

An hourglass-shaped graphic with a globe inside. The top bulb is dark blue, and the bottom bulb is light blue. The globe is a darker shade of blue. The hourglass is centered on the page.

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Report RL32760

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

Gene Falk, Domestic Social Policy Division

December 19, 2008

**Abstract.** This report provides responses to frequently asked questions about the Temporary Assistance for Needy Families (TANF) block grant. It is intended as a quick reference to provide easy access to information and data.

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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). Its funding was recently extended through FY2010 by the Deficit Reduction Act of 2005 (P.L. 109-171). This report responds to some frequently asked questions about TANF; it does not describe TANF rules (see, instead, CRS Report RL32748, *The Temporary Assistance for Needy Families (TANF) Block Grant: A Primer on TANF Financing and Federal Requirements*, by Gene Falk). It will be updated.

**Funding and Expenditures.** TANF provides fixed funding to states, the bulk of which is provided in a \$16.5 billion-per-year basic block grant. States are required in total to contribute, from their own funds, at least \$10.4 billion under a maintenance-of-effort (MOE) requirement. The basic block grant is not adjusted for inflation or changes in the cash welfare caseload (see “Caseload,” below). It has lost 25% of its value (purchasing power) to inflation from FY1997 through FY2008. Though TANF is best known for funding cash welfare payments for needy families with children, the block grant and associated state MOE funds are used for a wide variety of benefits and activities. In FY2006, expenditures on activities associated with a “traditional” cash welfare program—cash benefits, administrative costs, and spending on work activities—totaled only \$15 billion, a little more than half of total TANF and MOE funds. TANF also contributes funds for child care and services for children who have been, or are at risk of, abuse and neglect.

**Cash Welfare Caseload.** In June 2008, 1.7 million families, consisting of 3.9 million recipients, received TANF- or MOE-funded cash welfare. The cash welfare caseload is very heterogenous. The type of family historically thought of as the “typical” cash welfare family—one with an unemployed, adult recipient—accounted for less than half (45%) of all cash welfare families in FY2006. Another 13% of cash welfare families had an employed adult, while 42% of all families had no adult recipient. Child-only families include those with disabled adults receiving Supplemental Security Income (SSI), adults who are nonparents (e.g. grandparents, aunts uncles) caring for children, and families consisting of citizen children and noncitizen parents.

**Cash Welfare Benefits.** TANF cash benefits are set by states. In July 2006, the maximum monthly benefit for a family of 3 ranged from \$923 in Alaska to \$170 in Mississippi. Benefits in all states represent a fraction of poverty-level income. In the median state (Illinois), the maximum monthly benefit for a family of three of \$396 represents 29% of poverty-level income.

**Cash Welfare Work Requirements.** TANF requires states to engage 50% of all families and 90% of two-parent families in work activities. Through FY2006, these participation standards were reduced for caseload reduction from FY1995. In FY2006, states achieved average work participation rates of 32.5% for all families and 45.9% for two-parent families. Beginning in FY2007, the 50% and 90% standards will be reduced for caseload reduction from FY2005 (rather than FY1995), requiring many states to raise participation to meet these standards.

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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.

## Current Topics

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

Nationally, the available data do not show an increase in the cash welfare caseload as yet. The latest “official” data on the cash welfare caseload from the Department of Health and Human Services (HHS), show that from June 2007 to June 2008, the cash welfare caseload had *declined* nationally 2.5%.

However, more recent data suggests that the cash welfare caseload is rising in at least some states. In Florida, the cash welfare caseload in December 2008 was 10% above the June 2008 level, with much of the increase occurring during the three months October to December. On a year-to-year basis, the cash welfare caseload in California increased 5.9% from September 2007 to September 2008. On the other hand, more recent data from New York (the state with the second largest cash welfare caseload) show no increase through September 2008.

The current level and historical trends in the cash welfare caseload is discussed later in this report.

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

TANF has provided states with fixed funding since FY1997. The sharp decline in the cash welfare caseload (see the discussion below) meant that money was “freed-up” from lower cash welfare costs that were allocated to other benefits and services that could be paid for with TANF funds. These include a wide range of benefits and services for disadvantaged families, including financial aid for child care; refundable tax credits for the working poor; transportation aid; pre-Kindergarten programs; after-school programs; activities to help families who experienced, or were at-risk of, child abuse and neglect; pregnancy prevention programs; responsible fatherhood programs; and programs to promote healthy marriages.

The fixed nature of TANF funding imposes some financial risk on states. Generally, states bear the risk of increased costs from a cash welfare caseload rise. However, TANF provides states with two sources of extra funding in the case of such as cash welfare caseload increase. First, states were given the ability to build up “reserve” funds with unused TANF grants that could be saved without fiscal year limit. The latest data on these funds are fairly old (September 30, 2007), with unspent and uncommitted state balances totaling \$1.9 billion. They also provide only a small cushion, given the size of TANF federal spending and state maintenance of effort (MOE) spending (about \$25 billion per year).

Second, TANF includes a “contingency fund” that provides extra matching grants for states that meet criteria of economic need—either high and rising unemployment or increased food stamp (renamed Supplemental Nutrition Assistance Program) caseloads. This permits the federal government to share in the risks of a caseload rise stemming from economic circumstances. The maximum contingency fund grant for a fiscal year is 20% of the state’s basic block grant.

However, the contingency fund was not used during the last recession (2001). Currently 43 states meet the economic need criteria for eligibility for contingency funds. As of mid-December 2008, 11 states have either received or indicated that they would apply for funds.

States that do not draw upon these extra sources of funds can also finance an increase in cash welfare costs by reducing TANF spending on some of the other activities listed above.

### **Will the TANF Contingency Fund Run Out of Money?**

At the beginning of the current fiscal year (FY2009), the contingency fund had \$1.3 billion. The Congressional Budget Office (CBO) estimates that the fund will remain solvent through the end of FY2009, but run out of money sometime in FY2010. However, these estimates are subject to a lot of uncertainty. Whether the fund will be exhausted depends on whether a few large states, such as California and New York, currently not drawing contingency funds, begin to do so. (California is currently economically eligible, New York is not.)

For example, if only the 11 states that are currently either drawing funds or have applied for funds receive them for the remainder of the fiscal year, the fund will be able to pay them their full grant all year. Under this scenario, a balance of more than \$700 million will remain at the end of this fiscal year. However, if California is added to the current 11 states drawing funds and they receive their maximum contingency fund grant—California can draw up to \$747 million in a year—the fund would be exhausted before the end of FY2009. There are other scenarios, such as New York becoming eligible and some other large states also drawing funds, in which the fund would be exhausted before the end of FY2009 as well.

### **What is the “Excess MOE” Regulation Proposal?**

On August 8, 2008, the Department of Health and Human Services (HHS) proposed to eliminate what is known as the “excess MOE credit” toward the TANF work participation standards.

TANF sets numerical work participation standards for its welfare caseload: 50% for all families (90% for its two-parent families). For each state, this standard is reduced one percentage point for each percent decline in its welfare caseload since FY2005. The “excess MOE credit” is basically an add-on to the “caseload reduction credit,” allowing states to claim credit for cash welfare cases funded by state funds in excess of what they are required to spend under TANF maintenance of effort (MOE) rules. It reduces TANF work participation standards beyond the reduction allowed under the basic caseload reduction credit. The excess MOE credit is not a part of TANF law; it was created by regulations promulgated by the Department of Health and Human Services (HHS) in 1999.

**A Hypothetical Example.** This example shows how the caseload reduction credit and the “excess MOE credit” could affect the FY2007 participation standards (on the basis of a caseload reduction between FY2005 and FY2006). For simplicity, assume a caseload in FY2005 of 100

families and a caseload in FY2006 of 90 families. However, of the 90 families in FY2006, 10 were funded by “excess MOE.” The caseload reduction credit would be based on 100 families in FY2005 and 80 families in FY2006, yielding a credit of 10 percentage points for normal caseload reduction and 10 percentage points for the 10 families funded by “excess MOE.” That is, the state would receive a 20 percentage point credit, reducing their effective (after credit) participation standard to 30%.

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

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

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

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

## **History**

### **When was the Temporary Assistance for Needy Families (TANF) Block Grant Created?**

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

### **Has Legislation Modified TANF Since the 1996 Law?**

The Balanced Budget Act of 1997 (P.L. 105-35) 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 of 2002-2005, Congress considered, but did not pass, legislation to modify and reauthorize TANF (see CRS Report RL33418, *Welfare Reauthorization in the 109<sup>th</sup> Congress: An Overview*, by Gene Falk, Melinda Gish, and Carmen Solomon-Fears, *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) includes a long-term extension of funding for TANF through FY2010. It also requires most states to either raise participation in work activities among families receiving cash welfare from TANF, or further reduce the cash assistance rolls; it establishes \$100 million per year in TANF research and technical assistance funds for “healthy marriage promotion” initiatives; and it provides \$50 million per year for “responsible fatherhood initiatives.” (For a discussion of TANF provisions in the DRA, see CRS Report RS22369, *TANF, Child Care, Marriage Promotion, and Responsible Fatherhood Provisions in the Deficit Reduction Act of 2005 (P.L. 109-171)*, by Gene Falk.)

