

CRS Report for Congress

The Temporary Assistance for Needy Families (TANF) Block Grant: Responses to Frequently Asked Questions

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Summary

The Temporary Assistance for Needy Families (TANF) block grant funds a wide range of benefits and services for low-income families with children. TANF was created in the 1996 welfare reform law (P.L. 104-193). Its funding was recently extended through FY2010 by the Deficit Reduction Act of 2005 (P.L. 109-171). This report responds to some frequently asked questions about TANF; it does not describe TANF rules (see, instead, CRS Report RL32748). It will be updated.

Funding and Expenditures. TANF provides fixed funding to states, the bulk of which is provided in a \$16.5 billion-per-year basic block grant. States are required in total to contribute, from their own funds, at least \$10.4 billion under a maintenance-of-effort (MOE) requirement. The \$16.5 billion basic block grant, which will be provided to states through FY2010, represents the same basic block grant as provided in the 1996 welfare reform law. The grant is not adjusted for inflation or changes in the cash welfare caseload (see “Caseload,” below). It has lost 20% of its value (purchasing power) to inflation from FY1997 through FY2006.

Though TANF is best known for funding cash welfare payments for needy families with children, the block grant and associated state MOE funds are used for a wide variety of benefits and activities. In FY2005, expenditures on activities associated with a “traditional” cash welfare program — cash benefits themselves (\$11 billion), administrative costs, and spending on work activities — totaled only half of total TANF and MOE funds. TANF also contributes funds for child care and services for children who have been, or are at risk of, abuse and neglect.

Caseload. Though only about half of federal and state expenditures are associated with cash welfare, the “TANF caseload” number commonly discussed is the number of families and recipients receiving cash welfare. Information is not available on families and individuals who receive TANF benefits and services other than cash welfare. In June 2006, 1.9 million families, consisting of 4.6 million recipients, received TANF- or MOE-funded cash welfare. The “typical” welfare family is headed by a single mother with one or two children. However, the cash welfare caseload is very heterogenous. In FY2004, about four out of 10 cash welfare families were “child-only” cases — families in which the adult is ineligible for cash in his or her own right.

Benefits. TANF cash benefits are set by states. In January 2005, the maximum monthly benefit for a family of 3 ranged from \$923 in Alaska to \$170 in Mississippi.

Work Requirements. TANF requires states to engage 50% of all families and 90% of two-parent families in work activities. These participation standards are reduced for caseload reduction from FY2005. In FY2004 (the last year for which data are available), states achieved average work participation rates of 32% for all families and 47% for two-parent families. Most states are likely to have to increase work participation in order to achieve the FY2007 TANF work participation standards.

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The Temporary Assistance for Needy Families (TANF) Block Grant: Responses to Frequently Asked Questions

Introduction

This report provides responses to frequently asked questions about the Temporary Assistance for Needy Families (TANF) block grant. It is intended to serve as a quick reference to provide easy access to information and data. This report does not provide information on TANF program rules. For such information, see CRS Report RL32748, *The Temporary Assistance for Needy Families (TANF) Block Grant: A Primer on Financing and Requirements for State Programs*, by Gene Falk.

Current Topics

Can TANF Recipients Be in a Four-Year College Degree Program?

Yes. Federal law does not prohibit states from having their TANF recipients in a four-year program, and supporting a college education is a legal use of TANF funds. However, participation in a four-year college degree program often cannot be counted — as the sole or primary work activity of a recipient — toward the TANF work participation standards that states must meet.

States are penalized for failing to meet TANF work participation standards as an incentive for them to engage recipients in activities that can be counted toward the work standards. Whether participation in a four-year college program can be counted toward meeting these work standards depends on whether it is “defined” as a creditable work activity.

Prior to FY2007, states themselves “defined” which specific work activities counted toward TANF work participation standards within the context of 12 listed federal categories. However, the Deficit Reduction Act of 2005 (P.L. 109-171) required the Department of Health and Human Services (HHS) to issue regulations to establish uniform definitions for TANF work activities. These regulations were issued (in interim final form) on June 29, 2006.¹

¹ See text of the regulations at [<http://www.acf.hhs.gov/programs/ofa/tanfregs/tfinrule.pdf>].
(continued...)

Before implementation of these HHS regulations, *some* states defined participation in a four-year college program as either “vocational educational training” or “job skills training directly related to employment.” In defining the “vocational educational training” activity, HHS specifically said that participation in a four-year college program cannot count. However, the HHS regulations define “job skills training directly related to employment” as either specific or general education related to employment. The definition of this activity does not specifically address whether college courses applied toward a four-year degree may be “job skills training” that would be counted toward TANF participation standards. Further, “job skills training directly related to employment” cannot be the sole or primary work activity for many recipients (single parents with a child age 6 or older and those in two-parent families).

May States Require Drug Testing of Welfare Recipients? Yes. The 1996 welfare reform law gave states the *option* of requiring drug tests for welfare recipients and penalizing those who fail such tests. (See Section 902 of P.L. 104-193.)

In addition to this option, the 1996 welfare reform law contained two other provisions related to drug abuse and TANF applicants or recipients. The law established a lifetime ban on eligibility for TANF and food stamps for those convicted of a drug-related felony. However, states may either opt out entirely or modify and limit this lifetime ban. (See Section 115 of P.L. 104-193.)

Further, TANF allows states to establish Individual Responsibility Plans (IRPs) for their TANF families. The IRP may require participation in a substance abuse treatment program. A family may be sanctioned for failure to comply with its IRP.

In 2005, the House passed a measure (S. 1932 as passed by the House) that would have required states to conduct drug testing of welfare recipients and end benefits for families with members who failed a certain number of drug tests. This provision was a part of a broad welfare reauthorization that was included in the House-passed version of S. 1932. However, this provision was *not* included in the final, scaled-back welfare reauthorization that was ultimately included in the Deficit Reduction Act of 2005 (see “Has Legislation Modified TANF Since the 1996 Law?,” below).

¹ (...continued)

See, also, CRS Report RS22490, *TANF: A Guide to the New Definitions of What Counts as Work Participation*, by Gene Falk.

History

When was the Temporary Assistance for Needy Families (TANF) Block Grant Created? The TANF block grant was created by the 1996 welfare reform law, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193). TANF replaced the program of Aid to Families with Dependent Children (AFDC), which dated back to the Social Security Act of 1935, and several other related programs.

Has Legislation Modified TANF Since the 1996 Law? The Balanced Budget Act of 1997 (P.L. 105-35) included provisions establishing “welfare-to-work” grants for Fiscal Years (FYs) 1998 and 1999, and made several other policy and technical changes to TANF. No new welfare-to-work grants were made after FY1999.

The original funding authority for TANF ended on September 30, 2002. Over the four-year period of 2002-2005, Congress considered, but did not pass, legislation to modify and reauthorize TANF (see CRS Report RL33418, *Welfare Reauthorization in the 109th Congress: An Overview*, by Gene Falk, Melinda Gish, and Carmen Solomon-Fears). Over this four-year period, Congress passed 12 “temporary extensions” of TANF and related programs as stop-gap measures until it could reach agreement on a longer-term reauthorization. (See **Appendix A, Table A1** for a listing of the temporary extensions.)

The Deficit Reduction Act of 2005 (DRA, P.L. 109-171) includes a long-term extension of funding for TANF through FY2010. It also requires most states to either raise participation in work activities among families receiving cash welfare from TANF, or further reduce the cash assistance rolls; it establishes \$100 million per year in TANF research and technical assistance funds for “healthy marriage promotion” initiatives; and it provides \$50 million per year for “responsible fatherhood initiatives.” (For a discussion of TANF provisions in the DRA, see CRS Report RS22369, *TANF, Child Care, Marriage Promotion, and Responsible Fatherhood Provisions in the Deficit Reduction Act of 2005 (P.L. 109-171)*, by Gene Falk.)

Funding and Expenditures

What is TANF’s Current Funding Level? The DRA provides funding for TANF through FY2010. The basic block grant is funded at \$16.5 billion per year (for the 50 states and the District of Columbia) through FY2010. This was its *original* level, as established in the 1996 welfare reform law. The DRA also funds several grants and research in addition to the basic block grant, as shown on **Table 1**. Though most TANF funding currently runs through FY2010, the DRA extended supplemental grants only through FY2008.

Readers should note that the DRA provides the funding authority (an appropriation, not just authorization) in advance through FY2010. TANF funding is *not* provided in annual appropriations.

**Table 1. TANF Federal Funding Provided
in the Deficit Reduction Act of 2005, FY2006-FY2010**
(\$ in millions)

	2006	2007	2008	2009	2010
Basic block grant	\$16,478	\$16,478	16,478	16,478	16,478
Supplemental grants	319	319	319	0	0
Funding for the territories	77	78	78	78	78
Marriage Promotion/healthy fatherhood	150	150	150	150	150
TANF research	15	15	15	15	15
Census Bureau research on welfare reform	10	10	10	10	10
Total federal funds (without contingency funds)	17,049	17,050	17,050	16,731	16,731

Source: Congressional Research Service (CRS), based on data in a U.S. Congressional Budget Office (CBO) Cost Estimate, S. 1932, The Deficit Reduction Act of 2005, January 27, 2006.

