

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DC Department of Human Services

# ECONOMIC SECURITY ADMINISTRATION (ESA) ANNUAL REPORT

[DHS.DC.GOV](https://dhs.dc.gov)

FY2020-FY2021 ANNUAL REPORT



GOVERNMENT OF THE  
DISTRICT OF COLUMBIA  
DC MURIEL BOWSER, MAYOR



DISTRICT OF COLUMBIA  
**Department of Human Services**

---

**WE AIM TO EMPOWER**

EVERY DISTRICT RESIDENT TO REACH THEIR

**FULL POTENTIAL**

BY PROVIDING MEANINGFUL CONNECTIONS TO

**WORK OPPORTUNITIES, ECONOMIC ASSISTANCE, & SUPPORT SERVICES**

---

ESA

# Contents

---

Administrator's Letter **4**

Economic Services  
Division Programs **7**

Food Assistance **9**

Cash Assistance **20**

Employment and  
Training Services **28**

DHS Overview  
and Budget **35**

# Administrator's Letter

## ESA Administrator Anthea Seymour

The Economic Security Administration (ESA) within the Department of Human Services (DHS) oversees the District of Columbia's (District) public benefit programs, including food and cash benefits as well as the eligibility of medical assistance programs, childcare services, and engaging in cutting-edge programming to serve residents. This annual report reflects the District's food and cash assistance programs, including Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy Families (TANF). Data shared within this report covers the District's fiscal years 2020 and 2021, between October 2019 and September 2021, highlighting the impact of the COVID-19 Pandemic on the District's residents.

During the COVID-19 Pandemic, or the public health emergency (PHE), the DHS expanded access to public benefits by creating new tools, such as a web portal and a mobile app allowing online submission of an application. In addition, DHS actively utilized various communication tools, including notices, robocalls, the DHS website, and social media, to reach out to existing and potential DHS customers. The DHS received an unprecedented volume of incoming calls and new applications, particularly at the beginning of the PHE. In response to the changing circumstance and need, DHS modified operations during the PHE - adjusting services at three out of five Service Centers, expanding the Call Center, and suspending or reducing the in-person services at the Service Centers.



## Administrator's Letter (Cont'd)

### ESA Administrator Anthea Seymour

In March 2020, at the start of the COVID-19 Pandemic, a total of 105,039 residents from 63,623 households and 32,858 residents from 13,020 households received SNAP and TANF benefits, respectively. Immediately following the onset of the COVID-19 Pandemic, the number of customers applying for food and cash assistance increased drastically while recertification requirements for existing customers were waived. As a result, the number of people and households receiving food and cash assistance increased consistently over a year, reaching its peak in April 2021, when 143,260 residents from 88,531 households received SNAP benefits and 39,615 residents from 15,180 households with children received TANF benefits.

During the COVID-19 Pandemic, the District administered Emergency Allotment (EA), additional food benefits to eligible households receiving SNAP benefits. Between March 2020 and September 2021, for 19 months, \$173 million were disbursed to customers receiving SNAP as EA payments in addition to \$370 million as regular SNAP benefits. The DHS also opted to provide the Pandemic EBT (P-EBT) benefits to children enrolled in schools and childcare services who could not receive their free or reduced meals due to the closure of the school buildings. The DHS issued about \$160 million in P-EBT benefits to 95,000 children for School Year SY19-20 and SY20-21.

The ESA budget for FY21 resulted in a total expenditure of \$263.2 million, which includes \$132.1 million in local funds, \$128.2 million of federal funding, and \$2.9 million of intra-District funds. The approved budget for FY22 is expected to grow due to the the increased caseload and in-person activities, which is reflected in the new budget (\$287.3 million).

The demographic data sheds insight into the characteristics of customers that DHS serves through ESA programs and services - a majority are Black/African American and live in Wards 7 and 8. Sixty-five percent (65%) of customers receiving SNAP benefits live in single households. In FY21, the average SNAP monthly benefit was \$259 per household. Females represent the head of household for almost all families (95%) receiving TANF benefits. A third (33%) of residents receiving TANF benefits live in a two-person household; another quarter (27%) live in a three-person household. The average household size for customers receiving TANF was three, with an average monthly TANF benefit amount of \$578 per household.

## Administrator's Letter (Cont'd)

### ESA Administrator Anthea Seymour

The District recently redesigned its TANF program by adopting a Two Generational (2Gen) approach that values children's enrichment, security, and well-being and the entire family's welfare. Effective April 2018, the District increased local TANF funds to cover cash benefits for families who need assistance beyond the 60 months and would have otherwise lost their eligibility due to the 60-month time limit of the federal TANF policy. The DHS also strengthened its TANF Employment Program (TEP) and SNAP Employment and Training Program (SNAP E&T) through the 2Gen lens. Under the coaching model guided by the 2Gen policy, coaches guide customers towards education and employment goals and any other goals they have for their child(ren) and families for success. In FY21, ESA managed the TEP performance-based contracts for job placement and educational/occupational training services among a network of 16 providers. The District's SNAP E&T Program is managed by the DHS SNAP E&T Office and 20 service provider organizations (grantees).

The primary source of data compiled herein is from DC Access System (DCAS), the public benefits eligibility determination system for the Department of the Human Services (DHS), Economic Security Administration (ESA) in the Government of the District of Columbia. CATCH, the District's TANF case management system, and the SNAP E&T database are additional sources of data introduced in this report.

The ESA Division of Data, Analytics, Research & Evaluation (DARE) has made reasonable efforts to ensure that the data presented in this report is as accurate as possible. Still, it disclaims any responsibility for the accuracy, reliability, or completeness of raw data. In no event shall the ESA become liable for any misinterpretation or misuse of the data. Use of any information produced in this report must be fully acknowledged and cited. Inquiries on data presented herein can be directed to Anthea Seymour, ESA Administrator at [Anthea.Seymour@dc.gov](mailto:Anthea.Seymour@dc.gov).

# Economic Security Administration (ESA) Program & Services



## **SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM (SNAP)**

Federal benefit program that provides monthly food assistance to improve access to food and nutrition.



## **TEMPORARY ASSISTANCE FOR NEEDY FAMILIES (TANF)**

Blended local and federal program that provides monthly cash assistance for families to meet their basic needs; employs a 2Generation approach and provides supportive services to empower families.



## **MEDICAL ASSISTANCE**

Local and federal benefit programs represented by Medicaid, Alliance and Immigrant Children's Program (ICP), providing health care coverage to low-income residents. ESA is responsible for determining eligibility.



## **GENERAL CASH ASSISTANCE**

Local benefit program that provides cash assistance to households caring for unrelated children whose parents are absent.



## **INTERIM DISABILITY ASSISTANCE (IDA)**

Local benefit program that provides cash assistance to residents who cannot work due to a disability and have a pending Supplemental Security Income (SSI) application.



## **CHILDCARE**

Blended local and federal programs that provide free or subsidized childcare for residents participating in TANF or SNAP E&T programs.



## **BURIAL ASSISTANCE**

Local program that subsidizes the cost of burial or cremation for residents who lost a family member.



# SNAP At a Glance

## SNAP Program

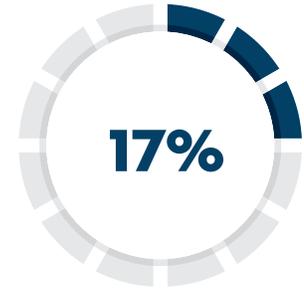
ONE IN

5

District residents received SNAP benefits<sup>2</sup>



SNAP recipients who are children



District residents aged 60 years and older who received SNAP benefits<sup>3</sup>



**85,981**

School children received P-EBT benefits in school year 2020-2021

## COVID-19 Measures

**\$131 MILLION**

Emergency allotments issued

**\$102 MILLION**

Pandemic EBT benefits issued in school year 2020-2021

Calculation based on Census Bureau population estimate of **670,050** total District residents and **143,300** District residents who received SNAP benefits (April 2021). <https://www.census.gov/quickfacts/DC>

Median income is calculated using customers whose earned income is greater than **\$0**.

Median income is measured two quarters after completing SNAP E&T program.

Data reported here is for FY21, unless otherwise noted

# Supplemental Nutrition Assistance Program (SNAP) Overview

---

SNAP helps low-income individuals and families by providing monthly benefits to purchase food. SNAP is one of the most responsive benefit programs during economic downturns<sup>4</sup>, expanding to meet the need of the public and then shrinking when the increased need recedes. During the COVID-19 Pandemic, the District exercised a number of waivers, as permitted by the USDA, to provide flexibility and additional benefits to meet the nutritional needs of residents in unprecedented circumstances.

Expedited SNAP (eSNAP), defined as 'expedited service' by FNS, is a way for residents to quickly receive access to their SNAP benefits to cover their nutritional needs in the immediate future while DHS determines their overall eligibility. Households with less than \$150 in monthly gross income or gross income and liquid resources less than the monthly rent will be eligible for this expedited service. The Local SNAP Supplement (LSS) is a locally funded program that ensures customers receive a minimum monthly food benefit of \$30 when the federal SNAP benefit is determined below \$30. Disaster SNAP (D-SNAP) benefits can be provided when a household experiences food loss due to a natural disaster.

Transitional SNAP (T-SNAP) benefits are provided to households that stop receiving TANF benefits due to a change in income for five months after the cash assistance ends. These programs are available to residents year-round.

Emergency Allotments (EA) were a response to the COVID-19 Pandemic that can be used to pay all customers the monthly maximum SNAP benefit amount allowed for the respective household size, as discussed more in the SNAP Benefit Issuance Section below.

