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1

An Analysis of Services and Funding for Adult LEP TANF Clients

In April 2005, the Department of Social and Health Services (DSHS) released a report that attempted to address whether adult TANF clients with limited English proficiency (LEP) received similar levels of services from DSHS and the DSHS Economic Services Administration (ESA) compared to adult TANF clients with a greater command of the English language, and if they experienced similar employment outcomes. TANF (Temporary Assistance for Needy Families) provides cash assistance and supportive services to help low-income families with children to achieve economic self-sufficiency.

The analysis was based on adult TANF clients (LEP and non-LEP) who received services in State Fiscal Year 2003 (SFY 03, which covers the period July 1, 2002 through June 30, 2003).

A subsequent review of the information in the April 2005 report revealed some shortcomings in the data and data sources used to analyze available services and funding for adult LEP and non LEP TANF clients. The earlier report also raised concerns by some readers about the information on funding and services for WorkFirst – Washington State's welfare-to-work TANF program.

This report is a revision of the April 2005 report, but remains based on available administrative data for SFY 03. Changes from the April 2005 version include:

- Improved financial information
- Additional details on WorkFirst dollars, including funded services and data sources
- Enhanced client characteristics, including educational attainment
- More detailed information on employment outcomes

Key Findings

- The data that is available for SFY 03 suggests that TANF adults who are limited English proficient (LEP) receive a comparable amount of DSHS and ESA services compared with TANF adults who are not.
- Basically, it appears TANF adults who are LEP receive services and funding at a level that is proportionate to their representation in the service population 10.9 percent for DSHS as a whole and within the Economic Services Administration (ESA).
- Employment outcomes (adjusted for age and gender) indicate that while LEP clients have more annual average earnings and greater hours of work, they make on average, \$1 less per hour than non-LEP clients.





Study Scope

Serving TANF Families with Limited English Proficiency

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This report provides the following information on LEP and non-LEP TANF clients:

- Population Comparisons
- Employment Outcomes
- DSHS Spending Levels
- DSHS Economic Service Administration (ESA) Service Usage and Expenditures
- WorkFirst Participation and Activities
- Numbers Served by Other WorkFirst Partner Agencies
- Participation in Job Search within the LEP Pathway

The following areas fall beyond the scope of this study and are not addressed:

- Adequacy and availability of services (e.g., access)
- Need for specific services among population groups
- Appropriateness of service referrals or service mix
- Evaluation of employment and training services mainstream WorkFirst versus the LEP Pathway
- Level of service and funding needed to move clients toward successful self-sufficiency
- Use of services by funding stream TANF versus Office of Refugee Resettlement (ORR) funds

Over time, some of these issues may be addressed as new data become available. Other issues do not lend themselves readily to administrative data. In doing this analysis, there were the following data limitations:

- Client-level costs for the State Board of Community and Technical Colleges (SBCTC) were not available. The Department of Community, Trade and Economic Development (DCTED) service data was available for only part of the year.
- Some information is available for each client who reached one or more paypoints through the LEP Pathway but there
 is no data on clients enrolled in the Pathway who did not reach a paypoint.
- The data system (MAPPER) for Refugee and Immigrant Assistance programs and services does not provide the level
 of detail needed to analyze service usage by funding stream (TANF vs. ORR funding).



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 - 8 Employment Outcomes
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- 10 DSHS Economic Services Administration: Spending for LEP Compared to Non-LEP TANF Clients
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DSHS administrative data used for this report relies primarily on the DSHS Client Services Database (CSDB). This source shows receipt of dollars in broad service categories within the department. This process is consistent with other DSHS projects using DSHS Client Counts and Service Costs.

CSDB compiles client service and expenditures records from more than 20 of the agency's client record and payment systems. Differences in the way the systems record services and client names are resolved so each person is matched to all the services they receive and no one is counted as more than one person. Client counts and costs for benefits or services provided directly to individual clients are presented by fiscal year.

After clients and services were identified using CSDB, more detailed data was obtained from other sources when necessary and available. The ACES (Automated Client Eligibility System) system was used to provide the information needed to separate the TANF caseload into LEP and non-LEP groups. Some of the demographic information comes from ACES and derivative databases.

ACES is the Economic Services Administration's primary eligibility determination and payment system that supports the delivery of cash, food and medical benefits to over 800,000 people each month. It also collects caseload and expenditures data needed for program monitoring and reporting.

