

Welfare Indicators and Risk Factors

Nineteenth Report to Congress
2020



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Executive Summary

The Welfare Indicators Act of 1994 (Public Law 103-432) requires the Department of Health and Human Services to prepare annual reports to Congress on indicators and predictors of “welfare dependence.” The definition of “dependence” used in this report has been defined by a bipartisan Advisory Board on Welfare Indicators convened in 1996 as required by statute. The Board proposed that: A family is defined as “dependent on welfare” if more than 50 percent of its total income in a one-year period comes from the Temporary Assistance for Needy Families (TANF) program, the Supplemental Nutrition Assistance Program (SNAP) and/or Supplemental Security Income (SSI). The nineteenth report on Welfare Indicators and Risk Factors provides indicators and risk factors through 2017 for most indicators and 2018 for select indicators, reflecting changes that have taken place since the enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996. As directed by the Welfare Indicators Act, the report focuses only on benefits provided by the TANF program, formerly the Aid to Families with Dependent Children (AFDC) program; SNAP (formerly food stamps); and the SSI program. The programs represent a subset of federal programs that seek to ameliorate poverty and promote self-sufficiency.

HIGHLIGHTS

Dependency

- *The share of the population receiving more than half of their income from TANF, SNAP, SSI or some combination of these programs—the measure of “dependency” used in this report—continued to decline. In 2017, 4.1 percent (13.1 million) of the total population of persons in households received more than half of their total income from TANF, SNAP and/or SSI (see Figure 1; Appendix A-1). In 2016 the figure was 4.4 percent (14.0 million).*
- *For adults of working age, between 18 and 64 years, the proportion of individuals who received more than half of their income from TANF, SNAP and/or SSI was 3.9 percent in 2016 and 3.7 percent in 2017, the lowest levels since 2009 (see Appendix pp. A-2). The estimate for this group declined steadily by 0.2 to 0.3 percentage points each year since the rate was 4.5 percent in 2014.*
- *In 2017 SNAP recipients were more likely than not to live in families with at least one worker (55.9 percent). The estimate declined by 1.2 percentage points from 57.1 percent in 2016 (see Figure 3; Appendix A-4, A-5).*
- While employment increased nationally in 2017, overall employment among SNAP recipients decreased. This apparent disparity may be due to several reasons. For example, participation in SNAP fell faster among households with earnings than among households without earnings. The net decrease in work among SNAP recipients was due to a 1.3

percentage point decrease in part-time work. Full-time work among recipients and family members remained steady at 41.4 percent in 2017.

- *Among TANF recipients in 2017, 48.8 percent lived in families with a worker, up 2.0 percentage points compared with 2016* (see Figure 3; Appendix A-4, A-5). Among TANF recipients and family members from 2016 to 2017, part-time employment increased by 1.1 percentage points while full-time employment increased by 0.8 percentage points.
- *Among individuals in single-female families, the share receiving more than half of their income from TANF, SNAP, SSI or some combination of these programs declined by 1.3 percentage points and nearly 700,000 persons compared with the previous year.* In 2017, 12.1 percent (5.9 million) of the individuals in single-female families received more than half of their total income from TANF, SNAP and/or SSI compared with 13.4 percent and 6.6 million in 2016 (see Appendix A-2).

Program Reciprocity

- *In 2017, 20.9 percent of the total population received or lived with a family member who received a benefit in any amount from TANF, SNAP, or SSI, a decrease of 1.1 percentage points and 2.8 million persons from 2016 to 2017.* The majority of persons (79.1 percent) lived in households or families who received no income from any of these programs in 2017 (see Figure 4; Appendix A-2).
- *For individuals in married and cohabiting couple families, the reciprocity rate declined by 0.7 percentage points in 2017 to 13.5 percent.* The annual reciprocity rate was 14.2 in 2016 which decreased by 1.2 million persons to 26.4 million and 13.5 percent in 2017 (see Appendix A-2)
- *For individuals in single-female families, the reciprocity rate decreased by 2.0 percentage points and 1.1 million persons to 50.6 percent and 24.6 million persons in 2017, the lowest rate since 2009.* Historically, the rate ranged from 36.4 percent in 2001 to 50.4 percent in 2009, peaking at 56.1 percent in 2012.
- *The reciprocity rate for children in 2017 (31.9 percent) decreased by 0.6 percentage points compared with 2016 (32.5 percent).* From 2001 to 2007 reciprocity for children ranged from 18.1 percent to 24.1 percent. The rate rose after 2008, peaking at 35.7 percent in 2012.
- *In 2018 TANF recipients made up 1.0 percent of the population with 3.2 million persons.* TANF receipt was estimated at 1.4 percent of the total population in 2009 and achieved its most recent peak value of 1.5 percent in 2012 before falling to 1.2 percent in 2016 and 1.1 percent in 2017.
- *For adults, TANF reciprocity was 0.3 percent at 845,000 recipients in 2018, down about*

140,000 since 2017. The number of children who received TANF in an average month decreased by about 275,000 to 2.4 million and 3.2 percent of children in 2018, compared with 2.6 million and 3.6 percent of children in 2017.

- *SNAP reciprocity decreased by 0.7 percentage points to 12.7 percent in 2017, the fourth consecutive annual decline (see Figure 6).* The rate had previously decreased by 0.6 percentage points to 13.5 percent in 2016.
- *The number of persons with an SSI benefit peaked in 2013 before falling gradually over the following four years to 8.2 million and 2.5 percent of the population in 2017 (see Appendix A-11).* Over the past two decades SSI receipt increased from 2.3 percent in 2000 to 2.5 percent of the total population by 2008 and then remained steady at 2.6 percent of the population from 2011 to 2015 (see Figure 7).

Program Participation

- *A historically low 24.5 percent of eligible families with children received TANF benefits in 2017.* The participation rate of 24.5 percent is lower by 0.4 percentage points compared with the rate in 2016 (24.9 percent, see Figure 8). Participation declined in part because the number of assistance units eligible for TANF fell slightly, though the number of assistance units receiving TANF cash benefits fell even more. Among poor families who met program eligibility requirements, participation in the TANF program declined for the seventh consecutive year, from 33.9 in 2011 to 24.5 percent in 2017.
- *SNAP participation decreased 1.5 percentage points in one year to 87.5 percent in 2017 (see Figure 9).* A historic peak in SNAP participation occurred in 2013 at 90.1 percent and by comparison the 2017 rate of 87.5 percent is lower by 2.6 percentage points.
- *Participation in the SSI program rose 2.6 percentage points to 60.8 percent in 2017, which occurred after a decline of 2.0 percentage points to 58.2 percent in 2016, continuing an up-and-down pattern of the last four years (see Figure 10).* The SSI participation rate was 58.9 percent in 2014 and 60.2 percent in 2015.
- *Among older adults participation in SSI decreased by 6.1 percentage points to 51.4 percent in 2016, down from 2015, and then rose 2.8 percentage points to 54.2 percent in 2017.* Participation among older adults has fallen over the previous decade as observed in less volatile three-year averages. For the 2014-2017 period, SSI participation among older adults averaged 54.2 percent, compared to the rate of 64.4 percent for the period 2004-2007, a decrease of 10.2 percentage points over ten years (see Figure 10).

Multiple Program Receipt and Receipt Duration

- *The proportion of the total population that received benefits from multiple programs among TANF, SNAP or SSI has declined over time, from 4.8 percent in an average month in 1993 to 2.2 percent in an average month in 2017. The rate increased to 2.9 percent in 2011. In an average month in 2017 the rate was back down to 2.2 percent (see Figure 11; Appendix A-15).*
- *Of the recipient population, 9.9 percent of the individual recipients received benefits from SSI and SNAP (4.8 million) while 4.6 percent of the recipient population received benefits from TANF and SNAP (2.2 million, Figure 12; Appendix A-16).*
- *In 2017 most program recipients received only SNAP. Across all recipients for TANF, SNAP and SSI, more than three out of four received only SNAP benefits (77.5 percent).*

Risk Factors, Social and Economic Context

- *Employment rates improved for many subpopulations. Among Black non-Hispanic men with a high school degree or less education, employment increased by 2.1 percentage points over two years to 62.3 percent in 2018. A smaller two-year increase occurred for White non-Hispanic men, whose employment rose 0.6 percentage points over two years to 76.4 percent in 2018.*
- *Black non-Hispanic women's employment among those with a high school degree or less education increased by 1.8 percentage points over two years, from 57.6 percent in 2016 to 59.4 percent in 2018. However the rate remained 2.3 percentage points lower than employment levels for the same group in 2009 (57.1 percent) during the last year of the Great Recession.*
- *In 2018, 17.4 percent of children from birth to age five lived below the poverty line, 1.9 percentage points lower than in 2017 and the lowest poverty rate observed for this group in decades (see Appendix A-19). Children ages 0 to 17 had a poverty rate of 16.2 percent in 2018, down 1.3 percentage points compared with 2017,*
- *Poverty among older adults (65 and older) has crept upward over the past two years, by 0.6 percentage points in 2017 and 0.5 percentage points for a rate of 9.7 percent in 2018.*
- *Among working age adults (18 to 64 years), the poverty rate declined from 11.2 percent in 2017 to 10.7 percent in 2018 with increases in employment, a difference of 0.5 percentage*

points. Previously, poverty rates for working-age adults had been steady within a narrow band of 13.3 percent to 13.8 percent from 2010 to 2014, falling to 11.6 percent in 2016.

- *In single female families, the poverty rate declined for the fifth consecutive year to 26.8 percent in 2018 (down 2.0 percentage points from 2016). Overall from 2013 to 2018, the rate has decreased by 7.6 percentage points (see Appendix A-19)*
- *Food insecurity has been trending downward annually, falling to 11.1 percent in 2018, the lowest level in ten years. The overall rate represents a decline of 0.7 percentage points over compared with 2017. Among households with children under age six, 14.3 percent or 2.3 million were food insecure in 2018 (see Appendix A-21) down 2.1 percentage points from 16.4 percent in 2017.*
- *The recent decline in births among unmarried women ages 18 and 19 continued in 2018 and was observed across race-ethnic groups (see Figure 17). Among unmarried White, Black and Hispanic women ages 18 and 19 the birth rate has fallen by 63 percent, 56 percent and 57 percent, respectively, since 2007.*

MEASUREMENT

The report provides key indicators of welfare dependence, program reciprocity, and labor force attachment. While recognizing the difficulties inherent in defining and measuring dependence, a bipartisan Advisory Board on Welfare Indicators proposed that: a family is defined as 'dependent on welfare' if more than 50 percent of its total income¹ in a one-year period comes from TANF (which replaced AFDC), SNAP (formerly food stamps) or SSI, and the TANF income is not associated with work activities. Given data limitations, we are not able to identify which program benefits are associated with recipient work activities. Thus, the definition of welfare dependence used in this report likely characterizes more individuals as welfare dependent than the Board had intended. We follow the Board's proposal as closely as possible by adopting the following definition of possible welfare dependence among individuals for use in this report:

Individuals who are welfare dependent live in families that receive more than half of their total family income in one year from TANF, SNAP or SSI, or a combination of these programs.

Several risk factors associated with benefit receipt are also included, such as income, employment and barriers to employment. The contextual risk factors are useful to ensure that predictors of receipt are not assessed in isolation. Families must generally receive an adequate income from employment in order to avoid severe deprivation. Trends in nonmarital teen births are provided since the lower incomes of young and single-parents affect the need for and use of program benefits.

Previous editions of this publication presented the results of erroneous calculations of participation in SSI. In 2016 the rate of participation among adults was inflated by 0.4 percentage points. The most recently available and corrected rates of 60.8 percent for 2017 and 58.2 percent for 2016 are presented in the current report. Endnotes in this volume detail the calculation error which was based on a variable capturing income from self-employment. Corrected participation rates are provided in Appendix A-11 and reflected in Figure 10 in this report.

DATA SOURCES

This report uses data from the Current Population Survey (CPS) and administrative data for the TANF cash assistance program, SNAP, and the SSI program to provide updated measures through 2016 for the key dependence indicators. Because program participation tends to be underreported in household surveys, this report supplements survey data with administrative records and a microsimulation model, TRIM3.

Indicators of the larger economic context and population statistics are based on publications from the U.S Department of Agriculture's Economic Research Service, National Vital Statistics Reports from the National Center for Health Statistics, the Survey of Income and Program Participation, and the U.S. Census Bureau.

Introduction

Generally, individuals or families are considered more dependent if a larger share of their income is derived from program benefits and more self-sufficient if a greater share of necessary resources is provided by work or other private means. A family may receive program benefits for a brief period, during a temporary period of unemployment, for example, or a longer period of time. This report is based on the definition of dependence proposed by the Advisory Board created by the Welfare Indicators Act of 1994, Public Law 103-432.

Welfare dependence is the proportion of all individuals in families that receive more than half of their total family income in one year from Temporary Assistance for Needy Families (TANF), the Supplemental Nutrition Assistance Program (SNAP), and Supplemental Security Income (SSI), or a combination of these programs.

An important distinction made by the Board is that TANF income would count toward dependence only if the beneficiary did not participate in the program's work-related requirements. Unfortunately, current data sources do not distinguish among the different types of work activities for persons who received benefits from these programs. Therefore, the report relies on the measure of dependence defined above. Given this limitation, the current report overstates the incidence of dependence as conceptualized by the Advisory Board.

The report is focused on cash and near-cash benefit receipt from three major benefit programs, as directed by the Welfare Indicators Act: TANF, SNAP and SSI. Each program's eligibility criteria serve to shape the portrait of dependency and reciprocity described in this report.

The **Temporary Assistance for Needy Families** program provides monthly cash benefits and services to eligible families with children and is run directly by the states. TANF was created under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), Public Law 104-193, to replace the Aid to Families with Dependent Children (AFDC) program. Under TANF states must engage recipients who are work-eligible in work activities and meet minimum work participation rate requirements, however, states have broad discretion to design programs and determine eligibility for benefits and services. Over time greater resources have been devoted to work support and other services rather than cash assistance to families.ⁱⁱ Based on federal TANF funds and state maintenance of effort funds, basic assistance (cash) to families accounted for only 22.7 percent of the program's budget in 2017.ⁱⁱⁱ Federal law prohibits states from using federal TANF funds for assistance to a family with an adult who has received federally funded assistance for 60 consecutive or nonconsecutive months. However, federal law permits a hardship exemption for up to 20 percent of the caseload. Some states impose limits shorter than 60 months and some states allow children to continue to receive benefits once their parent or caretaker becomes ineligible. States may use their own funding to help these families.

The **Supplemental Nutrition Assistance Program** provides eligible households with a monthly benefit to purchase food for home consumption. The Food Stamp Program was renamed the Supplemental Nutritional Assistance Program (SNAP) by Public Law 110-234, the Food, Conservation and Energy Act of 2008. SNAP benefits reach more low-income individuals over the course of a year than any other public assistance program.

To be eligible for SNAP benefits, households must meet federal income and asset requirements or be categorically eligible based on eligibility for TANF, SSI, or another state program.^{iv} As of 2016, 42 states used broad-based categorical eligibility to confer categorical eligibility to households that receive a non-cash TANF benefit. Under federal rules, most households' monthly gross income cannot exceed 130 percent of the federal poverty guideline, about \$2,212 a month or \$26,546 a year for a parent and two children in 2017, and net income after allowable deductions cannot exceed 100 percent of the poverty guideline (\$20,240). Many adults must also meet certain work requirements in order to be eligible for SNAP.

In general, able-bodied household members ages 16 to 59 are expected to register for work, participate in education or training if assigned by the state agency, or accept suitable employment. Able-bodied adults ages 18 to 49 without dependents are limited to three months of SNAP receipt in any 36 month period unless they work at least 20 hours per week or engage in certain education and training programs. In economically distressed areas, this time limit can be suspended temporarily, which happened nationally during the 2007-2009 recession. However many states have reimposed this time limit.

The **Supplemental Security Income** program^v provides monthly cash payments to low-income, low resource individuals age 65 and older and to low-income, low resource individuals under age 65 with a disability. The program was created in 1972 to replace the patchwork system of federal grants provided to states for care of the aged, blind or disabled.

To qualify for SSI benefits, an individual or married couple must satisfy the program criteria for citizenship or legal alien status, for income and assets as well as for age, blindness, or disability. Though the majority of recipients are adults, children with disabilities also are eligible.

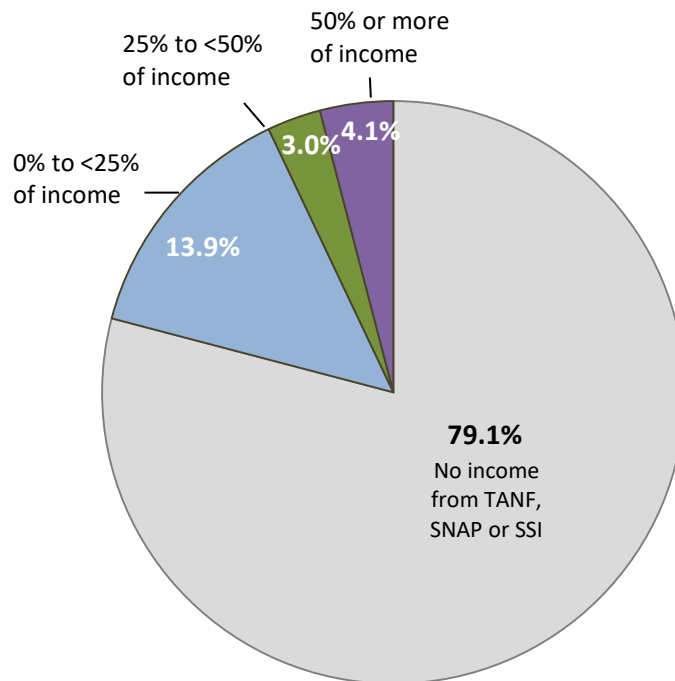
II. Welfare Dependence, Program Receipt and Participation

Indicator 1. Degree of Dependence

The first indicator measures the number of individuals who receive more than half of their income from TANF, SSI, and/or SNAP. In measuring welfare dependence, the programs considered by statute are TANF, SNAP, and SSI. Following the recommendations of the Advisory Board, the measure of dependence used in this report should exclude families or individuals who received benefits from TANF and engaged in required work activities. However, due to data limitations, individuals and families who fulfilled work requirements were nevertheless counted as dependent if more than one-half of their income is from TANF.

Figure 1 presents the proportion of individuals who received more than half, some portion, or none of their annual income from one or more of the three major benefit programs: TANF, SNAP and SSI.

Figure 1. Percentage of the Population by Proportion of Income from TANF, SNAP, or SSI Combined, 2017^{vi}



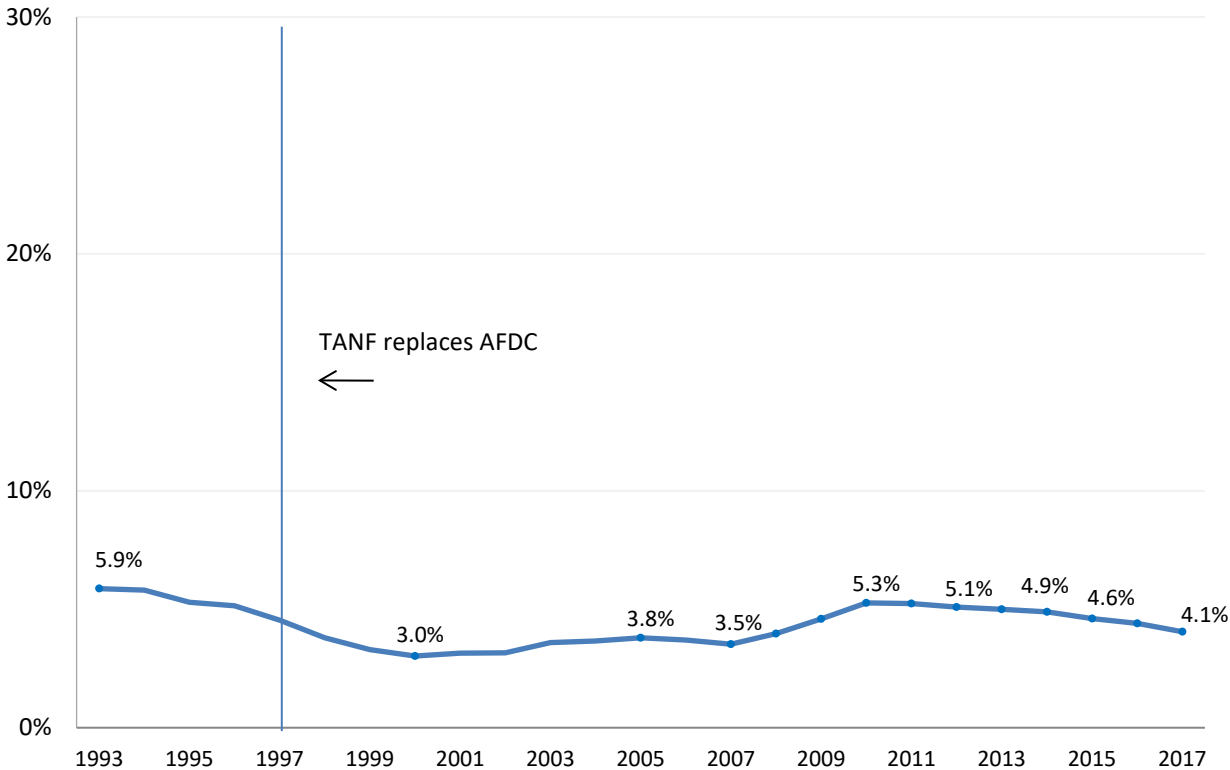
Note: Income includes cash income from TANF and SSI and the market value of SNAP benefits. TANF includes separate state programs (SSPs) funded with maintenance-of-effort dollars (see Technical Note pp.39). Cash welfare income from "general assistance" or solely-state-funded programs (SSFs) does *not* count as TANF. "Greater than 50 percent of income" includes all persons for whom more than 50 percent of total annual income comes from TANF, SSI or SNAP or a combination of these programs.

Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Twenty-one percent of all persons lived in households that received some level of TANF, SNAP or SSI assistance at some point during 2017. The majority of persons (79.1 percent) lived in households or families who received no income from any of these programs in 2017.

The share of the population receiving more than half of their income from TANF, SNAP, SSI or some combination of these programs – the measure of “dependency” used in this report – marginally continued to decline. In 2017, 4.1 percent (13.1 million) of the total population of persons in households received more than half of their total income from TANF, SNAP and/or SSI. In 2016 the figures were 4.4 percent (14.0 million). Figure 2 depicts the percentage of people in the U.S. who received more than half of their income from one or more of these programs by year.

Figure 2. Dependency Rate: Percentage of the Population with More than 50 Percent of Income from AFDC/TANF, SNAP, SSI, or Any Combination of These Programs, 1993-2017



Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3. The share was 1.2 percentage points higher at a recent peak of 5.3 percent in 2010 when over 16 million

individuals received more than half of their income from these programs. By comparison 3 million fewer individuals were defined as dependent in 2017. During the mid-1990s the share of individuals receiving most of their income from TANF, SNAP and/or SSI fell from 5.9 percent and 15.3 million individuals to a low of 8.3 million individuals and 3.0 percent in 2000.

Year-to-year changes in the level of dependency parallel economic changes as well as changes in specific programs. In 1993 the rate was 5.9 percent (15.2 million persons) and declined throughout the decade, due both to a growing economy that reduced poverty and to policy changes. During this period, Congress passed the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 which created TANF and its work requirements. By 2000 the dependency rate was 3.0 percent, representing 8.3 million people. After 2000, the downward trend reversed. Poverty rose, increasing the share of people eligible for assistance, although TANF receipt continued to decline nationally.

