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# **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 federal block grant. States are also required in total to contribute, from their own funds, at least \$10.4 billion under a maintenance-of-effort (MOE) requirement.

**Federal and State TANF Expenditures.** Though TANF is best known for funding cash assistance payments for needy families with children, the block grant and MOE funds are used for a wide variety of benefits and activities. In FY2013, expenditures on basic assistance (cash assistance) totaled \$8.7 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 Assistance Caseload.** A total of 1.7 million families, composed of 4.0 million recipients, received TANF- or MOE-funded cash in December 2013. The bulk of the “recipients” were children—3.0 million in that month. The cash assistance caseload is very heterogeneous. The type of family historically thought of as the “typical” cash assistance family—one with an unemployed adult recipient—accounted for less than half of all families on the rolls in FY2011. Additionally, 15% of cash assistance families had an employed adult, while 4 in 10 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 Assistance Benefits.** TANF cash benefits are set by states. In July 2012, 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 jurisdiction (North Dakota), the maximum monthly benefit of \$427 for a family of three represents 27% of poverty-level income.

**Cash Assistance 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 the amount of a state’s caseload reduction from FY2005. Further, states may get an extra credit against these standards by spending more than required under the TANF MOE. Therefore, the effective standards states face are often less than the 50% or 90% targets, and vary by state. In FY2011, states achieved an all-family participation rate of 29.5% and a two-parent rate of 32.0%. That year, nine jurisdictions failed the all-family standard, and five 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.

## Current Topics

### What Is TANF's Current Funding Status?

P.L. 113-164, the continuing appropriations resolution for FY2015, extends TANF funding through December 11, 2014. It does not change underlying TANF law. However, it reduces funding for the TANF contingency fund from \$612 million in FY2014 to \$598 million in FY2015. It also does not provide FY2015 funding for Department of Health and Human Services (HHS) welfare reform research activities.

### What Is TANF's Funding Level?

**Table 1** shows TANF funding for FY2007 through FY2015. The bulk of TANF funding is in a basic block grant (the state family assistance grant), which provides annual funding totaling \$16.5 billion for the 50 states and District of Columbia. This grant amount was established in the 1996 welfare reform law and has not been changed since then.

**Table 1. Federal Funding for TANF Grants: FY2007 Through FY2015**

(Dollars in millions)

	2007	2008	2009	2010	2011	2012	2013	2014	2015 <sup>a</sup>
State family assistance grant	\$16,489	\$16,489	\$16,489	\$16,489	\$16,489	\$16,489	\$16,489	\$16,489	\$16,489
Supplemental grants	319	319	319	319	211	0	0	0	0
Healthy marriage/responsible fatherhood grants	150	150	150	150	150	150	150	150	150
Grants to the territories	78	78	78	78	78	78	78	78	78
Grants for tribal work programs	8	8	8	8	8	8	8	8	8
Regular contingency funds	59	428	1,107	212	334	612	612 <sup>b</sup>	612 <sup>b</sup>	598
Emergency contingency funds			617	4,383					
Totals	17,103	17,472	18,768	21,639	17,270	17,337	17,337	17,337	17,323

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

a. P.L. 113-164 provides FY2015 funding only through December 11, 2014. The dollar amounts in this column represent what this short-term funding would be if continued for the remainder of FY2015.

- b. P.L. 112-275 appropriated \$612 million to the TANF contingency fund for FY2013 and FY2014, and reserved \$2 million in each year of these funds for a commission on child abuse and neglect fatalities. Thus, \$610 million was available for FY2013 and FY2014 TANF contingency fund grants to states.

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.

## **What Does President Obama’s FY2015 Budget Propose for TANF?**

The President’s FY2015 budget does not propose a comprehensive reauthorization of TANF. It proposes to extend TANF funding for FY2015 at current levels. The Department of Health and Human Services (HHS) summary document of the FY2015 budget proposals states:

When Congress takes up reauthorization, the Administration will be prepared to work with lawmakers to strengthen the program’s effectiveness in accomplishing its goals. This effort should include using performance indicators to drive program improvement and ensuring that states have the flexibility to engage recipients in the most effective activities to promote success in the workforce, including families with serious barriers to employment.<sup>1</sup>

Though the budget proposal would not reauthorize TANF, it does propose several legislative changes to the block grant. It would

- change the purpose of the “contingency fund,” from providing extra funding during economic downturns to finance any TANF activity to one focused on subsidized employment (for more information, see CRS Report R43461, *Temporary Assistance for Needy Families Subsidized Employment and the President’s FY2015 Budget Proposal: In Brief*, by Gene Falk);
- provide that \$10 million in funding (from the contingency fund) be used for federal oversight of state TANF programs;
- focus TANF funds on “needy families”; and
- restrict expenditures counted toward the MOE to those made by state and local governments, eliminating the ability of states to count expenditures or the value of services provided by third parties (e.g., charitable organizations) directed toward a TANF-eligible activity.

## **What Would H.R. 4137 (Preserving Welfare for Needs Not Weed Act) Do?**

H.R. 4137, as passed by the House on September 16, 2014, would require states to establish procedures to prevent recipients of TANF cash assistance from accessing benefits electronically in establishments that sell marijuana. Current TANF law requires states to establish procedures to prevent such electronic access (through Automated Teller Machines, ATMs; or Point of Sale devices) in casinos, adult entertainment establishments, and liquor stores. H.R. 4137 would add

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<sup>1</sup> U.S. Department of Health and Human Services, *Fiscal Year 2015 Budget in Brief*, March 2014, p. 117.

establishments that offer marijuana for sale to that list. The bill does not distinguish between establishments that offer marijuana for sale for recreational and medical purposes.

TANF cash assistance is provided by states to recipients in a number of different forms, such as checks, direct deposit to checking accounts, debit cards, and electronic benefit transaction (EBT) cards. As TANF cash assistance benefits can be converted to cash, recipients decide how to spend their TANF cash benefit. The pending legislation—like current law—does not directly prohibit recipients from purchasing specific goods or services; rather it would prevent access to benefits at certain establishments. Benefit amounts are determined by the states. (See “TANF Cash Benefits: How Much Does a Family Receive in TANF Cash Per Month?”)

States have flexibility in implementing the current law provision relating to casinos, adult entertainment establishments, and liquor stores. Methods for preventing access to TANF cash assistance in such establishments include blocking TANF EBT transactions at ATMs or Point of Sale devices in such establishments, or informing recipients that TANF cannot be drawn at such establishments by posting warning signs at terminals in such establishments and establishing penalties for noncompliance. HHS has proposed regulations to implement the current law restrictions.<sup>7</sup>

## **May States Require Drug Testing of Assistance Recipients?**

Yes. The 1996 assistance reform law gave states the *option* of requiring drug tests for assistance recipients and penalizing those who fail such tests. (See Section 902 of P.L. 104-193.) However, specific state policies regarding drug testing raise constitutional issues. See CRS Report R42326, *Constitutional Analysis of Suspicionless Drug Testing Requirements for the Receipt of Governmental Benefits*, by David H. Carpenter.

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.

For a discussion of states that require drug testing in TANF and related programs, see CRS Report R42394, *Drug Testing and Crime-Related Restrictions in TANF, SNAP, and Housing Assistance*, by Maggie McCarty et al.

## **What Is the Administration’s “Waiver” Initiative?**

On July 12, 2012, the Department of Health and Human Services (HHS) announced that it would accept applications for “waivers” of the TANF work participation standards. In general, these are waivers of the way the performance of state welfare-to-work programs are assessed, the federal work participation standards. For a discussion, see CRS Report R42627, *Temporary Assistance for Needy Families (TANF): Welfare Waivers*, by Gene Falk.



## **Has Any State Formally Applied for a “Waiver” of TANF Work Participation Standards?**

As of April 8, 2014, no state had formally applied for a waiver of TANF work participation standards under the Administration’s waiver initiative.

## **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 (PRWORA, P.L. 104-193). PRWORA is also referred to in this report as the 1996 welfare reform law. 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 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 A-1** for a listing of the temporary extensions.)

The Deficit Reduction Act of 2005 (DRA, P.L. 109-171) included 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.) The Claims Resolution Act of 2010 (P.L. 111-291) provided that healthy marriage and responsible fatherhood initiatives would be funded at \$75 million each for FY2011. Temporary extension legislation continued these activities for FY2012 and FY2013 at \$75 million for responsible fatherhood and \$75 million for healthy marriage initiatives.

P.L. 112-96 (the law that extended the payroll tax cut through 2012) provided TANF funding through the end of FY2012. It provided FY2012 funding for the basic TANF block grant, healthy

marriage and responsible fatherhood competitive grants, and certain other funds at their FY2011 levels. It did not provide FY2012 funding for TANF supplemental grants.

In addition, P.L. 112-96

- prevents electronic benefit transaction access to TANF cash at liquor stores, casinos, and strip clubs; states are required to prohibit access to TANF cash at Automated Teller Machines (ATMs) at such establishments; and
- requires states to report TANF data in a manner that facilitates the exchange of that data with other programs' data systems.

Legislation that extended TANF funding for FY2013 and FY2014 did not include policy changes.

## 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 FY2013 (ended September 30, 2013), the real value of the TANF block grant declined by 31.2%. **Table 2** shows the impact of inflation on the value of the TANF block grant for each year, FY1997 through FY2013. It also shows the projected effect of inflation over the period FY2014 to FY2019 if the TANF basic block grant remains at its current funding level. As shown on the table, if the block grant remains funded at current levels, by FY2019 it would have lost almost 40% of its value due to inflation from FY1997.

**Table 2. TANF Basic Block Grant Funding in Constant (Inflation-Adjusted) Dollars**

Fiscal Year	Value of the Basic TANF Block Grant in 1997 Dollars	Cumulate Change in Value of the Block Grant from FY1997
1997	\$16.5	
1998	16.2	-1.6%
1999	15.9	-3.5
2000	15.4	-6.4
2001	14.9	-9.4
2002	14.7	-10.7
2003	14.4	-12.7
2004	14.1	-14.7
2005	13.6	-17.4
2006	13.1	-20.4
2007	12.8	-22.2
2008	12.3	-25.5

Fiscal Year	Value of the Basic TANF Block Grant in 1997 Dollars	Cumulate Change in Value of the Block Grant from FY1997
2009	12.3	-25.3
2010	12.1	-26.5
2011	11.8	-28.4
2012	11.5	-30.1
2013	11.3	-31.2
2014 (est.)	11.2	-32.2
2015 (est.)	11.0	-33.5
2016 (est.)	10.7	-34.9
2017 (est.)	10.5	-36.3
2018 (est.)	10.3	-37.7
2019 (est.)	10.0	-39.2

**Source:** Congressional Research Service based on data from the U.S. Bureau of Labor Statistics and Congressional Budget Office (CBO).

**Notes:** Inflation adjustment uses the Consumer Price Index for all Urban Consumers (CPI-U). FY2014-FY2019 figures are based on the CBO February 2014 economic forecast.

