# Social Services Estimating Conference Temporary Assistance for Needy Families Assistance Payments November 13, 2018 Executive Summary

The Social Services Estimating Conference convened on November 13, 2018, to adopt the Temporary Assistance for Needy Families (TANF) forecast for FY 2018-19 through FY 2023-24. Looking at the combined total of the four component programs, the Conference adopted an overall caseload and expenditure forecast that was slightly lower than the July forecast for FY 2018-19 and only marginally higher in the remaining fiscal years.

The caseload projections for three of the four categories (all but Families with Adult) were lower in FY 2018-19 than expected in July. The caseload projections for the Relative Caregiver and Unemployed Parent categories remained lower throughout the forecast horizon, while the Child Only Cases category remained essentially unchanged from the prior forecast in the outer years. The Families with Adult category was the only outlier, with slightly higher caseload projections throughout the forecast.

Overall expenditures are forecasted to be \$133.2 million for FY 2018-19, which is \$10.9 million below the appropriation. Expenditures are then expected to increase gradually to \$134.2 million for FY 2019-20, \$134.3 million in FY 2020-21 and FY 2021-22, \$134.4 million in FY 2022-23 and \$134.5 million in FY 2023-24.

Note, however, that the new forecast does not reflect the potential impacts to various caregiver programs that may result from the federal Family First Prevention Services Act (FFPSA), the expiration of the Title IV-E Waiver and the provisions in Chapter 2018-103, Laws of Florida. The newly-created Guardianship Assistance Program accompanies the existing Relative Caregiver Program and TANF Child-only as guardianship options available to provide financial assistance to eligible caregivers. The Guardianship Assistance Program will take effect July 1, 2019. Individuals currently receiving subsidies under the Relative and Nonrelative caregiver programs will continue in these programs, while new caregivers will be able to select from the Relative/Nonrelative or Guardianship Assistance Programs. It is currently unknown which option prospective caregivers will choose, given each program has specific requirements and offers different levels of support. Future forecasts will need to consider the programmatic and law changes once they are fully implemented.

#### TANF CASELOAD FORECAST

-	Relative Caregiver	Child Only Cases	Families with Adult	Unemployed Parent	Total Caseload
FY 2018-19	18,095	14,235	8,782	798	41,910
FY 2019-20	18,110	14,269	8,837	822	42,038
FY 2020-21	18,110	14,269	8,837	822	42,038
FY 2021-22	18,110	14,269	8,837	822	42,038
FY 2022-23	18,110	14,269	8,837	822	42,038
FY 2023-24	18,110	14,269	8,837	822	42,038

#### SOCIAL SERVICES ESTIMATING CONFERENCE

## TANF CASELOAD AND EXPENDITURES FORECAST

#### **FINAL**

November 13, 2018

This forecast does not consider potential impacts to various caregiver programs that may result from the federal Family First Prevention Services Act (FFPSA), the expiration of the Title IV-E Waiver and the provisions in Chapter 2018-103, Laws of Florida. The newly-created Guardianship Assistance Program accompanies the existing Relative Caregiver Program and TANF Child-only as guardianship options available to provide financial assistance to eligible caregivers. The Guardianship Assistance Program will take effect July 1, 2019. Individuals currently receiving subsidies under the Relative and Nonrelative caregiver programs will continue in these programs, while new caregivers will be able to select from the Relative/Nonrelative or Guardianship Assistance Programs. It is unknown which option prospective caregivers will choose, given each program has specific requirements and offers different levels of support. This forecast does not consider potential changes in behaviors based on the addition of the Guardianship Assistance Program. Future forecasts will need to consider the programmatic and law changes once they are fully implemented.

