TEMPORARY ASSISTANCE FOR NEEDY FAMILIES PROGRAM (TANF)

Eleventh Report to Congress

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
Administration for Children and Families
Office of Family Assistance

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Executive Summary

The Temporary Assistance for Needy Families (TANF) program provides a fixed block grant of about $16.5 billion to states, territories, [1] and Washington, DC (hereafter referred to as "states"). Additionally, federally-recognized American Indian tribes and Alaska Native organizations may elect to operate their own TANF programs. The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) created TANF, repealing the Aid to Families with Dependent Children (AFDC) and related programs.

The TANF program continues to serve as one of the nation's primary economic security and stability programs for low-income families with children. TANF funds monthly cash assistance payments to low-income families with children, as well as a wide range of services that are "reasonably calculated" to address the program's four broad purposes, which are to:

> (1) provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;
>
> (2) end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;
>
> (3) prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies; and
>
> (4) encourage the formation and maintenance of two-parent families.

This report provides data through Fiscal Year (FY) 2013 (or the most current information if FY 2013 data is not available) and presents information regarding TANF expenditures and caseloads, work participation and earnings, the characteristics and financial circumstances of TANF recipients, TANF performance measures, interactions between TANF and child support, as well as specific provisions of state TANF programs. In addition, this report documents current family self-sufficiency and stability-related research, describes federal efforts to promote healthy marriage and responsible fatherhood, provides national data on out-of-wedlock births, and presents child poverty statistics. Below is a short summary of each chapter in this report.

<u>Chapter I - TANF Expenditures</u>

In FY 2013, states received federal TANF block grants and Supplemental Grants totaling $16.5 billion. In addition, 19 qualifying states received a combined total of about $529 million in FY 2013 Contingency Funds.

TANF and state Maintenance-of-Effort (MOE) funds can be spent on "assistance" and "non-assistance." "Assistance" includes cash and other benefits designed to meet a family's ongoing basic needs. The major TANF program requirements (e.g., work requirements, time limits on

[1] Guam, the Virgin Islands, and Puerto Rico.

federal assistance, and data reporting) apply only to families receiving "assistance." "Non-assistance" benefits are those that do not fall within the definition of assistance, and include expenditures such as child care, transportation, and other work supports provided to employed families, non-recurrent short-term benefits, work subsidies to employers, and services such as education and training, case management, job search, and counseling.

Combined federal TANF and state MOE expenditures totaled $31.6 billion in FY 2013. On a national level, states used 28 percent of this total for basic assistance (largely cash aid to meet a family's ongoing basic needs), 16 percent for child care, and 6 percent for work-related activities.

Chapter II - Caseload

In FY 2013, a monthly average of 1.75 million families, with 4.10 million recipients, received TANF assistance funded either by federal TANF block grant funds or state MOE funds, including assistance funded through separate state programs (SSPs). These caseload figures only reflect the number of families receiving "assistance," which is largely comprised of monthly cash assistance payments to families.

The national average monthly number of families receiving assistance decreased by 6.8 percent from 1.88 million in FY 2012 to 1.75 million families in FY 2013. There was considerable variation across states. The average monthly number of families receiving TANF or SSP-MOE assistance declined in 43 states from FY 2012 to FY 2013 and increased in 11 states over that same time period.

Chapter III - Work Participation Rates

Work participation rates measure the degree to which families receiving assistance in TANF and SSPs are engaged in work activities specified under federal law. The TANF statute specifies the work participation rate requirements for states. States must meet both an overall work participation rate and a two-parent work participation rate, or face a financial penalty.

The national average overall participation rate achieved in FY 2012 was 34.4 percent, which is an increase from 29.5 percent in the FY 2011. The FY 2012 two-parent national average participation rate achieved was 33.9 percent, about two percentage points higher than FY 2011's 32.0 percent national average. In FY 2013, these percentages dipped by about one percentage point to 33.5 percent and 32.9 percent, respectively.

Sixteen states failed to meet their adjusted overall standard in FY 2012. This represents a significant increase compared to prior years, including FY 2011, when six states failed the overall rate. Of the 27 states that operated two-parent TANF assistance programs in FY 2012, eleven failed to meet their two-parent target in addition to their overall target, while nine states failed to meet their two-parent target alone. The increase in the number of states that failed to meet one or both work participation rate targets was largely due to changes in the caseload reduction credit calculation that resulted in states having higher work participation rate targets than prior years.

Eleven states failed to meet their adjusted overall standard in FY 2013, a decline compared to FY 2012. Of the 27 states that operated two-parent TANF assistance programs in FY 2013, seven failed to meet their two-parent target in addition to their overall target, while 11 states failed to meet their two-parent target alone.

Chapter IV - Work and Earnings

In 2013, 56 percent of single mothers with children under 18 that had income below 200 percent of poverty were employed. For the one-fifth of families with the lowest income, the average annual earnings of single mother families (including those with and without earnings) in 2013 was $2,446 (in 2013 dollars).

Chapter V - TANF Performance Measures

HHS is required under Section 413(d) of the Social Security Act to annually measure and rank state performance in moving TANF recipients into private sector employment. Beginning with performance year FY 2001, ACF has calculated state job entry, job retention and earnings gains rates based on matching monthly listings of adult TANF recipients against the quarterly wage files on the National Directory of New Hires. ACF continues to use this data source to report on employment among TANF recipients, though these rates are affected by economic and demographic factors and state eligibility rules as well as state performance.

Chapter VI - Child Support Collections

At the end of FY 2013, there were 15.6 million child support cases. Custodial parents receiving TANF are required to cooperate with child support enforcement efforts. The vast majority of child support services are provided to non-public assistance cases. In FY 2013, cases in which the children were formerly receiving public assistance (defined as those families where the children are either recipients of TANF or entitled to Foster Care maintenance payments) constituted 43 percent of the Child Support caseload, and cases in which the children never received public assistance constituted 45 percent of the caseload. There were 1.8 million child support cases in which the child was currently receiving public assistance in FY 2013, accounting for 12 percent of the total caseload.

Federal law requires families that receive TANF cash assistance to assign their rights to child support to the state. States can then decide what portion, if any, of child support collections to transfer back to TANF families as unearned income and how much of that income should be considered during benefit and eligibility calculations.

Chapter VII - Promotion of Healthy Marriage and Responsible Fatherhood

In 2010, Congress reauthorized healthy marriage and responsible fatherhood grant programs under the Claims Resolution Act and allocated $150 million for fiscal year 2011 to fund a new set of grants, specifying that funding should be equally split between healthy marriage and responsible fatherhood activities.

ACF's Office of Family Assistance (OFA) began implementation of the following newly funded grant programs in FY 2011: Community-Centered Healthy Marriage and Relationships, Pathways to Responsible Fatherhood, and Community-Centered Responsible Fatherhood Reentry Pilot Project grants. This funding opportunity yielded 121 new and previously funded grantees to the Healthy Marriage and Responsible Fatherhood program.

Chapter VIII - Out-of-Wedlock and Teen Births

Section 411 of the Social Security Act requires HHS to report data on the extent to which states are decreasing out-of-wedlock pregnancies. This section includes the latest available information about non-marital and teen birth trends, including birth rates for unmarried women, the share of all births that were by unmarried women, teen birth rates, and the ratio of out-of-wedlock to total births. The birth rate for unmarried women aged 15 to 44 years decreased for five consecutive years from 51.8 births per 1,000 unmarried women in 2008 to 44.3 births per 1,000 unmarried women in 2013, which was the lowest birth rate for unmarried women since 2003. The proportion of births to unmarried women declined slightly from 41.0 percent in 2009 to 40.6 in 2013 after a steady increase since 1997.

The U.S. birth rate for women aged 15 to 19 (married and unmarried) was 26.5 births per 1,000 teenagers in 2013, representing a 57.1 percent decline from the rate of 61.8 births per 1,000 teenagers in 1991.

Chapter IX - Child Poverty

In 2013, the federal poverty threshold for a family of four (two adults plus two children) was $23,624. The percentage of children (persons under 18) in poverty declined from 21.8 percent in 2012 to 19.9 percent in 2013. The total number of children in poverty in 2013 was 14.7 million.

Chapter X - Characteristics and Financial Circumstances of TANF Recipients

In FY 2013, the average number of recipients in TANF families was 2.3, including an average of 1.8 child recipients. Among recipient families, 50.2 percent had only one child.

There were approximately 812,000 child-only cases (those where no adult is receiving TANF assistance) in FY 2013, accounting for about 50.0 percent of the total TANF caseload.

In FY 2013, 75.2 percent of children receiving TANF assistance were young children under the age of 12. Race/ethnicity data demonstrate that Hispanic children comprised 38.6 percent of children receiving TANF assistance in FY 2013; while 30.5 percent of TANF children were Black, and 25.5 percent were White.

In terms of educational attainment for adult TANF recipients, 56.5 percent had completed high school (or its equivalent) in FY 2013, 35.9 percent had less than a high school level of education, and only 7.6 percent of adult recipients had achieved more than a high school level of education.

The average monthly amount of assistance for TANF recipient families was $378 in FY 2013. About 17 percent of TANF families in FY 2013 had non-TANF income; 11 percent had earned income with an average monthly amount of $836, while 7 percent of the TANF families had unearned income with an average monthly amount of $479.

States reported that approximately 85 percent of TANF families received Supplemental Nutrition Assistance Program (SNAP) benefits in FY 2013, which is consistent with levels over the previous decade. These families received average monthly SNAP benefits of $401. In addition, states reported that 98 percent of TANF families participated in Medicaid or in the Children's Health Insurance Program (CHIP) in FY 2013.

Chapter XI - Tribal TANF and Native Employment Works (NEW)

At the end of FY 2013, 68 Tribal TANF plans were approved to operate on behalf of 280 tribes and Alaska Native villages and serve the non-reservation area of 120 counties. Tribal TANF programs served an average monthly caseload of 12,961 families in FY 2013, and grants allocated to the approved programs totaled $183,112,879.

Federally-recognized tribes and Alaska Native organizations that were Tribal Job Opportunities and Basic Skills Training (JOBS) program grantees under the former AFDC program are eligible to administer Native Employment Works (NEW) grants. NEW program grants support work activities and other employment and training services. During NEW Program Year 2012-2013 (July 1, 2012 – June 30, 2013), there were 78 NEW grantees with $7,558,020 in total funding. While NEW programs are not required to serve TANF participants, the majority of NEW participants are Tribal TANF or state TANF participants. Thus, NEW is an important partner with both tribal and state TANF programs.

In addition, 14 Tribal TANF grantees received discretionary grants for coordination of Tribal TANF and child welfare services to tribal families at risk of child abuse or neglect. These Tribal TANF – Child Welfare Coordination grantees were selected through a competitive process in

2011. The original project period for these grants was three years; the grants were then extended for one year through September 29, 2015.

Chapter XII - Specific Provisions of State Programs

The tables in Chapter XII were derived from information collected in the "Welfare Rules Databook: State TANF Policies as of July 2013," published by the Urban Institute with funding by HHS' Administration for Children and Families (ACF) and HHS' Assistant Secretary for Planning and Evaluation (ASPE). These tables include state-by-state information on benefit levels, work requirements, eligibility and benefit determination, sanction policies, cash diversion programs, time limits, domestic violence provisions, and family cap policies.

Chapter XIII - Family Self-Sufficiency and Stability-Related Research

HHS sponsors, manages, and conducts research and evaluations pertaining to family self-sufficiency and stability, including projects relevant to management of the TANF program, studies of TANF recipients and low-income individuals, and families more generally, while focusing on evaluations of service interventions to improve family well-being. HHS' research and evaluation activities in these areas are carried out primarily by the ACF Office of Planning, Research and Evaluation (OPRE) and ASPE. OPRE and ASPE coordinate their research agendas with each other and with other government agencies, independent research organizations, and private foundations, and collaborate with university-based research centers.

OPRE's and ASPE's family self-sufficiency and stability-related research and evaluation projects fall into five broad categories: (1) TANF and the safety net, (2) employment and the labor market, (3) education and training, (4) family strengthening, and (5) cross-cutting research.

I. TANF Spending

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 created the Temporary Assistance for Needy Families (TANF) program, repealing Aid to Families with Dependent Children (AFDC) and related programs. TANF funds monthly cash assistance payments to low-income families with children, as well as a wide range of services that are "reasonably calculated" to address the program's four broad purposes. These are to:

(1) provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;

(2) end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;

(3) prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies; and

(4) encourage the formation and maintenance of two-parent families.

TANF Funding

Funding Streams

TANF provides a fixed annual block grant of about $16.5 billion to states, territories,[2] and Washington, DC (hereafter referred to as "states"). Each state's block grant (or State Family Assistance Grant) is equal to its peak expenditures on AFDC-related programs between FY 1992 and FY 1995; the amount is fixed and has not changed since TANF's inception.

In order to receive its full federal block grant, states must meet a Maintenance-of-Effort (MOE) requirement, which means they must maintain state expenditures for "eligible families" to receive benefits and services related to TANF purposes in an amount equal to at least 80 percent of state spending in FY 1994 for AFDC programs related to cash assistance, emergency assistance, job training, and child care (about $11.1 billion). This amount is reduced to 75 percent (about $10.4 billion) if a state meets its work participation rates (described in Chapter III). In addition to counting their own expenditures, current law allows states to count as MOE costs borne by third-parties, such as non-governmental organizations, as long as they satisfy MOE requirements.

[2] Guam, the Virgin Islands, and Puerto Rico.

States may spend their MOE funds in three different ways:

- Commingled with federal funds and expended in the state's TANF program. These expenditures are subject to federal funding restrictions, TANF requirements, and MOE limitations.

- Segregated from federal funds, but spent in the state's TANF program. These expenditures are subject to many TANF requirements, including the work participation requirements, requirements to assign child support payments to the state, and reporting requirements. However, the federal five-year time limit on assistance and certain other federal funding restrictions do not apply.

- In separate state programs (SSP), operated outside of the state's TANF program**.** These expenditures are somewhat more flexible, although they must be consistent with the goals of the TANF statute and other MOE requirements. Families receiving assistance through SSPs are not subject to federal requirements regarding child support assignment, the federal five-year time limit, and various other federal rules. However, the Deficit Reduction Act of 2005 (DRA) that reauthorized the TANF program extended work participation requirements to SSP families with a work-eligible individual, beginning in FY 2007.

Some states also provide assistance through solely-state funded (SSF) programs, which are not funded by either TANF or MOE funds. SSF families are not subject to federal work participation requirements, and therefore states often create SSF programs to serve families that may have trouble meeting all of the work participation guidelines, such as two-parent families, families with a head-of-household with barriers to employment, and families with a head-of-household working toward a postsecondary degree. ACF does not collect expenditure data for SSF programs.

In addition to the basic block grant available to all states, some states receive TANF Contingency Funds. The Contingency Fund provides additional funding for states that meet certain criteria intended to reflect a poor economy. To be eligible to receive Contingency Funds, a state must meet one of two criteria: (1) the state's average unemployment rate for the most recent 3-month period for which data are available must equal or exceed 6.5 percent and this rate must be at least 10 percent higher than the average unemployment rate for the comparable 3-month period in either or both of the last two calendar years; or (2) the average number of participants in the Supplemental Nutrition Assistance Program (or SNAP, formerly known as food stamps) in the state for the most recent 3-month period for which data are available must exceed by at least 10 percent the average number of food stamp participants in the state in the comparable 3-month period of either FY 1994 or FY 1995. These criteria have made almost all states eligible for Contingency Funds since 2009, and therefore the Fund is arguably not achieving its core purpose of helping certain states meet an increased demand for cash assistance during economic downturns. States also must meet higher MOE requirements in order to qualify for Contingency Funds.

The Protect Our Kids Act of 2012 (P.L. 112-275) reauthorized the Contingency Fund through FY 2014 with an appropriation of $610 million available for eligible states in each of fiscal years 2013 and 2014.

Use of Funds

In general, both TANF and MOE funds must be used to further one or more of the four TANF purposes. States also may expend federal TANF funds on previously permitted activities under the AFDC program and allowed to continue under TANF (such as certain expenditures for children involved in foster care or the juvenile justice system). States may reserve unobligated federal funds (except for Contingency Funds) for use in future fiscal years. States may transfer up to a total of 30 percent of their TANF funds to either the Child Care Development Block Grant (CCDBG) or the Social Services Block Grant (SSBG) programs, with no more than 10 percent transferred to SSBG.

TANF and MOE funds can be spent on "assistance" and "non-assistance." "Assistance" includes cash and other benefits designed to meet a family's ongoing basic needs, as well as child care, transportation, and supports for families that are not employed. The major TANF program requirements (e.g., work requirements, time limits on federal assistance, and data reporting) apply only to families receiving "assistance." "Non-assistance" benefits are those that do not fall within the definition of assistance, and include expenditures such as child care, transportation, and other work supports provided to employed families, non-recurrent short-term benefits, Individual Development Accounts, refundable Earned Income Tax Credits, work subsidies to employers, and services such as education and training, case management, job search, and counseling.

States have broad flexibility to design and implement programs, including determinations on the type and amount of assistance payments, the range of services to be provided, and the rules for determining who is eligible for benefits (e.g., states set their own income definitions for "needy" families and may use different standards for different programs).

Expenditure Overview: Fiscal Year 2013 Financial Data

In FY 2013, states received federal TANF block grants totaling $16.5 billion. In addition, 19 qualifying states received a combined total of over $529 million in FY 2013 Contingency Funds. At the beginning of FY 2013, states reported having $3.1 billion of funds carried over from prior years, which consisted of carry-over block grant funds, Supplemental Grants, and TANF

Emergency Contingency Funds.[3] At the end of FY 2013, the amount of unspent funds to carry over to FY 2014 was $3.0 billion.

Combined federal TANF and state MOE expenditures and transfers totaled $31.6 billion in FY 2013. Figure 1-A provides an overview of the use of funds in FY 2013 from all sources, and Figure 1-B illustrates how states used their TANF and MOE funds, combining certain expenditure categories that reflect similar activities, such as child care spent in the TANF program and TANF funds transferred to the CCDBG.[4] Figures 1-C and 1-D show how each state used its TANF and MOE funds for the key activities of basic assistance, work-related activities, and child care, three activities, which when provided to families in concert, foster a two-generation approach that supports parental employment and child well-being. On the national level, states used 28 percent of this total for basic assistance (largely cash aid to meet a family's ongoing basic needs), 16 percent for child care, and 6 percent for work-related activities.

Figure 1-E shows beginning and end-of-year federal TANF balances for each state, while Figure 1-F provides a summary of federal TANF and MOE expenditures (in both TANF and SSPs) by state.

These tables and all of the FY 2013 financial data can be found at: http://www.acf.hhs.gov/programs/ofa/resource/tanf-financial-data-fy-2013.

For definitions of each category, please see the Program Instruction and the completion instructions for the ACF-196 Form, which was used to report TANF spending in FY 2013. These instructions can be found at: http://www.acf.hhs.gov/programs/ofa/resource/tanf-acf-pi-2009-10 and http://www.acf.hhs.gov/sites/default/files/ofa/instruction_completion_acf_196.pdf.

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[3] The TANF Emergency Contingency Fund, established by the American Recovery and Reinvestment Act (ARRA), provided up to $5 billion to help states, territories, and tribes that had an increase in basic assistance expenditures, or an increase in expenditures related to non-recurrent short-term benefits or subsidized employment in FY 2009 and FY 2010. FY 2013 expenditures include Emergency Contingency Funds awarded in FY 2009 and FY 2010, as these funds are available until expended.

Supplemental Grants historically provided additional TANF funding to states that experienced increases in their populations and/or had low levels of welfare spending per poor person in the mid 1990s. To receive a Supplemental Grant, a state must have met the criteria for population increases or low levels of welfare spending per poor person in FY 1998. From FY 2002, when the award amounts were fixed, to FY 2010, the same 17 states received a total of $319 million each year. The Continuing Appropriations Act of 2011 (P.L. 111-242) and the Claims Resolution Act of 2010 (P.L. 111-291) authorized the grants only through June 30, 2011, at a funding level of $211 million, and these funds are available until expended.

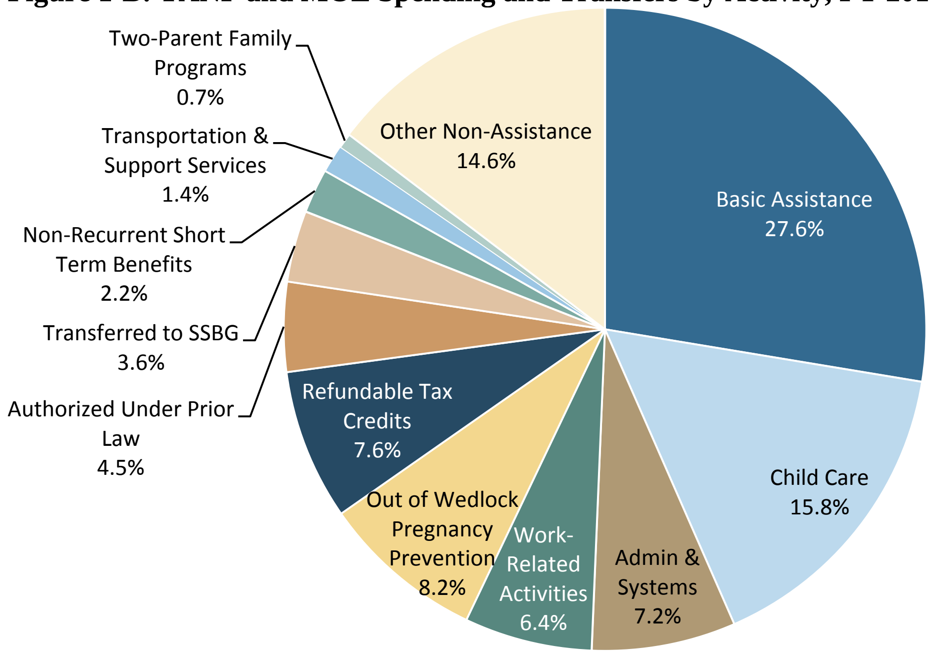
[4] Note that the tables and figures do not include expenditures by tribes and the territories of Puerto Rico, Virgin Islands, and Guam.

Figure 1-A: Federal TANF and State MOE Expenditures and Transfers Summary by Category, FY 2013

Spending Category	Federal Funds	State MOE in TANF and Separate State Programs	All Funds	All Funds Percent of Total Funds Used
TOTAL EXPENDITURES ON ASSISTANCE	*$5,326,260,835*	$4,553,327,580	$9,879,588,415	31.2%
BASIC ASSISTANCE	*$4,485,279,615*	*$4,252,650,107*	$8,737,929,722	27.6%
CHILD CARE	*$72,858,031*	*$254,467,575*	$327,325,606	*1.0%*
TRANSPORTATION AND SUPPORTIVE SERVICES	*$230,242,453*	*$46,209,898*	$276,452,351	*0.9%*
ASSISTANCE UNDER PRIOR LAW	*$537,880,736*		$537,880,736	*1.7%*
TOTAL EXPENDITURES ON NON-ASSISTANCE	$8,825,586,896	$10,441,911,538	$19,267,498,434	60.9%
WORK RELATED ACTIVITIES/ EXPENSES	*$1,516,804,587*	*$516,937,971*	$2,033,742,558	*6.4%*
CHILD CARE	*$1,037,346,414*	*$2,274,529,962*	$3,311,876,376	*10.5%*
TRANSPORTATION	*$142,506,485*	*$31,122,156*	$173,628,641	*0.5%*
INDIVIDUAL DEVELOPMENT ACCOUNTS	*$691,952*	*$169,625*	$861,577	*0.0%*
REFUNDABLE EITC	*$122,662,721*	*$1,728,271,545*	$1,850,934,266	*5.8%*
OTHER REFUNDABLE TAX CREDITS	*$0*	*$543,834,350*	$543,834,350	*1.7%*
NON-RECURRENT SHORT-TERM BENEFITS	*$279,734,284*	*$423,979,582*	$703,713,866	*2.2%*
PREVENTION OF OUT OF WEDLOCK PREGNANCIES	*$1,088,089,290*	*$1,512,532,608*	$2,600,621,898	*8.2%*
TWO -PARENT FAMILY FORMATION AND MAINTENANCE	*$192,988,042*	*$40,781,993*	$233,770,035	*0.7%*
ADMINISTRATION	*$1,236,738,135*	*$838,245,191*	$2,074,983,326	*6.6%*
SYSTEMS	*$172,419,652*	*$43,521,553*	$215,941,205	*0.7%*
NON-ASSISTANCE UNDER PRIOR LAW	*$887,369,983*		$887,369,983	*2.8%*
OTHER	*$2,148,235,351*	*$2,487,985,002*	$4,636,220,353	*14.6%*
TOTAL ASSISTANCE AND NON-ASSISTANCE EXPENDITURES	**$14,151,847,731**	**$14,995,239,118**	$29,147,086,849	**92.1%**
TRANSFERRED TO CHILD CARE DEVELOPMENT FUND (CCDF)	$1,367,276,004		$1,367,276,004	4.3%
TRANSFERRED TO SOCIAL SERVICES BLOCK GRANT (SSBG)	$1,134,838,715		$1,134,838,715	3.6%
TOTAL TRANSFERS	**$2,502,114,719**		**$2,502,114,719**	**7.9%**
TOTAL FUNDS USED	**$16,653,962,450**	**$14,995,239,118**	**$31,649,201,568**	**100.0%**
UNLIQUIDATED OBLIGATIONS	**$1,518,725,644**		**$1,518,725,644**	
UNOBLIGATED BALANCE	**$1,524,977,538**		**$1,524,977,538**	

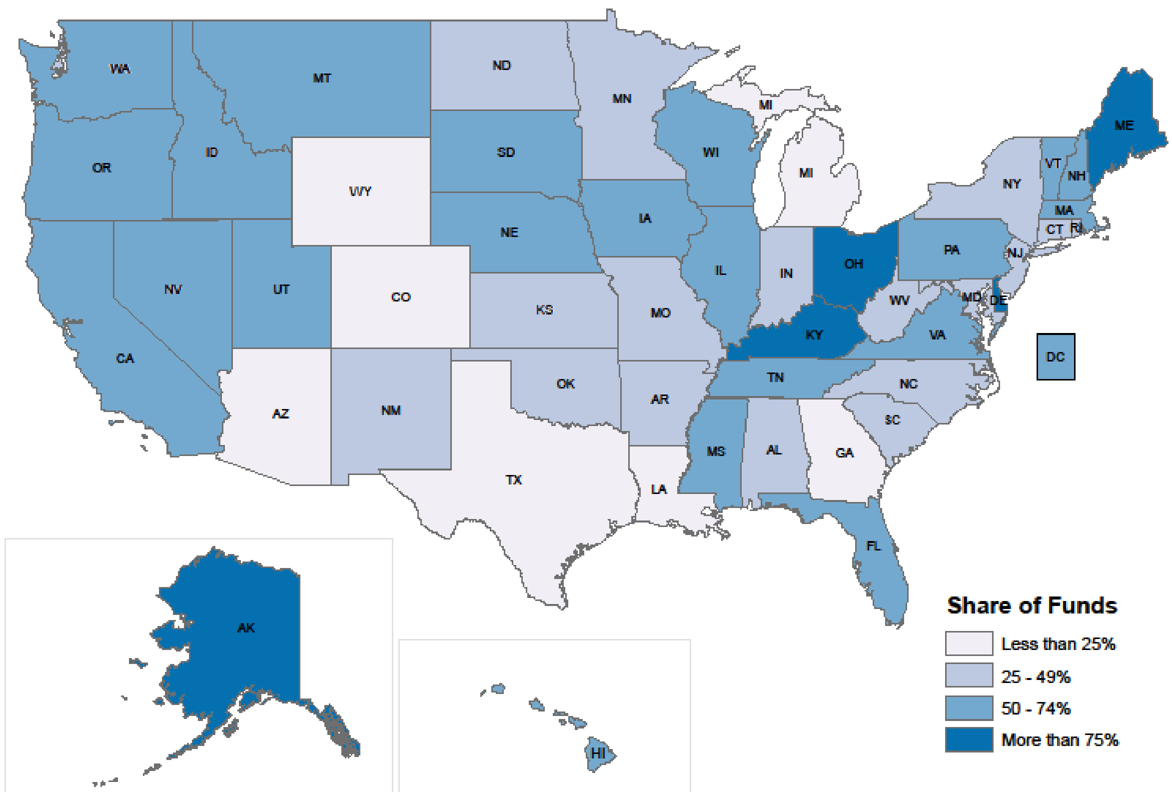
Source: TANF Financial Data – FY 2013.

Figure 1-B: TANF and MOE Spending and Transfers by Activity, FY 2013



Source: TANF Financial Data – FY 2013.

Figure 1-C: Percentage of TANF and MOE Expenditures and Transfers Used for Basic Assistance, Work-Related Activities, and Child Care, FY 2013



Source: ASPE calculations based on TANF Financial Data – FY 2013.

Figure 1-D: Percentage of TANF and MOE Expenditures and Transfers Used for Basic Assistance, Work-Related Activities, and Child Care FY 2013

	Work-Related Activities	Child Care	Basic Assistance	TOTAL
	Percent of total funds used (federal and MOE) on work-related activities	Percent of total funds used (federal and MOE) on child care (spent or transferred)	Percent of total funds used (federal and MOE) on basic assistance	Percent of total funds used on work-related activities, child care, and basic assistance combined
U.S. TOTAL	6.4%	15.8%	27.6%	49.9%
ALABAMA	12.3%	3.2%	26.9%	42.4%
ALASKA	14.1%	30.7%	43.3%	88.2%
ARIZONA*	2.2%	2.5%	0.0%*	4.7%
ARKANSAS	15.0%	5.5%	8.4%	28.9%
CALIFORNIA	7.2%	12.0%	45.9%	65.0%
COLORADO	0.7%	0.4%	22.4%	23.4%
CONNECTICUT	3.3%	7.3%	16.8%	27.4%
DELAWARE*	1.7%	68.6%	15.5%	85.7%
DIST.OF COLUMBIA	14.8%	30.1%	23.3%	68.1%
FLORIDA	5.8%	34.4%	17.4%	57.6%
GEORGIA*	0.0%*	4.4%	9.4%	13.8%
HAWAII	38.7%	5.3%	26.2%	70.2%
IDAHO	13.5%	23.3%	14.2%	50.9%
ILLINOIS	2.7%	55.6%	7.0%	65.3%
INDIANA	5.7%	27.8%	10.4%	43.9%
IOWA	7.5%	21.0%	25.7%	54.2%
KANSAS	0.2%	13.0%	15.8%	29.0%
KENTUCKY	12.3%	26.8%	36.8%	75.8%
LOUISIANA	2.9%	2.4%	11.6%	16.8%
MAINE	12.9%	10.3%	51.9%	75.2%
MARYLAND	6.2%	4.1%	23.8%	34.2%
MASSACHUSETTS	0.6%	26.0%	29.8%	56.4%
MICHIGAN	5.7%	1.4%	14.5%	21.5%
MINNESOTA	12.5%	12.3%	21.5%	46.4%
MISSISSIPPI	31.0%	17.9%	15.7%	64.7%
MISSOURI	4.3%	10.5%	25.1%	39.9%
MONTANA	22.6%	18.6%	28.6%	69.8%
NEBRASKA	17.8%	21.6%	22.3%	61.6%
NEVADA	2.0%	0.0%	48.2%	50.3%
NEW HAMPSHIRE	9.5%	12.0%	32.7%	54.2%
NEW JERSEY	6.8%	5.7%	23.5%	35.9%
NEW MEXICO	4.1%	17.0%	24.9%	45.9%
NEW YORK	2.2%	9.6%	28.6%	40.4%
NORTH CAROLINA	6.8%	27.7%	9.5%	44.0%
NORTH DAKOTA*	11.8%	3.0%	14.9%	29.7%
OHIO	3.6%	38.1%	30.1%	71.8%
OKLAHOMA	0.0%	35.2%	10.0%	45.2%
OREGON*	5.3%	3.4%	43.6%	52.3%
PENNSYLVANIA	7.5%	37.9%	26.0%	71.4%
RHODE ISLAND	5.1%	13.1%	22.7%	40.9%
SOUTH CAROLINA	8.7%	1.8%	15.1%	25.6%
SOUTH DAKOTA	15.3%	2.9%	45.7%	63.9%
TENNESSEE	22.4%	9.3%	34.0%	65.7%
TEXAS	10.3%	3.1%	8.8%	22.2%
UTAH	23.2%	13.5%	29.9%	66.6%
VERMONT	0.1%	31.2%	21.7%	53.0%
VIRGINIA	18.8%	11.0%	35.8%	65.5%
WASHINGTON	18.5%	15.1%	23.4%	57.0%
WEST VIRGINIA	1.3%	7.2%	21.4%	29.9%
WISCONSIN	5.7%	33.1%	22.2%	61.0%
WYOMING	5.4%	11.1%	7.5%	24.1%

* These states reported negative expenditures because adjustments for spending from prior years exceeded current year spending. For this table, negative expenditures were treated as zero and thus the calculation of total spending for the percentage distribution by category did not include the negative amounts.

Source: ASPE calculations based on TANF Financial Data – FY 2013.

Figure 1-E: Summary of Federal TANF Funds, FY 2013

STATE	FY 2013 FEDERAL AWARDS State Family Assistance Grants [which include Supplemental Grant prior year carryover], Contingency Funds, Emergency Contingency Funds	CARRYOVER FROM PREVIOUS FISCAL YEARS State Family Assistance Grant, Emergency Contingency Funds	TOTAL FEDERAL FUNDS FY 2013 Federal Awards+Carryover from Previous Fiscal Years	TRANSFERS (State Family Assistance Grant Only) TRANSFERRED TO CHILD CARE DEVELOPMENT FUND	TRANSFERS (State Family Assistance Grant Only) TRANSFERRED TO SOCIAL SERVICES BLOCK GRANT	FEDERAL FUNDS AVAILABLE FOR TANF (Total Federal Funds minus Tranfers)	TOTAL FEDERAL EXPENDITURES (Assistance + Non-Assistance)	UNLIQUIDATED OBLIGATIONS	UNOBLIGATED BALANCE
U.S. TOTAL	**$16,601,251,891**	**$3,096,413,741**	**$19,697,665,632**	**$1,367,276,004**	**$1,134,838,715**	**$17,195,550,913**	**$14,151,847,731**	**$1,518,725,644**	**$1,524,977,538**
ALABAMA	$92,984,144	$9,157,044	$102,141,188	$0	$5,000,000	$97,141,188	$82,880,292	$3,658,471	$10,602,425
ALASKA	$44,965,572	$76,838,418	$121,803,990	$9,963,344	$4,981,673	$106,858,973	$37,128,652	$0	$69,730,321
ARIZONA	$226,715,845	$24,753,746	$251,469,591	$0	$20,014,131	$231,455,460	$228,720,908	$2,734,551	$1
ARKANSAS	$60,159,849	$42,106,620	$102,266,469	$0	$0	$102,266,469	$67,947,643	$18,291,503	$16,027,323
CALIFORNIA	$3,659,376,553	$141,157,399	$3,800,533,952	$0	$364,445,461	$3,436,088,491	$3,427,694,627	$8,393,864	$0
COLORADO	$147,955,505	$17,584,441	$165,539,946	$1,058,223	$1,093,643	$163,388,080	$144,286,603	$0	$19,101,477
CONNECTICUT	$266,788,107	$6,261,171	$273,049,278	$0	$26,678,810	$246,370,468	$240,109,297	$0	$6,261,171
DELAWARE	$35,114,983	$9,575,993	$44,690,976	$0	$0	$44,690,976	$24,682,722	$9,575,228	$10,433,026
DIST.OF COLUMBIA	$100,708,990	$69,214,304	$169,923,294	$0	$3,935,917	$165,987,377	$105,120,211	$6,458,557	$54,408,609
FLORIDA	$475,366,962	$136,577,971	$611,944,933	$115,375,443	$55,604,763	$440,964,727	$410,889,769	$29,581,095	$493,863
GEORGIA	$313,680,335	$89,040,882	$402,721,217	$0	$0	$402,721,217	$320,578,117	$21,230,385	$60,912,715
HAWAII	$107,554,487	$42,028,014	$149,582,501	$8,000,000	$7,417,500	$134,165,001	$68,916,534	$5,755,975	$59,492,492
IDAHO	$32,214,361	$31,398,712	$63,613,073	$7,831,200	$1,292,534	$54,489,339	$22,802,403	$31,686,936	$0
ILLINOIS	$543,683,687	$57,328,745	$601,012,432	$0	$1,200,000	$599,812,432	$583,856,960	$0	$15,955,472
INDIANA	$206,799,109	$210,683,855	$417,482,964	$62,342,053	$0	$355,140,911	$95,424,486	$238,051,238	$21,665,187
IOWA	$130,470,741	$12,539,925	$143,010,666	$22,732,687	$12,962,008	$107,315,971	$90,246,425	$14,074,858	$2,994,688
KANSAS	$104,235,777	$38,938,179	$143,173,956	$16,662,987	$10,193,106	$116,317,863	$72,435,400	$11,618,935	$32,263,528
KENTUCKY	$176,215,477	$9,635,353	$185,850,830	$24,693,150	$0	$161,157,680	$157,635,254	$0	$3,522,426
LOUISIANA	$163,971,985	$171,426	$164,143,411	$0	$16,397,198	$147,746,213	$147,711,608	$34,605	$0
MAINE	$76,792,429	$3,418,016	$80,210,445	$2,000,000	$7,812,089	$70,398,356	$45,827,751	$0	$24,570,605
MARYLAND	$249,133,760	$0	$249,133,760	$0	$22,909,803	$226,223,957	$221,286,644	$4,937,313	$0
MASSACHUSETTS	$499,545,331	$0	$499,545,331	$91,874,225	$45,937,112	$361,733,994	$361,733,994	$0	$0
MICHIGAN	$775,352,858	$118,976,723	$894,329,581	$0	$77,535,285	$816,794,296	$774,373,319	$0	$42,420,977
MINNESOTA	$253,945,174	$133,769,046	$387,714,220	$0	$4,790,000	$382,924,220	$221,517,905	$0	$161,406,315
MISSISSIPPI	$78,061,911	$18,484,990	$96,546,901	$17,353,516	$8,676,758	$70,516,627	$58,623,597	$4,027,624	$7,865,405
MISSOURI	$229,403,360	$19,351,150	$248,754,510	$7,353,328	$21,701,176	$219,700,006	$197,615,367	$22,253,154	-$168,515
MONTANA	$36,440,745	$45,460,405	$81,901,150	$7,676,010	$2,354,101	$71,871,039	$28,748,181	$400,000	$42,722,858
NEBRASKA	$57,817,203	$56,056,634	$113,873,837	$17,000,000	$0	$96,873,837	$37,315,357	$0	$59,558,480
NEVADA	$47,747,443	$8,970,003	$56,717,446	$0	$0	$56,717,446	$43,997,850	$0	$12,719,596
NEW HAMPSHIRE	$38,761,588	$4,727,864	$43,489,452	$4,200,000	$936,937	$38,352,515	$25,123,768	$0	$13,228,747
NEW JERSEY	$404,034,823	$171,714,059	$575,748,882	$62,472,945	$21,172,500	$492,103,437	$422,208,523	$32,413,932	$37,480,982
NEW MEXICO	$120,244,927	$27,847,416	$148,092,343	$24,652,500	$0	$123,439,843	$73,270,421	$50,169,422	$0
NEW YORK	$2,656,576,646	$523,530,017	$3,180,106,663	$434,928,015	$191,552,283	$2,553,626,365	$2,176,209,560	$273,410,052	$104,006,753
NORTH CAROLINA	$327,796,962	$190,879,394	$518,676,356	$73,656,137	$10,075,595	$434,944,624	$238,855,836	$192,571,136	$3,517,652
NORTH DAKOTA	$21,992,880	$18,677,984	$40,670,864	$0	$0	$40,670,864	$24,852,515	$0	$15,818,349
OHIO	$698,630,611	$89,185,137	$787,815,748	$0	$38,533,876	$749,281,872	$513,906,870	$201,340,938	$34,034,064
OKLAHOMA	$138,532,835	$53,664,511	$192,197,346	$29,056,288	$14,528,144	$148,612,914	$95,303,031	$53,309,883	$0
OREGON	$181,274,818	$160,272	$181,435,090	$0	$0	$181,435,090	$163,546,011	$0	$17,889,079
PENNSYLVANIA	$705,394,109	$278,546,271	$983,940,380	$141,844,250	$30,977,000	$811,119,130	$458,871,066	$52,146,101	$300,101,963
RHODE ISLAND	$94,760,108	$13,864,627	$108,624,735	$11,295,315	$9,337,823	$87,991,597	$87,991,597	$0	$0
SOUTH CAROLINA	$107,278,665	$13,574,310	$120,852,975	$0	$0	$120,852,975	$108,483,606	$0	$12,369,369
SOUTH DAKOTA	$18,011,035	$15,982,979	$33,994,014	$0	$2,127,965	$31,866,049	$16,927,180	$0	$14,938,870
TENNESSEE	$208,273,474	$20,474,496	$228,747,970	$9,631,362	$0	$219,116,608	$159,812,734	$0	$59,303,874
TEXAS	$528,782,245	$92,383,432	$621,165,677	$0	$33,565,875	$587,599,802	$434,916,544	$152,683,258	$0
UTAH	$75,440,929	$86,452,547	$161,893,476	$0	$7,560,947	$154,332,529	$45,103,557	$0	$109,228,972
VERMONT	$47,353,181	$13,714	$47,366,895	$9,224,074	$4,735,318	$33,407,503	$33,393,789	$0	$13,714
VIRGINIA	$157,266,839	$26,667,166	$183,934,005	$9,467,222	$13,825,500	$160,641,283	$121,624,326	$5,143,266	$33,873,691
WASHINGTON	$413,017,390	$49,648	$413,067,038	$82,152,530	$4,675,000	$326,239,508	$256,651,329	$69,538,531	$49,648
WEST VIRGINIA	$100,787,162	$9,454,424	$110,241,586	$0	$11,017,631	$99,223,955	$99,158,679	$0	$65,276
WISCONSIN	$345,337,451	$0	$345,337,451	$62,779,200	$15,433,200	$267,125,051	$254,266,337	$0	$12,858,714
WYOMING	$18,500,530	$29,084,308	$47,584,838	$0	$1,850,053	$45,734,785	$21,262,576	$3,234,833	$21,237,376

Note: The annual TANF expenditures are calculations in spending during the fiscal year from all of the open grant year reports. Current reporting may reflect adjustments for prior years. If negative adjustments exceed current year spending, a state may show negative expenditures for an expenditure category. If negative adjustments do not exceed current year spending, reported expenditures would understate actual expenditures. Conversely, if there are positive adjustments from prior periods, reported expenditures would exceed actual expenditures for the year.
Source: TANF Financial Data – FY 2013.