## How Have States Used TANF Funds?

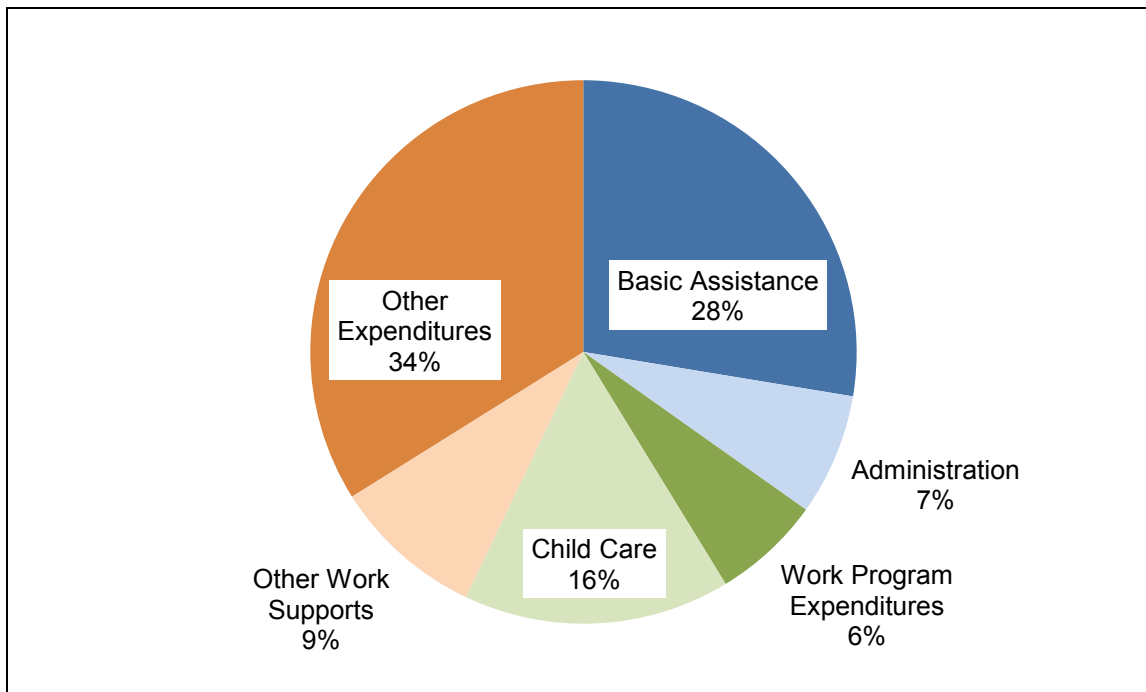
TANF is best known as a funding source of cash assistance benefits for needy families with children. However, states have considerable discretion in using TANF funds, and have used them for a wide range of benefits and services.

**Figure 1** shows the uses of federal TANF grants to states and state MOE funds in FY2013. In FY2013, a total of \$31.6 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 assistance, represented 28% (\$8.7 billion) of total FY2013 TANF and MOE dollars.

TANF is a major contributor of child care funding. In FY2013, 16% 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. Most TANF funding for these programs is subsumed in the catch-all “other” expenditure category.

**Figure 1. Uses of TANF Federal Grants and State MOE Funds: FY2013**

(Total = \$31.6 Billion)



**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 dollar amounts 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 **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 FY2013 (September 30, 2013, the latest data currently available), a total of \$3.0 billion of federal TANF funding remained neither transferred nor spent. However, some of these unspent funds represent monies that states had already committed to spend later. At the end of FY2013, states had made such commitments to spend—that is, had obligated—a total of \$1.5 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.

At the end of FY2013, states also had \$1.5 billion of “unobligated balances.” These funds are available to states to make *new* spending commitments. **Table B-3** 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 cash *assistance*, with no complete reporting on families receiving other TANF benefits and services. As discussed in a previous section of this report, TANF basic assistance accounts for about 28% of all TANF expenditures. 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 Assistance?

**Table 3** provides cash assistance caseload information. A total of 1.7 million families, composed of 4.0 million recipients, received TANF- or MOE-funded cash in December 2013. The bulk of the “recipients” were children—3.0 million in that month. For state-by-state cash assistance caseloads, see **Appendix B**.

**Table 3. TANF Cash Assistance Caseload: December 2013**

Total Families	1,668,051
Total Recipients	3,922,340
Total Children	2,953,437
Total Adults	968,903

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

**Notes:** TANF cash assistance caseload includes families receiving assistance in state-funded programs counted toward the TANF maintenance of effort (MOE) requirement.

### How Does the Current Cash Assistance Caseload Level Compare with Historical Levels?

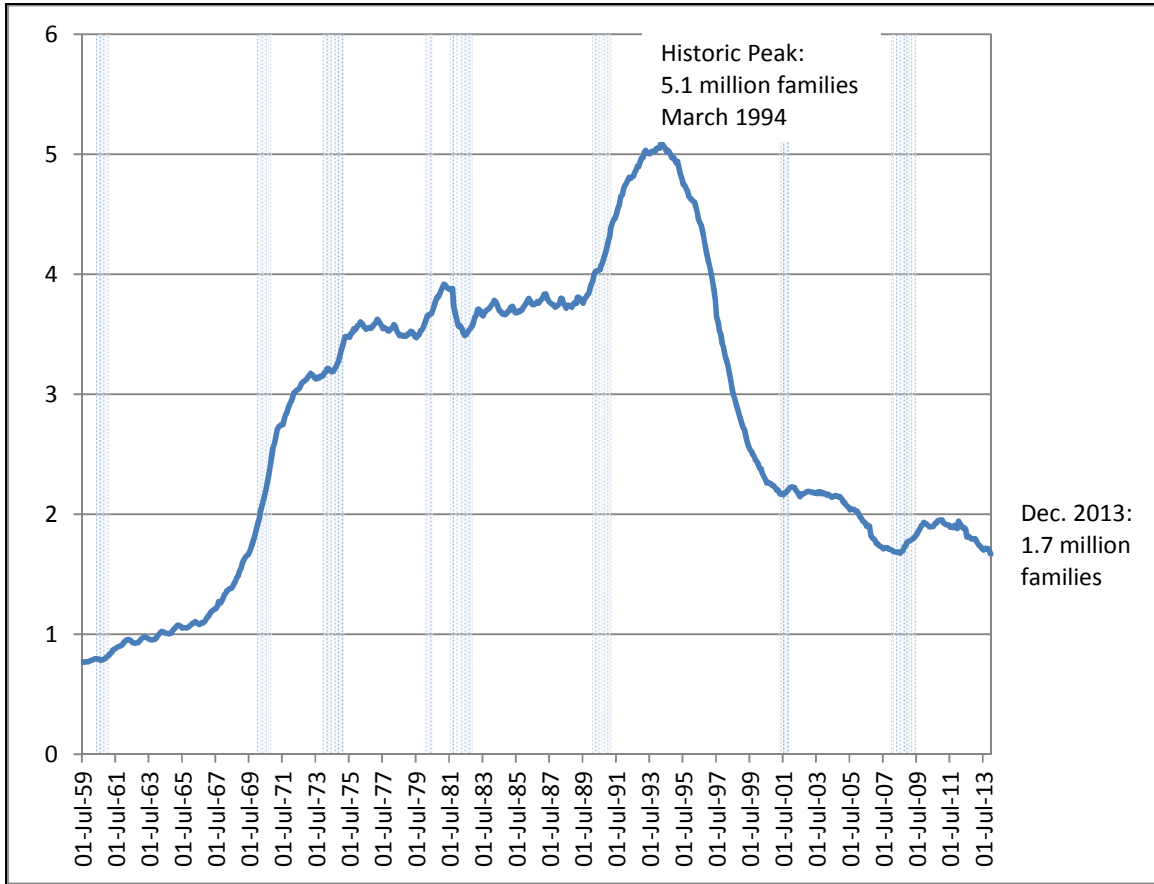
**Figure 2** provides a long-term historical perspective on the number of families receiving cash assistance, from July 1959 to December 2013. The shaded areas of the figure represent months when the national economy was in recession. Though the health of the national economy affected the trend in the cash assistance caseload, the long-term trend in receipt of cash assistance does not follow a classic counter-cyclical pattern. (Such a pattern would have the caseload rise during economic slumps, and then fall again during periods of economic growth.) Factors other than the health of the economy (demographic trends, policy changes) also influenced the caseload trend.

The figure shows two periods of sustained caseload increases: the period from the mid-1960s to the mid-1970s and a second period from 1988 to 1994. The number of families receiving cash assistance peaked in March 1994 at 5.1 million families. The cash assistance 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.

During the recent 2007-2009 recession and its aftermath, the caseload began to rise from its post-welfare reform low in August 2008 (1.7 million families), peaking in December 2010 at close to 2.0 million families. By December 2013, the cash assistance caseload had declined to approximately match its post-welfare reform low at about 1.7 million families.

**Figure 2. Number of Families Receiving Cash Assistance: July 1959-December 2013**  
(Families in millions)



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

**Notes:** Shaded areas denote months when the national economy was in recession. Information represents families receiving cash assistance from Aid to Dependent Children (ADC), Aid to Families with Dependent Children (AFDC), and TANF. For October 1999 through December 2013, includes families receiving assistance from Separate State Programs (SSPs) with expenditures countable toward the TANF maintenance of effort (MOE) requirement. See **Table A-4** for annual average data on families, recipients, adult recipients, and child recipients of ADC/AFDC and TANF cash assistance for 1961 to 2013.

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

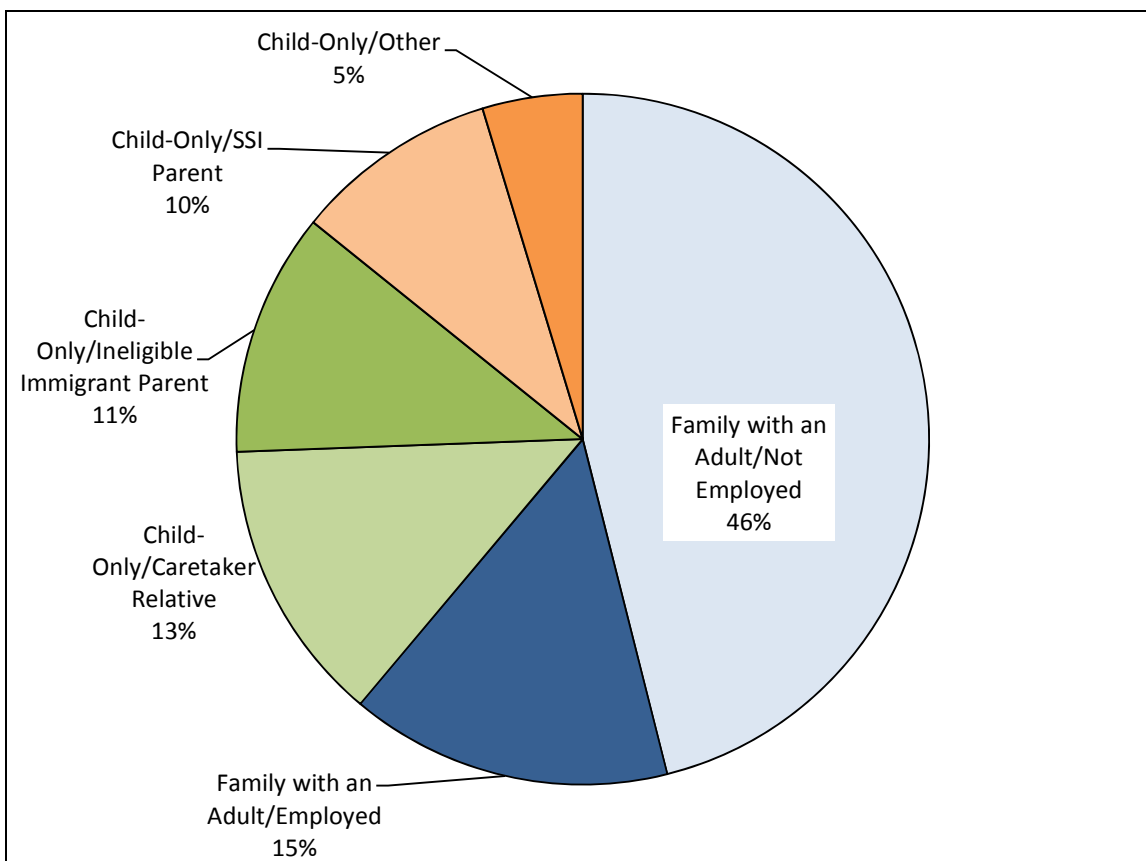
## **What Are the Characteristics of Cash Assistance Families?**

Historically, the “typical” cash assistance 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 assistance caseload decline has occurred together with a major shift in the composition of the rolls. Today, less than half of all cash assistance families are headed by an unemployed adult recipient. Almost 4 in 10 of all cash assistance families had no adult recipient or work-eligible individual 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 assistance families, and welfare-to-work efforts have been concentrated on this population.

