



# REVIEW OF TANF PROGRAMS

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This issue brief provides an overview of the types of different programs that are funded through federal Temporary Assistance for Needy Families (TANF) grants. Program expenditures are divided into two categories: Base Grants and Reserve Expenditure Grants. Base Grants go towards ongoing TANF programs that are funded consistently by the state. Reserve Expenditure Grants are a result of the TANF Reserve spenddown; a portion of these grants are legislatively-directed and a portion were subject to the discretion of the Department of Workforce Services. (For more information on the TANF Reserve grants, see the LFA Workforce Services TANF Reserve Funds [Issue Brief](#).) Additionally, this brief provides a historic overview of TANF programs and highlights an adoption timeline of different programs. This brief is for informational purposes and requires no legislative action.

## OVERVIEW OF FUNDING SOURCES FOR TANF GRANTS

TANF is a federal award managed by the Department of Workforce Services. Total annual funds allocated to the state are roughly \$75.6 million annually. Of this amount, a portion is transferred to the Child Care and Development Fund (CCDF) and a portion is transferred to the Social Services Block Grant (SSGB) at the Department of Human Services. Table 1 gives a breakdown of these amounts for FY 2018.

<b>Initial TANF Grant Allocations</b>	
<i>Federal Award</i>	\$ 75,609,500
<i>Amount Transferred to Child Care and Development Fund (CCDF)</i>	\$ (15,121,900)
<i>Amount Transferred to Social Services Block Grant (SSBG) at the Department of Human Services (DHS)</i>	\$ (7,560,900)
<b>TOTAL FEDERAL FUNDING</b>	\$ 52,926,700

Table 1: Initial TANF Grant Allocations

Like many federal grants, TANF requires a state match in the form of a maintenance of effort (MOE) requirement. Total state MOE is approximately \$24.9 million; this amount can fluctuate depending on the percentage of TANF recipients engaged in work-related activities. Federal regulations allow state funds towards the CCDF MOE to be double counted as a contribution towards the state TANF MOE requirement. Third party contributions to TANF-funded programs also are permitted to count towards the state MOE. Third party contributions for FY18 totaled \$3.5 million dollars. In FY18, third-party match was counted towards state MOE in two of the twelve Base Grant categories: Basic Assistance and Work Activities. After CCDF MOE and third-party MOE contributions are counted, total state funding required for the TANF program is \$16.9 million. Table 2 gives a breakdown of these amounts for FY 2018.

<b>State MOE Contributions</b>	
<i>TANF Maintenance of Effort (MOE) Requirement</i>	\$ 24,889,000
<i>Child Care and Development Fund (CCDF) MOE counted towards meeting the TANF MOE requirement</i>	\$ (4,474,900)
<i>Third Party MOE</i>	\$ (3,500,000)
<b>TOTAL STATE FUNDING</b>	\$ 16,914,100

Table 2: State MOE Contributions

Total TANF funds combine total federal funding with total state funding. In FY 2018, total new TANF funds available for use was \$69,840,800.

**TANF PROGRAMS: BASE GRANTS**

TANF programs that are consistently funded each year by the Department of Workforce Services are considered TANF Base Grants. These expenditures are broken down into twelve different categories. For more information on each category, please refer to the LFA TANF Budget Deep-Dive [Report](#). Table 3 shows estimated FY 2018 expenditures for each of the twelve Base Grant categories.

<b>BASE GRANT EXPENDITURES</b>	
<i>Work Activities</i>	\$25,027,000
<i>Basic Assistance</i>	\$23,122,000
<i>Administration</i>	\$6,107,000
<i>Teen Afterschool Programs</i>	\$3,808,000
<i>Education and Training</i>	\$3,000,000
<i>Supportive Services</i>	\$2,750,000
<i>Rapid Rehousing</i>	\$1,565,000
<i>Early Care and Education - FEP Childcare</i>	\$1,500,000
<i>Systems</i>	\$860,000
<i>Subsidized Employment</i>	\$826,000
<i>Assessment/Service Provision</i>	\$569,000
<i>Fatherhood and Two-Parent Family Formation and Maintenance Programs</i>	\$540,000
<i>Home Visiting Programs</i>	\$377,000
<b>TOTAL TANF BASE GRANT EXPENDITURES</b>	\$70,051,000

Table 3: Base Grant Expenditures

The two largest categories of expenditures, making up 69% of total expenditures, are the Work Activities and Basic Assistance programs. The two smallest categories of expenditures are the Fatherhood and Two-Parent Family Formation and Maintenance Programs and the Home Visiting Programs.

