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

Gene Falk
Specialist in Social Policy

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SUMMARY

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

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 Personal Responsibility and Work Opportunity Act of 1996 (P.L. 104-193). This report responds to some frequently asked questions about TANF; it does not describe TANF rules (see, instead, CRS Report RL32748, *The Temporary Assistance for Needy Families (TANF) Block Grant: A Primer on TANF Financing and Federal Requirements*, by Gene Falk).

TANF Funding 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 assistance payments for needy families with children, the block grant and MOE funds are used for a wide variety of benefits and activities. In FY2018, expenditures on assistance totaled $6.7 billion—21% of total federal TANF and MOE dollars. Assistance is often—but not exclusively—paid as cash. In addition to funding basic assistance, 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 prekindergarten programs toward the MOE requirement.

The TANF Assistance Caseload. A total of 1.2 million families, composed of 3.1 million recipients, received TANF- or MOE-funded assistance in September 2018. The bulk of the "recipients" were children—2.3 million in that month. The assistance caseload is heterogeneous. The type of family once thought of as the "typical" assistance family—one with an unemployed adult recipient—accounted for 32% of all families on the rolls in FY2016. Additionally, 31% of cash assistance families had an employed adult, while 38% 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.

Assistance Benefits. TANF assistance benefit amounts are set by states. In July 2017, the maximum monthly benefit for a family of three ranged from $1,021 in New Hampshire to $170 in Mississippi. Only New Hampshire (at 60% of the federal poverty guidelines) had a maximum TANF assistance amount for this sized family in excess of 50% of poverty-level income.

Work Requirements. TANF's main federal work requirement is actually a performance measure that applies to the states. 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 with work-eligible individuals 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 FY2018, states achieved, on average, an all-family participation rate of 48.1% and a two-parent rate of 57.9%. In FY2018, only Montana did not meet the all-family participation standard. This is a reduction from FY2012, when 16 states did not meet that standard. In FY2018, seven jurisdictions did not meet the two-parent standard. States that do not meet work standards are *at risk* of being penalized by a reduction in their block grant.

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Introduction

This report provides responses to frequently asked questions about the Temporary Assistance for Needy Families (TANF) block grant. It is intended to serve as a quick reference to provide easy access to information and data. **Appendix B** presents a series of tables with state-level 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 Gene Falk).

Funding and Expenditures

What Is TANF's Funding Status?

P.L. 116-59, the Continuing Appropriations Act, 2020, and Health Extenders Act of 2019 extends TANF block grant funding through the first quarter of FY2020.[1]

How Are State 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, Puerto Rico, Guam, the Virgin Islands, 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 (PRWORA, 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.

[1] Section 1502 of P.L. 116-59. Though the language of P.L. 116-59 says that TANF is extended through November 21, 2019, TANF law itself says that grants are made quarterly. Therefore, the authority was provided to obligate to states their first quarter TANF grant.

Table 1 shows the state family assistance grant, in both nominal (actual) and real (inflation-adjusted) dollars for each year, FY1997 through FY2018. In real (inflation-adjusted) terms, the FY2018 block grant was 36% below its value in FY1997.

Table 1. TANF Basic Block Grant Funding in Nominal and Constant Dollars

(In billions of $)

Fiscal Year	State Family Assistance Grant: 50 States, DC, Tribes, and Territories	State Family Assistance Grant Constant 1997 Dollars	Cumulative Percentage Change (constant dollars)
1997	$16.567	$16.567	
1998	16.567	16.306	-1.6%
1999	16.567	15.991	-3.5
2000	16.567	15.498	-6.5
2001	16.567	15.020	-9.3
2002	16.567	14.792	-10.7
2003	16.567	14.456	-12.7
2004	16.567	14.124	-14.7
2005	16.567	13.680	-17.4
2006	16.567	13.190	-20.4
2007	16.567	12.893	-22.2
2008	16.567	12.345	-25.5
2009	16.567	12.382	-25.3
2010	16.567	12.182	-26.5
2011	16.567	11.859	-28.4
2012	16.567	11.585	-30.1
2013	16.567	11.394	-31.2
2014	16.567	11.217	-32.3
2015	16.567	11.179	-32.5
2016	16.567	11.082	-33.1
2017	16.512	10.820	-34.7
2018	16.512	10.564	-36.2

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?

In FY2018, a total of $31.3 billion of both federal TANF and state MOE expenditures were either expended or transferred to other block grant programs. Assistance—ongoing benefits to families to meet basic needs—represented 21% ($6.7 billion) of total FY2018 TANF and MOE dollars.

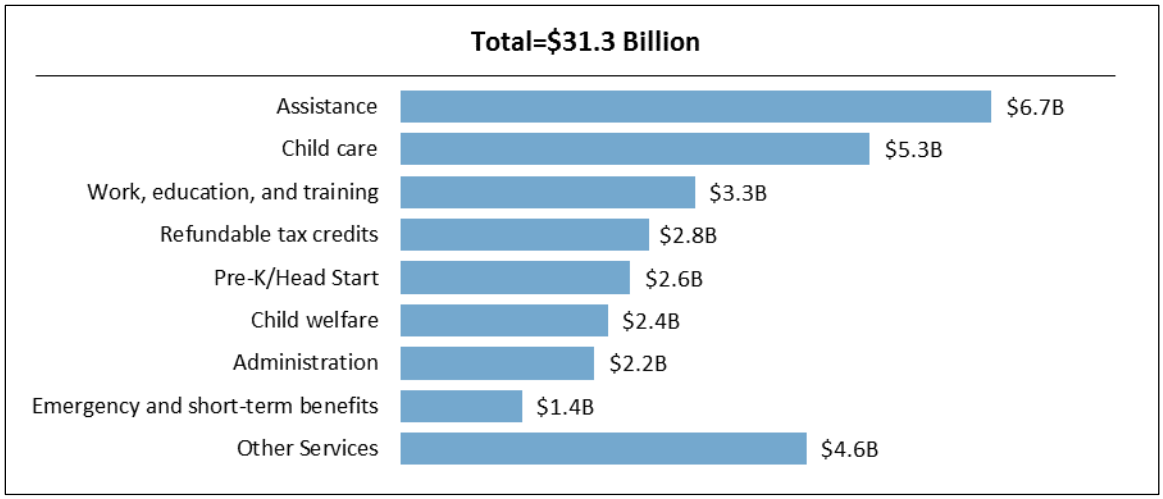
TANF is a major contributor of child care funding. In FY2018, $5.3 billion (17% of all TANF and MOE funds) were either expended on child care or transferred to the child care block grant (the

Child Care and Development Fund, or CCDF). TANF work-related activities (including education and training) were the third-largest TANF and MOE spending category at $3.3 billion, or 11% 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 (EITC). TANF and MOE expenditures on refundable tax credits in FY2018 totaled $2.8 billion, or 9% 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, spending about $2.4 billion on such activities. TANF and MOE funds also help fund state prekindergarten (pre-K) programs, with total FY2018 expenditures for that category at $2.6 billion. TANF and MOE funds are also used for short-term and emergency benefits and a wide range of other social services. **Figure 1** shows the uses of federal TANF grants to states and state MOE funds in FY2018.

Figure 1. Uses of TANF Funds by Spending Category, FY2018

(Dollars in billions)



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

Note: Detail may not add to totals because of rounding. Excludes TANF funds used in the territories and in tribal TANF programs.

