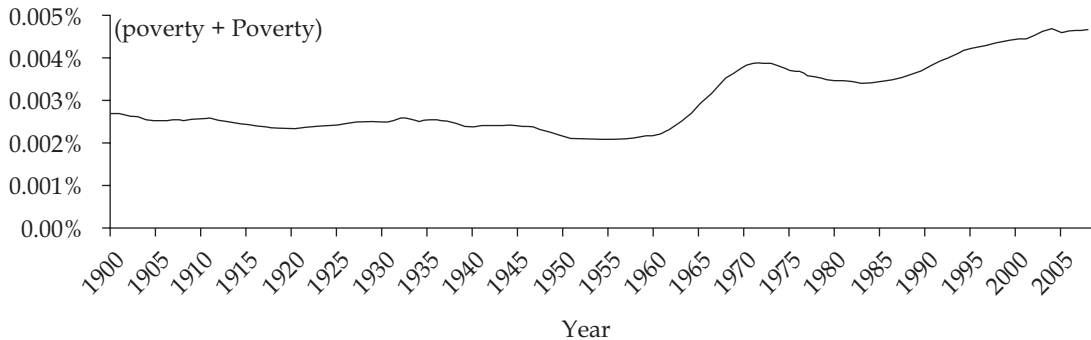
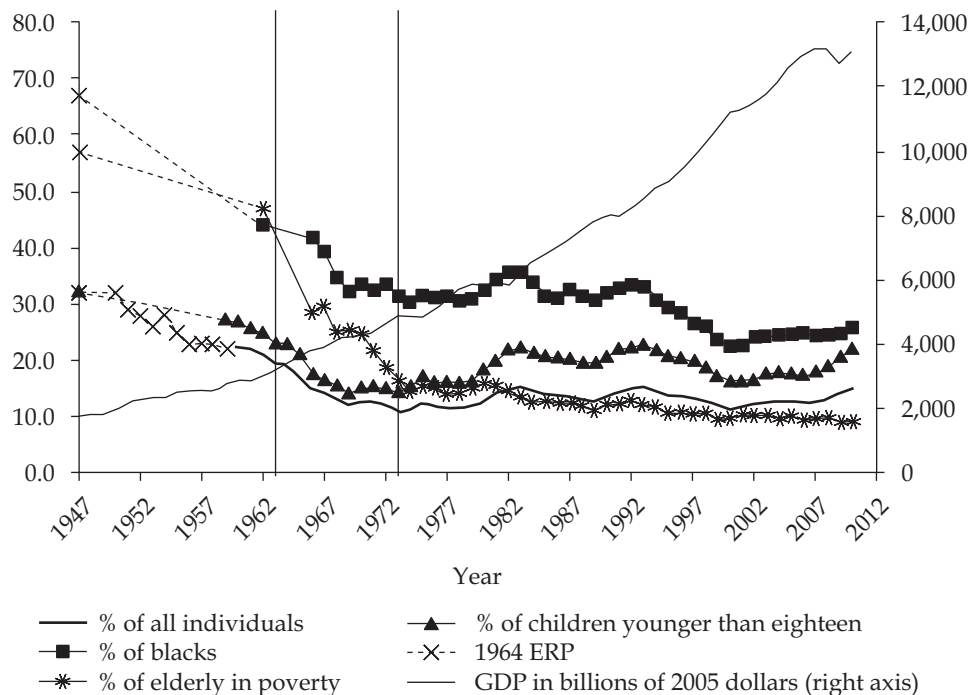


FIGURE 1.1 / Google Books N-Grams of Mentions of Poverty



Source: Authors' tabulations using <http://books.google.com/ngrams>.

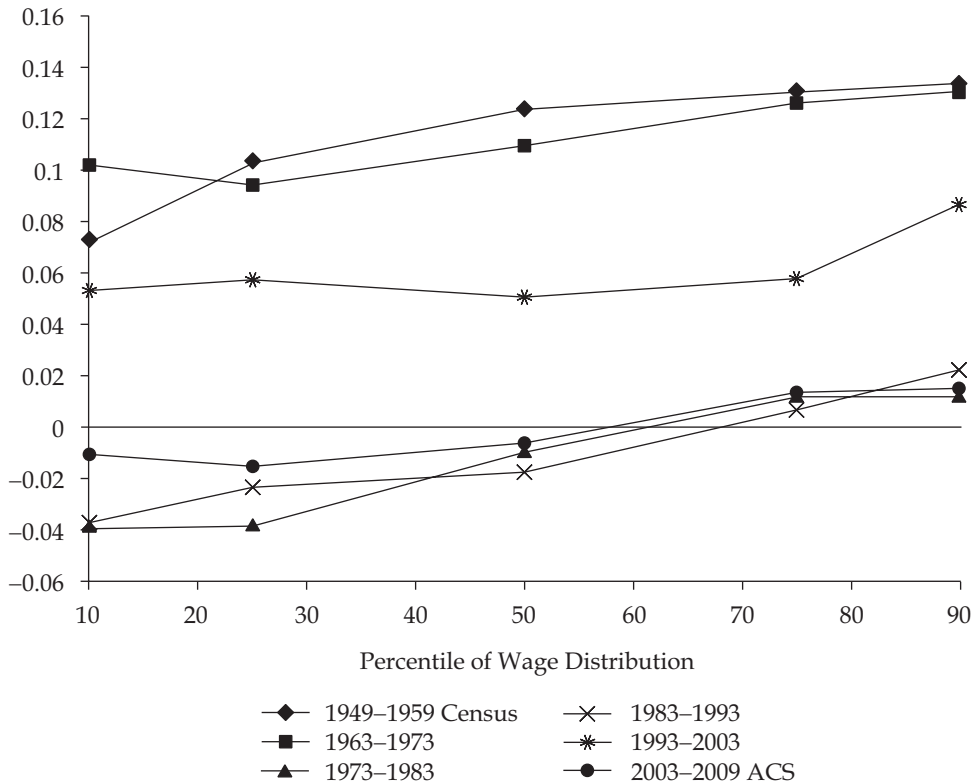
FIGURE 1.2 / U.S. Poverty Rates



Source: Authors' calculations based on U.S. Census Bureau (2012a, 2012b). Pre-1960 estimates are taken from the 1964 *Economic Report of the President*, chapter 2, table 3.

Note: Before 1959 (or the first solid line), estimates for poverty rates are the share of individuals in the group in households earning less than \$3,000 per year in 1960 dollars, roughly Mollie Orshansky's poverty line for a family of four. These numbers are not directly comparable to modern poverty lines. Ross, Danziger, and Smolensky (1987) estimate overall earnings poverty rate at 40.5 percent using 1950 census.

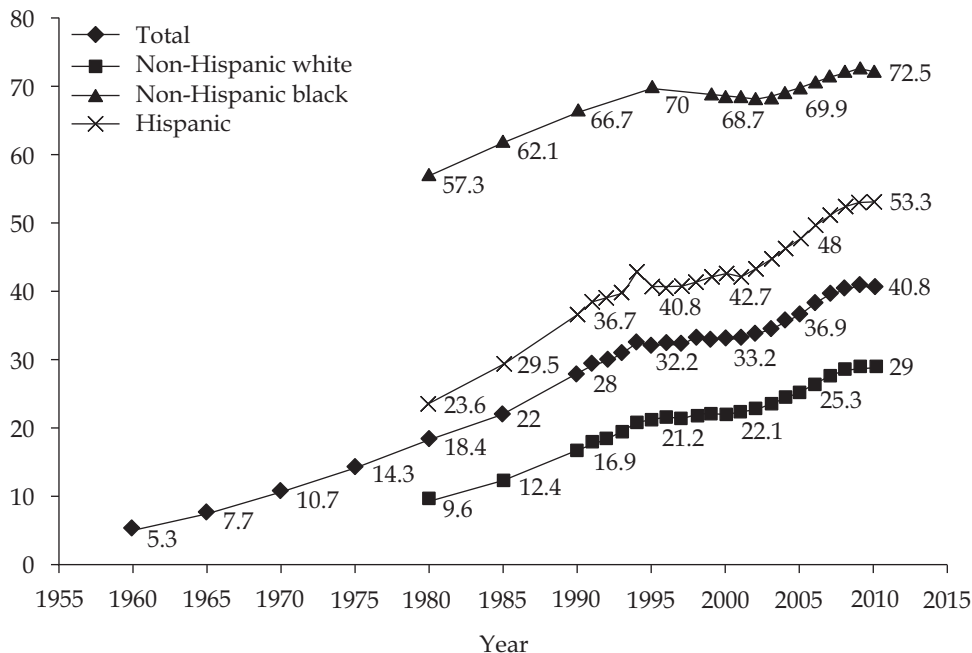
FIGURE 1.3 / Changes in Hourly Wage Earnings Among Full-Time Men at Various Percentiles in the Distribution



Source: All calculations from the March Current Population Surveys (1963–2003) except for the 1949 to 1959 series, which is from the decennial census, and the 2003 to 2009 series, which is from the American Community Survey.

Note: See text and data appendix for detailed notes on the construction of series

FIGURE 1.4 / Nonmarital Births as a Percentage of All Births



Source: Authors' calculations drawn from various publications of the National Center for Health Statistics. See data appendix for details.

TABLE 1.1 / War on Poverty's Major Legislation and Events

November 22, 1963	President Kennedy assassinated; Vice President Lyndon B. Johnson assumes the U.S. Presidency
January 8, 1964	President Johnson's State of the Union Address declares War on Poverty
February 26, 1964	The Revenue Act of 1964 (P.L. 88-272) dramatically lowers individual income tax rates and slightly lowers corporate tax rates
July 2, 1964	Civil Rights Act of 1964 (P.L. 88-352) signed into law by President Johnson
August 20, 1964	The Economic Opportunity Act of 1964 (P.L. 88-452) created Community Action Agencies to coordinate local antipoverty efforts and funds programs such as Head Start, Job Corps, Community Health Centers, Upward Bound, the Work Experience Program, Neighborhood Youth Corps, Volunteers in Service to America (VISTA), Legal Services, and federal work study programs.
August 31, 1964	The Food Stamp Act of 1964 (P.L. 88-525) creates a permanent, national program out of the food stamps pilot program begun in 1961
November 3, 1964	Lyndon Johnson wins landslide victory in Presidential Election; Democrats win two-thirds majority in both the Senate and House—the most Democratic Congress since the New Deal
April 11, 1965	The Elementary and Secondary Education Act of 1965 (P.L. 89-10) signed into law. Title I distributes funding to schools and districts with high percentages of students from low-income families
April 26, 1965	The Manpower Act of 1965 (P.L. 89-15) expanded funding under the 1962 Manpower Development and Training Act to retrain displaced workers
July 14, 1965	The Older Americans Act of 1965 (P.L. 89-73) provides for grants to help fund various support services such as caregiver support, nutritional services, and social services
July 30, 1965	Medicare and Medicaid are signed into law as part of the 1965 Amendments to the Social Security Act (P.L. 89-97)
August 6, 1965	The Voting Rights Act (P.L. 89-110) abolished literacy tests and other barriers used by state and local governments to disenfranchise voters (especially African Americans)
August 10, 1965	The Housing and Urban Development Act (P.L. 89-117) created the Department of Housing and Urban Development
November 8, 1965	The Higher Education Act of 1965 (P.L. 89-329) created federal loan programs including the Educational Opportunity Grant and Guaranteed Student Loan. It also created the college preparatory program, Talent Search.
September 30, 1966	The 1966 Amendments to the Fair Labor Standards Acts increased minimum wage from \$1.25 to \$1.60 by 1968 and extended coverage to public schools, nursing homes, laundries, and construction and farm workers and large farms

continued

TABLE 1.1 / Continued

October 11, 1966	The Child Nutrition Act of 1966 (P.L. 89-642) increased funding for school lunches and created a school breakfast program.
November 3, 1966	The Demonstration Cities and Metropolitan Development Act (P.L. 89-754) initiated the Model Cities Program
January 2, 1968	1967 Social Security Amendments (P.L. 90-248) dramatically increased Social Security benefits, mandated work incentive programs for AFDC recipients
April 11, 1968	Title VIII of the Civil Rights Act of 1968 (known as the Fair Housing Act), prohibited discrimination in the sale, financing, or leasing of housing

Source: Authors' compilation.

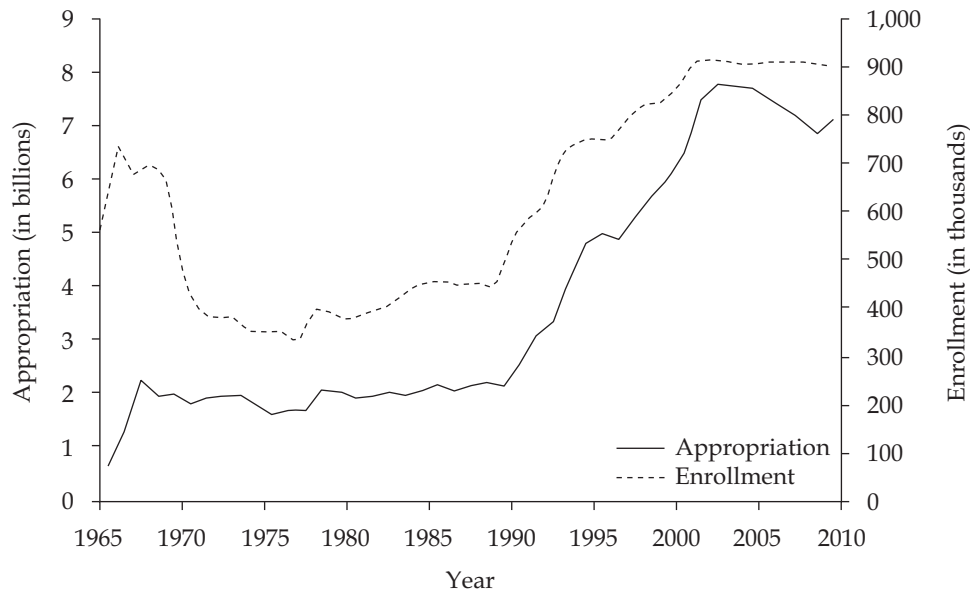
TABLE 1.2 / Characteristics of the Non-Elderly Poor

	1960 Census		2010 Census		2011 ACS	
	Poor persons	All persons	Poor persons	All persons	Poor persons	All persons
Age less than eighteen	0.510	0.403	0.383	0.282	0.379	0.279
Male	0.468	0.490	0.459	0.496	0.459	0.497
Female	0.532	0.510	0.541	0.504	0.541	0.503
Black	0.288	0.108	0.222	0.129	0.219	0.129
Hispanic	0.064	0.034	0.278	0.179	0.285	0.182
White	0.635	0.849	0.427	0.614	0.420	0.609
Native-born	0.965	0.954	0.831	0.855	0.829	0.854
Immigrant	0.035	0.046	0.169	0.145	0.171	0.146
Head married	0.767	0.879	0.324	0.628	0.322	0.622
Head single with children	0.149	0.066	0.386	0.189	0.388	0.193
Head single no children	0.084	0.056	0.291	0.184	0.291	0.185
Head education less than high school	0.801	0.572	0.274	0.120	0.271	0.117
Head worked in previous year	0.301	0.442	0.306	0.565	0.304	0.563

Source: Authors' calculations based on 1960 Census 1% Sample, 2010 ACS Sample, and 2011 ACS Sample, and Ruggles et al. (2010).