Federal reporting requirements on these expenditure categories were adjusted in FY15. Because of this adjustment, it is difficult to compare historical data across the different expenditure categories. For a six-year history of expenditures by category, see Appendix A.

The following table breaks down FY 2017 Base Grant expenditures by specific program type. Sometimes federal reporting categories cross programs, which is why each program below is not necessarily associated with a federal expenditure category. Base Grant programs are sorted by approximate start date, with the oldest programs (1996) listed first and the more recent programs listed towards the end. Each of the following programs, with the exception of administrative costs, are held accountable to performance measures.

Funding Category	Program/Purposes	FY 2017 Expenditure	Approx. Start Date
<i>Basic Assistance</i>	Cash, payments, and other benefits designed to meet a family's basic needs (e.g., food, clothing, shelter, utilities, household goods, etc.). The Family Employment Program (FEP) is funded from this category and provides minimal cash assistance to families with children who are living in poverty. This category of expenditures is mandated and prescribed under TANF regulations.	\$ 20,417,814	1996
<i>Diversion Payments</i>	Persons with the prospect of employment or other sources of income are offered job placement assistance, a financial payment of 3 months to meet immediate needs, child care, and other employment related supportive services. Continued case management is available to provide continued support and reduce recidivism. The positive results are that few families that get diverted from cash assistance actually end up enrolling in FEP. It serves the purpose of diverting families from being on cash assistance.	\$ 1,096,686	1996
<i>Case Management/Eligibility</i>	Costs associated with the required eligibility determination and case management functions for Basic Assistance and Training activities. Includes documentation of work activities, eligibility functions, etc. Case management and eligibility functions are required under TANF regulations.	\$ 20,870,046	1996
<i>Supportive Services (LCTs)</i>	Licensed Clinical Therapists (LCTs) provide clinical services to our families participating in the FEP program. The LCTs provide short term mental health and crisis intervention for families, teach psychoeducational workshops, provide staff training, and staff cases with employment counselors and supervisors to determine FEP customers' mental health needs.	\$ 2,014,342	1996
<i>Program Management (Admin)</i>	Costs that are necessary for the administration of the TANF program, including salaries and benefits of staff performing administrative and coordination functions; activities related to eligibility determination; preparation of program plans, budgets, and schedules; program monitoring; and other program costs such as supplies, equipment, travel, etc., that are not directly used to provide services.	\$ 4,579,772	1996
<i>System Costs</i>	Includes information technology and computerization costs that are attributable to the TANF program. A portion of the costs for the eligibility system at DWS known as the Electronic Eligibility and Resource Product (eREP) and the comprehensive case management system known as the Utah Workforce System (UWORKS) are allocated to TANF using the methodology in the DWS cost allocation plan.	\$ 659,016	1996
<i>FEP/Non-FEP Training</i>	Education and training activities for TANF participants, including secondary education; adult education, high school diploma/equivalent and ESL classes; education directly related to employment; job skills training; education provided as vocational educational training or career and technical education; and post-secondary education. Education and training activities are a Federal Countable Activity that contributes to Utah meeting the required Federal Work Participation Rate. This is a fundamental activity of the Family Employment Program with the goal of assisting populations most at risk, under-skilled, and unemployed to obtain employment.	\$ 993,944	1996

