3.3	5.2
1997	85.3	7.7	2.5	1.5	3.1	4.5
1998	86.5	7.3	2.5	1.3	2.5	3.8
1999	86.7	7.7	2.3	1.1	2.2	3.3
2000	87.5	7.3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

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

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

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

(In percent)



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

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

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

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

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

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

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

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

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

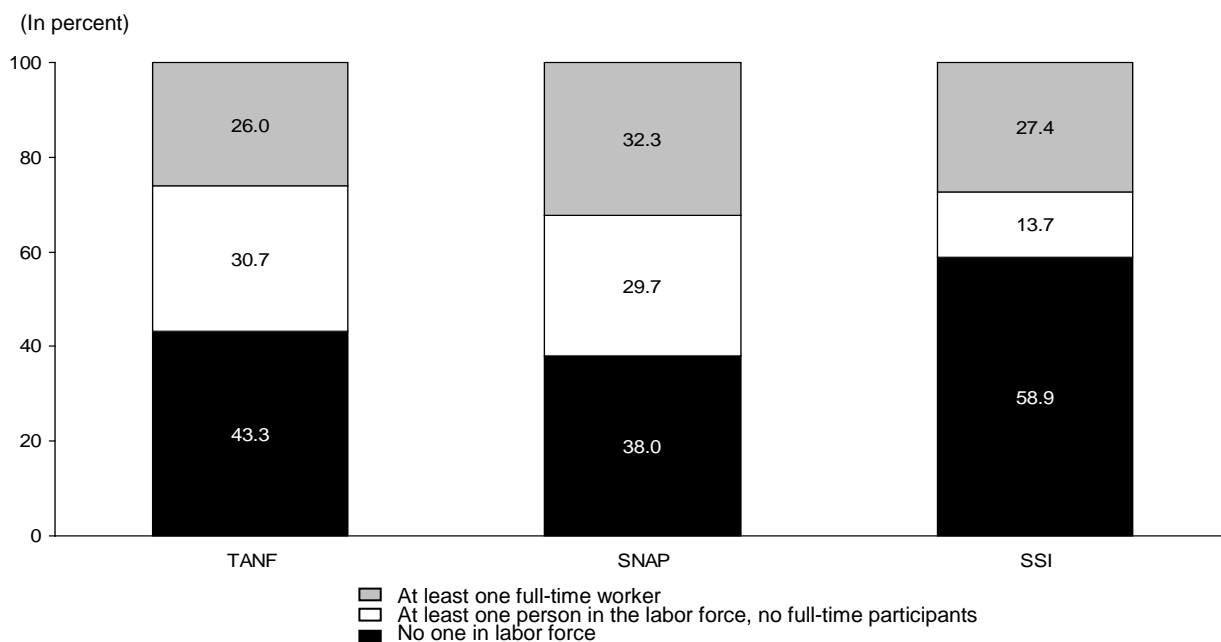
Note: Total income is total annual family income, including the value of SNAP benefits. Other income is non-means-tested, non-earnings income such as child support, alimony, pensions, Social Security benefits, interest and dividends. Poverty status categories are not mutually exclusive.

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

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

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

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



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

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

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

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

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

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

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

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

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

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

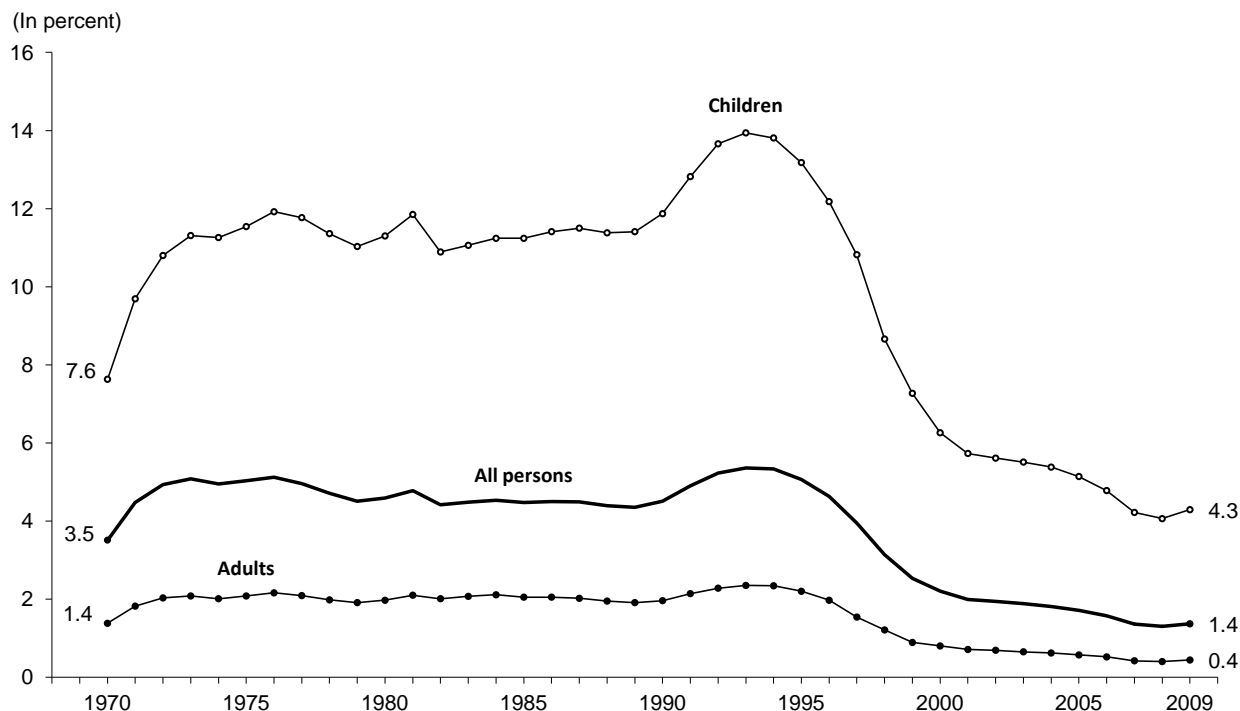
	No One in LF	At Least One in LF, No One FT	At Least One FT Worker
1993	57.0	24.2	18.8
1994	54.8	24.8	20.4
1995	50.6	24.3	25.1
1996	50.1	25.6	24.3
1997	47.6	28.0	24.4
1998	44.3	25.8	29.9
1999	40.8	24.1	35.1
2000	41.2	24.1	34.7
2001	38.7	26.0	35.3
2002	39.8	25.8	34.3
2003	47.4	24.1	28.5
2004	48.0	23.8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

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

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

INDICATOR 3. Rates of Receipt of Means-Tested Assistance

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



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

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

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

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

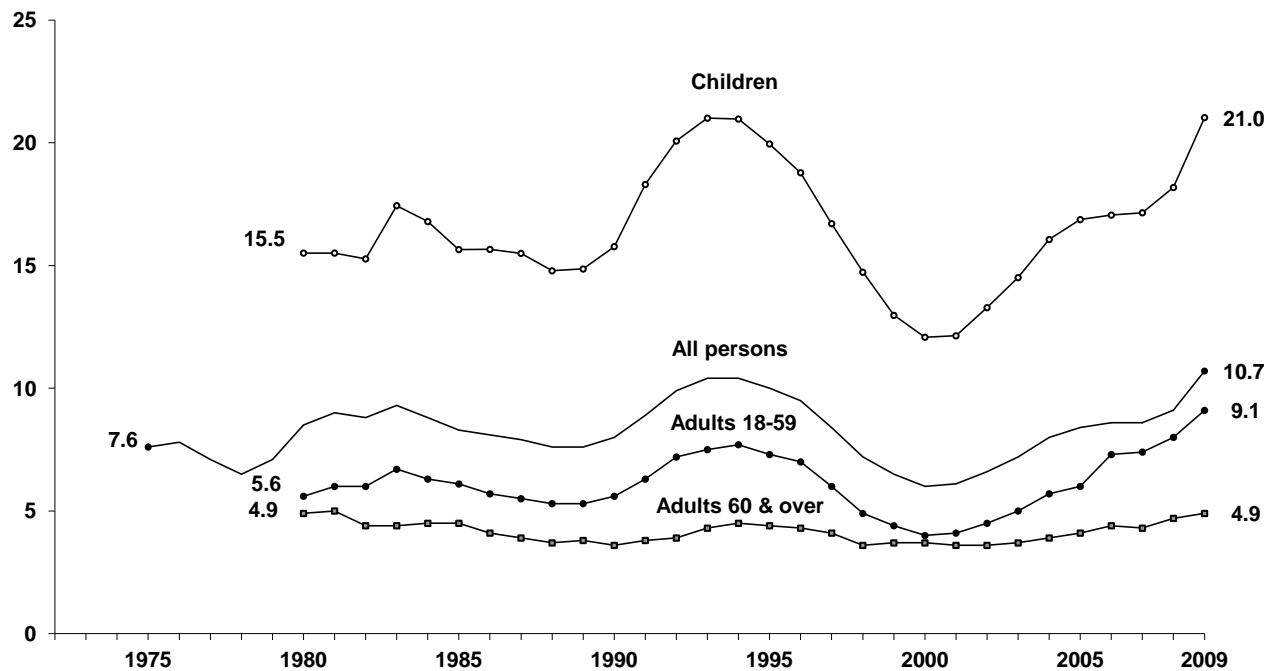
Fiscal Year	Total Recipients		Adult Recipients		Child Recipients	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1970	7,188	3.5	1,863	1.4	5,325	7.6
1971	9,281	4.5	2,516	1.8	6,765	9.7
1972	10,345	4.9	2,848	2.0	7,497	10.8
1973	10,760	5.1	2,984	2.1	7,776	11.3
1974	10,591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

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

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

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

(In percent)



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

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

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

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

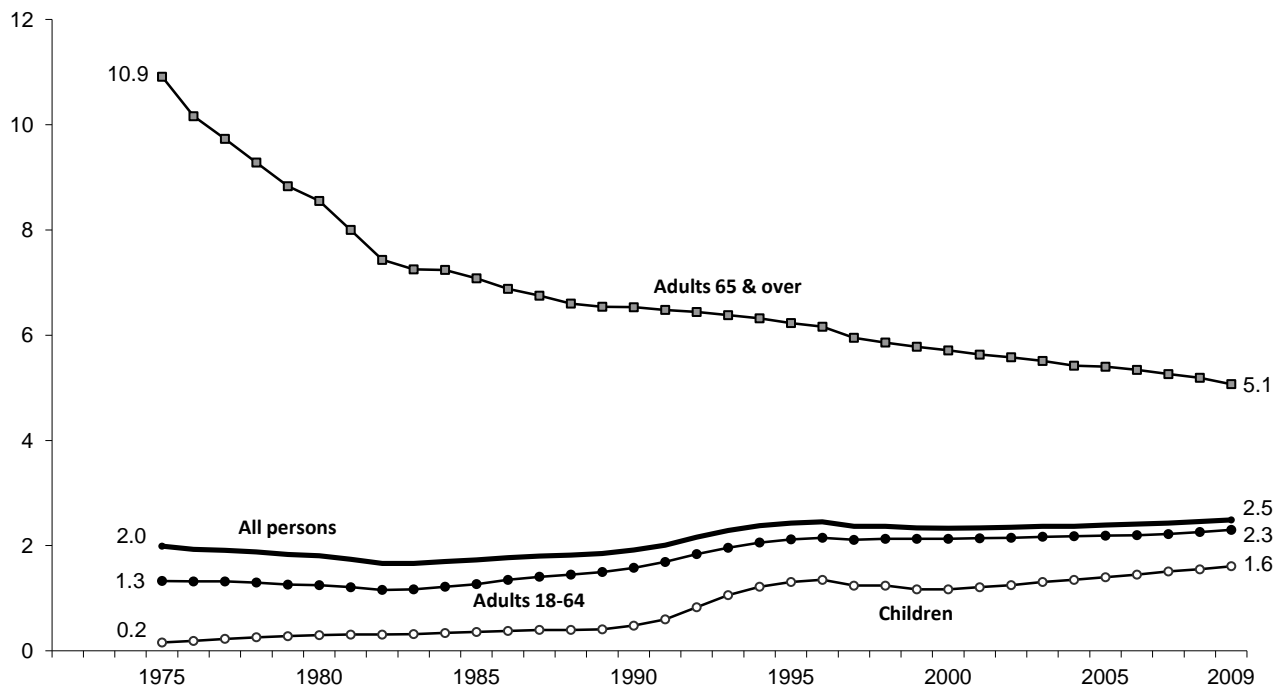
Fiscal Year	Total Recipients		Adult Recipients Ages 60 and over		Adult Recipients Ages 18-59		Child Recipients Ages 0-18	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
	1975	16,320	7.6	-	-	-	-	-
1976	17,033	7.8	-	-	-	-	9,126	13.8
1977	15,604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

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

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

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

(In percent)



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

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

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

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

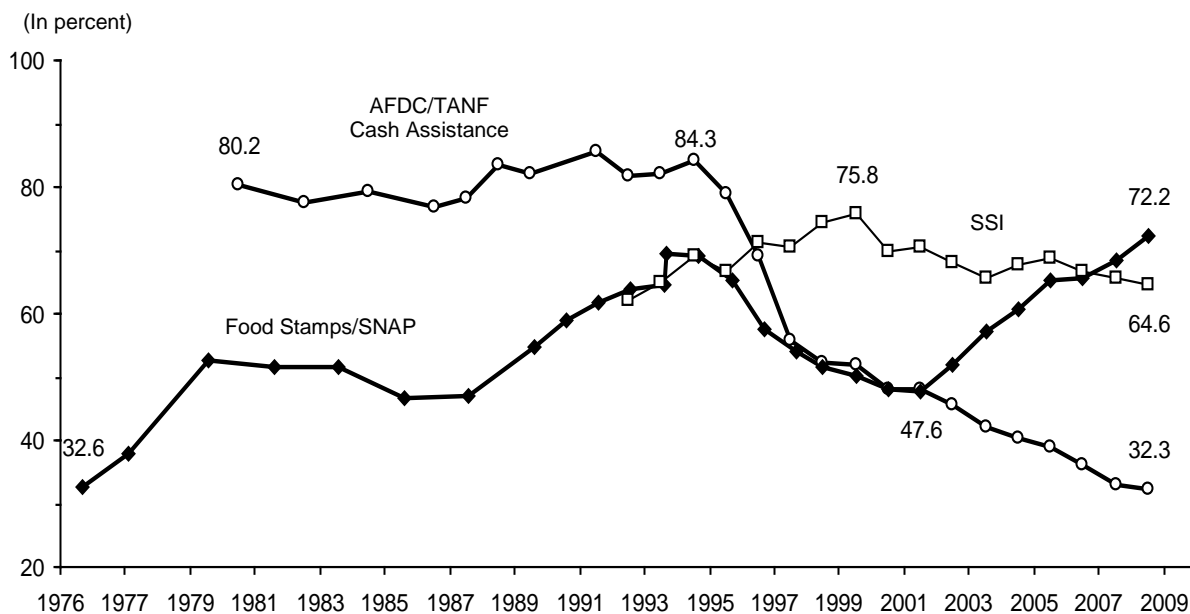
Date	Total Recipients		Adult Recipients Ages 65 & over		Adult Recipients Ages 18-64		Child Recipients Ages 0-17	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
Dec 1975	4,314	2.0	2,508	10.9	1,699	1.3	107	0.2
Dec 1976	4,236	1.9	2,397	10.2	1,714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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