In addition to federal TANF funds, states are required in total to contribute, from their own funds, at least \$10.4 billion per year for TANF-related activities for low-income families with children. This level of state funding, known as *maintenance-of-effort* (MOE) funding, was also established in the 1996 welfare law, and has not since been changed.

How Much Has the TANF Grant Declined in Value Because of Inflation? From FY1997 (the first full year of TANF funding) through FY2006 (ended September 30, 2006), the real value of the TANF block grant declined by a measure of one-fifth (20%). Based on the current inflation projections of the Congressional Budget Office (CBO), the block grant will decline in value by 27% from FY1997 through FY2010.

Table 2. Basic TANF Block Grant in Constant 1997 Dollars

Fiscal Year	Value of the Block Grant in Billions of FY1997 Dollars	Cumulative Loss of Value (in percent)
1997	16.5	—
1998	16.2	-2%
1999	15.9	-3%
2000	15.4	-6%
2001	14.9	-9%
2002	14.7	-11%
2003	14.4	-13%
2004	14.1	-15%
2005	13.6	-17%
2006	13.1	-20%
2007	12.8	-23%
2008	12.5	-24%
2009	12.2	-26%
2010	12.0	-27%

Source: Table prepared by the Congressional Research Service (CRS). Constant dollars were computed using the Consumer Price Index for all Urban Consumers (CPI-U). Actual inflation was used to compute constant dollars for FY1997-FY2006 using data from the U.S. Bureau of Labor Statistics. Constant dollars for FY2007 through FY2010 are based on the inflation assumptions of the U.S. Congressional Budget Office (CBO), published in August 2006.

How Have States Used TANF Funds? TANF is best known as a funding source of cash welfare benefits for needy families with children. However, states have considerable discretion in using TANF funds, and have used them for a wide range of benefits and services.

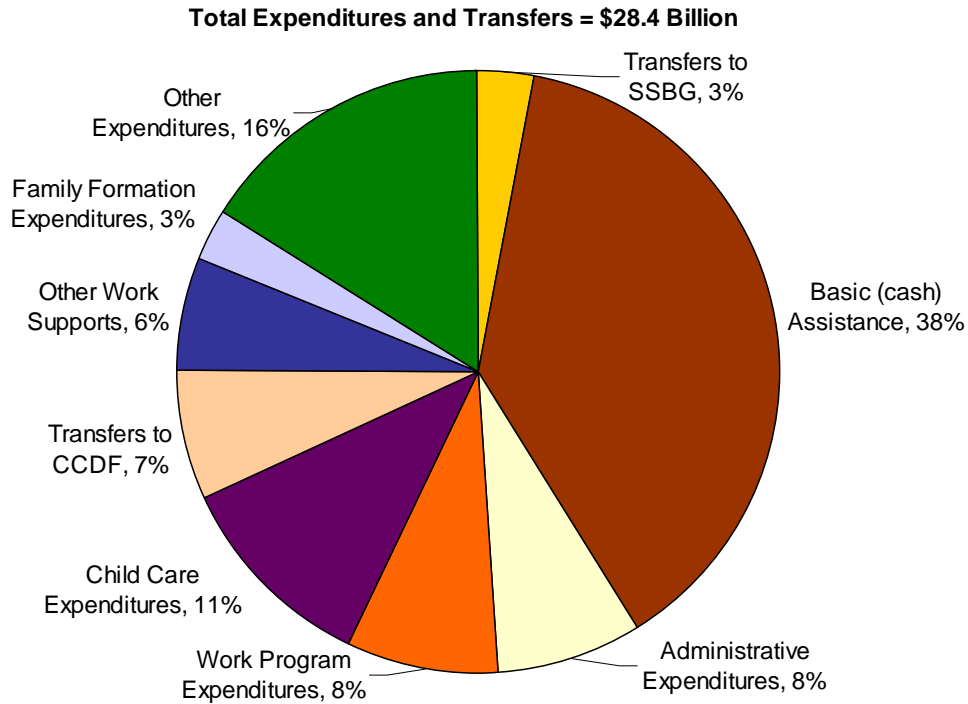
Figure 1, below, shows the uses of federal TANF grants to states and state MOE funds in FY2005. In FY2005, a total of \$28.4 billion of both federal TANF and state MOE expenditures were either expended or transferred to other block grant programs. The three expenditure categories commonly associated with “welfare” for needy families with children — cash benefits, administrative costs, and work activities — accounted for only a little more than half (53%) of all funds.

TANF is a major contributor of child care funding. In FY2005, 19% of all TANF funds used were either expended on child care or transferred to the child care block grant (the Child Care and Development Fund, or CCDF). FY2005 TANF and MOE expenditures on child care totaled \$3.2 billion and transfers to CCDF totaled \$1.9 billion, adding up to a \$5.1 billion contribution to child care funding from TANF.

TANF is also a major contributor to the child welfare system, which provides foster care, adoption assistance, and services to families with children who either have experienced or are at risk of child abuse or neglect. However, TANF’s

accounting system poorly captures expenditures associated with spending on the child welfare system.²

Figure 1. Federal TANF and State MOE Funds Used in FY2005, By Major Benefit or Service Category



Source: Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

See **Appendix A, Table A2**, for dollar amounts associated with each of these categories. For state-specific information on the use of TANF funds, see **Appendix B, Table B1** and **Table B2**.

² For a discussion of the short-comings of TANF financial data reporting, see the U.S. Government Accountability Office, *Better Information Needed to Understand Trends in States' Uses of the TANF Block Grant*, GAO-06-414, March 2006. For an estimate of TANF's contribution to child welfare agencies' funding, see Scarcella et al, *The Cost of Protecting Vulnerable Children V*, Urban Institute, May 2006.

How Much Is Spent on Child Care from Both the TANF and the Child Care and Development Fund?

Figure 1, above, shows that TANF is a major contributor to child care funding. In addition, there is a separate block grant specifically dedicated to child care, known as the Child Care and Development Fund (CCDF). A frequently asked question is: “How much are we spending on child care from both TANF and the child care block grant?”

It is not possible to answer that question by simply adding together the information from TANF and CCDF. This is because some of the money recorded for child care in TANF is also considered an expenditure under CCDF. Thus, adding the amount of TANF and MOE funds used for child care to CCDF expenditures would “double count” some child care spending.

First, federal law allows up to 30% of the TANF block grant to be transferred to CCDF. These transfers will result in CCDF expenditures when the transfers are actually spent. Thus, TANF transfers should be subtracted from the TANF child care figure so that this spending is not double-counted.

Second, some TANF MOE money can also be counted toward a separate CCDF MOE. Adjustments have to be made to avoid double-counting some state child care spending as both TANF and CCDF MOE spending.

Making these adjustments, CRS estimates that child care spending from both TANF and CCDF totaled \$11.7 billion in FY2005.

How Much of the TANF Grant Has Gone Unspent? At the end of FY2005 (September 30, 2005), a total of \$3.9 billion of federal TANF funding had been neither transferred nor spent. However, some of that \$3.9 billion represented funds that states had already committed to spend later. At the end of FY2005, states had made such commitments to spend — that is, obligations — totaling \$1.8 billion. Generally, obligations are binding commitments to spend, and they come in the form of contracts and grants to provide benefits and services. However, the definition of “obligation” varies from program to program, and since TANF essentially consists of 54 different programs (one for each state, the District of Columbia, and the territories), what constitutes an obligation may vary.

The remaining \$2.1 billion in unspent funds is called the “unobligated balance.” These funds are available to states to make *new* spending commitments. **Table B3** in **Appendix B** shows unspent TANF funds by state.

The Caseload

How Many Families Receive TANF- or MOE-Funded Benefits and Services? This number is not known. Federal TANF reporting requirements focus on families receiving only ongoing *assistance* (generally cash welfare), with no complete reporting on families receiving other TANF benefits and services. As discussed in the previous section of this report, a little less than half of all TANF funds are used on activities not considered part of a traditional “welfare” program. Therefore, the federal reporting requirements that pertain to families receiving “assistance” are very likely to undercount the number of families receiving any TANF-funded benefit or service.

How Many Families and People Currently Receive TANF- or MOE-Funded Cash Welfare? Table 3 provides cash welfare caseload information for the most recent month for which data are available (June 2006). A total of 1.9 million families composed of 4.6 million recipients received TANF- or MOE-funded cash in June 2006.³ The bulk of the “recipients” were children — 3.5 million children in that month. For state-by-state cash assistance caseloads, see **Table B3** in **Appendix B**.

Table 3. TANF- and MOE-Funded Cash Welfare Caseload, June 2006

Total families	1,920,632
Total recipients	4,626,692
Total children	3,481,370
Total adults	1,134,539

Note: The number of total recipients is greater than the sum of total children and total adults because HHS reported total recipient data but not total children or total adult data for Guam.

