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TANF CASELOAD REDUCTION REPORT
For Federal Fiscal Year 2016

State of Connecticut
Department of Social Services

Submitted to ACF
December ??, 2015

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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

TANF CASELOAD REDUCTION REPORT FFY 2014

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 2016 reduces the state's work participation target rate for that fiscal year based on the decline in the FFY 2015 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 1, 2015. Comments shall be submitted on or before December 23, 2015. No comments regarding the Caseload Reduction Report have been submitted to the Department of Social Services.

During FFY 2015, Connecticut operated one assistance program - Temporary Assistance for Needy Families (TANF) - under the authority of the federal block grant.

In FFY 2015, 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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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

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-TANF)

The Temporary Family Assistance (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 descendents 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 10/1/01. The eligibility and policies regarding this program have not been modified since 10/1/06. 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 15 from non-TANF funds are "added back" to the average FFY 2015 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 2015 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 thus the effect was a reduction in the total SSP-MOE caseload. The caseload for this program in FFY 15 from non-TANF funds are "added back" to the average FFY 2015 TANF caseload for Caseload Reduction Credit comparison to FFY 2005.

Certain Exempts - Temporary Family Assistance (TFA) (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 2014 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 (SNBN), 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 Temporary Family Assistance (TFA), Two Parent TFA and Certain Exempt TFA case data obtained from the Eligibility Management System (EMS), as well as Foster Care Maintenance, and Safety Net Basic Needs data obtained from the contractors and other sources described in detail below, to arrive at the estimated impact of eligibility and caseload changes on Connecticut's total FFY 2015 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 2015 TANF, state MOE, and separate state program MOE expenditures. The total TANF expenditures equaled $477,857,163, of which $240,109,297 was from the federal block grant. In FFY15, the amount of MOE dollars required at 75% equaled $183,421,057, while actual MOE expenditures were $237,747,867. This resulted in an excess amount of MOE expenditures equal to $54,326.81. Based on an average Assistance caseload cost of **$4,924** and expenditures on Assistance programs equal to $67,720,650 or 14% of all TANF expenditures, the excess MOE Assistance equals $6,576,688 or an offset number of cases equal to 1,335.

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 2015 equaled 13,144. Due to program eligibility & policy changes, 3,429 cases (1,491 Two Parent, 1,877 Certain Exempt and 61 Safety Net Basic Needs cases), 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 adjusted caseload equals the 2015 TANF and SSP average monthly number of cases served. This is 13,144 minus the excess MOE caseload offset of 1,335 for a caseload equal to 11,809, plus the 3,429 "added back" or net impact cases that are no longer included because of

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eligibility or policy changes but are included to maintain comparable caseloads to the FFY 2005 program. The total adjusted caseload with net impact changes therefore equals 1???6,552.

The difference between the base year caseload of 24,088 (FFY 2005) and an adjusted FFY 2015 caseload of 15,158 equals a decline with net impact of 8,850 cases. This is divided by the base year caseload to establish a Caseload Reduction Credit for 2016 of **37%.**

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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 12/26/15

State: CONNECTICUT **Fiscal Year to which credit applies: 2016**

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:	**2016**
Date of Completion:	12/23/2015

Excess MOE Calculation Worksheet

Caseload Data			**Expenditure Data**	
FY 2005 TANF Caseload	19,830		**Total Expenditures**	
FY 2005 SSP Caseload	4,258		FY 2015 Total Federal Expenditures	$240,109,296
Total FY 2005 Caseload	**24,088**		FY 2015 Total MOE Expenditures	$237,747,867
FY 2015 TANF Caseload	13,144		**Total Expenditures (Federal + MOE)**	$477,857,163
FY 2015 SSP Caseload	0			
Total FY 2015 Caseload	**13,144**		**Assistance Expenditures**	
			FY 2015 Federal Expenditures on Assistance	$17,744,303
2-Parent Caseload Data			FY 2015 MOE Expenditures on Assistance	$46,976,347
			Total Expenditures on Assistance (Federal+MOE)	$64,968,052
FY 2005 2-p TANF Caseload	0			
FY 2005 2-p SSP Caseload	1,423	*	Percentage of Expenditures on Assistance	14%
Total FY 2005 Caseload	**1,423**			
FY 2015 2-p TANF Caseload	0		**Expenditures Per Case**	
FY 2015 2-p SSP Caseload	0		Average Expenditures per Case	$36,355
Total FY 2015 Caseload	**0**		Average Expenditures per Case on Assistance	$4,924
			MOE and Excess MOE	
			Required MOE (80% or 75%)	$183,421,057
			Excess MOE Expenditures	$54,326.81
			Excess MOE Expenditures on Assistance	$6,576,688
Adjusted Caseload Data				
Adjusted FY 2015 Overall Caseload	**11,809**		**Assistance Cases Funded by Excess MOE**	**1,335**
Adjusted FY 2015 2-parent Caseload	**0**		**2-Parent Assistance Cases Funded by Excess MOE**	**0**

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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 12/26/15	
State: CONNECTICUT	**Fiscal Year to which credit applies: 2016**
Overall Report _X_. Two-parent Report ___ (check one)	Apply the overall credit to the two-parent participation rate? N/A_ yes ____ 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 (SN-BN)

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 2015 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, 2014 and September 30, 2015 equaled 61. 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 61 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 2015 = 61 as compared to the Avg. Monthly Caseload FFY 2005 = 56

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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 12/26/15

