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| LOCAL COMMISSIONERS MEMORANDUM |  
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DSS-4037EL (Rev. 9/89)

Transmittal No: 97 LCM-61

Date: November 17, 1997

Division: Temporary Assistance

TO: Local District Commissioners

SUBJECT: Expansion of the Child Assistance Program (CAP)

ATTACHMENTS: Attachment 1: Child Assistance Program Contacts -  
available on-line  
Attachment 2: Administrative Budget Format - available  
on-line  
Attachment 3: Comparison of CAP vs. Family Assistance -  
available on-line

#### INTRODUCTION

Pursuant to the Welfare Reform Act of 1997 all local districts may, with the approval of the Department, now participate in the Child Assistance Program (CAP). This LCM outlines the steps that districts must take if they wish to implement a CAP program.

CAP is a cash benefit and supportive services program that is consistent with State welfare reform changes that promote work and opportunities for families to achieve self-sufficiency. The program provides local districts with additional flexibility to move families from welfare to work by utilizing many of the elements of cultural change that local districts are now incorporating into their Family Assistance program.

#### CAP DESIGN

CAP offers a carefully designed program built on case management and a benefit structure which promotes recipient self-sufficiency. The basic CAP benefit is approximately two-thirds of the Family Assistance (FA) benefit and is provided only on behalf of children. The parent's needs are to be met from his/her employment. CAP's benefit logic is structured so that CAP is financially advantageous over FA only when the custodial parent has earnings of approximately \$500 per month or more. The more favorable budgeting of earned income and combining earnings and the CAP supplement have proven to be an effective methodology for transitioning welfare recipients from dependency to self-sufficiency. CAP participants lose eligibility at approximately 130% of poverty.

CAP is currently operating in 14 counties in New York State. As of September 1, 1997, approximately 14,500 families have participated in one time or another in CAP, and almost 5,000 families are currently in the program.

The long range impact of CAP was examined in an independent evaluation by Abt Associates, Inc. All local districts have received copies of the very positive evaluation findings. Additional copies may be obtained by calling the Division of Temporary Assistance at (518) 474-9307.

#### CRITERIA FOR BECOMING A CAP COUNTY

Any district that would like to participate in CAP must submit a CAP proposal to the Department. The purpose of the proposal is twofold. First, the Department wishes to assure that all implementing districts meet the basic criteria established for CAP. Please note that this allows districts a great deal of flexibility in operating CAP locally. Second, there is a limited amount of funding available for CAP expansion in the SFY 97-98 budget and, depending on the number of districts applying, the Department may have to allocate this money on a ranking or selection of best proposals and/or a staggered implementation schedule.

The proposal to be completed should be limited to 10 pages and should include the following:

1. Demonstration of an understanding of the goals and philosophy of CAP.

Districts must show that they have a clear understanding of the philosophy and goals of CAP. Districts are encouraged to contact and visit current CAP sites. Please see Attachment 1 for a list of local district CAP contacts. Such visits and/or contacts will help demonstrate that districts have this understanding.

2. Agency Commitment

Successful implementation of CAP requires the coordination and active commitment of a number of internal units within a local district. Each unit must respond to the challenge of providing services, which may be beyond the scope of their current duties, to enable the CAP unit to perform effectively. To insure this level of commitment, proposals should assure that:

- CAP is an agency priority and management is committed to the success of the program;

- The district will commit a top level manager to be responsible for implementation of the program. The manager should have sufficient authority to ensure that the actions required of various units throughout the agency will be carried out;
- Once notified that CAP can begin, the district is willing to establish an implementation team that will be responsible for the start-up of the program (the make up of the implementation team should be included in your proposal);
- The district has prepared a draft project workplan detailing major activities and time frames for completion; and
- Each internal unit, including Temporary Assistance, Employment, Child Support and Child Care, is capable of providing the necessary support to implement and maintain CAP.

### 3. Organizational Structure

The experience with the CAP pilots has shown that the most effective organizational structures contain some or all of the following elements:

- The CAP site is located in a non-welfare like office setting;
- The office has extended hours;
- The site is staffed with an on-site CAP coordinator with strong managerial skills;
- The CAP coordinator reports to a senior manager who is able to ensure the resources/actions of other units;
- Case managers have undercare caseloads of no more than 75. This size caseload takes into consideration the other activities case managers must perform, including outreach and working with CAP aspirants (an aspirant is a FA recipient trying to enter CAP) to remove barriers to participation;
- Case managers and supervisors have significant and recent experience working with public assistance cases; and
- The CAP unit includes an on-site job developer and Child Support worker dedicated to working with CAP participants and aspirants.