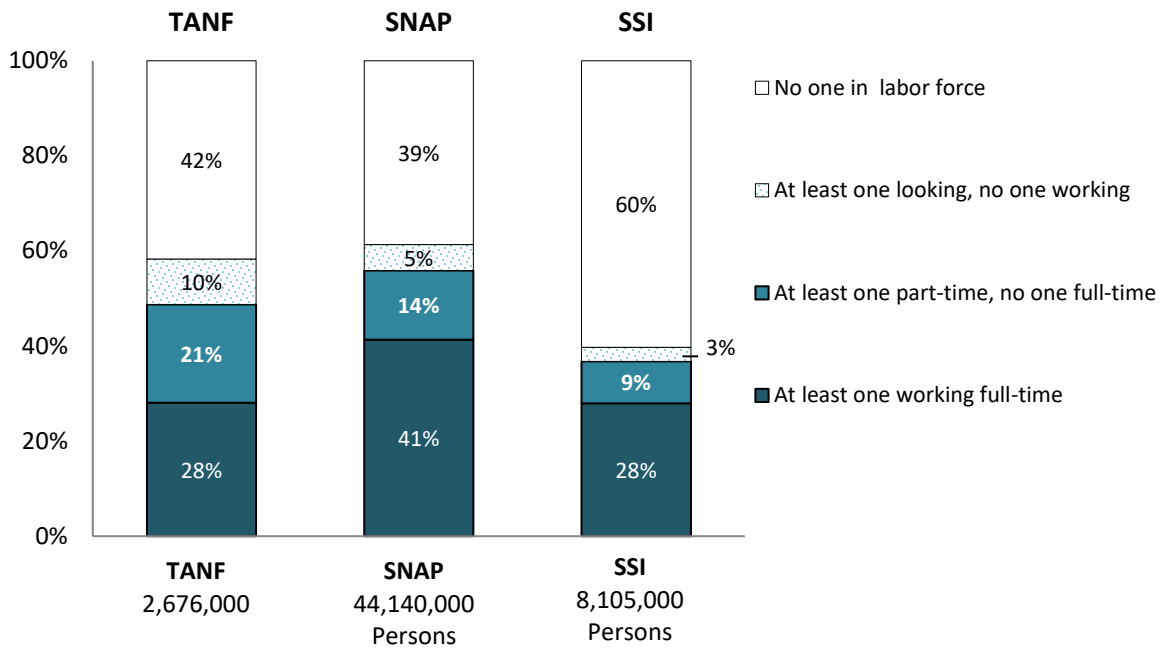
Among the three major programs featured in this report, TANF is the smallest assistance program followed in size by SSI. SNAP has a larger number of participants than these programs and therefore has an outsized effect on this report's measure of dependency.

- For adults of working age, between 18 and 64 years, the proportion of individuals who received more than half of their income from TANF, SNAP or SSI in 2017 was 3.7 percent, the lowest level since 2009. The five year average for this group from 2013 to 2017 was 4.6 percent. See Table 2 in the appendix.
- Compared with adults, dependency rates are higher for children. Children also have higher poverty rates. The percentage who received more than one-half of their family income from TANF, SNAP and/or SSI was 6.0 percent in 2017, 2.3 percentage points lower than the peak rate for children in 2011. Compared with 2016 the rate in 2017 decreased by 0.6 percentage points.
- In 2017, 2.6 percent of older adults received more than half of their income from TANF, SNAP and/or SSI, 0.2 percentage points lower than 2.8 percent in 2015 a recent peak. For adults ages 65 and older the rate had remained within a narrow range over the past decade, from 1.9 percent in 2001 to 2.4 percent in 2010 before reaching 2.7 percent in 2014. The trend appears unrelated to shifting macroeconomic conditions. A large share of the elderly receives Social Security benefits based on prior work history, and therefore current income is affected differently by economic changes when compared to other age groups.
- For adults and children living in single-female families the proportion who received more than 50 percent of their income from TANF, SNAP and/or SSI was 12.1 percent in 2017, 1.3 percentage points less than the 13.4 percent in 2016. In recent years, the rate peaked in 2010 at 16.4 percent before declining in 2012, 2014, 2015, and 2017.
- Among people living in married-couple families the proportion who received more than 50 percent of their income from TANF, SNAP and/or SSI peaked at 1.9 percent in 2010 and then decreased incrementally over several years. In 2017 the rate was 1.4 percent (2.6 million individuals) not meaningfully different from 1.5 percent in 2014 and 2015 but a longer term decrease of 0.5 percentage points compared with 2010.

Indicator 2. Program Receipt and Family Labor Force Attachment

This indicator looks at the relationship between TANF, SNAP or SSI assistance and participation in the labor force. Both low-wages and lack of employment are risk factors for public benefit use. Many low-income families rely on a combination of means-tested assistance and earnings from work. Figure 3 shows the percentage of recipients and their family members in the labor force in 2017.

Figure 3. Percentage of Recipients in Families with Labor Force Participants, by Program, 2017



Note: Recipients are individuals or coresident family members who receive benefits in a month. Each column shows the population for a specific program but columns are not mutually exclusive. The indicator measures, in an average month, the combination of individual benefit receipt and participation in the labor force of any relative in the household in the same month. Full-time workers usually work 35 hours or more per week. Part-time workers work less than 35 hours per week. "Looking for work" includes individuals who were unemployed or laid off.
Source: The Current Population Survey (CPS ASEC) and microsimulation model TRIM3.

- Comparing labor force participation rates for 2017 across the three programs, SNAP recipients were most likely to live in families with labor force participants (61.3 percent) including those who were looking for work, down 1.7 percentage points from in 2016.^{vii} See Table 4 in the appendix. Next were TANF recipients among whom 58.3 percent lived in families with labor force participants, up from 54.7 percent in 2016. SSI recipients were less likely to live in families with labor force participants than recipients of other programs, and the percentage of SSI recipients with a labor force participant in their household increased by 1.7 percentage points from 38.0 percent in 2016 to 39.7 percent in 2017.

- Along with a drop in their labor force participation rates, employment rates in families receiving SNAP benefits decreased. In 2017 SNAP recipients were less likely to live in families with at least one worker (55.9 percent), down from 57.1 percent in 2016. The net 1.2 percentage point decrease in work among SNAP recipients was due to a 0.1 percentage point increase in full-time work among SNAP recipients from 2016 through 2017 and a decrease of 1.3 percentage points in part time workers. Households with earners were more likely than households without earners to exit SNAP from 2016 to 2017. Across the three programs, individuals who received SNAP were the most likely program recipients to live with a family member who worked full-time at 41.4 percent in 2017, about the same as 2016.
- SSI recipients and their family members saw a 1.5 percentage point increase in work rates from 35.3 percent in 2016 to 36.8 percent in 2017. The increase in employment among SSI recipients was the combined effect of a 0.3 percentage point increase in part-time work coupled with a 1.2 percentage point increase in full-time work.
- Labor force participation rates increased for individuals and their families with TANF benefits. Among TANF recipients, 48.8 percent lived in families with a worker, up 2.0 percentage points compared with 2016. Among recipients and family members, part-time employment increased by 1.1 percentage points from 2016 to 2017 while full-time employment increased by 0.8 percentage points. As expected, SSI recipients were more likely to live in families with no labor force participants (60.3 percent) than were TANF recipients (41.7 percent) or SNAP recipients (38.7 percent). Labor force participation is typically lower among the populations served by SSI and data suggest SSI recipients are more likely to live alone.
- Individual recipients who were part of married-couple families were more likely than those in other family living arrangements to live with a full-time worker with rates of 52.8 percent (SSI), 50.6 percent (TANF)^{viii} and 61.0 percent (SNAP). By comparison, among families headed by a single-female, full-time work rates were 31.7 percent (SSI), 19.6 percent (TANF), and 38.4 percent (SNAP). Within families headed by a single male, full-time work rates were higher compared with their female counterparts at 41.7 percent (SSI), 32.0 percent (TANF) and 49.8 percent (SNAP) in 2017. There were more single-female families receiving benefits than single-male families. Single female families in 2017 included 17.3 million individuals with SNAP benefits, 2.5 million individuals benefiting from SSI and 1.8 million benefiting from TANF. The comparable number of families headed by a single male totaled 3.4 million (SNAP) 0.72 million (SSI) and 0.17 million (TANF).

- Additional analyses show among recipients of the three programs (TANF, SNAP, and SSI), Hispanics were more likely than non-Hispanic Whites and Blacks to live in families with at least one full-time worker. Among Hispanics who received TANF or SSI in 2017, 32.6 percent and 38.0 percent respectively lived with a full-time worker. Among Hispanics who received SNAP benefits, more than one-half (54.2 percent) lived with a full-time worker.
- In comparison, among non-Hispanic Black recipients with SSI or TANF, less than one-quarter (22.1 percent and 22.9 percent respectively) lived with a full-time worker. Among non-Hispanic Whites who received SSI or TANF benefits, rates in 2017 were 24.2 percent and 27.8 percent, respectively. For non-Hispanic Blacks and Whites who received SNAP benefits, 34.9 percent and 35.9 percent respectively lived with a full-time worker. Compared to Hispanics who received SNAP benefits, the non-Hispanic White rate of full-time work was 18 percentage points lower.
- Consistent with steady labor force participation rates among TANF recipients, the rate of full-time work increased by 0.8 percentage points to 28.1 percent in 2017, a further improvement following the increase of 1.8 percentage points in 2016. With the exception of 2015, full-time work rates have increased every year from their low of 23.5 percent in 2012 to 28.1 percent in 2017, a total increase of 4.6 percentage points. The percentage of TANF recipients who lived in a family with a full-time worker has declined overall compared with the historical rate of about 35.0 percent from 1999 to 2001. Among TANF recipients and their family members, overall attachment to the labor force reached about 59.0 percent in 2011 and 2013. It decreased to 54.6 percent in 2015, followed by a rebound to 58.3 percent in 2017.

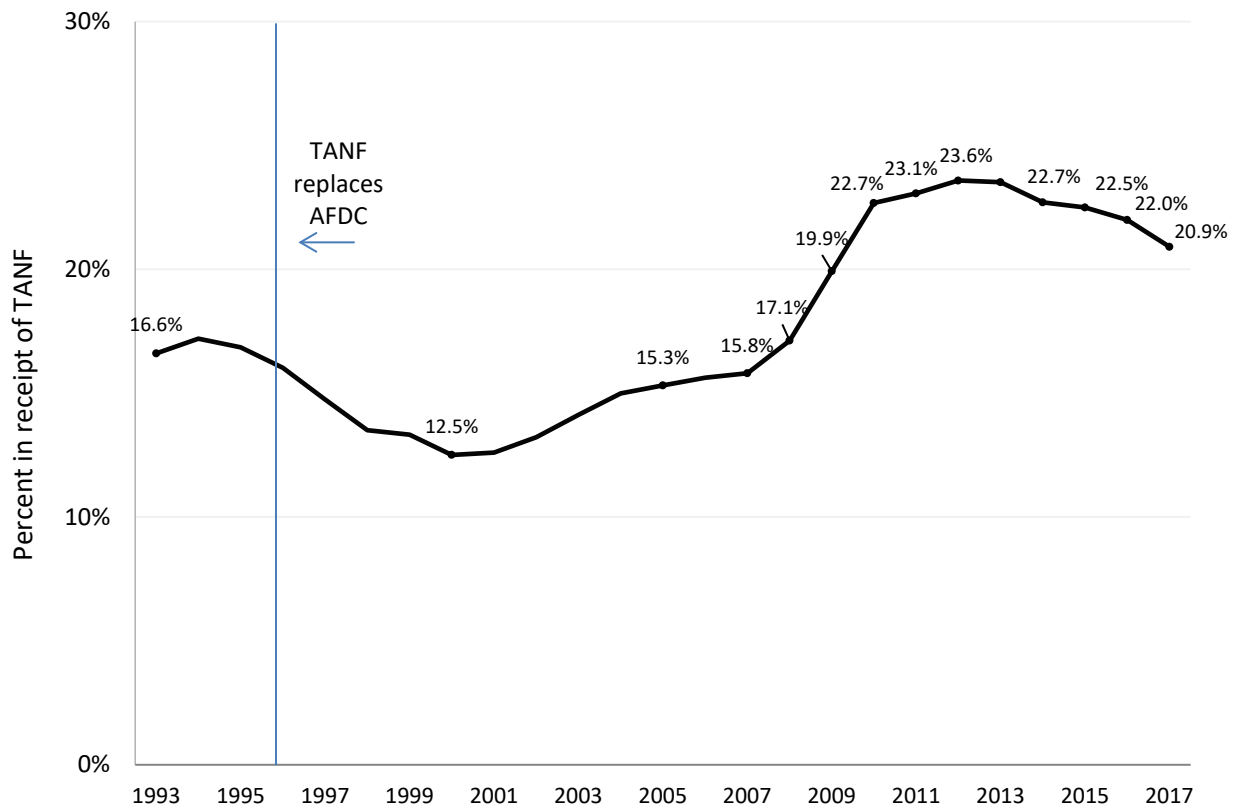
Indicator 3. Program Reciprocity

This indicator looks at the receipt of cash benefits from TANF and SSI and near-cash benefits from SNAP. A person who received or lived with a family member who received a benefit in any amount during the year from one of the three programs is considered a recipient.

In 2017, 20.9 percent of the total population received or lived with a family member who received a benefit in any amount from TANF, SNAP, or SSI, a decrease of 2.7 percentage points from the peak in 2012.

Figure 4 shows that reciprocity rose incrementally in the early 2000s then increased more abruptly from 15.8 percent in 2007 to 23.6 percent in 2012. The rate leveled off in 2013 and has declined every year since.

Figure 4. Annual Reciprocity Rate for TANF, SSI, or SNAP, 1993-2017^{ix}



Note: AFDC recipients are included from 1993 to 1996. Food Stamp recipients are included from 1993 to 2007. PRWORA represents the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

The percentage of persons who did not receive benefits from TANF, SNAP or SSI peaked at 87.5 percent in 2000 followed by a steady decline until 2012; in 2017 this rate was 79.1 percent, an increase of 1.1 percentage points compared to 2016. Reciprocity from the major programs was in decline before passage of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996. See Table 2, Indicator 1 in the appendix.

Most recently, TANF and SSI reciprocity were largely unchanged with only nominal increases across several years. Details are provided in the next section and in Figures 5, 6 and 7.

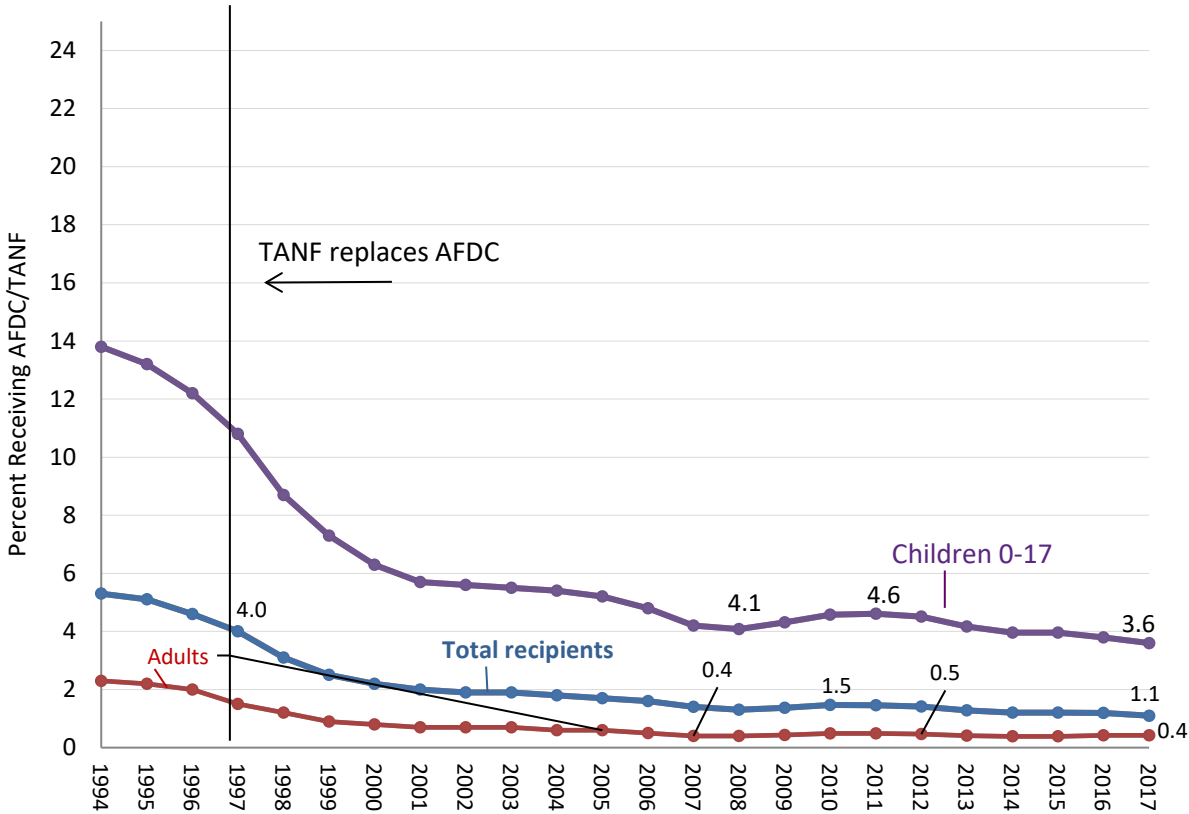
- Reciprocity rates for working-age adults approximate those of the total population. From 1997 to 2007 the annual reciprocity rate for this group ranged from 10.7 percent in 2000 to 13.6 percent in 2006. The rate increased to 17.6 percent in 2009 and to 20.9 percent in 2011. Compared with the previous estimate of 20.0 percent in 2016, the rate of 18.7 percent in 2017 is a 1.3 percentage point decline. (See Appendix, Table 2, Indicator 1.)
- With higher poverty rates compared with adults, children have higher rates of program receipt. Among children ages 0 to 17, reciprocity in 2017 (31.9 percent) decreased by 0.6 percentage points compared with 2016 (32.5 percent). From 2001 to 2007 reciprocity for children ranged from 18.1 percent to 24.1 percent. By 2009 the rate rose to 30.4 percent and peaked at 35.7 percent in 2012. The rate has subsequently declined every year for a cumulative decrease of 3.8 percentage points by 2017.
- Among older adults the reciprocity rate in 2017 was 13.5 percent, a decrease of 0.9 percentage points from 2015 (14.3 percent), which was the highest rate noted for older adults in twenty years. Previously the reciprocity rate for individuals over age 65 ranged from 10.6 percent in 2007 to 13.7 percent in 2012 before leveling at 13.5 percent in 2013 and 2014.
- For people living in single-female families, the annual reciprocity rate declined by 2.0 percentage points from 52.6 percent in 2016 to 50.6 percent in 2017. The rate historically ranged from 36.4 percent in 2001 to 45.0 percent in 2007 and increased to 50.4 percent in 2009 and to 56.1 percent in 2012.
- For individuals in married and cohabiting couple families, reciprocity declined by 0.7 percentage points in 2017 to 13.5 percent. Over the six years from 2010 to 2015 the annual reciprocity rate for people in married and cohabiting couple families ranged from 14.3 percent to 15.4 percent.

One factor affecting estimates of program receipt is the time frame of study. While rates of dependency and reciprocity are measured annually (any month during the year), due to differences in availability of data, program receipt estimates shown in the next section were estimated with a different method and examine reciprocity rates in an *average month* during the year for individual programs.

TANF

Figure 5 shows the percentage of the U.S. population that received income from the AFDC program or the TANF program from 1994 to 2017 based on average monthly caseload counts.^x

Figure 5. Percentage of Persons Who Received AFDC or TANF Cash Assistance: 1994-2017^{xi}



Note: Recipients are expressed as the fiscal year average of monthly caseloads from administrative data. Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance. The average number of adults and children who received TANF in 1998 and 1999 are estimated using data from the National Emergency TANF Data Files and thereafter from the National TANF Data Files.

In 1997, the first year TANF replaced AFDC, 4.0 percent of the population or nearly 11 million persons received income from TANF in an average month. By 2017 TANF recipients made up 1.1 percent of the population, about 3.6 million persons.^{xii}

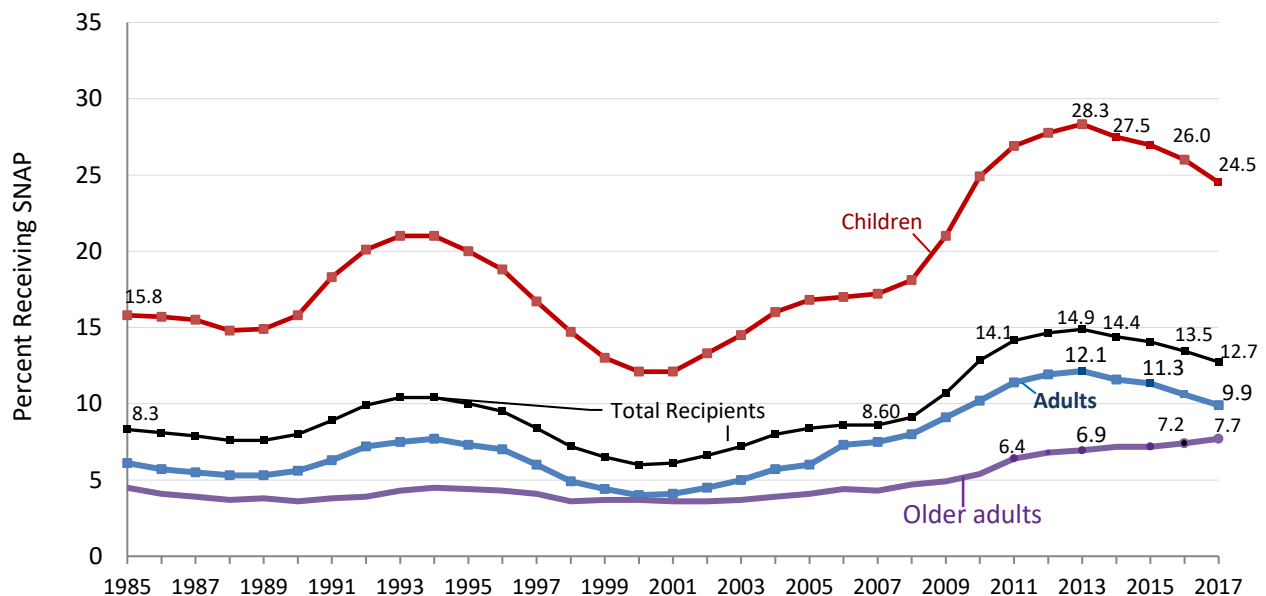
The proportion of the population receiving a TANF benefit decreased by 72 percent from 1997 to 2017. Since 2007 the level of TANF receipt has changed little. Among all persons receipt ranged from 1.4 percent in 2007 to 1.5 percent in 2010 and 1.1 percent in 2017.

- TANF reciprocity rates are higher for children compared with adults, in part because many TANF cases are child-only, having no adult TANF recipient in the household. From 2008 to 2011 TANF receipt increased by 0.5 percentage points for children, reversing a twenty-year trend of decline, and the number of children who received TANF in an average month increased by about 380,000 for a total of 3.4 million and 4.6 percent in 2011. From 2011 to 2017 receipt declined by 759,000 children and the child reciprocity rate declined to 3.6 percent.
- Among adults, TANF reciprocity was largely unchanged in recent years, at 0.4 percent in an average month in 2007 and 0.5 percent in an average month from 2010 to 2012. In 2017, the rate of receipt among adults was 0.4 percent, not meaningfully different compared with 2016 for a total of 1.0 million adult TANF recipients in 2017.

SNAP

Figure 6 shows the percentage of the population that received benefits from Food Stamps or SNAP in a typical month by age group from 1985 to 2017.