<sup>4</sup>[Center on Budget and Policy Priorities, Factors Affecting SNAP Caseloads](#)

# SNAP Caseload

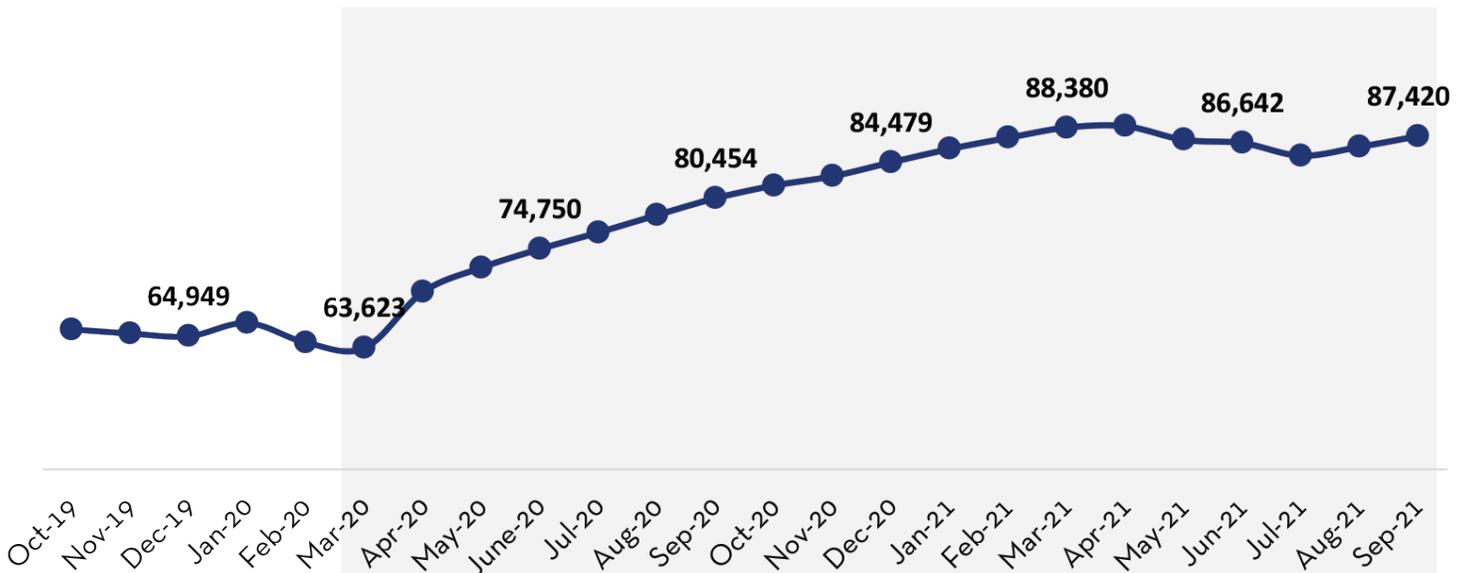
At the start of FY20, before the COVID-19 Pandemic started, the SNAP caseload was consistently decreasing from approximately 65,700 households (111,000 individuals) in Oct 2019 to approximately 63,600 households (108,500 individuals) in March 2020. However, immediately following the onset of the COVID-19 Pandemic, the number of customers applying for SNAP benefits increased drastically. At the same time, the SNAP recertification requirements were waived, and the eligibility of existing SNAP customers was extended by six months.

These changes resulted in a rapid and significant increase in the number of households receiving SNAP benefits: the number of households and residents receiving SNAP benefits grew to 80,454 and 131,844, respectively, by the end of FY20. As the COVID-19 Pandemic continued, the number of households receiving SNAP benefits reached its peak at 88,531 (143,260 individuals).

This is nearly 40% higher than the number of residents receiving SNAP benefits in March 2020 and represents one in five District residents.

As of March 2021, the District resumed its recertification process, and customers who failed to complete their recertification requirements lost their eligibility. Subsequently, the District's SNAP caseload gradually declined until July 2021, when the trend reversed as a result of the retroactive application of recertification waiver. The District received authority from FNS to retroactively waive the recertification process, reinstating the SNAP eligibility of households who initially lost the eligibility due to failure of recertifications between July and September 2021, as the nation was battling through another COVID-19 setback. As of September 2021, a total of 87,420 households (140,314 individuals) received SNAP benefits.

Figure 1. SNAP Caseloads (FY20 & FY21)



**Note:** FNS waived the recertification process for customers receiving SNAP which began in March 2020 and continued through the end of FY21. The lightly shaded area denotes the months the recertification process was waived. Note: Data labels are provided for Q1, Q2, Q3, and Q4 of the fiscal year.

# SNAP Caseload

Table 1. SNAP Caseload (FY20)

	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Average
Households	65,717	65,263	64,949	66,439	64,245	63,623	69,907	72,654	74,750	76,605	78,560	80,454	70,264
Individuals	111,043	110,471	109,420	108,307	108,570	105,039	115,293	119,478	122,584	125,635	129,186	131,844	117,041

Table 2. SNAP Caseload (FY21)

	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Average
Households	81,877	82,915	84,479	85,979	87,235	88,380	88,531	87,000	86,642	85,224	86,217	87,420	85,998
Individuals	134,659	136,823	139,735	142,325	143,407	143,937	143,260	141,238	140,657	138,355	139,967	140,314	140,390

Table 3. SNAP Entries and Exits (FY21)

	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Average
Entries	2,462	2,067	2,267	2,218	1,773	1,696	1,393	1,472	2,134	1,983	2,624	2,729	2,068
Exits	1,039	1,029	703	718	517	551	1,242	3,003	2,492	3,401	1,631	1,526	1,488

# SNAP Benefit Issuance

SNAP benefits are calculated based on the cost of the Thrifty Food Plan (TFP), which is the lowest cost option of four food plans the federal government develops to estimate the cost of a healthy diet across various price points.<sup>5</sup> SNAP maximum allotments (benefit amounts) are updated each year and take effect on October <sup>1,6</sup>

At the start of the COVID-19 Pandemic in March 2020, the maximum monthly allotment for a family of four was \$646. However, not all households receive the maximum amount, as the benefit can be reduced based on household income. The Families First Coronavirus Response Act of 2020 allowed states to provide an Emergency Allotment (EA) to bring all households up to the maximum benefit amount each month to help address food insecurity during the COVID-19 Pandemic, effective March 2020.

**Table 4. SNAP Maximum Monthly Allotments (FY20 & FY21)**

Household Size	FY20 (Normal)	FY21 (Normal)	FY21 (Temporary)
1	\$194	\$204	\$234
2	\$355	\$374	\$430
3	\$509	\$535	\$616
4	\$646	\$680	\$782
5	\$768	\$807	\$929
6	\$921	\$969	\$1,114
7	\$1,018	\$1,071	\$1,232
8	\$1,164	\$1,224	\$1,408
Additional person	\$146	\$153	\$176
Minimum allotment	\$16	\$16	\$19

For example, a household of four receiving \$500 a month in SNAP benefits would then receive an EA supplemental payment of \$146 to provide them with the maximum monthly allotment of \$646. By 2020, the maximum SNAP allotment for a family of four increased to \$680, and EA payments continued. However, the Consolidated Appropriations Act of 2021, signed into law on December 27, 2020, temporarily increased the SNAP maximum benefit allotment. The increase meant that the maximum allotment for a household of four increased from \$680 to \$782 effective January 1, 2021. Although the increased rate was initially set to expire on June 30, 2021, the American Rescue Plan Act of 2021 extended the temporary rate through September 30, 2021. The increased maximum allotments continued to provide additional food benefits for customers to protect against increased food insecurity due to the COVID-19 Pandemic.

In April 2021, pursuant to President Biden’s Executive Order on Economic Relief Related to the COVID-19 Pandemic, FNS issued new guidance that provided an EA benefit of at least \$95 per month.<sup>7</sup> Whereas previously, a household of four that was already receiving the maximum allotment of \$646 would not receive any EA supplement, that household then began receiving an EA supplemental payment of \$95 per month. The District will continue to issue EA payments as long as approved by FNS.

<sup>5</sup>SNAP and the Thrifty Food Plan: What is the Thrifty Food Plan?

<sup>6</sup>SNAP and the Thrifty Food Plan: How and when will SNAP benefits change?

<sup>7</sup>FNS Emergency Allotment Guidance, April 1, 2021

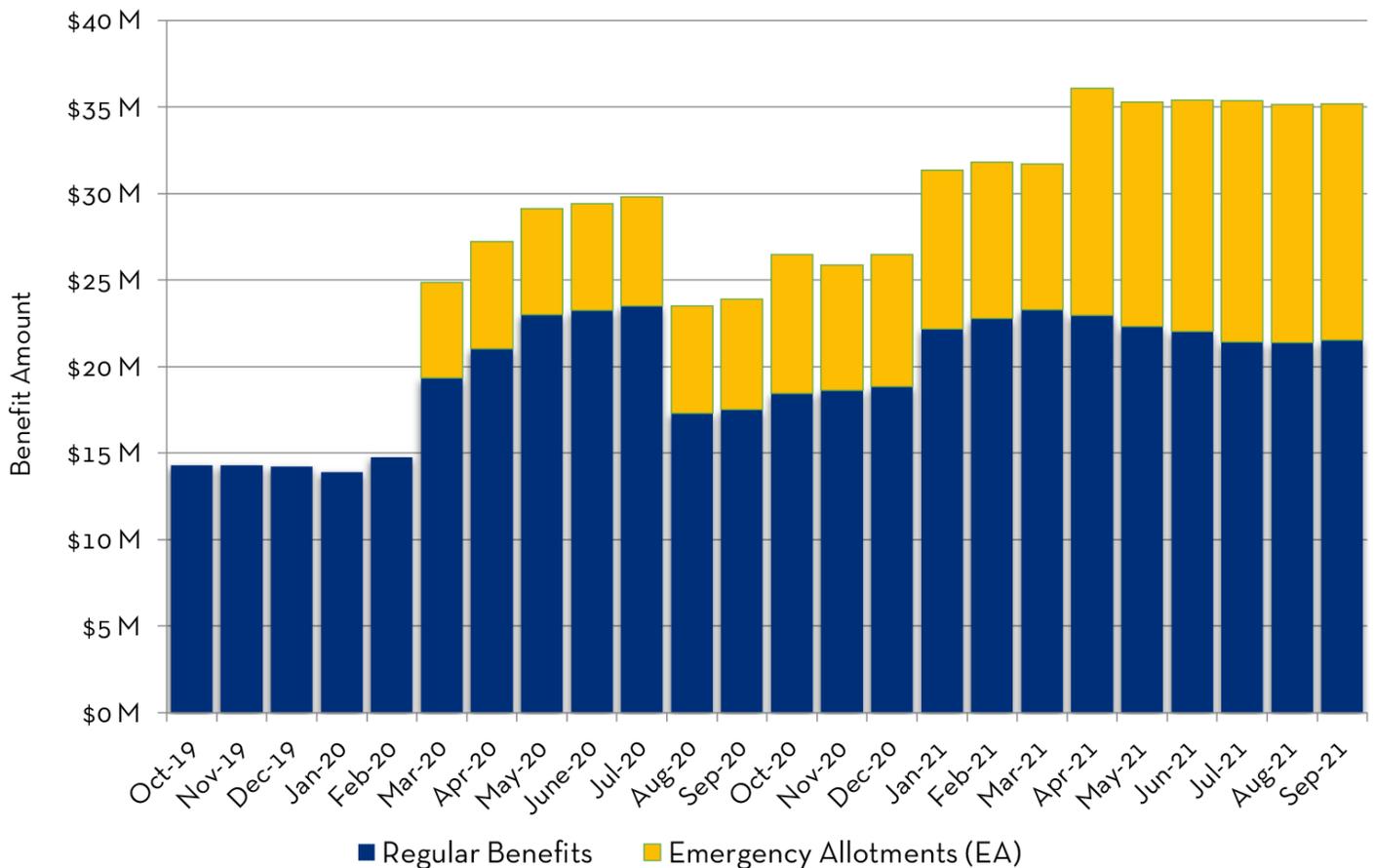
# SNAP Benefit Issuance

President Biden’s Executive Order also encouraged FNS to reevaluate the Thrifty Food Plan. In August of 2021, FNS announced an increase in benefits effective October 1, 2021, which represents the first time the purchasing power of the plan was changed since it was first introduced in 1975.<sup>8</sup> Maximum benefits for a family of four rose to \$835, an increase of \$53 from the previous year, giving District residents greater assistance to meet their nutritional needs.

