



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). This report responds to some frequently asked questions about TANF; it does not describe TANF rules (see, instead, CRS Report RL32748, *The Temporary Assistance for Needy Families (TANF) Block Grant: A Primer on TANF Financing and Federal Requirements*, by Gene Falk).

TANF Funding. 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 basic block grant is not adjusted for inflation or changes in the cash welfare caseload (see “The Caseload,” below). It has lost 26% of its value to inflation from FY1997 through FY2010. P.L. 111-291 funds TANF through the end of FY2011. President Obama’s FY2012 budget proposal would continue TANF funding, except contingency funds, at its FY2006 through FY2010 levels through FY2012.

State Spending. Though TANF is best known for funding cash welfare payments for needy families with children, the block grant and MOE funds are used for a wide variety of benefits and activities. In FY2009, expenditures on basic assistance (cash welfare) totaled \$9.3 billion—28% of total federal TANF and MOE dollars. TANF also contributes funds for child care and services for children who have been, or are at risk of being, abused and neglected.

Cash Welfare Caseload. In December 2010, the number of families receiving TANF cash welfare was 1.9 million families, consisting of 4.7 million recipients, of which 3.5 million were children. The cash welfare caseload is very heterogeneous. The type of family historically thought of as the “typical” cash welfare family—one with an unemployed adult recipient—accounted for less than half of all families on the rolls in FY2008. Additionally, 15% of cash welfare families had an employed adult, while almost half of all families had no adult recipient. Child-only families include those with disabled adults receiving Supplemental Security Income (SSI), adults who are nonparents (e.g., grandparents, aunts, uncles) caring for children, and families consisting of citizen children and ineligible noncitizen parents.

Cash Welfare Benefits. TANF cash benefits are set by states. In July 2009, the maximum monthly benefit for a family of three ranged from \$923 in Alaska to \$170 in Mississippi. Benefits in all states represent a fraction of poverty-level income. In the median state (Kansas), the maximum monthly benefit of \$429 for a family of three represents 28% of poverty-level income.

Cash Welfare Work Requirements. TANF requires states to engage 50% of all families and 90% of two-parent families in work activities. However, these standards are reduced by caseload reduction from FY2005. Further, states may get an extra credit against these standards by spending more than required under the TANF MOE. In FY2009, states achieved an all-family participation rate of 29.4% and a two-parent rate of 28.3%. That year, eight jurisdictions failed the all-family standard, and seven jurisdictions failed the two-parent standard. States that fail to meet work standards are *at risk* of being penalized by a reduction in their block grant.

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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 TANF Financing and Federal Requirements*, by Gene Falk. For a non-technical overview of TANF, see CRS Report R40946, *The Temporary Assistance for Needy Families Block Grant: An Introduction*, by Gene Falk. For a discussion of current TANF legislative issues, see CRS Report R41781, *The Temporary Assistance for Needy Families Block Grant: Issues for the 112th Congress*, by Gene Falk.

Current Topics

What is TANF’s Current Funding Level?

The Claims Resolution Act of 2010 (P.L. 111-291) included a one-year extension of TANF funding and program authority through the end of FY2011. It generally extended TANF funding for FY2011 at its FY2010 levels. The bulk of TANF funding is in a basic block grant (state family assistance grant) that totals \$16.5 billion per year. This is the same level of funding as has existed since the creation of TANF in the 1996 welfare reform law (P.L. 104-193).

Under current law, two TANF grants are not funded in FY2011 at last year’s levels. P.L. 111-291 limited contingency fund obligations to those that occurred before its date of enactment (December 8, 2011). Thus, no new additional contingency funds are available for the remainder of FY2011. P.L. 111-291 also funded supplemental grants only through June 30, 2011 (the end of the third quarter of FY2011), and provided that they are subject to reduced funding.

Table 1 shows funding for TANF grants for FY2006 through FY2011. The expiration of the TANF ECF, limiting the TANF regular contingency fund obligations to those that occurred before the date of enactment of P.L. 111-291, and providing supplemental grant funding for only three quarters of FY2011 would result in a reduction in overall TANF funding from the FY2008 through FY2010 levels.

Table 1. TANF Funding: FY2006 through FY2011
(Dollars in millions)

	2006	2007	2008	2009	2010	2011 (enacted)
State family assistance grant	16,489	16,489	16,489	16,489	16,489	16,489
Supplemental grants	319	319	319	319	319	211 ^a
Healthy marriage/responsible fatherhood grants	150	150	150	150	150	150

	2006	2007	2008	2009	2010	2011 (enacted)
Grants to the territories	78	78	78	78	78	78
Grants for tribal work programs	8	8	8	8	8	8
Regular contingency funds	93	59	428	1,107	212	334 ^b
Emergency contingency funds				617	4,383	
Totals	17,137	17,103	17,472	18,768	21,639	17,270

Source: Congressional Research Service (CRS), based on data from HHS.

- a. Preliminary estimate based on data from the U.S. Department of Health and Human Services (HHS).
- b. Total obligations for the contingency fund before enactment of P.L. 111-291. Information from HHS.

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 been changed since then.

Was TANF Funding Included in the Full-Year Continuing Resolution?

No. The FY2011 appropriation for TANF was provided in the Claims Resolution Act, as discussed above.

What Does the President's FY2012 Budget Propose for TANF?

Table 2 shows TANF grants for FY2011 as enacted under current law and under President Obama's budget. It also shows President Obama's budget request for FY2012.

The budget proposes an increase in funding for FY2011 supplemental grants above the currently enacted level, from \$211 million to \$319 million, or an increase of \$108 million. The budget would also fund FY2012 supplemental grants at \$319 million.

The FY2012 TANF basic block grant would be funded at \$16.5 billion, the same level it has been funded at since TANF was created in the 1996 welfare reform law. Funding for healthy marriage and responsible fatherhood programs would be funded at \$150 million. The budget proposes no additional contingency funds for FY2011 but would provide FY2012 funding for the contingency fund at \$612 million. The \$612 million is based on an appropriation provided under P.L. 111-242.

Most TANF grants are entitlements to the states. TANF funding has traditionally been included in authorizing legislation; funding has not been provided in annual appropriations. TANF funding comes under the rules that apply to mandatory spending. Under budget rules, both the \$108

million funding increase for supplemental grants in FY2011 and the full \$319 million for supplemental grants in FY2012 would require offsets.¹

Table 2. TANF Funding: FY2011 and FY2012
(Dollars in millions)

	FY2011 (Enacted Claims Resolution Act)	President Obama's Budget FY2011	President Obama's Budget FY2012
Basic block grant	\$16,489	\$16,489	\$16,489
Supplemental grants	211	319	319
Healthy marriage/responsible fatherhood	150	150	150
Grants to the territories	78	78	78
Tribal work grants	8	8	8
Contingency funds	334	334	612

Source: Congressional Research Service (CRS), based on data from HHS.

Notes: The \$334 million in contingency funds for FY2011 both under the Claims Resolution Act and under President Obama's budget proposal has already been obligated. Under current law and under the proposal, there are no new contingency funds.

The budget itself does not propose a long-term reauthorization of TANF. Rather, it provides some "general principles" for reauthorization. The Department of Health and Human Services' (HHS) *Budget in Brief* says

When TANF reauthorization is considered, the Administration would be interested in exploring with Congress a variety of strategies to strengthen the program's ability to improve outcomes for families and children, including helping more parents succeed as workers by building on the recent successes with subsidized employment, using performance indicators to drive program improvement; and preparing the program to respond more effectively in the event of a future economic downturn.

Is the Cash Welfare Caseload Rising Because of the Current Recession?

The TANF cash welfare caseload has been increasing since the summer of 2008. The caseload hit its lowest level since 1969 in July 2008, but has increased since then. From July 2008 to December 2010, the TANF cash welfare caseload increased by 16%, adding about 273,000 families to the benefit rolls.