Figure 6. Percentage of Persons Who Received Food Stamp or SNAP Benefits in an Average Month, 1985-2017^{xiii}



Note: Estimates are fiscal year averages using monthly caseload data from administrative records. Percentages are calculated based on population statistics from the U.S. Census Bureau. Source: U.S. Department of Agriculture, Food and Nutrition Service (FNS), Office of Policy Support, Characteristics of Supplemental Nutrition Assistance Program Households and the FNS National Data Bank.

SNAP reciprocity decreased by 0.7 percentage points to 12.7 percent in 2017, the fifth annual decline since the peak of 14.9 percent in 2013. The rate had previously decreased by 0.6 percentage points to 13.5 percent in 2016. In prior years the rate increased sharply from 8.6 percent in an average month in 2007 to 14.6 percent in an average month in 2012, an increase of 6.0 percentage points over five years.

In 1993, in the wake of the early 1990s recession, 10.4 percent of the total population received food stamp benefits. The rate declined to 6.0 percent with economic growth and higher employment rates through 2000 before increasing with the 2001 recession. Some of the rise in the number of people receiving SNAP benefits in recent years reflects an increase in the rate of participation among eligible low-income individuals.

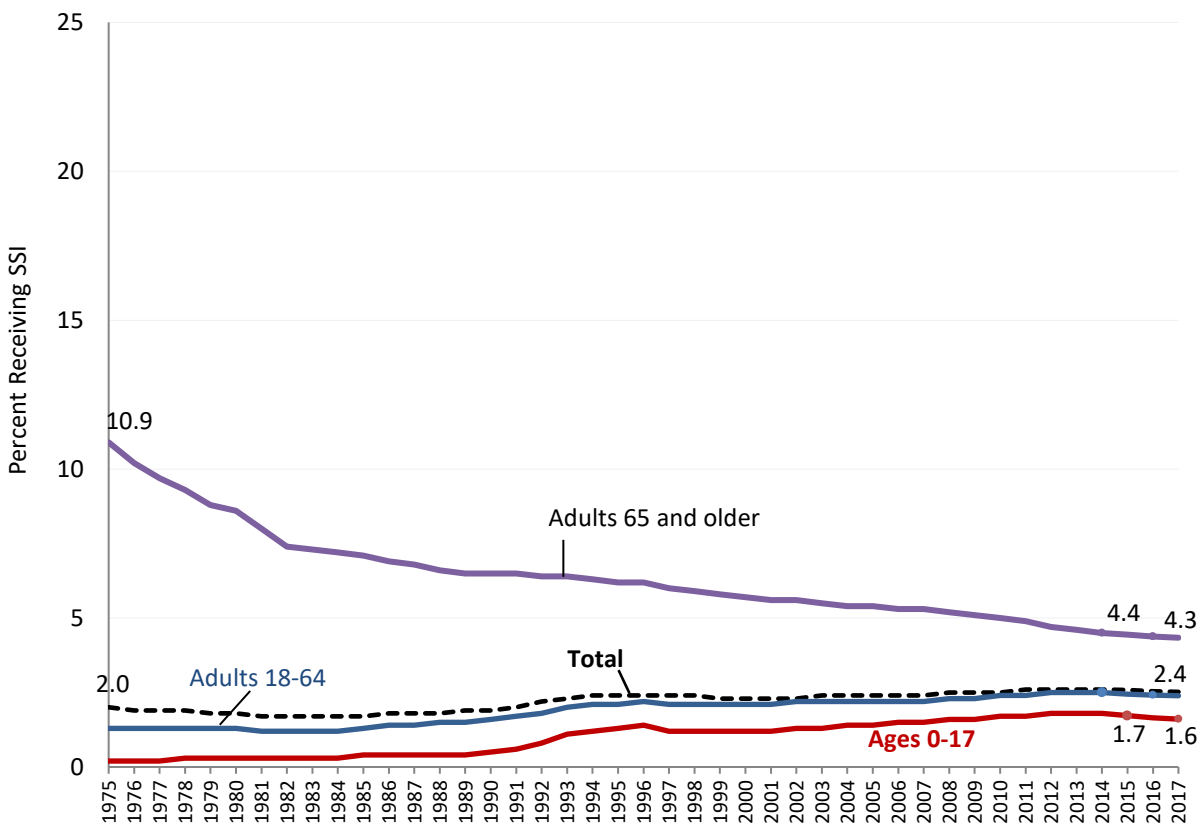
- Counter to the overall trend, older adults SNAP receipt rose in 2017 to 7.7 percent compared to 2016's rate of 7.4 percent. Given aging of the population, about 330,000 more adults age 60 and older received SNAP in 2017, for a total of 5.4 million persons. The percentage of older adults receiving food stamps/SNAP benefits in an average month was less than 5.0 percent for decades up to 2010. The rate increased in 2011 to 6.4 percent and with the exception of 2015 has increased every year so far in this decade.
- Reciprocity rates for prime working-age adults (18 to 59 years) declined by 0.7 percentage points to 9.9 percent in 2017 down from 10.6 percent in 2016. SNAP reciprocity rates for this age group had previously increased from 7.5 percent among adults in an average month in 2007 to a peak of 12.1 percent in 2013.
- Among children, SNAP receipt declined by 1.5 percentage points (nearly 1.2 million children) in one year to 24.5 percent in 2017. In 2016 the child reciprocity rate was 26.0 percent. Historically, reciprocity rates for children are higher compared with working-age adults. The smaller child population combined with higher poverty rates has meant a roughly *equal number* of SNAP recipients were children and prime working age adults over the past ten years. Nearly 18.0 million children and 18.0 million working-age adults were SNAP recipients in 2017.

SSI

The SSI program was designed to support elderly individuals who are low-income with few resources or persons of any age in similar circumstances who are blind or have another disability. Figure 7 shows the percentage of the population who received income from the SSI program from 1975 through 2017.^{xiv}

Over twenty years SSI receipt for the total population has increased slightly as a percent of the total population from 2.4 percent in 2003 and 2.5 percent in 2008 before holding steady at 2.6 percent from 2011 to 2015. The rate of SSI receipt decreased slightly for the first time in five years to 2.5 percent in 2016 and 2017.^{xv}

Figure 7. Percentage of Persons Who Received Income from SSI, 1975 to 2017^{xvi}



Note: December population figures used as the denominators are obtained by averaging the U.S. Census Bureau's July 1 population estimates for the current and the following year.
Source: Social Security Administration, Office of Research, Evaluation and Statistics, SSI Annual Statistical Report, 2018. Population denominators for the percentage in each category are from the U.S. Census Bureau.

Since 2000 the *number of persons* in receipt of SSI has increased with the aging population from 6.9 million in 2003 to 8.1 million in 2011, peaking at 8.4 million in 2013 before declining to 8.2 million in 2017 even as the *percentage* of the population in receipt of SSI has changed only slightly.^{xvii}

- The rate of SSI receipt among children was 1.6 percent in 2017, the same as 2016. As illustrated in Figure 7, children’s receipt of SSI increased gradually over two decades from 1.4 percent in 1996 to 1.8 percent in 2012 before declining to 1.6 percent in 2016. The trend is consistent with the long term increase in diagnosed mental health disorders among U.S. children and adolescents.^{xviii}
- As part of SSI’s design, adults ages 65 and older have higher reciprocity compared with other age groups. Since 1996 the gap in reciprocity rates between older adults and the total population has narrowed. The percentage of older adults who received SSI fell about 30 percent, from 6.2 percent in an average month in 1996 to 4.3 percent in an average month in 2017.
- One reason for the historical decline in SSI among older adults was an increase in Social Security after 1975 as well as income from employment.^{xix} Income from both sources has helped lower poverty for older adults which reduced the need for SSI. For adults ages 65 and older, the poverty rate fell from 10.8 percent in 1996 to an average of 9.0 percent in the years from 2009 to 2012; after increasing to 10.2 percent in 2013 the rate subsequently declined to an average of 9.2 percent from 2015 to 2017.

Indicator 4. Program Participation among Those Eligible

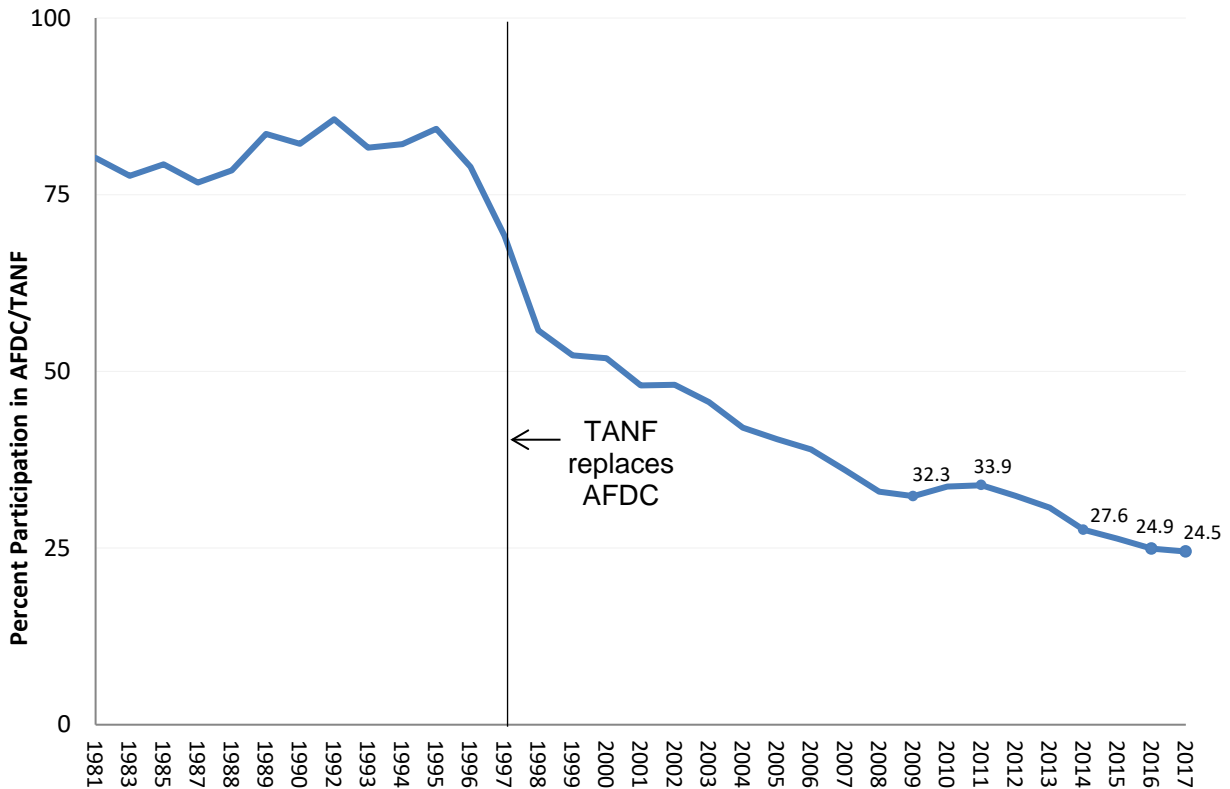
Indicators 1 and 3 compared the number of individuals who received program benefits to the total population. However, most of the population is not eligible for assistance targeted to families and individuals at the lowest levels of income.

In this report the number of people who enroll in programs compared to the number of people eligible for benefits is called the participation rate. Not all eligible families and individuals participate in the programs designed to help them meet basic needs. “Take-up” or participation rates are presented in Indicator 4—the proportion of families who participate in a particular program as a percentage of those legally eligible for benefits. The estimates are based on the best available data: administrative records for each program, survey data, and microsimulation.

TANF

Figure 8 presents program participation rates for AFDC and TANF from 1981 through 2017.

Figure 8. Rates of Participation in AFDC/TANF Cash Assistance, Among Those Eligible to Participate, 1981 to 2017^{xx}



Source: Administrative caseload data is from the U.S. Department of Health and Human Services, Administration for Children and Families. The participation fraction is from microsimulation model TRIM3 and its input data the Current Population Survey's Annual and Social Economic Supplement.

Between 1981 and 1996, participation rates in the AFDC program ranged from 76.7 percent to 85.7 percent. A historically low 24.5 percent of poor eligible children and families received TANF benefits in 2017. The 2017 participation rate declined for the sixth consecutive year and is lower by 9.4 percentage points than the most recent peak rate of 33.9 percent in 2011. The number of assistance units receiving cash benefits fell even more than the overall number of TANF assistance units.^{xxi}

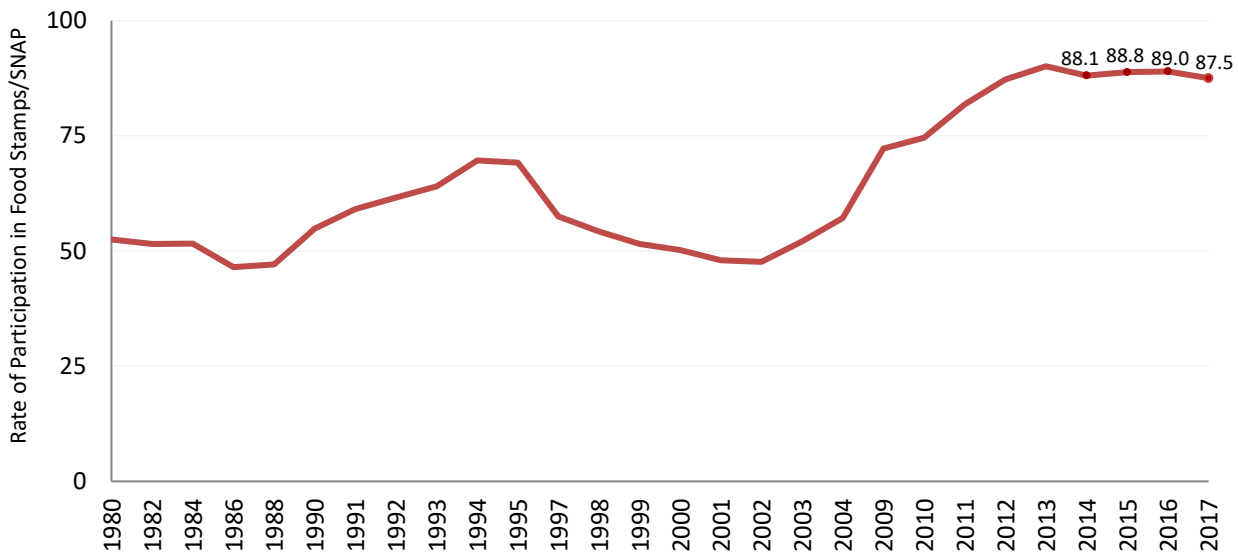
The TANF participation rate has leveled off or declined in nearly every year since the program’s creation. In 2000 the participation rate for TANF was 51.8 percent, declining to 40.4 percent in 2005 and 32.3 percent in 2009. The only exception to the downward trend occurred when the rate increased to 33.7 percent in 2010 and 33.9 percent in 2011.

Since 2008 about one third of the poorest families with children met their states’ TANF eligibility requirements and received cash benefits from TANF. Twenty-two states set income limits for TANF eligibility at between 50 percent and 85 percent of the poverty guideline. An additional 24 states plus the District of Columbia set the income ceiling at 50 percent of the federal poverty guideline as precondition of TANF eligibility.^{xxii}

SNAP

Figure 9 shows the percentage of eligible households participating in the Food Stamp Program or SNAP. This indicator examines the average number of households that participated as a percentage of the estimated eligible population.

Figure 9. Rates of Household Participation in Food Stamps or SNAP Among Households Eligible to Participate, 1980 to 2017^{xxiii}



Notes: Participant and eligibility totals represent monthly averages. Estimates from 2010 through 2015 should not be compared with prior estimates. Estimates for the following years are methodologically consistent: September 1980 to August 1994, September 1994 to September 1999, FY 1999 to FY 2002, FY 2002 to FY 2009, and FY 2010 to FY2017. Source: SNAP Program Operations data, SNAP Quality Control data, and CPS ASEC.

In 2017, 87.5 percent of eligible households in an average month participated in SNAP, a 1.5

percentage point change from 2016. A historical peak in SNAP participation occurred in 2013 at 90.1 percent.

From 2002 to 2013 the participation rate for food stamps/SNAP rose, and 2014 was the first year that the rate declined (88.1 percent). In 2015 the rate rose by 0.7 percentage points to 88.8 percent and remained about the same in 2016 before declining in 2017. This differs from the overall reciprocity rate as a percent of the total U.S. population, which has declined steadily since 2013 (see Figure 6).

SSI

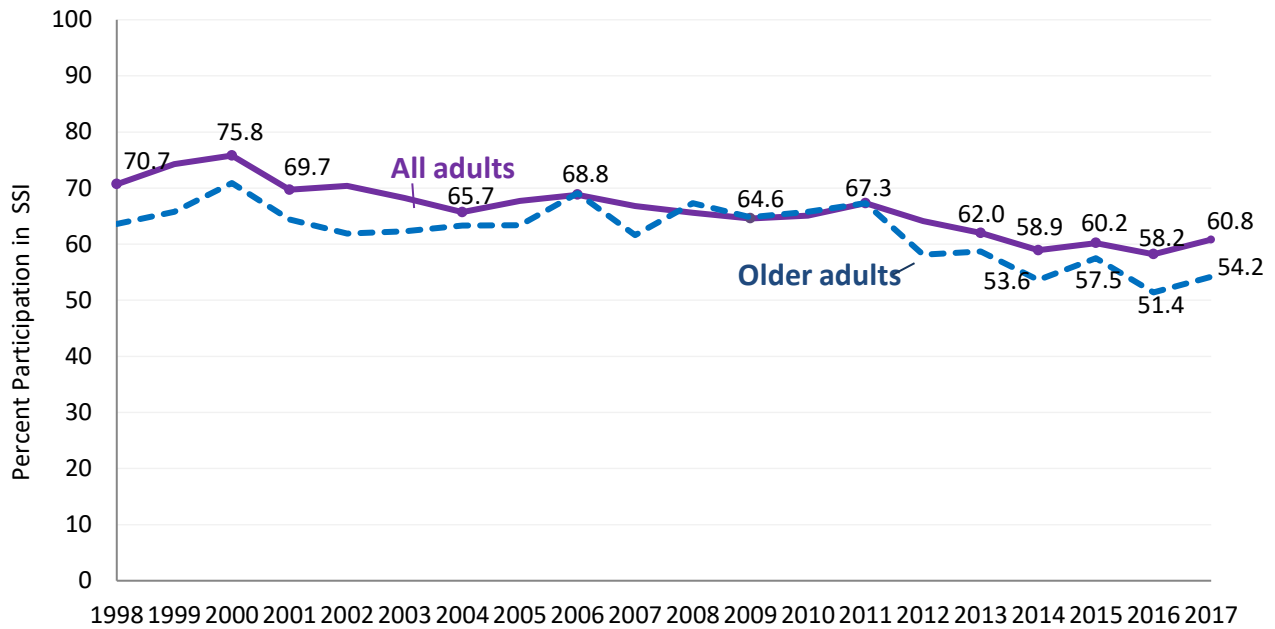
Participation among eligible adults in the SSI program rose by 2.6 percentage points to 60.8 percent in 2017, following the seesaw pattern of the last four years (see Technical note XXV.) rates. Figure 10 shows the percentage of eligible adults who participated in the SSI program.

Among older adults, participation in SSI increased by 2.8 percentage points to 54.2 percent in 2017, up from 51.4 percent in 2017. Participation among older adults has gradually fallen since 2011 as can be observed in less volatile three-year averages (not shown). For the 2014-2017 period, SSI participation among older adults was 54.2 percent, compared to the rate of 64.4 percent for the period 2004-2007, a decrease of 10.2 percentage points.

Compared with levels for other major programs, participation rates for SSI have changed slowly over time with rates falling within a narrower band. This has been the case since 2000 as overall participation in SSI has declined on average by a fraction of one percentage point each year. Two-thirds (66.6 percent) of adults eligible for the program participated in 1996, and by 2017 only about three of every five eligible adults participated (60.8 percent). Despite modest upticks such as in years 2006, 2011, and 2015, the long-term trend continues downward.

The pool of adults eligible for SSI grew by 1.5 million from 2011 to 2017, and yet the number served by SSI has increased by less than 0.29 million. SSI participation rates have decreased in the most recent six years by 6.5 percentage points to 60.8 percent in 2017. Put another way, 9.5 million adults were eligible for SSI in 2011 and 6.4 million participated. In 2017, 11.0 million adults were eligible for SSI and 6.7 million participated.^{xxiv} (See the Appendix A-14).

Figure 10. Rate of Participation in the SSI Program, Among Eligible Adults, 1998 to 2017^{xxv}



Note: Data is an average monthly percentage of eligible adults. Eligible adults are individuals age 18 to 64 with low-income, low resources and a disability or adults age 65 and older with low income and low resources.
 Source: The Current Population Survey, (CPS ASEC) and microsimulation model TRIM3.

- For adults ages 65 and older the SSI participation rate was 54.2 percent in 2017, an increase of 2.8 percentage points compared with the prior year 2016. About 10,000 fewer older adults were eligible for SSI in 2017 compared with 2016. Participation in 2017 represents a sizable decline from a recent peak of 67.3 percent in 2011, a decline of 13.1 percentage points among older adults over the past six years.
- Among adults with disabilities, the rate of participation in SSI was 67.7 percent in 2017, up 2.8 percentage points from 2016. However the 2017 rate represents a decrease of 2.6 percentage points in SSI participation since 2011. Over the past six years, the population of disabled adults eligible for SSI increased by 400,000 from 6.3 million in 2011 to 6.7 million in 2017 while the number of disabled adults who participated in SSI increased by only 130,000 over the same period.
- For married couples, participation in SSI is lower in comparison with other adults. Their participation rate of 32.5 percent in 2017 is an increase of 0.9 percentage points compared with 2016 but part of a longer term decline compared with 2011 (down 7.6 percentage points).

Indicator 5. Multiple Program Receipt

Individuals and families may be eligible for multiple programs and may receive some, all or none of the benefits for which they meet the eligibility requirements. Families who receive TANF and individuals who receive SSI can receive SNAP benefits, but most states do not permit the same individual to receive assistance from both TANF and SSI.^{xxvi} SSI is an individual-level benefit and so if one individual in a family receives SSI but the remaining family members meet the eligibility criteria for TANF, the remaining family members may receive TANF assistance.

