

**Appendix A**  
**Program Data**



## **Appendix A. Program Data**

The Welfare Indicators Act of 1994 specifies that the annual welfare indicators reports shall include analyses of families and individuals receiving assistance under three means-tested benefit programs: the Aid to Families with Dependent Children (AFDC) program authorized under part A of title IV of the Social Security Act (replaced with the Temporary Assistance for Needy Families (TANF) program by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), the Food Stamp Program under the Food Stamp Act of 1977, as amended, and the Supplemental Security Income (SSI) program under title XVI of the Social Security Act. This chapter includes information on these three programs, derived primarily from administrative data reported by state and federal agencies instead of the national survey data presented in previous chapters. National caseloads and expenditure trend information on each of the three programs is included, as well as state-by-state trend tables and information on the characteristics of program participants.

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

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

During the 1990s, the federal government increasingly used its authority under section 1115 of the Social Security Act to waive portions of the federal requirements under AFDC. This allowed states to test such changes as expanded earned income disregards, increased work requirements and stronger sanctions for failure to comply with them, time limits on benefits, and expanded access to transitional benefits such as child care and medical assistance. As a condition of receiving waivers, states were required to conduct rigorous evaluations of the impacts of these changes on the welfare receipt, employment, and earnings of participants.

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) replaced AFDC, AFDC administration, the Job Opportunities and Basic Skills Training (JOBS) program and the Emergency Assistance (EA) program with a block grant called the Temporary Assistance for Needy Families (TANF) program. Key elements of TANF include a lifetime limit of five years (60 months) on the amount of time a family with an adult can receive assistance funded with federal funds, increasing work participation rate requirements which states must meet, and broad state flexibility on program design. Spending through the TANF block grant is capped and funded at \$16.5 billion per year, slightly above fiscal year 1995 federal expenditures for the four component programs. States must also meet a “maintenance of effort (MOE)

requirement” by spending on needy families at least 75 percent of the amount of state funds used in FY 1994 on these programs (80 percent if they fail work participation rate requirements).

TANF gives states wide latitude in spending both Federal TANF funds and state MOE funds. Subject to a few restrictions, TANF funds may be used in any way that supports one of the four statutory purposes of TANF: to provide assistance to needy families so that children can be cared for at home; to end the dependence of needy parents on government benefits by promoting job preparation, work and marriage; to prevent and reduce the incidence of out-of-wedlock pregnancies; and to encourage the formation and maintenance of two-parent families.

### **Recent Legislative Action**

Legislative authority for the TANF block grant program expired September 2002. Since then, the program has been operated under a series of short-term extensions.

In February 2002, President Bush proposed a plan, Working Toward Independence, to strengthen welfare reform, in order to help families remaining on welfare and other low-income families move toward self-sufficiency. The House of Representatives passed bills incorporating the key elements of the President’s plan in both the 107<sup>th</sup> Congress (H.R. 4737) and the 108<sup>th</sup> Congress (H.R. 4). As of the end of 2003, a Senate version of TANF reauthorization was reported out of committee, but not yet taken up on the floor of the Senate. Final enactment of TANF reauthorization is expected in 2004.

### **Data Issues Relating to the AFDC-TANF Transition**

States had the option of beginning their TANF programs as soon as PRWORA was enacted in August 1996, and a few states began TANF programs as early as September 1996. All states were required to implement TANF by July 1, 1997. Because states implemented TANF at different times, the FY 1997 data reflect a combination of the AFDC and TANF programs. In some states, limited data are available for FY 1997 because states were given a transition period of six months after they implemented TANF before they were required to report data on the characteristics and work activities of TANF participants.

Because of the greatly expanded range of activities allowed under TANF, a substantial portion of TANF funds are being spent on activities other than cash payments to families. When tracking overall expenditure trends, the tables in this Appendix (e.g., Table TANF 4) include only those TANF funds spent on “cash and work-based assistance” and “administrative costs,” not on work activities, supportive services, or other allowable uses of funds. Spending on these other activities is detailed in Table TANF 5. Note that TANF administrative costs include funds spent administering all activities, not just cash and work-based assistance. (Administrative costs under AFDC had included a small amount of funds for administering AFDC child care programs; such programs, and the costs of administering them, were transferred to the Child Care and Development Fund as part of PRWORA).

There also is potential for discontinuity between the AFDC and the TANF caseload figures. For example, under TANF there is no longer a separate “Unemployed Parent” (UP) program, as there

was under AFDC. While a separate work participation rate is calculated for two-parent families, this population is not identical to the UP caseload under AFDC. It is also possible that a limited number of families will be considered recipients of TANF assistance, even if they do not receive a monthly cash benefit. At present, the vast majority of families receiving “assistance”<sup>1</sup> are, in fact, receiving cash payments; however, this may change over time.

Once source of discontinuity has been removed in this edition of the Indicators report. Under TANF some states provide cash and other forms of assistance to specific categories of families (e.g., two-parent families) under Separate State Programs (SSPs), funded out of MOE dollars rather than federal TANF funds. This allows the states additional flexibility with regard to the time limits and work requirement. The official TANF caseload figures do not include these families. Starting with this edition, we have added recipients in SSPs into the caseload totals (the split between TANF and SSP caseloads is shown in Table TANF 3, nationally, and in Table TANF 15, by state). Expenditures for Separate State Programs are shown in Table TANF 5.

### **AFDC/TANF Program Data**

The following tables and figures present data on caseloads, expenditures, and recipient characteristics of the AFDC and TANF programs. Trends in national caseloads and expenditures are shown in Figure TANF 1 and the first set of tables (Tables TANF 1-6). These are followed by information on characteristics of AFDC/TANF families (Table TANF 7) and a series of tables presenting state-by-state data on trends in the AFDC/TANF program (Tables TANF 8-13). These data complement the data on trends in AFDC reciprocity and participation rates shown in Tables IND 4a and IND 5a in Chapter II.

**AFDC/TANF Caseload Trends** (Figure TANF 1, Tables TANF 1-3). Welfare caseloads have stabilized over the past few years after declining dramatically during the 1990s. In fiscal year 2002, the average monthly number of TANF recipients was 5.65 million persons, down 1.9 percent from FY 2001. Moreover, this was 55 percent lower than the average monthly AFDC caseload in fiscal year 1996 and the smallest number of people on welfare since 1968. From the peak of 14.4 million in March 1994, the number of AFDC/TANF recipients dropped by 61.6 percent to 5.5 million in March 2003.<sup>2</sup> Over three-fourths of the reduction in the caseload since March 1994 has occurred following the implementation of TANF. These are the largest welfare caseload declines in the history of U.S. welfare programs.

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<sup>1</sup> States are allowed to use TANF funds on a variety of services, including employment and training services, domestic violence services, child care, transportation, and other support services. Families receiving such services, however, generally should not be counted as recipients of TANF “assistance.” Under the final regulations for TANF, “assistance” primarily includes payments directed at ongoing basic needs. It includes payments when individuals are participating in community service and work experience (or other work activities) as a condition of receiving payments (e.g., workfare). In addition to cash assistance, the definition also includes certain child care and transportation benefits (provided the families are not employed). It excludes, however, such things as: non-recurrent, short-term benefits; services without a cash value, such as education and training, case management, job search, and counseling; and benefits such as child care and transportation when provided to employed families.

<sup>2</sup> These values are slightly smaller than the usually cited figures on caseload decline, because these figures include recipients in SSPs, who are usually omitted from TANF caseload statistics.

As shown in Figure TANF 1, AFDC caseloads generally tended to increase in times of economic recession and decline in times of economic growth. The recent decline, however, has far outstripped that experienced in any previous period.

Several studies have attempted to explain the unprecedented decline in caseloads and, specifically, to disentangle the effects of PRWORA and welfare reform from the simultaneous growth in the U.S. economy. Separating these effects is difficult, however, because PRWORA was enacted at a time when the economy was expanding dramatically, offering a uniquely conducive environment within which to move many recipients off the welfare rolls and into the labor market. Other policy changes, most notably expansions in the Earned Income Tax Credit, add further complexity.

In general, studies have found that both economic conditions and welfare reform policies have played important roles in the recent caseload decline. A review of a dozen studies concluded that roughly 15 to 30 percent of the caseload decline prior to 1996 was attributed by most studies to welfare policies under waivers to the AFDC rules with approximately 30 to 45 percent of the decline explained by economic conditions (Schoeni and Blank, 2000). A study by the Council of Economic Advisers (1999) of the post-PRWORA period finds that just over one-third of caseload decline can be explained by welfare reform policy, while 8 to 10 percent is due to the economy. A more recent study estimates that over half the decline in caseloads after enactment of PRWORA were attributable to welfare reform (O'Neill and Hill, 2001). The relative stability of the caseload during the recent recession further supports the argument that the economy was only one of several factors driving caseloads down.

**AFDC/TANF Expenditures** (Tables TANF 4-6 and Figure TANF 2). Tables TANF 4 and 5 show trends in expenditures on AFDC and TANF. Table TANF 4 tracks both programs, breaking out the costs of benefits and administrative expenses. It also shows the division between federal and state spending. Table TANF 5 shows the variety of activities funded under the TANF program.

Figure TANF 2 and Table TANF 6 show that inflation has had a significant effect in eroding the value of the average monthly AFDC/TANF benefit. In real dollars, by 2001 the average monthly benefit per recipient had declined to 64 percent of what it was at its peak in the late 1970s.

**AFDC/TANF Recipient Characteristics** (Table TANF 7). With the dramatic declines in the welfare rolls since the implementation of TANF, there has been a great deal of speculation regarding how the composition of the caseload has changed. Two striking trends are the increases in the proportion of families with no adult in the assistance unit and in employment among adult recipients.

One of the most dramatic trends is the recent jump in the proportion of adult recipients who are working. In FY 2002, 25 percent of TANF adult recipients were employed, up from 11 percent in FY 1996 and 7 percent in FY 1992, as shown in Table TANF 7. Adding in those in work experience and community service positions, the percentage working was at an all-time high of over 33 percent in FY 2002 (data not shown). Similar upward trends are shown in data on income from earnings. These trends likely reflect positive effects of welfare-to-work programs, the strong economy, and the fact that, with larger earnings disregards, families with earnings do

not exit welfare as rapidly. In addition, the increased employment of welfare recipients is consistent with broader trends in labor force participation. (For example, see Table Work 2 in Chapter III for trends in employment rates for women with no more than a high school education).

Another dramatic change in the caseload is the increasing fraction of cases without an adult recipient. Such cases occur when the adults are ineligible (because they are a caretaker relative, SSI parent, immigrant parent, or sanctioned parent). Families with no adults in the assistance unit have climbed from 11.6 percent of the caseload in FY 1990 to 39.0 percent in FY 2002. Not counting cases with a sanctioned parent, 36.6 percent of the caseload was child-only in 2002. This dramatic growth has been due to an increase in the number of child-only cases during the early 1990s, followed by a decline in the number of adult-present cases. Even though child-only cases are generally not subject to the work requirements or time limits under TANF, the number of cases without an adult in the assistance unit has fallen by about 180,000 since 1996.

In other areas, the administrative data show fewer changes in composition than might have been expected. There has been widespread anecdotal evidence that the most job ready recipients – those with the fewest barriers to employment – have already exited the welfare caseload and have stopped coming onto the welfare rolls, leaving a more disadvantaged population remaining. However, as the expectations for welfare recipients have increased, and fewer recipients are totally exempted from work requirements, others have speculated that the most disadvantaged recipients may also have been sanctioned off the rolls or terminated for failure to comply with administrative requirements. In fact, analyses of program data have not found much evidence of an increase or decline in readily observed barriers to employment in the current caseload.

The question of whether the caseload has become more disadvantaged cannot be answered simply through administrative data provided by the states, which do not contain detailed information on such barriers to employment as lack of basic skills, alcohol and drug abuse, domestic violence, and disabilities. A few recent studies have found very high levels of these barriers among the TANF population. These studies also have found that the effects of these barriers are interactive; while any one barrier to employment can often be overcome, the more barriers a recipient faces, the less likely she is to find a job and maintain consistent employment over a period of time.

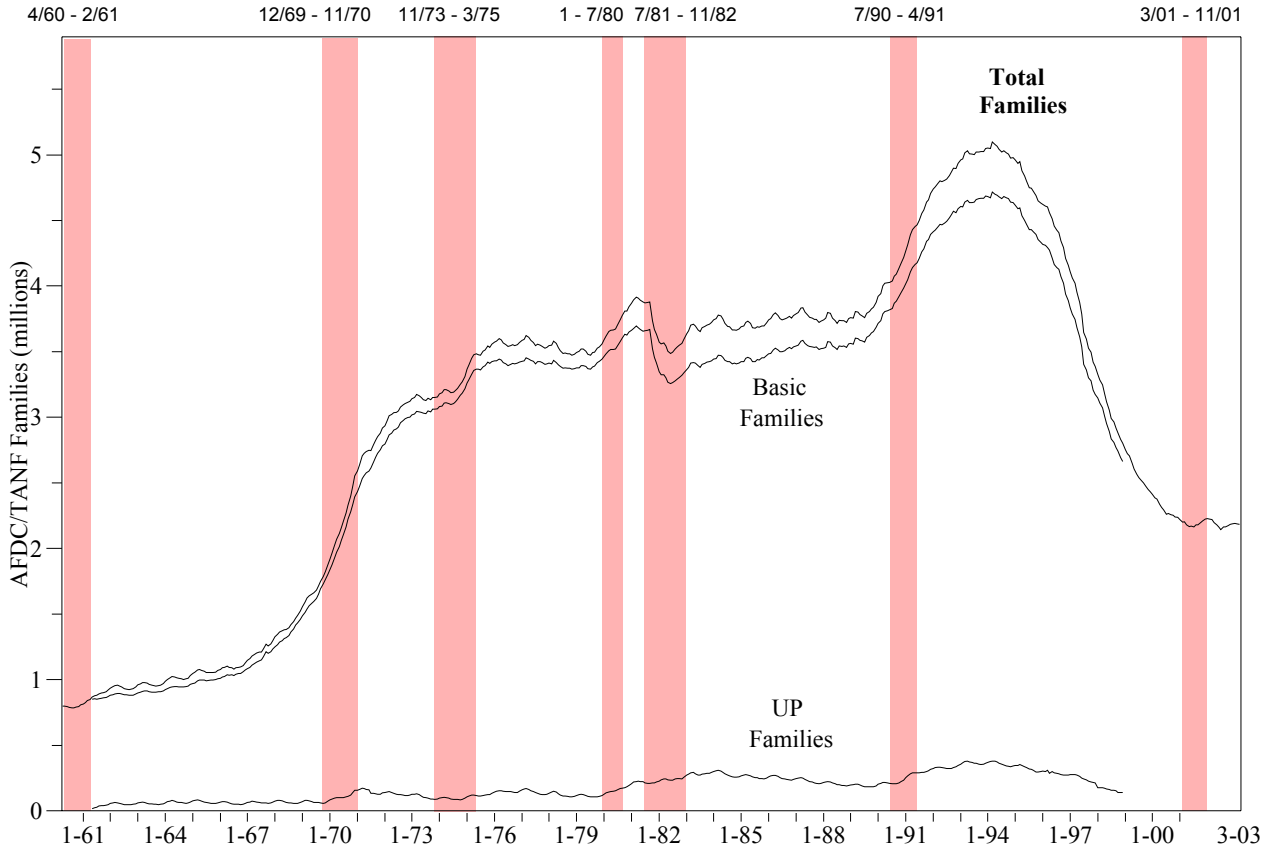
**AFDC/TANF State-by-State Trends** (Tables TANF 8-17). There is a great deal of state-to-state variation in the trends discussed above. For example, as shown in Table TANF 10, while every state has experienced a caseload decline since 1993, the percentage change between the state's caseload peak and March 2003 ranges from 94 percent (Wyoming) to 26 percent (Indiana). Six states have experienced caseload declines of 75 percent or more. Table TANF 10 also shows that states reached their peak caseloads as early as May 1990 (Louisiana) and as late as June 1997 (Hawaii).

Three new tables have been added to the state-by-state trends in this edition. Table TANF 15 shows TANF and Separate State Program (SSP) families and recipients, by state. Tables TANF 16 and 17 use a newly available data source, the High Performance Bonus data, which links TANF administrative records with quarterly earnings records, and allows examination of patterns

of TANF receipt and employment. For example, Table TANF 16 shows the range across states in employment rates among TANF recipients (where employment is measured by presence of quarterly earnings in the same calendar quarter as one or more months of TANF recipient or in the immediately subsequent quarter). Table 17 complements the data on program spell duration provided in Table IND 8 in Chapter II, by examining state-by-state variation in the percentage of TANF recipients that receive benefits over the course of one year (four quarters) after a selected calendar quarter.



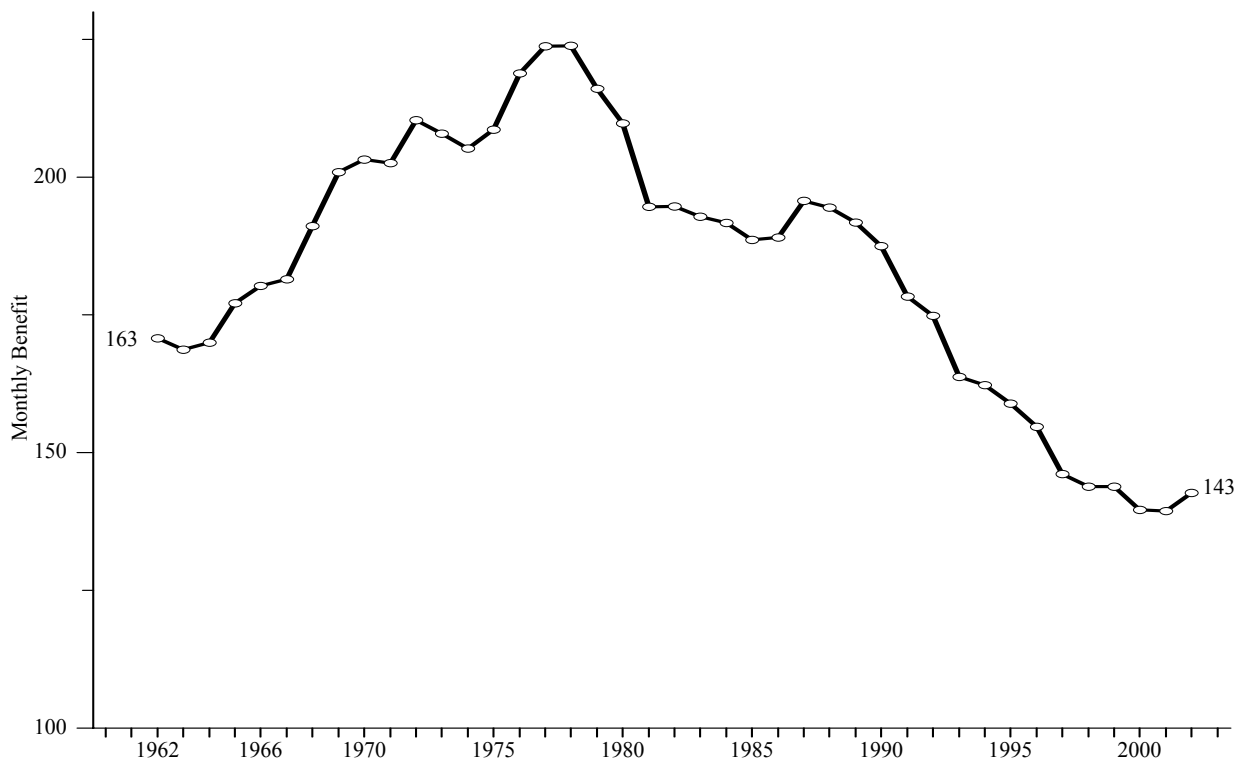
**Figure TANF 1. AFDC/TANF Families Receiving Income Assistance**



Note: "Basic families" are single-parent families and "UP families" are two-parent cases receiving benefits under AFDC Unemployed Parent programs that operated in certain states before FY 1991 and in all states after October 1, 1990. The AFDC Basic and UP programs were replaced by TANF as of July 1, 1997 under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Shaded areas indicate NBER designated periods of recession from peak to trough. The decrease in number of families receiving assistance during the 1981-82 recession stems from changes in eligibility requirements and other policy changes mandated by OBRA 1981. Beginning in 2000, Total families includes TANF and SSP families. Last data point plotted is March 2003.

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

**Figure TANF 2. Average Monthly AFDC/TANF Benefit per Recipient in Constant Dollars**



Note: See Table TANF 6 for underlying data.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992 & 1993* plus unpublished data and *Sixth TANF Annual Report to Congress, 2004*.

