



DEPARTMENT OF ECONOMIC SECURITY

Your Partner For A Stronger Arizona

State Fiscal Year 2010 Annual Welfare Reform Report

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I. INTRODUCTION

The Department of Economic Security (DES) is pleased to report on the status of implementation of services and supports to help individuals and families achieve economic mobility and stability. This report is in compliance with Laws 1997, Chapter 300, Section 76:

By September 1 of each year, the department of economic security shall submit a report to the president of the senate, speaker of the house of representatives and governor regarding welfare reform implementation. The report shall include information on outcome measures such as length of employment, amount of earned income, hourly wage, hours worked per week, total family income, health coverage, use of child care, issues concerning welfare reform in rural areas, housing, number of out-of-wedlock births, length of deferral for victims of domestic violence, level of participation in job training, education for the transition to self-sufficiency and number of substantiated cases of child abuse and neglect. The information shall be for the most current year and the previous year and shall be compiled in a manner and form that allow an assessment of the effectiveness of welfare reform in this state, including areas in which temporary assistance for needy families is being operated by the Arizona works agency pursuant to title 46, chapter 2, article 9, Arizona Revised Statutes, as added by this act.

II. DEPARTMENT OVERVIEW

The Arizona State Legislature established the Department of Economic Security (DES) in 1972 by consolidating the authority, power, and duties of five separate state agencies, followed by a sixth in 1974 (A.R.S. § 41-1954). The intent of the 1972 legislation and subsequent amendments was to provide an integrated approach to human services.

The DES Vision is that *every child, adult and family in the State of Arizona will be safe and economically secure.*

The Department strives to achieve this through its Mission to *promote the safety, well-being and self-sufficiency of children, adults and families.*

There are five core values that form the basis for the work that DES does in the fulfillment of its mission: collaboration, accountability, innovation, diversity, and respect. These values serve several purposes and are applied in the daily work across DES.

The mission of DES is best achieved through the holistic delivery of human services across programs. The Department's 9,000-plus employees in more than 50 programs and services work together to help many of Arizona's vulnerable citizens, including low-income working families, abused and neglected children, individuals with developmental

disabilities, the elderly, victims of domestic violence, and those seeking basic supports (food, utility, and shelter). These programs and services are delivered through DES offices and staff statewide, and also through a network of contracted community-based providers. DES works collaboratively with the communities it serves, local and national advocacy organizations, other state agencies, the federal agencies that oversee the DES programs, the courts, and Native American tribes in the delivery of services to the citizens of Arizona.

The Department provides services to more than one million Arizonans every year. Together, the Department's programs impact the safety, well-being, and self-sufficiency of Arizona's children, adults, and families. Within the Department of Economic Security, the Temporary Assistance for Needy Families (TANF) grant is integral to helping families gain the skills they need to remove barriers that currently prevent them from becoming self-sufficient and permanently escaping the hardships of poverty.

While some situations warrant more intensive and longer-term involvement between DES and families due to multiple barriers to self-sufficiency, the Department's primary focus is to provide short-term, less intrusive services and supports that help the individual or family succeed.

One example of the Department's efforts to provide supports for achieving long-term self-sufficiency is the provision of temporary financial help to needy families through the Cash Assistance program. This program is aimed at guiding the most needy families caring for children toward employment and safe, stable living situations.

III. OVERVIEW AND SCOPE OF ARIZONA'S TEMPORARY ASSISTANCE FOR NEEDY FAMILIES GRANT

The Arizona Department of Economic Security is responsible for the administration of Arizona's state-operated Temporary Assistance for Needy Families (TANF) grant in accordance with Title IV-A of the Social Security Act as amended by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 and reauthorized in February 2006 under the Deficit Reduction Act of 2005. DES is the designated State Title IV-A agency. TANF funds, combined with state general funds, are used to administer many of the programs highlighted in this report.

Within the organizational structure of DES, the following programs work in concert to assist families as they move from dependence on federal and state assistance programs toward economic self-sufficiency:

- Division of Benefits and Medical Eligibility (DBME): Responsible for the administration of family assistance programs including the Cash Assistance program.