## Funding and Expenditures

### What is TANF’s Current Funding Level?

The DRA provides funding for TANF through FY2010. The basic block grant is funded at \$16.5 billion per year (for the 50 states and the District of Columbia) through FY2010. This was its *original* level, as established in the 1996 welfare reform law. The DRA also funds several grants and research in addition to the basic block grant, as shown on **Table 1**. Though the DRA extended most TANF funding through FY2010, it extended supplemental grants only through FY2008. P.L. 110-275 extended supplemental grants through FY2009.

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

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

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

**Source:** Congressional Research Service (CRS), on the basis of data in a U.S. Congressional Budget Office (CBO) Cost Estimate, S. 1932, The Deficit Reduction Act of 2005, January 27, 2006, modified to account for P.L. 110-275, which extended supplemental grants through FY2009.

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

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

From FY1997 (the first full year of TANF funding) through FY2008 (ended September 30, 2008), the real value of the TANF block grant declined by 25%. On the basis of the September 2008 inflation projections of the Congressional Budget Office (CBO), the block grant will decline in value by 30% from FY1997 through FY2010.

**Table 2. Basic TANF Block Grant in Constant 1997 Dollars**

Fiscal Year	Value of the Block Grant (in Billions of FY1997 Dollars)	Cumulative Loss of Value (in percent)
1997	16.5	0
1998	16.2	-2
1999	15.9	-3
2000	15.4	-6
2001	14.9	-9
2002	14.7	-11
2003	14.4	-13
2004	14.1	-15
2005	13.6	-17
2006	13.1	-20
2007	12.8	-22
2008	12.3	-25
2009	11.8	-28
2010	11.6	-30

**Source:** Table prepared by the Congressional Research Service (CRS). Constant dollars were computed using the Consumer Price Index for all Urban Consumers (CPI-U). Actual inflation was used to compute constant dollars for FY1997-FY2008 using data from the U.S. Bureau of Labor Statistics. Constant dollars for FY2009 through FY2010 are based on the inflation assumptions of the U.S. Congressional Budget Office (CBO), published in September 2008.

## How Have States Used TANF Funds?

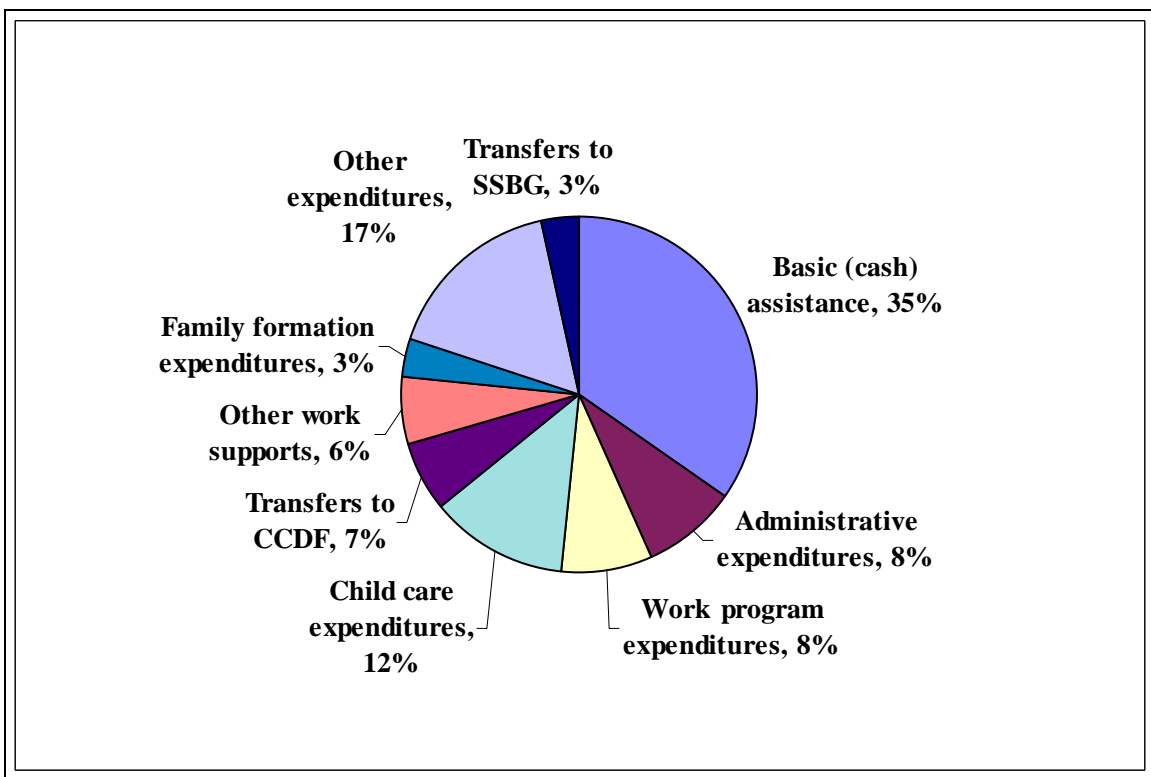
TANF is best known as a funding source of cash welfare benefits for needy families with children. However, states have considerable discretion in using TANF funds, and have used them for a wide range of benefits and services.

**Figure 1.** shows the uses of federal TANF grants to states and state MOE funds in FY2006. In FY2006, a total of \$28.4 billion of both federal TANF and state MOE expenditures were either expended or transferred to other block grant programs. The three expenditure categories commonly associated with “welfare” for needy families with children—cash benefits, administrative costs, and work activities—accounted for \$14.7 billion, or a little more than half (52%) of all funds.

TANF is a major contributor of child care funding. In FY2006, 19% of all TANF funds used were either expended on child care or transferred to the child care block grant (the Child Care and Development Fund, or CCDF). FY2006 TANF and MOE expenditures on child care totaled \$3.5 billion and transfers to CCDF totaled \$1.9 billion, adding up to a \$5.4 billion contribution to child care funding from TANF.

TANF is also a major contributor to the child welfare system, which provides foster care, adoption assistance, and services to families with children who either have experienced or are at risk of child abuse or neglect. However, TANF’s accounting system poorly captures expenditures associated with spending on the child welfare system.<sup>1</sup>

**Figure 1. Federal TANF and State MOE Funds Used in FY2006, by Major Benefit or Service Category**



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

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

<sup>1</sup> For a discussion of the short-comings of TANF financial data reporting, see the U.S. Government Accountability Office, *Better Information Needed to Understand Trends in States’ Uses of the TANF Block Grant*, GAO-06-414, March 2006. For an estimate of TANF’s contribution to child welfare agencies’ funding, see Scarcella et al, *The Cost of Protecting Vulnerable Children V*, Urban Institute, May 2006.

## How Much of the TANF Grant Has Gone Unspent?

At the end of FY2006 (September 30, 2006), a total of \$4.0 billion of federal TANF funding had been neither transferred nor spent. However, some of that \$4 billion represented funds that states had already committed to spend later. At the end of FY2006, states had made such commitments to spend—that is, obligations—totaling \$1.9 billion. Generally, obligations are binding commitments to spend, and they come in the form of contracts and grants to provide benefits and services. However, the definition of “obligation” varies from program to program, and because TANF essentially consists of 54 different programs (one for each state, the District of Columbia, and the territories), what constitutes an obligation may vary.

The remaining \$2.2 billion in unspent funds is called the “unobligated balance.” These funds are available to states to make *new* spending commitments. **Table B-3** in **Appendix B** shows unspent TANF funds by state.

## The Caseload

### How Many Families Receive TANF- or MOE-Funded Benefits and Services?

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

### How Many Families and People Currently Receive TANF- or MOE-Funded Cash Welfare?

**Table 3** provides cash welfare caseload information for June 2008. A total of 1.7 million families composed of 3.9 million recipients received TANF- or MOE-funded cash in June 2008. The bulk of the “recipients” were children—3 million children in that month. For state-by-state cash assistance caseloads, see **Table B-4** in **Appendix B**.