Note: The numbers represent the fraction of individuals with particular characteristics among the non-elderly poor or all non-elderly. Age, ethnicity, and immigrant status are assigned based on individual characteristics. Family composition, education, and employment are assigned based on characteristics of the family head. For the primary family in each household, family head is the head of household. For secondary families, the oldest adult is considered the family head. For secondary families with no adult members, family head is assumed to be the head of household. Individuals are considered non-elderly if they are sixty-four or younger. Excludes institutional inmates.

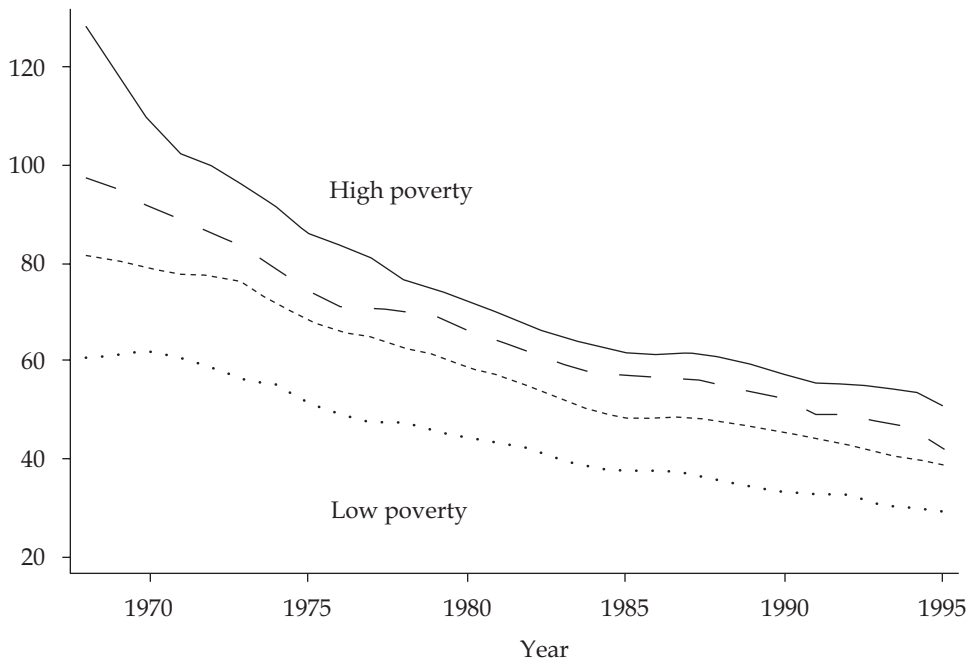
FIGURE 2.1 / Growth in Head Start



Source: Authors' compilation based on Administration for Children and Families (2011).

Note: Appropriations are in 2009 constant dollars.

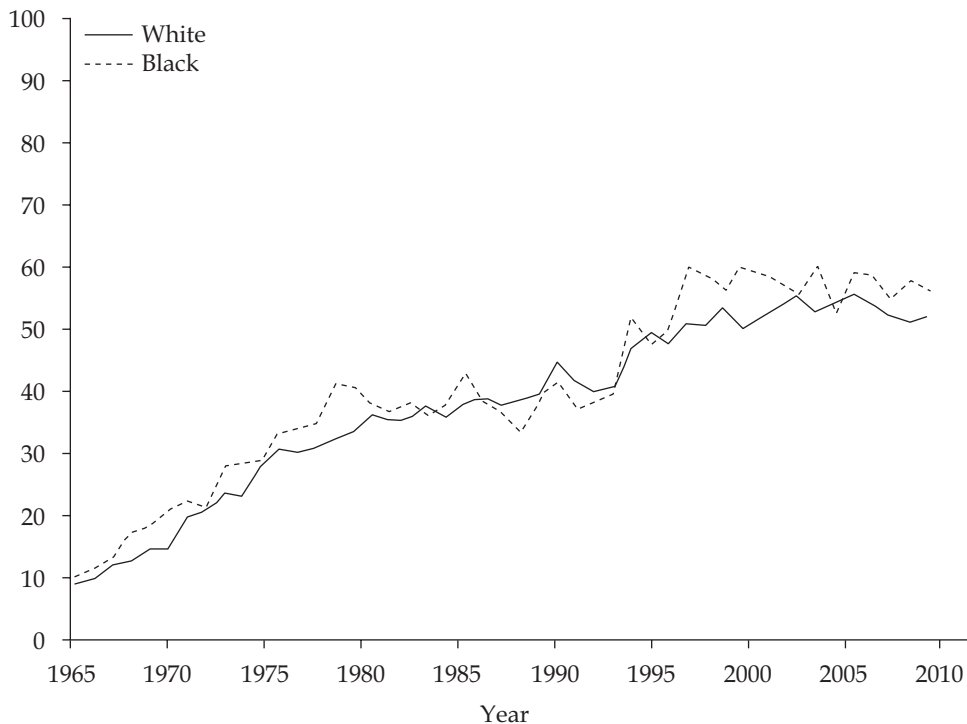
FIGURE 2.2 / Childhood Mortality



Source: Authors' calculations.

Note: Average mortality per 100,000 for children age one to four in counties defined by 1960 poverty rates of 35 to 100 percent (solid line), 20 to 35 percent (long dashed line), 10 to 20 percent (short dashed line), and 0 to 10 percent (dotted line). Three-year moving averages. Actual values for end years.

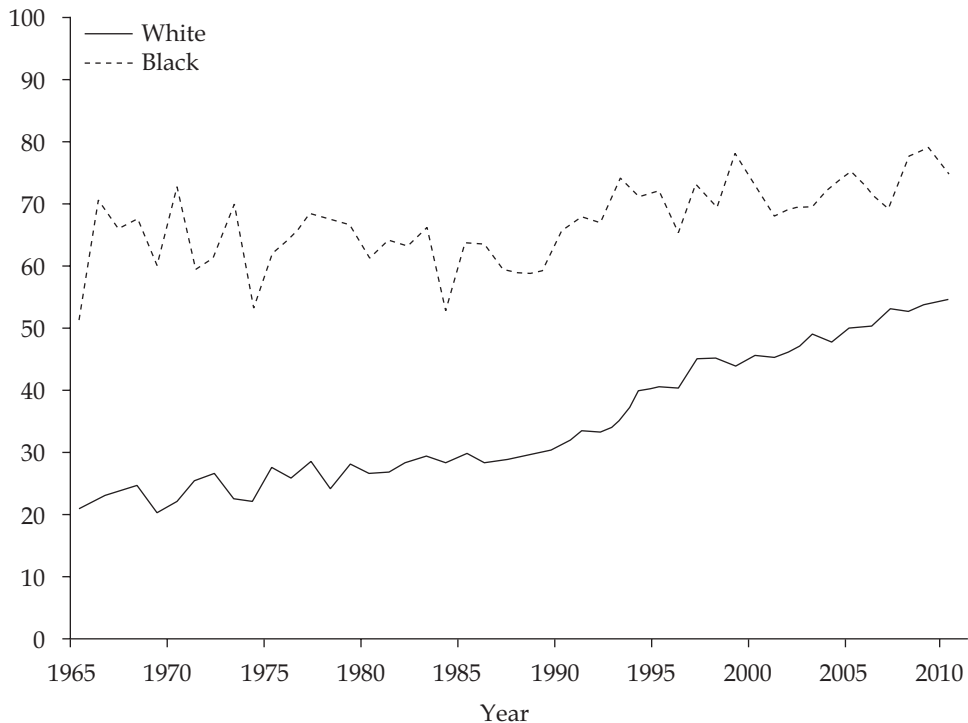
FIGURE 2.3 / Three- and Four-Year-Old Population in School



Source: Authors' compilation based on U.S. Census Bureau (2011).

Note: Numbers in percentages.

FIGURE 2.4 / Students in Nursery School in Public Settings



Source: Authors' compilation based on U.S. Census Bureau (2011).

Note: Numbers in percentages.

TABLE 2.1 / Effect Sizes from the National Head Start Impact Study

Outcome	Three-Year-Olds		Four-Year-Olds	
	ITT	TOT	ITT	TOT
Woodcock-Johnson letter identification	.235* (.074)	.346* (.109)	.215* (.099)	.319* (.147)
Letter naming	.196* (.080)	.288* (.117)	.243* (.085)	.359* (.126)
McCarthy draw-a-design	.134* (.051)	.197* (.075)	.111 (.067)	.164 (.100)
Woodcock-Johnson spelling	.090 (.066)	.132 (.096)	.161* (.065)	.239* (.097)
PPVT vocabulary	.120* (.052)	.170* (.077)	.051 (.052)	.075 (.076)
Color naming	.098* (.043)	.144* (.064)	.108 (.071)	.159 (.107)
Parent-reported literacy skills	.340* (.066)	.499* (.097)	.293* (.075)	.435* (.112)
Oral comprehension	.025 (.062)	.036 (.091)	-.058 (.052)	-.086 (.077)
Woodcock-Johnson applied problems	.124 (.083)	.182 (.122)	.100 (.070)	.147 (.103)

Source: Recreated with permission from Ludwig and Phillips (2007a, table 1; 2007b, table 1).

Note: First and third columns reproduce ITT impact estimates for all cognitive outcomes reported in Westat's executive summary of the first-year findings report from the National Head Start Impact Study, reported as effect sizes, that is, program impacts divided by the control group standard deviation (Puma et al. 2005). Standard errors are shown in parentheses also in effect-size terms; these were not included in the Westat report but were generously shared by Ronna Cook of Westat. Second and fourth columns are our estimates for the effects of treatment on the treated (TOT) derived using the approach of Bloom (1984), which divides the ITT point estimates and standard errors by the treatment-control difference in Head Start enrollment rates. For three-year-olds the adjustment is to divide ITT by $(.894 - .213) = .681$, for four-year-olds adjustment is to divide ITT by $(.856 - .181) = .675$ (see Puma et al. 2005, 3-7, exhibit 3.3).

* $p \leq .05$

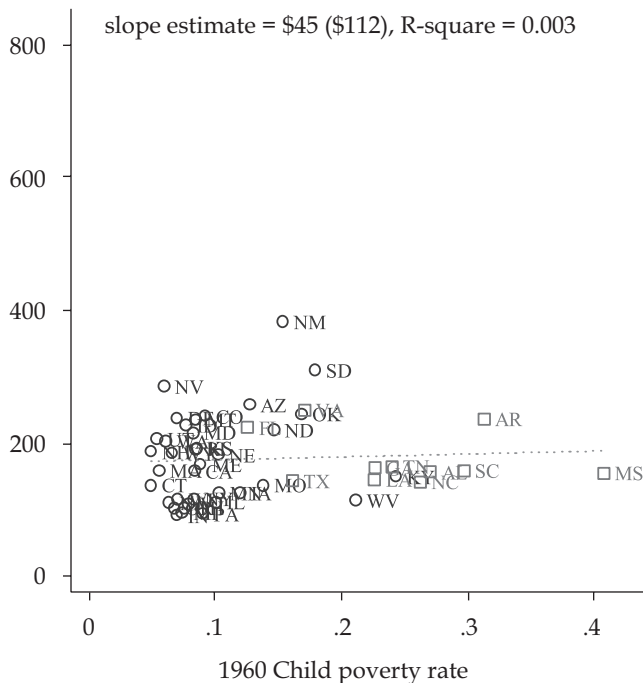
TABLE 2.2 / Cognitive Outcomes for Head Start Participants

Cohort and group	Age				
	5.5	6	7	8.5	12.5
Pre-1990 Head Start cohort (Deming)					
All	0.145			0.133	0.055
White (including Hispanic)	-0.057			0.111	0.156
Black	0.287			0.127	0.031
2002 Head Start four-year-old cohort (NHSIS)					
All	0.021	-0.025	0.058		
White	0.261	0.177	0.231		
Black	0.093	-0.115	0.009		
Hispanic	0.214	-0.058	-0.013		

Source: Authors' compilation based on Deming (2009) and Puma et al. (2010).

Note: Impact estimates for cognitive outcomes are reported as effect sizes.

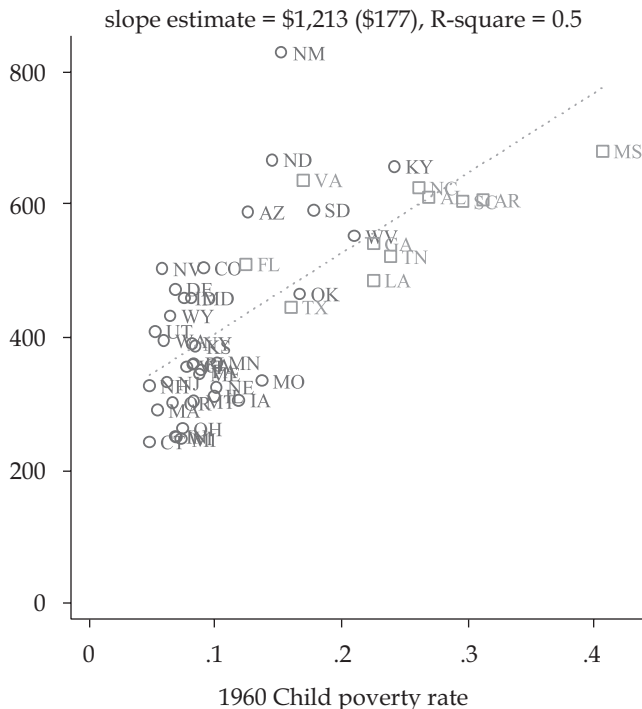
FIGURE 3.1 / Child Poverty and Per-Pupil Federal Revenue, Before Title I, 1963–1964 School Year



Source: Authors' calculations based on U.S. Congress (1965); Minnesota Population Center (2011); U.S. Department of Health, Education, and Welfare (1965, 1967).

Note: Per-pupil federal revenue for K-12 education is expressed in real 2009 dollars. The slope estimate gives the slope coefficient (standard error) on the fitted line. Slope coefficients are the predicted difference in per-pupil federal revenue for K-12 education between a state with only poor children and a state with no poor children. Regressions give each state equal weight.