Figure 1-F: Summary of Federal TANF and MOE Expenditures, FY 2013

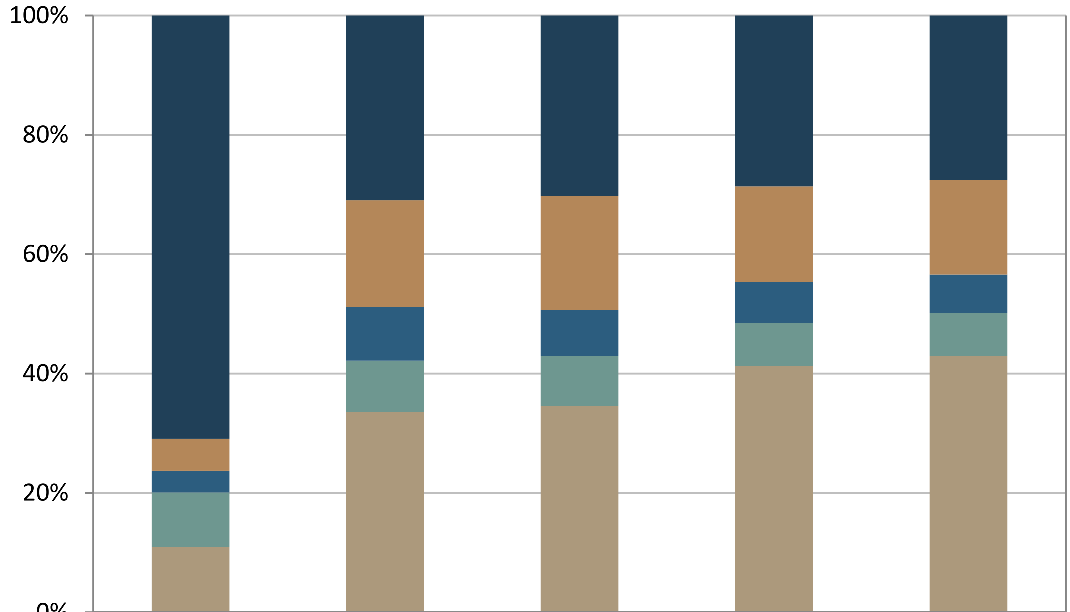
	Federal TANF			MOE		
STATE	TOTAL ASSISTANCE AND NON-ASSISTANCE EXPENDITURES	ASSISTANCE	NON-ASSISTANCE	TOTAL ASSISTANCE AND NON-ASSISTANCE EXPENDITURES	ASSISTANCE	NON- ASSISTANCE
U.S. TOTAL	$14,151,847,731	$5,326,260,835	$8,825,586,896	$14,995,239,118	$4,553,327,580	$10,441,911,538
ALABAMA	$82,880,292	$46,875,685	$36,004,607	$83,006,312	$2,497,322	$80,508,990
ALASKA	$37,128,652	$13,143,053	$23,985,599	$37,146,118	$35,177,444	$1,968,674
ARIZONA	$228,720,908	-$23,332,592	$252,053,500	$130,708,833	$1,567,603	$129,141,230
ARKANSAS	$67,947,643	$13,186,751	$54,760,892	$88,691,726	$0	$88,691,726
CALIFORNIA	$3,427,694,627	$1,525,067,910	$1,902,626,717	$3,239,677,720	$2,119,299,855	$1,120,377,865
COLORADO	$144,286,603	$65,535,558	$78,751,045	$169,213,612	$8,701,104	$160,512,508
CONNECTICUT	$240,109,297	$14,154,905	$225,954,392	$218,432,166	$70,153,089	$148,279,077
DELAWARE	$24,682,722	$3,871,671	$20,811,051	$58,500,266	$14,415,969	$44,084,297
DIST.OF COLUMBIA	$105,120,211	$23,826,697	$81,293,514	$144,677,662	$50,502,920	$94,174,742
FLORIDA	$410,889,769	$59,938,456	$350,951,313	$415,658,218	$129,900,296	$285,757,922
GEORGIA	$320,578,117	$52,894,571	$267,683,546	$173,368,527	$3,167,442	$170,201,085
HAWAII	$68,916,534	$46,475,846	$22,440,688	$160,153,277	$19,089,171	$141,064,106
IDAHO	$22,802,403	$4,417,743	$18,384,660	$14,353,218	$2,305,171	$12,048,047
ILLINOIS	$583,856,960	$82,066,369	$501,790,591	$575,865,998	$4,079,053	$571,786,945
INDIANA	$95,424,486	$24,248,792	$71,175,694	$121,547,499	$4,668,495	$116,879,004
IOWA	$90,246,425	$12,757,510	$77,488,915	$84,793,087	$54,500,493	$30,292,594
KANSAS	$72,435,400	$42,203,672	$30,231,728	$74,283,983	$13,080,984	$61,202,999
KENTUCKY	$157,635,254	$73,919,972	$83,715,282	$95,381,269	$76,876,367	$18,504,902
LOUISIANA	$147,711,608	$26,272,078	$121,439,530	$57,575,776	$0	$57,575,776
MAINE	$45,827,751	$26,750,193	$19,077,558	$40,296,038	$36,593,051	$3,702,987
MARYLAND	$221,286,644	$114,017,696	$107,268,948	$340,011,846	$25,174,378	$314,837,468
MASSACHUSETTS	$361,733,994	$22,801,519	$338,932,475	$638,826,296	$315,911,481	$322,914,815
MICHIGAN	$774,373,319	$144,460,802	$629,912,517	$577,641,396	$62,119,622	$515,521,774
MINNESOTA	$221,517,905	$71,162,579	$150,355,326	$210,666,143	$22,935,305	$187,730,838
MISSISSIPPI	$58,623,597	$17,883,197	$40,740,400	$21,724,308	$5,792,849	$15,931,459
MISSOURI	$197,615,367	$30,409,037	$167,206,330	$176,477,425	$70,915,057	$105,562,368
MONTANA	$28,748,181	$17,050,544	$11,697,637	$14,864,655	$1,313,990	$13,550,665
NEBRASKA	$37,315,357	$16,229,363	$21,085,994	$54,598,349	$8,012,774	$46,585,575
NEVADA	$43,997,850	$18,385,742	$25,612,108	$46,140,210	$25,681,289	$20,458,921
NEW HAMPSHIRE	$25,123,768	$9,068,068	$16,055,700	$42,717,725	$22,141,706	$20,576,019
NEW JERSEY	$422,208,523	$238,343,775	$183,864,748	$789,160,006	$93,843,040	$695,316,966
NEW MEXICO	$73,270,421	$52,336,489	$20,933,932	$115,554,666	$926,772	$114,627,894
NEW YORK	$2,176,209,560	$1,313,608,548	$862,601,012	$2,807,978,106	$555,537,659	$2,252,440,447
NORTH CAROLINA	$238,855,836	$57,037,442	$181,818,394	$300,377,832	$2,528,996	$297,848,836
NORTH DAKOTA	$24,852,515	$13,055,049	$11,797,466	$9,069,286	$6,341,413	$2,727,873
OHIO	$513,906,870	$153,976,833	$359,930,037	$449,880,946	$151,761,654	$298,119,292
OKLAHOMA	$95,303,031	$28,415,868	$66,887,163	$60,119,714	$33,180,114	$26,939,600
OREGON	$163,546,011	$78,053,646	$85,492,365	$160,414,827	$85,387,761	$75,027,066
PENNSYLVANIA	$458,871,066	$227,749,197	$231,121,869	$411,101,730	$51,216,104	$359,885,626
RHODE ISLAND	$87,991,597	$43,188,198	$44,803,399	$77,729,955	$1,378,692	$76,351,263
SOUTH CAROLINA	$108,483,606	$35,783,179	$72,700,427	$121,742,901	$898,806	$120,844,095
SOUTH DAKOTA	$16,927,180	$11,490,417	$5,436,763	$8,540,000	$6,060,587	$2,479,413
TENNESSEE	$159,812,734	$92,993,287	$66,819,447	$148,656,727	$30,941,661	$117,715,066
TEXAS	$434,916,544	$67,982,800	$366,933,744	$386,384,965	$62,900,305	$323,484,660
UTAH	$45,103,557	$27,618,119	$17,485,438	$24,889,035	$1,829,096	$23,059,939
VERMONT	$33,393,789	$6,924,679	$26,469,110	$45,128,763	$21,136,645	$23,992,118
VIRGINIA	$121,624,326	$47,729,969	$73,894,357	$136,116,343	$52,811,775	$83,304,568
WASHINGTON	$256,651,329	$128,169,303	$128,482,026	$519,838,508	$73,532,671	$446,305,837
WEST VIRGINIA	$99,158,679	$53,104,354	$46,054,325	$34,446,446	$29,279,480	$5,166,966
WISCONSIN	$254,266,337	$52,432,443	$201,833,894	$271,435,555	$81,771,024	$189,664,531
WYOMING	$21,262,576	$523,853	$20,738,723	$9,673,149	$3,489,045	$6,184,104

Source: TANF Financial Data – FY 2013.

TANF Spending Trends

Spending patterns have shifted since TANF was enacted, reflecting the decline in assistance caseloads and increased spending on supportive non-assistance services and other “non-assistance” that may not be specifically identified. Figure 1-G compares state spending of federal TANF and state MOE funds (in the TANF program or in SSPs) by category over time. In FY 1997, over 70 percent of TANF and MOE funds were used for basic assistance. However, by FY 2013, that figure fell to 28 percent; with 12 states reporting that less than 15 percent of their combined TANF and MOE funds were used on basic assistance.

Figure 1-G: TANF and MOE Spending by Category, Selected Years FY 1997-FY 2013

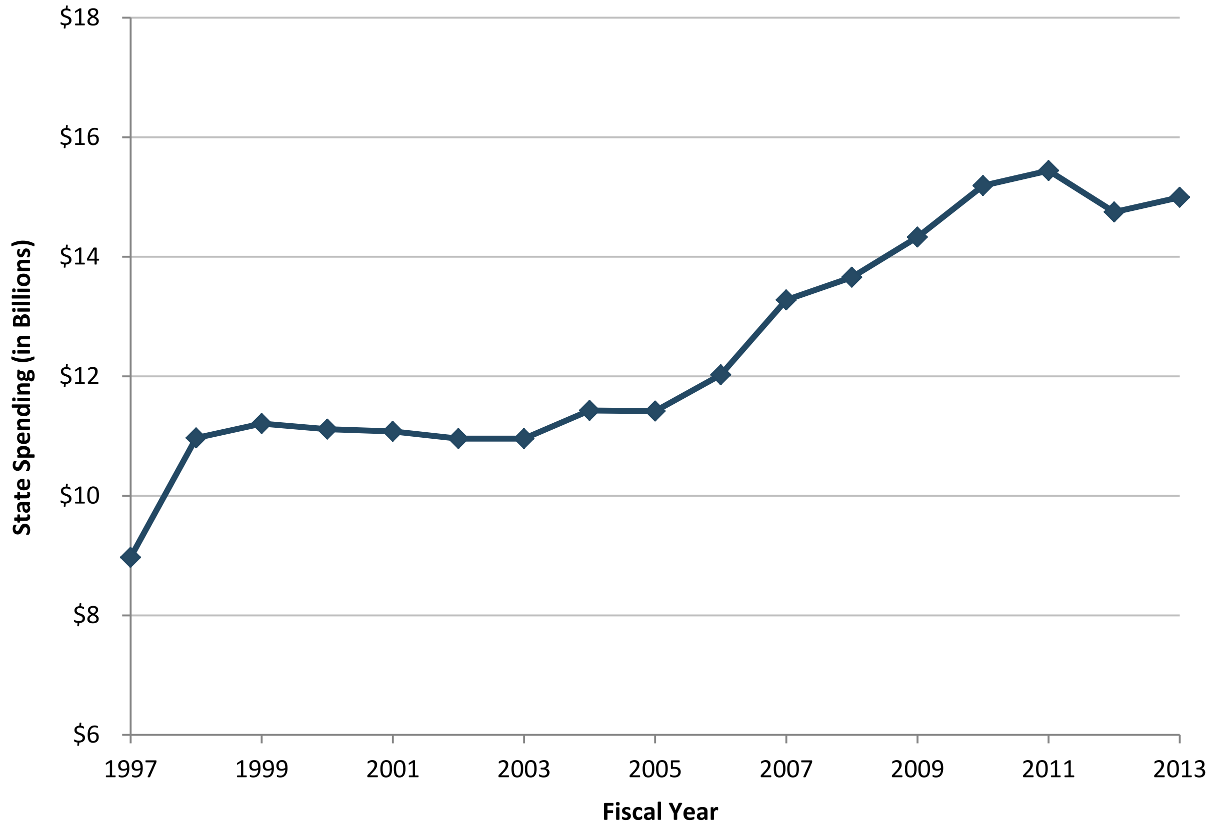


	FY 1997	FY 2002	FY 2007	FY 2012	FY 2013
Basic Assistance	$13,901,705,31	$9,408,233,518	$9,115,204,492	$8,982,230,616	$8,737,929,722
Child Care (Including Transfers)	$1,050,302,519	$5,430,557,655	$5,745,051,205	$5,022,393,244	$5,006,477,986
Work Activities	$715,511,268	$2,726,866,731	$2,338,496,223	$2,163,086,904	$2,033,742,558
Administration & Systems	$1,790,226,285	$2,616,876,211	$2,508,385,699	$2,253,982,202	$2,290,924,531
Remaining Categories*	$2,145,368,884	$10,190,690,20	$10,413,442,02	$12,936,404,18	$13,580,126,77
TOTAL	$19,603,114,26	$30,373,224,32	$30,120,579,64	$31,358,097,14	$31,649,201,56

*Remaining Categories include: Out-of-wedlock Pregnancy Prevention, Refundable Tax Credits, Activities Authorized under Prior Law, Non-recurrent Short-term Benefits, Transfers to the Social Services Block Grant, and other benefits and services.
Source: TANF Financial Data – FY 1997 through FY 2013.

Over this same time period, there also has been an increase in reported MOE spending, as demonstrated in Figure 1-H. This growth, however, does not necessarily reflect an increase in state spending on benefits and services targeted to low-income families and children. States can claim existing state spending (such as pre-kindergarten, child care, after school programs, and state child welfare services) and third-party non-governmental expenditures (such as food banks, domestic violence shelters, and Boys and Girls Clubs) as MOE spending as long as the activity furthers a TANF purpose and relates to the TANF-eligible population only. In July 2012, the U.S. Government Accountability Office (GAO) published *Temporary Assistance for Needy Families: More States Counting Third Party Maintenance of Effort Spending*, which found that 13 states reported counting third-party non-governmental expenditures toward their state MOE spending in FY 2011.

Figure 1-H: Maintenance of Effort Spending, FY 1997-FY 2013



Source: TANF Financial Data – FY 1997 through FY 2013.

States have reasons to increase the amount of MOE they claim. For example, states are allowed to reduce their required work participation rate (WPR) by earning a “caseload reduction credit.” This credit is calculated by accounting for two factors: (1) any decrease in a state’s TANF caseload from its 2005 level, and (2) “excess MOE,” which is the level of state spending in TANF or SSPs above the required amount (see Chapter III). This second factor provides an incentive for states to increase the amount of MOE they claim.

Furthermore, states that qualify for and access the TANF Contingency Fund also face a more stringent MOE requirement. Namely, if a state receives any provisional payments of Contingency Funds during a fiscal year, then it must meet a Contingency Fund MOE requirement that equals 100 percent of the state's share of FY 1994 expenditures in its former

AFDC and JOBS programs (excluding SSP expenditures and child care expenditures).[5] In order to keep any Contingency Funds, a state must spend beyond its required 100 percent Contingency Fund MOE level; specifically, a state may keep only the amount of Contingency Funds that match qualified state expenditures (excluding SSP expenditures and child care expenditures) made in excess of the state's 100 percent Contingency Fund MOE level.

Revisions to Financial Data Reporting

States submit the ACF-196 Financial Report Form quarterly to ACF's Office of Family Assistance (OFA) in order to provide information on how they spend their TANF block grant, state MOE funds, and other federal TANF funds (e.g., Contingency and Emergency Contingency funds). The ACF-196 was designed to monitor expenditures by grant year and ensure compliance with various statutory requirements governing the use of federal funds (e.g., the 30 percent cap on transfers and the 15 percent limit on administrative costs) and state MOE expenditures (e.g., compliance with the 75 or 80 percent historic spending requirements and the 15 percent administrative cap). However, the accounting methodology used does not yield exact expenditures spent in a fiscal year. Furthermore, the expenditure categories do not wholly reflect the wide range of benefits and services for which states spend their federal and state MOE funds. HHS, Congress, research organizations, and other stakeholders use the data collected to gain an understanding of the types of activities on which states are spending their funds and analyze trends in how states choose to distribute their program funds. Accurate and complete expenditure data is crucial as it provides the foundation for a well-informed policy analysis.

Effective in FY 2015, the TANF financial data collection involves two forms: the ACF-196R, which states will submit on a quarterly basis, and the ACF-196, which states will use to adjust expenditures submitted during fiscal years prior to FY 2015. After a state expends all funds for grant years prior to FY 2015, it will no longer need to use the ACF-196.

The ACF-196R State TANF Financial Report Form and Instructions are available on OFA's website by accessing TANF-ACF-PI-2014-02 at: http://www.acf.hhs.gov/programs/ofa/resource/tanf-acf-pi-2014-02.

The aim of the ACF-196R reporting form implementation is to eliminate ambiguity in expenditure definitions, create categories and definitions that are clearly defined, and gain greater insight into how states spend TANF and MOE funds without placing an undue reporting burden on states.

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[5] Only qualified state expenditures within the state's TANF program may count toward the state's 100 percent Contingency Fund MOE requirement. Qualified state expenditures in separate state programs (SSP) or any child care expenditures do not count towards this requirement.

Implementation of the ACF-196R has resulted in two basic changes to TANF quarterly financial reports. The first is a modification and expansion of the list of expenditure categories. The second is a change to the accounting method used to report expenditures and monitor grant awards. These changes are explained in further detail below.

Expenditure Categories

The categories on the ACF-196 had remained essentially unchanged since FY 2000. Over time, state spending on cash assistance has declined and states have used more of their TANF and MOE funds to support a broad array of services for children and families. This trend is reflected to a large degree by the increase in expenditures reported in the category of "Other." Additionally, the ACF-196 collected little meaningful information about a significant share of spending that is classified as assistance and non-assistance "Authorized Solely under Prior Law." The Claims Resolution Act of 2010 required states to submit additional data on expenditures reported in these categories for two periods in 2011. This limited-time collection provided ACF with a greater understanding of how states were spending their funds and also demonstrated the limitations of the ACF-196 reporting categories.

Another shortcoming of the ACF-196 categories is that expenses can be reported under more than one category. For example, a state may report TANF spending for pre-school under "Prevention of Out-of-Wedlock Pregnancies," "Other," or possibly even "Child Care," although the instructions specifically exclude such expenditures under child care. If reporting is not consistent across states, it is difficult to do accurate cross-state comparisons or trend analyses.

In order to address these issues, ACF revised the expenditure categories and accompanying definitions used in TANF financial data collection. ACF also added ACF-196R–Part 2, which requires narrative descriptions of expenditures reported as "Other" and assistance and non-assistance "Authorized Solely Under Prior Law." It also requires an explanation of the methodology used to estimate expenditures, as appropriate.

Accounting Method

Under the law, federal TANF funds (excluding Contingency Funds) remain available for spending in future years without fiscal year limitation. Thus, the ACF-196 reporting was structured to require reporting of cumulative expenditures by category until all the funds in a grant year award had been expended. Additionally, on the ACF-196, when a state discovered an error in prior reporting, it made an adjustment in the current quarter's reporting, obscuring any distinction between actual expenditures in the fiscal year and upward or downward adjustments from prior years. As a result, it was impossible to determine the actual TANF expenditures that occurred in a fiscal year.

In order to resolve this problem, the revised ACF-196R effective in FY 2015 requires states to report actual expenditures made in a fiscal year with each open grant year award. If a state needs to adjust an expenditure reported in a prior year, it will revise the report for the fiscal year in which that expenditure occurred, rather than account for that adjustment in the current year's report.

To facilitate grants monitoring, the ACF-196R data collection system will generate a report displaying the cumulative expenditures made with each open grant year's award. The data collection system will also generate a report that sums expenditures made with each open grant year award during the fiscal year. The data collection system will automatically update these reports each time a state revises expenditures reported in a prior year.

II. Caseload

In fiscal year (FY) 2013, a monthly average of 1.75 million families, with 4.10 million recipients, received TANF assistance funded either by federal TANF block grant funds or state MOE funds, including assistance funded through separate state programs (SSPs).[6] Notably, these caseload figures only reflected the number of families that received "assistance," which is largely comprised of monthly cash assistance payments to families. The TANF program does not authorize HHS to collect caseload information for families receiving benefits and services classified as "non-assistance." As noted in the previous chapter, only 31.2 percent of TANF and MOE funds were used in FY 2013 for benefits that meet the definition of assistance.

Caseload Trends

Figure 2-A shows the average monthly number of families receiving AFDC or TANF/SSP assistance from FY 1959 through FY 2013. Historical caseload data can be found online through the Office of Family Assistance Data & Reports page at: http://www.acf.hhs.gov/programs/ofa/programs/tanf/data-reports.

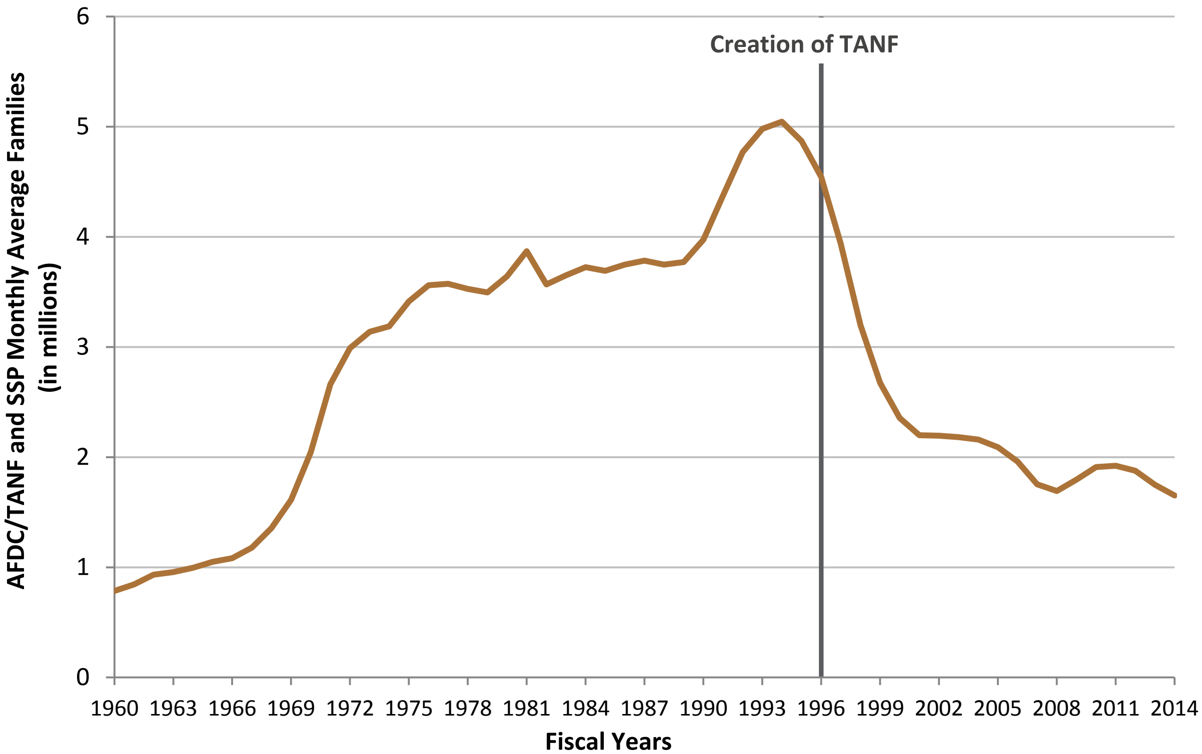
In FY 1994, the assistance caseload reached a monthly average high of 5.05 million families; six years later, the assistance caseload declined to a monthly average of 2.36 million families in FY 2000. This decline has been attributed to a host of events, including economic growth (and the concomitant drop in poverty), welfare reform implementation, and other policies designed to promote work among low-income families with children (such as expansions in the Earned Income Tax Credit and child care subsidies). Throughout this period, there was a dramatic increase in the number of single mothers leaving welfare for work.

Beginning in FY 2000, the caseload decline slowed, but continued through FY 2008, when it fell to a monthly average of 1.69 million families. Following the onset of a recession in December 2007, caseloads began to rise beginning in mid-2008, peaking in December 2010 at 1.95 million families—a 15.4 percent increase over the average monthly caseload in FY 2008.

As part of the American Recovery and Reinvestment Act of 2009 (ARRA), states received additional funding from the TANF Emergency Contingency Fund for increases in basic assistance caseloads (relative to a base period of either FY 2007 or FY 2008) or for increases in certain types of expenditures in FY 2009 and FY 2010. This helped some states maintain basic needs payments in the face of the economic downturn.

[6] As described in Chapter I of this report, states may spend MOE funds in separate state programs (SSPs) operated outside of the TANF program. These expenditures are flexible and not subject to some of the general TANF requirements. Prior to the Deficit Reduction Act of 2005, this exception included TANF's work requirements, but since FY 2007, separate state program families with a work-eligible individual have been subject to work requirements. SSPs must be consistent with the goals of the TANF statute and other MOE requirements.

Figure 2-A: AFDC/TANF and SSP Monthly Average Families, FY 1959 – FY 2013



Source: TANF Data Reporting System.

<u>FY 2012 and FY 2013 TANF/SSP Caseload</u>

<u>*State-level Caseload Data*</u>

While the national picture showed an average monthly caseload decrease of 6.8 percent from FY 2012 to FY 2013, there was considerable variation in TANF/SSP caseload changes among the states and territories in FY 2013. Figures 2-B and 2-C show the monthly number of families and recipients, respectively, by state for FY 2013, along with the average monthly caseload for the fiscal year and the percent change from the previous fiscal year. The average monthly number of families receiving TANF or SSP-MOE assistance declined in 43 states from FY 2012 to FY 2013 and increased in 11 states over that same time period. Three states had caseload increases greater than 10 percent (Maine, Oregon, and Wyoming), while 14 states had a decline greater than 10 percent (Illinois, Indiana, Kansas, Louisiana, Michigan, Mississippi, New Mexico, North Dakota, Ohio, Puerto Rico, South Carolina, Texas, Utah, and Washington).

Figure 2-B:TANF &SSP: Total Number of Families

Fiscal Year (FY) 2013 and Percent Change from FY 2012

State	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13	Jul-13	Aug-13	Sep-13	Average FY 2013	Average FY 2012	Percent Change from FY 2012
U.S. Totals	**1,798,078**	**1,793,013**	**1,795,504**	**1,791,424**	**1,773,078**	**1,752,139**	**1,735,888**	**1,725,315**	**1,708,186**	**1,699,203**	**1,712,409**	**1,709,096**	**1,749,444**	**1,876,426**	***-6.8%***
Alabama	21,140	21,078	20,914	20,640	20,172	19,551	19,305	19,193	18,710	18,763	18,808	19,015	19,774	21,585	*-8.4%*
Alaska	3,628	3,645	3,654	3,736	3,735	3,730	3,652	3,653	3,510	3,428	3,403	3,421	3,600	3,774	*-4.6%*
Arizona	17,858	17,450	17,096	16,787	16,336	16,043	16,006	15,795	15,514	15,684	15,781	15,517	16,322	17,429	*-6.4%*
Arkansas	7,533	7,349	7,383	7,217	7,030	6,848	6,789	6,873	6,713	6,645	6,555	6,631	6,964	7,602	*-8.4%*
California	567,302	566,943	571,728	571,090	571,119	567,593	564,378	562,837	558,245	555,377	555,313	553,496	563,785	577,357	*-2.4%*
Colorado	14,422	14,687	14,687	14,793	14,866	14,825	14,818	15,021	14,932	14,988	16,445	17,001	15,124	13,880	*9.0%*
Connecticut	15,210	15,218	15,148	15,086	14,828	14,592	14,722	14,788	14,631	14,530	14,464	14,665	14,824	15,352	*-3.4%*
Delaw are	5,180	5,077	5,083	5,032	4,989	4,903	4,919	4,888	4,932	4,966	4,993	4,938	4,992	5,319	*-6.2%*
District of Columbia	6,612	6,440	6,812	6,483	6,498	6,313	6,792	6,643	7,247	7,176	6,738	6,151	6,659	6,115	*8.9%*
Florida	52,563	54,219	55,507	56,155	55,118	54,608	53,481	53,003	53,284	52,012	51,640	51,991	53,632	52,526	*2.1%*
Georgia	18,684	18,668	18,738	18,521	18,189	17,806	17,460	17,381	17,252	17,189	17,090	17,048	17,836	18,794	*-5.1%*
Guam	1,345	1,263	1,319	1,362	1,373	1,325	1,335	1,322	1,328	1,308	1,334	1,332	1,329	1,348	*-1.4%*
Haw aii	9,863	9,797	9,801	9,662	9,517	9,206	9,049	9,057	8,938	9,005	8,954	8,922	9,314	9,710	*-4.1%*
Idaho	1,844	1,849	1,866	1,839	1,827	1,813	1,833	1,817	1,823	1,833	1,838	1,846	1,836	1,886	*-2.7%*
Illinois	21,679	21,455	20,323	20,357	21,819	21,569	21,827	21,368	20,021	20,574	19,736	20,269	20,916	33,715	*-38.0%*
Indiana	14,873	14,243	13,878	13,470	13,283	12,837	12,419	12,347	12,227	12,143	11,929	11,894	12,962	17,667	*-26.6%*
Iow a	18,864	18,466	18,348	18,446	18,249	17,848	17,711	17,421	17,100	16,361	16,965	16,830	17,717	19,013	*-6.8%*
Kansas	9,764	9,318	9,129	8,890	8,598	8,288	8,266	8,017	7,795	7,801	7,880	7,784	8,461	11,315	*-25.2%*
Kentucky	30,962	30,871	30,840	30,963	30,483	30,300	30,365	30,527	30,115	30,227	30,445	30,267	30,530	30,453	*0.3%*
Louisiana	8,516	8,702	8,619	8,226	7,873	7,598	7,255	7,060	6,753	6,653	6,599	6,518	7,531	9,261	*-18.7%*
Maine	29,296	29,065	28,737	28,482	28,767	28,359	28,131	28,002	27,824	27,771	27,587	27,451	28,289	18,410	*53.7%*
Maryland	23,291	22,792	23,069	22,276	22,026	21,704	21,219	21,546	21,125	21,374	21,774	21,471	21,972	24,132	*-8.9%*
Massachusetts	63,563	64,787	65,681	71,322	70,003	67,782	65,544	63,548	62,109	60,779	72,238	71,964	66,610	63,923	*4.2%*
Michigan	42,144	41,742	41,309	37,842	36,568	34,641	33,222	31,610	30,734	30,568	29,643	30,002	35,002	44,514	*-21.4%*
Minnesota	23,411	23,706	23,469	23,468	23,525	23,535	23,493	23,155	23,168	22,684	22,885	22,628	23,261	24,242	*-4.0%*
Mississippi	11,044	11,093	10,891	10,446	10,270	9,918	9,616	9,578	9,446	9,386	9,520	9,549	10,063	11,377	*-11.5%*
Missouri	37,417	36,963	36,911	36,641	36,049	35,670	35,247	34,603	34,198	34,171	33,917	33,527	35,443	37,869	*-6.4%*
Montana	3,266	3,269	3,266	3,196	3,016	2,994	2,989	3,000	2,995	2,922	3,078	3,127	3,093	3,229	*-4.2%*
Nebraska	6,858	6,896	6,895	6,993	6,887	6,759	6,579	6,665	6,560	6,664	6,598	6,590	6,745	7,229	*-6.7%*
Nevada	10,512	10,470	10,600	10,559	10,498	10,404	10,382	10,381	10,285	10,374	10,622	10,950	10,503	10,579	*-0.7%*
New Hampshire	6,364	6,410	6,381	6,372	6,322	6,221	6,190	6,158	6,178	6,125	6,223	6,180	6,260	6,841	*-8.5%*
New Jersey	33,384	33,330	33,046	32,972	32,347	32,213	31,778	31,623	31,236	30,586	30,453	30,005	31,914	34,234	*-6.8%*
New Mexico	16,882	16,580	16,389	16,145	15,482	14,956	14,766	14,545	14,273	13,937	12,878	12,589	14,952	18,201	*-17.9%*
New York	156,444	156,337	158,323	157,908	157,600	158,864	158,324	157,623	156,162	154,512	154,311	154,124	156,711	157,117	*-0.3%*
North Carolina	21,445	21,362	21,001	20,743	20,257	19,882	19,807	19,697	19,216	19,297	19,531	19,547	20,149	21,686	*-7.1%*
North Dakota	1,600	1,551	1,489	1,463	1,436	1,393	1,413	1,410	1,432	1,393	1,385	1,390	1,446	1,651	*-12.4%*
Ohio	72,255	71,706	71,095	70,187	69,287	68,472	67,805	67,484	66,564	66,403	65,999	65,509	68,564	117,492	*-41.6%*
Oklahoma	8,544	8,431	8,282	8,085	7,876	7,611	7,443	7,432	7,338	7,302	7,369	7,315	7,752	8,546	*-9.3%*
Oregon	44,062	44,672	44,879	45,197	44,389	43,291	42,765	42,415	41,963	42,367	42,927	42,867	43,483	38,871	*11.9%*
Pennsylvania	75,727	75,179	74,212	73,918	72,499	71,741	71,376	71,164	71,166	71,550	71,717	71,288	72,628	77,972	*-6.9%*
Puerto Rico	13,894	13,607	13,594	13,342	13,297	13,130	12,927	12,814	12,833	12,531	12,452	12,280	13,058	14,811	*-11.8%*
Rhode Island	6,489	6,510	6,362	6,318	6,183	5,928	5,856	5,818	5,851	5,807	6,058	6,043	6,102	6,557	*-6.9%*
South Carolina	13,091	13,519	13,388	13,044	12,854	12,537	12,013	12,337	12,207	12,252	12,459	12,399	12,675	14,439	*-12.2%*
South Dakota	3,257	3,248	3,268	3,189	3,136	3,122	3,091	3,131	3,089	3,116	3,169	3,152	3,164	3,251	*-2.7%*
Tennessee	55,111	54,443	53,888	52,816	52,263	51,339	51,139	50,745	50,100	50,608	51,736	52,083	52,189	57,765	*-9.7%*
Texas	44,842	43,637	43,306	42,333	40,300	39,555	38,391	38,475	38,952	38,655	39,390	39,853	40,641	45,797	*-11.3%*
Utah	4,401	4,486	4,614	4,532	4,394	4,477	4,445	4,350	4,284	4,218	4,249	4,357	4,401	5,130	*-14.2%*
Vermont	3,605	3,639	3,674	5,902	3,576	3,427	3,576	3,755	3,614	3,567	3,723	3,760	3,818	3,524	*8.3%*
Virgin Islands	430	433	425	426	419	406	416	419	426	440	436	434	426	426	*0.1%*
Virginia	33,002	32,874	32,247	31,977	31,536	30,940	30,541	30,475	30,232	30,061	30,200	30,095	31,182	33,846	*-7.9%*
Washington	49,328	48,892	49,541	50,017	49,472	48,239	47,349	46,316	45,332	44,373	44,164	43,689	47,226	52,707	*-10.4%*
West Virginia	9,263	9,167	9,144	9,049	8,949	8,788	8,758	8,832	8,750	8,855	8,939	9,029	8,960	9,453	*-5.2%*
Wisconsin	25,677	25,146	24,920	25,167	25,344	25,902	26,553	26,826	27,111	27,519	27,510	27,966	26,303	26,198	*0.4%*
Wyoming	337	333	335	342	349	343	362	372	363	373	359	347	351	311	*13.0%*

As of November 2014

Source: TANF Data Reporting System.

Figure 2-C: TANF &SSP: Total Number of Recipients

Fiscal Year (FY) 2013 and Percent Change from FY 2012

State	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13	Jul-13	Aug-13	Sep-13	Average FY 2013	Average FY 2012	Percent Change from FY 2012
U.S. Totals	***4,229,673***	***4,217,924***	***4,220,740***	***4,213,869***	***4,161,453***	***4,105,092***	***4,058,348***	***4,029,561***	***3,987,485***	***3,970,339***	***4,016,344***	***4,008,622***	***4,101,621***	***4,476,475***	***-8.4%***
Alabama	51,212	51,123	50,757	49,885	48,731	46,976	46,293	45,966	44,933	45,095	45,263	45,873	47,676	52,072	-8.4%
Alaska	9,708	9,758	9,872	10,101	10,062	10,027	9,756	9,785	9,436	9,125	9,005	9,118	9,646	10,217	-5.6%
Arizona	40,984	40,023	39,300	38,293	37,107	36,409	36,148	35,660	35,211	35,674	36,146	35,652	37,217	39,828	-6.6%
Arkansas	17,179	16,811	16,908	16,357	15,430	15,267	15,294	15,526	15,135	14,957	14,722	14,998	15,715	17,225	-8.8%
California	1,370,723	1,368,897	1,374,429	1,375,847	1,373,677	1,366,728	1,355,803	1,351,517	1,337,981	1,330,766	1,331,257	1,326,032	1,355,305	1,397,103	-3.0%
Colorado	37,607	38,362	38,277	38,601	38,836	38,576	38,670	39,206	38,973	39,135	43,140	44,639	39,502	35,883	10.1%
Connecticut	29,854	29,906	30,048	29,777	29,162	28,828	28,987	29,100	28,849	28,638	28,565	28,451	29,180	30,049	-2.9%
Delaw are	14,602	14,374	14,383	14,218	14,038	13,784	13,864	13,756	13,864	13,995	14,080	13,903	14,072	15,090	-6.7%
District of Columbia	17,141	16,462	17,436	16,700	16,696	15,928	17,799	17,495	19,845	19,729	18,072	16,053	17,446	15,193	14.8%
Florida	92,873	96,092	99,825	101,246	99,070	97,257	93,774	91,942	92,547	90,106	89,764	90,553	94,587	91,573	3.3%
Georgia	36,937	37,004	37,318	36,683	35,748	34,670	33,880	33,734	33,569	33,627	33,644	33,643	35,038	36,195	-3.2%
Guam	3,282	3,062	3,218	3,313	3,314	3,159	3,190	3,157	3,189	3,137	3,232	3,189	3,204	3,271	-2.1%
Haw aii	28,980	28,809	28,783	28,266	27,702	26,621	26,083	26,135	25,765	26,063	25,930	25,833	27,081	28,721	-5.7%
Idaho	2,824	2,881	2,927	2,839	2,774	2,732	2,783	2,764	2,786	2,828	2,788	2,789	2,810	2,875	-2.3%
Illinois	48,191	47,647	44,385	44,329	48,576	47,895	48,668	47,425	43,892	45,484	43,201	44,529	46,185	99,468	-53.6%
Indiana	31,425	30,021	29,012	28,063	27,477	26,366	25,359	25,111	24,898	24,793	24,357	24,326	26,767	38,710	-30.9%
Iow a	48,201	47,313	47,009	46,932	46,412	45,368	44,759	44,119	43,429	41,097	42,978	42,849	45,039	48,676	-7.5%
Kansas	24,123	22,798	22,336	21,654	20,849	19,940	19,760	19,079	18,560	18,692	18,973	18,844	20,467	28,637	-28.5%
Kentucky	62,777	62,425	62,497	62,764	61,471	60,918	61,068	61,525	60,958	61,490	62,144	61,707	61,812	61,472	0.6%
Louisiana	19,381	19,926	19,735	18,714	17,808	17,033	16,135	15,705	15,032	14,858	14,792	14,636	16,980	21,145	-19.7%
Maine	62,108	61,688	60,755	60,190	60,942	60,106	59,418	59,062	58,439	58,230	57,798	57,413	59,679	44,014	35.6%
Maryland	56,460	55,181	56,088	53,785	52,905	51,755	50,591	51,671	51,601	51,540	52,716	52,104	53,033	58,732	-9.7%
Massachusetts	139,346	143,550	146,845	163,752	160,558	153,363	146,848	141,109	136,544	133,484	170,240	169,558	150,433	140,830	6.8%
Michigan	99,043	97,834	96,860	88,774	85,663	80,450	77,097	72,787	70,746	70,339	68,079	69,032	81,392	105,978	-23.2%
Minnesota	51,888	52,815	52,355	52,223	52,591	52,506	52,241	51,434	51,684	50,322	50,933	50,319	51,776	53,613	-3.4%
Mississippi	23,448	23,563	23,290	22,037	21,628	20,789	19,937	19,867	19,780	19,538	20,058	20,127	21,172	24,180	-12.4%
Missouri	90,342	89,107	89,049	88,296	86,720	85,857	84,795	83,266	82,332	82,386	81,770	80,807	85,394	91,264	-6.4%
Montana	7,928	8,045	8,061	7,792	7,288	7,201	7,126	7,147	7,080	7,104	7,452	7,626	7,488	8,063	-7.1%
Nebraska	16,546	16,594	16,597	16,947	16,554	16,136	15,607	15,809	15,558	15,833	15,772	15,720	16,139	17,494	-7.7%
Nevada	26,952	26,873	27,193	27,144	26,957	26,588	26,476	26,432	26,243	26,626	27,401	28,268	26,929	27,061	-0.5%
New Hampshire	15,661	15,767	15,659	15,598	15,527	15,217	15,108	15,088	15,158	15,016	15,291	15,184	15,356	16,333	-6.0%
New Jersey	80,107	79,803	78,798	78,506	77,023	76,386	75,209	74,849	73,798	72,359	71,286	70,601	75,727	83,280	-9.1%
New Mexico	42,065	41,344	40,798	40,095	38,302	36,779	36,201	35,627	34,828	36,491	34,003	32,677	37,434	45,958	-18.5%
New York	394,468	395,841	401,234	399,612	398,917	403,178	401,143	398,984	395,172	391,387	391,406	392,347	396,974	395,938	0.3%
North Carolina	41,838	41,777	40,905	40,369	39,012	38,069	38,191	37,892	36,712	37,081	37,795	37,818	38,955	41,907	-7.0%
North Dakota	4,076	3,954	3,776	3,713	3,617	3,470	3,489	3,529	3,546	3,468	3,468	3,530	3,636	4,177	-12.9%
Ohio	147,632	146,203	144,691	142,063	139,344	136,887	134,709	133,685	131,340	130,832	129,577	128,328	137,108	287,266	-52.3%
Oklahoma	19,204	19,033	18,633	18,094	17,463	16,823	16,363	16,325	16,117	16,108	16,286	16,103	17,213	19,168	-10.2%
Oregon	113,829	115,403	116,084	117,030	114,943	111,728	110,436	109,591	108,647	109,841	111,332	111,090	112,496	93,700	20.1%
Pennsylvania	186,749	184,901	182,834	181,987	178,300	176,064	174,817	174,595	174,695	175,830	176,691	175,820	178,607	196,773	-9.2%
Puerto Rico	39,880	39,655	39,633	38,994	38,743	38,087	37,675	37,436	37,549	36,689	36,544	36,080	38,080	39,693	-4.1%
Rhode Island	15,739	15,853	15,343	15,239	14,816	14,096	13,940	13,849	13,931	13,929	14,651	14,651	14,670	15,755	-6.9%
South Carolina	29,977	31,108	30,766	29,862	29,309	28,587	27,106	28,008	27,745	28,035	28,652	28,496	28,971	33,223	-12.8%
South Dakota	6,720	6,706	6,725	6,467	6,301	6,184	6,151	6,268	6,199	6,362	6,459	6,340	6,407	6,733	-4.8%
Tennessee	135,221	133,394	131,700	128,630	126,641	123,921	123,308	122,081	120,245	121,584	124,764	125,830	126,443	143,995	-12.2%
Texas	103,011	99,863	99,080	96,346	90,483	88,440	85,160	85,073	86,148	85,279	87,800	88,690	91,281	104,214	-12.4%
Utah	11,018	11,023	11,322	11,069	10,686	10,916	10,829	10,552	10,383	10,248	10,382	10,712	10,762	12,872	-16.4%
Vermont	8,374	8,416	8,496	14,702	8,149	7,769	8,231	8,761	8,418	8,198	8,705	8,799	8,918	8,165	9.2%
Virgin Islands	1,269	1,282	1,268	1,264	1,243	1,193	1,232	1,227	1,246	1,274	1,269	1,254	1,252	1,220	2.6%
Virginia	73,004	72,920	71,464	70,800	69,695	68,132	67,165	66,993	66,548	66,144	66,622	66,399	68,824	73,167	-5.9%
Washington	115,331	114,091	116,042	117,444	115,692	112,200	110,089	107,267	104,720	102,280	101,689	100,519	109,780	123,704	-11.3%
West Virginia	20,542	20,322	20,112	19,988	19,566	19,241	19,142	19,230	19,094	19,413	19,651	19,927	19,686	21,105	-6.7%
Wisconsin	61,229	59,662	59,150	59,777	60,221	61,773	63,687	64,561	65,603	66,996	66,989	68,133	63,148	62,899	0.4%
Wyoming	664	659	679	698	714	719	758	799	784	804	760	703	728	601	21.2%

As of November 2014

Source: TANF Data Reporting System.