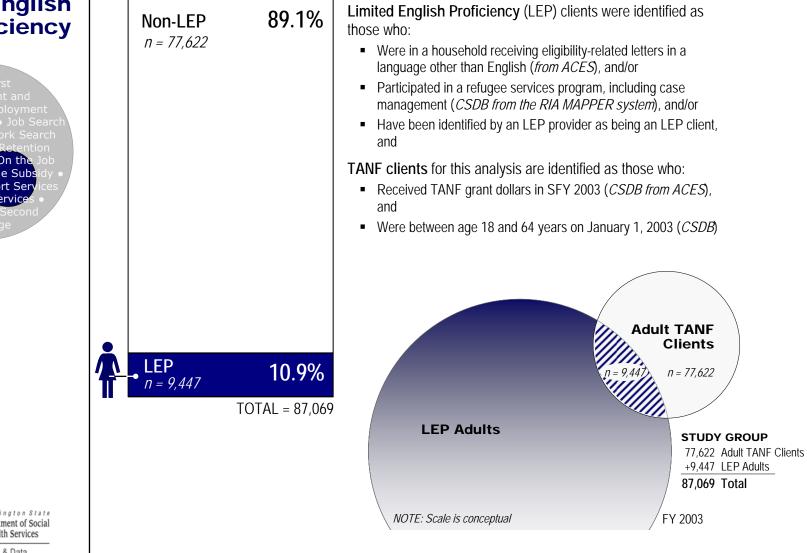
The WorkFirst service data with the exception of SBCTC comes from the **eJAS system** which is ESA's automated case management and service tracking system for WorkFirst. WorkFirst budget and accounting information came from the Department's financial reporting system. Employment outcomes were obtained by accessing the Employment Security Department's **UI Wage File**.



Defining the Study Population: Adult TANF|LEP Clients

STATE FISCAL YEAR 2003

Adult TANF Clients



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THESE GROUPS ARE DIFFERENT

As a group, LEP TANF clients were more likely than non-LEP TANF clients to be:

Male (36 compared to 25 percent)
Over 50 (10 compared to 2 percent)
Married (61 compared to 21 percent)

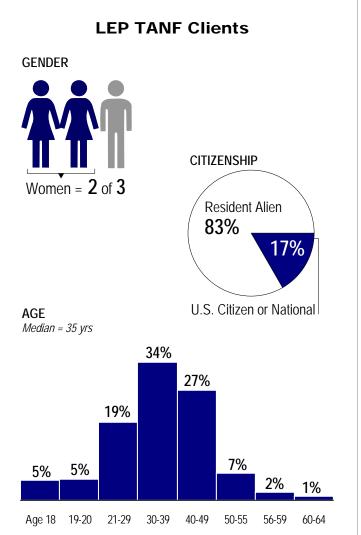
Have more children (2.8 compared to 1.8 children)

 Formally educated (61 percent with high school or more compared to 32 percent)



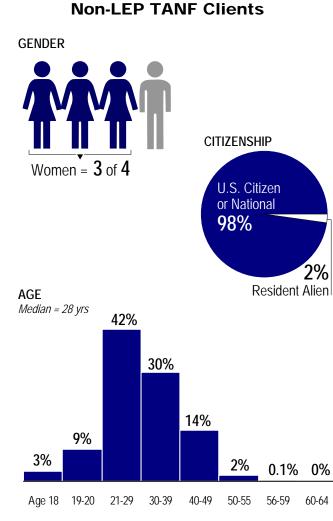
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Population Comparisons

TANF stay SFY 2003 = 6.8 months average Children in family = 2.8 average Age of children = 8.7 average



TANF stay SFY 2003 = 5.8 months average Children in family = 1.8 average Age of children = 6.9 average

