

# TEMPORARY ASSISTANCE FOR NEEDY FAMILIES

13<sup>th</sup> Report to Congress  
Fiscal Years 2016 through 2021

U.S. Department of Health and Human Services

Administration for Children and Families

Office of Family Assistance



ADMINISTRATION FOR  
**CHILDREN & 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 (Guam, the U.S. Virgin Islands, and Puerto Rico), and Washington, DC (hereafter “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 is intended to foster economic security and stability for families with children with low incomes. TANF funds states’ monthly cash assistance payments to low-income families with children, as well as a wide range of services provided by states 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
- (4) encourage the formation and maintenance of two-parent families.

At the federal level, TANF and Tribal TANF are administered by the Office of Family Assistance (OFA) within the Administration for Children and Families (ACF), an agency of the U.S. Department of Health and Human Services (HHS). OFA also administers the Native Employment Works (NEW) program, Healthy Marriage and Responsible Fatherhood (HMRF) grants, and Tribal TANF-Child Welfare Coordination grants. From 2010 to 2021, OFA administered the Health Profession Opportunity Grants (HPOG).

This report provides data for fiscal year (FY) 2016 through FY 2021 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, provides national data on non-marital births, and presents child poverty statistics. Below is a short summary of each chapter in this report.

### **Chapter I – TANF Spending**

In FY 2021, states received federal TANF block grants totaling about \$16.5 billion. In addition, 14 qualifying states received a combined total of over \$608 million in FY 2021 Contingency Funds.

Combined federal TANF and state maintenance-of-effort (MOE) expenditures and transfers totaled \$30.32 billion in FY 2021. Nationwide, states continued to exercise the flexibility of the block grant to address a wide range of needs of TANF-eligible participants within the four broad categories of the statute.

## **Chapter II – Caseload**

In FY 2021, a monthly average of 960,000 families, with 2.51 million recipients, received TANF assistance funded either by federal TANF block grant funds and/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.

Between FY 2016 and FY 2021, the average monthly caseload decreased by about 570,000 families (37.2 percent). The average monthly number of families receiving TANF or SSP-MOE assistance declined in 44 states and 3 territories from FY 2016 to FY 2021.

## **Chapter III – Work Participation Rates**

Work participation rates measure the degree to which families with a “work-eligible individual” receiving assistance 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 2021 was 33.6 percent, a decrease from the FY 2016 national average overall rate of 51.9 percent. The national average two-parent rate achieved in FY 2021 was 37.9 percent, a decrease from FY 2016’s 70.8 percent national average.

For FY 2021, seven states and one territory failed their required two-parent work participation rates, one state failed its overall work participation rate, and two states failed both their overall and two-parent work participation rates.

## **Chapter IV– Characteristics and Financial Circumstances of TANF Recipients**

TANF program data is collected monthly and reported quarterly to HHS, as required of states. The data include disaggregated case record information on families receiving assistance, families no longer receiving assistance, and families newly approved for assistance. The following statistics apply to families receiving assistance under the TANF program (and thus exclude those receiving assistance in an SSP).

In FY 2021, the average number of recipients in TANF families was 2.3, including an average of 1.8 child recipients. Among TANF recipient families, 50.6 percent had one child. In FY 2021,

there were approximately 419,000 child-only cases (i.e., those in which no adult's needs are taken into account in the calculation of TANF assistance), which accounted for 52.1 percent of the total TANF caseload.

In FY 2021, 68.3 percent of children receiving TANF assistance were young children under the age of 12. Race/ethnicity data demonstrate that Hispanic children comprised 36.8 percent of children receiving TANF assistance in FY 2021, while 28.2 percent of TANF children were Black, and 26.2 percent were White.

In terms of educational attainment, 56.0 percent of TANF adult recipients in FY 2021 had completed high school (or its equivalent), 34.5 percent had less than a high school level of education, and 9.5 percent of adult recipients had achieved more than a high school level of education.

The average monthly amount of TANF cash assistance for families was \$517. In FY 2021, 15.0 percent of TANF families had non-TANF income. Some 7.4 percent of TANF families had earned income with an average monthly amount of \$1,120, while 8.2 percent of the TANF families had unearned income (including Social Security, Supplemental Security Income, Unemployment Insurance, and Worker's Compensation) with an average monthly amount of \$624. About 11.6 percent of TANF families received child support in FY 2021, with an average monthly amount of \$284. States reported that 81.0 percent of TANF families received Supplemental Nutrition Assistance Program (SNAP) benefits in FY 2021, which is consistent with levels over the previous decade. These families received average monthly SNAP benefits of \$489.

## **Chapter V – TANF Performance Measures**

ACF calculates performance measures of TANF work-eligible individuals by matching monthly TANF data to the quarterly wage files on the National Directory of New Hires (NDNH). ACF uses 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. These performance measures capture near-term employment of TANF work-eligible individuals (WEIs) in families that received TANF cash assistance.

In FY 2019, the most recent year with data available, 17.2 percent of TANF WEIs who were unemployed at baseline were employed (i.e., reported earnings) in the following quarter. The median earnings gain rate is the median of the percentage change in earnings for WEIs between baseline and two quarters later, provided they were employed at baseline and the second subsequent quarter. In FY 2019, the median percentage change in earnings for WEIs was 27.3 percent.

## **Chapter VI – Specific Provisions of State TANF Programs**

The tables in this chapter were derived from information collected in the “Welfare Rules Databook: State TANF Policies as of July 2020,” published by the Urban Institute with funding by the ACF Office of Planning, Research, and Evaluation (OPRE). 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 VII – Work and Earnings**

In 2021, 56 percent of low-income single mothers with children under 18 were employed. For the one-fifth of female-headed families with the lowest income, the average annual earnings (including those with and without earnings) in 2021 was \$3,734 (in 2021 dollars).

## **Chapter VIII – Child Poverty**

In 2021, the federal poverty threshold for a family of four (two adults plus two children) was \$27,479. The percentage of children (persons under 18) in poverty declined from 18.0 percent in 2016 to 15.3 percent in 2021. The total number of children in poverty in 2021 was 10.8 million.

## **Chapter IX – Non-Marital 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” (i.e., non-marital) pregnancies. Since data on non-marital *pregnancies* are not collected, 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 non-marital to total births. The birth rate for unmarried women aged 15 to 44 years decreased from 47.5 births per 1,000 unmarried women in 2010 (the most recent peak) to 37.8 births per 1,000 unmarried women in 2021. The proportion of births to unmarried women increased steadily from 1960 to 2007 and has since plateaued at about 40.0 percent.

## **Chapter X – TANF and Child Support**

Preliminary data for FY 2021 show that the child support program served 13.2 million children nationwide. Due in large part to the TANF caseload decline over the past two decades, the vast majority of child support services are now provided to non-public assistance cases. There were just under 1 million child support cases in which the child was currently receiving public assistance (defined as those families where the children are either recipients of TANF or entitled to Foster Care maintenance payments) in FY 2021, accounting for 7.4 percent of the total caseload. Cases in which the children were formerly receiving public assistance constituted 40.3 percent of the FY 2021 child support caseload and cases in which the children have never received public assistance constituted 52.3 percent of the FY 2021 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 (rather than reimburse themselves for TANF payments to the families), and how much of that income should be considered during benefit and eligibility calculations.



## **Chapter XI – Tribal Programs**

OFA administers three tribal grant programs:

- Tribal Temporary Assistance for Needy Families (Tribal TANF)
- Native Employment Works (NEW)
- Tribal TANF-Child Welfare Grant Program (TTCW)

Additionally, OFA coordinates with the Bureau of Indian Affairs on Tribal TANF and NEW programs integrated into 477 plans under Public Law 102-477.

Federally recognized American Indian Tribes and Alaska Native organizations may elect to operate TANF programs to serve eligible families. By the close of FY 2021, 75 Tribal TANF plans were approved to operate on behalf of approximately 287 tribes and Alaska Native villages and serve the non-reservation area of 127 counties. In FY 2021, Tribal TANF programs received \$208 million in federal funds.

The Native Employment Works (NEW) program provides work-related activities to support job readiness, job placement, and job retention for tribal service areas. Federally recognized Indian tribes and Alaska Native organizations that operated a Tribal Job Opportunities and Basic Skills Program (JOBS) Program in 1995 are the only tribes eligible for NEW program funding. In FY 2021, 78 tribes administered NEW programs totaling \$7,535,110 in awarded funds. In addition, eight Tribal TANF grantees operate discretionary grants for coordination of Tribal TANF and child welfare services to tribal families at risk of child abuse or neglect. In FY 2020, eight tribes received Tribal TANF-Child Welfare Coordination (TTCW) grants for a 5-year project period (September 30, 2020 – September 29, 2025). The total annual funding for these grants is \$1.8 million.

## **Chapter XII - 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 low-income families more generally, while focusing on evaluations of service interventions to improve family economic well-being. HHS' research and evaluation activities in these areas are carried out primarily by ACF's OPRE and 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.

## I. TANF Spending

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) created the 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
- (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,<sup>1</sup> and Washington, DC (hereafter “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. Due to inflation, the value of the TANF block grant has decreased by 40.9 percent since 1997.

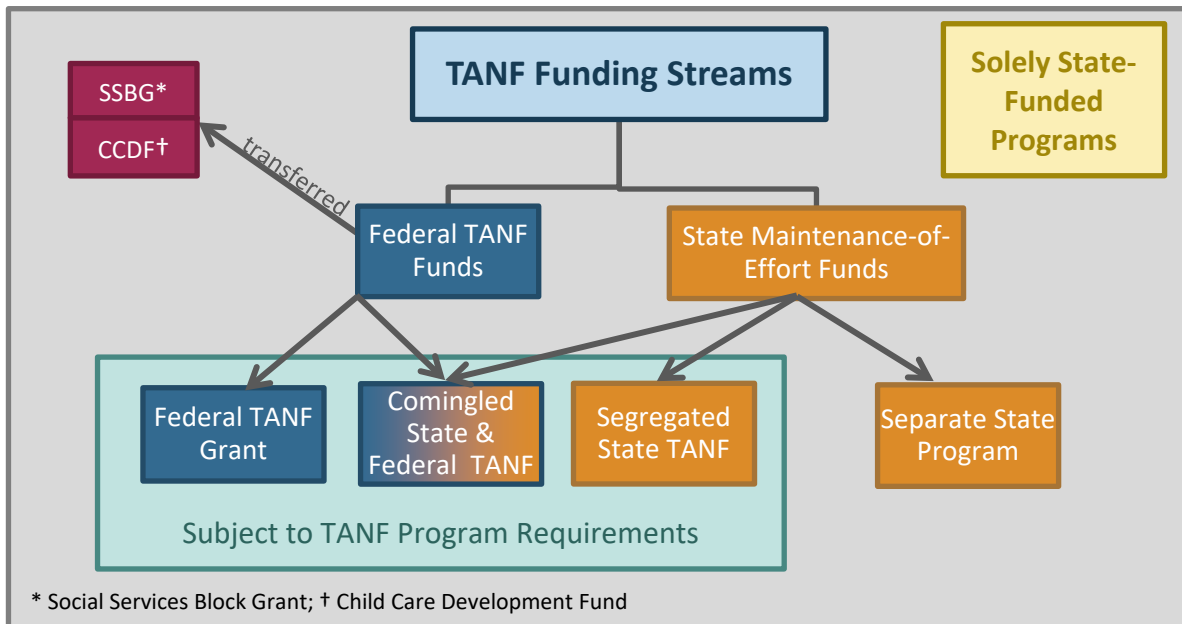
Federally recognized American Indian Tribes and Alaska Native organizations may elect to operate their own TANF programs to serve eligible families. In FY 2021, Tribal TANF programs received \$208 million in federal funds. More information about Tribal TANF programs can be found in Chapter XI of this report.

In order to receive their full federal block grant, states must meet a maintenance-of-effort (MOE) requirement, which means they must expend state funds on “eligible families” for 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 (including local government) expenditures, current law allows states to count as MOE costs

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<sup>1</sup> Guam, U.S. Virgin Islands, and Puerto Rico.

borne by third parties, such as non-governmental organizations, as long as they satisfy MOE requirements.



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 requirements do not apply to segregated state funds.
- In SSPs, 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. Families that receive assistance from SSF programs are not subject to any TANF requirements, including federal work participation requirements. 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 the following 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 three-month period in either or both of the last two calendar years; or (2) the average number of SNAP participants in the state for the most recent three-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 three-month period of either FY 1994 or FY 1995. These criteria have made almost all states eligible for Contingency Funds since 2009. With these criteria and limited funds, the Contingency Fund has run out of funds midway through recent fiscal years. States also must meet separate and higher MOE requirement in order to qualify for Contingency Funds.

The Consolidated Appropriations Act of, 2017 included a 0.33 percent set-aside from the TANF block grant for research, evaluation, and technical assistance, which has been continued each subsequent year. Of the \$54.7 million in the set-aside, \$10 million was reserved for U.S. Census Bureau survey research.

The American Rescue Plan Act of 2021 established a new \$1 billion Pandemic Emergency Assistance Fund (PEAF) to assist needy families impacted by the COVID-19 pandemic. States, the District of Columbia, tribes operating a tribal TANF program, and all five U.S. territories were eligible to receive funds. Grantees could use funds to provide certain non-recurrent, short term (NRST) benefits. These NRST benefits were required to be designed to deal with a specific crisis situation or episode of need not exceeding 4 months and must include only expenditures such as emergency assistance and diversion payments, emergency housing and short-term homelessness assistance, emergency food aid, short-term utility payments, burial assistance, clothing allowances, and back-to-school payments. Grantees could not use PEAFF funds to supplant other federal, state, tribal, territorial, or local funds. In FY 2021, 49 states and the District of Columbia, 74 tribes, and 5 territories requested PEAFF funds. Grantees had from April 1, 2021, to September 30, 2022, to expend their initial allotments of funds. Grantees spent 94 percent of these funds by the end of FY 2022. All funds that were not initially requested by grantees and funds not expended at the end of FY 2022 will be reallocated as outlined in the statute.

### 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 certain activities that do not further one of the four TANF purposes (such as certain expenditures for children involved in foster care or the juvenile justice system) if they were previously authorized under the AFDC program. 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 federal TANF block grant funds to either the Child Care Development Fund (CCDF) 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 on 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 TANF 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: FY 2021 Financial Data<sup>2</sup>**

In FY 2021, states received federal TANF block grants totaling about \$16.2 billion. In addition, 14 qualifying states received a combined total of \$608 million in FY 2021 Contingency Funds. At the beginning of FY 2021, states reported having \$6.33 billion in funds to carry over from prior years, which consisted of carry-over block grant funds and TANF Emergency Contingency Funds.<sup>3</sup> At the end of FY 2021, the amount of unspent funds (unliquidated obligations and unobligated balance) to carry over to FY 2022 was \$8.01 billion.

Combined federal TANF and state MOE expenditures and transfers totaled \$30.32 billion in FY 2021. Figure 1-A provides an overview of the use of funds in FY 2021 from all sources, and Figure 1-B illustrates how states used their TANF and MOE funds in FY 2021, combining certain expenditure categories that reflect similar activities, such as child care spent in the TANF program and TANF funds transferred to CCDF.<sup>4</sup> Figures 1-C and 1-D show how each state used its TANF and MOE funds for the core spending categories of basic assistance; work, education, and training; and child care. On the national level in FY 2021, 23 percent of combined TANF

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<sup>2</sup> Financial expenditures reflect adjustments and corrections by states and are current as of December 2022.

<sup>3</sup> 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 2017 expenditures include Emergency Contingency Funds from the FY 2009 and FY 2010 awards, as these funds are available until expended.

<sup>4</sup> Note that the tables and figures do not include expenditures by tribes and the territories of Puerto Rico, Virgin Islands, and Guam.

and MOE funds were used for basic assistance (largely cash aid to meet a family’s ongoing basic needs), 16 percent for child care (spent or transferred), and 8 percent for work, education, and training activities.

FY 2021 data also show that states spent about 11 percent (\$3.19 billion) of their TANF and MOE funds on program management, which includes assessments and case management services, in addition to administrative and systems costs, and 9 percent (\$2.58 billion) went to refundable state tax credits. About 10 percent (\$2.93 billion) of all TANF and MOE funds were spent on pre-kindergarten or Head Start programs, and about 9 percent (\$2.72 billion) went to child welfare services, including those authorized solely under prior law.<sup>5</sup>

Since the spending categories were expanded in the new financial reporting form in FY 2015, the category of “other” decreased from 15 percent in FY 2014 to 3 percent in FY 2015 and 1 percent in FY 2021. Federal guidance has also led states to recategorize other expenditures, such as college scholarships to “education and training.”

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

These tables and all of the FY 2021 financial data resources, including [financial data tables](#), an [interactive map](#), and [national](#) and [state pie charts](#) can be found at <https://www.acf.hhs.gov/ofa/data/tanf-and-moe-spending-and-transfers-activity-fy-2021>.

For definitions of each category, please see the Program Instruction and the completion instructions for the ACF-196R Form. These instructions can be found at <https://www.acf.hhs.gov/ofa/policy-guidance/tanf-acf-pi-2022-04>.

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<sup>5</sup> “Authorized under prior law” refers to activities that are not otherwise consistent with the purposes of TANF and/or with the prohibitions in section 408 but are allowable expenditures of federal TANF funds as activities that were in effect on September 30, 1995, or (at the option of the state) August 21, 1996.

**Figure 1-A: Federal TANF and State MOE Expenditures and Transfers Summary by Category and Funding Stream, FY 2021**

Spending Category	Federal Funds	State MOE in TANF and Separate State Programs	All Funds	All Funds Percent of Total Funds Used
Basic Assistance	\$3,355,828,717	\$3,500,941,108	\$6,856,769,826	22.6%
<i>Basic Assistance (excluding Relative Foster Care Maintenance Payments and Adoption and Guardianship Subsidies)</i>	\$3,037,388,360	\$3,280,199,406	\$6,317,587,767	20.8%
<i>Relative Foster Care Maintenance Payments and Adoption and Guardianship Subsidies</i>	\$318,440,357	\$220,741,702	\$539,182,059	1.8%
Assistance Authorized Solely Under Prior Law	\$746,106,673		\$746,106,673	2.5%
<i>Foster Care Payments</i>	\$468,957,771		\$468,957,771	1.5%
<i>Juvenile Justice Payments</i>	\$13,693,946		\$13,693,946	0.0%
<i>Emergency Assistance Authorized Solely Under Prior Law</i>	\$263,454,956		\$263,454,956	0.9%
Non-Assistance Authorized Solely Under Prior Law	\$440,796,625		\$440,796,625	1.5%
<i>Child Welfare or Foster Care Services</i>	\$353,251,604		\$353,251,604	1.2%
<i>Juvenile Justice Services</i>	\$19,319,237		\$19,319,237	0.1%
<i>Emergency Services Authorized Solely Under Prior Law</i>	\$68,225,784		\$68,225,784	0.2%
Work, Education, and Training Activities	\$1,892,834,051	\$421,903,484	\$2,314,737,535	7.6%
<i>Subsidized Employment</i>	\$108,913,104	\$13,818,198	\$122,731,302	0.4%
<i>Education and Training</i>	\$576,054,939	\$223,158,128	\$799,213,067	2.6%
<i>Additional Work Activities</i>	\$1,207,866,008	\$184,927,158	\$1,392,793,166	4.6%
Work Supports	\$305,056,648	\$24,413,103	\$329,469,751	1.1%
Early Care and Education	\$1,431,470,537	\$5,248,300,492	\$6,679,771,029	22.0%
<i>Child Care (Assistance and Non-Assistance)</i>	\$1,360,613,310	\$2,389,838,538	\$3,750,451,848	12.4%
<i>Pre-Kindergarten/Head Start</i>	\$70,857,227	\$2,858,461,954	\$2,929,319,181	9.7%
Financial Education and Asset Development	\$2,503,533	\$213,961	\$2,717,494	0.0%
Refundable Earned Income Tax Credits	\$235,402,152	\$1,803,079,568	\$2,038,481,720	6.7%
Non-EITC Refundable State Tax Credits	\$0	\$543,790,715	\$543,790,715	1.8%
Non-Recurrent Short Term Benefits	\$254,197,225	\$686,464,660	\$940,661,884	3.1%
Supportive Services	\$175,669,182	\$222,204,583	\$397,873,765	1.3%
Services for Children and Youth	\$211,878,525	\$713,097,107	\$924,975,632	3.1%

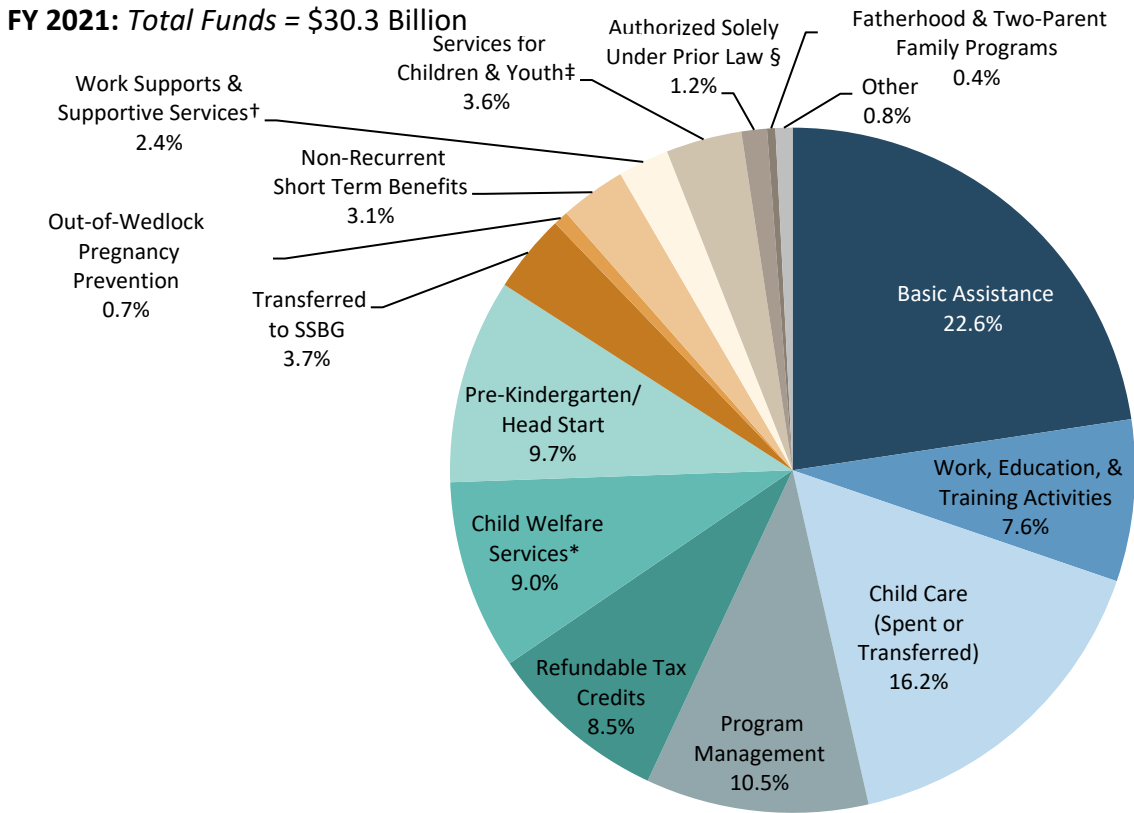


Prevention of Out-of-Wedlock Pregnancies	\$125,596,434	\$87,315,566	\$212,912,000	0.7%
Fatherhood and Two-Parent Family Formation and Maintenance Programs	\$94,413,654	\$23,603,600	\$118,017,254	0.4%
Child Welfare Services	\$1,204,048,239	\$694,455,824	\$1,898,504,063	6.3%
<i>Family Support/Family Preservation /Reunification Services</i>	\$604,756,005	\$294,455,619	\$899,211,624	3.0%
<i>Adoption Services</i>	\$9,527,831	\$22,582,651	\$32,110,482	0.1%
<i>Additional Child Welfare Services</i>	\$589,764,403	\$377,417,554	\$967,181,957	3.2%
Home Visiting Programs	\$127,812,702	\$32,074,996	\$159,887,698	0.5%
Program Management	\$2,220,516,003	\$968,380,211	\$3,188,896,214	10.5%
<i>Administrative Costs</i>	\$1,175,159,481	\$723,095,421	\$1,898,254,901	6.3%
<i>Assessment/Service Provision</i>	\$864,516,013	\$174,798,381	\$1,039,314,394	3.4%
<i>Systems</i>	\$180,840,510	\$70,486,410	\$251,326,919	0.8%
Other	\$43,167,376	\$200,370,588	\$243,537,964	0.8%
<b>TOTAL EXPENDITURES</b>	<b>\$12,867,298,275</b>	<b>\$15,170,609,567</b>	<b>\$28,037,907,842</b>	<b>92.5%</b>
Transferred to CCDF Discretionary	\$1,158,361,971		\$1,158,361,971	3.8%
Transferred to SSBG	\$1,125,690,800		\$1,125,690,800	3.7%
<b>Total Transfers</b>	<b>\$2,284,052,772</b>		<b>\$2,284,052,772</b>	<b>7.5%</b>
<b>TOTAL FUNDS USED</b>	<b>\$15,151,351,047</b>	<b>\$15,170,609,567</b>	<b>\$30,321,960,613</b>	<b>100.0%</b>
Federal Unliquidated Obligations	\$1,854,617,776		\$1,854,617,776	
Unobligated Balance	\$6,156,520,318		\$6,156,520,318	

Source: TANF Administrative Records. [TANF Financial Data – FY 2021.](#)

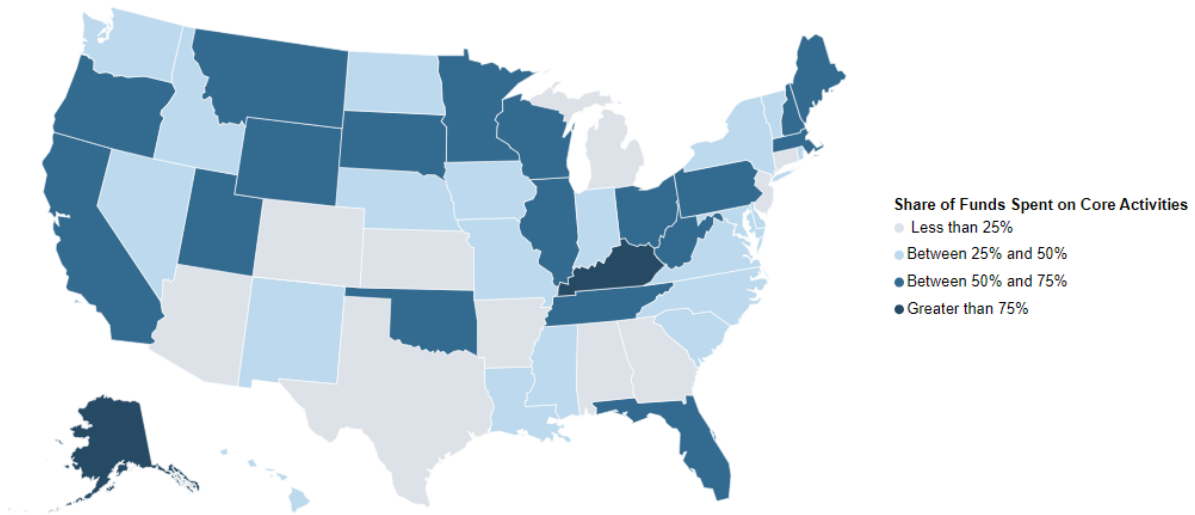


**Figure 1-B: TANF and MOE Spending and Transfers by Category, FY 2021**



Source: [TANF Financial Data – FY 2021](#). See definitions of categories at <http://www.acf.hhs.gov/ofa/resource/tanf-moe-spending-and-transfers-definitions>.

**Figure 1-C: FY 2021 TANF and MOE Spending on Basic Assistance; Work, Education, and Training Activities; and Child Care**



Source: TANF administrative records. [TANF Financial Data – FY 2021](#).

**Figure 1-D: Percentage of TANF and MOE Funds Used for Basic Assistance; Work, Education, and Training Activities; and Child Care, FY 2021**

State	Basic Assistance	Work, Education, & Training Activities	Child Care (spent or transferred)	Total
<b>U.S. TOTAL</b>	<b>22.6%</b>	<b>7.6%</b>	<b>16.2%</b>	<b>46.4%</b>
ALABAMA	7.0%	3.2%	10.8%	21.0%
ALASKA	48.2%	13.6%	15.1%	76.9%
ARIZONA	11.3%	0.2%	0.0%	11.5%
ARKANSAS	4.0%	12.5%	6.0%	22.5%
CALIFORNIA	37.3%	14.7%	16.2%	68.2%
COLORADO	13.5%	1.4%	3.3%	18.2%
CONNECTICUT	5.6%	2.1%	11.5%	19.3%
DELAWARE	5.7%	13.4%	30.8%	50.0%
DIST. OF COLUMBIA	46.6%	7.7%	12.4%	66.7%
FLORIDA	18.8%	4.7%	34.2%	57.7%
GEORGIA	21.0%	1.5%	0.0%	22.5%
HAWAII	23.6%	17.5%	3.6%	44.7%
IDAHO	16.9%	6.1%	22.0%	45.0%
ILLINOIS	3.9%	1.6%	46.6%	52.0%
INDIANA	6.9%	0.5%	31.9%	39.4%
IOWA	14.8%	3.1%	24.9%	42.9%
KANSAS	6.2%	0.5%	4.1%	10.8%
KENTUCKY	74.5%	9.5%	8.8%	92.8%
LOUISIANA	5.5%	21.4%	0.0%	26.9%
MAINE	28.6%	10.2%	15.5%	54.2%
MARYLAND	28.3%	4.6%	0.9%	33.8%
MASSACHUSETTS	19.4%	15.1%	30.3%	64.8%
MICHIGAN	8.3%	0.3%	2.1%	10.7%
MINNESOTA	24.5%	11.5%	24.5%	60.5%
MISSISSIPPI	6.2%	34.1%	3.0%	43.2%
MISSOURI	5.6%	18.9%	6.2%	30.8%
MONTANA	33.1%	6.8%	17.7%	57.6%
NEBRASKA	26.4%	12.4%	9.0%	47.8%
NEVADA	31.2%	0.5%	8.7%	40.4%
NEW HAMPSHIRE	42.3%	8.3%	6.6%	57.3%
NEW JERSEY	5.7%	4.2%	10.4%	20.3%
NEW MEXICO	15.2%	4.2%	13.0%	32.5%
NEW YORK	30.8%	2.7%	7.1%	40.5%
NORTH CAROLINA	5.3%	0.8%	37.7%	43.8%
NORTH DAKOTA	14.8%	11.6%	0.0%	26.5%
OHIO	19.0%	7.3%	36.4%	62.8%
OKLAHOMA	16.8%	11.9%	34.5%	63.2%
OREGON	38.8%	10.9%	11.8%	61.4%
PENNSYLVANIA	11.0%	10.5%	38.8%	60.3%
RHODE ISLAND	11.5%	7.1%	20.0%	38.6%
SOUTH CAROLINA	18.6%	4.5%	2.6%	25.7%
SOUTH DAKOTA	40.6%	11.0%	2.7%	54.3%
TENNESSEE	40.7%	7.4%	2.8%	50.9%
TEXAS	3.7%	8.1%	0.0%	11.8%
UTAH	19.3%	19.6%	26.6%	65.5%
VERMONT	13.3%	0.4%	35.3%	48.9%
VIRGINIA	24.9%	11.0%	7.4%	43.3%
WASHINGTON	14.6%	11.1%	16.0%	41.7%
WEST VIRGINIA	34.3%	0.2%	15.6%	50.1%
WISCONSIN	14.6%	5.5%	33.4%	53.5%
WYOMING	46.0%	14.3%	5.2%	65.4%

Source: TANF administrative records. [TANF Financial Data – FY 2021](#).