Proportion of Adults and Children in the TANF/SSP Caseload

In FY 2013, 24.7 percent (1.01 million) of TANF/SSP recipients were adults and 75.3 percent (3.09 million) were children, as shown in Figure 2-D. Over time, a growing proportion of TANF cases are considered "child-only." These are cases in which no adult receives assistance; assistance payments are only for the child or children. Characteristics of child-only cases are discussed in Chapter X.

Figure 2-D: TANF & SSP Average Monthly Number of Adults and Children, FY 2013

	Total Recipients	Adults	Children	Percentage Adults	Percentage Children
U.S. Totals	**4,101,621**	**1,011,273**	**3,090,348**	**24.7%**	**75.3%**
Alabama	47,676	12,309	35,366	25.8%	74.2%
Alaska	9,646	3,118	6,528	32.3%	67.7%
Arizona	37,217	10,728	26,489	28.8%	71.2%
Arkansas	15,715	4,493	11,222	28.6%	71.4%
California	1,355,305	278,824	1,076,481	20.6%	79.4%
Colorado	39,502	11,311	28,191	28.6%	71.4%
Connecticut	29,180	8,638	20,542	29.6%	70.4%
Delaware	14,072	5,451	8,621	38.7%	61.3%
Dist. of Col.	17,446	4,108	13,339	23.5%	76.5%
Florida	94,587	16,733	77,855	17.7%	82.3%
Georgia	35,038	4,332	30,706	12.4%	87.6%
Guam	3,204	786	2,418	24.5%	75.5%
Hawaii	27,081	9,179	17,902	33.9%	66.1%
Idaho	2,810	178	2,632	6.3%	93.7%
Illinois	46,185	8,032	38,153	17.4%	82.6%
Indiana	26,767	3,379	23,389	12.6%	87.4%
Iowa	45,039	13,647	31,392	30.3%	69.7%
Kansas	20,467	5,784	14,683	28.3%	71.7%
Kentucky	61,812	12,793	49,020	20.7%	79.3%
Louisiana	16,980	2,334	14,645	13.7%	86.3%
Maine	59,679	26,451	33,228	44.3%	55.7%
Maryland	53,033	14,255	38,778	26.9%	73.1%
Massachusetts	150,433	49,551	100,882	32.9%	67.1%
Michigan	81,392	20,620	60,772	25.3%	74.7%
Minnesota	51,776	12,392	39,384	23.9%	76.1%
Mississippi	21,172	5,677	15,495	26.8%	73.2%
Missouri	85,394	27,327	58,067	32.0%	68.0%
Montana	7,488	2,023	5,465	27.0%	73.0%
Nebraska	16,139	3,034	13,105	18.8%	81.2%
Nevada	26,929	6,939	19,991	25.8%	74.2%
New Hampshire	15,356	5,016	10,340	32.7%	67.3%
New Jersey	75,727	21,469	54,258	28.4%	71.6%
New Mexico	37,434	9,759	27,676	26.1%	73.9%
New York	396,974	112,651	284,323	28.4%	71.6%
North Carolina	38,955	6,150	32,805	15.8%	84.2%
North Dakota	3,636	784	2,852	21.6%	78.4%
Ohio	137,108	26,010	111,098	19.0%	81.0%
Oklahoma	17,213	2,827	14,386	16.4%	83.6%
Oregon	112,496	37,696	74,800	33.5%	66.5%
Pennsylvania	178,607	50,380	128,227	28.2%	71.8%
Puerto Rico	38,080	14,080	24,000	37.0%	63.0%
Rhode Island	14,670	4,621	10,048	31.5%	68.5%
South Carolina	28,971	6,490	22,481	22.4%	77.6%
South Dakota	6,407	868	5,539	13.5%	86.5%
Tennessee	126,443	34,513	91,931	27.3%	72.7%
Texas	91,281	11,739	79,542	12.9%	87.1%
Utah	10,762	2,884	7,878	26.8%	73.2%
Vermont	8,918	2,804	6,115	31.4%	68.6%
Virgin Islands	1,252	355	897	28.3%	71.7%
Virginia	68,824	18,985	49,839	27.6%	72.4%
Washington	109,780	35,300	74,480	32.2%	67.8%
West Virginia	19,686	5,163	14,523	26.2%	73.8%
Wisconsin	63,148	16,161	46,988	25.6%	74.4%
Wyoming	728	145	583	20.0%	80.0%

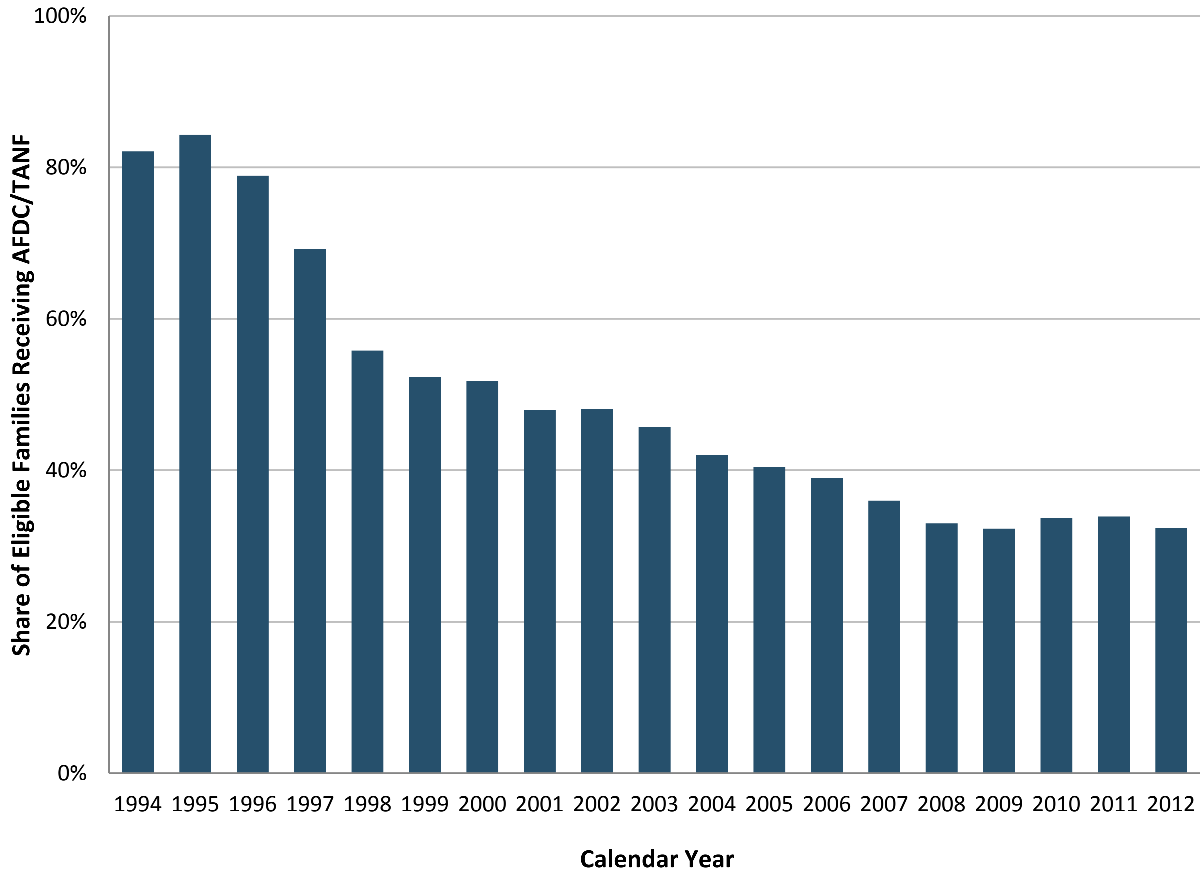
As of November 2014

Source: TANF Data Reporting System.

Participation of Eligible Families

While many see TANF's caseload decline as a measure of the success of welfare reform, the sharp decline in participation among eligible families raises concerns about its effectiveness as a safety net program. HHS estimates the percentage of families eligible for assistance under state rules that are receiving TANF assistance using an Urban Institute simulation model.[7] As shown in Figure 2-E, this participation rate data shows that the share of eligible families receiving TANF declined from 84.3 percent in 1995 to 32.4 percent in 2012.

Figure 2-E: Participation of Eligible Families in AFDC/TANF, 1994 – 2012



Source: U.S. Department of Health and Human Services, Administration for Children and Families, caseload tabulations and unpublished tabulations from the TRIM3 microsimulation model.

Figure 2-F displays the number of children receiving AFDC/TANF as a proportion of the number of children in poverty from 1990 through 2013. The rise in child poverty following the onset of a recession in 2007 is more significant than the accompanying rise in children on the TANF caseload, suggesting that TANF was not very responsive to the changing economy.

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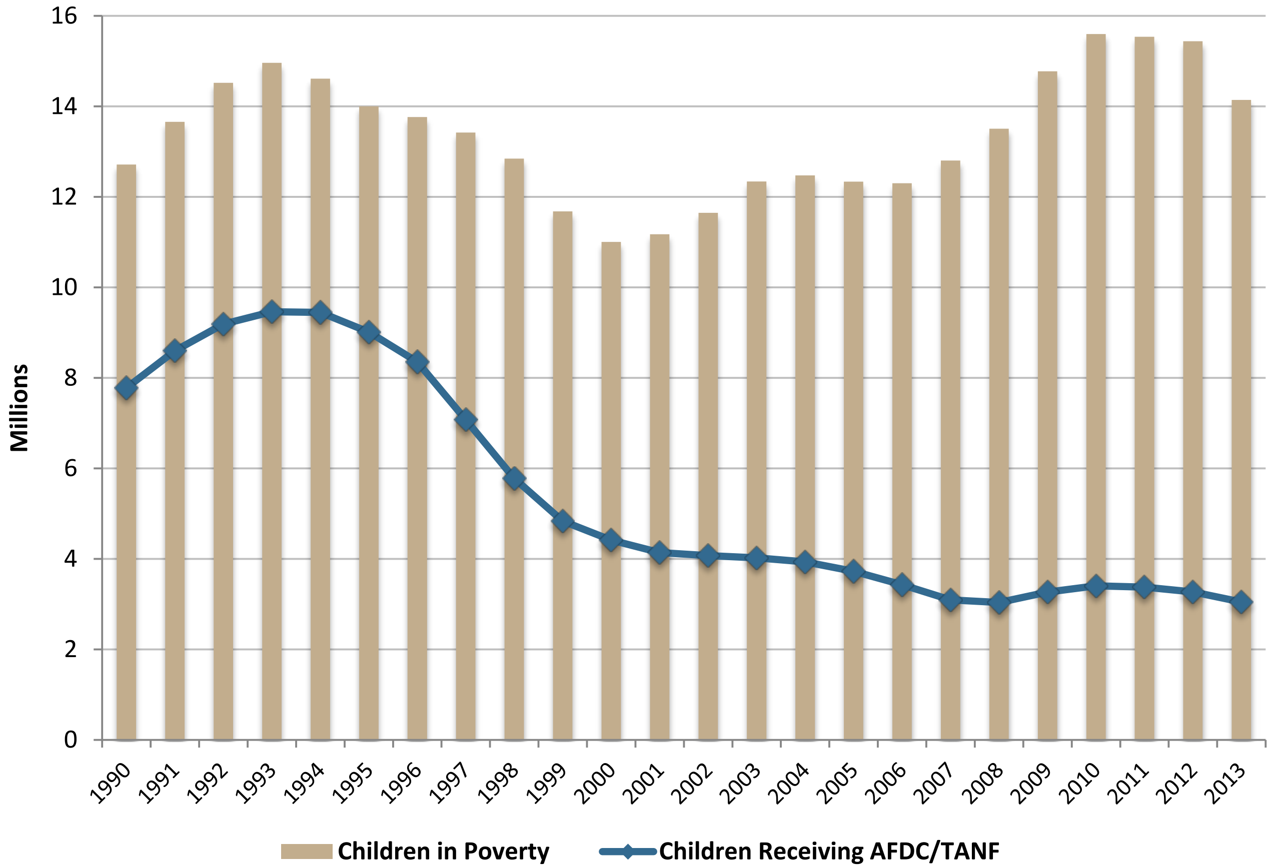
[7] AFDC/TANF participation rates are estimated by an Urban Institute model (TRIM3) that uses Current Population Survey (CPS) data to simulate AFDC/TANF eligibility and participation for an average month, by calendar year.

Figure 2-F: Children in Poverty and Children Receiving AFDC/TANF, 1990-2013



Source: U.S. Census Bureau, Current Population Survey, Annual Social and Economic Supplement (ASEC). TANF Data Reporting System.

TANF Applications and Closures

Figure 2-G shows the yearly total monthly averages for TANF applications received as well as the number and percentage of applications approved and the number of cases closed. As discussed in a report on the TANF application process prepared for ACF by Abt Associates, it is important to note that states have varying definitions and procedures for TANF applications, approvals, and case closures. Differences include whether states count individuals applying for other programs as TANF applicants, treatment of individuals returning to TANF after a recent case closing, and the method of counting applicants who withdraw their application before an eligibility determination. The full report can be accessed at: http://www.abtassociates.com/Reports/2003/Study-of-the-TANF-Application-Process--Final-Repor.aspx.

Figure 2-G: Average Monthly Number of TANF Applications Received and Approved, and Cases Closed, FY 2000-FY 2013

	U.S. Monthly Average TANF Applications Received	U.S. Monthly Average TANF Applications Approved	Percentage Approved	U.S. Monthly Average TANF Cases Closed
FY 2000	270,922	147,369	54.40%	171,511
FY 2001	281,987	158,087	56.10%	165,376
FY 2002	296,772	157,266	53.00%	170,367
FY 2003	310,077	160,561	51.80%	166,266
FY 2004	310,900	155,623	50.10%	165,981
FY 2005	297,901	143,280	48.10%	156,333
FY 2006	293,635	134,897	45.90%	150,591
FY 2007	297,527	137,810	46.30%	149,565
FY 2008	298,680	135,685	45.40%	142,238
FY 2009	321,086	139,098	43.30%	142,729
FY 2010	334,033	142,707	42.70%	150,974
FY 2011	315,556	139,497	44.20%	157,215
FY 2012	314,855	122,024	38.80%	153,887
FY 2013	300,604	110,434	36.70%	135,154

Source: TANF Data Reporting System.

The reasons for case closures are discussed in Chapter X; however, it is difficult to determine the accuracy of case closure responses as well as the reasons for application denials because of the variety of codes that states use and the lack of clearly defined response categories.

Time Limits

Under the former AFDC program, families could receive assistance without being subject to a time limit if they continued to meet program eligibility rules. Under the TANF program, Congress established a maximum length of time for which a family may receive assistance funded by federal TANF funds.

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), which created the TANF program, stipulates that states may not use federal TANF funds to provide assistance to a family that includes an adult who has received assistance for more than a cumulative total of 60 months (whether or not consecutive) after the establishment of a state’s TANF program. States only count months for which an adult received federally-funded assistance as the head-of-household or as the spouse of the head-of-household. Any month when a pregnant minor or minor parent received assistance as the head-of-household or married to the head-of-household counts toward the 60-month limit.

In FY 2013, the average countable months of receipt for families with an adult receiving federally funded assistance was 25 months, with about 35.1 percent receiving such assistance for 12 months or less.

There are several circumstances in which receipt of assistance does not count toward the 60-month time limit. These are:

1. Any month of assistance by an individual who is not the head-of-household or married to the head-of-household;
2. Any month of assistance by an adult while living in Indian country (as defined in Section 1151 of Title 18, United States Code) or a Native Alaskan village where at least 50 percent of the adults were not employed; and
3. Any month of assistance funded solely with state maintenance-of-effort (MOE) funds, using either segregated state funds or a separate state program. (Note: the data included in this report reflecting the number of families exempt from the accumulation of months toward the 60-month time limit reflect only those families funded with segregated state funds. Families receiving assistance under a separate state program are not included in this data collection.)

States have the option to extend assistance paid by federal TANF funds beyond the 60-month time limit for up to 20 percent of the average monthly number of families receiving assistance during the fiscal year or the immediately preceding fiscal year, whichever the state elects. States are permitted to extend assistance to families only on the basis of: (1) hardship, as defined by the state, or (2) the fact that the family includes someone who has been battered, or subjected to extreme cruelty, as specified in the statute. Assistance can also be extended for families with an adult while (s)he lives in Indian country (as defined in Section 1151 of Title 18, United States Code) or a Native Alaskan village where at least 50 percent of the adults were not employed. In addition, states can extend assistance beyond 60 months by funding it solely with state MOE funds, using either segregated state funds or through a separate state program.

In FY 2013, 1.9 percent of families nationally with an adult head of household receiving federally funded assistance had received aid beyond the 60-month limitation due to the 20 percent hardship exception, far below the upper limit. Most states reported that less than 1 percent of all such families received assistance beyond 60 months due to a hardship exemption or domestic violence waiver. Only one state (Pennsylvania) reported more than 10 percent of cases receiving assistance beyond 60 months for these reasons.

III. Work Participation Rates

Work participation rates measure the degree to which families receiving assistance in TANF and SSPs are engaged in work activities specified under federal law.

Work Participation Rate Requirements

Overall and Two-Parent Work Participation Rates

The TANF statute specifies the work participation rate requirements for states and territories (henceforth referred to as "states"). States must meet both an overall (also called "all families") work participation rate and a two-parent work participation rate, or face a financial penalty. The overall work participation rate for a state requires that at least 50 percent of TANF/SSP families with a work-eligible individual (WEI) engage in one or more of 12 specified work activities (see Figure 3.B for a minimum average of 30 hours per week (or 20 hours per week for a single parent with a child under six years of age) over the course of a month. The two-parent work participation rate requires states to have at least 90 percent of two-parent families with two WEIs in work activities for at least an average of 35 hours per week (or 55 hours per week for a family receiving federally subsidized child care) over the course of a month.

The regulatory definition of a "work-eligible individual" is included in Figure 3-A.

Figure 3-A: Definition of Work-Eligible Individual (45 CFR 261.2(n))

Work-eligible individual means an adult (or minor child head-of-household) receiving assistance under TANF or a separate state program or a non-recipient parent living with a child receiving such assistance unless the parent is:
(i) a minor parent and not the head of household;
(ii) a non-citizen who is ineligible to receive assistance due to his or her immigration status; or
(iii) at State option on a case-by-case basis, a recipient of Supplemental Security Income (SSI) benefits or Aid to the Aged, Blind, or Disabled in the Territories.

The term also excludes:
(i) a parent providing care for a disabled family member in the home, provided that there is medical documentation to support the need for the parent to remain in the home to care for this disabled family member;
(ii) at state option on a case-by-case basis, a parent who is the recipient of Social Security Disability Insurance (SSDI) benefits; and
(iii) an individual in a family receiving MOE-funded assistance under an approved tribal TANF plan, unless the state includes the tribal family in calculating work participation rates under §261.25.

The original TANF statute also allowed states to exclude three categories of families from the calculation of the work participation rates, including those: (1) with a single parent caring for a child under the age of one (limited to a lifetime maximum of 12 months); (2) under a sanction for noncompliance with work requirements (for up to 3 months in the preceding 12-month period); and (3) participating in a tribal TANF or tribal work program.

The Deficit Reduction Act of 2005 (DRA) required work participation rates to include families in SSPs. This change took effect with the FY 2007 work participation rates, and caused many states to create solely state-funded (SSF) programs to serve families that may have trouble meeting all of the work participation guidelines, such as two-parent families, that had previously been served in SSPs.

Countable Activities

Prior to the DRA, states were allowed to develop their own reasonable definitions for the work activities specified in the TANF statute. The DRA required the Department of Health and Human Services (HHS) to define each of the countable work activities and establish verification requirements that a state must meet in order to count an hour of participation. The work activities are listed in Figure 3-B.

The TANF statute imposes some restrictions on when certain activities may count toward the state's work participation rate. Specifically, under the law, for a family to count in the state's overall work participation rate for a month, a WEI in the family must participate for an average of 30 hours per week, of which at least an average of 20 hours per week must be in one or more of the nine "core" activities. The three other "non-core" activities may count for any remaining hours beyond the "core hours" requirement (see Figure 3-B). For the two-parent rate, 30 of the 35 average weekly hours (or 50 of 55 hours for a family receiving federally subsidized child care) must come from the same nine "core" work activities.

Current law also restricts the amount of time individuals can spend on some qualified activities and still count toward the state's participation rate hours. Allowable hours for job search and job readiness assistance are limited to no more than 6 weeks in a 12-month period (or up to 12 weeks if a state has an unemployment rate at least 50 percent greater than the unemployment rate of the United States or meets the definition of a "needy state" for purposes of the TANF Contingency Fund), and no more than 4 consecutive weeks. Allowable hours for vocational educational training are limited to 12 months per individual. A teen parent (under age 20) who is a WEI, however, may count toward the work participation rate without regard to the hours and activities requirements if he or she maintains satisfactory attendance in secondary school (or the equivalent) or participates in education directly related to employment for an average of at least 20 hours per week in the month. No more than 30 percent of those counting toward a state's participation rate for a month may participate in vocational educational training or teen parent educational activities.

Figure 3-B: Current Countable Work Activities (45 CFR 261.2)

"Core" Activities (at least 20 hours/week from these)	**"Non-Core" Activities (only countable for hours in excess of 20)**
Unsubsidized employment	Job skills training directly related to employment
Subsidized private sector employment	Education directly related to employment
Subsidized public sector employment	Satisfactory attendance at secondary school or in a GED program
Work experience	
On-the-job training	
Job search /job readiness assistance	
Community service programs	
Vocational educational training	
Providing child care to a participant in a community service program	

Caseload Reduction Credits

The statute sets required work participation rates of 50 percent for all families and 90 percent for two-parent families, reduced by the credit the state qualifies for under the TANF caseload reduction credit.

A state's caseload reduction credit equals the percentage point decline (for reasons other than changes in eligibility rules) in its average monthly caseload between FY 2005 and a comparison year. Normally, the comparison year is the previous year (e.g., FY 2010 for the FY 2011 caseload reduction credit), but the American Recovery and Reinvestment Act of 2009 (ARRA) allowed a state the option of using FY 2007 or FY 2008 as the comparison year for rates in FY 2009, FY 2010, and FY 2011. This hold-harmless provision was intended to prevent a state's work participation requirement from rising if state caseloads rose as a result of the economic recession.

In addition, in determining the amount of caseload decline, a state that spends MOE funds in excess of its basic MOE requirement need only include the proportion of caseloads receiving assistance that is necessary to meet basic MOE requirements. In other words, it may exclude from its comparison year caseload the share of cases funded with "excess MOE." The final rule implementing the DRA, promulgated in February 2008, set forth a specific methodology for calculating the number of cases funded with "excess MOE" for the caseload reduction credit. The new approach, effective beginning with the FY 2009 calculations, essentially limited the amount of "excess MOE" that could be used by excluding cases to the share of a state's total TANF/MOE spending devoted to assistance by basing the calculation on average spending, rather than assuming particular cases were funded with basic MOE dollars and other specific cases were funded with excess MOE dollars. Nationally, states spend about one-third of their TANF/MOE funds on assistance; therefore, effective FY 2009, the amount of "excess MOE" that could be used in the caseload reduction credit calculation was about one-third of what it was before the rule change, on average. While the exact impact would vary considerably by state, many states found it advantageous to make use of the ARRA hold-harmless provision, both because caseloads in many states were lower in FY 2007 and FY 2008 and because the method of determining how many cases were funded with excess MOE was more generous before the new rule applied.

Beginning with the FY 2012 work rate calculation, however, the comparison year for the caseload reduction credit calculation reverted to being the fiscal year prior to the year of the work rates. Since caseloads in FY 2011 (the comparison year for the FY 2012 credit) were larger in many states than caseloads in fiscal years 2007 or 2008, many states received smaller caseload reduction credits in FY 2012.

FY 2012 and FY 2013 Work Participation Rates and Trends over Time

The national average overall participation rate achieved in FY 2012 was 34.4 percent, an increase from the FY 2011 national average overall rate of 29.5 percent. The national average two-parent rate achieved in FY 2012 was 33.9 percent, about two percentage points higher than FY 2011's 32.0 percent national average. In FY 2013, these percentages dipped by about one percentage point to 33.5 percent and 32.9 percent, respectively. Figure 3-C demonstrates the trend in TANF work participation rates achieved from FY 1997 to FY 2013.

Figure 3-C: National Average TANF Work Participation Rates, Fiscal Years 1997-2013

Fiscal Year	Overall	Two-Parent
1997	30.7%	44.5%
1998	35.3%	42.4%
1999	38.3%	54.7%
2000	34.0%	48.9%
2001	34.4%	51.1%
2002	33.4%	49.4%
2003	31.3%	48.4%
2004	32.0%	47.4%
2005	33.0%	42.6%
2006	32.5%	45.9%
2007	29.7%	35.7%
2008	29.4%	27.6%
2009	29.4%	28.3%
2010	29.0%	33.4%
2011	29.5%	32.0%
2012	34.4%	33.9%
2013	33.5%	32.9%

Note: Beginning in FY 2007, the work rates included SSP-MOE cases.
Source: TANF Data Report

The caseload reduction credit—including caseload adjustments due to excess MOE spending—reduced the overall rate requirement below the 50 percent statutory standard for all but 11 states in FY 2012 and all but 12 states in FY 2013. However, following the expiration of the ARRA hold-harmless provision, instead of there being 23 states with caseload reduction credits large enough to reduce their overall target rates to zero (as was the case for FY 2011), the number of states with a target rate of zero percent in FY 2012 and FY 2013 fell to four and five, respectively. Figure 3-D shows the number of states with effective overall rates less than 20 percent from FY 2000 through FY 2013.

Figure 3-D: WPR Adjusted Standards Under 20 Percent, FY 2000-2013

Fiscal Year	Number of States with an Adjusted Standard of 0%	Number of States with an Adjusted Standard Greater than 0% and below 20%	Number of States with an Adjusted Standard Less Than 20%
2000	32	18	50
2001	28	22	50
2002	21	28	49
2003	20	28	48
2004	18	28	46
2005	17	30	47
2006	19	28	47
2007	4	11	15
2008	22	10	32
2009	22	11	33
2010	22	11	33
2011	23	10	33
2012	4	10	14
2013	5	12	17

Source: TANF Data Report.

Figure 3-E shows the adjusted standard for each state and whether the state met its target for FY 2012. Sixteen states failed to meet their adjusted overall standard in FY 2012. This represents a significant increase compared to prior years, including FY 2011, when six states failed the overall rate. Of the 27 states that operated two-parent TANF assistance programs in FY 2012, 11 failed to meet their two-parent target in addition to their overall target, while 9 states failed to meet their two-parent target alone.

Figure 3-F shows the adjusted standard for each state and whether the state met its target for FY 2013. Eleven states failed to meet their adjusted overall standard in FY 2013, a decline compared to FY 2012. Of the 27 states that operated two-parent TANF assistance programs in FY 2013, seven failed to meet their two-parent target in addition to their overall target, while 11 states failed to meet their two-parent target alone.

More information about the FY 2012 and FY 2013 TANF Work Participation Rates can be found on the OFA data and reports page at: http://www.acf.hhs.gov/programs/ofa/programs/tanf/data-reports.

Additionally, an overview of state strategies to meet the work rates can be found on the ACF Office of Planning, Research, and Evaluation (OPRE) web page at: http://www.acf.hhs.gov/programs/opre/resource/tanf-work-requirements-and-state-strategies-to-fulfill-them. Many states that have achieved high participation rates have done so by counting individuals in unsubsidized employment, either because they have generous earnings disregards or because they pay modest payments (e.g. $10 a month) to SNAP families with children who work enough hours to count in the work rate. Other states are able to engage a significant number of TANF/MOE families because they serve only a small proportion of poor families in the state or because they use solely state funded programs, rather than TANF or MOE-funded programs, to serve families that cannot be counted.

Figure 3-E: Combined TANF and SSP-MOE Work Participation Rates, FY 2012

STATE	ALL-FAMILIES RATE: Rate	ALL-FAMILIES RATE: Adjusted Standard 2/	ALL-FAMILIES RATE: Met Target	TWO-PARENT FAMILIES RATE: Rate	TWO-PARENT FAMILIES RATE: Adjusted Standard 2/	TWO-PARENT FAMILIES RATE: Met Target
United States	*34.4%*			*33.9%*		
Alabama	46.0%	42.3%	Yes	40.0%	33.5%	Yes
Alaska	36.7%	40.2%	No	38.1%	71.1%	No
Arizona	27.1%	12.0%	Yes	66.1%	52.0%	Yes
Arkansas	40.2%	0.0%	Yes	27.4%	36.3%	No
California	27.2%	50.0%	No	30.8%	90.0%	No
Colorado	23.8%	35.1%	No	20.1%	75.1%	No
Connecticut	52.7%	25.8%	Yes	1/		
Delaware	41.5%	37.2%	Yes	1/		
District of Col.	34.8%	32.2%	Yes	1/		
Florida	45.1%	40.3%	Yes	53.0%	70.6%	No
Georgia	64.5%	0.0%	Yes	1/		
Guam	29.0%	50.0%	No	62.3%	90.0%	No
Hawaii	50.6%	0.0%	Yes	58.7%	34.4%	Yes
Idaho	49.8%	50.0%	No	1/		
Illinois	38.6%	32.5%	Yes	1/		
Indiana	31.0%	11.2%	Yes	24.0%	51.2%	No
Iowa	38.4%	32.7%	Yes	29.3%	44.2%	No
Kansas	28.4%	10.2%	Yes	30.8%	50.2%	No
Kentucky	53.3%	30.4%	Yes	51.8%	70.4%	No
Louisiana	26.8%	15.2%	Yes	1/		
Maine	34.9%	50.0%	No	19.0%	90.0%	No
Maryland	46.1%	44.9%	Yes	1/		
Massachusetts	39.7%	25.8%	Yes	83.9%	65.8%	Yes
Michigan	43.1%	37.5%	Yes	1/		
Minnesota	45.3%	41.2%	Yes	1/		
Mississippi	67.6%	23.2%	Yes	1/		
Missouri	20.5%	37.1%	No	1/		
Montana	47.3%	46.9%	Yes	56.6%	55.9%	Yes
Nebraska	53.4%	0.0%	Yes	1/		
Nevada	35.1%	47.1%	No	41.6%	87.1%	No
New Hampshire	73.0%	50.0%	Yes	1/		
New Jersey	19.6%	2.4%	Yes	1/		
New Mexico	46.0%	33.9%	Yes	53.5%	73.9%	No
New York	31.6%	18.6%	Yes	1/		
North Carolina	47.3%	20.6%	Yes	63.6%	60.6%	Yes
North Dakota	71.1%	14.0%	Yes	1/		
Ohio	61.9%	50.0%	Yes	60.1%	90.0%	No
Oklahoma	24.7%	24.2%	Yes	1/		
Oregon	33.8%	50.0%	No	8.7%	90.0%	No
Pennsylvania	29.8%	28.6%	Yes	54.0%	17.3%	Yes
Puerto Rico	16.3%	41.0%	No	1/		
Rhode Island	10.0%	50.0%	No	6.3%	90.0%	No
South Carolina	36.8%	50.0%*	No	1/		
South Dakota	55.0%	50.0%	Yes	1/		
Tennessee	30.5%	21.5%	Yes	1/		
Texas	29.1%	6.6%	Yes	1/		
Utah	41.4%	25.2%	Yes	1/		
Vermont	42.2%	45.3%	No	52.2%	85.3%	No
Virgin Islands	15.1%	7.1%	Yes	1/		
Virginia	42.6%	43.0%	No	1/		
Washington	11.1%	17.3%	No	11.8%	57.3%	No
West Virginia	38.7%	38.1%	Yes	1/		
Wisconsin	32.4%	50.0%	No	16.9%	90.0%	No
Wyoming	79.4%	49.4%	Yes	77.4%	89.4%	No

1/ State has no TANF and/or SSP-MOE families subject to the two-parent rate.
2/ Statutory standards of 50% for all-families rate and 90% for 2-parent rate are adjusted by each state's caseload reduction credit.
*Provisional, pending additional data.
Source: TANF Work Participation Rates - FY 2012.

Figure 3-F: Combined TANF and SSP-MOE Work Participation Rates, FY 2013

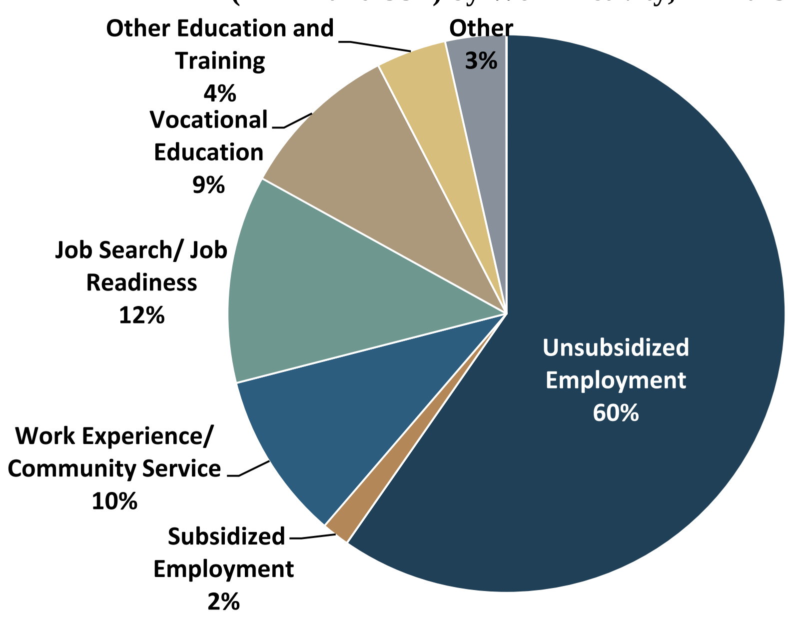
STATE	ALL-FAMILIES RATE: Rate	ALL-FAMILIES RATE: Adjusted Standard 2/	ALL-FAMILIES RATE: Met Target	TWO-PARENT FAMILIES RATE: Rate	TWO-PARENT FAMILIES RATE: Adjusted Standard 2/	TWO-PARENT FAMILIES RATE: Met Target
United States	*33.5%*			*32.9%*		
Alabama	48.8%	30.4%	Yes	44.6%	40.9%	Yes
Alaska	42.8%	42.2%	Yes	46.8%	71.5%	No
Arizona	20.8%	12.1%	Yes	54.5%	52.1%	Yes
Arkansas	39.5%	0.0%	Yes	22.0%	39.8%	No
California	25.1%	50.0%	No	30.9%	90.0%	No
Colorado	24.2%	40.3%	No	17.8%	80.3%	No
Connecticut	47.8%	22.8%	Yes	1/		
Delaware	39.3%	19.3%	Yes	1/		
District of Col.	44.3%	43.3%	Yes	1/		
Florida	44.6%	33.4%	Yes	51.2%	43.5%	Yes
Georgia	61.9%	0.0%	Yes	1/		
Guam	35.5%	50.0%	No	59.3%	90.0%	No
Hawaii	46.8%	0.0%	Yes	57.0%	37.9%	Yes
Idaho	51.1%	50.0%	Yes	1/		
Illinois	69.0%	50.0%	Yes	1/		
Indiana	32.8%	24.5%	Yes	22.6%	22.1%	Yes
Iowa	36.4%	19.7%	Yes	28.7%	33.8%	No
Kansas	32.5%	6.5%	Yes	35.2%	46.5%	No
Kentucky	54.7%	30.6%	Yes	52.4%	61.4%	No
Louisiana	23.6%	2.8%	Yes	1/		
Maine	76.6%	50.0%	Yes	12.6%	90.0%	No
Maryland	50.4%	30.5%	Yes	1/		
Massachusetts	47.4%	44.5%	Yes	95.8%	84.5%	Yes
Michigan	53.3%	*	Yes	1/		
Minnesota	45.1%	38.4%	Yes	1/		
Mississippi	63.0%	50.0%	Yes	1/		
Missouri	22.4%	23.1%	No	1/		
Montana	40.2%	39.2%	Yes	37.5%	79.2%	No
Nebraska	51.3%	0.0%	Yes	1/		
Nevada	36.4%	50.0%	No	40.3%	90.0%	No
New Hampshire	76.3%	50.0%	Yes	1/		
New Jersey	21.8%	5.4%	Yes	1/		
New Mexico	51.7%	20.6%	Yes	61.6%	60.6%	Yes
New York	32.5%	18.6%	Yes	1/		
North Carolina	43.8%	19.8%	Yes	61.5%	59.8%	Yes
North Dakota	74.1%	7.8%	Yes	1/		
Ohio	50.9%	50.0%	Yes	57.0%	90.0%	No
Oklahoma	27.1%	20.8%	Yes	1/		
Oregon	46.5%	50.0%	No	1/		
Pennsylvania	25.8%	30.6%	No	48.2%	37.8%	Yes
Puerto Rico	21.5%	45.3%	No	1/		
Rhode Island	11.6%	6.1%	Yes	7.4%	46.1%	No
South Carolina	31.9%	29.2%	Yes	1/		
South Dakota	57.3%	50.0%	Yes	1/		
Tennessee	28.6%	20.6%	Yes	6.8%	60.6%	No
Texas	20.2%	2.2%	Yes	1/		
Utah	29.9%	11.9%	Yes	1/		
Vermont	39.3%	41.5%	No	49.8%	81.5%	No
Virgin Islands	16.0%	0.0%	Yes	1/		
Virginia	43.1%	34.6%	Yes	1/		
Washington	13.3%	21.1%	No	12.6%	61.1%	No
West Virginia	36.5%	29.1%	Yes	1/		
Wisconsin	33.8%	50.0%	No	26.1%	90.0%	No
Wyoming	78.6%	48.4%	Yes	80.2%	88.4%	No

1/ State has no TANF and/or SSP-MOE families subject to the two-parent rate.
2/ Statutory standards of 50% for all-families rate and 90% for 2-parent rate are adjusted by each state's caseload reduction credit.
*Preliminary, pending additional data.
Source: TANF Work Participation Rates - FY 2013.

In FY 2013, 13.1 percent of TANF families with a WEI had some hours of participation, but did not attain sufficient hours to qualify toward the work rate. States reported zero hours of participation in qualified activities for 53.2 percent of families. Families with WEIs that are reported as having zero hours of participation may in fact be engaged in activities that do not meet TANF's work participation requirements, such as in cases where a state chooses not to report a WEI's hours because he/she did not work enough hours in countable activities to be considered "engaged." Alternatively, a WEI may be participating in activities that are not included in the countable work activities, such as self-sufficiency activities or activities for which they have surpassed statutory limitations (e.g. more than 12 months of vocational education). Zero hours of participation also may result from a range of situations, including individuals who are non-compliant and are in the sanction process; individuals who the state or local agency has failed to engage; individuals who are not participating due to illness, disability, having a very young child, or lack of needed child care; and individuals not participating because they are in their first month of assistance or are awaiting the beginning of activity. More information about families with WEIs that are reported as having zero hours of participation is available in the OPRE report located at: http://www.acf.hhs.gov/programs/opre/resource/improving-engagement-of-tanf-families-understanding-work-participation-and-families-with-reported-zero-hours-of-participation-in.

Figure 3-G shows the percent distribution of total hours of participation for all work-eligible individuals in TANF and SSP programs by work activity in FY 2013.

Figure 3-G: Percent Distribution of Total Hours of Participation for All Work-Eligible Individuals (TANF and SSP) by Work Activity, FY 2013



Note: Work-eligible individuals could have participated in more than one activity; hours reported in "Other" are not counted toward the work participation rates. Percentages are rounded.
Source: Table 7A of the FY 2013 TANF Work Participation Rate Tables.

