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## Side-by-Side Comparison of Family Formation Provisions in TANF Reauthorization Legislation

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This document summarizes and compares selected family formation provisions (not including child support provisions, which are summarized in a separate document) in current law and six recent TANF reauthorization proposals *as of May 3, 2002*:

- the Administration’s reauthorization plan (descriptions of provisions are based on Working Toward Independence, a 36-page White House document released in February);
- bills introduced by Rep. Herger (H.R. 4090) and Rep. McKeon (H.R. 4092) by Committee on Ways and Means and Committee on Education and the Workforce; and
- bills introduced by Rep. Cardin (H.R. 3625), Rep. Mink (H.R. 3113), and Sen. Rockefeller (S. 2052).

This document is part of a larger joint project of the Center for Law and Social Policy and the Center on Budget and Policy Priorities, which includes side-by-side comparisons of other aspects of proposed TANF reauthorization legislation. Although this document provides a summary of the key family formation provisions in these proposals, it does not address every detail of each proposal.

	Current Law	Administration’s TANF Plan	H.R. 4090/4092 (Herger, R-CA; McKeon, R-CA)	H.R. 3625 (Cardin, D-MD)	H.R. 3113 (Mink, D-HI)	S. 2052 (Rockefeller, D-WV)
<b>Funding</b>						
<b>State Maintenance-of-Effort Spending on Family Formation Purposes of TANF</b>	State funds must be spent on activities that serve <i>needy</i> families and meet one of the four purposes of TANF.	Current law.	States could count expenditures on <i>non-needy</i> families made under purposes three (reducing non-marital pregnancy) and four (promoting the formation and maintenance of married two-parent families and encouraging responsible fatherhood) of TANF toward meeting their MOE requirement.	Current law.	Current law.	Current law.

	<b>Current Law</b>	<b>Administration's TANF Plan</b>	<b>H.R. 4090/4092 (Herger, R-CA; McKeon, R-CA)</b>	<b>H.R. 3625 (Cardin, D-MD)</b>	<b>H.R. 3113 (Mink, D-HI)</b>	<b>S. 2052 (Rockefeller, D-WV)</b>
<b>Family Formation\ Marriage Promotion Grants</b>	No provision.	<p>Establishes a competitive \$100 million annual matching grant program to develop innovative approaches to promoting healthy marriages and reducing nonmarital births.</p> <p>States would need to match, on a dollar-for-dollar basis, the competitive grant funds provided, but could use federal TANF funds to meet this match requirement.</p>	<p>Same as Administration, except grants would be limited to developing and implementing programs to promote and support healthy, married, two-parent families (reducing nonmarital births is <i>not</i> included as a separate purpose). Specifically, funds could only be used for the following "healthy marriage promotion" activities:</p> <ul style="list-style-type: none"> <li>a) public advertising campaigns on marriage and the skills needed to increase marital stability;</li> <li>b) education in high schools on the value of marriage, relationship skills, and budgeting;</li> <li>c) marriage education and skills programs, including parenting, financial management, conflict resolution, and career skills for unmarried pregnant women and expectant fathers;</li> <li>d) pre-marital education and marriage skills training for couples;</li> <li>e) marriage enhancement and marriage skills training;</li> <li>f) divorce reduction programs that teach relationship skills;</li> <li>g) marriage mentoring programs in at-risk communities; and</li> <li>h) programs to reduce disincentives to marriage in means-tested programs (if offered in conjunction with above activities).</li> </ul>	<p>Establishes a \$100 million annual fund to provide grants to states and localities for research, technical assistance, and demonstration projects in the following areas:</p> <ul style="list-style-type: none"> <li>a) promoting the formation of two-parent families;</li> <li>b) reducing teenage pregnancies; and</li> <li>c) increasing the ability of non-custodial parents to financially support and be involved with their children.</li> </ul> <p>Not less than 30 percent of the funds made available each year must be used in each of the areas described above.</p> <p>The Secretary must consider the potential impact of a project on the incidence of domestic violence.</p>	No provision.	<p>Establishes a \$100 million annual fund to provide grants to states and localities for research, technical assistance, replication, and adaptation of rigorously evaluated programs, and to conduct demonstration projects in the following areas:</p> <ul style="list-style-type: none"> <li>a) encouraging the formation and maintenance of two-parent families and healthy marriages and reducing nonmarital births;</li> <li>b) reducing first and subsequent teenage pregnancies; and</li> <li>c) increasing the ability of non-custodial parents to financially support and be involved with their children.</li> </ul> <p>Not less than 30 percent of funds made available each year must be used in each of the areas described above.</p> <p>HHS may reserve up to five percent of funds each year for technical assistance and research.</p> <p>Grantees must consult with domestic violence experts and child advocates, and offer marriage-related services only to individuals who voluntarily elect to receive such services.</p>

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<b>Family Formation\ Marriage Promotion Research and Technical Assistance Funds</b>	No provision.	Establishes a \$100 million annual fund to conduct research and demonstration projects, and provide technical assistance "primarily focusing on family formation and healthy marriage activities."  This fund is in addition to the competitive matching grant fund described above.	Same as Administration, except research, technical assistance, and demonstration projects are limited to the marriage promotion activities supported by the competitive grants described above.  This fund is in addition to the competitive matching grant fund described above.	Research and technical assistance allowable under \$100 million annual fund described above.	No provision.	Research and technical assistance allowable under \$100 million annual fund described above.
<b>Nonmarital Birth Reduction Bonus</b>	\$100 million annually is awarded to up to five states that reduce the percentage of nonmarital births without an increase in the state's abortion rate above its 1995 level.	Eliminates nonmarital birth reduction bonus.	Eliminates nonmarital birth reduction bonus.	Eliminates nonmarital birth reduction bonus.	Eliminates nonmarital birth reduction bonus.	Eliminates nonmarital birth reduction bonus.