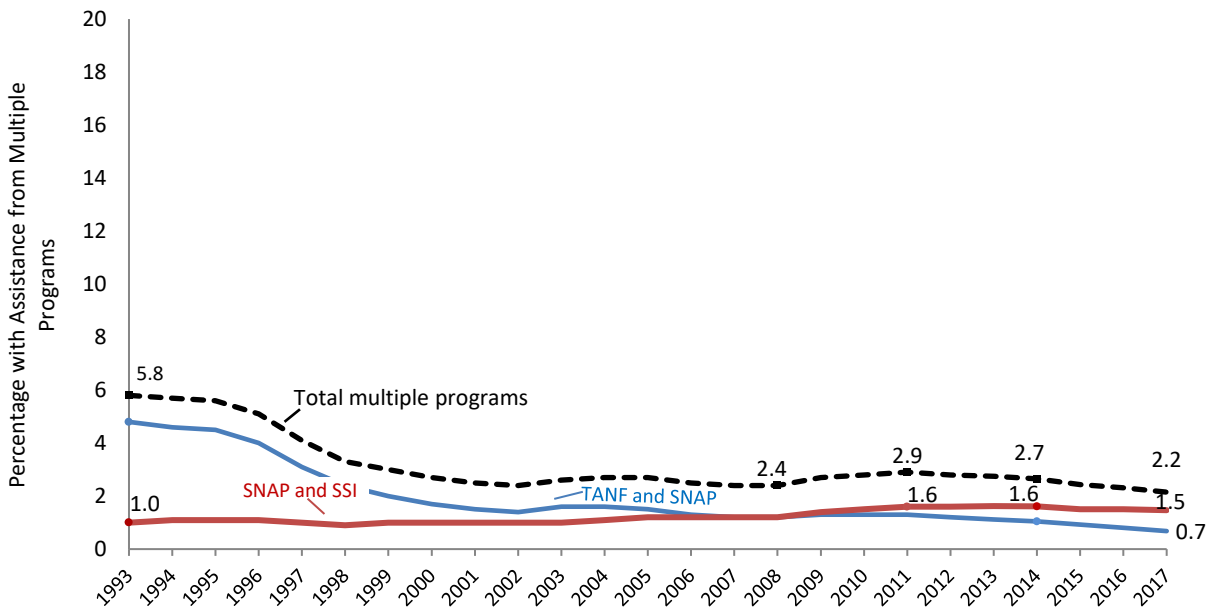
In general, families eligible for TANF are also eligible for SNAP as the income threshold for eligibility is typically lower for TANF and higher for SNAP. Under federal rules, families are eligible for SNAP benefits if their *gross* income is less than 130 percent of the poverty line using the federal poverty guidelines, about \$26,550 for a parent with two children in 2017.^{xxvii} In comparison, all but four states limit earned income to below 85 percent of the poverty line for initial TANF eligibility, a value of \$17,357 for a family of three in 2017.^{xxviii} Many states limit income to below 50 percent of the poverty line for TANF, about \$10,210 annually for a family of three.

SSI eligibility is more complex because of income set-asides and disability status, but the maximum benefit in 2017 was \$735 monthly for an individual, a value lower than the poverty guideline for one person (\$12,060 a year or \$1,005 monthly).^{xxix} Though SSI payments are generally higher than TANF, the level of income received by SSI recipients is such that many households that include an SSI recipient also qualify for SNAP.

In an average *month* in 2017, 14.9 percent of the population or 48.0 million individuals received assistance from TANF, SNAP or SSI. Among these individuals a small proportion received benefits from more than one program. The percentage of individuals who received assistance from any one program in an average month (14.9 percent) is lower than the percentage that received assistance at some point over the course of a year (20.9 percent) shown in Figure 4.

Figure 11 shows the percentage of individuals in the U.S. who received assistance from multiple programs in an average month over time. As in previous years the data failed to show persons who received benefits from all three programs because at the individual level TANF and SSI are generally mutually exclusive. For this reason multiple program participation reflects participation in two programs (SNAP and TANF or SNAP and SSI).

Figure 11. Percentage of the Population Who Received Assistance from AFDC/TANF and SNAP, or Received Assistance from SSI and SNAP, 1993 to 2017^{xxx}



Note: Data is an average monthly percentage of the population. AFDC, TANF, and SNAP receipt are based on the family or recipient unit while SSI receipt is based on individuals.
 Source: The Current Population Survey (CPS ASEC) and microsimulation model TRIM3.

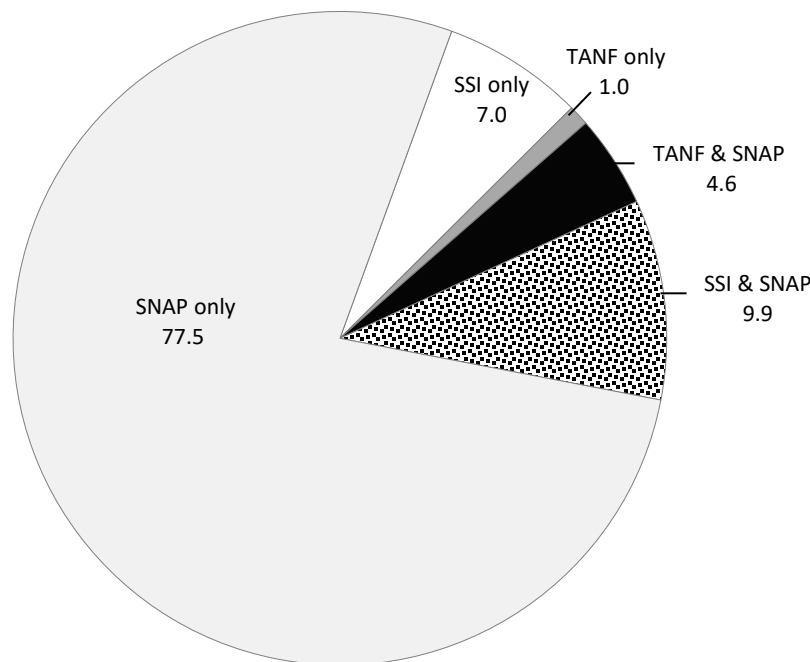
The proportion of the total population that received benefits from multiple programs has declined over time, from 5.8 percent in an average month in 1993 to 2.4 percent in an average month in 2008. The rate increased to 2.9 percent in 2011. In an average month in 2017 the rate had declined to 2.2 percent, down 0.7 percentage points from the most recent peak.

- The proportion of people who received both TANF and SNAP benefits has declined incrementally to 0.7 percent in 2017.
- The proportion of people who received cash assistance from TANF or AFDC together with nutrition assistance from food stamps or SNAP has declined steadily since the 1990s. In an average month in 1993, 4.8 percent of the population received both AFDC and food stamps. TANF replaced AFDC and by 2000, 1.7 percent of individuals received assistance from both cash assistance and food stamps in an average month.
- With respect to SSI and SNAP, the proportion of people who received benefits from both was 1.5 percent in 2017.
- The rate of receipt for both SSI and food stamps in an average month held steady between 1.0 percent and 1.2 percent of the population from 1993 through 2008. The

rate increased to 1.4 percent in an average month in 2009 and leveled off at 1.6 percent in 2011. See Table 14, Indicator 5 in the appendix.

Figure 12 looks exclusively at *program recipients*. The chart below presents the proportion of people who benefited from one program or more than one program, among only those who received some benefit in an average month in 2017.

Figure 12. The Distribution of Program Recipients by Program for TANF, SNAP, and SSI, 2017



Universe is individuals who received a benefit in any amount from TANF, SNAP or SSI in an average month in 2017.

Note: TANF and SNAP receipt are based on the family or recipient unit while SSI receipt is based on individuals.

Source: The Current Population Survey, Annual Social and Economic Supplement and microsimulation model TRIM3.

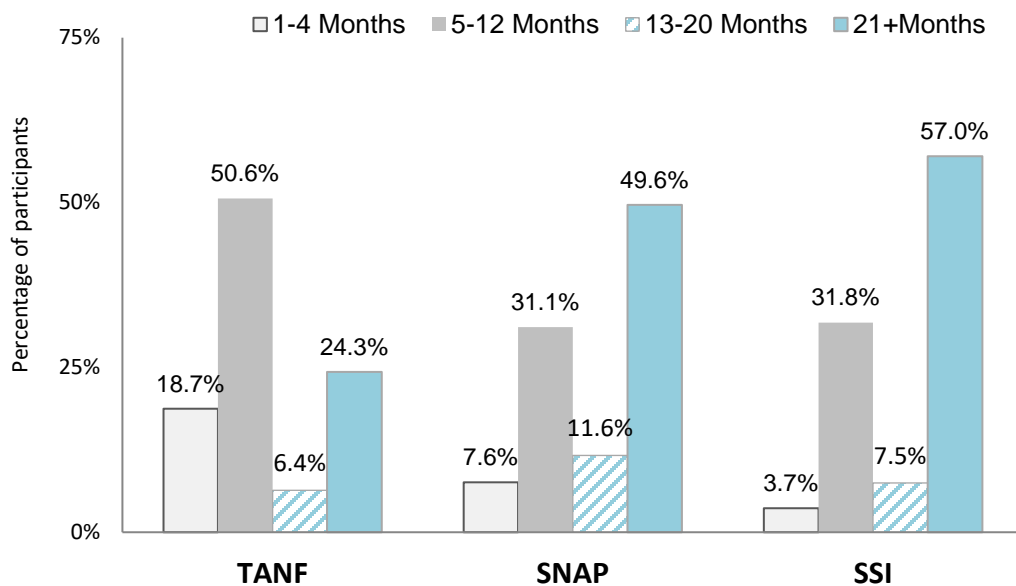
- Fourteen (14.5) percent of the *recipient* population received benefits from multiple programs in an average month in 2017, about 6.9 million persons. Ten percent of the recipient population received benefits from SSI and SNAP (9.9 percent, 4.8 million) and about five percent of the recipient population received benefits from TANF and SNAP (4.6 percent, 2.2 million).
- In 2017 most program recipients received only SNAP. Across all recipients for TANF, SNAP and SSI, more than 3 out of 4 received only SNAP benefits (77.5 percent).

Indicator 6. Program Receipt Duration

One critical aspect of program receipt is the duration of program assistance. Indicator 6 provides information on the number of months of benefit receipt for each of the three social welfare benefit programs discussed in this report.

Figure 13 shows the percentage of persons who received TANF, SNAP, or SSI benefits by the number of months the program's benefits were received.

Figure 13. Duration of TANF, SNAP, and SSI Receipt Over 24 Months, 2014-2015



Note: Data is restricted to individuals in both the 2014 and 2015 waves of the survey who participated in TANF, SNAP, or SSI for at least one month during the period. SNAP estimates may differ from USDA estimates due to methodological differences.

Source: The Survey of Income and Program Participation 2014 and 2015.

During the 2014-2015 period, recipients of TANF were less likely to receive benefits for 21 or more months (24.3 percent) compared with SNAP recipients (49.6 percent) or SSI recipients (57.0 percent). More than two-thirds of TANF recipients participated in the program for 12 or fewer months with the largest share participating in TANF for 5-12 months (50.6 percent).

Nearly one-half of SNAP participants (49.6 percent) received benefits for 21 or more months while nearly two out of five recipients (38.7 percent) received benefits for 12 or fewer months.

Across the three programs, only SSI recipients were most likely to receive program benefits for 21 or more months (57.0 percent).

- Among children who received SNAP benefits, just more than one-half received benefits for 21 or more months (53.4 percent for ages 0 to 5; 54.5 percent for ages 6-10, and 56.8 percent for ages 11 to 15). (See Appendix, Table 16, Indicator 6.)
- Adults ages 65 and older who received SNAP benefits from 2014 to 2015 were most likely to participate in the program for 21 or more months (61.0 percent). In comparison, less than one-half of working age adults (45.0 percent) received SNAP benefits for 21 or more months.
- Among SSI recipients, adults 65 years and older were more likely than others to participate in the program for 21 or more months. Nearly two-thirds of older adults (65.6 percent) who participated in SSI received benefits for 21 or more months compared with just more than one-half (55.4 percent) among adults ages 16 to 64.

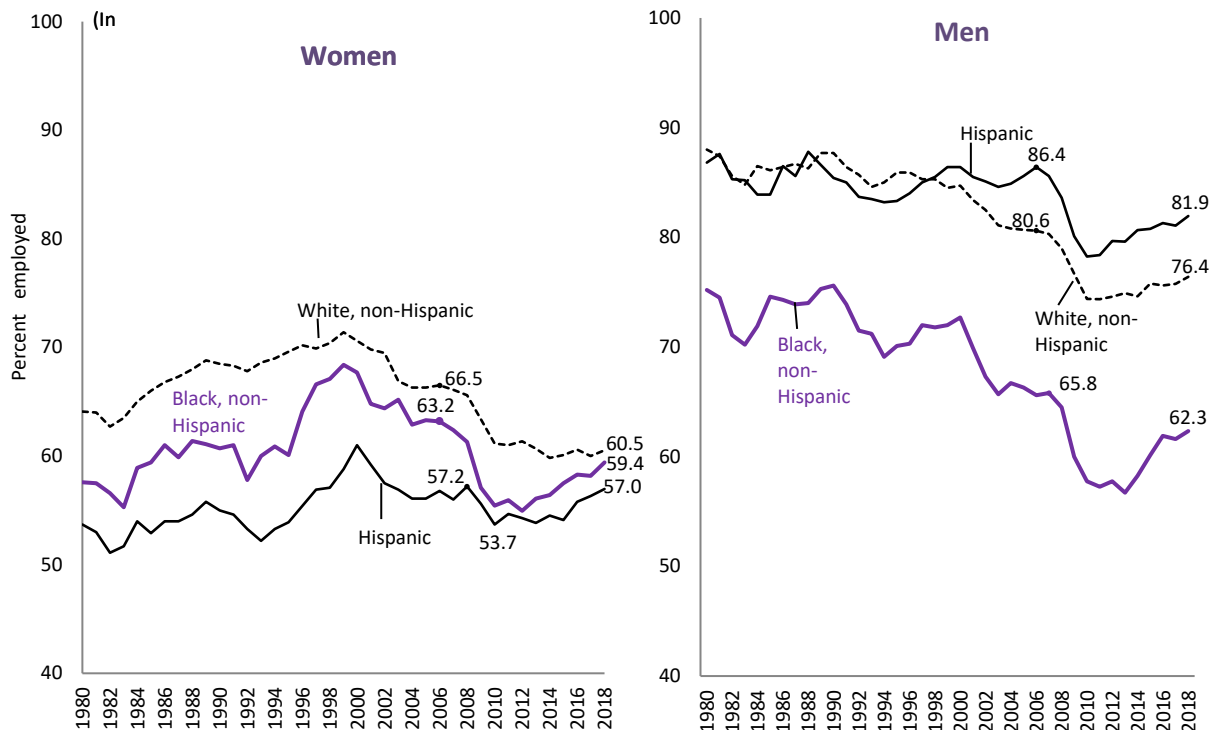
III. Risk Factors, Social and Economic Context

Indicator 7. Employment among the Low-Skilled Population

Employment and wages are key factors affecting the ability of men and women to support families without receiving means-tested assistance. Even when employed, individuals with less than a high school education are at the greatest risk of being poor.

Figure 14 shows the employment rate of adults with a high school degree or less education by gender, race, and ethnicity. The employment rate is defined as the percent of the adults employed at any time over the calendar year. This measure of low labor skill captures only education and does not account for skills learned on the job or other professional or technical training.

Figure 14. Percentage of Adults Employed Any Time During the Year, Ages 18 to 65 with a High School Degree or Less Education, by Race and Ethnicity, 1980 to 2018



Note: Data include both full and partial year employment. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only.

Source: The Current Population Survey, Annual Social and Economic Supplements.

Women’s employment levels among those with a high school education or less have been increasing for most of the previous decade, though rates among White (non-Hispanic) women remained relatively steady. In the years just prior to the Great Recession, rates peaked for White (non-Hispanic), Black (non-Hispanic), and Hispanic women from 2006 to 2008 at 66.5 percent, 63.2 percent, and 57.2 percent, respectively (see Figure 14). Yet increases since 2008 have been insufficient to match or exceed the higher levels of employment occurring in the mid- to late-2000s.

- Black women's employment among those with a high school degree or less education increased to 59.4 percent in 2018, a gain of 1.2 percentage points since 2017. Over the longer term the rate is greater by 2.3 percentage points compared with during the Great Recession, 57.1 percent in 2009.
- Among non-Hispanic White women with a high school degree or less education, employment levels changed very little since 2010. The two year average of 2015–2016 was 60.4 percent and the more recent two year average (2017–2018) was essentially the same at 60.3 percent. A longer time horizon shows employment among non-Hispanic White women was down by 5.5 percentage points since 2007.
- Hispanic women's employment among those with a high school degree or less education increased by 1.2 percentage points over two years, from 55.8 percent in 2016 to 57.0 percent in 2018. The 2018 rate is the highest employment level for Hispanic women since 2008 (see Appendix A-18). Among the groups examined, only Hispanic women reached an employment level comparable to years just prior to the recent recession.

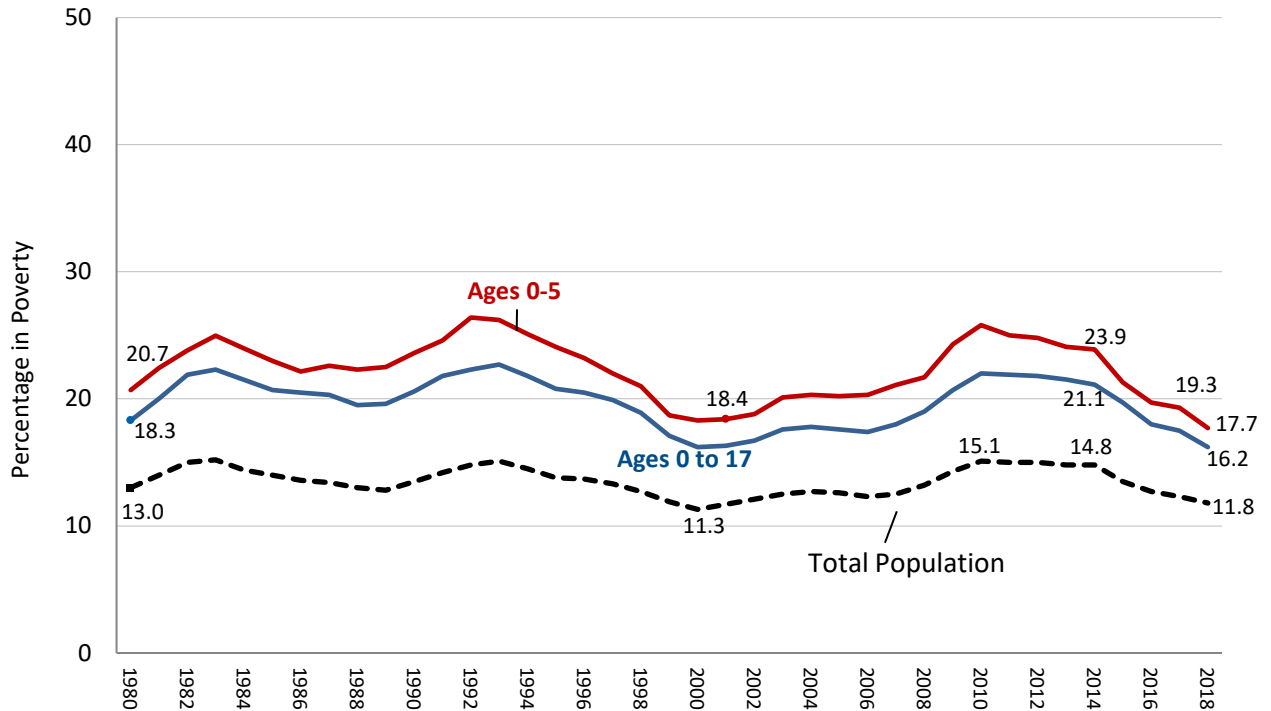
Employment rates followed a similar trend for low-skilled men in that levels have inched upward fairly regularly for each group of men since 2013, and despite the positive trend, employment levels in 2018 remained 3.0 to 4.0 percentage points lower compared with the mid- to late-2000s.

- Employment among Black men (non-Hispanic) with a high school degree or less education increased by 0.7 percentage points since 2017 to 62.3 percent in 2018. The most recent rate represents an increase of 2.2 percentage points compared with 2015. Compared to Hispanic men, Black men continued to have lower employment compared to similarly educated Hispanic men, who have the highest employment of among the groups analyzed at 81.9 percent in 2018.
- Among White non-Hispanic men with a high school degree or less education employment rose 0.6 percentage points in one year to 76.4 percent in 2018. In comparison, the average employment rate for White non-Hispanic men in this education group was 74.4 percent over the three-year period 2010–2012, 75.1 over the period 2013–2015, and 75.9 over the period 2016–2018.
- Among Hispanic men with a high school degree or less education, employment increased by 0.8 percent in one year reaching 81.9 percent in 2018. In comparison, the average employment rate among Hispanic men in this education group was 78.8 percent in 2010-2012, 80.3 percent over 2013–2015, and 81.4 percent in 2016–2018.
- Hispanic men consistently had higher rates of employment compared to non-Hispanic White men with a differential of 5.0 to 6.0 percentage points since 2014. In 2018 the employment differential between Hispanic and White men was 5.5 percentage points.

Indicator 8. Poverty Rates and Program Impacts on Poverty Rates

Poverty measures are important predictors of the need for program benefits, because families with fewer economic resources are more likely to need program benefits to meet basic needs. Figure 15 shows the official poverty rate for all persons, for children, and for the youngest children ages zero to five years.

Figure 15. Percentage of People in Official Poverty by Age, 1980 to 2018



Note: The poverty universe is based on the civilian non-institutionalized population living in the United States. Individuals ages 0-14 are excluded if not related to the householder.

Source: U.S. Census Bureau, *Income, Poverty, and Health Insurance Coverage in the United States: Current Population Reports*.

Poverty among all persons declined by 0.4 percentage points in one year to 11.8 percent in 2018 representing the fourth year of decline. Mostly recently official poverty ranged from a high of 15.0 in 2012 to the recent low rate of 11.8 percent in 2018.

- Children had a poverty rate of 16.2 percent in 2018, down 1.3 percentage points compared with 2017. Historically the child poverty rate follows the same cyclical pattern as the total poverty rate but on average is about 5.0 percentage points greater; in the case in 2018 (+4.4 percentage points).
- Children from birth to age five have the highest level of poverty among age groups, a

fact reflected in poverty rates for decades. In 2018, 17.4 percent of children ages 0 to 5 lived below the poverty line, 1.9 percentage points lower than in 2017. The rate is down 7.4 percentage points from a recent peak of 24.8 percent in 2012. The rate of 17.4 percent for young children is the lowest poverty rate observed for this group in decades (See Appendix A-19).

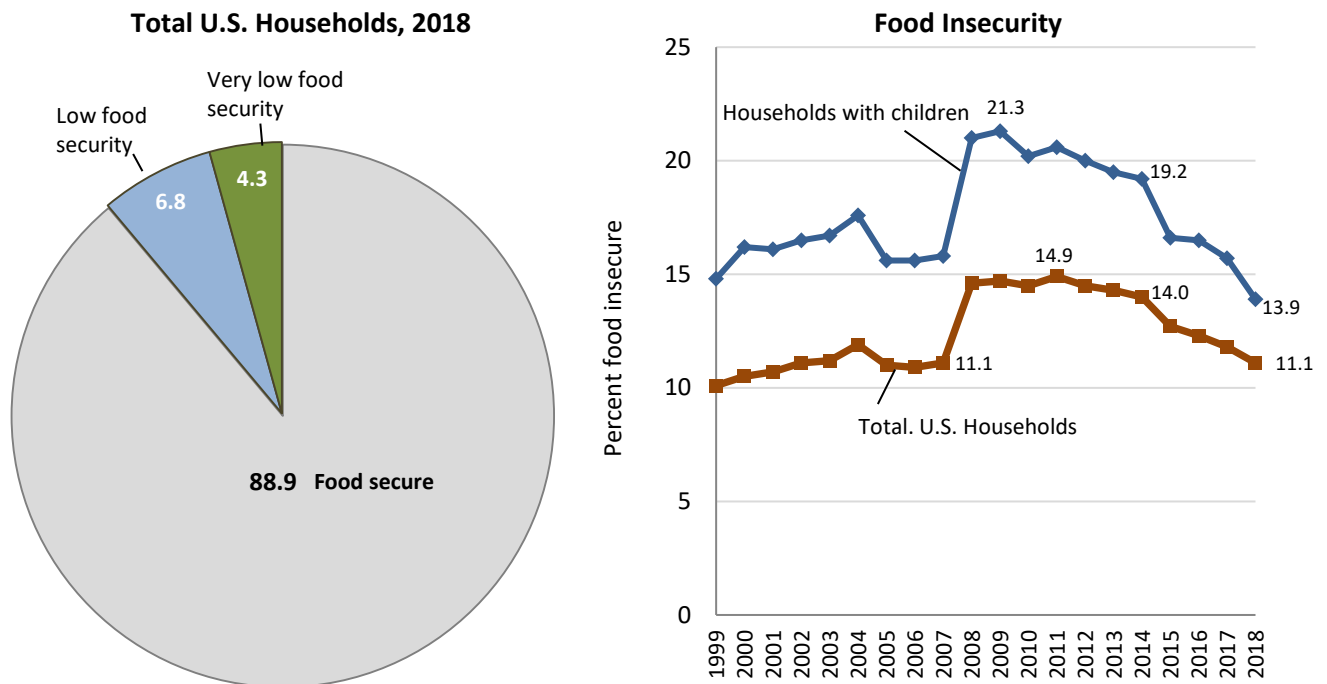
- Poverty for older adults (65 and older) has crept upward from 9.2 percent in 2017 to 9.7 percent in 2018, a one year increase of 0.5 percentage points. For this age group, the poverty rate was static at 8.8 percent in 2015 and 2016 prior to increase in 2017.
- Among working age adults (18 to 64 years), the poverty rate had been steady within a narrow band of 13.3 percent to 13.8 percent from 2010 to 2014. With increases in employment, the poverty rate declined among working age adults by 0.5 percentage points from 11.2 percent in 2017 to 10.7 percent in 2018.
- For single female families, the poverty rate declined for the fifth consecutive year to 26.8 percent in 2018 (1.1 percentage points lower than 2017). Overall from its recent peak in 2013 through 2018, the rate has decreased by 7.6 percentage points, a change comparable to that observed among children under age six (-6.8 percent).
- In 2018 the poverty rate for people in married-couple families was 5.4 percent, 1.8 percentage points lower compared with the rate for these families in 2014. For persons in married-couple families the poverty rate has remained within a narrow band from about 6.0 percent to 7.5 percent, peaking in 1993 at 8.0 percent and 7.7 percent in 2010.