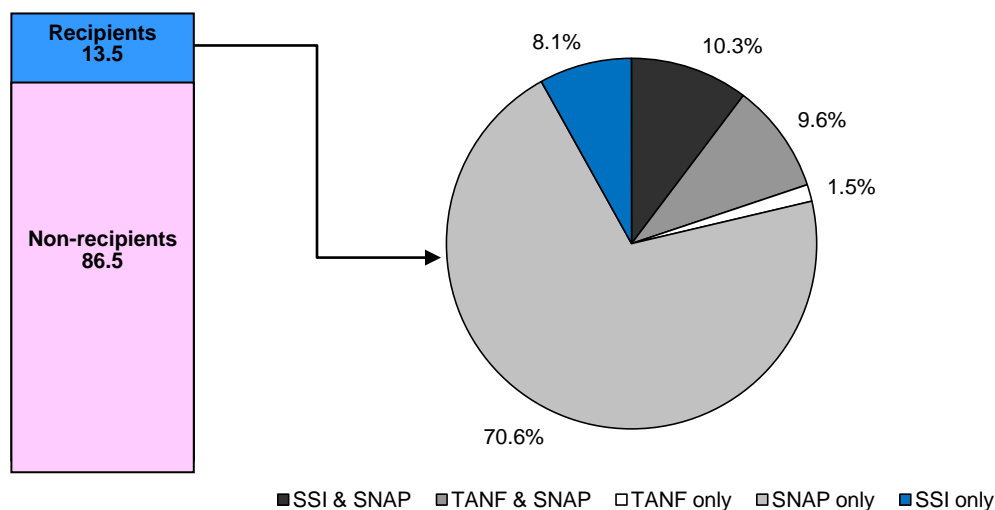
Note: SSI participation rates are estimated using the TRIM3 microsimulation model that uses CPS data to simulate SSI eligibility for an average month, by calendar year. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. In particular,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

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

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

INDICATOR 5. Multiple Program Receipt

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



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

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

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

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

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

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

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

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

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

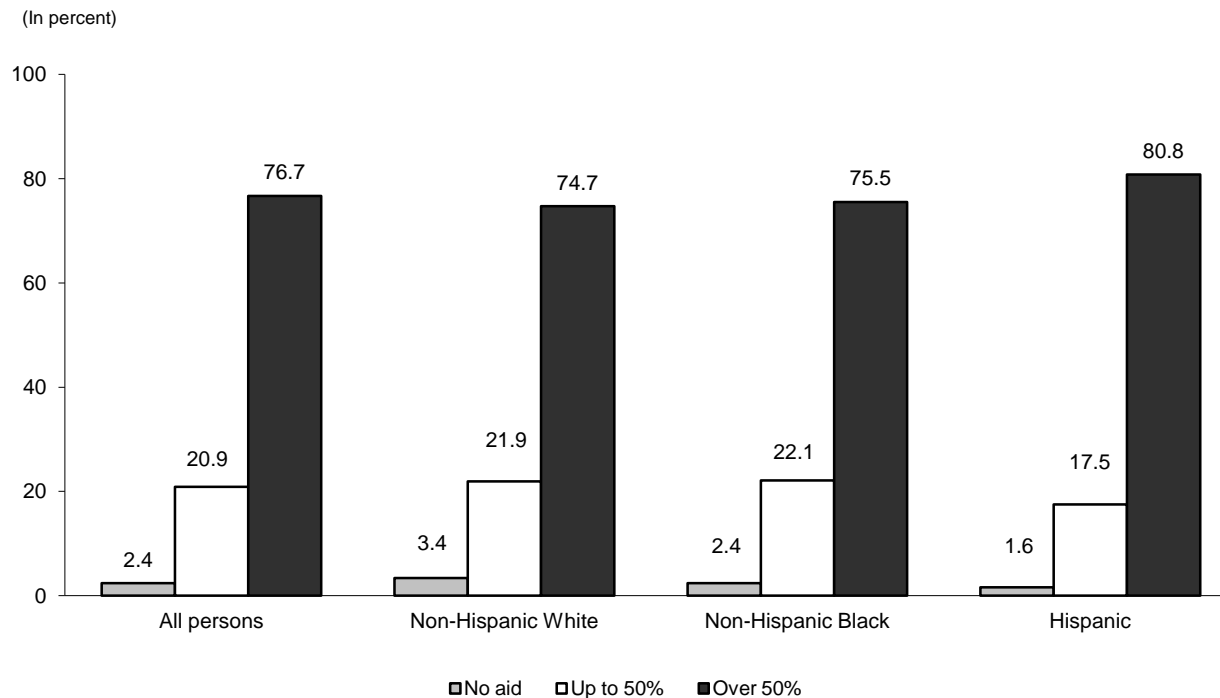
	Any Receipt	One Program Only			Two Programs	
		AFDC/TANF	FS/ SNAP	SSI	AFDC/ TANF & SNAP	SNAP & SSI
1993	12.6	0.6	5.2	1.1	4.8	1.0
1994	12.8	0.5	5.3	1.2	4.6	1.1
1995	12.3	0.4	5.0	1.2	4.5	1.1
1996	12.0	0.3	5.3	1.2	4.0	1.1
1997	10.2	0.4	4.3	1.3	3.1	1.0
1998	9.0	0.4	3.9	1.4	2.4	0.9
1999	8.5	0.4	3.8	1.3	2.0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

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

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

INDICATOR 6. Dependence Transitions

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



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

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

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

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

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

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

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

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

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

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

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

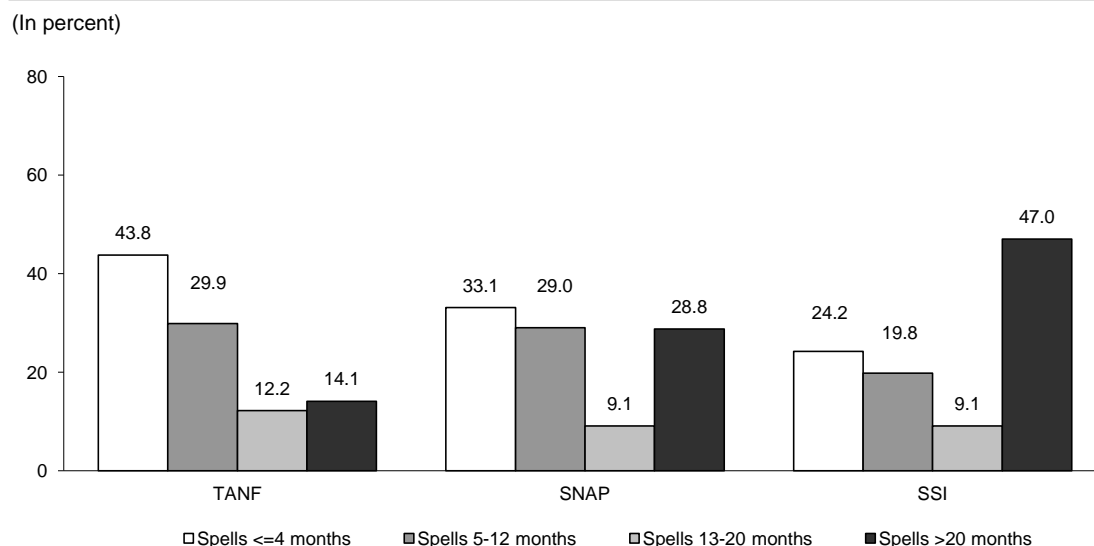
	Total (thousands)	Percentage of Persons Receiving		
		No aid in second year	Up to 50% in second year	Over 50% in second year
Transitions from:				
1993 to 1994	14,810	1.6	18.6	79.8
1994 to 1995	13,986	2.7	18.8	78.5
1997 to 1998	9,672	3.1	28.8	68.1
1998 to 1999	8,163	2.9	27.1	70.0
2001 to 2002	6,258	1.5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

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

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

INDICATOR 7. Program Spell Duration

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



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

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

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

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

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

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

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

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

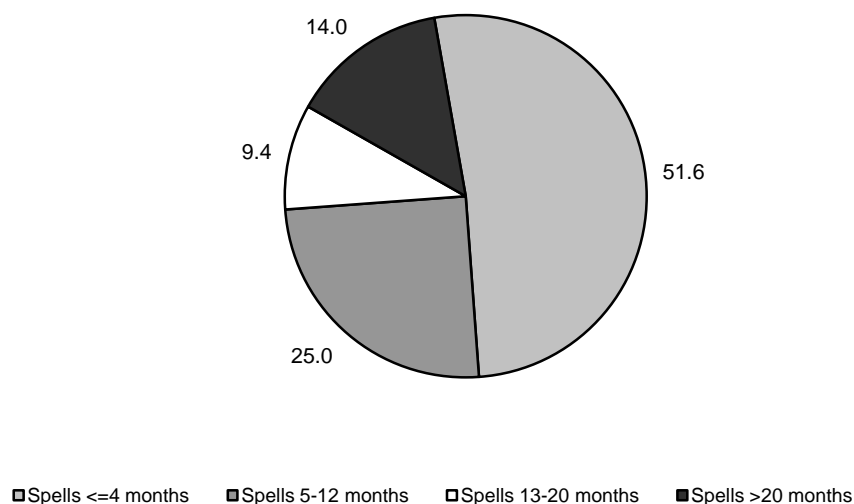
Period	Program	Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
1992 – 1994	AFDC	30.4	24.7	10.5	34.4
	Food Stamps	33.4	24.9	10.2	31.5
	SSI	25.7	8.9	4.8	60.6
1993 – 1995	AFDC	30.7	25.4	12.5	31.4
	Food Stamps	33.1	26.8	10.1	30.0
	SSI	24.0	7.9	4.7	63.4
1996 – 1999	AFDC/TANF	46.6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

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

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

INDICATOR 8. Welfare Spell Duration with No Labor Force Attachment

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



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

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

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

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

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

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

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

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

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

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

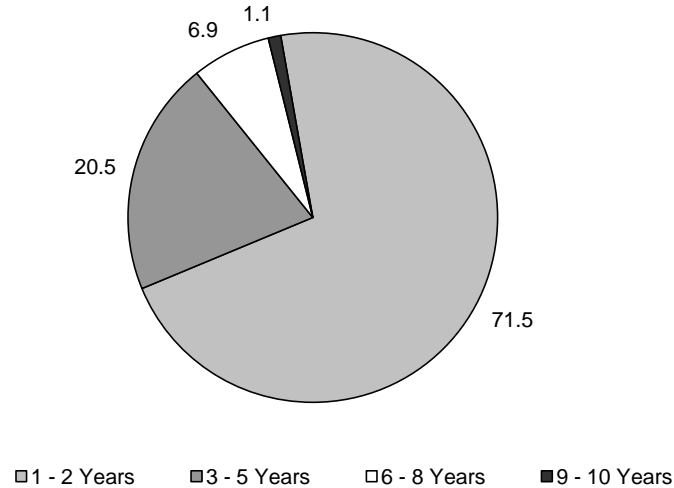
Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. TANF spells with no family labor force attachment are defined as those spells starting during the 2004 SIPP panel (2004 – 2007) for persons who received TANF and lived in families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

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

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

INDICATOR 9. Long Term AFDC/TANF Receipt

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



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

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

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

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

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

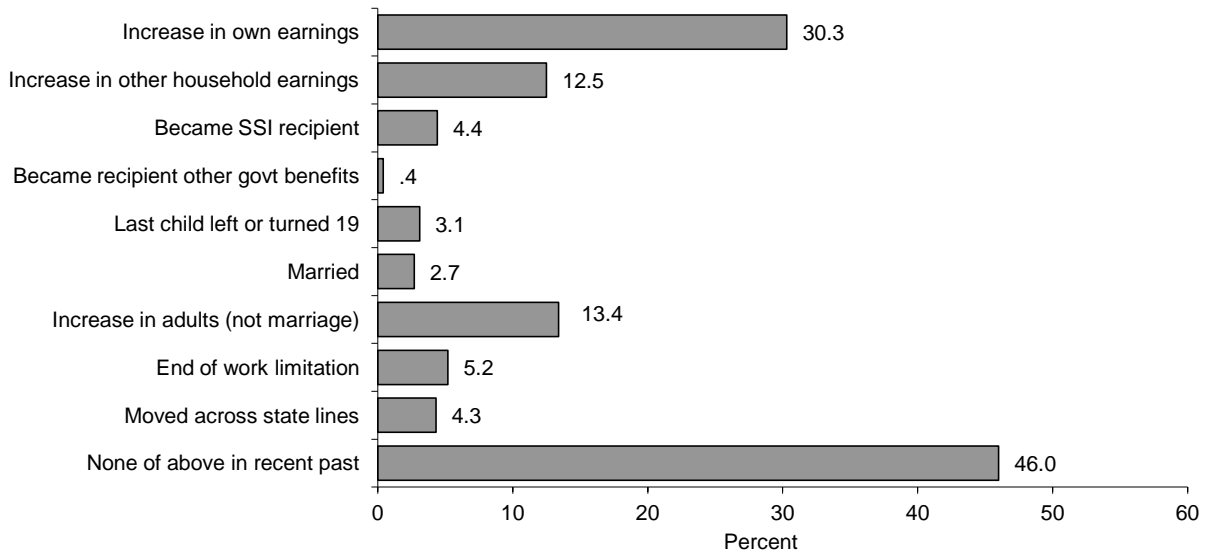
Note: The base for the percentages consists of mothers who received at least \$1 of AFDC/TANF in any year in the ten-year period. Child recipients are defined by age in the first year of the 10-year period. This indicator measures years of reciprocity over the specified ten-year time periods and does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

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

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

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

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



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

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

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

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

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

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

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

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

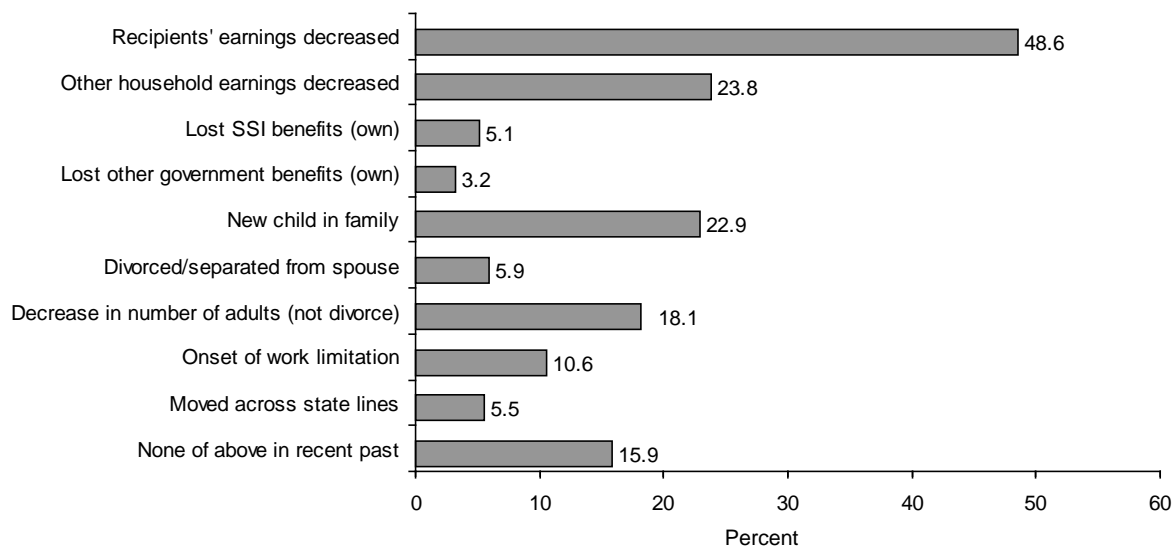
Spells of welfare receipt and associated events are measured using *monthly* data from the SIPP. In the 2003 *Indicators of Welfare Dependence* volume (and earlier volumes), events associated with the beginning and ending of program spells were measured using *annual* data from the Panel Study of Income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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

Chapter III. Predictors and Risk Factors Associated with Welfare Receipt

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

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

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

Economic Security Risk Factors (ECON)

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

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

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

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

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

Employment and Work-Related Risk Factors (WORK)

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

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

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

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

Nonmarital Birth Risk Factors (BIRTH)