MAY 2006

Population Comparisons, continued

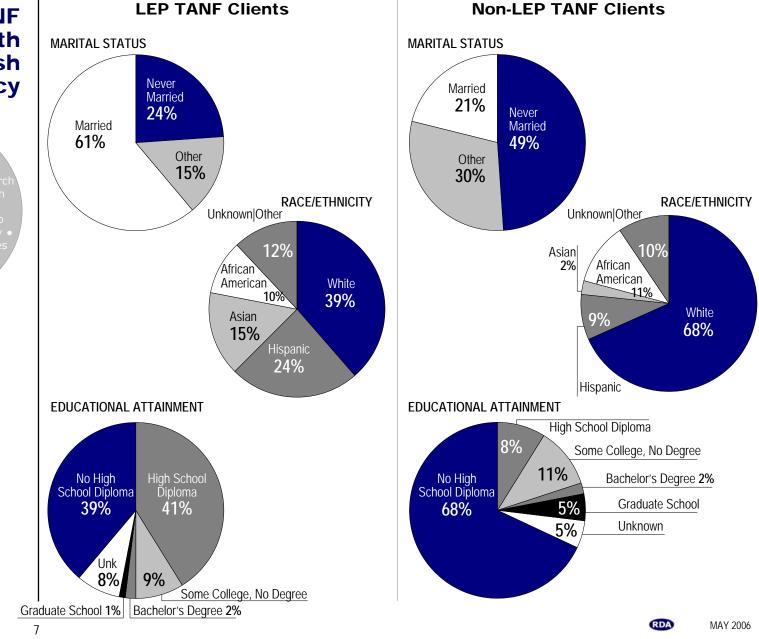
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Department of Social & Health Services

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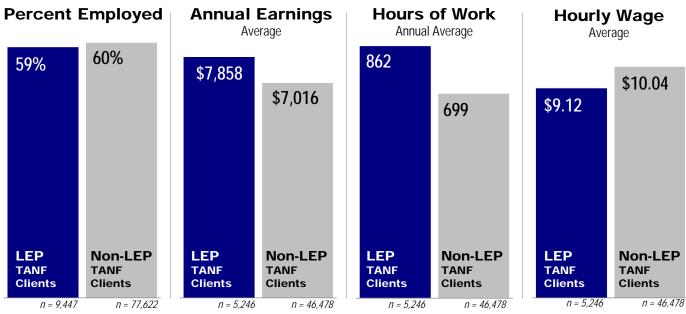


Employment Outcomes

For the Period January through December 2004*

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NOTE: Client SSNs were matched against the Employment Security Department UI wage files based on quarterly observations for calendar year 2003. *LEP values are adjusted to match the age and gender characteristics of non-LEP clients.

Employment Detail

Unadjusted and Adjusted Employment Measures for Fiscal Year 2003 TANF Clients

The charts above show "adjusted" percent employed, annual earnings, annual hours of work, and average hourly wage. The adjustments were done using standard methods for measures of this type. Essentially, the adjustments account for differences between the groups, when these differences have significant correlations with the employment measures. In this case, and as shown on page 7, the LEP group has a larger percentage of male clients and is significantly older than the non-LEP group. Males overall have higher hours of work and higher wages than females. And overall, older clients earn more than younger clients. The adjustment process is a statistical procedure that makes the groups equivalent in terms of gender and age. For completeness, and at the request of the community, the raw, unadjusted, values for these measures are provided below.

| | Unadjusted – RAW | | | Adjusted | Difference |
|---|------------------|---------|---------|----------|-------------|
| | LEP | Non-LEP | LEP | Non-LEP | |
| Number in Group | 9,447 | 77,622 | 9,447 | 77,622 | |
| Number Female | 5,773 | 59,606 | | | |
| Percent Female | 61.1% | 76.8% | | | - 15.7% |
| Average Age | 34.1 | 28.8 | | | 5.3 |
| Number Employed | 5,246 | 46,478 | | | |
| Percent Employed | 55.5% | 59.9% | 58.7% | 59.7% | |
| Average Annual Wage (for those working) | \$8,691 | \$7,016 | \$7,858 | \$7,016 | |
| Average Annual Hours Worked (for those working) | 903 | 699 | 862 | 699 | |
| Average Hourly Wage | \$9.62 | \$10.04 | \$9.12 | \$10.04 | |
| 5 5 5 | | | | | RDA MAY 200 |



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DSHS Spending for LEP and Non-LEP TANF Clients

FISCAL YEAR 2003 Annual Per Person Expenditure

Serving TANF **Families with Limited English Proficiency**

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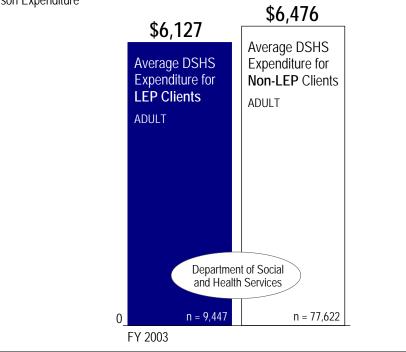
AAS = Aging and Adult Services DASA = Division of Alcohol and Substance Abuse CA = Children's Administration