¹ Supplemental grants require offsets to maintain funding at prior year levels because of a provision in TANF law that directs the Congressional Budget Office (CBO) and the Office of Management and Budget (OMB) to assume in their budget baselines that no additional supplemental grants will be made beyond their current funding period. For example under current law, these agencies are to assume no supplemental grants will be made after June 30, 2011.

How Can States Pay for Any Caseload Increases Caused by the Recession?

There is no additional, recession-related funding provided in the one-year TANF extension included in P.L. 111-291 for the remainder of FY2011. Absent additional funding, states will have to reallocate funds from other block grant activities to finance any cash welfare caseload increases resulting from the lingering effects of 2007-2009 recession.

Over the period FY2007 to the first quarter of FY2011, states drew \$7.1 billion in combined funds from the TANF regular contingency fund created in the 1996 welfare reform law and the TANF “Emergency Contingency Fund” (ECF) created in the American Recovery and Reinvestment Act of 2009 (P.L. 111-5) to provide extra funding in FY2009 and FY2010. It expired, as originally scheduled, on September 30, 2010.

Not all these contingency funds financed cash welfare caseload increases. Regular contingency funds helped pay for increased costs in the wide range of benefits, services, and activities funded through TANF. The ECF helped pay for increased costs of cash welfare, non-recurrent short-term aid, and subsidized employment.

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.

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. 105-33) included provisions establishing “welfare-to-work” grants for FY1998 and FY1999 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 from 2002 through 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 A-1** 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 modified TANF work participation standards; established \$100 million per year in TANF research and technical assistance funds for “healthy marriage promotion” initiatives; and provided \$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

How Much Has the TANF Grant Declined in Value Because of Inflation?

From FY1997 (the first full year of TANF funding) through FY2010 (ended September 30, 2010), the real value of the TANF block grant declined by 26%. On the basis of the January 2011 inflation projections of the Congressional Budget Office (CBO), the block grant would decline in value by 28% from FY1997 through FY2011.

Table 3. 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	0
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%

Fiscal Year	Value of the Block Grant in Billions of FY1997 Dollars	Cumulative Loss of Value in Percent
2005	13.6	-17%
2006	13.1	-20%
2007	12.8	-22%
2008	12.3	-25%
2009	12.3	-25%
2010	12.1	-26%
2011	11.9	-28%

Source: 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-FY2010 using data from the U.S. Bureau of Labor Statistics. Constant dollars for FY2011 are based on the inflation assumptions of the Congressional Budget Office, published in January 2011.

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.

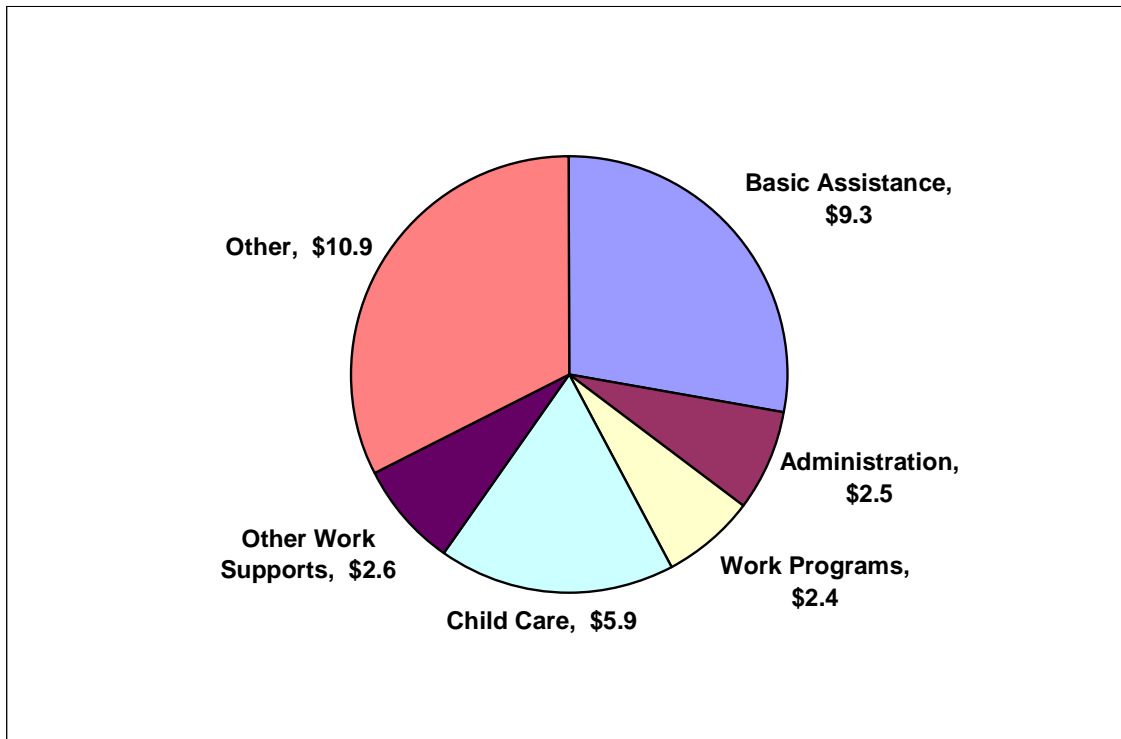
Figure 1 shows the uses of federal TANF grants to states and state MOE funds in FY2009. In FY2009, a total of \$33.5 billion of both federal TANF and state MOE expenditures were either expended or transferred to other block grant programs. Basic assistance, the category that most closely reflects cash welfare, had expenditures of \$9.3 billion in FY2009—28% of total TANF and MOE dollars. All three expenditure categories commonly associated with “welfare” for needy families with children—basic assistance, administrative costs, and work activities—accounted for less than half (\$14.2 billion or 42%) of all funds.

TANF is a major contributor of child care funding. In FY2009, 18% 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). 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 experiencing child abuse or neglect. However, TANF’s accounting system does a poor job of capturing expenditures associated with spending on the child welfare system.² Most TANF funding for these programs is subsumed in the catch-all “other” expenditure category.

² For a discussion of the shortcomings 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.

Figure 1. Federal TANF and State MOE Funds Used in FY2009, by Major Benefit and Service Category

Total federal and state MOE funds used—\$33.5 billion (dollars in billions)



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

See **Appendix A, Table A-3** for percentages of total federal TANF and state MOE funds associated with each of these categories. For state-specific information on the use of TANF funds, see **Appendix B, Table B-1**, and **Table B-2**.

How Much of the TANF Grant Has Gone Unspent?

TANF law permits states to “reserve” unused funds without time limit. This permits flexibility in timing of the use of TANF funds, including the ability to “save” funds for unexpected occurrences that might increase costs (such as recessions or natural disasters).

At the end of FY2009 (the most recent data available), a total of \$3.7 billion of federal TANF funding had neither been transferred nor spent. However, some of that \$3.7 billion represented funds that states had already committed to spend later. At the end of FY2009, states had made such commitments to spend—that is, had obligated—a total of \$1.6 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 because 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 B-3** 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 a 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 4 provides cash welfare caseload information. A total of 1.9 million families, composed of 4.7 million recipients, received TANF- or MOE-funded cash in December 2010. The bulk of the “recipients” were children—3.5 million in that month. For state-by-state cash assistance caseloads, see **Table B-4** in **Appendix B**.

