

Welfare Indicators and Risk Factors

Fifteenth Report to Congress



U.S. Department of Health and Human Services

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Note on this Edition

This report represents a redesign of The U.S. Department of Health and Human Service's annual report to Congress, *Welfare Indicators and Risk Factors*. In redesigning the report, some of the indicators reported in the 14th Report to Congress were removed. A list of these indicators, as well as the data sources, can be found at the end of this report. This report meets statutory requirements specified in the Welfare Indicators Act of 1994 (Public Law 103-432). HHS believes the refocused report will better serve members of Congress and their research staff as well as the broader policy research community by making the findings more accessible and targeted.

The core of this report is data on participation in specific social welfare benefit programs, the social, economic and behavioral risk factors associated with participation, and the extent to which American families “depend” on income from welfare programs. As required by statute, the programs examined in this report are TANF (Temporary Assistance for Needy Families), SNAP (the Supplemental Nutrition Assistance Program), and SSI (the Supplemental Security Income program). For context, the report includes annual data on the size of the population in poverty and U.S. economic indicators.

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Executive Summary

The Welfare Indicators Act of 1994 requires the Department of Health and Human Services to prepare annual reports to Congress on indicators and predictors of “welfare dependence.” The 2016 report on Welfare Indicators and Risk Factors provides indicators and risk factors through 2013 for most indicators, reflecting changes that have taken place since the enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996. As directed by the Welfare Indicators Act, the report focuses only on benefits provided by the Temporary Assistance for Needy Families (TANF) program, formerly the Aid to Families with Dependent Children (AFDC) program; the Supplemental Nutrition Assistance Program (SNAP, formerly Food Stamps); and the Supplemental Security Income (SSI) program. These programs represent only a subset of Federal programs that seek to ameliorate poverty and promote self-sufficiency.

HIGHLIGHTS

Dependency

- *The share of the population receiving more than half of their income from TANF, SNAP, and/or SSI—the measure of “dependency” used in this report—is beginning to decline as the economy has improved.* In 2013, 5.0 percent of the total population, 15.7 million persons, received more than half of their total family income from TANF, SNAP or SSI, following a recent peak of 5.3 percent in 2010 (see Figure 2). Compared with 2010, about 460,000 fewer individuals received more than half of their income from these programs in 2013.
- *The share of individuals receiving more than half of their income from these programs shifted the most during the 1990s, when the share fell, and with the Great Recession, when the share rose.* The share of individuals receiving most of their income from these programs fell during the economic expansion of the mid- to late-1990s from 5.9 percent and 15.2 million individuals in 1993 to 3.0 percent and 8.5 million individuals in 2000. After 2000 it began to increase. With the onset of the Great Recession, which lasted from December 2007 to June 2009, the share increased to 5.3 percent and 16.1 million persons in 2010.
- *Most families who receive TANF or SNAP benefits are in the labor force.* About 59 percent of individual TANF recipients in 2013 were in the labor force or lived in a family with a labor force participant (including unemployed individuals looking for work) an increase of 2.1 percentage points from 2012. Among all SNAP participants, 64.7 percent were in the labor force or lived in a family with a labor force participant, unchanged from 2012.

Program Reciprocity

- *The annual rate of receipt for program benefits was unchanged from the previous year.* In 2013, 23.5 percent of the total population received or lived with a family member who received a cash benefit in any amount from TANF, SNAP, or SSI at some point during the year (see Figure 4), essentially unchanged from 2012. While falling between 1994 and 2000, the annual reciprocity rate began to rise after 2000, and increased more rapidly during and in the immediate years following the Great Recession. The year 2013 is the first since 2008 not to show an increase in annual reciprocity.
- *During an average month in 2013, 14.9 percent of the population received SNAP.* SNAP benefit receipt increased sharply in response to the Great Recession, from 8.6 percent in 2007 to 14.1 percent in 2011, a 5.5 percentage point increase over four years. Like the official poverty rate which stayed close to 15.0 percent from 2010 through 2014, growth in SNAP benefit receipt did not decline with the end of the recession but leveled off after 2011. Compared with 2012, the rate of SNAP benefit receipt was 0.3 percentage points higher in 2013.
- The increase in SNAP reciprocity between 2007 and 2013 reflects its intended responsiveness to economic changes, expanding to meet increased need when the economy is in recession. Some of the rise in the number of people receiving SNAP benefits in recent years reflects an increase in the rate of participation among eligible low-income individuals. As the economy continues to improve, decreases in the percentage of people receiving SNAP are expected and are occurring in most States.
- *TANF receipt was 1.3 percent in an average month in 2013, essentially unchanged from 2012.* Receipt of TANF changed little with the Great Recession, ranging from 1.3 percent to 1.5 percent of the total population from 2007 through 2013. Over the long term, TANF receipt has declined. The percentage of individuals who received TANF cash assistance in an average month fell from 4.0 percent in 1997 to 1.4 percent in 2007. In a typical month in 2013, TANF served 3.8 million recipients.
- *The SSI reciprocity rate was 2.6 percent in an average month in 2013, unchanged from the previous three years.* In a typical month in 2013 the SSI program served 8.2 million recipients. SSI reciprocity has increased marginally from 2.3 in 2000 to 2.6 percent in 2013. For nonelderly adults, SSI eligibility is determined both by the presence of a disabling condition and by family income and assets, and so is less likely to function as a countercyclical benefit program.

Program Participation

- *Among poor families who meet TANF eligibility requirements, TANF participation decreased from 2012 to 2013.* The TANF “take-up” or participation rate fell from 69.2

percent in 1997 to 45.7 percent by 2003. The rate declined to 33.9 percent in 2011 and 32.4 percent in 2012, reaching a historic low of 30.7 percent in 2013.

- *Among households eligible for SNAP, participation in the program increased from 2012 to 2013.* In 2013 the household participation rate was 90.2 percent compared with the rate of 87.2 percent in 2012. SNAP participation rates reflect a bipartisan effort on the parts of both the Federal government over multiple administrations and the States to improve program access for eligible households.
- *Participation in SSI among those eligible for the program decreased.* Among those eligible for SSI, 62.3 percent participated in the program in 2013, down 1.8 percentage points compared with the 2012 participation rate of 64.1 percent. Participation in SSI has declined over the long term. “Take-up” rates decreased from 68.8 percent in 2006 to a low of 62.3 percent in 2013.

Multiple Program Receipt and Receipt Duration

- *Among all persons, 2.7 percent received benefits from multiple programs in 2013.* Since 2000 the percentage of the total population that received benefits from more than one program among TANF, SNAP and SSI has ranged from 2.4 percent to 2.9 percent.
- *The percentage of people who received benefits from both TANF and SNAP did not increase with the Great Recession.* From 2006 to 2012 the proportion of people in families who received both TANF and SNAP benefits held steady at 1.2 to 1.3 percent of the population. In 2013 the rate was 1.1 percent.
- *The combination of SSI and SNAP increased by 0.4 percentage points since the Great Recession.* The percentage of people who received both SSI and SNAP benefits increased from 1.2 percent of the total population in 2007 to 1.6 percent in 2011, 2012, and 2013.
- *Spells of program receipt are typically short.* Since 2008, 53.7 percent of all new SNAP spells and 79.6 percent of all new TANF spells lasted one year or less.

Risk Factors, Social and Economic Context

- *The official poverty rate has not decreased since the recession.* The national poverty rate in 2014 was 14.8 percent, not statistically different from the poverty rate in 2010, the peak rate the year after the recession. Poverty increased in 2008, the first full year of the Great Recession to 13.2 percent, and the rate peaked in 2010 at 15.1 percent. Prior to this period the poverty rate had not reached 14.0 percent since 1994.
- *For children, the poverty rate is down.* Poverty decreased for children from 22.0 percent

in 2010 to 21.1 percent in 2014, and especially among children under age six who experienced a nearly 2 percentage point drop in poverty rates from 25.8 percent in 2010 to 23.9 percent in 2014.

- Program benefits reduced poverty. Accounting for the value of SNAP benefits would reduce the number of individuals counted as living in poverty by 1.5 percentage points or 4.7 million individuals in 2014 according to the supplemental poverty measure. The value of SSI benefits had the effect of reducing the supplemental poverty rate by 1.2 percentage points or 3.8 million people in 2014. TANF benefits reduced the supplemental poverty rate by 0.2 percentage points or 600,000 persons both because of the limited benefit it provides on average and the small number of individuals enrolled. Among TANF recipients only, however, TANF benefits reduced the supplemental poverty rate by 11.3 percentage points.
- *Births among young women under age 20 have decreased precipitously since 2007.* From a recent peak of 63.9 per 1,000 in 2007, the birth rate among unmarried women ages 18 and 19 fell by one-third over the past six years to 42.1 per 1,000 in 2013. Births for younger, unmarried teens have also decreased significantly since the Great Recession, from 20.8 per 1,000 in 2007 to 11.9 per 1,000 in 2013, a decrease of 40 percent.

MEASUREMENT

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

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

Several risk factors associated with welfare receipt are also included, such as economic security, employment and barriers to employment. The contextual risk factors are useful to ensure that predictors of receipt are not assessed in isolation. Families must generally receive an adequate income from employment in order to avoid severe deprivation. Trends in

nonmarital teen births are provided since the lower incomes of young and single-parents affect the need for and use of welfare programs.

DATA SOURCES

This report uses data from the Current Population Survey (CPS) and administrative data for the TANF cash assistance program, SNAP, and the SSI program to provide updated measures through 2013 for the key dependence indicators. Because program participation tends to be underreported in household surveys, this report supplements survey data with administrative records and a microsimulation model, TRIM3.

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

Introduction

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

Welfare dependence is the proportion of all individuals in families that receive more than half of their total family income in one year from TANF, SSI or SNAP.

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

The report is focused on cash and near cash benefit receipt from three major social welfare programs, as directed by the Welfare Indicators Act: Temporary Assistance for Needy Families (TANF), the Supplemental Nutrition Assistance Program (SNAP), and Supplemental Security Income (SSI). Each program's eligibility criteria serve to shape the portrait of dependency and reciprocity described in this report.

The **Temporary Assistance for Needy Families (TANF)** program provides monthly cash benefits and services to eligible families with children and is run directly by the states. TANF was created under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), Public Law 104-193, to replace the Aid to Families with Dependent Children (AFDC) program. With TANF states have broad discretion to design programs and determine eligibility for benefits and services and over time greater resources have been devoted to work support and other services rather than cash assistance to families. Based on federal TANF funds and state maintenance of effort funds, cash assistance to families accounted for only 26.5 percent of the program's budget in 2014.ⁱⁱ Federal law prohibits states from using federal TANF funds for assistance to a family with an adult who has received federally funded assistance for 60 consecutive or nonconsecutive months. However some states impose limits shorter than 60 months and some states allow children to continue to receive benefits once their parent or caretaker becomes ineligible.

TANF benefit levels in each state vary by the size of income disregards, family size, earnings, and maximum state income limits. For families who qualify, the average benefit was \$449 a month for family of three in 2014. This value is about \$5,400 annually or 30% of the poverty guideline. In 2014 many TANF cases were child only.

These are cases in which no adult in the household received a cash benefit or other TANF assistance. For these cases, the mean monthly benefit was \$242 and the median benefit amount was \$203. Average values obscure state to state variation. For example, in 17 states average benefits for a family of three ranged from only 10% to 20% of the poverty guideline, less than \$325 a month. In the three most generous states, average TANF benefits in 2014 for a family of three ranged from 46% to 56% of the poverty guideline. A complete list of benefit levels by state is available in Appendix Table 6, Indicator 3.

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

To be eligible for SNAP benefits under Federal rules, most households must meet eligibility criteria for both income and assets. A household's monthly gross income cannot exceed 130% of the federal poverty guideline, about \$2,100 a month or \$25,400 a year for a parent and two children in 2014, and net income after allowable deductions cannot exceed 100% of the poverty guideline. Many adults must also meet certain work requirements in order to be eligible for SNAP.

In general, able-bodied household members over age 16 and under age 60 are expected to register for work, participate in education or training, or accept work. Able-bodied adults without dependents are limited to three months of SNAP receipt in any 36 month period unless they work at least 20 hours per week or engage in certain education and training programs. In economically distressed areas, this time limit can be suspended, which happened during the Great Recession. However, many states have or are in the process of re-imposing this time limit.

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

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

In contrast with SNAP, the SSI program was not designed for rapid response to economic downturns. The purpose of SSI is to assist particularly vulnerable populations who would otherwise not be able to meet their basic needs.

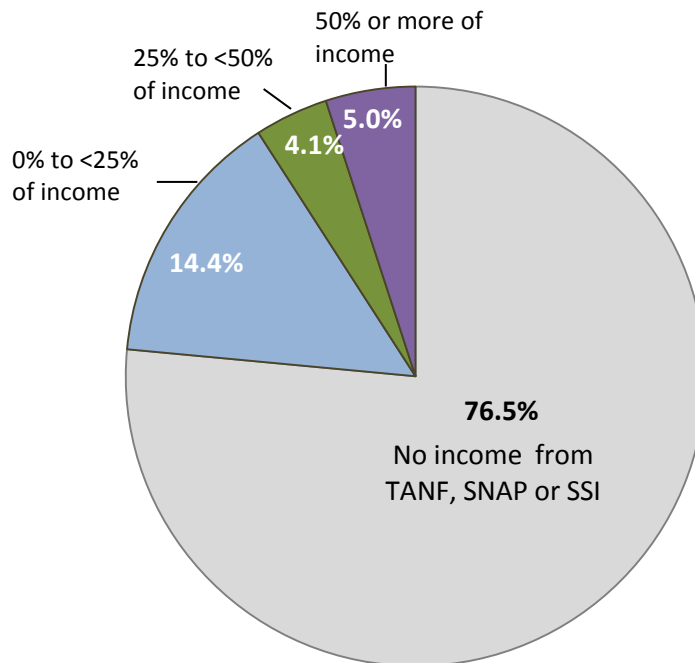
I. Welfare Dependence, Program Receipt and Participation

Indicator 1. Degree of Dependence

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

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

Figure 1. Percentage of the Population by Proportion of Income from TANF, SNAP or SSI, 2013ⁱⁱⁱ

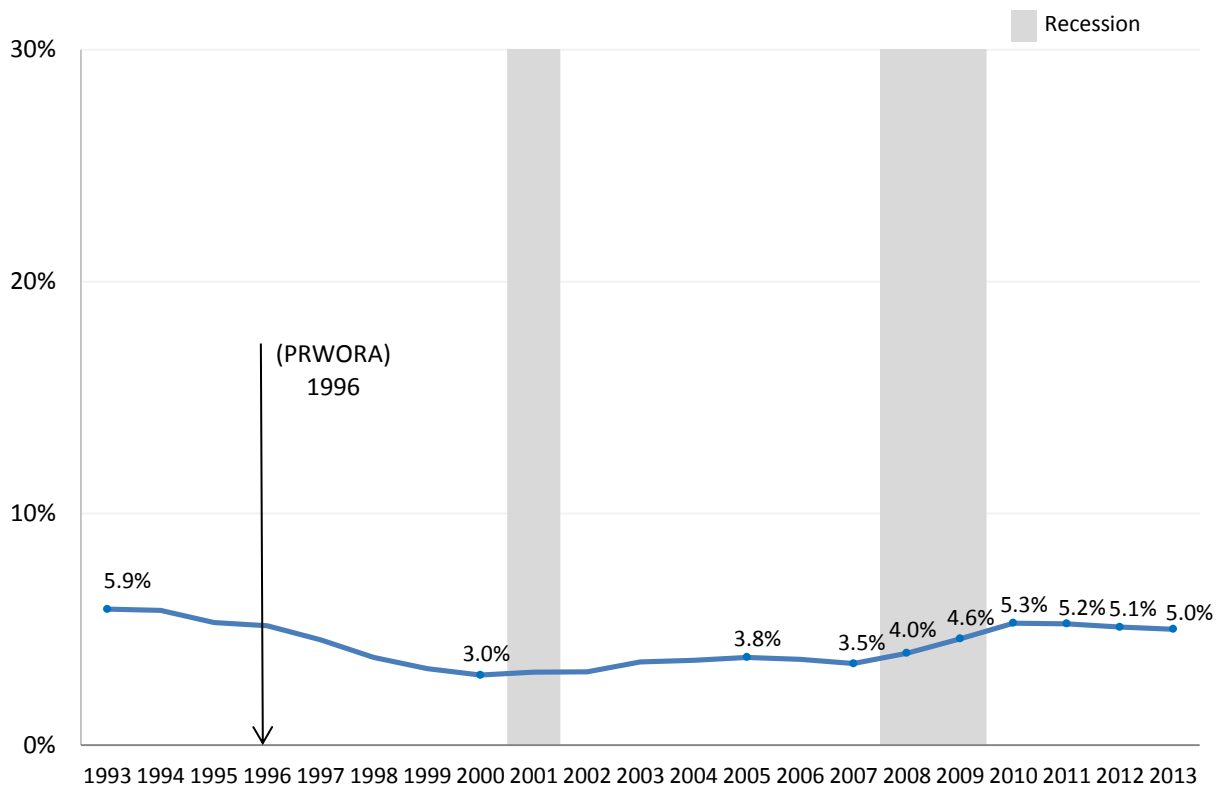


Note: Income includes cash income from TANF and SSI and the market value of SNAP benefits. TANF includes separate state programs (SSPs) funded with maintenance-of-effort dollars. Cash welfare income from "general assistance" or solely-state-funded programs (SSFs) does *not* count as TANF. "Greater than 50% of income" includes all persons with more than 50 percent of their total annual income from TANF, SSI or SNAP or a combination of these programs. Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

- Twenty-three (23.5 percent) of all persons lived in families who received TANF, SNAP or SSI assistance at some point during year in 2013.
- Five (5.0) percent of all persons or 15.7 million individuals lived in families who received more than half of their income from TANF, SNAP or SSI or a combination of these programs in 2013.
- The majority of persons (76.5 percent) lived in families who received no income from these programs in 2013.

Figure 2 depicts the percentage of people in the U.S. who received more than half of their income from these welfare benefits by year. In 2013, this figure stood at 5.0 percent.

Figure 2. Dependency Rate: Percentage of the Population with More than 50 Percent of Income from TANF, SNAP or SSI, 1993-2013



Note: AFDC recipients are included from 1993 to 1996. Food Stamp recipients are included from 1993 to 2008. PRWORA represents the Personal Responsibility and Work Opportunity Reconciliation Act of 1996.
 Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Compared with the 2012 rate of 5.1 percent, the rate for 2013 is essentially unchanged. Compared with 2010, the dependency rate is down slightly (-0.3 percentage points). The rate increased during and immediately after the Great Recession, from 3.5 percent in 2007 to a peak rate of 5.3 percent in 2010.

Year-to-year changes in the level of dependency parallel economic changes as well as changes in specific programs. In 1993, the dependency rate stood at 5.9 percent or 15.2 million persons and declined throughout the decade, due both to a growing economy that reduced poverty and to policy changes. During this period, Congress passed the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 which created TANF as well as strengthened work supports such as the Earned Income Tax Credit. By 2000 the dependency rate was 3.0 percent representing 8.5 million people. After 2000, the downward trend reversed and the cause of the reversal is also multi-faceted. Poverty rose, pushing up the share of people eligible for assistance, however TANF rolls continued to decline nationally.

The proportion of individuals who received more than half of their income from TANF, SNAP or SSI or a combination of these programs, increased to 5.3 percent in 2010 after which the rate leveled off. In 2013 the rate was down to 5.0 percent of the population representing 15.7 million persons or 460,000 fewer compared with 2010. From 2007 to 2010, the number of individuals who received more than half of their income from TANF, SNAP and/or SSI increased by 5.6 million persons from 10.5 million in 2007 to 16.1 million in 2010. By 2013 the number decreased by 460,000 persons to 15.7 million.