**Table TANF 1. Trends in AFDC/TANF Caseloads, 1962 – 2002**

Fiscal Year	Average Monthly Number (In thousands)				Total Children	Children as a Percent of Total Recipients	Average <sup>1</sup> Number of Children per Family
	Total Families <sup>1</sup>	Total Recipients	Unemployed Parent Families	Unemployed Parent Recipients			
1962.....	924	3,593	48	224	2,778	77.3	3.0
1963.....	950	3,834	54	291	2,896	75.5	3.0
1964.....	984	4,059	60	343	3,043	75.0	3.1
1965.....	1,037	4,323	69	400	3,242	75.0	3.1
1966.....	1,074	4,472	62	361	3,369	75.3	3.1
1967.....	1,141	4,718	58	340	3,560	75.5	3.1
1968.....	1,310	5,349	67	377	4,013	75.0	3.1
1969.....	1,539	6,146	66	360	4,591	74.7	3.0
1970.....	1,906	7,415	78	420	5,484	74.0	2.9
1971.....	2,531	9,557	143	726	6,963	72.9	2.8
1972.....	2,918	10,632	134	639	7,698	72.4	2.6
1973.....	3,123	11,038	120	557	7,967	72.2	2.6
1974.....	3,170	10,845	93	434	7,825	72.2	2.5
1975.....	3,357	11,067	100	451	7,952	71.9	2.4
1976.....	3,575	11,386	135	593	8,054	70.7	2.3
1977.....	3,593	11,130	149	659	7,846	70.5	2.2
1978.....	3,539	10,672	128	567	7,492	70.2	2.1
1979.....	3,496	10,318	114	507	7,197	69.8	2.1
1980.....	3,642	10,597	141	612	7,320	69.1	2.0
1981.....	3,871	11,160	209	881	7,615	68.2	2.0
1982.....	3,569	10,431	232	976	6,975	66.9	2.0
1983.....	3,651	10,659	272	1,144	7,051	66.1	1.9
1984.....	3,725	10,866	287	1,222	7,153	65.8	1.9
1985.....	3,692	10,813	261	1,131	7,165	66.3	1.9
1986.....	3,748	10,997	254	1,102	7,300	66.4	1.9
1987.....	3,784	11,065	236	1,035	7,381	66.7	2.0
1988.....	3,748	10,920	210	929	7,325	67.1	2.0
1989.....	3,771	10,934	193	856	7,370	67.4	2.0
1990.....	3,974	11,460	204	899	7,755	67.7	2.0
1991.....	4,374	12,592	268	1,148	8,513	67.6	1.9
1992.....	4,768	13,625	322	1,348	9,226	67.7	1.9
1993.....	4,981	14,143	359	1,489	9,560	67.6	1.9
1994.....	5,046	14,226	363	1,510	9,611	67.6	1.9
1995.....	4,871	13,660	335	1,384	9,280	67.9	1.9
1996.....	4,543	12,645	293	1,241	8,672	68.6	1.9
1997 <sup>2</sup> .....	3,937	10,935	275 <sup>3</sup>	1,158 <sup>3</sup>	7,781 <sup>3</sup>	71.2 <sup>3</sup>	2.0 <sup>3</sup>
1998.....	3,200	8,790	179	754 <sup>4</sup>	6,273	71.4	2.0
1999.....	2,674	7,188	NA	NA	5,319	74.0	2.0
2000.....	2,356	6,324	NA	NA	4,598	72.7	2.0
2001.....	2,200	5,761	NA	NA	4,227	73.3	1.9
2002.....	2,194	5,654	NA	NA	4,149	73.0	1.9

Note: Beginning in 2000, all caseload numbers include SSP families.

<sup>1</sup> Includes unemployed parent families and child-only cases.

<sup>2</sup> The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance to Needy Families (TANF) program.

<sup>3</sup> Based on data from the old AFDC reporting system which was available only for the first 9 months of the fiscal year.

<sup>4</sup> Estimated based on the ratio of Unemployed Parent recipients to Unemployed Parent families in 1997.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, (Available online at <http://www.acf.dhhs.gov/>).

**Table TANF 2. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups, 1970 – 2002**

Calendar Year <sup>1</sup>	Total Recipients in the States & DC (in thousands)	Child Recipients in the States & DC (in thousands)	Recipients as a Percent of Total Population <sup>2</sup>	Recipients as a Percent of Poverty Population <sup>3</sup>	Recipients as a Percent of Pretransfer Poverty Population <sup>4</sup>	Child Recipients as a Percent of Total Child Population <sup>2</sup>	Child Recipients as a Percent of Children in Poverty <sup>3</sup>
1970	8,303	6,104	4.1	32.7	NA	8.8	58.5
1971	10,043	7,303	4.9	39.3	NA	10.5	69.2
1972	10,736	7,766	5.1	43.9	NA	11.2	75.5
1973	10,738	7,763	5.1	46.7	NA	11.3	80.5
1974	10,621	7,637	5.0	45.4	NA	11.3	75.2
1975	11,131	7,928	5.2	43.0	NA	11.8	71.4
1976	11,098	7,850	5.1	44.4	NA	11.8	76.4
1977	10,856	7,632	4.9	43.9	NA	11.7	74.2
1978	10,387	7,270	4.7	42.4	NA	11.2	73.2
1979	10,140	7,057	4.5	38.9	53.1	11.0	68.0
1980	10,599	7,295	4.7	36.2	49.2	11.4	63.2
1981	10,893	7,397	4.7	34.2	47.1	11.7	59.2
1982	10,161	6,767	4.4	29.5	40.6	10.8	49.6
1983	10,569	6,967	4.5	29.9	41.9	11.1	50.1
1984	10,643	7,017	4.5	31.6	43.6	11.2	52.3
1985	10,672	7,073	4.5	32.3	45.0	11.3	54.4
1986	10,850	7,206	4.5	33.5	46.6	11.5	56.0
1987	10,841	7,240	4.5	33.6	46.7	11.5	55.9
1988	10,728	7,201	4.4	33.8	47.7	11.4	57.8
1989	10,798	7,286	4.4	34.3	47.6	11.5	57.9
1990	11,497	7,781	4.6	34.2	47.1	12.1	57.9
1991	12,728	8,601	5.0	35.6	49.1	13.2	60.0
1992	13,571	9,189	5.3	35.7	50.8	13.8	60.1
1993	14,007	9,460	5.4	35.7	48.5	14.0	60.2
1994	13,970	9,448	5.3	36.7	50.0	13.8	61.8
1995	13,242	9,013	5.0	36.4	50.1	13.0	61.5
1996	12,156	8,355	4.5	33.3	46.4	11.9	57.8
1997	10,224	7,077 <sup>5</sup>	3.7	28.7	40.7	10.0	50.1
1998	8,215	5,781	3.0	23.8	34.7	8.1	42.9
1999	6,709	4,836	2.4	20.5	30.9	6.7	39.4
2000	6,043	4,406	2.1	19.1	29.7	6.1	38.0
2001	5,633	4,138	2.0	17.1	26.8	5.7	35.3
2002	5,529	4,048	1.9	16.0	25.4	5.6	33.4

<sup>1</sup> Total recipients are calculated here as the monthly average for the calendar year in order to compare with the calendar year counts of the poverty populations used to compute the reciprocity rates. From 2000 onward, total recipients includes SSP recipients as well as TANF recipients. See Table IND 3a for fiscal year reciprocity rates.

<sup>2</sup> Population numbers used as denominators are resident population. See *Current Population Reports*, Series P25-1106

<sup>3</sup> For poverty population data see *Current Population Reports*, Series P60-222 (Available online at <http://www.census.gov/hhes/www/poverty.html>).

<sup>4</sup> The pretransfer poverty population used as denominator is the number of all persons in families with related children under 18 years of age whose income (cash income plus social insurance plus Social Security but before taxes and means-tested transfers) falls below the appropriate poverty threshold. See Appendix J, Table 20, *1992 Green Book*; data for subsequent years are unpublished Congressional Budget Office tabulations.

<sup>5</sup> Estimated based on the ratio of children recipients to total recipients for January through June of 1997.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Bureau of the Census, "Poverty in the United States: 2002," *Current Population Reports*, Series P60-222, and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

**Table TANF 3. TANF and Separate State Program (SSP) Families and Recipients, 2000 – 2002**  
(In thousands)

Fiscal Year	TANF	SSP	Total
	<b>Families</b>		
2000	2,265	91	2,355
2001	2,117	82	2,200
2002	2,065	128	2,194
	<b>All Recipients</b>		
2000	5,943	380	6,324
2001	5,423	338	5,761
2002	5,149	505	5,654
	<b>Child Recipients</b>		
2000	4,370	228	4,598
2001	4,025	202	4,227
2002	3,841	308	4,149

Note: Some states provide cash and other forms of assistance to specific categories of families (e.g., two-parent families) under Separate State Programs (SSPs) which are funded out of Maintenance of Effort (MOE) dollars rather than federal TANF funds. See Table TANF 15 for SSPs by state.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, (available online at <http://www.acf.dhhs.gov/>)

**Table TANF 4. Total AFDC/TANF Expenditures on Cash Benefits and Administration, 1970 – 2002**

[In millions of dollars]

Fiscal Year	Federal Funds (Current Dollars)		State Funds (Current Dollars)		Total (Current Dollars)		Total (Constant 2002 Dollars <sup>1</sup> )	
	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- tive	Benefits	Administra- tive
1970	\$2,187	\$572 <sup>2</sup>	\$1,895	\$309	\$4,082	\$881 <sup>2</sup>	18,076	3,901
1971	3,008	271	2,469	254	5,477	525	23,219	2,226
1972	3,612	240 <sup>3</sup>	2,942	241	6,554	481 <sup>3</sup>	26,831	NA
1973	3,865	313	3,138	296	7,003	610	27,535	2,398
1974	4,071	379	3,300	362	7,371	740	26,694	2,680
1975	4,625	552	3,787	529	8,412	1,082	27,766	3,571
1976	5,258	541	4,418	527	9,676	1,069	29,897	3,303
1977	5,626	595	4,762	583	10,388	1,177	29,878	3,385
1978	5,724	631	4,898	617	10,621	1,248	28,659	3,368
1979	5,825	683	4,954	668	10,779	1,350	26,746	3,350
1980	6,448	750	5,508	729	11,956	1,479	26,670	3,299
1981	6,928	835	5,917	814	12,845	1,648	26,054	3,343
1982	6,922	878	5,934	878	12,857	1,756	24,366	3,328
1983	7,332	915	6,275	915	13,607	1,830	24,664	3,317
1984	7,707	876	6,664	822	14,371	1,698	24,985	2,952
1985	7,817	890	6,763	889	14,580	1,779	24,469	2,986
1986	8,239	993	6,996	967	15,235	1,960	24,936	3,208
1987	8,914	1,081	7,409	1,052	16,323	2,133	25,980	3,395
1988	9,125	1,194	7,538	1,159	16,663	2,353	25,479	3,598
1989	9,433	1,211	7,807	1,206	17,240	2,417	25,157	3,527
1990	10,149	1,358	8,390	1,303	18,539	2,661	25,770	3,699
1991	11,165	1,373	9,191	1,300	20,356	2,673	26,936	3,537
1992	12,258	1,459	9,993	1,378	22,250	2,837	28,575	3,644
1993	12,270	1,518	10,016	1,438	22,286	2,956	27,784	3,685
1994	12,512	1,680	10,285	1,621	22,797	3,301	27,687	4,009
1995	12,019	1,770	10,014	1,751	22,032	3,521	26,033	4,161
1996	11,065	1,633	9,346	1,633	20,411	3,266	23,467	3,755
1997 <sup>4</sup>	9,748	1,273	7,799	1,098	17,547	2,371	19,644	2,654
1998	7,518	1,231	7,096	1,028	14,614	2,259	16,098	2,489
1999	6,475	1,407	6,975	884	13,449	2,291	14,538	2,476
2000	5,444	1,570	5,736	1,032	11,180	2,302	11,711	2,726
2001	4,772	1,598	5,390	1,042	10,163	2,639	10,313	2,678
2002	4,554	1,633	4,854	983	9,408	2,617	9,408	2,617

Note: Benefits do not include emergency assistance payments and have not been reduced by child support collections. Foster care payments are included from 1971 to 1980. State funds for benefits include benefits under Separate State Programs.

Beginning in fiscal year 1984, the cost of certifying AFDC households for food stamps is shown in the food stamp program's appropriation under the U.S. Department of Agriculture. Administrative costs include: Work Program, ADP, FAMIS, Fraud Control, Child Care administration (through 1996), SAVE and other State and local administrative expenditures.

<sup>1</sup> Constant dollar adjustments to 2002 level were made using a CPI-U-X1 fiscal year price index.

<sup>2</sup> Includes expenditures for services.

<sup>3</sup> Administrative expenditures only.

<sup>4</sup> The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance to Needy Families (TANF) program. Under PRWORA, spending categories are not entirely equivalent to those under AFDC: for example administrative expenses under TANF do not include IV-A child care administration (which accounted for 4 percent of 1996 administrative expense).

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

**Table TANF 5. Federal and State TANF Program and Other Related Spending  
Fiscal Years 1997 to 2002**

(Millions)

	Cash & Work-Based Assistance	Work Activities	Child Care	Trans- portation	Adminis- tration	Systems	Transitional Services	Other Expenditures	Total Expenditures
<b>Federal TANF Grants</b>									
1997	7,708	467	14	–	872	109	0	862	10,032
1998	7,168	763	252	–	938	224	6	1,136	10,487
1999	6,475	1,225	604	–	1,070	337	17	1,595	11,323
2000	5,444	1,606	1,553	496	1,328	242	–	2,715	13,384
2001	4,772	1,983	1,583	522	1,375	223	–	4,325	14,782
2002	4,554	2,121	1,572	339	1,339	294	–	4,368	14,588
<b>State Maintenance of Effort Expenditures in the TANF Program</b>									
1997	5,955	311	752	–	704	101	9	926	8,758
1998	6,879	520	890	–	883	138	11	1,301	10,623
1999	6,541	503	1,135	–	743	118	23	1,334	10,397
2000	5,432	884	1,893	150	921	92	–	1,170	10,541
2001	4,887	685	1,730	113	920	83	–	1,195	9,613
2002	3,994	582	1,860	221	877	66	–	1,554	9,154
<b>State Maintenance of Effort Expenditures in Separate State Programs</b>									
1997	69	12	111	–	0	0	–	18	210
1998	216	3	137	–	6	1	–	28	391
1999	434	26	257	–	22	0	0	126	865
2000	305	11	73	17	19	0	–	431	856
2001	503	28	34	20	38	1	–	499	1,125
2002	860	24	72	24	41	-5	–	652	1,673
<b>Total Expenditures</b>									
1997	13,731	790	877	–	1,577	211	9	1,805	19,000
1998	14,264	1,286	1,280	–	1,828	362	17	2,465	21,502
1999	13,449	1,754	1,995	–	1,835	456	40	3,055	22,585
2000	11,180	2,501	3,519	663	2,267	335	–	4,316	24,781
2001	10,163	2,696	3,347	655	2,333	306	–	6,019	25,520
2002	9,408	2,727	3,504	584	2,258	359	–	6,574	25,414

Note: Administration and Systems, shown separately here in Table TANF 5, can be combined to show total administrative costs, as in Table TANF 3.

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

**Table TANF 6. Trends in AFDC/TANF Average Monthly Payments, 1962 – 2002**

Fiscal Year	Monthly Benefit per Recipient		Average Number of Persons per Family	Monthly Benefit per Family (not reduced by Child Support)		Weighted Average <sup>1</sup> Maximum Benefit (per 3-person Family)	
	Current Dollars	2002 Dollars		Current Dollars	2002 Dollars	Current Dollars	2002 Dollars
1962	\$31	\$171	3.9	\$121	\$664	NA	NA
1963	31	169	4.0	126	681	NA	NA
1964	32	170	4.1	131	701	NA	NA
1965	34	177	4.2	140	738	NA	NA
1966	35	180	4.2	146	750	NA	NA
1967	36	181	4.1	150	750	NA	NA
1968	40	191	4.1	162	782	NA	NA
1969	43	201	4.0	173	803	\$186 <sup>2</sup>	\$867
1970	46	203	3.9	178	789	194 <sup>2</sup>	861
1971	48	202	3.8	180	764	201 <sup>2</sup>	852
1972	51	210	3.6	187	766	205 <sup>2</sup>	841
1973	53	208	3.5	187	735	213 <sup>2</sup>	837
1974	57	205	3.4	194	702	229 <sup>2</sup>	828
1975	63	209	3.3	209	689	243	802
1976	71	219	3.2	226	697	257	793
1977	78	224	3.1	241	693	271	780
1978	83	224	3.0	249	675	284	767
1979	87	216	2.9	257	638	301	746
1980	94	210	2.9	274	610	320	714
1981	96	195	2.9	277	561	326	661
1982	103	195	2.9	300	569	331	626
1983	106	193	2.9	311	563	336	609
1984	110	192	2.9	321	559	352	611
1985	112	189	2.9	329	552	369	619
1986	115	189	2.9	339	555	383	627
1987	123	196	2.9	359	572	393	626
1988	127	194	2.9	370	567	404	618
1989	131	192	2.9	381	556	412	602
1990	135	187	2.9	389	540	421	585
1991	135	178	2.9	388	513	425	562
1992	136	175	2.9	389	499	419	538
1993	131	164	2.8	373	465	414	517
1994	134	162	2.8	376	457	420	505
1995	134	159	2.8	376	445	418	494
1996	135	155	2.8	374	430	422	485
1997 <sup>3</sup>	130	146	2.8	362	405	420	470
1998	130	144	2.7	358	394	432	476
1999	133	144	2.7	357	386	452	489
2000	133	140	2.6	349	366	453	475
2001	137	139	2.6	351	356	456	463
2002	143	143	2.5	355	355	454	454

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 2002 level were made using a CPI-U-X1 fiscal-year price index.

<sup>1</sup> The maximum benefit for a 3-person family in each state is weighted by that state's share of total AFDC families.

<sup>2</sup> Estimated based on the weighted average benefit for a 4-person family.

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

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



**Table TANF 7. Characteristics of AFDC/TANF Families, Selected Years 1969 – 2002**

	May	May	March	Fiscal year <sup>1</sup>						
	1969	1975	1979	1983	1988	1992	1996	2000	2001	2002
<b>Avg. Family Size (persons)</b>	4.0	3.2	3.0	3.0	3.0	2.9	2.8	2.6	2.6	2.5
<b>Number of Child Recipients</b>										
One	26.6	37.9	42.3	43.4	42.5	42.5	43.9	44.2	44.8	47.0
Two	23.0	26.0	28.1	29.8	30.2	30.2	29.9	28.4	28.5	28.0
Three	17.7	16.1	15.6	15.2	15.8	15.5	15.0	15.3	14.8	14.2
Four or More	32.5	20.0	13.9	10.1	9.9	10.1	9.2	10.1	9.9	8.9
Unknown	NA	NA	NA	1.5	1.7	0.7	1.3	2.0	2.0	1.9
<b>Families with No Adult in Asst. Unit</b>	10.1	12.5	14.6	8.3	9.6	14.8	21.5	34.5	37.1	39.0
Child-Only Families <sup>2</sup>	–	–	–	–	–	–	–	32.7	35.3	36.6
<b>Families with Non-Recipients</b>	33.1	34.8	NA	36.9	36.8	38.9	49.9	–	–	–
<b>Median Months on AFDC/TANF</b>										
Since Most Recent Opening	23.0	31.0	29.0	26.0	26.3	22.5	23.6	–	–	–
<b>Presence of Assistance</b>										
Living in Public Housing	12.8	14.6	NA	10.0	9.6	9.2	8.8	17.7	20.0	19.2
Participating in Food Stamp or Donated Food Program	52.9	75.1	75.1	83.0	84.6	87.3	89.3	79.9	80.9	80.1
<b>Presence of Income</b>										
With Earnings	NA	14.6	12.8	5.7	8.4	7.4	11.1	23.6 <sup>3</sup>	24.3 <sup>3</sup>	21.8 <sup>3</sup>
No Non-AFDC/TANF Income	56.0	71.1	80.6	86.8	79.6	78.9	76.0	71.6 <sup>3</sup>	70.3 <sup>3</sup>	72.8 <sup>3</sup>
<b>Adult Employment Status (percent of adults)</b>										
Employed	–	–	–	–	–	6.6	11.3	26.4	26.7	25.3
Unemployed	–	–	–	–	–	–	–	49.2	47.5	47.2
Not in Labor Force	–	–	–	–	–	–	–	24.3	25.8	27.5
<b>Adult Women's employment status (percent of adult female recipients):<sup>4</sup></b>										
Full-time job	8.2	10.4	8.7	1.5	2.2	2.2	4.7	–	–	–
Part-time job	6.3	5.7	5.4	3.4	4.2	4.2	5.4	–	–	–
<b>Marital Status (percent of adults)</b>										
Single	–	–	–	–	–	–	–	65.3	66.9	66.6
Married	–	–	–	–	–	–	–	12.4	11.7	11.5
Separated	–	–	–	–	–	–	–	13.1	12.5	13.0
Widowed	–	–	–	–	–	–	–	0.7	0.8	0.7
Divorced	–	–	–	–	–	–	–	8.5	8.2	8.2
<b>Basis for Child's Eligibility (percent children):</b>										
Incapacitated	11.7 <sup>5</sup>	7.7	5.3	3.4	3.7	4.1	4.3	–	–	–
Unemployed	4.6 <sup>5</sup>	3.7	4.1	8.7	6.5	8.2	8.3	–	–	–
Death	5.5 <sup>5</sup>	3.7	2.2	1.8	1.8	1.6	1.6	–	–	–
Divorce or Separation	43.3 <sup>5</sup>	48.3	44.7	38.5	34.6	30.0	24.3	–	–	–
Absent, No Marriage Tie	27.9 <sup>5</sup>	31.0	37.8	44.3	51.9	53.1	58.6	–	–	–
Absent, Other Reason	3.5 <sup>5</sup>	4.0	5.9	1.4	1.6	2.0	2.4	–	–	–
Unknown	–	–	–	1.7	–	0.9	0.6	–	–	–

Note: Figures are percentages of families/cases unless noted otherwise.