- Division of Employment and Rehabilitation Services (DERS): Responsible for the administration of the Jobs program under TANF, and for the administration of child care subsidies.
- Division of Child Support Enforcement (DCSE): Responsible for the administration of child support enforcement activities.
- Division of Children, Youth and Families (DCYF): Responsible for child protective services, foster care and adoption services, kinship care, and family preservation and family support programs. DCYF also administers TANF-funded services.
- Division of Aging and Adult Services (DAAS): Responsible for coordinating and contracting for crisis services such as utility shut-off and eviction prevention services, and emergency services such as homeless and domestic violence shelters and services. DAAS also delivers the state's Refugee Resettlement Program, as well as services and programs for older Arizonans.

The Family Assistance Administration (FAA) within DBME determines eligibility for the Cash Assistance program based on state laws and rules, federal regulations, and DES policies. Staff in FAA consider the family's income, resources, and other factors to determine eligibility for the Cash Assistance program. FAA refers parents and caregivers to the Jobs program within DERS for participation in work activities and DCSE for child support enforcement services. The Jobs program refers the work eligible individuals mandated to participate in work activities to the Child Care Administration to obtain child care services.

These programs work together to coordinate other supportive services that promote the safety, well-being, and self-sufficiency of children, adults and families. The high level of collaboration and integration present across DES promotes a team effort in delivery of these required services.

IV. FISCAL REDUCTIONS AND STRAMLINING

The economic recession has had a major impact on Arizona, being one of the first states to be hit by the foreclosure crisis. The recession that has resulted in substantial reductions in state revenues is simultaneously fueling a continued demand for the Department's services, creating multiple challenges to meet the growing human services needs of Arizona's residents as more and more individuals and families are forced to request assistance for the first time. Cuts to the Department's budget of over 31 percent from the beginning of fiscal year 2009 through the end of fiscal year 2010 have resulted in steep reductions across the Department's programs and operations. Benefits have been cut, waiting lists have been implemented, programs and contracts have been eliminated, provider rates have been reduced, and the Department and private sector contractor agencies have experienced staff reductions. Additional cuts would have been necessary

had federal stimulus funds not been made available to backfill a portion of the lost General Fund.

Arizona's economic downturn has required the Department to look at all options for streamlining the structure of its offices and administrative staff, the delivery models for its programs and in some cases the services that are delivered. Staff have been asked to continue to pursue opportunities for cost savings including limiting spending and finding more innovative and efficient ways to carry out our core programs.

Plans for program and service expansion that were identified in previous years have been shifted to focus on delivery of the most vital services to Arizona's most vulnerable populations. Additionally, new innovative models are being used to ensure that services are made available to those who need them in the most effective and efficient manner.

V. PROGRAM REDUCTIONS DUE TO BUDGETARY CONSTRAINTS

During state fiscal year 2010, Arizona continued to suffer from an economic recession which resulted in unprecedented declining revenues and in an increase in need for government services for many Arizonans who were out of work, facing foreclosure or other serious financial burdens. Faced with declining revenues and increased demand, the Department made the difficult decisions necessary to stay within its available budget. Below is a description of changes that were implemented which impacted programs highlighted in this report.

Cash Assistance

In March 2009, the Department implemented a 20 percent Cash Assistance benefit payment reduction to all recipient families. This reduction was maintained throughout SFY 2010. This reduction, combined with the operation of an enhanced Department Grant Diversion program for the year contributed to the decreases in program participants reflected in Appendix One. (See Section VI. of this report.)

Pursuant to state law, the Department implemented significant programmatic modifications to the Cash Assistance program. These changes became effective July 1, 2010:

- Imposing an additional time limit for receipt of Cash Assistance in Arizona. Prior to implementation of this change, families with an adult recipient receiving Cash Assistance were subject only to a 60-month lifetime limit of receipt of benefits in any state. This change adds a 36-month lifetime limit of receipt of benefits in Arizona for all Cash Assistance cases, except cases in which cash benefits are provided only for a child who is in the legal custody of DES and placed in unlicensed foster care.
- Limiting assistance to needy families with children. Prior to implementation of this change, families who were caring for relative children were eligible to receive

assistance to care for those children regardless of the relative caretaker's income situation. This change assumes relative caretaker income is equally available to relative children as it is to their own children.