KEY

- DDS = Developmental Disability Services ESA = Economic Services Administration
- JRA = Juvenile Rehabilitation Administration
- MAA = Medical Assistance Administration
- MHD = Mental Health Division
- DVR = Division of Vocational Rehabilitation



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| | LEF | P TANF Adults | | LEP TANF Adults Non-LEP TANF Adults | | LEP RATIO (% of total | |) (% of total) | |
|-------|--------|---------------|---------|-------------------------------------|---------------|-----------------------|---|----------------|---------|
| | NUMBER | DOLLARS | PER CAP | NUMBER | DOLLARS | PER CAP | | CLIENTS | DOLLARS |
| AAS | 30 | \$288,359 | \$9,612 | 278 | \$1,706,128 | \$6,137 | | 9.7% | 14.5% |
| DASA | 133 | 296,487 | 2,229 | 7,104 | 13,310,554 | 1,874 | | 1.8% | 2.2% |
| CA | 406 | 126,140 | 311 | 14,354 | 6,925,199 | 482 | | 2.8% | 1.8% |
| DDS | 10 | 61,624 | 6,162 | 132 | 719,081 | 5,448 | | 7.0% | 7.9% |
| ESA | 9,447 | 31,020,311 | 3,284 | 77,622 | 213,507,598 | 2,754 | | 10.9% | 12.7% |
| JRA | 10 | 144,007 | 14,401 | 79 | 639,132 | 8,090 | | 11.2% | 18.4% |
| * MAA | 9,075 | 25,283,707 | 2,786 | 76,994 | 251,439,256 | 3,266 | | 10.5% | 9.1% |
| MHD | 426 | 528,539 | 1,241 | 8,698 | 11,412,792 | 1,312 | | 4.7% | 4.4% |
| DVR | 100 | 135,683 | 1,357 | 2,122 | 3,005,700 | 1,416 | | 4.5% | 4.3% |
| DSHS | 9,447 | \$57,884,857 | 6,127 | 77,622 | \$502,665,440 | 6,476 | 1 | 10.9% | 10.3% |

* MAA cost differences between LEP and non-LEP client are due in part to the age and gender differences between the two populations. Most LEP and non-LEP TANF clients obtain their medical care through the department's Healthy Options (HO) managed care program. Age/gender affects the risk-adjusted capitation payments to HP plans. A preliminary analysis of other medical and dental services not covered under managed care indicates the LEP access care at a greater rate than their non-LEP counterparts.

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DSHS DETAIL

DSHS Economic Services Administration: Spending for LEP Compared to Non-LEP TANF Clients

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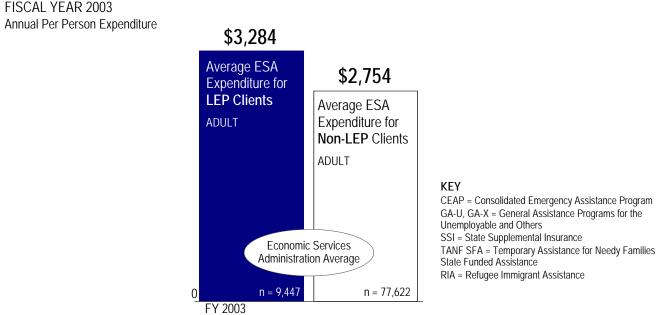
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AN OBSERVATION

Regarding the differential between the TANF SFA per capita grant for LEP TANF clients and non-LEP TANF clients, at right:

The difference is explained by family size. The average family size for LEP households is 4.0 members, compared to 2.8 for non-LEP households. (The TANF grant formula increases family payments at incremental levels rather than by fixed amounts per member.)

If using an average "Assistance Unit" calculation, the experience is more clear. LEP households receive an average grant payment of \$514, compared to \$447 for non-LEP households.