### 4. Additional Considerations

The district's relationship with the community, the employer/economic sector and the family court system can influence the success of the program. Applicants that demonstrate effective relationships with these parties should include this in their plans. Examples of this include:

- Letters of commitment from employers prepared to hire recipients;
- The establishment of a community advisory board to provide advice on the direction of the program, or the willingness of a currently established board to become involved with CAP; and
- Evidence that family court judges and hearing officers will be made aware of the program and will be encouraged to facilitate the processing of CAP cases.

5. Administrative Budget

As part of the CAP proposal, districts are requested to submit an administrative budget, including personnel and non-personnel costs, for 12 months i.e. January - December 1998. A budget summary sheet is included as Attachment 2. On this summary, districts can list, by object of expense, their proposed budget costs. Districts should also attach a short budget narrative that describes how each expense has been estimated. For example, personnel costs should be estimated by listing all personnel by position, title, annual salary (including fringe benefits costs) and the length of time during the program year that the position will be filled.

The approval of local CAP budgets will be made pursuant to a Departmental review of all district submissions. Those districts submitting the best proposals will be given primary consideration in the allocation of funding. Districts approved for CAP expansion will receive a one time prorated share of \$1.5m in SFY 97-98 start-up funds (no local match) to offset their first year administrative costs. Districts will receive reimbursement for 95 percent of the balance of their approved 1998 CAP budget. In each subsequent year local districts will be required to pick-up an additional 5 percent until the normal 25 local share is reached in calendar year 2002.

6. In-Kind Contributions

The Department will give preference to those districts that demonstrate their commitment to CAP by providing in-kind financial contributions beyond the required local share noted above. Examples of this kind of contribution include, but are not limited to the dedication of staff at normal reimbursement percentages, the provision of office space, equipment, etc.

SUBMISSION OF PLANS AND TIMETABLES

A local district may submit a CAP proposal at any time. However, in order to be considered for a share of the SFY 97-98 in expansion monies, the district must submit a CAP plan by December 31, 1997. A decision will be made on district proposals no later than January 30, 1998. CAP implementation could begin as early as April 1, 1998.

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ADDITIONAL INFORMATION

Assistance is available from the Division of Temporary Assistance to all local districts considering submitting a CAP proposal. To request assistance, please contact your Regional Team representative.

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Patricia A. Stevens  
Deputy Commissioner  
Division of Temporary Assistance

10/22/97

## CHILD ASSISTANCE PROGRAM CONTACTS

<u>PROJECT</u>	<u>COORDINATOR</u>	<u>CONTACTS</u>
<p>-----</p> New York State DSS 40 North Pearl Street Albany, NY 12243 FAX (518) 474-9347	Mike Warner (518) 474-9307	Gene Reilly (518) 474-2342 Tim Ryan (518) 474-8905 Emily DeVries (518) 474-8936
<p>-----</p> Albany County CAP 51 S. Pearl Street Pepsi Arena Albany, NY 12207 FAX (518) 447-7747	Kathy Farnsworth (518) 447-3077	Linda Testa Case Manager, Supervisor (518) 447-3076 Tim Lane Child Support Investigator (518) 447-3053 Jackie Pope Case Manager, Supervisor (518) 447-3078
<p>-----</p> Allegany County CAP PO Box 58 84 1/2 Schuyler Street Belmont, NY 14813 FAX (716) 268-5518	Jody Feness (716) 268-5068	Jeannette Kaiser Case Manager (716) 268-5068 Kim Gayhart Case Manager (716) 268-5068
<p>-----</p> Broome County CAP 435 W. State Street Binghamton, NY 13901 FAX (607) 778-3087	Maria Cingranelli (607) 778-3086	Beverly Sondej Supervisor (607) 778-3078 Tom Fron Sr. Support Investigator (607) 778-3077 F. Walton Roper Job Developer (607) 778-3076 Jeanne Schmidt Receptionist (607) 778-3075
<p>-----</p> Chautauqua County CAP Liberty Square Building 335 Central Avenue Dunkirk, NY 14048 Dunkirk FAX: (716) 366-7890 Jamestown FAX: (716) 664-6117	Judy Calarco Dunkirk: (716) 363-3515 Jamestown: (716) 664-0993	Pat Thomas Child Support Investigator (716) 664-0993