State: CONNECTICUT **Fiscal Year to which credit applies: 2016**

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 2014 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, 2014 and September 30, 2015 equaled 1,491. 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 1,491 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 2015 = 1,491 as compared to FFY 2005 = 1,423

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FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 12/26/15

State: CONNECTICUT **Fiscal Year to which credit applies: 2016**

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 2015 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, 2014and September 30, 2015 equaled 1,877; 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 1,877 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 2015 = 1,877 as compared to FFY 2005 = 2,401

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 12/26/15	
State: CONNECTICUT	**Fiscal Year to which credit applies: 2016**

PART 2 – Estimate of Caseload Reduction Credit

Connecticut — **Fiscal Year to which credit applies: 2016**

Date of Completion: 12/23/15

PART 2 – Estimate of Caseload Reduction Credit

Impact of All Changes	
Two Parent Cases (No TANF or MOE Funding)	-1,491
Safety Net Basic Needs (No TANF or MOE Funding)	-61
Certain Exempt Cases (No TANF or MOE Funding)	-1,877

Caseload Reduction Calculation		
FY 2005 TANF Caseload	19,830	
FY 2005 SSP Caseload	4,258	
Total FY 2005 Caseload	**24,088**	
FY 2015 TANF Caseload	13,144	
FY 2015 SSP Caseload	0	
Total FY 2015 Caseload	**13,144**	
Excess MOE Cases FY 2015	1,335	
Adjusted FY 2015 Caseload	**11,809**	
Caseload Decline	12,279	51.0%
Decline – Net Impact	8,850	
Caseload Reduction Credit =		**37%**

Net Impact **-3,429**

Pro rata offset / Excess MOE (>75%) Eligible Families adjusted in TANF & SSP FFY 15 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	15,238
Difference in FFY and Base Year	8,850
Percent change	37%

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Safety Net Basic Needs Program
No TANF Federal or MOE Funds Claimed in FFY 2015

Safety Net Basic Needs Program TFA Program FFY 2015

	Impact on Each Month in FY 2015												
	Oct-14	Nov	Dec	Jan-15	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	
Time of Closure													
Oct-14	32												
Nov		41											
Dec			31										
Jan-15				40									
Feb					47								
Mar						79							
Apr							81						
May								73					
Jun									91				
Jul										57			
Aug											70		
Sep												88	Grand Total
Total	32	41	31	40	47	79	81	73	91	57	70	88	730
												FY 2014 monthly average	61

No TANF Federal or Maintenance of Effort Expenditures were claimed in FFY 15 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 61 in FFY 2015.

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Two Parent TFA Program

No TANF Federal or MOE Funds Claimed in FFY 2015

Two Parent TFA Program FFY 2015

	Impact on Each Month in FY 2015												
	Oct-14	Nov	Dec	Jan-15	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	
Time of Closure													
Oct-14	1,553												
Nov		1,552											
Dec			1,554										
Jan-15				1,568									
Feb					1,503								
Mar						1,463							
Apr							1,452						
May								1,467					
Jun									1,485				
Jul										1,465			
Aug											1,437		
Sep												1,396	Grand Total
Total	1,553	1,552	1,554	1,568	1,503	1,463	1,452	1,467	1,485	1,465	1,437	1,396	17,895
		17,895								FY 2014 monthly average			1,491

There were no TANF Federal or Maintenance of Effort expenditure claims FFY 15 for the Two Parent Program. It is a Solely State Funded (SSF) Program. The average monthly caseload equaled 1,491 in FFY 2015.

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Certain Exempt TFA Program

No TANF Federal or MOE Funds Claimed in FFY 2015

Certain Exempt TFA Program FFY 2015

	Impact on Each Month in FY 2015												
	Oct-14	Nov	Dec	Jan-15	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	
Time of Closure													
Oct-14	1,961												
Nov		1,934											
Dec			1,905										
Jan-15				1,862									
Feb					1,814								
Mar						1,825							
Apr							1,827						
May								1,839					
Jun									1,848				
Jul										1,862			
Aug											1,913		
Sep												1,928	Grand Total
Total	1,961	1,934	1,905	1,862	1,814	1,825	1,827	1,839	1,848	1,862	1,913	1,928	22,518
		22,518								FY 2014 monthly average			1,877

There were no TANF Federal or Maintenance of Effort expenditure claims FFY 15 for the Certain Exempt Program. It is a Solely State Funded (SSF) Program. The average monthly caseload equaled 1,877 in FFY 2015.

FORM ACF-202 – TANF CASELOAD REDUCTION REPORT

Date of Completion: 12/26/15	
State: CONNECTICUT	**Fiscal Year to which credit applies: 2016**

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 Palermino
_____
(name)

CT TANF Administrator, Connecticut Department of Social Services
_____
(title)

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 2016.

The federal 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. 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 2016 (October 1, 2015 – September 30, 2016).

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 Federal Fiscal Year 2005. Thus, the caseload reduction credit for FFY 2016 reduces the state's work participation rate for that fiscal year based on the caseload decline in the prior year, FFY 2015 compared to FFY 2005.

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

Written comments on Connecticut's Caseload Reduction Report may be submitted to the Department by December 23, 2015 to the attention of: Peter Palermino, Program Manager , Department of Social Services, Economic Security Unit, 55 Farmington Avenue, Hartford, CT 06105 or peter.palermino@ct.gov.

A full copy of the report is available at no cost upon request to the Department. To receive a copy, please send e-mail to: peter.palermino@ct.gov. The report will also be available on the web at http://ct.gov/dss