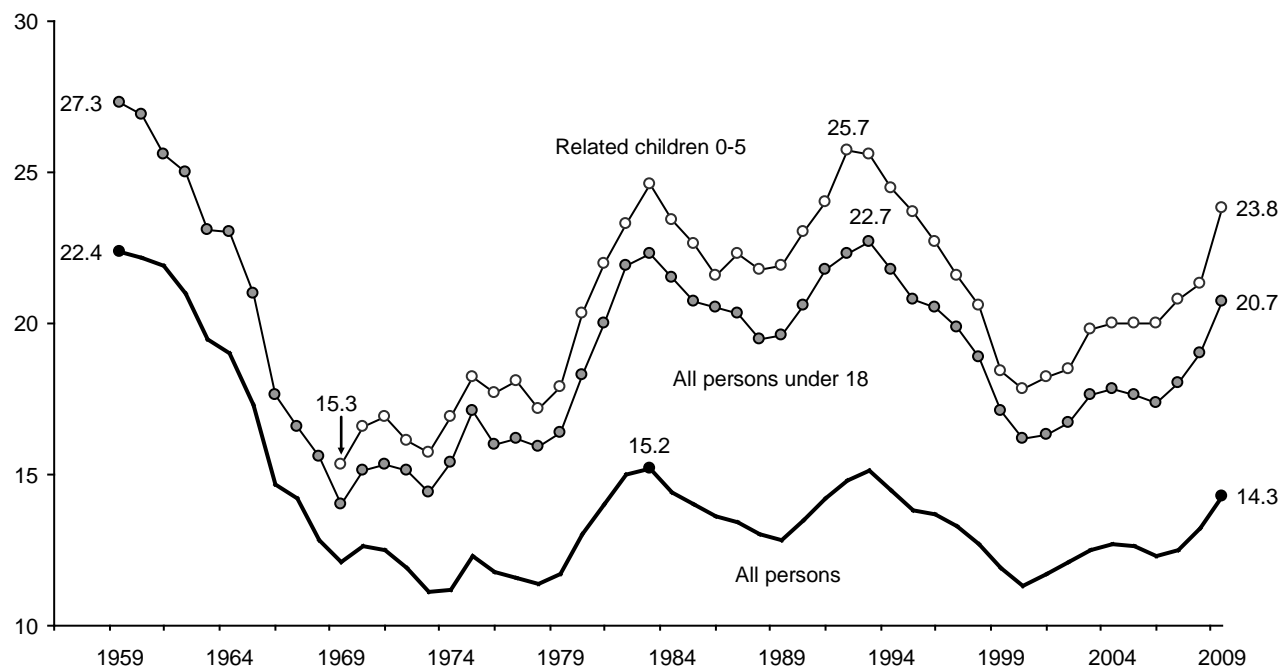
The final group of risk factors addresses nonmarital childbearing. The tables and figures in this subsection are labeled with the BIRTH prefix. This category includes long-term time trends in nonmarital births (BIRTH 1), nonmarital teen births (BIRTH 2 and BIRTH 3), and children living in families with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

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

ECONOMIC SECURITY RISK FACTOR 1. Poverty Rates

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

(In percent)



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

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

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

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

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

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

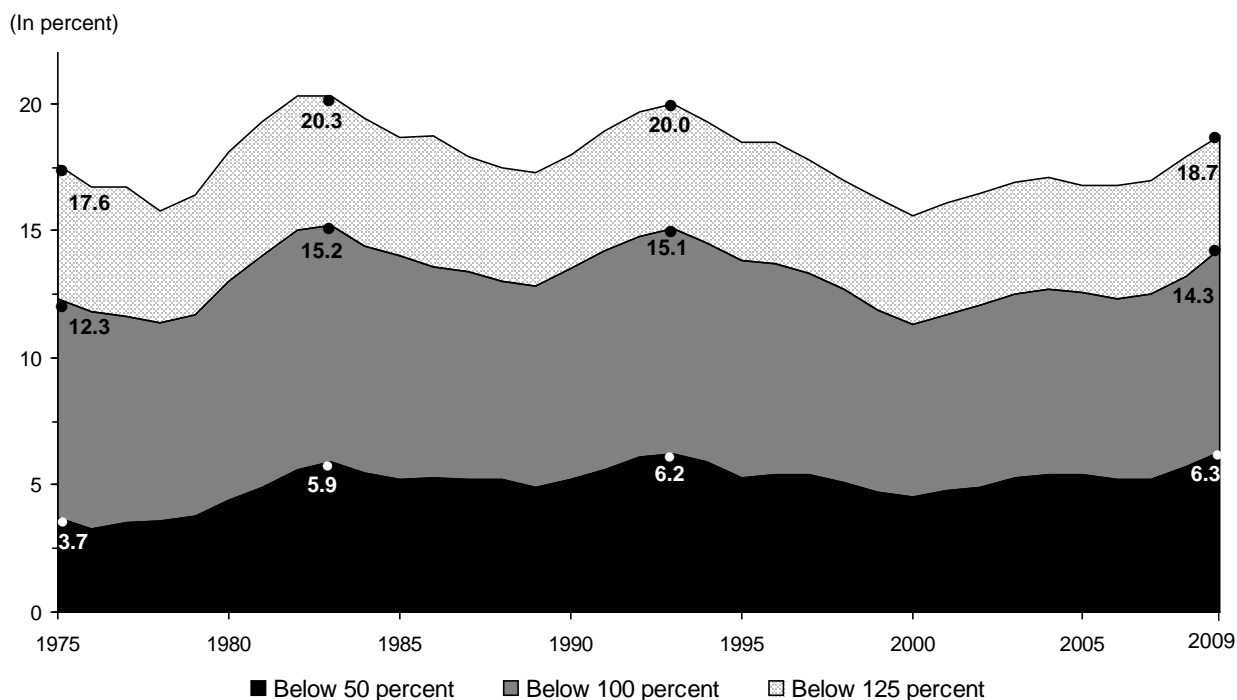
In 1959-1987, persons in married-couple families include a small number of persons in male-headed families with no spouse present. In 1988, the first year for which we have separate data for these families, poor persons in male-headed families with no spouse present comprised just over 8 percent of the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

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

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

ECONOMIC SECURITY RISK FACTOR 2. Deep Poverty Rates

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



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

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

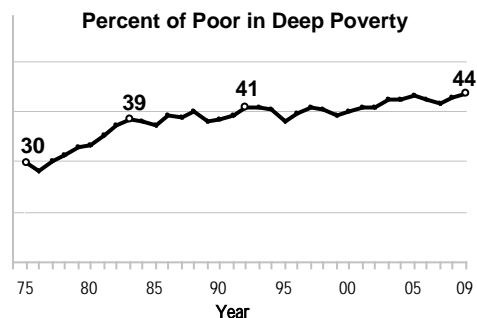


Table ECON 2. Number and Percentage of Total Population below 50, 75, 100 and 125 Percent of Poverty Level: Selected Years

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

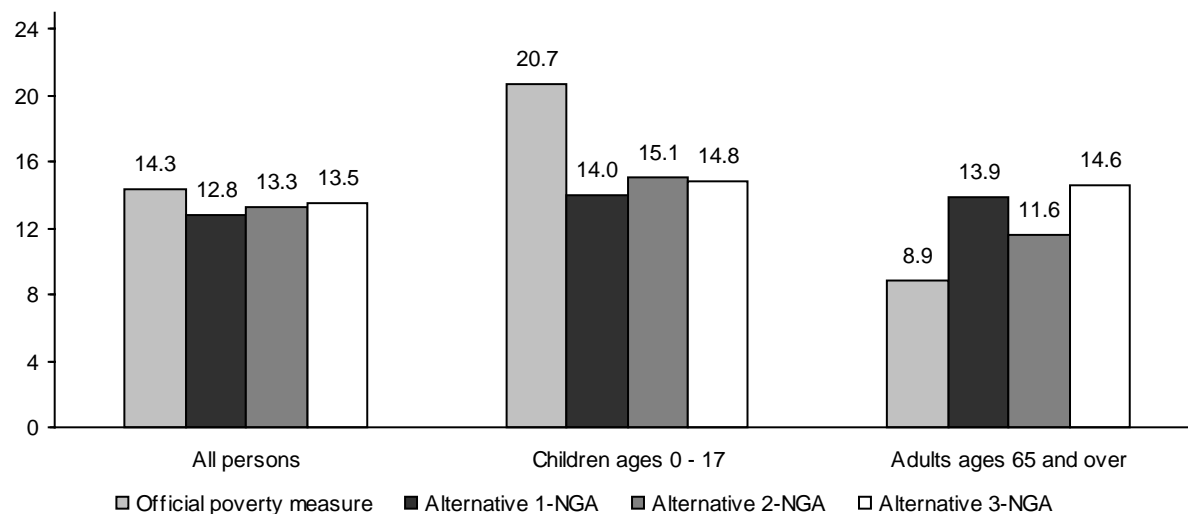
Note: In previous editions of this report, the number of persons below 50 percent and 75 percent of poverty for 1969 were calculated based on data from the 1970 decennial census. In this report the estimate of the number of persons below 75 percent of poverty for 1969 comes from Current Population Survey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

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

ECONOMIC SECURITY RISK FACTOR 3. Experimental Poverty Measures

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

(In percent)



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

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

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

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

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

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

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

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

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

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

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

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

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

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

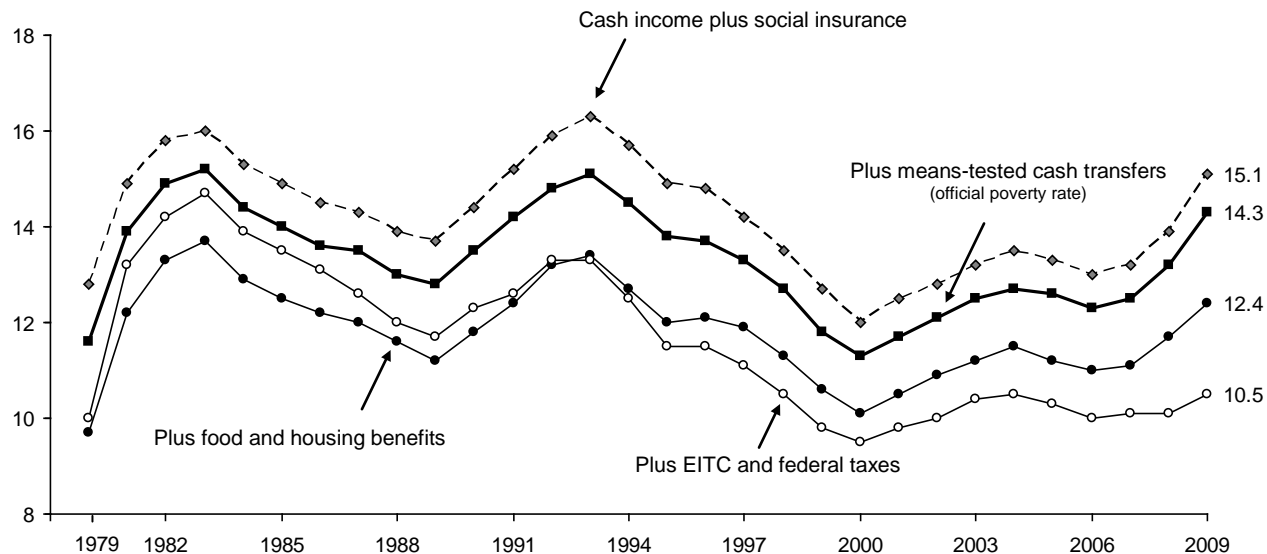
These experimental poverty measures implement changes recommended by a 1995 National Academy of Sciences panel, including: counting certain non-cash benefits as income; subtracting from income certain work-related, health and child care expenses; introducing new poverty thresholds; and adjusting those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

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

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

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

(In percent)



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

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

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

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

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

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

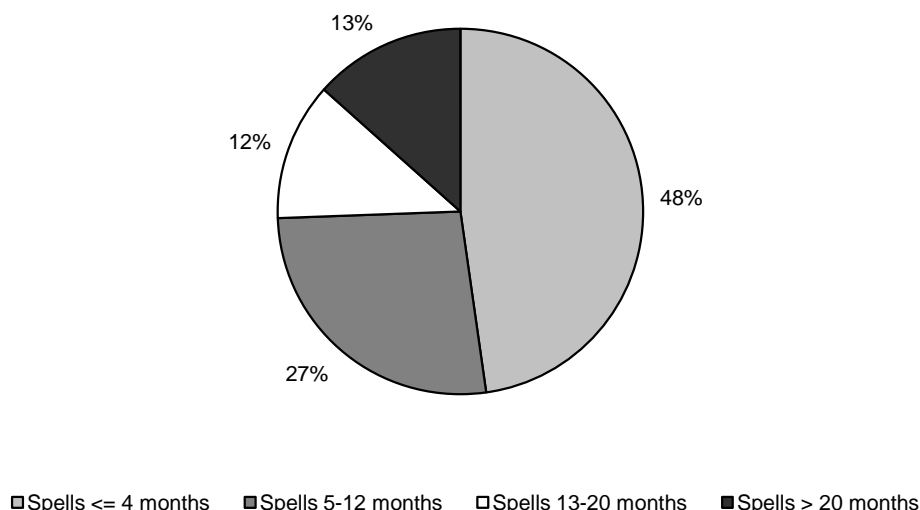
	1979	1983	1986	1989	1992	1995	1998	2000	2002	2005	2007	2008	2009
Cash income plus all social insurance	12.8	16.0	14.5	13.8	15.6	14.9	13.5	12.0	12.8	13.3	13.2	13.9	15.1
Plus means-tested cash transfers (official poverty measure)	11.6	15.2	13.6	12.8	14.5	13.8	12.7	11.3	12.1	12.6	12.5	13.2	14.3
Plus food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

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

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

ECONOMIC SECURITY RISK FACTOR 5. Poverty Spells

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



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

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

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

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

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

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

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

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

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

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

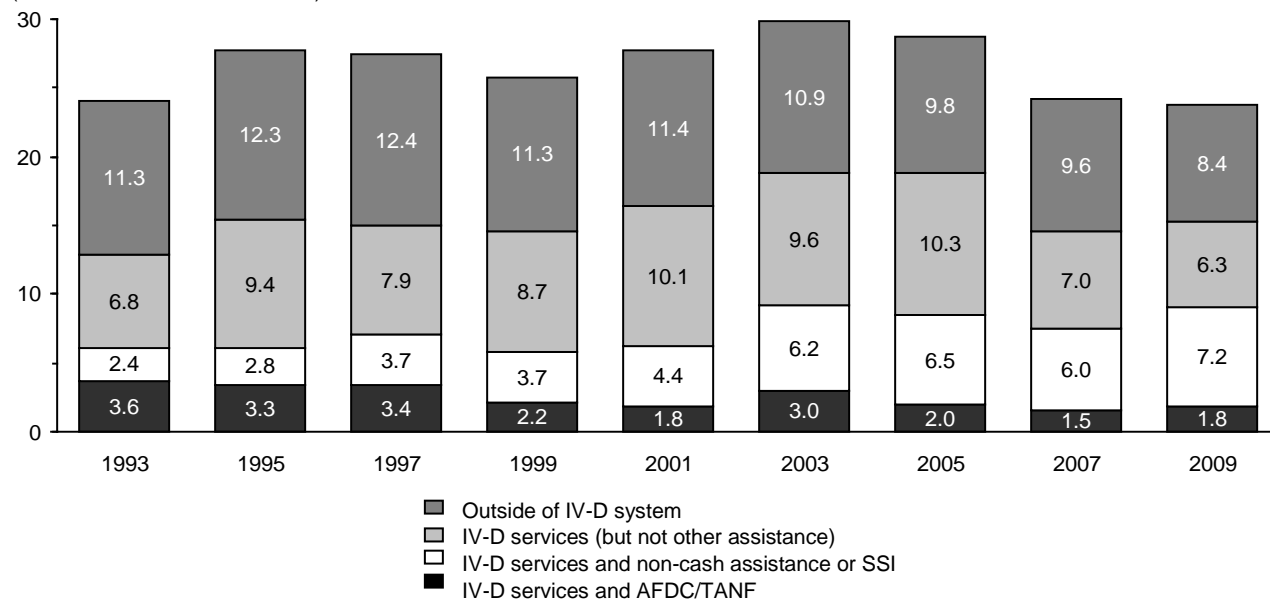
Note: Spell length categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells.