<u>PROJECT</u>	<u>COORDINATOR</u>	<u>CONTACTS</u>
Erie County CAP PO Box 120 Buffalo, NY 14201 FAX (716) 853-3924	Molly McGirr (716) 853-5011	Kathleen Lavey Supervisor (716) 853-5015 Melinda Hrynyshyn Child Support Inv. (716) 853-5014
Monroe County CAP 145 College Avenue Rochester, NY 14607 FAX (716) 256-4512	Jane Lynch (716) 256-4501	Patricia Keith Supervising Examiner (716) 256-4502 Anne Perkins Supervising Examiner (716) 256-4854 Shelli Rose Child Support Inv. (716) 256-4851 Barbara Bloomer Job Developer (716) 256-4526 Ed Frasier Job Developer (716) 256-4528
NYC CAP 12th Floor 26 Court Street Brooklyn, NY 11242 FAX (718) 722-7596	Valerie Palmore (718) 722-7704	Marion Davis Administrative Assistant (718) 722-7475 James Street Job Developer (718) 722-7532
Niagara County CAP James F. Trott Office Complex 1001 Eleventh Street Niagara Falls, NY 14301 FAX (716) 278-8142	Viola Bieniecki (716) 278-8204	Pat Judd Director of Eligibility (716) 278-6801/439-7613 Tom DeRosa Job Developer (716) 278-8144
Oneida County CAP 800 Charlotte Street Utica, NY 13501 FAX (315) 724-0089	Hilda Santiago (315) 798-5294	Karen Freedman Supervisor (315) 798-5294 Robyn Hovey Child Support Investigator (315) 724-6859 Joe Stanek Job Developer (315) 724-8815

<u>PROJECT</u>	<u>COORDINATOR</u>	<u>CONTACTS</u>
Onondaga County CAP 523 Erie Boulevard West Syracuse, NY 13204 FAX (315) 435-5061	Annette Krisak Post Employment Director (315) 435-5070	Candy Kohanski Supervisor (315) 435-5070 Nick Moro Child Support Investigator (315) 435-5070
Rockland County CAP 10 Waldron Avenue Nyack, NY 10960 FAX (914) 358-2096	Rhoda Koegel (914) 358-0114	Carol Gannett Child Support Investigator (914) 358-0114 Ellen Barr Job Developer (914) 358-0114/364-3131 Howard Hudson (914) 364-3131
St. Lawrence County CAP 5 Pearl Street Canton, NY 13617 FAX (315) 379-2449	Marlene Brabaw (315) 379-2451	William Lauber Job Developer (315) 379-2456 Kay Hutchins Child Support Investigator (315) 379-2453
Suffolk County CAP 395 Oser Avenue PO Box 18100 Hauppauge, NY 11788-8900 FAX (516) 853-3873	Sue Rosen (516) 853-3868	Rosemary Logan Child Support Inv. (516) 853-3892
Ulster County CAP 1021 Development Court Kingston, NY 12401 FAX (914) 340-3941	Linda Valenchis (914) 334-5009	Valerie Nacarrato Sr. Examiner (914) 334-5022 Kim Feith Case Manager (914) 334-5019 Marion Kelly Receptionist (914) 334-5010



Proposed Child Assistance Program (CAP)  
 Administrative Budget

CAP PROGRAM YEAR: 1998	Proposed Budget Amount
District: _____	
Budget Item	
Personnel	
Fringe Benefits	
Total PS	
Travel	
Equipment (e.g. furniture, lease agreements for copiers)	
Supplies	
Other (e.g., Rent, Util, postage, printing, phones)	
Total NPS	
Project Total	
State Charge	

Prepared by: \_\_\_\_\_

Title: \_\_\_\_\_

Phone: \_\_\_\_\_

## Comparison of Child Assistance and Family Assistance Programs

CAPFA

- CAP is a flat grant and is provided on behalf of eligible children only. Custodial parents needs are to be met from his/her earnings from employment.
- CAP participants receive an enhanced earned income disregard which disregards 10 cents for every dollar of earnings up to the poverty level and 67 cents for every dollar of earnings above the poverty level.
- CAP participants must have four months of stable income resulting in zero benefits before their eligibility is terminated. Eligibility is lost at approximately 130% of poverty.
- Custodial parent must demonstrate diligent effort to obtain support order.
- Case Management is available to all participants.
- Number of cases per CAP Case Manager is limited in order to allow manager to work more intensely with each CAP participant.
- CAP is advantageous only when participants are working 20 or more hours. This negates the necessity for workfare assignments.
- Participants are subject to all work rule requirements.
- FA is granted up to family size maximums based on item specific standard of need schedules (rent, fuel, energy, basic allowance).
- Employed FA recipients receive a flat \$90 work expenses disregard and then 42% of their earnings after that.
- FA recipients' benefits are terminated when their monthly income reaches approximately 100% of the poverty level.
- Applicant/recipients must cooperate with child support enforcement.
- Case management is not mandated.
- Number of cases per worker varies as district caseload size varies.
- FA recipients can meet participation by employment or by workfare assignments.
- Participants are subject to all work rule requirements.

CAP

- Child care is provided via Child Care Block Grant funding.
- CAP participants lose MA eligibility when they exceed the FA eligibility guidelines. Transitional MA is available while CAP participants are still in receipt of small cash benefits.
- CAP districts receive enhanced administrative reimbursement through the year 2002.

FA

- Child care is provided via Child Care Block Grant funding.
- FA recipients are covered by MA until they lose FA eligibility. Transitional MA benefits are available after FA eligibility ceases.
- All districts are responsible for 25% of the FA administrative costs.