The impact of the changes in caseload described in Section III. 1 and increases in benefits described above led to a significant expansion in SNAP benefits going

to District residents each month. In March 2020, the first month of the COVID-19 Pandemic, the number of households and the total regular benefits stayed about the same as the previous month. However, total benefit issuance increased as households that were not eligible for the maximum allotment began to receive additional EA supplemental payments starting March 2020. Total food benefits paid to District residents continued to grow to a peak of \$36.1 million in April 2021 due to a combination of waived certification activities, increased applications during the public health emergency, and more financial assistance going to households through EA and higher monthly allotments.

Figure 2. SNAP Benefit Issuance (FY20-FY21)



**Note:** Specific amounts for regular benefit and emergency allotment payments, along with the total benefits paid, can be found in the accompanying tables below.

# SNAP Benefit Issuance

Table 5. All SNAP Benefits Issuances (FY20)

	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20M	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20
Regular Benefits	\$14.3	\$14.3	\$14.2	\$14.3	\$14.3	\$14.3	\$15.3	\$16.2	\$16.6	\$17.0	\$17.3	\$17.5
Emergency Allotments						\$5.5	\$6.2	\$6.2	\$6.2	\$6.3	\$6.2	\$6.4
Total Payments	\$14.3	\$14.3	\$14.2	\$14.3	\$14.3	\$19.8	\$21.5	\$22.4	\$22.8	\$23.3	\$23.5	\$23.9

**Note:** Emergency allotment payments began in March 2020. Benefit amounts are in millions.

Table 6. All SNAP Benefits Issuances (FY21)

	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21
Regular Benefits	\$18.4	\$18.6	\$18.8	\$22.2	\$22.8	\$23.3	\$23.0	\$22.3	\$22.0	\$21.4	\$21.4	\$21.5
Emergency Allotments	\$8.0	\$7.3	\$7.6	\$9.2	\$9.0	\$8.4	\$13.1	\$13.0	\$13.4	\$13.9	\$13.8	\$13.7
Total Payments	\$26.4	\$25.9	\$26.4	\$31.4	\$31.8	\$31.7	\$36.1	\$35.3	\$35.4	\$35.3	\$35.2	\$35.2

Table 7. Emergency Allotment Issuance by Month (FY21)

	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21
Households	47,433	42,922	45,023	50,668	49,785	46,899	88,246	86,370	86,625	85,224	86,083	87,161
Individuals	91,178	85,114	89,804	98,644	96,922	99,905	143,719	142,020	140,629	138,355	139,749	139,772

**Note:** Benefit amounts are in millions.

# Pandemic EBT (P-EBT)

Pandemic EBT (P-EBT) was a new program designed to provide monthly food benefits to students who lost access to their free or reduced-price meals due to school closures and virtual learning during the COVID-19 Pandemic. The District received approval from FNS to provide P-EBT benefits during School Years (SY)19-20, SY20-21, and summer 2021. Eligibility for P-EBT benefits was determined by DC's Office of the State Superintendent of Education (OSSE) - students had to either be attending a Community Eligible Provision (CEP) school or had to apply and be approved for the Richard B. Russell National Free and Reduced-Price Meals (FARM) program while meeting stage five enrollment criteria each month. Benefits for SY19-20 were issued for months March through June 2020. Benefits for SY20-21 were issued for months August 2020 through June 2021. Benefits for summer 2021 were issued for July and August. P-EBT benefits for SY20-21 and summer 2021 included both school-age children and children enrolled in daycare; P-EBT benefits for SY19-20 were not issued to children in daycares.

Figure 3. Total P-EBT Benefit Issuance

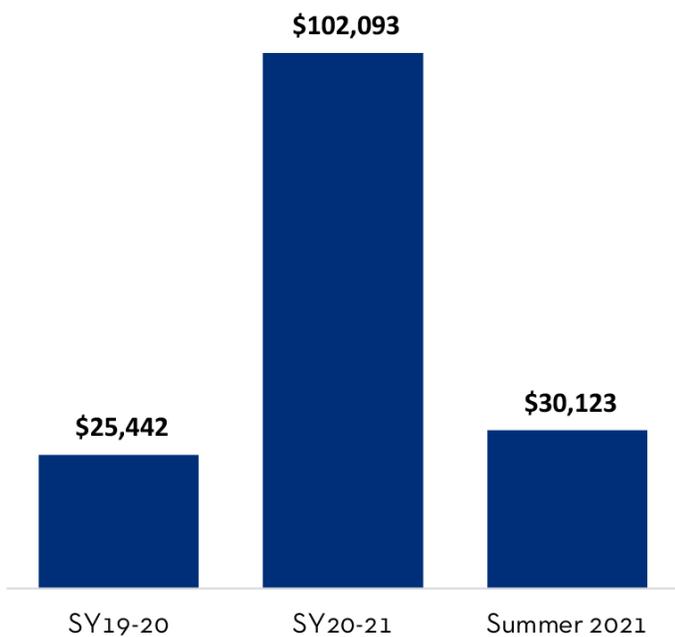
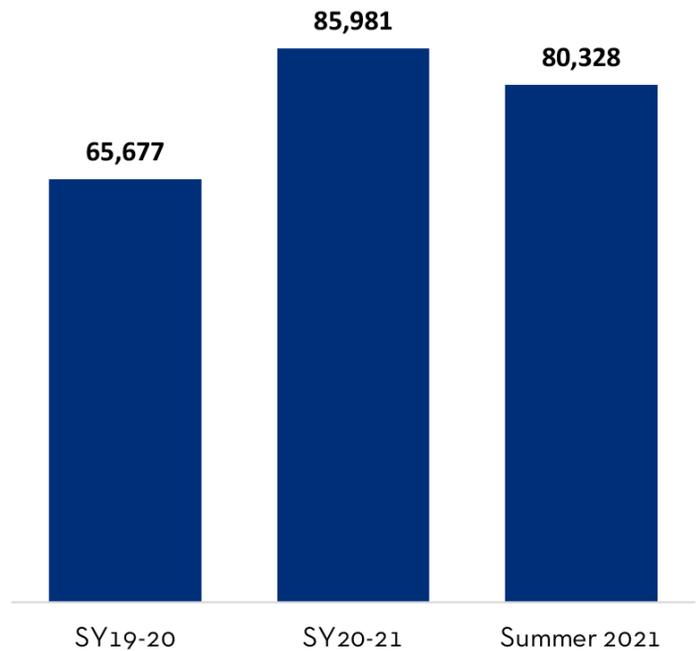


Figure 4. Children Receiving P-EBT Benefits



**Note:** This Figure displays P-EBT benefits issued by school year. Benefit amounts are measured in thousands. Benefits for SY19-20 were issued for months March through June 2020. Benefits for SY20-21 were issued for August 2020 through June 2021. Benefits for summer 2021 were issued for the months of July and August.

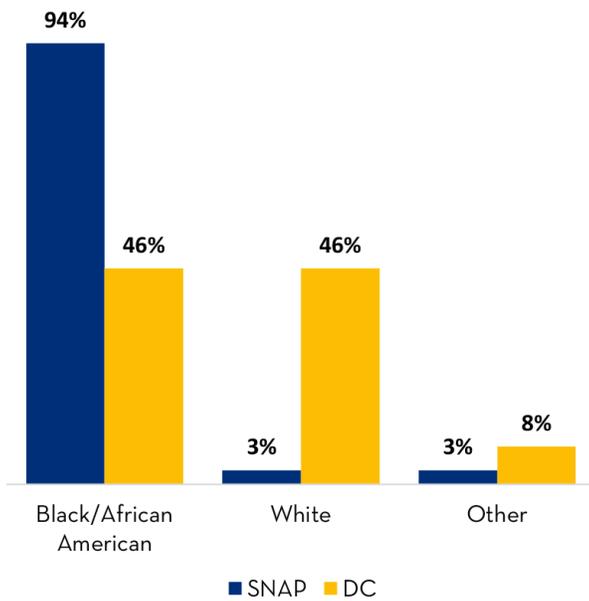
**Note:** P-EBT benefits for SY20-21 and summer 2021 included both school-age children and children enrolled in daycare; P-EBT benefits for SY19-20 were not issued to children in daycares.

P-EBT benefits were valued at \$5.70 per child per school day for SY19-20 and \$6.82 per school day for SY20-21. In addition, students received a flat rate of \$375 in P-EBT benefits for summer 2021. In total, between May 2020 and October 2021, ESA administered 157.7 million in P-EBT benefits to around 95,000 unique students and children under age 6 in the District.

# Demographics for Households Receiving SNAP Benefits

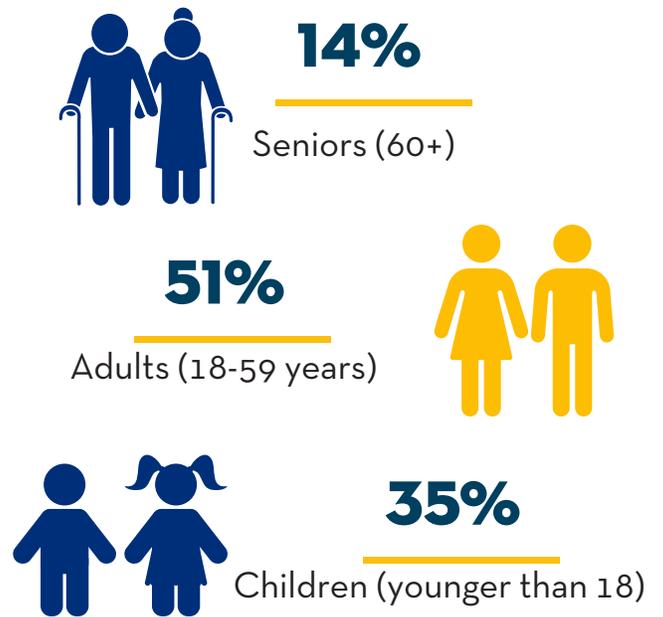
According to the race data reported for the residents receiving SNAP benefits in April 2021, Black/African American residents are disproportionately represented within the SNAP population. Black/African American residents make up 94% of customers receiving SNAP benefits (measured as heads of households), despite only making up 46% of the population in the District (US Census, 2020).

**Figure 5. Racial Disparity of Individuals Receiving SNAP**



**Note:** Data is for April 2021 and is based on cases where heads of households' race information was reported (n=21,400). DC population data is according to US Census Bureau (2020).

**Figure 6. Age Breakdown of Residents Receiving SNAP**



**Note:** Data is for April 2021 (n=143,719).

# Demographics for Households Receiving SNAP Benefits

Households receiving SNAP benefits are concentrated in Wards 7 (23%) and 8 (30%). While Wards 7 and 8 constitute 24% of residents, they represent 53% of households receiving SNAP. This disparity indicates that poverty in the District is concentrated in these two wards. Additionally, Wards 7 and 8 are primarily Black/African American residents; 92% and 89%, respectively.