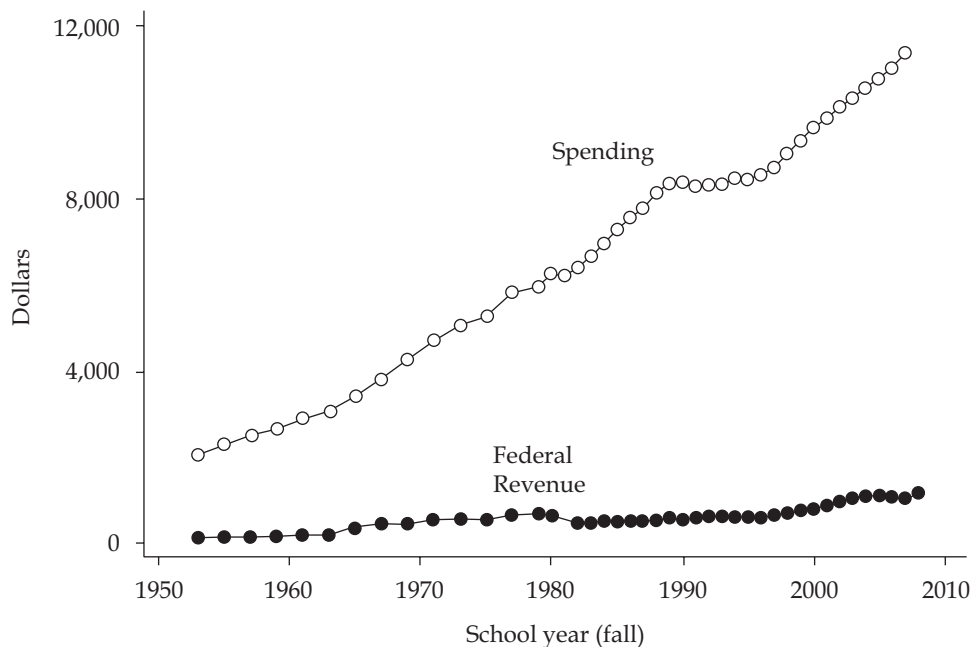
FIGURE 3.2 / Child Poverty and Per-Pupil Federal Revenue, After Title I, 1969–1970
School Year



Source: Authors' calculations based on U.S. Congress (1965); Minnesota Population Center (2011); U.S. Department of Health, Education, and Welfare (1970b, 1973a).

Note: Per-pupil federal revenue for K-12 education is expressed in real 2009 dollars. The slope estimate gives the slope coefficient (standard error) on the fitted line. Slope coefficients are the predicted difference in per-pupil federal revenue for K-12 education between a state with only poor children and a state with no poor children. Regressions give each state equal weight.

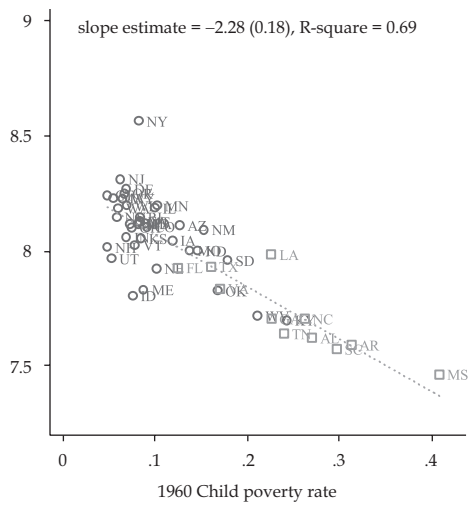
FIGURE 3.3 / Trends in Per-Pupil School Spending and Federal Revenue



Source: Authors' calculations based on state by year level data compiled from U.S. Department of Health, Education, and Welfare (1956, 1957, 1960a, 1960b, 1964–1968, 1969b, 1970a, 1970b, 1973a, 1973b, 1974, 1975, 1976a, 1976b, 1979); U.S. Department of Education (1978, 1980, 1981–1983, 1986–1989, 1991a, 1991b, 1992–1995, 1997, 1999–2012).

Note: 2009 dollars. Means are unweighted.

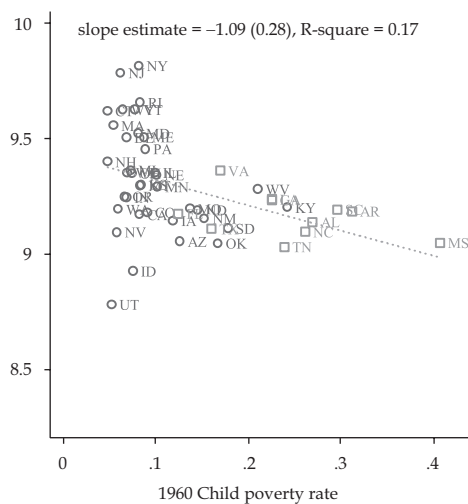
FIGURE 3.4 / Child Poverty and Per-Pupil School Spending, 1963–1964 School Year



Source: Author’s calculations based on U.S. Congress (1965); Minnesota Population Center (2011); U.S. Department of Health, Education, and Welfare (1965).

Note: The slope estimate gives the slope coefficient (standard error) on the fitted line. Slope coefficients are the predicted difference in log per-pupil spending on K-12 education between a state with only poor children and a state with no poor children. Regressions give each state equal weight.

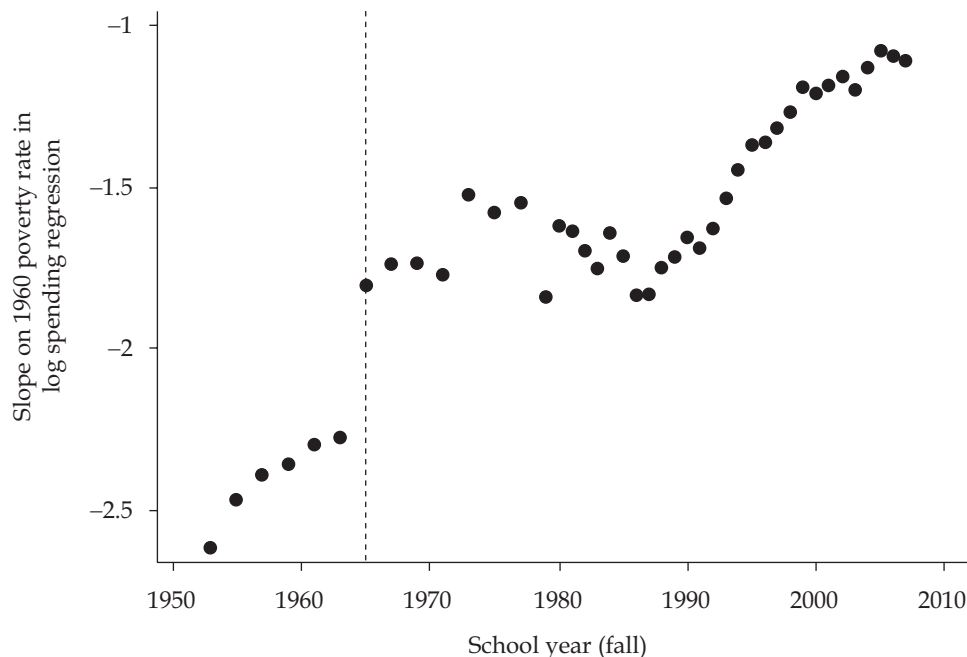
FIGURE 3.5 / Child Poverty and Per-Pupil School Spending, 2006–2007 School Year



Source: Author’s calculations based on U.S. Congress (1965); Minnesota Population Center (2011); U.S. Department of Education (2011).

Note: The slope estimate gives the slope coefficient (standard error) on the fitted line. Slope coefficients are the predicted difference in log per-pupil spending on K-12 education between a state with only poor children and a state with no poor children. Regressions give each state equal weight.

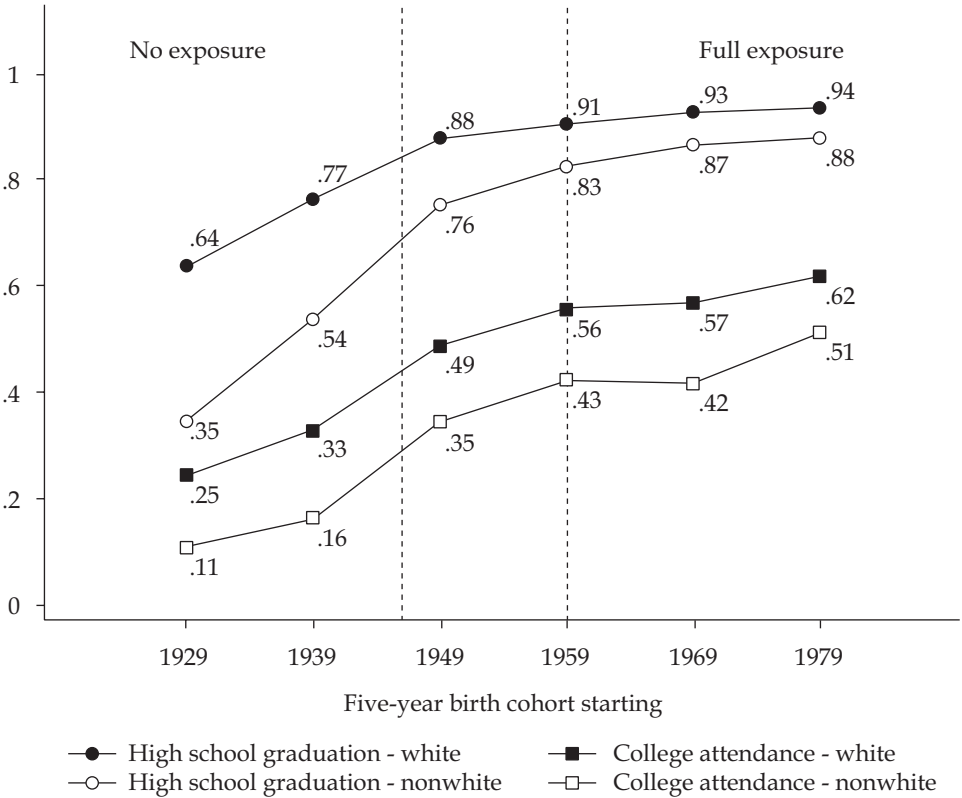
FIGURE 3.6 / Child Poverty and Per-Pupil School Spending Over Time



Source: Author's calculations based on U.S. Congress (1965); Minnesota Population Center (2011); U.S. Department of Education (1981, 1989, 1994, 2001, 2011; U.S. Department of Health, Education, and Welfare (1956, 1957, 1960a, 1960b, 1964–1966, 1968, 1970b, 1973b, 1974, 1976b, 1979).

Note: The figure plots slope coefficients on lines fit to year-by-year scatterplots of log per-pupil spending on K-12 education (*y*-axis) on the 1960 child poverty rate (*x*-axis). These slope coefficients give the predicted difference in log per-pupil school spending between a state with only poor children and a state with no poor children. Regressions give each state equal weight. The dashed vertical line is placed at 1965, the year Title I was introduced.

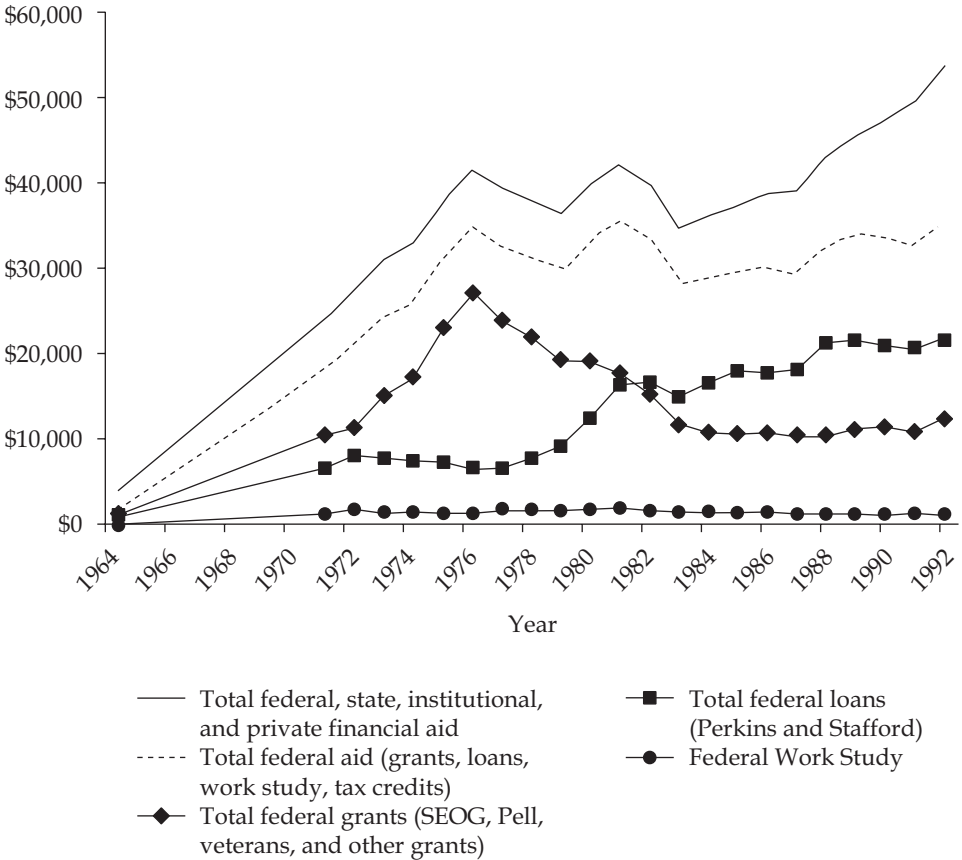
FIGURE 3.7 / Trends in High School Graduation and College Attendance



Source: Authors' calculations based on Ruggles et al. (2010).

Note: Age twenty-six to thirty. Data were collapsed to the (five-year) birth cohort by birth state by race level using person weights provided in the census and American Community Survey. Means weighted by cell size.

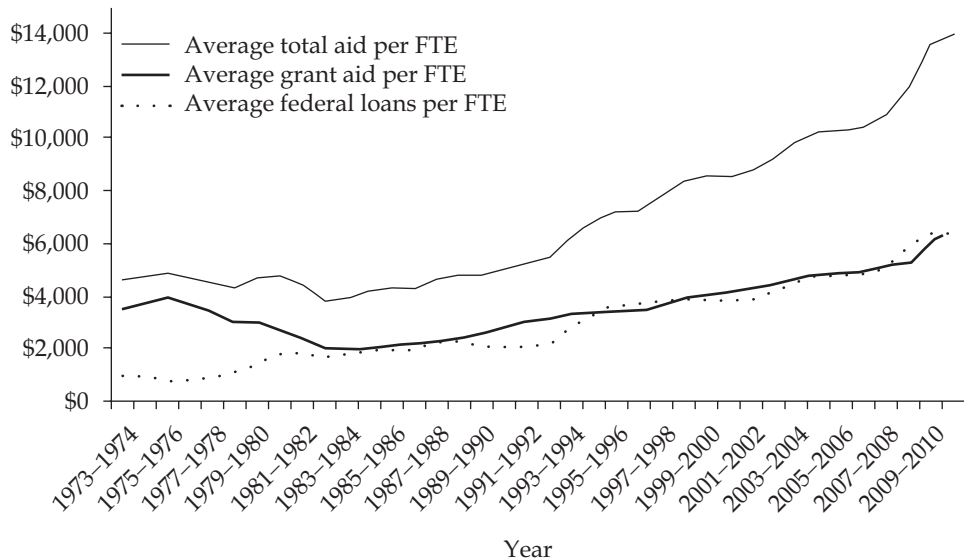
FIGURE 4.1 / Student Aid Used to Finance Postsecondary Education Expenses



Source: Author's compilation based on College Board (2011).

Note: Constant 2010 dollars in millions. Fiscal years are shown: 1964 equals the 1963–1964 academic school year. Other grant programs include Social Security Student Benefit Program, LEAP, SMART grants, Academic Competitiveness grants, and other federal grants. Unsubsidized Stafford and other loans includes PLUS, SLS, and other federal loans. Other aid includes state grant programs, institutional grants, private and employer grants, and nonfederal loans.

