

TANF CASELOAD REDUCTION REPORT
For Federal Fiscal Year 2022

State of Connecticut
Department of Social Services

Submitted to ACF
January 26, 2022

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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

TANF CASELOAD REDUCTION REPORT FFY 2022

INTRODUCTION

The State of Connecticut, Department of Social Services is required to complete and submit annually Form ACF-202, the Caseload Reduction Report for the Federal Fiscal Year (FFY), to the U.S. Department of Health and Human Services, Administration for Children and Families, in accordance with federal regulations at 45 CFR 260 et seq.

The federal Temporary Assistance for Needy Families (TANF) block grant includes specific performance expectations and requirements to help federal and state governments' measure program success. All states are required to meet specific work participation rates, which reflect the percentage of families receiving TANF assistance that must be engaged in federally-defined work activities.

The caseload reduction report provides an analysis of case activity including activity related to changes in eligibility criteria. The caseload reduction credit for FFY 2022 reduces the state's work participation target rate for that fiscal year based on the decline in the FFY 2021 assistance caseload compared to FFY 2005. The methodology and the case number estimates used are included in this document.

A notice to solicit public comments was published on the State of Connecticut Department of Social Services website and in the Connecticut Law Journal on December 7, 2021. Comments were required to be received by December 17, 2021.

During FFY 2021, Connecticut operated one assistance program, Temporary Family Assistance (TFA), under the authority of the federal TANF block grant.

In FFY 2021, there were no assistance cases claimed under separate state programs (SSP). The TFA Cases with Certain Exempt Adults assistance program previously funded as a separate state program is funded as a solely state funded program, effective as of October 1, 2008. The Two-Parent Temporary Family Assistance program, previously funded as a separate state program, is funded as a solely state funded program, effective as of October 1, 2007.

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TANF ASSISTANCE PROGRAM NARRATIVE & METHODOLOGY

Changes in eligibility criteria that the state has made on or after October 1, 2006 that could cause the state's caseload to decrease or increase are described below.

Temporary Family Assistance (TFA)

The TFA program provides cash assistance for ongoing basic needs. All TFA cases are time-limited unless all adults in the family are exempt from the time-limit provisions. These programs are descendants of the AFDC program, but have been modified extensively since FFY 1995, first under welfare reform demonstration waivers, then pursuant to changes associated with TFA becoming a TANF-based assistance program, and a third time effective October 1, 2001. The eligibility and policies regarding this program have not been modified since October 1, 2006. These programs constitute the vast majority of the state's overall assistance caseload.

Effective as of October 1, 2008, Certain Exempt TFA households became solely state funded and are no longer funded with Federal TANF or Commingled funds, or as a Separate State Program, as was the case prior to FFY 2008.

Safety Net Basic Needs (Program No Longer TANF MOE)

Effective September 30, 2006 the State stopped claiming as a TANF state maintenance of effort expenditure the Safety Net "Basic Needs" Program for families who exhausted time-limited TFA and who were not eligible for extensions for reasons other than having income over the TFA payment standard. The program continues to operate outside of the TANF program. The Safety Net Basic Needs program provides eligible families with vendor payments for basic needs such as food, rent, utilities, and clothing. This component was previously categorized as a Separate State MOE *assistance* program. The caseload for this program in FFY 21 from non-TANF funds are "added back" to the average FFY 2021 Caseload for Caseload Reduction Credit comparison to FFY 2005.

Two-Parent TFA (No TANF Federal, SSP or MOE Expenditures)

Effective as of October 1, 2007, the Two-Parent Temporary Family Assistance program, previously funded as a Separate State Program, is funded as a solely state funded program. The Two-Parent Temporary Family Assistance program has been removed from the TANF Plan as an assistance program. Effective October 1, 2007, cash assistance is provided to two parent households as a solely state-funded program, although the families are eligible for non-assistance programs such as Employment Services. Since that date, there have been no changes in eligibility to evaluate for caseload effects. Therefore, the average monthly FFY 2021 Two-Parent TFA caseload would normally have been added to the State's overall assistance caseload. However, the state did not utilize TANF federal or state Maintenance of Effort dollars for this program as of October 1, 2007, and the effect was a reduction in the total SSP-MOE caseload. The caseload for this program in FFY 21 from non-TANF funds are "added back" to the average FFY 2021 TANF caseload for Caseload Reduction Credit comparison to FFY 2005.