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<i>Mental Health Contracts</i>	Provides short term mental health to FEP customers throughout the state through fee-for-service contracts	\$ 1,052,014	1996
<i>FEP Childcare</i>	Child care expenditures for families that need child care to enable them to work, participate in work activities (such as job search, community service, education, or training), or for respite purposes. This includes child care provided to families who receive child care during a temporary period of unemployment.	\$ 817,261	1996
<i>USU Relationship Skills (Contract)</i>	Provides parenting and relationship education programs to DWS work success and FEP customers through the USU Extension System. USU Extension programs which target parenting and relationships, have shown to enhance relationship stability, individual relationship skills, and family well-being. Research has shown that enhancing relationship skills also improve workforce productivity.	\$ 1,244,551	2002
<i>Afterschool Quality Improvement Grant</i>	This competitive grant is to create quality afterschool programs or improve existing afterschool programs in youth-serving organizations throughout the state.	\$ 1,274,575	2007
<i>Teen Afterschool Prevention Grant</i>	This non-competitive grant is to invest in existing teen afterschool programs. These programs provide teens with a safe place to go before and after school while also developing their sense of autonomy. Consistent participation of teens in expanded learning opportunities are related to improvements in academic performance, college and career preparation, social and emotional development, and skill building.	\$ 1,551,459	2007
<i>Utah Afterschool Network</i>	Provides technical assistance and professional development in Utah for afterschool and summer youth programs.	\$ 117,000	2007
<i>Additional Work Activities (Case Management)</i>	The providers' staff providing case management for the individuals receiving the funds	\$ 561,101	2008
<i>Non-Recurrent Short Term Benefits</i>	The funding spent on rent, deposits, applications, backpay to avoid eviction, and utilities.	\$ 1,633,260	2008
<i>Program Management (Admin)</i>	The providers' administrative costs to run the rapid rehousing program	\$ 252,532	2008
<i>Case Management</i>	Provides culturally and linguistically appropriate case management services for refugees for up to 24 months after their arrival to the United States.	\$ 1,956,878	2008
<i>Program Management (Admin)</i>	The providers administrative costs to run refugee programs	\$ 297,953	2008
<i>Subsidized Housing</i>	Provides funding for refugees to maintain stable housing while they acquire English and work skills in preparation for employment and, or self-sufficiency	\$ 481,785	2010
<i>Subsidized Employment</i>	Provides job developer services and pays wages for refugees attending English as a Second Language classes through a Subsidized Employment Training Program.	\$ 554,066	2010
<i>Phamatech Inc.</i>	Provides drug testing services for FEP customers.	\$ 29,130	2012
<i>Assessments for Disability/Medical Treatment</i>	LCTs administer the Substance Abuse Subtle Screening Inventory (SASSI) and assessments for customers scoring at a high probability for drug or alcohol addiction.	\$ 10,107	2012

<i>Career Pathways</i>	Employment strategy to move TANF-eligible parents with multiple barriers into sustainable employment in an in-demand occupation career path.	\$ 9,197	2013
<i>Next Generations Kids Project</i>	The Next Generations Kids (NGK) Project is a subset of the FEP program where DWS tests effective case management methods. Effective case management models are then rolled out to the general FEP population. All NGK customers are FEP recipients. All of these costs would typically be captured under the basic assistance category if the NGK project ended.	\$ 737,731	2013
<i>Summer Youth Grant</i>	This competitive grant is to expand services for current operating afterschool/out-of-school time programs to include summer youth programs and to reduce the impact of "summer learning loss" among youth participants. This grant ends 6/30/2018.	\$ 648,118	2014
<i>Match Partnership Grant</i>	This competitive grant is designed to create, expand, and support out-of-school time programs for at-risk children throughout Utah. This grant is supported by utilizing draw-down funds from the Child Care and Development Fund (CCDF) Match Partnership Programs with public entities and non-profit organizations.	\$ 764,605	2016
<i>Utah Education Policy Center</i>	The Utah Education Policy Center develops and administers comprehensive surveys for specified DWS Office of Child Care afterschool program grants.	\$ 56,303	2016
<i>Rapid Rehousing (Family Housing Grant Contracts)</i>	Rapid rehousing services are for families facing eviction or who are already homeless. One of the fundamental purposes of TANF is to provide assistance so that children can be cared for in their own homes. This funding is critical to preventing homelessness and providing rapid rehousing services for families that need this temporary assistance. This assistance allows families to maintain their housing and stability for their children or help them to rapidly come out of homelessness. It pays for rent, deposits, applications, backpay to avoid eviction, and utilities. A competitive grant process is administered every 3 years and local homeless service providers compete for funding to administer a rapid rehousing program. The intent is to provide the housing resource statewide and to ensure that in addition to housing assistance, the family is working with an employment counselor to find employment or increase their wages to achieve stability on their own.		
<b>Total Base Grant Budget Spending for SFY 2017</b>		<b>\$ 64,681,246</b>	