Figure 7. Size of Households Receiving SNAP

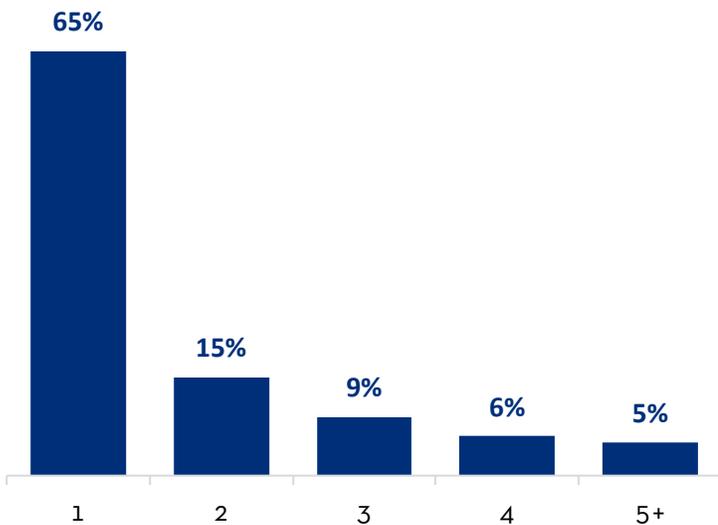
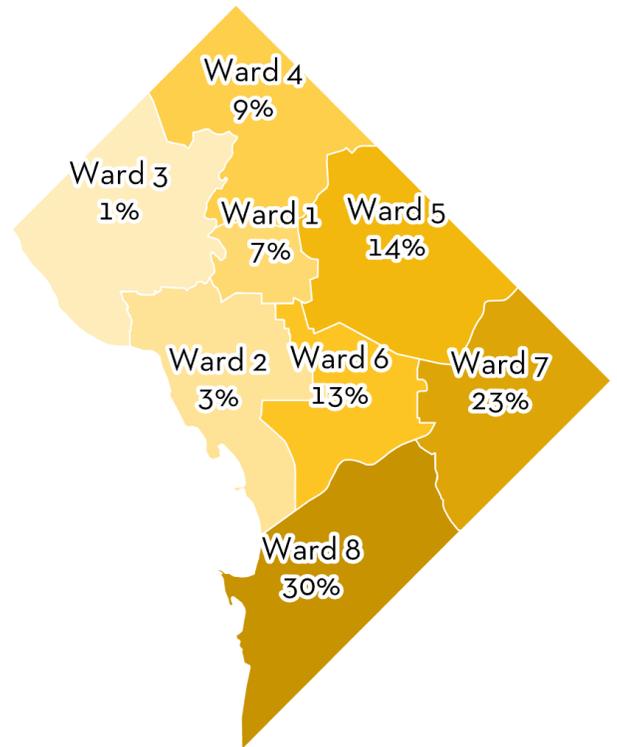


Figure 8. Geographic Distribution of Households Receiving SNAP





# Cash Assistance At a Glance

## TANF Program



**\$578**

Average monthly TANF benefit per household



**26,300**

Number of children who received critical cash assistance through TANF



**\$102 MILLION**

Cash assistance provided to District residents to purchase everyday essentials like soap, toilet paper, and diapers



**\$24 MILLION**

Amount spent on education, training, and employment assistance for customers receiving TANF



**3,513**

Assessments completed to match customers with resources and supportive services aimed at improving the health and well-being of both parents and children

**3,693**

Children received a childcare subsidy to pay for high quality childcare so parents could forge a path forward through education, employment, and personal growth



## Other Cash Assistance



**139**

Caregivers of unrelated children received general cash assistance to help alleviate the financial burden associated with raising children

**373**

Individuals received Interim Disability Assistance (IDA) to help meet their everyday needs and pay for medical expenses



# Cash Assistance Overview

---

Unlike SNAP, the cash assistance programs allow the customers to use ‘cash’ benefits for a wide range of needs, including non-food purchases and ATM withdrawals. The largest cash benefit program, TANF, is designed to provide cash assistance and supportive services to families with children. Additionally, General Assistance for Children (GAC) provides cash assistance to households caring for unrelated children whose parents and other relatives are absent from the household and who do not, or cannot, provide financial support for the care of the child. The District also provides Interim Disability Assistance (IDA), temporary financial assistance to those who do not have dependents, are unable to work due to a disability, and have a high probability of receiving federal Supplemental Security Income (SSI). Refugee Assistance (RA) is another form of temporary cash assistance program for qualifying persons from foreign countries seeking a safe place of refuge.

The ESA offers additional benefits through subsidy programs. For example, families receiving TANF or SNAP with childcare costs may be eligible to receive a Childcare Subsidy, which copays the childcare cost for eligible families so caretakers are able to pursue education and employment. Tuition Assistance Program Initiative for TANF (TAPIT) is another subsidy program that provides financial assistance to customers receiving TANF who enroll in post-secondary educational programs or professional certificate and/or licensing programs. Finally, the Burial Assistance Program subsidizes the cost of burial or cremation for residents who lost a loved one. Eligible residents can receive a maximum of \$1,000 towards the cost of a burial or \$650 towards the cost of cremation through the contracted funeral homes.

# Temporary Assistance for Needy Families (TANF) Overview

---

The federal TANF program, shaped by the Personal Responsibility and Work Opportunities Reconciliation Act of 1996 (PRWORA), provides cash assistance to families with children in need, along with work requirements as a condition to receive benefits. TANF provides each state a block grant and flexibility regarding how funds are allocated, so long as they fulfill one of four broad categories:

- 1- Provide assistance to needy families so that children can be cared for in their own homes or in the homes of relatives;
- 2- End the dependency of needy parents by promoting job preparation, work and marriage;
- 3- Prevent and reduce the incidence of out-of-wedlock pregnancies; or
- 4- Encourage the formation and maintenance of two-parent families.

The District recently redesigned its TANF program by adopting a Two Generational (2Gen) approach: the Budget Support Act for FY 2018 allocated funding for the new 2Gen TANF policy, which centers on the following program values:

- The enrichment, security and well-being of children is paramount and cash income to a household is a protective factor for children; and
- Supporting parents to replace the income from TANF with income from work through meaningful engagement in education and employment activities that increase their economic security is a program requirement.

---

The PRWORA forbids the use of TANF funds to provide cash assistance to a family for longer than 60 months (whether or not consecutive). Understanding that cash in the home serves as a protective factor for children, the District took great strides to work within the flexibilities of the federal requirements. Effective April 2018, per the Budget Support Act of FY 2018, the District increased local TANF funds to cover cash benefits for families who need assistance beyond the 60 months and would have otherwise lost their eligibility.

Additionally, the District allocated 80% of the TANF grant as the Child Enrichment Grant to ensure resources for children in the home even when the caretaker fails to engage in work-related activities.

The remaining 20% is considered the Parent Grant. The PRWORA requires states to apply a sanction policy that eliminates the eligibility or reduces benefit amounts for customers who do not participate in work-related activities. Guided by the 2Gen policy, the District lowered the sanction rate to 6% of the total TANF benefits, which would equate to 30% of the Parent Grant, for customers non-compliant with the work requirements. The District's TANF program also provides a range of qualifying activities, allowing families to address their personal needs and the needs of their children, which often extend beyond employment.

This District's TANF policy encourages parents to focus on achieving their goals and their children's goals together and to ultimately gain self-sufficiency. It reflects the District's strong commitment to alleviating poverty and helping families forge a self-directed path forward.

# TANF Caseload

Consistent with the SNAP caseload trend, DHS has seen an upward trend in the TANF caseload and individuals receiving benefits through FY20-21. Demand for TANF benefits reached its peak in March 2021, with DHS providing benefits to 15,200 households and 39,510 individuals. This represents a 14% increase in households and a 20% increase in individuals receiving benefits compared to February 2020, pre-pandemic levels.

Figure 9. Households Receiving TANF Benefits (FY20-FY21)

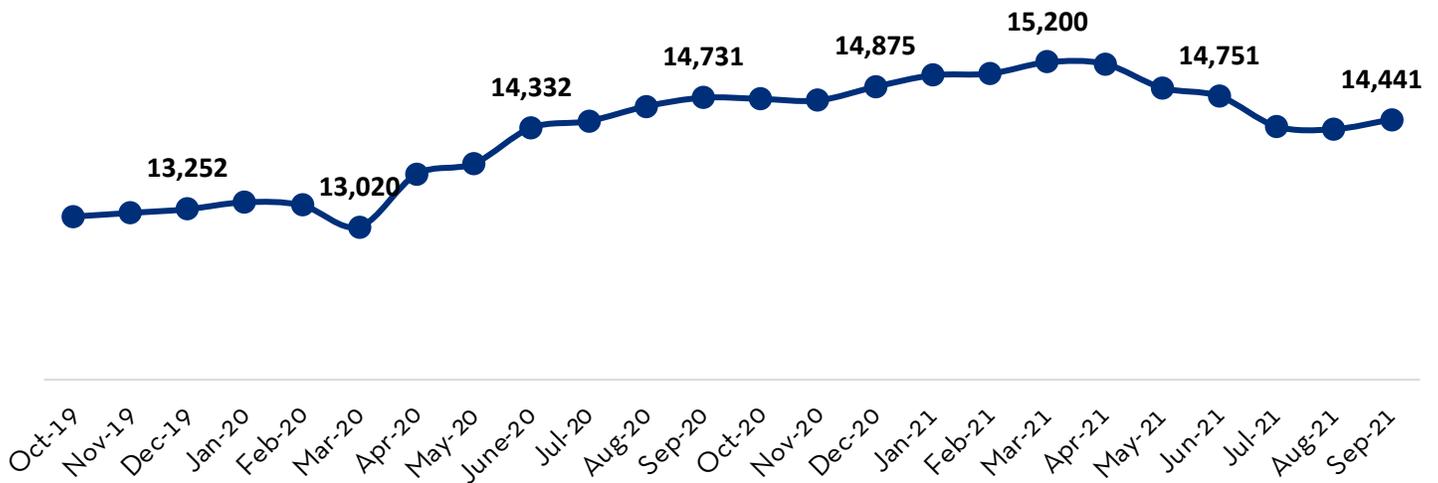


Table 8. TANF Caseload (FY20)

	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Average
Households	13,154	13,203	13,252	13,345	13,306	13,020	13,716	13,858	14,332	14,420	14,615	14,731	13,746
Individuals	30,859	31,267	31,675	32,301	32,816	32,858	34,144	34,673	35,144	35,500	36,153	36,808	33,683

Table 9. TANF Caseload (FY21)

	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Average
Households	14,715	14,695	14,875	15,028	15,049	15,200	15,180	14,862	14,751	14,350	14,313	14,441	14,788
Individuals	37,056	37,464	38,113	38,773	39,110	39,510	39,615	38,380	37,516	37,323	37,674	38,616	38,263

Table 10. TANF Entries vs. Exits (FY21)

	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Average
Entry	282	272	331	315	240	213	189	207	281	232	305	489	280
Exit	298	292	151	162	219	62	209	525	392	633	342	361	304

# TANF Benefit Issuance

Families enrolled in the District’s TANF program may receive benefits so long as they are income eligible and have a child in the home. Like SNAP, the TANF benefit amounts are determined based on household size and income. Additionally, if a family has childcare costs, the maximum monthly income limit increases by \$175 per child age two or over and \$200 per child under two.