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

ECONOMIC SECURITY RISK FACTOR 6. Child Support

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

(2009 constant dollars in billions)



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

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

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

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

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

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

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

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

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

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

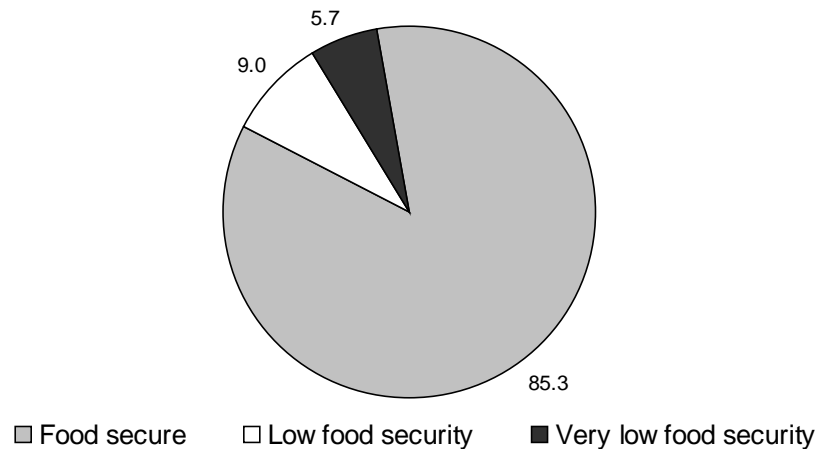
Source: Unpublished tabulations from the Current Population Survey, Child Support Supplement, 1994-2009.

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

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

ECONOMIC SECURITY RISK FACTOR 7. Food Insecurity

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



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

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

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

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

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

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

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

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

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

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

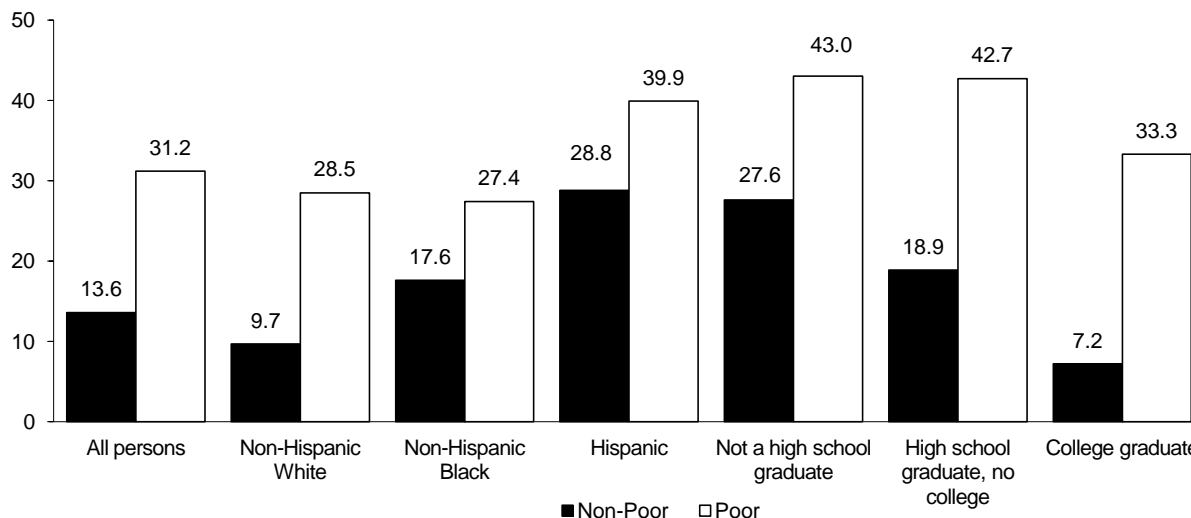
Note: Food secure households had consistent access to enough food for active, healthy lives for all household members at all times during the year. Households with low food security obtained enough food to avoid substantial disruptions in eating patterns and food intake, using a variety of coping strategies,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

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

ECONOMIC SECURITY RISK FACTOR 8. Lack of Health Insurance

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

(In percent)



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

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

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

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

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

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

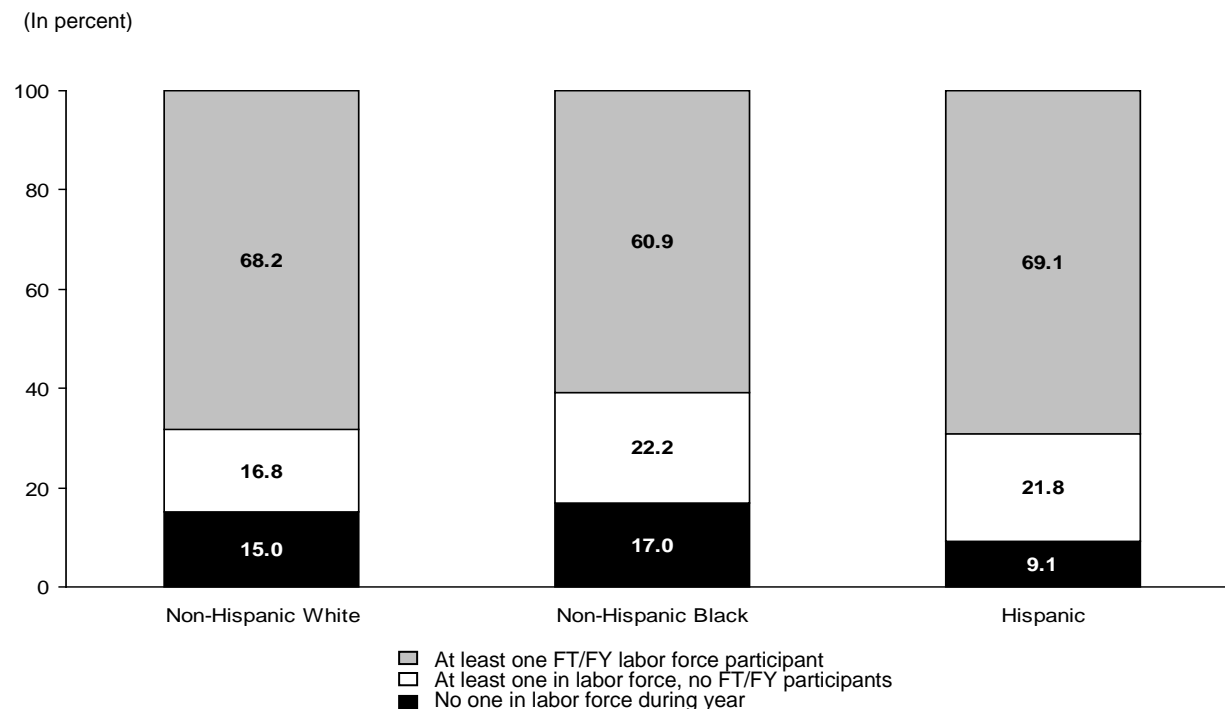
Note: "Poor" persons are defined as those with total family incomes at or below the federal poverty threshold. Health insurance rates for the education categories include only adults age 18 and over.

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

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

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

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



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

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

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

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

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

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

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

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

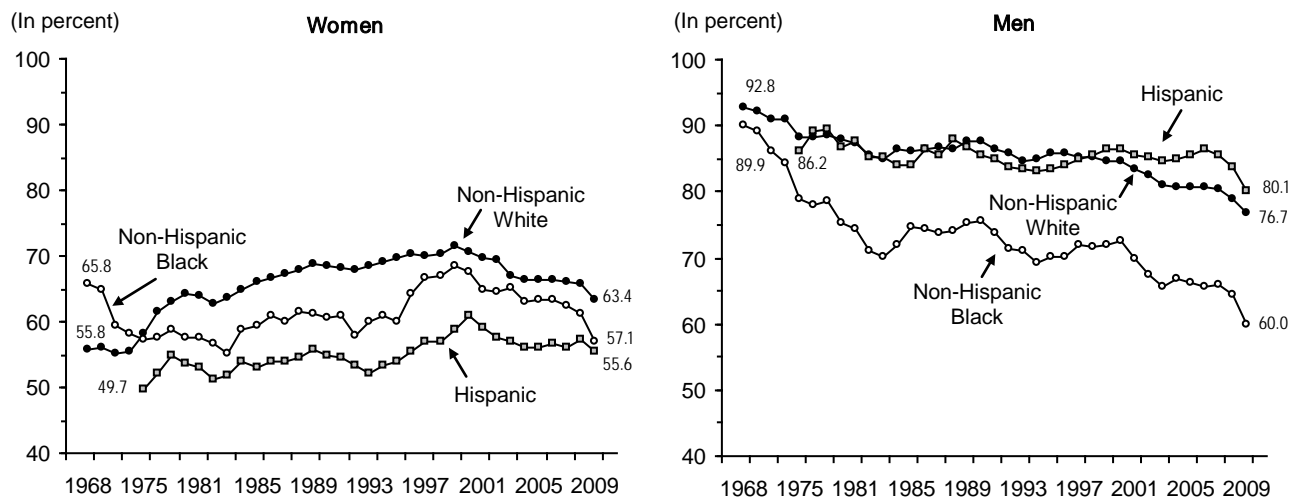
	No One in LF During Year	At Least One in LF No One FT/FY	At Least One FT/FY Worker
1990	13.7	17.6	68.7
1992	14.4	18.1	67.6
1994	14.1	17.1	68.8
1996	13.6	16.1	70.3
1998	13.3	14.6	72.1
1999	12.6	14.4	73.1
2000	12.8	13.8	73.3
2001	13.3	14.4	72.4
2002	13.4	14.6	72.0
2003	13.8	15.0	71.2
2004	13.9	14.4	71.7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

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

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

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

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



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

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

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

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

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

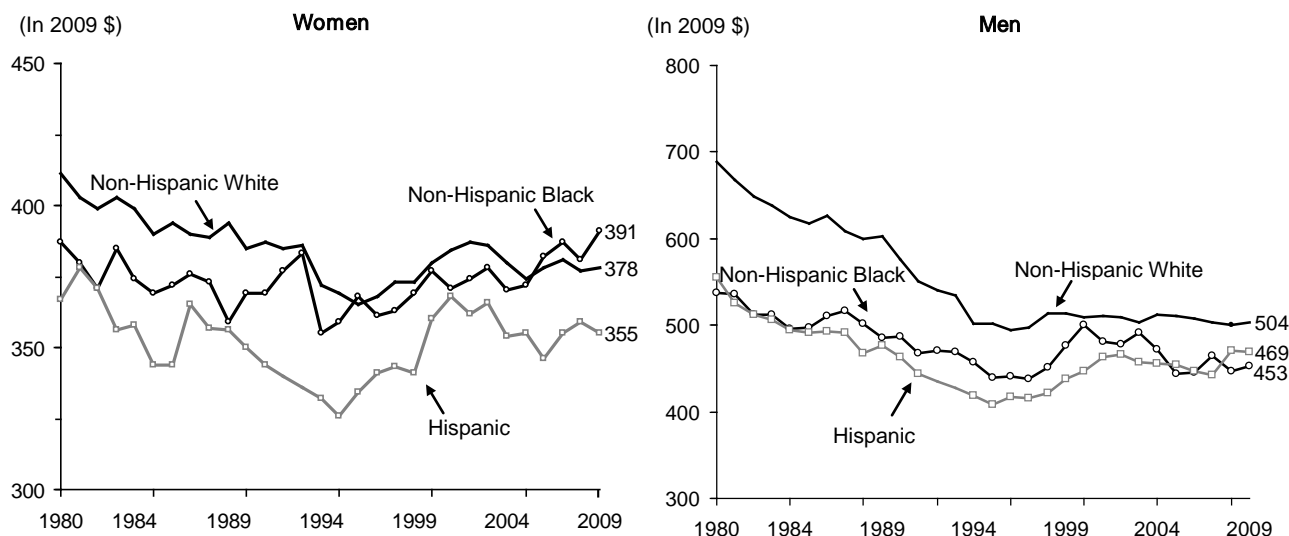
	Women			Men		
	Non-Hispanic White	Non-Hispanic Black	Hispanic	Non-Hispanic White	Non-Hispanic Black	Hispanic
1968	55.8	65.8	NA	92.8	89.9	NA
1969	56.1	64.9	NA	92.1	89.2	NA
1971	55.2	59.4	NA	90.9	86.1	NA
1972	55.6	58.1	NA	91.1	84.3	NA
1975	58.3	57.2	49.7	88.2	78.8	86.2
1977	61.4	57.6	52.2	88.3	78.1	89.2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

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

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

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

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



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

Source: Current Population Survey, Bureau of Labor Statistics.

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

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

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

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

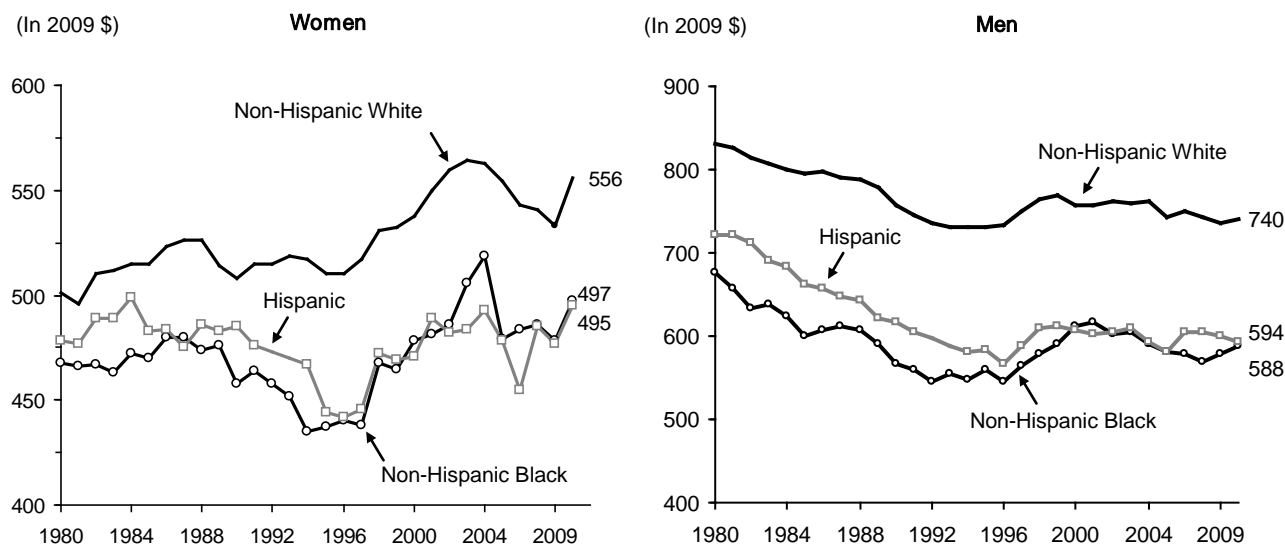
¹Beginning in 1992, data on educational attainment have been based on the "highest diploma or degree received," rather than the "number of years of school completed." Data for 1994 forward are not directly comparable with data for 1993 and earlier years due to a redesign of the Current Population Survey.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

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

SOURCE: Current Population Survey, Bureau of Labor Statistics.

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

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



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

Source: Current Population Survey, Bureau of Labor Statistics.