<sup>1</sup> Percentages are based on the average monthly caseload during the year. Hawaii and the territories are not included in 1983.

Data after 1986 include the territories and Hawaii.

<sup>2</sup> In this report, child-only families are those families with no adult in the assistance unit excluding those where there is no adult in the assistance unit as a result of the parent being sanctioned for non-compliance.

<sup>3</sup> Presence of income is measured as a percentage of adult recipients, not families, in 1998 and subsequent years.

<sup>4</sup> For years prior to 1983, data are for mothers only.

<sup>5</sup> Calculated on the basis of total number of families.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of TANF Recipients: 2003 TANF Annual Report to Congress* and earlier years.

**Table TANF 8. AFDC/TANF Benefits by State, Selected Fiscal Years 1978 – 2002**

[Millions of dollars]

	1978	1984	1986	1988	1990	1994	1996	1998	2000	2002
Alabama	\$78	\$74	\$68	\$62	\$62	\$92	\$75	\$44	\$36	\$33
Alaska	17	37	46	54	60	113	107	77	55	55
Arizona	30	67	79	103	138	266	228	145	107	130
Arkansas	51	39	48	53	57	57	52	26	34	26
California	1,813	3,207	3,574	4,091	4,955	6,088	5,908	4,128	3,643	2,608
Colorado	74	107	107	125	137	158	129	80	48	53
Connecticut	168	226	223	218	295	397	323	305	166	128
Delaware	28	28	25	24	29	40	35	24	20	19
Dist. of Columbia	91	75	77	76	84	126	121	97	72	67
Florida	145	251	261	318	418	806	680	357	234	256
Georgia	103	149	223	266	321	428	385	313	180	109
Guam	3	5	4	3	5	12	14	NA	NA	NA
Hawaii	83	83	73	77	99	163	173	153	141	85
Idaho	21	21	19	19	20	30	30	6	3	5
Illinois	699	845	886	815	839	914	833	771	269	146
Indiana	118	153	148	167	170	228	153	104	87	146
Iowa	107	159	170	155	152	169	131	104	79	76
Kansas	73	87	91	97	105	123	98	41	43	50
Kentucky	122	135	104	143	179	198	191	147	104	101
Louisiana	97	145	162	182	188	168	130	103	58	67
Maine	51	69	84	80	101	108	99	80	73	66
Maryland	166	229	250	250	296	314	285	192	196	227
Massachusetts	476	406	471	558	630	730	560	442	336	279
Michigan	780	1,214	1,248	1,231	1,211	1,132	779	589	386	326
Minnesota	164	287	322	338	355	379	333	276	193	184
Mississippi	33	58	74	85	86	82	68	60	18	37
Missouri	152	196	209	215	228	287	254	180	139	148
Nebraska	15	27	37	41	40	49	45	30	21	31
Nevada	38	56	62	56	59	62	54	41	41	52
Nevada	8	10	16	20	27	48	48	39	28	48
New Hampshire	21	16	20	21	32	62	50	39	32	29
New Jersey	489	485	509	459	451	531	462	372	222	194
New Mexico	32	49	51	56	61	144	153	104	113	82
New York	1,689	1,916	2,099	2,140	2,259	2,913	2,929	2,149	1,554	1,465
North Carolina	138	149	138	206	247	353	300	211	140	139
North Dakota	14	16	20	22	24	26	21	22	12	10
Ohio	441	725	804	805	877	1,016	763	546	368	336
Oklahoma	74	85	100	119	132	165	122	72	78	45
Oregon	148	101	120	128	145	197	155	141	34	69
Pennsylvania	726	724	389	747	798	935	822	523	573	338
Puerto Rico	25	38	33	67	72	74	63	NA	NA	NA
Rhode Island	59	71	79	82	99	136	125	117	105	89
South Carolina	52	75	103	91	96	115	101	52	91	35
South Dakota	18	17	15	21	22	25	22	14	10	11
Tennessee	77	83	100	125	168	215	190	108	146	132
Texas	122	229	281	344	416	544	496	315	248	203
Utah	41	52	55	61	64	77	64	50	40	41
Vermont	21	40	40	40	48	65	56	47	39	38
Virgin Islands	2	2	2	2	3	4	4	NA	NA	NA
Virginia	136	165	179	169	177	253	199	123	186	101
Washington	175	294	375	401	438	610	585	450	312	295
West Virginia	53	75	109	107	110	126	101	52	49	71
Wisconsin	260	519	444	506	440	425	291	145	7	126
Wyoming	6	13	16	19	19	21	17	7	9	2
<b>United States</b>	<b>\$10,621</b>	<b>\$14,371</b>	<b>\$15,236</b>	<b>\$16,663</b>	<b>\$18,543</b>	<b>\$22,798</b>	<b>\$20,411</b>	<b>\$14,614</b>	<b>\$11,180</b>	<b>\$9,408</b>

Note: Benefits refers to total cash benefits paid, (see Table TANF 4) but does not include emergency assistance payments. NA denotes data not available.

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

**Table TANF 9. Comparison of Federal Funding for AFDC and Related Programs  
And 2002 Family Assistance Grants Awarded Under PRWORA**

[In millions]

State	FY 1996 Grants for AFDC, EA & JOBS <sup>1</sup>	FY 2002 State Family Assistance Grant <sup>2</sup>	Increase from FY 1996 Level	Percent Increase from FY 1996 Level
Alabama	\$79.0	\$124.2	\$45.2	57
Alaska	60.7	60.3	-0.4	-1
Arizona	200.6	228.7	28.0	14
Arkansas	54.3	62.9	8.6	16
California	3,545.6	3,739.8	194.3	5
Colorado	138.9	169.4	30.5	22
Connecticut	221.1	280.1	59.1	27
Delaware	30.2	32.3	2.1	7
Dist of Columbia	77.1	117.1	39.9	52
Florida	504.7	622.7	118.0	23
Georgia	301.2	368.0	66.8	22
Hawaii	98.4	103.9	5.5	6
Idaho	31.3	35.0	3.7	12
Illinois	593.8	585.1	-8.8	-1
Indiana	121.4	217.1	95.8	79
Iowa	129.3	138.1	8.8	7
Kansas	86.9	101.9	15.0	17
Kentucky	171.6	190.4	18.7	11
Louisiana	122.4	189.2	66.8	55
Maine	73.2	78.1	4.9	7
Maryland	207.6	229.1	21.5	10
Massachusetts	372.0	459.4	87.3	23
Michigan	581.5	795.2	213.7	37
Minnesota	239.3	270.2	30.8	13
Mississippi	68.6	95.8	27.2	40
Missouri	207.9	227.9	20.0	10
Montana	39.2	46.4	7.2	18
Nebraska	56.2	58.4	2.2	4
Nevada	41.2	49.9	8.7	21
New Hampshire	36.0	39.0	2.9	8
New Jersey	353.4	404.0	50.7	14
New Mexico	129.9	121.9	-8.0	-6
New York	2,332.7	2,442.9	110.2	5
North Carolina	311.9	338.3	26.5	8
North Dakota	24.5	27.7	3.2	13
Ohio	564.5	728.0	163.5	29
Oklahoma	125.1	147.6	22.5	18
Oregon	146.4	166.8	20.4	14
Pennsylvania	780.1	719.5	-60.6	-8
Rhode Island	82.9	99.8	16.9	20
South Carolina	99.4	100.0	0.5	1
South Dakota	19.7	22.0	2.3	12
Tennessee	178.9	213.1	34.2	19
Texas	437.1	583.1	146.0	33
Utah	68.0	88.2	20.2	30
Vermont	42.4	49.7	7.4	17
Virginia	134.6	158.3	23.6	18
Washington	393.2	411.4	18.3	5
West Virginia	95.1	115.7	20.5	22
Wisconsin	241.6	331.0	89.4	37
Wyoming	14.4	19.6	5.2	36
<b>United States</b>	<b>\$15,067</b>	<b>\$17,004</b>	<b>\$1,937</b>	<b>13</b>

<sup>1</sup> Includes Administration and FAMIS but excludes IV-A child care. AFDC benefits include the Federal share of child support collections to be comparable to the Family Assistance Grant. The 1996 figures have been revised since earlier versions of this report, to reflect upward revisions in states' reports of expenditures on the JOBS program.

<sup>2</sup> The FY 2002 awards include State Family Assistance Grants, Supplemental Grants for Population Increases, Out of Wedlock Bonus and High Performance Bonus.

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

**Table TANF 10. AFDC/TANF Caseload by State, October 1989 to March 2003 Peak**

[In thousands]

State	Peak Caseload Oct '89 to Mar '03	Date Peak Occurred Oct '89 to Mar '03	Sept '96 Caseload	Mar '03 TANF & SSP Caseload	Percent Decline <sup>1</sup> Sept '96 to Mar '03	Percent Decline Peak to Mar '03
Alabama	52.3	Mar-93	40.7	19.5	52	63
Alaska	13.4	Apr-94	12.3	5.6	55	58
Arizona	72.8	Dec-93	61.8	48.3	22	34
Arkansas	27.1	Mar-92	22.1	10.9	51	60
California	933.1	Mar-95	870.3	496.6	43	47
Colorado	43.7	Dec-93	33.6	14.2	58	67
Connecticut	61.9	Mar-95	57.1	24.7	57	60
Delaware	11.8	Apr-94	10.5	5.7	45	51
Dist. of Columbia	27.5	Apr-94	25.1	16.8	33	39
Florida	259.9	Nov-92	200.3	58.5	71	77
Georgia	142.8	Nov-93	120.9	56.0	54	61
Guam	3.1	Oct-01	2.3	3.1	-36	0
Hawaii	23.4	Jun-97	21.9	13.5	39	42
Idaho	9.5	Mar-95	8.4	1.8	79	81
Illinois	243.1	Aug-94	217.8	37.4	83	85
Indiana	76.1	Sep-93	49.7	56.3	-13	26
Iowa	40.7	Apr-94	31.1	22.7	27	44
Kansas	30.8	Aug-93	23.4	15.4	34	50
Kentucky	84.0	Mar-93	70.4	34.8	51	59
Louisiana	94.7	May-90	66.5	22.2	67	77
Maine	24.4	Aug-93	19.7	10.3	48	58
Maryland	81.8	May-95	68.9	28.9	58	65
Massachusetts	115.7	Aug-93	84.3	49.1	42	58
Michigan	233.6	Apr-91	167.5	76.5	54	67
Minnesota	66.2	Jun-92	57.2	42.1	26	36
Mississippi	61.8	Nov-91	45.2	19.5	57	68
Missouri	93.7	Mar-94	79.1	44.4	44	53
Montana	12.3	Mar-94	9.8	6.4	34	48
Nebraska	17.2	Mar-93	14.4	11.9	17	31
Nevada	16.3	Mar-95	13.2	11.3	14	31
New Hampshire	11.8	Apr-94	8.9	6.2	31	48
New Jersey	132.6	Nov-92	100.8	44.2	56	67
New Mexico	34.9	Nov-94	33.0	16.3	51	53
New York	463.7	Dec-94	412.7	196.2	52	58
North Carolina	134.1	Mar-94	107.5	40.3	62	70
North Dakota	6.6	Apr-93	4.7	3.4	27	48
Ohio	269.8	Mar-92	201.9	84.0	58	69
Oklahoma	51.3	Mar-93	35.3	14.7	58	71
Oregon	43.8	Apr-93	28.5	19.1	33	56
Pennsylvania	212.5	Sep-94	180.1	80.3	55	62
Puerto Rico	61.7	Jan-92	49.5	19.0	62	69
Rhode Island	22.9	Apr-94	20.5	14.7	28	36
South Carolina	54.6	Jan-93	42.9	19.4	55	64
South Dakota	7.4	Apr-93	5.7	2.8	51	62
Tennessee	112.6	Nov-93	96.2	70.4	27	38
Texas	287.5	Dec-93	238.8	140.3	41	51
Utah	18.7	Mar-93	14.0	8.7	38	53
Vermont	10.3	Apr-92	8.7	5.3	39	48
Virgin Islands	1.4	Dec-95	1.3	0.5	66	68
Virginia	76.0	Apr-94	60.5	32.3	47	57
Washington	104.8	Feb-95	96.8	61.2	37	42
West Virginia	41.9	Apr-93	37.6	15.9	58	62
Wisconsin	82.9	Jan-92	49.9	21.0	58	75
Wyoming	7.1	Aug-92	4.3	0.4	91	94
<b>United States</b>	<b>5,098</b>	<b>Mar-94</b>	<b>4,346</b>	<b>2,181</b>	<b>50</b>	<b>57</b>

<sup>1</sup>Negative values denote percent increase.

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

**Table TANF 11. Average Monthly AFDC/TANF Recipients by State, Selected Fiscal Years**

[In thousands]

	1965	1970	1980	1985	1990	1994	1996	2002	Percent Change	
									1990-96	1996-02
Alabama	78	123	180	151	130	132	105	44	-19	-59
Alaska	5	8	15	16	20	38	36	18	79	-51
Arizona	40	51	51	72	124	201	172	94	38	-45
Arkansas	30	45	85	64	71	69	58	28	-19	-52
California	528	1,148	1,387	1,619	1,902	2,639	2,626	1,382	38	-47
Colorado	42	66	77	79	102	119	99	31	-4	-68
Connecticut	59	83	139	122	120	166	162	57	35	-65
Delaware	12	20	32	24	21	27	23	13	10	-45
Dist. of Columbia	20	40	85	58	49	74	70	43	44	-39
Florida	106	204	256	271	370	669	561	132	52	-77
Georgia	71	198	221	239	293	393	353	131	20	-63
Guam	1	2	5	6	4	7	8	11	91	37
Hawaii	14	25	60	51	44	62	67	50	52	-25
Idaho	10	16	21	17	17	23	23	2	38	-90
Illinois	262	368	672	735	636	712	655	135	3	-79
Indiana	48	73	157	165	154	216	148	150	-4	1
Iowa	44	64	104	123	98	110	89	55	-9	-38
Kansas	36	53	68	67	77	87	68	36	-11	-48
Kentucky	81	129	167	160	175	208	175	78	-0	-56
Louisiana	104	202	213	230	282	248	236	61	-16	-74
Maine	19	36	60	57	56	64	56	31	-0	-45
Maryland	80	131	212	195	186	222	204	71	10	-65
Massachusetts	94	208	350	235	263	307	237	108	-10	-54
Michigan	162	253	685	691	655	666	527	202	-20	-62
Minnesota	51	76	135	152	171	187	171	113	0	-34
Mississippi	83	115	173	155	179	159	129	40	-28	-69
Missouri	107	140	199	197	211	263	232	130	10	-44
Montana	7	13	19	22	29	35	31	16	8	-47
Nebraska	16	30	35	44	43	45	40	30	-7	-24
Nevada	5	12	12	14	23	38	38	32	66	-15
New Hampshire	4	9	22	14	16	30	24	14	48	-40
New Jersey	104	286	459	367	309	335	288	110	-7	-62
New Mexico	30	51	53	51	57	102	101	47	77	-53
New York	517	1,052	1,100	1,112	981	1,255	1,184	530	21	-55
North Carolina	111	124	198	166	223	333	278	91	24	-67
North Dakota	8	11	13	12	16	16	13	8	-14	-38
Ohio	183	266	513	673	632	685	546	191	-14	-65
Oklahoma	73	95	89	82	112	131	105	37	-6	-65
Oregon	31	75	102	74	89	114	87	41	-2	-53
Pennsylvania	303	426	629	561	521	620	544	211	4	-61
Puerto Rico	202	223	168	173	190	183	155	67	-18	-56
Rhode Island	24	38	52	44	46	63	58	44	27	-25
South Carolina	30	52	153	120	111	140	119	53	7	-55
South Dakota	11	16	20	16	19	19	16	7	-14	-59
Tennessee	76	129	162	155	211	300	260	168	23	-35
Texas	91	214	308	363	611	788	684	360	12	-47
Utah	22	33	37	38	45	50	40	20	-11	-50
Vermont	5	12	23	22	22	28	25	14	15	-44
Virgin Islands	1	2	3	4	3	4	5	2	55	-53
Virginia	46	87	166	154	151	195	162	71	7	-56
Washington	71	109	154	178	228	292	274	156	20	-43
West Virginia	116	93	77	106	111	114	95	42	-14	-56
Wisconsin	45	79	213	288	237	226	170	47	-28	-73
Wyoming	4	5	7	10	14	16	13	1	-9	-93
<b>United States</b>	<b>4,323</b>	<b>7,415</b>	<b>10,597</b>	<b>10,813</b>	<b>11,460</b>	<b>14,226</b>	<b>12,645</b>	<b>5,654</b>	<b>10</b>	<b>-55</b>

Note: Recipients in 2002 include SSP recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, 2003 TANF Report to Congress.

**Table TANF 12. AFDC/TANF Reciprocity Rates for Total Population by State: Selected Fiscal Years**  
[In percent]

	1965	1970	1980	1985	1990	1994	1996	2002	Percent Change	
									1990-96	1996-02
Alabama	2.2	3.6	4.6	3.8	3.2	3.1	2.4	1.0	-24	-60
Alaska	1.8	2.6	3.7	3.0	3.7	6.3	5.9	2.7	63	-54
Arizona	2.6	2.9	1.9	2.3	3.4	4.7	3.7	1.7	11	-54
Arkansas	1.5	2.3	3.7	2.8	3.0	2.8	2.3	1.0	-25	-55
California	2.9	5.7	5.8	6.1	6.3	8.4	8.2	3.9	29	-52
Colorado	2.2	3.0	2.6	2.5	3.1	3.2	2.5	0.7	-19	-72
Connecticut	2.1	2.7	4.5	3.8	3.6	5.0	4.8	1.6	33	-66
Delaware	2.4	3.6	5.4	3.9	3.2	3.8	3.2	1.6	-0	-49
Dist. of Columbia	2.5	5.3	13.3	9.2	8.1	12.6	12.3	7.6	52	-38
Florida	1.8	3.0	2.6	2.4	2.8	4.7	3.8	0.8	33	-79
Georgia	1.6	4.3	4.0	4.0	4.5	5.5	4.7	1.5	4	-68
Hawaii	1.9	3.2	6.2	4.9	3.9	5.2	5.5	4.0	40	-27
Idaho	1.4	2.2	2.2	1.7	1.6	2.0	1.9	0.2	16	-91
Illinois	2.5	3.3	5.9	6.4	5.6	6.0	5.4	1.1	-2	-80
Indiana	1.0	1.4	2.9	3.0	2.8	3.7	2.5	2.4	-9	-3
Iowa	1.6	2.3	3.6	4.3	3.5	3.9	3.1	1.9	-12	-40
Kansas	1.6	2.4	2.9	2.8	3.1	3.4	2.6	1.3	-16	-50
Kentucky	2.5	4.0	4.6	4.3	4.7	5.4	4.5	1.9	-6	-57
Louisiana	2.9	5.6	5.0	5.2	6.7	5.7	5.4	1.4	-20	-75
Maine	1.9	3.6	5.4	4.9	4.5	5.2	4.5	2.4	-2	-47
Maryland	2.2	3.3	5.0	4.4	3.9	4.4	4.0	1.3	3	-67
Massachusetts	1.8	3.7	6.1	4.0	4.4	5.0	3.8	1.7	-12	-56
Michigan	2.0	2.9	7.4	7.6	7.0	6.9	5.4	2.0	-23	-63
Minnesota	1.4	2.0	3.3	3.6	3.9	4.1	3.6	2.2	-7	-38
Mississippi	3.6	5.2	6.9	6.0	6.9	5.9	4.7	1.4	-32	-70
Missouri	2.4	3.0	4.0	3.9	4.1	4.9	4.3	2.3	4	-46
Montana	1.0	1.9	2.4	2.7	3.6	4.0	3.5	1.8	-3	-49
Nebraska	1.1	2.0	2.2	2.8	2.7	2.8	2.4	1.7	-12	-27
Nevada	1.2	2.4	1.5	1.4	1.9	2.5	2.3	1.5	22	-34
New Hampshire	0.7	1.2	2.4	1.4	1.5	2.7	2.1	1.1	40	-45
New Jersey	1.5	4.0	6.2	4.9	4.0	4.2	3.5	1.3	-11	-64
New Mexico	3.0	5.0	4.1	3.5	3.8	6.1	5.8	2.6	53	-56
New York	2.9	5.8	6.3	6.2	5.4	6.8	6.4	2.8	17	-57
North Carolina	2.2	2.4	3.4	2.6	3.4	4.6	3.7	1.1	10	-70
North Dakota	1.2	1.7	2.0	1.8	2.4	2.6	2.1	1.3	-15	-36
Ohio	1.8	2.5	4.8	6.3	5.8	6.1	4.9	1.7	-17	-66
Oklahoma	3.0	3.7	2.9	2.5	3.6	4.0	3.1	1.1	-12	-66
Oregon	1.6	3.6	3.9	2.8	3.1	3.7	2.7	1.2	-14	-57
Pennsylvania	2.6	3.6	5.3	4.8	4.4	5.1	4.4	1.7	2	-62
Rhode Island	2.7	4.0	5.5	4.5	4.6	6.2	5.7	4.1	25	-29
South Carolina	1.2	2.0	4.9	3.6	3.2	3.8	3.1	1.2	-1	-61
South Dakota	1.6	2.4	2.9	2.3	2.7	2.6	2.2	0.9	-19	-60
Tennessee	2.0	3.3	3.5	3.3	4.3	5.7	4.8	2.9	11	-39
Texas	0.9	1.9	2.1	2.2	3.6	4.2	3.5	1.7	-1	-53
Utah	2.2	3.1	2.5	2.3	2.6	2.5	2.0	0.9	-25	-55
Vermont	1.4	2.6	4.4	4.2	3.9	4.8	4.3	2.3	10	-46
Virginia	1.0	1.9	3.1	2.7	2.4	3.0	2.4	1.0	-1	-60
Washington	2.4	3.2	3.7	4.0	4.7	5.4	4.9	2.6	6	-48
West Virginia	6.4	5.3	4.0	5.5	6.2	6.3	5.2	2.3	-16	-56
Wisconsin	1.1	1.8	4.5	6.1	4.8	4.4	3.3	0.9	-33	-74
Wyoming	1.1	1.5	1.4	2.0	3.1	3.4	2.6	0.2	-16	-94
<b>United States</b>	<b>2.1</b>	<b>3.5</b>	<b>4.6</b>	<b>4.5</b>	<b>4.5</b>	<b>5.3</b>	<b>4.6</b>	<b>1.9</b>	<b>3</b>	<b>-58</b>

Note: Reciprocity rate refers to the average monthly number of AFDC recipients in each state during the given fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerators are from Table TANF 11.