Customers who choose not to participate in work-related activities or fail to report such activities performed independently are sanctioned, and their benefits are reduced by 6%. Customers who refuse

or fail to report the absent parent’s information and child support payment will also have their benefits reduced by 25%.

During the first half of FY20, the total TANF benefits paid out each month was about \$7.7 million, approximately to \$566 per family. Since the start of the COVID-19 Pandemic, DHS saw an immediate increase in the need for TANF, with total benefit issuance rising to \$8.5 million by the end of FY20. As the number of families receiving TANF benefits continued to increase in FY21, the total benefit issuance also increased, reaching its peak at \$8.8 million in March 2021.

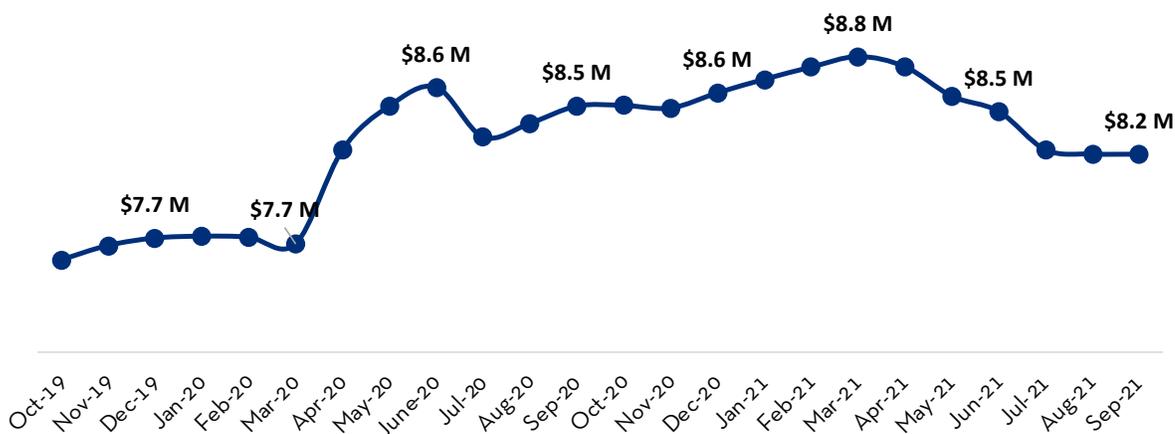


Table 11. Cash Assistance Maximum Benefits FY20 and FY21

Household Size	Maximum Monthly Income Limit
1	\$450
2	\$560
3	\$712
4	\$870
5	\$1,002
6	\$1,178
7	\$1,352
8	\$1,494

**Note:** The maximum benefit rate above is applied to all cash assistance programs, including TANF, IDA, GAC and RCA. The rate did not change from FY20 to FY21.

Figure 10. Total TANF Benefit Issuance (FY20-FY21)



**Note:** Data labels are provided for Q1, Q2, Q3, and Q4 of the fiscal year.

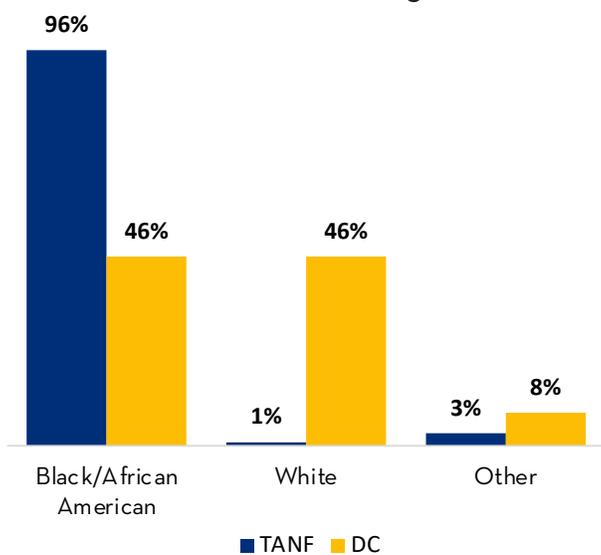
# Demographics for Households Receiving TANF Benefits

The TANF program only serves families. The only situation where an individual can receive TANF is if the individual is an expectant mother. Therefore, it is not surprising that children are two-thirds (66%) of the individuals receiving TANF. Most children who receive TANF benefits are young children -- 70% of children are age ten years or younger (including elementary school, preschool, and under school age in Figure 15). Females head almost all families (95%) receiving TANF benefits. Over half (60%) of residents receiving TANF benefits live in a two- or three-person household. For FY21, the average household size was three, with an average monthly benefit amount of \$578.

Like residents receiving SNAP, a disproportionate number of Black/African American residents receive TANF benefits. Of those who receive TANF benefits, 94% are Black/African American, compared to 46% of DC residents who are Black/African American. And although 46% of DC residents are White, only 1% of customers receiving TANF benefits are White.

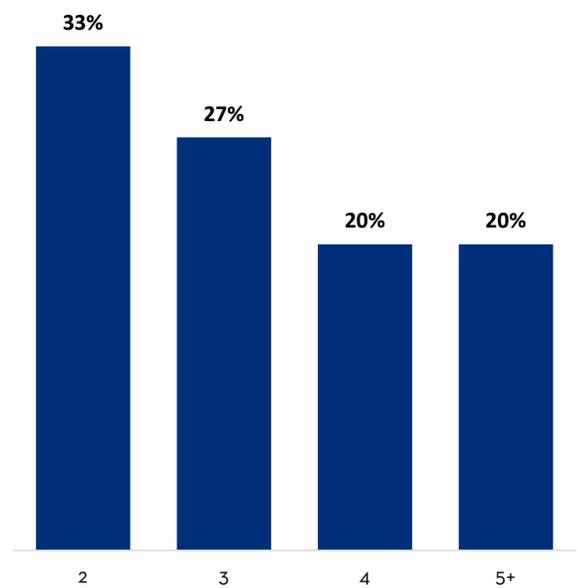
There is also a significant geographic disparity in TANF benefit receipt, with a concentration of poverty in Wards 7 and 8. Two-thirds (67%) of households receiving TANF reside in Wards 7 and 8. Residents in Ward 7 make up 12% of the DC population, whereas 27% of households receiving TANF reside in Ward 7. The comparison is even more drastic in Ward 8, where another 12% of residents live, but 40% of households receiving TANF.

**Figure 11. Racial Disparity of Individuals Receiving TANF**



**Note:** Data is for April 2021 and represents only heads of households receiving TANF. The race information was available for 750 households receiving TANF. DC population data according to US Census Bureau (2019, 2020).

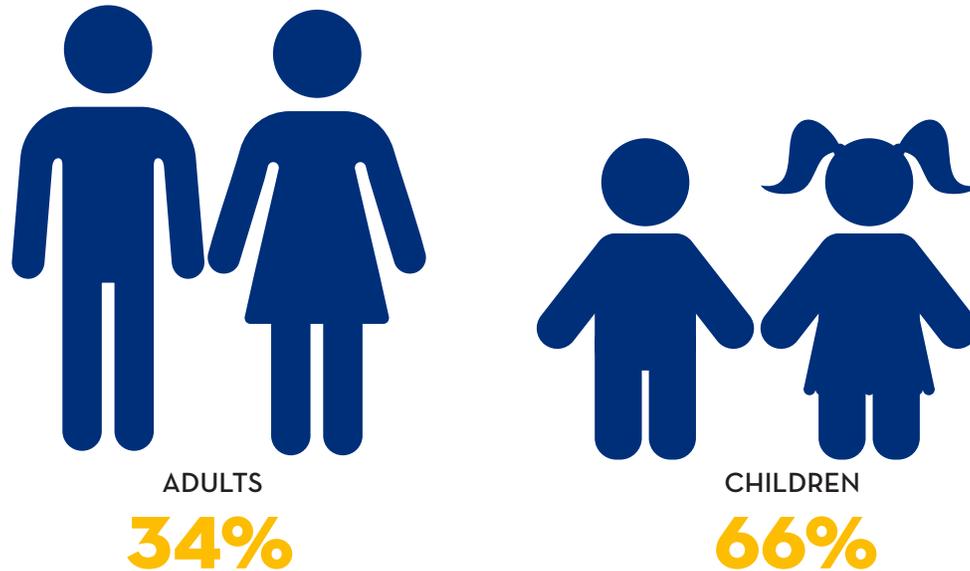
**Figure 12. Household Size of Households Receiving TANF**



**Note:** Data is for families receiving TANF benefits as of April 2021.

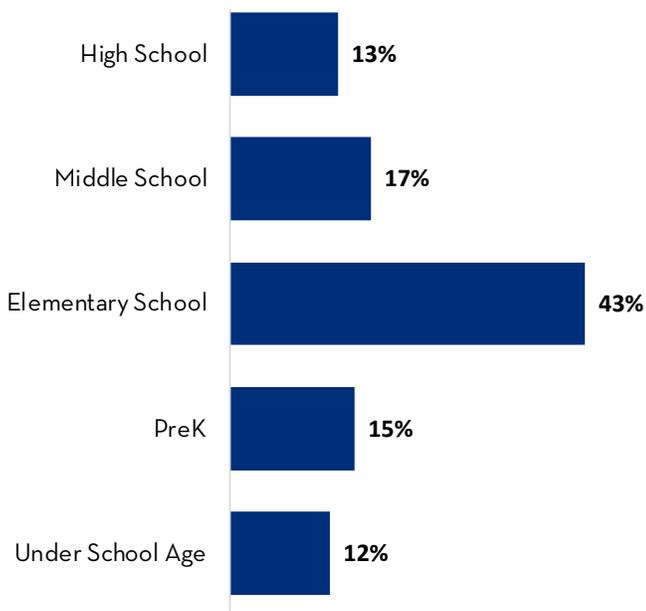
# Demographics for Households Receiving TANF Benefits