Figure 1-E: Summary of Federal TANF Funds, FY 2021

STATE	FY 2021 FEDERAL AWARDS	CARRYOVER	TOTAL FEDERAL FUNDS	TRANSFERRED TO CCDF	TRANSFERRED TO SSBG	FEDERAL FUNDS MINUS TRANSFERS	TOTAL FEDERAL EXPENDITURES	UNLIQUIDATED OBLIGATIONS	UNOBLIGATED BALANCE
<b>U.S. TOTAL</b>	\$16,834,272,608	\$6,327,868,875	\$23,162,141,483	\$1,158,361,971	\$1,125,690,800	\$20,878,088,712	\$12,867,298,275	\$1,854,617,776	\$6,156,520,318
ALABAMA	\$104,087,028	\$101,384,652	\$205,471,680	\$18,601,451	\$9,300,724	\$177,569,505	\$64,231,886	\$10,000,000	\$103,337,619
ALASKA	\$44,397,466	\$21,771,023	\$66,168,489	\$8,879,493	\$4,439,746	\$52,849,250	\$30,415,082	\$22,434,168	\$1
ARIZONA	\$223,162,288	\$38,788,584	\$261,950,872	\$0	\$19,940,731	\$242,010,141	\$189,100,209	\$0	\$52,909,932
ARKANSAS	\$63,281,802	\$104,072,121	\$167,353,923	\$0	\$0	\$167,353,923	\$54,669,742	\$30,757,234	\$81,926,947
CALIFORNIA	\$3,634,315,731	\$100,860,421	\$3,735,176,152	\$0	\$354,433,444	\$3,380,742,708	\$2,836,690,015	\$544,052,693	\$0
COLORADO	\$151,762,363	\$87,485,550	\$239,247,913	\$1,048,581	\$966,811	\$237,232,521	\$137,116,701	\$0	\$100,115,820
CONNECTICUT	\$265,907,706	\$0	\$265,907,706	\$26,678,810	\$0	\$239,228,896	\$239,228,896	\$0	\$0
DELAWARE	\$36,018,484	\$41,026,832	\$77,045,316	\$0	\$0	\$77,045,316	\$32,162,710	\$3,038,179	\$41,844,427
DIST.OF COLUMBIA	\$103,300,207	\$15,236,345	\$118,536,552	\$0	\$3,922,929	\$114,613,623	\$99,462,959	\$0	\$15,150,664
FLORIDA	\$560,484,398	\$50,849,183	\$611,333,581	\$82,996,517	\$42,293,077	\$486,043,987	\$385,355,470	\$0	\$100,688,517
GEORGIA	\$329,650,291	\$106,854,598	\$436,504,889	\$0	\$1,012,170	\$435,492,719	\$276,844,236	\$39,196,436	\$119,452,047
HAWAII	\$98,578,402	\$379,603,850	\$478,182,252	\$0	\$9,857,840	\$468,324,412	\$62,887,167	\$26,939,299	\$378,497,946
IDAHO	\$30,307,166	\$8,268,887	\$38,576,053	\$7,804,095	\$0	\$30,771,958	\$20,008,907	\$0	\$10,763,051
ILLINOIS	\$583,126,272	\$0	\$583,126,272	\$0	\$600,000	\$582,526,272	\$582,526,272	\$0	\$0
INDIANA	\$206,116,672	\$32,053,087	\$238,169,759	\$61,835,002	\$0	\$176,334,757	\$111,197,642	\$10,799,173	\$54,337,942
IOWA	\$130,558,068	\$11,008,335	\$141,566,403	\$26,205,412	\$12,962,008	\$102,398,983	\$75,199,809	\$0	\$27,199,174
KANSAS	\$101,477,697	\$60,632,916	\$162,110,613	\$0	\$10,147,767	\$151,962,846	\$89,708,694	\$3,870,472	\$58,383,680
KENTUCKY	\$180,689,420	\$38,809,971	\$219,499,391	\$0	\$0	\$219,499,391	\$147,707,974	\$0	\$71,791,417
LOUISIANA	\$163,430,877	\$65,374,564	\$228,805,441	\$0	\$16,343,087	\$212,462,354	\$140,916,553	\$0	\$71,545,801
MAINE	\$77,863,090	\$115,375,030	\$193,238,120	\$15,572,618	\$7,786,309	\$169,879,193	\$77,833,727	\$35,680,926	\$56,364,540
MARYLAND	\$255,543,913	\$50,758	\$255,594,671	\$0	\$22,834,201	\$232,760,470	\$216,933,614	\$0	\$15,826,856
MASSACHUSETTS	\$512,398,524	\$0	\$512,398,524	\$91,570,224	\$45,785,519	\$375,042,781	\$375,042,781	\$0	\$0
MICHIGAN	\$772,794,194	\$94,231,079	\$867,025,273	\$6,893,736	\$77,279,419	\$782,852,118	\$666,871,134	\$0	\$115,980,984
MINNESOTA	\$259,569,108	\$103,991,022	\$363,560,130	\$60,487,000	\$4,790,000	\$298,283,130	\$156,988,255	\$0	\$141,294,875
MISSISSIPPI	\$86,481,245	\$47,036,905	\$133,518,150	\$0	\$0	\$133,518,150	\$35,611,884	\$0	\$97,906,266
MISSOURI	\$216,335,469	\$0	\$216,335,469	\$0	\$21,633,547	\$194,701,922	\$194,701,922	\$0	\$0
MONTANA	\$37,888,854	\$27,344,441	\$65,233,295	\$5,000,000	\$1,976,440	\$58,256,855	\$16,606,236	\$0	\$41,650,619
NEBRASKA	\$56,627,234	\$101,840,685	\$158,467,919	\$658,294	\$428,383	\$157,381,242	\$36,158,192	\$65,682,493	\$55,540,557
NEVADA	\$43,762,394	\$33,445,305	\$77,207,699	\$0	\$0	\$77,207,699	\$37,723,059	\$646,003	\$38,838,637
NEW HAMPSHIRE	\$38,394,141	\$45,127,218	\$83,521,359	\$0	\$660,764	\$82,860,595	\$30,297,051	\$0	\$52,563,544
NEW JERSEY	\$402,701,508	\$56,942,388	\$459,643,896	\$79,000,000	\$9,377,000	\$371,266,896	\$229,865,055	\$141,401,841	\$0
NEW MEXICO	\$123,014,365	\$58,609,617	\$181,623,982	\$31,145,625	\$0	\$150,478,357	\$95,235,770	\$48,103,442	\$7,139,146
NEW YORK	\$2,724,929,779	\$886,556,368	\$3,611,486,147	\$273,696,000	\$204,001,398	\$3,133,788,749	\$1,877,443,619	\$39,745,042	\$1,216,600,088
NORTH CAROLINA	\$336,228,135	\$55,334,820	\$391,562,955	\$21,773,001	\$24,897,882	\$344,892,072	\$300,700,035	\$44,145,919	\$46,118
NORTH DAKOTA	\$26,312,690	\$1,499,759	\$27,812,449	\$0	\$0	\$27,812,449	\$21,629,683	\$0	\$6,182,766
OHIO	\$725,565,965	\$59,991,715	\$1,318,557,680	\$0	\$72,556,596	\$1,246,001,084	\$627,035,836	\$608,572,168	\$10,393,080
OKLAHOMA	\$138,007,998	\$264,061,336	\$402,069,334	\$27,601,599	\$13,800,800	\$360,666,935	\$26,995,612	\$0	\$333,671,323
OREGON	\$165,835,476	\$45,202,633	\$211,038,109	\$0	\$0	\$211,038,109	\$75,530,078	\$0	\$135,508,031
PENNSYLVANIA	\$717,124,957	\$629,616,567	\$1,346,741,524	\$149,612,500	\$30,977,000	\$1,166,152,024	\$368,796,201	\$128,096,113	\$669,259,710
RHODE ISLAND	\$94,708,016	\$24,050,483	\$118,758,499	\$0	\$7,560,018	\$111,198,481	\$59,497,640	\$0	\$51,700,841
SOUTH CAROLINA	\$111,507,587	\$0	\$111,507,587	\$0	\$0	\$111,507,587	\$103,129,082	\$0	\$8,378,505
SOUTH DAKOTA	\$21,207,402	\$22,794,891	\$44,002,293	\$0	\$2,120,740	\$41,881,553	\$18,570,508	\$0	\$23,311,045
TENNESSEE	\$190,891,768	\$789,633,873	\$980,525,641	\$0	\$0	\$980,525,641	\$182,188,277	\$0	\$798,337,364
TEXAS	\$542,387,696	\$410,107,110	\$952,494,806	\$0	\$31,663,704	\$920,831,102	\$557,233,071	\$0	\$363,598,031
UTAH	\$75,355,939	\$59,430,354	\$134,786,293	\$15,071,188	\$7,535,000	\$112,180,105	\$35,934,055	\$0	\$76,593,708
VERMONT	\$47,196,916	\$0	\$47,196,916	\$9,224,074	\$4,719,691	\$33,253,151	\$33,253,151	\$0	\$0
VIRGINIA	\$157,762,831	\$133,170,185	\$290,933,016	\$1,416,245	\$15,776,283	\$273,740,488	\$161,369,434	\$7,808,387	\$104,562,667
WASHINGTON	\$424,135,717	\$131,670,942	\$555,806,659	\$73,021,311	\$5,675,000	\$477,110,348	\$335,428,689	\$43,647,788	\$98,033,872
WEST VIRGINIA	\$109,812,728	\$101,445,157	\$211,257,885	\$0	\$10,981,272	\$200,276,613	\$90,083,562	\$0	\$110,193,051
WISCONSIN	\$312,845,980	\$204,996,623	\$517,842,603	\$62,569,196	\$14,653,500	\$440,619,907	\$226,950,408	\$0	\$213,669,499
WYOMING	\$18,428,651	\$27,230,692	\$45,659,343	\$0	\$0	\$45,659,343	\$20,229,731	\$0	\$25,429,612

Note: The annual TANF expenditures are calculations in spending during the fiscal year from all of the open grant year reports.

Source: TANF administrative records. [TANF Financial Data – FY 2021](#).

**Figure 1-F: Comparisons of MOE Spending between FY 2021**

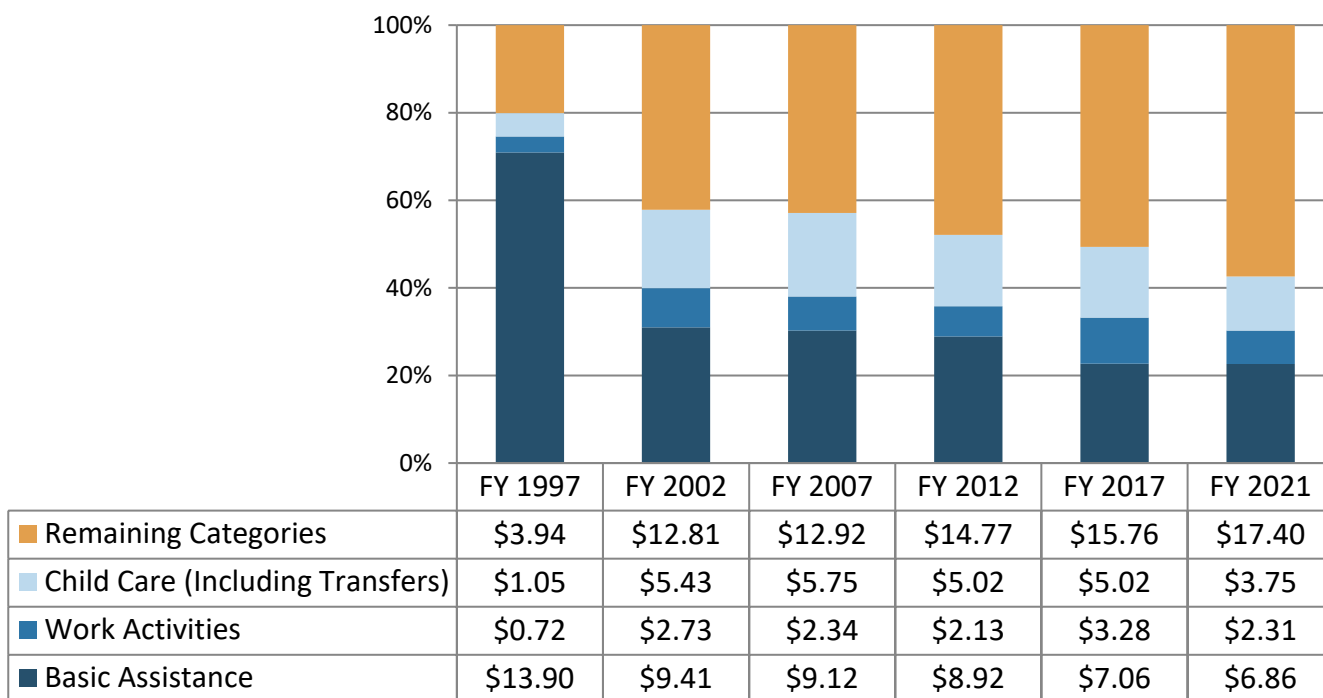
<b>STATE</b>	<b>FY 2016 Total MOE</b>	<b>FY 2021 Total MOE</b>	<b>Δ Total MOE</b>
<b>U.S. TOTAL</b>	\$14,967,178,110	\$15,170,609,567	\$203,431,457
ALABAMA	\$97,721,758	\$112,868,764	\$15,147,006
ALASKA	\$38,109,763	\$36,597,077	(\$1,512,686)
ARIZONA	\$165,267,852	\$129,007,622	(\$36,260,230)
ARKANSAS	\$99,070,416	\$33,475,498	(\$65,594,918)
CALIFORNIA	\$2,909,670,869	\$2,910,866,146	\$1,195,277
COLORADO	\$239,148,623	\$285,196,286	\$46,047,663
CONNECTICUT	\$201,880,557	\$210,001,620	\$8,121,063
DELAWARE	\$79,856,255	\$65,855,337	(\$14,000,918)
DIST.OF COLUMBIA	\$178,385,133	\$325,874,057	\$147,488,924
FLORIDA	\$369,516,999	\$385,128,211	\$15,611,212
GEORGIA	\$173,368,527	\$173,368,527	\$0
HAWAII	\$158,826,040	\$135,544,092	(\$23,281,948)
IDAHO	\$13,025,379	\$13,025,379	\$0
ILLINOIS	\$569,963,410	\$566,386,761	(\$3,576,649)
INDIANA	\$113,525,523	\$114,587,648	\$1,062,125
IOWA	\$84,284,000	\$68,284,882	(\$15,999,118)
KANSAS	\$66,271,040	\$61,678,486	(\$4,592,554)
KENTUCKY	\$86,188,065	\$72,808,425	(\$13,379,640)
LOUISIANA	\$55,415,288	\$66,016,619	\$10,601,331
MAINE	\$37,523,943	\$37,523,943	\$0
MARYLAND	\$307,052,482	\$362,921,182	\$55,868,700
MASSACHUSETTS	\$578,454,131	\$590,699,904	\$12,245,773
MICHIGAN	\$609,652,077	\$493,316,223	(\$116,335,854)
MINNESOTA	\$313,383,433	\$284,654,099	(\$28,729,334)
MISSISSIPPI	\$21,724,308	\$21,724,308	\$0
MISSOURI	\$143,740,343	\$156,935,791	\$13,195,448
MONTANA	\$14,014,999	\$14,657,998	\$642,999
NEBRASKA	\$55,658,804	\$42,055,970	(\$13,602,834)
NEVADA	\$71,277,049	\$77,699,238	\$6,422,189
NEW HAMPSHIRE	\$32,115,103	\$38,072,519	\$5,957,416
NEW JERSEY	\$944,130,041	\$1,117,198,048	\$173,068,007
NEW MEXICO	\$160,674,536	\$202,973,019	\$42,298,483
NEW YORK	\$2,816,081,610	\$2,948,654,791	\$132,573,181
NORTH CAROLINA	\$241,270,520	\$230,603,053	(\$10,667,467)
NORTH DAKOTA	\$9,069,286	\$9,069,286	\$0
OHIO	\$444,071,992	\$453,595,997	\$9,524,005
OKLAHOMA	\$60,119,714	\$57,298,937	(\$2,820,777)
OREGON	\$156,486,918	\$97,502,840	(\$58,984,078)
PENNSYLVANIA	\$455,023,424	\$413,955,958	(\$41,067,466)
RHODE ISLAND	\$88,058,292	\$65,064,947	(\$22,993,345)
SOUTH CAROLINA	\$65,275,020	\$53,209,830	(\$12,065,190)
SOUTH DAKOTA	\$8,540,000	\$8,540,000	\$0
TENNESSEE	\$121,126,682	\$88,360,957	(\$32,765,725)
TEXAS	\$405,370,010	\$369,748,553	(\$35,621,457)
UTAH	\$24,889,035	\$24,887,706	(\$1,329)
VERMONT	\$42,777,592	\$38,111,081	(\$4,666,511)
VIRGINIA	\$135,446,796	\$136,305,933	\$859,137
WASHINGTON	\$601,121,012	\$666,603,296	\$65,482,284
WEST VIRGINIA	\$34,446,444	\$34,446,444	\$0
WISCONSIN	\$259,111,975	\$257,983,537	(\$1,128,438)
WYOMING	\$9,995,042	\$9,662,741	(\$332,301)

Source: TANF administrative records. [TANF Financial Data – FY 2021](#).

## **TANF Spending Trends**

Spending patterns have shifted since TANF was enacted, reflecting the decline in cash assistance caseloads and increased spending on supportive non-assistance services and other “non-assistance” such as pre-kindergarten, child welfare, tax credits, etc. Figure 1-G compares state spending of federal TANF and state MOE funds (in the TANF program and 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 2021, that figure fell to 23 percent, with 14 states reporting that they spent less than 10 percent of their combined TANF and MOE funds on basic assistance.<sup>6</sup>

**Figure 1-G: TANF and MOE Spending by Category (in Billions), Selected Years FY 1997 – FY 2021**



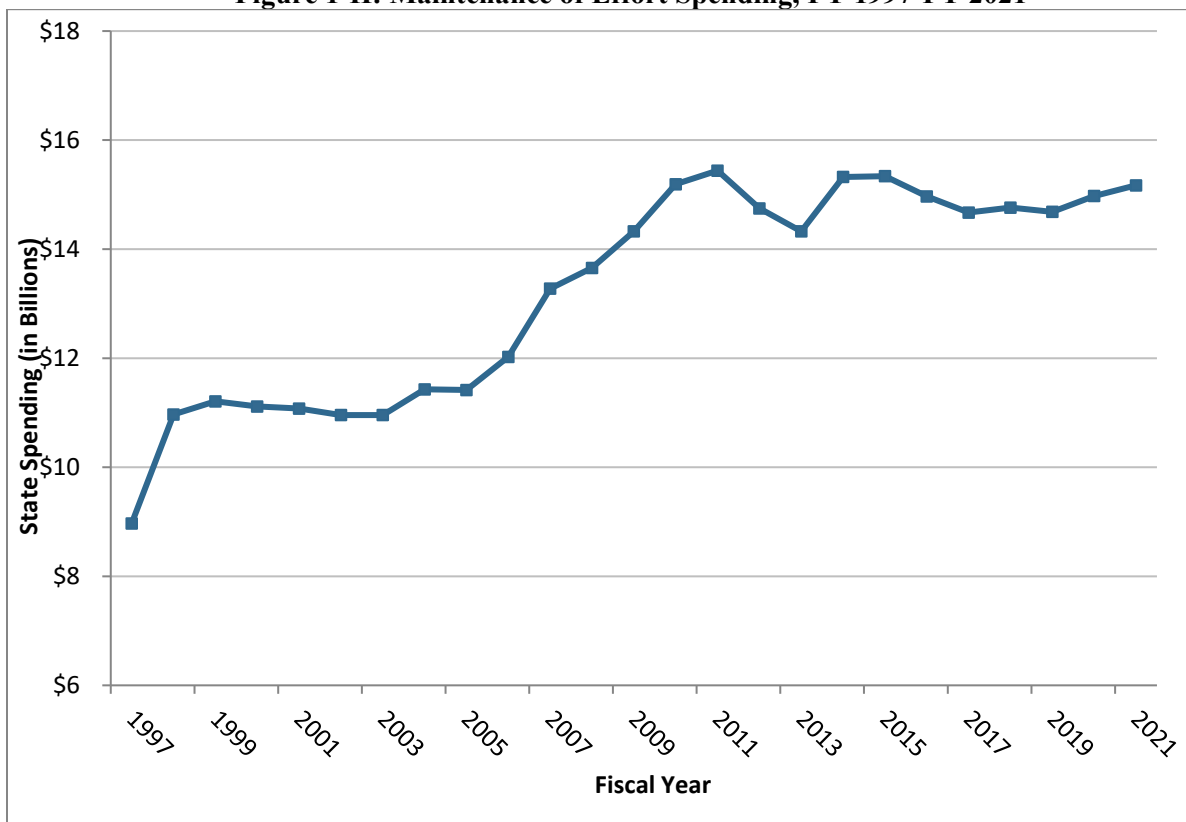
Note: Dollar amounts are in current dollars in billions (not adjusted for inflation). For a full list of spending categories see <https://www.acf.hhs.gov/ofa/resource/tanf-moe-spending-and-transfers-definitions>.  
Source: AFDC and TANF Financial Data – FY 1997 through FY 2021.

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 families and children with low incomes.

<sup>6</sup> States reporting less than 10 percent of TANF and MOE spending and transfers on basic assistance are Alabama, Arkansas, Connecticut, Delaware, Illinois, Indiana, Kansas, Louisiana, Michigan, Mississippi, Missouri, New Jersey, North Carolina, and Texas.

States claim existing state spending<sup>7</sup> (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 is made on behalf of “eligible families.” The term “eligible families” means that the family must include a child living with a custodial parent or other adult caretaker relative (or a pregnant woman) and be financially needy. (Activities aimed at purposes three or four and allowable under the Healthy Marriage and Responsible Fatherhood grants are exceptions to the “eligible families” requirement.) In February 2016, the U.S. Government Accountability Office (GAO) published [Update on States Counting Third-Party Expenditures toward Maintenance of Effort Requirements](#), which found that 16 states reported counting third-party non-governmental expenditures toward their state MOE spending in FY 2015.

**Figure 1-H: Maintenance of Effort Spending, FY 1997-FY 2021**



Source: TANF Administrative records. [TANF Financial Data](#) – FY 1997 through FY 2021.

States have reasons to report more MOE than required to meet their basic MOE requirement. For example, states may be able to increase their “caseload reduction credit,” and thus reduce

<sup>7</sup> Subject to a “new spending test.” For more information, see the Program Instruction on guidance on the application of the “new spending test,” available at <https://www.acf.hhs.gov/ofa/policy-guidance/tanf-acf-pi-2016-04-guidance-application-new-spending-test>.

their required work participation rate (WPR) target(s). This credit is calculated by accounting for the following two factors: (1) any decrease in a state's TANF caseload from its 2005 level (not due to eligibility changes since 2005), and (2) "excess MOE," which is the level of state spending in 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 child care expenditures. 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**

TANF financial data are reported on the ACF-196R State TANF Financial Report Form; the 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>.



## II. Caseload

In FY 2021, a monthly average of 960,000 families, with 2.51 million recipients, received TANF assistance, including assistance funded through SSPs.<sup>8</sup> Notably, these caseload figures only reflect the number of families that received “assistance,” which is largely comprised of monthly cash assistance payments to families. The TANF statute does not authorize HHS to collect caseload information for families receiving benefits and services classified as “non-assistance.” As noted in the previous chapter, 22.6 percent of TANF and MOE funds were used in FY 2021 for basic assistance.

### **Historical Caseload Trends**

Figure 2-A shows the average monthly number of families receiving AFDC or TANF/SSP assistance from FY 1960 through FY 2021. Historical caseload data can be found online through the OFA 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 by more than half 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 entering employment.

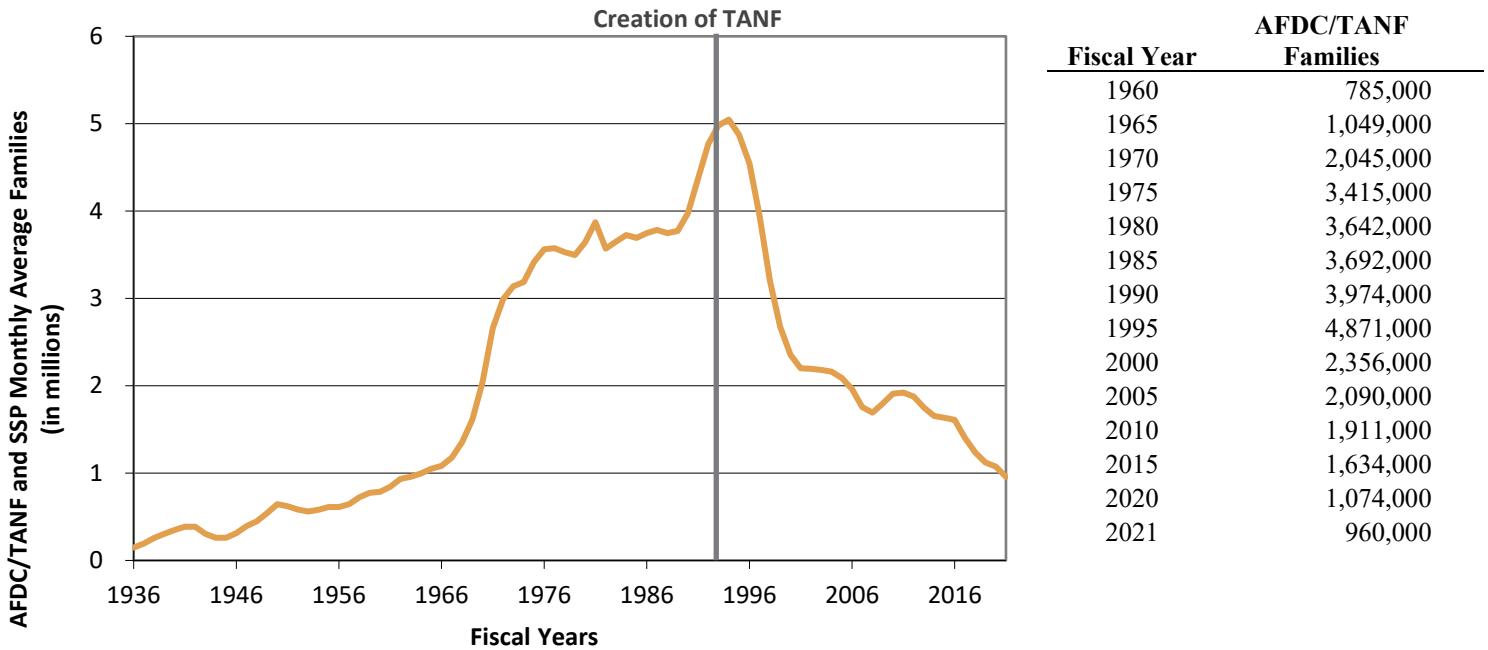
Beginning in FY 2000, the caseload decline slowed, but continued through FY 2008, when it fell to a monthly average of 1.69 million families. Following the onset of a recession in December 2007, caseloads briefly rose, peaking in FY 2011 at 1.92 million families in an average month. From FY 2011 to FY 2016, the caseload decreased each year. By FY 2016, the average monthly caseload was 1.61 million families.

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<sup>8</sup> As described in Chapter I of this report, states may spend MOE funds in 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, SSP 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 1960 – FY 2021**



Source: AFDC and TANF Caseload Data.

**FY 2021 TANF/SSP Caseload**

*State-level Caseload Data*

Between FY 2016 and FY 2021, the average monthly caseload decreased by about 570,000 families (37.2 percent), while the average monthly number of recipients decreased by about 1,380,000 (35.5 percent).

There was variation in TANF/SSP caseload changes among the states between FY 2016 and FY 2021. Figures 2-B and 2-C show the average monthly number of families and recipients, respectively, by state for FY 2016 and FY 2021, and the percent change in this period. The average monthly number of families receiving TANF or SSP-MOE assistance declined in 47 states from FY 2016 to FY 2021. Thirty-nine of those states had a decline greater than 20 percent.

States must engage a certain percentage of its caseload in work activities or face financial penalty for failing to meet the work participation requirement. These required participation rates are 50 percent overall and 90 percent for two-parent families, less any caseload reduction credit for which the state qualifies.

