

# CRS Report for Congress

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

Updated August 1, 2007

Gene Falk  
Specialist in Social Legislation  
Domestic Social Policy Division



Prepared for Members and  
Committees of Congress

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

## 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 September 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.

## Contents

Introduction .....	1
Current Topics .....	1
Can TANF Recipients Be in a Four-Year College Degree Program? ..	1
May States Require Drug Testing of Welfare Recipients? .....	2
History .....	2
When was the Temporary Assistance for Needy Families (TANF) Block Grant Created? .....	2
Has Legislation Modified TANF Since the 1996 Law? .....	2
Funding and Expenditures .....	3
What is TANF’s Current Funding Level? .....	3
How Much Has the TANF Grant Declined in Value Because of Inflation? .....	4
How Have States Used TANF Funds? .....	5
How Much of the TANF Grant Has Gone Unspent? .....	7
The Caseload .....	8
How Many Families Receive TANF- or MOE-Funded Benefits and Services? .....	8
How Many Families and People Currently Receive TANF- or MOE-Funded Cash Welfare? .....	8
How Does the Current Cash Welfare Caseload Level Compare With Historical Levels? .....	9
What Are the Characteristics of the “Typical” Cash Welfare Family? .	9
What is a TANF “Child-Only” Family? .....	10
TANF Cash Benefits .....	12
How Much Does a Family Receive in TANF Cash Per Month? .....	12
How Have TANF Cash Benefits Changed Over Time? .....	14
TANF Work Participation Standards .....	16
What Is the TANF Work Participation Standard States Must Meet? .	16
What Actual Work Participation Rates Have the States Achieved? ..	17
Appendix A. Supplementary Tables .....	18
Appendix B. State Tables .....	22

## List of Figures

Figure 1. Federal TANF and State MOE Funds Used in FY2005, By Major Benefit or Service Category .....	6
Figure 2. Number of Families Receiving Cash Welfare, July 1959 to September 2006 .....	9
Figure 3. Composition of Cash Welfare “Child-Only” Cases .....	11

## List of Tables

Table 1. TANF Federal Funding Provided in the Deficit Reduction Act of 2005, FY2006-FY2010 .....	4
Table 2. Basic TANF Block Grant in Constant 1997 Dollars .....	5
Table 3. TANF- and MOE-Funded Cash Welfare Caseload, September 2006 ..	8
Table 4. Cash Welfare “Child-Only Cases,” FY2004 .....	11
Table 5. TANF Maximum Cash Benefits for Single-Parent Families, By Family Size, January 2005 .....	13
Table 6. Cash Welfare Benefits for a Family of Three (Single-Parent Family), January 1996, 2000, 2002, and 2005 .....	15
Table A1. Temporary Extensions of Welfare Reform Programs, FY2003-FY2006 .....	18
Table A2. Use of Federal TANF and MOE Funds in FY2005 .....	19
Table A3. Number of Cash Welfare Families, Adult and Child Recipients, By Selected Characteristics, FY1994, FY2000, and FY2004 .....	20
Table A4. Composition of Cash Welfare Families By Selected Characteristics, FY1994, FY2000, and FY2004 .....	21
Table B1. Use of FY2005 TANF and MOE Funds by Category .....	22
Table B2. Use of FY2005 TANF and MOE Funds by Category, as a Percent of Total Federal TANF and State MOE Funding .....	24
Table B3. Unspent TANF Funds at the End of FY2005 .....	26
Table B4. TANF and MOE Cash Welfare Caseload, September 2006 .....	28
Table B5. Number of Families Receiving Cash Assistance, September 1994, September 2000, September 2005, and September 2006 .....	30
Table B6. TANF Work Participation Rates for FY2004, by State .....	32

# 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.<sup>1</sup>

Before implementation of these HHS regulations, *some* states defined participation in a four-year college program as either “vocational educational

---

<sup>1</sup> See text of the regulations at [<http://www.acf.hhs.gov/programs/ofa/tanfregs/tfinrule.pdf>]. See also CRS Report RS22490, *TANF: A Guide to the New Definitions of What Counts as Work Participation*, by Gene Falk.

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 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).