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

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

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

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

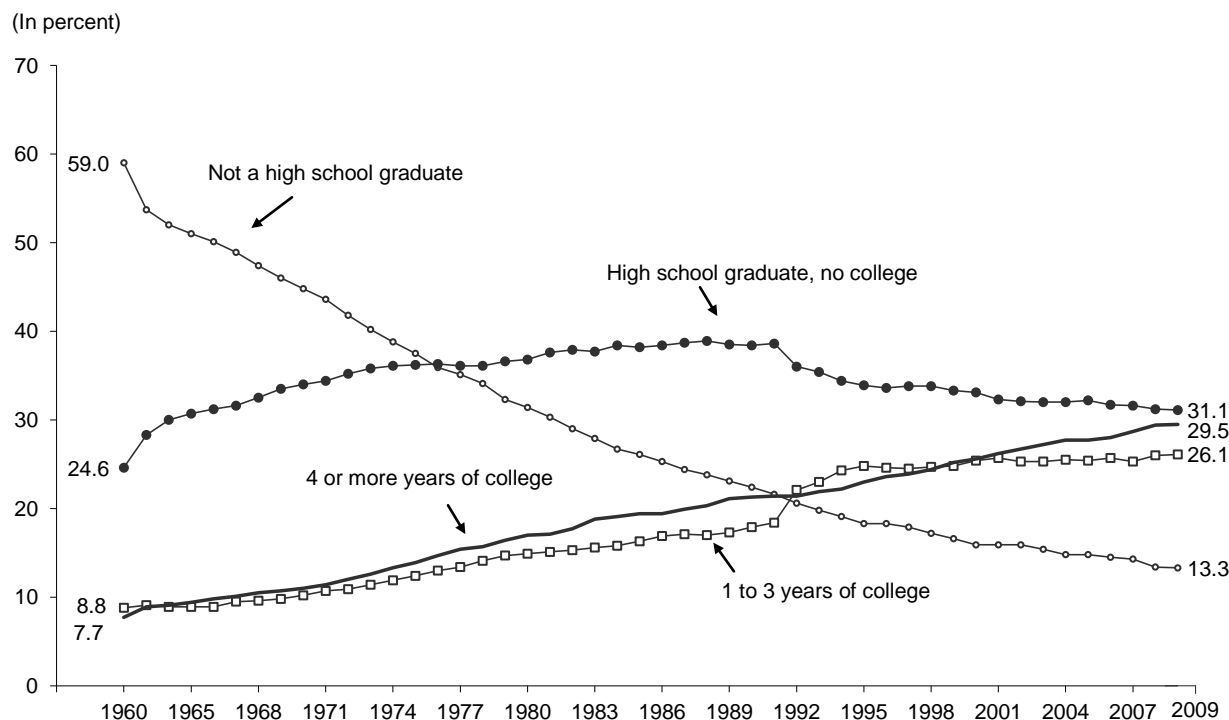
¹Beginning in 1992, data on educational attainment have been based on the "highest diploma or degree received," rather than the "number of years of school completed." Data for 1994 forward are not directly comparable with data for 1993 and earlier years due to a redesign of the Current Population Survey.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

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

SOURCE: Current Population Survey, Bureau of Labor Statistics.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 4. Educational Attainment

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



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

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

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

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

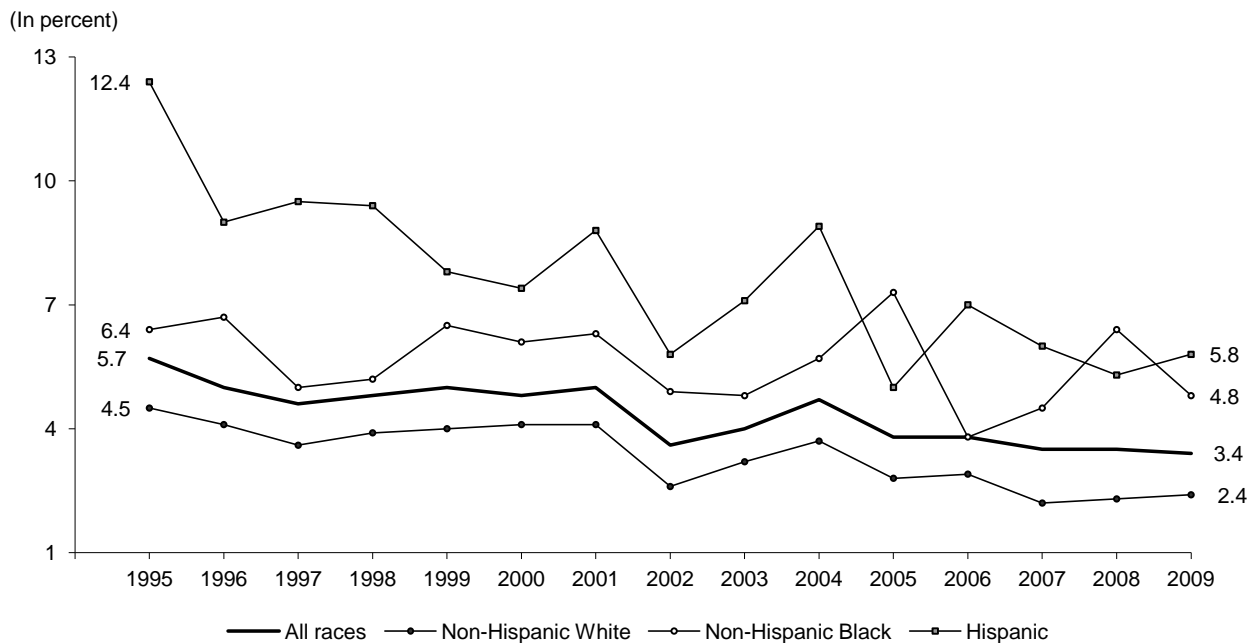
Year	Not a High School Graduate	High School Graduate, No College	One to Three Years of College	Four or More Years of College
1940	75.9	14.1	5.4	4.6
1950	66.7	20.1	7.1	6.0
1960	59.0	24.6	8.8	7.7
1965	51.0	30.7	8.9	9.4
1970	44.8	34.0	10.2	11.0
1975	37.5	36.2	12.4	13.9
1980	31.4	36.8	14.9	17.0
1981	30.3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

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

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

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

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



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

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

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

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

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

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

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

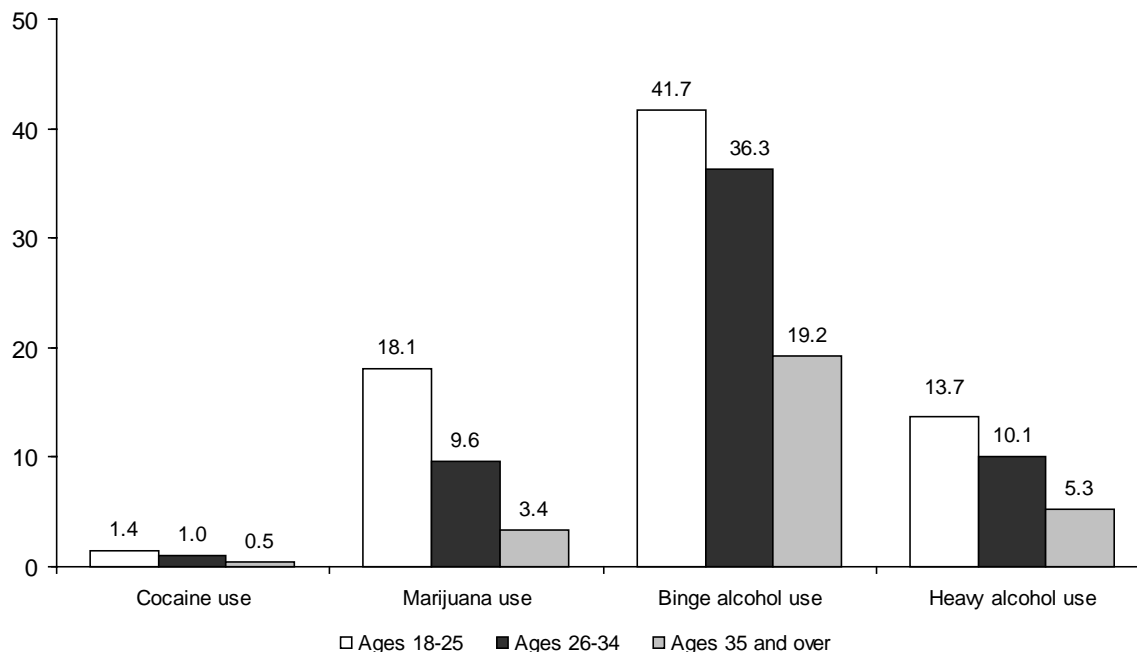
Persons of Hispanic ethnicity may be of any race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the total but are not shown separately.

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

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

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

(In percent)



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

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

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

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

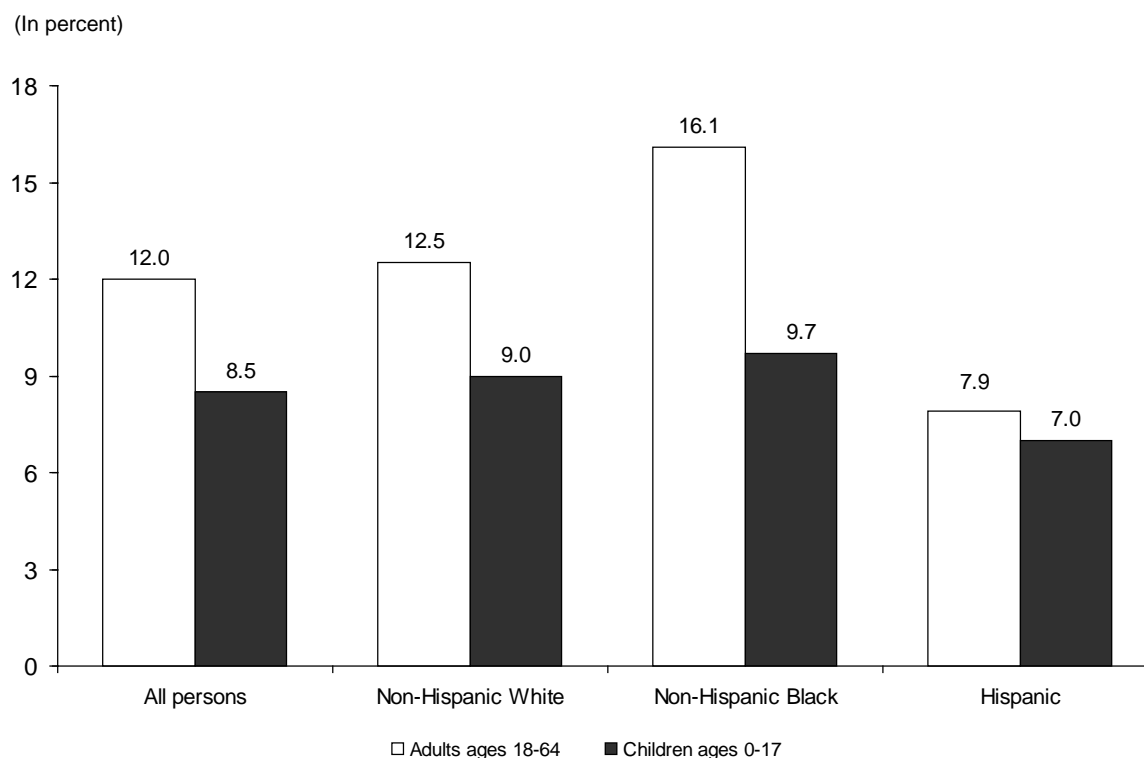
Year	Cocaine			Marijuana			Binge Alcohol Use			Heavy Alcohol Use		
	Ages 18-25	Ages 26-34	Ages 35 & over	Ages 18-25	Ages 26-34	Ages 35 & over	Ages 18-25	Ages 26-34	Ages 35 & over	Ages 18-25	Ages 26-34	Ages 35 & over
1999	1.7	1.2	0.4	14.2	5.4	2.2	37.9	29.3	16.0	13.3	7.5	4.2
2000	1.4	0.8	0.3	13.6	5.9	2.3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

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

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

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

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



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

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

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

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

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

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

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

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

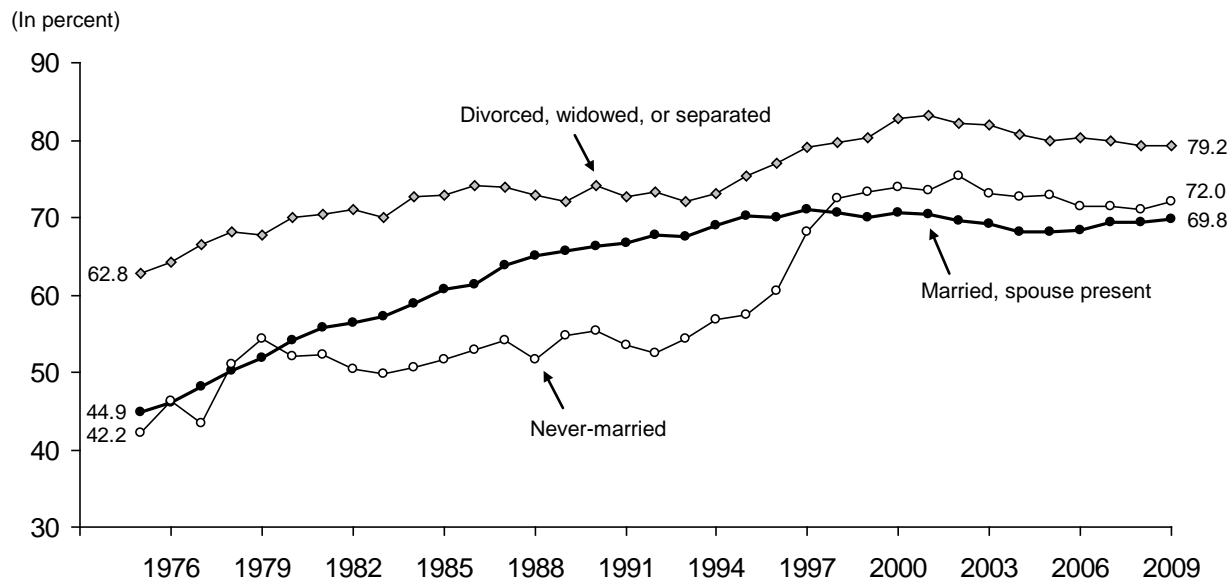
Respondents were defined as having an activity limitation if they answered positively to any of the questions regarding: (1) work disability (see definition above); (2) long-term care needs (see definition above); (3) difficulty walking; (4) difficulty remembering; (5) for children under 5, limitations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

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

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

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

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



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

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

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

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

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

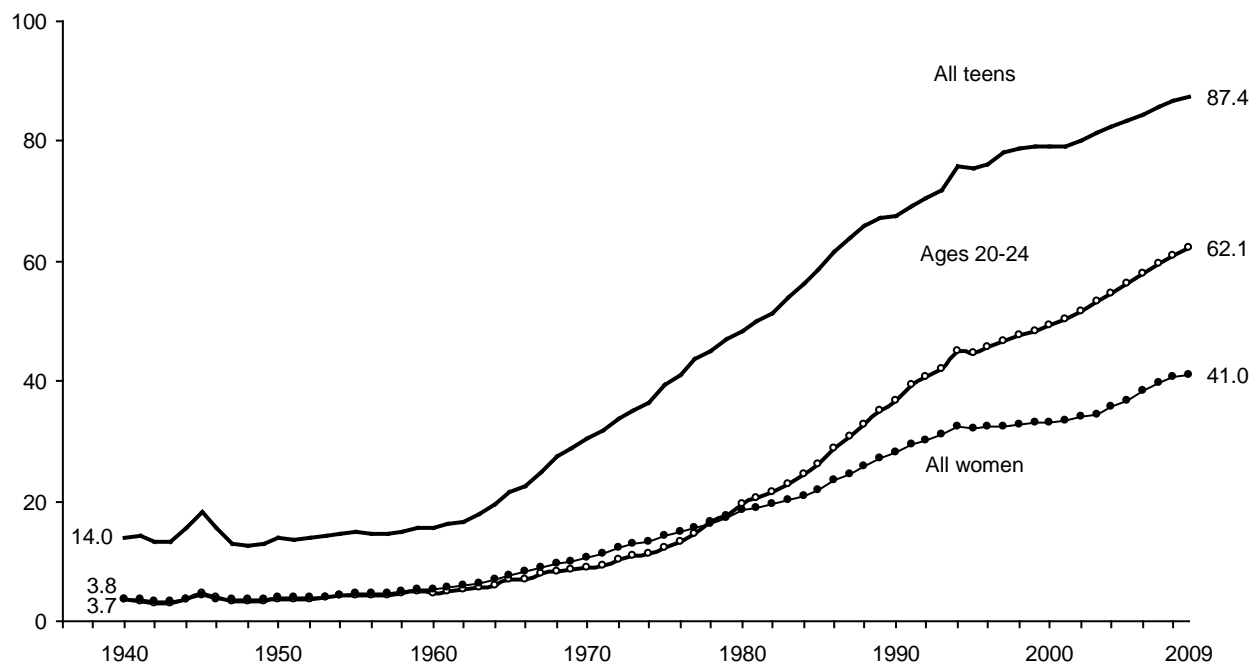
Notes: The labor force participation rate includes all women who are employed, laid off or unemployed but looking for work. The employment rate includes only those women who are employed. The population of mothers with children under age 18 includes those 16 years of age and older.