**Table 3. TANF- and MOE-Funded Cash Welfare Caseload, June 2008**

Category	Number
Families	1,677,808
Recipients	3,937,086
Children	3,008,822
Adult Recipients	917,481

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

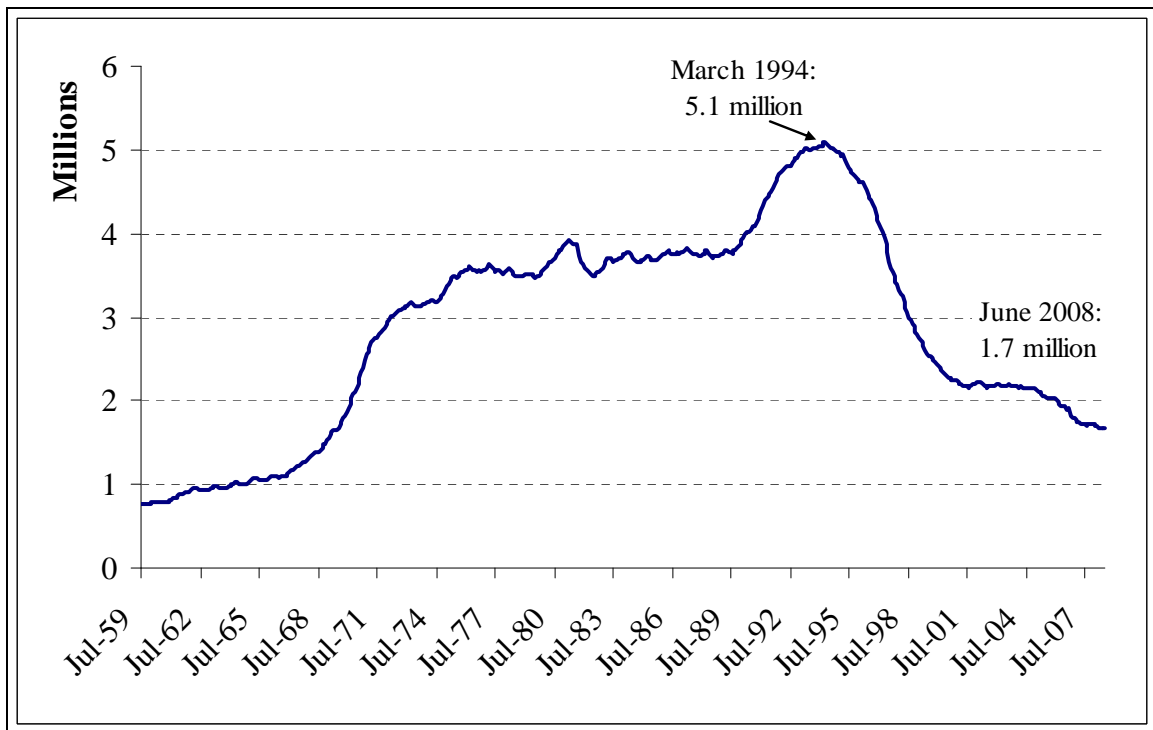
**Note:** The number of total recipients is greater than the sum of total children and total adults because HHS reported total recipient data but not total children or total adult data for Guam.

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

The number of families receiving cash welfare peaked in March 1994 at 5.1 million families. The cash welfare caseload fell rapidly in the late 1990s (after the 1996 welfare reform law) before leveling off in 2001. Beginning again in 2004 the caseload began another decline, albeit at a slower pace than observed in the late 1990s.

**Figure 2** provides a long-term historical perspective on the number of families receiving cash welfare, from July 1959 to the present. The 1.7 million families currently on the cash assistance rolls represent their lowest level since 1969. **Table B-5** shows recent trends in the number of cash welfare families by state.

**Figure 2. Families Receiving Cash Welfare: July 1959-June 2008**



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

## What Are the Characteristics of Cash Welfare Families?

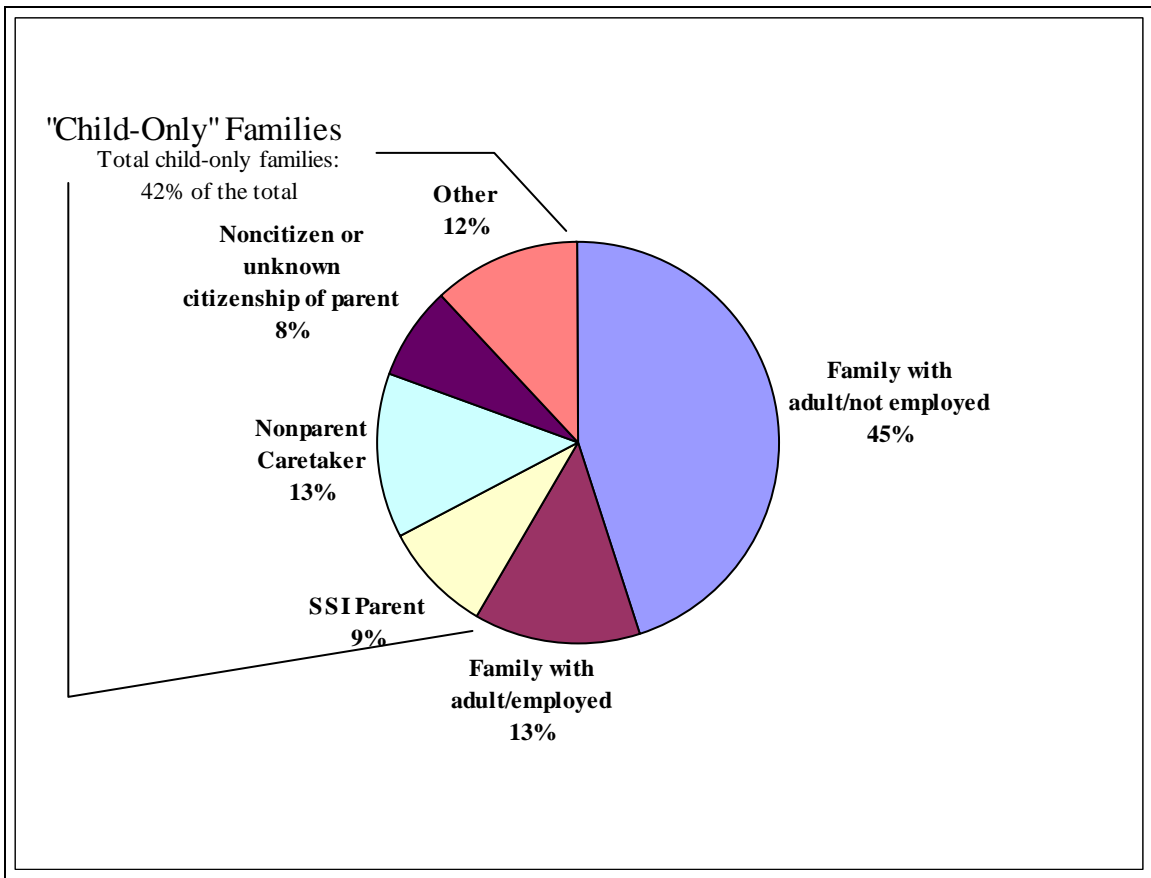
Historically, the “typical” cash welfare family has been headed by a single parent (usually the mother) with one or two children. The single parent has also typically been unemployed.

However, the cash welfare caseload decline has occurred together with a major shift in the composition of the rolls. Today, less than half of all cash welfare families are headed by an unemployed, adult recipient. A little more than four out of 10 cash welfare families had no adult recipient at all, with the adults in the family ineligible for aid and the benefits paid only on behalf of the child (these are known as “child-only” families). This shift occurred because the caseload

decline was concentrated among the families thought of as the “typical” cash welfare family, and welfare-to-work efforts have been concentrated on this population.

**Figure 3.** shows the composition of the cash welfare caseload in FY2006. Families with an adult, unemployed recipient represent 45% of all cash welfare families. Families with an employed (in a regular job) adult recipient, who receive cash welfare as an earnings supplement, comprise an additional 13% of the cash welfare rolls. Within the “child-only” portion of the caseload, families with a parent (usually a disabled parent) receiving SSI and the children receiving TANF as a supplement to that benefit represent 9% of the cash welfare caseload. Families that are made up of children living with a non-parent relative (grandparents, aunts, uncles, etc.) represent 13% of the cash welfare caseload. Families of child citizens living with ineligible parents who are noncitizens or who have not reported their citizenship status make up 8% of the total cash welfare caseload. The remainder of the cash welfare caseload represents child recipients for whom data on the adults with whom they live is not available.

**Figure 3. Composition of the Cash Welfare Caseload: FY2006**



**Source:** Congressional Research Service (CRS) analysis of the FY2006 TANF National Data Files. Note: Family with an adult/unemployed includes families reported as “child-only” but sanctioned.

As previously discussed, the composition of the caseload has changed considerably over time. **Table A-3** shows the change in this categorization of families over time. **Table A-4** provides some additional information on the composition of the caseload.

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## 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 and family size as of July 2006.<sup>2</sup> The benefit amounts shown are those for a single parent family with children. Some states vary their benefit amounts for other family types such as two-parent families or “child-only” cases. States also vary their benefits by other factors such as housing costs and sub-state geography. In general, the table shows the highest benefit amounts paid in the state, though the Michigan amount is for Wayne County (Detroit) and the New York benefit is for New York City.<sup>3</sup>

Most states base TANF cash benefit amounts on family size, paying bigger families larger cash benefits on the presumption that larger families have greater financial needs. 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, in the “median state” (Illinois, ranked 26<sup>th</sup> among the 50 states and District of Columbia), a July 2006 monthly payment of \$396 equalled 28.6% of poverty-level income. At the extreme, Alaska’s benefit equalled the highest percentage of poverty-level income (53.4% of Alaska’s poverty guideline, which is higher than that for the lower 48 states), whereas Mississippi paid the lowest percentage, 12.3%, for a family of three.