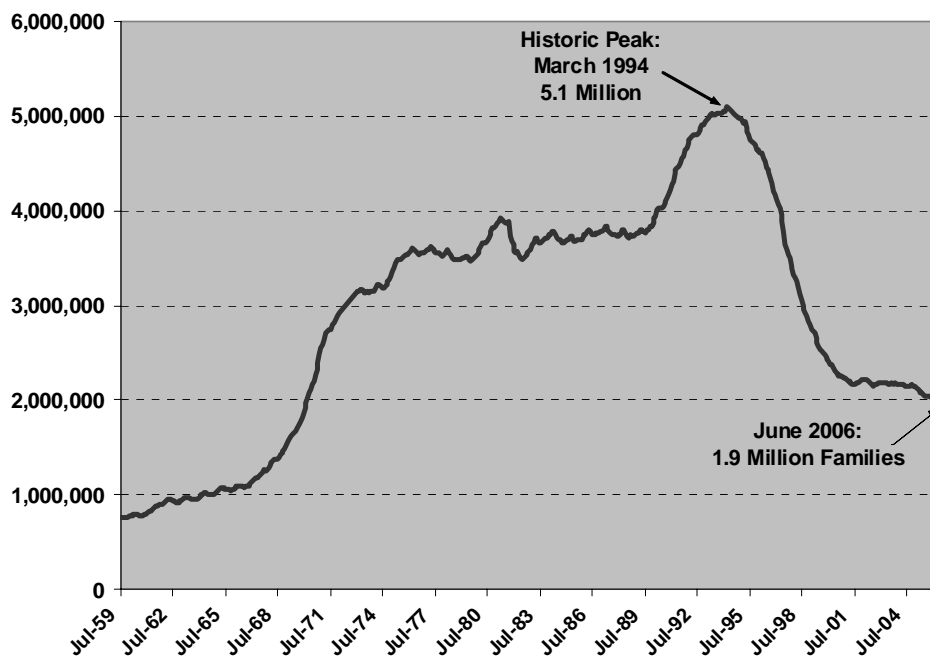
Source: Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

³ These numbers may differ from other reported cash welfare caseload figures, which often reflect only the caseload within the TANF program while excluding the caseload in MOE-funded, separate state programs. In June 2006, within TANF alone, there were 1.8 million families composed of 4.1 million recipients. That month, in separate state programs financed from MOE funds, there were 149,000 families composed of 503,000 recipients. Note that if a family received assistance from both TANF and SSP programs in a month, the family would be double-counted in the total cash welfare caseload. That “double count” is likely to be small. Unduplicated caseload data from TANF and SSPs are not available on a monthly basis.

How Does the Current Cash Welfare Caseload Level Compare With Historical Levels? The number of families receiving cash welfare peaked in March 1994 at 5.1 million families. The cash welfare caseload fell rapidly in the late 1990s (after the 1996 welfare reform law) before leveling off in 2001. Beginning again in 2004 the caseload began another decline, albeit at a slower pace than observed in the late 1990s.

Figure 2, below, provides a long-term historical perspective on the number of families receiving cash welfare, from July 1959 to the present. The 1.9 million families currently on the cash assistance rolls represent their lowest level since 1970. **Table B3** shows recent trends in the number of cash welfare families by state.

Figure 2. Number of Families Receiving Cash Welfare, July 1959 to June 2006



Source: Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

See **Table A3** in **Appendix A** for calendar-year average monthly numbers of families, recipients, and children receiving cash welfare.

What Are the Characteristics of the “Typical” Cash Welfare Family?

The most common cash welfare family comprises a single mother with one child. The majority of both the adults and children on the cash welfare caseload are racial or ethnic minorities. Many of the children on the cash welfare caseload are young: in FY2004, 40% of the children in cash welfare families were under the age of 6.

However, the welfare caseload is heterogenous. Some basic facts about the caseload for FY2004:

- Single-parent families comprised an estimated 53% of all cash assistance families. The second-most common cash assistance family had *no* adult recipients — totaling 41% of all cash assistance families (See **Child-Only Cases**, below). Only 6% of cash assistance families had two adult recipients.
- The average family size on the cash benefit rolls was about three persons.
- Most adult recipients (86%) were women.
- The majority of the cash assistance caseload are racial or ethnic minorities. Among adult recipients, 37% were African-American, 20% were Hispanic, and 37% were white non-Hispanic.
- An estimated 23% of cash welfare adults were employed.

See **Table A4** and **Table A5** in **Appendix A** for a summary of selected characteristics of families, adults and children receiving cash welfare in FY2004, and how these characteristics compare with those of the caseload in FY1994 and FY2000.

What is a TANF “Child-Only” Family? A child-only family (or case) is one in which there are no adult *recipients*. Of course, children in families receiving cash welfare are in the care of an adult. However, benefits are paid to the family on behalf of only the children — the adult is not considered a recipient, and often his or her “needs” are not considered in determining how much is paid to the family. “Child-only” families are exempt from the federal TANF time limit on benefit receipt.⁴ Through FY2006, “child-only” families have also been excluded from determinations of a state’s TANF work participation rate. Beginning in FY2007, under provisions of new HHS regulations adopted to implement the Deficit Reduction Act, some “child-only” families will be counted in determining the work participation rate.

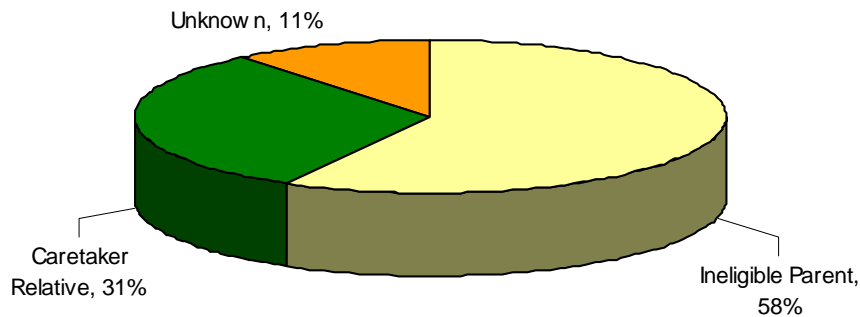
In FY2004, “child-only” cases comprised 41% of all cash assistance families — up considerably from the FY1994 percentage of 17% of all cash assistance families. Moreover, the number of child-only families (845,000) was greater in FY2004 than it was in FY1994.

“Child-only” families are themselves a heterogeneous group. In some instances, child recipients are living with their parents, but the parents are ineligible for assistance because they are ineligible noncitizens, are recipients of Supplemental Security Income (SSI), have been sanctioned for failure to meet a program requirement, or have reached a state time limit on aid to an adult recipient. In other cases, the children are not living with their parents, but rather with a caretaker relative such as a grandparent, aunt, uncle, etc.

⁴ TANF prohibits states from using federal funds to provide assistance to families with an adult for more than five years (60 months). However, up to 20% of the TANF assistance caseload may be extended beyond five years for reason of hardship, and states may use MOE funds to assist families that have been on the rolls for five years or more.

Figure 3, below, summarizes the characteristics of child-only cases, dividing them into three groups: families headed by an ineligible caretaker parent (58% of all “child-only” families), families headed by a caretaker relative (31% of “child only” families), and families for which information was not available about who was responsible for caring for the child. (Readers should note that these data are state-reported — some states did not report information on adults who are not recipients themselves in cash welfare families.) **Table 4**, below, provides some limited detail on child-only family heads. Data are limited because states were not required to report certain characteristics of adult non-recipients (e.g., their citizenship or whether they had reached a state time limit), and because of poor reporting by some states on these persons.

Figure 3. Composition of Cash Welfare “Child-Only” Cases



Total Number of Child-Only Cash Welfare Families = 845,000

Source: Figure prepared by the Congressional Research Service (CRS) based on a CRS analysis of the FY2004 TANF national data files.

Table 4. Cash Welfare “Child-Only Cases,” FY2004

	Number (in thousands)	Percent of all child-only cases
Total child-only families	845	100.0%
Ineligible parent	486	57.6
Receives SSI	206	24.4
Other	281	33.2
Caretaker relative	265	31.3
Grandparent	149	17.6
Other	116	13.7

Source: Table prepared by the Congressional Research Service (CRS) based on a CRS analysis of the FY2004 TANF national data files.

Child-Only Cases and the Deficit Reduction Act of 2005

As mentioned above, certain welfare reform provisions such as time limits and work requirements do not apply to “child-only” cases. TANF law and regulations do *not* define who in a family must be counted as a recipient, leaving states to decide whether to include or exclude family members (such as adults).

However, the Deficit Reduction Act (DRA) of 2005 required the Department of Health and Human Services (HHS) to promulgate regulations determining when a *parent* of a recipient child must be included in TANF work participation standard calculations. These regulations were released in interim, final form on June 29, 2006. They require states to include in the participation rate calculation families who have non-recipient adult parents who have been removed from the family because of a sanction (e.g., failure to participate in work) or because of a state time limit on an adult receiving TANF. The regulations permit states, on a case-by-case basis, to include in the participation calculations adult non-recipient parents who receive SSI, but might meet participation standards because of their work through programs such as “Ticket to Work.”

