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WR Statistics

Indicators of Welfare Dependence

Annual Report to Congress
March 2000

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Executive Summary

The Welfare Indicators Act of 1994 requires the Department of Health and Human Services to prepare annual reports to Congress on indicators and predictors of welfare dependence. This *Annual Report on Welfare Indicators, March 2000* is the third of these annual reports. As directed by the Act, the report focuses on benefits under the Aid to Families with Dependent Children (AFDC) program, now Temporary Assistance to Needy Families (TANF); the Food Stamp Program; and the Supplemental Security Income (SSI) program.

Welfare dependence, like poverty, is a continuum, with variations in degree and in duration. Families may be more or less dependent if larger or smaller shares of their total resources are derived from welfare programs. The amount of time over which families depend on welfare might also be considered in assessing their degree of dependency. Although recognizing the difficulties inherent in defining and measuring dependence, the bipartisan Advisory Board on Welfare Indicators proposed the following definition, as one measure to examine in concert with other key indicators of dependence and deprivation:

> A family is dependent on welfare if more than 50 percent of its total income in a one-year period comes from AFDC/TANF, food stamps and/or SSI, and this welfare income is not associated with work activities. Welfare dependence is the proportion of all families who are dependent on welfare.

The proposed definition is difficult to measure because of limitations with existing data collection efforts. Most importantly, the available data do not distinguish between cash benefits where work is required and non-work-related cash benefits. In addition, there are time lags in the availability of national survey data that provide sufficiently detailed information to measure dependence. The majority of data in this year's annual report, for example, are from 1995 and do not capture the changes that have taken place since enactment of the welfare reform act in August 1996. Nevertheless, this report provides a number of key indicators of welfare recipiency, dependence, and labor force attachment. Selected highlights from the many findings in the report include the following:

- In 1995, the most recent year for which data are available from the Census Bureau's Survey of Income and Program Participation (SIPP), 5.1 percent of the total population was dependent in the sense of receiving more than half of total income from AFDC, food stamps, and/or SSI (see Indicator 1, Figure IND 1a). This rate is lower than the rates experienced in 1993 and 1994, but not as low as in 1987 and 1990. This dependency rate would be lower if adjusted to exclude welfare income associated with work required to obtain benefits.

- The percentage of the population that received AFDC/TANF in 1998 was lower than in any year since 1970, according to administrative data. Food Stamp Program administrative data indicate that recipiency rates for food stamps also were at 20-year

lows (see Indicators 9a and 9b). The *dependency* rate, as defined above, can not yet be measured for 1996-1998, because of the aforementioned lags in availability of national survey data. Still, the decline in recipiency rates strongly suggests that dependency is lower now than it was in 1995.

- Long-term dependency is relatively rare. Only 4 percent of those who were recipients in 1982 received more than 50 percent of their income from AFDC and food stamps in nine or more years over a ten-year period. This represents less than 0.5 percent of the total population. Half of the 1982 recipients never received more than 50 percent of their annual income from AFDC and food stamps over the 1982-1991 time period (see Indicator 1, Figure IND 1b).

- Recipients of AFDC, food stamps, and SSI are less apt to have a family member participating in the labor force than are individuals in the general population. In 1995, 46 percent of AFDC recipients, 54 percent of food stamp recipients, and 37 percent of SSI recipients were in families with at least one member in the labor force (see Indicator 4, Figure IND 1a). The comparable figure for the overall population was 83 percent. Full-time participation in the labor force has increased among AFDC families between 1993 and 1995, according to the SIPP data (see Indicator 4, Figure IND 1b). Other data sources indicate that this trend of increased labor force participation has continued through 1998.

Since the causes of welfare receipt and dependence are not clearly known, the report also includes a larger set of risk factors associated with welfare receipt. The risk factors are loosely organized into three categories: economic security measures, measures related to employment and barriers to employment, and measures of nonmarital childbearing. The economic security risk factors include measures of poverty and deprivation that are important not only as predictors of dependence, but also as a supplement to the dependence indicators, ensuring that dependence measures are not assessed in isolation. It is important to examine whether decreases in dependency are accompanied by improvements in family economic status (as, for example, if work activities increase) or by reductions in family material circumstances. The report includes data on the official poverty rate, one of the most common measures of deprivation:

- As the dependency rate fell between 1993 and 1995, the poverty rate for all individuals fell also, from 15.1 percent in 1993 to 13.8 percent in 1995. The poverty rate has continued to fall since then, declining to a ten-year low of 12.7 percent in 1998 (see Economic Security Risk Factor 1, Figure ECON 1a).

Finally, the report has two appendices that provide additional program data on major welfare programs, as well as additional data on non-marital births.

Chapter I. Introduction

The Welfare Indicators Act of 1994 (Pub. L. 103-432) directed the Secretary of Health and Human Services (HHS) to publish an annual report on welfare dependency. The purpose of this report is to address questions concerning the extent to which American families depend on income from welfare programs. HHS has been specifically directed to address the rate of welfare dependency, the degree and duration of welfare recipiency and dependence, and predictors of welfare dependence. The Act further specified that analyses of means-tested assistance should include benefits under the Aid to Families with Dependent Children (AFDC) program, now Temporary Assistance to Needy Families (TANF); the Food Stamp Program; and the Supplemental Security Income (SSI) program.

An Advisory Board on Welfare Indicators was established under the 1994 Act to assist the Secretary in defining welfare dependence, developing indicators of welfare dependence, and choosing appropriate data for inclusion in the first annual report. The Board consisted of a bipartisan group of experts appointed by the Senate, the House of Representatives and the President. Before its termination in October 1997, the Board developed a statistical definition of welfare dependence and oversaw the production of the first of these annual reports.

This March 2000 report, the third annual report, gives updated data on the measures of welfare recipiency, dependency, and predictors of welfare dependence developed for previous reports. It differs in two respects from earlier volumes. First, this report focuses on a smaller set of indicators and predictors of dependency, in keeping with Congressional intent. The reduction in length of the report also reflects the decision to move some of the more detailed data on poverty and deprivation to other Departmental publications.[1] A second change is that the date of publication has been moved from October to March, in conformance with the report's authorizing legislation, which requires the report to be released within sixty days of the start of the legislative session. A March release also allows the Department to present more timely data, as many important administrative and national survey figures are released at the end of the year.

Organization of Report

This introductory chapter provides an overview of the specific summary measures of welfare dependence proposed by the Advisory Board. It also discusses summary measures of poverty, following the Board's recommendation that dependence measures not be assessed in isolation from measures of deprivation. Analysis of both measures is important because changes in dependence measures could result either from increases in work activity and other factors that would raise family incomes, or from sanctions or other changes in welfare programs that would

1 Further data on poverty and income, as well as current and past annual reports on *Indicators of Welfare Dependence*, will be available online at << aspe.hhs.gov/hsp/hsp-home.htm>>. This same web page provides access to the annual *Trends in the Well-being of America's Children and Youth*, another important data source for indicators of economic, health, and social well-being.

reduce welfare program participation but might not improve the material circumstances of these families. The introduction concludes with a brief discussion of data sources used for the report.

Chapter II of the report, Indicators of Dependence, presents a broader group of indicators of welfare recipiency and dependence. These indicators include measures of the extent of recipiency for each of the three programs considered separately, as well as information on income from all three programs in combination. Interactions of AFDC/TANF, SSI and food stamp benefits with periods of employment and with benefits from other programs are also shown. The second chapter also includes data on movements on and off welfare programs.

Chapter III, Predictors and Risk Factors Associated with Welfare Receipt, focuses on predictors of welfare dependence -- risk factors believed to be associated with welfare receipt in some way. These predictors are shown in three different groups:

(1) **Economic security** – including measures of poverty, receipt of child support, health insurance coverage, and food insecurity – is important in predicting dependence in the sense that families with fewer economic resources are more likely to rely on welfare programs for their support.

(2) Measures of the **work status** and barriers to employment of adult family members also are critical, because families must generally receive an adequate income from employment in order to avoid dependence without severe deprivation.

(3) Finally, data on **non-marital births** are important since history has shown that a high proportion of long-term welfare recipients became parents outside of marriage, frequently as teen parents.

Additional data are presented in two appendices. Appendix A provides basic program data on each of the main welfare programs and their recipients, while Appendix B includes additional data on non-marital childbearing. The main welfare programs included in Appendix A are:

- The **Aid to Families with Dependent Children (AFDC)** program, the largest cash assistance program, provided monthly cash benefits to families with children, until its replacement by the **Temporary Assistance for Needy Families (TANF)** program, which is run directly by the states. Data on the AFDC and TANF programs are provided in Appendix A, with AFDC data provided from 1977 through June 1997, and TANF data from July 1997 through 1998, or when available, 1999.

- The **Food Stamp** Program provides monthly food stamp coupons to all individuals, whether they are living in families or alone, provided their income and assets are below thresholds set in Federal law. It reaches more poor people over the course of a year than any other means-tested public assistance program. Appendix A provides historical data from 1970 to 1998, or when available, 1999.

- The **Supplemental Security Income (SSI)** program provides monthly cash payments to elderly, blind, or disabled individuals or couples whose income and assets are below levels set in Federal law. Though the majority of recipients are adults, disabled children also are eligible. Historical data from 1974 through 1998 are provided in Appendix A.

Measuring Welfare Dependence

Welfare dependence, like poverty, is a continuum, with variations in degree and in duration. Families may be more or less dependent if larger or smaller shares of their total resources are derived from welfare programs. The amount of time over which a family depends on welfare might also be considered in assessing its degree of dependency. Nevertheless, a summary measure of dependence to be used as an indicator for policy purposes must have some fixed parameters that allow one to determine which families should be counted as dependent, just as the poverty line defines who is poor under the official standard. The definition of dependence proposed by the Advisory Board for this purpose is as follows:

> A family is dependent on welfare if more than 50 percent of its total income in a one-year period comes from AFDC, food stamps and/or SSI, and this welfare income is not associated with work activities. Welfare dependence is the proportion of all families who are dependent on welfare.

This measure is not without its limitations. The Advisory Board recognized that no single measure could fully capture all aspects of dependence and that the proposed measure should be examined in concert with other key indicators of dependence and deprivation. In addition, while the proposed definition would count unsubsidized and subsidized employment and work required to obtain benefits as work activities, existing data sources do not permit distinguishing between welfare income associated with work activities and non-work-related welfare benefits. As a result, the data shown in this report overstate the incidence of dependence (as defined above) because welfare income associated with work required to obtain benefits is classified as welfare and not as income from work. This issue may be growing in importance under the increased work requirements of the TANF program. In 1998, the percentage of welfare recipients who were working (including employment, work experience, and community service) reached an all-time high of 27 percent, compared to the 7 percent recorded in 1992.[2]

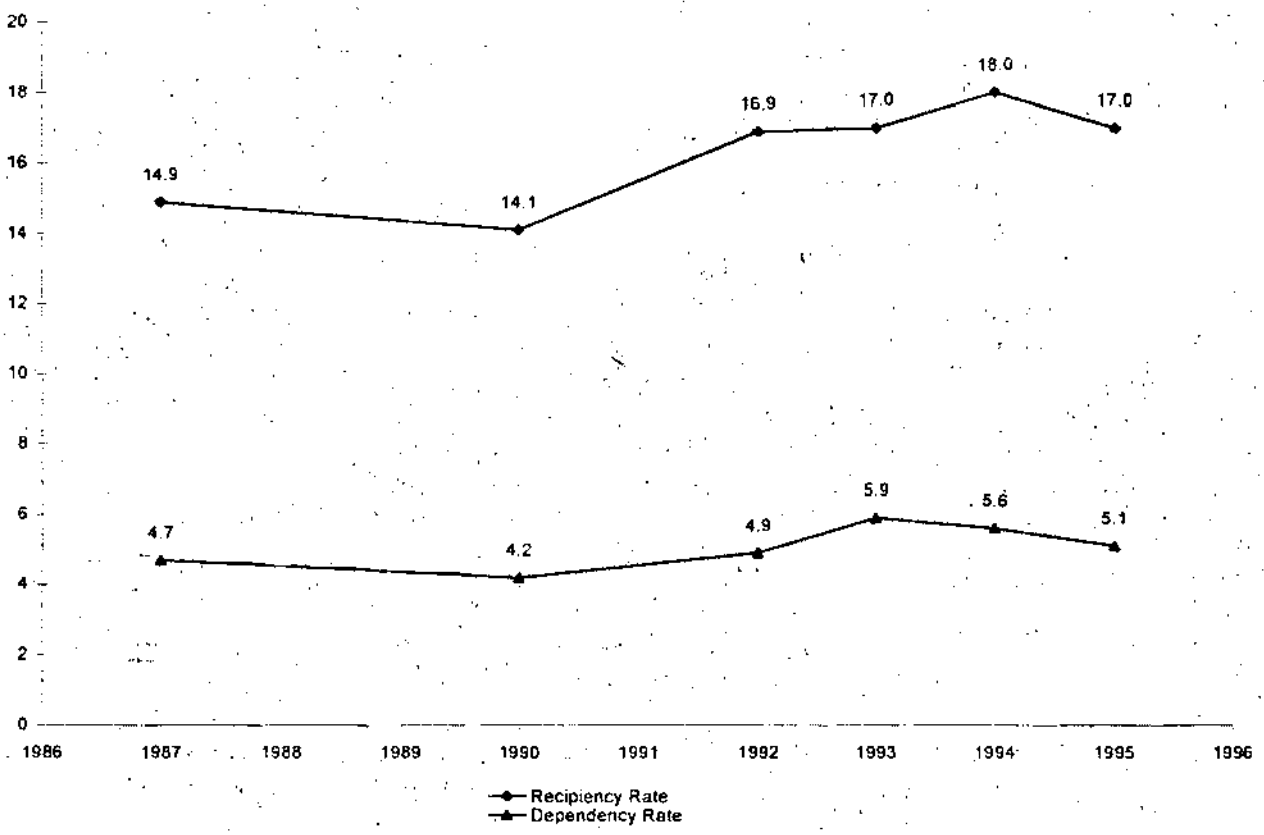
This proposed definition also represents an essentially arbitrary choice of a percentage (50 percent) of income from welfare beyond which families will be considered dependent. However, it is relatively easy to measure and to track over time, and is likely to be associated with any very large changes in total dependence, however defined. For example, as the recent changes in

2 The earnings of those in unsubsidized employment would be correctly captured as income from work in national surveys. Any welfare benefits associated with work experience, community service programs or other work activities, however, would be counted as income from welfare in most national surveys, an incorrect classification according to the proposed definition.

welfare law move more recipients into employment or work-related activities, dependence under this definition is expected to decline.

In 1995, the most recent year for which complete population data are available on monthly income and benefit recipiency, 17 percent of the population received means-tested assistance, as shown in Figure SUM 1. Less than one-third of this group, or about 5 percent of the total population, would be considered "dependent" on welfare under the above definition. Recipiency and dependency rates in 1995 were lower than in 1993 and 1994, but were still higher than they had been in 1987 and 1990. These numbers are consistent with administrative data showing a peak in AFDC caseloads in 1993 and in food stamp caseloads in 1994 and a decrease in both programs since that time. What is not apparent from administrative records, but is shown in these national survey data, is that the dependency rate peaked in 1993, declining over the next two years until it reached 5.1 percent in 1995, close to the same level as in 1992.

Figure SUM 1. Recipiency and Dependency Rates: 1987-95



Note: Recipiency is defined as receipt of any amount of AFDC, SSI, or food stamps during year. Dependency is defined as having more than 50 percent of annual income from AFDC, SSI and/or food stamps. While only affecting a small number of cases, general assistance income is included within AFDC income. Dependency rates would be lower if adjusted to exclude welfare assistance associated with working. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

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

Table SUM 1. Recipiency and Dependency Rates: 1987-95

	1987	1990	1992	1993	1994	1995
Recipiency Rates (Receipt of Any Amount of AFDC, Food Stamps, or SSI)						
All Persons	14.9	14.1	16.9	17.0	18.0	17.0
Racial Categories						
Non-Hispanic White	9.3	8.9	11.0	10.9	11.1	10.4
Non-Hispanic Black	40.9	36.6	41.0	41.8	43.2	40.9
Hispanic	28.3	29.5	33.3	33.9	37.1	34.6
Age Categories						
Children Ages 0 - 5	24.5	24.0	28.9	29.0	32.4	27.6
Children Ages 6 - 10	23.2	20.2	23.8	24.0	28.6	28.7
Children Ages 11 - 15	19.8	18.8	23.2	22.6	24.9	23.6
Women Ages 16 - 64	14.4	14.1	17.0	17.3	17.5	16.8
Men Ages 16 - 64	10.1	9.5	11.8	12.0	12.3	11.5
Adults Age 65 and over	13.6	12.1	12.6	12.2	12.3	12.2
Dependency Rates (More than 50 Percent of Income from Means-Tested Assistance)						
All Persons	4.7	4.2	4.9	5.9	5.6	5.1
Racial Categories						
Non-Hispanic White	2.2	2.1	2.4	2.8	2.6	2.3
Non-Hispanic Black	15.7	14.6	15.9	16.7	16.8	15.2
Hispanic	10.9	8.3	10.5	14.2	12.9	12.2
Age Categories						
Children Ages 0 - 5	10.0	10.3	12.2	13.3	12.5	10.6
Children Ages 6 - 10	10.1	8.5	9.5	12.3	12.0	11.6
Children Ages 11 - 15	8.0	6.4	7.5	10.5	9.3	9.1
Women Ages 16 - 64	4.6	4.6	5.0	5.8	5.5	5.2
Men Ages 16 - 64	2.0	1.5	1.9	2.7	2.5	2.3
Adults Age 65 and over	2.6	1.9	2.0	2.0	2.2	1.8

Note: Means-tested assistance includes AFDC, SSI and food stamps. While only affecting a small number of cases, general assistance income is included within AFDC income. Dependency rates would be lower if adjusted to exclude welfare assistance associated with working. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

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

Recipiency and dependency rates are higher for non-Hispanic blacks and Hispanics than for non-Hispanic whites, as shown in Table SUM 1, which shows these rates for various racial and age categories. Recipiency and dependency also are higher for young children than for adults.

Dependency on assistance also varies depending upon which programs are counted as "welfare programs," as shown in Table SUM 2. Dependency is highest – 5.1 percent – when income from all three programs (AFDC, food stamps, and SSI) is counted, as in the first column of Table SUM 1 (and most of the report). Dependency is lower – 3.7 percent – when counting AFDC/TANF and food stamp benefits only, as in the second column of Table SUM 2. In general, 70 to 75 percent of individuals who are dependent under the standard definition also are dependent under the alternative definition that considers AFDC and food stamps alone (as is done in some measures in this report). Note, however, that the elderly depend more on SSI than on AFDC and food stamps; whereas 1.8 percent of elderly persons are dependent when counting the three major types of means-tested assistance, very few, 0.3 percent, are dependent when the definition is limited to AFDC and food stamps.

In general, non-whites and the very young were more likely to be dependent than other racial and age categories, and they are primarily dependent on AFDC and food stamps. Even in these populations, however, the vast majority of families do not meet the criteria for dependence.

Table SUM 2. Percentage of the Total Population with More than 50 Percent of Income from Various Means-Tested Assistance Programs, by Race and Age: 1995

	AFDC, SSI, & Food Stamps	AFDC & Food Stamps	SSI only
All Persons	**5.1**	**3.7**	**0.9**
Racial Categories			
Non-Hispanic White	2.3	1.6	0.5
Non-Hispanic Black	15.2	10.5	2.4
Hispanic	12.2	9.8	1.6
Age Categories			
Children Ages 0 – 5	10.6	10.4	0.5
Children Ages 6 – 10	11.6	8.9	0.5
Children Ages 11 – 15	9.1	6.9	0.8
Women Ages 16 – 64	5.2	3.5	1.1
Men Ages 16 – 64	2.3	1.1	0.7
Adults Age 65 and over	1.8	0.3	1.3

Note: While only affecting a small number of cases, general assistance income is included within AFDC income. Because full calendar year data for 1995 were not available for all SIPP respondents, 1995 estimates are based on a weighting adjustment to account for those who were not interviewed for the entire year.

Source: Unpublished data from the SIPP, 1993 panel.

The summary measure of dependence shown in Table SUM 1 focuses on the percentage of income received from means-tested assistance over a one-year time period. It also is important to look at dependency over a longer term perspective, as is done in Table SUM 3, which examines long-term recipiency and long-term dependency among AFDC recipients.

Half (50 percent) of all those who received welfare in 1982 did not receive more than 50 percent of their income from AFDC and food stamp benefits in any of the ten years between 1982 and 1991. About one-quarter (23 percent) were dependent for one to two years, 15 percent for three to five years, and 13 percent for six or more years.

Long-term dependence is rarer than long-term recipiency. Only 4 percent of those who were recipients in 1982, for example, received more than 50 percent of their income from AFDC and food stamps for nine to ten years. This is a smaller percentage than the proportion of recipients that received welfare of any amount for nine to ten years (11 percent). Child recipients have longer spells of welfare receipt and welfare dependence than do recipients in general, as shown in the table.

Table SUM 3. Percentage of AFDC Recipients with Multiple Years of Receipt and Dependency, by Years and Age: 1982-91

	All Recipients (in 1982)	All Child Recipients (0-5 in 1982)
Years of Recipiency, 1982-1991 (Any AFDC Receipt)		
1 - 2 Years	47	34
3 - 5 Years	28	29
6 - 8 Years	15	17
9 - 10 Years	11	20
Years of Dependency, 1982-1991 (AFDC & Food Stamps, >50% of Income)		
0 Years	50	34
1 - 2 Years	23	28
3 - 5 Years	15	16
6 - 8 Years	9	13
9 - 10 Years	4	8

Note: "Any AFDC Receipt" is defined as whether an individual has received any amount of AFDC at any time during the year. "AFDC & Food Stamps, >50% of Income" is defined as whether the sum of an individual's AFDC and food stamp benefits was more than 50% of their yearly income. "0 Years" means that while an individual received means-tested assistance, his or her benefits were not greater than 50 percent of his or her income for any years during the time period. Note that this table shows years of receipt and dependency between 1982 and 1991 and does not take into account years of receipt or dependency that may have occurred before 1982.

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

Measuring Deprivation

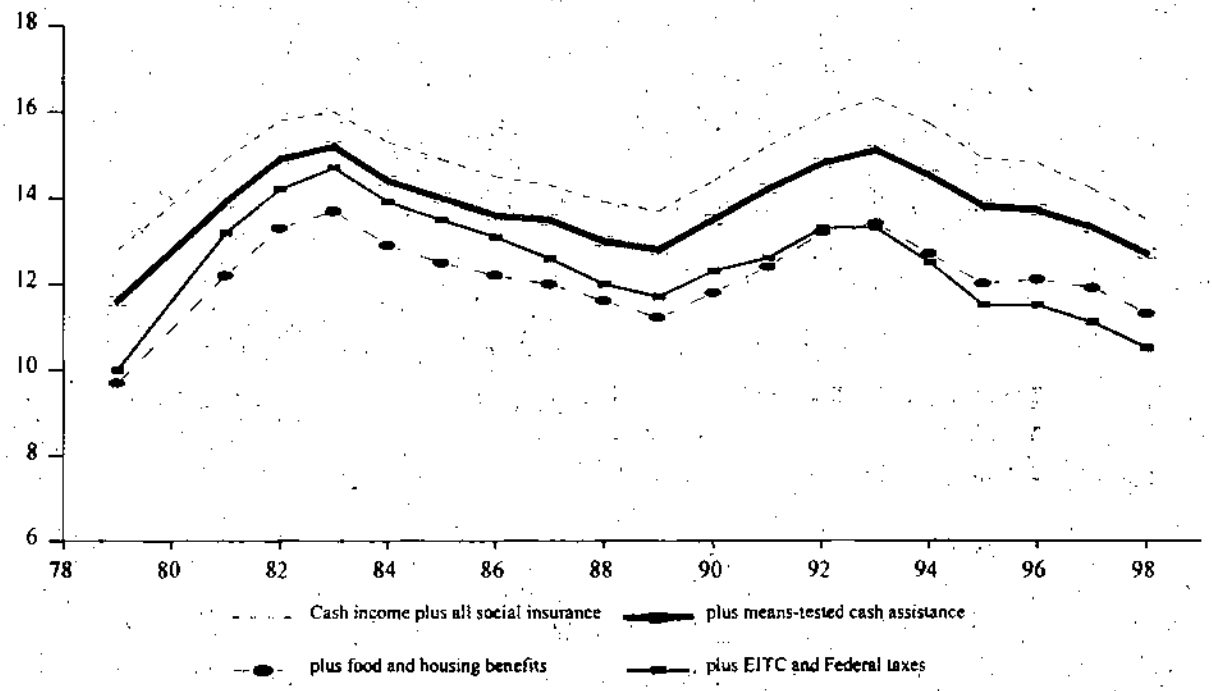
Changes in dependence may or may not be associated with changes in the level of deprivation, depending on the alternative sources of support found by families who might otherwise be dependent on welfare. To assess the social impacts of any change in dependence, changes in the level of poverty or deprivation also must be considered. One way of measuring deprivation is to look at changes in the level of need over time. Elsewhere in this report, for example, measures of food insecurity and lack of health insurance are presented.

The deprivation measure presented in this chapter, however, focuses directly on changes in the poverty rate, both under the official poverty rate and under expanded measures that take into account taxes and non-cash benefits. These measures also show the degree to which welfare and related programs are effective in moving people out of poverty. The data, shown in Table SUM 4 and its related figure, illustrate two primary points. First, cash welfare and non-cash welfare benefits such as food and housing reduce the number of poor families. Second, under any of the four alternate income measures presented in Table SUM 4, poverty rates have been decreasing since 1993, as economic conditions have improved and policies have promoted and rewarded work. Each of these points is discussed below.

Four different concepts of income are used in Table SUM 4, which shows alternative measures of poverty rates for all persons between 1979 and 1998. (A graph of these data is presented in Figure SUM 4, and a similar analysis is presented for the subset of the population that lives in families with related children under age 18 in Table SUM 5.) The four measures are as follows:

> "Cash Income plus All Social Insurance" is earnings and other private cash income, plus social security, workers' compensation, and other social insurance programs. This income measure, which excludes welfare, would result in a poverty rate of 13.5 percent in 1998.
>
> "Plus Means-Tested Assistance" shows the official poverty rate, which takes into account means-tested assistance, primarily AFDC and SSI. Poverty rates under this official measure are almost one percentage point lower, 12.7 percent in 1998. This indicates that many more families would be poor if they did not receive welfare benefits.
>
> "Plus Food and Housing Benefits" shows how poverty would be lower if the cash value of food and housing benefits were counted as income. Under this definition, poverty rates would fall by more than one additional percentage point, to 11.3 percent in 1998.
>
> "Plus EITC and Federal Taxes" is the most comprehensive poverty rate shown in Table SUM 4. It takes into account the effect of taxes, and is thus a more complete measure of deprivation than is the official poverty rate or other measures that exclude some types of support. Since 1993, taxes, including the refunds through the Earned Income Tax Credit (EITC), have caused additional reductions in poverty. By 1998, this measure of poverty was 10.5 percent.

Figure SUM 4. Percentage of Total Population in Poverty with Various Means-Tested Benefits Added to Total Cash Income: 1979-98



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

Table SUM 4. Percentage of Total Population in Poverty with Various Means-Tested Benefits Added to Total Cash Income: Selected Years

	1979	1983	1986	1989	1993	1995	1996	1997	1998
Cash Income plus All Social Insurance	12.8	16.0	14.5	13.7	16.3	14.9	14.8	14.2	13.5
Plus Means-Tested Cash Assistance	11.6	15.2	13.6	12.8	15.1	13.8	13.7	13.3	12.7
Plus Food and Housing Benefits	9.7	13.7	12.2	11.2	13.4	12.0	12.1	11.9	11.3
Plus EITC and Federal Taxes	10.0	14.7	13.1	11.7	13.3	11.5	11.5	11.1	10.5
Reduction in Poverty Rate	2.8	1.3	1.4	2.0	3.0	3.4	3.3	3.1	3.0

Note: The first measure of poverty, labeled cash income plus all social insurance, includes social security but not means-tested cash transfers. Adding means-tested cash transfers yields the official census definition of poverty, the second line in the table. Food and housing benefits may be received either as cash or (more generally) as in-kind benefits, in which case the market value of food and housing benefits is added. EITC refers to the refundable Earned Income Tax Credit, which is always a positive adjustment to income whereas Federal payroll and income taxes are a negative adjustment. The fungible value of Medicare and Medicaid is not included.

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

The combined effect of means-tested assistance, food and housing benefits, and EITC and taxes was to reduce the poverty rate in 1998 by three percentage points, from 13.5 percent to 10.5 percent. The total reduction in the poverty rate is shown in the final row of Table SUM 4.

As economic conditions improved during the mid-1990s, poverty rates decreased under all four concepts of income. Of particular interest are the poverty rates in 1995, the same year as the dependence rates shown in Table SUM 1, and the poverty rates in 1998, the most recent year for which data are available. In 1995, the final poverty rate was 11.5 percent after adding in non-cash benefits and taxes, a decline from 13.3 percent in 1993. Over the same time period, the dependence measure also declined, from 5.9 percent to 5.1 percent.

More current data indicate that the poverty rate continued to fall between 1995 and 1998, falling to 12.7 percent under the official measure and 10.5 percent under the most comprehensive measure. Data are not yet available on dependence measures for 1998, although administrative data on caseloads indicate a continuing decline in overall receipt of AFDC/TANF and food stamps.

During most of the past two decades, means-tested benefits (including cash assistance, food and housing benefits, and the EITC and other taxes), have caused a net reduction in poverty rates for individuals of about three percentage points. The net effectiveness of these programs in reducing the poverty rate was somewhat lower during the recession of the early 1980s, and was somewhat higher in the mid 1990's, largely due to expansions in the EITC (see Figure SUM 4 and Table SUM 4).

The net effect of all sources of means-tested support (including cash assistance, food and housing benefits, and the EITC and taxes) on the reduction in poverty is higher for persons in families with related children under 18. The gap between poverty rates before and after public assistance has ranged from 3.5 to over 5 percentage points for these individuals in recent years, as shown in Table SUM 5. Again, the net effectiveness of means-tested programs was lower in the mid 1980s and highest in the mid 1990s.

Since the enactment of PRWORA in 1996 and the subsequent implementation of TANF, caseloads for AFDC/TANF and food stamps have fallen dramatically. Although dependency measures as defined in this report are not yet available for the period after PRWORA, available measures on recipiency rates suggest that the legislation has been successful in causing a noticeable fall in dependence on welfare programs. The deprivation measures presented in Tables SUM 4 and 5 suggest that these large caseload declines have been accomplished without observed increases in deprivation. In fact, under the strong economy of the late 1990s, poverty rates are at their lowest levels since 1989. It will be important to continue to track changes in these dependency and deprivation rates over the next several years, to see how they are affected by future changes in economic conditions.

Table SUM 5. Percentage of All Persons in Families with Related Children Under 18 Years of Age in Poverty with Various Mean-Tested Benefits Added to Total Cash Income: Selected Years

	1979	1981	1983	1986	1989	1991	1993	1995	1996	1997	1998
Cash Income plus All Social Insurance	14.3	17.4	19.1	17.4	16.8	18.8	20.0	18.1	17.8	17.0	16.1
Plus Means-Tested Cash Assistance	12.9	16.3	18.4	16.5	15.8	17.7	18.7	16.8	16.6	15.9	15.2
Plus Food and Housing Benefits	10.2	13.9	16.5	14.6	13.6	15.3	16.4	14.3	14.4	14.1	13.2
Plus EITC and Federal Taxes	10.5	15.2	17.7	15.8	14.1	15.3	15.9	13.0	12.9	12.4	11.6
Reduction in Poverty Rate	3.8	2.2	1.4	1.6	3.5	3.5	4.1	5.1	4.9	4.6	4.5

Note: The first measure of poverty, labeled cash income plus all social insurance, includes social security but not means-tested cash transfers. Adding means-tested cash transfers yields the official census definition of poverty, the second line in the table. Food and housing benefits may be received either as cash or (more generally) as in-kind benefits, in which case the market value of food and housing benefits is added. EITC refers to the refundable Earned Income Tax Credit, which is always a positive adjustment to income whereas Federal payroll and income taxes are a negative adjustment. The fungible value of Medicare and Medicaid is not included.

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

Data Sources

For purposes of this report, the Survey of Income and Program Participation (SIPP) has been used the most extensively and is considered the most useful national survey. Its strengths are its longitudinal design, system of monthly accounting, and detail concerning employment, income and participation in federal income-support and related programs. These features make the SIPP particularly effective for capturing the complexities of program dynamics and many of the indicators and predictors, or risk factors, associated with welfare receipt.

The SIPP does not, however, follow families for more than three years. Therefore, the Panel Study of Income Dynamics (PSID) also is used in this report. The PSID collects annual income data, including transfer income, over a long time-period, providing vital data for indicators of long-term welfare receipt, dependence, and deprivation.

Some indicators in this report are based upon the annual March Current Population Survey (CPS), which is available on a more timely basis than the SIPP. The March CPS measures income and poverty over a single annual accounting period, and provides important information regarding child poverty. Finally, the report also draws upon administrative data for the AFDC/TANF, Food Stamp and SSI programs.

One of the difficulties in preparing this year's annual report has been the challenge of obtaining recent data from the SIPP and the PSID, the two data sources used for most of the report. The most recent SIPP data available at the time of preparation of this year's annual report were 1995 data, collected from the third year of the 1993 SIPP three-year panel. Data from 1995, however, do not reflect many of the dramatic changes in welfare programs that have occurred since enactment of the welfare reform legislation in August 1996. Two more years of SIPP data are

expected to be available next year, allowing an update of many indicators through early implementation of the TANF program.

PSID data for the mid- to late- 1990s also were not available at the time of updating this report. Instead, the indicators that are based on PSID data cover the same ten-year period (1982-1991) as in last year's volume. Updated PSID analyses will be published in next year's report.

The most recent data are from the CPS and administrative sources. The CPS data are available for calendar year 1998 (and in some cases, March 1999), while administrative data are generally available through fiscal year 1998 (or, for some aggregate caseload statistics, fiscal year 1999). To the extent possible, TANF administrative data are reported in a consistent manner with data from the earlier AFDC program, as noted in the footnotes to the tables in Appendix A. The fact remains that assistance under locally designed TANF programs encompasses a diverse set of cash and non-cash services designed to support families in making a transition to work, and so direct comparisons between AFDC receipt and TANF receipt must be made with caution. This issue also will affect reported data on TANF receipt in national data sets such as the SIPP, once these are available.

Most of the data sources allow analysis of the indicators and predictors of welfare dependence across several age and race/ethnic categories. Where the data are available, statistics are shown for three racial/ethnic groups – non-Hispanic whites, non-Hispanic blacks, and Hispanics. In some instances, however, there are not sufficient data on individuals of Hispanic origin, and so the measures are shown for only two racial/ethnic categories.

A final technical note concerns the unit of analysis and the measurement of benefit receipt. The individual, rather than the family or household, is the unit of analysis for most of the statistics in this report. An individual is considered a recipient of AFDC/TANF or food stamps if he or she lives in a family receiving such benefits. In contrast, the SSI program provides benefits to individuals and couples, and so an individual is only considered an SSI recipient if he or she directly receives such an SSI benefit. All means-tested benefits – AFDC/TANF, food stamps, and SSI – are summed together with earnings and other sources of income for all individuals in a family unit to determine total family income, which is used to determine the poverty status, dependency status, and income levels for all individuals in the family.

Chapter II . Indicators of Dependence

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

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

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

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

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

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

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

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

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

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

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

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

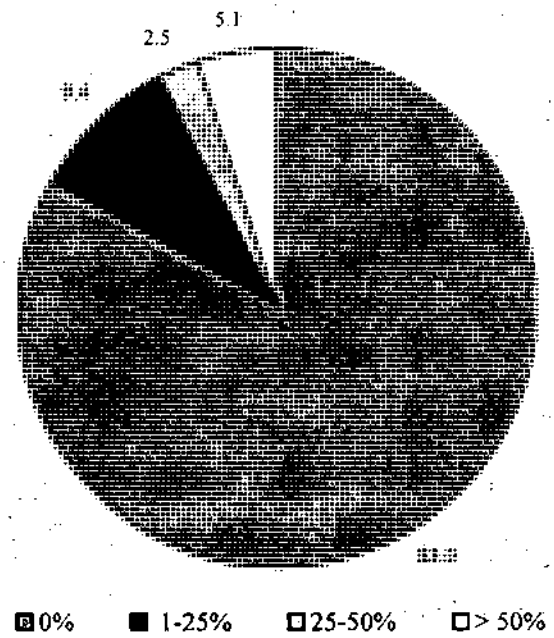
Indicator 10: Participation in Means-Tested Assistance Programs. While means-tested public assistance programs are open to all that meet their requirements, not all eligible households participate in the programs. This indicator reflects "take up rates" – the number of families that actually participate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

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

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

INDICATOR 1. DEGREE OF DEPENDENCE

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



Source: Unpublished data from the SIPP, 1993 panel.

- About 5 percent of the total population in 1995 received more than half of their total income from AFDC, food stamps and SSI. This number represents a decline from the proportion dependent on public assistance in 1993 (5.9 percent), but was not as low as the percentage in 1990 (4.2 percent), as shown in Table IND 1a.

- Over four-fifths (83 percent) of the total population received no means-tested assistance in 1995. The inverse of this, the recipiency rate, (those receiving at least $1 of assistance from one of the three programs), was 17 percent. The proportion receiving no assistance has varied between 82 and 86 percent in previous years.

- In 1995, as in earlier years, the majority of individuals receiving some public assistance reported that AFDC, food stamps, and SSI accounted for one-quarter or less of their total family income.

- As shown in Table IND 1a, a larger percentage of non-Hispanic blacks and Hispanics received more than 50 percent of their income from means-tested assistance programs than non-Hispanic whites in all six years presented. However, even among these minority groups, more than 80 percent were not dependent on welfare under the definition used here.

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

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

(over)

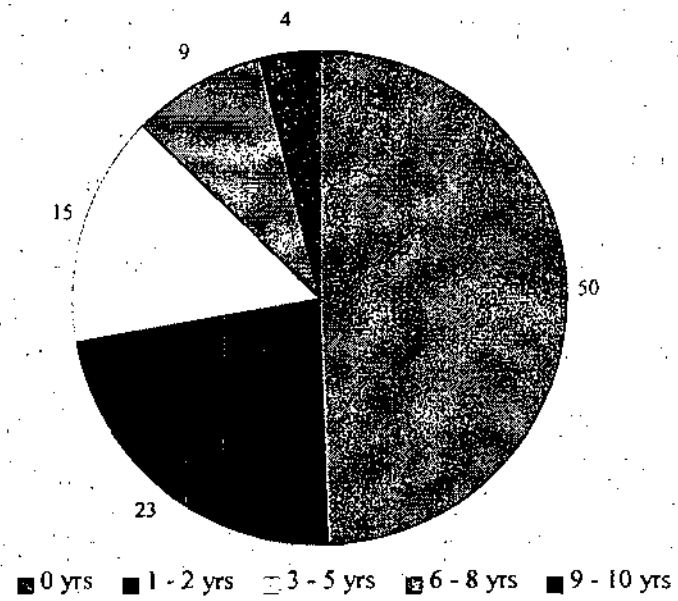
Table IND 1a. Percentage of Total Income from Means-Tested Assistance Programs, by Race and Age: Selected Years *(continued)*

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

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

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

Figure IND 1b. Percentage of Recipients with More than 50 Percent of Income from AFDC and Food Stamps between 1982 and 1991, by Years of Dependency



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

- Unlike Figure IND 1a, which showed dependency rates for the total population, Figure IND 1b focuses on dependency among welfare recipients, measured over a ten-year time period. Half of all recipients in 1982 were not dependent on welfare in any year over the following decade, in the sense that in no year did they receive more than 50 percent of their income from AFDC and food stamps. (SSI receipt is not counted in this particular measure). This was also true for 55 percent of all recipients between 1972 and 1981, as shown in the lower half of Table IND 1b.

- About 13 percent of recipients in 1982 were dependent for more than 5 years over the following decade, 15 percent were dependent for 3 to 5 years, and 23 percent were dependent for 1 or 2 years. Dependency is again defined as receiving more than 50 percent of annual income from AFDC and food stamps.

- Child recipients were more likely to be dependent than other recipients; only 34 percent of young child recipients in 1982 were not dependent in any year between 1982 and 1991, as shown in Table IND 1b. A slightly higher percentage (39 percent) of child recipients had no years of dependency in the earlier decade. The percentage of young black children who were not dependent—that is, were in families who did not receive more than 50 percent of their income from AFDC and food stamps in any year – increased across the two time periods (from 24 percent to 31 percent). In comparison, the percentage of non-black recipient children who were not dependent decreased substantially across the two time periods (from 50 percent to 37 percent).

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

Between 1982 and 1991:

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

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

Between 1972 and 1981:

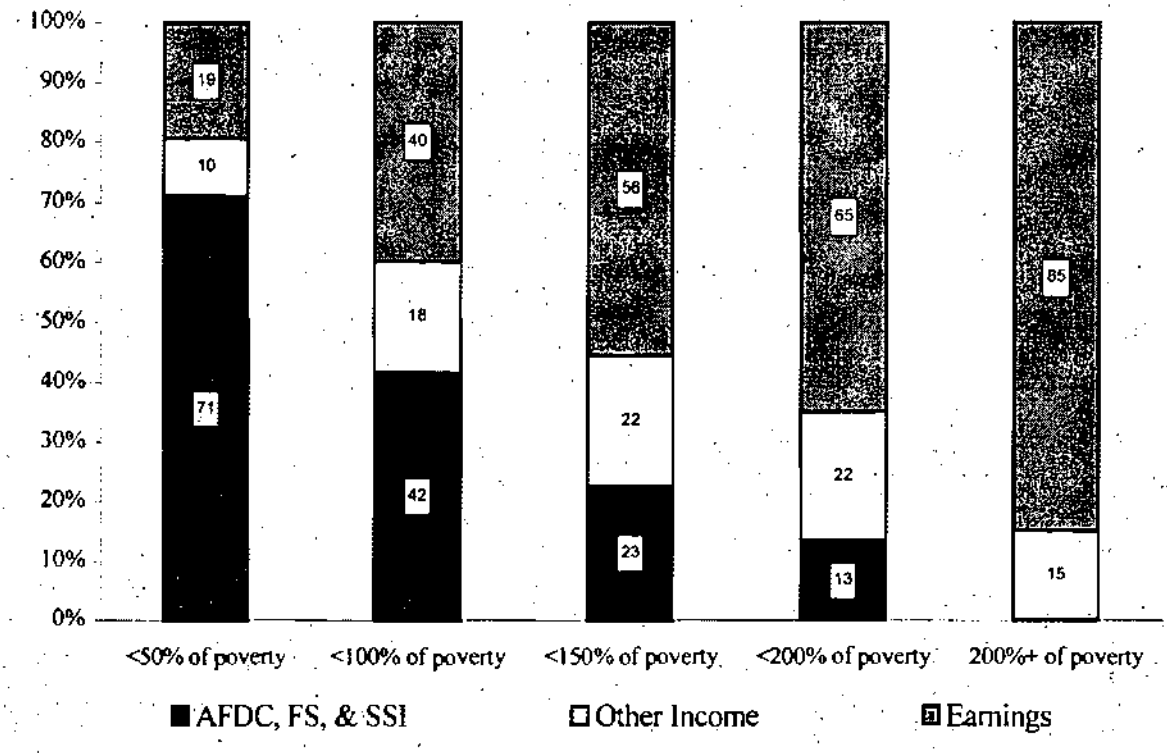
	All Recipients		
	All Recipients	Black	Non-Black
0 Years	55	44	62
1 - 2 Years	22	22	22
3 - 5 Years	14	19	11
6 - 8 Years	5	9	3
9 - 10 Years	4	7	2

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

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

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

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



Source: Unpublished data from the SIPP, 1993 panel.

- Whereas the two previous figures show the proportion of individuals with more than 50 percent of total income from means-tested assistance, Figure IND 1c shows the average percentage of income from means-tested assistance and earnings, by poverty status.

- Those in families with incomes below the poverty level received 42 percent of their total family income from means-tested assistance programs (AFDC, SSI, and food stamps) and 40 percent of their total family income from earnings. In contrast, families with total incomes at least 200 percent above the poverty line received the majority of their income from earnings (85 percent) and less than one percent of their income from means-tested assistance (a percentage so small as to not be visible in Figure IND 1c).

- Those living in deep poverty (total family income less than 50 percent of poverty line) relied heavily on income from means-tested assistance (71 percent of total family income). This included assistance from AFDC and SSI (39 percent) and food stamps (33 percent), as shown in Table IND 1c. The percentage of income from earnings for those in deep poverty is about half the percentage for those in poverty (19 percent compared to 40 percent).

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

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

(over)

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

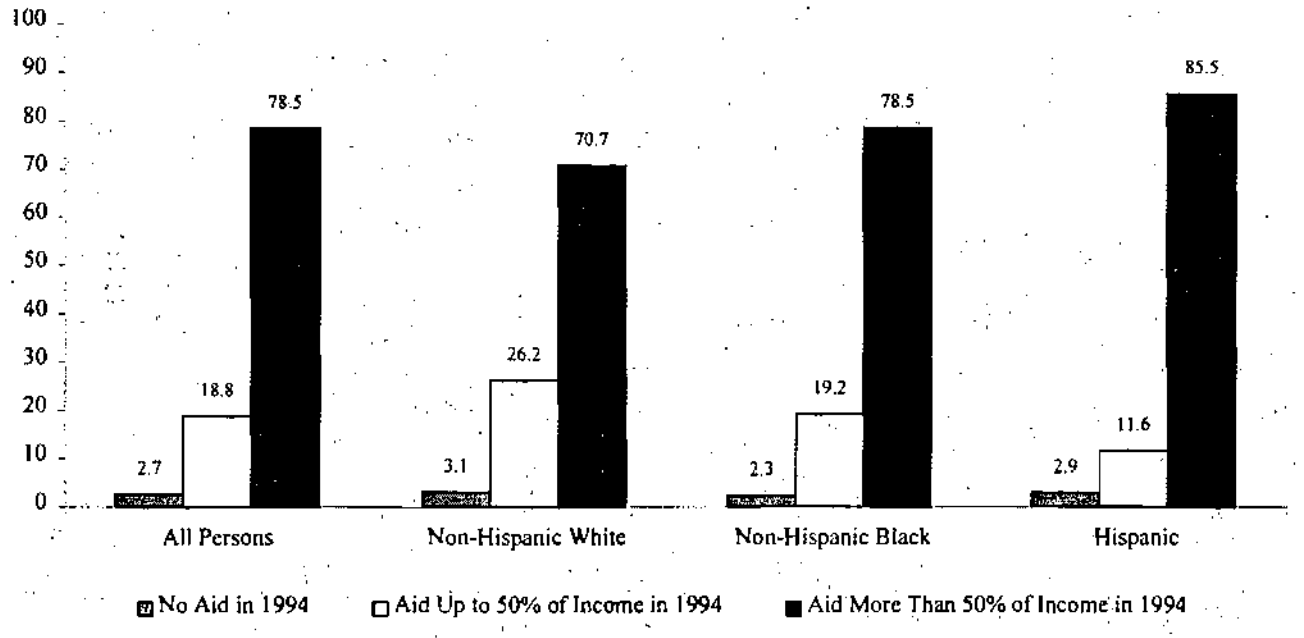
	<50% of poverty	<100% of poverty	<150% of poverty	<200% of poverty	200%+ of poverty
Children Ages 11 – 15					
AFDC and SSI	36.3	27.4	16.7	10.0	0.2
Food Stamps	31.5	17.2	10.1	6.0	0.0
Earnings	24.5	40.2	56.9	68.1	92.5
Other Income	7.7	15.3	16.3	15.9	7.3
Average Income	$7,278	$12,029	$15,061	$18,897	$65,937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

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

Source: Unpublished data from the SIPP, 1993 panel.

INDICATOR 2. DEPENDENCE TRANSITIONS

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



Source: Unpublished data from the SIPP, 1993 panel.

- Nearly four-fifths (79 percent) of all recipients who received more than 50 percent of their total income from means-tested assistance programs in 1994 also received more than 50 percent of their total income from these same programs in 1995.

- Of recipients who received more than 50 percent of their total income from AFDC, food stamps and SSI in 1994, a larger percentage of non-Hispanic whites became "less dependent" in 1995 (received 50 percent or less of their total income from means-tested assistance programs) compared to Hispanics and non-Hispanic blacks.

- As shown in Table IND 2, a slightly larger percentage of women who received more than half of their total income from means-tested assistance programs in 1994 remained "dependent" in 1995 compared to the same percentage for men (79 percent compared to 73 percent).

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

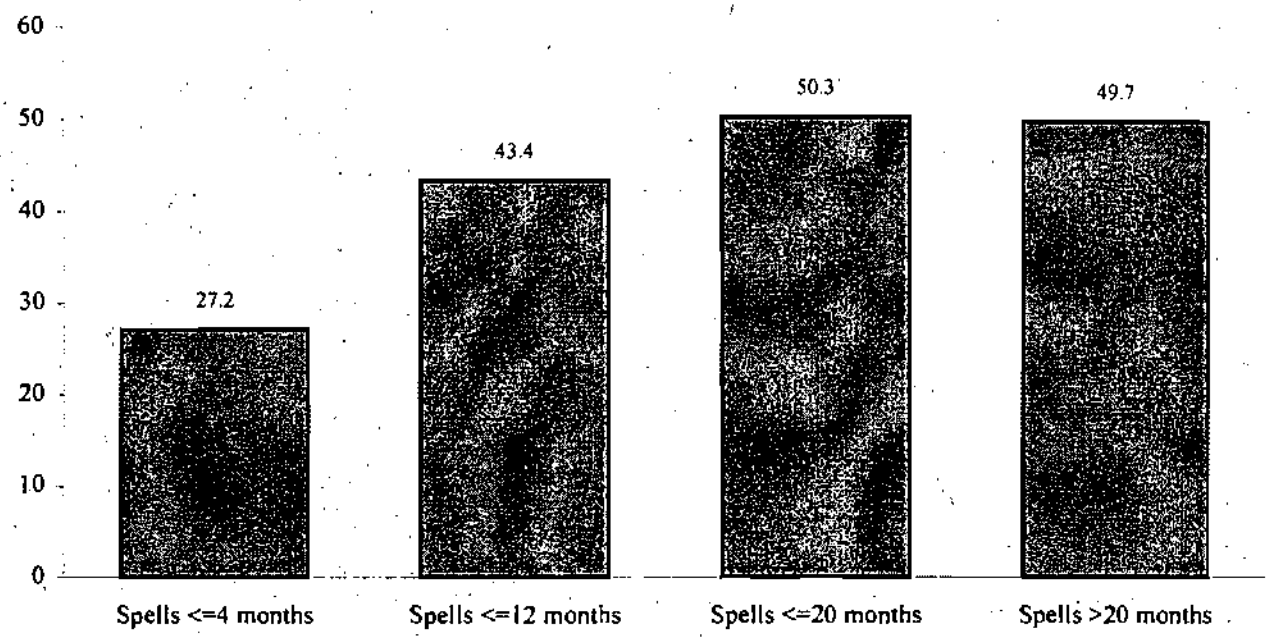
Individuals Receiving more than 50% of Income from Assistance in 1994	Total (000's)	Percentage of Persons Receiving No Aid in 1995	Up to 50% in 1995	Over 50% in 1995
All Persons	**13,986**	**2.7**	**18.8**	**78.5**
Racial Categories				
Non-Hispanic White	4,804	3.1	26.2	70.7
Non-Hispanic Black	4,710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

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

Source: Unpublished data from the SIPP, 1993 panel.

INDICATOR 3. DEPENDENCE SPELL DURATION

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



Source: Unpublished data from the SIPP, 1993 panel.

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

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

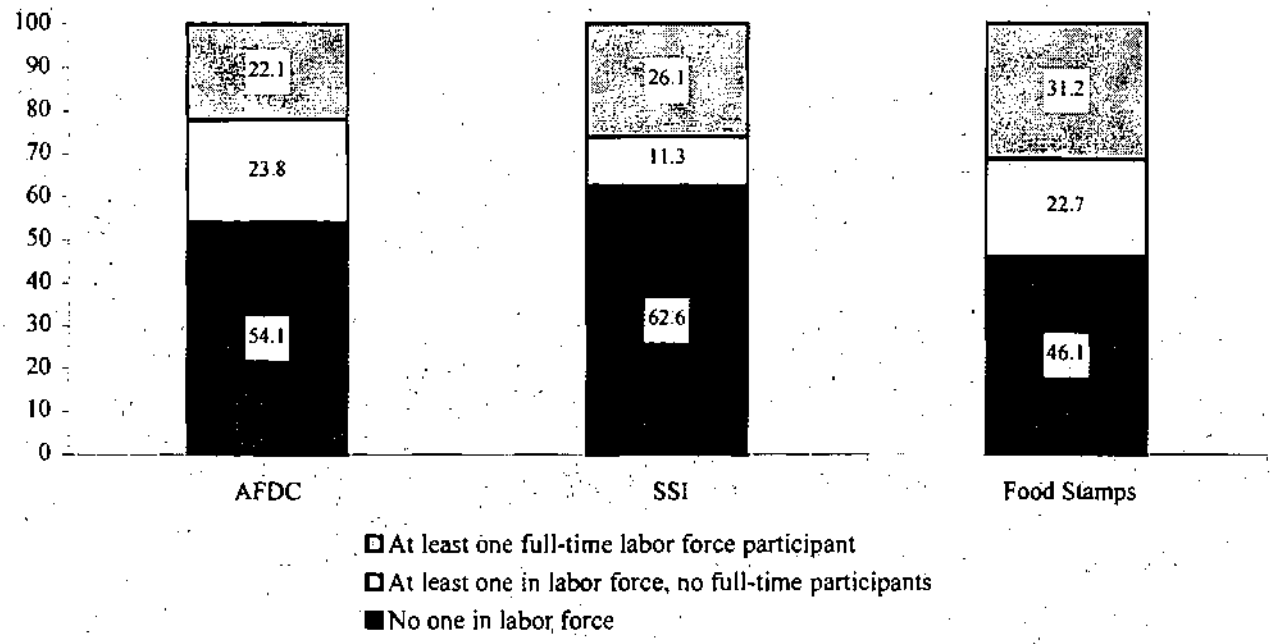
	Spells <=4 months	Spells <=12. months	Spells <=20 months	Spells >20 months
All Persons	**27.2**	**43.4**	**50.3**	**49.7**
Racial Categories				
Non-Hispanic White	30.2	40.7	43.0	57.0
Non-Hispanic Black	17.4	45.6	N/A	N/A
Hispanic	33.2	N/A	N/A	N/A
Age Categories				
Children Ages 0-15	24.7	41.9	49.1	50.9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

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

Source: Unpublished data from the SIPP, 1993 panel.

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

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



Source: Unpublished data from the SIPP, 1993 panel.

- In 1995, 46 percent of individuals who received AFDC, 37 percent of individuals who received SSI, and 54 percent of individuals who received food stamps were in families with at least one person in the labor force. The comparable figure for individuals in the general population is 83 percent (as shown in Table WORK 1, in Chapter III).

- More than half of those families receiving AFDC with at least one participant in the labor force had no one in the labor force full time. Conversely, a significant majority of SSI and food stamp families with at least one member in the labor force had at least one family member working full time.

- As shown in Table IND 4a, among AFDC recipients, a larger percentage of children under age 6 were in families with at least one full-time labor force participant compared to children ages 6 to 15.

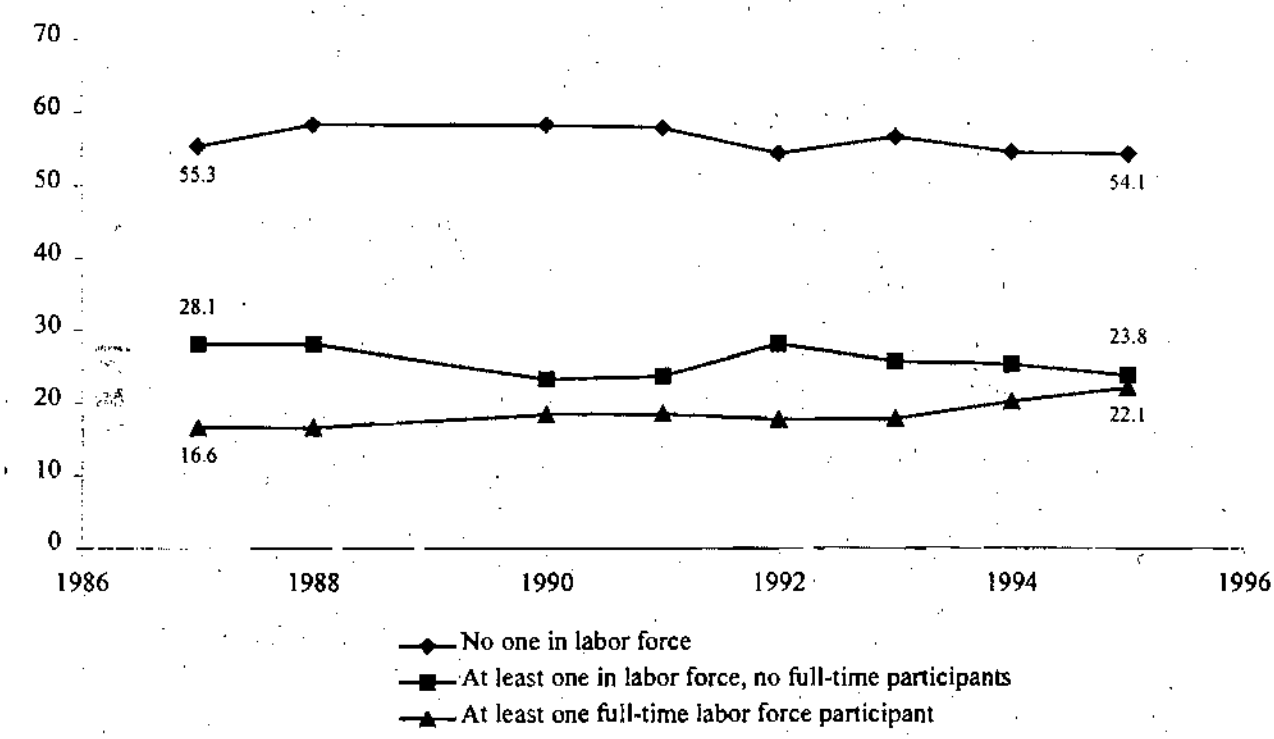
Table IND 4a. Percentage of Recipients in Families with Labor Force Participants, by Program, Race, and Age: 1995

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

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

Source: Unpublished data from the SIPP, 1993 panel.

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



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

- In 1995, 22 percent of all AFDC recipients lived in families with at least one full-time labor force participant – a higher percentage than at any other point in the previous nine years.

- In all years shown above, more than half of all AFDC recipients lived in families where no one participated in the labor force. This percentage has varied between 58 percent and 54 percent, as shown in Table IND 4b.

- About one-fourth of AFDC recipients lived in families with a labor force participant who worked less than full-time. This percentage was lower in 1995 (24 percent) than in 1992 (28 percent), suggesting that some of the increase in full-time work among AFDC recipients represents a shift from part-time to full-time work.

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

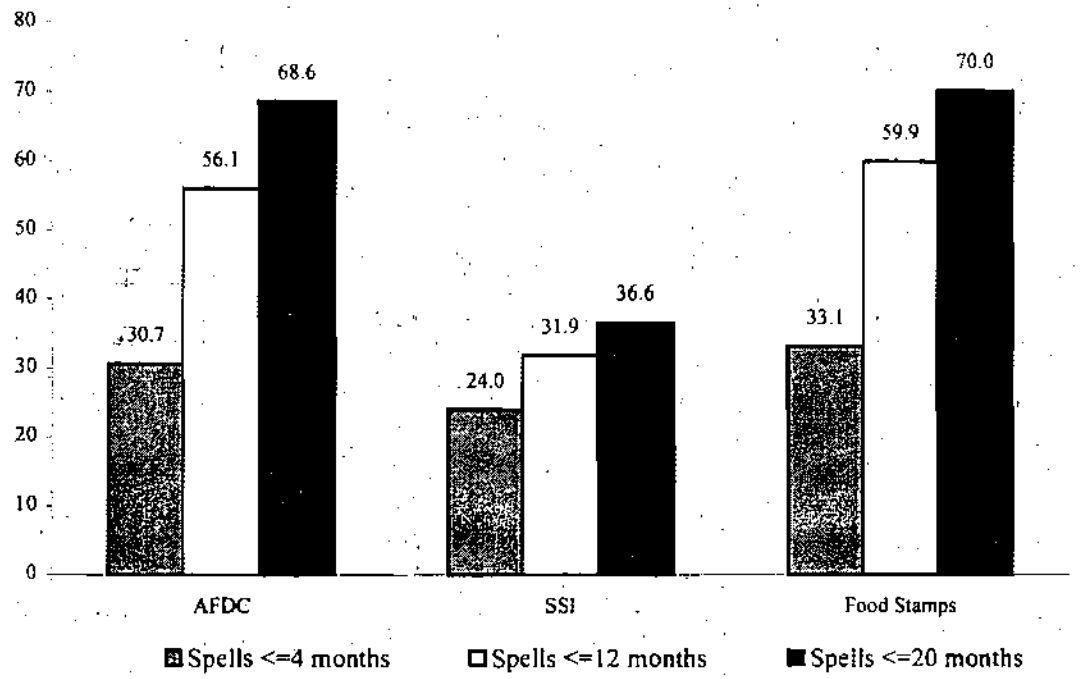
	No one In LF	At least one in LF No one FT	At least one FT LF Participant
1987	55.3	28.1	16.6
1988	58.3	28.1	16.6
1990	58.3	23.3	18.4
1991	57.8	23.7	18.5
1992	54.2	28.1	17.7
1993	56.5	25.7	17.8
1994	54.5	25.3	20.2
1995	54.1	23.8	22.1

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

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

INDICATOR 5. PROGRAM SPELL DURATION

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



Source: Unpublished data from the SIPP, 1993 Panel.

- Short spells lasting 4 months or less accounted for 31 percent of AFDC spells, 24 percent of SSI spells, and 33 percent of food stamp spells.

- Over one-half of all AFDC and food stamp spells lasted one year or less (56 percent and 60 percent, respectively). In contrast, only 32 percent of SSI spells ended within one year. The percentage of SSI spells that lasted more than 20 months is twice the percentage of AFDC and food stamp spells that lasted this long (see Table IND 5).

- As shown in Table IND 5, for AFDC spells, a larger percentage of short spells (lasting 4 months or less) and a smaller percentage of long spells (lasting more than 20 months) occurred among non-Hispanic whites compared to non-Hispanic blacks and Hispanics.

- As further shown in Table IND 5, a larger percentage of AFDC and food stamp spells among adults ages 16 to 64 ended within 4 months compared to spells among children.

- Short spells are less common among recipients in families without labor force participants, as shown previously in Figure and Table IND 3.

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

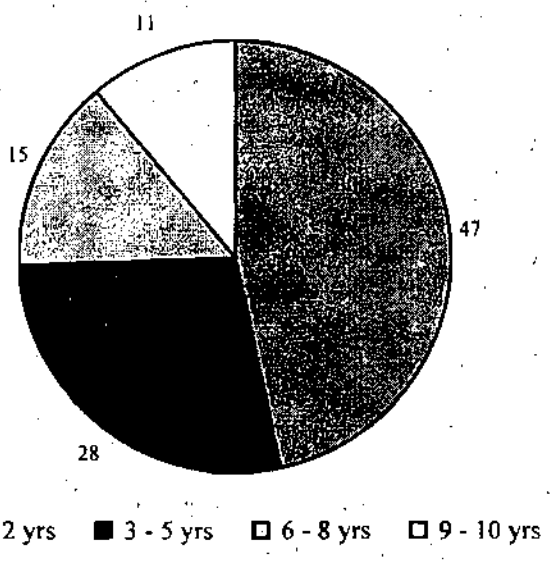
		Spells <=4 months	Spells <=12 months	Spells <=20 months	Spells >20 months
AFDC	**All Recipients**	**30.7**	**56.1**	**68.6**	**31.4**
	Racial Categories				
	Non-Hispanic White	35.6	62.2	72.3	27.7
	Non-Hispanic Black	24.6	52.3	66.7	33.3
	Hispanic	30.8	52.5	63.4	36.6
	Age Categories				
	Children Ages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

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

Source: Unpublished data from the SIPP, 1993 Panel.

INDICATOR 6. LONG-TERM RECEIPT

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



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

- Among all AFDC recipients in 1982, almost half (47 percent) received assistance for only one or two years between 1982 and 1991. Over one quarter (28 percent) received AFDC and/or food stamps for 3 to 5 years, and about one quarter (26 percent) received AFDC for more than 5 years. Similar patterns were evident for recipients in 1972, as can be seen in the lower half of Table IND 6.

- As shown in Table IND 6, compared to non-black recipients, a smaller percentage of black recipients received AFDC for only 1 to 2 years while a larger percentage received benefits for more than 5 years in both ten-year time periods.

- As further shown in Table IND 6, a smaller percentage of child recipients experienced short-term receipt and a larger percentage experienced longer-term receipt in both time periods relative to the percentages for all recipients.

- Whereas over half (53 percent) of recipients received at least some AFDC for three or more years between 1982 and 1991 (as shown in Figure IND 6), only 28 percent of recipients received more than 50 percent of their income from AFDC and food stamps for three or more years over the same time period (as previously shown in Figure IND 1b).

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

Between 1982 and 1991:

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

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

Between 1972 and 1981:

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

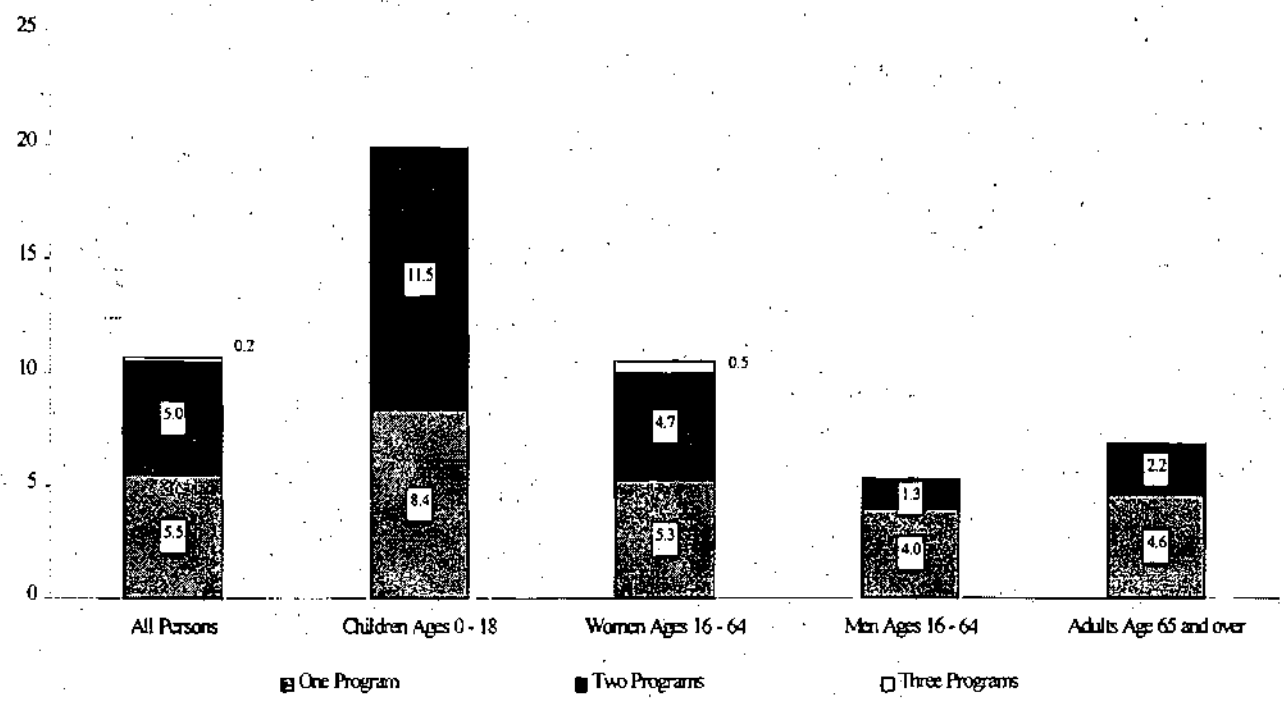
	Children 0 - 5 in 1972		
	All Child Recipients	Black Children	Non-Black Children
1 - 2 Years	37	24	46
3 - 5 Years	29	31	27
6 - 8 Years	15	23	10
9 - 10 Years	19	23	17

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

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

INDICATOR 7. MULTIPLE PROGRAM RECEIPT

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



Source: Unpublished data from the SIPP, 1993 panel.

- The 10.7 percent of the population who received AFDC, food stamp, or SSI benefits in an average month include 5.5 percent who got benefits from one of the programs, 5.0 percent who received two types of assistance, and 0.2 percent with benefits from all three programs.

- As shown in Table IND 7a, the most common patterns of benefit receipt are receipt of both food stamps and AFDC (4.3 percent) and receipt of food stamp benefits only (3.9 percent). The least common are receiving AFDC and SSI or participating in all three programs.

- Children have higher recipiency rates than the population as a whole. Over one-fifth of children under 6, for example, receive AFDC, food stamps, or SSI, with most of these children (13 percent) receiving a combined package of AFDC and food stamp benefits, as shown in Table IND 7a. Most of the remaining children (8 percent) receive food stamps only.

- There has been a slight upward trend in receipt of SSI over time, either alone, or in combination with food stamps, as shown in Table IND 7b.

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

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

See below for notes and source.

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

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

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

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

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

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

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

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

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

- Between 1986 and 1991, the most common events associated with the beginnings of a first AFDC spell were work-related: a decrease in mother's work hours (26 percent), a decrease in work hours of another adult (22 percent), and acquisition of a work limitation (24 percent).

- The percentage of first AFDC episode beginnings associated with a householder acquiring a work limitation was higher for spells that began between 1986 and 1991 (24 percent) than for spells that began between 1973 and 1979 (16 percent) or 1980 to 1985 (18 percent).

- Between 1973 and 1979, first births to an unmarried, non-cohabiting mother were associated with 28 percent of first AFDC episodes. In contrast, such births were associated with 21 percent of first spells beginning between 1980 and 1985, and 22 percent of spells beginning between 1986 and 1991.

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

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

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

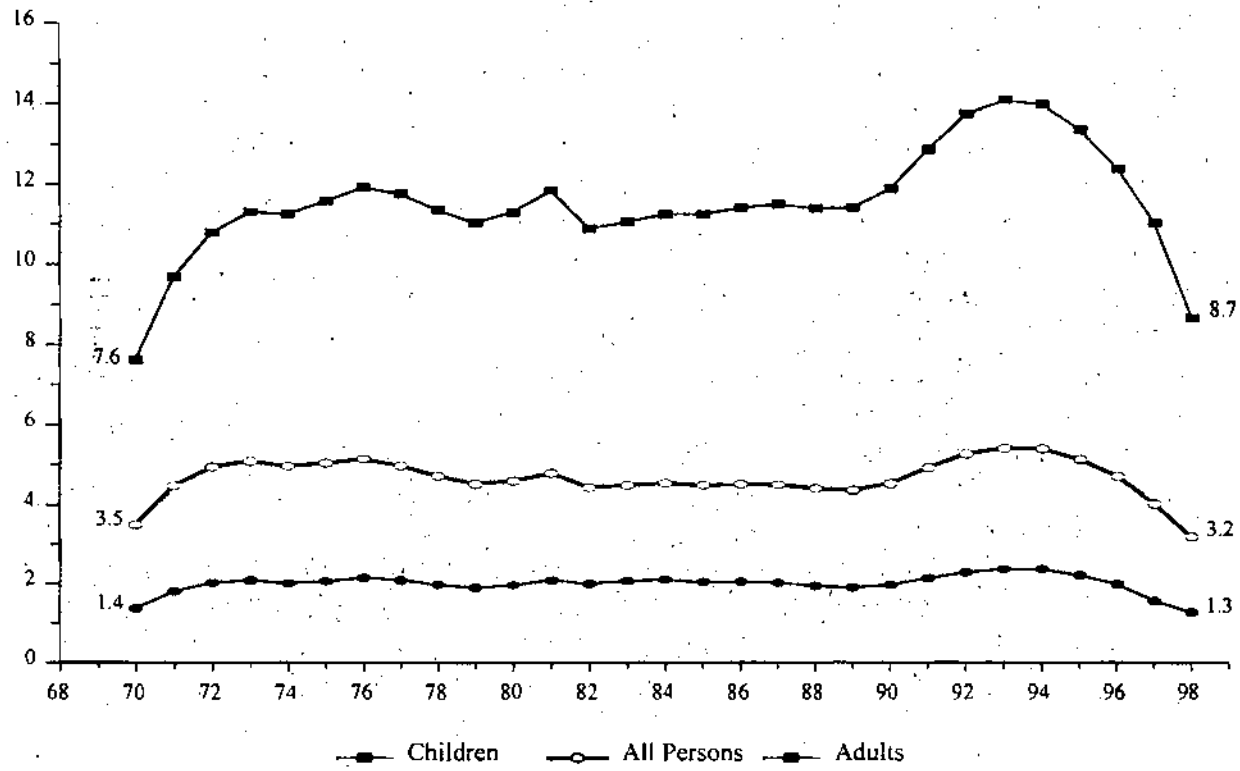
Source: Unpublished data from the PSID, 1974 - 1992.

- During the 1986 to 1991 time period, over one-fourth (27 percent) of first AFDC spell endings were associated with increases in mother's work hours. The corresponding percentage was smaller for spells ending between 1973 and 1979 (15 percent).

- In the 1973 - 1979 period, a greater percentage of spell endings was associated with an increase in work hours for other adults (22 percent) as compared to mothers (15 percent). In the more recent time period (1986 - 1991), a greater percentage of spell endings was associated with an increase in mother's work hours (27 percent) compared to other adults (17 percent).

INDICATOR 9. RATES OF RECEIPT OF MEANS-TESTED ASSISTANCE

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



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

- Although the SIPP data needed to examine welfare dependency are not yet available past 1995, administrative data for AFDC/TANF, food stamps, and SSI provide measures of recipiency for each of these three programs through 1998, as shown in Figures IND 9a, IND 9b, and IND 9c. Additional administrative data are shown in Appendix A.

- Only 3.2 percent of the population received TANF in 1998, the lowest AFDC/TANF recipiency rate in the 28 years shown in Figure IND 9a.

- AFDC/TANF recipiency rates are much higher for children than for adults, with the child recipiency rates showing more pronounced changes over time. Child recipiency rates increased substantially between 1970 and 1976, and then remained relatively stable for the next 13 years (i.e. through 1989), before turning upward in the early 1990s and then declining sharply. Between 1993 and 1998, the child recipiency rate declined from 14.1 to 8.7 percent, a decline of 5 percentage points.

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

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

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

1 Does not include the territories.

2 Includes a small number of dependents 18 and older who are students.

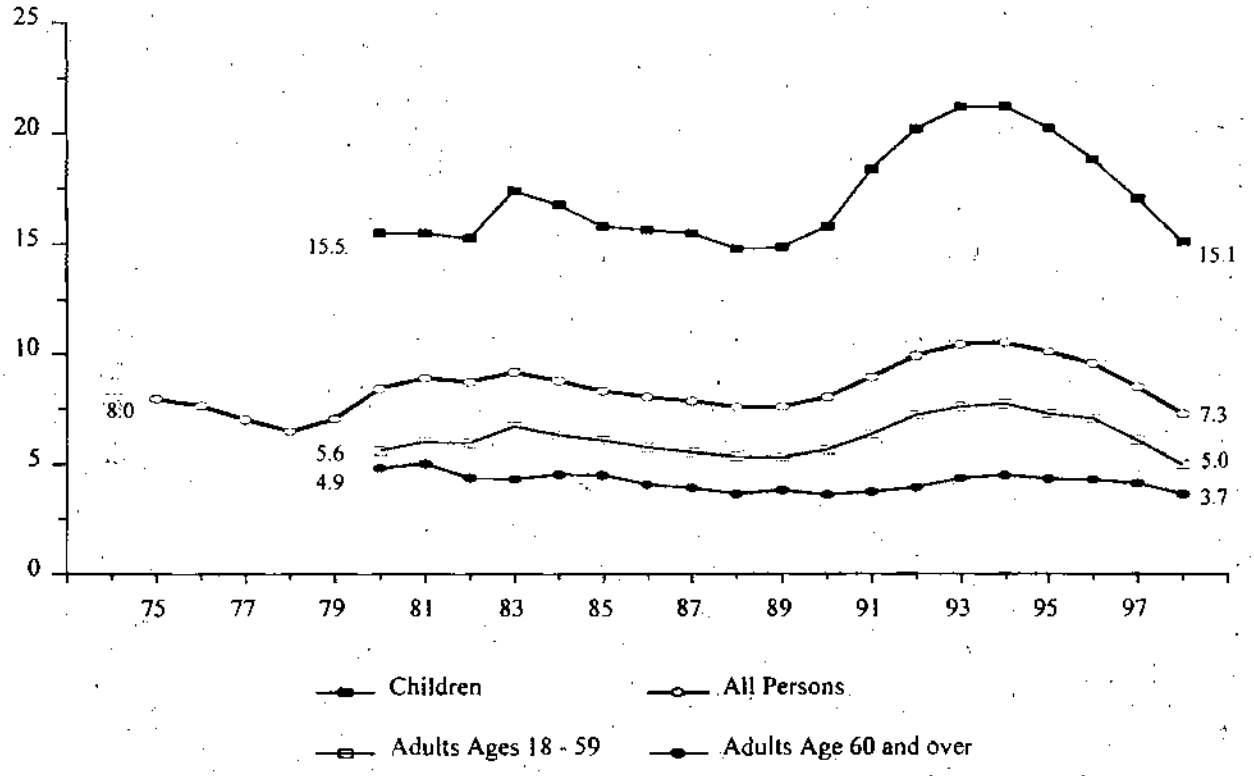
3 The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC Program as of July 1, 1997 and replaced it with the Temporary Assistance for Needy Families Program.

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

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

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

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



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

- The food stamp recipiency rate, like the AFDC/TANF recipiency rate shown previously in Figure IND 9a, fell sharply in recent years, from a high of 10.5 in 1993 and 1994, to only 7.3 percent in 1998. The recipiency rate was lower in 1998 than at any other point since 1979.

- In all years between 1980 and 1998, the percentage of all children who received food stamps was between two and one-half to three times that for all adults 18 to 59.

- Similar trends – largely reflecting changes in the rate of unemployment and programmatic changes – existed for each age group: children, adults aged 18 to 59 and adults aged 60 and over. The percentages of individuals receiving food stamps within all age groups declined from 1984 through 1988, rose in the early 1990s, peaked in 1994, and fell sharply between 1994 and 1998.

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

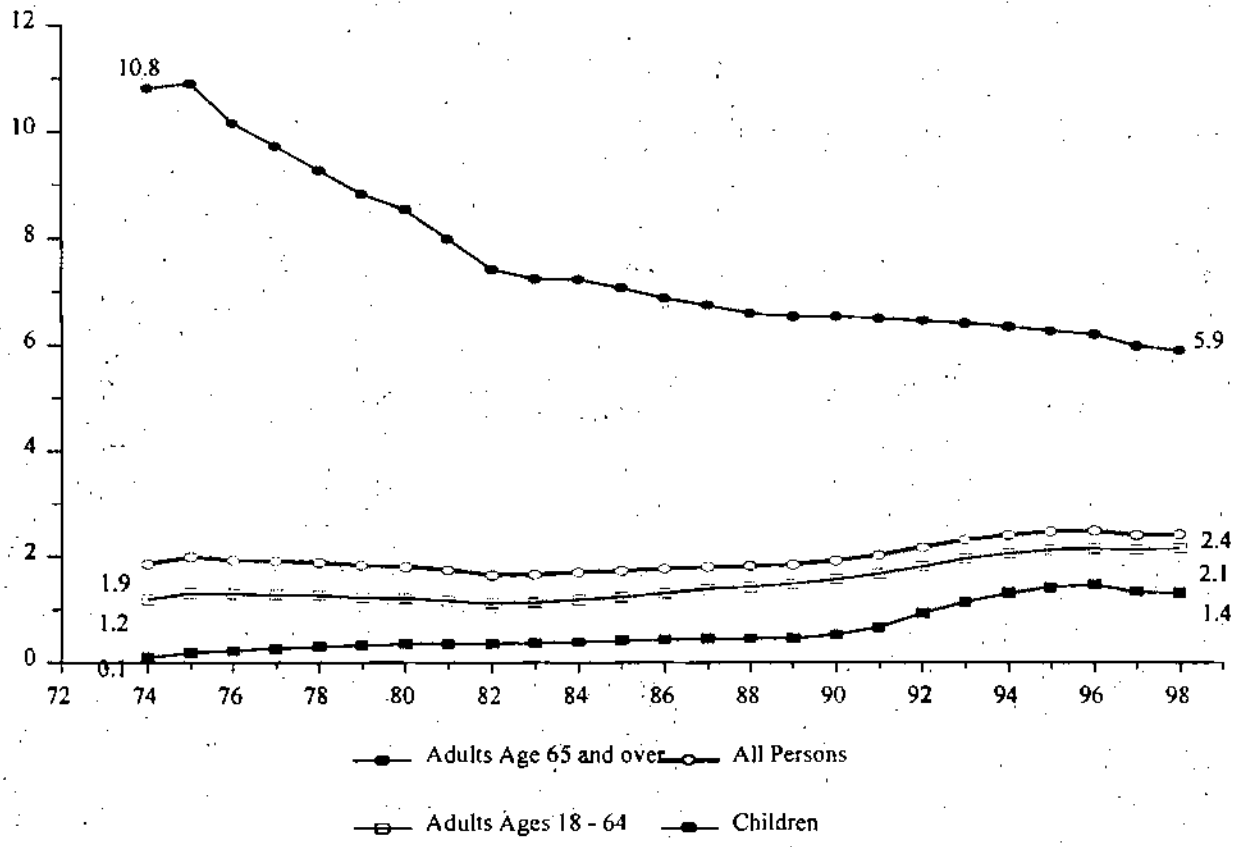
Fiscal Year	Total Recipients [1]		Adult Recipients 60 & older		Adult Recipients 18 to 59		Child Recipients under 18	
	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent	Number (thousands)	Percent
1975	17,217	8.0	–	–	–	–	–	–
1976	16,733	7.7	–	–	–	–	–	–
1977	15,579	7.1	–	–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

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

1. Does not include the territories.

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

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



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

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

- Unlike the recipiency rates for AFDC/TANF and food stamps, which are strongly influenced by the economy and welfare reform, recipiency rates for SSI show less variation. The proportion of the total population that receives SSI has risen slightly over time, from about 2 percent in 1975 to 2.4 percent in 1998.