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

**Table TANF 13. Average Number of AFDC/TANF Child Recipients By State, Selected Fiscal Years**

[In thousands]

	1965	1970	1980	1985	1990	1994	1996	2002	Percent Change	
									1990-96	1996-02
Alabama	62	96	129	105	93	96	79	34	-14	-57
Alaska	4	6	10	10	13	24	23	12	76	-49
Arizona	31	39	38	50	87	136	118	70	36	-40
Arkansas	23	34	62	45	51	49	42	21	-18	-51
California	391	816	932	1,070	1,294	1,804	1,805	1,043	39	-42
Colorado	33	50	53	53	69	80	68	23	-2	-66
Connecticut	43	62	97	82	81	111	108	42	33	-62
Delaware	9	15	22	16	14	19	16	10	9	-38
Dist. of Columbia	16	31	59	43	34	51	48	32	40	-34
Florida	85	160	184	191	264	463	395	104	49	-74
Georgia	54	150	161	166	206	274	251	101	22	-60
Guam	1	1	4	4	3	5	6	0	87	-100
Hawaii	10	18	40	33	29	41	44	33	51	-26
Idaho	7	11	14	11	11	16	16	2	41	-88
Illinois	202	283	473	493	436	486	456	107	5	-76
Indiana	36	55	111	111	105	145	104	105	-1	1
Iowa	32	46	69	77	64	72	59	36	-7	-39
Kansas	28	41	49	45	52	59	48	25	-8	-47
Kentucky	58	93	118	107	117	137	120	57	3	-52
Louisiana	79	157	156	163	199	180	162	48	-19	-70
Maine	14	26	40	36	35	40	35	21	0	-41
Maryland	61	100	145	126	124	151	140	52	13	-63
Massachusetts	71	153	228	152	168	197	153	77	-9	-50
Michigan	119	190	460	441	427	439	354	149	-17	-58
Minnesota	39	58	91	95	110	124	116	78	5	-32
Mississippi	66	93	128	112	129	116	96	30	-25	-68
Missouri	82	106	135	129	139	176	162	92	16	-43
Montana	6	10	13	15	19	23	21	11	10	-47
Nebraska	12	23	25	29	29	31	28	21	-5	-24
Nevada	4	9	8	9	16	27	27	23	71	-16
New Hampshire	3	7	15	9	11	19	16	10	48	-37
New Jersey	79	209	318	247	213	228	195	82	-8	-58
New Mexico	23	39	35	34	37	66	65	34	75	-48
New York	380	759	759	729	658	813	771	371	17	-52
North Carolina	83	94	141	113	152	223	191	70	26	-63
North Dakota	6	8	9	8	10	11	9	6	-12	-34
Ohio	136	198	348	424	414	455	382	142	-8	-63
Oklahoma	55	71	65	57	77	90	74	28	-4	-62
Oregon	23	52	65	49	60	76	60	30	0	-50
Pennsylvania	217	307	432	369	345	417	368	155	7	-58
Puerto Rico	161	166	118	116	130	124	105	47	-19	-55
Rhode Island	18	27	36	28	30	41	39	30	29	-24
South Carolina	24	40	109	84	80	102	89	39	12	-57
South Dakota	8	12	15	11	13	14	12	5	-11	-55
Tennessee	58	99	115	105	144	203	181	121	26	-33
Texas	68	162	225	256	428	549	484	269	13	-44
Utah	16	23	24	24	31	33	27	14	-11	-47
Vermont	4	8	14	14	14	17	16	9	15	-42
Virgin Islands	1	2	2	3	2	3	4	2	52	-52
Virginia	35	66	116	103	104	134	114	51	10	-55
Washington	50	76	97	113	148	187	177	108	20	-39
West Virginia	80	65	58	64	68	72	62	28	-10	-54
Wisconsin	34	60	142	181	158	153	123	38	-22	-69
Wyoming	3	4	5	7	9	11	9	1	-4	-92
<b>United States</b>	<b>3,242</b>	<b>5,483</b>	<b>7,320</b>	<b>7,165</b>	<b>7,755</b>	<b>9,611</b>	<b>8,672</b>	<b>4,149</b>	<b>12</b>	<b>-52</b>

Note: From FY 2000 onward, TANF child recipients include SSP child recipients.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, 2003 TANF Report to Congress.

**Table TANF 14. AFDC/TANF Reciprocity Rates for Children by State, Selected Fiscal Years 1965 – 2002**

	[In percent]									
	1965	1970	1980	1985	1990	1994	1996	2002	Percent Change	
									1990-96	1996-02
Alabama	4.6	7.7	11.1	9.7	8.8	8.9	7.3	3.3	-17	-55
Alaska	3.1	5.0	8.0	5.9	7.4	12.8	12.4	6.2	67	-50
Arizona	4.8	6.0	4.8	5.9	8.6	12.1	9.7	4.7	12	-51
Arkansas	3.1	5.2	9.3	7.1	8.2	7.7	6.4	3.0	-23	-53
California	6.0	12.3	14.6	15.6	16.2	20.8	20.3	11.0	25	-46
Colorado	4.4	6.4	6.5	6.1	7.8	8.3	6.8	2.0	-13	-70
Connecticut	4.4	6.1	11.8	10.8	10.8	14.2	13.7	4.8	27	-65
Delaware	4.7	7.5	13.4	10.2	8.7	10.5	8.9	5.1	2	-43
Dist. of Columbia	6.0	13.8	40.9	33.9	30.7	44.5	44.1	28.1	44	-36
Florida	4.3	7.6	7.8	7.6	8.8	14.1	11.6	2.6	31	-77
Georgia	3.2	9.1	9.8	10.1	11.8	14.6	12.8	4.4	9	-66
Hawaii	3.6	6.5	14.5	11.6	10.5	13.6	14.5	11.0	39	-24
Idaho	2.7	4.2	4.7	3.6	3.6	4.6	4.6	0.5	27	-88
Illinois	5.3	7.5	14.6	16.1	14.8	15.7	14.4	3.3	-3	-77
Indiana	2.0	3.0	6.9	7.5	7.3	9.8	7.0	6.5	-5	-6
Iowa	3.2	4.7	8.4	10.2	8.8	9.9	8.2	5.1	-8	-37
Kansas	3.5	5.4	7.5	6.9	7.9	8.5	7.0	3.6	-12	-48
Kentucky	4.9	8.3	10.9	10.5	12.4	14.1	12.4	6.1	-0	-51
Louisiana	5.5	11.3	11.8	12.2	16.5	14.6	13.3	4.0	-20	-70
Maine	3.9	7.7	12.5	11.7	11.5	13.1	11.8	7.4	3	-37
Maryland	4.6	7.3	12.4	11.4	10.6	12.0	11.1	3.8	5	-66
Massachusetts	3.8	8.1	15.3	11.2	12.4	13.9	10.6	5.2	-15	-51
Michigan	3.7	5.8	16.7	17.7	17.4	17.4	13.9	5.8	-20	-59
Minnesota	2.9	4.2	7.7	8.5	9.4	10.1	9.3	6.1	-0	-35
Mississippi	7.0	11.1	15.7	14.0	17.6	15.3	12.7	4.0	-28	-68
Missouri	5.2	6.9	9.9	9.8	10.6	12.9	11.6	6.4	10	-45
Montana	2.0	4.0	5.7	6.1	8.4	9.7	8.9	5.0	6	-44
Nebraska	2.3	4.4	5.5	6.8	6.8	7.0	6.1	4.7	-10	-23
Nevada	2.5	5.2	3.8	3.9	5.0	7.1	6.5	3.9	29	-40
New Hampshire	1.4	2.6	5.8	3.7	3.9	6.6	5.4	3.2	40	-41
New Jersey	3.4	8.8	16.0	13.5	11.7	11.7	9.9	3.8	-16	-61
New Mexico	5.2	9.5	8.5	7.8	8.3	13.5	13.1	6.7	59	-49
New York	6.3	13.0	16.2	16.7	15.4	18.0	17.0	8.0	11	-53
North Carolina	4.4	5.3	8.5	7.1	9.3	12.6	10.4	3.4	12	-68
North Dakota	2.3	3.6	4.7	4.3	6.0	6.3	5.4	4.0	-10	-25
Ohio	3.6	5.3	11.2	14.7	14.9	16.0	13.4	4.9	-10	-63
Oklahoma	6.4	8.5	7.6	6.3	9.1	10.4	8.5	3.1	-7	-63
Oregon	3.3	7.4	9.0	6.9	8.1	9.7	7.4	3.5	-8	-53
Pennsylvania	5.5	8.0	13.8	12.9	12.3	14.4	12.8	5.4	4	-58
Rhode Island	5.9	9.1	14.7	12.6	13.4	17.5	16.5	12.5	23	-24
South Carolina	2.3	4.2	11.6	9.1	8.7	10.8	9.4	3.8	8	-59
South Dakota	3.1	5.0	7.1	5.7	6.7	6.6	5.9	2.8	-12	-53
Tennessee	4.2	7.5	8.9	8.6	11.8	15.7	13.7	8.7	16	-37
Texas	1.7	4.1	5.2	5.4	8.7	10.4	8.8	4.4	1	-51
Utah	3.7	5.4	4.4	4.0	4.9	4.9	4.0	2.0	-19	-49
Vermont	2.7	5.4	9.9	9.9	9.5	11.7	10.8	6.5	13	-40
Virginia	2.2	4.1	7.9	7.1	6.8	8.4	7.0	2.9	3	-59
Washington	4.7	6.5	8.5	9.7	11.3	13.3	12.4	7.1	9	-43
West Virginia	12.2	11.2	10.4	12.6	15.7	16.8	14.6	7.2	-7	-51
Wisconsin	2.2	3.8	10.5	14.2	12.1	11.4	9.1	2.8	-25	-69
Wyoming	2.1	3.2	3.4	4.1	7.0	8.1	6.8	0.6	-2	-92
<b>United States</b>	<b>4.4</b>	<b>7.6</b>	<b>11.3</b>	<b>11.2</b>	<b>11.9</b>	<b>14.0</b>	<b>12.4</b>	<b>5.6</b>	<b>4</b>	<b>-55</b>

Note: Reciprocity rate refers to the average monthly number of AFDC child recipients in each State during the given fiscal year as a percent of the resident population under 18 years of age as of July 1 of that year. The numerators are from Table TANF 13.

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



**Table TANF 15. TANF and Separate State Program (SSP) Families and Recipients, 2002**

(In thousands)

	Families			All Recipients			Child Recipients		
	TANF	SSP	Total	TANF	SSP	Total	TANF	SSP	Total
Alabama	18.0	0.2	18.2	42.8	0.9	43.6	34.0	0.5	34.5
Alaska	6.0	—	6.0	17.6	—	17.6	11.9	—	11.9
Arizona	40.1	—	40.1	94.3	—	94.3	70.3	—	70.3
Arkansas	12.0	—	12.0	27.7	—	27.7	20.6	—	20.6
California	462.3	50.6	512.9	1,160.9	220.6	1,381.5	911.5	131.0	1,042.5
Colorado	12.1	—	12.1	31.5	—	31.5	23.3	—	23.3
Connecticut	23.7	0.9	24.7	53.2	3.4	56.6	37.8	3.7	41.5
Delaware	5.5	0.1	5.6	12.4	0.5	12.9	9.4	0.3	9.7
Dist. of Columbia	16.2	0.3	16.5	42.2	0.9	43.0	31.4	0.6	32.0
Florida	59.0	2.1	61.1	123.2	8.4	131.7	99.5	4.3	103.8
Georgia	53.7	0.6	54.2	128.2	2.3	130.5	99.5	1.2	100.8
Guam	3.1	—	3.1	10.8	—	10.8	—	—	0.0
Hawaii	11.1	4.7	15.9	30.5	19.4	49.9	21.3	11.2	32.5
Idaho	1.4	—	1.4	2.4	—	2.4	2.0	—	2.0
Illinois	48.1	0.7	48.8	133.7	1.3	135.0	106.9	0.5	107.3
Indiana	49.3	2.5	51.8	138.9	11.2	150.1	99.1	6.4	105.4
Iowa	20.2	1.5	21.7	53.4	1.5	55.0	35.9	—	35.9
Kansas	14.0	—	14.0	35.8	—	35.8	25.3	—	25.3
Kentucky	34.9	—	34.9	77.7	—	77.7	57.4	—	57.4
Louisiana	23.7	—	23.7	60.7	—	60.7	48.5	—	48.5
Maine	9.7	1.7	11.4	26.0	4.5	30.5	17.8	3.0	20.8
Maryland	27.1	2.1	29.3	64.9	6.5	71.4	48.1	4.2	52.3
Massachusetts	47.3	0.1	47.4	108.1	0.3	108.4	76.5	0.2	76.7
Michigan	74.3	—	74.3	201.7	—	201.7	148.8	—	148.8
Minnesota	35.9	3.9	39.7	94.6	18.0	112.6	68.1	10.3	78.4
Mississippi	17.6	—	17.6	40.4	—	40.4	30.5	—	30.5
Missouri	45.0	4.1	49.1	118.8	11.0	129.7	84.4	8.1	92.5
Montana	5.8	—	5.8	16.4	—	16.4	10.8	—	10.8
Nebraska	10.3	1.0	11.3	25.5	4.4	29.9	18.5	2.4	20.9
Nevada	11.0	1.0	12.0	27.6	4.4	32.1	20.5	2.5	23.0
New Hampshire	6.0	—	6.0	14.5	—	14.5	9.9	—	9.9
New Jersey	42.0	1.7	43.7	103.1	7.2	110.3	77.6	4.0	81.6
New Mexico	17.0	—	17.0	47.3	—	47.3	33.7	—	33.7
New York	170.4	33.9	204.4	412.5	117.0	529.5	292.8	77.9	370.7
North Carolina	42.9	0.0	42.9	91.1	0.1	91.2	70.2	0.1	70.3
North Dakota	3.2	—	3.2	8.3	—	8.3	6.0	—	6.0
Ohio	84.0	—	84.0	191.0	—	191.0	142.0	—	142.0
Oklahoma	14.8	—	14.8	36.9	—	36.9	28.3	—	28.3
Oregon	17.9	—	17.9	40.9	—	40.9	30.2	—	30.2
Pennsylvania	80.6	—	80.6	210.5	—	210.5	155.0	—	155.0
Puerto Rico	23.4	—	23.4	67.4	—	67.4	47.4	—	47.4
Rhode Island	14.4	1.2	15.6	39.0	4.6	43.5	27.1	2.6	29.7
South Carolina	21.5	—	21.5	53.3	—	53.3	38.5	—	38.5
South Dakota	2.9	—	2.9	6.6	—	6.6	5.4	—	5.4
Tennessee	63.0	1.0	64.0	164.6	3.7	168.3	118.8	2.2	121.0
Texas	129.9	6.6	136.5	331.4	28.5	359.9	253.1	15.5	268.6
Utah	7.8	0.1	7.8	19.9	0.2	20.1	14.3	0.1	14.4
Vermont	5.1	0.3	5.4	13.4	0.8	14.2	8.6	0.5	9.1
Virgin Islands	0.6	—	0.6	2.3	—	2.3	1.7	—	1.7
Virginia	30.1	0.9	30.9	67.3	3.5	70.8	49.1	1.9	50.9
Washington	54.2	4.2	58.4	137.8	18.4	156.1	95.7	11.8	107.6
West Virginia	15.9	—	15.9	41.6	—	41.6	28.2	—	28.2
Wisconsin	19.0	0.4	19.4	45.2	1.5	46.8	36.7	1.0	37.7
Wyoming	0.5	0.0	0.5	0.8	0.0	0.8	0.7	0.0	0.7
<b>U.S. Total</b>	<b>2,065</b>	<b>128</b>	<b>2,194</b>	<b>5,149</b>	<b>505</b>	<b>5,654</b>	<b>3,841</b>	<b>308</b>	<b>4,149</b>

Note: Some states provide cash and other forms of assistance to specific categories of families (e.g., two-parent families) under Separate State Programs (SSPs) funded out of Maintenance of Effort (MOE) dollars rather than federal TANF funds.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, (available online at <http://www.acf.dhhs.gov/>)

**Table TANF 16. Recipients with Earnings in Current and Following Quarters, Fiscal Year 2001**

State	Adult TANF Recipients (Thousands)	Percentage with Earnings		Percentage without Earnings	
		Total	With Earnings in Following Quarter	Total	With Earnings in Following Quarter
Alabama	10.7	39	74	61	22
Alaska	6.7	36	59	64	27
Arizona	24.5	40	73	60	20
Arkansas	8.8	45	76	55	27
California	287.9	43	83	57	14
Colorado	8.4	38	69	62	23
Connecticut	19.9	46	78	54	21
Delaware	3.6	46	74	54	24
Dist. of Columbia	12.6	37	73	63	17
Florida	36.0	42	79	58	23
Georgia	31.3	33	62	67	19
Hawaii	12.6	43	85	57	13
Idaho	0.6	47	79	53	30
Illinois	46.4	44	81	56	19
Indiana	37.5	50	80	50	22
Iowa	21.6	51	78	49	24
Kansas	12.2	52	77	48	27
Kentucky	25.7	26	69	74	25
Louisiana	17.1	36	63	64	23
Maine	9.8	46	79	54	20
Maryland	20.8	37	71	63	20
Massachusetts	34.6	28	68	72	16
Michigan	61.2	36	68	64	19
Minnesota	41.0	48	77	52	21
Mississippi	10.2	36	70	64	21
Missouri	40.0	51	79	49	25
Montana	6.0	40	71	60	23
Nebraska	8.3	53	78	47	26
Nevada	6.2	48	76	52	21
New Hampshire	5.1	40	75	60	20
New Jersey	34.0	32	76	68	19
New Mexico	20.8	44	76	56	21
New York	NA	NA	NA	NA	NA
North Carolina	28.0	43	72	57	25
North Dakota	2.8	46	80	54	21
Ohio	65.5	44	76	56	22
Oklahoma	9.9	48	75	52	26
Oregon	11.7	30	71	70	16
Pennsylvania	69.7	29	71	71	19
Rhode Island	14.2	39	79	61	16
South Carolina	14.5	47	74	53	24
South Dakota	1.6	30	74	70	19
Tennessee	48.9	49	77	51	21
Texas	109.0	41	77	59	20
Utah	6.6	41	75	59	21
Vermont	6.2	42	77	58	19
Virginia	20.7	47	79	53	24
Washington	54.2	41	75	59	20
West Virginia	15.3	35	74	65	17
Wisconsin	8.3	39	72	61	23
Wyoming	0.3	39	65	61	27
<b>All Reporting States</b>	<b>1,410</b>	<b>41</b>	<b>77</b>	<b>59</b>	<b>19</b>

Note: "TANF adult recipients" is unduplicated roster of adults who received TANF benefits at any time during a quarter, averaged over four quarters in fiscal year. Data are not available for New York, which did not participate in the High Performance Bonus. Note also that TANF receipt and the presence of earnings may occur at different months within the quarter.