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Certain Exempts - Temporary Family Assistance (No TANF, SSP or MOE Expenditures)

The Temporary Family Assistance (TFA) program provides cash assistance for ongoing basic needs for families including families with adults who are identified with certain exempt status. Effective as of October 1, 2008, Certain Exempt TFA households became solely state funded and are no longer funded as regular TFA with Federal TANF or Commingled funds (FFY 2008), or as a Separate State Program, as it was prior to FFY 2008.

Therefore, similar to Two-Parent TFA, the caseload for this program in FFY 2021 is “added back” for Caseload Reduction Credit comparison to FFY 2005.

Analysis of the Effect of Policy Changes

For reasons articulated above, the State’s analysis of the effect of policy changes on the overall caseload includes the removal of the Safety Net Basic Needs Program and the Two-Parent and Certain Exempt Temporary Family Assistance program from TANF Commingled and Separate State Program Maintenance of Effort to solely state-funded programs. These eligibility and funding changes impact the caseload reduction credit. For the purposes of analysis, the state has reviewed the monthly caseloads of TFA, Two Parent TFA, and Certain Exempt TFA case data obtained from the Integrated Management Process and Accountability System for CT (ImpaCT), as well as Safety Net Basic Needs data obtained from the contractors and other sources described in detail below, to arrive at the estimated effect of eligibility and caseload changes on Connecticut’s total FFY 2021 assistance caseload.

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TANF MOE EXCESS CASELOAD REDUCTION METHODOLOGY

The methodology used to calculate the excess MOE Expenditures and Caseload ratios are based on total FFY 2021 TANF, state MOE, and separate state program MOE expenditures. The total TANF expenditures equaled **\$449,230,515** of which **\$239,228,896** was from the federal block grant. In FFY21, the amount of MOE dollars required at **75%** equaled **\$183,421,057**, while actual MOE expenditures were **\$210,001,620**. This resulted in an excess amount of MOE expenditures equal to **\$26,580,562**. Based on an average Assistance caseload cost of **\$4,699** and expenditures on Assistance programs equal to **\$26,847,171** or **5.98%** of all TANF expenditures, the excess MOE Assistance equals **\$1,588,523** or an offset number of cases equal to **338**.

Under CFR Part 261.43 “*What is the definition of a ‘case receiving assistance’ in calculating the caseload reduction credit?*” states: “(2) A State that is investing State MOE funds in eligible families in excess of the required 80 percent or 75 percent basic MOE amount need only include the pro rata share of caseloads receiving assistance that is required to meet the basic MOE requirements.”

The total average number of TANF and SSP cases served in FFY 2021 equaled **5,713**. Due to program eligibility and policy changes, **1,310** cases (**248** Two Parent, **24** Safety Net Basic Needs, and **1,038** Exempt), are to be added back into the overall caseload when it is compared to the base year caseload of **24,088** in FFY 05. The caseload equals **5,713** minus the excess MOE caseload offset of **338** for an adjusted caseload equal to **5,375**.

The difference between the base year caseload of **24,088** (FFY 2005) and an adjusted FFY 2021 adjusted caseload of **5,375**, equals a decline of **18,713** cases. The decline net impact is **17,403** cases, after adjusting for the **1,310** cases due to policy provisions. The Caseload Reduction Credit for 2021 is **72.2%**.

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Date of Completion: 1/26/2022

State: CONNECTICUT

Fiscal Year to which credit applies: 2022

In Connecticut the pro rata share of excess Maintenance of Effort (MOE) for TANF and SSP expenditures and caseload was calculated as follows:

Connecticut

Fiscal Year to which credit applies: 2022

Date of Completion: 1/26/2022

Excess MOE Calculation Worksheet

Caseload Data

FY 2005 TANF Caseload	19,830
FY 2005 SSP Caseload	4,258
Total FY 2005 Caseload	24,088
FY 2021 TANF Caseload	5,713
FY 2021 SSP Caseload	0
Total FY 2021 Caseload	5,713

2-Parent Caseload Data

FY 2005 2-p TANF Caseload	0
FY 2005 2-p SSP Caseload	1,423 *
Total FY 2005 Caseload	1,423
FY 2021 2-p TANF Caseload	0
FY 2021 2-p SSP Caseload	248
Total FY 2021 Caseload	248

Expenditure Data

Total Expenditures	
FY 2021 Total Federal Expenditures	\$239,228,896
FY 2021 Total MOE Expenditures	\$210,001,620
Total Expenditures (Federal + MOE)	\$449,230,516

Assistance Expenditures

FY 2021 Federal Expenditures on Assistance	\$0
FY 2021 MOE Expenditures on Assistance	\$26,847,171

Total Expenditures on Assistance (Federal + MOE)

Percentage of Expenditures on Assistance	5.98%
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Expenditures Per Case