- Elderly adults (aged 65 and older) have much higher recipiency rates than any other age group. The gap has narrowed, however, as the percentage of adults aged 65 and older has fallen from 11 percent (in 1974) to 6 percent (in 1998).

- The proportion of children receiving SSI has increased gradually between 1975 and 1990, rising from 0.2 percent to 0.5 percent. Since then it has grown more rapidly, reaching 1.5 percent in 1996. The child recipiency rate fell to 1.3 percent in 1997 and remained at that level through 1998.

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

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

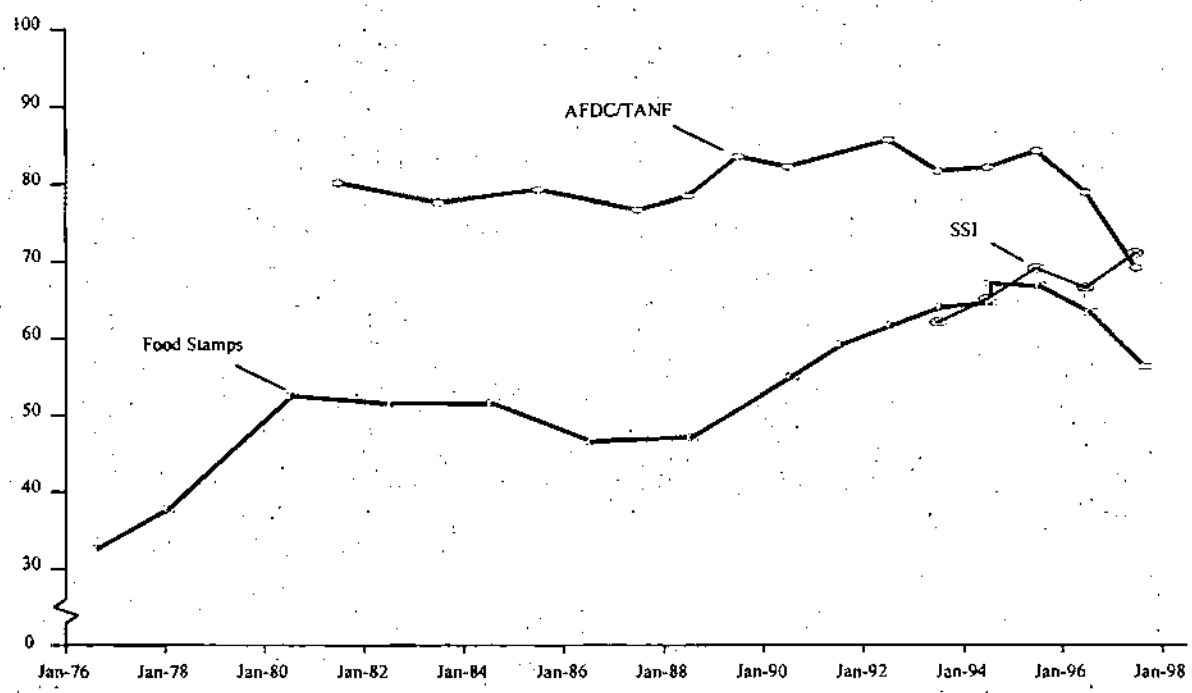
Note: December population figures used as the denominators are obtained by averaging the Census Bureau's July 1 population estimate for the current and the following year. See Appendix, Tables A-23, A-25, and A-26.

[1] Includes a small number of dependents 18 and older who are students.

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

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

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



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

- Whereas Indicator 9 examined participants as a percentage of the total population (recipiency rates), this Indicator examines participating families or households as a percentage of the estimated eligible population (participation rates, also known as "take up" rates).

- Participation rates for both AFDC/TANF and the Food Stamp program fell significantly between 1995 and 1997. In contrast, SSI participation rates have risen slightly over this time period.

- Only 69 percent of the families estimated as eligible for AFDC/TANF actually enrolled and received benefits in an average month in 1997. This was significantly lower than traditional participation rates, which ranged from 77 to 86 percent between 1981 and 1996.

- The SSI participation rate in 1997 was slightly higher than the AFDC rate – 71 percent – while the food stamp participation rate was lower – 56 percent.

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

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

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

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

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

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

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

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

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

- The proportion of eligible households who participated in the Food Stamp program fell from 63 percent in 1996 to 56 percent in 1997, a drop of 7 percentage points. This is the second year in a row that there has been a decline in Food Stamp participation rates.

- In addition, there was a decline in the number of households eligible for the Food Stamp program, from close to 16 million in August 1994, to 15 million in September 1997. This decline was driven by new eligibility restrictions on aliens and able-bodied adults without dependent children, growth in the economy, changes in the TANF program, and other factors.

- The significant drop in participating households, from 10.1 million households in August 1996 to 8.5 million households in September 1997, reflects the combined effect of a decline in the eligible population and lower participation rates.

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

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

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

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

- In contrast to the declining participation rates for the AFDC/TANF and Food Stamp programs, the participation rate for adult units in the SSI Program has been increasing, from 62 percent in 1993, to 71 percent in 1997. Note, however, that some of the apparent growth between 1996 and 1997 may be due to a revision in estimating methodology, as noted above.

- In 1997, as in past years, disabled adults in one-person units had a higher participation rate (79 percent) than both aged adults in one-person units (63 percent) and adults in married-couple units (49 percent).

Chapter III. Predictors and Risk Factors Associated with Welfare Receipt

The Welfare Indicators Act challenges the Department of Health and Human Services to identify and set forth not only indicators of welfare dependence and welfare duration, but also predictors and causes of welfare receipt. Up to this point, welfare research has not established clear and definitive causes of welfare dependence. However, research has identified a number of risk factors associated with welfare utilization. For purposes of this report, the terms "predictors" and "risk factors" are used somewhat interchangeably, although the differences between them are acknowledged.

Where the Advisory Board recommended narrowing the focus of dependence indicators, it recommended an expansive view toward predictors and risk factors. The first two annual reports included a set of 30 different predictors and risk factors; of these, 20 are included in the current volume. As discussed in Chapter I, the reduction in the length of the report responds to Congressional intent and reduces overlap with other publications issued by the Department. Even with this reduction, the range of possible predictors is extremely wide, and until they are measured and analyzed over time as the PRWORA changes are implemented, their value will not be known. Some of the "predictors" included in this chapter may turn out to be simply correlates of welfare receipt, some may have a causal relationship, some may be consequences, and some may have predictive value.

For purposes of this report, the predictors/risk factors included in this chapter are grouped into three categories: economic security risk factors, employment-related risk factors, and risk factors associated with non-marital childbearing.

Economic Security Risk Factors (ECON). The first group includes six measures associated with economic security. This group encompasses three measures of poverty, as well as measures of child support receipt, food insecurity, and lack of health insurance. The tables and figures illustrating measures of economic security are labeled with the prefix ECON throughout this chapter.

Poverty measures are important predictors of dependence, because families with fewer economic resources are more likely to be dependent on means-tested assistance. In addition, poverty and other measures of deprivation, such as food insecurity, are important to assess in conjunction with the measures of dependence outlined in Chapter II. Reductions in caseloads and dependence can reduce poverty, to the extent that such reductions are associated with greater work activity and higher economic resources for former welfare families. However, reductions in welfare caseloads can increase poverty and other deprivation measures, to the extent that former welfare families are left with fewer economic resources.

Three aspects of poverty are examined in this chapter: overall poverty rates (ECON 1); the length of poverty episodes or spells (ECON 2); and the cumulative time spent in poverty over a decade (ECON 3). All three are measured using the official poverty rate, which counts all cash income, but does not take into account the value of non-cash benefits, such as food stamps, or the effects of the Earned Income Tax Credit or other taxes. Some more comprehensive measures of

poverty were shown in Chapter I (see Tables SUM 4 and SUM 5). Further work on analyzing poverty trends under alternative poverty measures is under way, and next year's report may include revised measures of poverty, following those recommended by the National Academy of Sciences.

This chapter also includes data on child support payments (ECON 4), which can play an important role in reducing dependence on government assistance and thus serve as a predictor of dependence. Household food insecurity (ECON 5) is an important measure of deprivation that, although correlated with general income poverty, provides an alternative measure of tracking the incidence of material hardship and need, and how it may change over time. Finally, health insurance (ECON 6) is both tied to the income level of the family, and may be a precursor to future health problems among both adults and children.

Employment and Work-Related Risk Factors (WORK). The second grouping, labeled with the WORK prefix, includes nine factors related to employment and barriers to employment. These measures include data on overall labor force attachment and the employment and earnings for low-skilled workers, as well as data on barriers to work. The latter category includes incidence of adult disabilities and children with chronic health conditions, adult substance abuse, levels of educational attainment and school drop-out rates, and child care costs.

Employment and earnings provide many families with an escape from dependence. It is important, therefore, to look both at overall labor force attachment (WORK 1), and at employment and earnings levels for those with low education levels (WORK 2 and WORK 3). The economic condition of the low-skill labor market is a key predictor of the ability of young adult men and women to support families without receiving means-tested assistance.

Measures of barriers to employment provide indicators of potential work limitations, which may be predictors of greater dependence. Disabling conditions (WORK 4), substance abuse (WORK 5), and chronic child health conditions (WORK 6) all have the potential of limiting the ability of the adults in the household to work. In addition, debilitating health conditions and high medical expenditures can place a strain on a family's economic resources. High child care costs (WORK 7) are both a potential barrier to work and an additional strain on financial resources. Finally, the last two measures in this group (WORK 8 and WORK 9) focus on educational attainment, because individuals with less than a high school education have the lowest amount of human capital and are at the greatest risk of becoming poor, despite their work effort.

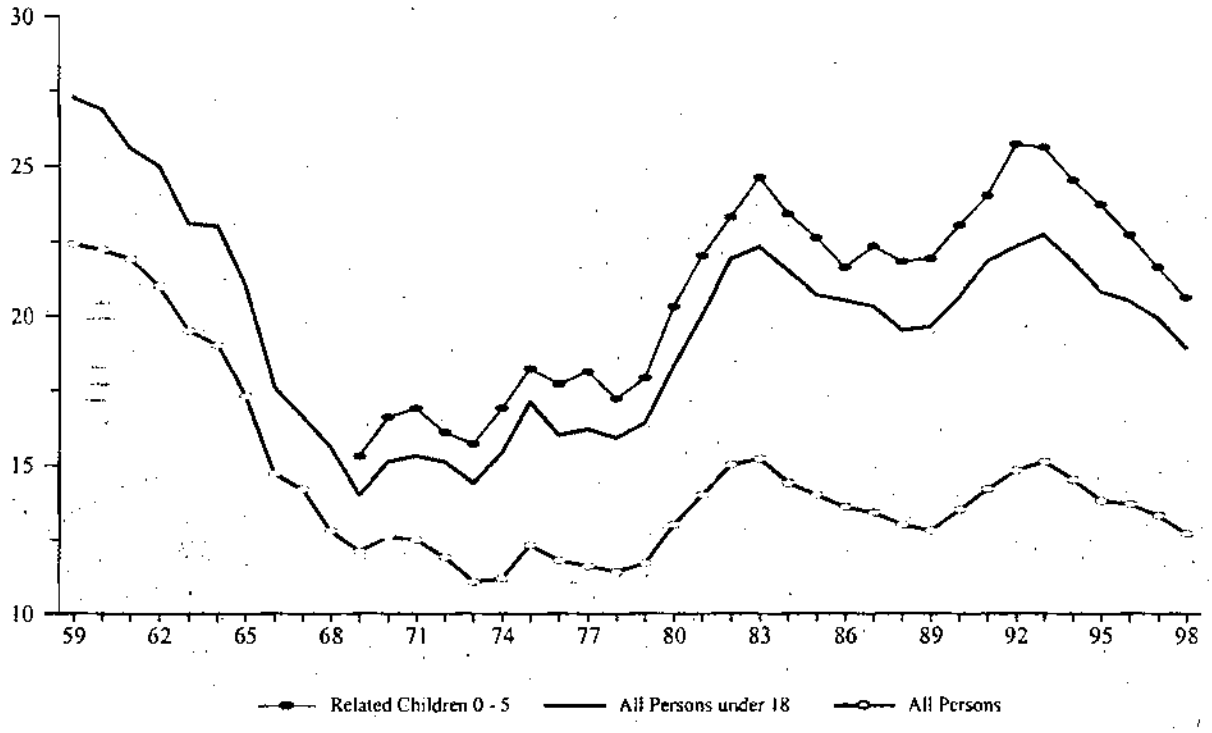
Non-Marital Birth Risk Factors (BIRTH). The final group of risk factors addresses out-of-wedlock childbearing. The tables and figures in this subsection are labeled with the BIRTH prefix. This category includes long-term time trends in births to unmarried women (BIRTH 1), births to unmarried teens (BIRTH 2 and BIRTH 3), and children living in families with never-married parents (BIRTH 4). Children living in families with never-married mothers are at high risk of dependence, and it is therefore important to track changes in the size of this vulnerable population.

As noted above, the predictors/risk factors included in this chapter do not represent an exhaustive list of measures. They are merely a sampling of available data that address in some way the

question of how a family is faring on the scale of deprivation and well-being. Such questions are a necessary part of the dependence discussion as researchers assess the effects of the major changes that have occurred in the laws governing public assistance programs.

ECONOMIC SECURITY RISK FACTOR 1. POVERTY RATES

Figure ECON 1a. Percentage of Persons in Poverty, by Age: 1959-98



Source: U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207 and data published online at http://www.census.gov/hhes/www/poverty.html.

- The percentage of persons living in poverty has continued to decline since 1993, when the poverty rate for all persons was at a ten-year high of just over 15 percent. In 1998, the overall poverty rate was just under 13 percent, the lowest level since 1989.
- While the poverty rate for children has declined along with the overall rate in the past several years, children, particularly young children, continue to have higher poverty rates than the overall population. For example, in 1998, the poverty rate for related children ages 0 to 5 was 21 percent, compared to 13 percent for the overall population.
- The poverty rate for blacks declined 7 percentage points between 1992 and 1998, from 33 percent to 26 percent, as shown in Table ECON 1a. Though at an historic low, the poverty rate for blacks remains 16 percentage points above the rate for whites. The poverty rate among Hispanics has also declined over this time period; in 1998, the Hispanic poverty rate was just about equal to that of blacks.
- The poverty rate for the elderly reached an historic low of 10.5 percent in 1995 and has remained at essentially that level since then.

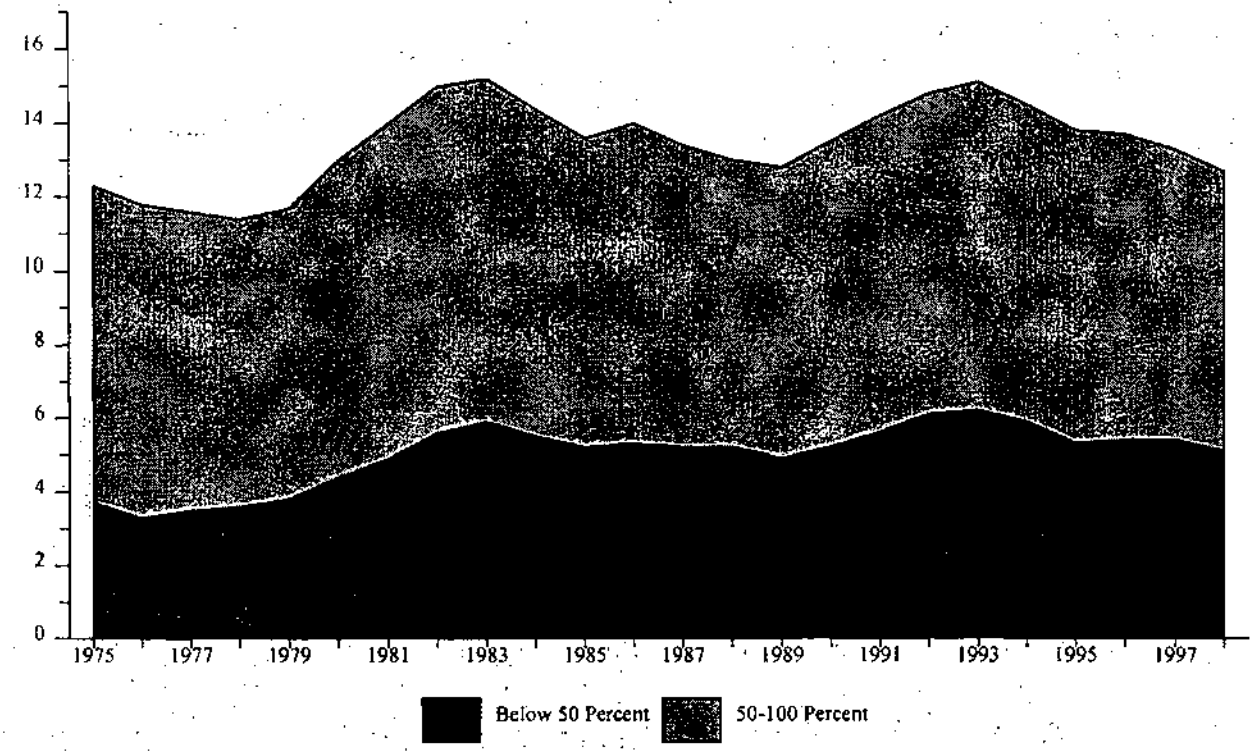
Table ECON 1a. Percentage of Persons in Poverty, by Age, Race, and Hispanic Origin: Selected Years

	Related Children		All Persons						Hispanic
	Ages 0 - 5	Ages 6 - 17	Total	Under 18 [1]	18 to 64	65 & over	White	Black	Origin [2]
1959	N/A	N/A	22.4	27.3	17.0	35.2	18.1	55.1	N/A
1963	N/A	N/A	19.5	23.1	N/A	N/A	15.3	N/A	N/A
1966	N/A	N/A	14.7	17.6	10.5	28.5	11.3	41.8	N/A
1969	15.3	13.1	12.1	14.0	8.7	25.3	9.5	32.2	N/A
1973	15.7	13.6	11.1	14.4	8.3	16.3	8.4	31.4	21.9
1976	17.7	15.1	11.8	16.0	9.0	15.0	9.1	31.1	24.7
1979	17.9	15.1	11.7	16.4	8.9	15.2	9.0	31.0	21.8
1980	20.3	16.8	13.0	18.3	10.1	15.7	10.2	32.5	25.7
1981	22.0	18.4	14.0	20.0	11.1	15.3	11.1	34.2	26.5
1982	23.3	20.4	15.0	21.9	12.0	14.6	12.0	35.6	29.9
1983	24.6	20.4	15.2	22.3	12.4	13.8	12.1	35.7	28.0
1984	23.4	19.7	14.4	21.5	11.7	12.4	11.5	33.8	28.4
1985	22.6	18.8	14.0	20.7	11.3	12.6	11.4	31.3	29.0
1986	21.6	18.8	13.6	20.5	10.8	12.4	11.0	31.1	27.3
1987	22.3	18.9	13.4	20.3	10.6	12.5	10.4	32.4	28.0
1988	21.8	17.5	13.0	19.5	10.5	12.0	10.1	31.3	26.7
1989	21.9	17.4	12.8	19.6	10.2	11.4	10.0	30.7	26.2
1990	23.0	18.2	13.5	20.6	10.7	12.2	10.7	31.9	28.1
1991	24.0	19.5	14.2	21.8	11.4	12.4	11.3	32.7	28.7
1992	25.7	19.4	14.8	22.3	11.9	12.9	11.9	33.4	29.6
1993	25.6	20.0	15.1	22.7	12.4	12.2	12.2	33.1	30.6
1994	24.5	19.5	14.5	21.8	11.9	11.7	11.7	30.6	30.7
1995	23.7	18.3	13.8	20.8	11.4	10.5	11.2	29.3	30.3
1996	22.7	18.3	13.7	20.5	11.4	10.8	11.2	28.4	29.4
1997	21.6	18.0	13.3	19.9	10.9	10.5	11.0	26.5	27.1
1998	20.6	17.1	12.7	18.9	10.5	10.5	10.5	26.1	25.6

[1] All persons under 18 include related children (own children, including stepchildren and adopted children, plus all other children in the household who are related to the householder by birth, marriage, or adoption), unrelated individuals under 18 (persons who are not living with any relatives), and householders or spouses under age 18.
[2] Persons of Hispanic origin may be of any race.

Source: U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207 and data published online at http://www.census.gov/hhes/www/poverty.html.

Figure ECON 1b. Percentage of Population Below 50 and 100 Percent of Poverty Level: 1975-98



Source: U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207 and unpublished tables available online at http://www.census.gov/hhes/www/poverty.html.

- Between 1993 and 1998, the percentage of the population with incomes below 50 percent of the poverty level decreased by one percentage point (from 6.2 percent in 1993 to 5.1 percent in 1998).

- In general, the percentage of the population with incomes below 50 percent of the poverty threshold has risen and fallen in a pattern that reflects to some degree the trend in the overall poverty rate. For example, the percentage of people below 50 percent of poverty rose between 1976 and 1983, then after falling slightly, rose to a second peak in 1993. The overall poverty rate – the percentage of people below 100 percent of poverty – also peaked in 1983 and 1993 in a somewhat similar pattern, although with more pronounced peaks and valleys.

- Over the past two decades, however, there has been an overall increase in the proportion of the poverty population that falls below 50 percent of the poverty threshold. From a low of 28 percent of the poverty population in 1976, the population below 50 percent of the poverty threshold rose to nearly 41 percent by 1992. In 1998, 40 percent of poor persons experienced "deep poverty," that is, had incomes that fell below 50 percent of the poverty level.

- Not only the poverty rate, but also the total number of poor people fell in 1998, as shown in Table ECON 1b. In 1998, there were 34.5 million people with family incomes below 100 percent of the poverty threshold, 5 million fewer than the poverty population in 1959.

Table ECON 1b. Number and Percentage of Population Below 50, 75, 100, and 125 Percent of Poverty Threshold: Selected Years

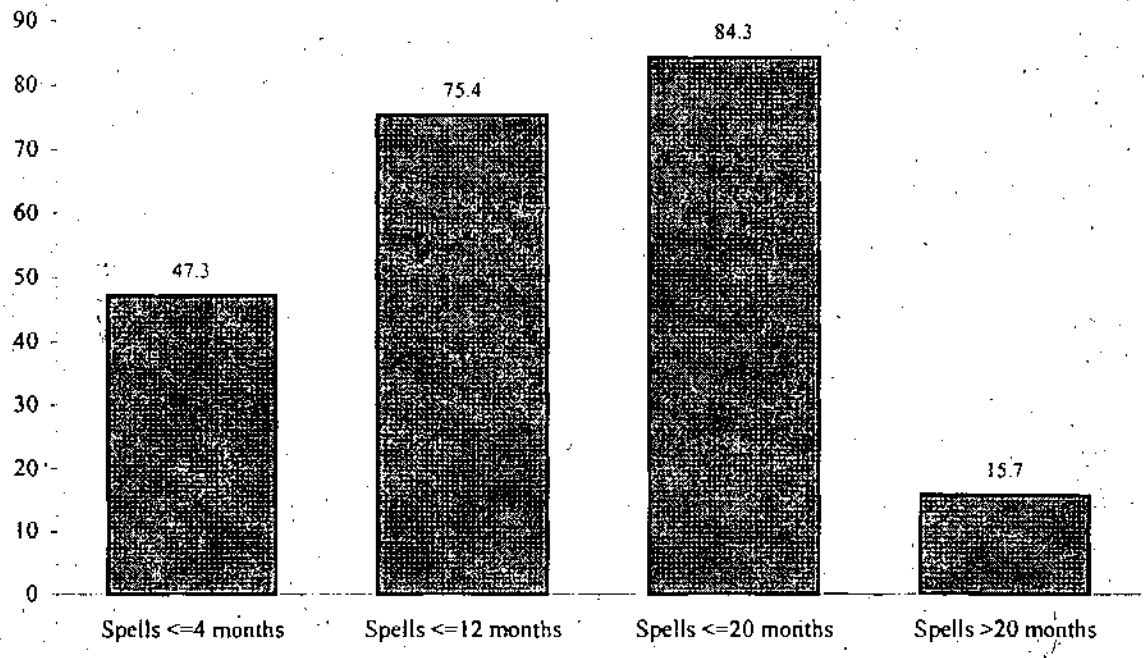
in 000's	Total	Below 50 percent		Below 75 percent		Below 100 percent		Below 125 percent	
	Population	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1959	176,600	N/A	N/A	N/A	N/A	39,500	22.4	54,900	31.1
1961	181,300	N/A	N/A	N/A	N/A	39,600	21.9	54,300	30.0
1963	187,300	N/A	N/A	N/A	N/A	36,400	19.5	50,800	27.1
1965	191,400	N/A	N/A	N/A	N/A	33,200	17.3	46,200	24.1
1967	195,700	N/A	N/A	N/A	N/A	27,800	14.2	39,200	20.0
1969	199,500	9,600 [1]	4.8 [1]	16,400 [1]	8.2 [1]	24,100	12.1	34,700	17.4
1971	204,600	N/A	N/A	N/A	N/A	25,600	12.5	36,500	17.8
1973	208,500	N/A	N/A	N/A	N/A	23,000	11.1	32,800	15.8
1975	210,900	7,700	3.7	15,400	7.3	25,900	12.3	37,100	17.6
1976	212,300	7,000	3.3	14,900	7.0	25,000	11.8	35,500	16.7
1977	213,900	7,500	3.5	15,000	7.0	24,700	11.6	35,700	16.7
1978	215,700	7,700	3.6	14,900	6.9	24,500	11.4	34,100	15.8
1979	222,900	8,600	3.8	16,300	7.3	26,100	11.7	36,600	16.4
1980	225,000	9,800	4.4	18,700	8.3	29,300	13.0	40,700	18.1
1981	227,200	11,200	4.9	20,700	9.1	31,800	14.0	43,800	19.3
1982	229,400	12,800	5.6	23,200	10.1	34,400	15.0	46,600	20.3
1983	231,700	13,600	5.9	23,600	10.2	35,300	15.2	47,000	20.3
1984	233,800	12,800	5.5	22,700	9.7	33,700	14.4	45,400	19.4
1985	236,600	12,400	5.2	22,200	9.4	33,100	13.6	44,200	18.7
1986	238,600	12,700	5.3	22,400	9.4	32,400	14.0	44,600	18.7
1987	241,000	12,500	5.2	21,700	9.0	32,200	13.4	43,100	17.9
1988	243,500	12,700	5.2	21,400	8.8	31,700	13.0	42,600	17.5
1989	246,000	12,000	4.9	20,700	8.4	31,500	12.8	42,600	17.3
1990	248,600	12,900	5.2	22,600	9.1	33,600	13.5	44,800	18.0
1991	251,200	14,100	5.6	24,400	9.7	35,700	14.2	47,500	18.9
1992	256,500	15,500	6.1	26,200	10.2	38,000	14.8	50,500	19.7
1993	259,300	16,000	6.2	27,200	10.5	39,300	15.1	51,900	20.0
1994	261,600	15,400	5.9	26,400	10.1	38,100	14.5	50,500	19.3
1995	263,700	13,900	5.3	24,500	9.3	36,400	13.8	48,800	18.5
1996	266,200	14,400	5.4	24,800	9.3	36,500	13.7	49,300	18.5
1997	268,500	14,600	5.4	24,200	9.0	35,600	13.3	47,800	17.8
1998	271,100	13,900	5.1	23,000	8.5	34,500	12.7	46,000	17.0

[1] The number of persons below 50 percent and 75 percent of poverty are estimated based on the distribution of persons below 50 percent and 75 percent for 1969 taken from the 1970 decennial census: *1970 Census of Population, Volume 1, Social and Economic Characteristics*, Table 259.

Source: U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207 and unpublished tables available online at http://www.census.gov/hhes/www/poverty.html.

ECONOMIC SECURITY RISK FACTOR 2. POVERTY SPELLS

Figure ECON 2. Percentage of Poverty Spells for Individuals Entering Poverty During the 1993 SIPP Panel, by Length of Spell



Source: Unpublished data from the SIPP, 1993 panel.

- Nearly half (47 percent) of all poverty spells that began during the 1993 SIPP panel ended within 4 months and three-fourths ended within one year. Only 16 percent of all such spells were longer than 20 months.

- Spells of poverty among adults age 65 and older tend to last longer than poverty spells among younger individuals. As shown in Table ECON 2, only 65 percent of poverty spells among adults age 65 and older ended within one year compared to 80 percent for women ages 16 to 64, 75 percent for men ages 16 to 64, and 73 percent for children ages 0 to 15.

- As shown in Table ECON 2, a larger percentage of poverty spells among non-Hispanic blacks were longer than 20 months (23 percent) than was the case for spells among non-Hispanic whites (14 percent) and among Hispanics (15 percent).

- In general, poverty spells are shorter than spells of welfare receipt begun in the same time period, as can be seen by comparing Figure ECON 2 to Figure IND 5 in Chapter II. That is, there is more movement in and out of poverty than movement on and off welfare. For example, 75 percent of poverty spells lasted a year or less, whereas only 60 percent of food stamp spells and 56 percent of AFDC spells lasted a year or less.

Table ECON 2. Percentage of Poverty Spells for Individuals Entering Poverty During the 1993 SIPP Panel, by Length of Spell, Race, and Age

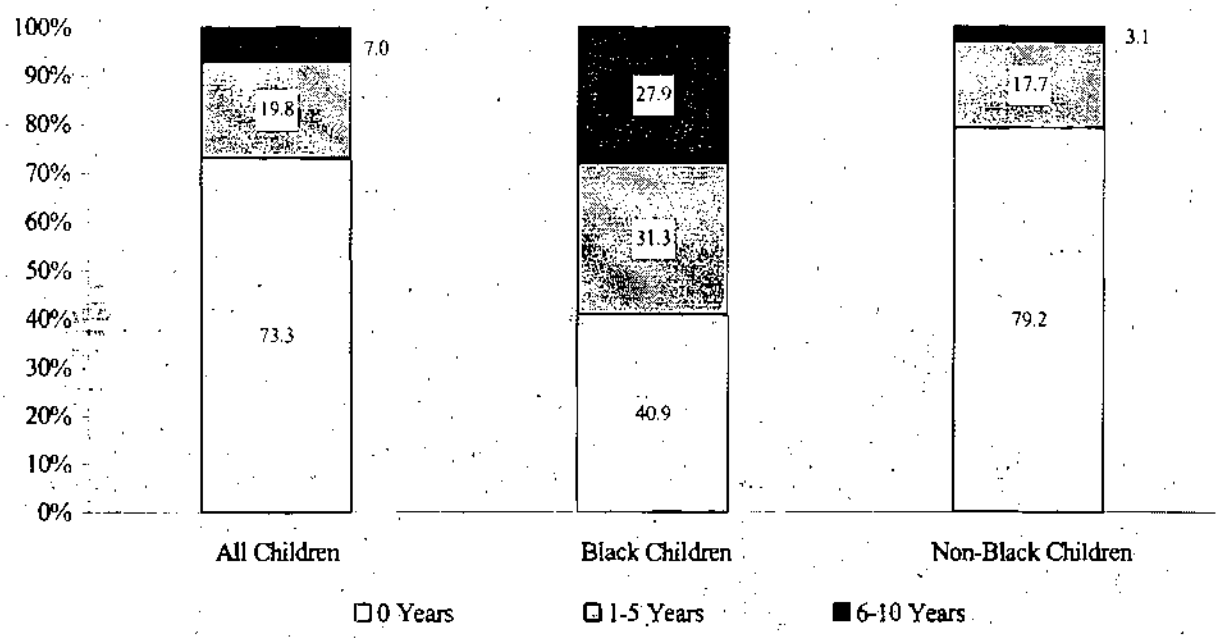
	Spells <=4 months	Spells <=12 months	Spells <=20 months	Spells >20 months
All Persons	**47.3**	**75.4**	**84.3**	**15.7**
Racial Categories				
Non-Hispanic White	47.3	78.8	86.3	13.7
Non-Hispanic Black	39.9	64.1	76.7	23.3
Hispanic	42.5	74.4	84.7	15.3
Age Categories				
Children Ages 0 – 15	43.8	73.0	82.2	17.8
Women Ages 16 – 64	47.6	79.9	88.9	11.1
Men Ages 16 – 64	51.6	75.2	84.2	15.8
Adults Age 65 and over	40.7	65.4	73.0	27.0

Note: Spell length categories are not mutually exclusive. Spells separated by only 1 month are not considered separate spells. Due to the length of the observation period, actual spell lengths for spells that lasted more than 20 months cannot be observed.

Source: Unpublished data from the SIPP, 1993 panel.

ECONOMIC SECURITY RISK FACTOR 3. LONG-TERM POVERTY

Figure ECON 3. Percentage of Children Ages 0 to 5 in 1982 Living in Poverty, by Years in Poverty



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

- Among children who were ages 0 to 5 in 1982, nearly three-quarters (73 percent) never lived in poverty for any year over the next ten years, as shown in Figure ECON 3. One-fifth (20 percent) lived in poverty for one to five years and 7 percent were poor for six to ten years.

- During the 1982-1991 period, 28 percent of black children experienced longer-term poverty of six to ten years, a percentage much higher than that for non-black children during the same ten-year period (3 percent).

- Similar patterns existed in the 1972-1981 period, as shown in Table ECON 3. For both time periods, the percentages of all individuals who were poor for only one to two years were much larger than the percentages of all individuals who experienced longer-term poverty. For example, while 11 percent of all individuals were poor for only one to two years between 1982 and 1991, only 3 percent were poor for six to eight years and only 2 percent were poor for nine to ten years during the same time period.

- Children were more likely than others to experience long-term poverty, especially poverty of nine or ten years. This pattern was true in both time periods.

Table ECON 3. Percentage of Individuals Living in Poverty, by Years in Poverty, Race, and Age

Between 1982 and 1991:

	All Persons		
	All Persons	Black	Non-Black
0 Years	78.8	50.6	82.9
1 - 2 Years	11.3	14.9	10.7
3 - 5 Years	5.3	14.4	4.0
6 - 8 Years	2.8	11.2	2.0
9 - 10 Years	1.8	8.9	0.7
	100.0	100.0	100.0

	Children 0 - 5 in 1982		
	All Children	Black Children	Non-Black Children
0 Years	73.3	40.9	79.2
1 - 2 Years	12.3	16.5	11.6
3 - 5 Years	7.5	14.8	6.1
6 - 8 Years	3.2	11.1	1.7
9 - 10 Years	3.8	16.8	1.4

Between 1972 and 1981:

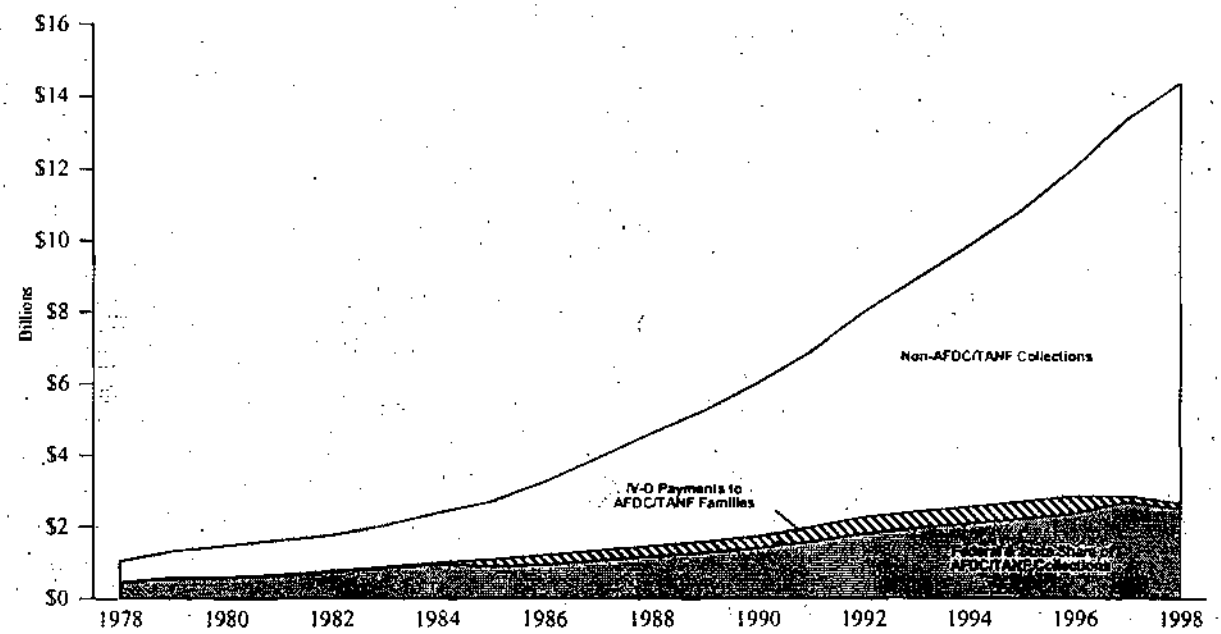
	All Persons		
	All Persons	Black	Non-Black
0 Years	79.2	45.6	83.7
1 - 2 Years	12.3	20	11.3
3 - 5 Years	4.6	16.6	3.1
6 - 8 Years	2.5	10.4	1.5
9 – 10 Years	1.2	7.5	0.4

	Children 0 - 5 in 1972		
	All Children	Black Children	Non-Black Children
0 Years	75.6	34.1	82.3
1 - 2 Years	13.1	21.7	11.7
3 - 5 Years	5.6	20.5	3.2
6 - 8 Years	3.2	11.1	1.9
9 – 10 Years	2.5	12.8	0.9

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

ECONOMIC SECURITY RISK FACTOR 4. CHILD SUPPORT

Figure ECON 4a. Total, Non-AFDC/TANF, and AFDC/TANF Title IV-D Child Support Collections: 1978-98



Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Preliminary Child Support Enforcement FY 1998 Data Report*, 1999 (and earlier years), Washington, DC.

- Collections paid through the Child Support Enforcement system (Title IV-D of the Social Security Act) totalled $14.3 billion in 1998, nearly $1 billion more than in 1997. Over the past 10 years, collections have grown rapidly, at an average rate of $948 million a year.

- Non-TANF collections increased by nearly $1.2 billion between 1997 and 1998, while TANF collections declined by $0.2 billion. The growth in non-TANF collections was due to the growth in both the number of non-custodial parents paying child support and increases in the average amount of support paid per case. Note that the 7 percent drop in TANF collections was smaller than the 20 percent drop in the number of TANF recipient families in the same year.

- In 1997 and 1998, over 94 percent of TANF collections (collections on behalf of TANF recipients and for past due support assigned to the state by former TANF recipients) were retained to reimburse the state and federal governments for the cost of welfare benefits. A larger proportion of TANF collections were paid to AFDC/TANF families between FY 1984 and FY 1996, when the first $50 of each month's child support collection were "passed through" to families that were receiving cash benefits (see "IV-D Payments to AFDC/TANF Families" in Figure ECON 4a). The $50 pass-through was repealed by the 1996 welfare reform law, although a number of states have opted to pass through some or all of collections to the custodial TANF family, despite the loss of revenues to the state.

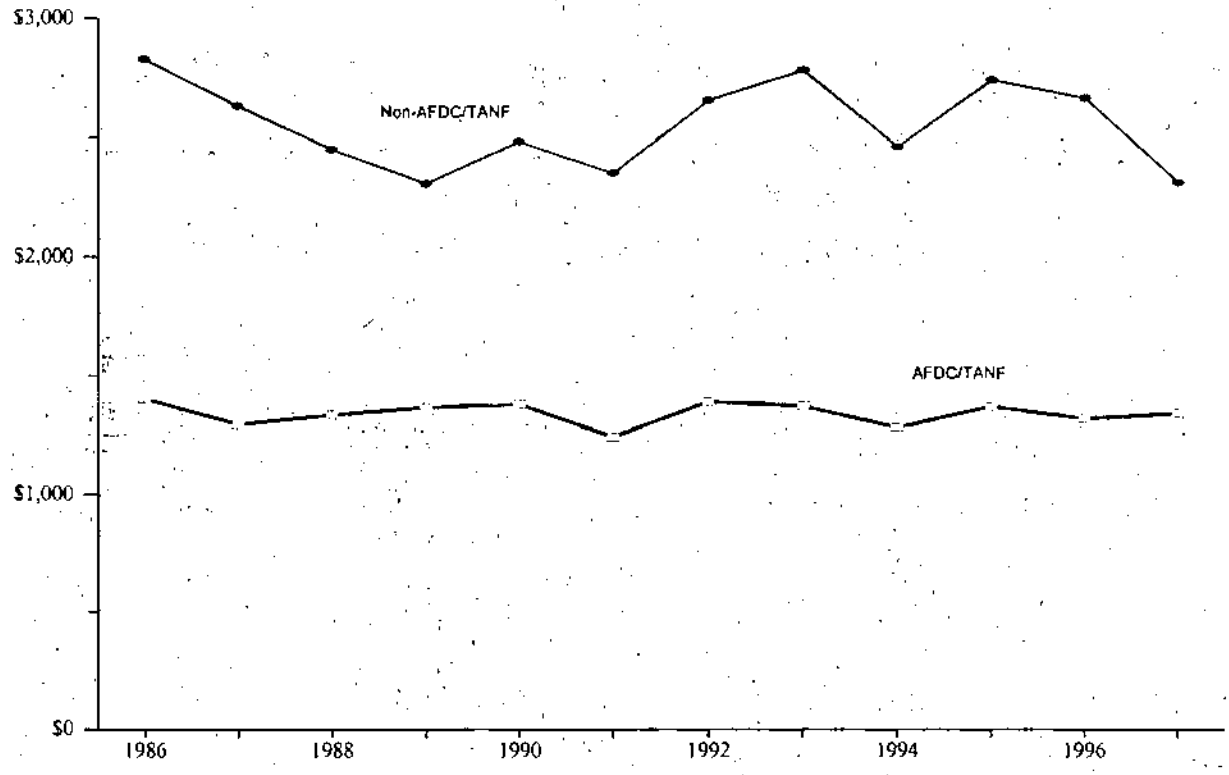
Table ECON 4a. Total, Non-AFDC/TANF, and AFDC/TANF Title IV-D Child Support Collections: 1978-98

	Total Collections (in millions)						
	Total		AFDC/TANF Collections				
Fiscal Year	Current Dollars	Constant '98 Dollars	Total	Payments to AFDC/TANF Families	Federal & State Share of Collections	Non-AFDC/TANF Collections	Total IV-D Administrative Expenditures
1978	$1,047	$2,568	$472	$13	$459	$575	$312
1979	1,333	3,002	597	12	584	736	383
1980	1,478	2,985	603	10	593	874	466
1981	1,629	2,996	671	12	659	958	526
1982	1,771	3,040	786	15	771	985	612
1983	2,024	3,337	880	15	865	1,144	691
1984	2,378	3,756	1,000	17	983	1,378	723
1985	2,694	4,103	1,090	189	901	1,604	814
1986	3,249	4,821	1,225	275	955	2,019	941
1987	3,917	5,660	1,349	278	1,070	2,569	1,066
1988	4,605	6,403	1,486	289	1,188	3,128	1,171
1989	5,241	6,942	1,593	307	1,286	3,648	1,363
1990	6,010	7,584	1,750	334	1,416	4,260	1,606
1991	6,886	8,271	1,984	381	1,603	4,902	1,804
1992	7,964	9,285	2,259	435	1,824	5,705	1,995
1993	8,907	10,080	2,416	446	1,971	6,491	2,241
1994	9,850	10,860	2,550	457	2,093	7,300	2,556
1995	10,827	11,614	2,689	474	2,215	8,138	3,012
1996	12,020	12,545	2,855	480	2,375	9,165	3,055
1997	13,364	13,581	2,843	157	2,685	10,521	3,432
1998	14,348	14,348	2,650	152	2,498	11,698	3,589

Note: Not all states report current child support collections in all years. Constant dollar adjustments to the 1998 level were made using a CPI-U-X1 fiscal year average price index.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Preliminary Child Support Enforcement FY 1998 Data Report*, 1999 (and earlier years), Washington, DC.

Figure ECON 4b. Average Annual Child Support Enforcement Payments for Current Support by Non-Custodial Parents with an Obligation and Payment (1997 Dollars): 1986-97



Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Preliminary Child Support Enforcement FY 1997 Data Report*, 1998, and *Twentieth Annual Report to Congress, for the period ending September 30, 1995* (and earlier years), Washington, DC.

- Average payments on behalf of families not receiving AFDC/TANF have, over time, been about twice as large as those payments for families receiving AFDC/TANF, as shown in Figure ECON 4b. (Note that many families not on AFDC/TANF may have received AFDC/TANF sometime in the past.)
- Although current dollar annual payments on behalf of AFDC/TANF and non-AFDC/TANF families have increased by more than 40 percent between FY 1986 and FY 1997, when converted to constant dollars, average payments have not quite kept pace with inflation (as shown in Table ECON 4b and Figure ECON 4b).

Table ECON 4b. Average Annual Child Support Enforcement Payments for Current Support by Non-Custodial Parents with an Obligation and Payment (Nominal and 1997 Dollars): 1986-97

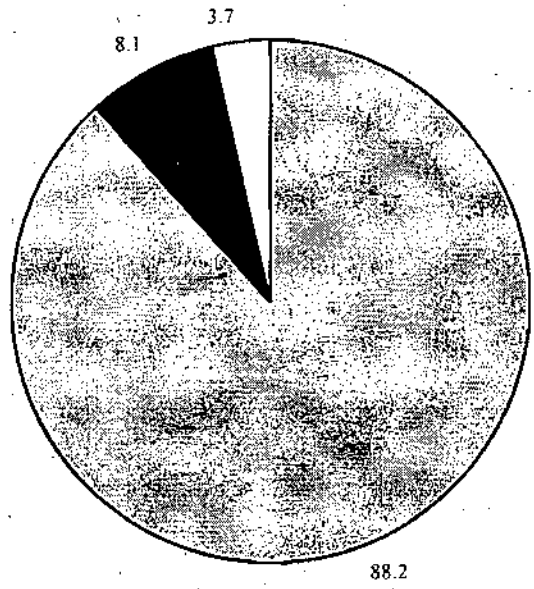
	AFDC/TANF		Non-AFDC/TANF		Total		
Fiscal Year	Current Dollars	Constant '97 Dollars	Current Dollars	Constant '97 Dollars	Current Dollars	Constant '97 Dollars	F.Y. CPI-U
1986	$959	$1,402	$1,936	$2,830	$1,433	$2,095	109.3
1987	910	1,294	1,851	2,632	1,416	2,013	112.4
1988	975	1,332	1,793	2,449	1,468	2,005	117.0
1989	1,046	1,363	1,770	2,307	1,457	1,899	122.6
1990	1,110	1,378	1,998	2,481	1,672	2,076	128.7
1991	1,049	1,240	1,989	2,351	1,711	2,022	135.2
1992	1,210	1,388	2,314	2,655	1,919	2,201	139.3
1993	1,230	1,370	2,498	2,782	1,990	2,216	143.5
1994	1,178	1,278	2,266	2,458	1,889	2,049	147.3
1995	1,294	1,366	2,595	2,739	2,167	2,287	151.4
1996	1,280	1,315	2,591	2,661	2,152	2,210	155.6
1997	1,361	1,361	2,315	2,315	2,118	2,118	159.8
1986-97							
– change	$402	-$27	$379	-$515	$685	$23	50.5
– percent	*41.9%*	*-1.9%*	*19.6%*	*-18.2%*	*47.8%*	*1.1%*	*46.2%*

Note: Data for 1997 are preliminary and do not include information from Florida, Hawaii, Tennessee, and Wisconsin.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Child Support Enforcement, *Preliminary Child Support Enforcement FY 1997 Data Report*, 1998, and *Twentieth Annual Report to Congress, for the period ending September 30, 1995* (and earlier years), Washington, DC.

ECONOMIC SECURITY RISK FACTOR 5. FOOD INSECURITY

Figure ECON 5. Percentage of Households Classified as Food Insecure: 1998



Food Secure ■ Food Insecure Without Hunger □ Food Insecure With Hunger

Source: U.S. Dept. of Agriculture, ERS, calculations using data August 1998 CPS Food Security Supplement.

- A large majority (88 percent) of American households was food secure in 1998 – that is, showed little or no evidence of concern about food supply or reduction in food intake.
- Approximately 12 percent of households experienced food insecurity (not being able to afford enough food) at some level during 1998. More than two-thirds of the food insecure households were without hunger, meaning that although food insecurity was evident in their concerns and in adjustments to household food management, little or no reduction in food intake was reported.
- Less than 4 percent of all households were classified as food insecure with hunger. Thus, one or more members of these households were estimated to have experienced reduced food intake and hunger as a result of financial constraints in 1998.
- As shown in Table ECON 5, households with children under 18 were more likely than households with elderly but no children to experience food insecurity in 1998 (17.6 percent compared to 5.4 percent).
- Households with income below poverty had a higher rate of food insecurity (38 percent) than the 12 percent rate among the general population. Only 5 percent of families with incomes at or above 185 percent of the poverty level showed evidence of food insecurity.

Table ECON 5. Percentage of Households Classified as Food Insecure, by Selected Characteristics: 1998

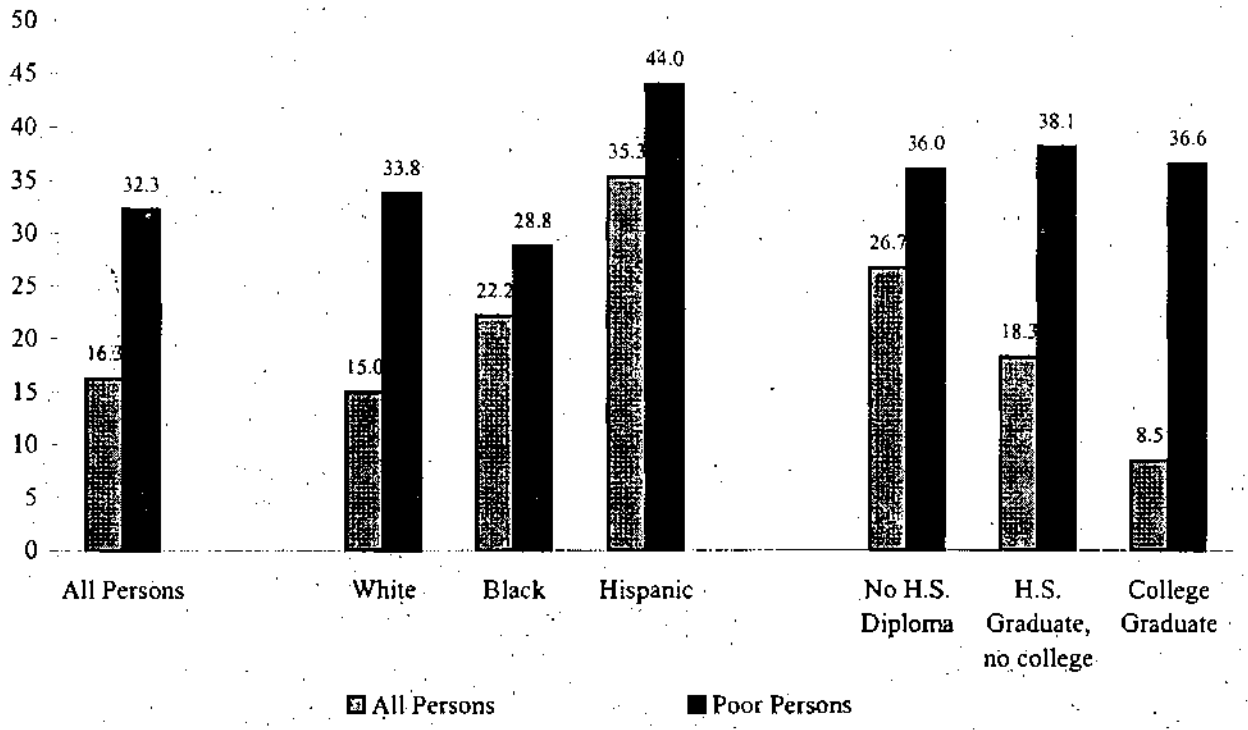
	Food Secure	Food Insecure Without Hunger	Food Insecure With Hunger
All Households	**88.2**	**8.1**	**3.7**
Racial Categories			
Non-Hispanic White	91.7	5.6	2.6
Non-Hispanic Black	75.7	15.8	8.5
Hispanic	75.0	18.2	6.8
Non-Hispanic Other	86.5	9.8	3.6
Households, by Age and Race			
Households with Children Under 6	81.2	14.8	4.0
Non-Hispanic White	87.3	10.2	2.5
Non-Hispanic Black	66.6	24.9	8.5
Hispanic	69.8	24.6	5.6
Households with Children Under 18	82.4	13.3	4.3
Non-Hispanic White	87.7	9.3	3.0
Non-Hispanic Black	69.1	22.5	8.4
Hispanic	69.2	23.8	7.0
Households with Elderly but No Children	94.6	3.7	1.7
Non-Hispanic White	96.4	2.6	1.0
Non-Hispanic Black	82.4	11.3	6.3
Hispanic	84.1	9.4	6.5
Households with Children, by Family Structure			
Married Couple Families	88.5	9.4	2.1
Female Head, No Spouse	64.6	24.8	10.6
Male Head, No Spouse	80.2	14.3	5.5
Household Income-to-Poverty Ratio			
Under 0.50	58.1	25.7	16.2
Under 1.00	61.9	24.4	13.6
Under 1.30	65.7	22.4	11.9
Under 1.85	72.0	18.7	9.3
1.85 and over	94.9	3.8	1.4

Note: Food secure households show little or no evidence of concern about food supply or reduction in food intake. Households classified as food insecure without hunger report food-related concerns, adjustments to household food management, and reduced variety and desirability of diet but report little or no reduction in food intake. Households classified as food insecure with hunger report reduced food intake and hunger, among adults at moderate levels of severity, and extending to children in households with more severe levels of hunger.

Source: U.S. Department of Agriculture, Economic Research Service, calculations using data from the CPS Food Security Supplement, August 1998.

ECONOMIC SECURITY RISK FACTOR 6. LACK OF HEALTH INSURANCE

Figure ECON 6. Percentage of Persons without Health Insurance, by Income: 1998



Source: U.S. Bureau of the Census, Current Population Survey, March 1999.

- Poor persons were twice as likely as all persons to be without health insurance in 1998 (32 percent compared to 16 percent). While the ratio varied across categories, poor persons with family income at or below the poverty line were more likely to be without health insurance regardless of race, gender, educational attainment, or age.

- Hispanics were the racial/ethnic group least likely to have health insurance in 1998, both among the general population and those with incomes below the poverty line. While whites in general were more likely to have insurance than blacks, poor blacks were more likely to have insurance than poor whites.

- Among all persons, amount of education was inversely related to health insurance coverage, as shown in Table ECON 6. However, among poor persons, college graduates were just as likely to be without health insurance as those without a high school diploma.

- As shown in Table ECON 6, individuals ages 18 to 34 are the most likely to be without health insurance, among both the general population and the poor population. Nearly half of all 18 to 34 year-olds with incomes below the poverty line had no health insurance in 1998.

Table ECON 6. Percentage of Persons without Health Insurance, by Income and Selected Characteristics: 1998

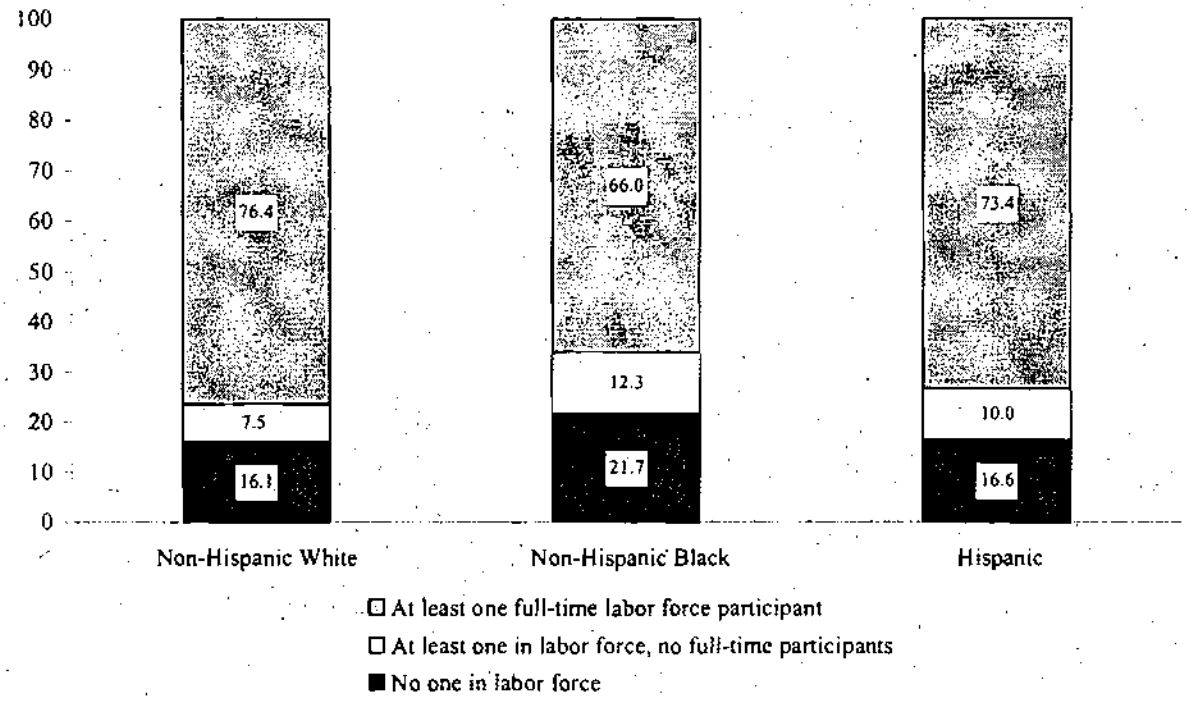
	All Persons	Poor Persons
All Persons	**16.3**	**32.3**
Male	17.3	35.7
Female	15.3	29.9
White	15.0	33.8
Black	22.2	28.8
Hispanic	35.3	44.0
No H.S. Diploma	26.7	36.0
H.S. Graduate, no college	18.3	38.1
College Graduate	8.5	36.6
Age 18 and under	15.4	25.2
Ages 18 – 24	30.0	46.7
Ages 25 – 34	23.7	49.2
Ages 35 – 44	17.2	43.5
Ages 45 – 64	14.2	34.6
Age 65 and over	1.1	3.2

Note: Persons of Hispanic ethnicity may be of any race.

Source: U.S. Bureau of the Census, "Health Insurance Coverage: 1998," *Current Population Reports*, Series P60-208, 1999.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 1. LABOR FORCE ATTACHMENT

Figure WORK 1. Percentage of Individuals in Families with Labor Force Participants, by Race: 1995



Source: Unpublished data from the SIPP, 1993 panel.

- In 1995, most individuals, regardless of race, lived in families with at least one person participating in the labor force on a full-time basis.

- Non-Hispanic blacks were more likely than Hispanics or non-Hispanic whites to live in families with no one in the labor force in 1995 (22 percent compared to 16 and 17 percent, respectively).

- Working-age women were more likely than working-age men to live in families with no one in the labor force, as shown in Table WORK 1a.

- Overall measures of labor force attachment have remained relatively steady over time, as shown in Table WORK 1b.

- Levels of labor force attachment are lower for welfare recipients than for the general population. For example, 22 percent of AFDC recipients, as compared with 75 percent of the general population, lived in families with at least one full-time labor force participant in 1995 (according to data shown in Figure IND 4a, in Chapter II, and Table WORK 1a). Note, however, that labor force participation of AFDC recipients has risen in recent years.

Table WORK 1a. Percentage of Individuals in Families with Labor Force Participants, by Race and Age: 1995

	No one in LF	At least one in LF No one FT	At least one FT LF Participant
All Persons	**16.6**	**8.5**	**74.9**
Racial Categories			
Non-Hispanic White	16.1	7.5	76.4
Non-Hispanic Black	21.7	12.3	66.0
Hispanic	16.6	10.0	73.4
Age Categories			
Children Ages 0 – 5	11.4	8.3	80.3
Children Ages 6 – 10	11.9	8.7	79.4
Children Ages 11 – 15	9.9	9.1	81.0
Women Ages 16 – 64	10.1	9.0	80.9
Men Ages 16 – 64	6.5	7.1	86.4
Adults Age 65 and over	72.0	10.1	17.8

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

Source: Unpublished data from the SIPP, 1993 panel.

Table WORK 1b. Percentage of Individuals in Families with Labor Force Participants: Selected Years

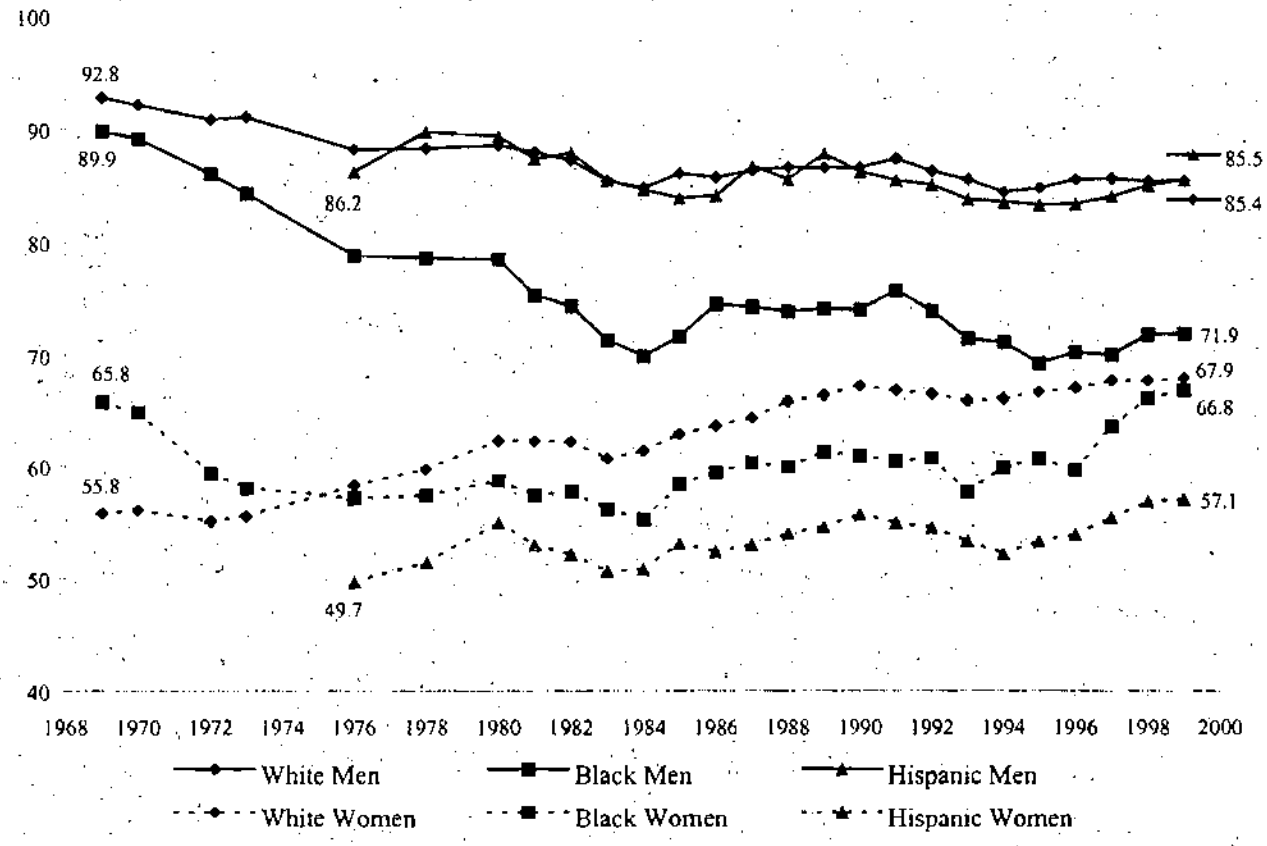
	No one in LF	At least one in LF No one FT	At least one FT LF Participant
1987	15.7	8.3	76.0
1988	15.5	7.7	76.8
1990	15.8	7.8	76.4
1991	16.2	8.6	75.2
1992	16.0	9.7	74.2
1993	16.3	9.5	74.2
1994	16.7	9.1	74.3
1995	16.6	8.5	74.9

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

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

EMPLOYMENT AND WORK-RELATED RISK FACTOR 2. EMPLOYMENT AMONG THE LOW-SKILLED

Figure WORK 2. Percentage of All Persons Ages 18 to 65 with No More than a High School Education Who Were Employed: 1969-99



Source: ASPE tabulations of March Current Population Surveys.

- Between 1969 and 1984, the percentage of low-skilled men who were employed dropped significantly, with the largest decline among black men. During this time period, the percentage of black men with no more than a high school education who were employed dropped 20 percentage points; for low-skilled white men, employment rates dropped 8 percentage points.
- Since 1984, employment levels for white and Hispanic men with a high school education or less have leveled off, hovering close to 85 percent. Employment levels for low-skilled black men have fluctuated over the past fifteen years, rising as high as 76 percent in 1991, and falling as low as 69 percent in 1995.
- In 1999, only 72 percent of black men with no more than a high school education were working compared to 85 to 86 percent of similarly educated white and Hispanic men.
- In 1999, employment rates for black women with no more than a high school diploma were at an all-time high of 67 percent, nearly identical to the 68 percent for white women.

Table WORK 2. Percentage of All Persons Ages 18 to 65 with No More than a High School Education Who Were Employed: 1969-99

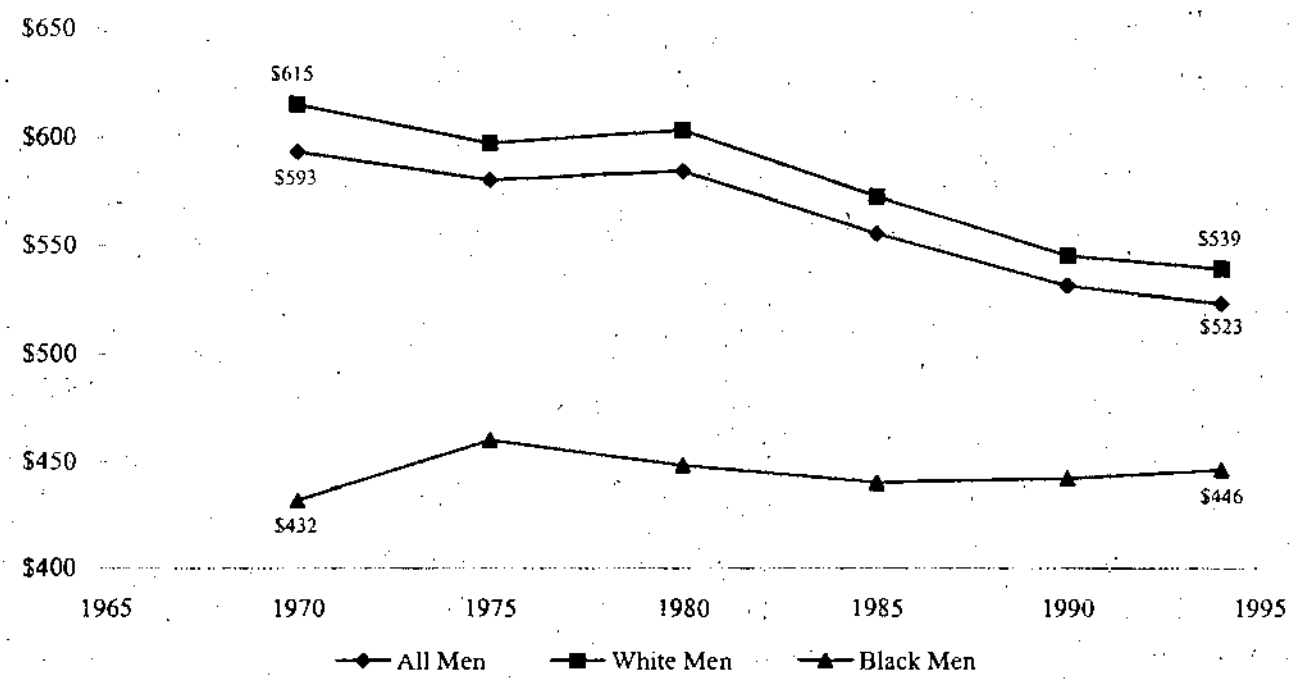
	Men			Women		
Year	White	Black	Hispanic	White	Black	Hispanic
1969	92.8	89.9	N/A	55.8	65.8	N/A
1970	92.1	89.2	N/A	56.1	64.9	N/A
1972	90.9	86.1	N/A	55.2	59.4	N/A
1973	91.1	84.3	N/A	55.6	58.1	N/A
1976	88.2	78.8	86.2	58.3	57.2	49.7
1978	88.3	78.6	89.8	59.8	57.4	51.4
1980	88.6	78.5	89.4	62.3	58.7	55.0
1981	88.0	75.3	87.4	62.3	57.4	53.0
1982	87.3	74.4	87.9	62.3	57.7	52.1
1983	85.4	71.3	85.4	60.7	56.2	50.6
1984	84.8	69.9	84.6	61.4	55.3	50.8
1985	86.1	71.6	83.9	62.9	58.4	53.1
1986	85.7	74.5	84.1	63.7	59.4	52.4
1987	86.3	74.2	86.7	64.4	60.3	53.0
1988	86.6	73.9	85.6	65.8	59.9	54.0
1989	86.5	74.1	87.8	66.4	61.3	54.6
1990	86.6	74.0	86.2	67.2	60.9	55.8
1991	87.4	75.6	85.4	66.8	60.4	55.0
1992	86.2	73.9	85.0	66.5	60.7	54.6
1993	85.5	71.4	83.7	65.9	57.8	53.3
1994	84.4	71.1	83.5	66.1	59.9	52.2
1995	84.7	69.3	83.2	66.6	60.7	53.3
1996	85.5	70.2	83.3	67.0	59.7	53.9
1997	85.6	70.0	84.0	67.7	63.6	55.4
1998	85.3	71.8	85.0	67.7	66.1	56.9
1999	85.4	71.9	85.5	67.9	66.8	57.1

Note: All data reflect employment rates for March of the given year. White and Black includes those of Hispanic origin for all years. Hispanic was not available until 1975.

Source: ASPE tabulations of March Current Population Surveys.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 3. EARNINGS OF LOW-SKILLED WORKERS

Figure WORK 3. Mean Weekly Wages of Men Working Full-Time, Full-Year with No More than a High School Education, by Race (1995 Dollars): 1970-94



Source: Blank, R., *It Takes a Nation*, 1997.

- Mean weekly wages for full-time work by men with no more than a high school diploma have decreased in real terms over the past quarter of a century. In 1970, the mean weekly wage for low-skilled men working full-time was $593 (in 1995 dollars); the comparable wage in 1994 was $523, representing a decrease of 12 percent.
- A large gap exists between mean weekly wages for white and black men with low education levels, although it has been narrowing over time. In 1970, the mean weekly wage for low-skilled black men working full-time was $432 (in 1995 dollars), or 70 percent of the $615 average for white men. In 1994, full-time working black men with no more than a high school education received 82 percent of the weekly wages of white men, or a mean wage of $446, compared to a mean wage for white men of $539. The narrowing of this gap is predominantly a result of the declining value of white men's mean wages.

Table WORK 3. Mean Weekly Wages of Men Working Full-Time, Full-Year with No More than a High School Education, by Race (1995 Dollars): 1970-94

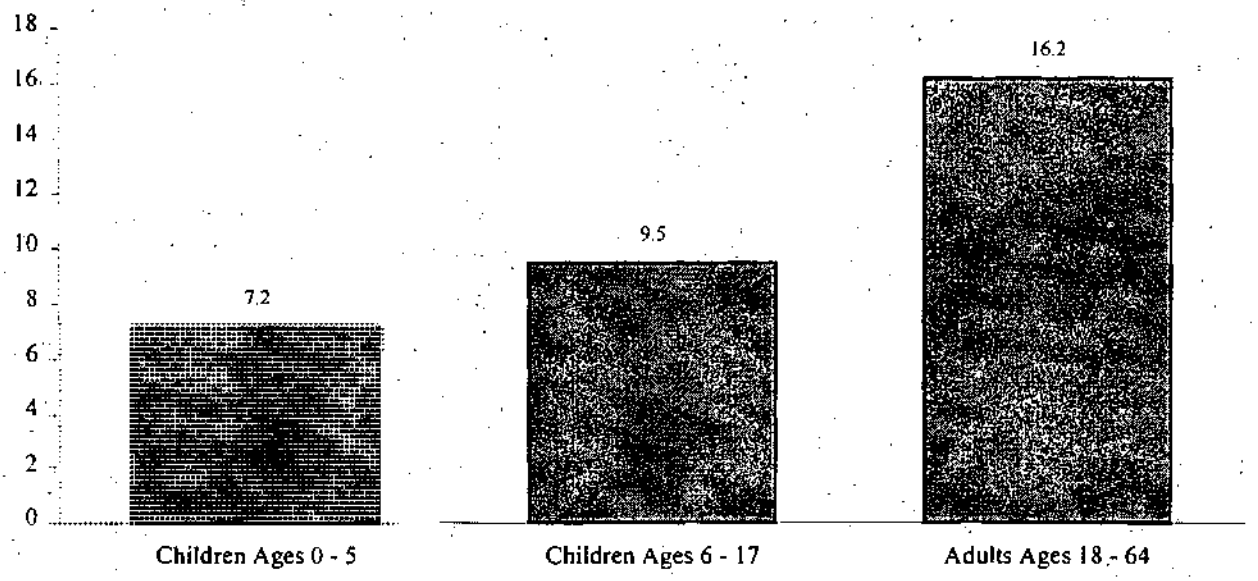
	1970	1975	1980	1985	1990	1994
All Men	**$593**	**$580**	**$584**	**$555**	**$531**	**$523**
White Men	615	597	603	572	545	539
Black Men	432	460	448	440	442	446

Note: Full-time, full-year workers work at least 48 weeks per year and 35 hours per week. These data have been weighted to create an average for all men with no more than a high school diploma using population numbers from U.S. Bureau of the Census, *Current Population Reports*, Series P-20. The population weights were calculated for 1970, 1980, and 1990. Other year weights were calculated using linear extrapolation.

Source: Blank, R., *It Takes a Nation*, 1997.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 4. ADULT/CHILD DISABILITY

Figure WORK 4. Percentage of the Population Reporting a Disability, by Age: 1994



Source: Unpublished data from the 1994 National Health Interview Survey on Disability, Phase I; 1994 NHIS, and 1994 Family Resources Supplement.

- In 1994, adults ages 18 to 64 were more likely than school-age children to have a functional disability, and school-age children were in turn more likely to have a functional disability than younger children.

- Among the non-elderly population, disability rates were the same for non-Hispanic whites and non-Hispanic blacks (15 percent), but lower for Hispanics (11 percent), as shown in Table WORK 4.

- While adults were more likely to report a functional disability than children, a higher percentage of children than adults were actually recipients of disability program benefits in 1994, as shown in the bottom panel of Table WORK 4.

Table WORK 4. Percentage of the Population Reporting a Disability, by Race and Age: 1994

	Functional Disability
All Persons under 65 Years	13.9
Racial Categories	
(Persons under 65 Years)	
Non-Hispanic White	14.5
Non-Hispanic Black	14.5
Hispanic	11.3
Age Categories	
Children Ages 0 - 5	7.2
Children Ages 6 – 17	9.5
Adults Ages 18 – 64	16.2
Adults 65 and over	51.0
All Persons, All Ages	18.3

Functional, Work, Perceived, or Program Disability

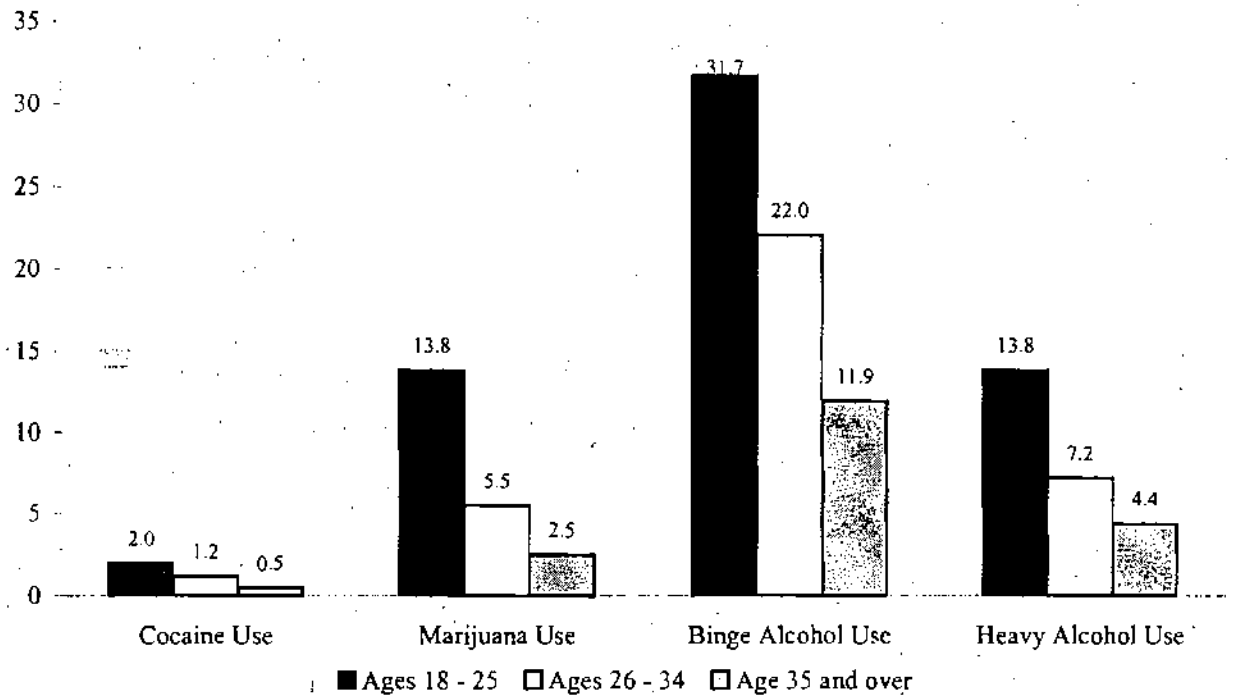
	Functional Disability	Work Disability	Perceived Disability	Disability Program Recipient
Children Age 0 - 17	8.7	NA	2.8	6.7
Adults Age 18 - 64	16.2	10.7	7.0	5.7

Note: Functional disability only includes those disabilities expected to last at least 12 months. Functional disabilities were defined as either: (1) limitations in or inability to perform a variety of physical activities (i.e. walking, lifting, reaching); (2) serious sensory impairments (i.e. inability to read newsprint even with glasses or contact lenses); (3) serious symptoms of mental illness (i.e. frequent depression or anxiety; frequent confusion, disorientation, or difficulty remembering) which has seriously interfered with life for the last year; (4) use of selected assistive devices (i.e. wheelchairs, scooters, walkers); (5) developmental delays for children identified by a physician (i.e. physical, learning); (6) for children under 5, inability to perform age-appropriate functions (i.e. sitting up, walking); and, (7) long-term care needs. Work disability is defined as limitations in or the inability to work as a result of a physical, mental or emotional health condition. Perceived disability is a new disability measure based on the Americans with Disabilities Act (ADA) and includes individuals who were perceived by themselves or others as having a disability. Disability program recipients include persons covered by Supplemental Security Income (SSI), Social Security Disability Insurance (SSDI), Special Education Services, Early Intervention Services, and/or disability pensions.

Source: Unpublished data from the 1994 National Health Interview Survey on Disability, Phase I; 1994 NHIS, and 1994 Family Resources Supplement.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 5. ADULT ALCOHOL AND SUBSTANCE ABUSE

Figure WORK 5. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol: 1998



Source: U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, National Household Survey on Drug Abuse.

- In 1998, young adults (ages 18 to 25) were more likely than other adults to report cocaine use, marijuana use, or alcohol abuse in the past month. Over one-eighth (13.8 percent) of adults 18 to 25 reported using marijuana in the past month, compared with 5.5 percent of adults 26 to 34 and 2.5 percent of adults 35 and older. The age differences were somewhat less pronounced for cocaine use and alcohol abuse.

