

## Food Stamp Program

The Food Stamp Program, administered by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service, is the largest food assistance program in the country, reaching more poor individuals over the course of a year than any other public assistance program. In fiscal year 1997, 22.9 million persons were served and \$19.6 billion in benefits were distributed. Unlike many other public assistance programs, the Food Stamp Program has few categorical requirements for eligibility, such as the presence of children, elderly or disabled individuals in a household. As a result, the program offers assistance to a large and diverse population of needy persons, many of whom are not eligible for other forms of assistance.

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

The Federal government is responsible for virtually all of the rules that govern the program and, with limited variations these rules are nationally uniform, as are the benefit levels. Nonetheless, States, the District of Columbia, Guam, and the Virgin Islands, through their local welfare offices, have primary responsibility for the day-to-day administration of the program<sup>1</sup>. They determine eligibility, calculate benefits, and issue food stamp allotments. The Food Stamp Act provides 100 percent Federal funding of food stamp benefits. States and other jurisdictions have responsibility for about half the cost of state welfare agency administration.

The Food Stamp Program has financial, employment/training-related and "categorical" tests for eligibility. The basic food stamp beneficiary unit is the "household." Generally, individuals living together constitute a single food stamp household if they customarily purchase food and prepare meals in common. Members of the same household must apply together, and their income, expenses, and assets normally are aggregated in determining food stamp eligibility and benefits. Except for households composed entirely of AFDC, SSI, or general assistance recipients (who generally are automatically eligible for food stamps), monthly cash income is the primary food stamp eligibility determinant. Unless exempt, adult applicants for food stamps must register for work, typically with the welfare agency or a state employment service office. To maintain eligibility, they must accept a suitable job if offered one and fulfill any work, job search, or training requirements established by the administering welfare agencies.

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

---

<sup>1</sup> Alternative programs are offered in Puerto Rico, the Northern Mariana Islands, and American Samoa.

deciding what level of benefits to provide. In fiscal year 1997, monthly benefits averaged \$71 a person and about \$178 a household.

The size of the population eligible for food stamps is influenced by many factors, including changes in program rules (including immigration laws), changes in the economy, and demographics. Similarly, changes in the economy and changes in attitudes toward “welfare” affect the rate at which eligible individuals participate in the program and may also influence the average length of time spent in the program.

**Recent Legislative Changes.** Subtitle A of title VIII of the PRWORA contains major and extensive revisions to the Food Stamp Program, including provisions designed to strengthen work and other nonfinancial eligibility requirements and control future spending increases. The impact on program participation and expenditures resulting from some of those provisions are reflected in preliminary 1997 data, while the effects of others will be observable over time.

A new work requirement was added for able-bodied adult food stamp recipients without children. Unless exempt, no individual may be eligible for food stamps if, during the preceding 36-month period, the individual received food stamp benefits for any 3 months while not: (1) working at least 20 hours a week; (2) participating in and complying with a work program for at least 20 hours a week; or (3) participating in and complying with a workfare program. USDA was authorized to waive application of the work requirement to any group of individuals at the request of the state agency, if a determination is made that the area where they reside has an unemployment rate over 10 percent or does not have a sufficient number of jobs to provide them employment. The impacts were further moderated by provisions of the Balanced Budget Act of 1997 (Public Law 105-33).

Separately, title IV of the act made significant changes in the eligibility of noncitizens for Food Stamp benefits. Most qualified aliens (including legal immigrants -- illegal aliens are already ineligible) were barred from Food Stamps until citizenship. Subsequently, the *Agriculture Research, Extension and Education Reform Act of 1998* [PL 105-185] restored food stamp eligibility to certain groups of qualified aliens who were legally residing in the United States before passage of PRWORA (August 22, 1996). The ban was lifted for children, disabled and people who were 65 on August 22, 1996.

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

**Food Stamp Program Data.** The following six tables and figures provide information about the Food Stamp Program:

- Tables A-14 and A-15 present national caseload and expenditure trend data on the Food Stamp program. As noted above, some PRWORA effects are reflected in the fiscal year 1997 data;

- Figure A-5 and Table A-16 present some demographic characteristics of the food stamp caseload; and
- Tables A-17 through A-19 present some state-by-state trend data on the Food Stamp program through fiscal year 1996.

Table A-14 presents information on the average monthly number of food stamp recipients for each fiscal year since 1970 through Fiscal Year 1997. The health of the economy has historically been a good predictor of the number of participants in the Food Stamp Program. Food stamp participation (excluding Puerto Rico) has continued to fall from its peak in of 28 million in March 1994 to an average of 22.9 million persons in 1997, reaching their lowest point since 1990.<sup>2</sup> As shown in Table A-15, total program costs have also declined, reaching their lowest levels since 1990, after adjusting for inflation. Total program costs (including Puerto Rico) were \$25.6 billion in Fiscal Year 1996 and declined by 11 percent in 1997 to \$22.8 billion. The average monthly benefit per person has also declined and, after adjusting for inflation, is at the same level paid in 1981.

---

<sup>2</sup> Some of the decline in food stamp participation can be attributed to eligibility changes made in the 1996 welfare law, most notably the elimination of eligibility for most legal immigrants and for many childless adults aged 18-50. By April 1, 1997, many states began removing legal immigrants who were receiving food stamps on August 22, 1996. Most states removed at least a portion of the childless 18-50 year olds on or around March 1, 1997.

**Table A-14. Trends in Food Stamp Participation, 1970 – 1997**

Fiscal Year	Total Food Stamp Participants <sup>1</sup> (in thousands)	Child Food Stamp Participants <sup>1</sup> (in thousands)	Participants as a Percent of Total Population <sup>2</sup>	Participants as a Percent of All Poor Persons <sup>2</sup>	Participants as a Percent of Pre-transfer Poverty Population <sup>3</sup>	Child Participants as a Percent of Total Child Population <sup>2</sup>	Child Participants as a Percent of Children in Poverty <sup>2</sup>
1970.....	8,277	NA	4.1	32.6	NA	NA	NA
1971.....	13,042	NA	6.3	51.0	NA	NA	NA
1972.....	14,102	NA	6.7	57.7	NA	NA	NA
1973.....	14,641	NA	6.9	63.7	NA	NA	NA
1974.....	14,784	NA	6.9	63.2	NA	NA	NA
1975 <sup>4</sup> .....	18,308	NA	7.9	66.2	NA	NA	NA
1976.....	18,240	9,126	7.7	66.7	NA	13.8	88.8
1977.....	17,014	NA	7.1	62.7	NA	NA	NA
1978.....	15,988	NA	6.5	58.9	NA	NA	NA
1979 <sup>5</sup> .....	17,682	NA	7.1	60.9	57.1	NA	NA
1980.....	21,082	9,493	8.4	65.5	60.7	15.5	85.6
1981.....	22,430	9,674	9.0	64.6	60.8	15.5	78.4
1982 <sup>6</sup> .....	22,055	9,545	8.8	59.0	56.3	15.3	70.3
1983 <sup>6</sup> .....	23,195	10,783	9.2	61.1	58.5	17.4	78.4
1984 <sup>6</sup> .....	22,384	10,372	8.8	61.7	58.5	16.8	78.2
1985 <sup>6</sup> .....	21,379	9,824	8.3	60.0	56.6	15.8	76.1
1986 <sup>6</sup> .....	20,909	9,846	8.1	59.9	56.2	15.7	76.5
1987 <sup>6</sup> .....	20,583	9,765	7.9	59.2	55.6	15.5	75.4
1988 <sup>6</sup> .....	20,095	9,363	7.6	58.6	55.2	14.8	75.1
1989 <sup>6</sup> .....	20,266	9,429	7.6	59.6	55.6	14.9	74.9
1990 <sup>6</sup> .....	21,547	10,127	8.0	59.7	55.7	15.8	75.4
1991 <sup>6</sup> .....	24,115	11,952	9.0	63.3	59.3	18.4	83.3
1992 <sup>6</sup> .....	26,886	13,349	9.9	66.7	64.0	20.2	87.3
1993 <sup>6</sup> .....	28,422	14,196	10.5	68.6	63.8	21.2	90.3
1994 <sup>6</sup> .....	28,844	14,391	10.5	72.1	66.8	21.2	94.1
1995 <sup>6</sup> .....	27,945	13,860	10.1	73.0	67.6	20.2	94.5
1996 <sup>6</sup> .....	26,870	13,189	9.6	69.9	64.7	19.1	91.2
1997 <sup>6</sup> .....	24,160	11,800 <sup>e</sup>	8.5	64.2	NA	17.0 <sup>e</sup>	83.6 <sup>e</sup>

<sup>1</sup> Total participants includes all participating States, the District of Columbia, and the territories. The number of child participants includes only the participating States and D.C. (the territories are not included). From 1970 to 1974 the number of participants includes the family food assistance program (FFAP) which was largely replaced by the Food Stamp program in 1975. The FFAP participants for these five years were: 3,977; 3,642; 3,002; 2,441; and 1,406 (all in thousands). The monthly average number of participants for all fiscal years (including 1970-76) is computed as an average from October of the prior calendar year to September of the current year.

<sup>2</sup> Includes all participating States and the District of Columbia only--the territories are excluded from both numerator and denominator. Population numbers used as denominators are the resident population—see *Current Population Reports*, Series P25-1106. For the persons living in poverty used as denominators, see *Current Population Reports*, Series P60-201.

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

<sup>4</sup> The first fiscal year in which food stamps were available nationwide.

<sup>5</sup> The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

<sup>6</sup> Participation figures in column 1 from 1982 on include enrollment in Puerto Rico's Nutrition Assistance Program (averaging 1.4 to 1.5 million persons a month under the nutrition assistance grant and higher figures in earlier years under Food Stamps).

<sup>e</sup> Estimated value.

Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank, the *1996 Green Book*, and U.S. Bureau of the Census, "Poverty in the United States: 1997," *Current Population Reports*, Series P60-201 and earlier years.

**Table A-15 Trends in Food Stamp Expenditures, 1970 – 1997**

Fiscal Year	Total Federal Cost		Benefits <sup>2</sup> (Federal) [In millions]	Administration <sup>1</sup>		Total Cost [In millions]	Average Monthly Benefit per Person	
	Current Dollars [In millions]	1997 Dollars <sup>3</sup> [In millions]		Federal [In millions]	State & Local [In millions]		Current Dollars	1997 Dollars <sup>3</sup>
	1970.....	866 <sup>4</sup>	3,427	550	27	20	886	9.00
1971.....	1,897 <sup>4</sup>	7,184	1,523	53	40	1,937	12.60	47.70
1972 <sup>5</sup> .....	2,182 <sup>4</sup>	7,980	1,797	73	55	2,237	13.50	49.40
1973.....	2,466 <sup>4</sup>	8,661	2,131	80	60	2,526	14.60	51.30
1974.....	3,047 <sup>4</sup>	9,857	2,718	124	95	3,142	17.60	56.90
1975 <sup>6</sup> .....	4,624	13,632	4,386	238	180	4,804	21.40	63.10
1976.....	5,692	15,708	5,327	365	275	5,967	23.90	66.00
1977.....	5,469	14,051	5,067	402	300	5,769	24.70	63.50
1978.....	5,573	13,433	5,139	434	325	5,898	26.80	64.60
1979 <sup>7</sup> .....	6,995	15,504	6,480	515	388	7,383	30.60	67.80
1980.....	9,224	18,379	8,721	503	375	9,599	34.40	68.50
1981.....	11,308	20,488	10,630	678	504	11,812	39.50	71.60
1982 <sup>9</sup> .....	11,318	19,159	10,609	709	557	11,875	39.20	66.40
1983 <sup>9</sup> .....	12,733	20,616	11,955	778	612	13,345	43.00	69.60
1984 <sup>9</sup> .....	12,470	19,365	11,499	971 <sup>8</sup>	805	13,275	42.70	66.30
1985 <sup>9</sup> .....	12,599	18,886	11,556	1,043	871	13,470	45.00	67.50
1986 <sup>9</sup> .....	12,528	18,316	11,415	1,113	935	13,463	45.60	66.70
1987 <sup>9</sup> .....	12,539	17,827	11,344	1,195	996	13,535	45.80	65.10
1988 <sup>9</sup> .....	13,289	18,150	11,999	1,290	1,080	14,369	49.80	68.00
1989 <sup>9</sup> .....	13,904	18,122	12,572	1,332	1,101	15,005	51.90	67.60
1990 <sup>9</sup> .....	16,512	20,502	15,090	1,422	1,174	17,686	59.00	73.30
1991 <sup>9</sup> .....	19,765	23,361	18,249	1,516	1,247	21,012	63.90	75.50
1992 <sup>9</sup> .....	23,539	27,003	21,883	1,656	1,375	24,914	68.50	78.60
1993 <sup>9</sup> .....	24,749	27,560	23,033	1,716	1,572	26,321	67.96	75.70
1994 <sup>9</sup> .....	25,600	27,772	23,811	1,789	1,643	27,243	69.01	74.90
1995 <sup>9</sup> .....	25,818	27,251	23,901	1,917	1,748	27,566	71.27	75.20
1996 <sup>9</sup> .....	25,591	26,282	23,607	1,984	1,842	27,433	73.22	75.20
1997 <sup>9</sup> .....	22,778	22,778	20,751	2,026	1,882	24,660	71.27	71.30

<sup>1</sup> All Federal administrative costs of the Food Stamp Program and Puerto Rico's block grant are included: Federal matching for the various administrative and employment and training expenses of States and other jurisdictions, and direct Federal administrative costs. Beginning in 1984 the administrative cost of certifying AFDC households for food stamps are shown in the food stamp appropriation. Figures for Federal administrative costs beginning with fiscal year 1989 include only those paid out of the Food Stamp appropriation and the Food Stamp portion of the general appropriation for food program administration. Figures for earlier years include estimates of food stamp related Federal administrative expenses paid out of other Agriculture Department accounts. State and local costs are estimated based on the known Federal shares and represent an estimate of all administrative expenses of participating States (including Puerto Rico).

<sup>2</sup> All benefit costs associated with the Food Stamp Program and Puerto Rico's block grant are included. The benefit amounts shown in the table reflect small downward adjustments for overpayments collected from recipients and, beginning in 1989, issued but unredeemed benefits. Over time, the figures reflect both changes in benefit levels and numbers of recipients.

<sup>3</sup> Constant dollar adjustments to 1997 level were made using the CPI-U-X1 price index.

<sup>4</sup> From 1970 to 1974 total Federal cost includes the cost of the family food assistance program (FFAP) which was largely replaced by the Food Stamp program in 1975. The FFAP amounts for these years were: \$289, \$321, \$312, \$255, and \$205 (in millions).

<sup>5</sup> The first fiscal year in which benefit and eligibility rules were, by law, nationally uniform and indexed for inflation.

<sup>6</sup> The first fiscal year in which food stamps were available nationwide.

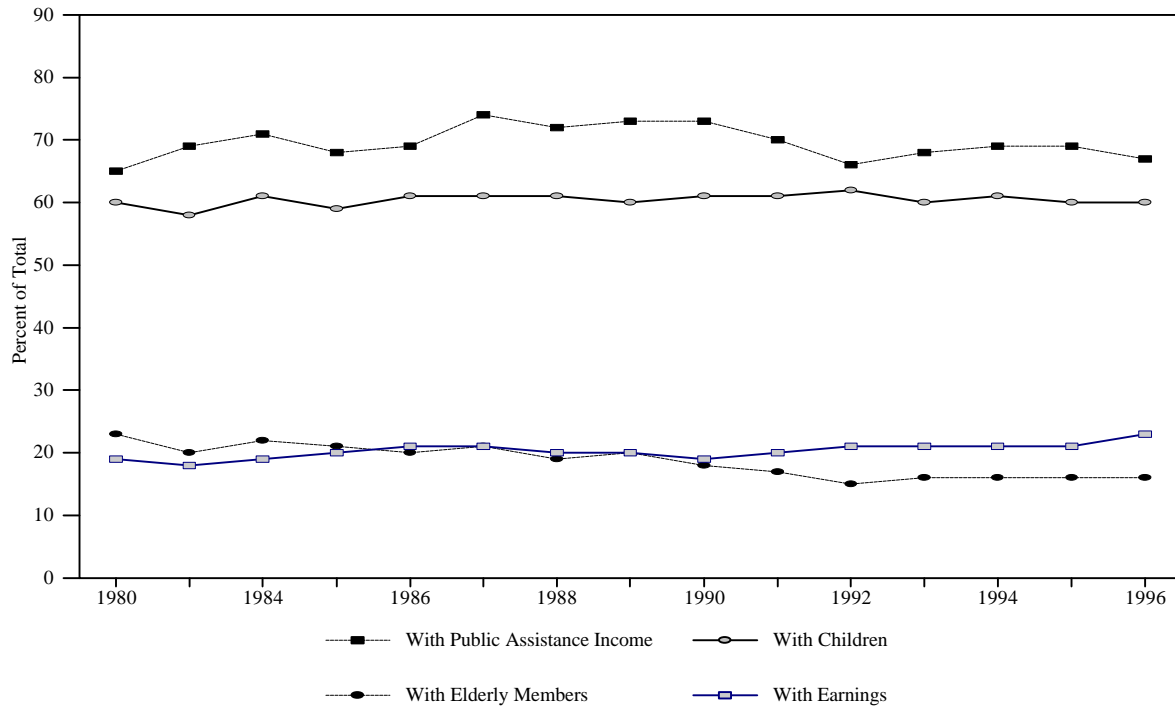
<sup>7</sup> The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

<sup>8</sup> Beginning 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for food stamps.