**Figure 2-B: Average Monthly Number of TANF & SSP Families, FY 2016 and FY 2021**

State	FY 2016				FY 2021				Percent Change FY 2016 - FY 2021			
	Total Families	Two Parent Families	One Parent Families	No Parent Families	Total Families	Two Parent Families	One Parent Families	No Parent Families	Total Families	Two Parent Families	One Parent Families	No Parent Families
<b>U.S. Totals</b>	<b>1,523,824</b>	<b>152,526</b>	<b>778,232</b>	<b>593,067</b>	<b>957,191</b>	<b>49,991</b>	<b>487,869</b>	<b>419,331</b>	<b>-37.2%</b>	<b>-67.2%</b>	<b>-37.3%</b>	<b>-29.3%</b>
Alabama	11,239	82	5,287	5,870	6,268	29	2,246	3,993	-44.2%	-64.3%	-57.5%	-32.0%
Alaska	3,009	359	1,815	835	1,775	214	963	599	-41.0%	-40.3%	-47.0%	-28.3%
Arizona	9,922	242	3,862	5,819	6,985	288	1,894	4,803	-29.6%	19.0%	-51.0%	-17.5%
Arkansas	3,825	67	2,021	1,737	1,691	40	764	886	-55.8%	-40.0%	-62.2%	-49.0%
California	589,670	112,497	319,595	157,578	303,353	19,878	173,883	109,592	-48.6%	-82.3%	-45.6%	-30.5%
Colorado	16,461	1,349	9,444	5,667	11,622	-	6,717	4,904	-29.4%	-100.0%	-28.9%	-13.5%
Connecticut	11,401	-	6,274	5,127	5,713	-	1,864	3,849	-49.9%	-	-70.3%	-24.9%
Delaware	4,254	19	1,255	2,980	2,655	12	502	2,142	-37.6%	-37.8%	-60.0%	-28.1%
District of Columbia	5,472	-	3,328	2,143	6,354	-	4,584	1,770	16.1%	-	37.7%	-17.4%
Florida	47,592	530	8,492	38,570	38,115	1,054	8,677	28,385	-19.9%	98.8%	2.2%	-26.4%
Georgia	12,806	-	2,374	10,432	7,656	-	1,408	6,247	-40.2%	-	-40.7%	-40.1%
Guam	896	63	201	631	384	46	118	219	-57.2%	-26.8%	-41.5%	-65.3%
Hawaii	6,412	1,280	3,757	1,375	6,587	2,026	3,622	939	2.7%	58.3%	-3.6%	-31.7%
Idaho	1,919	-	61	1,858	1,677	-	30	1,647	-12.6%	-	-50.5%	-11.3%
Illinois	15,690	-	4,631	11,059	10,538	-	2,212	8,326	-32.8%	-	-52.2%	-24.7%
Indiana	8,216	144	1,958	6,115	7,791	515	4,099	3,177	-5.2%	259.1%	109.4%	-48.0%
Iowa	12,362	743	6,572	5,047	6,832	298	3,218	3,316	-44.7%	-59.9%	-51.0%	-34.3%
Kansas	5,279	285	2,258	2,736	3,146	176	1,444	1,526	-40.4%	-38.4%	-36.0%	-44.2%
Kentucky	22,758	561	6,492	15,704	13,136	189	2,187	10,760	-42.3%	-66.4%	-66.3%	-31.5%
Louisiana	5,657	-	2,017	3,640	3,358	-	1,565	1,793	-40.6%	-	-22.4%	-50.7%
Maine	20,376	7,513	10,915	1,949	11,518	4,199	5,985	1,335	-43.5%	-44.1%	-45.2%	-31.5%
Maryland	21,254	398	13,559	7,297	22,084	969	15,749	5,366	3.9%	143.7%	16.1%	-26.5%
Massachusetts	55,393	3,827	36,542	15,023	40,936	2,170	27,796	10,970	-26.1%	-43.3%	-23.9%	-27.0%
Michigan	16,942	-	7,243	9,699	9,372	-	3,949	5,422	-44.7%	-	-45.5%	-44.1%
Minnesota	19,296	-	9,819	9,477	19,250	-	12,174	7,076	-0.2%	-	24.0%	-25.3%
Mississippi	5,924	-	2,578	3,346	1,681	-	222	1,460	-71.6%	-	-91.4%	-56.4%
Missouri	19,236	-	13,399	5,837	7,620	-	4,443	3,177	-60.4%	-	-66.8%	-45.6%
Montana	3,110	218	1,526	1,366	2,178	111	877	1,190	-30.0%	-49.1%	-42.6%	-12.9%
Nebraska	5,313	-	2,359	2,955	3,900	-	1,437	2,464	-26.6%	-	-39.1%	-16.6%
Nevada	9,822	847	4,242	4,734	5,719	571	2,281	2,868	-41.8%	-32.6%	-46.2%	-39.4%
New Hampshire	5,021	34	3,575	1,413	4,201	17	2,304	1,880	-16.3%	-50.9%	-35.5%	33.1%
New Jersey	18,210	-	11,420	6,790	8,923	10	5,729	3,185	-51.0%	-	-49.8%	-53.1%
New Mexico	11,586	915	5,535	5,136	11,574	1,038	6,238	4,298	-0.1%	13.5%	12.7%	-16.3%
New York	144,569	3,233	93,181	48,156	108,308	2,069	70,450	35,789	-25.1%	-36.0%	-24.4%	-25.7%
North Carolina	17,289	150	3,863	13,276	13,571	59	2,669	10,844	-21.5%	-61.0%	-30.9%	-18.3%
North Dakota	1,105	-	465	641	1,055	-	676	379	-4.6%	-	45.5%	-40.9%
Ohio	57,644	1,071	11,072	45,500	48,056	498	6,954	40,604	-16.6%	-53.5%	-37.2%	-10.8%
Oklahoma	7,160	-	2,254	4,906	4,964	-	1,607	3,357	-30.7%	-	-28.7%	-31.6%
Oregon	51,401	8,195	36,471	6,735	27,681	4,751	20,782	2,148	-46.1%	-42.0%	-43.0%	-68.1%
Pennsylvania	57,897	729	35,899	21,269	27,157	188	14,941	12,028	-53.1%	-74.2%	-58.4%	-43.4%
Puerto Rico	8,834	492	7,919	423	4,435	241	3,992	202	-49.8%	-51.1%	-49.6%	-52.3%
Rhode Island	4,047	180	2,265	1,601	2,305	46	1,478	781	-43.0%	-74.4%	-34.8%	-51.2%
South Carolina	9,536	-	3,753	5,783	7,305	-	2,999	4,306	-23.4%	-	-20.1%	-25.5%
South Dakota	3,044	-	581	2,463	2,559	-	370	2,189	-15.9%	-	-36.3%	-11.1%
Tennessee	30,942	160	15,049	15,733	14,272	130	4,633	9,509	-53.9%	-19.0%	-69.2%	-39.6%
Texas	29,567	-	7,433	22,134	18,181	-	5,882	12,299	-38.5%	-	-20.9%	-44.4%
Utah	3,789	-	1,796	1,993	2,459	-	971	1,488	-35.1%	-	-45.9%	-25.4%
Vermont	3,302	355	1,550	1,397	1,927	143	698	1,087	-41.6%	-59.8%	-55.0%	-22.2%
Virgin Islands	280	-	242	38	73	-	60	13	-73.8%	-	-75.1%	-65.6%
Virginia	23,153	-	12,976	10,177	16,119	-	8,695	7,425	-30.4%	-	-33.0%	-27.0%
Washington	37,250	5,533	17,574	14,144	40,307	7,740	21,143	11,424	8.2%	39.9%	20.3%	-19.2%
West Virginia	7,250	-	2,369	4,881	5,629	-	1,363	4,265	-22.4%	-	-42.4%	-12.6%
Wisconsin	19,017	441	6,944	11,631	15,758	257	6,109	9,392	-17.1%	-41.8%	-12.0%	-19.2%
Wyoming	428	15	170	243	478	21	219	238	11.8%	37.8%	29.0%	-2.0%

Source: Data Reporting System; [TANF Caseload Data 2016](#) and [TANF Caseload Data 2021](#).

**Figure 2-C: Average Monthly Number of TANF & SSP Recipients, FY 2016 and FY 2021**

State	FY 2016			FY 2021			Percent Change FY 2016 - FY 2021		
	Total Recipients	Adults	Children	Total Recipients	Adults	Children	Total Recipients	Adults	Children
<b>U.S. Totals</b>	<b>3,886,868</b>	<b>1,075,551</b>	<b>2,811,317</b>	<b>2,506,176</b>	<b>669,198</b>	<b>1,836,978</b>	<b>-35.5%</b>	<b>-37.8%</b>	<b>-34.7%</b>
Alabama	25,772	5,457	20,315	14,108	2,362	11,746	-45.3%	-56.7%	-42.2%
Alaska	8,142	2,591	5,552	4,727	1,446	3,281	-41.9%	-44.2%	-40.9%
Arizona	20,512	4,459	16,053	14,550	2,514	12,036	-29.1%	-43.6%	-25.0%
Arkansas	8,501	2,114	6,387	3,717	847	2,871	-56.3%	-60.0%	-55.1%
California	1,698,467	517,453	1,181,014	980,041	285,981	694,060	-42.3%	-44.7%	-41.2%
Colorado	43,317	12,785	30,533	28,059	7,088	20,972	-35.2%	-44.6%	-31.3%
Connecticut	22,548	6,332	16,216	12,055	3,148	8,908	-46.5%	-50.3%	-45.1%
Delaware	12,014	4,708	7,306	7,383	3,040	4,343	-38.5%	-35.4%	-40.6%
District of Columbia	13,634	3,295	10,339	19,126	4,584	14,542	40.3%	39.1%	40.7%
Florida	79,040	12,411	66,629	67,902	14,116	53,786	-14.1%	13.7%	-19.3%
Georgia	24,830	2,441	22,389	14,633	1,394	13,239	-41.1%	-42.9%	-40.9%
Guam	1,954	352.08333	1,602	962	220.58333	741	-50.8%	-37.3%	-53.7%
Hawaii	18,033	5,732	12,301	20,302	7,303	12,999	12.6%	27.4%	5.7%
Idaho	2,797	62.416667	2,735	2,364	29.75	2,334	-15.5%	-52.3%	-14.6%
Illinois	34,881	5,426	29,455	20,715	2,192	18,523	-40.6%	-59.6%	-37.1%
Indiana	16,485	1,714	14,771	18,329	4,031	14,298	11.2%	135.2%	-3.2%
Iowa	30,537	8,193	22,343	16,400	3,846	12,554	-46.3%	-53.1%	-43.8%
Kansas	12,150	2,904	9,247	3,146	1,397	1,749	-74.1%	-51.9%	-81.1%
Kentucky	44,682	7,697	36,985	26,643	3,912	22,731	-40.4%	-49.2%	-38.5%
Louisiana	13,359	2,043	11,315	7,822	1,163	6,659	-41.4%	-43.1%	-41.2%
Maine	65,557	25,804	39,753	38,605	14,331	24,274	-41.1%	-44.5%	-38.9%
Maryland	52,754	14,000	38,754	55,948	16,273	39,675	6.1%	16.2%	2.4%
Massachusetts	133,490	41,897	91,593	107,213	30,673	76,539	-19.7%	-26.8%	-16.4%
Michigan	41,016	8,203	32,814	23,112	4,404	18,708	-43.7%	-46.3%	-43.0%
Minnesota	45,000	9,722	35,278	46,151	12,170	33,982	2.6%	25.2%	-3.7%
Mississippi	11,777	2,607	9,169	2,880	222	2,658	-75.5%	-91.5%	-71.0%
Missouri	45,310	12,725	32,585	17,494	3,995	13,499	-61.4%	-68.6%	-58.6%
Montana	7,653	1,803	5,849	4,944	908	4,036	-35.4%	-49.6%	-31.0%
Nebraska	12,971	2,250	10,721	9,330	1,429	7,901	-28.1%	-36.5%	-26.3%
Nevada	24,980	6,073	18,908	14,546	3,566	10,980	-41.8%	-41.3%	-41.9%
New Hampshire	12,236	3,674	8,562	9,854	2,471	7,383	-19.5%	-32.7%	-13.8%
New Jersey	42,066	10,521	31,545	21,645	5,653	15,992	-48.5%	-46.3%	-49.3%
New Mexico	29,364	7,365	21,999	29,944	8,315	21,629	2.0%	12.9%	-1.7%
New York	372,208	108,291	263,917	277,679	87,707	189,972	-25.4%	-19.0%	-28.0%
North Carolina	31,681	4,164	27,517	24,711	2,930	21,782	-22.0%	-29.6%	-20.8%
North Dakota	2,707	465.58333	2,242	2,778	588.25	2,189	2.6%	26.3%	-2.3%
Ohio	107,761	13,685	94,076	86,601	8,378	78,223	-19.6%	-38.8%	-16.9%
Oklahoma	16,036	2,302	13,734	11,240	1,607	9,632	-29.9%	-30.2%	-29.9%
Oregon	155,953	57,421	98,532	80,044	27,189	52,855	-48.7%	-52.7%	-46.4%
Pennsylvania	144,087	38,844	105,243	64,727	14,568	50,159	-55.1%	-62.5%	-52.3%
Puerto Rico	24,060	9,128	14,932	12,000	4,635	7,365	-50.1%	-49.2%	-50.7%
Rhode Island	9,542	2,578	6,964	5,466	1,303	4,164	-42.7%	-49.5%	-40.2%
South Carolina	21,013	3,714	17,300	16,672	2,999	13,673	-20.7%	-19.2%	-21.0%
South Dakota	6,015	581.33333	5,433	5,096	370.25	4,726	-15.3%	-36.3%	-13.0%
Tennessee	69,624	16,171	53,452	29,218	4,827	24,392	-58.0%	-70.2%	-54.4%
Texas	64,233	7,433	56,800	37,211	5,882	31,329	-42.1%	-20.9%	-44.8%
Utah	9,106	2,276	6,831	5,617	1,401	4,216	-38.3%	-38.4%	-38.3%
Vermont	7,648	2,282	5,366	4,046	988	3,057	-47.1%	-56.7%	-43.0%
Virgin Islands	871	282.5	588.25	242.58333	73.416667	169.16667	-72.1%	-74.0%	-71.2%
Virginia	50,193	12,634	37,559	34,424	7,858	26,566	-31.4%	-37.8%	-29.3%
Washington	79,985	26,335	53,650	96,058	32,259	63,799	20.1%	22.5%	18.9%
West Virginia	14,843	3,110	11,733	10,997	1,708	9,289	-25.9%	-45.1%	-20.8%
Wisconsin	42,548	8,842	33,706	35,579	6,645	28,933	-16.4%	-24.8%	-14.2%

Source: Data Reporting System. [TANF Caseload Data 2016](#) and [TANF Caseload Data 2021](#).

**Figure 2-D: Average Monthly Number of TANF & SSP Recipients, Adults, and Children, FY 2016 and FY 2021**

State	FY 2016					FY 2021				
	Total Recipients	Adults	Children	Percent Adults	Percent Children	Total Recipients	Adults	Children	Percent Adults	Percent Children
<b>U.S. Totals</b>	<b>3,886,868</b>	<b>1,075,551</b>	<b>2,811,317</b>	<b>27.7%</b>	<b>72.3%</b>	<b>2,506,176</b>	<b>669,198</b>	<b>1,836,978</b>	<b>26.7%</b>	<b>73.3%</b>
Alabama	25,772	5,457	20,315	21.2%	78.8%	14,108	2,362	11,746	16.7%	83.3%
Alaska	8,142	2,591	5,552	31.8%	68.2%	4,727	1,446	3,281	30.6%	69.4%
Arizona	20,512	4,459	16,053	21.7%	78.3%	14,550	2,514	12,036	17.3%	82.7%
Arkansas	8,501	2,114	6,387	24.9%	75.1%	3,717	847	2,871	22.8%	77.2%
California	1,698,467	517,453	1,181,014	30.5%	69.5%	980,041	285,981	694,060	29.2%	70.8%
Colorado	43,317	12,785	30,533	29.5%	70.5%	28,059	7,088	20,972	25.3%	74.7%
Connecticut	22,548	6,332	16,216	28.1%	71.9%	12,055	3,148	8,908	26.1%	73.9%
Delaware	12,014	4,708	7,306	39.2%	60.8%	7,383	3,040	4,343	41.2%	58.8%
District of Columbia	13,634	3,295	10,339	24.2%	75.8%	19,126	4,584	14,542	24.0%	76.0%
Florida	79,040	12,411	66,629	15.7%	84.3%	67,902	14,116	53,786	20.8%	79.2%
Georgia	24,830	2,441	22,389	9.8%	90.2%	14,633	1,394	13,239	9.5%	90.5%
Guam	1,954	352	1,602	18.0%	82.0%	962	221	741	22.9%	77.1%
Hawaii	18,033	5,732	12,301	31.8%	68.2%	20,302	7,303	12,999	36.0%	64.0%
Idaho	2,797	62	2,735	2.2%	97.8%	2,364	30	2,334	1.3%	98.7%
Illinois	34,881	5,426	29,455	15.6%	84.4%	20,715	2,192	18,523	10.6%	89.4%
Indiana	16,485	1,714	14,771	10.4%	89.6%	18,329	4,031	14,298	22.0%	78.0%
Iowa	30,537	8,193	22,343	26.8%	73.2%	16,400	3,846	12,554	23.5%	76.5%
Kansas	12,150	2,904	9,247	23.9%	76.1%	3,146	1,397	1,749	44.4%	55.6%
Kentucky	44,682	7,697	36,985	17.2%	82.8%	26,643	3,912	22,731	14.7%	85.3%
Louisiana	13,359	2,043	11,315	15.3%	84.7%	7,822	1,163	6,659	14.9%	85.1%
Maine	65,557	25,804	39,753	39.4%	60.6%	38,605	14,331	24,274	37.1%	62.9%
Maryland	52,754	14,000	38,754	26.5%	73.5%	55,948	16,273	39,675	29.1%	70.9%
Massachusetts	133,490	41,897	91,593	31.4%	68.6%	107,213	30,673	76,539	28.6%	71.4%
Michigan	41,016	8,203	32,814	20.0%	80.0%	23,112	4,404	18,708	19.1%	80.9%
Minnesota	45,000	9,722	35,278	21.6%	78.4%	46,151	12,170	33,982	26.4%	73.6%
Mississippi	11,777	2,607	9,169	22.1%	77.9%	2,880	222	2,658	7.7%	92.3%
Missouri	45,310	12,725	32,585	28.1%	71.9%	17,494	3,995	13,499	22.8%	77.2%
Montana	7,653	1,803	5,849	23.6%	76.4%	4,944	908	4,036	18.4%	81.6%
Nebraska	12,971	2,250	10,721	17.3%	82.7%	9,330	1,429	7,901	15.3%	84.7%
Nevada	24,980	6,073	18,908	24.3%	75.7%	14,546	3,566	10,980	24.5%	75.5%
New Hampshire	12,236	3,674	8,562	30.0%	70.0%	9,854	2,471	7,383	25.1%	74.9%
New Jersey	42,066	10,521	31,545	25.0%	75.0%	21,645	5,653	15,992	26.1%	73.9%
New Mexico	29,364	7,365	21,999	25.1%	74.9%	29,944	8,315	21,629	27.8%	72.2%
New York	372,208	108,291	263,917	29.1%	70.9%	277,679	87,707	189,972	31.6%	68.4%
North Carolina	31,681	4,164	27,517	13.1%	86.9%	24,711	2,930	21,782	11.9%	88.1%
North Dakota	2,707	466	2,242	17.2%	82.8%	2,778	588	2,189	21.2%	78.8%
Ohio	107,761	13,685	94,076	12.7%	87.3%	86,601	8,378	78,223	9.7%	90.3%
Oklahoma	16,036	2,302	13,734	14.4%	85.6%	11,240	1,607	9,632	14.3%	85.7%
Oregon	155,953	57,421	98,532	36.8%	63.2%	80,044	27,189	52,855	34.0%	66.0%
Pennsylvania	144,087	38,844	105,243	27.0%	73.0%	64,727	14,568	50,159	22.5%	77.5%
Puerto Rico	24,060	9,128	14,932	37.9%	62.1%	12,000	4,635	7,365	38.6%	61.4%
Rhode Island	9,542	2,578	6,964	27.0%	73.0%	5,466	1,303	4,164	23.8%	76.2%
South Carolina	21,013	3,714	17,300	17.7%	82.3%	16,672	2,999	13,673	18.0%	82.0%
South Dakota	6,015	581	5,433	9.7%	90.3%	5,096	370	4,726	7.3%	92.7%
Tennessee	69,624	16,171	53,452	23.2%	76.8%	29,218	4,827	24,392	16.5%	83.5%
Texas	64,233	7,433	56,800	11.6%	88.4%	37,211	5,882	31,329	15.8%	84.2%
Utah	9,106	2,276	6,831	25.0%	75.0%	5,617	1,401	4,216	24.9%	75.1%
Vermont	7,648	2,282	5,366	29.8%	70.2%	4,046	988	3,057	24.4%	75.6%
Virgin Islands	871	283	588	32.4%	67.6%	243	73	169	30.3%	69.7%
Virginia	50,193	12,634	37,559	25.2%	74.8%	34,424	7,858	26,566	22.8%	77.2%
Washington	79,985	26,335	53,650	32.9%	67.1%	96,058	32,259	63,799	33.6%	66.4%
West Virginia	14,843	3,110	11,733	21.0%	79.0%	10,997	1,708	9,289	15.5%	84.5%
Wisconsin	42,548	8,842	33,706	20.8%	79.2%	35,579	6,645	28,933	18.7%	81.3%
Wyoming	927	200	727	21.6%	78.4%	1,121	261	860	23.3%	76.7%

Source: Data Reporting System. [TANF Caseload Data 2016](#) and [TANF Caseload Data 2021](#).

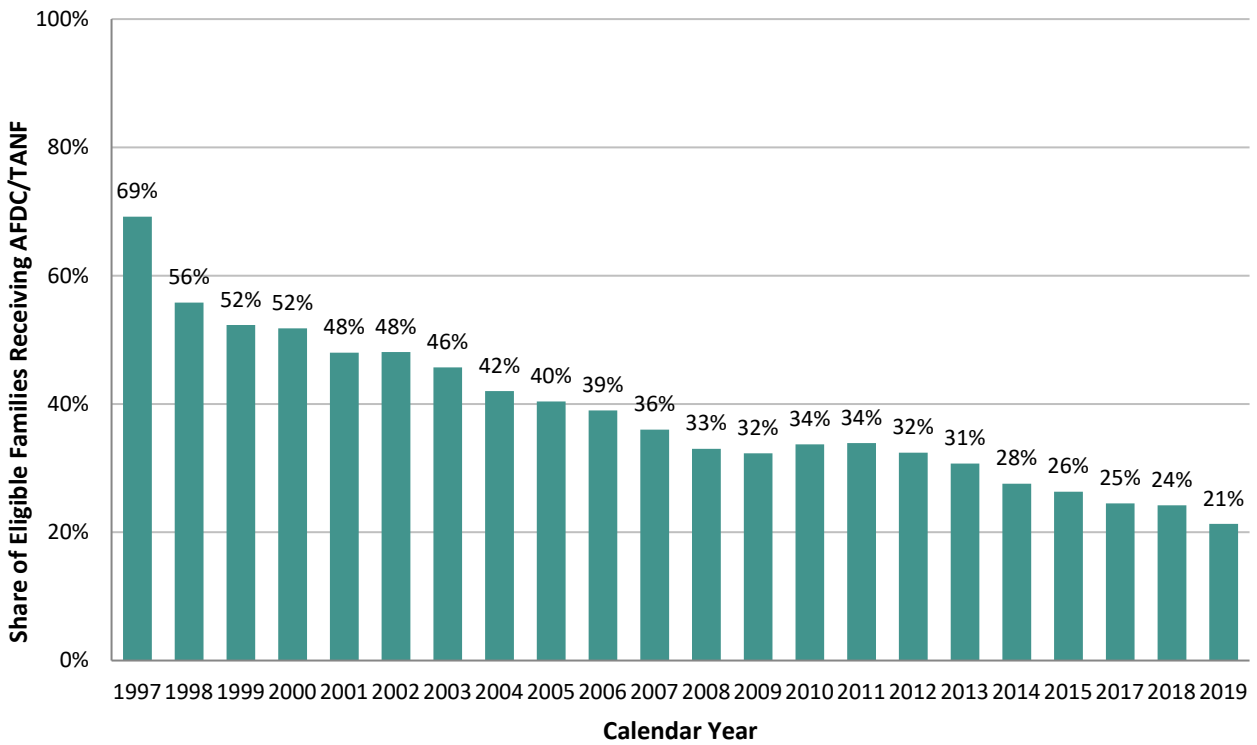
*Proportion of Adults and Children in the TANF/SSP Caseload*

In FY 2021, 26.7 percent (.67 million) of TANF/SSP recipients were adults and 73.3 percent (1.84 million) were children, as shown in Figure 2-D.

**Participation of Eligible Families**

HHS estimates the percentage of families eligible for assistance under state rules that are receiving TANF assistance using the Transfer Income Model (TRIM), a micro-simulation model, through a contract with the Urban Institute.<sup>9</sup> As shown in Figure 2-E, this participation rate data shows that the share of eligible families receiving TANF declined from 69 percent in 1997 to 21.3 percent in 2019 (the latest year for which the estimate is available).

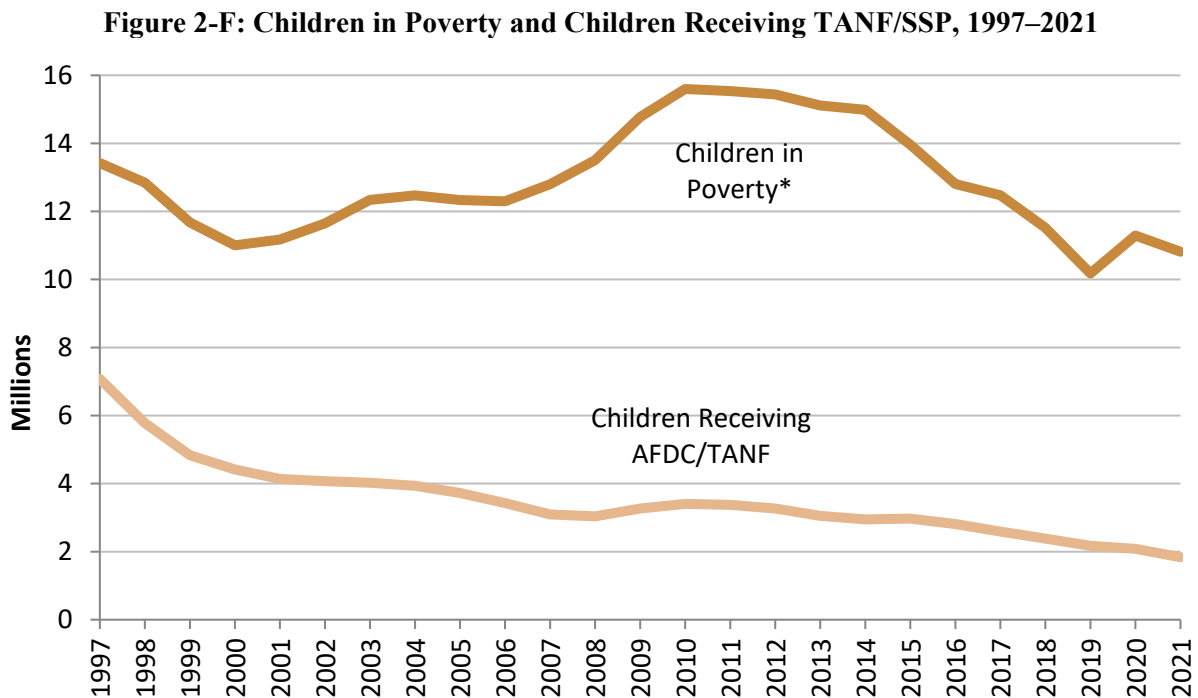
**Figure 2-E: Participation of Eligible Families in TANF, 1997 – 2019**



Source: Data for caseloads (the numerator) are from HHS/ACF and estimates for the number eligible (the denominator) are derived from the Current Population Survey, Annual Social and Economic Supplements, microsimulation model TRIM3. See the HHS Office of the Assistant Secretary for Planning and Evaluation, [Welfare Indicators and Risk Factors Twenty-First Report to Congress](#).

<sup>9</sup> 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 data on participation for an average month from administrative records, by calendar year.

Figure 2-F displays the number of children receiving TANF cash assistance relative to the number of children in poverty from 1997 through 2021.



\*Related children in subfamilies under 18 years of age.

Source: U.S. Census Bureau, Current Population Survey, Annual Social and Economic Supplement (ASEC). TANF Caseload Data, <https://www.acf.hhs.gov/ofa/programs/tanf/data-reports>.

### **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 (these numbers do not include SSP cases). As discussed in a report on the TANF application process prepared for ACF by Abt Associates, states have varying definitions and procedures for TANF applications, approvals, and case closures.<sup>10</sup> 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. Notwithstanding the differences, the percentage of applications received that are approved has been declining rather steadily between FY 2000 and FY 2021.

<sup>10</sup> The full report can be accessed at: <https://www.abtassociates.com/insights/publications/report/study-of-the-tanf-application-process-final-report>.



**Figure 2-G: Average Monthly Number of TANF Applications Received and Approved, and Cases Closed, FY 2000-FY 2021**

Fiscal Year	U.S. Monthly Average TANF Applications Received	U.S. Monthly Average TANF Applications Approved	Percentage Approved	U.S. Monthly Average TANF Cases Closed
2000	270,922	147,369	54.4%	171,511
2001	281,987	158,087	56.1%	165,376
2002	296,772	157,266	53.0%	170,367
2003	310,077	160,561	51.8%	166,266
2004	310,900	155,623	50.1%	165,981
2005	297,901	143,280	48.1%	156,333
2006	293,635	134,897	45.9%	150,591
2007	297,527	137,810	46.3%	149,565
2008	298,680	135,685	45.4%	142,238
2009	321,086	139,098	43.3%	142,729
2010	334,033	142,707	42.7%	150,974
2011	315,556	139,497	44.2%	157,215
2012	314,855	122,024	38.8%	153,887
2013	300,604	110,434	36.7%	135,154
2014	275,606	106,612	38.7%	119,542
2015	267,377	95,550	35.7%	111,972
2016	252,946	87,178	34.5%	99,806
2017	234,419	79,285	33.8%	87,949
2018	227,865	77,181	33.9%	85,895
2019	205,945	65,828	32.0%	85,855
2020	202,487	56,475	27.9%	58,789
2021	200,090	51,715	25.8%	56,036

Source: TANF Application Data.

The reasons for case closures are discussed in Chapter IV; however, it is difficult to determine the accuracy of case closure responses because of the variety of codes that states use, the lack of clearly defined response categories, and the fact that caseworkers may not always know the reason for case closure.

### **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. 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 federally funded assistance as the head-of-household or married to the head-of-household counts toward the 60-month limit.

In FY 2021, the average countable months of receipt for families with an adult receiving federally funded assistance was 29.7 months, with about 32.4 percent receiving such assistance for 12 months or less.<sup>11,12</sup>

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

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 18 U.S.C. 1151) or a Native Alaskan village where at least 50 percent of the adults were not employed.
3. Any month of assistance funded solely with state MOE funds, using either segregated state funds or an SSP. (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 an SSP 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 is experiencing domestic or intimate partner violence or other circumstances, as specified in the statute.<sup>13</sup> Assistance can also be extended for families with an adult while (s)he lives in Indian country (as defined in 18 U.S.C. 1151) 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 SSP.

