



The Circumstances of Families after Time Limits *Adults and Children Terminated from TANF in February 2011*

DSHS Research and Data Analysis Division (RDA) • DSHS Economic Services Administration (ESA)

David Mancuso, RDA • Sharon Estee, RDA • Sawir Yakup, RDA • George Xu, ESA • Lance Krull, ESA • Can Du, ESA • Dori Shoji, ESA

WHILE FEDERAL LAW PROHIBITS states from using TANF block grant funds to provide assistance to most families in which an adult is included in the TANF cash grant for longer than 60 months, it allows states flexibility in designing time limit policies. States can adopt a shorter time limit, exempt certain categories of recipients from the time limit, and grant extensions of benefits to certain families that reach the time limit. Due to fiscal constraints, the Department of Social and Health Services narrowed who qualifies for TANF time limit extensions in February 2011. With this change, fewer families in Washington State are now eligible for continued TANF cash benefits after 60 months (see WAC 388-484 and 388-310-0350).

In January 2012, the Department of Social and Health Services completed a ‘first look’ analysis¹ of the circumstances of the families affected by the change in time limit policy. The analysis focused on about 13,000 children and adults who were terminated from TANF due to time limits in February 2011 and did not return to TANF through November 2011 – looking at Basic Food receipt, enrollment in medical assistance, self-reported homelessness and subsidized housing receipt (as recorded by ESA caseworkers in the Automated Client Eligibility System, or ACES), and receipt of emergency housing assistance (as recorded in the Department of Commerce’s Homeless Management Information System or HMIS).² The study period for the ‘first look’ analysis was February through November 2011.

This update looks at the circumstances of these families and children through June 2012 (16 months after they left TANF due to the time limit) and expands analyses to include child welfare involvement.

Summary

While the majority of the children and adults who were terminated due to time limits in February 2011 continued to receive Basic Food and medical coverage in the ensuing 16 months, the proportions receiving these benefits declined gradually over time. By June 2012, roughly 89 percent of these children and adults continued to receive Basic Food and 89 percent of the children but only 69 percent of the adults still received medical assistance. Receipt of subsidized housing presumably through local housing authorities, as reported within the Automated Client Eligibility System, remained relatively constant throughout the 16 months after the termination of TANF benefits—with slightly over 40 percent of children and about 35 percent of adults continuing to receive subsidized housing.

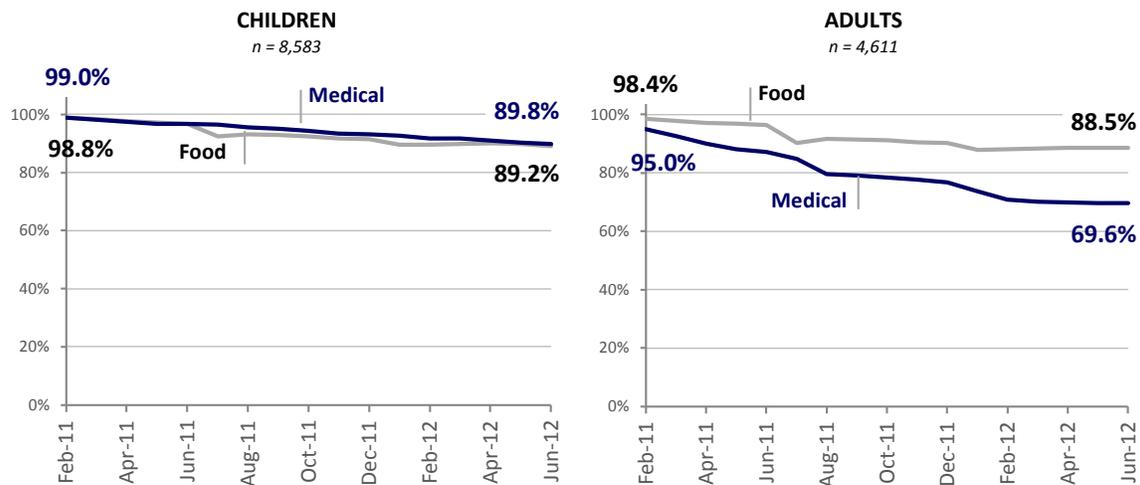
Homelessness, which includes doubling up with friends or relatives, as reported to case managers, rose gradually following the loss of TANF benefits from approximately 5 to 7 percent for children and from 7 to just under 11 percent for adults. During this period, homelessness increased among TANF recipients in general at about the same rate. Use of emergency housing assistance, however, did not increase over this time period. Specifically, the use of emergency shelters, transitional housing or the Homelessness Prevention and Rapid Re-housing program fluctuated around 3 to 4 percent for children and between 4 and 5 percent for adults in most months between February 2011 and June 2012.

