

Appendix A. Program Data

The Welfare Indicators Act of 1994 specifies that the annual welfare indicators reports shall include analyses of families and individuals receiving assistance under three means-tested benefit programs: the Aid to Families with Dependent Children (AFDC) program authorized under part A of title IV of the Social Security Act (replaced with the Temporary Assistance for Needy Families (TANF) program by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), the Food Stamp Program under the Food Stamp Act of 1977, as amended, and the Supplemental Security Income (SSI) program under title XVI of the Social Security Act. This chapter includes information on these three programs, derived primarily from administrative data reported by state and federal agencies instead of the national survey data presented in previous chapters. National caseloads and expenditure trend information on each of the three programs is included, as well as state-by-state trend tables and information on the characteristics of program participants.

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

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 father or mother was absent from the home, incapacitated, deceased, or unemployed. All 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands operated an AFDC program. States defined “need,” set their own benefit levels, established (within federal limitations) income and resource limits, and administered the program or supervised its administration. States were entitled to unlimited federal funds for reimbursement of benefit payments, at “matching” rates that were inversely related to state per capita income. States were required to provide aid to all persons who were in classes eligible under federal law and whose income and resources were within state-set limits.

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

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) replaced AFDC, AFDC administration, the Job Opportunities and Basic Skills Training (JOBS) program and the Emergency Assistance (EA) program with a block grant called the Temporary Assistance for Needy Families (TANF) program. Key elements of TANF include a lifetime limit of five years (60 months) on the amount of time a family with an adult can receive assistance funded with federal funds, increasing work participation rate requirements that states must meet, and broad state flexibility on program design. Spending through the TANF block grant is capped and funded at \$16.5 billion per year, slightly above fiscal year 1995 federal expenditures for the

four component programs. States also must meet a “maintenance of effort (MOE) requirement” by spending on needy families at least 75 percent of the amount of state funds used in FY 1994 on these programs (80 percent if they fail work participation rate requirements).

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

Recent Legislative Action

Legislative authority for the TANF block grant program expired September 2002. Since then, the program has been operated under a series of short-term extensions.

In February 2002, President Bush proposed a plan, Working Toward Independence, to strengthen welfare reform, in order to help families remaining on welfare and other low-income families move toward self-sufficiency. The House of Representatives passed bills incorporating the key elements of the President’s plan in both the 107th Congress (H.R. 4737) and the 108th Congress (H.R. 4), with work progressing on a similar bill (H.R. 240) in the 109th Congress. Senate versions of TANF reauthorization have been reported out of committee (S. 667 in the 109th Congress). Final enactment of TANF reauthorization is expected in 2005.

Data Issues Relating to the AFDC-TANF Transition

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

Because of the greatly expanded range of activities allowed under TANF, a substantial portion of TANF funds are being spent on activities other than cash payments to families. 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 is also possible that a limited number of families will be considered recipients of TANF assistance, even if they do not receive a monthly cash benefit. At present, the vast majority of families receiving “assistance”¹ are, in fact, receiving cash payments; however, this may change over time.

One source of discontinuity was removed in the 2004 edition of the *Indicators* report. Under TANF some states provide cash and other forms of assistance to specific categories of families (e.g., two-parent families) under Separate State Programs (SSPs), funded out of MOE dollars rather than federal TANF funds. This allows the states additional flexibility with regard to the time limits and work requirements. The official TANF caseload figures do not include these families. Starting with the 2004 edition, we have added recipients in SSPs into the caseload totals (the split between TANF and SSP caseloads is shown in Table TANF 3, nationally, and in Table TANF 15, by state) but Tribal TANF families are not included in any of the caseload counts. Expenditures for Separate State Programs 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 Figure TANF 1 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)² and a series of tables presenting state-by-state data on trends in the AFDC/TANF program (Tables TANF 8 through 17). These data complement the data on trends in AFDC/TANF reciprocity and participation rates shown in Tables IND 3a and IND 4a in Chapter II.

AFDC/TANF Caseload Trends (Tables TANF 1 through TANF 3 and Figure TANF 1).

Welfare caseloads have stabilized over the past few years after declining dramatically during the 1990s. In fiscal year 2003, the average monthly number of TANF recipients was 5.5 million persons, down 2.4 percent from FY 2002. Moreover, this was 56 percent lower than the average monthly AFDC caseload in fiscal year 1996 and the smallest number of people on welfare since 1968. From the peak of 14.4 million in March 1994, the number of AFDC/TANF recipients

¹ States are allowed to use TANF funds on a variety of services, including employment and training services, domestic violence services, child care, transportation, and other support services. Families receiving such services, however, generally should not be counted as recipients of TANF “assistance.” Under the final regulations for TANF, “assistance” primarily includes payments directed at ongoing basic needs. It includes payments when individuals are participating in community service and work experience (or other work activities) as a condition of receiving payments (e.g., workfare). In addition to cash assistance, the definition also includes certain child care and transportation benefits (provided the families are not employed). It excludes, however, such things as: non-recurrent, short-term benefits; services without a cash value, such as education and training, case management, job search, and counseling; and benefits such as child care and transportation when provided to employed families.

² Family characteristics in Table TANF 7 may differ from those reported in Chapter II because the administrative data focus on the assistance unit, whereas the survey-based data in Chapter II often use a broader family unit definition. For example, grandparents, adult siblings, aunts, uncles, and other adult relatives living in the same household as the recipient children may be excluded from the assistance unit and thus the administrative data, yet be included in survey data on the family in which the TANF recipient resides.

dropped by nearly 63 percent to 5.3 million in March 2004.³ Over three-fourths of the reduction in the caseload since March 1994 has occurred following the implementation of TANF (data not shown). These are the largest welfare caseload declines in the history of U.S. welfare programs.

Several studies have attempted to explain the unprecedented decline in caseloads and, specifically, to disentangle the effects of PRWORA and welfare reform from the simultaneous growth in the U.S. economy. Separating these effects is difficult, however, because PRWORA was enacted at a time when the economy was expanding dramatically, offering a uniquely conducive environment within which to move many recipients off the welfare rolls and into the labor market. Other policy changes, most notably expansions in the Earned Income Tax Credit, add further complexity.

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

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

Figure TANF 2 and Table TANF 6 show that inflation has had a significant effect in eroding the value of the average monthly AFDC/TANF benefit. In real dollars, by 2003 the average monthly benefit per recipient had declined to 61 percent of what it was at its peak in the late 1970s.

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

One of the most dramatic trends is the increase in the proportion of adult recipients who are working. In FY 2003, 23 percent of TANF adult recipients were employed, up from 11 percent in FY 1996 and 7 percent in FY 1993, as shown in Table TANF 7. Adding in those in work experience and community service positions, the percentage working was 28 percent in FY 2003 (data not shown). Similar upward trends are shown in data on income from earnings. These

³ Note that these figures include recipients in SSPs, who are usually omitted from TANF caseload statistics.

trends likely reflect positive effects of welfare-to-work programs, the strong economy, and the fact that, with larger earnings disregards, families with earnings do not exit welfare as rapidly. In addition, the increased employment of welfare recipients is consistent with broader trends in labor force participation. (For example, see Table WORK 2 in Chapter III for trends in employment rates for women with no more than a high school education.)

Another dramatic change in the caseload is the increasing fraction of cases without an adult recipient. Such cases occur when the adults are ineligible (because they are a caretaker relative, SSI parent, immigrant parent, or sanctioned parent). Families with no adults in the assistance unit have climbed from 14.8 percent of the caseload in FY 1992 to 40.9 percent in FY 2003. Not counting cases with a sanctioned parent, 38.0 percent of the caseload was child-only in 2003. This dramatic growth has been due to an increase in the number of child-only cases during the early 1990s, followed by a decline in the number of adult-present cases. Even though child-only cases are generally not subject to the work requirements or time limits under TANF, the number of cases without an adult in the assistance unit has fallen by about 150,000 since 1996 — between 1996 and 1998 the child-only caseload decreased by 250,000 but subsequently increased by 100,000.

In other areas, the administrative data show fewer changes in composition than might have been expected. There has been widespread anecdotal evidence that the most job ready recipients — those with the fewest barriers to employment — have already exited the welfare caseload and have stopped coming onto the welfare rolls, leaving a more disadvantaged population remaining. However, as the expectations for welfare recipients have increased, and fewer recipients are totally exempted from work requirements, others have speculated that the most disadvantaged recipients may also have been sanctioned off the rolls or terminated for failure to comply with administrative requirements. In fact, analyses of program data have not found much evidence of an increase or decline in readily observed barriers to employment in the current caseload.

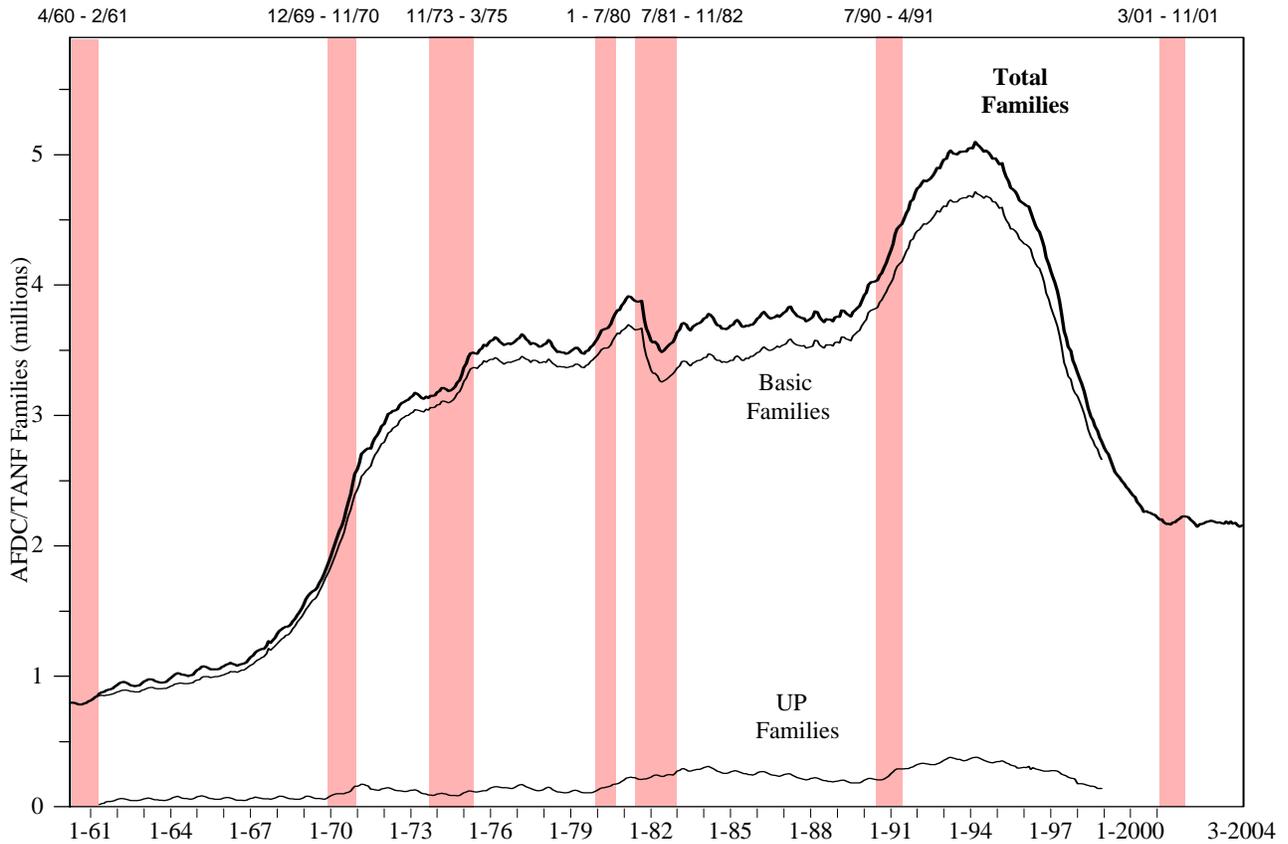
The question of whether the caseload has become more disadvantaged cannot be answered simply through administrative data provided by the states, which do not contain detailed information on such barriers to employment as lack of basic skills, alcohol and drug abuse, domestic violence, and disabilities. A few recent studies have found very high levels of these barriers among the TANF population. These studies also have found that the effects of these barriers are interactive; while any one barrier to employment can often be overcome, the more barriers a recipient faces, the less likely she is to find a job and maintain consistent employment over a period of time.

AFDC/TANF State-by-State Trends (Tables TANF 8 through TANF 17). There is a great deal of state-to-state variation in the trends discussed above. For example, as shown in Table TANF 10, while every state has experienced a caseload decline since 1993, the percentage change between the state's caseload peak and March 2004 ranges from 95 percent (Wyoming) to 28 percent (Indiana). Five 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. Tables TANF 16 and 17 use a data source available beginning in 2003, the High

Performance Bonus data, which links TANF administrative records with quarterly earnings records, and allows examination of patterns of TANF receipt and employment. For example, Table TANF 16 shows the range across states in employment rates among TANF recipients (where employment is measured by presence of quarterly earnings in the same calendar quarter as one or more months of TANF recipient or in the immediately subsequent quarter). Table 17 complements the data on program spell duration provided in Table IND 8 in Chapter II, by examining state-by-state variation in the percentage of TANF recipients that receive benefits over the course of one year (four quarters) after a selected calendar quarter.

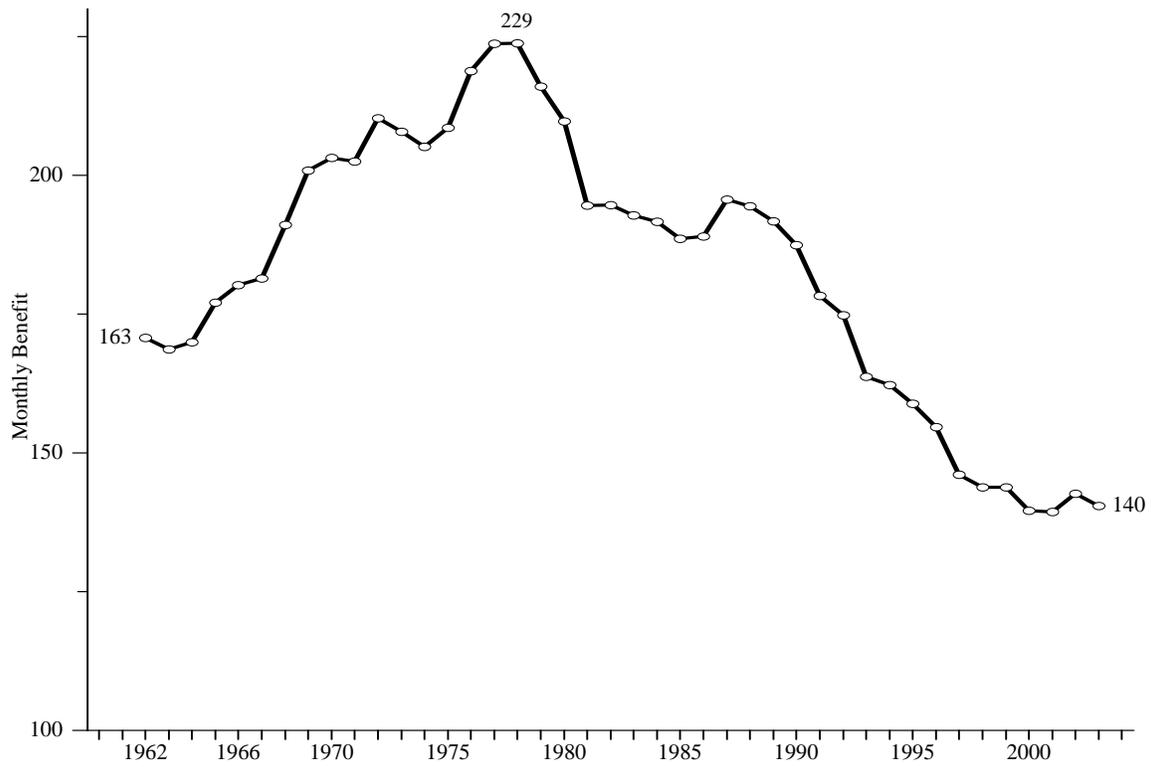
Figure TANF 1. AFDC/TANF Families Receiving Income Assistance



Note: “Basic Families” are single-parent families and “UP Families” are those two-parent cases whose eligibility was due to unemployment and who received 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 in the period from September 1996 to July 1, 1997 under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Shaded areas indicate NBER designated periods of recession from peak to trough. The decrease in number of families receiving assistance during the 1981-82 recession stems from changes in eligibility requirements and other policy changes mandated by OBRA 1981. Beginning in 2000, “Total Families” includes TANF and SSP families. Last data point plotted is March 2004.

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

Figure TANF 2. Average Monthly AFDC/TANF Benefit per Recipient in Constant 2003 Dollars



Note: See Table TANF 6 for underlying data. Comparison of trends in the average monthly AFDC/TANF benefit per recipient in current and constant 2003 dollars with the weighted average maximum benefit in current and constant 2003 dollars since 1988 indicates that the primary cause of the decline in the average monthly benefit has been due to the erosion in the real value of the maximum benefit due to inflation as the current value of maximum benefits was not increased in most states during most of the 1990s.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992 & 1993* plus unpublished data and *Seventh TANF Annual Report to Congress, 2005*.