## 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 109<sup>th</sup> 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	12.9	-22%
2008	12.6	-24%
2009	12.3	-25%
2010	12.1	-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 January 2007.

**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.

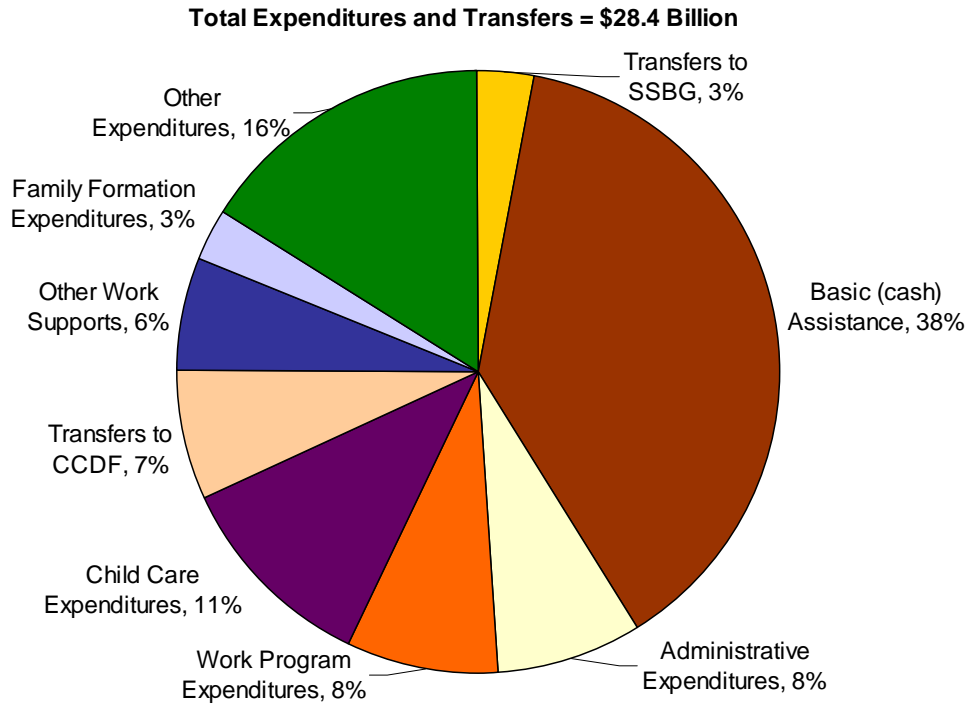
**Figure 1** shows the uses of federal TANF grants to states and state MOE funds in FY2005. In FY2005, a total of \$28.4 billion of both federal TANF and state MOE expenditures were either expended or transferred to other block grant programs. The three expenditure categories commonly associated with “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.<sup>2</sup>

**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**.

---

<sup>2</sup> 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 September 2006.<sup>3</sup> A total of 1.9 million families composed of 4.6 million recipients received TANF- or MOE-funded cash in September 2006.<sup>4</sup> The bulk of the “recipients” were children — 3.4 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, September 2006**

Total families	1,900,860
Total recipients	4,576,134
Total children	3,440,210
Total adults	1,125,141