Indicator 9. Food Insecurity

Households that have consistent, dependable access to enough food for active, healthy living are food secure. In contrast, food-insecure households have difficulty at some time during the year providing enough food for all their members due to a lack of money and other resources. Food insecure households can be further classified as having low or very low food security. Very low food security, the more severe case, applies to households in which food intake for one or more members was reduced and eating patterns were disrupted due to a lack of money or resources.

In 2018 the majority of U.S. households (88.9 percent) were food secure while just over 14.0 million U.S. households were *food insecure* (see Appendix A-20). This includes 5.6 million households (4.3 percent) classified as having *very low* food security. Figure 16 below shows the prevalence of food insecurity (low and very low combined) in 2018 and over time.

Figure 16. Percentage of Households Classified by Food Security Status, 2018 and from 2000 to 2018



Source: U.S. Department of Agriculture, Economic Research Service, Household Food Security in the United States in 2018.

Food insecurity has been trending downward for the past seven years as shown in Figure 16. The overall rate for 2018 was 11.1 percent, a decline of 0.7 percentage points compared with 2017 and the lowest level since 2007.

From 2000 to 2007 food insecurity (both low and very low food insecurity) affected between 10.5 percent and 11.9 percent of households. The rate rose from 11.1 percent in 2007 to a peak of 14.9 percent in 2011, declining to 14.0 percent in 2014 and 11.1 percent in 2018.

- In 2018, 1 in 7 households with children was food insecure (13.9 percent), down from 1 in 6 households with children (15.7 percent). This rate decreased by 1.8 percentage points and 723,000 households compared with 2017. The rate in 2018 marks the first time since 1999 that the level of food insecurity for households with children fell below 15.0 percent. (see Appendix A-21).

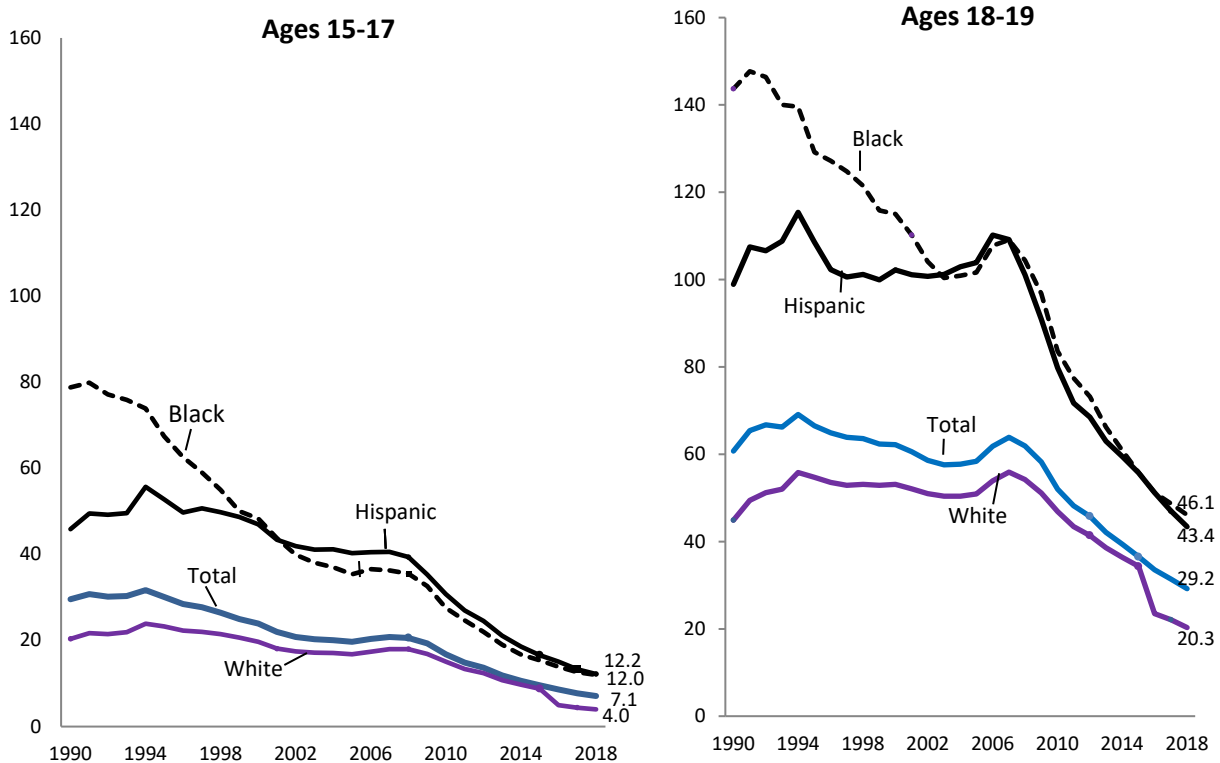
Food insecurity looks similar for households with the youngest children, ages 0 to 5. In 2018 the prevalence of food insecurity was 14.3 percent for this group compared with 13.9 percent for all children. Households with young children experienced little decline in food insecurity through 2015, 2016, and 2017. However, the most recent data shows a decline of 2.1 percentage points, from 16.4 percent in 2017 to 14.3 percent in 2018.

- Food insecurity typically increases as poverty increases. Among households with income *above* 185 percent of the federal poverty guideline as published by USDA (income limit for Head Start or reduced price school lunch), 5.4 percent of households were food insecure in 2018, a decline of 0.4 percentage points from 2017. Among households in poverty (income below 100 percent of the poverty guideline) 35.3 percent were food insecure, down 1.5 percentage points from 2017 (see Appendix A-21).
- In 2018, 8.3 percent of married-couple households with children (over 2.0 million) were food insecure compared with 9.5 percent in 2017. However, married-couple households with children were only about thirty percent as likely to experience food insecurity as single-female households with children.
- Among single-female households with children, 27.8 percent (2.6 million) were food insecure in 2018, a significant one-year decrease in food insecurity of 2.5 percentage points and 300,000 households (see Appendix A-21).

Indicator 10. Nonmarital Teen Births

This indicator addresses the risk factor of nonmarital childbearing among young women. Unmarried women who give birth under age 20 historically have had higher rates of public assistance receipt than other women or mothers. Teen mothers also tend to have lower educational attainment, another risk factor for receipt of program benefits. Figure 17 below illustrates the birth rate among unmarried women under age 20.

Figure 17. Births per 1,000 Unmarried Women Ages 15-17 Years and 18-19 Years by Race-Ethnicity: 1990-2018 xxxi



Note: Data are available beginning in 1990 for Hispanic women.
 Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*: Vol. 48 (16) 2000 and Vol. 68 (13), November 27, 2019.

Births per 1,000 unmarried teens ages 15 to 17 have decreased significantly over the previous two decades. The birth rate for teen ages 15 to 17 fell from 20.6 per 1,000 in 2008 to 7.1 per 1,000 in 2018, a decrease of nearly two-thirds over ten years.

- Since 2008 the birth rate for Hispanic teens ages 15 to 17 has fallen by more than 69 percent, from 39.4 per 1,000 to 12.2 per 1,000 in 2018.

- Among unmarried White teens ages 15 to 17, the birth rate has fallen from 18.0 per 1,000 in 2008 to 4.0 per 1,000 in 2018, a decrease of nearly 78 percent. Similarly, the rate for unmarried Black teens ages 15 to 17 has fallen more than two-thirds since 2008, from 35.5 per 1,000 to 12.0 per 1,000 in 2018.
- Births among unmarried women ages 18 and 19 have also decreased precipitously. From 61.9 per 1,000 in 2008 the birth rate among unmarried women ages 18 and 19 fell more than 50 percent to 29.2 per 1,000 in 2018.
- The recent decline in unmarried births among women ages 18 and 19 was experienced across race-ethnic groups. Among unmarried White, Black and Hispanic women ages 18 and 19 the birth rate has fallen by 63 percent, 56 percent and 57 percent respectively since 2008.
- Gaps in the rate of teen births by race and ethnicity have narrowed but differences remain. Among unmarried women ages 18 to 19 in 2018, birth rates for Hispanic and Black women were similar at 43.4 and 46.1 per 1,000 respectively, while the rate among White women remained lower at 20.3 per 1,000 in 2018.

Technical Notes

Program receipt and participation data in this report is from the Current Population Survey (CPS), Annual Social and Economic Supplement. CPS data on program eligibility and participation is augmented by administrative records and by TRIM, a transfer income microsimulation model that accounts for the underreporting of benefit receipt in the household survey. Current Population Survey data for calendar year 2013 relied on a split panel design to test redesigned income questions. This report relies on the combined subsamples for this year.

TRIM was operational in 1973. The U.S. Department of Health and Human Services funded the development of the second generation of the TRIM model in 1978. Other support for TRIM2 came from the Congressional Budget Office, the U.S. Department of Labor, and private foundations. The updated TRIM3 was introduced in 1997 and allows researchers and members of the public to access policy rules and simulation results over the internet. TRIM3's primary input data come from each year's Current Population Survey, Annual Social and Economic Supplement. TRIM3 corrects for underreporting of benefits in survey data in order to provide a more complete picture of the current safety net. For methodological details see <http://trim.urban.org/T3New.php>.

Key features of TRIM3 are its detailed modeling of program rules, and its ability to capture and mimic a program's actual rules concerning eligibility with extensive modeling of state variations. The TRIM3 model draws from a database of eligibility and benefit rules for each state. The source of detailed program data for TANF is the Urban Institute's *Welfare Rules Database*, which is derived from an annual review of state regulations and caseworker manuals.

TANF

For TANF, analysts matched the percentage of the SNAP caseload that has TANF income according to the SNAP administrative data. For cross-program benefit receipt there is no annual administrative data. The microsimulation model used in this report applied the rules of each state's TANF program to data from the CPS. Non-cash benefits funded by TANF were not modeled. Program participation was modeled to come close to the actual caseload in terms of overall size and key characteristics.

TANF receipt and participation no longer include small "worker supplement" payments paid through SNAP as these were typically valued at \$4 to \$49 per month. Beginning with 2017 and this volume, small worker payments (automatically generated by program rules in some states) do not count as TANF basic cash assistance. The background is that these payments were a tiny part of the caseload over the past decade, however, the number of families getting these "worker supplement" payments grew each year.

Some states provide cash assistance to families with multiple barriers to employment through solely state-funded programs (SSFs). In this report, cash assistance from an SSF is counted as cash income and not TANF assistance. SSFs are distinct from TANF.

There have been small changes in estimating methodology over time, due to model

improvements and revisions to the CPS. Beginning in 2004, estimates include families receiving assistance under separate state programs (SSPs). These SSPs are modeled together with TANF benefits, with no distinction made between the two funding sources. Since 2004 TRIM3 excludes from the unit non-parental caretakers whose income would make the unit ineligible, potentially increasing the number of child-only units.

SSI

The SSI participation rate was affected by a coding error the past few years, corrected this year. The error had the effect from 2013 to 2016 of overestimating SSI participation by up to 0.4 percentage points for all adults and those age 65 and older. Disabled and married couple units were less affected as the error had to do with income from self-employment. A comparison of last year's numbers and this year's numbers is below. The error did not impact rates of SSI receipt, or dependency overall or reciprocity overall.

SSI Participation rates

New, corrected				
<u>Year</u>	<u>Total</u>	<u>65 & up</u>	<u>Disabled</u>	<u>Married</u>
2017	60.8	54.2	67.7	32.5
2016	58.2	51.4	64.9	31.6
2015	60.2	57.5	65.0	30.9
2014	58.9	53.6	65.0	31.4
2013	62.0	58.7	66.4	36.4
Old numbers				
2017	--	--	--	--
2016	58.6	51.8	65.2	31.8
2015	60.4	57.9	65.1	31.0
2014	59.2	54.0	65.2	31.6
2013	62.3	59.0	66.5	36.4
Difference				
2017	--	--	--	--
2016	-0.4	-0.4	-0.3	-0.2
2015	-0.2	-0.4	-0.1	-0.1
2014	-0.3	-0.4	-0.2	-0.2
2013	-0.3	-0.3	-0.1	0.0

Endnotes

ⁱ Total income is cash income plus the value of SNAP benefits. Cash income includes earnings, rental and royalty income, interest, dividends, income from estates or trusts, social security, railroad retirement and pension income, veterans payments, child support and alimony payments, educational assistance, disability payments, regular financial assistance from friends or family, workers compensation, and unemployment compensation. Cash from assistance programs (other than SSI or TANF) is also counted, including income from SSFs. EITC and capital gains are excluded.

ⁱⁱ The federal block grant and state maintenance of effort (MOE) funding levels for TANF are not inflation adjusted. Partly for this reason, the program's total resources have declined over time. In addition, the Deficit Reduction of Act of 2005 (Public Law No: 109-171) provided states an incentive to find more MOE expenditures to count toward caseload reduction credit.

ⁱⁱⁱ Office of Family Assistance. "FY 2017 Federal TANF & State MOE Financial Data." See A.2.: Federal TANF and State MOE Expenditures by ACF-196 Spending Category: Basic Assistance (All Funds as a Percent of Total Funds Used) <<https://www.acf.hhs.gov/ofa/resource/tanf-financial-data-fy-2017>>

^{iv} Broad-based categorical eligibility (BBCE) is a policy in which households may become categorically eligible for SNAP when they qualify for non-cash TANF assistance or another benefit funded by state maintenance of effort (MOE) funds. See <www.fns.usda.gov/snap/clarification-characteristics-broad-based-categorical-eligibility-programs-memo>

For the federal poverty guidelines for 2017 and 2018 see < <https://aspe.hhs.gov/prior-hhs-poverty-guidelines-and-federal-register-references>>

^v For SSI's annual report and detailed descriptions of the program see <<https://www.ssa.gov/oact/ssir/index.html>>

^{vi} Dependency in Figure 1 and Figure 2 is annual, based on benefits received any time during the year. Annual rates tend to be higher given the longer time horizon for observing benefit receipt compared with assessing a particular month or an "average" month.

^{vii} Labor force participation by program in 2016 and 2017 is presented in Table 4 in the Appendix, pages A-4 and A-5.

^{viii} In an average month in 2017, TANF assistance units included 1,813,400 people in single-female families (down 10.6 percent from 2016), 667,000 people in married-couple or cohabiting partner families (down 0.5 percent from 2016), and 174,300 people in single-male families (down 15.2 percent from 2016).

^{ix} Reciprocity in Figure 4 is annual, based on benefits received any time during the year and differs from receipt of benefits in an 'average month' presented in subsequent sections. Annual rates tend to be higher given the longer time horizon for observing benefit receipt.

^x TANF includes separate state programs (SSPs) funded with maintenance-of-effort dollars. Cash welfare income from "general assistance" or solely-state-funded programs (SSFs) do not count as TANF. Units that receive only small "worker supplement" benefits are excluded because these benefits are not captured in the CPS survey nor modeled in TRIM3. Amounts up to \$50 were considered "small" for this purpose. For example in 2017, 23,000 SSP cases in Massachusetts were excluded as families received a supplemental benefit of no more than \$4 each month. The state with the largest number of "worker supplement" cases was California. Almost all of California's 150,000 SSP cases were excluded due to receiving a \$10 supplemental nutrition benefit. In total, the adjustment excludes 230,000 SSP and TANF units across ten states.

^{xi} In Figure 5 and throughout the report, estimates do not include residents of the U.S. territories. Due to changes in cash benefit policies, beginning in 2000 estimates *include* cash assistance from separate state programs (SSPs) and by 2017, SSP recipients comprised 30 percent of total recipients. However, TANF estimates do *not* include income from solely state-funded programs (SSFs) which is considered separate. Where possible, income from an SSF program is treated as cash. Population denominators were retrieved from the U.S. Census Bureau.

^{xii} In calendar year 2017 the total number of participants in TANF was 2,676,400, *excluding* assistance units receiving only ‘worker-supplement’ payments valued at \$4 to less than \$50. For a comparison of the TANF caseload with ‘worker-supplement’ payment cases see ACF caseload data at <https://www.acf.hhs.gov/sites/default/files/ofa/2017_recipient_tanssp.pdf>

^{xiii} In Figure 6 and throughout the report, SNAP estimates do *not* include residents of the U.S. territories. From 1975 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the Food Stamp Program in 1975. From 1975 to 1983 the number of FFAP participants averaged 88,000.

^{xiv} Changes not clearly reflected in SSI reciprocity rates may be reflected in program application data. For reciprocity data through 2017, see “The Annual Report of the Supplemental Security Income Program at <<https://www.ssa.gov/OACT/ssir/SSI19/index.html>>

^{xv} The Social Security Administration’s more detailed records indicate SSI receipt increased each year from 2.19% in 2000 to 2.53% in 2013. Subsequently the rate decreased to 2.43% in 2017; see Table IV.B7.—Federal SSI Prevalence Rates, as of December, 1975-2042 at <<https://www.ssa.gov/OACT/ssir/SSI19/index.html>>

^{xvi} Figure 7. Due to the fact that SSI data are reported each year in December, population estimates are based on denominators are the average of the U.S. Census Bureau’s July 1st population estimates for the current and subsequent year.

^{xvii} For the most recent national and annual SSI reciprocity rates, see data at from the Social Security Administration’s Office of the Actuary at <https://www.ssa.gov/OACT/ssir/SSI18/IV_B_Recipients.html#935854>

^{xviii} It is important to consider the effect of program integrity funding on reciprocity rates. After 2003, there were dramatic reductions in funding appropriated by Congress for conducting medical-continuing-disability reviews and non-medical redeterminations which are used to ensure that disabled SSI recipients continue to meet the definition of disability and satisfy the other requirements of eligibility. For the drop in the number of such reviews, please see the SSI Annual Report.

^{xix} The Bureau of Labor Statistics reports that between 1977 and 2007, employment among workers ages 65 and over increased by 101 percent, compared to a much smaller increase of 59 percent for total employment. <https://www.bls.gov/spotlight/2008/older_workers/>

^{xx} Figure 8. Participation rates are estimated by the microsimulation model (TRIM3) developed and maintained at the Urban Institute under primary funding from Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE). Beginning in 2017, assistance units receiving only “worker supplement” payments were excluded from microsimulation analyses so that basic cash assistance could be estimated accurately. Specifically, assistant units receiving only “worker supplement” payments were excluded from both the numerator and the denominator in calculating the TANF “take-up” or participation rate.

As previously, that the model accounts for the number of families who lost aid due to time limits, but families staying off TANF to conserve their time-limited assistance months are not accounted for specifically. A limitation of the model is that assistance units subject to full-family sanctions are counted as *eligible* but nonparticipating rather than counted as ineligible. The numbers of eligible and participating families exclude each of the following: units in the U.S. territories, non-custodial parent units, pregnancy-only units, and units with no cash benefits.

^{xxi} For the U.S. as a whole, there were 1.112 million units in the 50 states and DC receiving TANF/SSP benefits in the average month of 2017 (excluding those receiving only small worker-supplement amounts) and 4.54 million eligible for benefits for a participation rate of 24.5 percent. This figure is 8.3 percent lower than the 2016 caseload benchmark of 1.213 million units.

The proportion of the actual TANF caseload receiving only “worker supplement” payments (valued at \$50 or less) totaled 230,000 cases in 2017. Assistance units receiving only “worker supplement” payments were excluded from the TRIM analyses so that basic cash assistance could be estimated accurately.

^{xxii} State level rules are described in the Welfare Rules Database, 2017. The summary of earnings limits is based on Table I.E.4, “Maximum Income for Initial Eligibility for a Family of Three, July 2017. Available at <<https://www.acf.hhs.gov/opre/resource/welfare-rules-databook-state-tanf-policies-as-of-july-2017>>

^{xxiii} SNAP eligible households are estimated from a Mathematica Policy Research, Inc. model that uses data from the Current Population Survey, Annual Social and Economic Supplement to simulate program eligibility. SNAP caseload data are from USDA, FNS program operations caseload data. Small changes have been made to the methodology over time with some model improvements addressing revisions to the CPS. The model was revised in 1994 to produce more accurate and lower estimates of eligible households. Prior years show higher estimates of eligibles and lower participation rates relative to the revised estimate for 1994 and estimates for subsequent years.

^{xxiv} The SSI participation rate represents the share of the eligible household population that participates in SSI based on the TRIM’s input survey data and administrative records. The TRIM method adjusts the estimate downward to eliminate beneficiaries who are institutionalized. In comparison, the Social Security Administration reports that approximately 7.0 million adults were recipients of federally-administered SSI payments in December 2017. <www.ssa.gov/policy/docs/statcomps/ssi_monthly/2017/table02.html>

^{xxv} Errata is necessary regarding SSI participation rates in this volume. Previously published rates for 2013, 2014, 2015, and 2016 were inflated by 0.1 percentage point to a maximum of 0.4 percentage points. Corrected, updated participation rates are provided in Appendix A-11 and reflected in Figure 10. For data years 2013 through 2016, a coding error increased self-employment income beyond the eligibility limit for the self-employed. Prior to the correction the error had the effect of over-estimating participation from 0.1 to 0.4 percentage points.

SSI participation rates are estimated by the TRIM model which is periodically revised and improved. The model was revised in 1997 and 1998 to more accurately exclude ineligible immigrants. Thus an increased participation rate in 1997 is partly due to a revision in estimating methodology. In 2004 TRIM’s methods for identifying individuals eligible for SSI due to disability were improved resulting in more eligibles for this category. The CPS provides limited information on disability status which may underestimate the size of the adult population with a disability. Misidentifying or under-counting the population of eligibles will—to a greater or lesser extent—have the effect of inflating participation rates. Researchers drawing from the

Survey of Income and Program Participation and economists at the Social Security Administration estimate SSI participation among eligible, non-elderly adults at between 40 percent and 80 percent.

^{xxvi} Only four states include SSI recipients *and* their SSI income in the TANF assistance unit (Idaho, New Hampshire, West Virginia, and Wisconsin). Including an SSI recipient in the TANF assistance unit may reduce the value of cash assistance or render the family ineligible for TANF. State level rules are described in the Welfare Rules Databases which is released annually and can be found here: <https://wrd.urban.org/wrd/databook.cfm>

^{xxvii} The SNAP gross income test does not apply to households with elderly or disabled members. However, SNAP also has a net income test.