Table TANF 1. Trends in AFDC/TANF Caseloads: 1962–2003

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
1963.....	950	54	NA	3,834	2,896	75.5	3.0
1964.....	984	60	NA	4,059	3,043	75.0	3.1
1965.....	1,037	69	NA	4,323	3,242	75.0	3.1
1966.....	1,074	62	NA	4,472	3,369	75.3	3.1
1967.....	1,141	58	NA	4,718	3,560	75.5	3.1
1968.....	1,310	67	NA	5,349	4,013	75.0	3.1
1969.....	1,539	66	NA	6,146	4,591	74.7	3.0
1970.....	1,906	78	NA	7,415	5,484	74.0	2.9
1971.....	2,531	143	NA	9,557	6,963	72.9	2.8
1972.....	2,918	134	NA	10,632	7,698	72.4	2.6
1973.....	3,123	120	NA	11,038	7,967	72.2	2.6
1974.....	3,170	93	NA	10,845	7,825	72.2	2.5
1975.....	3,357	100	NA	11,067	7,952	71.9	2.4
1976.....	3,575	135	NA	11,386	8,054	70.7	2.3
1977.....	3,593	149	NA	11,130	7,846	70.5	2.2
1978.....	3,539	128	NA	10,672	7,492	70.2	2.1
1979.....	3,496	114	NA	10,318	7,197	69.8	2.1
1980.....	3,642	141	NA	10,597	7,320	69.1	2.0
1981.....	3,871	209	NA	11,160	7,615	68.2	2.0
1982.....	3,569	232	NA	10,431	6,975	66.9	2.0
1983.....	3,651	272	NA	10,659	7,051	66.1	1.9
1984.....	3,725	287	NA	10,866	7,153	65.8	1.9
1985.....	3,692	261	NA	10,813	7,165	66.3	1.9
1986.....	3,748	254	NA	10,997	7,300	66.4	1.9
1987.....	3,784	236	NA	11,065	7,381	66.7	2.0
1988.....	3,748	210	NA	10,920	7,325	67.1	2.0
1989.....	3,771	193	NA	10,934	7,370	67.4	2.0
1990.....	3,974	204	NA	11,460	7,755	67.7	2.0
1991.....	4,374	268	NA	12,592	8,513	67.6	1.9
1992.....	4,768	322	NA	13,625	9,226	67.7	1.9
1993.....	4,981	359	NA	14,143	9,560	67.6	1.9
1994.....	5,046	363	NA	14,226	9,611	67.6	1.9
1995.....	4,871	335	NA	13,660	9,280	67.9	1.9
1996.....	4,543	301	NA	12,645	8,672	68.6	1.9
1997 ²	3,937	256	NA	10,935	7,781 ³	71.2 ³	2.0 ³
1998.....	3,200	NA	162	8,790	6,273	71.4	2.0
1999.....	2,674	NA	125	7,188	5,319	74.0	2.0
2000.....	2,356	NA	132	6,324	4,598	72.7	2.0
2001.....	2,200	NA	119	5,761	4,225	73.3	1.9
2002.....	2,194	NA	118	5,654	4,149	73.0	1.9
2003.....	2,181	NA	116	5,517	4,073	73.8	1.9

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

¹ Includes unemployed parent families and child-only cases.

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

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

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

Table TANF 2. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups: 1970–2003

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	Recipients as a Percent of Pretransfer Poverty Population ⁴	Child Recipients as a Percent of Total Child Population ²	Child Recipients as a Percent of Children in Poverty ³
1970	8,303	6,104	4.1	32.7	NA	8.8	58.5
1971	10,043	7,303	4.9	39.3	NA	10.5	69.2
1972	10,736	7,766	5.1	43.9	NA	11.2	75.5
1973	10,738	7,763	5.1	46.7	NA	11.3	80.5
1974	10,621	7,637	5.0	45.4	NA	11.3	75.2
1975	11,131	7,928	5.2	43.0	NA	11.8	71.4
1976	11,098	7,850	5.1	44.4	NA	11.8	76.4
1977	10,856	7,632	4.9	43.9	NA	11.7	74.2
1978	10,387	7,270	4.7	42.4	NA	11.2	73.2
1979	10,140	7,057	4.5	38.9	53.1	11.0	68.0
1980	10,599	7,295	4.7	36.2	49.2	11.4	63.2
1981	10,893	7,397	4.7	34.2	47.1	11.7	59.2
1982	10,161	6,767	4.4	29.5	40.6	10.8	49.6
1983	10,569	6,967	4.5	29.9	41.9	11.1	50.1
1984	10,643	7,017	4.5	31.6	43.6	11.2	52.3
1985	10,672	7,073	4.5	32.3	45.0	11.3	54.4
1986	10,850	7,206	4.5	33.5	46.6	11.5	56.0
1987	10,841	7,240	4.5	33.6	46.7	11.5	55.9
1988	10,728	7,201	4.4	33.8	47.7	11.4	57.8
1989	10,798	7,286	4.4	34.3	47.6	11.5	57.9
1990	11,497	7,781	4.6	34.2	47.1	12.1	57.9
1991	12,728	8,601	5.0	35.6	49.1	13.2	60.0
1992	13,571	9,189	5.3	35.7	50.8	13.8	60.1
1993	14,007	9,460	5.4	35.7	48.5	14.0	60.2
1994	13,970	9,448	5.3	36.7	50.0	13.8	61.8
1995	13,242	9,013	5.0	36.4	50.1	13.0	61.5
1996	12,156	8,355	4.5	33.3	46.4	11.9	57.8
1997	10,224	7,077 ⁵	3.7	28.7	40.7	10.0	50.1
1998	8,215	5,781	3.0	23.8	34.7	8.1	42.9
1999	6,709	4,836	2.4	20.5	30.9	6.7	39.4
2000	6,043	4,399	2.1	19.1	29.7	6.1	38.0
2001	5,633	4,132	2.0	17.1	26.8	5.7	35.3
2002	5,529	4,050	1.9	16.0	25.4	5.6	33.4
2003	5,432	4,004	1.9	15.1	NA	5.5	31.1

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 P60-226 (Available online at <http://www.census.gov/hhes/www/poverty.html>).

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

⁵ 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. Bureau of the Census, "Income, Poverty, and Health Insurance in the United States: 2003," *Current Population Reports*, Series P60-226, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

Table TANF 3. TANF and Separate State Program (SSP) Families and Recipients: 2000–2003
(thousands)

Fiscal Year	TANF	SSP	Total
	Families		
2000	2,265	91	2,356
2001	2,117	82	2,200
2002	2,065	128	2,194
2003	2,032	149	2,181
	All Recipients		
2000	5,943	380	6,324
2001	5,423	338	5,761
2002	5,149	505	5,654
2003	4,965	551	5,517
	Child Recipients		
2000	4,370	228	4,598
2001	4,023	202	4,225
2002	3,841	308	4,149
2003	3,730	344	4,073

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

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

Table TANF 4. Total AFDC/TANF Expenditures on Cash Benefits and Administration: 1970–2003
(millions)

Fiscal Year	Federal Funds (current dollars)		State Funds (current dollars)		Total (current dollars)		Total (constant 2003 dollars ¹)	
	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- tive
1970	\$2,187	\$572 ²	\$1,895	\$309	\$4,082	\$881 ²	\$18,500	\$3,993
1971	3,008	271	2,469	254	5,477	525	23,764	2,278
1972	3,612	240 ³	2,942	241	6,554	481	27,461	2,015
1973	3,865	313	3,138	296	7,003	610	28,181	2,455
1974	4,071	379	3,300	362	7,371	740	27,320	2,743
1975	4,625	552	3,787	529	8,412	1,082	28,418	3,655
1976	5,258	541	4,418	527	9,676	1,069	30,599	3,381
1977	5,626	595	4,762	583	10,388	1,177	30,579	3,465
1978	5,724	631	4,898	617	10,621	1,248	29,332	3,447
1979	5,825	683	4,954	668	10,779	1,350	27,374	3,428
1980	6,448	750	5,508	729	11,956	1,479	27,296	3,377
1981	6,928	835	5,917	814	12,845	1,648	26,666	3,421
1982	6,922	878	5,934	878	12,857	1,756	24,938	3,406
1983	7,332	915	6,275	915	13,607	1,830	25,243	3,395
1984	7,707	876	6,664	822	14,371	1,698	25,572	3,021
1985	7,817	890	6,763	889	14,580	1,779	25,043	3,056
1986	8,239	993	6,996	967	15,235	1,960	25,522	3,283
1987	8,914	1,081	7,409	1,052	16,323	2,133	26,590	3,475
1988	9,125	1,194	7,538	1,159	16,663	2,353	26,077	3,682
1989	9,433	1,211	7,807	1,206	17,240	2,417	25,748	3,610
1990	10,149	1,358	8,390	1,303	18,539	2,661	26,375	3,786
1991	11,165	1,373	9,191	1,300	20,356	2,673	27,568	3,620
1992	12,258	1,459	9,993	1,378	22,250	2,837	29,246	3,729
1993	12,270	1,518	10,016	1,438	22,286	2,956	28,436	3,772
1994	12,512	1,680	10,285	1,621	22,797	3,301	28,337	4,103
1995	12,019	1,770	10,014	1,751	22,032	3,521	26,645	4,259
1996	11,065	1,633	9,346	1,633	20,411	3,266	24,018	3,843
1997 ⁴	9,748	1,273	7,799	1,098	17,547	2,371	20,105	2,716
1998	7,518	1,231	7,096	1,028	14,614	2,259	16,476	2,547
1999	6,475	1,407	6,975	884	13,449	2,291	14,880	2,534
2000	5,444	1,570	5,736	1,032	11,180	2,302	11,986	2,789
2001	4,772	1,598	5,390	1,042	10,163	2,639	10,555	2,741
2002 ³	4,554	1,633	4,854	983	9,408	2,617	9,629	2,678
2003 ³	5,820	1,592	4,398	859	10,219	2,451	10,219	2,451

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 and systems 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 2003 level were made using a CPI-U-X1 fiscal year price index.

² Includes expenditures for services.

³ These year-to-year changes likely reflect the fact that States now report corrections from prior years in the current year.

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

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

**Table TANF 5. Federal and State TANF Program and Other Related Spending
Fiscal Years 1997–2003**

(millions)

	Cash & Work-Based Assistance	Work Activities	Child Care	Trans- portation	Adminis- tration	Systems	Transitional Services	Other ¹ Expenditures	Total Expenditures
Federal TANF Grants									
1997	\$7,708	\$467	\$14	–	\$872	\$109	\$0	\$862	\$10,032
1998	7,168	763	252	–	938	224	6	1,136	10,487
1999	6,475	1,225	604	–	1,070	337	17	1,595	11,323
2000	5,444	1,606	1,553	496	1,328	242	–	2,715	13,384
2001	4,772	1,983	1,583	522	1,375	223	–	4,325	14,782
2002	4,554	2,121	1,572	339	1,339	294	–	4,368	14,588
2003	5,520	1,937	1,698	434	1,307	285	–	4,772	16,254
State Maintenance of Effort Expenditures in the TANF Program									
1997	5,955	311	752	–	704	101	9	926	8,758
1998	6,879	520	890	–	883	138	11	1,301	10,623
1999	6,541	503	1,135	–	743	118	23	1,334	10,397
2000	5,432	884	1,893	150	921	92	–	1,170	10,541
2001	4,887	685	1,730	113	920	83	–	1,195	9,613
2002	3,994	582	1,860	221	877	66	–	1,554	9,154
2003	3,597	596	1,993	73	766	60	–	1,441	8,526
State Maintenance of Effort Expenditures in Separate State Programs									
1997	69	12	111	–	0	0	–	18	210
1998	216	3	137	–	6	1	–	28	391
1999	434	26	257	–	22	0	0	126	865
2000	305	11	73	17	19	0	–	431	856
2001	503	28	34	20	38	1	–	499	1,125
2002	860	24	72	24	41	-5	–	652	1,673
2003	801	66	-223	36	33	-3	–	848	1,560
Total Expenditures									
1997	13,731	790	877	–	1,577	211	9	1,805	19,000
1998	14,264	1,286	1,280	–	1,828	362	17	2,465	21,502
1999	13,449	1,754	1,995	–	1,835	456	40	3,055	22,585
2000	11,180	2,501	3,519	663	2,267	335	–	4,316	24,781
2001	10,163	2,696	3,347	655	2,333	306	–	6,019	25,520
2002	9,408	2,727	3,504	584	2,258	359	–	6,574	25,414
2003	10,219	2,599	3,468	543	2,106	345	–	7,060	26,340

¹ Other includes accounts for: Assistance under Prior Law, Individual Development Accounts, Refundable EITC, Other Refundable Tax Credits, Non-Recurring Short-Term Benefits, Non-Assistance under Prior Law, Pregnancy Prevention, 2-Parent Formation, and Miscellaneous.

Note: Administration and Systems, shown separately here in Table TANF 5, can be combined to show total administrative costs, as in Table TANF 4. Negative numbers are possible since under TANF States now report corrections from prior years in the current year.

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

Table TANF 6. Trends in AFDC/TANF Average Monthly Payments: 1962–2003

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	2003 Dollars		Current Dollars	2003 Dollars	Current Dollars	2003 Dollars
	1962	\$31		\$175	3.9	\$121	\$680
1963	31	173	4.0	126	696	NA	NA
1964	32	174	4.1	131	718	NA	NA
1965	34	181	4.2	140	755	NA	NA
1966	35	184	4.2	146	768	NA	NA
1967	36	186	4.1	150	768	NA	NA
1968	40	196	4.1	162	800	NA	NA
1969	43	206	4.0	173	821	\$186 ²	\$887
1970	46	208	3.9	178	808	194 ²	881
1971	48	207	3.8	180	782	201 ²	872
1972	51	215	3.6	187	784	205 ²	860
1973	53	213	3.5	187	752	213 ²	856
1974	57	210	3.4	194	718	229 ²	848
1975	63	213	3.3	209	705	243	821
1976	71	224	3.2	226	713	257	812
1977	78	229	3.1	241	709	271	798
1978	83	229	3.0	250	691	284	785
1979	87	221	3.0	257	653	301	764
1980	94	215	2.9	274	625	320	731
1981	96	199	2.9	277	574	326	676
1982	103	199	2.9	300	582	331	641
1983	106	197	2.9	311	576	336	624
1984	110	196	2.9	322	572	352	626
1985	112	193	2.9	329	565	369	634
1986	115	193	2.9	339	568	383	642
1987	123	200	2.9	359	586	393	641
1988	127	199	2.9	370	580	403	631
1989	131	196	2.9	381	569	413	617
1990	135	192	2.9	389	553	420	597
1991	135	182	2.9	388	525	424	575
1992	136	179	2.9	389	511	419	550
1993	131	168	2.8	373	476	414	529
1994	134	166	2.8	376	468	416	516
1995	134	163	2.8	376	455	418	506
1996	135	158	2.8	374	441	419	493
1997 ³	130	149	2.8	362	415	418	479
1998	130	147	2.7	358	404	429	484
1999	133	147	2.7	357	395	450	498
2000	133	143	2.6	349	374	446	478
2001	137	142	2.6	351	365	448	465
2002	146	149	2.5	364	372	452	463
2003	140	140	2.5	354	354	449	449

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 2003 level were made using a CPI-U-X1 fiscal-year price index. See the note to Figure TANF 2 for explanation of the decline in real benefits.

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

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

³ The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance 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 1969–2003

	May	May	March	Fiscal Year ¹						
	1969	1975	1979	1983	1988	1992	1996	2000	2002	2003
Avg. Family Size (persons)	4.0	3.2	3.0	3.0	3.0	2.9	2.8	2.6	2.5	2.5
Number of Child Recipients										
One	26.6	37.9	42.3	43.4	42.5	42.5	43.9	44.2	47.0	47.9
Two	23.0	26.0	28.1	29.8	30.2	30.2	29.9	28.4	28.0	27.8
Three	17.7	16.1	15.6	15.2	15.8	15.5	15.0	15.3	14.2	13.8
Four or More	32.5	20.0	13.9	10.1	9.9	10.1	9.2	10.1	8.9	8.6
Unknown	NA	NA	NA	1.5	1.7	0.7	1.3	2.0	1.9	1.9
Families with No Adult in Asst. Unit	10.1	12.5	14.6	8.3	9.6	14.8	21.5	34.5	39.0	40.9
Child-Only Families ²	–	–	–	–	–	–	–	32.7	36.6	38.0
Families with Non-Recipients	33.1	34.8	NA	36.9	36.8	38.9	49.9	–	–	–
Median Months on AFDC/TANF										
Since Most Recent Opening	23.0	31.0	29.0	26.0	26.3	22.5	23.6	–	–	–
Presence of Assistance										
Living in Public Housing	12.8	14.6	NA	10.0	9.6	9.2	8.8	17.7	19.2	19.1
Participating in Food Stamp or Donated Food Program	52.9	75.1	75.1	83.0	84.6	87.3	89.3	79.9	80.1	80.9
Presence of Income³										
With Earnings	NA	14.6	12.8	5.7	8.4	7.4	11.1	23.6	21.8	19.5
No Non-AFDC/TANF Income	56.0	71.1	80.6	86.8	79.6	78.9	76.0	71.6	72.8	74.4
Adult Employment Status (percent of adults)										
Employed	–	–	14.0	5.5	6.8	6.6	11.3	26.4	25.3	22.9
Unemployed	–	–	–	–	–	–	–	49.2	47.2	49.0
Not in Labor Force	–	–	–	–	–	–	–	24.3	27.5	28.1
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	66.6	67.3
Married	–	–	–	–	–	–	–	12.4	11.5	10.7
Separated	–	–	–	–	–	–	–	13.1	13.0	12.8
Widowed	–	–	–	–	–	–	–	0.7	0.7	0.5
Divorced	–	–	–	–	–	–	–	8.5	8.2	8.7
Basis for Child's Eligibility (percent of 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 caseload during the year. Hawaii and the territories are not included in 1983.

Data after 1986 include the territories and Hawaii.

² In this table, child-only families are those families with no adult in the assistance unit excluding those where there is no adult in the assistance unit as a result of the parent being sanctioned for non-compliance.

³ Percentages on presence of income are measured as a percentage of families through 1997 and for adult recipients in 1998 and subsequent years.

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

⁵ Calculated on the basis of total number of families.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of TANF Recipients: 2003 TANF Annual Report to Congress* and earlier years.