The HHS regulations promulgated under the Deficit Reduction Act do *not* affect non-parent, non-recipient adults in TANF families (e.g., grandparents).

TANF Cash Benefits

How Much Does a Family Receive in TANF Cash Per Month? There are *no* federal rules that help determine the amount of TANF cash benefits paid to a family. (There are also no federal rules that require states to use TANF to pay cash benefits, though all states do so.) Benefit amounts are determined solely by the states.

Table 5, below, shows the maximum monthly TANF cash benefit by state and family size as of January 2005.⁵ The benefit amounts shown are those for a single parent family with children. Some states vary their benefit amounts for other family types such as two-parent families or “child-only” cases. States also vary their benefits by other factors such as housing costs and sub-state geography. In general, the table shows the highest benefit amounts paid in the state, though the Michigan amount is for Wayne County (Detroit) and the New York benefit is for New York City.⁶

⁵ States are not required to report to the federal government their cash welfare benefit amounts in either the TANF state plan (under section 402 of the Social Security Act) or in annual program reports (under section 407 of the Social Security Act). The benefit amounts in this report are from a Congressional Research Service (CRS) survey of state TANF financial eligibility rules and benefit levels. CRS last conducted this survey for the month of January 2005.

⁶ In Michigan, higher maximum benefits were paid in Washtenaw County (\$489 per month (continued...))

Most states base TANF cash benefit amounts on family size, paying bigger families larger cash benefits on the presumption that larger families have greater financial needs. In January 2005, for the average cash welfare family (a family of three), the maximum monthly benefit in the median state was \$389, with a range from \$923 in Alaska to \$170 in Mississippi.

The maximum monthly cash benefit is usually paid to a family that receives no other income (e.g., no earned or unearned income) who complies with program rules. Families with income other than TANF often are paid a reduced benefit. Moreover, some families are financially sanctioned for failure to meet a program requirement (e.g., a work requirement), and are also paid a lower benefit.

⁶ (...continued)

for a family of three) than in Wayne County. In New York, higher maximum benefits were paid in Suffolk County (\$783 per month for a family of three) than in New York City.

**Table 5. TANF Maximum Cash Benefits
for Single-Parent Families, By Family Size, January 2005**

State	1	2	3	4	5	6
Alabama	\$165	\$190	\$215	\$245	\$275	\$305
Alaska	0	821	923	1,025	1,127	1,229
Arizona	204	275	347	418	489	561
Arkansas	81	162	204	247	286	331
California	359	584	723	862	980	1,101
Colorado	214	280	356	432	512	590
Connecticut	402	513	636	741	835	935
Delaware	201	270	338	407	475	544
District of Columbia	239	298	379	463	533	627
Florida	180	241	303	364	426	487
Georgia	155	235	280	330	378	410
Hawaii	335	452	570	687	805	922
Idaho	309	309	309	309	309	309
Illinois	223	292	396	435	509	572
Indiana	139	229	288	346	405	463
Iowa	183	361	426	495	548	610
Kansas	267	352	429	497	558	619
Kentucky	186	225	262	328	383	432
Louisiana	122	188	240	284	327	366
Maine	230	363	485	611	733	856
Maryland	216	380	482	583	675	743
Massachusetts	418	518	618	713	812	912
Michigan	276	371	459	563	659	792
Minnesota	250	437	532	621	697	773
Mississippi	110	146	170	194	218	242
Missouri	136	234	292	342	388	431
Montana	251	328	405	482	560	637
Nebraska	222	293	364	435	506	577
Nevada	231	289	348	407	466	525
New Hampshire	489	556	625	688	748	829
New Jersey	162	322	424	488	552	616
New Mexico	231	310	389	469	548	627
New York	414	501	691	825	964	1,059
North Carolina	181	236	272	297	324	349
North Dakota	282	378	477	573	670	767
Ohio	223	305	373	461	539	600
Oklahoma	180	225	292	361	422	483
Oregon	310	395	460	565	660	755
Pennsylvania	215	330	421	514	607	687

State	1	2	3	4	5	6
Rhode Island	327	449	554	634	714	794
South Carolina	121	163	205	248	290	333
South Dakota	366	448	501	553	606	659
Tennessee	95	142	185	226	264	305
Texas	93	193	223	268	298	342
Utah	274	380	474	555	632	696
Vermont	503	604	709	795	885	946
Virginia	242	323	389	451	537	587
Washington	349	440	546	642	740	841
West Virginia	262	301	340	384	420	460
Wisconsin	0	673	673	673	673	673
Wyoming	195	320	340	340	360	360

Source: Table prepared by the Congressional Research Service (CRS) based on a CRS survey of state TANF financial eligibility and benefit rules.

How Have TANF Cash Benefits Changed Over Time? The large variation in TANF cash welfare benefits is not new. Even before the 1996 welfare reform law, states determined benefit amounts.

Most states do not regularly adjust benefits for the effects of inflation. Some states have not changed their benefit levels in many years. **Table 6**, below, compares the January 2005 benefit for a family of three (single-parent family) with the benefits paid in January 1996, 2000, and 2002. In inflation-adjusted terms, the benefits declined in value by 19% in states that paid the same benefit in January 2005 as in January 1996.

**Table 6. Cash Welfare Benefits for a Family of Three
(Single-Parent Family), January 1996, 2000, 2002, and 2005**

State	1996	2000	2002	2005	Percent change in real (inflation- adjusted) dollars: 1996-2005
Alabama	\$164	\$164	\$164	\$215	6.1%
Alaska	923	923	923	923	-19.0
Arizona	347	347	347	347	-19.0
Arkansas	204	204	204	204	-19.0
California	596	626	679	723	-1.8
Colorado	356	356	356	356	-19.0
Connecticut	636	636	636	636	-19.0
Delaware	338	338	338	338	-19.0
District of Columbia	415	379	379	379	-26.1
Florida	303	303	303	303	-19.0
Georgia	280	280	280	280	-19.0
Hawaii	712	570	570	570	-35.2
Idaho	317	293	293	309	-21.1
Illinois	377	377	377	396	-15.0
Indiana	288	288	288	288	-19.0
Iowa	426	426	426	426	-19.0
Kansas	429	429	429	429	-19.0
Kentucky	262	262	262	262	-19.0
Louisiana	190	190	240	240	2.3
Maine	418	461	485	485	-6.1
Maryland	373	417	472	482	4.6
Massachusetts	565	565	618	618	-11.4
Michigan	459	459	459	459	-19.0
Minnesota	532	532	532	532	-19.0
Mississippi	120	170	170	170	14.7
Missouri	292	292	292	292	-19.0
Montana	438	469	494	405	-25.1
Nebraska	364	364	364	364	-19.0
Nevada	348	348	348	348	-19.0
New Hampshire	550	575	600	625	-8.0
New Jersey	424	424	424	424	-19.0
New Mexico	389	439	389	389	-19.0
New York	577	577	577	691	-3.0
North Carolina	272	272	272	272	-19.0
North Dakota	431	457	477	477	-10.4

State	Percent change in real (inflation-adjusted) dollars:				
	1996	2000	2002	2005	1996-2005
Ohio	341	373	373	373	-11.4
Oklahoma	307	292	292	292	-23.0
Oregon	460	460	460	460	-19.0
Pennsylvania	421	421	421	421	-19.0
Rhode Island	554	554	554	554	-19.0
South Carolina	200	204	205	205	-17.0
South Dakota	430	430	469	501	-5.7
Tennessee	185	185	185	185	-19.0
Texas	188	201	201	223	-4.0
Utah	416	451	474	474	-7.7
Vermont	633	708	709	709	-9.3
Virginia	354	354	389	389	-11.0
Washington	546	546	546	546	-19.0
West Virginia	253	328	453	340	8.8
Wisconsin	517	673	673	673	5.4
Wyoming	360	340	340	340	-23.5

Source: Table prepared by the Congressional Research Service (CRS) based on a CRS survey of state TANF financial eligibility and benefit rules.

TANF Work Participation Standards

What Is the TANF Work Participation Standard States Must Meet?

The TANF statute requires states to have 50% of their caseload meet standards of participation in work or activities — that is, a family member must be in specified activities for a minimum number of hours.⁷ There is a separate participation standard that applies to the two-parent portion of a state's caseload, requiring 90% of the state's two-parent caseload to meet participation standards. States that fail the TANF work participation standards are penalized by a reduction in their block grant amounts.

However, the statutory work participation standards are reduced by a “caseload reduction credit.” The caseload reduction credit reduces the participation standard one percentage point for each percent decline in the caseload. Beginning in FY2007, states will be credited only with caseload declines that have occurred since FY2005. The FY2007 effective (after-credit) standard will be based on caseload declines from FY2005 to FY2006. The FY2008 effective standard will be based on caseload declines from FY2005 to FY2007. States are *not* given credit for caseload declines that result from new restrictions on eligibility enacted by states since FY2005.

