

## Chapter II . Indicators of Dependence

Following the format of the previous annual reports to Congress, this second chapter presents summary data related to indicators of dependence. These indicators differ from other welfare statistics because of their emphasis on welfare *dependence*, rather than simple welfare receipt. As discussed in Chapter I, the Advisory Board on Welfare Indicators suggested measuring dependence as the proportion of families with more than 50 percent of their total income in a one-year period coming from AFDC, food stamps and/or SSI. Furthermore, this welfare income was not to be associated with work activities.

The indicators in Chapter II were selected to provide information about dependence, following, to the extent feasible, the definition of dependence proposed by the Advisory Board. Existing data from administrative records and national surveys, however, do not generally distinguish welfare benefits received in conjunction with work from benefits received without work. Thus it was not possible to construct one single indicator of dependence; that is, one indicator that measures both percentage of income from means-tested assistance and presence of work activities. Instead, this chapter includes some indicators that focus on the percentage of recipients' income from means-tested assistance, while other indicators focus on presence of work activities at the same time as welfare receipt. Still other indicators present summary data and characteristics on all recipients, not limited to those with more than 50 percent of total income from welfare programs or those without work activities.

Overall, the ten indicators of dependency were selected to reflect both the range and depth of dependence. Here is a brief summary of each of the ten indicators:

*Indicator 1: Degree of Dependence.* This indicator focuses most closely on those individuals who meet the Advisory Board's proposed definition of "dependence." In addition to examining those individuals with more than 50 percent of their income from AFDC, food stamps and/or SSI, it examines those with more than 0 percent, 25 percent and 75 percent of their income from such sources, showing various levels of dependence (Indicator 1a). Dependency over a ten-year time period is also examined (Indicator 1b), as is the average percentage of income from means-tested assistance and earnings received by various families (Indicator 1c).

*Indicator 2: Dependence Spell Transitions.* This indicator looks at the ability of individuals who are dependent on welfare in one year to make the transition out of dependence in the following year.

*Indicator 3: Dependence Spell Duration.* Like Indicator 2, this indicator is concerned with dynamics of welfare receipt and welfare dependence. It shows the proportion of individuals with short, medium, and long spells, or episodes, of AFDC receipt. The focus is on individuals in families with no labor force participants, following the Board's interest in welfare income that is not associated with work activities. Information on spell lengths for SSI and food stamps is provided in Indicator 5.

Indicator 4: Receipt of Means-Tested Assistance and Labor Force Attachment. This indicator looks further at the relationship between receipt of means-tested assistance and participation in the labor force. This is an important issue because of the significant number of low-income individuals who use a combination of means-tested assistance and earnings from the labor force to get by each month.

Indicator 5: Program Spell Duration. One critical aspect of dependence is how long individuals receive means-tested assistance. Like Indicator 3, this indicator provides information on short, medium, and long spells of welfare receipt. It differs from Indicator 3 in looking at all recipients, regardless of attachment to the labor force, and in analyzing recipients of each of the three major means-tested programs – AFDC, food stamps, and SSI.

Indicator 6: Long-Term Receipt. Many individuals who leave welfare programs cycle back on after an absence of several months. Thus it is important to look beyond individual program spells, measured in Indicator 5, to examine the cumulative amount of time individuals receive assistance over a period of several years. The issue of long-term receipt is particularly important in light of the five-year time limit in the TANF program.

Indicator 7: Multiple Program Receipt. Depending on their circumstances, individuals may choose a variety of different means-tested assistance “packages.” This indicator looks at the percentage of individuals combining AFDC, food stamps, and SSI, examining how many rely on just one of these programs, and how many rely on a two-program or three-program package.

Indicator 8: Events Associated with the Beginning and Ending of Program Spells. To gain a better understanding of welfare dynamics, it is important to go beyond measures of spell duration and examine information regarding the major events in people’s lives that are correlated with the beginnings or endings of program spells. This measure focuses on receipt of AFDC.

Indicator 9: Rate of Receipt of Means-Tested Assistance. This indicator paints yet another picture of dependence by measuring reciprocity rates, that is, the percentage of the population which receive AFDC, food stamps, or SSI in an average month. These data are readily available over time for the last 3 decades, allowing a better sense of historical trends than is available from the more specialized Indicators of dependence presented above.

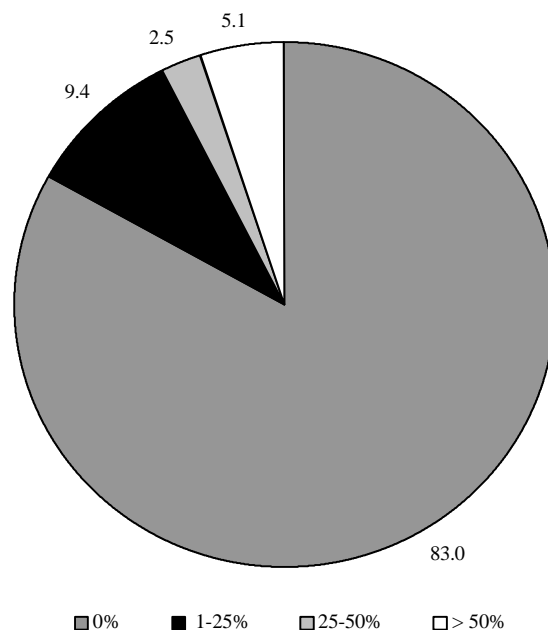
Indicator 10: Participation in Means-Tested Assistance Programs. While means-tested public assistance programs are open to all that meet their requirements, not all eligible households participate in the programs. This indicator reflects “take up rates” – the number of families that actually participate in the programs as a percent of those who are eligible.

Indicators in this chapter focus on recipients of three major means-tested cash and nutritional assistance programs: Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI) for elderly and disabled recipients, and the Food Stamp Program. Only limited administrative data are available to report on recipients of the new Temporary Assistance for Needy Families (TANF) program. These are shown in Indicator 9a, which reports TANF reciprocity rates for 1998. Information on how other dependency measures were affected by the

replacement of the AFDC program by the TANF program will not be available until SIPP and other national survey data for 1998 are available.

## INDICATOR 1. DEGREE OF DEPENDENCE

Figure IND 1a. Percentage of Total Income from Means-Tested Assistance Programs: 1995



Source: Unpublished data from the SIPP, 1993 panel.

- About 5 percent of the total population in 1995 received more than half of their total income from AFDC, food stamps and SSI. This number represents a decline from the proportion dependent on public assistance in 1993 (5.9 percent), but was not as low as the percentage in 1990 (4.2 percent), as shown in Table IND 1a.
- Over four-fifths (83 percent) of the total population received no means-tested assistance in 1995. The inverse of this, the recipiency rate, (those receiving at least \$1 of assistance from one of the three programs), was 17 percent. The proportion receiving no assistance has varied between 82 and 86 percent in previous years.
- In 1995, as in earlier years, the majority of individuals receiving some public assistance reported that AFDC, food stamps, and SSI accounted for one-quarter or less of their total family income.
- As shown in Table IND 1a, a larger percentage of non-Hispanic blacks and Hispanics received more than 50 percent of their income from means-tested assistance programs than non-Hispanic whites in all six years presented. However, even among these minority groups, more than 80 percent were not dependent on welfare under the definition used here.

**Table IND 1a. Percentage of Total Income from Means-Tested Assistance Programs, by Race and Age: Selected Years**

	0%	> 0% and ≤ 25%	> 25% and ≤ 50%	Total > 50%	> 50% and ≤ 75%	Total > 75%
<b>1995</b>						
<b>All Persons</b>	<b>83.0</b>	<b>9.4</b>	<b>2.5</b>	<b>5.1</b>	<b>1.4</b>	<b>3.8</b>
Non-Hispanic White	89.6	6.9	1.4	2.3	0.8	1.6
Non-Hispanic Black	59.1	18.8	7.0	15.2	3.3	11.9
Hispanic	65.4	16.8	5.6	12.2	3.1	9.2
Children Ages 0 – 5	72.4	13.0	4.0	10.6	2.0	8.6
Children Ages 6 – 10	71.3	10.7	4.2	11.6	2.4	9.2
Children Ages 11 – 15	76.4	10.9	3.6	9.1	2.7	6.4
Women Ages 16 – 64	82.7	9.1	2.4	5.2	1.5	3.7
Men Ages 16 – 64	88.5	7.8	1.5	2.3	1.5	1.6
Adults Age 65 and over	87.8	8.1	2.3	1.8	0.7	1.1
<b>1994</b>						
<b>All Persons</b>	<b>82.0</b>	<b>9.9</b>	<b>2.5</b>	<b>5.6</b>	<b>1.6</b>	<b>4.0</b>
Non-Hispanic White	88.9	7.1	1.4	2.6	0.9	1.7
Non-Hispanic Black	56.8	20.0	6.3	16.8	5.1	11.7
Hispanic	62.9	17.9	6.3	12.9	3.2	9.7
Children Ages 0 – 5	67.6	14.6	5.3	12.5	2.8	9.7
Children Ages 6 – 10	71.4	12.6	4.0	12.0	3.0	9.0
Children Ages 11 – 15	75.1	11.8	3.9	9.3	2.6	6.7
Women Ages 16 – 64	82.5	9.7	2.3	5.5	1.7	3.8
Men Ages 16 – 64	87.7	8.4	1.4	2.5	0.9	1.6
Adults Age 65 and over	87.7	8.2	2.0	2.2	1.0	1.1
<b>1993</b>						
<b>All Persons</b>	<b>82.2</b>	<b>9.5</b>	<b>2.5</b>	<b>5.9</b>	<b>1.6</b>	<b>4.3</b>
Non-Hispanic White	88.8	7.0	1.4	2.8	0.8	2.0
Non-Hispanic Black	58.6	17.7	6.9	16.7	5.0	11.8
Hispanic	62.9	17.2	5.7	14.2	3.2	11.0
Children Ages 0 – 5	68.5	13.9	4.3	13.3	2.9	10.4
Children Ages 6 – 10	72.8	11.1	3.9	12.3	2.7	9.7
Children Ages 11 – 15	75.9	10.2	3.4	10.5	2.8	7.6
Women Ages 16 – 64	82.2	9.5	2.5	5.8	1.7	4.1
Men Ages 16 – 64	87.7	8.2	1.4	2.7	0.8	1.9
Adults Age 65 and over	88.1	7.7	2.3	2.0	0.8	1.2

(over)

**Table IND 1a. Percentage of Total Income from Means-Tested Assistance Programs, by Race and Age: Selected Years (continued)**