Table TANF 8. AFDC/TANF Benefits, by State: Selected Fiscal Years 1978–2003

	(millions)									
	1978	1984	1986	1988	1990	1994	1998	2000	2002	2003
Alabama	\$78	\$74	\$68	\$62	\$62	\$92	\$44	\$36	\$33	\$46
Alaska	17	37	46	54	60	113	77	55	55	50
Arizona	30	67	79	103	138	266	145	107	130	175
Arkansas	51	39	48	53	57	57	26	34	26	22
California	1,813	3,207	3,574	4,091	4,955	6,088	4,128	3,643	2,608	3,119
Colorado	74	107	107	125	137	158	80	48	53	51
Connecticut	168	226	223	218	295	397	305	166	128	133
Delaware	28	28	25	24	29	40	24	20	19	20
Dist. of Columbia	91	75	77	76	84	126	97	72	67	68
Florida	145	251	261	318	418	806	357	234	256	251
Georgia	103	149	223	266	321	428	313	180	109	169
Guam	3	5	4	3	5	12	NA	NA	NA	NA
Hawaii	83	83	73	77	99	163	153	141	85	91
Idaho	21	21	19	19	20	30	6	3	5	6
Illinois	699	845	886	815	839	914	771	269	146	115
Indiana	118	153	148	167	170	228	104	87	146	139
Iowa	107	159	170	155	152	169	104	79	76	81
Kansas	73	87	91	97	105	123	41	43	50	55
Kentucky	122	135	104	143	179	198	147	104	101	102
Louisiana	97	145	162	182	188	168	103	58	67	67
Maine	51	69	84	80	101	108	80	73	66	66
Maryland	166	229	250	250	296	314	192	196	227	32
Massachusetts	476	406	471	558	630	730	442	336	279	339
Michigan	780	1,214	1,248	1,231	1,211	1,132	589	386	326	390
Minnesota	164	287	322	338	355	379	276	193	184	193
Mississippi	33	58	74	85	86	82	60	18	37	36
Missouri	152	196	209	215	228	287	180	139	148	130
Nebraska	15	27	37	41	40	49	30	21	31	31
Nevada	38	56	62	56	59	62	41	41	52	59
Nevada	8	10	16	20	27	48	39	28	48	48
New Hampshire	21	16	20	21	32	62	39	32	29	39
New Jersey	489	485	509	459	451	531	372	222	194	222
New Mexico	32	49	51	56	61	144	104	113	82	78
New York	1,689	1,916	2,099	2,140	2,259	2,913	2,149	1,554	1,465	1,605
North Carolina	138	149	138	206	247	353	211	140	139	133
North Dakota	14	16	20	22	24	26	22	12	10	18
Ohio	441	725	804	805	877	1,016	546	368	336	304
Oklahoma	74	85	100	119	132	165	72	78	45	58
Oregon	148	101	120	128	145	197	141	34	69	82
Pennsylvania	726	724	389	747	798	935	523	573	338	324
Puerto Rico	25	38	33	67	72	74	NA	NA	NA	NA
Rhode Island	59	71	79	82	99	136	117	105	89	83
South Carolina	52	75	103	91	96	115	52	91	35	49
South Dakota	18	17	15	21	22	25	14	10	11	11
Tennessee	77	83	100	125	168	215	108	146	132	138
Texas	122	229	281	344	416	544	315	248	203	323
Utah	41	52	55	61	64	77	50	40	41	44
Vermont	21	40	40	40	48	65	47	39	38	34
Virgin Islands	2	2	2	2	3	4	NA	NA	NA	NA
Virginia	136	165	179	169	177	253	123	186	101	129
Washington	175	294	375	401	438	610	450	312	295	269
West Virginia	53	75	109	107	110	126	52	49	71	68
Wisconsin	260	519	444	506	440	425	145	7	126	109
Wyoming	6	13	16	19	19	21	7	9	2	15
United States	\$10,621	\$14,371	\$15,236	\$16,663	\$18,543	\$22,798	\$14,614	\$11,180	\$9,408	\$10,219

Note: Benefits refers to total cash benefits paid, (see Table TANF 4) but does not include emergency assistance payments. NA denotes data not available. See footnote 3 of Table TANF 4 for an explanation of the recent changes in benefit expenditures.

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 2003 Family Assistance Grants Awarded under PRWORA**
(millions)

State	FY 1996 Grants for AFDC, EA & JOBS ¹	FY 2003 Family Assistance Grants & Supplemental ²	FY 2003 Bonus Awards ³	FY 2003 Total Awards	Increase of FY 2003 over FY 1996 Level	Percent Increase from FY 1996 Level
Alabama	\$79.0	\$104.4	0.5	\$104.9	\$25.9	33
Alaska	60.7	60.3	6.3	66.6	6.0	10
Arizona	200.6	226.1	1.2	227.3	26.7	13
Arkansas	54.3	63.0	5.7	68.6	14.3	26
California	3,545.6	3,687.7	21.0	3,708.7	163.1	5
Colorado	138.9	149.6	19.8	169.4	30.5	22
Connecticut	221.1	266.8	11.7	278.5	57.5	26
Delaware	30.2	32.3	1.2	33.5	3.3	11
Dist. of Columbia	77.1	92.6	24.6	117.2	40.1	52
Florida	504.7	622.7	38.1	660.8	156.1	31
Georgia	301.2	368.0	4.4	372.4	71.2	24
Hawaii	98.4	98.9	0.9	99.8	1.4	1
Idaho	31.3	33.9	2.1	36.0	4.7	15
Illinois	593.8	585.1	0.0	585.1	-8.8	-1
Indiana	121.4	206.8	19.4	226.2	104.9	86
Iowa	129.3	131.5	7.2	138.7	9.4	7
Kansas	86.9	101.9	10.2	112.1	25.2	29
Kentucky	171.6	181.3	14.5	195.8	24.1	14
Louisiana	122.4	181.0	3.8	184.8	62.4	51
Maine	73.2	78.1	4.3	82.4	9.2	13
Maryland	207.6	229.1	21.4	250.5	42.9	21
Massachusetts	372.0	459.4	2.2	461.6	89.5	24
Michigan	581.5	775.4	22.0	797.3	215.8	37
Minnesota	239.3	267.2	13.4	280.6	41.2	17
Mississippi	68.6	95.8	0.8	96.6	28.0	41
Missouri	207.9	217.1	21.7	238.8	30.9	15
Montana	39.2	43.7	4.4	48.0	8.9	23
Nebraska	56.2	57.7	5.8	63.6	7.4	13
Nevada	41.2	47.7	2.0	49.7	8.5	21
New Hampshire	36.0	38.5	2.7	41.2	5.2	14
New Jersey	353.4	404.0	4.3	408.3	54.9	16
New Mexico	129.9	117.2	5.4	122.5	-7.4	-6
New York	2,332.7	2,442.9	23.1	2,466.0	133.3	6
North Carolina	311.9	338.3	3.5	341.8	29.9	10
North Dakota	24.5	26.4	1.3	27.7	3.2	13
Ohio	564.5	728.0	21.4	749.4	184.9	33
Oklahoma	125.1	147.6	6.5	154.1	29.0	23
Oregon	146.4	166.8	6.0	172.9	26.4	18
Pennsylvania	780.1	719.5	31.7	751.2	-29.0	-4
Rhode Island	82.9	95.0	2.9	97.9	15.0	18
South Carolina	99.4	100.0	1.6	101.5	2.1	2
South Dakota	19.7	21.3	1.6	22.9	3.1	16
Tennessee	178.9	213.1	11.2	224.3	45.3	25
Texas	437.1	539.0	27.6	566.5	129.4	30
Utah	68.0	84.3	6.0	90.3	22.3	33
Vermont	42.4	47.4	1.3	48.6	6.3	15
Virginia	134.6	158.3	15.8	174.1	39.5	29
Washington	393.2	388.7	12.6	401.3	8.1	2
West Virginia	95.1	110.2	2.8	113.0	17.9	19
Wisconsin	241.6	315.1	11.5	326.5	85.0	35
Wyoming	14.4	18.5	20.2	38.7	24.3	169
United States	\$15,067	\$16,685	\$511	\$17,196	\$2,129	14

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 2003 Family Assistance Grants and Supplemental is net of the Tribal Grants amounts.

³ The FY 2003 Bonus Awards include Out of Wedlock Bonus and High Performance Bonus.

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

Table TANF 10. Peak AFDC/TANF Caseload, by State: October 1989 to March 2004
(thousands)

State	Peak Caseload Oct '89 to Mar '04	Date Peak Occurred Oct '89 to Mar '04	Sept '96 AFDC Caseload	Mar '04 TANF & SSP Caseload	Percent Decline ¹ Sept '96 to Mar '04	Percent Decline Peak to Mar '04
Alabama	52.3	Mar-93	40.7	19.2	53	63
Alaska	13.4	Apr-94	12.3	5.2	57	61
Arizona	72.8	Dec-93	61.8	50.0	19	31
Arkansas	27.1	Mar-92	22.1	10.1	54	63
California	933.1	Mar-95	870.3	503.8	42	46
Colorado	43.7	Dec-93	33.6	14.8	56	66
Connecticut	61.9	Mar-95	57.1	25.1	56	60
Delaware	11.8	Apr-94	10.5	5.7	46	52
Dist. of Columbia	27.5	Apr-94	25.1	17.5	30	36
Florida	259.9	Nov-92	200.3	57.5	71	78
Georgia	142.8	Nov-93	120.9	54.2	55	62
Hawaii	23.4	Jun-97	21.9	12.2	44	48
Idaho	9.5	Mar-95	8.4	2.0	77	79
Illinois	243.1	Aug-94	217.8	36.2	83	85
Indiana	76.1	Sep-93	49.7	54.5	-10	28
Iowa	40.7	Apr-94	31.1	23.0	26	43
Kansas	30.8	Aug-93	23.4	16.7	28	46
Kentucky	84.0	Mar-93	70.4	35.8	49	57
Louisiana	94.7	May-90	66.5	18.1	73	81
Maine	24.4	Aug-93	19.7	11.1	44	54
Maryland	81.8	May-95	68.9	28.3	59	65
Massachusetts	115.7	Aug-93	84.3	49.1	42	58
Michigan	233.6	Apr-91	167.5	80.3	52	66
Minnesota	66.2	Jun-92	57.2	39.5	31	40
Mississippi	61.8	Nov-91	45.2	18.6	59	70
Missouri	93.7	Mar-94	79.1	41.5	48	56
Montana	12.3	Mar-94	9.8	5.4	45	56
Nebraska	17.2	Mar-93	14.4	11.4	21	34
Nevada	16.3	Mar-95	13.2	9.6	28	41
New Hampshire	11.8	Apr-94	8.9	6.3	29	46
New Jersey	132.6	Nov-92	100.8	46.4	54	65
New Mexico	34.9	Nov-94	33.0	17.6	47	49
New York	463.7	Dec-94	412.7	200.1	52	57
North Carolina	134.1	Mar-94	107.5	37.3	65	72
North Dakota	6.6	Apr-93	4.7	3.1	35	54
Ohio	269.8	Mar-92	201.9	84.9	58	69
Oklahoma	51.3	Mar-93	35.3	13.9	61	73
Oregon	43.8	Apr-93	28.5	18.4	36	58
Pennsylvania	212.5	Sep-94	180.1	87.1	52	59
Puerto Rico	61.7	Jan-92	49.5	17.6	64	71
Rhode Island	22.9	Apr-94	20.5	14.5	29	37
South Carolina	54.6	Jan-93	42.9	17.3	60	68
South Dakota	7.4	Apr-93	5.7	2.7	52	63
Tennessee	112.6	Nov-93	96.2	73.6	24	35
Texas	287.5	Dec-93	238.8	107.4	55	63
Utah	18.7	Mar-93	14.0	9.2	34	51
Vermont	10.3	Apr-92	8.7	5.3	39	48
Virgin Islands	1.4	Dec-95	1.3	0.6	59	61
Virginia	76.0	Apr-94	60.5	35.3	42	54
Washington	104.8	Feb-95	96.8	59.0	39	44
West Virginia	41.9	Apr-93	37.6	16.6	56	60
Wisconsin	82.9	Jan-92	49.9	23.1	54	72
Wyoming	7.1	Aug-92	4.3	0.4	92	95
United States	5,098	Mar-94	4,346	2,157	50	58

¹Negative values denote percent increase.

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

(thousands)

	1965	1970	1980	1990	1994	1996	2000	2003	Percent Change	
									1990-96	1996-03
Alabama	78	123	180	130	132	105	46	46	-19	-57
Alaska	5	8	15	20	38	36	22	15	79	-58
Arizona	40	51	51	124	201	172	87	113	38	-34
Arkansas	30	45	85	71	69	58	29	25	-19	-56
California	528	1,148	1,387	1,902	2,639	2,626	1,574	1,303	38	-50
Colorado	42	66	77	102	119	99	29	35	-4	-64
Connecticut	59	83	139	120	166	162	73	56	35	-65
Delaware	12	20	32	21	27	23	13	13	10	-43
Dist. of Columbia	20	40	85	49	74	70	47	43	44	-38
Florida	106	204	256	370	669	561	158	128	52	-77
Georgia	71	198	221	293	393	353	129	136	20	-61
Guam	1	2	5	4	7	8	10	11	91	37
Hawaii	14	25	60	44	62	67	75	41	52	-38
Idaho	10	16	21	17	23	23	2	3	38	-86
Illinois	262	368	672	636	712	655	256	99	3	-85
Indiana	48	73	157	154	216	148	103	155	-4	5
Iowa	44	64	104	98	110	89	54	54	-9	-39
Kansas	36	53	68	77	87	68	32	40	-11	-42
Kentucky	81	129	167	175	208	175	89	77	-0	-56
Louisiana	104	202	213	282	248	236	75	58	-16	-75
Maine	19	36	60	56	64	56	32	32	-0	-42
Maryland	80	131	212	186	222	204	77	71	10	-65
Massachusetts	94	208	350	263	307	237	102	109	-10	-54
Michigan	162	253	685	655	666	527	207	201	-20	-62
Minnesota	51	76	135	171	187	171	116	117	0	-32
Mississippi	83	115	173	179	159	129	34	46	-28	-65
Missouri	107	140	199	211	263	232	131	121	10	-48
Montana	7	13	19	29	35	31	13	17	8	-45
Nebraska	16	30	35	43	45	40	28	31	-7	-21
Nevada	5	12	12	23	38	38	16	28	66	-25
New Hampshire	4	9	22	16	30	24	14	15	48	-39
New Jersey	104	286	459	309	335	288	138	110	-7	-62
New Mexico	30	51	53	57	102	101	72	44	77	-56
New York	517	1,052	1,100	981	1,255	1,184	724	501	21	-58
North Carolina	111	124	198	223	333	278	100	84	24	-70
North Dakota	8	11	13	16	16	13	8	9	-14	-35
Ohio	183	266	513	632	685	546	245	188	-14	-66
Oklahoma	73	95	89	112	131	105	36	37	-6	-65
Oregon	31	75	102	89	114	87	39	43	-2	-51
Pennsylvania	303	426	629	521	620	544	250	210	4	-61
Puerto Rico	202	223	168	190	183	155	92	54	-18	-65
Rhode Island	24	38	52	46	63	58	50	41	27	-30
South Carolina	30	52	153	111	140	119	41	51	7	-58
South Dakota	11	16	20	19	19	16	7	6	-14	-61
Tennessee	76	129	162	211	300	260	147	186	23	-29
Texas	91	214	308	611	788	684	342	363	12	-47
Utah	22	33	37	45	50	40	23	22	-11	-46
Vermont	5	12	23	22	28	25	16	14	15	-46
Virgin Islands	1	2	3	3	4	5	3	1	55	-71
Virginia	46	87	166	151	195	162	75	75	7	-54
Washington	71	109	154	228	292	274	168	149	20	-46
West Virginia	116	93	77	111	114	95	32	41	-14	-57
Wisconsin	45	79	213	237	226	170	40	50	-28	-70
Wyoming	4	5	7	14	16	13	1	1	-9	-94
United States	4,323	7,415	10,597	11,460	14,226	12,645	6,324	5,517	10	-56

Note: Recipients in 2000 and beyond include both TANF and SSP recipients but do not include Tribal TANF recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, 2003 TANF Report to Congress.