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 FY2018 (September 30, 2018, the most recent data currently available), a total of $5.1 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 FY2018, states had made such commitments to spend—that is, had obligated—a total of $1.4 billion. At the end of FY2018, states had $3.7 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.[2] 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. These "earnings supplements" are paid separately from the regular TANF cash assistance program. Additionally, TANF MOE dollars are used to fund food assistance for immigrants barred from regular SNAP benefits in certain states. These forms of nutrition aid meet an ongoing need, and thus are considered TANF assistance.

As discussed in a previous section of this report, TANF basic assistance accounts for about 24% 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 1.2 million families, composed of 3.1 million recipients, received TANF- or MOE-funded assistance in September 2018. The bulk of the "recipients" were children—2.3 million in that month. For state-by-state assistance caseloads, see **Table B-4**.

Table 2. TANF Assistance Caseload: September 2018

Families	1,175,335
Recipients	3,104,094
Child Recipients	2,280,173
Adult Recipients	823,921

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.

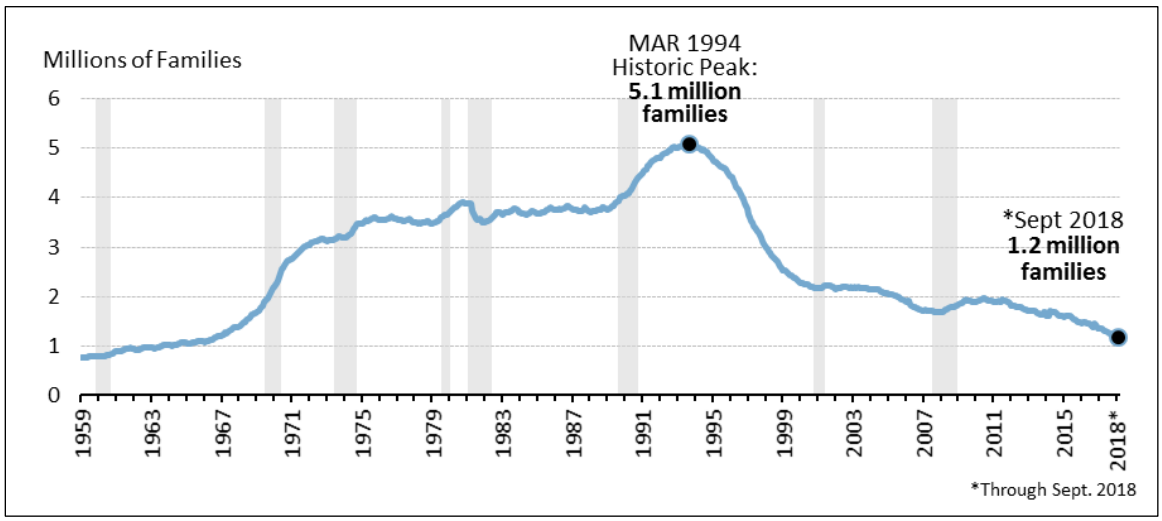
[2] The definition of TANF assistance is not in statute. However, because the statutory language has most TANF requirements triggered by a family receiving "assistance," the Department of Health and Human Services (HHS) regulations define assistance at 45 C.F.R. §260.31.

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 TANF or its predecessor program, from July 1959 to September 2017. The shaded areas of the figure represent months when the national economy was in recession. Though the health of the national economy has affected the trend in the cash assistance caseload, the long-term trend in receipt of cash assistance does not follow a classic countercyclical 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 have 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. By September 2018, the assistance caseload had declined to 1.2 million families.

Figure 2. Number of Families Receiving Cash Assistance, July 1959-September 2018



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 September 2018, 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.

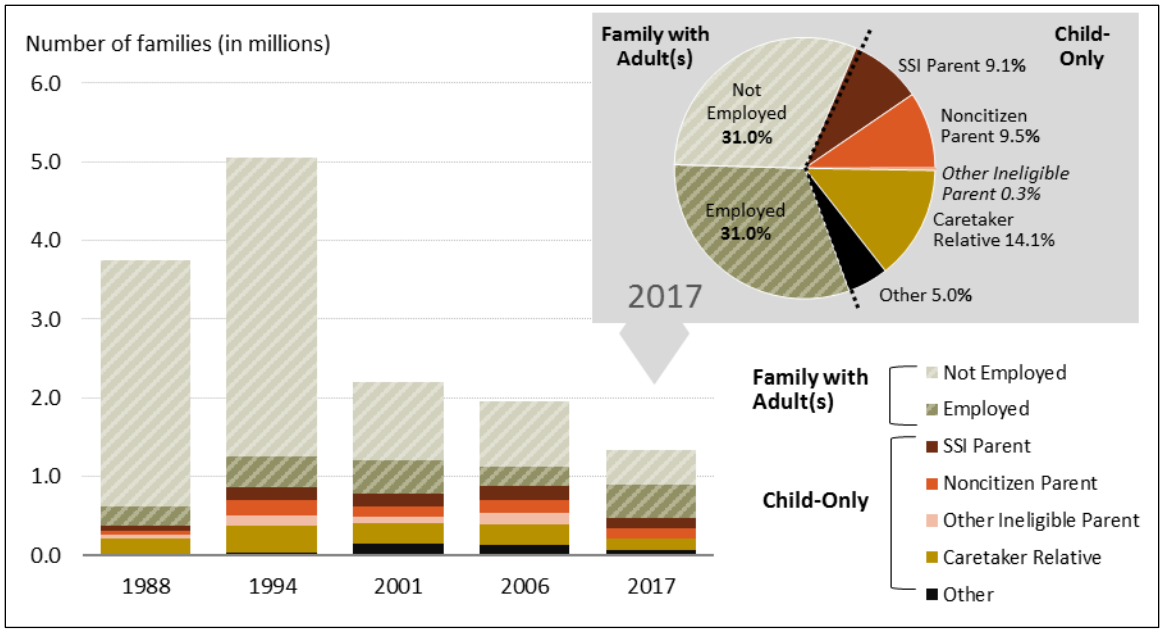
Table B-5 shows recent trends in the number of cash assistance families by state.

What Are the Characteristics of Families Receiving TANF Assistance?

Before PRWORA, the "typical" family receiving assistance has been headed by a single parent (usually the mother) with one or two children. That single parent has also typically been unemployed. However, over the past 20 years 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 TANF. In FY1988, an estimated 84% of AFDC families were headed by an unemployed adult recipient. In FY2016, families with an unemployed adult recipient represented 32% 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 FY2016, a monthly average of 485,000 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 represented by families with employed adults and "child only" families has increased. In FY2017, families with all adult recipients unemployed and families with employed adult recipients each represented 31% of all assistance families. The latter category includes families in "earnings supplement" programs separate from the regular TANF cash assistance program. "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 FY2017 was 38%. In FY2017, families with a nonrecipient, nonparent relative (grandparents, aunts, uncles) represented 14% of all assistance families. Families with ineligible, noncitizen adults or adults who have not reported their citizenship status made up 9% 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 FY2017.

Figure 3. Characteristics of Assistance Families, Selected Years FY1988 to FY2017



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 not meeting a program requirement (e.g., a work requirement), and are also paid a lower benefit.

