

**TANF CASELOAD REDUCTION REPORT**  
for Federal Fiscal Year 2024

State of Connecticut  
Department of Social Services

Submitted to ACF  
December 29, 2023

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# FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

## TANF CASELOAD REDUCTION REPORT FFY 2023

### 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 2024 reduces the state's work participation target rate for that fiscal year based on the decline in the FFY 2023 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 in the Connecticut Law Journal on December 12, 2023. Comments were required to be submitted on or before December 26, 2023. A copy of the notice is included at the end of this report.

During FFY 2023, Connecticut operated one assistance program, Temporary Family Assistance (TFA), under the authority of the federal TANF block grant.

In FFY 2023, 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.

Prior to July 1, 2022, TFA program eligibility and policies had not been significantly modified since October 1, 2006. Effective July 1, 2022, Connecticut increased the income limit eligibility standard for TFA households, eliminated regional income limit eligibility differences, and tied income eligibility limits to 55% of the federal poverty guidelines which will allow the eligibility threshold to adjust to annual inflation. Benefit amounts were also increased and linked to the federal poverty guidelines, so benefit amounts will also adjust to account for annual inflation. These income eligibility changes are expected to gradually increase program enrollment. The TFA program constitutes 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 23 from non-TANF funds is "added back" to the average FFY 2023 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 2023 Two-Parent TFA caseload would

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normally have been added to the State’s overall assistance caseload. However, the state did not use 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 23 from non-TANF funds is “added back” to the average FFY 2023 TANF caseload for Caseload Reduction Credit comparison to FFY 2005.

### 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, like Two-Parent TFA, the caseload for this program in FFY 2023 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 program contractors and other sources described in detail below, to arrive at the estimated effect of eligibility and caseload changes on Connecticut’s total FFY 2023 assistance caseload.

### **TANF MOE EXCESS CASELOAD REDUCTION METHODOLOGY**

The methodology used to calculate the excess MOE Expenditures and Caseload ratios are based on total FFY 2023 TANF, state MOE, and separate state program MOE expenditures. The total TANF expenditures equaled **\$485,970,763** of which **\$239,228,896** was from the federal block grant. In FFY23, the amount of MOE dollars required at **75%** equaled **\$183,421,057**, while actual MOE expenditures were **\$246,741,867**. This resulted in an excess amount of MOE expenditures equal to **\$63,320,810** Based on an average Assistance caseload cost of **\$7,665** and expenditures on Assistance programs equal to **\$38,339,998** or **7.89%** of all TANF expenditures, the excess MOE Assistance equals **\$4,995,609** or an offset number of cases equal to **652**.

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."

## FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

The total average number of TANF and SSP cases served in FFY 2023 equaled **5002**. Due to program eligibility and policy changes, **1,409** cases (**400** Two Parent, **73** Safety Net Basic Needs, and **936** 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 **5,002** minus the excess MOE caseload offset of **652** for an adjusted caseload equal to **4,350**.

The difference between the base year caseload of **24,088** (FFY 2005) and an adjusted FFY 2023 adjusted caseload of **4,350** equals a decline of **19,738** cases. The decline net impact is **18,329** cases, after adjusting for the **1,409** cases due to eligibility and policy provisions.

The Caseload Reduction Credit for 2024 is **76.1%**.

# FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

**Date of Completion: 12/18/23**

**State: CONNECTICUT**

**Fiscal Year to which credit applies: 2024**

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:**

**2024**

**Date of Completion:**

12/18/2023

**Excess MOE Calculation Worksheet**

**Caseload Data**

FY 2005 TANF Caseload	19,830
FY 2005 SSP Caseload	4,258
<b>Total FY 2005 Caseload</b>	<b>24,088</b>
FY 2023 TANF Caseload	5,002
FY 2023 SSP Caseload	0
<b>Total FY 2023 Caseload</b>	<b>5,002</b>

**2-Parent Caseload Data**

FY 2005 2-p TANF Caseload	0
FY 2005 2-p SSP Caseload	1,423
<b>Total FY 2005 Caseload</b>	<b>1,423</b>
FY 2023 2-p TANF Caseload	0
FY 2023 2-p SSP Caseload	400
<b>Total FY 2023 Caseload</b>	<b>400</b>

**Adjusted Caseload Data**

Adjusted FY 2023 Overall Caseload	<b>4,350</b>
Adjusted FY 2023 2-parent Caseload	<b>0</b>

**Expenditure Data**

<b>Total Expenditures</b>	
FY 2023 Total Federal Expenditures	\$239,228,896
FY 2023 Total MOE Expenditures	\$246,741,867
<b>Total Expenditures (Federal + MOE)</b>	<b>\$ 485,970,763</b>

**Assistance Expenditures**

FY 2023 Federal Expenditures on Assistance	\$0
FY 2023 MOE Expenditures on Assistance	\$38,339,998

**Total Expenditures on Assistance (Federal + MOE)**

	\$38,339,998
Percentage of Expenditures on Assistance	7.89%

**Expenditures Per Case**

Average Expenditures per Case	\$97,155
Average Expenditures per Case on Assistance	\$7,665

**MOE and Excess MOE**

Required MOE (80% or 75%)	\$183,421,057
Excess MOE Expenditures	\$63,320,810
Excess MOE Expenditures on Assistance	\$4,995,609