Source: Unpublished ACF calculations of High Performance Bonus data.

**Table TANF 17. Patterns of TANF Receipt, Fiscal Year 2001**

State	Adult TANF Recipients in Qtr(t) (Thousands)	Percentage of Adult TANF Recipients Also Receiving Benefits in Following Quarters			
		Qtr(t+1)	Qtr(t+2)	Qtr(t+3)	Qtr(t+4)
Alabama	10.7	75	55	43	37
Alaska	6.7	76	62	54	48
Arizona	24.5	74	55	47	43
Arkansas	8.8	71	50	39	32
California	287.9	83	72	64	58
Colorado	8.4	72	53	43	37
Connecticut	19.9	82	67	55	46
Delaware	3.6	76	58	48	42
Dist. of Columbia	12.6	89	79	70	63
Florida	36.0	56	37	29	25
Georgia	31.3	75	57	47	41
Hawaii	12.6	84	71	62	54
Idaho	0.6	46	19	11	8
Illinois	46.4	80	65	53	43
Indiana	37.5	85	74	67	62
	21.6	75	58	50	43
Kansas	12.2	72	53	44	39
Kentucky	25.7	78	61	50	42
Louisiana	17.1	72	53	41	33
Maine	9.8	78	63	55	49
Maryland	20.8	81	66	56	48
Massachusetts	34.6	79	66	58	54
Michigan	61.2	76	62	54	48
Minnesota	41.0	76	60	50	43
Mississippi	10.2	74	56	46	40
Missouri	40.0	82	69	60	54
Montana	6.0	74	59	52	48
Nebraska	8.3	72	57	50	46
Nevada	6.2	70	49	36	30
New Hampshire	5.1	77	62	52	46
New Jersey	34.0	80	66	56	50
New Mexico	20.8	69	51	43	37
New York	NA	NA	NA	NA	NA
North Carolina	28.0	70	51	40	33
North Dakota	2.8	76	61	54	49
Ohio	65.5	70	51	41	35
Oklahoma	9.9	70	50	40	35
Oregon	11.7	75	58	48	43
Pennsylvania	69.7	79	65	56	51
Rhode Island	14.2	87	77	70	65
South Carolina	14.5	73	52	42	35
South Dakota	1.6	67	48	40	36
Tennessee	48.9	84	72	65	60
Texas	109.0	76	58	47	40
Utah	6.6	71	51	40	33
Vermont	6.2	79	64	55	49
Virginia	20.7	77	61	51	44
Washington	54.2	75	59	50	44
West Virginia	15.3	78	61	52	45
Wisconsin	8.3	73	55	46	41
Wyoming	0.3	51	23	14	11
<b>All Reporting States</b>	<b>1,410</b>	<b>78</b>	<b>63</b>	<b>54</b>	<b>47</b>

Note: "Adult TANF Recipients in Qtr(t)" is unduplicated roster of adults who received TANF benefits at any time during a quarter, averaged over four quarters in fiscal year. Data are not available for New York, which did not participate in the High Performance Bonus. This table examines length of receipt for all recipients receiving TANF in the selected quarter, in contrast to Table IND 8 in Chapter II, which looked at *new* entrants to AFDC/TANF. Another difference is that in this table, a recipient is counted as a recipient each quarter in which there is at least one month of receipt, even if the recipient has a gap of non-receipt for several months.

Source: Unpublished ACF calculations of High Performance Bonus data.

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## Food Stamp Program

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

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

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

In addition to the regular Food Stamp Program, the Food Stamp Act authorizes alternative programs in Puerto Rico, the Northern Mariana Islands, and American Samoa. The largest of these, the Nutrition Assistance Program in Puerto Rico, was funded under a federal block grant of over \$1.3 billion in 2002. Unless noted otherwise, the food stamp caseload and expenditure data in this Appendix *exclude* costs for the Nutrition Assistance Program (NAP) in Puerto Rico. (Prior editions of this Appendix included NAP, but caseload and expenditure data in this Appendix are now limited to the Food Stamp Program, to be consistent with FSP data published by the USDA.)

The Food Stamp Program offers assistance to nearly all financially needy households. To be eligible for food stamps, a household must meet eligibility criteria for gross and net income, asset holdings, work requirements, and citizenship or immigration status. The FSP benefit unit is the household. Generally, individuals living together constitute a household if they customarily purchase and prepare meals together. The income, expenses and assets of the household members are combined to determine program eligibility and benefit allotment.

Monthly income is the most important determinant of household eligibility. Except for households composed entirely of TANF, SSI, or General Assistance recipients, gross income cannot exceed 130 percent of poverty. After certain amounts are deducted for living expenses,

working expenses, dependent care expenses, excess shelter expenses, child support payment, and - for elderly/disabled households - medical expenses, net income cannot exceed 100 percent of poverty. Households also must not have more than \$2,000 in cash, savings, stocks and bonds, and certain vehicles (households with an elderly or disabled member can have up to \$3,000 in countable assets).

All nonexempt adult applicants for food stamps must register for work. To maintain eligibility, they must accept a suitable job, if offered one, and fulfill any work, job search, or training requirements established by the FSP office. Nondisabled adults living in households with children can receive benefits for three months only, unless they work or participate in work-related activities. Participation is restricted for certain groups, including students, strikers, and people who are institutionalized. Legal immigrants who are disabled, under age 18, or have five years of legal US residency are eligible; all other noncitizens are not.

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

### **Recent Legislative and Regulatory Changes**

Title IV and subtitle A of title VIII of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) contain major and extensive revisions to the Food Stamp Program, including strong work requirements on able-bodied adults without dependent children, restricted eligibility of legal immigrants, and a reduction in maximum benefits. These three provisions, and subsequent amendments, are discussed below; their impact on program participation and expenditures begins to appear in food stamp administrative data for 1997, with the fuller impact shown in data for 1998 and beyond.

First, a work requirement was added for able-bodied adult food stamp recipients without dependents (ABAWDs). Unless exempt, ABAWDs between the ages of 18 and 59 are not eligible for benefits for more than 3 months in every 36-month period unless they are (1) working at least 20 hours a week; (2) participating in and complying with a work program for at least 20 hours a week; or (3) participating in and complying with a workfare program. Under the original legislation, the Department of Agriculture was authorized to waive application of the work requirement to any group of individuals at the request of the state agency, if a determination is made that the area where they reside has an unemployment rate over 10 percent or does not have a sufficient number of jobs to provide them employment. The provision was further moderated under the Balanced Budget Act of 1997 (Public Law 105-33), which allowed states to exempt up to 15 percent of the ABAWD caseload (beyond those subject to waivers) and which increased funds for the food stamp employment and training program for the creation of job slots for able-bodied adults subject to time limits.

Separately, title IV of PRWORA made significant changes in the eligibility of noncitizens for food stamp benefits. As first enacted, most qualified aliens, including legal immigrants (illegal

aliens were already ineligible) were barred from receiving food stamps until citizenship. Subsequently, the Agriculture Research, Extension and Education Reform Act of 1998 (Public Law 105-185) restored food stamp eligibility to certain groups of qualified aliens who were legally residing in the United States before passage of PRWORA on August 22, 1996 and were over 65 years of age on that date or were under age 18 or disabled.

Finally, the 1996 legislation restrained growth in future program expenditures by making changes in the benefit structure for eligible participants, including a reduction in the maximum food stamp allotment. Other provisions of the 1996 act disqualified from eligibility those convicted of drug-related felonies and gave states the option to disqualify individuals, both custodial and noncustodial parents, from food stamps when they do not cooperate with child support agencies or are in arrears in their child support.

Recent regulatory and legislative changes have been made to increase access to food stamps among working poor families. Regulatory changes announced in July 1999 and expanded in November 2000 allow states to reduce reporting requirements and make it easier for working families to report income changes on a semiannual basis. Under the November 2000 regulations, states also have the option of providing a three-month transitional food stamp benefit to most families leaving TANF. In addition, the Agriculture Appropriations Bill for 2001 (P.L. 106-387) provides states with the option of liberalizing the treatment of vehicle assets to align with the states' TANF rules on vehicle eligibility. These changes were intended to address concerns that some of the decline in food stamp caseloads may be leaving poor families without nutritional assistance as they make the transition from welfare dependence to full self-sufficiency.

The Farm Security and Rural Investment Act of 2002 - also known as the Farm Bill - reauthorized the Food Stamp Program through fiscal year 2007. This law brought a number of significant changes to the program, including some which supercede earlier changes made through PRWORA and subsequent FSP legislation and regulations. Specifically, the Farm Bill restores food stamp eligibility to legal immigrants who have lived in the country five years and to legal immigrants receiving disability benefits, regardless of entry date. Children of legal immigrants are also eligible for food stamps regardless of entry date. Effective in fiscal year 2004, the requirement that income and resources of an immigrant's sponsor be counted in determining the eligibility and benefit amounts for immigrant children is eliminated. Each provision became effective at different times, but all restorations were in effect by October 1, 2003.

The Farm Bill also increased the asset limit from \$2,000 to \$3,000 for households with a disabled member, making it consistent with the limit for households with elderly, and replaced the fixed standard deduction with a deduction that varies according to household size and is indexed to cost-of-living increases, in recognition of the higher expenses larger households incur. For households in the 48 contiguous states and DC, Alaska, Hawaii and the Virgin Islands, the deduction is set at 8.31 percent of the applicable net income limit based on household size. (Households in Guam will receive a slightly higher deduction.) No household receives an amount less than the previous fixed standard deduction or more than the standard deduction for a household of six.

Other Farm Bill changes include the authorization of \$5 million per year for education and outreach grants to help inform the low-income public of their eligibility for food stamps, and increased flexibility for states in spending Employment and Training program funds to promote work. States also are now allowed to extend from three months to up to five months the period of time households may receive transitional food stamp benefits when they lose TANF cash assistance. Benefits are equal to the amount the household received prior to termination of TANF with adjustments in income for the loss of TANF. This change helps individuals moving off cash assistance to make the transition from welfare to work.

The Farm Bill also implemented a number of administrative reforms and program simplifications, including:

- changing the quality control system so that only those states with persistently high error rates will face liabilities;
- awarding bonuses to states that improve the quality and accuracy of their service;
- allowing states to exclude certain types of income and resources not counted under TANF or Medicaid, such as educational assistance, when determining food stamp eligibility;
- allowing states to deem child support payments as income exclusions rather than deductions as an incentive for parents to pay child support;
- allowing states to simplify the standard utility allowance (SUA) if the state elects to use the SUA rather than actual utility costs for all households, thus reducing administrative burden, costs and errors;
- permitting states to use a standard deduction from income of \$143 per month for homeless households with some shelter expenses;
- allowing states to extend simplified reporting procedures to all households, not just households with earnings;
- eliminating the requirement that the Electronic Benefit Transfer (EBT) system be cost-neutral to the federal government to help support the EBT conversion process;
- allowing USDA to use alternative methods for issuing food stamp benefits during times of disaster when use of EBT is impractical;
- requiring food stamp applications be made available through the Internet; and
- combining Puerto Rico and American Samoa's block grants into one grant and indexing both with inflation.

### **Food Stamp Program Data**

The following six tables and accompanying figure provide information about the Food Stamp Program:

- Tables FSP 1-2 and Figure FSP 1 present national caseload and expenditure trend data on the Food Stamp Program as discussed below;
- Table FSP 3 presents some demographic characteristics of the food stamp caseload; and
- Tables FSP 4-6 present some state-by-state trend data on the FSP through fiscal year 2002.



**Food Stamp Caseload Trends** (Table FSP 1). Average monthly food stamp participation was 19.1 million persons in fiscal year 2002, excluding the participants in Puerto Rico's block grant. This represents a significant increase over the fiscal year 2000 record-low average of 17.1 million participants. It is, however, far below the peak of 27.5 million recipients in fiscal year 1994. Both in absolute numbers and as a percentage of the population, food stamp reciprocity in 2000 was lower than at any point in the previous twenty years. See also Table IND 3b and Table IND 4b in Chapter II for further data trends in food stamp caseload, specifically, food stamp reciprocity and participation rates.

Considerable research has demonstrated that the Food Stamp Program is responsive to economic changes, with participation increasing in times of economic downturns and decreasing in times of economic growth (see Figure FSP 1). Economic conditions alone did not explain the caseload growth in the late 1980s and early 1990s, however. Studies suggest that a variety of factors contributed to this caseload growth, including a weak economy and higher rates of unemployment, expansions in Medicaid eligibility, the legalization of 3 million undocumented immigrants, and longer participation spells (McConnell, 1991; Gleason, 1998).

The decline in participation from 1994 to 2000 was caused by several factors, according to studies of this period. Part of the decline is associated with the strong economy in the second half of the 1990s. However, participation fell more sharply than expected during this period of sustained economic growth. Some of the decline reflected restrictions on the eligibility of noncitizens and time limits for unemployed nondisabled childless adults. The three groups where participation fell most rapidly included noncitizens and their US-born children, unemployed nondisabled childless adults, and persons receiving cash welfare benefits. As people left the welfare rolls, many also stopped participating in food stamps, even while remaining eligible (Genser, 1999; Wilde et al., 2000; Gleason et al., 2001; Kornfeld, 2002).

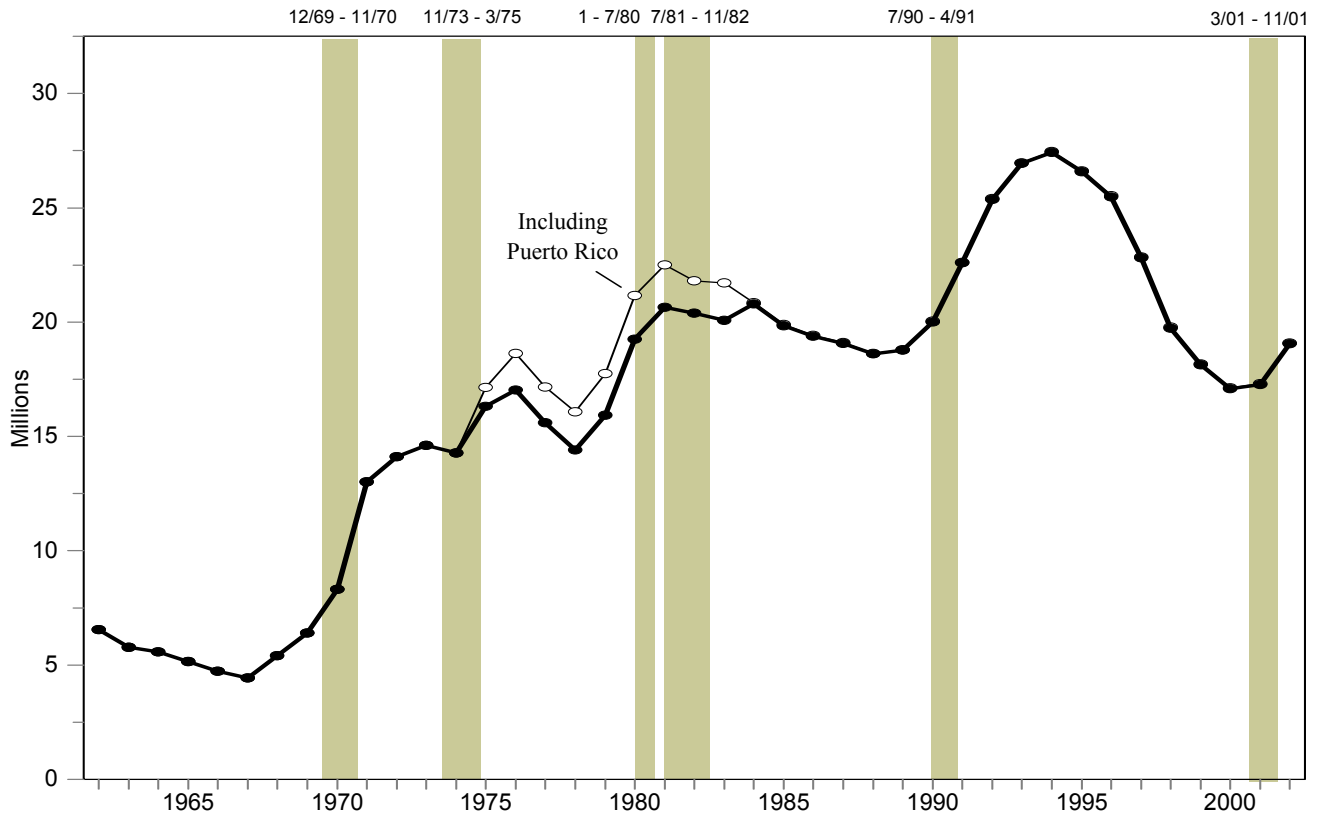
The increase in FSP participation from 2000 to 2002 occurred during a period when unemployment increased from four percent to six percent, states took advantage of opportunities to expand categorical eligibility to those receiving in-kind TANF benefits and liberalize the treatment of vehicles, and the Food and Nutrition Service was encouraging states to conduct outreach efforts.

**Food Stamp Expenditures.** Total program costs, shown in Table FSP 2, were considerably higher in 2002 than 2001, reflecting the increase in participation during that period as well as an increase in average benefits. Total federal program costs were \$20.7 billion in 2002; the comparable 2001 cost was \$18.1 billion (after adjusting for inflation). Average monthly benefits per person, also shown in Table FSP 2, were \$79.60 per person in fiscal year 2002, up from \$74.80 in 2001. This increase in benefits reverses a six-year decline in average monthly benefits adjusted to 2002 dollars.

**Food Stamp Household Characteristics.** As shown in Table FSP 3, the proportion of food stamp households with earnings has increased, from about 20 percent for most of the 1980s and early 1990s, to 28 percent in 2002. At the same time, the proportion of households with income from AFDC/TANF has declined, from 43 percent in 1990 to 21 percent in 2002, following the dramatic decline in AFDC/TANF caseloads. Over half of all food stamp households have

children, although the proportion has declined somewhat from over 60 percent in most of the 1980s and early 1990s to 54 percent in 2002. The vast majority (88 percent) of households have incomes below the federal poverty guidelines.

Figure FSP 1. Persons Receiving Food Stamps: 1962 – 2002



Note: Shaded areas are periods of recession as defined by the National Bureau of Economic Research.  
Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank.

**Table FSP 1. Trends in Food Stamp Caseloads, Selected Years 1962 – 2002**

Fiscal Year	Food Stamp Participants			Participants as a Percent of:			Child Participants as a Percent of:	
	Including Territories <sup>1</sup> (in thousands)	Excluding Territories (in thousands)	Children Excl'd. Terr. (in thousands)	Total Population <sup>2</sup>	All Poor Persons <sup>2</sup>	Pre-transfer Poverty Population <sup>3</sup>	Total Child Population <sup>2</sup>	Children in Poverty <sup>2</sup>
1962	6,554	6,554	NA	3.5	17.0	NA	NA	NA
1965	5,167	5,167	NA	2.7	15.6	NA	NA	NA
1970	8,317	8,317	NA	4.1	32.7	NA	NA	NA
1971	13,010	13,010	NA	6.3	50.9	NA	NA	NA
1972	14,111	14,111	NA	6.7	57.7	NA	NA	NA
1973	14,607	14,607	NA	6.9	63.6	NA	NA	NA
1974	14,288	14,288	NA	6.7	61.1	NA	NA	NA
1975 <sup>4</sup>	17,152	16,320	NA	7.6	63.1	NA	NA	NA
1976	18,628	17,033	9,126	7.8	68.2	NA	13.8	88.8
1977	17,161	15,604	NA	7.1	63.1	NA	NA	NA
1978	16,077	14,405	NA	6.5	58.8	NA	NA	NA
1979 <sup>5</sup>	17,758	15,942	NA	7.1	61.1	57.1	NA	NA
1980	21,173	19,253	9,876	8.5	65.8	60.7	15.5	85.6
1981	22,518	20,655	9,803	9.0	64.6	60.8	15.5	78.4
1982	21,808	20,392	9,591	8.8	59.3	56.3	15.3	70.3
1983	21,727	20,095	10,910	8.6	61.4	58.5	17.4	78.4
1984	20,854	20,796	10,492	8.8	61.7	58.5	16.8	78.2
1985	19,899	19,847	9,906	8.3	60.0	56.6	15.7	75.3
1986	19,429	19,381	9,844	8.1	59.9	56.2	15.7	76.5
1987	19,113	19,072	9,771	7.9	59.2	55.6	15.5	76.1
1988	18,645	18,613	9,351	7.6	58.6	55.2	14.8	75.1
1989	18,806	18,778	9,429	7.6	59.6	55.6	14.9	74.9
1990	20,049	20,020	10,127	8.0	59.6	55.7	15.8	75.4
1991	22,625	22,599	11,952	8.9	63.3	59.3	18.3	83.3
1992	25,406	25,370	13,349	9.9	66.7	64.0	20.1	87.3
1993	26,982	26,952	14,196	10.4	68.6	63.8	21.0	90.3
1994	27,468	27,433	14,391	10.4	72.1	66.8	21.0	94.1
1995	26,619	26,579	13,860	10.0	73.0	67.6	20.0	94.5
1996	25,542	25,494	13,189	9.5	69.8	64.6	18.8	91.2
1997	22,858	22,820	11,847	8.4	64.1	59.9	16.7	83.9
1998	19,788	19,745	10,524	7.2	57.3	53.8	14.7	78.1
1999	18,183	18,146	9,332	6.5	56.3	52.5	13.0	76.0
2000	17,139	17,101	8,743	6.1	55.0	51.6	12.1	75.5
2001	17,313	17,277	8,819	6.1	52.6	49.2	12.1	75.2
2002	19,094	19,057	9,688	6.6	55.0	52.1	13.3	79.8

<sup>1</sup> Total participants includes all participating states, the District of Columbia, and the territories (including Puerto Rico from 1975 to 1982—a separate Nutrition Assistance Grant for Puerto Rico was begun in July 1982). From 1962 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) that was largely replaced by the FSP in 1975. The FFAP participants (as of December) for the seven years shown during the period from 1962 to 1974 were respectively: 6,411; 4,742; 3,977; 3,642; 3,002; 2,441; and 1,406 (all in thousands). From 1975 to 1983 the number of FFAP participants averaged only 88 thousand.