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

- For adults of working age, between 18 and 64 years, the proportion of individuals who received more than half of their income from TANF, SNAP or SSI increased with the Great Recession by 1.8 percentage points, from 2.9 percent in 2007 to 4.7 percent in 2010 and 2011. The 2013 rate of 4.6 percent is statistically unchanged from the recent peak.
- Compared with adults, dependency rates are higher for children. Children not only have higher poverty rates but social service programs such as TANF were specifically designed to shield children from the worst effects of deprivation. The dependency rate for children rose by 2.5 percentage points from 5.8 percent in 2007 to a peak of 8.3 percent in 2010 and 2011. The rate for children declined to 7.7 percent in 2013, the lowest estimate since 2008.
- Compared with other age groups, adults ages 65 and older experienced a smaller increase in the proportion who received more than half of their income from TANF, SNAP or SSI, however, the increase occurred several years out from the recession. For older adults the rate rose by only 0.4 percentage points from 2.1

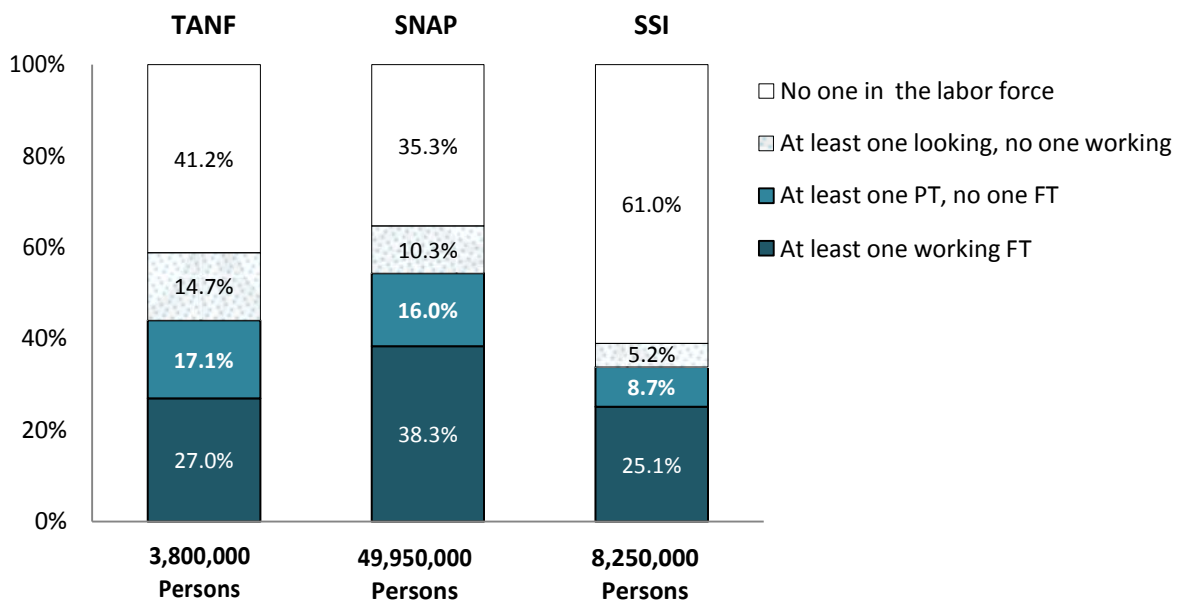
percent in 2007 to 2.5 percent in 2012. The most recent data is essentially unchanged at 2.4 percent of adults ages 65 and older in 2013. A large share of the elderly receive Social Security benefits based on their prior work history and so their income is less affected by economic changes than other groups who derive most of their income from current employment.

- For adults and children living in single-female families the proportion who received more than 50 percent of their income from TANF, SNAP or SSI or a combination of these programs increased by 3.8 percentage points from the start of the Great Recession until 2010. In 2007 the rate for this group was 12.6 percent which increased to a peak of 16.4 percent in 2010, the year following the recession. Compared with the peak in 2010, the rate decreased by 0.6 percentage points to 15.8 percent in 2012 and was unchanged in 2013.
- For all people living in married-couple families, dependency increased by 0.8 percentage points from 1.1 percent in 2007 to 1.9 percent in 2010-2011. Welfare dependency for people in two-parent families appears to be turning downward with a rate of 1.8 percent in 2012 and 1.6 percent in 2013.

Indicator 2. Program Receipt and Family Labor Force Attachment

This indicator looks at the relationship between TANF, SNAP or SSI assistance and participation in the labor force. Both low-wages and lack of employment are risk factors for public benefit use. Many low-income families rely on a combination of means-tested assistance and earnings from work. The figure below shows the percentage of recipients and family members who are in the labor force by program in 2013.

Figure 3. Percentage of Recipients in Families with Labor Force Participants, by Program, 2013



Note: Recipients are individuals or their eligible family members directly receiving benefits in a month. This indicator measures, on an average monthly basis, the combination of individual benefit receipt and the labor force participation of any relative in the household in the same month. Full-time workers usually work 35 hours or more per week. Part-time workers usually work less than 35 hours per week. "Looking for work" includes individuals unemployed or laid off. Source: The Current Population Survey, Annual Social and Economic Supplement, 2013 and the microsimulation model TRIM3.

- Comparing across the three programs, SNAP recipients were most likely to live in families with labor force participants (64.7 percent) including those who were looking for work. Next were TANF recipients among whom 58.8 percent lived in families with labor force participants. SSI recipients were least likely to live in families with labor force participants at 39.0 percent.
- As expected, SSI recipients were more likely to live in families with no labor force participants (61.0 percent) than were TANF recipients (41.2 percent) or SNAP recipients (35.3 percent). Labor force participation is typically lower among the populations served by SSI.

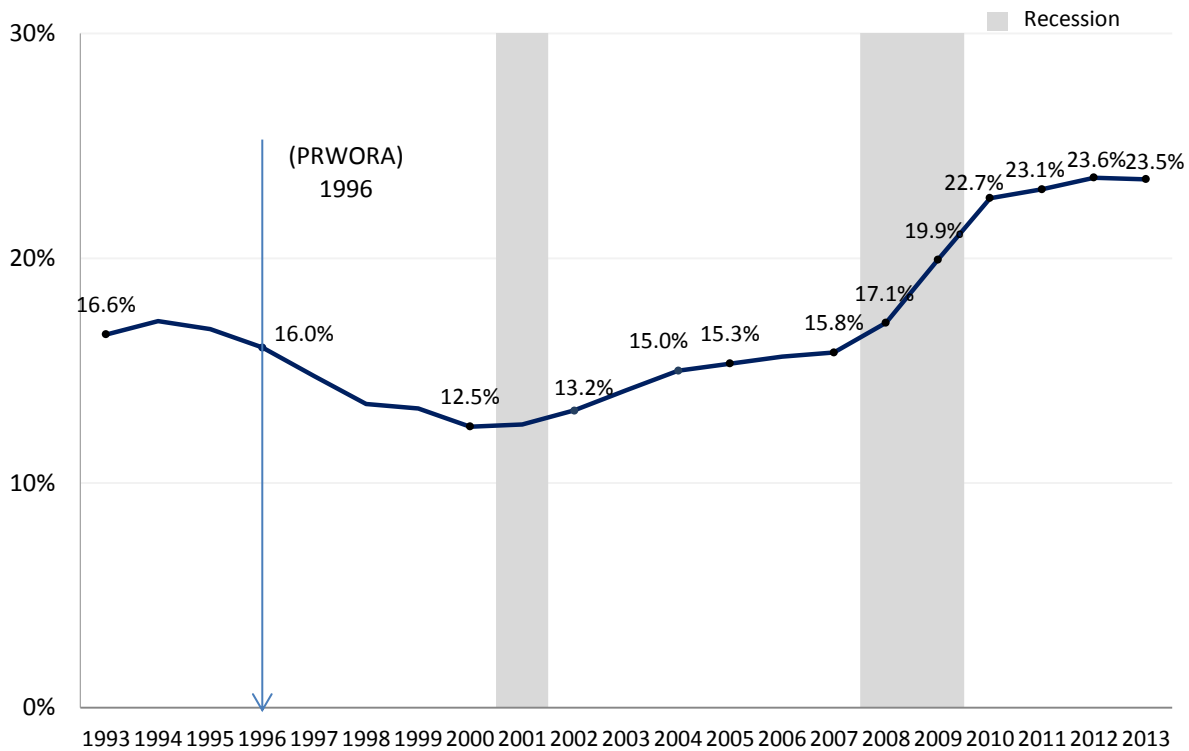
- Rates of full-time employment are higher than rates of part-time employment among program recipients. SNAP recipients were the most likely program recipients to live with a family member who worked full-time at 38.3 percent. SSI recipients were the least likely to live in families with a full-time worker at 25.1 percent. By comparison, more than one-quarter (27.0 percent) of TANF recipients lived in a family with a full-time worker.
- Additional analysis shows that across recipients of the three programs (TANF, SNAP, and SSI), Hispanics were more likely than non-Hispanic Whites and African Americans to live in families with at least one full-time worker. Among Hispanics who received SSI or TANF, 35.9 percent and 36.5 percent, respectively, lived in a household with a full-time worker. Among Hispanics who received SNAP benefits, 50.5 percent lived in a household with a full-time worker. Among non-Hispanic Whites who received SSI or TANF benefits, 20.1 percent and 21.8 percent, respectively, lived in a household with a full-time worker. Among non-Hispanic Blacks who received SSI or TANF benefits, 21.1 percent and 19.0 percent respectively, lived in a household with a full-time worker. Among non-Hispanic Whites and non-Hispanic Blacks who received SNAP benefits, about 33.5 percent lived in a household with a full-time worker.
- Individual recipients who were part of married-couple families were more likely than those with other living arrangements to include a full-time worker (46.7 percent among SSI recipients, 45.3 percent among TANF recipients^{iv}, 57.3 percent among SNAP recipients). For individual recipients in single-female families, full-time work rates were 29.0 percent among SSI recipients, 20.4 TANF recipients and 33.4 percent among SNAP recipients. Among recipients in single male families, full-time work rates were 38.8 percent among SSI recipients, 43.0 percent among TANF recipients and 46.3 percent among SNAP recipients.
- Over time the percentage of AFDC/TANF recipients who lived in families with a full-time worker has increased from 18.8 percent in 1993 to a peak of 35.3 percent in 2001. From 2001 the rate declined to 23.5 percent in 2012. In 2013 the rate increased to 27.0 percent.

Indicator 3. Program Reciprocity

This indicator looks at the receipt of cash benefits from TANF and SSI and near cash benefits from SNAP. A person who received a benefit in any amount in any month during the year from one of these means-tested assistance programs was considered a recipient.

Figure 4 shows the annual reciprocity rate. The rate of receipt of any benefit from any of the three programs was 23.5 percent for the total U.S. population in 2013, essentially unchanged from 2012. Like the dependency rate, reciprocity rose incrementally for several years after the 2001 recession and then increased during and immediately after the Great Recession, from 15.8 percent in 2007 to 22.7 percent in 2010. Following the Great Recession poverty remained elevated, at 14.8 percent in 2014 compared to 12.5 percent in 2007. Just as the poverty rate remained steady in the years immediately following the Great Recession, the reciprocity rate inched upward to 23.6 percent in 2012 before leveling off. The most recent year for which data is available, 2013, represents the first year since 2007 that the rate of reciprocity has not increased.

Figure 4. Annual Reciprocity Rate for TANF, SSI, or SNAP for Select Years 1993-2013^v



Note: AFDC recipients are included from 1993 to 1996. Food Stamp recipients are included from 1993 to 2008. PRWORA represents the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

The percentage of persons who did not receive benefits from TANF, SNAP or SSI peaked at 87.5 percent in 2000 followed by a steady decline until 2012; in 2013 this rate was 76.5 percent. Welfare reciprocity was in decline before passage of the Personal Responsibility and Work

Opportunity Reconciliation Act (PRWORA) of 1996. The overall drop in reciprocity rates for the three programs during the 1990s is consistent with decreases in TANF participation, low unemployment, and lower poverty rates. The subsequent rise in the reciprocity rate after 2000 coincided with recessions in the early and late 2000s and was driven by increases in SNAP receipt, as SNAP is designed to automatically expand during an economic downturn. TANF reciprocity rates continued to decline in the 2000s. In the years surrounding the Great Recession, TANF and SSI reciprocity were largely unchanged with marginal increases of 0.2 percentage points across several years. Details are provided below and in Figures 5, 6 and 7.

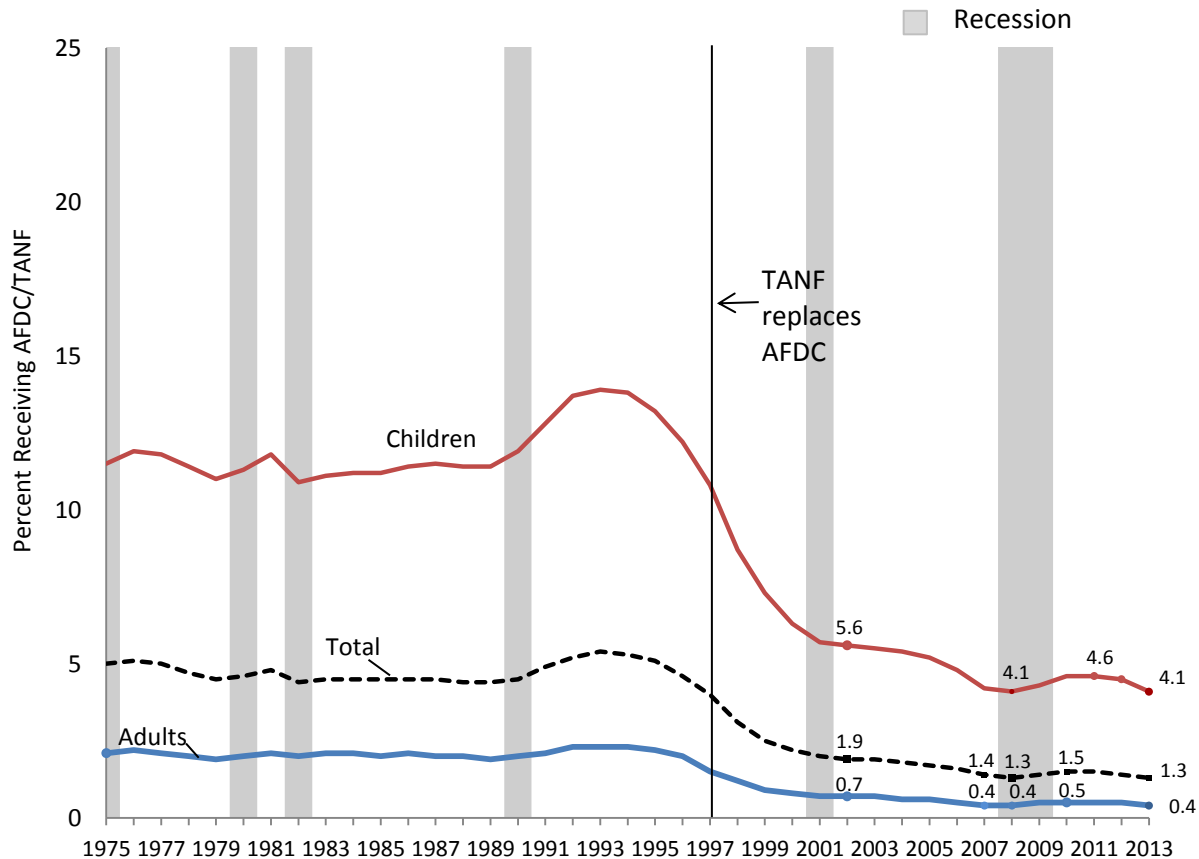
- Reciprocity rates for working-age adults approximate those of the total population. From 1997 to 2007 the annual reciprocity rate for this group ranged from 10.7 percent to 13.6 percent. With the Great Recession the rate increased to 17.6 percent in 2009 and to 20.9 percent in 2011. Most recently the rate has held steady at 21.2 percent in 2012 and 21.3 percent in 2013. (See Appendix, Table 2, Indicator 1.)
- With their higher poverty rates, children have higher rates of program receipt compared with adults. Among children ages 0-17, the annual reciprocity rate from 2001 to 2007 ranged from 18.1 percent to 24.1 percent. With the Great Recession reciprocity for children rose to 30.4 percent in 2009 peaking at 35.7 percent in 2012. The rate was down slightly to 35.3 in 2013.
- Adults ages 65 and older experienced a 3.1 percentage point increase in welfare reciprocity over the recessionary period, from 10.6 percent in 2007 to 13.7 percent in 2012. At 13.5 percent in 2013 the annual rate was essentially unchanged from 2012.
- For people living in single-female families, annual reciprocity rates had not reached 50.0 percent in the fourteen years leading up to 2009, ranging from 36.4 percent to 47.3 percent from the late 1990s to 2008. With the Great Recession the rate increased to 50.4 percent in 2009 and to 56.1 percent in 2012, before declining by 0.4 percentage points to 55.7 percent in 2013.
- For people living in married-couple families, the annual reciprocity rate remained at its peak value of 15.4 percent in 2013. Before the recession, the reciprocity rate for people in married couple families had not reached higher than 9.0 percent since 1996. The receipt of benefits from TANF, SNAP or SSI reached 9.9 percent in 2008 and 12.5 percent in 2009. Following the recession, the reciprocity rate for people in married-couple families peaked at 15.4 percent in 2012.

One factor affecting estimates of program receipt is the time period observed. While the dependency rate and the reciprocity rate are estimated annually (any month during the year), subsequent program receipt data paint another picture by examining reciprocity rates in an average month for individual programs.

TANF

Figure 5 shows the percentage of the U.S. population that received income from the AFDC program or the TANF program from 1975 to 2013 based on monthly caseload counts.

Figure 5. Percentage of Persons Who Received AFDC or TANF Cash Assistance: 1975-2013^{vi}



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

In 1997, the first year TANF replaced AFDC, 4.0 percent of the population or nearly 11 million persons received income from AFDC in an average month. By 2013 TANF recipients made-up just 1.3 percent of the population, about 4 million persons. The decline in program receipt from 1997 to 2013 represents a 60 percent decrease.

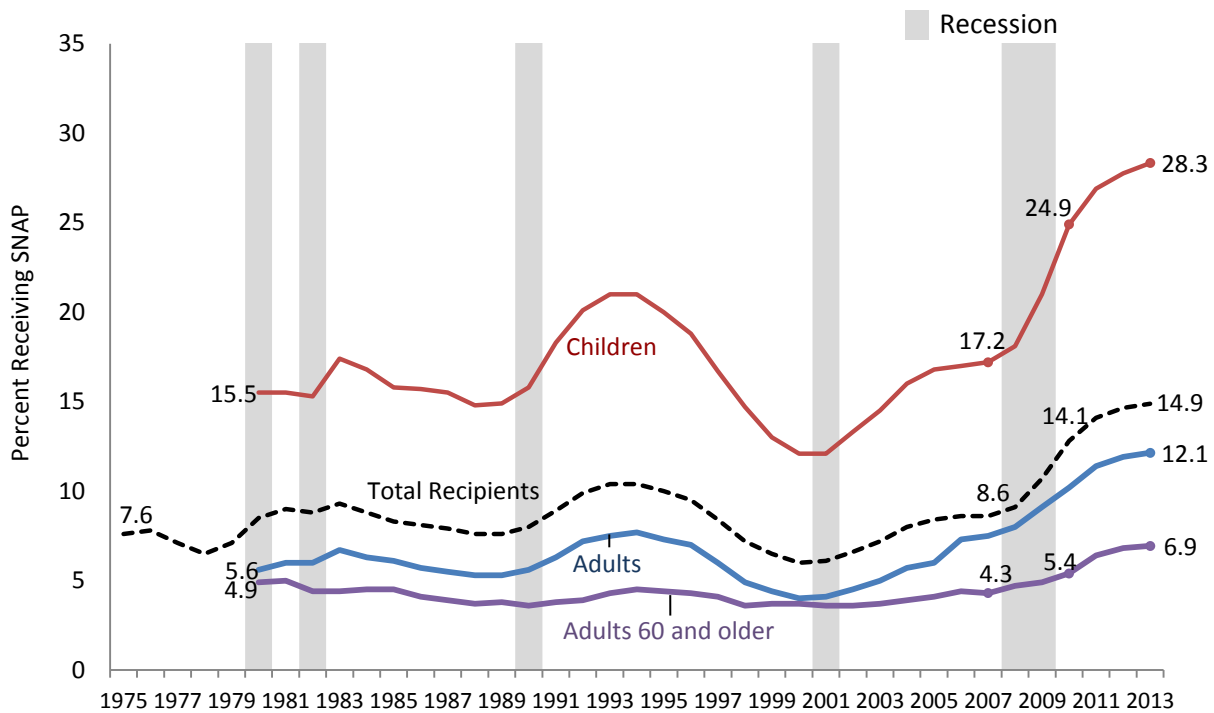
- In the years surrounding the Great Recession, the level of TANF receipt changed little. Among all persons receipt ranged from 1.3 percent in 2008 to 1.5 percent in 2010 and 2011.
- TANF reciprocity rates are higher for children compared with adults and many TANF cases are child-only, having no adult TANF recipient in the household.

- In the years surrounding the Great Recession TANF receipt increased by 0.5 percentage points for children, reversing a twenty-year trend of decline. From 2008 to 2011, the number of children who received TANF in an average month increased by about 380,000 for a total of 3.4 million and 4.6 percent in 2011. By 2013 receipt had declined to 3.0 million and 4.1 percent of children.
- Among adults, TANF reciprocity was largely unchanged in the years surrounding the Great Recession, at 0.4 percent in an average month in 2007 and 0.5 percent in an average month in years 2010, 2011 and 2012. About 180,000 additional adults received TANF benefits in an average month from 2008 to 2012. In 2013, the rate of receipt among adults was 0.4 percent for a total of just under 1.0 million individuals.