<sup>9</sup> Includes funding for Puerto Rico's nutrition assistance grant; earlier years include funding for Puerto Rico under the regular food stamp program. Average benefit figures do not reflect the lower benefits in Puerto Rico under its nutrition assistance program.

Sources: Budget documents of the U.S. Department Agriculture, Food and Nutrition Service and the 1996 Green Book .

**Figure A-5. Characteristics of Food Stamp Recipients**



Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis and Evaluation, *Characteristics of Food Stamp Households: Fiscal Year 1996 and earlier years*.

- The percentage of food stamp households with earnings has stayed in a range of 18 to 23 percent, with an average over the years of 20 percent. Correspondingly, the percentage with gross monthly income below the poverty level has ranged from a low of 87 percent in 1980 to a high of 95 percent in the recession year 1982. During the 1990s, it has stayed almost constant at around 92 percent.
- The percentage of households receiving food stamps with children has also been fairly constant at a little over 60 percent.
- The percentage of food stamp households with public assistance income has ranged from a low of 65 percent in 1980 to a high of 73 percent in the recession year 1990.

**Table A-16. Characteristics of Food Stamp Households, 1980 - 1996**

[In percent]

	Year								
	1980 <sup>1</sup>	1982 <sup>1</sup>	1984 <sup>1</sup>	1986 <sup>1</sup>	1988 <sup>1</sup>	1990 <sup>1</sup>	1992 <sup>1</sup>	1994 <sup>1</sup>	1996 <sup>1</sup>
With Gross Monthly Income:									
Below the Federal Poverty Levels.....	87	95	93	93	92	92	92	90	91
Between the Poverty Levels and 130 Percent of the Poverty Levels.....	10	5	6	6	8	8	8	9	8
Above 130 Percent of Poverty.....	2	*	1	*	*	*	*	1	1
With Earnings.....	19	18	19	21	20	19	21	21	23
With Public Assistance Income <sup>2</sup> .....	65	69	71	69	72	73	66	69	67
With AFDC/TANF Income.....	NA	42	42	38	42	43	40	38	37
With SSI Income.....	18	18	18	18	20	19	19	23	24
With Children.....	60	58	61	61	61	61	62	61	60
And Female Heads of Household.....	NA	45	47	48	50	51	51	51	50
With No Spouse Present <sup>3</sup> .....	NA	NA	NA	NA	39	37	44	43	43
With Elderly Members <sup>4</sup> .....	23	20	22	20	19	18	15	16	16
With Elderly Female Heads of Household <sup>4</sup> .....	NA	14	16	15	14	11	9	11	NA
Average Household Size.....	2.8	2.8	2.8	2.7	2.6	2.6	2.5	2.5	2.5

<sup>1</sup> Survey was conducted in August in the years 1980-84 and during the summer in the years from 1986 to the present.<sup>2</sup> Public assistance income includes AFDC, SSI, and general assistance.<sup>3</sup> In 1996 female heads of household with children whose spouse is present comprised about 7 percent of all female heads of household with children.<sup>4</sup> Elderly members and heads of household include those age 60 or older.

\* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 1996* and earlier years.

**Table A-17. Value of Food Stamps Issued by State, Selected Fiscal Years 1977 – 1997**

[Millions of dollars]

	1977	1981	1985	1989	1992	1994	1996	1997
Alabama	\$99	\$293	\$318	\$276	\$451	\$456	\$443	\$393
<del>Alaska</del>	5	31	25	24	41	53	54	52
Arizona	45	125	121	176	377	418	377	316
Arkansas	66	138	126	130	207	212	225	214
California	333	604	639	747	1,760	2,395	2,559	2,378
Colorado	48	88	94	133	219	224	211	182
Connecticut	45	71	62	53	131	152	175	170
Delaware	26	27	22	19	42	48	95	91
Dist. of Columbia	8	47	40	36	70	86	47	41
Florida	261	502	368	455	1,306	1,324	1,296	1,061
Georgia	9	306	290	302	627	695	27	27
Guam	143	18	18	14	28	22	706	597
Hawaii	35	69	93	74	121	153	195	189
Idaho	285	35	36	37	53	57	1,034	933
Illinois	59	506	713	729	1,070	1,069	330	293
Indiana	29	204	242	185	373	415	141	125
Iowa	10	75	107	97	143	145	61	53
Kansas	15	52	64	80	133	146	135	112
Kentucky	126	268	332	300	430	416	418	372
Louisiana	134	270	365	484	677	642	597	512
Maine	29	69	62	48	109	111	115	103
Maryland	84	171	171	176	316	350	365	320
Massachusetts	147	191	173	154	315	330	294	262
Michigan	132	395	541	537	846	834	774	678
Minnesota	42	84	105	131	234	229	224	192
Mississippi	106	235	264	319	421	397	376	313
Missouri	69	183	212	255	447	482	482	401
Montana	9	23	31	36	52	56	59	55
Nebraska	11	31	44	50	78	79	78	72
Nevada	6	21	22	31	74	88	92	74
New Hampshire	13	27	15	12	45	46	42	35
New Jersey	157	280	260	232	433	486	513	449
New Mexico	40	90	88	100	182	194	200	168
New York	404	875	938	930	1,586	1,945	2,044	1,780
North Carolina	133	272	237	228	461	490	552	478
North Dakota	4	12	16	21	35	34	32	29
Ohio	262	508	697	751	1,102	1,076	944	750
Oklahoma	37	82	134	159	275	305	307	256
Oregon	42	133	142	150	226	241	260	216
Pennsylvania	204	490	547	554	916	1,001	983	865
Puerto Rico	581	879	786	871	973	1,050	1,102	1,134
Rhode Island	18	41	35	33	69	76	78	70
South Carolina	89	212	194	167	297	303	299	281
South Dakota	7	21	26	31	42	41	41	39
Tennessee	134	339	280	312	562	600	545	475
Texas	255	600	701	1,098	2,103	2,320	2,147	1,765
Utah	9	30	40	61	96	94	87	78
Vermont	11	22	20	17	37	44	43	40
Virgin Islands	12	21	23	14	19	23	451	25
Virginia	70	201	189	206	406	448	42	379
Washington	63	135	140	191	344	386	429	387
West Virginia	60	122	159	169	255	261	253	239
Wisconsin	38	99	148	157	236	220	200	158
Wyoming	3	7	15	18	26	27	28	23
United States <sup>1</sup>	\$5,067	\$10,630	\$11,556	\$12,572	\$21,883	\$23,796	\$23,607	\$20,700

<sup>1</sup> Totals include small amounts not allocated to individual states: \$6 million in 1977, \$26 million in 1985, and \$4 million in 1992.

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



**Table A-18. Average Number of Food Stamp 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	316	605	588	436	550	545	509	469	29	-16
<b>Alaska</b>	11	32	22	26	38	46	46	45	65	5
Arizona	140	210	206	264	457	512	427	364	85	-26
Arkansas	213	305	253	227	277	283	274	266	25	-7
California	1,345	1,605	1,615	1,776	2,558	3,155	3,143	2,815	61	-2
Colorado	147	175	170	211	260	268	244	217	29	-20
Connecticut	178	175	145	114	202	223	223	210	90	-3
Delaware	26	56	40	30	51	59	58	54	95	-7
Dist. of Columbia	98	101	72	58	82	91	93	90	48	4
Florida	728	957	630	668	1,404	1,474	1,371	1,192	125	-21
Georgia	459	654	567	485	754	830	793	698	67	-14
Guam	22	25	20	13	20	15	18	18	0	41
Hawaii	108	104	99	78	94	115	130	127	32	23
Idaho	33	64	59	61	72	82	80	70	30	-11
Illinois	922	984	1,110	990	1,156	1,189	1,105	1,020	19	-14
<b>Indiana</b>	196	405	406	285	448	518	390	348	74	-30
Iowa	108	163	203	168	192	196	177	161	17	-18
Kansas	62	108	119	128	175	192	172	149	47	-21
Kentucky	394	519	560	447	529	522	486	444	19	-16
Louisiana	425	574	644	725	779	756	670	575	7	-26
Maine	101	140	114	84	133	136	131	124	64	-11
Maryland	255	346	287	249	342	390	375	354	51	-5
Massachusetts	579	437	337	314	429	442	374	340	41	-23
Michigan	635	942	985	874	994	1,031	935	839	17	-18
Minnesota	158	202	228	245	309	318	295	260	29	-18
Mississippi	333	514	495	493	536	511	457	399	9	-26
Missouri	221	378	362	404	549	593	554	478	46	-19
Montana	27	47	58	56	66	71	71	67	26	-5
Nebraska	40	75	94	92	107	111	102	97	23	-14
Nevada	18	37	32	41	80	97	97	82	126	-12
New Hampshire	44	54	28	22	58	62	53	46	176	-24
New Jersey	493	608	464	353	494	545	540	490	50	-8
New Mexico	118	183	157	151	221	244	235	205	62	-16
New York	1,646	1,851	1,834	1,463	1,885	2,154	2,099	1,914	40	-6
North Carolina	428	605	474	390	597	630	631	586	61	-6
North Dakota	15	29	33	39	46	45	40	38	25	-22
<b>Ohio</b>	803	976	1,133	1,068	1,251	1,245	1,045	874	19	-31
Oklahoma	158	206	263	261	346	376	354	322	42	-13
Oregon	153	232	228	213	265	286	288	259	33	-9
Pennsylvania	843	1,071	1,032	916	1,137	1,208	1,124	1,009	29	-15
Puerto Rico	1,472	1,805	1,480	1,460	1,480	1,410	1,330	1,306 <sup>e</sup>	-1	-9
Rhode Island	79	88	69	57	87	94	91	85	62	-8
South Carolina	280	443	373	272	369	385	358	349	45	-11
South Dakota	26	46	48	50	55	53	49	47	11	-16
Tennessee	392	677	518	500	702	735	638	586	55	-24
Texas	823	1,226	1,263	1,634	2,454	2,726	2,372	2,034	63	-23
Utah	36	65	75	95	123	128	110	98	40	-26
Vermont	46	48	44	34	54	65	56	53	70	-9
Virgin Islands	25	34	32	16	16	20	31	20	8	15
Virginia	240	432	360	333	495	547	538	476	61	-11
Washington	212	271	281	321	431	468	476	442	44	-5
West Virginia	199	252	278	259	310	321	300	287	24	-11
Wisconsin	175	269	363	291	334	330	283	232	16	-31
Wyoming	9	15	27	27	33	34	33	29	25	-16
United States	17,014	22,430	21,379	20,266	26,886	28,879	26,870	24,156	40	-15

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

**Table A-19. Food Stamp Reciprocity Rates by State,  
Selected Fiscal Years 1977 – 1997**

[In percent]

	1977	1981	1985	1989	1992	1994	1996	1997	Percent Change	
									1989-93	1993-97
Alabama	8.4	15.4	14.8	10.8	13.3	12.9	11.9	10.9	24	-19
Alaska	2.7	7.7	4.1	4.8	6.4	7.6	7.6	7.4	51	3
Arizona	5.8	7.5	6.5	7.3	11.8	12.3	9.6	8.0	68	-35
Arkansas	9.7	13.3	10.9	9.7	11.6	11.5	10.9	10.5	21	-10
California	6.0	6.6	6.1	6.1	8.3	10.1	9.9	8.7	51	-5
Colorado	5.5	5.9	5.3	6.5	7.5	7.3	6.4	5.6	19	-27
Connecticut	5.8	5.6	4.5	3.5	6.2	6.8	6.8	6.4	90	-3
Delaware	4.5	9.3	6.5	4.5	7.3	8.4	8.0	7.3	84	-12
Dist. of Columbia	14.5	15.9	11.4	9.4	14.1	16.0	17.2	17.1	60	14
Florida	8.2	9.4	5.5	5.3	10.4	10.6	9.5	8.1	107	-26
Georgia	8.8	11.7	9.5	7.6	11.2	11.8	10.8	9.3	55	-20
Hawaii	11.8	10.6	9.5	7.1	8.2	9.8	11.0	10.7	24	21
Idaho	3.8	6.7	5.9	6.1	6.7	7.2	6.7	5.8	17	-19
Illinois	8.1	8.6	9.7	8.7	10.0	10.1	9.3	8.6	16	-15
Indiana	3.6	7.4	7.4	5.2	7.9	9.0	6.7	5.9	69	-32
Iowa	3.7	5.6	7.2	6.1	6.9	6.9	6.2	5.7	15	-19
Kansas	2.7	4.5	4.9	5.2	6.9	7.5	6.7	5.7	44	-23
Kentucky	11.0	14.2	15.2	12.1	14.1	13.7	12.5	11.4	15	-19
Louisiana	10.6	13.4	14.6	17.0	18.2	17.6	15.4	13.2	7	-27
Maine	9.2	12.4	9.8	6.9	10.7	11.0	10.6	10.0	62	-11
Maryland	6.1	8.1	6.5	5.3	7.0	7.8	7.4	7.0	44	-8
Massachusetts	10.1	7.6	5.7	5.2	7.2	7.3	6.1	5.5	41	-25
Michigan	6.9	10.2	10.8	9.4	10.5	10.8	9.6	8.6	14	-20
Minnesota	4.0	4.9	5.5	5.7	6.9	7.0	6.3	5.6	24	-21
Mississippi	13.5	20.3	19.1	19.1	20.5	19.2	16.9	14.6	6	-28
Missouri	4.5	7.7	7.2	7.9	10.6	11.2	10.3	8.8	42	-22
Montana	3.6	5.9	7.1	7.0	8.1	8.3	8.1	7.6	20	-9
Nebraska	2.6	4.7	5.9	5.9	6.7	6.8	6.2	5.9	20	-17
Nevada	2.7	4.4	3.4	3.6	6.0	6.6	6.0	4.9	86	-27
New Hampshire	5.1	5.8	2.8	2.0	5.2	5.4	4.6	3.9	172	-27
New Jersey	6.7	8.2	6.1	4.6	6.3	6.9	6.8	6.1	48	-10
New Mexico	9.7	13.7	10.9	10.0	14.0	14.7	13.7	11.8	51	-22
New York	9.2	10.5	10.3	8.1	10.4	11.9	11.6	10.6	39	-6
North Carolina	7.5	10.2	7.6	5.9	8.7	8.9	8.6	7.9	52	-12
North Dakota	2.4	4.4	4.9	6.0	7.2	7.1	6.2	5.9	27	-22
Ohio	7.5	9.1	10.6	9.9	11.4	11.2	9.4	7.8	16	-32
Oklahoma	5.5	6.7	8.0	8.3	10.8	11.6	10.7	9.7	39	-15
Oregon	6.3	8.7	8.5	7.6	8.9	9.3	9.0	8.0	22	-14
Pennsylvania	7.1	9.0	8.8	7.7	9.5	10.0	9.3	8.4	28	-15
Rhode Island	8.3	9.3	7.2	5.7	8.7	9.4	9.2	8.6	63	-7
South Carolina	9.4	13.9	11.3	7.9	10.3	10.5	9.6	9.3	38	-15
South Dakota	3.8	6.6	6.9	7.2	7.6	7.3	6.6	6.4	7	-18
Tennessee	8.9	14.6	11.0	10.3	14.0	14.2	12.0	10.9	48	-28
Texas	6.2	8.3	7.8	9.7	13.9	14.8	12.4	10.5	51	-29
Utah	2.7	4.3	4.6	5.6	6.8	6.6	5.5	4.8	27	-32
Vermont	9.4	9.4	8.2	6.1	9.4	11.1	9.6	9.0	65	-11
Virginia	4.6	7.9	6.3	5.4	7.8	8.4	8.1	7.1	52	-15
Washington	5.6	6.4	6.4	6.8	8.4	8.8	8.6	7.9	30	-11
West Virginia	10.4	12.9	14.6	14.3	17.1	17.7	16.5	15.8	24	-11
Wisconsin	3.8	5.7	7.6	6.0	6.7	6.5	5.5	4.5	12	-33
Wyoming	2.1	3.0	5.4	6.0	7.2	7.2	6.9	6.0	23	-18
United States	7.1	9.0	8.3	7.6	9.9	10.5	9.6	8.5	37	-18

Note: Reciprocity rate refers to the average monthly number of food stamp recipients in each State during the particular fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerator is from Table A-18.