- Defining a needy family as a family that resides in the same home and includes a dependent child, one or more of the dependent child's parents and nonparent relatives of the dependent child and their spouses. To be needy, the family's countable income after application of appropriate disregards cannot exceed 100 percent of the federal poverty level or 130 percent of the federal poverty level, if assistance is requested by a non-parent caretaker relative for only the dependent child.
- Eliminating Cash Assistance benefits for women in their third trimester of pregnancy with no other dependent children. Effective June 16, 2010, only families with an eligible dependent child are potentially eligible for Cash Assistance.

When these changes were implemented on July 1, 2010, 16,126 individuals in 5,796 families who had been receiving assistance became ineligible.

Work Activities

In March 2009, the two organizations contracted to provide employment services to Cash Assistance recipients incurred significant decreases in the funds available to provide services to program participants. As a result of these decreases, significant changes to contract requirements were enacted effective October 1, 2010. These changes resulted in a reduction of employment services to Cash Assistance program participants.

Although the total number of Cash Assistance recipients in SFY 2010 decreased by less than 3 percent, the number of recipients placed in work activities decreased by almost 15 percent. During the same timeframe, the number of recipients who received transportation assistance to enable them to participate in employment-related activities decreased by over 45 percent. Finally, the number of Cash Assistance recipients who were placed in employment decreased by 25 percent from the previous year. The average hourly wage for these placements decreased by \$.10, and health insurance benefits were available in 35 percent fewer placements. Appendix Two and Appendix Three provide highlights of these reductions.

Child Care

In response to budget deficits, the Child Care Administration imposed a waiting list in February 2009 that restricted child care services to only those currently receiving child care assistance and those referred for services as a result of child protective service intervention or to enable the family to engage in work preparation or job search activities. This waiting list remained in effect through SFY 2010. The impact of this waiting list to service delivery is highlighted in Appendix Four.

Child Welfare

Arizona's in-home services for families involved with the child welfare system seek to prevent further child abuse and neglect through provision of services to help stabilize family life and preserve the family unit. Families who benefit from in-home services are often identified by the presence of unresolved problems including existing or imminent child abuse, neglect, or dependency, as well as a home situation that presents actual and potential risk to the physical or emotional well-being of a child. Child welfare staff are able to utilize in-home services to support the delivery of integrated services and other in-home supports.

In-home services, including voluntary services without court involvement and court-ordered in-home intervention, are contracted and are available statewide. Although the actual design of services varies by district, services include parent aides, parenting skills training, counseling, self-help, and contracted case management. Families may also receive referrals for services provided by community resources, other DES programs, or other state agencies, including behavioral health services.

The average monthly number of families receiving in-home services remained relatively stable comparing SFY 2008 at 5,391 to SFY 2009 at 5,287. The average monthly number of families served decreased in SFY 2010 to 4,549, partly as a result of contract reductions imposed due to budget restraints. The last four months of SFY 2010 displayed an increase in in-home services being provided ending in 5,488 for June 2010. These changes in caseload are illustrated in Appendix Five.

Homeless and Emergency Services

Funding for crisis assistance including eviction and utility shut-off prevention, legal assistance, and other special services, had a reduction in available funds of over 16 percent in SFY 2010 while available funds for homeless services dropped by almost 25 percent for the same year. The impact of these reductions creates a negative funding impact for the contracts used to deliver these services. Appendix Six provides a display of how these reductions impacted the number of people served.

VI. PROGRAM DESIGN AND INNOVATION

Following are several of the changes the Department has implemented in order to try to continue to provide services to families while operating within the current budget constraints.

Streamlining the Application Process

The Department is streamlining the eligibility process in the Cash Assistance program to make it more efficient for those who apply. One key component of this streamlining process is the expansion of the use of the online Health-e-Arizona (HEA) application for

the Cash Assistance program, the Supplemental Nutrition Assistance Program (SNAP), and Medicaid, for which the Department determines eligibility. In one year (from May 2009 to May 2010), the use of the HEA application increased from 19 percent of the total applications received to 44 percent. This increase displays a significant enhancement in efficiently receiving and processing applications for various types of assistance. This innovation is particularly useful in rural areas, as identified in Section VII of this report.