**Figure 3** shows the composition of the cash assistance caseload in FY2011. Families with an unemployed adult recipient represent 46% of all cash assistance families. Families with an employed (in a regular job) adult recipient, who receive cash assistance as an earnings supplement, comprise an additional 15% of the cash assistance 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 10% of the cash assistance caseload. Families that are made up of children living with a non-parent relative (grandparents, aunts, uncles, etc.) represent 13% of the cash assistance caseload. Families of child citizens living with ineligible parents who are noncitizens or who have not reported their citizenship status make up 11% of the total cash assistance caseload. The remainder of the cash assistance caseload represents child recipients for whom data on the adults they live with are not available.

**Figure 3. Composition of the TANF Cash Assistance Caseload: FY2011**



**Source:** Congressional Research Service (CRS) tabulations of the FY2011 TANF National Data Files.

**Notes:** Includes families receiving assistance from Separate State Programs (SSPs) with expenditures countable toward the TANF maintenance of effort (MOE) requirement. Families with an adult include families with nonrecipient parents who are “work-eligible.” Most non-recipient parents who are “work-eligible” are those who have reached time limits or have been sanctioned off the rolls in states that permit continuation of aid to children of such parents.

For more information on the characteristics and the changes in the composition of the cash assistance caseload, see CRS Report R43187, *Temporary Assistance for Needy Families (TANF): Size and Characteristics of the Cash Assistance Caseload*, by Gene Falk.

## 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 4** shows the maximum monthly TANF cash benefit by state for a family of three in July 2012.<sup>2</sup> The benefit amounts shown are those for a single-parent family with two children. Some

<sup>2</sup> States are not required to report to the federal government their cash assistance benefit amounts in either the TANF (continued...)



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 three, the maximum TANF benefit paid in July 2012 varied from \$170 per month in Mississippi (10.7% of poverty-level income) to \$923 per month in Alaska (46.4% of poverty-level income).<sup>3</sup>

**Table 4. Maximum Monthly TANF Cash Assistance Benefits for a Family of Three and as a Percent of the Federal Poverty Guideline by State: July 2012**  
(Benefits for a Single Parent and Two Children)

State	Maximum Benefit Per Month for a Family of Three	As a Percent of the 2012 Federal Poverty Guideline
Alabama	\$215	13.5
Alaska	\$923	46.4
Arizona	\$277	17.4
Arkansas	\$204	12.8
California	\$638	40.1
Colorado	\$462	29.0
Connecticut	\$576	36.2
Delaware	\$338	21.2
DC	\$428	26.9
Florida	\$303	19.0
Georgia	\$280	17.6
Hawaii	\$610	33.3
Idaho	\$309	19.4
Illinois	\$432	27.2

(...continued)

state plan (under Section 402 of the Social Security Act) or in annual program reports (under Section 411 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).

<sup>3</sup> Different poverty thresholds, with greater dollar amounts, apply in Alaska than in the 48 contiguous states and the District of Columbia. New York’s benefit of \$770 per month represents 48.4% of the poverty guidelines that apply in the 48 contiguous states and District of Columbia.

<b>State</b>	<b>Maximum Benefit Per Month for a Family of Three</b>	<b>As a Percent of the 2012 Federal Poverty Guideline</b>
Indiana	\$288	18.1
Iowa	\$426	26.8
Kansas	\$429	27.0
Kentucky	\$262	16.5
Louisiana	\$240	15.1
Maine	\$485	30.5
Maryland	\$574	36.1
Massachusetts	\$618	38.8
Michigan	\$492	30.9
Minnesota	\$532	33.4
Mississippi	\$170	10.7
Missouri	\$292	18.4
Montana	\$504	31.7
Nebraska	\$364	22.9
Nevada	\$383	24.1
New Hampshire	\$675	42.4
New Jersey	\$424	26.7
New Mexico	\$380	23.9
New York	\$770	48.4
North Carolina	\$272	17.1
North Dakota	\$427	26.8
Ohio	\$450	28.3
Oklahoma	\$292	18.4
Oregon	\$506	31.8
Pennsylvania	\$403	25.3
Rhode Island	\$554	34.8
South Carolina	\$216	13.6
South Dakota	\$555	34.9
Tennessee	\$185	11.6
Texas	\$263	16.5
Utah	\$498	31.3
Vermont	\$640	40.2
Virginia	\$320	20.1
Washington	\$478	30.0
West Virginia	\$340	21.4
Wisconsin	\$653	41.0

State	Maximum Benefit Per Month for a Family of Three	As a Percent of the 2012 Federal Poverty Guideline
Wyoming	\$602	37.8
Maximum	\$923	48.4
Minimum	\$170	10.7
Median	\$427	26.8

**Source:** Congressional Research Service (CRS) based on data from the Urban Institute’s *Welfare Rules Database* and the U.S. Department of Health and Human Services (HHS).

As discussed above, most states vary maximum benefits by family size, paying larger benefits for larger families. The exceptions are Idaho and Wisconsin, which pay a flat maximum benefit. Additionally, some states do not increase benefits—or provide a smaller than usual increase in benefits—for a family already on the rolls when a new baby is born. This is known as the “family cap” policy, which 17 states had in July 2012.<sup>4</sup> **Table 5** shows maximum monthly TANF cash assistance benefits by family size and state for July 2012.

For additional information on TANF benefit amounts by state, see CRS Report R43634, *Temporary Assistance for Needy Families (TANF): Eligibility and Benefit Amounts in State TANF Cash Assistance Programs*, by Gene Falk.

**Table 5. Maximum Monthly TANF Cash Assistance Benefits by Family Size and State: July 2012**

(Benefits for a Single Mother and Children)

State	Two	Three	Four	Five	Six
Alabama	190	215	245	275	305
Alaska	821	923	1,025	1,127	1,229
Arizona	220	277	334	392	448
Arkansas	162	204	247	286	331
California	516	638	762	866	972
Colorado	364	462	561	665	767
Connecticut	470	576	677	775	877
Delaware	270	338	407	475	544
DC	336	428	523	602	708
Florida	241	303	364	426	487
Georgia	235	280	330	378	410
Hawaii	486	610	736	861	986

<sup>4</sup> States that had a family cap policy as of July 2012 are Arizona, Arkansas, California, Connecticut, Delaware, Florida, Georgia, Indiana, Massachusetts, Minnesota, Mississippi, New Jersey, North Carolina, North Dakota, South Carolina, Tennessee, and Virginia.

<b>State</b>	<b>Two</b>	<b>Three</b>	<b>Four</b>	<b>Five</b>	<b>Six</b>
Idaho	309	309	309	309	309
Illinois	318	432	474	555	623
Indiana	229	288	346	405	463
Iowa	361	426	495	548	610
Kansas	352	429	497	558	619
Kentucky	225	262	325	361	398
Louisiana	188	240	284	327	366
Maine	363	485	611	733	856
Maryland	453	574	695	805	885
Massachusetts	518	618	713	812	912
Michigan	403	492	597	694	828
Minnesota	437	532	621	697	773
Mississippi	146	170	194	218	242
Missouri	234	292	342	388	431
Montana	401	504	606	709	812
Nebraska	293	364	435	506	577
Nevada	318	383	448	513	578
New Hampshire	606	675	738	798	879
New Jersey	322	424	488	552	616
New Mexico	304	380	459	536	613
New York	562	770	928	1,091	1,204
North Carolina	236	272	297	324	349
North Dakota	328	427	523	620	717
Ohio	368	450	555	650	723
Oklahoma	225	292	361	422	483
Oregon	432	506	621	721	833
Pennsylvania	316	403	497	589	670
Rhode Island	449	554	634	714	794
South Carolina	171	216	261	307	350
South Dakota	496	555	613	671	730
Tennessee	142	185	226	264	305
Texas	228	263	316	351	404
Utah	399	498	583	663	731
Vermont	536	640	726	817	879
Virginia	254	320	382	451	479
Washington	385	478	562	648	736
West Virginia	301	340	384	420	460

State	Two	Three	Four	Five	Six
Wisconsin	653	653	653	653	653
Wyoming	567	602	602	638	638

**Source:** Congressional Research Service (CRS), based on data from the Urban Institute's *Welfare Rules Database*.

## 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>5</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 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 a state's caseload. Additionally, under a regulatory provision, a state may get “extra” credit for caseload reduction if it spends more than required under the TANF MOE. Therefore, the effective standards states face are often less than the 50% and 90% targets, and vary by state.

### Have There Been Changes in the Work Participation Rules Enacted Since the 1996 Welfare Reform Law?

The 50% and 90% target standards that states face, as well as the caseload reduction credit, date back to the 1996 welfare reform law. However, the Deficit Reduction Act of 2005 (P.L. 109-171) made several changes to the work participation rules effective in FY2007:

- The caseload reduction credit was changed to measure caseload reduction from FY2005, rather than the original law's FY1995.
- The work participation standards were broadened to include families receiving cash aid in “separate state programs.” Separate state programs are programs run with state funds, distinct from a state's “TANF program,” but with expenditures countable toward the TANF MOE.
- HHS was instructed to provide definition to the allowable TANF work activities listed in law. HHS was also required to define what is meant by a “work-eligible” individual, expanding the number of families that are included in the work participation calculation.

<sup>5</sup> Some families are excluded from the participation rate calculation.

- States were required to develop plans and procedures to verify work activities.