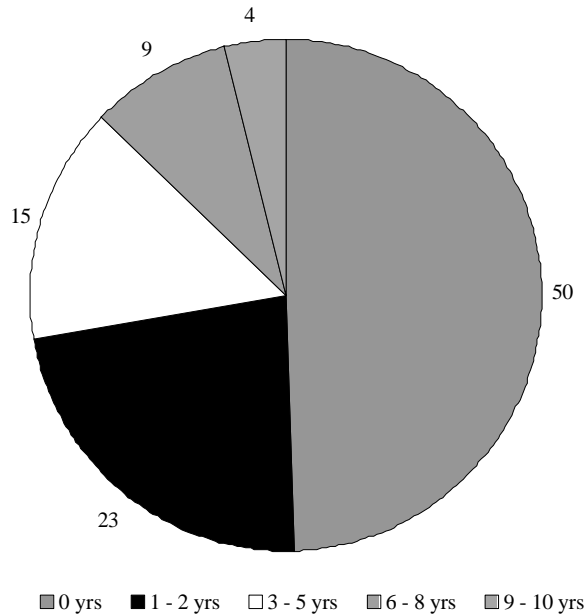
	0%	> 0% and ≤ 25%	> 25% and ≤ 50%	Total > 50%	> 50% and ≤ 75%	Total > 75%
<b>1992</b>						
<b>All Persons</b>	<b>83.1</b>	<b>9.3</b>	<b>2.7</b>	<b>4.9</b>	<b>1.4</b>	<b>3.5</b>
Non-Hispanic White	89.0	6.8	1.8	2.4	0.8	1.6
Non-Hispanic Black	59.0	18.3	6.9	15.9	4.1	11.7
Hispanic	66.7	17.6	5.1	10.5	2.5	8.0
Children Ages 0 - 5	71.1	12.1	4.6	12.2	3.0	9.3
Children Ages 6 - 10	76.2	10.7	3.6	9.5	2.6	6.9
Children Ages 11 - 15	76.8	11.9	3.8	7.5	2.1	5.4
Women Ages 16 - 64	83.0	9.2	2.8	5.0	1.3	3.7
Men Ages 16 - 64	88.2	8.2	1.6	1.9	0.7	1.3
Adults Age 65 and over	87.4	8.0	2.5	2.0	1.0	1.1
<b>1990</b>						
<b>All Persons</b>	<b>85.9</b>	<b>7.9</b>	<b>2.0</b>	<b>4.2</b>	<b>1.2</b>	<b>3.0</b>
Non-Hispanic White	91.1	5.7	1.1	2.1	0.6	1.5
Non-Hispanic Black	63.4	16.0	6.0	14.6	5.2	9.3
Hispanic	70.5	16.8	4.4	8.3	2.1	6.2
Children Ages 0 - 5	76.0	11.0	2.8	10.3	2.4	7.9
Children Ages 6 - 10	79.8	9.2	2.6	8.5	2.4	6.0
Children Ages 11 - 15	81.2	9.6	2.8	6.4	1.8	4.5
Women Ages 16 - 64	85.9	7.7	1.8	4.6	1.3	3.2
Men Ages 16 - 64	90.5	6.7	1.3	1.5	0.5	1.0
Adults Age 65 and over	87.9	7.4	2.8	1.9	1.0	0.9
<b>1987</b>						
<b>All Persons</b>	<b>85.1</b>	<b>8.2</b>	<b>2.1</b>	<b>4.7</b>	<b>1.3</b>	<b>3.3</b>
Non-Hispanic White	90.7	5.8	1.3	2.2	0.9	1.3
Non-Hispanic Black	59.1	18.7	6.5	15.7	3.9	11.8
Hispanic	71.7	13.6	3.8	10.9	2.2	8.7
Children Ages 0 - 5	75.5	10.9	3.7	10.0	2.7	7.3
Children Ages 6 - 10	76.8	10.5	2.6	10.1	2.8	7.3
Children Ages 11 - 15	80.2	9.2	2.6	8.0	1.6	6.4
Women Ages 16 - 64	85.6	7.9	1.9	4.6	1.1	3.5
Men Ages 16 - 64	89.9	6.8	1.4	2.0	0.8	1.2
Adults Age 65 and over	86.4	8.6	2.5	2.6	1.4	1.2

Note: Means-tested assistance includes AFDC, SSI and food stamps. While only affecting a small number of cases, general assistance income is included under AFDC. Total > 50% includes all persons with more than 50 percent of their income from these means-tested programs. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

Source: Unpublished data from the SIPP, 1987, 1990, 1992, and 1993 panels.

**Figure IND 1b. Percentage of Recipients with More than 50 Percent of Income from AFDC and**

## Food Stamps between 1982 and 1991, by Years of Dependency



Source: Unpublished data from the PSID, 1983 - 1992.

- Unlike Figure IND 1a, which showed dependency rates for the total population, Figure IND 1b focuses on dependency among welfare recipients, measured over a ten-year time period. Half of all recipients in 1982 were not dependent on welfare in any year over the following decade, in the sense that in no year did they receive more than 50 percent of their income from AFDC and food stamps. (SSI receipt is not counted in this particular measure). This was also true for 55 percent of all recipients between 1972 and 1981, as shown in the lower half of Table IND 1b.
- About 13 percent of recipients in 1982 were dependent for more than 5 years over the following decade, 15 percent were dependent for 3 to 5 years, and 23 percent were dependent for 1 or 2 years. Dependency is again defined as receiving more than 50 percent of annual income from AFDC and food stamps.
- Child recipients were more likely to be dependent than other recipients; only 34 percent of young child recipients in 1982 were not dependent in any year between 1982 and 1991, as shown in Table IND 1b. A slightly higher percentage (39 percent) of child recipients had no years of dependency in the earlier decade. The percentage of young black children who were not dependent—that is, were in families who did not receive more than 50 percent of their income from AFDC and food stamps in any year – increased across the two time periods (from 24 percent to 31 percent). In comparison, the percentage of non-black recipient children who were not dependent decreased substantially across the two time periods (from 50 percent to 37 percent).

**Table IND 1b. Percentage of Recipients with More than 50 Percent of Income from AFDC and Food Stamps Across Two Ten-Year Time Periods, by Years of Dependency, Race, and Age**

**Between 1982 and 1991:**

	<b>All Recipients</b>		
	All Recipients	Black	Non-Black
0 Years	50	43	54
1 - 2 Years	23	21	25
3 - 5 Years	15	17	14
6 - 8 Years	9	12	6
9 - 10 Years	4	7	2

	<b>Children 0 - 5 in 1982</b>		
	All Child Recipients	Black Children	Non-Black Children
0 Years	34	31	37
1 - 2 Years	28	19	35
3 - 5 Years	16	18	15
6 - 8 Years	13	19	9
9 - 10 Years	8	14	4

**Between 1972 and 1981:**

	<b>All Recipients</b>		
	All Recipients	Black	Non-Black
0 Years	55	44	62
1 - 2 Years	22	22	22
3 - 5 Years	14	19	11
6 - 8 Years	5	9	3
9 - 10 Years	4	7	2

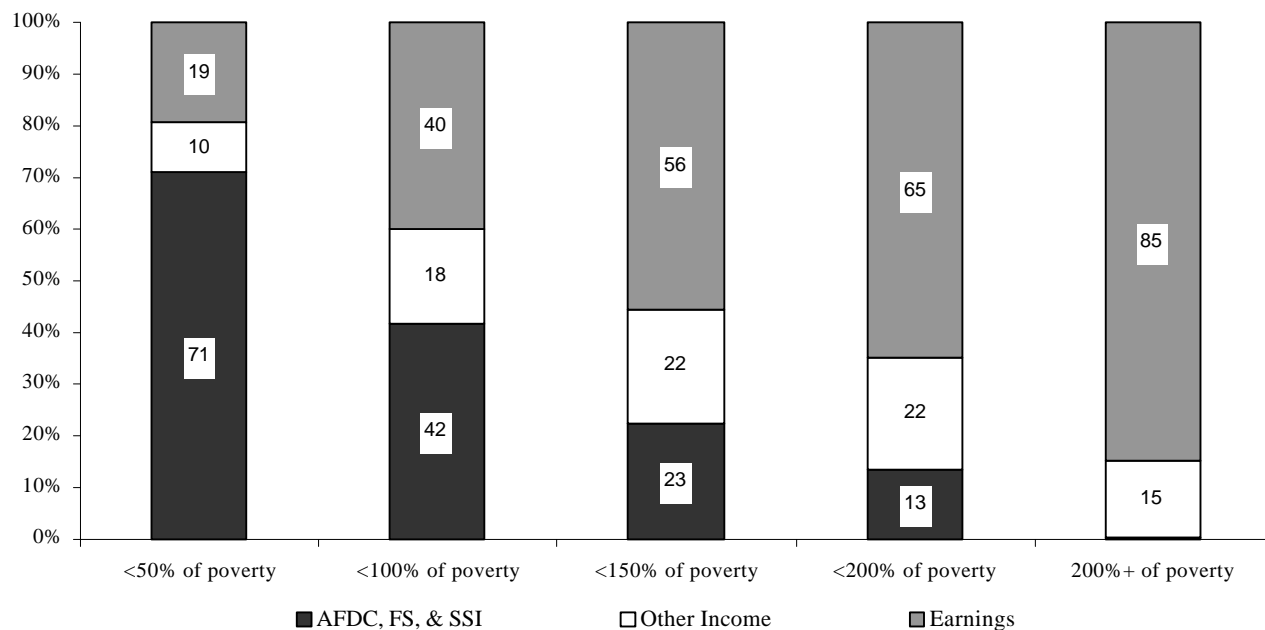
	<b>Children 0 - 5 in 1972</b>		
	All Child Recipients	Black Children	Non-Black Children
0 Years	39	24	50
1 - 2 Years	25	27	23
3 - 5 Years	21	27	17
6 - 8 Years	6	9	4
9 - 10 Years	9	12	6

Note: The base for the percentages is recipients in a one-year time period, defined as individuals receiving at least \$1 of AFDC in the first year (1982 or 1972). Child recipients are defined by age in the first year. This measures years of dependency over the specified ten-year time periods, and does not take into account years of dependency that may have occurred before the initial year (1972 or 1982).

Source: Unpublished data from the PSID, 1973 - 1992.



**Figure IND 1c. Percentage of Total Income from Various Sources, by Poverty Status: 1995**



Source: Unpublished data from the SIPP, 1993 panel.

- Whereas the two previous figures show the proportion of individuals with more than 50 percent of total income from means-tested assistance, Figure IND 1c shows the average percentage of income from means-tested assistance and earnings, by poverty status.
- Those in families with incomes below the poverty level received 42 percent of their total family income from means-tested assistance programs (AFDC, SSI, and food stamps) and 40 percent of their total family income from earnings. In contrast, families with total incomes at least 200 percent above the poverty line received the majority of their income from earnings (85 percent) and less than one percent of their income from means-tested assistance (a percentage so small as to not be visible in Figure IND 1c).
- Those living in deep poverty (total family income less than 50 percent of poverty line) relied heavily on income from means-tested assistance (71 percent of total family income). This included assistance from AFDC and SSI (39 percent) and food stamps (33 percent), as shown in Table IND 1c. The percentage of income from earnings for those in deep poverty is about half the percentage for those in poverty (19 percent compared to 40 percent).

**Table IND 1c. Percentage of Total Income from Various Sources, by Poverty Status, Race, and Age: 1995**

	<50% of poverty	<100% of poverty	<150% of poverty	<200% of poverty	200%+ of poverty
<b>All Persons</b>					
AFDC and SSI	38.5	26.0	14.4	8.7	0.2
Food Stamps	32.7	15.7	8.2	4.7	0.0
Earnings	19.3	39.8	55.6	65.0	84.9
Other Income	9.5	18.4	21.9	21.7	14.8
Average Income	\$5,182	\$9,586	\$12,617	\$16,072	\$57,945
<b>Racial Categories</b>					
<i>Non-Hispanic White</i>					
AFDC and SSI	25.5	18.9	9.3	5.1	0.2
Food Stamps	29.2	13.1	5.8	3.0	0.0
Earnings	34.7	44.5	57.0	64.9	84.1
Other Income	10.5	23.5	27.9	27.0	15.7
Average Income	\$3,300	\$8,379	\$11,884	\$15,622	\$59,130
<i>Non-Hispanic Black</i>					
AFDC and SSI	45.6	32.8	22.2	14.9	0.8
Food Stamps	37.4	19.0	12.3	8.1	0.2
Earnings	8.4	29.3	46.3	58.4	88.2
Other Income	8.6	18.8	19.2	18.5	10.8
Average Income	\$6,610	\$10,001	\$12,421	\$15,583	\$46,094
<i>Hispanic</i>					
AFDC and SSI	40.2	26.5	15.3	10.8	0.4
Food Stamps	31.5	16.7	91.0	5.9	0.1
Earnings	18.9	45.1	62.7	71.6	89.6
Other Income	9.4	11.7	12.8	11.7	9.9
Average Income	\$7,210	\$11,464	\$14,655	\$17,639	\$49,149
<b>Age Categories</b>					
<i>Children Ages 0 - 5</i>					
AFDC and SSI	45.6	29.8	17.5	11.5	0.2
Food Stamps	36.3	19.6	11.3	7.4	0.1
Earnings	11.6	39.3	60.5	71.3	93.5
Other Income	6.5	11.2	10.7	9.9	6.2
Average Income	\$7,167	\$11,035	\$14,362	\$17,931	\$60,743
<i>Children Ages 6 - 10</i>					
AFDC and SSI	41.6	27.8	17.1	11.3	0.3
Food Stamps	35.5	19.0	11.1	6.9	0.0
Earnings	15.4	41.8	59.6	70.1	92.9
Other Income	7.5	11.5	12.1	11.7	6.8
Average Income	\$8,067	\$12,399	\$15,329	\$18,977	\$64,335

(over)

