

APPENDICES

Appendix A

Program Data

Appendix A. Program Data

The Welfare Indicators Act specifies that the annual welfare indicators reports shall include analyses of families and individuals receiving assistance under three means-tested benefit programs: the program of Aid to Families with Dependent Children (AFDC) under part A of title IV of the Social Security Act (replaced with the Temporary Assistance for Needy Families (TANF) program by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), the Food Stamp Program under the Food Stamp Act of 1997, and the Supplemental Security Income program under title XVI of the Social Security Act. This chapter includes information on the three programs, derived primarily from administrative data reported by state and federal agencies, instead of the national survey data presented in previous chapters. Discussion of each of the three individual programs is preceded, however, by an overview of several recent studies of caseload changes in the AFDC, Food Stamp, and SSI programs

Recent Studies of Caseload Change

Historically, caseload size has served as the preeminent indicator of welfare dependence. Given the anticipated growth in state-level program variations since enactment of the PRWORA, several recent studies have looked at caseload changes among states.

A May 1997 report by the Council of Economic Advisers (CEA) attempted to determine the cause of the 20 percent decline in number of individuals receiving Aid to Families with Dependent Children from January 1993 and January 1997 by examining the impacts of three potential factors. The factors considered were economic growth, federal waivers which allowed states to experiment with innovative ways to reduce welfare dependence, and other policies affecting work-related incentives including expansions of the Earned Income Tax Credit (EITC) and increased state and federal spending on child care. The CEA attributed over 40 percent of the caseload decline to falling unemployment rates associated with economic growth. Their analysis also found that almost one-third of the decline resulted from statewide welfare reform waivers in six broad categories: termination time limits, work-requirement time limits, reduced work program exemptions, increased work program sanctions, caps on benefits to families that have additional children while on welfare, and increased earnings disregards. Other factors, which might include policies such as the EITC expansions, accounted for the remainder of the caseload decline.

Another study, done by The Lewin Group, sought to improve understanding of state-level factors behind historical growth in AFDC caseloads by analyzing the relationship between state AFDC caseload growth and the strength and structure of the state economy, demographic trends, and changes in the structure of AFDC and other public assistance programs. Separately, Rebecca Blank investigated the determinants of aggregate public assistance (principally the AFDC program) caseload changes over time, by investigating the role of macroeconomic forces, public policies and demographic change.

Methodological differences notwithstanding, all three efforts concluded that the effects of the economy on welfare caseload changes were substantial. Unemployment rates, wage levels and job growth were all determined to be important factors. These are critical findings for states as

they prepare for the implications of economic recessions and recoveries under the TANF block grant. Welfare caseload reductions caused by economic factors are also the most likely to be reflected in commensurate movement along the continuum from dependence to self-sufficiency at the family level.

Several other factors were also found to influence the size of welfare caseloads, including program parameters and operating rules. Benefit levels and eligibility criteria are significant determinants of caseload levels. In recent years, many states received waivers of federal requirements in order to experiment with policies that varied widely in scope. Many policies were designed to promote work, both through incentives for recipients (such as increased earnings disregards and expanded child care) and measures designed to strengthen enforcement of work requirements. Policies that reduced the number of exemptions from work requirements, increased sanctions or required work after a limited time period in exchange for benefits were adopted in a number of states. Interestingly, some of the estimated waiver effects on caseloads occurred even before the waiver was approved or implemented.

The increased options available to state agencies in implementing the TANF program under the new welfare law highlight the role that policy forces play in effecting caseload changes. State responses to their increased flexibility to define eligibility are still evolving. It is clear, however, that these policy decisions will determine even how “cases” are defined for data reporting purposes.

Concern about an increase of one million persons participating in the Food Stamp Program between the second quarters of fiscal years 1989 and 1990, a time with no major changes in the program or the economy, prompted Congress to ask the U.S. Department of Agriculture to conduct a study detailing the specific factors and trends responsible. While the program growth was widespread, the size and timing of the participation increases varied considerably by state, with three states accounting for nearly half the increase.

The study concluded that no one factor could explain the increase, and that the importance of the three factors most responsible varied significantly from state to state. In some states, the expansions in Medicaid eligibility for pregnant women and children appeared to be a major contributor, although no clear regional pattern was evident. Increased unemployment was a key contributor in the northeast and north central states, while the changes in immigration laws, particularly the legalization of undocumented aliens (by the Immigration Reform and Control Act (IRCA) of 1986) were important in California and other southern and western states.

Aside from specific factors attributed to discrete periods of dramatic caseload changes, a number of factors are associated with changes in Food Stamp Program participation. Economic factors such as increases in unemployment, increases in the number of “working poor,” increases in food prices, and changes in the distribution of income are important, as are demographic changes such as an increase in the number of female-headed households. Other factors include changes in the number of eligible households caused by immigration legislation, changes in the Food Stamp Program itself, and changes in other public assistance programs that bring more people into the public assistance system.

Similarly, several factors have contributed to the growth of the Supplemental Security Income program. According to the General Accounting Office (GAO), three groups accounted for nearly 90 percent of the SSI program's growth since 1991: adults with mental impairments, children and noncitizens. The GAO attributes caseload growth to several factors including: expansion in disability eligibility (particularly for mentally impaired adults and for children), increased outreach, immigration growth, and transfers from state programs.

The remainder of this chapter presents brief descriptions of the AFDC/TANF, Food Stamp and SSI programs and highlights some of the recent legislative changes that will affect program participation and expenditures over time. (Effects from some of the Food Stamp Program changes, in particular, under PRWORA are already reflected in the data.) National caseload and expenditure trend information on each of the three programs is included, as well as state-by-state trend tables on each program and information on the characteristics of participants in each program.

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

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

AFDC enrollments and benefit outlays have generally increased in times of economic recession and declined in times of economic growth. Both caseloads and outlays rose to all-time high levels in fiscal year 1994. That year a monthly average of 14.2 million persons (9.6 million children) in 5 million families received benefits totaling \$22.8 billion. AFDC participation then fell to 12.6 million persons in fiscal year 1996.

Recent Legislative Changes. The Personal Responsibility and Work Opportunity Act of 1996 (PRWORA) eliminated the AFDC cash welfare and other related programs (AFDC administration, the Job Opportunities and Basic Skills Training (JOBS) program and the Emergency Assistance program) and created in their place a cash welfare block grant called Temporary Assistance for Needy Families (TANF). Its purpose is to increase state flexibility in providing assistance to needy families so that children can be cared for at home; end the dependence of needy parents on government benefits by promoting job preparation, work and marriage; prevent and reduce the incidence of out-of-wedlock pregnancies; and encourage the formation and maintenance of two-parent families. The implementation date for the TANF block grant was July 1, 1997, although states could, and most did, begin their block grant programs sooner.

Spending through the TANF block grant is capped and funded at \$16.4 billion per year, slightly above fiscal year 1995 federal expenditures for the four component programs. Each year between 1996 and 2002, the basic block grant provides each state with the highest of recent annual funding levels it received for the four constituent programs to operate welfare programs that stress work instead of government dependence. To receive each year's full TANF block grant, a state must spend in the previous year on behalf of TANF-eligible families a sum equal to 75 percent of state funds used in fiscal year 1994 on the replaced programs (its "historic" level of welfare expenditures). If a state fails to meet work participation rates, its required "maintenance of effort" spending rises to 80 percent. To assist in recessions or other emergencies, states that maintain 100 percent of fiscal year 1994 AFDC-related spending are eligible to receive matching grants from a \$2 billion contingency fund.

The new law gives states wide latitude in developing innovative programs that will get families off welfare and into jobs. States set TANF eligibility standards and benefit levels. TANF block grant funds are guaranteed payments to states, but can be reduced if states fail to meet specified requirements such as meeting work participation requirements and ensuring that funds are spent on children and families. In addition, states are prohibited from using federal cash welfare block grant funds to: (1) provide cash or noncash TANF benefits to families in which an adult has already received assistance through the block grant for 5 years with an exemption of 20 percent of the caseload, (2) pay TANF benefits to noncitizens (including legal immigrants) arriving after the date of enactment (August 22, 1996) during their first 5 years in the United States¹, and (3) pay benefits to parents who fail to participate in work or a state-designed welfare-to-work program after 24 months (or shorter at state option) of receiving cash welfare. The new law also gives states wide flexibility to combat out-of-wedlock births, which are related to increased welfare use and long-term dependence. They may deny or offer aid to two-parent families or to any group; however, if states offer TANF to unmarried teen parents they must require them to live at home or in another adult-supervised setting and attend school in order to be eligible for payments.