In addition to the expansion of automation at the point of application, Department programs are also building Web sites that clients can use to check the status of their cases, their benefit balances, and to read notices from their case managers. Also, use of an Interactive Voice Response (IVR) System is already in place. These innovations ensure that participants have a means to gather information about their cases 24 hours a day without the need to utilize Department staff to gather the information for them.

Expansion and Enhancement of Grant Diversion

In 2007, the Arizona State Legislature adopted a bill, introduced at the request of DES, to allow more families the option to receive Grant Diversion program services as an alternative to the traditional TANF Cash Assistance program. Under the new law, Grant Diversion is first and foremost a program that promotes long-term self-sufficiency through employment. Prior to passing this bill, Arizona's existing Grant Diversion program was limited in its effectiveness because only a small number of people were eligible to apply for the diversion option. Specifically, the candidates for the Grant Diversion program were previously required to already have a job offer pending in order to receive assistance, and the applicant could not have financial need in excess of the potential benefit amount. The new legislation allows applicants with no long-term barriers to employment, who are likely to be employed within 90 days and/or have financial need in excess of the potential cash assistance benefit amount due to short-term expenses (such as eviction prevention costs, car repair, or utility bills), to be eligible for the Grant Diversion program. This legislation opened up eligibility for the Grant Diversion program to a much larger pool of potential candidates. The legislation also gave DES authorization to provide Grant Diversion program recipients employment services and short-term support service funding in excess of the cash assistance benefit amount in order to resolve one-time issues such as those listed above during the 90-day window pending employment.

Originally, following passage of the legislation, there were two units within DES that jointly administered the Grant Diversion program: benefits and medical eligibility was administered separately from the employment case management component. The program focused on screening for potential candidates and strongly marketing the Grant Diversion program during the eligibility process as well as providing employment assistance and other supports for Grant Diversion program clients as they look for work and become employed.

Since initial implementation of the program, the Department, in managing its budget reductions, has streamlined the administration of the Grant Diversion program. The

program is now administered solely by the Division of Benefits and Medical Eligibility. Those applicants who are considering or who choose the Grant Diversion program option are given the opportunity to consult with employment specialists; however, this contact is no longer a program requirement. In Fiscal Year 2010 there were 9,276 grant diversion cases.

Services to the New Time-Limited Population

During the 2010 session, the Arizona Legislature considered and eventually passed a statute to impose a more restrictive Arizona time limit for the receipt of Cash Assistance benefits from 60 months to 36 months. As this legislation was being considered, the Department began shifting resources to assist those who would be directly impacted by the change. The Department, through its two Jobs program contractors, began targeting intensive case management to the population who, upon implementation of the legislation, would potentially lose their cash assistance benefits. Mailers and telephone “auto-dialer” messages were sent to those who would be impacted to let them know of the change. The Department renewed contacts with community partners including city and county governments and private temporary employment agencies in order to maximize the opportunity for employment placement prior to the effective date of the time limit reduction. In addition, this targeted population was offered structured job search and work experience activities.

Both Jobs contractors identified an increase of almost 10 percent in the work participation rate for those Cash Assistance program recipients who have received assistance for 36 months or longer.

VII. SERVICE DELIVERY IN RURAL AREAS

Traditionally, the Department provides eligibility services for some of its programs at itinerant locations in rural communities to assist individuals who lack transportation or have other barriers that prevent them from travelling to a DES office. In addition, the Department has increased the use of electronic applications for those in need of Department services. This is especially useful in rural areas of the state where Department representatives are not available on a daily basis. The Department currently partners with faith-based and community organizations located in rural communities by providing training in the use of the Health-E Arizona electronic application process, which allows these organizations to assist our mutual clients in applying for FAA assistance programs.