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

	1965	1970	1980	1990	1994	1996	2000	2003	Percent Change	
									1990-96	1996-03
Alabama	2.2	3.6	4.6	3.2	3.1	2.4	1.0	1.0	-24	-58
Alaska	1.8	2.6	3.7	3.7	6.3	5.9	3.6	2.3	63	-61
Arizona	2.6	2.9	1.9	3.4	4.7	3.7	1.7	2.0	11	-46
Arkansas	1.5	2.3	3.7	3.0	2.8	2.3	1.1	0.9	-25	-59
California	2.9	5.7	5.8	6.3	8.4	8.2	4.6	3.7	29	-55
Colorado	2.2	3.0	2.6	3.1	3.2	2.5	0.7	0.8	-19	-69
Connecticut	2.1	2.7	4.5	3.6	5.0	4.8	2.1	1.6	33	-67
Delaware	2.4	3.6	5.4	3.2	3.8	3.2	1.7	1.6	-0	-48
Dist. of Columbia	2.5	5.3	13.3	8.1	12.6	12.3	8.2	7.7	52	-37
Florida	1.8	3.0	2.6	2.8	4.7	3.8	1.0	0.8	33	-80
Georgia	1.6	4.3	4.0	4.5	5.5	4.7	1.6	1.6	4	-67
Hawaii	1.9	3.2	6.2	3.9	5.2	5.5	6.1	3.3	40	-41
Idaho	1.4	2.2	2.2	1.6	2.0	1.9	0.2	0.2	16	-88
Illinois	2.5	3.3	5.9	5.6	6.0	5.4	2.1	0.8	-2	-86
Indiana	1.0	1.4	2.9	2.8	3.7	2.5	1.7	2.5	-9	-0
Iowa	1.6	2.3	3.6	3.5	3.9	3.1	1.9	1.8	-12	-40
Kansas	1.6	2.4	2.9	3.1	3.4	2.6	1.2	1.5	-16	-44
Kentucky	2.5	4.0	4.6	4.7	5.4	4.5	2.2	1.9	-6	-58
Louisiana	2.9	5.6	5.0	6.7	5.7	5.4	1.7	1.3	-20	-76
Maine	1.9	3.6	5.4	4.5	5.2	4.5	2.5	2.5	-2	-45
Maryland	2.2	3.3	5.0	3.9	4.4	4.0	1.5	1.3	3	-68
Massachusetts	1.8	3.7	6.1	4.4	5.0	3.8	1.6	1.7	-12	-56
Michigan	2.0	2.9	7.4	7.0	6.9	5.4	2.1	2.0	-23	-63
Minnesota	1.4	2.0	3.3	3.9	4.1	3.6	2.3	2.3	-7	-36
Mississippi	3.6	5.2	6.9	6.9	5.9	4.7	1.2	1.6	-32	-66
Missouri	2.4	3.0	4.0	4.1	4.9	4.3	2.3	2.1	4	-50
Montana	1.0	1.9	2.4	3.6	4.0	3.5	1.4	1.9	-3	-46
Nebraska	1.1	2.0	2.2	2.7	2.8	2.4	1.6	1.8	-12	-24
Nevada	1.2	2.4	1.5	1.9	2.5	2.3	0.8	1.3	22	-44
New Hampshire	0.7	1.2	2.4	1.5	2.7	2.1	1.1	1.2	40	-44
New Jersey	1.5	4.0	6.2	4.0	4.2	3.5	1.6	1.3	-11	-64
New Mexico	3.0	5.0	4.1	3.8	6.1	5.8	4.0	2.4	53	-59
New York	2.9	5.8	6.3	5.4	6.8	6.4	3.8	2.6	17	-59
North Carolina	2.2	2.4	3.4	3.4	4.6	3.7	1.2	1.0	10	-73
North Dakota	1.2	1.7	2.0	2.4	2.6	2.1	1.2	1.4	-15	-34
Ohio	1.8	2.5	4.8	5.8	6.1	4.9	2.2	1.6	-17	-66
Oklahoma	3.0	3.7	2.9	3.6	4.0	3.1	1.0	1.0	-12	-67
Oregon	1.6	3.6	3.9	3.1	3.7	2.7	1.1	1.2	-14	-55
Pennsylvania	2.6	3.6	5.3	4.4	5.1	4.4	2.0	1.7	2	-62
Rhode Island	2.7	4.0	5.5	4.6	6.2	5.7	4.7	3.8	25	-34
South Carolina	1.2	2.0	4.9	3.2	3.8	3.1	1.0	1.2	-1	-61
South Dakota	1.6	2.4	2.9	2.7	2.6	2.2	0.9	0.8	-19	-63
Tennessee	2.0	3.3	3.5	4.3	5.7	4.8	2.6	3.2	11	-34
Texas	0.9	1.9	2.1	3.6	4.2	3.5	1.6	1.6	-1	-54
Utah	2.2	3.1	2.5	2.6	2.5	2.0	1.0	0.9	-25	-52
Vermont	1.4	2.6	4.4	3.9	4.8	4.3	2.7	2.2	10	-48
Virginia	1.0	1.9	3.1	2.4	3.0	2.4	1.1	1.0	-1	-58
Washington	2.4	3.2	3.7	4.7	5.4	4.9	2.8	2.4	6	-51
West Virginia	6.4	5.3	4.0	6.2	6.3	5.2	1.8	2.2	-16	-57
Wisconsin	1.1	1.8	4.5	4.8	4.4	3.3	0.8	0.9	-33	-72
Wyoming	1.1	1.5	1.4	3.1	3.4	2.6	0.2	0.1	-16	-94
United States	2.1	3.5	4.6	4.5	5.3	4.6	2.2	1.9	3	-60

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

Sources: U. S. Department of Health and Human Services and U.S. Bureau of the Census, (Resident population by state available on line at <http://www.census.gov/population/estimates/state/>).

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

	1965	1970	1980	1990	1994	1996	2000	2003	Percent Change	
									1990-96	1996-03
Alabama	62	96	129	93	96	79	37	36	-14	-55
Alaska	4	6	10	13	24	23	15	10	76	-56
Arizona	31	39	38	87	136	118	66	83	36	-30
Arkansas	23	34	62	51	49	42	22	19	-18	-55
California	391	816	932	1,294	1,804	1,805	1,163	1,010	39	-44
Colorado	33	50	53	69	80	68	22	26	-2	-62
Connecticut	43	62	97	81	111	108	50	39	33	-64
Delaware	9	15	22	14	19	16	9	10	9	-37
Dist. of Columbia	16	31	59	34	51	48	34	32	40	-33
Florida	85	160	184	264	463	395	124	101	49	-74
Georgia	54	150	161	206	274	251	101	104	22	-58
Guam	1	1	4	3	5	6	0	0	87	-100
Hawaii	10	18	40	29	41	44	50	27	51	-39
Idaho	7	11	14	11	16	16	2	2	41	-84
Illinois	202	283	473	436	486	456	193	81	5	-82
Indiana	36	55	111	105	145	104	74	114	-1	10
Iowa	32	46	69	64	72	59	36	35	-7	-41
Kansas	28	41	49	52	59	48	23	28	-8	-42
Kentucky	58	93	118	117	137	120	64	57	3	-53
Louisiana	79	157	156	199	180	162	59	46	-19	-71
Maine	14	26	40	35	40	35	22	21	0	-42
Maryland	61	100	145	124	151	140	56	52	13	-63
Massachusetts	71	153	228	168	197	153	73	77	-9	-50
Michigan	119	190	460	427	439	354	153	148	-17	-58
Minnesota	39	58	91	110	124	116	81	80	5	-31
Mississippi	66	93	128	129	116	96	27	34	-25	-65
Missouri	82	106	135	139	176	162	94	85	16	-48
Montana	6	10	13	19	23	21	9	11	10	-44
Nebraska	12	23	25	29	31	28	20	22	-5	-21
Nevada	4	9	8	16	27	27	12	21	71	-24
New Hampshire	3	7	15	11	19	16	10	10	48	-36
New Jersey	79	209	318	213	228	195	102	81	-8	-59
New Mexico	23	39	35	37	66	65	51	31	75	-52
New York	380	759	759	658	813	771	491	353	17	-54
North Carolina	83	94	141	152	223	191	76	65	26	-66
North Dakota	6	8	9	10	11	9	5	6	-12	-33
Ohio	136	198	348	414	455	382	180	139	-8	-64
Oklahoma	55	71	65	77	90	74	28	28	-4	-62
Oregon	23	52	65	60	76	60	29	32	0	-47
Pennsylvania	217	307	432	345	417	368	184	154	7	-58
Puerto Rico	161	166	118	130	124	105	64	37	-19	-65
Rhode Island	18	27	36	30	41	39	34	28	29	-28
South Carolina	24	40	109	80	102	89	32	37	12	-59
South Dakota	8	12	15	13	14	12	5	5	-11	-57
Tennessee	58	99	115	144	203	181	107	132	26	-27
Texas	68	162	225	428	549	484	252	275	13	-43
Utah	16	23	24	31	33	27	16	16	-11	-42
Vermont	4	8	14	14	17	16	10	9	15	-44
Virgin Islands	1	2	2	2	3	4	2	1	52	-71
Virginia	35	66	116	104	134	114	55	53	10	-53
Washington	50	76	97	148	187	177	115	103	20	-42
West Virginia	80	65	58	68	72	62	22	28	-10	-55
Wisconsin	34	60	142	158	153	123	34	40	-22	-67
Wyoming	3	4	5	9	11	9	1	1	-4	-93
United States	3,242	5,483	7,320	7,755	9,611	8,672	4,598	4,073	12	-53

Note: From FY 2000 onward, TANF child recipients include TANF and SSP child recipients but not Tribal TANF recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, 2003 TANF Report to Congress.

Table TANF 14. AFDC/TANF Reciprocity Rates for Children, by State: Selected Fiscal Years 1965–2003
(percent)

	1965	1970	1980	1990	1994	1996	2000	2003	Percent Change	
									1990-96	1996-03
Alabama	4.6	7.7	11.1	8.8	8.9	7.3	3.3	3.2	-17	-56
Alaska	3.1	5.0	8.0	7.4	12.8	12.4	7.9	5.3	67	-57
Arizona	4.8	6.0	4.8	8.6	12.1	9.7	4.7	5.5	12	-44
Arkansas	3.1	5.2	9.3	8.2	7.7	6.4	3.2	2.8	-23	-56
California	6.0	12.3	14.6	16.2	20.8	20.3	12.5	10.7	25	-47
Colorado	4.4	6.4	6.5	7.8	8.3	6.8	1.9	2.2	-13	-67
Connecticut	4.4	6.1	11.8	10.8	14.2	13.7	5.9	4.6	27	-66
Delaware	4.7	7.5	13.4	8.7	10.5	8.9	4.9	5.0	2	-44
Dist. of Columbia	6.0	13.8	40.9	30.7	44.5	44.1	31.4	29.9	44	-32
Florida	4.3	7.6	7.8	8.8	14.1	11.6	3.3	2.6	31	-78
Georgia	3.2	9.1	9.8	11.8	14.6	12.8	4.6	4.5	9	-64
Hawaii	3.6	6.5	14.5	10.5	13.6	14.5	17.2	9.0	39	-38
Idaho	2.7	4.2	4.7	3.6	4.6	4.6	0.5	0.7	27	-85
Illinois	5.3	7.5	14.6	14.8	15.7	14.4	6.0	2.5	-3	-83
Indiana	2.0	3.0	6.9	7.3	9.8	7.0	4.7	7.1	-5	2
Iowa	3.2	4.7	8.4	8.8	9.9	8.2	5.0	5.0	-8	-38
Kansas	3.5	5.4	7.5	7.9	8.5	7.0	3.2	4.0	-12	-43
Kentucky	4.9	8.3	10.9	12.4	14.1	12.4	6.7	5.7	-0	-54
Louisiana	5.5	11.3	11.8	16.5	14.6	13.3	4.9	3.9	-20	-70
Maine	3.9	7.7	12.5	11.5	13.1	11.8	7.5	7.2	3	-39
Maryland	4.6	7.3	12.4	10.6	12.0	11.1	4.1	3.7	5	-66
Massachusetts	3.8	8.1	15.3	12.4	13.9	10.6	4.9	5.2	-15	-51
Michigan	3.7	5.8	16.7	17.4	17.4	13.9	5.9	5.8	-20	-58
Minnesota	2.9	4.2	7.7	9.4	10.1	9.3	6.4	6.4	-0	-31
Mississippi	7.0	11.1	15.7	17.6	15.3	12.7	3.5	4.4	-28	-65
Missouri	5.2	6.9	9.9	10.6	12.9	11.6	6.6	6.1	10	-48
Montana	2.0	4.0	5.7	8.4	9.7	8.9	3.8	5.3	6	-41
Nebraska	2.3	4.4	5.5	6.8	7.0	6.1	4.4	4.9	-10	-19
Nevada	2.5	5.2	3.8	5.0	7.1	6.5	2.2	3.6	29	-45
New Hampshire	1.4	2.6	5.8	3.9	6.6	5.4	3.1	3.3	40	-39
New Jersey	3.4	8.8	16.0	11.7	11.7	9.9	4.9	3.8	-16	-61
New Mexico	5.2	9.5	8.5	8.3	13.5	13.1	10.1	6.2	59	-53
New York	6.3	13.0	16.2	15.4	18.0	17.0	10.6	7.8	11	-54
North Carolina	4.4	5.3	8.5	9.3	12.6	10.4	3.8	3.1	12	-70
North Dakota	2.3	3.6	4.7	6.0	6.3	5.4	3.6	4.1	-10	-24
Ohio	3.6	5.3	11.2	14.9	16.0	13.4	6.3	4.9	-10	-63
Oklahoma	6.4	8.5	7.6	9.1	10.4	8.5	3.1	3.2	-7	-62
Oregon	3.3	7.4	9.0	8.1	9.7	7.4	3.4	3.7	-8	-50
Pennsylvania	5.5	8.0	13.8	12.3	14.4	12.8	6.3	5.4	4	-58
Rhode Island	5.9	9.1	14.7	13.4	17.5	16.5	13.8	11.5	23	-30
South Carolina	2.3	4.2	11.6	8.7	10.8	9.4	3.2	3.6	8	-62
South Dakota	3.1	5.0	7.1	6.7	6.6	5.9	2.7	2.6	-12	-55
Tennessee	4.2	7.5	8.9	11.8	15.7	13.7	7.7	9.5	16	-31
Texas	1.7	4.1	5.2	8.7	10.4	8.8	4.2	4.4	1	-50
Utah	3.7	5.4	4.4	4.9	4.9	4.0	2.3	2.1	-19	-47
Vermont	2.7	5.4	9.9	9.5	11.7	10.8	7.2	6.3	13	-41
Virginia	2.2	4.1	7.9	6.8	8.4	7.0	3.1	3.0	3	-58
Washington	4.7	6.5	8.5	11.3	13.3	12.4	7.6	6.9	9	-44
West Virginia	12.2	11.2	10.4	15.7	16.8	14.6	5.5	7.1	-7	-52
Wisconsin	2.2	3.8	10.5	12.1	11.4	9.1	2.5	3.0	-25	-67
Wyoming	2.1	3.2	3.4	7.0	8.1	6.8	0.8	0.5	-2	-92
United States	4.4	7.6	11.3	11.9	14.0	12.4	6.3	5.5	4	-55

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

Sources: U. S. Department of Health and Human Services and U.S. Bureau of the Census, (Resident population by state available on line at <http://www.census.gov/population/estimates/state/>).

Table TANF 15. TANF and Separate State Program (SSP) Families and Recipients: 2003
(thousands)

	Families			All Recipients			Child Recipients		
	TANF	SSP	Total	TANF	SSP	Total	TANF	SSP	Total
Alabama	18.8	0.3	19.1	44.7	1.0	45.7	35.2	0.5	35.8
Alaska	5.3	–	5.3	15.2	–	15.2	10.1	–	10.1
Arizona	47.8	–	47.8	113.0	–	113.0	82.8	–	82.8
Arkansas	11.2	–	11.2	25.4	–	25.4	18.9	–	18.9
California	449.7	45.7	495.4	1,111.6	191.1	1,302.7	891.3	119.1	1,010.5
Colorado	13.5	–	13.5	35.4	–	35.4	25.8	–	25.8
Connecticut	21.0	3.5	24.5	45.0	11.0	56.0	32.1	6.6	38.7
Delaware	5.6	0.1	5.7	12.7	0.6	13.3	9.7	0.3	10.0
District of Columbia	16.6	0.4	17.0	42.3	1.0	43.4	31.8	0.7	32.5
Florida	58.1	1.9	60.0	120.0	7.7	127.7	96.9	3.9	100.8
Georgia	55.9	0.7	56.6	133.8	2.7	136.5	103.1	1.4	104.5
Guam	3.1	–	3.1	10.8	–	10.8	–	–	0.0
Hawaii	9.8	3.9	13.6	25.7	15.2	40.9	18.0	8.8	26.8
Idaho	1.7	–	1.7	3.1	–	3.1	2.5	–	2.5
Illinois	37.9	0.5	38.4	98.0	0.9	98.9	80.3	0.3	80.6
Indiana	52.7	3.3	56.0	140.3	14.6	154.9	105.8	8.2	114.0
Iowa	20.0	2.1	22.1	52.2	2.1	54.3	34.9	0.0	34.9
Kansas	15.3	–	15.3	39.7	–	39.7	27.6	–	27.6
Kentucky	34.9	–	34.9	77.0	–	77.0	57.0	–	57.0
Louisiana	22.8	–	22.8	57.8	–	57.8	46.3	–	46.3
Maine	9.8	1.5	11.3	27.1	5.2	32.3	17.4	3.1	20.5
Maryland	26.1	2.8	29.0	61.8	8.9	70.7	46.0	5.6	51.6
Massachusetts	49.4	0.1	49.5	109.1	0.3	109.4	76.6	0.2	76.7
Michigan	75.1	–	75.1	200.6	–	200.6	147.8	–	147.8
Minnesota	36.5	5.1	41.6	94.6	22.5	117.2	67.9	12.4	80.3
Mississippi	19.8	–	19.8	45.7	–	45.7	33.6	–	33.6
Missouri	40.8	6.1	46.9	101.9	18.7	120.6	73.0	12.2	85.2
Montana	6.2	–	6.2	17.3	–	17.3	11.4	–	11.4
Nebraska	10.9	1.1	12.0	26.9	4.5	31.4	19.4	2.4	21.8
Nevada	10.6	0.8	11.4	25.3	2.9	28.2	19.2	1.6	20.8
New Hampshire	6.1	0.2	6.2	14.2	0.7	14.8	9.7	0.4	10.1
New Jersey	42.4	1.6	44.1	102.6	7.1	109.7	77.2	3.8	81.0
New Mexico	16.6	–	16.6	44.1	–	44.1	31.2	–	31.2
New York	148.8	47.3	196.1	338.7	162.4	501.1	243.4	109.2	352.6
North Carolina	40.4	–	40.4	84.2	–	84.2	65.4	–	65.4
North Dakota	3.4	–	3.4	8.7	–	8.7	6.1	–	6.1
Ohio	84.3	–	84.3	187.6	–	187.6	139.2	–	139.2
Oklahoma	15.0	–	15.0	36.8	–	36.8	28.1	–	28.1
Oregon	18.7	–	18.7	42.7	–	42.7	31.5	–	31.5
Pennsylvania	80.9	–	80.9	210.4	–	210.4	153.8	–	153.8
Puerto Rico	18.9	–	18.9	53.5	–	53.5	37.2	–	37.2
Rhode Island	13.3	1.5	14.9	35.5	5.3	40.8	24.8	3.2	28.0
South Carolina	20.7	–	20.7	50.6	–	50.6	36.7	–	36.7
South Dakota	2.8	–	2.8	6.3	–	6.3	5.2	–	5.2
Tennessee	68.7	1.3	69.9	180.9	4.6	185.6	129.7	2.8	132.5
Texas	133.2	6.6	139.8	334.4	28.3	362.7	259.4	15.3	274.7
Utah	8.5	0.0	8.6	21.8	0.2	22.0	15.6	0.1	15.7
Vermont	4.9	0.4	5.3	12.7	1.0	13.7	8.1	0.6	8.7
Virgin Islands	0.5	–	0.5	1.5	–	1.5	1.1	–	1.1
Virginia	25.2	7.0	32.2	58.2	16.6	74.8	41.7	11.6	53.2
Washington	54.7	3.0	57.7	135.9	12.9	148.8	94.9	8.2	103.1
West Virginia	15.8	–	15.8	40.7	–	40.7	27.6	–	27.6
Wisconsin	20.5	0.4	20.8	49.0	1.4	50.4	39.2	0.9	40.1
Wyoming	0.4	0.0	0.4	0.7	0.0	0.7	0.6	0.0	0.6
U.S. Total	2,032	149	2,181	4,965	551	5,517	3,730	344	4,073