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

NONMARITAL BIRTH RISK FACTOR 1. Nonmarital Births

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

(In percent)



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

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

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

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

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

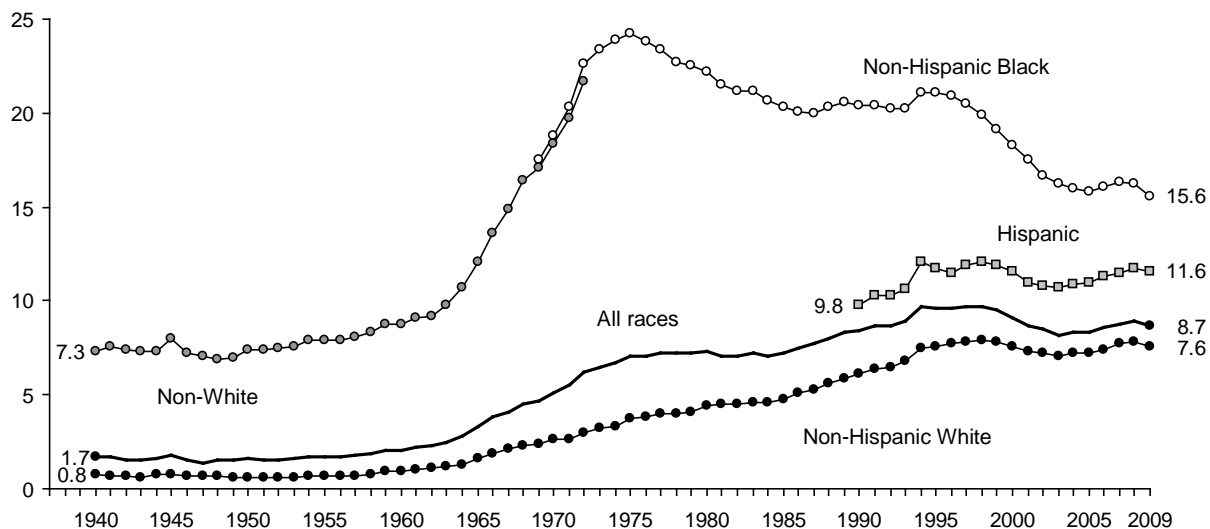
Note: Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported.

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

NONMARITAL BIRTH RISK FACTOR 2. Nonmarital Teen Births

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

(In percent)



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

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

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

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

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

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

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

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

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

NONMARITAL BIRTH RISK FACTOR 3. Nonmarital Teen Birth Rates

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

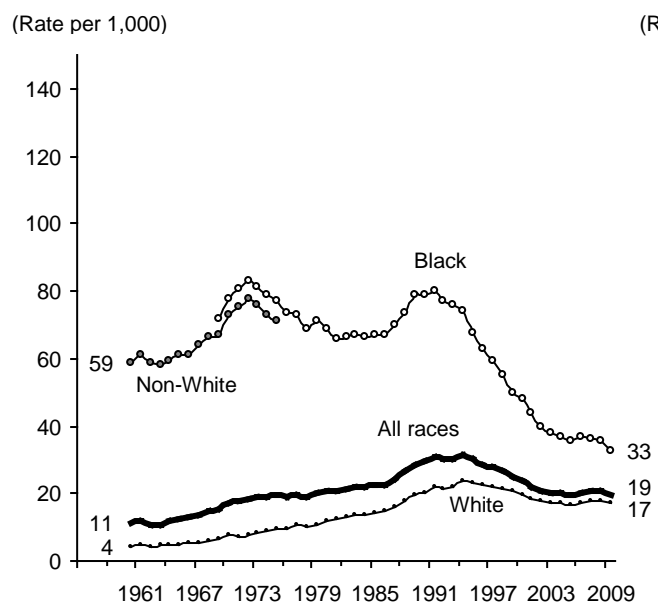
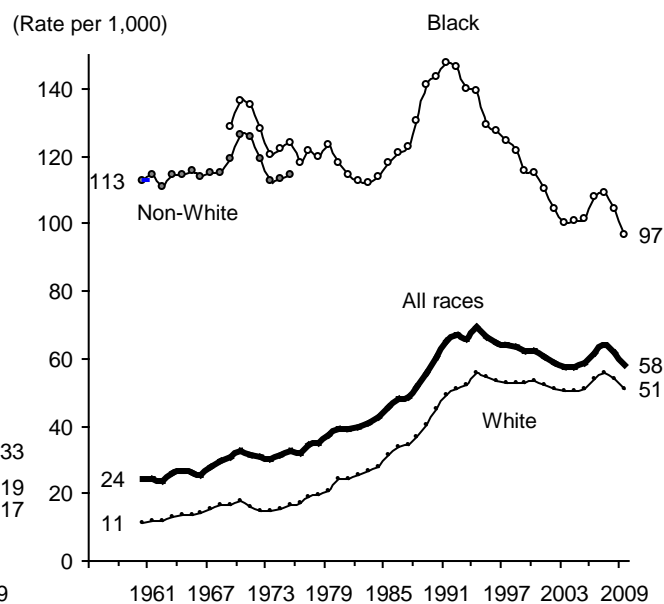


Figure BIRTH 3b. Births per 1,000 Unmarried Teens Ages 18 and 19 by Race: 1960-2009



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

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

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

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

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

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

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

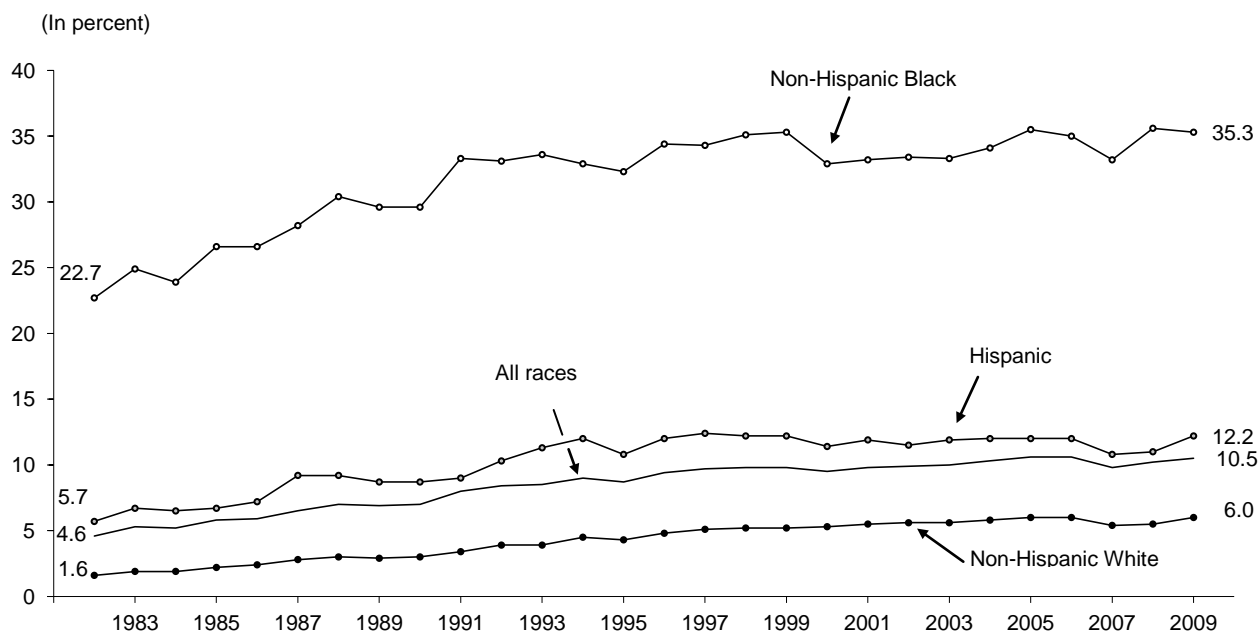
Note: Rates are per 1,000 unmarried women in specified group. Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. Beginning in 1980, data are tabulated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

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

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

NONMARITAL BIRTH RISK FACTOR 4. Never-Married Family Status

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



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

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

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

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

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

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

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

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

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

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

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

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

Appendix A

Program Data

Appendix A. Program Data

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

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

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

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

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

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

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

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

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

Legislative Changes

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

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

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

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

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

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

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

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

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

AFDC/TANF Program Data

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

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

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

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

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

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

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

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

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

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

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

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

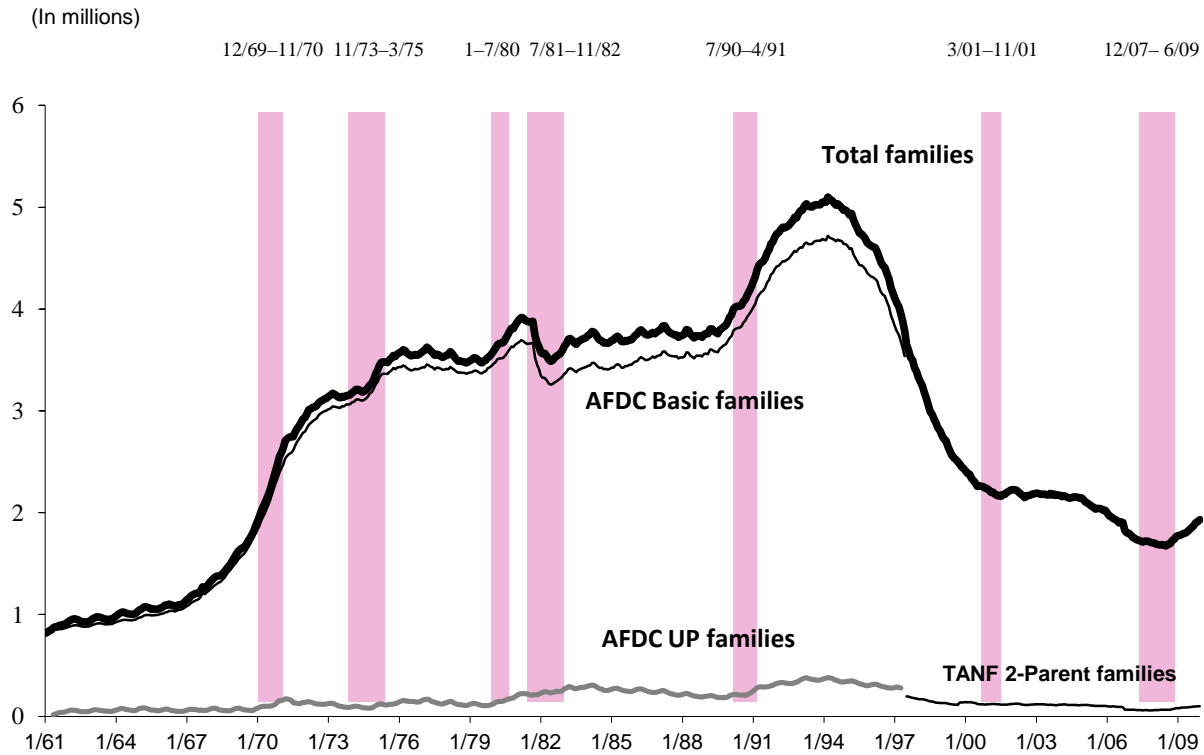
In other areas, TANF administrative data show few changes in composition. Analyses of program data have not found much evidence of an increase or decrease in readily observed barriers to employment in the current caseload. The question of whether the caseload has become more disadvantaged cannot be answered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

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

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

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

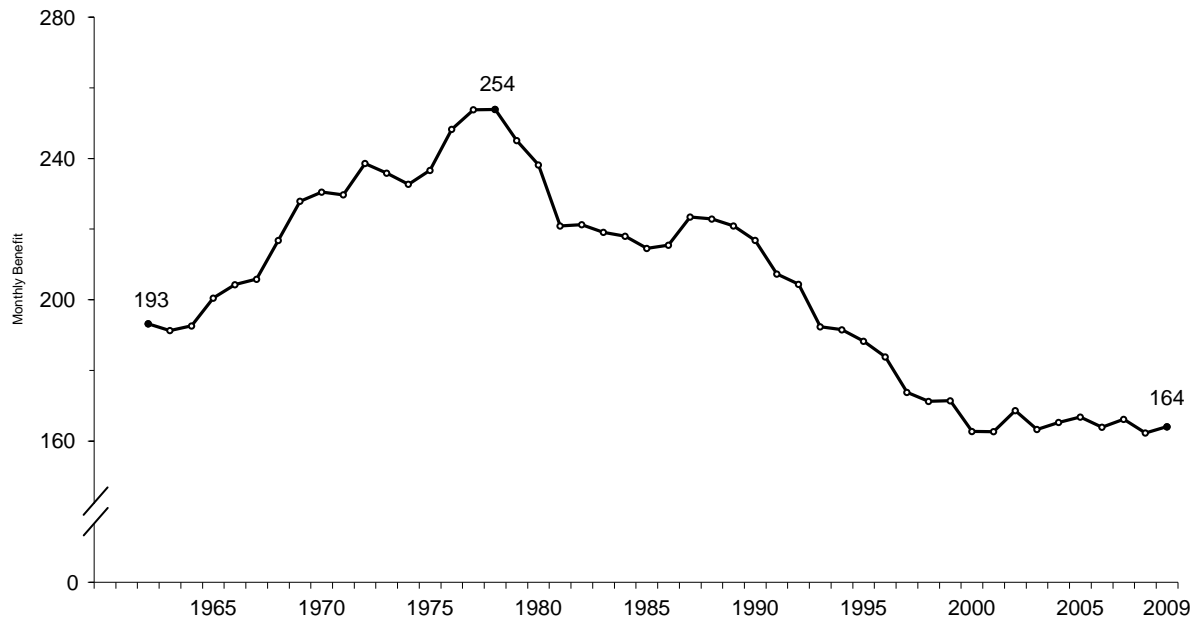
Figure TANF 1. Average Monthly AFDC/TANF Families Receiving Assistance



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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

[In thousands]

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

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

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

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

[In millions of dollars]

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

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

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

² Includes expenditures for services.

³ Administrative expenditures only.

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

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

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

[In millions of dollars]

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

⁵ Calculated on the basis of total number of families.