Work Participation Penalties

When a state fails the TANF work participation rate requirement for a fiscal year, it is subject to a financial penalty. OFA notifies the state of its failure, the amount of the penalty, and its options for resolving it. The state's options are: (a) dispute the data OFA used; (b) claim that it should not be penalized because it had "reasonable cause" for failing to meet the requirement; (c) request that OFA reduce the penalty because the failure was due to "extraordinary circumstances" (e.g., regional recession); (d) enter into a corrective compliance plan under which the penalty will not be assessed if the state comes into compliance; or (e) accept the penalty. The state may elect these options consecutively. If the state exhausts these options or chooses not to pursue any, the state may appeal the penalty to the HHS Departmental Appeals Board.

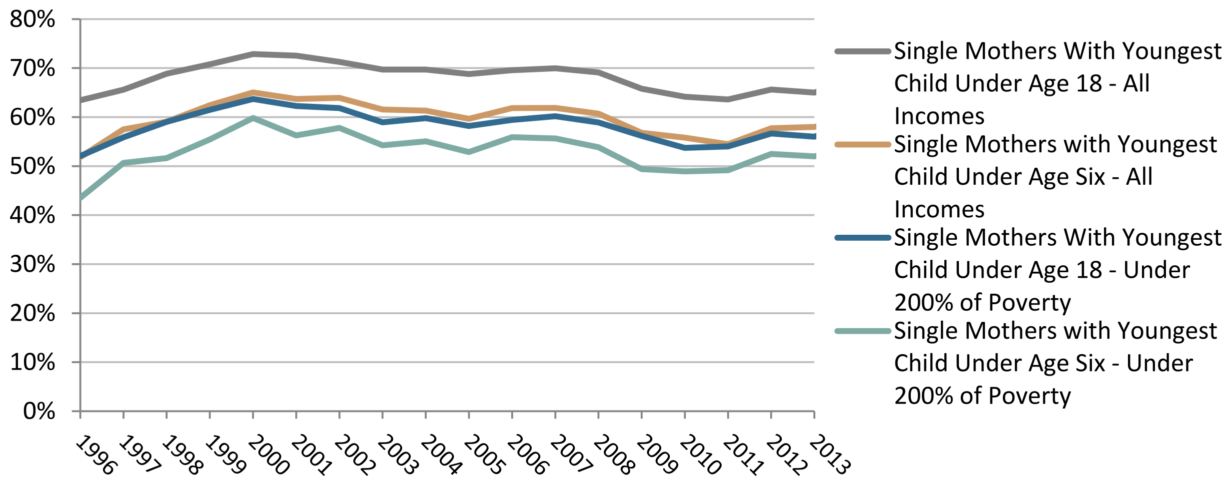
IV. Work and Earnings

This chapter reviews data on employment among TANF families and low-income single mothers generally.

Employment Among Low-Income Single Mothers

Employment among low-income single mothers (incomes below 200 percent of poverty), reported in the U.S. Census Bureau's Current Population Survey was 52 percent in 1996 when TANF was enacted. This employment rate reached its peak of 64 percent in 2000, then declined to 59 percent in 2003, where it remained relatively stable through 2008. Employment rates for this group declined during the most recent economic downturn, falling to 54 percent in 2011, and then rose slightly to 56 percent in 2013. Employment among low-income single mothers with children under age six has followed a similar trend. The trends since 1996 for low-income, and all, single mothers are displayed in Figure 4-A.

Figure 4-A: Employment Rates for Single Mothers Living with Children, 1996-2013



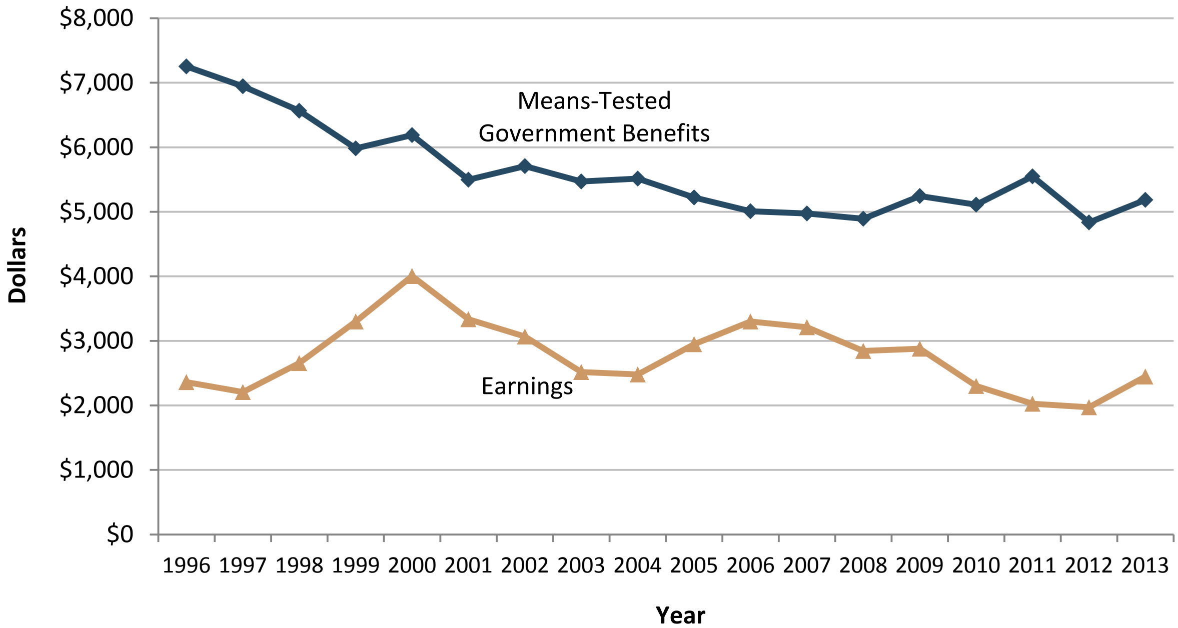
Note: "Single Mothers" include married-civilian spouse absent, never married, divorced, and separated women.
Source: ASPE tabulations from the Current Population Survey, ASEC.

As shown in Figure 4-B, for the one-fifth of female-headed families with the lowest income in the U.S., the average annual earnings of the single mother families (including those with and without earnings) was $2,361 in 1996 (in 2013 dollars) and rose to a peak of $4,004 (in 2013 dollars) in 2000. In 2012, the average annual earnings of the single mother families (with and without earnings) had declined to $1,972 (in 2013 dollars), and then rose to $2,446 in 2013.

The next 20 percent of female-headed families with the lowest income in the U.S. displayed a steady rise in earnings after TANF was enacted, peaking at $15,161 in 2000 from $6,877 in 1996 (in 2013 dollars, including those with and without earnings). In 2013, the annual earnings among this quintile group decreased to $10,849.

Concomitant with these earnings fluctuations since 1996 are overall declines in total income from means-tested benefits. Means-tested benefits are defined as cash assistance, SSI payments, the Supplemental Nutrition Assistance Program (SNAP) and National School Lunch Program benefits, housing benefits and certain veterans' benefits, and do not include the effects of tax credits or liabilities. As shown by Figure 4-B, means-tested government benefits have declined from $7,537 in 1996 to $5,185 in 2013 (in 2013 dollars) for the lowest quintile group.

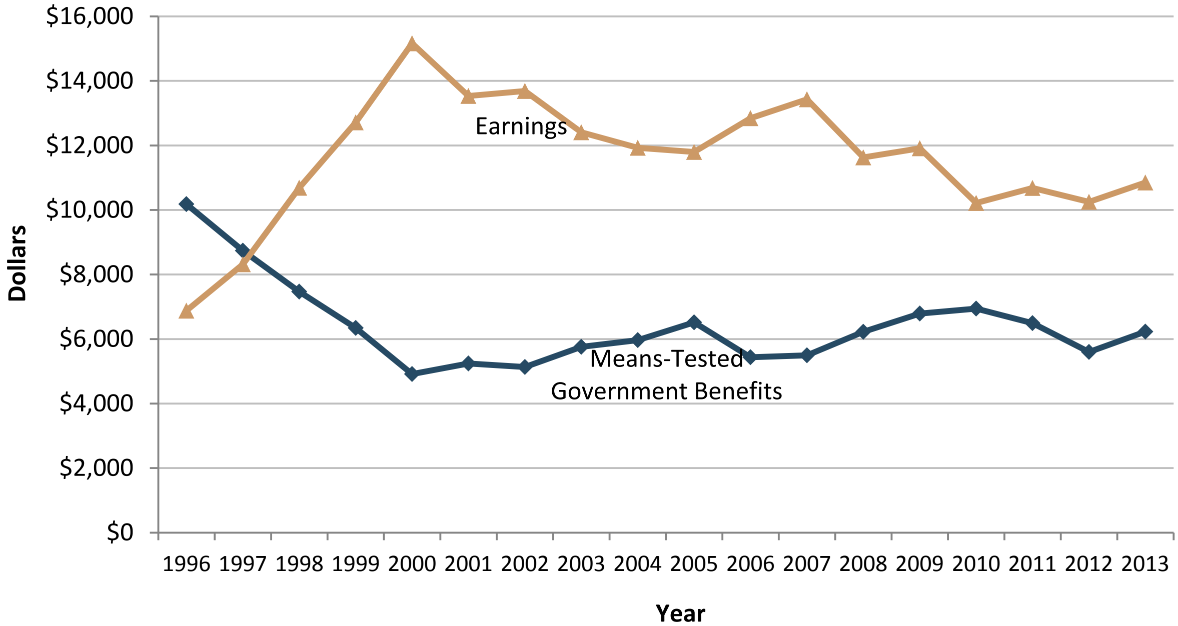
Figure 4-B: Government Benefits* and Earnings for Single-Mother Families with Children with Income in the Lowest 20th Percentile in 2013 Dollars, 1996-2013



*Means-tested government benefits is the total of Supplemental Security Income, public assistance, certain veterans' benefits, SNAP, National School Lunch Program, and housing benefits.
Note: Income inflated using Consumer Price Index (CPI-U). Sorted into quintiles by comprehensive income divided by poverty line. Income estimated for persons with top-coded income.
Source: ASPE tabulations from Census Bureau Current Population Survey data (March 1997-2014).

Figure 4-C shows a similar case for the next 20 percent of single mother families, as means-tested government benefits decreased from $10,182 in 1996 to $6,229 in 2013 (in 2013 dollars). Similar to the earnings measure for the second lowest quintile group, there have been fluctuations in means-tested benefits since 1996. Despite these fluctuations, the rates demonstrate an overall decline for the second lowest quintile group since 1996.

Figure 4-C: Government Benefits* and Earnings for Single-Mother Families with Children with Incomes between the 20th and 40th Percentiles in 2013 Dollars, 1996-2013



*Means-tested government benefits is the total of Supplemental Security Income, public assistance, certain veterans' benefits, SNAP, National School Lunch Program, and housing benefits.
Note: Income inflated using Consumer Price Index (CPI-U). Sorted into quintiles by comprehensive income divided by poverty line. Income estimated for persons with top-coded income.
Source: ASPE tabulations from Census Bureau Current Population Survey data (March 1997-2014).

Employment While Receiving TANF Assistance

As discussed in Chapter X of this report, the employment rate of adult TANF recipients was 22.8 percent in FY 2013. State-reported data show that the average monthly earnings of adults employed while receiving TANF assistance was $836 in FY 2013.

V. TANF Performance Measures

HHS is required under Section 413(d) of the Social Security Act to annually measure and rank state performance in moving TANF recipients into private sector employment. Beginning with performance year FY 2001, ACF has calculated state job entry, job retention and earnings gains rates based on matching monthly listings of adult TANF recipients against the quarterly wage files on the National Directory of New Hires. ACF continues to use this data source to report employment among TANF recipients, though these rates are affected by economic and demographic factors and state eligibility rules as well as state performance. Additionally, states that report sample data have been excluded from the national calculations, as HHS has deemed the sample data unreliable due to data limitations and sampling error. This exclusion limits the generalizability of the national figures, especially because the two states with the largest TANF caseloads (California and New York) submit sample data and therefore are not included in the national figure.

The job entry rate measures the percent of the number of unduplicated unemployed adult recipients who entered employment for the first time during the year. An adult is considered to have entered employment for the first time in a calendar quarter if he/she had no earnings in any of the prior quarters of the year.

The job retention rate measures the share of the unduplicated number of employed adult recipients in each quarter of the year who also were employed in the first and second subsequent quarters.

The earnings gain rate measures the rate of change in earnings of employed adult recipients who were employed in both an initial and the second subsequent quarter in each of the four quarters of the year.

Table 5-A shows the national figures for these performance measures in years FY 2009 through FY 2013.[8] The most recent state-level results are available on OFA's website at http://www.acf.hhs.gov/programs/ofa/programs/tanf/data-reports. States varied in whether they reported sample or universe data, and a few switched methods from one fiscal year to the next. While excluding sample data states from the national calculations limits the generalizability of the findings, HHS deemed the sample data unreliable due to data limitations and sampling error. As a result, states that reported sample data, including New York and California, have been excluded from the calculation of the national rates for FY 2009- FY 2013.

[8] States excluded for sample unreliability include: AR, CA, CO, CT, FL, IL, KS, MA, MD, MI, MS, NM, NV, NY, OH, PA, SC, SD, TX, and WV. KY was also excluded due to incorrect data in FY 2010.

Table 5-A: TANF Work-Related Trend Information

	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013
Job Entry Rate	27.5%	29.0%	30.3%	30.4%	32.4%
Job Retention Rate	61.5%	62.8%	64.0%	64.7%	67.9%
Earnings Gain Rate	29.2%	31.4%	34.0%	34.0%	35.0%

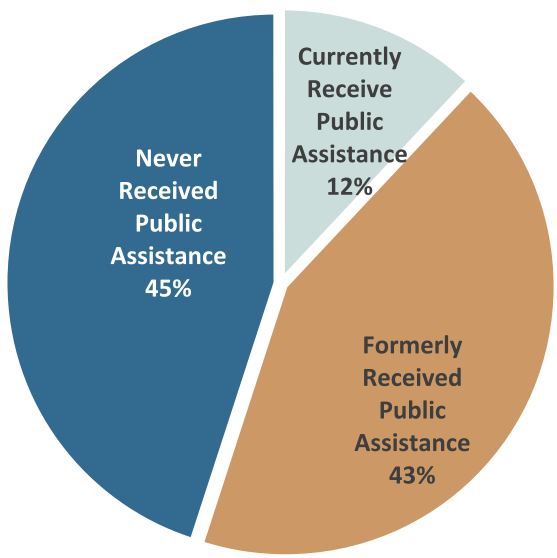
Source: Calculations based on TANF Data Reporting System.

VI. TANF and Child Support

The goal of the nation's Child Support Enforcement Program is to ensure that children are supported financially and emotionally by both of their parents. Child support services consist of locating parents, establishing paternity and support obligations, and monitoring and enforcing those obligations. Custodial parents receiving TANF assistance are required to cooperate with child support enforcement efforts.

At the end of FY 2013, there were close to 15.6 million child support cases. Figure 6-A shows that the vast majority of child support services are now provided to non-public assistance cases. There were about 1.8 million child support cases in which the child was currently receiving public assistance in FY 2013, accounting for 12 percent of the total caseload. Cases in which the children were formerly receiving public assistance[9] constituted 43 percent of the FY 2013 Child Support caseload and cases in which the children have never received public assistance constituted 45 percent of the FY 2013 caseload. Over the previous three year period, the percentage of former assistance cases remained constant from FY 2011 to FY 2013, while the percentage of cases that had never received assistance increased one percentage point from 44 percent in FY 2011 to 45 percent in FY 2012 and FY 2013.

Figure 6-A: Total Child Support Caseload, FY 2013



Source: OCSE-157 Report.

[9] Public assistance in this paragraph is defined as those families where the children are either recipients of TANF or entitled to Foster Care maintenance payments (IV-E).

Federal regulations require families that receive TANF assistance to assign their child support income to the state. States can then decide what portion, if any, of those collections to transfer back to TANF families and how much of that income should be considered during benefit and eligibility calculations. Figure 6-B describes each state's treatment of child support income for TANF recipients, as of July 2013 (this table and the following paragraph describing the table have been extracted from the Welfare Rules Databook, prepared by the Urban Institute under contract with the Department of Health and Human Services).

The first column of the table displays the amount of collected child support that is counted for recipients' eligibility determination. Typically, states count all child support collected or all but $50 of the amount when considering eligibility, even if the state does not transfer any support directly to the family. Those states that do not count the child support for eligibility typically establish some method to ensure that families with high and continuing child support amounts do not remain on the rolls indefinitely. The second column of the table shows what portion of the collected child support is transferred to the family as unearned income, while the third column indicates how much of that transferred amount is disregarded for benefit computation. For example, if "$50" is coded in both the second and third columns, then $50 is transferred to the unit as unearned income, and of that amount, all $50 is disregarded for benefit computation.

Figure 6-B: Treatment of Child Support Income for Recipients, July 2013[1]

State	Amount of child support collection counted for recipients' eligibility determination[2]	Portion of Child Support Collection Transferred to the Family: Amount transferred	Portion of Child Support Collection Transferred to the Family: Amount of transfer disregarded for benefit computation
Alabama	No income eligibility tests	—	—
Alaska	All but $50	$50	$50
Arizona	None[3]	—[4]	—[4]
Arkansas	All	—	—
California	No income eligibility tests[5]	$50 [4]	$50 [4]
Colorado	All	—	—
Connecticut	All but $50	$50	$50
Delaware	All but $50	$50 plus child support supplement[6]	All
DC	No income eligibility tests	$150	$150
Florida	All	—	—
Georgia	All	Amount of unmet need[7]	All
Hawaii	All	—	—
Idaho	No income eligibility tests	—	—
Illinois	No income eligibility tests	$50	$50
Indiana	None[3]	—	—
Iowa	None[3]	—	—
Kansas	No income eligibility tests	—	—
Kentucky	All but $50	—	—
Louisiana	No income eligibility tests	—	—
Maine	All but $50	$50 plus amount of unmet need[8]	All
Maryland	No income eligibility tests	—	—
Massachusetts	All but $50	$50 [9]	$50 [9]
Michigan	No income eligibility tests	—	—
Minnesota	No income eligibility tests	All	$0
Mississippi	All	—	—
Missouri	None[3]	—	—
Montana	None[3]	No transfer, up to $100 added to TANF payment[10]	—
Nebraska	No income eligibility tests	—	—
Nevada	All	—	—
New Hampshire	No income eligibility tests	—	—
New Jersey	No income eligibility tests	$100	$100
New Mexico	All but $100	$100	$100
New York	All but $100/$200[11]	$100/$200[11]	$100/$200[11]
North Carolina	No income eligibility tests	—	—
North Dakota	No income eligibility tests	—	—
Ohio	No income eligibility tests	—	—
Oklahoma	All	—	—
Oregon	All but $50[12]	$50/$200[12]	$50/$200[12]

Figure 6-B: Treatment of Child Support Income for Recipients, July 2013[1] (cont.)

State	Amount of child support collection counted for recipients' eligibility determination[2]	Portion of Child Support Collection Transferred to the Family: Amount transferred	Portion of Child Support Collection Transferred to the Family: Amount of transfer disregarded for benefit computation
Pennsylvania	All but $100/$200[11]	$100/$200[11]	$100/$200[11]
Rhode Island	No income eligibility tests	$50	$50
South Carolina	All	Amount of unmet need[13]	All
South Dakota	No income eligibility tests	—	—
Tennessee	None[3]	Amount of unmet need[14]	All
Texas	All but $75	No transfer, up to $75 added to TANF payment[15]	—
Utah	All	—	—
Vermont	No income eligibility tests	All	$50
Virginia	All but $100	$100	$100
Washington	All	—	—
West Virginia	All but $100/$200[11]	$100/$200[11]	$100/$200[11]
Wisconsin	None[3]	75% of child support payment	All
Wyoming	No income eligibility tests	—	—

Source: Table IV.A.2 of The Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

[1] This table describes the treatment of child support collected by the state on behalf of a TANF recipient; it does not cover the treatment of child support received by the family directly from the absent parent. Child support collections may be counted as income for eligibility purposes regardless of whether they are transferred to the family; however, child support retained by the state is never counted for purposes of benefit computation. Although many states have created unique child support policies, some states still provide families with the traditional $50 pass-through used under AFDC. The traditional pass-through is represented in this table with "All but $50" in the first column, and "$50" in the second and third columns. Also, this table does not cover the transfer of child support payments in excess of current or total TANF benefits.

[2] Some states with values displayed in this column do not have income eligibility tests for recipients, according to table IV.A.4 of the Welfare Rules Database. In table IV.A.4, we do not display net income tests if the calculation of the test and the disregards allowed for the test do not differ from those used to calculate the benefit. However, for families with child support income, the net income eligibility test may differ from the benefit computation. For purposes of calculating eligibility when the family receives child support income, the net income test for recipients is equivalent to the benefit calculation in the state (see tables II.A.1, II.A.2, and II.A.3).

[3] States that do not count any child support collections for calculating recipients' eligibility generally use other methods to ensure that families with high and continuing child support amounts do not remain on the rolls indefinitely.

[4] Any child support collected on behalf of a child subject to a family cap is transferred to the family and treated as exempt income.

[5] Child support income is not treated as income for initial eligibility grant calculation, but child support income is included in the net nonexempt income calculation for determining ongoing recipient financial eligibility even when the support is redirected to the local child support agency.

[6] In addition to the $50 pass-through payment, Delaware provides a supplemental child support payment. This payment is calculated by subtracting a recipient's current disposable income from his or her disposable income as it would have been calculated in 1975.

[7] The amount of child support collected or the amount of unmet need, whichever is smaller, is transferred to the family as unearned income and disregarded for benefit determination. The unmet need, also called the gap payment, is calculated as the standard of need for the unit's family size minus the family maximum for the unit's family size minus the unit's net income. For units affected by the family cap, the amount of unmet need is calculated using the standard of need for the family size that includes the capped child, but using the family maximum that excludes the capped child.

[8] In addition to the $50 pass-through, the amount of unmet need, also known as the gap payment, is transferred to the family as unearned income and disregarded for benefit determination. The unmet need is calculated as (the standard of need for the unit's family size) minus (the maximum benefit for the unit's family size) minus (the unit's net income). After the pass-through, the state transfers child support in the amount of the unmet need for the family, up to the amount of child support collected.

[9] All child support collected on behalf of a child subject to the family cap is transferred to the family. For children subject to the family cap, the first $90 of unearned income, including child support, is disregarded for eligibility and benefit computation; the rest is counted.

[10] Montana adds any child support collected up to $100 to the TANF payment. This money is considered an addition to the TANF payment, not a pass-through of child support income, and is disregarded for eligibility purposes.

[11] The total pass-through amount is up to $100 if there is one child in the family and up to $200 if there is more than one child in the family.

[12] The total pass-through amount is $50 per child up to $200.

[13] The gap payment equals 63.7 percent of the smaller of (retained child support for the month) or (the maximum amount that would not make the family ineligible for TANF if counted as income). The state defines "retained child support" as the amount equal to the smaller of the current month's collection, the basic TANF award for the month, or the current monthly obligation excluding arrears.

[14] The amount of child support collected or the amount of unmet need, whichever is smaller, is transferred to the family as unearned income and disregarded for benefit determination. In Tennessee, the unmet need, also known as the gap payment, is calculated as the consolidated need standard for the unit's family size minus the unit's TANF grant minus the unit's net income.

[15] The state will add to the TANF payment the smaller of the court-ordered payment amount, the amount the Office of the Attorney General received during that month, or $75. This money is considered an addition to the TANF benefit, not a pass-through of child support income, and is disregarded for eligibility purposes.

Until October 1, 2008, states were required to send the federal government a share (based on the state's federal medical assistance percentage [FMAP]) of all child support collected on behalf of TANF recipients regardless of whether the support was passed through to the families. However, the Deficit Reduction Act of 2005 waived the federal government's share of collections that are transferred back to TANF families and disregarded in benefit calculations (up to $100 per month for one child and $200 per month for two or more children) beginning October 1, 2009, or as early as October 1, 2008.

More detailed information about the Child Support Enforcement Program's collections, expenditures, services, and caseload can be found on Office of Child Support Enforcement's webpage: http://www.acf.hhs.gov/programs/css.

VII. Promotion of Healthy Marriage and Responsible Fatherhood

In 2005, the Office of Family Assistance (OFA) implemented the Promoting Responsible Fatherhood program and the Healthy Marriage program as authorized by the Deficit Reduction Act of 2005 (DRA). These programs relied on a network of grantees to offer workshops, resources and a comprehensive set of activities to support families and children. The 2006 through 2011 Healthy Marriage and Responsible Fatherhood grantees provided education and services to more than 500,000 people in 44 states over the course of five years.

In 2010, Congress reauthorized these programs under the Claims Resolution Act (CRA) and allocated $150 million for FY 2011 to fund a new set of grants, specifying that funding should be equally split between healthy marriage and responsible fatherhood activities.

With consideration to the previous efforts in mind, OFA began implementation of the following newly funded grant programs in FY 2011: Community-Centered Healthy Marriage and Relationships, Pathways to Responsible Fatherhood, and Community-Centered Responsible Fatherhood Reentry Pilot Project grants. This funding opportunity yielded 121 new and previously funded grantees to the Healthy Marriage and Responsible Fatherhood program. The original project period for these ended September 29, 2014. The grants were then extended for one year through September 29, 2015.

Community-Centered Healthy Marriage and Relationship Grants

In total, there were 60 federally funded Healthy Marriage grantees across 28 states funded in FY 2011. These programs are designed to deliver healthy marriage and relationship education and services in one or more of eight allowable activities specified in the authorizing legislation.

The allowable activities are as follows:

1. Public advertising campaigns on the value of marriage and the skills needed to increase marital stability and health.
2. Education in high schools on the value of marriage, relationship skills, and budgeting.
3. Marriage education, marriage skills, and relationship skills programs that may include parenting skills, financial management, conflict resolution, and job and career advancement.
4. Pre-marital education and marriage skills training for engaged couples and for couples or individuals interested in marriage.
5. Marriage enhancement and marriage skills training programs for married couples.
6. Divorce reduction programs that teach relationship skills.
7. Marriage mentoring programs which use married couples as role models and mentors in at-risk communities.

8. Programs to reduce the disincentives to marriage in means-tested aid programs, if offered in conjunction with any activity described in this subparagraph.

The Healthy Marriage grantee programs offer a broad array of healthy relationship education services at the community level. Some initiatives combine marriage and relationship education with supportive services to address the economic stability needs of their participants, including intensive employment services for participants who need education, training or employment. Close to 80 percent of the Healthy Marriage grantees are community-based/nonprofit organizations (see Figure 7-A). These programs operate in communities across the nation, as displayed in Figure 7-B.

OFA continued funding through FY 2014 for The National Resource Center for Healthy Marriage and Families (NRCHMF). The NRCHMF supports efforts to integrate healthy marriage and relationship education skills into existing social service systems as part of a as part of a comprehensive, family-centered approach. The Center offers a variety of research-based tools and resources designed to educate interested organizations on the benefits of integrating healthy marriage education into existing social service systems. Additionally, the NRCHMF provides a range of training, services and support to interested state, local, and tribal government agencies as they work to integrate these Marriage Relationship Education skills into their existing services in order to best support the families served in their community.

Figure 7-A: Healthy Marriage Grantees by Type of Organization, FY 2013

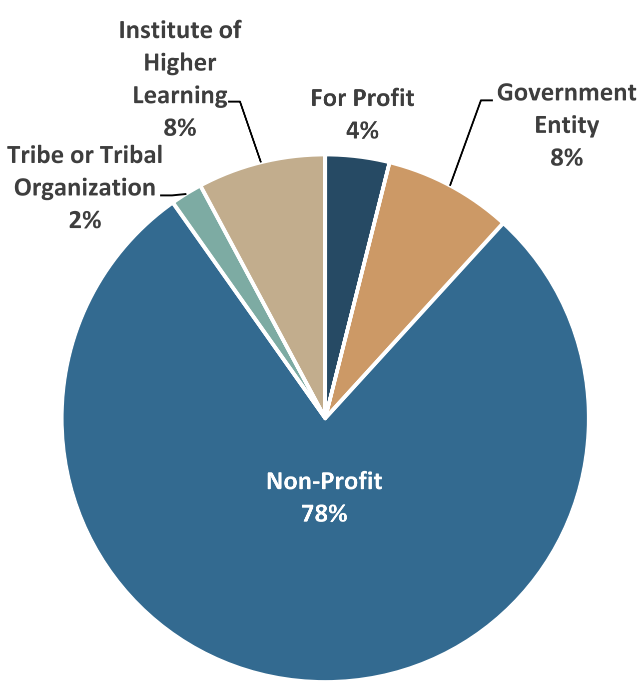
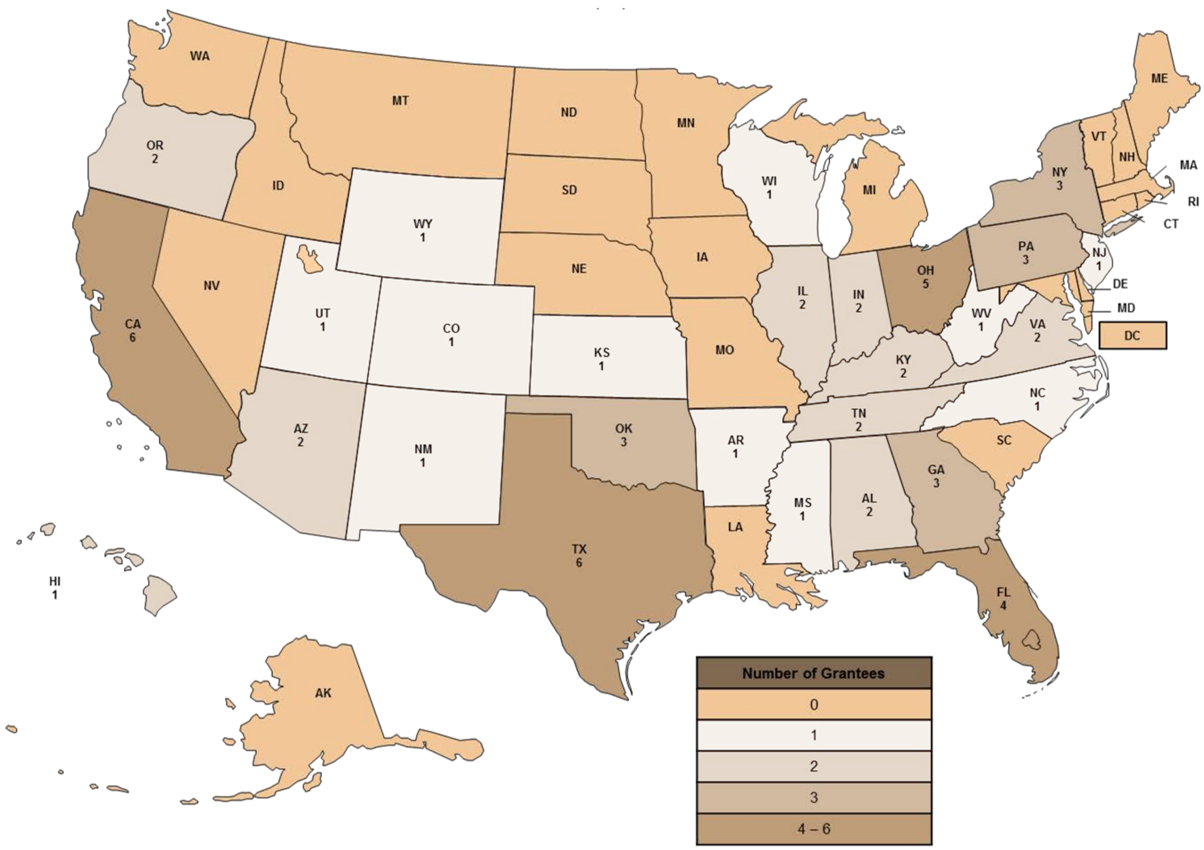


Figure 7-B: Healthy Marriage Grantees, FY 2013
Includes NRCHMF Grantee (VA)



<u>Pathways to Responsible Fatherhood Grants</u>

Alongside the Healthy Marriage projects, the CRA authorized Responsible Fatherhood grants. The purpose of the Pathways to Responsible Fatherhood program is to promote responsible fatherhood by funding projects to implement activities that encourage responsible parenting, foster economic stability, and promote healthy marriage.

These programs are designed to assist fathers in overcoming barriers to being effective and nurturing parents while helping them improve relationships with their children and co-parents. There were 55 Responsible Fatherhood grantees in 26 states funded in FY 2011. Nearly 90 percent of Responsible Fatherhood grantees operate in community-based/nonprofit organizations (see Figure 7-C). These programs operate in communities across the nation (see Figure 7-D for the geographic locations of these ACF funded Responsible Fatherhood grantees).

Figure 7-C: Responsible Fatherhood Grantees by Type of Organization, FY 2011 – FY 2014

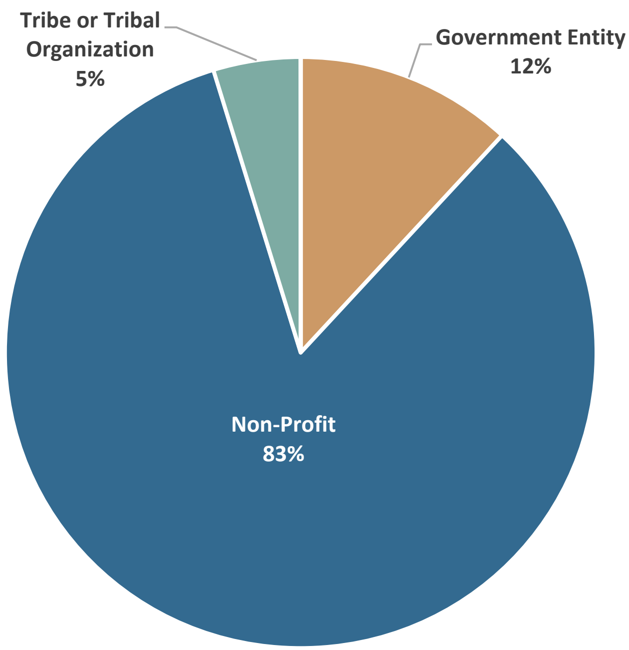
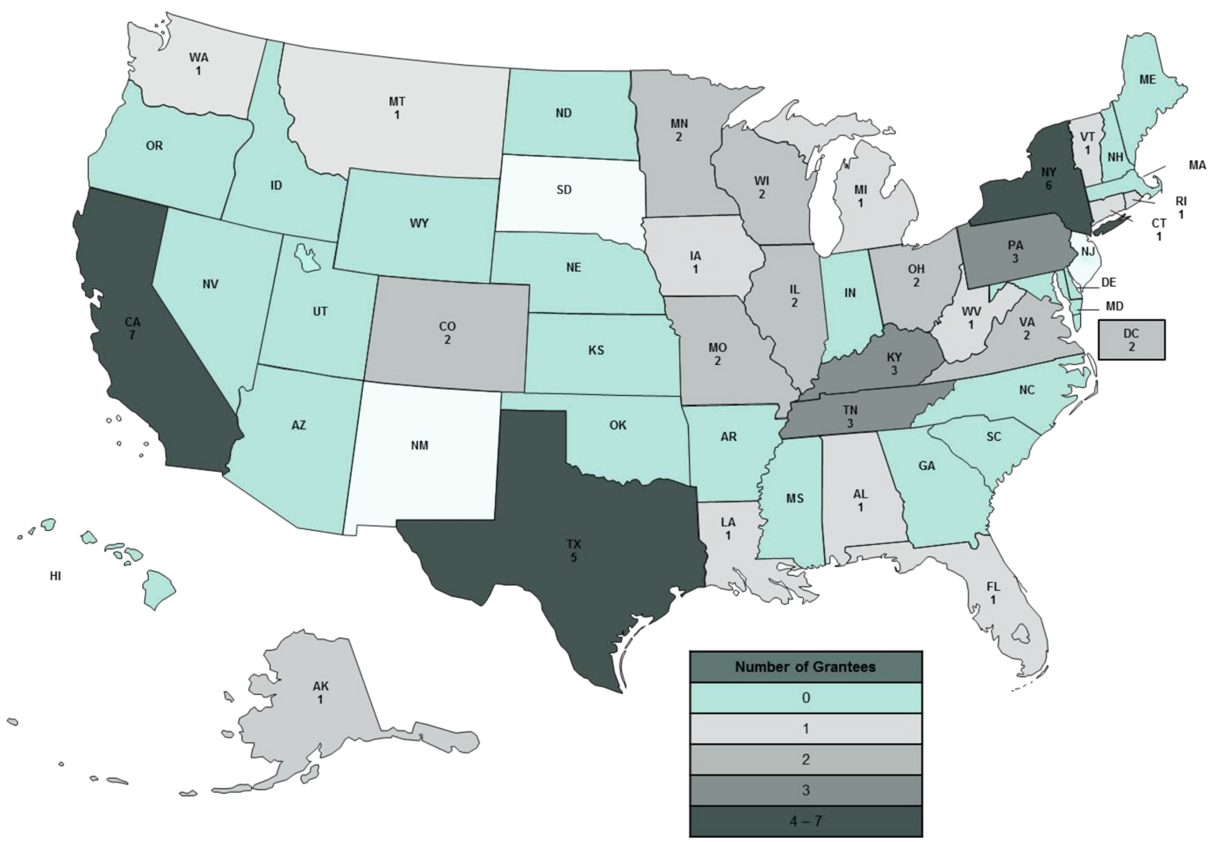


Figure 7-D: Pathways to Responsible Fatherhood Grantees, FY 2011 – FY 2014



Community-Centered Responsible Fatherhood Reentry Pilot Project

In addition to Healthy Marriage and Responsible Fatherhood projects, the CRA authorized the Community-Centered Responsible Fatherhood Reentry Pilot Project. In FY 2011, this project supported four programs that offer community-centered (pre- and post-release) responsible fatherhood and supportive services to formerly incarcerated fathers, with the primary purpose of eliminating barriers to social and economic self-sufficiency and reducing recidivism.

Projects attempt to support responsible parenting and engagement, foster economic stability among fathers preparing to re-enter their communities or those who have recently returned to their communities following incarceration. Four of the Reentry Pilot Project grantees are community-based/nonprofit organizations and one is a state government. These programs operate in five states — California, New Jersey, New Mexico, Ohio, South Dakota.

Grantee Performance and Evaluation

Healthy Marriage, Responsible Fatherhood and Reentry grantees are required to collect data related to their proposed targets and program implementation. Grantees report these benchmarks on a semi-annual basis, which allows OFA to monitor progress and target its technical assistance efforts.

In addition grantees are required to fully participate in ACF-sponsored evaluations. The ACF Office of Planning, Research and Evaluation (OPRE) has implemented evaluations of Healthy Marriage and Responsible Fatherhood grantees, described below and in Chapter XII of this report.

Parents and Children Together Evaluation

As a part of its program oversight responsibility, OPRE invested in a study of selected 2011 Healthy Marriage and Responsible Fatherhood grantees called The Parents and Children Together (PACT) Evaluation. PACT is a formative evaluation project which will document programs' approaches to service delivery and program operations, their effects on a range of family-life outcomes, and lessons learned that may be useful for practitioners and policymakers.

Community Centered Responsible Fatherhood Ex-Prisoner Reentry Pilot Strategies

The Community Centered Responsible Fatherhood Ex-Prisoner Reentry Pilot Strategies (Reentry Strategies Study) is a multi-year, qualitative and quantitative study carried out for ACF through a contract with the Urban Institute. The study will document grantee implementation and operational successes and challenges through grantee progress reports, teleconferences, and onsite interviews with key staff as well as interviews with key community partners. Focus groups comprising participants and spouses/parents/co-parents, as appropriate, will document the perspectives and experiences of participants. The study will seek to identify common factors related to program successes and challenges across programs as well as document unique circumstances.

Grantee Supports: Training

OFA and contractor staff provided a variety of training oversight and guidance to both Healthy Marriage and Responsible Fatherhood grantees in FY 2011, contributing to grantee reported improvements in service delivery and quality.

For example, the Healthy Marriage and Responsible Fatherhood website (https://hmrf.acf.hhs.gov/) serves as a public facing resource, as well as the online portal for Healthy Marriage, Responsible Fatherhood and Reentry grantees to request and receive technical assistance as well as a repository of resources to help grantees maximize their program's effectiveness and achieve program goals.

Through the National Responsible Fatherhood Clearinghouse (www.Fatherhood.gov) and the National Resource Center for Healthy Marriage and Families, grantees have access to curricula, webinars, research products, and other resources to improve the implementation and success of their programs.

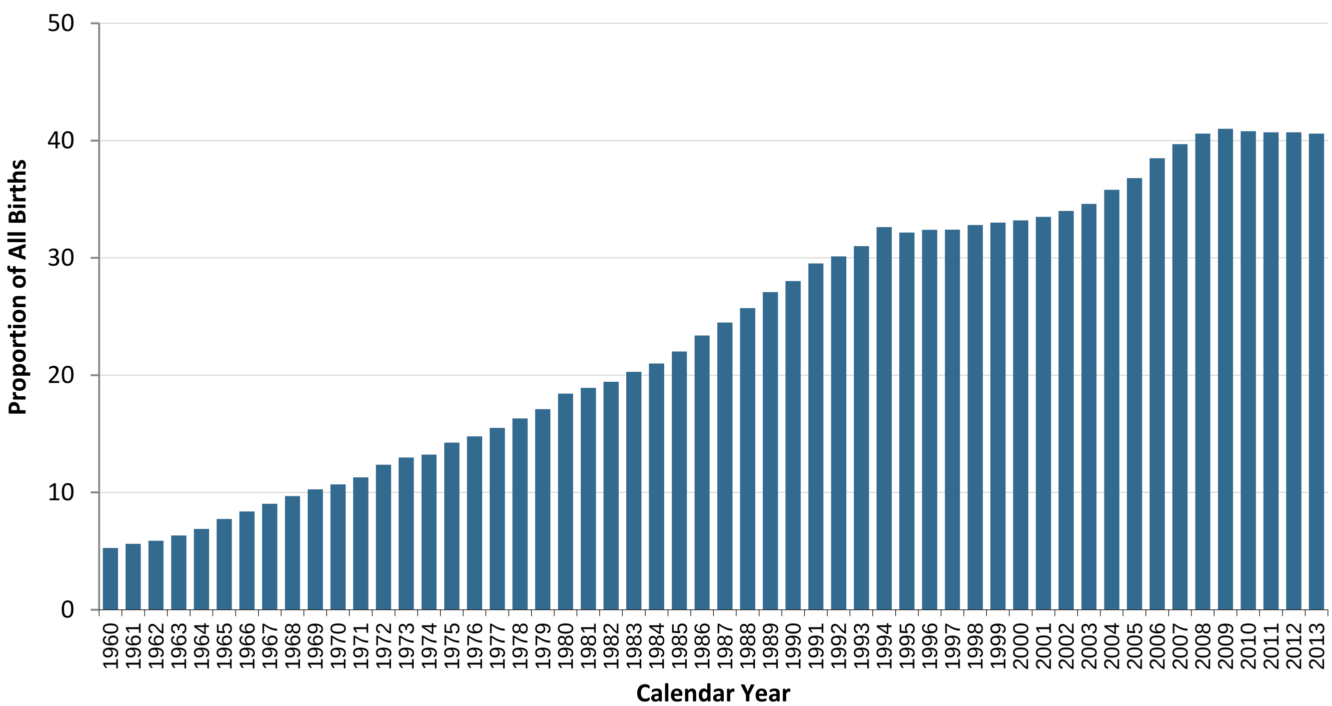
VIII. Out-of-Wedlock and Teen Births

An additional statutory purpose of the TANF program is to prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies. Section 411 of the Social Security Act requires HHS to report data on the extent to which states are decreasing out-of-wedlock pregnancies. This section includes the latest available information about non-marital and teen birth trends, including birth rates for unmarried women, the share of all births that were by unmarried women, teen birth rates, and the ratio of out-of-wedlock to total births.