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

## Supplemental Security Income

The Supplemental Security Income (SSI) Program is a means tested, federally administered income assistance program authorized by title XVI of the Social Security Act. Established in 1972 (Public Law 92-603) and begun in 1974, SSI provides monthly cash payments in accordance with uniform, nationwide eligibility requirements to needy aged, blind and disabled persons. To qualify for SSI payments, a person must satisfy the program criteria for age, blindness or disability. Children may qualify for SSI if they are under age 18, unmarried, and meet the applicable SSI disability or blindness, income and resource requirements. Individuals and couples are eligible for SSI if their countable incomes fall below the Federal maximum monthly SSI benefit levels, which were \$484 for an individual and \$726 for a couple in fiscal year 1997. SSI eligibility is restricted to qualified persons who have countable resources/assets of not more than \$2,000, or \$3,000 for a couple.

SSI law requires that SSI applicants file for all other money benefits for which they may be entitled. Since its inception, SSI has been viewed as the “program of last resort”-- after evaluating all other income, SSI pays what is necessary to bring an individual to the statutorily prescribed income “floor.” (The Social Security Administration, which administers the SSI program, works with recipients and helps them get any other benefits for which they are eligible.) As of December 1996, 37 percent of all SSI recipients also received Social Security benefits; Social Security benefits are the single highest source of income for SSI recipients.

No *individual* could receive both SSI payments and AFDC benefits; if eligible for both, the individual was required to choose which benefit to receive. Generally, the AFDC agency encouraged individuals to file for SSI and, once the SSI payments had started, the individual was removed from the AFDC filing unit. The PRWORA does not specifically prohibit an individual’s receipt of both TANF benefits and SSI; states have complete authority to set TANF eligibility standards and benefit levels.

Except in California, which converted food stamp benefits to cash that is included in the State supplementary payment, SSI recipients may be eligible to receive food stamps. If all household members receive SSI, they do not need to meet the Food Stamp Program financial eligibility standards to participate in the program because they are categorically eligible. If SSI beneficiaries live in households where other household members do not receive SSI benefits, the household must meet the net income eligibility standard of the Food Stamp Program to be eligible for food stamp benefits.

**Recent Legislative Changes.** Several legislative changes made in the 104th Congress are likely to affect Supplemental Security Income (SSI) participation and expenditures. Public Law 104-121, the Contract with America Advancement Act of 1996, prohibits SSI eligibility to individuals whose drug addiction and/or alcoholism (DAA) is a contributing factor material to the finding of disability. This provision applied to individuals who filed for benefits on or after the date of enactment (March 29, 1996) and to individuals whose claims were finally adjudicated on or after the date of enactment. It applied to current beneficiaries on January 1, 1997.

The PRWORA made several changes designed to maintain the SSI program's goal of providing benefits for severely disabled children while preventing children without serious impairments from receiving benefits. First, the act replaced the former law "comparable severity" test with a new definition of childhood disability based on a medically determinable physical or mental impairment. Second, it discontinued use of the Individualized Functional Assessment (IFA) which authorized subjective judgment to determine children's eligibility for SSI. Third, it eliminated references to "maladaptive behavior" in the Listings of Impairments (among medical criteria for evaluation of mental and emotional disorders in the domain of personal/behavioral function). The latter two provisions were effective for all new and pending applications upon enactment (August 22, 1996). Current beneficiaries receiving benefits due to an IFA or maladaptive behavior listing received notice no later than January 1, 1997, that their benefits might end when their case is redetermined. All currently receiving benefits are subject to redetermination using the new eligibility criteria by February 28, 1998 (per P.L. 105-33, enacted August 5, 1997).

Title IV of PRWORA also made significant changes in the eligibility of noncitizens for SSI benefits. Essentially, qualified aliens (including legal immigrants) are barred from SSI. Some of the restrictions were subsequently moderated, most notably by the Balanced Budget Act of 1997 (Public Law 105-33), which grandfathered immigrants who were receiving SSI at the time of enactment of the PRWORA.

**SSI Program Data.** The following six tables and two figures provide SSI program data:

- Tables A-20 through A-23 present national caseload and expenditure trend data on the SSI program;
- Figures A-6 and A-7 present some demographic characteristics of the SSI caseload; and
- Tables A-24 through A-26 present some state-by-state trend data on the SSI program through fiscal year 1996.

Table A-20 presents information on the number of persons receiving SSI payments in December of each year from 1974 through 1997. Data on the total number of SSI recipients are shown, as well as recipients by eligibility category (aged, blind and disabled) and by type of recipient (child, adult age 18-64, and adult age 65 or older). From 1990 to 1994, growth in the total number of beneficiaries averaged 370 thousand per year, almost 6.5 percent per year. The increase slowed in 1995 and 1996, with the number of recipients peaking at 6.6 million beneficiaries in December 1996. In 1997 growth stopped and the number of recipients declined slightly, to 6.5 million in December 1997.

Recent trends in the changing composition of the SSI caseload continued through 1997, as shown in Table A-22. The number of aged beneficiaries continued to decline, both as an absolute number (from a high of 2.3 million persons in December 1975 to less than 1.4 million in December 1997) and as a proportion of the SSI caseload. The number of aged, as a percentage of all SSI participants, has dropped steadily, from 60.6 percent in December 1974 to 31.6 percent in December 1997. This relative decline is a result of very little change in the number of aged

participants between December 1990 and December 1997 while the number of persons 18 to 64 receiving benefits grew by 45 percent during the same time period. Moreover, the number of children increased by 177 percent, from 340 thousand to 943 thousand, bringing them from 7 percent of the SSI caseload in 1990 to 15 percent in 1997. Many analysts attribute this growth to outreach activities, the Supreme Court decision in the *Zebley* case<sup>3</sup>, expansion of the medical impairment category, and reduction in reviews of continuing eligibility.

---

<sup>3</sup> On February 20, 1990, the Supreme Court ruled that the individual functional assessment (or a residual functional capacity assessment) applied to adults whose condition did not meet or equal a listing of medical impairments to determine eligibility should also be applied to children whose condition did not meet or equal the medical listing of impairments. A GAO study estimated that 87,000 children were added to the SSI caseload after the individual functional assessments for children were initiated.

**Table A-20. Number of Persons Receiving Federally Administered SSI Payments  
1974 – 1997**

[In thousands]

Date	Total		Eligibility Category				Type of Recipient		
			Aged	Blind and Disabled			Children <sup>1</sup>	Adults	
				Total	Blind	Disabled		Age 18-64	65 or Older
Dec 1974	3,996	2,286	1,710	75	1,636	71	1,503	2,422	
<b>Dec 1975</b>	4,314	2,307	2,007	74	1,933	128	1,678	2,508	
Dec 1976	4,236	2,148	2,088	76	2,012	153	1,686	2,397	
Dec 1977	4,238	2,051	2,187	77	2,109	175	1,709	2,353	
Dec 1978	4,217	1,968	2,249	77	2,172	197	1,716	2,304	
Dec 1979	4,150	1,872	2,278	77	2,201	212	1,692	2,246	
Dec 1980	4,142	1,808	2,334	78	2,256	229	1,693	2,221	
Dec 1981	4,019	1,678	2,341	79	2,262	230	1,668	2,121	
Dec 1982	3,858	1,549	2,309	77	2,231	229	1,618	2,011	
Dec 1983	3,901	1,515	2,386	79	2,307	236	1,662	2,003	
Dec 1984	4,029	1,530	2,499	81	2,419	249	1,743	2,037	
Dec 1985	4,138	1,504	2,634	82	2,551	265	1,841	2,031	
Dec 1986	4,269	1,473	2,796	83	2,713	280	1,972	2,018	
Dec 1987	4,385	1,455	2,930	83	2,846	289	2,081	2,015	
Dec 1988	4,464	1,433	3,030	83	2,948	290	2,168	2,006	
Dec 1989	4,593	1,439	3,154	83	3,071	296	2,271	2,026	
Dec 1990	4,817	1,454	3,363	84	3,279	340	2,418	2,059	
Dec 1991	5,118	1,465	3,654	85	3,569	439	2,600	2,080	
Dec 1992	5,566	1,471	4,095	85	4,010	624	2,843	2,100	
Dec 1993	5,984	1,475	4,509	85	4,424	771	3,101	2,113	
Dec 1994	6,296	1,466	4,830	85	4,745	893	3,284	2,119	
Dec 1995	6,514	1,446	5,068	84	4,984	974	3,425	2,115	
Dec 1996	6,614	1,413	5,201	82	5,119	1,018	3,506	2,090	
Dec 1997	6,495	1,362	5,133	81	5,052	943	3,499	2,054	

<sup>1</sup> Includes students 18-21; there were 50,661 students 18-21 in December 1997.

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)).

**Table A-21. Federal and State SSI Benefit Payments, 1974 – 1997**<sup>1</sup>

[In millions of current and 1997 dollars]

Calendar Year	Total Benefits		Federal Payments	State Supplementation		Administrative Costs (fiscal year)	
	1997 <sup>2</sup> Dollars	Current Dollars		Total	Federally Administered		State Administered
1974.....	\$16,222	\$5,246	\$3,833	\$1,413	\$1,264	\$149	\$285
1975.....	16,787	5,878	4,314	1,565	1,403	162	399
1976.....	16,390	6,066	4,512	1,554	1,388	166	500
1977.....	16,014	6,306	4,703	1,603	1,431	172	NA
1978.....	15,579	6,552	4,881	1,671	1,491	180	539
1979.....	15,345	7,075	5,279	1,797	1,590	207	610
1980.....	15,486	7,941	5,866	2,074	1,848	226	668
1981.....	15,307	8,593	6,518	2,076	1,839	237	718
1982.....	15,078	8,981	6,907	2,074	1,798	276	779
1983.....	15,154	9,404	7,423	1,982	1,711	270	830
1984.....	16,022	10,372	8,281	2,091	1,792	299	864
1985.....	16,498	11,060	8,777	2,283	1,973	311	953
1986.....	17,692	12,081	9,498	2,583	2,243	340	1,022
1987.....	18,298	12,951	10,029	2,922	2,563	359	976
1988.....	18,704	13,786	10,734	3,052	2,671	381	975
1989.....	19,389	14,980	11,606	3,374	2,955	419	1,051
1990.....	20,383	16,599	12,894	3,705	3,239	466	1,075
1991.....	21,829	18,524	14,765	3,759	3,231	529	1,257
1992.....	25,433	22,233	18,247	3,986	3,435	550	1,538
1993.....	27,276	24,557	20,722	3,835	3,270	566	1,467
1994.....	28,024	25,877	22,175	3,701	3,116	585	1,775
1995.....	29,096	27,628	23,919	3,708	3,118	590	1,973
1996.....	29,453	28,792	25,265	3,527	2,988	539	1,949
1997.....	29,052	29,052	25,457	3,595	2,913	682	2,055

<sup>1</sup> Payments and adjustments during the respective year but not necessarily accrued for that year.<sup>2</sup> Data adjusted for inflation by ASPE using the CPI-U-X1.Source: Social Security Administration, Office of SSI, and Office of Budget, *Social Security Bulletin, Annual Statistical Supplement, 1998* (available online at [http://www.ssa.gov/statistics/ores\\_home.html](http://www.ssa.gov/statistics/ores_home.html)).

**Table A-22. Average Monthly SSI Benefit Payments, 1974 – 1997**

Calendar <b>Year</b>	Total <sup>1</sup>		Federal Payments	State Supplementation		
	1997 Dollars	Current Dollars		Total	Federally Administered	State Administered
1974.....	\$440	\$135	\$108	\$64	\$71	\$35
1975.....	313	112	92	66	69	45
1980.....	297	158	133	89	91	76
1984.....	323	211	187	93	93	93
1985.....	324	219	193	99	99	102
1986.....	338	232	202	107	108	101
1987.....	338	242	208	117	118	110
1988.....	339	253	219	118	118	118
1989.....	342	267	230	126	126	127
1990.....	341	283	244	132	131	136
1991.....	347	297	260	125	122	143
1992.....	373	328	292	124	121	147
1993.....	373	337	306	112	107	150
1994.....	364	338	310	105	99	152
1995.....	368	350	322	110	103	164
1996.....	366	359	332	108	103	145
1997.....	369	369	342	99	102	86

Number of Persons Receiving Payments (in thousands)

	Total	Federal	State Supplementation		
			Total	Federally Administered	State Administered
Jan 1974.....	3,249	2,956	1,839	1,480	358
Dec 1975.....	4,360	3,893	1,987	1,684	303
Dec 1980.....	4,194	3,682	1,934	1,685	249
Dec 1984.....	4,094	3,699	1,875	1,607	268
Dec 1985.....	4,200	3,799	1,916	1,661	255
Dec 1986.....	4,347	3,922	2,003	1,723	279
Dec 1987.....	4,458	4,019	2,079	1,807	272
Dec 1988.....	4,541	4,089	2,155	1,885	270
Dec 1989.....	4,673	4,206	2,224	1,950	275
Dec 1990.....	4,888	4,412	2,344	2,058	286
Dec 1991.....	5,200	4,730	2,512	2,204	308
Dec 1992.....	5,647	5,202	2,684	2,372	313
Dec 1993.....	6,065	5,636	2,850	2,536	314
Dec 1994.....	6,377	5,965	2,950	2,628	322
Dec 1995.....	6,576	6,194	2,817	2,518	300
Dec 1996.....	6,677	6,326	2,732	2,421	310
Dec 1997.....	6,565	6,212	3,029	2,372	657

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

Note: The numerators for these averages are given in Table A-21. Averages were computed by DHHS. Data adjusted for inflation using the monthly values of the CPI-U-X1 index.

Source: Number of persons receiving payments obtained from Social Security Administration, Office of SSI, and Office of Budget.



**Table A-23. SSI Participation Rates, 1974 - 1997**

[In percent]

	All Recipients as a Percent Of Total Population <sup>1</sup>	Child Recipients as a Percent of All Children <sup>1</sup>	Elderly Recipients (Persons 65 & Older) as a Percent of		
			All Persons 65 & Older <sup>1</sup>	All Elderly Poor <sup>2</sup>	Pretransfer Elderly Poor <sup>3</sup>
Dec 1974	1.9	0.1	10.8	78.5	NA
Dec 1975	2.0	0.2	10.9	75.6	NA
Dec 1976	1.9	0.2	10.2	72.4	NA
Dec 1977	1.9	0.3	9.7	74.1	NA
Dec 1978	1.9	0.3	9.3	71.5	NA
Dec 1979	1.8	0.3	8.8	61.3	66.8
Dec 1980	1.8	0.4	8.6	57.5	64.7
Dec 1981	1.7	0.4	8.0	55.0	63.3
Dec 1982	1.7	0.4	7.4	53.6	62.3
Dec 1983	1.7	0.4	7.3	55.2	61.9
Dec 1984	1.7	0.4	7.2	61.2	66.3
Dec 1985	1.7	0.4	7.1	58.7	64.5
Dec 1986	1.8	0.4	6.9	57.9	63.4
Dec 1987	1.8	0.5	6.7	56.5	64.7
Dec 1988	1.8	0.5	6.6	57.6	64.3
Dec 1989	1.9	0.5	6.5	60.3	64.6
Dec 1990	1.9	0.5	6.5	56.3	63.3
Dec 1991	2.0	0.7	6.5	55.0	61.1
Dec 1992	2.2	0.9	6.5	53.5	59.8
Dec 1993	2.3	1.1	6.4	56.3	63.3
Dec 1994	2.4	1.3	6.4	57.9	65.6
Dec 1995	2.5	1.4	6.4	63.7	71.4
Dec 1996	2.5	1.5	6.2	61.0	69.3
Dec 1997	2.4	1.3	6.0	60.8	NA

<sup>1</sup> Population numbers used for the denominators are Census resident population estimates adjusted to the December date by averaging the July 1 population of the current year with the July 1 population of the following year; see *Current Population Reports*, Series P25-1106.