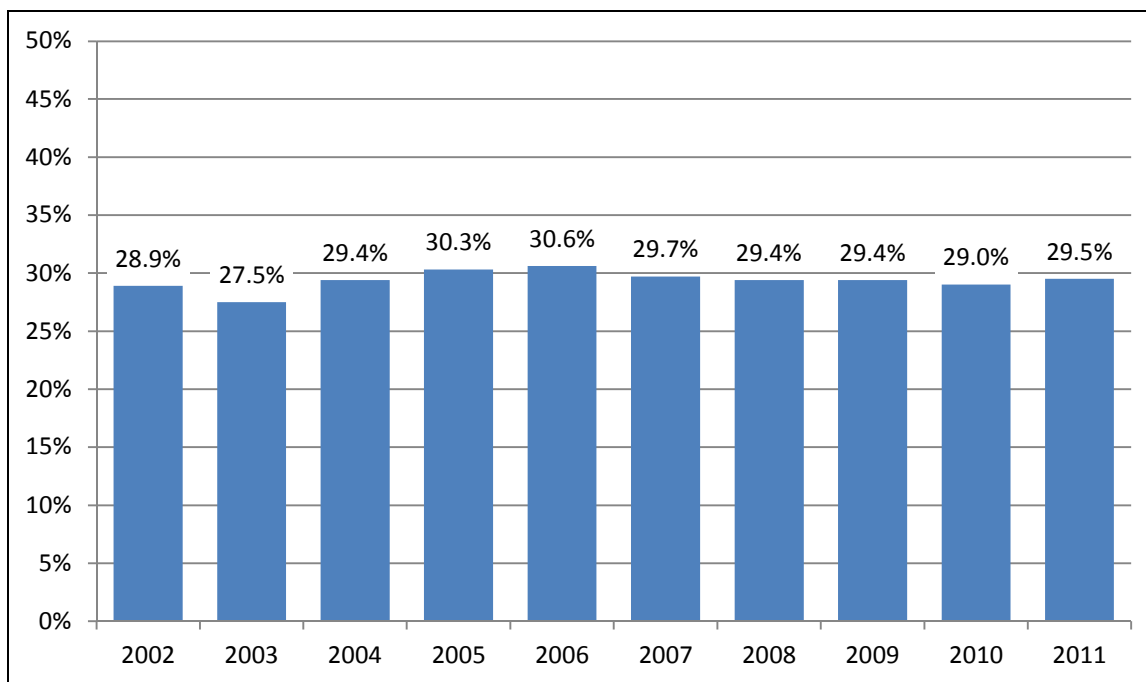
## What Work Participation Rates Have the States Achieved?

HHS computes two work participation rates for each state that are then compared with the effective (after-credit) standard to determine if it has met the TANF work standard. An “all-families” work participation rate is computed and compared with the all-families effective standard (50% minus the state’s caseload reduction credit). HHS also computes a two-parent work participation rate that is compared with the two-parent effective standard (90% minus the state’s caseload reduction credit).

## What Has Been the National Average All-Family Work Participation Rate?

**Figure 4** shows the national average all-families work participation rate for FY2002 through FY2011. For that period, states have achieved an all-families work participation rate hovering around 30%. In FY2011, the all-families work participation rate was 29.5%. This is well below the statutory target of 50% for all families, but most (not all) states met the standard because of credits against the 50% standard.

**Figure 4. National Average TANF Work Participation Rates for All Families: FY2002-FY2011**



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

**Notes:** FY2002 through FY2006 work participation rates are based on federal work participation standard rules. They exclude the effects of “grandfathered” waivers of pre-1996. The 1996 welfare reform law gave states the option to continue their pre-reform “waiver” programs and have their work participation rates based on the rules of the state waivers, not the federal rules. The last of these pre-1996 waivers expired in 2006. The all family work participation rates for FY2002 through FY2006 that include the effect of the waivers are slightly higher than the rates shown here.

## How Many Jurisdictions Have Failed the All-Families Standard From FY2002 Through FY2011?

**Table 6** shows which states failed the TANF all-families work participation standards from FY2002 through FY2011. Before FY2007 (the first year policies under the DRA were effective), only a few jurisdictions failed to meet TANF all-families work participation standards. In FY2006, three jurisdictions failed the standard, and that was the greatest number that failed the standards over the FY2002 through FY2006 period.

However, in FY2007 15 jurisdictions failed to meet the all-families standard. This number declined to 9 in FY2008 and 8 in FY2009. In FY2011 (the most recent year for which data are available), 9 jurisdictions failed to meet the standard. Of these, 6 (California, Maine, Ohio, Oregon, Puerto Rico, and Guam) failed the standards in all years in the period FY2007 through FY2011.

**Table 6. States Failing TANF All-Families Work Participation Standard: FY2002-FY2011**

(Changes to TANF Work Participation Standard Rules Under the Deficit Reduction Act of 2005 (DRA) Effective in FY2007)

State	Pre-DRA					Post-DRA				
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Alabama										
Alaska										
Arizona										
Arkansas										
California						X	X	X	X	X
Colorado										
Connecticut					X					
Delaware										
District of Columbia								X	X	X
Florida										
Georgia										
Hawaii										
Idaho										
Illinois										
Indiana				X	X	X				
Iowa										
Kansas										
Kentucky						X				
Louisiana										
Maine						X	X	X	X	X

State	Pre-DRA					Post-DRA				
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Maryland										
Massachusetts										
Michigan						X	X		X	X
Minnesota						X				
Mississippi										
Missouri							X	X		X
Montana										
Nebraska										
Nevada		X				X				
New Hampshire										
New Jersey										
New Mexico						X				
New York										
North Carolina										
North Dakota										
Ohio						X	X	X	X	X
Oklahoma										
Oregon						X	X	X	X	X
Pennsylvania										
Puerto Rico						X	X	X	X	X
Rhode Island										
South Carolina										
South Dakota										
Tennessee										
Texas										
Utah										
Vermont						X				
Virginia										
Washington										
West Virginia						X	X			
Wisconsin										
Wyoming										
Guam	X	X	X	X	X	X	X	X	X	X
Virgin Islands						X				
Totals	1	2	1	2	3	15	9	8	8	9



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

## Have States Met the Two-Parent Work Participation Standard?

In addition to meeting a work standard for all families, TANF also imposes a second, 90% standard for the two-parent portion of its cash assistance caseload. This standard too can be reduced for caseload reduction.

**Table 7** shows whether each state met its two-parent work participation standard for FY2002 through FY2011. However, the display on the table is more complex than that for reporting whether a state failed its “all family” rate. A substantial number of states have reported *no* two-parent families subject to the work participation standard.<sup>6</sup> These states are denoted on the table with an “NA,” indicating that the two-parent standard was not applicable to the state in that year. For states with two-parent families in its caseload, the table reports “Yes” for states that met the two-parent standard, and “No” for states that failed the two-parent standard.

In FY2011, 27 jurisdictions reported that no two-parent families were included in the TANF work participation standard calculation. Of the 27 jurisdictions that had two-parent families in their TANF work participation calculation, 22 met the standard and 5 did not.

**Table 7. Two-Parent TANF Work Participation Standard, Status by State: FY2002-FY2011**

(“Yes” indicates a state met the standard; “No” indicates the state failed to meet the standard; and “NA” means the standard was not applicable to the state in that year [no two-parent families in its caseload].)

State	Pre- Deficit Reduction Act (DRA)					Post-Deficit Reduction Act (DRA)				
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Alabama	NA	NA	NA	NA	NA	YES	YES	YES	YES	YES
Alaska	YES	YES	YES	YES	YES	NO	NO	NO	NO	YES
Arizona	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Arkansas	NO	NO	NO	YES	NO	YES	YES	YES	YES	YES
California	NA	NA	NA	NA	NA	YES	YES	YES	YES	YES
Colorado	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Connecticut	NA	NA	NA	NA	NA	YES	NA	NA	NA	NA
Delaware	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
District of Columbia	NO	NO	NO	NO	NO	NA	NA	NA	NA	NA
Florida	NA	NA	NA	NA	NA	YES	YES	YES	YES	YES
Georgia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

<sup>6</sup> Before the changes made by the DRA were effective, a number of states had their two-parent families in separate state programs that were not included in the work participation calculation. When DRA brought families receiving assistance in separate state programs into the work participation rate calculations, a number of states moved these families into solely-state-funded programs. These are state-funded programs with expenditures *not* countable toward the TANF maintenance of effort requirement, and hence are outside of TANF’s rules.

State	Pre- Deficit Reduction Act (DRA)					Post-Deficit Reduction Act (DRA)				
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Hawaii	NA	NA	NA	NA	NA	NA	YES	NA	YES	YES
Idaho	YES	YES	YES	YES	YES	NA	NA	NA	NA	NA
Illinois	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Indiana	NA	NA	NA	NA	NA	NO	YES	YES	YES	YES
Iowa	YES	YES	NA	NA	NA	YES	YES	YES	YES	YES
Kansas	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Kentucky	YES	YES	YES	YES	YES	YES	NO	NO	YES	YES
Louisiana	YES	YES	YES	YES	YES	NA	NA	NA	NA	NA
Maine	YES	YES	NA	NA	NA	YES	NO	NO	NO	NO
Maryland	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Massachusetts	YES	YES	YES	YES	MA	NA	YES	YES	YES	NA
Michigan	YES	YES	YES	YES	YES	NA	NA	NA	NA	NA
Minnesota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Mississippi	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Missouri	NO	NA	NA	NA	NA	NA	NA	NA	NA	NA
Montana	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Nebraska	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Nevada	NA	NA	NA	NA	NA	NO	NO	NO	NO	NO
New Hampshire	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA
New Jersey	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
New Mexico	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES
New York	YES	YES	YES	YES	YES	NA	NA	NA	NA	NA
North Carolina	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
North Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Ohio	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES
Oklahoma	NA	YES	NA	NA	NA	NA	NA	NA	NA	NA
Oregon	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO
Pennsylvania	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Puerto Rico	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Rhode Island	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO
South Carolina	YES	YES	YES	YES	YES	YES	NA	NA	NA	NA
South Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Tennessee	NA	NA	NA	NA	NA	YES	YES	YES	YES	YES
Texas	NA	NA	NA	NA	NA	YES	NA	NA	NA	NA
Utah	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Vermont	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES

State	Pre- Deficit Reduction Act (DRA)					Post-Deficit Reduction Act (DRA)				
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Virginia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Washington	YES	YES	NO	YES	YES	YES	YES	YES	YES	YES
West Virginia	NO	NO	NA	NA	NA	NO	NA	NA	YES	NA
Wisconsin	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Wyoming	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Guam	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
Virgin Islands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Number of Jurisdictions without Two-Parent Families	24	25	29	29	29	24	26	27	25	27
Number of Jurisdictions with Two-Parent Families	30	29	25	25	25	30	28	27	29	27
Number of Jurisdictions Meeting Two-Parent Standard	25	25	21	23	21	22	22	20	23	22
Number of Jurisdictions Failing Two-Parent Standard	5	4	4	2	3	7	6	7	6	5

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

### Are States that Recently Failed the TANF Work Standards Being Penalized?

States that fail to meet the TANF work participation standard are at *risk* of being penalized through a reduction in their block grant. However, penalties can be forgiven if a state claims, and the Secretary of HHS finds, that it had “reasonable cause” for failing the standard. Penalties can also be forgiven for states that enter into “corrective compliance plans,” and subsequently meet the work standard.

Failure to meet the two-parent standard alone typically has smaller financial consequences for the state than failure to meet the all-family standard or failure to meet both the all-family and two-parent standards. Under HHS regulations, if a state fails only the two-parent standard, the penalty reduction in the block grant is prorated for the share of the overall cash assistance caseload that represents two-parent families. Two-parent families typically account for a small share of the overall cash assistance caseload.