ESA DETAIL

| | LEP | TANF Adults | 5 | Non- | LEP TANF Ad | ults | LEP RATIO |) (% of total) | |
|-------------------|--------|--------------|---------|--------|---------------|---------|-----------|-----------------------|--|
| | NUMBER | DOLLARS | PER CAP | NUMBER | DOLLARS | PER CAP | CLIENTS | DOLLARS | |
| Basic Food | 9,220 | \$6,327,778 | \$686 | 74,265 | \$52,084,451 | \$701 | 11.0% | 10.8% | |
| CEAP | 17 | 2,325 | 137 | 38 | 6,110 | 161 | 30.9% | 27.6% | |
| * Diversion | 58 | 19,102 | 329 | 1,370 | 574,941 | 420 | 4.1% | 3.2% | |
| GA-U, GA-X | 42 | 57,053 | 1,358 | 1,302 | 1,906,090 | 1,464 | 3.1% | 2.9% | |
| Refugee Grants | 42 | 45,736 | 1,089 | 2 | 117 | 59 | 95.5% | 99.7% | |
| SSI | 23 | 9,270 | 403 | 189 | 99,570 | 527 | 10.8% | 8.5% | |
| * TANF SFA Grants | 9,447 | 8,753,797 | 926 | 77,622 | 75,618,743 | 974 | 10.9% | 10.4% | |
| * WorkFirst | 8,753 | 6,853,728 | 783 | 72,494 | 48,338,655 | 667 | 10.8% | 12.4% | |
| * Child Care | 1,512 | 2,230,784 | 1,475 | 23,626 | 34,836,341 | 1,474 | 6.0% | 6.0% | |
| ** RIA Service | 3,973 | 6,720,738 | 1,692 | 49 | 42,580 | 869 | 98.8% | 99.4% | |
| TOTAL ESA | 9,447 | \$31,020,311 | 3,284 | 77,622 | \$213,507,598 | 2,751 | 10.9% | 12.7% | |

* These programs funded with TANF dollars. In the case of Child Care, the funding is a mix of TANF and other funds.

** Blend of TANF and federal Office of Refugee Resettlement funding.

SOURCE: eJAS and ESA budget.

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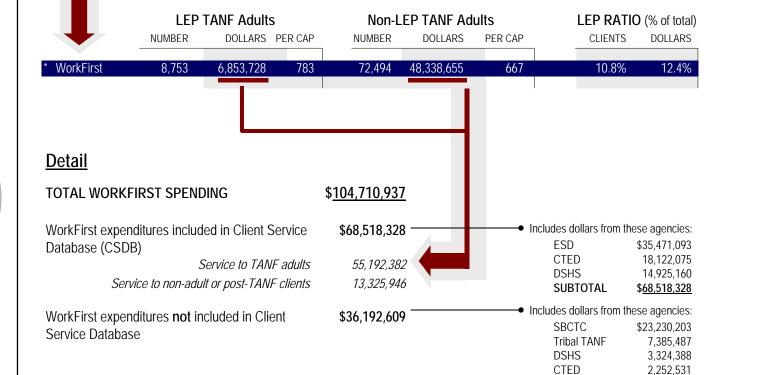


WorkFirst Spending Detail

From previous page

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\$36,192,609

SUBTOTAL

Use of WorkFirst Services

Serving TANF Families with Limited English Proficiency

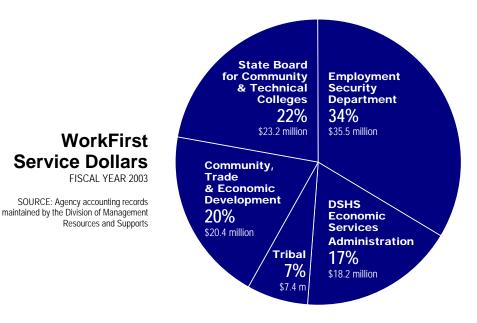
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RDA Research & Data Analysis Division The data presented so far in this report suggests that the TANF adults who are limited English proficient (LEP) receive a comparable amount of DSHS and ESA dollars and service compared with TANF adults who are not.

The report now looks at participation by TANF LEP and non-LEP adults in WorkFirst, including the types of WorkFirst activities they were involved in during SFY 03. Due to data limitations, however, we cannot provide a complete picture of their participation in all of the various WorkFirst activities and programs available through the WorkFirst Partner Agencies. This also makes comparisons between the LEP Pathway – the employment and training program for LEP clients – and mainstream WorkFirst – difficult.

Sources for the information presented on the following pages are WorkFirst budget and accounting information from the Department's financial reporting system, the ESA eJAS system, and analyses and descriptions provided by the WorkFirst Partner Agencies. Since actual, per capita, expenditures for the programs shown on the following pages are not available for analysis, this information is meant to be illustrative rather than conclusive. It is an attempt to provide some data about how the TANF LEP clients participate in these programs.