SNAP

Figure 6 shows the percentage of the population who received benefits from Food Stamps or from SNAP in an average month by age group from 1975 to 2013.

Figure 6. Percentage of Persons Who Received Food Stamp or SNAP Benefits: 1975-2013^{vii}



Note: Estimates are fiscal year averages using monthly caseload data from administrative records. Data by age is not available until 1979. Percentages are calculated based on population statistics from the U.S. Census Bureau. Source: U.S. Department of Agriculture, Food and Nutrition Service (FNS), Office of Policy Support, Characteristics of Supplemental Nutrition Assistance Program Households and the FNS National Data Bank.

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

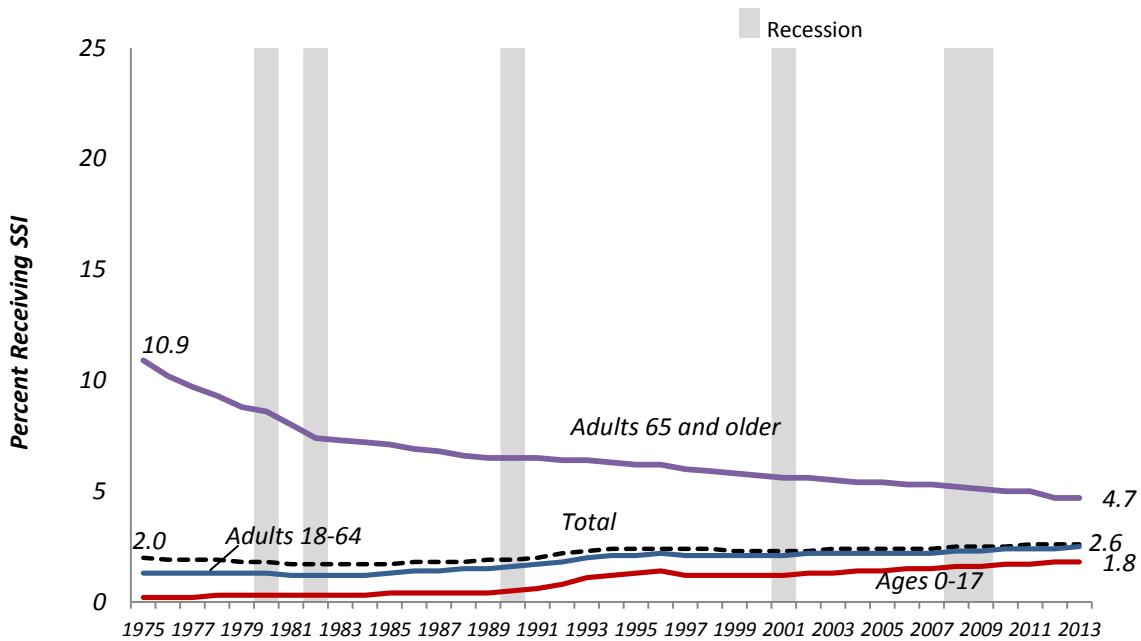
The onset of the Great Recession increased the need for SNAP and the rate of benefit receipt increased sharply, from 8.6 percent in an average month in 2007 to 14.1 percent in an average month in 2011, a 5.5 percentage point increase over four years. In 2011 the official poverty rate held steady at 15.0 percent and growth in SNAP benefit receipt leveled off. From 2012 to 2013 the rate increased by only 0.3 percentage points, from 14.6 percent to 14.9 percent, the smallest increase in average monthly SNAP benefit receipt since 2007. As the economy continues to improve, decreases in SNAP receipt are expected and are occurring in most States.

- Food Stamp/SNAP reciprocity for adults ages 60 and over has always been lower than the rates of receipt for children and adults ages 18 to 59.
- The percentage of older adults receiving SNAP benefits in an average month was at or below 5.0 percent for the period 1980 – 2009. In response to the Great Recession, the rate increased in 2011 to 6.4 percent and then to 6.8 percent and 6.9 percent, respectively, in 2012 and 2013.
- Reciprocity rates for adults ages 18 to 59 increased from 7.5 percent in an average month in 2007 and ticked upward each year, from 10.2 percent in 2010 to 12.1 percent in an average month in 2013.
- While the levels are different, the trends in SNAP reciprocity for children and adults ages 18 to 59 are similar over the period 1980 to 2013. Historically, reciprocity rates for children are higher compared to rates for adults. Between 1980 and 2013, the percentage of all children who received SNAP benefits in an average month was more than double that of adults. Among adults 18 to 59 years of age, 12.1 percent received SNAP benefits compared to 28.3 percent of children in an average month in 2013.

SSI

In contrast to SNAP, the SSI program was not designed for rapid response to economic downturns, but rather to support elderly individuals who are low-income with few resources or persons of any age in similar circumstances who are blind or have another disability. Figure 7 shows the percentage of the population who received income from the SSI program from 1975 through 2013.^{viii}

Figure 7. Percentage of Persons Who Received Income from SSI, 1975 to 2013^{ix}



Bureau's July 1 population estimates for the current and the following year.
 Source: Social Security Administration, Office of Research, Evaluation and Statistics, SSI Annual Statistical Report, 2013. Population denominators for the percentage in each category are from the U.S. Census Bureau.

After slowly decreasing from 1975 to the early 1980s, the proportion of the total population that received SSI in an average month increased to 2.4 percent in 1994. Among the total population, SSI receipt has seen a marginal increase over time to 2.6 percent in 2011, 2012 and 2013.

- Figure 7 shows that over the previous decade the rate of SSI receipt for children has increased gradually, by 0.5 percentage points over the past ten years, a trend consistent with the long term increase in diagnosed mental health disorders among U.S. children and adolescents. In 2003 the rate was 1.3 percent for children in an average month which rose to 1.8 percent in 2013.
- Consistent with SSI's design, adults ages 65 and older have higher reciprocity compared with other age groups. However, over the longer term the gap in reciprocity rates between older adults and the total population has narrowed. The percentage of older adults who receive SSI has fallen in half, from 10.9 percent in an average month in 1975 to 4.7 percent in an average month in 2013.
- One reason for the decline in SSI among older adults is an increase in Social Security income. This income has helped lower poverty for older adults which reduced the need for SSI. For adults ages 65 and older, the poverty rate fell from 15.7 percent in 1980 to near 10.0 percent or less from 2000 through 2014.

Indicator 4. Program Participation Among Those Eligible

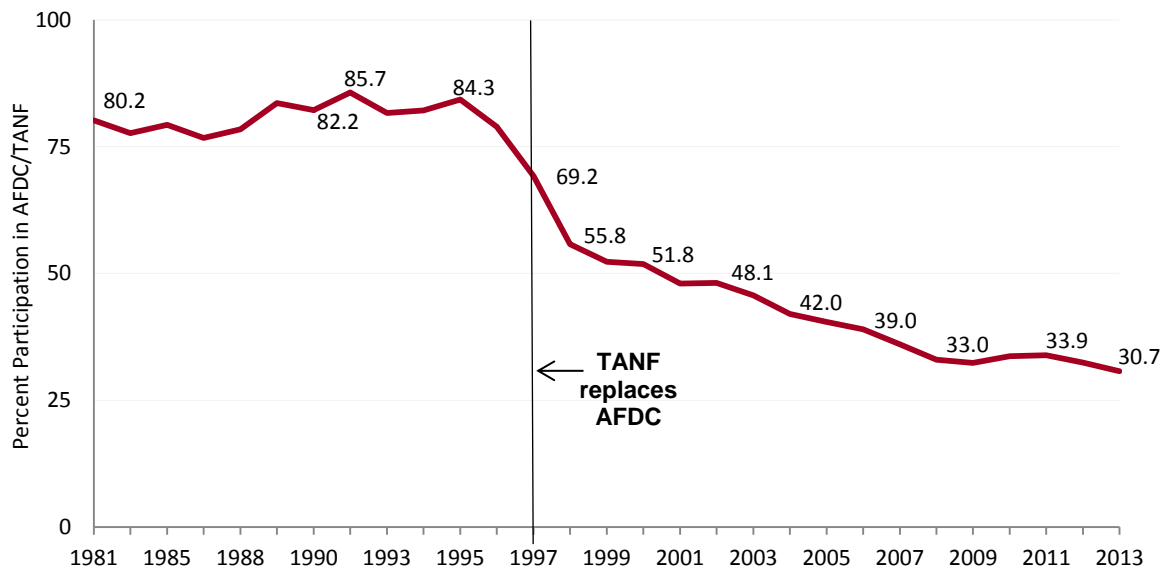
Indicators 1 and 2 compared the number of individuals who received benefits from means-tested programs to the total population. However, most of the population is not eligible for assistance targeted to families and individuals at the lowest levels of income. The size of the population that is income-eligible to receive benefits from TANF, SNAP, or SSI is important for understanding overall levels of benefit receipt.

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

TANF

Figure 8 presents program participation rates for AFDC and TANF from 1981 through 2013.

Figure 8. Rates of Participation in AFDC/TANF Cash Assistance, Among Those Eligible to Participate, 1981 to 2013^x



Source: Administrative data from the U.S. Department of Health and Human Services, Administration for Children and Families. Microsimulation model TRIM3 and the Current Population Survey's Annual and Social Economic Supplement.

Since 2008 the proportion of the poorest families with children who met their states' TANF eligibility requirements and received cash benefits from TANF in an average month has been about one-third. A historic low, 30.7 percent, received benefits in 2013. Twenty-two states set earnings limits for TANF eligibility at between 50 percent and 85 percent of the poverty guideline. An additional 24 states plus the District of Columbia set the earnings ceiling at 50 percent of the

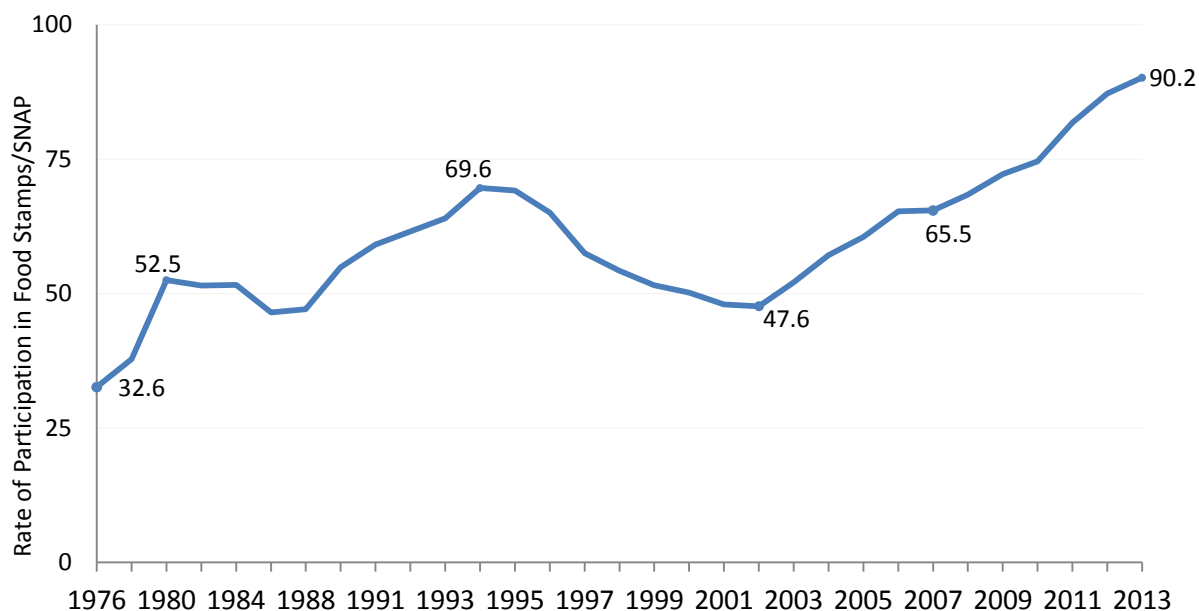
federal poverty guideline as precondition of TANF eligibility.^{xi}

- Between 1981 and 1996, participation rates in the AFDC program ranged from 76.7 percent to 85.7 percent. That is, AFDC served close to 80 percent of the poorest families with children who met state eligibility requirements from 1980 until the program ended.
- Participation rates for the TANF program declined in each year from 69.2 percent in 1997 to 32.3 percent in 2009. Rates of 32.4 percent and 30.7 percent for 2012 and 2013, respectively, continued the long-term decline in TANF participation.
- In the years surrounding the Great Recession, participation in TANF fell from 36.0 percent in an average month in 2007 to 32.3 percent in an average month in 2009 before peaking at 33.9 percent in 2011.

SNAP

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

Figure 9. Rates of Household Participation in Food Stamps or SNAP Among Households Eligible to Participate, 1976 to 2013^{xii}



Notes: Participant and eligibility totals represent monthly averages. Estimates from FY 2010 through FY 2013 should not be compared with any prior estimates. Estimates for the following years are methodologically consistent: September 1976 to August 1994, September 1994 to September 1999, FY 1999 to FY 2002, FY 2002 to FY 2009, and FY 2010 to FY 2013. Source: SNAP Program Operations data, SNAP Quality Control data, and the Current Population Survey (CPS ASEC).

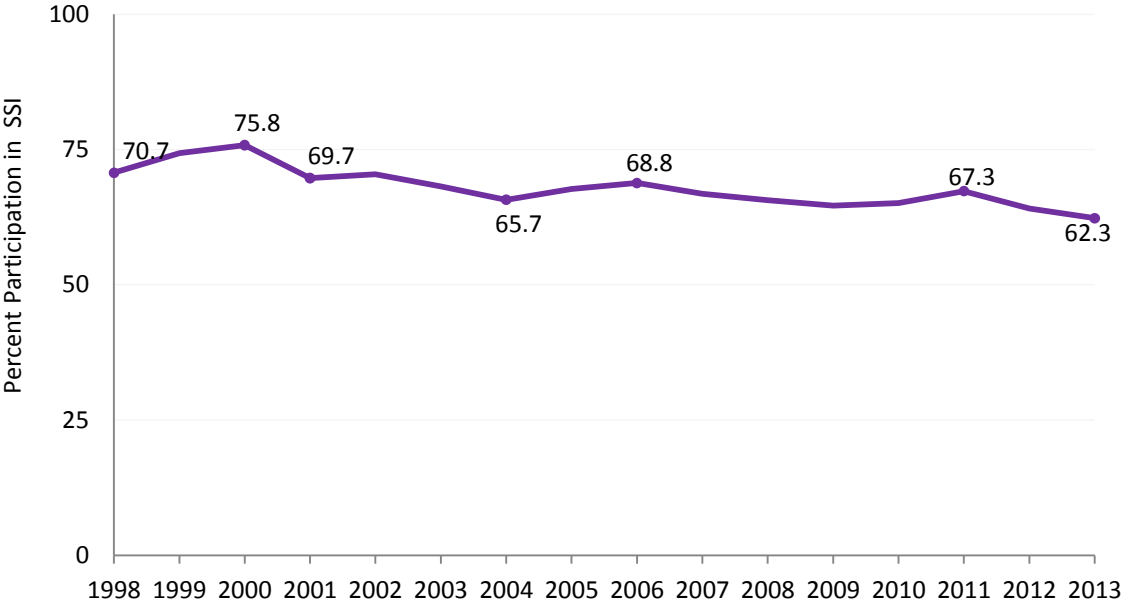
In recent years a bipartisan effort was made on behalf of the Federal government over multiple administrations and the States to improve program access for eligible households. Under existing SNAP rules, States have flexibility to adapt their programs to meet the needs of eligible low-income households by streamlining reporting requirements, adjusting certification periods, standardizing deductions for certain living expenses, and aligning SNAP with other Federal programs.

- In 2013, 90.2 percent of households estimated to be eligible for SNAP received benefits in an average month. In 2012 the household participation rate was 87.2 percent.

SSI

In recent years SSI participation rates have been more stable than rates for TANF and SNAP, with a gradual overall decline from 75.8 percent in 2000 to a low point of 62.3 percent in 2013. Figure 10 shows the percentage of eligible adults who participated in the SSI program.

Figure 10. Rate of Participation in the SSI Program, Among Eligible Adults, 1998 to 2013^{xiii}



Note: Data is an average monthly percentage of the eligible population. Eligible adults are individuals age 18 to 64 with low-income, low resources and a disability or individuals age 65 and older with low income and low resources. Beginning in 1997 the model was improved to more accurately exclude ineligible immigrants from the population legally eligible for SSI. Source: The Current Population Survey, Annual Social and Economic Supplements and microsimulation model TRIM3.

Participation in the SSI program among those eligible rose in the late 1990s to 75.8 percent of eligible adults by 2000. However, the SSI participation rate decreased gradually over the past decade. Most recently, despite a small up-tick in 2011, SSI participation decreased from 68.8 percent in 2006 to 62.3 percent in 2013.

- For adults ages 65 and older, the SSI participation rate is down overall from a peak of 70.9 percent in an average month in 2000. In the last two years the rate of SSI participation among older adults declined from 67.3 percent in 2011 to 58.2 percent in an average month in 2012. The rate increased slightly to 59.0 percent in an average month in 2013.
- Among adults with disabilities, the pattern is similar with a decline in participation over the long term. The rate of participation in SSI among adults with disabilities was 83.3 percent in an average month in 1999 which decreased to about 70.0 percent in 2011 and 2012. Most recently the rate was down an additional 3.4 percentage points to 66.5 percent in 2013.
- For married couple units, a recent high participation rate of 49.9 percent in an average month in 2000 was followed by a fairly steady decline in participation to 41.5 percent in 2010 and then to 36.4 percent in an average month in 2013.

Indicator 5. Multiple Program Receipt

Individuals and families may be eligible for multiple programs and may receive some, all or none of the benefits for which they meet the eligibility requirements.

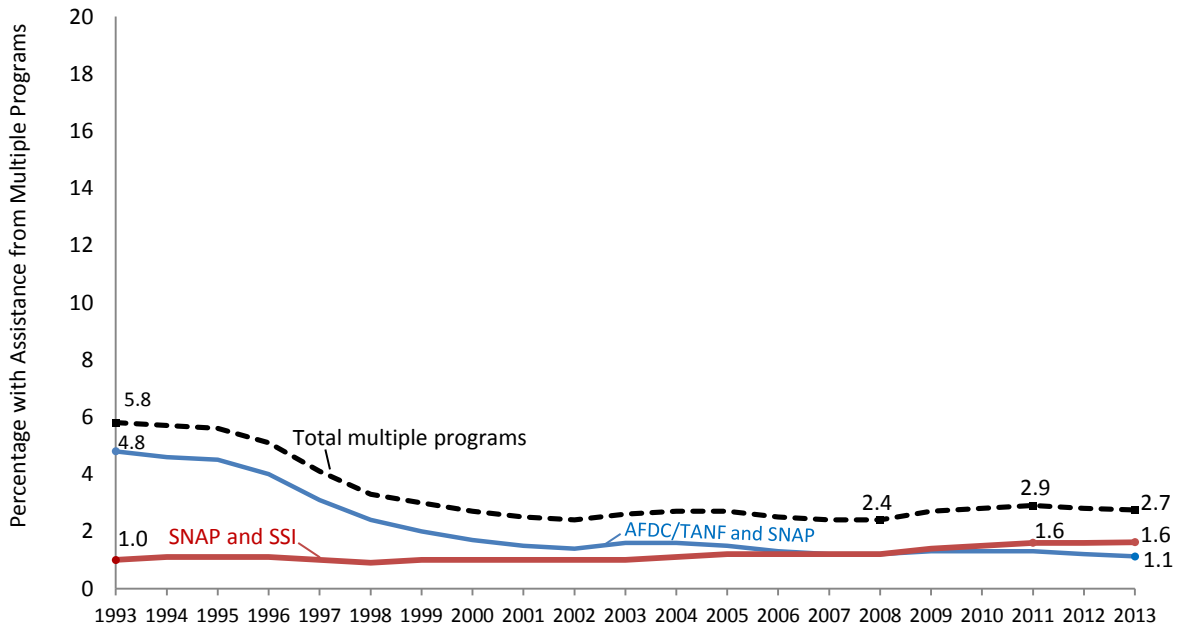
While families who receive TANF and individuals who receive SSI can receive SNAP benefits, most states do not permit the same individual to receive assistance from both TANF and SSI.^{xiv} SSI is an individual-level benefit and so if one individual in a family receives the SSI but the remaining family members meet the eligibility criteria for TANF, the remaining family members may receive TANF assistance.

The income threshold for eligibility is typically lower for TANF and higher for SNAP. In general, families eligible for TANF are also eligible for SNAP. Under Federal rules, families are eligible for SNAP benefits if their gross income is less than 130% of the poverty line using the federal poverty guidelines, about \$25,700 for a parent with two children in 2014.^{xv} In comparison, all but four states limit earned income to below 85% of the poverty line for initial TANF eligibility, a value of \$16,800 for a family of three in 2014.^{xvi} Many states limit income to below 50% of the poverty line for TANF, about \$9,900 annually for a family of three.