- The percentages of persons reporting binge alcohol use were significantly larger than the percentages for all other reported behaviors, across all age groups and for all years with reports on alcohol use, as shown in Table WORK 5.

- As shown in Table WORK 5, use of marijuana and cocaine has decreased across all age groups over time. For example, reported cocaine use among adults ages 18 to 25 fell from 10 percent in 1979 to 2 percent in 1998; marijuana use fell from 36 percent to 14 percent over the same time period. Alcohol abuse, however, has remained relatively consistent over time for all age groups.

Table WORK 5. Percentage of Adults Who Used Cocaine or Marijuana or Abused Alcohol: Selected Years

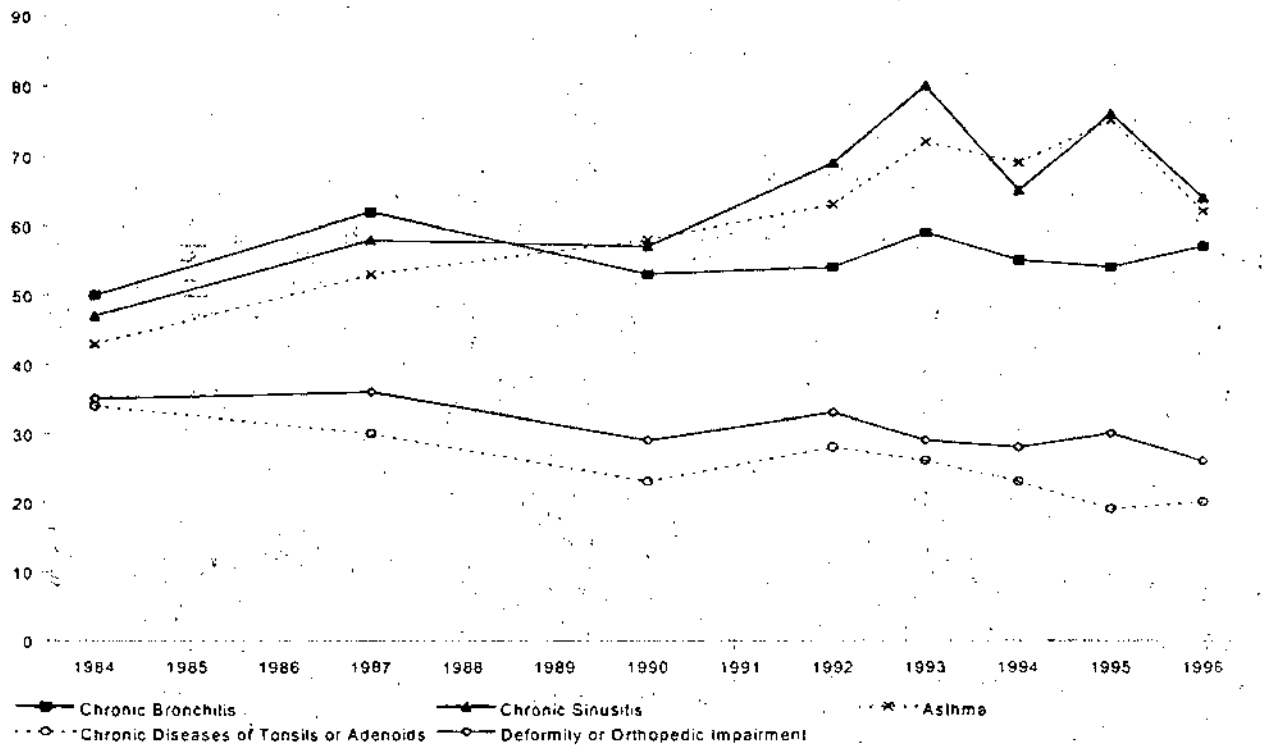
	1979	1985	1988	1991	1994	1996	1997	1998
Cocaine								
Ages 18 - 25	9.9	8.1	4.8	2.2	1.2	2.0	1.2	2.0
Ages 26 - 34	3.0	6.3	2.8	1.9	1.3	1.5	0.9	1.2
Age 35 and over	0.2	0.5	0.4	0.5	0.4	0.4	0.5	0.5
Marijuana								
Ages 18 - 25	35.6	21.7	15.3	12.9	12.1	13.2	12.8	13.8
Ages 26 - 34	19.7	19.0	12.3	7.7	6.9	6.3	6.0	5.5
Age 35 and Above	2.9	2.6	1.8	2.6	2.3	2.0	2.6	2.5
Binge Alcohol Use								
Ages 18 - 25	N/A	34.4	28.2	31.2	33.6	32.0	28.0	31.7
Ages 26 - 34	N/A	27.5	19.7	21.5	24.0	22.8	23.1	22.0
Age 35 and Above	N/A	12.9	9.7	10.1	11.8	11.3	11.7	11.9
Heavy Alcohol Use								
Ages 18 - 25	N/A	13.8	12.0	15.2	13.2	12.9	11.1	13.8
Ages 26 - 34	N/A	11.5	7.1	7.9	8.0	7.1	7.5	7.2
Age 35 and Above	N/A	5.2	4.0	4.4	4.8	3.8	4.0	4.4

Note: Cocaine and marijuana use is defined as use during the past month. "Binge" Alcohol Use is defined as drinking five or more drinks on the same occasion on at least one day in the past 30 days. "Occasion" means at the same time or within a couple hours of each other. Heavy Alcohol Use is defined as drinking five or more drinks on the same occasion on each of five or more days in the past 30 days; all Heavy Alcohol Users are also "Binge" Alcohol Users.

Source: U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, National Household Survey on Drug Abuse.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 6. CHILDREN'S HEALTH CONDITIONS

Figure WORK 6. Selected Chronic Health Conditions per 1,000 Children Ages 0 – 17: Selected Years



Source: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, *Trends in the Well-Being of America's Children and Youth: 1998*. Table HC 2.5

- Respiratory conditions were the most prevalent chronic health conditions experienced by children ages 0 to 17 throughout the time period, especially chronic sinusitis and asthma.

- Rates for asthma show some year-to-year variation, but were higher in the mid-1990s (62 to 75 children per thousand) than in the mid-1980s (43 to 53 children per thousand).

- Like rates for asthma, the prevalence of chronic sinusitis has both increased and showed considerable year-to-year variation. The rate increased from 47 children per thousand in 1984 to a peak rate of 80 per thousand in 1993. The rate for 1996 was 64 children per thousand.

- In 1996, 26 children per thousand had a deformity or orthopedic impairment, down from a high of 36 children per thousand in 1987.

- The rate for heart disease among children has ranged from a low of 18 per thousand in 1994 to a high of 24 per thousand in 1996, with no clear trend. See Table WORK 6.

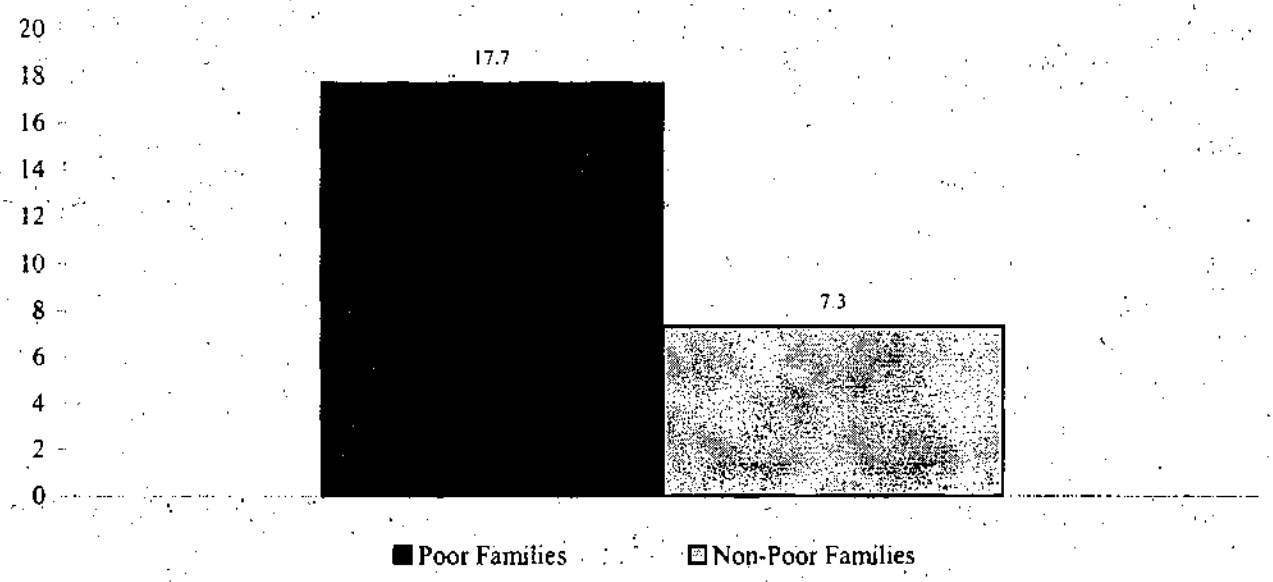
Table WORK 6. Selected Chronic Health Conditions per 1,000 Children Ages 0 – 17: Selected Years

	1984	1987	1990	1992	1993	1994	1995	1996
Respiratory Conditions								
Chronic Bronchitis	50	62	53	54	59	55	54	57
Chronic Sinusitis	47	58	57	69	80	65	76	64
Asthma	43	53	58	63	72	69	75	62
Chronic Diseases of Tonsils or Adenoids	34	30	23	28	26	23	19	20
Impairments								
Deformity or Orthopedic Impairment	35	36	29	33	29	28	30	26
Speech Impairment	16	19	14	21	20	21	18	16
Hearing Impairment	24	16	21	15	17	18	15	13
Visual Impairment	9	10	9	10	7	9	7	6
Other Conditions								
Heart Disease	23	22	19	19	20	18	19	24
Anemia	11	8	10	11	9	12	7	5
Epilepsy	7	4	4	3	5	5	4	5

Source: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, *Trends in the Well-Being of America's Children and Youth: 1998.* Table HC 2.5.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 7. CHILD CARE EXPENDITURES

Figure WORK 7. Percentage of Monthly Income Spent on Child Care for Preschoolers by Families with Employed Mothers: 1993



Source: U.S. Bureau of the Census, "What Does It Cost to Mind Our Preschoolers," *Current Population Reports*, Series P70-52, 1995.

- Poor families with employed mothers of preschoolers spent a much larger percentage of their monthly family income on child care in 1993 relative to non-poor families with employed mothers (18 percent compared to 7 percent).

- As shown in Table WORK 7, employed single mothers (no husband present) spent a larger percentage of their monthly family income on child care expenses than did employed married mothers (12 percent compared to 7 percent).

- Employed mothers who received assistance from AFDC, WIC or food stamps spent a larger percentage of their total monthly family income on child care relative to non-recipients (13 percent compared to 7 percent). Among recipients of these programs, AFDC recipients spent the largest percentage (17 percent) of their monthly family income on child care, as shown in Table WORK 7.

Table WORK 7. Percentage of Monthly Income Spent on Child Care for Preschoolers by Families with Employed Mothers, by Selected Characteristics: 1993

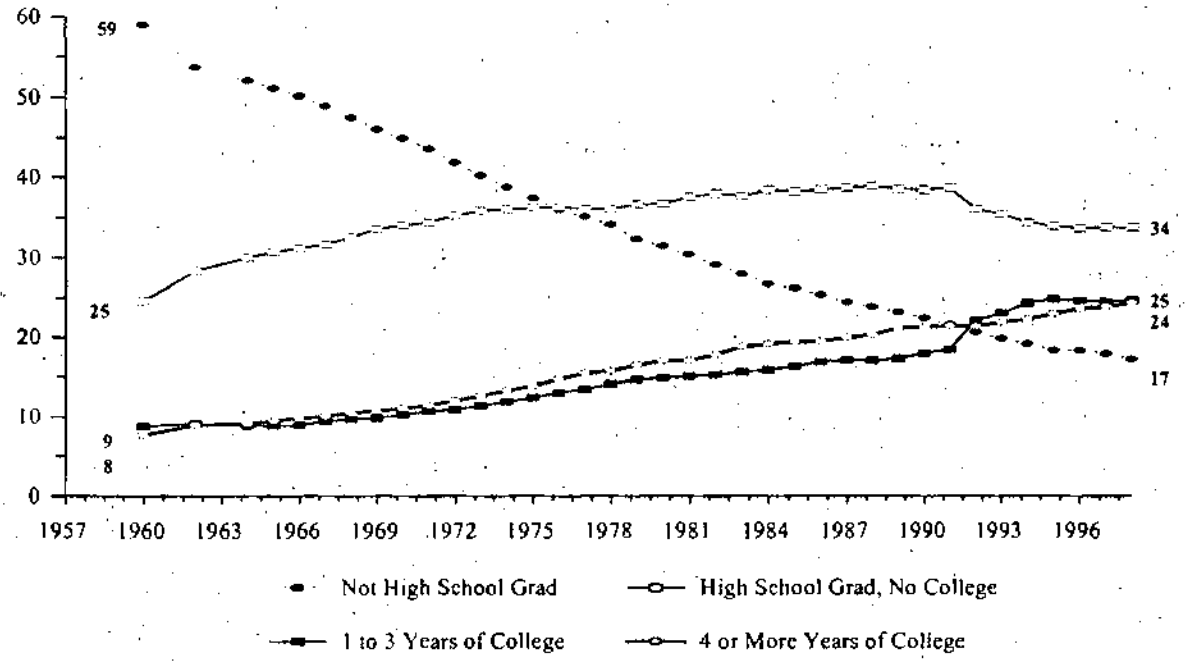
All Families	7.6
Racial Categories	
Non-Hispanic White	7.4
Non-Hispanic Black	8.5
Hispanic	9.0
Marital Status	
Married, Husband Present	7.0
Widowed, Separated, Divorced	12.3
Never Married	12.5
Poverty Status	
Poor	17.7
Non-Poor	7.3
Program Participation	
Recipients	12.8
AFDC	17.1
WIC	12.3
Food Stamps	14.6
Non-Recipients	7.3

Note: Non-recipients are those in families not receiving AFDC, general assistance, food stamps or WIC.

Source: U.S. Bureau of the Census, "What Does It Cost to Mind Our Preschoolers," *Current Population Reports*, Series P70-52, 1995.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 8. EDUCATIONAL ATTAINMENT

Figure WORK 8. Percentage of Adults Age 25 and Over, by Level of Educational Attainment: 1960-98



Source: U.S. Bureau of the Census, Education and Social Stratification Branch, Historical Tables, "Table A-1. Years of School Completed by People 25 Years Old and Over, by Age and Sex: Selected Years 1940 to 1998," Internet Release date: December 10, 1998.

- Since 1960 there has been a marked decline in the percentage of the population who has not earned a high school diploma, from 59 percent in 1960 to 17 percent in 1998.
- The percentage of the population receiving a high school education but with no subsequent college was 25 percent in 1960 and rose to 39 percent in 1988. Since then it has fallen to 34 percent, although some of this decline is a result of a change in the survey methodology in 1992 (see note to Table WORK 8).
- Between 1960 and 1990, the percentage of the population with some college (one to three years), more than doubled, from 9 percent to 18 percent. The apparent jump in 1992 is a result of a change in the survey methodology (see note to Table WORK 8), but the trend continues upward, reaching 25 percent in 1998.
- The percentage of the population completing four or more years of college more than tripled from 1960 to 1998, rising steadily from 8 percent to 24 percent.

Table WORK 8. Percentage of Adults Age 25 and Over, by Level of Educational Attainment: Selected Years

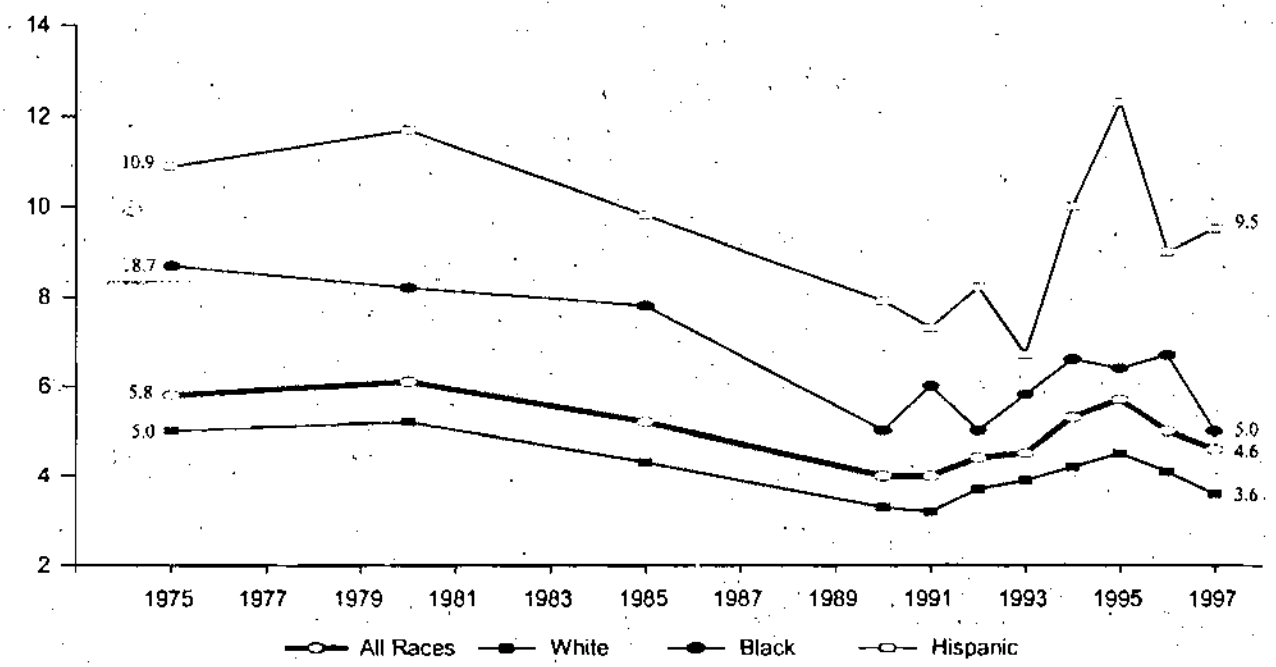
Year	Not a High School Graduate	Finished High School, No College	One to Three Years Of College	Four or More Years Of College
1940	76	14	5	5
1950	67	20	7	6
1960	59	25	9	8
1965	51	31	9	9
1970	45	34	10	11
1975	37	36	12	14
1980	31	37	15	17
1981	30	38	15	17
1982	29	38	15	18
1983	28	38	16	19
1984	27	38	16	19
1985	26	38	16	19
1986	25	38	17	19
1987	24	39	17	20
1988	24	39	17	20
1989	23	38	17	21
1990	22	38	18	21
1991	22	39	18	21
1992	21	36	22	21
1993	20	35	23	22
1994	19	34	24	22
1995	18	34	25	23
1996	18	34	25	24
1997	18	34	24	24
1998	17	34	25	24

Note: Completing the GED is not considered completing high school within this table. Beginning with data for 1992, a new survey question results in different categories than for prior years. Data shown as Finished High School, No College was previously from the category "High School, 4 years" and is now from the category "High School Graduate." Data shown as One to Three Years of College was previously from the category "College 1 to 3 years" and is now the sum of the categories: "Some College" and two separate "Associate Degree" categories. Data shown as Four or more Years of College was previously from the category "College 4 years or more," and is now the sum of the categories: "Bachelor's Degree," "Master's Degree," "Doctorate Degree," and "Professional Degree."

Source: U.S. Bureau of the Census, Education and Social Stratification Branch, Historical Tables, "Table A-1. Years of School Completed by People 25 Years Old and Over, by Age and Sex: Selected Years 1940 to 1998," Internet Release date: December 10, 1998.

EMPLOYMENT AND WORK-RELATED RISK FACTOR 9. HIGH-SCHOOL DROPOUT RATES

Figure WORK 9. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year, by Race: 1975-97



Source: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, *Trends in the Well-Being of America's Children and Youth: 1998*. Table EA 1.4.

- After declining steadily during the 1980s, dropout rates for teens in grades 10 to 12 began rising, from a total dropout rate of 4.0 percent in 1991 to a peak of 5.7 percent in 1995. The overall rate has declined since then, dropping to 4.6 percent in 1997.

- Among races, dropout rates are highest for Hispanic teens over time. In 1997, the dropout rate was 9.5 percent for Hispanic teens, compared to 5.0 percent for black teens and 3.6 percent for white teens.

Table WORK 9. Percentage of Students Enrolled in Grades 10 to 12 in the Previous Year Who Were Not Enrolled and Had Not Graduated in the Survey Year, by Race: Selected Years

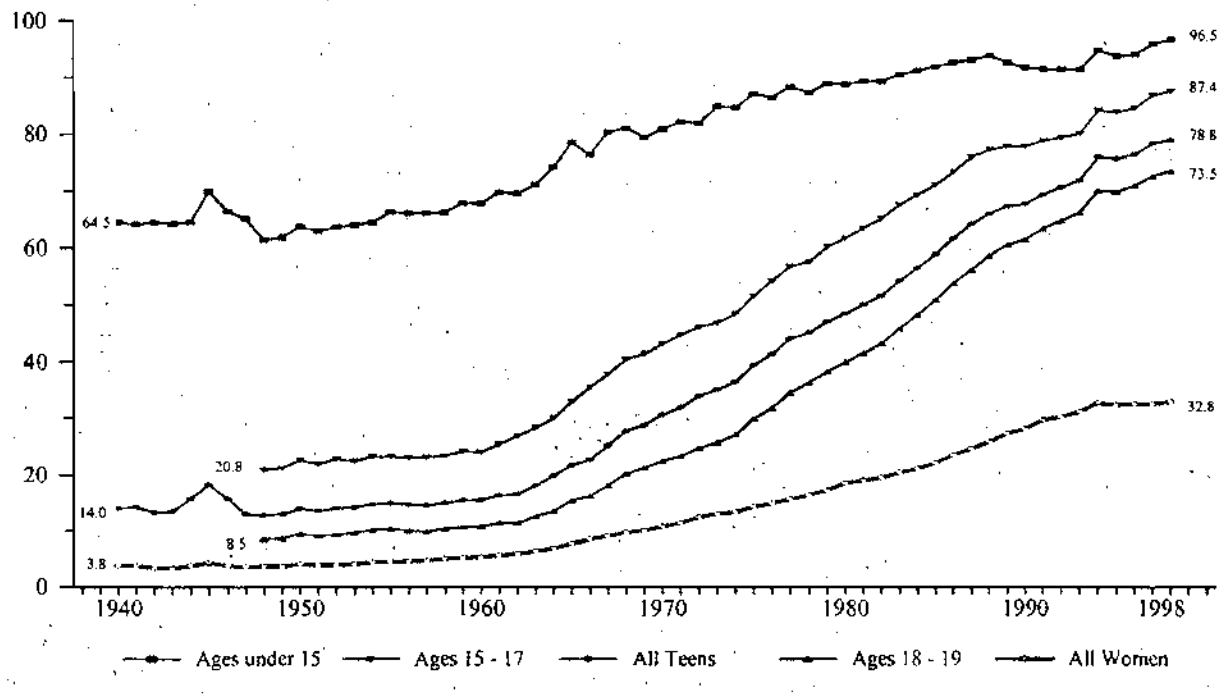
	1975	1980	1985	1990	1991	1992	1993	1994	1995	1996	1997
Total	**5.8**	**6.1**	**5.2**	**4.0**	**4.0**	**4.4**	**4.5**	**5.3**	**5.7**	**5.0**	**4.6**
White	5.0	5.2	4.3	3.3	3.3	3.7	3.9	4.2	4.5	4.1	3.6
Black	8.7	8.2	7.8	5.0	6.0	5.0	5.8	6.6	6.4	6.7	5.0
Hispanic	10.9	11.7	9.8	7.9	7.3	8.2	6.7	10.0	12.3	9.0	9.5

Note: Persons of Hispanic ethnicity may be of any race.

Source: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, *Trends in the Well-Being of America's Children and Youth: 1998*. Table EA 1.4.

NON-MARITAL BIRTH RISK FACTOR 1. BIRTHS TO UNMARRIED WOMEN

Figure BIRTH 1. Percentage of Births to Unmarried Women, by Age Group: 1940-98



Sources: Ventura, S.J., National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980 - 1992," Vital and Health Statistics, Series 21, No. 53, 1995; Ventura, S.J., Martin, J.A., Curtin, S.C., Mathews, T.J., National Center for Health Statistics, "Births: Final Data for 1997," National Vital Statistics Reports, Vol. 47(18), 1999; Martin, J.A., Smith, B.L, Mathews, T.J., Ventura, S.J., National Center for Health Statistics, "Births and Deaths: Preliminary Data for 1998," National Vital Statistics Reports, Vol. 47(25), 1999.

- The percentage of children born outside of marriage to women of all ages has increased over the past half-century, from 4 percent in 1940 to 33 percent in 1998. This increase reflects changes in several factors: the rate at which unmarried women have children, the rate at which married women have children, and the rate at which women marry.

- The percentage of children born outside of marriage is especially high among teen women, as shown in Figure BIRTH 1. Among teens, close to four-fifths (79 percent) of births were outside of marriage in 1998. The comparable percentage for all women is 33 percent.

- Figure BIRTH 1 shows that the percentage of unmarried births to all women has leveled off since 1994. Growth in the percentage of unmarried births to teen mothers has also slowed since 1994, but it is still rising (from 76 percent in 1994 to 79 percent in 1997).

- The trend toward leveling off has occurred among black teens and all black women while among white teens and all white women the trend continues upward (see Table B-1 in Appendix B for non-marital birth data by age and race).

Table BIRTH 1. Percentage of Births to Unmarried Women, by Age Group: 1940-98

	Under 15	15-17 Years	18-19 Years	All Teens	All Women
1940	64.5	N/A	N/A	14.0	3.8
1941	64.1	N/A	N/A	14.2	3.8
1942	64.5	N/A	N/A	13.2	3.4
1943	64.2	N/A	N/A	13.4	3.3
1944	64.5	N/A	N/A	15.7	3.8
1945	70.0	N/A	N/A	18.2	4.3
1946	66.4	N/A	N/A	15.7	3.8
1947	65.1	N/A	N/A	13.0	3.6
1948	61.4	20.8	8.5	12.7	3.7
1949	61.8	21.1	8.6	12.9	3.7
1950	63.7	22.6	9.4	13.9	4.0
1951	62.9	21.8	9.1	13.5	3.9
1952	63.6	22.8	9.2	14.0	3.9
1953	64.0	22.3	9.6	14.1	4.1
1954	64.4	23.2	10.1	14.7	4.4
1955	66.3	23.2	10.3	14.9	4.5
1956	66.1	23.0	10.0	14.6	4.6
1957	66.1	23.1	9.8	14.5	4.7
1958	66.2	23.3	10.3	14.9	5.0
1959	67.9	24.2	10.6	15.4	5.2
1960	67.8	24.0	10.7	15.4	5.3
1961	69.7	25.3	11.3	16.2	5.6
1962	69.5	26.7	11.3	16.4	5.9
1963	71.1	28.2	12.5	18.0	6.3
1964	74.2	29.9	13.5	19.7	6.8
1965	78.5	32.8	15.3	21.6	7.7
1966	76.3	35.3	16.1	22.6	8.4
1967	80.3	37.7	18.0	25.0	9.0
1968	81.0	40.4	20.1	27.6	9.7
1969	79.3	41.3	21.1	28.7	10.0
1970	80.8	43.0	22.4	30.5	10.7
1971	82.1	44.5	23.2	31.8	11.3
1972	81.9	45.9	24.7	33.8	12.4
1973	84.8	46.7	25.6	35.0	13.0
1974	84.6	48.3	27.0	36.4	13.2

(over)

Table BIRTH 1. Percentage of Births to Unmarried Women, by Age Group: 1940-98 (*continued*)

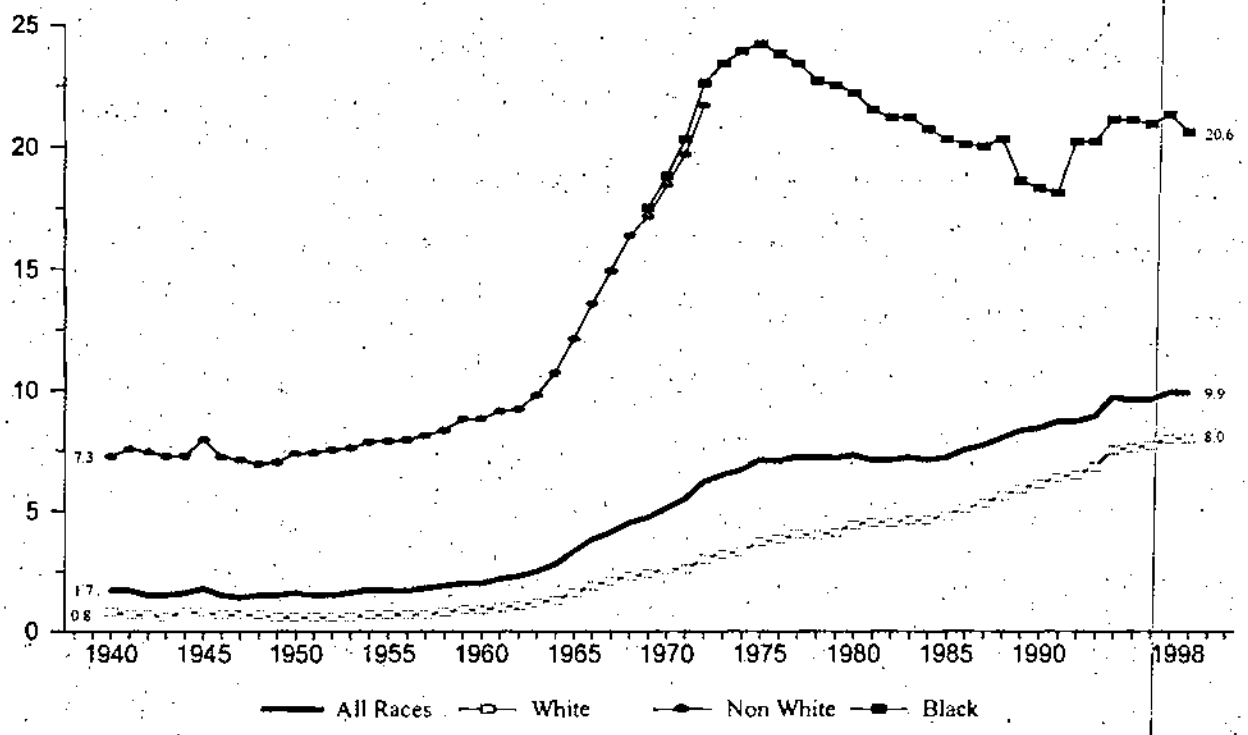
	Under 15	15-17 Years	18-19 Years	All Teens	All Women
1975	87.0	51.4	29.8	39.3	14.2
1976	86.4	54.0	31.6	41.2	14.8
1977	88.2	56.6	34.4	43.8	15.5
1978	87.3	57.5	36.2	44.9	16.3
1979	88.8	60.0	38.1	46.9	17.1
1980	88.7	61.5	39.8	48.3	18.4
1981	89.2	63.3	41.4	49.9	18.9
1982	89.2	65.0	43.0	51.4	19.4
1983	90.4	67.5	45.7	54.1	20.3
1984	91.1	69.2	48.1	56.3	21.0
1985	91.8	70.9	50.7	58.7	22.0
1986	92.5	73.3	53.6	61.5	23.4
1987	92.9	75.8	56.0	64.0	24.5
1988	93.6	77.1	58.5	65.9	25.7
1989	92.4	77.7	60.4	67.2	27.1
1990	91.6	77.7	61.3	67.6	28.0
1991	91.3	78.7	63.2	69.3	29.5
1992	91.3	79.2	64.6	70.5	30.1
1993	91.3	79.9	66.1	71.8	31.0
1994	94.5	84.1	70.0	75.9	32.6
1995	93.5	83.7	69.8	75.6	32.2
1996	93.8	84.4	70.8	76.3	32.4
1997	95.7	86.7	72.5	78.2	32.4
1998	96.5	87.4	73.5	78.8	32.8

Notes: Births to unmarried women in the United States for 1940 - 1979 are estimated from data for registration areas in which marital status of the mother was reported; see sources below. Beginning in 1980, births to unmarried women in the United States are based on data from states reporting marital status directly and data from non-reporting states for which marital status was inferred from other information on the birth certificate; see sources below. Data for 1998 are preliminary.

Sources: Ventura, S.J., National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980 - 1992," *Vital and Health Statistics*, Series 21, No. 53, 1995; Ventura, S.J., Martin, J.A., Curtin, S.C., Mathews, T.J., National Center for Health Statistics, "Births: Final Data for 1997," *National Vital Statistics Reports*, Vol. 47(18), 1999; Martin, J.A., Smith, B.L, Mathews, T.J., Ventura, S.J., National Center for Health Statistics, "Births and Deaths: Preliminary Data for 1998," *National Vital Statistics Reports*, Vol. 47(25), 1999.

NON-MARITAL BIRTH RISK FACTOR 2. BIRTHS TO UNMARRIED TEENS

Figure BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 – 19, by Race: 1940-98



Sources: Ventura, S.J., National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980–1992," *Vital and Health Statistics*, Series 21, No. 53, 1995; Ventura, S.J., Martin, J.A., Curtin, S.C., Mathews, T.J., National Center for Health Statistics, "Births: Final Data for 1997," *National Vital Statistics Reports*, Vol. 47(18), 1999; Martin, J.A., Smith, B.L, Mathews, T.J., Ventura, S.J., National Center for Health Statistics, "Births and Deaths: Preliminary Data for 1998," *National Vital Statistics Reports*, Vol. 47(25), 1999.

- In contrast to Figure BIRTH 1, which showed births to unmarried teens as a percentage of all teen births, Figure BIRTH 2 shows births to unmarried teens as a percentage of births to all women. Births to unmarried teens as a percentage of all births have risen over time, from 2 percent in 1940 to 10 percent in 1998. This percentage is affected by several factors: the age distribution of the population, the marriage rate among teens, the birth rate among unmarried teens, and the birth rate among all other women.

- Since 1960, the trend in the percentage of all births that were to unmarried teens has been upward among white women.

- Among black women, the percentage of all births that were to unmarried teens varied greatly during the same period, peaking in 1975, then falling until the early 1990s. The sharp increase in the percentage for black women in the early 1970s reflects a rise in non-marital teen births concurrent with a decline in total black births. The percentage of all births that were to unmarried black teens has leveled off over the last five years.

Table BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 – 19, by Race: 1940-98

	All Races	White	Black
1940	1.7	0.8	N/A
1941	1.7	0.7	N/A
1942	1.5	0.7	N/A
1943	1.5	0.6	N/A
1944	1.6	0.8	N/A
1945	1.8	0.8	N/A
1946	1.5	0.7	N/A
1947	1.4	0.7	N/A
1948	1.5	0.7	N/A
1949	1.5	0.6	N/A
1950	1.6	0.6	N/A
1951	1.5	0.6	N/A
1952	1.5	0.6	N/A
1953	1.6	0.6	N/A
1954	1.7	0.7	N/A
1955	1.7	0.7	N/A
1956	1.7	0.7	N/A
1957	1.8	0.7	N/A
1958	1.9	0.8	N/A
1959	2.0	0.9	N/A
1960	2.0	0.9	N/A
1961	2.2	1.0	N/A
1962	2.3	1.1	N/A
1963	2.5	1.2	N/A
1964	2.8	1.3	N/A
1965	3.3	1.6	N/A
1966	3.8	1.9	N/A
1967	4.1	2.1	N/A
1968	4.5	2.3	N/A
1969	4.7	2.4	17.5
1970	5.1	2.6	18.8
1971	5.5	2.6	20.3
1972	6.2	3.0	22.6
1973	6.5	3.2	23.4
1974	6.7	3.3	23.9

(over)

Table BIRTH 2. Percentage of All Births to Unmarried Teens Ages 15 – 19, by Race: 1940-98 (*continued*)

	All Races	White	Black
1975	7.1	3.7	24.2
1976	7.1	3.8	23.8
1977	7.2	4.0	23.4
1978	7.2	4.0	22.7
1979	7.2	4.1	22.5
1980	7.3	4.4	22.2
1981	7.1	4.5	21.5
1982	7.1	4.5	21.2
1983	7.2	4.6	21.2
1984	7.1	4.6	20.7
1985	7.2	4.8	20.3
1986	7.5	5.1	20.1
1987	7.7	5.3	20.0
1988	8.0	5.6	20.3
1989	8.3	5.9	18.6
1990	8.4	6.1	18.3
1991	8.7	6.4	18.1
1992	8.7	6.5	20.2
1993	8.9	6.8	20.2
1994	9.7	7.5	21.1
1995	9.6	7.6	21.1
1996	9.6	7.7	20.9
1997	9.9	8.0	21.3
1998	9.9	8.0	20.6

Notes: Births to unmarried women in the United States for 1940–1979 are estimated from data for registration areas in which marital status of the mother was reported; see sources below. Beginning in 1980, births to unmarried women in the United States are based on data from states reporting marital status directly and data from non-reporting states for which marital status was inferred from other information on the birth certificate; see sources below. Data for 1998 are preliminary.

Sources: Ventura, S.J., National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980–1992," *Vital and Health Statistics*, Series 21, No. 53, 1995; Ventura, S.J., Martin, J.A., Curtin, S.C., Mathews, T.J., National Center for Health Statistics, "Births: Final Data for 1997," *National Vital Statistics Reports*, Vol. 47(18), 1999; Martin, J.A., Smith, B.L, Mathews, T.J., Ventura, S.J., National Center for Health Statistics, "Births and Deaths: Preliminary Data for 1998," *National Vital Statistics Reports*, Vol. 47(25), 1999.

NON-MARITAL BIRTH RISK FACTOR 3. UNMARRIED TEEN BIRTH RATES WITHIN AGE GROUPS

Figure BIRTH 3a. Births per 1,000 Unmarried Teens Ages 15 - 17, by Race: 1960-97

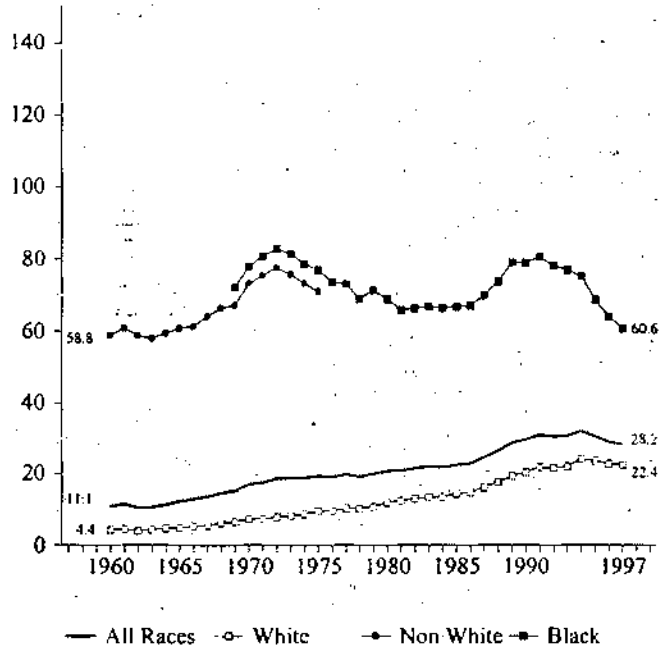
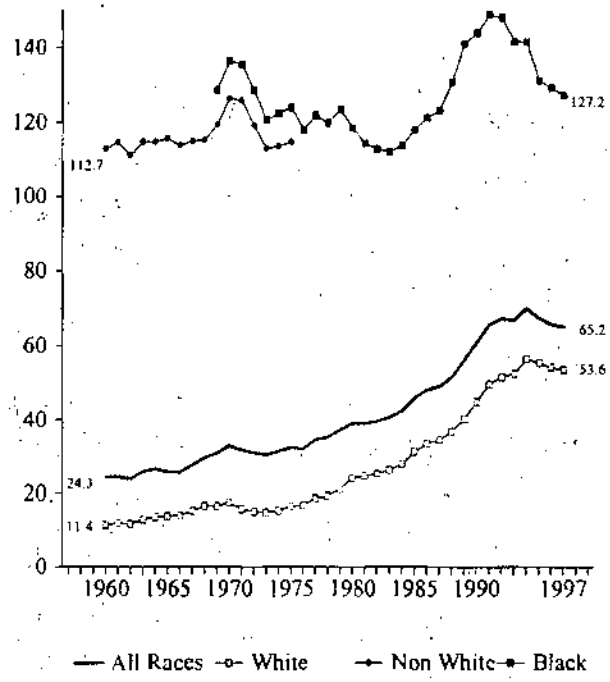


Figure BIRTH 3b. Births per 1,000 Unmarried Teens Ages 18 and 19, by Race: 1960-97



Sources: Ventura, S.J., National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980–1992," *Vital and Health Statistics*, Series 21, No. 53, 1995; Ventura, S.J., Martin, J.A., Curtin, S.C., Mathews, T.J., National Center for Health Statistics, "Births: Final Data for 1997," *National Vital Statistics Reports*, Vol. 47(18), 1999; Martin, J.A., Smith, B.L, Mathews, T.J., Ventura, S.J., National Center for Health Statistics, "Births and Deaths: Preliminary Data for 1998," *National Vital Statistics Reports*, Vol. 47(25), 1999.

- The birth rate per 1,000 unmarried teens fell between 1994 and 1997 for both black and white teens and for both younger (15 to 17 years) and older age groups (18 to 19 years). Declines were larger among black teens than among white teens.

- Prior to 1994, birth rates among unmarried white teens in both age groups rose steadily for nearly three decades (4 to 24 percent among 15 to 17 year-olds and 11 to 56 percent among 18 to 19 year-olds).

- Among unmarried black teens in both age groups, birth rates varied greatly over the period, reaching peaks in both the early 1970s and early 1990s. Rates for both age groups were lower in 1997 than in 1969. While birth rates among unmarried black teens remain high compared to rates for unmarried white teens, the gap been black and white teens is narrowing.

Table BIRTH 3. Births per 1,000 Unmarried Teen Women Within Age Groups, by Race: 1960-97

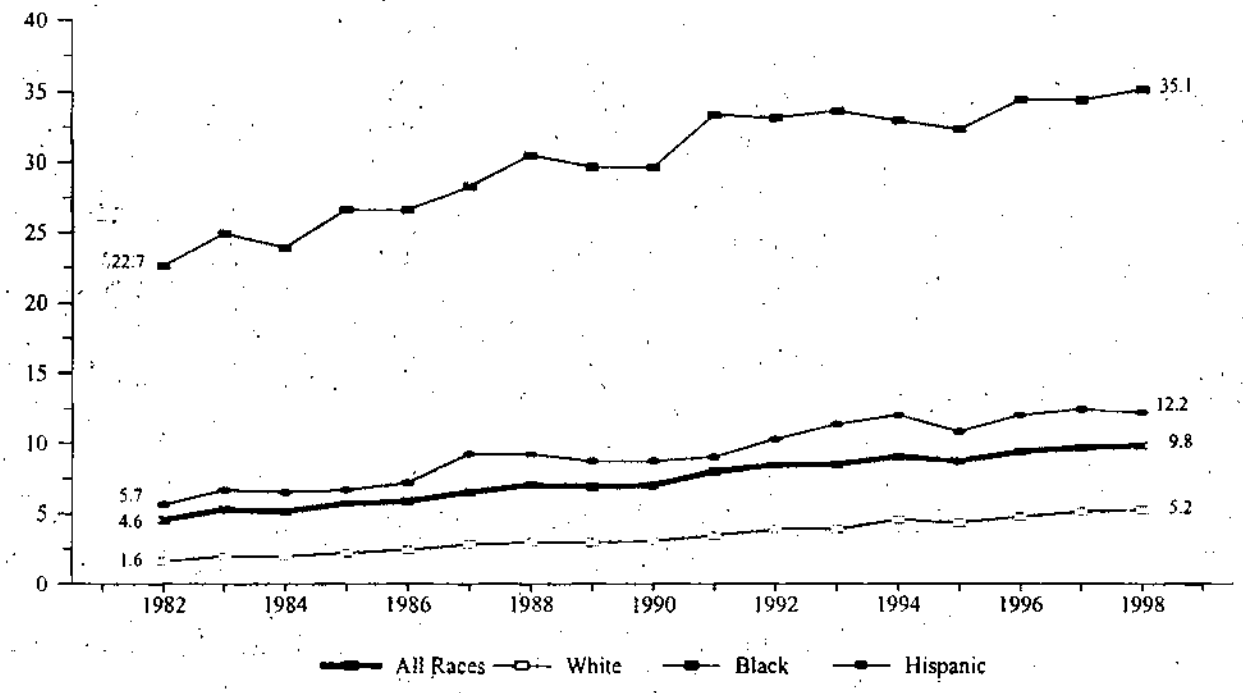
	Ages 15 – 17			Ages 18 – 19		
	Total	White	Black	Total	White	Black
1961	11.7	4.6	N/A	24.6	12.1	N/A
1962	10.7	4.1	N/A	23.8	11.7	N/A
1963	10.9	4.5	N/A	25.8	13.0	N/A
1964	11.6	4.9	N/A	26.5	13.6	N/A
1965	12.5	5.0	N/A	25.8	13.9	N/A
1966	13.1	5.4	N/A	25.6	14.1	N/A
1967	13.8	5.6	N/A	27.6	15.3	N/A
1968	14.7	6.2	N/A	29.6	16.6	N/A
1969	15.2	6.6	72.0	30.8	16.6	128.4
1970	17.1	7.5	77.9	32.9	17.6	136.4
1971	17.5	7.4	80.7	31.7	15.8	135.2
1972	18.5	8.0	82.8	30.9	15.1	128.2
1973	18.7	8.4	81.2	30.4	14.9	120.5
1974	18.8	8.8	78.6	31.2	15.3	122.2
1975	19.3	9.6	76.8	32.5	16.5	123.8
1976	19.0	9.7	73.5	32.1	16.9	117.9
1977	19.8	10.5	73.0	34.6	18.7	121.7
1978	19.1	10.3	68.8	35.1	19.3	119.6
1979	19.9	10.8	71.0	37.2	21.0	123.3
1980	20.6	12.0	68.8	39.0	24.1	118.2
1981	20.9	12.6	65.9	39.0	24.6	114.2
1982	21.5	13.1	66.3	39.6	25.3	112.7
1983	22.0	13.6	66.8	40.7	26.4	111.9
1984	21.9	13.7	66.5	42.5	27.9	113.6
1985	22.4	14.5	66.8	45.9	31.2	117.9
1986	22.8	14.9	67.0	48.0	33.5	121.1
1987	24.5	16.2	69.9	48.9	34.5	123.0
1988	26.4	17.6	73.5	51.5	36.8	130.5
1989	28.7	19.3	78.9	56.0	40.2	140.9
1990	29.6	20.4	78.8	60.7	44.9	143.7
1991	30.9	21.8	80.4	65.7	49.6	148.7
1992	30.4	21.6	78.0	67.3	51.5	147.8
1993	30.6	22.1	76.8	66.9	52.4	141.6
1994	32.0	24.1	75.1	70.1	56.4	141.6
1995	30.5	23.6	68.6	67.6	55.4	131.2
1996	29.0	22.7	64.0	65.9	54.1	129.2
1997	28.2	22.4	60.6	65.2	53.6	127.2

Note: Rates are per 1,000 unmarried women in specified group. Births to unmarried women in the U. S. for 1940–1979 are estimated from data for registration areas in which marital status of the mother was reported; see sources below (rates for 1960–65 are calculated by ASPE from National Center for Health Statistics estimates of births and Census population estimates). Beginning in 1980, births to unmarried women in the U.S. are based on data from states reporting marital status directly and data from non-reporting states for which marital status was inferred from other information on the birth certificate; see sources below. Beginning in 1980, data are tabulated by the race of the mother. Prior to 1980, data are tabulated by the race of the child; see sources below. Rates for 1981-1989 have been revised and differ, therefore, from rates published in *Vital Statistics in the United States, Vol. 1, Natality*, for 1991 and earlier years.

Source: See Figures BIRTH 3a and 3b.

NON-MARITAL BIRTH RISK FACTOR 4. NEVER-MARRIED FAMILY STATUS

Figure BIRTH 4. Percentage of All Children Living in Families With Never-Married Female Head, by Race: 1982-98



Source of CPS data: U.S. Bureau of the Census, "Marital Status and Living Arrangements," *Current Population Reports*, Series P20-212, 287, 365, 380, 399, 418, 423, 433, 445, 450, 461, 468, 478, 484, 491, 496, 506, 514, various years.

Source of 1960 data: U.S. Bureau of the Census, 1960 Census of Population, PC(2)-4B, "Persons by Family Characteristics," tables 1 and 19.

- The percentage of children living in families with never-married female heads increased from 5 percent in 1982 to 10 percent in 1998. This increase reflects growth across all racial categories.
- The percentage of white children living in families headed by never-married women has increased significantly, from less than 2 percent in 1982 to over 5 percent in 1998. The percentage remains low, however, relative to proportions for other racial categories.
- Among Hispanics, the percentage of children living with never-married female heads more than doubled over the past sixteen years, going from less than 6 percent in 1982 to 12 percent in 1998.
- The percentage of black children living in families headed by never-married women was much higher than the percentages for other groups throughout the time period. In 1998, 35 percent of black children, compared to 12 percent of Hispanic children and 5 percent of white children, lived in families headed by never-married women.

Table BIRTH 4. Number and Percentage of All Children Living in Families with Never-Married Female Head, by Race and Hispanic Origin: Selected Years

	Number of Children (in thousands)				Percentage[4]			
	All Races	White	Black	Hispanic	All Races	White	Black	Hispanic
1960 [1]	221	49	173	–	0.4	0.1	2.2	–
1970 [2]	527	110	442	–	0.8	0.2	5.2	–
1975	1,166	296	864	–	1.8	0.5	9.9	–
1980 [2]	1,745	501	1,193	210	2.9	1.0	14.5	4.0
1982 [3]	2,768	793	1,947	291	4.6	1.6	22.7	5.7
1984	3,131	959	2,109	357	5.2	1.9	23.9	6.5
1986	3,606	1,174	2,375	451	5.9	2.3	26.6	7.2
1987	3,985	1,385	2,524	587	6.5	2.8	28.2	9.2
1988	4,302	1,482	2,736	600	7.0	3.0	30.4	9.2
1989	4,290	1,483	2,695	592	6.9	2.9	29.6	8.7
1990	4,365	1,527	2,738	605	7.0	3.0	29.6	8.7
1991	5,040	1,725	3,176	644	8.0	3.4	33.3	9.0
1992	5,410	2,016	3,192	757	8.4	3.9	33.1	10.3
1993	5,511	2,015	3,317	848	8.5	3.9	33.6	11.3
1994	6,000	2,412	3,321	1,083	9.0	4.5	32.9	12.0
1995	5,862	2,317	3,255	1,017	8.7	4.3	32.3	10.8
1996	6,365	2,563	3,567	1,161	9.4	4.8	34.4	12.0
1997	6,598	2,788	3,575	1,242	9.7	5.1	34.3	12.4
1998	6,700	2,850	3,644	1,254	9.8	5.2	35.1	12.2

[1] Decennial census data. Nonwhite data are shown for Black in 1960.

[2] Revised based on population from the decennial census for that year.

[3] Introduction of improved data collection and processing procedures that helped to identify parent-child subfamilies. (See *Current Population Reports*, P-20, 399, Marital Status and Living Arrangements: March 1984.)

[4] Children not living with one or both parents are excluded from the denominator.

Note: Data are for all children under 18 who are not family heads (excludes householders, subfamily reference persons, and their spouses). Also excludes inmates of institutions; children who are living with neither of their parents are excluded from the denominator. Based on Current Population Survey (CPS) except where otherwise indicated.

Source of CPS data: U.S. Bureau of the Census, "Marital Status and Living Arrangements," *Current Population Reports*, Series P20-212, 287, 365, 380, 399, 418, 423, 433, 445, 450, 461, 468, 478, 484, 491, 496, 506, 514, various years.

Source of 1960 data: U.S. Bureau of the Census, 1960 Census of Population, PC(2)-4B, "Persons by Family Characteristics," tables 1 and 19.

APPENDICES

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 program of Aid to Families with Dependent Children (AFDC) under part A of title IV of the Social Security Act (replaced with the Temporary Assistance for Needy Families (TANF) program by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996), the Food Stamp Program under the Food Stamp Act of 1977, as amended, and the Supplemental Security Income 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 on each program and information on the characteristics of participants in each program.

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

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

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) eliminated the federal entitlement to cash assistance under AFDC, and replaced AFDC cash welfare and other related programs (AFDC administration, the Job Opportunities and Basic Skills Training (JOBS) program and the Emergency Assistance program) with a cash welfare block grant called Temporary Assistance for Needy Families (TANF). 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 $16.4 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.

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 reflects 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 will be spent on activities other than cash payments to families. For the purpose of tracking expenditure trends, these tables only include those TANF funds spent on "cash and work-based assistance," not on work activities, supportive services, or other allowable uses of funds. However, the administrative costs include funds spent administering these other activities.[1]

There also is potential for discontinuity between the AFDC and the TANF caseload figures. One program change is that there is no longer a separate "Unemployed Parent" program under TANF. While a separate work participation rate is calculated for two-parent families, this population is not identical to the UP caseload under AFDC. Moreover, it is 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"[2] are, in fact, receiving cash payments; however, this may change over time.

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[1] In addition, IV-A child care administrative costs were included under AFDC, but are no longer counted under TANF, since these programs were moved to the Child Care and Development Fund as part of PRWORA.

2 States are allowed to use TANF funds on a variety of services, including employment and training services, domestic violence services, and child care, transportation, and other support services. Families receiving such services, however, should generally not be counted as recipients of TANF 'assistance." Under the final regulations for TANF, "assistance" includes primarily 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.

AFDC/TANF Program Data

The following tables and figures present a variety of data about the AFDC and TANF programs. Tables A-1 through A-5 and Figures A-1 through A-3 present national caseload and expenditure trend data on the AFDC/TANF program. These are followed by two tables showing information on characteristics of AFDC/TANF families and a series of tables presenting state-by-state data on trends in the AFDC/TANF program. These data complement the data on trends in AFDC recipiency and participation rates shown in Table IND 9a and Table IND 10a in Chapter II.

Table A-1 presents information on the average monthly number of AFDC families and recipients for each fiscal year since 1970 through 1998. The U.S. caseload peaked at record highs in 1994, with an average 14.2 million recipients in over 5 million families receiving AFDC benefits each month. Since then the caseload has declined about 38 percent -- to a monthly average of 8.8 million recipients in 3.2 million families in 1998.

As shown in Figure A-1, AFDC enrollments and benefit outlays generally tended to increase in times of economic recession and decline in times of economic growth. Policy changes, such as the eligibility restrictions of the early 1980s, have also affected caseloads. However, the recent decline has far outstripped that experienced in any previous period. A number of studies have attempted to explain the recent decline, and to determine the relative effect of economic factors versus policy changes in explaining the caseload by looking at the variation in caseload decline among states.

A recent report by the Council of Economic Advisors, *The Effects of Welfare Policy and the Economic Expansion on Welfare Caseloads: An Update*, August 3, 1999, finds that during the pre-TANF period (1993-1996), the strong economy was the largest factor explaining the welfare decline, and that changing policies under waivers and lower welfare benefits in real dollars also had a substantial impact. During the post-TANF period (1996-1998), the CEA finds that policy changes accounted for about a third of the decline in welfare receipt, and that both the strong economy and the increase in the minimum wage accounted for about 10 percent of the decline each. In both periods, a large portion of the welfare decline is not explained by the examined variables. Possible factors that could account for this additional decline include the expansions of the Earned Income Tax Credit (EITC) and changing cultural perceptions of welfare receipt.

A common misperception of welfare families is that they have unusually large numbers of children. Table A-1 and Figure A-2 show that the average number of children per welfare family dropped steadily from the late 1960s through the early 1980s, and has remained steady at around 2 children per household since. While female-headed households receiving welfare have a higher average number of children than non-poor female-headed households, they have a lower average than all poor female-headed households. Children as percentage of all AFDC/TANF recipients have increased somewhat in the past few years, because child-only cases have not declined as fast as other cases in the welfare population.

Table A-2 and Figure A-3 show that inflation has had a significant effect in eroding the value of the average monthly AFDC/TANF benefit. In real dollars, the average monthly benefit per recipient in 1998 was only 65 percent of what it was at its peak in the late 1970s.

Tables A-3 and A-4 show trends in expenditures on AFDC and TANF. Table A-3 breaks out the costs of benefits and administrative expenses, and shows the division between federal and state spending. Table A-4 breaks out the benefits paid under the single parent or "basic" program and the Unemployed Parent (UP) program, and also nets out the value of child support collected on behalf of recipient children, but retained by the state to reimburse welfare expenditures. This table presents data through 1996 only, because the TANF data reporting requirements do not require that caseload data be separated into "basic" and "UP" components.

Table A-5 places the AFDC/TANF caseload trends in context, by showing the number of recipients as a percentage of various populations. In 1998, TANF recipients were a smaller percentage of the total population than at any time since 1967.

Figure A-4 and Table A-6 show a number of demographic characteristics of AFDC/TANF families. One of the most striking trends is the recent jump in the fraction of families with earnings. In FY 1998, 20.6 percent of TANF families had earned income, up from 11.1 percent in FY 1996 and 7.4 percent in FY 1992.

Tables A-7 through A-13 present state-by-state trend data on the AFDC/TANF expenditures and caseloads. These reveal a great deal of state-to-state variation in the trends discussed above. For example, as shown in Table A-9, while every state has experienced a caseload decline since 1993, the percentage change from 1993-1998 ranges from 84 percent (Wyoming) to 12 percent (Rhode Island). Table A-10 shows that states reached their peak caseloads as early as May 1990 (Louisiana) and as late as May 1995 (Maryland).

Table A-1. Trends in AFDC/TANF Enrollments, 1962 – 1998

Fiscal Year	Average Monthly Number (In thousands)					Children as a Percent of Total Recipients	Average Number of Children per Family
	Total Families [1]	Total Recipients	Unemployed Parent Families	Unemployed Parent Recipients	Total Children		
1962	924	3,593	49	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	3,561	75.5	3.1
1968	1,307	5,348	67	377	4,011	75.0	3.1
1969	1,538	6,147	66	361	4,591	74.7	3.0
1970	1,909	7,429	78	420	5,494	74.0	2.9
1971	2,532	9,556	143	726	6,963	72.9	2.8
1972	2,918	10,632	134	639	7,698	72.4	2.6
1973	3,124	11,038	120	557	7,965	72.2	2.5
1974	3,170	10,845	95	434	7,824	72.1	2.5
1975	3,357	11,067	101	451	7,928	71.6	2.4
1976	3,575	11,339	135	593	8,156	71.9	2.3
1977	3,593	11,108	149	659	7,818	70.4	2.2
1978	3,539	10,663	128	567	7,475	70.1	2.1
1979	3,496	10,311	114	506	7,193	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	10,995	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	10,935	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	4,879	13,659	335	1,384	9,280	67.9	1.9
1996	4,552	12,644	301	1,241	8,671	68.6	1.9
1997 [2]	3,947	10,954	275 [3]	1,158 [3]	7,781 [3]	71.0 [3]	2.0 [3]
1998	3,179	8,770	179	753 [4]	6,330	72.2	2.0

[1] Includes unemployed parent families.

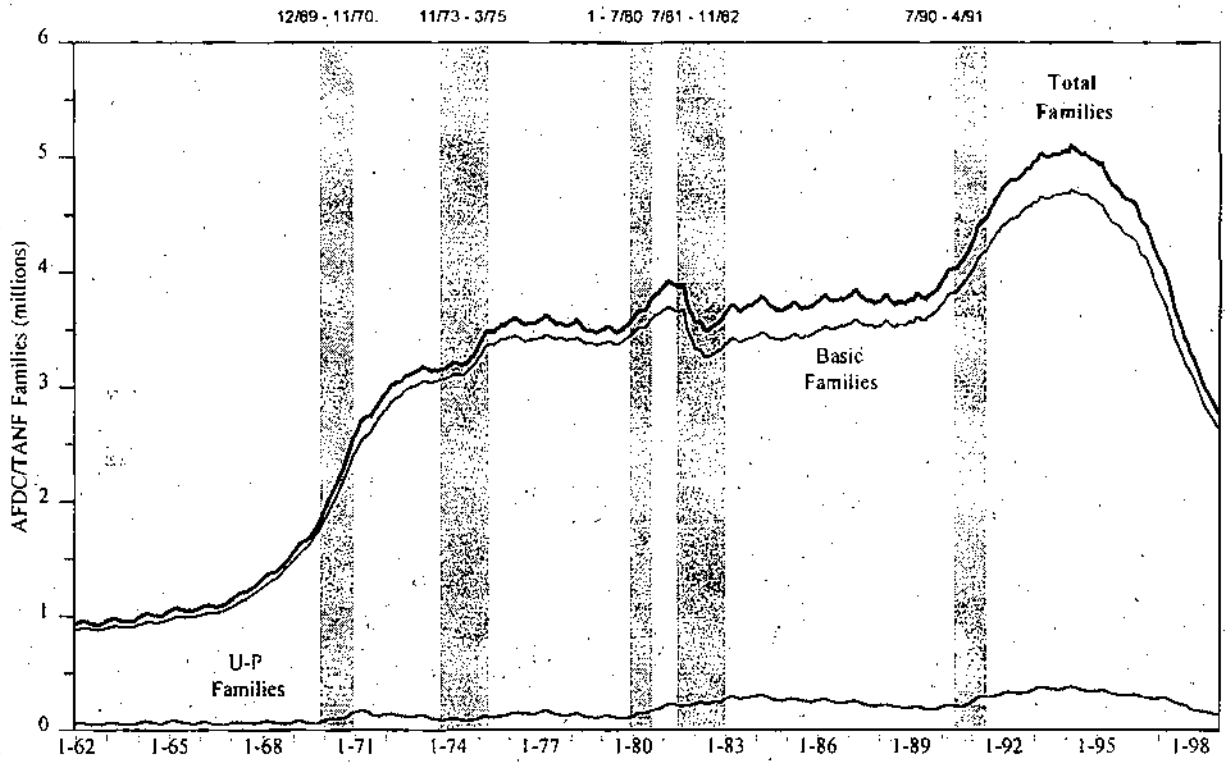
[2] The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance to Needy Families (TANF) program.

[3] Based on data from the old AFDC reporting system which was available only for the first 9 months of the fiscal year.

[4] 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 Planning, Research and Evaluation. (Available online at http://www.acf.dhhs.gov/).

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

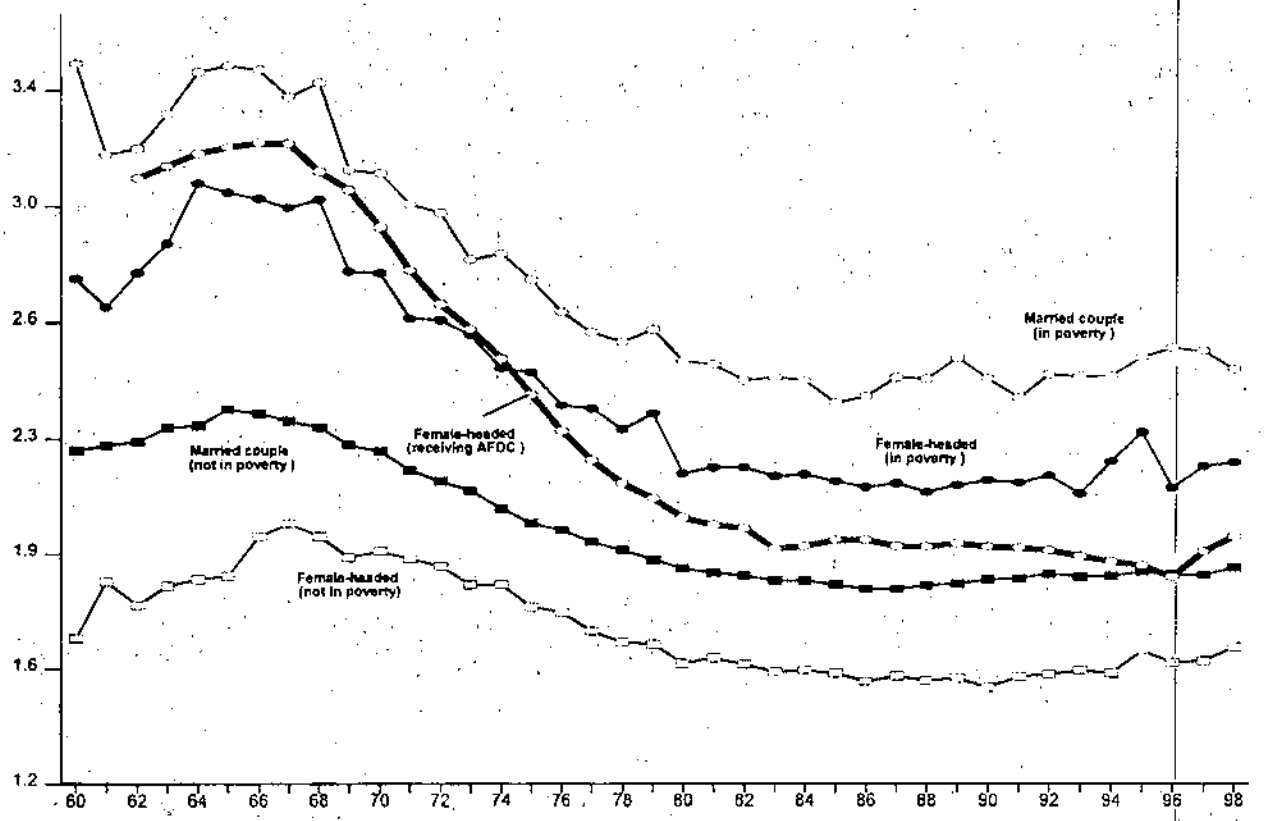


[1] The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 repealed the AFDC program as of July 1, 1997 and replaced it with the Temporary Assistance to Needy Families (TANF) program.

Note: Shaded areas are periods of recession. Effective July 1, 1981 families with incomes greater than 150 percent of a State's standard of need were no longer eligible for income assistance; this income cut-off was raised to 185 percent in 1984. Last data point plotted is December 1998.

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

Figure A-2. Average Number of Children per Family
For Families with Related Children Under 18 by Living Arrangement, 1960 – 1998
(In millions)



Note: For 1960-74 the average number of children per married-couple family is estimated based on all male-headed families of which during this period they comprised 98-99 percent.
Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992-1993* and earlier years; U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207 and earlier years.

Table A-2. Trends in AFDC/TANF Average Monthly Payments, 1962 – 1998

Fiscal Year	Monthly Benefit per Recipient		Average Number of Persons per Family	Monthly Benefit per Family (not reduced by Child Support)		Weighted Average[1] Monthly Benefit (per 3-person Family)	
	Current Dollars	1998 Dollars		Current Dollars	1998 Dollars	Current Dollars	1998 Dollars
1962	$31	$155	3.9	$121	$603	NA	NA
1963	31	153	4.0	126	618	NA	NA
1964	32	154	4.1	131	637	NA	NA
1965	34	161	4.2	140	670	NA	NA
1966	35	164	4.2	146	681	NA	NA
1967	36	165	4.1	150	681	NA	NA
1968	40	173	4.1	162	710	NA	NA
1969	43	182	4.0	173	729	186[2]	787
1970	46	184	3.9	178	716	194[2]	781
1971	48	184	3.8	180	694	201[2]	774
1972	51	191	3.6	187	696	205[2]	763
1973	53	189	3.5	187	667	213[2]	759
1974	57	186	3.4	194	637	229[2]	752
1975	63	189	3.3	209	626	243	728
1976	71	199	3.2	226	633	257	720
1977	78	203	3.1	241	629	271	708
1978	83	203	3.0	249	613	284	696
1979	87	196	2.9	257	579	301	678
1980	94	190	2.9	274	554	320	648
1981	96	177	2.9	277	509	326	600
1982	103	177	2.9	300	516	331	569
1983	106	175	2.9	311	511	336	553
1984	110	174	2.9	321	507	352	555
1985	112	171	2.9	329	501	369	562
1986	116	172	2.9	339	503	383	569
1987	123	178	2.9	359	519	393	568
1988	127	177	2.9	370	514	404	561
1989	131	174	2.9	381	505	412	546
1990	135	170	2.9	389	491	421	531
1991	135	162	2.9	388	466	425	510
1992	136	159	2.9	389	453	419	488
1993	131	149	2.8	373	422	414	469
1994	134	147	2.8	376	415	420	458
1995	134	144	2.8	377	404	418	449
1996	135	140	2.8	374	390	422	440
1997[3]	134	136	2.8	373	379	420	427
1998	132	132	2.8	364	364	431	431

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

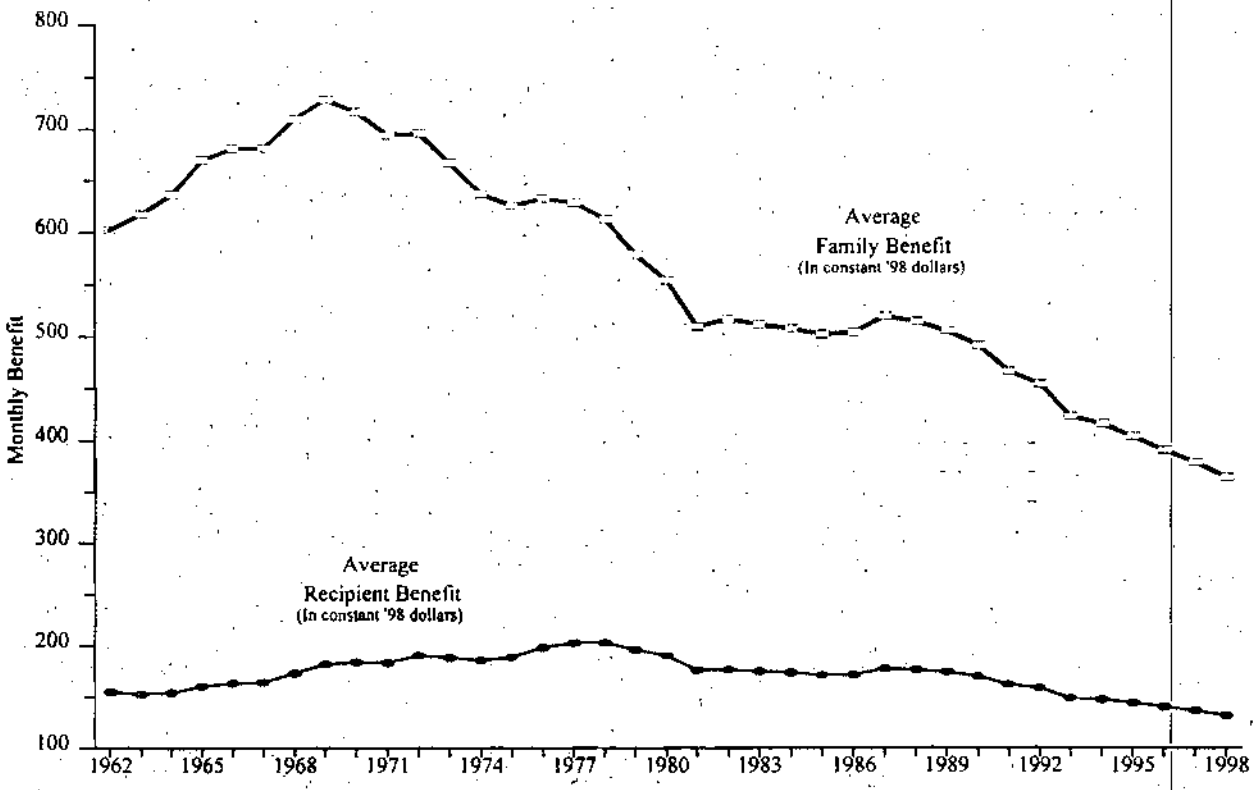
[2] Estimated based on the weighted average benefit for a 4-person family.

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

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 1998 level were made using a CPI-U-X1 fiscal year price index.

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

Figure A-3. Average Monthly AFDC/TANF Benefit by Family and Recipient in Constant Dollars



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

Table A-3. Total, Federal, and State AFDC/TANF Expenditures, 1970 – 1998

[In millions of current and 1998 dollars]

Fiscal Year	Federal Funds (Current Dollars)		State Funds (Current Dollars)		Total (Current Dollars)		Total (Constant 98 Dollars [1])	
	Benefits	Administrative	Benefits	Administrative	Benefits	Administrative	Benefits	Administrative
1970	$2,187	$572 [2]	$1,895	$309	$4,082	$881 [2]	$16,409	$3,541
1971	3,008	271	2,469	254	5,477	525	21,077	2,020
1972	3,612	240 [3]	2,942	241	6,554	481 [3]	24,356	NA
1973	3,865	313	3,138	296	7,003	610	24,995	2,177
1974	4,071	379	3,300	362	7,371	740	24,232	2,433
1975	4,625	552	3,787	529	8,412	1,082	25,205	3,242
1976	5,258	541	4,418	527	9,676	1,069	27,140	2,998
1977	5,626	595	4,762	583	10,388	1,177	27,122	3,073
1978	5,724	631	4,898	617	10,621	1,248	26,016	3,057
1979	5,825	683	4,954	668	10,779	1,350	24,279	3,041
1980	6,448	750	5,508	729	11,956	1,479	24,210	2,995
1981	6,928	835	5,917	814	12,845	1,648	23,651	3,034
1982	6,922	878	5,934	878	12,857	1,756	22,118	3,021
1983	7,332	915	6,275	915	13,607	1,830	22,389	3,011
1984	7,707	876	6,664	822	14,371	1,698	22,681	2,680
1985	7,817	890	6,763	889	14,580	1,779	22,212	2,710
1986	8,239	993	6,996	967	15,235	1,960	22,637	2,912
1987	8,914	1,081	7,409	1,052	16,323	2,133	23,584	3,082
1988	9,125	1,194	7,538	1,159	16,663	2,353	23,129	3,266
1989	9,433	1,211	7,807	1,206	17,240	2,417	22,837	3,202
1990	10,149	1,358	8,390	1,303	18,539	2,661	23,393	3,358
1991	11,165	1,373	9,191	1,300	20,356	2,673	24,451	3,211
1992	12,258	1,459	9,993	1,378	22,250	2,837	25,940	3,308
1993	12,270	1,518	10,016	1,438	22,286	2,956	25,221	3,345
1994	12,512	1,680	10,285	1,621	22,797	3,301	25,134	3,639
1995	12,019	1,770	10,014	1,751	22,032	3,521	23,632	3,777
1996	11,065	1,633	9,346	1,633	20,411	3,266	21,303	3,409
1997 [4]	9,746	1,271	7,902	1,128	17,648	2,399	17,935	2,438
1998	6,788	1,125	7,096	1,028	13,884	2,154	13,884	2,154

Note: Benefits do not include emergency assistance payments and have not been reduced by child support collections. Foster care payments are included from 1971 to 1980. Beginning in fiscal year 1984, the cost of certifying AFDC households for food stamps is shown in the food stamp program's appropriation under the U.S. Department of Agriculture. Administrative costs include: Work Program, ADP, FAMIS, Fraud Control, Child Care administration (through 1996), SAVE and other State and local administrative expenditures.

[1] Constant dollar adjustments to 1998 level were made using a CPI-U-X1 fiscal year price index.

[2] Includes expenditures for services.

[3] Administrative expenditures only.

[4] 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 Program Systems.

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

[In millions of current and 1996 dollars]

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

[1] Includes payments to two-parent families where one adult is incapacitated.
[2] Total AFDC collections (including collections on behalf of foster care children) less payments to AFDC families.
[3] Net AFDC benefits--Gross benefits less those reimbursed by child support collections.
[4] Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.
Note: Data are not available after 1996 because the TANF data reporting requirements do not require that caseload data be separated into single parent and unemployed parent components.
Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Financial Management.

Table A-5. Number of AFDC/TANF Recipients, and Recipients as a Percentage of Various Population Groups, 1970 – 1998

Calendar[1] Year	Total Recipients in the States & DC (in thousands)	Child Recipients in the States & DC (in thousands)	Recipients as a Percent of Total Population[2]	Recipients as a Percent of Poverty Population[3]	Recipients as a Percent of Pretransfer Poverty Population[4]	Child Recipients as a Percent of Total Child Population[2]	Child Recipients as a Percent of Children in Poverty[3]
1970	8,303	6,104	4.1	32.7	NA	8.8	58.5
1971	10,043	7,303	4.9	39.3	NA	10.5	69.2
1972	10,736	7,766	5.1	43.9	NA	11.2	75.5
1973	10,738	7,763	5.1	46.7	NA	11.3	80.5
1974	10,621	7,637	5.0	45.4	NA	11.3	75.2
1975	11,131	7,928	5.2	43.0	NA	11.8	71.4
1976	11,098	7,850	5.1	44.4	NA	11.8	76.4
1977	10,856	7,632	4.9	43.9	NA	11.7	74.2
1978	10,387	7,270	4.7	42.4	NA	11.2	73.2
1979	10,140	7,057	4.5	38.9	53.1	11.0	68.0
1980	10,599	7,295	4.7	36.2	49.2	11.4	63.2
1981	10,893	7,397	4.7	34.2	47.1	11.7	59.2
1982	10,161	6,767	4.4	29.5	40.6	10.8	49.6
1983	10,569	6,967	4.5	29.9	41.9	11.1	50.1
1984	10,644	7,017	4.5	31.6	43.6	11.2	52.3
1985	10,672	7,073	4.5	32.3	45.0	11.3	54.4
1986	10,851	7,206	4.5	33.5	46.6	11.5	56.0
1987	10,842	7,240	4.5	33.6	46.7	11.5	55.9
1988	10,728	7,201	4.4	33.8	47.7	11.4	57.8
1989	10,799	7,286	4.4	34.3	47.6	11.5	57.9
1990	11,497	7,781	4.6	34.2	47.1	12.1	57.9
1991	12,728	8,601	5.0	35.6	49.1	13.2	60.0
1992	13,571	9,189	5.3	35.7	50.8	13.9	60.1
1993	14,007	9,460	5.4	35.7	48.5	14.1	60.2
1994	13,970	9,448	5.4	36.7	50.0	13.9	61.8
1995	13,241	9,013	5.0	36.4	50.1	13.1	61.5
1996	12,155	8,355	4.6	33.3	46.4	12.1	57.8
1997	10,223	7,340[5]	3.8	28.7	40.7	10.5	52.0
1998	8,200	5,756	3.0	23.8	34.6	8.2	42.7

[1] 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 recipiency rates. See Table IND 9a for fiscal year recipiency rates.

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

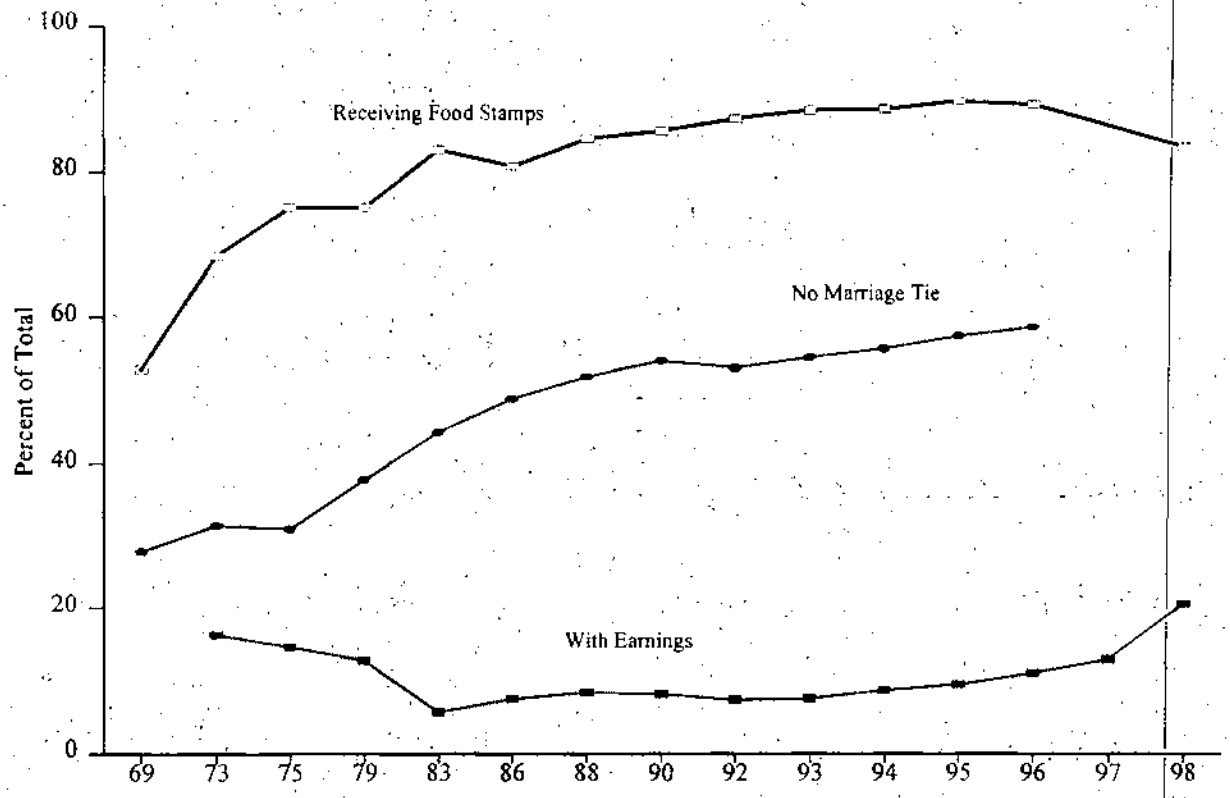
[3] For poverty population data see *Current Population Reports*, Series P60-201 and Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999.