The National Center for Health Statistics (NCHS) at the Centers for Disease Control and Prevention (CDC) is responsible for collecting and analyzing vital statistics data. Based on the final births data for 2013, NCHS data show that the birth rate for unmarried women aged 15 to 44 years decreased for five consecutive years from 51.8 births per 1,000 unmarried women in 2008 to 44.3 births per 1,000 unmarried women in 2013, which was the lowest birth rate for unmarried women since 2003.

Figure 8-A shows a different measure--the proportion of all births to unmarried women declined slightly from 41.0 percent in 2009 to 40.6 in 2013 after a steady increase since 1997. State level data can be found at: http://www.cdc.gov/nchs/data/nvsr/nvsr64/nvsr64_01_tables.pdf.

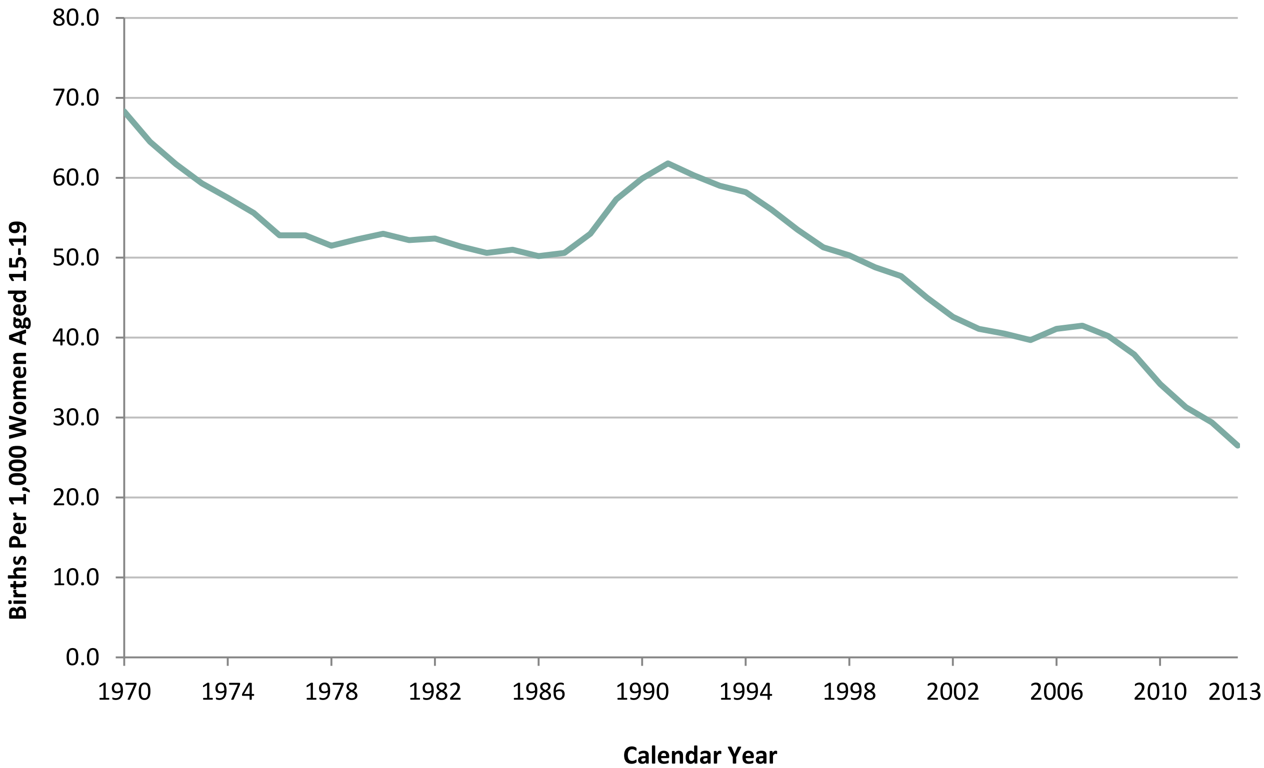
Figure 8-A: Percent Births to Unmarried Women in United States, 1960 – 2013



Source: Division of Vital Statistics, National Center for Health Statistics.

The U.S. birth rate for women aged 15 to 19 (married and unmarried) was 26.5 births per 1,000 teenagers in 2013, representing a 57.1 percent decline from the rate of 61.8 births per 1,000 teenagers in 1991. The trend in the teen birth rate since 1970 is illustrated in Figure 8-B.

Figure 8-B: National Birth Rates for Teens Aged 15-19, 1970 – 2013



Source: Division of Vital Statistics, National Center for Health Statistics.

The latest available information about non-marital births in TANF is available in Figure 8-C.

Figure 8-C: Number of Total and Out-of-Wedlock Births in TANF Families for Fiscal Year 2013 and Change in Net Ratios from Fiscal Year 2012 to Fiscal Year 2013[1]

State	Fiscal Year 2013			Fiscal Year 2012			Change from FY 2012 to FY 2013
	Total Births in TANF Families	Out-of-Wedlock Births among TANF Families	Ratio of Out-of-Wedlock to Total Births	Total Births in TANF Families	Out-of-Wedlock Births among TANF Families	Ratio of Out-of-Wedlock to Total Births	Net Change in Ratio
U.S. Totals	132,779	101,136	76.2%	174,635	121,028	69.3%	6.9%
Alabama	361	310	85.9%	474	408	86.1%	-0.2%
Alaska	302	260	86.1%	384	347	90.4%	-4.3%
Arizona	139	124	89.2%	174	151	86.8%	2.4%
Arkansas	1,049	259	24.7%	1,120	455	40.6%	-15.9%
California	54,049	36,905	68.3%	74,401	41,353	55.6%	12.7%
Colorado	1,587	1,181	74.4%	490	370	75.5%	-1.1%
Connecticut	1,583	1,482	93.6%	1,629	1,506	92.4%	1.2%
Delaware	264	234	88.6%	273	240	87.9%	0.7%
Dist. of Col.	191	174	91.1%	206	175	85.0%	6.1%
Florida	1,777	1,494	84.1%	1,730	1,456	84.2%	-0.1%
Georgia	342	312	91.2%	370	338	91.4%	-0.1%
Guam	—	—	—	—	—	—	—
Hawaii	491	398	81.1%	879	676	76.9%	4.2%
Idaho	95	81	85.3%	101	77	76.2%	9.0%
Illinois	—	—	—	11,406	9,894	86.7%	—
Indiana	2,903	2,528	87.1%	4,078	3,524	86.4%	0.7%
Iowa	1,393	1,164	83.6%	1,375	1,152	83.8%	-0.2%
Kansas	2,043	1,680	82.2%	2,531	2,105	83.2%	-0.9%
Kentucky	2,165	1,698	78.4%	2,354	1,836	78.0%	0.4%
Louisiana	673	621	92.3%	967	891	92.1%	0.1%
Maine	28	1	3.6%	64	18	28.1%	-24.6%
Maryland	3,522	2,872	81.5%	3,745	3,117	83.2%	-1.7%
Massachusetts	3,473	3,002	86.4%	5,158	4,575	88.7%	-2.3%
Michigan	5,354	4,962	92.7%	5,689	4,478	78.7%	14.0%
Minnesota	2,448	2,161	88.3%	2,535	2,199	86.7%	1.5%
Mississippi	2,704	2,244	83.0%	3,143	2,584	82.2%	0.8%
Missouri	797	735	92.2%	1,006	942	93.6%	-1.4%
Montana	110	83	75.5%	228	151	66.2%	9.2%
Nebraska	286	133	46.5%	283	139	49.1%	-2.6%
Nevada	699	612	87.6%	909	799	87.9%	-0.3%
New Hampshire	60	54	90.0%	48	42	87.5%	2.5%
New Jersey	195	179	91.8%	291	272	93.5%	-1.7%
New Mexico	2,263	2,082	92.0%	2,016	0	0.0%	92.0%
New York	11,214	7,472	66.6%	11,491	7,347	63.9%	2.7%
North Carolina	452	191	42.3%	529	173	32.7%	9.6%
North Dakota	241	212	88.0%	275	239	86.9%	1.1%
Ohio	2,438	1,886	77.4%	2,897	2,272	78.4%	-1.1%
Oklahoma	689	582	84.5%	821	711	86.6%	-2.1%
Oregon	1,670	1,501	89.9%	1,729	1,526	88.3%	1.6%
Pennsylvania	7,514	6,222	82.8%	8,497	6,974	82.1%	0.7%
Puerto Rico	25	—	—	107	—	—	—
Rhode Island	632	601	95.1%	676	646	95.6%	-0.5%
South Carolina	227	200	88.1%	218	195	89.4%	-1.3%
South Dakota	210	195	92.9%	259	242	93.4%	-0.6%
Tennessee	7,841	6,993	89.2%	9,861	8,742	88.7%	0.5%
Texas	188	161	85.6%	265	229	86.4%	-0.8%
Utah	249	220	88.4%	670	507	75.7%	12.7%
Vermont	192	181	94.3%	181	171	94.5%	-0.2%
Virgin Islands	10	10	100.0%	12	12	100.0%	0.0%
Virginia	569	523	91.9%	638	583	91.4%	0.5%
Washington	3,079	2,336	75.9%	3,201	2,418	75.5%	0.3%
West Virginia	180	136	75.6%	179	141	78.8%	-3.2%
Wisconsin	1,808	1,484	82.1%	2,048	1,630	79.6%	2.5%
Wyoming	5	5	100.0%	24	—	—	—

[1]Data may be taken from samples for some States.

Source: TANF Data Reporting System.

IX. Child Poverty

The official federal poverty statistics are generated from Census Bureau surveys of household income by looking at the amount of cash income received by the individual or family. Non-cash transfers (e.g., SNAP benefits and housing subsidies) are not included in the income definition, nor are subtractions or additions to income made through the tax system, nor are adjustments made for work- or health-related expenses. An individual's or a family's poverty status is assessed by comparing its total cash income to a poverty threshold which varies by the size and composition of the family. In 2013, the federal poverty threshold for a family of four (two adults plus two children) was $23,624.

Figure 9-A: Poverty Rate of all Children under 18, 1996-2013

Calendar Year	Poverty Rate
1996	20.5
1997	19.9
1998	18.9
1999	17.1
2000	16.2
2001	16.3
2002	16.7
2003	17.6
2004	17.8
2005	17.6
2006	17.4
2007	18.0
2008	19.0
2009	20.7
2010	22.0
2011	21.9
2012	21.8
2013	19.9

Note: In 2013 the Census produced two different estimates of child poverty. The estimate used in this table is based on the traditional income questions and yields a lower child poverty rate. The other estimate is based on redesigned income questions and shows a higher child poverty rate of 21.5 percent. For more information see https://www.census.gov/hhes/www/poverty/histpov/footnotes.html.
Source: U.S. Census Bureau

The percentage of children (persons under 18) in poverty declined from 21.8 percent in 2012 to 19.9 percent in 2013. The total number of children in poverty in 2013 was 14.7 million. Figure 9-A shows the child poverty rate from 1996 through 2013.

While the poverty rate indicates the proportion of the population that is poor, the poverty gap measures the amount of money that would be required to raise all poor families to the poverty line. Figure 9-B displays the poverty gap for families with children from 1997 to 2013 using a poverty gap measure that does not include any means-tested transfer benefits (pre-transfer poverty gap shown in column 1) and the official measure of income poverty (official poverty measure gap shown in column 2).

Figure 9-B: Income Poverty Gap[1] for All Families with Children 1997 – 2013 Official Measure of Income Poverty[2] (2013 Dollars in Billions)

YEAR	Pre-Transfer Poverty Gap	Official Poverty Measure Gap	Reduction in Gap Between Pre-Transfer and Official (pretransfer - official)
1997	100.1	63.1	-37.0
1998	88.8	59.3	-29.5
1999	80.6	53.5	-27.1
2000	71.3	48.5	-22.8
2001	78.9	54.6	-24.3
2002	83.1	56.4	-26.7
2003	89.5	61.7	-27.8
2004	89.2	62.7	-26.5
2005	88.1	61.6	-26.5
2006	87.0	61.9	-25.1
2007	87.8	63.0	-24.8
2008	96.5	67.5	-29.0
2009	110.2	73.8	-36.4
2010	113.8	77.6	-36.2
2011	113.8	79.3	-34.5
2012	110.3	79.3	-31.0
2013	103.1	72.6	-30.5

[1]The poverty gap indicated the income deficit for those in poverty, that is, it is the amount of money that would be required to raise all poor families to the poverty line.
[2]constant 2013 dollars
Source: Special tabulation of Current Population Survey data by the Office of the Assistant Secretary for Planning and Evaluation, HHS.

In addition to the official federal poverty estimates, the Census Bureau has developed a supplemental poverty measure which draws on the recommendations of a 1995 National Academy of Sciences report and a federal interagency work group. This measure adds non-cash transfers and tax credits to the calculation of income while subtracting additional items such as tax payments, work expenses, and health expenses. In deriving the poverty thresholds, the supplemental measure includes expenditures on food, shelter, clothing and utilities and adjusts for geographic differences in the cost of housing. (The threshold for the official poverty measure is based on food costs for an economy food plan in 1963-1964 and the relationship between these costs and other expenditures for families as observed in 1955 household consumption data.) The supplemental poverty measure provides additional insight into the economic well-being of families and how federal tax and transfer policies affect individuals and families.

For FY 2013, the overall supplemental poverty rate was 15.5 percent, which was higher than the official poverty rate of 14.6. Unlike the current official poverty measure, the supplemental poverty measure can show the effects federal policies on various subgroups, particularly the impact of in-kind benefits, taxes, and certain work-related expenses. For children, the supplemental poverty rate was lower than the official rate: 16.4 percent compared with 20.4 percent (adjusted to include unrelated individuals under the age of 15). In contrast, the supplemental poverty rate for those 65 and older was 14.6 percent compared with only 9.5

percent using the official measure. Even though supplemental poverty rates were lower for children and higher for those 65 and older than under the official measure, the rates for children were still higher than the rates for 18- to 64-year-olds and people 65 and older.

The TANF Child Poverty Regulation

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) includes a provision requiring each state to submit an annual statement of the state's child poverty rate to the Secretary of HHS (42 U.S.C. §613(i)(1)). The provision specifies that, if from one year to the next, a state's child poverty rate increases by five percent or more as a result of its TANF program, the state must submit and implement a corrective action plan to reduce the rate.

For the 2008 and 2009 period, 19 states had an increase of five percent or more in their child poverty rate and were required to submit to HHS an assessment of the impact of their state TANF program on the rate.[10] For the period from 2009 to 2010, 17 states[11] had an increase of five percent or more in their child poverty rate, four states had such an increase from 2010 to 2011, [12] one state from 2011 to 2012, [13] and no states from 2012 to 2013. If the state or HHS determines the rise in the child poverty rate was due to the state's TANF program, the state must submit a corrective action plan to reduce the rate. To date, no state has had to submit a corrective action plan to HHS.

[10] These states are: Alabama, Colorado, Florida, Georgia, Hawaii, Illinois, Indiana, Kansas, Maryland, Michigan, Minnesota, Missouri, North Carolina, Ohio, South Carolina, Texas, Utah, Washington, and Wisconsin.

[11] These states are: Alabama, California, Florida, Georgia, Louisiana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, Utah, Vermont, Washington, and Wisconsin.

[12] These states are: Arizona, Connecticut, Hawaii, and Illinois.

[13] New Hampshire.

X. Characteristics and Financial Circumstances of TANF Recipients

TANF program data is collected monthly and reported quarterly to HHS, as required of states. These data include disaggregated case record information on the families receiving assistance, families no longer receiving assistance, and families newly-approved for assistance.

This chapter provides a summary of FY 2013 characteristics and financial circumstances of the TANF recipient population, as well as trends over time. These data, as well as state-level data and data on SSP-MOE families,[14] can be accessed from online at: http://www.acf.hhs.gov/programs/ofa/resource/characteristics-and-financial-circumstances-of-tanf-recipients-fiscal-year-2013.

TANF Family Characteristics and Financial Circumstances

The FY 2013 TANF population was composed of 1.6 million families (or what is commonly referred to as cases or caseload) receiving TANF assistance. In FY 2013, the average number of recipients in TANF families was 2.3, including an average of 1.8 child recipients. About 50 percent of recipient families had only one child. Only seven percent of families had four or more children.

Note that the caseload data presented in this chapter may vary from that presented in the Chapter II of this report. The data here represents updated data collection and reporting of TANF families using state TANF population and sample data (as described at the end of this chapter). Data presented elsewhere displays the aggregated caseload using data reported by states.

Financial circumstances are one component when considering the impact of the TANF program on the lives of TANF families. The average monthly amount of assistance for TANF recipient families was $378 in FY 2013. Monthly cash payments to TANF families averaged $319 for families with one child, $396 for those with two children, $467 for those with three children, and $570 for the small number of families with four or more children. In FY 2013, 17.2 percent of TANF families had non-TANF income. The average monthly amount for those with non-TANF income was $730 per family. Eleven percent of TANF families had earned income with an average monthly amount of $836, while seven percent of the TANF families had unearned income with an average monthly amount of $479 in FY 2013. Unearned income includes a variety of income sources, most notably the Social Security, Supplemental Security Income (SSI), Unemployment Insurance, and Workers' Compensation.

[14] Each state that claims MOE expenditures for a separate state program (SSP) must file disaggregated information on families receiving SSP-MOE assistance. Chapter 1 provides a review of SSP-MOE funding and caseload data.

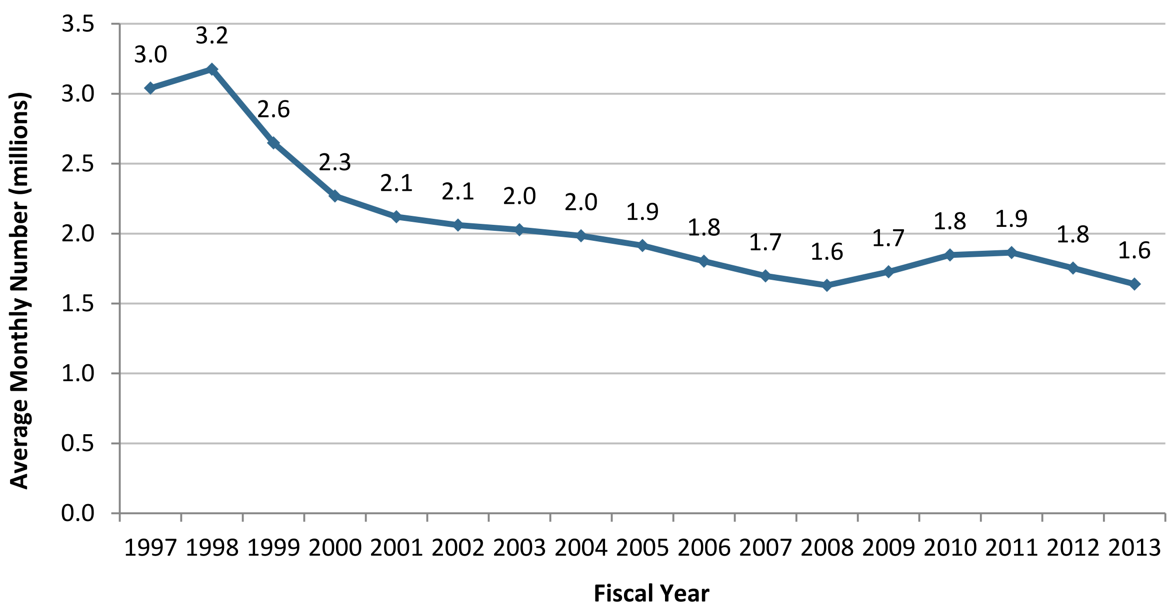
Ten percent of TANF families received child support in FY 2013, with an average monthly amount of $210. Eleven percent of TANF families had some cash resources (e.g., cash on hand, bank accounts, or certificates of deposit) with an average amount of $214. As described in Chapter XII of this report, states define what counts toward cash resources for purposes of eligibility determination. The reported values are limited to those cash resources required for eligibility purposes.

States reported that approximately 85 percent of TANF families received SNAP benefits in FY 2013, which is consistent with levels over the previous decade. These families received average monthly SNAP benefits of $401; the average value of SNAP benefits was therefore greater than the average value of TANF benefits. In addition, states reported that 98 percent of TANF families participated in Medicaid or in the Children's Health Insurance Program (CHIP) in FY 2013.

TANF Family Trends

Figure 10-A shows the number of families who were receiving TANF assistance from FY 1997 to FY 2013. In FY 1997, there were 3.0 million families in the TANF population. The number of families decreased from 3.2 million in FY 1998 to 1.6 million in FY 2008. The number of families then increased, reaching 1.9 million families in FY 2011, after which point the number began to decrease again through FY 2013, when there were 1.6 million families receiving some level of TANF assistance.

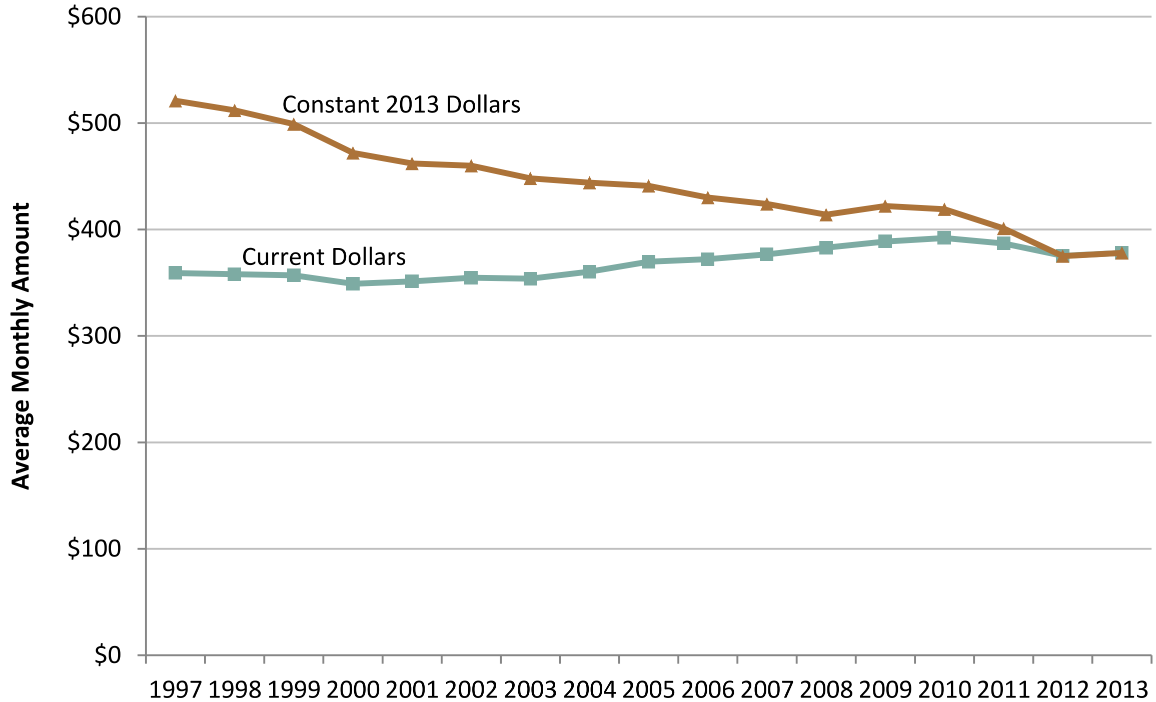
Figure 10-A: Average Monthly Number of TANF Families (in millions), FY 1997 – FY 2013



Note: Caseload records as of most recent transmission.
Source: TANF administrative records.

Figure 10-B shows trends over time in TANF cash assistance for all families in current dollars (income assistance received during the specified year without adjusting for inflation) and in constant (adjusted for inflation) 2013 dollars. When inflation is taken into account, the average monthly amount of assistance declined by 27.4 percent between FY 1997 and FY 2013.

Figure 10-B: Average Monthly Amount of TANF Cash Assistance for All Families, FY 1997 – FY 2013



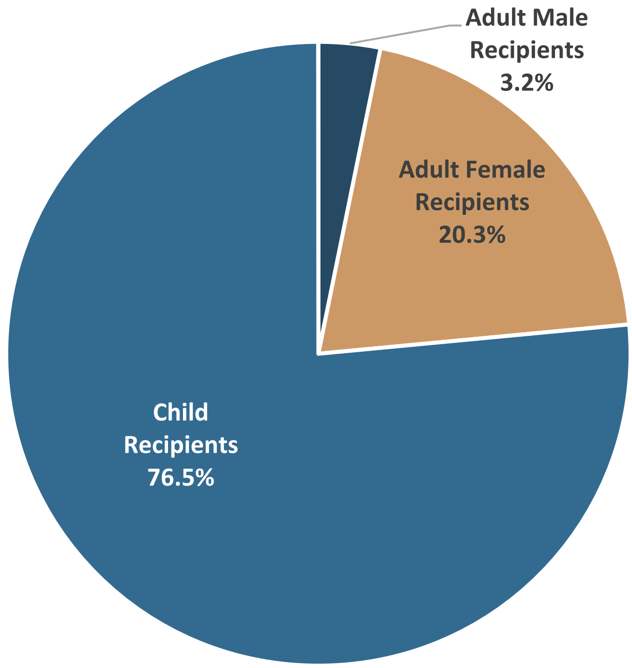
	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Current Dollars	$359	$358	$357	$349	$351	$355	$354	$360	$370	$372	$377	$383	$389	$392	$387	$375	$378
Constant 2013 Dollars	$521	$512	$499	$472	$462	$460	$448	$444	$441	$430	$424	$414	$422	$419	$401	$375	$378

Note: The Bureau of Labor Statistics (BLS) Consumer Price Index (CPI) is used to calculate the inflation adjustment.
Source: TANF administrative records.

TANF Adult Recipients

The TANF recipient population, shown in Figure 10-C, included 893,735 adult recipients, representing 23.5 percent of recipients in FY 2013. More than 90 percent of these adult recipients identified as the head of household. . While 48.9 percent of adults in an assistance unit were TANF recipients, 51.1 percent were not, meaning the state considers their income when determining eligibility but they are not a cash assistance recipient themselves. Of those adults not receiving assistance, 68.1 percent were parents, 28.4 percent were non-parent caretakers, and 3.5 percent were other persons whose income was considered in determining eligibility.

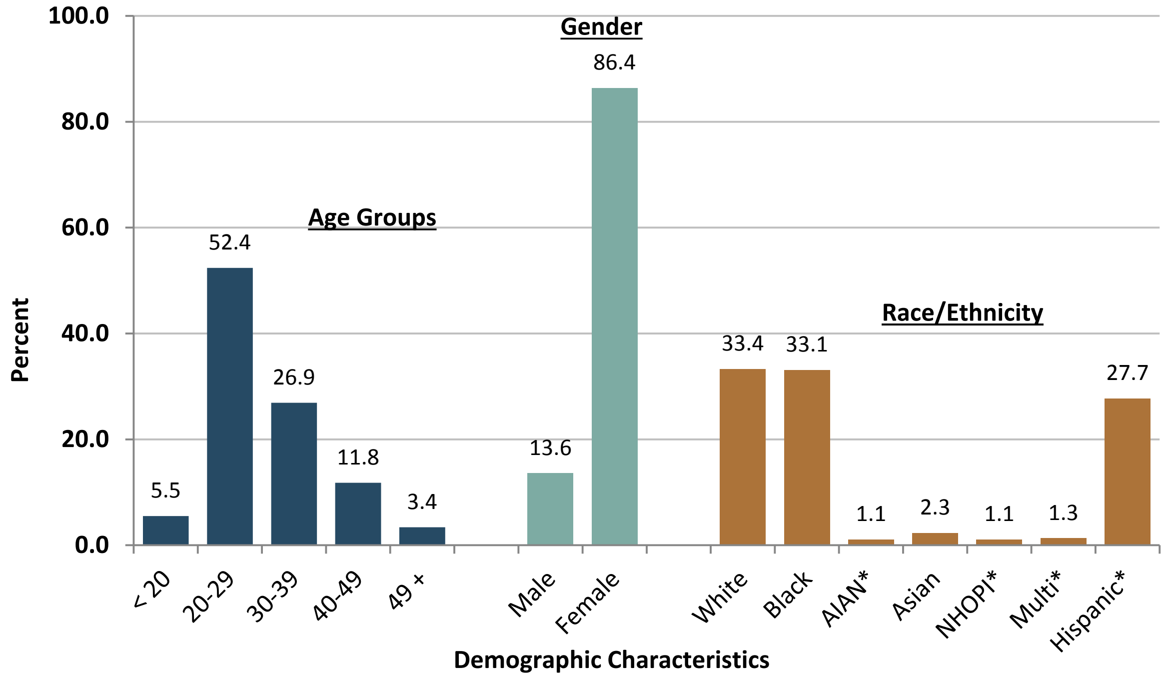
Figure 10-C: Percentage Distribution of TANF Recipient Population, FY 2013



Source: TANF administrative records.

As shown in Figure 10-D, over half of the TANF adult recipient population, or 52.4 percent, are between the ages of 20-29. Moreover, almost 85 percent of adult recipients have not reached the age of 40. Women make up the vast majority of adults receiving TANF assistance, consistent with single mothers' higher rates of poverty as compared to single fathers. Additionally, the majority of TANF adult recipients are people of color, reflecting the disproportionate impact of poverty on communities of color. The marital status data show that adults receiving TANF assistance are primarily single parents (73.1 percent), reflecting the growing trend among the population as whole in the United States .

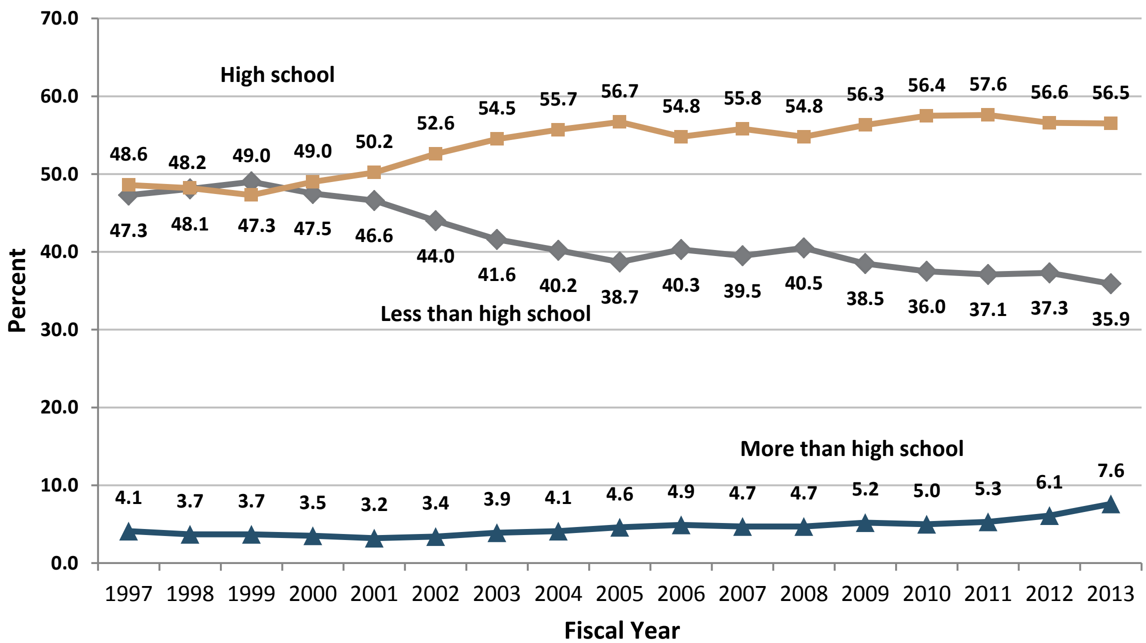
Figure 10-D: Percentage of TANF Adult Recipients by Demographic Characteristics, FY 2013



*Hispanic may be of any race. AIAN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander; Multi=Multi-racial.
Source: TANF administrative records.

In terms of educational attainment, 56.5 percent of TANF adult recipients in FY 2013 had completed high school (or its equivalent), 35.9 percent had less than a high school level of education, and only 7.6 percent of adult recipients had achieved more than a high school level of education. Figure 10-E shows trends in the educational attainment of TANF adult recipients over time. The percentage of TANF adult recipients with more than a high school education has nearly doubled from 4.1 percent in FY 1997 to 7.6 percent in FY 2013.

Figure 10-E: Percentage of TANF Adult Recipients by Educational Attainment, FY 1997 – FY 2013



Source: TANF administrative records.

It is important to note that the employment data presented in this chapter are different from the Work Participation Rate data in Chapter III and the job entry rate data in Chapter V of this report. The data presented here represent the labor market status of adult TANF recipients as reported by states, and classify individuals as either employed or not employed.

In FY 2013, the employment rate of TANF adult recipients was 22.6 percent. Of this group, women were employed at a rate of 21.9, while men were employed at a greater rate of 27.0 percent. Fathers were also employed at a greater rate than mothers in the labor force as a whole.[15] Note that this is a measure of employment while receiving TANF assistance; in many states, a family may lose TANF eligibility when or shortly after an adult enters employment, and this is not a measure of employment in the period before or after receiving TANF assistance.

TANF Adult Recipient Trends

Demographic characteristics of race and ethnicity for TANF adult recipients over time are shown in Figure 10-F. This historical data show the Hispanic adults' share of the caseload steadily increasing since 2004, and White and Black adults' share decreasing over the last

[15] In 2013 men with children under 18 had an employment-to-population ratio of 88.2 compared with 64.8 for women with children. U.S. Department of Labor, Bureau of Labor Statistics, Table 5. Employment status of the population by sex, marital status, and presence and age of own children under 18, 2013-2014 annual averages.

decade. White adults were 36.4 percent of adult recipients in FY 1997 and 33.4 percent of the adult recipients in FY 2013, a difference of 3.0 percentage points. Black adults represented 35.9 percent of adult recipients in FY 1997 and 33.1 percent in FY 2013, a difference of 2.8 percentage points. Hispanic adults were 21.5 percent of adult recipients in FY 1997 and 27.7 percent in FY 2013, an increase of 6.2 percentage points.

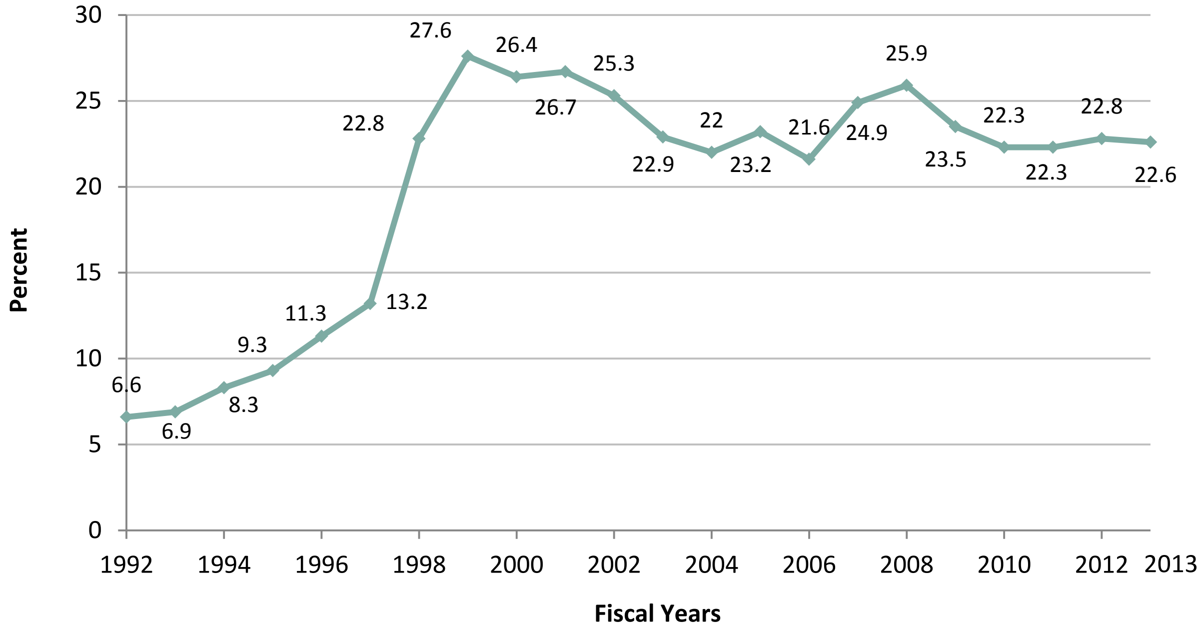
Figure 10-F: Percentage of TANF Adults by Race/Ethnicity, FY 1997 – FY 2013

Year	White	Black	AIAN*	Asian	NHOPI*	Multi*	Hispanic*
1997	36.4	35.9	1.4	4.1	—	0.7†	21.5
1998	35.8	37.3	1.6	4.6	—	0.6†	20.1
1999	32.7	36.6	1.7	5	—	0.7†	23.3
2000	33.0	38.1	1.8	2.6	0.5	0.1	23.9
2001	32.4	39.3	1.3	2.5	0.6	0.2	23.7
2002	34.4	39.3	1.6	2.2	0.5	0.3	21.7
2003	35.5	39.2	1.7	2.0	0.6	0.3	20.7
2004	37.2	39.3	1.7	1.5	0.6	0.3	19.4
2005	36.6	38.9	1.6	1.9	0.5	0.5	20.0
2006	38.3	37.5	1.5	1.7	0.5	0.4	20.1
2007	36.2	36.7	1.4	2.0	0.5	0.4	22.8
2008	35.6	35.3	1.5	2.6	0.7	0.8	23.5
2009	35.9	34.4	1.4	2.3	0.7	0.9	24.4
2010	37.2	33.4	1.2	2.4	0.9	0.9	24.0
2011	34.8	35.3	1.2	2.4	1.0	0.9	24.4
2012	34.5	33.9	1.2	2.4	1.0	1.0	26.0
2013	33.4	33.1	1.1	2.3	1.1	1.3	27.7

*Hispanic may be of any race; AIAN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander; Multi=Multi-racial.
† Categorized as "other."
Source: TANF administrative records.

As shown in Figure 10-G, the rate at which adult recipients were employed increased significantly during the 1990s. The employment rate increased from 6.6 percent in FY 1992 to 27.6 percent in FY 1999, reflecting both increases in employment and changes in state earnings disregard rules that affected whether an adult entering employment remained eligible for assistance. After this peak in FY 1999, the rate declined to 21.6 percent in 2006 and then rose back to 25.9 percent in FY 2008. Since 2009, the employment rate has hovered at 22 percent.

Figure 10-G: Employment Rate of AFDC/TANF Adult Recipients, 1992 – 2013



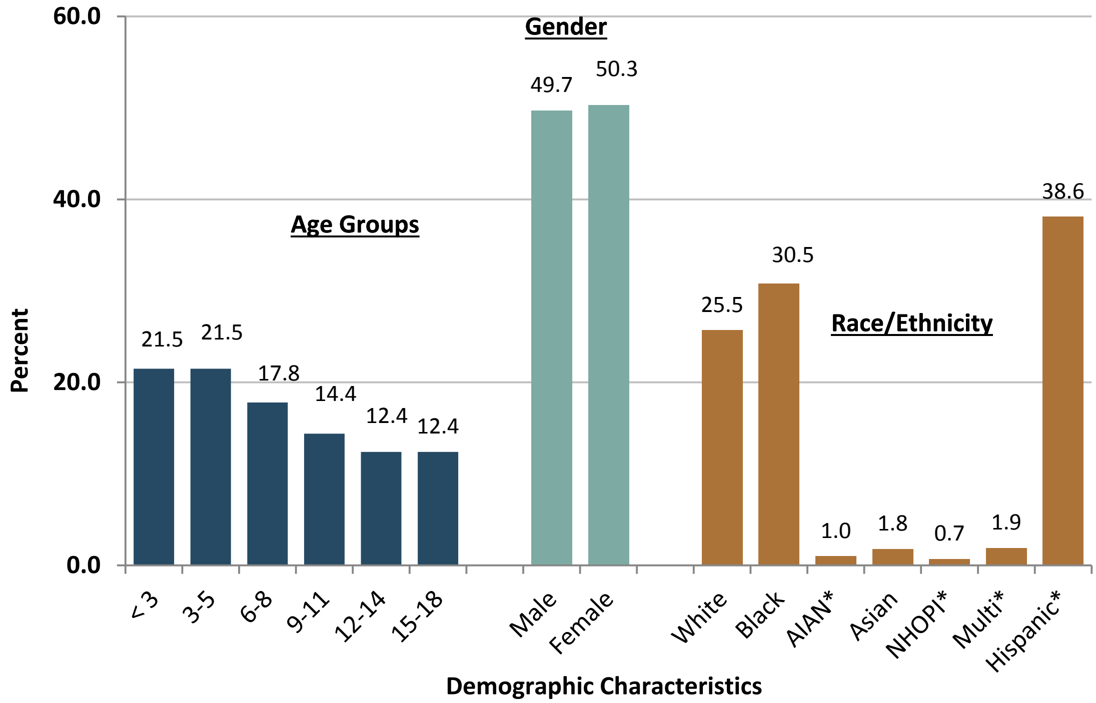
Source: TANF administrative records.

TANF Children

In FY 2013 most child recipients were children of the head of the household in TANF families (85.2 percent), and only 10.2 percent were grandchildren of the head of the household. Among TANF families, 50.2 percent reported having only one child recipient.

As shown in Figure 10-H, 75.2 percent of children receiving TANF assistance in FY 2013 were young children under the age of 12. Race/ethnicity data demonstrate that Hispanic children comprised 38.6 percent of children receiving TANF assistance in FY 2013, while 30.5 percent of TANF children were Black, and 25.5 percent were White.