Department of Social and Health Services | ESA

FISCAL YEAR 2003

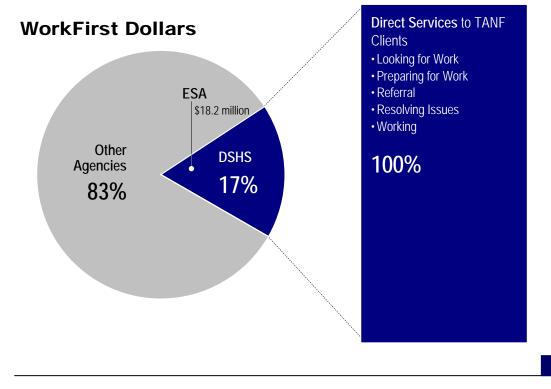
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WorkFirst Participation

| | LEP TAN | F Clients | Non-LEP TAN | IF Clients |
|---|---------|-----------|-------------|------------|
| See next page for detailed definitions of the following categories | NUMBER | PERCENT | NUMBER | PERCENT |
| Looking for Work | 5,415 | 10.8% | 44,928 | 89.2% |
| Preparing for Work | 4,528 | 25.1% | 13,501 | 74.9% |
| Referral | 1,801 | 7.8% | 21,342 | 92.2% |
| Resolving Issues | 3,242 | 5.8% | 52,780 | 94.2% |
| Working | 4,213 | 11.0% | 33,952 | 89.0% |



DSHS DETAIL

Department of Social and Health Services | ESA, detail

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Working

Community Jobs

Full-Time Employment

Part-Time Employment

Detailed definitions of WorkFirst categories from previous page

Looking For Work

Job Search Pre-Employment Training

Preparing For Work

Basic Education English as a Second Language GED – General Educational Development Diploma High School High Wage/High Demand Jobs Skills Training On-the-Job Training Vocational Education Vocational Education Vocational Unapproved Work Experience Structured Community Service

Referral

Referred to Community and Technical College Referral to Community Jobs Provider Referral to Other Service Provider Referral to Tribal Services Referral for Pre Employment or High Wage High Demand Assessment Substance Abuse Referral

Resolving Issues

Caring for a Child of a WorkFirst Participant Job Search Preparation Teen Parent Barrier Removal Pursuing SSI or L&I or VA or Other Benefit Caring for a Child or Incapacitated Adult Division of Vocational Rehabilitation or Division of Developmental Disabilities Plan Involves Other Non-Work Alcohol/Substance Abuse Treatment Family Violence Intervention Mental Health Services Resolution of Homelessness Learning Disability Services Temporary Physical Incapacity, Medical Treatment Caring for a Special Needs Child Parenting Skills, Nutrition Classes, and Family Planning for Pregnant Clients



MAY 2006

10 Most Used WorkFirst Activities (components)

FISCAL YEAR 2003

| LEP Clients | Number of Clients | LEP Clients with Code |
|---|-------------------|-----------------------|
| Job Search | 5,335 | 10.7% |
| English as a Second Language | 3,303 | 96.6% |
| Full-Time Employment | 2,590 | 11.7% |
| Part-Time Employment | 2,043 | 10.5% |
| Referral to Other Service Provider | 1,474 | 9.4% |
| Retention Services | 1,396 | 51.0% |
| Temporary Physical Incapacity, Medical Treatment | 1,269 | 8.1% |
| Job Search Preparation | 887 | 2.8% |
| Pregnancy-to-Employment | 712 | 7.2% |
| Parenting Skills, Nutrition Classes, and Family Planning for Pregnant Client | 661 | 5.2% |

| Non-LEP Clients | Number of Clients | Non-LEP Clients with Code |
|---|-------------------|---------------------------|
| Job Search | 44,453 | 89.3% |
| Job Search Preparation | 31,145 | 97.2% |
| Full-Time Employment | 19,521 | 88.3% |
| Part-Time Employment | 17,481 | 89.5% |
| Temporary Physical Incapacity, Medical Treatment | 14,308 | 91.9% |
| Referral to Other Service Provider | 14,209 | 90.6% |
| Parenting Skills, Nutrition Classes, and Family Planning for Pregnant Client | 12,139 | 94.8% |
| Pregnancy-to-Employment | 9,170 | 92.8% |
| Post Employment (WPLEX) | 8,735 | 94.5% |
| Resolution of Homelessness | 5,358 | 94.4% |

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State Board for Community and Technical Colleges

