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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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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.

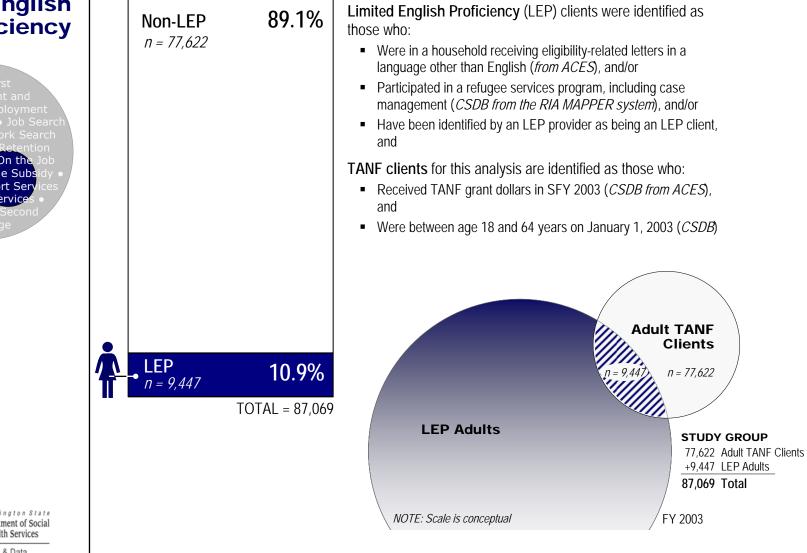
The WorkFirst service data with the exception of SBCTC comes from the **eJAS system** which is ESA's automated case management and service tracking system for WorkFirst. WorkFirst budget and accounting information came from the Department's financial reporting system. Employment outcomes were obtained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

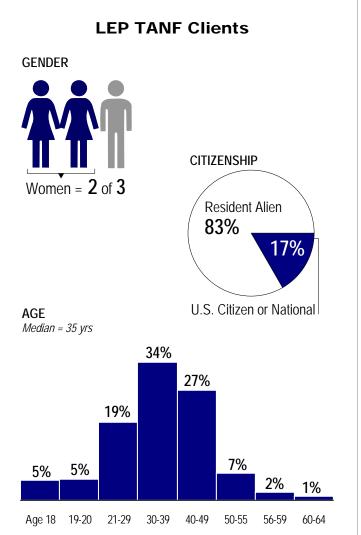
Have more children (2.8 compared to 1.8 children)

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



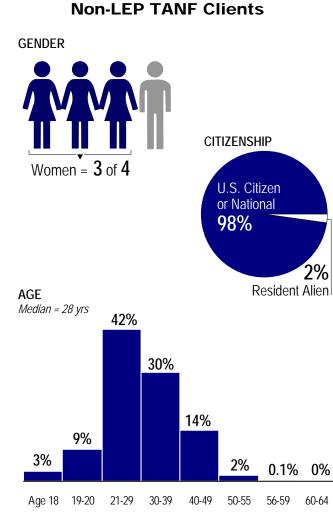
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Population Comparisons

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

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Population Comparisons, continued

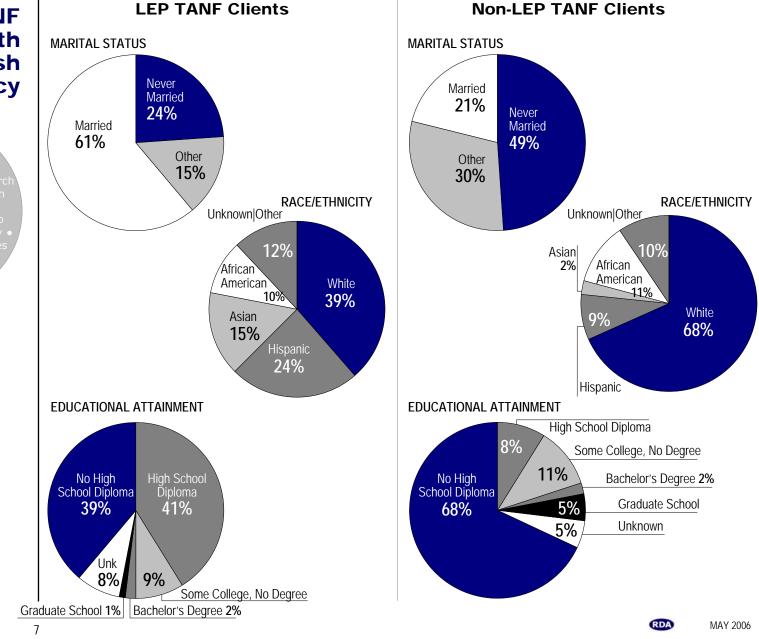
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Department of Social & Health Services