AFDC/TANF Program Data. The following tables and figures present a variety of data about the AFDC program:

- Tables A-1 through A-5 and Figures A-1 through A-3 present national caseload and expenditure trend data on the AFDC program. As noted above, the transition from AFDC to TANF began in some states as early as October 1996 and was completed by July 1, 1997. As a result, fiscal year 1997 data reflect some TANF program experience, although it is much too early to draw any conclusions about TANF trends;
- Figure A-4 and Table A-6 present some demographic characteristics of the AFDC caseload; and

¹ States also have the option of continuing TANF benefits for immigrants who arrived before the bill's enactment. Only Alabama, Mississippi and South Carolina have indicated that they will not be continuing benefits for these aliens.

- Tables A-7 through A-13 present some state-by-state trend data on the AFDC program, plus provisional 1997 data that reflect the phasing out of AFDC and the phasing in of TANF.

Table A-1 presents information on the average monthly number of AFDC families and recipients for each fiscal year since 1970 through Fiscal Year 1997. The U.S. caseload peaked at record highs in 1994, with an average 14.2 million recipients in over 5 million families receiving AFDC benefits each month. Since then the caseload has declined about 22 percent -- by a little over 1 million families and 3.2 million recipients. Preliminary data for the first several months of 1998 suggest that the caseload has continued to decline during the first year of TANF implementation falling as low as 8.4 million recipients in 3.0 million families in June 1998, as shown in Table A-10. (Because data on the demographic characteristics of the TANF caseload are not available, most of the other tables in this Appendix present data through June 1997). As shown on Table A-2, the average monthly benefit per recipient has continued the steady decline (in 1997 dollars) which began in 1988; recipients received an average 23 percent less in AFDC/TANF benefits (in 1997 dollars) in 1997 than in 1988.

Table A-1. Trends in AFDC/ TANF Enrollments, 1962 – 1997 ¹

	Average Monthly Number (In thousands)				Children as Total	Average of Children
	Total Families ²	Unemployed		Total		
		Total Families	Parent			
1962.....		3,593	49		2,778	77.3
1963.....		3,834	54		2,896	75.5
1964.....		4,059	60		3,043	75.0
1965.....		4,323	69		3,242	75.0
1966.....		4,472	62		3,369	75.3
1967.....		4,718	58		3,561	75.5
1968.....		5,348	67		4,011	75.0
1969.....		6,147	66		4,591	74.7
1970.....		7,429	78		5,494	74.0
1971.....		9,556	143		6,963	72.9
1972.....		10,632	134		7,698	72.4
1973.....		11,038	120		7,965	72.2
1974.....		10,845	95		7,824	72.1
1975.....		11,067	101		7,928	71.6
1976.....		11,339	135		8,156	71.9
1977.....		11,108	149		7,818	70.4
1978.....		10,663	128		7,475	70.1
1979.....		10,311	114		7,193	69.8
1980.....		10,597	141		7,320	69.1
1981.....		11,160	209		7,615	68.2
1982.....		10,431	232		6,975	66.9
1983.....		10,659	272		7,051	66.1
1984.....		10,866	287		7,153	65.8
1985.....		10,813	261		7,165	66.3
1986.....		10,995	254		7,300	66.4
1987.....		11,065	236		7,381	66.7
1988.....		10,920	210		7,325	67.1
1989.....		10,935	193		7,370	67.4
1990.....		11,460	204		7,755	67.7
1991.....		12,595	268		8,515	67.6
1992.....		13,625	322		9,225	67.7
1993.....		14,143	359		9,539	67.6
1994.....		14,226	363		9,590	67.6
1995.....		13,659	335		9,275	67.9
1996.....		12,644	301		8,673	68.6
1997.....		11,015	275	1,158 ³	³	70.6

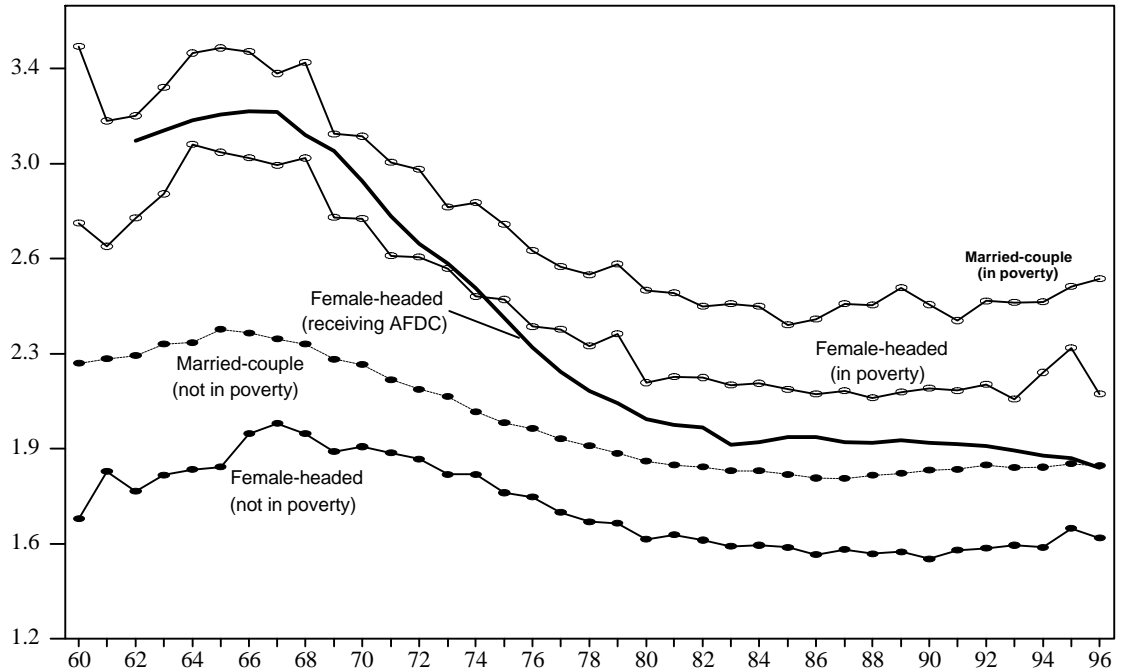
¹ The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997²³ Based on data for the first 9 months of the fiscal year.Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, (Available online at <http://www.acf.dhhs.gov/>).

Figure A-1. AFDC/TANF Families Receiving Income Assistance ¹



¹ 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 to Needy Families (TANF) program.
 Note: Shaded areas are periods of recession. Effective July 1, 1981 families with incomes greater than 150 percent of a State's standard of need were no longer eligible for income assistance; this income cut-off was raised to 185 percent in 1984. Last data point plotted is June 1997 for U-P and Basic Families and March 1998 for Total Families.
 Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research, and Evaluation.

**Figure A-2. Average Number of Children per Family
For Families with Related Children Under 18 by Living Arrangement, 1960 – 1996**
(In millions)



Note: For 1960-74 the average number of children per married-couple family is estimated based on all male-headed families of which during this period they comprised 98-99 percent.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992-1993* and earlier years; U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports, Series P60-198* and earlier years.

Table A-2. Trends in AFDC/TANF Average Monthly Payments, 1962 – 1997

Fiscal Year	Monthly Benefit per Recipient		Average Number of Persons per Family	Monthly Benefit per Family (not reduced by Child Support)		Weighted Average ² Monthly Benefit (per 3-person Family)	
	Current Dollars	1997 Dollars		Current Dollars	1997 Dollars	Current Dollars	1997 Dollars
1962.....	\$31	\$152	3.9	\$121	\$593	NA	NA
1963.....	31	151	4.0	126	608	NA	NA
1964.....	32	152	4.1	131	626	NA	NA
1965.....	34	158	4.2	140	659	NA	NA
1966.....	35	161	4.2	146	670	NA	NA
1967.....	36	162	4.1	150	670	NA	NA
1968.....	40	171	4.1	162	698	NA	NA
1969.....	43	179	4.0	173	717	186 ³	774
1970.....	46	181	3.9	178	705	194 ³	769
1971.....	48	181	3.8	180	683	201 ³	761
1972.....	51	188	3.6	187	684	205 ³	751
1973.....	53	186	3.5	187	656	213 ³	747
1974.....	57	183	3.4	194	627	229 ³	740
1975.....	63	186	3.3	209	616	243	717
1976.....	71	195	3.2	226	622	257	708
1977.....	78	200	3.1	241	619	271	696
1978.....	83	200	3.0	249	603	284	685
1979.....	87	193	2.9	257	570	301	667
1980.....	94	187	2.9	274	545	320	638
1981.....	96	174	2.9	277	501	326	590
1982.....	103	174	2.9	300	508	331	560
1983.....	106	172	2.9	311	503	336	544
1984.....	110	171	2.9	321	499	352	546
1985.....	112	168	2.9	329	493	369	553
1986.....	116	169	2.9	339	495	383	560
1987.....	123	175	2.9	359	511	393	559
1988.....	127	174	2.9	370	506	404	552
1989.....	131	171	2.9	381	497	412	538
1990.....	135	167	2.9	389	483	421	523
1991.....	135	159	2.9	388	458	425	502
1992.....	136	156	2.9	389	446	419	480
1993.....	131	146	2.8	373	415	414	461
1994.....	134	145	2.8	376	408	420	451
1995.....	134	142	2.8	377	397	418	441
1996.....	135	138	2.8	374	384	422	433
1997.....	134	134	2.8	373	373	420	420

¹ 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 to Needy Families (TANF) program.

