

MEMORANDUM

February 9, 2021

To: House Ways and Means Committee
Attention: Cheryl Vincent

From: Gene Falk, Specialist in Social Policy, gfalk@crs.loc.gov, 7-7344

Subject: **TANF Pandemic Emergency Fund**

This memorandum responds to your request for alternative estimated allocations to the states for a TANF Pandemic Emergency Fund. It compares estimated allocations under the “Chairman’s Mark” for the House Ways and Means Committee budget reconciliation legislative package, released by Committee Chairman Richard Neal on February 8, 2021¹ versus an allocation based on the number of children in poverty in the state.

These estimates are provided solely to assist in comparisons of the relative impact of alternative formulas and funding levels in the legislative process. The data used in providing the allocation estimates is discussed in the note to the tables. Should the Department of Health and Human Services (HHS) use different data, the allocations to the states would likely also differ. Additionally, the Congressional Research Service (CRS) may use this information to respond to similar requests from other Congressional offices. Your request to us will remain confidential.

The estimates of the allocation based on child poverty assume that the “set-asides” for technical assistance (\$2 million) and tribes and territories (7.5% of funds remaining after the technical assistance set-aside) that are contained in the “Chairman’s Mark” are also used in the alternative formula. The data on number of children (persons under age 18) living in families with income below the poverty threshold are estimates from the U.S. Census Bureau’s American Community Survey for 2019.

Table 1 shows the estimated allocations under the two alternatives. **Table 2** shows the allocations of the alternatives as a percent of the TANF State Family Assistance Grant, thus reflecting the relative increase that the two Pandemic Fund alternatives would provide above current law TANF funding.²

¹ The estimates of the “Chairman’s Mark” are based on legislative language posted on the Ways and Means Committee web site, <https://waysandmeans.house.gov/sites/democrats.waysandmeans.house.gov/files/documents/3.%20TANF%20Base%20text%20%28Subtitle%20C%2C%20order%203%29.pdf>

² Current law funding excludes grants from the TANF contingency fund that a state may qualify for during a fiscal year.

Table I. Estimated Allocations to the States for a TANF Pandemic Emergency Fund Under Alternative Formulas

(\$ in millions)

State	State Family Assistance Grant	\$1 billion allocated in the Chairman's Mark	\$1 billion allocated based on Child Poverty	Difference Using Child Poverty Versus Chairman's Mark
Alabama	\$93.007	\$10.149	\$17.571	\$7.422
Alaska	44.397	3.349	1.763	-1.585
Arizona	199.407	14.496	23.729	9.232
Arkansas	56.546	4.996	11.650	6.655
California	3,635.563	202.289	104.895	-97.394
Colorado	135.608	13.469	10.416	-3.053
Connecticut	265.908	8.298	7.787	-0.510
Delaware	32.184	2.063	2.483	0.420
District Of Columbia	92.304	14.598	1.841	-12.757
Florida	560.484	35.367	56.726	21.359
Georgia	329.650	21.935	35.498	13.563
Hawaii	98.578	4.189	2.805	-1.384
Idaho	30.307	4.060	4.476	0.416
Illinois	583.126	20.398	33.565	13.167
Indiana	206.117	10.671	17.749	7.078
Iowa	130.558	6.344	7.079	0.734
Kansas	101.478	5.126	7.777	2.651
Kentucky	180.689	17.303	16.318	-0.984
Louisiana	163.431	8.361	22.211	13.850
Maine	76.847	3.840	2.519	-1.321
Maryland	228.342	17.667	12.077	-5.591
Massachusetts	457.855	27.655	11.882	-15.773
Michigan	772.794	18.956	28.541	9.585
Minnesota	259.569	14.264	11.001	-3.263
Mississippi	86.481	4.741	14.802	10.060
Missouri	216.335	14.463	17.642	3.179
Montana	37.889	2.725	2.530	-0.195
Nebraska	56.627	4.432	3.930	-0.502
Nevada	43.762	6.774	8.838	2.063
New Hampshire	38.394	4.107	1.355	-2.752
New Jersey	402.702	17.197	18.114	0.917

State	State Family Assistance Grant	\$1 billion allocated in the Chairman's Mark	\$1 billion allocated based on Child Poverty	Difference Using Child Poverty Versus Chairman's Mark
New Mexico	109.920	6.359	8.923	2.565
New York	2,434.869	127.908	54.747	-73.160
North Carolina	300.438	16.780	33.865	17.085
North Dakota	26.313	1.369	1.371	0.002
Ohio	725.566	33.776	35.861	2.084
Oklahoma	144.793	7.114	14.338	7.224
Oregon	165.835	12.170	8.487	-3.684
Pennsylvania	717.125	26.408	33.455	7.048
Rhode Island	94.292	4.332	2.155	-2.178
South Carolina	99.638	10.115	16.522	6.407
South Dakota	21.207	2.285	2.417	0.132
Tennessee	190.892	12.939	22.371	9.433
Texas	484.652	49.441	107.767	58.326
Utah	75.356	7.320	7.034	-0.286
Vermont	47.197	1.614	0.871	-0.743
Virginia	157.763	15.711	18.843	3.133
Washington	379.058	22.635	15.118	-7.517
West Virginia	109.813	4.591	5.383	0.792
Wisconsin	312.846	14.472	12.893	-1.578
Wyoming	18.429	1.529	1.161	-0.369
Territories and Tribes	277.497	74.850	74.850	0.000
Technical Assistance		2.000	2.000	0.000
Totals	16,510.439	1,000.000	1,000.000	0.000

Source: Estimates by Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS) and U.S. Census Bureau.