In FY 2021, 2.3 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 hardship exception, far below the 20 percent limit.<sup>14</sup> Most states reported that less than 1 percent of all such families received assistance beyond 60 months due to a hardship exemption or domestic

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<sup>11</sup> Table 5, Temporary Assistance For Needy Families, TANF Federal Five-Year Time Limit, Average Monthly Number Of Countable Months, Fiscal Year 2012

[https://www.acf.hhs.gov/sites/default/files/documents/ofa/timelimit\\_2021\\_0.pdf](https://www.acf.hhs.gov/sites/default/files/documents/ofa/timelimit_2021_0.pdf)

<sup>12</sup> Table 2B, Temporary Assistance For Needy Families, TANF Federal Five-Year Time Limit, Average Monthly Number Of Countable Months, Fiscal Year 2017,

[https://www.acf.hhs.gov/sites/default/files/documents/ofa/timelimit\\_2021\\_0.pdf](https://www.acf.hhs.gov/sites/default/files/documents/ofa/timelimit_2021_0.pdf)

<sup>13</sup> See [42 U.S. Code § 608\(a\)\(7\)\(C\)\(iii\)](#) for full definition of “battered or subject to extreme cruelty”

<sup>14</sup> Table 1, Temporary Assistance for Needy Families, Adherence to the Federal Five-Year Time Limit, Fiscal Year 2017, [https://www.acf.hhs.gov/sites/default/files/documents/ofa/timelimit\\_2021\\_0.pdf](https://www.acf.hhs.gov/sites/default/files/documents/ofa/timelimit_2021_0.pdf)



violence waiver. Only three states (Hawaii, Pennsylvania, and Washington) 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. 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) (See Figure 3-A) 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 6 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.

**Figure 3-A: Definition of Work-Eligible Individual (45 CFR Part 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 disregard three categories of families from the calculation of the work participation rates, including: (1) single parents caring for a child under

the age of one (limited to a lifetime maximum of 12 months); (2) those under a sanction for noncompliance with work requirements (for up to 3 months in the preceding 12-month period); and (3) those 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. Expenditures in SSF programs do not count as MOE.

### 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 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 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. (The requirement for single parents with a child under six is at least an average 20 hours per week in one of the nine "core" activities.) 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 hours of participation. 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 four consecutive weeks. Hours of participation in vocational educational training can be counted for no more than 12 months per individual (over a lifetime). A teen parent (under age 20) who is a WEI 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 work participation rate for a month may participate in vocational educational training or teen parent educational activities.

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

<b>“Core” Activities (at least 20 hours/week from these)</b>	<b>“Non-Core” Activities (only countable for hours in excess of 20)</b>
Unsubsidized employment	Job skills training directly related to employment
Subsidized private sector employment	
Subsidized public sector employment	Education directly related to employment
Work experience	Satisfactory attendance at secondary school or in a GED program
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 (the current base year) and a comparison year.

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.<sup>15</sup>

### **FY 2021 Work Participation Rates and Trends over Time**

The national average overall participation rate achieved in FY 2021 was 33.6 percent, and the national average two-parent rate achieved in FY 2021 was 37.9 percent.

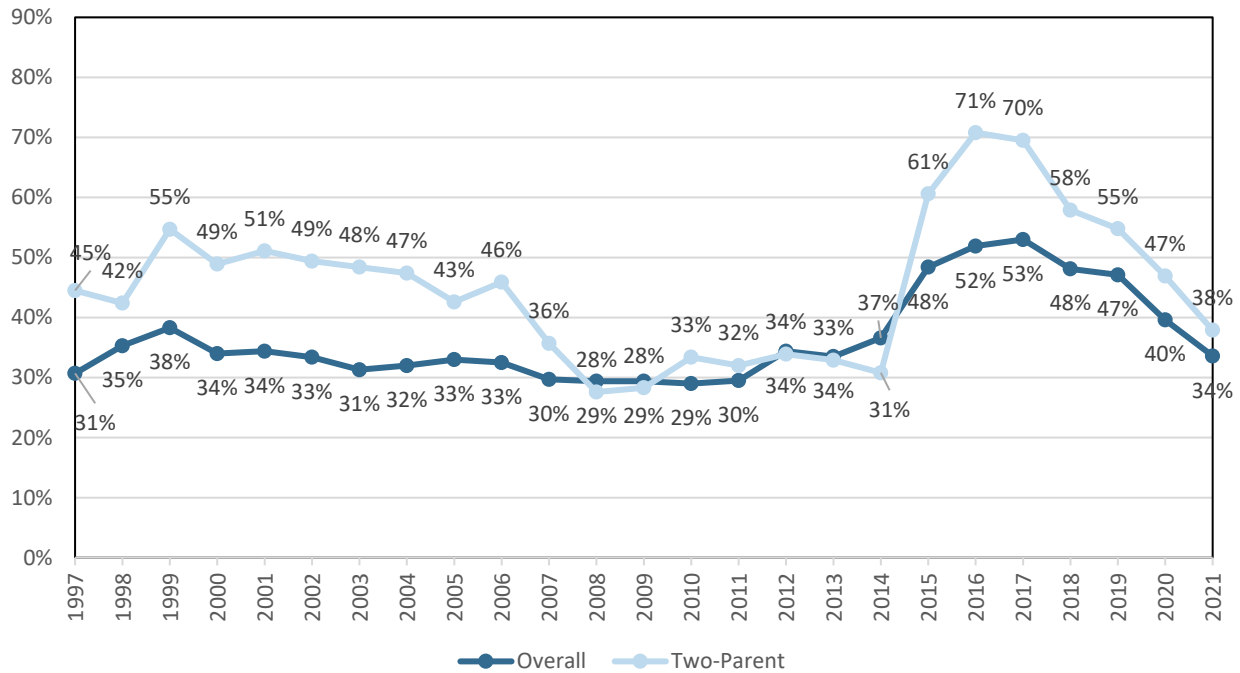
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<sup>15</sup>Department of Health and Human Services; Administration for Children and Families; Reauthorization of the Temporary Assistance for Needy Families (TANF Program), 73 Fed. Reg. 6771 (February 5, 2008) (to be codified at 45 CFR Parts 261, 262, 263, and 265).

<https://www.federalregister.gov/documents/2008/02/05/08-455/reauthorization-of-the-temporary-assistance-for-needy-families-tanf-program>

Figure 3-C demonstrates the trend in TANF work participation rates achieved from FY 1997 to FY 2021.

**Figure 3-C: National Average TANF Work Participation Rates, FY 1997 – FY 2021**



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

Source: [TANF Work Participation Rate Data](#).

An overview of state strategies to meet the work rates can be found on the ACF/OPRE website at <http://www.acf.hhs.gov/programs/opre/resource/tanf-work-requirements-and-state-strategies-to-fulfill-them>.

The caseload reduction credit—including caseload adjustments due to excess MOE spending—reduced the overall work participation rate requirement below the 50-percent statutory standard for all but six states in FY 2021. Thirty-three states had caseload reduction credits large enough to reduce their overall targets to zero in FY 2021 and only seven states had target work participation rates of more than 20 percent. Figure 3-D shows the number of states with effective overall participation rate targets of less than 20 percent from FY 2000 through FY 2021.

**Figure 3-D: WPR Adjusted Standards Under 20 Percent, FY 2000 – FY 2021**

Fiscal Year	Number of States* with an Adjusted Standard of 0%	Number of States with an Adjusted Standard Greater than 0% and Less than 20%	Total 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
2014	7	19	26
2015	14	15	29
2016	20	14	34
2017	22	15	37
2018	23	17	40
2019	27	17	44
2020	31	14	45
2021	33	14	47

\* States refers to states, territories, or the District of Columbia

Source: Adjusted standards are derived from state caseload reduction credit reports (the ACF-202); if a state does not submit a report, its work participation rate target is the statutory target. [TANF Work Participation Rate Data](#).

Figure 3-E shows the work participation rate that each state achieved in FY 2021, the standards adjusted for each state’s caseload reduction credit, and whether the state met its target for the overall rate and the two-parent rate. In FY 2021, 28 states operated programs subject to the two-parent work participation rate. For states that had no TANF and/or SSP-MOE families subject to the two-parent work participation rate, the two-parent rate is left blank in the figures.

For FY 2021, seven states and one territory failed their required two-parent work participation rates, one state failed its overall work participation rate, and two states failed both their overall and two-parent work participation rates.

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

**Figure 3-E: Combined TANF and SSP-MOE Work Participation Rates, FY 2021**

STATE	ALL-FAMILIES RATE			TWO-PARENT FAMILIES RATE		
	Rate	Adjusted Standard 2/	Met Target	Rate	Adjusted Standard 2/	Met Target
United States	33.6%	—	—	37.9%	—	—
Alabama	36.9%	0.0%	Yes	55.7%	0.0%	Yes
Alaska	30.7%	8.0%	Yes	40.9%	37.9%	Yes
Arizona	11.7%	0.0%	Yes	15.1%	14.1%	Yes
Arkansas	14.1%	0.0%	Yes	17.7%	13.3%	Yes
California	52.1%	19.8%	Yes	22.8%	55.6%	No
Colorado	44.2%	0.8%	Yes	1/	—	—
Connecticut	3.4%	0.0%	Yes	1/	—	—
Delaware	27.6%	0.0%	Yes	1/	—	—
District of Col.	15.0%	10.3%	Yes	1/	—	—
Florida	3.7%	15.5%	No	1.0%	43.2%	No
Georgia	4.6%	0.0%	Yes	1/	—	—
Guam	2.9%	0.0%	Yes	0.6%	35.3%	No
Hawaii	10.9%	0.0%	Yes	12.4%	15.7%	No
Idaho	71.4%	50.0%	Yes	1/	—	—
Illinois	56.0%	7.6%	Yes	1/	—	—
Indiana	12.6%	0.0%	Yes	16.6%	12.3%	Yes
Iowa	13.1%	0.0%	Yes	10.7%	5.3%	Yes
Kansas	28.7%	0.0%	Yes	31.5%	23.0%	Yes
Kentucky	20.6%	0.0%	Yes	32.5%	27.8%	Yes
Louisiana	0.5%	0.0%	Yes	1/	—	—
Maine	79.7%	50.0%	Yes	91.6%	90.0%	Yes
Maryland	3.2%	14.3%	No	1/	—	—
Massachusetts	53.8%	20.7%	Yes	91.4%	60.7%	Yes
Michigan	25.2%	0.0%	Yes	1/	—	—
Minnesota	14.9%	2.7%	Yes	1/	—	—
Mississippi	41.7%	0.0%	Yes	1/	—	—
Missouri	17.4%	0.0%	Yes	1/	—	—
Montana	36.3%	10.9%	Yes	38.5%	19.6%	Yes
Nebraska	9.6%	0.0%	Yes	1/	—	—
Nevada	22.8%	4.2%	Yes	29.0%	44.2%	No
New Hampshire	58.9%	50.0%	Yes	1/	—	—
New Jersey	4.3%	0.0%	Yes	95.9%	6.2%	Yes
New Mexico	7.2%	0.0%	Yes	8.5%	23.8%	No
New York	10.3%	0.0%	Yes	1/	—	—
North Carolina	4.7%	1.3%	Yes	9.7%	41.3%	No
North Dakota	8.5%	0.0%	Yes	1/	—	—
Ohio	31.9%	8.8%	Yes	29.6%	7.0%	Yes
Oklahoma	13.7%	0.0%	Yes	1/	—	—
Oregon	47.3%	50.0%	No	85.4%	90.0%	No
Pennsylvania	11.3%	0.0%	Yes	34.0%	0.0%	Yes
Puerto Rico	0.6%	0.0%	Yes	1/	—	—
Rhode Island	6.5%	0.0%	Yes	6.8%	26.3%	No
South Carolina	9.0%	0.0%	Yes	1/	—	—
South Dakota	58.8%	50.0%	Yes	1/	—	—
Tennessee	24.8%	0.0%	Yes	24.0%	13.3%	Yes
Texas	3.1%	0.0%	Yes	1/	—	—
Utah	10.5%	0.0%	Yes	1/	—	—
Vermont	35.4%	1.1%	Yes	79.9%	31.1%	Yes
Virgin Islands	1.2%	0.0%	Yes	1/	—	—
Virginia	14.5%	0.0%	Yes	1/	—	—
Washington	34.7%	0.0%	Yes	58.1%	37.5%	Yes
West Virginia	20.8%	0.0%	Yes	1/	—	—
Wisconsin	36.9%	7.5%	Yes	39.9%	26.9%	Yes
Wyoming	73.8%	50.0%	Yes	70.4%	90.0%	No

1/ State has no TANF and/or SSP-MOE families subject to the two-parent rate.

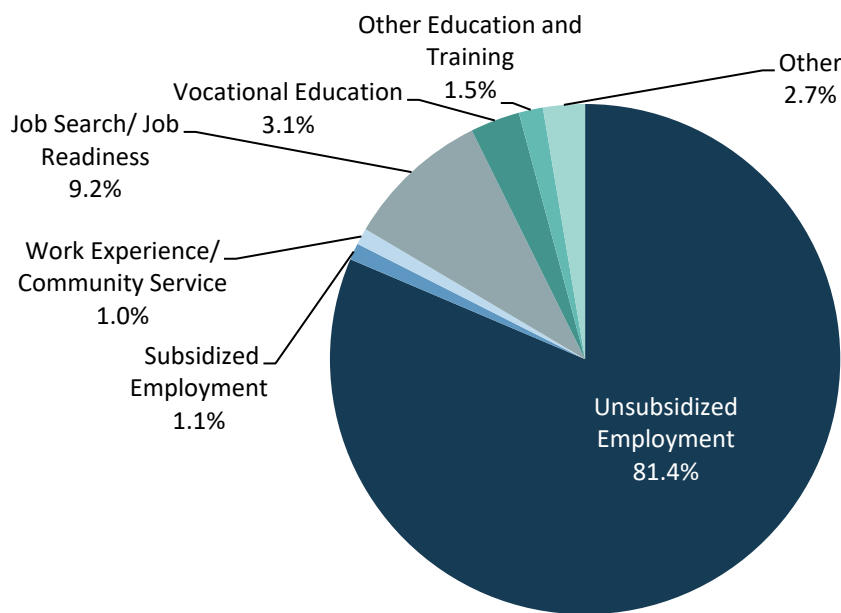
2/ Statutory standards of 50% for all-families rate and 90% for 2-parent rate are adjusted by each state's caseload reduction credit.

Source: [TANF Work Participation Rate Data](#).

In FY 2021, 8.9 percent of TANF families with a WEI had some hours of participation but did not attain sufficient hours to qualify toward the work participation rate. States reported zero hours of participation in qualified activities for 57.4 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., no 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 a 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 [Improving Engagement of TANF Families: Understanding Work Participation and Families with Reported Zero Hours of Participation in Program Activities](#).

Figure 3-F shows the percent distribution of total hours of participation for all work-eligible individuals in TANF and SSP programs by work activity in FY 2021.

**Figure 3-F: Percent Distribution of Total Hours of Participation for All Work-Eligible Individuals (TANF and SSP) by Work Activity, FY 2021**



Note: Hours reported in “Other” are not counted toward the work participation rates. Percentages may not sum to 100 due to rounding.

Source: Table 7A of the FY 2021 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 to (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. Characteristics and Financial Circumstances of TANF Recipients

TANF program data is collected monthly and reported quarterly to HHS, as required of states. The 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 2021 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,<sup>16</sup> can be accessed online on [OFA's website](#).

Note that the data presented in this chapter may differ from the caseload data presented in 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). This chapter displays individual- or family level data and excludes SSP cases. Data presented elsewhere displays the aggregated caseload using data reported by states.

In an average month of FY 2021, approximately 804,000 families (or what is commonly referred to as cases or the caseload) received TANF assistance. In FY 2021, the average number of recipients in TANF families was 2.3, including an average of 1.8 child recipients. Among TANF recipient families, 50.6 percent had one child. Only 7.8 percent of families had four or more children.

The average monthly amount of assistance for TANF recipient families was \$517 in FY 2021. Monthly cash payments to TANF families averaged \$431 for families with one child, \$534 for those with two children, \$653 for those with three children, and \$826 for the small number of families with four or more children. For comparison, the poverty threshold in 2021 for a family of three with two children was \$1,819,<sup>17</sup> or more than three times the average monthly TANF payment for a family of that size. In FY 2021, 15.0 percent of TANF families had earned or unearned income outside of TANF. Families that received non-TANF income reported an average of \$958 in non-TANF income per month. Additionally, in FY 2021, 7.4 percent of TANF families had earned income with an average monthly amount of \$1,230, while 8.2 percent of the TANF families had unearned income with an average monthly amount of \$624. Unearned income includes a variety of income sources, most notably Social Security, Supplemental Security Income (SSI), Unemployment Insurance, Workers' Compensation.

Some 11.6 percent of TANF families received child support in FY 2021, with an average monthly amount of \$284. This could include current payments, arrearages, recoupment, and

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<sup>16</sup> Each state that claims MOE expenditures for a SSP must file disaggregated information on families receiving SSP-MOE assistance.

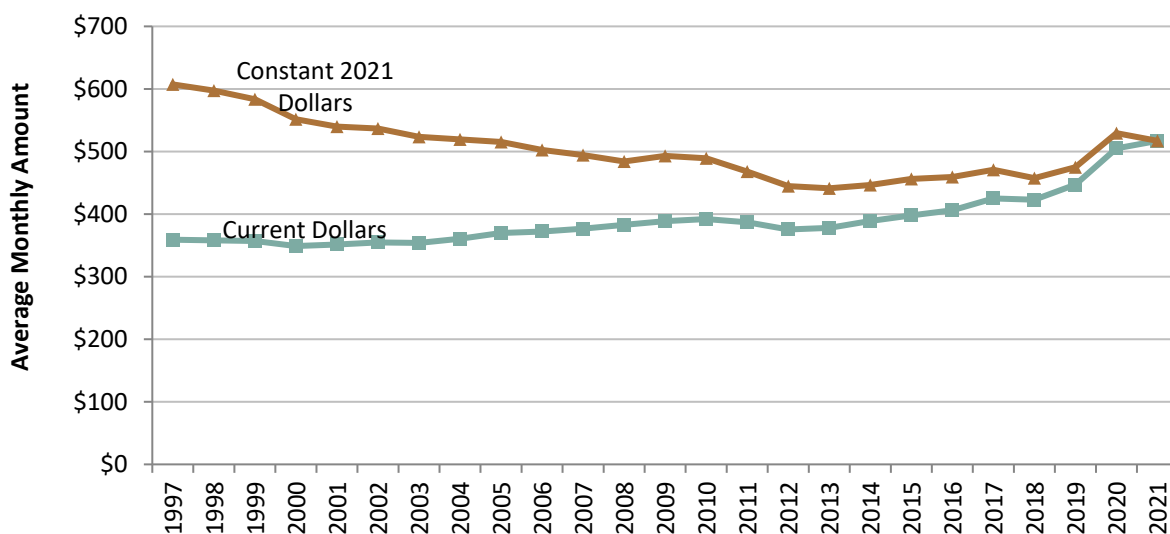
<sup>17</sup> U.S. Census Bureau. Poverty Thresholds for 2021 by Size of Family and Number of Related Children Under 18 Years, <https://www.census.gov/data/tables/time-series/demo/income-poverty/historical-poverty-thresholds.html>.

passthrough amounts, whether paid to the state or to the family. Additionally, 12.6 percent of TANF families had some cash resources (e.g., cash on hand, bank accounts, or certificates of deposit) with an average amount of \$385. As described in Chapter VI 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 81.0 percent of TANF families received SNAP benefits in FY 2021, which is consistent with levels over the previous decade. These families received average monthly SNAP benefits of \$489. In addition, in 30 states, over 98 percent of TANF families participated in Medicaid or in the Children’s Health Insurance Program (CHIP) in FY 2021.

In FY 2021, the average monthly amount of TANF cash assistance for families, regardless of family size, was \$517. Figure 4-A shows trends over time in TANF cash assistance for all families in current dollars and in constant (adjusted for inflation) 2021 dollars. When inflation is taken into account (which reflects an increase in the cost of living over time), the average monthly amount of assistance declined by 15 percent between FY 1997 and FY 2021. In addition to inflation, changes over time are a result of changes in family size, the maximum benefit amount, and the composition of the national caseload, with states paying relatively high benefits making up a larger share of the caseload.

**Figure 4-A: Average Monthly Amount of TANF Cash Assistance for All Families, FY 1997 – FY 2021**



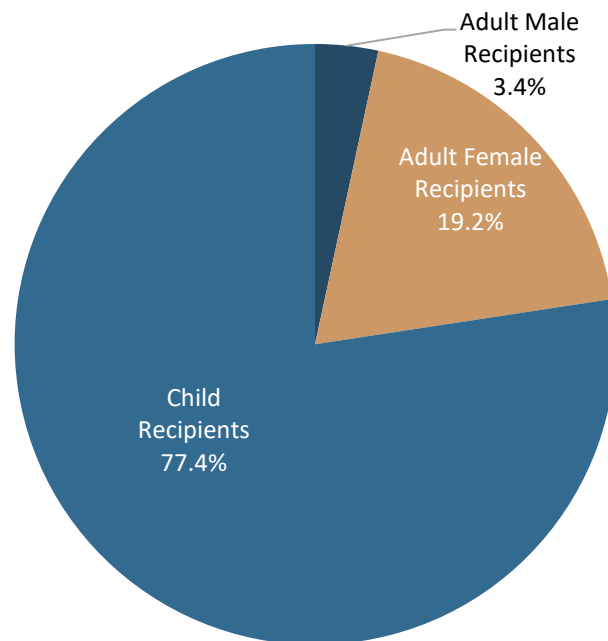
Note: Figures are adjusted to 2021 dollars using the Consumer Price Index Retroactive Series (R-CPI-U-RS).  
 Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

### **Adult Recipients of TANF**

The population of adults receiving TANF, shown in Figure 4-B, included 417,256 adult recipients, representing 22.6 percent of recipients in FY 2021. A large majority (89.5 percent) of

these adult recipients identified as the head of household. While 48.5 percent of adults in an assistance unit were TANF recipients, the other half 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, 61.2 percent were parents, 42.7 percent were non-parent caretaker relatives, and 2.3 percent were other persons whose income was considered in determining eligibility. Parents in a household may not receive TANF assistance if they receive an SSI benefit, they have an unknown citizenship/immigration status, they have a sanction status for failure to comply with requirements that results in the removal of their needs, or another reason. More information on these “child-only” cases can be found later in this chapter.

**Figure 4-B: Percentage Distribution of TANF Recipient Population, FY 2021**

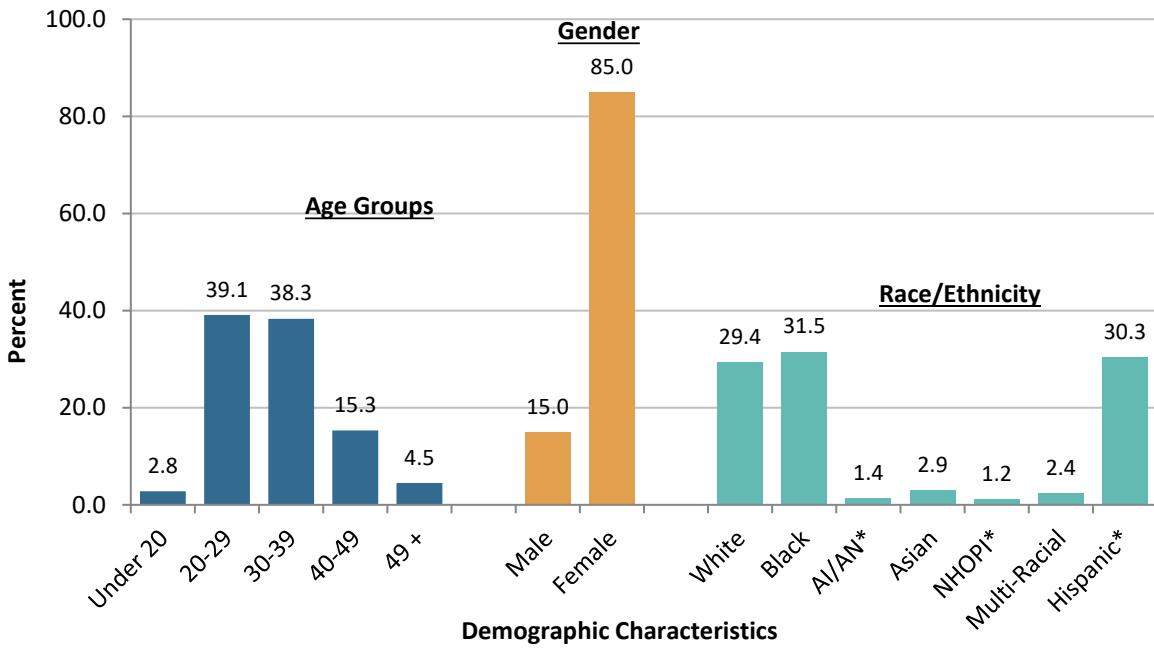


Note: Percentages may not sum to 100 due to rounding.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

As shown in Figure 4-C, just under two-fifths (39.1 percent) of the TANF adult recipient population are between the ages of 20 and 29. Moreover, 80.2 percent of adult recipients have not reached the age of 40. Women make up the vast majority of adults receiving TANF assistance (85.0 percent), as they are more likely to be custodial parents. Black (31.5 percent), Hispanic (30.3 percent), and White (29.4 percent) adults each make up slightly less than one-third of the adult recipient population. The marital status data show that adults receiving TANF assistance are primarily single parents who have never been married (72.5 percent).

**Figure 4-C: Percentage of TANF Adult Recipients by Demographic Characteristics, FY 2021**

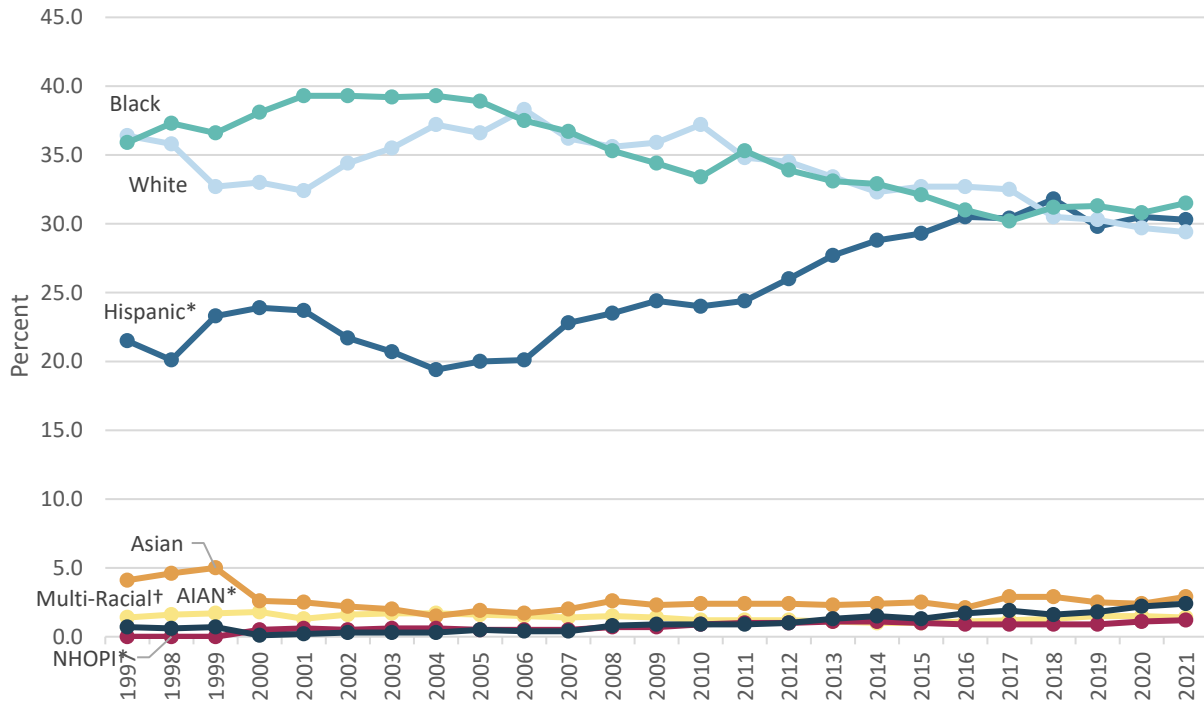


\*Hispanic may be of any race. AI/AN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander. Adult TANF recipients whose race/ethnicity was unknown or reported in error are not shown in the chart (0.8 percent).

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

Demographic characteristics of race and ethnicity for TANF adult recipients over time are shown in Figure 4-D. This historical data shows Hispanic adults’ share of the caseload steadily increasing since 2004 and White and Black adults’ share decreasing over that same time period. The percentage of adult recipients that who were White decreased by 7 percentage points between FY 1997 and FY 2021, from 36.4 percent to 29.4 percent, while the percentage who were Black decreased by 4.4 percentage points, from 35.9 percent to 31.5 percent. Hispanic adults were 21.5 percent of adult recipients in FY 1997 and 30.3 percent in FY 2017, an increase of 8.8 percentage points.

**Figure 4-D: Percentage of TANF Adults by Race/Ethnicity, FY 1997 – FY 2021**



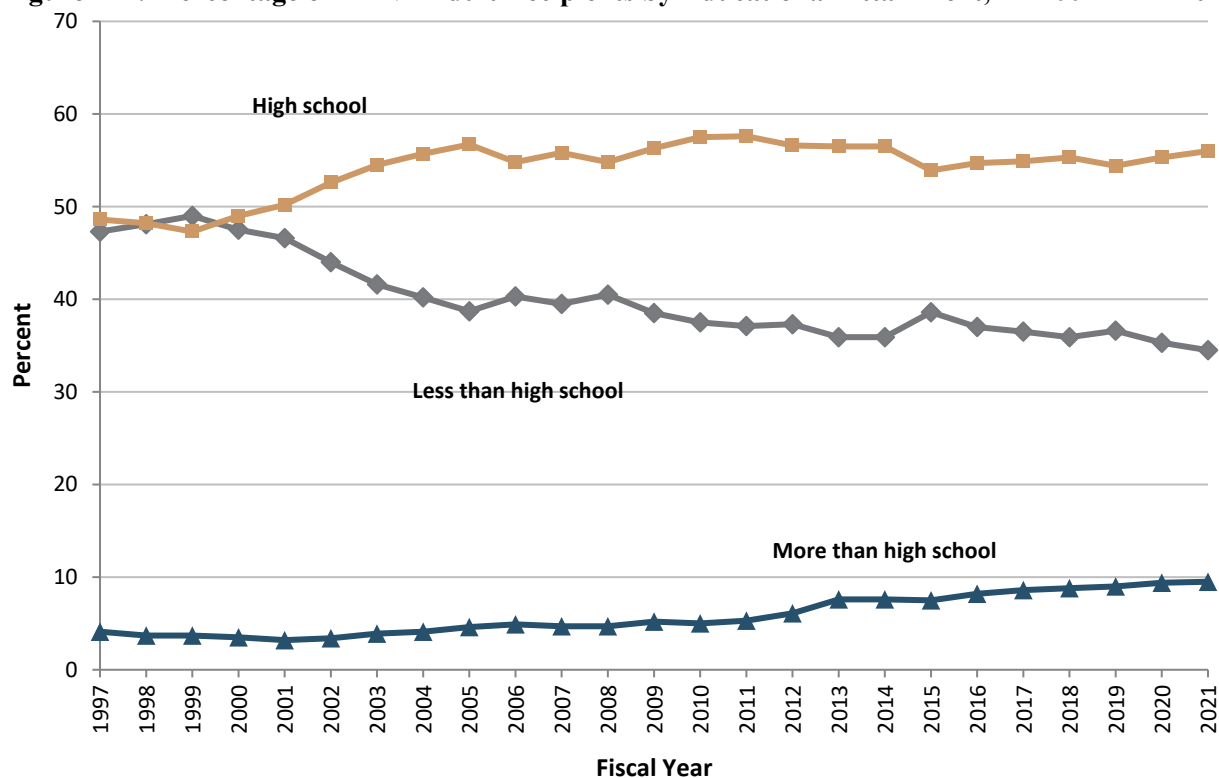
\*Hispanic may be of any race; AI/AN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander.