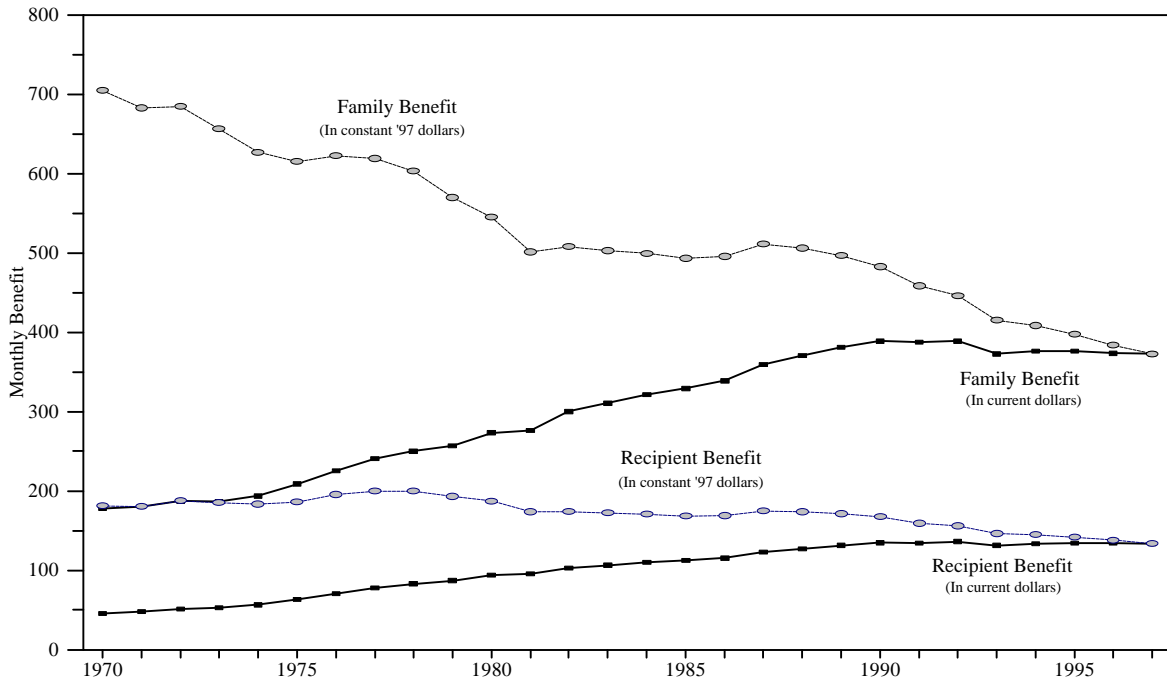
² The maximum benefit for a 3-person family in each state is weighted by that state's share of total AFDC families.

³ Estimated based on the weighted average benefit for a 4-person family.

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 1997 level were made using a CPI-U-X1 fiscal year price index.

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

**Figure A-3. Average Monthly AFDC Benefit
By Family and Recipient in Current and Constant Dollars**



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

Table A-3. Total, Federal, and State AFDC/TANF Expenditures, 1970 – 1997 ¹

[In millions of current and 1997 dollars]

Fiscal Year	Federal Share (Current Dollars)		State Share (Current Dollars)		Total (Current Dollars)		Total (Constant 97 Dollars ⁴)	
	Benefits	Administra- Tive	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- Tive
1970.....	\$2,187	\$572 ²	\$1,895	\$309	\$4,082	\$881 ²	\$16,146	\$3,485
1971.....	3,008	271	2,469	254	5,477	525	20,740	1,988
1972.....	3,612	240 ³	2,942	241	6,554	481 ³	23,966	NA
1973.....	3,865	313	3,138	296	7,003	610	24,595	2,142
1974.....	4,071	379	3,300	362	7,371	740	23,844	2,394
1975.....	4,625	552	3,787	529	8,412	1,082	24,801	3,190
1976.....	5,258	541	4,418	527	9,676	1,069	26,705	2,950
1977.....	5,626	595	4,762	583	10,388	1,177	26,688	3,024
1978.....	5,724	631	4,898	617	10,621	1,248	25,599	3,008
1979.....	5,825	683	4,954	668	10,779	1,350	23,890	2,992
1980.....	6,448	750	5,508	729	11,956	1,479	23,823	2,947
1981.....	6,928	835	5,917	814	12,845	1,648	23,273	2,986
1982.....	6,922	878	5,934	878	12,857	1,756	21,764	2,973
1983.....	7,332	915	6,275	915	13,607	1,830	22,030	2,963
1984.....	7,707	876	6,664	822	14,371	1,698	22,318	2,637
1985.....	7,817	890	6,763	889	14,580	1,779	21,856	2,667
1986.....	8,239	993	6,996	967	15,235	1,960	22,274	2,866
1987.....	8,914	1,081	7,409	1,052	16,323	2,133	23,207	3,033
1988.....	9,125	1,194	7,538	1,159	16,663	2,353	22,759	3,214
1989.....	9,433	1,211	7,807	1,206	17,240	2,417	22,471	3,150
1990.....	10,149	1,358	8,390	1,303	18,539	2,661	23,019	3,304
1991.....	11,165	1,373	9,191	1,300	20,356	2,673	24,060	3,159
1992.....	12,258	1,459	9,993	1,378	22,250	2,837	25,524	3,255
1993.....	12,270	1,518	10,016	1,438	22,286	2,956	24,817	3,292
1994.....	12,512	1,680	10,285	1,621	22,797	3,301	24,731	3,581
1995.....	12,019	1,770	10,014	1,751	22,032	3,521	23,254	3,717
1996.....	11,065	1,633	9,346	1,633	20,411	3,266	20,962	3,354
1997 ⁵	9,746	1,286	7,902	1,128	17,648	3,234	17,648	3,234

¹ 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 to Needy Families (TANF) program. Spending categories not entirely equivalent.

² Includes expenditures for services.

³ Administrative expenditures only.

⁴ Constant dollar adjustments to 1997 level were made using a CPI-U-X1 fiscal year price index.

⁵ Provisional data, subject to change.

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

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

Table A-4. Federal and State AFDC Benefit Payments Under the Single Parent and Unemployed Parent Programs, Fiscal Years 1970 to 1996

[In millions of current and 1996 dollars]

Fiscal Year	(1)	(2)	(3)	(4)	(5)
	Single Parent ¹	Unemployed Parent	Child Support Collections ²	Net Benefits ³ (1) + (2) minus (3)	Net Benefits (1996 dollars) ⁴
1970.....	3,851	231	0	4,082	15,722
1971.....	4,993	412	0	5,405	19,882
1972.....	5,972	422	0	6,394	22,715
1973.....	6,459	414	0	6,873	22,504
1974.....	6,881	324	0	7,205	22,740
1975.....	7,791	362	0	8,153	23,363
1976.....	8,825	525	245	9,105	24,469
1977.....	9,420	617	395	9,642	24,121
1978.....	9,624	565	459	9,730	22,870
1979.....	9,865	522	584	9,803	21,156
1980.....	10,847	693	593	10,947	21,186
1981.....	11,769	1,075	659	12,185	21,472
1982.....	11,601	1,256	771	12,086	19,879
1983.....	12,136	1,471	865	12,742	20,128
1984.....	12,759	1,612	983	13,388	20,264
1985.....	13,024	1,556	901	13,679	19,967
1986.....	13,672	1,563	951	14,284	20,335
1987.....	14,807	1,516	1,070	15,252	21,115
1988.....	15,243	1,420	1,196	15,466	20,569
1989.....	15,889	1,350	1,286	15,952	20,246
1990.....	17,059	1,480	1,416	17,123	20,702
1991.....	18,529	1,827	1,603	18,753	21,583
1992.....	20,130	2,121	1,824	20,426	22,816
1993.....	19,988	2,298	1,971	20,315	22,028
1994.....	20,393	2,404	2,093	20,704	21,871
1995.....	19,820	2,212	2,215	19,817	20,367
1996.....	18,438	1,973	2,374	18,037	18,037

¹ Includes payments to two-parent families where one adult is incapacitated.