**Table IND 1c. Percentage of Total Income from Various Sources, by Poverty Status, Race, and Age: 1995 (continued)**

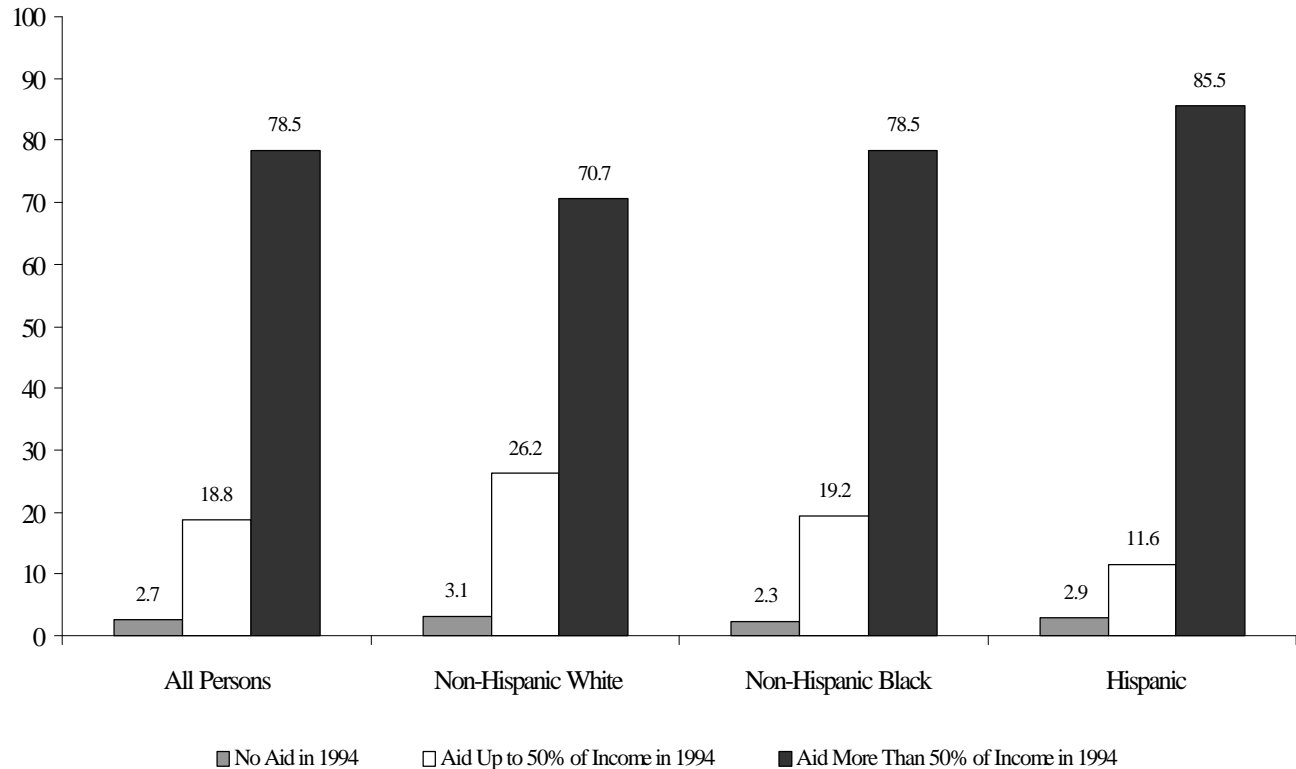
	<50% of poverty	<100% of poverty	<150% of poverty	<200% of poverty	200%+ of poverty
<i>Children Ages 11 – 15</i>					
AFDC and SSI	36.3	27.4	16.7	10.0	0.2
Food Stamps	31.5	17.2	10.1	6.0	0.0
Earnings	24.5	40.2	56.9	68.1	92.5
Other Income	7.7	15.3	16.3	15.9	7.3
Average Income	\$7,278	\$12,029	\$15,061	\$18,897	\$65,937
<i>Women Ages 16 – 64</i>					
AFDC and SSI	37.2	26.9	15.2	9.0	0.2
Food Stamps	31.7	15.1	8.1	4.6	0.0
Earnings	21.1	40.6	58.1	68.5	87.7
Other Income	18.2	17.3	18.7	17.9	12.0
Average Income	\$5,054	\$9,225	\$12,305	\$15,723	\$58,353
<i>Men Ages 16 – 64</i>					
AFDC and SSI	22.0	19.9	10.0	5.7	0.2
Food Stamps	24.4	11.4	5.1	2.7	0.0
Earnings	35.4	48.4	64.5	74.3	89.0
Other Income	9.9	20.3	20.3	17.3	10.8
Average Income	\$3,049	\$8,669	\$12,568	\$16,713	\$59,538
<i>Adults Age 65 and over</i>					
AFDC and SSI	20.8	17.6	8.8	5.3	0.4
Food Stamps	8.9	3.7	1.6	0.9	0.0
Earnings	10.8	3.3	6.0	8.1	24.6
Other Income	59.5	75.4	83.6	85.6	75.0
Average Income	\$370	\$4,459	\$7,588	\$10,148	\$40,052

Note: While only affecting a small number of cases, general assistance income is included in AFDC income. Other income is non-means-tested, non-earnings income such as child support, alimony, pensions, Social Security benefits, interest, and dividends. Poverty status categories are not mutually exclusive. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

Source: Unpublished data from the SIPP, 1993 panel.

## INDICATOR 2. DEPENDENCE TRANSITIONS

**Figure IND 2. Dependency Status in 1995 of Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in 1994, by Race**



Source: Unpublished data from the SIPP, 1993 panel.

- Nearly four-fifths (79 percent) of all recipients who received more than 50 percent of their total income from means-tested assistance programs in 1994 also received more than 50 percent of their total income from these same programs in 1995.
- Of recipients who received more than 50 percent of their total income from AFDC, food stamps and SSI in 1994, a larger percentage of non-Hispanic whites became “less dependent” in 1995 (received 50 percent or less of their total income from means-tested assistance programs) compared to Hispanics and non-Hispanic blacks.
- As shown in Table IND 2, a slightly larger percentage of women who received more than half of their total income from means-tested assistance programs in 1994 remained “dependent” in 1995 compared to the same percentage for men (79 percent compared to 73 percent).

**Table IND 2. Dependency Status in 1995 of Persons Who Received More than 50 Percent of Income from Means-Tested Assistance in 1994, by Race and Age**

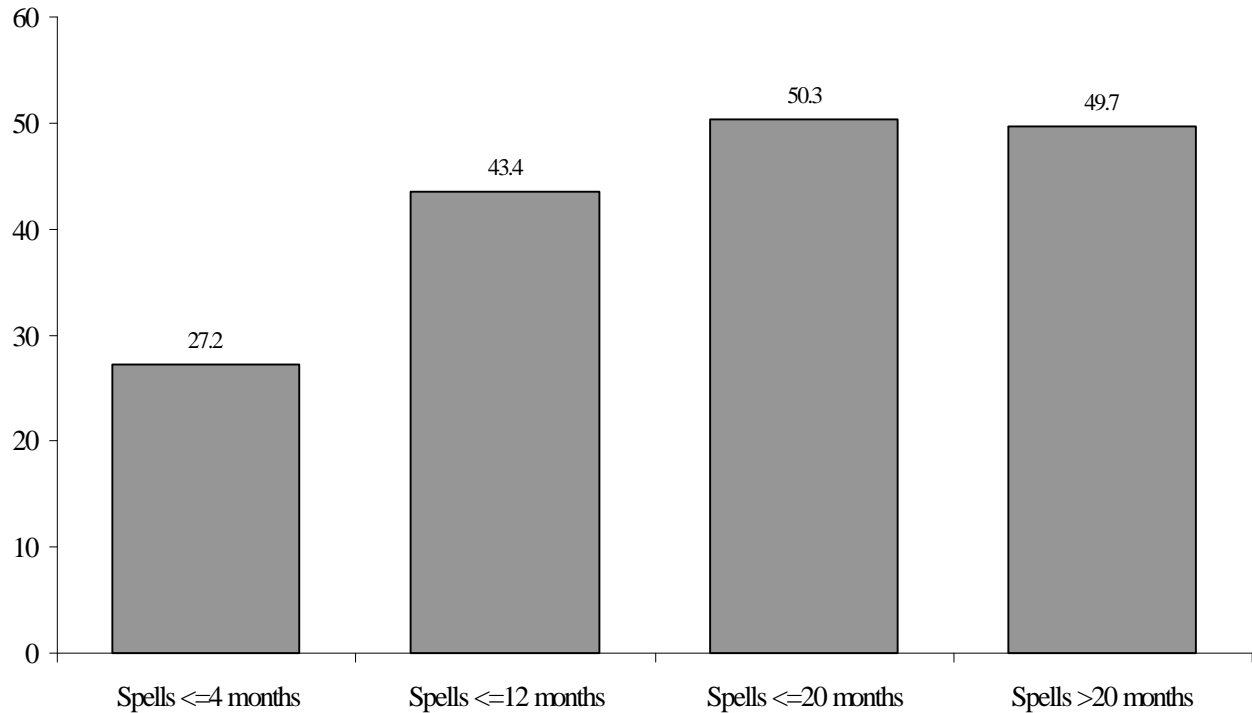
Individuals Receiving more than 50% of Income from Assistance in 1994	Total (000's)	Percentage of Persons Receiving		
		No Aid in 1995	Up to 50% in 1995	Over 50% in 1995
<b>All Persons</b>	<b>13,986</b>	<b>2.7</b>	<b>18.8</b>	<b>78.5</b>
<b>Racial Categories</b>				
Non-Hispanic White	4,804	3.1	26.2	70.7
Non-Hispanic Black	4,710	2.3	19.2	78.5
Hispanic	3,418	2.9	11.6	85.5
<b>Age Categories</b>				
Children Ages 0 – 5	3,185	2.0	18.6	79.4
Children Ages 6 – 10	2,102	0.6	17.8	81.6
Children Ages 11 – 15	1,724	1.6	19.5	78.9
Men Ages 16 – 64	1,866	2.5	18.7	72.6
Women Ages 16 – 64	4,472	7.1	20.4	78.8
Adults Age 65 and over	636	4.6	17.9	77.5

Note: Means-tested assistance is defined as AFDC, food stamps, and SSI. While only affecting a small number of cases, general assistance income is included within AFDC income. Because full calendar year data for 1995 were not available for all SIPP respondents, some transitions were based on twelve-month periods that did not correspond exactly to calendar years.

Source: Unpublished data from the SIPP, 1993 panel.

### INDICATOR 3. DEPENDENCE SPELL DURATION

Figure IND 3. Percentage of AFDC Spells of Individuals in Families with No Labor Force Participants for Individuals Entering Programs During the 1993 SIPP Panel, by Length of Spell



Source: Unpublished data from the SIPP, 1993 panel.

- Forty-three percent of AFDC spells for individuals in families with no one in the labor force ended within a year.
- Over one-quarter (27 percent) of AFDC spells for individuals in families where no one participated in the labor force lasted four months or less.
- As shown in Table IND 3, a smaller percentage of AFDC spells to children in families with no labor force participants ended in four months or less compared to their adult counterparts (25 percent compared to 31 percent).
- Spells shown in Figure IND 3 are limited to spells of recipients in families without any labor force participation. Spell lengths are shorter in Figure IND 5, which shows spells for *all* recipients, including those in families with labor force participants. For example, whereas only half (50 percent) of spells shown in Figure IND 3 end in 20 months or less, over two-thirds (69 percent) of all AFDC spells last 20 months or less, as shown in Figure IND 5.