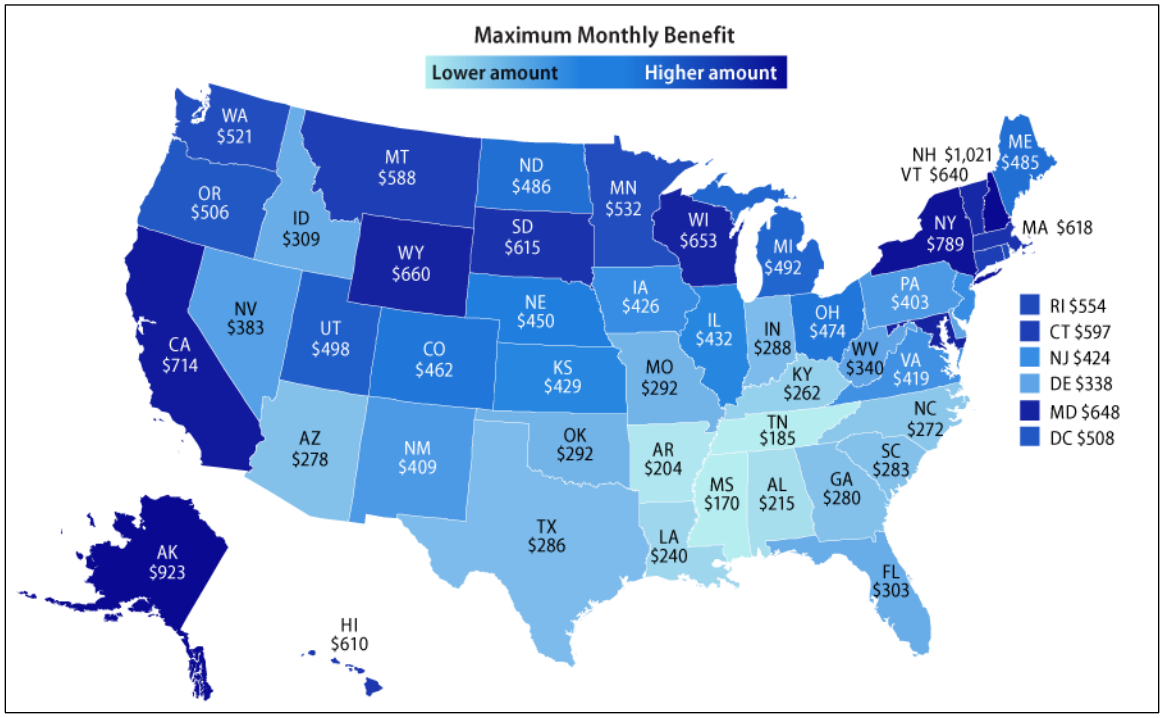
Figure 4 shows the maximum monthly TANF cash benefit by state for a single mother caring for two children (family of three) in July 2017.[3] The benefit amounts shown are those for a single-parent family with two children.[4] For a family of three, the maximum TANF benefit paid in July

[3] 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).

[4] 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 substate geography.

2017 varied from $170 per month in Mississippi to $1,201 per month in New Hampshire. The map shows a regional pattern to the maximum monthly benefit paid, with lower benefit amounts in the South than in other regions. Only New Hampshire (at 60% of the federal poverty guidelines) had a maximum TANF cash assistance amount for this sized family in excess of 50% of poverty-level income.[5]

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 2017



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

[5] In 2017, the HHS poverty guidelines for the contiguous 48 states and the District of Columbia for a family of three was $1,702 per month. Higher poverty lines applied in Alaska ($2,126 per month for a family of three) and Hawaii ($1,933 per month for a family of three).

number of hours.[6] 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.

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 do not 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 not meeting 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?

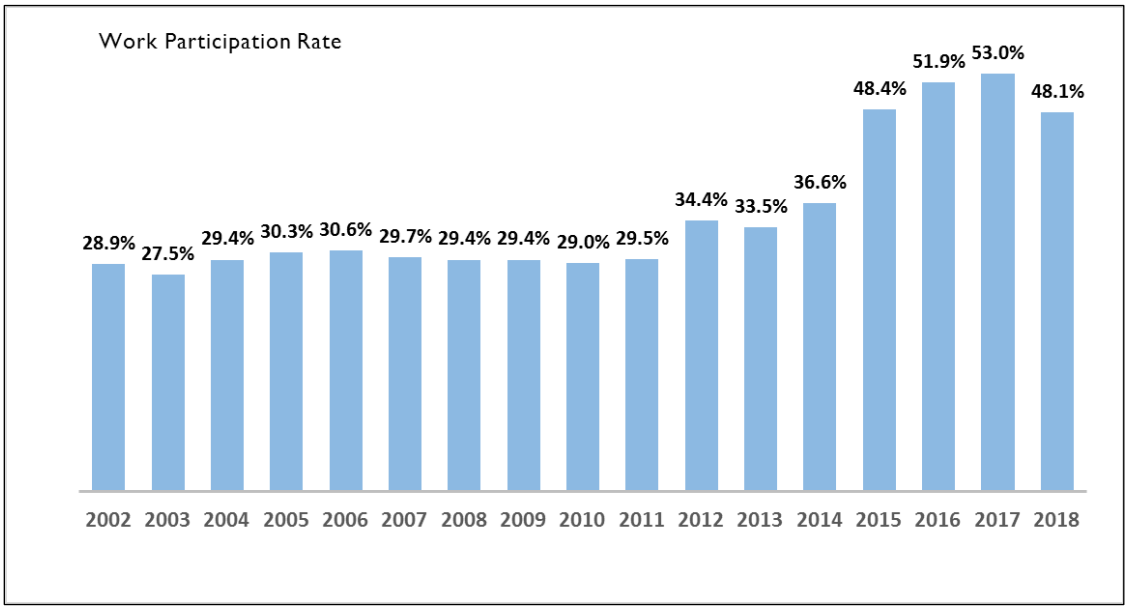
HHS computes two work participation rates for each state that are then compared with the effective (after-credit) standard to determine if it has met the TANF work standard. An "all-

[6] Families without a work-eligible individual are excluded from the participation rate calculation. It excludes families where the parent is a nonrecipient (for example, disabled receiving Supplemental Security Income or an ineligible noncitizen) or the children in the family are being cared for by a nonparent relative (e.g., grandparent, aunt, uncle) who does not receive assistance on his or her behalf.

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 FY2018. 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.[7]

Figure 5. National Average TANF Work Participation Rate for All Families, FY2002-FY2018



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

How Many Jurisdictions Did Not Meet the All-Families Standard?

Figure 6 shows which states did not meet the TANF all-families work participation standards from FY2006 through FY2018. Before FY2007, the first year that DRA was effective, only a few jurisdictions did not meet TANF all-families work participation standards. However, in FY2007, 15 jurisdictions did not meet the all-families standard. 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 did not meet the all-family standard, the largest number of states that did not meet their participation

[7] See CRS In Focus IF10856, *Temporary Assistance for Needy Families: Work Requirements*.

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 did not meet the all-families standard declined over the FY2012 to FY2017 period. In FY2018, Montana was the only jurisdiction that did not meet the all-family participation standard.