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

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

Table TANF 16. Recipients with Earnings in Current and Following Quarters: Fiscal Year 2002

State	Adult TANF Recipients (thousands)	Percentage with Earnings		Percentage without Earnings	
		Total	With Earnings in Following Quarter	Total	With Earnings in Following Quarter
Alabama	10.9	38	73	62	21
Alaska	6.8	45	80	55	20
Arizona	30.1	35	70	65	19
Arkansas	9.0	42	76	58	25
California	273.4	39	82	61	13
Colorado	10.3	37	71	63	22
Connecticut	18.0	41	78	59	19
Delaware	3.6	44	74	56	22
Dist. of Columbia	12.1	35	73	65	15
Florida	37.1	38	76	62	23
Georgia	35.0	34	72	66	16
Hawaii	10.7	39	86	61	13
Idaho	0.7	43	78	57	29
Illinois	32.0	39	81	61	17
Indiana	45.6	48	80	52	21
Iowa	21.7	47	77	53	23
Kansas	13.5	47	75	53	24
Kentucky	24.4	37	72	63	20
Louisiana	15.4	32	65	68	24
Maine	9.9	43	80	57	18
Maryland	19.8	34	72	66	19
Massachusetts	38.3	26	65	74	14
Michigan	64.9	36	70	64	18
Minnesota	31.7	42	72	58	21
Mississippi	12.6	32	69	68	19
Missouri	40.2	48	78	52	24
Montana	7.1	40	74	60	22
Nebraska	9.1	49	76	51	23
Nevada	8.6	43	77	57	22
New Hampshire	5.5	38	75	62	18
New Jersey	31.0	31	72	69	17
New Mexico	17.6	41	75	59	23
New York	NA	NA	NA	NA	NA
North Carolina	27.3	39	73	61	23
North Dakota	3.0	46	77	54	20
Ohio	63.0	39	75	61	21
Oklahoma	11.1	44	71	56	23
Oregon	13.3	25	71	75	15
Pennsylvania	67.6	34	71	66	18
Rhode Island	13.3	37	77	63	15
South Carolina	18.4	43	79	57	20
South Dakota	1.6	30	73	70	20
Tennessee	52.6	45	77	55	20
Texas	94.5	40	77	60	20
Utah	7.0	38	72	62	21
Vermont	5.8	42	76	58	19
Virginia	21.8	45	77	55	23
Washington	52.3	39	74	61	19
West Virginia	16.6	36	75	64	17
Wisconsin	10.9	33	72	67	19
Wyoming	0.2	43	71	57	28
All Reporting States	1,387	39	76	61	18

Note: "TANF adult recipients" is unduplicated roster of adults who received TANF benefits at any time during a quarter, averaged over four quarters in fiscal year. Data are not available for New York, which did not participate in the High Performance Bonus. Note also that TANF receipt and the presence of earnings may occur at different months within the quarter.

Source: Unpublished ACF calculations of High Performance Bonus data.

Table TANF 17. Patterns of TANF Receipt: Fiscal Year 2002

State	Adult TANF Recipients in Qtr(t) (thousands)	Percentage of Adult TANF Recipients Also Receiving Benefits in Following Quarters			
		Qtr(t+1)	Qtr(t+2)	Qtr(t+3)	Qtr(t+4)
Alabama	10.9	74	54	44	39
Alaska	6.8	77	60	50	43
Arizona	30.1	76	59	51	47
Arkansas	9.0	71	50	37	29
California	273.4	83	70	62	56
Colorado	10.3	73	54	43	37
Connecticut	18.0	79	62	49	40
Delaware	3.6	77	59	49	43
Dist. of Columbia	12.1	86	75	67	62
Florida	37.1	57	38	30	25
Georgia	35.0	78	60	49	42
Hawaii	10.7	80	66	56	49
Idaho	0.7	47	21	14	11
Illinois	32.0	78	60	47	38
Indiana	45.6	82	67	55	44
Iowa	21.7	75	57	48	42
Kansas	13.5	73	55	47	42
Kentucky	24.4	77	59	48	41
Louisiana	15.4	72	52	41	33
Maine	9.9	79	64	56	51
Maryland	19.8	78	62	51	45
Massachusetts	38.3	79	66	58	52
Michigan	64.9	75	59	50	46
Minnesota	31.7	82	68	59	53
Mississippi	12.6	76	59	50	43
Missouri	40.2	79	64	53	45
Montana	7.1	76	61	54	49
Nebraska	9.1	74	60	53	48
Nevada	8.6	76	54	39	29
New Hampshire	5.5	77	60	51	44
New Jersey	31.0	79	64	55	50
New Mexico	17.6	69	50	42	36
New York	NA	NA	NA	NA	NA
North Carolina	27.3	69	48	37	30
North Dakota	3.0	76	61	53	48
Ohio	63.0	72	52	42	36
Oklahoma	11.1	72	52	42	35
Oregon	13.3	76	60	50	43
Pennsylvania	67.6	79	64	56	51
Rhode Island	13.3	86	76	68	62
South Carolina	18.4	73	52	41	33
South Dakota	1.6	67	47	39	34
Tennessee	52.6	85	74	67	63
Texas	94.5	78	60	48	41
Utah	7.0	72	52	42	35
Vermont	5.8	78	63	54	48
Virginia	21.8	79	62	52	39
Washington	52.3	74	57	49	44
West Virginia	16.6	74	56	47	41
Wisconsin	10.9	77	59	49	44
Wyoming	0.2	48	21	14	10
All Reporting States	1,387	78	62	52	46

Note: "Adult TANF Recipients in Qtr(t)" is unduplicated roster of adults who received TANF benefits at any time during a quarter, averaged over four quarters in fiscal year. Data are not available for New York, which did not participate in the High Performance Bonus. This table examines length of receipt for all recipients receiving TANF in the selected quarter, in contrast to Table IND 8 in Chapter II, which looked at *new* entrants to AFDC/TANF. Another difference is that in this table, a recipient is counted as a recipient each quarter in which there is at least one month of receipt, even if the recipient has a gap of non-receipt for several months.

Source: Unpublished ACF calculations of High Performance Bonus data.

Food Stamp Program

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

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

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

In addition to the regular Food Stamp Program, the Food Stamp Act authorizes alternative programs in Puerto Rico, the Northern Mariana Islands, and American Samoa. The largest of these, the Nutrition Assistance Program in Puerto Rico, was funded under a federal block grant of over \$1.3 billion in 2002. Unless noted otherwise, the food stamp caseload and expenditure data in this Appendix *exclude* costs for the Nutrition Assistance Program (NAP) in Puerto Rico. (Prior editions of this Appendix included NAP, but caseload and expenditure data in this Appendix are now limited to the Food Stamp Program, to be consistent with FSP data published by the USDA.)

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

Monthly income is the most important determinant of household eligibility. Except for households composed entirely of TANF, SSI, General Assistance, elderly or disabled recipients, 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. Households also must not have more than \$2,000 in assets comprised of cash, savings, stocks and bonds, and certain vehicles (households with an elderly or disabled member can have up to \$3,000 in countable assets).

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

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

Recent Legislative and Regulatory Changes

Title IV and subtitle A of title VIII of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) 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 made significant changes in the eligibility of noncitizens for food stamp benefits. As first enacted, most qualified aliens, including legal immigrants (illegal aliens were already ineligible) were barred from receiving food stamps until citizenship. Subsequently, the Agriculture Research, Extension and Education Reform Act of 1998 (Public Law 105-185) restored food stamp eligibility to certain groups of qualified aliens who were legally residing in the United States before passage of PRWORA on August 22, 1996 and were over 65 years of age on that date or were under age 18 or disabled.

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

Recent regulatory and legislative changes have been made to increase access to food stamps among working poor families. Regulatory changes announced in July 1999 and expanded in November 2000 allow states to reduce reporting requirements and make it easier for working families to report income changes on a semiannual basis. Under the November 2000 regulations, states also have the option of providing a three-month transitional food stamp benefit to most families leaving TANF. 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 (P.L. 106-387) provides states with the option of liberalizing the treatment of vehicle assets to align with the states' TANF rules on vehicle eligibility. These changes were intended to address concerns that some of the decline in food stamp caseloads may be leaving poor families without nutritional assistance as they make the transition from welfare dependence to full self-sufficiency.

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

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

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

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

Food Stamp Program Data

The following six tables and accompanying figure provide information about the Food Stamp Program:

- Tables FSP 1 and FSP 2 and Figure FSP 1 present national caseload and expenditure trend data on the Food Stamp Program as discussed below;

- Table FSP 3 presents some demographic characteristics of the food stamp caseload; and
- Tables FSP 4 through FSP 6 present some state-by-state trend data on the FSP through fiscal year 2003.

Food Stamp Caseload Trends (Table FSP 1). Average monthly food stamp participation was 21.3 million persons in fiscal year 2003, excluding the participants in Puerto Rico's block grant. This represents a significant increase over the fiscal year 2000 record-low average of 17.2 million participants. It is, however, well below the peak of 27.5 million recipients in fiscal year 1994. Both in absolute numbers and as a percentage of the population, food stamp reciprocity in 2000 was lower than at any point in the previous twenty years. See also Table IND 3b and Table IND 4b in Chapter II for further data trends in food stamp caseload, specifically, food stamp reciprocity and participation rates.

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

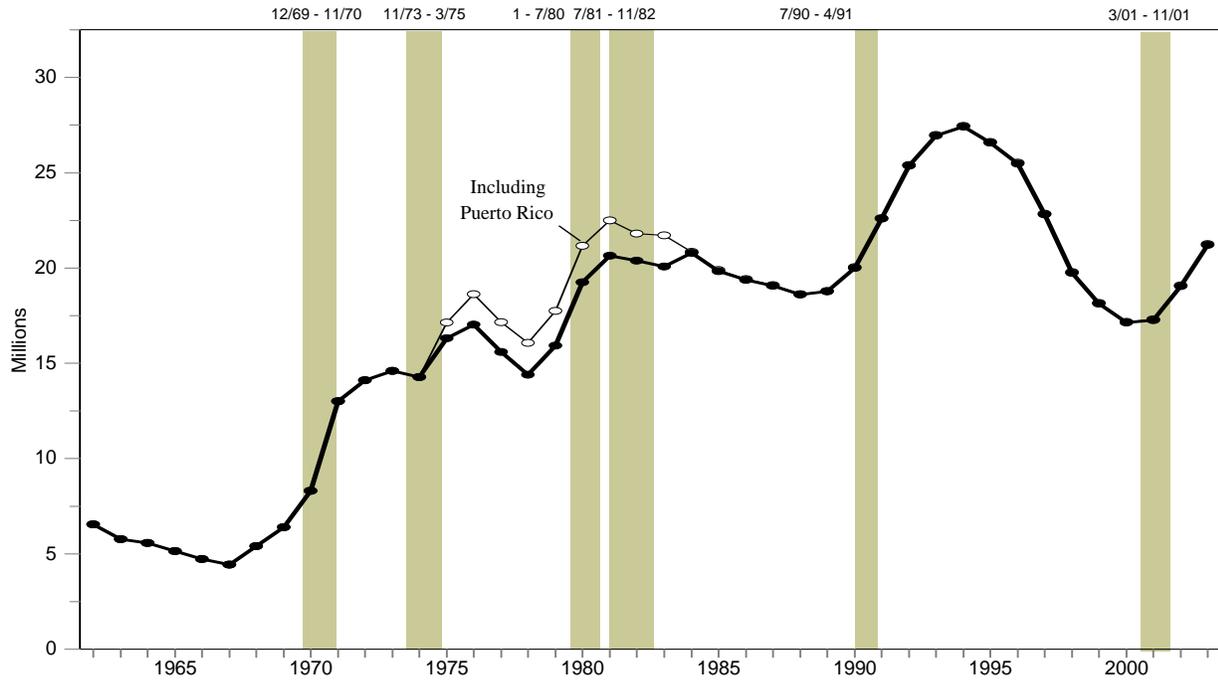
The decline in participation from 1994 to 2000 was caused by several factors, according to studies of this period. Part of the decline is associated with the strong economy in the second half of the 1990s. However, participation fell more sharply than expected during this period of sustained economic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

The increase in FSP participation from 2000 to 2003 occurred during a period when unemployment increased from four percent to six percent, 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.

Food Stamp Expenditures. Total program costs, shown in Table FSP 2, were considerably higher in 2003 than 2002, reflecting the increase in participation during that period as well as an increase in average benefits. Total federal program costs were \$23.9 billion in 2003; the comparable 2002 cost was \$21.1 billion (after adjusting for inflation). Average monthly benefits per person, also shown in Table FSP 2, were \$83.90 per person in fiscal year 2003, up from \$81.60 in 2002. This constitutes a 3 percent increase in average monthly benefits over the last year adjusted to 2003 dollars.

Food Stamp Household Characteristics. As shown in Table FSP 3, the proportion of food stamp households with earnings has increased, from about 20 percent for most of the 1980s and early 1990s, to 28 percent in 2003. At the same time, the proportion of households with income from AFDC/TANF has declined, from 43 percent in 1990 to 17 percent in 2003, following the dramatic decline in AFDC/TANF caseloads. Over half of all food stamp households have children, although the proportion has declined somewhat from over 60 percent in most of the 1980s and early 1990s to 55 percent in 2003. The vast majority (88 percent in 2003) of households have incomes below the federal poverty guidelines.

Figure FSP 1. Persons Receiving Food Stamps: 1962–2003



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

Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank.

Table FSP 1. Trends in Food Stamp Caseloads: Selected Years 1962–2003

Fiscal Year	Food Stamp Participants			Participants as a Percent of:			Child Participants as a Percent of:	
	Including Territories ¹ (thousands)	Excluding Territories (thousands)	Children Excl. Terr. (thousands)	Total Population ²	All Poor Persons ²	Pretransfer Poverty Population ³	Total Child Population ²	Children in Poverty ²
1962	6,554	6,554	NA	3.5	17.0	NA	NA	NA
1965	5,167	5,167	NA	2.7	15.6	NA	NA	NA
1970	8,317	8,317	NA	4.1	32.7	NA	NA	NA
1971	13,010	13,010	NA	6.3	50.9	NA	NA	NA
1972	14,111	14,111	NA	6.7	57.7	NA	NA	NA
1973	14,607	14,607	NA	6.9	63.6	NA	NA	NA
1974	14,288	14,288	NA	6.7	61.1	NA	NA	NA
1975 ⁴	17,152	16,320	NA	7.6	63.1	NA	NA	NA
1976	18,628	17,033	9,126	7.8	68.2	NA	13.8	88.8
1977	17,161	15,604	NA	7.1	63.1	NA	NA	NA
1978	16,077	14,405	NA	6.5	58.8	NA	NA	NA
1979 ⁵	17,758	15,942	NA	7.1	61.1	57.1	NA	NA
1980	21,173	19,253	9,876	8.5	65.8	60.7	15.5	85.6
1981	22,518	20,655	9,803	9.0	64.6	60.8	15.5	78.4
1982	21,808	20,392	9,591	8.8	59.3	56.3	15.3	70.3
1983	21,727	20,095	10,910	8.6	61.4	58.5	17.4	78.4
1984	20,854	20,796	10,492	8.8	61.7	58.5	16.8	78.2
1985	19,899	19,847	9,906	8.3	60.0	56.6	15.7	75.3
1986	19,429	19,381	9,844	8.1	59.9	56.2	15.7	76.5
1987	19,113	19,072	9,771	7.9	59.2	55.6	15.5	76.1
1988	18,645	18,613	9,351	7.6	58.6	55.2	14.8	75.1
1989	18,806	18,778	9,429	7.6	59.6	55.6	14.9	74.9
1990	20,049	20,020	10,127	8.0	59.6	55.7	15.8	75.4
1991	22,625	22,599	11,952	8.9	63.3	59.3	18.3	83.3
1992	25,406	25,370	13,349	9.9	66.7	64.0	20.1	87.3
1993	26,982	26,952	14,196	10.4	68.6	63.8	21.0	90.3
1994	27,468	27,433	14,391	10.4	72.1	66.8	21.0	94.1
1995	26,619	26,579	13,860	10.0	73.0	67.6	20.0	94.5
1996	25,543	25,495	13,189	9.5	69.8	64.6	18.8	91.2
1997	22,858	22,820	11,847	8.4	64.1	59.9	16.7	83.9
1998	19,791	19,748	10,524	7.2	57.3	53.8	14.7	78.1
1999	18,183	18,146	9,332	6.5	56.3	52.5	13.0	76.0
2000	17,194	17,156	8,743	6.1	55.1	51.8	12.1	75.5
2001	17,316	17,280	8,819	6.1	52.5	49.2	12.1	75.2
2002	19,095	19,058	9,688	6.6	55.1	52.1	13.3	79.8
2003	21,260	21,223	10,605	7.3	59.0	NA	14.5	82.4

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

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

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

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

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

Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank, the *1996 Green Book*, and U.S. Bureau of the Census, "Income, Poverty, and Health Insurance in the United States: 2003," *Current Population Reports*, Series P60-226.