Figure 13. Size of Households Receiving TANF



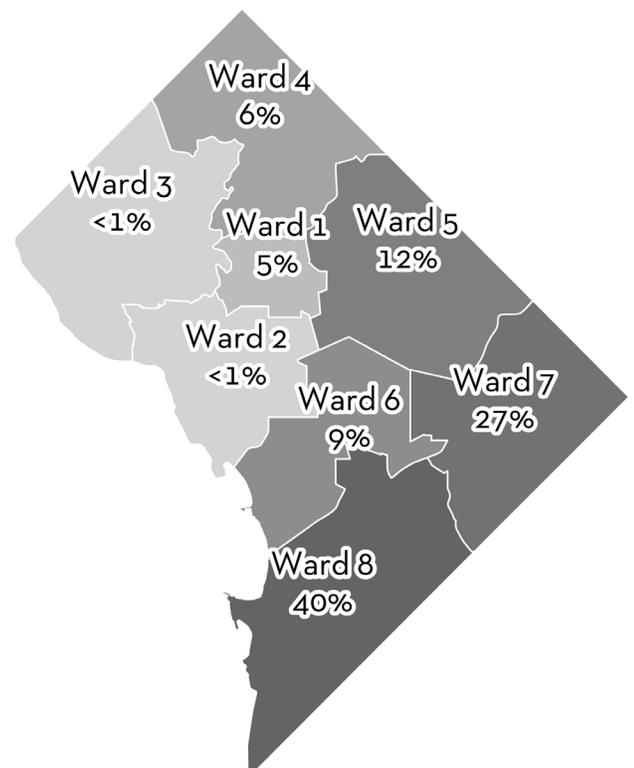
**Note:** Children have been defined below 18 years old as of April 30, 2021, while receiving TANF benefits as of April 2021. n = 39,600

Figure 14. Children Receiving TANF by School Age



**Note:** Data displayed is gathered from the approximately 26,300 children receiving TANF benefits in the District in April 2021. Groupings: Under School Age (0-2 years), PreK (3-4 years), Elementary School (5-10 years), Middle School (11-13 years), High School (14-18 years). n = 26,300

Figure 15. Geographic Distribution of Households Receiving TANF





# Employment and Training Services At a Glance

## SNAP Education & Training



**1,289**

Customers enrolled in education and training through SNAP E&T.



**\$4,067**

The median monthly income for employed SNAP E&T graduates



Calculation based on Census Bureau population estimate of 670,050 total District residents (July 2021) and 143,300 residents who received SNAP benefits (April 2021). <https://www.census.gov/quickfacts/DC>

Median income is calculated using customers whose earned income is greater than \$0. Median income is measured two quarters after completing SNAP E&T program.

## TANF Employment and Education Program



**92%**

of newly employed customers who were enrolled in educational and occupational training through the TEP earned a living wage.

**81%**

of customers who were enrolled in job placement earned a living wage.

**2,981**

customers received coaching to pursue employment or education/training goals.

# Employment and Training Services

---

The DHS provides residents receiving TANF and SNAP benefits with a suite of support services available to eligible customers, including various referral services. Among those, these are the core services that are directly managed by the DHS staff.

- **TANF Comprehensive Assessment (TCA)** is an eligibility requirement for customers receiving TANF that should be conducted at the time of application or recertification. TCA creates an opportunity to identify a customer's priorities and engage in thoughtful planning about their immediate goals. Following completion of a TCA and the planning process, a customer will be paired with a coach who can help the customer obtain education or gainful employment as well as other goals in their life or for their child(ren).
- **TANF Education and Employment Program (TEP)** is available to any customer receiving TANF who want to receive coaching and various supports to accomplish their education and employment goals and any other goals they have for their child(ren) and families for success. The TEP primarily consists of job placement and educational/occupational training services. The ESA administers and monitors their performance-based contracts with community-based providers. Customers who successfully obtain and sustain employment can continue receiving additional support from their TEP coach for one year after rolling off TANF benefits.
- **SNAP Employment and Training Program (SNAP E&T)** is a voluntary program that provides coaching towards education and employment goals to SNAP customers who are not eligible for TANF. The SNAP E&T employs a similar approach as guided by the 2Gen policy, working with various service provider organizations across the District.

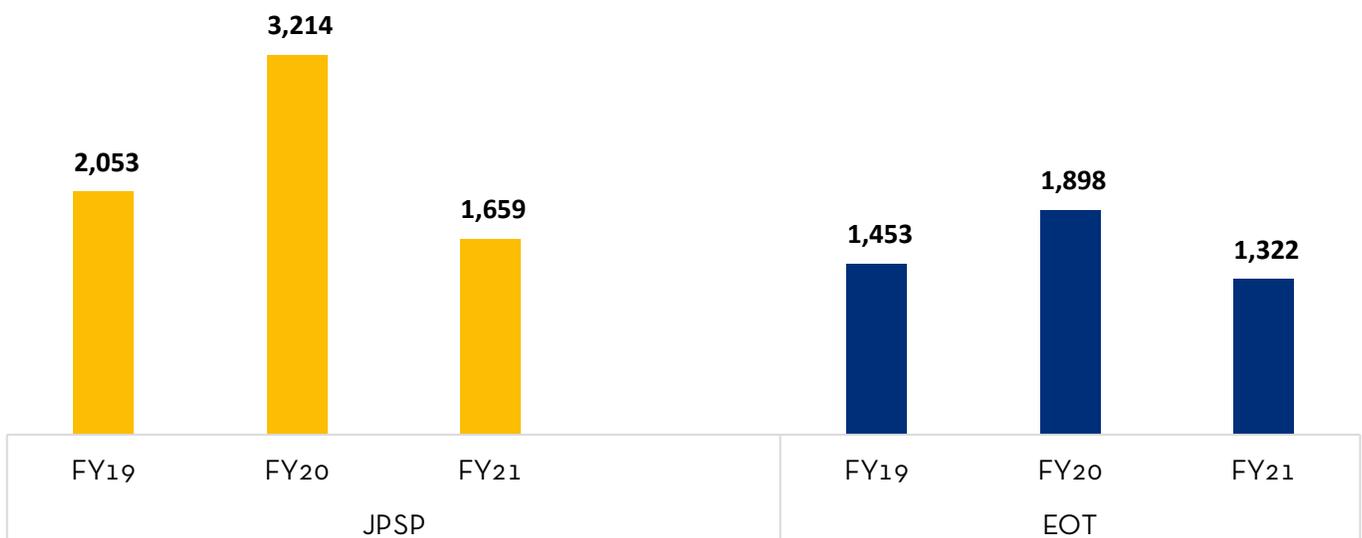
# TANF Employment and Education Program (TEP)

DHS's 2Gen approach ensures that TEP coaches take a whole-family approach to planning and developing a path forward that is inclusive of the entire family's needs, which may include goals a customer has for their child(ren). TEP coaches support customers, primarily focusing on helping a customer obtain education and or gainful employment. The 2Gen approach allows TEP coaches to work with customers to identify the right mix of qualifying activities to meet engagement requirements and include education or work-related activities alongside activities related to their child(ren). Through the TEP, customers also gain access to a range of support services and resources to facilitate their success - for example, childcare subsidies, tuition reimbursement, travel stipends, referrals to various support services, such as housing and behavioral health.

The ESA manages the TEP employing performance-based contracts for job placement and educational/ occupational training services among a network of 14 providers. Customers who choose not to participate in work or education-related activities may be referred to one of the TEP providers or the ESA's Office of Work Opportunity (OWO), whose coaching model provides more intensive support.

During FY21, on average, 1,659 customers were served by eight Job Placement Service Providers (JPSP) each month. In comparison, 1,322 customers were served by six Education and Occupational Training Providers (EOTP) in a given month. The number of customers served in FY21 decreased from FY20 due to the COVID-19 Pandemic. The lives of customers were disrupted, and it was difficult for TEP coaches to engage with customers without in-person interactions. Although TEP providers and OWO staff continued to support customers through virtual tools, some qualifying activities were not available virtually.

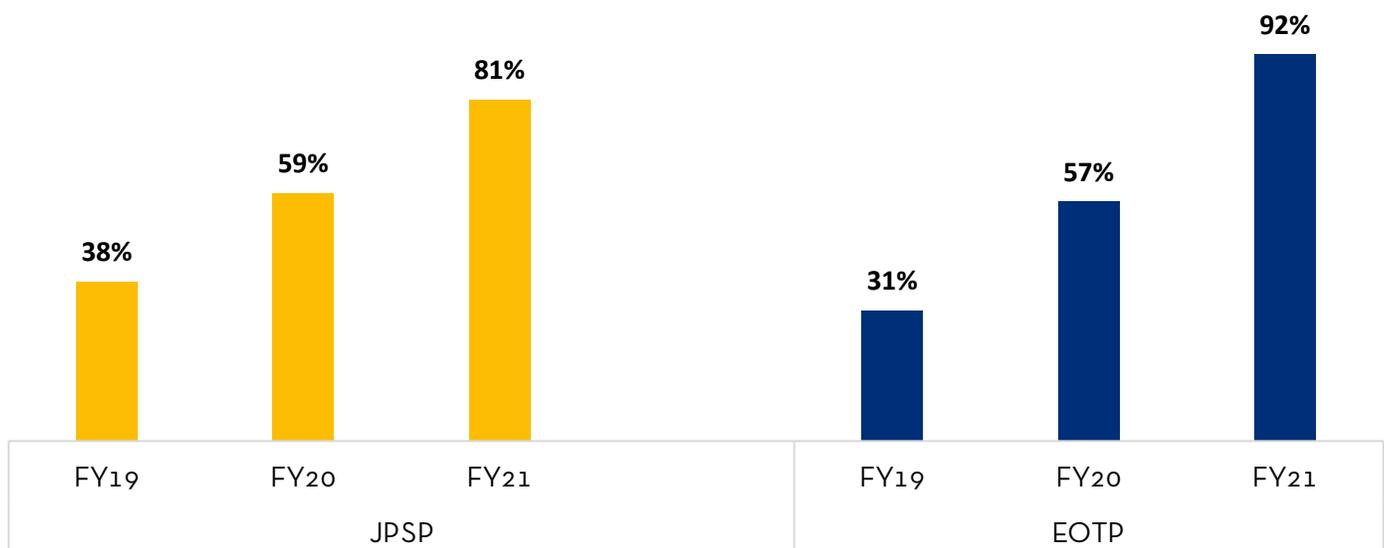
Figure 16. Unique Customers Served by Job Placement Service Providers and Education and Occupational Training Providers



# Education, Employment & Wages

The new education/training enrollment rate increased to 73 (per 1,000 customers) in FY21 from 66 in FY20 among customers served by EOTPs. In contrast, the new employment rate (per 1,000 customers) declined to 22 in FY21 from 51 in FY20 among customers served by JPSPs, reflecting the impact of the COVID-19 Pandemic on customers looking for work. Despite the significant drop in the new employment rate, the percentage of customers earning a living wage<sup>9</sup> among those newly employed increased considerably. In FY21, 81% and 92% of customers employed through JPSPs and EOTPs were earning at or above the District's living wage.

Figure 17. Percentage of Newly Employed Customers Earning Living Wage



<sup>9</sup>The Living Wage Act of 2006, D.C. Official Code §§ 2-220.01 - 2-220.11, provides that District of Columbia government contractors and recipients of government assistance (grants, loans, tax increment financing) in the amount of \$100,000 or more shall pay affiliated employee wages at no less than the current living wage rate. As of Jun 30, 2021, the official living wage rate was \$15 per hour, which was applied to calculate the above data.