Figure 6. States That Met or Did Not Meet the TANF All-Families Work Participation Standard: FY2006-FY2018

(Changes to TANF work participation standard rules under the Deficit Reduction Act of 2005 [DRA], effective in FY2007)

YES = State met standard NO = State did not meet standard

	PRE-DRA	POST-DRA* →											
	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Alabama	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Alaska	YES	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
Arizona	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Arkansas	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
California	YES	NO	NO	NO	NO	NO	NO	NO	NO	YES	YES	YES	YES
Colorado	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO	YES	YES
Connecticut	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Delaware	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
D.C.	YES	YES	YES	NO	NO	NO	YES	YES	YES	YES	YES	YES	YES
Florida	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Georgia	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Hawaii	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Idaho	YES	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
Illinois	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Indiana	NO	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Iowa	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Kansas	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Kentucky	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Louisiana	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Maine	YES	NO	NO	NO	NO	NO	NO	YES	YES	YES	YES	YES	YES
Maryland	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Massachusetts	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Michigan	YES	NO	NO	YES	NO	NO	YES	YES	YES	YES	YES	YES	YES
Minnesota	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Mississippi	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Missouri	YES	YES	NO	NO	YES	NO	NO	NO	YES	YES	YES	YES	YES
Montana	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	NO
Nebraska	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Nevada	YES	NO	YES	YES	YES	YES	NO	NO	NO	NO	NO	NO	YES
New Hampshire	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
New Jersey	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
New Mexico	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
New York	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
North Carolina	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
North Dakota	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Ohio	YES	NO	NO	NO	NO	NO	YES	YES	YES	YES	YES	YES	YES
Oklahoma	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Oregon	YES	NO	NO	NO	NO	NO	NO	NO	YES	YES	YES	YES	YES
Pennsylvania	YES	YES	YES	YES	YES	YES	YES	NO	NO	YES	YES	YES	YES
Puerto Rico	YES	NO	NO	NO	NO	NO	NO	NO	NO	YES	YES	YES	YES
Rhode Island	YES	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
South Carolina	YES	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
South Dakota	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Tennessee	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Texas	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Utah	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Vermont	YES	NO	YES	YES	YES	YES	NO	NO	NO	NO	YES	YES	YES
Virginia	YES	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
Washington	YES	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES	YES	YES
West Virginia	YES	NO	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Wisconsin	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO	YES	YES
Wyoming	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Guam	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	YES
Virgin Islands	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
# YES	51	39	45	46	46	45	38	43	45	49	50	52	53
# NO	3	15	9	8	8	9	16	11	9	5	4	2	1

*Changes to TANF Work Participation Standard Rules Under the Deficit Reduction Act of 2005 (DRA) became effective in FY2007.

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 standard—90%—for the two-parent portion of its cash assistance caseload. This standard can also be lowered by caseload reduction.

Figure 7 shows whether each state met its two-parent work participation standard for FY2006 through FY2018. However, the display on the table is more complex than that for reporting whether a state met or did not meet 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 their caseloads, the table reports "Yes" for states that met the two-parent standard, and "No" for states that did not meet the two-parent standard. Of the 29 jurisdictions that had two-parent families in their FY2018 TANF work participation calculation, 22 met the standard and 7 did not.

Figure 7. Two-Parent TANF Work Participation Standard, Status by State: FY2006-FY2018

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

YES = State met standard NO = State did not meet standard NA = Standard not applicable
No 2-parent families reported

	PRE-DRA	POST-DRA* →										
	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Alabama	NA	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Alaska	YES	NO	NO	NO	NO	YES	NO	NO	NO	NO	NO	NO	NO
Arizona	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Arkansas	NO	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES	YES	YES
California	NA	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO	NO	NO
Colorado	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO	NO	YES
Connecticut	NA	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Delaware	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
D.C.	NO	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Florida	NA	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
Georgia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Hawaii	NA	NA	YES	NA	YES	YES	YES	YES	YES	YES	YES	YES	YES
Idaho	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Illinois	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Indiana	NA	NO	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
Iowa	NA	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES	YES	YES
Kansas	YES	YES	YES	YES	YES	YES	NO	NO	NO	YES	YES	YES	YES
Kentucky	YES	YES	NO	NO	YES	YES	NO	NO	NO	NO	NO	YES	YES
Louisiana	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Maine	NA	YES	NO	NO	NO	NO	NO	NO	NO	NO	YES	YES	YES
Maryland	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Massachusetts	NA	NA	YES	YES	YES	NA	YES	YES	YES	YES	YES	YES	YES
Michigan	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Minnesota	NA	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	NA
Missouri	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Montana	YES	YES	YES	YES	YES	YES	YES	NO	YES	YES	YES	YES	NO
Nebraska	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Nevada	NA	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
New Hampshire	NA	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	YES
New Mexico	YES	NO	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES
New York	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
North Carolina	YES	YES	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO
North Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Ohio	YES	NO	YES	YES	YES	YES	NO	NO	NO	NO	YES	YES	YES
Oklahoma	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Oregon	YES	NO	NO	NO	NO	NO	NO	NA	YES	YES	YES	YES	YES
Pennsylvania	YES	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	NA
Rhode Island	YES	YES	YES	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
South Carolina	YES	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
South Dakota	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Tennessee	NA	YES	YES	YES	YES	YES	NA	NO	NO	NO	NO	YES	YES
Texas	NA	YES	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Utah	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Vermont	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	YES	YES	YES
Virginia	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Washington	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	YES	YES	YES
West Virginia	NA	NO	NA	NA	YES	NA	NA	NA	NA	NA	NA	NA	NA
Wisconsin	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO	NO	YES
Wyoming	YES	YES	YES	YES	YES	YES	NO	NO	NO	NO	NO	NO	NO
Guam	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO	YES
Virgin Islands	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
# Qual. States	24	30	28	27	29	27	27	27	28	28	28	28	29
# YES	21	22	22	20	23	22	7	9	10	13	17	19	22
# NO	3	7	6	7	6	5	20	18	18	15	11	9	7

*Changes to TANF Work Participation Standard Rules Under the Deficit Reduction Act of 2005 (DRA) became effective in FY2007.

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

Note: A "qual." state is one that has two-parent families within its TANF or SSP caseload.

Appendix A. Supplementary Tables

Table A-1. Trends in the Cash Assistance Caseload: 1961-2018

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	1.479	3.780	1.037	2.743	3.7	20.7
2017	1.358	3.516	0,930	2.577	3.5	20.1
2018	1.196	3.150	0.833	2.317	3.2	19.5

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.

Table A-2. Families Receiving AFDC/TANF Assistance by Family Category, Selected Years, FY1988-FY2017

	AFDC		TANF		
	1988	1994	2001	2006	2017
Number of Families Receiving Assistance					
Adult Recipient or Work-Eligible Parent/Not Working	3,136,566	3,798,997	992,445	825,490	434,602
Adult Recipient or Work-Eligible Parent/Working	243,573	378,620	420,794	259,001	435,259
Child-Only/SSI Parent	59,988	171,391	171,951	176,670	126,483
Child-Only/Noncitizen Parent	47,566	184,397	125,900	153,445	133,173
Child-Only/Other Ineligible Parent	51,764	146,227	91,447	158,113	4,370
Child-Only/Caretaker Relative	188,598	328,290	255,984	261,944	198,103
Child-Only/Unknown	19,897	38,341	143,834	122,738	70,882
Totals	3,747,952	5,046,263	2,202,356	1,957,402	1,402,871
Percentage of All Families Receiving Assistance					
Adult Recipient or Work-Eligible Parent/Not Working	83.7%	75.3%	45.1%	42.2%	31.0%
Adult Recipient or Work-Eligible Parent/Working	6.5	7.5	19.1	13.2	31.0
Child-Only/SSI Parent	1.6	3.4	7.8	9.0	9.0
Child-Only/Noncitizen Parent	1.3	3.7	5.7	7.8	9.5
Child-Only/Other Ineligible Parent	1.4	2.9	4.2	8.1	0.3
Child-Only/Caretaker Relative	5.0	6.5	11.6	13.4	14.1
Child-Only/Unknown	0.5	0.8	6.5	6.3	5.1
Totals	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, and FY2017 TANF National Data Files.