Out-of-home placements for child welfare rose from 0.7 percent in February to 1.7 percent in June 2012 among children who remained off TANF and a small number who returned to economic assistance.

¹ *A Look at Adults and Children Terminated from TANF Due to Time Limits in February 2011*. This analysis is available at the RDA website: <http://publications.rda.dshs.wa.gov/1465/>.

² Data on receipt of housing assistance was obtained through a linkage to the Department of Commerce’s Homeless Management Information System (HMIS) for clients who gave consent to have their HMIS records shared with DSHS and had sufficient identifying information for linkage.

FOOD AND MEDICAL | Trends in Food and Medical Assistance since TANF Benefits were Terminated due to Time Limits



NOTE: Cases terminated from TANF due to time limits as of February 1, 2011 who did not return as of June 30, 2012

DATA SOURCE: ESA-EMAPS Assignment #2551 using the ACES Data Warehouse as of August 2012

TANF Clients Receiving Food Assistance

- The majority of both adults and children³ continued to receive Basic Food assistance, but there was a decline in the proportion of clients receiving these benefits.
- Among children, the Basic Food utilization rate declined by 9.6 percent, from 98.8 percent in February 2011 to 89.2 percent in June 2012.
- Over that same time period, the utilization rate among adults also declined by 9.9 percent, from 98.4 percent to 88.5 percent.

TANF Clients Receiving Medical Assistance

- The majority of both adults and children continued to receive medical assistance through the Health Care Authority,⁴ but the proportion of clients enrolled declined steadily in the 16-month follow-up period, with a more marked decrease among adults than among children.
- Among children, there was a 9.2 percent decline in medical coverage, from 99.0 percent in February 2011 to 89.8 percent in June 2012.
- Among adults, medical coverage declined by 25.4 percent (from 95.0 percent in February 2011 to 69.6 percent in June 2012).

TANF Clients Receiving Cash Assistance through Other Programs

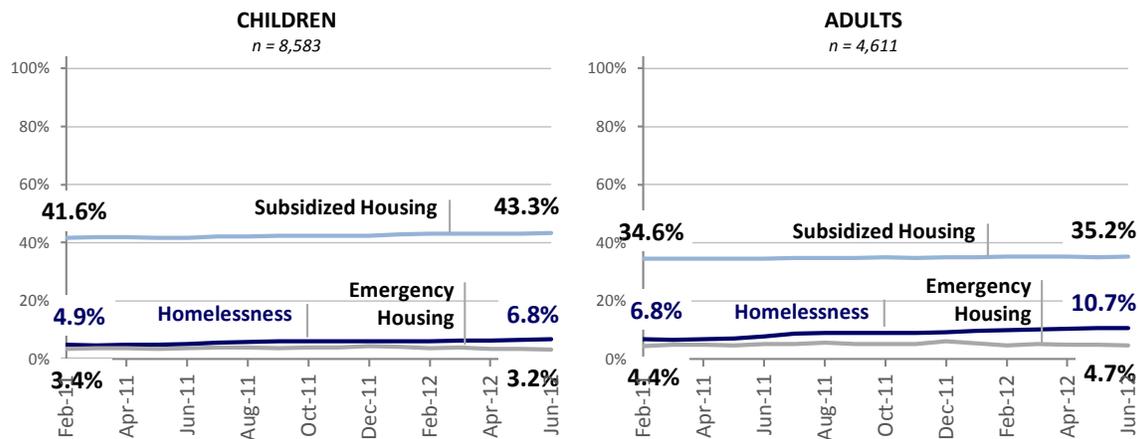
- Some adults applied and were approved for cash assistance under the state's Disability Lifeline (DL), Aged, Blind or Disabled (ABD), or Pregnant Women's Assistance (PWA) programs.⁵ In July 2011, 72 adults received Disability Lifeline benefits. This number increased to 185 adults in October 2011 (the final month of the DL program). In June 2012, 71 adults received ABD and 46 adults received PWA.