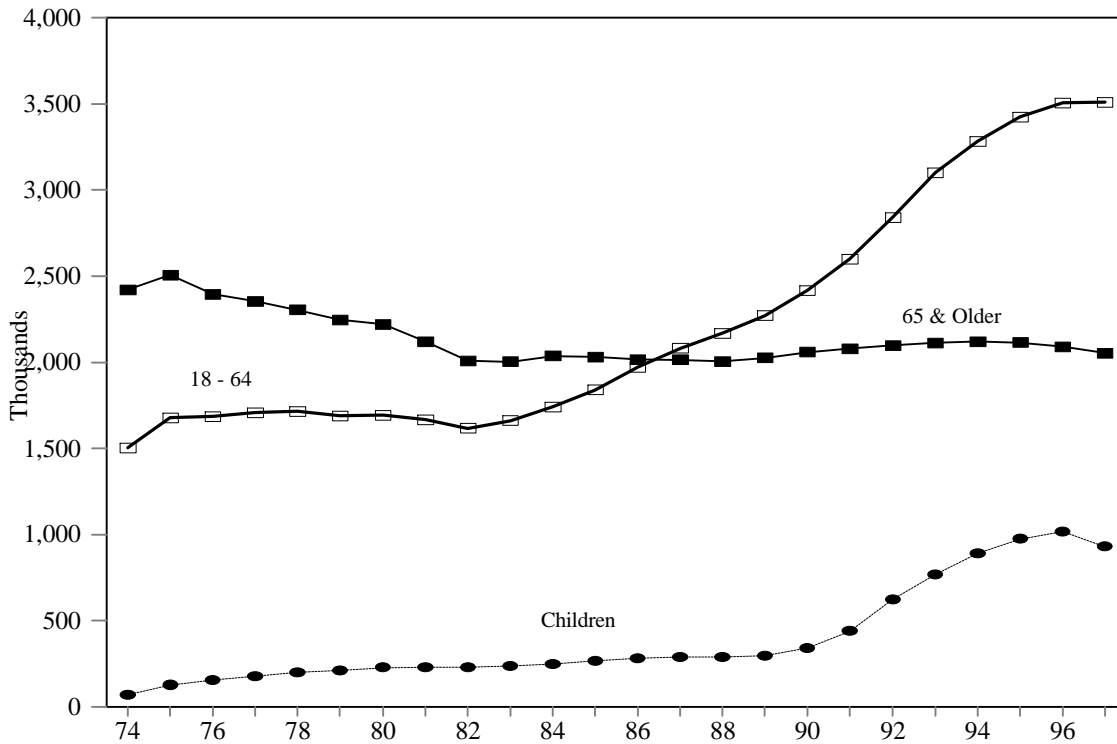
<sup>2</sup> For the number of persons (65 years of age and older living in poverty) used as the denominator, see *Current Population Reports*, Series P60-198.

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

Notes: Numerators for these ratios are from Table A-20. Rates computed by DHHS.

Source: *1994 Green Book* and U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports*, Series P60-198, and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

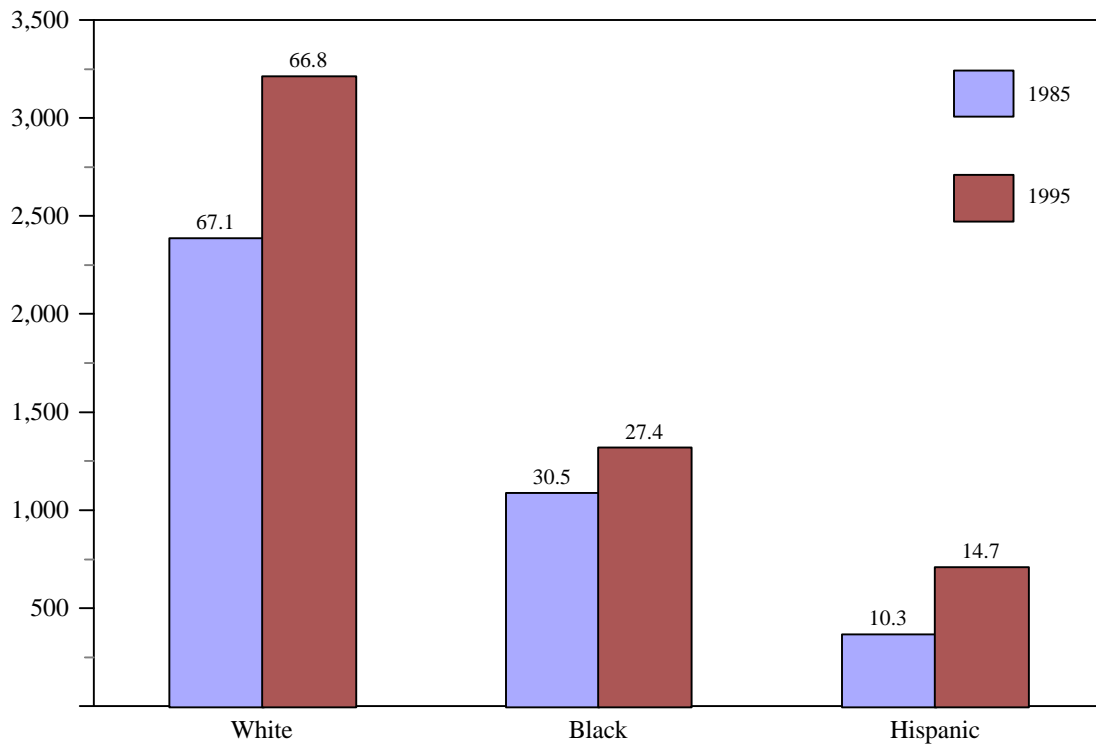
**Figure A-6. SSI Recipients by Age, 1974 – 1997**



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)).

- The proportion of persons receiving SSI who are 65 years of age or older (as a percent of all SSI recipients) has decreased steadily from a high of 61 percent in 1974 to a low of 32 percent in 1997 essentially cutting the proportion of elderly recipients in half. The actual number who are 65 or older has declined from 2.5 million in 1975 to a little less than 2.1 million today.
- The percentage of child recipients increased two and one half times during the 1970s, going from 2 percent in 1974 to 5 percent by the end of the decade. During the 1980s, it remained fairly constant at about 6 percent. In the 1990s, the share of child recipients increased rapidly, more than doubling to 15 percent.
- The percentage of persons receiving SSI between the ages of 18 and 64 has increased steadily over time, rising from 38 percent in 1974 to 54 percent in 1997.

**Figure A-7. Number and Percentage Distribution of Persons Age 15 or Older with Supplemental Security Income, by Race and Hispanic Origin, 1985 & 1995**  
(In thousands)



Source: U.S. Bureau of the Census, "Money Income in the United States: 1995," *Current Population Reports*, Series P60-193 and earlier years.

**Table A-24. Total SSI Payments, Federal SSI Payments And State Supplementary Payments, Fiscal 1997**

(In Thousands)

State	Total <sup>1</sup>	Total Federal <sup>1</sup>	Federal SSI <sup>1</sup>	State Supplementation	
				Federally Administered <sup>2</sup>	State Administ
Total	\$29,052,091	\$28,370,538	\$25,457,355	\$2,913,281	\$681,521
<b>Alabama</b>	634,096	633,109	633,109	-	987
Alaska	43,052	30,080	30,080	-	12,972 <sup>3</sup>
Arizona	316,054	315,742	315,742	-	312
Arkansas	335,331	335,331	335,331	-	-
California	5,512,788	5,512,788	3,593,495	1,919,293	-
Colorado	296,154	229,554	229,554	-	66,600
Connecticut	288,158	195,349	195,349	-	92,809
Delaware	45,500	45,500	44,626	874	-
District of Columbia	84,906	84,906	82,163	2,743	-
Florida	1,467,042	1,448,658	1,448,650	8	18,384
<b>Georgia</b>	744,478	744,475	744,478	-	-
Hawaii	88,669	88,669	77,363	11,306	-
Idaho	78,965	68,549	68,549	-	10,416
Illinois	1,174,134	1,144,974	1,144,974	-	29,160
Indiana	373,244	369,668	369,668	-	3,576
Iowa	164,641	153,316	150,311	3,005	11,325
Kansas	146,264	146,264	146,264	-	-
Kentucky	692,039	676,463	676,463	-	15,576
Louisiana	728,659	728,116	728,116	-	543
Maine	100,768	100,064	100,122	-58 <sup>4</sup>	704
Maryland	370,584	363,907	363,896	11	6,677
Massachusetts	740,252	740,252	579,728	160,524	-
Michigan	949,061	945,255	917,569	27,686	3,806
Minnesota	306,218	252,921	252,921	-	53,297 <sup>3</sup>
Mississippi	517,694	517,694	517,694	-	-
Missouri	477,882	452,689	452,689	-	25,193
Montana	54,344	54,344	53,512	832	-
Nebraska	87,418	81,219	81,219	-	6,199
Nevada	88,176	88,176	83,915	4,261	-
New Hampshire	54,651	43,563	43,563	-	11,088
New Jersey	627,617	627,617	550,794	76,823	-
New Mexico	177,662	177,394	177,394	-	268
New York	2,931,527	2,931,527	2,408,404	523,123	-
North Carolina	791,473	698,905	698,905	-	92,568
North Dakota	31,722	29,806	29,806	-	1,916 <sup>3</sup>
Ohio	1,111,237	1,111,237	1,111,235	2	-
Oklahoma	320,881	283,469	283,469	-	37,412
Oregon	218,164	197,990	197,990	-	20,174 <sup>3</sup>
Pennsylvania	1,235,472	1,235,472	1,109,806	125,666	-
Rhode Island	109,271	109,271	89,628	19,643	-
South Carolina	423,542	410,499	410,499	-	13,043
South Dakota	50,840	48,936	48,929	7	1,904
Tennessee	657,844	657,844	657,844	-	-
Texas	1,491,309	1,491,309	1,491,309	-	-
Utah	85,860	85,860	85,801	59	-
Vermont	50,122	50,122	40,553	9,569	-
Virginia	526,385	507,128	507,128	-	19,257
Washington	432,129	431,886	403,459	28,427	243
West Virginia	296,853	296,853	296,853	-	-
Wisconsin	494,557	370,147	370,555	-408 <sup>4</sup>	124,410
Wyoming	23,421	22,724	22,724	-	697
Other: N. Mariana Islands	2,518	2,518	2,518	-	-

<sup>1</sup> Includes \$463,000 for unknown States. Federal SSI includes \$643,000 for unknown States.

<sup>2</sup> The sum of federally administered State supplementation payments exceeds the total by \$214,000. This represents refunds of State payments that had not yet been credited to States.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 1998*.

<sup>3</sup> Data estimated.

<sup>4</sup> Represents recovered State payments. Administration changed from Federal to State: Maine in April 1996, Wisconsin in January 1996.

**Table A-25. SSI Reciprocity Rates by State And Program Type for 1979 and 1997**

[In percent]

	Total Reciprocity Rate			Rate for Adults 18-84			Rate for Adults 65 & Over		
	Percent			Percent			Percent		
	Change			Change			Change		
	1979	1997	1979-97	1979	1997	1979-97	1979	1997	1979-97
Alabama	3.55	3.78	6.5	1.83	3.20	74.9	21.01	9.28	-55.8
Alaska	0.77	1.22	58.7	0.54	1.22	126.4	14.04	5.45	-61.2
Arizona	1.11	1.68	51.0	0.89	1.62	82.4	4.98	3.47	-30.3
Arkansas	3.50	3.59	2.5	1.87	3.07	64.4	17.05	8.12	-52.4
California	3.02	3.17	5.0	2.05	2.49	21.7	16.43	12.67	-22.9
Colorado	1.10	1.45	31.9	0.77	1.37	77.5	6.68	3.55	-46.9
Connecticut	0.75	1.41	88.3	0.63	1.45	130.5	2.70	2.53	-6.4
Delaware	1.19	1.56	31.3	0.94	1.41	50.5	5.43	2.69	-50.5
District of Columbia	2.28	3.75	64.5	1.92	3.32	72.9	8.56	7.48	-12.6
Florida	1.78	2.41	35.4	1.14	1.91	67.9	6.21	4.92	-20.8
Georgia	2.87	2.66	-7.2	1.89	2.24	18.7	17.73	8.84	-50.2
<b>Hawaii</b>	1.05	1.64	56.0	0.69	1.27	84.7	7.57	5.84	-22.9
Idaho	0.79	1.41	78.0	0.64	1.50	134.8	3.78	2.21	-41.5
Illinois	1.08	2.12	96.7	0.95	2.13	124.1	4.25	3.89	-8.5
Indiana	0.75	1.51	101.3	0.61	1.56	155.6	3.32	1.99	-40.2
Iowa	0.89	1.43	60.5	0.62	1.55	150.0	3.50	2.00	-42.9
Kansas	0.89	1.40	57.2	0.63	1.45	129.7	3.47	2.04	-41.2
Kentucky	2.54	4.29	69.0	1.79	4.33	141.7	12.54	8.16	-34.9
Louisiana	3.35	4.03	20.3	2.03	3.56	75.3	20.14	9.87	-51.0
Maine	1.95	2.27	16.4	1.39	2.44	75.4	8.58	3.91	-54.4
Maryland	1.15	1.67	45.3	0.94	1.46	55.1	5.40	4.29	-20.5
Massachusetts	2.24	2.75	22.9	1.28	2.68	109.1	10.80	5.88	-45.5
Michigan	1.26	2.14	69.8	1.07	2.20	106.0	5.85	3.18	-45.6
Minnesota	0.81	1.34	65.0	0.55	1.33	141.1	3.71	2.59	-30.1
Mississippi	4.49	4.98	10.9	2.42	4.24	75.4	26.01	13.65	-47.5
Missouri	1.76	2.08	18.3	1.10	2.11	91.7	7.89	3.55	-55.0
Montana	0.89	1.56	75.8	0.72	1.69	135.3	3.79	2.32	-38.9
Nebraska	0.88	1.27	44.5	0.64	1.31	104.3	3.38	1.97	-41.7
Nevada	0.84	1.33	58.0	0.53	1.16	118.9	5.87	3.48	-40.8
New Hampshire	0.58	0.95	63.2	0.44	1.00	127.5	2.53	1.44	-42.9
New Jersey	1.14	1.79	57.0	0.86	1.50	74.1	4.69	4.48	-4.4
New Mexico	1.97	2.62	33.1	1.37	2.35	71.2	12.36	7.88	-36.2
New York	2.12	3.30	55.5	1.59	2.78	75.1	8.26	8.88	7.4
North Carolina	2.40	2.60	8.4	1.58	2.14	35.4	13.60	7.04	-48.3
North Dakota	0.99	1.34	35.8	0.57	1.30	128.8	5.05	2.74	-45.7
Ohio	1.11	2.21	98.9	0.99	2.35	137.6	4.17	2.60	-37.6
Oklahoma	2.32	2.22	-4.1	1.33	2.05	54.4	11.62	4.93	-57.6
Oregon	0.86	1.48	71.9	0.70	1.52	117.8	3.28	2.57	-21.6
Pennsylvania	1.40	2.24	60.1	1.12	2.24	100.2	4.96	3.52	-29.1
Rhode Island	1.59	2.56	61.2	1.08	2.53	133.8	6.43	4.79	-25.5
South Carolina	2.69	2.92	8.5	1.78	2.47	38.9	16.96	7.75	-54.3
South Dakota	1.14	1.79	56.6	0.72	1.69	135.0	4.99	3.35	-32.8
Tennessee	2.86	3.20	11.9	1.87	2.98	59.4	14.77	7.45	-49.6
Texas	1.89	2.09	10.8	0.95	1.61	69.1	12.69	8.46	-33.4
Utah	0.55	0.99	79.3	0.51	1.08	111.5	3.03	1.98	-34.7
Vermont	1.77	2.16	22.0	1.31	2.19	67.0	8.08	4.64	-42.6
Virginia	1.50	1.94	29.6	1.02	1.61	57.7	8.52	5.37	-37.0
Washington	1.16	1.68	45.2	0.98	1.74	77.9	4.83	3.38	-30.1
West Virginia	2.13	3.82	79.3	1.86	4.19	125.1	7.95	5.21	-34.5
Wisconsin	1.44	1.75	21.7	0.96	1.73	80.6	6.54	2.65	-59.4
Wyoming	0.42	1.20	185.9	0.29	1.29	346.1	2.74	1.79	-34.5
Total	1.85	2.43	31.2	1.26	2.17	72.3	8.98	6.03	-32.9

Note: Reciprocity rates are the ratios of the number of SSI recipients (in the respective age groups) as of the month of December to the population in the respective age group as of the the month of July; calculations by DHHS.