Notes: FY2001 through FY2017 data include families receiving assistance from separate state programs (SSPs) with expenditures countable toward the TANF maintenance of effort (MOE) requirement. For FY2017, TANF families with an adult recipient include those families with "work-eligible" nonrecipient parents. These include nonrecipient 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 FY2018 TANF and MOE Funds by Category

(Dollars in millions)

State	Assistance	Child Care	Work, Education, and Training	Refund-able Tax Credits	Pre-K/Head Start	Child Welfare	Administ-ration	Emer-gency Short-Term Benefits	Other Benefits and Services	Totals
Alabama	$20.322	$5.869	$6.318	$0.000	$22.273	$40.456	$19.381	$34.229	$34.613	$183.461
Alaska	42.074	18.167	8.775	0.000	0.000	0.000	8.356	0.303	15.111	92.786
Arizona	41.697	2.547	0.377	0.000	0.000	227.246	19.510	9.483	33.361	334.222
Arkansas	4.099	15.515	14.674	0.000	108.351	0.330	13.143	4.079	4.985	165.175
California	2,329.995	742.572	1,778.602	0.000	0.000	0.003	536.493	254.368	951.812	6,593.846
Colorado	55.969	17.933	10.675	78.133	62.010	46.305	23.917	20.468	65.744	381.154
Connecticut	50.236	39.992	11.732	56.444	76.203	62.230	36.063	19.726	145.736	498.362
Delaware	13.868	76.442	3.791	0.000	0.000	0.000	3.521	2.649	16.273	116.543
District of Columbia	114.482	59.117	29.873	0.000	0.000	0.000	9.730	67.559	8.899	289.659
Florida	160.443	316.879	43.770	0.000	0.000	269.205	70.038	0.902	80.325	941.562
Georgia	95.550	22.183	10.626	0.000	0.000	247.792	19.767	4.672	89.556	490.146
Hawaii	28.603	11.042	41.180	0.000	0.181	0.536	13.425	5.701	98.041	198.708
Idaho	8.219	13.637	2.759	0.000	1.509	1.507	7.759	12.651	1.506	49.547
Illinois	31.883	593.251	19.252	66.150	106.476	242.283	0.062	0.740	83.502	1,143.599
Indiana	14.744	118.452	83.762	27.530	0.000	9.337	24.102	0.388	136.557	414.873
Iowa	33.549	58.003	10.485	25.939	0.000	55.569	5.965	0.298	21.696	211.506
Kansas	13.026	6.673	1.021	49.902	15.198	24.611	11.446	0.001	43.604	165.480
Kentucky	172.118	36.051	29.026	0.000	0.000	0.000	11.201	0.000	13.154	261.549

State	Assistance	Child Care	Work, Education, and Training	Refund-able Tax Credits	Pre-K/Head Start	Child Welfare	Administ-ration	Emer-gency Short-Term Benefits	Other Benefits and Services	Totals
Louisiana	19.673	11.122	33.016	13.627	45.490	37.556	18.429	11.686	34.916	225.516
Maine	30.393	16.412	12.457	7.592	0.719	8.425	5.099	4.867	31.073	117.038
Maryland	111.809	7.336	28.247	152.658	58.188	26.017	21.845	42.786	51.461	500.347
Massachusetts	197.096	338.728	168.496	173.120	0.000	5.412	37.800	106.280	68.388	1,095.319
Michigan	168.726	27.829	4.868	47.087	187.157	98.198	53.241	66.007	750.442	1,403.556
Minnesota	85.569	156.198	61.434	152.779	5.700	0.000	54.632	24.678	22.180	563.170
Mississippi	7.283	1.715	28.282	0.000	0.000	20.758	16.345	0.000	60.413	134.797
Missouri	35.600	48.658	77.253	0.000	0.000	131.817	7.822	76.644	37.671	415.466
Montana	25.091	9.410	3.931	0.000	0.000	2.460	4.688	2.748	11.092	59.420
Nebraska	26.057	22.244	11.926	33.834	0.000	4.174	5.032	0.146	0.741	104.154
Nevada	38.178	16.590	1.489	0.000	0.000	15.604	8.163	2.721	20.390	103.135
New Hampshire	30.651	4.582	7.689	0.000	0.000	5.309	11.234	7.129	17.733	84.327
New Jersey	81.594	166.219	80.724	348.961	549.240	0.000	51.532	15.091	71.483	1,364.843
New Mexico	55.419	31.278	18.902	71.929	41.168	0.870	4.953	2.919	19.230	246.666
New York	1,489.959	577.447	131.513	1,403.065	498.970	247.188	417.750	313.621	308.739	5,388.252
North Carolina	36.847	216.874	5.437	0.000	120.828	124.292	44.812	5.421	42.710	597.221
North Dakota	3.934	1.074	3.893	0.000	0.000	28.739	4.255	0.019	1.212	43.127
Ohio	236.819	405.938	90.064	0.000	0.000	11.916	110.937	54.605	222.014	1,132.292
Oklahoma	29.493	39.188	9.354	0.000	12.079	14.304	8.623	3.155	30.506	146.702
Oregon	83.385	11.175	16.521	3.381	8.630	14.588	41.043	32.056	65.658	276.435
Pennsylvania	167.239	478.148	102.955	0.000	176.997	0.000	73.820	14.928	140.721	1,154.808
Rhode Island	25.472	40.366	9.874	22.705	0.000	23.308	8.839	24.855	12.235	167.654

State	Assistance	Child Care	Work, Education, and Training	Refund-able Tax Credits	Pre-K/Head Start	Child Welfare	Administ-ration	Emer-gency Short-Term Benefits	Other Benefits and Services	Totals
South Carolina	52.919	4.085	33.401	0.000	26.382	5.050	18.931	0.000	23.993	164.761
South Dakota	15.094	0.803	3.517	0.000	0.000	4.863	2.016	3.451	2.896	32.639
Tennessee	18.417	0.000	7.592	0.000	85.990	0.000	26.241	0.000	0.187	138.426
Texas	53.170	0.000	84.856	0.000	340.550	240.425	77.213	3.802	62.412	862.428
Utah	18.920	23.452	22.689	0.000	7.767	3.750	13.811	2.963	25.509	118.861
Vermont	14.148	29.849	1.989	18.312	0.000	5.770	6.032	1.317	15.925	93.342
Virginia	67.733	37.011	39.856	0.000	4.383	8.160	40.268	4.727	76.812	278.950
Washington	135.807	227.095	101.517	0.000	39.450	0.000	122.470	58.065	374.341	1,058.746
West Virginia	26.206	16.242	0.473	0.000	0.000	31.757	14.329	12.749	25.317	127.074
Wisconsin	82.282	203.163	26.142	69.700	0.000	5.364	26.429	38.640	129.371	581.091
Wyoming	9.075	1.554	3.033	0.000	0.939	0.000	4.270	3.175	1.582	23.628
Totals	6,710.93	5,326.11	3,340.09	2,822.85	2,602.83	2,353.48	2,196.78	1,379.47	4,603.83	31,336.37

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

Note: Excludes TANF funds used in the territories and in tribal TANF programs.