**Table IND 3. Percentage of AFDC Spells of Individuals in Families with No Labor Force Participants for Individuals Entering Programs During the 1993 SIPP Panel, by Length of Spell, Race, and Age**

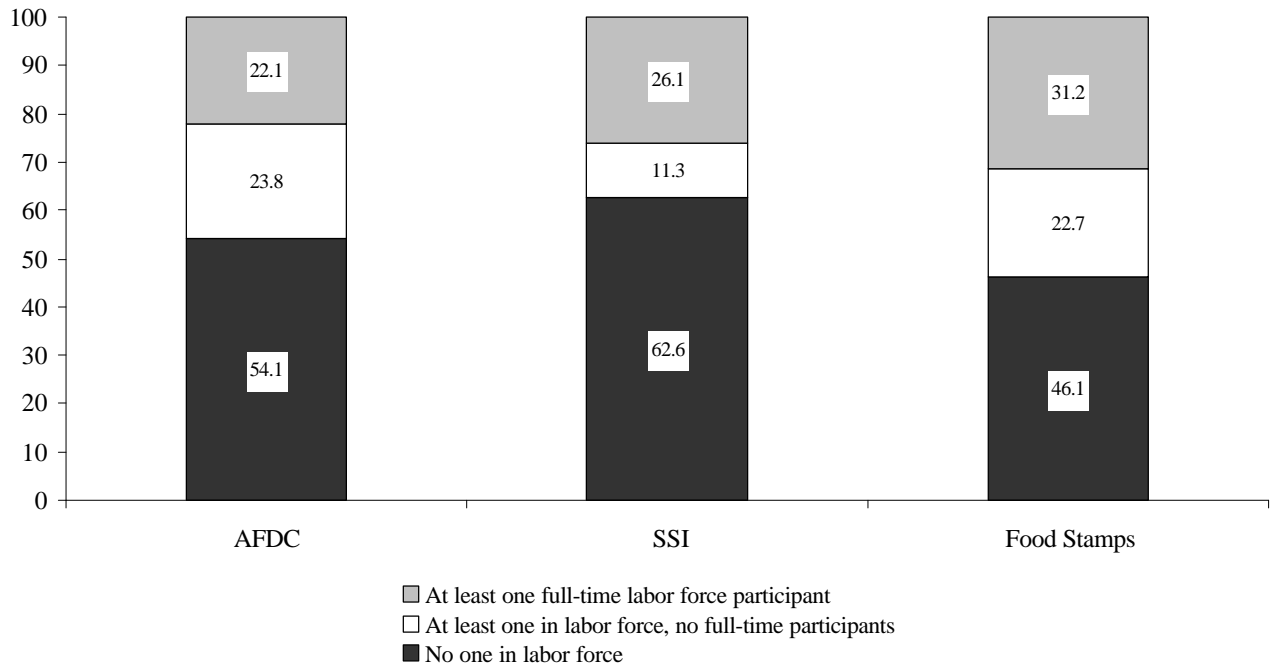
	Spells <=4 months	Spells <=12 months	Spells <=20 months	Spells >20 months
<b>All Persons</b>	<b>27.2</b>	<b>43.4</b>	<b>50.3</b>	<b>49.7</b>
<b>Racial Categories</b>				
Non-Hispanic White	30.2	40.7	43.0	57.0
Non-Hispanic Black	17.4	45.6	N/A	N/A
Hispanic	33.2	N/A	N/A	N/A
<b>Age Categories</b>				
Children Ages 0-15	24.7	41.9	49.1	50.9
Adults Ages 16-64	30.6	45.8	51.9	48.1

Note: Spell length categories are not mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. AFDC spells are defined as those spells starting during the 1993 SIPP panel. For certain racial categories, data are not available (N/A) due to insufficient sample size.

Source: Unpublished data from the SIPP, 1993 panel.

## INDICATOR 4. RECEIPT OF MEANS-TESTED ASSISTANCE AND LABOR FORCE ATTACHMENT

**Figure IND 4a. Percentage of Recipients in Families with Labor Force Participants, by Program: 1995**



Source: Unpublished data from the SIPP, 1993 panel.

- In 1995, 46 percent of individuals who received AFDC, 37 percent of individuals who received SSI, and 54 percent of individuals who received food stamps were in families with at least one person in the labor force. The comparable figure for individuals in the general population is 83 percent (as shown in Table WORK 1, in Chapter III).
- More than half of those families receiving AFDC with at least one participant in the labor force had no one in the labor force full time. Conversely, a significant majority of SSI and food stamp families with at least one member in the labor force had at least one family member working full time.
- As shown in Table IND 4a, among AFDC recipients, a larger percentage of children under age 6 were in families with at least one full-time labor force participant compared to children ages 6 to 15.



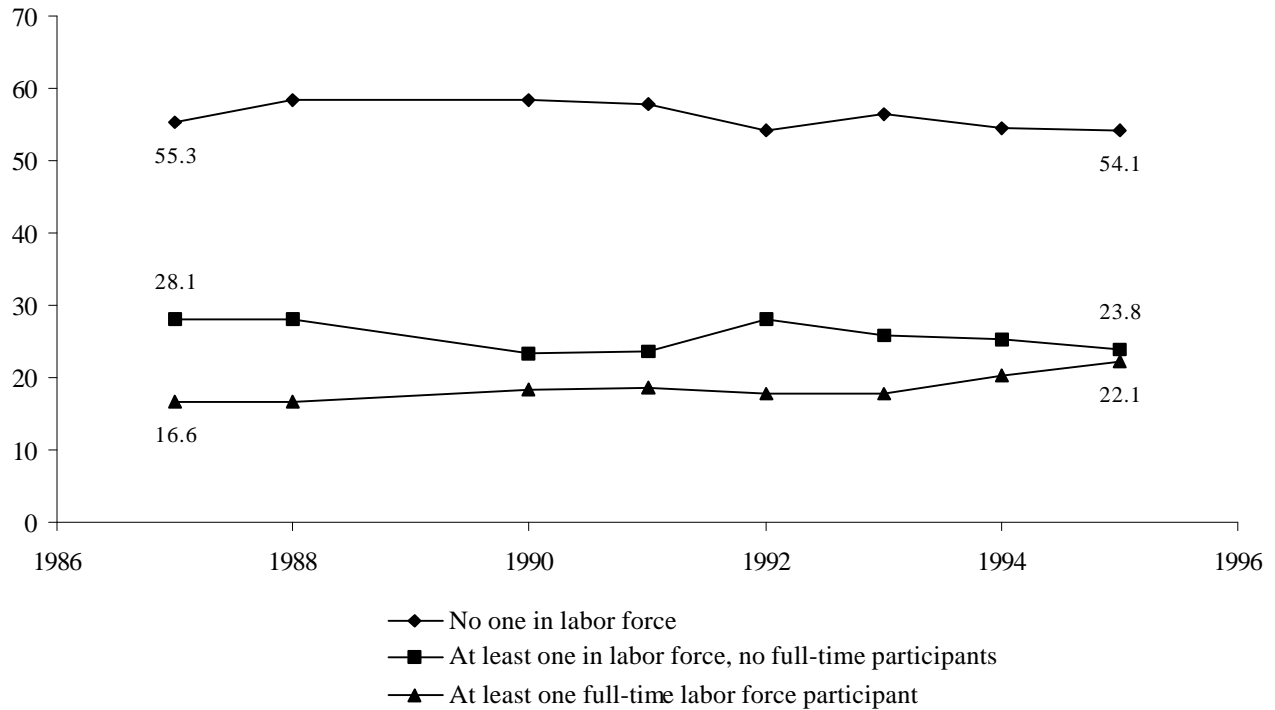
**Table IND 4a. Percentage of Recipients in Families with Labor Force Participants, by Program, Race, and Age: 1995**

		No one in LF	At least one in LF No one FT	At least one FT LF participant
<b>AFDC</b>	<b>All Persons</b>	<b>54.1</b>	<b>23.8</b>	<b>22.1</b>
	Non-Hispanic White	52.4	22.1	25.6
	Non-Hispanic Black	53.2	23.6	23.2
	Hispanic	58.4	23.0	18.6
	Children Ages 0 - 5	55.0	21.3	23.7
	Children Ages 6 - 10	59.0	21.1	19.9
	Children Ages 11 - 15	55.6	26.9	17.5
	Women Ages 16 - 64	52.1	24.0	23.9
	Men Ages 16 - 64	41.6	33.9	24.5
	Adults Age 65 and over	51.0	15.3	32.9
<b>SSI</b>	<b>All Persons</b>	<b>62.6</b>	<b>11.3</b>	<b>26.1</b>
	Non-Hispanic White	63.4	10.5	26.1
	Non-Hispanic Black	64.4	13.7	21.9
	Hispanic	60.9	9.5	29.6
	Children Ages 0 - 5	N/A	N/A	N/A
	Children Ages 6 - 10	N/A	N/A	N/A
	Children Ages 11 - 15	N/A	N/A	N/A
	Women Ages 16 - 64	57.9	17.0	25.1
	Men Ages 16 - 64	56.8	10.1	33.1
	Adults Age 65 and over	73.9	4.2	22.0
<b>FOOD STAMPS</b>	<b>All Persons</b>	<b>46.1</b>	<b>22.7</b>	<b>31.2</b>
	Non-Hispanic White	43.8	20.4	35.8
	Non-Hispanic Black	50.8	23.7	25.5
	Hispanic	44.2	22.6	33.2
	Children Ages 0 - 5	43.8	20.8	35.3
	Children Ages 6 - 10	47.8	22.2	30.0
	Children Ages 11 - 15	46.1	26.1	27.8
	Women Ages 16 - 64	45.9	23.8	30.3
	Men Ages 16 - 64	35.3	26.9	37.8
	Adults Age 65 and over	82.0	4.2	13.7

Note: Full-time labor force participants are defined as those who usually work 35 hours or more per week. Data on receipt of SSI for young children are not available (N/A). Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

Source: Unpublished data from the SIPP, 1993 panel.

**Figure IND 4b. Percentage of AFDC Recipients in Families with Labor Force Participants: Selected Years**



Source: Unpublished data from the SIPP, 1987, 1990, 1992, and 1993 panels.

- In 1995, 22 percent of all AFDC recipients lived in families with at least one full-time labor force participant – a higher percentage than at any other point in the previous nine years.
- In all years shown above, more than half of all AFDC recipients lived in families where no one participated in the labor force. This percentage has varied between 58 percent and 54 percent, as shown in Table IND 4b.
- About one-fourth of AFDC recipients lived in families with a labor force participant who worked less than full-time. This percentage was lower in 1995 (24 percent) than in 1992 (28 percent), suggesting that some of the increase in full-time work among AFDC recipients represents a shift from part-time to full-time work.

**Table IND 4b. Percentage of AFDC Recipients in Families with Labor Force Participants:  
Selected Years**

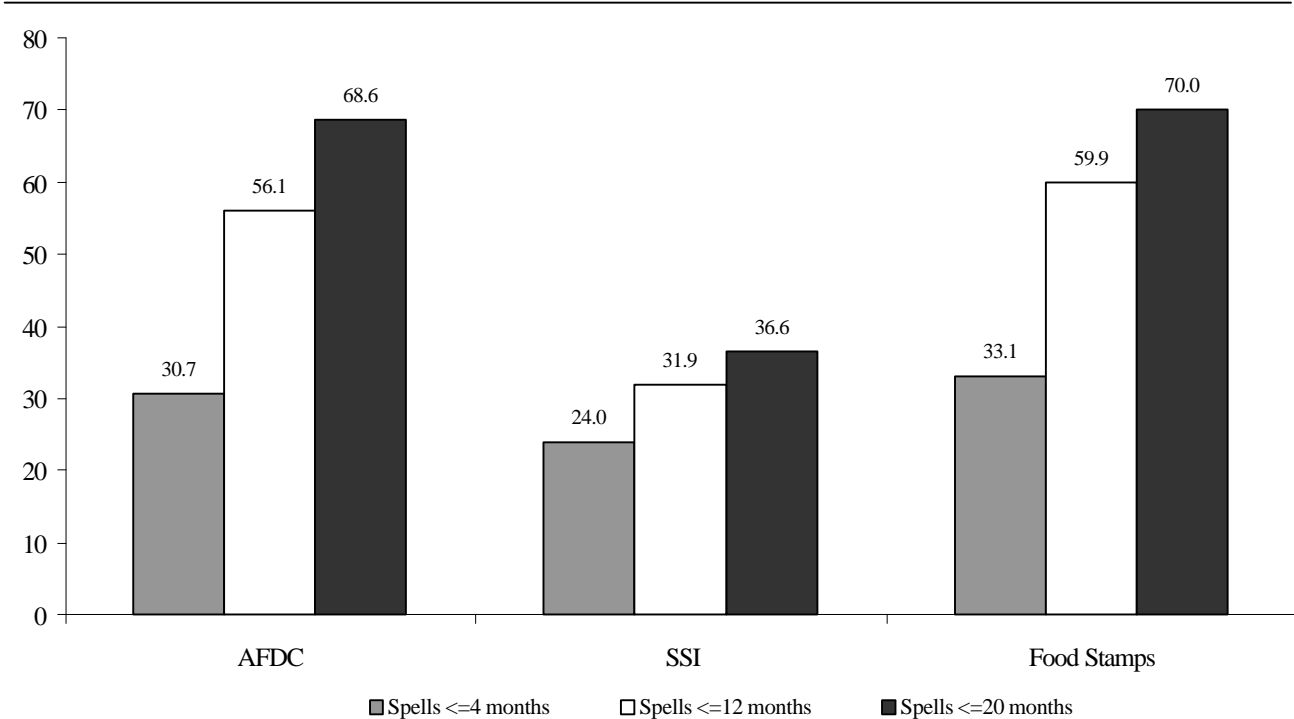
	No one In LF	At least one in LF No one FT	At least one FT LF Participant
1987	55.3	28.1	16.6
1988	58.3	28.1	16.6
1990	58.3	23.3	18.4
1991	57.8	23.7	18.5
1992	54.2	28.1	17.7
1993	56.5	25.7	17.8
1994	54.5	25.3	20.2
1995	54.1	23.8	22.1

Note: Full-time labor force participants are defined as those who usually work 35 or more hours per week. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

Source: Unpublished data from the SIPP, 1987, 1990, 1992, and 1993 panels.