**Assistance Cases Funded by Excess MOE**

**652**

**2-Parent Assistance Cases Funded by Excess MOE**

**0**

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**Date of Completion: 12/18/2023**

**State: CONNECTICUT**

**Fiscal Year to which credit applies: 2024**

Overall Report    
 Two-parent Report  (check one)

Apply the overall credit to the two-parent participation rate? N/A

**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:

Effective September 30, 2006, Connecticut 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 2023 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, 2023, and September 30, 2023, equaled **73**. 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 **73** cases. These **73** 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 2023 = **73** as compared to the Avg. Monthly Caseload FFY 2005 = **56**



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**Date of Completion: 12/18/2023**

**State: CONNECTICUT**

**Fiscal Year to which credit applies: 2024**

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:

Effective October 1, 2007, Connecticut 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 2023 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, 2022, and September 30, 2023, equaled **400**. 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 **400** 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 2023 = **400** as compared to FFY 2005 = **1,423**

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**Date of Completion: 12/18/2023**

**State: CONNECTICUT**

**Fiscal Year to which credit applies: 2024**

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:

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 2023 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, 2022, and September 30, 2023, equaled **936**; 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 **936** cases. These **936** 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 2023 = **936** as compared to FFY 2005 = **2,401**

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**Date of Completion: 12/18/23**

**State: CONNECTICUT**

**Fiscal Year to which credit applies: 2024**

## PART 2 – Estimate of Caseload Reduction Credit

**Connecticut**

**Fiscal Year to which credit applies: 2024**

**Date of Completion: 12/18/2023**

### Impact of All Changes

Two Parent Cases (No TANF or MOE Funding)	-400
Safety Net Basic Needs (No TANF or MOE Funding)	-73
Certain Exempt Cases (No TANF or MOE Funding)	-936

### Caseload Reduction Calculation

FY 2005 TANF Caseload	19,830
FY 2005 SSP Caseload	4,258
<b>Total FY 2005 Caseload</b>	<b>24,088</b>

FY 2023 TANF Caseload	5,002
FY 2023 SSP Caseload	0

<b>Total FY 2023 Caseload</b>	<b>5,002</b>
Excess MOE Cases FY 2023	652
<b>Adjusted FY 2023 Caseload</b>	<b>4,350</b>

Caseload Decline	19,738	81.9%
Caseload Decline minus Net Impact	<b>18,329</b>	

**Caseload Reduction Credit 76.1%**

**Net Impact -1,409**

Pro rata offset / Excess MOE (>75%) Eligible Families adjusted in TANF & SSP FFY 23 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	5,759
Difference in FFY and Base Year	18,329
Percent change	76.1%



## FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

### Two Parent TFA Program No TANF Federal or MOE Funds Claimed in FFY 2023

Two Parent TFA Program FFY 2023													
Impact on Each Month in FFY 2023													
	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	
Time of Closure													
Oct-22	319												
Nov-22		344											
Dec-22			352										
Jan-23				365									
Feb-23					380								
Mar-23						402							
Apr-23							419						
May-23								425					
Jun-23									431				
Jul-23										443			
Aug-23											459		
Sep-23												463	
Total	319	344	352	365	380	402	419	425	431	443	459	463	Grand Total
													FFY 2023 Monthly Average
													400

There were no TANF Federal or Maintenance of Effort expenditure claims FFY 23 for the Two Parent Program. It is a Solely State Funded (SSF) Program. The average monthly caseload equaled **400** in FFY 2023.

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### Certain Exempt TFA Program No TANF Federal or MOE Funds Claimed in FFY 2023

Certain Exempt TFA Program FFY 2023														
Time of Closure	Impact on Each Month in FY 2023													
	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23		
Oct-22	917													
Nov-22		911												
Dec-22			930											
Jan-23				922										
Feb-23					921									
Mar-23						927								
Apr-23							908							
May-23								932						
Jun-23									957					
Jul-23										969				
Aug-23											974			
Sep-23												965		
<b>Total</b>	917	911	930	922	921	927	908	932	957	969	974	965	<b>Grand Total</b> 11,233	
		11,233											FY 2023 monthly average	936

There were no TANF Federal or Maintenance of Effort expenditure claims FFY 23 for the Certain Exempt Program. It is a Solely State Funded (SSF) Program. The average monthly caseload equaled **936** in FFY 2023.

**FORM ACF-202 – TANF CASELOAD REDUCTION REPORT**

**Date of Completion: 12/29/2023**

**State: CONNECTICUT**

**Fiscal Year to which credit applies: 2024**

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.

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(Signature)

Peter Hadler

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(Name)

State TANF Administrator, CT Dept of Social Services

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(Title)

## FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

### TANF CASELOAD REDUCTION REPORT – COPY OF PUBLIC NOTICE

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) 2024.

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 2024 (October 1, 2023 – September 30, 2024).

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 2024 reduces the state's work participation rate for that fiscal year based on the caseload decline in the prior year, FFY 2023, 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 26, 2023, attention: Daniel Giacomi, Director, Division of Program Oversight & Grant Administration, Department of Social Services, 55 Farmington Avenue, Hartford, CT 06105 or by email to [Daniel.Giacomi@ct.gov](mailto:Daniel.Giacomi@ct.gov).

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