Appendix One: Cash Assistance Program

SFY 2010 vs. SFY 2009*

	Total Cash Assistance Cases (Average Month)	Total Cash Assistance Recipients (Average Month)	Total Cash Assistance Payments (Average Month)	Total Cash Assistance Payments (Average Per Case)	Total Cash Assistance Payments (Average Per Recipient)	Total Cash Assistance Payments	Two-Parent Cases	Adult Cash Assistance Cases	Cases with no Adult Included	Average Length of Time on Cash Assistance (Months)	Average Length of Time on Cash Assistance for Adults (Months)
2010	37,779	82,127	\$ 8,054,784	\$ 213.21	\$ 98.08	\$ 96,657,404	1,234	19,101	18,678	22.15	11.44
2009	38,467	83,969	\$ 9,513,873	\$ 247.33	\$ 113.30	\$ 114,166,476	1,322	19,627	18,840	19.05	9.04

	Cash Assistance Cases Closed Due to Sanctions	Minor Parents Ineligible for Cash Assistance (Due to Minor Parent Provisions)	Cash Assistance Benefits Not Issued (Due to unwed minor parent policy)	Number of Cash Assistance Cases with Benefit Cap Children	Payment Accuracy	Number of Cases that Reached the Federal Time Limit
2010	3,666	311	\$ 16,068	8,017	98.2%	1,548
2009	3,792	319	\$ 22,968	8,192	91.8%*	1,811

* Numbers reflect data for the entire state for the full state fiscal year, except as noted.

Appendix Two: Work Activities through the Jobs Program

SFY 2010 vs. SFY 2009

	Cash Assistance Recipients Waiting to be Served as of June 30	Waiting Time (Days) After Becoming Eligible for Cash Assistance	Total Cash Assistance Recipients served by Jobs Program	Total Cash Assistance Recipients Placed in Work Activities through Jobs	Number of Participants Deferred from Participation			
					Reason for Deferral			
					Domestic Violence	Caretaker of a child under age one	Caretaker of a family member in medical need	Temporarily unable to work due to physical or mental impairment
2010	843	2	46,010	24,896	119	2,907	444	2,287
2009	941	4	53,800	33,217	201	5,578	781	3,332

	Unsubsidized Employment			Adult Cash Assistance Cases Closed due to Earned Income	Percent of Total Adult Cash Assistance Cases Closed Due to Earned Income	*Job Retention Rate	Persons Placed in Employment Who Did Not Return to Cash Assistance
	Total Jobs Program Participants Who Found Employment	Average Hourly Wage	Persons Placed in Employment with Health Care Provided				
2010	8,416	\$ 9.21	3,850	8,354	19.0%	45%	85.01%
2009	16,146	\$ 9.31	5,961	10,004	26.8%	26.9%	83.0%

	Participants in Types of Work Activities				Unsubsidized Employment			
	Number of Participants in Job Search / Readiness Activity	Number of Participants in All Work Experience Activity	Number of Participants in Short- Term Work- Related Training Activity	Number of Participants in High School/GED Activity	Administrative / Office Support	Communications	Sales	Services and Agriculture Industry
2010	10,240	9,475	4,725	456	19.3%	.4%	9.8%	63%
2009	16,047	12,346	4,417	407	17.7%	1.0%	13.8%	64.6%

* Because of cost-saving contract changes, job retention, previously tracked for 180 days, beginning in SFY 2010 is now tracked only for 90 days.

Appendix Three: Self-Sufficiency Assistance

SFY 2010 vs. SFY 2009

	Work Related Transportation Assistance	Number of Individuals Who Participated in Vocational Education Activities	Number of Individuals Who Participated in Post Employment Educational Training	Number of Individuals Who Engaged in Postsecondary Education	Number of Individuals Who Had Shelter/Utility Assistance Allowance Paid for by Jobs	Total Fair Labor Standards Act (FLSA) Supplemental Payments Issued	Number of Individuals Who Received FLSA	Number of Individuals Receiving Transitional Medical Services (Avg. Monthly)
2010	9,711	69	0	6	201	\$ 46,230.75	226	40,867
2009	17,901	53	0	11	271	\$ 59,460.72	214	41,469