† Multi-racial was categorized as “other” from 1997-1999.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients.](#)

In terms of educational attainment, 56.0 percent of TANF adult recipients in FY 2021 had completed high school or its equivalent, 34.5 percent had less than a high school level of education, and 9.5 percent of adult recipients had achieved more than a high school level of education. Figure 4-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 increased from 4.1 percent in FY 1997 to 9.5 percent in FY 2021.

**Figure 4-E: Percentage of TANF Adult Recipients by Educational Attainment, FY 1997 – FY 2021**



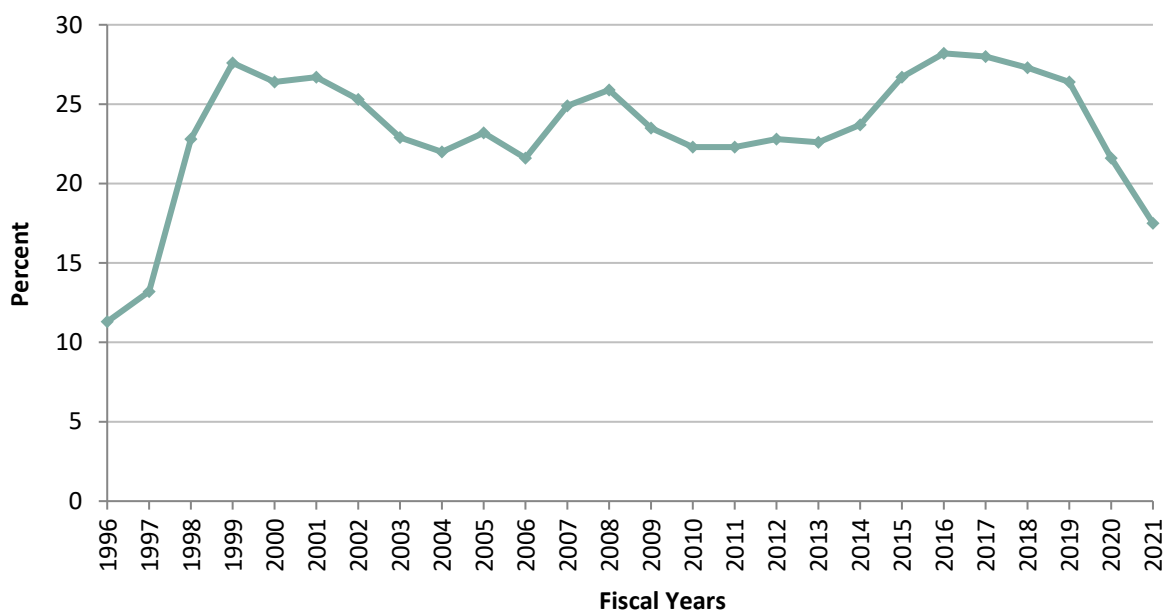
Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

It is important to note that the employment data presented in this chapter are different from the work participation rate data and the employment entry rate data in Chapter V of this report. The data presented here represents the labor market status of adult TANF recipients as reported by states and classifies individuals as either employed or not employed. Conversely, the work participation rate data in are based on families with work-eligible individuals. This includes some non-recipient parents and those in SSPs; it also excludes some adult recipients, most notably those who are not considered work-eligible individuals because they are caring for a family member with a disability. Therefore, the data covers different populations with different definitions and the data sets should not be directly compared to each other.

In FY 2021, 17.5 percent of TANF adult recipients were employed. Of this group, women were employed at a rate of 17.4 percent, while men were employed at a slightly higher rate of 17.9 percent. Note that this is a measure of employment while receiving TANF cash assistance; in many states, a family may lose TANF eligibility when or shortly after an adult enters employment, and these percentages do not include employment in the period before or after receiving TANF assistance.

As shown in Figure 4-F, the rate at which adult recipients were employed increased significantly during the late 1990s. The employment rate increased from 13.2 percent in FY 1997 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 before the Great Recession. From 2009 through 2014, the employment rate remained between 22 and 24 percent. By FY 2018, the employment rate for adult recipients was at 27.3 percent. The COVID-19 pandemic led to a sharp decline in employment among TANF recipients; by FY 2021, only 17.5 percent of TANF recipients were employed.

**Figure 4-F: Employment Rate of AFDC/TANF Adult Recipients, FY 1997 – FY 2021**



Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

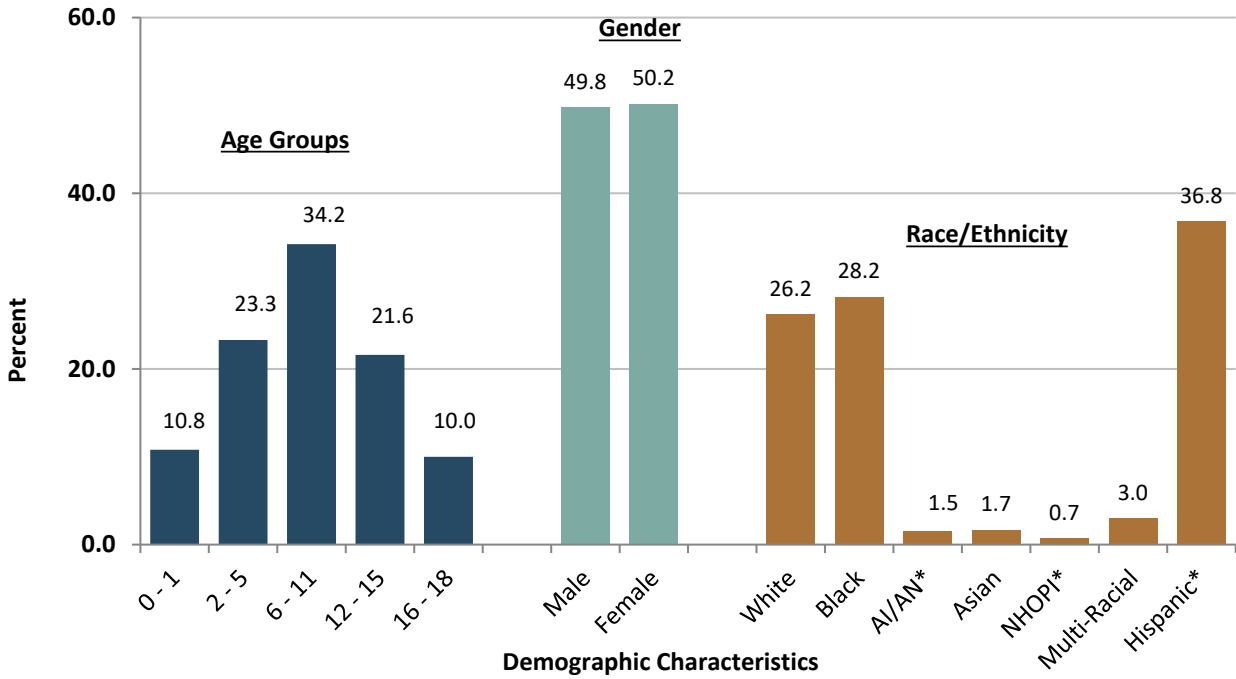
### **Child Recipients of TANF**

In FY 2021, most child recipients were children of the head of the household in TANF families (77.3 percent), and 12.5 percent were grandchildren of the head of the household. Among TANF families, 50.6 percent reported having only one child recipient.

As shown in Figure 4-G, 68.3 percent of children receiving TANF assistance in FY 2021 were young children under the age of 12. Race/ethnicity data demonstrate that Hispanic children comprised 36.8 percent of children receiving TANF assistance in FY 2021, while 28.2 percent of TANF children were Black, 26.2 percent were White, 1.5 percent were American Indian/Alaska Native, 1.7 percent were Asian, 0.7 percent were Native Hawaiian/Pacific Islander, and 3.0 percent were multi-racial.



**Figure 4-G: Percentage of TANF Child Recipients by Demographic Characteristics, FY 2021**



\*Hispanic may be of any race. AI/AN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

Figure 4-H displays trends for TANF child recipients by age group from FY 1997 through FY 2021. About one-third of children receiving TANF cash assistance (34.1 percent) in FY 2021 were very young children, age 5 and under. Another one-third of children receiving TANF cash assistance (34.2 percent) were between the ages of 6 and 11.

**Figure 4-H: Percentage of TANF Child Recipients by Age Group, FY 1997 – FY 2021**

<b>Fiscal Year</b>	<b>Under 2</b>	<b>2–5</b>	<b>6–11</b>	<b>12–15</b>	<b>16–18</b>
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
2014	14.3	27.9	33.0	16.6	8.1
2015	14.3	26.6	34.5	16.4	8.2
2016	13.1	25.8	35.2	17.5	8.4
2017	13.3	25.3	34.8	17.9	8.8
2018	13.1	24.6	34.4	18.9	9.1
2019	12.3	24.2	34.3	20.0	9.1
2020	11.8	23.9	34.0	20.8	9.4
2021	10.8	23.3	34.2	21.6	10.0

\*Ages 16-19.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

The trends shown in Figure 4-I detail the race/ethnicity of TANF recipient children from FY 1997 to FY 2021. 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 25.7 percent of all children ages 0 to 17 in 2021.<sup>18</sup>

<sup>18</sup> US Census Bureau, American Community Survey 2021, *IPUMS-USA*, University of Minnesota, [www.ipums.org](http://www.ipums.org).

**Figure 4-I: Percentage Distribution of TANF Child Recipients by Race/Ethnicity, FY 1997 – FY 2021**

Fiscal Year	Hispanic*	White	Black	AIAN*	Asian	NHOPI*	Multi-Racial
1997	24.2	29.9	40.9	1.6	3.4	—	—
1998	24	29	41.2	1.5	4.3	—	—
1999	26.6	26.4	40.6	1.7	4.7	—	—
2000	27.2	27.2	40.6	1.6	2.8	0.6	0
2001	28.2	26	41.4	1.2	2.7	0.5	0
2002	27.8	27.2	40.4	1.4	2.7	0.5	0
2003	28	27.5	40	1.4	2.5	0.6	0
2004	27.8	28.5	39.6	1.4	2.2	0.5	0
2005	29.2	28.2	38.3	1.3	2.5	0.5	0
2006	29.7	29.3	37.1	1.3	2.1	0.5	0
2007	30.7	28.2	37	1.2	2.3	0.6	0
2008	33.4	26.9	35.1	1.2	2.7	0.7	0
2009	34.4	26.9	34.2	1.2	2.6	0.7	0
2010	35.8	28	32.4	1	2.1	0.7	0
2011	35.8	26	32.9	1	2	0.8	1.5
2012	37.1	25.8	31.6	1.1	2.1	0.8	1.5
2013	38.6	25.5	30.5	1	1.8	0.7	1.9
2014	39.3	25.4	29.7	1	1.8	0.8	2
2015	39.3	25.9	29	1.1	1.8	0.7	2.1
2016	38.9	26.8	28.4	1.2	1.6	0.6	2.5
2017	38.8	27.5	27.8	1.3	1.8	0.7	2.2
2018	39.5	26.4	28.2	1.5	1.7	0.6	2.2
2019	37.3	25.7	28.4	1.5	1.7	0.6	2.5
2020	37.2	26.2	28.0	1.5	1.5	0.6	2.7
2021	36.8	26.2	28.2	1.5	1.7	0.7	3.0

\*Hispanic may be of any race; AI/AN=American Indian or Alaska Native; NHOPI=Native Hawaiian or Other Pacific Islander.

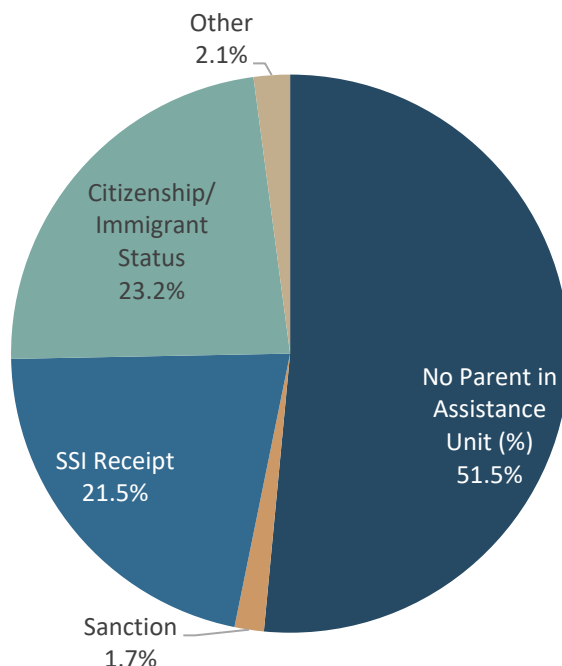
Note: Beginning in 2019, recipients whose race/ethnicity was unknown or reported in error were excluded from this table. Previously, those recipients had been proportionally redistributed.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

### **TANF Child-Only Cases**

In FY 2021, there were approximately 419,000 child-only cases (i.e., those in which no adult’s needs are considered in the calculation of TANF assistance), which accounted for 52.1 percent of the total TANF caseload. Of the total TANF cases with no adult recipients, just under 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 an SSI benefit; an unknown citizenship/immigration status; or a sanction that removed the adult’s needs for failure to comply with work requirements, attend school, or cooperate with child support. Figure 4-J illustrates the reasons that parents are not included in the assistance unit, as a percentage of all child-only cases. Over half (51.5 percent) of children in households with no adult recipient are living without a parent in the assistance unit, and many of those are being cared for by a caretaker relative.

**Figure 4-J: Percentage Distribution of TANF Child-Only Families (No Adult Recipient) by Reason for Parent(s) not Receiving Assistance, FY 2021**



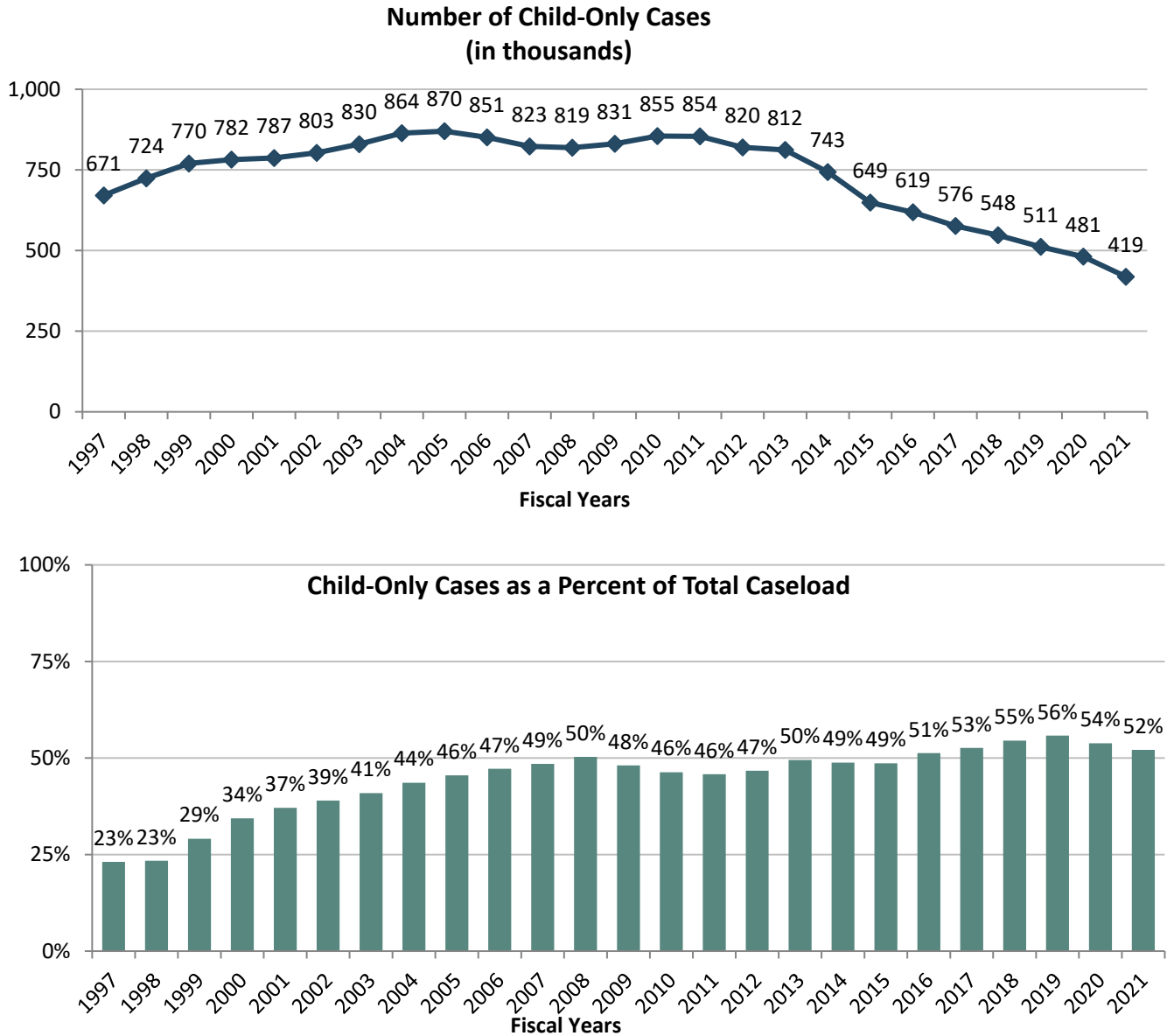
Note: Percentages may not sum to 100 due to rounding. There could be no parent in the assistance unit because the child or children are living with a relative other than a parent or a nonrelative.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

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 4-K, the percentage of child-only cases as a share of the total caseload more than doubled between 1997 and 2007, from 23 percent to 49 percent. Child-only cases have made up about half of the TANF caseload since 2007. The number of child-only cases peaked at 870,000 cases in FY 2005, and then fluctuated before the number declined to its current low of 419,000 cases in FY 2021, a trend reflecting the overall decline in the TANF caseload.

**Figure 4-K: Number of TANF Child-Only Cases and Percentage of Total Caseload, FY 1997 – FY 2021**



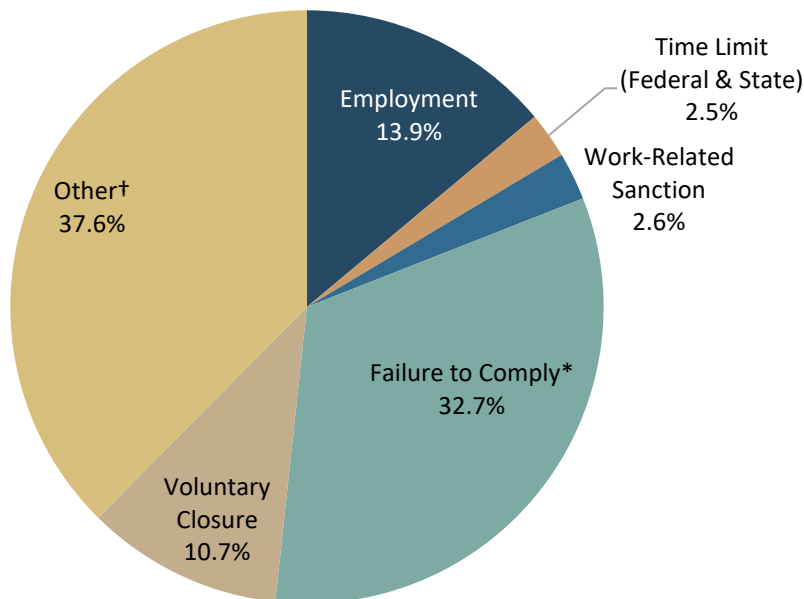
Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

**TANF Time Limits and Case Closures**

Case closure data in Figure 4-L illustrates the reasons states reported for TANF case closure in FY 2021. Only 13.9 percent of cases were reported as closed due to employment. However, it is possible that many closures due to employment reasons were coded as “voluntary” (10.7 percent),

“failure to comply” (32.7 percent), or “Other” (37.6 percent) due to the state agency’s lack of information at the point of closure that a recipient became employed. Additionally, the COVID-19 pandemic likely played a factor in a lower share of cases closed due to employment than in previous years (compared to 20.5 percent in FY 2017).

**Figure 4-L: Percentage Distribution of TANF Families by Reason for Case Closure, FY 2021**



\* Includes failure to comply with: child support requirements; teen parent school attendance requirements; teen parent requirement to live in a supervised adult setting; the development of an individual responsibility plan; or an individual responsibility plan or other behavioral requirement. Also includes failure to appear at an eligibility appointment, submit required verification materials, and/or cooperate with eligibility requirements for initial eligibility determination or subsequent redetermination.

† Includes reasons of marriage; youngest child aging out or absent; case transferred to a separate state MOE program; excess income or resources including child support collected and other excess unearned income or resources such as cash and automobiles; and other reasons not captured in one of the other categories.

Note: Percentages may not sum to 100 due to rounding.

Source: TANF administrative records. [Characteristics and Financial Circumstances of TANF Recipients](#).

There are a number of reasons why more TANF case closures are not attributable to the federal 5-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 5 years, and many states do so, as described in Chapter VI of this report. In FY 2021, 40 states and the District of Columbia reported closing

less than 1 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 2021, 31.4 percent had non-TANF income with an average monthly amount of \$1,244 in the month the case closed. In TANF closed-case families, 14.4 percent of adults had earned income and 74.5 percent received SNAP benefits in the month that the case closed in FY 2021. Furthermore, 36 states reported that over 90 percent of closed-case families participated in Medicaid and/or 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. In FY 2021, 32 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.

## V. TANF Performance Measures

ACF calculates performance measures of TANF work-eligible individuals by matching monthly TANF data to the quarterly wage files on the National Directory of New Hires (NDNH). ACF uses 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.

These performance measures capture near-term employment of TANF work-eligible individuals (WEIs) in families receiving TANF cash assistance (See Figure 3-A for the definition of WEIs). These measures were calculated using TANF data and NDNH data.<sup>19,20</sup> States that reported TANF sample data have been weighted to make the data representative of the states' caseloads when included in the calculation of the national rates for FY 2017, FY 2018, and FY 2019.<sup>21</sup> Since 22 states submitted sample data each year, the national rates have sampling error. National rates are average monthly estimates for the WEI TANF caseload. Average monthly numbers are calculated to combine monthly data from universe jurisdictions and monthly cross-sectional data from sample jurisdictions.<sup>22</sup> Because these measures are computed for an average monthly caseload, TANF individuals reflect a point-in-time estimate. This means that the caseload represented here is, on average, more likely to be longer-term TANF recipients than would be found in an unduplicated count over a fiscal year.

**Figure 5-A: TANF Employment Performance Measures**

Performance Measure	FY 2017	FY 2018	FY 2019
<b>Employment Entry Rate:</b> Percentage of Unemployed WEIs at baseline with earnings in the first following quarter	18.0%	17.5%	17.2%
<b>Employment Retention:</b> Percentage of Employed WEIs at baseline with earnings in the second following quarter	77.7%	77.9%	78.2%
<b>Earnings Gain:</b> Median percent change in median earnings from baseline to a second following quarter	29.5%	29.6%	27.3%

Source: August 2018, 2019, and 2020 extracts from the TANF Data Reporting System; October 2018, 2019, and 2020 and May 2021 extracts from the quarterly wage file of the National Directory of New Hires (NDNH).

In FY 2019, 17.2 percent of TANF WEIs who were unemployed at baseline were employed (i.e.,

<sup>19</sup> Data sources: August 2018, 2019, and 2020 extracts from the TANF Data Reporting System; October 2018, 2019, and 2020 and May 2021 extracts from the quarterly wage file of the National Directory of New Hires (NDNH).

<sup>20</sup> For these measures, we use earnings, as reported in the NDNH, in a given quarter as a proxy for employment in that quarter, and no earnings in a given quarter as a proxy for unemployment in that quarter. The NDNH data only tell us whether an individual had any earnings (and how much) in a given quarter. The NDNH wage data do not tell us when a person actually got a job, how many hours they worked, or how long they have been employed.

<sup>21</sup> States that reported sample data in these years are CA, CO, CT, FL, IL, KS, MA, MD, MI, MS, NC, NM, NV, NY, OH, PA, SC, SD, TN, TX, and WV.

<sup>22</sup> These new measures replace the measures associated with the High Performance Bonus (HPB), last calculated for FY 2014. The HPB measures that were previously reported in Congressional Justifications did *not* include sample states and covered TANF adult recipients, as opposed to TANF work-eligible individuals.



reported earnings) in the following quarter. The annual employment retention rate was 78.2 percent in FY 2019. This means that of those WEIs who were employed at baseline, 78.2 percent were employed two quarters later (although not necessarily in the same job). The median earnings gain rate is the median of the percentage change in earnings for work eligible individuals between baseline and two quarters later, provided they were employed at baseline and the second subsequent quarter.<sup>23</sup> In FY 2019, the median percentage change in earnings for WEIs was 27.3 percent.

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<sup>23</sup> This rate is calculated for each individual's change in earnings between the subsequent quarter's earnings and the baseline quarter's earnings (change = subsequent - baseline) and assessing the change as a percent of baseline earnings (percent change = change / baseline). Then, the average monthly median percent change is calculated for all WEIs employed at baseline. Like the prior two measures, average monthly numbers are calculated to combine monthly data from universe states and monthly cross-sectional data from sample jurisdictions.

## **VI. 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. 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 2020.

## **Form of Administration**

Figure 6-A outlines how each state administers its TANF cash assistance program.

**Figure 6-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 Supervised/ County Administered	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 <sup>1</sup>
New Mexico	State	State	State
New York	State Supervised/ County Administered	State	County
North Carolina	State Supervised/ County Administered	County <sup>1</sup>	County
North Dakota	State Supervised/ County Administered	State	State
Ohio	State Supervised/ County Administered	State	County

**Figure 6-A: State TANF Implementation**

State	Form of Administration	State or County Discretion	
		Eligibility and Benefits	Available Services
Oklahoma	State	State	State
Oregon	State	State	State
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 <sup>1</sup>
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 <sup>2</sup>
Wyoming	State	State	State

<sup>1</sup> The state TANF agency sets the rules regarding cash assistance. Policies related to work activities are established at the state level and implemented by the county welfare agencies in conjunction with the state Department of Labor, also at the county level. The Department of Labor has discretion while working with the client to determine the proper approach and work activities relative to each client; however, they must adhere to certain agreed upon rules regarding any expenses and the approach itself.

<sup>2</sup> Wisconsin Works contracts with private for profit, and private not for profit agencies to administer the program.

**Figure 6-B: Maximum Income for Initial Eligibility for a Family of Three, July 2020<sup>1</sup>**

State	Maximum earnings an applicant can receive in a month and still be eligible for assistance
Alabama	\$268
Alaska	\$1,785
Arizona	\$585
Arkansas	\$278
California <sup>2</sup>	\$1,596
Colorado	\$511
Connecticut <sup>2</sup>	\$908
Delaware	\$428
D.C.	\$818
Florida	\$393
Georgia	\$673
Hawaii <sup>3</sup>	\$1,740
Idaho	\$972
Illinois	\$889
Indiana	\$378
Iowa	\$1,061
Kansas <sup>2</sup>	\$519
Kentucky	\$908
Louisiana	\$359
Maine	\$1,598
Maryland	\$908
Massachusetts	\$832
Michigan	\$815
Minnesota	\$2,359
Mississippi	\$457
Missouri	\$557
Montana	\$817
Nebraska	\$1,061
Nevada	\$1,697
New Hampshire	\$1,357
New Jersey	\$838
New Mexico	\$1,018
New York	\$879
North Carolina	\$681
North Dakota	\$1,331
Ohio	\$905
Oklahoma	\$823
Oregon	\$616
Pennsylvania <sup>2</sup>	\$677
Rhode Island	\$1,277
South Carolina	\$1,644
South Dakota	\$857
Tennessee	\$1,315
Texas	\$401
Utah	\$668
Vermont <sup>4</sup>	\$1,181
Virginia <sup>5</sup>	\$800
Washington	\$1,136
West Virginia	\$621
Wisconsin <sup>6</sup>	n.a.
Wyoming	\$1,311
<b>Mean <sup>7</sup></b>	<b>\$930</b>
<b>Median <sup>7</sup></b>	<b>\$848</b>

Source: Table I.E.4 Maximum Income for Initial Eligibility for a Family of Three, July 2020 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF.

<sup>1</sup> 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 be technically eligible for some positive benefit. Most states only distribute a cash benefit equaling \$10 or more. 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 individuals with disabilities residing in the unit, pays for shelter, and lives in the most populated area of the state.

<sup>2</sup> At least one series of dollar amounts shown for this state varies within the state, either by county or by region of the state. The amounts shown are the dollar amounts that apply to the majority of the state. See the Welfare Rules Database for more information.

<sup>3</sup> This threshold applies to units that have received assistance for no more than 2 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.

<sup>4</sup> At least one series of dollar amounts shown for this state varies within the state, either by county or by region of the state. The amounts shown are the dollar amounts that apply to the majority of the state. See the Welfare Rules Database for more information. These amounts apply to units paying \$400 per month for housing. Benefits are lower if housing expenses are lower. For units with higher expenses, the benefit may be higher by up to \$90 times the ratio of the payment standard to need standard.

<sup>5</sup> At least one series of dollar amounts shown for this state varies within the state, either by county or by region of the state. The amounts shown are the dollar amounts that apply to the majority of the state. See the Welfare Rules Database for more information. All applicants, including those who will subsequently participate in the VIEW program, must pass the same initial income eligibility tests.

<sup>6</sup> Units with earnings at application will not receive a cash benefit, except for units with earnings from unsubsidized employment who work less than 30 hours per week and face limitations to increasing their work hours. These units are eligible for a Community Service Job placement where they may receive a prorated benefit. Units with income less than \$2,082 at application who find employment during up-front job search have their income disregarded for purposes of determining eligibility for nonfinancial assistance.

<sup>7</sup> The mean and median calculations only include one value per state (the policy affecting the largest portion of the caseload).