Average Expenditures per Case	\$78,633
Average Expenditures per Case on Assistance	\$4,699

MOE and Excess MOE

Required MOE (80% or 75%)	\$183,421,057
Excess MOE Expenditures	\$26,580,563
Excess MOE Expenditures on Assistance	\$1,588,523

Adjusted Caseload Data

Adjusted FY 2021 Overall Caseload	5,375
Adjusted FY 2021 2-parent Caseload	0

Assistance Cases Funded by Excess MOE	338
2-Parent Assistance Cases Funded by Excess MOE	0

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 01/26/2022

State: CONNECTICUT

Fiscal Year to which credit applies: 2022

Overall Report (check one)
Two-parent Report

Apply the overall credit to the two-parent participation rate? yes
 N/A no

PART 1 –Eligibility Changes Made Since FY 2005 (Complete this section for EACH change)

1. Name of eligibility change: **Safety Net Basic Needs Program – No TANF or MOE Expenditures**
2. Implementation date of eligibility change: **October 1, 2006**
3. Description of policy, including the change from prior policy:

Safety Net Basic Needs Program

Effective September 30, 2006 the State stopped claiming as TANF or MOE expenditures the Safety Net “Basic Needs” Program for families who exhausted time-limited TFA and who were not eligible for extensions for reasons other than having income over the TFA payment standard. The Safety Net Basic Needs program provides eligible families with vendor payments for basic needs such as food, rent, utilities, and clothing. This component was categorized as a Separate State MOE *assistance* program. The caseload data for this group from the last report is listed as to be “added back” to the Average Monthly FFY 2021 Caseload.

There had been no changes in eligibility to evaluate for caseload effects. Therefore, the average monthly SN-BN caseload would have been added to the State’s overall assistance caseload. However, the state did not utilize TANF federal or state Maintenance of Effort dollars for this program as of October 1, 2006, and thus the effect was a reduction in the total SSP-MOE caseload.

4. Description of the methodology used to calculate the estimated impact of this eligibility change: (attach supporting materials to this form)

The state does not utilize TANF or Maintenance of Effort dollars for this program as of October 1, 2006.

The average monthly caseload between October 1, 2020 and September 30, 2021 equaled **24**. These cases are not claimed in the Maintenance of Effort expenditures. There were no participants which may be claimed in the caseload from the Safety Net – Basic Needs. The impact of this establishes a reduction in the average monthly caseload by **24** cases. These **24** cases are to be “added back to the TANF caseload” to level the comparison to the FFY 2005 base year average monthly caseload.

5. Estimated average monthly impact of this eligibility change on caseload in comparison year:

Avg. Monthly Caseload FFY 2021 = **24** as compared to the Avg. Monthly Caseload FFY 2005 = **56**

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Date of Completion: 01/26/2022

State: CONNECTICUT

Fiscal Year to which credit applies: 2022

1. Name of eligibility change: **Two Parent TFA Program – No TANF or MOE Expenditures**

2. Implementation date of eligibility change: **October 1, 2007**

3. Description of policy, including the change from prior policy:

Two Parent TFA Program

Effective October 1, 2007 the State stopped claiming the Two Parent component of the TFA program as TANF or MOE expenditures. The Two-Parent Temporary Family Assistance program has been removed from the TANF Plan as an assistance program. Effective October 1, 2007, cash assistance is provided to two parent households in a solely state funded program. Two Parent families are eligible for non-assistance programs such as Employment Services.

There had been no changes in eligibility to evaluate for caseload effects. The average monthly caseload data for this group is “added back” to the Average Monthly FFY 2021 Caseload. Caseload numbers for Two Parent TFA in prior years had been shown in the Separate State Program (SSP) sections. The state did not utilize TANF federal or state Maintenance of Effort dollars for this program as of October 1, 2007, and thus the effect was a reduction in the total SSP-MOE caseload.

4. Description of the methodology used to calculate the estimated impact of this eligibility change: (attach supporting materials to this form)

The state does not utilize TANF or Maintenance of Effort dollars for this program as of October 1, 2007.

The average monthly caseload between October 1, 2020 and September 30, 2021 equaled **248**. However, none of these cases were claimed in TANF federal or state Maintenance of Effort expenditures. There were no participants which may be claimed in the caseload from the Two Parent Family assistance units. The impact of this establishes a reduction in the average monthly caseload by **248** cases. These cases are to be “added back” to the TANF caseload to level the comparison to the FFY 2005 base year average monthly caseload.