The currently available caseload data do not tell what the effective (after-credit) participation standards will be for FY2007. However, cash welfare caseloads have declined over the past year. From the first nine months of FY2005 to the first nine months of FY2006, the national average decline in the overall cash welfare caseload was about 6% (see **Table B3** in **Appendix B**). If this is sustained over the entire fiscal year and is not a result of restrictive policy changes, the average state will see its effective participation standards reduced by six percentage points — from 50% to 44%.

What Actual Work Participation Rates Have the States Achieved?

In FY2004, the national average work participation rate for all families achieved by states was 32%. The participation rate within TANF achieved nationwide for the two-parent portion of the caseload was 47.4%. This implies that many states would have to raise their participation rates from historical levels to comply with the FY2007 TANF work participation standards.

In FY2004, all jurisdictions except Guam met TANF work participation standards. A more generous caseload reduction credit, counting caseload declines from FY1995, was in effect that year. In FY2004, Arkansas, the District of Columbia, Guam, and Washington failed to meet the two-parent standard. See **Table B5** in **Appendix B** for FY2004 participation rates for all states.

⁷ Some families are excluded from the participation rate calculation.

Appendix A. Supplementary Tables

Table A1. Temporary Extensions of Welfare Reform Programs, FY2003-FY2006

Public law	Time period	Notes
P.L. 107-229	Oct. 1, 2002-Dec. 31, 2002	Extension as part of a continuing resolution.
P.L. 107-294	Jan. 1, 2003-Mar. 31, 2003	Extension as part of a continuing resolution.
P.L. 108-7	Apr. 1, 2003-June 30, 2003	Extension as part of the Consolidated Appropriations Act.
P.L. 108-40	July 1, 2003-Sept. 30, 2003	Free-standing bill that amended the Social Security Act to extend TANF and related programs.
P.L. 108-89	Oct. 1, 2003-Mar. 31, 2004	Multipurpose bill that extended programs through the first half of FY2004.
P.L. 108-210	Apr. 1, 2004-June 30, 2004	Free-standing bill that extended funding authority for the program through June 30, 2004.
P.L. 108-262	July 1, 2004-Sept. 30, 2004	Free-standing bill that extended funding authority for the program through Sept. 30, 2004.
P.L. 108-308	Oct. 1, 2004- Mar. 31, 2005	Free-standing bill that extended funding authority for the programs through Mar. 31, 2005.
P.L. 109-4	Apr. 1, 2005-June 30, 2005	Free-standing bill that extended funding authority for the programs through June 30, 2005.
P.L. 109-19	July 1, 2005-Sept. 30, 2005	Free-standing bill that extended funding authority for the programs through Sept. 30, 2005.
P.L. 109-68	Oct. 1, 2005-Dec. 31, 2005	Bill to provide extra funding to help states provide benefits to families affected by Hurricane Katrina, suspend certain requirements in states affected by the hurricane, and extend the funding authority for the programs through Dec. 31, 2005.
P.L. 109-161	Jan. 1, 2006-Mar. 31, 2006	Free-standing bill that extended funding authority for the programs through March 31, 2006. Reduced the bonus for reducing out-of-wedlock births for FY2006-FY2010 to offset the costs of the temporary extension.

Source: Congressional Research Service (CRS).

Table A2. Use of Federal TANF and MOE Funds in FY2005

Category	Dollars (in Billions)	Percent of Total Expenditures (and Transfers)
Basic (cash) assistance	\$10.7	37.8%
Administrative expenditures	2.4	8.4
Work program expenditures	2.2	7.6
Child care expenditures	3.2	11.2
Transfers to CCDF	1.9	6.8
Other work supports	1.7	5.8
Family formation expenditures	0.8	3.0
Other expenditures	4.6	16.2
Transfers to SSBG	0.9	3.2
Total Expenditures	25.6	89.9
Total Transfers	2.9	10.1
Total	28.4	100.0

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

Table A3. Average Monthly Families, Recipients, and Children, Calendar Years 1961-2006 (in thousands)

Year	Total			
	Total Families	Recipients	Total Children	Total Adults
1961	873	3,363	2,598	765
1962	939	3,704	2,844	860
1963	963	3,945	2,957	988
1964	1,010	4,195	3,145	1,050
1965	1,060	4,422	3,321	1,101
1966	1,096	4,546	3,434	1,112
1967	1,220	5,014	3,771	1,243
1968	1,410	5,702	4,274	1,429
1969	1,696	6,689	4,973	1,716
1970	2,207	8,462	6,212	10,148
1971	2,763	10,242	7,435	12,323
1973	3,148	10,949	7,903	13,504
1974	3,219	10,847	7,805	13,469
1975	3,481	11,319	8,071	14,047
1976	3,565	11,284	7,982	13,941
1977	3,568	11,015	7,743	13,648
1978	3,517	10,551	7,363	13,188
1979	3,509	10,312	7,181	12,935
1980	3,712	10,774	7,419	13,442
1981	3,835	11,079	7,527	13,720
1982	3,542	10,358	6,903	12,803
1983	3,686	10,761	7,098	13,238
1984	3,714	10,831	7,144	13,321
1985	3,701	10,855	7,198	13,392
1986	3,763	11,038	7,334	13,648
1987	3,776	11,027	7,366	13,680
1988	3,749	10,915	7,329	13,590
1989	3,798	10,992	7,419	13,717
1990	4,057	11,695	7,911	14,542
1991	4,497	12,930	8,715	15,919
1992	4,829	13,773	9,303	16,869
1993	5,012	14,205	9,574	17,327
1994	5,033	14,161	9,568	17,264
1995	4,791	13,418	9,135	16,356
1996	4,484	13,654	8,560	15,140
1999	2,455	6,637	4,807	2,557
2000	2,303	6,143	4,479	2,406
2001	2,192	5,717	4,195	2,283
2002	2,187	5,609	4,119	2,267
2003	2,180	5,490	4,062	2,234
2004	2,155	5,341	3,970	2,193
2005	2,069	5,036	3,762	2,103
2006 (six-month average, through June)	1,959	4,727	3,549	1,989

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

Table A4. Number of Cash Welfare Families, Adult Recipients, and Child Recipients By Selected Characteristics, FY1994, FY2000, and FY2004

		1994	2000	2004	Percent change, 1994-2004	Percent change, 2000-2004
	Number of families (in thousands)	5,046	2,297	2,129	-57.8	-7.3
	Average family size	2.8	3.0	2.9	1.9	-4.5
Characteristics of families (numbers of families in thousands)						
Number of adult recipients						
	With one adult recipient	3,757	1,370	1,133	-69.8	-17.3
	With two adult recipients	411	163	125	-69.7	-23.2
	Subtotal: with adult recipients	4,169	1,532	1,258	-69.8	-17.9
	With no adult recipients	869	761	871	0.3	14.5
Number of children in family						
	One child	2,148	996	1,012	-52.9	1.6
	Two children	1,514	655	598	-60.5	-8.6
	Three or more children	1,272	598	477	-62.5	-20.3
Number of adult recipients						
		4,610	1,751	1,398	-69.7	-20.1
Characteristics of adult recipients (numbers in thousands)						
Gender						
	Women	4,022	1,516	1,209	-69.9	-20.3
	Men	587	234	190	-67.7	-19.2
Employment status						
	Employed	384	485	316	-17.9	-35.0
	Not employed	4,182	848	699	-83.3	-17.5

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		1994	2000	2004	Percent change, 1994-2004	Percent change, 2000-2004
Race/ethnicity						
	White (Non-Hispanic)	1,870	573	511	-72.7	-10.8
	African-American	1,559	604	513	-67.1	-15.1
	Hispanic	862	407	281	-67.4	-31.0
	Other*	319	132	75	-76.5	-43.4
Number of child recipients (numbers in thousands)						
		9,753	4,619	3,980	-59.2	-13.8
Age						
	Infants	559	293	279	-50.1	-4.9
	1 or 2	1,765	583	553	-68.7	-5.1
	3 or 4	1,507	589	517	-65.7	-12.2
	5	651	297	231	-64.5	-22.1
	6 to 12	3,520	1,906	1,501	-57.4	-21.3
	13 or older	1,732	948	896	-48.3	-5.5
Race/ethnicity						
	White (Non-Hispanic)	3,220	1,233	1,109	-65.6	-10.1
	African-American	3,701	1,754	1,509	-59.2	-14.0
	Hispanic	2,064	1,210	1,067	-48.3	-11.7
	Other	488	309	234	-52.0	-24.3

* Includes persons who reported multiple racial affiliations.

Source: Table prepared by the Congressional Research Service (CRS) based on a CRS analysis of the FY1994 Aid to Families with Dependent Children (AFDC) Quality Control data file and the FY2000 and FY2004 TANF National data files.