## INDICATOR 5. PROGRAM SPELL DURATION

**Figure IND 5. Percentage of AFDC, Food Stamp and SSI Spells for Individuals Entering Programs During the 1993 SIPP Panel, by Length of Spell**



Source: Unpublished data from the SIPP, 1993 Panel.

- Short spells lasting 4 months or less accounted for 31 percent of AFDC spells, 24 percent of SSI spells, and 33 percent of food stamp spells.
- Over one-half of all AFDC and food stamp spells lasted one year or less (56 percent and 60 percent, respectively). In contrast, only 32 percent of SSI spells ended within one year. The percentage of SSI spells that lasted more than 20 months is twice the percentage of AFDC and food stamp spells that lasted this long (see Table IND 5).
- As shown in Table IND 5, for AFDC spells, a larger percentage of short spells (lasting 4 months or less) and a smaller percentage of long spells (lasting more than 20 months) occurred among non-Hispanic whites compared to non-Hispanic blacks and Hispanics.
- As further shown in Table IND 5, a larger percentage of AFDC and food stamp spells among adults ages 16 to 64 ended within 4 months compared to spells among children.
- Short spells are less common among recipients in families without labor force participants, as shown previously in Figure and Table IND 3.

**Table IND 5. Percentage of AFDC, Food Stamp and SSI Spells for Individuals Entering Programs During the 1993 SIPP Panel, by Length of Spell, Race, and Age**

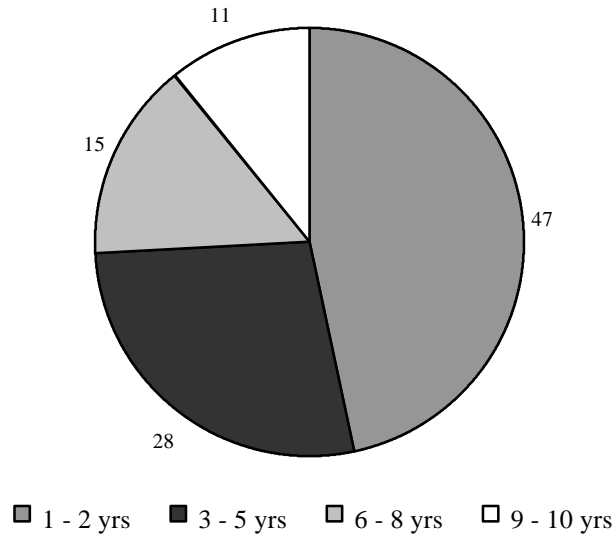
		Spells <=4 months	Spells <=12 months	Spells <=20 months	Spells >20 months
<b>AFDC</b>	<b>All Recipients</b>	<b>30.7</b>	<b>56.1</b>	<b>68.6</b>	<b>31.4</b>
	<b>Racial Categories</b>				
	Non-Hispanic White	35.6	62.2	72.3	27.7
	Non-Hispanic Black	24.6	52.3	66.7	33.3
	Hispanic	30.8	52.5	63.4	36.6
	<b>Age Categories</b>				
	Children Ages 0 - 15	28.1	53.6	65.6	34.4
Adults Ages 16 - 64	33.5	59.0	72.2	27.8	
<b>SSI</b>	<b>All Recipients</b>	<b>24.0</b>	<b>31.9</b>	<b>36.6</b>	<b>63.4</b>
	<b>Racial Categories</b>				
	Non-Hispanic White	27.2	34.6	40.8	59.2
	Non-Hispanic Black	20.5	26.2	30.0	70.0
	Hispanic	20.0	32.2	NA	NA
	<b>Age Categories</b>				
	Adults Ages 16 - 64	26.8	34.6	39.7	60.3
<b>FOOD STAMPS</b>	<b>All Recipients</b>	<b>33.1</b>	<b>59.9</b>	<b>70.0</b>	<b>30.0</b>
	<b>Racial Categories</b>				
	Non-Hispanic White	34.3	62.1	71.5	28.5
	Non-Hispanic Black	28.4	53.4	64.9	35.1
	Hispanic	35.4	64.0	71.1	28.9
	<b>Age Categories</b>				
	Children Ages 0 - 15	29.8	56.5	67.0	33.0
Adults Ages 16 - 64	35.9	63.0	72.8	27.2	

Note: Spell length categories are not mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed. AFDC spells are defined as those starting during the 1993 SIPP Panel. For certain age and racial categories, data are not available (N/A) because of insufficient sample size. Data on SSI reciprocity for children are not available (N/A).

Source: Unpublished data from the SIPP, 1993 Panel.

## INDICATOR 6. LONG-TERM RECEIPT

Figure IND 6. Percentage of AFDC Recipients in 1982, by Years of Receipt: 1982-91



Source: Unpublished data from the PSID, 1983 - 1992.

- Among all AFDC recipients in 1982, almost half (47 percent) received assistance for only one or two years between 1982 and 1991. Over one quarter (28 percent) received AFDC and/or food stamps for 3 to 5 years, and about one quarter (26 percent) received AFDC for more than 5 years. Similar patterns were evident for recipients in 1972, as can be seen in the lower half of Table IND 6.
- As shown in Table IND 6, compared to non-black recipients, a smaller percentage of black recipients received AFDC for only 1 to 2 years while a larger percentage received benefits for more than 5 years in both ten-year time periods.
- As further shown in Table IND 6, a smaller percentage of child recipients experienced short-term receipt and a larger percentage experienced longer-term receipt in both time periods relative to the percentages for all recipients.
- Whereas over half (53 percent) of recipients received at least some AFDC for three or more years between 1982 and 1991 (as shown in Figure IND 6), only 28 percent of recipients received more than 50 percent of their income from AFDC and food stamps for three or more years over the same time period (as previously shown in Figure IND 1b).

**Table IND 6. Percentage of AFDC Recipients, by Years of Receipt, Race, and Age**

**Between 1982 and 1991:**

	<b>All Recipients</b>		
	All Recipients	Black	Non-Black
1 - 2 Years	47	37	53
3 - 5 Years	28	27	28
6 - 8 Years	15	19	12
9 - 10 Years	11	17	6

	<b>Children 0 - 5 in 1982</b>		
	All Child Recipients	Black Children	Non-Black Children
1 - 2 Years	34	28	39
3 - 5 Years	29	28	30
6 - 8 Years	17	16	19
9 - 10 Years	20	29	13

**Between 1972 and 1981:**

	<b>All Recipients</b>		
	All Recipients	Black	Non-Black
1 - 2 Years	49	32	59
3 - 5 Years	28	34	25
6 - 8 Years	13	19	9
9 - 10 Years	11	15	8

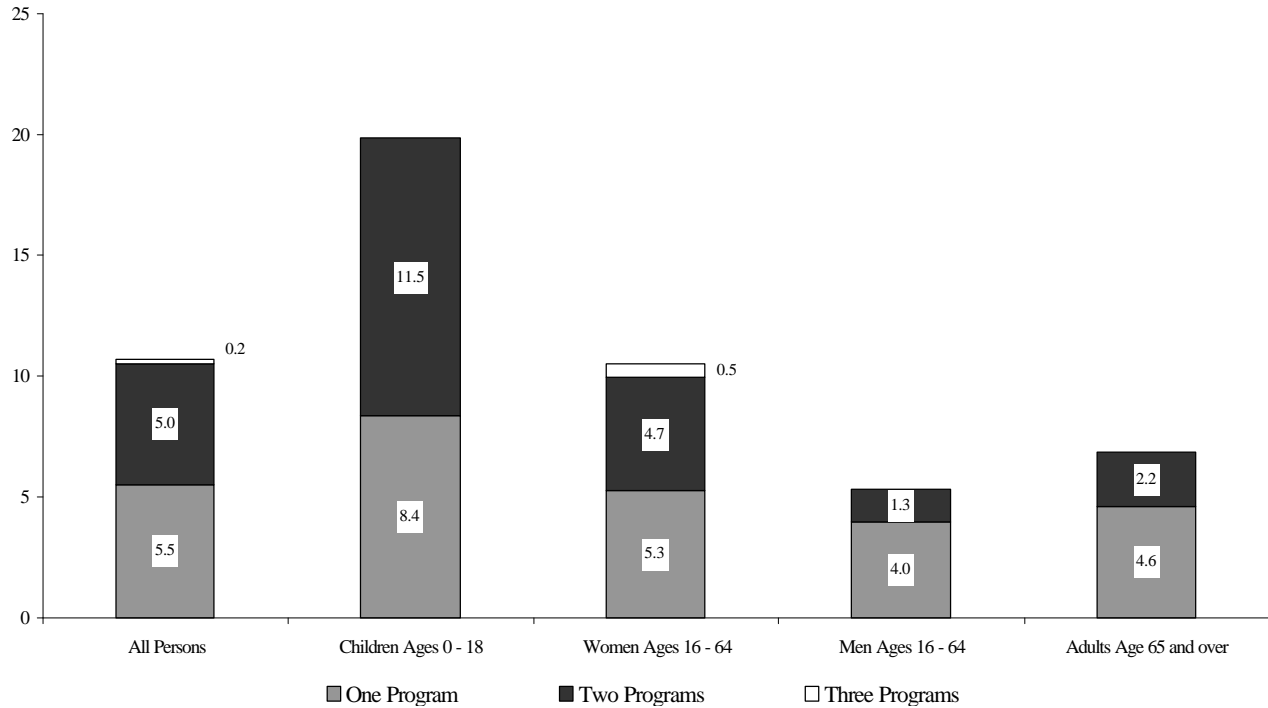
	<b>Children 0 - 5 in 1972</b>		
	All Child Recipients	Black Children	Non-Black Children
1 - 2 Years	37	24	46
3 - 5 Years	29	31	27
6 - 8 Years	15	23	10
9 - 10 Years	19	23	17

Note: The base for percentages is recipients in a one-year time period, defined as individuals receiving at least \$1 of AFDC in the first year (1982 or 1972). Child recipients are defined by age in the first year. This measures years of receipt over the specified ten-year time periods, and does not take into account years of receipt that may have occurred before the initial year (1972 or 1982).

Source: Unpublished data from the PSID, 1973 - 1992.

## INDICATOR 7. MULTIPLE PROGRAM RECEIPT

**Figure IND 7. Percentage of Population Receiving Assistance from One, Two or Three Programs (AFDC, Food Stamps, SSI), by Age: 1995**



Source: Unpublished data from the SIPP, 1993 panel.

- The 10.7 percent of the population who received AFDC, food stamp, or SSI benefits in an average month include 5.5 percent who got benefits from one of the programs, 5.0 percent who received two types of assistance, and 0.2 percent with benefits from all three programs.
- As shown in Table IND 7a, the most common patterns of benefit receipt are receipt of both food stamps and AFDC (4.3 percent) and receipt of food stamp benefits only (3.9 percent). The least common are receiving AFDC and SSI or participating in all three programs.
- Children have higher reciprocity rates than the population as a whole. Over one-fifth of children under 6, for example, receive AFDC, food stamps, or SSI, with most of these children (13 percent) receiving a combined package of AFDC and food stamp benefits, as shown in Table IND 7a. Most of the remaining children (8 percent) receive food stamps only.
- There has been a slight upward trend in receipt of SSI over time, either alone, or in combination with food stamps, as shown in Table IND 7b.