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<sup>2</sup> States are not required to report to the federal government their cash welfare benefit amounts in either the TANF state plan (under section 402 of the Social Security Act) or in annual program reports (under section 407 of the Social Security Act). The benefit amounts in this report are from the Urban Institute’s welfare rules database.

<sup>3</sup> In Michigan, higher maximum benefits were paid in Washtenaw County (\$489 per month for a family of three) than in Wayne County. In New York, higher maximum benefits were paid in Suffolk County (\$783 per month for a family of three) than in New York City.

**Table 4. Maximum TANF Cash Welfare Benefits by Family Size, July 2006**

State	Maximum Benefits By Family Size (\$)						Maximum Benefits as a Percent of the 2006 HHS Poverty Guidelines (%)					
	One	Two	Three	Four	Five	Six	One	Two	Three	Four	Five	Six
Alabama	165	190	215	245	275	305	20.2	17.3	15.5	14.7	14.1	13.7
Alaska	514	821	923	1,025	1,127	1,229	50.4	59.7	53.4	49.2	46.2	44.0
Arizona	204	275	347	418	490	561	25.0	25.0	25.1	25.1	25.1	25.1
Arkansas	81	162	204	247	286	331	9.9	14.7	14.7	14.8	14.7	14.8
California	359	584	723	862	980	1101	44.0	53.1	52.3	51.7	50.3	49.3
Colorado	99	280	356	432	512	590	12.1	25.5	25.7	25.9	26.3	26.4
Connecticut	402	513	636	741	835	935	49.2	46.6	46.0	44.5	42.8	41.9
Delaware	201	270	338	407	475	544	24.6	24.5	24.4	24.4	24.4	24.4
District of Columbia	257	320	407	498	573	674	31.5	29.1	29.4	29.9	29.4	30.2
Florida	180	241	303	364	426	487	22.0	21.9	21.9	21.8	21.8	21.8
Georgia	155	235	280	330	378	410	19.0	21.4	20.2	19.8	19.4	18.4
Hawaii	335	452	570	687	805	922	35.7	35.7	35.8	35.8	35.9	35.9
Idaho	309	309	309	309	309	309	37.8	28.1	22.3	18.5	15.8	13.8
Illinois	223	292	396	435	509	572	27.3	26.5	28.6	26.1	26.1	25.6
Indiana	139	229	288	346	405	463	17.0	20.8	20.8	20.8	20.8	20.7
Iowa	183	361	426	495	548	610	22.4	32.8	30.8	29.7	28.1	27.3
Kansas	267	352	429	497	558	619	32.7	32.0	31.0	29.8	28.6	27.7
Kentucky	186	225	262	328	383	432	22.8	20.5	18.9	19.7	19.6	19.3
Louisiana	122	188	240	284	327	366	14.9	17.1	17.3	17.0	16.8	16.4
Maine	230	363	485	611	733	856	28.2	33.0	35.1	36.7	37.6	38.3
Maryland	220	386	490	592	686	755	26.9	35.1	35.4	35.5	35.2	33.8
Massachusetts	418	518	618	713	812	912	51.2	47.1	44.7	42.8	41.6	40.8
Michigan	276	371	459	563	659	792	33.8	33.7	33.2	33.8	33.8	35.5

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	Maximum Benefits By Family Size (\$)						Maximum Benefits as a Percent of the 2006 HHS Poverty Guidelines (%)					
Minnesota	250	437	532	621	697	773	30.6	39.7	38.5	37.3	35.7	34.6
Mississippi	110	146	170	194	218	242	13.5	13.3	12.3	11.6	11.2	10.8
Missouri	136	234	292	342	388	431	16.7	21.3	21.1	20.5	19.9	19.3
Montana	221	298	375	452	530	607	27.1	27.1	27.1	27.1	27.2	27.2
Nebraska	222	293	364	435	506	577	27.2	26.6	26.3	26.1	25.9	25.8
Nevada	230	289	348	407	467	526	28.2	26.3	25.2	24.4	23.9	23.6
New Hampshire	489	556	625	688	748	829	59.9	50.5	45.2	41.3	38.4	37.1
New Jersey	162	322	424	488	552	616	19.8	29.3	30.7	29.3	28.3	27.6
New Mexico	231	310	389	469	548	627	28.3	28.2	28.1	28.1	28.1	28.1
New York	414	501	691	825	964	1059	50.7	45.5	50.0	49.5	49.4	47.4
North Carolina	181	236	272	297	324	349	22.2	21.5	19.7	17.8	16.6	15.6
North Dakota	282	378	477	573	670	767	34.5	34.4	34.5	34.4	34.4	34.3
Ohio	245	336	410	507	593	660	30.0	30.5	29.6	30.4	30.4	29.6
Oklahoma	180	225	292	361	422	483	22.0	20.5	21.1	21.7	21.6	21.6
Oregon	317	404	471	578	675	773	38.8	36.7	34.0	34.7	34.6	34.6
Pennsylvania	215	330	421	514	607	687	26.3	30.0	30.4	30.8	31.1	30.8
Rhode Island	327	449	554	634	714	794	40.0	40.8	40.0	38.0	36.6	35.6
South Carolina	143	192	240	289	338	387	17.5	17.5	17.3	17.3	17.3	17.3
South Dakota	371	454	508	561	614	668	45.4	41.3	36.7	33.7	31.5	29.9
Tennessee	95	142	185	226	264	305	11.6	12.9	13.4	13.6	13.5	13.7
Texas	93	193	223	268	298	342	11.4	17.5	16.1	16.1	15.3	15.3
Utah	274	380	474	555	632	696	33.6	34.5	34.3	33.3	32.4	31.2
Vermont	459	560	665	751	842	904	56.2	50.9	48.1	45.1	43.2	40.5
Virginia	242	323	389	451	537	587	29.6	29.4	28.1	27.1	27.5	26.3
Washington	349	440	546	642	740	841	42.7	40.0	39.5	38.5	37.9	37.7
West Virginia	262	301	340	384	420	460	32.1	27.4	24.6	23.0	21.5	20.6

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	Maximum Benefits By Family Size (\$)						Maximum Benefits as a Percent of the 2006 HHS Poverty Guidelines (%)					
Wisconsin	0	673	673	673	673	673	0.0	61.2	48.7	40.4	34.5	30.1
Wyoming	195	320	340	340	360	360	23.9	29.1	24.6	20.4	18.5	16.1
<b>Median</b>	<b>223</b>	<b>320</b>	<b>396</b>	<b>469</b>	<b>548</b>	<b>610</b>	<b>27.3</b>	<b>29.1</b>	<b>28.6</b>	<b>28.1</b>	<b>28.1</b>	<b>27.3</b>

**Source:** Table prepared by the Congressional Research Service (CRS). TANF cash welfare benefits are from the Urban Institute's Welfare Rules Database. For states that have varied benefits by geographic area, the benefits shown on the table represent the maximum paid in the state except for in New York (New York City is shown) and Michigan (Wayne County, which includes Detroit is shown). Poverty guidelines are from the U.S. Department of Health and Human Services.

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## How Have Cash Benefits Changed Over Time?

The large variation in TANF cash welfare benefits is not new. Even before the 1996 welfare reform law, states determined benefit amounts.

Most states do not regularly adjust benefits for the effects of inflation. Some states have not changed their benefit levels in many years. **Table 5** compares the July 2005 benefit for a family of three (single-parent family) with the benefits paid in July of 1981, 1988, and 1996. It also shows the maximum benefits as a percent of poverty-level income. The poverty guidelines are adjusted each year for inflation. The table shows a decline in the value of cash welfare over time. In 1981, the maximum benefit for a family of three in the median state represented about half of poverty-level income. In 2006, the maximum benefit in the median state of \$396 represented 29% of poverty-level income.