[4] 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.

[5] Average for January through June of 1997.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance and U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207 and earlier years, (Available online at http://www.census.gov/hhes/www/poverty.html).

Figure A-4. Characteristics of AFDC Families



Source: U.S. Department of Health and Human Services, Administration for Children and Families, *Characteristics and Financial Circumstances of TANF Recipients: Fiscal Year 1998* and earlier years, (Current data available online at http://www.acf.dhhs.gov/programs/ofa/content.htm).

Table A-6. AFDC Characteristics, 1969 – 1998

	May 1969	May 1975	March 1979	Fiscal year [1] 1983	1988	1990	1992	1994	1996	1998
Average Family Size (persons)	4.0	3.2	3.0	3.0	3.0	2.9	2.9	2.8	2.8	2.8
Number of Child Recipients (percent of AFDC Cases):										
One	26.6	37.9	42.3	43.4	42.5	42.2	42.5	42.6	43.9	42.4
Two	23.0	26.0	28.1	29.8	30.2	30.3	30.2	30.0	29.9	29.6
Three	17.7	16.1	15.6	15.2	15.8	15.8	15.5	15.6	15.0	15.7
Four or More	32.5	20.0	13.9	10.1	9.9	9.9	10.1	9.6	9.2	10.6
Unknown	NA	NA	NA	1.5	1.7	1.4	0.7	1.5	1.3	1.8
Basis for Eligibility (percent children):										
Parents Present:										
Incapacitated	11.7 [2]	7.7	5.3	3.4	3.7	3.6	4.1	3.9	4.3	NA
Unemployed	4.6 [2]	3.7	4.1	8.7	6.5	6.4	8.2	8.7	8.3	NA
Parents Absent:										
Death	5.5 [2]	3.7	2.2	1.8	1.8	1.6	1.6	1.7	1.6	NA
Divorce or Separation	43.3 [2]	48.3	44.7	38.5	34.6	32.9	30.0	26.5	24.3	NA
No Marriage Tie	27.9 [2]	31.0	37.8	44.3	51.9	54.0	53.1	55.7	58.6	NA
Other Reason	3.5 [2]	4.0	5.9	1.4	1.6	1.9	2.0	2.6	2.4	NA
Unknown	NA	NA	NA	1.7	NA	NA	0.9	1.0	0.6	NA
Mother's Employment Status (percent mothers): [3]										
Full-Time Job	8.2	10.4	8.7	1.5	2.2	2.5	2.2	3.2	4.7	NA
Part-Time Job	6.3	5.7	5.4	3.4	4.2	4.2	4.2	4.5	5.4	NA
Presence of Income (percent families):										
With Earnings	NA	14.6	12.8	5.7	8.4	8.2	7.4	8.7	11.1	20.6
No Non-AFDC Income	56.0	71.1	80.6 [4]	86.8 [4]	79.6 [4]	80.1 [4]	78.9 [4]	78.0	76.0	73.0
Median Months on AFDC										
Since Most Recent Opening	23.0	31.0	29.0	26.0	26.3	23.0	22.5	21.5	23.6	NA
Proportion of Households (percent families):										
Living in Public Housing	12.8	14.6	NA	10.0	9.6	9.6	9.2	8.3	8.8	NA
Participating in Food Stamp Or Donated Food Program	52.9	75.1	75.1	83.0	84.6	85.6	87.3	88.7	89.3	83.5
Incld. Non-Recipient Members	33.1	34.8	NA	36.9	36.8	37.7	38.9	46.4	49.9	NA

[1] Percentages are based on the average monthly caseload during the year. Hawaii and the territories are not included in 1983. Data after 1986 include the territories and Hawaii.
[2] Calculated on the basis of total number of families.
[3] For years after 1983, data are for adult female recipients.
[4] States began collecting child support directly in 1975, removing one source of non-AFDC income.
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: Fiscal Year 1998* and earlier years. (Current data available online at http://www.acf.dhhs.gov/programs/opre/characteristics/fy98/sum.htm).

Table A-7. AFDC/TANF Benefits[1] by State, Selected Fiscal Years 1978 – 1998

[Millions of dollars]

	1978	1982	1984	1986	1988	1990	1992	1994	1996	1998
Alabama	$78	$72	$74	$68	$62	$62	$85	$92	$75	$42
Alaska	17	32	37	46	54	60	96	113	107	77
Arizona	30	49	67	79	103	138	243	266	228	137
Arkansas	51	34	39	48	53	57	61	57	52	23
California	1,813	2,734	3,207	3,574	4,091	4,955	5,828	6,088	5,908	4,081
Colorado	74	87	107	107	125	137	163	158	129	67
Connecticut	168	210	226	223	218	295	377	397	323	274
Delaware	28	28	28	25	24	29	37	40	35	24
Dist. of Columbia	91	86	75	77	76	84	102	126	121	97
Florida	145	207	251	261	318	418	733	806	680	357
Georgia	103	172	149	223	266	321	420	428	385	299
Guam	3	4	5	4	3	5	8	12	14	NA
Hawaii	83	88	83	73	77	99	125	163	173	153
Idaho	21	20	21	19	19	20	24	30	30	6
Illinois	699	802	845	886	815	839	883	914	833	771
Indiana	118	139	153	148	167	170	218	228	153	67
Iowa	107	127	159	170	155	152	164	169	131	82
Kansas	73	81	87	91	97	105	119	123	98	41
Kentucky	122	123	135	104	143	179	213	198	191	134
Louisiana	97	127	145	162	182	188	182	168	130	54
Maine	51	59	69	84	80	101	118	108	99	80
Maryland	166	213	229	250	250	296	333	314	285	190
Massachusetts	476	468	406	471	558	630	751	730	560	442
Michigan	780	1,064	1,214	1,248	1,231	1,211	1,162	1,132	779	540
Minnesota	164	235	287	322	338	355	387	379	333	222
Mississippi	33	55	58	74	85	86	89	82	68	60
Missouri	152	175	196	209	215	228	274	287	254	143
Montana	15	19	27	37	41	40	46	49	45	30
Nebraska	38	49	56	62	56	59	65	62	54	37
Nevada	8	12	10	16	20	27	41	48	48	31
New Hampshire	21	25	16	20	21	32	54	62	50	37
New Jersey	489	513	485	509	459	451	527	531	462	345
New Mexico	32	45	49	51	56	61	106	144	153	105
New York	1,689	1,641	1,916	2,099	2,140	2,259	2,944	2,913	2,929	2,194
North Carolina	138	143	149	138	206	247	335	353	300	178
North Dakota	14	14	16	20	22	24	28	26	21	17
Ohio	441	606	725	804	805	877	984	1,016	763	405
Oklahoma	74	74	85	100	119	132	169	165	122	39
Oregon	148	100	101	120	128	145	200	197	155	141
Pennsylvania	726	740	724	389	747	798	906	935	822	536
Puerto Rico	25	65	38	33	67	72	75	74	63	NA
Rhode Island	59	70	71	79	82	99	128	136	125	117
South Carolina	52	76	75	103	91	96	119	115	101	52
South Dakota	18	17	17	15	21	22	25	25	22	10
Tennessee	77	74	83	100	125	168	206	215	190	108
Texas	122	118	229	281	344	416	517	544	496	292
Utah	41	47	52	55	61	64	76	77	64	47
Vermont	21	38	40	40	40	48	67	65	56	47
Virgin Islands	2	3	2	2	2	3	4	4	4	NA
Virginia	136	166	165	179	169	177	225	253	199	113
Washington	175	240	294	375	401	438	606	610	585	383
West Virginia	53	56	75	109	107	110	120	126	101	32
Wisconsin	260	406	519	444	506	440	453	425	291	115
Wyoming	6	9	13	16	19	19	27	21	17	6
United States	$10,621	$12,857	$14,371	$15,236	$16,663	$18,543	$22,250	$22,798	$20,411	$13,884

[1] Benefits refers to total cash benefits paid (see Table A-3) but does not include emergency assistance payments.

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 A-8. Comparison of Federal Funding for AFDC and Related Programs and 1998 Family Assistance Grants Awarded Under PRWORA

[In millions]

State	FY 1996 Grants for AFDC, EA & JOBS [1]	FY 1998 State Family Assistance Grant [2]	Increase from FY 1996 Level	Percent Increase from FY 1996 Level
Alabama	$75.9	$96.0	$20.1	*26*
Alaska	58.7	65.3	6.6	*11*
Arizona	197.8	226.4	28.6	*14*
Arkansas	51.9	58.2	6.4	*12*
California	3,622.8	3,732.7	109.9	*3*
Colorado	158.3	139.3	-19.0	*-12*
Connecticut	215.3	266.8	51.5	*24*
Delaware	35.2	32.3	-2.9	*-8*
Dist of Columbia	70.8	92.6	21.8	*31*
Florida	497.5	576.9	79.3	*16*
Georgia	288.4	339.7	51.3	*18*
Hawaii	97.9	98.9	1.0	*1*
Idaho	31.3	32.8	1.5	*5*
Illinois	601.1	585.1	-16.0	*-3*
Indiana	133.1	206.8	73.7	*55*
Iowa	128.9	131.5	2.7	*2*
Kansas	89.8	101.9	12.2	*14*
Kentucky	157.2	181.3	24.0	*15*
Louisiana	114.3	168.1	53.8	*47*
Maine	74.8	78.1	3.3	*4*
Maryland	214.3	229.1	14.8	*7*
Massachusetts	353.1	459.4	106.3	*30*
Michigan	632.2	775.4	143.1	*23*
Minnesota	220.8	268.0	47.1	*21*
Mississippi	70.3	88.9	18.6	*26*
Missouri	195.4	217.1	21.7	*11*
Montana	40.4	46.7	6.3	*16*
Nebraska	56.0	58.0	2.0	*4*
Nevada	41.4	44.9	3.5	*9*
New Hampshire	34.7	38.5	3.8	*11*
New Jersey	383.2	404.0	20.9	*5*
New Mexico	132.1	129.3	-2.8	*-2*
New York	2,160.7	2,442.9	282.3	*13*
North Carolina	312.6	310.9	-1.7	*-1*
North Dakota	25.7	26.4	0.7	*3*
Ohio	543.7	728.0	184.3	*34*
Oklahoma	118.2	147.8	29.6	*25*
Oregon	142.0	166.8	24.8	*17*
Pennsylvania	770.1	719.5	-50.6	*-7*
Rhode Island	89.5	95.0	5.5	*6*
South Carolina	94.4	100.0	5.6	*6*
South Dakota	20.2	21.3	1.1	*5*
Tennessee	137.4	196.7	59.3	*43*
Texas	419.0	498.9	79.9	*19*
Utah	64.7	78.9	14.2	*22*
Vermont	42.4	47.4	5.0	*12*
Virginia	121.4	158.3	36.9	*30*
Washington	415.4	404.3	-11.1	*-3*
West Virginia	87.7	110.2	22.5	*26*
Wisconsin	276.4	317.5	41.1	*15*
Wyoming	15.0	21.5	6.6	*44*
United States	$14,931	$16,562	$1,631	*11*

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

[2] The awards include State Family Assistance Grants (SFAG) and Supplemental Grants for Population Increases. AZ, CA, OK, OR, SD WI, and WY cumulative totals have been adjusted for Tribes operating TANF within the State.

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

Table A-9. Average Monthly AFDC Recipients by State, Selected Fiscal Years 1965 – 1998

[In thousands]

	1965	1970	1975	1980	1985	1990	1995	1998	Percent Change	
									1989-93	1993-98
Alabama	78	123	160	180	151	130	118	58	*8*	*-59*
Alaska	5	8	12	15	16	20	37	31	*87*	*-15*
Arizona	40	51	71	51	72	124	190	110	*87*	*-44*
Arkansas	30	45	101	85	64	71	63	35	*4*	*-52*
California	528	1,148	1,362	1,387	1,619	1,902	2,680	2,072	*40*	*-16*
Colorado	42	66	96	77	79	102	109	55	*27*	*-55*
Connecticut	59	83	125	139	122	120	171	129	*52*	*-20*
Delaware	12	20	31	32	24	21	25	17	*44*	*-38*
Dist. of Columbia	20	40	103	85	58	49	73	57	*39*	*-15*
Florida	106	204	265	256	271	370	622	291	*113*	*-58*
Georgia	71	198	354	221	239	293	383	202	*50*	*-49*
Guam	1	2	3	5	6	4	8	7	*34*	*30*
Hawaii	14	25	47	60	51	44	66	47	*31*	*-15*
Idaho	10	16	19	21	17	17	24	4	*27*	*-80*
Illinois	262	368	777	672	735	636	696	508	*9*	*-26*
Indiana	48	73	162	157	165	154	189	113	*43*	*-46*
Iowa	44	64	85	104	123	98	101	68	*4*	*-33*
Kansas	36	53	67	68	67	77	80	37	*19*	*-58*
Kentucky	81	129	159	167	160	175	189	128	*44*	*-43*
Louisiana	104	202	235	213	230	282	251	123	*-5*	*-53*
Maine	19	36	80	60	57	56	60	41	*33*	*-40*
Maryland	80	131	216	212	195	186	223	126	*26*	*-43*
Massachusetts	94	208	347	350	235	263	274	176	*35*	*-46*
Michigan	162	253	641	685	691	655	598	360	*8*	*-48*
Minnesota	51	76	124	135	152	171	180	144	*17*	*-25*
Mississippi	83	115	186	173	155	179	144	60	*-4*	*-65*
Missouri	107	140	260	199	197	211	254	156	*29*	*-40*
Montana	7	13	22	19	22	29	34	21	*25*	*-38*
Nebraska	16	30	38	35	44	43	41	37	*18*	*-23*
Nevada	5	12	14	12	14	23	41	27	*75*	*-24*
New Hampshire	4	9	26	22	14	16	28	15	*132*	*-48*
New Jersey	104	286	440	459	367	309	316	208	*17*	*-40*
New Mexico	30	51	61	53	51	57	104	68	*63*	*-29*
New York	517	1,052	1,210	1,100	1,112	981	1,256	915	*22*	*-24*
North Carolina	111	124	170	198	166	223	313	184	*67*	*-45*
North Dakota	8	11	14	13	12	16	14	9	*21*	*-53*
Ohio	183	266	535	513	673	632	612	366	*14*	*-49*
Oklahoma	73	95	97	89	82	112	124	65	*34*	*-53*
Oregon	31	75	99	102	74	89	104	48	*35*	*-60*
Pennsylvania	303	426	627	629	561	521	596	378	*16*	*-38*
Puerto Rico	202	223	232	168	173	190	168	126	*3*	*-34*
Rhode Island	24	38	52	52	44	46	61	54	*47*	*-12*
South Carolina	30	52	135	153	120	111	129	66	*36*	*-55*
South Dakota	11	16	25	20	16	19	17	10	*6*	*-50*
Tennessee	76	129	201	162	155	211	276	148	*59*	*-52*
Texas	91	214	394	308	363	611	743	401	*45*	*-49*
Utah	22	33	34	37	38	45	46	29	*21*	*-44*
Vermont	5	12	21	23	22	22	27	20	*45*	*-29*
Virgin Islands	1	2	4	3	4	3	5	4	*11*	*10*
Virginia	46	87	174	166	154	151	184	103	*33*	*-47*
Washington	71	109	143	154	178	228	286	215	*31*	*-25*
West Virginia	116	93	69	77	106	111	105	48	*9*	*-60*
Wisconsin	45	79	161	213	288	237	209	46	*-3*	*-81*
Wyoming	4	5	7	7	10	14	15	3	*33*	*-84*
United States	4,323	7,415	11,094	10,597	10,813	11,460	13,659	8,770	*29*	*-38*

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

Table A-10. AFDC Caseload by State, October 1989 to June 1999 Peak

[In thousands]

State	Peak Caseload Oct '89 to June '99	Date Peak Occurred Oct '89 to June '99	June '97 Caseload	June '99 Caseload	Percent Decline[1] June '97 to June '99	Percent Decline Peak to June '99
Alabama	52.3	Mar-93	32.0	19.4	*39*	*63*
Alaska	13.4	Apr-94	12.0	8.3	*31*	*38*
Arizona	72.8	Dec-93	52.5	33.2	*37*	*54*
Arkansas	27.1	Mar-92	20.7	12.0	*42*	*56*
California	933.1	Mar-95	789.9	607.3	*23*	*35*
Colorado	43.7	Dec-93	28.7	13.4	*53*	*69*
Connecticut	61.9	Mar-95	55.5	33.4	*40*	*46*
Delaware	11.8	Apr-94	9.5	6.3	*33*	*47*
Dist. of Columbia	27.5	Apr-94	23.7	17.9	*24*	*35*
Florida	259.9	Nov-92	160.6	73.5	*54*	*72*
Georgia	142.8	Nov-93	98.2	53.1	*46*	*63*
Guam	2.6	Sep-97	2.2	2.6	*-17*	*0*
Hawaii	23.6	Sep-97	23.4	15.8	*32*	*33*
Idaho	9.5	Mar-95	6.7	1.3	*81*	*87*
Illinois	243.1	Aug-94	191.6	114.7	*40*	*53*
Indiana	76.1	Sep-93	42.4	37.2	*12*	*51*
Iowa	40.7	Apr-94	28.4	21.3	*25*	*48*
Kansas	30.8	Aug-93	18.2	12.8	*30*	*58*
Kentucky	84.0	Mar-93	62.5	40.6	*35*	*52*
Louisiana	94.7	May-90	51.7	36.6	*29*	*61*
Maine	24.4	Aug-93	18.2	13.6	*25*	*44*
Maryland	81.8	May-95	55.0	34.9	*37*	*57*
Massachusetts	115.7	Aug-93	76.0	50.9	*33*	*56*
Michigan	233.6	Apr-91	145.8	90.5	*38*	*61*
Minnesota	66.2	Jun-92	52.3	45.1	*14*	*32*
Mississippi	61.8	Nov-91	36.4	14.9	*59*	*76*
Missouri	93.7	Mar-94	67.6	48.4	*28*	*48*
Montana	12.3	Mar-94	8.8	4.9	*45*	*60*
Nebraska	17.2	Mar-93	13.3	10.8	*19*	*37*
Nevada	16.3	Mar-95	11.7	7.4	*37*	*55*
New Hampshire	11.8	Apr-94	7.9	6.4	*19*	*46*
New Jersey	132.6	Nov-92	97.6	59.6	*39*	*55*
New Mexico	34.9	Nov-94	25.9	25.2	*3*	*28*
New York	463.7	Dec-94	371.0	287.9	*22*	*38*
North Carolina	134.1	Mar-94	95.6	55.4	*42*	*59*
North Dakota	6.6	Apr-93	4.0	3.1	*23*	*54*
Ohio	269.8	Mar-92	180.5	103.1	*43*	*62*
Oklahoma	51.3	Mar-93	28.3	18.3	*35*	*64*
Oregon	43.8	Apr-93	22.7	16.9	*26*	*61*
Pennsylvania	212.5	Sep-94	157.0	107.7	*31*	*49*
Puerto Rico	61.7	Jan-92	47.3	35.4	*25*	*43*
Rhode Island	22.9	Apr-94	19.5	18.0	*8*	*21*
South Carolina	54.6	Jan-93	30.3	17.2	*43*	*68*
South Dakota	7.4	Apr-93	5.0	3.1	*39*	*58*
Tennessee	112.6	Nov-93	64.4	56.7	*12*	*50*
Texas	287.5	Dec-93	204.0	107.5	*47*	*63*
Utah	18.7	Mar-93	11.6	9.6	*17*	*49*
Vermont	10.3	Apr-92	8.2	6.5	*21*	*37*
Virgin Islands	1.4	Dec-95	1.2	0.9	*25*	*36*
Virginia	76.0	Apr-94	50.9	34.6	*32*	*54*
Washington	104.8	Feb-95	91.4	60.7	*34*	*42*
West Virginia	41.9	Apr-93	28.7	11.1	*61*	*74*
Wisconsin	82.9	Jan-92	38.1	8.3	*78*	*90*
Wyoming	7.1	Aug-92	2.0	0.8	*62*	*89*
United States	5,098	Mar-94	3,789	2,536	*33*	*50*

[1] Negative values denote percent increase.

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

Table A-11. Average Number of AFDC Child Recipients By State, Selected Fiscal Years 1965 – 1998

[In thousands]

	1965	1970	1975	1980	1985	1990	1995	1998	Percent Change 1989-93	Percent Change 1993-98
Alabama	62	96	119	129	105	93	87	46	*9*	*-54*
Alaska	4	6	9	10	10	13	24	20	*82*	*-12*
Arizona	31	39	54	38	50	87	130	50	*82*	*-63*
Arkansas	23	34	75	62	45	51	45	27	*4*	*-48*
California	391	816	943	932	1,070	1,294	1,833	1,504	*44*	*-12*
Colorado	33	50	68	53	53	69	74	44	*26*	*-46*
Connecticut	43	62	92	97	82	81	114	88	*51*	*-19*
Delaware	9	15	23	22	16	14	17	15	*42*	*-21*
Dist. of Columbia	16	31	75	59	43	34	51	42	*20*	*-9*
Florida	85	160	200	184	191	264	432	215	*103*	*-55*
Georgia	54	150	261	161	166	206	269	151	*48*	*-45*
Guam	1	1	2	4	4	3	5	5	*31*	*41*
Hawaii	10	18	33	40	33	29	43	33	*31*	*-12*
Idaho	7	11	14	14	11	11	16	3	*24*	*-79*
Illinois	202	283	562	473	493	436	478	383	*9*	*-19*
Indiana	36	55	119	111	111	105	129	79	*40*	*-44*
Iowa	32	46	59	69	77	64	66	46	*5*	*-30*
Kansas	28	41	50	49	45	52	55	27	*18*	*-55*
Kentucky	58	93	113	118	107	117	128	91	*38*	*-37*
Louisiana	79	157	177	156	163	199	173	127	*-3*	*-33*
Maine	14	26	56	40	36	35	38	28	*31*	*-34*
Maryland	61	100	157	145	126	124	152	91	*27*	*-39*
Massachusetts	71	153	242	228	152	168	176	121	*35*	*-42*
Michigan	119	190	454	460	441	427	398	253	*9*	*-44*
Minnesota	39	58	89	91	95	110	121	99	*19*	*-21*
Mississippi	66	93	144	128	112	129	106	48	*-3*	*-62*
Missouri	82	106	193	135	129	139	175	120	*28*	*-30*
Montana	6	10	16	13	15	19	22	14	*26*	*-37*
Nebraska	12	23	28	25	29	29	29	27	*16*	*-16*
Nevada	4	9	10	8	9	16	29	20	*74*	*-19*
New Hampshire	3	7	18	15	9	11	18	10	*123*	*-44*
New Jersey	79	209	316	318	247	213	213	153	*16*	*-36*
New Mexico	23	39	45	35	34	37	67	44	*52*	*-28*
New York	380	759	862	759	729	658	811	660	*21*	*-16*
North Carolina	83	94	125	141	113	152	211	136	*64*	*-39*
North Dakota	6	8	10	9	8	10	10	6	*18*	*-46*
Ohio	136	198	373	348	424	414	415	261	*15*	*-45*
Oklahoma	55	71	74	65	57	77	86	46	*33*	*-51*
Oregon	23	52	67	65	49	60	71	34	*33*	*-56*
Pennsylvania	217	307	430	432	369	345	403	276	*17*	*-32*
Puerto Rico	161	166	170	118	116	130	114	85	*2*	*-34*
Rhode Island	18	27	37	36	28	30	41	31	*47*	*-23*
South Carolina	24	40	100	109	84	80	96	50	*37*	*-53*
South Dakota	8	12	18	15	11	13	12	8	*7*	*-45*
Tennessee	58	99	150	115	105	144	190	106	*63*	*-51*
Texas	68	162	292	225	256	428	522	285	*44*	*-48*
Utah	16	23	23	24	24	31	31	22	*23*	*-37*
Vermont	4	8	14	14	14	14	17	13	*41*	*-28*
Virgin Islands	1	2	3	2	3	2	3	2	*9*	*-41*
Virginia	35	66	125	116	103	104	128	74	*34*	*-44*
Washington	50	76	95	97	113	148	184	142	*31*	*-23*
West Virginia	80	65	47	58	64	68	67	34	*10*	*-54*
Wisconsin	34	60	116	142	181	158	146	33	*-1*	*-79*
Wyoming	3	4	5	5	7	9	10	2	*34*	*-82*
United States	3,242	5,483	7,952	7,320	7,165	7,755	9,280	6,330	*30*	*-34*

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

Table A-12. AFDC Recipiency Rates for Children by State, Selected Fiscal Years 1965 - 1998

[In percent]

	1965	1970	1975	1980	1985	1990	1995	1998	Percent Change	
									1989-93	1993-98
Alabama	4.6	7.7	9.9	11.1	9.7	8.8	8.0	4.3	*9*	*-54*
Alaska	3.1	5.0	6.2	8.0	5.9	7.4	12.6	10.6	*69*	*-14*
Arizona	4.8	6.0	7.2	4.8	5.9	8.6	11.0	4.0	*61*	*-67*
Arkansas	3.1	5.2	10.9	9.3	7.1	8.2	7.0	4.1	*3*	*-50*
California	6.0	12.3	14.6	14.6	15.6	16.2	20.9	16.9	*28*	*-16*
Colorado	4.4	6.4	8.4	6.5	6.1	7.8	7.6	4.3	*16*	*-51*
Connecticut	4.4	6.1	9.8	11.8	10.8	10.8	14.4	11.1	*46*	*-20*
Delaware	4.7	7.5	12.3	13.4	10.2	8.7	9.6	8.3	*33*	*-23*
Dist. of Columbia	6.0	13.8	41.1	40.9	33.9	30.7	44.6	40.5	*30*	*1*
Florida	4.3	7.6	8.4	7.8	7.6	8.8	12.9	6.1	*78*	*-59*
Georgia	3.2	9.1	15.5	9.8	10.1	11.8	14.0	7.5	*38*	*-50*
Hawaii	3.6	6.5	11.7	14.5	11.6	10.5	14.2	11.0	*24*	*-12*
Idaho	2.7	4.2	4.8	4.7	3.6	3.6	4.7	0.9	*15*	*-80*
Illinois	5.3	7.5	16.0	14.6	16.1	14.8	15.3	12.0	*6*	*-22*
Indiana	2.0	3.0	6.9	6.9	7.5	7.3	8.7	5.2	*39*	*-46*
Iowa	3.2	4.7	6.6	8.4	10.2	8.8	9.1	6.4	*4*	*-30*
Kansas	3.5	5.4	7.3	7.5	6.9	7.9	8.0	3.9	*14*	*-56*
Kentucky	4.9	8.3	10.2	10.9	10.5	12.4	13.1	9.2	*38*	*-39*
Louisiana	5.5	11.3	13.2	11.8	12.2	16.5	14.1	10.6	*-1*	*-31*
Maine	3.9	7.7	16.4	12.5	11.7	11.5	12.4	9.5	*32*	*-31*
Maryland	4.6	7.3	11.9	12.4	11.4	10.6	12.0	7.1	*18*	*-41*
Massachusetts	3.8	8.1	14.2	15.3	11.2	12.4	12.3	8.3	*31*	*-44*
Michigan	3.7	5.8	15.0	16.7	17.7	17.4	15.7	9.9	*6*	*-45*
Minnesota	2.9	4.2	7.0	7.7	8.5	9.4	9.8	7.9	*12*	*-23*
Mississippi	7.0	11.1	17.3	15.7	14.0	17.6	14.0	6.3	*-3*	*-62*
Missouri	5.2	6.9	13.2	9.9	9.8	10.6	12.7	8.5	*23*	*-32*
Montana	2.0	4.0	6.6	5.7	6.1	8.4	9.5	6.3	*22*	*-34*
Nebraska	2.3	4.4	5.8	5.5	6.8	6.8	6.5	6.2	*14*	*-18*
Nevada	2.5	5.2	5.4	3.8	3.9	5.0	7.3	4.2	*37*	*-38*
New Hampshire	1.4	2.6	6.9	5.8	3.7	3.9	6.2	3.5	*114*	*-46*
New Jersey	3.4	8.8	14.1	16.0	13.5	11.7	10.8	7.7	*10*	*-38*
New Mexico	5.2	9.5	10.9	8.5	7.8	8.3	13.5	8.8	*42*	*-31*
New York	6.3	13.0	16.3	16.2	16.7	15.4	17.9	14.7	*16*	*-16*
North Carolina	4.4	5.3	7.2	8.5	7.1	9.3	11.8	7.1	*54*	*-46*
North Dakota	2.3	3.6	4.9	4.7	4.3	6.0	5.7	4.0	*23*	*-44*
Ohio	3.6	5.3	10.9	11.2	14.7	14.9	14.6	9.2	*14*	*-45*
Oklahoma	6.4	8.5	8.7	7.6	6.3	9.1	9.8	5.2	*31*	*-52*
Oregon	3.3	7.4	9.6	9.0	6.9	8.1	8.8	4.2	*22*	*-59*
Pennsylvania	5.5	8.0	12.3	13.8	12.9	12.3	13.9	9.6	*14*	*-32*
Rhode Island	5.9	9.1	13.3	14.7	12.6	13.4	17.2	13.2	*42*	*-23*
South Carolina	2.3	4.2	10.4	11.6	9.1	8.7	10.1	5.2	*35*	*-54*
South Dakota	3.1	5.0	8.2	7.1	5.7	6.7	6.0	3.9	*3*	*-44*
Tennessee	4.2	7.5	11.3	8.9	8.6	11.8	14.5	8.0	*57*	*-53*
Texas	1.7	4.1	7.1	5.2	5.4	8.7	9.7	5.1	*34*	*-52*
Utah	3.7	5.4	5.0	4.4	4.0	4.9	4.5	3.1	*16*	*-41*
Vermont	2.7	5.4	9.3	9.9	9.9	9.5	11.5	9.0	*37*	*-25*
Virginia	2.2	4.1	7.9	7.9	7.1	6.8	7.9	4.5	*27*	*-47*
Washington	4.7	6.5	8.5	8.5	9.7	11.3	13.0	9.6	*1*	*-28*
West Virginia	12.2	11.2	8.4	10.4	12.6	15.7	15.7	8.4	*16*	*-51*
Wisconsin	2.2	3.8	7.8	10.5	14.2	12.1	10.8	2.5	*-5*	*-79*
Wyoming	2.1	3.2	4.1	3.4	4.1	7.0	7.5	1.7	*37*	*-81*
United States	4.4	7.6	11.6	11.3	11.2	11.9	13.4	8.9	*23*	*-37*

Note: Recipiency rate refers to the average monthly number of AFDC child recipients in each State during the given fiscal year as a percent of the resident population under 18 years of age as of July 1 of that year. The numerators are from Table A-11.
Sources: U. S. Department of Health and Human Services and U.S. Bureau of the Census. (Resident population by state available on line at http://www.census.gov/population/estimates/state/).

Table A-13. AFDC Recipiency Rates for Total Population by State, Selected Fiscal Years 1965 – 1998

[In percent]

	1965	1970	1975	1980	1985	1990	1995	1998	Percent Change 1989-93	Percent Change 1993-98
Alabama	2.2	3.6	4.3	4.6	3.8	3.2	2.8	1.3	*4*	*-60*
Alaska	1.8	2.6	3.1	3.7	3.0	3.7	6.1	5.0	*72*	*-17*
Arizona	2.6	2.9	3.1	1.9	2.3	3.4	4.4	2.3	*69*	*-52*
Arkansas	1.5	2.3	4.7	3.7	2.8	3.0	2.6	1.4	*-1*	*-54*
California	2.9	5.7	6.3	5.8	6.1	6.4	8.5	6.3	*31*	*-20*
Colorado	2.2	3.0	3.7	2.6	2.5	3.1	2.9	1.4	*16*	*-60*
Connecticut	2.1	2.7	4.1	4.5	3.8	3.7	5.2	3.9	*53*	*-20*
Delaware	2.4	3.6	5.4	5.4	3.9	3.2	3.5	2.3	*36*	*-42*
Dist. of Columbia	2.5	5.3	14.6	13.3	9.2	8.1	13.2	10.9	*51*	*-6*
Florida	1.8	3.0	3.1	2.6	2.4	2.8	4.4	2.0	*96*	*-61*
Georgia	1.6	4.3	7.0	4.0	4.0	4.5	5.3	2.6	*39*	*-54*
Hawaii	1.9	3.2	5.4	6.2	4.9	3.9	5.5	4.0	*23*	*-17*
Idaho	1.4	2.2	2.3	2.2	1.7	1.6	2.1	0.3	*14*	*-82*
Illinois	2.5	3.3	6.9	5.9	6.4	5.6	5.9	4.2	*6*	*-29*
Indiana	1.0	1.4	3.0	2.9	3.0	2.8	3.3	1.9	*39*	*-48*
Iowa	1.6	2.3	3.0	3.6	4.3	3.5	3.5	2.4	*-2*	*-34*
Kansas	1.6	2.4	2.9	2.9	2.8	3.1	3.1	1.4	*16*	*-60*
Kentucky	2.5	4.0	4.6	4.6	4.3	4.8	4.9	3.2	*40*	*-45*
Louisiana	2.9	5.6	6.1	5.0	5.2	6.7	5.8	2.8	*-6*	*-54*
Maine	1.9	3.6	7.5	5.4	4.9	4.5	4.9	3.3	*31*	*-40*
Maryland	2.2	3.3	5.2	5.0	4.4	3.9	4.4	2.5	*20*	*-45*
Massachusetts	1.8	3.7	6.0	6.1	4.0	4.4	4.5	2.9	*35*	*-47*
Michigan	2.0	2.9	7.0	7.4	7.6	7.0	6.2	3.7	*4*	*-49*
Minnesota	1.4	2.0	3.2	3.3	3.6	3.9	3.9	3.0	*12*	*-28*
Mississippi	3.6	5.2	7.8	6.9	6.0	6.9	5.4	2.2	*-6*	*-67*
Missouri	2.4	3.0	5.4	4.0	3.9	4.1	4.8	2.9	*25*	*-42*
Montana	1.0	1.9	2.9	2.4	2.7	3.6	3.9	2.4	*19*	*-41*
Nebraska	1.1	2.0	2.5	2.2	2.8	2.7	2.5	2.2	*15*	*-25*
Nevada	1.2	2.4	2.3	1.5	1.4	1.9	2.7	1.5	*44*	*-40*
New Hampshire	0.7	1.2	3.1	2.4	1.4	1.5	2.4	1.3	*128*	*-51*
New Jersey	1.5	4.0	6.0	6.2	4.9	4.0	4.0	2.6	*15*	*-42*
New Mexico	3.0	5.0	5.3	4.1	3.5	3.8	6.2	3.9	*51*	*-34*
New York	2.9	5.8	6.7	6.3	6.2	5.5	6.9	5.0	*21*	*-24*
North Carolina	2.2	2.4	3.1	3.4	2.6	3.4	4.4	2.4	*58*	*-49*
North Dakota	1.2	1.7	2.1	2.0	1.8	2.4	2.3	1.4	*23*	*-53*
Ohio	1.8	2.5	5.0	4.8	6.3	5.8	5.5	3.3	*12*	*-50*
Oklahoma	3.0	3.7	3.5	2.9	2.5	3.6	3.8	1.9	*31*	*-55*
Oregon	1.6	3.6	4.3	3.9	2.8	3.1	3.3	1.4	*24*	*-63*
Pennsylvania	2.6	3.6	5.3	5.3	4.8	4.4	5.0	3.1	*15*	*-38*
Rhode Island	2.7	4.0	5.5	5.5	4.5	4.6	6.2	5.5	*48*	*-11*
South Carolina	1.2	2.0	4.6	4.9	3.6	3.2	3.5	1.7	*30*	*-57*
South Dakota	1.6	2.4	3.6	2.9	2.3	2.7	2.3	1.4	*2*	*-51*
Tennessee	2.0	3.3	4.7	3.5	3.3	4.3	5.3	2.7	*52*	*-55*
Texas	0.9	1.9	3.1	2.1	2.2	3.6	4.0	2.0	*35*	*-53*
Utah	2.2	3.1	2.8	2.5	2.3	2.6	2.3	1.4	*10*	*-50*
Vermont	1.4	2.6	4.4	4.4	4.2	3.9	4.7	3.4	*41*	*-31*
Virginia	1.0	1.9	3.4	3.1	2.7	2.4	2.8	1.5	*26*	*-49*
Washington	2.4	3.2	4.0	3.7	4.0	4.7	5.3	3.8	*19*	*-31*
West Virginia	6.4	5.3	3.7	4.0	5.5	6.2	5.8	2.6	*8*	*-60*
Wisconsin	1.1	1.8	3.5	4.5	6.1	4.8	4.1	0.9	*-7*	*-81*
Wyoming	1.1	1.5	1.8	1.4	2.0	3.1	3.0	0.6	*30*	*-85*
United States	2.1	3.5	5.0	4.6	4.5	4.5	5.1	3.2	*24*	*-41*

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

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

Food Stamp Program

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

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

The Federal government is responsible for virtually all of the rules that govern the program, and, with limited variations, these rules are nationally uniform, as are the benefit levels. Nonetheless, States, the District of Columbia, Guam, and the Virgin Islands, through their local welfare offices, have primary responsibility for the day-to-day administration of the program. 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, had an average of 1.2 million participants in 1988, funded under a Federal block grant of $1.2 billion. Unless noted otherwise, the food stamp caseload and expenditure data in this Appendix include costs for the Nutrition Assistance Program in Puerto Rico. Prior to 1982, the regular Food Stamp Program operated in Puerto Rico, under modified eligibility and benefit rules.

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

Food stamp benefits are a function of a household's size, its net monthly income, 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 PRWORA contains major and extensive revisions to the Food Stamp Program, including strong work requirements on able-bodied adults without children, restricted benefits for 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.

First, a new work requirement was added for able-bodied adult food stamp recipients without dependents (ABAWDs). Unless exempt, ABAWDs between the ages of 18 and 50 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 the able-bodied.

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 are already ineligible) were barred from 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 (August 22, 1996). Specifically, the ban on food stamp eligibility was lifted for children, the disabled and people who were 65 on August 22, 1996.

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 changes also could affect the Food Stamp Program. In July 1999, President Clinton announced a series of executive actions designed to increase access to food stamps among working poor families. The initiative included regulatory changes to make it easier for working families to report income changes and to own a car and still qualify for food stamps, and a new public education campaign supports states' and localities' efforts to serve this population. 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.

Food Stamp Program Data.

The following seven tables and figures provide information about the Food Stamp Program, including information about the Nutrition Assistance Program in Puerto Rico:

- Tables A-14 and A-15 present national caseload and expenditure trend data on the Food Stamp program, as discussed below;
- Figure A-5 and Table A-16 present some demographic characteristics of the food stamp caseload; and
- Tables A-17 through A-19 present some state-by-state trend data on the Food Stamp program through fiscal year 1998.

Table A-14 presents information on the average monthly number of food stamp recipients for each fiscal year since 1970 through Fiscal Year 1999. Food stamp participation (including participants in Puerto Rico's block grant) has continued to fall from its peak of 28.9 million in 1994 to an average of 19.3 million persons in 1999. Both in absolute numbers and as a percentage of the population, food stamp recipiency is lower than at any point in the past twenty years. See also Table IND 9b and Table IND 10b in Chapter II for further data on the recent decline in food stamp recipiency and participation rates.

Total program costs, shown in Table A-15, have also declined. In fiscal year 1998, total program costs (including Puerto Rico) were $20.1 billion, reaching their lowest levels since 1984, after adjusting for inflation. (Average monthly participation in fiscal year 1998 was 21.0 million). Average monthly benefits per person have also declined in recent years after adjusting for inflation. Benefits were $72 per person in fiscal year 1999, considerably lower than the $82 per person benefit (in constant dollars) paid in 1992, but higher than the $68 per person paid in 1987.

In general, the health of the economy has historically been a good predictor of the number of participants in the Food Stamp Program. Economic factors such as increases in unemployment, increases in the number of "working poor," increases in food prices, and changes in the distribution of income are important, as are demographic changes such as an increase in the number of female-headed households. The size of the food stamp caseload also is influenced by programmatic changes, including amendments to the Food Stamp Program, modifications in other public assistance programs, and changes in immigration laws. In addition, changes in

attitudes toward "welfare" affect the rate at which eligible individuals participate in the program and may also influence the average length of time spent in the program.

A Congressionally mandated study undertaken in 1990 concluded that a variety of factors contributed to the caseload growth in the late 1980s, including increased unemployment, expansions in Medicaid eligibility, and changes in immigration laws, particularly the legalization of undocumented aliens. Similarly, several factors contribute to the more recent declines in food stamp participation. Some of these declines can be attributed to eligibility changes made in the 1996 welfare law, most notably the elimination of eligibility for most legal immigrants and for many childless adults aged 18-50. The strong economy also played an important role in recent caseload declines. In addition, studies of families leaving TANF cash assistance suggest that many of them leave the Food Stamp Program as well, even though many of them appear to be eligible for food stamp benefits. Increased stigma about welfare use and unintentional diversion from the Food Stamp Program may be additional factors affecting food stamp participation.

Table A-14. Trends in Food Stamp Participation, Selected Years 1962 – 1999

Fiscal Year	Food Stamp Participants [1]			Participants as a Percent of:			Child Participants As a Percent of:	
	Including Territories (in thousands)	Excluding Territories (in thousands)	Children Excld Terr. (in thousands)	Total Population [2]	All Poor Persons [2]	Pre-transfer Poverty Population [3]	Total Child Population [2]	Children in Poverty [2]
1962	6,554	6,554	NA	3.5	17.0	NA	NA	NA
1965	5,166	5,166	NA	2.7	15.5	NA	NA	NA
1970	8,277	8,277	NA	4.1	32.6	NA	NA	NA
1971	13,042	13,042	NA	6.3	51.0	NA	NA	NA
1972	14,102	14,102	NA	6.7	57.7	NA	NA	NA
1973	14,641	14,641	NA	6.9	63.7	NA	NA	NA
1974	14,784	14,765	NA	6.9	63.2	NA	NA	NA
1975 [4]	18,308	17,217	NA	8.0	66.2	NA	NA	NA
1976	18,240	16,733	9,126	7.7	66.7	NA	13.8	88.8
1977	17,014	15,579	NA	7.1	62.7	NA	NA	NA
1978	15,988	14,503	NA	6.5	58.9	NA	NA	NA
1979 [5]	17,682	15,976	NA	7.1	60.9	57.1	NA	NA
1980	21,082	19,253	9,493	8.5	65.5	60.7	15.5	85.6
1981	22,430	20,654	9,674	9.0	64.6	60.8	15.5	78.4
1982 [6]	22,055	20,392	9,545	8.8	59.0	56.3	15.3	70.3
1983 [6]	23,195	21,667	10,783	9.3	61.1	58.5	17.4	78.4
1984 [6]	22,384	20,796	10,372	8.8	61.7	58.5	16.8	78.2
1985 [6]	21,379	19,847	9,824	8.3	60.0	56.6	15.8	76.1
1986 [6]	20,909	19,381	9,846	8.1	59.9	56.2	15.7	76.5
1987 [6]	20,583	19,072	9,765	7.9	59.2	55.6	15.5	75.4
1988 [6]	20,095	18,613	9,363	7.6	58.6	55.2	14.8	75.1
1989 [6]	20,266	18,778	9,429	7.6	59.6	55.6	14.9	74.9
1990 [6]	21,547	20,038	10,127	8.0	59.7	55.7	15.8	75.4
1991 [6]	24,115	22,599	11,952	9.0	63.3	59.3	18.4	83.3
1992 [6]	26,886	25,369	13,349	9.9	66.7	64.0	20.2	87.3
1993 [6]	28,422	26,952	14,196	10.5	68.6	63.8	21.2	90.3
1994 [6]	28,879	27,434	14,391	10.5	72.2	66.9	21.2	94.1
1995 [6]	27,989	26,579	13,860	10.1	73.0	67.6	20.2	94.5
1996 [6]	26,872	25,494	13,189	9.6	69.9	64.7	19.1	91.2
1997 [6]	24,148	22,820	11,847	8.5	64.3	60.0	17.0	83.9
1998 [6]	20,970	19,746	10,524	7.3	57.4	57.9	15.1	78.1
1999 [6]	19,327	18,151	NA	6.7	NA	NA	NA	NA

[1] Total participants includes all participating States, the District of Columbia, and the territories (including Puerto Rico). The number of child participants includes only the participating States and D.C. (the territories are not included). From 1962 to 1983 the number of participants includes the Family Food Assistance Program (FFAP) which was largely replaced by the Food Stamp program in 1975. The FFAP participants (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. The monthly average number of participants for 1970-76 is computed as an average from October of the prior calendar year to September, the span of the fiscal year since 1977.

[2] 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 P60-207.

[3] 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.

[4] The first fiscal year in which food stamps were available nationwide.

[5] The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

[6] Participation figures in column 1 from 1982 on include enrollment in Puerto Rico's Nutrition Assistance Program (averaging 1.2 to 1.5 million persons a month under the nutrition assistance grant and higher figures in earlier years under Food Stamps) as shown in Table A-18.

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: 1998," *Current Population Reports*, Series P60-207 and earlier years.

Table A-15 Trends in Food Stamp Expenditures, Selected Years 1962 – 1999

Fiscal Year	Total Federal Cost: Current Dollars [In millions]	Total Federal Cost: 1999 Dollars [3] [In millions]	Benefits [2] (Federal) [In millions]	Administration [1]: Federal [In millions]	Administration [1]: State & Local [In millions]	Total Cost [In millions]	Average Monthly Benefit per Person: Current Dollars	Average Monthly Benefit per Person: 1999 Dollars [3]
1962	241 [4]	*1,220*	240 [4]	1	NA	241	7.70	*39.00*
1965	261 [4]	*1,274*	259 [4]	2	NA	261	6.40	*31.20*
1970	866 [4]	*3,549*	839 [4]	27	20	886	10.60	*43.40*
1971	1,897 [4]	*7,440*	1,844 [4]	53	40	1,937	13.50	*52.90*
1972 [5]	2,182 [4]	*8,264*	2,109 [4]	73	55	2,237	13.50	*51.10*
1973	2,466 [4]	*8,970*	2,386 [4]	80	60	2,526	14.60	*53.10*
1974	3,378 [4]	*11,317*	3,254 [4]	124	95	3,473	17.00	*57.00*
1975 [6]	5,074 [4]	*15,494*	4,836 [4]	238	180	5,254	19.60	*59.80*
1976	5,659 [4]	*16,176*	5,294 [4]	365	275	5,934	23.90	*68.30*
1977	5,475 [4]	*14,566*	5,073 [4]	402	300	5,775	24.00	*63.90*
1978	5,558 [4]	*13,875*	5,124 [4]	434	325	5,883	25.70	*64.20*
1979 [7]	7,000 [4]	*16,067*	6,485 [4]	515	388	7,388	30.10	*69.10*
1980	9,258 [4]	*19,105*	8,755 [4]	503	375	9,633	34.30	*70.80*
1981	11,402 [4]	*21,394*	10,724 [4]	678	504	11,906	39.50	*74.10*
1982 [9]	11,140 [4]	*19,530*	10,431 [4]	709	557	11,697	39.00	*68.40*
1983 [9]	12,731 [4]	*21,348*	11,953 [4]	778	612	13,343	43.10	*72.30*
1984 [9]	12,446	*20,018*	11,475	971 [8]	805	13,251	42.90	*69.00*
1985 [9]	12,573	*19,520*	11,530	1,043	871	13,444	45.10	*70.00*
1986 [9]	12,510	*18,943*	11,397	1,113	935	13,445	45.60	*69.00*
1987 [9]	12,512	*18,423*	11,317	1,195	996	13,508	45.90	*67.60*
1988 [9]	13,281	*18,787*	11,991	1,290	1,080	14,361	49.90	*70.60*
1989 [9]	13,904	*18,769*	12,572	1,332	1,101	15,005	51.90	*70.10*
1990 [9]	16,503	*21,221*	15,081	1,422	1,174	17,677	59.00	*75.90*
1991 [9]	19,790	*24,225*	18,274	1,516	1,247	21,037	63.90	*78.20*
1992 [9]	23,535	*27,961*	21,879	1,656	1,375	24,910	68.70	*81.60*
1993 [9]	24,733	*28,525*	23,017	1,716	1,572	26,305	68.00	*78.40*
1994 [9]	25,587	*28,748*	23,798	1,789	1,643	27,230	69.00	*77.50*
1995 [9]	25,776	*28,177*	23,859	1,917	1,748	27,524	71.40	*78.00*
1996 [9]	25,527	*27,152*	23,543	1,984	1,842	27,369	73.50	*78.20*
1997 [9]	22,661	*23,469*	20,692	1,969	1,904	24,565	71.30	*73.80*
1998 [9]	20,097	*20,481*	18,055	2,042	1,989	22,086	71.30	*72.50*
1999 [9]	NA	NA	16,959	1,923	NA	NA	72.20	*72.20*

[1] Amounts include the Federal share of state administrative and employment and training costs (including administrative costs of Puerto Rico's block grant) 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 (including Puerto Rico).

[2] Benefit costs include the Food Stamp Program and Puerto Rico's nutritional assistance program and are based on unpublished data from the USDA, Food and Nutrition Service, National Data Bank (see Table A-17).

[3] Constant dollar adjustments to 1999 level were made using a CPI-U-XI fiscal year average price index.

[4] From 1962 to 1983 total Federal cost includes the cost of the family food assistance program (FFAP) which was largely replaced by the Food Stamp program in 1975. The FFAP amounts for the seven years shown from 1962 to 1974 were: $227, $227, $289, $321, $312, $255, and $205 (in millions). The average amount for the period for 1975 to 1983 was $32 million with the highest year being 1981 at $94 million.

[5] The first fiscal year in which benefit and eligibility rules were, by law, nationally uniform and indexed for inflation.

[6] The first fiscal year in which food stamps were available nationwide.

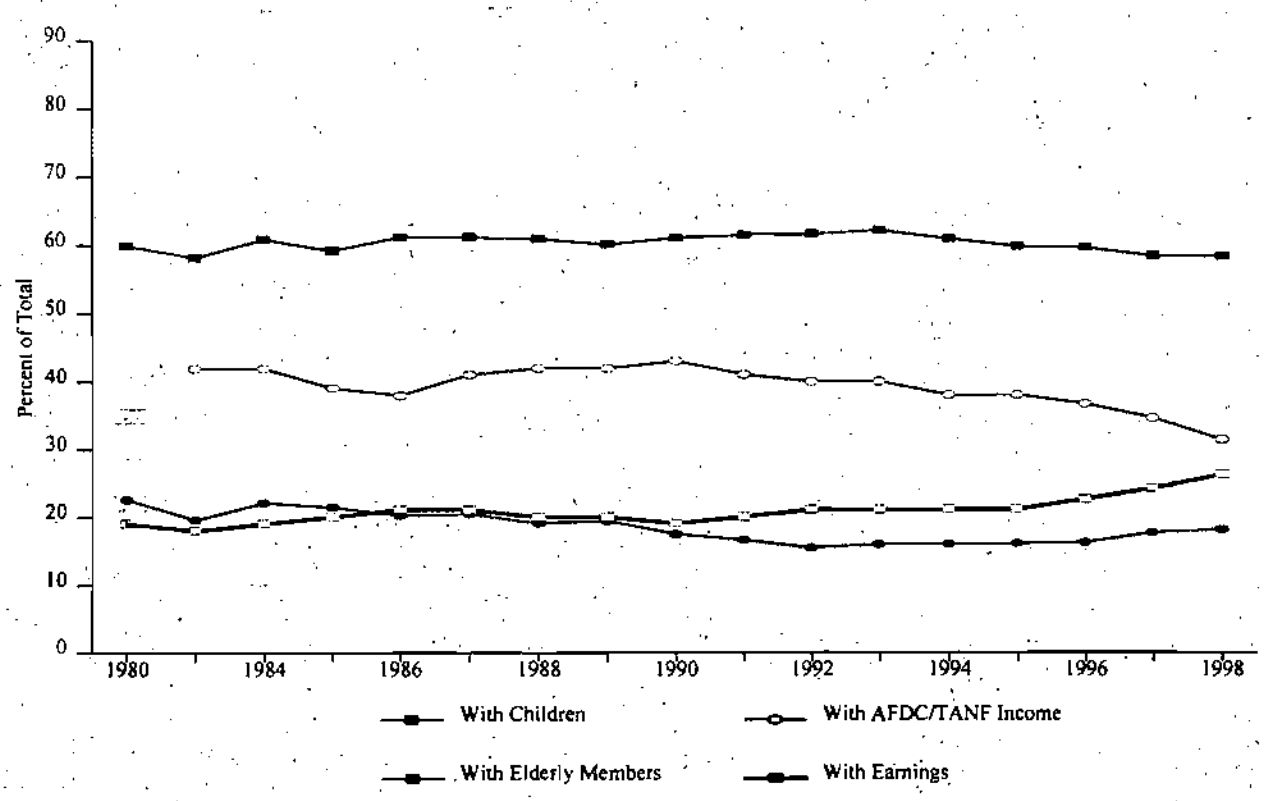
[7] The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

[8] Beginning 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for food stamps.

[9] Includes funding for Puerto Rico's nutrition assistance grant; earlier years beginning in 1975 include funding for Puerto Rico under the regular food stamp program. Average benefit figures do not reflect the lower benefits in Puerto Rico under its nutrition assistance program.

Source: USDA, Food and Nutrition Service, unpublished data from the National Data Bank; and the 1998 Green Book.

Figure A-5. Characteristics of Food Stamp Recipients



Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households: Fiscal Year 1998 (Advance Report)* and earlier years.

- In 1998, over one-fourth (26 percent) of food stamp households had earned income during the same month they were receiving food stamps. This is the highest proportion of households with earnings over the period examined. From 1980 to 1995, the proportion of food stamp households with earnings was in the range of 18 to 21 percent.

- There has been a drop in the proportion of food stamp households that receive AFDC/TANF income, from 43 percent in 1990, to 31 percent in 1998. The sharpest decline was between 1996 and 1998. The overall proportion of those food stamp households receiving any public assistance (e.g, AFDC/TANF, SSI or general assistance) has not declined as steeply, because of growth in the proportion of household receiving SSI income, as shown in Table A-16.

- About three-fifths (58 percent) of food stamp households had children in 1998. The proportion of households with children was slightly higher (60 to 62 percent) in most of the period between 1985 and 1996.

- The vast majority (91 percent) of households receiving food stamps had gross monthly income below the poverty level in 1998, as shown in Table A-16. This percentage has ranged from a low of 87 percent in 1980 to a high of 95 percent in the recession year of 1982.

Table A-16. Characteristics of Food Stamp Households, 1980 - 1998

[In percent]

	Year									
	1980 [1]	1982 [1]	1984 [1]	1986 [1]	1988 [1]	1990 [1]	1992 [1]	1994 [1]	1996 [1]	1998 [1]
With Gross Monthly Income:										
Below the Federal Poverty Levels	87	95	93	93	92	92	92	90	91	90
Between the Poverty Levels and 130 Percent of the Poverty Levels	10	5	6	6	8	8	8	9	8	9
Above 130 Percent of Poverty	2	*	1	*	*	*	*	1	1	1
With Earnings	19	18	19	21	20	19	21	21	23	26
With Public Assistance Income [2]	65	69	71	69	72	73	66	69	67	65
With AFDC/TANF Income	NA	42	42	38	42	43	40	38	37	31
With SSI Income	18	18	18	18	20	19	19	23	24	28
With Children	60	58	61	61	61	61	62	61	60	58
And Female Heads of Household	NA	45	47	48	50	51	51	51	50	47
With No Spouse Present [3]	NA	NA	NA	NA	39	37	44	43	43	41
With Elderly Members [4]	23	20	22	20	19	18	15	16	16	18
With Elderly Female Heads of Household [4]	NA	14	16	15	14	11	9	11	NA	NA
Average Household Size	2.8	2.8	2.8	2.7	2.6	2.6	2.5	2.5	2.5	2.4

[1] 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.
[2] Public assistance income includes AFDC, SSI, and general assistance.
[3] In 1996 female heads of household with children whose spouse is present comprised about 7 percent of all female heads of household with children.
[4] Elderly members and heads of household include those age 60 or older.
* Less than 0.5 percent.
Source: U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year 1998* and earlier years.

Table A-17. Value of Food Stamps Issued by State, Selected Fiscal Years 1975 – 1998

[Millions of dollars]

	1975	1980	1985	1990	1992	1994	1996	1998
Alabama	$108	$246	$318	$328	$451	$456	$440	$357
Alaska	7	27	25	25	41	53	54	50
Arizona	45	97	121	239	377	418	372	253
Arkansas	78	122	126	155	207	212	224	206
California	374	530	639	968	1,760	2,395	2,555	2,020
Colorado	48	71	94	156	219	224	210	157
Connecticut	38	59	62	72	131	152	175	161
Delaware	8	21	22	25	42	48	47	34
Dist. of Columbia	32	41	40	43	70	86	95	85
Florida	236	421	368	609	1,306	1,324	1,296	845
Georgia	144	264	290	382	627	695	703	538
Guam	3	15	18	15	28	22	27	34
Hawaii	26	60	93	81	121	153	196	178
Idaho	12	29	36	40	53	57	61	47
Illinois	259	394	713	835	1,070	1,069	1,034	844
Indiana	64	154	242	226	373	415	330	263
Iowa	29	54	107	109	143	145	141	109
Kansas	13	38	64	96	133	146	135	83
Kentucky	138	211	332	334	430	416	413	345
Louisiana	149	243	365	549	677	642	597	467
Maine	36	60	62	63	109	111	113	100
Maryland	79	140	171	203	316	350	362	282
Massachusetts	104	171	173	207	315	330	295	222
Michigan	132	263	541	663	846	834	773	588
Minnesota	43	62	105	165	234	229	221	181
Mississippi	115	199	264	352	421	397	376	254
Missouri	85	142	212	312	447	482	480	345
Montana	11	18	31	41	52	56	58	52
Nebraska	12	25	44	59	78	79	78	68
Nevada	11	15	22	41	74	88	91	63
New Hampshire	14	22	15	20	45	46	42	30
New Jersey	136	226	260	289	433	486	508	384
New Mexico	49	81	88	117	182	194	199	144
New York	233	726	938	1,086	1,586	1,945	2,054	1,505
North Carolina	139	234	237	282	461	490	547	421
North Dakota	5	9	16	25	35	34	32	25
Ohio	268	382	697	861	1,102	1,076	934	613
Oklahoma	40	73	134	186	275	305	308	231
Oregon	58	80	142	168	226	241	259	198
Pennsylvania	190	373	547	661	916	1,001	981	764
Puerto Rico	366	828	786	894	973	1,050	1,102	1,166
Rhode Island	19	31	35	42	69	76	78	57
South Carolina	126	181	194	240	297	303	299	264
South Dakota	8	18	26	35	42	41	41	37
Tennessee	126	282	280	372	562	600	542	437
Texas	319	514	701	1,429	2,103	2,320	2,140	1,425
Utah	13	22	40	71	96	94	87	75
Vermont	10	18	20	22	37	44	43	34
Virgin Islands	9	19	23	18	19	23	42	22
Virginia	70	158	189	247	406	448	450	307
Washington	71	90	140	229	344	386	426	308
West Virginia	57	87	159	192	255	261	252	224
Wisconsin	33	68	148	180	236	220	198	130
Wyoming	3	6	15	21	26	27	28	21
United States	$4,798	$8,721	$11,530	$15,081	$21,879	$23,796	$23,543	$18,055

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

Table A-18. Average Number of Food Stamp Recipients by State, Selected Fiscal Years 1977 – 1998

[In thousands]

	1977	1981	1985	1989	1992	1994	1996	1998	Percent Change 1989-93	Percent Change 1993-98
Alabama	316	605	588	436	550	545	509	427	*29*	*-24*
Alaska	11	32	22	26	38	46	46	42	*65*	*-2*
Arizona	140	210	206	264	457	512	427	296	*85*	*-39*
Arkansas	213	305	253	227	277	283	274	256	*25*	*-10*
California	1,345	1,605	1,615	1,776	2,558	3,155	3,143	2,259	*61*	*-21*
Colorado	147	175	170	211	260	268	244	191	*29*	*-30*
Connecticut	178	175	145	114	202	223	223	196	*90*	*-9*
Delaware	26	56	40	30	51	59	58	46	*95*	*-21*
Dist. of Columbia	98	101	72	58	82	91	93	85	*48*	*-1*
Florida	728	957	630	668	1,404	1,474	1,371	991	*125*	*-34*
Georgia	459	654	567	485	754	830	793	632	*67*	*-22*
Guam	22	25	20	13	20	15	18	25	*0*	*100*
Hawaii	108	104	99	78	94	115	130	122	*32*	*19*
Idaho	33	64	59	61	72	82	80	62	*30*	*-21*
Illinois	922	984	1,110	990	1,156	1,189	1,105	923	*19*	*-22*
Indiana	196	405	406	285	448	518	390	313	*74*	*-37*
Iowa	108	163	203	168	192	196	177	141	*17*	*-28*
Kansas	62	108	119	128	175	192	172	119	*47*	*-37*
Kentucky	394	519	560	447	529	522	486	412	*19*	*-22*
Louisiana	425	574	644	725	779	756	670	537	*7*	*-31*
Maine	101	140	114	84	133	136	131	115	*64*	*-17*
Maryland	255	346	287	249	342	390	375	323	*51*	*-14*
Massachusetts	579	437	337	314	429	442	374	293	*41*	*-34*
Michigan	635	942	985	874	994	1,031	935	772	*17*	*-25*
Minnesota	158	202	228	245	309	318	295	220	*29*	*-31*
Mississippi	333	514	495	493	536	511	457	329	*9*	*-39*
Missouri	221	378	362	404	549	593	554	411	*46*	*-30*
Montana	27	47	58	56	66	71	71	62	*26*	*-11*
Nebraska	40	75	94	92	107	111	102	95	*23*	*-16*
Nevada	18	37	32	41	80	97	97	72	*126*	*-23*
New Hampshire	44	54	28	22	58	62	53	40	*176*	*-34*
New Jersey	493	608	464	353	494	545	540	425	*50*	*-20*
New Mexico	118	183	157	151	221	244	235	175	*62*	*-28*
New York	1,646	1,851	1,834	1,463	1,885	2,154	2,099	1,627	*40*	*-20*
North Carolina	428	605	474	390	597	630	631	528	*61*	*-16*
North Dakota	15	29	33	39	46	45	40	34	*25*	*-30*
Ohio	803	976	1,133	1,068	1,251	1,245	1,045	734	*19*	*-42*
Oklahoma	158	206	263	261	346	376	354	288	*42*	*-22*
Oregon	153	232	228	213	265	286	288	238	*33*	*-16*
Pennsylvania	843	1,071	1,032	916	1,137	1,208	1,124	907	*29*	*-24*
Puerto Rico	1,472	1,805	1,480	1,460	1,480	1,410	1,330	1,181	*-1*	*-18*
Rhode Island	79	88	69	57	87	94	91	72	*62*	*-22*
South Carolina	280	443	373	272	369	385	358	333	*45*	*-16*
South Dakota	26	46	48	50	55	53	49	45	*11*	*-19*
Tennessee	392	677	518	500	702	735	638	538	*55*	*-30*
Texas	823	1,226	1,263	1,634	2,454	2,726	2,372	1,636	*63*	*-38*
Utah	36	65	75	95	123	128	110	92	*40*	*-31*
Vermont	46	48	44	34	54	65	56	46	*70*	*-21*
Virgin Islands	25	34	32	16	16	20	31	17	*8*	*-1*
Virginia	240	432	360	333	495	547	538	397	*61*	*-26*
Washington	212	271	281	321	431	468	478	364	*44*	*-21*
West Virginia	199	252	278	259	310	321	300	269	*24*	*-17*
Wisconsin	175	269	363	291	334	330	283	193	*16*	*-43*
Wyoming	9	15	27	27	33	34	33	25	*25*	*-26*
United States	17,014	22,430	21,379	20,266	26,886	28,879	26,872	20,970	*40*	*-26*

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

Table A-19. Food Stamp Recipiency Rates by State, Selected Fiscal Years 1977 – 1998

[In percent]

	1977	1981	1985	1989	1992	1994	1996	1998	Percent Change 1989-93	Percent Change 1993-98
Alabama	8.4	15.4	14.8	10.8	13.3	12.9	11.9	9.8	*24*	*-27*
Alaska	2.7	7.7	4.1	4.8	6.4	7.6	7.6	6.9	*51*	*-4*
Arizona	5.8	7.5	6.5	7.3	11.8	12.3	9.6	6.3	*68*	*-48*
Arkansas	9.7	13.3	10.9	9.7	11.6	11.5	10.9	10.1	*21*	*-14*
California	6.0	6.6	6.1	6.1	8.3	10.1	9.9	6.9	*51*	*-25*
Colorado	5.5	5.9	5.3	6.5	7.5	7.3	6.4	4.8	*19*	*-37*
Connecticut	5.8	5.6	4.5	3.5	6.2	6.8	6.8	6.0	*90*	*-9*
Delaware	4.5	9.3	6.5	4.5	7.3	8.4	8.0	6.1	*83*	*-26*
Dist. of Columbia	14.5	15.9	11.4	9.4	14.1	16.0	17.2	16.3	*60*	*9*
Florida	8.2	9.4	5.5	5.3	10.4	10.6	9.5	6.6	*107*	*-39*
Georgia	8.8	11.7	9.5	7.6	11.2	11.8	10.8	8.3	*55*	*-29*
Hawaii	11.8	10.6	9.5	7.1	8.2	9.8	11.0	10.2	*24*	*16*
Idaho	3.8	6.7	5.9	6.1	6.7	7.2	6.7	5.1	*18*	*-30*
Illinois	8.1	8.6	9.7	8.7	10.0	10.1	9.3	7.7	*16*	*-24*
Indiana	3.6	7.4	7.4	5.2	7.9	9.0	6.7	5.3	*69*	*-39*
Iowa	3.7	5.6	7.2	6.1	6.9	6.9	6.2	4.9	*15*	*-29*
Kansas	2.7	4.5	4.9	5.2	6.9	7.5	6.6	4.5	*43*	*-39*
Kentucky	11.0	14.2	15.2	12.1	14.1	13.7	12.3	10.5	*15*	*-25*
Louisiana	10.6	13.4	14.6	17.0	18.2	17.6	15.4	12.3	*7*	*-32*
Maine	9.2	12.4	9.8	6.9	10.7	11.0	10.6	9.3	*62*	*-17*
Maryland	6.1	8.1	6.5	5.3	7.0	7.8	7.4	6.3	*44*	*-17*
Massachusetts	10.1	7.6	5.7	5.2	7.2	7.3	6.1	4.8	*41*	*-35*
Michigan	6.9	10.2	10.8	9.4	10.5	10.8	9.6	7.9	*14*	*-27*
Minnesota	4.0	4.9	5.5	5.7	6.9	7.0	6.3	4.7	*24*	*-34*
Mississippi	13.5	20.3	19.1	19.1	20.5	19.2	16.9	12.0	*6*	*-41*
Missouri	4.5	7.7	7.2	7.9	10.6	11.2	10.3	7.6	*42*	*-33*
Montana	3.6	5.9	7.1	7.0	8.1	8.3	8.1	7.1	*20*	*-15*
Nebraska	2.6	4.7	5.9	5.9	6.7	6.8	6.2	5.7	*20*	*-19*
Nevada	2.7	4.4	3.4	3.6	6.0	6.6	6.0	4.1	*86*	*-39*
New Hampshire	5.1	5.8	2.8	2.0	5.2	5.4	4.6	3.3	*172*	*-38*
New Jersey	6.7	8.2	6.1	4.6	6.3	6.9	6.8	5.2	*47*	*-22*
New Mexico	9.7	13.7	10.9	10.0	14.0	14.7	13.8	10.1	*51*	*-33*
New York	9.2	10.5	10.3	8.1	10.4	11.9	11.6	9.0	*39*	*-21*
North Carolina	7.5	10.2	7.6	5.9	8.7	8.9	8.6	7.0	*52*	*-22*
North Dakota	2.4	4.4	4.9	6.0	7.2	7.1	6.2	5.3	*27*	*-30*
Ohio	7.5	9.1	10.6	9.9	11.4	11.2	9.4	6.5	*16*	*-43*
Oklahoma	5.5	6.7	8.0	8.3	10.8	11.6	10.7	8.6	*39*	*-25*
Oregon	6.3	8.7	8.5	7.6	8.9	9.3	9.0	7.3	*22*	*-22*
Pennsylvania	7.1	9.0	8.8	7.7	9.5	10.0	9.3	7.6	*28*	*-23*
Rhode Island	8.3	9.3	7.2	5.7	8.7	9.4	9.2	7.3	*63*	*-21*
South Carolina	9.4	13.9	11.3	7.9	10.3	10.5	9.6	8.7	*38*	*-20*
South Dakota	3.8	6.6	6.9	7.2	7.6	7.3	6.6	6.1	*7*	*-21*
Tennessee	8.9	14.6	11.0	10.3	14.0	14.2	12.0	9.9	*48*	*-35*
Texas	6.2	8.3	7.8	9.7	13.9	14.8	12.5	8.3	*52*	*-44*
Utah	2.7	4.3	4.6	5.6	6.8	6.6	5.4	4.4	*27*	*-38*
Vermont	9.4	9.4	8.2	6.1	9.4	11.1	9.6	7.7	*65*	*-23*
Virginia	4.6	7.9	6.3	5.4	7.8	8.4	8.1	5.8	*52*	*-29*
Washington	5.6	6.4	6.4	6.8	8.4	8.8	8.6	6.4	*30*	*-27*
West Virginia	10.4	12.9	14.6	14.3	17.1	17.7	16.5	14.9	*24*	*-16*
Wisconsin	3.8	5.7	7.6	6.0	6.7	6.5	5.5	3.7	*11*	*-45*
Wyoming	2.1	3.0	5.4	6.0	7.2	7.2	6.9	5.3	*23*	*-27*
United States	7.1	9.0	8.3	7.6	9.9	10.5	9.6	7.3	*37*	*-30*

Note: Recipiency rate refers to the average monthly number of food stamp recipients in each State during the particular fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerator is from Table A-18.
Source: U.S. Department of Agriculture, Food and Nutrition Service, unpublished data from the National Data Bank and U.S. Bureau of the Census, (Resident population by state available online at http://www.census.gov/population/estimates/state/).

Supplemental Security Income

The Supplemental Security Income (SSI) Program is a means tested, federally administered income assistance program authorized by title XVI of the Social Security Act. Established in 1972 (Public Law 92-603) and begun in 1974, SSI provides monthly cash payments in accordance with uniform, nationwide eligibility requirements to needy aged, blind and disabled persons. To qualify for SSI payments, a person must satisfy the program criteria for age, blindness or disability. Children may qualify for SSI if they are under age 18, unmarried, and meet the applicable SSI disability or blindness, income and resource requirements. Individuals and couples are eligible for SSI if their countable incomes fall below the Federal maximum monthly SSI benefit levels, which were $504 for an individual and $751 for a couple in fiscal year 1999. SSI eligibility is restricted to qualified persons who have countable resources/assets of not more than $2,000, or $3,000 for a couple.

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

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

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

Recent Legislative Changes.

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

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

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

SSI Program Data

The following set of tables and figures provide SSI program data:

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

Table A-20 presents information on the number of persons receiving SSI payments in December of each year from 1974 through 1998. In addition to data on the total number of SSI recipients, Table A-20 also shows 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 9a and Table IND 9b in Chapter II for further data on trends in recipiency and participation rates.

From 1990 to 1995, the program increased from 4.8 million beneficiaries to 6.5 million beneficiaries, an average growth rate of over 6 percent per year. Since 1995, the number of beneficiaries has stabilized, fluctuating between 6.5 and 6.6 million persons. In December 1998, there were 6.6 million beneficiaries.

The composition of the SSI caseload has been shifting over time, as shown in Table A-20. The number of beneficiaries eligible because of age has been declining steadily, from a high of 2.3 million persons in December 1975 to 1.3 million persons in December 1998. At the same time there has been a strong growth in disabled beneficiaries, from 1.6 million in December 1974 to 5.1 million in December 1998. Moreover, the number of disabled children has increased dramatically, particularly in the 1990s, when the number of disabled children receiving SSI increased from 340,000 in December 1990 to over 1 million in December 1996. The number of disabled children has fallen in the past two years, declining to 928,000 in December 1998.

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: adults with mental impairments, non-citizens, and children. The growth in disabled children beneficiaries is generally believed to be due to outreach activities, the Supreme Court decision in the *Zebley* case[3], expansion of the medical impairment category, and reduction in reviews of continuing eligibility.

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

Table A-20. Number of Persons Receiving Federally Administered SSI Payments 1974 – 1998

[In thousands]

Date	Total	Eligibility Category				Type of Recipient		
		Aged	Blind and Disabled			Children [1]	Adults	
			Total	Blind	Disabled		Age 18-64	65 or Older
Dec 1974	3,996	2,286	1,710	75	1,636	71	1,503	2,422
Dec 1975	4,314	2,307	2,007	74	1,933	128	1,678	2,508
Dec 1976	4,236	2,148	2,088	76	2,012	153	1,686	2,397
Dec 1977	4,238	2,051	2,187	77	2,109	175	1,709	2,353
Dec 1978	4,217	1,968	2,249	77	2,172	197	1,716	2,304
Dec 1979	4,150	1,872	2,278	77	2,201	212	1,692	2,246
Dec 1980	4,142	1,808	2,334	78	2,256	229	1,693	2,221
Dec 1981	4,019	1,678	2,341	79	2,262	230	1,668	2,121
Dec 1982	3,858	1,549	2,309	77	2,231	229	1,618	2,011
Dec 1983	3,901	1,515	2,386	79	2,307	236	1,662	2,003
Dec 1984	4,029	1,530	2,499	81	2,419	249	1,743	2,037
Dec 1985	4,138	1,504	2,634	82	2,551	265	1,841	2,031
Dec 1986	4,269	1,473	2,796	83	2,713	280	1,972	2,018
Dec 1987	4,385	1,455	2,930	83	2,846	289	2,081	2,015
Dec 1988	4,464	1,433	3,030	83	2,948	290	2,168	2,006
Dec 1989	4,593	1,439	3,154	83	3,071	296	2,271	2,026
Dec 1990	4,817	1,454	3,363	84	3,279	340	2,418	2,059
Dec 1991	5,118	1,465	3,654	85	3,569	439	2,600	2,080
Dec 1992	5,566	1,471	4,095	85	4,010	624	2,843	2,100
Dec 1993	5,984	1,475	4,509	85	4,424	771	3,101	2,113
Dec 1994	6,296	1,466	4,830	85	4,745	893	3,284	2,119
Dec 1995	6,514	1,446	5,068	84	4,984	974	3,425	2,115
Dec 1996	6,614	1,413	5,201	82	5,119	1,018	3,506	2,090
Dec 1997	6,495	1,362	5,133	81	5,052	943	3,499	2,054
Dec 1998	6,566	1,332	5,234	80	5,154	928	3,605	2,033

[1] Includes students 18-21; there were 50,661 students 18-21 in December 1997 and 40,798 in December 1998.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, (Data available online at http://www.ssa.gov/statistics/ores_home.html).

Table A-21. Federal and State SSI Benefit Payments, 1974 – 1998 [1]

[In millions of current and 1998 dollars]

Calendar Year	Total Benefits 1998[2] Dollars	Total Benefits Current Dollars	Federal Payments	State Supplementation Total	State Supplementation Federally Administered	State Supplementation State Administered	Administrative Costs (fiscal year)
1974	$16,475	$5,246	$3,833	$1,413	$1,264	$149	$285
1975	17,049	5,878	4,314	1,565	1,403	162	399
1976	16,646	6,066	4,512	1,554	1,388	166	500
1977	16,264	6,306	4,703	1,603	1,431	172	NA
1978	15,822	6,552	4,881	1,671	1,491	180	539
1979	15,584	7,075	5,279	1,797	1,590	207	610
1980	15,727	7,941	5,866	2,074	1,848	226	668
1981	15,546	8,593	6,518	2,076	1,839	237	718
1982	15,313	8,981	6,907	2,074	1,798	276	779
1983	15,390	9,404	7,423	1,982	1,711	270	830
1984	16,271	10,372	8,281	2,091	1,792	299	864
1985	16,755	11,060	8,777	2,283	1,973	311	953
1986	17,967	12,081	9,498	2,583	2,243	340	1,022
1987	18,583	12,951	10,029	2,922	2,563	359	976
1988	18,995	13,786	10,734	3,052	2,671	381	975
1989	19,691	14,980	11,606	3,374	2,955	419	1,051
1990	20,701	16,599	12,894	3,705	3,239	466	1,075
1991	22,169	18,524	14,765	3,759	3,231	529	1,257
1992	25,830	22,233	18,247	3,986	3,435	550	1,538
1993	27,701	24,557	20,722	3,835	3,270	566	1,467
1994	28,461	25,877	22,175	3,701	3,116	585	1,775
1995	29,549	27,628	23,919	3,708	3,118	590	1,973
1996	29,911	28,792	25,265	3,527	2,988	539	1,949
1997	29,505	29,052	25,457	3,595	2,913	682	2,055
1998	30,216	30,216	26,405	3,812	3,003	808	2,304

[1] Payments and adjustments during the respective year but not necessarily accrued for that year.
[2] Data adjusted for inflation by ASPE using the CPI-U-X1.

Source: Social Security Administration, Office of SSI, and Office of Budget, *Social Security Bulletin, Annual Statistical Supplement, 1998* (available online at http://www.ssa.gov/statistics/ores_home.html).

Table A-22. Average Monthly SSI Benefit Payments, 1974 – 1998

Calendar Year	Total[1] 1998 Dollars	Total[1] Current Dollars	Federal Payments	State Supplementation Total	State Supplementation Federally Administered	State Supplementation State Administered
1974	$447	$135	$108	$64	$71	$35
1975	318	112	92	66	69	45
1980	302	158	133	89	91	76
1984	329	211	187	93	93	93
1985	329	219	193	99	99	102
1986	343	232	202	107	108	101
1987	344	242	208	117	118	110
1988	344	253	219	118	118	118
1989	347	267	230	126	126	127
1990	347	283	244	132	131	136
1991	353	297	260	125	122	143
1992	379	328	292	124	121	147
1993	379	337	306	112	107	150
1994	370	338	310	105	99	152
1995	374	350	322	110	103	164
1996	371	359	333	108	103	145
1997	375	369	342	99	102	86
1998	379	379	349	103	104	102

	Number of Persons Receiving Payments (in thousands)				
			State Supplementation		
	Total	Federal	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

[1] Total is a weighted average of the Federal plus State average benefit, the Federal-only average benefit, and State-only average benefit.

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

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

Table A-23. SSI Recipiency Rates, 1974 - 1998

[In percent]

	All Recipients as a Percent Of Total Population [1]	Child Recipients as a Percent of All Children [1]	Elderly Recipients (Persons 65 & Older) as a Percent of		
			All Persons 65 & Older [1]	All Elderly Poor [2]	Pretransfer Elderly Poor [3]
Dec 1974	1.9	0.1	10.8	78.5	NA
Dec 1975	2.0	0.2	10.9	75.6	NA
Dec 1976	1.9	0.2	10.2	72.4	NA
Dec 1977	1.9	0.3	9.7	74.1	NA
Dec 1978	1.9	0.3	9.3	71.5	NA
Dec 1979	1.8	0.3	8.8	61.3	66.8
Dec 1980	1.8	0.4	8.6	57.5	64.7
Dec 1981	1.7	0.4	8.0	55.0	63.3
Dec 1982	1.7	0.4	7.4	53.6	62.3
Dec 1983	1.7	0.4	7.3	55.2	61.9
Dec 1984	1.7	0.4	7.2	61.2	66.3
Dec 1985	1.7	0.4	7.1	58.7	64.5
Dec 1986	1.8	0.4	6.9	57.9	63.4
Dec 1987	1.8	0.5	6.7	56.5	64.7
Dec 1988	1.8	0.5	6.6	57.6	64.3
Dec 1989	1.9	0.5	6.5	60.3	64.6
Dec 1990	1.9	0.5	6.5	56.3	63.3
Dec 1991	2.0	0.7	6.5	55.0	61.1
Dec 1992	2.2	0.9	6.5	53.5	59.8
Dec 1993	2.3	1.1	6.4	56.3	63.3
Dec 1994	2.4	1.3	6.4	57.9	65.6
Dec 1995	2.5	1.4	6.4	63.7	71.4
Dec 1996	2.5	1.5	6.2	61.0	69.3
Dec 1997	2.4	1.3	6.0	60.8	69.1
Dec 1998	2.4	1.3	5.9	60.0	69.1

[1] Population numbers used for the denominators are Census resident population estimates adjusted to the December date by averaging the July 1 population of the current year with the July 1 population of the following year; see *Current Population Reports*, Series P25-1106 and Resident Population Estimates of the United States by Age and Sex, April 1, 1990 to November 1, 1999, Internet release date December 23, 1999 (Available online at http://www.census.gov)..