Table 4. TANF and MOE-Funded Cash Welfare Rolls, December 2010

Families	1,947,957
Total Recipients	4,682,609
Children	3,488,716
Adults	1,193,893

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

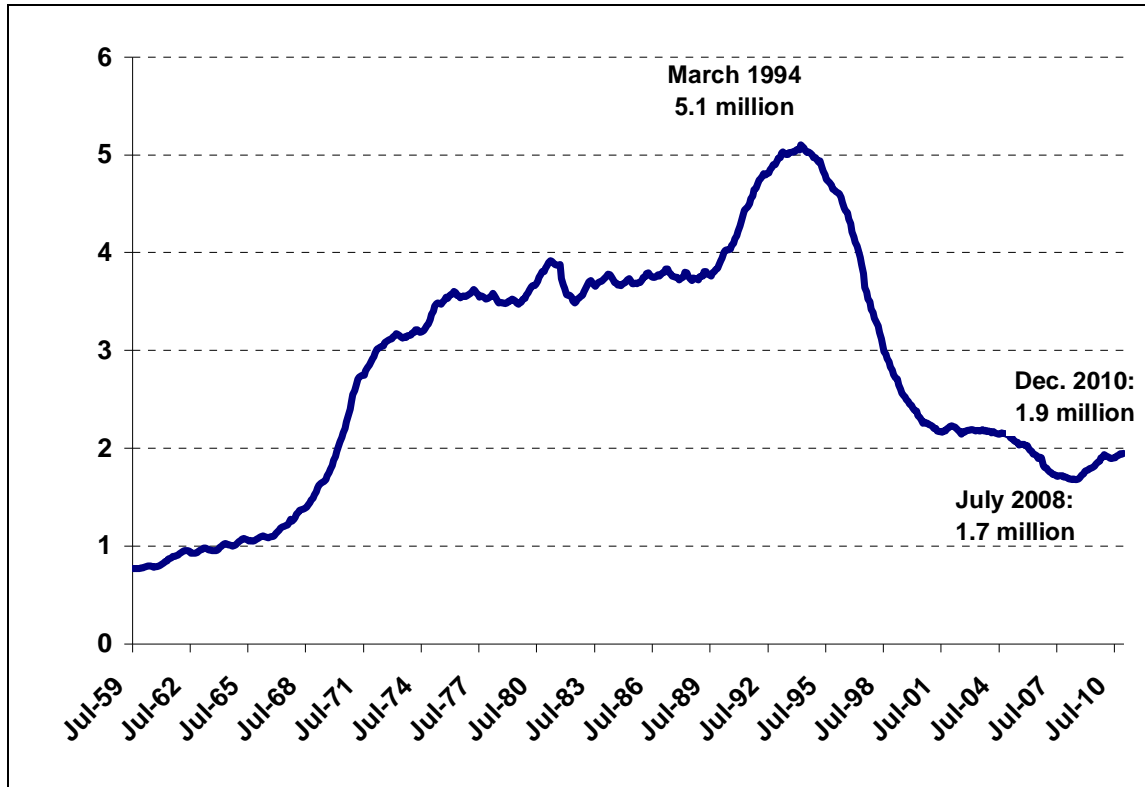
How Does the Current Cash Welfare Caseload Level Compare With Historical Levels?

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. In 2004, the caseload began another decline, albeit at a slower pace than in the late 1990s. Nationally, the caseload began to rise beginning in August 2008.

Figure 2 provides a long-term historical perspective on the number of families receiving cash welfare, from July 1959 to December 2010.

Table B-5 shows recent trends in the number of cash welfare families by state.

Figure 2. Number of Families Receiving Cash Welfare
July 1959 to December 2010



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

What Are the Characteristics of Cash Welfare Families?

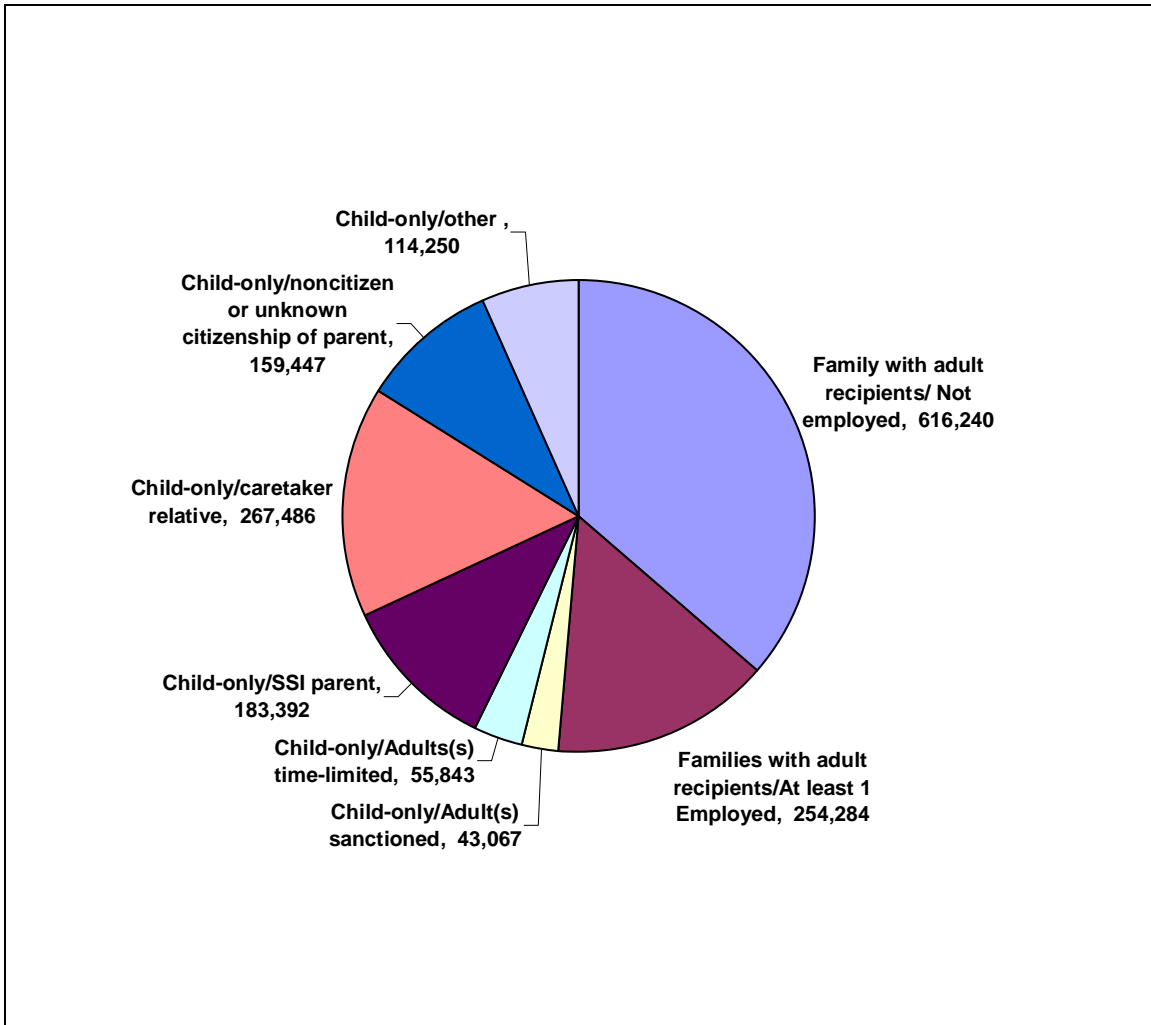
Historically, the “typical” cash welfare family has been headed by a single parent (usually the mother) with one or two children. The single parent has also typically been unemployed.

However, the cash welfare caseload decline has occurred together with a major shift in the composition of the rolls. Today, less than half of all cash welfare families are headed by an unemployed adult recipient. Almost half of all cash welfare families had no adult recipient at all, with the adults in the family ineligible for aid and the benefits paid only on behalf of the child (these are known as “child-only” families). This shift occurred because the caseload decline was concentrated among the families thought of as the “typical” cash welfare families, and welfare-to-work efforts have been concentrated on this population.

Figure 3 shows the composition of the cash welfare caseload in FY2008. Families with an unemployed adult recipient represent 36% of all cash welfare families. Families with an employed (in a regular job) adult recipient, who receive cash welfare as an earnings supplement,

comprise an additional 15% of the cash welfare rolls. Within the “child-only” portion of the caseload, families with a parent (usually a disabled parent) receiving SSI and the children receiving TANF as a supplement to that benefit represent 11% of the cash welfare caseload. Families that are made up of children living with a non-parent relative (grandparents, aunts, uncles, etc.) represent 16% of the cash welfare caseload. Families with adults who were either sanctioned or time-limited off the rolls (and thus had their family’s benefit reduced) represented about 6% of all cash assistance families. Families of child citizens living with ineligible parents who are noncitizens or who have not reported their citizenship status make up 9% of the total cash welfare caseload. The remainder of the cash welfare caseload represents child recipients for whom data on the adults they live with are not available.