Notes: Estimated allocations are based on specific sources of information. If HHS uses different data, the allocations to the states would likely also differ. The “Chairman’s Mark” uses FY2019 TANF expenditure data and child population data. The expenditure information is from the FY2019 expenditure data reported to HHS under Section 411 of the Social Security Act and posted to the HHS web site on October 22, 2020. The expenditure categories are based on form ACF-196-R, and the expenditures used were the sum of the following reported categories: (1) basic assistance; (2) non-recurrent short-term benefits; (3) emergency assistance authorized solely under prior law; and (4) emergency services authorized solely under prior law. The child population data are the state resident population estimates for July 1, 2019, released in June 2020. The child poverty data are estimates from the U.S. Census Bureau’s American Community Survey (ACS) for 2019.

Table 2. Estimated Allocations to the States Under Alternative Formulas for the Proposed TANF Pandemic Emergency Fund

State	State Family Assistance Grant (\$ in millions)	Percentage Increase from Funding Above the State Family Assistance Grant	
		\$1 billion allocated in the Chairman's Mark	\$1 billion allocated based on Child Poverty
Alabama	93.0	10.9%	18.9%
Alaska	44.4	7.5	4.0
Arizona	199.4	7.3	11.9
Arkansas	56.5	8.8	20.6
California	3,635.6	5.6	2.9
Colorado	135.6	9.9	7.7
Connecticut	265.9	3.1	2.9
Delaware	32.2	6.4	7.7
District Of Columbia	92.3	15.8	2.0
Florida	560.5	6.3	10.1
Georgia	329.7	6.7	10.8
Hawaii	98.6	4.2	2.8
Idaho	30.3	13.4	14.8
Illinois	583.1	3.5	5.8
Indiana	206.1	5.2	8.6
Iowa	130.6	4.9	5.4
Kansas	101.5	5.1	7.7
Kentucky	180.7	9.6	9.0
Louisiana	163.4	5.1	13.6
Maine	76.8	5.0	3.3
Maryland	228.3	7.7	5.3
Massachusetts	457.9	6.0	2.6
Michigan	772.8	2.5	3.7
Minnesota	259.6	5.5	4.2
Mississippi	86.5	5.5	17.1
Missouri	216.3	6.7	8.2
Montana	37.9	7.2	6.7
Nebraska	56.6	7.8	6.9
Nevada	43.8	15.5	20.2
New Hampshire	38.4	10.7	3.5
New Jersey	402.7	4.3	4.5

State	State Family Assistance Grant (\$ in millions)	Percentage Increase from Funding Above the State Family Assistance Grant	
		\$1 billion allocated in the Chairman's Mark	\$1 billion allocated based on Child Poverty
New Mexico	109.9	5.8	8.1
New York	2,434.9	5.3	2.2
North Carolina	300.4	5.6	11.3
North Dakota	26.3	5.2	5.2
Ohio	725.6	4.7	4.9
Oklahoma	144.8	4.9	9.9
Oregon	165.8	7.3	5.1
Pennsylvania	717.1	3.7	4.7
Rhode Island	94.3	4.6	2.3
South Carolina	99.6	10.2	16.6
South Dakota	21.2	10.8	11.4
Tennessee	190.9	6.8	11.7
Texas	484.7	10.2	22.2
Utah	75.4	9.7	9.3
Vermont	47.2	3.4	1.8
Virginia	157.8	10.0	11.9
Washington	379.1	6.0	4.0
West Virginia	109.8	4.2	4.9
Wisconsin	312.8	4.6	4.1
Wyoming	18.4	8.3	6.3
Territories and Tribes	277.5	27.0	27.0
Technical Assistance	--	--	--
Totals	16,510.4	6.1	6.1

Source: Estimates by the Congressional Research Service (CRS) based on data from the U.S. Department of Health and Human Services (HHS) and the U.S. Census Bureau.

Notes: Estimated allocations are based on specific sources of information. If HHS uses different data, the allocations to the states would likely also differ. The “Chairman’s Mark” uses FY2019 TANF expenditure data and child population data. The expenditure information is from the FY2019 expenditure data reported to HHS under Section 411 of the Social Security Act and posted to the HHS web site on October 22, 2020. The expenditure categories are based on form ACF-196-R, and the expenditures used were the sum of the following reported categories: (1) basic assistance; (2) non-recurrent short-term benefits; (3) emergency assistance authorized solely under prior law; and (4) emergency services authorized solely under prior law. The child population data are the state resident population estimates for July 1, 2019, released in June 2020. The child poverty data are estimates from the U.S. Census Bureau’s American Community Survey (ACS) for 2019.