Appendix Four: Child Care

SFY 2010 vs. SFY 2009

	Total Children Authorized for Subsidized Child Care	Monthly Average of Children Receiving Subsidized Child Care (Monthly)	Total Number of Children Authorized to Receive Transitional Child Care	Monthly Average of Transitional Child Care Caseloads	Child Care Subsidies - Average Reimbursement	Total Amount Expended - Child Care Subsidies (Million)	Total Amount Child Care Co- Payments (Million)	Number of Individuals Who Participated in Employment Preparation Training	Number of New Certified Child Care Homes
2010	34,658	33,583	6,079	5,614	\$ 337.99	\$ 131.2	\$ 9.8	456	248
2009	45,177	45,957	6,947	6,945	\$ 351.34	\$ 202.1	\$ 15.7	264	300

	Number of Child Care Providers Listed on CCR&R Registry	Number of Referrals Received for Child Care Services	Number of Instances When Child Care Services Not Available	Number of Providers Accredited and Eligible for the Enhanced Payment Rates	Approximate Number of Children Per Month Receiving Child Care in Accredited Programs	Child Care Provider Referrals - Number of Calls	Child Care Provider Referrals - Families Served via Internet	Number of Individuals Who Participated in Child Care Provider Training	Number of Child Care Providers Who Received Special Technical Assistance Training
2010	539	14,380	6	209	2,315	8,404	13,893	17,708	423
2009	729	16,745	8	193	3,383	10,841	20,046	22,882	644

Appendix Five: Child Welfare Programs

SFY 2010 vs. SFY 2009

Arizona Families First (AFF) Program			
	Number of Individuals Referred for Screenings for Substance Abuse Treatment	Number of Clients Who Received AFF Services	Average Length of Treatment (Days)
2010*	3,155	3,876	249
2009	3,944	4,845	237

	Child Maltreatment Reports Received	Average Monthly Number of Families Receiving Comprehensive In-home Services	Average Monthly Number of Children Receiving Subsidized Guardianship
2010*	33,838	4,549	2,346
2009	33,183	5,287	2,261

* Numbers are preliminary, as they are based on partial year data.

Appendix Six: TANF-Related Programs and Services

SFY 2010 vs. SFY 2009

	Crisis Assistance				Homeless Emergency Shelter	Domestic Violence Emergency and Transitional Shelter			Legal Services for Domestic Violence Victims		
	Number of Families Who Received a Grant Diversion Payment	Number of Households Participating (Utility Assistance)	Number of Households Participating (Eviction Prevention)	Number of Households Participating (Special Needs)	Number of Persons Receiving Homeless Emergency Shelter Services	Number of Women and Children Receiving Shelter Services (Crisis Shelters)	Number of Women and Children Receiving Shelter Services (Transitional Shelters)	Counseling Hours in Shelter	Number of Victims Receiving Services in Self-Help Clinics	Number of Victims Receiving Services from Attorney or Paralegal	Number of Victims Receiving Services from Lay and Legal Advocates
2010	9,276	228	2,167	5	14,814	9,789	515	148,433	3,040	4,063	1,593
2009	2,952	154	2,776	4	15,175	10,076	485	165,046	1,572	11,195	2,214

	Non-Marital Births
2009	41,852*
2008	46,195

* Latest data available from the Arizona Department of Health Services.

Equal Opportunity Employer/Program • Under Titles VI and VII of the Civil Rights Act of 1964 (Title VI & VII), and the Americans with Disabilities Act of 1990 (ADA), Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, the Department prohibits discrimination in admissions, programs, services, activities, or employment based on race, color, religion, sex, national origin, age, and disability. The Department must make a reasonable accommodation to allow a person with a disability to take part in a program, service or activity. For example, this means if necessary, the Department must provide sign language interpreters for people who are deaf, a wheelchair accessible location, or enlarged print materials. It also means that the Department will take any other reasonable action that allows you to take part in and understand a program or activity, including making reasonable changes to an activity. If you believe that you will not be able to understand or take part in a program or activity because of your disability, please let us know of your disability needs in advance if at all possible. To request this document in alternative format or for further information about this policy, contact (602) 542-3882; TTY/TDD Services: 7-1-1. • Free language assistance for DES services is available upon request.