Figure 3. Composition of the Cash Welfare Caseload: FY2008



Source: Congressional Research Service (CRS) analysis of the FY2008 TANF National Data Files.

As previously discussed, the composition of the caseload has changed considerably over time. **Table A-4** shows the change in this categorization of families over time.

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 for a family of two and a family of three in July 2009.³ 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.

Most states base TANF cash benefit amounts on family size, paying larger cash benefits to larger families on the presumption that they have greater financial needs. The maximum monthly cash benefit is usually paid to a family that receives no other income (e.g., no earned or unearned income) and 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.

The table also shows the benefit amounts relative to poverty-level income. TANF pays a family in cash only a fraction of poverty level income (as officially determined and published by the Department of Health and Human Services). For a family of two, the maximum TANF benefit paid in July 2009 varied from \$142 per month in Tennessee (12% of poverty-level income) to \$821 per month in Alaska (54% of poverty-level income). For a family of three, the maximum TANF benefit paid in July 2009 varied from \$170 per month in Mississippi (11% of poverty-level income) to \$923 per month in Alaska (48% of poverty-level income).

Table 5. Monthly TANF Cash Welfare Maximum Benefit Amount for a Family Sizes of Two and Three, July 2009

State	Family Size of Two		Family Size of Three	
	Dollars	Percent of Poverty Threshold	Dollars	Percent of Poverty Threshold
Alabama	\$190	15.6%	\$215	14.1%
Alaska	821	54.1	923	48.4
Arizona	220	18.1	278	18.2
Arkansas	162	13.3	204	13.4
California	561	46.2	694	45.5
Colorado	364	30.0	462	30.3

³ 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 shown are from the “Welfare Rules Database,” maintained by the Urban Institute and funded by the Department of Health and Human Services (HHS).

State	Family Size of Two		Family Size of Three	
	Dollars	Percent of Poverty Threshold	Dollars	Percent of Poverty Threshold
Connecticut	457	37.6	560	36.7
Delaware	270	22.2	338	22.2
District of Columbia	336	27.7	428	28.1
Florida	241	19.8	303	19.9
Georgia	235	19.4	280	18.4
Hawaii	506	36.2	636	36.2
Idaho	309	25.4	309	20.3
Illinois	318	26.2	432	28.3
Indiana	230	18.9	288	18.9
Iowa	361	29.7	426	27.9
Kansas	352	29.0	429	28.1
Kentucky	225	18.5	262	17.2
Louisiana	188	15.5	240	15.7
Maine	363	29.9	485	31.8
Maryland	453	37.3	574	37.6
Massachusetts	531	43.7	633	41.5
Michigan	403	33.2	492	32.2
Minnesota	437	36.0	532	34.9
Mississippi	146	12.0	170	11.1
Missouri	234	19.3	292	19.1
Montana	401	33.0	504	33.0
Nebraska	293	24.1	364	23.9
Nevada	318	26.2	383	25.1
New Hampshire	606	49.9	675	44.2
New Jersey	322	26.5	424	27.8
New Mexico	357	29.4	447	29.3
New York	524	43.1	721	47.3
North Carolina	236	19.4	272	17.8
North Dakota	378	31.1	477	31.3
Ohio	355	29.2	434	28.4
Oklahoma	225	18.5	292	19.1
Oregon	436	35.9	514	33.7
Pennsylvania	316	26.0	403	26.4
Rhode Island	449	37.0	554	36.3

State	Family Size of Two		Family Size of Three	
	Dollars	Percent of Poverty Threshold	Dollars	Percent of Poverty Threshold
South Carolina	215	17.7	271	17.7
South Dakota	482	39.7	539	35.3
Tennessee	142	11.7	185	12.1
Texas	211	17.4	244	16.0
Utah	380	31.3	474	31.1
Vermont	536	44.1	640	41.9
Virginia	254	20.9	320	21.0
Washington	453	37.3	562	36.8
West Virginia	301	24.8	340	22.3
Wisconsin	628	51.7	628	41.2
Wyoming	514	42.3	546	35.8
Maximum	821	54	923	48
Minimum	142	12	170	11
Median	352	29	429	28

Source: Urban Institute’s Welfare Rules Database, funded by the Department of Health and Human Services (HHS).

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.⁴ 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 at risk of being 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 percentage point decline in the caseload. Through FY2006, states were given credit for caseload declines that occurred since FY1995.

⁴ Some families are excluded from the participation rate calculation.

Beginning in FY2007, states were only credited with caseload declines that have occurred since FY2005. The FY2007 effective (after-credit) standard is based on caseload declines from FY2005 to FY2006. However, under a regulatory provision, states may get “extra” credit for caseload reduction if they spend more than required under the TANF MOE. States can exclude those families funded by state funds in excess of required state spending.

The ARRA temporarily modifies the caseload reduction credit states receive toward their TANF work participation. The modification is effective for the FY2009 through FY2010 standards. The ARRA provides that a state’s credit would not be reduced for any caseload increases that occurred in FY2008 through FY2010.

What Actual Work Participation Rates Have the States Achieved?

In FY2009, the national average work participation rate achieved by states for all families was 29.4%. The participation rate within TANF achieved nationwide for the two-parent portion of the caseload was 28.3%. These rates are well below the statutory target of 50% for all families and 90% for two-parent families. They are also well below the targets even when adjusting for actual caseload reduction between FY2005 and FY2008. However, only eight jurisdictions failed the all-family standard, and seven jurisdictions failed the two-parent standard. This is because (1) many states obtained fairly large “extra” credits for spending above the required MOE level; (2) states were “held harmless” for any caseload increases between FY2007 and FY2008 (based on the temporary ARRA modification to the caseload reduction credit, noted above); and (3) many states eliminated two-parent families from their TANF and MOE caseloads. Presumably, many states aided two-parent families with their own funds.

The jurisdictions that failed to meet the all-family standard were California, the District of Columbia, Guam, Maine, Missouri, Ohio, Oregon, and Puerto Rico. The jurisdictions that failed to meet the two-parent standard were Alaska, Guam, Kentucky, Maine, Nevada, Oregon, and Rhode Island. States that fail to meet work standards are *at risk* of being penalized by a reduction in their block grant. States can avoid the penalty by entering into a corrective compliance plan with the Department of Health and Human Services (HHS). They can also claim reasonable cause for failing to meet the penalty. Further, penalties are reduced based on the degree of noncompliance, and may be reduced by the Secretary of HHS for those states that were economically needy during FY2009.

See **Table B-7** for state-by-state FY2009 work participation rates.

Appendix A. Supplementary Tables

Table A-1. Temporary Extensions of TANF, 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	Freestanding bill that extended funding authority for the program through June 30, 2004.
P.L. 108-262	July 1, 2004-Sept. 30, 2004	Freestanding bill that extended funding authority for the program through Sept. 30, 2004.
P.L. 108-308	Oct. 1, 2004- Mar. 31, 2005	Freestanding bill that extended funding authority for the programs through Mar. 31, 2005.
P.L. 109-4	Apr. 1, 2005-June 30, 2005	Freestanding bill that extended funding authority for the programs through June 30, 2005.
P.L. 109-19	July 1, 2005-Sept. 30, 2005	Freestanding 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 December 31, 2005.
P.L. 109-161	Jan. 1, 2006-Mar. 31, 2006	Freestanding bill that extended funding authority for the programs through March 31, 2006. It 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 A-2. Temporary Extensions of TANF, FY2011

Public Law	Time Period	Notes
P.L. 111-242	Oct. 1, 2010-Dec. 3, 2010	Extension as part of a continuing resolution.
P.L. 111-290	Dec. 4, 2010-Dec. 7, 2010	Extension as part of a continuing resolution.
P.L. 111-291	Dec. 8, 2010-Sept. 30, 2011 (except supplemental grants, Dec 8, 2010 – June 30, 2011)	Extension as part of the Claims Resolution Act of 2010. It funded supplemental grants only through the first three quarters of FY2011 and at a reduced rate.