² Total AFDC collections (including collections on behalf of foster care children) less payments to AFDC families.

³ Net AFDC benefits--Gross benefits less those reimbursed by child support collections.

⁴ Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

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

Table A-5. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups, 1970 – 1997

Calendar Year	Total AFDC Recipients in the States & DC (in thousands)	AFDC Child Recipients in the States & DC (in thousands)	AFDC Recipients as a Percent of Total Population ¹	AFDC Recipients as a Percent of Poverty Population ²	AFDC Recipients as a Percent of Pretransfer Poverty Population ³	AFDC Child Recipients as a Percent of Total Child Population ¹	AFDC Child Recipients as a Percent of Children in Poverty ²
1970.....	8,303	6,104	4.1	32.7	NA	8.8	58.5
1971.....	10,043	7,303	4.9	39.3	NA	10.5	69.2
1972.....	10,736	7,766	5.1	43.9	NA	11.2	75.5
1973.....	10,738	7,763	5.1	46.7	NA	11.3	80.5
1974.....	10,621	7,637	5.0	45.4	NA	11.3	75.2
1975.....	11,131	7,928	5.2	43.0	NA	11.8	71.4
1976.....	11,098	7,850	5.1	44.4	NA	11.8	76.4
1977.....	10,856	7,632	4.9	43.9	NA	11.7	74.2
1978.....	10,387	7,270	4.7	42.4	NA	11.2	73.2
1979.....	10,140	7,057	4.5	38.9	53.1	11.0	68.0
1980.....	10,599	7,295	4.7	36.2	49.2	11.4	63.2
1981.....	10,893	7,397	4.7	34.2	47.1	11.7	59.2
1982.....	10,161	6,767	4.4	29.5	40.6	10.8	49.6
1983.....	10,569	6,967	4.5	29.9	41.9	11.1	50.1
1984.....	10,644	7,017	4.5	31.6	43.6	11.2	52.3
1985.....	10,672	7,073	4.5	32.3	45.0	11.3	54.4
1986.....	10,851	7,206	4.5	33.5	46.6	11.5	56.0
1987.....	10,842	7,240	4.5	33.6	46.7	11.5	55.9
1988.....	10,728	7,201	4.4	33.8	47.7	11.4	57.8
1989.....	10,799	7,286	4.4	34.3	47.6	11.5	57.9
1990.....	11,497	7,781	4.6	34.2	47.1	12.1	57.9
1991.....	12,728	8,601	5.0	35.6	49.1	13.2	60.0
1992.....	13,571	9,183	5.3	35.7	50.8	13.9	60.1
1993.....	14,007	9,439	5.4	35.7	48.5	14.1	60.2
1994.....	13,976	9,440	5.4	36.7	50.0	13.9	61.8
1995.....	13,240	9,009	5.0	36.3	50.1	13.1	61.5
1996.....	12,150	8,355	4.6	33.3	46.4	12.1	57.8
1997.....	10,236	7,340 ⁴	3.8	28.8	NA	10.6	52.0

¹ Population numbers used as denominators are resident population. See *Current Population Reports*, Series P25-1106.

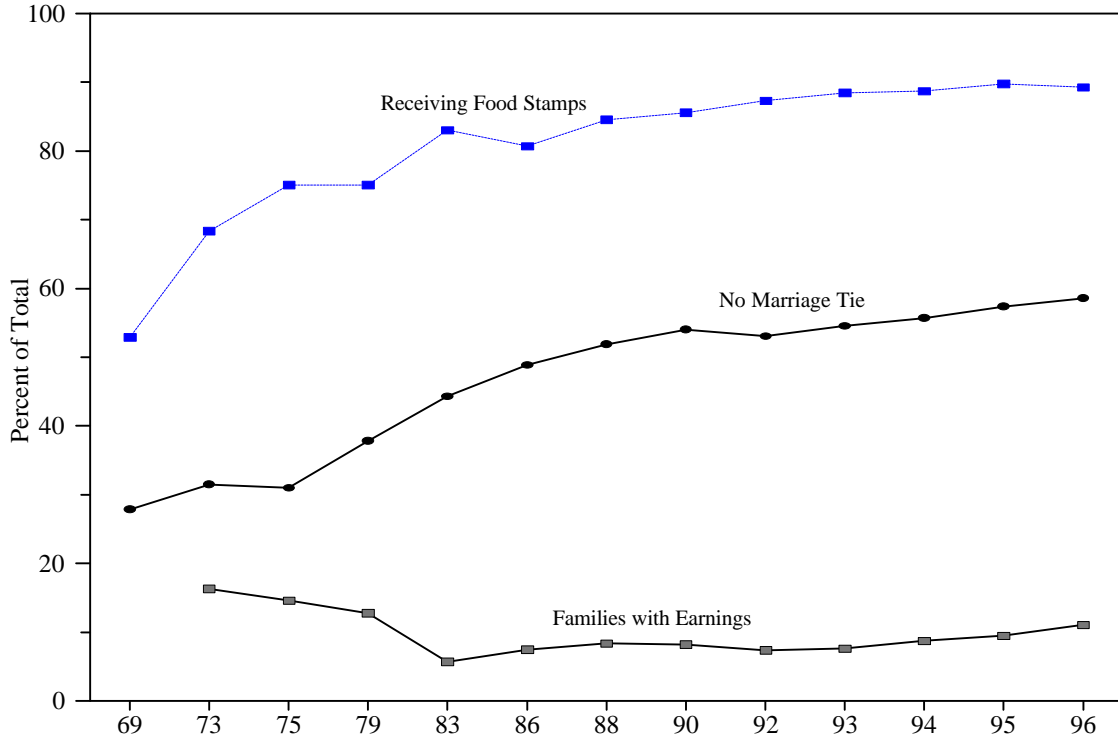
² For poverty population data see *Current Population Reports*, Series P60-201.

³ The pretransfer poverty population used as denominator is the number of all persons in families with related children under 18 years of age whose income (cash income plus social insurance plus Social Security but before taxes and means-tested transfers) falls below the appropriate poverty threshold. See Appendix J, Table 20, *1992 Green Book*; data for subsequent years are unpublished Congressional Budget Office tabulations.

⁴ Average for January through June of 1997.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports*, Series P60-201 and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

Figure A-4. Characteristics of AFDC Families



Source: U.S. Department of Health and Human Services, Administration for Children and Families, *Characteristics and Financial Circumstances of AFDC Recipients: Fiscal Year 1996* and earlier years, (Current data available online at <http://www.acf.dhhs.gov/programs/ofa/content.htm>).

Table A-6. AFDC Characteristics, 1969 – 1996

	May	May	March	Fiscal year ¹						
	1969	1975	1979	1983	1988	1990	1992	1994	1995	1996 ⁵
Average Family Size (persons)	4.0	3.2	3.0	3.0	3.0	2.9	2.9	2.8	2.8	2.8
Number of Child Recipients (percent of AFDC Cases):										
One	26.6	37.9	42.3	43.4	42.5	42.2	42.5	42.6	43.2	43.9
Two	23.0	26.0	28.1	29.8	30.2	30.3	30.2	30.0	30.4	29.9
Three	17.7	16.1	15.6	15.2	15.8	15.8	15.5	15.6	15.5	15.0
Four or More	32.5	20.0	13.9	10.1	9.9	9.9	10.1	9.6	9.6	9.2
Unknown	NA	NA	NA	1.5	1.7	1.4	0.7	1.5	1.3	1.3
Basis for Eligibility (percent children):										
Parents Present:										
Incapacitated	11.7 ²	7.7	5.3	3.4	3.7	3.6	4.1	3.9	4.3	4.3
Unemployed	4.6 ²	3.7	4.1	8.7	6.5	6.4	8.2	8.7	7.8	8.3
Parents Absent:										
Death	5.5 ²	3.7	2.2	1.8	1.8	1.6	1.6	1.7	1.8	1.6
Divorce or Separation	43.3 ²	48.3	44.7	38.5	34.6	32.9	30.0	26.5	25.4	24.3
No Marriage Tie	27.9 ²	31.0	37.8	44.3	51.9	54.0	53.1	55.7	57.4	58.6
Other Reason	3.5 ²	4.0	5.9	1.4	1.6	1.9	2.0	2.6	2.5	2.4
Unknown	NA	NA	NA	1.7	NA	NA	0.9	1.0	0.8	0.6
Mother's Employment Status (percent mothers): ³										
Full-Time Job	8.2	10.4	8.7	1.5	2.2	2.5	2.2	3.2	3.7	4.7
Part-Time Job	6.3	5.7	5.4	3.4	4.2	4.2	4.2	4.5	5.1	5.4
Presence of Income (percent families):										
With Earnings	NA	14.6	12.8	5.7	8.4	8.2	7.4	8.7	9.5	11.1
No Non-AFDC Income	56.0	71.1	80.6 ⁴	86.8 ⁴	79.6 ⁴	80.1 ⁴	78.9 ⁴	78.0	77.3	76.0
Median Months on AFDC										
Since Most Recent Opening	23.0	31.0	29.0	26.0	26.3	23.0	22.5	21.5	23.2	23.6
Proportion of Households (percent families):										
Living in Public Housing	12.8	14.6	NA	10.0	9.6	9.6	9.2	8.3	8.0	8.8
Participating in Food Stamp										
Or Donated Food Program	52.9	75.1	75.1	83.0	84.6	85.6	87.3	88.7	89.8	89.3
Incl. Non-Recipient Members	33.1	34.8	NA	36.9	36.8	37.7	38.9	46.4	48.3	49.9