			TOTAL PR	OGRAM					
		% Change			Average	Regular	Supplemental	Total	% Change
		from Prior			Grant per	<b>Payments</b>	Payments	Expenditure	from Prior
	Caseload	Year	Family Size	Persons	Person (\$)	(\$ mill.)	(\$ mill.)	s (\$ mill.)	Year
FY 2005-06	55,181	-10.8%	1.713	94,530	135.55	153.8	24.9	178.6	-14.7%
FY 2006-07	48,730	-11.7%	1.617	78,782	144.27	136.4	20.1	156.4	-12.4%
FY 2007-08	47,867	-1.8%	1.608	76,985	146.17	135.0	20.8	155.8	-0.4%
FY 2008-09	53,203	11.1%	1.734	92,246	136.47	151.1	23.5	174.5	12.0%
FY 2009-10	58,395	9.8%	1.836	107,207	128.94	165.9	22.1	188.0	7.7%
FY 2010-11	56,294	-3.6%	1.815	102,146	130.07	159.4	19.6	179.0	-4.8%
FY 2011-12	52,444	-6.8%	1.739	91,174	135.08	147.8	18.7	166.5	-7.0%
FY 2012-13	53,755	2.5%	1.770	95,123	132.85	151.7	23.0	174.7	4.9%
FY 2013-14	50,834	-5.4%	1.733	88,099	135.71	143.5	20.9	164.3	-5.9%
FY 2014-15	49,213	-3.2%	1.726	84,925	136.52	139.1	22.2	161.3	-1.9%
FY 2015-16	47,984	-2.5%	1.671	80,178	140.97	135.6	19.3	155.0	-3.9%
FY 2016-17	46,197	-3.7%	1.635	75,546	143.83	130.4	17.4	147.8	-4.6%
FY 2017-18	43,431	-6.0%	1.600	69,482	147.14	122.7	15.3	138.0	-6.6%
APPROPRIATED	44,970	-2.3%	1.623	72,991	145.41	127	17	144.1	-2.0%
OLD FORECAST	42,019	-3.4%	1.576	66,235	149.53	118.9	15.1	134.0	-3.0%
FY 2018-19 NEW FORECAST	41,910	-3.5%	1.584	66,369	148.79	118.5	14.7	133.2	-3.5%
Change from Old Forecast	(109)		0.007	134	(0.74)	(0.4)	(0.4)	(0.8)	
Change from Appropriation	(3,060)		(0.039)	(6,622)	3.38	(8.9)	(2.1)	(10.9)	
OLD FORECAST	41,877	-0.3%	1.575	65,937	149.82	118.5	15.1	133.6	-0.3%
FY 2019-20 NEW FORECAST	42,038	0.3%	1.586	66,682	149.23	119.4	14.8	134.2	0.8%
Change from Old Forecast	161		0.012	745	(0.59)	0.9	(0.2)	0.6	
OLD FORECAST	41,877	0.0%	1.575	65,937	149.91	118.6	15.1	133.7	0.1%
FY 2020-21 NEW FORECAST	42,038	0.0%	1.586	66,682	149.30	119.5	14.8	134.3	0.0%
Change from Old Forecast	161		0.012	745	(0.61)	0.8	(0.2)	0.6	
OLD FORECAST	41,877	0.0%	1.575	65,937	150.00	118.7	15.1	133.8	0.1%
FY 2021-22 NEW FORECAST	42,038	0.0%	1.586	66,682	149.36	119.5	14.8	134.3	0.0%
Change from Old Forecast	161		0.012	745	(0.64)	0.8	(0.2)	0.6	
OLD FORECAST	41,877	0.0%	1.575	65,937	150.09	118.8	15.1	133.8	0.1%
FY 2022-23 NEW FORECAST	42,038	0.0%	1.586	66,682	149.43	119.6	14.8	134.4	0.0%
Change from Old Forecast	161		0.012	745	(0.66)	0.8	(0.2)	0.6	
OLD FORECAST	41,877	0.0%	1.575	65,937	150.18	118.8	15.1	133.9	0.1%
FY 2023-24 NEW FORECAST	42,038	0.0%	1.586	66,682	149.49	119.6	14.8	134.5	0.0%
Change from Old Forecast	161		0.012	745	(0.69)	0.8	(0.2)	0.5	