**Table IND 7a. Percentage of Population Receiving Assistance from One, Two or Three Programs**



**(AFDC, Food Stamps, SSI), by Race and Age: 1995**

	<b>Any Receipt</b>	<b>One Program Only</b>			<b>Two Programs</b>			<b>All Three Programs</b>
	AFDC, FS OR SSI	AFDC	FS	SSI	AFDC & FS	AFDC & SSI	FS & SSI	AFDC, FS & SSI
<b>All Persons</b>	<b>10.7</b>	<b>0.5</b>	<b>3.9</b>	<b>1.1</b>	<b>4.3</b>	<b>N/A</b>	<b>0.7</b>	<b>0.2</b>
<b>Racial Categories</b>								
Non-Hispanic White	7.9	0.3	3.3	0.9	2.7	N/A	0.5	0.1
Non-Hispanic Black	27.2	1.4	8.1	2.5	12.8	0.1	1.7	0.6
Hispanic	23.4	1.0	8.9	1.4	10.6	N/A	1.1	0.4
<b>Age Categories</b>								
Children Ages 0 - 5	21.4	1.1	7.7	0.0	12.5	N/A	N/A	N/A
Children Ages 6 - 10	21.1	1.5	7.4	0.0	12.2	N/A	N/A	N/A
Children Ages 11 - 15	16.5	0.8	6.4	0.0	9.3	N/A	N/A	N/A
Women Ages 16 - 64	10.5	0.5	3.5	1.3	3.8	N/A	0.9	0.5
Men Ages 16 - 64	5.3	0.1	2.7	1.1	0.9	N/A	0.4	N/A
Adults Age 65 and over	6.9	0.1	1.6	3.0	N/A	N/A	2.2	N/A

See below for notes and source.

**Table IND 7b. Percentage of Population Receiving Assistance from One, Two or Three Programs (AFDC, Food Stamps, SSI): Selected Years**

	<b>Any Receipt</b>	<b>One Program Only</b>			<b>Two Programs</b>			<b>All Three Programs</b>
	AFDC, FS, OR SSI	AFDC	FS	SSI	AFDC & FS	AFDC & SSI	FS & SSI	AFDC, FS, & SSI
1987	8.7	0.5	3.5	1.0	3.2	N/A	0.5	0.1
1988	8.3	0.3	3.3	1.0	3.1	N/A	0.5	0.1
1990	8.3	0.4	3.0	1.0	3.4	N/A	0.5	0.1
1991	8.9	0.4	3.3	1.0	3.7	N/A	0.5	0.1
1992	10.0	0.3	3.8	1.1	4.0	N/A	0.6	0.1
1993	11.4	0.4	4.4	1.1	4.8	N/A	0.7	0.2
1994	11.2	0.4	4.3	1.1	4.6	N/A	0.7	0.2
1995	10.7	0.5	3.9	1.1	4.3	N/A	0.7	0.2

Note: Categories are mutually exclusive. SSI receipt based on individual receipt; AFDC and food stamp receipt based on family receipt. Although individuals may not receive both AFDC and SSI, an SSI recipient may be in a family where other members receive AFDC Benefits. For certain categories, data are not available (N/A) because of insufficient sample size and because SSI reciprocity data are not available for children. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year. Percentage receiving assistance from any one program in average month (shown here) is lower than percentage receiving any assistance over course of year (shown in Table SUM 1 in Chapter I).

Source: Unpublished data from the SIPP, 1987, 1990, 1992, and 1993 panels.

## INDICATOR 8. EVENTS ASSOCIATED WITH THE BEGINNING AND ENDING OF PROGRAM SPELLS

**Table IND 8a. Percentage of First AFDC Spell Beginnings Associated with Specific Events: Selected Periods**

	Spell Began 1973 - 1979	Spell Began 1980 - 1985	Spell Began 1986 - 1991
First birth to an unmarried, non-cohabiting mother	27.9	20.9	22.2
First birth to a married and/or cohabiting mother	13.3	17.4	11.3
Second (or higher order) birth	19.9	18.2	15.2
Divorce/separation	19.7	28.1	17.3
Mother's work hours decreased by >500 hours per year	26.3	18.8	26.2
Other adults' work hours decreased by >500 hours, but no change in family structure	34.8	27.9	21.6
Other adults' work hours decreased by >500 hours, and a change in family structure	4.7	7.9	11.4
Householder acquired work limitation	18.1	15.6	23.5
Other transfer income dropped by >\$1,000 (in 1996\$)	4.5	6.5	4.1
Changed state of residence	4.5	10.6	5.4

Note: Events are defined to be neither mutually exclusive nor exhaustive. Work limitation is defined as a self-reported physical or nervous condition that limits the type of work or the amount of work the respondent can do.

Source: Unpublished data from the PSID, 1974–1992.

- Between 1986 and 1991, the most common events associated with the beginnings of a first AFDC spell were work-related: a decrease in mother's work hours (26 percent), a decrease in work hours of another adult (22 percent), and acquisition of a work limitation (24 percent).
- The percentage of first AFDC episode beginnings associated with a householder acquiring a work limitation was higher for spells that began between 1986 and 1991 (24 percent) than for spells that began between 1973 and 1979 (16 percent) or 1980 to 1985 (18 percent).
- Between 1973 and 1979, first births to an unmarried, non-cohabiting mother were associated with 28 percent of first AFDC episodes. In contrast, such births were associated with 21 percent of first spells beginning between 1980 and 1985, and 22 percent of spells beginning between 1986 and 1991.

**Table IND 8b. Percentage of First AFDC Spell Endings Associated with Specific Events: Selected Periods**

	Spell Ended 1973 – 1979	Spell Ended 1980 – 1985	Spell Ended 1986 – 1991
Mother married or acquired cohabitor	16.1	17.1	21.7
Children under 18 no longer present	4.4	4.1	4.8
Mother's work hours increased by more than 500 hours per year	15.4	25.0	27.1
Other adults' work hours increased by more than 500 hours, but no change in family structure	21.8	16.8	16.7
Other adults' work hours increased by more than 500 hours, and a change in family structure	6.5	10.3	5.8
Householder no longer reports work limitation	13.0	19.2	15.8
Other transfer income increased by \$1,000 or more (in 1996\$)	5.0	5.5	5.8
Changed state of residence	5.9	11.0	5.9

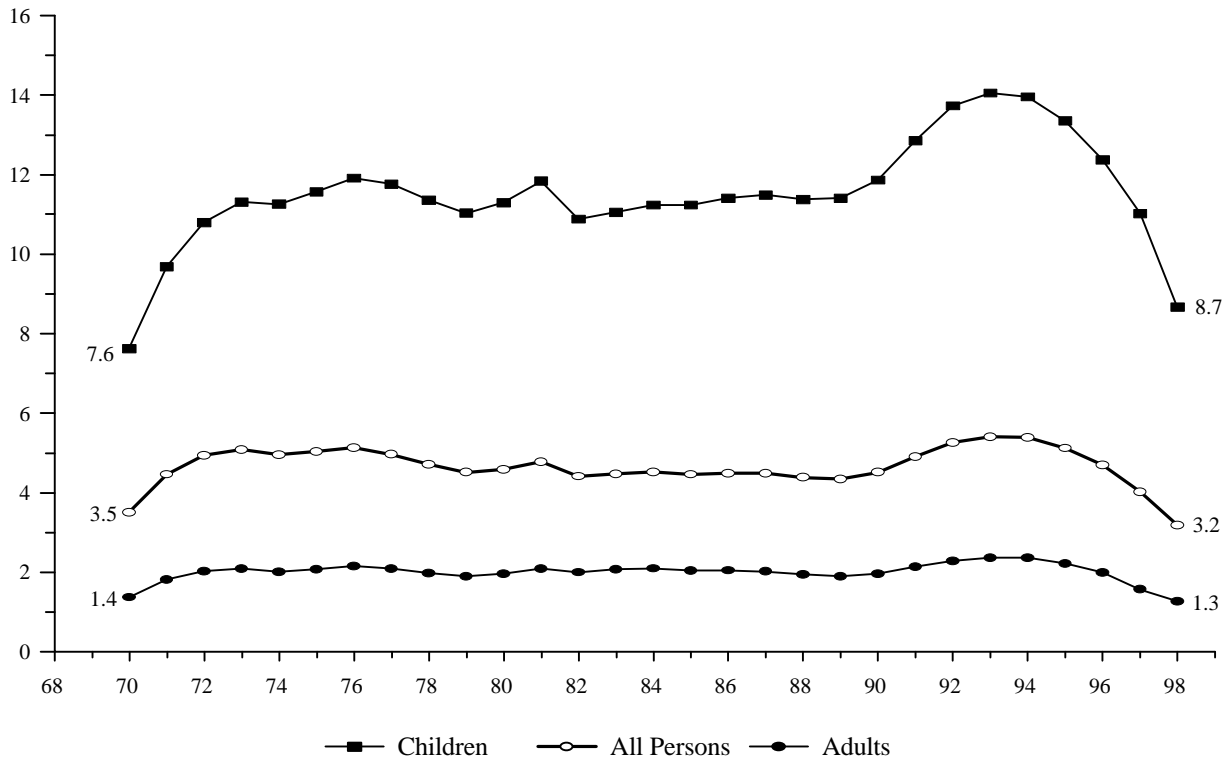
Note: Events are defined to be neither mutually exclusive nor exhaustive. Work limitation is defined as a self-reported physical or nervous condition that limits the type of work or the amount of work the respondent can do.

Source: Unpublished data from the PSID, 1974 - 1992.

- During the 1986 to 1991 time period, over one-fourth (27 percent) of first AFDC spell endings were associated with increases in mother's work hours. The corresponding percentage was smaller for spells ending between 1973 and 1979 (15 percent).
- In the 1973 - 1979 period, a greater percentage of spell endings was associated with an increase in work hours for other adults (22 percent) as compared to mothers (15 percent). In the more recent time period (1986 - 1991), a greater percentage of spell endings was associated with an increase in mother's work hours (27 percent) compared to other adults (17 percent).

## INDICATOR 9. RATES OF RECEIPT OF MEANS-TESTED ASSISTANCE

Figure IND 9a. Percentage of the Total Population Receiving AFDC/TANF, by Age: 1970-98



Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Bureau of the Census, Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at <http://www.census.gov>).

- Although the SIPP data needed to examine welfare dependency are not yet available past 1995, administrative data for AFDC/TANF, food stamps, and SSI provide measures of reciprocity for each of these three programs through 1998, as shown in Figures IND 9a, IND 9b, and IND 9c. Additional administrative data are shown in Appendix A.
- Only 3.2 percent of the population received TANF in 1998, the lowest AFDC/TANF reciprocity rate in the 28 years shown in Figure IND 9a.
- AFDC/TANF reciprocity rates are much higher for children than for adults, with the child reciprocity rates showing more pronounced changes over time. Child reciprocity rates increased substantially between 1970 and 1976, and then remained relatively stable for the next 13 years (i.e. through 1989), before turning upward in the early 1990s and then declining sharply. Between 1993 and 1998, the child reciprocity rate declined from 14.1 to 8.7 percent, a decline of 5 percentage points.