Source: Congressional Research Service (CRS).

Table A-3. Use of TANF and State Maintenance of Effort Funds: FY2009

	Dollars (in billions)	Percent of Total Dollars
Basic Assistance	\$9.3	27.8%
Administration	2.5	7.4
Work Programs	2.4	7.0
Child Care	5.9	17.5
Other Work Supports	2.6	7.9
Other	10.9	32.4
Totals	33.5	100.0

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

Table A-4. Cash Welfare Families by Family Type: FY1988, FY1994, and FY2008

	1988	1994	2008
Family with adult recipients/ not employed	3,136,566	3,798,997	616,240
Families with adult recipients/at least one employed	243,573	378,621	254,284
Child-only/adult(s) sanctioned	—	—	43,067
Child-only/adults(s) time-limited			55,843
Child-only/SSI parent	59,988	171,391	183,392
Child-only/caretaker relative	188,598	328,290	267,486
Child-only/noncitizen or unknown citizenship of parent	47,565	184,397	159,447
Child-only/other	71,660	184,567	114,250
Total	3,747,950	5,046,263	1,694,009
As a Percent of All Cash Welfare Families			
Family with adult recipients/ not employed	83.7	75.3	36.4
Families with adult recipients/at least one employed	6.5	7.5	15.0
Child-only/adult(s) sanctioned	0.0	0.0	2.5
Child-only/adults(s) time-limited	0.0	0.0	3.3
Child-only/SSI parent	1.6	3.4	10.8
Child-only/caretaker relative	5.0	6.5	15.8
Child-only/noncitizen or unknown citizenship of parent	1.3	3.7	9.4

	1988	1994	2008
Child-only/other	1.9	3.7	6.7
Total	100.0	100.0	100.0

Sources: Congressional Research Service (CRS) tabulations of the 1988 AFDC Quality Control Public Use Data File; the 1994 AFDC Quality Control Public Use Data File; and the 2008 TANF National Data File.

Note: For FY2008, the cash welfare caseload includes those whose benefits were funded from TANF dollars as well as those whose benefits were funded with MOE dollars under SSPs. “Family with an adult, unemployed” includes families reported as “child-only” who are under a sanction.

Appendix B. State Tables

Table B-1. Use of FY2009 TANF and MOE Funds by Category
(Dollars in millions)

State	Basic Assistance	Administrative Expenditures	Work Program Expenditures	Child Care	Other Work Supports	Other	Total
Alabama	\$42.3	\$17.0	\$21.5	\$7.5	\$6.4	\$65.1	\$159.7
Alaska	31.9	6.0	9.6	30.7	1.3	6.0	85.5
Arizona	138.0	43.6	12.6	57.2	0.7	157.3	409.5
Arkansas	16.5	13.5	25.8	15.5	4.4	65.1	140.9
California	3,509.5	611.6	485.4	1,020.2	205.6	1,051.1	6,883.5
Colorado	51.8	14.2	0.9	30.6	9.8	266.4	373.7
Connecticut	89.3	36.9	18.9	27.3	5.7	326.1	504.2
Delaware	18.2	7.3	0.6	30.9	0.3	5.3	62.5
District of Columbia	22.7	12.3	20.5	81.2	3.9	35.7	176.2
Florida	180.0	38.7	65.2	375.5	6.5	375.0	1,040.7
Georgia	55.0	22.1	17.9	22.2	15.7	388.6	521.5
Hawaii	70.1	19.4	142.4	33.4	2.8	97.1	365.2
Idaho	5.9	12.0	6.6	8.7	0.1	9.3	42.6
Illinois	61.1	28.2	68.7	490.7	18.7	463.0	1,130.4
Indiana	108.6	30.9	20.3	52.5	31.7	109.0	353.1
Iowa	61.9	10.8	18.5	45.4	18.4	63.8	218.8
Kansas	46.5	11.2	2.1	38.2	46.7	53.3	198.0
Kentucky	117.4	12.8	25.9	83.1	6.4	29.9	275.5
Louisiana	42.8	7.8	9.1	38.2	5.2	148.6	251.7
Maine	74.6	3.9	13.9	18.0	20.1	4.0	134.6
Maryland	107.1	55.5	36.9	31.5	132.9	180.9	544.9
Massachusetts	324.7	44.1	22.8	336.0	87.1	379.3	1,194.0

State	Basic Assistance	Administrative Expenditures	Work Program Expenditures	Child Care	Other Work Supports	Other	Total
Michigan	336.4	136.2	113.1	174.6	74.6	766.6	1,601.6
Minnesota	90.0	47.5	76.0	119.6	135.6	59.8	528.5
Mississippi	18.9	4.8	28.3	27.2	25.4	24.5	129.1
Missouri	104.5	14.6	23.4	77.6	0.0	139.1	359.2
Montana	16.4	5.9	11.6	9.5	0.0	8.3	51.7
Nebraska	26.4	5.5	21.5	22.5	29.4	0.6	105.7
Nevada	46.7	10.6	5.0	0.0	5.0	62.2	129.5
New Hampshire	33.9	11.7	9.6	8.0	1.7	23.3	88.1
New Jersey	181.8	73.3	102.2	107.1	227.0	516.6	1,207.9
New Mexico	60.1	15.2	15.1	39.0	45.1	26.4	200.8
New York	1,458.0	456.6	181.7	516.0	1,234.4	1,860.2	5,706.9
North Carolina	89.3	45.0	59.6	237.2	36.0	268.8	735.9
North Dakota	8.5	4.9	3.2	1.0	1.9	16.7	36.3
Ohio	432.0	158.0	46.7	327.2	22.9	385.1	1,372.0
Oklahoma	22.0	20.2	0.2	124.1	22.3	73.2	262.0
Oregon	115.0	27.7	27.4	37.0	8.2	97.8	313.1
Pennsylvania	197.7	77.0	155.5	428.4	36.8	242.4	1,137.9
Rhode Island	45.2	12.7	7.0	19.8	9.5	31.4	125.7
South Carolina	40.5	15.7	26.2	4.1	9.9	93.5	189.7
South Dakota	13.6	3.3	3.8	0.8	0.0	6.2	27.9
Tennessee	127.8	33.1	64.1	95.0	0.0	85.9	405.9
Texas	84.2	92.1	78.3	26.8	1.3	548.3	831.1
Utah	32.8	12.4	32.6	14.0	4.2	39.6	135.5
Vermont	16.9	7.5	0.3	23.9	24.2	13.7	86.5
Virginia	73.8	25.5	54.7	40.2	9.3	78.3	281.8
Washington	318.5	52.0	130.2	216.5	4.0	843.8	1,564.9

State	Basic Assistance	Administrative Expenditures	Work Program Expenditures	Child Care	Other Work Supports	Other	Total
West Virginia	31.8	25.7	1.5	28.2	16.9	54.3	158.4
Wisconsin	113.4	26.4	33.5	254.9	24.6	192.1	644.9
Wyoming	11.3	1.7	0.5	5.8	0.4	11.8	31.5
Totals	9,323.5	2,482.7	2,358.8	5,860.6	2,641.0	10,850.2	33,516.8

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

Table B-2. Use of FY2009 TANF and MOE Funds by Category as a Percent of Total Federal TANF and State MOE Funding