Figure 10-H: Percentage of TANF Child Recipients by Demographic Characteristics, FY 2013



*Hispanic may be of any race. AIAN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander; Multi=Multi-racial.
Source: TANF administrative records.

<u>TANF Children Recipient Trends</u>

Figure 10-I displays trends of TANF child recipients by age group from FY 1997 through FY 2013. The largest share of children receiving TANF cash assistance is very young children, age five and under, which was 43.7 percent in FY 1997 and 43.0 percent in FY 2013. The next largest group is young children between ages 6 and 11.

Figure 10-I: Percentage of TANF Child Recipients by Age Group: FY 1997 – FY 2013

Fiscal Year	Under 2	2-5	6-11	12-15	16-19
1997	13.8	29.9	33.9	15.9	6.5
1998	12.4	27.8	35.7	16.5	7.5
1999	12.4	26.4	36.3	17.0	7.9
2000	13.1	25.6	36.3	17.4	7.6
2001	13.4	24.9	35.8	18.4	7.5
2002	14.6	25.1	34.4	18.3	7.6
2003	14.6	25.4	33.5	18.8	7.7
2004	14.7	25.7	32.2	19.4	8.0
2005	14.5	25.0	31.8	19.9	8.8
2006	14.5	25.5	31.1	19.7	9.2
2007	15.4	25.3	30.6	19.2	9.5
2008	16.0	25.5	30.5	18.5	9.5
2009	16.1	26.9	29.9	17.9	9.2
2010	16.0	28.0	30.1	16.7	9.2
2011	15.7	28.9	30.3	16.6	8.5
2012	15.1	28.8	30.9	16.8	8.4
2013	14.3	28.7	32.2	16.4	8.4*

*Ages 16-18.
Source: TANF administrative records.

The trends shown in Figure 10-J detail the race/ethnicity of TANF recipient children from FY 1997 to FY 2013. Over this time period, while the share of children receiving TANF assistance who were Black decreased, the share of children who were Hispanic increased. Since 2009, Hispanic children have comprised the largest share of children receiving TANF assistance in the country. This demographic shift corresponded with a significant increase in the share of all children who were Hispanic, from 15.2 percent in 1997 to 24.4 percent of all children in 2013, according to the Census Bureau.

Figure 10-J: Percentage Distribution of TANF Child Recipients by Race/Ethnicity, FY 1997 – FY 2013

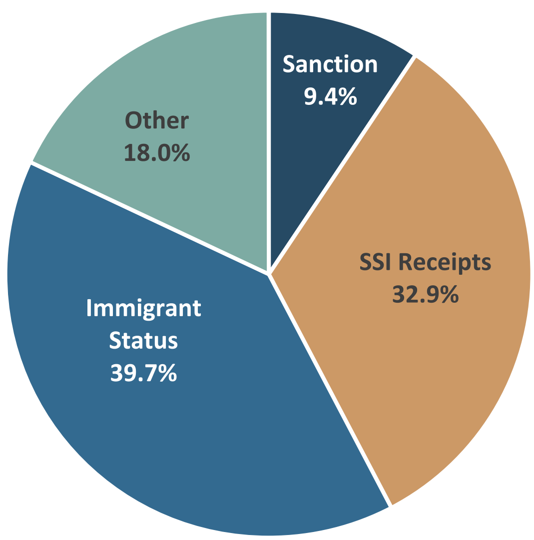
Fiscal Year	White	Black	AIAN*	Asian	NHOPI*	Multi*	Hispanic*
1997	29.9	40.9	1.6	3.4	—	—	24.2
1998	29.0	41.2	1.5	4.3	—	—	24.0
1999	26.4	40.6	1.7	4.7	—	—	26.6
2000	27.2	40.6	1.6	2.8	0.6	0.0	27.2
2001	26.0	41.4	1.2	2.7	0.5	0.0	28.2
2002	27.2	40.4	1.4	2.7	0.5	0.0	27.8
2003	27.5	40.0	1.4	2.5	0.6	0.0	28.0
2004	28.5	39.6	1.4	2.2	0.5	0.0	27.8
2005	28.2	38.3	1.3	2.5	0.5	0.0	29.2
2006	29.3	37.1	1.3	2.1	0.5	0.0	29.7
2007	28.2	37.0	1.2	2.3	0.6	0.0	30.7
2008	26.9	35.1	1.2	2.7	0.7	0.0	33.4
2009	26.9	34.2	1.2	2.6	0.7	0.0	34.4
2010	28.0	32.4	1.0	2.1	0.7	0.0	35.8
2011	26.0	32.9	1.0	2.0	0.8	1.5	35.8
2012	25.8	31.6	1.1	2.1	0.8	1.5	37.1
2013	25.5	30.5	1.0	1.8	0.7	1.9	38.6

*Hispanic may be of any race; AIAN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander; Multi=Multi-racial.
Note: Unknown redistributed.
Source: TANF administrative records.

TANF Child-Only Cases

In FY 2013, there were approximately 812,000 child-only cases (those in which no adult is receiving TANF assistance), which accounted for about 50 percent of the total TANF caseload. Of the total TANF cases with no adult recipients, well over half had a parent living in the household but not receiving benefits. These parents did not receive benefits for a number of reasons, including receipt of SSI benefit, an unknown citizenship/immigration status, or a sanction status for failure to comply with work requirements, attend school, or cooperate with child support. Figure 10-K illustrates the reasons that parents who are living in the household are not included in the assistance unit, as a percentage of all child-only cases.

Figure 10-K: Percentage Distribution of TANF Child-Only Families (No Adult Recipient) by Reason for Parent(s) no Receiving Assistance, FY 2013



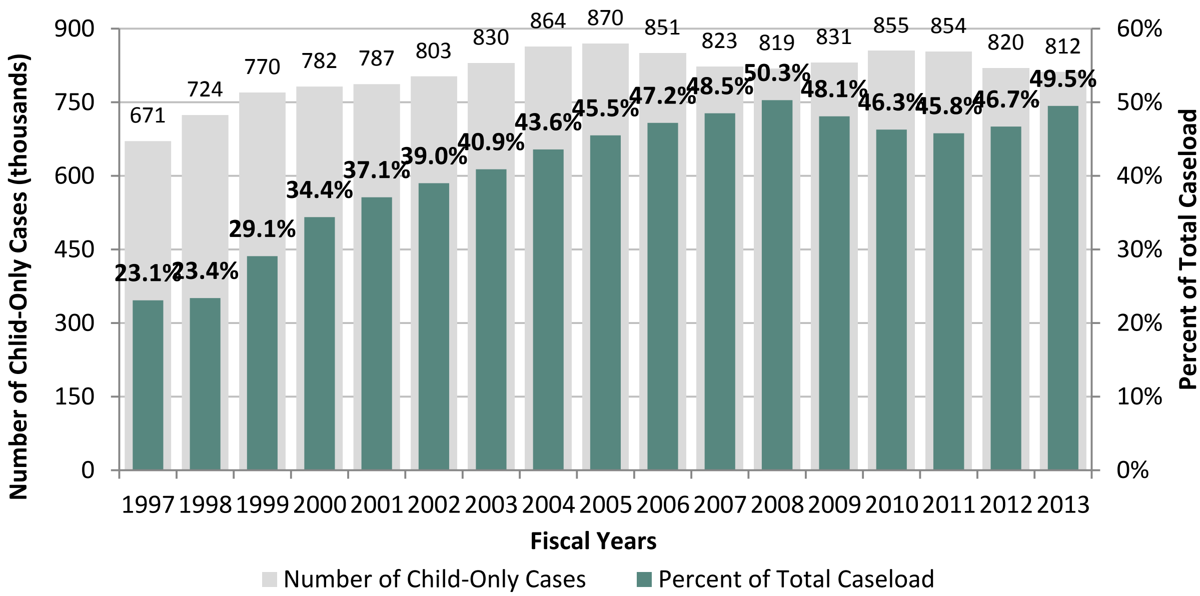
Source: TANF administrative records.

TANF Child-Only Trends

In FY 1997, the number of child-only cases was approximately 671,000, representing 23.1 percent of the TANF caseload.

As shown in Figure 10-L, with some variation, the number and percentage of child-only cases has increased since 1997, peaking at approximately 870,000 child-only cases in FY 2005, when they constituted 45.5 percent of the caseload. Since that time the variation has persisted. In FY 2013, the child-only caseload constituted about half of the TANF total caseload with approximately 812,000 cases.

Figure 10-L: Number of TANF Child-Only Cases and Percentage of Total Caseload, FY 1997 – FY 2013



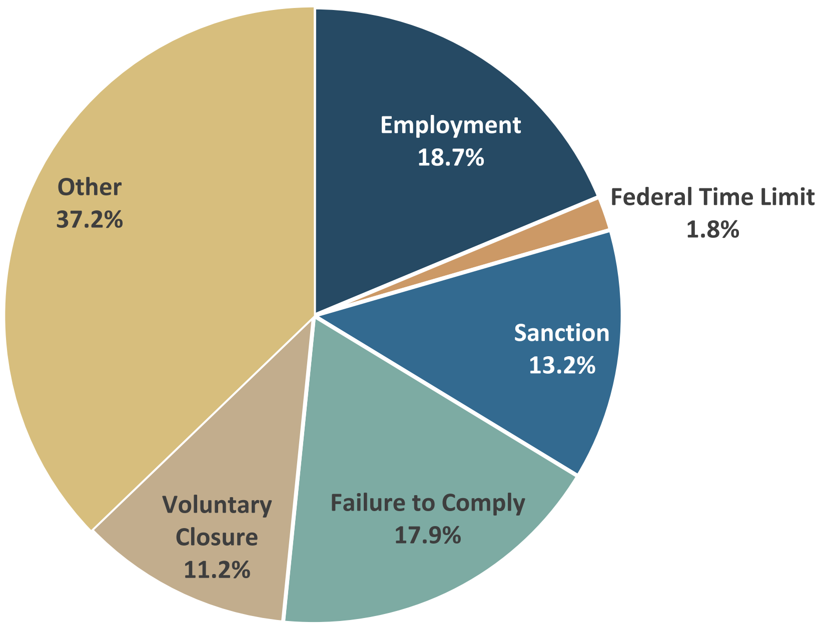
Source: TANF administrative records.

<u>TANF Time Limits and Case Closures</u>

Time limit data for TANF families with an adult receiving assistance show that 36 percent of cases in FY 2013 were in the first year of assistance, 23 percent in the second year, 16 percent in the third year, 12 percent in the fourth year, and 13 percent were receiving assistance beyond four years.

Case closure data in Figure 10-M illustrates the reasons states reported for TANF closure in FY 2013. Understanding the reasons for case closure, however, is limited by the "other" unspecified reasons that states reported for 32.7 percent of all closed cases. These reasons could include marriage, excess resources, state time limits, youngest child too old to qualify, a range of other reasons, or unknown to the state. Additionally, 11.2 percent of all closed cases were reported as "voluntary" closures with no further explanation. It is possible that many closures due to employment reasons are coded as "voluntary" or as "failure to comply" due to the state agency's lack of information at the point of closure that a recipient became employed.

Figure 10-M: Percentage Distribution of TANF Families by Reason for Case Closure, FY 2013



Note: "Other" includes reasons of marriage, state or tribal time limits, child support or other unearned income or resources, loss of eligibility when the youngest child is too old to qualify for assistance, a case is transferred to a separate state MOE program, or other reason not captured in one of the other categories.
Source: TANF administrative records.

There are a number of reasons why more TANF case closures are not attributable to the federal five-year time limit. One reason is that many families exit TANF long before they reach the time limit. Additionally, about half of TANF families are not subject to the federal time limit, primarily because they do not have an adult who receives federally-funded assistance as the head-of-household or as the spouse of the head-of-household. In addition, many states extend assistance beyond five years under the hardship provision, although in most states this represents a relatively small portion of the total caseload.

States also may establish shorter time limits than five years, and many states do so, as described in Chapter XII of this report. During FY 2013, a majority of states reported closing less than one percent of cases due to state time limits, in addition to those closed due to the federal time limit.

Of all closed-case families in FY 2013, 42.2 percent had non-TANF income with an average monthly amount of $1,006 in the month the case closed. In TANF closed-case families, 26.8 percent of adults had earned income in the month that the case closed, which is almost 5.8 percentage points higher than in FY 2012. In FY 2013, 49.4 percent of closed-case families had one child, 26.2 percent had two or more children, 18.0 percent had three or more children and 6.4 percent had no children. Of closed-case families, approximately 83.3 percent received SNAP benefits in the month of closure and 94.3 percent participated in Medicaid and or the Children’s Health Insurance Program (CHIP) in the month of closure.

TANF Data Collection and Reporting

The TANF data reporting system allows states the option to submit either sample data or their entire TANF population (universe) data to HHS. Thirty-two states and territories submitted universe data; the remaining 22 submitted sample data. The statistical data presented here are estimates derived from samples and are therefore subject to sampling and non-sampling error. The TANF population characteristics described here are as estimated at the national level. Percent distributions are based on collected and reported responses. This chapter does not include discussion of SSP-MOE cases.

XI. Tribal Temporary Assistance for Needy Families (TANF) and Native Employment Works (NEW)

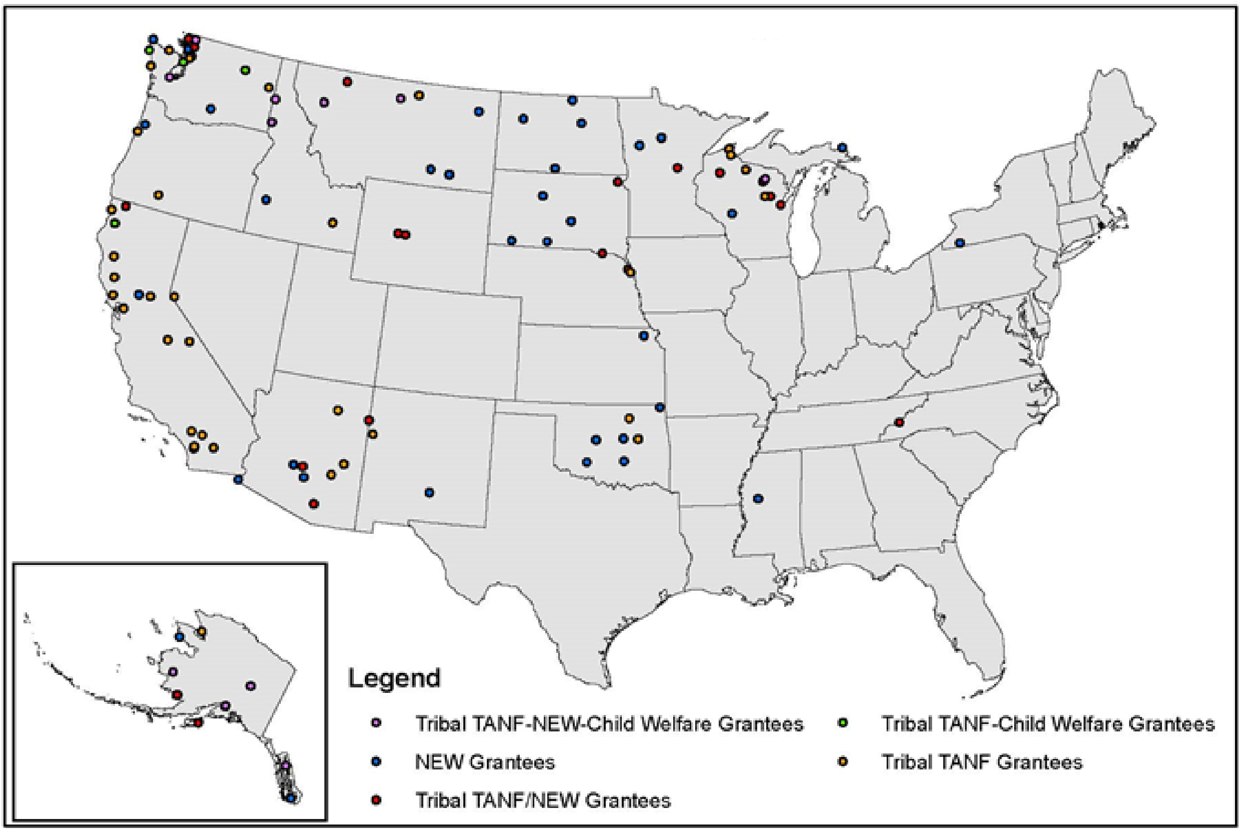
Federally-recognized American Indian tribes and Alaska Native organizations may elect to operate their own TANF programs to serve eligible families. At the end of FY 2013, 68 Tribal TANF plans were approved to operate on behalf of 280 tribes and Alaska Native villages and serve the non-reservation area of 120 counties. Tribal TANF programs served an average monthly caseload of 12,961 families in FY 2013, and grants allocated to the approved programs totaled $183,112,879.

Federally-recognized tribes and Alaska Native organizations that were Tribal Job Opportunities and Basic Skills Training (JOBS) program grantees under the former AFDC program are eligible to administer Native Employment Works (NEW) grants. NEW program grants support work activities and other employment and training services. During NEW Program Year (PY) 2012-2013 (July 1, 2012 – June 30, 2013), there were 78 NEW grantees with $7,558,020 in total funding.

In addition, 14 Tribal TANF grantees received discretionary grants for coordination of Tribal TANF and child welfare services to tribal families at risk of child abuse or neglect. These Tribal TANF – Child Welfare Coordination grantees were selected through a competitive process in 2011. The original project period for these grants was three years, September 30, 2011 through September 29, 2014. The grants were then extended for one year through September 29, 2015.

Figure 11-A indicates the location of Tribal TANF, NEW, and Tribal TANF – Child Welfare Coordination grantees. A list of all current grant amounts can be found at: http://www.acf.hhs.gov/programs/ofa/programs/tribal/data-reports.

Figure 11-A: Office of Family Assistance Supported Tribal Programs – Tribal TANF, Native Employment Works (NEW), and Tribal TANF and Child Welfare Grantees, FY 2013



The Tribal TANF Program

Each eligible tribe or Alaska Native organization[16] that wants to administer its own TANF program must submit a Tribal Family Assistance Plan (TFAP) to HHS for review and approval. Tribes administering their own TANF programs have flexibility in designing programs to promote work and the well-being of families. Tribes define elements of their programs such as service area, service population (e.g., all Indian families in the service area or only enrolled members of the Tribe), time limits, benefits and services, eligibility criteria, and work activities and sanctions. Tribes have the ability to establish, through negotiation with HHS, program work participation rate targets and required work hours. Like states, Tribal TANF programs can determine what benefits and services to make available and develop their own strategies for achieving program goals, including how to help families transition from cash assistance and attain family economic security.

[16] Section 419 of the Social Security Act defines Indian Tribe with respect to the state of Alaska to mean only the Metlakatla Indian Community and 12 specified Alaska Native regional nonprofit corporations.

Tribes can enter into partnerships with states and local governments to ensure that tribal families continue to receive the support services necessary to become self-sufficient, such as partnering with Supplemental Nutrition Assistance Program and Medicaid.

Figure 11-B displays the growth in the number of Tribal TANF Programs in the ten year period from FY 2003 through FY 2013.

Figure 11-B: Growth in Number of Approved Tribal TANF Plans, FY 2003 – FY 2013

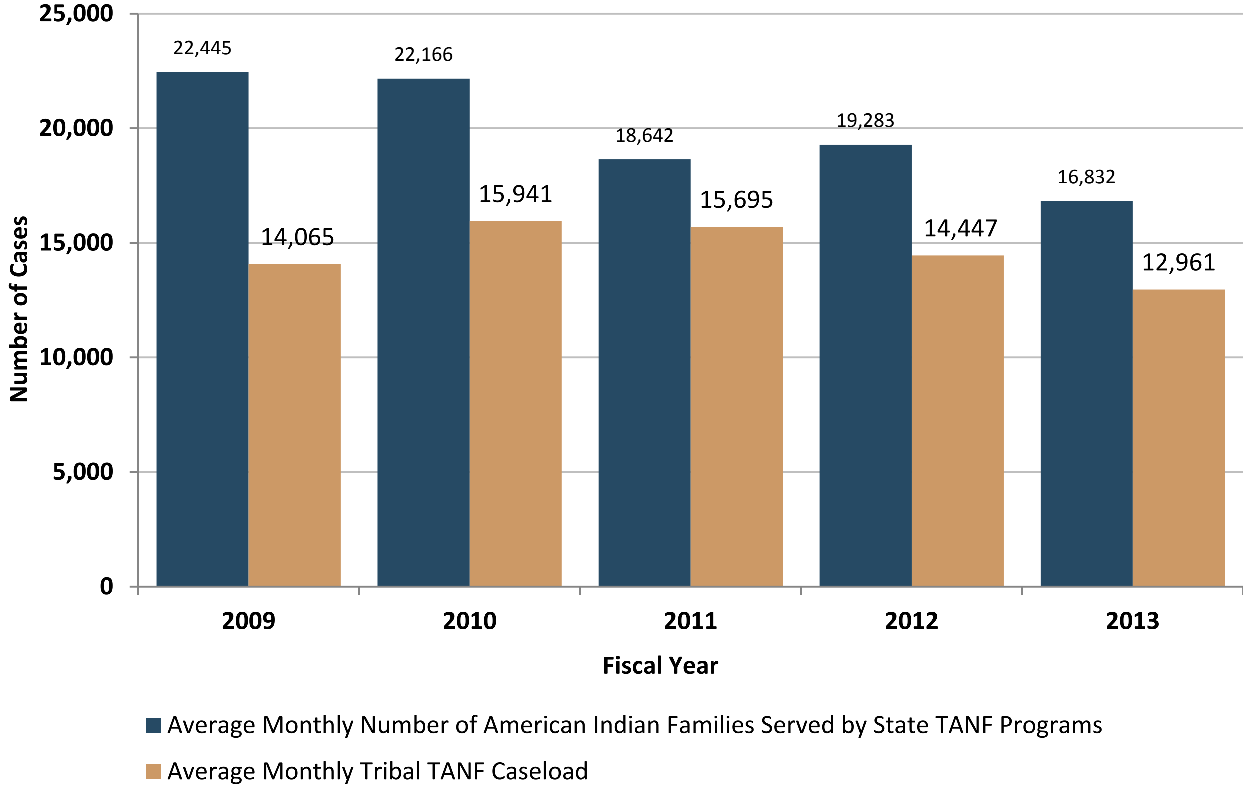
Fiscal Year	Number of Plans
2003	40
2004	44
2005	50
2006	52
2007	55
2008	59
2009	63
2010	64
2011	65
2012	66
2013	68

Tribal TANF Data

Tribal TANF grant amounts are based on American Indian/Alaska Native (AI/AN) families served under state AFDC programs in FY 1994 in the tribal grantee’s service area.

Figure 11-C shows the number of AI/AN families served by state TANF and Tribal TANF programs from FY 2009 through FY 2013. American Indian/Alaska Native families not served by Tribal TANF programs are eligible to be served by state TANF programs.

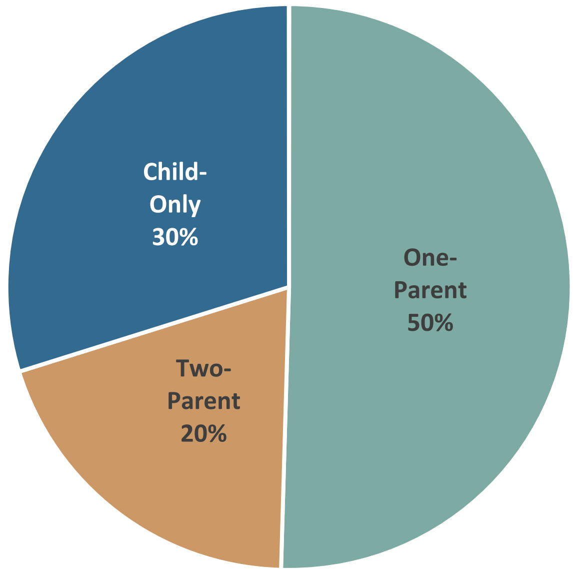
Figure 11-C: Number of American Indian Families Served by State TANF Programs and Tribal TANF Caseloads, FY 2009 – FY 2013



Source: Tribal TANF Database.

Figure 11-D indicates that in FY 2013, 29.8 percent of Tribal TANF families were child-only cases and 19.7 percent were two-parent families. The Tribal TANF caseload has a smaller proportion of child-only cases and a higher proportion of two-parent families than the state TANF caseload.

Figure 11-D: Percentage Distribution of Tribal TANF Families by Type of Family, FY 2013



Source: Tribal TANF Database.

The Native Employment Works Program

The NEW program was authorized by Section 412(a)(2) of the Social Security Act, as amended by PRWORA in 1996. The NEW program began July 1, 1997, replacing the Tribal JOBS program.

As of June 30, 2013, there were 78 NEW grantees, 34 of which also operated Tribal TANF programs, with $7,558,020 awarded in funding. NEW awards ranged from $5,257 to $1,752,666. The average award was less than $97,000. NEW programs provide work activities, supportive services, and job retention services to help clients prepare for and obtain permanent, unsubsidized employment. NEW grantees have the flexibility to design their programs to meet their needs, to select their service population and service area, and to determine the work activities and related services they will provide, consistent with statutory and regulatory requirements.

While NEW programs are not required to serve TANF participants, the majority of NEW participants are Tribal TANF or state TANF participants. Thus, NEW is an important partner with both tribal and state TANF programs.

In PY 2012-2013, 47 of the 78 NEW grantees did not include their NEW programs in a Pub. L. 102-477 project, and therefore reported directly to HHS on their programs. These 47 grantees served a total of 4,002 participants. Close to 70 percent of these participants received TANF cash assistance and/or other TANF services through tribal or state TANF programs.

XII. Specific Provisions of State TANF Programs

Each state must submit a state plan to the Secretary that outlines how it intends to conduct a program in all political subdivisions of the state (not necessarily in a uniform manner), provide cash aid to needy families with (or expecting) children, and provide parents with job preparation, work, and support services. States may determine what benefit levels to set and what categories of families are eligible. States have the flexibility to design and operate a program that best matches their residents' needs and helps families gain and maintain self-sufficiency.

Through a series of contracts, ACF has provided resources to facilitate updating and expanding the Welfare Rules Database (WRD). The Urban Institute began developing the WRD in early 1997, as part of the Assessing New Federalism project. The database was conceived as a single location where information on program rules could be researched across states and/or across years, without the need to consult multiple documents, and it was intended to provide a resource for researchers working on both descriptive and quantitative projects. ACF has funded updates to the database, as well as publication of figures summarizing state TANF policies for each year since then. Unless otherwise noted, the information in the following figures is current as of July 2013.

Form of Administration

Figure 12-A outlines how each state administers its TANF program.

Figure 12-A: State TANF Implementation

State	Form of Administration	State or County Discretion	
		Eligibility and Benefits	**Available Services**
Alabama	State	State	State
Alaska	State	State	State
Arizona	State	State	State
Arkansas	State	State	State
California	State Supervised/ County Administered	State	State
Colorado	State Supervised/ County Administered	County	County
Connecticut	State	State	State
Delaware	State	State	State
District of Columbia	State	State	State
Florida	State	State	State
Georgia	State	State	County
Guam	Territory	Territory	Territory
Hawaii	State	State	State
Idaho	State	State	State
Illinois	State	State	State
Indiana	State	State	State
Iowa	State	State	County
Kansas	State	State	County
Kentucky	State	State	State
Louisiana	State	State	State
Maine	State	State	State
Maryland	State	State	County
Massachusetts	State	State	State
Michigan	State	State	State
Minnesota	State Supervised/ County Administered	County	State or County
Mississippi	State	State	State
Missouri	State	State	State
Montana	State	State	State
Nebraska	State	State	State
Nevada	State	State	State
New Hampshire	State	State	State
New Jersey	State Supervised/ County Administered	State	State[1]
New Mexico	State	State	State
New York	State Supervised/ County Administered	State	County
North Carolina	State Supervised/ County Administered	County[1]	County
North Dakota	State Supervised/ County Administered	State	State
Ohio	State Supervised/	State	County

Figure 12-A: State TANF Implementation			
		State or County Discretion	
State	**Form of Administration**	**Eligibility and Benefits**	**Available Services**
	County Administered		
Oklahoma	State	State	State
Oregon	State	State	County
Pennsylvania	State	State	State
Puerto Rico	Territory	Territory	Territory
Rhode Island	State	State	State
South Carolina	State	State	State
South Dakota	State	State	State
Tennessee	State	State	State
Texas	State	State	State[1]
Utah	State	State	State
Vermont	State	State	State
Virginia	State Supervised/ County Administered	State	State
Virgin Islands	Territory	Territory	Territory
Washington	State	State	State
West Virginia	State	State	State
Wisconsin	State Supervised/ Locally Administered	State	Other[2]
Wyoming	State	State	State

[1] Services related to cash assistance are at state discretion. However, policies related to all aspects of work activities are established at the state level while Local Workforce Development Boards have discretion over the service delivery approach and the methods and limitations for the provision of work-related expenses.

[2] Wisconsin Works contracts with private for profit, and private not for profit agencies to administer the program.

TANF Assistance Eligibility

Figure 12-B describes states' income eligibility tests for determining whether an applicant can begin receiving assistance. The figure indicates which state income standard is used for each test.

Under the former AFDC program, states developed "need" and "payment" standards to determine eligibility and benefit amounts. These standards generally varied by the size of the assistance unit. The standard of need was the maximum amount of income allowed for a family to be considered "needy," and thus eligible for the program. It was usually based on some estimate of the minimum amount necessary for subsistence. The "payment standard" was the maximum benefit that a state would pay. In the early years of the program, the need and payment standards were the same in many states, but over time the payment standard in most states fell below the need standard, often by significant amounts.

Under TANF, there is no requirement to use a need standard. Therefore, the term "need standard" is not used in Figure 12-B unless the state explicitly uses it to refer to its eligibility standard.

Figure 12-B: Income Eligibility Tests for Applicants, July 2013

State	Type of test	Income must be less than
Alabama	Net income	100% of Payment Standard
Alaska	Gross income	185% of Need Standard
	Net income	100% of Need Standard
Arizona	Gross income	185% of Need Standard
	Gross income	100% of Federal Poverty Level
	Net income	100% of Need Standard
Arkansas	Net income	100% of Income Eligibility Standard
California	Net income	100% of Minimum Basic Standard of Adequate Care
Colorado	Gross income	100% of Need Standard
	Net income	100% of Need Standard
Connecticut	Net income	100% of Need Standard
	Unearned income	100% of Payment Standard
Delaware	Gross income	185% of Standard of Need
	Net income	100% of Payment Standard
District of Columbia	Net income	100% of Payment Level
Florida	Gross income	185% of Federal Poverty Level
	Net income	100% of Payment Standard
Georgia	Gross income	185% of Standard of Need
	Net income	100% of Standard of Need
Hawaii	Gross income	185% of Standard of Need
	Net income	100% of Standard of Assistance
Idaho	No explicit tests	—
Illinois	Net income	100% of Payment Standard
Indiana	Gross income	185% of Need Standard
	Net income	90% of Net Income Standard
Iowa	Gross income	185% of Need Standard
	Net income	100% of Need Standard

Figure 12-B: Income Eligibility Tests for Applicants, July 2013		
State	**Type of test**	**Income must be less than**
Kansas	Net income	100% of Budgetary Standards
Kentucky	Gross Income	185% of Standard of Need
Louisiana	Net income	100% of Flat Grant Amount
Maine	Gross income	100% of Gross Income Test
Maryland	Net income	100% of Allowable Payment
Massachusetts	Gross income	185% of Need Standard and Payment Standard
	Net income	100% of Need Standard and Payment Standard
Michigan	No explicit tests	—
Minnesota	Net income	100% of Transitional Standard
Mississippi	Gross income	185% of Need Standard and Payment Standard
	Net income	100% of Need Standard and Payment Standard
Missouri	Gross income	185% of Need Standard
	Net income	100% of Need Standard
Montana	Gross income	185% of Net Monthly Income Standard
	Net income	100% of Benefit Standard
Nebraska	No explicit tests	—
Nevada	Gross income	130% of Federal Poverty Level
	Net income	100% of Need Standard
New Hampshire	Net income	100% of Payment Standard
New Jersey[1]	Gross income	150% of Maximum Benefit Payment Schedule
New Mexico	Gross income	85% of Federal Poverty Level
New York	Gross income	185% of Need Standard and 100% of Federal Poverty Level
	Net income	100% of Need Standard
North Carolina	No explicit tests	—
North Dakota	No explicit tests	—
Ohio	Net income	50% of Federal Poverty Level
Oklahoma	Gross income	185% of Need Standard
	Net income	100% of Need Standard
Oregon All, except JOBS Plus	Gross income	100% of Countable Income Limit
JOBS Plus	Gross income	100% of Food Stamp Countable Income Limit
Pennsylvania[2]	Net income	100% of Standard of Need
Rhode Island	No explicit tests	
South Carolina	Gross income	185% of Need Standard
South Dakota	No explicit tests	—
Tennessee	Gross income	185% of Consolidated Need Standard
Texas	Net income	100% of Budgetary Needs Standard[2]
	Net income	100% of Recognizable Needs[3]
Utah	Gross income	185% of Adjusted Standard Needs Budget
	Net income	100% of Adjusted Standard Needs Budget
Vermont	No explicit tests	—
Virginia	Gross income	185% of Standard of Need
	Net income	100% of Standard of Assistance
Washington	Gross earnings	100% of Maximum Gross Earned Income Limit
West Virginia	Gross income	100% of Standard of Need
Wisconsin	Gross income	115% of Federal Poverty Level

Figure 12-B: Income Eligibility Tests for Applicants, July 2013		
State	**Type of test**	**Income must be less than**
Wyoming	No explicit tests	—

Source: Table I.E.1 Income Eligibility Tests for Applicants, July 2013 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

Notes: "No explicit tests" indicates that either the state imposes no income tests on applicants or the state imposes an income test, but the calculation of the test and disregards allowed for the test are the same as those used to calculate the benefit. In some states, applicants could pass the explicit tests shown, but might not be eligible for a positive benefit because of the way the state computes benefits. See table II.A.2 for information on benefit computation policies.

[1] In households where the natural or adoptive parent is married to a non-needy stepparent, the gross household income may not exceed 150 percent of the federal poverty level.

[2]Applicants who have received benefits in one of the last four months are subject to the same net income test as recipients.

Figure 12-C explains the value of the particular monthly income standard for a three-person family. States that impose a net income test generally disregard a portion of the unit's earned income before comparing the income to the state's income standard. These maximum monthly earnings for initial eligibility are captured in Figure 12-D.

For example, in Alabama, a family's net monthly income must be less than 100 percent of the payment standard, which in 2011 was $215 for a family of three. In determining net income, a state could disregard 20 percent of earnings; thus, the maximum income (counting only earnings) eligibility threshold is $269. Subtracting 20 percent, or $54, leaves the $215 eligibility threshold for maximum earnings for an applicant. (In many states, income limits and disregards are different for applicants than recipients.)

Figure 12-C: Eligibility Standards, July 2013

State	State name for standard	Monthly amount for family of three[1]
Alabama	Payment standard	$215
Alaska	Need standard	$1,541
Arizona	Need standard	$964
Arkansas	Income eligibility standard	$223
California[+]	Minimum basic standard of adequate care	$1,200
Colorado	Need standard	$421
Connecticut[+]	Federal poverty level	$1,628
	Need standard	$790
	Payment standard	$576
Delaware	2012 federal poverty level	$1,591
	Standard of need	$1,194
	Payment standard	$338
District of Columbia	Standard of assistance	$712
	Payment level	$428
Florida	Consolidated need of standard	$1,590
	Payment standard	$303
Georgia	Standard of need	$424
Hawaii	Standard of need	$1,590
	Standard of assistance	$763[2]
Idaho	—-	—-
Illinois[+]	Payment standard	$432
Indiana	Federal poverty level	$1,628
	Need standard	$320
Iowa	Need standard	$849
Kansas[+]	Budgetary standards	$429
Kentucky	Standard of need	$526
Louisiana	Flat grant amount	$240
Maine	Gross income test	$1,023
Maryland	Allowable payment	$576
Massachusetts		
Exempt	Federal poverty level	$1,628
	Need standard and payment standard	$633
Nonexempt	Federal poverty level	$1,628
	Need standard and payment standard	$618
Michigan	—-	—-
Minnesota	Federal poverty level	$1,628

Figure 12-C: Eligibility Standards, July 2013		
State	**State name for standard**	**Monthly amount for family of three**[1]
	Transitional standard	$1,005
Mississippi	Need standard and payment standard	$368
Missouri	Need standard	$846
Montana	Net monthly income standard	$590
	Benefit standard	$463
Nebraska	Federal poverty level	$1,628
Nevada	Federal poverty level	$1,628
	Need standard	$1,221
New Hampshire	Standard of need	$3,845
	Payment standard	$675
New Jersey	Maximum benefit payment schedule	$424
	Federal poverty level	$1,628
New Mexico	Federal poverty level	$1,628
New York	Federal poverty level	$1,628
	Need standard	$789
North Carolina	—-	—-
North Dakota	Standard of need	$477[3]
Ohio	Allocation allowance standard	$980
	Federal poverty level	$1,628
Oklahoma	Need standard	$645
Oregon	Countable income limit	$616
	Adjusted income/payment standard	$506
Pennsylvania[+]	Standard of need	$587
	Family size allowance	$403
Rhode Island	Cash assistance monthly standard	$554
South Carolina	Need standard	$795
South Dakota	Payment standard	$582
Tennessee	Consolidated need standard	$1,066
Texas	Budgetary needs standard	$751
	Recognizable needs	$188
Utah	Adjusted standard needs budget	$568
Vermont	—-	—-
Virginia VIEW	Standard of need	$322
	2012 Federal poverty level	$1,591
	Standard of assistance	$320
All, except VIEW	Standard of need	$322
	Standard of assistance	$320
Washington	Maximum gross earned income limit	$955
	Need standard	$1,803
West Virginia	Standard of need	$991
Wisconsin	Federal poverty level	$1,628
Wyoming	Maximum benefit	$616

Source: Table I.E.3 Eligibility Standards, July 2013 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

Notes: The values in this table represent all standards used during the eligibility process, including those used for grandparent deeming, stepparent deeming, applicant income eligibility tests, and recipient income eligibility tests. See tables I.D.1, I.D.2, I.E.1, and IV.A.4 for more information on how these standards are used. This table provides

information on the standards only; to determine how the standards are applied, see the companion tables listed above. A "--- "implies there are no explicit income tests for that state.
+ Dollar amount used to calculate benefit varies within the state, either by county or by region of the state. Calculations are based on the dollar amount that applies to the majority of the state. See WRD for more information.
[1] The amounts in the table are based on the following assumptions about the assistance unit: there is one adult and two children; the children are not subject to a family cap; and the unit has no special needs, pays for shelter, and lives in the most populated area of the state.
[2] The standard of assistance is $610 for a family of three in the third or subsequent months of receiving benefits.
[3] This amount includes a $50 increase in the payment standard given to units who pay for shelter.

Figure 12-D: Maximum Income for Initial Eligibility for a Family of Three, July 2013[1]

State	Maximum monthly earnings an applicant can receive and still be eligible for assistance
Alabama	$269
Alaska	$1,631
Arizona	$585
Arkansas	$279
California+	$1,289
Colorado+	$421
Connecticut+	$880
Delaware	$428
District of Columbia	$588
Florida	$393
Georgia	$514
Hawaii	$1,740 [2]
Idaho	$648
Illinois+	$814
Indiana	$378
Iowa	$1,061
Kansas+	$519
Kentucky	$908
Louisiana	$359
Maine	$1,023
Maryland	$719
Massachusetts	
Exempt	$723
Nonexempt	$708
Michigan	$815
Minnesota	$1,105
Mississippi	$458
Missouri	$557
Montana	$817
Nebraska	$923
Nevada	$1,526
New Hampshire	$844
New Jersey	$636
New Mexico	$1,017
New York	$879
North Carolina	$681
North Dakota	$1,169
Ohio	$814

Figure 12-D: Maximum Income for Initial Eligibility for a Family of Three, July 2013[1]

State	Maximum monthly earnings an applicant can receive and still be eligible for assistance
Oklahoma	$824
Oregon	$616
Pennsylvania+	$677
Rhode Island	$1,277
South Carolina	$1,471
South Dakota	$813
Tennessee	$1,315
Texas	$401
Utah	$668
Vermont+	$1,053
Virginia+	$547
Washington	$954
West Virginia	$565
Wisconsin	—[3]
Wyoming	$815

Source: Table I.E.4 Maximum Income for Initial Eligibility for a Family of Three, July 2013[1] from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

Note: Initial eligibility is calculated assuming that the unit is employed at application, has only earned income, has no child care expenses, contains one adult and no children subject to a family cap, has no special needs, pays for shelter, and lives in the most populated area of the state.

+ Dollar amount used to calculate benefit varies within the state, either by county or by region of the state. Calculations are based on the dollar amount that applies to the majority of the state. See WRD for more information.

1 The values in this table represent the maximum amount of earnings an applicant can have and still be technically eligible for assistance in each state. Technical eligibility does not mean that the unit will necessarily receive a cash benefit, but it will have passed all the eligibility tests and is eligible for some positive benefit. Most states only distribute a cash benefit equaling $10 or more.

2 This threshold applies to units that have received assistance for no more than two months in a lifetime. For units applying for their third and subsequent months of benefits, the eligibility threshold for a family of three is $1,441.

3 Units with earnings at application will not receive a cash benefit, except for some Community Service Job participants who may qualify for a prorated cash benefit. Applicants may earn up to $1,872 and still be eligible for nonfinancial assistance.

Treatment of Earnings

TANF does not specify how states should treat earnings in calculating TANF benefits. Thus, states have the flexibility to establish rules regarding the treatment of earnings, which are displayed in Figure 12-E. Most states disregard a portion of a family's earned income when determining benefit levels.