³ Whether or not an individual is defined as a 'child' is determined by their relationship to the head of the household, as recorded in ACES, rather than by age.

⁴ These programs are Medicaid, SCHIP, and other state and federal medical assistance programs administered by the Health Care Authority, with the exception of Basic Health.

⁵ The Disability Lifeline program, which provided cash assistance to about adults who cannot work due to an incapacity and do not have dependent children, ended on October 31, 2011. Elimination of the program was mandated by Engrossed Substitute House Bill 2082. ESHB 2082 established the following new assistance programs within the Department of Social and Health Services: (1) Aged, Blind or Disabled program which provides monthly cash grants to persons who are age 65 or older, blind or likely to meet the disability standard for the federal Supplemental Security Income (SSI) program; and (2) Pregnant Women Assistance program which provides cash assistance to women who are pregnant and not eligible for TANF. For both programs, the maximum monthly grant is \$197 for one person.

HOMELESSNESS AND HOUSING | Trends in Homelessness and Housing Support since TANF Benefits were Terminated due to Time Limits



NOTE: Cases terminated from TANF due to time limits as of February 1, 2011 who did not return as of June 30, 2012

DATA SOURCE: ESA-EMAPS Assignment #2551 using the ACES Data Warehouse as of August 2012

TANF Clients Receiving Subsidized Housing Assistance

- Over a third of both adults and children reported living in subsidized housing over the 16-month follow-up period.
- Among children, the percentage living in subsidized housing increased slightly over that same time period, from 41.6 percent to 43.3 percent.
- About 35 percent of adults consistently reported living in subsidized housing from February 2011 to June 2012.

TANF Clients Reporting Homelessness

- A relatively small proportion of both adults and children reported being homeless to an ESA caseworker. Although the rate of self-reported homelessness increased slightly over time for TANF leavers, the change was consistent with that found for TANF households overall.
- Among children who left TANF, the homeless rate increased by 1.9 percent, from 4.9 percent in February 2011 to 6.8 percent in June 2012.
- Among adults who had lost TANF benefits, the homeless rate increased by 3.9 percent, from 6.8 percent in February to 10.7 percent in June 2012.
- Among clients of all ages who left TANF in February 2011, the homeless rate increased by 2.6 percent, from 5.5 percent to 8.1 percent, roughly the same rate as the 2.4 percent increase in homelessness reported by all TANF households in the same time period.

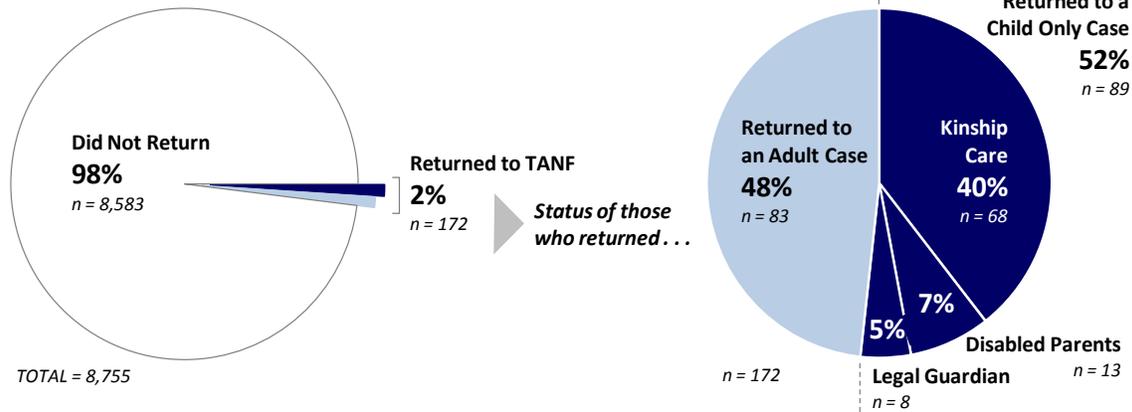
Emergency Housing Assistance (Any Type) of TANF Clients