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

**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.

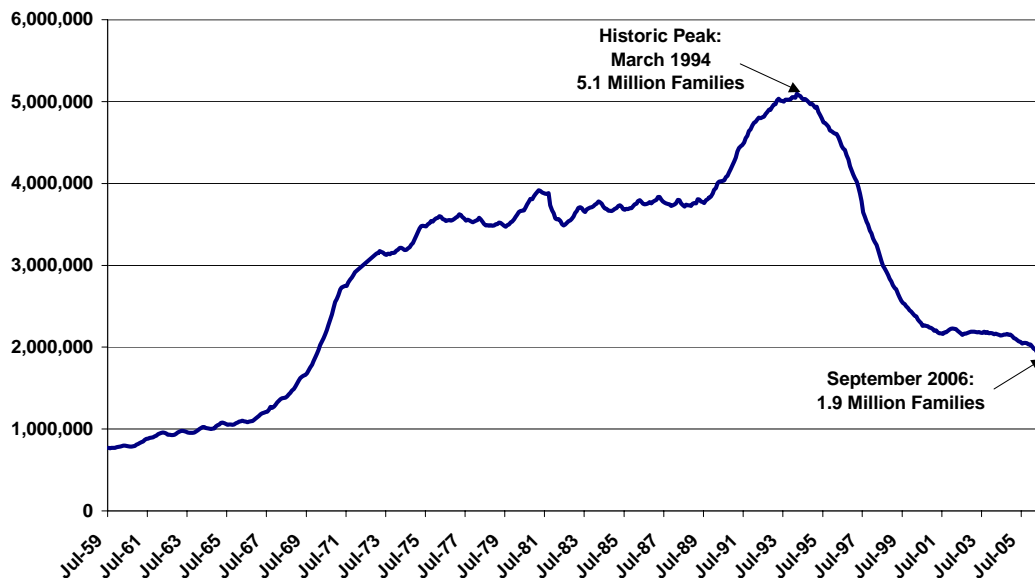
<sup>3</sup> The Department of Health and Human Services (HHS) has released caseload data for October 2006 through December 2006. However, these data are not comparable to the caseload data reported before October 2006 for some states. Therefore, at this time, this report uses cash welfare caseload data through September 2006.

<sup>4</sup> 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 September 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 144,000 families composed of 480,000 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** 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 September 2006**



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

### 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 A3** and **Table A4** 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.<sup>5</sup> 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.

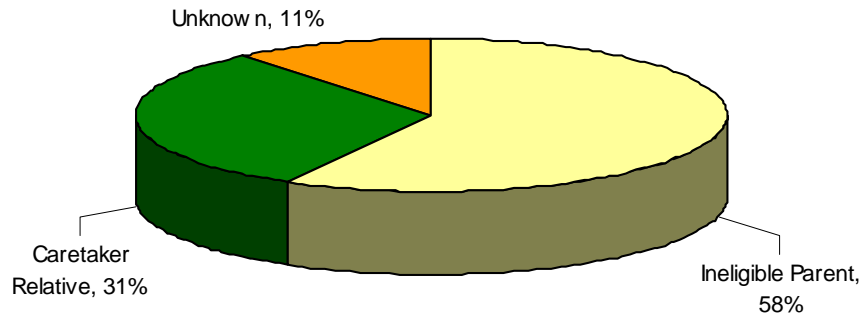
**Figure 3**, below, summarizes the characteristics of child-only cases, dividing them into three groups: families headed by an ineligible caretaker parent (58% of all “child-only” families), families headed by a caretaker relative (31% of “child only” families), and families for which information was not available about who was responsible for caring for the child. (Readers should note that these data are state-

---

<sup>5</sup> 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.

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** shows the maximum monthly TANF cash benefit by state and family size as of January 2005.<sup>6</sup> 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.<sup>7</sup>

---

<sup>6</sup> 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.

<sup>7</sup> In Michigan, higher maximum benefits were paid in Washtenaw County (\$489 per month for a family of three) than in Wayne County. In New York, higher maximum benefits were (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.

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

<b>State</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
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

<sup>7</sup> (...continued)

paid in Suffolk County (\$783 per month for a family of three) than in New York City.

State	1	2	3	4	5	6
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
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** 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
Ohio	341	373	373	373	-11.4

State	1996	2000	2002	2005	Percent change in
					real (inflation-adjusted) dollars: 1996-2005
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.<sup>8</sup> 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.

---

<sup>8</sup> Some families are excluded from the participation rate calculation.

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.

## 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**

<b>Category</b>	<b>Dollars (in billions)</b>	<b>Percent of Total Expenditures (and Transfers)</b>
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. Number of Cash Welfare Families, Adult 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
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 <sup>a</sup>	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

**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.

a. Includes persons who reported multiple racial affiliations.



**Table A4. 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
<b>Percent of Total Families</b>					
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
<b>Percent of Total Adult Recipients</b>					
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 <sup>a</sup>	6.9	7.5	5.4	-1.6	-2.2
<b>Percent of Child Recipients</b>					
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

**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.

a. Includes persons who reported multiple racial affiliations.