Table B-2. Uses of FY2018 TANF and MOE Funds by Category as a Percentage of Total Federal TANF and State MOE Spending

State	Assistance	Child Care	Work, Education and Training	Refund-able Tax Credits	Pre-K/Head Start	Child Welfare	Admin-istration	Emer-gency Short-Term Benefits	Other Benefits and Services	Totals
Alabama	11.1%	3.2%	3.4%	0.0%	12.1%	22.1%	10.6%	18.7%	18.9%	100.0%
Alaska	45.3	19.6	9.5	0.0	0.0	0.0	9.0	0.3	16.3	100.0
Arizona	12.5	0.8	0.1	0.0	0.0	68.0	5.8	2.8	10.0	100.0
Arkansas	2.5	9.4	8.9	0.0	65.6	0.2	8.0	2.5	3.0	100.0
California	35.3	11.3	27.0	0.0	0.0	0.0	8.1	3.9	14.4	100.0
Colorado	14.7	4.7	2.8	20.5	16.3	12.1	6.3	5.4	17.2	100.0
Connecticut	10.1	8.0	2.4	11.3	15.3	12.5	7.2	4.0	29.2	100.0
Delaware	11.9	65.6	3.3	0.0	0.0	0.0	3.0	2.3	14.0	100.0
District of Columbia	39.5	20.4	10.3	0.0	0.0	0.0	3.4	23.3	3.1	100.0
Florida	17.0	33.7	4.6	0.0	0.0	28.6	7.4	0.1	8.5	100.0
Georgia	19.5	4.5	2.2	0.0	0.0	50.6	4.0	1.0	18.3	100.0
Hawaii	14.4	5.6	20.7	0.0	0.1	0.3	6.8	2.9	49.3	100.0
Idaho	16.6	27.5	5.6	0.0	3.0	3.0	15.7	25.5	3.0	100.0
Illinois	2.8	51.9	1.7	5.8	9.3	21.2	0.0	0.1	7.3	100.0
Indiana	3.6	28.6	20.2	6.6	0.0	2.3	5.8	0.1	32.9	100.0
Iowa	15.9	27.4	5.0	12.3	0.0	26.3	2.8	0.1	10.3	100.0
Kansas	7.9	4.0	0.6	30.2	9.2	14.9	6.9	0.0	26.3	100.0
Kentucky	65.8	13.8	11.1	0.0	0.0	0.0	4.3	0.0	5.0	100.0
Louisiana	8.7	4.9	14.6	6.0	20.2	16.7	8.2	5.2	15.5	100.0
Maine	26.0	14.0	10.6	6.5	0.6	7.2	4.4	4.2	26.5	100.0

State	Assistance	Child Care	Work, Education and Training	Refund-able Tax Credits	Pre-K/Head Start	Child Welfare	Admin-istration	Emer-gency Short-Term Benefits	Other Benefits and Services	Totals
Maryland	22.3	1.5	5.6	30.5	11.6	5.2	4.4	8.6	10.3	100.0
Massachusetts	18.0	30.9	15.4	15.8	0.0	0.5	3.5	9.7	6.2	100.0
Michigan	12.0	2.0	0.3	3.4	13.3	7.0	3.8	4.7	53.5	100.0
Minnesota	15.2	27.7	10.9	27.1	1.0	0.0	9.7	4.4	3.9	100.0
Mississippi	5.4	1.3	21.0	0.0	0.0	15.4	12.1	0.0	44.8	100.0
Missouri	8.6	11.7	18.6	0.0	0.0	31.7	1.9	18.4	9.1	100.0
Montana	42.2	15.8	6.6	0.0	0.0	4.1	7.9	4.6	18.7	100.0
Nebraska	25.0	21.4	11.5	32.5	0.0	4.0	4.8	0.1	0.7	100.0
Nevada	37.0	16.1	1.4	0.0	0.0	15.1	7.9	2.6	19.8	100.0
New Hampshire	36.3	5.4	9.1	0.0	0.0	6.3	13.3	8.5	21.0	100.0
New Jersey	6.0	12.2	5.9	25.6	40.2	0.0	3.8	1.1	5.2	100.0
New Mexico	22.5	12.7	7.7	29.2	16.7	0.4	2.0	1.2	7.8	100.0
New York	27.7	10.7	2.4	26.0	9.3	4.6	7.8	5.8	5.7	100.0
North Carolina	6.2	36.3	0.9	0.0	20.2	20.8	7.5	0.9	7.2	100.0
North Dakota	9.1	2.5	9.0	0.0	0.0	66.6	9.9	0.0	2.8	100.0
Ohio	20.9	35.9	8.0	0.0	0.0	1.1	9.8	4.8	19.6	100.0
Oklahoma	20.1	26.7	6.4	0.0	8.2	9.8	5.9	2.2	20.8	100.0
Oregon	30.2	4.0	6.0	1.2	3.1	5.3	14.8	11.6	23.8	100.0
Pennsylvania	14.5	41.4	8.9	0.0	15.3	0.0	6.4	1.3	12.2	100.0
Rhode Island	15.2	24.1	5.9	13.5	0.0	13.9	5.3	14.8	7.3	100.0
South Carolina	32.1	2.5	20.3	0.0	16.0	3.1	11.5	0.0	14.6	100.0
South Dakota	46.2	2.5	10.8	0.0	0.0	14.9	6.2	10.6	8.9	100.0

State	Assistance	Child Care	Work, Education and Training	Refund-able Tax Credits	Pre-K/Head Start	Child Welfare	Admin-istration	Emer-gency Short-Term Benefits	Other Benefits and Services	Totals
Tennessee	13.3	0.0	5.5	0.0	62.1	0.0	19.0	0.0	0.1	100.0
Texas	6.2	0.0	9.8	0.0	39.5	27.9	9.0	0.4	7.2	100.0
Utah	15.9	19.7	19.1	0.0	6.5	3.2	11.6	2.5	21.5	100.0
Vermont	15.2	32.0	2.1	19.6	0.0	6.2	6.5	1.4	17.1	100.0
Virginia	24.3	13.3	14.3	0.0	1.6	2.9	14.4	1.7	27.5	100.0
Washington	12.8	21.4	9.6	0.0	3.7	0.0	11.6	5.5	35.4	100.0
West Virginia	20.6	12.8	0.4	0.0	0.0	25.0	11.3	10.0	19.9	100.0
Wisconsin	14.2	35.0	4.5	12.0	0.0	0.9	4.5	6.6	22.3	100.0
Wyoming	38.4	6.6	12.8	0.0	4.0	0.0	18.1	13.4	6.7	100.0
Totals	21.4	17.0	10.7	9.0	8.3	7.5	7.0	4.4	14.7	100.0

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

Note: Excludes TANF funds used in the territories and in tribal TANF programs.