- A small proportion of adults and children received emergency housing assistance through local housing providers, as recorded in the Commerce Department's Homeless Management Information System (HMIS). Emergency housing assistance included emergency shelter, transitional housing assistance, or Homelessness Prevention and Rapid Re-housing (HPRR).
- Among children, the percent who received emergency housing assistance ranged from 3.4 percent in February 2011 to 3.2 percent in June 2012, with no trend over time.
- Among adults, the percent using emergency housing programs was slightly higher than for children, ranging from 4.4 in February 2011 to 4.7 percent in June 2012 with no trend over time.

CHILDREN RETURNING | Children Who Returned to a TANF by Type of Case

- A small proportion of children—2 percent—who were initially terminated in February 2011 subsequently returned to TANF.
- A total of 172 children returned to TANF over the follow-up time period. Of these, 89 returned as a child-only TANF case and 83 returned in a different one-adult or two-adult TANF household.
- Among the children who returned as a child-only TANF case, 68 are in kinship care, 8 are with legal guardians, and 13 are with disabled parents.

All Children Terminated from TANF



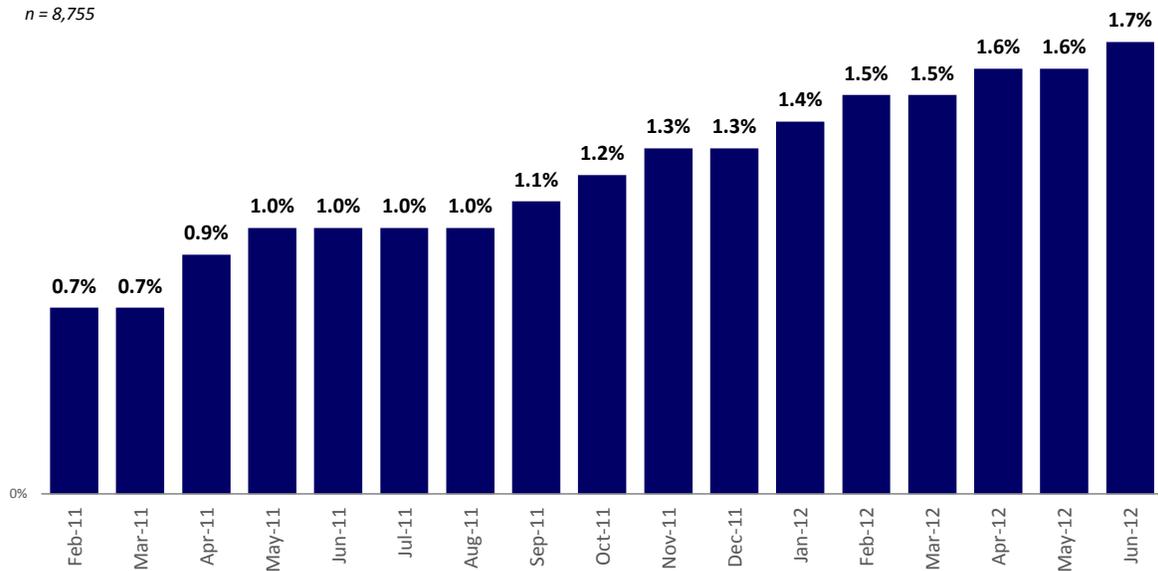
NOTE: Children who were terminated from TANF due to time limits as of February 1, 2011 who returned to other TANF benefits

OUT-OF-HOME PLACEMENTS | Children who Remained off TANF and Those Who Returned to Economic Assistance

- Only a small proportion of the 8,755 children who were either living in households that remained off TANF (n = 8,583) or who returned to economic assistance after termination of benefits (n = 172) were involved in out-of-home placements due to child welfare issues.
- The percent of children in out-of-home placements overall rose from 0.7 percent in February 2011 rising to 1.7 percent by June 2012.