FISCAL YEAR 2003

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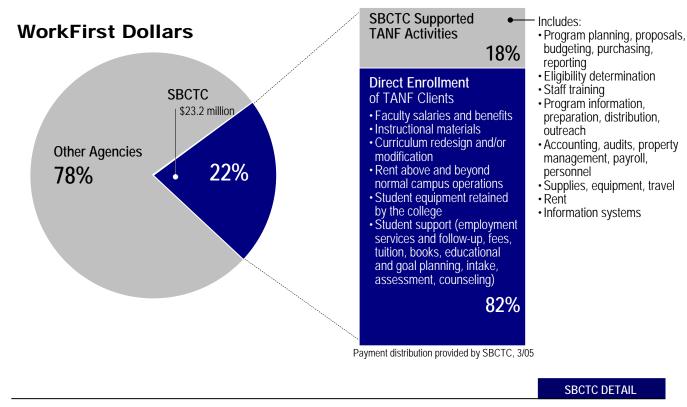
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SOURCE: Analytic run by SBCTC based on the list of SSNs used for the current analysis. The counts include TANF clients that were served at community colleges and paid for with TANF block grant dollars.

ESL = English as a Second Language



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Clients

The TANF block grant to SBCTC serves both TANF and other low-income persons. Data were obtained through a data match with SBCTC. TANF client counts are shown here.

| | LEP TAN | - Clients | Non-LEP TAN | IF Clients |
|-----------------------------|---------|-----------|-------------|------------|
| | NUMBER | PERCENT | NUMBER | PERCENT |
| TANF Clients Served in 2003 | 765 | 9.2% | 7,580 | 90.8% |

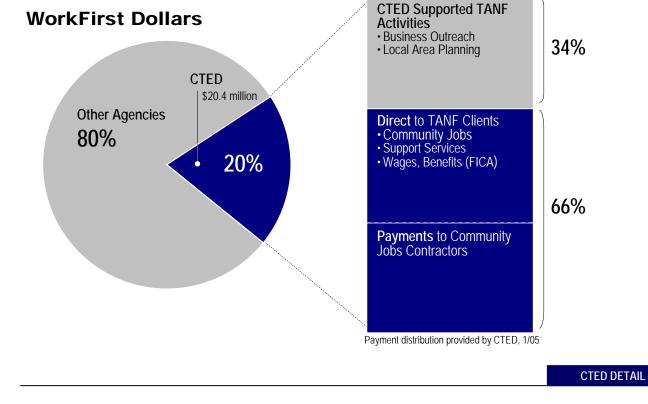


Community, Trade and Economic Development

FISCAL YEAR 2003

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Community Jobs - Number and Percent Referred

CTED operated the Community Jobs program throughout 2003; however, data for this program was recorded in eJAS for only part of that year. The eJAS data is shown here.

| | LEP TAP | NF Clients | Non-LEP TAN | F Clients |
|----------------|---------|------------|-------------|-----------|
| | NUMBER | PERCENT | NUMBER | PERCENT |
| Community Jobs | 423 | 8.0% | 4,955 | 92.0% |



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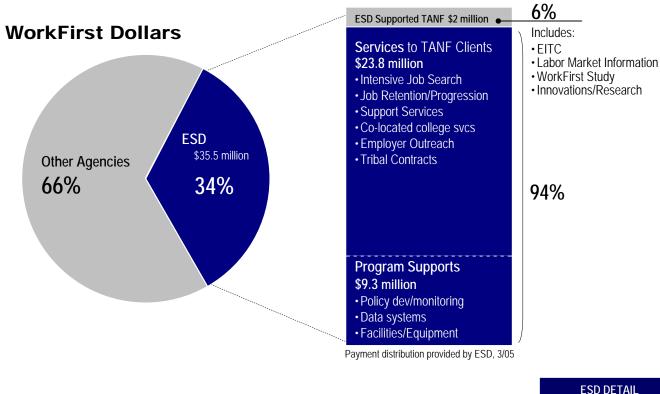
Employment Security Department

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Employment Track - Number and Percent Referred

Includes TANF adults receiving job search Employment Services from ESD. Specific information on services provided by the Employment Security Department (ESD) to WorkFirst clients are recorded in the eJAS system as Job Search. The interaction between DSHS and ESD is managed by a process of 'referrals' between the agencies. The clients who were referred for and received Job Search assistance from ESD are shown in the table below. Clients referred to LEP Pathway services instead of mainstream (ESD) Job Search are shown on the next page. DSHS does not provide Job Search Services itself, it instead refers clients to ESD or the Pathway providers.

| | LEP TAN | IF Clients | Non-LEP TAN | F Clients |
|-------------|---------|------------|-------------|-----------|
| | NUMBER | PERCENT | NUMBER | PERCENT |
| Job Search* | 988 | 2.2% | 43,945 | 97.8% |

* Does not include contracted employment services provided by Tribes, the LEP Pathway, and ESD LEP contracted services.