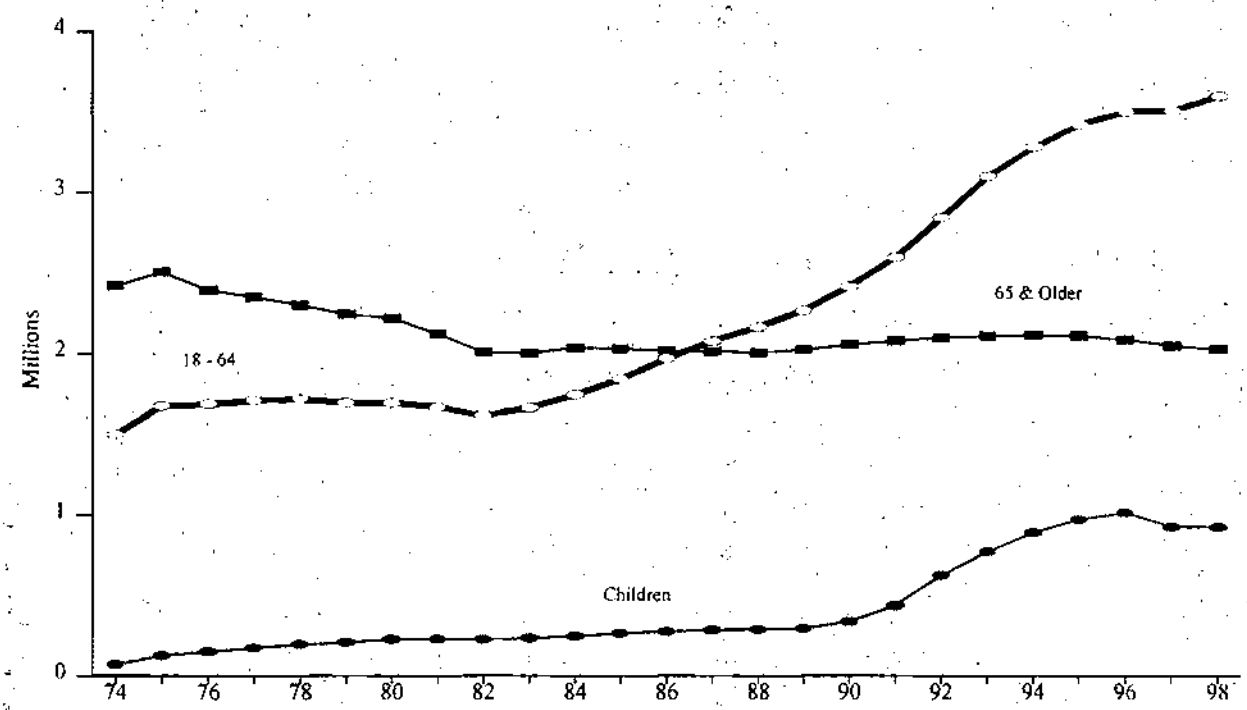
[2] For the number of persons (65 years of age and older living in poverty) used as the denominator, see *Current Population Reports*, Series P60-207.

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

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

Source: *1994 Green Book* and U.S. Bureau of the Census, "Poverty in the United States: 1998," *Current Population Reports*, Series P60-207, and earlier years. (Available online at http://www.census.gov/hhes/www/poverty.html).

Figure A-6. SSI Recipients by Age, 1974 – 1998



Source: Social Security Administration, Office of Research, Evaluation, and Statistics. (Data available online at http://www.ssa.gov/statistics/ores_home.html).

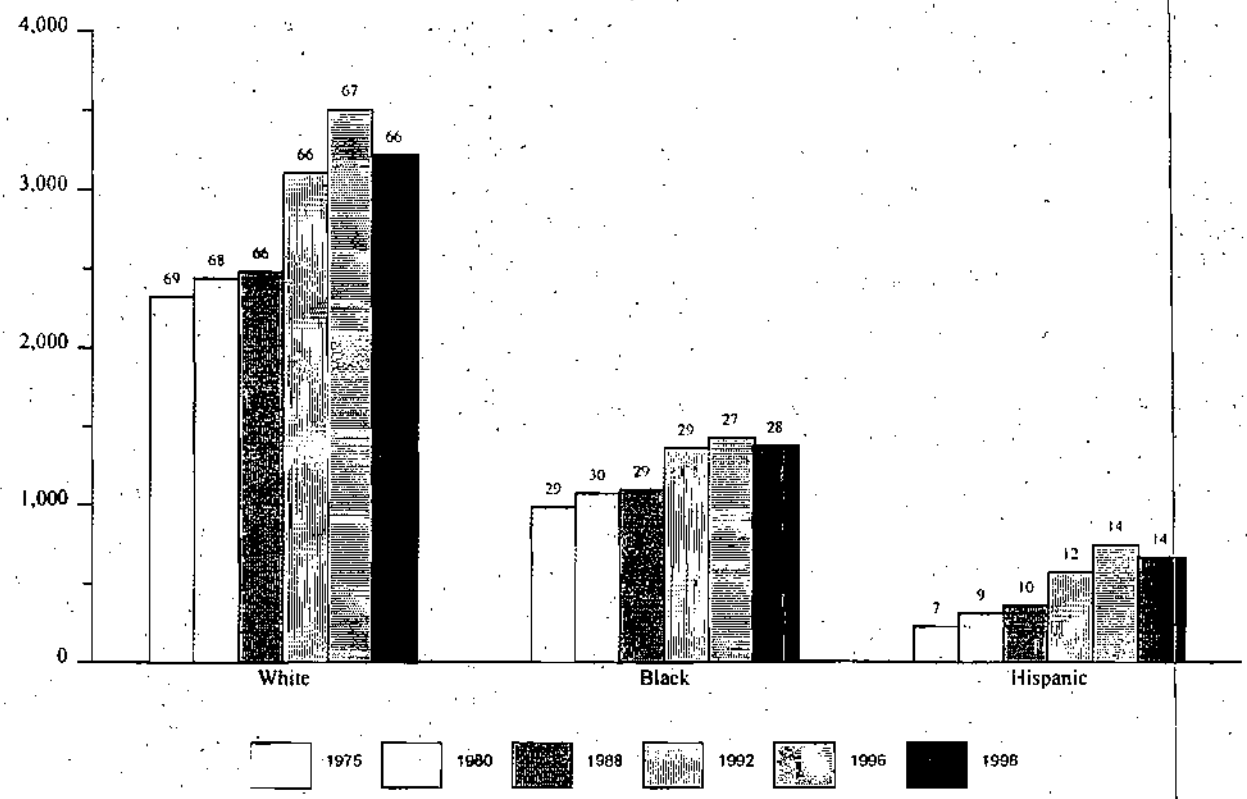
- The proportion of persons receiving SSI who are 65 years of age or older (as a percent of all SSI recipients) has decreased steadily from a high of 61 percent in 1974 to a low of 31 percent in 1998, essentially cutting the proportion of recipients who are elderly in half. The actual number who are 65 or older has declined from 2.5 million in 1975 to a little more than 2 million today, (as shown in Table A-20).

- The percentage of child recipients increased two and one half times during the 1970s, going from 2 percent in 1974 to 5 percent by the end of the decade. During the 1980s, it remained fairly constant at about 6 percent. In the 1990s, the share of child recipients increased rapidly, more than doubling to 15 percent in 1997. It declined slightly, to 14 percent, in 1998.

- The percentage of persons receiving SSI between the ages of 18 and 64 has increased steadily over time, rising from 38 percent in 1974 to 55 percent in 1998.

Figure A-7. Number and Percentage Distribution of Persons Age 15 or Older With Supplemental Security Income, by Race and Hispanic Origin Selected Years, 1975 – 1998

(In thousands)



Note: The numbers above each column indicate the particular group's percent share of total recipients in the given year. The sum of the percentages does not equal 100.

Source: U.S. Bureau of the Census, "Money Income of Households, Families, and Persons in the United States: 1998," *Current Population Reports*, Series P60-206 and earlier years.

Table A-24. Total SSI Payments, Federal SSI Payments And State Supplementary Payments Calendar Year 1998

(In thousands)

State	Total	Total Federal	Federal SSI	State Supplementation: Federally Administered	State Supplementation: State Administered
Total	$30,216,345	$29,408,200	$26,404,793	$3,003,415	$808,137
Alabama	651,471	650,707	650,707	—	764
Alaska	45,343	32,371	32,371	—	12,972
Arizona	329,702	329,424	329,424	—	278
Arkansas	340,061	340,061	340,061	—	—
California	5,768,528	5,768,528	3,779,934	1,988,594	—
Colorado	301,225	231,074	231,074	—	70,151
Connecticut	296,289	202,936	202,936	—	93,353
Delaware	48,497	48,497	47,573	924	—
District of Columbia	88,840	88,840	85,872	2,968	—
Florida	1,533,505	1,515,121	1,515,113	8	18,384
Georgia	767,111	767,108	767,105	6	—
Hawaii	93,685	93,685	80,448	13,237	—
Idaho	81,929	71,203	71,203	—	10,726
Illinois	1,208,012	1,179,686	1,179,686	—	28,326
Indiana	381,627	378,051	378,051	—	3,576
Iowa	174,163	157,371	154,488	2,883	16,792
Kansas	148,472	148,472	148,472	—	—
Kentucky	724,330	707,721	707,721	—	16,609
Louisiana	740,451	739,921	739,921	—	530
Maine	114,889	106,519	106,519	—	8,370
Maryland	388,378	383,379	383,364	15	4,999
Massachusetts	772,019	772,019	607,934	164,085	—
Michigan	1,069,006	975,334	947,702	27,632	93,672
Minnesota	315,182	261,885	261,885	—	53,297
Mississippi	527,866	527,866	527,858	8	—
Missouri	484,514	459,114	459,114	—	25,400
Montana	55,291	55,291	54,484	807	—
Nebraska	89,160	82,961	82,961	—	6,199
Nevada	95,129	95,129	90,587	4,542	—
New Hampshire	56,854	45,645	45,645	—	11,209
New Jersey	645,860	645,860	568,483	77,377	—
New Mexico	182,866	182,611	182,611	—	255
New York	3,055,261	3,055,261	2,521,889	533,372	—
North Carolina	826,014	716,607	716,607	—	109,407
North Dakota	32,034	30,118	30,118	—	1,916
Ohio	1,132,405	1,132,405	1,132,392	13	—
Oklahoma	330,169	292,899	292,899	—	37,270
Oregon	226,476	206,302	206,302	—	20,174
Pennsylvania	1,306,158	1,306,158	1,177,644	128,514	—
Rhode Island	117,408	117,408	96,576	20,832	—
South Carolina	433,310	419,527	419,527	—	13,783
South Dakota	51,580	49,647	49,641	6	1,933
Tennessee	670,197	670,197	670,196	1	—
Texas	1,541,643	1,541,643	1,541,643	—	—
Utah	86,647	86,647	86,592	55	—
Vermont	50,900	50,900	41,488	9,412	—
Virginia	546,486	525,325	525,325	—	21,161
Washington	453,744	453,455	425,055	28,400	289
West Virginia	312,599	312,599	312,599	—	—
Wisconsin	496,403	370,739	370,739	—	125,664
Wyoming	23,926	23,248	23,248	—	678
Other: N. Mariana Islands	2,719	2,719	2,719	—	—
Unknown	6	286	-280 [1]	—	—

[1] Represents recovered State payments not yet credited to the states.

Source: Social Security Administration, Office of Research, Evaluation, and Statistics, *Social Security Bulletin, Annual Statistical Supplement, 1999.*

Table A-25. SSI Recipiency Rates by State And Program Type for 1979 and 1998

[In percent]

	Total Recipiency Rate			Rate for Adults 18-64			Rate for Adults 65 & Over		
	1979	1998	Percent Change 1979-98	1979	1998	Percent Change 1979-98	1979	1998	Percent Change 1979-98
Alabama	3.6	3.8	*6*	1.8	3.3	*78*	21.0	8.7	*-59*
Alaska	0.8	1.3	*67*	0.5	1.3	*144*	14.0	5.5	*-61*
Arizona	1.1	1.7	*50*	0.9	1.6	*80*	5.0	3.4	*-32*
Arkansas	3.5	3.5	*1*	1.9	3.1	*65*	17.1	7.6	*-56*
California	3.0	3.2	*6*	2.1	2.5	*23*	16.4	12.7	*-23*
Colorado	1.1	1.4	*29*	0.8	1.3	*75*	6.7	3.5	*-48*
Connecticut	0.8	1.4	*91*	0.6	1.5	*135*	2.7	2.5	*-6*
Delaware	1.2	1.6	*33*	0.9	1.4	*54*	5.4	2.6	*-52*
District of Columbia	2.3	3.8	*65*	1.9	3.3	*74*	8.6	7.2	*-16*
Florida	1.8	2.4	*36*	1.1	2.0	*72*	6.2	4.9	*-22*
Georgia	2.9	2.6	*-9*	1.9	2.2	*19*	17.7	8.3	*-53*
Hawaii	1.1	1.6	*57*	0.7	1.3	*88*	7.6	5.7	*-25*
Idaho	0.8	1.4	*80*	0.6	1.5	*140*	3.8	2.1	*-44*
Illinois	1.1	2.1	*96*	1.0	2.1	*123*	4.3	3.9	*-9*
Indiana	0.8	1.5	*102*	0.6	1.6	*161*	3.3	1.9	*-43*
Iowa	0.9	1.4	*60*	0.6	1.6	*153*	3.5	1.9	*-45*
Kansas	0.9	1.4	*56*	0.6	1.5	*131*	3.5	2.0	*-42*
Kentucky	2.5	4.4	*72*	1.8	4.5	*151*	12.5	7.9	*-37*
Louisiana	3.4	4.0	*19*	2.0	3.6	*76*	20.1	9.3	*-54*
Maine	2.0	2.3	*19*	1.4	2.5	*81*	8.6	3.7	*-56*
Maryland	1.2	1.7	*46*	0.9	1.5	*58*	5.4	4.2	*-22*
Massachusetts	2.2	2.7	*21*	1.3	2.6	*106*	10.8	5.8	*-46*
Michigan	1.3	2.2	*72*	1.1	2.3	*112*	5.9	3.1	*-47*
Minnesota	0.8	1.3	*66*	0.6	1.4	*146*	3.7	2.6	*-30*
Mississippi	4.5	4.9	*9*	2.4	4.3	*76*	26.0	12.9	*-50*
Missouri	1.8	2.1	*17*	1.1	2.1	*93*	7.9	3.4	*-57*
Montana	0.9	1.6	*77*	0.7	1.7	*138*	3.8	2.2	*-41*
Nebraska	0.9	1.3	*45*	0.6	1.3	*108*	3.4	1.9	*-44*
Nevada	0.8	1.3	*59*	0.5	1.2	*124*	5.9	3.5	*-41*
New Hampshire	0.6	1.0	*64*	0.4	1.0	*132*	2.5	1.4	*-45*
New Jersey	1.1	1.8	*57*	0.9	1.5	*74*	4.7	4.5	*-4*
New Mexico	2.0	2.6	*33*	1.4	2.4	*76*	12.4	7.6	*-39*
New York	2.1	3.3	*58*	1.6	2.8	*79*	8.3	9.0	*8*
North Carolina	2.4	2.6	*7*	1.6	2.2	*37*	13.6	6.7	*-51*
North Dakota	1.0	1.3	*35*	0.6	1.3	*130*	5.1	2.6	*-48*
Ohio	1.1	2.2	*100*	1.0	2.4	*141*	4.2	2.5	*-39*
Oklahoma	2.3	2.2	*-6*	1.3	2.1	*55*	11.6	4.6	*-60*
Oregon	0.9	1.5	*74*	0.7	1.6	*122*	3.3	2.6	*-21*
Pennsylvania	1.4	2.3	*64*	1.1	2.3	*108*	5.0	3.5	*-30*
Rhode Island	1.6	2.6	*66*	1.1	2.6	*144*	6.4	4.9	*-24*
South Carolina	2.7	2.9	*6*	1.8	2.5	*38*	17.0	7.2	*-58*
South Dakota	1.1	1.8	*57*	0.7	1.7	*140*	5.0	3.3	*-34*
Tennessee	2.9	3.1	*10*	1.9	3.0	*59*	14.8	7.0	*-53*
Texas	1.9	2.1	*10*	1.0	1.6	*69*	12.7	8.2	*-36*
Utah	0.6	1.0	*75*	0.5	1.1	*111*	3.0	1.9	*-36*
Vermont	1.8	2.1	*21*	1.3	2.2	*66*	8.1	4.5	*-44*
Virginia	1.5	2.0	*30*	1.0	1.6	*60*	8.5	5.2	*-39*
Washington	1.2	1.7	*47*	1.0	1.8	*81*	4.8	3.4	*-29*
West Virginia	2.1	3.9	*83*	1.9	4.3	*133*	8.0	5.0	*-37*
Wisconsin	1.4	1.7	*19*	1.0	1.7	*78*	6.5	2.6	*-61*
Wyoming	0.4	1.2	*184*	0.3	1.3	*349*	2.7	1.7	*-38*
Total	1.9	2.4	*31*	1.3	2.2	*74*	9.0	5.9	*-34*

Note: Recipiency rates for 1998 are the ratios of the number of SSI recipients (in the respective age groups) as of the month of December to the population in the respective age group as of the month of July; calculations by DHHS. The 1979 rates are based on the average number of recipients during the year.

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

Table A-26. SSI Recipiency Rates by State, Selected Fiscal Years 1975 – 1998

[In percent]

	1975	1980	1985	1990	1992	1994 [2]	1996 [2]	1998 [2]
Alabama	4.0	3.4	3.3	3.3	3.4	3.8	3.9	3.8
Alaska	0.8	0.8	0.7	0.8	0.9	1.1	1.2	1.3
Arizona	1.2	1.1	1.0	1.2	1.4	1.7	1.7	1.7
Arkansas	4.1	3.4	3.1	3.2	3.5	3.8	3.8	3.5
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	1.4
Connecticut	0.8	0.8	0.8	1.0	1.1	1.3	1.4	1.4
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	3.8
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	2.6
Hawaii	1.1	1.1	1.1	1.3	1.3	1.5	1.6	1.6
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	2.1
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	4.4
Louisiana	3.9	3.2	2.9	3.2	3.5	4.1	4.2	4.0
Maine	2.3	1.9	1.9	1.9	2.0	2.4	2.2	2.3
Maryland	1.2	1.1	1.2	1.3	1.4	1.6	1.7	1.7
Massachusetts	2.3	2.2	1.9	2.0	2.2	2.6	2.7	2.7
Michigan	1.3	1.2	1.4	1.5	1.7	2.2	2.2	2.2
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	4.9
Missouri	2.1	1.7	1.6	1.7	1.8	2.1	2.2	2.1
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	1.8
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	2.6
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	2.2
Oklahoma	3.0	2.2	1.8	1.9	2.0	2.2	2.3	2.2
Oregon	1.1	0.8	1.0	1.1	1.2	1.5	1.5	1.5
Pennsylvania	1.2	1.4	1.4	1.6	1.8	2.1	2.2	2.3
Rhode Island	1.7	1.6	1.6	1.7	1.9	2.3	2.6	2.6
South Carolina	2.8	2.7	2.6	2.6	2.7	3.0	3.0	2.9
South Dakota	1.3	1.2	1.2	1.5	1.6	1.8	1.9	1.8
Tennessee	3.2	2.8	2.7	2.9	3.1	3.4	3.4	3.1
Texas	2.2	1.8	1.6	1.7	1.9	2.1	2.2	2.1
Utah	0.8	0.5	0.5	0.7	0.8	1.0	1.1	1.0
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	2.0
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	3.9
Wisconsin	1.4	1.4	1.5	1.8	1.9	2.2	1.8	1.7
Wyoming	0.7	0.4	0.5	0.8	0.9	1.2	1.2	1.2
Total [1]	2.0	1.8	1.7	1.9	2.1	2.4	2.5	2.4

[1] The number of SSI recipients used to calculate the total recipiency rate includes a certain number of recipients whose State is unknown. For 1975, 1985, 1992, and 1998, the numbers of unknown (in thousands) were 256, 14, 71, and 3 respectively.
[2] 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 1994-1998 the number of recipients is from the month of December; calculations by DHHS.
Source: Social Security Administration and Bureau of the Census. (Resident population by state available online at http://www.census.gov/population/estimates/state/).

Appendix B

Additional Nonmarital Birth Data

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

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

Table B-1. Percentage of Births that are to Unmarried Women Within Age Groups by Race (*continued*)

	White					Black				
	Under Age 15	Age 15 - 17	Age 18 - 19	All Teens	All Women	Under Age 15	Age 15 - 17	Age 18 - 19	All Teens	All Women
1975	71.0	33.0	17.2	23.5	7.3	98.4	87.4	67.6	77.8	48.8
1976	69.3	35.7	18.8	25.4	7.7	99.1	89.7	70.9	80.5	50.3
1977	72.8	38.9	21.0	27.8	8.2	98.8	90.6	74.6	82.6	51.7
1978	73.1	40.1	22.5	29.1	8.7	97.2	90.9	76.5	83.5	53.2
1979	75.0	42.4	24.3	30.8	9.4	99.4	92.9	78.9	85.7	54.7
1980	75.4	45.4	27.1	33.6	11.2	98.6	93.1	79.9	86.2	56.1
1981	76.5	48.0	28.7	35.5	11.8	98.9	93.9	81.3	87.2	56.9
1982	77.7	50.1	30.3	37.2	12.3	98.4	94.2	82.4	87.9	57.7
1983	79.9	53.1	32.7	39.8	12.9	98.5	95.1	84.4	89.4	59.2
1984	80.8	55.4	35.1	42.2	13.6	98.6	95.3	85.4	90.0	60.3
1985	82.4	58.0	38.2	45.3	14.7	98.8	95.6	86.2	90.6	61.2
1986	83.6	61.3	41.7	48.8	15.9	99.0	95.7	86.9	91.1	62.4
1987	84.6	64.6	44.4	51.8	16.9	99.1	96.1	87.6	91.7	63.4
1988	86.5	66.2	47.3	54.1	18.0	98.9	96.4	88.5	92.3	64.7
1989	84.7	67.2	49.5	55.7	19.2	98.4	96.1	89.0	92.3	59.2
1990	83.6	67.9	50.8	56.8	20.4	98.5	95.6	89.4	92.2	59.8
1991	75.5	69.7	53.2	59.0	21.8	98.1	95.7	89.8	92.5	60.3
1992	76.2	70.6	54.9	60.6	22.6	97.6	95.6	90.4	92.8	68.1
1993	83.2	71.7	57.2	62.7	23.6	98.1	95.7	90.8	93.1	68.7
1994	90.4	77.5	61.9	68.0	25.4	99.1	97.8	93.4	95.5	70.4
1995	88.8	77.4	62.1	68.0	25.3	99.1	97.7	93.2	95.3	69.9
1996	90.1	78.8	63.3	69.2	25.7	99.1	97.9	93.6	95.6	69.8
1997	92.2	81.6	65.3	71.4	25.8	99.4	98.3	93.8	95.8	69.2
1998	94.0	82.7	66.5	72.4	26.3	99.5	98.3	93.9	95.7	69.0

Notes: Births to unmarried women in the United States for 1940 - 1979 are estimated from data for registration areas in which marital status of the mother was reported; see sources below. Beginning in 1980, births to unmarried women in the United States are based on data from states reporting marital status directly and data from non-reporting states for which marital status was inferred from other information on the birth certificate; see sources below. Data for 1998 are preliminary.

Sources: Ventura, S.J., National Center for Health Statistics, "Births to Unmarried Mothers: United States, 1980 - 1992." *Vital and Health Statistics*, Series 21, No. 53, 1995; Ventura, S.J., Martin, J.A., Curtin, S.C., Mathews, T.J., National Center for Health Statistics, "Births: Final Data for 1997." *National Vital Statistics Reports*, Vol. 47(18), 1999; and Martin, J.A., Smith, B.L., Mathews, T.J., Ventura, S.J., National Center for Health Statistics, "Births and Deaths: Preliminary Data for 1998." *National Vital Statistics Reports*, Vol. 47(25), 1999.

DEPARTMENT OF HEALTH AND HUMAN SERVICES
WASHINGTON, D. C. 20201

ASSISTANT SECRET
FOR PUBLIC AFFA

Hey 7-

Bruce —

Enclosed are all the welfare-related excerpts from the "Child Trends" report. Please call if you need more.

Thanks —

Amy

Welfare - Statistics

Diana Fortuna
08/01/97 04:17:42 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP

cc: Cynthia A. Rice/OPD/EOP, Laura Emmett/WHO/EOP

Subject: 8/22 paper on whether there are enough jobs available for welfare recipients

We have been working with NEC, CEA, OMB, HHS, Treasury, and Labor on a possible paper for the 8/22 welfare anniversary that would outline how many people must leave welfare for work and whether jobs will be available for them. Attached is the outline of such a paper by Emil Parker; Cynthia asked me to forward it to you to see if you think we are heading in the right direction and if you think such a paper would be worth doing.

We are not entirely confident such a paper can be done well and serve our purposes. Two methodology questions have arisen that can probably be resolved. First, HHS has been very slow to agree with us on what should be measured, and doesn't want to use the law's requirements as a benchmark for success. (By the way, they now agree that their goal for NPR purposes should exactly match the President's goal of moving 1 million people to work in the year 2000.) On the jobs side, while the economist-types think the analysis will probably show there will be enough jobs absent a recession, they are reluctant to project the number of jobs that will be available. They argue instead we can prove our point by pointing to analogous past experiences like the 80's immigration wave, where new workers were absorbed.

In addition to the thorny question of who should author this, the final concern is perhaps most important: it seems quite possible that the analysis will show that, because of the huge caseload reduction to date, not that many people will actually have to go to work in a given year for the law to succeed. This was Sawhill's finding.

paper.wpd

Bruce / [redacted]

Hard call. I lean toward going forward + seeing what we come up with — check out both ways of calculating the number of jobs needed, insist on real projections, and (as Emil says) fold the historical stuff in. Diana's "final concern" is the most important — I wonder whether that disappears if we calculate the # of jobs needed by looking at time limits (but I also wonder if we'll be able to show, using that reference point, that there will be enough jobs).

Elena

STRUCTURE OF PAPER
August 1, 1997

Number of jobs needed

There are at least two ways to think about this concept:

1) *Number required to participate in work activities under the bill* (national estimate)

Possible Assumptions:

a. No caseload growth between 1997 and 2000; or a modest decline or increase in the caseload between 1997 and 2000 (e.g., consistent with prior law CBO or HHS projections).
b. Upper bound: all those participating in work activities would be in subsidized or unsubsidized employment; lower bound: percentage of recipients working (i.e., with earnings) equal to double the figure under prior law--e.g., roughly 20 percent of the caseload, as opposed to 10 percent under AFDC.
c. Single-parent households with a child under one would be excluded from the denominator; or a percentage of these cases would be excluded, if a substantial number of States have set the exemption level at less than a year.
d. Growth in child-only cases as a share of the caseload to be projected by fitting a curve to the historical data (curve fitting to be explored by CEA).
e. The percentage of cases with two parents remains constant.

The estimated caseload reduction credit would be based on the reduction from 1995 through 1997 and the caseload growth assumptions for subsequent fiscal years. The percentage of recipients who would have been employed under prior law (i.e., with earnings) could be deducted from the participation figures to determine the number actually in need of/entering employment as a result of welfare reform. This is the approach taken in the Urban Institute paper.

2) *Number who will reach the five-year time limit*
Number who will reach a two-year time limit (national estimates)

- Estimate the number of recipients who will be on assistance for a cumulative total of 60 months between the date of enactment and, for example, 2005 (since no one will reach the five-year limit in the year 2000; also see "available jobs" discussion below).

- Estimate the number who will accumulate 24 months between date of enactment and 2000.

The actual figure will lie between these two numbers, since sixteen States, including Florida, Illinois, Massachusetts, North and South Carolina, have set full-family time limits of two years

(or less, in Tennessee and Connecticut). Four other States have time limits greater than 24 months but less than 60. [source: HHS State pages].

Number of suitable jobs available

- The figure should be based on the number of low-skill jobs that BLS estimates will be produced over the relevant period--1997 through 2000 (through 2005 for purposes of the five-year time limit number).

The paper provided by Ed Montgomery of Labor summarizes the BLS job growth projections for the period from 1994 to 2005. The economy is, for example, expected to create about 20 million new jobs requiring only short-term training and experience. At least eight of the 20 occupations that are predicted to experience the greatest numerical (as opposed to percentage) increases over the period are jobs that welfare recipients could realistically obtain, including home health aide, cashier, janitor, guard, receptionist and child care worker.

The paper also includes a brief discussion of labor force growth, suggesting that BLS also publishes projections in this area.

- If possible, estimated growth in low-skill jobs would be compared to the projected increase, absent welfare reform, in labor force members with no more than a high school diploma or GED and little training or experience.

Possible Assumptions:

a. Job growth spread evenly over the 1994-2005 period--the 1997-2000 figure would be a pro-rated share of the total.
b. Steady labor force growth over the period.

Conclusion

The number of jobs needed (under the two frameworks discussed above) would be compared to the difference between projected growth in low-skill jobs and estimated growth in labor force participants with no postsecondary education and little or no training/experience. Net growth in low-skill positions greater than the number of jobs needed would suggest that the economy can, even in the short term, absorb the labor supply shock resulting from welfare reform.

NOTE: In any case, part or all of the CEA displacement paper that discusses past labor supply shocks (the baby boom, the Mariel boatlift) should be either folded into or released along with this "jobs needed/available" paper.

WR - STATISTICS

PART 2 POPULATION CHANGE AND THE FAMILY ENVIRONMENT OF CHILDREN 231

by Donald J. Hernandez, Ph.D., U.S. Bureau of the Census

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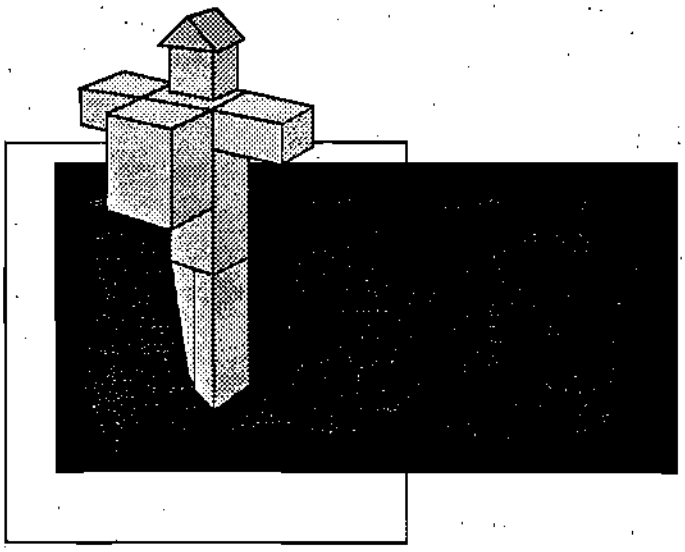


TRENDS IN THE WELL-BEING OF AMERICA'S CHILDREN AND YOUTH: 1996

FOREWORD

This is the first annual report from HHS on trends in the well-being of our nation's children and youth. It presents the most recent, most reliable national trends in five key domains of the lives of children and youth: Population, Family and Neighborhood; Economic Security; Health Conditions and Health Care; Social Development, Behavioral Health, and Teen Fertility; and Education and Achievement. This year we have highlighted population and family issues, including an essay by Donald J. Hernandez of the Census Bureau on population trends related to children and youth.

This report shows that the well-being of our nation's children and youth has improved in some ways over the past few decades. But it has deteriorated in many other ways. To take stock of our gains, to understand where we can improve, and to prepare our response, it is crucial that we have accurate and comprehensive trend information. We hope you will find this volume a ready guide to the changing condition of our nation's children and youth.

I would like to highlight a few of the trends outlined in this report. First, there is some good news:

- The rate of full immunization for two year olds has increased.
- The infant mortality rate continues to decline.
- Teen birth rates for those aged fifteen through nineteen declined from 1991 to 1993, although the teen birth rate is still higher than twenty years ago.
- Mathematics and science proficiency has increased.
- The proportion of children who watch six or more hours of television per day has decreased.
- Regular seat belt use among children over the age of four has improved.

But there are also many less positive trends:

- The mortality rate for minority youth has increased.

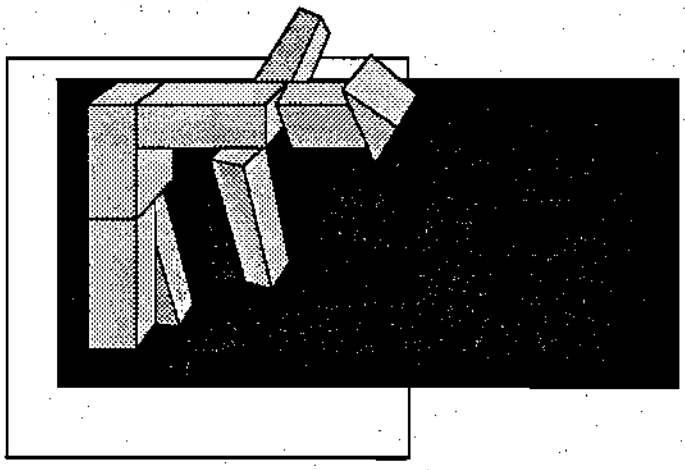
- The proportion of children living in single-parent households has increased.
- The poverty rate for children and youth has increased, and the rate of children living in extreme poverty has increased more dramatically.
- The percentage of high school seniors who report smoking cigarettes every day has recently increased after a steady decline.
- For many indicators of well-being, minority children and youth fare much worse than white children and youth.

This report displays a substantial body of information about the condition of our children and youth. In working with Child Trends, Inc. to assemble this information, HHS staff collaborated closely with other Federal departments: the Department of Education, the Department of Labor, the Department of Commerce, and other government agencies.

However, this report also shows how little we know about many important issues in the lives of children and youth. We must continue to expand and improve our measures of key factors in children's lives.

Our children and youth are truly the nation's most valuable resource. I hope that this report and its successors can help the nation establish its priorities for the protection and nurturing of that resource.

Donna E. Shalala
Secretary
U.S. Department of Health and Human Services
April 1996



TRENDS IN THE WELL-BEING OF AMERICA'S CHILDREN AND YOUTH: 1995

INTRODUCTION

CONTENT AND STRUCTURE OF THE REPORT

This is the first edition of what is intended to be an annual, comprehensive report on trends in the well-being of America's children and youth. It is intended to provide the policy community with a comprehensive guide to data on the well-being of children and youth. We plan to update the report annually, updating existing measures, adding new measures as new data sources become available, and providing new narratives on key issues affecting children.

The report has two sections. Section one is a quick-reference guide describing national trends for seventy-four indicators of child and youth well-being based on data collected by the Federal government. The information provided for each indicator includes one or more tables documenting recent historical trends and important population sub-group differences, graphics to highlight key trends and group contrasts, and accompanying text that briefly describes the importance of each indicator and highlights the most salient features of the data. The tables often contain substantially more information than is reflected in the accompanying graphs and textual descriptions. Interested users are encouraged to use the text and graphics as a starting point for a self-guided exploration of the more detailed data contained in the tables. The indicators have been organized into five substantive areas:

- population, family, and neighborhood;
- economic security;
- health conditions and health care;
- social development, behavioral health, and teen fertility; and
- education and achievement.

The second section of the report offers a narrative treatment of a particular topic affecting the well-being of children and youth. In this first edition we offer a review of trends in—and detailed historical tables on—the socio-demographic characteristics of children, youth and their families titled "Population Change and the Family Environment of Children," by Donald J. Hernandez, Ph.D., of the United States Bureau of the Census. This section draws heavily on data from the Decennial Censuses and the Current Population Surveys. It emphasizes long historical trends, in some cases reaching as far back as 1790, the time of the first U.S. Census.

INDICATORS INCLUDED IN THE REPORT

This report presents indicators of child and youth well-being that are reliably and regularly collected at the national level. The report does not present data at the state or local level. It presents only indicators that have been collected more than once over the past few years. Where possible, we present data from the 1970s to the 1990s. The lives of children and youth have changed dramatically over this period. In some cases, data are presented for periods before the 1970s or projections into the 21st century.

In deciding which indicators to include in part one of this report, we were guided by a combination of scientific and practical considerations. In November of 1994, a major national conference was held on indicators of child well-being. Nationally recognized experts representing a broad spectrum of disciplines and research interests related to child well-being presented over 20 papers recommending key indicators that should be tracked on a regular basis by the federal statistical system. Recommendations were gleaned from the papers and from conference discussions into a single list and used as the starting point for choosing a final set of indicators to be included in the report.

The final list of indicators was modified based on a number of practical considerations including data availability (the data needed to be available for a nationally representative sample and collected on a regular basis), timeliness (the most recent estimates had to be available for 1990 or later), and quality and consistency (the data had to be both reliable and consistently measured over time). In addition, it was decided that indicators related to federal program participation would be held to a very few direct measures of participation in key programs like AFDC and Food Stamps. Indicators that did not meet these practical criteria were removed from the list, and other important measures which were not on the original list, but met the remaining criteria, were added. It is anticipated that additional measures will be added to new editions of the report over time as new data become available, and in response to feedback from users.

THE NEED FOR BETTER DATA ON CHILDREN

There are some major gaps in the federal statistical system that limit our capacity to monitor the well-being of our nation's children and youth. The largest gaps exist in the areas of social development and behavioral health. Very little data of this sort are collected on a regular basis for children prior to the teenage years. Data describing social development and behavioral health—broken down by age group—would be particularly informative. Data on the co-occurrence of difficulties and

deficiencies, or positive indicators, would be particularly useful. Promising efforts are being made to incorporate some such measures into regularly fielded national surveys such as the National Household Education Survey, the National Health Interview Survey, the National Household Survey of Drug Abuse, and reports such as *Mental Health, United States*, but such efforts only begin to fill this substantial data gap. At least 1 in 20—or as many as 3 million young people—may have a "serious emotional disturbance."

In addition, most of the federal data collected on teens in this area are limited to student surveys. This leaves us with limited information concerning the social development, risk- and health-related behaviors of teens who have dropped out of school, a group which is particularly likely to be experiencing difficulties.

There are relatively few positive measures of social development and behaviors for any age group. Most emphasize difficulties and deficiencies rather than positive outcomes. As a result, the collection of indicators presented in this volume may paint a somewhat gloomier picture of our children's overall well-being than is in fact the case. New, positive indicators need to be developed and incorporated into the federal statistical system.

Other important areas where data are lacking include child abuse and neglect, child mental health and substance abuse, learning disabilities, institutionalized children, and those in alternative living arrangements. Also lacking are data on the types of interventions used for children with these problems or other health and behavior problems.

FEDERAL INTERAGENCY FORUM ON CHILD AND FAMILY STATISTICS

The Federal Interagency Forum on Child and Family Statistics, a recently-formed group of leaders of Federal agencies and departments responsible for collecting data on children and youth, has adopted a mandate to improve the Federal statistical system regarding data on children, youth, and their families. This forum, which assisted in the production of this report, will continue to develop strategies for improving the Federal statistical system in ways that preserve the data that support key indicators and develop new measures that begin to fill the gaps described above. As data for new indicators resulting from these efforts become available they will be incorporated into new editions of this annual report.

USING THE DOCUMENT

In the presentation of data for this report, percents and rates are as a rule rounded to the nearest whole number. Estimates based on the Decennial Census, Vital Statistics, and surveys with very large sample sizes are often presented to one decimal place since differences of less than one percentage point from such sources may be significant.

Practical considerations did not allow us to test for the statistical significance of differences in the value of indicators across groups or over time. Because of this, small differences have been interpreted cautiously in the textual descriptions when estimates are based on relatively small sample sizes.

Finally the user should note that, unless otherwise clearly specified, race-specific estimates (e.g., white, black, Asian, Native American, and "other") include Hispanics of those races, even when a separate estimate is given for Hispanics. This is particularly important when interpreting the meaning for the white and "other" race groups, a significant proportion of whom are also Hispanic. In cases where Hispanics are separated out, "non-Hispanic" will follow the race designation, as in "white, non-Hispanic."

ACKNOWLEDGMENTS

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The second section of this report was produced by Donald J. Hernandez of the United States Bureau of the Census. The author is indebted to Arthur J. Norton and the U.S. Bureau of the Census. Thanks are due also to Edith Reeves, Catherine O'Brien, and Stephanie Kennedy. The author bears sole responsibility for the results and opinions presented here.

The Federal Interagency Forum on Child and Family Statistics supported the production of this document. Member agencies include the Bureau of the Census, the Bureau of Labor Statistics, the National Center for Education Statistics, the National Center for Health Statistics, the National Institute for Child Health and Human Development, the Office of Management and Budget, and the Office of the Assistant Secretary for Planning and Evaluation at HHS.

Several individuals and groups supplied unpublished data or analyses, including Greg Duncan of Northwestern University; Paul Jargowski of the University of Texas at Dallas; William Frey of the University of Michigan; the Survey Research Center and Institute for Social Research of University of Michigan; and the Educational Testing Service.

Many agencies supplied data and/or reviewed tables and text. They include the Centers for Disease Control and Prevention, the Administration for Children and Families, the National Institute for Child Health and Human Development, the Bureau of the Census, the Bureau of Labor Statistics, the Department of Housing and Urban Development, and the National Center for Education Statistics.

PF 3.1 RESIDENTIAL STABILITY: PERCENTAGE OF CHILDREN UNDER AGE 18 WHO HAVE MOVED WITHIN THE LAST YEAR

Recent research has demonstrated a strong relationship between residential stability and child well-being, with frequent moves being associated with a number of negative outcomes including dropping out of high school, delinquency, depression, and non-marital teen births. Some researchers theorize that these negative associations may result from a lack of rootedness in the local community and its institutions on the part of frequent movers.[4]

The United States has long been a highly mobile society. In 1960, one in five children under the age of 18 had moved to a new residence during the previous year. As Table PF 3.1.a shows, the general trend since that time has been towards somewhat lower rates of mobility, to a low of 17 percent in 1994.

Table PF 3.1.b shows mobility rates separately for whites, blacks, and Hispanics, and across age groups as well for the period 1990-1994. Young children were the most mobile of any age group. In 1994, 22 percent of children under the age of 5 had changed residences in the previous year, compared to 17 percent among children ages 5-9, 13 percent for ages 10-14 and 15 percent for youth ages 15-17. These age-specific patterns hold equally for white, black and Hispanic children, although whites were the least mobile of the three regardless of age group. For all children under age 18 in 1994, 16 percent of white children moved during the previous year compared to 20 percent of black children and 21 percent of Hispanic children.

[4]Coleman, J. 1988. "Social Capital and the Creation of Human Capital." *American Journal of Sociology*, 94: s95-s120.

Table PF 2.3 NUMBER OF CHILDREN LIVING IN FOSTER CARE: 1982 - 1992

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992
Total											
Number	262,000	269,000	276,000	276,000	280,000	300,000	340,000	383,000	407,000	429,000	442,000
Rate per thousand	4.2	4.3	4.4	4.4	4.5	4.8	5.4	6.0	6.4	7.3	7.5

Note: Estimate of total is the number of children in foster care on the last day of the fiscal year.

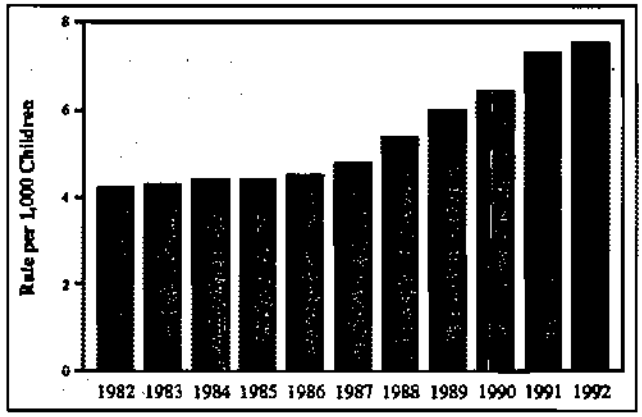
Source: Tatara, Tashio. *Characteristics of Children in Substitute and Adoptive care: A Statistical Summary of the VCRS National Child Welfare Data Base*, Washington, DC: October 1993. U.S. Bureau of Census Statistical Abstract of the United States, 1994 (Washington, DC: U.S. Government Printing Office, 1994).

PF 2.3 CHILDREN LIVING IN FOSTER CARE

Placement of a child in foster care occurs when a state protective services worker (under supervision of the state judicial system) determines that a child's family cannot provide a minimally safe environment for the child. Most commonly, placement occurs either because a member of the household has physically or sexually abused the child or because the child's caretaker(s) has severely neglected the child. In some cases, children with severe emotional disturbances may also be put into foster care. Since both federal and state law strongly discourage removal of children from their families, placement in foster care is an extreme step that protective services workers take only when a child is in immediate danger or when attempts to help the family function better have failed. Thus, the frequency of placements in foster care is an indicator of serious family dysfunction and serious damage to the welfare of children.

As shown in Figure PF 2.3, the rate of children living in foster care per thousand children under age 18 has risen dramatically from 4.2 per thousand in 1982 to 7.5 per thousand in 1992—an increase of nearly 80 percent. Nearly all of this increase was concentrated in the five years between 1986 and 1991. The number of children in foster care has risen steadily from 262,000 in 1982 to 442,000 in 1992.

Figure PF 2.3 CHILDREN LIVING IN FOSTER CARE: 1982 - 1992 (Rate per Thousand)



Note: Estimate of total is the number of children in foster care on the last day of the fiscal year. Estimate of Race/Ethnicity and Age percentages based on children entering the system.

Source: American Public Welfare Association. *Characteristics of Children in Substitute and Adoptive Care: A Statistical Summary of the VCIS National Child Welfare Data Base*, Public Welfare Association. October 1993.

Table PF 2.2 PERCENT OF ALL BIRTHS TO UNMARRIED MOTHERS, BY AGE OF MOTHER AND RACE/ETHNICITY: 1960 - 1992

	1960	1965	1970	1975	1980[a]	1985	1990	1991	1992
All Races									
All Ages	5.3	7.7	10.7	14.3	17.8	22.0	28.0	29.5	30.1
Ages 15-19	14.8	20.8	29.5	38.2	47.6	58.0	67.1	68.8	70.0
Ages 20-24	4.8	6.8	8.9	12.3	19.4	26.3	36.9	39.4	40.7
Ages 25-29	2.9	4.0	4.1	5.4	9.0	12.7	18.0	19.2	19.8
Ages 30-34	2.7	3.7	4.5	5.3	7.5	9.7	13.3	14.0	14.3
Ages 35-39	2.9	4.0	5.2	7.0	9.4	11.2	13.9	14.6	15.2
White									
All Ages	2.3	4.0	5.7	7.3	11.2	14.7	20.3	21.8	22.6
Ages 15-19	7.2	11.4	17.1	22.9	33.1	44.8	56.4	58.8	60.4
Ages 20-24	2.2	3.8	5.2	6.1	11.7	17.7	27.8	30.2	31.7
Ages 25-29	1.1	1.9	2.1	2.6	5.2	8.1	12.6	13.7	14.3
Ages 30-34	1.0	1.6	2.1	2.7	4.6	6.3	9.3	9.8	10.2
Ages 35-39	1.3	1.9	2.7	3.9	6.4	8.1	10.3	10.9	11.4
Black									
All Ages	—	—	37.6	48.8	56.1	61.2	66.5	67.9	68.1
Ages 15-19	—	—	62.7	76.9	85.7	90.2	92.0	92.3	92.6
Ages 20-24	—	—	31.3	43.0	57.0	65.4	72.6	74.7	75.2
Ages 25-29	—	—	20.3	26.8	36.8	45.2	53.3	54.7	55.0
Ages 30-34	—	—	19.6	24.1	29.6	37.0	45.2	46.5	46.7
Ages 35-39	—	—	18.6	23.9	28.4	35.1	42.0	43.8	44.7
Hispanic									
All Ages									
Ages 15-19	—	—	—	—	—	—	—	—	61.9
Ages 20-24	—	—	—	—	—	—	—	—	42.3
Ages 25-29	—	—	—	—	—	—	—	—	30.8
Ages 30-34	—	—	—	—	—	—	—	—	27.2
Ages 35-39	—	—	—	—	—	—	—	—	28.5

Notes: [a]Births from 1980 onwards by race of mother. Tabulations prior to 1980 are by race of child, which assigns the child to the race of the non-white parent, if any, or to the race of the father, if both are non-white.

Source: Ventura, S.J., 1995. *Births to Unmarried Mothers: United States, 1980-92.* Vital and Health Statistics Series 21, No. 53, U.S. Department of Health and Human Services, Public Health Service, June 1995.

PF 2.2 PERCENT OF ALL BIRTHS THAT ARE TO UNMARRIED MOTHERS

Children who are born to single mothers are, regardless of the age of the mother, considerably more likely to grow up poor, to spend large portions of their childhood without two parents, and more likely to become single parents themselves than children born to two-parent families.[3]

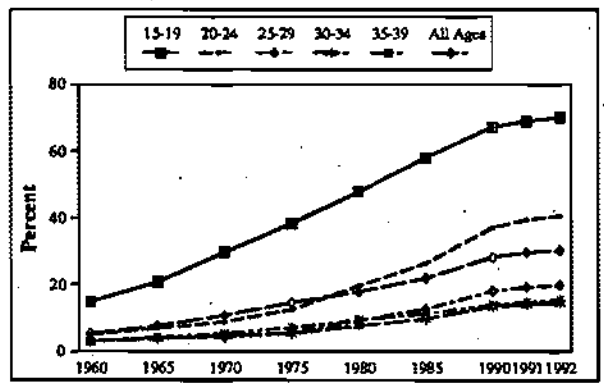
Figure PF 2.2 shows trends from 1960 through 1992 in the percent of all births that were to unmarried mothers. Data are displayed separately for all mothers, and by age of mother in five year increments from ages 15 through 39. The percent of all births to unmarried women has increased very substantially during that period, from 5.3 percent to 1960 to 30.1 percent in 1992. Among women ages 15-19 there was a steady increase from 14.8 percent in 1960 to 70.0 percent in 1992. For women ages 20-24, rates increased from 4.8 percent to 40.7 percent during that time period. For women over age 24, rates were all under 3 percent in 1960, but had climbed to between 14.3 and 19.8 percent by 1992.

Table PF 2.2 presents this data separately for white, black and Hispanic mothers. Trend data for black mothers, available for 1970 through 1992, indicate that there have been substantial increases in the percent of births that are nonmarital for all age groups, and particularly for older mothers. For black women ages 20-24, rates increased from 31.3 percent to 75.2 percent during that time. Among black women in the oldest age group, 35-39, the percent of all births that were to unmarried mothers increased from 18.6 percent to 44.7 percent from 1980 to 1992.

Comparisons among white, black, and Hispanic rates for 1992 reveal that white women have the lowest percentage of births to unmarried women, followed by Hispanic women, then black women. This is true for all age groups, though the size of the difference can vary substantially by age of mother. For women ages 15-19, for example, white and Hispanic women are quite close at 60.4 and 61.9 percent, respectively, compared to 92.6 percent for black women. By ages 25-29, however, rates for Hispanic women move midway between white and black rates with whites at 14.3 percent, Hispanics at 30.8 percent, and blacks at 55.0 percent.

[3] See Ventura, S.J., 1995. *Births to Unmarried Mothers: United States, 1980-1992.* NCHS Series 21, No. 53. U.S. Department of Health and Human Services.

Figure PF 2.2 PERCENT OF ALL BIRTHS TO UNMARRIED MOTHERS BY AGE OF MOTHER: 1960 - 1992

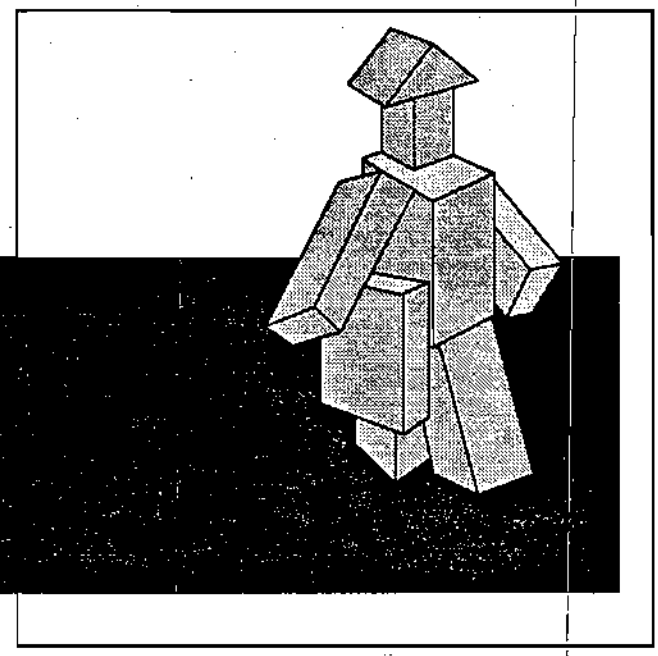


Source: Ventura, S.J. 1995. *Births to Unmarried Mothers: United States, 1980-92.* Vital and Health Statistics Series 21, No. 53. U.S. Department of Health and Human Services, Public Health Service, June 1995.

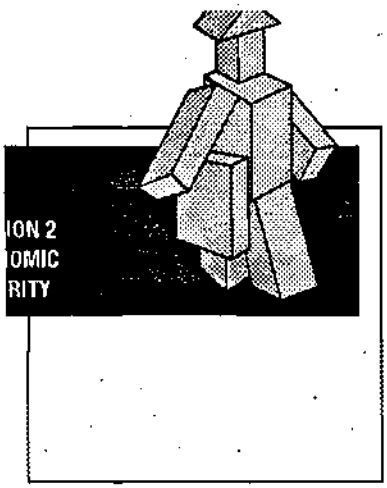
Table PF 2.1.B PERCENT DISTRIBUTION OF U.S. FAMILIES WITH OWN CHILDREN UNDER AGE 18, BY FAMILY TYPE, AND RACE/ETHNICITY: 1980 AND 1990

	1980	1990
Total		
Families with own children		
Married couple	81.5	77.1
Female head	16.1	17.7
Male head	2.4	4.1
White		
Families with own children		
Married couple	85.7	82.2
Female head	12.1	14.0
Male head	2.2	3.7
Black		
Families with own children		
Married couple	54.3	46.9
Female head	41.7	47.6
Male head	4.0	5.5
Hispanic		
Families with own children		
Married couple	76.6	71.4
Female head	20.4	22.1
Male head	3.1	6.5
Asian American		
Families with own children		
Married couple	88.5	84.3
Female head	9.4	9.8
Male head	2.1	2.9
Native American		
Families with own children		
Married couple	71.5	63.6
Female head	24.2	28.7
Male head	4.3	7.8

Source: The Challenge of Change: What the 1990 Census Tells Us About Children, prepared by the Population Reference Bureau for the Center for the Study of Social Policy, Table 14, with data from the Bureau of the Census, 1980 Census of Population, "General Social and Economic Characteristics," PC80-1-C1, United States Summary, tables 100,121, and 131; and Census of Population and Housing 1990, Summary Tape File 3, tables P-18, P-20, and P-21.



SECTION 2 ECONOMIC SECURITY



ES 1.1 MEAN (Average) FAMILY INCOME

Although the percentage of children under age 18 in poverty has increased substantially since 1975, the average or mean income of families with children has shown a modest increase during that same period. Figure ES 1.1 shows trends in mean family income between 1975 and 1993 for all families with children, and separately for married couple and female-headed families. To facilitate comparison over time, income for each year is presented in constant 1993 dollars.

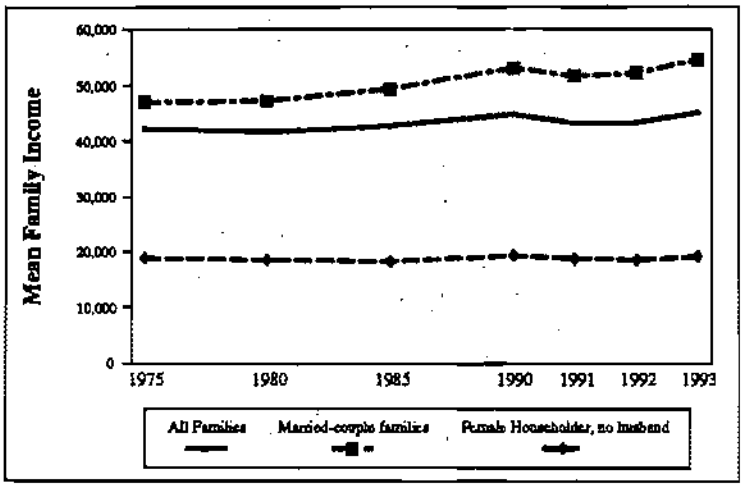
Between 1975 and 1993, the mean income of all families with children rose by 6.5 percent from $42,255 to $45,011. This rise was not experienced equally across all family types, however. While female headed families enjoyed only a modest 1.0 percent increase over that same time period from $19,019 to $19,214 , married-couple families with children showed an increase in average incomes of just over 16 percent, from $47,056 to $54,609.

Figure ES 1.1 clearly demonstrates that there has long been a substantial gap in family income between female-headed and married-couple families, and that the gap has been growing since 1975. In 1993, children in married-couple families enjoyed a substantial income advantage over children in female-headed families, with mean family incomes over 2.8 times as large ($54,609 versus $19,214). As Table ES 1.1 shows, this disparity is maintained within white, black, and Hispanic families with ratios ranging from 2.3 for Hispanics ($35,502 versus $15,602) to nearly 3.0 for black families ($44,399 versus $15,013).

Mean family incomes are substantially higher for white families with children than for black and Hispanic families with children. Table ES 1.1 shows that, in 1993, whites enjoyed family incomes that were about 80 percent higher than black families, and 65 percent higher than Hispanic families. Among married couple families the white-black disparity is considerably smaller, with whites enjoying incomes that are only 25 percent higher. The disparity between whites and Hispanics remains just as large for married couple families, however, with white families having average incomes 57 percent higher than their Hispanic countarparts. Black married couple families earn significantly more than Hispanic married-couple families, with mean family incomes of $44,399 and $35,502, respectively, in 1993.

Among female-headed families, white families with children have an average income of $21,404 in 1993, which is 43 percent higher than that for similar black families ($15,013) and 37 percent higher than that for Hispanic families ($15,602).

Figure ES 1.1 MEAN FAMILY INCOME OF FAMILIES WITH CHILDREN UNDER AGE 18, 1975-1993 (in constant 1993 dollars)



Source: "Money Income of Households, Families, and Persons in the United States," various years. Current Population Reports, Series P60. Bureau of the Census. Tabulations for 1993 by Child Trends, Inc., from March 1994 Current Population Survey.

Table ES 1.1 MEAN FAMILY INCOME OF FAMILIES WITH CHILDREN UNDER 18 BY FAMILY TYPE, RACE AND HISPANIC ORIGIN OF HOUSHOLDER: SELECTED YEARS 1975-1993 (IN CONSTANT 1993 DOLLARS)

Characteristics	1975	1980	1985[a]	1990	1991	1992[b]	1993
One or more related children under 18 years old:							
All families	42,255	41,700	42,771	44,813	43,309	43,373	45,011
White	—	—	—	47,513	46,213	46,460	48,337
Black	—	—	—	28,437	26,584	25,818	26,819
Hispanic	—	—	—	30,461	29,151	29,379	29,234
Married-couple families	47,056	47,225	49,299	53,144	51,683	52,254	54,609
White	—	—	—	53,739	52,541	53,209	55,607
Black	—	—	—	44,602	42,053	42,254	44,399
Hispanic	—	—	—	36,000	34,631	35,413	35,502
Female Householder, no husband present	19,019	18526	18,209	19,462	18,819	18,506	19,214
White	—	—	—	21,293	20,931	20,424	21,404
Black	—	—	—	16,087	14,888	15,089	15,013
Hispanic	—	—	—	15,831	16,247	15,682	15,602

Notes: [a]Recording of amounts for earnings from longest job increased to $299,999.
[b]Implementation of 1990 census population controls.

Source: "Money Income of Households, Families, and Persons in the United States," various years. Current Population Reports, Series P60. Bureau of the Census. Tabulations for 1993 by Child Trends, Inc., from March 1994 Current Population Survey.

ES 1.2 CHILDREN AND THE DISTRIBUTION OF INCOME: THE INCOME-TO-POVERTY RATIO OF FAMILIES WITH CHILDREN, BY INCOME QUINTILE

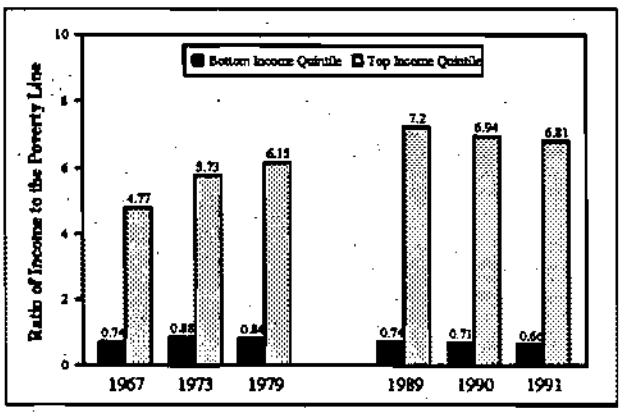
Figure ES 1.2 presents trends in the distribution of income among families with children for selected years from 1967 through 1991, highlighting trends for families in the top and bottom fifth, or quintile, of the income distribution. The measure shown is the AFI, the ratio of annual pretax family income to the poverty line. For example, families with pretax income two and one half times the poverty line would have a value of 2.50 for this measure.

Following a brief surge in family income from 1967 to 1973 for families with children in the bottom income quintile, the AFI income-to-poverty ratio has dropped from a high of 0.88 in 1973 to a low of 0.66 in 1991.[6] By contrast, incomes for families with children who were in the top income quintile grew substantially and steadily from average AFI's of 4.77 in 1967 to 7.20 in 1989, before reducing slightly to 6.81 in 1991.

Data for all five income quintiles, presented in Table ES 1.2, show income losses for the lowest quintile, a modest gain for the second quintile (from 1.54 to 1.73), and progressively larger gains for the remaining quintiles between 1967 and 1991. The same table also presents data separately for married couples with children and families headed by single mothers with children. For all time periods, families headed by single mothers had considerably less income than those headed by married couples. The basic patterns described above for all families hold by and large for both types of families, with several exceptions. First, married couple families experienced at least some income gains between 1967 and 1991 across all income quintiles, though gains were very modest for the lowest income quintile (from 0.89 to 1.06), and actually decreased from a high of 1.18 in 1979. Second, mother-headed families in the bottom two quintiles experienced little or no income gains between 1967 and 1991, and both have had substantially reduced incomes since 1979.

[6]These represent highs and lows only for the years indicated on Figure ES 1.2. Because these data were not available for every year, it is unknown whether they represent true highs and lows for the time period as a whole.

Figure ES 1.2 AVERAGE PRETAX AFI (Income as a Multiple of Poverty) FOR ALL FAMILIES WITH CHILDREN UNDER AGE 18, BOTTOM AND TOP INCOME QUINTILES



Note: Poverty thresholds are based on the 1989 distribution of family sizes, with no adjustment for the age of the head of household or the number of children. Quintiles are based on the number of persons.
Source: Congressional Budget Office tabulations of data from the March Current Population Survey, 1968, 1974, 1989, 1990, 1991, and 1992

Table ES 1.2 AVERAGE PRETAX AFI (INCOME AS A MULTIPLE OF POVERTY) AMONG FAMILIES WITH CHILDREN, BY FAMILY TYPE AND INCOME QUINTILE, WEIGHTED BY PERSONS, 1967, 1973, 1979, 1989, 1990, AND 1991

Family type and Quintile	1967	1973	1979	1989	1990	1991
All families with children						
Lowest Quintile	.74	.88	.84	.74	.71	.66
Second Quintile	1.54	1.88	1.95	1.87	1.80	1.73
Middle Quintile	2.13	2.65	2.84	2.93	2.80	2.77
Fourth Quintile	2.84	3.54	3.85	4.14	4.00	3.98
Highest Quintile	4.77	5.73	6.15	7.20	6.94	6.81
Total	2.40	2.94	3.13	3.38	3.25	3.19
Married couples with children						
Lowest Quintile	.89	1.16	1.18	1.14	1.11	1.06
Second Quintile	1.66	2.12	2.29	2.34	2.26	2.24
Middle Quintile	2.23	2.84	3.12	3.34	3.22	3.23
Fourth Quintile	2.93	3.71	4.11	4.52	4.42	4.41
Highest Quintile	4.88	5.94	6.41	7.67	7.43	7.32
Total	2.52	3.15	3.42	3.80	3.69	3.65
Single mothers with children						
Lowest Quintile	.21	.33	.32	.25	.25	.24
Second Quintile	.59	.71	.75	.64	.61	.59
Middle Quintile	.91	1.03	1.22	1.14	1.09	1.03
Fourth Quintile	1.45	1.67	2.01	2.03	1.95	1.90
Highest Quintile	2.78	3.29	3.65	4.14	3.90	3.87
Total	1.19	1.41	1.59	1.64	1.56	1.52

Note: Poverty thresholds are based on the 1989 distribution of family sizes, with no adjustment for the age of the head of household or the number of children. Quintiles are based on the number of persons.

Source: Congressional Budget Office tabulations of data from the March Current Population Survey, 1968, 1974, 1980, 1990, 1991, and 1992.

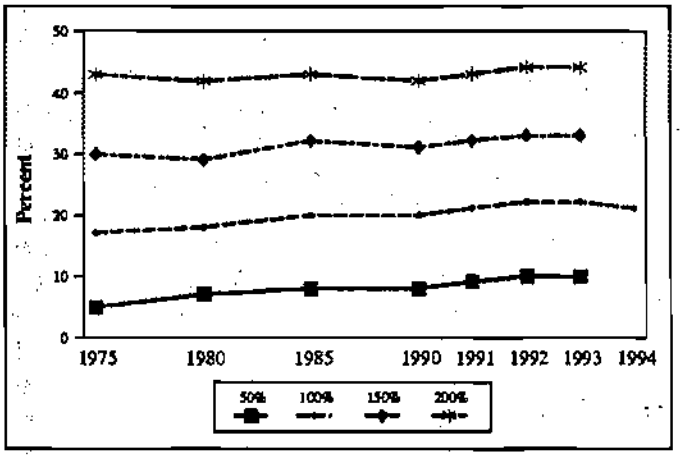
ES 1.3 CHILDREN IN POVERTY

Being raised in poverty can have far reaching negative consequences for children. Being brought up at or near the poverty line ($15,141 for a family of four in 1994) means not only that a child has a much lower level of consumption than other children, but also that he or she is more likely than a nonpoor child to experience difficulties in school, to become a teen parent and, as an adult, to earn less and experience greater unemployment.

As shown in Figure ES 1.3.a, there has been a striking increase in the percentage of children raised in extreme poverty, that is, with family incomes less than one half the official poverty line, even though the percentage of children at or below 200 percent of the poverty line has hardly changed at all. As shown in the bottom line of the chart, the proportion of children at or below 50 percent of the poverty line[7] has doubled between 1975 (when the percentage was only 5 percent) and 1993 (when the percentage had increased to 10 percent). Less dramatic but still striking, the proportion of children at or below the poverty line increased by 47 percent between 1975 (when the percentage was only 15 percent) and 1993 (when the percentage had increased to 22 percent) before dropping to 21 percent in 1994 (the first decrease since 1988-1989). The proportion of children at or below 150 percent of the poverty line increased by only 13 percent (from 30 percent to 33 percent) between 1975 and 1993, and the proportion at or below 200 percent of the poverty line increased only slightly (from 43 percent to 44 percent).

[7]$7,570 for a family of four in 1994.

Figure ES1.3.A PERCENT OF CHILDREN UNDER AGE 18 IN FAMILIES LIVING BELOW SELECTED POVERTY LEVELS: 1975 - 1994



Source: Rates for 1975, 1980, and 1985 were calculated by Child Trends, Inc., based on data from the U.S. Bureau of the Census, Series P-60, No. 106, Tables 7; No. 133, Table 7; No. 158, Table 4. Rates for 1990 through 1993 are from the U.S. Bureau of the Census, Series P-60, No. 175, No. 6; No. 188, and revised data for 1992 provided by the U.S. Bureau of the Census, Poverty Branch.

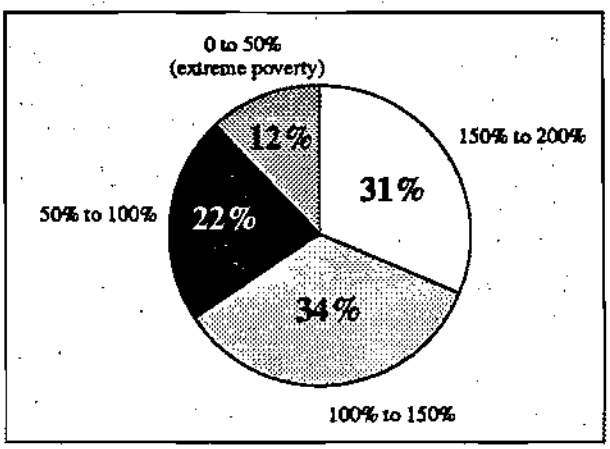
Table ES 1.3.A PROPORTION OF CHILDREN UNDER AGE 18 LIVING BELOW SELECTED POVERTY THRESHOLDS BY AGE AND RACE/HISPANIC ORIGIN, 1975 - 1994

	1975	1980	1985	1990	1991	1992	1993	1994
Under 50% of Poverty								
Related Children Under 18	5	7	8	8	9	10	10	—
White	4	5	6	6	6	6	6	—
Black	14	17	22	22	25	27	26	—
Hispanic	—	—	—	14	14	15	14	—
Under 100% of Poverty								
Related Children Under 18	15	17	18	20	20	21	22	21
White	11	13	13	16	15	16	17	—
Black	41	42	43	44	46	46	46	—
Hispanic	33	33	40	38	40	39	40	—
Under 150% of Poverty	—							
Related Children Under 18	30	29	32	31	32	33	33	—
White	24	24	26	25	26	27	27	—
Black	60	57	59	57	60	60	61	—
Hispanic	—	—	—	55	58	58	60	—
Under 200% of Poverty								
Related Children Under 18	43	42	43	42	43	44	44	—
White	38	37	38	37	38	38	38	—
Black	73	70	71	68	70	71	72	—
Hispanic	—	—	—	69	72	70	72	—

Note: The poverty level is based on money income and does not include noncash benefits, such as foods stamps. Poverty thresholds reflect family size and composition and are adjusted each year using the annual average Consumer Price Index (CPI) level. The average poverty threshold for a family of four was $13,924 in 1991 and $10,989 in 1985. The levels shown here are derived from the ratio of the family's income to the family's poverty threshold. For example, a child living under 125 percent of poverty is from a family with income above their poverty threshold but below 125 percent of their poverty threshold. If the family's poverty threshold was $10,000, under 125 percent of poverty would mean their income was between $10,000 and $12,500. Related children include biological children, stepchildren, and adopted children of the householder and all other children in the household related to the householder (or reference person) by blood, marriage, or adoption.

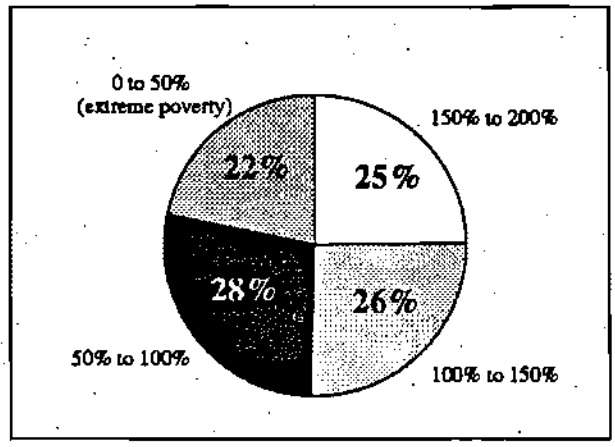
Source: Rates for 1975, 1980, and 1985 were calculated by Child Trends, Inc. based on data from the U.S. Bureau of the Census, Series P-60, No. 106, Table 7; No. 133, Table 7; No. 158, Table 4. Rates for 1990 through 1993 are from the U.S. Bureau of the Census, Series P-60, No. 175, No. 185, No. 188, and revised data for 1992 provided by the U.S. Bureau of the Census, Poverty Branch. Data for 1994 from unpublished tables supplied by the U.S. Bureau of the Census.

Figure ES 1.3.B CHILDREN IN EXTREME POVERTY AS PERCENTAGE OF CHILDREN UNDER AGE 18 IN FAMILIES BELOW OR NEAR THE POVERTY LINE, 1975



Source: U.S. Bureau of the Census, Series P-60, No. 188.

FIGURE ES 1.3.C CHILDREN IN EXTREME POVERTY AS PERCENTAGE OF CHILDREN UNDER AGE 18 IN FAMILIES BELOW OR NEAR THE POVERTY LINE, 1993



Source: U.S. Bureau of the Census, Series P-60, No. 188.

Table ES 1.3:B PERCENT OF CHILDREN UNDER AGE 18 IN POVERTY IN 1979 AND 1989 BY RACE AND HISPANIC ORIGIN

	1979	1989
All Children under 18	16.0	18.3
White	11.0	12.5
Black	37.8	39.8
Hispanic	29.1	32.2
Asian	14.9	17.1
Native American	32.5	38.8

Note: The poverty level is based on money income and does not include noncash benefits, such as foods stamps. Poverty thresholds reflect family size and composition and are adjusted each year using the annual average Consumer Price Index (CPI) level.

Source: U.S. Bureau of the Census, *1980 Census of the Population*, "Detailed Population Characteristics", PC-80-1-D1-A, United States Summary, Table 304. Population Reference Bureau analysis of the Bureau of the Census, *Census of the Population and Housing 1990*, Summary Tape File 3, Tables P-117, P-119, and P-120.

ES 1.3 CHILDREN IN POVERTY (continued)

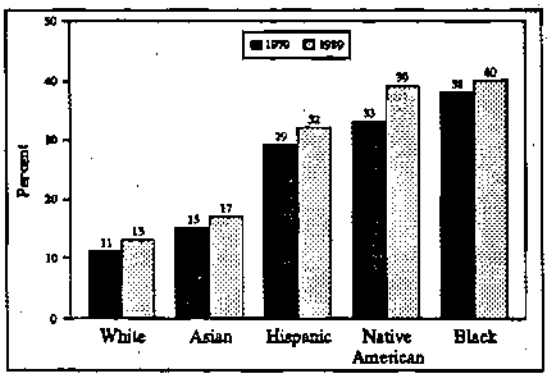
Another way to understand what has happened is to focus on the population of all children living in poor or near-poor families with incomes no more than 200 percent of the poverty line. As shown in Figure ES 1.3.b, in 1975 children raised in extreme poverty (below 50 percent of the poverty line) made up only 12 percent of this poor or near-poor population, while nearly two-thirds of this population fell into the near-poor category. However, as shown in Figure ES 1.3.c, by 1993, children raised in extreme poverty made up 22 percent of the poor or near-poor children. Conversely, only half of this population consisted of children between 100 percent and 200 percent of the poverty line.

There are no differences by race or Hispanic origin in the trends described above, as shown in Table ES 1.3.a, even though the incidence of poverty is consistently highest for blacks and lowest for whites. The increase in the percentage of children raised in extreme poverty has occurred for all three groups, while the percentage of children at or below 200 percent of the poverty line has hardly changed at all.

Taking a more detailed look at poverty by race and Hispanic origin, as shown in Figure ES 1.3.d, the incidence of poverty is lowest by far for white children and highest for black and Native American children.[8] While the incidence of poverty grew noticeably between 1979 and 1989 for all groups, the differences between the groups remained stable. For white children the percentage in poverty was 13 percent in 1989. The incidence of poverty for Asian children was nearly a third higher than for white children—17 percent in 1989. In 1989, 32 percent of Hispanic children were living in poverty—a rate 2.6 times as high as for white children. Poverty was still more pervasive among black and Native American children. In 1989, the poverty rate for black children was 40 percent, while the poverty rate for Native American children was 39 percent. Thus, both black children and Native American children were more than three times as likely as white children to be living in poverty in 1989.

[8]These poverty estimates are based on Decennial Census data rather than the Current Population Survey data presented in other tables. Estimates from the two sources may not match.

Figure ES 1.3.D PERCENT OF CHILDREN UNDER AGE 18 IN POOR FAMILIES, BY RACE AND HISPANIC ORIGIN, 1979 AND 1989



Source: Rates for 1975, 1980, and 1985 were calculated by Child Trends, Inc., based on data from the U.S. Bureau of the Census, Series P-60, No. 106, Table 7; No. 133, Table 7; No. 158, Table 4. Rates for 1990 through 1993 are from the U.S. Bureau of the Census, Series P-60, No. 175, Table 6; No. 185, Table 6; No. 188, Table 8; and revised data for the 1992 provided by the U.S. Bureau of the Census, Poverty Branch

Table ES 1.3.C PROPORTION OF CHILDREN UNDER AGE 18 LIVING BELOW THE POVERTY LEVEL BY FAMILY TYPE, AGE, RACE AND HISPANIC ORIGIN, 1960 TO 1993

	1960	1965	1970	1975	1980	1985	1990	1991	1992	1993
All Types of Families										
Related Children under 18	27	21	15	17	18	20	20	21	22	22
White	20	14	11	13	13	16	15	16	17	17
Black	—	—	42	41	42	43	44	46	46	46
Hispanic	—	—	—	—	33	40	38	40	39	40
Related Children under 6	—	—	17	18	20	23	23	24	26	26
White	—	—	12	14	16	18	18	19	20	20
Black	—	—	42	41	46	47	51	51	53	52
Hispanic	—	—	—	—	34	41	40	44	43	43
Related Children 6 to 17	—	—	14	16	17	19	18	20	19	20
White	—	—	10	12	12	14	14	15	15	15
Black	—	—	41	42	40	41	41	43	43	43
Hispanic	—	—	—	—	32	39	36	37	37	38
Married Couple Families										
Related Children under 18	—	—	—	—	—	—	10	11	11	12
White	—	—	—	—	—	—	9	10	10	11
Black	—	—	—	—	—	—	18	15	18	18
Hispanic	—	—	—	—	—	—	27	29	29	30
Related Children under 6	—	—	—	—	—	—	12	12	13	13
White	—	—	—	—	—	—	11	11	12	13
Black	—	—	—	—	—	—	20	17	22	20
Hispanic	—	—	—	—	—	—	28	33	32	33
Related Children 6 to 17	—	—	—	—	—	—	10	10	10	11
White	—	—	—	—	—	—	8	9	9	10
Black	—	—	—	—	—	—	17	14	16	17
Hispanic	—	—	—	—	—	—	25	26	26	28
Female Headed Families										
Related Children under 18	68	61	53	53	51	54	53	56	55	54
White	60	53	43	44	42	45	46	47	46	46
Black	—	—	68	66	65	67	65	68	67	66
Hispanic	—	—	—	—	65	72	68	69	66	66
Related Children under 6	—	—	64	62	65	66	66	66	66	64
White	—	—	59	59	60	59	60	60	61	58
Black	—	—	71	67	72	75	73	74	73	72
Hispanic	—	—	—	—	70	78	77	74	72	72
Related Children 6 to 17	—	—	49	49	46	48	47	50	49	49
White	—	—	38	40	36	40	39	41	39	40
Black	—	—	66	66	62	63	60	65	64	62
Hispanic	—	—	—	—	62	70	64	65	62	63

Note: The poverty level is based on money income and does not include noncash benefits, such as foods stamps. Poverty thresholds reflect family size and composition and are adjusted each year using the annual average Consumer Price Index (CPI) level. The average poverty threshold for a family of four was $13,924 in 1991 and $10,989 in 1985. Related children include biological children, stepchildren, and adopted children of the householder and all other children in the household related to the householder (or reference person) by blood, marriage, or adoption.

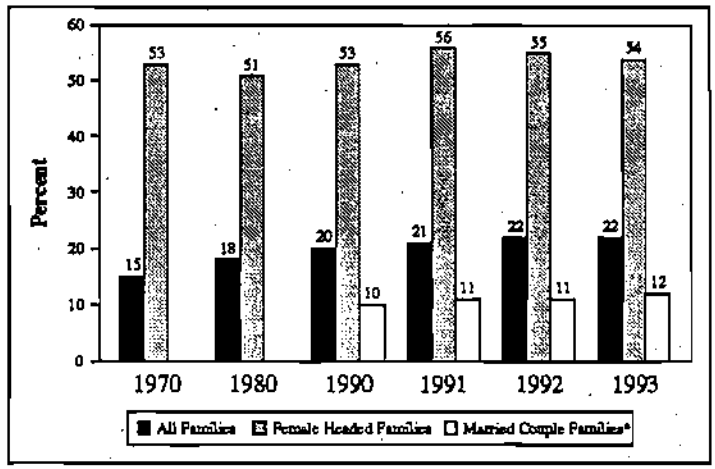
Source: U.S. Bureau of the Census, Series P-60 No. 81, Table 4 No. 86, Table 1; P-60, No. 106, Table 11; No. 133, Table 11; No. 158, Table 7; No. 175, Table 6; No. 181, Table 5; No. 188, Table 8, and revised data for 1992 provided by the U.S. Bureau of the Census, Poverty Branch.

ES 1.3 CHILDREN IN POVERTY (continued)

The chances of a child experiencing poverty are strongly influenced by the type of family he or she lives in. As shown in Figure ES 1.3.e, throughout the period from 1970 through 1993, just over half of the children living in female-headed families were poor. In contrast, during the 1990s,[9] only about 10 percent of children living in married-couple families were poor. However, from 1970 to 1993 the number of female-headed families with children nearly tripled from 3.4 million families to 9.3 million families, while the number of two-parent families with children actually declined from 25.8 million to 25.2 million. This shift in family structure is reflected in the increase in overall child poverty rates from 15 percent to 22 percent during that period of time.