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

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

[In millions of dollars]

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

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

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

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

[In millions of dollars]

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

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

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

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

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

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

[In thousands]

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

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

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

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

[In thousands]

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

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

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

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

[In percent]

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

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

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

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

[In thousands]

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

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

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

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

[In percent]

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

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

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

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

[In thousands]

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

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

SNAP

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

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

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

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

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

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

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

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

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

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

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

Legislative Changes

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

SNAP Data

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

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

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

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

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

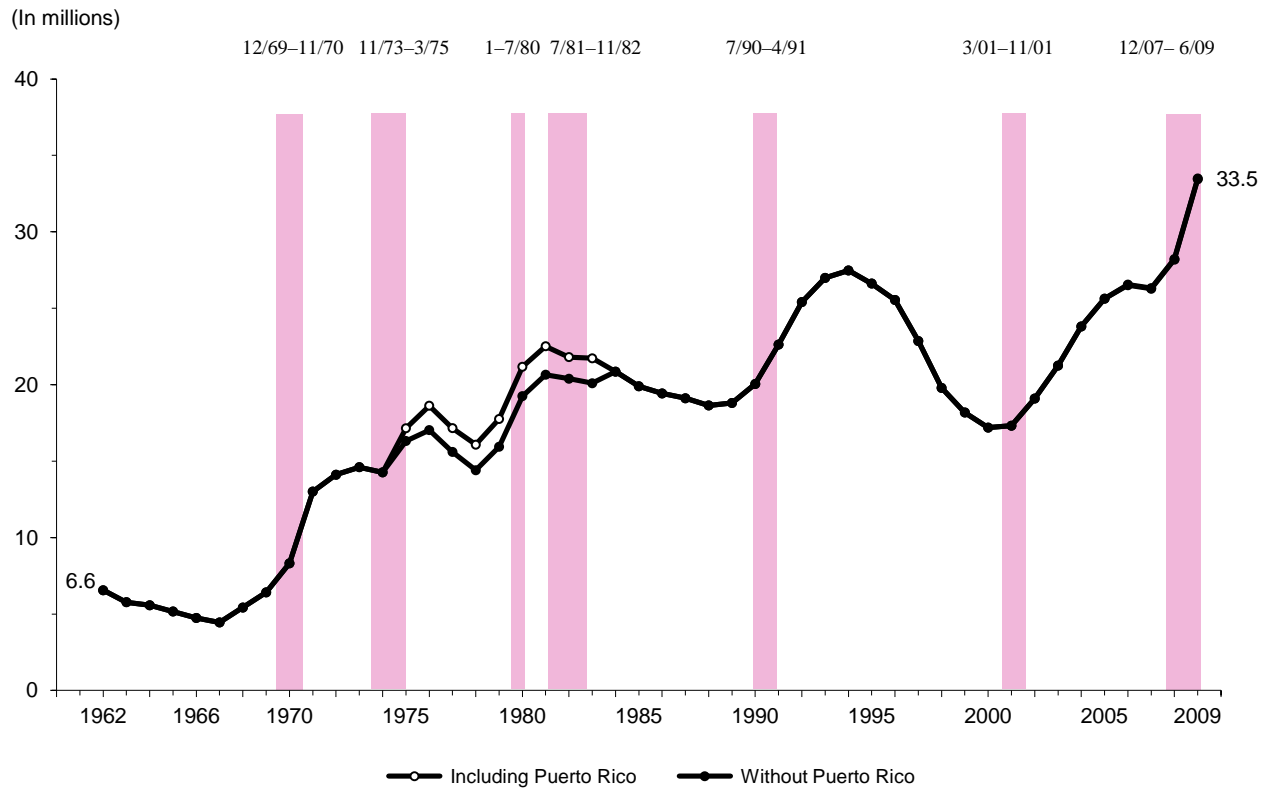
Some of the decline reflected restrictions on the eligibility of noncitizens and time limits for unemployed nondisabled childless adults. Participation fell most rapidly among the following three groups: noncitizens and their US-born children, unemployed nondisabled childless adults, and persons receiving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

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

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

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

Figure SNAP 1. Persons Receiving SNAP: 1962–2009



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

* Less than 0.5 percent.

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

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

[In millions]

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

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

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

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

[In thousands]

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

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

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

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

[In percent]

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

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

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

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

[In thousands]

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

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

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

[In percent]

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

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

Supplemental Security Income

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

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

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

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

Legislative Changes

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

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

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

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

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

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

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

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

SSI Program Data

The following tables and figures provide SSI program data:

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

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

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

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

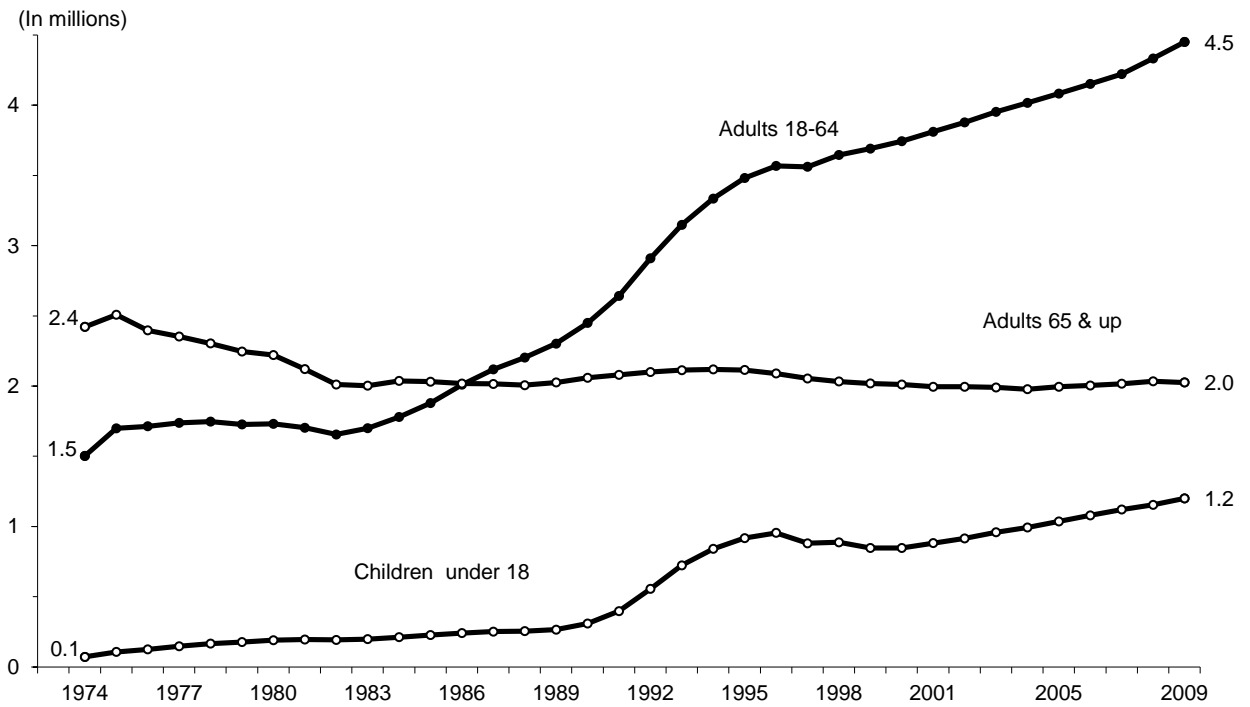
Several factors have contributed to the growth of the Supplemental Security Income program. Expansions in disability eligibility (particularly for mentally impaired adults and for children), increased outreach, overall growth in immigration, and transfers from state programs were among the key factors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

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

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

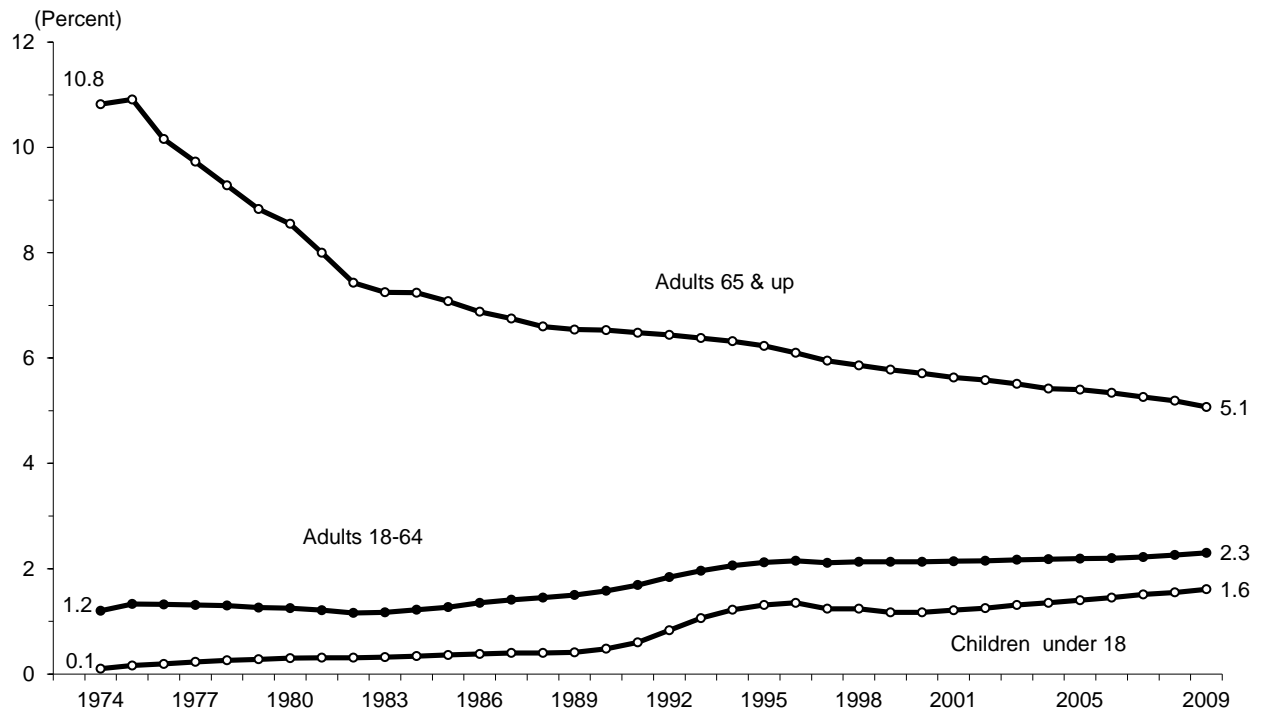
⁹ The GAO study estimated that 87,000 children were added to the SSI caseload after the IFA for children was initiated.

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



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

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



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

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

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

¹ Includes students 18-21 in 1974 only.

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

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

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

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

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

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

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

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

[In millions of dollars]

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

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

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

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

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

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

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

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

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

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

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

[In thousands]

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

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

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

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

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

Note: Data are for December of the year.

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

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

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

[In thousands]

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

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

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

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

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

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

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

[In Percent]

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

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

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

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

Appendix B

Alternative Definition of Dependence Based on Income from TANF and SNAP

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

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

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

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

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

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

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

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

Note: Income is measured as total family income.

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

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

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

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

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

Appendix C

Additional Nonmarital Birth Data

Appendix C. Additional Nonmarital Birth Data

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

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

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

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

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

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

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

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

	1960	1970	1980	1990	1995	2000	2005	2009
Alabama	11	14	22	30	34	34	36	40
Alaska	5	9	16	26	30	33	36	38
Arizona	NA	9	19	33	38	39	43	45
Arkansas	NA	13	20	29	33	36	40	45
California	NA	NA	21	32	32	33	36	40
Colorado	NA	9	13	21	25	25	27	25
Connecticut	NA	NA	18	27	31	29	32	36
Delaware	9	15	24	29	35	38	44	48
Dist of Columbia	20	38	56	65	66	60	56	58
Florida	9	14	23	32	36	38	43	47
Georgia	NA	NA	23	33	35	37	41	45
Hawaii	5	10	18	25	29	32	36	38
Idaho	NA	NA	8	17	20	22	23	25
Illinois	6	13	23	32	34	35	37	41
Indiana	4	8	16	26	32	35	40	43
Iowa	2	7	10	21	25	28	32	35
Kansas	3	7	12	22	26	29	34	38
Kentucky	5	8	15	24	29	31	36	41
Louisiana	9	15	23	37	42	46	48	53
Maine	3	7	14	23	28	31	35	40
Maryland	NA	NA	25	30	33	35	37	42
Massachusetts	NA	NA	16	25	26	27	30	34
Michigan	4	11	16	26	34	33	37	40
Minnesota	3	8	11	21	24	26	30	33
Mississippi	14	17	28	40	45	46	49	54
Missouri	6	11	18	29	32	35	38	41
Montana	NA	NA	13	24	26	31	35	37
Nebraska	NA	8	12	21	24	27	31	34
Nevada	4	11	13	25	42	36	41	43
New Hampshire	NA	6	11	17	22	25	27	33
New Jersey	4	10	21	24	28	29	31	35
New Mexico	NA	NA	16	35	43	46	51	53
New York	NA	NA	24	33	38	37	39	41
North Carolina	9	12	19	29	31	33	38	42
North Dakota	3	7	9	18	24	28	32	34
Ohio	4	NA	18	29	33	35	39	43
Oklahoma	NA	8	14	25	30	34	39	42
Oregon	3	7	15	26	29	30	33	36
Pennsylvania	4	10	18	29	32	33	37	41
Rhode Island	3	7	16	26	31	35	39	44
South Carolina	12	15	23	33	37	40	43	48
South Dakota	3	7	13	23	28	33	36	38
Tennessee	9	12	20	30	33	35	40	44
Texas	5	9	13	18	30	31	38	42
Utah	2	4	6	14	16	17	18	20
Vermont	NA	NA	14	20	25	28	32	39
Virginia	8	11	19	26	29	30	32	36
Washington	3	9	14	24	27	28	31	34
West Virginia	6	6	13	25	31	32	37	42
Wisconsin	3	8	14	24	27	29	32	36
Wyoming	2	7	8	20	26	29	33	35
United States	5	11	18	28	32	33	37	41

Source: National Center for Health Statistics, "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011 and earlier reports.

Table C-3. Percentage of Births that are to Unmarried Women by Race and Ethnicity and State: 1994 and 2009

State	Non-Hispanic							
	All races		White		Black		Hispanic [†]	
	1994	2009	1994	2009	1994	2009	1994	2009
Alabama	35	41	16	27	71	74	19	26
Alaska	29	38	21	24	41	48	29	37
Arizona	38	45	25	30	65	62	51	57
Arkansas	33	45	20	35	74	82	31	50
California	36	41	23	24	63	69	46	53
Colorado	25	25	18	18	57	49	44	36
Connecticut	31	38	18	23	70	68	65	66
Delaware	35	48	22	34	74	72	50	65
Dist. of Columbia	69	56	10	6	81	79	59	67
Florida	36	48	24	36	69	71	34	51
Georgia	36	45	18	27	68	71	23	52
Hawaii	28	38	15	25	19	26	44	50
Idaho	19	26	17	22	42	31	25	44
Illinois	34	41	18	26	79	81	38	52
Indiana	32	44	26	37	78	81	42	58
Iowa	25	35	23	32	75	74	37	52
Kansas	26	38	21	31	67	74	39	54
Kentucky	28	41	23	37	73	77	25	54
Louisiana	43	54	21	35	73	80	30	58
Maine	28	41	28	41	45	34	23	48
Maryland	34	43	18	27	64	65	39	57
Massachusetts	27	35	19	26	63	59	62	68
Michigan	35	41	23	31	79	80	42	51
Minnesota	24	34	20	26	75	62	46	58
Mississippi	45	55	18	32	75	82	21	57
Missouri	33	41	24	33	79	80	34	53
Montana	26	36	20	30	29	48	30	50
Nebraska	25	34	20	28	74	71	39	51
Nevada	35	43	27	31	70	72	44	53
New Hampshire	22	33	21	34	33	45	37	49
New Jersey	28	35	13	18	68	69	48	59
New Mexico	42	53	23	32	60	60	49	60
New York	38	42	19	25	70	70	61	66
North Carolina	32	42	17	27	68	73	29	54
North Dakota	23	33	19	26	24	33	26	44
Ohio	33	44	25	36	78	80	50	63
Oklahoma	30	42	23	35	70	76	31	46
Oregon	29	35	27	32	72	65	35	48
Pennsylvania	33	41	23	31	80	78	63	66
Rhode Island	32	45	24	35	70	67	58	65
South Carolina	37	48	19	31	67	78	28	47
South Dakota	28	38	20	28	21	54	33	58
Tennessee	33	45	21	34	75	79	26	54
Texas	29	42	18	27	63	67	31	50
Utah	16	19	13	13	52	47	37	45
Vermont	25	40	25	40	32	42	34	52
Virginia	29	36	18	24	64	67	38	52
Washington	26	34	23	28	56	53	35	51
West Virginia	30	44	29	42	76	78	22	46
Wisconsin	27	37	20	28	82	85	46	56
Wyoming	28	34	25	30	42	48	45	52
United States	33	41	21	29	71	73	43	53

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

Source: National Center for Health Statistics, "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011 and earlier reports.