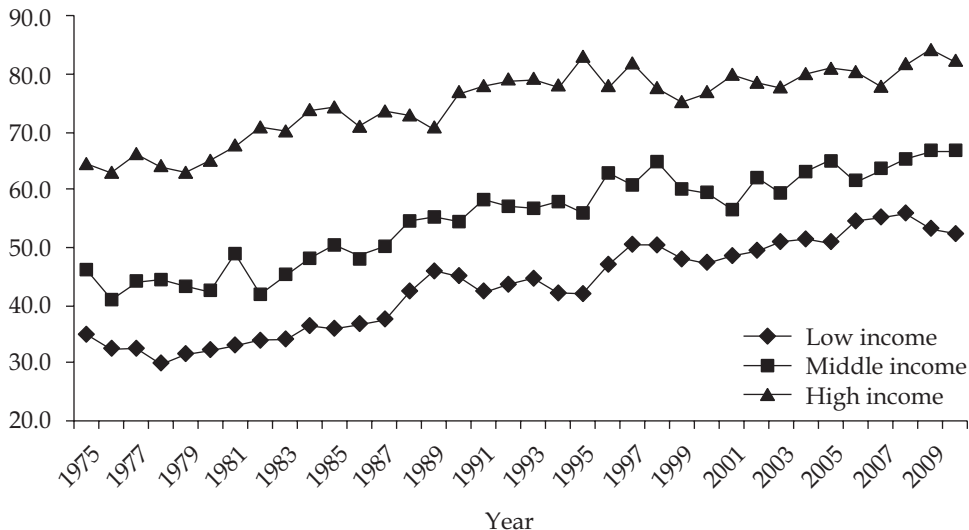
FIGURE 4.2 / Average Aid Per Full-Time Equivalent (FTE) Student



Source: Author's compilation based on College Board (2011).

Note: Constant 2010 dollars. The figures reported here reflect total student aid amounts divided across all students, including nonrecipients. Total aid includes federal work study and education tax benefits. Loan numbers do not include private nonfederal loans. For years 1995-1996 and earlier, net commitments are estimated.

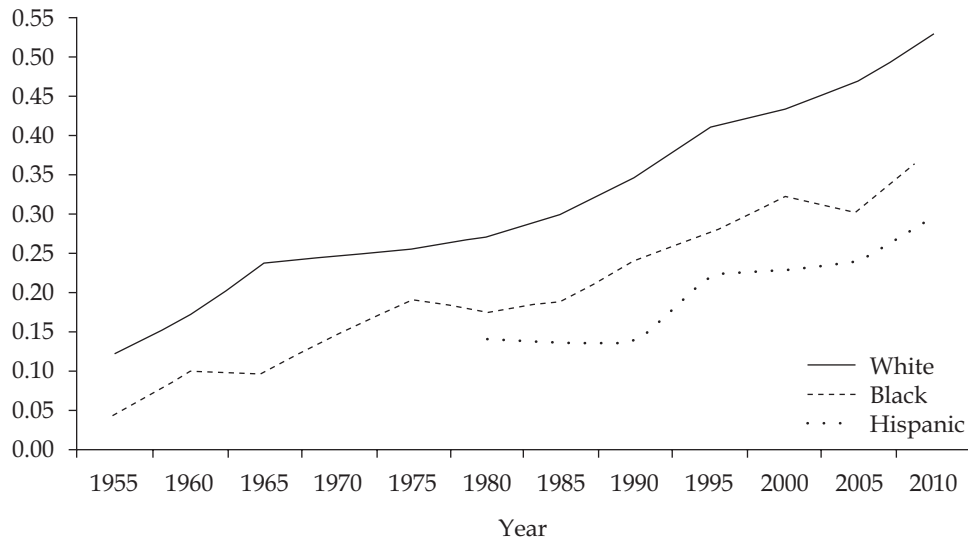
FIGURE 4.3 / High School Graduates in College the October Immediately Following High School Completion Within Six Months



Source: Author's compilation based on U.S. Census Bureau (2010).

Note: Low income refers to the bottom 20 percent of all family incomes, high income refers to the top 20 percent of all family incomes, and middle income refers to the 60 percent in between. The low-income figures are a three-year moving average due to small sample size. For 1975 and 2010, a two-year moving average is used. Includes high school completers age sixteen to twenty-four, who account for about 98 percent of all high school graduates in a given year.

FIGURE 4.4 / Percentage of Those Age Eighteen to Twenty-Four in College



Source: Author's compilation based on U.S. Bureau of the Census (1980, 2000); U.S. Census Bureau (2010, table A-6).

Note: Calculations by author using population estimates and college enrollment figures. Population estimates are for the resident population plus armed forces overseas age eighteen to twenty-four. College enrollment figures are for the civilian non-institutionalized population of eighteen-to twenty-four-year-olds. Data for black in 1955 and 1960 are for black and other races. Starting in 2003 respondents could identify more than one race. From 2003 onward, data represent those respondents who indicated only one race category. Hispanics may be of any race.

TABLE 4.1 / Student Aid to Finance Postsecondary Expenses

	1963– 1964	1970– 1971	1971– 1972	1972– 1973	1973– 1974	1983– 1984	1993– 1994	2003– 2004	2010– 2011
Total federal aid	\$1,643	\$18,092	\$21,126	\$24,324	\$26,154	\$28,832	\$42,598	\$87,724	\$169,061
Total federal grants	\$836	\$10,426	\$11,499	\$15,241	\$17,354	\$10,774	\$12,228	\$20,711	\$49,065
EOG or SEOG	—	\$920	\$950	\$1,094	\$1,035	\$770	\$881	\$901	\$758
BEOG or Pell Grants	—	—	—	—	\$234	\$6,104	\$8,537	\$15,065	\$34,762
Veterans and military grants	\$772	\$6,627	\$7,389	\$10,359	\$11,523	\$3,153	\$2,412	\$4,221	\$12,152
Other grant programs	\$64	\$2,879	\$3,160	\$3,788	\$4,562	\$746	\$399	\$524	\$1,394
Total federal loans	\$807	\$6,547	\$7,920	\$7,701	\$7,343	\$16,566	\$29,205	\$58,842	\$103,995
NDSL or Perkins loans	\$807	\$1,344	\$1,671	\$2,070	\$2,131	\$1,488	\$1,387	\$1,942	\$971
Subsidized Stafford	\$0	\$4,968	\$5,975	\$5,335	\$4,908	\$13,873	\$18,715	\$26,127	\$39,692
Unsubsidized Stafford and other loans	\$0	\$234	\$273	\$297	\$304	\$1,205	\$9,103	\$30,772	\$63,332
Federal work study	—	\$1,120	\$1,707	\$1,382	\$1,457	\$1,491	\$1,165	\$1,312	\$1,171
Education tax benefits	—	—	—	—	—	—	—	\$6,860	\$14,830
State grants	\$398	\$1,319	\$1,441	\$1,639	\$1,791	\$2,413	\$3,585	\$7,103	\$9,207
Institutional grants	\$1,910	\$4,700	\$5,040	\$5,100	\$4,970	\$4,970	\$13,360	\$23,480	\$38,110
Private and employer grants	—	—	—	—	—	—	\$4,260	\$9,130	\$10,840
Total federal, state, institutional, and private aid	\$3,951	\$24,112	\$27,606	\$31,063	\$32,915	\$36,215	\$63,803	\$140,257	\$235,089

Source: Author's compilation of data from College Board (2011).

Note: Constant 2010 dollars in millions. Components may not sum to totals because of rounding. Other grant programs include Social Security Student Benefit Program, LEAP, SMART grants, Academic Competitiveness grants, and other federal grants. Unsubsidized Stafford and other loans includes PLUS, SLS, and other federal loans. Other aid includes state grant programs, institutional grants, private and employer grants, and nonfederal loans. Federal loan dollars reflect disbursements beginning 1995–1996. Before 1995–1996 the data reflect gross loan commitments. These amounts are approximately 11 percent higher than disbursements. The Ford Direct Student Loan Program (FDSL) began in 1992–1993. From that year, Federal Family Education Loan (FFEL) and FDSL volumes are reported separately. Private and employer grants are estimated based on NPSAS data and surveys conducted by the National Scholarship Providers Association. Data for these programs were not estimated before 1993–1994, even though funds were available from these sources. Where precise data are not available, the division of aid between undergraduate and graduate students is based on the NPSAS.

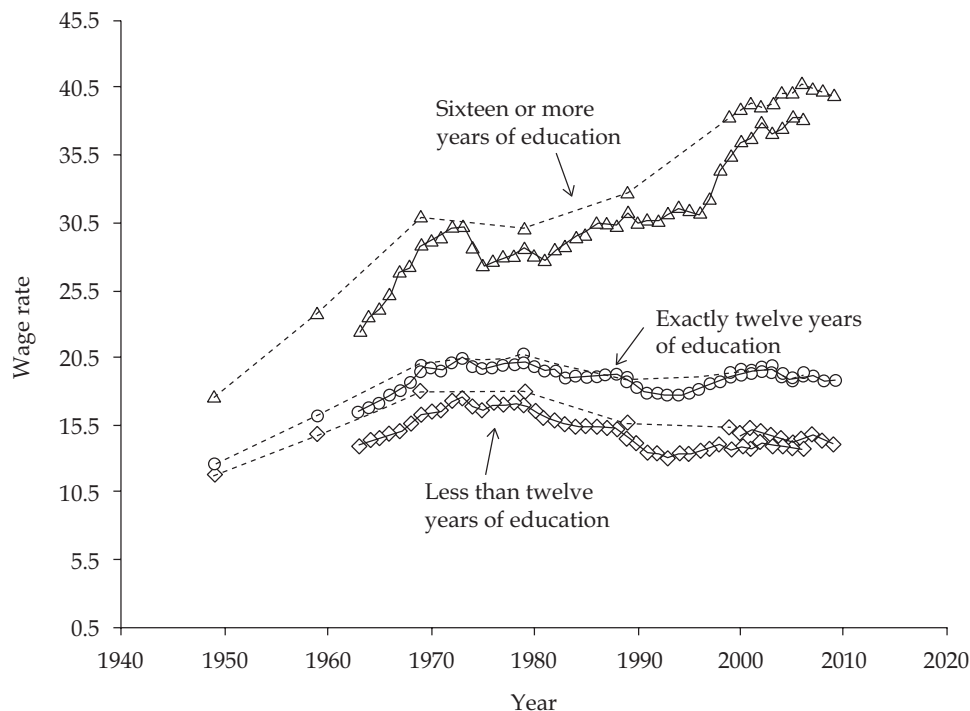
TABLE 4.2 / Median Family Income 1965 and Average College Tuition 1964-1965

	Whites	Blacks
Median family income	\$7,251	\$3,993
Public institutions		
Total tuition and R&B		
Universities	14.5%	26.3%
Other four-year	12.0%	21.7%
Two-year	8.8%	16.0%
Tuition and required fees		
Universities	4.1%	7.5%
Other four-year	3.1%	5.6%
Two-year	1.4%	2.5%
Private institutions		
Total tuition and R&B		
Universities	30.4%	55.1%
Other four-year	25.0%	45.3%
Two-year	20.1%	36.4%
Tuition and required fees		
Universities	17.9%	32.5%
Other four-year	14.1%	25.6%
Two-year	9.7%	17.6%

Source: Author's calculations based on U.S. Bureau of the Census (1977, 1987a, 1987b, 1991); National Center for Education Statistics 2008.

Note: The figures for black families include other races. These figures are not precisely comparable with data for later years. The tuition data are for the entire academic year and are average total charges for full-time attendance. Tuition and fees were weighted by the number of full-time-equivalent undergraduates to calculate the national average. Room and board were based on full-time students. Tuition and required fees are in-state charges for public institutions. Detail may not sum to totals because of rounding.

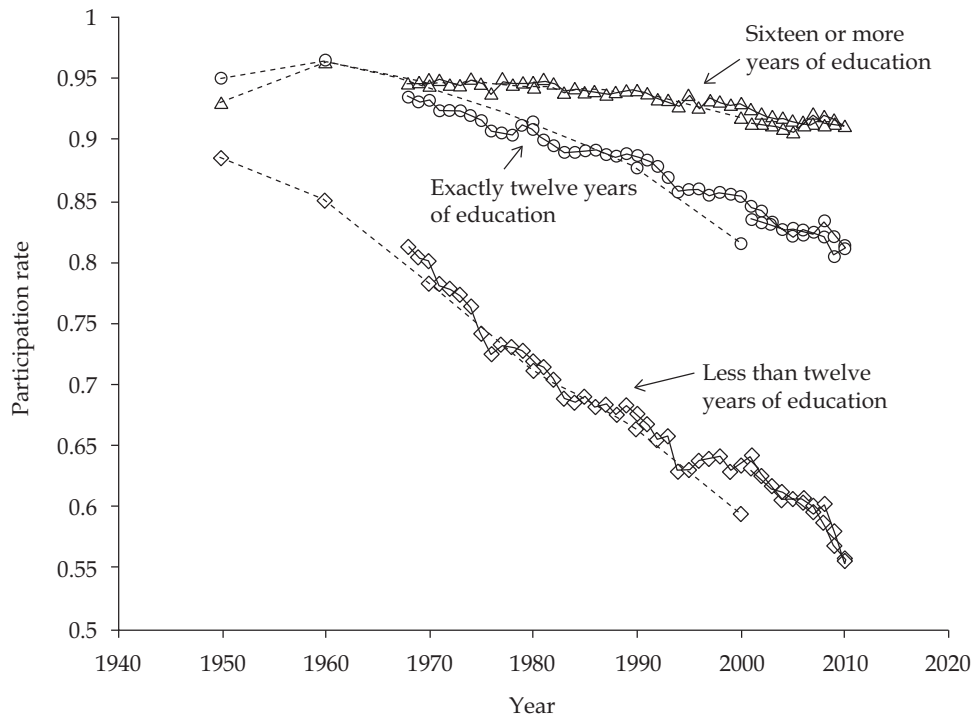
FIGURE 5.1 / Mean Hourly Wages for Men



Source: Author's calculations based on U.S. Bureau of the Census (1950–2010).