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

**Table A-26. SSI Reciprocity Rates by State, Selected Fiscal Years 1975 – 1997**

[In percent]

	1975	1985	1990	1992	1994 <sup>2</sup>	1996 <sup>2</sup>	1997 <sup>2</sup>
Alabama	3.98	3.29	3.29	3.43	3.83	3.91	3.78
Alaska	0.81	0.65	0.84	0.90	1.05	1.21	1.22
Arizona	1.24	1.04	1.22	1.42	1.68	1.71	1.68
Arkansas	4.09	3.14	3.23	3.47	3.83	3.76	3.59
California	3.09	2.59	2.93	3.10	3.23	3.28	3.17
Colorado	1.37	0.93	1.14	1.29	1.49	1.50	1.45
<b>Connecticut</b>	0.76	0.83	0.98	1.10	1.30	1.41	1.41
Delaware	1.19	1.21	1.21	1.27	1.45	1.58	1.56
District of Columbia	2.23	2.51	2.67	3.00	3.48	3.73	3.75
Florida	1.86	1.62	1.71	1.90	2.27	2.45	2.41
Georgia	3.27	2.56	2.46	2.55	2.75	2.73	2.66
<b>Hawaii</b>	1.08	1.08	1.25	1.30	1.53	1.65	1.64
Idaho	1.06	0.84	1.03	1.21	1.39	1.46	1.41
Illinois	1.22	1.18	1.55	1.78	2.21	2.27	2.12
Indiana	0.83	0.87	1.09	1.26	1.49	1.55	1.51
Iowa	1.00	0.96	1.18	1.29	1.44	1.47	1.43
<b>Kansas</b>	1.05	0.87	0.99	1.14	1.39	1.49	1.40
Kentucky	2.83	2.65	3.11	3.42	4.07	4.38	4.29
Louisiana	3.90	2.87	3.15	3.49	4.14	4.19	4.03
Maine	2.31	1.89	1.93	2.03	2.38	2.24	2.27
Maryland	1.17	1.16	1.25	1.35	1.57	1.67	1.67
<b>Massachusetts</b>	2.30	1.91	1.98	2.23	2.60	2.72	2.75
Michigan	1.31	1.35	1.54	1.71	2.18	2.23	2.14
Minnesota	1.00	0.78	0.92	1.05	1.30	1.37	1.34
Mississippi	5.21	4.28	4.42	4.68	5.23	5.20	4.98
Missouri	2.10	1.58	1.66	1.83	2.08	2.17	2.08
<b>Montana</b>	1.12	0.92	1.25	1.38	1.55	1.62	1.56
Nebraska	1.06	0.88	0.99	1.09	1.26	1.32	1.27
Nevada	1.00	0.85	0.95	1.04	1.30	1.37	1.33
New Hampshire	0.67	0.62	0.62	0.71	0.85	0.95	0.95
New Jersey	1.11	1.23	1.36	1.52	1.78	1.82	1.79
New Mexico	2.29	1.83	2.08	2.25	2.58	2.67	2.62
New York	2.24	2.00	2.31	2.60	3.10	3.33	3.30
North Carolina	2.71	2.21	2.24	2.36	2.58	2.66	2.60
North Dakota	1.25	0.96	1.17	1.30	1.39	1.38	1.34
Ohio	1.22	1.19	1.44	1.63	2.12	2.27	2.21
<b>Oklahoma</b>	3.03	1.81	1.92	2.02	2.22	2.28	2.22
Oregon	1.12	0.95	1.11	1.24	1.47	1.51	1.48
Pennsylvania	1.24	1.39	1.60	1.77	2.09	2.24	2.24
Rhode Island	1.72	1.62	1.74	1.91	2.29	2.55	2.56
South Carolina	2.84	2.60	2.59	2.67	2.96	3.03	2.92
South Dakota	1.32	1.19	1.45	1.62	1.83	1.88	1.79
Tennessee	3.24	2.71	2.87	3.06	3.37	3.36	3.20
Texas	2.23	1.57	1.73	1.87	2.12	2.15	2.09
Utah	0.76	0.53	0.73	0.84	1.04	1.05	0.99
Vermont	1.93	1.76	1.79	1.99	2.19	2.19	2.16
<b>Virginia</b>	1.53	1.49	1.54	1.67	1.91	2.00	1.94
Washington	1.46	1.09	1.27	1.39	1.64	1.71	1.68
West Virginia	2.37	2.24	2.63	2.91	3.53	3.82	3.82
Wisconsin	1.44	1.50	1.75	1.88	2.16	1.84	1.75
<b>Wyoming</b>	0.67	0.45	0.76	0.92	1.16	1.22	1.20
Total <sup>1</sup>	2.00	1.74	1.94	2.11	2.42	2.49	2.43

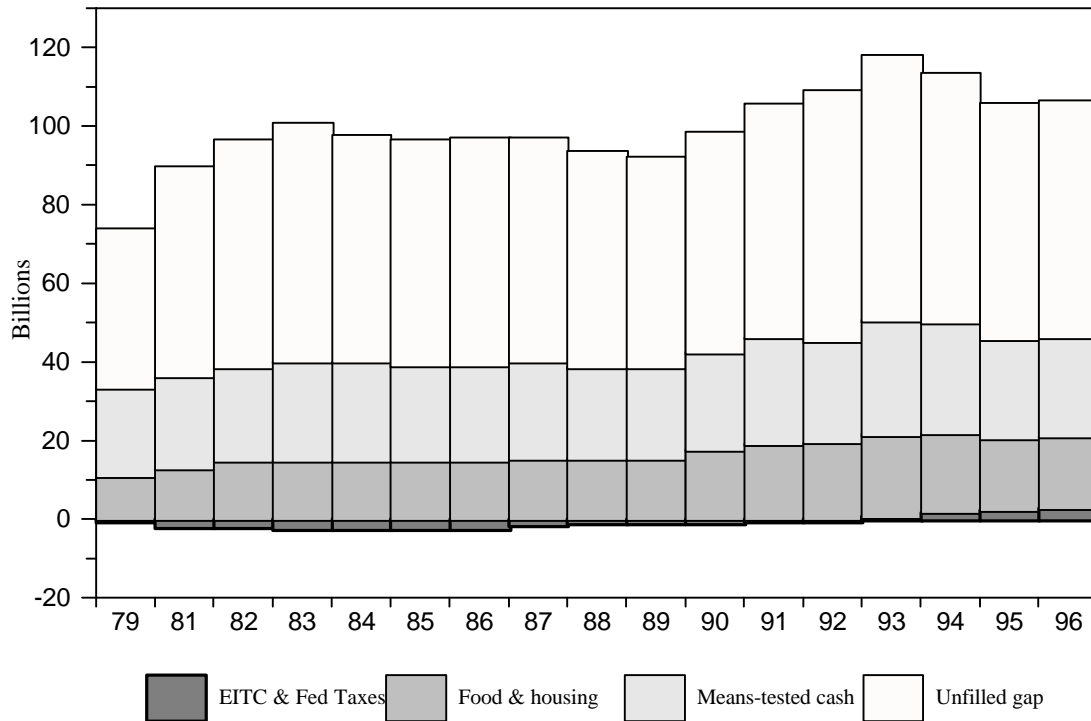
<sup>1</sup> The number of SSI recipients used to calculate the total reciprocity rate includes a certain number of recipients whose State is unknown. For 1975, 1985, 1990, and 1992,, the numbers of unknown (in thousands) were 256, 14, 0, and 71 respectively.

<sup>2</sup> For 1975-92 the percentages are calculated as the average number of monthly SSI recipients over the total population of each State in July of that year. For 1994-1997 the number of recipients is from the month of December; calculations by DHHS. Source: Social Security Administration and Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).

## **Appendix B**

### **Poverty Data**

**Figure B-1. The Poverty Gap<sup>1</sup> and Reductions in the Gap from Cash and Non-Cash Transfers for All Persons, 1979 - 1996**  
(In billions of constant 1996 dollars)



<sup>1</sup> The poverty gap denotes the amount of funds needed to bring all those below poverty up to the poverty threshold; as measured here the gap is the difference between the poverty threshold and cash income plus all social insurance (including social security benefits). Food and housing benefits may be received either as cash or (more generally) as in-kind benefits in which case the market value of food and housing benefits is imputed. EITC refers to the refundable Earned Income Tax Credit which is always positive whereas Federal payroll and income taxes are a negative adjustment.  
Source: Congressional Budget Office tabulations. Additional calculations by DHHS.



**Table B-1. The Poverty Gap <sup>1</sup> and Reductions in the Gap from Cash and Non-Cash Transfers for All Persons, 1979 - 1996**

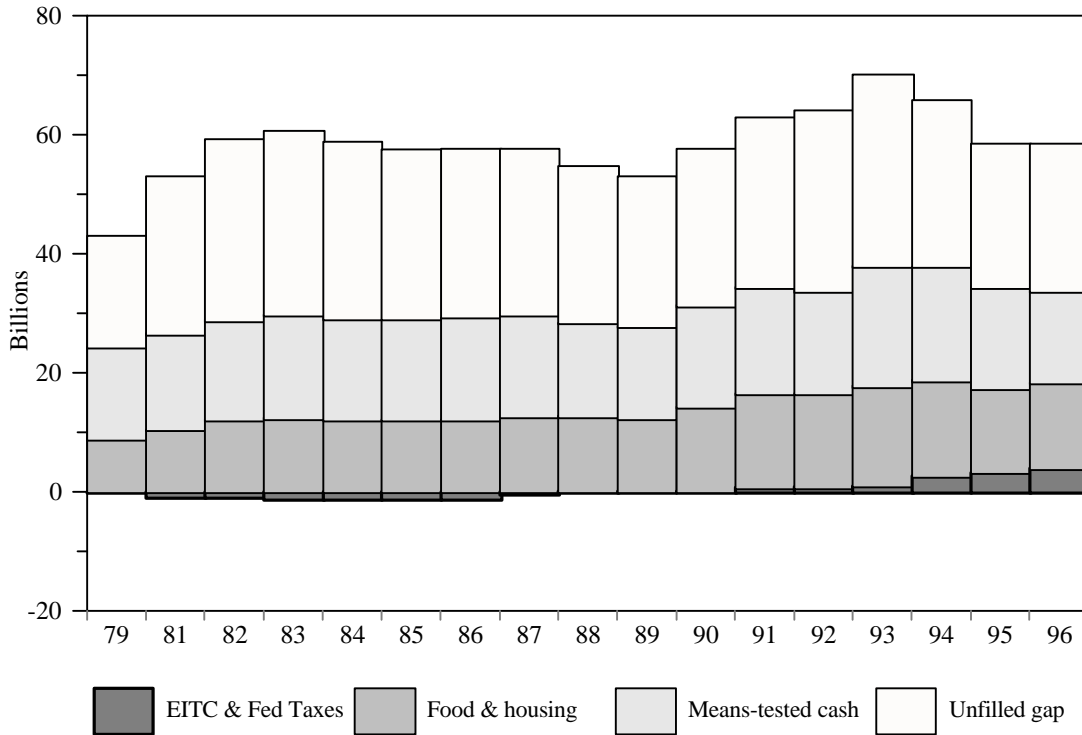
(In billions of constant 1996 dollars)

	1979	1982	1985	1988	1992	1993	1994	1995	1996
<b>Poverty Gap After:</b>									
Cash Income plus All Social Insurance	73.3	94.6	94.3	92.5	108.6	118.1	113.6	106.0	106.6
Plus Means-Tested Cash Assistance	51.0	70.8	69.7	69.3	82.6	89.1	85.4	80.5	81.5
Plus Food and Housing Benefits	39.9	56.2	55.1	53.8	63.1	68.1	65.4	62.4	63.3
Plus EITC and Federal Taxes	40.5	58.2	57.5	54.9	63.6	67.5	63.7	60.1	60.4
<b>Reduction in Poverty Gap Due To:</b>									
Means-Tested Cash	22.3	23.7	24.6	23.2	26.1	29.0	28.1	25.5	25.0
Food and Housing Benefits	11.1	14.6	14.6	15.5	19.4	21.0	20.0	18.2	18.3
EITC and Federal Taxes	-0.6	-2.0	-2.3	-1.1	-0.5	0.6	1.7	2.3	2.9
Total Reductions	32.8	36.4	36.8	37.6	45.0	50.6	49.9	45.9	46.2
<b>Percent Reduction in Gap Due To:</b>									
Means-Tested Cash	30.5	25.1	26.1	25.1	24.0	24.6	24.8	24.0	23.5
Food and Housing Benefits	15.1	15.5	15.5	16.7	17.9	17.8	17.6	17.1	17.1
EITC and Federal Taxes	-0.9	-2.1	-2.4	-1.2	-0.5	0.5	1.5	2.2	2.7
Total Reductions	44.7	38.5	39.1	40.6	41.4	42.9	44.0	43.3	43.3

<sup>1</sup> The poverty gap denotes the amount of funds needed to bring all those below poverty up to the poverty threshold; as measured here the gap is the difference between the poverty threshold and cash income plus all social insurance (including social security benefits). Food and housing benefits may be received either as cash or (more generally) as in-kind benefits in which case the market value of food and housing benefits is imputed. EITC refers to the refundable Earned Income Tax Credit which is always positive whereas Federal payroll and income taxes are a negative adjustment.

Source: Congressional Budget Office tabulations. Additional calculations by DHHS.

**Figure B-2. The Poverty Gap<sup>1</sup> and Reductions in the Gap from Cash & Non-Cash Transfers for Persons in Families with Children Under 18 Years, 1979 - 1996**  
(In billions of constant 1996 dollars)



<sup>1</sup> The poverty gap denotes the amount of funds needed to bring all those below poverty up to the poverty threshold; as measured here it is the difference between the poverty threshold and cash income plus all social insurance (including social security benefits). Food and housing benefits may be received either as cash or (more generally) as in-kind benefits in which case the market value of food and housing benefits is imputed. EITC refers to the refundable Earned Income Tax Credit which is always positive whereas Federal payroll and income taxes are a negative adjustment.  
Source: Congressional Budget Office tabulations. Additional calculations by DHHS.

**Table B-2. The Poverty Gap <sup>1</sup> and Reductions in the Gap from Cash & Non-Cash Transfers for Persons in Families with Children Under 18 Years, 1979 - 1996**

(In billions of constant 1996 dollars)

	1979	1982	1985	1988	1992	1993	1994	1995	1996
<b>Poverty Gap After:</b>									
Cash Income plus All Social Insurance	43.0	58.3	56.4	54.8	64.1	70.0	65.8	58.5	58.4
Plus Means-Tested Cash Assistance	27.7	41.6	39.5	39.1	46.7	50.0	46.7	41.7	42.9
Plus Food and Housing Benefits	18.7	29.4	27.4	26.5	31.0	33.0	30.7	27.3	28.5
Plus EITC and Federal Taxes	18.7	30.3	28.5	26.4	30.1	32.1	28.0	24.1	24.6
<b>Reduction in Poverty Gap Due To:</b>									
Means-Tested Cash	15.3	16.7	16.9	15.6	17.4	20.1	19.1	16.8	15.5
Food and Housing Benefits	9.1	12.2	12.1	12.7	15.7	16.9	16.1	14.3	14.5
EITC and Federal Taxes	0.0	-0.9	-1.0	0.1	0.9	0.9	2.7	3.2	3.9
Total Reductions	24.4	28.0	28.0	28.4	33.9	38.0	37.9	34.4	33.9
<b>Percent Reduction in Gap Due To:</b>									
Means-Tested Cash	35.5	28.6	29.9	28.6	27.1	28.7	29.0	28.8	26.5
Food and Housing Benefits	21.1	20.9	21.4	23.1	24.5	24.2	24.4	24.5	24.7
EITC and Federal Taxes	0.0	-1.6	-1.8	0.2	1.3	1.4	4.1	5.5	6.7
Total Reductions	56.6	48.0	49.6	51.8	52.9	54.2	57.5	58.8	58.0

<sup>1</sup> The poverty gap denotes the amount of funds needed to bring all those below poverty up to the poverty threshold; as measured here it is the difference between the poverty threshold and cash income plus all social insurance (including social security benefits). Food and housing benefits may be received either as cash or (more generally) as in-kind benefits in which case the market value of food and housing benefits is imputed. EITC refers to the refundable Earned Income Tax Credit which is always positive whereas Federal payroll and income taxes are a negative adjustment.

Source: Congressional Budget Office tabulations. Additional calculations by DHHS.