<sup>2</sup> Includes all participating states and the District of Columbia only—the territories are excluded from both numerator and denominator. Population numbers used as denominators are the resident population—see *Current Population Reports*, Series P25-1106. For the persons living in poverty used as denominators, see *Current Population Reports*, Series P60-210.

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

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

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

Sources: U.S. Department of Agriculture, Food and Nutrition Service, National Data Bank, the *1996 Green Book*, and U.S. Bureau of the Census, "Poverty in the United States: 2002," *Current Population Reports*, Series P60-222 and earlier years.

**Table FSP 2. Trends in Food Stamp Expenditures, Selected Years 1975 – 2002**

Fiscal Year	Total Federal Cost (Benefits + Administration)		Benefits (Federal) [In millions]	Administration <sup>1</sup>		Total Program Cost [In millions]	Average Monthly Benefit per Person	
	Current Dollars	2002 Dollars <sup>2</sup>		Federal	State & Local		Current Dollars	2002 Dollars <sup>2</sup>
	[In millions]	[In millions]	[In millions]	[In millions]	[In millions]	[In millions]	[In millions]	[In millions]
1975	\$4,619	\$15,245	\$4,386	\$233	\$175	\$4,794	\$21.30	\$70.30
1976	5,685	17,567	5,326	359	270	5,955	23.90	73.80
1977	5,461	15,707	5,067	394	295	5,756	24.80	71.30
1978	5,520	14,894	5,139	381	285	5,805	26.60	71.80
1979 <sup>3</sup>	6,940	17,219	6,480	460	388	7,328	30.50	75.70
1980	9,206	20,537	8,721	486	375	9,581	34.50	77.00
1981	11,225	22,769	10,630	595	504	11,729	39.50	80.10
1982	10,837	20,537	10,208	628	557	11,394	39.20	74.30
1983	11,847	21,474	11,152	695	612	12,459	43.00	77.90
1984 <sup>4</sup>	11,579	20,131	10,696	883 <sup>5</sup>	805	12,384	42.70	74.20
1985	11,703	19,641	10,744	960	871	12,574	45.00	75.50
1986	11,638	19,049	10,605	1,033	935	12,573	45.50	74.50
1987	11,604	18,470	10,500	1,104	996	12,600	45.90	73.10
1988	12,316	18,832	11,149	1,168	1,080	13,396	49.80	76.10
1989	12,932	18,871	11,701	1,232	1,101	14,033	51.80	75.60
1990	15,491	21,534	14,187	1,305	1,174	16,665	58.90	81.90
1991	18,769	24,836	17,339	1,430	1,247	20,016	63.90	84.60
1992	22,462	28,848	20,906	1,557	1,375	23,837	68.60	88.10
1993	23,653	29,488	22,006	1,647	1,572	25,225	68.00	84.80
1994	24,490	29,744	22,746	1,744	1,643	26,133	69.00	83.80
1995	24,620	29,091	22,764	1,856	1,748	26,368	71.30	84.30
1996	24,327	27,970	22,441	1,886	1,842	26,169	73.20	84.20
1997	21,487	24,055	19,550	1,937	1,904	23,391	71.30	79.80
1998	18,893	20,812	16,889	2,004	1,988	20,881	71.10	78.30
1999	17,698	19,131	15,755	1,943	1,874	19,572	72.20	78.00
2000	17,029	17,837	14,952	2,077	2,000	19,029	72.60	76.00
2001	17,800	18,063	15,547	2,253	2,170	19,970	74.80	75.90
2002	20,686	20,686	18,257	2,429	2,340	23,026	79.60	79.60

<sup>1</sup> Amounts include the federal share of state administrative and employment and training costs and certain direct federal administrative costs. They do not generally include approximately \$60 million in food stamp-related federal administrative costs budgeted under a separate appropriation account (although estimates prior to 1989 do include estimates of food stamp related federal administrative expenses paid out of other Agriculture Department accounts). State and local costs are estimated based on the known federal shares and represent an estimate of all administrative expenses of participating states.

<sup>2</sup> Constant dollar adjustments to 2002 level were made using a CPI-U-X1 fiscal year average price index.

<sup>3</sup> The fiscal year in which the food stamp purchase requirement was eliminated, on a phased-in basis.

<sup>4</sup> Beginning 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for food stamps.

Note: Total federal cost includes food stamps in Puerto Rico (1975-1982). This table differs from the versions published in previous years in that it does not include the costs of the Family Food Assistance Program in the period from 1975 to 1983. The cost of benefits does include food stamps in Puerto Rico from 1975 to 1982 but (for consistency with the reporting of the Food and Nutrition Service) the total expenditures for benefits does not include the funding for the Puerto Rico nutrition assistance grant from the last quarter of FY 1982 when it replaced Puerto Rico's food stamp program to the present (Puerto Rico's nutrition assistance grant was \$778 million in 1983 and rose to over \$1.3 billion in 2002.)

Source: USDA, Food and Nutrition Service unpublished data from the National Data Bank; and the 2000 Green Book.

**Table FSP 3. Characteristics of Food Stamp Households, 1980 – 2002**

[In percent]

	Year <sup>1</sup>									
	1980	1984	1988	1990	1992	1994	1996	1998	2000	2002
<b>With Gross Monthly Income:</b>										
Below the Federal Poverty Levels.....	87	93	92	92	92	90	91	90	89	88
Between the Poverty Levels and 130 Percent of the Poverty Levels.....	10	6	8	8	8	9	8	9	10	11
Above 130 Percent of Poverty.....	2	1	*	*	*	1	1	1	1	1
<b>With Earnings.....</b>	19	19	20	19	21	21	23	26	27	28
<b>With Public Assistance Income <sup>2</sup>.....</b>	65	71	72	73	66	69	67	65	63	56
With AFDC/TANF Income.....	NA	42	42	43	40	38	37	31	26	21
With SSI Income.....	18	18	20	19	19	23	24	28	32	29
<b>With Children.....</b>	60	61	61	61	62	61	60	58	54	54
And Female Heads of Household.....	NA	47	50	51	51	51	50	47	44	44
With No Spouse Present .....	NA	NA	39	37	44	43	43	41	38	37
<b>With Elderly Members <sup>3</sup>.....</b>	23	22	19	18	15	16	16	18	21	19
With Elderly Female Heads of Household <sup>3</sup> .....	NA	16	14	11	9	11	NA	NA	NA	NA
<b>Average Household Size.....</b>	2.8	2.8	2.8	2.7	2.6	2.6	2.5	2.4	2.3	2.3

<sup>1</sup> Data were gathered in August in the years 1980-84 and during the summer in the years from 1986 to 1994. Reports from 1995 to the present are based on fiscal year averages.

<sup>2</sup> Public assistance income includes AFDC/TANF, SSI, and general assistance.

<sup>3</sup> Elderly members and heads of household include those of age 60 or older.

\* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 2002* and earlier years.

**Table FSP 4. Value of Food Stamps Issued by State, Selected Fiscal Years 1975 – 2002**

[Millions of dollars]

	1975	1980	1985	1990	1995	1998	2000	2002
Alabama	\$103	\$246	\$318	\$328	\$441	\$357	\$344	\$417
Alaska	6	27	25	25	50	50	46	59
Arizona	41	97	121	239	414	253	240	386
Arkansas	78	122	126	155	212	206	206	265
California	361	530	639	968	2,473	2,020	1,639	1,707
Colorado	44	71	94	156	217	157	127	165
Connecticut	36	59	62	72	169	161	138	146
Delaware	6	21	22	25	47	34	31	39
Dist. of Columbia	31	41	40	43	92	85	77	76
Florida	207	421	368	609	1,307	845	771	878
Georgia	129	264	290	382	700	538	489	621
Guam	2	15	18	15	24	34	36	52
Hawaii	23	60	93	81	177	178	166	152
Idaho	11	29	36	40	59	47	46	62
Illinois	238	394	713	835	1,056	844	746	923
Indiana	58	154	242	226	382	263	268	408
Iowa	28	54	107	109	142	109	100	129
Kansas	12	38	64	96	144	83	83	113
Kentucky	135	211	332	334	413	345	337	410
Louisiana	148	243	365	549	629	467	448	587
Maine	31	60	62	63	112	100	81	97
Maryland	76	140	171	203	365	282	199	215
Massachusetts	75	171	173	207	315	222	182	209
Michigan	124	263	541	663	806	588	457	645
Minnesota	40	62	105	165	240	181	165	201
Mississippi	110	199	264	352	383	254	226	298
Missouri	82	142	212	312	488	345	358	477
Montana	11	18	31	41	57	52	51	58
Nebraska	11	25	44	59	77	68	61	74
Nevada	10	15	22	41	91	63	57	96
New Hampshire	11	22	15	20	44	30	28	35
New Jersey	125	226	260	289	506	384	304	314
New Mexico	48	81	88	117	196	144	140	154
New York	209	726	938	1,086	2,065	1,505	1,361	1,479
North Carolina	122	234	237	282	495	421	403	536
North Dakota	5	9	16	25	32	25	25	31
Ohio	253	382	697	861	1,017	613	520	726
Oklahoma	38	73	134	186	315	231	208	288
Oregon	56	80	142	168	254	198	198	319
Pennsylvania	175	373	547	661	1,006	764	656	700
Rhode Island	18	31	35	42	82	57	59	64
South Carolina	121	181	194	240	297	264	249	352
South Dakota	8	18	26	35	40	37	37	45
Tennessee	115	282	280	372	554	437	415	552
Texas	314	514	701	1,429	2,246	1,425	1,215	1,522
Utah	12	22	40	71	90	75	68	80
Vermont	9	18	20	22	46	34	32	34
Virgin Islands	6	19	23	18	28	22	21	17
Virginia	63	158	189	247	450	307	263	305
Washington	70	90	140	229	417	308	241	318
West Virginia	56	87	159	192	253	224	185	198
Wisconsin	29	68	148	180	220	130	129	197
Wyoming	3	6	15	21	28	21	19	22
<b>United States</b>	<b>\$4,386</b>	<b>\$8,721</b>	<b>\$10,744</b>	<b>\$14,186</b>	<b>\$22,764</b>	<b>\$16,889</b>	<b>\$14,952</b>	<b>\$18,257</b>

Note: The totals for 1975 and 1980 include amounts for Puerto Rico of \$366 and \$828 million respectively.

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

**Table FSP 5. Average Number of Food Stamp Recipients by State, Selected Fiscal Years**

[In thousands]

	1975	1980	1985	1990	1996	2000	2001	2002	Percent Change	
									90-96	96-02
Alabama	365	583	588	454	509	396	411	444	12	-13
Alaska	15	29	22	25	46	38	38	46	84	-0
Arizona	143	196	206	317	427	259	291	379	35	-11
Arkansas	267	301	253	235	274	247	256	284	17	4
California	1,455	1,493	1,615	1,955	3,143	1,832	1,668	1,710	61	-46
Colorado	150	163	170	221	244	156	154	178	10	-27
Connecticut	155	170	145	133	223	165	157	169	67	-24
Delaware	26	52	40	33	58	32	32	40	74	-31
Dist. of Columbia	122	103	72	62	93	81	73	74	49	-20
Florida	647	912	630	781	1,371	882	887	985	75	-28
Georgia	498	627	567	536	793	559	574	646	48	-19
Guam	6	22	20	12	18	22	23	24	50	39
Hawaii	75	102	99	77	130	118	108	106	69	-18
Idaho	39	61	59	59	80	58	60	70	36	-12
Illinois	926	903	1,110	1,013	1,105	760	825	886	9	-20
Indiana	392	353	406	311	390	300	347	411	25	5
Iowa	115	141	203	170	177	123	126	141	4	-21
Kansas	58	90	119	142	172	117	124	140	21	-18
Kentucky	472	468	560	458	486	403	413	450	6	-7
Louisiana	510	569	644	727	670	500	518	588	-8	-12
Maine	126	139	114	94	131	102	104	111	39	-15
Maryland	261	324	287	255	375	219	208	228	47	-39
Massachusetts	365	453	337	347	374	232	219	243	8	-35
Michigan	619	813	985	917	935	603	641	750	2	-20
Minnesota	167	171	228	263	295	196	198	217	12	-26
Mississippi	376	496	495	499	457	276	298	325	-8	-29
Missouri	300	335	362	431	554	423	454	515	28	-7
Montana	38	43	58	57	71	59	62	63	25	-10
Nebraska	49	66	94	95	102	82	81	88	7	-13
Nevada	32	32	32	50	97	61	69	97	94	0
New Hampshire	44	50	28	31	53	36	36	41	73	-22
New Jersey	490	605	464	382	540	345	318	320	42	-41
New Mexico	157	185	157	157	235	169	163	170	49	-27
New York	1,291	1,759	1,834	1,548	2,099	1,439	1,354	1,347	36	-36
North Carolina	466	582	474	419	631	488	494	574	51	-9
North Dakota	19	25	33	39	40	32	38	37	2	-8
Ohio	854	865	1,133	1,089	1,045	610	641	735	-4	-30
Oklahoma	171	209	263	267	354	253	271	317	33	-10
Oregon	201	197	228	216	288	234	284	359	33	25
Pennsylvania	848	980	1,032	952	1,124	777	748	767	18	-32
Rhode Island	86	87	69	64	91	74	71	72	42	-21
South Carolina	410	426	373	299	358	295	316	379	20	6
South Dakota	33	43	48	50	49	43	45	48	-3	-2
Tennessee	397	624	518	527	638	496	522	598	21	-6
Texas	1,133	1,167	1,263	1,880	2,372	1,333	1,361	1,554	26	-34
Utah	46	54	75	99	110	82	80	90	11	-18
Vermont	44	46	44	38	56	41	39	40	47	-29
Virgin Islands	16	34	32	18	31	16	13	12	75	-59
Virginia	257	384	360	346	538	336	332	352	55	-34
Washington	253	248	281	340	478	295	309	350	41	-27
West Virginia	242	209	278	262	300	227	221	236	14	-21
Wisconsin	148	215	363	286	283	193	216	262	-1	-7
Wyoming	10	14	27	28	33	22	23	24	17	-29
<b>United States</b>	<b>17,192</b>	<b>21,082</b>	<b>19,899</b>	<b>20,067</b>	<b>25,542</b>	<b>17,139</b>	<b>17,313</b>	<b>19,094</b>	<b>27</b>	<b>-25</b>

Note: The totals for 1975 and 1980 include recipients in Puerto Rico of 810 thousand and 1.86 million respectively.

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



**Table FSP 6. Food Stamp Reciprocity Rates by State, Selected Fiscal Years**

[In percent]

	1975	1980	1985	1990	1996	2000	2001	2002	Percent Change	
									90-96	96-02
Alabama	9.9	14.9	14.8	11.2	11.8	8.9	9.2	9.9	5	-16
Alaska	4.0	7.1	4.1	4.5	7.6	6.0	6.0	7.2	67	-6
Arizona	6.3	7.1	6.5	8.6	9.3	5.0	5.5	6.9	8	-26
Arkansas	12.4	13.1	10.9	10.0	10.6	9.2	9.5	10.5	7	-2
California	6.8	6.3	6.1	6.5	9.8	5.4	4.8	4.9	50	-50
Colorado	5.8	5.6	5.3	6.7	6.2	3.6	3.5	4.0	-7	-36
Connecticut	5.0	5.5	4.5	4.0	6.7	4.8	4.6	4.9	65	-27
Delaware	4.5	8.7	6.5	5.0	7.8	4.1	4.0	4.9	57	-37
Dist. of Columbia	17.2	16.1	11.4	10.3	16.2	14.1	12.8	13.0	58	-20
Florida	7.6	9.3	5.5	6.0	9.2	5.5	5.4	5.9	54	-36
Georgia	9.8	11.4	9.5	8.2	10.6	6.8	6.8	7.5	28	-29
Hawaii	8.4	10.6	9.5	6.9	10.8	9.7	8.8	8.5	57	-21
Idaho	4.6	6.4	5.9	5.8	6.6	4.5	4.5	5.2	15	-21
Illinois	8.2	7.9	9.7	8.8	9.1	6.1	6.6	7.0	3	-23
Indiana	7.3	6.4	7.4	5.6	6.6	4.9	5.7	6.7	18	1
Iowa	4.0	4.8	7.2	6.1	6.2	4.2	4.3	4.8	0	-22
Kansas	2.5	3.8	4.9	5.7	6.6	4.3	4.6	5.2	15	-21
Kentucky	13.6	12.8	15.2	12.4	12.4	10.0	10.1	11.0	-0	-11
Louisiana	13.1	13.5	14.6	17.2	15.2	11.2	11.6	13.1	-12	-14
Maine	11.8	12.3	9.8	7.6	10.5	8.0	8.1	8.6	38	-18
Maryland	6.3	7.7	6.5	5.3	7.3	4.1	3.9	4.2	38	-43
Massachusetts	6.3	7.9	5.7	5.8	6.0	3.6	3.4	3.8	5	-38
Michigan	6.8	8.8	10.8	9.8	9.6	6.1	6.4	7.5	-3	-22
Minnesota	4.2	4.2	5.5	6.0	6.3	4.0	4.0	4.3	4	-31
Mississippi	15.7	19.6	19.1	19.4	16.6	9.7	10.4	11.3	-14	-32
Missouri	6.2	6.8	7.2	8.4	10.2	7.6	8.1	9.1	21	-11
Montana	5.1	5.5	7.1	7.1	8.0	6.6	6.8	7.0	13	-13
Nebraska	3.2	4.2	5.9	6.0	6.1	4.8	4.7	5.1	2	-16
Nevada	5.2	4.0	3.4	4.1	5.8	3.0	3.3	4.5	42	-23
New Hampshire	5.3	5.4	2.8	2.7	4.5	2.9	2.8	3.2	64	-28
New Jersey	6.7	8.2	6.1	4.9	6.6	4.1	3.7	3.7	35	-44
New Mexico	13.5	14.1	10.9	10.3	13.4	9.3	8.9	9.2	30	-31
New York	7.2	10.0	10.3	8.6	11.3	7.6	7.1	7.0	31	-38
North Carolina	8.4	9.9	7.6	6.3	8.4	6.0	6.0	6.9	34	-18
North Dakota	2.9	3.9	4.9	6.1	6.1	5.0	5.9	5.8	-0	-5
Ohio	7.9	8.0	10.6	10.0	9.3	5.4	5.6	6.4	-7	-31
Oklahoma	6.2	6.9	8.0	8.5	10.6	7.3	7.8	9.1	25	-14
Oregon	8.6	7.5	8.5	7.6	8.9	6.8	8.2	10.2	17	15
Pennsylvania	7.1	8.3	8.8	8.0	9.2	6.3	6.1	6.2	15	-32
Rhode Island	9.2	9.1	7.2	6.4	8.9	7.1	6.7	6.7	40	-24
South Carolina	14.1	13.6	11.3	8.5	9.4	7.3	7.8	9.2	10	-2
South Dakota	4.8	6.2	6.9	7.2	6.6	5.7	5.9	6.3	-9	-5
Tennessee	9.3	13.6	11.0	10.8	11.8	8.7	9.1	10.3	9	-12
Texas	9.0	8.1	7.8	11.0	12.3	6.4	6.4	7.1	11	-42
Utah	3.7	3.7	4.6	5.7	5.3	3.7	3.5	3.9	-7	-27
Vermont	9.1	8.9	8.2	6.8	9.5	6.7	6.3	6.5	40	-32
Virginia	5.1	7.2	6.3	5.6	8.0	4.7	4.6	4.8	43	-39
Washington	7.0	6.0	6.4	6.9	8.6	5.0	5.1	5.8	24	-33
West Virginia	13.1	10.7	14.6	14.6	16.4	12.6	12.3	13.1	13	-20
Wisconsin	3.2	4.6	7.6	5.8	5.4	3.6	4.0	4.8	-7	-11
Wyoming	2.7	3.0	5.4	6.2	6.8	4.5	4.6	4.7	8	-30
<b>United States</b>	<b>7.6</b>	<b>8.5</b>	<b>8.3</b>	<b>8.0</b>	<b>9.5</b>	<b>6.1</b>	<b>6.1</b>	<b>6.6</b>	<b>18</b>	<b>-30</b>

Note: Reciprocity rate refers to the average monthly number of food stamp recipients in each state during the particular fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerator is from Table FSP 5.