# Work participation

Customers who actively participate in job placement and education or training-related activities receive various supports for their efforts to reach their goals. Customers who continue to engage with the TEP coaches are likely to achieve full participation, meeting their required activity hours as targeted in their Individual Responsibility Plan (IRP). In FY21, among the customers served by JPSPs, 66% successfully met the goal of full participation, while 53% of customers served by EOTPs did so. Activities the customers participated in include but are not limited to job search, GED/SSED, vocational education, employment, and various 2Gen activities.

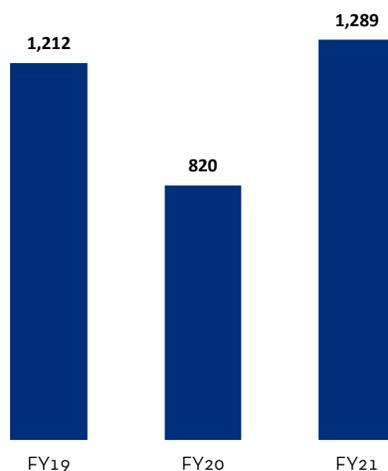
## SNAP Employment and Training (SNAP E&T) Program

The SNAP E&T Program assists customers receiving SNAP in achieving their career goals by providing a broad range of services focused on their interests and needs. SNAP customers who do not receive TANF benefits can participate in the SNAP E&T Program. The DC SNAP E&T program is entirely voluntary. Along with coaching support, participants can receive reimbursements for qualified transportation costs, childcare costs and other expenses related to their participation.

The ESA SNAP E&T Division manages the District's SNAP E&T Program, overseeing 20 training and employment service provider organizations (Grantees). The SNAP E&T Office and Grantees guide the participants in obtaining the education or training and job search skills necessary to become gainfully employed.

The number of customers participating in the SNAP E&T program decreased by 32%, from 1,212 in FY19 to 820 in FY20. In large part, this was due to the effect of the COVID-19 Pandemic that made it difficult for potential customers to participate in program activities effectively. However, the number of SNAP E&T participants rebounded noticeably in FY21, rising to 1,289, a 57% increase from FY20, thanks to vigorous outreach efforts made by the SNAP E&T Office.

Figure 18. SNAP E&T Customers



# SNAP Employment and Training (SNAP E&T) Program

The SNAP E&T Program activities are composed of the following four components:

**Education Component:** Activities include adult basic education; basic literacy; instruction leading to high school equivalency (including GED or high school diploma); developmental or remedial education; career and technical education programs or vocational training; and other educational disciplines.

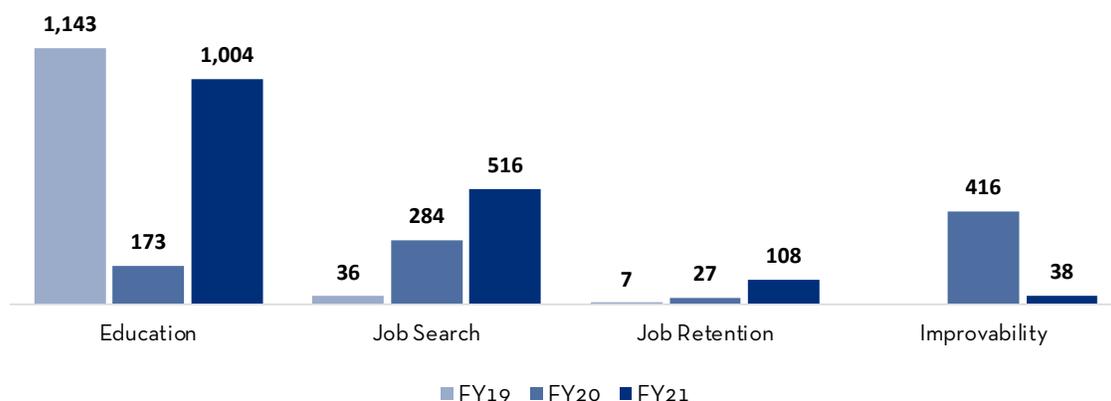
**Job Search Component:** Activities consist of employability assessments; training in techniques to increase employability such as interviewing, resume development, and job application techniques; job placement services; other direct training or support activities, including educational programs, that can expand the job search abilities or employability of customers. Customers in this Component must actively seek employment and receive sustained support from SNAP E&T staff or a funded provider.

**Job Retention Component:** Activities consist of coaching, communication, training, or other services designed to ensure job retention after a customer has obtained employment, as well as assisting customers in obtaining eligible customer supports that are likely to improve retention outcomes. Services must be provided for not less than 30 days but not more than 90 days.

**Improvability Component:** Work activity (WA) and Work-Based Learning (WBL). WBL activities like internships, apprenticeships, and on-the-job training may provide wages subsidized by the E&T program. Component activities can also consist of active participation in a Registered Apprenticeship program authorized by the District, federal, or state government in a pre-apprenticeship program designed to prepare individuals to enter and succeed in a Registered Apprenticeship program.

Among those four components of the SNAP E&T program, the Education Component often appeals most to the E&T customers: in FY19, 94% or 1,143 of all SNAP E&T customers completed at least one Education component. The rate dropped considerably to 21% (173) during FY20 when the COVID-19 Pandemic started. However, the virtual programs and activities were stabilized in FY21, increasing the interest and participation rate in the Education Component to 80%. The participation in both Job Search and Job Retention Components increased for the last two years despite the challenges the customers and coaches faced during the COVID-19 Pandemic. It demonstrates the SNAP E&T Office and grantees strong commitment to the continuous improvement of the program.

Figure 19. SNAP E&T Participation by Program Component



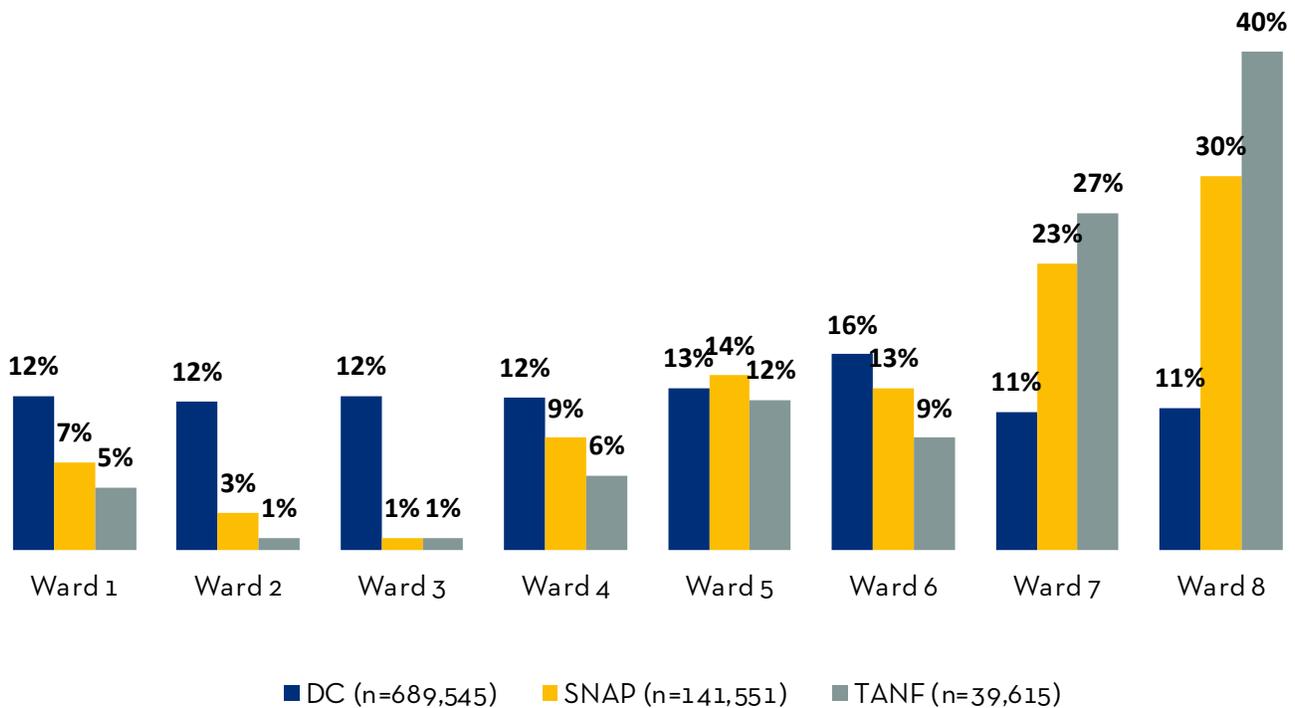
**Note:** Some customers participate in multiple components.



# DHS Organization Summary

- Office of the Director (OD):** The Office of the Director (OD) is responsible for managing, overseeing, and supporting all agency activities to ensure that the mission of the DHS is fully executed. The Office of the Director provides executive management, policy direction, strategic and financial planning, human capital management, information technology, capital program, legislative and community relations, performance management, risk management, and quality control.
- Economic Security Administration (ESA):** The Economic Security Administration (ESA) determines and maintains eligibility for cash, food, childcare, and medical benefits. Through a 2Gen approach, the ESA also administers the employment and training programs for TANF and SNAP, which provide employment and training-related activities designed to improve long-term employability and achieve sustaining income.
- Family Services Administration (FSA):** The Family Services Administration (FSA) provides an array of social services and supports for District residents to solve crises, strengthen families, and connect residents to resources and programs to improve their well-being. FSA manages a system of care to make homelessness rare, brief and non-recurring; administers a system of services and supports youth at risk of court involvement, school disengagement, homelessness and repeat teen pregnancy; and provides crisis-intervention services for families and refugees.

Figure 20. Households Receiving Benefits by Ward



**Source:** Ward distribution of DC population is from US Census Bureau, 2020 Census Redistricting Data while ward distribution of SNAP and TANF population is based on geocoding performed by DHS for individuals receiving SNAP or TANF benefits as of April 2021.