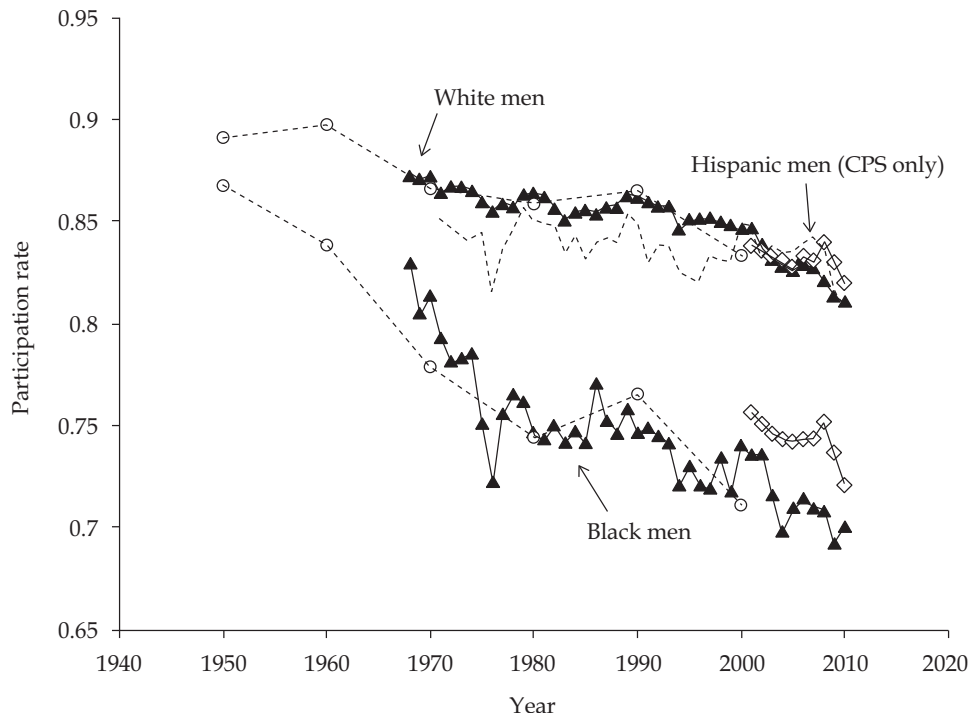
Note: The dashed line in this and all other figures represent computations from the IPUMS files of the Decennial Census of Population, while solid lines reflect computations based on the March Current Population Surveys between 1964 and 2007. Details of the computations are available in a data appendix from the author and volume editors.

FIGURE 5.2 / Labor Force Participation for Men, Education



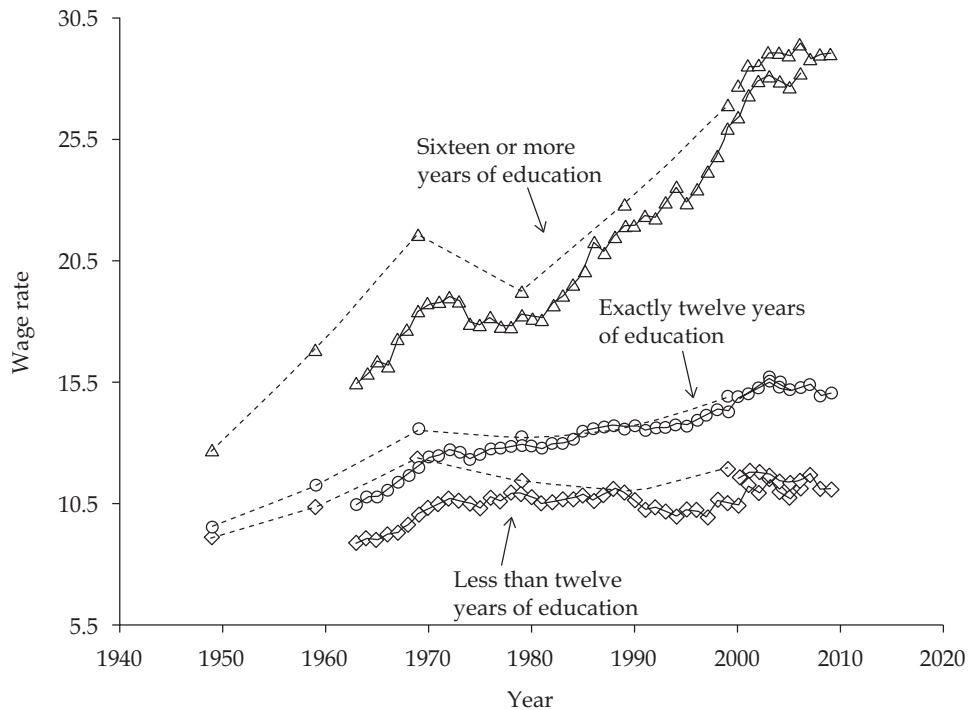
Source: Author's calculations based on U.S. Bureau of the Census (1950–2010).

FIGURE 5.3 / Labor Force Participation for Men, Race



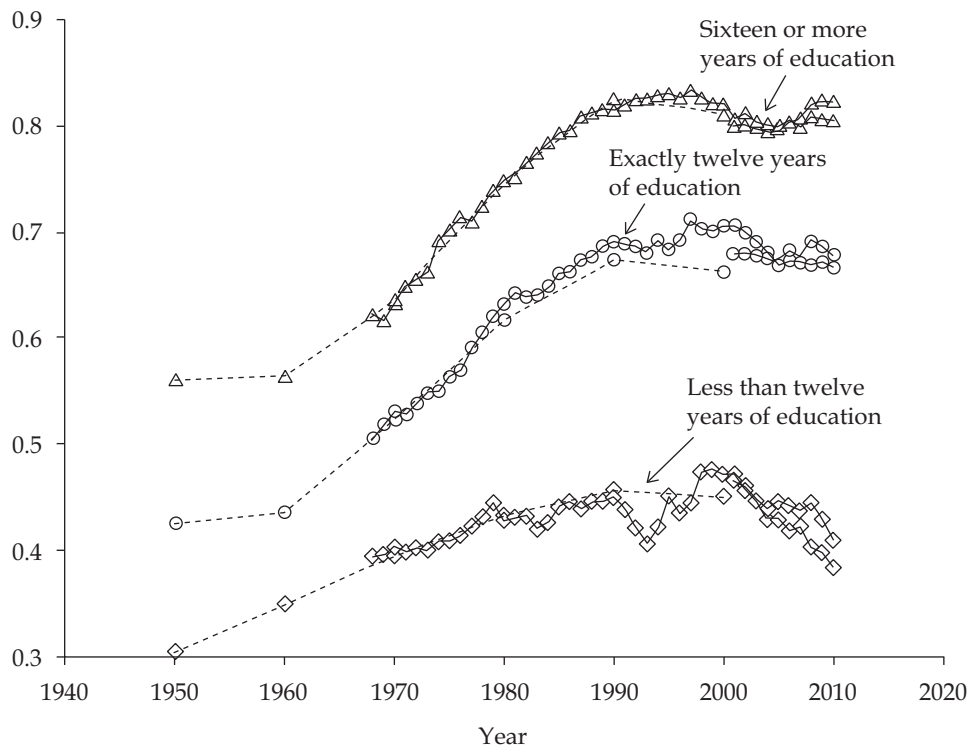
Source: Author's calculations based on U.S. Bureau of the Census (1950–2010).

FIGURE 5.4 / Mean Hourly Wages for Women



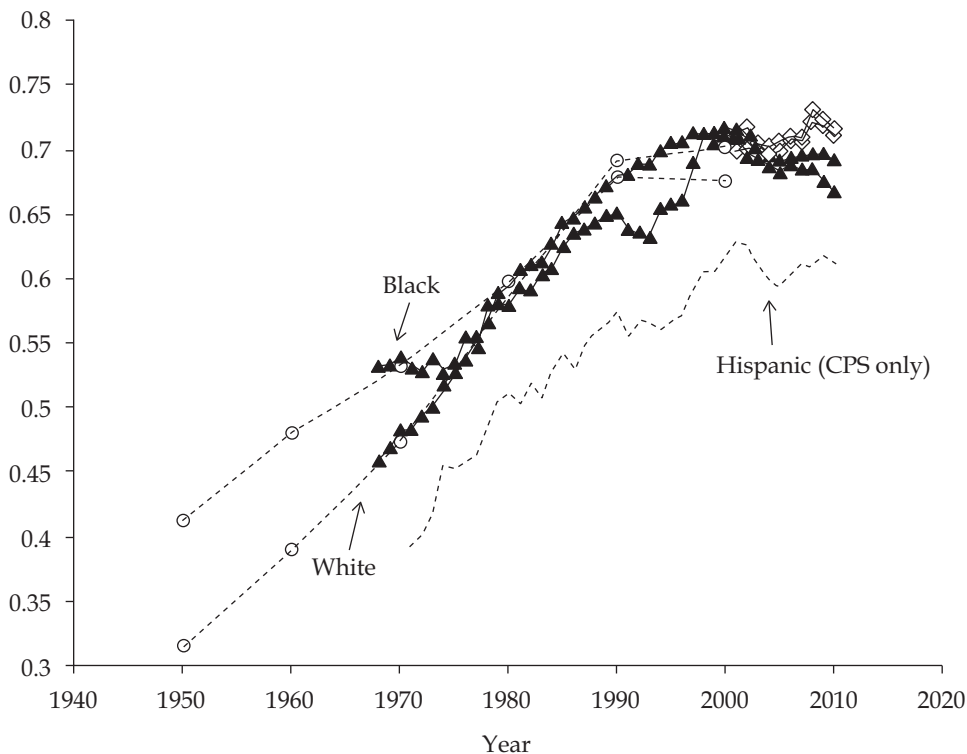
Source: Author's calculations based on U.S. Bureau of the Census (1950–2010).

FIGURE 5.5 / Labor Force Participation for Women, Education



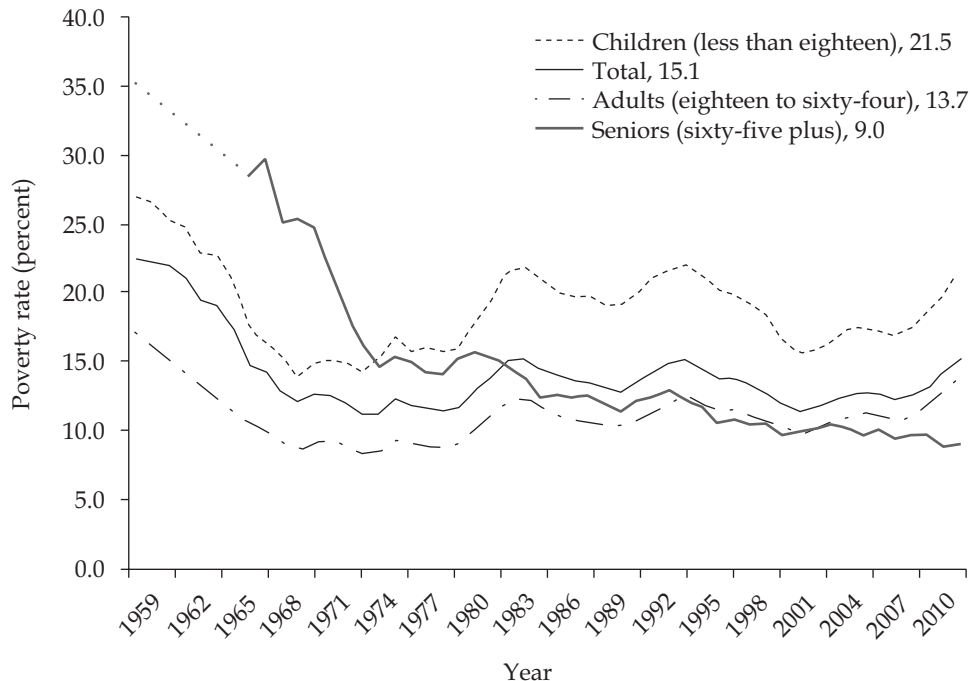
Source: Author's calculations based on U.S. Bureau of the Census (1950–2010).

FIGURE 5.6 / Labor Force Participation for Women, Race



Source: Author's calculations based on U.S. Bureau of the Census (1950–2010).

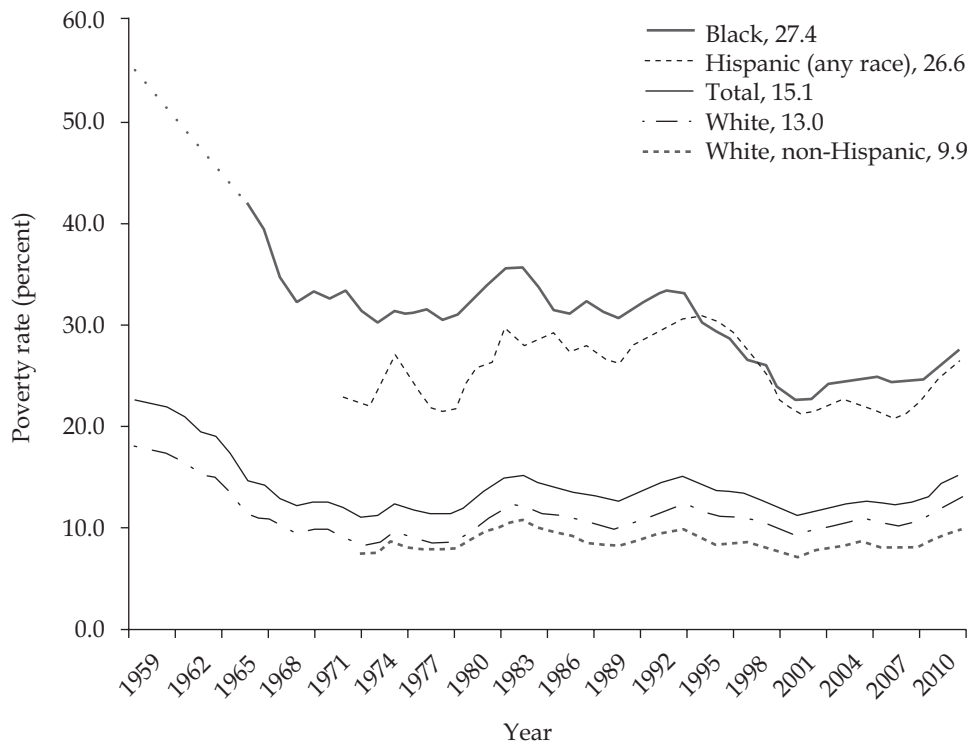
FIGURE 6.1 / Poverty Rates by Age



Source: Author's calculations based on U.S. Census Bureau (2012).

Note: Numbers in the labels above refer to the poverty rate in the latest year shown in the figure.

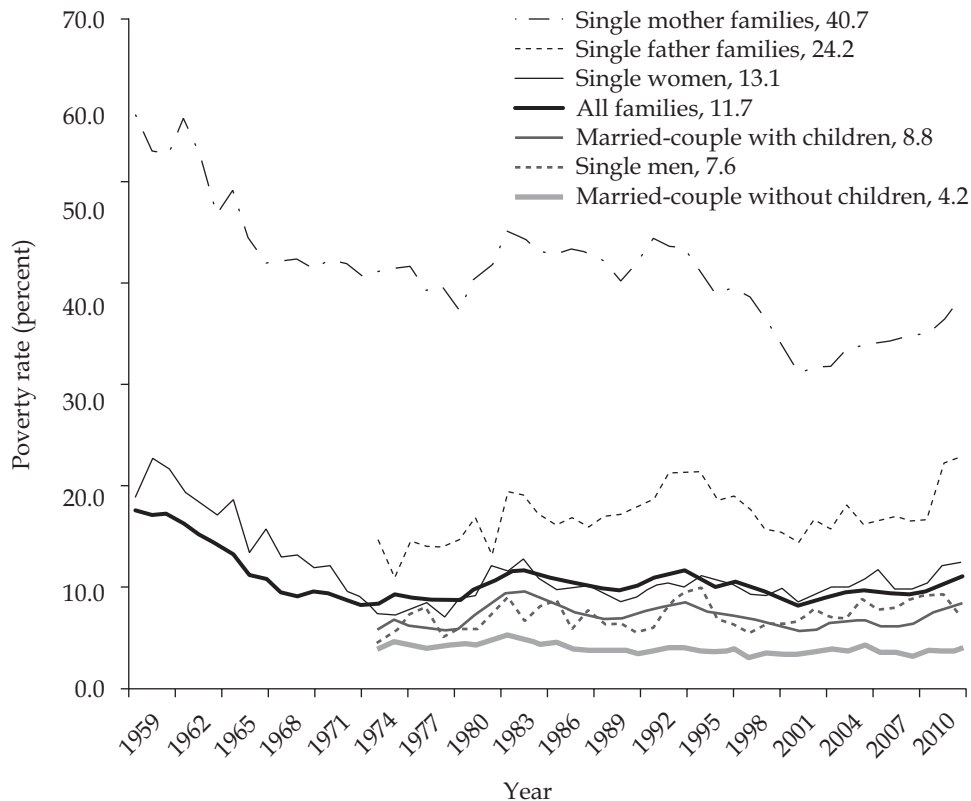
FIGURE 6.2 / Poverty Rates by Race and Hispanic Origin



Source: Author's calculations based on U.S. Census Bureau (2012).