SSI eligibility is more complex because of income set-asides and disability status, but the maximum benefit in 2013 was \$710 monthly for an individual, a value lower than the poverty guideline for one person (\$11,500 a year or \$960 monthly).^{xvii} Though SSI payments are generally higher than TANF, the level of income received by SSI recipients is such that many households that include an SSI recipient also qualify for SNAP.

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

Figure 11. Percentage of the Population Who Received Assistance from AFDC/TANF and SNAP, or received assistance from SSI and SNAP, 1993 to 2013^{xviii}



Note: Data is an average monthly percentage of the population. AFDC, TANF, Food Stamps and SNAP receipt are based on the family or recipient unit while SSI receipt is based on individuals. Source: The Current Population Survey, Annual Social and Economic Supplements and the microsimulation model TRIM3.

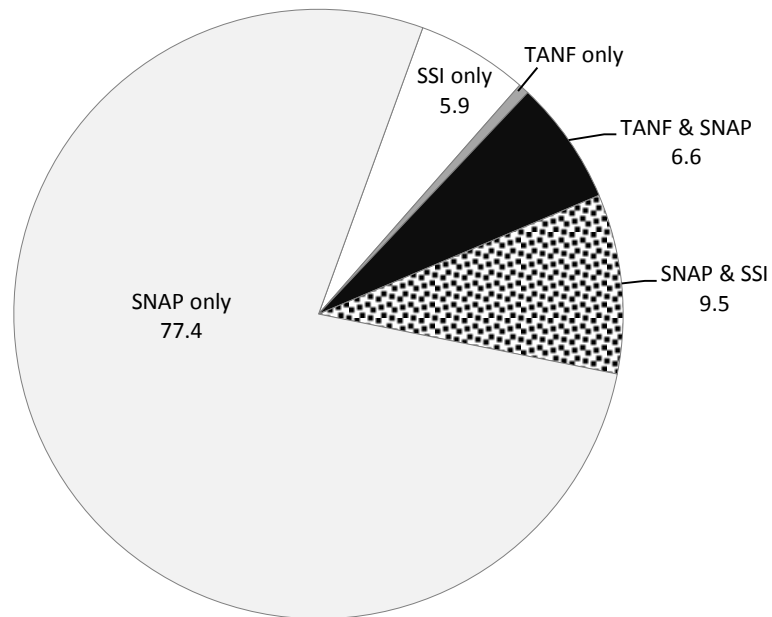
- The proportion of the total population who received benefits from multiple programs has declined over time, from 5.8 percent in an average month in 1993 to 2.4 percent in an average month in 2008. The rate increased to 2.9 percent in 2011 before leveling off. In an average month in 2013 the rate was 2.7 percent.
- The proportion of people who received cash assistance from TANF or AFDC together with nutrition assistance from food stamps or SNAP has declined over time. In an average month in 1993, 4.8 percent of the population received both AFDC and food stamp benefits. Over the next seven years the economy expanded, AFDC was replaced by TANF and by 2000 only 1.7 percent of individuals received assistance from both cash welfare and food stamps in an average month.
- The Great Recession did not bring about an increase in the percentage of people who received benefits from TANF and SNAP. The proportion of people who received both TANF and SNAP benefits was unchanged at about 1.3 percent of the population an average month from 2006 to 2011. By 2013 the rate declined to 1.1 percent. Reciprocity increased for SNAP since 2007, but TANF receipt did not increase until 2009 and then only marginally (0.1 percentage points).

- With respect to SSI and food stamp or SNAP benefits, the proportion of people who received benefits from both programs in an average month held steady at between 1.0 percent and 1.2 percent of the population from 1993 through 2008. The rate increased to 1.4 percent in an average month in 2009 and leveled off at 1.6 percent in 2011. The proportion of people who received benefits from both SSI and SNAP has not changed since 2011. The rate in 2013 was 1.6 percent.

In an *average month* in 2013, 17.0 percent of the population, 53.3 million individuals, received assistance from TANF, SNAP, or SSI. Among these individuals a small proportion received benefits from multiple programs. The percentage of individuals who received assistance from any one program in an average month (17.0 percent) is lower than the percentage that received assistance at some point over the course of a year (23.5 percent) shown in Figure 4.

Figure 12 looks exclusively at program recipients. Among the population of people who received any benefit in an average month in 2013, the chart breaks down the proportion of people who benefited from one program or more than one program.

Figure 12. The Distribution of Program Recipients Across Programs for TANF, SNAP, and SSI, 2013



Note: Data is an average of monthly program recipients. TANF and SNAP receipt are based on the family or recipient unit while SSI receipt is based on individuals. Source: The Current Population Survey, Annual Social and Economic Supplement, 2014 and microsimulation model TRIM3.

- Sixteen (16.1) percent of the recipient population received benefits from multiple programs in an average month in 2013, about 8.6 million persons. Just less than

ten percent of the recipient population received benefits from SSI and SNAP (9.5 percent, 5.1 million) and just less than seven percent of the recipient population received benefits from TANF and SNAP (6.6 percent, 3.5 million).

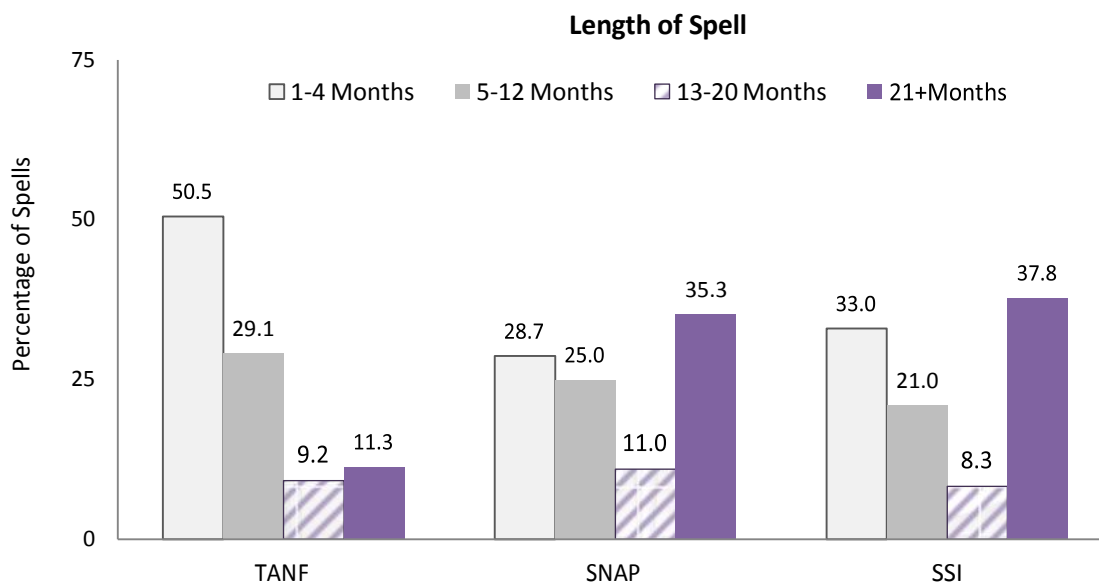
- Most recipients of these programs in 2013 received only SNAP. Across all recipients for TANF, SNAP and SSI, more than 3 out of 4 received only SNAP benefits (77.4 percent).

Indicator 6. Program Receipt Duration

One critical aspect of program receipt is the duration of time individuals receive means-tested assistance. Indicator 6 uses longitudinal data to provide information on short, medium and long spells of welfare receipt for each of the three major means-tested programs.

Figure 13 shows the percentage of program spells based on the population of persons who entered a program, either TANF, SNAP or SSI, from 2008 to 2012.

Figure 13. Percentage of Program Spells in TANF, SNAP and SSI by Length of Spell, 2008 to 2012



Note: The unit of analysis is spells. Spells are distributed by time duration. Spell length categories are mutually exclusive. Spells account for months of program participation prior to 2008. Spells separated by only 1 month are not considered separate spells. SNAP estimates may differ from some USDA data due to methodological differences.

Source: The Survey of Income and Program Participation 2008.

- Eighty percent of all TANF spells (79.6 percent), and over half of SNAP and SSI spells (53.7 percent and 54.0 percent, respectively) lasted one year or less.
- Between 2008 and 2012, brief spells lasting four months or less accounted for one out of four SNAP spells, one out of three SSI spells, and one out of two TANF spells.
- Among children, about half of spells for SNAP lasted from 1 to 12 months. (See Appendix, Table 16, Indicator 6.)

- Among SSI recipients, adults 65 years and older had the longest duration of receipt. More than half of spells among older adults (55.9 percent) lasted 21 or more months.
- Detailed data for Indicator 6 (Appendix Table 17) shows spell length has changed over time. Duration of TANF receipt was shorter in the 2000s compared with the early 1990s. About one-third of spells (34.4 percent) for people entering AFDC from 1992 to 1994 lasted 21 months or longer compared with only 11.3 percent of TANF spells for persons starting the program from 2008 to 2012.
- Spells of SSI receipt were also shorter in the 2000s compared with the early 1990s. About 60 percent of SSI spells began from 1992 and 1994 lasted 21 months or more compared with less than 40 percent of spells for persons starting SSI between 2008 and 2012.
- In contrast, the duration of food stamp or SNAP benefit receipt has changed less over time. Spells lasting 21 months or more made-up nearly one-third of cases (31.5 percent) for persons entering the program from 1992 to 1994 compared with just over one-third (35.3 percent) of cases for those who enrolled in SNAP from 2008 to 2012.

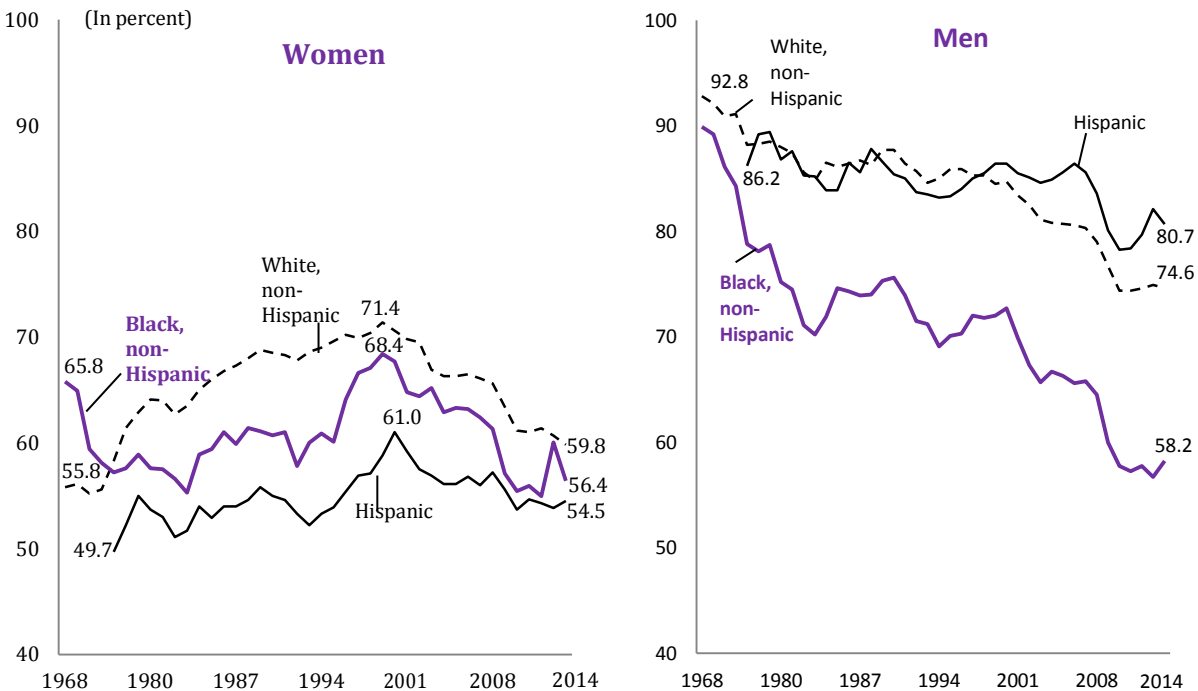
II. Risk Factors, Social and Economic Context

Indicator 7. Employment among the Low-Skilled Population

The condition of the low-skilled labor market is a key factor affecting the ability of men and women to support families without receiving means-tested assistance. Individuals with less than a high school education are at the greatest risk of being poor, even if employed.

Figure 14 shows the employment rate of adults with a high school degree or less education by gender, race and ethnicity. This measure of low labor skill captures only education, and does not account for skills learned on the job or other professional or technical training.

Figure 14. Percentage of Adults Employed Any Time During the Year, Ages 18 to 65 with a High School Degree or Less Education, by Race and Ethnicity, 1968 to 2014



Note: Data include both full and partial year employment. Beginning in 2002, estimates for Whites and Blacks are for persons reporting a single race only. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic origin was first available in 1975.
Source: The Current Population Survey, Annual Social and Economic Supplements, 1969-2014.

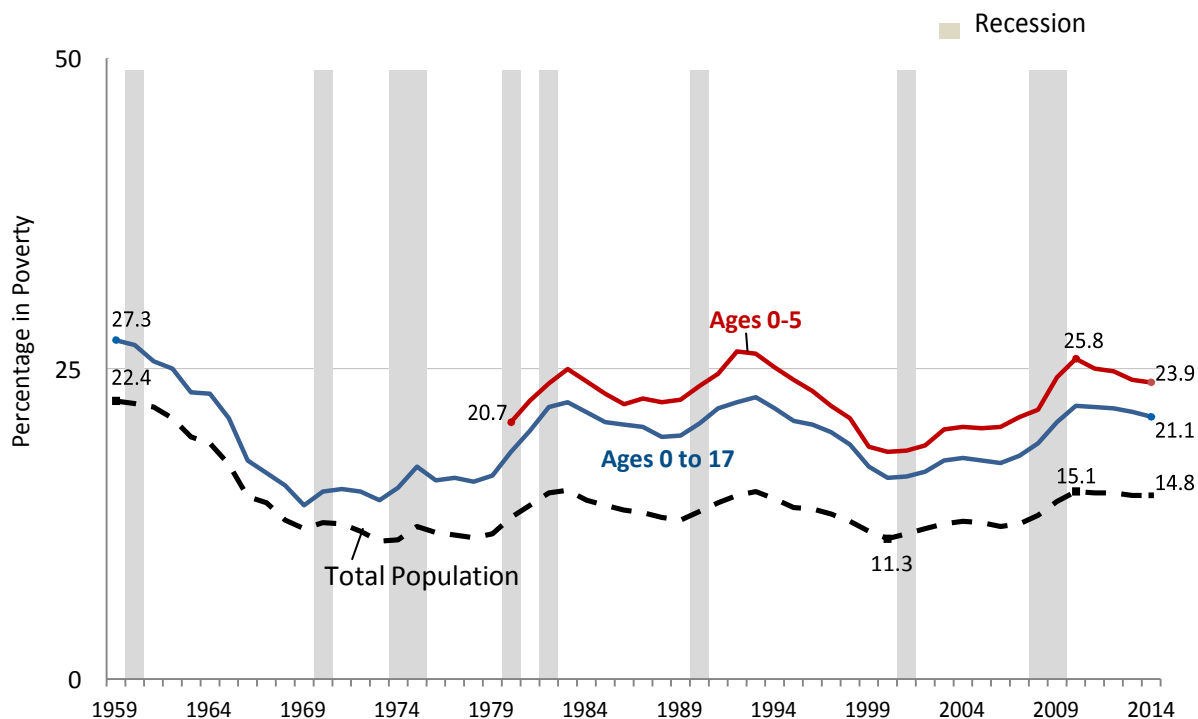
Structural changes in the U.S. economy in the past three decades have been unfavorable to low-skilled workers. Manufacturing, a source of good paying jobs for low-skilled workers, has declined as a share of GDP. Wages have stagnated since the early 1970s^{xix} particularly for those with lower levels of education. Recent evidence shows that accounting for inflation, men without a high school degree earned less in 2015 compared with 1980.^{xx} Overall, men's rate of participation in the labor market has been in decline for decades with the lowest levels observed among men without a high school degree.

- Employment rates for women with a high school degree or less education increased during the 1970s, 1980s and 1990s. The rate peaked for Black, non-Hispanic women at 68.4 percent and for White, non-Hispanic women at 71.4 percent in 1999. In 2000 the rate for Hispanic women peaked at 61.0 percent. Following this long historic rise, employment rates for women began to decline across all three groups after 2000.
- In 2014, the employment rate for women with a high school degree or less education was 59.8 percent for White, non-Hispanic women, 56.4 percent for Black, non-Hispanic women, and 54.5 percent for Hispanic women. For Black and White women who were not Hispanic, 2014 employment rates were about 12 percentage points lower compared with their peak in 1999. For Hispanic women the 2014 rate is only about 6 percentage points lower than the peak employment rate at this level of education.
- In the 1970s, employment rates for men with a high school degree or less education began to decline and the rates by race began to diverge. In 1968 the gap in employment for White and Black men in this educational group was about 3 percentage points. By 2002, the gap in employment rates for White and Black non-Hispanic men with a high school degree or less education exceeded 15 percentage points. Following the Great Recession, the gap in employment rates by race for the low-skilled group increased. In 2014 the gap was 16.4 percentage points among men with a high school degree or less education with 74.6 percent of White, non-Hispanic men employed compared with only 58.2 percent of Black, non-Hispanic men employed.
- From 1975 through 1998, Hispanic men with a high school degree or less education had roughly the same employment rates as similarly educated White, non-Hispanic men. In 2014, 80.7 percent of Hispanic men with a high school degree or less education were employed compared to only 74.6 percent of White, non-Hispanic men at the same level of education.

Indicator 8. Poverty Rates and Program Impacts on Poverty Rates

Poverty measures are important predictors of dependence, because families with fewer economic resources are more likely to require public assistance. Figure 15 shows the official poverty rate for all persons, for children and for the youngest children ages 0 to 5.

Figure 15. Percent of People in Official Poverty by Age, 1959 to 2014



Note: The poverty universe is based on the civilian non-institutionalized population living in the United States. Individuals ages 0-14 are excluded if not related to the householder. Source: U.S. Census Bureau, *Income, Poverty, and Health Insurance Coverage in the United States: 2014*. Current Population Reports.

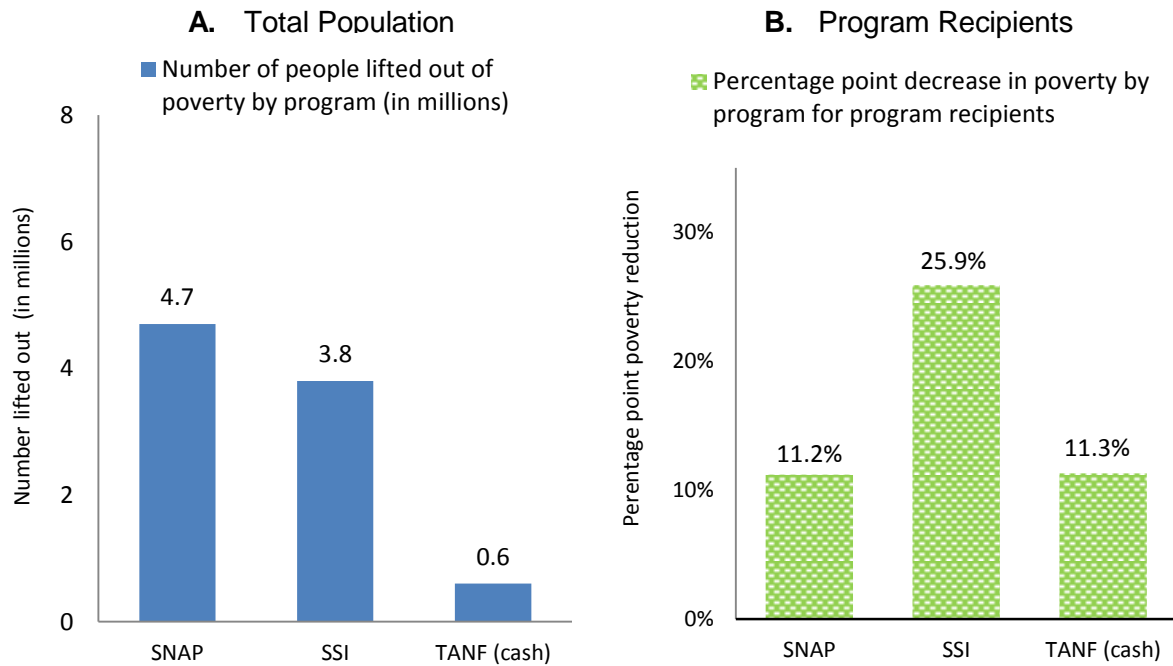
- The poverty rate for all persons increased from 11.3 percent in 2000 to a peak of 15.1 percent in 2010, the year following the Great Recession. The poverty rate was 14.8 percent in 2014, not statistically different from 2010.
- Children ages 0 to 17 had a poverty rate of 21.1 percent in 2014, down 0.9 percentage points from its recent peak in 2010. The child poverty rate follows the same cyclical pattern as the overall poverty rate, but it is higher than the rate for the total population. Since 2000, the child poverty rate has been about 5.0 to 7.0 percentage points greater than the poverty rate for all persons.
- Among persons ages 65 and older, the Great Recession was not reflected by a spike in the poverty rate. For adults ages 65 and older the poverty rate has ranged from roughly 9.0 to 10.0 percent since 2000. For this age group, the poverty rate peaked in 2013 at 10.2 percent and remained at 10.0 percent in 2014.