			RELATIVE C	AREGIVER					
		% Change			Average	Regular	Supplemental	Total	% Change
		from Prior			<b>Grant per</b>	<b>Payments</b>	Payments	Expenditure	from Prior
	Caseload	Year	<b>Family Size</b>	Persons	Person (\$)	(\$ mill.)	(\$ mill.)	s (\$ mill.)	Year
FY 2005-06	18,895	19.7%	1.002	18,931	252.99	57.5	1.5	59.0	2.4%
FY 2006-07	19,392	2.6%	1.000	19,392	253.55	59.0	1.6	60.6	2.8%
FY 2007-08	20,091	3.6%	1.000	20,091	254.77	61.4	1.6	63.0	3.9%
FY 2008-09	19,980	-0.6%	1.000	19,980	255.24	61.2	1.4	62.6	-0.6%
FY 2009-10	19,449	-2.7%	1.000	19,449	255.33	59.6	1.2	60.7	-3.0%
FY 2010-11	18,878	-2.9%	1.000	18,878	255.64	57.9	1.4	59.3	-2.4%
FY 2011-12	18,927	0.3%	1.000	18,927	255.75	58.1	1.6	59.7	0.7%
FY 2012-13	18,896	-0.2%	1.000	18,896	256.52	58.2	2.9	61.0	2.3%
FY 2013-14	18,570	-1.7%	1.000	18,570	257.22	57.3	2.8	60.2	-1.5%
FY 2014-15	18,222	-1.9%	1.000	18,222	257.89	56.4	2.9	59.3	-1.5%
FY 2015-16	18,733	2.8%	1.000	18,733	257.73	57.9	2.5	60.4	2.0%
FY 2016-17	18,719	-0.1%	1.000	18,719	258.04	58.0	2.3	60.3	-0.3%
FY 2017-18	18,341	-2.0%	1.000	18,341	258.46	56.9	2.0	58.9	-2.3%
APPROPRIATED	18,725	-0.2%	1.000	18,725	258.91	58.2	2.2	60.4	-0.1%
OLD FORECAST	18,360	0.0%	1.000	18,360	258.79	57.0	2.3	59.3	0.5%
FY 2018-19 NEW FORECAST	18,095	-1.3%	1.000	18,095	258.86	56.2	2.0	58.2	-1.2%
Change from Old Forecast	(265)		-	(265)	0.06	(0.8)	(0.3)	(1.1)	
Change from Appropriation	(630)		-	(630)	(0.06)	(2.0)	(0.2)	(2.2)	
OLD FORECAST	18,360	0.0%	1.000	18,360	259.11	57.1	2.3	59.4	0.1%
FY 2019-20 NEW FORECAST	18,110	0.1%	1.000	18,110	259.09	56.3	2.1	58.4	0.3%
Change from Old Forecast	(250)		-	(250)	(0.03)	(0.8)	(0.2)	(1.0)	
OLD FORECAST	18,360	0.0%	1.000	18,360	259.43	57.2	2.3	59.5	0.1%
FY 2020-21 NEW FORECAST	18,110	0.0%	1.000	18,110	259.33	56.4	2.1	58.5	0.1%
Change from Old Forecast	(250)		-	(250)	(0.10)	(0.8)	(0.2)	(1.0)	
OLD FORECAST	18,360	1.4%	1.000	18,360	259.75	57.2	2.3	59.5	2.0%
FY 2021-22 NEW FORECAST	18,110	0.0%	1.000	18,110	259.56	56.4	2.1	58.5	0.1%
Change from Old Forecast	(250)		-	(250)	(0.19)	(0.8)	(0.2)	(1.0)	
OLD FORECAST	18,360	1.4%	1.000	18,360	260.07	57.3	2.3	59.6	2.0%
FY 2022-23 NEW FORECAST	18,110	0.0%	1.000	18,110	259.80	56.5	2.1	58.6	0.1%
Change from Old Forecast	(250)		-	(250)	(0.27)	(0.8)	(0.2)	(1.1)	
OLD FORECAST	18,360	1.4%	1.000	18,360	260.39	57.4	2.3	59.7	2.0%
FY 2023-24 NEW FORECAST	18,110	0.0%	1.000	18,110	260.04	56.5	2.1	58.6	0.1%
Change from Old Forecast	(250)		-	(250)	(0.36)	(0.9)	(0.2)	(1.1)	