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

## **Supplemental Security Income**

The Supplemental Security Income (SSI) Program is a means-tested, federally administered income assistance program authorized by title XVI of the Social Security Act. Established in 1972 (Public Law 92-603) and begun in 1974, SSI provides monthly cash payments in accordance with uniform, nationwide eligibility requirements to needy aged, blind and disabled persons. To qualify for SSI payments, a person must satisfy the program criteria for age, blindness or disability. Children may qualify for SSI if they are under age 18 and meet the applicable SSI disability or blindness, income and resource requirements. Individuals and married couples are eligible for SSI if their countable incomes fall below the Federal maximum monthly SSI benefit levels of \$552 for an individual and \$829 for a married couple in fiscal year 2003. SSI eligibility is restricted to qualified persons who have countable resources/assets of not more than \$2,000, or \$3,000 for a couple.

The Social Security Administration (SSA) administers the SSI program. Since its inception, SSI has been viewed as the “program of last resort.” Therefore, SSA helps recipients obtain any other public assistance that they are eligible to receive before providing SSI benefits. After evaluating all other income, SSI pays what is necessary to bring an individual to the statutorily prescribed income “floor.” As of December 2001, 36 percent of all SSI recipients also received Social Security retirement or survivor benefits, which are the single greatest source of income for SSI recipients.

Prior to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), no individual could receive both SSI payments and Aid to Families with Dependent Children (AFDC) benefits. If eligible for both, the individual had to choose which benefit to receive. Generally, the AFDC agency encouraged individuals to file for SSI and, once the SSI payments had started, the individual was removed from the AFDC filing unit. Since states have the authority to set TANF eligibility standards and benefit levels under PRWORA, individuals are not prohibited from receiving both TANF benefits and SSI.

With the exception of California, which converted food stamp benefits to cash payments that are included in the State supplementary payment, SSI recipients may be eligible to receive food stamps. If all household members receive SSI, the household is categorically eligible for food stamps and does not need to meet the Food Stamp Program’s financial eligibility standards. If SSI beneficiaries live in households in which other household members do not receive SSI benefits, the household must meet the net income eligibility standard of the Food Stamp Program to be eligible for food stamp benefits.

## **Legislative Changes**

Several legislative changes made in the 104th Congress affected SSI participation and expenditures. Public Law 104-121, the Contract with America Advancement Act of 1996, prohibited SSI eligibility to individuals whose drug addiction and/or alcoholism (DAA) is a contributing factor material to the finding of disability. This provision applied to individuals who filed for benefits on or after the date of enactment (March 29, 1996) and to individuals

whose claims were finally adjudicated on or after the date of enactment. It applied to current beneficiaries on January 1, 1997.

PRWORA made several changes designed to maintain the SSI program's goal of limiting benefits to severely disabled children. First, the act replaced the former "comparable severity" test with a new definition of disability specifically for children, based on a medically determinable physical or mental impairment that result in "marked and severe functional limitations." Second, SSA discontinued use of the Individualized Functional Assessment (IFA) which it had implemented in 1991 following the Supreme Court's decision in *Sullivan v Zebley*, 493 U.S. 521 (1990).<sup>1</sup> Third references to "maladaptive behaviors" in certain sections of the Listing of Impairments (among medical criteria for evaluation of mental and emotional disorders in the domain of personal/behavioral function) were eliminated. The latter two provisions were effective for all new and pending applications upon enactment (August 22, 1996). Beneficiaries who were receiving benefits due to an IFA or under the Listings because of limitations resulting from maladaptive behaviors received notice no later than January 1, 1997, that their benefits might end when their case was redetermined. Additional provisions of the PRWORA with impact on enrollment are the requirement that eligibility be redetermined when beneficiaries reach age 18, using the adult disability standard; that "continuing disability reviews" be done for children; and that children who were eligible due to low birth weight have their eligibility redetermined at age one.

Title IV of PRWORA also made significant changes in the eligibility of noncitizens for SSI benefits. Some of the restrictions were subsequently moderated, most notably by the Balanced Budget Act of 1997 (Public Law 105-33), which "grandfathered" immigrants who were receiving SSI at the time of enactment of the PRWORA. Those immigrants who entered the U.S. after August 22, 1996, may be eligible to receive SSI after having been "lawfully admitted for permanent residence."

Several provisions aimed at reducing SSI fraud and improving recovery of overpayments were enacted in 1999 as part of the Foster Care Independence Act of 1999 (P. L. 106-169). Other legislation enacted in 1999 provides additional work incentives for disabled beneficiaries of SSI.

### **SSI Program Data**

The following tables and figures provide SSI program data:

- Tables SSI 1 through SSI 5 present national caseload and expenditure trend data on the SSI program.
- Table SSI 6 presents demographic characteristics of the SSI caseload.

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<sup>1</sup> In this case, the Supreme Court ruled that the IFA (or a residual functional capacity assessment) that applied to adults whose condition did not meet or equal a listing of medical impairments to determine eligibility should also be applied to children whose condition did not meet or equal the medical listing of impairments.

- Tables SSI 7 and SSI 8 present state-by-state trend data on the SSI program through fiscal year 2002.

**SSI Caseload Trends** (Tables SSI 1-2 and Figure SSI 1). From 1990 to 1995, the number of SSI beneficiaries increased from 4.8 million to 6.5 million, an average growth rate of over 6 percent per year. Between 1995 and 2000, the number of beneficiaries fluctuated between 6.5 and 6.6 million persons. In December 2002, there were 6.8 million beneficiaries. Table SSI 1 presents information on the total number of persons receiving SSI payments in December of each year from 1974 through 2002, and also presents recipients by eligibility category (aged, blind and disabled) and by type of recipient (child, adult age 18-64, and adult age 65 or older). See also Table IND 4c in Chapter II for further data on trends in reciprocity and participation rates.

The composition of the SSI caseload has been shifting over time, as shown in Table SSI 2. The number of beneficiaries eligible because of age has been declining steadily, from a high of 2.3 million persons in December 1975 to less than 1.3 million persons in December 2002. At the same time, there has been strong growth in blind and disabled beneficiaries, from 1.7 million in December 1974 to 5.5 million in December 2002. Moreover, the number of disabled children has increased dramatically, particularly during the 1990s, when the number of disabled children receiving SSI increased from 309,000 in December 1990 to 955,000 in December 1996. The number of disabled children fell in the next three years, stabilized at 847,000 in 1999 and 2000, and rose to 915,000 in 2002.

Several factors have contributed to the growth of the Supplemental Security Income program. Expansions in disability eligibility (particularly for mentally impaired adults and for children), increased outreach, overall growth in immigration, and transfers from state programs were among the key factors identified in a 1995 study by the General Accounting Office (GAO). GAO concluded that three groups – adults with mental impairments, children, and non-citizens – accounted for nearly 90 percent of the SSI program’s growth in the early 1990s. The growth in disabled children beneficiaries is generally believed to be due to outreach activities, the Supreme Court decision in the *Zebley* case, expansion of the medical impairment category, and reduction in reviews of continuing eligibility.<sup>2</sup>

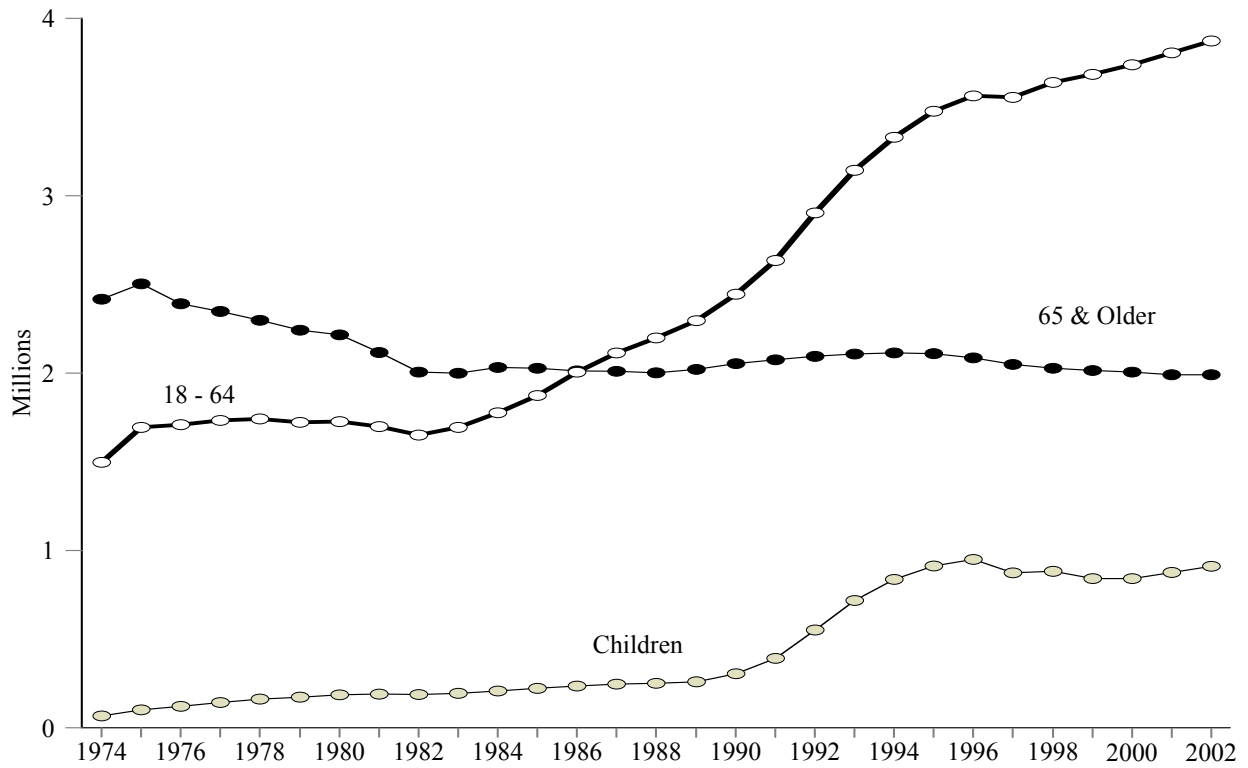
**SSI Expenditures.** While administrative costs increased by about 1 percent, the total amount paid out in SSI benefits increased from \$33.6 billion (inflation adjusted) in 2001 to \$34.6 billion in 2002, as shown in Table SSI 3. Average monthly benefits per person were \$415 in 2002, up slightly from 2001 inflation adjusted benefit level of \$413. For more details see Table SSI 4.

**SSI Recipient Characteristics.** Over the last 20 years, the percentage of aged SSI recipients has dramatically decreased, while the percentage of disabled recipients has increased substantially. As shown in Table SSI 6, the proportion of SSI recipients aged 65 or older has decreased dramatically, from 54 percent in 1980 to 29 percent in 2002.

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<sup>2</sup> The GAO study estimated that 87,000 children were added to the SSI caseload after the IFA for children was initiated.

Figure SSI 1. SSI Recipients by Age, 1974 – 2002



Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2003* (Data available online at <http://www.ssa.gov/statistics>).

**Table SSI 1. Number of Persons Receiving Federally Administered SSI Payments 1974 – 2002**  
[In thousands]

Date	Eligibility Category					Type of Recipient		
	Total	Aged	Blind and Disabled			Children	Adults	
			Total	Blind	Disabled		Age 18-64	65 or Older
Dec 1974	3,996	2,286	1,710	75	1,636	71 <sup>1</sup>	1,503	2,422
Dec 1975	4,314	2,307	2,007	74	1,933	107	1,699	2,508
Dec 1976	4,236	2,148	2,088	76	2,012	125	1,714	2,397
Dec 1977	4,238	2,051	2,187	77	2,109	147	1,738	2,353
Dec 1978	4,217	1,968	2,249	77	2,172	166	1,747	2,304
Dec 1979	4,150	1,872	2,278	77	2,201	177	1,727	2,246
Dec 1980	4,142	1,808	2,334	78	2,256	190	1,731	2,221
Dec 1981	4,019	1,678	2,341	79	2,262	195	1,703	2,121
Dec 1982	3,858	1,549	2,309	77	2,231	192	1,655	2,011
Dec 1983	3,901	1,515	2,386	79	2,307	198	1,700	2,003
Dec 1984	4,029	1,530	2,499	81	2,419	212	1,780	2,037
Dec 1985	4,138	1,504	2,634	82	2,551	227	1,879	2,031
Dec 1986	4,269	1,473	2,796	83	2,713	241	2,010	2,018
Dec 1987	4,385	1,455	2,930	83	2,846	251	2,119	2,015
Dec 1988	4,464	1,433	3,030	83	2,948	255	2,203	2,006
Dec 1989	4,593	1,439	3,154	83	3,071	265	2,302	2,026
Dec 1990	4,817	1,454	3,363	84	3,279	309	2,450	2,059
Dec 1991	5,118	1,465	3,654	85	3,569	397	2,642	2,080
Dec 1992	5,566	1,471	4,095	85	4,010	556	2,910	2,100
Dec 1993	5,984	1,475	4,509	85	4,424	723	3,148	2,113
Dec 1994	6,296	1,466	4,830	85	4,745	841	3,335	2,119
Dec 1995	6,514	1,446	5,068	84	4,984	917	3,482	2,115
Dec 1996	6,614	1,413	5,201	82	5,119	955	3,568	2,090
Dec 1997	6,495	1,362	5,133	81	5,052	880	3,562	2,054
Dec 1998	6,566	1,332	5,234	80	5,154	887	3,646	2,033
Dec 1999	6,557	1,308	5,249	79	5,169	847	3,691	2,019
Dec 2000	6,602	1,289	5,312	79	5,234	847	3,744	2,011
Dec 2001	6,688	1,264	5,424	78	5,346	882	3,811	1,995
Dec 2002	6,788	1,252	5,537	78	5,537	915	3,878	1,995

<sup>1</sup> Includes students 18-21 in 1974 only.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2003* (Data available online at <http://www.ssa.gov/statistics>).

**Table SSI 2. SSI Reciprocity Rates, 1974 – 2002**

[In percent]

Date	All Recipients as a Percent of Total Population <sup>1</sup>	Adults 18-64 as a Percent of 18-64 Population <sup>1</sup>	Child Recipients as a Percent of All Children <sup>1</sup>	Elderly Recipients (Persons 65 & Older) as a Percent of		
				All Persons & Older <sup>1</sup>	All Elderly Poor <sup>2</sup>	Pretransfer Elderly Poor <sup>3</sup>
Dec 1974	1.9	1.2	0.1	10.8	78.5	NA
Dec 1975	2.0	1.3	0.2	10.9	75.6	NA
Dec 1976	1.9	1.3	0.2	10.2	72.4	NA
Dec 1977	1.9	1.3	0.2	9.7	74.1	NA
Dec 1978	1.9	1.3	0.3	9.3	71.5	NA
Dec 1979	1.8	1.3	0.3	8.8	61.3	66.8
Dec 1980	1.8	1.2	0.3	8.6	57.5	64.7
Dec 1981	1.7	1.2	0.3	8.0	55.0	63.3
Dec 1982	1.7	1.2	0.3	7.4	53.6	62.3
Dec 1983	1.7	1.2	0.3	7.3	55.2	61.9
Dec 1984	1.7	1.2	0.3	7.2	61.2	66.3
Dec 1985	1.7	1.3	0.4	7.1	58.7	64.5
Dec 1986	1.8	1.3	0.4	6.9	57.9	63.4
Dec 1987	1.8	1.4	0.4	6.7	56.5	64.7
Dec 1988	1.8	1.5	0.4	6.6	57.6	64.3
Dec 1989	1.9	1.5	0.4	6.5	60.3	64.6
Dec 1990	1.9	1.6	0.5	6.5	56.3	63.3
Dec 1991	2.0	1.7	0.6	6.5	55.0	61.1
Dec 1992	2.2	1.9	0.8	6.4	53.5	59.8
Dec 1993	2.3	2.0	1.1	6.4	56.3	63.3
Dec 1994	2.4	2.1	1.2	6.3	57.9	65.6
Dec 1995	2.4	2.2	1.3	6.2	63.7	71.4
Dec 1996	2.4	2.2	1.4	6.1	61.0	69.3
Dec 1997	2.4	2.2	1.2	6.0	60.8	69.1
Dec 1998	2.4	2.2	1.2	5.9	60.0	69.1
Dec 1999	2.3	2.2	1.2	5.8	62.6	72.4
Dec 2000	2.3	2.1	1.2	5.7	60.5	66.9
Dec 2001	2.3	2.1	1.2	5.6	58.4	67.6
Dec 2002	2.3	2.1	1.2	5.6	55.8	64.5

<sup>1</sup> Population numbers used for the denominators are Census Bureau resident population estimates adjusted to the December date by averaging the July 1 population of the current year with the July 1 population of the following year (resident population estimates by age are available online at <http://www.census.gov>).

<sup>2</sup> For the number of persons (65 years of age and older living in poverty) used as the denominator, see *Current Population Reports*, Series P60-222.

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

Notes: Numerators for these ratios are from Table SSI 1. Rates computed by DHHS.

Source: *1994 Green Book* and U.S. Bureau of the Census, "Poverty in the United States: 2002" *Current Population Reports*, Series P60-222 and earlier years, (Available online at <http://www.census.gov/hhes/www/poverty.html>).

**Table SSI 3. Total, Federal, and State SSI Benefits and Administration, 1974 – 2002** <sup>1</sup>  
 [In millions of dollars]

Calendar Year	Total Benefits		Federal Payments	State Supplementation			Administrative Costs (fiscal year)
	2002 <sup>2</sup> Dollars	Current Dollars		Total	Federally Administered	State Administered	
1974	\$8,183	\$5,246	\$3,833	\$1,413	\$1,264	\$149	\$285
1975	18,817	5,878	4,314	1,565	1,403	162	399
1976	18,372	6,066	4,512	1,554	1,388	166	500
1977	17,950	6,306	4,703	1,603	1,431	172	526
1978	17,462	6,552	4,881	1,671	1,491	180	539
1979	17,200	7,075	5,279	1,797	1,590	207	610
1980	17,358	7,941	5,866	2,074	1,848	226	668
1981	17,157	8,593	6,518	2,076	1,839	237	718
1982	16,900	8,981	6,907	2,074	1,798	276	779
1983	16,986	9,404	7,423	1,982	1,711	270	830
1984	17,958	10,372	8,281	2,091	1,792	299	864
1985	18,492	11,060	8,777	2,283	1,973	311	953
1986	19,830	12,081	9,498	2,583	2,243	340	1,022
1987	20,510	12,951	10,029	2,922	2,563	359	976
1988	20,965	13,786	10,734	3,052	2,671	381	975
1989	21,733	14,980	11,606	3,374	2,955	419	1,051
1990	22,847	16,599	12,894	3,705	3,239	466	1,075
1991	24,468	18,524	14,765	3,759	3,231	529	1,257
1992	28,508	22,233	18,247	3,986	3,435	550	1,538
1993	30,573	24,557	20,722	3,835	3,270	566	1,467
1994	31,412	25,877	22,175	3,701	3,116	585	1,775
1995	32,613	27,628	23,919	3,708	3,118	590	1,973
1996	33,013	28,792	25,265	3,527	2,988	539	1,949
1997	32,564	29,052	25,457	3,595	2,913	682	2,055
1998	33,349	30,216	26,405	3,812	3,003	808	2,304
1999	33,392	30,923	26,805	4,154	3,301	853	2,493
2000	32,976	31,564	27,290	4,274	3,381	893	2,401
2001	33,584	33,061	28,706	4,355	3,460	895	2,498
2002	34,567	34,567	29,899	4,668	3,820	848	2,522

<sup>1</sup> Payments and adjustments during the respective year but not necessarily accrued for that year

<sup>2</sup> Data adjusted for inflation by ASPE using the CPI-U-X1 for calendar years

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2003*, (Data available online at <http://www.ssa.gov/statistics>).