All Children in Out-of-Home Placement

n = 8,755



Data Detail

1. TANF Clients Terminated Due to Time Limits as of February 1, 2011

DATA SOURCE: ESA-EMAPS Assignment #2551 using the ACES Data Warehouse as of August 2012

TABLE 1A. **CHILDREN** (n = 8,583)

Year/Month	Receiving Food Assistance		Receiving Medical Assistance		Subsidized Housing Assistance ¹		Self-Reported Homelessness ¹	
	Number of Children	% of All Children Terminated Due to Time Limits as of Feb 1 2011	Number of Children	% of All Children Terminated Due to Time Limits as of Feb 1 2011	Number of Children	% of All Children Terminated Due to Time Limits as of Feb 1 2011	Number of Children	% of All Children Terminated Due to Time Limits as of Feb 1 2011
Feb 2011	8,483	98.8%	8,494	99.0%	3,572	41.6%	418	4.9%
Mar 2011	8,451	98.5%	8,432	98.2%	3,585	41.8%	395	4.6%
Apr 2011	8,384	97.7%	8,366	97.5%	3,591	41.8%	419	4.9%
May 2011	8,342	97.2%	8,306	96.8%	3,582	41.7%	420	4.9%
Jun 2011	8,302	96.7%	8,305	96.8%	3,582	41.7%	441	5.1%
Jul 2011	7,936	92.5%	8,274	96.4%	3,611	42.1%	485	5.7%
Aug 2011	7,993	93.1%	8,197	95.5%	3,614	42.1%	507	5.9%
Sep 2011	7,974	92.9%	8,156	95.0%	3,629	42.3%	525	6.1%
Oct 2011	7,931	92.4%	8,095	94.3%	3,638	42.4%	521	6.1%
Nov 2011	7,884	91.9%	8,021	93.5%	3,640	42.4%	514	6.0%
Dec 2011	7,856	91.5%	7,995	93.1%	3,648	42.5%	520	6.1%
Jan 2012	7,681	89.5%	7,958	92.7%	3,682	42.9%	523	6.1%
Feb 2012	7,689	89.6%	7,884	91.9%	3,697	43.1%	521	6.1%
Mar 2012	7,711	89.8%	7,869	91.7%	3,706	43.2%	547	6.4%
Apr 2012	7,727	90.0%	7,812	91.0%	3,705	43.2%	541	6.3%
May 2012	7,702	89.7%	7,760	90.4%	3,704	43.2%	567	6.6%
Jun 2012	7,655	89.2%	7,707	89.8%	3,720	43.3%	580	6.8%

TABLE 1B. **ADULTS** (n = 4,611)

	Receiving Food Assistance		Receiving Medical Assistance		Subsidized Housing Assistance ¹		Self-Reported Homelessness ¹	
	Number of Adults	% of Adult Clients Terminated Due to Time Limits as of Feb 1, 2011	Number of Adults	% of Adult Clients Terminated Due to Time Limits as of Feb 1, 2011	# of Clients	% of Adult Clients Terminated Due to Time Limits as of Feb 1, 2011	# of Clients	% of Adult Clients Terminated Due to Time Limits as of Feb 1, 2011
Feb 2011	4,538	98.4%	4,381	95.0%	1,594	34.6%	312	6.8%
Mar 2011	4,511	97.8%	4,270	92.6%	1,595	34.6%	304	6.6%
Apr 2011	4,473	97.0%	4,153	90.1%	1,596	34.6%	319	6.9%
May 2011	4,462	96.8%	4,069	88.2%	1,591	34.5%	328	7.1%
Jun 2011	4,441	96.3%	4,022	87.2%	1,593	34.5%	356	7.7%
Jul 2011	4,163	90.3%	3,905	84.7%	1,599	34.7%	400	8.7%
Aug 2011	4,222	91.6%	3,665	79.5%	1,600	34.7%	413	9.0%
Sep 2011	4,218	91.5%	3,652	79.2%	1,603	34.8%	416	9.0%
Oct 2011	4,208	91.3%	3,617	78.4%	1,608	34.9%	415	9.0%
Nov 2011	4,176	90.6%	3,586	77.8%	1,606	34.8%	414	9.0%
Dec 2011	4,160	90.2%	3,539	76.8%	1,608	34.9%	425	9.2%
Jan 2012	4,053	87.9%	3,395	73.6%	1,610	34.9%	443	9.6%
Feb 2012	4,067	88.2%	3,261	70.7%	1,621	35.2%	452	9.8%
Mar 2012	4,075	88.4%	3,232	70.1%	1,623	35.2%	470	10.2%
Apr 2012	4,083	88.5%	3,223	69.9%	1,621	35.2%	473	10.3%
May 2012	4,087	88.6%	3,211	69.6%	1,618	35.1%	487	10.6%
Jun 2012	4,082	88.5%	3,210	69.6%	1,624	35.2%	494	10.7%