MAY 2006

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The LEP Pathway

FISCAL YEAR 2003

About the LEP Pathway

The LEP Pathway is funded with both federal Office of Refugee Resettlement and TANF dollars. The Pathway provides specialized services to refugees and WorkFirst participants with limited English proficiency. These services are aimed at increasing participants' employability and income and include: employment, English-as-a-Second-Language (ESL), job skills training, support services, job placement assistance, and wage progression and other WorkFirst services. Key features are the provision of services in the client's first language and an understanding of the client's cultural background; ESL training bundled with work or work activities; and specialized employment placement.

Pathway Administration and Dollars

LEP Pathway policies are maintained by DSHS' Refugee and Immigrant Assistance (RIA) staff within the Economic Services Administration. Refugee and Immigrant Assistance also administers client-service contracts with community agencies for LEP Pathway and refugee resettlement services; conducts training, program monitoring, and review; prepares statistical reports and performance measures for the LEP Pathway; and serves as a liaison with partner agencies and programs. In SFY 03 ESA spent \$6.7 million on the LEP Pathway. Of this, \$1.2 million were TANF dollars.

PATHWAY DETAIL

Employment Track - Number and Percent Referred

Data for the pathway is located in two distinct data systems. "Paypoint" information is included in the RIA data system and service referrals are located in eJAS. Service information in the RIA system could have provided some information for clients when their contracted service providers reached a 'paypoint' or service completion milestone. However, much of the work done by the providers (prior to paypoints) is unreported there. In addition providers may not always report some paypoints, realizing that they may have received maximum funded reimbursement even without these. Therefore services provided through the pathway are reported here from the perspective of the eJAS system, not from the RIA system itself. During 2003, WorkFirst services provided in the Pathway were best found in eJAS by pairing them with 'indicator components' LP (LEP Pathway) and ES (English as a Second Language). The number of persons who received TANF funded Job Search services and who also had one or more of the 'indicator' codes are shown in the table below.

| | LEP TAN | F Clients | Non-LEP TA | NF Clients |
|------------|---------|-----------|------------|------------|
| | NUMBER | PERCENT | NUMBER | PERCENT |
| Job Search | 4,347 | 95.3% | 216 | 4.7% |



WorkFirst Employment and Training • Employment Related Training • Job Search Workshops • Work Search Support • Job Retention Investments • On the Job Training and Wage Subsidy • WorkFirst Support Services • Intensive Services • English as a Second Language



RDA Research & Data Analysis Division

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CLIENT SERVICES DATABASE

The Client Services Database (CSDB) is a collection of client, service and expenditure data from all DSHS programs. It supplements data directly available from the program areas by organizing the information and "connecting up" the clients from the programs. Using this, DSHS can understand how the different programs share clients and provide multiple services to individual clients. The client and expenditure data in CSDB comes from about 20 different systems. Expenditure data is obtained at the individual client/service level to the extent possible, however in some cases (when the systems do not maintain client level expenditures) averages for groups of clients need to be used. The data used in this report cover all of State Fiscal Year 2003 (July 2002 through June 2003).

ACES CARD DATA

Data showing services provided to ESA clients, including eJAS component codes, were obtained from multiple data extracts run at various times between November 2003 and September 2004. Client and service data were obtained from CSDB. ACES data was used for population characteristics and to identify LEP clients.

ESD – UNEMPLOYMENT INSURANCE WAGE FILES

The Social Security numbers for the DSHS client records were matched to the UI Wage files to obtain covered employment, wages and hours worked each quarter. These files do not include time spent working in ones own business, or as a contractor, or any other employment where the employer does not pay unemployment insurance for the employee.

This analysis assumes services are comparable when:

| | TOTAL \$ for Non-LEP Clients |
|-----|------------------------------|
| = | # of Non-LEP Clients |
| AND | |
| _ | TANF \$ for Non-LEP Clients |
| - = | # of Non-LEP Clients |
| | - = AND - = |

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