**Table B-3. Poverty Rate of Related Children Under 18<sup>1</sup> by State, Selected Years 1969 – 1997**

	[In percent]								
	1969	1979	1983	1986	1989	1992	1994	1996	1997
Alabama	29.3	23.6	31.0	38.0	23.5	23.9	21.9	21.2	25.3
Alaska	14.7	12.1	14.4	13.6	13.7	11.9	12.3	9.9	10.4
Arizona	17.9	16.5	27.7	20.1	23.9	23.9	24.6	30.5	25.1
Arkansas	31.3	23.4	23.9	27.6	24.6	23.9	19.3	22.0	26.7
California	12.7	15.2	23.0	19.5	20.1	24.6	27.0	25.0	25.0
Colorado	12.7	11.5	17.5	19.2	16.7	15.1	11.7	11.7	9.5
Connecticut	7.8	11.4	13.8	10.6	1.8	20.1	20.6	21.9	9.9
Delaware	12.3	15.6	12.0	21.2	14.2	12.2	11.3	14.0	16.2
Dist of Columbia	23.1	27.0	32.2	23.0	26.2	35.8	37.3	38.0	38.6
Florida	19.2	18.5	22.5	16.4	19.3	24.4	23.1	21.7	20.4
Georgia	24.1	21.1	23.8	23.8	24.2	27.4	19.4	19.9	24.8
Hawaii	10.3	13.0	20.7	14.7	17.7	19.0	11.9	15.9	20.7
Idaho	12.7	14.3	24.0	23.0	15.3	20.6	16.3	16.6	20.2
Illinois	11.0	14.9	21.4	20.7	20.5	23.6	18.9	17.8	15.8
Indiana	9.3	11.9	24.5	16.4	22.8	16.6	16.9	7.8	10.9
Iowa	10.1	11.5	22.8	16.6	13.7	16.5	14.1	11.0	11.3
Kansas	12.0	11.4	19.5	13.7	16.2	15.0	19.4	13.5	10.9
Kentucky	24.9	21.6	24.7	23.2	19.3	28.0	28.5	24.5	23.1
Louisiana	30.0	23.5	27.5	31.3	33.8	35.3	37.5	31.5	23.1
Maine	14.5	15.8	16.2	11.0	14.4	20.3	11.6	14.3	13.2
Maryland	11.5	12.5	13.3	11.8	13.1	18.7	16.8	16.3	13.4
Massachusetts	8.8	13.1	12.6	14.4	14.3	18.1	13.4	14.2	19.7
Michigan	9.4	13.3	25.3	21.5	19.9	20.7	21.2	16.7	14.2
Minnesota	9.5	10.2	14.8	19.0	17.0	18.6	13.8	11.6	15.9
Mississippi	41.3	30.4	37.8	33.5	31.1	32.9	29.5	29.5	21.5
Missouri	14.9	14.6	22.4	20.2	17.5	22.9	22.7	11.6	18.2
Montana	13.3	13.8	17.7	24.2	22.5	19.5	13.6	25.6	18.7
Nebraska	12.2	12.1	17.3	19.1	18.8	16.0	11.2	12.7	12.1
Nevada	9.1	10.0	10.3	14.4	14.6	19.2	16.5	9.4	16.8
New Hampshire	7.9	9.4	10.2	1.7	9.5	10.1	11.5	9.0	12.3
New Jersey	9.2	14.1	17.9	13.9	12.7	15.5	13.9	13.5	13.9
New Mexico	26.7	22.1	29.5	27.8	27.0	29.8	29.1	34.2	29.9
New York	12.7	19.0	23.3	20.6	19.4	25.8	25.8	25.0	25.2
North Carolina	23.6	18.3	19.8	19.1	15.6	24.3	20.4	17.9	16.3
North Dakota	15.9	14.3	16.9	14.1	15.0	14.3	12.0	11.0	18.5
Ohio	10.0	13.2	19.2	18.7	15.1	19.4	21.0	18.5	15.3
Oklahoma	19.7	15.7	22.6	17.7	18.7	24.2	22.9	25.4	17.7
Oregon	10.8	12.0	23.3	15.5	16.0	15.2	14.7	19.8	15.8
Pennsylvania	10.9	13.9	22.3	14.2	16.6	16.2	18.9	15.3	16.6
Rhode Island	11.7	13.8	23.1	13.9	8.4	21.7	14.1	14.3	21.0
South Carolina	28.7	21.0	29.3	23.2	24.7	29.0	20.6	19.1	19.5
South Dakota	18.9	20.0	23.2	21.8	13.9	19.0	19.2	13.4	16.8
Tennessee	24.6	20.6	28.4	23.5	26.5	21.3	19.0	22.8	19.1
Texas	21.7	18.7	22.7	24.7	24.0	26.6	27.7	24.1	23.0
Utah	10.6	10.7	16.2	14.2	10.0	11.8	9.0	8.8	11.5
Vermont	11.5	13.9	21.2	15.8	9.1	11.8	7.9	16.7	12.1
Virginia	18.0	14.9	16.1	14.6	14.8	14.6	12.0	17.2	17.6
Washington	9.8	11.5	13.6	18.5	11.2	15.3	15.7	16.0	14.0
West Virginia	24.3	18.5	30.9	30.8	21.5	35.1	26.3	24.0	20.6
Wisconsin	8.9	10.4	14.6	14.3	11.7	15.0	13.1	11.5	10.7
Wyoming	11.6	7.7	14.5	19.7	14.7	13.5	11.1	13.3	15.3
United States	13.8	16.0	21.8	19.8	19.0	21.6	21.2	19.8	19.2

<sup>1</sup> Related children under 18 include own children, including stepchildren and adopted children, plus all other children in the household who are related to the householder by blood, marriage, or adoption.

Note: Due to limited sample size, rates for small states exhibit large sampling errors.

Source: U.S. Bureau of the Census, for 1969 data see 1970 Census of Population, PC(S1)-105 "Supplementary Report", table 3; for 1979 data, see 1980 Census of Population, PC80-1-C1 "General Social and Economic Characteristics", table 245; subsequent years are unpublished March Current Population Survey data.

**Table B-4. Poverty Rate of All Persons By State, Selected Years 1969 – 1997**

	[In percent]								
	1969	1979	1983	1986	1989	1992	1994	1996	1997
Alabama	25.4	18.9	22.9	23.8	18.9	17.3	16.4	14.0	15.7
Alaska	12.6	10.7	12.4	11.4	10.5	10.2	10.2	8.2	8.8
Arizona	15.3	13.2	16.5	14.3	14.1	15.8	15.9	20.5	17.2
Arkansas	27.8	19.0	21.6	21.3	18.3	17.5	15.3	17.2	19.7
California	11.1	11.4	14.9	12.7	12.9	16.4	17.9	16.9	16.6
Colorado	12.3	10.1	12.5	13.5	12.1	10.8	9.0	10.6	8.2
Connecticut	7.2	8.0	8.7	6.0	2.9	9.8	10.8	11.7	8.6
Delaware	10.9	11.9	8.5	12.4	10.0	7.8	8.3	8.6	9.6
Dist of Columbia	17.0	18.6	21.3	12.8	18.0	20.3	21.2	24.1	21.8
Florida	16.4	13.5	14.8	11.4	12.5	15.6	14.9	14.2	14.3
Georgia	20.7	16.6	18.8	14.6	15.0	17.7	14.0	14.8	14.5
Hawaii	9.3	9.9	13.4	10.7	11.3	11.2	8.7	12.1	13.9
Idaho	13.2	12.6	17.3	18.5	12.4	15.2	12.0	11.9	14.7
Illinois	10.2	11.0	14.4	13.3	12.7	15.6	12.4	12.1	11.2
Indiana	9.7	9.7	16.1	12.7	13.7	11.8	13.7	7.5	8.8
Iowa	11.6	10.1	16.7	12.9	10.3	11.5	10.7	9.6	9.6
Kansas	12.7	10.1	13.5	11.1	10.8	11.1	14.9	11.2	9.7
Kentucky	22.9	17.6	18.0	17.7	16.1	19.7	18.5	17.0	15.9
Louisiana	26.3	18.6	21.6	22.0	23.3	24.5	25.7	20.5	16.3
Maine	13.6	13.0	12.4	10.2	10.4	13.5	9.4	11.2	10.1
Maryland	10.1	9.8	8.6	9.2	9.0	11.8	10.7	10.3	8.4
Massachusetts	8.6	9.6	7.7	9.2	8.8	10.3	9.7	10.1	12.2
Michigan	9.4	10.4	16.8	13.9	13.2	13.6	14.1	11.2	10.3
Minnesota	10.7	9.5	12.3	12.5	11.2	13.0	11.7	9.8	9.6
Mississippi	35.4	23.9	26.9	26.6	22.0	24.6	19.9	20.6	16.7
Missouri	14.7	12.2	16.7	14.4	12.6	15.7	15.6	9.5	11.8
Montana	13.6	12.3	15.1	16.5	15.6	13.8	11.5	17.0	15.6
Nebraska	13.1	10.7	15.3	13.6	12.8	10.6	8.8	10.2	9.8
Nevada	9.1	8.7	9.8	8.1	10.8	14.7	11.1	8.1	11
New Hampshire	9.1	8.5	8.1	3.7	7.7	8.7	7.7	6.4	9.1
New Jersey	8.1	9.5	10.9	8.9	8.2	10.3	9.2	9.2	9.3
New Mexico	22.8	17.6	24.2	21.3	19.5	21.6	21.1	25.5	21.2
New York	11.1	13.4	15.8	13.2	12.6	15.7	17.0	16.7	16.5
North Carolina	20.3	14.8	15.9	14.3	12.2	15.8	14.2	12.2	11.4
North Dakota	15.7	12.6	15.1	13.5	12.2	12.1	10.4	11.0	13.6
Ohio	10.0	10.3	13.6	12.8	10.6	12.5	14.1	12.7	11
Oklahoma	18.8	13.4	16.9	14.7	14.7	18.6	16.7	16.6	13.7
Oregon	11.5	10.7	16.4	12.3	11.2	11.4	11.8	11.8	11.6
Pennsylvania	10.6	10.5	15.5	10.1	10.4	11.9	12.5	11.6	11.2
Rhode Island	11.0	10.3	14.8	9.1	6.7	12.4	10.3	11.0	12.7
South Carolina	23.9	16.6	20.9	17.3	17.0	19.0	13.8	13.0	13.1
South Dakota	18.7	16.9	18.1	17.0	13.2	15.1	14.5	11.8	16.5
Tennessee	21.8	16.5	20.1	18.3	18.4	17.0	14.6	15.9	14.3
Texas	18.8	14.7	15.7	17.3	17.1	18.3	19.1	16.6	16.7
Utah	11.4	10.3	13.9	12.6	8.2	9.4	8.0	7.7	8.9
Vermont	12.1	12.1	15.6	11.0	8.0	10.5	7.6	12.6	9.3
Virginia	15.5	11.8	11.4	9.7	10.9	9.5	10.7	12.3	12.7
Washington	10.2	9.8	10.8	12.9	9.6	11.2	11.7	11.9	9.2
West Virginia	22.2	15.0	22.3	22.4	15.7	22.3	18.6	18.5	16.4
Wisconsin	9.8	8.7	10.6	10.7	8.4	10.9	9.0	8.8	8.2
Wyoming	11.7	7.9	12.7	14.6	10.9	10.3	9.3	11.9	13.5
United States	13.7	12.4	15.2	13.6	12.8	14.8	14.5	13.7	13.3

Note: Due to limited sample size, rates for small states exhibit large sampling errors.

Source: U.S. Bureau of the Census, for 1969 data, see 1970 Census of Population, PC(1)-C1 "General Social and Economic Characteristics", table 182; for 1979 data, see 1980 Census of Population, PC80-1-C1 "General Social and Economic Characteristics", table 245; 1983 and later years, "Poverty in the United States: 1997," *Current Population Reports*, Series P60-201 and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

**Table B-5. Number and Percent of Persons in Poverty by Family Relationship for All Races, 1959 - 1997**

All Races	Persons in Families		Related Children <sup>1</sup> Under 18 in Families		Related Children under 18 In Married-couple Families		Related Children under 18 in Families with Female Householder no husband present	
	Thousands	Percent	Thousands	Percent	Thousands	Percent	Thousands	Percent
1959.....	34,562	20.8	17,208	26.9	12,852 <sup>2</sup>	22.3 <sup>2</sup>	4,145	72.2
1960.....	34,925	20.7	17,288	26.5	13,004 <sup>2</sup>	22.1 <sup>2</sup>	4,095	68.4
1961.....	34,509	20.3	16,577	25.2	12,290 <sup>2</sup>	20.9 <sup>2</sup>	4,044	65.1
1962.....	33,623	19.4	16,630	24.7	11,849 <sup>2</sup>	19.7 <sup>2</sup>	4,506	70.2
1963.....	31,498	17.9	15,691	22.8	10,930 <sup>2</sup>	17.7 <sup>2</sup>	4,554	66.6
1964.....	30,912	17.4	15,736	22.7	11,127 <sup>2</sup>	18.0 <sup>2</sup>	4,422	62.3
1965.....	28,358	15.8	14,388	20.7	9,644 <sup>2</sup>	15.6 <sup>2</sup>	4,562	64.2
1966.....	23,809	13.1	12,146	17.4	7,717 <sup>2</sup>	12.4 <sup>2</sup>	4,262	58.2
1967.....	22,771	12.5	11,427	16.3	7,050 <sup>2</sup>	11.3 <sup>2</sup>	4,246	54.3
1968.....	20,695	11.3	10,739	15.3	6,210 <sup>2</sup>	10.0 <sup>2</sup>	4,409	55.2
1969.....	19,175	10.4	9,501	13.8	5,146 <sup>2</sup>	8.5 <sup>2</sup>	4,247	54.4
1970.....	20,330	10.9	10,235	14.9	5,407 <sup>2</sup>	9.0 <sup>2</sup>	4,689	53.0
1971.....	20,405	10.8	10,344	15.1	5,353 <sup>2</sup>	9.1 <sup>2</sup>	4,850	53.1
1972.....	19,577	10.3	10,082	14.9	4,869 <sup>2</sup>	8.5 <sup>2</sup>	5,094	53.1
1973.....	18,299	9.7	9,453	14.2	4,172 <sup>2</sup>	7.4 <sup>2</sup>	5,171	52.1
1974.....	18,817	9.9	9,967	15.1	4,418 <sup>2</sup>	8.1 <sup>2</sup>	5,361	51.5
1975.....	20,789	10.9	10,882	16.8	5,141	9.7	5,597	52.7
1976.....	19,632	10.3	10,081	15.8	4,333	8.3	5,583	52.0
1977.....	19,505	10.2	10,028	16.0	4,173	8.3	5,658	50.3
1978.....	19,062	10.0	9,722	15.7	3,865	7.8	5,687	50.6
1979 <sup>3</sup> .....	19,964	10.2	9,993	16.0	4,176	8.3	5,635	48.6
1980.....	22,601	11.5	11,114	17.9	4,982	10.1	5,866	50.8
1981.....	24,850	12.5	12,068	19.5	5,522	11.4	6,305	52.3
1982.....	27,349	13.6	13,139	21.3	6,139	12.6	6,696	56.1
1983.....	27,933	13.9	13,427	21.8	6,345	13.2	6,747	55.4
1984.....	26,458	13.1	12,929	21.0	5,757	12.2	6,772	54.0
1985.....	25,729	12.6	12,483	20.1	5,393	11.3	6,716	53.6
1986.....	24,754	12.0	12,257	19.8	4,942	10.4	6,943	54.4
1987.....	24,725	12.0	12,275	19.7	4,835	10.2	7,019	53.7
1988.....	24,048	11.6	11,935	19.0	4,552	9.5	6,955	52.9
1989.....	24,066	11.5	12,001	19.0	4,738	9.9	6,808	51.1
1990.....	25,232	12.0	12,715	19.9	4,907	10.2	7,363	53.4
1991.....	27,143	12.8	13,658	21.1	5,066	10.6	8,065	55.4
1992.....	28,961	13.3	14,521	21.6	5,547	11.2	8,368	54.6
1993.....	29,927	13.6	14,961	22.0	5,845	11.7	8,503	53.7
1994.....	28,985	13.1	14,610	21.2	5,439	10.8	8,427	52.9
1995.....	27,501	12.3	13,999	20.2	4,971	10.0	8,364	50.3
1996.....	27,376	12.2	13,764	19.8	5,035	10.1	7,990	49.3
1997.....	26,217	11.6	13,422	19.2	4,759	9.5	7,928	49.0

<sup>1</sup> Related children under 18 include own children, including stepchildren and adopted children, plus all other children in the household who are related to the householder by blood, marriage, or adoption.