Table 4: FY17 Base Grant Expenditures by Program

**TANF PROGRAMS: RESERVE EXPENDITURE GRANTS**

During the 2014 General Session, Workforce Services indicated it had \$107 million in excess TANF spending authority. This additional spending authority is referred to here as TANF reserve. In response, the Legislature reviewed potential uses of this TANF reserve during its 2014, 2015, 2016, and 2017 General Sessions and authorized a total of \$87.2 million for programs that qualified by meeting one of the four specified TANF purposes. The Legislature also approved intent language in its 2014 General Session directing DWS to proceed with identifying other uses of its TANF reserve. TANF Reserve Expenditure Grants, unlike Base Grants, were for time-limited programs. Some Reserve Expenditures went towards legislatively-direct purposes (see Table 5), and some went towards DWS-determined purposes (see Table 6). Total TANF Reserve expenses for FY 2018 totaled \$30.9 million; \$19.9 million legislatively-directed and \$11.0 million agency-directed.

**TANF RESERVE EXPENDITURES (LEGISLATURE DIRECTED PURPOSES)**

Mental Health for Early Intervention for Children & Youth	\$500,000
Children's Center for preschool children with MH needs	\$311,000
Access to High Quality School Readiness Program	\$12,190,000
Crisis/Respite Nurseries	\$1,500,000
Homeless Reform Initiative	\$2,250,000
Lethality Assessment Protocol - Utah Domestic Violence Coalition	\$108,000
Access to Recovery (DHS)	\$2,000,000
Home Visiting Program (DOH) - Family Spirit & Parents as Teachers	\$1,000,000
<b>Legislature Directed Subtotal</b>	<b>\$19,859,000</b>

Table 5: FY18 Legislative-Directed TANF Reserve Expenditures

**TANF RESERVE EXPENDITURES (DWS DETERMINED PURPOSES)**

Addiction Intervention	\$ 760,000
Adult Mentoring	\$ 472,000
Basic Technology	\$ 76,000
Domestic Violence	\$ 44,000
Employment Retention	\$ 52,000
Expungement Assistance	\$ 128,000
Family Preservation	\$ 836,000
Financial Responsibility	\$ 415,000
Parenting Relationship Skills	\$ 867,000
Pregnancy Prevention	\$ 36,000
Pre-K	\$ 309,000
Rural Transportation	\$ 67,000
Skills Training for Incarceration	\$ 240,000
Youth Mentoring	\$ 1,433,000
Combined Services	\$ 1,599,000
Financial Capability	\$ 1,100,000
Youth Development	\$ 1,100,000
Afterschool Programs	\$ 352,000
Systems Of Care	\$ 1,129,000
<b>DWS Determined Subtotal</b>	<b>\$ 11,015,000</b>

Table 6: FY18 Agency-Directed TANF Reserved Expenditures

Of the agency-directed purposes, all program contracts expired October 2017 except for three categories: Financial Capability, Youth Development, and Systems of Care. These programs will continue for one additional year before the contracts expire. For details on the various remaining contracts, see Appendix B.