5. Estimated average monthly impact of this eligibility change on caseload in comparison year:

Avg. Monthly Caseload FFY 2021 = **248** as compared to FFY 2005 = **1,423**

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 1/26/2022

State: CONNECTICUT

Fiscal Year to which credit applies: 2022

1. Name of eligibility change: **Certain Exempt TFA Program – No TANF or MOE Expenditures**

2. Implementation date of eligibility change: **October 1, 2008**

3. Description of policy, including the change from prior policy:

Certain Exempt TFA Program

Effective October 1, 2008 the State stopped claiming the Certain Exempt component of the TFA program as TANF, Commingled, or Separate State Program MOE expenditures. The Certain Exempt Temporary Family Assistance program has been removed from the TANF Plan as an assistance program. Effective October 1, 2008, cash assistance is provided to Certain Exempt households in a solely state funded program.

There had been no changes in eligibility to evaluate for caseload effects. The average monthly caseload data for this group is “added back” to the average monthly FFY 2021 caseload. Caseload numbers for Certain Exempt TFA in prior years had been shown in TANF Caseload (FFY 2008) and Separate State Program (prior to FFY 2008). The state did not utilize TANF federal or state Maintenance of Effort dollars for this program as of October 1, 2008, and thus the effect was a reduction in the total caseload.

4. Description of the methodology used to calculate the estimated impact of this eligibility change: (attach supporting materials to this form)

The state does not utilize TANF or Maintenance of Effort dollars for this program as of October 1, 2008.

The average monthly caseload between October 1, 2020 and September 30, 2021 equaled **1,038**; however, none of these cases were claimed in TANF federal or state Maintenance of Effort expenditures. There were no participants claimed in the caseload from the Certain Exempt assistance units. The impact of this establishes a reduction in the average monthly caseload by **1,038** cases. These **1,038** cases are to be “added back” to the TANF caseload to level the comparison to the FFY 2005 base year average monthly caseload.

5. Estimated average monthly impact of this eligibility change on caseload in comparison year:

Avg. Monthly Caseload FFY 2021 = **1,038** as compared to FFY 2005 = **2,401**

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 1/26/2021

State: CONNECTICUT

Fiscal Year to which credit applies: 2022

PART 2 – Estimate of Caseload Reduction Credit

Connecticut

Fiscal Year to which credit applies:

2022

Date of Completion: 1/26/2022

PART 2 – Estimate of Caseload Reduction Credit

Impact of All Changes

Caseload Reduction Calculation

	FY 2005 TANF Caseload	19,830		
	FY 2005 SSP Caseload	4,258		
	Total FY 2005 Caseload	24,088		
Two Parent Cases (No TANF or MOE Funding)	-248		FY 2021 TANF Caseload	5,713
Safety Net Basic Needs (No TANF or MOE Funding)	-24		FY 2021 SSP Caseload	0
Certain Exempt Cases (No TANF or MOE Funding)	-1,038		Total FY 2021 Caseload	5,713
			Excess MOE Cases FY 2021	338
			Adjusted FY 2021 Caseload	5,375
			Caseload Decline	18,713 77.7%
			Net Impact	-1,310
			Net Caseload Decline	17,403
				Caseload Reduction Credit = 72.2%
Net Impact	-1,310			

Pro rata offset / Excess MOE (>75%) Eligible Families adjusted in TANF & SSP FFY 21 Caseload*

*Under CFR Part 261.43 "What is the definition of a "case receiving assistance" in calculating the caseload reduction credit?"

states: "(2) A State that is investing State MOE funds in eligible families in excess of the required 80 percent or 75 percent basic MOE amount need only include the pro rata share of caseloads receiving assistance that is required to meet the basic MOE requirements."

Total FY 2005 Caseload	24,088
Adjusted Caseload w/ net impact & Excess MOE	5,375
Difference in FFY and Base Year	17,403
Percent change	72.2%

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Safety Net Basic Needs Program

No TANF Federal or MOE Funds Claimed in FFY 2021

Safety Net Basic Needs Program TFA Program FFY 2021													
Impact on Each Month in FFY 2021													
	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	
Time of Closure													
Oct-20	61												
Nov-20		28											
Dec-20			27										
Jan-21				18									
Feb-21					13								
Mar-21						24							
Apr-21							20						
May-21								19					
Jun-21									19				
Jul-21										12			
Aug-21											21		
Sep-21												27	
Total	61	28	27	18	13	24	20	19	19	12	21	27	
													Grand Total
													289
													FFY 2021 Monthly Average
													24

No TANF Federal or Maintenance of Effort Expenditures were claimed in FFY 21 for the Safety Net Basic Needs Program. The impact shown on the average monthly caseload of the program operating with non-TANF Funds for the program year. The average monthly caseload equaled **24** in FFY 2021.