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<b>Fatherhood Program</b>	No provision.	President's FY 2003 budget provides \$20 million in competitive grants to faith-based and community organizations to assist non-custodial fathers to become more involved in their children's lives.	<p>Authorizes \$20 million annually for fatherhood programs. Up to 15% of funds may be used for multi-city, multi-state demonstration projects, specified projects of national significance, and evaluations. Remaining funds used for competitive grants to public and nonprofit community entities for demonstration service projects and activities designed to accomplish the following objectives:</p> <ul style="list-style-type: none"> <li>a) promoting responsible parenting through counseling and other methods;</li> <li>b) assisting fathers in taking full advantage of education and job training programs so they can support their families through activities such as outreach and information dissemination, and coordination with employment services and job training programs;</li> <li>c) improving fathers' family business management skills through education and counseling; and</li> <li>d) encouraging and supporting healthy marriages and married fatherhood through such activities as premarital education, and relationship skills programs, including child abuse and domestic violence programs.</li> </ul> <p>Grant applicants must describe how they will assess for, and intervene to resolve, domestic violence and child abuse.</p>	Research, technical assistance, and demonstration projects to increase the ability of "non-custodial parents to financially support and be involved with their children" allowable under the \$100 million annual fund described above.	No provision.	Research, technical assistance, and demonstration projects to increase the ability of "non-custodial parents to financially support and be involved with their children" allowable under the \$100 million annual fund described above.

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<b>Two-Parent Families</b>						
<b>Two-parent Family Eligibility</b>	No provision.	As part of their TANF state plans, states must describe their efforts to provide equitable treatment of married, two-parent families in their TANF programs. No requirement to provide equitable treatment.	As part of their TANF state plans, states must outline how they intend to encourage equitable treatment of married, two-parent families in their TANF programs. No requirement to provide equitable treatment.	States may not impose stricter eligibility requirements on two-parent families, unless they subsequently pass a law imposing such requirements. States that fail to comply are subject to a five percent reduction in their TANF block grant.	States may not discriminate among families based on marital status. States that fail to comply are subject to a five percent reduction in their TANF block grant.	States may not impose stricter eligibility requirements on two-parent families. States that fail to comply are subject to a five percent reduction in their TANF block grant.
<b>Two-parent Families Work Participation Rates</b>	Separate participation rate for two-parent families. In FY 2002, 90 percent of two-parent families must be engaged in federally defined work activities. A state that fails to meet required rate is subject to a penalty of up to five percent of its block grant.	Eliminates separate two-parent rate.	Eliminates separate two-parent rate.	Eliminates separate two-parent rate.	Retains separate two-parent rate, but expands allowable work activities that count toward the rate (see side-by-side comparison of work provisions for greater detail).	Eliminates separate two-parent rate.

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<b>TANF Program Purposes</b>						
<b>Purposes</b>	The purpose of TANF is to increase state flexibility to 1) assist needy families; 2) end dependence of needy parents by promoting work and marriage; 3) reduce out-of-wedlock pregnancies; and 4) encourage the formation and maintenance of two-parent families.	Amends the language prefacing the four TANF purposes to read as follows: "The purpose of this part is to increase the flexibility of states in operating a program designed to <i>improve the well-being of children ....</i> " [four purposes follow].  Amends second purpose to read: "end the dependence on needy <i>families</i> on government benefits <i>and reduce poverty</i> by promoting job preparation, work, and marriage."  Amends fourth purpose to read: "to encourage the formation and maintenance of <i>healthy</i> two-parent <i>married</i> families <i>and responsible fatherhood.</i> "	Similar to Administration with slight changes in wording. Prefatory language would be amended to read as follows: "The purpose of this part is to <i>improve child well-being by increasing</i> the flexibility of states in operating a program designed to meet the following purposes ...."  Amends second purpose to read: "end the dependence on needy <i>families</i> on government benefits <i>and reduce poverty</i> by promoting job preparation, work, and marriage."  Fourth purpose would be amended to read as follows: "to encourage the formation and maintenance of <i>healthy, 2-parent married</i> families <i>and encourage responsible fatherhood.</i> "	Adds as a fifth purpose: "reduce the extent and severity of poverty and promote self-sufficiency among families with children."	Replaces first purpose with: "(1) IN GENERAL- The purpose of this part is to end child and family poverty by-- (A) supporting caregivers so that children may be cared for in their own homes; (B) promoting education, training, work supports, and access to jobs that pay a living wage; (C) assuring access to Medicaid, Food Stamps, child care, and such other assistance for which the family is eligible; (D) providing access to services to address barriers to leaving poverty, including mental health, disability, substance abuse, domestic violence, and sexual assault; and (E) reducing poverty of families with children.	Current law.