Table B-3. Unspent TANF Funds at the End of FY2018

(September 30, 2018, in millions of dollars)

State	Obligated But Not Spent	Unobligated and Unspent
Alabama	$0.0	$86.4
Alaska	0.0	36.3
Arizona	0.0	49.4
Arkansas	20.4	53.4
California	257.8	0.0
Colorado	0.0	104.5
Connecticut	0.0	0.0
Delaware	0.6	14.1
District of Columbia	0.0	48.7
Florida	15.9	0.0
Georgia	10.7	66.8
Hawaii	20.7	280.6
Idaho	0.0	13.8
Illinois	0.0	0.0
Indiana	13.7	50.8
Iowa	0.7	0.0
Kansas	2.0	73.8
Kentucky	0.0	63.8
Louisiana	9.5	0.0
Maine	14.2	130.8
Maryland	0.0	8.6
Massachusetts	0.0	0.0
Michigan	0.0	56.1
Minnesota	0.0	58.0
Mississippi	0.0	8.4
Missouri	0.0	5.3
Montana	0.0	15.6
Nebraska	0.0	70.4
Nevada	0.0	32.8
New Hampshire	0.0	55.4

State	Obligated But Not Spent	Unobligated and Unspent
New Jersey	10.9	11.1
New Mexico	0.0	88.7
New York	34.1	513.3
North Carolina	51.1	0.0
North Dakota	1.9	0.0
Ohio	542.3	0.5
Oklahoma	134.5	0.0
Oregon	0.0	13.8
Pennsylvania	77.4	430.7
Rhode Island	0.0	16.8
South Carolina	0.0	0.0
South Dakota	0.0	19.6
Tennessee	0.0	570.7
Texas	204.9	123.5
Utah	0.0	60.6
Vermont	0.0	0.0
Virginia	6.9	133.9
Washington	0.0	48.4
West Virginia	0.0	74.6
Wisconsin	0.0	175.6
Wyoming	4.5	25.4
Totals	1,434.9	3,691.1

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

Note: Excludes TANF funds used in the territories and in tribal TANF programs.

Table B-4. Number of Families, Recipients, Children, and Adults Receiving TANF Assistance by State, September 2018

State	Families	Recipients	Children	Adults
Alabama	8,182	18,425	15,032	3,393
Alaska	2,571	6,815	4,732	2,083
Arizona	7,372	15,106	12,084	3,022

State	Families	Recipients	Children	Adults
Arkansas	2,859	6,357	4,767	1,590
California	409,043	1,331,457	940,730	390,727
Colorado	12,502	32,692	22,727	9,965
Connecticut	8,964	18,713	13,545	5,168
Delaware	3,761	10,450	6,272	4,178
District of Columbia	5,840	16,632	12,546	4,086
Florida	41,469	65,627	56,117	9,510
Georgia	10,484	20,246	18,353	1,893
Guam	491	1,083	929	154
Hawaii	4,274	11,653	8,294	3,359
Idaho	2,046	2,996	2,912	84
Illinois	11,048	21,810	19,689	2,121
Indiana	6,048	12,053	10,982	1,071
Iowa	9,650	23,295	17,746	5,549
Kansas	4,360	4,359	2,619	1,740
Kentucky	18,774	37,748	32,695	5,053
Louisiana	5,402	13,292	11,007	2,285
Maine	17,367	57,543	35,301	22,242
Maryland	17,352	42,996	32,025	10,971
Massachusetts	50,270	124,630	85,801	38,829
Michigan	12,338	30,453	24,978	5,475
Minnesota	16,973	40,370	31,246	9,124
Mississippi	4,040	7,907	6,399	1,508
Missouri	10,761	24,687	19,063	5,624
Montana	3,691	9,156	7,010	2,146
Nebraska	4,832	11,945	9,954	1,991
Nevada	9,023	22,836	17,191	5,645
New Hampshire	5,257	12,575	9,081	3,494
New Jersey	10,326	23,089	18,000	5,089
New Mexico	10,632	26,529	20,122	6,407
New York	122,363	313,143	221,544	91,599
North Carolina	14,574	25,263	22,791	2,472
North Dakota	984	2,453	2,072	381
Ohio	42,549	75,664	69,415	6,249
Oklahoma	6,176	13,696	11,958	1,738
Oregon	40,932	120,311	77,812	42,499
Pennsylvania	45,022	111,572	83,045	28,527

State	Families	Recipients	Children	Adults
Puerto Rico	4,992	13,559	8,411	5,148
Rhode Island	4,197	9,954	7,274	2,680
South Carolina	8,314	18,326	15,449	2,877
South Dakota	2,952	5,944	5,489	455
Tennessee	20,951	45,131	36,178	8,953
Texas	26,109	56,501	49,307	7,194
Utah	3,546	8,438	6,290	2,148
Vermont	2,918	6,599	4,703	1,896
Virgin Islands	160	496	334	162
Virginia	20,513	35,157	27,510	7,647
Washington	37,270	88,286	60,717	27,569
West Virginia	6,572	12,845	10,768	2,077
Wisconsin	15,740	34,089	28,275	5,814
Wyoming	499	1,142	882	260
Totals	1,175,335	3,104,094	2,280,173	823,921

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, September of Selected Years

					Percentage Change to 2018 from		
State	1994	2010	2017	2018	1994	2010	2017
Alabama	48,752	23,052	9,326	8,182	-83.2	-64.5	-12.3
Alaska	12,450	3,507	3,093	2,571	-79.3	-26.7	-16.9
Arizona	72,728	18,774	8,222	7,372	-89.9	-60.7	-10.3
Arkansas	25,298	8,469	3,072	2,859	-88.7	-66.2	-6.9
California	916,795	590,121	511,311	409,043	-55.4	-30.7	-20.0
Colorado	40,544	11,707	16,646	12,502	-69.2	6.8	-24.9
Connecticut	60,336	16,848	9,798	8,964	-85.1	-46.8	-8.5
Delaware	11,408	5,508	3,873	3,761	-67.0	-31.7	-2.9
District of Columbia	27,320	8,547	3,124	5,840	-78.6	-31.7	86.9
Florida	239,702	57,742	45,027	41,469	-82.7	-28.2	-7.9
Georgia	141,596	20,133	10,399	10,484	-92.6	-47.9	0.8
Guam	2,089	1,276	541	491	-76.5	-61.5	-9.2
Hawaii	21,312	9,953	4,937	4,274	-79.9	-57.1	-13.4
Idaho	8,635	1,820	1,928	2,046	-76.3	12.4	6.1

State	1994	2010	2017	2018	Percentage Change to 2018 from 1994	2010	2017
Illinois	241,290	24,337	12,613	11,048	-95.4	-54.6	-12.4
Indiana	72,654	36,062	6,962	6,048	-91.7	-83.2	-13.1
Iowa	39,137	21,548	10,694	9,650	-75.3	-55.2	-9.8
Kansas	29,524	15,554	4,462	4,360	-85.2	-72.0	-2.3
Kentucky	78,720	30,875	20,785	18,774	-76.2	-39.2	-9.7
Louisiana	84,162	10,849	5,521	5,402	-93.6	-50.2	-2.2
Maine	22,322	15,377	18,452	17,367	-22.2	12.9	-5.9
Maryland	80,266	25,110	18,611	17,352	-78.4	-30.9	-6.8
Massachusetts	108,985	49,836	51,196	50,270	-53.9	0.9	-1.8
Michigan	215,873	67,241	13,846	12,338	-94.3	-81.7	-10.9
Minnesota	59,987	24,574	18,519	16,973	-71.7	-30.9	-8.3
Mississippi	55,232	11,895	4,891	4,040	-92.7	-66.0	-17.4
Missouri	91,875	39,262	12,452	10,761	-88.3	-72.6	-13.6
Montana	11,416	3,686	4,517	3,691	-67.7	0.1	-18.3
Nebraska	15,435	8,702	5,262	4,832	-68.7	-44.5	-8.2
Nevada	14,620	10,612	9,828	9,023	-38.3	-15.0	-8.2
New Hampshire	11,398	6,175	4,884	5,257	-53.9	-14.9	7.6
New Jersey	122,376	34,516	12,640	10,326	-91.6	-70.1	-18.3
New Mexico	34,535	21,223	11,066	10,632	-69.2	-49.9	-3.9
New York	461,751	154,936	132,675	122,363	-73.5	-21.0	-7.8
North Carolina	129,258	23,705	16,108	14,574	-88.7	-38.5	-9.5
North Dakota	5,410	1,996	1,105	984	-81.8	-50.7	-11.0
Ohio	244,099	105,140	54,161	42,549	-82.6	-59.5	-21.4
Oklahoma	46,572	9,388	6,797	6,176	-86.7	-34.2	-9.1
Oregon	40,504	31,751	43,754	40,932	1.1	28.9	-6.4
Pennsylvania	212,457	53,274	50,615	45,022	-78.8	-15.5	-11.1
Puerto Rico	57,337	13,371	7,000	4,992	-91.3	-62.7	-28.7
Rhode Island	22,776	6,758	4,466	4,197	-81.6	-37.9	-6.0
South Carolina	50,430	19,347	8,672	8,314	-83.5	-57.0	-4.1
South Dakota	6,601	3,291	3,030	2,952	-55.3	-10.3	-2.6
Tennessee	109,678	62,714	24,562	20,951	-80.9	-66.6	-14.7
Texas	284,973	51,931	28,839	26,109	-90.8	-49.7	-9.5
Utah	17,505	6,646	4,013	3,546	-79.7	-46.6	-11.6
Vermont	9,761	3,256	3,371	2,918	-70.1	-10.4	-13.4
Virgin Islands	1,146	537	197	160	-86.0	-70.2	-18.8
Virginia	74,257	37,448	22,232	20,513	-72.4	-45.2	-7.7