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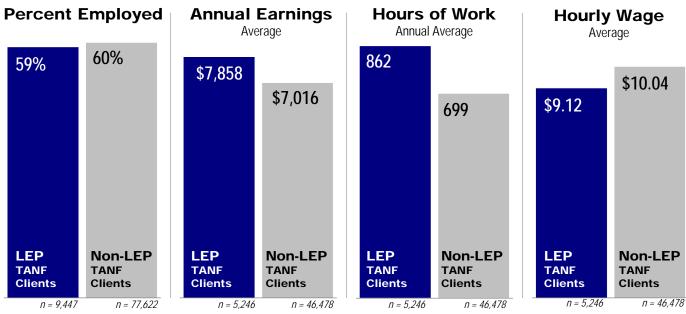


Employment Outcomes

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	
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DSHS Spending for LEP and Non-LEP TANF Clients

FISCAL YEAR 2003 Annual Per Person Expenditure

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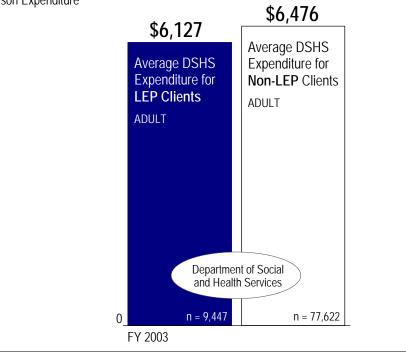
AAS = Aging and Adult Services DASA = Division of Alcohol and Substance Abuse CA = Children's Administration

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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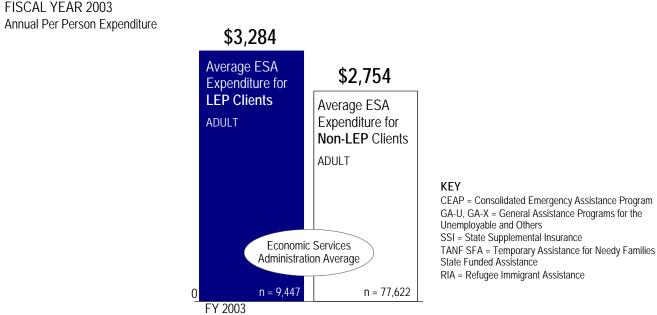
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AN OBSERVATION

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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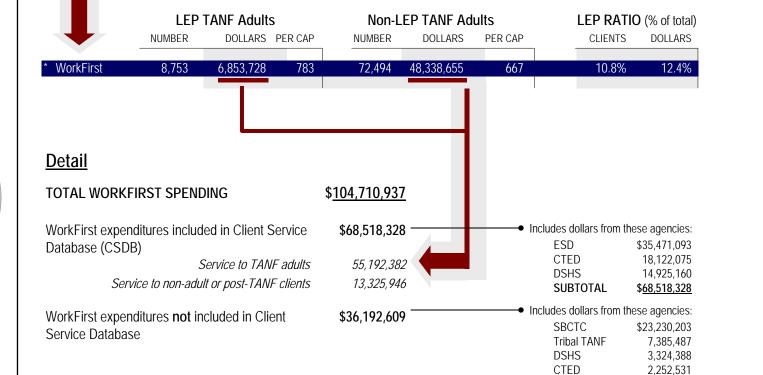


WorkFirst Spending Detail

From previous page

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\$36,192,609

SUBTOTAL

Use of WorkFirst Services

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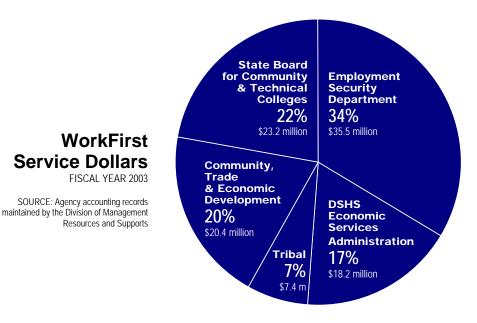
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RDA Research & Data Analysis Division The data presented so far in this report suggests that the TANF adults who are limited English proficient (LEP) receive a comparable amount of DSHS and ESA dollars and service compared with TANF adults who are 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