Table FSP 2. Trends in Food Stamp Expenditures: Selected Years 1975–2003

Fiscal Year	Total Federal Cost (Benefits + Administration)		Benefits (Federal) (millions)	Administration ¹		Total Program Cost (millions)	Average Monthly Benefit per Person	
	Current Dollars (millions)	2003 Dollars ² (millions)		Federal (millions)	State & Local (millions)		Current Dollars	2003 Dollars ²
	1975	\$4,619	\$15,603	\$4,386	\$233	\$175	\$4,794	\$21.30
1976	5,685	17,980	5,326	359	270	5,955	23.90	75.60
1977	5,461	16,076	5,067	394	295	5,756	24.80	73.00
1978	5,520	15,244	5,139	381	285	5,805	26.60	73.50
1979 ³	6,940	17,624	6,480	460	388	7,328	30.50	77.50
1980	9,206	21,019	8,721	486	375	9,581	34.50	78.80
1981	11,225	23,303	10,630	595	504	11,729	39.50	82.00
1982	10,837	21,019	10,208	628	557	11,394	39.20	74.90
1983	11,847	21,978	11,152	695	612	12,459	43.00	79.80
1984 ⁴	11,579	20,603	10,696	883 ⁵	805	12,384	42.70	76.00
1985	11,703	20,102	10,744	960	871	12,574	45.00	77.30
1986	11,638	19,497	10,605	1,033	935	12,573	45.50	76.20
1987	11,604	18,903	10,500	1,104	996	12,600	45.80	74.60
1988	12,317	19,275	11,149	1,168	1,080	13,397	49.80	77.90
1989	12,932	19,314	11,701	1,232	1,101	14,033	51.80	77.40
1990	15,490	22,038	14,186	1,305	1,174	16,664	59.00	83.90
1991	18,771	25,421	17,339	1,432	1,247	20,018	63.90	86.50
1992	22,462	29,525	20,906	1,557	1,375	23,837	68.60	90.20
1993	23,653	30,180	22,006	1,647	1,572	25,225	68.00	86.80
1994	24,493	30,445	22,749	1,744	1,643	26,136	69.00	85.80
1995	24,620	29,774	22,764	1,856	1,748	26,368	71.30	86.20
1996	24,331	28,631	22,440	1,891	1,842	26,173	73.20	86.10
1997	21,485	24,618	19,549	1,937	1,904	23,389	71.30	81.70
1998	18,888	21,296	16,891	1,998	1,988	20,876	71.10	80.20
1999	17,710	19,594	15,769	1,941	1,874	19,584	72.30	80.00
2000	17,054	18,282	14,983	2,070	2,086	19,140	72.60	77.80
2001	17,790	18,476	15,547	2,242	2,233	20,023	74.80	77.70
2002	20,644	21,128	18,256	2,388	2,397	23,041	79.70	81.60
2003	23,872	23,872	21,404	2,468	2,480	26,352	83.90	83.90

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 2002 level were made using a CPI-U-X1 fiscal year average price index.

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

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

Note: Total federal cost includes food stamps in Puerto Rico (1975-1982). This table differs from versions published in earlier years in that it does not include the costs of the Family Food Assistance Program in the period from 1975 to 1983. The cost of benefits does include food stamps in Puerto Rico from 1975 to 1982 but (for consistency with the reporting of the Food and Nutrition Service) the total expenditures for benefits does not include the funding for the Puerto Rico nutrition assistance grant from the last quarter of FY 1982 when it replaced Puerto Rico's food stamp program to the present. (Puerto Rico's nutrition assistance grant was \$778 million in 1983 and rose to over \$1.3 billion in 2002.)

Source: U.S. Department of Agriculture, Food and Nutrition Service unpublished data from the National Data Bank; and the 2004 Green Book.

Table FSP 3. Characteristics of Food Stamp Households: 1980–2003
(percents)

	Year ¹									
	1980	1984	1988	1990	1994	1996	1998	2000	2002	2003
With Gross Monthly Income:										
Below the Federal Poverty Levels.....	87	93	92	92	90	91	90	89	88	88
Between the Poverty Levels and 130 Percent of the Poverty Levels.....	10	6	8	8	9	8	9	10	11	10
Above 130 Percent of Poverty.....	2	1	*	*	1	1	1	1	1	2
With Earnings.....	19	19	20	19	21	23	26	27	28	28
With Public Assistance Income ².....	65	71	72	73	69	67	65	63	56	52
With AFDC/TANF Income.....	NA	42	42	43	38	37	31	26	21	17
With SSI Income.....	18	18	20	19	23	24	28	32	29	28
With Children.....	60	61	61	61	61	60	58	54	54	55
And Female Heads of Household.....	NA	47	50	51	51	50	47	44	44	44
With No Spouse Present	NA	NA	39	37	43	43	41	38	37	37
With Elderly Members ³.....	23	22	19	18	16	16	18	21	19	18
Average Household Size.....	2.8	2.8	2.8	2.7	2.6	2.5	2.4	2.3	2.3	2.3

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

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

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

* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2003* and earlier years.

Table FSP 4. Value of Food Stamps Issued, by State: Selected Fiscal Years 1975–2003
(millions)

	1975	1980	1985	1990	1995	2000	2002	2003
Alabama	\$103	\$246	\$318	\$328	\$441	\$344	\$417	\$466
Alaska	6	27	25	25	50	46	59	66
Arizona	41	97	121	239	414	240	386	498
Arkansas	78	122	126	155	212	206	265	304
California	361	530	639	968	2,473	1,639	1,706	1,813
Colorado	44	71	94	156	217	127	165	203
Connecticut	36	59	62	72	169	138	146	165
Delaware	6	21	22	25	47	31	39	48
Dist. of Columbia	31	41	40	43	92	77	76	90
Florida	207	421	368	609	1,307	771	878	988
Georgia	129	264	290	382	700	489	621	782
Guam	2	15	18	15	24	36	52	53
Hawaii	23	60	93	81	177	166	152	156
Idaho	11	29	36	40	59	46	62	77
Illinois	238	394	713	835	1,056	777	923	1,053
Indiana	58	154	242	226	382	268	408	484
Iowa	28	54	107	109	142	100	129	149
Kansas	12	38	64	96	144	83	113	140
Kentucky	135	211	332	334	413	337	410	486
Louisiana	148	243	365	549	629	448	587	685
Maine	31	60	62	63	112	81	97	124
Maryland	76	140	171	203	365	199	215	257
Massachusetts	75	171	173	207	315	182	209	254
Michigan	124	263	541	663	806	457	645	783
Minnesota	40	62	105	165	240	165	201	227
Mississippi	110	199	264	352	383	226	298	335
Missouri	82	142	212	312	488	358	477	568
Montana	11	18	31	41	57	51	58	69
Nebraska	11	25	44	59	77	61	74	89
Nevada	10	15	22	41	91	57	96	113
New Hampshire	11	22	15	20	44	28	35	40
New Jersey	125	226	260	289	506	304	314	339
New Mexico	48	81	88	117	196	140	154	184
New York	209	726	938	1,086	2,065	1,361	1,479	1,677
North Carolina	122	234	237	282	495	403	536	645
North Dakota	5	9	16	25	32	25	31	37
Ohio	253	382	697	861	1,017	520	726	879
Oklahoma	38	73	134	186	315	208	288	362
Oregon	56	80	142	168	254	198	319	381
Pennsylvania	175	373	547	661	1,006	656	700	785
Rhode Island	18	31	35	42	82	59	64	69
South Carolina	121	181	194	240	297	249	352	443
South Dakota	8	18	26	35	40	37	45	51
Tennessee	115	282	280	372	554	415	552	722
Texas	314	514	701	1,429	2,246	1,215	1,522	1,881
Utah	12	22	40	71	90	68	80	102
Vermont	9	18	20	22	46	32	34	38
Virgin Islands	6	19	23	18	28	263	305	366
Virginia	63	158	189	247	450	21	17	18
Washington	70	90	140	229	417	241	318	394
West Virginia	56	87	159	192	253	185	198	216
Wisconsin	29	68	148	180	220	129	197	233
Wyoming	3	6	15	21	28	19	22	24
United States	\$4,386	\$8,721	\$10,744	\$14,186	\$22,764	\$14,983	\$18,256	\$21,412

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, unpublished data from the Food Stamp National Data Bank.

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

	1975	1980	1985	1990	1996	2000	2002	2003	Percent Change	
									90-96	96-03
Alabama	365	583	588	454	509	396	444	472	12	-7
Alaska	15	29	22	25	46	38	46	51	84	10
Arizona	143	196	206	317	427	259	379	466	35	9
Arkansas	267	301	253	235	274	247	284	310	17	13
California	1,455	1,493	1,615	1,955	3,143	1,830	1,710	1,708	61	-46
Colorado	150	163	170	221	244	156	178	208	10	-15
Connecticut	155	170	145	133	223	165	169	181	67	-19
Delaware	26	52	40	33	58	32	40	46	74	-20
Dist. of Columbia	122	103	72	62	93	81	74	82	49	-12
Florida	647	912	630	781	1,371	882	985	1,041	75	-24
Georgia	498	627	567	536	793	559	646	750	48	-5
Guam	6	22	20	12	18	22	24	24	50	36
Hawaii	75	102	99	77	130	118	105	100	69	-23
Idaho	39	61	59	59	80	58	70	82	36	2
Illinois	926	903	1,110	1,013	1,105	817	886	954	9	-14
Indiana	392	353	406	311	390	300	411	470	25	21
Iowa	115	141	203	170	177	123	141	154	4	-13
Kansas	58	90	119	142	172	117	140	161	21	-6
Kentucky	472	468	560	458	486	403	450	503	6	4
Louisiana	510	569	644	727	670	500	588	655	-8	-2
Maine	126	139	114	94	131	102	111	133	39	1
Maryland	261	324	287	255	375	219	228	252	47	-33
Massachusetts	365	453	337	347	374	232	243	292	8	-22
Michigan	619	813	985	917	935	603	750	838	2	-10
Minnesota	167	171	228	263	295	196	217	235	12	-20
Mississippi	376	496	495	499	457	276	325	356	-8	-22
Missouri	300	335	362	431	554	423	515	592	28	7
Montana	38	43	58	57	71	59	63	71	25	1
Nebraska	49	66	94	95	102	82	88	99	7	-2
Nevada	32	32	32	50	97	61	97	111	94	15
New Hampshire	44	50	28	31	53	36	41	45	73	-15
New Jersey	490	605	464	382	540	345	320	339	42	-37
New Mexico	157	185	157	157	235	169	170	195	49	-17
New York	1,291	1,759	1,834	1,548	2,099	1,439	1,349	1,436	36	-32
North Carolina	466	582	474	419	631	488	574	649	51	3
North Dakota	19	25	33	39	40	32	37	40	2	-0
Ohio	854	865	1,133	1,089	1,045	610	735	855	-4	-18
Oklahoma	171	209	263	267	354	253	317	380	33	7
Oregon	201	197	228	216	288	234	359	398	33	39
Pennsylvania	848	980	1,032	952	1,124	777	767	823	18	-27
Rhode Island	86	87	69	64	91	74	72	74	42	-18
South Carolina	410	426	373	299	358	295	379	451	20	26
South Dakota	33	43	48	50	49	43	48	51	-3	5
Tennessee	397	624	518	527	638	496	598	728	21	14
Texas	1,133	1,167	1,263	1,880	2,372	1,333	1,554	1,872	26	-21
Utah	46	54	75	99	110	82	90	106	11	-4
Vermont	44	46	44	38	56	41	40	41	47	-27
Virgin Islands	16	34	32	18	31	336	352	394	75	1185
Virginia	257	384	360	346	538	16	12	13	55	-98
Washington	253	248	281	340	478	295	350	404	41	-16
West Virginia	242	209	278	262	300	227	236	247	14	-18
Wisconsin	148	215	363	286	283	193	262	297	-1	5
Wyoming	10	14	27	28	33	22	24	25	17	-23
United States	17,192	21,082	19,899	20,067	25,542	17,194	19,095	21,260	27	-17

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, unpublished data from the National Data Bank.

Table FSP 6. Food Stamp Reciprocity Rates, by State: Selected Fiscal Years
(percent)

	1975	1980	1985	1990	1996	2000	2002	2003	Percent Change	
									90-96	96-03
Alabama	9.9	14.9	14.8	11.2	11.8	8.9	9.9	10.5	5	-11
Alaska	4.0	7.1	4.1	4.5	7.6	6.0	7.2	7.8	67	3
Arizona	6.3	7.1	6.5	8.6	9.3	5.0	7.0	8.4	8	-10
Arkansas	12.4	13.1	10.9	10.0	10.6	9.2	10.5	11.4	7	7
California	6.8	6.3	6.1	6.5	9.8	5.4	4.9	4.8	50	-51
Colorado	5.8	5.6	5.3	6.7	6.2	3.6	4.0	4.6	-7	-26
Connecticut	5.0	5.5	4.5	4.0	6.7	4.8	4.9	5.2	65	-22
Delaware	4.5	8.7	6.5	5.0	7.8	4.1	4.9	5.6	57	-28
Dist. of Columbia	17.2	16.1	11.4	10.3	16.2	14.1	13.0	14.5	58	-10
Florida	7.6	9.3	5.5	6.0	9.2	5.5	5.9	6.1	54	-34
Georgia	9.8	11.4	9.5	8.2	10.6	6.8	7.6	8.6	28	-18
Hawaii	8.4	10.6	9.5	6.9	10.8	9.7	8.5	8.0	57	-26
Idaho	4.6	6.4	5.9	5.8	6.6	4.5	5.2	6.0	15	-10
Illinois	8.2	7.9	9.7	8.8	9.1	6.6	7.0	7.5	3	-17
Indiana	7.3	6.4	7.4	5.6	6.6	4.9	6.7	7.6	18	15
Iowa	4.0	4.8	7.2	6.1	6.2	4.2	4.8	5.2	0	-15
Kansas	2.5	3.8	4.9	5.7	6.6	4.3	5.2	5.9	15	-10
Kentucky	13.6	12.8	15.2	12.4	12.4	10.0	11.0	12.2	-0	-1
Louisiana	13.1	13.5	14.6	17.2	15.2	11.2	13.1	14.6	-12	-4
Maine	11.8	12.3	9.8	7.6	10.5	8.0	8.6	10.2	38	-3
Maryland	6.3	7.7	6.5	5.3	7.3	4.1	4.2	4.6	38	-37
Massachusetts	6.3	7.9	5.7	5.8	6.0	3.6	3.8	4.5	5	-25
Michigan	6.8	8.8	10.8	9.8	9.6	6.1	7.5	8.3	-3	-13
Minnesota	4.2	4.2	5.5	6.0	6.3	4.0	4.3	4.6	4	-26
Mississippi	15.7	19.6	19.1	19.4	16.6	9.7	11.3	12.3	-14	-26
Missouri	6.2	6.8	7.2	8.4	10.2	7.6	9.1	10.4	21	2
Montana	5.1	5.5	7.1	7.1	8.0	6.6	7.0	7.8	13	-3
Nebraska	3.2	4.2	5.9	6.0	6.1	4.8	5.1	5.7	2	-6
Nevada	5.2	4.0	3.4	4.1	5.8	3.0	4.5	5.0	42	-14
New Hampshire	5.3	5.4	2.8	2.7	4.5	2.9	3.2	3.5	64	-23
New Jersey	6.7	8.2	6.1	4.9	6.6	4.1	3.7	3.9	35	-41
New Mexico	13.5	14.1	10.9	10.3	13.4	9.3	9.2	10.4	30	-23
New York	7.2	10.0	10.3	8.6	11.3	7.6	7.0	7.5	31	-34
North Carolina	8.4	9.9	7.6	6.3	8.4	6.0	6.9	7.7	34	-8
North Dakota	2.9	3.9	4.9	6.1	6.1	5.0	5.8	6.3	-0	2
Ohio	7.9	8.0	10.6	10.0	9.3	5.4	6.4	7.5	-7	-20
Oklahoma	6.2	6.9	8.0	8.5	10.6	7.3	9.1	10.8	25	2
Oregon	8.6	7.5	8.5	7.6	8.9	6.8	10.2	11.2	17	26
Pennsylvania	7.1	8.3	8.8	8.0	9.2	6.3	6.2	6.7	15	-28
Rhode Island	9.2	9.1	7.2	6.4	8.9	7.1	6.7	6.9	40	-23
South Carolina	14.1	13.6	11.3	8.5	9.4	7.3	9.2	10.9	10	15
South Dakota	4.8	6.2	6.9	7.2	6.6	5.7	6.3	6.7	-9	2
Tennessee	9.3	13.6	11.0	10.8	11.8	8.7	10.3	12.5	9	6
Texas	9.0	8.1	7.8	11.0	12.3	6.4	7.2	8.5	11	-31
Utah	3.7	3.7	4.6	5.7	5.3	3.7	3.9	4.5	-7	-16
Vermont	9.1	8.9	8.2	6.8	9.5	6.7	6.5	6.7	40	-30
Virginia	5.1	7.2	6.3	5.6	8.0	4.7	4.8	5.3	43	-33
Washington	7.0	6.0	6.4	6.9	8.6	5.0	5.8	6.6	24	-23
West Virginia	13.1	10.7	14.6	14.6	16.4	12.6	13.1	13.6	13	-17
Wisconsin	3.2	4.6	7.6	5.8	5.4	3.6	4.8	5.4	-7	0
Wyoming	2.7	3.0	5.4	6.2	6.8	4.5	4.7	5.0	8	-25
United States	7.6	8.5	8.3	8.0	9.5	6.1	6.6	7.3	18	-23

Note: Reciprocity rate refers to the average monthly number of food stamp recipients in each state during the particular fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerator is from Table FSP 5.

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

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 \$564 for an individual and \$846 for a married couple in fiscal year 2004. 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.” As of December 2001, 36 percent of all SSI recipients also received Social Security retirement or survivor benefits, which are the single greatest source of income for SSI recipients.

Prior to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), no individual could receive both SSI payments and Aid to Families with Dependent Children (AFDC) benefits. If eligible for both, the individual had to choose which benefit to receive. Generally, the AFDC agency encouraged individuals to file for SSI and, once the SSI payments had started, the individual was removed from the AFDC filing unit. Since states have the authority to set TANF eligibility standards and benefit levels under PRWORA, individuals are not prohibited from receiving both TANF benefits and SSI.