### **TANF Assistance Eligibility**

Figure 6-B displays the maximum amount of earnings an applicant can have and still be technically eligible for TANF cash assistance in each state. The calculation of this amount combines various financial rules related to initial eligibility to provide information on the maximum amount of income a family of three can earn and still be eligible for TANF cash assistance. Specifically, the calculation incorporates information on the income eligibility rules for applicants, earned income disregards for eligibility and benefit computation, benefit computation policies, and the eligibility and payment standards (see the [Welfare Rules Databook](#) for these detailed tables).

## **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, displayed in Figure 6-C. Most states disregard a portion of a family's earned income when determining benefit levels.

**Figure 6-C: Earned Income Disregards for Benefit Computation, July 2020**

<b>State</b>	<b>Earned income disregards <sup>1</sup></b>
Alabama	100% in first 12 consecutive months of earnings, 20% thereafter <sup>2</sup>
Alaska	\$150 in all months, plus 33% of remainder in first 12 cumulative months of earnings, 25% of remainder in months 13-24, 20% of remainder in months 25-36, 15% of remainder in months 37-48, 10% of remainder in months 49-60
Arizona	\$90 and 30% of remainder in all months
Arkansas	No disregards - flat grant amount
California	\$500 and 50% of remainder in all months
Colorado	67% in all months
Connecticut	100% up to Federal Poverty Guidelines in all months <sup>3</sup>
Delaware	\$90 in all months, plus \$30 in first 12 consecutive months of earnings, plus 33.3% of remainder in first 4 consecutive months of earnings <sup>4</sup>
D.C.	\$160 and 66.7% of remainder in all months <sup>5</sup>
Florida	\$200 and 50% of remainder in all months
Georgia	\$250 in all months
Hawaii	20% and \$200 of remainder in all months, plus 55% of remainder in first 24 cumulative months of assistance and 36% of remainder thereafter
Idaho	60% in all months
Illinois	75% in all months
Indiana	75% in all months
Iowa	20% and 58% of remainder in all months
Kansas	\$90 and 60% of remainder in all months
Kentucky	100% in first 2 months earnings would affect eligibility; \$120 and 33.3% of remainder in first 4 consecutive months of earnings, \$120 in months 5-12, \$90 thereafter <sup>6</sup>
Louisiana	\$120 in all months, plus \$900 in any 6 months over a recipient's lifetime <sup>7</sup>
Maine	\$108 and 50% of remainder in all months <sup>8</sup>
Maryland	40% in all months
Massachusetts	100% in first 6 months of earnings, \$200 and 50% of remainder thereafter <sup>9</sup>
Michigan	\$200 and 50% of remainder in all months
Minnesota	\$65 per employed unit member and 50% of the remainder
Mississippi	\$90 in all months <sup>10</sup>
Missouri	66.7% and \$90 of remainder in first 12 consecutive months of earnings, \$90 thereafter <sup>11</sup>
Montana	\$200 and 25% of remainder in all months
Nebraska	50% in all months
Nevada	100% in first 3 cumulative months of earnings, 85% in months 4-6, 75% in months 7-9, 65% in months 10-12, greater of \$90 or 20% thereafter <sup>12</sup>
New Hampshire	50% in all months
New Jersey	100% in first month of earnings, 75% in months 2-7, 50% thereafter <sup>13</sup>
New Mexico	\$125 and 50% of remainder in all months <sup>14</sup>
New York	\$90 and 54% of remainder in all months <sup>15</sup>
North Carolina	27.5% in all months
North Dakota	Greater of \$180 and 27% in all months, plus 50% of remainder in first 6 consecutive months of earnings, 35% of remainder in months 7-9, and 25% of remainder in months 10-13 <sup>16</sup>
Ohio	\$250 and 50% of remainder in all months
Oklahoma	100% for 3 consecutive months each 12-month period, \$240 and 50% of remainder thereafter <sup>17</sup>
Oregon	50% in all months

**Figure 6-C: Earned Income Disregards for Benefit Computation, July 2020**

Pennsylvania	50% in all months
Rhode Island	\$170 and 50% of remainder in all months
South Carolina	50% in first 4 months earned income is budgeted, \$100 thereafter <sup>18</sup>
South Dakota	\$90 and 20% of remainder in all months
Tennessee	\$250 in all months
Texas	\$120 in all months, plus 90% of remainder (up to \$1,400) for 4 out of 12 months <sup>19</sup>
Utah	\$100 and 50% of remainder in all months
Vermont	\$250 and 25% of remainder in all months <sup>20</sup>
Virginia	Flat disregard that varies by unit size, plus 20% of remainder in all months <sup>21</sup>
Washington	50% in all months
West Virginia	40% in all months
Wisconsin	No disregards - flat grant amount
Wyoming	\$600 in all months <sup>22</sup>

Source: Table II.A.1 Earned Income Disregards for Benefit Computation, July 2020 from the Urban Institute's Welfare Rules Database, funded by HHS/ACF.

<sup>1</sup> 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. 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, and earned income disregards that apply to new marriages or in cases of deeming--are not included in this table. When no duration is specified for the disregards, they remain for the entire period of benefit receipt.

<sup>2</sup> 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.

<sup>3</sup> A unit that has not received cash assistance in one of the four prior months will disregard \$90 of earned income for purposes of benefit computation.

<sup>4</sup> If benefits or employment end before the fourth consecutive month of earnings, the recipient is eligible to receive the \$30 and 33.3 percent disregard for 4 additional months upon reapplication or re-employment. When a recipient has received the \$30 and 33.3 percent disregard for four consecutive months and the \$30 disregard for an additional 8 months, neither disregard may be applied again until the individual has not received any benefits for 12 months.

<sup>5</sup> The unit may disregard \$160 per employed member.

<sup>6</sup> Recipients are eligible for the one-time, 2-month 100 percent disregard if they become newly employed or report increased wages acquired after approval. Recipients are eligible to receive the 33.3 percent disregard during the first 4 consecutive months of earnings if they have not received benefits for at least 12 consecutive months.

<sup>7</sup> The 6 months in which the extra \$900 is disregarded need not be consecutive, but the recipient may use this extra disregard in no more than 6 months over the course of his or her lifetime.

<sup>8</sup> Applicants with earned income who have passed the net income test and recipients who report a change in earned income are eligible for a 100 percent disregard for 3 months followed by a 75 percent disregard for 3 months.

<sup>9</sup> A client can have 100 percent of earned income disregarded for up to 6 consecutive months, immediately following the start of employment as long as the total household countable income does not exceed 200 percent of the Federal Poverty Guidelines for the unit size. The recipient may be eligible to disregard 100 percent of earned income for more than 6 months if the case is closed for at least 30 days and the recipient has a different employer. Following the 6-month period, a recipient will be eligible for the \$200 disregard plus 50 percent of the remainder.

<sup>10</sup> Recipients are eligible for a one-time, 100 percent disregard for the first 6 consecutive months of earnings if they find employment of 35 hours a week within the first 30 days of their initial approval for TANF. If work is not found within 30 days, the recipient is ineligible to ever receive the disregard again. An additional 100 percent disregard is available to units for 3 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 6-month disregard, unless there has been at least a 12-month break in receipt of TANF benefits. The 3-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.

<sup>11</sup> These disregards apply to recipients who gained employment while receiving TANF. Recipients who gained employment before receiving TANF may disregard \$120 and 33.3 percent of the remainder in the first 4 consecutive months of earnings, \$120 in months 5 through 12, and \$90 thereafter.



### **Figure 6-C: Earned Income Disregards for Benefit Computation, July 2020**

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<sup>12</sup> The first 12 months of disregards are available to recipients again if they have been off TANF for at least 12 months.

<sup>13</sup> 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 6 months, he or she may disregard 75 percent for the remainder of the 6-month period. The 100 percent disregard is applicable only once every 12 months, even if employment is lost and then regained.

<sup>14</sup> Two-parent units may disregard \$225 and 50 percent of the remainder in all months.

<sup>15</sup> The 54 percent disregard applies to recipient units and units that have received cash assistance in 1 of the 4 months prior to application.

<sup>16</sup> Each recipient has a lifetime limit of one 13-month cycle of the extra disregards, unless the recipient is employed for less than 6 consecutive months, in which case the 13-month cycle starts over upon re-employment.

<sup>17</sup> 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 100 percent of earnings for 3 consecutive months each 12-month period and \$120 and 50 percent of the remainder thereafter. Regardless of the number of hours worked, the 100 percent disregard only applies to recipients who reside in units where all members have a combined monthly income less than or equal to \$2,064 and do not remain eligible for cash assistance after all other disregards are applied to the payment standard.

<sup>18</sup> The 50 percent disregard is available only once in a lifetime.

<sup>19</sup> Once the recipient has received 4 months (they need not be consecutive) of the 90 percent disregard, he or she 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.

<sup>20</sup> 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.

<sup>21</sup> The flat portion of the disregard is \$167 for units with one to three members, \$178 for units with four members, \$209 for units with five members, and \$240 for units with six or more members. A recipient who is participating in unsubsidized employment is eligible for an enhanced earned income disregard, provided the TANF recipient's income does not exceed 100 percent of the Federal Poverty Guidelines or 150 percent of the Federal Poverty Guidelines for TANF-UP households.

<sup>22</sup> Married couples with a child in common may disregard \$1,200.

## **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 6-D for the years 1996, 2004, 2012, and 2020. Benefit levels vary widely across states. Sixteen states have either not increased benefits or have reduced them since 1996. In general, when inflation is considered, benefits have decreased over time (see Figure 6-E).

**Figure 6-D: Maximum Monthly Benefit in *Current Dollars* for a Family of Three with No Income, 1996-2020 (July)**

<b>State</b>	<b>1996</b>	<b>2004</b>	<b>2012</b>	<b>2020</b>
Alabama	\$164	<b>\$215</b>	\$215	\$215
Alaska	\$923	\$923	\$923	\$923
Arizona	\$347	\$347	<b>\$278</b>	\$278
Arkansas	\$204	\$204	\$204	\$204
California	n.a.	n.a.	n.a.	n.a.
Non-exempt	\$594	<b>\$723</b> <sup>3</sup>	<b>\$638</b> <sup>3</sup>	<b>\$878</b> <sup>3</sup>
Exempt	\$663	<b>\$808</b> <sup>3</sup>	<b>\$714</b> <sup>3</sup>	<b>\$983</b> <sup>3</sup>
Colorado	\$356	\$356	<b>\$462</b>	<b>\$508</b>
Connecticut <sup>3</sup>	\$543	\$543	<b>\$576</b>	<b>\$597</b>
Delaware	\$338	\$338	\$338	\$338
D.C.	\$415	<b>\$379</b>	<b>\$428</b>	<b>\$658</b>
Florida	\$303	\$303	\$303	\$303
Georgia	\$280	\$280	\$280	\$280
Hawaii	\$570 <sup>4</sup>	\$570 <sup>4</sup>	<b>\$610</b> <sup>5</sup>	\$610 <sup>5</sup>
Idaho	\$317	<b>\$309</b>	\$309	\$309
Illinois	\$377	<b>\$396</b> <sup>3</sup>	<b>\$432</b> <sup>3</sup>	<b>\$533</b>
Indiana	\$288	\$288	\$288	\$288
Iowa	\$426	\$426	\$426	\$426
Kansas	\$429	<b>\$429</b> <sup>3</sup>	\$429 <sup>3</sup>	<b>\$429</b>
Kentucky	\$262	\$262	\$262	\$262
Louisiana	\$190 <sup>3</sup>	<b>\$240</b>	\$240	\$240
Maine	\$418	<b>\$485</b>	\$485	<b>\$610</b>
Maryland	\$373	<b>\$477</b>	<b>\$574</b>	<b>\$727</b>
Massachusetts	n.a.	n.a.	n.a.	<b>\$633</b>
Exempt	\$579	<b>\$633</b>	\$633	<b>n.a.</b>
Non-exempt	\$565	<b>\$618</b>	\$618	<b>n.a.</b>
Michigan	\$459 <sup>3</sup>	<b>\$459</b>	<b>\$492</b>	\$492
Minnesota	\$532 <sup>3</sup>	<b>\$532</b>	\$532	<b>\$632</b>
Mississippi	\$120	<b>\$170</b>	\$170	\$170
Missouri	\$292	\$292	\$292	\$292
Montana	\$425	<b>\$375</b>	<b>\$504</b>	<b>\$588</b>
Nebraska	\$364	\$364	\$364	<b>\$468</b>
Nevada	\$348	\$348	<b>\$383</b>	<b>\$386</b>
New Hampshire	\$550	<b>\$625</b>	<b>\$675</b>	<b>\$1,086</b>
New Jersey	\$424	\$424	\$424	<b>\$559</b>
New Mexico	\$389	\$389	<b>\$380</b>	<b>\$447</b>
New York	\$577	<b>\$691</b>	<b>\$770</b>	<b>\$789</b>
North Carolina	\$272	\$272	\$272	\$272
North Dakota	\$431	<b>\$477</b> <sup>6</sup>	\$477 <sup>6</sup>	<b>\$486</b> <sup>6</sup>
Ohio	\$341	<b>\$373</b>	<b>\$450</b>	<b>\$505</b>
Oklahoma	\$307	<b>\$292</b>	\$292	\$292
Oregon	\$460	<b>\$497</b>	<b>\$506</b>	\$506

**Figure 6-D: Maximum Monthly Benefit in *Current Dollars* for a Family of Three with No Income, 1996-2020 (July)**

State	1996	2004	2012	2020
Pennsylvania <sup>3</sup>	\$403	\$403	\$403	\$403
Rhode Island	\$554	\$554	\$554	\$554
South Carolina	--- <sup>1</sup>	<b>\$208</b>	<b>\$216</b>	<b>\$299</b>
South Dakota	\$430	<b>\$501</b>	<b>\$555</b>	<b>\$615</b>
Tennessee	\$185	\$185	\$185	\$277
Texas	\$188	<b>\$217</b>	<b>\$263</b>	<b>\$303</b>
Utah	\$426	<b>\$474</b>	<b>\$498</b>	\$498
Vermont <sup>3</sup>	\$597 <sup>7</sup>	<b>\$640<sup>8</sup></b>	\$640 <sup>8</sup>	<b>\$699<sup>8</sup></b>
Virginia <sup>3</sup>	\$354	<b>\$389</b>	\$389	<b>\$508</b>
Washington	\$546	\$546	<b>\$478</b>	<b>\$569</b>
West Virginia	\$253	<b>\$453</b>	<b>\$340</b>	<b>\$374</b>
Wisconsin <sup>3</sup>	\$518	n.a.	n.a.	n.a.
W-2T	n.a.	<b>\$628</b>	<b>\$608</b>	\$608
CSJ	n.a.	<b>\$673</b>	<b>\$653</b>	\$653
Wyoming	\$360	<b>\$340</b>	<b>\$602</b>	<b>\$712</b>
<b>Mean<sup>9</sup></b>	<b>\$388</b>	<b>\$400</b>	<b>\$418</b>	<b>\$483</b>
<b>Median<sup>9</sup></b>	<b>\$373</b>	<b>\$375</b>	<b>\$403</b>	<b>\$492</b>

Source: Table L5 Maximum Monthly Benefit for a Family of Three with No Income, 1996-2020 (July) from the Urban Institute's Welfare Rules Database, funded by HHS/ACF.

<sup>1</sup> Information not found in state's manual.

<sup>2</sup> Bolded text indicates a change from the previous year shown. Maximum benefits are calculated assuming that the unit contains one adult and two children who are not subject to a family cap, has no individuals with disabilities residing in the unit, pays for shelter, and lives in the most populated area of the state. Only earned income disregards are described in the table. Child care disregards and other special disregards, such as deductions for units subject to a time limit or a family cap, are not included. The figures include the impact of earned income disregards for recipients. If the disregards differ for applicants, it is footnoted. Data shown in the table for the year 1996 reflect states' AFDC policies; data shown in the table for all subsequent years reflect states' TANF policies. If a state's program includes mutually exclusive components in some years but not others, then in the years without components, the state's information is shown on the statewide row and the component rows show "n.a.," and in the years with components, the state's information is shown on the component rows and the statewide row shows "n.a."

<sup>3</sup> At least one series of dollar amounts shown for this state varies within the state, either by county or by region of the state. The amounts shown are the dollar amounts that apply to the majority of the state. See the Welfare Rules Database for more information.

<sup>4</sup> The benefit amount applies to units who have already received assistance for at least 2 months in their lifetime. For units applying for their first or second months of benefits, the maximum monthly benefit for a family of three is \$712.

<sup>5</sup> The benefit amount applies to units who have already received assistance for at least 2 months in their lifetime. For units applying for their first or second months of benefits, the maximum monthly benefit for a family of three is \$763.

<sup>6</sup> The amount shown includes an additional \$50 payment for units that pay their own shelter costs.

<sup>7</sup> This amount applies to units paying at least \$371 for housing. Benefits are lower if housing expenses are lower.

<sup>8</sup> This amount applies to units paying \$400 per month for housing. Benefits are lower if housing expenses are lower. For units with higher expenses, the benefit may be higher by up to \$90 times the ratio of the payment standard to need standard.

<sup>9</sup> In states for which this table shows more than one component, the amounts used to compute the means and medians are the amounts for the first component that is listed, which is the one affecting the largest portion of the caseload.

Figure 6-E 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 2020 constant dollars. After accounting for inflation, it is possible to see the change over time in benefit levels.

**Figure 6-E: Maximum Monthly Benefit in 2021 Constant Dollars for a Family of Three with No Income, 1996-2020 (July)**

State	1996	2004	2012	2020	Percent Change 1996-2020
Alabama	\$283	\$310	\$255	\$225	-20.5%
Alaska	\$1,595	\$1,330	\$1,094	\$968	-39.3%
Arizona	\$600	\$500	\$329	\$291	-51.4%
Arkansas	\$353	\$294	\$242	\$214	-39.3%
California	n.a.	n.a.	n.a.	n.a.	n.a.
Nonexempt	\$1,027	\$1,042	\$756	\$920	-10.3%
Exempt	\$1,146	\$1,164	\$846	\$1,030	-10.1%
Colorado	\$615	\$513	\$547	\$533	-13.4%
Connecticut	\$938	\$783	\$683	\$626	-33.3%
Delaware	\$584	\$487	\$401	\$354	-39.3%
District of Columbia	\$717	\$546	\$507	\$690	-3.8%
Florida	\$524	\$437	\$359	\$318	-39.3%
Georgia	\$484	\$404	\$332	\$294	-39.3%
Hawaii	\$985	\$821	\$723	\$639	-35.1%
Idaho	\$548	\$445	\$366	\$324	-40.9%
Illinois	\$652	\$571	\$512	\$559	-14.2%
Indiana	\$498	\$415	\$341	\$302	-39.3%
Iowa	\$736	\$614	\$505	\$447	-39.3%
Kansas	\$741	\$618	\$508	\$450	-39.3%
Kentucky	\$453	\$378	\$310	\$275	-39.3%
Louisiana	\$328	\$346	\$284	\$252	-23.4%
Maine	\$722	\$699	\$575	\$639	-11.5%
Maryland	\$645	\$687	\$680	\$762	18.2%
Massachusetts	n.a.	n.a.	n.a.	\$664	n.a.
Nonexempt	\$976	\$912	\$750	n.a.	n.a.
Exempt	\$1,001	\$891	\$732	n.a.	n.a.
Michigan	\$793	\$661	\$583	\$516	-35.0%
Minnesota	\$919	\$767	\$630	\$663	-27.9%
Mississippi	\$207	\$245	\$201	\$178	-14.1%
Missouri	\$505	\$421	\$346	\$306	-39.3%
Montana	\$734	\$540	\$597	\$616	-16.1%
Nebraska	\$629	\$525	\$431	\$491	-22.0%
Nevada	\$601	\$502	\$454	\$405	-32.7%
New Hampshire	\$950	\$901	\$800	\$1,138	19.8%
New Jersey	\$733	\$611	\$502	\$586	-20.0%
New Mexico	\$672	\$561	\$450	\$469	-30.3%
New York	\$997	\$996	\$912	\$827	-17.1%
North Carolina	\$470	\$392	\$322	\$285	-39.3%
North Dakota	\$745	\$687	\$565	\$509	-31.6%
Ohio	\$589	\$538	\$533	\$529	-10.2%
Oklahoma	\$531	\$421	\$346	\$306	-42.3%
Oregon	\$795	\$716	\$600	\$530	-33.3%
Pennsylvania	\$696	\$581	\$478	\$422	-39.3%
Rhode Island	\$957	\$798	\$656	\$581	-39.3%
South Carolina	\$346	\$300	\$256	\$313	-9.3%
South Dakota	\$743	\$722	\$658	\$645	-13.2%
Tennessee	\$320	\$267	\$219	\$290	-9.2%

**Figure 6-E: Maximum Monthly Benefit in 2021 Constant Dollars for a Family of Three with No Income, 1996-2020 (July)**

State	1996	2004	2012	2020	Percent Change 1996-2020
Texas	\$325	\$313	\$312	\$318	-2.2%
Utah	\$736	\$683	\$590	\$522	-29.1%
Vermont	\$1,032	\$922	\$758	\$733	-29.0%
Virginia	\$612	\$561	\$461	\$533	-12.9%
Washington	\$944	\$787	\$566	\$596	-36.8%
West Virginia	\$437	\$653	\$403	\$392	-10.3%
Wisconsin	\$895	n.a.	n.a.	n.a.	n.a.
W-2T	n.a.	\$905	\$720	\$637	n.a.
CSJ	n.a.	\$970	\$774	\$685	n.a.
Wyoming	\$622	\$490	\$713	\$746	20.0%
<b>Mean</b> <sup>1</sup>	\$677	\$576	\$495	\$506	-25.3%
<b>Median</b> <sup>1</sup>	\$652	\$540	\$478	\$516	-20.8%

Source: Table L5 Maximum Monthly Benefit for a Family of Three with No Income, 1996-2020 (July) from the Urban Institute's Welfare Rules Database, funded by HHS/ACF, and adjusted for inflation by ACF using the Consumer Price Index Retroactive Series (R-CPI-U-RS) from the Bureau of Labor Statistics.

Note: See Table 6-D for full footnotes.

<sup>1</sup> In states for which this table shows more than one component, the amounts used to compute the means and medians are the amounts for the first component that is listed, which is the one affecting the largest portion 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 6-F, 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. In addition to lifetime time limits, some states have developed intermittent time limits either through periodic limits or benefit waiting periods. In 2020, eight states had time limit policies other than lifetime limit policies. As of July 2020, 10 states had suspended or removed time limits at some point during the COVID-19 pandemic.

**Figure 6-F: Time Limit Policies, July 2020<sup>1</sup>**

Standard policy as of July 2020 (without COVID-19 exceptions) <sup>2</sup>								At any point during the COVID-19 pandemic
State	Lifetime limit				Intermittent time limit			
	Limit (months) <sup>3</sup>	Consequences			Limit (months) <sup>3</sup>	Consequences		
		Loss of entire benefit <sup>4</sup>	Adult removed from unit	Other		Loss of entire benefit <sup>4</sup>	Adult removed from unit	
								Time limits suspended or removed <sup>5</sup>
Alabama	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Alaska	60	Yes <sup>6</sup>	No	n.a.	n.a.	n.a.	n.a.	No
Arizona	12	Yes	No	n.a.	n.a. <sup>7</sup>	n.a.	n.a.	Suspended
Arkansas	24	Yes	No	n.a.	n.a.	n.a.	n.a.	No
California	48	No	Yes	n.a.	n.a.	n.a.	n.a.	Suspended
Colorado	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Connecticut	21 <sup>8</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	Suspended
Delaware								
Time-limited assistance	36 <sup>9</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	n.a. <sup>10</sup>
Non-time-limited assistance	n.a., no limit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a., no limit <sup>11</sup>
D.C.	n.a., no limit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a., no limit
Florida	48 <sup>12</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Georgia	48	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Hawaii	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Idaho	24 <sup>13</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Illinois	60	Yes <sup>6</sup>	No	n.a.	n.a.	n.a.	n.a.	No
Indiana								
Termination limit	60	Yes <sup>6</sup>	No	n.a.	n.a.	n.a.	n.a.	No
Benefit reduction limit	24 <sup>14</sup>	No	Yes	n.a.	n.a.	n.a.	n.a.	No
Iowa	60 <sup>15</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Kansas	24	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Kentucky	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Louisiana	60 <sup>16</sup>	Yes	No	n.a.	24 of 60 months	Yes	No	No
Maine	60	Yes	No	n.a.	n.a.	n.a.	n.a.	Removed <sup>17</sup>
Maryland	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Massachusetts								
Exempt	n.a., no limit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a., no limit
Non-exempt	n.a., no limit	n.a.	n.a.	n.a.	24 of 60 months	Yes	No	Suspended
Michigan	48	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Minnesota	60	Yes	No	n.a.	n.a.	n.a.	n.a.	Suspended
Mississippi	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Missouri	45	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Montana	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Nebraska								
Time-limited assistance	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No

**Figure 6-F: Time Limit Policies, July 2020<sup>1</sup>**

Standard policy as of July 2020 (without COVID-19 exceptions) <sup>2</sup>								At any point during the COVID-19 pandemic
State	Lifetime limit				Intermittent time limit			
	Limit (months) <sup>3</sup>	Consequences			Limit (months) <sup>3</sup>	Consequences		Time limits suspended or removed <sup>5</sup>
Loss of entire benefit <sup>4</sup>		Adult removed from unit	Other	Loss of entire benefit <sup>4</sup>		Adult removed from unit		
Non-time-limited assistance	n.a., no limit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a., no limit
Nevada	60	Yes	No	n.a.	24 months; followed by 12 months of ineligibility	Yes	No	No
New Hampshire								
NHEP	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
FAP	n.a., no limit <sup>18</sup>	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a., no limit
New Jersey	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
New Mexico								
NMW	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
EWP	24 <sup>19</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	No
New York	60 <sup>20</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	No
North Carolina	60	Yes	No	n.a.	24 months; followed by 36 months of ineligibility	Yes	No	Suspended
North Dakota	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Ohio	60 <sup>21</sup>	Yes	No	n.a.	36 months; followed by 24 months of ineligibility	Yes	No	No
Oklahoma	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Oregon	60	No	Yes	n.a.	n.a.	n.a.	n.a.	No
Pennsylvania	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Rhode Island	48	Yes	No	n.a.	n.a.	n.a.	n.a.	No
South Carolina								
All, except CARES	60	Yes	No	n.a.	24 of 120 months	Yes	No	Suspended
CARES	n.a., no limit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a., no limit
South Dakota	60	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Tennessee	60 <sup>22</sup>	Yes	No	n.a.	n.a.	n.a.	n.a.	No
Texas	60	Yes	No	n.a.	12, 24, or 36 months; followed by 60 months of	No	Yes	No

**Figure 6-F: Time Limit Policies, July 2020<sup>1</sup>**

Standard policy as of July 2020 (without COVID-19 exceptions) <sup>2</sup>									At any point during the COVID-19 pandemic
State	Lifetime limit				Intermittent time limit				
	Limit (months) <sup>3</sup>	Consequences			Limit (months) <sup>3</sup>	Consequences			
		Loss of entire benefit <sup>4</sup>	Adult removed from unit	Other		Loss of entire benefit <sup>4</sup>	Adult removed from unit		
					ineligibility <sup>23</sup>				Time limits suspended or removed <sup>5</sup>
Utah	36	Yes	No	n.a.	n.a. <sup>24</sup>	n.a.	n.a.		No
Vermont	60	Yes	No	n.a.	n.a. <sup>25</sup>	n.a.	n.a.		Suspended
Virginia									
All, except VIEW	60	Yes	No	n.a.	n.a.	n.a.	n.a.		n.a.
VIEW	60	Yes	No	n.a.	24 months; followed by 24 months of ineligibility <sup>26</sup>	Yes	No		Suspended
Washington	60	Yes	No	n.a.	n.a.	n.a.	n.a.		No
West Virginia	60	Yes	No	n.a.	n.a.	n.a.	n.a.		No
Wisconsin									
W-2T, CSJ, and TEMP <sup>27</sup>	60 months total; 24-month limit per component	Yes	No	n.a.	n.a.	n.a.	n.a.		No
UE	n.a., no limit	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.		n.a., no limit
Wyoming	60	Yes	No	n.a.	n.a.	n.a.	n.a.		No

Source: Table IV.C.1 Time Limits Policies, July 2020 from the Urban Institute’s Welfare Rules Database, funded by HHS/ACF.

<sup>1</sup> This table describes time limit policies that apply to units with an adult in the assistance unit.

<sup>2</sup> These columns capture the policies that were either in place as of July 2020 or that would have been in place except for a temporary change due to the COVID-19 pandemic.

<sup>3</sup> Families may qualify for exemptions from or extensions to the time limit. See tables IV.C.2(a), IV.C.2(b), IV.C.3(a), and IV.C.3(b) for details about state exemption and extension policies.

<sup>4</sup> In certain circumstances, a child may be able to continue receiving benefits after the 60 months. Because the time limit generally follows the adult, a child may enter a new household and become eligible in a new assistance unit.

<sup>5</sup> If a state suspended time limits, families do not accrue months or cannot be newly terminated due to reaching the time limit. In states that removed time limits, families that have already reached the time limit may reapply and receive benefits if otherwise eligible.

<sup>6</sup> 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.

<sup>7</sup> Two-parent families, in which neither parent has a disability, are eligible for only 6 months of assistance in any 12-month period.

<sup>8</sup> Recipients may apply for extensions after 21 months of benefits, but they may not receive more than 60 total months of assistance.



<sup>9</sup> The 36-month time limit applies to assistance units that applied for benefits on or after January 1, 2000. Units that received benefits before this date are eligible for 48 months of assistance.

<sup>10</sup> In response to the COVID-19 pandemic, individuals were placed in an alternative component that is exempt from time limits.

<sup>11</sup> All recipients are considered medically exempt during the COVID-19 pandemic and were moved to the non-time-limited component, which is exempt from time limits.

<sup>12</sup> An individual may request a hardship exemption to the lifetime limit at any time before or after the time limit expires.

<sup>13</sup> 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.

<sup>14</sup> This time limit applies to adults who are required to participate in work-related activities. The income of the time-limited adult is still counted in determining the unit's benefits; however, his or her needs are not included when determining the unit's benefits. The time-limited adult is still considered a recipient, and months in which the adult's needs are excluded while the rest of the unit continues to receive a benefit may be counted for purposes of the 60-month lifetime limit.

<sup>15</sup> 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).

<sup>16</sup> If either parent in a two-parent family surpasses the limit, benefits are terminated for the entire family.

<sup>17</sup> Families that have already reached the time limit can reapply and be granted extensions if otherwise eligible.

<sup>18</sup> Groups eligible for or receiving assistance from the Family Assistance Program (FAP) are automatically exempt from the 60-month time limit and must have eligibility continued beyond 60 months for as long as the family continues to meet FAP eligibility criteria.