**Table SSI 4. Average Monthly SSI Benefit Payments, 1974 – 2002**

Calendar Year	Total <sup>1</sup>		Federal Payments	State Supplementation		
	2002 Dollars	Current Dollars		Total	Federally Administered	State Administered
1974	\$466	\$135	\$108	\$64	\$71	\$35
1975	360	112	92	66	69	45
1976	357	118	99	68	71	50
1977	349	123	104	69	72	53
1978	341	128	108	72	74	56
1979	341	140	119	77	79	67
1980	345	158	133	89	91	76
1981	352	176	151	92	94	79
1982	360	191	166	96	97	93
1983	358	198	172	91	92	89
1984	366	211	187	93	93	93
1985	367	219	193	99	99	102
1986	380	232	202	107	108	101
1987	383	242	208	117	118	110
1988	385	253	219	118	118	118
1989	388	267	230	126	126	127
1990	389	283	244	132	131	136
1991	392	297	260	125	122	143
1992	421	328	292	124	121	147
1993	420	337	306	112	107	150
1994	411	338	310	105	99	152
1995	413	350	322	110	103	164
1996	412	359	333	108	103	145
1997	413	369	342	99	102	86
1998	418	379	350	103	104	102
1999	419	388	356	111	113	105
2000	411	393	360	113	114	109
2001	413	407	373	113	114	108
2002	415	415	383	129	129	128

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

Note: The numerators for these averages are given in Table SSI 3 and the denominators are given in Table SSI 5. Averages were computed by DHHS. Data adjusted for inflation using a calendar-year average CPI-U-X1 index.

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2003*.

**Table SSI 5. Number of Persons Receiving SSI Payments by Type of Payment, 1974 – 2002**  
(in thousands)

	Total	Federal	State Supplementation		
			Total	Federally Administered	State Administered
Jan 1974.....	3,249	2,956	1,839	1,480	358
Dec 1975.....	4,360	3,893	1,987	1,684	303
Dec 1980.....	4,194	3,682	1,934	1,685	249
Dec 1984.....	4,094	3,699	1,875	1,607	268
Dec 1985.....	4,200	3,799	1,916	1,661	255
Dec 1986.....	4,347	3,922	2,003	1,723	279
Dec 1987.....	4,458	4,019	2,079	1,807	272
Dec 1988.....	4,541	4,089	2,155	1,885	270
Dec 1989.....	4,673	4,206	2,224	1,950	275
Dec 1990.....	4,888	4,412	2,344	2,058	286
Dec 1991.....	5,200	4,730	2,512	2,204	308
Dec 1992.....	5,647	5,202	2,684	2,372	313
Dec 1993.....	6,065	5,636	2,850	2,536	314
Dec 1994.....	6,377	5,965	2,950	2,628	322
Dec 1995.....	6,576	6,194	2,817	2,518	300
Dec 1996.....	6,677	6,326	2,732	2,421	310
Dec 1997.....	6,565	6,212	3,029	2,372	657
Dec 1998.....	6,649	6,289	3,072	2,412	661
Dec 1999.....	6,641	6,275	3,116	2,441	675
Dec 2000.....	6,685	6,320	3,164	2,481	683
Dec 2001.....	6,776	6,410	3,209	2,520	689
Dec 2002.....	6,940	6,505	3,014	2,462	553

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2003*.

**Table SSI 6. Characteristics of SSI Recipients, by Age, Sex, Earnings/Income, and Citizenship: Selected Years, 1980-2002**

	1980	1985	1990	1992	1994	1997	2000	2002
<b>Total</b>								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
under 18	5.5	5.5	6.4	10.0	13.4	13.5	12.8	13.5
18-64	40.9	45.4	50.9	52.3	53.0	54.8	56.7	57.2
65 or older	53.6	49.1	42.7	37.7	33.7	31.6	30.5	29.3
Sex								
Male	34.4	35.2	37.2	39.0	41.3	41.3	41.5	42.0
Female	65.5	64.8	62.8	61.0	58.7	58.7	58.5	58.0
Selected Sources of Income								
Earnings	3.2	3.8	4.7	4.4	4.2	4.5	4.4	4.1
Social Security	51.0	49.4	45.9	42.1	39.1	37.1	36.1	35.5
No other income	34.8	34.5	36.4	38.7	43.6	46.5	54.4	55.1
Noncitizens	NA	5.1	9.0	10.8	11.7	10.0	10.5	10.4
Eligibility Category								
Aged	43.6	36.4	30.2	26.4	23.3	21.0	19.5	18.4
Blind	1.9	2.0	1.7	1.5	1.4	1.2	1.2	1.1
Disabled	54.5	61.7	68.1	72.0	75.4	77.8	79.3	80.4
<b>Aged</b>								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
65-69	14.0	14.9	19.4	20.7	20.5	17.6	15.6	15.3
70-79	51.5	45.6	41.3	42.5	44.3	48.4	50.0	49.1
80 or older	34.5	39.5	39.2	36.8	35.1	34.0	34.5	35.7
Sex								
Male	27.3	25.5	25.1	25.6	26.8	27.8	29.0	29.9
Female	72.6	74.5	74.9	74.4	73.2	72.2	71.0	70.1
Noncitizens	NA	9.7	19.4	25.4	30.0	27.0	28.5	29.2
<b>Blind and Disabled</b>								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
18-64	80.2	77.7	80.0	82.0	83.4	83.6	83.8	83.8
65 or older	19.8	22.3	20.0	18.0	16.6	16.4	16.2	16.1
Sex <sup>1</sup>								
Male	39.8	40.8	42.4	43.9	41.8	41.1	44.5	44.8
Female	60.2	59.2	57.6	56.1	58.2	58.9	55.5	55.2
Noncitizens	NA	2.4	4.6	5.6	6.2	5.5	6.1	7.2
<b>Children</b>								
Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5	11.7	NA	NA	16.0	15.8	15.8	15.5	16.1
5-9	20.9	NA	NA	26.9	28.5	30.2	28.5	26.8
10-14	28.8	NA	NA	30.6	32.7	34.6	36.2	36.9
15-17	21.7	NA	NA	15.7	17.3	19.4	19.8	20.2
18-21 <sup>2</sup>	16.8	14.3	9.3	10.8	5.7	—	—	—
Sex								
Male	NA	NA	NA	62.0	63.0	62.9	63.8	64.3
Female	NA	NA	NA	38.0	37.0	37.1	36.2	35.7

<sup>1</sup> For 1980-1992 male-female classification reflects all blind and disabled, both children and adults; thereafter, it is based on adults only.

<sup>2</sup> In this table, students 18-21 are classified as children prior to 1998.

Note: Data are for December of the year.

Source: Social Security Administration, *Social Security Bulletin • Annual Statistical Supplement • 2003* and prior years.

**Table SSI 7. Total SSI Payments, Federal SSI Payments And State Supplementary Payments  
Calendar Year 2002**  
(In thousands)

State	Total	Total Federal	Federal SSI	State Supplementation	
				Federally Administered	State Administered
Total	\$34,566,844	\$33,720,491	\$29,898,765	\$3,820,234	\$847,845
Alabama	730,105	729,691	729,691	—	414
Alaska	99,520	43,872	43,872	—	55,648
Arizona	406,848	406,474	406,474	—	374
Arkansas	354,418	354,418	354,412	6	—
California	7,230,494	7,230,494	4,460,666	2,769,828	—
Colorado	331,543	243,234	243,234	—	88,309
Connecticut	319,446	236,055	236,055	—	83,391
Delaware	56,374	56,374	55,350	1,024	—
District of Columbia	102,083	102,082	98,518	3,564	—
Florida	1,824,115	1,814,407	1,814,392	15	9,707
Georgia	854,414	854,414	854,411	3	—
Hawaii	110,657	110,658	98,495	12,163	—
Idaho	94,024	86,514	86,514	—	7,510
Illinois	1,275,885	1,246,787	1,246,787	—	29,098
Indiana	427,283	423,503	423,503	—	3,780
Iowa	191,069	175,290	172,391	2,899	15,779
Kansas	164,412	164,412	164,412	—	—
Kentucky	821,504	802,898	802,898	—	18,606
Louisiana	761,420	760,944	760,944	—	476
Maine	138,104	130,762	130,762	—	7,342
Maryland	442,285	434,761	434,752	9	7,524
Massachusetts	849,101	849,101	683,294	165,807	—
Michigan	1,097,109	1,065,066	1,039,390	25,676	32,043
Minnesota	389,321	303,434	303,424	10	85,888
Mississippi	542,847	542,847	542,845	2	—
Missouri	541,328	515,040	515,040	—	26,288
Montana	62,959	62,959	62,136	823	—
Nebraska	99,177	92,870	92,870	—	6,307
Nevada	132,907	132,908	127,780	5,128	—
New Hampshire	67,382	55,785	55,785	—	11,597
New Jersey	721,272	721,272	640,486	80,786	—
New Mexico	217,053	216,882	216,882	—	171
New York	3,407,767	3,407,767	2,849,925	557,842	—
North Carolina	937,938	797,987	797,987	—	139,951
North Dakota	33,716	31,784	31,784	—	1,932
Ohio	1,189,946	1,189,946	1,189,936	10	—
Oklahoma	365,295	327,859	327,859	—	37,436
Oregon	282,957	262,681	262,681	—	20,276
Pennsylvania	1,550,661	1,550,660	1,406,743	143,917	—
Rhode Island	146,253	146,253	121,290	24,963	—
South Carolina	465,841	454,062	454,062	—	11,779
South Dakota	54,751	52,251	52,246	5	2,501
Tennessee	705,106	705,106	705,106	0.286	—
Texas	1,799,263	1,797,304	1,797,304	—	1,959
Utah	97,817	97,816	97,756	60	—
Vermont	55,462	55,462	46,161	9,301	—
Virginia	593,731	574,659	574,659	—	19,072
Washington	539,989	539,761	523,340	16,421	228
West Virginia	348,553	348,553	348,553	—	—
Wisconsin	508,120	386,334	386,334	—	121,786
Wyoming	25,353	24,680	24,680	—	673
Other: N. Mariana Islands	3,358	3,358	3,358	—	—

Source: Number of persons receiving payments obtained from Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin • Annual Statistical Supplement • 2003*.

**Table SSI 8. SSI Reciprocity Rates by State And Program Type for 1979 and 2002**  
[In percent]

	Total Reciprocity Rate			Rate for Adults 18-64			Rate for Adults 65 & Over		
	1979	2002	Percent Change 1979-02	1979	2002	Percent Change 1979-02	1979	2002	Percent Change 1979-02
Alabama	3.6	3.6	1	1.8	3.5	91	21.0	6.9	-67
Alaska	0.8	1.5	95	0.5	1.5	178	14.0	6.0	-57
Arizona	1.1	1.6	44	0.9	1.6	80	5.0	3.2	-36
Arkansas	3.5	3.1	-11	1.9	3.0	60	17.1	5.8	-66
California	3.0	3.2	6	2.1	2.5	22	16.4	13.3	-19
Colorado	1.1	1.2	9	0.8	1.1	43	6.7	3.2	-52
Connecticut	0.8	1.5	100	0.6	1.5	138	2.7	2.6	-4
Delaware	1.2	1.6	34	0.9	1.4	49	5.4	2.3	-58
District of Columbia	2.3	3.5	54	1.9	3.1	61	8.6	6.7	-22
Florida	1.8	2.4	35	1.1	1.9	67	6.2	4.8	-23
Georgia	2.9	2.3	-20	1.9	2.1	11	17.7	6.8	-62
Hawaii	1.1	1.7	62	0.7	1.5	117	7.6	5.1	-33
Idaho	0.8	1.4	77	0.6	1.6	150	3.8	2.0	-47
Illinois	1.1	2.0	85	1.0	2.0	111	4.3	3.8	-11
Indiana	0.8	1.5	100	0.6	1.6	162	3.3	1.7	-49
Iowa	0.9	1.4	57	0.6	1.6	158	3.5	1.7	-51
Kansas	0.9	1.4	57	0.6	1.4	122	3.5	1.9	-45
Kentucky	2.5	4.3	69	1.8	4.4	146	12.5	7.0	-44
Louisiana	3.4	3.7	10	2.0	3.5	72	20.1	7.8	-61
Maine	2.0	2.4	23	1.4	2.7	94	8.6	3.1	-64
Maryland	1.2	1.6	39	0.9	1.5	60	5.4	4.0	-26
Massachusetts	2.2	2.6	16	1.3	2.5	95	10.8	5.6	-48
Michigan	1.3	2.1	67	1.1	2.3	115	5.9	3.0	-49
Minnesota	0.8	1.3	60	0.6	1.3	136	3.7	2.6	-30
Mississippi	4.5	4.4	-2	2.4	4.0	65	26.0	10.3	-60
Missouri	1.8	2.0	14	1.1	2.1	91	7.9	2.9	-63
Montana	0.9	1.6	80	0.7	1.7	136	3.8	2.0	-47
Nebraska	0.9	1.3	48	0.6	1.3	103	3.4	1.7	-50
Nevada	0.8	1.3	55	0.5	1.2	126	5.9	3.3	-44
New Hampshire	0.6	1.0	72	0.4	1.1	150	2.5	1.2	-53
New Jersey	1.1	1.7	49	0.9	1.4	63	4.7	4.5	-4
New Mexico	2.0	2.6	32	1.4	2.4	75	12.4	6.9	-44
New York	2.1	3.3	56	1.6	2.8	76	8.3	9.0	9
North Carolina	2.4	2.3	-4	1.6	2.0	27	13.6	5.4	-60
North Dakota	1.0	1.3	31	0.6	1.3	128	5.1	2.2	-56
Ohio	1.1	2.1	89	1.0	2.3	132	4.2	2.4	-42
Oklahoma	2.3	2.1	-9	1.3	2.1	58	11.6	3.8	-67
Oregon	0.9	1.6	86	0.7	1.7	143	3.3	2.8	-15
Pennsylvania	1.4	2.4	71	1.1	2.5	123	5.0	3.4	-31
Rhode Island	1.6	2.7	70	1.1	2.6	141	6.4	4.9	-24
South Carolina	2.7	2.6	-3	1.8	2.3	29	17.0	5.6	-67
South Dakota	1.1	1.7	49	0.7	1.6	122	5.0	3.0	-40
Tennessee	2.9	2.8	-2	1.9	2.7	44	14.8	5.5	-63
Texas	1.9	2.0	6	1.0	1.6	68	12.7	7.5	-41
Utah	0.6	0.9	64	0.5	1.0	96	3.0	1.9	-37
Vermont	1.8	2.1	19	1.3	2.1	60	8.1	3.6	-55
Virginia	1.5	1.8	20	1.0	1.6	57	8.5	4.6	-46
Washington	1.2	1.7	47	1.0	1.8	84	4.8	3.6	-25
West Virginia	2.1	4.1	92	1.9	4.7	153	8.0	4.6	-42
Wisconsin	1.4	1.6	11	1.0	1.6	67	6.5	2.3	-65
Wyoming	0.4	1.1	162	0.3	1.2	314	2.7	1.6	-42
Total	1.9	2.4	30	1.3	2.2	75	9.0	5.6	-38

Note: Reciprocity rates for 2002 are the ratios of the number of SSI recipients (in the respective age groups) as of the month of December to the estimated population in the respective age group as of the month of July; calculations by DHHS. The 1979 rates are based on the average number of recipients during the year.

Source: Social Security Administration, *Social Security Bulletin • Annual Statistical Supplement • 2003* and U.S. Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>).

**Table SSI 9. SSI Reciprocity Rates by State, Selected Fiscal Years 1975 – 2002**

[In percent]

	1975	1980	1985	1990	1992	1994 <sup>2</sup>	1996 <sup>2</sup>	2002 <sup>2</sup>
Alabama	4.0	3.4	3.3	3.3	3.4	3.8	3.9	3.6
Alaska	0.8	0.8	0.7	0.8	0.9	1.1	1.2	1.5
Arizona	1.2	1.1	1.0	1.2	1.4	1.7	1.7	1.6
Arkansas	4.1	3.4	3.1	3.2	3.5	3.8	3.8	3.1
California	3.1	3.0	2.6	2.9	3.1	3.2	3.3	3.2
Colorado	1.4	1.0	0.9	1.1	1.3	1.5	1.5	1.2
Connecticut	0.8	0.8	0.8	1.0	1.1	1.3	1.4	1.5
Delaware	1.2	1.2	1.2	1.2	1.3	1.5	1.6	1.6
District of Columbia	2.2	2.4	2.5	2.7	3.0	3.5	3.7	3.5
Florida	1.9	1.8	1.6	1.7	1.9	2.3	2.4	2.4
Georgia	3.3	2.8	2.6	2.5	2.6	2.8	2.7	2.3
Hawaii	1.1	1.1	1.1	1.3	1.3	1.5	1.6	1.7
Idaho	1.1	0.8	0.8	1.0	1.2	1.4	1.5	1.4
Illinois	1.2	1.1	1.2	1.6	1.8	2.2	2.3	2.0
Indiana	0.8	0.8	0.9	1.1	1.3	1.5	1.6	1.5
Iowa	1.0	0.9	1.0	1.2	1.3	1.4	1.5	1.4
Kansas	1.1	0.9	0.9	1.0	1.1	1.4	1.5	1.4
Kentucky	2.8	2.6	2.7	3.1	3.4	4.1	4.4	4.3
Louisiana	3.9	3.2	2.9	3.2	3.5	4.1	4.2	3.7
Maine	2.3	1.9	1.9	1.9	2.0	2.4	2.2	2.4
Maryland	1.2	1.1	1.2	1.3	1.4	1.6	1.7	1.6
Massachusetts	2.3	2.2	1.9	2.0	2.2	2.6	2.7	2.6
Michigan	1.3	1.2	1.4	1.5	1.7	2.2	2.2	2.1
Minnesota	1.0	0.8	0.8	0.9	1.1	1.3	1.4	1.3
Mississippi	5.2	4.4	4.3	4.4	4.7	5.2	5.2	4.4
Missouri	2.1	1.7	1.6	1.7	1.8	2.1	2.2	2.0
Montana	1.1	0.9	0.9	1.3	1.4	1.6	1.6	1.6
Nebraska	1.1	0.9	0.9	1.0	1.1	1.3	1.3	1.3
Nevada	1.0	0.8	0.9	1.0	1.0	1.3	1.4	1.3
New Hampshire	0.7	0.6	0.6	0.6	0.7	0.8	0.9	1.0
New Jersey	1.1	1.2	1.2	1.4	1.5	1.8	1.8	1.7
New Mexico	2.3	1.9	1.8	2.1	2.3	2.6	2.7	2.6
New York	2.2	2.1	2.0	2.3	2.6	3.1	3.3	3.3
North Carolina	2.7	2.4	2.2	2.2	2.4	2.6	2.7	2.3
North Dakota	1.3	1.0	1.0	1.2	1.3	1.4	1.4	1.3
Ohio	1.2	1.1	1.2	1.4	1.6	2.1	2.3	2.1
Oklahoma	3.0	2.2	1.8	1.9	2.0	2.2	2.3	2.1
Oregon	1.1	0.8	1.0	1.1	1.2	1.5	1.5	1.6
Pennsylvania	1.2	1.4	1.4	1.6	1.8	2.1	2.2	2.4
Rhode Island	1.7	1.6	1.6	1.7	1.9	2.3	2.6	2.7
South Carolina	2.8	2.7	2.6	2.6	2.7	3.0	3.0	2.6
South Dakota	1.3	1.2	1.2	1.5	1.6	1.8	1.9	1.7
Tennessee	3.2	2.8	2.7	2.9	3.1	3.4	3.4	2.8
Texas	2.2	1.8	1.6	1.7	1.9	2.1	2.2	2.0
Utah	0.8	0.5	0.5	0.7	0.8	1.0	1.1	0.9
Vermont	1.9	1.7	1.8	1.8	2.0	2.2	2.2	2.1
Virginia	1.5	1.5	1.5	1.5	1.7	1.9	2.0	1.8
Washington	1.5	1.1	1.1	1.3	1.4	1.6	1.7	1.7
West Virginia	2.4	2.1	2.2	2.6	2.9	3.5	3.8	4.1
Wisconsin	1.4	1.4	1.5	1.8	1.9	2.2	1.8	1.6
Wyoming	0.7	0.4	0.5	0.8	0.9	1.2	1.2	1.1
Total <sup>1</sup>	2.0	1.8	1.7	1.9	2.1	2.4	2.5	2.4

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

<sup>2</sup> For 1975-92 the percentages are calculated as the average number of monthly SSI recipients over the total population of each State in July of that year. For 1994-2002 the number of recipients is from the month of December; calculations by DHHS.

Source: Social Security Administration, *Social Security Bulletin • Annual Statistical Supplement • 2003*, and Bureau of the Census, (Resident population by state available online at <http://www.census.gov/population/estimates/state/>)