Figure 12-E: Earned Income Disregards for Benefit Computation, July 2013

State	Earned income disregards
Alabama	100% in first 12 months, 20% thereafter[1]
Alaska	$150 and 33% of remainder in first 12 months, $150 and 25% of remainder in months 13–24, $150 and 20% of remainder in months 25–36, $150 and 15% of remainder in months 37–48, $150 and 10% of remainder in months 49–60, $150 thereafter[2]
Arizona	
All, except JOBSTART	$90 and 30% of remainder
JOBSTART	100% of subsidized wages[3]
Arkansas	No disregards–flat grant amount
California	$112 and 50% of remainder
Colorado	67%
Connecticut	100% up to the federal poverty level
Delaware	$120 and 33.3% of remainder in first 4 months, $120 in next 8 months, $90 thereafter
District of Columbia	$160 and 66.7% of remainder
Florida	$200 and 50% of remainder[4]
Georgia	$120 and 33.3% of remainder in first 4 months, $120 in next 8 months, $90 thereafter
Hawaii	20%, $200, and 55% of remainder in first 24 months; 20%, $200, and 36% of remainder thereafter
Idaho	40%
Illinois	75%
Indiana	75%
Iowa	20% and 58% of remainder
Kansas	$90 and 60% of remainder
Kentucky	$120 and 33.3% of remainder in next 4 months, $120 in next 8 months, $90 thereafter[5]
Louisiana	$1,020 in first 6 months,[6] $120 thereafter
Maine	$108 and 50% of remainder
Maryland	40%
Massachusetts	
Exempt	$120 and 33.3% of remainder
Nonexempt	$120 and 50% of remainder
Michigan	$200 and 50% of remainder[7]
Minnesota	40%
Mississippi	100% in first 6 months, $90 thereafter[8]
Missouri	66.7% and $90 of remainder in first 12 months, $90 thereafter[9]
Montana	$200 and 25% of remainder
Nebraska	20%

Figure 12-E: Earned Income Disregards for Benefit Computation, July 2013	
State	**Earned income disregards**
Nevada	100% in first 3 months, 85% in months 4–6, 75% in months 7–9, 65% in months 10–12, $90 or 20% (whichever is greater) thereafter[10]
New Hampshire	50%
New Jersey	100% in first month, 75% in next 6 months, 50% thereafter[11]
New Mexico	$125 and 50% of remainder[12]
New York	$90 and 49% of remainder
North Carolina	27.5%
North Dakota	$180 or 27% (whichever is greater) and 50% of remainder in first 6 months, $180 or 27% (whichever is greater) and 35% of remainder in months 7–9, $180 or 27% (whichever is greater) and 25% of remainder in months 10–13, $180 or 27% (whichever is greater) thereafter[13]
Ohio	$250 and 50% of remainder
Oklahoma	$240 and 50% of remainder[14]
Oregon	50%
Pennsylvania	50%
Rhode Island	$170 and 50% of remainder
South Carolina	50% in first 4 months,[15] $100 thereafter
South Dakota	$90 and 20% of remainder
Tennessee	$250 [16]
Texas	$120 and 90% of remainder (up to $1,400) for 4 of 12 months, $120 thereafter[17]
Utah	$100 and 50% of remainder
Vermont	$200 and 25% of remainder [18]
Virginia	$142 [19] and 20% of remainder
Washington	50%
West Virginia	40%
Wisconsin	No disregards–flat grant amount
Wyoming	$200 [20]

Source: Table II.A.1 Earned Income Disregards for Benefit Computation, July 2011 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.
Notes: Only earned income disregards are described in the table. Child care disregards and other special disregards, such as deductions for units subject to time limits and family caps, are not included.
The table describes the earned income disregards used to compute a recipient's benefit. If different disregards are used to compute an applicant's benefit in the first month, they are footnoted.
When no duration is specified for the disregards, they remain for the entire period of receipt.

[1] The earned income disregard cannot be applied to the earnings of an individual receiving assistance beyond the 60th month under an extension. The disregard can only be applied to earnings reported within 10 days of receipt.

[2] These disregards also apply to applicants who have received assistance in one of the previous four months.

[3] In addition to the 100 percent disregard of all subsidized JOBSTART wages, recipients can disregard the standard $90 and 30 percent of the remainder for any non-JOBSTART earned income.

[4] The $200 and 50 percent disregard also applies to applicants who have received benefits in one of the past four months.

[5] Recipients are eligible for the one-time 100 percent disregard if they become newly employed or report increased wages acquired after approval.

[6] The six months in which the extra $900 is disregarded need not be consecutive, but the recipient may use this extra disregard in no more than six months over the course of his or her lifetime.

[7] Applicants may disregard $200 and 20 percent of remainder.

[8] Recipients are eligible for the one-time 100 percent disregard if they find employment of 35 hours a week within 30 days of either their initial approval for TANF or the beginning of job-readiness training. If work is not found, the

recipient will never be eligible to receive the disregard again. An additional 100 percent disregard is available to units for three months when the unit's case is subject to closure because of increased earnings and the individual is employed for at least 25 hours a week at the federal minimum wage or higher. The recipient may not have already received the six-month disregard, unless there has been at least a 12-month break in receipt of TANF benefits. The three-month disregard may be received more than once during the 60-month TANF benefit period, provided there is a period of at least 12 consecutive months in which a family does not receive TANF benefits before the family reapplies for assistance. If a recipient marries for the first time, his/her new spouse may receive a one-time 100 percent disregard for six consecutive months.

[9] These disregards apply only to recipients who become employed while receiving TANF. Applicants and those recipients who gained employment before receiving TANF are allowed to disregard $120 and 33.3 percent of the remainder for the first four months, $120 the next eight months, and $90 thereafter.

[10] The first 12 months of disregards are available to the recipient again if they have been off TANF for at least 12 months.

[11] These disregards apply to individuals working 20 or more hours a week. Individuals employed fewer than 20 hours a week may disregard 100 percent in the first month of employment and 50 percent thereafter. However, if an individual's hours increase to 20 hours during the first six months, he or she may disregard 75 percent for the remainder of the six-month period. The 100 percent disregard is applicable only once every 12 months, even if employment is lost and then regained.

[12] Two-parent units may disregard $225 and 50 percent of the remainder. An additional $125 may be disregarded for each nonbenefit group member whose income is deemed available..

[13] If a parent marries while receiving assistance, the income of his or her new spouse is disregarded for the first six months. The disregard for the new spouse only applies if his or her needs were not previously included in the unit.

[14] These disregards apply to individuals working full time, defined as 20 hours a week for recipients caring for a child under age 6 and 30 hours a week for all other recipients. Individuals working less than full time may disregard $120 and 50 percent of the remainder.

[15] The 50 percent disregard is available only once in a lifetime and may only be applied to consecutive months.

[16] If a parent marries while receiving assistance, the unit may choose to exclude the new spouse from the unit for three months. At the end of the three-month period, the new spouse becomes a mandatory member of the assistance unit, and his or her income is counted in benefit computation calculations.

[17] Once the recipient has received four months (they need not be consecutive) of the 90 percent disregard, s/he is not eligible to receive the disregard again until the TANF case has been denied and remains denied for 1 full month and 12 calendar months have passed since the denial. The 12-month ineligibility period begins with the first full month of denial after the client used the fourth month of the 90 percent disregard. The earnings of a TANF recipient's new spouse are disregarded for six months if the total gross income of the budget group does not exceed 200 percent of the federal poverty level.

[18] These disregards apply to recipients with income from unsubsidized employment or a combination of subsidized and unsubsidized employment. For recipients with earnings from subsidized employment only, the disregard is $90.

[19] The disregard varies by family size; for one to three family members, the disregard is $149. For four members, the disregard is $160; for five members, the disregard is $187; and for six or more family members, the disregard is $214

[20] Married couples with a child in common may disregard $400.

Resource Limits

States have the flexibility to determine whether to use an asset limit for TANF assistance, and if the state has an asset limit, to determine its level and the resources that should count against that limit. State policies on asset limits and vehicle exemptions are displayed in Figure 12-F.

Figure 12-F: Asset Limits for Applicants, July 2013

State	Asset limit	Vehicle exemption
Alabama	No Limit	All vehicles owned by household
Alaska	$2,000/$3,000[1]	All vehicles owned by household[2]
Arizona	$2,000	All vehicles owned by household
Arkansas	$3,000	One vehicle per household
California	$2,000/$3,000[3]	$4,650[F]/one vehicle per licensed driver[4]
Colorado	No Limit	No Limit
Connecticut	$3,000	$9,500[5E]
Delaware	$10,000	All vehicles owned by household
District of Columbia	$2,000/$3,000[1]	All vehicles owned by household
Florida	$2,000	$8,500 [E]
Georgia	$1,000	$1,500/$4,650[6E]
Hawaii	No limit	All vehicles owned by household
Idaho	$5,000	One vehicle owned by household
Illinois	$2,000/$3,000/+$50[7]	One vehicle per household[8]
Indiana	$1,000	$5,000[E]
Iowa	$2,000[9]	One vehicle per housheold[10]
Kansas	$2,000	All vehicles owned by household
Kentucky	2,000 [11]	All vehicles owned by household
Louisiana	No Limit	All vehicles owned by household
Maine	$2,000	One vehicle per household
Maryland	No Limit	All vehicles owned by household
Massachusetts	$2,500	$10,000[F]/$5,000[12E]
Michigan	$3,000	All vehicles owned by household
Minnesota	$2,000	$10,000[13F]
Mississippi	$2,000 [14]	All vehicles owned by household[15E]
Missouri	$1,000	One vehicle per household[16]
Montana	$3,000	One vehicle per household
Nebraska	$4,000/$6,000[17]	One vehicle per household[18]
Nevada	$2,000	One vehicle per household
New Hampshire	$1,000	One vehicle per licensed driver
New Jersey	$2,000	All vehicles owned by household[F]
New Mexico	$3,500 [19]	All vehicles owned by household[20]
New York	$2,000/$3,000[1]	$4,650[F]/$9,300[21F]
North Carolina	$3,000	All vehicles owned by household
North Dakota	$3,000/$6,000/+$25 [22]	One vehicle per household
Ohio	No Limit	All vehicles owned by household
Oklahoma	$1,000	$5,000 [E]
Oregon	$2,500 [23]	$10,000[E]
Pennsylvania	$1,000	One vehicle per household
Rhode Island	$1,000	One vehicle per adult[24]

Figure 12-F: Asset Limits for Applicants, July 2013		
State	**Asset limit**	**Vehicle exemption**
South Carolina	$2,500	One vehicle per licensed driver[25]
South Dakota	$2,000	One vehicle per household[26]
Tennessee	$2,000	$4,600[E]
Texas	$1,000	$4,650 of all vehicles owned by household[27F]
Utah	$2,000	All vehicles owned by household
Vermont	$2,000	One vehicle per adult
Virginia	No Limit	All vehicles owned by household
Washington	$1,000	$5,000[28E]
West Virginia	$2,000	One vehicle per household
Wisconsin	$2,500	$10,000 [E]
Wyoming	$2,500	One vehicle per household[29E]

Source: Table I.C.1 Asset Limits for Applicants, July 2013 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

[E] Equity value of the vehicle.

[F] Fair-market value of the vehicle.

Note: Many states have separate policies regarding different types of vehicles, such as income-producing vehicles, recreational vehicles, and vehicles that are used as homes. See the Welfare Rules Database for more information on these policies.

[1] Units including an elderly person may exempt $3,000; all other units exempt $2,000.

[2] Vehicles are exempt if used to meet the family's basic needs such as getting food, medical care, or other essentials; to go to and from work, school, training, or work activity (such as job search or community service); or to transport a disabled family member, whether or not he or she is a part of the assistance unit. If the vehicle does not meet one of these requirements, the equity value of the vehicle is counted in the determination of resources.

[3] Units including an elderly or disabled person may exempt $3,000; all other units exempt $2,000

[4] Each vehicle must be evaluated for both its equity and fair-market values; the higher of the two values counts against the family's asset limit. Before this calculation, all the following vehicles are completely excluded: (1) is necessary for long-distance travel that is essential for employment; (2) is necessary to transport a physically disabled household member; (3) would be exempt under previously stated exemptions but the vehicle is not in use because of temporary unemployment; (4) used to carry fuel or water to the home and is the primary method of obtaining fuel or water; and (5) the equity value of the vehicle is $1,501 or less. To determine the countable fair-market value of each remaining vehicle, exclude $4,650 from the vehicle's fair-market value. To determine the countable equity value of each remaining vehicle, exclude one additional vehicle per adult and one additional vehicle per licensed child who uses the vehicle to travel to school, employment, or job search. The full equity value of each remaining vehicle is counted. For each vehicle not completely excluded, the higher of the fair-market value or the equity value counts against the family's asset limit.

[5] The unit may exempt up to $9,500 of the vehicle's equity, or the entire value of one vehicle used to transport a handicapped person. The motor vehicle exclusion is applied to the registered vehicle with the highest fair market value.

[6] If the vehicle is used to look for work, or to travel to work or education and training, the unit may exclude $4,650 of the value. If the vehicle is not used for these purposes, $1,500 of the equity value is excluded.

[7] The asset limit is based on unit size: one person receives $2,000, two people receive $3,000, and three or more people receive $3,000 plus $50 for every additional person.

[8] If a vehicle has special equipment for the disabled, the added value of the special equipment is exempt and does not increase the vehicle's value. When there is more than one vehicle, the equity value of the vehicle of greater value is exempt.

[9] If at least one member of the household applying was a program recipient in the month before the month of application, then the asset limit is increased to $5,000.

[10] Additionally, $4,658 of the equity value of an additional vehicle is exempt for each adult and working teenager whose resources must be considered in determining eligibility.

[11] Only liquid resources are considered for eligibility determinations. Liquid resources include cash, checking and savings accounts, CDs, stocks and bonds, and money market accounts.

[12] The state compares the value of the vehicle with two standards: $10,000 of the fair-market value and $5,000 of the equity value. If the value of the vehicle exceeds either limit, the excess counts toward the asset limit; if the value of the vehicle exceeds both limits, only the excess of the greater amount counts toward the asset limit.

[13] The amount is the loan value of the vehicle with the highest loan value, which has not already been totally excluded under the following provisions: (1) exclude all motor vehicles essential to operating a self-employment business; (2) exclude any vehicle used as the unit's home; (3) exclude one vehicle per physically disabled person needed to transport the disabled unit member; (4) exclude the value of special equipment added to a vehicle for a handicapped member of the assistance unit; (5) exclude any vehicle used for certain long-distance traveling for the employment of a unit member; and (6) exclude any vehicle if at least 50 percent of its use is to produce income. $7,500 of the loan value of additional vehicles is also exempt. Minnesota uses the loan value of the vehicle as listed in the current NADA Used Car Guide, Midwest edition instead of the fair-market value. The loan value is generally slightly less than the estimated fair-market value.

[14] If the unit is considered broad-based categorically eligible, it is not subject to asset limits.

[15] Determination of whether to count a vehicle is made case by case.

[16] $1,500 of the equity value of the unit's second vehicle is exempt.

[17] The asset limit is based on unit size: one person receives $4,000, and two or more people receive $6,000.

[18] The entire vehicle is exempt only if used for employment, training, or medical transportation. If a unit has more than one vehicle that meets the exemption criteria, only the vehicle with the greatest equity value will be exempt.

[19] The total limit is $3,500, but only $1,500 of that amount can be in liquid resources and only $2,000 can be in nonliquid resources.

[20] The entire vehicle is exempt only if used for transportation to work, work activities, or daily living requirements. If the vehicle is not used for these purposes, the entire equity value of the vehicle is subject to the asset test.

[21] If the vehicle is needed to seek or retain employment, $9,300 of the vehicle is exempt. Otherwise, $4,650 of the fair-market value is exempt.

[22] The asset limit is based on unit size: one person receives $3,000, two people receive $6,000, and another $25 is allowed for each additional person thereafter.

[23] There is more than one phase of the application process in Oregon. The asset limit for applicants first applying for TANF is $2,500. If the applicant makes it through the first stage of application, s/he must participate in the assessment program in which s/he is assessed and given a case plan to follow. If the applicant does not follow the case plan, s/he maintains the $2,500 asset limit as long as he or she is in the assessment program. If the applicant complies with the case plan, s/he is allowed a $10,000 asset limit.

[24] Exemptions for adult drivers cannot exceed two vehicles per household. Additionally, the entire value of a vehicle used primarily to provide transportation for a disabled family member is exempt.

[25] Vehicles owned by or used to transport disabled individuals or that are essential to self-employment are also exempt.

[26] In addition to one primary vehicle, an assistance unit may totally exclude a vehicle used to transport water or fuel to the home when it is not piped in or to transport a disabled member or SSI recipient in the household. The assistance unit may also exclude $4,650 of the fair-market value of a vehicle used to transport members of the unit for education or employment.

[27] All licensed vehicles used for transporting disabled household members are exempt.

[28] The entire equity value of a vehicle used to transport a disabled household member is also exempt.

[29] This exemption applies to a single-parent unit. Two vehicles are exempt for a married couple.

Benefits

States are free to set the benefit levels that apply under their TANF assistance programs. State benefit levels in current dollars for a family of three with no other income are shown below in Figure 12-G for the years 1996, 2001, 2006, and 2011. Benefit levels vary widely across states and have generally decreased over time. Some states have not adjusted benefit levels for inflation since 1996.

12-G: Maximum Monthly Benefit in *Current Dollars* for a Family of Three with No Income, 1996-2013 (July)

State	1996	2002	2007	2013
Alabama	$164	$164	$215	$215
Alaska	$923	$923	$923	$923
Arizona	$347	$347	$347	$277
Arkansas	$204	$204	$204	$204
California	$596			
Nonexempt	$594	$679	$750	$638
Exempt	$663	$758	$838	$714
Colorado	$356	$356	$356	$462
Connecticut	$543	$543	$543	$576
Delaware	$338	$338	$338	$338
DC	$415	$379	$407	$428
Florida	$303	$303	$303	$303
Georgia	$280	$280	$280	$280
Hawaii	$712	$570[1]	$570[1]	$610[2]
Idaho	$317	$309	$309	$309
Illinois	$377	$396	$396	$432
Indiana	$288	$288	$288	$288
Iowa	$426	$426	$426	$426
Kansas	$429	$429	$429	$429
Kentucky	$262	$262	$262	$262
Louisiana	$190	$240	$240	$240
Maine	$418	$485	$485	$485
Maryland	$373	$472	$549	$576
Massachusetts				
Exempt	$579	$633	$633	$633
Nonexempt	$565	$618	$618	$618
Michigan	$459	$459[3]	$489[3]	$492
Minnesota	$532	$532	$532	$532
Mississippi	$120	$170	$170	$170
Missouri	$292	$292	$292	$292
Montana	$425	$507	$472	$510
Nebraska	$364	$364	$364	$364
Nevada	$348	$348	$383	$383

12-G: Maximum Monthly Benefit in *Current Dollars* for a Family of Three with No Income, 1996-2013 (July)				
State	**1996**	**2002**	**2007**	**2013**
New Hampshire	$550	$625	$625	$675
New Jersey	$424	$424	$424	$424
New Mexico	$389	$389	$389	$380
New York	$577	$577	$691	$789
North Carolina	$272	$272	$272	$272
North Dakota	$431	$477[4]	$477[4]	$477[4]
Ohio	$341	$373	$410	$458
Oklahoma	$307	$292	$292	$292
Oregon	$460	$503	$514	$506
Pennsylvania	$403	$403	$403	$403
Rhode Island	$554	$554	$554	$554
South Carolina	$200	$204	$240	$223
South Dakota	$430	$483	$508	$582
Tennessee	$185	$185[5]	$185[5]	$185[5]
Texas	$188	$208	$236	$271
Utah	$426	$474	$474	$498
Vermont	$597	$638	$640	$640
Virginia	$291	$320	$320	$320
Washington	$546	$546	$546	$478
West Virginia	$253	$453	$340	$340
Wisconsin	$518			
W-2 Transition	—	$628	$628	$608
Community Service Jobs	—	$673	$673	$653
Trial Jobs/Unsubsidized Employment	—	—[6]	—[6]	—[7]
Wyoming	$360	$340	$340	$616
Mean[8]	$394	$413	$419	$431
Median[8]	$377	$396	$403	$427

Source: Table L5 Maximum Monthly Benefit for a Family of Three with No Income, 1996-2013 (July) from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

Notes: Maximum benefits are calculated assuming that the unit contains one adult and two children who are not subject to a family cap, has no special needs, pays for shelter, and lives in the most populated area of the state.

[1] Applies to units who have received assistance for two or more months in a lifetime. For units applying for their first or second months of benefits, the maximum monthly benefit for a family of three is $712.

[2] Applies to units who have received assistance for two or more months in a lifetime. For units applying for their first or second months of benefits, the maximum monthly benefit for a family of three is $763.

[3] Applies to units that have at least one employable adult. For units where all adults either receive SSI or are exempt from work requirements for reasons other than caring for a child under three months old, the maximum monthly benefit for a family of three is $477.

[4] This amount includes a $50 increase to the payment standard given to units who pay for shelter.

[5] For units where the caretaker is over 65, disabled, caring full-time for a disabled family member, or excluded from the assistance unit, the maximum monthly benefit for a family of three is $232.

[6] The benefits in these components are based on the wages earned by individual recipients.
[7] Trial Jobs was discontinued as a component in June 2013.
[8] The calculations only include one value per state (the policy affecting the largest percent of the caseload).

Figure 12-H provides the same information from the Welfare Rules Database regarding state benefit levels for a family of three with no other income, but adjusts levels for inflation to 2013 constant dollars. After accounting for inflation, it is possible to see the change over time in benefit levels.

12-H: Maximum Monthly Benefit in *2013 Constant Dollars* for a Family of Three with No Income, 1996-2013 (July)

State	1996	2002	2007	2013	Percent Change 1996-2013
Alabama	$243	$212	$241	$215	-11.4%
Alaska	$1,366	$1,191	$1,034	$923	-32.4%
Arizona	$514	$448	$389	$277	-46.1%
Arkansas	$302	$263	$228	$204	-32.4%
California	$882				
Nonexempt	$879	$876	$840	$638	-27.4%
Exempt	$981	$978	$939	$714	-27.2%
Colorado	$527	$459	$399	$462	-12.3%
Connecticut	$804	$700	$608	$576	-28.3%
Delaware	$500	$436	$379	$338	-32.4%
DC	$614	$489	$456	$428	-30.3%
Florida	$448	$391	$339	$303	-32.4%
Georgia	$414	$361	$314	$280	-32.4%
Hawaii	$1,054	$735[1]	$638[1]	$610[2]	-42.1%
Idaho	$469	$399	$346	$309	-34.1%
Illinois	$558	$511	$444	$432	-22.6%
Indiana	$426	$372	$323	$288	-32.4%
Iowa	$630	$550	$477	$426	-32.4%
Kansas	$635	$553	$480	$429	-32.4%
Kentucky	$388	$338	$293	$262	-32.4%
Louisiana	$281	$310	$269	$240	-14.7%
Maine	$619	$626	$543	$485	-21.6%
Maryland	$552	$609	$615	$576	4.3%
Massachusetts					
Exempt	$857	$817	$709	$633	-26.1%
Nonexempt	$836	$797	$692	$618	-26.1%
Michigan	$679	$592[3]	$548[3]	$492	-27.6%
Minnesota	$787	$686	$596	$532	-32.4%
Mississippi	$178	$219	$190	$170	-4.3%
Missouri	$432	$377	$327	$292	-32.4%

12-H: Maximum Monthly Benefit in *2013 Constant Dollars* for a Family of Three with No Income, 1996-2013 (July)					
State	**1996**	**2002**	**2007**	**2013**	**Percent Change 1996-2013**
Montana	$629	$654	$529	$510	-18.9%
Nebraska	$539	$470	$408	$364	-32.4%
Nevada	$515	$449	$429	$383	-25.6%
New Hampshire	$814	$806	$700	$675	-17.1%
New Jersey	$628	$547	$475	$424	-32.4%
New Mexico	$576	$502	$436	$380	-34.0%
New York	$854	$744	$774	$789	-7.6%
North Carolina	$403	$351	$305	$272	-32.4%
North Dakota	$638	$615[4]	$534[4]	$477[4]	-25.2%
Ohio	$505	$481	$459	$458	-9.2%
Oklahoma	$454	$377	$327	$292	-35.7%
Oregon	$681	$649	$576	$506	-25.7%
Pennsylvania	$596	$520	$451	$403	-32.4%
Rhode Island	$820	$715	$620	$554	-32.4%
South Carolina	$296	$263	$269	$223	-24.7%
South Dakota	$636	$623	$569	$582	-8.5%
Tennessee	$274	$239[5]	$207[5]	$185[5]	-32.4%
Texas	$278	$268	$264	$271	-2.6%
Utah	$630	$611	$531	$498	-21.0%
Vermont	$884	$823	$717	$640	-27.6%
Virginia	$431	$413	$358	$320	-25.7%
Washington	$808	$704	$612	$478	-40.8%
West Virginia	$374	$584	$381	$340	-9.2%
Wisconsin	$767				
W-2 Transition	—	$810	$703	$608	—
Community Service Jobs	—	$868	$754	$653	—
Trial Jobs/Unsubsidized Employment	—	—[6]	—[6]	—[7]	—
Wyoming	$533	$439	$381	$616	15.6%
Mean[8]	$583	$532	$470	$431	-26.0%
Median[8]	$558	$511	$451	$427	-23.5%

Source: Table L5 Maximum Monthly Benefit for a Family of Three with No Income, 1996-2013 (July) from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE, and adjusted for inflation by ACF using the Consumer Price Index for all Urban Consumers (CPI-U) from the Bureau of Labor Statistics.

Notes: Maximum benefits are calculated assuming that the unit contains one adult and two children who are not subject to a family cap, has no special needs, pays for shelter, and lives in the most populated area of the state.

[1] Applies to units who have received assistance for two or more months in a lifetime. For units applying for their first or second months of benefits, the maximum monthly benefit for a family of three is $712 (in current dollars).

[2] Applies to units who have received assistance for two or more months in a lifetime. For units applying for their first or second months of benefits, the maximum monthly benefit for a family of three is $763 (in current dollars).

[3] Applies to units that have at least one employable adult. For units where all adults either receive SSI or are exempt from work requirements for reasons other than caring for a child under three months old, the maximum monthly benefit for a family of three is $477 (in current dollars).

[4] This amount includes a $50 increase (in current dollars) to the payment standard given to units who pay for shelter.

[5] For units where the caretaker is over 65, disabled, caring full-time for a disabled family member, or excluded from the assistance unit, the maximum monthly benefit for a family of three is $232 (in current dollars).

[6] The benefits in these components are based on the wages earned by individual recipients.

[7] Trial Jobs was discontinued as a component in June 2013.

[8] The calculations only include one value per state (the policy affecting the largest percent of the caseload).

Time Limiting Assistance

States generally may not use federal funds to provide assistance to a family that includes an adult head-of-household or a spouse of the head-of-household who has received assistance for 60 months (whether or not consecutive). However, states may extend federally-funded assistance beyond 60 months to 20 percent of the caseload, without penalty, based on hardship or domestic violence. States also have the option to set shorter time limits on the receipt of TANF benefits.

State policies, related to time limiting assistance, as shown in Figure 12-I, vary greatly. Additionally, because time limit restrictions only apply to the use of federal TANF funds, a state may use segregated or separate state-only funds to provide assistance to families that it wishes to exempt from the limit or to families that have reached the federal time limit, without counting against the 20 percent cap.

Figure 12-I: State Lifetime Time Limit Policies, July 2013

State	Lifetime limit	Whose Benefits Are Terminated:	
		Entire unit	Adult only
Alabama	60 months	X	—
Alaska	60 months	X[1]	—
Arizona	24 months	X	—
Arkansas	24 months	X	—
California	48 months[2]	—	X
Colorado	60 months	X	—
Connecticut	21 months[3]	X	—
Delaware			
All, except TWP	36 months[4]	X	—
TWP	—	—	—
District of Columbia	60 months[5]	X	—
Florida	48 months	X	—
Georgia	48 months	X	—
Hawaii	60 months	X	—
Idaho	24 months[6]	X	—
Illinois	60 months	X[1]	—
Indiana	24 months	—	X
	60 months	X	—
Iowa	60 months[7]	X	—
Kansas	48 months	X	—
Kentucky	60 months	X	—
Louisiana	60 months	X	—
Maine	60 months	—	—
Maryland	60 months	X	—
Massachusetts	—	—	—
Michigan	48 months	X	—
Minnesota	60 months	X	—
Mississippi	60 months	X	—
Missouri	60 months	X	—
Montana	60 months	X	—
Nebraska			
Time-limited assistance	60 months	X	—
Non-time-limited assistance	—	—	—
Nevada	60 months	X[8]	—
New Hampshire			

Figure 12-I: State Lifetime Time Limit Policies, July 2013			
State	**Lifetime limit**	**Whose Benefits Are Terminated:**	
		Entire unit	**Adult only**
Employment Program	60 months	X	—
Family Assistance Program	—	—	—
New Jersey	60 months	X	—
New Mexico			
New Mexico Work Program	60 months	—	X
Educational Works Program	24 months	—	X
New York	—[9]	—	—
North Carolina	60 months[10]	X	—
North Dakota	60 months	—	X
Ohio	60 months[11]	X	—
Oklahoma	60 months	X	—
Oregon	60 months[12]	—	X
Pennsylvania	60 months	X	—
Rhode Island	48 months	X	—
South Carolina			
All, except CARES	60 months	X	—
CARES	—	—	—
South Dakota	60 months	X	—
Tennessee	60 months[13]	X	—
Texas	60 months	X	—
Utah	36 months	X	—
Vermont	—[14]	—	—
Virginia	60 months	X	—
Washington	60 months	X[15]	—
West Virginia	60 months	X	—
Wisconsin	60 months	X	—
Wyoming	60 months	X	—

Source: Table IV.C.1 State Lifetime Time Limits Policies, July 2013 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

Note: Other state time limit policies can be found in Table IV.C.2 of the Welfare Rules Database.

[1] If the adult who has reached the 60-month lifetime limit is not the parent of any child in the assistance unit, only the adult is ineligible for benefits. Children who do not live with a parent can, therefore, continue to receive assistance after their caretaker reaches the 60-month limit.

[2] California's TANF funding began in December 1996, but recipients' benefit months did not begin to count against units' 60-month limit until January 1998. Using state funds, California will extend recipients' benefits beyond 48 months if the unit received assistance between December 1996 and January 1998. The length of the extension equals the number of months the unit received benefits during this period.

[3] Recipients may apply for extensions after 21 months of benefits, but they may not receive more than 60 total months of assistance. See table IV.C.4 for more information on extensions.

[4] The 36-month time limit applies to assistance units that applied for benefits on or after January 1, 2000. Units who received benefits before this date are eligible for 48 months of assistance.

[5] After 60 months, the unit remains eligible if the net income falls below the reduced payment level. Benefits are reduced to 80 percent of the payment level for the unit size.

[6] When there is more than one adult in the family, the adult with the greatest number of months of participation must be used to determine when the family reaches the time limit.

[7] In addition to the 60-month lifetime limit, units must establish a time frame, with a specific ending date, during which the recipient expects to become self-sufficient (i.e., when income will be above eligibility limits).

[8] The entire family becomes ineligible unless it qualifies for a hardship extension.

[9] Units in compliance with TANF program rules may continue to receive benefits through a separate state program beyond 60 months.

[10] In certain circumstances, a child may be able to continue receiving benefits after the 60 months. Because the time limit follows the adult, a child may enter a new household and become eligible in a new assistance unit.

[11] After receiving 36 months of assistance, the case is closed; however, it is possible to receive 24 additional months of benefits if the unit has not received benefits for at least 24 months and can demonstrate good cause for reapplying.

[12] Oregon's 60-month lifetime limit retroactively affects recipients; all months of benefit receipt since July 2003 are counted against a unit's 60-month limit.

[13] If clients marry with different months of assistance, the number of months counted towards the time limit will be the higher of the two. If a marriage dissolves, the number of countable months of the two-parent unit will be the same if the parents reapply for assistance regardless of months earned prior to the marriage.

[14] Recipients who reach the 60-month federal time limit are placed in a solely state-funded program.

[15] The entire family becomes ineligible unless it qualifies for a hardship extension. In addition, units in compliance with TANF program rules may continue to receive benefits beyond 60 months.

Family Violence Option

Each state has the option to certify in its state plan that it has established and is enforcing standards and procedures to: (1) screen and identify individuals with a history of domestic violence (while maintaining their confidentiality); (2) refer such individuals for counseling and supportive services; and (3) waive program requirements, as appropriate, based on safety and fairness concerns. This provision is commonly referred to as the Family Violence Option. Figure 12-J shows domestic violence provisions by state.

Figure 12-J: Domestic Violence Provisions

State	Federal Certification[1] or State Program[2]
Alabama	Federal
Alaska	Federal
Arizona	Federal
Arkansas	Federal
California	Federal
Colorado	Federal
Connecticut	State
Delaware	Federal
District of Columbia	Federal
Florida	Federal
Georgia	Federal
Guam	Territory
Hawaii	Federal
Idaho	State
Illinois	Federal
Indiana	State
Iowa	Federal
Kansas	State
Kentucky	Federal
Louisiana	Federal
Maine	State
Maryland	Federal
Massachusetts	Federal
Michigan	State
Minnesota	Federal
Mississippi	State
Missouri	Federal
Montana	Federal
Nebraska	Federal
Nevada	Federal
New Hampshire	Federal
New Jersey	Federal
New Mexico	Federal
New York	Federal
North Carolina	Federal
North Dakota	Federal
Ohio	State

Figure 12-J: Domestic Violence Provisions	
State	**Federal Certification[1] or State Program[2]**
Oklahoma	State
Oregon	Federal
Pennsylvania	Federal
Puerto Rico	Federal
Rhode Island	Federal
South Carolina	Federal
South Dakota	State
Tennessee	Federal
Texas	Federal
Utah	Federal
Vermont	Federal
Virginia	State
Virgin Islands	Territory
Washington	Federal
West Virginia	Federal
Wisconsin	State
Wyoming	Federal

[1] State submitted a signed certification that it has established and is enforcing standards and procedures to screen and identify individuals with a history of domestic violence, refer such individuals to counseling and supportive services, and waive program requirements based on safety and fairness concerns (commonly called the Family Violence Option, or the Wellstone Murray Amendment).
[2] State is addressing the issue of domestic violence under its TANF program, but did not submit the specified certification.

Family Cap

Under TANF, states may determine whether to increase cash assistance after the birth of an additional child to a family already receiving TANF benefits. Providing for no additional assistance when an additional child is born is commonly referred to as the family cap. PRWORA did not include a specific family cap provision, but some states have chosen to adopt such a provision (see Figure 12-K).

Figure 12-K: Family Cap Policies, July 2013

State	Special treatment of additional children	Special treatment if child born more than X months after case opening	Increase in cash benefit for an additional child (and special provisions)	Special treatment discontinued if case closed X months[1]
Alabama	No	—-	—-	—-
Alaska	No	—-	—-	—-
Arizona	Yes	10 [2]	None (disregard)[3]	Always capped
Arkansas	Yes	1	None	6
California	Yes	10 [4]	None	24
Colorado	No	—-	—-	—-
Connecticut	Yes	10	50	Always capped
Delaware	Yes[5]	10	None	Always capped
D.C.	No	—-	—-	—-
Florida	Yes	10[6]	Half of normal increase for adding first child; none for additional children	Always capped
Georgia	Yes	10	Varies[7]	Always capped
Hawaii	No	—-	—-	—-
Idaho	No[8]	—-	—-	—-
Illinois	No	—-	—-	—-
Indiana	Yes	10	None	Always capped
Iowa	No	—-	—-	—-
Kansas	No	—-	—-	—-
Kentucky	No	—-	—-	—-
Louisiana	No	—-	—-	—-
Maine	No	—-	—-	—-
Maryland	No	—-	—-	—-
Massachusetts	Yes	10	None (disregard)[9]	Always capped
Michigan	No	—	—	—-
Minnesota	Yes	10	None[10]	10
Mississippi	Yes	10	None	Always capped
Missouri	No	—-	—-	—-
Montana	No	—-	—-	—-
Nebraska	No	—-	—-	—-
Nevada	No	—-	—-	—-
New Hampshire	No	—-	—-	—-
New Jersey	Yes	10	None (earner exemption)[11]	12[12]
New Mexico	No	—-	—-	—-
New York	No	—-	—-	—-
North	Yes	10	None	Always capped

Figure 12-K: Family Cap Policies, July 2013				
State	**Special treatment of additional children**	**Special treatment if child born more than X months after case opening**	**Increase in cash benefit for an additional child (and special provisions)**	**Special treatment discontinued if case closed X months**[1]
Carolina				
North Dakota	Yes	8	None	12
Ohio	No	—-	—-	—-
Oklahoma	No	—-	—-	—-
Oregon	No	—-	—-	—-
Pennsylvania	No	—-	—-	—-
Rhode Island	No	—-	—-	—-
South Carolina	Yes	10	None (voucher)[13]	Always capped
South Dakota	No	—-	—-	—-
Tennessee	Yes	10	None	1[14]
Texas	No	—-	—-	—-
Utah	No	—-	—-	—-
Vermont	No	—-	—-	—-
Virginia	Yes	10	None	Always capped
Washington	No	—-	—-	—-
West Virginia	No	—-	—-	—-
Wisconsin	No[15]	—-	—-	—-
Wyoming	No	—-	—-	—-

Source: Table IV.B.1 Family Cap Policies, July 2013 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF and HHS/ASPE.

Note: Some units may be exempt from the family cap policies. See the WRD for more details on exemption policies.

[1] This column describes the number of months a unit must remain off assistance to regain eligibility for a previously capped child. Some states permanently exclude capped children, even if the unit cycles on and off assistance, while other states may include previously capped children in benefit and eligibility calculations if the unit has not received assistance for a specified period.

[2] The 10-month grace period only applies to the first child born after November 1, 1995. All subsequent children born to the family are capped unless they were conceived during a 12-month or longer period of nonreceipt.

[3] Units subjected to the family cap receive an additional earned income disregard equal to the lost benefit amount. This additional disregard is allowed for each month the member is excluded due because of cap.

[4] The family cap provision does not apply to units who did not receive notification of the rule at least 10 months before the birth of the child or units who leave assistance for at least 2 consecutive months during the 10-month period leading up to the birth.

[5] In addition to the family cap policy, any child born after December 31, 1998, to an unmarried minor parent is ineligible for cash assistance, regardless of whether the minor was receiving aid at the time of the birth. If the minor received benefits within 10 months of the birth of the child, the child will always be capped. If the minor did not receive benefits within 10 months of the birth of the child, the child will be eligible for assistance once the minor turns 18. Units in which the child is not permanently capped may receive noncash assistance services in the form of vouchers upon request, but s/he will not be automatically given each month. Receipt is based on need, and the total monthly value of the vouchers is capped at $69.

[6] If the family reapplies for assistance after a break of 6 or more continuous months, the family cap will apply again to any child born more than 10 months from the date of reapplication, and there will be no increase in the benefit.

[7] The additional child increases the standard of need but not the family maximum. If the family has no income, the cash benefit will not increase. However, if the family has income, the benefit may increase, but cannot increase higher than the maximum payment for the family size excluding the capped child.

[8] The state provides a flat maximum benefit, regardless of family size. However, the work incentive payment increases with family size, so the benefit for a unit with income may increase with an additional child, but never beyond the maximum benefit level.

[9] Units subject to the family cap receive an additional earned income disregard equal to the first $90 of income received by or on behalf of a capped child in any month.

[10] The family cap applies only to the cash assistance portion of the benefit the additional child would receive. The child will still be eligible for the food portion of the benefit.

[11] Units in which at least one adult member of the unit is working (any number of hours) are not subject to the family cap.

[12] After case closure, if the recipient is employed for three months and loses the job by no fault of his/her own and then reapplies for assistance, the previously capped child is included in the unit. These units, however, do not receive a new 10-month grace period for any subsequent pregnancies.

[13] Benefits are available in the form of vouchers up to the amount of increase in cash benefits the unit would have received for the child.

[14] The family cap will continue until the case is closed. If the case is reopened, the cap is discontinued unless the case was closed for noncooperation with child support requirements or noncompliance with the work activity requirement.

[15] The state provides a flat benefit, regardless of family size.

XIII. Family Self-Sufficiency and Stability-Related Research

HHS sponsors, manages, and conducts research and evaluations pertaining to family self-sufficiency and stability, including projects relevant to management of the TANF program, studies of TANF recipients and low-income individuals, and families more generally, while focusing on evaluations of service interventions to improve family well-being. HHS' research and evaluation activities in these areas are carried out primarily by the ACF Office of Planning, Research and Evaluation (OPRE) and the Office of the Assistant Secretary for Planning and Evaluation (ASPE). OPRE and ASPE coordinate their research agendas with each other and with other government agencies, independent research organizations, and private foundations, and collaborate with university-based research centers.

OPRE's and ASPE's family self-sufficiency and stability-related research and evaluation projects fall into five broad categories: (1) TANF and the safety net, (2) employment and the labor market, (3) education and training, (4) family strengthening, and (5) cross-cutting research. Select OPRE and ASPE current and past projects are summarized and discussed below and include multi-year experimental impact evaluations, implementation evaluations, descriptive studies, and other forms of analysis.

TANF and the Safety Net

One goal of HHS' support for research and evaluation efforts is to provide a better understanding of the nature and consequences of TANF program and policy choices, especially as they relate to the well-being of children and families. OPRE and ASPE are interested in TANF data and research, as well as populations enrolled in or eligible for the TANF program.

Understanding TANF Programs, Data, and Research

Since the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) created TANF in 1996, OPRE and ASPE have supported a number of descriptive studies of various aspects of state and local TANF programs. Study topics have included diversion and sanction policies and the relationship of these policies to federal work participation requirements, time limit policies, and TANF caseloads and leavers. These studies helped lay the groundwork for many of OPRE's and ASPE's current projects.

One current project also focused on describing the TANF program is the State TANF Policies Database (and the related Welfare Rules Databook). With the creation of the TANF program, states gained considerable authority to design the parameters of their cash assistance programs and set their own rules. In order to document what was happening in states, OPRE, with ASPE support, contracted with the Urban Institute to develop the Database, a single location where information on TANF program rules can be researched across states and/or years. The Database is intended to provide a resource for researchers working on both descriptive and quantitative projects. Updates to the Database have been funded each year since 1997.

In addition to identifying and describing TANF program changes over time, ASPE- and OPRE-sponsored studies have provided information about TANF performance. ASPE's Improving State TANF Performance Measures study, funded in 2010 and conducted by the Urban Institute, presented information about state-level TANF performance measurement systems. This information includes insights into how states have created and implemented performance measures, how performance data are analyzed and used to improve service delivery and outcomes for children and families, and how states have integrated TANF measures with those of similar programs, such as programs supported by the Workforce Investment Act (WIA).

Further, OPRE contracted with the Urban Institute to produce the TANF Research Synthesis Briefs. Completed in 2012, these briefs summarize rigorous and relevant research related to TANF in a format that is designed to be useful for both researchers and policymakers. Topics covered in the briefs include: improving employment and earnings for TANF recipients, TANF recipients with barriers to employment, changes in the TANF caseload over time, disconnected families and TANF, TANF child-only cases, TANF work requirements and state strategies to fulfill them, TANF and the broader safety net, and facilitating post-secondary education and training for TANF recipients.