Table A5. Composition of Cash Welfare Families By Selected Characteristics, FY1994, FY2000, and FY2004

		1994	2000	2004	Percentage point change, 1994-2004	Percentage point change, 2000-2004
Percent of Total Families						
Number of Adult Recipients						
	One	74.5	59.6	53.2	-21.2	-6.4
	Two or more	8.2	7.1	5.9	-2.3	-1.2
	Subtotal: with adult recipients	82.6	66.7	59.1	-23.5	-7.6
	None	17.2	33.1	40.9	23.7	7.8
Number of Children						
	One	42.6	43.4	47.6	5.0	4.2
	Two	30.0	28.5	28.1	-1.9	-0.4
	Three or more	25.2	26.1	22.4	-2.8	-3.7
Percent of Total Adult Recipients						
Gender						
	Women	87.2	86.6	86.4	-0.8	-0.2
	Men	12.7	13.4	13.6	0.8	0.2
Employment Status						
	Employed	8.3	27.7	22.6	14.2	-5.1
Race/Ethnicity						
	White (Non-Hispanic)	40.6	32.8	36.6	-4.0	3.8
	African-American	33.8	34.5	36.7	2.9	2.2
	Hispanic	18.7	23.3	20.1	1.4	-3.2
	Other*	6.9	7.5	5.4	-1.6	-2.2

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		1994	2000	2004	Percentage point change, 1994-2004	Percentage point change, 2000-2004
Percent of Child Recipients						
Age						
	Infants	5.7	6.3	7.0	1.3	0.7
	1 or 2	18.1	12.6	13.9	-4.2	1.3
	3 or 4	15.4	12.8	13.0	-2.5	0.2
	5	6.7	6.4	5.8	-0.9	-0.6
	6 to 12	36.1	41.3	37.7	1.6	-3.6
	13 or older	17.8	20.5	22.5	4.8	2.0
Race/Ethnicity						
	White (Non-Hispanic)	33.0	26.7	27.9	-5.2	1.2
	African-American	37.9	38.0	37.9	0.0	-0.1
	Hispanic	21.2	26.2	26.8	5.7	0.6
	Other	5.0	6.7	5.9	0.9	-0.8

* Includes persons who reported multiple racial affiliations.

Source: Table prepared by the Congressional Research Service (CRS) based on a CRS analysis of the FY1994 Aid to Families with Dependent Children (AFDC) Quality Control data file and the FY2000 and FY2004 TANF National data files.

Appendix B. State Tables

Table B1. Use of FY2005 TANF and MOE Funds by Category

(\$ in millions)

State	Basic (cash) assistance	Adminis- trative expen- ditures	Work program expen- ditures	Child care expen- ditures	Transfers to CCDF	Other work supports	Family formation expen- ditures	Other expen- ditures	Transfers to SSBG	Total
Alabama	\$47.4	\$12.4	\$15.8	\$6.2	\$4.1	\$3.7	\$1.9	\$36.0	\$10.4	\$137.9
Alaska	41.1	5.8	11.8	12.8	15.2	0.7	0.6	1.3	3.1	92.5
Arizona	160.1	38.5	18.5	9.9	0.0	3.5	0.0	68.1	23.0	321.6
Arkansas	18.5	7.7	12.2	14.8	7.5	5.1	2.5	5.6	2.4	76.6
California	3,503.7	557.3	436.7	669.4	412.6	151.1	22.1	542.3	128.2	6,423.2
Colorado	75.1	21.1	1.2	1.9	2.7	8.4	0.1	106.0	15.0	231.5
Connecticut	125.7	29.3	23.9	12.3	0.0	18.2	74.1	175.3	26.7	485.5
Delaware	19.3	5.8	0.0	23.7	-4.3	12.5	0.0	0.0	2.4	59.4
District of Columbia	66.3	14.9	19.9	39.4	18.5	0.0	2.8	12.7	3.9	178.4
Florida	184.2	93.0	81.8	242.3	122.5	7.3	11.3	248.5	62.3	1,053.2
Georgia	117.3	19.0	86.8	22.2	0.0	13.6	31.5	229.6	14.1	534.2
Hawaii	81.7	14.3	20.6	10.6	10.3	1.2	0.0	0.0	10.0	148.7
Idaho	7.3	2.2	7.7	0.8	8.7	0.3	2.5	19.1	1.4	50.0
Illinois	122.2	23.7	85.6	415.3	0.0	20.2	1.2	330.3	17.5	1,015.9
Indiana	113.2	40.5	7.3	15.3	5.0	39.4	1.6	89.4	2.0	313.7
Iowa	75.7	13.4	18.3	5.1	25.3	4.7	8.3	36.1	12.8	199.7
Kansas	65.4	8.4	1.7	7.9	21.4	36.0	0.0	34.9	4.3	180.1
Kentucky	104.9	16.6	27.6	20.9	54.4	5.8	0.0	40.5	0.0	270.7
Louisiana	51.3	26.1	12.5	5.2	19.6	8.0	51.2	32.0	16.4	222.4
Maine	90.0	5.9	2.1	13.7	8.9	12.8	0.0	2.3	4.9	140.7
Maryland	124.3	36.0	28.1	29.8	0.0	100.5	21.6	8.6	22.9	371.8
Massachusetts	331.6	28.4	19.1	183.6	91.9	70.7	0.6	54.6	45.9	826.3
Michigan	412.0	94.5	83.7	226.9	130.9	1.5	102.1	254.6	43.9	1,350.1
Minnesota	137.3	45.2	70.8	40.0	22.6	57.7	0.0	41.3	0.0	415.0
Mississippi	26.9	5.3	15.1	4.9	19.5	13.2	7.3	6.1	9.8	108.2
Missouri	124.9	20.3	32.3	61.3	27.4	0.0	7.4	52.8	21.7	348.0

State	Basic (cash) assistance	Administrative expenditures	Work program expenditures	Child care expenditures	Transfers to CCDF	Other work supports	Family formation expenditures	Other expenditures	Transfers to SSBG	Total
Montana	19.8	5.3	11.2	1.3	1.9	0.0	0.4	5.9	1.8	47.6
Nebraska	54.0	5.8	11.8	6.5	9.0	0.0	0.0	0.0	0.0	87.1
Nevada	33.1	16.6	1.3	4.0	0.0	5.6	0.3	8.9	1.2	71.2
New Hampshire	35.3	7.1	8.8	4.6	5.5	1.1	1.2	4.8	3.9	72.1
New Jersey	440.9	82.9	45.4	26.4	0.0	52.1	350.7	-4.6	15.4	1,009.2
New Mexico	74.8	7.2	12.2	2.9	29.6	1.9	1.2	27.1	2.0	159.0
New York	1,761.8	380.8	200.2	102.0	381.8	753.6	39.5	732.0	119.8	4,471.5
North Carolina	108.4	39.1	62.4	117.4	86.0	6.5	0.1	114.0	5.6	539.5
North Dakota	11.2	3.4	2.6	2.4	0.0	1.5	2.2	10.3	0.0	33.6
Ohio	316.4	132.3	77.7	220.7	0.0	25.3	10.2	207.5	74.3	1,064.3
Oklahoma	33.2	15.8	0.0	62.1	30.8	26.3	3.8	33.1	15.4	220.5
Oregon	105.1	26.9	22.3	9.5	0.0	15.5	0.0	89.5	0.0	268.8
Pennsylvania	407.1	99.5	179.8	129.8	116.8	45.9	31.9	296.3	29.4	1,336.5
Rhode Island	72.1	14.5	7.1	51.3	8.8	0.3	0.0	22.7	1.1	177.9
South Carolina	73.4	21.1	55.5	4.1	1.5	7.3	6.9	61.3	20.0	251.0
South Dakota	11.6	2.9	3.4	0.8	0.0	0.1	0.6	10.9	2.2	32.6
Tennessee	120.8	28.8	25.4	31.3	57.7	5.9	0.0	21.0	9.1	300.0
Texas	181.1	121.3	86.1	22.6	0.0	2.7	7.6	429.2	61.1	911.7
Utah	45.2	19.7	30.9	9.5	0.0	1.3	0.5	0.9	3.0	110.8
Vermont	36.1	6.7	0.6	8.3	9.2	14.9	0.0	0.9	4.7	81.5
Virginia	143.1	46.5	51.0	22.0	3.0	7.4	0.6	19.0	15.3	308.0
Washington	261.9	45.4	93.7	69.1	103.0	3.8	0.0	51.1	7.9	635.9
West Virginia	43.0	25.0	2.6	20.5	0.0	10.0	15.2	7.7	11.0	135.0
Wisconsin	115.5	35.6	33.3	168.7	64.2	62.4	16.5	14.0	13.4	523.5
Wyoming	6.6	1.0	0.4	3.0	3.7	2.4	0.0	18.8	0.0	36.0
Total	10,739.0	2,376.6	2,166.9	3,197.1	1,937.4	1,650.0	840.2	4,610.3	922.4	28,439.9