[9]The only period for which these statistics are published.

Figure ES 1.3.E PERCENT OF CHILDREN UNDER AGE 18 IN POOR FAMILIES BY FAMILY TYPE



Note: *Data not available for children in married couple families before 1990.

Source: U.S. Bureau of Census, Series P-60 No. 81, Table 4 No. 86, Table 1; P-60, No. 106, Table 11; No. 133, Table 11; No. 158, Table 7; No. 175, Table 6; No. 181, Table 5; No. 188, Table 8, and revised data for 1992 provided by the U.S. Bureau of the Census, Poverty Branch.

Table ES 1.3.D PROPORTION OF CHILDREN UNDER AGE 18 LIVING BELOW 50 PERCENT OF THE POVERTY LEVEL BY FAMILY TYPE, AGE , RACE AND HISPANIC ORIGIN, 1975 TO 1993

	1975	1980	1985	1990	1991	1992	1993
All Types of Families							
Related Children under 18	5	7	8	8	9	10	10
White	4	5	6	6	6	6	6
Black	14	17	22	22	25	27	26
Hispanic	—	—	—	14	14	15	14
Related Children under 6	6	8	10	10	11	12	12
White	4	6	7	7	7	8	8
Black	14	22	26	27	31	32	31
Hispanic	—	—	—	12	14	13	12
Related Children 6 to 17	5	6	7	7	8	9	8
White	4	4	5	5	5	6	5
Black	15	15	19	20	22	24	23
Hispanic	—	—	—	12	14	13	12
Married Couple Families							
Related Children under 18	—	—	—	3	3	3	3
White	—	—	—	3	3	3	3
Black	—	—	—	4	6	7	8
Hispanic	—	—	—	7	8	9	7
Related Children under 6	—	—	—	3	4	4	4
White	—	—	—	3	3	4	4
Black	—	—	—	4	7	9	8
Hispanic	—	—	—	8	8	10	8
Related Children 6 to 17	—	—	—	2	3	3	3
White	—	—	—	2	3	3	3
Black	—	—	—	4	5	7	6
Hispanic	—	—	—	6	8	8	7
Female Headed Families							
Related Children under 18	19	22	26	28	29	30	29
White	15	16	19	22	22	23	21
Black	26	31	38	37	40	41	40
Hispanic	—	—	—	32	31	31	30
Related Children under 6	24	32	35	37	37	39	36
White	24	25	27	32	31	33	30
Black	25	40	47	44	46	47	45
Hispanic	—	—	—	39	34	36	36
Related Children 6 to 17	18	18	22	23	25	26	25
White	13	13	16	17	18	18	17
Black	26	27	33	33	37	38	37
Hispanic	—	—	—	28	30	27	26

Note: The poverty level is based on money income and does not include noncash benefits, such as foods stamps. Poverty thresholds reflect family size and composition and are adjusted each year using the annual average Consumer Price Index (CPI) level. The average poverty threshold for a family of four was $13,924 in 1991 and $10,989 in 1985. The extreme poverty level shown here is derived from the ratio of the familyís income to the familyís poverty threshold. If the familyís poverty threshold was $10,000, under 50 percent of poverty would mean their income was under $5,000. Related children include biological children, stepchildren, and adopted children of the householder and all other children in the household related to the householder (or reference person) by blood, marriage, or adoption.

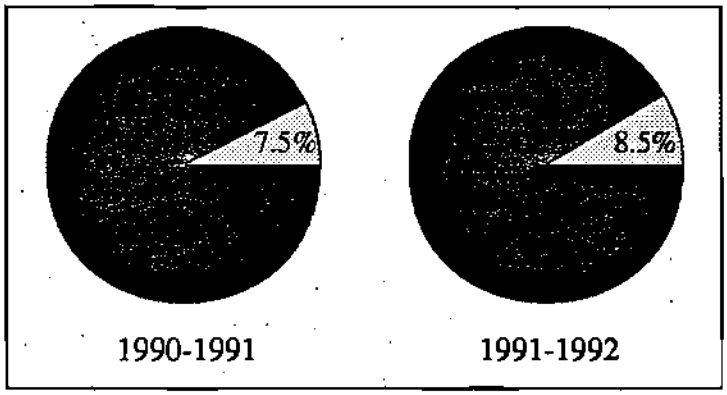
Source: Rates for 1975, 1980, and 1985 were calculated by Child Trends, Inc. based on data from the U.S. Bureau of the Census, Series P-60, No. 106, Table 7; No. 133, Table 7; No. 158, Table 4. Rates for 1990 through 1993 are from the U.S. Bureau of the Census, Series P-60, No. 175, Table 6; No. 185, Table 6; No. 188, Table 8; and revised data for 1992 provided by the U.S. Bureau of the Census, Poverty Branch .

ES 1.4 SUSTAINED CHILD POVERTY

Very often poverty is a short term experience lasting a matter of months to a year. Though poverty for any length of time can be problematic, sustained or long term poverty is the more substantial threat to the long term well-being of children.

Figure ES 1.4 shows the proportion of all children under age 18 who were continuously poor for 24 months in 1990 and 1991, and in 1991 and 1992. While the annual poverty rates for children during these years were around 20 percent, rates of continuous two-year poverty were 7.5 percent in 1990-1991, and increased somewhat to 8.5 percent for 1991-1992. Put another way, one in every twelve American children in the early 1990s were continuously poor over a two year period.

Figure ES 1.4 SUSTAINED CHILD POVERTY: PERCENT OF CHILDREN UNDER AGE 18 WHO WERE POOR IN EVERY MONTH OVER A TWO-YEAR PERIOD



Source: Shea, M. 1995. Dynamics of Economic Well-Being: 1990 to 1992 Current Population Reports Series P70-42. Washington, DC: U.S. Bureau of the Census. Shea, M. 1995. Dynamics of Economic Well-Being: 1991 to 1993. Current Population Reports, Series P70-45. Washington, DC: Bureau of the Census.

Table ES 1.4 SUSTAINED CHILD POVERTY: PERCENT OF CHILDREN UNDER AGE 18 WHO WERE POOR IN EVERY MONTH OVER A TWO-YEAR PERIOD

	1990-1991	1991-1992
All children under 18	7.5	8.5

Source: Shea, M. 1995. Dynamics of Economic Well-being: 1990-1992. Current Population Reports Series P70-42. Washington, DC: U.S. Bureau of the Census.

ES 1.5 LIFETIME CHILDHOOD POVERTY

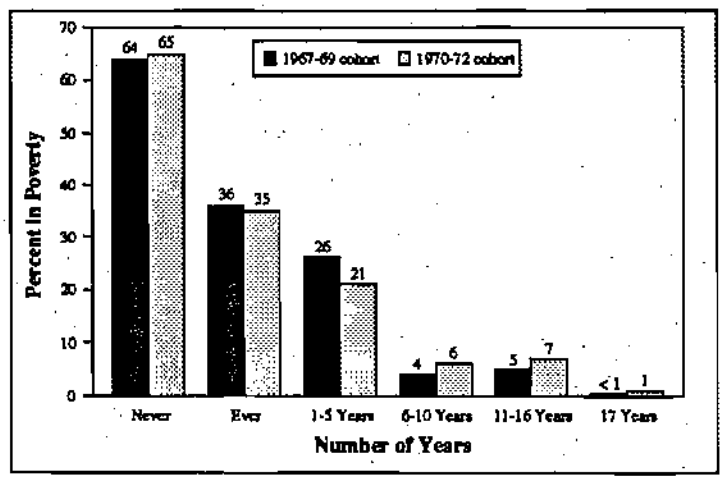
The majority of children never experience poverty while growing up, and among those who do, most are in poverty for only a small portion of their childhood. Many children, however, and particularly many black children, spend a large proportion of their formative years living in poverty, with correspondingly negative consequences for their development and well-being.[10]

As shown in Figure ES 1.5.a, although 64 percent of all children who turned age 18 between 1985 and 1987 were never poor, 10 percent were poor for six or more years by age 17. Five percent were poor for eleven or more years, and 1 percent for all 17 years. Children born three years later show a similar pattern, though they were somewhat more likely to have been poor for a greater number of years, with 14 percent poor for six or more years, and 8 percent poor for eleven or more years.

As shown in Figure ES 1.5.b, there are large racial differences in the risk of experiencing long-term poverty in childhood. Of the nonblack children who turned age 18 between 1988 and 1990, 73 percent never experienced poverty while growing up, and about 8 percent were poor for six or more years. By contrast, nearly one half (47 percent) of all black children in that cohort were poor for six or more years, 28 percent for eleven or more years, and 6 percent for all seventeen years of their childhoods.

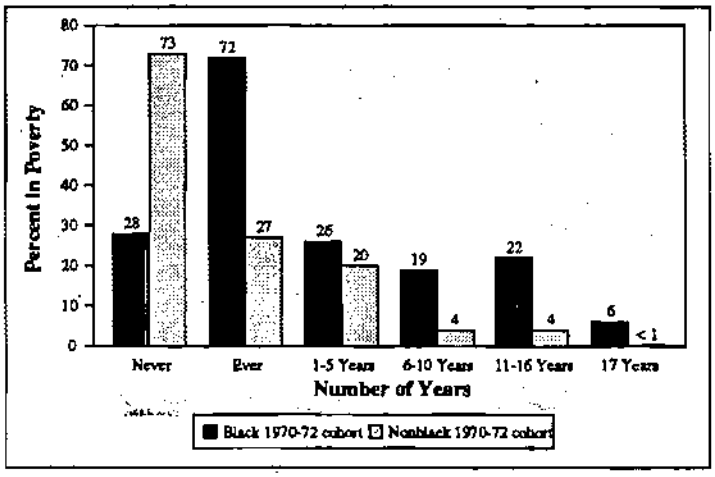
[10]Duncan, G. 1995. "Longitudinal Indicators of Children's Poverty and Dependence". Institute for Research on Poverty Special Report Series, SR#60b.

Figure ES 1.5.A PERCENT OF CHILDREN IN POVERTY BY NUMBER OF YEARS IN POVERTY AND COHORT



Source: Calculations by Greg J. Duncan, based on data from the Panel Study of Income Dynamics (PSID), Survey Research Center, University of Michigan.

Figure E S1.5.B PERCENT OF CHILDREN IN POVERTY BY NUMBER OF YEARS IN POVERTY BY RACE, FOR COHORT AGE 18 IN 1988-90



Source: Calculations by Greg J. Duncan, based on data from the Panel Study of Income Dynamics (PSID), Survey Research Center, University of Michigan.

Table ES 1.5 PERCENTAGE OF CHILDREN IN POVERTY BY NUMBER OF YEARS IN POVERTY DURING CHILDHOOD, BIRTH YEAR, AND RACE

	Number of Years in Poverty					
	Never	Ever	1-5 yrs	6-10 yrs	11-16 yrs	17 yrs
Turned Age 18 in 1985-1987 (1967-69 cohort)						
All children	64	36	26	4	5	1
Black	24	76	38	14	19	4
Nonblack	71	30	24	2	3	*
Turned Age 18 in 1988-1990 (1970-72 cohort)						
All Children	65	35	21	6	7	1
Black	28	72	26	19	22	6
Nonblack	73	27	20	4	4	*

Note: The percentages under "number of years in poverty" sum to the proportion "ever" in poverty for each subgroup.
* = less than 1 percent.

Source: Calculations by Greg J. Duncan, based on data from the Panel Study of Income Dynamics (PSID), Survey Research Center, University of Michigan.

ES 1.6 CHILD SUPPORT NONPAYMENT

The issue of child support has gained in importance in recent years. As rates of divorce and nonmarital birth have risen, an increasing proportion of children and their custodial parents must depend on this source of income for financial support, and suffer correspondingly when it is not forthcoming. In addition, when noncustodial parents do not support their children financially, it is often left to the government to step in and provide support in the form of AFDC, Food Stamps, and other forms of assistance.

In many cases, and particularly where nonmarital births are concerned, families who should be receiving child support from the noncustodial parent lack a court order that established how much is owed. Among those who do have court orders, over 49 percent do not receive all of the money they are owed in a given year.[11]

Table ES 1.6 shows the proportion of families who had court orders for child support but received no support at all for selected years between 1978 and 1991. Estimates are presented for all eligible families, and separately for population subgroups defined by marital status (married, divorced, separated, and never married) and race/ethnicity (white, black, and Hispanic). During that time period, the proportion of all eligible families who received no support whatsoever ranged between 21 and 28 percent. It appears that rates of nonpayment decreased somewhat from 1978 to 1985 from 28 to 21 percent, only to rise to about 25 percent by the end of the decade. This general historical pattern is consistent across all marital status and race/ethnic population subgroups represented in the table.

Women who are separated or never married are substantially less likely to have court orders for child support than those who are divorced, or who have remarried. Once a court order is established, however, the rates of nonpayment appear to be fairly similar across all marital status groups. In 1991, for example, rates of nonpayment ranged from about 24 percent for divorced women to 28 percent for never married women.[12] In most years, eligible white families experienced lower rates of nonpayment than either black or Hispanic families. For example, in 1991, the most recent year for which estimates are available, the percent of eligible families receiving no payment was 23 percent for whites, 31 percent for blacks, and 35 percent for Hispanics.

Some custodial parents receive their child support payments directly from the non-custodial parent or that parent's place of employment. Other parents use the Child Support Enforcement program, authorized under title IV-D of the Social Security Act, to establish and enforce child support orders. Families receiving AFDC and Medicaid benefits are required to cooperate with the Child Support Enforcement agency. Other families may request these services. Since fiscal year 1992 collections made by child support enforcement agencies have increased by nearly 40 percent, from $8 billion in fiscal year 1992 to $11 billion in fiscal year 1995. For the same period, paternity establishments increased over 40 percent and child support orders increased 16 percent.

[11] *Child Support for Custodial Mothers and Fathers*. Current Population Reports Series P60, No. 187.

[12] In some years rates of nonpayment appear to be substantially smaller for women who were separated or never married than for those who are divorced or remarried, but estimates for the former groups are based on small samples sizes which are subject to greater error. Disparities in sample size may account for the apparent cross-group differences in those years. (*See*, for example, years 1983, 1985, and 1987)

Table ES 1.6 CHILD SUPPORT NONPAYMENT: PERCENT OF ELIGIBLE WOMEN WHO ARE NOT RECEIVING CHILD SUPPORT.

	1978	1981	1983	1985	1987	1989	1991[a]
Total	28	23	24	21	24	25	25
Marital Status							
Married	32	25	28	24	27	28	25
Divorced	27	23	24	21	22	23	24
Separated	27	16	13	12	26	20	26
Never Married	19	27	24	20	17	27	28
Race/Ethnicity							
White	27	23	23	21	23	24	23
Black	37	23	31	22	27	30	31
Hispanic	35	29	36	26	25	30	35

Note: [a]Estimates for 1991 were produced using somewhat different assumptions then in previous years, and should not be contrasted with earlier estimates.

Eligible Families are those with court orders for child support.

Source: 1978-1987 data from Child Support and Alimony, Series P23, Nos. 112, 140, 141, 154, and 167. Data for 1989 from Current Population Reports Series P60, No. 173. Data for 1991 from Current Population Reports Series P60, No. 187.

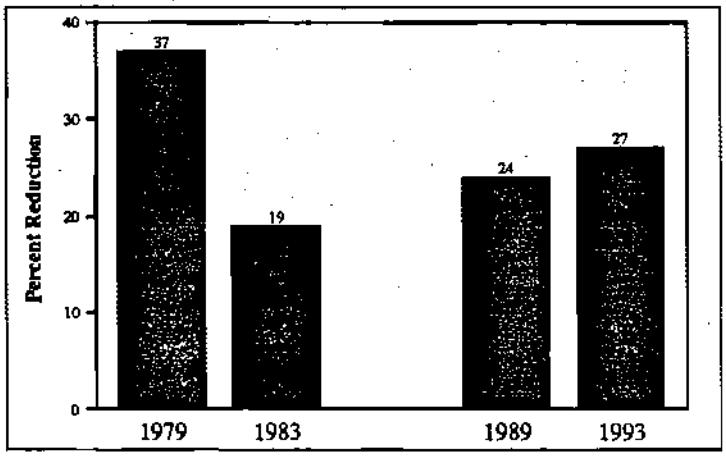
ES 2.1 IMPACT OF GOVERNMENT CASH AND NEAR-CASH TRANSFER PROGRAMS ON POVERTY AMONG PERSONS LIVING IN FAMILIES WITH OWN CHILDREN UNDER AGE 18

The federal system of cash and near-cash transfers plays a substantial role in reducing the poverty rate of children from year to year.[13] Their collective impact has varied significantly over time, however. Figure ES 2.1 shows the percent reduction in poverty among persons in families with related children under age 18 that is attributable to these transfers. Data are presented for selected years from 1979 to 1993. In 1979 federal cash and near cash transfers produced a 37 percent reduction in poverty among this population. Just four years later in 1983, the same transfer programs produced only a 19 percent reduction in poverty. In 1989 the percent poverty reduction rose to 24 percent, and rose again to 27 percent in 1993.

Not surprisingly, of all the federal cash and near cash transfers considered in Table ES 2.1 only the federal tax system did not serve to reduce poverty among persons in families with related children under age 18. In most years, the net impact of the federal tax system was to increase the poverty rate. In 1993, however, the most recent year for which such data were available, the impact of the tax system on the number of such persons in poverty was neutral.

[13]Federal cash and near-cash transfers include social security, social insurance other than social security, all means-tested cash transfers, food and housing benefits, and federal income and payroll taxes.

Figure ES 2.1 PERCENT REDUCTION IN THE NUMBER OF INDIVIDUALS IN FAMILIES WITH OWN CHILDREN UNDER AGE 18 WHO ARE POOR, RESULTING FROM FEDERAL CASH AND NEAR-CASH TRANSFERS



Note: Cash and Near-cash transfer include social security, means-tested cash transfers, food and housing benefits, social insurance, and federal taxes.

Source: Congressional Budget Office computations using the CBO tax model, with data from the March Current Population Survey, 1980, 1984, 1990, and 1994. Table prepared by staff from the Department of Health and Human Services, Assistant Secretary for Planning Evaluation.

Table ES 2.1 ANTIPOVERTY EFFECTIVENESS OF CASH AND NEAR-CASH TRANSFERS (including Federal Income and Payroll Taxes) FOR ALL INDIVIDUALS IN FAMILIES WITH RELATED CHILDREN LESS THAN AGE 18.

	1979	1983	1989	1993
Total population (in thousands)	133,435	132,123	135,430	144,551
Poverty rate (in percent):				
Cash income before transfers	16.6	21.9	18.6	22.3
Plus social insurance (other than Social Security)	15.8	20.4	18.0	21.4
Plus Social Security	14.3	19.1	16.8	20.0
Plus means-tested cash transfers	12.9	18.4	15.8	18.7
Plus food and housing benefits	10.2	16.5	13.6	16.4
Less Federal taxes	10.5	17.7	14.1	16.4
Total percent reduction in poverty rate	36.6	19.1	23.9	26.5

Source: Congressional Budget Office computations using the CBO tax model, with data from the March Current Population Survey, 1980, 1984, 1990, and 1994. Table prepared by staff from the Department of Health and Human Services, Assistant Secretary for Planning Evaluation.

ES 2.2 CURRENT WELFARE RECEIPT: AFDC[14] AND FOOD STAMPS

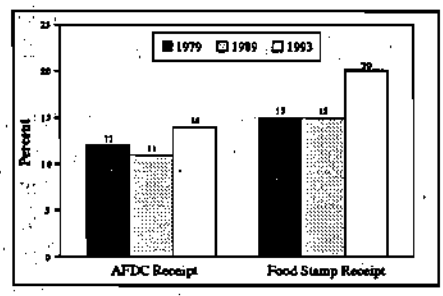
Many poor children are dependent on Aid to Families with Dependent Children (AFDC) and the Food Stamp program to meet basic material needs. AFDC is a Federal and state cash assistance program targeted to needy children, and to certain others in the household of such a child.[15] Eligibility rules for AFDC can vary substantially across states. The Food Stamp program provides in-kind support to low-income households to allow households to purchase the food stuffs for a nutritionally adequate low-cost diet. Eligibility for the program is consistent across all states with limited variations in Alaska, Hawaii, and the territories. Families receiving AFDC are generally automatically eligible for food stamps.

Figure ES 2.2 presents trends in the percentage of children in families receiving welfare (AFDC or other welfare), and in households receiving food stamps, for 1979, 1989, and 1993 based on survey data. In 1979, 12 percent of all children lived in families receiving at least some welfare. The rate decreased to 11 percent in 1989, but by 1993 had increased to 14 percent. The numbers of children in families receiving welfare were 7.2 million in 1979 and 7.1 million in 1989, increasing to 9.4 million by 1993. (*See* Table ES 2.2.a) Administrative data produce slightly different estimates. They show a similar rise in the number of children receiving AFDC between 1985 and 1994 (*See* Table ES 2.2C). After peaking at 9.6 million in 1994, however, the number of children on AFDC dropped in 1995 to 9.4 million or 13.4 percent of the child population.

A similar trend is evident where food stamp receipt is concerned. In 1979 and 1989, survey data show that 15 percent of all children lived in households receiving food stamps. The proportion increased to 20 percent, or one in five children, by 1993. In that year nearly 14.2 million children lived in households receiving food stamps, up from 9.7 million in 1989. (*See* Table ES 2.2.b) This represents a 46 percent increase in the number of children in households receiving food stamps over that four year period. Administrative data for Food Stamps also produce slightly different estimates. They show a rise in number of children receiving Food Stamps during the late 1980s and early 1990s, followed by a recent decline. The number of children receiving Food Stamps grew from 9.4 million in 1985 to 14.5 million in 1993. In 1994, the number declined to just under 14 million, or 20.2 percent of the child pepulation.

[14]Welfare includes AFDC and "General Assistance".
[15]Needy children include those "who have been deprived of parental support or care because their father or mother is absent from the home continuously, is incapacitated, is deceased or is unemployed.". In *Overview of Entitlement Programs: 1994 Green Book*, Committee on Ways and Means, U.S. House of Representatives.

Figure ES 2.2 PERCENT OF CHILDREN UNDER AGE 18 LIVING IN FAMILIES RECEIVING AFDC (or general assistance), AND IN HOUSEHOLDS RECEIVING FOOD STAMPS



Source: Calculated by Child Trends, Inc., based on analyses of March 1980, 1990, and 1994 Current Population Surveys.

Table ES 2.2.A PERCENT AND NUMBER OF CHILDREN UNDER AGE 18 IN FAMILIES RECEIVING AFDC OR GENERAL ASSISTANCE

	1979	1989	1993
AFDC or General Assistance			
Number	7,227,985	7,115,505	9,439,524
Percent	12	11	14

Source: Calculated by Child Trends, Inc., based on analyses of the March 1980, 1990, and 1994 Current Population Surveys.

Table ES 2..2.B PERCENT AND NUMBER OF CHILDREN UNDER AGE 18 IN HOUSEHOLDS RECEIVING FOOD STAMPS

	1979	1989	1993
Food Stamps			
Number	9,336,235	9,695,722	14,192,977
Percent	15	15	20

Source: Calculated by Child Trends, Inc., based on analyses of the March 1980, 1990, and 1994 Current Population Surveys.

Table ES 2..2.C PERCENT AND NUMBER OF CHILDREN UNDER AGE 18 RECEIVING AFDC OR FOOD STAMPS ACCORDING TO ADMINISTRATIVE RECORDS (number of children in thousands)

	1985	1990	1991	1992	1993	1994	1995 (est)
AFDC							
Number	7,041	7,620	8,375	9,087	9,239	9,596	9,393
Percent	11.4	11.9	12.9	13.5	13.6	13.9	13.4
Food Stamps							
Number	9,425	10,244	12,610	13,515	14,486	13,969	—
Percent	15.2	16.0	19.4	20.1	21.3	20.2	—

Sources: AFDC information drawn from unpublished data, Administration for Children and Families, U.S. Department of Health and Human Services. 1995 estimate calculated by Office of the Assistant Secretary for Planning and Evaluation. Food Stamps information drawn from calculations by the Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services, based on unpublished data from the U.S. Department of Agriculture, Food and Consumer Service.

ES 2.3 LIFETIME WELFARE DEPENDENCE [16]

Chronic welfare receipt is a major concern of policy makers of all political persuasions because of the costs to society and out of a concern that long-term welfare receipt may have a negative impact on adult recipients and their children.

Figure ES 2.3 and Table ES 2.3 present estimates of the lifetime experience of family welfare receipt for children from birth through age seventeen. Data presented in Figure ES 2.3 indicate that family welfare receipt at some point during childhood is a common experience affecting 39 percent of all children, 33 percent of nonblack children, and 81 percent of the black children born between 1973 and 1975. Long-term welfare receipt was considerably less common: 10 percent of all children lived in families receiving welfare for eleven or more years of their childhood, and 4 percent lived in families that received welfare for all seventeen years of their childhood.

For black children, however, long term welfare receipt was a considerably more common experience than among the general population of children. Of all black children born in the years 1973-1975, 38 percent spent eleven or more years of their childhood living in families receiving welfare. Some 14 percent spent all 17 years of their childhood in families receiving welfare. This contrasts with the experience of non-black children of whom only five percent spent eleven or more years of their childhood in families receiving welfare.

Table ES 2.3 presents data for three cohorts of children born in 1967-79, 1970-72, and 1973-75. The data show two contrasting trends in the lifetime experience of welfare receipt among children. First, there appears to be a small increase in the proportion of children whose families never received welfare from 57 percent to 61 percent across the three age cohorts. This trend is also evident for black children, where the proportion whose families never received welfare increased from 12 percent to 19 percent. At the same time, however, there is also an increase in the percentage of children who lived in families receiving welfare throughout childhood, from 1 percent in the 1967-1969 cohort to 4 percent for the 1973-1975 cohort. The increase is even more substantial among black children, from 5 percent to 14 percent across the two cohorts. These two trends indicate some polarization of the life experience of children in which a greater proportion are growing up in families who are chronically dependent on welfare even while an increasing proportion of children live in families that manage to avoid welfare altogether.

[16]For this indicator, "welfare" has been defined to include Aid to Families with Dependent Children, Food Stamps, Supplemental Security Income, and "other welfare," which includes local General Assistance.

Table SD 4.4.C PERCENT DISTRIBUTION OF NUMBER OF LIFETIME SEXUAL PARTNERS, AMONG SEXUALLY ACTIVE TEENS AGED 15-19, BY GENDER, RACE/ETHNICITY AND POVERTY LEVEL: 1992

	One Partner	2-3 Partners	4-5 Partners	≥ 6 Partners
Males	27	28	15	31
Non-Hispanic white	31	19	15	26
Non- Hispanic black	12	26	17	45
Hispanic	24	31	12	33
Below poverty	22	23	15	40
At or above poverty	28	30	15	27
Females	36	32	15	18
Non-Hispanic white	36	30	16	18
Non-Hispanic black	31	37	14	19
Hispanic	43	34	13	10
Below poverty	34	33	15	18
At or above poverty	37	30	15	18

Note: Percents may not sum to 100 due to rounding.

Source: 1992 National Health Interview Survey — Youth Risk Behavior Supplement, Tabulations by Child Trends, Inc., weighted analyses.

Table SD 4.4.D PERCENT DISTRIBUTION OF NUMBER OF LIFETIME SEXUAL PARTNERS AMONG SEXUALLY ACTIVE TEENS AGE 20, BY AGE AT FIRST INTERCOURSE: 1992

	Age at First Intercourse:		
	14 or Younger	15 or 16	17 or Older
Males			
One Partner	2	9	42
2-3 Partners	10	27	30
4-5 Partners	15	16	19
6 or More Partners	74	48	10
Females			
One Partner	2	10	45
2-3 Partners	26	28	33
4-5 Partners	16	28	13
6 or More Partners	57	34	10

Note: Percents may not sum to 100 due to rounding.

Source: 1992 National Health Interview Survey — Youth Risk Behavior Supplement, Tabulations by Child Trends, Inc., weighted analyses.

SD 4.5 TEEN PREGNANCY

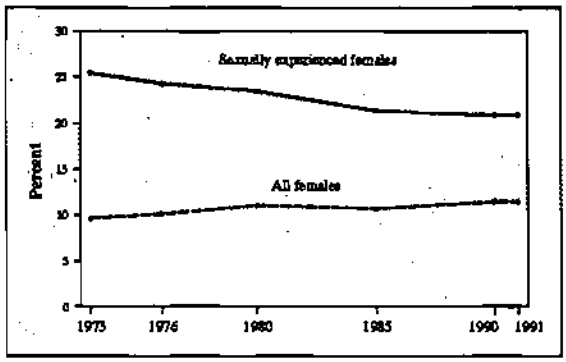
From 1973 to 1990 the percent of females aged 15-19 who became pregnant generally increased, rising from 9.6% in 1973 to 11.5% in 1990. Since then, among females aged 15 to 17, the percent becoming pregnant has declined slightly from 7.6 percent in 1990 to 7.5 percent in 1991. Since 1990, among females aged 15 to 19, the percent becoming pregnant has leveled off, staying at 11.5 percent in 1991. In addition, among females aged 15 to 19, state data indicates that from 1991 through 1992, pregnancy rates decreased significantly in 30 of the 41 reporting states and the District of Columbia.[54]

Pregnancy is more prevalent among older teens. Table SD 4.5 shows that the percent of all females aged 18-19 who become pregnant is more than double the corresponding percentage of all females aged 15 to 17. The overwhelming majority of U.S. teens do not want to become parents as teens.[55] Among all pregnancies to teens under age 20 at pregnancy outcome, 86 percent were unintended at conception.[56]

Figure SD 4.5 shows that among females aged 15 to 19 who have ever had sexual intercourse, the percent becoming pregnant declined from 25.4 percent in 1973 to 20.9 percent in 1990.

[54]State-specific Pregnancy and Birth Rates Among Teenagers—United States, 1991, 1992," MMWR, Sept. 22, 1995.
[55]Alan Guttmacher Institute, 1994. "Sex and America's Teenagers." New York, NY: Alan Guttmacher Institute.
[56]Unintended pregnancies tabulated by Alan Guttmacher Institute based on National Survey of Family Growth in "Facts at a Glance," Washington, D.C.: Child Trends, Inc., 1995.

Figure SD 4.5 PERCENT EXPERIENCING PREGNANCY EACH YEAR AMONG FEMALES AGED 15-19, BY SEXUAL EXPERIENCE 1972 - 1991



Note: Pregnancies are calculated by summing the number of live births, the number of abortions, and the estimated number of spontaneous fetal losses. Spontaneous fetal losses are based on data from the National Survey of Family Growth conducted by the National Center for Health Statistics.

Source: All data for 1973, and sexually experienced female data for 1976, are from Henshaw, S.K. (1994) U.S. Teenage Pregnancy Statistics, New NY: Alan Guttmacher Institute; and Alan Guttmacher Institute, 1994. All other data from Ventura, S.J., Taffel S.M., Mosher, W.D., Wilson, J.B., and Henshaw, S.K. (1995). "Trends in Pregnancies and Pregnancy Rates: Estimates for the United States, 1980-92." *Monthly Vital Statistics Report*, Volume 43, No. 11(S), May 25, 1995.

Table SD 4.5 PERCENT OF TEEN FEMALES EXPERIENCING PREGNANCY, BY AGE GROUP: 1973 - 1991

Percent Becoming Pregnant Each Year:	1973	1975	1980	1985	1990	1991
All Females Aged 14 or Less*	1.4	1.5	1.6	1.7	1.7	1.7
All Females Aged 15-17	6.7	6.9	7.3	7.1	7.6	7.5
All Females Aged 18-19	14.1	14.9	16.2	15.8	16.6	17.1
All Females Aged 15-19	9.6	10.1	11.0	10.7	11.5	11.5
All Sexually Experienced Females Aged 15-19	25.4	24.3	23.5	21.4	20.9	20.9

*Denominator is females aged 14.

Note: Pregnancies are calculated by summing the number of live births, the number of abortions, and the estimated number of spontaneous fetal losses. Spontaneous fetal losses are based on data from the National Survey of Family Growth conducted by the National Center for Health Statistics.

Source: All data for 1973, and sexually experienced female data for 1976 are from Henshaw, S.K. (1994) U.S. Teenage Pregnancy Statistics. New NY: Alan Guttmacher Institute; and Alan Guttmacher Institute, 1994. All other data from Ventura, S.J., Taffel S.M., Mosher, W.D., Wilson, J.B., and Henshaw, S.K. (1995). "Trends in Pregnancies and Pregnancy Rates: Estimates for the United States, 1980-92." *Monthly Vital Statistics Report*, Volume 43, No. 11(S), May 25, 1995.

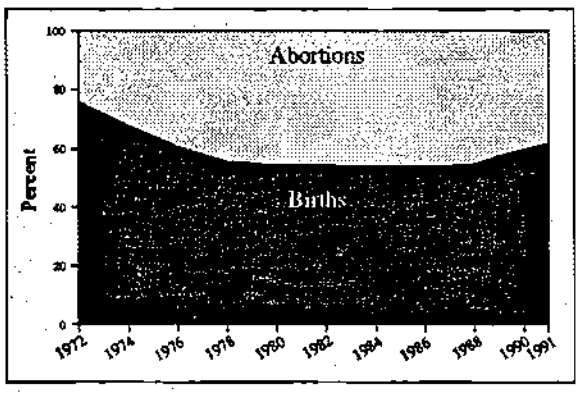
SD 4.6 ABORTION AMONG TEENS

The proportion of teen females aged 15-19 who obtained an abortion increased from 2.3 to 4.3 percent between 1973 and 1980, presumably influenced both by the legalization of abortion and increasing levels of sexual activity and pregnancy. (*See* Table SD 4.6) By 1991, the proportion obtaining abortions had dropped slightly to 3.8 percent. Similar patterns occurred among both younger teens (ages 15-17) and older teens (ages 18-19).

The percent of teens who are sexually experienced has increased during the past several decades, and therefore it is reasonable to consider abortion in light of this trend. When abortion rates are calculated among females age 15-19 who have ever had intercourse, the data indicate that the proportion obtaining abortions increased from 5.8 percent in 1973 to 9.1 percent in 1980, then declined to 6.8 percent in 1991. Thus, although a larger proportion of teen females were sexually experienced in 1990 than in 1980, a smaller proportion of those who were at risk of pregnancy obtained abortions.

Figure SD 4.6 depicts trends in the propensity to give birth versus obtaining an abortion given pregnancy over the past several years. In 1972, the proportion of pregnancies (excluding miscarriages) to females aged 15-19 which ended in birth was 76 percent. During the rest of the 1970s this proportion declined as abortion increased. However, throughout most of the 1980s, the proportion of pregnancies ending in birth remained fairly stable at around 55 percent. By 1991, there was an increase to 62 percent in the proportion of pregnancies ending in birth.

Figure SD 4.6 PERCENT OF PREGNANCIES AMONG FEMALES AGED 15-19 ENDING IN BIRTH AND ABORTION, 1972 - 1991



Note: Pregnancies do not include miscarriages

Source: Alan Guttmacher Institute. (1991) *Sex and America's Teenagers*. New York, NY: Alan Guttmacher Institute, Figure 33. Based on birth data from the National Center for Health Statistics and abortion data from the Alan Guttmacher Institute. Data for 1991 are from Ventura, S.J., Taffel, S.M., Mosher, W.D., Wilson, J.B., and Henshaw,S., "Trends in Pregnancies and Pregnancy Rates: Estimates for the United States, 1980-92," *Monthly Vital Statistics Report*, Vol. 43, No. 11(S), May 25, 1995.

Table SD 4.6 PERCENT OF TEEN FEMALES OBTAINING AN ABORTION DURING THE YEAR, BY AGE GROUP: 1973 - 1991

	1973	1975	1980	1985	1990	1991
Females Aged 14 or Less*	0.6	0.7	0.8	0.9	0.8	0.7
Females Aged 15-17	1.9	2.4	3.0	3.1	2.7	2.4
Females Aged 18-19	2.9	4.2	6.1	6.2	5.8	5.6
Females Aged 15-19	2.3	3.1	4.3	4.4	4.0	3.8
Sexually Experienced Females Aged 15-19	5.9	7.5	9.1	8.5	7.3	6.8

*Denominator is females aged 14.

Source: Data for 1973 and 1975 are from Henshaw, S.K. (1994). *U.S. Teenage Pregnancy Statistics*. New York, NY: Alan Guttmacher Institute; Alan Guttmacher Institute 1994. *Sex and America's Teenagers*. New York, NY: Alan Guttmacher Institute 1994; Based on data from abortion providers and sexual experience data from the National Survey of Family Growth. Data for 1980 - 1991 based on calculations from Ventura, S.J., Taffel, S.M., Mosher, W.D., Wilson, J.B., and Henshaw, S.K. (1995). "Trends in Pregnancies and Pregnancy Rates: Estimates for the United States, 1980-92." *Monthly Vital Statistics Report*, Volume 43, No. 11(S), May 25, 1995. Data for 1985 were interpolated from 1980 and 1988 data.

SD 4.7 TEEN BIRTHS

Although much of the discussion around teen fertility focuses on nonmarital birth, research indicates that having a teen birth can have negative impacts on both mothers and their children regardless of the marital status of the mother. Giving birth at an early age can limit a young women's options regarding education and employment opportunities, increase the likelihood of receiving welfare, and can have negative impacts on the development of her children.[57]

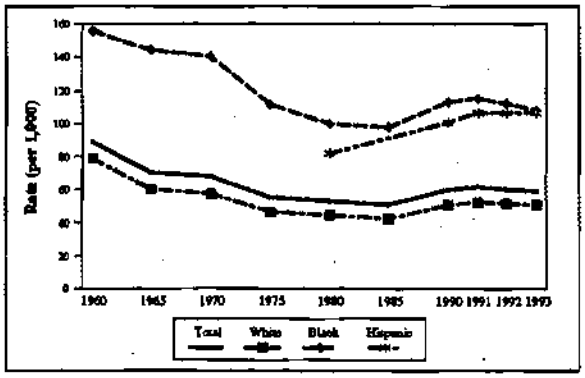
Figure 4.7.a shows trends in the number of teen births per 1000 teen women ages 15-19 from 1960 to 1993. Data are shown for all teens, and separately for white, black, and Hispanic teens ages 15-19. Between 1960 and 1985 the trend in teen birth rates was steadily downward from 89.1 to 51.0 births per 1000. Between 1985 and 1991, this trend reversed and the teen birth rate increased to 62.1 per 1000. Between 1991 and 1993, the rate fell modestly to 59.6 per 1000.

These basic historical trends are evident for white, black, and Hispanic teens as well. (*See* Table 4.7.a) Among whites age 15-19, rates went from 79.4 to 43.3 between 1960 and 1985, and rose to 52.8 in 1991 before dipping slightly to 51.1 in 1993. Rates for black teens have been consistently higher but follow the same pattern going from 156.1 to 95.4 per 1000 from 1960 to 1985, then increasing to a high of 115.5 in 1991 before dropping to 108.6 in 1993. Trends for Hispanic teens ages 15-19, which have been available only since 1980, indicate that the teen birth rate has risen steadily from 82.2 per 100 in 1980 to 106.7 in 1991, and continued to rise to 107.1 in 1992 before dropping slightly to 106.8 in 1993.

An important issue for policy purposes, and one that has received little attention, is the question of who are the fathers of these children born to teen mothers. Figure 4.7.b shows estimates of the percent of these fathers who were not themselves teenagers by age of mother for 1988. The data clearly reveal that the majority of these fathers were not teenagers. Even for mothers who were age 15 at the time their child was born, 39 percent of the fathers were age 20 or older. By mother's age 17, over half (55 percent) of the fathers were age 20 or older, rising to 78 percent by mother's age 19.

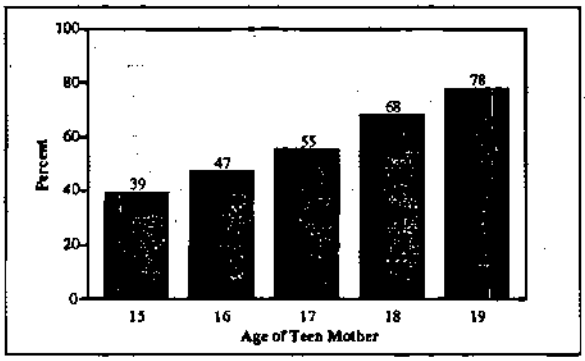
[57]Moore, K.M. 1993. *Teenage Childbearing: A Pragmatic Perspective*. Child Trends, Inc. Washington, D.C.

Figure SD 4.7.A TEEN FERTILITY RATES (BIRTHS PER 1,000 TEEN WOMEN) BY RACE/ETHNICITY: 1960 - 1993



Source: Compiled by Child Trends, Inc., with data from annual Natality volumes of the Vital Statistics Branch of the National Center for Health Statistics.

Figure SD 4.7.B PERCENT OF CHILDREN OF TEEN MOTHERS WHO WERE FATHERED BY MEN AGES 20 AND OLDER, BY AGE OF MOTHER, 1988



Source: 1988 National Maternal and Infant Health Survey tabulations by the Alan Guttmacher Institute, calculations by Child Trends, Inc.

Table SD 4.7.A TEENAGE FERTILITY RATES (Births Per 1,000 Teen Women) BY AGE OF MOTHER AND RACE/ETHNICITY: 1960 - 1992

	1960	1965	1970	1975	1980[a]	1985[a]	1990[a]	1991[a]	1992[a]	1993[a]
All Races										
Age 15-17	—	—	38.8	36.1	32.5	31.0	37.5	38.7	37.8	37.8
Age 18-19	—	—	114.7	85.0	82.1	79.6	88.6	94.4	94.5	92.1
Age 15-19	89.1	70.4	68.3	55.6	53.0	51.0	59.9	62.1	60.7	59.6
White										
Age 15-17	—	—	29.2	28.0	25.5	24.4	29.5	30.7	30.1	30.3
Age 18-19	—	—	101.5	74.0	73.2	70.4	78.0	83.5	83.8	82.1
Age 15-19	79.4	60.6	57.4	46.4	45.4	43.3	50.8	52.8	51.8	51.1
Black										
Age 15-17	—	—	101.4	85.6	72.5	69.3	82.3	84.1	81.3	79.8
Age 18-19	—	—	204.9	152.4	135.1	132.4	152.9	158.6	157.9	151.9
Age 15-19	156.1	144.6	140.7	111.8	97.8	95.4	112.8	115.5	112.4	108.6
Hispanic										
Age 15-17	—	—	—	—	52.1	—	65.9	70.6	71.4	71.7
Age 18-19	—	—	—	—	126.9	—	147.7	158.5	159.7	159.1
Age 15-19	—	—	—	—	82.2	—	100.3	106.7	107.1	106.8

Notes: Data for Hispanics have been available only since 1980, with 22 states reporting in 1980, representing 90% of the Hispanic population. Hispanic birth data were reported by 23 states and DC in 1985, 48 states and DC in 1990; and 49 states and DC in 1991 and 1992.

[a]Births by race of mother. Tabulations prior to 1980 for black and whites (and for 1980 for Hispanics) are by race/ethnicity of child, which assigns the child to the race/ethnicity of the non-white parent, if any, or to the race/ethnicity of the father if both are non-white.

Source: Compiled by Child Trends, Inc., with data from annual Natality volumes of the Vital Statistics Branch of the National Center for Health Statistics.

Table SD 4.7.B PERCENT OF BIRTHS TO TEEN MOTHERS BY AGE OF MOTHER AND AGE OF FATHER, 1988

	Age of Father		
	≤ 17	18 - 19	20+
Age of Mother			
15	30	31	39
16	25	28	47
17	15	30	55
18	5	27	68
19	4	18	78
Total ≤ 19	10	25	65

Source: 1988 National Maternal and Infant Health Survey tabulations by the Alan Guttmacher Institute, calculations by Child Trends, Inc.

SD 4.8 TEEN NON-MARITAL BIRTH RATE

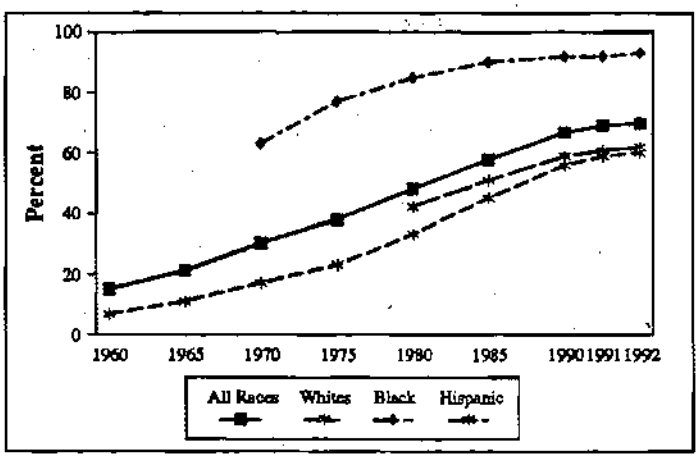
While teen sexual behavior, pregnancy and parenthood have received increased attention for several decades, even more attention has been focussed on the increase in non-marital teen childbearing.[58] Potential explanations for this trend are varied. One reason may be a decrease in the stigma of non-marital childbearing.[59] The traditional response to premarital pregnancy—marriage before the birth of the child—has become much less common.[60] Others argue that high unemployment, particularly among black males, has diminished the attractiveness of young men as marriage partners.[61] Also, the availability of abortion may cause men to feel less responsible and less willing to marry the mother of their child because abortion is an alternative.

Non-marital childbearing among teens is a concern because of the personal, economic, and social consequences for the child, the teen parent, and society. Raising a child is a challenging task, even for two parents. A large body of research suggests that the absence of a father is associated with negative outcomes for children when they grow up.[62] For example, studies have linked growing up with a single parent to lower educational attainment for the child.[63] This trend is not isolated to teens. Rather, non-marital childbearing has increased among women of all ages. The issue of non-marital childbearing has focussed on teens because these young women often have little education and lack the ability to support their families economically, especially as a single parent.

Figure SD 4.8 shows the percent of births to women aged 15-19 which occurred outside of marriage by race/ethnicity group. The increase in non-marital childbearing has occurred among teens of all ages and across all race/ethnic groups. Among all teens aged 15-19, 15 percent of births were non-marital in 1960, compared to 70 percent in 1992. Non-marital childbearing is higher among blacks: in 1992, 93 percent of births to black females aged 15-19 were non-marital, compared to less than two-thirds among whites and Hispanics. Non-marital births were more prevalent among younger teens. For example, in 1992, 79 percent of births to 15-17 year olds were non-marital, compared to 65 percent among 18-19 year olds. This (*See* Table SD 4.8)pattern occurs across all race/ethnicity subgroups. However, increases in non-marital childbearing have been particularly dramatic among whites. In 1960, only 7 percent of births to white females age 15-19 were non-marital, compared to 60 percent of births in 1992.

[58]Furstenberg, F.F., Jr. 1991. "As the pendulum swings: Teenage childbearing and social concern." *Family Relations* 40(2):127-138.
[59]Pagnini, D.L. and Rindfuss, R.R. 1993. "The divorce of marriage and childbearing: Changing attitudes and behavior in the United States." *Population and Development Review* 19(2):331-347.
[60]Furstenberg, F.F., Jr. 1991. "As the pendulum swings: Teenage childbearing and social concern." *Family Relations* 40(2):127-138.
[61]Wilson, W.J. 1987. The Truly Disadvantaged: The Inner City, the Underclass, and Public Policy. Chicago, IL: University of Chicago Press; Lichter, D.T., McLaughlin, D.K., Kephart, G., and Landry, D.J. 1992. "Race, local mate availability, and transitions to first marriage among young women." Paper presented to the annual meeting of the Population Association of America, Denver, CO, April 30 - May 2.
[62]McLanahan, S. and Sandefur, G. 1994. Growing up with a single parent: What hurts, what helps. Cambridge, MA: Harvard University Press; Haveman, R. and Wolfe, B. 1994. Succeeding generations: On the effects of investments in children. New York, NY: Russell Sage Foundation.
[63]Knox, V. and Bane, M.J. 1994. "Child support and schooling." In I. Garfinkel, S. McLanahan, and P. Robins (Eds.). *Child Support and Child Well-Being*. Washington, DC: The Urban Institute.

Figure SD 4.8 PERCENT OF ALL TEEN BIRTHS TO UNMARRIED TEENS AGES 15-19: 1960 - 1992



Source: Compiled by Child Trends, Inc., with data from annual Natality volumes of the Vital Statistics Branch of the National Center for Health Statistics

Table SD 4.8 PERCENT OF ALL TEEN BIRTHS TO UNMARRIED TEENS, BY AGE OF MOTHER AND RACE/ETHNICITY[a] OF CHILD: 1960 - 1992

	1960	1965	1970	1975	1980	1985	1990[b]	1991[b]	1992
All Races									
Ages 15-17	24	33	43	51	61	71	78	79	79
Ages 18-19	11	15	22	30	40	51	61	63	65
Ages 15-19	15	21	30	38	48	58	67	69	70
White									
Ages 15-17	12	17	25	33	45	58	68	70	71
Ages 18-19	5	9	14	17	27	38	51	53	55
Ages 15-19	7	11	17	23	33	45	56	59	60
Black									
Ages 15-17	—	—	76	87	93	95	96	96	96
Ages 18-19	—	—	52	68	79	86	89	90	90
Ages 15-19	—	—	63	77	85	90	92	92	93
Hispanic[a]									
Ages 15-17	—	—	—	—	51	61	68	69	69
Ages 18-19	—	—	—	—	36	46	54	56	57
Ages 15-19	—	—	—	—	42	51	59	61	62

Note: [a]Data for Hispanics have been available only since 1980, with 22 states reporting in 1980, representing 90% of the Hispanic population. Hispanic birth data was reported by 23 states and DC in 1985, 48 states and DC in 1990; and 49 states and DC in 1991 and 1992.
[b] Births by race of mother. Tabulations prior to 1989 were by race of child, which assigns the child to the race of the non-white parent, if any, or to the race of the father, if both are non-white.

Source: Compiled by Child Trends, Inc., with data from annual Natality volumes of the Vital Statistics Branch of the National Center for Health Statistics.

SD 4.9 SECOND AND HIGHER ORDER BIRTHS TO TEENS

Experiencing a birth during the teen years has been associated with poorer outcomes for young women,[64] and giving birth to a second child while still a teen increases the risk of poor outcomes for the young women (e.g., school dropout),[65] as well as their children. In addition, among teen mothers on AFDC, the occurrence of a subsequent teen birth reduces the likelihood of getting off of welfare.[66] In terms of personal, social, and economic costs to the teen, to the child, and to society, it seems that delaying subsequent childbearing would be preferable. However, recent analyses of nationally representative data indicate that these young mothers proceed to have a second birth at about the same pace as older mothers.[67]

As shown in Table SD 4.9, the proportion of teen births which are second or higher order has increased in recent years. In fact, in 1991, nearly one-quarter of all teen births involved a second or higher order birth. Between 1985 and 1991, the proportion of teen births that were second or higher order births rose from 22 to 25 percent.

Subsequent teen births are more common among certain subgroups of the population. In 1991, a higher proportion of births among married teens were second or higher order births (28 percent) than births to unmarried teens (23 percent). Moreover, births to teens with lower educational attainment are more likely to be subsequent births; 27 percent of births to teens who had not graduated from high school were second or higher order births compared to 19 percent for teens who had a high school education. Finally, births to black and Hispanic teens were more likely to be subsequent births than births to whites, with black teens at 32 percent, Hispanic teens at 26 percent, and white teens at 21 percent.

[64]Moore, K.A., Myers, D.E., Morrison, D.R., Nord, C.W., Brown, B.B., and Edmonston, B. 1993. "Age at first childbirth and later poverty." *Journal of Research on Adolescence* 3(4):383-422.
[65]Kalmuss, D. and Namerow, P.B. 1992. "The mediators of educational attainment among early childbearers." Unpublished manuscript. Columbia University, Center for Population and Family Health.
[66]Moore, K.A. and Hofferth, S. 1978. "The consequences of age at first childbirth: Female-headed families and welfare recipiency." Working paper 1146-05. Washington, DC: The Urban Institute.
[67]Moore, K.A., Myers, D.E., Morrison, D.R., Nord, C.W., Brown, B. and Edmonston, B. 1993. "Age at first childbirth and later poverty." *Journal of Research on Adolescence* 3(4):383-422.

Table SD 4.9 PERCENT OF ALL TEEN BIRTHS THAT ARE SECOND OR HIGHER ORDER, BY MARITAL STATUS, EDUCATIONAL ATTAINMENT, AND RACE/ETHNICITY: 1985 AND 1991

	1985	1991
All Births	22	25
Race/Ethnicity		
White	20	21
Black	27	32
Hispanic	25	26
Other	26	25
Educational Attainment		
High school graduate	16	19
Not high school graduate	25	27
Marital Status		
Married	26	28
Single	20	23

Source: Child Trends, Inc., tabulations of Natality data for 1985 and 1991 from the National Center for Health Statistics.

Table EA 1.3 SCHOOL ABSENTEEISM: PERCENT OF 8TH GRADE AND 12TH GRADE STUDENTS WHO WERE ABSENT FROM SCHOOL 3 OR MORE DAYS IN THE PRECEDING MONTH, BY GENDER, RACE/ETHNICITY, PARENTS' EDUCATION LEVEL, AND TYPE OF SCHOOL: 1990 AND 1992

	8th Grade		12th Grade	
	1990	1992	1990	1992
Total	23	22	31	26
Gender				
Male	21	21	29	24
Female	24	24	32	27
Race/Ethnicity				
White	22	21	31	24
Black	23	22	30	29
Hispanic	27	31	34	32
Asian/Pacific American	9	12	32	19
American Indian/Alaskan Native	37	38	28	31
Parents' Education Level				
Less than high school	38	31	41	30
Graduated high school	27	23	34	28
Education after high school	22	21	31	26
Graduated college	15	19	27	23
Type of School				
Public	23	23	31	27
Private or Catholic	13	14	24	17

Note: The sample for this table is based on the 1990 and 1992 National Math Assessments.

Source: U.S. Department of Education, National Center for Education Statistics, Assessment of Educational Progress (NAEP), 1990 and 1992

EA 1.4 TEEN DROPOUT : EVENT DROPOUT RATE (Percent) FOR GRADES 10-12

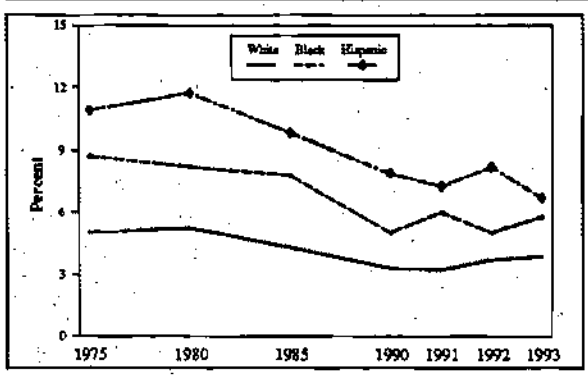
Dropping out of high school is associated with economic and social disadvantage. Dropouts have lower earnings, experience more unemployment, and are more likely to end up on welfare and in prison than students who complete high school or college.[71] Women who drop out of high school are more likely to become pregnant or have a birth at young ages, and are more likely to become single parents.[72] Monitoring dropout rates provides one measure of the condition of children in the U.S.

Table EA 1.4 shows the annual event dropout rates for students in grades 10 through 12, ages 15 to 24. Event dropout rates measure the proportion of students enrolled in grades 10 through 12 in the last year, who were no longer enrolled or had not completed high school by the date measured in the current year. For instance, between October 1992 and October 1993, 4.5 percent of all high school students age 15-24 in grades 10-12 dropped out of high school. This table shows an overall decline in event dropont rates between 1975 (5.8 percent) and 1993.

On average, the dropout rate for whites is lower than the rate for blacks and Hispanics. As Figure EA 1.4 indicates, dropout rates for whites and blacks have generally fallen in the past 20 years. For example, the dropout rate generally fell for blacks between 1975 (8.7 percent) and 1993 (5.8 percent). The rate for whites also fell from 5.0 percent in 1975 to 3.9 percent in 1993. The dropout rate for Hispanics fluctuated across years, but is higher, on average, than the rate for either blacks or whites.[73]

[71]McMillen, Marilyn, Phil Kaufman, and Summer Whitener. 1994. *Dropout Rates in the United States: 1993*. U.S. Department of Education, National Center for Education Statistics.
[72]McMillen et. al. 1994; Manlove, Jennifer. 1995. "Breaking the Cycle of Disadvantage: Ties Between Educational Attainments, Dropping Out and Teenage Motherhood." Paper presented at the annual meeting of AERA.
[73]The unstable trend in Hispanic dropout rates reflects, in part, the small sample size of Hispanics in the Current Population Survey.

Figure EA 1.4 EVENT DROPOUT RATE FOR GRADES 10-12 (Ages 15-24), BY RACE/ETHNICITY 1975-1993



Note: The event dropout rate is the proportion of students enrolled in grades 10 through 12 in the previous year who were not enrolled and not graduated in the present year.

Source: U.S. Department of Commerce, Bureau of the Census, Current Population Survey, unpublished tabulations; and U.S. Department of Education, National Center for Education Statistics, *Dropout Rates in the United States*, 1993, 1994.

Table EA 1.4 EVENT DROPOUT RATE[a] (Percent) FOR GRADES 10-12, (Ages 15-24), BY GENDER AND RACE/ETHNICITY: 1975 - 1993

	1975	1980	1985	1990	1991	1992	1993
Total	5.8	6.1	5.2	4.0	4.0	4.4	4.5
White							
Total	5.0	5.2	4.3	3.3	3.2	3.7	3.9
Male	4.7	5.7	4.6	3.5	2.8	3.5	4.1
Female	5.4	4.8	4.1	3.1	3.7	4.0	3.7
Black							
Total	8.7	8.2	7.8	5.0	6.0	5.0	5.8
Male	8.4	7.7	8.3	4.2	5.3	3.3	6.4
Female	9.0	8.7	7.3	5.7	6.8	6.7	5.3
Hispanic							
Total	10.9	11.7	9.8	7.9	7.3	8.2	6.7
Male	10.3	17.6	9.4	8.7	10.1	7.6	5.1
Female	11.6	6.7	10.0	7.2	4.6	9.0	8.0

Note: [a] The event dropout rate is the proportion of students enrolled in grades 10 through 12 in the previous year who were not enrolled and not graduated in the present year.

Source: U.S. Department of Commerce, Bureau of the Census, Current Population Survey, unpublished tabulations; and U.S. Department of Education, National Center for Education Statistics, *Dropout Rates in the United States*, 1993, 1994.

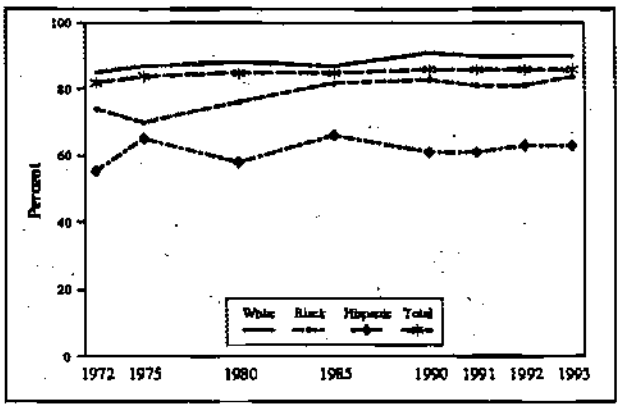
EA 1.5 HIGH SCHOOL COMPLETION RATES FOR 21- AND 22-YEAR-OLDS

A high school education is necessary to continue with further education and is increasingly considered a minimum requirement to begin an entry level position in the labor force. Table EA 1.5 presents the high school completion rates among 21-22 year olds. This table defines high school completion as the percentage of 21-22 year olds who have received a high school diploma or its equivalent. For 1993, 86 percent of 21-22 year olds had received their high school diploma or an equivalent credential, such as the General Educational Development (GED) certificate. The remaining 14 percent of 21-22 year-olds had either dropped out or were still enrolled in high school.[74]

As Figure EA 1.5 shows, completion rates differ strongly by race-ethnicity. In 1993, the completion rates among white students (90 percent) was six percentage points higher than the rate for blacks (84 percent) and 27 percentage points higher than the rate for Hispanics (63 percent). Hispanic students have had much lower completion rates than the other groups since the early 1970s. This suggests that Hispanic students remain less prepared than other 21-22 year olds to enter the labor force or to continue with post-secondary education.

[74]McMillen, M., Kaufman, P., and Whitener, S. 1994. *Dropout Rates in the United States: 1993.* U.S. Department of Education, National Center for Education Statistics.

Figure EA 1.5 HIGH SCHOOL COMPLETION RATES FOR 21- AND 22-YEAR-OLDS, BY RACE/ETHNICITY, 1972 - 1993



Source: U.S. Department of Commerce, Bureau of the Census, Current Population Survey, October (various years).

Table EA 1.5 HIGH SCHOOL COMPLETION RATES FOR 21- AND 22-YEAR- OLDS (Percent), BY RACE/ETHNICITY: 1972 - 1993

	1972	1975	1980	1985	1990[a]	1991[a]	1992[a,b]	1993[a,b]
Total	82	84	85	85	86	86	86	86
Race/Ethnicity								
White,non-Hispanic	85	87	88	87	91	90	90	90
Black, non-Hispanic	74	70	76	82	83	81	81	84
Hispanic	55	65	58	66	61	61	63	63

Notes: [a] Numbers for these years reflect new editing procedures instituted by the Bureau of the Census for cases with missing data on school enrollment items.
[b] Numbers for these years reflect new wording of the educational attainment item in the CPS.

Source: U.S. Department of Commerce, Bureau of the Census, Current Population Survey, October (various years).

EA 1.6 ENROLLMENT IN HIGHER EDUCATION: PERCENTAGE OF HIGH SCHOOL GRADUATES ENROLLED IN COLLEGE THE OCTOBER FOLLOWING GRADUATION

Table EA 1.6 presents the percentage of high school graduates enrolled in college the October following graduation, by type of institution attended. In 1993, 62 percent of high school graduates were enrolled in college immediately following graduation, with 39 percent enrolled in 4-year colleges and 22 percent enrolled in 2-year colleges. Total college enrollment immediately after graduation has increased dramatically in the past 20 years, from 51 percent in 1975 to 62 percent in 1993. This reflects small increases in enrollments for both 2-year and 4-year colleges between 1975 and 1993 (4 and 6 percentage point increases, respectively). These figures may be affected by changes in the number and type of youth who graduate from high school.

College enrollment levels following high school graduation were slightly higher for females (64 percent) than males (59 percent) in 1993. This differs from a slightly higher male (53 percent) than female (49 percent) enrollment rate following graduation in 1975. In 1993, males and females had similar 2-year college enrollment rates (22 percent), but there were gender differences in 4-year college enrollments immediately following graduation (42 percent of females versus 36 percent of males).

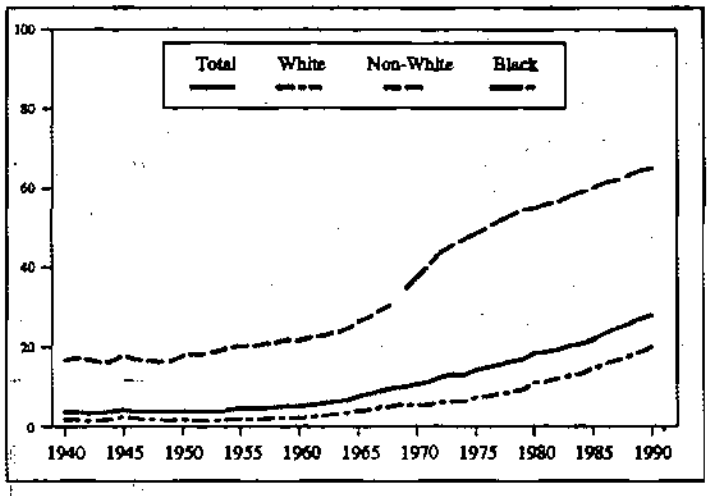
Total college enrollment rates immediately following graduation differ substantially by family income. For instance, in 1993, only half of high school graduates from low-income families were enrolled in any type of college, in comparison with 79 percent of high-income families.[75] The gap in enrollment rates between low-and high-income families was also high in 1975 (31 percent of low income families versus 65 percent of high-income families).

[75]Low income is defined as the bottom 20 percent of all family incomes high income is defined as the top 20 percent of all family incomes; and middle income is defined as the 60 percent of incomes between low and high income.

CHILDBEARING AMONG UNMARRIED WOMEN

Between 1940-1960, only 3-5 percent of children were born to unmarried mothers (Table 11, Figure 11). But as the proportion of young adults never married began increasing after 1960, so too did the proportion of children born to unmarried mothers, from 11 percent in 1970, to 18 percent in 1980, and to 30 percent in 1991.

Figure 11. BIRTHS TO UNMARRIED WOMEN, AS PERCENT OF ALL BIRTHS BY RACE OF CHILD: 1940 - 1990



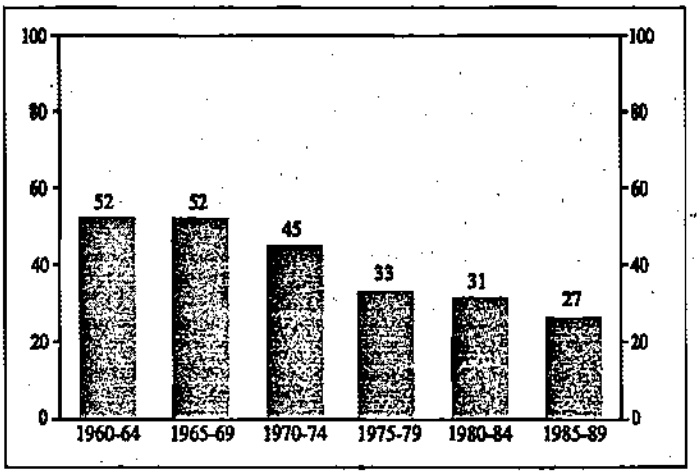
Source: National Center for Health Statistics, "Vital Statistics of the U. S., 1991," Vol. I, Natality. Public Health Service. U.S. Government Printing Office. Washington D.C. (publication in preparation) Table 1-76.

Among whites, the proportion born to unmarried mothers has been smaller than for the population as a whole, but the increases have been large, rising from 2 percent for 1940-1960, to 6 percent in 1970, 11 percent in 1980, and 22 percent (more than 1-in-5) in 1991. Throughout the era, non-marital childbearing has been much higher among blacks. Between 1940-1960, births to unmarried women accounted for a fairly constant proportion at about 18-22 percent of nonwhite births, and this increased for blacks to 38 percent in 1970, 55 percent in 1980, and about 68 percent by 1991.

One factor contributing to the overall increase in the proportion of births occurring to unmarried women is that premaritally conceived births are only one-half as likely to lead to a marriage before the birth as was true during the 1960s (Figure 12). In the 1960-64 and 1965-69 periods, of all women whose first birth was premaritally conceived, 52 percent married for the first time before the birth. This percentage has decreased to 27 percent for the 1985-89 period. The increasing social acceptance of never-married mothers and the desire to avoid an unstable or economically disadvantageous marriage have been involved in the decline of women marrying before the birth of their first child.

CHILDBEARING AMONG UNMARRIED WOMEN (continued)

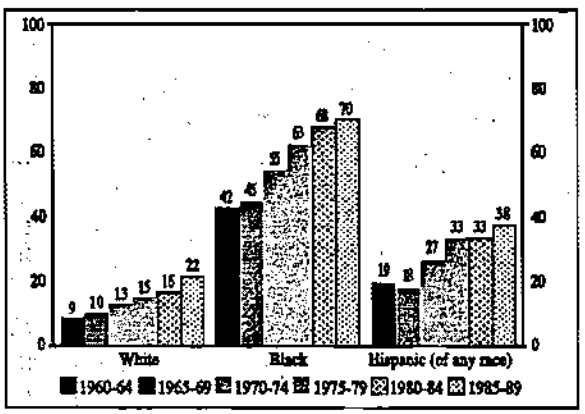
Figure 12. WOMEN 15 TO 34 YEARS WITH A PREMARITALLY CONCEIVED FIRST CHILD - PERCENT MARRYING BEFORE THE BIRTH OF CHILD: 1960-64 TO 1985-89



Source: O'Connell, Martin, "Fertility of American Women: June 1990," U. S. Bureau of the Census, Current Population Reports, Series P20-454, U.S. Government Printing Office, Washington D.C., 1991.

Focusing on women 15-34 years with a first birth, estimates of premarital births are available for white, black, and Hispanic women (Figure 13). In the 1960-64 percent, the proportion of first births occurring to unmarried women was 9 percent for whites, 19 percent for Hispanics, and 42 percent for blacks. The percentage of women age 15-34 with their first birth occurring premaritally more than doubled for white women between the 1960-64 period and the 1985-89 period from 9 to 22 percent. The proportion also doubled for Hispanics from 19 to 38 percent. The proportion for blacks increased from 42 to 70 percent.

Figure 13. WOMEN 15 TO 34 YEARS OLD WITH A FIRST BIRTH — PERCENT WITH FIRST BIRTH OCCURRING BEFORE FIRST MARRIAGE, BY RACE AND HISPANIC ORIGIN: 1960-64 TO 1985-89



Source: O'Connell, Martin, "Fertility of American Women: June 1990," U. S. Bureau of the Census, Current Population Reports, Series P20-454, U.S. Government Printing Office, Washington D.C., 1991.

THE REVOLUTIONARY RISE IN MOTHER-ONLY FAMILIES

Twenty years after the beginning of this profound increase in mother's work, yet another unparalleled change in family life began, namely, an unprecedented increase in mother-only families where the father was not present in the home.

Figure 9 shows there was a remarkably steady eight-fold increase in divorce rates between the 1860s and 1960s (Table 8). Three noteworthy, but short-lived interruptions occurred in conjunction with the world wars and the Great Depression. Why did this historic long-term increase occur? On preindustrial farms, fathers and mothers had to work together to sustain the family, but with a nonfarm job, the father could, if he desired, depend on his own work alone for his income. He could leave his family, but take his income with him. At the same time, in moving to urban areas, husbands and wives left behind the rural small-town social controls that once censured divorce.

More recently, with the revolutionary post-1940 increase in mothers' labor force participation, the economic interdependence of husbands and wives was weakened further. A mother with a job could, if she desired, depend on her work alone for her income. She could separate or divorce the father, and take her income with her.

In addition, economic insecurity and need associated with erratic or limited employment prospects for many men also contributed to increasing divorce rates, as well as to out-of-wedlock childbearing. Regarding divorce, Glen Elder and his colleagues (Liker and Elder, 1983; Elder, Foster, and Conger, 1990, Conger, et al. 1990) have shown that instability in husbands' work, drops in family income, and a low ratio of family income-to-needs lead to increased hostility between husbands and wives, decreased marital quality, and increased risk of divorce. In fact, each of the three economic recessions between 1970 and 1982 led to a substantially larger increase in mother-only families for children than did the preceding non-recessionary period.

A rough estimate of the size of this recession effect for children has been developed by assuming that, without each recession, the average annual increase in mother-only families would have been the same during recession years as during the immediately preceding non-recessionary period. The results suggest that recessions account for about 30 percent of the overall increase in mother-only families between 1968 and 1988, or for about 50 percent of the increase in mother-only families with separated or divorced mothers (Hernandez, 1993, pp 389-391).

Since 70 percent of the increase in mother-only families for white children between 1960 and 1988 can be accounted for by the rise in separation and divorce, these explanations may account for much of the rise in mother-only families for white children during these decades (Table 19).

Between 1940 and 1960, black children experienced much larger increases than white children in the proportion living in a mother-only family with a divorced or separated mother. But, especially since 1970, black children also have experienced extremely large increases in the proportion in mother-only families with a never-married mother.

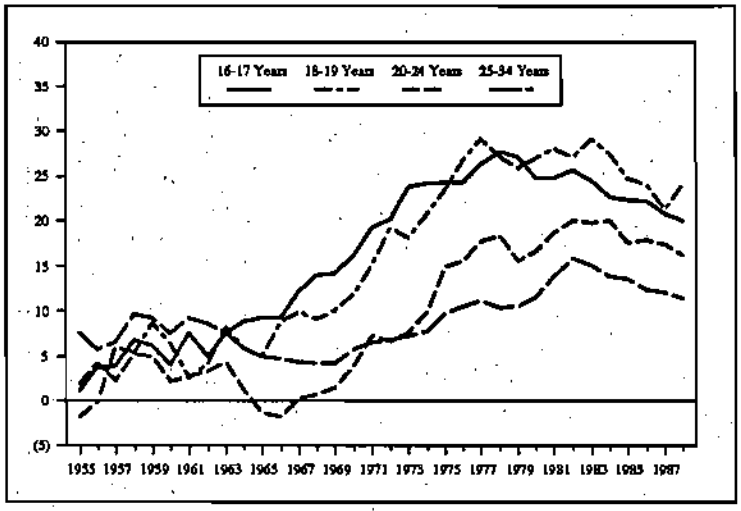
THE REVOLUTIONARY RISE IN MOTHER-ONLY FAMILIES (continued)

Without going into great detail here, Hernandez (1993, pp.397-399) argues that the factors leading to increased separation and divorce among whites were also important for blacks, but that the startling drop in the proportion of blacks living on farms between 1940 and 1960, from 44 percent in 1940 to only 11 percent in 1960, and the extraordinary economic pressures and hardships faced by black families may account for much of the much higher proportion of black children than white children who lived in mother-only families.

In addition, drawing upon the work of William Julius Wilson (1987), as shown in Figure 23, Hernandez calculated that the extent to which joblessness of young black men aged 16-24 exceeded joblessness among young white men expanded from almost negligible in 1955 to 15-25 percentage points by 1975-1989. Faced with this large and rapid reduction in the availability of black men during the main family-building ages who might provide significant support to a family, many young black women appear to have decided to forgo a temporary and unrewarding marriage — in fact, a marriage in which a jobless or poorly-paid husband might act as a financial drain.

The size of this increased racial gap in joblessness is at least two-thirds the size of the 23 percentage point increase that occurred between 1960 and 1988 in the racial gap in the proportion of children living in mother-only families with never-married mothers. Consequently, the increasing racial gap in joblessness may well be the major cause of the increasing racial gap in the proportion of children living in mother-only families with never-married mothers.

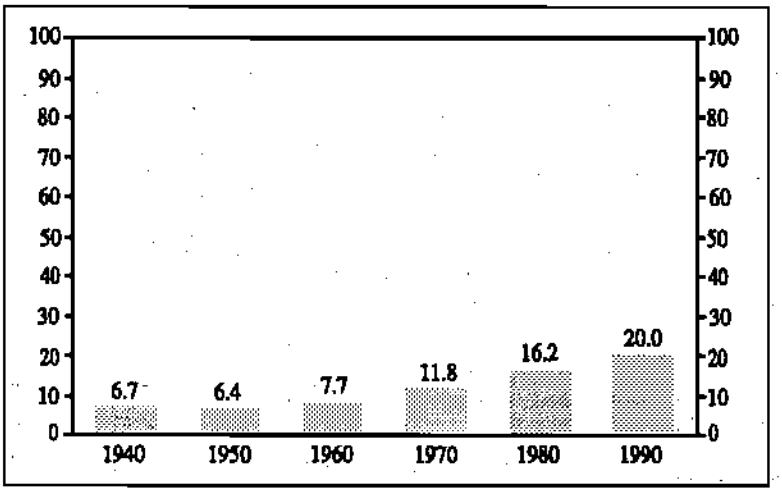
Figure 23. PERCENTAGE POINTS BY WHICH WHITE MALE EMPLOYMENT EXCEEDS BLACK MALE EMPLOYMENT: 1955 - 1988



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y.

As a result of sharp increases in divorce and out-of-wedlock childbearing, Figure 24 shows that the proportion of children living with their mother, but no father in the home, about tripled from 6-8 percent between 1940 and 1960 to 20 percent in 1990. By 1990, children in mother-only families were about twice as likely to live with a divorced or separated mother as with a never-married mother. Hence separation and divorce account for about two-thirds of children living in mother-only families, and out-of-wedlock childbearing accounts for about one-third of children living in mother-only families.

Figure 24. PROPORTION OF CHILDREN LIVING WITH MOTHER ONLY: 1940 - 1990



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

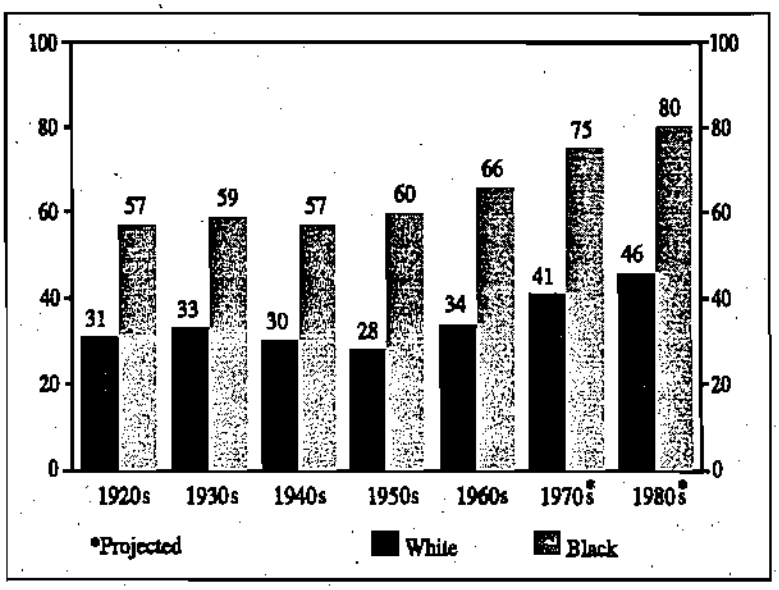
HISTORIC EXPERIENCE WITH ONE-PARENT FAMILIES

It was not until after 1960, however, that historic increases in divorce led to increases in children living with one parent. The reason is that historic increases in divorce were simply counter-balancing historic declines in parents' death rates. Both historically and today, however, large proportions of children spend at least part of their childhood with fewer than two parents in the home, because of their parent's death, divorce, or out-of-wedlock childbearing.

Figure 25 shows for white children born between 1920 and 1960, for example, that a large minority of 28-34 percent spent part of their childhood living with fewer than two parents. In addition, this proportion was about constant for white children born between the late 1800s and 1920, since the historic decline in parental mortality was counter-balanced by the historic increase in divorce during the 100 years spanning the mid 1860s to the mid 1960s. Projections indicate, however, that the proportion ever spending time in a family with fewer than two parents will increase to about 50 percent for white children born since 1980.

Among black children born between 1920 and 1950, an enormous 55-60 percent spent part of their childhood living with fewer than two parents, and, again, additional evidence indicates that this proportion was roughly the same for black children born since the late 1800s. Projections indicate that this will rise to about 80 percent for black children born since 1980.

Figure 25. WHITE AND BLACK CHILDREN EVER LIVING WITH FEWER THAN TWO PARENTS BY AGE 17: 1920S - 1980S COHORTS



Note: 1970 and 1980 are projected.

Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

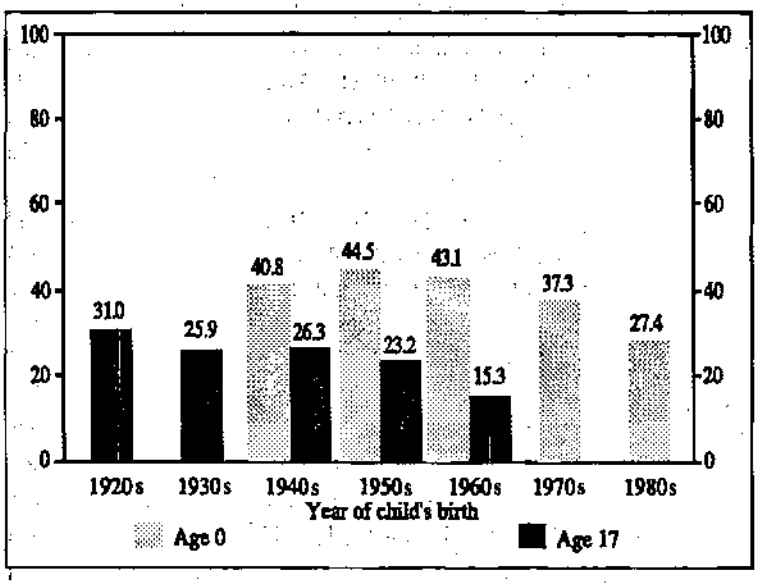
THE MYTH OF THE "OZZIE AND HARRIET FAMILY"

What do these results about insecurity in father's employment, increases in mother's employment, and parental presence in the home imply for the family situation of children? One extremely important implication is that never since at least the Great Depression have a majority of children lived in the idealized family situation where the father worked full-time year-round, the mother was a full-time homemaker, and all the children were born after the parents' only marriage (Table 18).

In the 1950s, the "Ozzie and Harriet" television program portrayed the idealized urban American family in which the father was a full-time year-round worker, the mother was a full-time homemaker without a paid job, and all the children were born after the parents' only marriage.

As Figure 26 shows, even among newborn children under age 1, a majority since 1940 have not begun life in an "Ozzie and Harriet" family. Since at least the Great Depression, even for newborn children, the mid-twentieth century ideal of family living has been a myth. For any single year, the reality has been that more than one-half of children were born into families that did not conform to this ideal, because the father worked less than full-time year-around, because the mother was engaged in paid employment, or because not all of the children were born after the parents' only marriage.