**Table 5. Maximum Benefits for a Family of Three by State:  
In July of Selected Years and as a Percent of the Poverty Guidelines**

State	Maximum Benefits for a Family of Three (\$)				Maximum Benefits as a % of the Poverty Guidelines for a Family of Three (%)			
	1981	1988	1996	2006	1981	1988	1996	2006
Alabama	118	118	164	215	20.0	14.6	15.2	15.5
Alaska	571	779	923	923	77.4	77.2	68.3	53.4
Arizona	202	293	347	347	34.3	36.3	32.1	25.1
Arkansas	161	204	204	204	27.3	25.3	18.9	14.7
California	506	663	596	723	85.9	82.1	55.1	52.3
Colorado	379	356	356	356	64.3	44.1	32.9	25.7
Connecticut	498	623	636	636	84.5	77.2	58.8	46.0
Delaware	266	319	338	338	45.1	39.5	31.2	24.4
District of Columbia	286	379	415	407	48.5	46.9	38.4	29.4
Florida	195	275	303	303	33.1	34.1	28.0	21.9
Georgia	183	270	280	280	31.1	33.4	25.9	20.2
Hawaii	468	515	712	570	69.0	55.4	57.2	35.8
Idaho	305	304	317	309	51.8	37.6	29.3	22.3
Illinois	302	342	377	396	51.3	42.4	34.9	28.6
Indiana	255	288	288	288	43.3	35.7	26.6	20.8
Iowa	360	394	426	426	61.1	48.8	39.4	30.8
Kansas	353	427	429	429	59.9	52.9	39.7	31.0
Kentucky	188	218	262	262	31.9	27.0	24.2	18.9
Louisiana	173	190	190	240	29.4	23.5	17.6	17.3
Maine	301	416	418	485	51.1	51.5	38.6	35.1
Maryland	270	377	373	490	45.8	46.7	34.5	35.4
Massachusetts	379	539	565	618	64.3	66.7	52.2	44.7

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	Maximum Benefits for a Family of Three (\$)				Maximum Benefits as a % of the Poverty Guidelines for a Family of Three (%)			
Michigan	397	436	459	459	67.4	54.0	42.4	33.2
Minnesota	446	532	532	532	75.7	65.9	49.2	38.5
Mississippi	96	120	120	170	16.3	14.9	11.1	12.3
Missouri	248	282	292	292	42.1	34.9	27.0	21.1
Montana	259	359	438	375	44.0	44.5	40.5	27.1
Nebraska	350	364	364	364	59.4	45.1	33.7	26.3
Nevada	241	330	348	348	40.9	40.9	32.2	25.2
New Hampshire	326	496	550	625	55.3	61.4	50.8	45.2
New Jersey	360	424	424	424	61.1	52.5	39.2	30.7
New Mexico	220	264	389	389	37.3	32.7	36.0	28.1
New York	429	539	577	691	72.8	66.7	53.3	50.0
North Carolina	192	266	272	272	32.6	32.9	25.1	19.7
North Dakota	334	371	431	477	56.7	45.9	39.8	34.5
Ohio	263	309	341	410	44.6	38.3	31.5	29.6
Oklahoma	282	310	307	292	47.9	38.4	28.4	21.1
Oregon	321	412	460	471	54.5	51.0	42.5	34.0
Pennsylvania	332	402	421	421	56.4	49.8	38.9	30.4
Rhode Island	367	517	554	554	62.3	64.0	51.2	40.0
South Carolina	129	201	200	240	21.9	24.9	18.5	17.3
South Dakota	321	366	430	508	54.5	45.3	39.8	36.7
Tennessee	122	173	185	185	20.7	21.4	17.1	13.4
Texas	118	184	188	223	20.0	22.8	17.4	16.1
Utah	348	376	426	474	59.1	46.6	39.4	34.3
Vermont	518	629	636	665	87.9	77.9	58.8	48.1
Virginia	310	354	354	389	52.6	43.8	32.7	28.1
Washington	415	492	546	546	70.4	60.9	50.5	39.5
West Virginia	206	249	253	340	35.0	30.8	23.4	24.6
Wisconsin	444	517	517	673	75.4	64.0	47.8	48.7
Wyoming	315	360	360	340	53.5	44.6	33.3	24.6
<b>Median</b>	<b>305</b>	<b>360</b>	<b>377</b>	<b>396</b>	<b>51.8</b>	<b>44.6</b>	<b>34.9</b>	<b>28.6</b>

**Source:** Table prepared by the Congressional Research Service. July 2006 benefit data are from the Urban Institute's Welfare Rules Database. July 1981, 1988, and 1996 data are from CRS surveys of the states. Poverty-level income is on the basis of the HHS poverty thresholds for each year.

## 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>4</sup> There is a separate participation standard that applies to the two-parent portion of a state’s caseload, requiring 90% of the state’s two-parent caseload to meet participation standards. States that fail the TANF work participation standards are penalized by a reduction in their block grant amounts.

However, the statutory work participation standards are reduced by a “caseload reduction credit.” The caseload reduction credit reduces the participation standard one percentage point for each percent decline in the caseload. Through FY2006, states were given credit for caseload declines that occurred since FY1995.

Beginning in FY2007, states will be credited only with caseload declines that have occurred since FY2005. The FY2007 effective (after-credit) standard will be based on caseload declines from FY2005 to FY2006. The FY2008 effective standard will be based on caseload declines from FY2005 to FY2007. States are *not* given credit for caseload declines that result from new restrictions on eligibility enacted by states since FY2005.

The currently available caseload data do not tell what the effective (after-credit) participation standards will be for FY2007. However, cash welfare caseloads have declined over the past year. From FY2005 to FY2006, the national average decline in the overall cash welfare caseload was about 6%. If the average state is given a caseload reduction credit equal to this decline, the average state will see its effective participation standards reduced by six percentage points—from 50% to 44%.

### What Actual Work Participation Rates Have the States Achieved?

In FY2006, the national average work participation rate for all families achieved by states was 32.5%. The participation rate within TANF achieved nationwide for the two-parent portion of the caseload was 45.9%. This implies that many states would have to raise their participation rates from historical levels to comply with the FY2007 TANF work participation standards.

In FY2006, most states were in compliance with TANF work participation standards, but Indiana and Guam failed to meet the standard for all families and Arkansas, the District of Columbia and Guam failed to meet the standards for two-parent families. See **Table B-6 in Appendix B** for FY2006 participation rates for all states. FY2006 was the last fiscal year before the new work participation standard rules placed into law by the DRA became effective (see above).

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<sup>4</sup> Some families are excluded from the participation rate calculation.

## Appendix A. Supplementary Tables

**Table A-1. Temporary Extensions of Welfare Reform Programs, FY2003-FY2006**

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

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

**Table A-2. Use of Federal TANF and MOE Funds in FY2006**

Benefit or Service Category	Dollars (in billions)	% of Total Expenditures and Transfers
Basic (cash) assistance	9.9	34.8
Administrative expenditures	2.4	8.5
Work program expenditures	2.4	8.3
Child care expenditures	3.5	12.5
Transfers to CCDF	1.9	6.6
Other work supports	1.7	6.0
Family formation expenditures	0.9	3.3
Other expenditures	4.7	16.6
Transfers to SSBG	1.0	3.4

<b>Benefit or Service Category</b>	<b>Dollars (in billions)</b>	<b>% of Total Expenditures and Transfers</b>
Total expenditures	25.6	90.0
Total transfers	2.9	10.0
<b>Total</b>	<b>28.4</b>	<b>100.0</b>

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

**Table A-3. Cash Welfare Families by Family Type: FY1988, FY1994, and FY2006**

	<b>1988</b>	<b>1994</b>	<b>2006</b>
<b>Total number of families (\$)</b>	<b>3,747,950</b>	<b>5,046,263</b>	<b>1,957,402</b>
Family with an adult/all adult recipients unemployed	3,136,566	3,798,997	825,490
Family with an adult/an adult recipient employed	243,573	378,621	313,457
Child-only case/SSI Parent	59,988	171,391	178,094
Child-only case/caretaker relative	188,598	328,290	260,233
Child-only case/qualified noncitizen parent or parent of unknown alienage	47,565	184,397	147,499
Child-only case/other ineligible parent	51,763	146,226	112,927
Child-only case/unknown	19,897	38,341	119,702
<b>Total number of families (%)</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Family with an adult/all adult recipients unemployed	83.7	75.3	42.2
Family with an adult/an adult recipient employed	6.5	7.5	16.0
Child-only case/SSI Parent	1.6	3.4	9.1
Child-only case/caretaker relative	5.0	6.5	13.3
Child-only case/qualified noncitizen parent or parent of unknown alienage	1.3	3.7	7.5
Child-only case/other ineligible parent	1.4	2.9	5.8
Child-only case/unknown	0.5	0.8	6.1

**Source:** Congressional Research Service (CRS) tabulations of the 1988 AFDC Quality Control Public Use Data File; the 1994 AFDC Quality Control Public Use Data File; and the 2006 TANF National Data File.

**Note:** For FY2001 and FY2006, the cash welfare caseload includes those whose benefits were funded from TANF dollars as well as those whose benefits were funded with MOE dollars under SSPs. Family with an adult, unemployed includes families reported as “child-only” who are under a sanction.