<sup>2</sup> Estimated by subtracting an estimate of the number of children living in families headed by male householders with no wife present from the total number of children living in all male-headed households.

<sup>3</sup> Prior to 1979 unrelated subfamilies were included in all families. Beginning in 1979 unrelated subfamilies are excluded from all families.

Source: U.S. Bureau of the Census, "Poverty in the United States: 1997," *Current Population Reports*, Series P60-201 and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

**Table B-6. Composition of Poverty Population for Selected Demographic Groups, Selected Years**

Demographic group	Year <sup>1</sup>								
	1959	1966	1975	1985	1990	1992	1994	1996	1997
Aged	13.9	17.9	12.8	10.5	10.9	10.3	9.6	9.4	9.5
Children	43.6	42.6	42.1	38.8	39.5	39.7	39.6	38.8	39.7
Nonaged adults	42.5	39.5	45.1	50.7	49.7	49.9	50.8	51.8	50.8
Individuals in Female-headed families <sup>2</sup>	26.3	36.0	47.4	49.5	53.4	52.6	52.8	53.5	52.7
Individuals in All other families <sup>2</sup>	73.7	64.0	52.6	50.5	46.6	47.4	47.2	46.5	47.3
Blacks	25.1	31.1	29.2	27.0	29.3	28.5	26.8	26.5	25.6
Whites	72.1	67.7	68.7	69.1	66.5	66.4	66.7	67.5	68.6
Other races	2.8	1.2	2.1	3.9	4.2	5.1	6.5	6.0	5.8
Hispanic origin <sup>3</sup>	NA	NA	11.6	15.8	17.9	20.0	22.1	23.8	23.4
Individuals in Families with children <sup>4</sup>	NA	NA	NA	NA	68.0	68.4	68.0	66.7	NA
Male present	NA	NA	NA	NA	30.7	31.4	31.2	30.1	NA
Female head	NA	NA	NA	NA	37.2	37.0	36.9	36.5	NA
Individuals in all Other families	NA	NA	NA	NA	32.0	31.6	32.0	33.3	NA

<sup>1</sup> Demographic data are for March of the following year.

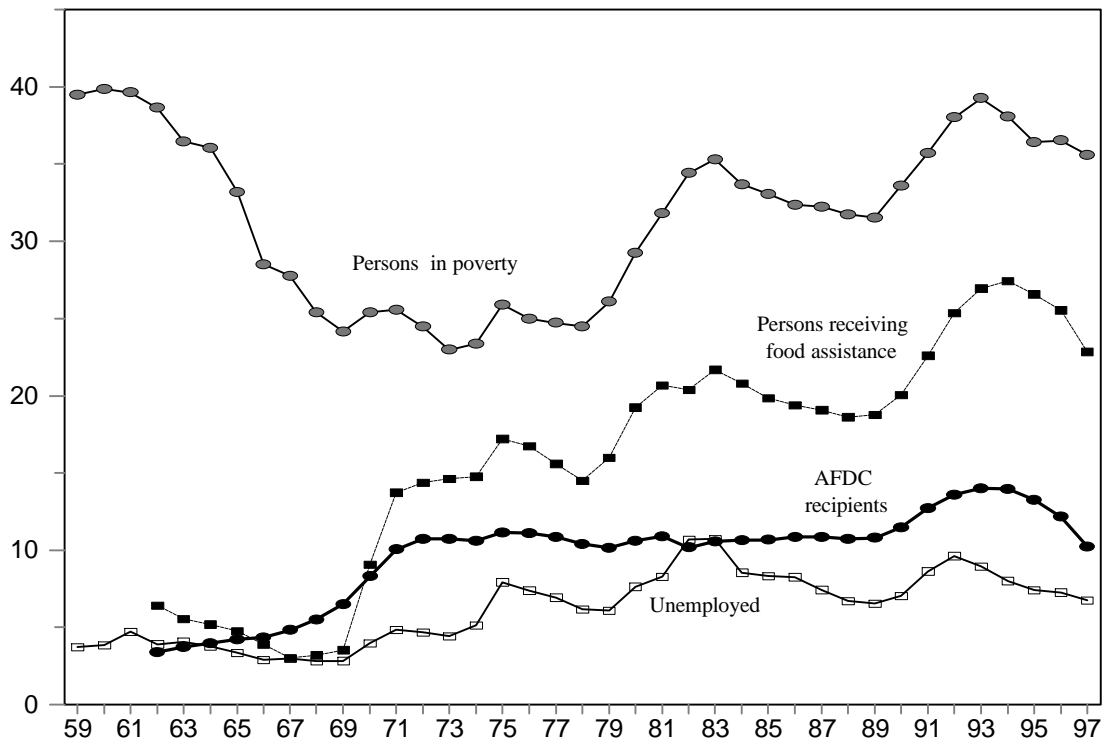
<sup>2</sup> Includes unrelated or single individuals.

<sup>3</sup> Hispanic origin may be of any race; therefore numbers add to more than 100 percent

<sup>4</sup> Family includes related children under 18.

Source: 1998 Green Book, Table H-5. Based on data from March Current Population Survey.

**Figure B-3. Number of Persons Living in Poverty, Unemployed and Receiving Food Stamps<sup>1</sup> and AFDC, 1959 - 1997**  
(In millions)



<sup>1</sup> Included in the total of persons receiving food stamps are those persons served by the Family Food Assistance Program (FFAP) which was the predecessor nutrition assistance program to the Food Stamps Program. In 1962 FFAP had 6.4 million participants but by 1967 the number had dropped to 3 million and by 1974, its last year of significant operation it had 1.4 million participants. The Food Stamp program began in the early 1960s on an experimental basis and served less than 1 million participants until 1967 when it reached 1.4 million participants. By 1974 it served 12.9 million participants.

Notes: To be comparable to the poverty and unemployment data, persons receiving food stamps and AFDC benefits in the territories (Guam, Puerto Rico, and the Virgin Islands) are excluded. Data for food stamp participants are for fiscal years; all of the other data series are for calendar years. The reason that the number of AFDC recipients declined slightly during the 1982 recession, rather than increasing as would be expected, was because of new restrictive eligibility provisions enacted as part of OBRA 1981— effective July 1, 1981 families with incomes greater than 150 percent of a State's standard of need were no longer eligible for AFDC income assistance; this was raised to 185 percent in 1984.

Source: U. S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, National Data Bank of the USDA Food and Nutrition Service, U.S. Department of Labor, Bureau of Labor Statistics, *Employment and Earnings*, monthly, and U.S. Bureau of the Census, "Poverty in the United States: 1997," *Current Population Reports*, Series P60-201 and earlier years.



**Table B-7. Annual AFDC Benefit Levels by State For a Mother and Two Children with No Earnings, Selected Years 1972 – 1996**

State	AFDC Benefit Levels (in 1996 dollars)							Percent Change in Benefits		
	1972	1980	1985	1989	1993	1994	1996	1972-89	1989-93	1993-96
Alabama	\$3,847	\$2,701	\$2,065	\$1,797	\$2,134	\$2,079	\$1,968	-53.3	18.7	-7.8
Arizona	5,842	4,624	4,078	4,462	4,515	4,399	4,164	-23.6	1.2	-7.8
Arkansas	4,453	3,685	3,361	3,107	2,654	2,586	2,448	-30.2	-14.6	-7.8
California	11,363	10,825	10,274	10,570	8,119	7,694	7,152	-7.0	-23.2	-11.9
Colorado	8,086	6,637	6,056	5,434	4,632	4,513	4,272	-32.8	-14.8	-7.8
Connecticut	12,396	9,292	9,959	9,884	8,848	8,620	7,632	-20.3	-10.5	-13.7
Delaware	8,727	6,088	5,023	5,072	4,398	4,285	4,056	-41.9	-13.3	-7.8
District of Columbia	9,155	6,545	5,724	6,229	5,322	5,324	4,980	-32.0	-14.6	-6.4
Florida	5,130	4,462	4,201	4,371	3,943	3,841	3,636	-14.8	-9.8	-7.8
Georgia	4,097	3,753	3,903	4,158	3,643	3,549	3,360	1.5	-12.4	-7.8
Idaho	10,686	7,393	5,321	4,828	4,125	4,018	3,804	-54.8	-14.6	-7.8
Illinois	9,297	6,591	5,969	5,209	4,775	4,779	4,524	-44.0	-8.3	-5.3
Indiana	7,124	5,836	4,481	4,386	3,747	3,651	3,456	-38.4	-14.6	-7.8
Iowa	10,472	8,239	6,301	6,244	5,543	5,400	5,112	-40.4	-11.2	-7.8
Kansas	11,791	7,896	6,844	6,640	5,582	5,438	5,148	-43.7	-15.9	-7.8
Kentucky	6,590	4,303	3,448	3,472	2,967	2,877	3,144	-47.3	-14.6	6.0
Louisiana	4,560	3,959	3,325	2,894	2,472	2,408	2,280	-36.5	-14.6	-7.8
Maine	7,872	6,408	6,472	6,671	5,894	5,299	5,016	-15.3	-11.6	-14.9
Maryland	7,124	6,179	5,758	6,031	4,762	4,728	4,476	-15.3	-21.0	-6.0
Massachusetts	11,683	8,193	7,561	8,209	7,013	7,340	6,780	-29.7	-14.6	-3.3
Michigan (Wayne)	12,004	9,727	6,896	7,082	5,972	5,818	5,508	-41.0	-15.7	-7.8
Minnesota	11,755	9,543	9,242	8,102	6,922	6,744	6,384	-31.1	-14.6	-7.8
Mississippi	1,710	2,197	1,680	1,828	1,561	1,521	1,440	6.9	-14.6	-7.8
Missouri	4,809	5,676	4,796	4,341	3,799	3,701	3,504	-9.7	-12.5	-7.8
Montana	7,872	5,928	6,196	5,468	5,218	5,273	5,256	-30.5	-4.6	0.7
Nebraska	8,977	7,095	6,127	5,544	4,736	4,614	4,368	-38.2	-14.6	-7.8
Nevada	7,409	5,996	4,989	5,026	4,528	4,411	4,176	-32.2	-9.9	-7.8
New Hampshire	10,971	7,918	6,809	7,706	6,714	6,972	6,600	-29.8	-12.9	-1.7
New Jersey	11,043	8,239	7,072	6,458	5,517	5,375	5,088	-41.5	-14.6	-7.8
New Mexico	6,020	5,035	4,516	4,021	4,645	4,830	4,668	-33.2	15.5	0.5
New York	14,035	9,017	8,297	8,209	7,508	7,314	6,924	-41.5	-8.5	-7.8
North Carolina	6,519	4,394	4,306	4,051	3,539	3,448	3,264	-37.9	-12.6	-7.8
North Dakota	10,758	7,644	6,494	5,879	5,322	5,463	5,172	-45.4	-9.5	-2.8
Ohio	7,266	6,019	5,076	4,889	4,437	4,323	4,092	-32.7	-9.2	-7.8
Oklahoma	8,264	6,454	4,936	4,950	4,216	4,107	3,684	-40.1	-14.8	-12.6
Oregon	12,610	8,880	6,757	6,579	5,985	5,831	5,520	-47.8	-9.0	-7.8
Pennsylvania	11,291	7,278	6,371	6,122	5,478	5,337	5,052	-45.8	-10.5	-7.8
Rhode Island	11,185	7,781	7,159	8,270	7,209	7,023	6,648	-26.1	-12.8	-7.8
South Carolina	3,419	2,953	3,273	3,137	2,602	2,535	2,400	-8.2	-17.1	-7.8
South Dakota	10,437	7,347	5,758	5,742	5,426	5,451	5,160	-45.0	-5.5	-4.9
Tennessee	4,097	2,792	2,679	2,802	2,407	2,345	2,220	-31.6	-14.1	-7.8
Texas	4,132	2,655	2,923	2,797	2,394	2,383	2,256	-32.3	-14.4	-5.8
Utah	9,796	8,239	6,581	5,894	5,387	5,248	5,112	-39.8	-8.6	-5.1
Vermont	11,862	11,260	10,205	9,915	8,575	8,240	7,596	-16.4	-13.5	-11.4
Virginia	9,546	5,904	6,196	5,391	4,606	4,487	4,248	-43.5	-14.6	-7.8
Washington	11,683	10,482	8,332	7,493	7,104	6,921	6,552	-35.9	-5.2	-7.8
West Virginia	7,338	4,714	4,359	3,792	3,240	3,207	3,036	-48.3	-14.6	-6.3
Wisconsin	12,716	10,162	9,329	7,874	6,727	6,554	6,204	-38.1	-14.6	-7.8
Wyoming	8,727	5,264	6,301	5,483	4,684	4,563	4,320	-37.2	-14.6	-7.8
Average	\$8,542	\$6,535	\$5,792	\$5,602	\$4,930	\$4,834	\$4,569	-34.4	-12.0	-7.3
Weighted Average	8,723	6,813	6,134	5,980	5,138	5,005	4,718	-31.4	-14.1	-8.2

Note: Dollars adjusted for inflation using fiscal year average values of the CPI-U-X1 price index. Each state's weight in every year is the state's population of persons under 18 years of age in 1990 (for continuity over time Alaska, Hawaii, and the territories are not included).

Source: DHHS and Ways and Means Committee staff based upon state AFDC benefit data collected by the Congressional Research Service.

**Table B-8. Annual AFDC and Food Stamp Benefit Levels by State For a Mother and Two Children with No Earnings, Selected Years 1972 – 1996**