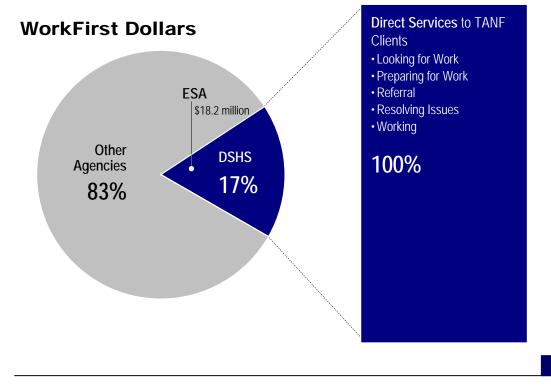
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WorkFirst Participation

	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

FISCAL YEAR 2003

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Washington State Department of Social & Health Services

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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



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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

Serving TANF Families with Limited English Proficiency

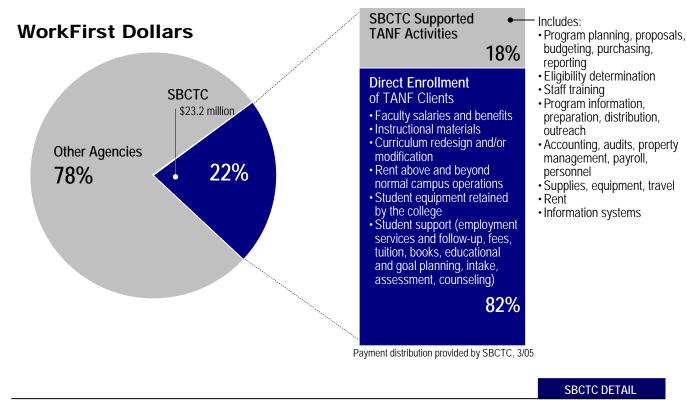
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SOURCE: Analytic run by SBCTC based on the list of SSNs used for the current analysis. The counts include TANF clients that were served at community colleges and paid for with TANF block grant dollars.

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%

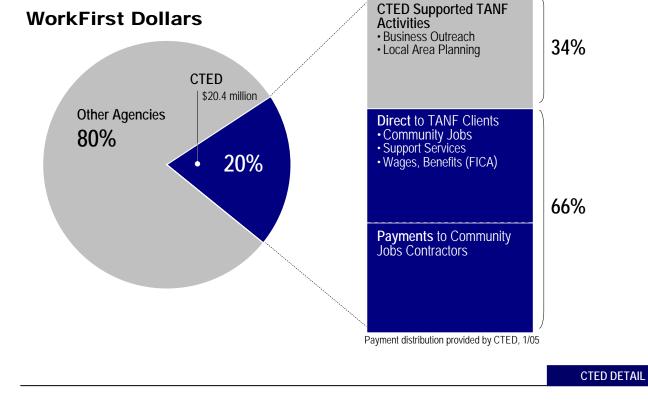


Community, Trade and Economic Development

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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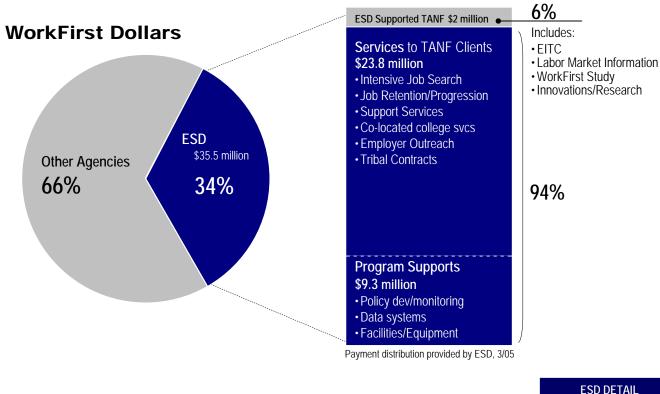
Employment Security Department

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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

🖌 On the Wage Subs pport Serv Service





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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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