Note: Numbers in the labels above refer to the poverty rate in the latest year shown in the figure.

FIGURE 6.3 / Poverty Rates by Family Structure



Source: Author's calculations based on U.S. Census Bureau (2012).

Note: Numbers in the labels above refer to the poverty rate in the latest year shown in the figure.

TABLE 6.A1 / Social Safety Net Caseloads

Year	Food Stamps	School Breakfast	School Lunch	WIC	AFDC- TANF	SSI - Child	EITC
1970	4,340	450	22,400		7,415		
1971	9,368	800	24,100		9,557		
1972	11,109	1,040	24,400		10,632		
1973	12,166	1,190	24,700		11,038		
1974	12,862	1,370	24,600	88	10,845	71	
1975	17,064	1,820	24,900	344	11,067	107	6,215
1976	18,549	2,200	25,600	520	11,386	125	6,473
1977	17,077	2,490	26,200	848	11,130	147	5,627
1978	16,001	2,800	26,700	1,181	10,672	166	5,192
1979	17,653	3,320	27,000	1,483	10,318	177	7,135
1980	21,082	3,600	26,600	1,914	10,597	190	6,954
1981	22,430	3,810	25,800	2,119	11,160	195	6,717
1982	21,717	3,320	22,900	2,189	10,431	192	6,395
1983	21,625	3,360	23,000	2,537	10,659	198	7,368
1984	20,854	3,430	23,400	3,045	10,866	212	6,376
1985	19,899	3,440	23,600	3,138	10,813	227	7,432
1986	19,429	3,500	23,700	3,312	10,997	241	7,156
1987	19,113	3,610	23,900	3,429	11,065	251	8,738
1988	18,645	3,680	24,200	3,593	10,920	255	11,148
1989	18,806	3,810	24,200	4,119	10,934	265	11,696
1990	20,049	4,070	24,100	4,517	11,460	309	12,542
1991	22,625	4,440	24,200	4,893	12,592	397	13,665
1992	25,407	4,920	24,600	5,403	13,625	556	14,097
1993	26,987	5,360	24,900	5,921	14,143	723	15,117
1994	27,474	5,830	25,300	6,477	14,226	841	19,017
1995	26,619	6,320	25,700	6,894	13,660	917	19,334
1996	25,543	6,580	25,900	7,186	12,645	955	19,464
1997	22,858	6,920	26,300	7,407	10,935	880	19,391
1998	19,791	7,140	26,600	7,367	8,790	887	20,273
1999	18,183	7,370	27,000	7,311	7,188	847	19,259
2000	17,194	7,550	27,300	7,192	6,324	847	19,277
2001	17,318	7,790	27,500	7,306	5,761	882	19,593
2002	19,096	8,150	28,000	7,491	5,656	915	21,703
2003	21,250	8,430	28,400	7,631	5,518	959	22,024
2004	23,811	8,900	29,000	7,904	5,376	993	22,270
2005	25,628	9,360	29,600	8,023	5,118	1,036	22,752
2006	26,549	9,770	30,100	8,088	4,742	1,079	23,042
2007	26,316	10,120	30,600	8,285	4,138	1,121	24,584
2008	28,223	10,610	31,000	8,705	3,993	1,154	24,757
2009	33,490	11,080	31,300	9,121		1,200	
2010	40,302	11,670	31,800	9,175		1,239	

Source: Author's compilation based on Ben-Shalom, Moffitt, and Scholz (2011); Social Security Administration (2012a, 2012b).

Note: Number of recipients, in thousands.

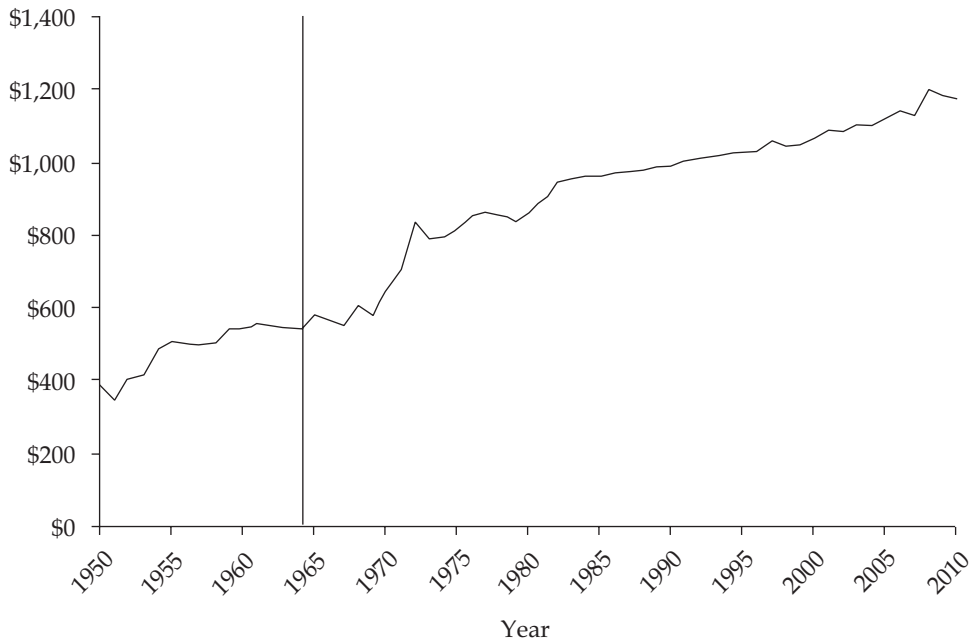
TABLE 6.A2 / Trends in Expenditures on the Social Safety Net

Year	Food Stamps	School Food Programs	WIC	AFDC- TANF	SSI - Child	EITC
1970	550	679		4,963		
1971	1,523	920		6,002		
1972	1,797	1,166		7,035		
1973	2,131	1,339		7,613		
1974	2,718	1,510	10	8,111	40	
1975	4,386	1,922	89	9,494	128	1,250
1976	5,327	2,162	143	10,745	176	1,295
1977	5,067	2,410	256	11,565	227	1,127
1978	5,139	2,668	380	11,869	302	1,048
1979	6,480	3,093	525	12,129	340	2,052
1980	8,721	3,617	728	13,435	397	1,986
1981	10,630	3,708	872	14,493	458	1,912
1982	10,208	3,278	949	14,613	512	1,775
1983	11,152	3,564	1,126	15,437	574	1,795
1984	10,696	3,715	1,388	16,069	659	1,638
1985	10,744	3,775	1,489	16,359	736	2,088
1986	10,605	3,958	1,583	17,195	831	2,009
1987	10,500	4,148	1,680	18,456	900	3,391
1988	11,149	4,231	1,798	19,016	955	5,896
1989	11,670	4,301	1,911	19,657	1,025	6,595
1990	14,143	4,447	2,122	21,200	1,201	7,542
1991	17,316	4,928	2,301	23,029	1,678	11,105
1992	20,906	5,365	2,601	25,087	3,158	13,028
1993	22,006	5,637	2,829	25,242	3,909	15,537
1994	22,749	5,993	3,169	26,098	4,067	21,105
1995	22,764	6,225	3,436	25,553	4,657	25,956
1996	22,440	6,490	3,695	23,677	4,947	28,825
1997	19,549	6,785	3,844	19,918	4,920	30,389
1998	16,891	7,119	3,890	16,873	4,965	32,340
1999	15,769	7,381	3,938	15,740	4,835	31,901
2000	14,983	7,557	3,982	13,482	4,789	32,296
2001	15,547	7,941	4,153	12,802	5,104	33,376
2002	18,256	8,436	4,340	12,025	5,353	38,199
2003	21,404	8,855	4,524	12,670	5,686	38,657
2004	24,619	9,416	4,887	12,668	6,036	40,024
2005	28,568	9,974	4,993	13,116	6,488	42,410
2006	30,187	10,247	5,073	12,317	6,948	44,388
2007	30,373	10,916	5,409	11,624	7,346	48,540
2008	34,608	11,699	6,190	11,226	7,831	50,669
2009	50,360	12,588	6,471	11,806	8,635	
2010	64,705	13,745	6,703		9,020	

Source: Author's compilation based on Ben-Shalom, Moffitt, and Scholz (2011); Social Security Administration (2012a, 2012b).

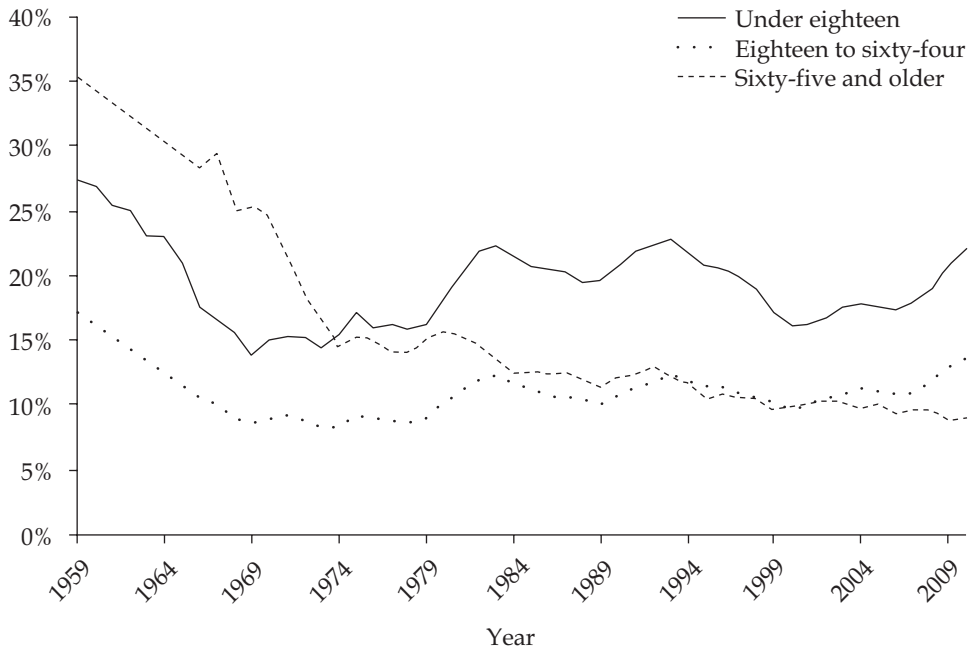
Note: Current dollars, in millions.

FIGURE 7.1 / Average Monthly Social Security Benefit for Retired Workers



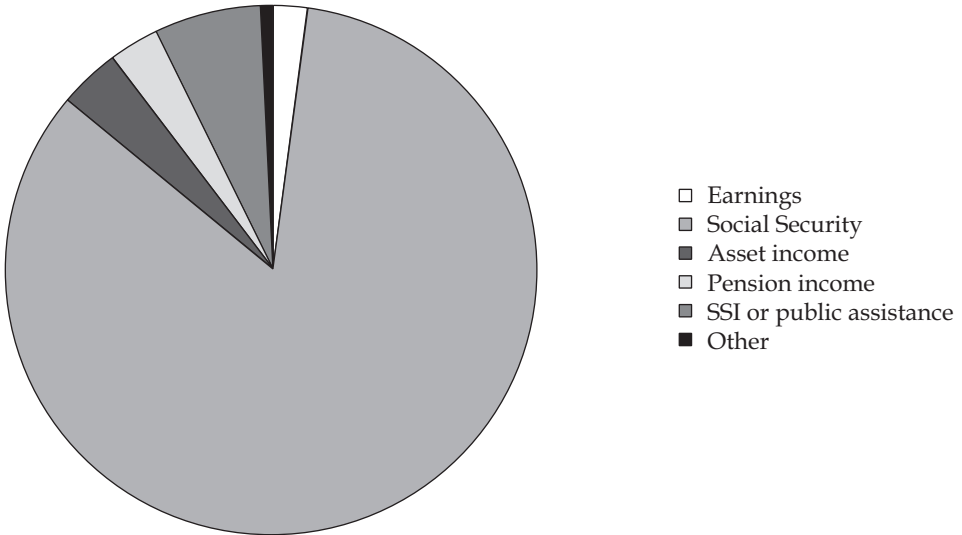
Source: Author's illustration based on Social Security Administration (2012a).

FIGURE 7.2 / Poverty Rates by Age



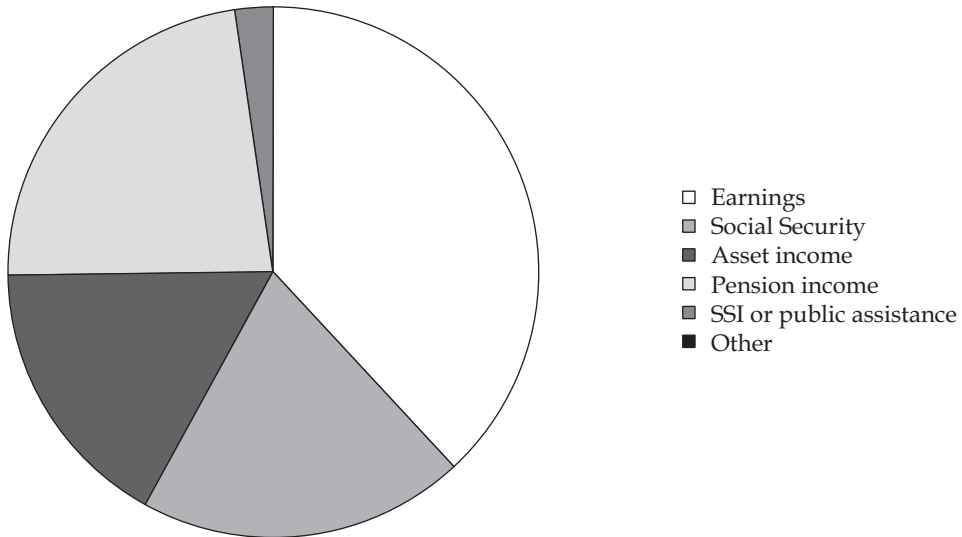
Source: Author's illustration based on U.S. Census Bureau (2011b).