State	AFDC & Food Stamp Benefit Levels (in 1996 dollars)							Percent Change in Benefits		
	1972	1980	1985	1989	1993	1994	1996	1972-89	1989-93	1993-96
Alabama	\$7,481	\$6,452	\$5,706	\$5,391	\$5,933	\$5,818	\$5,724	-27.9	10.1	-3.5
Arizona	8,877	7,807	7,347	7,591	7,846	7,707	7,596	-14.5	3.4	-3.2
Arkansas	7,905	7,152	6,844	6,642	6,454	6,325	6,204	-16.0	-2.8	-3.9
California	12,742	12,132	11,684	11,866	10,357	10,014	9,684	-6.9	-12.7	-6.5
Colorado	10,448	9,211	8,731	8,274	7,924	7,783	7,668	-20.8	-4.2	-3.2
Connecticut	13,465	11,063	11,463	11,386	10,878	10,661	10,020	-15.4	-4.5	-7.9
Delaware	10,897	8,828	8,008	8,017	7,755	7,618	7,512	-26.4	-3.3	-3.1
District of Columbia	11,196	9,148	8,498	8,827	8,406	8,354	8,160	-21.2	-4.8	-2.9
Florida	8,379	7,695	7,433	7,527	7,443	7,314	7,224	-10.2	-1.1	-2.9
Georgia	7,655	7,200	7,224	7,377	7,235	7,111	7,032	-3.6	-1.9	-2.8
Idaho	12,269	9,738	8,217	7,847	7,573	7,441	7,344	-36.0	-3.5	-3.0
Illinois	11,296	9,179	8,669	8,195	8,093	8,037	7,908	-27.4	-1.2	-2.3
Indiana	9,775	8,653	7,628	7,537	7,300	7,175	7,092	-22.9	-3.2	-2.8
Iowa	12,118	10,329	8,903	8,838	8,562	8,404	8,256	-27.1	-3.1	-3.6
Kansas	13,042	10,089	9,282	9,403	8,796	8,645	8,472	-27.9	-6.5	-3.7
Kentucky	9,401	7,583	6,905	6,898	6,753	6,617	6,876	-26.6	-2.1	1.8
Louisiana	7,979	7,344	6,819	6,488	6,272	6,148	6,036	-18.7	-3.3	-3.8
Maine	10,298	9,052	9,022	9,136	8,809	8,328	8,184	-11.3	-3.6	-7.1
Maryland	9,775	8,893	8,832	8,958	8,184	8,100	7,968	-8.4	-8.6	-2.6
Massachusetts	12,966	10,297	9,785	10,213	9,590	9,761	9,420	-21.2	-6.1	-1.8
Michigan (Wayne)	13,191	11,366	9,319	9,424	8,861	8,696	8,664	-28.6	-6.0	-2.2
Minnesota	13,016	11,238	10,961	10,139	9,525	9,342	9,144	-22.1	-6.1	-4.0
Mississippi	5,608	5,951	5,321	5,422	5,361	5,261	5,196	-3.3	-1.1	-3.1
Missouri	8,154	8,541	7,848	7,505	7,339	7,213	7,128	-8.0	-2.2	-2.9
Montana	10,298	8,717	8,829	8,294	8,328	8,316	8,352	-19.5	0.4	0.3
Nebraska	11,071	9,531	8,780	8,348	7,989	7,859	7,740	-24.6	-4.3	-3.1
Nevada	9,974	8,765	7,983	7,985	7,846	7,707	7,596	-19.9	-1.7	-3.2
New Hampshire	12,468	10,105	9,258	9,861	9,382	9,507	9,300	-20.9	-4.9	-0.9
New Jersey	12,517	10,329	9,441	9,101	8,640	8,480	8,328	-27.3	-5.1	-3.6
New Mexico	9,002	8,094	7,653	7,281	7,937	8,011	7,944	-19.1	9.0	0.1
New York	15,051	10,872	10,577	10,455	10,136	9,951	9,720	-30.5	-3.1	-4.1
North Carolina	9,351	7,647	7,505	7,303	7,157	7,035	6,960	-21.9	-2.0	-2.7
North Dakota	12,318	9,913	9,037	8,582	8,406	8,455	8,292	-30.3	-2.1	-1.4
Ohio	9,875	8,780	8,045	7,889	7,846	7,656	7,536	-20.1	-0.5	-4.0
Oklahoma	10,572	9,083	7,946	7,932	7,625	7,504	7,260	-25.0	-3.9	-4.8
Oregon	13,626	10,776	9,841	9,612	9,329	9,152	8,964	-29.5	-2.9	-3.9
Pennsylvania	12,692	9,658	8,952	8,753	8,510	8,366	8,208	-31.0	-2.8	-3.5
Rhode Island	12,617	10,009	9,592	10,334	9,798	10,027	9,792	-18.1	-5.2	-0.1
South Carolina	7,181	6,642	6,783	6,663	6,402	6,275	6,156	-7.2	-3.9	-3.8
South Dakota	12,094	9,706	8,523	8,486	8,484	8,442	8,292	-29.8	-0.0	-2.3
Tennessee	7,655	6,530	6,319	6,397	6,207	6,085	5,976	-16.4	-3.0	-3.7
Texas	7,680	6,407	6,538	6,392	6,194	6,123	6,012	-16.8	-3.1	-2.9
Utah	11,645	10,329	9,098	8,593	8,445	8,303	8,256	-26.2	-1.7	-2.2
Vermont	13,091	12,436	11,635	11,407	10,683	10,394	9,996	-12.9	-6.4	-6.4
Virginia	11,470	8,701	8,829	8,241	7,898	7,770	7,656	-28.2	-4.2	-3.1
Washington	12,966	11,893	10,492	9,922	9,993	9,799	9,576	-23.5	0.7	-4.2
West Virginia	9,925	7,871	7,542	7,122	6,948	6,870	6,792	-28.2	-2.4	-2.2
Wisconsin	13,734	11,669	11,022	9,979	9,395	9,216	9,024	-27.3	-5.9	-3.9
Wyoming	10,897	8,254	8,903	8,305	7,963	7,821	7,704	-23.8	-4.1	-3.3
Average	\$10,769	\$9,136	\$8,563	\$8,411	\$8,139	\$8,020	\$7,876	-21.9	-3.2	-3.2
Weighted Average	10,921	9,331	8,811	8,682	8,286	8,136	7,977	-20.5	-4.6	-3.7

Note: Dollars adjusted for inflation using fiscal year average values of the CPI-U-X1 price index. Each state's weight in every year is the state's population of persons under 18 years of age in 1990 (for continuity over time Alaska, Hawaii, and the territories are not included).

Source: DHHS and Ways and Means Committee staff based upon state AFDC benefit data collected by the Congressional Research Service.

**Table B-9. Civilian Unemployment Rate, Selected Years 1979 – 1997**

(Percent of Civilian Labor Force)

	1979	1982	1985	1989	1992	1993	1994	1995	1996	1997
Alabama	7.1	14.4	8.9	7.0	7.4	7.6	6.0	6.3	5.1	5.1
Alaska	9.2	9.9	9.7	6.7	9.2	7.7	7.8	7.3	7.8	7.9
Arizona	5.1	9.9	6.5	5.2	7.6	6.3	6.4	5.1	5.5	4.6
Arkansas	6.2	9.8	8.7	7.2	7.3	6.2	5.3	4.9	5.4	5.3
California	6.2	9.9	7.2	5.1	9.3	9.4	8.6	7.8	7.2	6.3
Colorado	4.8	7.7	5.9	5.8	6.0	5.3	4.2	4.2	4.2	3.3
Connecticut	5.1	6.9	4.9	3.7	7.6	6.3	5.6	5.5	5.7	5.1
Delaware	8.0	8.5	5.3	3.5	5.3	5.3	4.9	4.3	5.2	4.0
Dist. of Columbia	7.5	10.6	8.4	5.0	8.6	8.6	8.2	8.9	8.5	7.9
Florida	6.0	8.2	6.0	5.6	8.3	7.0	6.6	5.5	5.1	4.8
Georgia	5.1	7.8	6.5	5.5	7.0	5.8	5.2	4.9	4.6	4.5
Hawaii	6.3	6.7	5.6	2.6	4.6	4.3	6.1	5.9	6.4	6.4
Idaho	5.7	9.8	7.9	5.1	6.5	6.2	5.6	5.4	5.2	5.3
Illinois	5.5	11.3	9.0	6.0	7.6	7.5	5.7	5.2	5.3	4.7
Indiana	6.4	11.9	7.9	4.7	6.6	5.4	4.9	4.7	4.1	3.5
Iowa	4.1	8.5	8.0	4.3	4.7	4.0	3.7	3.5	3.8	3.3
Kansas	3.4	6.3	5.0	4.0	4.3	5.0	5.3	4.4	4.5	3.8
Kentucky	5.6	10.6	9.5	6.2	6.9	6.2	5.4	5.4	5.6	5.4
Louisiana	6.7	10.3	11.5	7.9	8.2	7.5	8.0	6.9	6.7	6.1
Maine	7.2	8.6	5.4	4.1	7.2	7.9	7.4	5.7	5.1	5.4
Maryland	5.9	8.4	4.6	3.7	6.7	6.2	5.1	5.1	4.9	5.1
Massachusetts	5.5	7.9	3.9	4.0	8.6	6.9	6.0	5.4	4.3	4.0
Michigan	7.8	15.5	9.9	7.1	8.9	7.1	5.9	5.3	4.9	4.2
Minnesota	4.2	7.8	6.0	4.3	5.2	5.1	4.0	3.7	4.0	3.3
Mississippi	5.8	11.0	10.3	7.8	8.2	6.4	6.6	6.1	6.1	5.7
Missouri	4.5	9.2	6.4	5.5	5.7	6.5	4.9	4.8	4.6	4.2
Montana	5.1	8.6	7.7	5.9	6.9	6.1	5.1	5.9	5.3	5.4
Nebraska	3.2	6.1	5.5	3.1	3.0	2.7	2.9	2.6	2.9	2.6
Nevada	5.1	10.1	8.0	5.0	6.7	7.3	6.2	5.4	5.4	4.1
New Hampshire	3.1	7.4	3.9	3.5	7.5	6.6	4.6	4.0	4.2	3.1
New Jersey	6.9	9.0	5.7	4.1	8.5	7.5	6.8	6.4	6.2	5.1
New Mexico	6.6	9.2	8.8	6.7	7.0	7.7	6.3	6.3	8.1	6.2
New York	7.1	8.6	6.5	5.1	8.6	7.8	6.9	6.3	6.2	6.4
North Carolina	4.8	9.0	5.4	3.5	6.0	4.9	4.4	4.3	4.3	3.6
North Dakota	3.7	5.9	5.9	4.3	5.1	4.4	3.9	3.3	3.1	2.5
Ohio	5.9	12.5	8.9	5.5	7.3	6.5	5.5	4.8	4.9	4.6
Oklahoma	3.4	5.7	7.1	5.6	5.7	6.1	5.8	4.7	4.1	4.1
Oregon	6.8	11.5	8.8	5.7	7.6	7.3	5.4	4.8	5.9	5.8
Pennsylvania	6.9	10.9	8.0	4.5	7.6	7.1	6.2	5.9	5.3	5.2
Rhode Island	6.6	10.2	4.9	4.1	9.0	7.8	7.1	7.0	5.1	5.3
South Carolina	5.0	10.8	6.8	4.7	6.3	7.6	6.3	5.1	6.0	4.5
South Dakota	3.5	5.5	5.1	4.2	3.2	3.6	3.3	2.9	3.2	3.1
Tennessee	5.8	11.8	8.0	5.1	6.4	5.7	4.8	5.2	5.2	5.4
Texas	4.2	6.9	7.0	6.7	7.7	7.2	6.4	6.0	5.6	5.4
Utah	4.3	7.8	5.9	4.6	5.0	3.9	3.7	3.6	3.5	3.1
Vermont	5.1	6.9	4.8	3.7	6.7	5.5	4.7	4.2	4.6	4.0
Virginia	4.7	7.7	5.6	3.9	6.4	5.1	4.9	4.5	4.4	4.0
Washington	6.8	12.1	8.1	6.2	7.6	7.6	6.4	6.4	6.5	4.8
West Virginia	6.7	13.9	13.0	8.6	11.4	10.9	8.9	7.9	7.5	6.9
Wisconsin	4.5	10.7	7.2	4.4	5.2	4.7	4.7	3.7	3.5	3.7
Wyoming	2.8	5.8	7.1	6.3	5.7	5.5	5.3	4.8	5.0	5.1
United States	5.8	9.7	7.2	5.3	7.5	6.9	6.1	5.6	5.4	4.9

Source: U.S. Department of Labor, Bureau of Labor Statistics, Local Area Unemployment Statistics, *Geographic Profile of Employment and Unemployment*, annual, (data for 1997 available online at <http://stats.bls.gov:80/lauhome.htm>).

## **Appendix C**

### **Additional Nonmarital Birth Data**

**Table C-1. Percentage of Births that are to Unmarried Women Within Age Groups by Race**

	White					Black				
	Under Age 15	Age 15 - 17	Age 18 - 19	All Teens	All Women	Under Age 15	Age 15 - 17	Age 18 - 19	All Teens	All Women
1940	44.4	NA	NA	7.2	1.9	NA	NA	NA	NA	NA
1941	44.9	NA	NA	7.0	1.9	NA	NA	NA	NA	NA
1942	40.5	NA	NA	6.4	1.7	NA	NA	NA	NA	NA
1943	45.2	NA	NA	6.5	1.6	NA	NA	NA	NA	NA
1944	41.3	NA	NA	8.4	2.0	NA	NA	NA	NA	NA
1945	50.7	NA	NA	10.0	2.4	NA	NA	NA	NA	NA
1946	52.4	NA	NA	8.4	2.1	NA	NA	NA	NA	NA
1947	45.1	NA	NA	6.6	1.8	NA	NA	NA	NA	NA
1948	39.9	10.3	4.6	6.3	1.8	NA	NA	NA	NA	NA
1949	40.4	10.0	4.5	6.1	1.7	NA	NA	NA	NA	NA
1950	41.9	10.2	4.8	6.4	1.7	NA	NA	NA	NA	NA
1951	34.9	9.7	4.4	5.9	1.6	NA	NA	NA	NA	NA
1952	40.4	9.6	4.4	6.0	1.6	NA	NA	NA	NA	NA
1953	43.1	9.6	4.5	6.1	1.7	NA	NA	NA	NA	NA
1954	36.8	10.2	4.9	6.5	1.8	NA	NA	NA	NA	NA
1955	42.1	10.2	4.9	6.6	1.9	NA	NA	NA	NA	NA
1956	42.6	10.2	4.8	6.5	1.9	NA	NA	NA	NA	NA
1957	41.5	10.4	4.7	6.5	2.0	NA	NA	NA	NA	NA
1958	45.3	10.8	4.9	6.8	2.1	NA	NA	NA	NA	NA
1959	46.7	11.4	5.2	7.2	2.2	NA	NA	NA	NA	NA
1960	47.5	11.7	5.4	7.4	2.3	NA	NA	NA	NA	NA
1961	49.9	12.4	6.0	7.9	2.5	NA	NA	NA	NA	NA
1962	48.3	13.4	6.1	8.2	2.8	NA	NA	NA	NA	NA
1963	50.3	15.1	7.0	9.4	3.1	NA	NA	NA	NA	NA
1964	52.3	16.0	7.6	10.4	3.4	NA	NA	NA	NA	NA
1965	57.3	17.3	9.1	11.7	4.0	NA	NA	NA	NA	NA
1966	52.5	19.5	9.9	12.6	4.4	NA	NA	NA	NA	NA
1967	61.6	21.0	11.2	14.2	4.9	NA	NA	NA	NA	NA
1968	61.0	23.4	12.7	16.1	5.3	NA	NA	NA	NA	NA
1969	57.0	24.0	12.9	16.6	5.5	91.7	72.1	48.3	60.0	34.9
1970	57.9	25.2	13.5	17.5	5.7	93.5	76.0	52.1	64.0	37.6
1971	60.5	25.2	13.2	17.4	5.6	95.0	79.6	56.0	68.1	40.5
1972	59.0	26.4	13.7	18.5	6.0	96.4	81.0	59.0	70.7	43.9
1973	65.2	27.6	14.3	19.6	6.4	96.4	82.6	60.4	72.1	45.7
1974	65.3	29.4	15.0	20.8	6.5	97.4	84.8	63.8	74.7	47.1
1975	71.0	33.0	17.2	23.5	7.3	98.4	87.4	67.6	77.8	48.8
1976	69.3	35.7	18.8	25.4	7.7	99.1	89.7	70.9	80.5	50.3

**Table C-1. (continued)**

	White					Black				
	Under Age 15	Age 15 - 17	Age 18 - 19	All Teens	All Women	Under Age 15	Age 15 - 17	Age 18 - 19	All Teens	All Women
1977	72.8	38.9	21.0	27.8	8.2	98.8	90.6	74.6	82.6	51.7
1978	73.1	40.1	22.5	29.1	8.7	97.2	90.9	76.5	83.5	53.2
1979	75.0	42.4	24.3	30.8	9.4	99.4	92.9	78.9	85.7	54.7
1980	75.4	45.4	27.1	33.6	11.2	98.6	93.1	79.9	86.2	56.1
1981	76.5	48.0	28.7	35.5	11.8	98.9	93.9	81.3	87.2	56.9
1982	77.7	50.1	30.3	37.2	12.3	98.4	94.2	82.4	87.9	57.7
1983	79.9	53.1	32.7	39.8	12.9	98.5	95.1	84.4	89.4	59.2
1984	80.8	55.4	35.1	42.2	13.6	98.6	95.3	85.4	90.0	60.3
1985	82.4	58.0	38.2	45.3	14.7	98.8	95.6	86.2	90.6	61.2
1986	83.6	61.3	41.7	48.8	15.9	99.0	95.7	86.9	91.1	62.4
1987	84.6	64.6	44.4	51.8	16.9	99.1	96.1	87.6	91.7	63.4
1988	86.5	66.2	47.3	54.1	18.0	98.9	96.4	88.5	92.3	64.7
1989	84.7	67.2	49.5	55.7	19.2	98.4	96.1	89.0	92.3	59.2
1990	83.6	67.9	50.8	56.8	20.4	98.5	95.6	89.4	92.2	59.8
1991	75.5	69.7	53.2	59.0	21.8	98.1	95.7	89.8	92.5	60.3
1992	76.2	70.6	54.9	60.6	22.6	97.6	95.6	90.4	92.8	68.1
1993	83.2	71.7	57.2	62.7	23.6	98.1	95.7	90.8	93.1	68.7
1994	90.4	77.5	61.9	68.0	25.4	99.1	97.8	93.4	95.5	70.4
1995	88.8	77.4	62.1	68.0	25.3	99.1	97.7	93.2	95.3	69.9
1996	90.1	78.8	63.3	69.2	25.7	99.1	97.9	93.6	95.6	69.8

Notes: Births to unmarried women in the United States for 1940 - 1979 are estimated from data for registration areas in which marital status of the mother was reported; see sources below. Beginning in 1980, births to unmarried women in the United States are based on data from states reporting marital status directly and data from nonreporting states for which marital status was inferred from other information on the birth certificate; see sources below. Data for 1996 are preliminary.

Sources: U. S. Department of Health and Human Services, National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980 - 1992," *Vital and Health Statistics*, Series 21, No. 53, 1995 and U.S. Department of Health and Human Services, National Center for Health Statistics, "Report of Final Natality Statistics, 1996," *Monthly Vital Statistics Report*, Vol. 46, No. 11, June 30, 1998.