State	Basic Assistance	Administrative Expenditures	Work Program Expenditures	Child Care	Other Work Supports	Other	Total
Alabama	26.5%	10.7%	13.4%	4.7%	4.0%	40.7%	100.0%
Alaska	37.3	7.1	11.2	35.9	1.5	7.1	100.0
Arizona	33.7	10.7	3.1	14.0	0.2	38.4	100.0
Arkansas	11.7	9.6	18.3	11.0	3.1	46.2	100.0
California	51.0	8.9	7.1	14.8	3.0	15.3	100.0
Colorado	13.9	3.8	0.3	8.2	2.6	71.3	100.0
Connecticut	17.7	7.3	3.8	5.4	1.1	64.7	100.0
Delaware	29.1	11.7	1.0	49.4	0.4	8.4	100.0
District of Columbia	12.9	7.0	11.6	46.1	2.2	20.2	100.0
Florida	17.3	3.7	6.3	36.1	0.6	36.0	100.0
Georgia	10.5	4.2	3.4	4.3	3.0	74.5	100.0
Hawaii	19.2	5.3	39.0	9.2	0.8	26.6	100.0
Idaho	13.8	28.2	15.5	20.5	0.3	21.8	100.0
Illinois	5.4	2.5	6.1	43.4	1.7	41.0	100.0

State	Basic Assistance	Administrative Expenditures	Work Program Expenditures	Child Care	Other Work Supports	Other	Total
Indiana	30.8	8.8	5.7	14.9	9.0	30.9	100.0
Iowa	28.3	4.9	8.5	20.7	8.4	29.2	100.0
Kansas	23.5	5.7	1.1	19.3	23.6	26.9	100.0
Kentucky	42.6	4.6	9.4	30.2	2.3	10.9	100.0
Louisiana	17.0	3.1	3.6	15.2	2.1	59.0	100.0
Maine	55.5	2.9	10.3	13.4	15.0	3.0	100.0
Maryland	19.7	10.2	6.8	5.8	24.4	33.2	100.0
Massachusetts	27.2	3.7	1.9	28.1	7.3	31.8	100.0
Michigan	21.0	8.5	7.1	10.9	4.7	47.9	100.0
Minnesota	17.0	9.0	14.4	22.6	25.7	11.3	100.0
Mississippi	14.6	3.8	21.9	21.0	19.7	19.0	100.0
Missouri	29.1	4.1	6.5	21.6	0.0	38.7	100.0
Montana	31.8	11.4	22.4	18.3	0.0	16.1	100.0
Nebraska	25.0	5.2	20.3	21.3	27.8	0.5	100.0
Nevada	36.1	8.2	3.8	0.0	3.9	48.0	100.0
New Hampshire	38.5	13.2	10.9	9.1	1.9	26.4	100.0
New Jersey	15.0	6.1	8.5	8.9	18.8	42.8	100.0
New Mexico	29.9	7.6	7.5	19.4	22.4	13.2	100.0
New York	25.5	8.0	3.2	9.0	21.6	32.6	100.0
North Carolina	12.1	6.1	8.1	32.2	4.9	36.5	100.0
North Dakota	23.5	13.5	8.8	2.8	5.3	46.1	100.0
Ohio	31.5	11.5	3.4	23.8	1.7	28.1	100.0
Oklahoma	8.4	7.7	0.1	47.4	8.5	28.0	100.0
Oregon	36.7	8.8	8.7	11.8	2.6	31.2	100.0
Pennsylvania	17.4	6.8	13.7	37.6	3.2	21.3	100.0
Rhode Island	36.0	10.1	5.6	15.8	7.6	25.0	100.0

State	Basic Assistance	Administrative Expenditures	Work Program Expenditures	Child Care	Other Work Supports	Other	Total
South Carolina	21.3	8.3	13.8	2.2	5.2	49.3	100.0
South Dakota	48.9	11.9	13.8	2.9	0.1	22.3	100.0
Tennessee	31.5	8.2	15.8	23.4	0.0	21.2	100.0
Texas	10.1	11.1	9.4	3.2	0.2	66.0	100.0
Utah	24.2	9.2	24.0	10.3	3.1	29.2	100.0
Vermont	19.5	8.7	0.3	27.6	28.0	15.9	100.0
Virginia	26.2	9.1	19.4	14.3	3.3	27.8	100.0
Washington	20.3	3.3	8.3	13.8	0.3	53.9	100.0
West Virginia	20.1	16.2	0.9	17.8	10.7	34.3	100.0
Wisconsin	17.6	4.1	5.2	39.5	3.8	29.8	100.0
Wyoming	35.9	5.4	1.6	18.3	1.1	37.6	100.0
Totals	27.8	7.4	7.0	17.5	7.9	32.4	100.0

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

Table B-3. Unspent TANF Funds at the End of FY2009

September 30, 2009; dollars in millions

State	Obligated but Unspent	Unobligated and Unspent	Total Unspent
Alabama	\$4.8	\$26.8	\$31.7
Alaska	0.0	58.3	58.3
Arizona	21.5	0.0	21.5
Arkansas	2.6	56.8	59.3
California	370.7	0.0	370.7
Colorado	0.0	76.6	76.6
Connecticut	0.0	0.0	0.0
Delaware	0.0	4.6	4.6
District of Columbia	3.3	35.4	38.8
Florida	26.3	6.9	33.2
Georgia	59.2	33.4	92.6
Hawaii	19.4	48.4	67.8
Idaho	12.3	0.0	12.3
Illinois	0.0	0.0	0.0
Indiana	53.4	0.0	53.4
Iowa	6.4	22.3	28.7
Kansas	0.0	44.7	44.7
Kentucky	0.0	48.8	48.8
Louisiana	23.6	0.0	23.6
Maine	0.0	-0.3	-0.3
Maryland	11.6	79.1	90.8
Massachusetts	3.0	0.0	3.0
Michigan	0.0	244.7	244.7
Minnesota	0.0	103.4	103.4
Mississippi	9.9	18.6	28.5
Missouri	0.0	0.0	0.0
Montana	0.4	44.8	45.1
Nebraska	0.1	43.0	43.1
Nevada	0.0	11.3	11.3
New Hampshire	0.0	17.5	17.5
New Jersey	103.1	12.8	115.9
New Mexico	43.8	0.0	43.8
New York	317.4	311.2	628.7
North Carolina	196.2	3.5	199.7

State	Obligated but Unspent	Unobligated and Unspent	Total Unspent
North Dakota	0.0	16.3	16.3
Ohio	48.2	0.0	48.2
Oklahoma	41.7	0.0	41.7
Oregon	0.0	0.0	0.0
Pennsylvania	61.0	119.9	180.9
Puerto Rico	2.1	20.8	22.9
Rhode Island	0.0	0.0	0.0
South Carolina	0.0	40.0	40.0
South Dakota	0.0	19.9	19.9
Tennessee	0.0	147.6	147.6
Texas	128.8	0.0	128.8
Utah	0.0	91.9	91.9
Vermont	0.0	0.0	0.0
Virginia	0.8	19.9	20.7
Washington	0.0	131.4	131.4
West Virginia	0.0	63.0	63.0
Wisconsin	11.4	0.0	11.4
Wyoming	2.7	41.8	44.5
Totals	1,585.6	2,065.1	3,650.7

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

Table B-4. Number of Families, Recipients, Children, and Adults Receiving TANF Cash Welfare, December 2010

State	Families	Total Recipients	Children	Adults
Alabama	24,212	59,569	43,819	15,750
Alaska	3,572	9,767	6,648	3,119
Arizona	19,366	44,103	31,709	12,394
Arkansas	8,632	19,724	13,997	5,727
California	601,226	1,480,156	1,144,238	335,918
Colorado	8,064	21,364	16,319	5,045
Connecticut	16,750	33,360	23,446	9,914
Delaware	5,754	16,455	10,208	6,247
District of Columbia	6,122	14,437	11,417	3,020