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**Table A-4. Selected Characteristics of Families Receiving AFDC or TANF/MOE Cash Welfare, Selected Years 1988-2006**

	1988	1994	2006
Average monthly number of families	3,748	5,046	1,957
Average number of family members	2.8	2.8	2.9
Median number of family members	3	3	3
Number of Adult Recipients (thousands)			
One Adults	3,039	3,757	975
Two or More Adults	340	420	109
No Adults	368	869	873
Number of Adult Recipients (% of total families)			
One Adults	81.1	74.5	49.8
Two or More Adults	9.1	8.3	5.6
No Adults	9.8	17.2	44.6
Number of Child Recipients (% of total families)			
One	42.5	42.6	49.0
Two	30.2	30.0	27.4
Three	15.8	15.6	13.4
Four or more	9.9	9.6	8.0
Age of Youngest Child (% of total families)			
Infant and Age 1	24.6	22.3	27.4
Infant	NA	11.2	13.7
Age 1	NA	16.9	12.0
Age 2 to Age 5	33.5	34.6	28.6
Age 6 to Age 12	28.0	26.3	28.6
Age 13 and older	11.5	10.9	17.1

**Source:** Congressional Research Service (CRS) tabulations of the 1988 AFDC Quality Control Public Use Data File; the 1994 AFDC Quality Control Public Use Data File; the 2001 TANF National Data File; and the 2006 TANF National Data File.

**Note:** For FY2001 and FY2006, the cash welfare caseload includes those whose benefits were funded from TANF dollars as well as those whose benefits were funded with MOE dollars under SSPs



## Appendix B. State Tables

**Table B-1. Use of FY2006 TANF and MOE Funds by Category**

(\$ in millions)

State	Basic (Cash) Assistance	Administrative	Work Program	Child Care Expenses	Transfers to CCDF	Other Work Supports	Family Formation	Other	Transfers to SSBG	Total
Alabama	34.6	14.2	15.6	6.2	8.6	3.7	2.4	30.6	10.4	126.4
Alaska	36.4	6.7	10.4	12.9	12.4	0.9	0.6	1.9	4.1	86.3
Arizona	137.1	34.3	14.7	33.2	0.0	7.3	0.0	82.7	22.6	331.9
Arkansas	15.3	10.6	14.7	20.5	7.5	4.6	2.8	6.0	-1.7	80.2
California	3,479.7	608.8	515.7	882.1	89.8	156.7	14.5	622.8	181.4	6,551.6
Colorado	63.0	18.5	0.9	0.9	12.1	8.8	0.1	117.3	14.6	236.2
Connecticut	124.1	35.2	34.9	23.0	0.0	5.1	79.1	167.8	26.4	495.6
Delaware	18.3	6.1	1.3	34.6	0.0	12.9	0.6	2.7	2.8	79.4
District of Columbia	62.1	18.1	20.7	62.7	18.5	0.0	13.7	16.1	4.0	215.9
Florida	169.5	69.4	83.6	251.4	122.5	7.6	6.9	220.1	62.3	993.2
Georgia	95.7	22.3	75.6	22.2	-29.7	14.1	35.9	315.8	20.1	572.1
Hawaii	84.7	17.7	37.9	14.7	5.0	1.4	0.0	0.0	9.8	171.2
Idaho	7.2	2.4	7.7	1.2	8.7	0.3	2.4	17.6	1.4	49.1
Illinois	123.5	25.1	71.4	406.1	0.0	19.9	1.2	334.5	33.4	1,015.1
Indiana	108.7	34.6	8.6	15.2	11.0	41.9	1.6	105.4	2.0	329.0
Iowa	73.9	12.3	17.9	5.7	21.8	5.7	15.3	34.8	13.0	200.5
Kansas	62.8	8.7	3.4	16.3	21.7	36.7	0.0	24.1	7.2	180.9
Kentucky	100.6	17.2	23.9	21.0	54.4	7.3	0.0	20.0	0.0	244.4
Louisiana	44.8	24.5	9.7	0.0	37.9	4.0	57.8	42.6	16.4	237.7
Maine	65.2	7.2	2.2	13.9	15.1	15.9	0.0	3.7	3.3	126.5
Maryland	106.3	39.4	28.8	31.7	10.3	109.4	33.0	8.4	22.8	390.1
Massachusetts	320.4	35.1	22.0	193.9	91.9	77.9	29.8	115.2	45.9	932.0
Michigan	422.3	109.5	98.2	181.9	134.3	0.7	105.3	268.7	68.0	1,388.9
Minnesota	129.1	46.0	69.5	33.8	74.3	77.7	0.0	46.7	4.8	481.8
Mississippi	22.3	4.6	18.8	-1.4	19.2	14.7	5.7	9.3	9.0	102.2
Missouri	122.2	14.3	28.0	59.5	23.0	0.0	11.6	87.9	21.7	368.2
Montana	16.5	5.5	11.4	1.6	5.1	0.0	0.4	7.4	2.0	49.8
Nebraska	63.3	6.6	15.9	6.5	9.0	0.0	0.1	0.0	0.0	101.4
Nevada	33.0	13.9	0.9	2.8	0.0	6.6	0.0	9.7	0.8	67.8
New Hampshire	34.9	8.5	7.8	4.6	4.2	0.9	1.3	12.2	1.1	75.7

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State	Basic (Cash) Assistance	Administrative	Work Program	Child Care Expenses	Transfers to CCDF	Other Work Supports	Family Formation	Other	Transfers to SSBG	Total
New Jersey	77.7	93.0	147.3	15.3	54.9	31.8	208.4	12.0	15.6	656.1
New Mexico	73.6	4.2	10.6	2.9	33.8	1.1	0.0	16.3	0.0	142.4
New York	1,623.8	451.5	209.4	102.0	548.6	828.3	177.9	848.1	123.5	4,913.0
North Carolina	94.4	12.0	46.8	105.1	72.2	4.4	-0.2	-12.2	4.5	327.0
North Dakota	10.5	3.7	2.4	0.7	0.0	1.6	2.3	10.6	0.0	31.7
Ohio	330.6	106.4	60.3	301.7	0.0	21.6	67.5	232.0	72.8	1,192.9
Oklahoma	27.7	22.7	0.0	42.8	29.5	20.5	5.3	32.1	14.8	195.3
Oregon	88.6	34.1	21.3	11.5	0.0	9.2	0.0	86.6	0.0	251.4
Pennsylvania	392.9	91.9	162.0	169.3	92.7	37.8	37.1	102.8	15.1	1,101.6
Rhode Island	65.0	14.1	6.0	31.5	20.0	0.3	0.0	27.2	4.3	168.3
South Carolina	38.5	8.1	8.1	4.1	0.0	1.9	2.7	81.9	10.0	155.3
South Dakota	12.2	2.4	4.1	0.8	0.0	0.1	0.0	9.4	2.1	31.0
Tennessee	103.7	32.9	36.8	38.1	53.6	9.3	0.0	45.6	10.3	330.3
Texas	138.9	94.3	73.0	26.8	0.0	1.0	3.8	393.2	31.2	762.3
Utah	36.9	14.2	35.0	7.0	0.0	1.3	0.5	0.8	5.3	101.1
Vermont	34.6	6.3	0.7	6.4	9.2	15.3	0.0	0.8	4.7	78.0
Virginia	135.7	42.1	40.8	39.0	3.0	6.4	1.0	26.0	14.6	308.5
Washington	284.4	46.0	186.7	74.0	105.1	3.3	0.0	38.8	9.7	748.2
West Virginia	37.3	24.9	1.4	20.9	0.0	16.7	-0.1	14.0	10.9	126.0
Wisconsin	110.9	27.8	38.8	180.3	62.9	58.6	12.1	11.8	14.7	517.9
Wyoming	10.5	0.9	0.5	3.3	3.7	1.8	0.0	6.1	0.0	26.7
<b>Totals</b>	<b>9,906.0</b>	<b>2,410.8</b>	<b>2,364.3</b>	<b>3,542.0</b>	<b>1,877.9</b>	<b>1,714.7</b>	<b>940.1</b>	<b>4,715.8</b>	<b>974.0</b>	<b>28,445.7</b>

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

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**Table B-2. Use of FY2006 TANF and MOE Funds by Category, as a Percent of Total Federal TANF and State MOE Funding**