			CHILD ON	LY CASES					
		% Change			Average	Regular	Supplemental	Total	% Change
		from Prior			Grant per	<b>Payments</b>	Payments	Expenditure	from Prior
	Caseload	Year	Family Size	Persons	Person (\$)	(\$ mill.)	(\$ mill.)	s (\$ mill.)	Year
FY 2005-06	20,749	-20.6%	1.558	32,333	128.41	49.8	6.2	56.0	-18.3%
FY 2006-07	18,181	-12.4%	1.549	28,165	129.59	43.8	5.4	49.2	-12.2%
FY 2007-08	16,924	-6.9%	1.549	26,208	129.90	40.9	5.2	46.0	-6.4%
FY 2008-09	17,194	1.6%	1.546	26,585	129.49	41.3	4.9	46.2	0.3%
FY 2009-10	18,083	5.2%	1.570	28,382	127.36	43.4	4.5	47.9	3.7%
FY 2010-11	18,111	0.2%	1.580	28,621	126.17	43.3	4.1	47.5	-0.8%
FY 2011-12	17,965	-0.8%	1.586	28,484	125.83	43.0	4.2	47.2	-0.5%
FY 2012-13	18,017	0.3%	1.595	28,736	124.71	43.0	5.8	48.8	3.4%
FY 2013-14	17,519	-2.8%	1.598	27,987	124.58	41.8	5.4	47.3	-3.2%
FY 2014-15	16,764	-4.3%	1.600	26,823	124.69	40.1	6.0	46.1	-2.5%
FY 2015-16	16,628	-0.8%	1.603	26,652	124.55	39.8	5.7	45.5	-1.2%
FY 2016-17	15,947	-4.1%	1.599	25,501	124.31	38.0	5.1	43.1	-5.4%
FY 2017-18	14,905	-6.5%	1.594	23,754	124.83	35.6	4.8	40.4	-6.4%
APPROPRIATED	15,249	-5.4%	1.596	24,333	124.63	36.4	5.1	41.5	-4.9%
OLD FORECAST	14,343	-3.9%	1.593	22,844	124.88	34.2	4.9	39.1	-3.2%
FY 2018-19 NEW FORECAST	14,235	-4.5%	1.591	22,650	125.21	34.0	4.7	38.8	-3.9%
Change from Old Forecast	(108)		(0.002)	(194)	0.32	(0.2)	(0.1)	(0.3)	
Change from Appropriation	(1,014)		(0.005)	(1,683)	0.58	(2.4)	(0.3)	(2.7)	
OLD FORECAST	14,269	-0.5%	1.593	22,726	124.88	34.1	4.8	38.9	-0.5%
FY 2019-20 NEW FORECAST	14,269	0.2%	1.593	22,730	126.81	34.6	4.8	39.4	1.7%
Change from Old Forecast	-		0.000	4	1.93	0.5	-	0.5	
OLD FORECAST	14,269	0.0%	1.593	22,726	124.88	34.1	4.8	38.9	0.0%
FY 2020-21 NEW FORECAST	14,269	0.0%	1.593	22,730	126.81	34.6	4.8	39.4	0.0%
Change from Old Forecast	-		0.000	4	1.93	0.5	-	0.5	
OLD FORECAST	14,269	0.0%	1.593	22,726	124.88	34.1	4.8	38.9	0.0%
FY 2021-22 NEW FORECAST	14,269	0.0%	1.593	22,730	126.81	34.6	4.8	39.4	0.0%
Change from Old Forecast	-		0.000	4	1.93	0.5	-	0.5	
OLD FORECAST	14,269	0.0%	1.593	22,726	124.88	34.1	4.8	38.9	0.0%
FY 2022-23 NEW FORECAST	14,269	0.0%	1.593	22,730	126.81	34.6	4.8	39.4	0.0%
Change from Old Forecast	-		0.000	4	1.93	0.5		0.5	
OLD FORECAST	14,269	0.0%	1.593	22,726	124.88	34.1	4.8	38.9	0.0%
FY 2023-24 NEW FORECAST	14,269	0.0%	1.593	22,730	126.81	34.6	4.8	39.4	0.0%
Change from Old Forecast	-		0.000	4	1.93	0.5	-	0.5	