^{xxviii} Some states use only a gross income test to assess eligibility for TANF while a number of states use net income or multiple tests. Income limits expressed as percentages of the federal poverty guideline are based on a family of three and drawn from the *Welfare Rules Databook as of July 2017*; Table I.E.4 “Maximum Income for Initial Eligibility for a Family of Three, July 2017.” For details see <https://www.acf.hhs.gov/opre/resource/welfare-rules-databook-state-tanf-policies-as-of-july-2017>

^{xxix} See SSA’s “Supplemental Security Income Program Description and Legislative History” at <https://www.ssa.gov/policy/docs/statcomps/supplement/2017/ssi.html> and “SSI Federal Payment Amounts, SSI Monthly Payment Amounts, 1975-2020” at <https://www.ssa.gov/oact/cola/SSlamts.html> For the federal poverty guidelines see <https://aspe.hhs.gov/prior-hhs-poverty-guidelines-and-federal-register-references> >

^{xxx} Figure 11. For multiple program receipt across years the researchers sought to match the percentage of the SNAP caseload that has TANF income according to the SNAP administrative data. There are no national administrative data on the overlap between these programs on an annual basis.

^{xxxi} In Figure 17 rates are per 1,000 unmarried women in the specified group. Race categories include women of Hispanic ethnicity. Beginning in 1980, the National Center for Health Statistics began tabulating births by the race of the mother. Prior to 1980, data were tabulated by the race of the child. Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported.

Appendix Tables

Table 1 Indicator 1. Percentage of the Population by Proportion of Income from TANF, SNAP, and/or SSI: 1993-2017

Year	any income from TANF, SNAP, and/or SSI	0%	>0 to 25%	> 25% to 50%	> 50% to 75%	> 75% to 100%	Total > 50%
2017	20.9	79.1	13.9	3.0	1.1	2.9	4.1
2016	22.0	78.0	14.4	3.2	1.2	3.1	4.4
2015	22.5	77.5	14.3	3.6	1.5	3.1	4.6
2014	22.7	77.3	14.1	3.7	1.4	3.5	4.9
2013	23.5	76.5	14.4	4.1	1.7	3.4	5.0
2012	23.6	76.4	14.3	4.2	1.7	3.4	5.1
2011	23.1	76.9	13.8	4.1	1.7	3.5	5.2
2010	22.7	77.3	13.2	4.2	1.7	3.6	5.3
2009	19.9	80.1	11.4	3.9	1.5	3.1	4.6
2008	17.1	82.9	10.3	2.8	1.1	2.8	4.0
2007	15.9	84.1	9.7	2.8	1.1	2.3	3.5
2006	15.6	84.4	9.3	2.6	1.1	2.6	3.7
2005	15.3	84.7	8.9	2.6	1.1	2.7	3.8
2004	15.0	85.0	8.8	2.5	1.1	2.5	3.7
2003	14.1	85.9	8.2	2.4	1.1	2.4	3.6
2002	13.2	86.8	7.8	2.3	1.0	2.1	3.2
2001	12.6	87.4	7.3	2.2	1.0	2.1	3.1
2000	12.5	87.5	7.3	2.2	1.0	2.0	3.0
1999	13.3	86.7	7.7	2.3	1.1	2.2	3.3
1998	13.5	86.5	7.3	2.5	1.3	2.5	3.8
1997	14.7	85.3	7.7	2.5	1.5	3.1	4.5
1996	16.0	84.0	7.8	3.1	1.9	3.3	5.2
1995	16.8	83.2	8.5	3.1	1.8	3.5	5.3
1994	17.2	82.8	8.4	3.1	1.8	4.0	5.8
1993	16.6	83.4	7.8	3.0	1.8	4.1	5.9

Note: Unit of analysis is persons. N=323,156,100

Income from social welfare programs includes cash income from TANF through federally-funded and state-separate programs, SSI income and the value of SNAP benefits. Excluded are cash benefits from other programs, such as state-local "general assistance" or solely-state-funded programs providing benefits to families who previously would have received TANF in some states. Total >50% includes all persons with more than 50 percent of their total annual income from these programs.

Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Table 2 Indicator 1. Dependency and Reciprocity Rates, Where Dependency is the Percentage of the Population with More than 50 Percent of Income from TANF, SNAP and/or SSI; Reciprocity is Receipt of Any Income from TANF, SNAP or SSI: Selected Years

		Dependency Rates																							
		1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
All Persons		5.8	5.3	5.2	4.5	3.8	3.3	3.0	3.1	3.2	3.6	3.7	3.8	3.7	3.5	4.0	4.6	5.3	5.2	5.1	5.0	4.9	4.6	4.4	4.1
Age Categories																									
	Children 0 to 17	11.2	10.2	9.6	8.2	6.5	5.6	4.9	5.1	4.9	6.0	5.9	6.2	5.8	5.8	6.4	7.5	8.3	8.3	8.1	7.7	7.3	6.9	6.6	6.0
	Adults 18 to 64	4.1	3.7	3.8	3.4	2.9	2.6	2.4	2.6	2.7	2.9	3.0	3.2	3.2	2.9	3.4	3.9	4.7	4.7	4.5	4.6	4.5	4.2	3.9	3.7
	Adults 65 and older	2.7	2.2	2.4	2.1	2.1	2.0	2.1	1.9	2.0	2.2	2.2	2.2	2.1	2.1	2.2	2.2	2.4	2.3	2.5	2.4	2.7	2.8	2.7	2.6
Racial/Ethnic Categories																									
	Non-Hispanic White	2.9	2.3	2.6	2.5	2.1	1.8	1.9	1.8	1.8	2.1	2.2	2.2	2.3	2.1	2.4	2.7	3.2	3.3	3.1	3.1	3.3	3.1	2.9	2.8
	Non-Hispanic Black	16.7	15.5	13.8	11.4	10.5	9.1	7.7	8.8	8.7	10.1	10.0	10.2	9.5	9.4	10.2	11.1	12.5	12.3	12.0	12.0	11.0	10.1	9.6	9.1
	Hispanic	12.5	12.2	10.9	9.1	6.6	5.4	4.5	4.5	4.9	5.2	5.2	5.6	5.2	5.1	5.7	7.1	8.0	7.7	7.4	7.0	6.6	6.0	6.0	5.2
Family Categories																									
	Persons in:																								
	Married couple families	1.8	1.6	1.7	1.4	1.1	1.0	0.9	1.0	1.0	1.1	1.0	1.1	1.2	1.1	1.3	1.6	1.9	1.9	1.8	1.6	1.5	1.5	1.4	1.4
	Single female families	25.3	22.4	21.1	18.4	15.0	13.6	11.4	11.9	11.7	13.2	13.8	14.0	13.2	12.6	13.4	14.6	16.4	16.2	15.8	15.8	14.5	13.6	13.4	12.1
	Single male families	7.6	6.2	5.4	5.6	4.2	3.0	4.4	4.0	3.8	4.9	4.0	4.3	4.5	4.5	4.7	6.4	6.5	5.9	5.8	5.3	6.6	5.4	4.9	5.0
		Reciprocity Rates																							
		1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
All Persons		17.2	16.9	16.0	14.8	13.5	13.3	12.5	12.6	13.2	14.1	15.0	15.3	15.6	15.8	17.1	19.9	22.7	23.1	23.6	23.5	22.7	22.5	22.0	20.9
Age Categories																									
	Children 0 to 17	27.1	26.4	24.3	21.6	19.4	19.2	17.8	18.1	18.7	21.1	22.0	22.6	23.1	24.1	25.8	30.4	34.4	34.4	35.7	35.3	33.9	33.8	32.5	31.9
	Adults 18 to 64	14.1	13.9	13.6	12.7	11.7	11.4	10.7	10.9	11.7	12.1	13.1	13.3	13.6	13.5	14.9	17.6	20.2	20.9	21.2	21.3	20.6	20.2	20.0	18.7
	Adults 65 and older	10.9	10.6	10.3	10.2	9.9	10.0	10.4	9.6	9.7	9.9	10.0	10.3	10.6	10.6	11.4	11.3	12.3	12.9	13.7	13.5	13.5	14.3	13.8	13.5
Racial/Ethnic Categories																									
	Non-Hispanic White	10.9	10.0	9.9	9.7	8.6	8.4	8.2	8.2	8.8	9.2	10.1	10.1	10.6	10.4	11.4	13.3	15.7	16.3	16.5	16.3	15.7	15.7	15.3	14.6
	Non-Hispanic Black	38.3	38.6	35.6	30.2	29.6	29.8	27.0	26.3	27.7	31.3	32.4	32.9	32.0	33.4	34.1	37.6	40.7	39.7	41.2	41.2	39.6	38.6	37.3	35.0
	Hispanic	34.9	35.0	32.0	28.0	24.5	23.4	21.0	21.6	21.7	22.5	22.6	24.0	23.8	24.6	27.6	32.9	36.9	36.4	37.2	37.6	35.9	35.0	34.5	32.4
Family Categories																									
	Persons in:																								
	Married couple families	10.8	10.3	9.6	8.7	8.3	7.9	7.2	7.4	7.5	8.2	8.6	8.7	8.9	8.8	9.9	12.5	15.0	14.6	15.4	15.4	14.3	14.6	14.2	13.5
	Single female families	50.7	49.7	46.0	41.6	37.5	39.9	37.1	36.4	37.7	39.9	42.6	44.5	44.3	45.0	47.3	50.4	54.2	55.0	56.1	55.7	55.7	52.9	52.6	50.6
	Single male families	29.8	28.1	25.3	24.3	19.7	19.3	21.8	21.2	21.2	22.2	21.9	22.1	25.8	26.4	27.3	33.1	34.3	34.9	37.3	36.0	34.7	34.5	34.3	32.4

Note: Dependency is defined as living in a family having more than 50 percent of total annual income from one or more of these programs. Dependency rates would be lower if adjusted to exclude TANF assistance associated with work. Reciprocity is defined as living in a family with receipt in any amount for AFDC/TANF, SSI or SNAP during the year. Spouses are not present in categories shown for families headed by men and families headed by women. Beginning in 2002, persons who reported more than one race are not shown under either race category. Due to small sample size, Asians and Native Hawaiians or Other Pacific Islanders as well as American Indians and Alaska Natives but are not shown separately. Hispanic persons may be of any race.

Source: The Current Population Survey, Annual Social and Economic Supplements, 1994-2017 and microsimulation model TRIM3.

Table 3 Indicator 1. Percentage of Total Income from TANF, SNAP and/or SSI Programs by Selected Characteristics: 2017

	0%	>0 to 25%	> 25% to 50%	> 50% to 75%	> 75% to 100%	Total > 50%
All Persons	79.1	13.9	3.0	1.1	2.9	4.1
Age Categories						
Children ages 0-17	68.1	20.4	5.5	2.1	3.9	6.0
Adults ages 18 to 64	81.3	12.7	2.4	0.9	2.8	3.7
Adults ages 65 and over	86.5	9.2	1.7	0.6	2.0	2.6
Racial/Ethnic Categories						
Non-Hispanic White	85.4	9.9	1.9	0.7	2.0	2.8
Non-Hispanic Black	65.0	19.8	6.1	2.4	6.7	9.1
Hispanic	67.6	22.6	4.6	1.6	3.6	5.2
Family Categories						
Persons in married-couple families	86.5	10.6	1.6	0.5	0.9	1.4
Persons in single female families	49.4	28.3	10.1	4.2	7.9	12.1
Persons in single male families	67.6	23.4	4.1	1.4	3.6	5.0
Unrelated persons	82.4	10.1	1.5	0.7	5.4	6.1

Table 3 (continued). Percentage of Total Income from TANF, SNAP and/or SSI Programs by Selected Characteristics: 2016

	0%	>0 to 25%	> 25% to 50%	> 50% to 75%	> 75% to 100%	Total > 50%
All Persons	78.0	14.4	3.2	1.2	3.1	4.4
Age Categories						
Children ages 0-17	67.5	20.3	5.6	2.3	4.3	6.6
Adults ages 18 to 64	80.0	13.5	2.6	1.0	3.0	3.9
Adults ages 65 and over	86.2	9.4	1.7	0.7	2.0	2.7
Racial/Ethnic Categories						
Non-Hispanic White	84.7	10.5	1.9	0.7	2.2	2.9
Non-Hispanic Black	62.7	21.2	6.5	2.5	7.0	9.6
Hispanic	65.5	23.4	5.1	2.0	4.0	6.0
Family Categories						
Persons in married-couple families	85.8	11.1	1.7	0.5	0.9	1.4
Persons in single female families	47.4	29.1	10.1	4.5	9.0	13.4
Persons in single male families	65.7	24.4	5.0	1.6	3.3	4.9
Unrelated persons	81.5	10.3	1.7	0.8	5.7	6.5

Note: Total >50% includes all persons with more than 50 percent of their total annual income from these programs. Income includes cash income from TANF, SSI and the value of SNAP benefits. Means-tested assistance includes TANF through federally-funded and state-separate programs, but does not include other cash benefits, such as state-local "general assistance" or solely-state-funded programs (SSFs) providing benefits to families who previously would have received TANF in some states.

Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Table 4 Indicator 2. Percentage of Recipients in Families with Labor Force Participants by Program and Selected Characteristics: 2017

	All Recipients in Families: 2017		Someone in Labor Force		
	Someone in the labor force	No one in the labor force	One or more looking, no one working	One or more part-time, no one full-time	At least one full-time
TANF All Persons	58.3	41.7	9.5	20.7	28.1
Non-Hispanic White	55.2	44.8	7.6	19.8	27.8
Non-Hispanic Black	51.4	48.6	16.2	12.3	22.9
Hispanic	64.5	35.5	7.2	24.7	32.6
Children ages 0-5	60.4	39.6	9.4	19.7	31.2
Children ages 0-17	58.1	41.9	9.2	21.1	27.8
Ages 18-54	59.3	40.7	10.4	19.7	29.2
Women ages 16-64	58.0	42.0	10.3	20.6	27.0
Men ages 16-64	56.3	43.7	9.3	17.8	29.2
Persons in married-couple families	77.1	22.9	4.6	21.8	50.6
Persons in single female families	51.6	48.4	10.9	21.1	19.6
Persons in single male families	59.1	40.9	13.9	13.2	32.0
SNAP All Persons	61.3	38.7	5.5	14.5	41.4
Non-Hispanic White	54.2	45.8	4.8	13.5	35.9
Non-Hispanic Black	58.3	41.7	8.2	15.3	34.9
Hispanic	73.2	26.8	4.2	14.7	54.2
Children ages 0-5	77.6	22.4	5.2	16.2	56.2
Children ages 0-17	76.3	23.7	5.2	16.4	54.7
Ages 18-54	57.5	42.5	6.3	14.7	36.5
Women ages 16-64	59.2	40.8	5.7	16.8	36.6
Men ages 16-64	57.8	42.2	6.8	12.5	38.4
Adults ages 65 and over	16.3	83.7	2.1	5.3	8.8
Persons in married-couple families	76.3	23.7	3.6	11.6	61.0
Persons in single female families	65.4	34.6	6.7	20.3	38.4
Persons in single male families	69.6	30.4	6.9	13.0	49.8
SSI All Persons	39.7	60.3	3.0	8.8	28.0
Non-Hispanic White	35.6	64.4	2.8	8.7	24.2
Non-Hispanic Black	35.3	64.7	4.1	9.2	22.1
Hispanic	49.4	50.6	2.4	8.9	38.0
Children ages 0-5	62.1	37.9	4.0	14.4	43.7
Children ages 0-17	61.8	38.2	5.7	11.7	44.4
Ages 18-54	36.2	63.8	2.9	8.3	24.9
Women ages 16-64	34.9	65.1	3.7	8.1	23.2
Men ages 16-64	38.4	61.6	2.2	8.8	27.3
Adults ages 65 and over	35.3	64.7	1.6	8.2	25.5
Persons in married-couple families	64.7	35.3	2.2	9.7	52.8
Persons in single female families	49.8	50.2	5.2	13.0	31.7
Persons in single male families	57.6	42.4	4.6	11.3	41.7

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

Source: Current Population Survey, Annual Social and Economic Supplement, 2017 and microsimulation model TRIM3.

Table 4 (continued). Percentage of Recipients in Families with Labor Force Participants by Program and Selected Characteristics: 2016

	All Recipients in Families: 2016		Someone in Labor Force		
	Someone in the labor force	No one in the labor force	One or more looking, no one working	One or more part-time, no one full-time	At least one full-time
TANF All Persons	54.7	45.3	7.9	19.6	27.3
Non-Hispanic White	53.8	46.2	6.2	15.8	31.8
Non-Hispanic Black	50.0	50.0	11.1	19.5	19.3
Hispanic	57.4	42.6	7.3	21.6	28.6
Children ages 0-5	57.0	43.0	7.7	21.0	28.4
Children ages 0-17	54.9	45.1	7.4	19.2	28.3
Ages 18-54	54.2	45.8	9.3	20.6	24.3
Women ages 16-64	54.0	46.0	9.4	20.7	23.9
Men ages 16-64	48.4	51.6	7.4	17.9	23.1
Persons in married-couple families	65.0	35.0	3.9	17.7	43.3
Persons in single female families	51.0	49.0	9.0	20.8	21.2
Persons in single male families	60.5	39.5	9.8	14.9	35.8
SNAP All Persons	63.0	37.0	5.9	15.8	41.3
Non-Hispanic White	57.2	42.8	6.0	15.5	35.7
Non-Hispanic Black	59.9	40.1	6.9	16.3	36.6
Hispanic	74.3	25.7	4.8	15.7	53.7
Children ages 0-5	75.8	24.2	5.1	16.4	54.2
Children ages 0-17	75.3	24.7	5.1	17.2	53.0
Ages 18-54	60.0	40.0	7.1	16.3	36.5
Women ages 16-64	60.7	39.3	6.4	17.7	36.6
Men ages 16-64	61.0	39.0	7.8	15.1	38.1
Adults ages 65 and over	19.3	80.7	2.2	5.6	11.5
Persons in married-couple families	77.6	22.4	4.6	13.6	59.4
Persons in single female families	65.2	34.8	6.0	20.1	39.0
Persons in single male families	70.6	29.4	7.9	14.3	48.4
SSI All Persons	38.0	62.0	2.7	8.5	26.8
Non-Hispanic White	32.8	67.2	2.5	8.3	22.0
Non-Hispanic Black	34.4	65.6	3.1	7.9	23.4
Hispanic	49.8	50.2	2.5	9.7	37.5
Children ages 0-5	57.5	42.5	3.5	10.2	43.9
Children ages 0-17	57.2	42.8	4.7	12.6	40.0
Ages 18-54	34.1	65.9	2.9	8.1	23.2
Women ages 16-64	31.7	68.3	3.5	7.9	20.4
Men ages 16-64	37.6	62.4	2.3	8.7	26.6
Adults ages 65 and over	36.0	64.0	1.2	7.3	27.6
Persons in married-couple families	63.7	36.3	3.4	9.4	50.9
Persons in single female families	47.2	52.8	3.5	13.3	30.3
Persons in single male families	56.0	44.0	2.9	12.1	41.0

Note: The indicator measures, on an average monthly basis, the combination of individual benefit receipt and the labor force participation of any relative in the household in the same month. Recipients are individuals or their family members directly receiving benefits in a month. Full-time workers are those who usually worked 35 hours or more per week. Part-time workers usually worked less than 35 hours per week. "Looking for work" includes individuals who were unemployed, laid off and/or looking for work.

Source: Current Population Survey, Annual Social and Economic Supplement, 2016 and microsimulation model TRIM3.

Table 5 Indicator 2. Percentage of AFDC/TANF Recipients in Families with Labor Force Participants: 1993-2017

Year	All Recipients in Families		Someone in Labor Force	
	Someone in the labor force	No one in the labor force	One or more part-time or looking for work, no one full-time	At least one full-time
2017	58.3	41.7	30.2	28.1
2016	54.7	45.3	27.5	27.3
2015	54.6	45.4	29.1	25.5
2014	56.2	43.8	29.1	27.1
2013	58.8	41.2	31.9	27.0
2012	56.7	43.3	33.2	23.5
2011	59.0	41.0	35.2	23.8
2010	56.5	43.5	31.4	25.1
2009	56.7	43.3	30.7	26.0
2008	54.4	45.6	27.2	27.2
2007	53.6	46.4	23.4	30.2
2006	53.4	46.6	21.2	32.2
2005	52.3	47.7	25.4	26.9
2004	51.9	48.0	23.8	28.1
2003	52.6	47.4	24.1	28.5
2002	60.1	39.8	25.8	34.3
2001	61.3	38.7	26.0	35.3
2000	58.8	41.2	24.1	34.7
1999	59.2	40.8	24.1	35.1
1998	55.7	44.3	25.8	29.9
1997	52.4	47.6	28.0	24.4
1996	49.9	50.1	25.6	24.3
1995	49.4	50.6	24.3	25.1
1994	45.2	54.8	24.8	20.4
1993	43.0	57.0	24.2	18.8

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

Source: Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Table 6 Indicator 3. AFDC-TANF Benefits as a Percentage of the Poverty Guideline (constant 2018 dollars), Selected Years, 1981 to 2018

State	Monthly Benefit for a Family of Three (in 2018 dollars) ¹									
	Maximum Monthly Benefit as a % of 2018 Guideline					Maximum Benefit				
	1981	1988	1996	2010	2018	1981	1988	1996	2010	2018
Mississippi	15.3	14.7	11.1	11.3	9.8	\$265	\$255	\$192	\$196	\$170
Tennessee	19.5	21.2	17.1	12.3	10.7	337	367	296	213	185
Arkansas	25.7	25.0	18.9	13.6	11.8	445	433	326	235	204
Alabama	18.8	14.5	15.2	14.3	12.4	326	250	262	248	215
Louisiana	27.6	23.3	17.6	16.0	13.9	478	403	304	276	240
Kentucky	30.0	26.7	24.2	17.4	15.1	519	463	419	302	262
North Carolina	30.6	32.6	25.1	18.1	15.7	530	565	435	313	272
Arizona	32.2	35.9	32.1	18.5	16.1	558	622	555	320	278
Georgia	29.2	33.1	25.9	18.6	16.2	506	573	448	322	280
South Carolina	20.6	24.6	18.5	18.0	16.5	356	427	320	311	286
Indiana	40.7	35.3	26.6	19.2	16.6	704	611	461	332	288
Texas	18.8	22.6	17.4	17.3	16.7	326	391	301	299	290
Missouri	39.6	34.6	27.0	19.4	16.9	685	599	467	336	292
Oklahoma	45.0	38.0	28.4	19.4	16.9	779	658	491	336	292
Florida	31.1	33.7	28.0	20.1	17.5	539	584	485	349	303
Idaho	48.7	37.3	29.3	20.5	17.8	843	645	507	356	309
Dist of Col	42.4	39.1	31.2	27.7	19.5	735	677	541	479	338
West Virginia	32.9	30.5	23.4	22.6	21.6	569	529	405	392	374
Nevada	38.4	40.4	32.2	25.5	22.3	666	700	557	441	386
Pennsylvania	53.0	49.3	38.9	28.0	23.3	917	853	674	485	403
Virginia	49.5	43.4	32.7	25.9	24.2	856	751	567	448	419
Iowa	57.4	48.3	39.4	28.3	24.6	994	836	682	491	426
Kansas	56.3	52.3	39.6	28.5	24.8	975	906	687	494	429
Illinois	48.2	41.9	34.8	28.7	24.9	834	726	603	497	432
New Mexico	35.1	32.4	36.0	29.7	25.8	608	560	623	515	447
Nebraska	55.8	44.6	33.6	24.2	26.0	967	773	583	419	450
New Jersey	57.4	52.0	39.2	28.2	26.2	994	900	679	488	454
Colorado	60.5	43.6	32.9	30.7	26.7	1,047	756	570	532	462
Ohio	42.0	37.9	31.5	28.9	27.9	727	656	546	500	483
North Dakota	53.3	45.5	39.8	28.4	28.1	923	787	690	492	486
Michigan	63.3	53.4	42.4	32.7	28.4	1,097	925	735	567	492
Utah	55.5	46.1	39.4	33.1	28.8	961	798	682	573	498
Oregon	51.2	50.5	42.5	32.3	29.2	887	874	736	558	506
Minnesota	71.1	65.2	49.2	35.4	30.7	1,232	1,129	851	613	532
Rhode Island	58.5	63.4	51.2	36.8	32.0	1,014	1,097	887	638	554
Washington	66.2	60.3	50.5	37.4	32.9	1,146	1,044	874	647	569
Delaware	45.6	46.5	38.4	28.5	33.2	790	804	664	493	575
Maine	48.0	51.0	38.6	32.3	33.6	831	883	669	558	582
Montana	41.3	44.0	40.5	33.5	34.0	715	762	701	580	588
Connecticut	79.4	76.4	58.8	43.6	34.5	1,376	1,322	1,018	755	597
Wisconsin	70.8	63.4	47.8	44.8	35.1	1,226	1,097	827	775	608
Hawaii	64.9	54.9	57.2	35.3	30.6	1,293	1,093	1,139	702	610
South Dakota	51.2	44.9	39.7	36.9	35.5	887	777	688	639	615
Massachusetts	60.5	66.1	52.2	41.1	35.7	1,047	1,144	904	712	618
Vermont	82.6	77.1	58.8	44.2	37.0	1,431	1,335	1,018	766	640
Wyoming	50.2	44.1	33.3	37.3	39.0	870	764	576	646	675
Maryland	43.1	46.2	34.5	38.2	39.1	746	800	597	661	677
California	80.7	81.3	55.1	46.2	41.2	1,398	1,407	954	799	714
New York	68.4	66.1	53.3	50.1	45.6	1,185	1,144	923	867	789
Alaska	72.9	76.4	68.2	49.1	42.6	1,577	1,653	1,477	1,063	923
New Hampshire	52.0	60.8	50.8	44.9	60.0	901	1,053	880	777	1,039

¹Adjusted for inflation using the CPI-U for all Urban Consumers.