State	1994	2010	2017	2018	Percentage Change to 2018 from 1994	2010	2017
Washington	101,542	70,200	35,284	37,270	-63.3	-46.9	5.6
West Virginia	40,279	10,496	7,113	6,572	-83.7	-37.4	-7.6
Wisconsin	75,086	24,746	16,318	15,740	-79.0	-36.4	-3.5
Wyoming	5,351	318	513	499	-90.7	56.9	-2.7
Totals	5,015,545	1,926,140	1,349,323	1,175,335	-76.6	-39.0	-12.9

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

Notes: Data for Puerto Rico are unavailable for September 2017. Total change excludes data for Puerto Rico for all years. Caseload data for 2000 through 2017 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: September 2018

State	Single Parent	Two Parent	No Parent	Total Families	Percentage of Total Families: Single Parent	Two Parent	No Parent	Total Families
Alabama	3,272	42	4,868	8,182	40.0%	0.5%	59.5%	100.0%
Alaska	1,510	252	809	2,571	58.7	9.8	31.5	100.0
Arizona	2,718	114	4,540	7,372	36.9	1.5	61.6	100.0
Arkansas	1,462	59	1,338	2,859	51.1	2.1	46.8	100.0
California	251,231	27,704	130,108	409,043	61.4	6.8	31.8	100.0
Colorado	9,331	0	3,171	12,502	74.6	0.0	25.4	100.0
Connecticut	2,942	0	6,022	8,964	32.8	0.0	67.2	100.0
Delaware	994	9	2,758	3,761	26.4	0.2	73.3	100.0
District of Columbia	4,086	0	1,754	5,840	70.0	0.0	30.0	100.0
Florida	5,287	215	35,967	41,469	12.7	0.5	86.7	100.0
Georgia	1,982	0	8,502	10,484	18.9	0.0	81.1	100.0
Guam	86	27	378	491	17.5	5.5	77.0	100.0
Hawaii	2,577	611	1,086	4,274	60.3	14.3	25.4	100.0
Idaho	84	0	1,962	2,046	4.1	0.0	95.9	100.0
Illinois	2,199	0	8,849	11,048	19.9	0.0	80.1	100.0
Indiana	1,366	40	4,642	6,048	22.6	0.7	76.8	100.0
Iowa	4,682	390	4,578	9,650	48.5	4.0	47.4	100.0
Kansas	1,806	206	2,348	4,360	41.4	4.7	53.9	100.0
Kentucky	4,308	382	14,084	18,774	22.9	2.0	75.0	100.0
Louisiana	2,268	0	3,134	5,402	42.0	0.0	58.0	100.0
Maine	9,178	6,529	1,660	17,367	52.8	37.6	9.6	100.0

State	Single Parent	Two Parent	No Parent	Total Families	Percentage of Total Families: Single Parent	Two Parent	No Parent	Total Families
Maryland	10,651	281	6,420	17,352	61.4	1.6	37.0	100.0
Massachusetts	34,435	3,029	12,806	50,270	68.5	6.0	25.5	100.0
Michigan	4,646	0	7,692	12,338	37.7	0.0	62.3	100.0
Minnesota	9,185	0	7,788	16,973	54.1	0.0	45.9	100.0
Mississippi	1,481	0	2,559	4,040	36.7	0.0	63.3	100.0
Missouri	6,301	0	4,460	10,761	58.6	0.0	41.4	100.0
Montana	1,792	282	1,617	3,691	48.6	7.6	43.8	100.0
Nebraska	1,984	0	2,848	4,832	41.1	0.0	58.9	100.0
Nevada	4,161	680	4,182	9,023	46.1	7.5	46.3	100.0
New Hampshire	3,304	37	1,916	5,257	62.8	0.7	36.4	100.0
New Jersey	5,745	59	4,522	10,326	55.6	0.6	43.8	100.0
New Mexico	5,057	675	4,900	10,632	47.6	6.3	46.1	100.0
New York	77,545	2,508	42,310	122,363	63.4	2.0	34.6	100.0
North Carolina	1,772	24	12,778	14,574	12.2	0.2	87.7	100.0
North Dakota	381	0	603	984	38.7	0.0	61.3	100.0
Ohio	5,322	345	36,882	42,549	12.5	0.8	86.7	100.0
Oklahoma	1,738	0	4,438	6,176	28.1	0.0	71.9	100.0
Oregon	27,855	6,521	6,556	40,932	68.1	15.9	16.0	100.0
Pennsylvania	27,889	471	16,662	45,022	61.9	1.0	37.0	100.0
Puerto Rico	4,490	251	251	4,992	89.9	5.0	5.0	100.0
Rhode Island	2,959	164	1,074	4,197	70.5	3.9	25.6	100.0
South Carolina	2,877	0	5,437	8,314	34.6	0.0	65.4	100.0
South Dakota	455	0	2,497	2,952	15.4	0.0	84.6	100.0
Tennessee	8,052	224	12,675	20,951	38.4	1.1	60.5	100.0
Texas	7,194	0	18,915	26,109	27.6	0.0	72.4	100.0
Utah	1,564	0	1,982	3,546	44.1	0.0	55.9	100.0
Vermont	1,322	277	1,319	2,918	45.3	9.5	45.2	100.0
Virgin Islands	131	0	29	160	81.9	0.0	18.1	100.0
Virginia	11,114	0	9,399	20,513	54.2	0.0	45.8	100.0
Washington	17,561	7,313	12,396	37,270	47.1	19.6	33.3	100.0
West Virginia	1,572	0	5,000	6,572	23.9	0.0	76.1	100.0
Wisconsin	4,956	192	10,592	15,740	31.5	1.2	67.3	100.0
Wyoming	223	19	257	499	44.7	3.8	51.5	100.0
Totals	609,083	59,932	506,320	1,175,335	51.8	5.1	43.1	100.0

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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