			FAMILIES W	/ITH ADULT					
		% Change			Average	Regular	Supplemental	Total	% Change
		from Prior			Grant per	<b>Payments</b>	Payments	Expenditure	from Prior
	Caseload	Year	Family Size	Persons	Person (\$)	(\$ mill.)	(\$ mill.)	s (\$ mill.)	Year
FY 2005-06	13,976	-30.3%	2.726	38,099	89.81	41.1	14.4	55.5	-27.9%
FY 2006-07	10,039	-28.2%	2.745	27,554	89.78	29.7	11.3	41.0	-26.1%
FY 2007-08	9,763	-2.7%	2.779	27,132	89.01	29.0	12.0	41.0	-0.1%
FY 2008-09	13,912	42.5%	2.778	38,642	88.67	41.1	13.8	54.9	34.1%
FY 2009-10	17,863	28.4%	2.780	49,657	88.51	52.7	13.6	66.3	20.8%
FY 2010-11	16,739	-6.3%	2.780	46,535	88.99	49.7	11.8	61.5	-7.3%
FY 2011-12	13,654	-18.4%	2.775	37,884	89.13	40.5	11.0	51.5	-16.2%
FY 2012-13	15,129	10.8%	2.778	42,021	88.78	44.8	12.4	57.2	10.9%
FY 2013-14	13,344	-11.8%	2.779	37,078	89.04	39.6	11.0	50.6	-11.5%
FY 2014-15	12,843	-3.8%	2.761	35,456	89.33	38.0	11.7	49.7	-1.7%
FY 2015-16	11,335	-11.7%	2.721	30,840	90.90	33.6	9.7	43.3	-12.9%
FY 2016-17	10,284	-9.3%	2.676	27,518	91.87	30.3	8.7	39.1	-9.8%
FY 2017-18	9,261	-9.9%	2.660	24,636	92.23	27.3	7.6	34.9	-10.7%
APPROPRIATED	9,945	0.9%	2.685	26,704	91.65	29.4	8.4	37.7	1.0%
OLD FORECAST	8,465	-8.8%	2.658	22,498	92.20	24.9	7.1	32.0	-8.1%
FY 2018-19 NEW FORECAST	8,782	-5.2%	2.645	23,230	92.20	25.7	7.1	32.8	-6.0%
Change from Old Forecast	317		(0.013)	732	0.00	0.8	(0.0)	0.8	
Change from Appropriation	(1,163)		(0.040)	(3,474)	0.55	(3.7)	(1.3)	(4.9)	
OLD FORECAST	8,397	-0.8%	2.658	22,318	92.20	24.7	7.0	31.7	-0.8%
FY 2019-20 NEW FORECAST	8,837	0.6%	2.645	23,375	92.20	25.9	7.0	32.9	0.3%
Change from Old Forecast	440		(0.013)	1,057	(0.00)	1.2	-	1.2	
OLD FORECAST	8,397	0.0%	2.658	22,318	92.20	24.7	7.0	31.7	0.0%
FY 2020-21 NEW FORECAST	8,837	0.0%	2.645	23,375	92.20	25.9	7.0	32.9	0.0%
Change from Old Forecast	440		(0.013)	1,057	(0.00)	1.2	-	1.2	
OLD FORECAST	8,397	0.0%	2.658	22,318	92.20	24.7	7.0	31.7	0.0%
FY 2021-22 NEW FORECAST	8,837	0.0%	2.645	23,375	92.20	25.9	7.0	32.9	0.0%
Change from Old Forecast	440		(0.013)	1,057	(0.00)	1.2	-	1.2	
OLD FORECAST	8,397	0.0%	2.658	22,318	92.20	24.7	7.0	31.7	0.0%
FY 2022-23 NEW FORECAST	8,837	0.0%	2.645	23,375	92.20	25.9	7.0	32.9	0.0%
Change from Old Forecast	440		(0.013)	1,057	(0.00)	1.2	-	1.2	
OLD FORECAST	8,397	0.0%	2.658	22,318	92.20	24.7	7.0	31.7	0.0%
FY 2023-24 NEW FORECAST	8,837	0.0%	2.645	23,375	92.20	25.9	7.0	32.9	0.0%
Change from Old Forecast	440		(0.013)	1,057	(0.00)	1.2	-	1.2	