State	Families	Total Recipients	Children	Adults
Florida	58,144	107,027	85,930	21,097
Georgia	20,686	39,122	35,006	4,116
Guam	1,260	2,994	2,233	761
Hawaii	10,136	30,147	20,256	9,891
Idaho	1,858	2,881	2,640	241
Illinois	27,177	78,766	66,424	12,342
Indiana	31,461	75,880	56,890	18,990
Iowa	21,100	54,462	36,968	17,494
Kansas	15,647	40,454	27,134	13,320
Kentucky	31,336	64,352	50,280	14,072
Louisiana	11,117	25,427	21,326	4,101
Maine	15,448	40,045	26,053	13,992
Maryland	26,160	63,973	46,116	17,857
Massachusetts	51,179	100,509	67,009	33,500
Michigan	67,596	177,079	126,627	50,452
Minnesota	24,726	54,213	40,691	13,522
Mississippi	12,078	25,555	18,646	6,909
Missouri	39,606	95,727	65,407	30,320
Montana	3,694	9,354	6,547	2,807
Nebraska	8,445	20,869	16,309	4,560
Nevada	11,066	28,559	21,058	7,501
New Hampshire	6,168	13,300	9,458	3,842
New Jersey	35,330	84,509	58,934	25,575
New Mexico	21,664	57,085	40,610	16,475
New York	158,133	396,204	286,712	109,492
North Carolina	23,639	45,323	38,176	7,147
North Dakota	1,931	4,944	3,731	1,213
Ohio	103,513	238,143	171,630	66,513
Oklahoma	9,471	21,614	17,415	4,199
Oregon	32,884	86,785	58,865	27,920
Pennsylvania	59,034	144,067	106,410	37,657
Puerto Rico	14,615	39,764	26,495	13,269
Rhode Island	6,778	15,950	11,003	4,947
South Carolina	19,038	45,275	33,776	11,499
South Dakota	3,290	6,876	5,756	1,120
Tennessee	63,149	162,182	117,038	45,144

State	Families	Total Recipients	Children	Adults
Texas	52,972	121,938	103,832	18,106
Utah	5,716	14,635	10,365	4,270
Vermont	3,335	7,767	5,357	2,410
Virgin Islands	511	1,489	1,070	419
Virginia	37,105	82,885	58,655	24,230
Washington	69,805	169,887	118,085	51,802
West Virginia	10,676	24,422	17,392	7,030
Wisconsin	25,270	60,611	46,079	14,532
Wyoming	312	624	521	103
Totals	1,947,957	4,682,609	3,488,716	1,193,893

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

**Table B-5. Number of Families Receiving Cash Assistance,
December 1994, 2008, 2010**

	Dec-94	Dec-07	Dec-09	Dec-10	Percentage Change		
					Dec 1994 to Dec 2010	Dec 2007 to Dec 2010	Dec 2009 to Dec. 2010
Alabama	47,903	18,584	20,902	24,212	-49.5	30.3	15.8
Alaska	12,370	2,989	3,082	3,572	-71.1	19.5	15.9
Arizona	72,158	37,122	38,513	19,366	-73.2	-47.8	-49.7
Arkansas	25,047	8,741	9,062	8,632	-65.5	-1.2	-4.7
California	923,358	477,465	570,889	601,226	-34.9	25.9	5.3
Colorado	40,244	9,094	11,445	8,064	-80.0	-11.3	-29.5
Connecticut	60,965	19,424	17,409	16,750	-72.5	-13.8	-3.8
Delaware	11,227	3,997	4,915	5,754	-48.7	44.0	17.1
District of Columbia	27,420	5,237	9,626	6,122	-77.7	16.9	-36.4
Florida	238,564	48,608	61,097	58,144	-75.6	19.6	-4.8
Georgia	141,154	22,740	21,444	20,686	-85.3	-9.0	-3.5
Guam	2,088	NR	2,522	1,260	-39.7	NR	-50.0
Hawaii	21,489	6,621	9,870	10,136	-52.8	53.1	2.7
Idaho	8,953	1,527	1,706	1,858	-79.2	21.7	8.9
Illinois	241,091	20,562	21,828	27,177	-88.7	32.2	24.5
Indiana	69,933	31,103	37,298	31,461	-55.0	1.2	-15.6
Iowa	38,022	19,762	21,427	21,100	-44.5	6.8	-1.5
Kansas	28,838	12,853	14,606	15,647	-45.7	21.7	7.1
Kentucky	76,824	29,323	30,243	31,336	-59.2	6.9	3.6
Louisiana	82,792	11,106	11,269	11,117	-86.6	0.1	-1.3
Maine	22,025	12,235	14,384	15,448	-29.9	26.3	7.4
Maryland	80,890	20,466	25,594	26,160	-67.7	27.8	2.2
Massachusetts	105,769	52,473	60,776	51,179	-51.6	-2.5	-15.8
Michigan	209,695	69,327	70,138	67,596	-67.8	-2.5	-3.6
Minnesota	61,343	26,387	22,887	24,726	-59.7	-6.3	8.0
Mississippi	53,221	11,631	12,624	12,078	-77.3	3.8	-4.3
Missouri	91,802	39,054	39,635	39,606	-56.9	1.4	-0.1
Montana	11,660	3,192	3,869	3,694	-68.3	15.7	-4.5
Nebraska	15,427	7,515	8,950	8,445	-45.3	12.4	-5.6
Nevada	15,559	7,410	10,070	11,066	-28.9	49.3	9.9
New Hampshire	11,078	4,497	6,161	6,168	-44.3	37.2	0.1

	Dec-94	Dec-07	Dec-09	Dec-10	Percentage Change		
					Dec 1994 to Dec 2010	Dec 2007 to Dec 2010	Dec 2009 to Dec. 2010
New Jersey	113,293	34,175	33,686	35,330	-68.8	3.4	4.9
New Mexico	34,854	12,195	19,747	21,664	-37.8	77.6	9.7
New York	463,692	155,798	156,735	158,133	-65.9	1.5	0.9
North Carolina	128,848	24,544	25,676	23,639	-81.7	-3.7	-7.9
North Dakota	5,309	2,072	2,136	1,931	-63.6	-6.8	-9.6
Ohio	236,298	80,629	103,690	103,513	-56.2	28.4	-0.2
Oklahoma	45,893	8,951	9,858	9,471	-79.4	5.8	-3.9
Oregon	39,967	19,299	29,373	32,884	-17.7	70.4	12.0
Pennsylvania	208,949	55,389	51,991	59,034	-71.7	6.6	13.5
Puerto Rico	56,132	12,356	13,577	14,615	-74.0	18.3	7.6
Rhode Island	22,599	8,349	7,785	6,778	-70.0	-18.8	-12.9
South Carolina	50,251	14,428	18,847	19,038	-62.1	32.0	1.0
South Dakota	6,521	2,904	3,269	3,290	-49.5	13.3	0.6
Tennessee	105,616	55,161	62,760	63,149	-40.2	14.5	0.6
Texas	281,011	57,002	51,423	52,972	-81.1	-7.1	3.0
Utah	17,240	5,140	7,071	5,716	-66.8	11.2	-19.2
Vermont	9,707	4,242	3,268	3,335	-65.6	-21.4	2.1
Virgin Islands	1,264	399	530	511	-59.6	28.1	-3.6
Virginia	74,203	31,041	37,236	37,105	-50.0	19.5	-0.4
Washington	102,603	52,013	68,819	69,805	-32.0	34.2	1.4
West Virginia	39,546	8,725	9,663	10,676	-73.0	22.4	10.5
Wisconsin	73,714	17,788	20,157	25,270	-65.7	42.1	25.4
Wyoming	5,400	265	327	312	-94.2	17.7	-4.6
Totals	4,971,819	1,703,910	1,931,865	1,947,957	-60.8	14.2	0.8

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

Notes: Caseload data includes those aided under TANF and under separate state programs (SSPs) funded by TANF maintenance-of-effort (MOE) dollars. NR denotes that caseload data were not reported for the month. Total percentage change for Dec. 2007 to Dec. 2009 exclude Guam, which did not report data for Dec. 2007.