FIGURE 7.3 / Components of Income 2008, Lowest Quartile



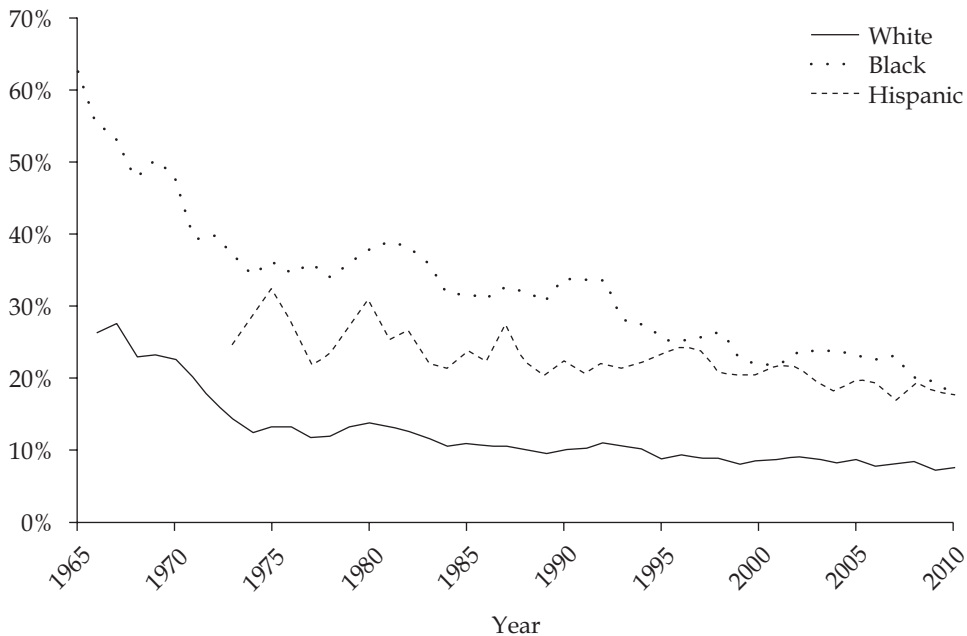
Source: Reproduced from Purcell (2009).

FIGURE 7.4 / Components of Income 2008, Highest Quartile



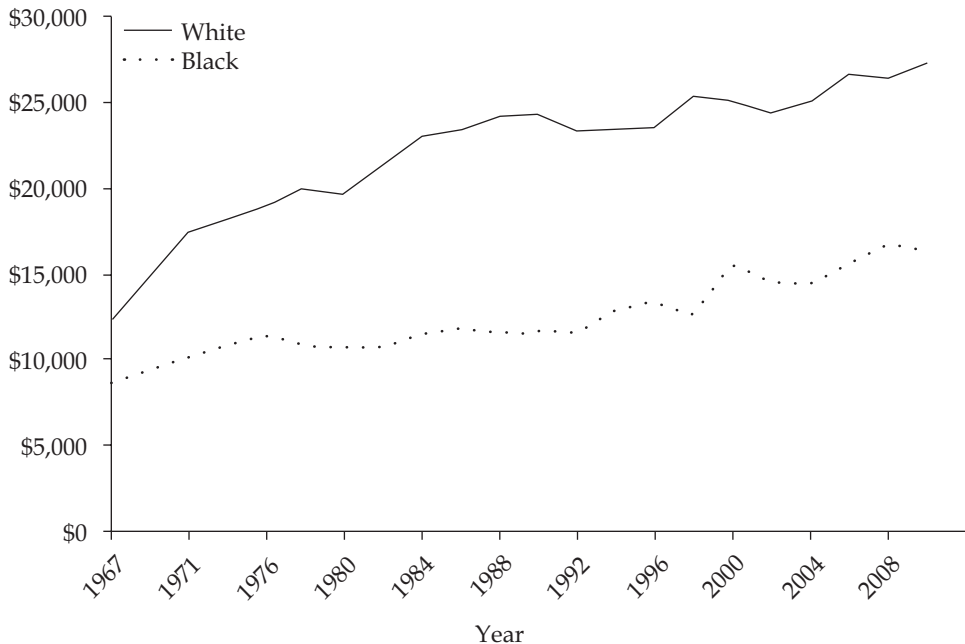
Source: Reproduced from Purcell (2009).

FIGURE 7.5 / Poverty Rates, Age Sixty-Five and Older



Source: Author's illustration based on U.S. Census Bureau (2011b).

FIGURE 7.6 / Median Income by Race



Source: Author's compilation based on Social Security Administration (2012b).

Note: In 2010 dollars.

TABLE 8.1 / Johnson's Urban Housing Programs, Predecessors, and Descendants

Predecessors

1937	Public Housing: subsidized construction, publicly owned projects, project-based assistance
1959	Section 202 Elderly: subsidized construction, privately owned projects, project-based assistance, elderly, and disabled only
1961	Section 221(d)(3) BMIR: subsidized construction, privately owned projects, project-based assistance

New programs

1965	Rent Supplements: subsidized construction, privately owned projects, project-based assistance
1965	Section 23 Leased Existing: existing privately owned units, some project-based and some tenant-based assistance
1965	Section 23 Leased New: subsidized construction, privately owned projects, project-based assistance
1968	Section 235 Homeownership New: subsidized construction, privately owned units, project-based assistance
1968	Section 235 Homeownership Existing: existing privately owned units, assistance neither purely project- nor tenant-based
1968	Section 236 Rental: subsidized construction, privately owned projects, project-based assistance

Descendants

1974	Section 8 Existing: existing privately owned units, tenant-based assistance
1974	Section 8 New: subsidized construction, privately owned projects, project-based assistance

Source: Authors' compilation.

Note: Unless otherwise specified, programs provided assistance for renting, and served families with children as well as elderly and disabled, though not necessarily in the same buildings. All subsidized construction programs provide subsidies to selected suppliers, and almost all funded some projects that involved substantial rehabilitation rather than new construction. Project-based assistance requires occupancy of particular dwelling unit offered. Tenant-based assistance allows the recipient to receive subsidy in any unit meeting the program's standards.

TABLE 8.2 / Families in Low-Income Housing Programs

Annual Income Bracket	Public Housing (1970)	Section 221(d)(3) BMIR (1968)	Rent Supplements (1969)	Section 235 (1971)	Section 236 (1970)	All Households (1970)
Less than \$3,000	61.3	7.5	76.1	1.1	10.7	17.8
\$3,000 to \$5,999	30.3	49.7	23.9	45.1	62.6	17.9
\$6,000 to \$8,999	8.4	39.4	0.0	49.4	26.1	18.1
More than \$8,999	0.0	3.4	0.0	4.3	0.6	46.1

Source: Authors' compilation of data from Aaron (1972, tables 7-1, 8-1); U.S. Bureau of the Census (1971, table 7).

Note: All numbers in percentages.

TABLE 8.3 / Households Served by HUD Low-Income Rental Programs

Year	Public Housing	Private Projects	Housing Vouchers
1964	98	2	0
1978	45	38	17
1988	33	43	24
2008	23	33	44

Source: Authors' compilation. Data for 1964 are based on HUD (1973, tables 152, 156) and Aaron (1972, table D.8); data for 1978 and 1988 are based on Olsen (2003, table 6.5); data for 2008 are based on HUD's Picture of Subsidized Households available at: <http://www.huduser.org/portal/picture2008/index.html> (accessed June 14, 2013).

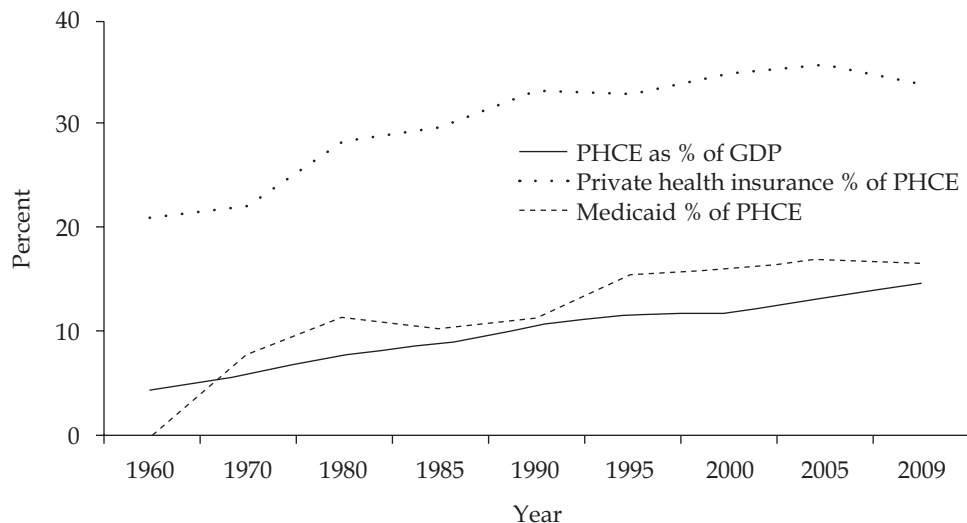
Note: All numbers in percentages.

TABLE 8.4 / Estimated Ratio of Total Cost to Market Rent

Program	Pittsburgh	Phoenix
Public housing	2.20	1.79
Section 236	2.01	1.47
Section 23 existing	1.67	1.11
Housing allowances	1.15	1.09

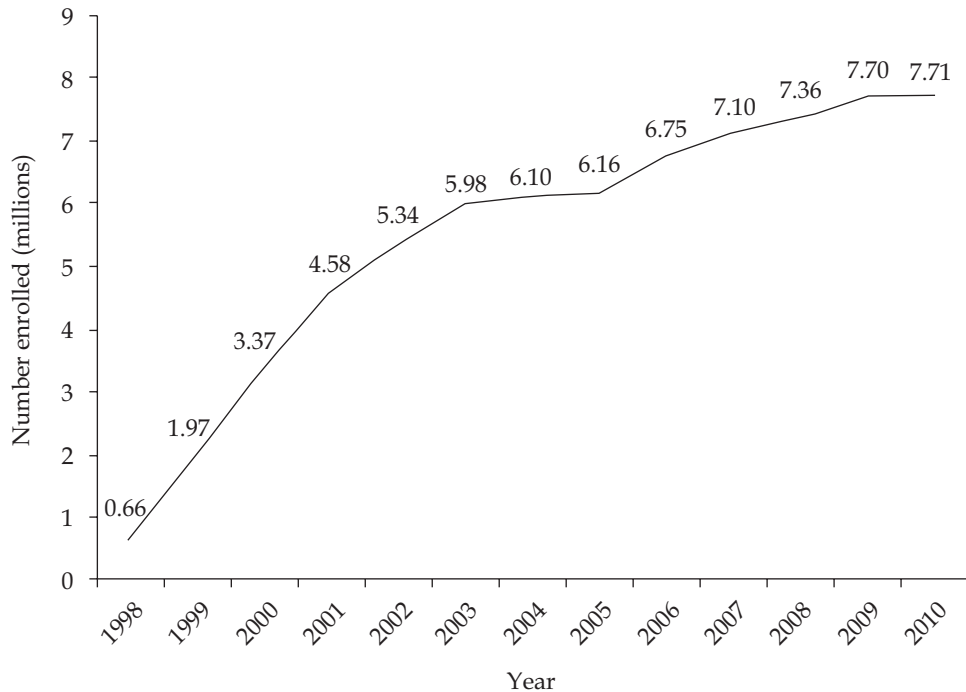
Source: Adapted from Mayo et al. (1980b, table 5.1).

FIGURE 9.1 / Personal Health-Care Expenditures



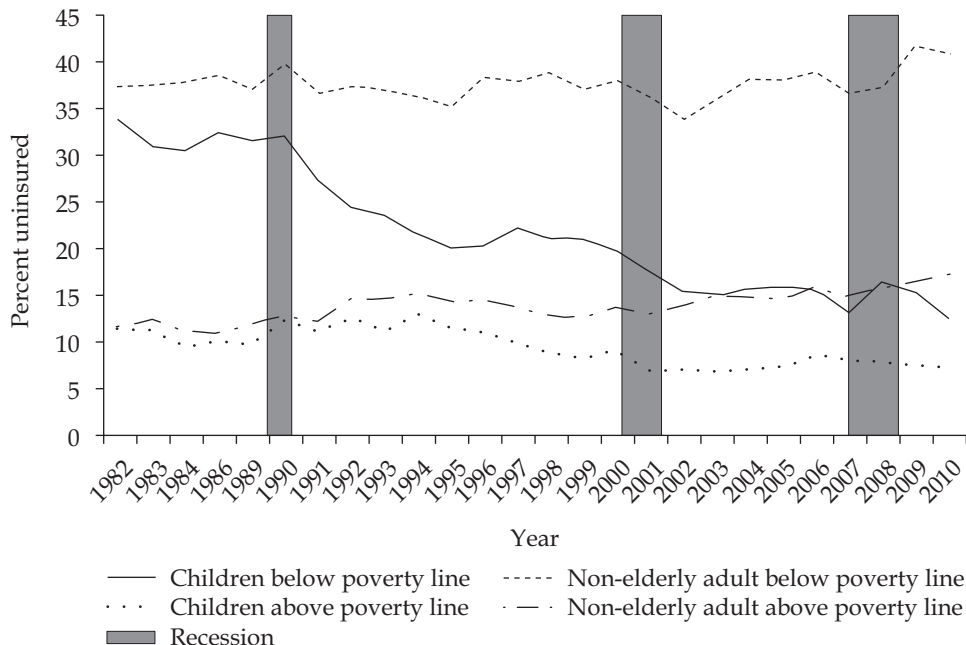
Source: Author's illustration based on Centers for Medicare and Medicaid Services (2010, table 1.1).

FIGURE 9.2 / Children Ever Enrolled in CHIP



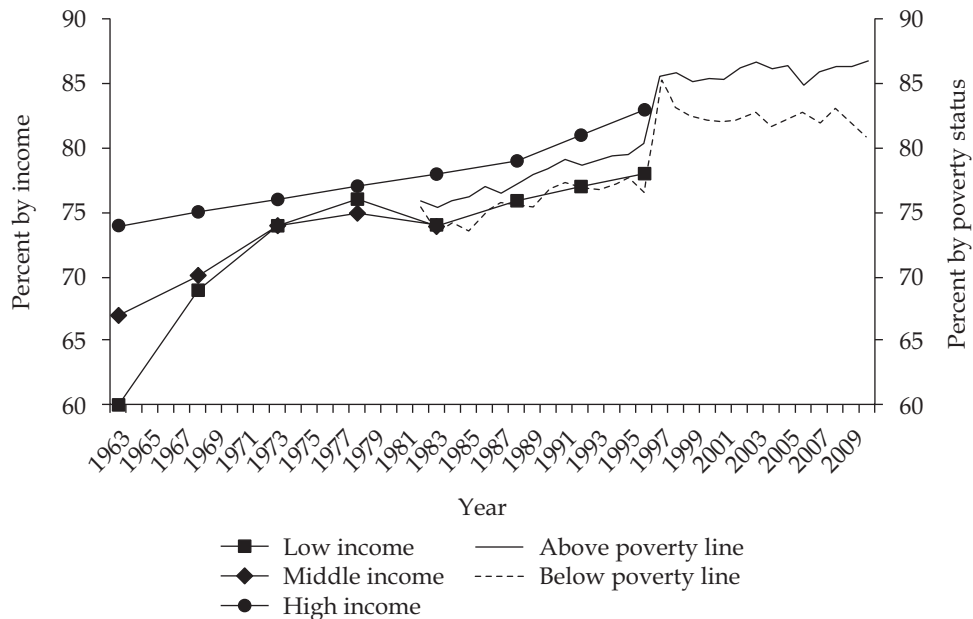
Source: Author's illustration based on Centers for Medicare and Medicaid Services (2011).