<sup>19</sup> Recipients in the Education Works Program can continue to receive assistance for up to two additional academic terms following the 24-month time limit if the extension will result in the recipient earning a degree, but they may not receive more than 36 total months of assistance.

<sup>20</sup> Units in compliance with TANF program rules may continue to receive benefits through a SSP beyond 60 months.

<sup>21</sup> Ohio has a 36-month limit on assistance. However, units are eligible for additional assistance, up to the federal time limit of 60 months, through either a hardship or good cause extension. For good cause, a unit must have been ineligible for 24 months and show good cause for reapplying in order to receive additional assistance.

<sup>22</sup> 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.

<sup>23</sup> The 12-month limit applies to nonexempt recipients who (1) did not complete the 11th grade and have 18 months or more of recent work experience or (2) have a high school diploma or GED, a certificate from a postsecondary school, or a certificate or degree from a vocational or technical school and any work experience. The 24-month limit applies to nonexempt recipients who (1) did not complete the 11th grade and have between 6 and 17 months of recent work experience or (2) completed the 11th grade but not the 12th grade or have a GED and have completed 17 or fewer months of work experience. The 36-month limit applies to nonexempt recipients who have less than 6 months of recent work experience and did not complete the 11th grade.

<sup>24</sup> Families with two parents who are each capable of earning at least \$500 per month are eligible for only 7 months of assistance in any 13-month period.

<sup>25</sup> Recipients will be ineligible for assistance for 2 months if their grant has been terminated for either noncompliance or not fulfilling the work requirement, without good cause, after the 60th month of assistance.

<sup>26</sup> After receiving 24 months of assistance, the unit may receive up to 12 months of transitional benefits. The 24 months of ineligibility begins with the month in which the case was closed or in the month transitional benefits were terminated, whichever is later.

<sup>27</sup> Units may be enrolled in W-2T, CSJ, and/or TEMP for a combined total of 60 months. Units may participate in W-2T, CSJ, and/or TEMP for 24 cumulative months each. Months in UE do not count towards the 60-month limit.

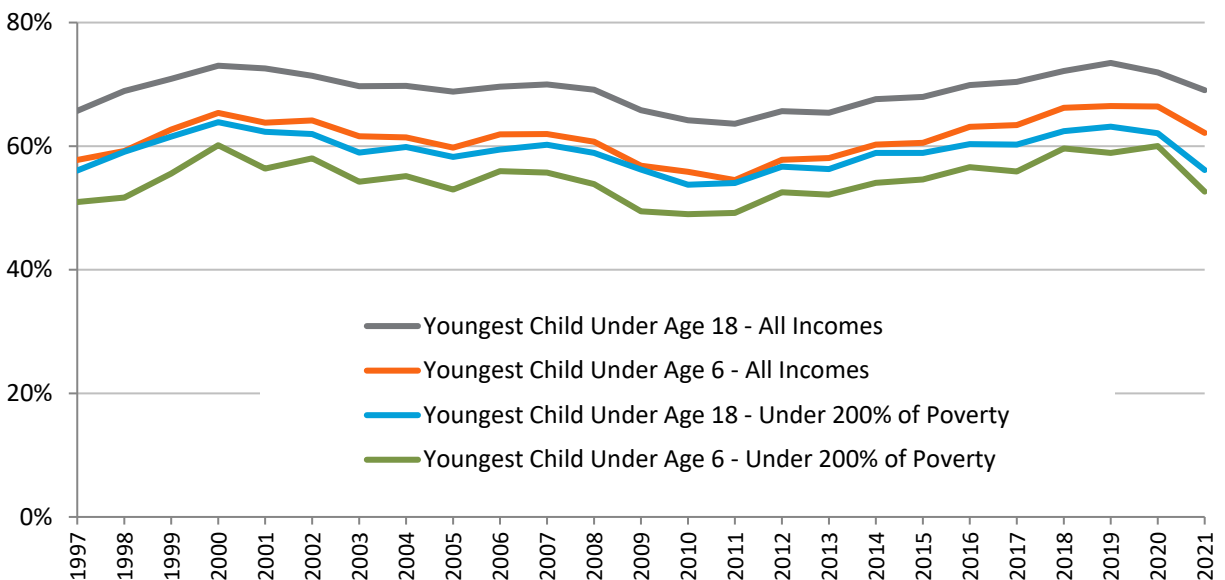
## VII. Work and Earnings

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

### Employment among Low-Income Single Mothers

Employment among single mothers with incomes below 200 percent of poverty reported in the U.S. Census Bureau’s Current Population Survey was 56 percent in 1997 when TANF was passed. This employment rate reached its peak of 64 percent in 2000, and then declined to 54 percent in 2010 after the Great Recession. The rate fluctuated between 56 and 63 percent in the 2010s, and in 2021, 56 percent of single mothers were employed. Employment among single mothers with low incomes with children under age 6 has followed a similar trend. The trends since 1996 for single mothers with low incomes and single mothers of all incomes are displayed in Figure 7-A.

**Figure 7-A: Employment Rates for Single Mothers Living with Children, 1997-2021**

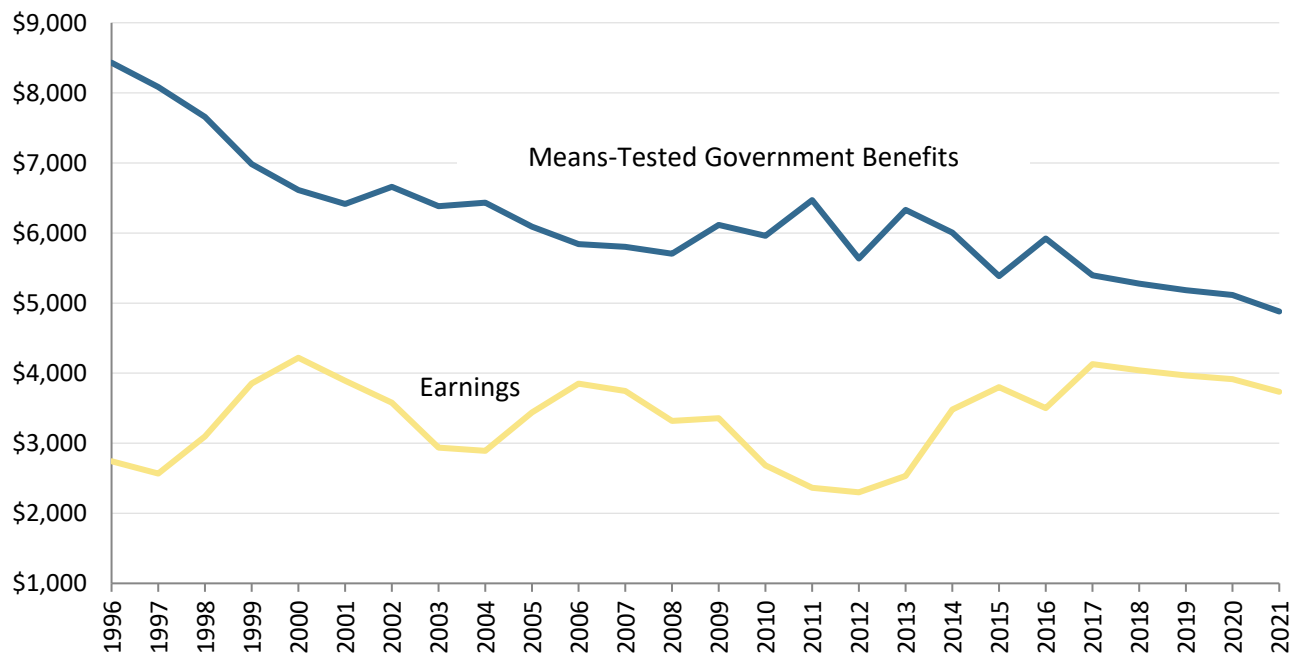


Note: “Single Mothers” include married-civilian spouse absent, never married, divorced, and separated women.  
Source: ASPE tabulations from the U.S. Census Bureau, Current Population Survey, ASEC, (March 1997-2022).

As shown in Figure 7-B, for the one-fifth of female-headed families with the lowest income, the average annual earnings (in 2021 dollars, including those with and without earnings) was \$2,744 in 1996 and rose to a peak of \$4,220 in 2000. In 2012, the average annual earnings of the single mother families (with and without earnings) had declined to \$2,299 (in 2021 dollars) and was \$3,734 in 2021.

Alongside changes in earnings since 1996 has been an overall decline in total income from means-tested benefits.<sup>24</sup> Means-tested benefits are defined as cash assistance, SSI payments, the 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 7-B, means-tested government benefits declined from \$8,431 in 1996 to \$4,880 in 2021 (in 2021 dollars) for the lowest quintile group.

**Figure 7-B: Government Benefits\* and Earnings for Single-Mother Families with Children with Income in the Lowest 20<sup>th</sup> Percentile in 2021 Dollars, 1996-2021**

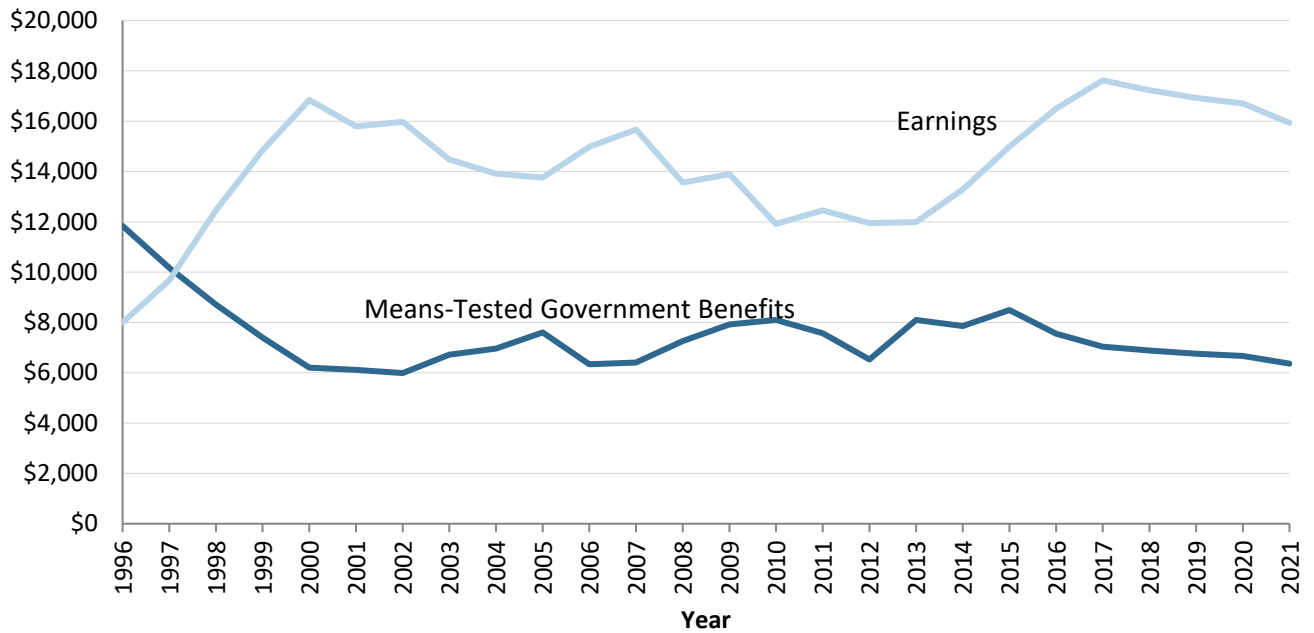


\*Means-tested government benefits is the total of Supplemental Security Income, public assistance (including TANF), certain veterans' benefits, SNAP, National School Lunch Program, and housing benefits.  
 Note: Figures are adjusted to 2021 dollars using the Consumer Price Index Retroactive Series (R-CPI-U-RS). Sorted into quintiles by comprehensive income divided by poverty line. Income estimated for persons with top-coded income.  
 Source: ASPE tabulations from U.S. Census Bureau Current Population Survey data (March 1997-2022).

Figure 7-C shows a similar case for the next 20 percent of single mother families, as means-tested government benefits decreased from \$11,836 in 1996 to \$6,363 in 2021 (in 2021 dollars). Much of the decrease happened between 1996 and 2002. These female-headed families displayed a steady rise in earnings after TANF was passed, with a high point at \$16,845 in 2000 from \$7,994 in 1996 (in 2021 dollars, including those with and without earnings). In 2021, the annual earnings among this quintile group was \$15,934.

<sup>24</sup> These data do not account for underreporting of income.

**Figure 7-C: Government Benefits\* and Earnings for Single-Mother Families with Children with Incomes between the 20<sup>th</sup> and 40<sup>th</sup> Percentiles in 2021 Dollars, 1996 – 2021**



\*Means-tested government benefits is the total of Supplemental Security Income, public assistance (including TANF), certain veterans’ benefits, SNAP, National School Lunch Program, and housing benefits.  
 Note: Figures are adjusted to 2021 dollars using the Consumer Price Index Retroactive Series. Sorted into quintiles by comprehensive income divided by poverty line. Income estimated for persons with top-coded income.  
 Source: ASPE tabulations from U.S. Census Bureau Current Population Survey data (March 1997-2022).

**Employment While Receiving TANF Assistance**

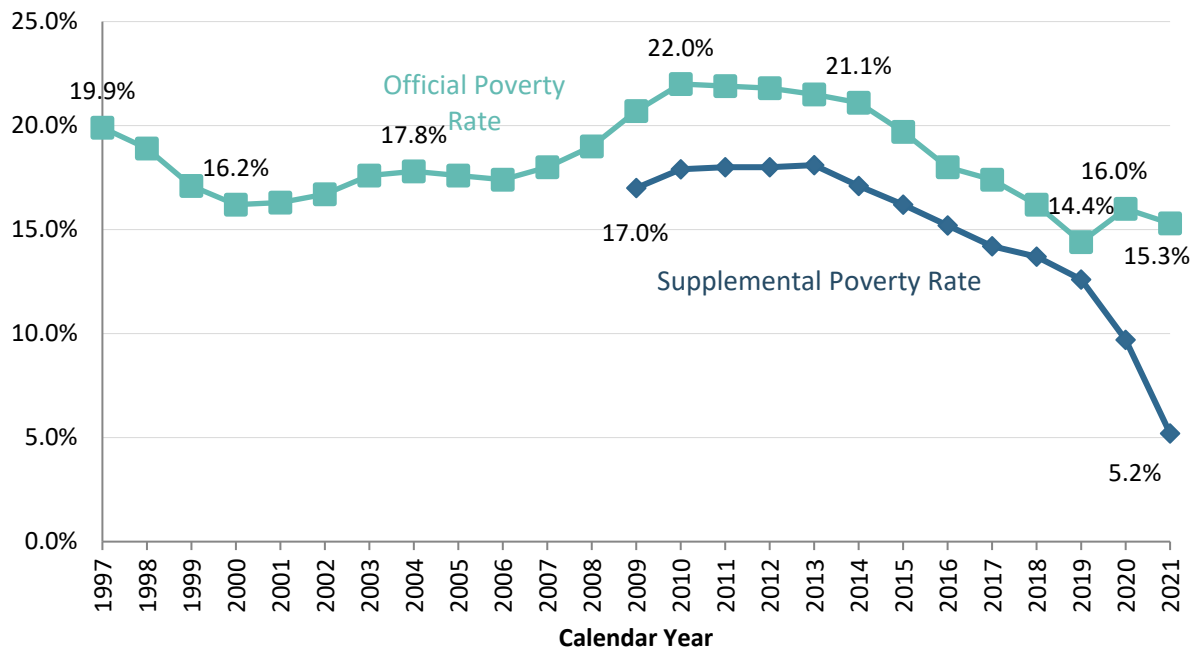
As discussed in Chapter IV of this report, the employment rate of adult TANF recipients was 17.5 percent in FY 2021 according to state-reported data. The average monthly earnings of adults employed while receiving TANF assistance was \$1,230 in FY 2021.

## VIII. 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, or adjustments made for work- or health-related expenses. An individual 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 2021, the federal poverty threshold for a family of three (one adult plus two children) was \$21,831. For a family of four (two adults plus two children) the threshold was \$27,479.

The percentage of children (persons under 18) in poverty declined from 18.0 percent in 2016 to 15.3 percent in 2021. The total number of children in poverty in 2021 was 10.8 million. Figure 8-A shows the child poverty rate from 1997 through 2021.

**Figure 8-A: Official and Supplemental Poverty Rates of all Children under 18, 1997 – 2021**



Notes: The Official Poverty Measure includes unrelated individuals under the age of 15. For more information, see <https://www.census.gov/data/tables/time-series/demo/income-poverty/historical-poverty-people.html> and <https://www.census.gov/topics/income-poverty/supplemental-poverty-measure.html>.

Source: U.S. Census Bureau, Current Population Survey, (March 1998-2022) Annual Social and Economic Supplements (CPS ASEC).

In addition to the official federal poverty estimates, in 2011 the Census Bureau started publishing a supplemental poverty measure, which drew on the recommendations of a federal interagency

technical working group.<sup>25</sup> 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 2021, the overall supplemental poverty rate was 7.8 percent, which was lower than the official poverty rate<sup>26</sup> of 11.6 percent.<sup>27</sup> 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 in 2021, the supplemental poverty rate was much lower than the official rate: 5.2 percent compared with 15.3 percent. This sharp drop from 2020 when the supplemental poverty rate for children was 9.7 percent, and the relative difference compared to the official poverty rate, was due in large part to the stimulus payments and the refundable Child Tax Credit as part of the American Rescue Plan Act.<sup>28</sup>

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<sup>25</sup> Learn more about the Supplemental Poverty Measure: <https://www.census.gov/topics/income-poverty/supplemental-poverty-measure/about.html>.

<sup>26</sup> The official rate includes unrelated individuals under the age of 15.

<sup>27</sup> John Creamer, Emily A. Shrider, Kalee Burns, and Frances Chen, U.S. Census Bureau, Current Population Reports, P60-277, *Poverty in the United States: 2021*, U.S. Government Publishing Office, Washington, DC, September 2022, available at <https://www.census.gov/content/dam/Census/library/publications/2022/demo/p60-277.pdf>.

<sup>28</sup> See *The Impact of the 2021 Expanded Child Tax Credit on Child Poverty* by Kalee Burns and Liana E. Fox Social, Economic, and Housing Statistics Division, U.S. Census Bureau, available at <https://www.census.gov/library/working-papers/2022/demo/SEHSD-wp2022-24.html>.

## IX. Non-Marital and Teen Births

One of the statutory purposes of the TANF program is to prevent and reduce the incidence of non-marital pregnancies and for states to 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. However, since data on *pregnancies* are not collected, 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 non-marital 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. NCHS data show that the birth rate for unmarried women aged 15 to 44 years decreased from 47.5 births per 1,000 unmarried women in 2010 to 37.8 births per 1,000 unmarried women in 2021.<sup>29</sup>

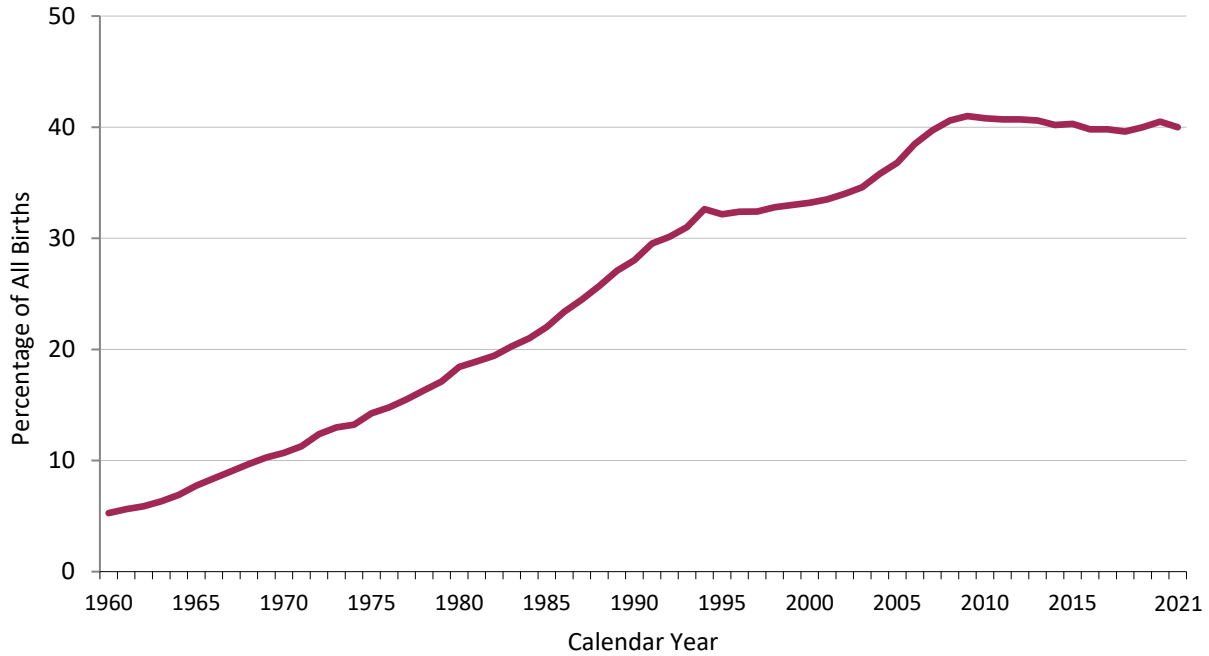
Figure 9-A shows a different measure—the proportion of all births to unmarried women—which increased steadily from 1960 to 2007 and has since plateaued at about 40.0 percent.<sup>30</sup>

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<sup>29</sup> *Births: Final data for 2021*. National Vital Statistics Reports; vol 72 no 1.; Table 10. Birth rates for unmarried women: United States, 2010–2021, and by age and race and Hispanic origin of mother, 2016–2021. Available at <https://www.cdc.gov/nchs/data/nvsr/nvsr72/nvsr72-01.pdf>.

<sup>30</sup> *Births: Final data for 2021*. National Vital Statistics Reports; vol 72 no 1.; Table 11. Selected demographic characteristics of births, by race and Hispanic origin of mother: United States, 2021. Available at <https://www.cdc.gov/nchs/data/nvsr/nvsr72/nvsr72-01.pdf>.

**Figure 9-A: Percentage of All Births to Unmarried Women in United States, 1960 – 2021**

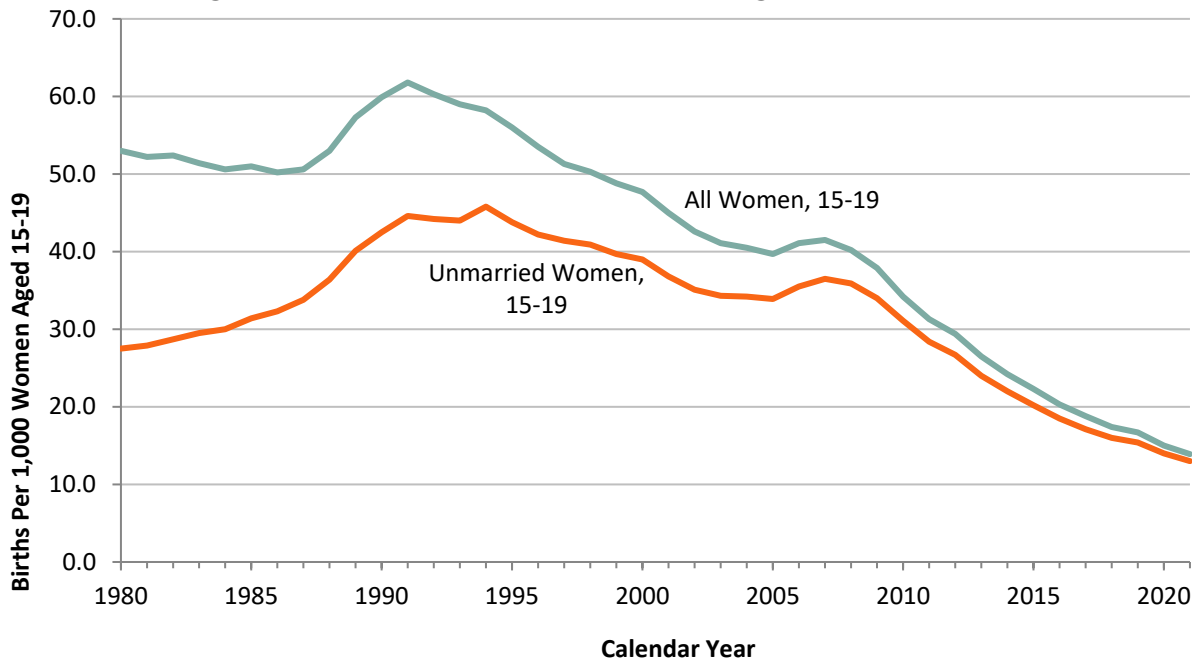


Source: Division of Vital Statistics, National Center for Health Statistics.

The U.S. birth rate for women aged 15 to 19 (married and unmarried) was 13.9 births per 1,000 teenagers in 2021, representing a 77.5 percent decline from the rate of 61.8 births per 1,000 teenagers in 1991. The U.S. birth rate for the subset of teens aged 15 to 19 who were unmarried also decreased significantly, to 13.0 births per 1,000 unmarried teenagers, a 71.6 percent decline from 45.8 births per 1,000 unmarried teenagers in 1994. The trend in the teen birth rate, for all teens and for unmarried teens, since 1980 is illustrated in Figure 9-B.



**Figure 9-B: National Birth Rates for Teens Aged 15-19, 1980 – 2021**



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

The latest available information about non-marital births among TANF families is available in Figure 9-C.

**Figure 9-C: Number and Ratio of Total and Non-Marital Births in TANF Families for FY 2016 and FY 2021**

State	Fiscal Year 2016			Fiscal Year 2021			FY 2016 to FY 2021 Percent Change in Ratio
	Total Births in TANF Families	Non-Marital Births among TANF families	Ratio of Non-Marital Births to Total Births	Total Births in TANF Families	Non-Marital Births among TANF families	Ratio of Non-Marital Births to Total Births	
U.S. Total	121,625	98,476	80.97%	56,554	41,890	74.07%	-8.52%
Alabama	251	234	93.23%	64	57	89.06%	-4.47%
Alaska	222	194	87.39%	56	49	87.50%	0.13%
Arizona	131	127	96.95%	45	33	73.33%	-24.36%
Arkansas	505	36	7.13%	10	0	0.00%	-100.00%
California	66,982	54,712	81.68%	33,792	23,066	68.26%	-16.43%
Colorado	399	269	67.42%	320	253	79.06%	17.27%
Connecticut	1,479	1,362	92.09%	52	49	94.23%	2.33%
Delaware	259	226	87.26%	51	46	90.20%	3.37%
District of Columbia	20	11	55.00%	197	164	83.25%	51.36%
Florida	1,520	1,278	84.08%	1,227	1,032	84.11%	0.03%
Georgia	193	170	88.08%	15	18	120.00%	36.24%
Guam*	0	0		0	0		

Hawaii	397	327	82.37%	113	80	70.80%	-14.05%
Idaho	36	31	86.11%	27	0	0.00%	-100.00%
Illinois*	0	0		0	0		
Indiana	1,876	1,667	88.86%	1,286	1,098	85.38%	-3.91%
Iowa	963	839	87.12%	355	310	87.32%	0.23%
Kansas	994	831	83.60%	400	365	91.25%	9.15%
Kentucky	726	585	80.58%	361	296	81.99%	1.76%
Louisiana	532	473	88.91%	12	5	41.67%	-53.14%
Maine	9	0	0.00%	71	7	9.86%	
Maryland	2,442	1,983	81.20%	715	591	82.66%	1.79%
Massachusetts	2,310	1,955	84.63%	1,332	1,083	81.31%	-3.93%
Michigan	2,727	2,545	93.33%	1,065	969	90.99%	-2.51%
Minnesota	2,070	1,790	86.47%	1,741	1,553	89.20%	3.15%
Mississippi	1,525	1,214	79.61%	181	152	83.98%	5.49%
Missouri	311	289	92.93%	147	137	93.20%	0.29%
Montana	152	124	81.58%	47	37	78.72%	-3.50%
Nebraska*	220	108	49.09%	0	0		
Nevada	749	672	89.72%	213	190	89.20%	-0.58%
New Hampshire	19	17	89.47%	8	7	87.50%	-2.21%
New Jersey	108	99	91.67%	16	15	93.75%	2.27%
New Mexico	2,241	1,843	82.24%	1,347	1,153	85.60%	4.08%
New York	9,294	5,751	61.88%	3,795	2,722	71.73%	15.91%
North Carolina	294	124	42.18%	250	105	42.00%	-0.42%
North Dakota	157	124	78.98%	40	34	85.00%	7.62%
Ohio	2,147	1,689	78.67%	892	812	91.03%	15.72%
Oklahoma	541	473	87.43%	215	177	82.33%	-5.84%
Oregon	1,267	1,039	82.00%	367	342	93.19%	13.64%
Pennsylvania	6,205	5,444	87.74%	1,811	1,630	90.01%	2.59%
Puerto Rico	15	0	0.00%	9	0	0.00%	
Rhode Island	348	330	94.83%	117	105	89.74%	-5.36%
South Carolina	147	141	95.92%	57	50	87.72%	-8.55%
South Dakota	200	192	96.00%	200	192	96.00%	0.00%
Tennessee	3,800	3,325	87.50%	1,120	987	88.13%	0.71%
Texas	122	103	84.43%	23	19	82.61%	-2.15%
Utah	299	210	70.23%	121	88	72.73%	3.55%
Vermont	118	116	98.31%	25	24	96.00%	-2.34%
Virgin Islands	4	4	100.00%	0	0		-100.00%
Virginia	299	278	92.98%	18	0	0.00%	-100.00%
Washington	2,133	1,576	73.89%	1,009	739	73.24%	-0.87%
West Virginia	113	86	76.11%	34	19	55.88%	-26.57%
Wisconsin	1,745	1,452	83.21%	1,180	1,026	86.95%	4.49%
Wyoming	9	8	88.89%	5	4	80.00%	-10.00%

\* Data were not reported for Guam, Illinois, and Nebraska.

Source: TANF Data Reporting System.

## X. TANF and Child Support

The goal of the nation's Child Support Program is to promote parental responsibility so that children receive reliable support from both of their parents as they grow to adulthood. Child support services consist of locating parents; establishing paternity; establishing, modifying, and enforcing support orders; increasing health care coverage for children; and removing barriers to payment, such as referring parents to employment services. Custodial parents receiving TANF assistance are required to cooperate with child support efforts.