¹ Percentages are based on the average monthly caseload during the year. Hawaii and the territories are not included in 1983. Data after 1986 include the territories and Hawaii.

² Calculated on the basis of total number of families.

³ For years after 1983, data are for adult female recipients.

⁴ States began collecting child support directly in 1975, removing one source of non-AFDC income.

⁵ Preliminary data.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients: Fiscal Year 1996* and earlier years, (Current data available online at <http://www.acf.dhhs.gov/programs/ofa/content.htm>).

Table A-7. AFDC/TANF Assistance by State, Selected Fiscal Years 1978 – 1997

[Millions of dollars]

	1978	1982	1986	1988	1992	1994	1996	1997 ¹
Alabama	\$78	\$72	\$68	\$62	\$85	\$92	\$75	\$64
Alaska	17	32	46	54	96	113	107	99
Arizona	30	49	79	103	243	266	228	187
Arkansas	51	34	48	53	61	57	52	48
California	1,813	2,734	3,574	4,091	5,828	6,088	5,908	5,036
Colorado	74	87	107	125	163	158	129	108
Connecticut	169	210	223	218	377	397	323	321
Delaware	28	28	25	24	37	40	35	31
Dist. of Columbia	91	86	77	76	102	126	121	105
Florida	145	207	261	318	733	806	680	544
Georgia	103	172	223	266	420	428	385	316
Guam	3	4	4	3	8	12	14	11
Hawaii	83	88	73	77	125	163	173	163
Idaho	21	20	19	19	24	30	30	20
Illinois	700	802	886	815	883	914	833	707
Indiana	118	139	148	167	218	228	154	126
Iowa	107	127	170	155	164	169	131	120
Kansas	73	81	91	97	119	123	98	112
Kentucky	122	123	104	143	213	198	191	181
Louisiana	97	127	162	182	182	168	130	117
Maine	51	59	84	80	118	108	99	90
Maryland	166	213	250	250	333	314	285	232
Massachusetts	476	468	471	558	751	730	560	472
Michigan	780	1,064	1,248	1,231	1,162	1,132	779	754
Minnesota	165	235	322	338	387	379	333	228
Mississippi	33	55	74	85	89	82	68	60
Missouri	152	176	209	215	274	287	254	219
Montana	15	19	37	41	46	49	46	43
Nebraska	38	49	62	56	65	62	54	49
Nevada	8	12	16	20	41	48	48	40
New Hampshire	21	25	20	21	54	62	50	44
New Jersey	489	513	509	459	527	531	463	426
New Mexico	32	45	51	56	106	144	153	131
New York	1,689	1,641	2,099	2,140	2,944	2,913	2,929	2,657
North Carolina	138	143	138	206	335	353	300	270
North Dakota	14	14	20	22	28	26	21	19
Ohio	441	606	804	805	984	1,016	763	697
Oklahoma	74	74	100	119	169	165	122	94
Oregon	148	100	120	128	200	197	155	175
Pennsylvania	726	740	389	747	906	935	822	702
Puerto Rico	25	65	33	67	75	74	63	45
Rhode Island	59	70	79	82	128	136	125	118
South Carolina	52	76	103	91	119	115	101	72
South Dakota	18	17	15	21	25	25	22	18
Tennessee	77	74	100	125	206	215	190	130
Texas	122	118	281	344	517	544	496	365
Utah	41	47	55	61	76	77	64	58
Vermont	21	38	40	40	67	65	56	53
Virgin Islands	2	3	2	2	4	4	4	3
Virginia	136	166	179	169	225	253	199	161
Washington	175	240	375	401	606	610	585	499
West Virginia	53	56	109	107	120	126	102	89
Wisconsin	260	407	444	506	453	425	291	206
Wyoming	6	9	16	19	27	21	17	12
United States	\$10,621	\$12,857	\$15,235	\$16,663	\$22,251	\$22,797	\$20,411	\$17,648

¹ Provisional.

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

Table A-8. Comparison of Federal Funding for AFDC and Related Programs and Family Assistance Grants Under PRWORA

[In millions]

State	FY 1996 Grants for AFDC, EA & JOBS ¹	FY 1997 State Family Assistance Grant ²	Increase from FY 1996 Level	Percent Increase from FY 1996 Level
Alabama	\$75.9	\$93.3	\$17.4	22.9
Alaska	58.7	63.6	4.9	8.4
Arizona	197.8	222.4	24.7	12.5
Arkansas	51.9	56.7	4.9	9.4
California	3,622.8	3,733.8	111.1	3.1
Colorado	158.3	136.1	-22.3	-14.1
Connecticut	215.3	266.8	51.5	23.9
Delaware	35.2	32.3	-2.9	-8.2
Dist of Columbia	70.8	92.6	21.8	30.8
Florida	497.5	562.3	64.8	13.0
Georgia	288.4	330.7	42.3	14.7
Hawaii	97.9	98.9	1.0	1.0
Idaho	31.3	31.9	0.6	2.0
Illinois	601.1	585.1	-16.0	-2.7
Indiana	133.1	206.8	73.7	55.3
Iowa	128.9	131.5	2.7	2.1
Kansas	89.8	101.9	12.2	13.6
Kentucky	157.2	181.3	24.0	15.3
Louisiana	114.3	164.0	49.7	43.5
Maine	74.8	78.1	3.3	4.5
Maryland	214.3	229.1	14.8	6.9
Massachusetts	353.1	459.4	106.3	30.1
Michigan	632.2	775.4	143.1	22.6
Minnesota	220.8	268.0	47.1	21.3
Mississippi	70.3	86.8	16.4	23.4
Missouri	195.4	217.1	21.7	11.1
Montana	40.4	45.5	5.1	12.7
Nebraska	56.0	58.0	2.0	3.6
Nevada	41.4	44.0	2.6	6.3
New Hampshire	34.7	38.5	3.8	11.1
New Jersey	383.2	404.0	20.9	5.4
New Mexico	132.1	126.1	-6.0	-4.6
New York	2,160.7	2,442.9	282.3	13.1
North Carolina	312.6	302.2	-10.4	-3.3
North Dakota	25.7	26.4	0.7	2.9
Ohio	543.7	728.0	184.3	33.9
Oklahoma	118.2	148.0	29.8	25.2
Oregon	142.0	167.9	25.9	18.2
Pennsylvania	770.1	719.5	-50.6	-6.6
Rhode Island	89.5	95.0	5.5	6.2
South Carolina	94.4	100.0	5.6	5.9
South Dakota	20.2	21.9	1.7	8.2
Tennessee	137.4	191.5	54.1	39.3
Texas	419.0	486.3	67.2	16.0
Utah	64.7	76.8	12.1	18.8
Vermont	42.4	47.4	5.0	11.7
Virginia	121.4	158.3	36.9	30.4
Washington	415.4	404.3	-11.1	-2.7
West Virginia	87.7	110.2	22.5	25.7
Wisconsin	276.4	318.2	41.8	15.1
Wyoming	15.0	21.8	6.8	45.5
United States	\$14,931	\$16,489	\$1,558	10.4

¹ Excludes IV-A child care. AFDC benefits include the Federal share of child support collections to be comparable to the Family Assistance Grant; 1996 expenditures as reported through February 25, 1997.