- Among working age adults (18 to 64 years), the poverty rate has been flat the last several years. In 2014 the rate was 13.5 percent for working age adults, not significantly different from the peak rate for this group 13.8 percent, in 2010.
- Children from birth to age five have the highest poverty rates among the age groups, a fact reflected in poverty rates for decades. In 2014, 23.9 percent of all children from birth to age 5 lived below the official poverty line, though this is down nearly 2 percentage points from a recent high of 25.8 percent in 2010, the year after the recession.
- The poverty rate for persons in single-female families declined modestly from 34.3 percent in 2010 to 33.1 percent in 2014.
- In 2014 the poverty rate for people in married-couple families was 7.2 percent, the same rate as observed in 2009. For persons in married-couple families the poverty rate has remained within a narrow band of about 6.0 percent to 7.5 percent, peaking in post-recession years 1993 and 2010 at 8.0 percent.

With respect to program benefits, the official poverty rate accounts only for cash assistance such as from TANF and SSI, but the supplemental poverty measure is an alternative measure of poverty that also accounts for tax credits for low-income, working families as well as the value of SNAP benefits, and child support, among other program benefits. The impact of safety net programs on the supplemental poverty rate is illustrated in Figure 16, which shows the number of individuals lifted out of poverty by SNAP and the TANF and SSI programs in 2014.^{xxi}

- SNAP had the largest anti-poverty impact among the three programs. SNAP reduced the number of people in poverty by 4.7 million people, including 2.1 million children. In the absence of SNAP benefits, the supplemental poverty rate would have been higher by 1.5 percentage points in 2014.
- In the absence of SSI, 3.8 million additional adults and children would have been in poverty in 2014, and the supplemental poverty rate would have been higher by about 1 percentage point.

Figure 16. Impacts of Programs on Supplemental Poverty for Program Recipients, 2014



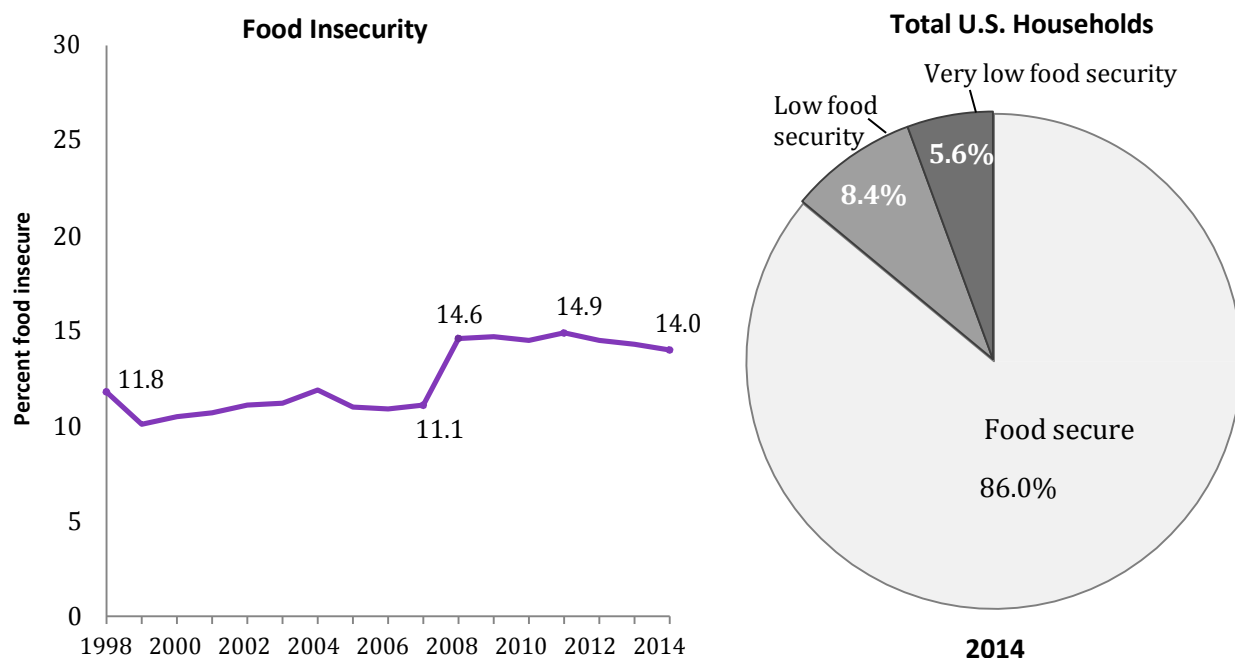
Source: "Poverty in the United States: 50-Year Trends and Safety Net Impacts." U.S. Department of Health and Human Services. Office of the Assistant Secretary for Planning and Evaluation (ASPE) 2016.

- Figure A above shows that TANF lifted 600,000 people out of poverty in 2014. That is, the TANF program had the effect of reducing the supplemental poverty rate for all persons by 0.2 percentage points in 2014.
- Figure B on the right shows the SSI program had the effect of reducing the poverty rate for persons in the SSI program by 25.9 percentage points in 2014. In the absence of the program, the poverty rate for SSI recipients would have been 25.9 percentage points higher.
- The value of SNAP benefits had the effect of reducing the supplemental poverty rate among those in the SNAP program by 11.2 percentage points.
- Similarly, among individuals in families who received cash assistance from TANF, the program had the effect of reducing the supplemental poverty rate by 11.3 percentage points for these individuals.
- Among recipients, TANF reduced the deep supplemental poverty rate by 7.3 percentage points. Without cash assistance from TANF, deep supplemental among poverty among TANF recipients would have been 14.7 percent, or double the actual rate.

Indicator 9. Food Insecurity

Household food insecurity measures whether people in households have consistent, dependable access to enough food for active, healthy living. Food insecurity is correlated with general income poverty and provides an alternative measure of material hardship. By definition, food-insecure households had difficulty at some time during the year providing enough food for all their members due to a lack of resources. Household members with very low food security, the most severe form of food insecurity, experienced reduced food intake for some household members and the disruption of normal eating patterns due lack of money and other resources. In 2009 the increase in SNAP benefits provided under the American Recovery and Reinvestment Act of 2009 reduced food insecurity for low-income households.^{xxii} Figure 17 shows the percentage of total households by their food security status.

Figure 17. Percentage of Households Classified by Food Security Status, 1998–2014 and 2014



Source: U.S. Department of Agriculture, Economic Research Service, Household Food Security in the United States, 2014. Data are from the Current Population Survey, Food Security Supplement.

- From 1999 to 2007 food insecurity (both low and very low food insecurity) affected between 10.1 percent and 11.9 percent of households, 1 in 9 households on average. With the onset of the Great Recession, the rate rose from 11.1 percent in 2007 to 14.6 percent in 2008, an increase of 3.5 percentage points. In the first full year of the recession food insecurity affected one in seven households.

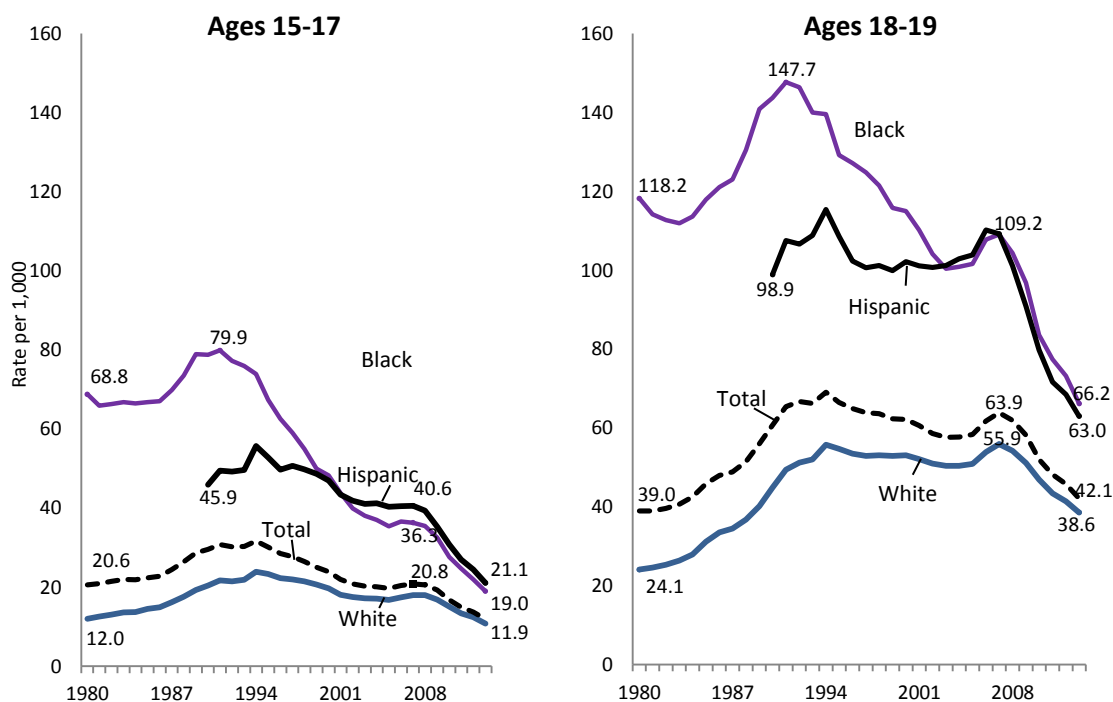
- From 2008 to 2014, the percentage of households reporting low and very low food security did not fall below 14 percent. However food insecurity has been trending downward. The rate for 2014 was 14.0 percent, 0.9 percentage points lower compared with the peak rate in 2011.
- The majority of U.S. households (86.0 percent) were food secure in 2014; that is, they had consistent, dependable access to enough food for active, healthy living.
- Fourteen (14.0) percent of U.S. households, about 17.4 million, experienced food insecurity in 2014. This includes 5.6 percent of households classified as having very low food security. Very low food security is defined by disruptions to normal eating patterns and reduced food intake.
- In 2014 nearly 1 in 5 households with children was food insecure (19.2 percent). In about half of these households, only the adult household members were food insecure, as parents are often able to maintain near-normal diets and meal patterns for their children.
- Households with persons ages 65 and older were less likely to be food insecure (8.9 percent) in 2014 than were households with children (19.2 percent).
- Food insecurity increases as poverty increases. Among households above 185% of the poverty guideline, an income limit for Head Start and reduced price school lunch, only 6.3 percent of households were food insecure in 2014. Among poor households (households with income below 100% percent of the poverty guideline), 39.5 percent were food insecure.
- Married-couple households with children were only about one-third as likely to experience food insecurity as were single-female households with children. Twelve (12.4) percent of married-couple households with children were food insecure in 2014 compared to 35.3 percent of single-female households with children.

Indicator 10. Nonmarital Teen Births

This indicator addresses the risk factor of nonmarital childbearing among young women. Unmarried women who give birth under age 20 have historically had higher rates of public assistance receipt than other women or mothers. Reduced educational attainment for teen mothers remains a focus of recent research and concern.

Figure 18 illustrates the birth rate among young women ages 15 to 17 and ages 18 to 19.

Figure 18. Births per 1,000 Unmarried Women Ages 15-17 Years and 18-19 Years by Race-Ethnicity: 1960-2013^{xxiii}



Note: Data are available beginning in 1990 for Hispanic women.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," National Vital Statistics Reports, Vol. 48 (16) 2000; "Births: Final Data for 2013," National Vital Statistics Reports, Vol. 64. January 15, 2015.

- Births per 1,000 unmarried teens ages 15 to 17 have decreased significantly over the previous two decades and particularly since the Great Recession. The birth rate for teens ages 15 to 17 fell from 20.8 per 1,000 in 2007 to 11.9 percent in 2013, a decrease of 40 percent.
- From a recent peak in 2007, the birth rate for Hispanic teens ages 15 to 17 has fallen by nearly 50 percent from 40.6 per 1,000 to 21.1 per 1,000 in 2013.

- Among unmarried White teens ages 15 to 17, the birth rate has fallen from 18.0 per 1,000 in 2007 to 10.8 per 1,000 in 2013, a decrease of 40 percent. Similarly, the rate for unmarried Black teens ages 15 to 17 has fallen by 48 percent since 2006, from 36.3 per 1,000 to 19.0 per 1,000 in 2013.
- Births among unmarried women ages 18 and 19 have also decreased substantially since the 1990s and more precipitously since 2007. From a recent peak of 63.9 per 1,000 in 2007 the birth rate among unmarried women ages 18 and 19 fell by one-third over the past six years to 42.1 per 1,000 in 2013.
- The recent decline in unmarried births among women ages 18 and 19 was seen across race-ethnic groups. Among unmarried White, Black and Hispanic women ages 18 and 19 the birth rate has fallen by 30 to 40 percent since 2007.
- Since 2007 gaps in the rate of teen births between unmarried Hispanic, Black and White women have narrowed but differences remain. Among unmarried teens, birth rates for Hispanic women were just lower than rates for Black women and birth rates for young White women remained lower compared with both groups in 2013.

Note on Indicators in the 15th Report to Congress

The current, 15th Report to Congress is streamlined with a renewed emphasis on the statutory requirements of the originating legislation. In adopting this more targeted approach, some of the indicators reported in the 14th Report to Congress are not included in the current report. HHS believes the refocused report will better serve members of Congress and their research staff as well as the broader policy research community through more accessible findings. Each of the previously produced indicators is based on publically available data. Readers interested in these indicators will find resources for locating the relevant data in Table A on the following page.

Table A. Indicators Not Produced in the Current Annual Report to Congress

Indicator	Source
Dependence	
Income composition by poverty	Public Use Data (CPS) https://www.census.gov/programs-surveys/cps.html
Year to year dependence transitions	Public Use Data (SIPP) https://www.census.gov/programs-surveys/sipp/data.html
Length of time dependent	Public Use Data (SIPP) https://www.census.gov/programs-surveys/sipp/data.html
Program Receipt	
Long term TANF receipt (over 10 year period)	Public Use Data (PSID) http://simba.isr.umich.edu/data/data.aspx
Reasons for entering or exiting TANF	Public Use Data (SIPP) https://www.census.gov/programs-surveys/sipp/data.html
Risk Factors	
Deep poverty	Published Census Report: http://www.census.gov/hhes/www/poverty/data/incpovhlth/2014/index.html
Length of time poor	Published Census Report: http://www.census.gov/hhes/www/poverty/publications/dynamics09_12/index.html
Child support and poverty	Published Census Report: https://www.census.gov/hhes/www/childsupport/cs09.html
Labor force attachment	Published Online at BLS: http://www.bls.gov/cps/tables.htm#empstat
Labor force participation of women with children	Published BLS Report: http://www.bls.gov/cps/demographics.htm#women
Weekly wages	Published Online at BLS: http://www.bls.gov/cps/cpsaat37.htm
Educational attainment	Published Census Report: https://www.census.gov/hhes/socdemo/education/data/cps/2013/tables.html
Alcohol and substance abuse	Published SAMHSA Report: http://www.samhsa.gov/data/sites/default/files/2015_National_Barometer.pdf
Disability	Published Online at CDC: http://www.cdc.gov/nchs/fastats/disability.htm
Percentage of all births that are non-marital	Published National Vital Statistics Report: http://www.cdc.gov/nchs/products/nvsr.htm
Never married family status	Published Census Report: https://www.census.gov/hhes/families/data/cps2014C.html

Technical Notes

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

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

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

TANF

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

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

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

Endnotes

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

ⁱⁱ Congressional Research Service. 2016. "The Temporary Assistance for Needy Families (TANF) Block Grant: Responses to Frequently Asked Questions". Report #7-5700 and RL32760.

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

^{iv} On average in 2013, TANF assistance units included 2,740,000 people in single-female families, 799,500 people in married-couple families, and 250,000 people in single-male families.

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

^{vi} In Figure 5, TANF recipients in the territories and tribes are excluded. Beginning in 2004, the data include recipients of cash assistance from separate state programs (SSPs) who have comprised as much as 11 percent of total recipients. TANF estimates do not include recipients of solely state-funded programs (SSFs). Where possible, income from an SSF is treated as cash income. Data for children includes a small number of dependents ages 18 and older who are students. Population denominators for the percentage of recipients in each category are from the U.S. Census Bureau.

^{vii} In Figure 6 the totals for SNAP exclude the territories. From 1975 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the Food Stamp Program in 1975. From 1975 to 1983 the number of FFAP participants averaged 88,000.

^{viii} Changes in SSI eligibility and changes in SSI's administration may be made by states to reduce the cost of the program in times of recession. Changes not clearly reflected in SSI reciprocity rates may be reflected in program application data. For detailed estimates see www.ssa.gov/OACT/ssir/SSI14/IV_B_Recipients.html#1019929

^{ix} Figure 7. Population figures used as the denominators are an average of the U.S. Census Bureau's July 1st population estimates for the current and subsequent year.

^x Figure 8. Participation rates are estimated by the microsimulation model (TRIM3) developed and maintained at the Urban Institute under primary funding from Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE). Families subject to full-family sanctions are counted as eligible but nonparticipating due to modeling limitations. The model accounts for the number of families who lost aid due to time limits, but families staying off TANF to conserve their time-limited assistance months are not accounted for in the model. The numbers of eligible and participating families include the

territories and pregnant women without children, even though these two small groups are excluded from the model. Data on participation for these groups are assumed to be the same as for all eligibles.

^{xi} State level rules are described in the Welfare Rules Database, 2014. The summary of earnings limits is based on Table I.E.4 “Maximum Income for Initial Eligibility for a Family of Three, July 2014. Available at <www.anfdata.urban.org/wrd/databook.cfm>

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

^{xiii} Figure 10. SSI participation rates are estimated using TRIM3. The model was revised in 1997 and 1998 to more accurately exclude ineligible immigrants. Thus an increased participation rate in 1997 is partly due to a revision in estimating methodology. In 2004 the TRIM methods for identifying individuals eligible for SSI due to disability were improved resulting in more eligibles for this category. The CPS provides limited information on disability status. As a result, the size of the adult population with a disability may be underestimated, which may lead to an overestimation participation rates. Tabulations from the Social Security Administration and data from the Survey of Income and Program Participation estimate SSI participation among eligible, non-elderly adults at between 40 percent and 80 percent. Estimates for married-couple units are based on small sample sizes. Married-couple units were 7.5 percent of eligible adult units and 5.1 percent of the units receiving SSI in the average month of 1998.

^{xiv} Only four states include SSI recipients and their SSI income in the family TANF unit (Idaho, New Hampshire, West Virginia, and Wisconsin). In such cases, including an SSI recipient in the TANF unit may reduce the value of TANF payments or render the family ineligible for TANF. State level rules are described in the Welfare Rules Database, 2014. <www.anfdata.urban.org/wrd/databook.cfm>

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

^{xvi} Some states use only a gross income test to assess eligibility for TANF while a number of states use net income or multiple tests. Income limits expressed as percentages of the federal poverty guideline are based on a family size of three and drawn from the *Welfare Rules Databook as of July 2014*; Table I.E.4 “Maximum Income for Initial Eligibility for a Family of Three, July 2014.”

^{xvii} Social Security Administration, “Fact Sheet: 2014 Social Security Changes.” <www.ssa.gov/pressoffice/factsheets/colafacts2014.pdf>

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

^{xix} U.S. Department of Health and Human Services, Office of the Assistant Secretary for

Planning and Evaluation (ASPE). 2016. "Poverty in the United States: 50-Year Trends and Safety Net Impacts." <<https://aspe.hhs.gov/poverty-united-states-50-year-trends-and-safety-net-impacts>>

^{xx} Brookings Institution. *The Hamilton Project*. 2016. Diane Whitmore Schanzenbach, David Boddy, Megan Mumford, and Greg Nantz. "Fourteen Economic Facts on Education and Economic Opportunity." <www.hamiltonproject.org/assets/files/education_facts.pdf>

^{xxi} Compared to the official poverty measure, the Supplemental Poverty Measure (SPM) changes how income is measured by counting the value of federal in-kind benefits available to satisfy basic food, clothing, shelter, and utility needs; subtracting income and payroll taxes; adding refundable tax credits; and subtracting nondiscretionary expenses such as the child care, transportation to work, child support payments, and out-of pocket medical expenditures.