Source: Committee on Ways and Means, U.S. House of Representatives. (2014). 2014 Green book: Background material and data on the programs within the jurisdiction of the Committee on Ways and Means (22nd ed.) and the Welfare Rules Database. July 2018. Maintained by the Urban Institute. Available at: <https://wrds.urban.org/wrds/databook.cfm>

Table 7 Indicator 3. Number and Percentage of the Total Population Receiving AFDC/TANF: 1980-2018

Fiscal Year	Total Recipients		Adult Recipients		Child Recipients	
	number in 1,000s	percent	number in 1,000s	percent	number in 1,000s	percent
2018	3,216	1.0	845	0.3	2,371	3.2
2017	3,628	1.1	982	0.4	2,646	3.6
2016	3,860	1.2	1,066	0.4	2,794	3.8
2015	4,143	1.3	1,157	0.5	2,986	4.1
2014	3,856	1.2	946	0.4	2,910	4.0
2013	4,062	1.3	997	0.4	3,065	4.2
2012	4,432	1.4	1,110	0.5	3,322	4.5
2011	4,554	1.5	1,150	0.5	3,405	4.6
2010	4,531	1.5	1,138	0.5	3,393	4.6
2009	4,217	1.4	1,021	0.4	3,197	4.3
2008	3,949	1.3	927	0.4	3,022	4.1
2007	4,099	1.4	962	0.4	3,138	4.2
2006	4,699	1.6	1,164	0.5	3,535	4.8
2005	5,064	1.7	1,276	0.6	3,788	5.2
2004	5,316	1.8	1,358	0.6	3,957	5.4
2003	5,452	1.9	1,415	0.7	4,037	5.5
2002	5,576	1.9	1,477	0.7	4,099	5.6
2001	5,673	2.0	1,503	0.7	4,171	5.7
2000	6,218	2.2	1,687	0.8	4,531	6.3
1999	7,068	2.5	1,838	0.9	5,231	7.3
1998	8,653	3.1	2,469	1.2	6,184	8.7
1997	10,779	4.0	3,106	1.5	7,673	10.8
1996	12,477	4.6	3,921	2.0	8,556	12.2
1995	13,480	5.1	4,323	2.2	9,157	13.2
1994	14,033	5.3	4,554	2.3	9,479	13.8
1993	13,943	5.4	4,520	2.3	9,424	13.9
1992	13,423	5.2	4,335	2.3	9,087	13.7
1991	12,391	4.9	4,016	2.1	8,375	12.8
1990	11,263	4.5	3,643	2.0	7,620	11.9
1989	10,741	4.4	3,503	1.9	7,238	11.4
1988	10,734	4.4	3,536	2.0	7,198	11.4
1987	10,878	4.5	3,625	2.0	7,254	11.5
1986	10,810	4.5	3,637	2.1	7,173	11.4
1985	10,630	4.5	3,589	2.0	7,041	11.2
1984	10,677	4.5	3,652	2.1	7,025	11.2
1983	10,467	4.5	3,548	2.1	6,919	11.1
1982	10,233	4.4	3,396	2.0	6,838	10.9
1981	10,979	4.8	3,491	2.1	7,488	11.8
1980	10,422	4.6	3,225	2.0	7,197	11.3

Note: TANF includes small worker supplements which began in a few states following the Deficit Reduction Act of 2005 (DRA) and expanded in recent years to support low-income families transitioning to employment. Beginning in 2000, TANF data include separate state program (SSP) recipients. The number of adult and child recipients in 1998 were 1999 are estimated using data from the National Emergency TANF Data Files. Recipients are expressed as the fiscal year average of monthly caseloads from administrative data, excluding recipients in the territories. Tribal TANF recipients also are excluded. Child recipients include a small number of dependents ages 18 and older who are students.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance (www.acf.hhs.gov/ofa/resource/tanf-caseload-data-2018) Population denominators for the percentage of recipients in each category are from the U.S. Census Bureau.

Table 8 Indicator 3. Number and Percentage of the Total Population Receiving Food Stamp or SNAP benefits: 1985-2017

Fiscal Year	Persons in poverty		Recipients of Food Stamp or SNAP Benefits							
			Total		Age 60 and older		Ages 18 to 59		Ages 0 to 17	
	number in 1,000s	percent	number in 1,000s	percent	number in 1,000s	percent	number in 1,000s	percent	number in 1,000s	percent
2017	39,698	12.3	41,420	12.7	5,440	7.7	17,984	9.9	17,995	24.5
2016	40,616	12.7	43,465	13.5	5,111	7.4	19,179	10.6	19,173	26.0
2015	43,127	13.5	45,111	14.1	4,793	7.2	20,465	11.3	19,852	27.0
2014	46,657	14.8	45,800	14.4	4,645	7.2	20,924	11.6	20,231	27.5
2013	46,269	14.8	47,027	14.9	4,359	6.9	21,819	12.1	20,850	28.3
2012	46,496	15.0	45,956	14.6	4,150	6.8	21,342	11.9	20,463	27.8
2011	46,247	15.0	44,086	14.1	3,765	6.4	20,430	11.4	19,892	26.9
2010	46,343	15.1	39,703	12.8	3,117	5.4	18,102	10.2	18,484	24.9
2009	43,569	14.3	32,842	10.7	2,724	4.7	16,181	9.1	15,589	21.0
2008	39,829	13.2	27,751	9.1	2,517	4.7	14,145	8.0	13,472	18.2
2007	37,276	12.5	25,887	8.6	2,263	4.3	13,030	7.5	12,695	17.2
2006	36,460	12.3	25,555	8.6	2,226	4.4	12,758	7.3	12,579	17.1
2005	36,950	12.6	24,841	8.4	2,044	4.1	10,390	6.0	12,404	16.9
2004	37,040	12.7	23,447	8.0	1,917	3.9	9,753	5.7	11,771	16.1
2003	35,861	12.5	20,898	7.2	1,786	3.7	8,503	5.0	10,605	14.5
2002	34,570	12.1	19,003	6.6	1,684	3.6	7,625	4.5	9,688	13.3
2001	32,907	11.7	17,262	6.1	1,658	3.6	6,778	4.1	8,820	12.1
2000	31,581	11.3	17,054	6.0	1,700	3.7	6,612	4.0	8,743	12.1
1999	32,791	11.9	18,114	6.5	1,696	3.7	7,079	4.4	9,332	13.0
1998	34,476	12.7	19,748	7.2	1,635	3.6	7,760	4.9	10,520	14.7
1997	35,574	13.3	22,820	8.4	1,831	4.1	9,373	6.0	11,847	16.7
1996	36,529	13.7	25,495	9.5	1,891	4.3	10,769	7.0	13,189	18.8
1995	36,425	13.8	26,579	10.0	1,920	4.4	11,105	7.3	13,860	20.0
1994	38,059	14.5	27,439	10.4	1,955	4.5	11,615	7.7	14,391	21.0
1993	39,265	15.1	26,957	10.4	1,876	4.3	11,214	7.5	14,196	21.0
1992	38,014	14.8	25,371	9.9	1,687	3.9	10,550	7.2	13,349	20.1
1991	35,708	14.2	22,599	8.9	1,593	3.8	9,190	6.3	11,952	18.3
1990	33,585	13.5	20,020	8.0	1,511	3.6	8,084	5.6	10,127	15.8
1989	31,528	12.8	18,777	7.6	1,582	3.8	7,560	5.3	9,429	14.9
1988	31,745	13.0	18,613	7.6	1,500	3.7	7,506	5.3	9,351	14.8
1987	32,221	13.4	19,072	7.9	1,589	3.9	7,684	5.5	9,771	15.5
1986	32,370	13.6	19,381	8.1	1,631	4.1	7,895	5.7	9,844	15.7
1985	33,064	14.0	19,847	8.3	1,783	4.5	8,258	6.1	9,801	15.7

Note: Estimates are fiscal year averages using monthly caseload data from administrative records. Percentages are calculated based on population estimates from the U.S. Census Bureau. Recipient totals exclude the territories.

Source: "Characteristics of Supplemental Nutrition Assistance Program Households" and the FNS National Data Bank, U.S. Department of Agriculture, Food and Nutrition Service (FNS), Office of Policy Support, Poverty data is from from the U.S. Census Bureau.

Table 9 Indicator 3. Supplemental Nutrition Assistance Program (SNAP), National Level Annual Summary (released October 4, 2019)

Fiscal Year	Average Participation in 1,000s	Avg Monthly Benefit Per Person	All Benefits ¹ (in millions)	Other costs ¹ (in millions)	Total Costs ¹ (in millions)
2018	39,811	\$126	\$60,408	\$4,520	\$64,927
2017	42,228	126	63,711	4,464	68,175
2016	44,220	125	66,539	4,374	70,914
2015	45,767	127	69,645	4,302	73,947
2014	46,664	125	69,999	4,061	74,060
2013	47,636	133	76,066	3,793	79,859
2012	46,609	133	74,619	3,792	78,411
2011	44,709	134	71,811	3,876	75,687
2010	40,302	134	64,702	3,581	68,283
2009	33,490	125	50,360	3,260	53,620
2008	28,223	102	34,608	3,031	37,640
2007	26,316	96	30,373	2,800	33,174
2006	26,549	95	30,187	2,716	32,903
2005	25,628	93	28,568	2,504	31,072
2004	23,811	86	24,619	2,480	27,099
2003	21,250	84	21,404	2,412	23,816
2002	19,096	80	18,256	2,381	20,637
2001	17,318	75	15,547	2,242	17,789
2000	17,194	73	14,983	2,071	17,054
1999	18,183	72	15,769	2,052	17,821
1998	19,791	71	16,890	2,098	18,988
1997	22,858	71	19,549	1,959	21,508
1996	25,543	73	22,440	1,891	24,331
1995	26,619	71	22,764	1,856	24,620
1994	27,474	69	22,749	1,745	24,493
1993	26,987	68	22,006	1,647	23,653
1992	25,407	69	20,906	1,557	22,462
1991	22,625	64	17,316	1,432	18,747
1990	20,049	59	14,143	1,304	15,447
1989	18,806	52	11,670	1,232	12,902
1988	18,645	50	11,149	1,168	12,317
1987	19,113	46	10,500	1,104	11,604
1986	19,429	45	10,605	1,033	11,638
1985	19,899	45	10,744	960	11,703
1984	20,854	43	10,696	883	11,579
1983	21,625	43	11,152	695	11,847
1982	21,717	39	10,208	628	10,837
1981	22,430	39	10,630	595	11,225
1980	21,082	34	8,721	486	9,207

¹ Values are not adjusted for inflation. See also "The Effects of the Decline in the Real Value of SNAP Benefits from 2009 to 2011." Released August 2013 by the Economic Research Service. https://www.ers.usda.gov/webdocs/publications/err151/39326_err151.pdf

Source: USDA, Food and Nutrition Service, <https://www.fns.usda.gov/pd/supplemental-nutrition-assistance-program-snap>

Table 10 Indicator 3. Number and Percentage of the Total Population Receiving SSI by Age: 1980-2017

Date	Total recipients		Adult ages 65 & older		Adults ages 18-64		Children ages 0-17	
	number in 1,000s	percent	number in 1,000s	percent	number in 1,000s	percent	number in 1,000s	percent
Dec 2017	8,228	2.5	2,240	4.3	4,805	2.4	1,183	1.6
Dec 2016	8,251	2.5	2,192	4.4	4,846	2.4	1,213	1.6
Dec 2015	8,310	2.6	2,154	4.4	4,889	2.4	1,267	1.7
Dec 2014	8,336	2.6	2,123	4.5	4,913	2.5	1,300	1.8
Dec 2013	8,363	2.6	2,108	4.6	4,934	2.5	1,322	1.8
Dec 2012	8,263	2.6	2,082	4.7	4,869	2.5	1,312	1.8
Dec 2011	8,113	2.6	2,059	4.9	4,777	2.4	1,277	1.7
Dec 2010	7,912	2.5	2,041	5.0	4,632	2.4	1,239	1.7
Dec 2009	7,677	2.5	2,026	5.1	4,451	2.3	1,200	1.6
Dec 2008	7,521	2.5	2,034	5.2	4,333	2.3	1,154	1.6
Dec 2007	7,360	2.4	2,017	5.3	4,222	2.2	1,121	1.5
Dec 2006	7,236	2.4	2,004	5.3	4,152	2.2	1,079	1.5
Dec 2005	7,114	2.4	1,995	5.4	4,083	2.2	1,036	1.4
Dec 2004	6,988	2.4	1,978	5.4	4,017	2.2	993	1.4
Dec 2003	6,902	2.4	1,990	5.5	3,953	2.2	959	1.3
Dec 2002	6,788	2.3	1,995	5.6	3,878	2.2	915	1.3
Dec 2001	6,688	2.3	1,995	5.6	3,811	2.1	882	1.2
Dec 2000	6,602	2.3	2,011	5.7	3,744	2.1	847	1.2
Dec 1999	6,557	2.3	2,019	5.8	3,691	2.1	847	1.2
Dec 1998	6,566	2.4	2,033	5.9	3,646	2.1	887	1.2
Dec 1997	6,495	2.4	2,054	6.0	3,562	2.1	880	1.2
Dec 1996	6,634	2.4	2,110	6.2	3,568	2.2	955	1.4
Dec 1995	6,514	2.4	2,115	6.2	3,482	2.1	917	1.3
Dec 1994	6,296	2.4	2,119	6.3	3,335	2.1	841	1.2
Dec 1993	5,984	2.3	2,113	6.4	3,148	2.0	723	1.1
Dec 1992	5,566	2.2	2,100	6.4	2,910	1.8	556	0.8
Dec 1991	5,118	2.0	2,080	6.5	2,642	1.7	397	0.6
Dec 1990	4,817	1.9	2,059	6.5	2,450	1.6	309	0.5
Dec 1989	4,593	1.9	2,026	6.5	2,302	1.5	265	0.4
Dec 1988	4,464	1.8	2,006	6.6	2,203	1.5	255	0.4
Dec 1987	4,385	1.8	2,015	6.8	2,119	1.4	251	0.4
Dec 1986	4,269	1.8	2,018	6.9	2,010	1.4	241	0.4
Dec 1985	4,138	1.7	2,031	7.1	1,879	1.3	227	0.4
Dec 1984	4,029	1.7	2,037	7.2	1,780	1.2	212	0.3
Dec 1983	3,901	1.7	2,003	7.3	1,700	1.2	198	0.3
Dec 1982	3,858	1.7	2,011	7.4	1,655	1.2	192	0.3
Dec 1981	4,019	1.7	2,121	8.0	1,703	1.2	195	0.3
Dec 1980	4,142	1.8	2,221	8.6	1,731	1.3	190	0.3

Note: Population denominators are the average of the U.S. Census Bureau's July 1 population estimates for the current and subsequent year.
Source: Social Security Administration, Office of Research, Evaluation and Statistics, Annual Statistical Supplement to the Social Security Bulletin, 2019.

Table 11 Indicator 4. Number of Eligible Families Participating in AFDC or TANF, Select Years from 1981 to 2017, the 50 States and District of Columbia

Year	Participating Families (in millions)	Eligible Families (in millions)	Participation Rate (in percent)
2017	1.112	4.536	24.5
2016	1.213	4.869	24.9
2015	1.326	5.038	26.3
2014	1.494	5.420	27.6
2013	1.632	5.315	30.7
2012	1.763	5.440	32.4
2011	1.877	5.538	33.9
2010	1.892	5.616	33.7
2009	1.809	5.596	32.3
2008	1.661	5.039	33.0
2007	1.709	4.745	36.0
2006	1.881	4.829	39.0
2005	2.039	5.047	40.4
2004	2.129	5.065	42.0
2003	2.151	4.711	45.7
2002	2.141	4.450	48.1
2001	2.157	4.493	48.0
2000	2.274	4.388	51.8
1999	2.581	4.938	52.3
1998	3.021	5.416	55.8
1997	3.690	5.334	69.2
1996	4.360	5.524	78.9
1995	4.673	5.543	84.3
1994	4.926	5.997	82.1
1993	4.904	6.006	81.7
1992	4.720	5.509	85.7
1990	4.043	4.918	82.2
1989	3.766	4.506	83.6
1988	3.671	4.680	78.4
1987	3.680	4.797	76.7
1985	3.635	4.583	79.3
1983	3.611	4.649	77.7
1981	3.615	4.508	80.2

Note: As programs have changed over time, reporting from HHS has changed for clarity. Prior editions of this book showed an estimate of all families eligible for any TANF cash assistance or small supplement. Beginning in 2017 the number participating excludes families eligible only for a supplemental benefit most typically valued at \$10 or \$20 a month. Most supplemental benefits are granted to families with children who receive SNAP but not TANF.

TANF includes separate state programs (SSPs) funded with maintenance-of-effort dollars. However, cash welfare income from "general assistance" or solely-state-funded programs (SSFs) **do not** count as TANF. Units that receive only small "worker supplement" benefits are excluded beginning in 2017. TANF receipt in this tables **excludes** units in the U.S. territories, non-custodial parent units, pregnancy-only units, and units with no cash benefits.

Source: Figures are based on TANF caseload data by state from the U.S. Department of Health and Human Services Administration for Children and Families. Data on the full caseload can be obtained from the HHS Administration for Children and Families website at <<https://www.acf.hhs.gov/ofa/programs/tanf/data-reports>>.

Table 12 Indicator 4. Number and Percentage of Eligible Households Participating in SNAP by Year: 1980-2017

Month or Year	Eligible households (in millions)	Participating households (in millions)	Participation Rate (in percent)
Fiscal Year 2017	21.3	18.6	87.5
Fiscal Year 2016	22.0	19.6	89.0
Fiscal Year 2015	23.0	20.4	88.8
Fiscal Year 2014	23.4	20.6	88.1
Fiscal Year 2013	23.2	20.9	90.1
Fiscal Year 2012	23.2	20.2	87.2
Fiscal Year 2011	23.5	19.2	81.8
Fiscal Year 2010	23.3	17.4	74.6
Fiscal Year 2009	20.3	14.7	72.2
Fiscal Year 2008	18.0	12.3	68.4
Fiscal Year 2007	17.5	11.4	65.5
Fiscal Year 2006	17.1	11.2	65.3
Fiscal Year 2005	17.7	10.7	60.6
Fiscal Year 2004	17.5	10.0	57.1
Fiscal Year 2003	17.1	8.9	52.1
Fiscal Year 2002	16.7	8.0	47.6
Fiscal Year 2001	15.1	7.3	48.0
Fiscal Year 2000	14.2	7.1	50.2
Fiscal Year 1999	14.5	7.5	51.6
September 1998	14.0	7.6	54.2
September 1997	14.7	8.4	57.5
September 1996	15.3	9.9	65.1
September 1995	15.0	10.4	69.2
September 1994	15.3	10.7	69.6
August 1993	17.0	10.9	64.0
August 1992	16.6	10.2	61.6
August 1991	15.6	9.2	59.1
August 1990	14.5	8.0	54.9
August 1988	14.9	7.0	47.1
August 1986	15.3	7.1	46.5
August 1984	14.2	7.3	51.6
August 1982	14.5	7.5	51.5
August 1980	14.0	7.4	52.5

Note: Estimates are monthly averages. The grey and white shaded areas of the table are methodologically consistent and comparable. FY 2010 to FY 2013 estimates should not be compared with any prior estimates. The following estimates are methodologically consistent: August 1980 to August 1994; September 1994 to September 1999; FY 1999 to FY 2001; FY 2002 to FY 2009; FY 2010 to FY 2013.

Source: FSP Program Operations data, FSPQC data, and the Current Population Survey, Annual Social and Economic Supplements.

Table 13 Indicator 4. Percentage of Eligible Adult Units Participating in SSI by Selected Characteristics: 1993-2017

Year	One-Person Units			Couple Units
	Total Adults	Ages 65 and older	Disabled	Married couples
2017	60.8	54.2	67.7	32.5
2016	58.2	51.4	64.9	31.6
2015	60.2	57.5	65.0	30.9
2014	58.9	53.6	65.0	31.4
2013	62.0	58.7	66.4	36.4
2012	64.1	58.1	69.9	37.5
2011	67.3	67.3	70.3	40.1
2010	65.1	65.8	67.4	41.5
2009	64.6	64.8	67.4	40.0
2008	65.6	67.3	68.0	39.8
2007	66.8	61.6	72.3	43.0
2006	68.8	69.1	72.5	39.9
2005	67.7	63.4	73.5	41.1
2004	65.7	63.3	69.2	46.0
2003	68.2	62.3	73.8	47.6
2002	70.4	61.9	78.3	47.9
2001	69.7	64.4	75.9	45.7
2000	75.8	70.9	82.3	49.9
1999	74.3	65.8	83.3	47.8
1998	70.7	63.6	77.9	48.1
1997	71.1	62.7	79.4	49.1
1996	66.6	60.4	73.5	46.7
1995	69.1	64.9	74.0	52.2
1994	65.0	58.4	73.0	43.9
1993	62.0	57.0	71.0	37.0

Errata: For 2013 through 2016, a coding error increased self-employment income beyond the eligibility limit for a subset of individuals and had the effect of over-estimating participation rates. Previously published rates for 2013, 2014, 2015, and 2016 were inflated by a minimum of 0.1 percentage point to a maximum of 0.4 percentage points. The current table presents corrected, updated participation rates for these years.