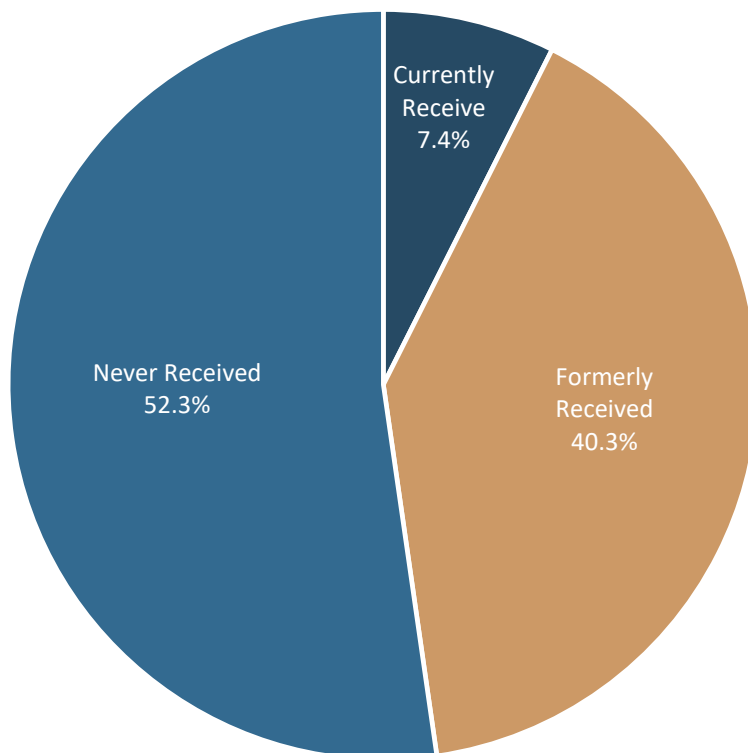
Preliminary data for FY 2021 show that the Child Support Program served 13.2 million children nationwide.<sup>31</sup> Figure 10-A shows that the vast majority of child support services are now provided to non-public assistance cases. This is due in large part to the TANF caseload decline over the past two decades. There were about just under 1 million child support cases in which the child was currently receiving public assistance in FY 2021, accounting for 7.4 percent of the total caseload. Cases in which the children were formerly receiving public assistance<sup>32</sup> constituted 40.3 percent of the FY 2021 child support caseload and cases in which the children have never received public assistance constituted 52.3 percent of the caseload.

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<sup>31</sup> FY 2021 Child Support Enforcement Preliminary Report  
[https://www.acf.hhs.gov/sites/default/files/documents/ocse/fy\\_2021\\_preliminary\\_report.pdf](https://www.acf.hhs.gov/sites/default/files/documents/ocse/fy_2021_preliminary_report.pdf).

<sup>32</sup> 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).

**Figure 10-A: Total Child Support Caseload by Receipt of Public Assistance, FY 2021**



Source: ACF Office of Child Support Services Program, [FY 2021 Preliminary Data Report, Tables P-55, P-56, and P-57](#)

Federal regulations require families that receive TANF assistance to assign their child support income to the state. These collections are shared between the state and the federal government. States can then decide what portion, if any, of those collections to transfer, or “pass through,” back to TANF families and how much of that income should be considered during benefit and eligibility calculations. Under policy established by the Deficit Reduction Act of 2005, the federal government waives the federal share (up to \$100 for a family with one child and \$200 for a family with two or more children) if states transfer back to TANF families or disregard child support payments in benefit determinations.<sup>33</sup> Figure 10-B describes each state’s treatment of child support income for TANF recipients, as of July 2020 (this table and the following paragraph describing the table have been extracted from the [Welfare Rules Databook](#)).

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<sup>33</sup> Department of Health and Human Services; Administration for Children and Families; Office of Child Support Enforcement, Child Support Provision in the Deficit Reduction Act of 2005, (October 8, 2021). <https://www.acf.hhs.gov/css/policy-guidance/child-support-provision-deficit-reduction-act-2005>

The first column of the table displays the amount of collected child support that is counted for recipients' eligibility determination (regardless of whether any is transferred to the family). Those states that do not count child support collections for determining eligibility typically establish some method to ensure that families with high and continuing child support amounts do not remain on TANF 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.

As noted in the [Welfare Rules Databook](#), in FY 2020, 27 states considered at least a portion of the child support income collected by the state for purposes of a recipient's eligibility. Twenty-four states did not transfer any portion of the child support collected to the family.

**Figure 10-B. Treatment of Child Support Income for Recipients, July 2020 <sup>1</sup>**

State	Amount of child support collection counted for recipients' eligibility determination <sup>2</sup>	Portion of child support collection transferred to the family:	
		Amount transferred <sup>3</sup>	Amount of transfer disregarded for benefit computation <sup>4</sup>
Alabama	n.a., no income eligibility test	None	n.a.
Alaska	All but \$50	\$50	\$50
Arizona	None	None <sup>5</sup>	n.a. <sup>5</sup>
Arkansas	All	None	n.a.
California	All <sup>6</sup>	\$50	\$50
Colorado	None <sup>7</sup>	All	All
Connecticut	All but \$50 <sup>8</sup>	\$50	\$50
Delaware	All but \$50	\$50 plus child support supplement <sup>9</sup>	All
D.C.	n.a., no income eligibility test <sup>10</sup>	\$150	\$150
Florida	All	None	n.a.
Georgia	All	Amount of unmet need <sup>11</sup>	All
Hawaii	All	None	n.a.
Idaho	n.a., no income eligibility test	None	n.a.
Illinois	n.a., no income eligibility test	\$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>
Indiana	All	None	n.a.
Iowa	None	None <sup>13</sup>	n.a.
Kansas	All	None	n.a.
Kentucky	All	None	n.a.
Louisiana	n.a., no income eligibility test	None	n.a.
Maine	All but \$50	\$50 plus amount of unmet need <sup>14</sup>	All
Maryland	All	\$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>
Massachusetts	All but \$50	\$50	\$50
Michigan	n.a., no income eligibility test	\$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>
Minnesota	n.a., no income eligibility test	All	\$100/\$200 <sup>12</sup>
Mississippi	All	None	n.a.
Missouri	All	None	n.a.
Montana	None	\$100 <sup>15</sup>	\$100
Nebraska	n.a., no income eligibility test	None	n.a.
Nevada	None	None	n.a.
New Hampshire	All	None	n.a.
New Jersey	n.a., no income eligibility test	\$100	\$100
New Mexico	None	\$100	\$100
New York	All but \$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>
North Carolina	All	None	n.a.

North Dakota	n.a., no income eligibility test	None	n.a.
Ohio	n.a., no income eligibility test	None	n.a.
Oklahoma	All	None	n.a.
Oregon	All but \$50/\$200 <sup>12</sup>	\$50/\$200 <sup>12</sup>	\$50/\$200 <sup>12</sup>
Pennsylvania	All but \$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>
Rhode Island	n.a., no income eligibility test	\$50	\$50
South Carolina	All	Amount of unmet need <sup>16</sup>	All
South Dakota	n.a., no income eligibility test	None	n.a.
Tennessee	None	Amount of unmet need <sup>11</sup>	All
Texas	All but \$75	\$75 <sup>17</sup>	\$75
Utah	All	None	n.a.
Vermont	n.a., no income eligibility test	All	\$50
Virginia	All but \$100	\$100	\$100
Washington	None	None	n.a.
West Virginia	All but \$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>	\$100/\$200 <sup>12</sup>
Wisconsin	None	75% of child support collected	All
Wyoming	n.a., no income eligibility test	None	n.a.

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

<sup>1</sup> 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 transfer used under AFDC. The traditional transfer is represented in this table with "All but \$50" in the first column, and "\$50" in the second and third columns. This table does not cover the transfer of child support payments in excess of current or total TANF benefits.

<sup>2</sup> States that do not count any child support collections for calculating recipients' eligibility (shown as "None" in this column) generally use other methods to ensure that families with high and continuing child support amounts do not remain on the rolls indefinitely. Also, some states with values displayed in this column do not have income eligibility tests for recipients, according to table IV.A.4. 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, in states that include part or all of the collected child support income in determining a family's ongoing eligibility, a family might be found ineligible even if the benefit computation formula (which does not count child support income) would show them as eligible for a benefit. If this column shows child support being counted for eligibility determination but table IV.A.4 does not show an ongoing eligibility test, the ongoing eligibility test for families with child support income is that the benefit computation formula (tables II.A.1, II.A.2, and II.A.3), when the specified portion of child support collections is included as income, must result in a benefit amount that confers eligibility as determined by each state.

<sup>3</sup> When dollar amounts are shown, the amount of the transfer is the smaller of the amount shown or the amount of child support paid on behalf of the family.

<sup>4</sup> When dollar amounts are shown, the amount of the disregard is the smaller of the amount shown or the amount of child support paid on behalf of the family.

<sup>5</sup> Any child support collected on behalf of a child subject to a family cap is transferred to the family and treated as exempt income.

<sup>6</sup> A unit may choose to keep child support received for a step-sibling or half-sibling of a CalWORKs eligible child if the child support payment is greater than the benefit amount. If a unit opts to keep child support in lieu of receiving aid for the child, the child support is not used for determining eligibility.

<sup>7</sup> If the average monthly child support collection over the prior 6 months exceeds \$500, that average is counted in determining a recipient's ongoing eligibility.

<sup>8</sup> For income eligibility for an extension, all child support income, including the disregard, is counted.

<sup>9</sup> In addition to the \$50 transfer payment, Delaware provides a supplemental child support payment, which is calculated by subtracting a recipient's current disposable income from his or her disposable income as it would have been calculated in 1975.

<sup>10</sup> If the amount of child support paid by the noncustodial parent exceeds the monthly benefit by more than \$150 for two consecutive months, the TANF case is closed.

<sup>11</sup> 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 consolidated need standard for the unit's family size minus the maximum benefit 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.

<sup>12</sup> The first amount applies to families with one child and the second amount applies to families with two or more children.

<sup>13</sup> If child support for a child in the assistance unit is paid directly to a recipient for any reason, \$50 is disregarded and the remainder is counted as income. However, child support income that is received for a child who is not included in the assistance unit (for example, a child ineligible due to immigrant status, or a stepparent's child from a prior relationship when the stepparent is not included in the assistance unit) is not counted for TANF eligibility or benefits.

<sup>14</sup> After the initial \$50 transfer, the state then transfers child support in the amount of the unmet need, also known as the gap payment, to the family as unearned income and disregards the child support for benefit determination. The unmet need is calculated as the consolidated need standard for the unit's family size minus the maximum benefit for the unit's family size minus the unit's net income.

<sup>15</sup> The transferred amount is considered to be an addition to the TANF payment.

<sup>16</sup> The unmet need, also called the gap payment, is calculated as 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.

<sup>17</sup> 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. The transferred amount is considered to be an addition to the TANF payment and is disregarded for eligibility purposes.

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



## XI. Tribal Programs

OFA administers three tribal grant programs:

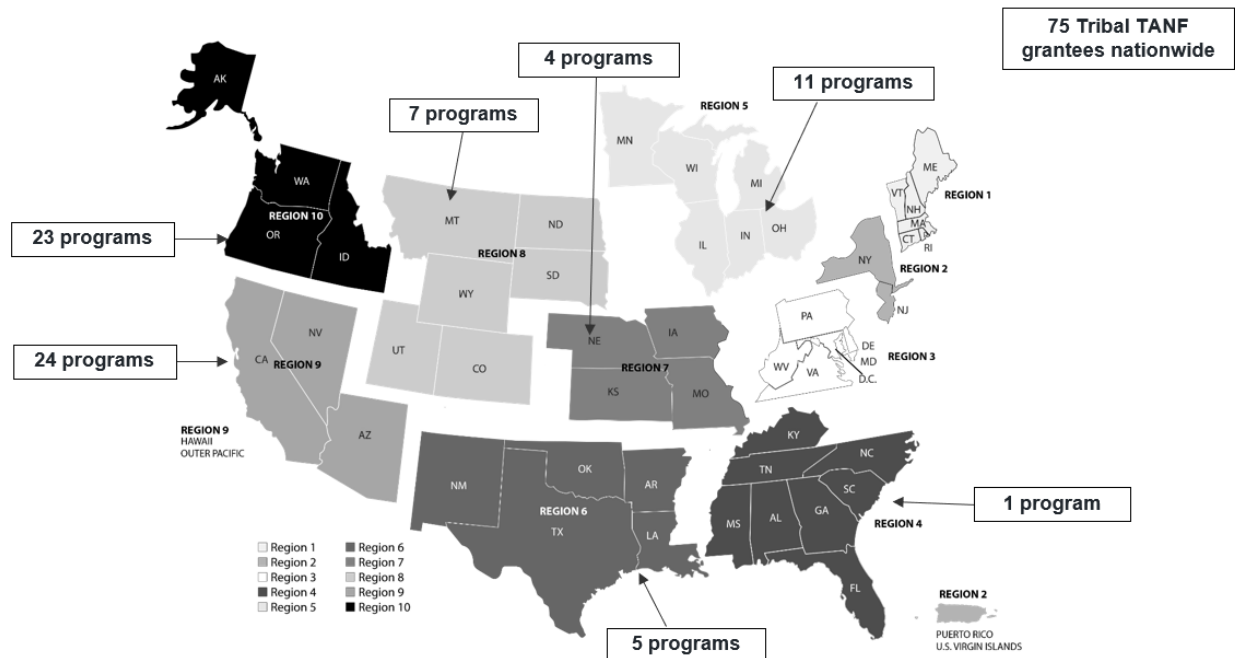
- Tribal Temporary Assistance for Needy Families (Tribal TANF)
- Native Employment Works (NEW)
- Tribal TANF-Child Welfare Grant Program (TTCW)

Additionally, OFA coordinates with the Bureau of Indian Affairs on Tribal TANF and NEW programs integrated into 477 plans under Public Law 102-477.

### Tribal TANF

Federally recognized American Indian Tribes and Alaska Native organizations may elect to operate TANF programs to serve eligible families. By the close of FY 2021, 75 Tribal TANF plans were approved to operate on behalf of approximately 287 tribes and Alaska Native villages and serve the non-reservation area of 127 counties. In FY 2021, Tribal TANF programs received \$208 million in federal funds.

**Figure 11-A Tribal TANF Programs**



An eligible Tribal organization must submit a Tribal Family Assistance Plan (TFAP) to HHS for review and approval before administering a Tribal TANF program. Although no specific format is required, a TFAP must contain elements specified in the law and regulations, such as how tribes will promote work, the stability and health of families, work activities and support services, time-limited assistance, and sanctions for non-compliance with work requirements.

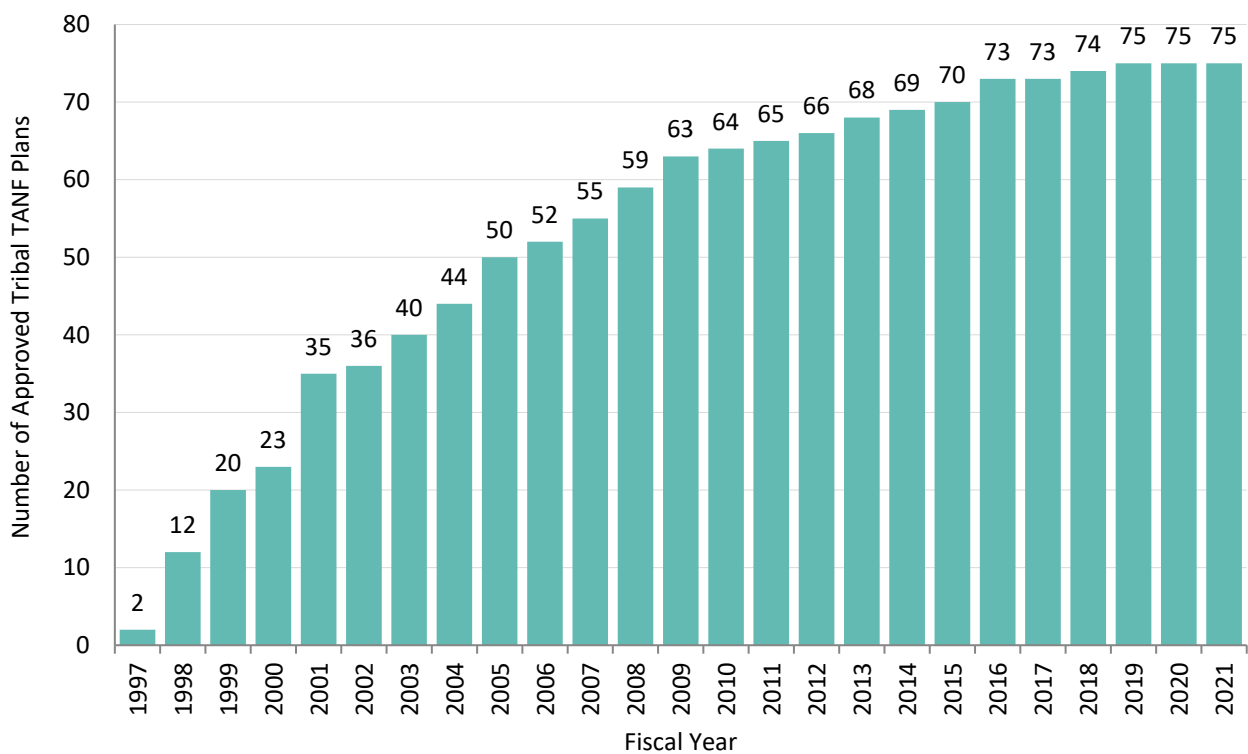
Tribal TANF plans must be approved by HHS, unlike state TANF plans which are reviewed to deem whether they are complete.

Tribes administering a TANF program have flexibility in designing and implementing their program. Tribes define elements of their programs, including service area, service population (e.g., all Indian families in the service area or only enrolled members of the tribe), time limits, family composition, eligibility criteria, and work and work activities. Tribes negotiate their program’s work participation rate targets and required work hours with HHS. Tribes can also establish what benefits and services will be available and develop their own strategies for achieving program goals, including how to help recipients move off welfare and become self-sufficient.

Successful administration of tribal programs depends on communication, collaboration, and coordination with states and locally administered programs. Tribes partner with states and local governments to ensure Native families receive other support services, such as SNAP and Medicaid.

The number of approved Tribal TANF programs from FY 1997 through FY 2021 is displayed in Figure 11-B.

**Figure 11-B: Growth in Number of Approved Tribal TANF Plans, FY 1997 – FY 2021**

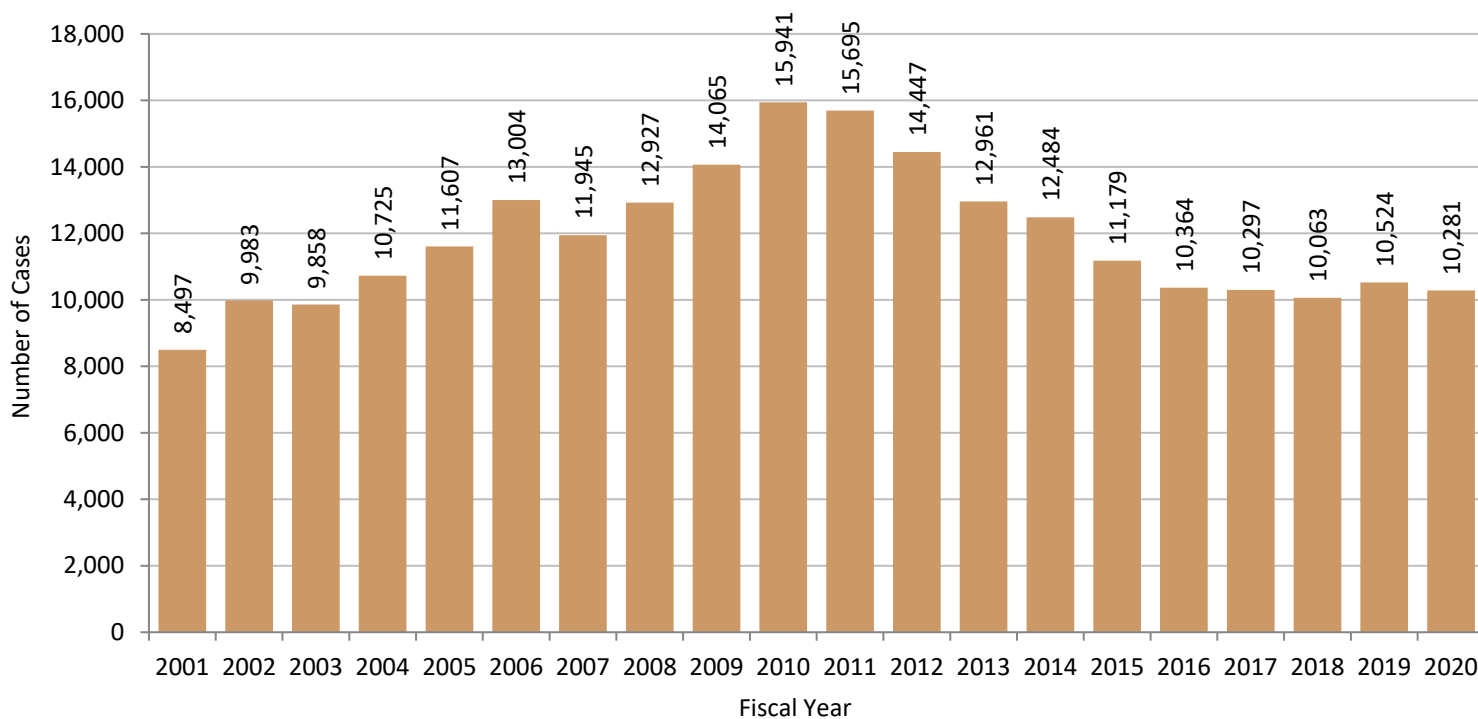


### **Tribal TANF Data**

In FY 2021, OFA awarded \$208 million in grants to 75 approved Tribal TANF programs. Tribal TANF grant amounts are based on the number of American Indian/Alaska Native (AI/AN) families who received services under the Aid to Families with Dependent Children (AFDC) programs within the tribe’s service area in FY 1994.

Figure 11-C shows the number of families served by Tribal TANF programs from FY 2001 through FY 2020, the most recent year with available published data. AI/AN families not served by Tribal TANF programs are eligible to be served by state TANF programs. State TANF programs served approximately an average monthly 24,000 AI/AN children and 6,700 AI/AN adults in FY 2020.

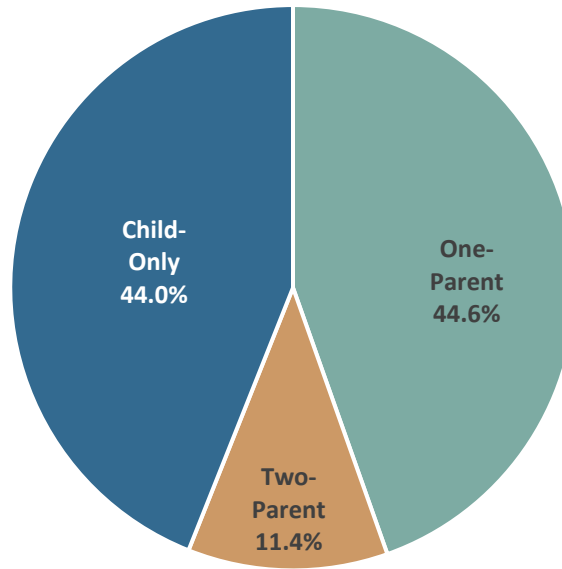
**Figure 11-C: Tribal TANF Average Monthly Caseloads, FY 2001 – FY 2020**



Source: Tribal TANF Database, Tribal TANF Caseload Reports.

Figure 11-D indicates that in FY 2020, 44.0 percent of Tribal TANF families were child-only cases, and 11.4 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 2020**



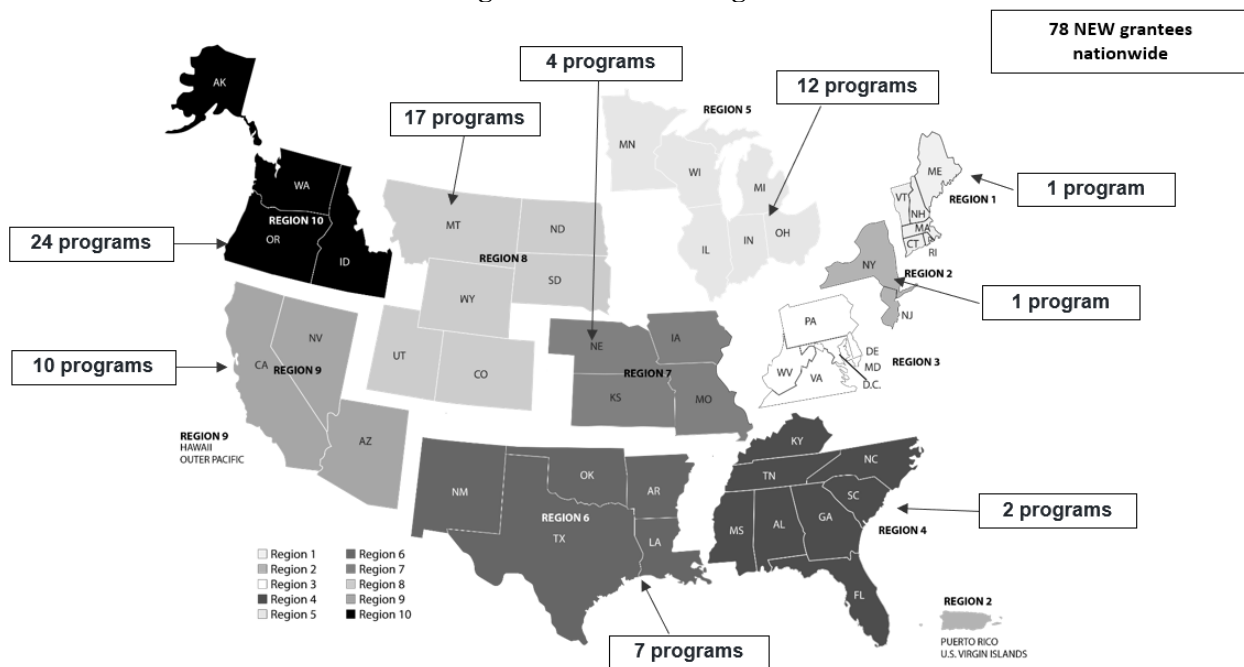
Source: Tribal TANF Database, Tribal TANF Characteristics.

### **Native Employment Works (NEW)**

The Native Employment Works (NEW) program provides work-related activities to support job readiness, job placement, and job retention for tribal service areas. Federally recognized Indian tribes and Alaska Native organizations that operated a Tribal Job Opportunities and Basic Skills Program (JOBS) Program in 1995 are the only entities eligible for NEW program funding. 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. Federal regulations for the NEW program are found in 45 CFR Part 287.

In FY 2021, 78 tribes administered NEW programs totaling \$7,535,110 in awarded funds. Thirty-six of the 78 tribal organizations also operated Tribal TANF programs. NEW programs provide work activities, supportive services, and job retention services to help clients prepare for and obtain permanent, unsubsidized employment. Eligible tribes and Alaska Native organizations can design their NEW programs to meet their needs, select their service population and area, and determine the work activities and related services they will provide, so long as they are consistent with statutory and regulatory requirements.

**Figure 11-E NEW Programs**



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

In FY 2021, 39 of the 78 NEW programs were not included in a 477 plan.

### **Public Law 102-477**

Public Law 102-477 (477) is the Indian Employment, Training and Related Services Act of 1992, as amended by Public Law 115-93, the Indian Employment, Training, and Related Services Consolidation Act of 2017. 477 allows Indian tribes and Alaska Native organizations to integrate employment, training, and related services programs into a single program with a single budget. The Bureau of Indian Affairs (BIA) in the U.S. Department of the Interior is the lead agency working with federally recognized tribes and tribal consortia that integrate the employment, training, and related services under this law. 477 allows for greater flexibility by combining program services, administrative functions, and reporting requirements.

The law authorizes federal agencies to allow programs to be included in 477 plans. Both TANF and NEW programs are eligible for integration in 477 plans. Twenty-three of the 75 Tribal TANF programs were integrated into a 477 plan FY 2021. Of the \$208 million allocated to approved Tribal TANF programs, \$48.56 million was transferred to BIA to administer the 477 plans. Thirty-nine of the 78 NEW programs were integrated into a 477 plan in FY 2021. Grants awarded to approved NEW programs totaled \$7.54 million in federal funds, of which \$3.07 million was transferred to BIA to administer the 477 plans.

The TANF reporting requirements have not been waived for tribes who have integrated their TANF program into a 477 plan. Therefore, the TANF data shown above is inclusive of both tribes who participate in 477 and those who do not.

### **Tribal TANF-Child Welfare Coordination Grants**

In FY 2021, OFA was in its fourth round of discretionary demonstration grants to improve the coordination of Tribal TANF and child welfare services provided to Native families at risk of child abuse or neglect. In FY 2020, eight tribes received Tribal TANF-Child Welfare Coordination (TTCW) grants for a 5-year project period (September 30, 2020 – September 29, 2025). The total annual funding for these grants is \$1.8 million. TTCW grants were awarded to tribes administering a Tribal TANF program through a competitive process. Applications were reviewed by independent panels using the criteria in the notice of funding opportunity.

The statutory purpose of the TTCW grants is to demonstrate effective models to coordinate Tribal TANF and child welfare programs serving Native families at risk of child abuse or neglect. Consistent with the authorizing legislation, TTCW grants must be used for one or more of the following:

- To improve case management for families eligible for assistance from a Tribal TANF program;
- For supportive services and assistance to Native children in out-of-home placements and the families caring for such children, including families who adopt such children; or
- For prevention services and assistance to Native families at risk of child abuse and neglect.

## **XII. 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 low-income families more generally, while focusing on evaluations of service interventions to improve family economic well-being. HHS' research and evaluation activities in these areas are carried out primarily by OPRE and ASPE, who 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 and ASPE's family self-sufficiency and stability-related research and evaluation projects fall into the following 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. OPRE and ASPE current and past projects include multi-year experimental impact evaluations, implementation evaluations, descriptive studies, and other forms of analysis, as well as projects to build capacity in the field to conduct research in these areas.

Each year, OPRE publishes the [\*Portfolio of Research in Welfare and Family Self-Sufficiency\*](#) to describe major welfare and family self-sufficiency research projects sponsored by OPRE in the previous fiscal year and highlight recent research findings. This includes the [\*2016 Portfolio of Research in Welfare and Family Self-Sufficiency\*](#), [\*2017 Portfolio of Research in Welfare and Family Self-Sufficiency\*](#), [\*2018 Portfolio of Research in Welfare and Family Self-Sufficiency\*](#), [\*2019 Portfolio of Research in Welfare and Family Self-Sufficiency\*](#), [\*2020 Portfolio of Research in Welfare and Family Self-Sufficiency\*](#), and [\*2021 Portfolio of Research in Welfare and Family Self-Sufficiency\*](#). ASPE's FY 2016 through FY 2021 research focused on [human services](#), [poverty and economic mobility](#) and on [children, youth and families](#) is published on the [ASPE website](#).