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

**Table B2. Use of FY2006 TANF and MOE Funds by Category,
as a Percent of Total Federal TANF and State MOE Funding**

State	Basic (cash) assistance	Adminis- trative expen- ditures	Work program expen- ditures	Child care expenditures	Transfers to CCDF	Other work supports	Family formation expen- ditures	Other expen- ditures	Transfers to SSBG	Total
Alabama	34.4	9.0	11.4	4.5	3.0	2.7	1.4	26.1	7.5	100.0
Alaska	44.4	6.3	12.7	13.9	16.4	0.8	0.7	1.5	3.4	100.0
Arizona	49.8	12.0	5.7	3.1	0.0	1.1	0.0	21.2	7.2	100.0
Arkansas	24.2	10.1	16.0	19.4	9.8	6.7	3.3	7.4	3.2	100.0
California	54.5	8.7	6.8	10.4	6.4	2.4	0.3	8.4	2.0	100.0
Colorado	32.5	9.1	0.5	0.8	1.2	3.6	0.0	45.8	6.5	100.0
Connecticut	25.9	6.0	4.9	2.5	0.0	3.8	15.3	36.1	5.5	100.0
Delaware	32.5	9.7	0.0	39.9	-7.2	21.0	0.0	0.0	4.0	100.0
District of Columbia	37.2	8.4	11.2	22.1	10.4	0.0	1.6	7.1	2.2	100.0
Florida	17.5	8.8	7.8	23.0	11.6	0.7	1.1	23.6	5.9	100.0
Georgia	22.0	3.6	16.2	4.2	0.0	2.5	5.9	43.0	2.6	100.0
Hawaii	55.0	9.6	13.9	7.1	6.9	0.8	0.0	0.0	6.7	100.0
Idaho	14.6	4.4	15.3	1.6	17.5	0.5	5.0	38.1	2.9	100.0
Illinois	12.0	2.3	8.4	40.9	0.0	2.0	0.1	32.5	1.7	100.0
Indiana	36.1	12.9	2.3	4.9	1.6	12.6	0.5	28.5	0.6	100.0
Iowa	37.9	6.7	9.2	2.5	12.7	2.3	4.2	18.1	6.4	100.0
Kansas	36.3	4.7	1.0	4.4	11.9	20.0	0.0	19.4	2.4	100.0
Kentucky	38.7	6.1	10.2	7.7	20.1	2.1	0.0	15.0	0.0	100.0
Louisiana	23.1	11.8	5.6	2.3	8.8	3.6	23.0	14.4	7.4	100.0
Maine	64.0	4.2	1.5	9.8	6.3	9.1	0.0	1.6	3.5	100.0
Maryland	33.4	9.7	7.6	8.0	0.0	27.0	5.8	2.3	6.2	100.0
Massachusetts	40.1	3.4	2.3	22.2	11.1	8.6	0.1	6.6	5.6	100.0
Michigan	30.5	7.0	6.2	16.8	9.7	0.1	7.6	18.9	3.3	100.0
Minnesota	33.1	10.9	17.1	9.6	5.5	13.9	0.0	10.0	0.0	100.0
Mississippi	24.8	4.9	14.0	4.6	18.1	12.2	6.7	5.6	9.0	100.0
Missouri	35.9	5.8	9.3	17.6	7.9	0.0	2.1	15.2	6.2	100.0
Montana	41.6	11.2	23.5	2.8	3.9	0.0	0.8	12.4	3.7	100.0
Nebraska	62.0	6.6	13.6	7.5	10.3	0.0	0.0	0.0	0.0	100.0

State	Basic (cash) assistance	Adminis- trative expen- ditures	Work program expen- ditures	Child care expenditures	Transfers to CCDF	Other work supports	Family formation expen- ditures	Other expen- ditures	Transfers to SSBG	Total
Nevada	46.6	23.3	1.8	5.6	0.0	7.9	0.5	12.5	1.8	100.0
New Hampshire	48.9	9.9	12.2	6.4	7.6	1.5	1.6	6.6	5.3	100.0
New Jersey	43.7	8.2	4.5	2.6	0.0	5.2	34.8	-0.5	1.5	100.0
New Mexico	47.0	4.5	7.7	1.8	18.6	1.2	0.8	17.1	1.3	100.0
New York	39.4	8.5	4.5	2.3	8.5	16.9	0.9	16.4	2.7	100.0
North Carolina	20.1	7.2	11.6	21.8	15.9	1.2	0.0	21.1	1.0	100.0
North Dakota	33.2	10.2	7.8	7.2	0.0	4.4	6.5	30.6	0.0	100.0
Ohio	29.7	12.4	7.3	20.7	0.0	2.4	1.0	19.5	7.0	100.0
Oklahoma	15.1	7.2	0.0	28.2	13.9	11.9	1.7	15.0	7.0	100.0
Oregon	39.1	10.0	8.3	3.5	0.0	5.8	0.0	33.3	0.0	100.0
Pennsylvania	30.5	7.4	13.5	9.7	8.7	3.4	2.4	22.2	2.2	100.0
Rhode Island	40.5	8.2	4.0	28.9	4.9	0.2	0.0	12.8	0.6	100.0
South Carolina	29.2	8.4	22.1	1.6	0.6	2.9	2.7	24.4	8.0	100.0
South Dakota	35.8	8.9	10.5	2.5	0.0	0.4	1.7	33.6	6.7	100.0
Tennessee	40.3	9.6	8.5	10.4	19.2	2.0	0.0	7.0	3.0	100.0
Texas	19.9	13.3	9.4	2.5	0.0	0.3	0.8	47.1	6.7	100.0
Utah	40.8	17.8	27.9	8.5	0.0	1.1	0.4	0.8	2.7	100.0
Vermont	44.3	8.2	0.8	10.2	11.3	18.3	0.0	1.2	5.8	100.0
Virginia	46.5	15.1	16.6	7.2	1.0	2.4	0.2	6.2	5.0	100.0
Washington	41.2	7.1	14.7	10.9	16.2	0.6	0.0	8.0	1.2	100.0
West Virginia	31.9	18.5	1.9	15.2	0.0	7.4	11.2	5.7	8.2	100.0
Wisconsin	22.1	6.8	6.4	32.2	12.3	11.9	3.2	2.7	2.6	100.0
Wyoming	18.5	2.9	1.1	8.3	10.3	6.6	0.0	52.3	0.0	100.0
Total	37.8	8.4	7.6	11.2	6.8	5.8	3.0	16.2	3.2	100.0

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

Table B3. Unspent TANF Funds at the End of FY2005
(\$ in millions)

State	Obligated but unexpended funds	Unobligated and unexpended funds	Total unspent funds
Alabama	\$6.1	\$31.6	\$37.7
Alaska	8.4	22.4	30.8
Arizona	28.1	0.0	28.1
Arkansas	0.2	97.8	98.0
California	387.3	0.0	387.3
Colorado	0.0	77.5	77.5
Connecticut	0.0	0.0	0.0
Delaware	1.5	6.2	7.7
District of Columbia	9.6	53.6	63.3
Florida	33.7	0.0	33.7
Georgia	44.4	146.8	191.2
Hawaii	67.2	79.6	146.7
Idaho	6.8	0.0	6.8
Illinois	0.0	0.0	0.0
Indiana	44.4	21.4	65.7
Iowa	6.4	19.9	26.3
Kansas	0.0	0.8	0.8
Kentucky	0.0	48.7	48.7
Louisiana	29.0	6.3	35.4
Maine	0.0	5.5	5.5
Maryland	7.8	101.5	109.3
Massachusetts	0.0	7.7	7.7
Michigan	0.1	45.7	45.8
Minnesota	77.2	34.1	111.3
Mississippi	3.7	15.8	19.5
Missouri	38.7	0.0	38.7
Montana	0.0	33.4	33.4
Nebraska	0.0	8.7	8.7
Nevada	0.0	19.8	19.8
New Hampshire	0.0	48.4	48.4
New Jersey	187.6	0.0	187.6
New Mexico	1.0	20.7	21.8
New York	184.8	221.3	406.0
North Carolina	57.9	0.0	57.9
North Dakota	0.0	15.6	15.6
Ohio	420.3	473.3	893.6
Oklahoma	0.0	86.9	86.9
Oregon	0.0	36.8	36.8
Pennsylvania	0.9	0.0	0.9
Rhode Island	0.0	6.1	6.1

State	Obligated but unexpended funds	Unobligated and unexpended funds	Total unspent funds
South Carolina	0.0	40.0	40.0
South Dakota	0.7	19.9	20.6
Tennessee	2.1	117.9	119.9
Texas	181.7	0.0	181.7
Utah	0.0	44.6	44.6
Vermont	0.0	0.0	0.0
Virginia	0.0	14.7	14.7
Washington	0.0	18.4	18.4
West Virginia	0.0	13.6	13.6
Wisconsin	0.0	0.0	0.0
Wyoming	5.7	41.3	47.0
Totals	1,843.1	2,104.3	3,947.3