# DHS Service Centers

## H Street

645 H Street NE  
Ward 6

## Anacostia

2100 Martin Luther King Jr. Avenue SE  
Ward 8

## Congress Heights

4049 S Capitol Street SW  
Ward 8

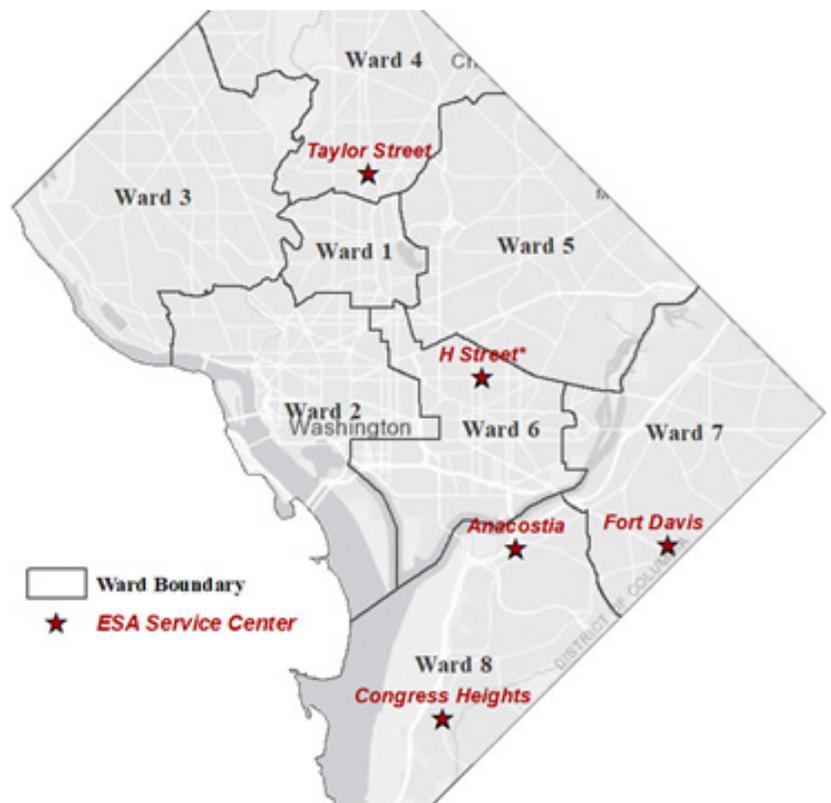
## Fort Davis

3851 Alabama Avenue SE  
Ward 7

## Taylor Street

1207 Taylor Street NW  
Ward 4

Figure 21. Location of DHS Service Centers



# ESA Divisions

**Division of Program Operations (DPO)** is responsible for the direction and operation of the Division. The Division of Program Operations is responsible for planning, structuring, and organizing an assistance delivery system that provides a single point of entry for each customer regardless of the nature of his or her family needs. The Division also reviews program operations to ensure compliance with regulatory guidelines; analyzes the effectiveness of work methods and other functions of the administration; and consults with other division regarding issues which cross Division boundaries.

**Division of Customer Workforce Employment and Training (DCWE&T)** develops opportunities to assist eligible customers in job readiness, training and placement as required by the specific regulations associated with SNAP and TANF; serves as contract manager for third party providers associated with those work requirements; and establishes outreach programs and relationships with community resources. Office of the Deputy Administrator staff performs training, data reporting, strategic analysis, program incubation and TANF Employment and Education Program (TEP) services provider management. In addition, works with employers to improve employment opportunities for eligible customers.

# ESA Divisions

---

**Office of Chief of Staff (COS)** provides support to all divisions in ESA, including providing direct customer services, conducting fair hearings, dispensing program guidance/advice, and serving as a liaison to the advocates. The 2Gen programs include, One Congregation One Family, the Fatherhood Initiative, the Grandparents Initiative, and the Reentry Program. These programs provide services to specific populations already receiving a benefit through the ESA. It has the Office of Administrative Review and Appeals (OARA), conducts informal administrative review conferences for customers requesting hearings regarding all assistance programs administered by the ESA and promotes collaboration with public and private sector partners. The COS also supports the entire administration in short-term and long-term planning; system development and support, federal TANF, SNAP, and Medicaid reporting; policy planning and research; and ad hoc special projects.

**Division of Policy, Training & Quality Assurance (DPT&QA)** develops plans, policy, and procedures to administer economic security programs effectively in the District. The Division also evaluates and analyzes the need for services promoting and supporting self-sufficiency for individuals and families; develops strategies to promote cooperation with public and private providers; reviews federal and District laws and regulations to ensure compliance; documents and translates changes in federal and local TANF, cash, SNAP, and Medicaid laws; and provides oversight to monitor the performance of activities conducted in accordance with grants awarded by the Administration. Other responsibilities include advising and providing technical assistance to the Administrator and program managers; and recommending and participating in the development of legislation. This Division also represents the ESA to the federal government when necessary; designs and implements the ESA's performance reporting systems; identifies the ESA's training needs; and monitors compliance with federal and District legislation.

**Division of Innovation and Change Management (DICM)** is responsible for ensuring that the program and business interests of the administration are both addressed and prioritized across technology, data, and process improvements. The team handles technology enhancements and manages projects throughout the agency as a stable of project managers.

**Division of Data, Analytics, Research and Evaluation (DARE)** functions as the central unit handling the ESA data analysis and research. Serving all programs, the division compiles and publishes data reports for both internal as well as external consumption; performs quantitative and qualitative research on customers and program evaluation; supports system data analysis to identify potential system related issues and errors; assists program operation and management in tracking, managing, understanding and utilizing data to improve the quality of services; supports the design and implantation of both systems and policies across the administration; and interfaces with internal and external stakeholders and partners in regards to data and reporting. DARE works with program staff, policy staff and IT staff to support the ESA's business needs.

**Office of Administrative Support (OAS)** provides administrative support services to the ESA. It directs the preparation of the ESA's annual budget, coordinates the recruitment, staffing, and classification of positions, facilitates purchasing and procurement, manages ESA facilities and special projects, and coordinates the fiscal planning, monitoring, utilization, and control activities of the administration.

# ESA Budget and Expenditure

The ESA budget includes federal funds, general funds allocated to DHS, and intra-District funds transferred from other District agencies to administer a range of public benefit programs and support services provided by DHS. The two most extensive benefit programs administered by ESA are SNAP and TANF.

SNAP is a federal entitlement program regulated by the Food and Nutrition Service (FNS) within the United States Department of Agriculture (USDA). The federal government directly pays the total cost of SNAP benefits while splitting the cost of administering the program with the states. Therefore, the ESA budget herein does not include any SNAP benefits paid to District residents, and only consists of the administrative funds allocated to the District. The administrative funds cover eligibility determination, program monitoring, and support services that complement the food benefits. It should be noted that the District appropriates general funds for the Local Supplemental SNAP (LSS) program that is designed to provide minimum food benefits to households whose SNAP benefit is less than \$30 per month.

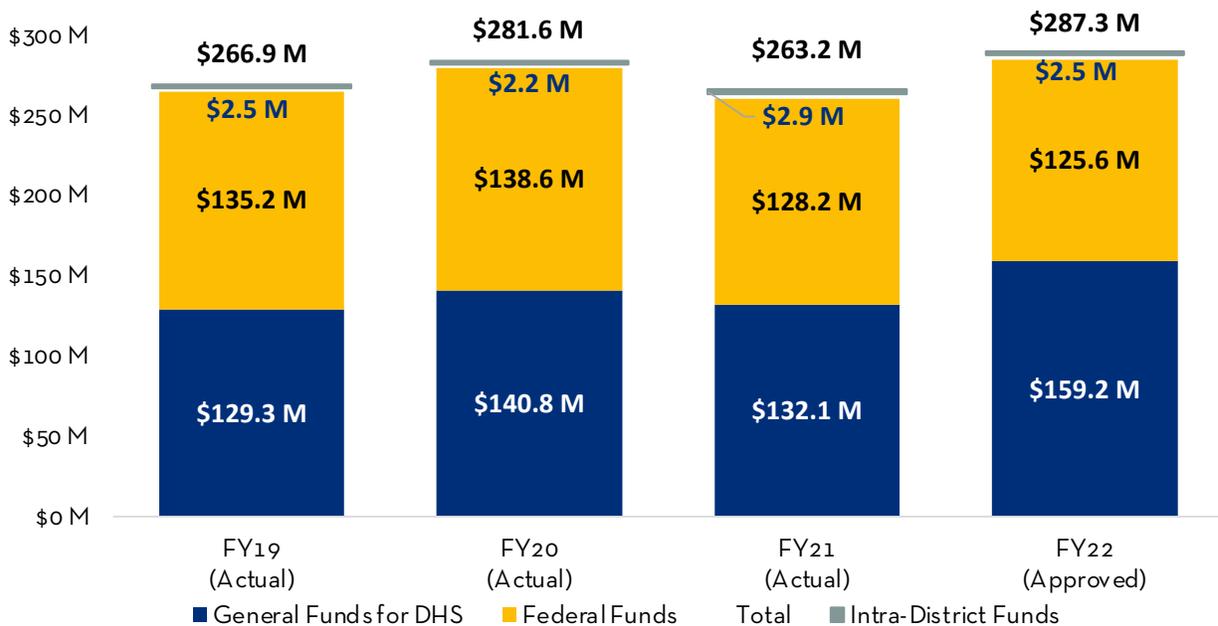
TANF is a block grant awarded by the Administration of Children and Families (ACF) within the Department of Health and Human Services (DHHS).

The District has some flexibility to design and operate the TANF program how it sees fit, including how to spend the funds while adhering to the general terms and conditions set forth by the federal regulation. In addition, the District allocates additional local TANF funds to support families who may not meet the federal requirements. The TANF budget includes both federally awarded grants and local funds that cover administrative costs and cash benefits paid to customers.

The ESA also determines eligibility for all medical assistance programs, regulated by the US Center for Medicaid and Medicare Services (CMS) and the District's Department of Health Care Finance (DHCF). Likewise, ESA determines eligibility for Childcare Services, regulated by the District's Office of the State Superintendent of Education (OSSE).

During FY21, the ESA spent \$263.2 million to operate the aforementioned benefit programs. This decrease of \$18.4 million from the total expenditure in FY20 is attributed to a reduction in the needs of certain types of in-person supportive services during the continued public health emergency. However, the spending in FY22 is expected to increase due to increased caseloads and in-person activities per the budget (\$287.3 million).

Figure 22. ESA Expenditure (FY19-FY21) and Budget (FY22) by Funding Source



Note: Amounts may not add to the total due to rounding.

# ESA Budget and Expenditure

Table 12. ESA Expenditure (FY20-FY21) and Budget (FY22) by Program and Service

Program and Service Category	Dollars in thousands		
	FY20 (Actual)	FY21 (Actual)	FY22 (Approved)
TANF Benefit Issuance	\$98,242	\$101,339	\$110,340
TANF Support Services (Housing, referrals, home visits, etc.)	\$24,441	\$1,070	\$1,445
TANF Case Management	\$18,355	\$19,611	\$24,917
TANF Job Opportunity and Training	\$25,942	\$24,254	\$28,449
Interim Disability Assistance (IDA) Benefit Issuance	\$3,686	\$2,284	\$3,345
Local Supplemental SNAP (LSS) Benefit Issuance	\$1,400	\$1,497	\$1,155
General Assistance for Children (GC) Benefit Issuance	\$704	\$640	\$725
Burial Assistance	\$272	\$170	\$438
Eligibility Determination Services	\$68,450	\$75,023	\$74,159
Monitoring and Quality Assurance	\$5,156	\$6,437	\$7,290
Early Education Subsidy Transfer (to OSSE)	\$34,960	\$30,899	\$35,013



FY2020-FY2021 ANNUAL REPORT