² Does not include additional funds authorized under P.L. 104-327.

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

Table A-9. Average Monthly AFDC Recipients by State, Selected Fiscal Years 1977 – 1997

	[In thousands]									
	1977	1981	1985	1989	1992	1994	1996	1997	Percent Change	
									1989-93	1993-97
Alabama	169	171	151	129	142	132	105	86	8.3	-38.6
Alaska	11	16	16	19	32	38	36	35	87.3	-2.8
Arizona	58	62	72	105	181	201	172	147	86.5	-25.0
Arkansas	95	84	64	70	75	69	58	53	4.4	-26.9
California	1,434	1,523	1,619	1,763	2,307	2,639	2,626	2,404	39.7	-2.4
Colorado	92	82	79	97	122	119	99	80	26.6	-35.4
Connecticut	135	142	122	106	157	166	162	154	52.1	-4.4
Delaware	31	33	24	19	26	27	23	22	44.2	-20.2
Dist. of Columbia	96	81	58	48	60	74	70	66	39.4	-0.7
Florida	242	277	271	327	601	669	561	451	112.5	-35.0
Georgia	248	236	239	266	388	393	353	282	49.8	-29.2
Guam	4	6	6	4	5	7	8	8	33.6	42.5
Hawaii	56	62	51	43	50	62	67	71	30.6	27.2
Idaho	20	20	17	17	20	23	23	16	26.6	-24.4
Illinois	771	709	735	632	688	712	655	580	9.0	-15.8
Indiana	165	172	165	147	199	216	148	122	43.0	-42.0
Iowa	95	110	123	98	103	110	89	78	3.6	-22.6
Kansas	76	74	67	74	85	87	68	54	19.2	-39.0
Kentucky	202	175	160	156	229	208	175	158	44.4	-29.8
Louisiana	218	216	230	277	274	248	236	187	-5.0	-28.6
Maine	60	57	57	51	68	64	56	49	32.8	-26.8
Maryland	213	221	195	176	221	222	204	163	25.6	-26.3
Massachusetts	373	344	235	242	310	307	237	207	34.6	-36.3
Michigan	651	759	691	640	674	666	527	449	7.5	-34.8
Minnesota	131	149	152	164	192	187	171	157	17.1	-18.1
Mississippi	174	176	155	179	177	159	129	102	-4.0	-40.3
Missouri	265	215	197	203	251	263	232	197	28.7	-24.7
Montana	18	20	22	28	32	35	31	27	24.9	-22.4
Nebraska	34	39	44	41	48	45	39	37	17.6	-23.6
Nevada	12	14	14	20	32	38	38	29	74.9	-16.3
New Hampshire	25	24	14	13	28	30	24	20	131.9	-33.1
New Jersey	449	469	367	298	353	335	288	251	17.3	-28.2
New Mexico	55	56	51	59	88	102	101	81	62.6	-14.6
New York	1,247	1,108	1,112	979	1,117	1,255	1,184	1,048	22.2	-12.4
North Carolina	200	201	166	200	313	333	278	243	67.1	-27.3
North Dakota	14	13	12	15	18	16	13	11	21.1	-38.4
Ohio	563	590	673	629	749	685	546	494	14.2	-31.3
Oklahoma	89	91	82	103	135	131	105	82	34.0	-40.7
Oregon	122	92	74	87	116	114	87	62	34.8	-46.9
Pennsylvania	655	643	561	523	594	620	544	461	16.3	-24.2
Puerto Rico	188	172	173	185	194	183	155	144	2.6	-24.4
Rhode Island	53	55	44	42	59	63	58	55	47.3	-11.7
South Carolina	140	157	120	107	140	140	119	90	36.4	-38.8
South Dakota	24	19	16	19	20	19	16	13	6.2	-33.2
Tennessee	188	174	155	195	266	300	260	184	59.0	-40.7
Texas	315	325	363	540	758	788	684	574	44.8	-26.6
Utah	37	42	38	44	52	50	40	34	20.6	-35.6
Vermont	22	25	22	20	29	28	25	23	44.7	-19.3
Virgin Islands	4	4	4	3	4	4	5	5	11.1	20.3
Virginia	173	175	154	146	188	195	162	130	33.4	-33.1
Washington	143	155	178	219	273	292	274	254	31.4	-11.8
West Virginia	64	81	106	109	119	114	95	82	8.9	-31.2
Wisconsin	201	241	288	245	244	226	170	120	-3.3	-49.4
Wyoming	7	7	10	14	19	16	13	7	32.8	-59.9
United States	11,130	11,160	10,813	10,934	13,625	14,226	12,644	10,941	29.3	-22.6

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, *Time Trends, FY 1984-1995*, and unpublished data.

Table A-10. AFDC Caseload by State, October 1989 to June 1998 Peak

[In thousands]

State	Peak Caseload Oct '89 to June '98	Date Peak Occurred Oct '89 to June '98	June '97 Caseload	June '98 Caseload	Percent Decline ¹ From June '97	Percent Decline From Peak
Alabama	52.3	Mar-93	32.0	22.7	29.3	56.7
Alaska	13.4	Apr-94	17.0	10.1	16.7	74.5
Arizona	72.8	Dec-93	57.5	37.0	29.5	49.1
Arkansas	27.1	Mar-92	20.7	17.9	37.6	57.5
California	933.1	Mar-95	789.9	689.4	12.7	26.1
Colorado	43.7	Dec-93	28.7	19.8	30.8	54.7
Connecticut	61.9	Mar-95	55.5	41.0	26.1	33.8
Delaware	11.8	Apr-94	9.5	6.7	28.7	47.9
Dist. of Columbia	27.5	Apr-94	23.7	20.5	13.6	25.5
Florida	259.9	Nov-92	160.6	98.7	38.5	62.0
Georgia	142.8	Nov-93	98.7	69.8	28.9	51.1
Guam	2.6	Sep-97	2.2	1.9	12.5	25.2
Hawaii	23.6	Jan-98	23.4	23.6	-0.9	0.0
Idaho	9.5	Mar-95	6.7	1.8	77.7	80.7
Illinois	243.1	Aug-94	191.6	164.2	14.3	32.5
Indiana	76.1	Sep-93	47.4	38.5	9.1	49.3
Iowa	40.7	Apr-94	28.4	24.2	14.8	40.6
Kansas	30.8	Aug-93	18.7	17.9	28.9	58.0
Kentucky	84.0	Mar-93	67.5	49.6	20.6	40.9
Louisiana	94.7	May-90	51.7	48.4	6.3	48.9
Maine	24.4	Aug-93	18.7	15.7	16.7	37.5
Maryland	81.8	May-95	55.0	46.0	16.4	43.8
Massachusetts	115.7	Aug-93	76.0	63.5	16.5	45.1
Michigan	233.6	Apr-91	145.8	115.4	20.8	50.6
Minnesota	66.2	Jun-92	52.3	48.7	7.0	26.5
Mississippi	61.8	Nov-91	36.4	20.8	47.9	66.4
Missouri	93.7	Mar-94	67.6	57.0	15.6	39.2
Montana	12.3	Mar-94	8.8	7.4	16.3	40.0
Nebraska	17.2	Mar-93	13.3	13.3	0.1	22.7
Nevada	16.3	Mar-95	11.7	9.9	15.6	39.5
New Hampshire	11.8	Apr-94	7.9	6.1	22.4	48.2
New Jersey	132.6	Nov-92	97.6	76.8	21.3	47.1
New Mexico	34.9	Nov-94	25.9	22.7	12.4	34.9
New York	463.7	Dec-94	371.0	324.8	12.5	29.9
North Carolina	134.1	Mar-94	95.6	68.0	28.9	49.3
North Dakota	6.6	Apr-93	4.0	3.2	20.6	51.9
Ohio	269.8	Mar-92	180.5	131.4	27.2	51.3
Oklahoma	51.3	Mar-93	28.3	22.3	21.2	56.6
Oregon	43.8	Apr-93	22.7	18.4	19.2	58.0
Pennsylvania	212.5	Sep-94	157.0	129.4	17.6	39.1
Puerto Rico	61.7	Jan-92	47.3	40.9	13.5	33.8
Rhode Island	22.9	Apr-94	19.5	19.0	2.8	17.1
South Carolina	54.6	Jan-93	30.3	23.3	23.4	57.4
South Dakota	7.4	Apr-93	5.0	3.7	25.7	49.3
Tennessee	112.6	Nov-93	64.4	57.1	11.4	49.3
Texas	287.5	Dec-93	204.0	132.5	35.0	53.9
Utah	18.7	Mar-93	11.6	10.5	9.7	43.9
Vermont	10.3	Apr-92	8.2	7.2	12.5	30.3
Virgin Islands	1.4	Dec-95	1.2	1.2	4.2	18.3
Virginia	76.0	Apr-94	50.9	40.8	19.9	46.3
Washington	104.8	Feb-95	91.4	75.0	17.9	28.5
West Virginia	41.9	Apr-93	28.7	13.4	53.4	68.1
Wisconsin	82.9	Jan-92	38.1	11.3	70.4	86.4
Wyoming	7.1	Aug-92	2.0	1.3	37.0	81.9
United States	5,098	Mar-94	3,789	3,031	20.0	40.5

¹ Negative values denote percent increase.