OPRE's Federal-State Partnerships to Build Capacity in the Use of TANF and Related Administrative Data project examined states' capacity to link administrative databases to improve the effectiveness of TANF programs and bolster their ability to conduct program evaluation and research. ACF provided four states – South Carolina, Wisconsin, Connecticut, and Indiana – with technical assistance and grants to improve each state's capacity to analyze and link databases. In particular, states were encouraged to incorporate data from the National Directory of New Hires (NDNH) into their existing databases.

OPRE, through a contract with Mathematica Policy Research (MPR), conducted a study to better understand the principal reasons as to why individuals are reported to have zero hours of participation in TANF work activities. The project's final report, Improving Engagement of TANF Families: Understanding Work Participation and Families with Reported Zero Hours of Participation in Program Activities (2011-2015), describes the perceptions of interviewed TANF administrators and staff regarding the policy and program reasons that lead families to have zero reported hours of participation in allowable work activities. The study identifies categories of influences—TANF policies and procedures, service delivery and performance management, and initial activities and ongoing transitions—that may affect the number of families with reported zero hours of participation. The final report also describes promising strategies that state and local TANF agencies are using to encourage and support client engagement.

In addition, OPRE, also through a contract with MPR, conducted a Descriptive Analysis of TANF/WIA Coordination from 2011-2014. The similarities between the employment-related services for the TANF and Workforce Investment Act (WIA, recently reauthorized as the Workforce Innovation and Opportunity Act program) programs have generated interest in coordination and integration. OPRE launched this study to learn more about how and to what degree the programs coordinate at the state and local level and the considerations that influence coordination within selected locations.

The study included interviews with state and local respondents in 8 states and 11 localities. The team identified 12 strategies for TANF/WIA coordination that study sites use and that other locations could replicate. The strategies fall under six program components: (1) administration and management; (2) funding; (3) policies and procedures; (4) program missions and knowledge; (5) services for customers; and (6) accountability and performance measurement. Overall, the study found that TANF and WIA programs are generally parallel operating programs with varying levels of coordination across specific strategies. No study site was highly coordinated across all 12 strategies, but a few sites achieved mostly high to moderate levels of coordination across the strategies. The extent to which coordination occurs is largely determined by how much TANF program administrators are willing to operate the TANF program within the structure of the WIA program. Coordination above a base level for most, if not all, strategies require co-location of program services within WIA's American Job Centers.

While the majority of states centrally administer their TANF programs, eight states (California, Colorado, Minnesota, New Jersey, New York, North Dakota, Ohio, and Wisconsin) play a supervisory role and delegate the administration of the TANF program to their counties. The OPRE Descriptive Study of County vs. State TANF Administration, , conducted by the Urban Institute from 2012 to 2014, examined the dynamics of county- and state-administered TANF programs and documented lessons learned from different county-level programmatic implementations and experiences. The study addresses a key policy research question: How are TANF programs administered by counties and supervised by the states differing from programs administered by the states? This project involved gathering information from a sample of county- and state-administered TANF programs and identifying and recommending potential approaches for technical assistance specific to state-supervised, county-administered TANF programs.

Understanding TANF Populations

Since the creation of TANF in 1996, there has been concern about a variety of low-income populations. One important TANF population is rural families. OPRE's multi-year, national Rural Welfare to Work Strategies Demonstration Evaluation was designed to learn how best to help TANF recipients and other low-income rural families move from welfare to work. The evaluation increased information on rural Welfare-to-Work strategies and lessons about the operational challenges and methods to address them that can be used by state and local TANF agencies and others.

Other populations of interest include low-income individuals and families who leave TANF without finding work and low-income individuals who may be eligible for TANF but are neither receiving TANF nor working. Low-income individuals and families who are not employed or receiving public assistance are often referred to as "disconnected." According to recent estimates, 20 to 25 percent of low-income single mothers are disconnected from work and TANF for some period of time over the course of a year.

Over time, HHS has invested in better understanding the dynamics, characteristics, and circumstances of disconnected families. These efforts included research on disconnected families and TANF, the extent of economic hardship faced by disconnected families, and dynamics of disconnection.

The Understanding the Dynamics of Disconnection from Employment and Assistance project, initiated in 2011, began by convening a meeting of experts who discussed existing research on disconnection and offered input on the most important knowledge gaps and areas for future research. Based on this input, the project team designed and conducted a qualitative research study to address important knowledge gaps related to disconnected families' work, benefit receipt, economic coping strategies, material hardship, and overall well-being. The project team, led by The Urban Institute, conducted in-depth qualitative interviews with 51 unmarried low-income mothers from Southeast Michigan and Los Angeles, California. Analysis of the interview data shows some differences between the samples due to age, location, and immigration status of the respondents, but also striking similarities in reasons for and experiences of disconnection. Major reasons for disconnection from employment included limited job opportunities and lack of work experience; challenges balancing work with family caregiving responsibilities; and lack of transportation. Major reasons for disconnection from TANF included having reached the TANF time limit; opting not to use the program due to the perceived hassle involved; having barriers to work that were also barriers to participating in a welfare-to-work program; and, within the community of immigrant women in LA, widespread misconceptions about negative consequences of participating in TANF. OPRE published a final report based on these qualitative findings in June 2014.

Numerous studies have identified that there is substantial overlap in families and individuals served by TANF and the Supplemental Security Income (SSI) programs. The TANF/SSI Disability Transition Project (TSDTP) was an effort to examine the extent of the overlap between the TANF and SSI programs and populations and to develop innovative pilot programs that can improve a variety of outcomes for individuals with disabilities and barriers to employment. TSDTP was a collaborative effort between ACF and the Social Security Administration, conducted under a contract to MDRC.

The first stage of TSDTP involved understanding the existing environment. Federal TANF and SSI data were merged to determine the national overlap between TANF and SSI applicants. Analysis of this merged data revealed a number of interesting findings. While these data are limited to the states that submit the universe of their caseload data to HHS, they revealed that, for these states, although there is some overlap among individuals who apply for TANF and also apply for SSI, the extent of this overlap is not nearly as significant as is often reported in population-based surveys. In the administrative data, less than 10 percent of TANF recipients had an open SSI application at the time of TANF receipt, and just 6 percent of adults applying for SSI had received TANF benefits within a year of the application. Additionally, although there appears to be a slight increase in applications for SSI around the time of an application for TANF, the increase is minimal, especially in the context of the total caseload and number of applicants for each program. OPRE published early findings from TSDTP describing this analysis in a June 2013 report.

Field assessments across seven diverse states and localities found that TANF recipients who are exempt from requirements to participate in work activities due to a disability generally have access to few targeted services designed to increase their self-sufficiency; there is little coordination between TANF programs and SSA during TANF recipients' SSI application periods; and, at most sites, TANF agencies rely largely on medical professionals to determine TANF recipients' ability to participate in work activities

In the second stage of this project, three localities – Ramsey County, MN; Los Angeles County, CA; and Muskegon County, MI – implemented pilot tests of innovative approaches to serving individuals with disabilities through providing services to TANF clients with barriers to employment, streamlining the SSI application process, or improving coordination between the two systems. In the Ramsey County pilot, an adapted version of supported employment was brought into the TANF program with the goal of increasing the employment and earnings of TANF recipients with a disability. Using a random assignment design, the pilot test found that the model significantly increased employment and earnings for the program group. In Los Angeles, the pilot project sought to increase the initial approval of applications for SSI through improved coordination and quality of applications prepared by the county's SSI advocacy program. This pilot demonstrated improved communication and coordination, but revealed no evidence of substantial improvement in application quality. Finally, in Michigan, the pilot programs aimed to better target and identify TANF recipients with disabilities in order to more efficiently refer work-ready TANF recipients to employment services or potentially eligible SSI applicants to the Disability Determination Services. A key finding from this pilot study was that, even with improved targeting and application review, the disability determination process can be quite time-intensive. OPRE published a final report and topic-specific briefs in February 2014.

A joint project between ASPE and OPRE, performed under contract with Mathematica Policy Research, examined variation in SSI Children participation levels across states and counties. The project conducted case studies for four diverse states and counties to examine varying policy and program environments, with a focus on programs such as TANF that may affect participation in the SSI Children program.

While adult TANF recipients have been the subject of most research on TANF, child-only cases – those in which no adult is included in the benefit calculation and only the children are aided – now constitute half of all cash assistance cases in the TANF program. The lack of research on this population means that much is unknown about a large segment of the TANF caseload and some of the nation's most vulnerable children and their families. In response to the need for research on this subject, OPRE and ASPE awarded a grant to Chapin Hall at the University of Chicago to document differences in state policies that affect child-only TANF cases, describe characteristics and dynamics of such cases, and address the programmatic and policy context in which these cases exist. The Understanding the Child-Only TANF Caseload study used a mixed-methods approach, combining secondary administrative data analysis; informant interviews at the federal, state, and county levels; and a national survey of TANF administrators. The final report provides a broad overview of policies, demographic trends, and program challenges both nationwide and in four states – California, Florida, Illinois, and New York.

In addition, little is known about the characteristics, implementation, and promising practices of TANF programs serving American Indian (AI) tribes and Alaska Native (AN) Villages and the non-reservation American Indian and Alaska Native (AI/AN) populations. A Descriptive Study of State Tribal TANF Programs, conducted for OPRE by the Urban Institute, explored and examined the implementation of four tribal TANF programs. The project involved gathering information from selected tribal TANF programs and OFA. One objective was to document lessons learned about diverse programmatic approaches to the implementation of tribal TANF programs. The study also identified and recommended potential approaches for further study. OPRE published the final report in February 2013.

OPRE also sponsored the Understanding Urban Indians' Interactions with ACF Programs and Services (2011-2014) project. This project, led by Westat, was an exploratory research study to better understand the challenges and context for barriers to accessing ACF services among low-income AI/ANs in urban areas. The primary aims of this study included developing a better understanding for how Urban Indian Centers are working to meet the needs of this population, assessing the unmet service needs among low-income urban AI/AN populations and exploring how ACF services might be able to better meet these needs. OPRE published the final report in May 2014.

Additionally, the Tribal TANF – Child Welfare Coordination (2011-2015) project will demonstrate models of effective coordination by tribal governments or tribal consortia of tribal TANF and child welfare services provided to tribal families at risk of child abuse or neglect. The grants studied under this project must be used for one or more of the following: (1) to improve case management for families eligible for assistance from a tribal TANF program; (2) for supportive services and assistance to tribal children in out-of-home placements and the tribal families caring for such children, including families who adopt the children; or (3) for prevention services and assistance to tribal families at risk of child abuse and neglect.

Supporting TANF Data, Research and Dissemination

Since the passage of PRWORA, there have been substantial changes in how federal and state governments develop, execute, and fund research and evaluation activities, as well as significant cutbacks in the collection, analysis, and reporting of administrative data. To fill gaps in federal and state research and data activities and to complement its ongoing research, evaluation, and data analysis and reporting, OPRE is developing a multi-faceted *Family Self-Sufficiency and Stability Research Consortium.*

The first component of the Research Consortium is the *Advancing Welfare and Family Self-Sufficiency Research* project. This contract provides research support and a flexible research and evaluation mechanism for responding to rapidly emerging policy priorities and research opportunities. These activities will be accomplished using a combination of Mathematica's expertise and the expertise and engagement of relevant consultants and experts.

The second component of the Consortium is the Family Self-Sufficiency and Stability Research Scholars Network**.** In the fall of 2013, OPRE awarded 7 grants to Principal Investigators to join a network of scholars who will investigate critical issues in family self-sufficiency and stability research. The Scholars Network is a collaborative enterprise of university-based scholars who undertake research in family self-sufficiency and stability that is both scientifically rigorous and highly relevant to family self-sufficiency programs and research. The members of the Scholars Network work independently and collectively to undertake a systematic, multi-disciplinary examination of the current gaps in family self-sufficiency and stability policies, programs and existing research; execute research and program evaluation activities in collaboration with state and local human services agencies and community-based organizations; and participate in a multi-disciplinary learning community by collaborating with other members of the Network and affiliated scholars.

The third and final component of the Consortium is the Family Self-Sufficiency Data Center**.** The Data Center serves as a hub to support the development of state and institutional capacity for data collection, linkage, and, where necessary, storage in order to provide access to high quality data to practitioners and policymakers in family self-sufficiency programs and research. The Data Center works independently as well as collaborating with members of the Scholars Network.

Additionally, OPRE supports the dissemination of research and evaluation on TANF and related safety net programs through the *Self-Sufficiency Research Clearinghouse (SSRC).* The SSRC is an ever-growing virtual portal of research on low-income and TANF families and an online hub for professional networking among researchers, policymakers and practitioners who serve these populations. The SSRC aims to improve policy and practice in such areas as employment, education and training, and family self-sufficiency by improving access to field-tested, evidence-informed and evidence-based program strategies and high-quality research and by fostering professional connectivity among its targeted audiences.

Employment and the Labor Market

A major focus of OPRE's and ASPE's research involves strategies for helping TANF recipients and other low-income individuals find jobs, maintain employment, and advance in the labor market. State and local TANF officials and other service providers continually express the need for more information and guidance as they develop employment-focused strategies to work more effectively with TANF recipients who face substantial barriers to employment. Using labor market data to study factors that affect job retention and wage advancement among TANF recipients and other low-income and disadvantaged workers also is an important part of OPRE's and ASPE's work.

Finding Jobs, Maintaining Employment, and Advancing in the Labor Market

In 2010, OPRE launched the Subsidized and Transitional Employment Demonstration Project (STED) to demonstrate and evaluate the next generation of subsidized employment models for critical low-income populations (e.g., non-custodial fathers, low-income youth at risk of unsuccessful transition to the labor force, TANF clients, and low-income individuals with disabilities). The project, led by MDRC, examines strategies aimed at providing transitional and counter-cyclical employment strategies for successfully transitioning individuals from short-term subsidized employment to unsubsidized employment in the labor market. These strategies build upon approaches that have demonstrated empirical effectiveness in previous studies, test new and innovative interventions designed to demonstrate promising program components and adapt to current policy environments at the federal, state, and local levels. The evaluation includes a random assignment impact evaluation, an implementation evaluation at each project site, and an analysis of the costs and benefits (both financial and non-financial) of the subsidized employment programs included in the evaluation. Of particular note is STED's six-month, in-program survey, which will attempt to measure some of the potential non-economic benefits of subsidized employment, including emotional and social well-being.

The STED Project is being conducted in close coordination with DOL's Enhanced Transitional Jobs Demonstration (ETJD). Implemented by DOL's Employment and Training Administration (ETA), ETJD supplies grant funds to provide temporary, paid work experiences to non-custodial parents and ex-offenders to improve their employability, earnings, and opportunities for advancement. Seven grantees received four-year grants, which require participation in a rigorous, experimental evaluation and partnerships with child support enforcement and criminal justice agencies, as appropriate. Given the complementary nature of these evaluations, OPRE and ETA have agreed to coordinate the STED and ETJD studies. This coordination includes shared data collection instruments, shared evaluation sites, and coordinated reporting efforts.

STED began with a short-term analysis of what is known about existing or previous approaches to subsidized employment, including transitional jobs, especially within the context of current TANF policies and requirements, as well as efforts under the American Recovery and Reinvestment Act, in the report, Subsidizing Employment Opportunities for Low- Income

Families: A Review of State Employment Programs Created through the TANF Emergency Fund. The programs tested in STED feature a variety of approaches to subsidized employment ranging from paid work experience to on-the-job training to placements in private sector positions. The sites also will vary in their target populations and will likely target TANF recipients, TANF individuals who have reached their time limits, low-income UI exhaustees, and disconnected youth. The report, Testing the Next Generation of Subsidized Employment Programs: An Introduction to the Subsidized and Transitional Employment Demonstration and the Enhanced Transitional Jobs Demonstration, presents profiles on all sites included in the STED and ETJD studies.

In addition to transitional jobs, job search activities are a significant area of program attention and prior research. Both TANF and workforce development agencies incorporate these activities into their programs. While job search activities are often included as an essential component of programs that have been the subject of OPRE-sponsored evaluations, they have not previously been the independent focus of rigorous examination. In the fall of 2011, OPRE launched the Design Options of the Search for Employment (DOSE) project to address these gaps in the literature. DOSE explores the potential to develop rigorous impact evaluations of alternative job search strategies. The project scanned the current state of knowledge of job search strategies and developed ideas to test job search strategies and approaches. The knowledge development report features a foundational conceptual framework to guide the other components of the project, as well as an extensive review of the literature around job search strategies in the TANF and Unemployment Insurance programs and other salient research. Abt Associates conducted the project, which concluded with a final evaluation design options report in March 2013.

Following the recommendations generated from DOSE, OPRE launched the Job Search Assistance (JSA) Strategies Evaluation in the fall 2013, which is being conducted by Abt Associates, Mathematica Policy Research, The Nelson A. Rockefeller Institute of Government, and other consultants. The JSA evaluation will feature a multi-site random assignment evaluation to measure the relative impact of specific job search services offered by TANF programs on short-term labor market outcomes such as earnings and time to employment. These outcomes will be measured using administrative data sources, including the National Directory of New Hires, as well as follow-up survey data from a subsample of participants.

In 2013, OPRE launched the Employment Strategies for Low-Income Adults Evidence Review to conduct a comprehensive review of the evidence base on employment and training programs and strategies for low-income adults. The review, which is being conducted by Mathematica Policy Research, will systematically identify, assess, and synthesize evidence from the existing research literature and then use this synthesis to identify programs and strategies with the strongest evidence of effectiveness. Results of the review will be released by the end of 2015 and will be available on the ACF website.

Using Labor Market Data

To move beyond job search and study the labor market factors that affect job retention and wage advancement among low-income and disadvantaged workers, ASPE has funded a series of analyses using panel data from the Survey of Income and Program Participation (SIPP), and data from the Longitudinal Employer Household Dynamics (LEHD) program housed at the Census Bureau. These data programs provide longitudinal information that can be used to track the employment and economic outcomes over time of low-income and other disadvantaged populations, including TANF recipients, former recipients, and those at risk of entering TANF.

ASPE is conducting a project with Mathematica Policy Research on Single Mothers and Unemployment. This project uses longitudinal SIPP data to identify and analyze the occurrence and duration of job loss among single mothers during the most recent recession. Using quarterly data from the CPS, ASPE conducted the Employment Patterns among Persons with Children during the Recession study. Analyses indicate that employment patterns of persons with children under age 18 have largely mirrored the employment patterns of the rest of the labor force during the recession, including a decrease in employment throughout 2008 and 2009. Findings show an increase in the percentage of couples with neither parent employed and an increase in the percentage of single mothers who were neither employed nor living with an employed cohabiting partner.

Currently, ASPE is continuing a study using the longitudinal LEHD data linked with TANF administrative data to examine the employment and earnings outcomes and performance measures for cohorts of individuals who left TANF at various points over the past 10 to 15 years. Initial results for those who left TANF in the early 2000s (in 35 states) show that quarterly employment rates were similar to employment rate outcomes found in studies of TANF leavers from the late 1990s, just after passage of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA). Median quarterly earnings in the first year following TANF exit, however, were somewhat lower for TANF leavers in the early 2000s compared with TANF leavers in the late 1990s. Average quarterly earnings for employed TANF leavers increased by nearly 40 percent over this period.

Education and Training

OPRE and ASPE also have strong histories of sponsoring rigorous research on the effectiveness of education and training strategies for improving employment and earnings for TANF recipients and other low-income individuals. Beginning in 2007, with the launch of the Innovative Strategies for Increasing Self-Sufficiency evaluation, now titled the Pathways to Advancing Careers and Education (PACE) project, and continuing with the creation of the Health Professions Opportunity Grant program (HPOG), ACF has developed a robust portfolio of research in the career pathways approach to education and training.

Pathways to Advancing Careers and Education (PACE) project

In 2007, ACF initiated the PACE project, a multi-site, random assignment evaluation of promising strategies for increasing employment and self-sufficiency among low-income families. During the project's development, consensus emerged that the evaluation should study interventions with potential for substantial effects on earnings and income rather than just modest effects, should prioritize strategies focused on skills development, and should focus on a relatively wide population of low-income parents (not limited to TANF recipients). Based on stakeholder input, the PACE team has come to focus on career pathways as the main intervention framework to study.

Career pathways are designed to allow entries, exits, and re-entries at each step—depending on skill levels and prior training, employment, and changing personal situations. Each step is designed to incorporate core program strategies (described below). The program strategies involve partnerships between multiple organizations, including community-based organizations, community colleges and other postsecondary training providers, human services and workforce agencies, and employers. Programs also emphasize partnerships within institutions, such as between community college departments.

To engage, retain, and facilitate learning among low-skilled adults, the career pathways framework includes four categories of service strategies: (1) assessments of skills and needs; (2) promising and innovative approaches to basic skills instruction and occupational training ("core curriculum"); (3) academic and non-academic supports to promote success; and (4) approaches for connecting students with career-track employment opportunities. Within each of these categories, a variety of strategies have emerged as emblematic, or signature, elements of promising approaches. Though there has been a trend to develop comprehensive programs inclusive of all of these strategies, the extent and ways in which programs include these strategies vary.

The PACE team is working on evaluation designs in nine innovative sites operating career pathways programs around the country. These PACE partners include the Des Moines Area Community College (Prepared Learner Program), I-BEST Program in select colleges in Washington State, Instituto del Progresso Latino (Carreras en Salud), Madison Area Technical College (Center for Adult Learning), Pima Community College (Pathways to Healthcare), San Diego Workforce Partnership (Bridge to Employment), Valley Initiative for Development and Advancement, Workforce Development Council of Seattle-King County (Health Careers for All), and Year Up.

Evaluation Portfolio for the Health Profession Opportunity Grants (HPOG) Program

Another education- and training-based OPRE project is the evaluation portfolio for the Health Profession Opportunity Grants (HPOG) Program. HPOG, authorized by the Affordable Care Act, provides funds for demonstration projects to provide TANF recipients and other low-income individuals with opportunities for education, training, and advancement that lead to jobs that pay well and address the healthcare professions' workforce needs. In FY 2010, OFA awarded 32 five-year HPOG grants to organizations in 23 states, with approximately $67 million dispersed annually. HPOG grantees are postsecondary educational institutions, workforce investment boards, state or local government agencies, and community-based organizations. Five are tribal organizations. These demonstration projects are intended to address two pervasive and growing problems: the increasing shortfall in supply of healthcare professionals in the face of expanding demand and the increasing requirement for a post-secondary education to secure a job with a living wage for families. Grant funds may be used for training and education as well as supportive services such as case management, child care, and transportation. Seventeen percent of enrollees in HPOG grantee programs were TANF recipients through Year 3.

OPRE is utilizing a multi-pronged evaluation strategy in the Evaluation Portfolio for the HPOG Program to assess the HPOG demonstration projects. This strategy includes the following components: (1) the HPOG Implementation, Systems, and Outcome Project; (2) Evaluation of Tribal HPOG; (3) HPOG Impact Study; (4) additional impact studies of a subset of HPOG grantees through the Pathways for Advancing Careers and Education project (described above); (5) National Implementation Evaluation of HPOG; (6) University Partnership Research Grants for HPOG; and (7) Career Pathways Intermediate Outcomes Study. These research and evaluation activities aim to provide information on program implementation, systems change, outcomes, and impact. The various components are closely coordinated to avoid duplicative efforts, maximize the reuse of data and information that is collected, reduce burden on grantees in terms of participating in the federal evaluation activities and meeting performance management requirements, and promote cross-project learning.

Family Strengthening

Given the large body of research on the strong link between family structure and relationships and a child's prospects for success, both ACF and ASPE include a focus on family strengthening research and evaluation. OPRE has undertaken a number of projects to assess the effectiveness of healthy marriage and relationship education programs in improving family life outcomes, including child well-being, for different target populations as well as responsible fatherhood programs.

Healthy Marriage and Relationships

The Building Strong Families (BSF) Demonstration and Evaluation, conducted by Mathematica Policy Research, was a large-scale, multi-site implementation and impact evaluation of marriage and relationship education programs for romantically involved, low-income unmarried parents (18 or older) who were expecting or had a child three months of age or younger. The BSF project was developed in response to research indicating that although many romantically involved unmarried parents expressed a desire and expectation to marry each other, their aspirations were largely not met as many broke up within a few years after the birth of their child. BSF was a first-generation Healthy Marriage program model, designed to support parents' desires to build strong families and tested in eight programs across the country. The program model included: (1) relationship and marriage education skills workshops, (2) case management through family support workers, and (3) referrals to other needed services. The BSF evaluation utilized a random assignment design, two rounds of survey data (at 15 and 36 months), and observational data collection for impact analysis and implementation analyses. An interim report on program impacts on key measures as well as an implementation report documenting program management and operations by the eight agencies, were released in May 2010. These findings were also published in the Journal of Policy Analysis and Management, Vol. 31, No. 2, 228–252 (2012). The final impact report presenting longer term (36 month) findings was released in November 2012, and, like the interim impact report, presents findings on key measures related to relationship status and quality, parenting and father involvement, and parent and child well-being.

The final impact analyses indicate that overall the BSF program model was not successful at improving couples' relationships and other key family life outcomes compared to outcomes for parents assigned to the control group. The final analyses found negative impacts on some measures such as living together, time fathers spent with children, and the percent providing substantial support. The positive interim impacts found in one program did not persist over the longer term except for a positive impact on the proportion of children living with both biological parents.

While the BSF evaluation focused on unwed parents, the Supporting Healthy Marriage (SHM) evaluation, conducted for ACF by MDRC, assessed the impacts and the implementation of a similar first-generation Healthy Marriage model for low-income married couples with children. The SHM program model, operated by eight organizations in seven states, included marriage and relationship skills education workshops, case management services, and linkages to other needed services and supplemental activities for up to one year. The SHM evaluation utilized a random assignment design with two rounds of survey and observational data collection for impact analysis (at 12 and 30 months), as well as implementation analyses. Initial impact and implementation reports were released in 2012 and a report on the longer term (30-month) follow-up was released in 2014. In the long-term, SHM did not affect divorce rates (i.e. it did not lead more couples to stay together), though it did produce a consistent pattern of sustained small positive effects on couples' relationships. For example, compared with the control group at 30 months, the program group reported higher levels of marital happiness; lower levels of marital distress and infidelity; greater warmth, support, and positive communication; and less antagonistic and hostile behaviors in their interactions with their spouses. The program group also reported experiencing less psychological abuse than the control group. These impacts are similar to the impacts reported at 12 months. SHM had little effect on indicators of co-parenting, parenting, or child well-being.

ACF undertook another evaluation study, the Community Healthy Marriage Initiative Evaluation (CHMI), conducted by RTI International and the Urban Institute. This evaluation included: (1) implementation evaluations of 14 Office of Child Support Enforcement (OCSE)-sponsored demonstrations and (2) an impact and implementation evaluation in six communities based on a matched-community pairs design. The impact evaluation assessed the effects of federally-funded healthy marriage and relationship education services offered to a wide array of community members (i.e., singles, engaged couples, married couples, or unmarried parents) through multiple community partners in designated community areas. The evaluation assessed impacts at the community level through administration of a baseline and 24-month follow-up survey of a representative sample of adults in the demonstration and comparison communities. The impact evaluation found no consistent pattern of effects on the range of family life measures assessed across the demonstration and comparison communities or between the community pairs. The impact and implementation report was released in November 2012. Reports on the implementation of the OCSE-sponsored demonstrations also have been released.

In 2007, ASPE established the National Center for Family and Marriage Research through a cooperative agreement with Bowling Green State University. The Center examines how marriage and family structure affect the health and well-being of individuals, families, children, and communities by addressing key research questions and establishing a network of multi-disciplinary scholars who research marriage and family structure, develop and train future researchers, improve research methods and data to understand the effects of family structure in various domains across the life span, and actively disseminate findings.

In addition, ASPE contracted with Mathematica Policy Research to commission a series of research papers examining the interaction between marriage and health in the African-American community. These papers were presented at *Social Determinants of Health: A Forum on the Relationship Between Marriage and Health Outcomes in African American Communities*, held in March of 2010, and published in two special issues of the *Journal of Family Issues*, entitled "Examining the Relationship Between Marriage and Health in African American Communities," published in August 2010 (volume 31, number 8) and September 2010 (volume 31, number 9).

To document approaches to incorporate culturally-appropriate services for diverse Hispanic populations, ACF and ASPE jointly-funded the Hispanic Healthy Marriage Initiative Evaluation. The study, led by the Lewin Group, included selected federally-funded Healthy Marriage grant programs serving primarily Hispanic individuals or couples and utilized multiple research strategies. A series of research briefs were released in 2012 and 2013.

In 2013, ACF awarded the Healthy Marriage and Relationship Education – Models and Measures (3M) project to Child Trends. 3M was an 18-month contract designed to bring together experts in the field to develop recommendations for "next-generation" marriage/relationship education models for diverse populations. The new models built on previous implementation and impact evaluation evidence, the experience and views of program operators, and other key sources of information. The project involved refining existing measures and measurement methods related to healthy marriage/relationship education, as well as developing and validating alternative measures that better reflect the relationships of diverse couples and the interventions in which they participate.

Fatherhood

In 2006, ACF and ASPE awarded a contract to RTI International to conduct the Evaluation of the Marriage and Family Strengthening Grants for Incarcerated and Reentering Fathers and their Partners. The evaluation will identify promising approaches to design interventions for couples where one partner is involved with the criminal justice system. The project includes an implementation evaluation of 12 sites and an impact evaluation in five sites, to evaluate what types of programs work best and what effects they may have on fostering healthy marriages, families, and children. Final implementation findings are available on ASPE's website. The final impact report is expected in 2015.

The Parents and Children Together (PACT) evaluation (2011-2016) is a formative study employing multiple evaluation strategies – including impact, implementation, and qualitative approaches – to describe and assess the impacts of both selected Responsible Fatherhood and Healthy Marriage grant programs. Interim descriptive reports regarding program and participant characteristics and implementation lessons have been released in 2015 with additional reports expected in 2016 with a final impact report on a range of family life outcomes expected in 2017. A report from a sub-study focused on Responsible Fatherhood programs serving Hispanic populations is expected in 2015.

In 2011, ACF also awarded a contract to the Urban Institute to document the implementation of selected Responsible Fatherhood grant programs providing services to incarcerated fathers or those recently released. An interim report for the Ex-Prisoner Reentry Strategies Study on early grantee operational experiences and lessons as well as participant experiences is planned for late 2014 with a final report to be released in 2015.

ASPE also engages in other methods of information collection around fatherhood-related issues. In 2011, ASPE provided supplemental funding to a National Institute of Child Health and Human Development (NICHD) grant on the Transitions to Fatherhood, to examine the costs and consequences of premature fatherhood. Findings from the supplemental grant will be submitted for journal publication. To improve future evaluations of fatherhood programs, the ASPE project, Inside the Black Box: Improving Tools to Better Understand Program Impacts, reviewed program evaluation and theoretical literature and consulted experts to identify nondemographic characteristics that could be measured at baseline to better identify subgroups of low-income fathers in future evaluations. The project included an environmental scan of innovative approaches used in other fields to examine subgroups, a literature review, a roundtable convening with federal and nonfederal experts to discuss implementation of findings, and a report that synthesized project findings.

For another project, ***Race, Place, and Poverty***, ASPE convened a symposium of a diverse group of experts with research and practitioner knowledge of low-income, urban men to begin to understand the perspectives of these men and the broader contextual factors affecting their well-being and ability to access and/or benefit from education, employment, and social services. Five domains were explored: educational attainment, employment and labor force attachment, family formation and stability, contact with the criminal justice system, and physical and mental health. Six reports from the project were published in June 2014, summarized in Summary of an Urban Ethnographers' Symposium on Low-Income Men. See the ASPE website for additional reports from this project.

In 2013, ASPE and ACF awarded a contract to RTI International to conduct the Linking Low-Income Men to Medicaid and The Health Insurance Marketplace study. The Affordable Care Act and the expansion of Medicaid eligibility to low-income, adults without children in participating states present a historic opportunity to enroll low-income men in health insurance. This project provides training and technical assistance to community-based organizations working with low-income men on: (1) the characteristics of newly eligible low-income men and their barriers for accessing and utilizing health care coverage and services; (2) promising outreach, enrollment, and messaging strategies for low-income men from both existing health and human service programs serving low-income men and emerging efforts under the Affordable Care Act; and (3) the feasibility of child support, responsible fatherhood, and other ACF programs becoming vehicles for enrollment. The *Why Health Matters for Fathers* brief, released December 2015, provides easy to implement strategies community-based organizations can use to talk to men about their health and connect them with health care coverage. The National Research Center on Hispanic Children and Families (NRCHCF) was established in October 2013 under a cooperative agreement with Child Trends, Abt Associates, and university partners. NRCHCF generates new research and translates research across three priority areas—poverty reduction and self-sufficiency, healthy marriage and responsible fatherhood, and early care and education—to build knowledge and inform ACF programs and policies to better serve Hispanic children and families. The Center has three primary goals: (1) advance a cutting-edge research agenda; (2) build research capacity; and (3) translate emerging research.

In 2013, OPRE initiated the Home Visiting: Approaches to Father Engagement and Fathers' Experiences Study. The project is being conducted by the Urban Institute and is a qualitative, exploratory study that documents: (1) the strategies used by selected home visiting programs to effectively engage fathers in home visiting services; (2) the perspectives and experiences of program staff in these programs; (3) the experiences and views of fathers who have participated in the selected programs; and (4) lessons for other programs that are interested in more fully engaging fathers with young children in their services and activities. Site visits will be conducted at five selected home visiting programs that vary in their service delivery models, the populations they serve, and geographic location. Data will be collected through small group and one-on-one interviews with program directors, supervisors, home visitors, and participating fathers and mothers. Study results are expected in 2015.

Many home visiting models attempt to change maternal outcomes, including employment and receipt of TANF, with the long-term goal of improving family and child outcomes. The Affordable Care Act authorized the creation of the Maternal, Infant and Early Childhood Home Visiting (MIECHV) program, which is jointly administered by the Health Resource and Services Administration (HRSA) and ACF. MIECHV provides home visitation to low-income expectant mothers and mothers providing information, referrals, and parenting support to reduce child maltreatment, improve maternal and child health, improve early school readiness, and increase economic self-sufficiency.

One part of the MIECHV program that ACF is overseeing is the Mother and Infant Home Visiting Program Evaluation (MIHOPE), which is the legislatively mandated national evaluation of the MIECHV program. MIHOPE is a random assignment study of pregnant women and families with children up to 6 months old who are eligible for MIECHV-funded home visiting programs. The study is being conducted in 87 MIECHV-funded sites implementing one of four home visiting models (Early Head Start-Home Visiting; Healthy Families America; Nurse-Family Partnership; and Parents as Teachers) across 12 states. As of September 30, 2015, all families have enrolled in the study and been randomized into a home visiting or control group. MIHOPE is collecting a diverse and rich set of data that will be used to examine the impacts, implementation, and cost of the program across the broad array of outcome domains that MIECHV aims to affect. This includes an impact analysis measuring, among other outcomes, the effects of MIECHV programs on the socio-economic successes of participants, including information on income, employment, employment stability, earnings, unemployment insurance and other benefits usage, educational attainment and success in accessing support in the community to achieve family economic self-sufficiency.

Findings will be reported in multiple reports. First, the results of an analysis of the needs assessments states' prepared in order to apply for funding, and information about the baseline characteristics of families, staff, and programs participating in the study was reported to Congress in February 2015. Second, implementation findings will be included in a report currently scheduled to be released in late 2017/early 2018. Finally, impact findings are planned to be released in a report in late 2018.

The Fatherhood and Marriage Local Evaluation (FaMLE) and Cross-Site Project is designed to strengthen grantee-led evaluations (also called "local evaluations") and conduct cross-site analysis for the next (FY2015) cohort of Responsible Fatherhood and Healthy Marriage grantees.

The project will support grantees by compiling evaluation resources, reviewing implementation and evaluation plans, and directly assisting a sub-set of grantees with their local evaluations. Ultimately, the project will assess how grantees designed and implemented their programs, and will describe outcomes for participants in the programs.

ACF awarded a cooperative agreement to Temple University in 2013 to establish the Fatherhood Research and Practice Network (FRPN). FRPN has three broad goals: (1) to promote rigorous evaluation of fatherhood programs that serve low-income populations; (2) to expand the number of practitioners and researchers collaborating to evaluate these programs; and (3) to disseminate information that leads to effective fatherhood practice and evaluation research. FRPN will award small sub-grants to researcher-practitioner teams to generate new evaluation research on fatherhood programs and help to build the knowledge base. In addition, FRPN launched a website where they highlight recent fatherhood research, disseminate training and technical assistance materials related to evaluation research in fatherhood programs, and facilitate a forum where researchers and practitioners can connect.

Evidence Review

To inform the Healthy Marriage and Responsible Fatherhood research and practice fields about effectiveness of programming, ACF conducted the Strengthening Families Evidence Review, a systematic review of research on programs serving low-income fathers or couples. The review targeted studies with a range of designs, including those that assess program effectiveness and those that focus on program implementation only. The team included researchers, experts in the field, and practitioners. During the review process, the research team used criteria similar to other HHS-sponsored systematic reviews to rate each study on the strength of its design for detecting impacts of the program. The results of the review are compiled in two reports, one on low-income fathers, the other on low-income couples.

Cross-cutting Research

In addition to research that falls clearly within the substantive areas of TANF and the safety net, employment and the labor market, education and training, and family strengthening, OPRE's and ASPE's family self-sufficiency research portfolios include several projects, specifically in the fields of behavioral economics, child care, and homelessness, that cut across these issues.

Behavioral Economics

The Behavioral Interventions to Advance Self-Sufficiency (BIAS) project, launched by OPRE in 2010, is the first systematic attempt to apply a behavioral economics lens to programs that serve poor families in the U.S. The emerging science of behavioral economics, a blend of psychology and economics, has the potential to offer new insights to a variety of seemingly intractable social policy problems. The purpose of the project is to apply behavioral insights to issues related to operations, implementation, structure, and efficacy of social service programs and policies to explore how behavioral nudges and cues such as defaults, channel factors, and planning prompts can improve the ability of ACF programs, staff, and clients to achieve desired outcomes. Ultimately, BIAS will provide new insights as to how tools from behavioral science can be used to improve the well-being of low-income children, adults, and families. MDRS is conducting the BIAS project.

In the first two years of the project, the BIAS team developed a strong base of knowledge of the existing behavioral economics literature and the needs of human services programs. The team engaged in detailed conversations with stakeholders from the academic, policy, and practitioner communities and created a glossary of behavioral interventions from a review of select field experiments. Additionally, the team hosted a Peer Practicum where program administrators from across the nation joined with behavioral experts to explore the application of behavioral economics to ACF programs. The BIAS report "Behavioral Economics and Social Policy: Designing Innovative Solutions for Programs Supported by the Administration for Children and Families" describes insights from these early stages of the project.

The BIAS team continues to work with human services agencies in eight states and localities to diagnose program challenges using a behavioral economics lens and design behaviorally-informed interventions using a process called behavioral diagnosis and design. Promising interventions will be tested using rigorous research designs. Future publications will report the impacts of these interventions.

Child Care

In addition to the TANF Research Synthesis Briefs mentioned above, OPRE sponsored a joint CCDF Research Synthesis Project that also produced a series of research briefs. Completed in 2012, the purpose of this project was to inform research planning and support evidence-based decision making related to the Child Care and Development Fund (CCDF) programs. This project identified important areas and topics where research was needed to inform policy and practice and synthesized and summarized the existing knowledge base on these issues. The goal was to make the most recent, rigorous, and relevant research related to CCDF available in a format useful for both researchers and policymakers. Topics covered in the briefs include: how CCDF policies affect providers, research on children's health and safety in child care, and client-friendly strategies for CCDF.

OPRE, through a contract to NORC at the University of Chicago in partnership with Chapin Hall at the University of Chicago and Child Trends, is conducting the National Survey of Early Care and Education (NSECE). This survey documented the Nation's current utilization of early care and education (including school-age care), and the availability of early childhood programs for children birth to age 5-years, not yet in kindergarten, in order to deepen the understanding of the extent to which families' needs and preferences coordinate well with provider's offerings and constraints. The experiences of low-income families were the focus of measures used in the surveys implemented given their significance to early care and education/school-age public policy. The NSECE included nationally-representative samples, including interviews in all fifty states and Washington, DC, and collected detailed employment information on all adults in the household as well as all child care arrangements for children birth to 13-years. These data allow researchers to analyze and better understand the interaction between employment schedules and utilization of different types of non-parental care for children in the household, and how access to child care and receipt of child care subsidies by low-income families may be related to employment status, job stability, and type of employment.

Information about additional child care-related research conducted by ACF can be found through the website of OPRE's Division of Child and Family Development.

ASPE also engages in child care-related research. ASPE used its Transfer Income Model (TRIM), a micro-simulation model maintained through a contract with the Urban Institute, to produce Estimates of Child Care Eligibility and Receipt for Fiscal Year 2012. This report showed that fewer than one out of six (15 percent) children potentially eligible to receive subsidized care, based on the Federal eligibility parameters of CCDF, received subsidized care through CCDF or related government funding streams, including TANF, in an average month in FY 2012. Results from 2013 are expected to be published in late 2016.

Homelessness

In 2010, ASPE undertook the Linking Human Services and Housing Assistance for Homeless Families and Families at Risk of Homelessness project to observe 14 communities that coordinate federally-funded housing supports and comprehensive services to more effectively serve homeless families and families at risk of becoming homeless. Of the 14 communities observed, four of the community models involved TANF in some way. For example, one community used TANF Emergency Contingency Funds to leverage HUD's Homelessness Prevention and Rapid Re-Housing Program dollars to provide housing and services to homeless families. Other communities targeted their program models to families enrolled in TANF and used TANF funding for services provided to homeless families. Case managers in many communities assisted families in applying for public benefits, including TANF. In at least one community, TANF staff served on a multi-disciplinary case review panel for homeless families enrolling in the program.

In addition to the study report, this project produced Human Services and Housing Supports to Address Family Homelessness: Promising Practices in the Field, which identified ten promising practices that were features of the 14 communities observed in the study. The project was conducted by Abt Associates and was completed in 2012.

Youth Development

OPRE launched the Youth Demonstration Development Project (YDD) in 2009 to systematically review the current field of research on youth development and successful transition to adulthood. YDD was conducted by Mathematica Policy Research and Chapin Hall at the University of

Chicago to develop a conceptual framework that could be applied to existing or new programs to improve the well-being of at-risk youth, increase their ability to become self-sufficient adults and avoid long-term reliance on public assistance. In addition to this conceptual framework, the project produced briefs on the well-being of LGB youth transitioning out of foster care, an assessment of promising occupations for at-risk youth that could put them on a path to becoming independent adults, and a research synthesis to support youth programming.