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

Legislative Changes

Several legislative changes made in the 104th Congress affected SSI participation and expenditures. Public Law 104-121, the Contract with America Advancement Act of 1996, prohibited SSI eligibility to individuals whose drug addiction and/or alcoholism (DAA) is a contributing factor material to the finding of disability. This provision applied to individuals who filed for benefits on or after the date of enactment (March 29, 1996) and to individuals

whose claims were finally adjudicated on or after the date of enactment. It applied to current beneficiaries on January 1, 1997.

PRWORA made several changes designed to maintain the SSI program's goal of limiting benefits to severely disabled children. First, the act replaced the former "comparable severity" test with a new definition of disability specifically for children, based on a medically determinable physical or mental impairment that results in "marked and severe functional limitations." Second, SSA discontinued use of the Individualized Functional Assessment (IFA) which it had implemented in 1991 following the Supreme Court's decision in *Sullivan v Zebley*, 493 U.S. 521 (1990).¹ Third, references to "maladaptive behaviors" in certain sections of the Listing of Impairments (among medical criteria for evaluation of mental and emotional disorders in the domain of personal/behavioral function) were eliminated. The latter two provisions were effective for all new and pending applications upon enactment (August 22, 1996). Beneficiaries who were receiving benefits due to an IFA or under the Listings because of limitations resulting from maladaptive behaviors received notice no later than January 1, 1997, that their benefits might end when their case was redetermined. Additional provisions of the PRWORA with impact on enrollment are the requirement that eligibility be redetermined when beneficiaries reach age 18, using the adult disability standard; that "continuing disability reviews" be done for children; and that children who were eligible due to low birth weight have their eligibility redetermined at age one.

Title IV of PRWORA also made significant changes in the eligibility of noncitizens for SSI benefits. Some of the restrictions were subsequently moderated, most notably by the Balanced Budget Act of 1997 (Public Law 105-33), which "grandfathered" immigrants who were receiving SSI at the time of enactment of the PRWORA. Those immigrants who entered the U.S. after August 22, 1996, may be eligible to receive SSI after having been "lawfully admitted for permanent residence."

Several provisions aimed at reducing SSI fraud and improving recovery of overpayments were enacted in 1999 as part of the Foster Care Independence Act of 1999 (P. L. 106-169). Other legislation enacted in 1999 provides additional work incentives for disabled beneficiaries of SSI. Additionally, the Social Security Protection Act of 2004 (P.L. 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.

SSI Program Data

The following tables and figures provide SSI program data:

- Tables SSI 1 through SSI 5 present national caseload and expenditure trend data on the SSI program.
- Table SSI 6 presents demographic characteristics of the SSI caseload.

¹ In this case, the Supreme Court ruled that the IFA (or a residual functional capacity assessment) that applied to adults whose condition did not meet or equal a listing of medical impairments to determine eligibility should also be applied to children whose condition did not meet or equal the medical listing of impairments.

- Tables SSI 7 through SSI 9 present state-by-state trend data on the SSI program through fiscal year 2003.

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 6 percent per year. Between 1995 and 2000, the number of beneficiaries fluctuated between 6.5 and 6.6 million persons. In December 2003, there were 6.9 million beneficiaries. Table SSI 1 presents information on the total number of persons receiving SSI payments in December of each year from 1974 through 2003, 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 rates.

The composition of the SSI caseload has been shifting over time, as shown in Table SSI 1. The number of beneficiaries eligible because of age has been declining steadily, from a high of 2.3 million persons in December 1975 to a low of 1.2 million persons in December 2003. At the same time, there has been strong growth in blind and disabled beneficiaries, from 1.7 million in December 1974 to 5.7 million in December 2003. Moreover, the number of disabled children has increased dramatically, particularly during the 1990s, when the number of disabled children receiving SSI increased from 309,000 in December 1990 to 955,000 in December 1996. The number of disabled children fell in the next three years, stabilized at 847,000 in 1999 and 2000, and began to rise again in 2001, reaching 959,000 in 2003.

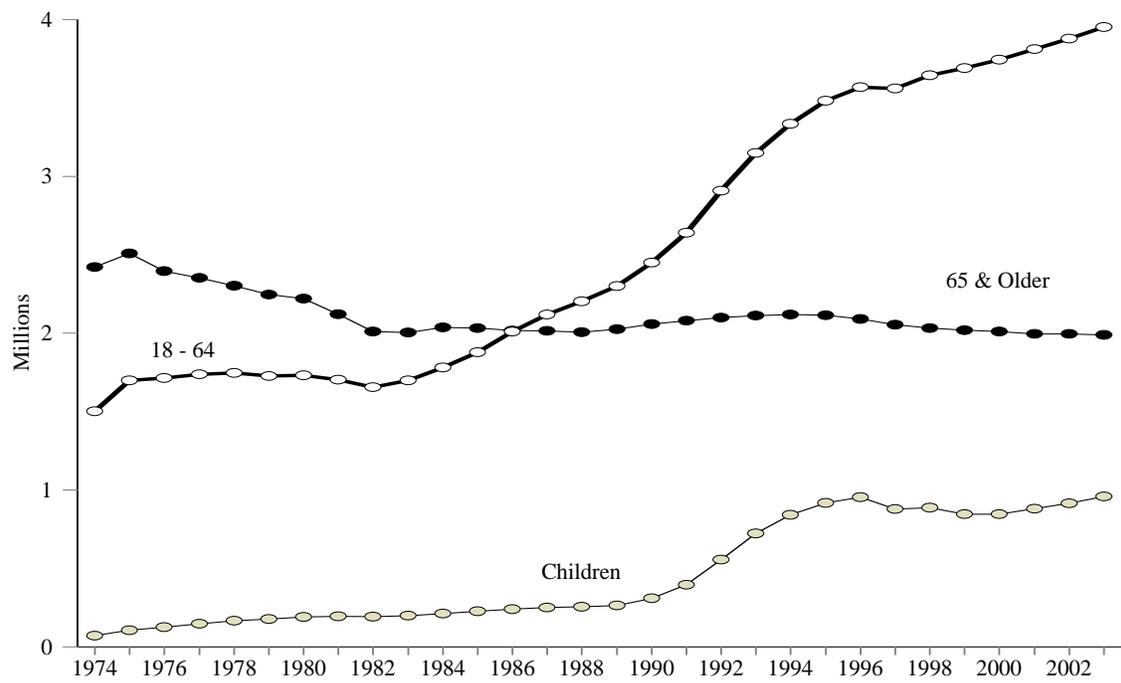
Several factors have contributed to the growth of the Supplemental Security Income program. Expansions in disability eligibility (particularly for mentally impaired adults and for children), increased outreach, overall growth in immigration, and transfers from state programs were among the key factors 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, expansion of the medical impairment category, and reduction in reviews of continuing eligibility.²

SSI Expenditures (Tables SSI 3 through SSI 5). While administrative costs increased by about 1 percent, the total amount paid out in SSI benefits increased from \$33.1 billion (inflation adjusted) in 2001 to \$35.6 billion in 2003, as shown in Table SSI 3. Average monthly benefits per person were \$421 in 2003, down slightly from 2002 inflation adjusted benefit level of \$424. 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 recipients aged 65 or older has decreased dramatically, from 54 percent in 1980 to 29 percent in 2003.

² The GAO study estimated that 87,000 children were added to the SSI caseload after the IFA for children was initiated.

Figure SSI 1. SSI Recipients, by Age: 1974–2003



Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2004* (Data available online at <http://www.ssa.gov/statistics>).

Table SSI 1. Number of Persons Receiving Federally Administered SSI Payments: 1974–2003
(thousands)

Date	Eligibility Category					Type of Recipient		
	Total	Aged	Blind and Disabled			Children	Adults	
			Total	Blind	Disabled		Ages 18-64	65 or Older
Dec 1974	3,996	2,286	1,710	75	1,636	71 ¹	1,503	2,422
Dec 1975	4,314	2,307	2,007	74	1,933	107	1,699	2,508
Dec 1976	4,236	2,148	2,088	76	2,012	125	1,714	2,397
Dec 1977	4,238	2,051	2,187	77	2,109	147	1,738	2,353
Dec 1978	4,217	1,968	2,249	77	2,172	166	1,747	2,304
Dec 1979	4,150	1,872	2,278	77	2,201	177	1,727	2,246
Dec 1980	4,142	1,808	2,334	78	2,256	190	1,731	2,221
Dec 1981	4,019	1,678	2,341	79	2,262	195	1,703	2,121
Dec 1982	3,858	1,549	2,309	77	2,231	192	1,655	2,011
Dec 1983	3,901	1,515	2,386	79	2,307	198	1,700	2,003
Dec 1984	4,029	1,530	2,499	81	2,419	212	1,780	2,037
Dec 1985	4,138	1,504	2,634	82	2,551	227	1,879	2,031
Dec 1986	4,269	1,473	2,796	83	2,713	241	2,010	2,018
Dec 1987	4,385	1,455	2,930	83	2,846	251	2,119	2,015
Dec 1988	4,464	1,433	3,030	83	2,948	255	2,203	2,006
Dec 1989	4,593	1,439	3,154	83	3,071	265	2,302	2,026
Dec 1990	4,817	1,454	3,363	84	3,279	309	2,450	2,059
Dec 1991	5,118	1,465	3,654	85	3,569	397	2,642	2,080
Dec 1992	5,566	1,471	4,095	85	4,010	556	2,910	2,100
Dec 1993	5,984	1,475	4,509	85	4,424	723	3,148	2,113
Dec 1994	6,296	1,466	4,830	85	4,745	841	3,335	2,119
Dec 1995	6,514	1,446	5,068	84	4,984	917	3,482	2,115
Dec 1996	6,614	1,413	5,201	82	5,119	955	3,568	2,090
Dec 1997	6,495	1,362	5,133	81	5,052	880	3,562	2,054
Dec 1998	6,566	1,332	5,234	80	5,154	887	3,646	2,033
Dec 1999	6,557	1,308	5,249	79	5,169	847	3,691	2,019
Dec 2000	6,602	1,289	5,312	79	5,234	847	3,744	2,011
Dec 2001	6,688	1,264	5,424	78	5,346	882	3,811	1,995
Dec 2002	6,788	1,252	5,537	78	5,459	915	3,878	1,995
Dec 2003	6,902	1,233	5,670	77	5,593	959	3,878	1,990

¹ Includes students 18-21 in 1974 only.

Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2004* (Data available online at <http://www.ssa.gov/statistics>).

Table SSI 2. SSI Reciprocity Rates: 1974–2003

(percent)

Date	All Recipients as a Percent of Total Population ¹	Adults 18-64 as a Percent of 18-64 Population ¹	Child Recipients as a Percent of All Children ¹	Elderly Recipients (Persons 65 & Older) as a Percent of		
				All Persons & Older ¹	All Elderly Poor ²	Pretransfer Elderly Poor ³
Dec 1974	1.9	1.2	0.1	10.8	78.5	NA
Dec 1975	2.0	1.3	0.2	10.9	75.6	NA
Dec 1976	1.9	1.3	0.2	10.2	72.4	NA
Dec 1977	1.9	1.3	0.2	9.7	74.1	NA
Dec 1978	1.9	1.3	0.3	9.3	71.5	NA
Dec 1979	1.8	1.3	0.3	8.8	61.3	66.8
Dec 1980	1.8	1.2	0.3	8.6	57.5	64.7
Dec 1981	1.7	1.2	0.3	8.0	55.0	63.3
Dec 1982	1.7	1.2	0.3	7.4	53.6	62.3
Dec 1983	1.7	1.2	0.3	7.3	55.2	61.9
Dec 1984	1.7	1.2	0.3	7.2	61.2	66.3
Dec 1985	1.7	1.3	0.4	7.1	58.7	64.5
Dec 1986	1.8	1.3	0.4	6.9	57.9	63.4
Dec 1987	1.8	1.4	0.4	6.7	56.5	64.7
Dec 1988	1.8	1.5	0.4	6.6	57.6	64.3
Dec 1989	1.9	1.5	0.4	6.5	60.3	64.6
Dec 1990	1.9	1.6	0.5	6.5	56.3	63.3
Dec 1991	2.0	1.7	0.6	6.5	55.0	61.1
Dec 1992	2.2	1.9	0.8	6.4	53.5	59.8
Dec 1993	2.3	2.0	1.1	6.4	56.3	63.3
Dec 1994	2.4	2.1	1.2	6.3	57.9	65.6
Dec 1995	2.4	2.2	1.3	6.2	63.7	71.4
Dec 1996	2.4	2.2	1.4	6.1	61.0	69.3
Dec 1997	2.4	2.2	1.2	6.0	60.8	69.1
Dec 1998	2.4	2.2	1.2	5.9	60.0	69.1
Dec 1999	2.3	2.2	1.2	5.8	62.6	72.4
Dec 2000	2.3	2.1	1.2	5.7	60.5	66.9
Dec 2001	2.3	2.1	1.2	5.6	58.4	67.6
Dec 2002	2.3	2.1	1.3	5.6	55.8	64.5
Dec 2003	2.4	2.2	1.3	5.5	56.0	xxx

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 <http://www.census.gov>).

² For the number of persons (65 years of age and older living in poverty) used as the denominator, see *Current Population Reports*, Series P60-226.

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

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

Source: *1994 Green Book* and U.S. Bureau of the Census, "Income, Poverty, and Health Insurance in the United States: 2003," *Current Population Reports*, Series P60-226, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

Table SSI 3. Total, Federal and State SSI Benefits and Administration: 1974–2003¹
(millions)

Calendar Year	Total Benefits		Federal Payments	State Supplementation			Administrative Costs (fiscal year)
	2003 ² Dollars	Current Dollars		Total	Federally Administered	State Administered	
1974	\$18,598	\$5,246	\$3,833	\$1,413	\$1,264	\$149	\$285
1975	19,245	5,878	4,314	1,565	1,403	162	399
1976	18,790	6,066	4,512	1,554	1,388	166	500
1977	18,359	6,306	4,703	1,603	1,431	172	526
1978	17,860	6,552	4,881	1,671	1,491	180	539
1979	17,592	7,075	5,279	1,797	1,590	207	611
1980	17,753	7,941	5,866	2,074	1,848	226	668
1981	17,548	8,593	6,518	2,076	1,839	237	717
1982	17,286	8,981	6,907	2,074	1,798	276	780
1983	17,373	9,404	7,423	1,982	1,711	270	846
1984	18,368	10,372	8,281	2,091	1,792	299	864
1985	18,914	11,060	8,777	2,283	1,973	311	956
1986	20,282	12,081	9,498	2,583	2,243	340	1,023
1987	20,977	12,951	10,029	2,922	2,563	359	977
1988	21,443	13,786	10,734	3,052	2,671	381	976
1989	22,228	14,980	11,606	3,374	2,955	419	1,052
1990	23,368	16,599	12,894	3,705	3,239	466	1,075
1991	25,025	18,524	14,765	3,759	3,231	529	1,230
1992	29,157	22,233	18,247	3,986	3,435	550	1,426
1993	31,270	24,557	20,722	3,835	3,270	566	1,468
1994	32,127	25,877	22,175	3,701	3,116	585	1,780
1995	33,356	27,628	23,919	3,708	3,118	590	1,978
1996	33,765	28,792	25,265	3,527	2,988	539	1,953
1997	33,306	29,052	25,457	3,595	2,913	682	2,055
1998	34,109	30,216	26,405	3,812	3,003	808	2,304
1999	34,153	30,923	26,805	4,154	3,301	853	2,493
2000	33,727	31,564	27,290	4,274	3,381	893	2,321
2001	34,349	33,061	28,706	4,355	3,460	895	2,397
2002	35,355	34,567	29,899	4,668	3,820	848	2,522
2003	35,605	35,605	30,688	4,917	4,005	912	2,656

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

² Data adjusted for inflation by ASPE using the CPI-U-X1 for calendar years

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2004*, (Data available online at <http://www.ssa.gov/statistics>).

Table SSI 4. Average Monthly SSI Benefit Payments: 1974–2003

Calendar Year	Total ¹		Federal Payments	State Supplementation		
	2003 Dollars	Current Dollars		Total	Federally Administered	State Administered
1974	\$477	\$135	\$108	\$64	\$71	\$35
1975	368	112	92	66	69	45
1976	365	118	99	68	71	50
1977	357	123	104	69	72	53
1978	349	128	108	72	74	56
1979	349	140	119	77	79	67
1980	353	158	133	89	91	76
1981	360	176	151	92	94	79
1982	369	191	166	96	97	93
1983	366	198	172	91	92	89
1984	374	211	187	93	93	93
1985	375	219	193	99	99	102
1986	389	232	202	107	108	101
1987	392	242	208	117	118	110
1988	393	253	219	118	118	118
1989	396	267	230	126	126	127
1990	398	283	244	132	131	136
1991	401	297	260	125	122	143
1992	430	328	292	124	121	147
1993	430	337	306	112	107	150
1994	420	338	310	105	99	152
1995	423	350	322	110	103	164
1996	421	359	333	108	103	145
1997	423	369	342	99	102	86
1998	428	379	350	103	104	102
1999	429	388	356	111	113	105
2000	420	393	360	113	114	109
2001	423	407	373	113	114	108
2002	424	415	383	129	129	128
2003	421	421	387	136	135	138

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

Note: The numerators for these averages are given in Table SSI 3 and the denominators are given in Table SSI 5. Averages were computed by DHHS. Data adjusted for inflation using a calendar-year average CPI-U-X1 index.

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2004*.