State	Basic (Cash) Assistance	Administrative	Work Program	Child Care Expenditures	Transfers to CCDF	Other Work Supports	Family Formation	Other	Transfers to SSBG	Total
Alabama	27.4	11.3	12.3	4.9	6.8	2.9	1.9	24.2	8.3	100.0
Alaska	42.2	7.8	12.1	14.9	14.3	1.1	0.7	2.2	4.8	100.0
Arizona	41.3	10.3	4.4	10.0	0.0	2.2	0.0	24.9	6.8	100.0
Arkansas	19.1	13.3	18.3	25.5	9.4	5.7	3.5	7.4	-2.1	100.0
California	53.1	9.3	7.9	13.5	1.4	2.4	0.2	9.5	2.8	100.0
Colorado	26.7	7.8	0.4	0.4	5.1	3.7	0.0	49.7	6.2	100.0
Connecticut	25.1	7.1	7.0	4.6	0.0	1.0	16.0	33.9	5.3	100.0
Delaware	23.1	7.7	1.7	43.6	0.0	16.3	0.8	3.4	3.5	100.0
District of Columbia	28.8	8.4	9.6	29.0	8.6	0.0	6.3	7.4	1.9	100.0
Florida	17.1	7.0	8.4	25.3	12.3	0.8	0.7	22.2	6.3	100.0
Georgia	16.7	3.9	13.2	3.9	-5.2	2.5	6.3	55.2	3.5	100.0
Hawaii	49.4	10.3	22.2	8.6	2.9	0.8	0.0	0.0	5.7	100.0
Idaho	14.7	5.0	15.8	2.4	17.8	0.6	4.8	35.9	2.9	100.0
Illinois	12.2	2.5	7.0	40.0	0.0	2.0	0.1	32.9	3.3	100.0
Indiana	33.0	10.5	2.6	4.6	3.3	12.7	0.5	32.0	0.6	100.0
Iowa	36.9	6.1	8.9	2.9	10.9	2.9	7.6	17.4	6.5	100.0
Kansas	34.7	4.8	1.9	9.0	12.0	20.3	0.0	13.3	4.0	100.0
Kentucky	41.1	7.1	9.8	8.6	22.3	3.0	0.0	8.2	0.0	100.0
Louisiana	18.8	10.3	4.1	0.0	15.9	1.7	24.3	17.9	6.9	100.0
Maine	51.6	5.7	1.8	11.0	11.9	12.6	0.0	2.9	2.6	100.0
Maryland	27.3	10.1	7.4	8.1	2.6	28.1	8.5	2.2	5.8	100.0
Massachusetts	34.4	3.8	2.4	20.8	9.9	8.4	3.2	12.4	4.9	100.0
Michigan	30.4	7.9	7.1	13.1	9.7	0.0	7.6	19.3	4.9	100.0

<http://wikileaks.org/wiki/CRS-RL32760>

State	Basic (Cash) Assistance	Administrative	Work Program	Child Care Expenditures	Transfers to CCDF	Other Work Supports	Family Formation	Other	Transfers to SSBG	Total
Minnesota	26.8	9.5	14.4	7.0	15.4	16.1	0.0	9.7	1.0	100.0
Mississippi	21.9	4.5	18.4	-1.4	18.8	14.4	5.6	9.1	8.8	100.0
Missouri	33.2	3.9	7.6	16.1	6.2	0.0	3.1	23.9	5.9	100.0
Montana	33.1	10.9	23.0	3.1	10.2	0.0	0.7	14.9	4.0	100.0
Nebraska	62.4	6.5	15.7	6.4	8.9	0.0	0.1	0.0	0.0	100.0
Nevada	48.7	20.6	1.4	4.2	0.0	9.7	0.0	14.3	1.2	100.0
New Hampshire	46.2	11.3	10.4	6.1	5.5	1.2	1.7	16.1	1.5	100.0
New Jersey	11.8	14.2	22.4	2.3	8.4	4.8	31.8	1.8	2.4	100.0
New Mexico	51.7	2.9	7.5	2.0	23.7	0.8	0.0	11.4	0.0	100.0
New York	33.0	9.2	4.3	2.1	11.2	16.9	3.6	17.3	2.5	100.0
North Carolina	28.9	3.7	14.3	32.1	22.1	1.3	-0.1	-3.7	1.4	100.0
North Dakota	33.1	11.7	7.6	2.2	0.0	5.0	7.2	33.3	0.0	100.0
Ohio	27.7	8.9	5.1	25.3	0.0	1.8	5.7	19.5	6.1	100.0
Oklahoma	14.2	11.6	0.0	21.9	15.1	10.5	2.7	16.4	7.6	100.0
Oregon	35.3	13.6	8.5	4.6	0.0	3.7	0.0	34.5	0.0	100.0
Pennsylvania	35.7	8.3	14.7	15.4	8.4	3.4	3.4	9.3	1.4	100.0
Rhode Island	38.6	8.4	3.5	18.7	11.9	0.2	0.0	16.1	2.6	100.0
South Carolina	24.8	5.2	5.2	2.6	0.0	1.2	1.8	52.7	6.4	100.0
South Dakota	39.2	7.7	13.1	2.6	0.0	0.4	0.0	30.2	6.9	100.0
Tennessee	31.4	10.0	11.1	11.5	16.2	2.8	0.0	13.8	3.1	100.0
Texas	18.2	12.4	9.6	3.5	0.0	0.1	0.5	51.6	4.1	100.0
Utah	36.5	14.1	34.6	6.9	0.0	1.3	0.5	0.8	5.2	100.0
Vermont	44.3	8.1	0.9	8.2	11.8	19.6	0.0	1.0	6.1	100.0
Virginia	44.0	13.6	13.2	12.6	1.0	2.1	0.3	8.4	4.7	100.0
Washington	38.0	6.2	25.0	9.9	14.0	0.4	0.0	5.2	1.3	100.0
West Virginia	29.6	19.8	1.1	16.6	0.0	13.2	-0.1	11.1	8.7	100.0

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State	Basic (Cash) Assistance	Administrative	Work Program	Child Care Expenditures	Transfers to CCDF	Other Work Supports	Family Formation	Other	Transfers to SSBG	Total
Wisconsin	21.4	5.4	7.5	34.8	12.1	11.3	2.3	2.3	2.8	100.0
Wyoming	39.1	3.2	1.9	12.4	13.8	6.6	0.0	22.9	0.0	100.0
<b>Totals</b>	<b>34.8</b>	<b>8.5</b>	<b>8.3</b>	<b>12.5</b>	<b>6.6</b>	<b>6.0</b>	<b>3.3</b>	<b>16.6</b>	<b>3.4</b>	<b>100.0</b>

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

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**Table B-3. Unspent TANF Funds at the End of FY2006**

(September 30, 2006, \$ in millions)

State	Obligated by Unexpended Funds	Unobligated and Unspent Funds	Total Unspent Funds
Alabama	\$3.5	\$52.4	\$56.0
Alaska	37.3	1.0	38.4
Arizona	16.3	0.0	16.3
Arkansas	4.0	99.9	104.0
California	408.9	0.0	408.9
Colorado	0.0	85.1	85.1
Connecticut	0.0	0.0	0.0
Delaware	1.0	2.1	3.2
District of Columbia	11.0	35.4	46.4
Florida	35.6	0.0	35.6
Georgia	39.3	124.0	163.3
Hawaii	37.4	108.5	145.9
Idaho	6.5	0.0	6.5
Illinois	0.0	0.0	0.0
Indiana	64.7	0.0	64.7
Iowa	5.2	19.2	24.4
Kansas	0.0	1.3	1.3
Kentucky	0.0	57.5	57.5
Louisiana	34.1	0.0	34.1
Maine	0.0	5.5	5.5
Maryland	13.5	110.2	123.8
Massachusetts	7.1	0.0	7.1
Michigan	0.0	0.0	0.0
Minnesota	69.6	0.0	69.6
Mississippi	5.0	30.4	35.4
Missouri	15.7	0.0	15.7
Montana	0.6	35.7	36.3
Nebraska	0.8	5.2	5.9
Nevada	0.0	25.6	25.6
New Hampshire	0.0	43.4	43.4
New Jersey	9.6	136.8	146.4
New Mexico	0.0	29.2	29.2
New York	200.6	157.4	358.0
North Carolina	239.0	3.5	242.5

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State	Obligated by Unexpended Funds	Unobligated and Unspent Funds	Total Unspent Funds
North Dakota	0.0	19.3	19.3
Ohio	403.0	431.1	834.2
Oklahoma	0.0	100.3	100.3
Oregon	0.0	43.8	43.8
Pennsylvania	23.6	2.4	26.0
Rhode Island	0.0	5.5	5.5
South Carolina	0.0	49.2	49.2
South Dakota	0.0	19.4	19.4
Tennessee	0.0	160.2	160.2
Texas	197.5	0.0	197.5
Utah	0.0	52.7	52.7
Vermont	0.0	0.0	0.0
Virginia	2.9	1.9	4.8
Washington	0.0	18.5	18.5
West Virginia	0.0	31.2	31.2
Wisconsin	0.0	0.0	0.0
Wyoming	2.5	45.9	48.5
<b>Totals</b>	<b>1,896.1</b>	<b>2,150.8</b>	<b>4,046.9</b>

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

**Table B-4. TANF and MOE Cash Welfare Caseload, June 2008**

State	Families	Recipients	Children	Adult Recipients
Alabama	17,121	39,404	30,678	8,726
Alaska	3,073	8,091	5,597	2,494
Arizona	34,910	74,356	56,539	17,817
Arkansas	8,217	18,600	13,819	4,781
California	491,562	1,208,868	961,377	247,491
Colorado	8,484	20,584	16,165	4,419
Connecticut	18,759	38,657	27,073	11,584
Delaware	4,096	8,492	6,849	1,643
District of Columbia	5,293	11,582	9,515	2,067
Florida	49,112	80,104	67,758	12,346
Georgia	21,345	37,461	35,241	2,220
Guam	3,072	10,783	NR	NR
Hawaii	5,212	12,570	9,391	3,179