## Appendix B. State Tables

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

(\$ in millions)

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
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

## CRS-23

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
<b>Total</b>	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 FY2005 TANF and MOE Funds by Category,  
as a Percent of Total Federal TANF and State MOE Funding**

<b>State</b>	<b>Basic (Cash) Assistance</b>	<b>Adminis- trative Expen- ditures</b>	<b>Work Program Expen- ditures</b>	<b>Child Care Expenditures</b>	<b>Transfers to CCDF</b>	<b>Other Work Supports</b>	<b>Family Formation Expen- ditures</b>	<b>Other Expen- ditures</b>	<b>Transfers to SSBG</b>	<b>Total</b>
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

<b>State</b>	<b>Basic (Cash) Assistance</b>	<b>Adminis- trative Expen- ditures</b>	<b>Work Program Expen- ditures</b>	<b>Child Care Expenditures</b>	<b>Transfers to CCDF</b>	<b>Other Work Supports</b>	<b>Family Formation Expen- ditures</b>	<b>Other Expen- ditures</b>	<b>Transfers to SSBG</b>	<b>Total</b>
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
<b>Total</b>	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)

<b>State</b>	<b>Obligated but Unexpended Funds</b>	<b>Unobligated and Unexpended Funds</b>	<b>Total Unspent Funds</b>
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
South Carolina	0.0	40.0	40.0

<b>State</b>	<b>Obligated but Unexpended Funds</b>	<b>Unobligated and Unexpended Funds</b>	<b>Total Unspent Funds</b>
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
<b>Totals</b>	<b>1,843.1</b>	<b>2,104.3</b>	<b>3,947.3</b>

**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,  
September 2006**

<b>State</b>	<b>Families</b>	<b>Total Recipients</b>	<b>Child Recipients</b>	<b>Adult Recipients</b>
Alabama	19,385	45,722	35,440	10,282
Alaska	3,348	8,921	6,220	2,701
Arizona	38,086	83,434	62,893	20,541
Arkansas	8,596	17,847	13,562	4,285
California	477,441	1,169,137	936,895	232,242
Colorado	12,972	33,201	24,372	8,829
Connecticut	21,543	46,651	32,049	14,602
Delaware	5,462	12,295	9,285	3,010
District of Columbia	15,871	38,803	29,613	9,190
Florida	50,289	82,511	69,897	12,614
Georgia	27,553	51,653	46,816	4,837
Guam	3,072	10,783	NR	NR
Hawaii	9,336	26,240	17,831	8,409
Idaho	1,767	2,881	2,526	355
Illinois	34,376	84,244	67,216	17,028
Indiana	42,835	124,627	95,049	29,578
Iowa	20,450	47,279	30,474	16,805
Kansas	16,974	44,290	30,097	14,193
Kentucky	32,436	67,790	51,855	15,935
Louisiana	11,183	25,200	21,621	3,579
Maine	11,000	31,628	21,323	10,305
Maryland	19,049	43,068	32,697	10,371
Massachusetts	49,034	100,047	68,468	31,579
Michigan	89,806	238,766	170,656	68,110
Minnesota	30,176	78,884	55,965	22,919
Mississippi	12,594	25,966	20,055	5,911
Missouri	43,520	110,618	75,073	35,545
Montana	3,487	8,978	6,320	2,658
Nebraska	12,653	33,026	22,914	10,112
Nevada	6,548	15,814	12,148	3,666
New Hampshire	6,251	14,219	9,788	4,431
New Jersey	41,363	105,527	73,886	31,641
New Mexico	16,175	41,073	29,765	11,308
New York	169,727	431,995	307,877	124,118
North Carolina	28,514	55,096	44,833	10,263
North Dakota	2,409	6,056	4,341	1,715
Ohio	77,746	165,068	126,673	38,395
Oklahoma	9,534	20,738	17,246	3,492
Oregon	18,045	40,582	30,272	10,310
Pennsylvania	89,967	230,646	165,152	65,494
Puerto Rico	13,917	37,372	26,364	11,008
Rhode Island	11,813	30,028	21,545	8,483