Table SSI 5. Number of Persons Receiving SSI Payments, by Type of Payment: 1974–2003
(thousands)

	Total	Federal	State Supplementation		
			Total	Federally Administered	State Administered
Jan 1974.....	3,249	2,956	1,839	1,480	358
Dec 1975.....	4,360	3,893	1,987	1,684	303
Dec 1980.....	4,194	3,682	1,934	1,685	249
Dec 1984.....	4,094	3,699	1,875	1,607	268
Dec 1985.....	4,200	3,799	1,916	1,661	255
Dec 1986.....	4,347	3,922	2,003	1,723	279
Dec 1987.....	4,458	4,019	2,079	1,807	272
Dec 1988.....	4,541	4,089	2,155	1,885	270
Dec 1989.....	4,673	4,206	2,224	1,950	275
Dec 1990.....	4,888	4,412	2,344	2,058	286
Dec 1991.....	5,200	4,730	2,512	2,204	308
Dec 1992.....	5,647	5,202	2,684	2,372	313
Dec 1993.....	6,065	5,636	2,850	2,536	314
Dec 1994.....	6,377	5,965	2,950	2,628	322
Dec 1995.....	6,576	6,194	2,817	2,518	300
Dec 1996.....	6,677	6,326	2,732	2,421	310
Dec 1997.....	6,565	6,212	3,029	2,372	657
Dec 1998.....	6,649	6,289	3,072	2,412	661
Dec 1999.....	6,641	6,275	3,116	2,441	675
Dec 2000.....	6,685	6,320	3,164	2,481	683
Dec 2001.....	6,776	6,410	3,209	2,520	689
Dec 2002.....	6,940	6,505	3,014	2,462	553
Dec 2003.....	7,052	6,614	3,019	2,467	551

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2004*.

Table SSI 6. Characteristics of SSI Recipients, by Age, Sex, Earnings/Income and Citizenship: Selected Years 1980-2003

	1980	1985	1990	1994	1998	2000	2002	2003
Total								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 18	5.5	5.5	6.4	13.4	13.5	12.8	13.5	13.9
18-64	40.9	45.4	50.9	53.0	55.5	56.7	57.2	57.3
65 or Older	53.6	49.1	42.7	33.7	31.0	30.5	29.3	28.8
Sex								
Male	34.4	35.2	37.2	41.3	41.3	41.5	42.0	42.4
Female	65.5	64.8	62.8	58.7	58.7	58.5	58.0	57.6
Selected Sources of Income								
Earnings	3.2	3.8	4.7	4.2	4.5	4.4	4.1	3.5
Social Security	51.0	49.4	45.9	39.1	36.5	36.1	35.5	35.1
No Other Income	34.8	34.5	36.4	43.6	47.3	54.4	55.1	55.4
Noncitizens	NA	5.1	9.0	11.7	10.2	10.5	10.4	10.1
Eligibility Category								
Aged	43.6	36.4	30.2	23.3	20.3	19.5	18.4	17.9
Blind	1.9	2.0	1.7	1.4	1.2	1.2	1.1	1.1
Disabled	54.5	61.7	68.1	75.4	78.5	79.3	80.4	81.0
Aged								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
65-69	14.0	14.9	19.4	20.5	17.6	17.6	15.3	15.2
70-79	51.5	45.6	41.3	44.3	48.4	48.4	49.1	48.2
80 or older	34.5	39.5	39.2	35.1	34.0	34.0	35.7	36.6
Sex								
Male	27.3	25.5	25.1	26.8	27.8	27.8	29.9	30.3
Female	72.6	74.5	74.9	73.2	72.2	72.2	70.1	69.7
Noncitizens	NA	9.7	19.4	30.0	27.0	27.0	29.2	28.9
Blind and Disabled								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
18-64	80.2	77.7	80.0	83.4	83.6	83.6	83.8	83.9
65 or older	19.8	22.3	20.0	16.6	16.4	16.4	16.1	16.1
Sex ¹								
Male	39.8	40.8	42.4	41.8	41.1	41.1	44.8	45.0
Female	60.2	59.2	57.6	58.2	58.9	58.9	55.2	55.0
Noncitizens	NA	2.4	4.6	6.2	5.5	5.5	7.2	6.0
Children								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5	11.7	NA	NA	15.8	15.8	15.8	16.1	16.2
5-9	20.9	NA	NA	28.5	30.2	30.2	26.8	26.7
10-14	28.8	NA	NA	32.7	34.6	34.6	36.9	36.7
15-17	21.7	NA	NA	17.3	19.4	19.4	20.2	20.4
18-21 ²	16.8	14.3	9.3	5.7	—	—	—	—
Sex								
Male	NA	NA	NA	63.0	62.9	62.9	64.3	64.7
Female	NA	NA	NA	37.0	37.1	37.1	35.7	35.3

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.

Note: Data are for December of the year.

Source: Social Security Administration, *Social Security Bulletin, Annual Statistical Supplement, 2004* and prior years.

**Table SSI 7. Total SSI Payments, Federal SSI Payments and State Supplementary Payments
Calendar Year 2003**
(thousands)

State	Total	Total Federal	Federal SSI	State Supplementation	
				Federally Administered	State Administered
Total	\$35,604,829	\$34,693,278	\$30,688,029	\$4,005,249	\$911,551
Alabama	738,282	737,864	737,864	-	418
Alaska	102,312	46,650	46,650	-	55,662
Arizona	429,640	429,266	429,266	-	374
Arkansas	361,449	361,449	361,445	4	-
California	7,573,189	7,573,189	4,594,264	2,978,925	-
Colorado	333,924	245,610	245,610	-	88,314
Connecticut	332,186	244,249	244,249	-	87,937
Delaware	58,853	58,853	57,842	1,011	-
District of Columbia	104,754	104,754	101,398	3,356	-
Florida	1,927,484	1,907,671	1,907,671	-	19,813
Georgia	887,534	887,534	887,521	13	-
Hawaii	112,546	112,546	100,327	12,219	-
Idaho	98,187	90,651	90,651	-	7,536
Illinois	1,296,419	1,266,722	1,266,722	-	29,697
Indiana	444,294	440,514	440,514	-	3,780
Iowa	192,737	176,138	172,993	3,145	16,599
Kansas	169,930	169,930	169,930	-	-
Kentucky	837,776	819,136	819,136	-	18,640
Louisiana	769,164	768,662	768,662	-	502
Maine	154,958	135,931	135,931	-	19,027
Maryland	450,002	441,479	441,463	16	8,523
Massachusetts	854,601	854,601	689,082	165,519	-
Michigan	1,164,793	1,086,326	1,061,722	24,604	78,467
Minnesota	407,273	316,268	316,268	-	91,005
Mississippi	550,133	550,133	550,119	14	-
Missouri	554,337	528,033	528,033	-	26,304
Montana	63,633	63,633	62,783	850	-
Nebraska	101,570	95,263	95,263	-	6,307
Nevada	144,194	144,194	138,933	5,261	-
New Hampshire	69,594	57,997	57,997	-	11,597
New Jersey	731,586	731,586	650,405	81,181	-
New Mexico	223,135	222,902	222,902	-	233
New York	3,400,463	3,400,463	2,848,138	552,325	-
North Carolina	965,057	824,976	824,976	-	140,081
North Dakota	33,788	31,856	31,856	-	1,932
Ohio	1,203,950	1,203,950	1,203,941	9	-
Oklahoma	376,375	338,925	338,925	-	37,450
Oregon	291,441	271,165	271,165	-	20,276
Pennsylvania	1,599,027	1,599,027	1,453,656	145,371	-
Rhode Island	149,950	149,950	126,866	23,084	-
South Carolina	483,611	461,421	461,421	-	22,190
South Dakota	54,182	51,674	51,671	3	2,508
Tennessee	718,938	718,938	718,938	-	-
Texas	1,903,087	1,901,120	1,901,120	-	1,967
Utah	99,124	99,123	99,067	56	-
Vermont	57,441	57,441	49,013	8,428	-
Virginia	606,200	586,507	586,507	-	19,693
Washington	545,912	545,684	545,680	4	228
West Virginia	357,405	357,405	357,405	-	-
Wisconsin	524,654	397,850	397,850	-	126,804
Wyoming	25,537	24,850	24,850	-	687
Other: N. Mariana Islands	3,549	3,549	3,549	-	-

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 2004*.

Table SSI 8. SSI Reciprocity Rates, by State and Program Type: 1979 and 2003
(percent)

	Total Reciprocity Rate			Rate for Adults 18-64			Rate for Adults 65 & over		
	1979	2003	Percent	1979	2003	Percent	1979	2003	Percent
			Change			Change			Change
			1979-03			1979-03			1979-03
Alabama	3.6	3.6	1	1.8	3.5	91	21.0	6.5	-69
Alaska	0.8	1.6	108	0.5	1.6	196	14.0	7.5	-47
Arizona	1.1	1.6	44	0.9	1.6	80	5.0	3.2	-36
Arkansas	3.5	3.2	-9	1.9	3.0	60	17.1	5.5	-68
California	3.0	3.3	9	2.1	2.5	22	16.4	13.3	-19
Colorado	1.1	1.2	9	0.8	1.1	43	6.7	3.1	-54
Connecticut	0.8	1.5	100	0.6	1.5	138	2.7	2.6	-4
Delaware	1.2	1.6	34	0.9	1.5	60	5.4	2.3	-58
District of Columbia	2.3	3.6	58	1.9	3.1	61	8.6	6.5	-24
Florida	1.8	2.4	35	1.1	1.9	67	6.2	4.7	-24
Georgia	2.9	2.3	-20	1.9	2.1	11	17.7	6.5	-63
Hawaii	1.1	1.7	62	0.7	1.5	117	7.6	5.0	-34
Idaho	0.8	1.5	90	0.6	1.6	150	3.8	1.9	-50
Illinois	1.1	2.0	85	1.0	2.0	111	4.3	3.8	-11
Indiana	0.8	1.5	100	0.6	1.6	162	3.3	1.7	-49
Iowa	0.9	1.4	57	0.6	1.6	158	3.5	1.7	-51
Kansas	0.9	1.4	57	0.6	1.5	138	3.5	1.9	-45
Kentucky	2.5	4.3	69	1.8	4.5	151	12.5	6.9	-45
Louisiana	3.4	3.7	10	2.0	3.5	72	20.1	7.5	-63
Maine	2.0	2.4	23	1.4	2.7	94	8.6	3.0	-65
Maryland	1.2	1.7	48	0.9	1.5	60	5.4	4.0	-26
Massachusetts	2.2	2.6	16	1.3	2.5	95	10.8	5.6	-48
Michigan	1.3	2.2	75	1.1	2.3	115	5.9	2.9	-50
Minnesota	0.8	1.4	73	0.6	1.4	155	3.7	2.6	-30
Mississippi	4.5	4.4	-2	2.4	4.0	65	26.0	9.6	-63
Missouri	1.8	2.0	14	1.1	2.1	91	7.9	2.8	-65
Montana	0.9	1.6	80	0.7	1.7	136	3.8	2.0	-47
Nebraska	0.9	1.3	48	0.6	1.4	119	3.4	1.7	-50
Nevada	0.8	1.4	67	0.5	1.2	126	5.9	3.3	-44
New Hampshire	0.6	1.0	72	0.4	1.1	150	2.5	1.2	-53
New Jersey	1.1	1.7	49	0.9	1.5	74	4.7	4.5	-4
New Mexico	2.0	2.7	37	1.4	2.5	82	12.4	6.9	-44
New York	2.1	3.3	56	1.6	2.7	70	8.3	9.0	9
North Carolina	2.4	2.3	-4	1.6	2.1	33	13.6	5.1	-63
North Dakota	1.0	1.3	31	0.6	1.3	128	5.1	2.1	-58
Ohio	1.1	2.1	89	1.0	2.3	132	4.2	2.4	-42
Oklahoma	2.3	2.1	-9	1.3	2.2	65	11.6	3.6	-69
Oregon	0.9	1.6	86	0.7	1.7	143	3.3	2.7	-18
Pennsylvania	1.4	2.5	79	1.1	2.6	132	5.0	3.4	-31
Rhode Island	1.6	2.7	70	1.1	2.7	150	6.4	4.9	-24
South Carolina	2.7	2.5	-7	1.8	2.3	29	17.0	5.2	-69
South Dakota	1.1	1.6	40	0.7	1.6	122	5.0	2.9	-42
Tennessee	2.9	2.8	-2	1.9	2.7	44	14.8	5.3	-64
Texas	1.9	2.1	11	1.0	1.7	79	12.7	7.4	-42
Utah	0.6	0.9	64	0.5	1.0	96	3.0	1.8	-41
Vermont	1.8	2.1	19	1.3	2.2	68	8.1	3.4	-58
Virginia	1.5	1.8	20	1.0	1.6	57	8.5	4.4	-48
Washington	1.2	1.8	55	1.0	1.8	84	4.8	3.6	-25
West Virginia	2.1	4.2	97	1.9	4.8	158	8.0	4.5	-43
Wisconsin	1.4	1.6	11	1.0	1.7	77	6.5	2.3	-65
Wyoming	0.4	1.1	162	0.3	1.2	314	2.7	1.5	-45
Total	1.9	2.4	30	1.3	2.2	75	9.0	5.5	-39

Note: Reciprocity rates for 2002 are the ratios of the number of SSI recipients (in the respective age groups) as of the month of December to the estimated population in the respective age group as of the month of July; calculations by DHHS. The 1979 rates are based on the average number of recipients during the year. The total reciprocity rate includes both children and adults.

Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2003* and U.S. Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).

Table SSI 9. SSI Reciprocity Rates, by State: Selected Fiscal Years 1975–2003
(percent)

	1975	1980	1985	1990	1994 ²	1998 ²	2002 ²	2003 ²
Alabama	4.0	3.4	3.3	3.3	3.8	3.8	3.6	3.6
Alaska	0.8	0.8	0.7	0.8	1.1	1.3	1.5	1.6
Arizona	1.2	1.1	1.0	1.2	1.7	1.7	1.6	1.6
Arkansas	4.1	3.4	3.1	3.2	3.8	3.5	3.1	3.2
California	3.1	3.0	2.6	2.9	3.2	3.2	3.2	3.3
Colorado	1.4	1.0	0.9	1.1	1.5	1.4	1.2	1.2
Connecticut	0.8	0.8	0.8	1.0	1.3	1.4	1.5	1.5
Delaware	1.2	1.2	1.2	1.2	1.5	1.6	1.6	1.6
District of Columbia	2.2	2.4	2.5	2.7	3.5	3.8	3.5	3.6
Florida	1.9	1.8	1.6	1.7	2.3	2.4	2.4	2.4
Georgia	3.3	2.8	2.6	2.5	2.8	2.6	2.3	2.3
Hawaii	1.1	1.1	1.1	1.3	1.5	1.6	1.7	1.7
Idaho	1.1	0.8	0.8	1.0	1.4	1.4	1.4	1.5
Illinois	1.2	1.1	1.2	1.6	2.2	2.1	2.0	2.0
Indiana	0.8	0.8	0.9	1.1	1.5	1.5	1.5	1.5
Iowa	1.0	0.9	1.0	1.2	1.4	1.4	1.4	1.4
Kansas	1.1	0.9	0.9	1.0	1.4	1.4	1.4	1.4
Kentucky	2.8	2.6	2.7	3.1	4.1	4.4	4.3	4.3
Louisiana	3.9	3.2	2.9	3.2	4.1	4.0	3.7	3.7
Maine	2.3	1.9	1.9	1.9	2.4	2.3	2.4	2.4
Maryland	1.2	1.1	1.2	1.3	1.6	1.7	1.6	1.7
Massachusetts	2.3	2.2	1.9	2.0	2.6	2.7	2.6	2.6
Michigan	1.3	1.2	1.4	1.5	2.2	2.2	2.1	2.2
Minnesota	1.0	0.8	0.8	0.9	1.3	1.3	1.3	1.4
Mississippi	5.2	4.4	4.3	4.4	5.2	4.9	4.4	4.4
Missouri	2.1	1.7	1.6	1.7	2.1	2.1	2.0	2.0
Montana	1.1	0.9	0.9	1.3	1.6	1.6	1.6	1.6
Nebraska	1.1	0.9	0.9	1.0	1.3	1.3	1.3	1.3
Nevada	1.0	0.8	0.9	1.0	1.3	1.3	1.3	1.4
New Hampshire	0.7	0.6	0.6	0.6	0.8	1.0	1.0	1.0
New Jersey	1.1	1.2	1.2	1.4	1.8	1.8	1.7	1.7
New Mexico	2.3	1.9	1.8	2.1	2.6	2.6	2.6	2.7
New York	2.2	2.1	2.0	2.3	3.1	3.3	3.3	3.3
North Carolina	2.7	2.4	2.2	2.2	2.6	2.6	2.3	2.3
North Dakota	1.3	1.0	1.0	1.2	1.4	1.3	1.3	1.3
Ohio	1.2	1.1	1.2	1.4	2.1	2.2	2.1	2.1
Oklahoma	3.0	2.2	1.8	1.9	2.2	2.2	2.1	2.1
Oregon	1.1	0.8	1.0	1.1	1.5	1.5	1.6	1.6
Pennsylvania	1.2	1.4	1.4	1.6	2.1	2.3	2.4	2.5
Rhode Island	1.7	1.6	1.6	1.7	2.3	2.6	2.7	2.7
South Carolina	2.8	2.7	2.6	2.6	3.0	2.9	2.6	2.5
South Dakota	1.3	1.2	1.2	1.5	1.8	1.8	1.7	1.6
Tennessee	3.2	2.8	2.7	2.9	3.4	3.1	2.8	2.8
Texas	2.2	1.8	1.6	1.7	2.1	2.1	2.0	2.1
Utah	0.8	0.5	0.5	0.7	1.0	1.0	0.9	0.9
Vermont	1.9	1.7	1.8	1.8	2.2	2.1	2.1	2.1
Virginia	1.5	1.5	1.5	1.5	1.9	2.0	1.8	1.8
Washington	1.5	1.1	1.1	1.3	1.6	1.7	1.7	1.8
West Virginia	2.4	2.1	2.2	2.6	3.5	3.9	4.1	4.2
Wisconsin	1.4	1.4	1.5	1.8	2.2	1.7	1.6	1.6
Wyoming	0.7	0.4	0.5	0.8	1.2	1.2	1.1	1.1
Total¹	2.0	1.8	1.7	1.9	2.4	2.4	2.4	2.4

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

² For 1975-92 the percentages are calculated as the average number of monthly SSI recipients over the total population of each State in July of that year. For 1994-2003 the number of recipients is from the month of December; calculations by DHHS.

Source: Social Security Administration, *Supplemental Security Income, Annual Statistical Report, 2004*, and U.S. Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).