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

Table A-11. Average Number of AFDC Child Recipients By State, Selected Fiscal Years 1977 – 1997¹

	[In thousands]									
	1977	1981	1985	1989	1992	1994	1996	1997 ¹	Percent Change	
									1989-93	1993-97
Alabama	130	122	105	92	101	96	79	69	9.2	-31.1
Alaska	8	11	10	13	20	24	23	23	82.3	-0.2
Arizona	44	45	50	74	126	136	118	105	82.1	-21.8
Arkansas	72	61	45	50	53	49	42	39	4.4	-24.4
California	977	1,009	1,070	1,186	1,602	1,804	1,805	1,701	43.7	-0.2
Colorado	63	56	53	66	82	80	68	60	26.1	-27.4
Connecticut	98	98	82	71	105	111	108	104	51.5	-4.1
Delaware	22	23	16	13	18	19	16	15	42.0	-19.3
Dist. of Columbia	66	56	43	38	42	51	48	47	20.4	2.6
Florida	179	197	191	235	417	463	395	339	103.3	-29.0
Georgia	189	171	166	187	268	274	251	216	47.9	-21.8
Guam	3	4	4	3	3	5	6	6	31.1	48.3
Hawaii	40	41	33	28	34	41	44	46	31.5	24.7
Idaho	13	14	11	11	13	16	16	14	24.3	-4.8
Illinois	543	491	493	432	472	486	456	414	9.3	-12.4
Indiana	116	120	111	100	133	145	104	86	39.8	-38.3
Iowa	65	72	77	63	67	72	59	53	4.9	-19.9
Kansas	54	52	45	50	57	59	48	40	17.9	-32.4
Kentucky	147	122	107	105	147	137	120	111	38.4	-22.9
Louisiana	155	158	163	195	195	180	162	138	-3.2	-26.8
Maine	41	39	36	32	42	40	35	32	31.3	-22.8
Maryland	154	149	126	117	149	151	140	117	27.4	-22.0
Massachusetts	249	222	152	154	208	197	153	136	35.3	-34.8
Michigan	417	493	441	414	441	439	354	312	8.6	-30.6
Minnesota	89	98	95	105	125	124	116	108	19.4	-13.8
Mississippi	127	129	112	129	128	116	96	81	-3.5	-34.5
Missouri	194	144	129	134	164	176	162	145	27.7	-15.5
Montana	13	14	15	18	21	23	21	18	26.2	-18.5
Nebraska	23	27	29	28	33	31	27	25	16.3	-22.3
Nevada	8	10	9	14	22	27	27	23	74.0	-7.5
New Hampshire	17	16	9	8	18	19	16	14	122.6	-27.1
New Jersey	316	322	247	205	241	228	195	174	16.3	-27.0
New Mexico	41	38	34	41	57	66	65	57	52.4	-7.9
New York	878	759	729	648	743	813	771	704	20.8	-10.0
North Carolina	150	141	113	136	210	223	191	171	64.1	-23.3
North Dakota	9	9	8	10	12	11	9	8	17.6	-32.6
Ohio	398	389	424	411	489	455	382	358	15.1	-24.3
Oklahoma	66	66	57	71	92	90	74	61	33.4	-35.7
Oregon	81	60	49	58	76	76	60	45	33.3	-41.8
Pennsylvania	470	438	369	348	397	417	368	325	17.1	-20.4
Puerto Rico	115	120	116	126	132	124	105	99	2.4	-23.6
Rhode Island	37	37	28	28	39	41	39	37	46.9	-9.3
South Carolina	99	111	84	77	100	102	89	69	37.5	-34.4
South Dakota	18	13	11	13	14	14	12	10	7.2	-26.3
Tennessee	131	122	105	133	180	203	181	137	63.1	-36.9
Texas	235	236	256	378	528	549	484	427	44.2	-21.8
Utah	22	27	24	28	34	33	27	24	22.7	-32.3
Vermont	17	16	14	12	18	17	16	15	41.3	-16.8
Virgin Islands	3	3	3	3	3	3	4	3	8.8	22.9
Virginia	122	120	103	100	129	134	114	96	33.6	-28.1
Washington	101	99	113	141	176	187	177	169	31.1	-8.5
West Virginia	50	62	64	67	73	72	62	55	10.1	-26.2
Wisconsin	141	159	181	161	165	153	123	94	-1.4	-41.0
Wyoming	5	5	7	9	13	11	9	6	34.4	-51.8
United States	7,818	7,614	7,165	7,370	9,226	9,611	8,671	7,781	29.7	-18.6

¹ Data shown for 1997 are averages for the first nine months of the fiscal year because information on child recipients is currently available only through June of 1997.

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

Table A-12. AFDC Reciprocity Rates for Children by State, Selected Fiscal Years 1977 - 1997

	[In percent]									
	1977	1981	1985	1989	1992	1994	1996	1997	Percent Change	
									1989-93	1993-97
Alabama	11.0	10.7	9.7	8.6	9.5	8.9	7.4	6.4	9	-31
Alaska	5.4	8.3	5.9	7.3	10.9	12.8	12.5	12.2	69	-0
Arizona	5.8	5.7	5.9	7.6	11.9	12.1	9.6	8.2	62	-33
Arkansas	10.7	9.3	7.1	7.9	8.5	7.7	6.4	5.9	3	-28
California	15.3	15.7	15.6	15.6	19.1	20.8	20.3	19.0	28	-5
Colorado	7.8	6.8	6.1	7.6	8.8	8.4	6.8	5.9	16	-33
Connecticut	11.1	12.2	10.8	9.5	13.7	14.2	13.7	13.1	46	-6
Delaware	12.4	14.0	10.2	8.1	10.4	10.5	8.9	8.5	33	-21
Dist. of Columbia	40.7	40.0	33.9	30.7	36.8	44.6	44.0	43.9	30	10
Florida	7.7	8.2	7.6	8.4	13.4	14.1	11.6	9.8	78	-35
Georgia	11.4	10.4	10.1	10.8	14.9	14.6	12.8	10.9	38	-27
Hawaii	14.3	14.8	11.6	10.1	11.5	13.6	14.5	15.3	24	23
Idaho	4.4	4.3	3.6	3.7	4.1	4.6	4.6	3.9	15	-10
Illinois	16.0	15.4	16.1	14.5	15.6	15.8	14.4	13.0	7	-16
Indiana	6.9	7.6	7.5	6.9	9.2	9.8	7.0	5.8	40	-40
Iowa	7.5	8.9	10.2	8.8	9.3	9.9	8.2	7.3	4	-20
Kansas	8.1	8.1	6.9	7.6	8.4	8.6	7.0	5.8	14	-33
Kentucky	13.3	11.5	10.5	10.9	15.4	14.1	12.4	11.6	38	-23
Louisiana	11.6	11.8	12.2	15.5	15.9	14.6	13.4	11.6	-1	-25
Maine	12.2	12.3	11.7	10.4	13.8	13.1	11.8	10.9	32	-21
Maryland	12.3	13.0	11.4	10.2	12.2	12.0	11.1	9.2	18	-24
Massachusetts	15.5	15.3	11.2	11.4	15.1	13.9	10.6	9.4	31	-37
Michigan	14.4	18.3	17.7	16.9	17.7	17.5	14.1	12.5	6	-31
Minnesota	7.2	8.5	8.5	9.2	10.3	10.1	9.4	8.7	13	-16
Mississippi	15.4	16.1	14.0	17.1	17.1	15.4	12.7	10.8	-3	-35
Missouri	13.6	10.7	9.8	10.2	12.2	12.9	11.7	10.3	24	-18
Montana	5.4	6.0	6.1	7.9	9.0	9.7	8.9	8.0	22	-17
Nebraska	4.9	6.0	6.8	6.5	7.5	7.1	6.1	5.7	15	-24
Nevada	4.2	4.3	3.9	5.0	6.6	7.1	6.5	5.1	37	-26
New Hampshire	6.5	6.1	3.7	3.1	6.3	6.7	5.4	4.6	114	-29
New Jersey	14.8	16.6	13.5	11.3	12.8	11.7	9.9	8.7	10	-30
New Mexico	9.9	9.1	7.8	9.0	12.1	13.5	13.1	11.4	42	-11
New York	17.5	16.6	16.7	15.1	16.8	18.1	16.9	15.4	16	-12
North Carolina	8.8	8.7	7.1	8.5	12.5	12.7	10.4	9.2	54	-30
North Dakota	4.7	4.8	4.3	5.7	6.9	6.4	5.4	4.9	23	-30
Ohio	12.2	12.9	14.7	14.6	17.3	16.0	13.4	12.6	14	-24
Oklahoma	7.9	7.6	6.3	8.3	10.7	10.4	8.5	6.9	31	-37
Oregon	11.3	8.2	6.9	8.2	10.0	9.7	7.5	5.6	22	-45
Pennsylvania	14.1	14.4	12.9	12.4	13.9	14.4	12.8	11.3	15	-20
Rhode Island	14.3	15.6	12.6	12.1	16.9	17.7	16.7	15.7	43	-9
South Carolina	10.4	11.9	9.1	8.3	10.7	10.8	9.4	7.3	36	-36
South Dakota	8.3	6.5	5.7	6.7	7.0	6.6	5.9	5.3	3	-23
Tennessee	9.9	9.5	8.6	10.9	14.4	15.7	13.7	10.3	57	-39
Texas	5.6	5.4	5.4	7.9	10.4	10.4	8.8	7.6	34	-27
Utah	4.6	4.7	4.0	4.5	5.3	4.9	4.0	3.4	16	-35
Vermont	11.3	10.9	9.9	8.8	12.2	11.7	10.8	10.0	37	-17
Virginia	8.0	8.3	7.1	6.7	8.2	8.4	7.0	5.8	27	-31
Washington	9.1	8.6	9.7	11.5	12.9	13.3	12.4	11.6	17	-13
West Virginia	8.8	11.2	12.6	14.8	17.0	16.8	14.7	13.3	16	-23
Wisconsin	9.8	11.9	14.2	12.6	12.4	11.4	9.2	7.0	-5	-42
Wyoming	3.6	3.3	4.1	6.6	9.2	8.1	6.9	4.5	37	-50
United States	11.8	11.8	11.2	11.4	13.8	14.0	12.4	11.0	23	-22