Table B-6. Families Receiving Cash Assistance, By Number of Parents Receiving Assistance on Their Own Behalf: December 2010

State	No Parent Families	Single Parent Families	Two-Parent Families	Totals	As a Percent of All Families Receiving Assistance			Totals
					No Parent Families	Single Parent Families	Two-Parent Families	
Alabama	8,690	15,371	151	24,212	35.9	63.5	0.6	100.0
Alaska	988	2,115	469	3,572	27.7	59.2	13.1	100.0
Arizona	7,912	10,784	670	19,366	40.9	55.7	3.5	100.0
Arkansas	3,109	5,305	218	8,632	36.0	61.5	2.5	100.0
California	259,243	281,339	60,644	601,226	43.1	46.8	10.1	100.0
Colorado	3,427	4,195	442	8,064	42.5	52.0	5.5	100.0
Connecticut	6,962	9,788	0	16,750	41.6	58.4	0.0	100.0
Delaware	3,032	2,686	36	5,754	52.7	46.7	0.6	100.0
District of Columbia	2,261	3,861	0	6,122	36.9	63.1	0.0	100.0
Florida	39,954	16,880	1,310	58,144	68.7	29.0	2.3	100.0
Georgia	16,676	4,010	0	20,686	80.6	19.4	0.0	100.0
Guam	683	418	159	1,260	54.2	33.2	12.6	100.0
Hawaii	1,897	6,007	2,232	10,136	18.7	59.3	22.0	100.0
Idaho	1,674	184	0	1,858	90.1	9.9	0.0	100.0
Illinois	14,869	12,308	0	27,177	54.7	45.3	0.0	100.0
Indiana	9,683	19,565	2,213	31,461	30.8	62.2	7.0	100.0
Iowa	5,382	14,650	1,068	21,100	25.5	69.4	5.1	100.0
Kansas	4,194	9,990	1,463	15,647	26.8	63.8	9.4	100.0
Kentucky	18,120	12,470	746	31,336	57.8	39.8	2.4	100.0
Louisiana	7,099	4,018	0	11,117	63.9	36.1	0.0	100.0
Maine	2,477	10,967	2,004	15,448	16.0	71.0	13.0	100.0
Maryland	8,223	17,937	0	26,160	31.4	68.6	0.0	100.0
Massachusetts	17,743	30,995	2,441	51,179	34.7	60.6	4.8	100.0
Michigan	17,214	50,382	0	67,596	25.5	74.5	0.0	100.0
Minnesota	10,937	13,789	0	24,726	44.2	55.8	0.0	100.0
Mississippi	5,227	6,851	0	12,078	43.3	56.7	0.0	100.0
Missouri	8,883	30,723	0	39,606	22.4	77.6	0.0	100.0
Montana	1,394	1,910	390	3,694	37.7	51.7	10.6	100.0
Nebraska	3,786	4,659	0	8,445	44.8	55.2	0.0	100.0
Nevada	4,791	5,117	1,158	11,066	43.3	46.2	10.5	100.0
New Hampshire	2,502	3,520	146	6,168	40.6	57.1	2.4	100.0

State					As a Percent of All Families Receiving Assistance			
	No Parent Families	Single Parent Families	Two-Parent Families	Totals	No Parent Families	Single Parent Families	Two-Parent Families	Totals
New Jersey	9,526	25,804	0	35,330	27.0	73.0	0.0	100.0
New Mexico	7,265	12,791	1,608	21,664	33.5	59.0	7.4	100.0
New York	60,013	95,469	2,651	158,133	38.0	60.4	1.7	100.0
North Carolina	16,771	6,590	278	23,639	70.9	27.9	1.2	100.0
North Dakota	721	1,210	0	1,931	37.3	62.7	0.0	100.0
Ohio	46,405	48,854	8,254	103,513	44.8	47.2	8.0	100.0
Oklahoma	5,272	4,199	0	9,471	55.7	44.3	0.0	100.0
Oregon	10,130	19,762	2,992	32,884	30.8	60.1	9.1	100.0
Pennsylvania	21,952	35,986	1,096	59,034	37.2	61.0	1.9	100.0
Puerto Rico	1,830	12,785	0	14,615	12.5	87.5	0.0	100.0
Rhode Island	2,255	4,005	518	6,778	33.3	59.1	7.6	100.0
South Carolina	7,278	11,760	0	19,038	38.2	61.8	0.0	100.0
South Dakota	2,170	1,120	0	3,290	66.0	34.0	0.0	100.0
Tennessee	12,636	48,787	1,726	63,149	20.0	77.3	2.7	100.0
Texas	35,210	17,762	0	52,972	66.5	33.5	0.0	100.0
Utah	2,667	3,049	0	5,716	46.7	53.3	0.0	100.0
Vermont	1,314	1,636	385	3,335	39.4	49.1	11.5	100.0
Virgin Islands	22	489	0	511	4.3	95.7	0.0	100.0
Virginia	11,828	25,277	0	37,105	31.9	68.1	0.0	100.0
Washington	25,406	37,297	7,102	69,805	36.4	53.4	10.2	100.0
West Virginia	4,847	5,829	0	10,676	45.4	54.6	0.0	100.0
Wisconsin	12,163	12,500	607	25,270	48.1	49.5	2.4	100.0
Wyoming	215	90	7	312	68.9	28.8	2.2	100.0
Totals	796,928	1,045,845	105,184	1,947,957	40.9	53.7	5.4	100.0

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

Notes: Caseload data includes those aided under TANF and under separate state programs (SSPs) funded by TANF maintenance-of-effort (MOE) dollars.

Table B-7. TANF Work Participation Rates: FY2009

State	All Family Standard		Two-Parent Standard	
	Participation Rate	Met Standard?	Participation Rate	Met Standard?
United States	29.4		28.3	
Alabama	32.4	YES	24.7	YES
Alaska	37.2	YES	40.5	NO
Arizona	27.1	YES	62.6	YES
Arkansas	37.1	YES	21.7	YES
California	26.8	NO	28.6	YES
Colorado	37.8	YES	33.3	YES
Connecticut	34.4	YES	NA	NA
Delaware	37.5	YES	NA	NA
Dist. Of Col.	23.5	NO	NA	NA
Florida	46.1	YES	54.4	YES
Georgia	57.1	YES	NA	NA
Guam	0.0	NO	0.0	NO
Hawaii	40.3	YES	NA	NA
Idaho	52.0	YES	NA	NA
Illinois	49.3	YES	NA	NA
Indiana	17.5	YES	17.8	YES
Iowa	35.4	YES	27.0	YES
Kansas	23.9	YES	25.6	YES
Kentucky	37.3	YES	35.1	NO
Louisiana	34.4	YES	NA	NA
Maine	16.8	NO	16.6	NO
Maryland	44.0	YES	NA	NA
Massachusetts	47.5	YES	92.8	YES
Michigan	27.9	YES	NA	NA
Minnesota	29.8	YES	NA	NA
Mississippi	67.5	YES	NA	NA
Missouri	13.2	NO	NA	NA
Montana	44.2	YES	58.7	YES
Nebraska	50.3	YES	NA	NA
Nevada	39.4	YES	46.8	NO
New Hampshire	46.5	YES	NA	NA

State	All Family Standard		Two-Parent Standard	
	Participation Rate	Met Standard?	Participation Rate	Met Standard?
New Jersey	20.1	YES	NA	NA
New Mexico	43.1	YES	63.0	YES
New York	33.4	YES	NA	NA
North Carolina	32.3	YES	46.6	YES
North Dakota	61.0	YES	NA	NA
Ohio	23.3	NO	23.1	YES
Oklahoma	23.0	YES	NA	NA
Oregon	9.5	NO	5.9	NO
Pennsylvania	45.8	YES	84.2	YES
Puerto Rico	8.7	NO	NA	NA
Rhode Island	13.8	YES	13.6	NO
South Carolina	45.1	YES	NA	NA
South Dakota	59.4	YES	NA	NA
Tennessee	25.5	YES	0.0	YES
Texas	37.0	YES	NA	NA
Utah	32.6	YES	NA	NA
Vermont	29.0	YES	24.0	YES
Virgin Islands	7.1	YES	NA	NA
Virginia	44.3	YES	NA	NA
Washington	23.0	YES	18.6	YES
West Virginia	19.6	YES	NA	NA
Wisconsin	39.9	YES	33.0	YES
Wyoming	61.3	YES	75.7	YES

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

Note: NA denotes not applicable. State did not service two-parent families in its TANF or MOE-funded programs. NR denotes not reported.

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