Figure 26. CHILDREN IN OZZIE AND HARRIET FAMILIES AT AGES 0 AND 17 FOR 1920s - 1980s COHORTS



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

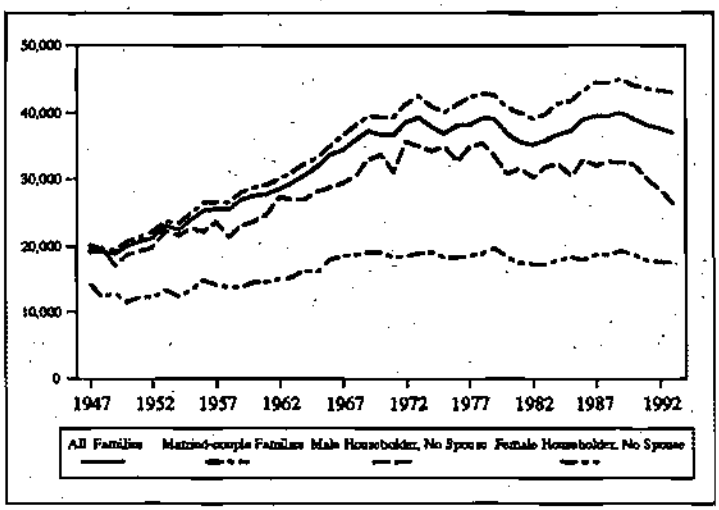
FAMILY INCOME AND POVERTY

As the historic revolutions in father's work, family size, and men's educational attainments drew to a close in the early 1970s, and as the post-1940 revolutions in mothers' work and mother-only families proceeded, what changes occurred in income and poverty? Briefly, the answer is as follows.

Figure 27 shows that median family income more than doubled during the 26 years from 1947 to 1973. But twenty years later in 1993, median family income was at exactly the same level as in 1973, despite the enormous jump in mothers' labor force participation.

Turning to poverty, because of the enormous increase in real income and the real standard of living between 1940 and 1973, social perceptions about income levels that were "normal" and "adequate" changed substantially. The relative nature of judgments about what income level is adequate or inadequate has been noted for at least 200 years. In the *Wealth of Nations*, for example, Adam Smith (1776) emphasized that poverty must be defined in comparison to contemporary standards of living. He defined economic hardship as the experience of being unable to consume commodities that "the custom of the country renders it indecent for creditable people, even of the lowest order, to be without."

Figure 27. MEDIAN FAMILY INCOME, BY TYPE OF FAMILY: 1947 - 1993 (in 1993 dollars) (thousands of dollars)



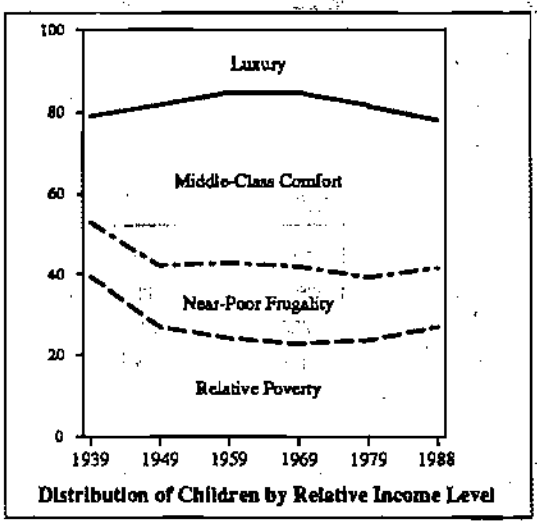
Source: ISBPL-2, "Income Summary Measures for Families in the United States: 1947 to 1993," Table F-7, Income Statistics Branch, Housing and Household Economic Statistics Division, U.S. Bureau of the Census, May 8, 1995.

More recently, John Kenneth Galbraith (1958, pp 323-324) also argued that "(p)eople are poverty-stricken when their income, even if adequate for survival, falls markedly behind that of the community. Then they cannot have what the larger community regards as the minimum necessary for decency; and they cannot wholly escape, therefore, the judgment of the larger community that they are indecent. They are degraded for, in a literal sense, they live outside the grades or categories which the community regards as respectable."

Based on these insights, and Lee Rainwater's (1974) comprehensive review of existing U.S. studies and his own original research, as well as additional literature, Hernandez (1993) developed a measure of relative poverty relying on poverty thresholds set at 50 percent of median family income in specific years, and adjusted for family size.

Figure 28 shows that the relative poverty rate among children dropped sharply after the Great Depression from 38 to 27 percent between 1939 and 1949. The 1950s and 1960s brought an additional decline of 4 percentage points, but by 1988 the relative poverty rate for children had returned to the comparatively high level of 27 percent that children had experienced almost 40 years earlier in 1949.

Figure 28. CHILDREN BY RELATIVE INCOME LEVELS: 1939 - 1988 (Distribution of Children by Relative Income Level)



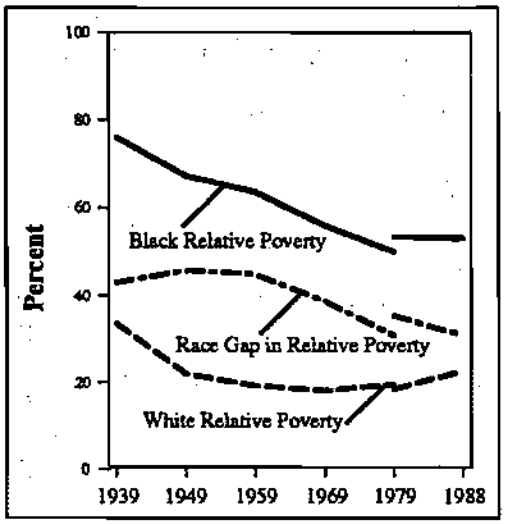
Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

The pattern of change was somewhat different for whites and blacks, and the racial gap has been and continues to be enormous. In 1939, 76 percent of black children lived in relative poverty, compared with 33 percent of white children, for a large racial gap of 43 percentage points (Figure 29). Since 89 percent of blacks lived in slavery in 1860 (Farley and Allen, 1987, p. 13), it appears that compared with subsequent decades, relatively little improvement had occurred in the relative economic status of blacks between the Civil War and the Great Depression. After the Great Depression, black children shared in the general economic boom but by 1959 the racial gap in relative poverty rates for children was the same as it had been in 1939 (at 44 percentage points), and the proportion of black children living in relative poverty remained extremely large at 63 percent compared with 19 percent for white children.

FAMILY INCOME AND POVERTY (continued)

Between 1959 and 1979, the relative poverty rate for black children continued to fall. Combined with the slight decline and subsequent turnaround in relative poverty experienced by white children, the racial gap finally narrowed during these decades. But the racial gap in relative poverty rates for children remained quite large (30-35 percentage points in 1979), and about 50-53 percent of black children still lived in relative poverty (more than two and one-half times the rate for white children).

Figure 29. PERCENTAGE OF WHITE AND BLACK CHILDREN IN RELATIVE POVERTY, AND RACE GAP: 1939 - 1988



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

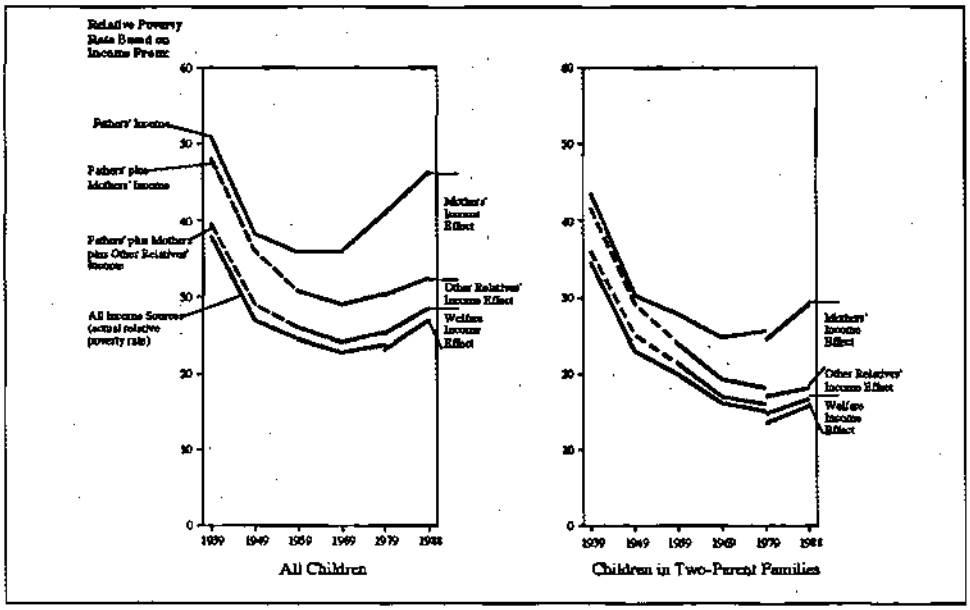
Despite the improvements experienced by both black and white children after the Great depression, the 1970s marked the beginning of a new era in childhood poverty. For white children the relative poverty rate increased during the 1970s and 1980s, and by 1988 it had returned to a level not experienced since the 1940s. For black children, the decline in the relative poverty rate continued during the 1970s. But during the 1980s, the relative poverty rate for black children as a whole appears to have remained stable, and by 1988 it remained at an extraordinary level compared with whites, 52 percent—approximately 19 percentage points larger than the relative poverty rate for white children during the Great Depression year of 1939.

ACCOUNTING FOR POVERTY CHANGE

To what extent can these changes in childhood relative poverty be accounted for by changes in income provided by fathers, mothers, and family members other than parents in the homes of children, and to what extent can they be accounted for by changes in income received from government welfare programs? Figure 30 provides an answer to these questions, both for children as a whole, and for children in two-parent families.

Figure 30 shows several hypothetical relative poverty rates. The top line shows what the relative poverty rate would have been for children, if only the income of fathers in the home had been available. The second line from the top shows what the relative poverty rate would have been for children, if only the income of fathers and mothers in the home had been available. The third line from the top shows what the relative poverty rate would have been for children, if only the income of fathers, mothers, and other relatives in the home had been available. Finally, the fourth shows the actual relative poverty rate including the income of all relatives in the home, and income received from the welfare programs of Aid to Families with Dependent Children (AFDC) and Social Security.

Figure 30. RELATIVE POVERTY RATES AND EFFECTS OF PARENT'S INCOME AND GOVERNMENT WELFARE: 1939 - 1988



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

The top line in each half of Figure 30 shows the following. If children had available only the income from fathers living in the home, then the relative poverty rate would have fallen sharply during the 1940s, much more slowly or not at all during the 1950s and 1960s, and it would have increased substantially during the 1970s and 1980s.

ACCOUNTING FOR POVERTY CHANGE (continued)

The difference between the two top lines shows the additional effect of income from mothers living in the homes of children. The results show that increasing mother's labor force participation acted to speed the decline in relative poverty that occurred during the 1940s, 1950s, and 1960s, and that it tended to slow the subsequent increase in relative poverty that occurred during the 1970s and 1980s.

In fact by 1988, 14 percent of all children depended on their mother's income to lift them out of relative poverty, and 11 percent of children in two-parent families depended on mother's income to life them out of relative poverty.

The difference between the second and third lines from the top shows the additional effect of income from other relatives in the home. The results show that, except during the Great Depression year of 1939, income from relatives other than parents in the home acted to reduce the relative poverty rate by a nearly constant and comparatively small 4-5 percentage points for children as a whole, and by a nearly constant and even smaller 1-2 percentage points for children in two-parent families.

Finally, both for children as a whole and for children in two-parent families, the results indicate that the welfare programs of AFDC and Social Security acted to reduce the relative poverty rate for children by a stable and small 1-2 percentage points in any given year. Hence, the role of these welfare programs in reducing relative poverty among children has been quite limited throughout the era since the Great Depression.

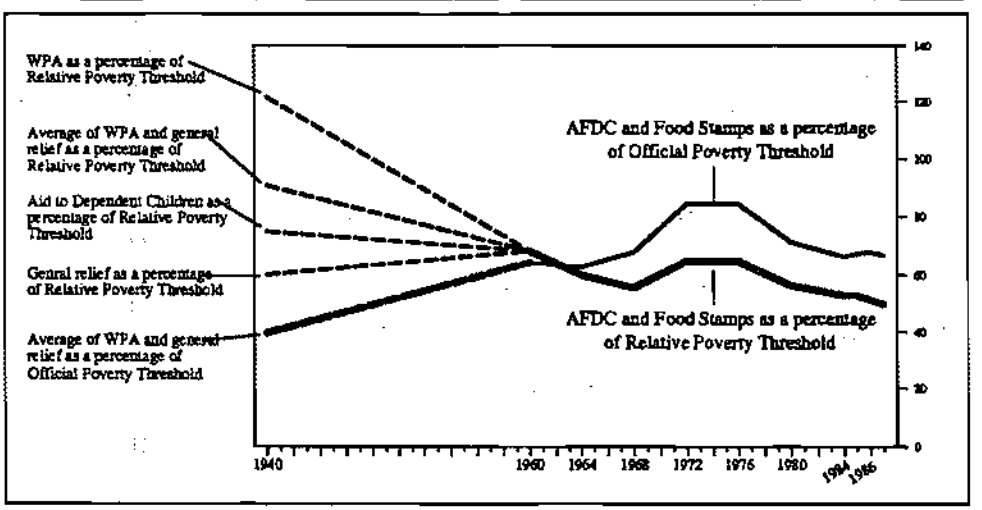
THE RELATIVE VALUE OF WELFARE BENEFITS

A key reason that the welfare programs of AFDC and Social Security have had a only a small and nearly stable effect on relative poverty rates of children since the Great Depression is that the benefit levels of welfare programs have been well below 50 percent of median family income throughout the era, that is, well below the relative poverty threshold throughout the era.

Combining the cash value of AFDC and Food Stamps, for example, as of 1960 the value of benefits from these two welfare programs was equal to only 64 percent of the official poverty threshold and 68 percent of the relative poverty threshold (Figure 31). Between 1960 and 1972, the value of these benefits as a proportion of the official poverty threshold increased sharply, but as a proportion of the relative poverty threshold their value declined sharply between 1960 and 1968, and the subsequent sharp increase did not offset the earlier decline. The reason for the remarkable differences between these trends is that the American family experienced a large 40 percent increase in median income between 1960 and 1972. Hence, during these 12 years, the combined value of AFDC and Food Stamps increased by 20.7 percentage points as a proportion of the official poverty threshold, but it declined by 3.7 percentage points as a proportion of the relative poverty threshold.

During the subsequent 15 years from 1972 to 1987, sharp declines occurred in both the absolute and relative value of AFDC and Food Stamps. By 1987, the absolute value of these benefits had fallen to nearly the level of 1960, while their value as a proportion of the relative poverty threshold had fallen (by a large 18.4 percentage points) to only 50 percent of the relative poverty threshold.

Figure 31. VALUE OF AFDC AND FOOD STAMPS WELFARE PROGRAMS AS PERCENTAGE OF RELATIVE AND OFFICIAL POVERTY THRESHOLDS: 1940 - 1987



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy." Russell Sage Foundation, New York, N.Y. 1993.

THE RELATIVE VALUE OF WELFARE BENEFITS

Even at their peak value in the 1970s, AFDC and Food Stamps together provided an income equal to only about 84 percent of the official poverty threshold and 64 percent of the relative poverty threshold, and by 1987 their combined value had fallen to only 67 and 50 percent of the official and relative thresholds, respectively. Hence, since at least 1959, a family that depended only on these welfare programs for support would, despite changes in benefit levels, have lived substantially below the relative and official poverty thresholds.

Figure 31 also presents crude estimates (for 1940) of the relative value of three different welfare programs that span virtually the entire range of benefit levels of various welfare programs of the time. The results indicate that the General Relief program, the Aid to Dependent Children (ADC) program, and the Work Projects Administration (WPA) program provided incomes that were equal, respectively, to about 60, 75, and 122 percent of the relative poverty threshold for 1940.

The relative value of ADC benefits in 1940, then, was probably somewhat more than the relative value of benefits in its successor program, AFDC, 20 years later in 1960. WPA employment benefits had a value that was about 1.6 to 2.0 times as large as the ADC and General Relief benefits. These comparative benefit values are consistent with the ideas that WPA employment income "was intended to provide a minimum standard of living and to make other relief (welfare) unnecessary," and that it "was not to exceed the earnings paid to corresponding occupational groups in private employment" (Burns and Kerr, 1942: 713, 720). Hence, the value of WPA benefits in 1940 was somewhat above the contemporary relative poverty threshold but well below, about 39 percent below, the median family income of the time.

Since the WPA and General Relief programs were probably the two most important welfare programs from the viewpoint of children in 1940, since approximately equal numbers of persons received benefits from these programs, and since the average benefit level of these two programs was nearly the same as the average benefit level of the two next-largest welfare programs of the time, the average benefit level for all welfare programs in 1940 was roughly equal to the average of WPA and General Relief (National Resources Planning Board, 1942: p. 161, Appendix 9).

In fact, considering the entire series of estimates, the absolute measure suggests that the peak of welfare benefits probably occurred during the mid-1970s, and that the value of welfare benefits had fallen substantially by 1987, but to the comparatively high level of about 1970. The relative measure, quite the contrary, indicates that the relative value of welfare benefits may have fallen to a historic low during the late 1960s. But this was followed by an additional decline, after a sharp but brief increase during the early 1970s, to another historically low level in 1987 that was slightly more than one-half the average level of welfare benefits documented for 1940.

Taken together, these results suggest that the absolute value of welfare benefits grew greatly after 1940 but that this increase did not keep pace with the general rise in the American standard of living—except during 1968-1972—and that by 1987 the relative benefit levels of AFDC and Food Stamps were lower than they had been at any time since the Great Depression.

These results show why welfare programs, historically, had little effect on the relative poverty rate for children; the value of the benefits were not by themselves high enough to lift a family out of relative poverty. These results suggest, in addition, that welfare programs act to lift children out of relative poverty only if they are combined with other sources of income as indicated in the following three examples.

First, if children are in a family earning enough income to lift themselves out of poverty, but family members lose their jobs and turn to welfare income during a specific year, then the combined income from jobs and welfare might be enough to lift the family out of poverty. Second, if children are in a family receiving welfare, but in which family members obtain work that has an income high enough to lift the family out of poverty, then, again, the combined income from work and welfare might be enough to lift the family out of poverty. Third, if family members are working but simply do not earn enough income to lift themselves out of relative poverty, then access to some welfare income might be enough to tip the scales and lift the family out of poverty. In short, these examples suggest that most children living in families which receive welfare benefits are also often living in families which have enough income to lift themselves out of poverty only if they somehow combine welfare with work by one or more family members.

These examples also suggest an important question about the extent to which relatively poor children live in working-poor families, namely, "To what extent do children in relatively poor families live in families which are self-supporting versus welfare-dependent?" Statistics bearing on this question are presented next.

RELATIVE POVERTY, WORK, AND WELFARE DEPENDENCE

To what extent have relatively poor children historically lived in working-poor or welfare-dependent families? It is not easy to answer this question because income questions asked in the 1940-1980 censuses and in the Current Population Survey (CPS) since 1980 have differed sometimes greatly. Table 20 presents statistics based on new procedures that are maximally comparable to offer a crude answer to this question (Hernandez, 1993, 276-280). In this table, children as classified as being at least partly welfare-dependent if at least one family member in the home received cash income from public assistance programs of Aid to Families with Dependent Children (AFDC) or Social Security programs.

Estimates for 1979 from the census and CPS differ noticeable, apparently because the CPS asks more detailed income questions that yield a larger, and presumably more accurate, estimate of the number of persons receiving welfare. This census-CPS difference for 1979 suggests that census-based estimates of welfare dependence in 1959 and 1969 may also be somewhat too low. Still, decade-by-decade changes in census-based estimates between 1959 and 1979 should be accurate within a few percentage points.

The results indicate that for relatively poor children in 1939, about 60-70 percent lived in fully self-supporting families, about 10-18 percent lived in fully welfare-dependent families, and about 12-30 percent lived in working-welfare-dependent families whose income was partly earned and partly derived from welfare programs.

Hence, in 1939 about 30-40 percent of relatively poor children lived in families that were at least partly welfare-dependent. However, 17 percent of all relatively poor children lived in families in which at least one member was employed by the Work Projects Administration (WPA) and other government-sponsored "emergency work programs" that provided benefits in return for work. Consequently, perhaps as few as 15-30 percent of relatively poor children lived in families that were at least partly dependent on non-work welfare.

What changes occurred following the Great Depression, when jobs became more plentiful, and the relative poverty rate for children dropped sharply? The census-based estimates for 1959 indicate that of relatively poor children, about 70 percent lived in fully self-supporting families, and about 7 percent lived in fully welfare-dependent families. Subsequently, between 1959 and 1979, the proportion of children who lived in fully self-supporting families declined from about 70 to 50 percent; the proportion living in working-welfare-dependent families increased from 24 to 33 percent; and the proportion in fully welfare-dependent families increased from about 7 to 18 percent. Comparatively little change occurred during the 1980s.

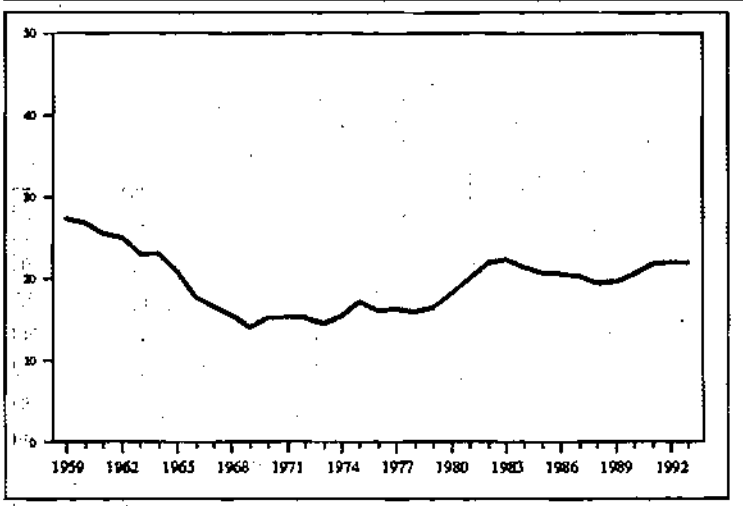
Overall, then, for the era from the Great Depression to 1988, relatively poor children have been much more likely to live in fully self-supporting families than in families fully dependent on AFDC or Social Security. The proportion of relatively poor children in fully self-supporting families declined somewhat from 60-70 percent between 1939 and 1969 to 50 percent during the 1980s, while the proportion living in fully welfare-dependent families increased from about 7 percent in 1959 to about 18 percent during the 1980s. Throughout the era since the Great Depression, then, a large minority of relatively poor children have benefited from welfare programs, yet at least one-half of relatively poor children lived in working-poor families that received no income from the AFDC or Social Security programs.

OFFICIAL POVERTY, WORK, AND WELFARE DEPENDENCE

Despite the limitations of the official poverty measure for studying historical poverty change since the Great Depression, the estimates based on the official measure are of current interest, because this measure provides the official U.S. benchmark for poverty. (However, the National Academy of Sciences convened a "Panel on Poverty and Family Assistance: Concept, Information Needs, and Measurement Methods" which addressed, among other things, the question of how to most appropriately measure poverty in the U.S. *See* Citro and Michael, 1995.)

Beginning with the earliest estimates published by the U.S. Bureau of the Census, the official poverty rate for children dropped sharply from 27 percent in 1959 to only 14 percent in 1969 (Figure 32). But then official poverty among children increased during the 1970s and especially during the 1980s, and by 1991-1993, 23 percent lived below the official poverty thresholds.

Figure 32. OFFICIAL POVERTY RATE FOR CHILDREN UNDER 18: 1959 - 1993



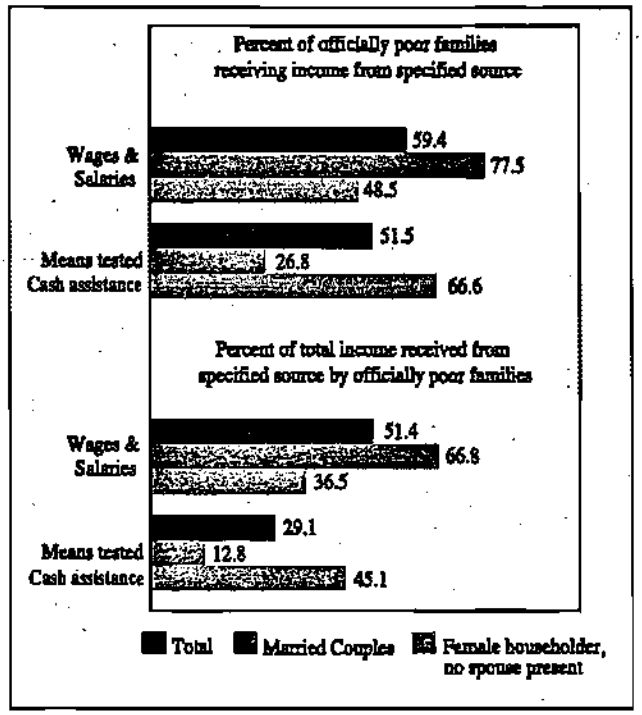
Source: POVPL1, "Poverty Statistics: 1959-1993," Poverty and Health Statistics Branch, Housing and Household Economic Statistics Division, U.S. Bureau of the Census, 1994.

Among officially poor children, as among relatively poor children, a large proportion receive no income from the welfare programs of AFDC and Social Security (Table 20). By this measure, census based-estimates for 1959 indicate that of officially poor children, about 70 percent lived in fully-self-supporting families, and about 6 percent lived in fully welfare-dependent families. Subsequently, between 1959 and 1979, the proportion of children who lived in fully self-supporting families declined from about 70 to 42 percent; the proportion living in working-welfare dependent families increased from 25 to 34 percent; and the proportion in fully welfare-dependent families increased from about 6 to 25 percent. During the 1980s, comparatively little change occurred.

OFFICIAL POVERTY, WORK, AND WELFARE DEPENDENCE (continued)

Figure 33 focuses more narrowly only on income from wages and salaries and on means-tested cash assistance welfare programs as of 1990, and it uses families with related children as the unit of analysis. These estimates exclude income from self-employment, interest and dividends, social security, and pension, survivor, and disability income. The results show that nearly 60 percent of officially poor families have wage and salary income, nearly 80 percent for two-parent families, and nearly 50 percent for households maintained by females with no spouse present. Hence, overall, a substantial majority of poor families with children are working-poor families.

Figure 33. INCOME FROM WAGES AND SALARIES AND FROM MEANS TESTED CASH ASSISTANCE PROGRAMS FOR FAMILIES WITH RELATED CHILDREN UNDER 18 YEARS LIVING IN POVERTY, BY FAMILY TYPE: 1990



Note: Means-tested income transfer programs are those which benefit only families with incomes and resources (assets) low enough to qualify.

Source: Littman, Mark S., "Poverty in the United States: 1990," U.S. Bureau of the Census, Series P60-175, U.S. Government Printing Office, Washington D.C., 1991.

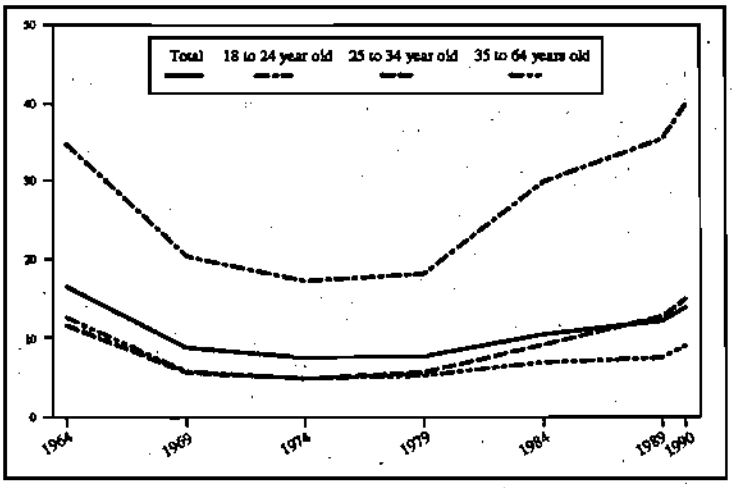
Still, many poor families were eligible to receive cash benefits from means-tested welfare programs. Among officially poor families with children, the proportion of income received from means-tested cash assistance programs was 29 percent overall, at 13 percent for two-parent families and 45 percent for families maintained by female householders. Hence, overall, about one-half of the income of poor families with children is obtained from wages and salaries, and less than one-third is obtained from means-tested cash assistance programs.

As was true with regard to the relative poverty rate for children after 1959, a comparison of changes in the actual official poverty rate and changes in the hypothetical official poverty rate based only on the income of fathers living in the home suggest that changes in fathers income have been very important in influencing poverty change for children, contributing most notably to the large official poverty increase for children after 1979, and that increases in mother's labor force participation tended to speed poverty declines, or to slow poverty increases that would have occurred if only father's incomes had been available. (Hernandez, 1993, p.374-375). Also, the additional effect of income from other relatives in the home was nearly constant at 4-5 percentage points, and the additional effect of the government welfare programs of AFDC and Social Security was comparatively small and varied between 2-3 percentage points.

WORKING MEN WITH LOW EARNINGS

Analyses in preceding sections suggest that declines in father's incomes have contributed greatly since 1969 to increasing relative poverty and increasing official poverty among children. A recent Census Bureau report (McNeil, 1992) documented that substantial increases have occurred since the early 1970s in the extent to which men have "low earnings", that is, the extent to which the annual earnings of men are less than the official poverty level for a four-person family (Figure 34, Table 21).

Figure 34. YEAR-ROUND FULL-TIME MALE WORKERS WITH LOW ANNUAL EARNINGS: 1964, 1969, 1974, 1979, 1984, 1989, AND 1990



Source: McNeil, John, "Workers With Low Earnings: 1964 to 1990," U.S. Bureau of the Census, Current Population Reports, Series P60-178, U.S. Government Printing Office, Washington D.C. 1992

Among all male workers, the proportion with low earnings declined from 33 percent in 1964 to 27 percent in 1969-1970. During the 1980s, the gains of the mid-1960s were lost, and by 1990, 33 percent of all male workers earned incomes too low to lift a family of four out of poverty. Among males working year-round, full-time, the changes were quite large. Between 1964 and 1974, the proportion of year-round full-time male workers with low incomes was cut in half, dropping from 17 percent to 8 percent, but most of this gain, too, was lost by 1990, when 14 percent of male, year-round full-time workers earned low incomes.

Especially striking has been the deterioration in the earnings of men who are year-round, full-time workers and who are in the main ages when children are in home. Among year-round full-time workers, the proportion with low earnings dropped for men age 18-24 from 35 to 17 percent between 1964 and 1974, but then jumped to 40 percent by 1990; the proportion with low earnings dropped for men age 25-34 from 12 to only 5 percent, but then jumped to 15 percent; and the proportion of men age 35-54 with low earnings dropped from 13 to 5 percent but then jumped to 9 percent.

The trends were similar for white and black males with year-round full-time work, but the proportion with low earnings was much higher for blacks than for whites. For white, male, year-round full-time workers, the proportion with low earnings dropped from 15 to 7 percent between 1964 and 1974, but then jumped to 13 percent by 1990. Among black, male, year-round full-time workers, the proportion with low earnings dropped from a very high 38 percent to 14 percent between 1964 and 1979, but then jumped to 22 percent by 1990. Among Hispanic origin, male, year-round full-time workers, the proportion with low earnings also jumped between 1974 and 1990, from 12 percent to 28 percent.

Finally, among husbands in married-couple families who were year-round full-time workers, the proportion with low earnings plummeted from 13 percent to 5 percent between 1964 and 1974; and then jumped to 9 percent by 1990.

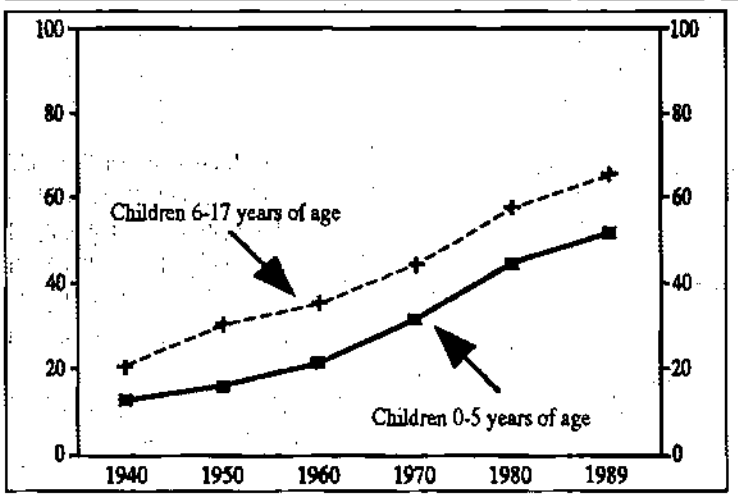
In light of the steep declines during the late 1960s in the proportion of working men and husbands who did not earn enough income to lift a family of four out of poverty, and in light of the steep increases since 1974, but especially since 1979, in the proportion of working men and husbands who did not earn enough income to lift a family of four out of poverty, it is not surprising that trends in relative and official poverty rates for children followed a similar pattern during the past quarter-century, that is, that children have experienced large increases in relative and official poverty since 1969, but especially since 1979.

THE PRESCHOOL CHILDCARE REVOLUTION

The earlier section on the revolutionary rise educational attainments portrayed the unprecedented increase that occurred during the past 120 years in non-parental care for children age 6-17. During that period, the total time children in this age group spent in school, and hence away from the family, nearly quadrupled, as more and more fathers took jobs away from home, as school attendance became compulsory, and as affluence increased and advanced formal education became increasingly necessary for many jobs.

During the past 50 years, the proportion of younger children age 0-5 who have no specific parent at home on a full-time basis also quadrupled as more and more mothers work away from home. The large reduction in the time that mothers with school-age children need to devote to the care and supervision of their children contributed to the great expansion in mother's labor force participation after 1940. Between 1940 and 1989, the proportion of school-age children who had no specific parent at home full-time more than tripled, from 20 to 66 percent (Table 22, Figure 35).

Figure 35. CHILDREN WITH NO SPECIFIC PARENT HOME FULL-TIME BY AGE: 1940-89



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

The historic rise in mother's paid work was not, however, limited only to mothers with school-age children, and among preschool-age children the proportion with no specific parent at home on a full-time basis climbed from 13 to 53 percent between 1940 and 1989. Consequently, the amount of parental time that is potentially available to preschoolers had declined substantially and the need for nonparental care has increased substantially.

Despite the increasing need for non-parental care, however, the proportion of preschoolers who have a relative in the home who might act as a surrogate parent declined between 1940 and 1980, from 19-20 percent to 4-5 percent among preschoolers living in dual-earner families, and from 52-57 percent to 22-25 percent for preschoolers living in one-parent families with an employed parent (Table 23). By 1989, about 48 percent of preschoolers had a specific nonemployed parent at home full-time (usually the mother), and 12 percent had employed parents who personally provided their preschoolers' care (often by working different hours or days). An additional 15 percent of preschoolers were cared for by relatives who often did not live in the preschoolers' home; and 25 percent were cared for by nonrelatives, about half in organized care facilities such as nursery schools (Hernandez, 1993, p. 170; O'Connell and Bachu, 1990, Table C).

What are the consequences for children of these changes in parental care and nonparental care? As described in an earlier section on poverty rates among children, mother's employment has had increasingly important, beneficial effects for the family income of children.

Regarding children's development, the National Academy of Sciences' recent literature review (Hayes, Palmer, and Zaslow, 1990, p. 77) suggests that mothers' employment and nonparental care are not inherently and pervasively harmful to preschoolers; nor is nonparental care a form of maternal deprivation, since children can and do form attachments to multiple caregivers if the number of caregivers is limited, the child-caregiver relationships are long-lasting, and the caregivers are responsive to the child's needs. Available evidence also suggests that the quality of care received by children is important and that some children, especially those from low-income families, are in double jeopardy from psychological and economic stress at home as well as from exposure to low-quality nonparental child care (For a review of literature on the quality of child care, see Phillips and Howe, 1987).

Additional potentially beneficial and detrimental effects of mothers' employment and nonparental care for preschoolers have also been identified, but most of these results must be viewed as both preliminary and tentative (Hernandez, 1993, pp. 170-175). Overall, research on the consequences of nonparental care for preschoolers is in its infancy, and much remains to be done.

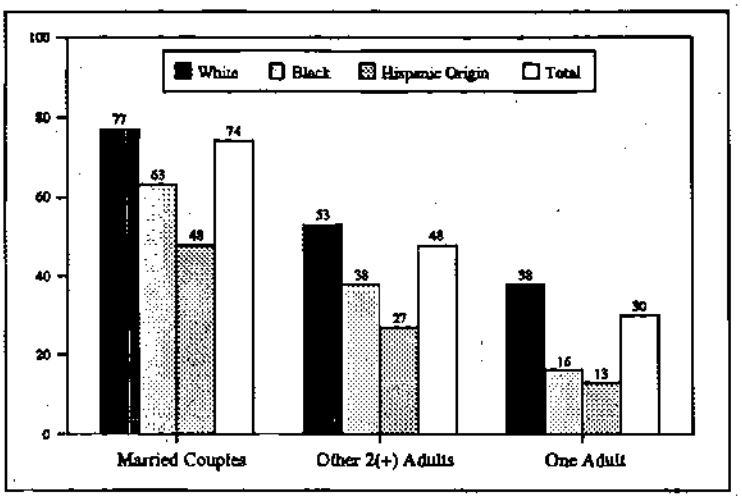
Since the proportion of preschoolers who had a specific parent at home on a full-time basis declined from about 79 to 48 percent in the 29 years between 1960 and 1989, it appears that we may be roughly halfway through the preschool child-care revolution and that this second child-care revolution may be complete within 30-40 years, quite possibly before we have gained a detailed understanding of the effects, or lack of effects, that nonparental care has for preschoolers.

HOUSING FOR FAMILIES WITH CHILDREN

The housing situations of families with children differ substantially depending on the composition and income of the family. Decennial census data record that between 1890 and 1940, the percent of all housing units occupied by owners varied between 44-48 percent. After the Great Depression and World War II, the homeownership rate jumped to 55 percent in 1950, 62-63 percent in 1960 and 1970, and 64 percent in 1980. Data from the Housing Vacancy Survey, which provides a better estimate of change during the 1980s than does the decennial census because of a change in 1990 census question wording, indicates that the homeownership rate declined by about 1.8 percentage points during the 1980s, and that the decline actually occurred between 1980 and 1985. Since 1985 the homeownership rate has increased slightly.

Homeownership rates are quite different depending on the household composition, race and Hispanic origin of the residents. Seventy-four percent of married couples with children own their own home, compared to only 48 percent of families with children including two or more other adults, and only 30 percent of other families with children including only one adult (Figure 36). Homeownership rates for married-couple families with children are quite high, at 77 percent for whites, compared to only 63 percent for blacks, and 48 percent for Hispanics. Similarly, while 38 percent of white families with one adult with children are homeowners, the proportions for such black and Hispanic families are only 16 and 13 percent, respectively.

Figure 36. HOMEOWNERSHIP RATES, HOUSEHOLDS WITH CHILDREN BY TYPE, RACE, AND HISPANIC ORIGIN OF HOUSEHOLDER: 1991



Source: Woodward, Jeanne, "Housing America's Children in 1991," U.S. Bureau of the Census, Current Housing Reports, H121/93-6, U.S. Government Printing Office, Washington, D.C. 1993

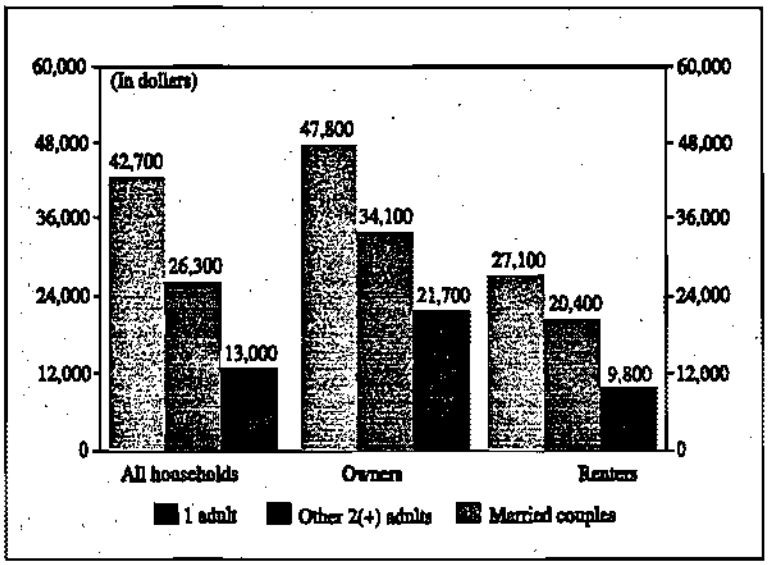
Homeowners tend to have much higher incomes than renters. For example, the median income among married couples is $47,800 for owners, compared to $27,100 for renters, and the median income for households with one adult is $21,700 for owners and $9,800 for renters (Figure 37). Similarly in married-couple families with children, among owners only 5 percent have low incomes, approximately at or below the official poverty levels, compared to 19 percent for renters, among households with children and one adult, 22 percent of owners have low incomes compared to 54 percent of renters (Figure 38).

Regarding housing quality, among households with children, homeowners are only one-half as likely as renters to report living in units with physical problems, 7 versus 13 percent, respectively, and homeowners are only one-third as likely to lived in crowded conditions with 1.01 or more persons per room, 4 versus 12 percent, respectively (Table 24).

HOUSING FOR FAMILIES WITH CHILDREN (continued)

Most households with children have complete kitchens and complete plumbing, but 89 percent of those maintained by married couples have washing machines, 85 percent have clothes dryers, and 61 percent have dishwashers, compared to households with children and one adult for whom the proportions are 61, 50, and 33 percent, respectively (Table 25). Hence, households with children and only one adult are more likely than households with children maintained by a married-couple to have to go out of the home for laundry and to wash dishes manually. Hence, notwithstanding the smaller number of adults in the home, households with children and only one adult may have to devote more time and effort, on average, to these basic household maintenance activities than do married-couple households with children.

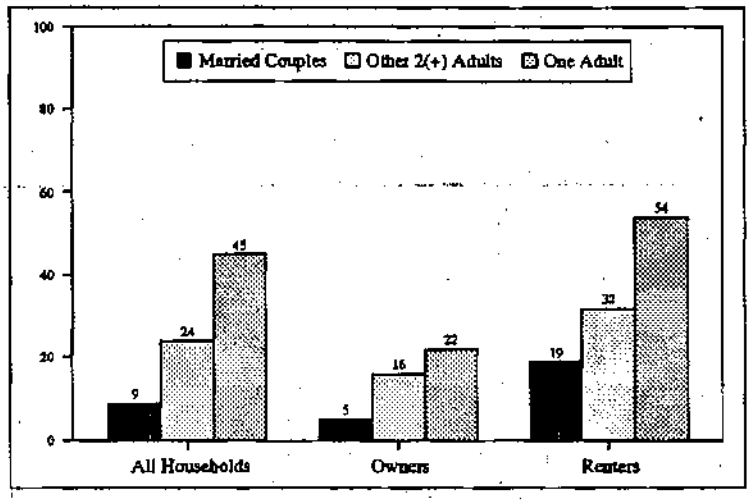
Figure 37. MEDIAN HOUSEHOLD INCOME, HOUSEHOLDS WITH CHILDREN BY TYPE AND TENURE: 1991 (in dollars)



Source: Woodward, Jeanne, "Housing America's Children in 1991," U.S. Bureau of the Census, Current Housing Reports, H121/93-6, U.S. Government Printing Office, Washington, D.C. 1993.

Regarding the quality of the housing structure, the proportion of households reporting an opinion that the structure is in "good" condition ranges from 74 percent for married-couple households, to 60 percent for households with one adult. Similarly, regarding neighborhood quality, the proportion of households with children reporting an overall opinion of the neighborhood as "good" ranges from 72 percent for married-couple families to 54 percent for households with one adult (Table 26).

Figure 38. LOW-INCOME HOUSEHOLDS WITH CHILDREN BY TYPE AND TENURE: 1991

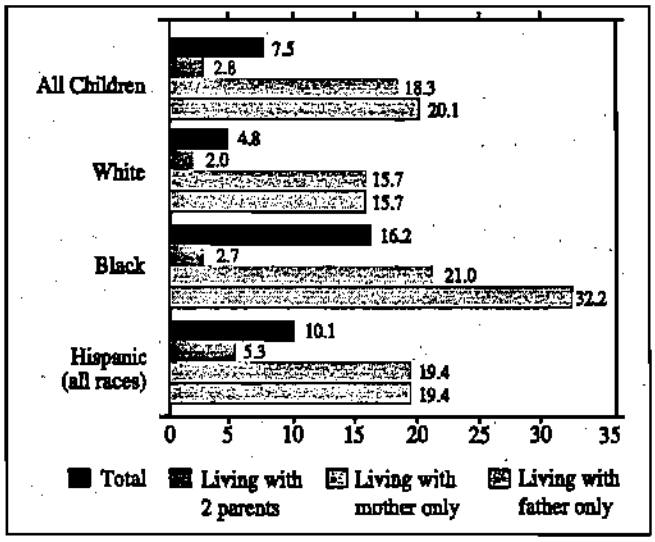


Source: Woodward, Jeanne, "Housing America's Children in 1991," U.S. Bureau of the Census, Current Housing Reports, H121/93-6, U.S. Government Printing Office, Washington, D.C. 1993

CHILDREN LIVING WITH GRANDPARENTS AND IN DOUBLED-UP FAMILIES

Overall, about 8 percent of children have a grandparent in the home, but there are large differences by parental presence (Figure 39). Only 3 percent of children in two-parent families live with a grandparent, compared to 18 percent of children in mother-only families, and 20 percent living in father-only families. Despite this large difference, it is important to emphasize that at least 80 percent of children in one-parent families do not have a grandparent in the home.

Figure 39. GRANDPARENTS IN THE HOMES OF CHILDREN: 1990



Source: Hernandez, Donald J., "We the American Children," U.S. Bureau of the Census, Series WE-10 U.S. Government Printing Office, Washington D.C. 1993.

Living with grandparents is one way in which children and their parent(s) may form a doubled-up household. For various reasons some children and their parents may live doubled-up with other relatives or with non-relatives. The reasons for doubling up seem likely to be closely connected with income, work, poverty, and/or the need for child care.

Some families with children may be doubled-up, because they do not have enough income to pay the down-payment, mortgage, or rent for a decent home of their own, or because they need someone in the home to provide child care. In other words, some children live in doubled-up families because their nuclear family needs some sort of financial or personal assistance. On the other hand, some families with children may be doubled-up because other persons in the home do not have enough income to pay for a decent home of their own, or because these other persons need their available income for some other purpose (such as health care), or because these other persons are themselves in need of personal care, such as elderly grandparents. In other words, some children live in doubled-up families because their nuclear family is providing financial or personal assistance to extended family members or friends.

It also is possible, of course, that some families live doubled-up out of a sheer personal preference for the joy of living with their extended family or with family friends. It seems likely, though, given the apparently strong preference for nuclear family living arrangements in the U.S., that most doubled-up families with children are doubled-up either because they are in need or because they must provide housing or personal care to others. Insofar as most of these families are in need of assistance, many would probably be living in poverty if they were not doubled-up, or they may be living in poverty despite the fact that they are doubled-up, in some cases because providing housing to other family or non-family members has pulled them below the poverty threshold.

Before discussing statistics on doubling-up presented in Table 27, it is necessary to describe two measurement issues that affect the interpretation of these data (See Appendix I in this chapter for a more complete discussion of these and related measurement issues).

First, estimates for 1939-1979 were calculated from the Decennial Census of the Population, and for 1979-1988 from the Current Population Survey. These two sets of estimates for 1979 differ because of differences between the two data collection systems. In general, trends from one decade to the next are best measured using data from a single data collection system. Second, the Census Bureau implemented improved measurement procedures in the Current Population Survey (CPS) during the early 1980s to better identify parent-child relationships within homes. Preliminary estimates indicate that the result was an artifactual increase in the proportion of children living in mother-child families equal to about 1.67 percent of all children. Since all of these children lived in doubled-up families, the actual increase in doubled-up one-parent families during the 1980s is overestimated with CPS data by approximately this amount.

As a consequence, it seems likely that some of the apparent increase in doubling-up during the 1980s actually occurred during the 1970s. In discussing these results, this is taken into account. In general, for the 1980s and perhaps for the 1970s, the trend in doubling-up for children, that is, changes in the proportion doubled-up, may be indicated best by changes in the combined proportion who are either doubled-up or living with no parent in the home.

Between 1939 and 1969, the proportion of children living in doubled-up families fell from 22 percent to 11 percent (Table 27). Sometime after 1969, the trend reversed, and by 1988 about 13 percent of children lived in doubled-up families. An earlier section showed that the relative poverty rate for children also fell sharply as the Great Depression was replaced by the post World War II economic boom, and that the 1950s and 1960s brought additional, albeit smaller, declines in relative poverty (Figure 28). We also saw that this three-decade trend reversed during the 1970s and 1980s as the relative poverty rate for children increased. Consequently, these results indicate that trends in doubling-up and relative poverty for children have been broadly similar during the past half-century.

The same holds true for white children. Trends in relative poverty and in doubling-up have moved roughly in parallel for white children during the past fifty years. Throughout the era black children have been much more likely than white children to be living in relative poverty and to be living doubled-up or with no parent in the home. Trends in relative poverty rates for black children have not always paralleled trends in doubling-up, however, most notably since 1969, when doubling-up was increasing despite declining or stable relative poverty. These post-1969

CHILDREN LIVING WITH GRANDPARENTS AND IN DOUBLED-UP FAMILIES (continued)

results for black children suggest that poverty per se may have become somewhat less important in doubling-up compared to other reasons for doubling-up, or that doubling-up may have become somewhat more necessary or effective as a family strategy for reducing poverty. Overall, by 1988, the proportion living in doubled-up families or with no parent in the home was about 1-in-7 for white children and nearly 1-in-3 for black children.

In addition to the sheer economic need to pay for housing, a second major reason for doubling-up may be the need for inexpensive assistance with child care. Since mother-child families may be especially likely to need housing assistance for economic reasons as well as easy access to inexpensive child care that may be provided by doubling-up, it seems likely that children in mother-child families would be especially likely to live doubled-up, and that the trends in doubling-up might be broadly similar to trends in the proportion of children living in mother-child families.

Results from a preceding section (Table 19) showed that the proportion of children in mother-child families remained about constant between the Great Depression and 1959, but then increased during each decade from 1959 to 1988. Table 27 shows the proportion of children living in doubled-up one-parent families remained about constant for an additional decade, that is, from 1939 to about 1969. Only during the past two decades has the proportion of children in doubled-up one-parent families increased.

Hence, the overall decline in the proportion of children living doubled-up between 1939 and 1969 can be fully accounted for by the decline in the proportion living in doubled-up two-parent families. The post World War II economic boom brought substantial declines in doubling-up, while the proportion of children living in mother-child families changed little during these decades. The historic increase in mother-child families began after 1959, but it was not until a decade later, that is, after 1969, that the historic trend in doubling-up was reversed. These results suggest that relative poverty declines tend to foster undoubling, while relative poverty increases tend to foster increased doubling-up.

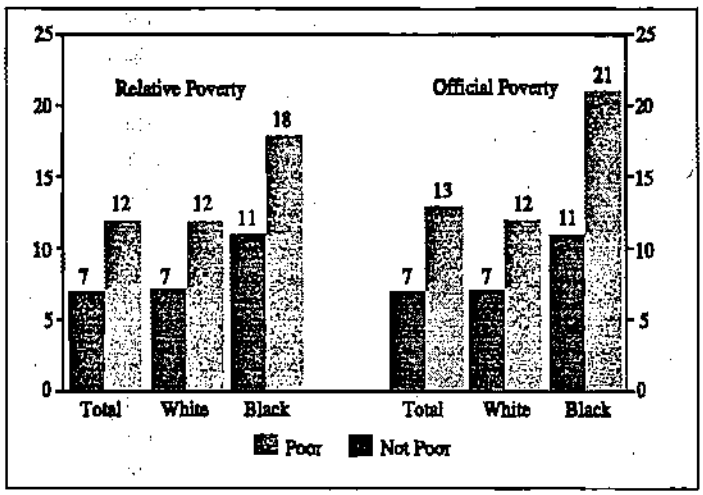
Nevertheless, the post-1969 increases in doubling-up occurred through increases in children living in doubled-up one-parent families, since the proportion of children living in doubled-up two-parent families remained stable or declined during the 1970s and 1980s. Hence, at least during the past two decades it appears that doubling-up may have been especially necessary for families that both lived in poverty and needed easy access to inexpensive child care, that is, families with only one parent in the home.

POVERTY, WORK STATUS, AND FAMILY BREAK-UP AND DOUBLING-UP

Using relative poverty thresholds to measure poverty status in the initial month of two-year periods during the mid-1980s, the Census Bureau's Survey of Income and Program Participation (SIPP) provides results showing the chances that a two-parent family household will discontinue within two years. Such family households cease to exist mainly when the parents experience a marital separation (family break-up), or when the family moves into the home of other relatives or non-relatives, in a doubled-up housing situation.

In the mid-1980s, two-parent family households were almost twice as likely to discontinue within two years if they were relatively poor than if they were not relatively poor, at 12 versus 7 percent (Figure 40). Among white two-parent families, the corresponding discontinuation rates were 12 versus 7 percent, but among blacks these rates were substantially larger at 18 versus 11 percent. Estimates based on official poverty rates were quite similar. Officially poor two-parent family households were about twice as likely to discontinue within two years as non-poor ones, at 13 versus 7 percent, and the corresponding estimates were 12 and 7 percent for whites, but 21 and 11 percent for blacks. These results suggest that stresses associated with economic insecurity or need, as reflected in having below-poverty income, contribute substantially to the break-up and doubling-up of two-parent families.

Figure 40. PERCENT OF TWO-PARENT FAMILIES THAT DISCONTINUED WITHIN TWO YEARS BY POVERTY STATUS: MID-1980s

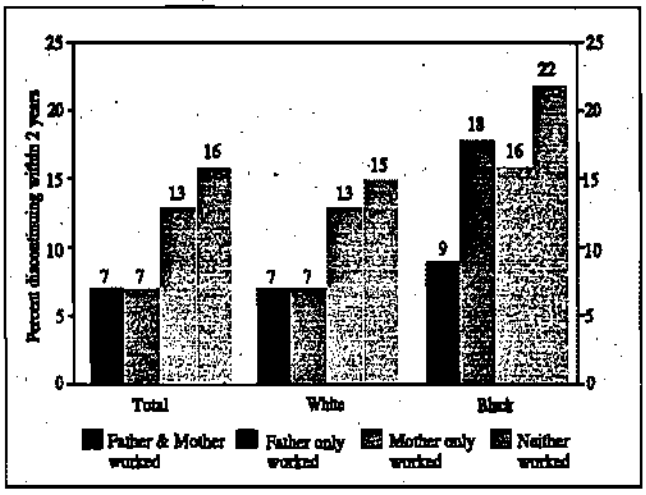


Source: Hernandez, Donald J., "Studies in Household and Family Formation — When Households Continue, Discontinue, and Form," U.S. Bureau of the Census, Current Population Reports, Series P-23, No.179, U.S. Government Printing Office, Washington D.C. 1992; and unpublished estimates.

POVERTY, WORK STATUS, AND FAMILY BREAK-UP AND DOUBLING-UP (continued)

Joblessness among fathers, also measured in the initial month of two-year periods, has a similar effect on family discontinuation (Figure 41). The two-year discontinuation rate is 7 percent in families where only the father worked, or where both the father and mother worked, but it climbed to 13-16 percent among families where the mother only worked or where neither parent worked. The pattern was similar for whites. Seven percent of two-parent families with a working father discontinued within two years, compared to 13-15 percent if the father did not work. Among blacks, however, the pattern was notably different, since a two-year discontinuation rate as low as 9 percent was found only if both the husband and the wife worked. The Black two-year discontinuation rates were 16-22 percent if only one parent worked or if neither parent worked (Differences between 16, 18, and 22 percent are not statistically significant, and the difference between 9 and 16 percent is not statistically significant).

Figure 41. PERCENT OF TWO-PARENT FAMILIES THAT DISCONTINUED WITHIN TWO YEARS BY WHETHER FATHERS AND MOTHERS WORKED: MID-1980s

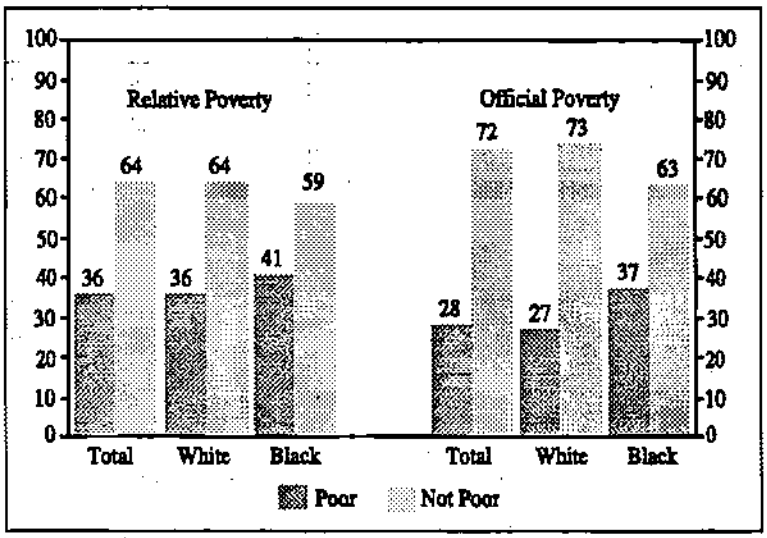


Source: Hernandez, Donald J., "Studies in Household and Family Formation — When Households Continue, Discontinue, and Form," U.S. Bureau of the Census, Current Population Reports, Series P-23, No.179, U.S. Government Printing Office, Washington D.C. 1992.

In so far as stresses associated with economic insecurity or need contribute to the discontinuation of two-parent families, these results suggest the level of security achieved by white two-parent households where only the husband works may not have been reached by black two-parent households, on average, unless both the black husband and wife worked. If so, the reasons may be that black men had a much lower average income than white men. For example, among married, spouse present, men who worked year-round full-time in 1990, the median income of blacks was 23 percent less than for whites, at $24,960 versus $32,464, respectively (DeNavas and Weinfak, 1991).

Because poor two-parent families are much more likely to discontinue than non-poor ones, many children in poor mother-child family households newly-formed through marital separation have mothers who lived in poverty before the marital separation. Using relative poverty thresholds to measure poverty status in the initial and final months of one-year periods in the mid-1980s indicates the following (Figure 42).

Figure 42. CHILDREN IN POOR MOTHER-CHILD FAMILIES FORMED WITHIN THE LAST YEAR THROUGH MARITAL SEPARATION, PERCENT OF MOTHERS WHO WERE POOR ONE YEAR EARLIER IN PREVIOUS TWO-PARENT FAMILY: MID-1980s



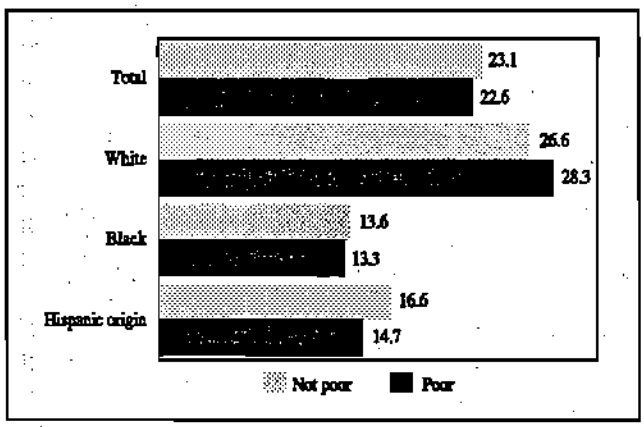
Source: Hernandez, Donald J., "Studies in Household and Family Formation — When Households Continue, Discontinue, and Form." U.S. Bureau of the Census, Current Population Reports, Series P-23, No.179, U.S. Government Printing Office, Washington D.C. 1992; and unpublished estimates.

POVERTY, WORK STATUS, AND FAMILY BREAK-UP AND DOUBLING-UP (continued)

For children in relatively poor mother-child family households that were formed within the past year through a marital separation, the proportion whose mothers also had been relatively poor in their two-parent family household one year earlier was 36 percent overall, 36 percent for whites, and 41 percent for blacks. Corresponding estimates for officially poor children are somewhat smaller but still substantial in magnitude, at 28 percent overall, 27 percent for whites, and 37 percent for blacks. In short, a large proportion of children in poor mother-child families newly-formed through marital separation were already poor in their two-parent family prior to the marital separation, because the father and mother did not earn enough income to lift the family out of poverty.

Having discussed discontinuation rates among two-parent families, it also is valuable to focus on discontinuation rates among one-parent, mother-child families (Figure 43). These families discontinue mainly when the mother marries, or when the family moves into a doubled-up family situation. Overall, the two-year discontinuation rate for mother-child families was 23 percent regardless of whether or not the family was officially poor. Among whites, two-year discontinuation rates were essentially identical at 27-28 percent, for officially poor and not poor mother-child families, and among blacks the two-year discontinuation rates also were essentially identical at 13-14 percent for officially poor and not poor mother-child families.

Figure 43. PERCENT OF POOR AND NON-POOR MOTHER-CHILD FAMILIES DISCONTINUING WITHIN TWO YEARS, BY RACE AND HISPANIC ORIGIN: MID-1980s



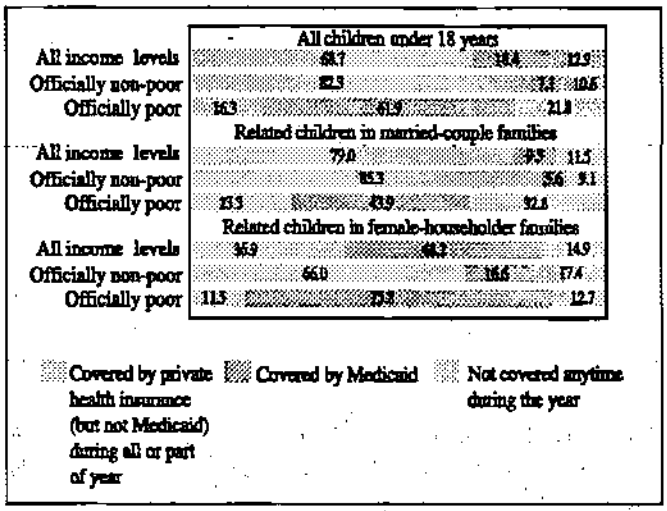
Source: Hernandez, Donald J., "Studies in Household and Family Formation — When Households Continue, Discontinue, and Form," U.S. Bureau of the Census, Current Population Reports, Series P-23, No.179, U.S. Government Printing Office, Washington D.C. 1992.

Although official poverty status is not related to the chances that mother-child families will discontinue, it is important to note the large size of these dissolution rates. Over a two-year period, nearly 1-in-4 existing mother-child family households discontinue, either through marriage or doubling-up, only to be replaced by newly-formed mother-child households. Among whites more than 1-in-4 existing mother-child family households discontinue and are replaced by new ones within two years, and among blacks nearly 1-in-7 mother-child family households are replaced by new ones within two years. In short, the turnover rate for mother-child family households is quite high: at any given time nearly 1-in-4 were formed during the preceding two years, and nearly 1-in-4 will cease to exist during the subsequent two years.

OFFICIAL POVERTY AND HEALTH INSURANCE COVERAGE

As health care costs rise, health insurance coverage has become increasingly important for children. Despite the substantial work among all parents, 13 percent of children in 1990 were not covered by health insurance anytime during the year (Figure 44). Among officially poor children, a large 22 percent were not covered anytime during the year, and even among officially non-poor children, 11 percent were not covered.

Figure 44. HEALTH INSURANCE COVERAGE, BY OFFICIAL POVERTY STATUS AND FAMILY TYPE FOR CHILDREN UNDER 18 YEARS: 1990



Source: Littman, Mark S., "Poverty in the United States: 1990," U.S. Bureau of the Census, Series P60-175, U.S. Government Printing Office, Washington D.C., 1991

Many children who were covered by health insurance depended at least partly on government-supported Medicaid, 18 percent overall, 44 percent for officially poor children in married-couple families, and 76 percent for officially poor children in female-householder families. Despite Medicaid, however, 13 percent of officially poor children in female-householder families were not covered by health insurance at all during the year, and a large 33 percent of officially poor children in two-parent families were not covered. These last results suggest the possibility that, at least among poor two-parent families with medical problems, the need for health care and Medicaid eligibility rules may act as an incentive for family break-up.

CHILDREN WITH DISABILITIES

Questions about the disability status of children were asked of parents or guardians of children less than 22 years of age in the 1990 and 1991 panels of the Survey of Income and Program Partucipation (This disability section is drawn directly from, McNeil, 1993, pp. 13-14). Questions about "any limitations at all in the usual kind of activities done by most children their age" and "received therapy or diagnostic services designed to meet their developmental needs" were asked about children 0 to 6 years of age. A question about "limitations in their ability to do regular school work" was asked about children 6 to 21 years of age, and a question about "a long lasting condition that limits their ability to walk, run, or use stairs" was asked about children 3 to 14 years of age.

The disability rate among children 0 to 2 years old was 2.2 percent [Tables 28]. The proportion with a limitation in usual kind of activity was 1.3 percent, and 1.6 percent received therapy or services for developmental needs. (The latter figure is not statistically different from either of the two preceding figures). The proportion identified as having a severe disability (a limitation caused by autism, cerebral palsy, or mental retardation) was 0.4 percent (Table 30).

The disability rate among children 3 to 5 years was 5.2 percent. The proportion with a limitation in usual kind of activity was 2.6 percent, and 4.3 percent had received therapy or services for developmental needs (The latter figure is not statistically different from the overall figure of 5.2 percent). The proportion identified as "limited in their ability to walk, run, or use stairs" was 1.3 percent. The proportion with a severe disability was 0.7 percent, not statistically different from the rate for children 0-2 years old.

Children 6 to 14 years of age had a disability rate of 6.3 percent. The proportion who were limited in their ability to do regular school work was 5.4 percent, and 1.6 were limited in their ability to walk, run, or use stairs. (The latter figure is not statistically different from the comparable figure for children 3 to 5 years old.) The proportion with a severe disability was 1.3 percent. (The latter figure is not statistically different from the preceding figure).

The disability status of persons 15 to 21 years of age was measured by direct questions about functional limitation, ADL limitations, IADL limitations, and the use of special aids. If the person lived with a parent or guardian, disability status was also measured by a question of the parent or guardian concerning the child's ability to do regular school work. The overall disability rate among persons 15 to 17 years of age (as determined both by direct questions and questions asked of parents) was 9.3 percent. The proportion identified as having a limitation of their ability to do regular school work was 4.4 percent.

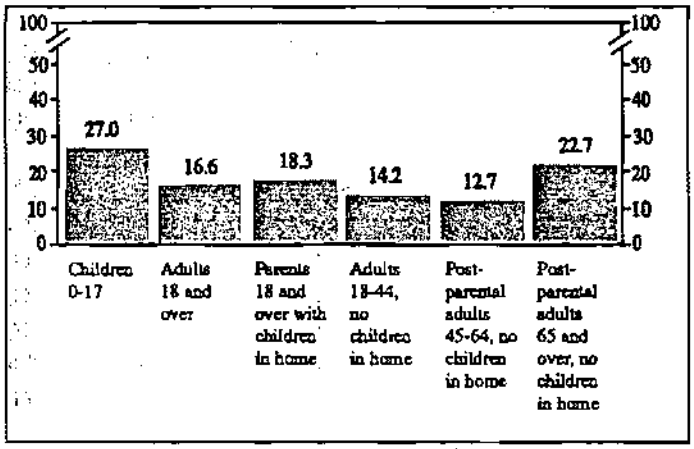
CHILDREN AS THE UNIT OF STATISTICAL ANALYSIS

Through much of this chapter, children have been used as the unit of analysis, and it may seem obvious that research about children should be conducted in this fashion. Until very recently, however, most social, economic, and demographic studies involving children actually have used parents, adults, or families as the unit of statistical analysis, an approach which in some situations can be quite misleading if the interest actually is in children (Hernandez, 1986, Qvortrup, 1993).

Figure 45 shows, for example, the relative poverty rates in 1988 for (1) children age 0-17, (2) adults 18 and over, (3) parents 18 and over with children in the home, (4) adults age 18-44 with no children in the home, (5) post-parental adults age 45-64 with no children in the home, and (6) post-parental adults 65 years and over with no children in the home. The results show that 27 percent of children lived in relative poverty, compared to only 18 percent of parents. For most other adults, the relative poverty rate was still lower at 13-14 percent for adults age 18-64 with no children in the home.

At the opposite economic extreme, Figure 46 shows the percent living in luxury (with family incomes at least 50 percent higher than the median, with family size adjustments). In 1988, 22 percent of children lived in luxury, compared to 30 percent of parents, and 45-50 percent of adults age 18-64 with no children. These statistics show that distribution of economic living levels of children is quite different from that of parents, and even more different from that of adults without children in the home.

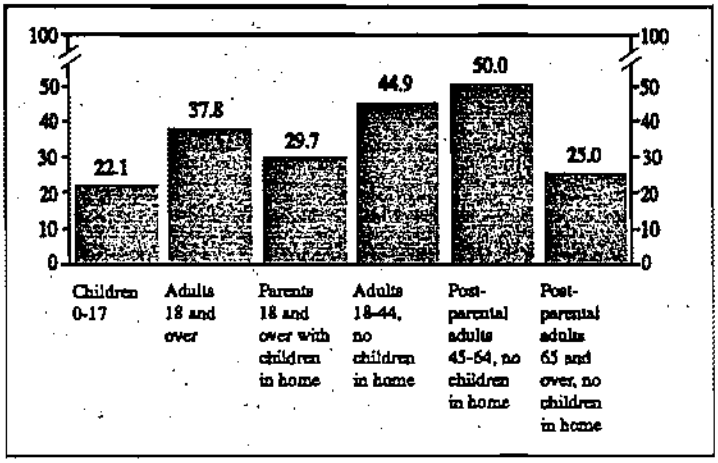
Figure 45. PERCENT IN RELATIVE POVERTY FOR CHILDREN AND ADULTS: 1988



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

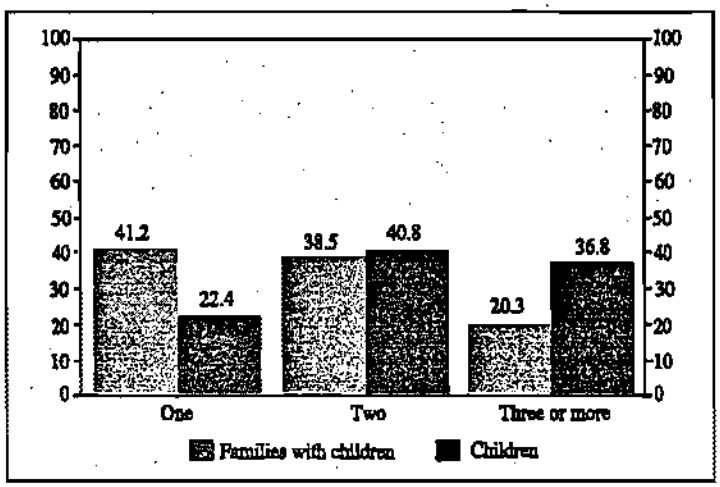
Figure 47 shows, for families with children and for children themselves, the proportions which have specific numbers of children in the home. In 1991, 41 percent of families with children included exactly one child, but only 22 percent of children lived in families where they were the lone child. At the opposite extreme, only 20 percent of families with children had three or more children present, but 37 percent of children lived in families with a total of at least three children.

Figure 46. PERCENT WITH LUXURY LEVEL INCOME FOR CHILDREN AND ADULTS: 1988



Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993.

Figure 47. PERCENT WITH ONE, TWO, AND THREE OR MORE CHILDREN IN THE HOME FOR CHILDREN AND FAMILIES WITH CHILDREN: 1993



Source: Rawlings, Steve W., "Household and Family Characteristics: March 1993," U.S. Bureau of the Census, Current Population Reports, P20-477, U.S. Government Printing Office, Washington D.C. 1994.

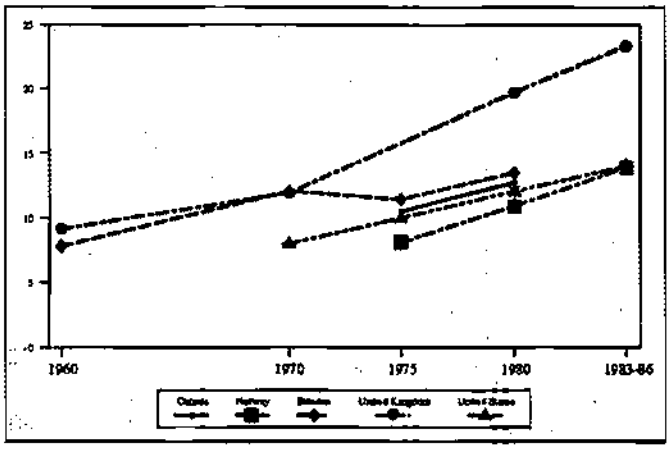
These statistics show clearly that at least for some topics of research, it makes an enormous difference whether the unit of analysis is children or some other adult-based measure.

In order to provide the public with basic annual statistics on the living arrangements of children, the U.S. Bureau of the Census in 1984 began publishing a table of statistics from the Current Population Survey using children as the unit of analysis. The most recent published table presents statistics for children by age, race, and Hispanic origin on number of siblings in the home, age, education, and employment status of parents in the home, the presence of other adults in the home, family income, poverty, geographic area of residence, tenure of housing unit, and whether the unit is a public housing unit (Saluter, 1994).

CHILDREN AND PUBLIC POLICY

One example of the critical importance of public policy for children is reflected in a series of international comparisons. Figure 48 shows that the proportion of children living in single-parent families has been increasing substantially not only in the U.S. but in a range of developed countries. Similarly, Figure 49 shows there have been wide-spread increases in the percentage of births occurring to unmarried mothers, although there are large differences in levels across countries.

Figure 48. PERCENTAGE OF CHILDREN IN SINGLE-PARENT FAMILIES: 1960 TO 1986



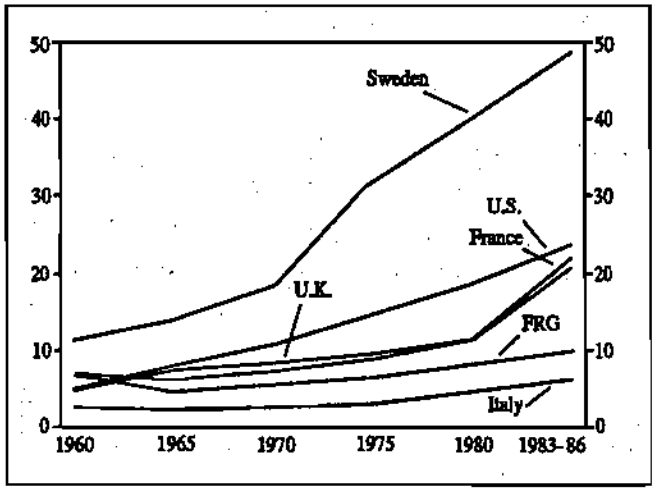
Note: All data for the United Kingdom refer to Great Britain. Data for 1983 to 1986 for the United Kingdom refer to 1986, to 1983 for Norway, and 1985 for the United States. Children are defined as follows: Canada - age 0 to 24 years; Norway - under age 20; Sweden - 18 years and under for 1960, 1970 and 1975, and 15 years and under for 1980; United Kingdom under age 16 or aged 16 to 18 and in full-time education; United States - under age 18.

Source: Hobbs, Frank and Laura Lippman, "Children's Well-Being: An International Comparison," U.S. Bureau of the Census, International Population Reports, Series P85, 80, U.S. Government Printing Office, Washington, D.C., 1990.

CHILDREN AND PUBLIC POLICY (continued)

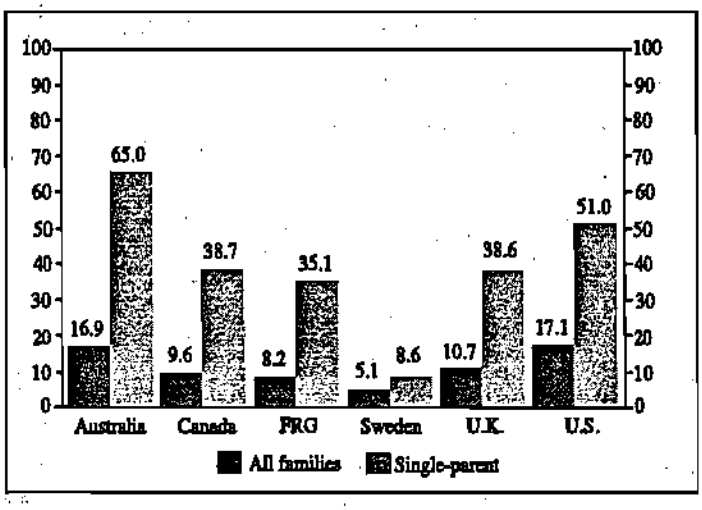
Figure 50 shows there also are enormous differences in poverty (measured in a fashion differing slightly from the official U.S. poverty concept). For example, U.S. children around 1980 were more than three times as likely as Swedish children to be living in poverty (17 versus 5 percent), and U.S. children in single-parent families were more than five times as likely as corresponding Swedish children to be living in poverty (51 versus 9 percent).

Figure 49. PERCENTAGE OF TOTAL BIRTHS TO UNMARRIED WOMEN: 1960 TO 1986



Source: Hobbs, Frank and Laura Lippman, "Children's Well-Being: An International Comparison," U.S. Bureau of the Census, International Population Reports, Series P95, 80, U.S. Government Printing Office, Washington, D.C., 1990.

Figure 50. POVERTY AMONG CHILDREN, BY FAMILY TYPE: CIRCA 1980

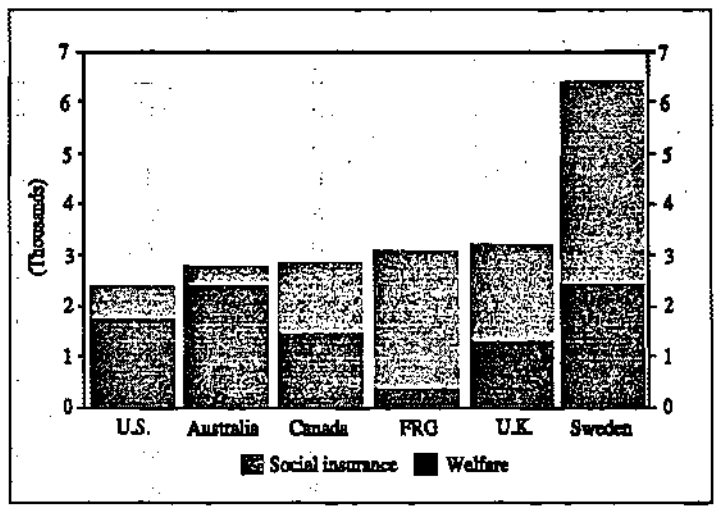


Source: Hobbs, Frank and Laura Lippman, "Children's Well-Being: An International Comparison," U.S. Bureau of the Census, International Population Reports, Series P95, 80, U.S. Government Printing Office, Washington, D.C., 1990.

What accounts for these differences in poverty rates? Part of the difference is no doubt due to the low levels of support provided by government transfers to poor families with children in the U.S. compared to Sweden. In the U.S. around 1980, the average poor family with children received only about $2400 per year in government transfers compared to $6400 in Sweden (Figure 51). An additional part of the difference is no doubt due to the low proportion of poor families with children receiving any government transfers. Among the countries included in Figure 52, only 73 percent of poor families with children in the U.S. received government transfers—27 percent received none—while in all the other countries 99-100 percent of poor families with children received government transfers.

These comparisons suggest the enormously important effect that social policies may have on the economic welfare of children. It is not difficult to imagine that a wide range of additional policies also have important consequences for the intellectual, physical, and socio-emotional development and functionning of children.

Figure 51. GOVERNMENT TRANSFERS TO POOR FAMILIES WITH CHILDREN: CIRCA 1980 (in 1979 U.S. Dollars (thousands))



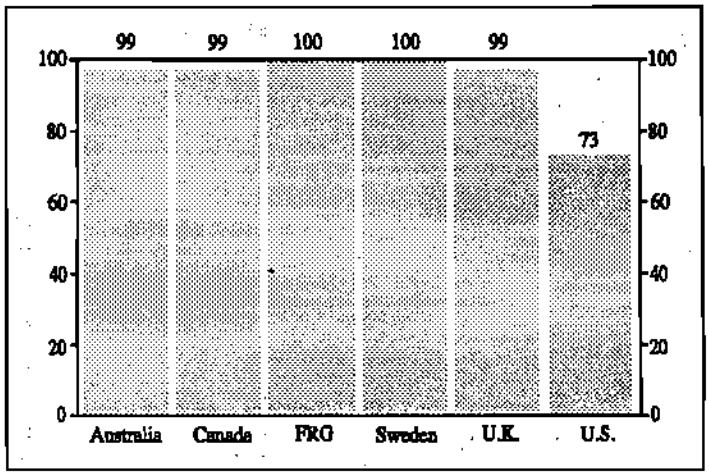
Note: Poverty determined before taxes.