^{xxii} Economic Research Service. 2011. "Food Security Improved Following the 2009 ARRA Increase in SNAP Benefits." Report No. 116. Available at <www.ers.usda.gov/publications/err-economic-research-report/err116.aspx>

^{xxiii} In Figure 19, rates are per 1,000 unmarried women in the specified group. Race categories include women of Hispanic ethnicity. Beginning in 1980, the National Center for Health Statistics began tabulating births by the race of the mother. Prior to 1980, data were tabulated by the race of the child. Trends in non-marital births may be affected by changes in the reporting of marital status on birth certificates and in procedures for inferring non-marital births when marital status is not reported.

Appendix Tables

Table 1 Indicator 1. Percentage of the Population by Proportion of Income from TANF, SNAP, and/or SSI: 1993-2013

Year	0%	>0 to 25%	> 25% to 50%	> 50% to 75%	> 75% to 100%	Total > 50%
2013	76.5	14.4	4.1	1.7	3.4	5.0
2012	76.4	14.3	4.2	1.7	3.4	5.1
2011	76.9	13.8	4.1	1.7	3.5	5.2
2010	77.3	13.2	4.2	1.7	3.6	5.3
2009	80.1	11.4	3.9	1.5	3.1	4.6
2008	82.9	10.3	2.8	1.1	2.8	4.0
2007	84.1	9.7	2.8	1.1	2.3	3.5
2006	84.4	9.3	2.6	1.1	2.6	3.7
2005	84.7	8.9	2.6	1.1	2.7	3.8
2004	85.0	8.8	2.5	1.1	2.5	3.7
2003	85.9	8.2	2.4	1.1	2.4	3.6
2002	86.8	7.8	2.3	1.0	2.1	3.2
2001	87.4	7.3	2.2	1.0	2.1	3.1
2000	87.5	7.3	2.2	1.0	2.0	3.0
1999	86.7	7.7	2.3	1.1	2.2	3.3
1998	86.5	7.3	2.5	1.3	2.5	3.8
1997	85.3	7.7	2.5	1.5	3.1	4.5
1996	84.0	7.8	3.1	1.9	3.3	5.2
1995	83.2	8.5	3.1	1.8	3.5	5.3
1994	82.8	8.4	3.1	1.8	4.0	5.8
1993	83.4	7.8	3.0	1.8	4.1	5.9

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

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

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

Dependency Rates

	1993	1996	1997	2001	2003	2005	2007	2009	2010	2011	2012	2013
All Persons	5.9	5.2	4.5	3.1	3.6	3.8	3.5	4.6	5.3	5.2	5.1	5.0
Age Categories												
Children 0 to 17	11.3	9.6	8.2	5.1	6.0	6.2	5.8	7.5	8.3	8.3	8.1	7.7
Adults 18 to 64	4.2	3.8	3.4	2.6	2.9	3.2	2.9	3.9	4.7	4.7	4.5	4.6
Adults 65 and older	2.4	2.4	2.1	1.9	2.2	2.2	2.1	2.2	2.4	2.3	2.5	2.4
Racial/Ethnic Categories												
Non-Hispanic White	3.0	2.6	2.5	1.8	2.1	2.2	2.1	2.7	3.2	3.3	3.1	3.1
Non-Hispanic Black	17.8	13.8	11.4	8.8	10.1	10.2	9.4	11.1	12.5	12.3	12.0	12.0
Hispanic	11.8	10.9	9.1	4.5	5.2	5.6	5.1	7.1	8.0	7.7	7.4	7.0
Family Categories												
Persons in:												
Married couple families	1.8	1.7	1.4	1.0	1.1	1.1	1.1	1.6	1.9	1.9	1.8	1.6
Single female families	25.7	21.1	18.4	11.9	13.2	14.0	12.6	14.6	16.4	16.2	15.8	15.8
Single male families	6.8	5.4	5.6	4.0	4.9	4.3	4.5	6.4	6.5	5.9	5.8	5.3

Reciprocity Rates

	1993	1996	1997	2001	2003	2005	2007	2009	2010	2011	2012	2013
All Persons	16.6	16.0	14.8	12.6	14.1	15.3	15.8	19.9	22.7	23.1	23.6	23.5
Age Categories												
Children 0 to 17	25.6	24.3	21.6	18.1	21.1	22.6	24.1	30.4	34.4	34.4	35.7	35.3
Adults 18 to 64	13.7	13.6	12.7	10.9	12.1	13.3	13.5	17.6	20.2	20.9	21.2	21.3
Adults 65 and older	11.2	10.3	10.2	9.6	9.9	10.3	10.6	11.3	12.3	12.9	13.7	13.5
Racial/Ethnic Categories												
Non-Hispanic White	10.3	9.9	9.7	8.2	9.2	10.1	10.4	13.3	15.7	16.3	16.5	16.3
Non-Hispanic Black	38.0	35.6	30.2	26.3	31.3	32.9	33.4	37.6	40.7	39.7	41.2	41.2
Hispanic	34.6	32.0	28.0	21.6	22.5	24.0	24.6	32.9	36.9	36.4	37.2	37.6
Family Categories												
Persons in:												
Married couple families	10.5	9.6	8.7	7.4	8.2	8.7	8.8	12.5	15.0	14.6	15.4	15.4
Single female families	47.8	46.0	41.6	36.4	39.9	44.5	45.0	50.4	54.2	55.0	56.1	55.7
Single male families	27.6	25.3	24.3	21.2	22.2	22.1	26.4	33.1	34.3	34.9	37.3	36.0

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

Source: The Current Population Survey, Annual Social and Economic Supplements, 1994-2014 and microsimulation model TRIM3.

Table 3 Indicator 1. Percentage of Total Income from TANF, SNAP and/or SSI Programs by Selected Characteristics: 2013

	0%	>0 to 25%	> 25% to 50%	> 50% to 75%	> 75% to 100%	Total > 50%
All Persons	76.5	14.4	4.1	1.7	3.4	5.0
Age Categories						
Children ages 0-17	64.7	20.3	7.3	3.1	4.5	7.7
Adults ages 18 to 64	78.7	13.4	3.4	1.3	3.3	4.6
Adults ages 65 and over	86.5	9.1	2.0	0.7	1.8	2.4
Racial/Ethnic Categories						
Non-Hispanic White	83.7	10.7	2.5	1.0	2.2	3.1
Non-Hispanic Black	58.8	20.9	8.3	4.3	7.7	12.0
Hispanic	62.4	23.3	7.2	2.5	4.6	7.0
Family Categories						
Persons in married-couple families	84.6	11.4	2.4	0.7	1.0	1.6
Persons in single female families	44.3	27.7	12.3	6.4	9.4	15.8
Persons in single male families	64.0	24.2	6.5	1.6	3.7	5.3
Unrelated persons	80.7	10.1	2.2	0.9	6.1	7.0

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

Beginning in 2002 persons who reported more than one race are included in the total for all persons but are not shown under either race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic persons may be of any race.

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

Table 4 Indicator 2. Percentage of Recipients in Families with Labor Force Participants by Program and Selected Characteristics: 2013

	Total		Detail: Someone in Labor Force		
	Someone in the labor force	No one in the labor force	One or more looking, no one working	One or more part-time, no one full-time	At least one full-time
TANF All Persons	58.8	41.2	14.7	17.1	27.0
Non-Hispanic White	52.6	47.4	16.5	14.3	21.8
Non-Hispanic Black	55.9	44.1	19.2	17.7	19.0
Hispanic	66.1	33.9	10.7	19.0	36.5
Children ages 0-5	63.1	36.9	14.9	17.1	31.1
Children ages 6-10	58.0	42.0	14.4	16.1	27.5
Children ages 11-15	54.2	45.8	12.2	16.7	25.3
Women ages 16-64	56.7	43.3	16.4	18.1	22.2
Men ages 16-64	61.9	38.1	15.5	18.0	28.4
Persons in married-couple families	74.4	25.6	15.1	14.0	45.3
Persons in single female families	53.3	46.7	14.3	18.7	20.4
Persons in single male families	73.7	26.3	19.3	11.4	43.0
SNAP All Persons	64.7	35.3	10.3	16.0	38.3
Non-Hispanic White	60.0	40.0	10.3	16.2	33.5
Non-Hispanic Black	62.7	37.3	13.0	16.4	33.4
Hispanic	74.2	25.8	8.3	15.4	50.5
Children ages 0-5	76.6	23.4	9.2	17.5	49.9
Children ages 6-10	76.3	23.7	9.1	17.4	49.7
Children ages 11-15	75.6	24.4	9.0	18.2	48.3
Women ages 16-64	62.6	37.4	11.1	17.6	33.9
Men ages 16-64	63.1	36.9	13.2	14.5	35.5
Adults ages 65 and over	17.5	82.5	3.5	5.1	8.8
Persons in married-couple families	79.5	20.5	7.4	14.8	57.3
Persons in single female families	65.3	34.7	11.5	20.4	33.4
Persons in single male families	74.9	25.1	14.3	14.3	46.3
SSI All Persons	39.0	61.0	5.2	8.7	25.1
Non-Hispanic White	33.4	66.6	4.9	8.4	20.1
Non-Hispanic Black	36.3	63.7	6.5	8.7	21.1
Hispanic	50.6	49.4	4.5	10.2	35.9
Children ages 0-5	66.7	33.3	11.2	10.6	44.9
Children ages 6-10	60.5	39.5	11.6	13.0	36.0
Children ages 11-15	56.0	44.0	6.8	15.2	34.0
Women ages 16-64	34.5	65.5	6.2	8.3	20.0
Men ages 16-64	36.6	63.4	4.2	8.9	23.4
Adults ages 65 and over	35.3	64.7	2.5	6.3	26.5
Persons in married-couple families	64.1	35.9	5.1	12.4	46.7
Persons in single female families	48.4	51.6	7.9	11.6	29.0
Persons in single male families	58.6	41.4	9.4	10.4	38.8

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

Source: Current Population Survey, Annual Social and Economic Supplement, 2013 and microsimulation model TRIM3.

Table 5 Indicator 2. Percentage of AFDC/TANF Recipients in Families with Labor Force Participants: 1993-2013

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

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

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

Table 6 Indicator 3. AFDC-TANF Benefits as a Percentage of the Poverty Guideline in 2014 Dollars, Selected Years, 1981 to 2014

State	Monthly Benefit for a Family of Three (in 2014 dollars) ¹									
	Maximum Monthly Benefit as a % of the Guideline					Maximum Benefit				
	1981	1988	1996	2010	2014	1981	1988	1996	2010	2014
Mississippi	14.3%	13.8%	10.8%	11.0%	10.3%	\$236	\$227	\$177	\$182	\$170
Tennessee	18.2%	19.8%	16.6%	12.0%	11.2%	\$300	\$327	\$274	\$198	\$185
Arkansas	24.0%	23.4%	18.3%	13.2%	12.4%	\$396	\$386	\$302	\$218	\$204
Alabama	17.6%	13.5%	14.7%	13.9%	13.0%	\$290	\$223	\$242	\$230	\$215
Louisiana	25.8%	21.8%	17.0%	15.5%	14.6%	\$425	\$360	\$281	\$256	\$240
Kentucky	28.0%	25.0%	23.5%	17.0%	15.9%	\$462	\$412	\$387	\$280	\$262
North Carolina	28.6%	30.5%	24.4%	17.6%	16.5%	\$472	\$503	\$402	\$291	\$272
South Carolina	19.2%	23.1%	17.9%	17.5%	16.6%	\$317	\$380	\$296	\$288	\$274
Texas	17.6%	21.1%	16.9%	16.8%	16.8%	\$290	\$348	\$278	\$278	\$277
Arizona	30.1%	33.6%	31.1%	18.0%	16.8%	\$496	\$554	\$513	\$297	\$277
Georgia	27.3%	31.0%	25.1%	18.1%	17.0%	\$450	\$511	\$414	\$299	\$280
Indiana	38.0%	33.0%	25.8%	18.7%	17.5%	\$627	\$545	\$426	\$308	\$288
Missouri	37.0%	32.4%	26.2%	18.9%	17.7%	\$609	\$534	\$432	\$312	\$292
Oklahoma	42.0%	35.6%	27.5%	18.9%	17.7%	\$693	\$587	\$454	\$312	\$292
Florida	29.1%	31.6%	27.2%	19.6%	18.4%	\$479	\$520	\$448	\$324	\$303
Idaho	45.5%	34.9%	28.4%	20.0%	18.7%	\$750	\$575	\$469	\$330	\$309
Virginia	46.2%	40.6%	31.7%	25.2%	19.4%	\$762	\$670	\$523	\$416	\$320
Delaware	39.6%	36.6%	30.3%	27.0%	20.5%	\$654	\$604	\$500	\$444	\$338
West Virginia	30.7%	28.6%	22.7%	22.0%	20.6%	\$506	\$471	\$374	\$363	\$340
Nebraska	52.2%	41.8%	32.6%	23.6%	22.1%	\$860	\$689	\$538	\$389	\$364
New Mexico	32.8%	30.3%	34.9%	29.0%	23.0%	\$541	\$500	\$575	\$478	\$380
Nevada	35.9%	37.9%	31.2%	24.8%	23.2%	\$592	\$624	\$514	\$409	\$383
Pennsylvania	49.5%	46.1%	37.7%	27.3%	24.4%	\$816	\$761	\$622	\$450	\$403
New Jersey	53.6%	48.6%	38.0%	27.5%	25.7%	\$885	\$802	\$627	\$453	\$424
Iowa	53.6%	45.2%	38.2%	27.6%	25.8%	\$885	\$746	\$630	\$455	\$426
DC	42.6%	43.5%	37.2%	27.7%	26.0%	\$703	\$717	\$614	\$457	\$428
Kansas	52.6%	49.0%	38.5%	27.8%	26.0%	\$868	\$808	\$634	\$458	\$429
Illinois	45.0%	39.2%	33.8%	28.0%	26.2%	\$742	\$647	\$557	\$462	\$432
Colorado	56.5%	40.8%	31.9%	29.9%	28.0%	\$931	\$674	\$526	\$494	\$462
Ohio	39.2%	35.5%	30.6%	28.1%	28.2%	\$646	\$585	\$504	\$464	\$465
North Dakota	49.8%	42.6%	38.6%	27.7%	28.9%	\$821	\$702	\$637	\$456	\$477
Washington	61.8%	56.4%	48.9%	36.4%	29.0%	\$1,020	\$931	\$807	\$600	\$478
Maine	44.9%	47.7%	37.5%	31.4%	29.4%	\$740	\$787	\$618	\$518	\$485
Michigan	59.2%	50.0%	41.1%	31.9%	29.8%	\$976	\$825	\$679	\$526	\$492
Utah	51.9%	43.1%	38.2%	32.3%	30.2%	\$855	\$711	\$630	\$532	\$498
Oregon	47.8%	47.3%	41.2%	31.4%	30.7%	\$789	\$780	\$680	\$518	\$506
Montana	38.6%	41.2%	39.3%	32.7%	30.9%	\$637	\$679	\$648	\$538	\$510
Minnesota	66.5%	61.0%	47.7%	34.5%	32.3%	\$1,096	\$1,007	\$787	\$568	\$532
Rhode Island	54.7%	59.3%	49.7%	35.9%	33.6%	\$902	\$978	\$819	\$592	\$554
Connecticut	74.2%	71.5%	57.0%	42.5%	34.9%	\$1,224	\$1,179	\$940	\$701	\$576
South Dakota	47.8%	42.0%	38.5%	36.0%	36.3%	\$789	\$693	\$636	\$593	\$599
Wisconsin	66.2%	59.3%	46.3%	43.6%	36.9%	\$1,091	\$978	\$764	\$719	\$608
Hawaii	69.7%	59.1%	63.8%	39.5%	37.0%	\$1,150	\$974	\$1,053	\$652	\$610
Maryland	40.2%	43.3%	33.4%	37.2%	37.8%	\$664	\$713	\$551	\$613	\$624
Massachusetts	56.5%	61.8%	50.6%	40.0%	38.4%	\$931	\$1,020	\$835	\$660	\$633
Wyoming	46.9%	41.3%	32.3%	36.3%	38.5%	\$774	\$681	\$532	\$599	\$635
Vermont	77.2%	72.2%	57.0%	43.1%	38.8%	\$1,273	\$1,190	\$940	\$710	\$640
New Hampshire	48.6%	56.9%	49.3%	43.7%	40.9%	\$801	\$939	\$813	\$721	\$675
California	75.4%	76.1%	53.4%	45.0%	45.5%	\$1,244	\$1,254	\$881	\$741	\$750
New York	63.9%	61.8%	51.7%	48.8%	47.8%	\$1,054	\$1,020	\$853	\$805	\$789
Alaska	85.1%	89.4%	82.7%	59.8%	56.0%	\$1,403	\$1,474	\$1,365	\$986	\$923

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

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

Table 7 Indicator 3. Number and Percentage of the Total Population Receiving AFDC/TANF: 1970-2013

Fiscal Year	Total Recipients		Adult Recipients		Child Recipients	
	Number in 1,000s	Percent	Number in 1,000s	Percent	Number in 1,000s	Percent
2013	4,062	1.3	997	0.4	3,065	4.2
2012	4,432	1.4	1,110	0.5	3,322	4.5
2011	4,554	1.5	1,150	0.5	3,405	4.6
2010	4,531	1.5	1,138	0.5	3,393	4.6
2009	4,217	1.4	1,021	0.4	3,197	4.3
2008	3,949	1.3	927	0.4	3,022	4.1
2007	4,099	1.4	962	0.4	3,138	4.2
2006	4,699	1.6	1,164	0.5	3,535	4.8
2005	5,064	1.7	1,276	0.6	3,788	5.2
2004	5,316	1.8	1,358	0.6	3,957	5.4
2003	5,452	1.9	1,415	0.7	4,037	5.5
2002	5,576	1.9	1,477	0.7	4,099	5.6
2001	5,673	2.0	1,503	0.7	4,171	5.7
2000	6,218	2.2	1,687	0.8	4,531	6.3
1999	7,068	2.5	1,838	0.9	5,231	7.3
1998	8,653	3.1	2,469	1.2	6,184	8.7
1997	10,779	4.0	3,106	1.5	7,673	10.8
1996	12,477	4.6	3,921	2.0	8,556	12.2
1995	13,480	5.1	4,323	2.2	9,157	13.2
1994	14,033	5.3	4,554	2.3	9,479	13.8
1993	13,943	5.4	4,520	2.3	9,424	13.9
1992	13,423	5.2	4,335	2.3	9,087	13.7
1991	12,391	4.9	4,016	2.1	8,375	12.8
1990	11,263	4.5	3,643	2.0	7,620	11.9
1989	10,741	4.4	3,503	1.9	7,238	11.4
1988	10,734	4.4	3,536	2.0	7,198	11.4
1987	10,878	4.5	3,625	2.0	7,254	11.5
1986	10,810	4.5	3,637	2.1	7,173	11.4
1985	10,630	4.5	3,589	2.0	7,041	11.2
1984	10,677	4.5	3,652	2.1	7,025	11.2
1983	10,467	4.5	3,548	2.1	6,919	11.1
1982	10,233	4.4	3,396	2.0	6,838	10.9
1981	10,979	4.8	3,491	2.1	7,488	11.8
1980	10,422	4.6	3,225	2.0	7,197	11.3
1979	10,146	4.5	3,068	1.9	7,071	11.0
1978	10,485	4.7	3,128	2.0	7,357	11.4
1977	10,933	5.0	3,230	2.1	7,703	11.8
1976	11,171	5.1	3,271	2.2	7,900	11.9
1975	10,854	5.0	3,102	2.1	7,753	11.5
1974	10,591	5.0	2,935	2.0	7,656	11.3
1973	10,760	5.1	2,984	2.1	7,776	11.3
1972	10,345	4.9	2,848	2.0	7,497	10.8
1971	9,281	4.5	2,516	1.8	6,765	9.7
1970	7,188	3.5	1,863	1.4	5,325	7.6

Note: Recipients are expressed as the fiscal year average of monthly caseloads from administrative data, excluding recipients in the territories. Tribal TANF recipients also are excluded. Child recipients include a small number of dependents ages 18 and older who are students. The average number of adult and child recipients in 1998 and 1999 are estimated using data from the National Emergency TANF Data Files and thereafter using the National TANF Data Files. Beginning in 2000, the data include both TANF and separate state program recipients who have comprised as much as 11 percent of total recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance. Population denominators for the percentage recipients in each category are from the U.S. Census Bureau.