**Table IND 9a. Number and Percentage of the Total Population Receiving AFDC/TANF, by Age: 1970-98**

Fiscal Year	Total Recipients <sup>1</sup>		Adult Recipients		Child Recipients <sup>2</sup>	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1970.....	7,188	3.5	1,863	1.4	5,325	7.6
1971.....	9,281	4.5	2,516	1.8	6,765	9.7
1972.....	10,345	4.9	2,848	2.0	7,497	10.8
1973.....	10,760	5.1	2,984	2.1	7,776	11.3
1974.....	10,591	5.0	2,935	2.0	7,656	11.3
1975.....	10,854	5.0	3,078	2.1	7,776	11.6
1976.....	11,171	5.1	3,271	2.2	7,900	11.9
1977.....	10,933	5.0	3,230	2.1	7,703	11.8
1978.....	10,485	4.7	3,128	2.0	7,357	11.4
1979.....	10,146	4.5	3,071	1.9	7,075	11.0
1980.....	10,422	4.6	3,226	2.0	7,196	11.3
1981.....	10,979	4.8	3,491	2.1	7,488	11.8
1982.....	10,233	4.4	3,395	2.0	6,838	10.9
1983.....	10,467	4.5	3,548	2.1	6,919	11.1
1984.....	10,677	4.5	3,652	2.1	7,025	11.2
1985.....	10,630	4.5	3,589	2.0	7,041	11.2
1986.....	10,810	4.5	3,637	2.1	7,173	11.4
1987.....	10,878	4.5	3,624	2.0	7,254	11.5
1988.....	10,734	4.4	3,536	2.0	7,198	11.4
1989.....	10,741	4.4	3,503	1.9	7,238	11.4
1990.....	11,263	4.5	3,643	2.0	7,620	11.9
1991.....	12,391	4.9	4,016	2.1	8,375	12.9
1992.....	13,423	5.3	4,336	2.3	9,087	13.7
1993.....	13,943	5.4	4,519	2.4	9,424	14.1
1994.....	14,033	5.4	4,554	2.4	9,479	14.0
1995.....	13,479	5.1	4,322	2.2	9,157	13.4
1996.....	12,476	4.7	3,920	2.0	8,556	12.4
1997 <sup>3</sup> .....	10,779	4.0	3,106 <sup>4</sup>	1.6	7,673 <sup>4</sup>	11.0
1998.....	8,633	3.2	2,573 <sup>5</sup>	1.3	6,060 <sup>5</sup>	8.7

Note: See Appendix A, Tables A-5, A-12, and A-13, for more detailed data on reciprocity rates.

<sup>1</sup> Does not include the territories.

<sup>2</sup> Includes a small number of dependents 18 and older who are students.

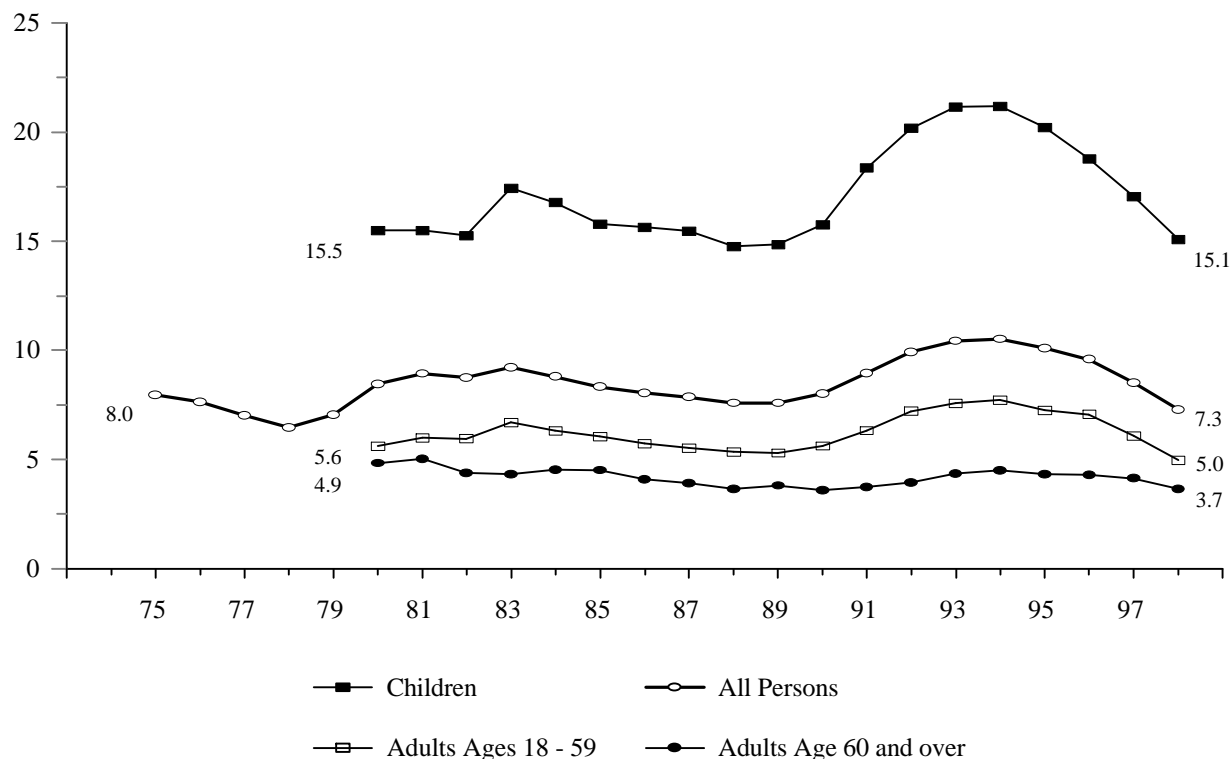
<sup>3</sup> The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC Program as of July 1, 1997 and replaced it with the Temporary Assistance for Needy Families Program.

<sup>4</sup> Average number of adults and children based on the first three quarters of 1997 only; data on number of adults and children under TANF not currently available.

<sup>5</sup> The average number of adults and children in 1998 is estimated by multiplying the ratio of total children to total recipients (from the Quality Control data estimates) times the total number of recipients in 1998 from the administrative data records.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Bureau of the Census, Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at <http://www.census.gov>).

**Figure IND 9b. Percentage of the Total Population Receiving Food Stamps, by Age: 1975-98**



Source: USDA, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 1998*, and earlier reports and U.S. Bureau of the Census, Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at <http://www.census.gov>).

- The food stamp reciprocity rate, like the AFDC/TANF reciprocity rate shown previously in Figure IND 9a, fell sharply in recent years, from a high of 10.5 in 1993 and 1994, to only 7.3 percent in 1998. The reciprocity rate was lower in 1998 than at any other point since 1979.
- In all years between 1980 and 1998, the percentage of all children who received food stamps was between two and one-half to three times that for all adults 18 to 59.
- Similar trends – largely reflecting changes in the rate of unemployment and programmatic changes – existed for each age group: children, adults aged 18 to 59 and adults aged 60 and over. The percentages of individuals receiving food stamps within all age groups declined from 1984 through 1988, rose in the early 1990s, peaked in 1994, and fell sharply between 1994 and 1998.

**Table IND 9b. Number and Percentage of the Population Receiving Food Stamps, by Age: 1975-98**

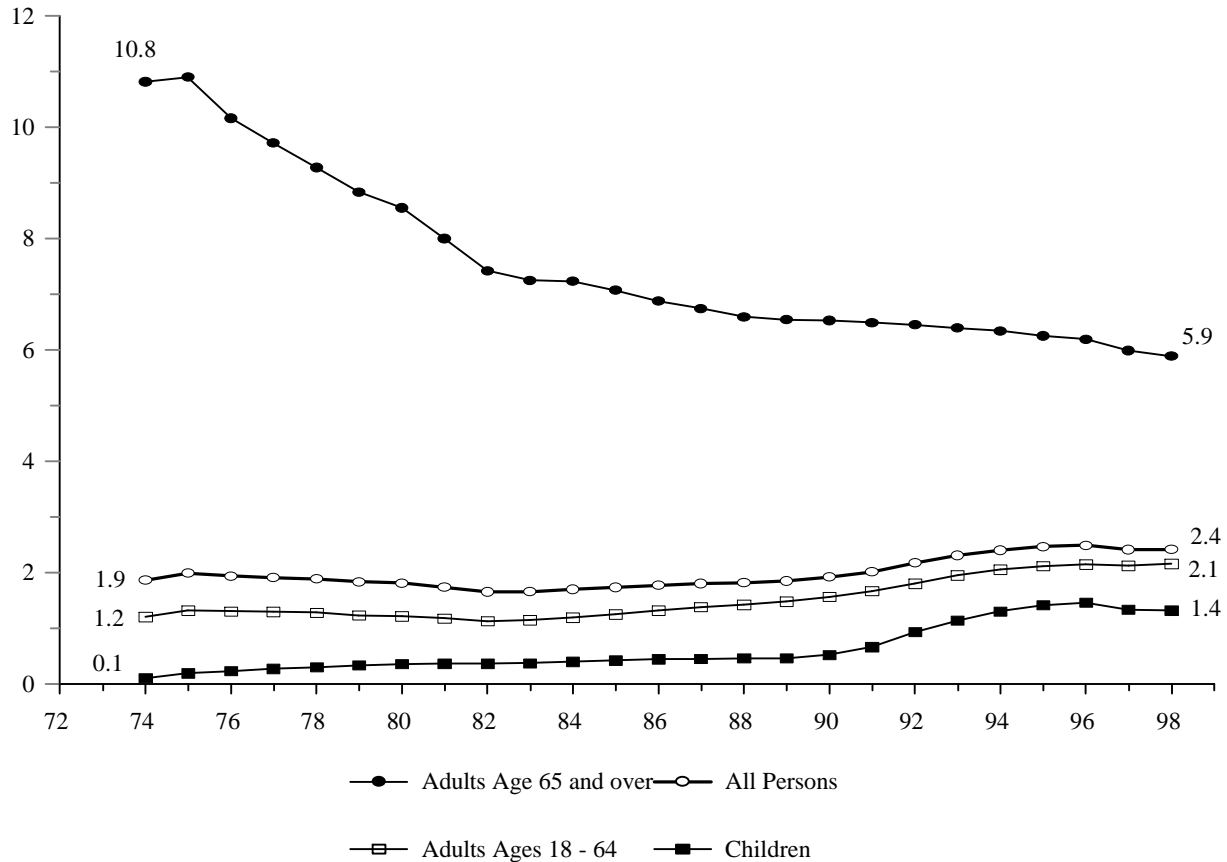
Fiscal Year	Total Recipients <sup>1</sup>		Adult Recipients 60 & older		Adult Recipients 18 to 59		Child Recipients under 18	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1975.....	17,217	8.0	-	-	-	-	-	-
1976.....	16,733	7.7	-	-	-	-	-	-
1977.....	15,579	7.1	-	-	-	-	-	-
1978.....	14,503	6.5	-	-	-	-	-	-
1979.....	15,976	7.1	-	-	-	-	-	-
1980.....	19,253	8.5	1,741	4.9	7,186	5.6	9,876	15.5
1981.....	20,654	9.0	1,845	5.0	7,811	6.0	9,803	15.5
1982.....	20,446	8.8	1,641	4.4	7,838	6.0	9,591	15.3
1983.....	21,667	9.3	1,654	4.4	8,960	6.7	10,910	17.4
1984.....	20,796	8.8	1,758	4.5	8,521	6.3	10,492	16.8
1985.....	19,847	8.3	1,783	4.5	8,258	6.1	9,906	15.8
1986.....	19,381	8.1	1,631	4.1	7,895	5.7	9,844	15.7
1987.....	19,072	7.9	1,589	3.9	7,684	5.5	9,771	15.5
1988.....	18,613	7.6	1,500	3.7	7,506	5.3	9,351	14.8
1989.....	18,778	7.6	1,582	3.8	7,560	5.3	9,429	14.9
1990.....	20,038	8.0	1,511	3.6	8,084	5.6	10,127	15.8
1991.....	22,599	9.0	1,593	3.8	9,190	6.4	11,952	18.4
1992.....	25,369	9.9	1,687	3.9	10,550	7.2	13,349	20.2
1993.....	26,952	10.5	1,876	4.4	11,214	7.6	14,196	21.2
1994.....	27,469	10.6	1,952	4.5	11,539	7.7	14,391	21.2
1995.....	26,575	10.1	1,896	4.3	10,962	7.3	13,860	20.2
1996.....	25,533	9.6	1,892	4.3	10,766	7.1	12,992	18.8
1997.....	22,858	8.5	1,834	4.1	9,385	6.1	11,871	17.1
1998.....	19,788	7.3	1,637	3.7	7,772	5.0	10,546	15.1

Note: See Appendix A, Tables A-14 and A-19 for more detailed data on reciprocity rates.

<sup>1</sup> Does not include the territories.

Source: USDA, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 1998*, and earlier reports and U.S. Bureau of the Census, Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at <http://www.census.gov>).

**Figure IND 9c. Percentage of the Total Population Receiving SSI, by Age: 1974-98**



Note: Recipients are reported as of December in each year.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics (data available online at [http://www.ssa.gov/statistics/ores\\_home.html](http://www.ssa.gov/statistics/ores_home.html)) and U.S. Bureau of the Census, Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at <http://www.census.gov>).