**Appendix A:**  
**TANF Six Year Expenditure History by Fed Reporting Category**

### Temporary Assistance for Needy Families (TANF)

Federal Expenditure Category Description	SFY 2012	SFY 2013	SFY 2014	SFY 2015	SFY 2016	SFY 2017
<b>Basic Assistance</b>	\$ 28,223,216	\$ 24,827,820	\$ 24,812,316	\$ 21,765,812	\$ 21,243,081	\$ 22,805,626
<b>Work, Education, and Training Activities</b>	26,502,367	19,044,489	23,417,201	24,409,105	33,791,564	31,086,551
<b>Work Supports</b>	-	-	5,329	258,201	88,914	173,869
<b>Early Care and Education</b>						
<i>Child Care</i>	3,000,000	14,355,200	-	134,022	213,020	870,248
<i>Pre-Kindergarten/Head Start</i>	-	-	-	592,511	1,154,340	5,553,395
<b>Financial Education &amp; Asset Development</b>	-	-	-	319,746	698,382	1,354,479
<b>Non-Recurrent Short Term Benefits</b>	4,290,383	3,197,406	2,675,130	2,716,671	1,696,360	4,321,946
<b>Supportive Services</b>	3,099,604	1,926,583	-	3,524,639	4,616,980	7,894,881
<b>Services for Older Children and Youth</b>	-	-	-	6,154,445	8,362,926	10,484,327
<b>Prevention of Out-of Wedlock Pregnancies</b>	4,195,066	2,457,546	3,332,874	1,801,461	777,218	639,842
<b>Fatherhood and Two-Parent Family Formation and Maintenance Programs</b>	2,376,080	532,316	(18)	1,306,315	2,765,905	3,272,318
<b>Child Welfare Services</b>						
<i>Family Support/Family Preservation/Reunification Services</i>	-	-	-	398,842	1,377,379	2,261,286
<i>Additional Child Welfare Services</i>	-	-	-	45,514	394,525	1,338,135
<b>Home Visiting Programs</b>	-	-	-	3,460	357,665	1,546,194
<b>Program Management</b>						
<i>Administrative Costs</i>	8,444,415	6,506,377	6,070,242	5,225,711	6,488,323	7,415,573
<i>Assessment/Service Provision</i>	-	-	-	276,445	336,176	502,107
<i>Systems</i>	1,000,619	617,380	462,989	610,094	764,558	659,016
<b>Other</b>	22,383,946	8,680,520	5,957,174	3,671,528	-	-
<b>TOTAL EXPENSES</b>	<b>\$ 103,515,696</b>	<b>\$ 82,145,637</b>	<b>\$ 66,733,237</b>	<b>\$ 73,214,522</b>	<b>\$ 85,127,316</b>	<b>\$ 102,179,793</b>

Note: The federally-defined expenditure categories and accompanying definitions for TANF were revised beginning with federal fiscal year 2015 to eliminate ambiguity in definitions and to create categories and definitions that are mutually exclusive. Many of the differences between years shown above are due to the modification and expansion of the federally-defined expenditure categories and accompanying



**Appendix B:**  
**TANF Six Year Expenditure History by Fed Reporting Category**

Funding Category	Program	Program/Purpose	Amount Awarded	Contract Period
Financial Capability	AAA Fair Credit Foundation	The primary goal of the Utah Financial Education Integration Program (UFEIP) is to increase beneficial financial knowledge, skills, and behavior by providing financial education and skill development to TANF-eligible individuals through empirically-based financial coaching and financial workshops. Piloted through more than five years of previous programming, UFEIP in its current iteration is continually growing and changing to best meet the needs of TANF-eligible individuals and families. One-on-one financial coaching has been identified as a powerful intervention for assisting individuals to make progress toward financial goals, decrease financial stress, and increase financial confidence. As a result, one-on-one coaching has become the centerpiece of UFEIP programming, but the financial workshops also provided under UFEIP remain integral to customer success. Half of workshops focus on credit, the other half focus on budgeting.	\$231,355	9/1/2016 - 8/31/2019
Financial Capability	Community Action Partnership of Utah	The Community Action Partnership of Utah (CAPU) is administering this grant to several of their community action agencies who deliver services throughout the state. CAPU subgranted funds to Uintah Basin Association of Governments, Southeastern Utah Association of Local Governments, Community Action Services and Food Bank, Ogden Weber Community Action Partnership and Open Doors (formerly Family Connection Center) and Six County Association of Governments.	\$800,000	9/1/2016 - 8/31/2019
Financial Capability	Ogden-Weber CAP	Ogden-Weber CAP (OWCAP) has implemented the Circles curriculum. Circles is an initiative to help families get out of poverty. Priority has been placed on community outreach and educating people throughout Weber County about what Circles is and how they can participate. Outreach has been done with multiple community service providers, local politicians/government, higher education institutions, local school districts, and many community events. Trainings for Circle participants will continue weekly during the contract period.	\$600,000	9/1/2016 - 8/31/2019
Financial Capability	Southeastern Utah Association of Local Governments	Southeastern Utah Association of Local Governments has implemented the Circles curriculum. Circles is an initiative to help families get out of poverty. The Circles team has been actively building relationships with multiple community partners and educating community partners on poverty. Trainings for Circle participants will continue weekly during the contract period.	\$800,000	9/1/2016 - 8/31/2019
Financial Capability	The Learning Center for Families	The Parents As Teachers (PAT) at The Learning Center for Families is a home visiting program which serves low-income families with high risk factors and children under age five. The families receive a minimum of two monthly home visits where they complete lessons from the Money Matters PAT curriculum. The Family Support Specialist (FSS) engages the families in working on personal financial wellness goals, assists them with budgeting, saving, and paying down debt. In addition, the FSS helps each family sign up for and navigate the jobs.utah.gov/jobseeker site. The families are also enrolled in quarterly financial literacy classes which are presented by Mountain America Credit Union staff.	\$800,000	9/1/2016 - 8/31/2019
Financial Capability	Utah Community Action	Utah Community Action (UCA) has developed six empowerment programs to lead families out of the cycle of poverty and onto a path of self-sufficiency. Through holistic case management, UCA provides opportunities for parents to complete high school diplomas, obtain GED certifications, and undertake vocational training to obtain qualifications for increased wages. In addition, UCA provides adult mentoring and job preparation education and training services for the unemployed and under-employed. Case managers work with clients to develop goals in order to establish a family sustainability plan (FSP).	\$800,000	9/1/2016 - 8/31/2019