Note: Reciprocity rate refers to the average monthly number of AFDC child recipients in each State during the given fiscal year as a percent of the resident population under 18 years of age as of July 1 of that year. The numerators are from Table A-11.

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

Table A-13. AFDC Reciprocity Rates for Total Population by State, Selected Fiscal Years 1977 – 1997

[In percent]

	1977	1981	1985	1989	1992	1994	1997	1997	Percent Change	
									1989-93	1993-97
Alabama	4.5	4.4	3.8	3.2	3.4	3.1	2.5	2.0	4	-40
Alaska	2.8	3.9	3.0	3.5	5.4	6.3	6.0	5.8	72	-5
Arizona	2.4	2.2	2.3	2.9	4.7	4.8	3.9	3.2	69	-34
Arkansas	4.3	3.7	2.8	3.0	3.1	2.8	2.3	2.1	1	-30
California	6.4	6.3	6.1	6.0	7.5	8.4	8.2	7.4	31	-6
Colorado	3.4	2.7	2.5	3.0	3.5	3.3	2.6	2.0	16	-41
Connecticut	4.4	4.5	3.8	3.2	4.8	5.1	5.0	4.7	53	-4
Delaware	5.3	5.5	3.9	2.9	3.8	3.9	3.2	3.0	36	-24
Dist. of Columbia	14.2	12.7	9.2	7.7	10.3	13.1	13.0	12.5	51	8
Florida	2.7	2.7	2.4	2.6	4.5	4.8	3.9	3.1	96	-39
Georgia	4.8	4.2	4.0	4.1	5.7	5.6	4.8	3.8	39	-35
Hawaii	6.1	6.3	4.9	3.9	4.4	5.3	5.6	6.0	23	24
Idaho	2.3	2.1	1.7	1.7	1.8	2.0	1.9	1.3	14	-31
Illinois	6.8	6.2	6.4	5.5	5.9	6.1	5.5	4.9	6	-17
Indiana	3.0	3.1	3.0	2.7	3.5	3.8	2.5	2.1	39	-44
Iowa	3.3	3.8	4.3	3.5	3.7	3.9	3.1	2.7	2	-23
Kansas	3.3	3.1	2.8	3.0	3.4	3.4	2.7	2.1	16	-40
Kentucky	5.7	4.8	4.3	4.2	6.1	5.4	4.5	4.0	40	-32
Louisiana	5.4	5.0	5.2	6.5	6.4	5.8	5.4	4.3	-6	-30
Maine	5.4	5.0	4.9	4.2	5.5	5.2	4.5	4.0	31	-27
Maryland	5.1	5.2	4.4	3.7	4.5	4.4	4.0	3.2	20	-28
Massachusetts	6.5	6.0	4.0	4.0	5.2	5.1	3.9	3.4	35	-37
Michigan	7.1	8.2	7.6	6.9	7.1	6.9	5.4	4.6	4	-36
Minnesota	3.3	3.6	3.6	3.8	4.3	4.1	3.7	3.3	12	-21
Mississippi	7.1	6.9	6.0	6.9	6.8	6.0	4.8	3.8	-6	-42
Missouri	5.5	4.3	3.9	4.0	4.8	5.0	4.3	3.6	25	-27
Montana	2.3	2.6	2.7	3.5	3.9	4.1	3.6	3.1	19	-26
Nebraska	2.2	2.5	2.8	2.6	3.0	2.8	2.3	2.2	15	-26
Nevada	1.8	1.7	1.4	1.8	2.4	2.6	2.3	1.8	44	-31
New Hampshire	2.9	2.5	1.4	1.2	2.5	2.7	2.1	1.7	128	-36
New Jersey	6.1	6.3	4.9	3.9	4.5	4.2	3.6	3.1	15	-30
New Mexico	4.5	4.2	3.5	3.9	5.6	6.2	5.9	4.7	51	-20
New York	7.0	6.3	6.2	5.4	6.2	6.9	6.5	5.8	21	-12
North Carolina	3.5	3.4	2.6	3.1	4.6	4.7	3.8	3.3	58	-32
North Dakota	2.1	2.0	1.8	2.4	2.9	2.6	2.1	1.8	23	-39
Ohio	5.2	5.5	6.3	5.8	6.8	6.2	4.9	4.4	12	-32
Oklahoma	3.1	2.9	2.5	3.3	4.2	4.0	3.2	2.5	31	-42
Oregon	5.0	3.5	2.8	3.1	3.9	3.7	2.7	1.9	24	-50
Pennsylvania	5.5	5.4	4.8	4.4	5.0	5.1	4.5	3.8	15	-24
Rhode Island	5.6	5.7	4.5	4.2	5.9	6.3	5.9	5.5	48	-11
South Carolina	4.7	4.9	3.6	3.1	3.9	3.8	3.2	2.4	30	-41
South Dakota	3.5	2.7	2.3	2.7	2.8	2.6	2.2	1.8	2	-35
Tennessee	4.3	3.8	3.3	4.0	5.3	5.8	4.9	3.4	52	-44
Texas	2.4	2.2	2.2	3.2	4.3	4.3	3.6	3.0	35	-32
Utah	2.8	2.8	2.3	2.6	2.8	2.6	2.0	1.6	10	-41
Vermont	4.5	4.8	4.2	3.5	5.1	4.8	4.3	3.9	41	-21
Virginia	3.3	3.2	2.7	2.4	3.0	3.0	2.4	1.9	26	-36
Washington	3.8	3.7	4.0	4.6	5.3	5.5	5.0	4.5	19	-17
West Virginia	3.3	4.1	5.5	6.0	6.6	6.3	5.2	4.5	8	-31
Wisconsin	4.3	5.1	6.1	5.0	4.9	4.5	3.3	2.3	-7	-51
Wyoming	1.6	1.4	2.0	3.0	4.1	3.4	2.7	1.5	30	-61
United States	5.0	4.8	4.5	4.4	5.3	5.4	4.7	4.0	24	-25

Note: Reciprocity rate refers to the average monthly number of AFDC recipients in each State during the given fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerators are from Table A-9.

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