Source: Hobbs, Frank and Laura Lippman, "Children's Well-Being: An International Comparison," U.S. Bureau of the Census, International Population Reports, Series P95, 80, U.S. Government Printing Office, Washington, D.C., 1990.

CHILDREN AND PUBLIC POLICY (continued)

For example, the economic situation of children, and hence the development and functioning of children, may be affected greatly by tax laws (depending on how progressive or regressive tax rates are), by minimum wage laws (which set a lower limit on wages that can be paid to adults, and hence to parents), and by a wide range of economic policies that influence the amount of inequality in the income distribution, and hence the economic inequality experienced by children. The physical and interpersonal living situation of children also may be affected greatly by government policies concerning the quality and cost of housing, the time available for parental or family leave, the quality and cost of pre-school education, and the quality, cost, and access to health care.

Figure 52. PERCENT OF PRE-TAX TRANSFER POOR WHO RECEIVE TRANSFERS



Source: Hobbs, Frank and Laura Lippman, "Children's Well-Being: An International Comparison," U.S. Bureau of the Census, International Population Reports, Series P95, 80, U.S. Government Printing Office, Washington, D.C., 1990.

In short, although most public policies are developed, implemented, and evaluated with little attention to their consequences for children, it seems likely that an extremely wide range of public policies may, in fact, have important consequences for the current well-being and future development of children. This suggests that statistics on children may be of great value both to scholars and to policy-makers interested in how public policies interact with other social and economic changes and in the consequences of public policies themselves.

HISTORICAL AND IMPORTANT FUTURE STATISTICS ON CHILDREN

As a practical matter, how can statistics on children be obtained? Many important questions about children can be answered by re-analyzing existing data bases (censuses, registration systems, surveys) using children as the unit of analysis. This is how the research for *America's Children: Resources from Family, Government, and the Economy* (Hernandez, 1993) was conducted (See Appendix II). This research became possible only a decade ago with the advent of microdata files for the 1940 and 1950 U.S. censuses.

Analyzing existing data can be very valuable, but it has limits, because it depends on the kinds of data already collected, and very little data have been collected on children themselves. To help improve this situation and to provide a basis for assessing welfare and health care reforms that may occur in the U.S. in the near future, the U.S. Bureau of the Census is planning a new Survey of Program Dynamics (SPD) collecting panel data for all the persons in a 20,000 household national sample on an annual basis for the period 1993-2002.

Extremely detailed data would be collected on the timing and income received from participation in the full range of government welfare programs, on the timing and income received from paid work by parents and other household members, and on changes in family composition. Most important for the current report, plans are being considered for collecting data on children's school enrollment, math and reading skills, social development, positive behaviors and behavior problems, health status, etc.

If major welfare and health care reforms are implemented during the coming years, these data can be a valuable vehicle for assessing the success of the reforms along a variety of dimensions, including their consequences for the development and well-being of children. With data collection beginning in 1993, this survey can provide baseline data for several years before major reforms occur. It can provide a "moving picture" of dynamic changes as they occur in parental employment, welfare program participation, and children's outcomes, and it can provide the basis for assessing short-term and medium-term consequences of such changes for the well-being and development of children.

CONCLUDING OBSERVATIONS

The past 10-15 years brought rapid and wide-spread increases in social science interest and research regarding the circumstances of children and the nature of childhood (Hernandez, 1986; Qvortrup, 1993; Qvortrup, Bardy, Sgritta, and Wintersberger, 1994). This blossoming of children and childhood as an object of scientific study goes hand-in-hand with increasing interest in the consequences for children of a wide range of social, economic, and demographic changes, and of social welfare and health policies.

In closing this chapter, then, it seems appropriate to highlight two reasons for policy-makers and researchers to direct attention toward children. First, although most past research and policy interest has focused on adults, children are people too. Hence, insofar as policy-makers and researchers are interested in human welfare, children also should be an explicit focus of their research and policy deliberations. Second, the children of today are the adults of tomorrow. Hence, insofar as research and social policy are concerned with the quality of future citizens, future workers, and future parents, they should focus explicitly on the development and well-being of today's children.

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Table 1. ESTIMATES AND PROJECTIONS OF THE POPULATION BY AGE, RACE, AND HISPANIC ORIGIN: 1900 - 2050
(Numbers in thousands)

	1900	1910	1920	1930	1940	1950	1960	1970
Total, All ages	76,094	92,407	106,461	123,077	132,122	151,684	180,671	204,879
White	66,900	82,137	95,510	110,559	118,629	135,984	160,023	179,491
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	19,006	22,787
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Under 18	30,715	35,061	39,622	43,008	40,359	47,060	64,525	69,702
White	26,496	30,609	35,150	38,162	35,459	41,289	55,745	59,197
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	8,102	9,537
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
18 to 64	42,280	53,360	61,910	73,364	82,732	92,262	99,471	115,092
White	37,581	47,823	55,775	66,090	74,731	83,219	88,873	101,923
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	9,715	11,694
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
65 and over	3,099	3,986	4,929	6,705	9,031	12,362	16,675	20,085
White	2,823	3,705	4,585	6,307	8,439	11,476	15,405	18,371
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	1,189	1,556
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
PERCENT								
Total, All ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 18	40.4	37.9	37.2	34.9	30.5	31.0	35.7	34.0
18 to 64 years old	55.6	57.7	58.2	59.6	62.6	60.8	55.1	56.2
65 and over	4.1	4.3	4.6	5.4	6.8	8.1	9.2	9.8
Total, All ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
White	87.9	88.9	89.7	89.8	89.8	89.6	88.6	87.6
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	10.5	11.1
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Under 18	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
White	86.3	87.3	88.7	88.7	87.9	87.7	86.4	84.9
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	12.6	13.7
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
18 to 64	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
White	88.9	89.6	90.1	90.1	90.3	90.2	89.3	88.6
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	9.8	10.2
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
65 and over	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
White	91.1	93.0	93.0	94.1	93.4	92.8	92.4	91.5
White non hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
Black	(na)	(na)	(na)	(na)	(na)	(na)	7.1	7.7
Hispanic	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)

(na) not available.

Sources: "Historical Statistics of the United States, Colonial Times to 1970" Bicentennial Edition, Part 1, Series A29-42, U.S. Bureau of the Census, Washington D.C. 1975.

U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 311, "Estimates of the Population of the United States, by Single Years of Age, Color, and Sex: 1900 to 1959." U.S. Government Printing Office, Washington D.C. 1965.

U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 519 "Estimates of the Population of the United States,

Table 1. CONTINUED

1980	1990	2000	2010	2020	2030	2040	2050
227,726	249,924	276,241	300,431	325,942	349,993	371,505	392,031
195,556	209,516	226,267	240,297	254,791	267,457	277,232	285,591
181,493	188,904	197,872	203,441	208,280	210,480	209,148	205,849
26,890	30,747	35,469	40,224	45,409	50,596	55,917	61,586
14,887	22,578	31,166	40,525	51,217	62,810	75,130	88,071
63,685	64,185	71,789	73,618	77,776	83,038	86,794	91,754
52,492	51,336	55,887	55,282	56,761	59,163	60,071	62,084
47,125	44,146	45,949	42,978	41,842	41,375	39,622	38,827
9,464	9,895	11,481	12,474	13,779	15,195	16,621	18,262
5,682	7,886	10,938	13,543	16,473	19,654	22,623	25,754
138,334	154,515	169,130	186,709	194,818	196,780	207,697	220,168
119,762	130,038	139,023	150,048	152,282	148,999	153,303	158,525
111,750	117,701	122,34	128,178	125,033	116,772	115,017	113,425
17,264	18,347	21,069	24,315	26,767	28,574	31,557	34,956
8,482	13,527	18,303	24,064	29,997	35,540	42,287	49,865
25,707	31,224	35,322	40,104	53,348	70,175	77,014	80,109
23,302	28,142	31,357	34,967	45,748	59,295	63,858	64,982
22,618	27,057	29,575	32,285	41,405	52,333	54,509	53,597
162	2,505	2,919	3,435	4,863	6,827	7,739	8,368
723	1,165	1,925	2,918	4,747	7,616	10,220	12,452
100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
28.0	25.7	26.0	24.5	23.9	23.7	23.4	23.4
60.7	61.8	61.2	62.1	59.8	56.2	55.9	56.2
11.3	12.5	12.8	13.3	16.4	20.1	20.7	20.4
100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
85.9	83.8	81.9	80.0	78.2	76.4	74.6	72.8
79.7	75.6	71.6	67.7	63.9	60.1	56.3	52.5
11.8	12.3	12.8	13.4	13.9	14.5	15.1	15.7
6.5	9.0	11.3	13.5	15.7	17.9	20.2	22.5
100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
82.4	80.0	77.8	75.1	73.0	71.2	69.2	67.7
74.0	68.8	64.0	58.4	53.8	49.8	45.7	42.3
14.9	15.4	16.0	16.9	17.7	18.3	19.1	19.9
8.9	12.3	15.2	18.4	21.2	23.7	26.1	28.1
100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
86.6	84.2	82.2	80.4	78.2	75.7	73.8	72.0
80.8	76.2	72.3	68.7	64.2	59.3	55.4	51.5
12.5	11.9	12.5	13.0	13.7	14.5	15.2	15.9
6.1	8.8	10.8	12.9	15.4	18.1	20.4	22.6
100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
90.6	90.1	88.8	87.2	85.8	84.5	82.9	81.1
88.0	86.7	83.7	80.5	77.6	74.6	70.8	66.9
0.6	8.0	8.3	8.6	9.1	9.7	10.0	10.4
2.8	3.7	5.4	7.3	8.9	10.9	13.3	15.5

By Age, Sex, and Race: April 1, 1960 to July 1, 1973", U.S. Government Printing Office, Washington D.C. 1974.
U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 1095, "U.S. Population Estimates, by Age, Sex, Race, and Hispanic Origin: 1980 to 1991," U.S. Government Printing Office, Washington, D.C. 1993.
Day, Jennifer Cheeseman, "Population Projections of the United States, by Age, Sex, Race, and Hispanic Origin: 1993 to 2050," U.S. Bureau of the Census, Current Population Reports, P25-1104, U.S. Government Printing Office, Washington D.C. 1993.

Table 2: RACE AND HISPANIC ORIGIN OF CHILDREN, 1990 (Percent distribution of children under 18 years old)

White, not Hispanic	69.1
Black, not Hispanic	14.7
American Indian, Eskimo, and Aleut	1.0
Asian and Pacific Islander	3.1
Pacific Islander	7.1
Other Asian	15.5
Vietnamese	9.5
Korean	12.1
Asian Indian	11.2
Japanese	7.8
Filipino	18.7
Chinese	18.9
Hispanic (of any race)	12.0
Other Hispanic origin	8.1
South American	3.3
Central American	4.9
Dominican Republic	2.2
Cuban	2.6
Puerto Rican	12.2
Mexican	66.7

Source: Hernandez, Donald J., "We the American Children," U.S. Bureau of the Census, Series WE-10, U.S. Government Printing Office, Washington, D.C. 1993.

Table 3: FOREIGN-BORN POPULATION BY COUNTRY OF BIRTH, 1900 - 1990 (numbers in thousands)

Census Year	Total	Foreign-born Population	Percent of Total Population
1900	76,212	10,445	13.7
1910	92,229	13,630	14.8
1920	106,022	14,020	13.2
1930	123,203	14,283	11.6
1940	132,165	11,657	8.8
1950	150,845	10,431	6.9
1960	179,326	9,738	5.4
1970	203,210	9,619	4.7
1980	226,546	14,080	6.2
1990	248,710	19,767	7.9

Largest Foreign-Born Groups by Country of Birth: 1990 Census

Country	Number	Percent of total foreign-born
Mexico	4,298	21.7
Philippines	913	4.6
Canada	745	3.8
Cuba	737	3.7
Germany	712	3.6
United Kingdom	640	3.2
Italy	581	2.9
Korea	568	2.9
Vietnam	543	2.7
China	530	2.7
El Salvador	465	2.4
Other	9,035	45.7
Total	19,767	100.0

Note: 1910-50 shown for the foreign-born white population.

Source: U.S. Bureau of the Census. Census of Population: 1970, Vol. I, Characteristics of the Population, Part 1. United States Summary Section 1. U.S. Government Printing Office, Washington, D.C. 1973. Table 68.
U.S. Bureau of the Census. Census of Population: 1980, Vol. I. Characteristics of the Population, PC80-1-C1. U.S. Government Printing Office, Washington, D.C. 1981. Table 79.
Lapham, Susan J., "We the American Foreign Born." U.S. Bureau of the Census. Series WE-7, U.S. Government Printing Office, Washington, D.C. 1993, Figure 3.

Table 4: PERCENT OF THE POPULATION RESIDING IN URBAN, RURAL, RURAL FARM, AND RURAL NONFARM AREAS: 1790 - 1990 (numbers in thousands)

Year	Urban	Rural	Farm	Nonfarm
1790	5.1	94.9	(na)	(na)
1800	6.1	93.9	(na)	(na)
1810	7.3	92.7	(na)	(na)
1820	7.2	92.8	(na)	(na)
1830	8.8	91.2	(na)	(na)
1840	10.8	89.2	(na)	(na)
1850	15.3	84.7	(na)	(na)
1860	19.8	80.2	(na)	(na)
1870	25.7	74.3	(na)	(na)
1880	28.2	71.8	(na)	(na)
1890	35.1	64.9	39.3	25.6
1900	39.6	60.4	39.2	21.2
1910	45.6	54.4	34.8	19.6
1920	51.2	48.8	30.2	18.7
1930	56.1	43.9	24.8	19.1
1940	56.5	43.5	23.1	20.4
1950	64.0	36.0	15.2	20.8
1960	69.9	30.1	7.5	22.6
1970	73.6	26.4	4.1	22.3
1980	73.7	26.3	2.5	23.8
1990	72.8	27.2	1.9	25.3

(na) Not available.
Note: For current and previous urban and farm definitions see appendix A, Current Population Report, P20-457.
Source: Dahmann, Donald C. and Dacquel, Laarnit, "Residents of Farms and Rural Areas: 1990, " U.S. Bureau of the Census, Current Population Reports, Series P20-457, U.S. Government Printing Office, Washington, D.C. 1992, Tables 1 and 2.

Table 5: PERCENT OF THE POPULATION INSIDE AND OUTSIDE METROPOLITAN AREAS BY RACE, HISPANIC ORIGIN, AND AGE, 1990

	Total persons (000)	Outside metropolitan areas			Inside metropolitan areas	
		Total	Urban	Rural	In Central Cities	Not In Central Cities
ALL RACES						
Total	248,710	22.5	8.4	14.1	31.3	46.2
Under 18 years	63,605	23.5	8.3	15.1	30.2	46.4
18-64 years	153,863	21.3	7.9	13.4	31.8	46.8
65 years and over	31,242	26.4	10.7	15.6	30.9	42.8
WHITE						
Total	199,686	24.4	8.8	15.7	25.8	49.8
Under 18 years	47,628	26.1	8.7	17.4	22.6	51.3
18-64 years	124,206	23.2	8.3	14.9	26.6	50.2
65 years and over	27,852	27.2	11.0	16.2	27.7	45.1
BLACK						
Total	29,986	16.2	7.3	8.9	57.3	26.5
Under 18 years	9,584	17.0	7.9	9.1	56.7	26.3
18-64 years	17,893	15.1	6.8	8.3	57.3	27.6
65 years and over	2,509	20.9	9.1	11.8	59.4	19.7
WHITE, NOT HISPANIC						
Total	188,128	25.3	9.0	16.4	24.4	50.3
Under 18 years	43,807	27.4	8.9	18.5	20.5	52.1
18-64 years	117,270	24.0	8.5	15.5	25.3	50.7
65 years and over	27,051	27.7	11.1	16.5	27.0	45.3
HISPANIC*						
Total	22,354	9.6	5.6	4.0	51.5	38.9
Under 18 years	7,758	10.5	6.1	4.4	50.6	38.9
18-64 years	13,435	8.9	5.2	3.8	51.8	39.2
65 years and over	1,161	11.4	6.8	4.6	53.3	35.3

Note: *Persons of Hispanic origin may be of any race.
Source: U.S. Bureau of the Census. 1990 Census of Population. "General Population Characteristics. United States." 1990 CP-1-1. U.S. Government Printing Office. Washington. D.C. 1992. Tables 15, 17, 18, 21 and 22.

Table 6: MEDIAN AGE AT FIRST MARRIAGE, BY SEX, 1890 - 1993

Year	Men	Women	Year	Men	Women
1993	26.5	24.5	1964	23.1	20.5
1992	26.5	24.4	1963	22.8	20.5
1991	26.3	24.1	1962	22.7	20.3
1990	26.1	23.9	1961	22.8	20.3
1989	26.2	23.9	1960	22.8	20.3
1988	25.9	23.6	1959	22.5	20.2
1987	25.8	23.6	1958	22.6	20.2
1986	25.7	23.1	1957	22.6	20.3
1985	25.5	23.3	1956	22.5	20.1
1984	25.4	23.0	1955	22.6	20.2
1983	25.4	22.8	1954	23.0	20.3
1982	25.2	22.5	1953	22.8	20.2
1981	24.8	22.3	1952	23.0	20.2
1980	24.7	22.0	1951	22.9	20.4
1979	24.4	22.1	1950	22.8	20.3
1978	24.2	21.8	1949	22.7	20.3
1977	24.0	21.6	1948	23.3	20.4
1976	23.8	21.3	1947	23.7	20.5
1975	23.5	21.1	1940	24.3	21.5
1974	23.1	21.1	1930	24.3	21.3
1973	23.2	21.0	1920	24.6	21.2
1972	23.3	20.9	1910	25.1	21.6
1971	23.1	20.9	1900	25.9	21.9
1970	23.2	20.8	1890	26.1	22.0
1969	23.2	20.8			
1968	23.1	20.8			
1967	23.1	20.6			
1966	22.8	20.5			
1965	22.8	20.6			

Note: Figures for 1947 to 1990 are based on Current Population Survey data, whereas those for earlier dates are from decennial censuses. A standard error of 0.1 years is appropriate to measure sampling variability for any of the above median ages at first marriage, based on Current Population Survey data.
Source: Saluter, Arlene F., "Marital Status and Living Arrangements: March 1993," U.S. Bureau of the Census, Current Population Reports, Series P20-478, U.S. Government Printing Office, Washington, D.C. 1994, Table B, and earlier reports.

Table 7: PERCENT NEVER MARRIED, BY AGE, SEX, RACE, AND HISPANIC ORIGIN: 1940, 1950, 1960, 1970, 1980, AND 1993

	Women						Men					
	1940	1950	1960	1970	1980	1993	1940	1950	1960	1970	1980	1993
ALL RACES												
20 to 24 years	47.2	32.3	28.4	35.8	50.2	66.8	72.2	59.1	53.1	54.7	68.8	81.0
25 to 29 years	22.8	13.3	10.5	10.5	20.9	33.1	36.0	23.8	20.8	19.1	33.1	48.4
30 to 34 years	14.7	9.3	6.9	6.2	9.5	19.3	20.7	13.2	11.9	9.4	15.9	30.1
35 to 39 years	11.2	8.4	6.1	5.4	6.2	12.5	15.3	10.1	8.8	7.2	7.8	19.7
40 to 44 years	9.5	8.3	6.1	4.9	4.8	9.0	12.6	9.0	7.3	6.3	7.1	10.8
45 to 54 years	8.7	7.8	7.0	4.9	4.7	5.4	11.1	8.5	7.4	7.5	6.1	6.9
55 to 64 years	9.0	7.9	8.0	6.8	4.5	4.3	10.7	8.4	8.0	7.8	5.3	6.6
65 years and over	9.3	8.9	8.5	7.7	5.9	4.4	9.8	8.4	7.7	7.5	4.9	4.4
WHITE												
20 to 24 years	48.4	32.4	27.4	34.6	47.2	63.8	73.5	59.5	52.5	54.4	67.0	79.0
25 to 29 years	23.2	13.2	9.8	9.2	18.3	28.7	36.7	23.6	20.0	17.8	31.4	46.2
30 to 34 years	15.0	9.3	6.6	5.5	8.1	15.5	20.7	13.1	11.3	9.2	14.2	27.3
35 to 39 years	11.5	8.5	5.9	4.6	5.2	9.9	15.1	10.1	8.3	6.1	6.6	17.1
40 to 44 years	9.8	8.6	6.0	4.8	4.3	7.3	12.5	9.0	7.1	5.7	6.7	9.8
45 to 54 years	9.0	8.2	7.2	4.9	4.4	4.6	11.1	8.6	7.2	7.1	5.6	6.1
55 to 64 years	9.3	8.2	8.2	7.0	4.4	3.7	10.8	8.6	7.8	7.6	5.2	5.9
65 years and over	9.7	9.3	8.8	8.0	6.1	4.4	10.1	8.6	7.8	7.4	4.8	4.4
BLACK												
20 to 24 years	(na)	(na)	(na)	43.5	68.5	81.2	(na)	(na)	(na)	56.1	79.3	89.6
25 to 29 years	(na)	(na)	(na)	18.8	37.2	57.3	(na)	(na)	(na)	28.4	44.2	61.1
30 to 34 years	(na)	(na)	(na)	10.8	19.0	43.3	(na)	(na)	(na)	9.2	30.0	48.3
35 to 39 years	(na)	(na)	(na)	12.1	12.2	29.7	(na)	(na)	(na)	15.8	18.5	38.7
40 to 44 years	(na)	(na)	(na)	6.9	9.0	21.8	(na)	(na)	(na)	11.2	10.8	20.4
45 to 54 years	(na)	(na)	(na)	4.4	7.7	11.9	(na)	(na)	(na)	10.4	11.7	14.4
55 to 64 years	(na)	(na)	(na)	4.7	5.7	8.9	(na)	(na)	(na)	9.1	5.9	14.6
65 years and over	(na)	(na)	(na)	4.2	4.5	4.3	(na)	(na)	(na)	5.7	5.5	5.8
HISPANIC ORIGIN*												
20 to 24 years	(na)	(na)	(na)	33.4	42.8	55.2	(na)	(na)	(na)	49.9	61.8	71.3
25 to 29 years	(na)	(na)	(na)	13.7	22.5	30.9	(na)	(na)	(na)	19.4	28.9	46.2
30 to 34 years	(na)	(na)	(na)	8.4	11.2	17.9	(na)	(na)	(na)	11.0	12.1	28.9
35 to 39 years	(na)	(na)	(na)	6.9	6.6	12.8	(na)	(na)	(na)	7.6	5.8	21.5
40 to 44 years	(na)	(na)	(na)	6.3	7.9	9.3	(na)	(na)	(na)	7.1	6.5	12.4
45 to 54 years	(na)	(na)	(na)	6.1	7.1	7.8	(na)	(na)	(na)	6.2	6.4	10.9
55 to 64 years	(na)	(na)	(na)	6.7	7.8	6.5	(na)	(na)	(na)	6.0	4.3	5.9
65 years and over	(na)	(na)	(na)	7.7	5.4	8.3	(na)	(na)	(na)	8.8	9.7	3.9

Note: *Persons of Hispanic origin may be of any race.
(na) Not available.
Source: Saluter, Arlene. "Marital Status and Living Arrangements: March 1993." U.S. Bureau of the Census, Current Population Reports, Series P20-478, U.S. Government Printing Office, Washington, D.C. 1994.

Table 8. DIVORCE RATE, 1860 TO 1988 (rate per thousand married women)

Year	Rate	Year	Rate	Year	Rate	Year	Rate
1860	1.2	1893	3.1	1926	7.5	1959	9.3
1861	1.1	1894	3.0	1927	7.8	1960	9.2
1862	1.0	1895	3.2	1928	7.8	1961	9.6
1863	1.1	1896	3.3	1929	8.0	1962	9.4
1864	1.4	1897	3.4	1930	7.5	1963	9.6
1865	1.6	1898	3.6	1931	7.1	1964	10.0
1866	1.8	1899	3.7	1932	6.1	1965	10.6
1867	1.5	1900	4.0	1933	6.1	1966	10.9
1868	1.5	1901	4.2	1934	7.5	1967	11.2
1869	1.6	1902	4.2	1935	7.8	1968	12.5
1870	1.5	1903	4.3	1936	8.3	1969	13.4
1871	1.6	1904	4.3	1937	8.7	1970	14.9
1872	1.7	1905	4.3	1938	8.4	1971	15.8
1873	1.7	1906	4.4	1939	8.5	1972	17.0
1874	1.8	1907	4.5	1940	8.8	1973	18.2
1875	1.8	1908	4.4	1941	9.4	1974	19.3
1876	1.8	1909	4.5	1942	10.1	1975	20.3
1877	1.9	1910	4.5	1943	11.0	1976	21.1
1878	1.9	1911	4.8	1944	12.0	1977	21.1
1879	2.0	1912	4.9	1945	14.4	1978	21.9
1880	2.2	1913	4.7	1946	17.9	1979	22.8
1881	2.3	1914	5.0	1947	13.6	1980	22.6
1882	2.4	1915	5.1	1948	11.2	1981	22.6
1883	2.4	1916	5.5	1949	10.6	1982	21.7
1884	2.4	1917	5.7	1950	10.3	1983	21.3
1885	2.3	1918	5.4	1951	9.9	1984	21.5
1886	2.5	1919	6.5	1952	10.1	1985	21.7
1887	2.7	1920	8.0	1953	9.9	1986	21.2
1888	2.7	1921	7.2	1954	9.5	1987	20.8
1889	2.9	1922	6.6	1955	9.3	1988	20.7
1890	3.0	1923	7.1	1956	9.4		
1891	3.1	1924	7.2	1957	9.2		
1892	3.1	1925	7.2	1958	8.9		

Source: National Center for Health Statistics, "Advance Report of Final Divorce Statistics, 1988," Monthly Vital Statistics Report, Vol. 39, No. 12, Supplement 2, May 21, 1991, Hyattsville, Maryland 1991.

Table 9: GENERAL AND TOTAL FERTILITY RATES, 1800 - 1988 (general fertility rate per thousand women age 15-44)

Year	General fertility rate	Total fertility rate	Year	General fertility rate	Total fertility rate
1988	67.2	1932.0	1942	91.5	2554.8
1987	65.7	1871.0	1941	83.4	2331.5
1986	65.4	1836.0	1940	79.9	2229.0
1985	66.2	1842.5	1939	77.6	2171.7
1984	65.4	1805.5	1938	79.1	2221.7
1983	65.8	1802.5	1937	77.1	2173.3
1982	67.3	1828.5	1936	75.8	2145.6
1981	67.4	1815.0	1935	77.2	2188.7
1980	68.4	1839.5	1934	78.5	2232.0
1979	67.2	1808.0	1933	76.3	2172.0
1978	65.5	1760.0	1932	81.7	2318.6
1977	66.8	1789.5	1931	84.6	2401.7
1976	65.0	1738.0	1930	89.2	2532.5
1975	66.0	1774.0	1929	89.3	2532.0
1974	67.8	1835.0	1928	93.8	2659.8
1973	68.8	1879.0	1927	99.8	2824.3
1972	73.1	2010.0	1926	102.6	2900.7
1971	81.6	2266.5	1925	106.6	3011.6
1970	87.9	2480.0	1924	110.9	3120.7
1969	86.1	2455.5	1923	110.5	3101.2
1968	85.2	2464.2	1922	111.2	3109.4
1967	87.2	2557.7	1921	119.8	3326.2
1966	90.8	2721.4	1920	117.9	3263.3
1965	96.3	2912.6	1919	111.2	3067.7
1964	104.7	3190.5	1918	119.8	3312.2
1963	108.3	3318.8	1917	121.0	3333.3
1962	112.0	3461.3	1916	123.4	
1961	117.1	3620.3	1915	125.0	
1960	118.0	3653.6	1914	126.6	
1959	118.8	3638.2	1913	124.7	
1958	120.0	3628.9	1912	125.8	
1957	122.7	3682.4	1911	126.3	
1956	121.0	3604.7	1910	126.8	
1955	118.3	3498.3	1909	126.8	
1954	117.9	3461.2	1910	123.8	
1953	115.0	3349.4	1900	130.0	
1952	113.8	3286.5	1890	137.0	
1951	111.4	3199.1	1880	155.0	
1950	106.2	3028.0	1870	167.0	
1949	107.1	3036.2	1860	184.0	
1948	107.3	3026.2	1850	194.0	
1947	113.3	3181.2	1840	222.0	
1946	101.9	2857.9	1830	240.0	
1945	85.9	2421.8	1820	260.0	
1944	88.8	2494.5	1810	274.0	
1943	94.3	2640.2	1800	278.0	

Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993, Table 2.1.

Table 10: NUMBER OF CHILDREN EVER BORN AND LIFETIME BIRTHS EXPECTED FOR WOMEN BORN 1835 - 1969

Year of birth of women	Children per 1,000 women	Year of birth of women	Children per 1,000 women
1963-69	2,045	1885-89	3,146
1958-62	2,116	1880-84	3,301
1953-57	2,057	1875-79	3,462
1948-52	2,088	1870-74	3,700
1943-57	2,297	1865-69	3,901
1935-39	2,918	1860-64	4,744
1930-34	3,106	1855-59	4,972
1925-29	2,978	1850-54	5,218
1920-24	2,738	1845-49	5,266
1915-19	2,496	1840-44	5,364
1910-14	2,402	1835-39	5,395
1905-09	2,355		
1900-04	2,492		
1895-99	2,706		
1890-94	2,998		

Note: Data for ever-married women born 1835-1914 and for all women born 1915-1969. Women born 1943-69 were aged 18-24, 30-34 in 1988 aged 30-34 in 1983 and 1978. Women born 1915-29 were aged 40-44, 45-49, 50-54, 55-59, and 60-64 in 1980.

Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and Economy." Russell Sage Foundation, New York, N.Y. 1993, Table 2.2.

Table 11: RATIO OF BIRTHS TO UNMARRIED WOMEN, BY RACE OF CHILD: 1940 - 1991

		Ratio per 1,000 live births					
		Race of child			Race of child		
			All other			All other	
Year	All races 1/	White	Total	Black	White	Total	Black
1991	295.3	(na)	(na)	(na)	218.3	582.2	679.4
1990	280.3	200.7	553.3	652.3	203.5	571.1	665.3
1989	270.8	189.6	550.1	644.9	192.2	565.4	657.2
1988	257.1	177.2	539.3	634.9	(na)	(na)	(na)
1987	244.9	166.6	531.7	622.1	(na)	(na)	(na)
1986	233.9	157.1	523.7	612.1	(na)	(na)	(na)
1985	220.2	144.7	513.8	601.0	(na)	(na)	(na)
1984	210.0	134.1	507.5	592.0	(na)	(na)	(na)
1983	202.8	127.7	499.5	582.0	(na)	(na)	(na)
1982	194.3	120.7	487.5	566.8	(na)	(na)	(na)
1981	189.2	115.9	485.1	559.5	(na)	(na)	(na)
1980	184.3	110.4	484.5	552.5	(na)	(na)	(na)
1979	171.1	93.6	488.1	546.5	(na)	(na)	(na)
1978	163.2	87.1	475.6	532.0	(na)	(na)	(na)
1977	155.0	81.8	464.9	517.4	(na)	(na)	(na)
1976	147.8	76.8	451.5	503.0	(na)	(na)	(na)
1975	142.5	73.0	441.7	487.9	(na)	(na)	(na)
1974	132.3	65.4	427.3	470.9	(na)	(na)	(na)
1973	129.8	63.9	416.9	457.5	(na)	(na)	(na)
1972	123.7	60.4	402.6	439.1	(na)	(na)	(na)
1971	112.9	56.1	373.3	405.3	(na)	(na)	(na)
1970	106.9	56.6	349.3	375.8	(na)	(na)	(na)
1969	100.2	54.7	325.1	348.7	(na)	(na)	(na)
1968	96.9	53.3	312.0	(na)	(na)	(na)	(na)
1967	90.3	48.7	293.8	(na)	(na)	(na)	(na)
1966	83.9	44.4	276.5	(na)	(na)	(na)	(na)
1965	77.4	39.6	263.2	(na)	(na)	(na)	(na)
1964	69.5	33.9	245.0	(na)	(na)	(na)	(na)
1963	63.3	30.4	235.5	(na)	(na)	(na)	(na)
1962	58.8	27.0	227.8	(na)	(na)	(na)	(na)
1961	56.3	25.3	223.4	(na)	(na)	(na)	(na)
1960	52.7	22.9	215.8	(na)	(na)	(na)	(na)
1959	52.0	22.1	218.0	(na)	(na)	(na)	(na)
1958	49.6	20.9	212.3	(na)	(na)	(na)	(na)
1957	47.4	19.6	206.7	(na)	(na)	(na)	(na)
1958	46.5	19.0	204.0	(na)	(na)	(na)	(na)
1955	45.3	18.6	202.4	(na)	(na)	(na)	(na)
1954	44.0	18.2	198.5	(na)	(na)	(na)	(na)
1953	41.2	16.9	191.1	(na)	(na)	(na)	(na)
1952	39.1	16.3	183.4	(na)	(na)	(na)	(na)
1951	39.1	16.3	182.8	(na)	(na)	(na)	(na)
1950	39.8	17.5	179.6	(na)	(na)	(na)	(na)
1949	37.4	17.3	(na)	(na)	(na)	(na)	(na)
1948	36.7	17.8	(na)	(na)	(na)	(na)	(na)
1947	35.7	18.5	(na)	(na)	(na)	(na)	(na)
1946	38.1	21.1	(na)	(na)	(na)	(na)	(na)
1945	42.9	23.6	(na)	(na)	(na)	(na)	(na)
1944	37.6	20.2	(na)	(na)	(na)	(na)	(na)
1943	33.4	16.5	(na)	(na)	(na)	(na)	(na)
1942	34.3	16.9	(na)	(na)	(na)	(na)	(na)
1941	38.1	19.0	(na)	(na)	(na)	(na)	(na)
1940	37.9	19.5	(na)	(na)	(na)	(na)	(na)

(na) Not available
1/ Includes races other than white and black
Note: Race of mother only available for 1989, 1990 and 1991. In 1991 race of child ws not collected. For 42 states and the District of Columbia, marital status of mother is reported on the birth certificate; for 8 states, mothers marital status is inferred.
Source: National Center for Health Statistics, "Vital Statistics of the U.S., 1991," Vol. I, Natality. Public Health Service, U.S. Government Printing Office, Washington, D.C. (publication in preparation) Table 1-76.

Table 12: EXPECTATION OF LIFE AT BIRTH BY RACE AND SEX, 1900 - 1991

		White		Black	
	Total	Male	Female	Male	Female
At birth:					
1991	75.5	72.9	79.6	64.6	73.8
1990*	75.4	72.7	79.4	64.5	73.6
1989*	75.1	72.5	79.2	64.3	73.3
1988*	74.9	72.2	78.9	64.4	73.2
1987*	74.9	72.1	78.9	64.7	73.4
1979-81	73.88	70.82	78.22	64.10	72.88
1969-71	70.75	67.94	75.49	60.00	68.32
1959-61	69.89	67.55	74.19	(na)	(na)
1900-1902	49.24	48.23	51.08	32.54	35.04

Note: Life table values are revised and may differ from those published in Advance Report of Final Mortality Statistics
(na) Not available.
Source: National Center for Health Statistics, "Vital Statistics of the United States, 1989," Vol. II - Mortality, part A, Public Health Service, U.S. Government Printing Office, Washington, D.C. Tables 6-4 and 6-5.
1990-91, National Center for Health Statistics, Monthly Vital Statistics Report, "Advauce Report of Final Mortality Statistics, 1991" Vol. 42, No. 2, Supplement August 31, 1993.

Table 13: PERCENT SURVIVING FROM BIRTH TO SELECTED AGES, 1900 - 1989

	White			Black	
	Total	Male	Female	Male	Female
To age 1 year:					
1989	99.0	99.1	99.3	98.0	98.3
1988	99.0	99.0	99.3	98.1	98.4
1987	99.0	99.0	99.2	98.0	98.4
1979-81	98.7	98.8	99.0	97.7	98.1
1969-71	98.0	98.0	98.5	96.4	97.1
1959-61	97.4	97.4	98.0	(na)	(na)
1900-1902	87.6	86.7	88.9	74.7	78.5
To age 20 years:					
1989	98.1	98.1	99.3	96.4	97.5
1988	98.1	98.0	98.7	96.5	97.6
1987	98.1	98.0	98.7	96.6	97.6
1979-81	97.7	97.5	98.4	96.1	97.2
1969-71	96.7	96.5	97.6	94.1	95.7
1959-61	96.1	95.9	97.1	(na)	(na)
1900-1902	77.2	76.4	79.0	56.7	59.1
To age 40 years:					
1989	95.3	94.5	97.4	88.0	94.3
1988	95.3	94.5	97.4	88.3	94.4
1987	95.4	94.5	97.3	88.7	94.5
1979-81	94.9	94.0	97.0	88.5	94.1
1969-71	93.3	92.6	95.8	83.4	90.8
1959-61	93.1	92.4	95.3	(na)	(na)
1900-1902	65.9	65.0	67.9	43.0	46.1

(na) Not available.

Sources: National Center for Health Statistics, "Vital Statistics of the United States, 1989," Vol. II - Mortality, Part A, Public Health Service, U.S. Government Printing Office, Washington, D.C. Table 6-4.
National Center for Health Statistics, "Vital Statistics of the United States, 1988," Vol. II - Mortality, Part A, Public Health Service, U.S. Government Printing Office, Washington, D.C. Table 6-4.
National Center for Health Statistics, "Vital Statistics of the United States, 1987," Vol. II - Mortality, Part A, Public Health Service, U.S. Government Printing Office, Washington, D.C. Table 6-4.

Table 14: DEATH RATES BY AGE AND RACE: 1900 - 1990 (Number of deaths, excluding fetal deaths, per 1,000 population for specified group. Prior to 1933, for death-registration only)

	Total	Under 1 Year	1-4 Years	5-14 Years	15-24 Years	25-34 Year	35-44 Years	45-54 Years	55-64 Years	65-74 Year	75-84 Years	85 + Years
All races												
1900	17.2	162.4	19.8	3.9	5.9	8.2	10.2	15.0	27.2	56.4	123.3	260.9
1910	14.7	131.8	14.0	2.9	4.5	6.5	9.0	13.7	26.2	55.6	122.2	250.3
1920	13.0	92.3	9.9	2.6	4.9	6.8	8.1	12.2	23.6	52.5	118.9	248.3
1930	11.3	69.0	5.6	1.7	3.3	4.7	6.8	12.2	24.0	51.4	112.7	228.0
1940	10.8	54.9	2.9	1.0	2.0	3.1	5.2	10.3	22.2	48.4	112.0	235.7
1950	9.6	33.0	1.4	0.6	1.3	1.8	3.6	8.5	19.0	41.0	93.3	202.0
1960*	9.5	27.0	1.1	0.5	1.1	1.5	3.0	7.6	17.4	38.2	87.5	198.6
1970	9.5	21.4	0.8	0.4	1.3	1.6	3.1	7.3	16.6	35.8	80.0	163.4
1980	8.8	12.9	0.6	0.3	1.2	1.4	2.3	5.8	13.5	29.9	66.9	159.8
1990	8.6	9.4	0.4	0.2	1.0	1.4	2.2	4.6	11.8	26.1	60.8	147.8
White												
1900	17.0	159.4	19.4	3.8	5.7	8.1	10.1	14.8	27.0	56.2	123.3	262.0
1910	14.5	129.3	13.7	2.9	4.4	6.3	8.7	13.5	26.0	55.4	122.5	252.5
1920	12.6	87.3	9.4	2.5	4.3	6.2	7.5	11.5	23.0	52.1	119.3	249.8
1930	10.8	63.9	5.2	1.6	2.8	3.8	5.9	10.8	22.8	50.6	113.2	230.5
1940	10.4	50.3	2.6	1.0	1.7	2.5	4.4	9.5	21.1	47.7	113.0	242.0
1950	9.5	29.9	1.2	0.6	1.1	1.5	3.1	7.7	18.0	40.2	94.2	206.8
1960*	9.5	23.6	1.0	0.4	1.0	1.2	2.6	6.9	16.3	37.4	88.3	203.5
1970	9.5	18.7	0.8	0.4	1.2	1.3	2.7	6.7	15.8	34.9	80.4	168.9
1980	8.9	11.0	0.6	0.3	1.1	1.2	2.0	5.3	12.8	29.2	66.6	162.2
1990	8.9	8.1	0.4	0.2	1.0	1.2	1.9	4.3	11.3	25.7	60.8	150.9
Black												
1900	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1910	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1920	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1930	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1940	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1950	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1960*	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1970	10.0	38.4	1.4	0.6	2.1	3.8	7.2	13.8	25.7	47.2	78.6	113.0
1980	8.8	23.6	1.0	0.4	1.4	2.7	4.9	10.9	21.5	39.3	73.8	136.1
1990	8.2	16.5	0.7	0.3	1.6	2.8	4.7	8.3	17.7	33.2	68.7	127.1

(na) Not available.
*White only race shown
Source: "Historical Statistics of the United States, Colonial Times to 1970," Bicentennial Edition, Part 1, Series B181-192, U.S. Bureau of th Census, Washington, D.C. 1975.
National Center for Health Statistics, "Vital Statistics of the United States, 1950," Vol. I, Public Health Service, U.S. Government Printing Office, Washington, D.C. 1954, Table 8.40.
National Center for Health Statistics, "Vital Statistics of the United States, 1962," Vol. II, - Mortality, part A, Public Health Service, U.S. Government Printing Office, Washington, D.C. 1964.
National Center for Health Statistics, "Vital Statistics of the United States, 1988," Vol. II - Mortality, part A, Public Health Service, U.S. Government Printing Office, Washington, D.C. Table 1-4.
National Center for Health Statistics, "Annual Summary of Births, Marriages, Divorces, and Deaths: US, 1990," Monthly vital

Table 15: HOUSEHOLDS BY NUMBER OF PERSONS, 1790 - 1993 (Numbers in thousands)

Year	Number of households	Average size	Percent distribution of number of households: 1 person	2 persons	3 persons	4 persons	5 persons	6 persons	7+ persons
1790	558	5.79	3.7	7.8	11.7	13.8	13.9	13.2	35.8
1890*	12,690	4.93	3.6	13.2	16.7	16.8	15.1	11.6	23.0
1900	15,964	4.76	5.1	15.0	17.6	16.9	14.2	10.9	20.4
1920	24,352	4.34	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1930	29,905	4.11	7.9	23.4	20.8	17.5	12.0	7.6	10.9
1940	34,949	3.67	7.1	24.8	22.4	18.1	11.5	6.8	9.3
1950	43,554	3.37	10.9	28.8	22.6	17.8	10.0	5.1	4.9
1960[a]	52,799	3.33	13.1	27.8	18.9	17.6	11.5	5.7	5.4
1970	63,401	3.14	17.0	28.8	17.3	15.8	10.4	5.6	5.1
1980[b]	80,467	2.76	22.6	31.2	17.3	15.4	7.9	5.5	(na)
1990[b]	91,947	2.63	24.6	32.0	17.4	15.1	6.7	2.5	1.7
1993[c]	96,391	2.63	24.5	32.3	18.5	15.5	6.6	2.3	1.3

Year	Persons in Households	Percent distribution of persons by household size: 1 person	2 persons	3 persons	4 persons	5 persons	6 persons	7+ persons
1790*	3,929	0.5	2.2	5.0	7.8	9.9	11.3	63.2
1890*	62,622	0.7	5.3	10.2	13.6	15.3	14.1	40.7
1900**	73,411	1.1	6.5	11.5	14.7	15.4	14.2	36.5
1920	(na)	(na)	(na)	(na)	(na)	(na)	(na)	(na)
1930**	119,812	2.0	11.7	15.6	17.5	14.9	11.4	27.0
1940	128,427	1.9	13.5	18.3	19.7	15.6	11.1	19.8
1950	144,552	3.3	17.3	20.4	21.4	15.1	9.1	13.5
1960	174,373	3.9	16.8	17.1	21.3	17.4	10.2	13.3
1970	197,400	5.4	18.4	16.6	20.1	16.5	10.7	12.3
1980[b]	220,796	8.2	22.8	19.0	22.5	14.3	13.2	0.0
1990[b]	242,012	9.3	24.3	19.8	22.9	12.8	5.7	5.1
1993[c]	253,924	9.3	24.6	20.0	23.5	12.5	5.2	5.0

(na) Not available.
[a]first year for which figures include Alaska and Hawaii.
[b]1980 Census of Population, PC80-1-C1, "General Social and Economic Characteristics," Table 98. 1990 Census of Population. CP-1-1, "General Population Characteristics," Table 36.
[c]Current Population Survey (see source)
*Total population in households not available.
**Population in private families.
Sources: "Historical Statistics of the United States, Colonial Times to 1970," Bicentennial Edition, Part 1, Series A288-319 and A335-349, U.S. Bureau of the Census, Washington, D.C., 1975.
Rawlings, Steve W., "Household and Family Characteristics: March 1993," U.S. Bureau of the Census, Current Population Reports, P20-477, U.S. Government Printing Office, Washington, D.C. 1994, Table A1.

Table 16. AVERAGE POPULATION PER HOUSEHOLD AND FAMILY: 1940 - 1993

Year	Population per household All ages	Under 18 years	18 years and over	Population per family All ages	Under 18 years	18 years and over
1993	2.63	0.70	1.94	3.16	0.96	2.20
1992	2.62	0.69	1.93	3.17	0.97	2.22
1991	2.63	0.69	1.94	3.18	0.96	2.22
1990	2.63	0.69	1.94	3.17	0.96	2.21
1989	2.62	0.69	1.93	3.16	0.96	2.20
1988	2.64	0.70	1.94	3.17	0.96	2.21
1987	2.66	0.71	1.96	3.19	0.96	2.22
1986	2.67	0.71	1.96	3.21	0.98	2.23
1985	2.69	0.72	1.97	3.23	0.98	2.24
1984	2.71	0.73	1.98	3.24	0.99	2.25
1983	2.73	0.74	1.99	3.26	1.00	2.26
1982	2.72	0.75	1.97	3.25	1.01	2.24
1981	2.73	0.76	1.96	3.27	1.03	2.23
1980	2.76	0.79	1.97	3.29	1.05	2.23
1979	2.78	0.81	1.97	3.31	1.08	2.23
1978	2.81	0.83	1.98	3.33	1.10	2.23
1977	2.86	0.87	1.99	3.37	1.13	2.24
1976	2.89	0.89	2.00	3.39	1.15	2.23
1975	2.94	0.93	2.01	3.42	1.18	2.23
1974	2.97	0.96	2.00	3.44	1.21	2.23
1973	3.01	1.00	2.02	3.48	1.25	2.23
1972	3.06	1.03	2.03	3.53	1.29	2.25
1971	3.11	1.07	2.04	3.57	1.32	2.25
1970	3.14	1.09	2.05	3.58	1.34	2.25
1969	3.16	1.11	2.05	3.60	1.36	2.24
1968	3.20	1.14	2.06	3.63	1.38	2.25
1967	3.26	1.17	2.08	3.67	1.41	2.27
1966	3.27	1.19	2.08	3.69	1.42	2.27
1965	3.29	1.21	2.09	3.70	1.44	2.26
1964	3.33	1.23	2.10	3.70	1.44	2.25
1963	3.33	1.22	2.10	3.68	1.43	2.25
1962	3.31	1.21	2.10	3.67	1.42	2.25
1961	3.34	1.22	2.13	3.70	1.42	2.27
1960	3.33	1.21	2.12	3.67	1.41	2.26
1959	3.34	1.20	2.14	3.65	1.39	2.26
1958	3.34	1.19	2.15	3.64	1.37	2.27
1957	3.33	1.17	2.16	3.60	1.34	2.27
1956	3.32	1.15	2.17	3.58	1.31	2.27
1955	3.33	1.14	2.19	3.59	1.30	2.29
1954	3.34	1.13	2.20	3.59	1.30	2.29
1953	3.28	1.09	2.19	3.53	1.24	2.29
1952	3.32	1.12	2.20	3.54	1.25	2.29
1951	3.34	1.10	2.23	3.54	1.23	2.31
1950	3.37	1.06	2.31	3.54	1.17	2.37
1949	3.42	1.09	2.33	3.58	1.19	2.39
1948	3.49	1.10	2.48	3.64	1.19	2.44
1947	3.56	(na)	(na)	3.67	(na)	(na)
1940	3.67	1.14	2.53	3.76	1.24	2.52

(na) Not Available

Source: Rawlings, Steve W., "Household and Family Characteristics: March 1993," U.S. Bureau of the Census, Current Population Reports, P20-477, U.S. Government Printing Office, Washington, D.C. 1994, Table A1.

Table 17: HOUSEHOLD AND FAMILY UNITS BY TYPE, 1910 - 1993 (numbers in thousands)

	Total Households	Family Households	Married-Households	Other Family: Male Householder	Other Family: Female Householder	Other Family: Total	Nonfamily: Male Householder	Nonfamily: Female Householder
March 1993	96391	70.7	55.2	3.1	12.4	29.3	12.7	16.6
March 1992	95669	70.2	54.8	3.2	12.2	29.8	13.0	16.8
March 1991	94312	70.3	55.3	3.1	11.9	29.7	12.9	16.8
March 1990	93347	70.8	56.0	3.1	11.7	29.2	12.4	16.8
March 1989	92830	70.9	56.1	3.1	11.7	29.1	12.8	16.3
March 1988[a]	91124	71.6	56.7	3.1	11.7	28.4	12.4	16.1
March 1988	91066	71.5	56.9	3.0	11.6	28.5	12.4	16.1
March 1987	89479	72.1	57.6	2.8	11.7	27.9	11.9	16.0
March 1986	88458	71.9	57.6	2.7	11.5	28.1	12.0	16.1
March 1985	86789	72.3	58.0	2.6	11.7	27.7	11.7	16.1
March 1984[b]	85290	72.7	58.7	2.4	11.6	27.3	11.4	15.9
March 1984	85407	72.6	58.6	2.4	11.6	27.4	11.4	16.0
March 1983	83918	73.2	59.5	2.4	11.3	26.8	11.3	15.5
March 1982	83527	73.1	59.4	2.4	11.3	26.9	11.3	15.6
March 1981	82368	73.2	59.8	2.3	11.0	26.8	11.3	15.5
March 1980[c]	80776	73.7	60.8	2.1	10.8	26.3	10.9	15.4
March 1980	79108	73.9	60.9	2.2	10.8	26.1	10.9	15.3
March 1979	77330	74.4	61.6	2.1	10.6	25.6	10.4	15.2
March 1978	76030	74.9	62.3	2.1	10.6	25.1	10.3	14.8
March 1977	74142	76.2	64.0	2.0	10.2	23.8	9.4	14.4
March 1976	72867	76.9	64.9	2.0	10.1	23.1	9.0	14.1
March 1975	71120	78.1	66.0	2.1	10.0	21.9	8.3	13.6
March 1974	69859	78.6	67.0	2.0	9.6	21.4	8.1	13.3
March 1973	68251	79.5	67.8	2.1	9.6	20.5	7.5	13.0
March 1972	66676	79.7	68.6	2.0	9.2	20.3	7.3	13.0
March 1971	64778	80.4	69.4	1.9	9.1	19.6	6.8	12.8
March 1970	63401	81.2	70.5	1.9	8.7	18.8	6.4	12.4
March 1969	62214	81.5	70.9	2.0	8.7	18.5	6.3	12.2
March 1968	60813	82.2	71.5	2.0	8.7	17.8	6.0	11.7
March 1967	59236	82.9	72.2	2.0	8.7	17.1	5.8	11.4
March 1966	58406	82.9	72.4	2.0	8.5	17.1	5.6	11.5
March 1965	57436	83.3	72.6	2.0	8.7	16.7	5.7	11.0
March 1964	56149	84.4	73.6	2.1	8.6	15.6	5.3	10.3
March 1963	55270	84.8	74.0	2.3	8.5	15.2	5.1	10.1
March 1962	54764	84.5	73.8	2.3	8.4	15.5	5.4	10.2
March 1961	53557	84.7	74.0	2.2	8.5	15.3	5.2	10.1
March 1960	52799	85.0	74.3	2.3	8.4	15.0	5.1	9.8
March 1959	51435	85.5	74.7	2.5	8.3	14.5	4.8	9.8
March 1958	50474	86.0	75.1	2.5	8.4	14.0	4.6	9.3
March 1957	49673	87.1	75.9	2.5	8.7	12.9	4.1	8.8
March 1956	48902	87.1	75.8	2.9	8.5	12.9	4.2	8.7
April 1955	47874	87.2	75.7	2.8	8.7	12.8	4.3	8.5
April 1954	46962	87.3	76.5	2.8	8.0	12.7	4.1	8.6
April 1953	46385	87.4	76.7	2.6	8.1	12.6	4.1	8.5
April 1952	45538	88.4	77.2	2.5	8.7	11.6	3.9	7.8
April 1951	44673	88.4	77.0	2.6	8.9	11.6	3.9	7.7
April 1950	43554	89.2	78.2	2.7	8.3	10.8	3.8	7.0
April 1949	42182	90.3	78.8	2.8	8.6	9.7	3.1	6.6
April 1948	40532	90.4	78.7	2.5	9.2	9.6	3.0	6.7
April 1947	39107	89.4	78.3	2.9	8.2	10.6	3.5	7.0
April 1940[d]	34949	90.1	76.0	4.3	9.8	9.9	4.6	5.3
April 1930	29905	(na)	79.1	(na)	(na)	(na)	(na)	(na)
June 1920	24352	(na)	(na)	(na)	(na)	(na)	(na)	(na)
June 1910	20256	(na)	80.2	(na)	(na)	(na)	(na)	(na)

Note: [a]Data based on 1988 revised processing.
[b]Incorporates Hispanic-origin population controls.
[c]Revised using population controls based on the 1980 census.
[d]Based on 1940 census.
(na) Not available.

Sources: Rawlings, Steve W., "Household and Family Characteristics: March 1993," U.S. Bureau of the Census, Current Population Reports, P20-477, U.S. Government Printing Office, Washington, D.C. 1994, Table A2.
"Historical Statistics of the United States, Colonial Times to 1970," Bicentennial Edition, Part 1, Series A288-319, U.S. Bureau of the Census, Washington, D.C., 1975.

Table 18. CHILDREN BY FATHER'S AND MOTHER'S LABOR FORCE PARTICIPATION, BY RACE: 1940 - 80
(numbers in thousands)

YEARS	1940	1950	1960	1970	1980
ALL RACES					
Father's Presence in Household, Father's Weeks Worked Last Year, Father's Hours Worked Last Week, Intact Family Status, and Mother's Labor Force Status					
Total	40,035	45,190	64,782	70,129	64,586
Percent	100.0	100.0	100.0	100.0	100.0
Father worked full-time last week and year, intact family	38.9	44.1	49.3	47.4	41.3
Father worked full-time last wk & yr, intact family, mother not in labor force	36.3	38.1	37.8	30.9	20.6
Father worked full-time last week and year, not intact family	8.3	11.3	10.5	11.6	13.8
Father did not work full-time last week and year	39.5	31.7	28.5	25.3	23.5
Father not in household	13.4	12.9	11.7	15.7	21.4
Mother's Labor Force Participation and Number of Parents in the Home					
Percent	100.0	100.0	100.0	100.0	100.0
Mother employed, nonemergency work	8.6	14.9	24.0	33.9	45.0
Two-parent family	6.3	12.0	20.3	27.8	36.0
Mother unemployed	1.0	0.7	1.7	2.2	3.7
Two-parent family	0.5	0.5	1.3	1.7	2.4
Mother not in labor force	81.5	76.8	69.2	58.0	44.2
Two-parent family	77.7	73.3	65.6	52.9	38.2
Father but not mother in household	2.1	1.3	1.1	1.8	2.0
Neither parent in household	6.7	6.2	3.9	4.0	5.1
WHITE					
Father's Presence in Household, Father's Weeks Worked Last Year, Father's Hours Worked Last Week, Intact Family Status, and Mother's Labor Force Status					
Total	35,487	39,786	56,648	60,422	54,879
Percent	100.0	100.0	100.0	100.0	100.0
Father worked full-time last week and year, intact family	41.0	47.1	53.2	51.8	46.0
Father worked full-time last week and year, intact family, mother not in labor force	38.6	41.0	41.2	34.3	23.4
Father worked full-time last week and year, not intact family	7.9	11.0	10.4	11.6	14.1
Father did not work full-time last week and year	39.6	31.7	27.6	24.7	23.7
Father not in household	11.3	10.2	8.9	11.9	16.2
Mother's Labor Force Participation and Number of Parents in the Home					
Percent	100.0	100.0	100.0	100.0	100.0
Mother employed, nonemergency work	7.5	14.5	23.2	33.1	44.8
Two-parent family	5.6	12.0	20.2	28.2	37.4
Mother unemployed	1.0	0.6	1.4	1.8	3.1
Two-parent family	0.5	0.4	1.2	1.6	2.4
Mother not in labor force	84.3	79.2	71.7	60.2	46.1
Two-parent family	80.7	76.2	68.8	56.7	42.1
Father but not mother in household	1.9	1.2	0.9	1.6	1.9
Neither parent in household	5.3	4.5	2.7	3.1	4.0

Table 18. (continued)

YEARS	1940	1950	1960	1970	1980
BLACK					
Father's Presence in Household, Father's Weeks Worked Last Year, Father's Hours Worked Last Week, Intact Family Status, and Mother's Labor Force Status					
Total	4,548	5,403	8,134	9,707	9,707
Percent	100.0	100.0	100.0	100.0	100.0
Father worked full-time last week and year, intact family	22.4	21.5	21.9	20.1	15.1
Father worked full-time last week & year, intact family, mother not in labor force	18.5	16.8	14.3	9.8	4.9
Father worked full-time last week and year, not intact family					
Father did not work full-time last week and year	11.9	13.4	11.3	11.7	12.3
Father not in household	29.7	32.8	31.3	39.9	50.4
Mother's Labor Force Participation and Number of Parents in the Home					
Percent	100.0	100.0	100.0	100.0	100.0
Mother employed, nonemergency work	17.5	18.2	30.3	38.9	45.5
Two-parent family	11.3	12.3	21.5	25.7	27.7
Mother unemployed	1.9	1.2	3.2	4.4	6.7
Two-parent family	0.6	0.8	2.2	2.6	2.7
Mother not in labor force	59.5	59.2	52.2	43.9	33.7
Two-parent family	55.2	51.6	42.8	28.8	16.4
Father but not mother in household	3.0	2.5	2.2	2.9	2.8
Neither parent in household	18.1	18.8	12.1	9.8	11.2

NOTES: Estimates from 1940-80 Census PUMS. Full-time work last week is 35 hours or more during the week. Full-time work last year is 48 weeks or more during the year. Intact family is one in which all the children were born after the parent's only marriage. In all years, father did not work full-time included those who worked less than full-time and those who did not work at all.

Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993, Tables 4.1 and 4.2.

Table 19. LIVING ARRANGEMENTS OF CHILDREN AGED 0 -17 BY RACE AND HISPANIC ORIGIN: 1940 - 1980

	1940	1950	1960	1970	1980
ALL RACES					
Total Number (in thousands)	40,035	46,306	64,782	70,129	64,586
Percent	100.0	100.0	100.0	100.0	100.0
Two-Parent Family	84.6	86.1	87.2	82.5	76.6
Children born after marriage (one or both parents married only once)	75.2	74.5	77.7	72.0	63.0
Parents married once (intact two-parent family)	69.6	69.8	70.6	65.5	56.8
Father remarried, mother married once	(na)	(na)	4.8	4.5	4.6
Mother remarried, father married once	5.6	4.7	2.3	2.0	1.6
At least one stepchild in family	9.4	11.5	6.0	6.5	8.2
Mother married once	8.2	6.2	2.6	3.0	3.8
Mother remarried	1.2	5.4	3.4	3.5	4.4
Both parents remarried	(na)	(na)	3.6	4.0	5.5
One-Parent Family	8.8	7.8	8.7	13.6	18.3
Mother-only family	6.7	6.4	7.7	11.8	16.2
Mother never married	0.1	0.1	0.3	1.1	3.0
Mother separated or married spouse absent	2.1	2.7	3.6	4.7	4.4
Mother divorced	0.9	1.4	1.9	3.5	7.2
Mother widowed	3.6	2.2	1.9	2.5	1.6
Father only family	2.1	1.4	1.0	1.8	2.1
Father never married	0.1	0.0	0.0	0.1	0.3
Father separated or married spouse absent	0.6	0.6	0.6	1.0	0.5
Father divorced	0.1	0.2	0.1	0.3	1.0
Father widowed	1.3	0.6	0.3	0.4	0.3
No Parent in Home	6.7	6.0	3.9	4.1	5.1
Grandparent family	2.0	1.9	1.4	1.5	1.5
Child is married householder or householder's spouse	0.2	0.3	0.3	0.3	0.2
Child is unmarried householder	0.0	0.0	0.0	0.1	0.1
Child is other relative of householder	2.1	1.7	1.0	1.0	1.7
Child not related to householder	1.2	0.8	0.5	0.6	1.1
Child in group quarters	1.2	1.3	0.7	0.6	0.4

Table 19. (continued)

	1940	1950	1960	1970	1980
WHITE					
Total Number (in thousands)	35,487	40,808	56,648	60,422	54,788
Percent	100.0	100.0	100.0	100.0	100.0
Two-Parent Family	86.7	88.8	90.1	86.5	81.9
Children born after marriage (one or both parents married only once)	78.0	78.2	81.4	76.6	68.8
Parents married once (intact two-parent family)	72.8	73.5	74.5	70.2	62.1
Father remarried, mother married once	(na)	(na)	4.6	4.4	4.8
Mother remarried, father married once	5.4	4.7	2.3	2.0	1.7
At least one stepchild in family	8.7	10.6	5.2	5.7	7.4
Mother married once	7.6	5.6	1.8	2.2	2.8
Mother remarried	1.1	5.0	3.4	3.5	4.6
Both parents remarried	(na)	(na)	3.5	4.2	5.9
One-Parent Family	6.0	6.9	6.9	10.4	14.0
Mother-only family	6.0	5.7	6.2	8.8	12.1
Mother never married	0.0	0.1	0.1	0.4	1.0
Mother separated or married spouse absent	1.9	2.1	2.6	3.0	3.1
Mother divorced	0.9	1.4	1.9	3.2	6.7
Mother widowed	3.2	2.1	1.6	2.2	1.3
Father only family	2.0	1.2	0.7	1.6	1.9
Father never married	0.1	0.0	0.0	0.1	0.2
Father separated or married spouse absent	0.5	0.5	0.4	0.8	0.4
Father divorced	0.2	0.2	0.0	0.3	1.0
Father widowed	1.2	0.5	0.3	0.4	0.3
No Parent in Home	5.2	4.4	2.7	3.0	4.1
Grandparent family	1.3	1.1	0.7	0.9	1.0
Child is married householder or householder's spouse	0.2	0.3	0.3	0.3	0.2
Child is unmarried householder	0.0	0.0	0.0	0.0	0.1
Child is other relative of householder	1.6	1.2	0.7	0.8	1.3
Child not related to householder	1.0	0.7	0.4	0.5	1.1
Child in group quarters	1.1	1.1	0.6	0.5	0.4

Table 19. (Continued)

	1940	1950	1960	1970	1980
BLACK					
Total Number (in thousands)	4,548	5,497	8,134	9,707	9,707
Percent	100.0	100.0	100.0	100.0	100.0
Two-Parent Family	87.2	65.3	66.5	57.3	46.7
Children born after marriage (one or both parents married only once)	52.8	47.4	51.1	42.1	30.7
Parents married once (intact two-parent family)	46.0	42.8	43.3	35.9	26.5
Father remarried, mother married once	(na)	(na)	6.1	4.6	3.4
Mother remarried, father married once	6.8	4.6	1.7	1.6	0.8
At least one stepchild in family	14.4	17.9	11.1	12.2	13.1
Mother married once	12.1	10.5	7.7	8.5	9.5
Mother remarried	2.3	7.4	3.4	3.7	3.6
Both parents remarried	(na)	(na)	4.3	3.0	2.9
One-Parent Family	14.5	16.2	21.4	33.0	42.0
Mother-only family	11.5	13.7	19.1	30.1	39.2
Mother never married	0.6	0.7	1.4	5.4	14.0
Mother separated or married spouse absent	3.7	7.8	11.1	14.8	11.7
Mother divorced	0.7	1.9	2.4	5.2	10.0
Mother widowed	6.5	3.3	4.2	4.7	3.5
Father only family	3.0	2.5	2.3	2.9	2.8
Father never married	0.0	0.0	0.1	0.6	0.9
Father separated or married spouse absent	1.2	1.1	1.3	1.6	1.0
Father divorced	0.1	0.2	0.4	0.2	0.6
Father widowed	1.7	1.2	0.5	0.5	0.3
No Parent in Home	18.1	18.3	12.0	9.9	11.1
Grandparent family	7.8	7.8	6.2	4.9	4.8
Child is married householder or householder's spouse	0.4	0.3	0.2	0.3	0.1
Child is unmarried householder	0.1	0.0	0.0	0.1	0.0
Child is other relative of householder	5.8	5.8	3.4	2.5	4.2
Child not related to householder	2.4	1.9	1.0	1.0	1.5
Child in group quarters	1.8	2.7	1.2	1.1	0.5

Table 19. (continued)

	1940	1950	1960	1970	1980
HISPANIC*					
Total Number (in thousands)	(na)	(na)	(na)	(na)	5,724
Percent	(na)	(na)	(na)	(na)	100.0
Two-Parent Family	(na)	(na)	(na)	(na)	71.1
Children born after marriage (one or both	(na)	(na)	(na)	(na)	57.1
parents married only once)	(na)	(na)	(na)	(na)	
Parents married once (intact two-parent family)	(na)	(na)	(na)	(na)	52.2
Father remarried, mother married once	(na)	(na)	(na)	(na)	3.7
Mother remarried, father married once	(na)	(na)	(na)	(na)	1.2
At least one stepchild in family	(na)	(na)	(na)	(na)	10.9
Mother married once	(na)	(na)	(na)	(na)	6.6
Mother remarried	(na)	(na)	(na)	(na)	4.3
Both parents remarried	(na)	(na)	(na)	(na)	3.1
One-Parent Family	(na)	(na)	(na)	(na)	21.5
Mother-only family	(na)	(na)	(na)	(na)	19.9
Mother never married	(na)	(na)	(na)	(na)	3.9
Mother separated or married spouse absent	(na)	(na)	(na)	(na)	6.9
Mother divorced	(na)	(na)	(na)	(na)	7.7
Mother widowed	(na)	(na)	(na)	(na)	1.4
Father only family	(na)	(na)	(na)	(na)	1.6
Father never married	(na)	(na)	(na)	(na)	0.5
Father separated or married spouse absent	(na)	(na)	(na)	(na)	0.6
Father divorced	(na)	(na)	(na)	(na)	0.3
Father widowed	(na)	(na)	(na)	(na)	0.2
No Parent In Home	(na)	(na)	(na)	(na)	7.6
Grandparent family	(na)	(na)	(na)	(na)	1.8
Child is married householder or householder's spouse	(na)	(na)	(na)	(na)	0.4
Child is unmarried householder	(na)	(na)	(na)	(na)	0.1
Child is other relative of householder	(na)	(na)	(na)	(na)	3.4
Child not related to householder	(na)	(na)	(na)	(na)	1.5
Child in group quarters	(na)	(na)	(na)	(na)	0.4

(na) Not available
Note: *Persons of Hispanic origin may be of any race.
Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy," Russell Sage Foundation, New York, N.Y. 1993, Tables 3.1, 3.6, 3.11.

Table 20. RELATIVELY POOR AND OFFICIALLY POOR CHILDREN AGE 0-17 BY FAMILY WORK AND WELFARE STATUS: 1939 - 1988

	1939	1949	1959	1969	1979	CPS 1979	CPS 1988
Percent by Family Work and Welfare Status			Relatively Poor Children				
Total number (in thousands)	11,385	(na)	14,864	14,938	14,425	14,295	16,852
Fully self-supporting	60-70	(na)	69.9	66.5	58.6	49.5	52.5
Mainly self-supporting	12-30	(na)	17.3	13.5	14.4	16.3	13.5
Mainly welfare-dependent		(na)	6.4	8.6	9.7	16.6	15.7
Fully welfare-dependent	10-18	(na)	6.5	11.5	17.3	17.7	18.4
Total		(na)	100.0	100.0	100.0	100.0	100.0
Percent by Family Work and Welfare Status			Officially Poor Children				
Total number (in thousands)	21,348	(na)	15,714	10,350	9,629	9,953	12,209
Fully self-supporting	75-80	(na)	69.8	61.8	51.0	42.0	44.0
Mainly self-supporting	9-17	(na)	18.6	12.5	12.8	14.0	12.6
Mainly welfare-dependent		(na)	5.9	9.9	11.5	20.0	18.7
Fully welfare-dependent	8-11	(na)	5.7	15.8	24.7	24.0	24.7
Total		(na)	100.0	100.0	100.0	100.0	100.0

(na) Not available

Notes: Welfare income and hence welfare dependence is measured as cash income received from the Aid to Families with Dependent Children (AFDC) and Social Security programs. All other cash income is classified as self-support. This approach allows for consistent measurement across all census and CPS years. For additional discussion of welfare programs see footnote 1, and Chapters 7 and 11. Fully self- supporting families receive no AFDC or Social Security income. Mainly self-supporting families receive less than 50 percent of their income from AFDC or Social Security. Mainly welfare-dependent families receive at least 50 percent but less than 100 percent of their income from AFDC or Social Security. Fully welfare-dependent families receive 100 percent of their income from AFDC or Social Security. See Chapter 7 for measurement of relative poverty and official poverty.

Source: Hernandez, Donald J., "America's Children, Resources from Family, Government and the Economy." Russell Sage Foundation, New York, N.Y. 1993, Table 8.1.

Table 21. MALE WORKERS WITH LOW ANNUAL EARNINGS, BY WORK EXPERIENCE: 1964, 1969, 1974, 1979, 1984, 1989, AND 1990

Characteristic	1964	1969	1974	1979	1984	1989	1990
All workers	32.9	27.1	27.4	27.2	30.5	30.8	32.5
With year-round, full-time attachment	(na)	(na)	12.7	13.3	18.5	18.3	21.2
Year-round, fulll-time worker	16.5	8.8	7.4	7.7	10.5	12.1	13.9
Wage and salary worker	12.9	6.6	5.5	6.0	8.4	11.0	12.6
Age:							
18 to 64 years	15.4	7.8	6.6	7.3	10.1	11.8	13.6
18 to 24 years	34.7	20.4	17.1	18.1	29.8	35.5	39.7
25 to 34 years	11.6	5.6	4.9	5.7	9.1	12.7	14.9
35 to 54 years	12.5	5.8	4.9	5.3	7.0	7.5	8.9
55 to 64 years	20.6	10.8	7.7	7.3	8.9	9.5	11.7
65 years and over	42.9	36.2	33.9	25.5	26.5	22.2	26.5
Race:							
White	14.7	7.6	6.9	7.2	9.9	11.5	13.0
Black	38.0	21.6	13.8	14.0	17.5	17.1	22.4
Hispanic origin (of any race)	(na)	(na)	12.1	13.4	18.7	24.3	28.2
Household relationship:							
Husband	12.5	5.6	4.6	5.1	7.1	7.7	9.1

(na) Not available

Note: Year-round, full-time attachment includes persons who spent at least 50 weeks during the year at work or looking for work and who either worked 35 hours a week or more or worked fewer hours for nonvoluntary reasons. Year-round, full-time, indicates 50 or more weeks of full-time employment during the previous calendar year.

Source: McNeil, John. "Workers With Low Earnings: 1964 to 1990." U.S. Bureau of the Census, Current Population Reports, Series P-60, No. 178, U.S. Government Printing Office, Washington, D.C. 1992, Tables B, C, D, and E.

Table 22. CHILDREN AGED 0-5 AND 6-17, BY PARENTAL PRESENCE AND EMPLOYMENT STATUS: 1940 - 1989

	1940		1950		1960		1970		1980		1989	
	Age 0-5	Age 6-17	Age 0-5	Age 6-17	Age 0-5	Age 6-17	Age 0-5	Age 6-17	Age 0-5	Age 6-17	Age 0-5	Age 6-17
Total Number (in thousands)	12,384	27,851	18,801	27,505	24,808	39,974	20,695	49,234	19,719	44,867	22,303	41,598
Percent	100	100	100	100	100	100	100	100	100	100	100	100
Breadwinner-homemaker total	82.9	71.9	78.3	59.9	72.9	58.3	60.7	46.7	45.5	32.1	31.6	21.5
Breadwinner-homemaker intact	70.7	58.6	65.6	48.0	61.0	47.5	50.4	37.7	35.2	24.2	(na)	(na)
Breadwinner-homemaker blended	12.2	13.3	12.7	11.9	11.9	10.8	10.3	9.0	10.3	7.8	(na)	(na)
Two-parent, father not breadwinner	2.1	3.3	3.0	5.7	1.8	2.8	2.5	3.3	2.6	3.7	4.9	4.7
One-parent family, not a breadwinner	2.3	4.8	2.9	3.9	3.9	3.7	5.6	5.1	7.2	5.8	11.0	7.5
Dual-earner family, employed full time	2.5	3.3	4.5	3.8	6.6	12.5	10.1	15.3	13.8	20.8	17.5	23.1
One-parent family, employed full time	1.4	3.6	1.7	2.8	2.4	4.3	4.4	8.3	5.6	9.5	7.0	11.8
Dual-earner family, employed part time	2.9	3.5	4.3	14.0	8.4	12.3	11.7	16.1	17.0	19.1	20.8	22.7
One-parent family, employed part time	0.9	2.4	0.7	3.1	1.2	1.8	2.1	2.7	3.4	3.9	5.5	5.5
No parent in home	5.0	7.5	4.7	6.9	2.9	4.5	3.0	4.5	4.9	5.2	1.7	3.3

Source: Hernandez, Donald J., "America's Children, Resources from Family, Government, and the Economy," Russell Sage Foundation, New York, N.Y. 1993, Tables 5.1 and 5.2.

Table 23. PERCENT OF CHILDREN AGED 0-5 WITH SURROGATE PARENT IN HOME, BY PARENTAL PRESENCE AND WORK SITUATION: 1940 - 1980

	1940	1950	1960	1970	1980
Total Number (in thousands)	12,384	18,801	24,808	20,895	19,719
Percent with Surrogate Parent in Home					
Breadwinner-homemaker total	15.1	11.8	6.3	4.7	3.6
Breadwinner-homemaker intact	14.9	11.4	5.7	4.4	3.2
Breadwinner-homemaker blended	16.1	13.9	9.4	6.4	4.9
Two-parent, father not breadwinner	25.6	15.7	18.3	10.0	6.4
One-parent family, not a breadwinner	51.6	44.3	31.2	24.5	21.6
Dual-earner family, employed full time	18.8	22.9	11.1	7.4	4.9
One-parent family, employed full time	57.1	50.0	43.3	32.3	20.1
Dual-earner family, employed part time	20.4	15.8	8.7	6.3	4.0
One-parent family, employed part time	51.2	54.8	34.6	21.4	25.1
Total	16.5	14.0	9.0	7.8	6.7

Note: Surrogate parent is any relative (other than the parents) who (1) lives in the home with preschoolers and their parents, (2) is at least 18 years of age, (3) is not enrolled in school, and (4) either is not in the labor force or works less than full-time.
Source: Hernandez, Donald J., "America's Children, Resources from Family, Government, and the Economy," Russell Sage Foundation, New York, N.Y. 1993, Table 5.4.

Table 24. SELECTED INDICATORS OF HOUSING QUALITY, ALL HOUSEHOLDS AND HOUSEHOLDS WITH CHILDREN: 1991

Characteristics	All Households	Households with children			
		Total	Married Couples	Other Households with two or more Adults	Households with one adult
Percent of units with physical problems					
Total	8	9	7	14	13
Owners	6	7	6	10	9
Renters	11	13	10	17	14
Percent of units with 1.01 or more persons per room					
Total	3	7	7	13	3
Owners	1	4	4	6	1
Renters	5	12	15	18	4

Source: Woodward, Jeanne. "Housing America's Children in 1991." U.S. Bureau of the Census, Current Housing Reports, Series H121/93-6, U.S. Government Printing Office, Washington, D.C. 1993, Table 1.

Table 25: PERCENT WITH SELECTED EQUIPMENT, ALL HOUSEHOLDS AND HOUSEHOLDS WITH CHILDREN: 1991

Characteristics	All Households	Households with children			
		Total	Married Couples	Other Households with two or more Adults	Households with one adult
All occupied	93,147	34,588	24,034	4,724	5,830
Percent with:					
Complete kitchen	99	99	99	99	99
Complete plumbing facilities	98	98	98	98	98
Washing machines	76	82	89	74	61
Clothes dryers	69	76	85	62	50
Dishwashers	50	53	61	37	33
Garbage disposals	41	40	43	33	33
Central heating equipment	88	87	88	86	88
Air conditioning: Central	42	42	46	33	33
Room units	29	28	27	31	28

Source: Woodward, Jeanne. "Housing America's Children in 1991." U.S. Bureau of the Census, Current Housing Reports, Series H121/93-6. U.S. Government Printing Office, Washington, D.C. 1993, Table 4.

Table 26: OPINION OF HOME AND NEIGHBORHOOD, ALL HOUSEHOLDS AND HOUSEHOLDS WITH CHILDREN: 1991

Characteristics	All Households	Households with children			
		Total	Married Couples	Other Households with two or more Adults	Households with one adult
Overall Opinion of Structure					
Households reporting	92,397	34,426	23,939	4,698	5,789
Percent	100	100	100	100	100
Poor (3 or less)	2	2	1	5	4
Fair (4-7)	25	28	24	34	36
Good (8-10)	74	70	74	61	60
Overall Opinion of neighborhood					
Households Reporting	91,296	34,036	23,648	4,653	5,734
Percent	100	100	100	100	100
Poor (3 or less)	4	5	3	8	11
Fair (4-7)	26	27	25	32	35
Good (8-10)	70	68	72	61	54

Source: Woodward, Jeanne, "Housing America's Children in 1991," U.S. Bureau of the Census, Current Housing Reports, Series H121/93-6, U.S. Government Printing Office, Washington, D.C. 1993, Table J.

Table 27: PERCENT OF CHILDREN LIVING DOUBLED-UP, BY RACE AND PARENTAL PRESENCE, 1939-1988

Total	1939	1949	1959	1969	1979	1979 CPS	1988 CPS
ALL RACES							
Doubled-up or with no parent	26.7	22.2	16.3	14.1	15.2	14.6	15.9
Doubled-up Total	21.8	17.6	13.4	11.0	11.3	11.0	13.4
Two-parent family	17.9	14.3	10.2	7.4	5.8	5.9	4.9
One-parent family	4.0	3.3	3.2	3.7	5.5	5.1	8.4
WHITE							
Doubled-up or with no parent	24.7	19.6	13.6	11.6	12.3	12.0	13.0
Doubled-up Total	21.1	16.5	11.7	9.4	9.4	9.7	11.3
Two-parent family	17.7	13.9	9.4	6.9	5.6	5.9	5.0
One-parent family	3.4	2.6	2.3	2.5	3.8	3.7	6.4
BLACK							
Doubled-up or with no parent	43.6	41.5	35.2	29.5	31.9	30.6	31.7
Doubled-up Total	27.5	26.0	25.0	21.3	2.2	18.9	24.5
Two-parent family	18.7	17.5	19.1	10.8	13.1	5.9	4.8
One-parent family	8.8	8.5	6.0	10.5	15.2	13.0	19.7

Source: Estimates derived from 1940-1980 Census Pums and March 1980 and 1989 CPS.

Table 28. DISABILITY STATUS OF CHILDREN 0 TO 17 YEARS OLD, BY SEX: 1991 - 92 (numbers in thousands)

Characteristic	Both sexes		Males		Females	
	Number	Percent	Number	Percent	Number	Percent
Children less than 3 years	11,791	100.0	6,000	100.0	5,791	100.0
With a disability	254	2.2	133	2.2	121	2.1
Limited in usual kind of activities	149	1.3	72	1.2	76	1.3
Received services for developmental needs	183	1.6	106	1.8	77	1.3
With a severe disability	41	0.4	32	0.5	8	0.1
Children 3 to 5 years	11,511	100.0	5,946	100.0	5,565	100.0
With a disability	597	5.2	370	6.2	228	4.1
Limited in usual kind of activities	294	2.6	184	3.1	110	2.0
Received services for developmental needs	498	4.3	323	5.4	176	3.2
Limited in ability to walk, run, or use stairs	147	1.3	76	1.3	71	1.3
With a severe disability	75	0.7	54	0.9	21	0.4
Children 6 to 14 years	32,766	100.0	16,761	100.0	16,005	100.0
With a disability	2,062	6.3	1,373	8.2	689	4.3
Limited in ability to do regular school work	1,764	5.4	1,197	7.1	567	3.5
Limited in ability to walk, run or use stairs	524	1.6	301	1.8	223	1.4
With a severe disability	412	1.3	250	1.5	163	1.0
Children 15 to 17 years	10,067	100.0	5,172	100.0	4,895	100.0
With a disability	933	9.3	558	10.8	374	7.7
Limited in ability to do regular school work	438	4.4	321	6.2	116	2.4
With a severe disability	309	3.1	159	3.1	150	3.1

Source: McNeil, John M., "Americans With Disabilities: 1991-92," U.S. Bureau of the Census, Current Population Reports, P70-33, U.S. Government Printing Office, Washington, D.C. 1993, Table 34.