TABLE 1C. **ALL CLIENTS** (n = 13,194)

	Receiving Food Assistance		Receiving Medical Assistance		Subsidized Housing Assistance ¹		Self-Reported Homelessness ¹	
	# of All Clients	% of All Clients Terminated Due to Time Limits as of Feb 1, 2011	# of All Clients	% of All Clients Terminated Due to Time Limits as of Feb 1, 2011	# of All Clients	% of All Clients Terminated Due to Time Limits as of Feb 1, 2011	# of All Clients	% of All Clients Terminated Due to Time Limits as of Feb 1, 2011
Feb 2011	13,021	98.7%	12,875	97.6%	1,594	12.1%	730	5.5%
Mar 2011	12,962	98.2%	12,702	96.3%	1,596	12.1%	699	5.3%
Apr 2011	12,857	97.4%	12,519	94.9%	1,597	12.1%	738	5.6%
May 2011	12,804	97.0%	12,375	93.8%	1,592	12.1%	748	5.7%
Jun 2011	12,743	96.6%	12,327	93.4%	1,594	12.1%	797	6.0%
Jul 2011	12,099	91.7%	12,179	92.3%	1,601	12.1%	885	6.7%
Aug 2011	12,215	92.6%	11,862	89.9%	1,602	12.1%	920	7.0%
Sep 2011	12,192	92.4%	11,808	89.5%	1,605	12.2%	941	7.1%
Oct 2011	12,139	92.0%	11,712	88.8%	1,610	12.2%	936	7.1%
Nov 2011	12,060	91.4%	11,607	88.0%	1,608	12.2%	928	7.0%
Dec 2011	12,016	91.1%	11,534	87.4%	1,609	12.2%	945	7.2%
Jan 2012	11,734	88.9%	11,353	86.0%	1,610	12.2%	966	7.3%
Feb 2012	11,756	89.1%	11,145	84.5%	1,623	12.3%	973	7.4%
Mar 2012	11,786	89.3%	11,101	84.1%	1,625	12.3%	1,017	7.7%
Apr 2012	11,810	89.5%	11,035	83.6%	1,623	12.3%	1,014	7.7%
May 2012	11,789	89.4%	10,971	83.2%	1,620	12.3%	1,054	8.0%
Jun 2012	11,737	89.0%	10,917	82.7%	1,626	12.3%	1,074	8.1%

¹ Self-reported information on homelessness and subsidized housing receipt are only recorded in ACES when clients are receiving public assistance from ESA. This information is thus unavailable for time-limited individuals who did not continue to receive any assistance from ESA following the termination of their TANF grant. With few exceptions, subsidized housing is coded on adult clients only and extrapolated here for children based on data available for adults in the household.