Table C-4. Birth Rates of Teens 15-19 Years by State: Selected Years 1960-2009

[Births per 1,000 women in specified group]

State	1960	1970	1980	1985	1990	1995	2000	2005	2009
Alabama	104	90	68	64	71	69	61	50	51
Alaska	128	103	64	56	65	55	49	37	45
Arizona	112	79	65	67	76	74	68	58	51
Arkansas	116	93	75	73	80	72	66	59	59
California	103	69	53	53	71	67	47	39	37
Colorado	97	67	50	48	55	52	51	43	39
Connecticut	54	44	31	31	39	39	31	23	21
Delaware	100	73	51	51	55	55	48	44	35
Dist. of Columbia	132	116	62	72	93	85	53	63	48
Florida	117	86	59	58	69	60	51	42	39
Georgia	117	101	72	68	76	70	63	53	48
Hawaii	77	66	51	48	61	49	46	36	41
Idaho	102	66	59	47	51	49	43	38	36
Illinois	63	63	56	51	63	58	48	39	36
Indiana	100	75	57	52	59	57	49	43	43
Iowa	73	53	43	35	41	38	34	33	32
Kansas	94	65	57	52	56	52	46	41	44
Kentucky	108	86	72	63	68	62	55	49	51
Louisiana	113	84	76	72	74	70	62	49	53
Maine	93	65	47	42	43	34	29	24	24
Maryland	100	69	43	46	53	47	41	32	31
Massachusetts	51	40	28	29	35	33	26	22	20
Michigan	80	69	45	43	59	49	40	32	33
Minnesota	64	44	35	31	36	33	30	26	24
Mississippi	121	103	84	76	81	79	70	61	64
Missouri	99	72	58	54	63	55	49	42	42
Montana	97	62	48	44	48	42	37	35	39
Nebraska	82	54	45	40	42	38	38	34	35
Nevada	118	94	59	55	73	73	63	50	47
New Hampshire	76	55	34	32	33	30	23	18	16
New Jersey	58	50	35	34	41	38	32	23	23
New Mexico	127	79	72	73	78	74	66	62	64
New York	57	51	35	36	44	42	33	27	24
North Carolina	104	88	58	57	68	63	59	48	45
North Dakota	68	44	42	36	35	33	27	30	28
Ohio	84	65	52	50	58	53	46	39	39
Oklahoma	112	83	75	69	67	64	60	54	60
Oregon	88	58	51	43	55	50	43	33	33
Pennsylvania	67	53	41	40	45	41	34	30	29
Rhode Island	56	43	33	36	44	40	34	31	27
South Carolina	109	89	65	63	71	63	58	51	49
South Dakota	83	49	53	46	47	41	38	38	38
Tennessee	103	88	64	61	72	67	60	55	51
Texas	115	85	74	72	75	76	69	62	61
Utah	86	56	65	50	49	41	38	33	31
Vermont	74	54	39	36	34	28	23	19	17
Virginia	103	76	48	46	53	48	41	34	31
Washington	88	60	47	45	53	48	39	31	32
West Virginia	87	72	68	54	57	53	47	43	50
Wisconsin	64	46	40	39	43	38	35	30	29
Wyoming	112	71	79	59	56	48	42	43	45
United States	89	68	53	51	60	56	48	40	39

Source: National Center for Health Statistics, "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011 and earlier reports available online at (<http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>).

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

[Births per 1,000 women in specified group]

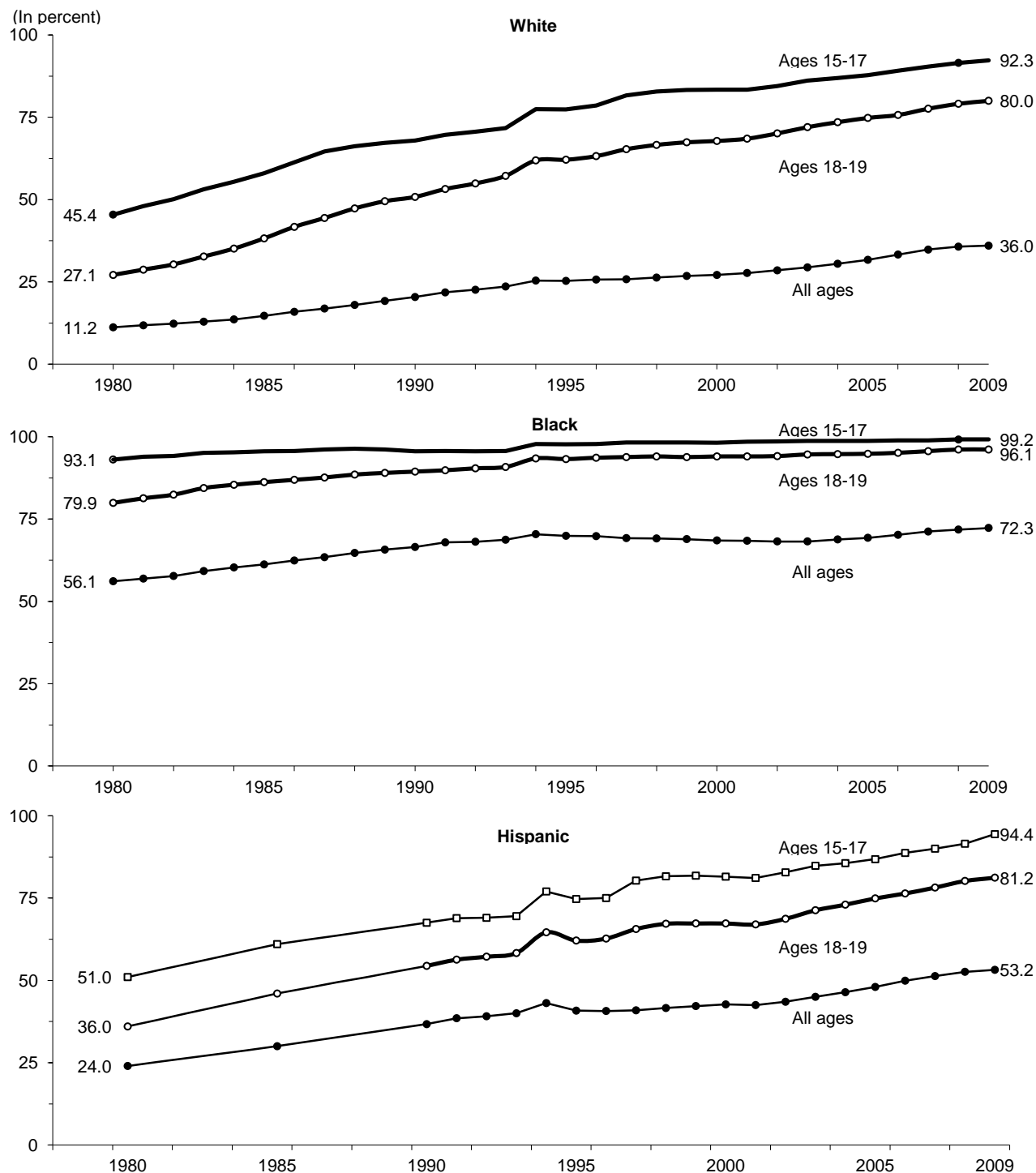
State	All races			Non-Hispanic White			Non-Hispanic Black			Hispanic [†]		
	1990	2000	2009	1990	2000	2009	1990	2000	2009	1990	2000	2009
Alabama	71	61	51	55	49	42	106	82	62	34	107	114
Alaska	65	49	45	53	32	26	‡	‡	38	‡	74	53
Arizona	76	68	51	51	39	27	124	79	49	123	115	79
Arkansas	80	66	59	66	56	52	132	98	80	‡	103	78
California	71	47	37	43	23	14	109	58	42	112	79	60
Colorado	55	51	39	39	31	21	112	84	44	111	114	88
Connecticut	39	31	21	20	15	8	108	65	39	122	90	70
Delaware	55	48	35	35	31	20	121	87	59	‡	103	82
Dist. of Columbia	93	53	48	11	‡	‡	123	77	64	89	80	82
Florida	69	51	39	51	37	27	138	85	62	60	59	47
Georgia	76	63	48	56	47	32	117	82	57	73	132	106
Hawaii	61	46	41	38	21	30	‡	‡	17	133	99	163
Idaho	51	43	36	46	36	29	‡	‡	‡	119	105	79
Illinois	63	48	36	37	26	20	146	96	68	95	90	65
Indiana	59	49	43	52	42	36	124	92	70	65	95	81
Iowa	41	34	32	38	30	27	119	89	80	80	97	89
Kansas	56	46	44	49	37	33	135	89	74	86	100	103
Kentucky	68	55	51	64	52	48	116	84	65	‡	92	101
Louisiana	74	62	53	53	43	40	113	92	69	21	40	70
Maine	43	29	24	43	29	24	‡	‡	‡	‡	‡	‡
Maryland	53	41	31	36	27	17	97	68	48	46	63	75
Massachusetts	35	26	20	24	16	12	94	53	34	121	87	65
Michigan	59	40	33	41	30	23	132	81	65	94	81	63
Minnesota	36	30	24	30	21	15	156	93	65	79	105	84
Mississippi	81	70	64	56	51	50	113	93	79	‡	52	69
Missouri	63	49	42	50	41	35	145	92	71	46	80	71
Montana	48	37	39	39	30	29	‡	‡	‡	‡	‡	62
Nebraska	42	38	35	35	30	24	137	87	69	82	105	101
Nevada	73	63	47	61	42	27	133	83	64	108	110	76
New Hampshire	33	23	16	na	23	15	na	‡	22	na	‡	40
New Jersey	41	32	23	19	13	8	105	69	47	80	70	57
New Mexico	78	66	64	51	39	32	100	68	36	97	85	84
New York	44	33	24	25	19	13	86	55	36	82	64	52
North Carolina	68	59	45	51	43	31	107	80	59	106	146	108
North Dakota	35	27	28	29	21	20	‡	‡	‡	‡	‡	61
Ohio	58	46	39	47	38	31	130	94	72	74	80	77
Oklahoma	67	60	60	na	51	50	na	85	71	na	97	109
Oregon	55	43	33	51	35	25	112	74	39	114	103	81
Pennsylvania	45	34	29	32	24	19	128	84	61	126	91	90
Rhode Island	44	34	27	32	22	15	137	66	37	130	92	71
South Carolina	71	58	49	54	44	37	101	79	63	67	96	97
South Dakota	47	38	38	35	27	26	‡	‡	69	‡	‡	95
Tennessee	72	60	51	61	50	42	122	91	70	41	120	107
Texas	75	69	61	49	41	32	117	78	61	104	104	93
Utah	49	38	31	44	31	21	‡	51	27	115	106	95
Vermont	34	23	17	35	24	17	‡	‡	‡	‡	‡	‡
Virginia	53	41	31	40	30	22	100	70	48	56	71	63
Washington	53	39	32	47	31	22	98	58	34	113	101	89
West Virginia	57	47	50	57	46	51	74	68	44	‡	‡	‡
Wisconsin	43	35	29	30	24	18	177	113	87	90	98	84
Wyoming	56	42	45	51	36	39	‡	‡	33	94	81	78
United States	60	48	39	43	33	26	116	79	59	100	87	70

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

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

Source: National Center for Health Statistics, "Trends in Characteristics of Births by State: United States, 1990, 1995, 2000-2002," *National Vital Statistics Reports*, Vol. 52 (19), May 2004; 2009 rates calculated by ASPE based number of births (NCHS Natality Data Set) and Census Bureau population estimates.

Figure C-1. Percentage of Nonmarital Births by Age, Race, and Hispanic Origin: 1980-2009



Note: Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported. Prior to 1980, racial classification was reported on the basis of the race attributed to the child; thereafter it was based on the race of the mother. For Hispanics the graph lines are partially in bold to distinguish between the interpolated data in the two intervals 1980-1985 and 1985-1990 from the annual data from 1990 onward.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2009," *National Vital Statistics Reports*, Vol. 60 (1), November 2011, <http://www.cdc.gov/nchs/products/pubs/pubd/nvsr/nvsr.htm>.

Appendix D
Technical Notes

Appendix D. Technical Notes

Age Categories

Most of the indicators are shown by age categories, generally children ages 0 to 15, adults ages 16 to 64, and adults 65 and older. Youth 17 and 18 years of age are often classified with adults because they are considered potential members of the labor force in many labor force statistics. Many of the risk factors, however, use published data that define “children” to include all individuals less than 18 years of age.

Annual and Monthly Measures

There are differences between monthly and annual observation of benefit receipt. The measures of annual reciprocity (that is, any receipt over the course of a year) shown in Figure and Table SUM 1 are higher than the more traditional measures of reciprocity in an average month, as shown in several other indicators.

Note that annual measures are for calendar years except where explicitly noted as fiscal years.

Race and Ethnicity

Most of the data sources allow analysis of the indicators and predictors of welfare dependence across several age and racial/ethnic categories. Where the data are available, statistics are shown for three racial/ethnic groups – Non-Hispanic White, Non-Hispanic Black and Hispanic. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are included in the totals for all persons but are not shown under separate race categories. In some instances, however, data are shown for “Whites” and “Blacks,” rather than for “Non-Hispanic Whites” and “Non-Hispanic Blacks;” in such cases these racial categories include individuals of Hispanic Origin. Footnotes to the tables provide further documentation of issues related to race and ethnicity.

Estimates based on 2002 (and more recent) Current Population Survey (CPS) data are affected by a change in the CPS questionnaire that allows individuals to report one or more races. This change was implemented to comply with the *1997 Standards for Federal Data on Race and Ethnicity*. In 2000, the Office of Management and Budget (OMB) published guidelines for implementing these new standards. To accommodate the race categories under the new standards, CPS estimates for racial/ethnic categories beginning in 2002 are for persons who are Non-Hispanic White (and no other race), Non-Hispanic Black (and no other race) and Hispanic (of any race). Persons who reported more than one race are included in the total for all persons but are not shown under any race category.

Family Structure Categories

For the primary measure of dependency, as well as selected indicators and measures, estimates are provided for individual persons by family structure (see SUM 1, IND 1, IND 2, IND 5, and ECON 7). For these measures, the entire population is subdivided into the following four groups:

- Persons in Married-Couple Families
- Persons in Female-Headed Families
- Persons in Male-Headed Families
- Unrelated Persons.

Two additional measures use a subset of the above categories (see IND 4, and ECON 1).

Spells

Spells of program reciprocity (IND 7), spells of welfare receipt with no attachment to the labor market (IND 8) and spells of poverty (ECON 5) are limited to those spells that begin during the SIPP panel of observation. Spells separated by only 1 month are not considered separate spells. If an individual has 2 or more spells of dependency or receipt, each is counted separately in the analysis.

Unit of Analysis

The individual, rather than the family or household, is the unit of analysis for most of the statistics in this report. The individual's dependency status, however, is generally based on total family income, taking into account means-tested assistance, earnings and other sources of income for all individuals in the family.¹ The introductory chapter of this report, for example, shows the percentage of individuals that are dependent (in SUM 1) or poor (in SUM 2) according to annual total family income. Reciprocity status is also based on total annual family income in some instances; in SUM 1, for example, recipients are individuals in families receiving assistance at some point in the year. In most other indicators, however, reciprocity is measured as the direct receipt of a benefit by an individual in a month. The difference between an individual and a family measure of reciprocity is largest in the SSI program, which provides benefits to individuals and couples, not to families.

¹ Family is generally defined as following the broad U.S. Census Bureau definition of family – all persons residing together that are related by birth, marriage, or adoption.