State	Families	Recipients	Children	Adult Recipients
Idaho	1,479	2,173	2,060	113
Illinois	24,276	55,837	47,436	8,401
Indiana	39,779	113,627	86,227	27,400
Iowa	18,289	45,710	31,660	14,050
Kansas	11,946	30,004	20,800	9,204
Kentucky	28,597	57,370	45,457	11,913
Louisiana	9,969	21,560	19,105	2,455
Maine	11,503	33,353	22,000	11,353
Maryland	19,672	45,377	34,052	11,325
Massachusetts	45,317	90,043	61,647	28,396
Michigan	64,123	166,179	122,706	43,473
Minnesota	21,510	47,411	36,441	10,970
Mississippi	11,130	22,768	17,525	5,243
Missouri	36,137	86,897	60,244	26,653
Montana	2,961	7,357	5,352	2,005
Nebraska	6,665	15,879	12,528	3,351
Nevada	7,171	18,190	13,751	4,439
New Hampshire	4,280	8,560	6,434	2,126
New Jersey	33,258	79,047	55,975	23,072
New Mexico	13,425	34,790	26,761	8,029
New York	152,587	377,059	274,304	102,755
North Carolina	23,722	44,414	37,234	7,180
North Dakota	1,992	4,939	3,610	1,329
Ohio	80,411	173,257	131,838	41,419
Oklahoma	7,790	16,448	13,929	2,519
Oregon	20,144	46,898	34,423	12,475
Pennsylvania	48,437	116,567	88,000	28,567
Puerto Rico	11,797	31,678	21,629	10,049
Rhode Island	8,012	18,758	13,299	5,459
South Carolina	14,982	33,735	26,379	7,356
South Dakota	2,799	5,682	4,866	816
Tennessee	52,492	133,291	97,735	35,556
Texas	51,211	112,738	97,508	15,230
Utah	4,926	12,139	8,764	3,375
Vermont	3,761	8,803	5,995	2,808
Virgin Islands	409	1,179	851	328

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State	Families	Recipients	Children	Adult Recipients
Virginia	30,895	68,453	49,361	19,092
Washington	53,173	121,771	84,753	37,018
West Virginia	8,694	19,359	14,009	5,350
Wisconsin	17,586	37,787	31,790	5,997
Wyoming	245	447	382	65
<b>Totals</b>	<b>1,677,808</b>	<b>3,937,086</b>	<b>3,008,822</b>	<b>917,481</b>

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

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

**Table B-5. Number of Families Receiving Cash Assistance, 1994, 2001, 2007, and 2008**

State	June 1994	June 2001	June 2007	June 2008	Percentage Change	
					June 1994- June 2008	June 2007- June 2008
Alabama	49,482	18,214	17,554	17,121	-65.4	-2.5
Alaska	12,977	5,996	3,284	3,073	-76.3	-6.4
Arizona	71,530	33,446	35,232	34,910	-51.	-0.9
Arkansas	25,892	12,093	8,447	8,217	-68.3	-2.7
California	919,535	516,478	470,099	491,562	-46.5	4.6
Colorado	41,378	10,653	10,230	8,484	-79.5	-17.1
Connecticut	59,701	27,495	20,632	18,759	-68.6	-9.1
Delaware	11,239	5,342	3,916	4,096	-63.6	4.6
District of Columbia	27,443	16,144	5,975	5,293	-80.7	-11.4
Florida	239,232	57,733	46,710	49,112	-79.5	5.1
Georgia	139,566	49,339	24,005	21,345	-84.7	-11.1
Guam	1,973	2,639	3,072	3,072	55.7	0.0
Hawaii	20,844	18,209	6,398	5,212	-75.0	-18.5
Idaho	8,739	1,297	1,560	1,479	-83.1	-5.2
Illinois	242,740	59,723	28,599	24,276	-90.0	-15.1
Indiana	72,881	44,207	40,403	39,779	-45.4	-1.5
Iowa	39,813	21,537	19,752	18,289	-54.1	-7.4
Kansas	30,020	13,105	14,096	11,946	-60.2	-15.3
Kentucky	79,225	35,398	29,173	28,597	-63.9	-2.0
Louisiana	85,741	24,104	10,787	9,969	-88.4	-7.6
Maine	22,641	11,238	11,073	11,503	-49.2	3.9
Maryland	79,706	29,126	19,341	19,672	-75.3	1.7

State	Percentage Change					
	June 1994	June 2001	June 2007	June 2008	June 1994- June 2008	June 2007- June 2008
Massachusetts	110,108	41,610	44,619	45,317	-58.8	1.6
Michigan	222,472	71,415	73,283	64,123	-71.2	-12.5
Minnesota	63,043	39,236	26,646	21,510	-65.9	-19.3
Mississippi	55,183	15,903	11,366	11,130	-79.8	-2.1
Missouri	92,265	49,163	38,764	36,137	-60.8	-6.8
Montana	12,004	5,094	3,230	2,961	-75.3	-8.3
Nebraska	15,649	10,343	6,819	6,665	-57.4	-2.3
Nevada	14,207	7,692	7,043	7,171	-49.5	1.8
New Hampshire	11,591	5,716	4,994	4,280	-63.1	-14.3
New Jersey	122,536	46,057	34,177	33,258	-72.9	-2.7
New Mexico	33,732	18,233	13,716	13,425	-60.2	-2.1
New York	460,590	221,757	155,495	152,587	-66.9	-1.9
North Carolina	131,065	41,719	24,857	23,722	-81.9	-4.6
North Dakota	5,725	3,031	2,068	1,992	-65.2	-3.7
Ohio	247,886	82,195	77,005	80,411	-67.6	4.4
Oklahoma	46,864	13,881	8,921	7,790	-83.4	-12.7
Oregon	41,982	16,438	18,741	20,144	-52.0	7.5
Pennsylvania	211,431	81,543	61,948	48,437	-77.1	-21.8
Puerto Rico	58,484	25,582	13,122	11,797	-79.8	-10.1
Rhode Island	22,737	16,070	8,501	8,012	-64.8	-5.8
South Carolina	51,590	18,807	14,479	14,982	-71.0	3.5
South Dakota	6,868	2,670	2,871	2,799	-59.2	-2.5
Tennessee	109,339	60,600	60,777	52,492	-52.0	-13.6
Texas	282,902	127,539	59,794	51,211	-81.9	-14.4
Utah	17,536	7,387	5,123	4,926	-71.9	-3.8
Vermont	10,006	5,500	4,500	3,761	-62.4	-16.4
Virgin Islands	1,106	679	418	409	-63.0	-2.2
Virginia	75,020	29,547	31,578	30,895	-58.8	-2.2
Washington	104,243	57,618	49,519	53,173	-49.0	7.4
West Virginia	40,379	14,953	9,335	8,694	-78.5	-6.9
Wisconsin	76,458	18,598	17,266	17,586	-77.0	1.9
Wyoming	5,751	493	252	245	-95.7	-2.8
Totals	5,043,050	2,170,585	1,721,565	1,677,808	-66.7	-2.5

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

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**Table B-6. TANF Work Participation Rates for FY2006, by State**

State	All Families (%)	Two-Parent Families (%)
United States	32.5	45.9
Alabama	41.6	a
Alaska	45.6	54.2
Arizona	29.6	67.5
Arkansas	27.9	22.3
California	22.2	a
Colorado	30.0	35.2
Connecticut	30.8	a
Delaware	25.3	a
Dist. Of Columbia	17.1	13.1
Florida	41.0	a
Georgia	64.9	a
Guam	0.0	0.0
Hawaii	37.3	a
Idaho	44.2	39.2
Illinois	53.0	a
Indiana	26.7	a
Iowa	39.0	a
Kansas	77.2	82.3
Kentucky	44.6	51.3
Louisiana	38.4	42.5
Maine	26.6	a
Maryland	44.5	a
Massachusetts	13.6	a
Michigan	21.6	26.2
Minnesota	30.3	a
Mississippi	35.5	a
Missouri	18.7	a
Montana	79.2	83.3
Nebraska	32.0	a
Nevada	47.8	a
New Hampshire	24.1	a
New Jersey	29.2	a
New Mexico	42.3	54.5
New York	37.8	48.9

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State	All Families (%)	Two-Parent Families (%)
North Carolina	32.4	54.0
North Dakota	51.9	a
Ohio	54.9	55.5
Oklahoma	32.9	a
Oregon	15.2	22.6
Pennsylvania	26.1	32.5
Puerto Rico	13.1	a
Rhode Island	24.9	94.3
South Carolina	49.5	64.7
South Dakota	57.9	a
Tennessee	57.2	a
Texas	42.0	a
Utah	42.5	a
Vermont	22.2	33.9
Virgin Islands	14.5	a
Virginia	53.9	a
Washington	36.1	43.1
West Virginia	26.2	a
Wisconsin	36.2	17.1
Wyoming	77.2	75.9

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

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

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