Note: Improvements to the survey have resulted in small changes to the methodology over time. The model was revised in 1997 and 1998 to more accurately exclude ineligible immigrants. In 2004 the method for identifying individuals eligible for SSI due to disability were improved. Unpublished tabulations from the Social Security Administration based on data from the Survey of Income and Program Participation suggest that the rate of SSI participation among eligible working-age adults was between 40 percent and 80 percent.

Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Table 14 Indicator 5. Percentage of the Total Population Receiving Assistance from Multiple Programs Among TANF, SSI and SNAP: 1993-2017

Year	Any Receipt	Receipt from One Program			Receipt from Two Programs	
		AFDC/TANF	FS/SNAP	SSI	AFDC/TANF & SNAP	SNAP & SSI
2017	14.9	0.2	11.5	1.0	0.7	1.5
2016	15.4	0.1	11.9	1.1	0.8	1.5
2015	16.2	0.1	12.6	1.1	0.9	1.5
2014	16.5	0.1	12.7	1.0	1.0	1.6
2013	17.0	0.1	13.2	1.0	1.1	1.6
2012	17.0	0.1	13.0	1.0	1.2	1.6
2011	16.8	0.2	12.7	1.0	1.3	1.6
2010	16.3	0.2	12.2	1.0	1.3	1.5
2009	13.5	0.2	9.6	1.1	1.3	1.4
2008	11.4	0.2	7.7	1.2	1.2	1.2
2007	10.6	0.2	6.8	1.3	1.2	1.2
2006	10.4	0.2	6.5	1.3	1.3	1.2
2005	10.2	0.2	6.2	1.3	1.5	1.2
2004	10.3	0.2	6.1	1.2	1.6	1.1
2003	9.7	0.2	5.5	1.3	1.6	1.0
2002	8.5	0.3	4.5	1.3	1.4	1.0
2001	8.1	0.3	3.9	1.4	1.5	1.0
2000	8.1	0.2	3.8	1.4	1.7	1.0
1999	8.5	0.4	3.8	1.3	2.0	1.0
1998	9.0	0.4	3.9	1.4	2.4	0.9
1997	10.2	0.4	4.3	1.3	3.1	1.0
1996	12.0	0.3	5.3	1.2	4.0	1.1
1995	12.3	0.4	5.0	1.2	4.5	1.1
1994	12.8	0.5	5.3	1.2	4.6	1.1
1993	12.6	0.6	5.2	1.1	4.8	1.0

Note: The percentage of individuals who received assistance from any one program in an average month (shown here) is lower than the percentage who received assistance at some point over the course of a year (shown in Table 1). Categories are mutually exclusive. AFDC/TANF and Food Stamps/SNAP receipt are based on the family or recipient unit while SSI receipt is based on individuals. The TRIM model did not accumulate individuals who received benefits from all three programs.

Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Table 15 Indicator 5. Percentage of Recipients Receiving Assistance from One Program or Multiple Programs in an Average Month Among TANF, SSI and SNAP by Selected Characteristics: 2017

	Any Receipt	One Program Only			Two Programs	
		TANF	SNAP	SSI	TANF & SNAP	SNAP & SSI
All Persons	14.9	0.2	11.5	1.0	0.7	1.5
Racial/Ethnic Categories						
Non-Hispanic White	10.5	0.1	8.3	0.7	0.3	1.1
Non-Hispanic Black	27.1	0.3	20.5	1.5	1.4	3.5
Hispanic	21.4	0.4	16.8	1.5	1.4	1.4
Age Categories						
Children ages 0-5	28.6	0.5	24.5	0.6	2.6	0.5
Children ages 6-10	27.2	0.6	22.4	0.9	2.3	1.0
Children ages 11-15	24.6	0.5	19.9	1.1	1.9	1.1
Women ages 16-64	13.7	0.1	10.7	0.8	0.5	1.7
Men ages 16-64	10.6	0.1	8.1	1.0	0.2	1.3
Adults ages 65 and over	10.4	0.0	6.1	2.1	0.0	2.2
Family Categories						
Persons in:						
Married couple families	8.5	0.1	7.1	0.7	0.2	0.5
Single female families	38.0	0.4	29.2	2.1	3.3	3.0
Single male families	21.1	0.3	16.2	1.9	0.7	2.0
Unrelated persons	14.8	0.0	10.3	1.2	0.0	3.4

Table 15 (continued). Percentage of Recipients Receiving Assistance from One Program or Multiple Programs in an Average Month Among TANF, SSI and SNAP by Selected Characteristics: 2016

	Any Receipt	One Program Only			Two Programs	
		TANF	SNAP	SSI	TANF & SNAP	SNAP & SSI
All Persons	15.4	0.1	11.9	1.1	0.8	1.5
Racial/Ethnic Categories						
Non-Hispanic White	10.7	0.1	8.4	0.7	0.3	1.2
Non-Hispanic Black	28.6	0.1	21.7	1.5	1.9	3.4
Hispanic	22.7	0.2	17.7	1.5	1.8	1.4
Age Categories						
Children ages 0-5	29.3	0.3	25.0	0.6	2.9	0.5
Children ages 6-10	28.1	0.4	23.3	1.0	2.7	0.8
Children ages 11-15	24.6	0.5	19.9	1.0	2.2	1.2
Women ages 16-64	14.5	0.1	11.3	0.7	0.6	1.8
Men ages 16-64	11.1	0.1	8.5	1.0	0.2	1.4
Adults ages 65 and over	10.0	0.0	5.6	2.2	0.0	2.1
Family Categories						
Persons in:						
Married couple families	8.7	0.1	7.2	0.7	0.3	0.5
Single female families	39.9	0.4	30.6	2.0	3.8	3.1
Single male families	22.0	0.1	17.1	1.8	1.0	1.9
Unrelated persons	15.1	0.0	10.4	1.3	0.0	3.4

Note: Data is an average monthly percentage of the population. Categories are mutually exclusive. TANF and SNAP receipt are based on the family or recipient unit while SSI receipt is based on individuals. Individuals do not tend to receive both TANF and SSI; hence, no individual receives benefits from all three programs. The percentage of individuals receiving assistance from any one program in an average month (shown here) is lower than the percentage residing in families receiving assistance at some point over the course of a year shown in Table 2 Indicator 1.

Persons who reported more than one race are *not* included the race categories above. Due to small sample sizes, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic persons may be of any race.

Source: The Current Population Survey, Annual Social and Economic Supplement and the microsimulation model TRIM3.

Table 16 Indicator 6. Months of Benefit Receipt for Recipients of TANF, SNAP, or SSI, 2014-2015

TANF

	<= 4 Months	5-12 Months	13-20 Months	>20 Months
All Recipients	18.7%	50.6%	6.4%	24.3%
White, non-Hispanic	19.5%	56.5%	8.8%	15.2%
Black, non-Hispanic	16.0%	46.1%	8.0%	29.9%
Hispanic	18.9%	51.0%	2.5%	27.6%
Children ages 0-5	19.1%	53.1%	9.5%	18.3%
Children ages 6-10	17.7%	43.6%	7.3%	31.5%
Children ages 11-15	14.7%	46.9%	5.3%	33.1%
Adults ages 16-64	21.5%	55.2%	4.6%	18.7%
Adults ages 65 and over	--	--	--	--

SNAP

	<= 4 Months	5-12 Months	13-20 Months	>20 Months
All Recipients	7.6%	31.1%	11.6%	49.6%
White, non-Hispanic	8.7%	31.4%	12.9%	47.0%
Black, non-Hispanic	5.4%	26.0%	9.0%	59.6%
Hispanic	7.4%	35.4%	10.1%	47.1%
Children ages 0-5	5.5%	27.0%	14.1%	53.4%
Children ages 6-10	6.1%	28.9%	10.5%	54.5%
Children ages 11-15	5.0%	26.7%	11.6%	56.8%
Adults ages 16-64	9.2%	33.8%	12.1%	45.0%
Adults ages 65 and over	4.7%	27.1%	7.2%	61.0%

SSI

	<= 4 Months	5-12 Months	13-20 Months	>20 Months
All Recipients	3.7%	31.8%	7.5%	57.0%
White, non-Hispanic	4.1%	33.1%	8.1%	54.7%
Black, non-Hispanic	2.6%	30.8%	7.0%	59.5%
Hispanic	3.0%	32.8%	6.8%	57.4%
Children ages 0-5	8.7%	49.6%	11.6%	30.1%
Children ages 6-10	1.4%	37.3%	14.0%	47.4%
Children ages 11-15	2.2%	35.4%	8.9%	53.5%
Adults ages 16-64	4.8%	31.7%	8.1%	55.4%
Adults ages 65 and over	1.1%	28.8%	4.4%	65.6%

Note: Unit of analysis is individuals. The sample is limited to those who received TANF, SNAP, or SSI benefits for at least one month during the analysis period and continued to participate in the survey.

Source: Survey of Income and Program Participation, 2014 and 2015

Table 17 Indicator 7. Percentage Employed at Any Time During the Year for Adults Ages 18 to 65 with a High School Degree or Less Education by Sex and Race and Ethnicity, 1980-2018

Year	Women			Men		
	White, non-Hispanic	Black, non-Hispanic	Hispanic	White, non-Hispanic	Black, non-Hispanic	Hispanic
2018	60.5	59.4	57.0	76.4	62.3	81.9
2017	60.0	58.2	56.3	75.8	61.6	81.1
2016	60.6	58.3	55.8	75.6	61.9	81.3
2015	60.1	57.5	54.1	75.8	60.2	80.8
2014	59.8	56.4	54.5	74.6	58.2	80.7
2013	60.7	56.1	53.9	74.9	56.7	79.6
2012	61.4	55.0	54.3	74.6	57.8	79.7
2011	61.0	55.9	54.7	74.4	57.3	78.4
2010	61.2	55.5	53.7	74.4	57.8	78.3
2009	63.4	57.1	55.6	76.7	60.0	80.1
2008	65.6	61.3	57.2	79.0	64.5	83.6
2007	66.1	62.4	56.0	80.3	65.8	85.6
2006	66.5	63.2	56.8	80.6	65.6	86.4
2005	66.3	63.3	56.1	80.7	66.3	85.6
2004	66.3	62.9	56.1	80.8	66.7	84.9
2003	66.9	65.2	56.9	81.1	65.7	84.6
2002	69.5	64.4	57.5	82.5	67.3	85.1
2001	69.8	64.8	59.2	83.4	69.9	85.5
2000	70.6	67.7	61.0	84.7	72.7	86.4
1999	71.4	68.4	58.8	84.5	72.0	86.4
1998	70.4	67.1	57.1	85.3	71.8	85.5
1997	69.9	66.6	56.9	85.3	72.0	85.0
1996	70.2	64.1	55.4	85.9	70.3	84.0
1995	69.6	60.1	53.9	85.9	70.1	83.3
1994	69.0	60.9	53.3	85.0	69.1	83.2
1993	68.6	60.0	52.2	84.6	71.2	83.5
1992	67.8	57.8	53.3	85.7	71.5	83.7
1991	68.3	61.0	54.6	86.4	73.9	85.0
1990	68.5	60.7	55.0	87.7	75.6	85.4
1989	68.8	61.1	55.8	87.7	75.3	86.6
1988	68.0	61.4	54.6	86.3	74.0	87.8
1987	67.3	59.9	54.0	86.7	73.9	85.6
1986	66.8	61.0	54.0	86.4	74.3	86.5
1985	66.0	59.4	52.9	86.1	74.6	83.9
1984	65.0	58.9	54.0	86.5	71.9	83.9
1983	63.5	55.3	51.7	84.8	70.2	85.2
1982	62.7	56.6	51.1	85.6	71.1	85.3
1981	64.0	57.5	53.0	87.4	74.5	87.6
1980	64.1	57.6	53.7	88.0	75.2	86.8

Note: Data include both full and partial year employment for the given calendar year. Beginning in 2002 race groups include only persons who reported a single race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic persons may be of any race.

Source: The Current Population Survey, Annual Social and Economic Supplements.

**Table 18 Indicator 8. Percentage of Persons in Official Poverty by Age and Family Type:
1980–2018**

Year	Total	Ages 0-5	Ages 6-17	Under 18	18 to 64	65 & over	In married-couple families	In single female families
2018	11.8	17.4	15.7	16.2	10.7	9.7	5.4	26.8
2017	12.3	19.3	16.6	17.5	11.2	9.2	5.7	27.9
2016	12.7	19.7	17.2	18.0	11.6	8.8	5.8	28.8
2015	13.5	21.3	19.0	19.7	12.4	8.8	6.4	30.4
2014	14.8	23.9	19.8	21.1	13.5	10.0	7.2	33.1
2013	14.8	24.1	20.3	21.5	13.3	10.2	6.7	34.4
2012	15.0	24.8	20.4	21.8	13.7	9.1	7.5	33.9
2011	15.0	25.0	20.4	21.9	13.7	8.7	7.4	34.2
2010	15.1	25.8	20.2	22.0	13.8	8.9	7.7	34.3
2009	14.3	24.3	18.9	20.7	12.9	8.9	7.2	32.5
2008	13.2	21.7	17.6	19.0	11.7	9.7	6.7	31.4
2007	12.5	21.1	16.5	18.0	10.9	9.7	5.8	30.7
2006	12.3	20.3	16.0	17.4	10.8	9.4	5.7	30.5
2005	12.6	20.2	16.3	17.6	11.1	10.1	5.9	31.1
2004	12.7	20.3	16.6	17.8	11.3	9.8	6.4	30.5
2003	12.5	20.1	16.4	17.6	10.8	10.2	6.2	30.0
2002	12.1	18.8	15.7	16.7	10.6	10.4	6.1	28.8
2001	11.7	18.4	15.3	16.3	10.1	10.1	5.7	28.6
2000	11.3	18.3	15.2	16.2	9.6	9.9	5.5	27.9
1999	11.9	18.7	16.4	17.1	10.1	9.7	5.9	30.5
1998	12.7	21.0	17.8	18.9	10.5	10.5	6.2	33.1
1997	13.3	22.0	18.8	19.9	10.9	10.5	6.4	35.1
1996	13.7	23.2	19.1	20.5	11.4	10.8	6.9	35.8
1995	13.8	24.1	19.1	20.8	11.4	10.5	6.8	36.5
1994	14.5	25.1	20.1	21.8	11.9	11.7	7.4	38.6
1993	15.1	26.2	20.8	22.7	12.4	12.2	8.0	38.7
1992	14.8	26.4	20.1	22.3	11.9	12.9	7.7	38.5
1991	14.2	24.6	20.2	21.8	11.4	12.4	7.2	39.7
1990	13.5	23.6	19.0	20.6	10.7	12.2	6.9	37.2
1989	12.8	22.5	18.1	19.6	10.2	11.4	6.7	35.9
1988	13.0	22.3	18.1	19.5	10.5	12.0	6.6	37.2
1987	13.4	22.6	19.1	20.3	10.6	12.5	7.2	38.1
1986	13.6	22.2	19.6	20.5	10.8	12.4	7.3	38.3
1985	14.0	23.0	19.5	20.7	11.3	12.6	8.2	37.6
1984	14.4	24.0	20.2	21.5	11.7	12.4	8.5	38.4
1983	15.2	25.0	21.0	22.3	12.4	13.8	9.3	40.2
1982	15.0	23.8	20.9	21.9	12.0	14.6	9.1	40.6
1981	14.0	22.4	18.9	20.0	11.1	15.3	8.1	38.7
1980	13.0	20.7	17.3	18.3	10.1	15.7	7.4	36.7

Note: Universe is the civilian non-institutionalized population living in the United States. Individuals ages 0-14 are excluded if not related to the householder. Members of the Armed Forces are included a civilian adult lives in the household.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2018," Current Population Reports.

Table 19 Indicator 9. Percentage of Households Classified by Food Security Status: 1998-2018

Year	Food secure	Low food security	Very low food security	Total Households not food secure	Households with children not food secure
2018	88.9	6.8	4.3	11.1	13.9
2017	88.2	7.3	4.5	11.8	15.7
2016	87.7	7.4	4.9	12.3	16.5
2015	87.3	7.7	5.0	12.7	16.6
2014	86.0	8.4	5.6	14.0	19.2
2013	85.7	8.7	5.6	14.3	19.5
2012	85.5	8.8	5.7	14.5	20.0
2011	85.1	9.2	5.7	14.9	20.6
2010	85.5	9.1	5.4	14.5	20.2
2009	85.3	9.0	5.7	14.7	21.3
2008	85.4	8.9	5.7	14.6	21.0
2007	88.9	7.0	4.1	11.1	15.8
2006	89.1	6.9	4.0	10.9	15.6
2005	89.0	7.1	3.9	11.0	15.6
2004	88.1	8.0	3.9	11.9	17.6
2003	88.8	7.7	3.5	11.2	16.7
2002	88.9	7.6	3.5	11.1	16.5
2001	89.3	7.4	3.3	10.7	16.1
2000	89.5	7.3	3.1	10.5	16.2
1999	89.9	7.1	3.0	10.1	14.8
1998	88.2	8.1	3.7	11.8	17.6

Note: Food secure households have consistent, dependable access to enough food for active, healthy living. Households with low food security had difficulty at some time during the year providing enough food for all their members due to a lack of resources. Households with very low food security experienced reduced food intake for some household members and the disruption of normal eating patterns due lack of money and other resources.

Source: *Household Food Security in the United States, 2019*; Current Population Survey, Food Security Supplement, U.S. Department of Agriculture, Economic Research Service.

Table 20 Indicator 9. Percentage of Households Classified by Food Security Status and Selected Characteristics: 2018

	Food secure	Total not food secure	Low food security	Very low food security
All Households	88.9	11.1	6.8	4.3
Racial/Ethnic Categories				
Non-Hispanic White	91.9	8.1	4.9	3.2
Non-Hispanic Black	78.8	21.2	12.1	9.1
Hispanic	83.8	16.2	11.1	5.1
Age Categories				
Households with children under 6	85.7	14.3	10.5	3.8
Households with children under 18	86.1	13.9	9.9	4.0
Households with elderly	92.5	7.5	4.9	2.6
Family Categories				
Married-couple households with children	91.7	8.3	6.6	1.7
Single female, family households with children	72.2	27.8	18.4	9.4
Single male, family households with children	84.1	15.9	10.6	5.3
Household Income-to-Poverty Ratio				
Under 1.00	64.7	35.3	19.4	15.9
Under 1.30	66.9	33.1	18.7	14.4
Under 1.85	70.9	29.1	17.1	12.0
1.85 and over	94.6	5.4	3.5	1.9

Table 20 (continued). Percentage of Households Classified by Food Security Status and Selected Characteristics: 2017

	Food secure	Total not food secure	Low food security	Very low food security
All Households	88.2	11.8	7.3	4.5
Racial/Ethnic Categories				
Non-Hispanic White	91.2	8.8	5.2	3.6
Non-Hispanic Black	78.2	21.8	13.3	8.5
Hispanic	82.0	18.0	12.5	5.5
Age Categories				
Households with children under 6	83.6	16.4	12.4	4.0
Households with children under 18	84.3	15.7	11.6	4.1
Households with elderly	92.1	7.9	4.8	3.1
Family Categories				
Married-couple households with children	90.5	9.5	7.5	2.0
Single female, family households with children	69.7	30.3	21.3	9.0
Single male, family households with children	80.3	19.7	14.0	5.7
Percent of the Poverty line				
Below poverty	63.2	36.8	20.5	16.3
Below 130 percent of poverty	65.5	34.5	19.6	14.9
Below 185 percent of poverty	69.2	30.8	18.2	12.6
185 percent of poverty and over	94.4	5.8	4.0	1.8

Note: Unit of analysis is households. For 2018 n=129,245,000 total households; n=37,612,000 households with children; n=16,306,000 household with children under 6. Food secure households have consistent, dependable access to enough food for active, healthy living. Households with low food security had difficulty at some time during the year providing enough food for all their members due to a lack of resources. Households with very low food security experienced reduced food intake for some household members and the disruption of normal eating patterns due lack of money and other resources.

Source: *Household Food Security in the United States, 2019*; Current Population Survey, Food Security Supplement, U.S. Department of Agriculture, Economic Research Service.

Table 21 Indicator 10. Births Per 1,000 Unmarried Teen Women by Age, Race, and Ethnicity: 1980-2018

Year	Ages 15 to 17				Ages 18 and 19			
	All Races	White	Black	Hispanic	All Races	White	Black	Hispanic
2018	7.1	4.0	12.0	12.2	29.2	20.3	46.1	43.4
2017	7.7	4.4	12.6	13.3	31.4	22.1	48.7	47.0
2016	8.6	5.0	13.9	15.1	33.5	23.5	51.2	51.2
2015	9.6	8.8	15.4	16.6	36.5	34.3	55.8	55.7
2014	10.6	9.7	16.7	18.6	39.4	36.4	60.9	59.5
2013	11.9	10.8	19.0	21.1	42.1	38.6	66.2	63.0
2012	13.7	12.4	22.0	24.5	45.8	41.4	73.2	68.5
2011	14.9	13.4	24.7	27.0	48.2	43.4	77.4	71.7
2010	16.8	15.1	27.6	30.8	52.0	46.9	83.6	79.8
2009	19.3	16.9	32.6	35.3	58.2	51.1	96.8	90.9
2008	20.6	18.0	35.5	39.4	61.9	54.2	104.4	101.1
2007	20.8	18.0	36.3	40.6	63.9	55.9	109.1	109.2
2006	20.4	17.4	36.6	40.5	61.8	53.9	107.8	110.2
2005	19.7	16.8	35.4	40.3	58.4	50.9	101.6	103.9
2004	20.1	17.1	37.0	41.2	57.7	50.4	100.9	102.9
2003	20.3	17.2	38.1	41.1	57.6	50.4	100.4	101.2
2002	20.8	17.5	39.9	41.9	58.6	51.0	104.1	100.7
2001	22.0	18.1	43.8	43.4	60.6	52.1	110.2	101.1
2000	23.9	19.7	48.3	47.0	62.2	53.1	115.0	102.2
1999	25.0	20.7	50.0	48.7	62.3	52.9	115.8	99.9
1998	26.5	21.5	55.0	49.8	63.6	53.1	121.5	101.2
1997	27.7	22.0	59.0	50.7	63.9	52.9	124.8	100.6
1996	28.5	22.3	62.6	49.7	64.9	53.5	127.2	102.3
1995	30.1	23.3	67.4	52.8	66.5	54.7	129.2	108.6
1994	31.7	23.9	73.9	55.7	69.1	55.8	139.6	115.4
1993	30.3	21.9	75.9	49.6	66.2	52.0	140.0	108.8
1992	30.2	21.5	77.2	49.2	66.7	51.2	146.4	106.6
1991	30.8	21.7	79.9	49.5	65.4	49.4	147.7	107.5
1990	29.6	20.4	78.8	45.9	60.7	44.9	143.7	98.9
1989	28.7	19.3	78.9	--	56.0	40.2	140.9	--
1988	26.4	17.6	73.5	--	51.5	36.8	130.5	--
1987	24.5	16.2	69.9	--	48.9	34.5	123.0	--
1986	22.8	14.9	67.0	--	48.0	33.5	121.1	--
1985	22.4	14.5	66.8	--	45.9	31.2	117.9	--
1984	21.9	13.7	66.5	--	42.5	27.9	113.6	--
1983	22.0	13.6	66.8	--	40.7	26.4	111.9	--
1982	21.5	13.1	66.3	--	39.6	25.3	112.7	--
1981	20.9	12.6	65.9	--	39.0	24.6	114.2	--
1980	20.6	12.0	68.8	--	39.0	24.1	118.2	--

Note: Data are tabulated by the race and ethnic origin of the mother.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," *National Vital Statistics Reports*, Vol. 48 (16), 2000; "Births: Final Data for 2018," *National Vital Statistics Reports*, Vol. 68 (13), November 27, 2019.