FIGURE 9.3 / Rate of Uninsured



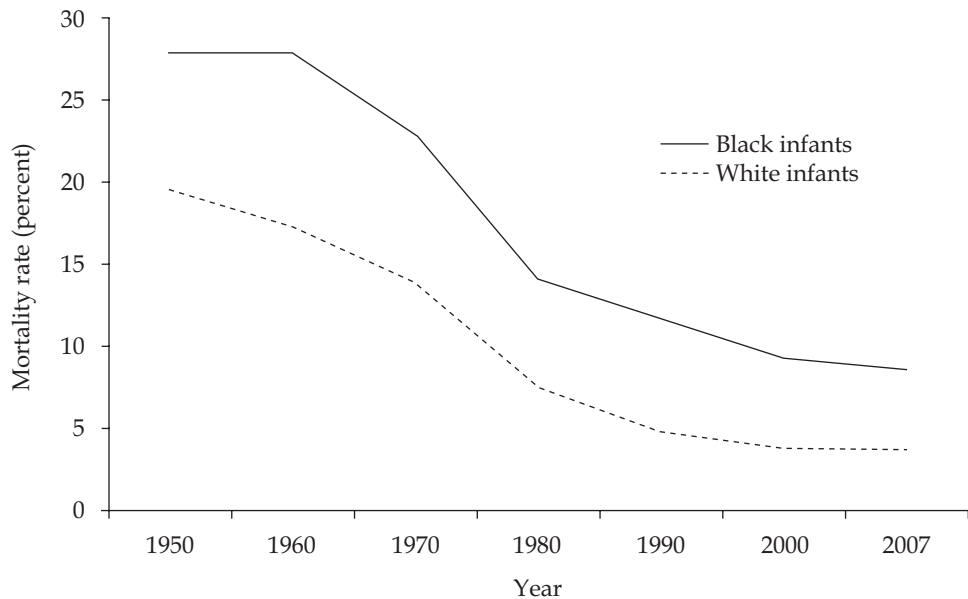
Source: Author's illustration based on Minnesota Population Center and State Health Access Data Assistance Center (2012).

FIGURE 9.4 / Visited a Doctor in Previous Year



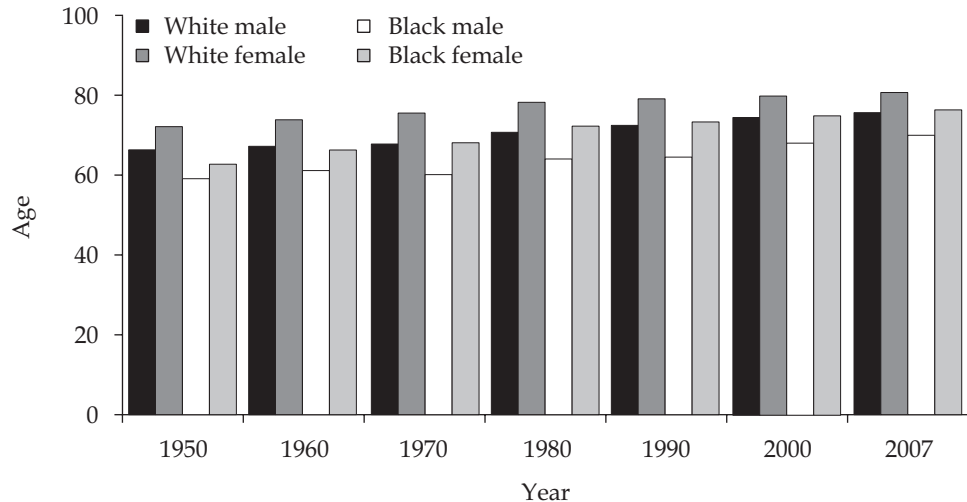
Source: Author's illustration based on Minnesota Population Center and State Health Access Data Assistance Center (2012).

FIGURE 9.5 / Twenty-Eight-Day Infant Mortality



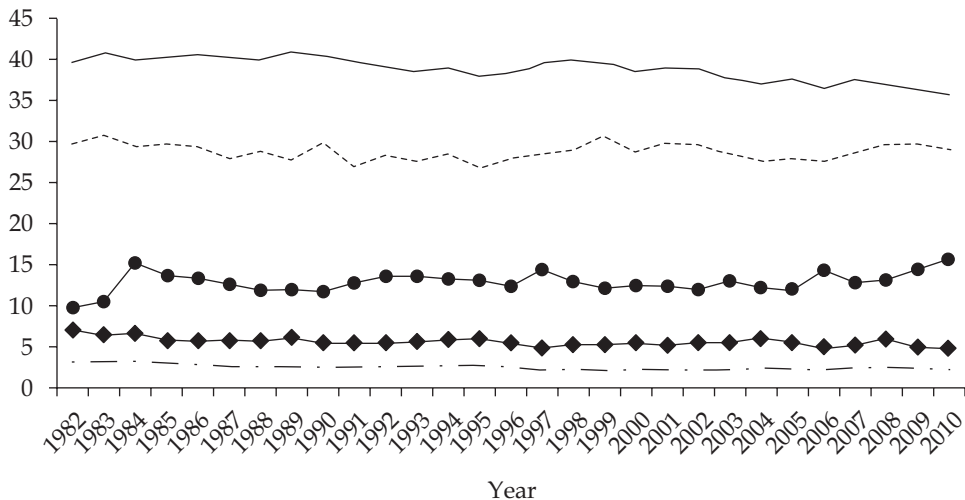
Source: Author's illustration based on National Center for Health Statistics (2011, table 17).

FIGURE 9.6 / Life Expectancy at Birth



Source: Author's illustration based on National Center for Health Statistics (2011, table 22).

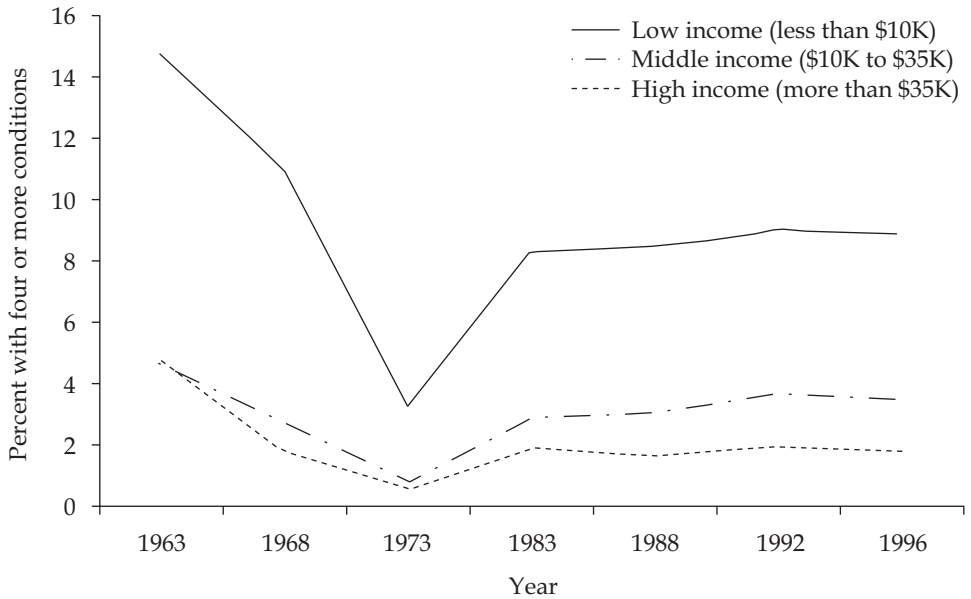
FIGURE 9.7 / Health Status and Poverty Threshold



— Above the poverty line excellent health - - - Above the poverty line poor health
 - - - Below the poverty line excellent health ◆ Below the poverty line poor health
 —●— Proportion below the poverty line

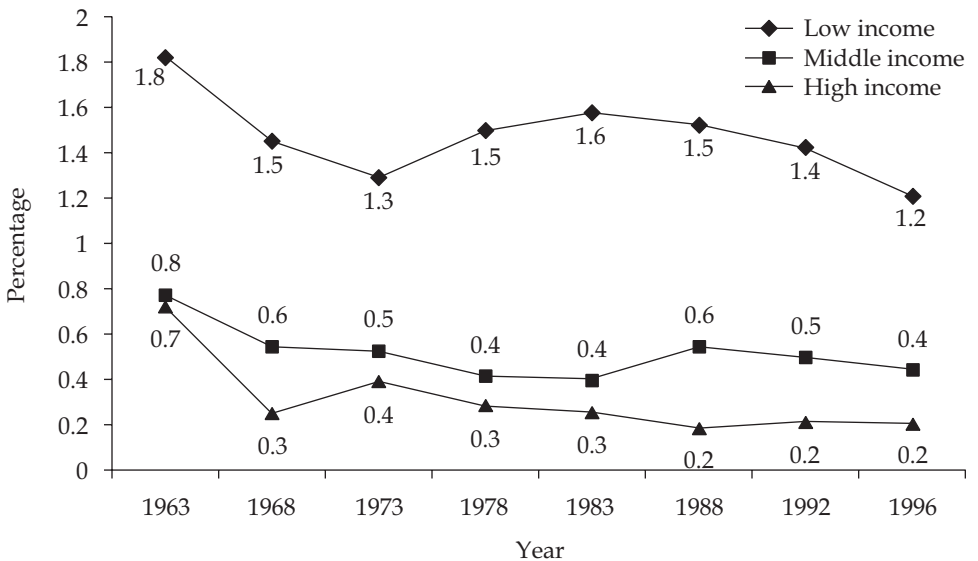
Source: Author's illustration based on Minnesota Population Center and State Health Access Data Assistance Center (2012).

FIGURE 9.A1 / Four or More Health Conditions



Source: Author's calculations based on data from Minnesota Population Center and State Health Access Data Assistance Center (2012).

FIGURE 9.A2 / Bedridden for Fourteen Days



Source: Author's calculations based on data from Minnesota Population Center and State Health Access Data Assistance Center (2012).

TABLE 9.A1 Medicaid's Milestones

July 30, 1965	The Medicaid program, authorized under Title XIX of the Social Security Act, was enacted to provide health-care services to low-income children deprived of parental support and their caretaker relatives, the elderly, the blind, and individuals with disabilities.
1967	The Early and Periodic Screening, Diagnostic, and Treatment (EPSDT) comprehensive health services benefit for all Medicaid children under age twenty-one was established.
1972	The newly enacted federal Supplemental Security Income (SSI) program provided states with the opportunity to link to Medicaid eligibility for elderly, blind, and disabled residents.
1981	Freedom of choice waivers (1915b) and home and community-based care waivers (1915c) were mandated. States were required to pay hospitals treating a disproportionate share of low-income patients – called disproportionate share hospitals (DSH) – additional payments.
1986	Medicaid coverage for pregnant women and infants (age one year or under) whose family income was at or below 100 percent of the federal poverty line (FPL) was established as a state option.
1988	The Qualified Medicare Beneficiary (QMB) eligibility rule required states to provide Medicaid coverage for pregnant women and infants whose family income was at or below 100 percent of the FPL. The criteria established special eligibility rules for institutionalized persons whose spouse remained in the community to prevent “spousal impoverishment.”
1989	EPSDT requirements were expanded. Medicaid coverage of pregnant women and children under age six whose family income was at or below 133 percent of the FPL was mandated.
1990	The Medicaid prescription drug rebate program was enacted. The Specified Low-Income Medicare Beneficiary (SLMB) eligibility group was established to provide Medicaid coverage for children ages six through eighteen whose family income was at or below 100 percent of the FPL.
1991	DSH spending controls were established, provider donations were banned, and provider taxes were capped.
1996	The Aid to Families with Dependent Children (AFDC) entitlement program was replaced by the Temporary Assistance for Needy Families (TANF) block grant. The welfare link to Medicaid was severed and enrollment (or termination) of Medicaid was no longer automatic with the receipt (or loss) of welfare cash assistance.
1997	The Balanced Budget Act of 1997 (BBA) created the State Children's Health Insurance Program (SCHIP). Under this new state-based program, new managed care options were established. DSH payment limits were revised.
1999	The Ticket to Work and Work Incentives Improvement Act of 1999 (TWWIIA) expanded the availability of Medicare and Medicaid for certain disabled beneficiaries who return to work. The Medicare, Medicaid, and SCHIP Balanced Budget Refinement Act of 1999 stabilized the SCHIP allotment formula and modified the Medicaid DSH program.

continued

TABLE 9.A1 Continued

2000	The Benefits Improvement and Protection Act of 2000 (BIPA) modified the DSH program and modified SCHIP allotments. The Breast and Cervical Cancer Treatment and Prevention Act of 2000 allowed states to cover uninsured women with breast or cervical cancer regardless of income or resources at enhanced SCHIP federal matching rate. The Medicare, Medicaid, and SCHIP Benefits Improvement and Protection Act directs the Secretary of the U.S. Department of Health and Human Services (HHS) to issue regulations tightening upper payment limits (UPLs). This continued a trend of the federal government clamping down on state financing practices.
2001	The Bush administration announces the section 1115 waiver initiative, Health Insurance Flexibility and Accountability (HIFA), allowing states to demonstrate comprehensive state approaches that would increase the number of individuals with health insurance coverage using current-level Medicaid and SCHIP resources.
2003	The Jobs and Growth Tax Relief Reconciliation Act of 2003 raises all state Medicaid matching rates by 2.95 percentage points for the period April 2003 through June 2004 tied to the downturn in the economy. Congress recognized that state revenue collection had declined just when Medicaid programs were facing increased enrollment by low-income families. Medicaid drug coverage for dual eligibles, those who qualify for both Medicaid and Medicare, is transferred to Medicare effective January 1, 2006. Congress raises state-specific DSH allotments by 16 percent for FY 2004 for all states, through FY 2009 for low-DSH states (states that historically had not been large users of DSH).
2005	Congress passes a budget resolution requiring \$10 billion in cost savings from the Medicaid program.
2009	The Children's Health Insurance Program (CHIP) reauthorized through FY 2013 under Children's Health Insurance Program Reauthorization Act, phases out coverage for parents by 2014.
2010	The Patient Protection and Affordable Care Act (PPACA) expands Medicaid to nearly all individuals under age sixty-five with incomes up to 133 percent of the federal poverty line (FPL). It is due to go into effect in 2014. As originally passed, PPACA expected to increase enrollment in Medicaid by 15.9 million. It also increases payments for primary care services to 100 percent of the Medicare payment rates for 2013 and 2014, and requires all states to extend levels of CHIP coverage eligibility in place at the time of the Affordable Care Act passage through 2019.
2012	The Supreme Court ruled that the federal government could not use the threat of loss of all federal funding to force states to expand Medicaid, saying this threat was too coercive. This leaves a substantial likelihood of continued inequality in eligibility for coverage.

Source: Author's compilation based on Centers for Medicare and Medicaid Services n.d. and Medicaid and CHIP Payment and Access Commission (2011).