<b>State</b>	<b>Families</b>	<b>Total Recipients</b>	<b>Child Recipients</b>	<b>Adult Recipients</b>
South Carolina	17,889	41,900	31,010	10,890
South Dakota	2,840	6,099	5,115	984
Tennessee	67,487	179,319	128,483	50,836
Texas	68,408	159,256	131,653	27,603
Utah	6,247	14,910	11,368	3,542
Vermont	4,792	11,882	7,722	4,160
Virgin Islands	453	1,305	975	330
Virginia	33,908	79,550	55,760	23,790
Washington	53,267	128,595	89,743	38,852
West Virginia	11,051	24,696	18,038	6,658
Wisconsin	17,910	39,353	32,786	6,567
Wyoming	305	565	485	80
<b>Totals</b>	<b>1,900,860</b>	<b>4,576,134</b>	<b>3,440,210</b>	<b>1,125,141</b>

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

**Note:** "NR" denotes not reported.

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

State	Sept. 1994	Sept. 2000	Sept. 2005	Sept. 2006	Percentage Change	
					Sept. 2005- Sept. 2006	Sept. 1994- Sept. 2006
Alabama	48,752	18,763	20,727	19,385	-6.5	-60.2
Alaska	12,450	6,720	3,526	3,348	-5.0	-73.1
Arizona	72,728	34,940	42,539	38,086	-10.5	-47.6
Arkansas	25,298	12,150	8,487	8,596	1.3	-66.0
California	916,795	527,597	499,074	477,441	-4.3	-47.9
Colorado	40,544	10,547	15,214	12,972	-14.7	-68.0
Connecticut	60,336	28,353	23,196	21,543	-7.1	-64.3
Delaware	11,408	5,856	5,819	5,462	-6.1	-52.1
District of Columbia	27,320	16,868	16,907	15,871	-6.1	-41.9
Florida	239,702	64,525	57,648	50,289	-12.8	-79.0
Georgia	141,596	51,262	38,053	27,553	-27.6	-80.5
Guam	2,089	2,760	3,072	3,072	0.0	47.1
Hawaii	21,312	19,887	9,926	9,336	-5.9	-56.2
Idaho	8,635	1,278	1,815	1,767	-2.6	-79.5
Illinois	241,290	74,054	38,822	34,376	-11.5	-85.8
Indiana	72,654	38,912	50,784	42,835	-15.7	-41.0
Iowa	39,137	19,386	22,148	20,450	-7.7	-47.7
Kansas	29,524	12,832	18,126	16,974	-6.4	-42.5
Kentucky	78,720	37,249	34,082	32,436	-4.8	-58.8
Louisiana	84,162	26,422	15,353	11,183	-27.2	-86.7
Maine	22,322	11,614	11,064	11,000	-0.6	-50.7
Maryland	80,266	30,732	24,840	19,049	-23.3	-76.3
Massachusetts	108,985	43,215	48,970	49,034	0.1	-55.0
Michigan	215,873	69,216	80,529	89,806	11.5	-58.4
Minnesota	59,987	39,005	30,781	30,176	-2.0	-49.7
Mississippi	55,232	15,492	14,828	12,594	-15.1	-77.2
Missouri	91,875	49,879	45,075	43,520	-3.4	-52.6
Montana	11,416	4,406	3,842	3,487	-9.2	-69.5
Nebraska	15,435	10,180	13,118	12,653	-3.5	-18.0
Nevada	14,620	6,473	7,352	6,548	-10.9	-55.2
New Hampshire	11,398	5,738	6,342	6,251	-1.4	-45.2
New Jersey	122,376	49,323	47,961	41,363	-13.8	-66.2
New Mexico	34,535	22,461	17,691	16,175	-8.6	-53.2
New York	461,751	242,486	185,335	169,727	-8.4	-63.2
North Carolina	129,258	44,287	31,724	28,514	-10.1	-77.9
North Dakota	5,410	2,928	2,892	2,409	-16.7	-55.5
Ohio	244,099	91,654	81,161	77,746	-4.2	-68.1
Oklahoma	46,572	13,564	11,238	9,534	-15.2	-79.5
Oregon	40,504	15,907	19,060	18,045	-5.3	-55.4
Pennsylvania	212,457	86,962	98,448	89,967	-8.6	-57.7