- Unlike the reciprocity rates for AFDC/TANF and food stamps, which are strongly influenced by the economy and welfare reform, reciprocity rates for SSI show less variation. The proportion of the total population that receives SSI has risen slightly over time, from about 2 percent in 1975 to 2.4 percent in 1998.
- Elderly adults (aged 65 and older) have much higher reciprocity rates than any other age group. The gap has narrowed, however, as the percentage of adults aged 65 and older has fallen from 11 percent (in 1974) to 6 percent (in 1998).
- The proportion of children receiving SSI has increased gradually between 1975 and 1990, rising from 0.2 percent to 0.5 percent. Since then it has grown more rapidly, reaching 1.5 percent in 1996. The child reciprocity rate fell to 1.3 percent in 1997 and remained at that level through 1998.



**Table IND 9c. Number and Percentage of the Population Receiving SSI, by Age: 1975-98**

Date	Total Recipients		Adult Recipients 65 & older		Adult Recipients 18 to 64		Child Recipients <sup>1</sup> under 18	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
Dec '75	4,314	2.0	2,508	10.9	1,678	1.3	128	0.2
Dec '76	4,236	1.9	2,397	10.2	1,686	1.3	153	0.2
Dec '77	4,238	1.9	2,353	9.7	1,709	1.3	175	0.3
Dec '78	4,217	1.9	2,304	9.3	1,716	1.3	197	0.3
Dec '79	4,150	1.8	2,246	8.8	1,692	1.2	212	0.3
Dec '80	4,142	1.8	2,221	8.6	1,693	1.2	229	0.4
Dec '81	4,019	1.7	2,121	8.0	1,668	1.2	230	0.4
Dec '82	3,858	1.7	2,011	7.4	1,618	1.1	229	0.4
Dec '83	3,901	1.7	2,003	7.3	1,662	1.1	236	0.4
Dec '84	4,029	1.7	2,037	7.2	1,743	1.2	249	0.4
Dec '85	4,138	1.7	2,031	7.1	1,841	1.2	265	0.4
Dec '86	4,269	1.8	2,018	6.9	1,972	1.3	280	0.4
Dec '87	4,385	1.8	2,015	6.7	2,081	1.4	289	0.5
Dec '88	4,464	1.8	2,006	6.6	2,168	1.4	290	0.5
Dec '89	4,593	1.9	2,026	6.5	2,271	1.5	296	0.5
Dec '90	4,817	1.9	2,059	6.5	2,418	1.6	340	0.5
Dec '91	5,118	2.0	2,080	6.5	2,600	1.7	439	0.7
Dec '92	5,566	2.2	2,100	6.5	2,843	1.8	624	0.9
Dec '93	5,984	2.3	2,113	6.4	3,101	2.0	771	1.1
Dec '94	6,296	2.4	2,119	6.3	3,284	2.1	893	1.3
Dec '95	6,514	2.5	2,115	6.3	3,425	2.1	974	1.4
Dec '96	6,630	2.5	2,110	6.2	3,503	2.1	1,016	1.5
Dec '97	6,495	2.4	2,054	6.0	3,511	2.1	930	1.3
Dec '98	6,566	2.4	2,033	5.9	3,605	2.2	928	1.3

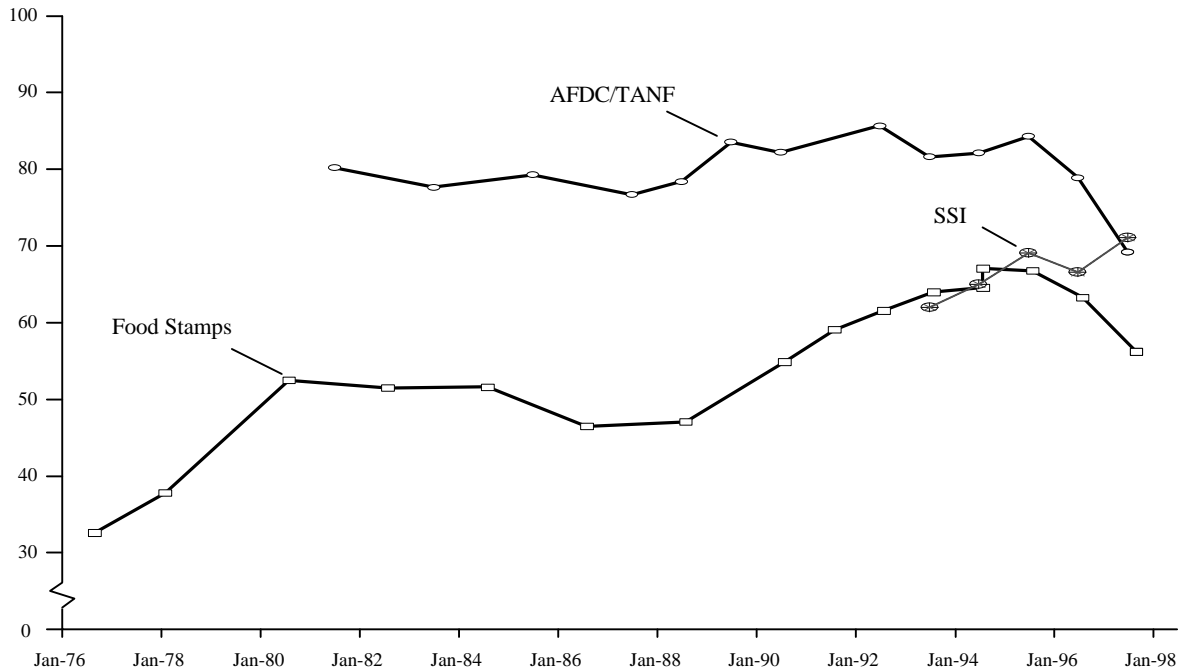
Note: December population figures used as the denominators are obtained by averaging the Census Bureau's July 1 population estimate for the current and the following year. See Appendix, Tables A-23, A-25, and A-26.

<sup>1</sup> Includes a small number of dependents 18 and older who are students.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics (data available online at [http://www.ssa.gov/statistics/ores\\_home.html](http://www.ssa.gov/statistics/ores_home.html)) and U.S. Bureau of the Census, Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at <http://www.census.gov>).

## INDICATOR 10. RATES OF PARTICIPATION IN MEANS-TESTED ASSISTANCE PROGRAMS

**Figure IND 10. Participation Rates in the AFDC/TANF, Food Stamp and SSI Programs: Selected Years**



Sources: AFDC and SSI participation rates are from the Urban Institute TRIM microsimulation model, while food stamp participation rates are from a Mathematica Policy Research, Inc. model. See Tables IND 10a, IND 10b, and IND 10c for details.

- Whereas Indicator 9 examined participants as a percentage of the total population (reciprocity rates), this Indicator examines participating families or households as a percentage of the estimated eligible population (participation rates, also known as “take up” rates).
- Participation rates for both AFDC/TANF and the Food Stamp program fell significantly between 1995 and 1997. In contrast, SSI participation rates have risen slightly over this time period.
- Only 69 percent of the families estimated as eligible for AFDC/TANF actually enrolled and received benefits in an average month in 1997. This was significantly lower than traditional participation rates, which ranged from 77 to 86 percent between 1981 and 1996.
- The SSI participation rate in 1997 was slightly higher than the AFDC rate – 71 percent – while the food stamp participation rate was lower – 56 percent.

**Table IND 10a. Number and Percentage of Eligible Families Participating in AFDC/TANF:  
Selected Years**

Calendar Year	Eligible Families (in millions)	Participating Families (in millions)	Participation Rate (percent)
1981.....	4.8	3.9	80
1983.....	4.7	3.7	78
1985.....	4.7	3.7	79
1987.....	4.9	3.8	77
1988.....	4.8	3.7	78
1989.....	4.5	3.8	84
1990.....	4.8	4.0	82
1992.....	5.6	4.8	86
1993.....	6.1	5.0	82
1994.....	6.0	5.0	83
1995.....	5.8	4.9	84
1996.....	5.8	4.6	79
1997.....	5.7	4.0	69

Notes: Eligible families estimated by an Urban Institute model (TRIM) which uses CPS data to simulate AFDC/TANF eligibility for an average month, by calendar year. Caseload data are reported by calendar year and adjusted to exclude the territories and pregnant women with no other children because these cases are not identified in the TRIM-based eligibility estimates. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. Most notably, the model was revised in 1997 to more accurately exclude ineligible immigrants. This change has the effect of increasing the 1997 participation rates relative to rates for prior years.

Source: DHHS, Administration for Children and Families caseload tabulations and unpublished data from the Urban Institute TRIM microsimulation model.

- There was little change in the size of the eligible population for AFDC/TANF between 1995 and 1997, according to estimates shown in Table IND 10a. Thus the large caseload declines over that period were largely a result of declining participation or “take up” rates among the eligible populations.

**Table IND 10b. Number and Percentage of Eligible Households Participating in the Food Stamp Program: Selected Years**

Date	Eligible Households (in millions)	Participating Households (in millions)	Participation Rate (percent)
September 76.....	16.3	5.3	33
February 78.....	14.0	5.3	38
August 80.....	14.0	7.4	52
August 82.....	14.5	7.5	51
August 84.....	14.2	7.3	52
August 86.....	15.3	7.1	47
August 88.....	14.9	7.0	47
August 90.....	14.5	8.0	55
August 91.....	15.6	9.2	59
August 92.....	16.7	10.2	62
August 93.....	17.0	10.9	64
August 94 (o).....	17.0	11.0	65
August 94 (r).....	15.9	10.7	67
August 95.....	15.5	10.4	67
August 96.....	15.9	10.1	63
September 97.....	15.0	8.5	56

Note: Eligible households estimated from a Mathematica Policy Research, Inc. model that uses CPS data to simulate the Food Stamp Program. Caseload data are from USDA, FNS program operations caseload data. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. Most notably, the model was revised in 1994 to produce more accurate (and lower) estimates of eligible households. The original 1994 estimate and estimates for previous years show higher estimates of eligibles and lower participation rates relative to the revised estimate for 1994 and estimates for subsequent years.

Source: U.S. Department of Agriculture, Food and Nutrition Service, *Trends in Food Stamp Program Participation Rates: Focus on September 1997*.

- The proportion of eligible households who participated in the Food Stamp program fell from 63 percent in 1996 to 56 percent in 1997, a drop of 7 percentage points. This is the second year in a row that there has been a decline in Food Stamp participation rates.
- In addition, there was a decline in the number of households eligible for the Food Stamp program, from close to 16 million in August 1994, to 15 million in September 1997. This decline was driven by new eligibility restrictions on aliens and able-bodied adults without dependent children, growth in the economy, changes in the TANF program, and other factors.
- The significant drop in participating households, from 10.1 million households in August 1996 to 8.5 million households in September 1997, reflects the combined effect of a decline in the eligible population and lower participation rates.

**Table IND 10c. Percentage of Eligible Adult Units Participating in the SSI Program, by Type: 1993-97**

Date	All Adult Units	One-Person Units		Married-Couple Units
		Aged	Disabled	
1993.....	62.0	57.0	71.0	37.0
1994.....	65.0	58.4	73.0	43.9
1995.....	69.1	64.9	74.0	52.2
1996.....	66.6	60.4	73.5	46.7
1997.....	71.1	62.7	79.4	49.1

Notes: Participation rates estimated by an Urban Institute model (TRIM) which uses CPS data to simulate SSI eligibility for an average month, by calendar year. There have been small changes in estimating methodology over time, due to model improvements and revisions to the CPS. In particular, the model was revised in 1997 to more accurately exclude ineligible immigrants. Thus the increased participation rate in 1997 is partly due to a revision in estimating methodology. Also note that the figure for married-couple units is based on very small sample sizes—married couple units were only about 7 percent of the adults units in the average month of 1997.

Source: Unpublished data from the Urban Institute TRIM microsimulation model.

- In contrast to the declining participation rates for the AFDC/TANF and Food Stamp programs, the participation rate for adult units in the SSI Program has been increasing, from 62 percent in 1993, to 71 percent in 1997. Note, however, that some of the apparent growth between 1996 and 1997 may be due to a revision in estimating methodology, as noted above.
- In 1997, as in past years, disabled adults in one-person units had a higher participation rate (79 percent) than both aged adults in one-person units (63 percent) and adults in married-couple units (49 percent).