HHS has yet to provide information on whether states that failed to meet the TANF work standards for the period FY2007 through FY2011 have been penalized.

## 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-FY2015**

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.
P.L. 112-35	Oct. 1, 2011-Dec. 31, 2011	Free-standing bill to extend TANF for three months. No funding for TANF supplemental grants.
P.L. 112-78	Jan 1, 2012-February 21, 2012	Extension of TANF for two months, as part of a bill to provide a two-month extension for the 2011 payroll tax reduction, extended unemployment compensation, and other expiring provisions.
P.L. 112-96	February 22, 2012-Sept. 30, 2012	Extension of TANF for the remainder of FY2012 included as part of a bill to extend the 2011 payroll tax reduction, unemployment compensation, and other expiring provisions.
P.L. 112-175	Oct. 1, 2011-March 27, 2013	Extension of TANF for the first six months of FY2013 as part of a continuing resolution.
P.L. 113-6	March 28, 2013-Sept. 30, 2013	Extension of TANF for the remainder of FY2013 as part of a continuing resolution.
P.L. 113-46	Oct. 17, 2013-Jan 15, 2014	Extension of TANF as a part of a continuing resolution. The resolution ended the “government shutdown,” and a TANF funding gap between Oct 1 and Oct 16, 2013
P.L. 113-73	Jan. 16, 2014-Jan. 18, 2014	Extension of TANF funding as part of a short-term continuing resolution.
P.L. 113-76	Jan 19, 2014-Sept. 30, 2014	Extension of TANF funding for the remainder of FY2014 as part of an omnibus appropriation act.
P.L. 113-164	Oct. 1, 2014-Dec 11, 2014	Extension of TANF funding through Dec. 11, 2014, as part of a continuing resolution.

**Source:** Congressional Research Service (CRS).

**Table A-3. Use of TANF and State Maintenance of Effort Funds: FY2013**

(Dollars in Billions)

	Billions of Dollars	Percent of Total Federal TANF and State MOE Dollars
Basic Assistance	\$8.7	27.6%
Administration	2.3	7.2
Work Program Expenditures	2.0	6.4
Child Care	5.0	15.8
Other Work Supports	2.8	9.0
Other Expenditures	10.7	33.9
Totals	31.6	100.0

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

**Table A-4. Trends in the Cash Assistance Caseload: 1961 to 2013**

Year	Families	Recipients	Adults	Children	TANF Child Recipients	
					As a Percent of All Children	As a Percent of All Poor Children
1961	0.873	3.363	0.765	2.598	3.7%	14.3%
1962	0.939	3.704	0.860	2.844	4.0	15.7
1963	0.963	3.945	0.988	2.957	4.1	17.4
1964	1.010	4.195	1.050	3.145	4.3	18.6
1965	1.060	4.422	1.101	3.321	4.5	21.5
1966	1.096	4.546	1.112	3.434	4.7	26.5
1967	1.220	5.014	1.243	3.771	5.2	31.2
1968	1.410	5.702	1.429	4.274	5.9	37.8
1969	1.696	6.689	1.716	4.973	6.9	49.7
1970	2.207	8.462	2.250	6.212	8.6	57.7
1971	2.763	10.242	2.808	7.435	10.4	68.5
1972	3.048	10.944	3.039	7.905	11.1	74.9
1973	3.148	10.949	3.046	7.903	11.2	79.9
1974	3.219	10.847	3.041	7.805	11.2	75.0
1975	3.481	11.319	3.248	8.071	11.8	71.2
1976	3.565	11.284	3.302	7.982	11.8	76.2
1977	3.568	11.015	3.273	7.743	11.6	73.9

Year	Families	Recipients	Adults	Children	TANF Child Recipients	
					As a Percent of All Children	As a Percent of All Poor Children
1978	3.517	10.551	3.188	7.363	11.2	72.8
1979	3.509	10.312	3.130	7.181	11.0	68.0
1980	3.712	10.774	3.355	7.419	11.5	63.2
1981	3.835	11.079	3.552	7.527	11.7	59.2
1982	3.542	10.358	3.455	6.903	10.8	49.6
1983	3.686	10.761	3.663	7.098	11.1	50.1
1984	3.714	10.831	3.687	7.144	11.2	52.3
1985	3.701	10.855	3.658	7.198	11.3	54.4
1986	3.763	11.038	3.704	7.334	11.5	56.0
1987	3.776	11.027	3.661	7.366	11.5	56.4
1988	3.749	10.915	3.586	7.329	11.4	57.8
1989	3.798	10.992	3.573	7.419	11.5	57.9
1990	4.057	11.695	3.784	7.911	12.1	57.9
1991	4.497	12.930	4.216	8.715	13.2	59.8
1992	4.829	13.773	4.470	9.303	13.9	59.9
1993	5.012	14.205	4.631	9.574	14.1	60.0
1994	5.033	14.161	4.593	9.568	13.9	61.7
1995	4.791	13.418	4.284	9.135	13.1	61.5
1996	4.434	12.321	3.928	8.600	12.3	58.7
1997	3.740	10.376	NA	NA	10.0	50.1
1998	3.050	8.347	NA	NA	8.1	42.9
1999	2.578	6.924	NA	NA	6.7	39.4
2000	2.303	6.143	1.655	4.479	6.1	38.1
2001	2.192	5.717	1.514	4.195	5.7	35.3
2002	2.187	5.609	1.479	4.119	5.6	33.6
2003	2.180	5.490	1.416	4.063	5.5	31.3
2004	2.153	5.342	1.362	3.969	5.4	30.2
2005	2.061	5.028	1.261	3.756	5.1	28.9
2006	1.906	4.582	1.120	3.453	4.6	26.7
2007	1.730	4.075	0.956	3.119	4.2	23.2
2008	1.701	4.005	0.946	3.059	4.1	21.6
2009	1.838	4.371	1.074	3.296	4.4	21.2
2010	1.919	4.598	1.163	3.435	4.6	20.9
2011	1.907	4.557	1.149	3.408	4.6	20.9

Year	Families	Recipients	Adults	Children	TANF Child Recipients	
					As a Percent of All Children	As a Percent of All Poor Children
2012	1.852	4.402	1.104	3.298	4.4	20.3
2013	1.726	4.042	0.993	3.050	4.1	20.6

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

**Notes:** NA denotes not available. During transition reporting from AFDC to TANF, caseload statistics on adult and child recipients were not collected. For those years, TANF children as a percent of all children and percent of all poor children were estimated by HHS and published in *Welfare Indicators and Risk Factors, Annual Report to Congress*, Table TANF 2, p. A-7. See [http://aspe.hhs.gov/hsp/14/indicators/rpt\\_indicators.pdf](http://aspe.hhs.gov/hsp/14/indicators/rpt_indicators.pdf).



## Appendix B. State Tables

**Table B-1. Use of FY2013 TANF and MOE Funds by Category**

(Dollars in millions)

State	Basic Assistance	Administration	Work	Child Care	Other Work Supports	Other Expenditures	Total
Alabama	\$45.9	\$24.4	\$21.0	\$5.5	\$3.8	\$70.3	\$170.9
Alaska	38.7	4.6	12.6	27.4	0.6	5.4	89.2
Arizona	-21.8	44.4	8.8	10.1	0.2	337.7	379.4
Arkansas	13.2	14.0	23.5	8.6	3.2	94.2	156.6
California	3,225.3	556.6	507.3	840.4	183.5	1,718.7	7,031.8
Colorado	70.7	20.7	2.1	1.2	8.3	212.7	315.7
Connecticut	81.3	29.3	16.1	35.5	4.9	318.1	485.2
Delaware	12.9	-0.2	1.4	57.2	0.0	11.9	83.2
District of Columbia	59.0	7.4	37.4	76.4	16.0	57.4	253.7
Florida	173.2	30.3	58.4	342.7	5.5	387.4	997.5
Georgia	47.5	15.7	-0.7	22.2	20.1	389.1	493.9
Hawaii	64.1	14.9	94.7	13.0	4.0	53.9	244.5
Idaho	6.5	5.6	6.2	10.8	0.3	16.8	46.3
Illinois	81.0	27.5	31.1	645.5	25.1	350.7	1,160.9
Indiana	28.9	18.0	16.0	77.7	33.9	104.9	279.3
Iowa	54.1	7.1	15.9	44.2	13.3	76.1	210.7
Kansas	27.5	13.5	0.4	22.5	54.2	55.5	173.6
Kentucky	102.1	11.9	34.1	74.4	21.7	33.5	277.7
Louisiana	25.7	20.4	6.4	5.2	19.0	145.1	221.7

State	Basic Assistance	Administration	Work	Child Care	Other Work Supports	Other Expenditures	Total
Maine	49.8	2.7	12.4	9.9	11.9	9.2	95.9
Maryland	139.2	61.2	36.3	24.2	147.6	175.9	584.2
Massachusetts	338.7	33.3	6.5	296.2	109.3	354.3	1,138.4
Michigan	206.6	180.5	81.0	19.5	51.6	890.4	1,429.6
Minnesota	94.1	46.3	54.7	53.7	134.7	53.4	437.0
Mississippi	16.7	3.2	33.0	19.1	16.8	17.6	106.4
Missouri	101.3	9.4	17.4	42.3	0.0	232.7	403.1
Montana	15.3	8.4	12.1	10.0	0.0	7.8	53.6
Nebraska	24.2	3.5	19.4	23.5	36.0	2.3	108.9
Nevada	43.5	8.1	1.8	0.0	1.1	35.5	90.1
New Hampshire	23.9	12.0	6.9	8.8	1.3	20.1	73.0
New Jersey	304.0	81.5	87.6	73.2	190.5	558.1	1,295.0
New Mexico	53.1	10.7	8.7	36.3	47.6	57.1	213.5
New York	1,606.0	333.9	124.4	536.9	1,432.6	1,576.8	5,610.7
North Carolina	59.1	47.8	42.6	172.3	60.8	240.4	623.0
North Dakota	5.1	4.0	4.0	1.0	1.3	18.5	33.9
Ohio	301.9	146.0	36.1	382.0	9.9	126.5	1,002.3
Oklahoma	19.8	23.9	0.0	70.0	25.7	59.6	199.0
Oregon	141.8	37.3	17.1	11.1	3.8	112.8	324.0
Pennsylvania	271.5	80.0	78.1	395.4	9.5	208.2	1,042.8
Rhode Island	42.4	16.2	9.4	24.4	13.6	80.4	186.4
South Carolina	34.8	19.1	20.1	4.1	1.9	150.3	230.2
South Dakota	12.6	2.8	4.2	0.8	0.1	7.1	27.6

State	Basic Assistance	Administration	Work	Child Care	Other Work Supports	Other Expenditures	Total
Tennessee	108.2	31.4	71.2	29.5	0.0	77.7	318.1
Texas	75.4	68.3	87.8	26.8	5.6	591.0	854.9
Utah	23.2	7.6	18.0	10.5	0.3	18.1	77.6
Vermont	20.0	7.1	0.1	28.9	24.9	11.4	92.5
Virginia	100.5	22.3	52.7	30.8	8.7	66.0	281.0
Washington	201.7	59.9	159.5	130.7	2.5	308.9	863.3
West Virginia	31.0	26.2	1.8	10.4	29.8	45.4	144.6
Wisconsin	134.2	23.0	34.2	200.0	47.8	164.7	603.9
Wyoming	2.5	7.4	1.8	3.7	0.0	17.5	32.8
Totals	8,737.9	2,290.9	2,033.7	5,006.5	2,844.8	10,735.3	31,649.2

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

**Notes:** Negative entries denote adjustments for prior year reporting changes.

**Table B-2. Use of FY2013 TANF and MOE Funds by Category as a Percent of Total Federal TANF and State MOE Funding**

State	Basic Assistance	Administration	Work	Child Care	Other Work Supports	Other Expenditures	Total
Alabama	26.9%	14.3%	12.3%	3.2%	2.2%	41.1%	100.0%
Alaska	43.3	5.2	14.1	30.7	0.6	6.0	100.0
Arizona	-5.8	11.7	2.3	2.7	0.1	89.0	100.0
Arkansas	8.4	8.9	15.0	5.5	2.0	60.2	100.0
California	45.9	7.9	7.2	12.0	2.6	24.4	100.0
Colorado	22.4	6.6	0.7	0.4	2.6	67.4	100.0
Connecticut	16.8	6.0	3.3	7.3	1.0	65.6	100.0
Delaware	15.5	-0.2	1.7	68.7	0.0	14.3	100.0
District of Columbia	23.3	2.9	14.8	30.1	6.3	22.6	100.0
Florida	17.4	3.0	5.8	34.4	0.6	38.8	100.0
Georgia	9.6	3.2	-0.1	4.5	4.1	78.8	100.0
Hawaii	26.2	6.1	38.7	5.3	1.6	22.0	100.0
Idaho	14.2	12.1	13.5	23.3	0.6	36.4	100.0
Illinois	7.0	2.4	2.7	55.6	2.2	30.2	100.0
Indiana	10.4	6.4	5.7	27.8	12.1	37.6	100.0
Iowa	25.7	3.4	7.5	21.0	6.3	36.1	100.0
Kansas	15.8	7.8	0.2	13.0	31.2	32.0	100.0
Kentucky	36.8	4.3	12.3	26.8	7.8	12.1	100.0
Louisiana	11.6	9.2	2.9	2.4	8.6	65.4	100.0
Maine	51.9	2.8	12.9	10.3	12.4	9.6	100.0
Maryland	23.8	10.5	6.2	4.1	25.3	30.1	100.0
Massachusetts	29.8	2.9	0.6	26.0	9.6	31.1	100.0

<b>State</b>	<b>Basic Assistance</b>	<b>Administration</b>	<b>Work</b>	<b>Child Care</b>	<b>Other Work Supports</b>	<b>Other Expenditures</b>	<b>Total</b>
Michigan	14.5	12.6	5.7	1.4	3.6	62.3	100.0
Minnesota	21.5	10.6	12.5	12.3	30.8	12.2	100.0
Mississippi	15.7	3.0	31.0	17.9	15.8	16.5	100.0
Missouri	25.1	2.3	4.3	10.5	0.0	57.7	100.0
Montana	28.6	15.7	22.6	18.6	0.0	14.5	100.0
Nebraska	22.3	3.2	17.8	21.6	33.0	2.1	100.0
Nevada	48.2	9.0	2.0	0.0	1.3	39.4	100.0
New Hampshire	32.7	16.4	9.5	12.0	1.8	27.5	100.0
New Jersey	23.5	6.3	6.8	5.7	14.7	43.1	100.0
New Mexico	24.9	5.0	4.1	17.0	22.3	26.8	100.0
New York	28.6	6.0	2.2	9.6	25.5	28.1	100.0
North Carolina	9.5	7.7	6.8	27.7	9.8	38.6	100.0
North Dakota	15.0	11.7	11.9	3.0	3.8	54.6	100.0
Ohio	30.1	14.6	3.6	38.1	1.0	12.6	100.0
Oklahoma	10.0	12.0	0.0	35.2	12.9	29.9	100.0
Oregon	43.8	11.5	5.3	3.4	1.2	34.8	100.0
Pennsylvania	26.0	7.7	7.5	37.9	0.9	20.0	100.0
Rhode Island	22.7	8.7	5.1	13.1	7.3	43.2	100.0
South Carolina	15.1	8.3	8.7	1.8	0.8	65.3	100.0
South Dakota	45.7	10.0	15.3	2.9	0.4	25.7	100.0
Tennessee	34.0	9.9	22.4	9.3	0.0	24.4	100.0
Texas	8.8	8.0	10.3	3.1	0.6	69.1	100.0
Utah	29.9	9.8	23.2	13.5	0.3	23.3	100.0

<b>State</b>	<b>Basic Assistance</b>	<b>Administration</b>	<b>Work</b>	<b>Child Care</b>	<b>Other Work Supports</b>	<b>Other Expenditures</b>	<b>Total</b>
Vermont	21.7	7.7	0.1	31.2	27.0	12.3	100.0
Virginia	35.8	7.9	18.8	11.0	3.1	23.5	100.0
Washington	23.4	6.9	18.5	15.1	0.3	35.8	100.0
West Virginia	21.4	18.1	1.3	7.2	20.6	31.4	100.0
Wisconsin	22.2	3.8	5.7	33.1	7.9	27.3	100.0
Wyoming	7.5	22.5	5.4	11.1	0.0	53.4	100.0
Totals	27.6	7.2	6.4	15.8	9.0	33.9	100.0

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

**Notes:** Negative entries denote adjustments for prior year reporting changes.

**Table B-3. Unspent TANF Funds at the End of FY2013**  
(September 30, 2013, in millions of dollars)

State	Obligated but not Spent	Unobligated	Total Unspent Funds
Alabama	\$3.7	\$10.6	\$14.3
Alaska	0.0	69.7	69.7
Arizona	2.7	0.0	2.7
Arkansas	18.3	16.0	34.3
California	8.4	0.0	8.4
Colorado	0.0	19.1	19.1
Connecticut	0.0	6.3	6.3
Delaware	9.6	10.4	20.0
District of Columbia	6.5	54.4	60.9
Florida	29.6	0.5	30.1
Georgia	21.2	60.9	82.1
Hawaii	5.8	59.5	65.2
Idaho	31.7	0.0	31.7
Illinois	0.0	16.0	16.0
Indiana	238.1	21.7	259.7
Iowa	14.1	3.0	17.1
Kansas	11.6	32.3	43.9
Kentucky	0.0	3.5	3.5
Louisiana	0.0	0.0	0.0
Maine	0.0	24.6	24.6
Maryland	4.9	0.0	4.9
Massachusetts	0.0	0.0	0.0
Michigan	0.0	42.4	42.4
Minnesota	0.0	161.4	161.4
Mississippi	4.0	7.9	11.9
Missouri	22.3	-0.2	22.1
Montana	0.4	42.7	43.1
Nebraska	0.0	59.6	59.6
Nevada	0.0	12.7	12.7
New Hampshire	0.0	13.2	13.2
New Jersey	32.4	37.5	69.9
New Mexico	50.2	0.0	50.2
New York	273.4	104.0	377.4

State	Obligated but not Spent	Unobligated	Total Unspent Funds
North Carolina	192.6	3.5	196.1
North Dakota	0.0	15.8	15.8
Ohio	201.3	34.0	235.4
Oklahoma	53.3	0.0	53.3
Oregon	0.0	17.9	17.9
Pennsylvania	52.1	300.1	352.2
Rhode Island	0.0	0.0	0.0
South Carolina	0.0	12.4	12.4
South Dakota	0.0	14.9	14.9
Tennessee	0.0	59.3	59.3
Texas	152.7	0.0	152.7
Utah	0.0	109.2	109.2
Vermont	0.0	0.0	0.0
Virginia	5.1	33.9	39.0
Washington	69.5	0.0	69.6
West Virginia	0.0	0.1	0.1
Wisconsin	0.0	12.9	12.9
Wyoming	3.2	21.2	24.5
Totals	1,518.7	1,525.0	3,043.7

**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 Assistance by State: December 2013**

State	Families	Recipients	Children	Adults
Alabama	18,394	44,511	33,232	11,279
Alaska	3,439	9,186	6,221	2,965
Arizona	14,036	31,709	22,980	8,729
Arkansas	6,395	14,518	10,433	4,085
California	533,081	1,284,440	1,010,939	273,501
Colorado	17,270	45,454	32,220	13,234
Connecticut	14,335	28,553	20,119	8,434
Delaware	4,792	13,475	8,233	5,242
District of Columbia	4,388	11,159	8,235	2,924
Florida	53,087	93,559	77,244	16,315



State	Families	Recipients	Children	Adults
Georgia	16,481	32,290	28,480	3,810
Guam	1,342	3,284	2,531	753
Hawaii	8,865	25,641	17,032	8,609
Idaho	1,843	2,762	2,625	137
Illinois	20,354	45,141	37,320	7,821
Indiana	11,195	22,758	20,194	2,564
Iowa	16,126	40,675	28,719	11,956
Kansas	7,553	18,291	13,312	4,979
Kentucky	29,488	59,662	47,635	12,027
Louisiana	6,151	13,835	12,079	1,756
Maine	26,609	55,384	30,691	24,693
Maryland	21,310	51,801	38,044	13,757
Massachusetts	71,012	168,647	113,949	54,698
Michigan	30,316	69,758	52,710	17,048
Minnesota	22,267	49,474	37,857	11,617
Mississippi	9,260	19,293	14,254	5,039
Missouri	32,161	77,551	53,125	24,426
Montana	3,487	7,648	5,624	2,024
Nebraska	6,379	15,232	12,378	2,854
Nevada	11,914	31,302	22,656	8,646
New Hampshire	6,080	14,903	10,120	4,783
New Jersey	28,894	68,809	49,106	19,703
New Mexico	13,206	35,807	27,210	8,597
New York	153,078	391,474	280,567	110,907
North Carolina	18,575	35,846	30,338	5,508
North Dakota	1,366	3,422	2,730	692
Ohio	64,371	125,618	104,417	21,201
Oklahoma	7,270	15,998	13,541	2,457
Oregon	43,762	112,924	75,116	37,808
Pennsylvania	69,667	172,295	124,050	48,245
Puerto Rico	12,088	35,452	22,240	13,212
Rhode Island	5,815	14,030	9,675	4,355
South Carolina	11,770	26,726	21,102	5,624
South Dakota	3,204	6,438	5,592	846
Tennessee	50,850	122,730	89,577	33,153
Texas	38,460	85,256	74,837	10,419
Utah	4,382	10,756	7,842	2,914

State	Families	Recipients	Children	Adults
Vermont	3,083	6,737	4,902	1,835
Virgin Islands	432	1,284	916	368
Virginia	28,857	63,346	46,199	17,147
Washington	42,747	98,448	68,071	30,377
West Virginia	8,862	19,337	14,391	4,946
Wisconsin	27,522	66,896	49,176	17,720
Wyoming	380	815	651	164
Totals	1,668,051	3,922,340	2,953,437	968,903

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

**Notes:** Caseload data include those families in Separate State Programs with expenditures countable toward the TANF maintenance of effort (MOE) requirement.

**Table B-5. Number of Needy Families with Children Receiving Cash Assistance by State, December of Selected Years**

State	1994	2007	2010	2012	2013	Percent Change to Dec. 2013 from Dec ...		
						1994	2007	2012
Alabama	47,903	18,584	24,212	20,914	18,394	-61.6%	-1.0%	-12.0%
Alaska	12,370	2,989	3,572	3,654	3,439	-72.2	15.1	-5.9
Arizona	72,158	37,122	19,366	17,078	14,036	-80.5	-62.2	-17.8
Arkansas	25,047	8,741	8,632	7,383	6,395	-74.5	-26.8	-13.4
California	923,358	477,465	601,286	571,728	533,081	-42.3	11.6	-6.8
Colorado	40,244	9,094	8,064	14,687	17,270	-57.1	89.9	17.6
Connecticut	60,965	19,424	16,750	15,148	14,335	-76.5	-26.2	-5.4
Delaware	11,227	3,997	5,745	5,083	4,792	-57.3	19.9	-5.7
District of Columbia	27,420	5,237	9,410	6,812	4,388	-84.0	-16.2	-35.6
Florida	238,564	48,608	58,144	55,507	53,087	-77.7	9.2	-4.4
Georgia	141,154	22,740	20,686	18,738	16,481	-88.3	-27.5	-12.0
Guam	2,088	NA	1,260	1,319	1,342	-35.7	NA	1.7
Hawaii	21,489	6,621	10,240	9,801	8,865	-58.7	33.9	-9.6
Idaho	8,953	1,527	1,848	1,866	1,843	-79.4	20.7	-1.2
Illinois	241,091	20,562	27,177	20,323	20,354	-91.6	-1.0	0.2
Indiana	69,933	31,103	31,461	13,878	11,195	-84.0	-64.0	-19.3
Iowa	38,022	19,762	21,037	18,348	16,126	-57.6	-18.4	-12.1
Kansas	28,838	12,853	15,647	9,129	7,553	-73.8	-41.2	-17.3
Kentucky	76,824	29,323	31,336	30,840	29,488	-61.6	0.6	-4.4
Louisiana	82,792	11,106	11,117	8,619	6,151	-92.6	-44.6	-28.6

State	1994	2007	2010	2012	2013	Percent Change to Dec. 2013 from Dec ...		
						1994	2007	2012
Maine	22,025	12,235	15,435	28,737	26,609	20.8	117.5	-7.4
Maryland	80,890	20,466	26,160	23,069	21,310	-73.7	4.1	-7.6
Massachusetts	105,769	52,473	51,179	65,681	71,012	-32.9	35.3	8.1
Michigan	209,695	69,327	67,596	41,309	30,316	-85.5	-56.3	-26.6
Minnesota	61,343	26,387	24,726	23,469	22,267	-63.7	-15.6	-5.1
Mississippi	53,221	11,631	12,078	10,891	9,260	-82.6	-20.4	-15.0
Missouri	91,802	39,054	39,617	36,911	32,161	-65.0	-17.6	-12.9
Montana	11,660	3,192	3,694	3,266	3,487	-70.1	9.2	6.8
Nebraska	15,427	7,515	8,406	6,895	6,379	-58.7	-15.1	-7.5
Nevada	15,559	7,410	11,066	10,600	11,914	-23.4	60.8	12.4
New Hampshire	11,078	4,497	6,168	6,381	6,080	-45.1	35.2	-4.7
New Jersey	113,293	34,175	35,153	33,046	28,894	-74.5	-15.5	-12.6
New Mexico	34,854	12,195	21,664	16,389	13,206	-62.1	8.3	-19.4
New York	463,692	155,798	158,133	158,323	153,078	-67.0	-1.7	-3.3
North Carolina	128,848	24,544	23,639	21,001	18,575	-85.6	-24.3	-11.6
North Dakota	5,309	2,072	1,931	1,489	1,366	-74.3	-34.1	-8.3
Ohio	236,298	80,629	103,513	71,095	64,371	-72.8	-20.2	-9.5
Oklahoma	45,893	8,951	9,472	8,282	7,270	-84.2	-18.8	-12.2
Oregon	39,967	19,299	33,123	44,899	43,762	9.5	126.8	-2.5
Pennsylvania	208,949	55,389	59,034	74,212	69,667	-66.7	25.8	-6.1
Puerto Rico	56,132	12,356	14,621	13,392	12,088	-78.5	-2.2	-9.7
Rhode Island	22,599	8,349	6,778	6,362	5,815	-74.3	-30.4	-8.6
South Carolina	50,251	14,428	19,038	13,388	11,770	-76.6	-18.4	-12.1
South Dakota	6,521	2,904	3,290	3,268	3,204	-50.9	10.3	-2.0
Tennessee	105,616	55,161	63,150	53,888	50,850	-51.9	-7.8	-5.6
Texas	281,011	57,002	52,972	43,306	38,460	-86.3	-32.5	-11.2
Utah	17,240	5,140	6,811	4,614	4,382	-74.6	-14.7	-5.0
Vermont	9,707	4,242	3,335	3,674	3,083	-68.2	-27.3	-16.1
Virgin Islands	1,264	399	511	425	432	-65.8	8.3	1.6
Virginia	74,203	31,041	37,105	32,242	28,857	-61.1	-7.0	-10.5
Washington	102,603	52,013	69,805	49,541	42,747	-58.3	-17.8	-13.7
West Virginia	39,546	8,725	10,676	9,144	8,862	-77.6	1.6	-3.1
Wisconsin	73,714	17,788	25,270	24,920	27,522	-62.7	54.7	10.4
Wyoming	5,400	265	312	335	380	-93.0	43.4	13.4
Total	4,971,819	1,703,910	1,952,451	1,795,299	1,668,051	-66.4	-2.2	-7.1

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

**Notes:** Caseload data for 2007 through 2013 include those families in Separate State Programs with expenditures countable toward the TANF maintenance of effort (MOE) requirement.

**Table B-6. TANF Families by Number of Parents in Assisted Unit by State: December 2013**

State	Single Parent	Two Parent	No Parent	Totals	Single Parent	Two Parent	No Parent
Alabama	10,886	205	7,303	18,394	59.2%	1.1%	39.7%
Alaska	2,149	371	919	3,439	62.5	10.8	26.7
Arizona	7,618	492	5,926	14,036	54.3	3.5	42.2
Arkansas	3,826	152	2,417	6,395	59.8	2.4	37.8
California	250,617	50,353	232,111	533,081	47.0	9.4	43.5
Colorado	10,017	1,240	6,013	17,270	58.0	7.2	34.8
Connecticut	8,360	0	5,975	14,335	58.3	0.0	41.7
Delaware	1,658	23	3,111	4,792	34.6	0.5	64.9
District of Columbia	2,990	0	1,398	4,388	68.1	0.0	31.9
Florida	12,841	628	39,618	53,087	24.2	1.2	74.6
Georgia	3,746	0	12,735	16,481	22.7	0.0	77.3
Guam	418	184	740	1,342	31.1	13.7	55.1
Hawaii	5,160	2,089	1,616	8,865	58.2	23.6	18.2
Idaho	137	0	1,706	1,843	7.4	0.0	92.6
Illinois	6,910	0	13,444	20,354	33.9	0.0	66.1
Indiana	3,215	123	7,857	11,195	28.7	1.1	70.2
Iowa	9,878	871	5,377	16,126	61.3	5.4	33.3
Kansas	3,871	476	3,206	7,553	51.3	6.3	42.4
Kentucky	10,570	689	18,229	29,488	35.8	2.3	61.8
Louisiana	1,724	0	4,427	6,151	28.0	0.0	72.0
Maine	23,450	635	2,524	26,609	88.1	2.4	9.5
Maryland	13,771	0	7,539	21,310	64.6	0.0	35.4
Massachusetts	45,481	5,174	20,357	71,012	64.0	7.3	28.7
Michigan	17,022	0	13,294	30,316	56.1	0.0	43.9
Minnesota	11,746	0	10,521	22,267	52.8	0.0	47.2
Mississippi	4,266	0	4,994	9,260	46.1	0.0	53.9
Missouri	24,809	0	7,352	32,161	77.1	0.0	22.9
Montana	1,735	300	1,452	3,487	49.8	8.6	41.6
Nebraska	2,949	0	3,430	6,379	46.2	0.0	53.8
Nevada	5,826	1,380	4,708	11,914	48.9	11.6	39.5
New Hampshire	4,591	70	1,419	6,080	75.5	1.2	23.3

State	Single Parent	Two Parent	No Parent	Totals	Single Parent	Two Parent	No Parent
New Jersey	20,584	0	8,310	28,894	71.2	0.0	28.8
New Mexico	6,493	1,052	5,661	13,206	49.2	8.0	42.9
New York	96,191	2,830	54,057	153,078	62.8	1.8	35.3
North Carolina	5,064	222	13,289	18,575	27.3	1.2	71.5
North Dakota	692	0	674	1,366	50.7	0.0	49.3
Ohio	16,353	2,139	45,879	64,371	25.4	3.3	71.3
Oklahoma	2,457	0	4,813	7,270	33.8	0.0	66.2
Oregon	38,498	0	5,264	43,762	88.0	0.0	12.0
Pennsylvania	48,995	979	19,693	69,667	70.3	1.4	28.3
Puerto Rico	8,973	730	2,385	12,088	74.2	6.0	19.7
Rhode Island	3,545	449	1,821	5,815	61.0	7.7	31.3
South Carolina	5,825	0	5,945	11,770	49.5	0.0	50.5
South Dakota	846	0	2,358	3,204	26.4	0.0	73.6
Tennessee	31,964	272	18,614	50,850	62.9	0.5	36.6
Texas	10,419	0	28,041	38,460	27.1	0.0	72.9
Utah	2,262	0	2,120	4,382	51.6	0.0	48.4
Vermont	1,413	211	1,459	3,083	45.8	6.8	47.3
Virgin Islands	432	0	0	432	100.0	0.0	0.0
Virginia	17,620	0	11,237	28,857	61.1	0.0	38.9
Washington	22,143	3,987	16,617	42,747	51.8	9.3	38.9
West Virginia	3,948	0	4,914	8,862	44.5	0.0	55.5
Wisconsin	15,017	893	11,612	27,522	54.6	3.2	42.2
Wyoming	136	12	232	380	35.8	3.2	61.1
Totals	872,107	79,231	716,713	1,668,051	52.3	4.7	43.0

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

**Notes:** Caseload data for 2007 through 2013 include those families in Separate State Programs with expenditures countable toward the TANF maintenance of effort (MOE) requirement.

**Table B-7. TANF All-Family Work Participation Rate by State:  
FY2002 Through FY2011**

State	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
United States	28.9%	27.5%	29.4%	30.3%	30.6%	29.75	29.4%	29.4%	29.0%	29.5%
Alabama	37.3	37.1	37.9	38.6	41.6	34.0	37.4	32.4	37.1	40.6
Alaska	39.6	41.1	43.6	45.7	45.6	46.8	42.8	37.2	33.3	38.5
Arizona	25.9	13.4	25.5	30.3	29.6	30.0	27.8	27.1	29.1	33.5
Arkansas	21.4	22.4	27.3	28.3	27.9	35.3	38.8	37.1	34.1	36.1
California	27.3	24.0	23.1	25.9	22.2	22.3	25.1	26.8	26.2	27.8
Colorado	35.9	32.5	34.7	25.8	30.0	27.3	32.3	37.8	33.6	32.1
Connecticut	26.6	30.6	24.3	33.8	30.8	28.8	25.3	34.4	37.2	59.2
Delaware	11.7	18.2	22.1	22.6	25.3	32.7	48.8	37.5	38.8	39.0
District of Columbia	16.4	23.1	18.2	23.5	17.1	35.0	49.6	23.5	15.0	20.0
Florida	30.4	33.1	40.4	38.0	41.0	64.2	42.4	46.1	47.5	44.8
Georgia	8.2	10.9	24.8	57.2	64.9	54.2	59.0	57.1	67.5	66.0
Hawaii	32.5	34.6	40.3	35.5	37.3	28.7	34.4	40.3	47.6	51.2
Idaho	40.7	43.7	41.0	39.9	44.2	53.0	59.5	52.0	49.5	51.6
Illinois	58.4	57.8	46.1	43.0	53.0	55.5	42.6	49.3	49.1	44.1
Indiana	45.3	40.3	36.3	30.9	26.7	27.5	29.4	17.5	19.2	19.5
Iowa	51.2	45.1	50.0	47.8	39.0	40.2	41.1	35.4	34.8	37.6
Kansas	37.6	32.4	88.0	86.7	77.2	12.8	19.6	23.9	27.2	27.6
Kentucky	32.4	32.8	38.1	39.7	44.6	38.2	38.0	37.3	46.4	52.5
Louisiana	38.7	34.6	35.4	34.6	38.4	42.2	40.0	34.4	27.4	25.3
Maine	44.5	27.7	32.1	28.3	26.6	21.9	11.4	16.8	19.7	19.1
Maryland	8.3	9.1	16.0	20.5	44.5	46.7	36.9	44.0	40.7	43.6
Massachusetts	9.2	8.4	10.3	12.6	13.6	17.0	44.7	47.5	22.2	7.3
Michigan	28.9	25.3	24.5	22.0	21.6	28.0	33.6	27.9	22.8	26.6
Minnesota	31.2	25.0	26.8	28.9	30.3	28.1	29.9	29.8	40.2	43.9
Mississippi	18.5	17.2	21.0	22.6	35.5	61.9	63.2	67.5	66.3	65.1
Missouri	25.4	28.0	19.5	20.0	18.7	14.0	14.2	13.2	17.5	14.4
Montana	37.9	37.4	86.7	83.1	79.2	46.4	44.2	44.2	51.6	49.0
Nebraska	22.8	29.4	34.5	31.8	32.0	23.0	51.2	50.3	49.5	51.9
Nevada	21.6	22.3	34.5	42.3	47.8	34.0	42.1	39.4	37.6	37.8
New Hampshire	32.6	28.2	30.2	24.6	24.1	42.0	47.4	46.5	46.6	49.2
New Jersey	36.4	35.0	34.6	29.0	29.2	33.0	18.9	20.1	19.9	17.5
New Mexico	42.7	42.0	46.2	41.6	42.3	36.4	37.5	43.1	42.5	42.0
New York	38.5	37.1	37.8	35.2	37.8	38.0	37.3	33.4	35.0	33.8

State	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
North Carolina	27.4	25.3	31.4	27.5	32.4	32.4	24.5	32.3	37.1	49.5
North Dakota	30.4	27.0	25.3	31.4	51.9	58.7	50.2	61.0	68.7	67.6
Ohio	56.1	62.2	65.2	58.3	54.9	23.7	24.5	23.3	23.1	27.3
Oklahoma	26.7	29.2	33.2	34.0	32.9	38.1	29.2	23.0	24.3	24.9
Oregon	8.0	14.7	32.1	14.9	15.2	14.7	24.1	9.5	8.4	14.1
Pennsylvania	10.4	9.9	7.1	15.2	26.1	48.9	38.6	45.8	46.0	39.3
Puerto Rico	5.6	6.1	7.5	13.1	13.1	8.2	11.6	8.7	8.6	11.8
Rhode Island	24.6	24.3	23.7	24.2	24.9	26.8	17.5	13.8	12.0	11.0
South Carolina	30.2	28.6	53.7	54.3	49.5	53.3	51.7	45.1	37.2	37.3
South Dakota	42.5	46.1	54.8	57.5	57.9	53.5	62.2	59.4	61.4	56.7
Tennessee	14.3	13.4	13.0	14.3	16.8	45.9	25.2	25.5	26.5	27.4
Texas	21.1	28.1	34.2	38.9	42.0	34.6	29.3	37.0	36.1	39.4
Utah	27.9	28.1	26.2	30.3	42.5	49.8	37.6	32.6	33.8	26.3
Vermont	21.4	24.3	24.9	22.4	22.2	22.4	23.2	29.0	34.9	40.5
Virginia	22.6	29.9	50.1	46.3	53.9	43.5	45.4	44.3	42.9	44.0
Washington	49.8	46.2	35.4	38.6	36.1	25.4	18.3	23.0	24.2	15.0
West Virginia	19.2	14.2	11.7	16.3	26.2	15.4	17.6	19.6	25.9	32.9
Wisconsin	69.4	67.2	61.3	44.3	36.2	36.7	37.1	39.9	42.5	37.6
Wyoming	82.9	83.0	77.8	82.1	77.2	65.4	50.5	61.3	63.4	68.7
Guam	0.0	0.0	0.0	0.0	0.0	2.5	0.0	0.0	1.0	2.3
Virgin Islands	17.7	5.0	10.6	16.9	14.5	17.1	15.5	7.1	9.2	8.4

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

**Notes:** FY2002 through FY2006 work participation rates are based on federal work participation standard rules. They exclude the effects of “grandfathered” waivers of pre-1996. The 1996 welfare reform law gave states the option to continue their pre-reform “waiver” programs and have their work participation rates based on the rules of the state waivers, not the federal rules. The last of these pre-1996 waivers expired in 2006. The all-family work participation rates for FY2002 through FY2006 that include the effect of the waivers are slightly higher than the rates shown here.

**Table B-8. TANF Two-Parent Work Participation Rate: FY2002-FY2011**

(NA denotes not applicable; state has no two-parent families in the participation rate calculation)

State	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
United States	44.2%	41.8%	45%	40.8%	45.9%	35.7%	27.6%	28.3%	33.4%	32.0%
Alabama	NA	NA	NA	NA	NA	29.1	28.1	24.7	28.6	34.3
Alaska	44.5	44.6	52.8	54.7	54.2	58.6	47.0	40.5	35.3	62.6
Arizona	52.2	55.3	65.6	74.2	67.5	72.1	64.3	62.6	72.8	73.0
Arkansas	24.4	31.8	34.4	45.9	22.3	19.2	32.0	21.7	21.5	24.8
California	NA	NA	NA	NA	NA	31.7	26.5	28.6	35.6	33.9
Colorado	45.6	40.1	37.5	32.1	35.2	31.4	30.8	33.3	28.6	23.6
Connecticut	NA	NA	NA	NA	NA	26.8	NA	NA	NA	NA
Delaware	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
District of Columbia	13.4	19.6	20.1	35.9	13.1	NA	NA	NA	NA	NA
Florida	NA	NA	NA	NA	NA	59.4	37.5	54.4	56.4	56.1
Georgia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Hawaii	NA	NA	NA	NA	NA	NA	70.4	NA	56.3	63.7
Idaho	40.2	42.3	37.1	41.4	39.2	NA	NA	NA	NA	NA
Illinois	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Indiana	NA	NA	NA	NA	NA	30.7	31.4	17.8	18.7	16.0
Iowa	41.6	39.2	NA	NA	NA	39.7	39.8	27.0	28.0	32.6
Kansas	38.5	30.3	93.7	92.8	82.3	12.1	15.5	25.6	28.9	31.0
Kentucky	43.7	46.2	51.2	48.9	51.3	48.1	38.8	35.1	42.7	49.6
Louisiana	57.2	39.0	38.0	37.0	42.5	NA	NA	NA	NA	NA
Maine	58.2	29.2	NA	NA	NA	30.1	8.6	16.6	17.2	18.7
Maryland	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Massachusetts	12.9	12.0	15.4	13.5	NA	NA	96.4	92.8	90.1	NA
Michigan	46.5	36.2	35.7	30.4	26.2	NA	NA	NA	NA	NA
Minnesota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Mississippi	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Missouri	27.5	NA	NA	NA	NA	NA	NA	NA	NA	NA
Montana	54.8	55.9	90.8	85.4	83.3	55.8	51.6	58.7	57.2	58.6
Nebraska	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Nevada	NA	NA	NA	NA	NA	45.7	51.4	46.8	45.2	46.3
New Hampshire	30.4	NA	NA	NA	NA	NA	NA	NA	NA	NA
New Jersey	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
New Mexico	57.5	52.0	55.3	57.5	54.5	47.2	50.9	63.0	57.4	49.2
New York	56.3	52.2	48.3	43.4	48.9	NA	NA	NA	NA	NA
North Carolina	46.7	49.2	47.2	44.7	54.0	53.6	51.3	46.6	60.9	66.7



State	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
North Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Ohio	60.0	67.8	68.4	58.1	55.5	29.3	27.9	23.1	25.4	29.5
Oklahoma	NA	50.5	NA	NA	NA	NA	NA	NA	NA	NA
Oregon	18.9	23.4	35.5	21.1	22.6	12.6	11.1	5.9	7.2	7.4
Pennsylvania	11.0	8.8	15.0	17.7	32.5	89.8	79.8	84.2	86.8	61.6
Puerto Rico	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Rhode Island	93.8	94.9	94.9	95.1	94.3	98.5	94.5	13.6	9.2	8.3
South Carolina	30.1	25.5	55.9	63.7	64.7	88.0	NA	NA	NA	NA
South Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Tennessee	NA	NA	NA	NA	NA	44.1	11.9	0.0	0.0	0.0
Texas	NA	NA	NA	NA	NA	59.2	NA	NA	NA	NA
Utah	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Vermont	32.7	37.5	38.2	35.8	33.9	31.6	31.8	24.0	38.2	45.7
Virginia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Washington	50.7	44.3	31.1	37.7	43.1	25.2	17.2	18.6	22.3	14.8
West Virginia	26.5	25.2	NA	NA	NA	16.4	NA	NA	89.6	NA
Wisconsin	39.3	40.3	33.1	25.5	17.1	20.9	31.6	33.0	31.1	22.0
Wyoming	93.8	91.5	87.5	65.2	75.9	74.1	69.4	75.7	48.5	80.4
Guam	0.0	0.0	0.0	0.0	0.0	4.1	0.0	0.0	1.1	1.5
Virgin Islands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

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

**Notes:** FY2002 through FY2006 work participation rates are based on federal work participation standard rules. They exclude the effects of “grandfathered” waivers of pre-1996. The 1996 welfare reform law gave states the option to continue their pre-reform “waiver” programs and have their work participation rates based on the rules of the state waivers, not the federal rules. The last of these pre-1996 waivers expired in 2006. The all-family work participation rates for FY2002 through FY2006 that include the effect of the waivers are slightly higher than the rates shown here.

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