2. Returning Children - TANF Clients Terminated Due to Time Limits as of February 1, 2011

DATA SOURCE: ESA-EMAPS Assignment #2551 using the ACES Data Warehouse as of August 2012

	Returned to a Child Only Case						Returned to an Adult Case	
	Kinship Care		Legal Guardian		Disabled Parents			
Total # of Returning Children ^{1,2}	# of Children	% of Total	# of Children	% of Total	# of Children	% of Total	# of Children	% of Total
172	68	39.5%	8	4.7%	13	7.6%	83	48.3%

¹ These cases and clients were closed effective February 1 2011 and neither the AU or the clients reported receiving TANF assistance in the same assistance units between February and June 2012.

² These are children belonging to non-returning adults who have been terminated due to time limits. These children have returned to TANF on a separate child-only, one-adult, or two-adult Assistance unit.

3. Housing Assistance of TANF Clients Terminated as of February 1, 2011

DATA SOURCE: Washington State Homeless Management Information System (HMIS)

TABLE 3A. **CHILDREN** (n = 8,583)

	Transitional Housing		Emergency Shelter		Homelessness Prevention and Rapid Re-Housing (HPRR)		Any HMIS Housing Assistance	
	CLIENTS	PERCENT	CLIENTS	PERCENT	CLIENTS	PERCENT	CLIENTS	PERCENT
Feb 2011	167	1.9%	34	0.4%	43	0.5%	292	3.4%
Mar 2011	169	2.0%	47	0.5%	46	0.5%	324	3.8%
Apr 2011	170	2.0%	48	0.6%	63	0.7%	330	3.8%
May 2011	171	2.0%	40	0.5%	37	0.4%	294	3.4%
Jun 2011	179	2.1%	57	0.7%	52	0.6%	322	3.8%
Jul 2011	176	2.1%	60	0.7%	49	0.6%	334	3.9%
Aug 2011	180	2.1%	57	0.7%	60	0.7%	346	4.0%
Sep 2011	166	1.9%	42	0.5%	50	0.6%	317	3.7%
Oct 2011	164	1.9%	46	0.5%	70	0.8%	335	3.9%
Nov 2011	165	1.9%	53	0.6%	69	0.8%	342	4.0%
Dec 2011	167	1.9%	59	0.7%	83	1.0%	381	4.4%
Jan 2012	166	1.9%	52	0.6%	60	0.7%	349	4.1%
Feb 2012	161	1.9%	39	0.5%	40	0.5%	305	3.6%
Mar 2012	151	1.8%	54	0.6%	71	0.8%	337	3.9%
Apr 2012	144	1.7%	74	0.9%	48	0.6%	302	3.5%
May 2012	136	1.6%	46	0.5%	54	0.6%	293	3.4%
Jun 2012	135	1.6%	37	0.4%	48	0.6%	271	3.2%

TABLE 3B. **ADULTS** (n = 4,611)

	Transitional Housing		Emergency Shelter		Homelessness Prevention and Rapid Re-Housing (HPRR)		Any HMIS Housing Assistance	
	CLIENTS	PERCENT	CLIENTS	PERCENT	CLIENTS	PERCENT	CLIENTS	PERCENT
Feb 2011	103	2.2%	19	0.4%	45	1.0%	204	4.4%
Mar 2011	103	2.2%	24	0.5%	50	1.1%	226	4.9%
Apr 2011	103	2.2%	29	0.6%	54	1.2%	223	4.8%
May 2011	106	2.3%	30	0.7%	43	0.9%	216	4.7%
Jun 2011	105	2.3%	33	0.7%	59	1.3%	238	5.2%
Jul 2011	104	2.3%	32	0.7%	55	1.2%	236	5.1%
Aug 2011	109	2.4%	35	0.8%	71	1.5%	256	5.6%
Sep 2011	105	2.3%	30	0.7%	59	1.3%	239	5.2%
Oct 2011	105	2.3%	26	0.6%	68	1.5%	242	5.2%
Nov 2011	106	2.3%	33	0.7%	58	1.3%	235	5.1%
Dec 2011	105	2.3%	40	0.9%	74	1.6%	277	6.0%
Jan 2012	102	2.2%	42	0.9%	50	1.1%	246	5.3%
Feb 2012	99	2.1%	28	0.6%	42	0.9%	215	4.7%
Mar 2012	98	2.1%	40	0.9%	59	1.3%	238	5.2%
Apr 2012	97	2.1%	43	0.9%	55	1.2%	229	5.0%
May 2012	93	2.0%	34	0.7%	60	1.3%	231	5.0%
Jun 2012	93	2.0%	30	0.7%	55	1.2%	219	4.7%