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

Table B4. TANF and MOE Cash Welfare Caseload, June 2006

State	Families	Total recipients	Child recipients	Adult recipients
Alabama	18,540	43,319	33,694	9,625
Alaska	3,635	9,876	6,791	3,085
Arizona	37,827	82,861	62,595	20,266
Arkansas	7,893	16,981	13,039	3,942
California	486,943	1,191,948	957,806	234,142
Colorado	14,071	36,276	26,353	9,923
Connecticut	21,758	47,031	32,424	14,607
Delaware	5,411	12,124	9,130	2,994
District of Columbia	15,279	38,809	30,047	8,762
Florida	50,801	83,958	71,013	12,945
Georgia	29,237	55,711	49,787	5,924
Guam	3,072	10,783	NR	NR
Hawaii	9,203	25,818	17,596	8,222
Idaho	1,787	2,954	2,583	371
Illinois	36,084	88,366	70,676	17,690
Indiana	43,515	126,464	96,269	30,195
Iowa	21,212	48,714	31,119	17,595
Kansas	16,963	44,077	30,203	13,874
Kentucky	32,622	68,438	52,193	16,245
Louisiana	10,582	23,471	20,376	3,095
Maine	11,360	32,788	21,944	10,844
Maryland	19,256	43,707	33,045	10,662
Massachusetts	47,064	95,454	65,712	29,742
Michigan	83,196	219,946	159,605	60,341
Minnesota	30,895	81,518	57,672	23,846
Mississippi	12,597	25,824	19,972	5,852
Missouri	43,103	109,520	74,539	34,981
Montana	3,774	9,783	6,757	3,026
Nebraska	12,501	32,536	22,555	9,981
Nevada	6,903	16,843	12,828	4,015
New Hampshire	6,212	14,153	9,748	4,405
New Jersey	41,793	106,339	74,576	31,763
New Mexico	16,308	41,009	29,660	11,349
New York	174,323	445,386	316,304	129,082
North Carolina	29,209	56,406	45,750	10,656
North Dakota	2,711	6,934	4,940	1,994
Ohio	78,301	166,678	127,713	38,965
Oklahoma	9,857	21,502	17,793	3,709
Oregon	18,542	41,568	31,066	10,502
Pennsylvania	92,827	238,608	169,520	69,088
Puerto Rico	14,089	37,928	26,827	11,101
Rhode Island	12,172	31,058	22,192	8,866
South Carolina	17,617	41,095	30,388	10,707

State	Families	Total recipients	Child recipients	Adult recipients
South Dakota	2,849	6,178	5,165	1,013
Tennessee	68,151	181,702	130,145	51,557
Texas	67,892	155,966	129,081	26,885
Utah	7,115	17,200	12,865	4,335
Vermont	4,677	11,632	7,532	4,100
Virgin Islands	440	1,246	934	312
Virginia	34,323	80,520	56,488	24,032
Washington	54,710	132,130	92,519	39,611
West Virginia	10,855	24,522	17,911	6,611
Wisconsin	18,273	40,493	33,459	7,034
Wyoming	302	541	471	70
Total	1,920,632	4,626,692	3,481,370	1,134,539

Note: “NR” denotes not reported.

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

**Table B5. Number of Families Receiving Cash Assistance,
June 1994, June 2000, June 2005, and June 2006**

State	June-94	June-00	June-05	June-06	Percentage change	
					June 05- June 06	June 94- June 06
Alabama	49,482	18,839	20,123	18,540	-7.9%	-62.5%
Alaska	12,977	7,542	4,565	3,635	-20.4	-72.0
Arizona	71,530	32,769	41,952	37,827	-9.8	-47.1
Arkansas	25,892	12,046	8,191	7,893	-3.6	-69.5
California	919,535	552,221	505,534	486,943	-3.7	-47.0
Colorado	41,378	10,772	15,430	14,071	-8.8	-66.0
Connecticut	59,701	28,840	23,721	21,758	-8.3	-63.6
Delaware	11,239	5,920	5,627	5,411	-3.8	-51.9
District of Columbia	27,443	17,071	16,786	15,279	-9.0	-44.3
Florida	239,232	64,446	59,673	50,801	-14.9	-78.8
Georgia	139,566	50,891	38,669	29,237	-24.4	-79.1
Guam	1,973	2,760	3,072	3,072	0.0	55.7
Hawaii	20,844	20,689	10,451	9,203	-11.9	-55.8
Idaho	8,739	1,308	1,855	1,787	-3.7	-79.6
Illinois	242,740	79,913	39,165	36,084	-7.9	-85.1
Indiana	72,881	36,043	50,233	43,515	-13.4	-40.3
Iowa	39,813	20,860	21,264	21,212	-0.2	-46.7
Kansas	30,020	12,469	17,404	16,963	-2.5	-43.5
Kentucky	79,225	37,471	34,014	32,622	-4.1	-58.8
Louisiana	85,741	25,520	15,565	10,582	-32.0	-87.7
Maine	22,641	12,277	11,682	11,360	-2.8	-49.8
Maryland	79,706	30,522	25,464	19,256	-24.4	-75.8
Massachusetts	110,108	41,761	48,430	47,064	-2.8	-57.3
Michigan	222,472	70,285	79,800	83,196	4.3	-62.6
Minnesota	63,043	39,295	31,839	30,895	-3.0	-51.0
Mississippi	55,183	14,979	15,389	12,597	-18.1	-77.2
Missouri	92,265	48,812	46,041	43,103	-6.4	-53.3
Montana	12,004	4,467	4,731	3,774	-20.2	-68.6
Nebraska	15,649	10,088	12,679	12,501	-1.4	-20.1
Nevada	14,207	6,146	7,780	6,903	-11.3	-51.4
New Hampshire	11,591	5,791	6,354	6,212	-2.2	-46.4
New Jersey	122,536	51,847	47,613	41,793	-12.2	-65.9
New Mexico	33,732	22,701	17,224	16,308	-5.3	-51.7
New York	460,590	248,148	189,001	174,323	-7.8	-62.2
North Carolina	131,065	44,420	32,057	29,209	-8.9	-77.7
North Dakota	5,725	2,886	2,885	2,711	-6.0	-52.6
Ohio	247,886	95,835	80,473	78,301	-2.7	-68.4
Oklahoma	46,864	13,591	11,241	9,857	-12.3	-79.0
Oregon	41,982	17,264	19,477	18,542	-4.8	-55.8

State	June-94	June-00	June-05	June-06	Percentage change	
					June 05- June 06	June 94- June 06
Pennsylvania	211,431	87,972	96,807	92,827	-4.1	-56.1
Puerto Rico	58,484	31,273	14,887	14,089	-5.4	-75.9
Rhode Island	22,737	17,242	12,904	12,172	-5.7	-46.5
South Carolina	51,590	17,017	17,922	17,617	-1.7	-65.9
South Dakota	6,868	2,789	2,723	2,849	4.6	-58.5
Tennessee	109,339	55,940	70,692	68,151	-3.6	-37.7
Texas	282,902	128,289	82,950	67,892	-18.2	-76.0
Utah	17,536	8,191	9,041	7,115	-21.3	-59.4
Vermont	10,006	5,858	4,897	4,677	-4.5	-53.3
Virgin Islands	1,106	884	457	440	-3.7	-60.2
Virginia	75,020	30,910	36,233	34,323	-5.3	-54.2
Washington	104,243	58,217	58,668	54,710	-6.7	-47.5
West Virginia	40,379	12,000	12,081	10,855	-10.1	-73.1
Wisconsin	76,458	17,534	20,059	18,273	-8.9	-76.1
Wyoming	5,751	565	290	302	4.1	-94.7
Total	5,043,050	2,294,186	2,064,065	1,920,632	-6.9	-61.9

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).

Table B6. TANF Work Participation Rates for FY2004, by State

State	All Families	Two-parent families
United States	32.2	47.4
Alabama	37.9	*
Alaska	43.6	52.8
Arizona	25.5	65.6
Arkansas	27.3	34.4
California	23.1	*
Colorado	34.7	37.5
Connecticut	24.3	*
Delaware	22.1	*
Dist. Of Col.	18.2	20.1
Florida	40.4	*
Georgia	24.8	*
Guam	0.0	0
Hawaii	70.5	*
Idaho	41.0	37.1
Illinois	46.1	*
Indiana	36.3	*
Iowa	50.0	*
Kansas	88.0	93.7
Kentucky	38.1	51.2
Louisiana	35.4	38
Maine	32.1	*
Maryland	16.0	*
Massachusetts	60.0	65.4
Michigan	24.5	35.7
Minnesota	26.8	*
Mississippi	21.0	*
Missouri	19.5	*
Montana	92.7	95.7
Nebraska	34.5	*
Nevada	34.5	*
New Hampshire	30.2	*
New Jersey	34.6	*
New Mexico	46.2	55.3
New York	37.8	48.3
North Carolina	31.4	47.2
North Dakota	25.3	*
Ohio	65.2	68.4
Oklahoma	33.2	*
Oregon	32.1	35.5
Pennsylvania	7.1	15

State	All Families	Two-parent families
Puerto Rico	7.5	*
Rhode Island	23.7	94.9
South Carolina	53.7	55.9
South Dakota	54.8	*
Tennessee	50.6	*
Texas	34.2	*
Utah	26.2	*
Vermont	24.9	38.2
Virgin Islands	10.6	*
Virginia	50.1	*
Washington	35.4	31.1
West Virginia	11.7	*
Wisconsin	61.3	33.1
Wyoming	77.8	87.5

* State did not serve two-parent families within its TANF program in FY2004.

Source: Table prepared by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS).