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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 (name redacted))

**TANF Funding and Expenditures.** TANF provides fixed funding for the 50 states, the District of Columbia, the territories, and American Indian tribes. The basic block grant totals \$16.5 billion per year. States are also required in total to contribute, from their own funds, at least \$10.3 billion annually under a maintenance-of-effort (MOE) requirement.

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 FY2015, expenditures on basic assistance totaled \$7.9 billion—25% of total federal TANF and MOE dollars. Basic assistance is often—but not exclusively—paid as cash. TANF also contributes funds for child care and services for children who have been, or are at risk of being, abused and neglected. Some states also count expenditures in pre-kindergarten programs toward the MOE requirement.

**The TANF Assistance Caseload.** A total of 1.4 million families, composed of 3.5 million recipients, received TANF- or MOE-funded cash in March 2017. The bulk of the “recipients” were children—2.6 million in that month. The assistance caseload is heterogeneous. The type of family historically thought of as the “typical” assistance family—one with an unemployed adult recipient—accounted for 35% of all families on the rolls in FY2015. Additionally, 29% of cash assistance families had an employed adult, while 36% of all TANF families were “child-only” and 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 2015, the maximum monthly benefit for a family of three ranged from \$923 in Alaska to \$170 in Mississippi. In all states, the maximum TANF cash assistance amount for this sized family was less than 50% of poverty-level income.

**Work Requirements.** TANF’s main federal work requirement is actually a performance measure that applies to the states, rather than individual recipients. States determine the work rules that apply to individual recipients. TANF law requires states to engage 50% of all families and 90% of two-parent families in work activities, though these standards can be reduced by “credits.” Therefore, the effective standards states face are often less than the 50% or 90% targets, and vary by state. In FY2016, states achieved, on average, an all-family participation rate of 51.9% and a two-parent rate of 70.8%. In FY2016, four jurisdictions failed to meet the all-family participation standard: Colorado, Nevada, Wisconsin, and Guam. This is a reduction from FY2012, when 16 states failed that standard. In FY2016, 11 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.

## Contents

Introduction .....	1
Funding and Expenditures.....	1
How Are TANF Programs Funded? .....	1
How Much Has the Value of the TANF Basic Block Grant Changed Over Time? .....	1
How Have States Used TANF Funds? .....	2
How Much of the TANF Grant Has Gone Unspent? .....	3
The Caseload .....	4
How Many Families Receive TANF- or MOE-Funded Benefits and Services? .....	4
How Many Families and People Currently Receive TANF- or MOE-Funded “Assistance”? .....	4
How Does the Current Assistance Caseload Level Compare with Historical Levels? .....	5
What Are the Characteristics of Families Receiving TANF Assistance? .....	6
TANF Cash Benefits: How Much Does a Family Receive in TANF Cash Per Month?.....	7
TANF Work Participation Standards .....	8
What Is the TANF Work Participation Standard States Must Meet? .....	8
Have There Been Changes in the Work Participation Rules Enacted Since the 1996 Welfare Reform Law? .....	9
What Work Participation Rates Have the States Achieved?.....	9
How Many Jurisdictions Have Failed the All-Families Standard? .....	10
Have States Met the Two-Parent Work Participation Standard? .....	12

## Figures

Figure 1. Uses of TANF and MOE Funds, FY2015 .....	3
Figure 2. Number of Families Receiving Cash Assistance, July 1959-March 2017 .....	5
Figure 3. Characteristics of Assistance Families, Selected Years FY1988 to FY2015 .....	6
Figure 4. TANF Cash Assistance Maximum Monthly Benefit Amounts for a Single Parent Family with Two Children, 50 States and the District of Columbia, July 2015 .....	8
Figure 5. National Average TANF Work Participation Rate for All Families, FY2002-FY2016 .....	10

## Tables

Table 1. TANF Basic Block Grant Funding in Constant Dollars .....	2
Table 2. TANF Assistance Caseload: March 2017 .....	4
Table 3. States Failing TANF All-Families Work Participation Standard: FY2002-FY2016.....	11
Table 4. Two-Parent TANF Work Participation Standard, Status by State: FY2002-FY2016 .....	14
Table A-1. Trends in the Cash Assistance Caseload: 1961 to 2016.....	17
Table A-2. Families Receiving AFDC/TANF Cash Assistance by Family Category, Selected Years, FY1988 to FY2015 .....	19

Table B-1. Use of FY2015 TANF and MOE Funds by Category.....	20
Table B-2. Use of FY2015 TANF and MOE Funds by Category as a Percentage of Total Federal TANF and State MOE Funding .....	23
Table B-3. Unspent TANF Funds at the End of FY2015.....	26
Table B-4. Number of Families, Recipients, Children, and Adults Receiving TANF Assistance by State, March 2017 .....	27
Table B-5. Number of Needy Families with Children Receiving Assistance by State, March of Selected Years.....	29
Table B-6. TANF Assistance Families by Number of Parents by State: March 2017 .....	31

## **Appendixes**

Appendix A. Supplementary Tables .....	17
Appendix B. State Tables .....	20

## **Contacts**

Author Contact Information .....	32
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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 a discussion of TANF rules, see CRS Report RL32748, *The Temporary Assistance for Needy Families (TANF) Block Grant: A Primer on TANF Financing and Federal Requirements*, by (name redacted)

## Funding and Expenditures

### How Are TANF Programs Funded?

TANF programs are funded through a combination of federal and state funds. In FY2018, TANF has two federal grants to states. The bulk of the TANF funding is in a basic block grant to the states, totaling \$16.5 billion for the 50 states, the District of Columbia, the territories, and American Indian tribes. There is also a contingency fund available that provides extra federal funds to states that meet certain conditions.

Additionally, states are required to expend a minimum amount of their own funds for TANF and TANF-related activities under what is known as the maintenance of effort (MOE) requirement. States are required to spend at least 75% of what they spent in FY1994 on TANF's predecessor programs. The minimum MOE amount, in total, is \$10.3 billion per year for the 50 states, the District of Columbia, and the territories.

### How Much Has the Value of the TANF Basic Block Grant Changed Over Time?

TANF was created in the 1996 welfare reform law, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193). A TANF basic block grant amount—both nationally and for each state—was established in the 1996 welfare reform law. The amount established in that law for the 50 States, District of Columbia, territories, and tribes was \$16.6 billion in total. From FY1997 through FY2016, that amount remained the same. It was not adjusted for changes that occur over time, such as inflation, the size of the TANF assistance caseload, or changes in the poverty population. During this period, the real (inflation-adjusted) value of the block grant declined by one-third (33.1%).

Beginning with FY2017, the state family assistance grant was reduced by 0.33% from its historical levels to finance TANF-related research and technical assistance. The reduced block grant amount is \$16.5 billion. In real (inflation-adjusted) terms, the FY2017 block grant was 34.7% below its value in FY1997. **Table 1** shows the state family assistance grant, in both nominal (actual) and real (inflation-adjusted) dollars for each year, FY1997 through FY2017.

**Table I. TANF Basic Block Grant Funding in Constant Dollars**

Fiscal Year	State Family Assistance Grant (50 States, DC, Territories, and Tribes, Billions of \$)	State Family Assistance Grant in FY1997 Dollars (Billions of \$)	Cumulative Change in the Purchasing Power of the State Family Assistance Grant
1997	\$16.567	\$16.567	
1998	16.567	16.300	-1.6%
1999	16.567	15.993	-3.5
2000	16.567	15.501	-6.4
2001	16.567	15.017	-9.4
2002	16.567	14.796	-10.7
2003	16.567	14.456	-12.7
2004	16.567	14.128	-14.7
2005	16.567	13.679	-17.4
2006	16.567	13.193	-20.4
2007	16.567	12.891	-22.2
2008	16.567	12.342	-25.5
2009	16.567	12.382	-25.3
2010	16.567	12.177	-26.5
2011	16.567	11.862	-28.4
2012	16.567	11.583	-30.1
2013	16.567	11.397	-31.2
2014	16.567	11.215	-32.3
2015	16.567	11.181	-32.5
2016	16.567	11.078	-33.1
2017	16.512	10.819	-34.7

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

**Notes:** Constant dollars were computed using the Consumer Price Index for all Urban Consumers (CPI-U).

## How Have States Used TANF Funds?

**Figure 1** shows the uses of federal TANF grants to states and state MOE funds in FY2015. In FY2015, a total of \$31.7 billion of both federal TANF and state MOE expenditures were either expended or transferred to other block grant programs. Basic assistance, ongoing benefits to families to meet basic needs, represented 25% (\$7.9 billion) of total FY2015 TANF and MOE dollars.

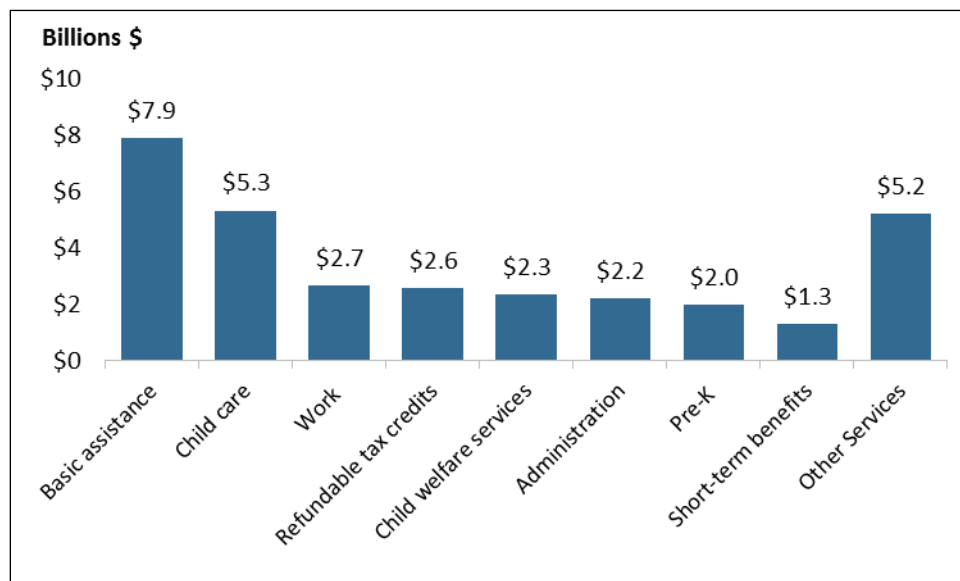
TANF is a major contributor of child care funding. In FY2015, \$5.3 billion (17% of all TANF and MOE funds) were either expended on child care or transferred to the child care block grant (the Child Care and Development Fund, or CCDF). TANF work-related activities (including education and training) was the third largest TANF and MOE spending category at \$2.7 billion, or 8% of total TANF and MOE funds. TANF also helps low-wage parents by helping to finance state

refundable tax credits, such as state add-ons to the Earned Income Tax Credit. TANF and MOE expenditures on refundable tax credits in FY2015 totaled \$2.6 billion, or 8% of total TANF and MOE spending.

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. This was the fifth largest TANF spending category at \$2.3 billion, or 7.4% of all TANF and MOE spending. TANF also helps fund state pre-Kindergarten (pre-K) programs, short-term and emergency benefits, and a wide range of other social services.

**Figure 1. Uses of TANF and MOE Funds, FY2015**

(Total = \$31.7 Billion)



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

**Note:** Detail does not add to totals because of rounding.

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 FY2015 (September 30, 2015, the latest data currently available), a total of \$4.1 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 FY2015, states had made such commitments to spend—that is, had obligated—a total of \$1.4 billion. At the end of FY2015, states had \$2.6 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 *assistance*. There is no complete reporting on families receiving other TANF benefits and services.

Assistance is defined as benefits provided to families to meet ongoing, basic needs.<sup>1</sup> It is most often paid in cash. However, some states use TANF or MOE funds to provide an “earnings supplement” to working parents added to monthly Supplemental Nutrition Assistance Program (SNAP) allotments, or provide food assistance for immigrants barred from regular SNAP benefits in certain states. This form of nutrition aid meets an ongoing need and thus is considered TANF assistance.

As discussed in a previous section of this report, TANF basic assistance accounts for about 25% of all TANF expenditures. Therefore, the federal reporting requirements that pertain to families receiving “assistance” are 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 “Assistance”?

**Table 2** provides assistance caseload information. A total of 1.4 million families, composed of 3.5 million recipients, received TANF- or MOE-funded assistance in March 2017. The bulk of the “recipients” were children—2.6 million in that month. For state-by-state assistance caseloads, see **Table B-4**.

**Table 2. TANF Assistance Caseload: March 2017**

Families	1,385,775
Recipients	3,523,172
Children	2,562,386
Adults	960,786

**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.

<sup>1</sup> The definition of TANF assistance is not in statute. However, because the statutory language has most TANF requirements triggered by a family receiving “assistance,” the Department of Health and Human Services (HHS) regulations define assistance at 45 C.F.R. §260.31.



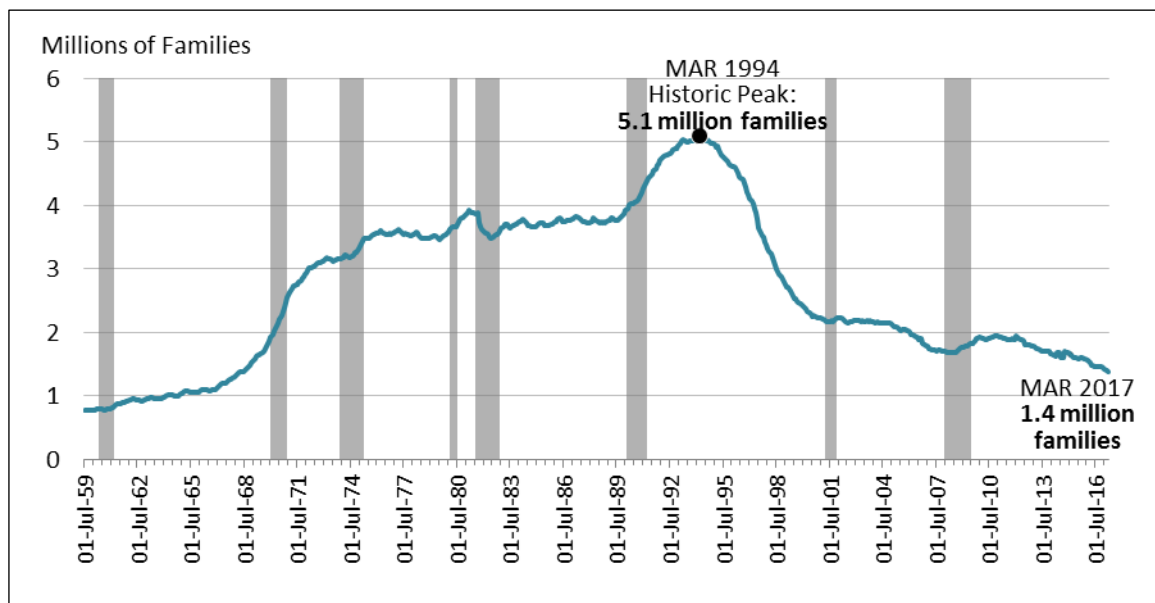
## How Does the Current Assistance Caseload Level Compare with Historical Levels?

**Figure 2** provides a long-term historical perspective on the number of families receiving assistance, from July 1959 to March 2017. Before 1997, these are families that received cash assistance from the Aid to Families with Dependent Children (AFDC) program. From 1997 onward, these are families that received assistance from TANF.

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 assistance peaked in March 1994 at 5.1 million families. The 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 1.7 million families in August 2008, peaking in December 2010 at close to 2.0 million families. In March 2017, the assistance caseload had declined to 1.4 million families.

**Figure 2. Number of Families Receiving Cash Assistance, July 1959-March 2017**



**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 March 2017, includes families receiving assistance from Separate State Programs (SSPs) with expenditures countable toward the TANF maintenance of effort requirement. See **Table A-1** for average annual data on families, recipients, adult recipients, and child recipients of ADC, AFDC, and TANF cash assistance for 1961 to 2017.

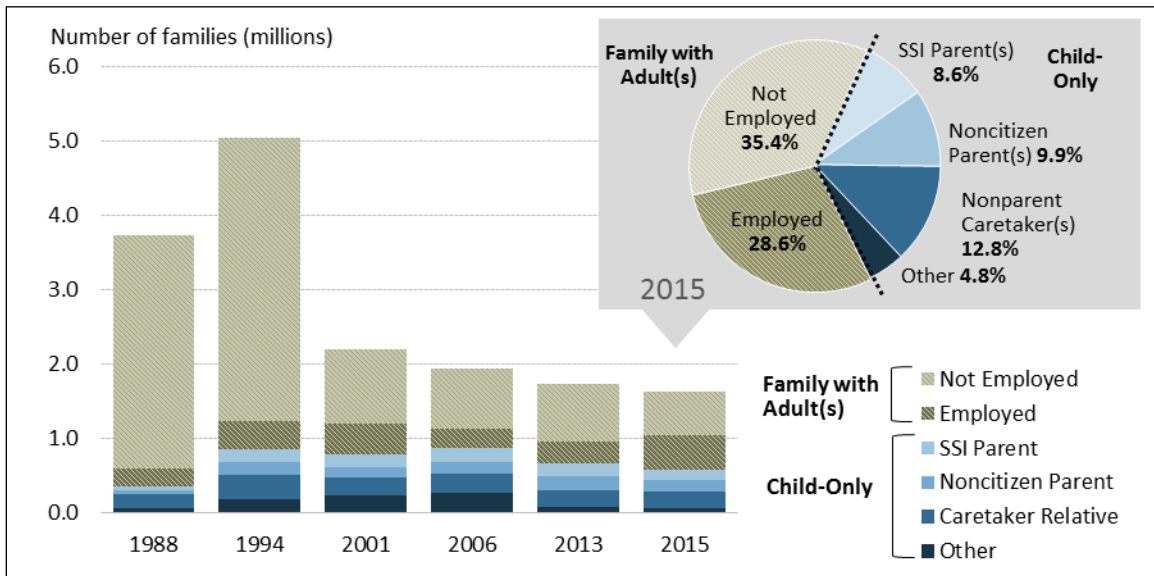
Table B-5 shows recent trends in the number of cash assistance families by state.

## What Are the Characteristics of Families Receiving TANF Assistance?

Historically, the “typical” family receiving assistance 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 assistance caseload decline has occurred together with a major shift in the composition of the rolls. **Figure 3** shows the change in the size and composition of the assistance caseload under both AFDC (1988 and 1994) and under TANF. In FY1988, an estimated 84% of AFDC families were headed by an unemployed adult recipient. In FY2015, families with an unemployed adult recipient represented 35% of all cash assistance families. This decline occurred, in large part, as the number of families headed by unemployed adult recipients declined more rapidly than other components of the assistance caseload. In FY1994, a monthly average of 3.8 million families per month who received AFDC cash assistance had adult recipients who were not working. In FY2015, a monthly average of 578,000 families per month had adult recipients or work-eligible individuals, with no adult recipient or work-eligible individual working.

With the decline in families headed by unemployed adults, the share of the caseload that represent families with employed adults and “child only” families has increased. In FY2015, families with employed adult recipients represented 29% of all assistance families. “Child-only” families are those where no adult recipient receives benefits in their own right; the family receives benefits on behalf of its children. The share of the caseload that was child-only in FY2015 was 36%. In FY2015, families with a non-recipient, non-parent relative (grandparents, aunts, uncles) represented 13% of all assistance families. Families with ineligible, noncitizen adults or adults who have not reported their citizenship status made up 10% of the assistance caseload in that year. Families where the parent received Supplemental Security Income (SSI) and the children received TANF made up 9% of all assistance families in FY2015.

**Figure 3. Characteristics of Assistance Families, Selected Years FY1988 to FY2015**



Source: Congressional Research Service (CRS) tabulations of the TANF national data files.

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

## **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.

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.

**Figure 4** shows the maximum monthly TANF cash benefit by state for a single mother caring for two children (family of three) in July 2015.<sup>2</sup> The benefit amounts shown are those for a single-parent family with two children.<sup>3</sup> For a family of three, the maximum TANF benefit paid in July 2015 varied from \$170 per month in Mississippi to \$923 per month in Alaska. The map shows a regional pattern to the maximum monthly benefit paid, with lower benefit amounts in the South than in other regions. In all states, the maximum TANF cash assistance amount for this sized family was less than 50% of poverty-level income.<sup>4</sup>

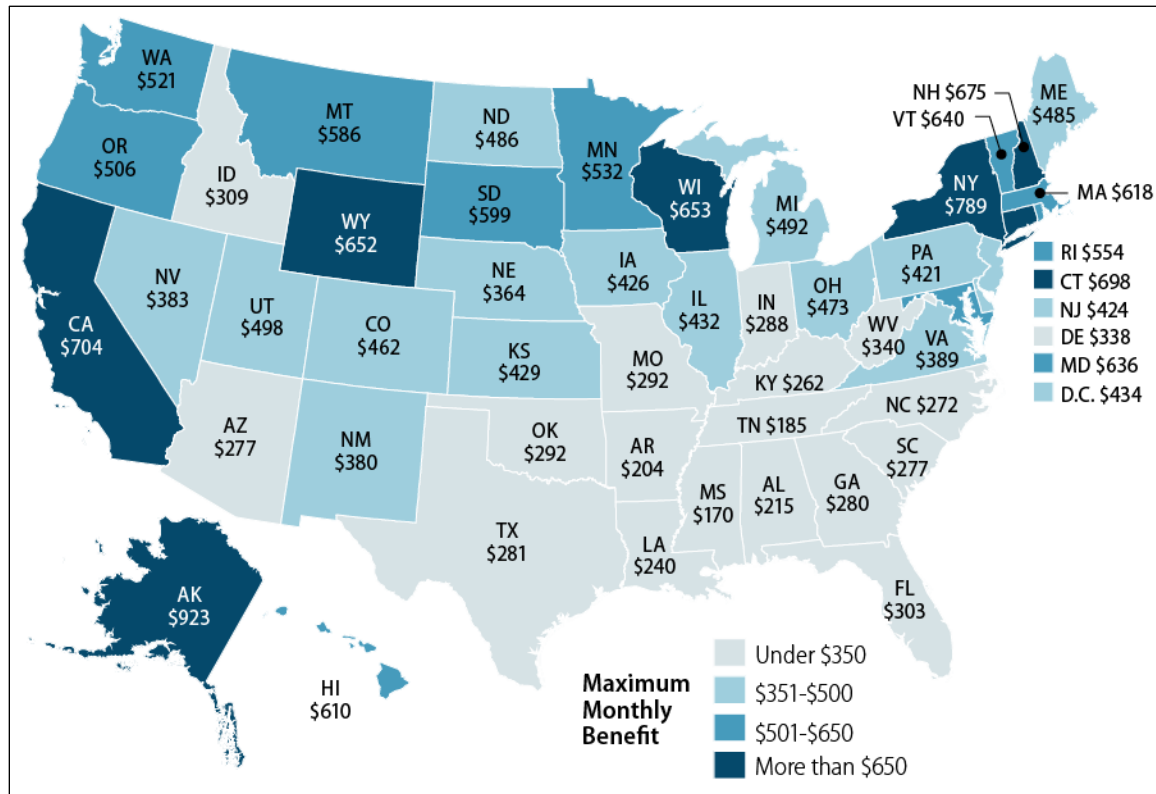
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<sup>2</sup> States are not required to report to the federal government their cash assistance benefit amounts in either the TANF state plan (under Section 402 of the Social Security Act) or in annual program reports (under Section 411 of the Social 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> 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.

<sup>4</sup> In 2015, the HHS poverty guidelines for the contiguous 48 states and the District of Columbia for a family of three was \$1,674 per month. Higher poverty lines applied in Alaska (\$2,093 per month for a family of three) and Hawaii (\$1,925 per month for a family of three).

**Figure 4. TANF Cash Assistance Maximum Monthly Benefit Amounts for a Single Parent Family with Two Children, 50 States and the District of Columbia, July 2015**



**Source:** Congressional Research Service (CRS), based on data from the Urban Institute’s *Welfare Rules Database*. The welfare rules database has information for the 50 States and District of Columbia. It does not have information on TANF assistance programs in Puerto Rico, Guam, and the Virgin Islands or tribal TANF programs.

## TANF Work Participation Standards

TANF’s main federal work requirement is actually a performance measure that applies to the states, rather than individual recipients. States determine the work rules that apply to individual recipients.

### 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.

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

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 and by year.

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.

## 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 (DRA, 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.
- States were required to develop plans and procedures to verify work activities.

The American Recovery and Reinvestment Act of 2009 (ARRA, P.L. 111-5), a law enacted in response to the sharp economic downturn of 2007-2009, held states “harmless” for caseload increases affecting the work participation standards for FY2009 through FY2011. It did so by allowing states to “freeze” caseload reduction credits at pre-recession levels through the FY2011 standards.

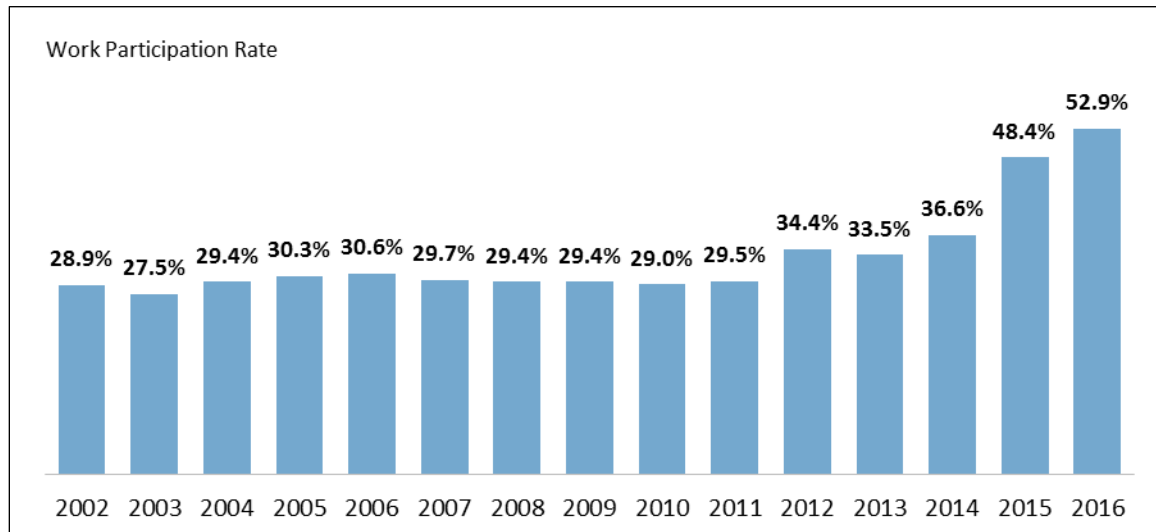
## What Work Participation Rates Have the States Achieved?

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).

**Figure 5** shows the national average all-families work participation rate for FY2002 through FY2016. For the period FY2002 through FY2011, states achieved an average all-families work participation rate hovering around 30%. The work participation rate increased since then. In FY2016, it exceeded 50% for the first time since TANF was established. However, it is important

to note that the increase in the work participation rate has not come from an increase in the number of recipients in regular TANF assistance programs who are either working or in job preparation activities. This increase stems mostly from states creating new “earnings supplement” programs that use TANF funds to aid working parents in the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps) or who have left the regular TANF assistance programs for work.<sup>6</sup>

**Figure 5. National Average TANF Work Participation Rate for All Families, FY2002-FY2016**



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

## How Many Jurisdictions Have Failed the All-Families Standard?

**Table 3** shows which states failed the TANF all-families work participation standards from FY2005 through FY2016. Before FY2007, the first year that DRA was effective, only a few jurisdictions failed to meet TANF all-families work participation standards. However, in FY2007, 15 jurisdictions failed to meet the all-families standard. FY2007 was the first year in which policies under the DRA were effective. This number declined to 9 in FY2008 and 8 in FY2009.

In FY2012, despite the uptick in the national average work participation rate, 16 states failed to meet the all-family standard, the largest number of states that did not meet their participation standards in any one year since the enactment of TANF. FY2012 was the year that ARRA’s “freeze” of the caseload reduction credit expired, and states were generally required to meet higher standards than in previous years.

The number of jurisdictions that failed to meet the all-families standard declined over the FY2012 to FY2016 period. In FY2016, four jurisdictions failed to meet the all-family participation standard: Colorado, Nevada, Wisconsin, and Guam.

<sup>6</sup> For a discussion of TANF-funded earnings supplement programs and the work participation rate, see CRS Report R44751, *Temporary Assistance for Needy Families (TANF): The Work Participation Standard and Engagement in Welfare-to-Work Activities*.

**Table 3. States Failing TANF All-Families Work Participation Standard:  
FY2002-FY2016**

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

State	Pre-DRA		Post-DRA									
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Alabama												
Alaska								X				
Arizona												
Arkansas												
California			X	X	X	X	X	X	X	X		
Colorado								X	X	X	X	X
Connecticut		X										
Delaware												
District of Columbia					X	X	X					
Florida												
Georgia												
Hawaii												
Idaho								X				
Illinois												
Indiana	X	X	X									
Iowa												
Kansas												
Kentucky			X									
Louisiana												
Maine			X	X	X	X	X	X				
Maryland												
Massachusetts												
Michigan			X	X		X	X					
Minnesota			X									
Mississippi												
Missouri				X	X		X	X	X			
Montana												
Nebraska												
Nevada			X					X	X	X	X	X
New Hampshire												
New Jersey												

State	Pre-DRA		Post-DRA									
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
New Mexico			X									
New York												
North Carolina												
North Dakota												
Ohio			X	X	X	X	X					
Oklahoma												
Oregon			X	X	X	X	X	X	X			
Pennsylvania									X	X		
Puerto Rico			X	X	X	X	X	X	X	X		
Rhode Island								X				
South Carolina								X				
South Dakota												
Tennessee												
Texas												
Utah												
Vermont			X					X	X	X	X	
Virginia								X				
Washington								X	X	X		
West Virginia			X	X								
Wisconsin								X	X	X	X	X
Wyoming												
Guam	X	X	X	X	X	X	X	X	X	X	X	X
Virgin Islands			X									
Totals	2	3	15	9	8	8	9	16	11	9	5	4

**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 percentage too can be lowered by caseload reduction.

**Table 4** shows whether each state met its two-parent work participation standard for FY2005 through FY2016. 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. 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. 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.

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. Of the 28 jurisdictions that had two-parent families in their FY2016 TANF work participation calculation, 17 met the standard and 11 did not.

**Table 4. Two-Parent TANF Work Participation Standard, Status by State: FY2002-FY2016**

(“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-DRA		Post DRA									
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Alabama	NA	NA	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Alaska	YES	YES	NO	NO	NO	NO	YES	NO	NO	NO	NO	NO
Arizona	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Arkansas	YES	NO	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES
California	NA	NA	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO
Colorado	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO
Connecticut	NA	NA	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA
Delaware	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
District of Columbia	NO	NO	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Florida	NA	NA	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES
Georgia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Hawaii	NA	NA	NA	YES	NA	YES	YES	YES	YES	YES	YES	YES
Idaho	YES	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Illinois	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Indiana	NA	NA	NO	YES	YES	YES	YES	NO	YES	YES	YES	YES
Iowa	NA	NA	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES
Kansas	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES
Kentucky	YES	YES	YES	NO	NO	YES	YES	NO	NO	NO	NO	NO
Louisiana	YES	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA

State	Pre-DRA		Post DRA									
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Maine	NA	NA	YES	NO	NO	NO	NO	NO	NO	NO	NO	YES
Maryland	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Massachusetts	YES	NA	NA	YES	YES	YES	NA	YES	YES	YES	YES	YES
Michigan	YES	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Minnesota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Mississippi	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Missouri	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Montana	YES	YES	YES	YES	YES	YES	YES	YES	YES	NO	YES	YES
Nebraska	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Nevada	NA	NA	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
New Hampshire	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
New Jersey	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
New Mexico	YES	YES	NO	YES	YES	YES	YES	YES	NO	YES	YES	YES
New York	YES	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
North Carolina	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	NO	NO
North Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Ohio	YES	YES	NO	YES	YES	YES	YES	YES	NO	NO	NO	NO
Oklahoma	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Oregon	YES	YES	NO	NO	NO	NO	NO	NO	NO	NA	YES	YES
Pennsylvania	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Puerto Rico	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Rhode Island	YES	YES	YES	YES	NO	NO	NO	NO	NO	NO	NO	NO
South Carolina	YES	YES	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA

State	Pre-DRA		Post DRA									
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
South Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Tennessee	NA	NA	YES	YES	YES	YES	YES	NA	NO	NO	NO	NO
Texas	NA	NA	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA
Utah	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Vermont	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	YES
Virginia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Washington	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	YES
West Virginia	NA	NA	NO	NA	NA	YES	NA	NA	NA	NA	NA	NA
Wisconsin	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO
Wyoming	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO
Guam	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
Virgin Islands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Number of Jurisdictions without Two-Parent Families	29	29	24	26	27	25	27	27	27	26	26	26
Number of Jurisdictions with Two-Parent Families	25	25	30	28	27	29	27	27	27	28	28	28
Number of Jurisdictions Meeting Two-Parent Standard	23	21	22	22	20	23	22	7	9	10	13	17
Number of Jurisdictions Failing Two-Parent Standard	2	3	7	6	7	6	5	20	18	18	15	11

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

## Appendix A. Supplementary Tables

**Table A-I. Trends in the Cash Assistance Caseload: 1961 to 2016**

Year	Families (millions)	Recipients (millions)	Adults (millions)	Children (millions)	TANF Child Recipients	
					As a Percentage of All Children	As a Percentage 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
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

Year	Families (millions)	Recipients (millions)	Adults (millions)	Children (millions)	TANF Child Recipients	
					As a Percentage of All Children	As a Percentage of All Poor Children
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
2012	1.852	4.402	1.104	3.298	4.4	20.3
2013	1.726	4.042	0.993	3.050	4.1	19.1
2014	1.650	3.957	1.007	2.950	4.0	18.9
2015	1.609	4.126	1.155	2.971	4.0	20.4
2016	1.488	3.785	1.044	2.741	3.7	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).

**Table A-2. Families Receiving AFDC/TANF Cash Assistance by Family Category, Selected Years, FY1988 to FY2015**

	1988	1994	2001	2006	2013	2015
Adult Recipient or Work-Eligible Parent/Not Working	3,136,566	3,798,997	992,445	825,490	781,473	578,482
Adult Recipient or Work-Eligible Parent/Working	243,573	378,620	420,794	259,001	302,079	467,298
Child-Only/SSI Parent	59,988	171,391	171,951	176,670	156,215	141,176
Child-Only/Noncitizen Parent	47,566	184,397	125,900	153,445	196,103	162,418
Child-Only/Caretaker Relative	188,598	328,290	255,984	261,944	234,499	208,836
Child-Only/Other	71,661	184,567	235,282	280,851	79,054	77,872
Totals	3,747,952	5,046,263	2,202,356	1,957,402	1,749,424	1,636,082
Adult Recipient or Work-Eligible Parent/Not Working	83.7%	75.3%	45.1%	42.2%	44.7%	35.4%
Adult Recipient or Work-Eligible Parent/Working	6.5	7.5	19.1	13.2	17.3	28.6
Child-Only/SSI Parent	1.6	3.4	7.8	9.0	8.9	8.6
Child-Only/Noncitizen Parent	1.3	3.7	5.7	7.8	11.2	9.9
Child-Only/Caretaker Relative	5.0	6.5	11.6	13.4	13.4	12.8
Child-Only/Other	1.9	3.7	10.7	14.3	4.5	4.8
Totals	100.0	100.0	100.0	100.0	100.0	100.0

**Source:** Congressional Research Service (CRS) tabulations of the FY1988 and FY1994 AFDC Quality Control (QC) data files and the FY2001, FY2006, FY2013, and FY2015 TANF National Data Files.

**Notes:** FY2001 through FY2015 data include families receiving assistance from separate state programs (SSPs) with expenditures countable toward the TANF maintenance of effort (MOE) requirement. For FY2013 and FY2015, TANF families with an adult recipient include those families with “work-eligible” non-recipient parents. These include non-recipient parents who have been time-limited or sanctioned off the rolls, but the family continues to receive a reduced benefit. For FY2001 and FY2006, such families cannot be identified and are classified as “child-only” families.

## Appendix B. State Tables

**Table B-1. Use of FY2015 TANF and MOE Funds by Category**  
(Dollars in millions)

State	Basic Assistance	Child Care	Work (including Education and Training)	Refundable Tax Credits	Child Welfare Services	Administra-tion	Pre-Kindergarten and Early Childhood	Short-Term (and Emergency) Benefits	Other Benefits and Services	Total
Alabama	31.559	5.881	3.517	0.000	29.767	13.982	16.470	27.277	41.509	169.961
Alaska	46.192	18.604	10.042	0.000	0.000	4.410	0.000	0.016	8.112	87.377
Arizona	52.908	2.718	1.542	0.000	250.709	54.467	0.000	32.307	78.325	472.975
Arkansas	9.212	0.385	15.905	0.000	0.000	15.713	90.559	7.215	5.323	144.312
California	2,838.727	896.083	1,062.483	0.000	0.976	587.709	0.000	242.658	1,009.655	6,638.290
Colorado	76.899	4.126	10.735	4.768	44.076	17.434	62.943	8.116	72.528	301.625
Connecticut	69.820	56.293	16.374	0.000	55.229	43.249	83.617	12.964	167.081	504.628
Delaware	21.009	50.595	6.026	0.000	0.000	5.731	0.000	2.461	13.035	98.857
District of Columbia	76.761	59.532	38.161	20.000	0.000	6.301	0.000	51.742	14.395	266.893
Florida	177.244	301.641	47.358	0.000	270.946	81.396	0.000	0.836	69.163	948.584
Georgia	96.903	22.183	12.488	0.000	280.016	17.587	0.000	0.074	110.109	539.359
Hawaii	52.319	4.972	98.200	0.000	2.157	16.607	0.000	0.714	98.529	273.496
Idaho	7.793	10.178	5.130	0.000	1.477	5.362	1.606	10.372	1.343	43.261
Illinois	68.487	868.183	21.026	42.608	232.846	2.498	46.154	0.916	92.100	1,374.817
Indiana	20.433	100.591	15.036	31.910	0.000	23.670	0.000	0.000	103.600	295.239
Iowa	40.449	49.326	12.976	26.899	51.987	8.066	0.000	0.203	28.880	218.787



State	Basic Assistance	Child Care	Work (including Education and Training)	Refundable Tax Credits	Child Welfare Services	Administration	Pre-Kindergarten and Early Childhood	Short-Term (and Emergency) Benefits	Other Benefits and Services	Total
Kansas	19.610	14.173	3.358	46.863	23.266	9.042	14.105	0.001	31.994	162.413
Kentucky	139.796	46.770	32.697	0.000	0.000	14.393	0.000	0.000	20.486	254.142
Louisiana	18.827	5.219	28.558	16.973	30.547	16.300	68.485	11.126	33.824	229.860
Maine	40.490	9.595	3.091	2.815	1.237	5.298	5.387	4.458	12.851	85.221
Maryland	111.435	25.868	33.560	161.702	33.302	31.159	86.193	66.979	51.579	601.779
Massachusetts	266.156	331.905	176.099	115.985	14.941	34.693	0.861	96.741	74.787	1,112.168
Michigan	149.705	21.546	4.651	45.843	93.908	56.999	205.124	70.940	726.223	1,374.939
Minnesota	84.902	135.224	56.428	174.884	0.000	39.776	5.700	29.592	19.344	545.849
Mississippi	11.350	19.069	16.581	0.000	16.847	3.297	0.000	0.000	26.735	93.879
Missouri	77.131	44.460	26.795	0.000	0.000	5.813	0.000	174.879	90.772	419.851
Montana	16.612	10.351	12.236	0.000	1.614	5.203	0.000	2.528	4.186	52.729
Nebraska	23.968	23.499	15.142	36.792	4.337	5.024	0.000	0.000	0.238	109.001
Nevada	45.851	0.000	1.125	0.000	0.000	11.292	0.000	0.000	32.539	90.806
New Hampshire	19.310	8.782	6.755	0.000	3.227	9.889	0.000	2.727	10.321	61.010
New Jersey	190.506	111.917	85.038	195.071	0.000	59.376	455.799	15.912	69.108	1,182.726
New Mexico	52.746	30.528	11.031	48.312	0.174	7.795	6.100	0.000	79.176	235.862
New York	1,574.483	414.270	158.663	1,510.254	337.151	390.079	233.737	221.423	625.341	5,465.402
North Carolina	52.293	190.761	8.711	0.000	121.121	43.838	100.552	4.919	45.104	567.301
North Dakota	4.751	1.113	3.363	0.000	23.851	4.180	0.000	0.018	1.336	38.612
Ohio	270.717	378.295	69.988	0.000	7.248	122.117	0.000	55.329	163.747	1,067.440

State	Basic Assistance	Child Care	Work (including Education and Training)	Refundable Tax Credits	Child Welfare Services	Administration	Pre-Kindergarten and Early Childhood	Short-Term (and Emergency) Benefits	Other Benefits and Services	Total
Oklahoma	28.345	76.617	12.011	0.000	17.500	18.933	11.796	8.027	41.533	214.761
Oregon	126.404	12.964	20.251	2.022	8.048	49.411	8.116	30.826	89.697	347.739
Pennsylvania	284.168	435.783	105.437	0.000	0.000	82.782	0.000	14.717	169.080	1,091.966
Rhode Island	20.369	29.282	9.674	6.376	0.000	12.597	0.000	0.000	88.772	167.070
South Carolina	40.791	4.085	18.089	0.000	0.000	22.416	0.000	0.000	94.975	180.356
South Dakota	14.025	0.803	3.988	0.000	0.919	2.928	0.000	2.912	3.165	28.741
Tennessee	82.102	31.977	32.785	0.000	0.000	35.826	61.801	0.000	11.885	256.376
Texas	58.130	0.000	74.133	0.000	365.229	51.415	374.495	4.382	71.144	998.929
Utah	21.581	19.731	29.871	0.000	0.462	5.783	0.631	2.485	20.667	101.211
Vermont	17.726	32.551	0.152	19.921	3.402	7.177	0.000	2.730	13.532	97.190
Virginia	82.836	37.474	49.705	0.000	0.000	20.689	0.000	2.221	79.613	272.539
Washington	154.052	209.055	160.897	0.000	0.000	75.899	48.716	44.825	355.835	1,049.279
West Virginia	24.587	9.076	0.683	0.000	12.977	28.705	0.000	20.158	29.807	125.993
Wisconsin	120.227	173.490	37.296	62.500	3.727	28.385	0.000	37.523	119.504	582.652
Wyoming	4.881	0.000	0.547	0.000	0.000	7.068	0.000	3.411	12.112	28.019
<b>Total</b>	<b>7,937.580</b>	<b>5,347.523</b>	<b>2,686.385</b>	<b>2,572.496</b>	<b>2,345.221</b>	<b>2,229.760</b>	<b>1,988.947</b>	<b>1,329.659</b>	<b>5,234.699</b>	<b>31,672.269</b>

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

**Table B-2. Use of FY2015 TANF and MOE Funds by Category as a Percentage of Total Federal TANF and State MOE Funding**

State	Basic Assistance	Child Care	Work (including Education and Training)	Refundable Tax Credits	Child Welfare Services	Administration	Pre-Kindergarten and Early Childhood	Short-Term (and Emergency) Benefits	Other Benefits and Services	Total
Alabama	18.6%	3.5%	2.1%	0.0%	17.5%	8.2%	9.7%	16.0%	24.4%	100.0%
Alaska	52.9	21.3	11.5	0.0	0.0	5.0	0.0	0.0	9.3	100.0
Arizona	11.2	0.6	0.3	0.0	53.0	11.5	0.0	6.8	16.6	100.0
Arkansas	6.4	0.3	11.0	0.0	0.0	10.9	62.8	5.0	3.7	100.0
California	42.8	13.5	16.0	0.0	0.0	8.9	0.0	3.7	15.2	100.0
Colorado	25.5	1.4	3.6	1.6	14.6	5.8	20.9	2.7	24.0	100.0
Connecticut	13.8	11.2	3.2	0.0	10.9	8.6	16.6	2.6	33.1	100.0
Delaware	21.3	51.2	6.1	0.0	0.0	5.8	0.0	2.5	13.2	100.0
District of Columbia	28.8	22.3	14.3	7.5	0.0	2.4	0.0	19.4	5.4	100.0
Florida	18.7	31.8	5.0	0.0	28.6	8.6	0.0	0.1	7.3	100.0
Georgia	18.0	4.1	2.3	0.0	51.9	3.3	0.0	0.0	20.4	100.0
Hawaii	19.1	1.8	35.9	0.0	0.8	6.1	0.0	0.3	36.0	100.0
Idaho	18.0	23.5	11.9	0.0	3.4	12.4	3.7	24.0	3.1	100.0
Illinois	5.0	63.1	1.5	3.1	16.9	0.2	3.4	0.1	6.7	100.0
Indiana	6.9	34.1	5.1	10.8	0.0	8.0	0.0	0.0	35.1	100.0
Iowa	18.5	22.5	5.9	12.3	23.8	3.7	0.0	0.1	13.2	100.0
Kansas	12.1	8.7	2.1	28.9	14.3	5.6	8.7	0.0	19.7	100.0
Kentucky	55.0	18.4	12.9	0.0	0.0	5.7	0.0	0.0	8.1	100.0
Louisiana	8.2	2.3	12.4	7.4	13.3	7.1	29.8	4.8	14.7	100.0
Maine	47.5	11.3	3.6	3.3	1.5	6.2	6.3	5.2	15.1	100.0

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State	Basic Assistance	Child Care	Work (including Education and Training)	Refundable Tax Credits	Child Welfare Services	Administration	Pre-Kindergarten and Early Childhood	Short-Term (and Emergency) Benefits	Other Benefits and Services	Total
Maryland	18.5	4.3	5.6	26.9	5.5	5.2	14.3	11.1	8.6	100.0
Massachusetts	23.9	29.8	15.8	10.4	1.3	3.1	0.1	8.7	6.7	100.0
Michigan	10.9	1.6	0.3	3.3	6.8	4.1	14.9	5.2	52.8	100.0
Minnesota	15.6	24.8	10.3	32.0	0.0	7.3	1.0	5.4	3.5	100.0
Mississippi	12.1	20.3	17.7	0.0	17.9	3.5	0.0	0.0	28.5	100.0
Missouri	18.4	10.6	6.4	0.0	0.0	1.4	0.0	41.7	21.6	100.0
Montana	31.5	19.6	23.2	0.0	3.1	9.9	0.0	4.8	7.9	100.0
Nebraska	22.0	21.6	13.9	33.8	4.0	4.6	0.0	0.0	0.2	100.0
Nevada	50.5	0.0	1.2	0.0	0.0	12.4	0.0	0.0	35.8	100.0
New Hampshire	31.7	14.4	11.1	0.0	5.3	16.2	0.0	4.5	16.9	100.0
New Jersey	16.1	9.5	7.2	16.5	0.0	5.0	38.5	1.3	5.8	100.0
New Mexico	22.4	12.9	4.7	20.5	0.1	3.3	2.6	0.0	33.6	100.0
New York	28.8	7.6	2.9	27.6	6.2	7.1	4.3	4.1	11.4	100.0
North Carolina	9.2	33.6	1.5	0.0	21.4	7.7	17.7	0.9	8.0	100.0
North Dakota	12.3	2.9	8.7	0.0	61.8	10.8	0.0	0.0	3.5	100.0
Ohio	25.4	35.4	6.6	0.0	0.7	11.4	0.0	5.2	15.3	100.0
Oklahoma	13.2	35.7	5.6	0.0	8.1	8.8	5.5	3.7	19.3	100.0
Oregon	36.4	3.7	5.8	0.6	2.3	14.2	2.3	8.9	25.8	100.0
Pennsylvania	26.0	39.9	9.7	0.0	0.0	7.6	0.0	1.3	15.5	100.0
Rhode Island	12.2	17.5	5.8	3.8	0.0	7.5	0.0	0.0	53.1	100.0

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State	Basic Assistance	Child Care	Work (including Education and Training)	Refundable Tax Credits	Child Welfare Services	Administration	Pre-Kindergarten and Early Childhood	Short-Term (and Emergency) Benefits	Other Benefits and Services	Total
South Carolina	22.6	2.3	10.0	0.0	0.0	12.4	0.0	0.0	52.7	100.0
South Dakota	48.8	2.8	13.9	0.0	3.2	10.2	0.0	10.1	11.0	100.0
Tennessee	32.0	12.5	12.8	0.0	0.0	14.0	24.1	0.0	4.6	100.0
Texas	5.8	0.0	7.4	0.0	36.6	5.1	37.5	0.4	7.1	100.0
Utah	21.3	19.5	29.5	0.0	0.5	5.7	0.6	2.5	20.4	100.0
Vermont	18.2	33.5	0.2	20.5	3.5	7.4	0.0	2.8	13.9	100.0
Virginia	30.4	13.8	18.2	0.0	0.0	7.6	0.0	0.8	29.2	100.0
Washington	14.7	19.9	15.3	0.0	0.0	7.2	4.6	4.3	33.9	100.0
West Virginia	19.5	7.2	0.5	0.0	10.3	22.8	0.0	16.0	23.7	100.0
Wisconsin	20.6	29.8	6.4	10.7	0.6	4.9	0.0	6.4	20.5	100.0
Wyoming	17.4	0.0	2.0	0.0	0.0	25.2	0.0	12.2	43.2	100.0
Total	25.1	16.9	8.5	8.1	7.4	7.0	6.3	4.2	16.5	100.0

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

**Notes:** Detail may not add to totals because of rounding.

**Table B-3. Unspent TANF Funds at the End of FY2015**

(September 30, 2015, in millions of dollars)

State	Unliquidated Obligations	Unobligated Balances
Alabama	\$11.250	\$41.834
Alaska	0.000	57.417
Arizona	0.000	4.834
Arkansas	33.433	10.851
California	175.109	0.000
Colorado	0.000	78.909
Connecticut	0.000	0.000
Delaware	0.376	9.531
District of Columbia	0.000	89.999
Florida	43.844	41.724
Georgia	32.078	10.023
Hawaii	8.555	125.948
Idaho	0.000	30.442
Illinois	0.000	0.000
Indiana	323.911	5.250
Iowa	20.354	1.800
Kansas	0.981	58.804
Kentucky	0.000	30.228
Louisiana	12.950	0.000
Maine	0.000	92.013
Maryland	0.000	0.000
Massachusetts	0.000	0.000
Michigan	0.000	57.433
Minnesota	83.101	0.000
Mississippi	0.000	35.780
Missouri	16.133	0.283
Montana	0.000	42.917
Nebraska	0.000	59.982
Nevada	6.361	0.000
New Hampshire	0.000	44.539
New Jersey	8.238	6.000
New Mexico	93.551	0.000
New York	70.428	92.243
North Carolina	15.982	0.000
North Dakota	0.000	10.973

State	Unliquidated Obligations	Unobligated Balances
Ohio	227.462	137.023
Oklahoma	52.448	0.000
Oregon	0.000	22.080
Pennsylvania	55.939	771.983
Rhode Island	0.000	11.466
South Carolina	24.466	0.000
South Dakota	0.000	20.462
Tennessee	0.000	242.828
Texas	124.788	0.000
Utah	0.000	120.855
Vermont	0.000	0.175
Virginia	0.080	78.114
Washington	0.000	45.853
West Virginia	0.000	22.354
Wisconsin	0.000	88.148
Wyoming	4.553	24.196
Totals	1,446.369	2,625.295

**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 Assistance by State, March 2017**

State	Families	Recipients	Children	Adults
Alabama	9,673	21,858	17,499	4,359
Alaska	3,174	8,682	5,841	2,841
Arizona	8,554	17,897	14,229	3,668
Arkansas	3,184	7,084	5,315	1,769
California	520,855	1,496,075	1,052,125	443,950
Colorado	16,322	43,090	30,421	12,669
Connecticut	8,890	17,417	12,679	4,738
Delaware	4,012	11,216	6,767	4,449
District of Columbia	3,871	8,642	6,925	1,717
Florida	45,606	74,179	62,798	11,381
Georgia	11,073	20,766	19,218	1,548
Guam	601	1,290	1,068	222
Hawaii	5,351	14,646	10,220	4,426

<b>State</b>	<b>Families</b>	<b>Recipients</b>	<b>Children</b>	<b>Adults</b>
Idaho	1,914	2,738	2,710	28
Illinois	13,636	29,486	25,554	3,932
Indiana	7,485	15,020	13,517	1,503
Iowa	11,288	27,869	20,611	7,258
Kansas	4,563	10,310	7,872	2,438
Kentucky	21,872	58,639	35,844	22,795
Louisiana	5,518	13,288	11,143	2,145
Maine	18,831	61,612	37,410	24,202
Maryland	19,062	47,024	34,843	12,181
Massachusetts	51,803	126,133	86,911	39,222
Michigan	14,467	34,451	27,994	6,457
Minnesota	18,897	44,792	34,992	9,800
Mississippi	5,152	10,169	8,046	2,123
Missouri	13,320	30,499	22,982	7,517
Montana	4,020	9,989	7,314	2,675
Nebraska	5,251	12,848	10,628	2,220
Nevada	9,114	23,024	17,479	5,545
New Hampshire	4,708	11,361	8,051	3,310
New Jersey	13,979	31,509	24,182	7,327
New Mexico	10,823	27,237	20,597	6,640
New York	138,007	353,582	250,299	103,283
North Carolina	15,605	27,869	24,842	3,027
North Dakota	1,064	2,546	2,131	415
Ohio	55,826	104,036	91,867	12,169
Oklahoma	6,822	15,094	13,005	2,089
Oregon	45,976	137,585	87,820	49,765
Pennsylvania	51,597	127,824	94,449	33,375
Puerto Rico	7,238	19,645	12,136	7,509
Rhode Island	6,224	10,479	7,776	2,703
South Carolina	8,790	19,049	16,042	3,007
South Dakota	3,010	5,935	5,415	520
Tennessee	26,801	59,606	46,454	13,152
Texas	27,301	59,273	52,343	6,930
Utah	3,950	9,823	7,156	2,667
Vermont	3,186	7,325	5,175	2,150
Virgin Islands	222	681	458	223
Virginia	20,904	42,173	32,130	10,043



State	Families	Recipients	Children	Adults
Washington	42,027	98,205	67,156	31,049
West Virginia	7,077	14,175	11,422	2,753
Wisconsin	16,719	36,048	29,489	6,559
Wyoming	560	1,379	1,036	343
Totals	1,385,775	3,523,172	2,562,386	960,786

**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.

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

State	1994	2007	2010	2016	2017	Change to 2017 from....		
						1994	2010	2016
Alabama	51,217	18,005	20,740	11,124	9,673	-81.1	-53.4	-13.0
Alaska	13,209	3,376	3,296	2,989	3,174	-76.0	-3.7	6.2
Arizona	71,713	35,617	35,227	9,731	8,554	-88.1	-75.7	-12.1
Arkansas	26,355	8,600	8,492	3,834	3,184	-87.9	-62.5	-17.0
California	916,427	471,775	576,355	593,370	520,855	-43.2	-9.6	-12.2
Colorado	42,541	11,149	11,785	16,375	16,322	-61.6	38.5	-0.3
Connecticut	59,351	20,890	17,261	11,276	8,890	-85.0	-48.5	-21.2
Delaware	11,592	4,027	5,089	4,304	4,012	-65.4	-21.2	-6.8
District of Columbia	27,047	5,748	9,786	5,577	3,871	-85.7	-60.4	-30.6
Florida	248,514	47,337	57,471	47,566	45,606	-81.6	-20.6	-4.1
Georgia	141,859	24,681	20,464	12,829	11,073	-92.2	-45.9	-13.7
Guam	1,863	931	1,245	885	601	-67.7	-51.7	-32.1
Hawaii	20,395	6,410	9,630	6,460	5,351	-73.8	-44.4	-17.2
Idaho	9,016	1,661	1,742	1,938	1,914	-78.8	9.9	-1.2
Illinois	241,817	31,397	21,973	15,825	13,636	-94.4	-37.9	-13.8
Indiana	74,843	41,226	35,915	8,249	7,485	-90.0	-79.2	-9.3
Iowa	40,676	20,082	21,345	12,343	11,288	-72.2	-47.1	-8.5
Kansas	30,591	14,550	14,202	4,941	4,563	-85.1	-67.9	-7.7
Kentucky	81,141	29,788	30,028	21,532	21,872	-73.0	-27.2	1.6
Louisiana	88,059	10,730	10,273	5,560	5,518	-93.7	-46.3	-0.8
Maine	23,231	12,736	14,942	20,371	18,831	-18.9	26.0	-7.6
Maryland	81,253	19,077	24,052	20,841	19,062	-76.5	-20.7	-8.5

State	1994	2007	2010	2016	2017	Change to 2017 from....		
						1994	2010	2016
Massachusetts	112,803	44,579	49,062	54,681	51,803	-54.1	5.6	-5.3
Michigan	227,114	75,173	70,633	17,037	14,467	-93.6	-79.5	-15.1
Minnesota	64,055	26,513	24,048	19,169	18,897	-70.5	-21.4	-1.4
Mississippi	56,420	11,210	11,805	5,727	5,152	-90.9	-56.4	-10.0
Missouri	93,735	39,577	38,847	17,933	13,320	-85.8	-65.7	-25.7
Montana	12,278	3,184	3,742	3,035	4,020	-67.3	7.4	32.5
Nebraska	16,323	7,426	8,539	5,232	5,251	-67.8	-38.5	0.4
Nevada	14,011	6,424	10,365	9,869	9,114	-35.0	-12.1	-7.7
New Hampshire	11,574	5,183	6,247	5,045	4,708	-59.3	-24.6	-6.7
New Jersey	123,025	34,884	33,047	18,208	13,979	-88.6	-57.7	-23.2
New Mexico	33,847	14,017	19,342	11,190	10,823	-68.0	-44.0	-3.3
New York	457,660	159,447	156,188	145,307	138,007	-69.8	-11.6	-5.0
North Carolina	134,063	25,509	24,382	16,950	15,605	-88.4	-36.0	-7.9
North Dakota	6,079	2,016	2,037	1,090	1,064	-82.5	-47.8	-2.4
Ohio	254,021	77,624	103,012	57,409	55,826	-78.0	-45.8	-2.8
Oklahoma	47,428	9,283	9,315	7,152	6,822	-85.6	-26.8	-4.6
Oregon	43,617	18,872	30,199	51,576	45,976	5.4	52.2	-10.9
Pennsylvania	211,771	63,637	51,085	57,263	51,597	-75.6	1.0	-9.9
Puerto Rico	58,869	13,809	13,581	8,325	7,238	-87.7	-46.7	-13.1
Rhode Island	22,872	8,296	7,505	3,918	6,224	-72.8	-17.1	58.9
South Carolina	53,260	15,652	17,934	9,495	8,790	-83.5	-51.0	-7.4
South Dakota	7,129	2,825	3,209	2,999	3,010	-57.8	-6.2	0.4
Tennessee	111,740	62,395	61,685	30,630	26,801	-76.0	-56.6	-12.5
Texas	286,613	61,566	49,871	28,454	27,301	-90.5	-45.3	-4.1
Utah	17,908	5,146	6,724	3,655	3,950	-77.9	-41.3	8.1
Vermont	9,988	4,463	3,106	3,187	3,186	-68.1	2.6	0.0
Virgin Islands	1,078	440	507	264	222	-79.4	-56.2	-15.9
Virginia	75,854	31,354	36,744	22,856	20,904	-72.4	-43.1	-8.5
Washington	104,326	52,292	69,637	35,861	42,027	-59.7	-39.6	17.2
West Virginia	41,521	9,774	9,690	7,172	7,077	-83.0	-27.0	-1.3
Wisconsin	78,739	17,211	21,353	19,116	16,719	-78.8	-21.7	-12.5
Wyoming	5,857	273	352	446	560	-90.4	59.1	25.6
Totals	5,098,288	1,749,847	1,905,106	1,518,171	1,385,775	-72.8	-27.3	-8.7

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

**Notes:** Caseload data for 2000 through 2016 include those families in Separate State Programs with expenditures countable toward the TANF maintenance of effort (MOE) requirement.

**Table B-6. TANF Assistance Families by Number of Parents by State: March 2017**

State	Single Parent	Two Parent	No Parent	Total Families	Percent of Total TANF Assistance Families		
					Single Parent	Two Parent	No Parent
Alabama	4,172	72	5,429	9,673	43.1	0.7	56.1
Alaska	1,899	439	836	3,174	59.8	13.8	26.3
Arizona	3,127	221	5,206	8,554	36.6	2.6	60.9
Arkansas	1,608	63	1,513	3,184	50.5	2.0	47.5
California	280,508	96,030	144,317	520,855	53.9	18.4	27.7
Colorado	9,353	1,304	5,665	16,322	57.3	8.0	34.7
Connecticut	4,703	0	4,187	8,890	52.9	0.0	47.1
Delaware	1,096	15	2,901	4,012	27.3	0.4	72.3
District of Columbia	1,713	0	2,158	3,871	44.3	0.0	55.7
Florida	7,092	511	38,003	45,606	15.6	1.1	83.3
Georgia	1,499	0	9,574	11,073	13.5	0.0	86.5
Guam	146	29	426	601	24.3	4.8	70.9
Hawaii	3,207	869	1,275	5,351	59.9	16.2	23.8
Idaho	28	0	1,886	1,914	1.5	0.0	98.5
Illinois	3,256	0	10,380	13,636	23.9	0.0	76.1
Indiana	1,653	123	5,709	7,485	22.1	1.6	76.3
Iowa	5,888	623	4,777	11,288	52.2	5.5	42.3
Kansas	1,796	291	2,476	4,563	39.4	6.4	54.3
Kentucky	5,662	657	15,553	21,872	25.9	3.0	71.1
Louisiana	2,135	0	3,383	5,518	38.7	0.0	61.3
Maine	9,973	7,163	1,695	18,831	53.0	38.0	9.0
Maryland	11,635	444	6,983	19,062	61.0	2.3	36.6
Massachusetts	34,222	3,460	14,121	51,803	66.1	6.7	27.3
Michigan	5,695	0	8,772	14,467	39.4	0.0	60.6
Minnesota	9,893	0	9,004	18,897	52.4	0.0	47.6
Mississippi	2,102	0	3,050	5,152	40.8	0.0	59.2
Missouri	8,109	0	5,211	13,320	60.9	0.0	39.1
Montana	2,141	362	1,517	4,020	53.3	9.0	37.7
Nebraska	2,328	0	2,923	5,251	44.3	0.0	55.7
Nevada	3,856	759	4,499	9,114	42.3	8.3	49.4
New Hampshire	3,219	25	1,464	4,708	68.4	0.5	31.1
New Jersey	8,158	0	5,821	13,979	58.4	0.0	41.6
New Mexico	5,016	812	4,995	10,823	46.3	7.5	46.2

State	Single Parent	Two Parent	No Parent	Total Families	Percent of Total TANF Assistance Families		
					Single Parent	Two Parent	No Parent
New York	88,955	3,047	46,005	138,007	64.5	2.2	33.3
North Carolina	2,759	131	12,715	15,605	17.7	0.8	81.5
North Dakota	415	0	649	1,064	39.0	0.0	61.0
Ohio	9,780	975	45,071	55,826	17.5	1.7	80.7
Oklahoma	2,089	0	4,733	6,822	30.6	0.0	69.4
Oregon	31,895	7,223	6,858	45,976	69.4	15.7	14.9
Pennsylvania	32,228	643	18,726	51,597	62.5	1.2	36.3
Puerto Rico	6,445	429	364	7,238	89.0	5.9	5.0
Rhode Island	4,294	6	1,924	6,224	69.0	0.1	30.9
South Carolina	3,007	0	5,783	8,790	34.2	0.0	65.8
South Dakota	520	0	2,490	3,010	17.3	0.0	82.7
Tennessee	11,707	366	14,728	26,801	43.7	1.4	55.0
Texas	6,930	0	20,371	27,301	25.4	0.0	74.6
Utah	1,974	0	1,976	3,950	50.0	0.0	50.0
Vermont	1,475	325	1,386	3,186	46.3	10.2	43.5
Virgin Islands	186	0	36	222	83.8	0.0	16.2
Virginia	13,795	0	7,109	20,904	66.0	0.0	34.0
Washington	19,193	8,676	14,158	42,027	45.7	20.6	33.7
West Virginia	2,055	0	5,022	7,077	29.0	0.0	71.0
Wisconsin	5,392	336	10,991	16,719	32.3	2.0	65.7
Wyoming	267	38	255	560	47.7	6.8	45.5
Totals	692,249	136,467	557,059	1,385,775	50.0	9.8	40.2

**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.

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