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Two Parent TFA Program

No TANF Federal or MOE Funds Claimed in FFY 2021

Two Parent TFA Program FFY 2021													
Impact on Each Month in FFY 2021													
	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	
Time of Closure													
Oct-20	306												
Nov-20		294											
Dec-20			304										
Jan-21				292									
Feb-21					285								
Mar-21						262							
Apr-21							244						
May-21								238					
Jun-21									218				
Jul-21										204			
Aug-21											173		
Sep-21												155	
Total	306	294	304	292	285	262	244	238	218	204	173	155	Grand Total 2,975
													FFY 2021 Monthly Average
													248

There were no TANF Federal or Maintenance of Effort expenditure claims FFY 21 for the Two Parent Program. It is a Solely State Funded (SSF) Program. The average monthly caseload equaled **248** in FFY 2021.

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Certain Exempt TFA Program No TANF Federal or MOE Funds Claimed in FFY 2021

Certain Exempt TFA Program FFY 2021														
Time of Closure	Impact on Each Month in FY 2021													
	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21		
Oct-20	1,253													
Nov-20		1,188												
Dec-20			1,154											
Jan-21				1,103										
Feb-21					1,062									
Mar-21						1,021								
Apr-21							1,001							
May-21								975						
Jun-21									964					
Jul-21										937				
Aug-21											917			
Sep-21												885		
Total	1,253	1,188	1,154	1,103	1,062	1,021	1,001	975	964	937	917	885	Grand Total 12,460	
		12,460											FY 2021 monthly average	1,038

There were no TANF Federal or Maintenance of Effort expenditure claims FFY 21 for the Certain Exempt Program. It is a Solely State Funded (SSF) Program. The average monthly caseload equaled **1,038** in FFY 2021.

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 1/26/2022

State: CONNECTICUT

Fiscal Year to which credit applies: 2022

PART 3 -- Certification

I certify that we have provided the public an appropriate opportunity to comment on the estimates and methodology used to complete this report and considered those comments in completing it. Further, I certify that this report incorporates all reductions in the caseload resulting from State eligibility changes and changes in Federal requirements since Fiscal Year 2005.

(Signature)

Peter Hadler

(Name)

Connecticut TANF Administrator

(Title)

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Notice published on the Department of Social Services public website on November 29, 2021 and published in the Connecticut Law Journal on December 7, 2021.

DEPARTMENT OF SOCIAL SERVICES TANF Caseload Reduction Report

Pursuant to federal regulations at 45 CFR § 261.40 et seq., the Connecticut Department of Social Services is seeking public review and comment on the methodology and the case number estimates used in its Temporary Assistance for Needy Families (TANF) Caseload Reduction Report to calculate the state's TANF Work Participation Rate for Federal Fiscal Year (FFY) 2022.

The federal TANF block grant includes specific performance expectations and requirements to help federal and state government measure program success. All states are required to meet specific work participation rates. Federal law requires work participation rates, which reflect the percentage of families receiving TANF assistance that must be engaged in federally-defined work activities.

To ensure that states receive credit for families that have become self-sufficient, Congress created the caseload reduction credit. States must complete form ACF-202, the Caseload Reduction Report, and provide the public with an opportunity to comment on its methodology and estimates. The reduction report provides an analysis of monthly caseload, case closure, and application activity, including activity related to changes in eligibility criteria, to arrive at the estimated impact of eligibility changes on the state's average assistance caseloads in FFY 2022 (October 1, 2021 – September 30, 2022).

The caseload reduction credit reduces the required work participation rate that a state must meet for a given fiscal year. It reflects the net percentage point reduction in the state's caseload in the prior fiscal year as compared to the caseload in base year FFY 2005. The Deficit Reduction Act of 2005 recalibrated the base year to be FFY 2005. Thus, the caseload reduction credit for FFY 2022 reduces the state's work participation rate for that fiscal year based on the caseload decline in the prior year, FFY 2021, compared to FFY 2005.

Statement of Purpose: To solicit public comments on the Caseload Reduction Report in accordance with federal TANF regulations.

Written comments on Connecticut's Caseload Reduction Report must be received by the Department by December 17, 2021, attention: Peter Hadler, Director, Division of Program Oversight & Grant Administration, Department of Social Services, 55 Farmington Avenue, Hartford, CT 06105 or by email to peter.hadler@ct.gov.

A copy of the draft report is available at no cost upon request to the Department, by email to peter.hadler@ct.gov. The final report will also be available on the web at <http://portal.ct.gov/dss>.