Table 8 Indicator 3. Number and Percentage of the Total Population Receiving Food Stamp or SNAP benefits: 1975-2013

Fiscal Year	Persons in poverty		Recipients of Food Stamp or SNAP Benefits							
			Total		Age 60 and older		Ages 18 to 59		Ages 0 to 17	
	Number in 1,000s	Percent	Number in 1,000s	Percent	Number in 1,000s	Percent	Number in 1,000s	Percent	Number in 1,000s	Percent
2013	46,269	14.8	47,027	14.9	4,359	6.9	21,819	12.1	20,850	28.3
2012	46,496	15.0	45,956	14.6	4,150	6.8	21,342	11.9	20,463	27.8
2011	46,247	15.0	44,086	14.1	3,765	6.4	20,430	11.4	19,892	26.9
2010	46,343	15.1	39,703	12.8	3,117	5.4	18,102	10.2	18,484	24.9
2009	43,569	14.3	32,842	10.7	2,724	4.9	16,181	9.1	15,589	21.0
2008	39,829	13.2	27,751	9.1	2,517	4.7	14,145	8.0	13,472	18.2
2007	37,276	12.5	25,887	8.6	2,263	4.3	13,030	7.5	12,695	17.2
2006	36,460	12.3	25,555	8.6	2,226	4.4	12,758	7.3	12,579	17.1
2005	36,950	12.6	24,841	8.4	2,044	4.1	10,390	6.0	12,404	16.9
2004	37,040	12.7	23,447	8.0	1,917	3.9	9,753	5.7	11,771	16.1
2003	35,861	12.5	20,898	7.2	1,786	3.7	8,503	5.0	10,605	14.5
2002	34,570	12.1	19,003	6.6	1,684	3.6	7,625	4.5	9,688	13.3
2001	32,907	11.7	17,262	6.1	1,658	3.6	6,778	4.1	8,820	12.1
2000	31,581	11.3	17,054	6.0	1,700	3.7	6,612	4.0	8,743	12.1
1999	32,791	11.9	18,114	6.5	1,696	3.7	7,079	4.4	9,332	13.0
1998	34,476	12.7	19,748	7.2	1,635	3.6	7,760	4.9	10,520	14.7
1997	35,574	13.3	22,820	8.4	1,831	4.1	9,373	6.0	11,847	16.7
1996	36,529	13.7	25,495	9.5	1,891	4.3	10,769	7.0	13,189	18.8
1995	36,425	13.8	26,579	10.0	1,920	4.4	11,105	7.3	13,860	20.0
1994	38,059	14.5	27,439	10.4	1,955	4.5	11,615	7.7	14,391	21.0
1993	39,265	15.1	26,957	10.4	1,876	4.3	11,214	7.5	14,196	21.0
1992	38,014	14.8	25,371	9.9	1,687	3.9	10,550	7.2	13,349	20.1
1991	35,708	14.2	22,599	8.9	1,593	3.8	9,190	6.3	11,952	18.3
1990	33,585	13.5	20,020	8.0	1,511	3.6	8,084	5.6	10,127	15.8
1989	31,528	12.8	18,777	7.6	1,582	3.8	7,560	5.3	9,429	14.9
1988	31,745	13.0	18,613	7.6	1,500	3.7	7,506	5.3	9,351	14.8
1987	32,221	13.4	19,072	7.9	1,589	3.9	7,684	5.5	9,771	15.5
1986	32,370	13.6	19,381	8.1	1,631	4.1	7,895	5.7	9,844	15.7
1985	33,064	14.0	19,847	8.3	1,783	4.5	8,258	6.1	9,801	15.7
1984	33,700	14.4	20,796	8.8	1,758	4.5	8,521	6.3	10,492	16.8
1983	35,303	15.2	21,668	9.3	1,654	4.4	8,960	6.7	10,910	17.4
1982	34,398	15.0	20,391	8.8	1,641	4.4	7,838	6.0	9,591	15.3
1981	31,822	14.0	20,655	9.0	1,845	5.0	7,811	6.0	9,803	15.5
1980	29,272	13.0	19,253	8.5	1,741	4.9	7,186	5.6	9,876	15.5
1979	26,072	11.7	15,942	7.1	-	-	-	-	-	-
1978	24,497	11.4	14,405	6.5	-	-	-	-	-	-
1977	24,720	11.6	15,604	7.1	-	-	-	-	-	-
1976	24,975	11.8	17,033	7.8	-	-	-	-	9,126	13.8
1975	25,877	12.3	16,320	7.6	-	-	-	-	-	-

Note: Estimates are fiscal year averages using monthly caseload data from administrative records. Data by age is not available until 1979. Percentages are calculated based on population estimates from the U.S. Census Bureau. Recipient totals exclude the territories. From 1975 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the Food Stamp Program in 1975. From 1975 to 1983 the number of FFAP participants averaged only 88 thousand.

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

Table 9 Indicator 3. Supplemental Nutrition Assistance Program (SNAP). National Level Annual Summary (released January 8, 2016)

Fiscal Year	Average Participation in 1,000s	Avg Monthly Benefit Per Person	All Benefits ¹ (in millions)	Other costs ¹ (in millions)	Total Costs ¹ (in millions)
2015	45,767	\$127	\$69,655	\$4,205	\$73,860
2014	46,664	\$125	\$69,999	\$4,163	\$74,162
2013	47,636	\$133	\$76,066	\$3,870	\$79,936
2012	46,609	\$133	\$74,619	\$3,790	\$78,409
2011	44,709	\$134	\$71,811	\$3,876	\$75,686
2010	40,302	\$134	\$64,702	\$3,581	\$68,283
2009	33,490	\$125	\$50,360	\$3,260	\$53,620
2008	28,223	\$102	\$34,608	\$3,031	\$37,640
2007	26,316	\$96	\$30,373	\$2,800	\$33,174
2006	26,549	\$95	\$30,187	\$2,716	\$32,903
2005	25,628	\$93	\$28,568	\$2,504	\$31,072
2004	23,811	\$86	\$24,619	\$2,480	\$27,099
2003	21,250	\$84	\$21,404	\$2,412	\$23,816
2002	19,096	\$80	\$18,256	\$2,381	\$20,637
2001	17,318	\$75	\$15,547	\$2,242	\$17,789
2000	17,194	\$73	\$14,983	\$2,071	\$17,054
1999	18,183	\$72	\$15,769	\$2,052	\$17,821
1998	19,791	\$71	\$16,890	\$2,098	\$18,988
1997	22,858	\$71	\$19,549	\$1,959	\$21,508
1996	25,543	\$73	\$22,440	\$1,891	\$24,331
1995	26,619	\$71	\$22,764	\$1,856	\$24,620
1994	27,474	\$69	\$22,749	\$1,745	\$24,493
1993	26,987	\$68	\$22,006	\$1,647	\$23,653
1992	25,407	\$69	\$20,906	\$1,557	\$22,462
1991	22,625	\$64	\$17,316	\$1,432	\$18,747
1990	20,049	\$59	\$14,143	\$1,304	\$15,447
1989	18,806	\$52	\$11,670	\$1,232	\$12,902
1988	18,645	\$50	\$11,149	\$1,168	\$12,317
1987	19,113	\$46	\$10,500	\$1,104	\$11,604
1986	19,429	\$45	\$10,605	\$1,033	\$11,638
1985	19,899	\$45	\$10,744	\$960	\$11,703
1984	20,854	\$43	\$10,696	\$883	\$11,579
1983	21,625	\$43	\$11,152	\$695	\$11,847
1982	21,717	\$39	\$10,208	\$628	\$10,837
1981	22,430	\$39	\$10,630	\$595	\$11,225
1980	21,082	\$34	\$8,721	\$486	\$9,207

¹ Values are not adjusted for inflation. See also "The Effects of the Deline in the Real Value of SNAP Benefits from 2009 to 20112." Released August 2013 by the Economic Research Service. <http://www.ers.usda.gov/media/1155211/err151.pdf>

Source: U.S. Department of Agriculture, Food and Nutrition Service (FNS), Supplemental Nutrition Assistance Program. <www.fns.usda.gov/pd/supplemental-nutrition-assistance-program-snap>

Table 10 Indicator 3. Number and Percentage of the Total Population Receiving SSI by Age: 1975-2013

Date	Total recipients		Adult ages 65 & older		Adults ages 18-64		Children ages 0-17	
	Number in 1,000s	Percent	Number in 1,000s	Percent	Number in 1,000s	Percent	Number in 1,000s	Percent
Dec 2013	8,363	2.6	2,108	4.7	4,934	2.5	1,322	1.8
Dec 2012	8,263	2.6	2,082	4.7	4,869	2.4	1,312	1.8
Dec 2011	8,113	2.6	2,059	4.9	4,777	2.4	1,277	1.7
Dec 2010	7,912	2.6	2,041	5.0	4,632	2.4	1,239	1.7
Dec 2009	7,677	2.5	2,026	5.1	4,451	2.3	1,200	1.6
Dec 2008	7,521	2.5	2,034	5.2	4,333	2.3	1,154	1.6
Dec 2007	7,360	2.4	2,017	5.3	4,222	2.2	1,121	1.5
Dec 2006	7,236	2.4	2,004	5.3	4,152	2.2	1,079	1.5
Dec 2005	7,114	2.4	1,995	5.4	4,083	2.2	1,036	1.4
Dec 2004	6,988	2.4	1,978	5.4	4,017	2.2	993	1.4
Dec 2003	6,902	2.4	1,990	5.5	3,953	2.2	959	1.3
Dec 2002	6,788	2.3	1,995	5.6	3,878	2.2	915	1.3
Dec 2001	6,688	2.3	1,995	5.6	3,811	2.1	882	1.2
Dec 2000	6,602	2.3	2,011	5.7	3,744	2.1	847	1.2
Dec 1999	6,557	2.3	2,019	5.8	3,691	2.1	847	1.2
Dec 1998	6,566	2.4	2,033	5.9	3,646	2.1	887	1.2
Dec 1997	6,495	2.4	2,054	6.0	3,562	2.1	880	1.2
Dec 1996	6,634	2.4	2,110	6.2	3,568	2.2	955	1.4
Dec 1995	6,514	2.4	2,115	6.2	3,482	2.1	917	1.3
Dec 1994	6,296	2.4	2,119	6.3	3,335	2.1	841	1.2
Dec 1993	5,984	2.3	2,113	6.4	3,148	2.0	723	1.1
Dec 1992	5,566	2.2	2,100	6.4	2,910	1.8	556	0.8
Dec 1991	5,118	2.0	2,080	6.5	2,642	1.7	397	0.6
Dec 1990	4,817	1.9	2,059	6.5	2,450	1.6	309	0.5
Dec 1989	4,593	1.9	2,026	6.5	2,302	1.5	265	0.4
Dec 1988	4,464	1.8	2,006	6.6	2,203	1.5	255	0.4
Dec 1987	4,385	1.8	2,015	6.8	2,119	1.4	251	0.4
Dec 1986	4,269	1.8	2,018	6.9	2,010	1.4	241	0.4
Dec 1985	4,138	1.7	2,031	7.1	1,879	1.3	227	0.4
Dec 1984	4,029	1.7	2,037	7.2	1,780	1.2	212	0.3
Dec 1983	3,901	1.7	2,003	7.3	1,700	1.2	198	0.3
Dec 1982	3,858	1.7	2,011	7.4	1,655	1.2	192	0.3
Dec 1981	4,019	1.7	2,121	8.0	1,703	1.2	195	0.3
Dec 1980	4,142	1.8	2,221	8.6	1,731	1.3	190	0.3
Dec 1979	4,150	1.8	2,246	8.8	1,727	1.3	177	0.3
Dec 1978	4,217	1.9	2,304	9.3	1,747	1.3	166	0.3
Dec 1977	4,239	1.9	2,353	9.7	1,738	1.3	147	0.2
Dec 1976	4,236	1.9	2,397	10.2	1,714	1.3	125	0.2
Dec 1975	4,314	2.0	2,508	10.9	1,699	1.3	107	0.2

Note: Population denominators are the average of the U.S. Census Bureau's July 1 population estimates for the current and subsequent year.

Source: Social Security Administration, Office of Research, Evaluation and Statistics, SSI Annual Statistical Report, 2013.

Table 11 Indicator 4. Number and Percent of Eligible Families Participating in AFDC or TANF, Select Years from 1981 to 2013

Year	Eligible Families (in millions)	Participating Families (in millions)	Participation Rate (in percent)
2013	5.6	1.7	30.7
2012	5.7	1.9	32.4
2011	5.6	1.9	33.9
2010	5.7	1.9	33.7
2009	5.7	1.8	32.3
2008	5.2	1.7	33.0
2007	4.8	1.7	36.0
2006	4.9	1.9	39.0
2005	5.1	2.1	40.4
2004	5.1	2.2	42.0
2003	4.8	2.2	45.7
2002	4.5	2.2	48.1
2001	4.6	2.2	48.0
2000	4.4	2.3	51.8
1999	5.1	2.6	52.3
1998	5.5	3.1	55.8
1997	5.4	3.7	69.2
1996	5.6	4.4	78.9
1995	5.7	4.8	84.3
1994	6.1	5.0	82.1
1993	6.1	5.0	81.7
1992	5.6	4.8	85.7
1990	4.9	4.1	82.2
1989	4.5	3.8	83.6
1988	4.8	3.7	78.4
1987	4.9	3.8	76.7
1985	4.7	3.7	79.3
1983	4.7	3.7	77.7
1981	4.8	3.8	80.2

Note: Participation rates are estimated by an Urban Institute model (TRIM3) which augments data from the Current Population Survey (CPS) to simulate eligibility and participation for an average month. Families subject to full-family sanctions are counted as nonparticipating eligible families due to modeling limitations. Although the coverage rate estimates take into account the number of families who lost aid due to the time limit, they do not make any allowance for families staying off TANF to conserve their time-limited assistance months. The numbers of eligible and participating families include the territories and pregnant women without children, even though these two small groups are excluded from the TRIM3 model. The numbers shown here implicitly assume participation for the territories and for pregnant women with no children are the same as for all eligibles. Model improvements have been made over time. Beginning in 2004: 1) Data includes families who received assistance under a Separate State Programs (SSP). 2) Non-parental caretakers were excluded if their income made the unit ineligible. The change potentially increased the number of child-only units.

Source: Data are from the U.S. Department of Health and Human Services, Administration for Children and Families and the Current Population Survey, Annual Social and Economic Supplements, microsimulation model TRIM3.

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

Month or Year	Eligible households (in millions)	Participating households (in millions)	Participation Rate (in percent)
Fiscal Year 2013	23.2	20.9	90.2
Fiscal Year 2012	23.2	20.2	87.2
Fiscal Year 2011	23.5	19.2	81.8
Fiscal Year 2010	23.3	17.4	74.6
Fiscal Year 2009	20.3	14.7	72.2
Fiscal Year 2008	18.0	12.3	68.4
Fiscal Year 2007	17.5	11.4	65.5
Fiscal Year 2006	17.1	11.2	65.3
Fiscal Year 2005	17.7	10.7	60.6
Fiscal Year 2004	17.5	10.0	57.1
Fiscal Year 2003	17.1	8.9	52.1
Fiscal Year 2002	16.7	8.0	47.6
Fiscal Year 2001	15.1	7.3	48.0
Fiscal Year 2000	14.2	7.1	50.2
Fiscal Year 1999	14.5	7.5	51.6
September 1998	14.0	7.6	54.2
September 1997	14.7	8.4	57.5
September 1996	15.3	9.9	65.1
September 1995	15.0	10.4	69.2
September 1994	15.3	10.7	69.6
August 1993	17.0	10.9	64.0
August 1992	16.6	10.2	61.6
August 1991	15.6	9.2	59.1
August 1990	14.5	8.0	54.9
August 1988	14.9	7.0	47.1
August 1986	15.3	7.1	46.5
August 1984	14.2	7.3	51.6
August 1982	14.5	7.5	51.5
August 1980	14.0	7.4	52.5
February 1978	14.0	5.3	37.8
September 1976	16.3	5.3	32.6

Notes: Participant and eligibility totals represent monthly averages. FY 2010 to FY 2013 estimates should not be compared with any prior estimates. The following estimates are methodologically consistent: September 1976 to August 1994; September 1994 to September 1999; FY 1999 to FY 2001; FY 2002 to FY 2009; FY 2010 to FY 2013.

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

Table 13 Indicator 4. Percentage of Eligible Adult Units Participating in the SSI Program by Selected Characteristics: 1993-2013

Year	One-Person Units			Couple Units
	Total Adults	Ages 65 and older	Disabled	Married couples
2013	62.3	59.0	66.5	36.4
2012	64.1	58.2	69.9	37.5
2011	67.3	67.3	70.3	40.1
2010	65.1	65.8	67.4	41.5
2009	64.6	64.8	67.4	40.0
2008	65.6	67.3	68.0	39.8
2007	66.8	61.6	72.3	43.0
2006	68.8	69.1	72.5	39.9
2005	67.7	63.4	73.5	41.1
2004	65.7	63.3	69.2	46.0
2003	68.2	62.3	73.8	47.6
2002	70.4	61.9	78.3	47.9
2001	69.7	64.4	75.9	45.7
2000	75.8	70.9	82.3	49.9
1999	74.3	65.8	83.3	47.8
1998	70.7	63.6	77.9	48.1
1997	71.1	62.7	79.4	49.1
1996	66.6	60.4	73.5	46.7
1995	69.1	64.9	74.0	52.2
1994	65.0	58.4	73.0	43.9
1993	62.0	57.0	71.0	37.0

Note: Data is an average monthly percentage of the eligible population. Eligible adults are individuals age 18 to 64 with low-income, low resources and a disability or individuals age 65 and older with low income and low resources. Beginning in 1997 the model was improved to more accurately exclude ineligible immigrants from the population legally eligible for SSI.

SSI participation rates are estimated using the TRIM3 model that uses Current Population Survey (CPS) data to simulate eligibility for an average month. In 2004 the TRIM methods for identifying individuals eligible for SSI due to disability were improved resulting in more eligibles for this category. However, the CPS provides limited information on disability status. If the CPS undercounts the population of adults with a disability, the model may overestimate participation rates. Data from the Social Security Administration and the Survey of Income and Program Participation suggest SSI participation among eligible, non-elderly adults is between 40 percent and 80 percent. Estimates for married-couple units are based on small sample sizes. Married-couple units were about 7.5 percent of the eligible adult units and 5.1 percent of the units receiving SSI in the average month of 1998.

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

Table 14 Indicator 5. Percentage of the Total Population that Received Assistance from Multiple Means-Tested Programs: 1993-2013

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

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

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

Table 15 Indicator 5. Percentage of Recipients Receiving Assistance from One Program or Multiple Programs in an Average Month Among TANF, SSI and SNAP by Selected Characteristics: 2013

	Any Receipt	One Program Only			Two Programs	
		TANF	SNAP	SSI	TANF & SNAP	SNAP & SSI
All Persons	17.0	0.1	13.2	1.0	1.1	1.6
Racial/Ethnic Categories						
Non-Hispanic White	11.9	0.1	9.5	0.7	0.4	1.3
Non-Hispanic Black	32.7	0.2	24.6	1.4	3.0	3.5
Hispanic	25.5	0.2	19.7	1.6	2.3	1.7
Age Categories						
Children ages 0-5	32.5	0.4	26.6	0.6	4.3	0.6
Children ages 6-10	30.7	0.3	24.6	0.9	3.6	1.3
Children ages 11-15	26.1	0.3	21.0	1.0	2.7	1.1
Women ages 16-64	15.9	0.1	12.5	0.7	0.9	1.7
Men ages 16-64	13.0	0.0	10.2	0.9	0.3	1.6
Adults ages 65 and over	10.0	0.0	5.4	2.2	0.0	2.4
Family Categories						
Persons in:						
Married couple families	10.0	0.1	8.4	0.6	0.4	0.6
Single female families	42.8	0.3	32.0	1.9	5.3	3.2
Single male families	23.6	0.2	18.3	2.2	1.2	1.7
Unrelated persons	16.5	0.0	11.5	1.2	0.0	3.8

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

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

Source: The Current Population Survey, Annual Social and Economic Supplement, 2014 and the microsimulation model TRIM3.