TABLE 3C. **ALL CLIENTS** (n = 13,194)

	Transitional Housing		Emergency Shelter		Homelessness Prevention and Rapid Re-Housing (HPRR)		Any HMIS Housing Assistance	
	Clients	Percent	Clients	Percent	Clients	Percent	Clients	Percent
Feb 2011	270	2.0%	53	0.4%	88	0.7%	496	3.8%
Mar 2011	272	2.1%	71	0.5%	96	0.7%	550	4.2%
Apr 2011	273	2.1%	77	0.6%	117	0.9%	553	4.2%
May 2011	277	2.1%	70	0.5%	80	0.6%	510	3.9%
Jun 2011	284	2.2%	90	0.7%	111	0.8%	560	4.2%
Jul 2011	280	2.1%	92	0.7%	104	0.8%	570	4.3%
Aug 2011	289	2.2%	92	0.7%	131	1.0%	602	4.6%
Sep 2011	271	2.1%	72	0.5%	109	0.8%	556	4.2%
Oct 2011	269	2.0%	72	0.5%	138	1.0%	577	4.4%
Nov 2011	271	2.1%	86	0.7%	127	1.0%	577	4.4%
Dec 2011	272	2.1%	99	0.8%	157	1.2%	658	5.0%
Jan 2012	268	2.0%	94	0.7%	110	0.8%	595	4.5%
Feb 2012	260	2.0%	67	0.5%	82	0.6%	520	3.9%
Mar 2012	249	1.9%	94	0.7%	130	1.0%	575	4.4%
Apr 2012	241	1.8%	117	0.9%	103	0.8%	531	4.0%
May 2012	229	1.7%	80	0.6%	114	0.9%	524	4.0%
Jun 2012	228	1.7%	67	0.5%	103	0.8%	490	3.7%

4. Out-of-Home Placement of Children of TANF Clients Terminated as of February 1, 2011 by Economic Services Receipt Status in the Follow-up Period

DATA SOURCE: Washington State Department of Social and Health Services FAMLINK Data

TABLE 4. **CHILDREN** (n = 8,755)

	Children in Households Remaining Off TANF (n = 8,583)		Children Who Returned to Cash Assistance (n = 172)		All Children in Out-of-Home Placement (n = 8,755)	
	CLIENTS	PERCENT	CLIENTS	PERCENT	CLIENTS	PERCENT
Feb 2011	61	0.7%	4	2.3%	65	0.7%
Mar 2011	59	0.7%	4	2.3%	63	0.7%
Apr 2011	72	0.8%	4	2.3%	76	0.9%
May 2011	84	1.0%	4	2.3%	88	1.0%
Jun 2011	81	0.9%	4	2.3%	85	1.0%
Jul 2011	87	1.0%	4	2.3%	91	1.0%
Aug 2011	86	1.0%	4	2.3%	90	1.0%
Sep 2011	95	1.1%	4	2.3%	99	1.1%
Oct 2011	97	1.1%	4	2.3%	101	1.2%
Nov 2011	104	1.2%	8	4.7%	112	1.3%
Dec 2011	105	1.2%	10	5.8%	115	1.3%
Jan 2012	101	1.2%	19	11.0%	120	1.4%
Feb 2012	111	1.3%	19	11.0%	130	1.5%
Mar 2012	114	1.3%	20	11.6%	134	1.5%
Apr 2012	118	1.4%	22	12.8%	140	1.6%
May 2012	117	1.4%	23	13.4%	140	1.6%
Jun 2012	128	1.5%	23	13.4%	151	1.7%

PROGRAM CONTACTS

George Xu, PhD, DSHS Economic Services Administration, 360.725.0680, george.xu@dshs.wa.gov
David Mancuso, PhD, DSHS Research and Data Analysis Division, 360.902.7557, david.mancuso@dshs.wa.gov