Funding Category	Program	Program/Purpose	Amount Awarded	Contract Period
Youth Development	Granite School District	The Leverage and Influence Family Efficacy (LIFE) Program implements services for academic and social-emotional support, provides life skills workshops and services and link families to identified resources, and augment school-based career development activities and experiences to prepare students for work.	\$800,000	9/1/2016 - 8/31/2019
Youth Development	Latinos in Action, Inc	The Latinos In Action (LIA) program promotes job preparation, work, and marriage, and prevents and reduces the incidence of out-of-wedlock pregnancies. The LIA program does this by improving college and career access for students and increasing students' school engagement and self-efficacy.	\$800,000	9/1/2016 - 8/31/2019
Youth Development	USU - SLCO 4-H Collaborative Youth Experiences	The 4-H program strives to encourage and develop life skills by providing safe environments, where youth can develop a sense of belonging, independence, resiliently, generosity, and mastery. Research has shown that teenagers and young adults involved in 4-H programming are more likely to finish high school and pursue advanced degrees while being less likely to engage in premarital intercourse and out-of-wedlock pregnancies. This program focuses on two main target audiences, under-served middle to high school age youth and refugee youth.	\$300,000	9/1/2016 - 8/31/2019
Youth Development	USU Extension - Youth Can Cook	The Youth Can Cook program covers four youth development components, including 1) Life Skills Training: The program begins with a family cooking class, which allows youth and their parents/guardians to engage in hands-on cooking and nutrition classes together. Participation in these classes teaches life skills regarding family meal preparation, shopping, planning, food safety, and nutrition; 2) Career Assistance and Exploration: Youth received career exploration and job readiness training by studying for and taking the Food Safety Managers Certification which opens the door to job opportunities; 3) Work Experience Opportunities: The program's paid apprenticeship provides the youth with a job using all the training in the program; 4) One-on-One mentoring: During the apprenticeship, youth are paired with nutrition education assistants and the Youth Can Cook program assistants to work in the community food education programs in their county.	\$697,068	9/1/2016 - 8/31/2019
Systems Of Care	DHS	Beginning in April 2015, the Department of Human Services (DHS) implemented a statewide System of Care (SOC) across its child-serving divisions. SOC is a coordinated service delivery system, implemented to improve behavioral health outcomes for youth who 1) experience significant emotional and/or behavior challenges, 2) are receiving services or at risk of receiving services from more than one of DHS's child-serving divisions, and 3) have experienced or are at risk of experiencing out of home placements. SOC is a nationally recognized approach that uses an evidence-based wraparound model to deliver coordinated services and reduce costly out of home placements through collaboration with key partners and family advocates. The goal of Utah's SOC program is to improve behavioral health outcomes for youth with complex experiences and their families. Research has shown that youth who get along at school are less likely to use substances, engage in violence, or initiate sexual activity at early ages. Research has also shown that youth who abuse drugs and alcohol are more likely to become homeless, drop out of school, and become involved in forced sexual intercourse (both as victims and perpetrators) and engage in risky sexual behavior. Thus, SOC's focus on improved behavioral health is expected to have an indirect effect on out-of-wedlock pregnancies.	\$3,837,284	1/1/2015 - 9/30/2018