State	Sept. 1994	Sept. 2000	Sept. 2005	Sept. 2006	Percentage Change	
					Sept. 2005- Sept. 2006	Sept. 1994- Sept. 2006
Puerto Rico	57,337	28,555	14,450	13,917	-3.7	-75.7
Rhode Island	22,776	17,115	12,845	11,813	-8.0	-48.1
South Carolina	50,430	17,740	18,880	17,889	-5.2	-64.5
South Dakota	6,601	2,757	2,853	2,840	-0.5	-57.0
Tennessee	109,678	58,015	71,036	67,487	-5.0	-38.5
Texas	284,973	133,294	82,251	68,408	-16.8	-76.0
Utah	17,505	8,530	8,630	6,247	-27.6	-64.3
Vermont	9,761	5,818	4,959	4,792	-3.4	-50.9
Virgin Islands	1,146	831	439	453	3.2	-60.5
Virginia	74,257	30,596	36,584	33,908	-7.3	-54.3
Washington	101,542	56,961	57,617	53,267	-7.5	-47.5
West Virginia	40,279	12,781	12,316	11,051	-10.3	-72.6
Wisconsin	75,086	17,927	18,869	17,910	-5.1	-76.1
Wyoming	5,351	528	330	305	-7.6	-94.3
<b>Totals</b>	<b>5,015,545</b>	<b>2,257,331</b>	<b>2,049,628</b>	<b>1,900,860</b>	<b>-7.3</b>	<b>-62.1</b>

**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**

<b>State</b>	<b>All Families</b>	<b>Two-Parent Families</b>
<b>United States</b>	<b>32.2</b>	<b>47.4</b> <sup>a</sup>
Alabama	37.9	
Alaska	43.6	52.8
Arizona	25.5	65.6
Arkansas	27.3	34.4 <sup>a</sup>
California	23.1	
Colorado	34.7	37.5 <sup>a</sup>
Connecticut	24.3	<sup>a</sup>
Delaware	22.1	
Dist. of Columbia	18.2	20.1 <sup>a</sup>
Florida	40.4	<sup>a</sup>
Georgia	24.8	
Guam	0.0	0 <sup>a</sup>
Hawaii	70.5	
Idaho	41.0	37.1 <sup>a</sup>
Illinois	46.1	<sup>a</sup>
Indiana	36.3	<sup>a</sup>
Iowa	50.0	
Kansas	88.0	93.7
Kentucky	38.1	51.2
Louisiana	35.4	38 <sup>a</sup>
Maine	32.1	<sup>a</sup>
Maryland	16.0	
Massachusetts	60.0	65.4
Michigan	24.5	35.7 <sup>a</sup>
Minnesota	26.8	<sup>a</sup>
Mississippi	21.0	<sup>a</sup>
Missouri	19.5	
Montana	92.7	95.7 <sup>a</sup>
Nebraska	34.5	<sup>a</sup>
Nevada	34.5	<sup>a</sup>
New Hampshire	30.2	<sup>a</sup>
New Jersey	34.6	
New Mexico	46.2	55.3
New York	37.8	48.3
North Carolina	31.4	47.2 <sup>a</sup>
North Dakota	25.3	
Ohio	65.2	68.4 <sup>a</sup>
Oklahoma	33.2	
Oregon	32.1	35.5
Pennsylvania	7.1	15 <sup>a</sup>
Puerto Rico	7.5	

<b>State</b>	<b>All Families</b>	<b>Two-Parent Families</b>
Rhode Island	23.7	94.9
South Carolina	53.7	55.9
South Dakota	54.8	<sup>a</sup>
Tennessee	50.6	<sup>a</sup>
Texas	34.2	<sup>a</sup>
Utah	26.2	<sup>a</sup>
Vermont	24.9	38.2
Virgin Islands	10.6	<sup>a</sup>
Virginia	50.1	<sup>a</sup>
Washington	35.4	31.1
West Virginia	11.7	<sup>a</sup>
Wisconsin	61.3	33.1
Wyoming	77.8	87.5

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

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