			UNEMPLOY	ED PARENT					
		% Change			Average	Regular	Supplemental	Total	% Change
		from Prior			Grant per	<b>Payments</b>	Payments	Expenditure	from Prior
	Caseload	Year	Family Size	Persons	Person (\$)	(\$ mill.)	(\$ mill.)	s (\$ mill.)	Year
FY 2005-06	1,561	-33.3%	3.310	5,167	87.16	5.4	2.8	8.2	-29.1%
FY 2006-07	1,118	-28.4%	3.284	3,671	88.55	3.9	1.7	5.6	-31.0%
FY 2007-08	1,089	-2.6%	3.264	3,554	88.63	3.8	2.1	5.9	3.9%
FY 2008-09	2,117	94.4%	3.325	7,039	88.10	7.4	3.4	10.8	84.8%
FY 2009-10	3,000	41.7%	3.240	9,719	87.21	10.2	2.9	13.0	20.7%
FY 2010-11	2,566	-14.5%	3.161	8,112	87.26	8.5	2.3	10.8	-17.4%
FY 2011-12	1,898	-26.0%	3.097	5,879	87.57	6.2	1.9	8.1	-25.2%
FY 2012-13	1,713	-9.7%	3.193	5,470	86.99	5.7	1.9	7.6	-5.3%
FY 2013-14	1,401	-18.2%	3.186	4,464	87.70	4.7	1.6	6.3	-17.7%
FY 2014-15	1,384	-1.2%	3.197	4,424	86.50	4.6	1.6	6.2	-1.8%
FY 2015-16	1,288	-6.9%	3.068	3,953	88.95	4.2	1.4	5.6	-8.6%
FY 2016-17	1,246	-3.3%	3.056	3,808	88.71	4.1	1.3	5.3	-5.4%
FY 2017-18	923	-25.9%	2.979	2,751	89.14	2.9	0.9	3.9	-27.7%
APPROPRIATED	1,051	-18.0%	3.072	3,229	88.39	3.4	1.1	4.5	-19.3%
OLD FORECAST	851	-8.6%	2.976	2,533	89.12	2.7	0.9	3.6	-7.6%
FY 2018-19 NEW FORECAST	798	-13.5%	3.001	2,394	89.12	2.6	0.8	3.4	-11.6%
Change from Old Forecast	(53)		0.025	(139)	(0.00)	(0.1)	(0.0)	(0.2)	
Change from Appropriation	(253)		(0.071)	(835)	0.73	(0.9)	(0.2)	(1.1)	
OLD FORECAST	851	0.0%	2.976	2,533	89.12	2.7	0.9	3.6	0.0%
FY 2019-20 NEW FORECAST	822	3.0%	3.001	2,467	89.81	2.7	0.8	3.5	3.0%
Change from Old Forecast	(29)		0.025	(66)	0.69	(0.1)	(0.0)	(0.1)	
OLD FORECAST	851	0.0%	2.976	2,533	89.12	2.7	0.9	3.6	0.0%
FY 2020-21 NEW FORECAST	822	0.0%	3.001	2,467	89.81	2.7	0.8	3.5	0.0%
Change from Old Forecast	(29)		0.025	(66)	0.69	(0.1)	(0.0)	(0.1)	
OLD FORECAST	851	0.0%	2.976	2,533	89.12	2.7	0.9	3.6	0.0%
FY 2021-22 NEW FORECAST	822	0.0%	3.001	2,467	89.81	2.7	0.8	3.5	0.0%
Change from Old Forecast	(29)		0.025	(66)	0.69	(0.1)	(0.0)	(0.1)	
OLD FORECAST	851	0.0%	2.976	2,533	89.12	2.7	0.9	3.6	0.0%
FY 2022-23 NEW FORECAST	822	0.0%	3.001	2,467	89.81	2.7	0.8	3.5	0.0%
Change from Old Forecast	(29)		0.025	(66)	0.69	(0.1)	(0.0)	(0.1)	
OLD FORECAST	851	0.0%	2.976	2,533	89.12	2.7	0.9	3.6	0.0%
FY 2023-24 NEW FORECAST	822	0.0%	3.001	2,467	89.81	2.7	0.8	3.5	0.0%
Change from Old Forecast	(29)		0.025	(66)	0.69	(0.1)	(0.0)	(0.1)	