Table 16 Indicator 6. Distribution of TANF, SNAP and SSI Spells by Duration for the Population Entering Programs during the 2008 SIPP Panel by Selected Characteristics

	TANF			
	Spells <= 4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
All Recipients	50.5	29.1	9.2	11.3
White, non-Hispanic	50.1	30.2	7.7	12.0
Black, non-Hispanic	53.7	25.5	9.4	11.5
Hispanic	47.3	32.4	10.2	10.2
Children ages 0-5	41.9	34.4	11.3	12.4
Children ages 6-10	44.0	30.8	12.8	12.4
Children ages 11-15	46.2	28.3	3.6	21.9
Adults ages 16-64	55.7	27.5	9.5	7.4
Adults ages 65 and over	60.3	26.3	0.0	13.4
	SNAP			
	Spells <= 4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
All Recipients	28.7	25.0	11.0	35.3
White, non-Hispanic	27.1	27.3	10.3	35.3
Black, non-Hispanic	28.8	22.5	10.3	38.4
Hispanic	30.0	24.0	12.8	33.2
Children ages 0-5	20.0	28.3	10.3	41.4
Children ages 6-10	21.7	25.2	10.7	42.4
Children ages 11-15	26.3	25.7	10.5	37.4
Adults ages 16-64	30.5	25.2	11.5	32.9
Adults ages 65 and over	36.7	16.6	8.6	38.1
	SSI			
	Spells <= 4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
All Recipients	33.0	21.0	8.3	37.8
White, non-Hispanic	32.1	20.1	5.4	42.4
Black, non-Hispanic	34.6	23.8	11.0	30.6
Hispanic	36.6	18.7	7.1	37.7
Children ages 0-5	46.2	29.7	8.8	15.3
Children ages 6-10	46.6	29.9	8.8	14.8
Children ages 11-15	42.7	23.7	8.8	24.9
Adults ages 16-64	29.9	19.9	7.6	42.5
Adults ages 65 and over	21.3	12.3	10.5	55.9

Note: Spell duration categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. Data is from individuals who entered an assistance program during the 2008 SIPP panel (2008 – 2012). Some estimates may differ from USDA data because of methodological differences. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Persons of Hispanic ethnicity may be of any race.

Source: The Survey of Income and Program Participation 2008.

Table 17 Indicator 6. Duration of TANF, SNAP and SSI Spells by Year

	Program	Spells <=4 Months	Spells 5-12 Months	Spells 13-20 Months	Spells >20 Months
2008 – 2012	TANF	50.5	29.1	9.2	11.3
	SNAP	28.7	25.0	11.0	35.3
	SSI	33.0	21.0	8.3	37.8
2004 – 2007	TANF	43.8	29.9	12.2	14.1
	Food Stamps	33.1	29.0	9.1	28.8
	SSI	24.2	19.8	9.1	47.0
2001 – 2003	TANF	49.6	23.7	10.0	16.8
	Food Stamps	35.9	24.4	8.9	30.7
	SSI	27.9	21.4	7.3	43.5
1996 – 1999	AFDC/TANF	46.6	29.2	11.5	12.7
	Food Stamps	43.1	27.7	9.3	19.8
	SSI	34.1	19.2	9.1	37.6
1993 – 1995	AFDC	30.7	25.4	12.5	31.4
	Food Stamps	33.1	26.8	10.1	30.0
	SSI	24.0	7.9	4.7	63.4
1992 – 1994	AFDC	30.4	24.7	10.5	34.4
	Food Stamps	33.4	24.9	10.2	31.5
	SSI	25.7	8.9	4.8	60.6

Note: Spells are the unit of analysis. Duration categories are mutually exclusive. Spells separated by only 1 month are not considered separate spells. These estimates differ from some USDA data because of methodological differences in the way that the data is tabulated.

Source: The Survey of Income and Program Participation.

Table 18 Indicator 7. Percentage Employed at Any Time During the Year for Adults Ages 18-65 with a High School Degree or Less Education by Sex and Race and Ethnicity, 1968-2014

Year	Women			Men		
	White, non-Hispanic	Black, non-Hispanic	Hispanic	White, non-Hispanic	Black, non-Hispanic	Hispanic
2014	59.8	56.4	54.5	74.6	58.2	80.7
2013	60.7	60.0	53.9	74.9	56.7	82.1
2012	61.4	55.0	54.3	74.6	57.8	79.7
2011	61.0	55.9	54.7	74.4	57.3	78.4
2010	61.2	55.5	53.7	74.4	57.8	78.3
2009	63.4	57.1	55.6	76.7	60.0	80.1
2008	65.6	61.3	57.2	79.0	64.5	83.6
2007	66.1	62.4	56.0	80.3	65.8	85.6
2006	66.5	63.2	56.8	80.6	65.6	86.4
2005	66.3	63.3	56.1	80.7	66.3	85.6
2004	66.3	62.9	56.1	80.8	66.7	84.9
2003	66.9	65.2	56.9	81.1	65.7	84.6
2002	69.5	64.4	57.5	82.5	67.3	85.1
2001	69.8	64.8	59.2	83.4	69.9	85.5
2000	70.6	67.7	61.0	84.7	72.7	86.4
1999	71.4	68.4	58.8	84.5	72.0	86.4
1998	70.4	67.1	57.1	85.3	71.8	85.5
1997	69.9	66.6	56.9	85.3	72.0	85.0
1996	70.2	64.1	55.4	85.9	70.3	84.0
1995	69.6	60.1	53.9	85.9	70.1	83.3
1994	69.0	60.9	53.3	85.0	69.1	83.2
1993	68.6	60.0	52.2	84.6	71.2	83.5
1992	67.8	57.8	53.3	85.7	71.5	83.7
1991	68.3	61.0	54.6	86.4	73.9	85.0
1990	68.5	60.7	55.0	87.7	75.6	85.4
1989	68.8	61.1	55.8	87.7	75.3	86.6
1988	68.0	61.4	54.6	86.3	74.0	87.8
1987	67.3	59.9	54.0	86.7	73.9	85.6
1986	66.8	61.0	54.0	86.4	74.3	86.5
1985	66.0	59.4	52.9	86.1	74.6	83.9
1984	65.0	58.9	54.0	86.5	71.9	83.9
1983	63.5	55.3	51.7	84.8	70.2	85.2
1982	62.7	56.6	51.1	85.6	71.1	85.3
1981	64.0	57.5	53.0	87.4	74.5	87.6
1980	64.1	57.6	53.7	88.0	75.2	86.8
1979	62.9	58.9	55.0	88.5	78.7	89.4
1977	61.4	57.6	52.2	88.3	78.1	89.2
1975	58.3	57.2	49.7	88.2	78.8	86.2
1972	55.6	58.1	--	91.1	84.3	--
1971	55.2	59.4	--	90.9	86.1	--
1969	56.1	64.9	--	92.1	89.2	--
1968	55.8	65.8	--	92.8	89.9	--

Note: Data include both full and partial year employment for the given calendar year. Hispanic origin was first available in 1975. Beginning in 2002 race groups include only persons who reported a single race. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic persons may be of any race.

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

Table 19 Indicator 8. Percentage of Persons in Official Poverty by Age and Family Type: 1959–2014

Calendar Year	Total	Ages 0-5	Ages 6-17	Under 18	18 to 64	65 & over	In married-couple families	In single female families
2014	14.8	23.9	19.8	21.1	13.5	10.0	7.2	33.1
2013	14.8	24.1	20.3	21.5	13.3	10.2	6.7	34.4
2012	15.0	24.8	20.4	21.8	13.7	9.1	7.5	33.9
2011	15.0	25.0	20.4	21.9	13.7	8.7	7.4	34.2
2010	15.1	25.8	20.2	22.0	13.8	8.9	7.7	34.3
2009	14.3	24.3	18.9	20.7	12.9	8.9	7.2	32.5
2008	13.2	21.7	17.6	19.0	11.7	9.7	6.7	31.4
2007	12.5	21.1	16.5	18.0	10.9	9.7	5.8	30.7
2006	12.3	20.3	16.0	17.4	10.8	9.4	5.7	30.5
2005	12.6	20.2	16.3	17.6	11.1	10.1	5.9	31.1
2004	12.7	20.3	16.6	17.8	11.3	9.8	6.4	30.5
2003	12.5	20.1	16.4	17.6	10.8	10.2	6.2	30.0
2002	12.1	18.8	15.7	16.7	10.6	10.4	6.1	28.8
2001	11.7	18.4	15.3	16.3	10.1	10.1	5.7	28.6
2000	11.3	18.3	15.2	16.2	9.6	9.9	5.5	27.9
1999	11.9	18.7	16.4	17.1	10.1	9.7	5.9	30.5
1998	12.7	21.0	17.8	18.9	10.5	10.5	6.2	33.1
1997	13.3	22.0	18.8	19.9	10.9	10.5	6.4	35.1
1996	13.7	23.2	19.1	20.5	11.4	10.8	6.9	35.8
1995	13.8	24.1	19.1	20.8	11.4	10.5	6.8	36.5
1994	14.5	25.1	20.1	21.8	11.9	11.7	7.4	38.6
1993	15.1	26.2	20.8	22.7	12.4	12.2	8.0	38.7
1992	14.8	26.4	20.1	22.3	11.9	12.9	7.7	38.5
1991	14.2	24.6	20.2	21.8	11.4	12.4	7.2	39.7
1990	13.5	23.6	19.0	20.6	10.7	12.2	6.9	37.2
1989	12.8	22.5	18.1	19.6	10.2	11.4	6.7	35.9
1988	13.0	22.3	18.1	19.5	10.5	12.0	6.6	37.2
1987	13.4	22.6	19.1	20.3	10.6	12.5	7.2	38.1
1986	13.6	22.2	19.6	20.5	10.8	12.4	7.3	38.3
1985	14.0	23.0	19.5	20.7	11.3	12.6	8.2	37.6
1984	14.4	24.0	20.2	21.5	11.7	12.4	8.5	38.4
1983	15.2	25.0	21.0	22.3	12.4	13.8	9.3	40.2
1982	15.0	23.8	20.9	21.9	12.0	14.6	9.1	40.6
1981	14.0	22.4	18.9	20.0	11.1	15.3	8.1	38.7
1980	13.0	20.7	17.3	18.3	10.1	15.7	7.4	36.7
1979	11.7	-	-	16.4	8.9	15.2	6.3	34.9
1978	11.4	-	-	15.9	8.7	14.0	5.9	35.6
1977	11.6	-	-	16.2	8.8	14.1	6.2	36.2
1976	11.8	-	-	16.0	9.0	15.0	6.4	37.3
1975	12.3	-	-	17.1	9.2	15.3	7.1	37.5
1974	11.2	-	-	15.4	8.3	14.6	6.2	36.5
1973	11.1	-	-	14.4	8.3	16.3	6.0	37.5
1972	11.9	-	-	15.1	8.8	18.6	6.8	38.2
1971	12.5	-	-	15.3	9.3	21.6	7.5	38.7
1970	12.6	-	-	15.1	9.0	24.6	7.7	38.1
1969	12.1	-	-	14.0	8.7	25.3	7.4	38.2
1968	12.8	-	-	15.6	9.0	25.0	8.3	38.7
1967	14.2	-	-	16.6	10.0	29.5	9.6	38.8
1966	14.7	-	-	17.6	10.5	28.5	10.3	39.8
1965	17.3	-	-	21.0	NA	NA	12.8	46.0
1964	19.0	-	-	23.0	NA	NA	14.6	44.4
1963	19.5	-	-	23.1	NA	NA	14.9	47.7
1962	21.0	-	-	25.0	NA	NA	16.4	50.3
1961	21.9	-	-	25.6	NA	NA	17.6	48.1
1960	22.2	-	-	26.9	NA	NA	18.0	48.9
1959	22.4	-	-	27.3	17.0	35.2	18.2	49.4

Note: The poverty universe is based on the civilian non-institutionalized population living in the United States. Individuals ages 0-14 are excluded if not related to the householder. Members of the Armed Forces are included if at least one civilian adult lives in the household.

Source: U.S. Census Bureau, "Income, Poverty, and Health Insurance Coverage in the United States: 2014," Current Population Reports.

Table 20 Indicator 8. Lifted Out of Poverty: Impacts of Select Safety Net Programs on the Supplemental Poverty Rate, 2014

Program	Supplemental Poverty Rate	Supplemental poverty rate if program resources removed from income	Percentage point difference	Numeric difference (people lifted out of poverty)
Social Security	15.3	23.5	8.2	25,900 mil
Tax Credits*	15.3	18.4	3.1	9,800 mil
Earned Income Tax Credit	15.3	17.4	2.1	6,800 mil
Supplemental Nutrition Assistance Program	15.3	16.8	1.5	4,700 mil
Supplemental Security Income	15.3	16.5	1.2	3,800 mil
Housing Assistance	15.3	16.2	0.9	2,800 mil
Temporary Assistance to Needy Families (cash assistance)	15.3	15.5	0.2	600,000

*Tax credits include both the refundable EITC and the refundable portion of the Child Tax Credit (CTC).

Source: *Poverty in the United States: 50-Year Trends and Safety Net Impacts*. U.S. Department of Health and Human Services. Office of the Assistant Secretary for Planning and Evaluation (ASPE). 2016.

Table 21 Indicator 8. Lifted Out of Poverty for Program Participants: Impacts of Select Safety Net Programs on Supplemental Poverty Rate for Program Recipients, 2014

Program	Among recipients of specific programs:		
	Supplemental poverty rate	Supplemental poverty rate if program did not exist	Percentage point difference
Social Security	14.1	48.4	34.3
Tax Credits*	27.2	40.0	12.8
Earned Income Tax Credit	28.9	38.5	9.6
Supplemental Nutrition Assistance Program	39.8	51.0	11.2
Supplemental Security Income	27.6	53.5	25.9
Housing Assistance	39.4	66.9	27.5
Temporary Assistance to Needy Families (cash)	39.4	50.7	11.3

*Tax credits include both the refundable EITC and the refundable portion of the Child Tax Credit (CTC).

Source: Poverty in the United States: 50-Year Trends and Safety Net Impacts. U.S. Department of Health and Human Services. Office of the Assistant Secretary for Planning and Evaluation (ASPE). 2016.

Table 22 Indicator 9. Percentage of Households Classified by Food Security Status: 1998-2014

Year	Food secure	Low food security	Very low food security	Total not food secure
2014	86.0	8.4	5.6	14.0
2013	85.7	8.7	5.6	14.3
2012	85.5	8.8	5.7	14.5
2011	85.1	9.2	5.7	14.9
2010	85.5	9.1	5.4	14.5
2009	85.3	9.0	5.7	14.7
2008	85.4	8.9	5.7	14.6
2007	88.9	7.0	4.1	11.1
2006	89.1	6.9	4.0	10.9
2005	89.0	7.1	3.9	11.0
2004	88.1	8.0	3.9	11.9
2003	88.8	7.7	3.5	11.2
2002	88.9	7.6	3.5	11.1
2001	89.3	7.4	3.3	10.7
2000	89.5	7.3	3.1	10.5
1999	89.9	7.1	3.0	10.1
1998	88.2	8.1	3.7	11.8

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

Source: U.S. Department of Agriculture, Economic Research Service, Household Food Security in the United States, 2014. Data are from the Current Population Survey, Food Security Supplement.

Table 23 Indicator 9. Percentage of Households Classified by Food Security Status and Selected Characteristics: 2014

	Food secure	Low food security	Very low food security	Total not food secure
All Households	86.0	8.4	5.6	14.0
Racial/Ethnic Categories				
Non-Hispanic White	89.5	5.9	4.5	10.5
Non-Hispanic Black	73.9	15.8	10.4	26.1
Hispanic	77.6	15.5	6.9	22.4
Age Categories				
Households with children under 6	80.1	14.3	5.6	19.9
Households with children under 18	80.8	13.2	6.0	19.2
Households with elderly	91.1	5.7	3.2	8.9
Family Categories				
Married-couple households with children	87.6	9.2	3.2	12.4
Single female, family households with children	64.7	22.5	12.8	35.3
Single male, family households with children	78.3	14.7	7.0	21.7
Household Income-to-Poverty Ratio				
Under 1.00	60.5	21.6	18.0	39.5
Under 1.30	62.6	20.6	16.8	37.4
Under 1.85	66.3	19.2	14.5	33.7
1.85 and over	93.7	4.2	2.1	6.3

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

Beginning in 2002 persons who reported more than one race are not shown under either race category. Due to small sample size, American Indians/Alaska Natives, Asians and Native Hawaiians/Other Pacific Islanders are not shown separately. Hispanic persons may be of any race.

Source: U.S. Department of Agriculture, Economic Research Service, Household Food Security in the United States, 2014. Data are from the Current Population Survey, Food Security Supplement.

Table 24 Indicator Births Per 1,000 Unmarried Teenage Women by Age, Race, and Ethnicity: 1950-2013

Year	Ages 15 to 17				Ages 18 and 19			
	All Races	White	Black	Hispanic	All Races	White	Black	Hispanic
2013	11.9	10.8	19.0	21.1	42.1	38.6	66.2	63.0
2012	13.7	12.4	22.0	24.5	45.8	41.4	73.2	68.5
2011	14.9	13.4	24.7	27.0	48.2	43.4	77.4	71.7
2010	16.8	15.1	27.6	30.8	52.0	46.9	83.6	79.8
2009	19.3	16.9	32.6	35.3	58.2	51.1	96.8	90.9
2008	20.6	18.0	35.5	39.4	61.9	54.2	104.4	101.1
2007	20.8	18.0	36.3	40.6	63.9	55.9	109.1	109.2
2006	20.4	17.4	36.6	40.5	61.8	53.9	107.8	110.2
2005	19.7	16.8	35.4	40.3	58.4	50.9	101.6	103.9
2004	20.1	17.1	37.0	41.2	57.7	50.4	100.9	102.9
2003	20.3	17.2	38.1	41.1	57.6	50.4	100.4	101.2
2002	20.8	17.5	39.9	41.9	58.6	51.0	104.1	100.7
2001	22.0	18.1	43.8	43.4	60.6	52.1	110.2	101.1
2000	23.9	19.7	48.3	47.0	62.2	53.1	115.0	102.2
1999	25.0	20.7	50.0	48.7	62.3	52.9	115.8	99.9
1998	26.5	21.5	55.0	49.8	63.6	53.1	121.5	101.2
1997	27.7	22.0	59.0	50.7	63.9	52.9	124.8	100.6
1996	28.5	22.3	62.6	49.7	64.9	53.5	127.2	102.3
1995	30.1	23.3	67.4	52.8	66.5	54.7	129.2	108.6
1994	31.7	23.9	73.9	55.7	69.1	55.8	139.6	115.4
1993	30.3	21.9	75.9	49.6	66.2	52.0	140.0	108.8
1992	30.2	21.5	77.2	49.2	66.7	51.2	146.4	106.6
1991	30.8	21.7	79.9	49.5	65.4	49.4	147.7	107.5
1990	29.6	20.4	78.8	45.9	60.7	44.9	143.7	98.9
1989	28.7	19.3	78.9	--	56.0	40.2	140.9	--
1988	26.4	17.6	73.5	--	51.5	36.8	130.5	--
1987	24.5	16.2	69.9	--	48.9	34.5	123.0	--
1986	22.8	14.9	67.0	--	48.0	33.5	121.1	--
1985	22.4	14.5	66.8	--	45.9	31.2	117.9	--
1984	21.9	13.7	66.5	--	42.5	27.9	113.6	--
1983	22.0	13.6	66.8	--	40.7	26.4	111.9	--
1982	21.5	13.1	66.3	--	39.6	25.3	112.7	--
1981	20.9	12.6	65.9	--	39.0	24.6	114.2	--
1980	20.6	12.0	68.8	--	39.0	24.1	118.2	--
1979	19.9	10.8	71.0	--	37.2	21.0	123.3	--
1978	19.1	10.3	68.8	--	35.1	19.3	119.6	--
1977	19.8	10.5	73.0	--	34.6	18.7	121.7	--
1976	19.0	9.7	73.5	--	32.1	16.9	117.9	--
1975	19.3	9.6	76.8	--	32.5	16.5	123.8	--
1974	18.8	8.8	78.6	--	31.2	15.3	122.2	--
1973	18.7	8.4	81.2	--	30.4	14.9	120.5	--
1972	18.5	8.0	82.8	--	30.9	15.1	128.2	--
1971	17.5	7.4	80.7	--	31.7	15.8	135.2	--
1970	17.1	7.5	77.9	--	32.9	17.6	136.4	--
1969	15.2	6.6	72.0	--	30.8	16.6	128.4	--
1968	14.7	6.2	--	--	29.6	16.6	--	--
1967	13.8	5.6	--	--	27.6	15.3	--	--
1966	13.1	5.4	--	--	25.6	14.1	--	--
1965	12.5	5.0	--	--	25.8	13.9	--	--
1960	11.1	4.4	--	--	25.0	11.4	--	--
1955	11.1	3.9	--	--	23.6	10.3	--	--
1950	9.9	3.4	--	--	18.3	8.5	--	--

Note: Prior to 1980, data are tabulated by the race of the child. Beginning in 1980, data are tabulated by the race of the mother.

Source: National Center for Health Statistics, "Nonmarital Childbearing in the United States, 1940-1999," National Vital Statistics Reports, Vol. 48 (16), 2000; "Births: Final Data for 2013," National Vital Statistics Reports, Vol. 64 (1), January 15, 2015.