



**NEW YORK STATE  
OFFICE OF TEMPORARY AND DISABILITY ASSISTANCE**  
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ALBANY, NY 12243-0001

**David A. Paterson**  
*Governor*

### **Local Commissioners Memorandum**

#### **Section 1**

<b>Transmittal:</b>	09-LCM-10
<b>To:</b>	Local District Commissioners
<b>Issuing Division/Office:</b>	Center for Employment and Economic Supports
<b>Date:</b>	July 9, 2009
<b>Subject:</b>	OTDA Health Care Jobs program
<b>Contact Person(s):</b>	<p><u>Program Related Questions:</u> Kathryn DeBella (518) 408-4972 e-mail at <a href="mailto:KathrynM.DeBella@otda.state.ny.us">KathrynM.DeBella@otda.state.ny.us</a> Or Employment and Advancement Services Technical Advisor</p> <p><u>Claiming Related Questions:</u> Regions 1 – 4 Contact: Jim Carroll at 1-800-343-8859, extension 4-7459 or (518) 474-7549 <a href="mailto:James.Carroll@otda.state.ny.us">James.Carroll@otda.state.ny.us</a></p> <p>Region 5 Contact: Michael Borenstein at 631-854-9704 <a href="mailto:Michael.Borenstein@otda.state.ny.us">Michael.Borenstein@otda.state.ny.us</a></p> <p>Region 6 Contact: Marian Borenstein at 212-961-8250 <a href="mailto:Marian.Borenstein@otda.state.ny.us">Marian.Borenstein@otda.state.ny.us</a></p>
<b>Attachments:</b>	Attachment A: Subsidized Employment Program Matrix Attachment B: Allocations Attachment C: Facilitated Enrollers by County Attachment D: Budget Instructions Attachment E: Program Narrative Attachment F: Budget Form Attachment G: Budget Narrative
<b>Attachments Available On – Line:</b>	yes

## Section 2

### I. Purpose

The purpose of this Local Commissioners Memorandum (LCM) is to advise social services districts (districts) that the enacted State Fiscal Year (SFY) 2009-10 Budget contains funding for three new initiatives to support subsidized employment. This funding will be used to support services provided through the Green Jobs Corps, the Health Care Jobs program, and the Transitional Jobs program. The attached Subsidized Employment Programs Matrix provides a summary of each program model (see **Attachment A**). This LCM provides program instructions and funding award information for the Health Care Jobs program. LCMs are also being released concurrently to provide program instructions and funding information for the Green Jobs Corps program and the Transitional Jobs program.

A total of \$7 million - \$5 million Temporary Assistance for Needy Families (TANF) funds and \$2 million State funds - will be distributed to districts to establish a **Health Care Jobs Program**, the purpose of which is to establish subsidized employment opportunities for up to one year in the health care sector, including community outreach positions. The appropriation language dictates priority be given to districts with over 1,500 active adults in receipt of public assistance in households with children, and therefore, funding is made available by OTDA to Erie, Monroe, Nassau, Onondaga, Suffolk, Westchester and New York City. Should funds become available, OTDA may redistribute funding, including making awards to additional districts. District allocations are included in **Attachment B** of this LCM.

### II. Background

Subsidized employment can serve as an important component of any district's employment services by offering an effective placement for individuals lacking an adequate or demonstrated work history, who have other barriers to employment, or when employment opportunities in the community are limited. The Health Care Jobs program can provide an effective mechanism for entrance into unsubsidized employment by permitting the participant to develop and demonstrate positive work skills to a current or prospective employer and may also provide the opportunity for participants to gain additional skills through on-the-job training. Additionally, paid employment provides participants financial and other incentives to participate fully in employment and training services. The fact that participants are paid for hours worked reinforces the message that "work pays" and enables participants to access earned income tax credits and other tax credits to further supplement their income.

### III. Program Overview

Funds are made available to establish the OTDA Health Care Jobs program to provide temporary subsidized employment opportunities for TANF-eligible adults and Safety Net Assistance (SNA) adults. These subsidized employment opportunities may be provided for up to one year in jobs within the health care sector, including community health outreach and education positions.

Budget language encourages the creation of subsidized employment positions in community health outreach positions. These positions are encouraged to help increase access to public health insurance benefits and appropriate health services. The Health Care Jobs program budget language provides that employees supported by this program shall include, but not be limited to, individuals providing information and education (but not actual medical care) to:

- Assist low-income individuals to obtain and maintain eligibility for public health care programs;
- Reduce reliance on emergency rooms for basic care;
- Educate on topics including but not limited to, weight management, exercise and nutrition, stress management; and
- Access public health benefits and other work support programs.

Districts may also use funds to subsidize positions in other occupations within the health care sector such as, but not limited to: direct care positions such as health care aide and nurse, clerical and administrative positions; medical billing and records; maintenance positions in hospitals and nursing homes; medical transportation; dietary aide and nutrition positions.

Districts must submit a plan detailing the overall structure of the program, including the types of jobs to be targeted, the range of wages to be paid, and the length of the subsidy period. Plans should also identify prospective employers who are to be targeted to provide the subsidized employment opportunities.

Each district establishing a Health Care Jobs program will be required to (either directly or through agreements or contracts with other organizations):

**Identify employment opportunities** that exist or that can be created in the Health Care sector. Districts may subsidize the job for up to one year with funds made available through the OTDA Health Care Jobs program. Districts will determine the length of the subsidy period, the hours of subsidized employment, whether to provide full or partial subsidy and the subsidy value, which may vary by employer or position. In all instances, program participants must be paid at least minimum wage.

Districts are encouraged to target services and/or contract with organizations that:

- Target impoverished, limited-English proficiency communities;
- Have demonstrated expertise in community-based health education and broader program outreach;
- Have existing relationships with facilitated enrollment sites and community-based education and training;
- Have demonstrated experience with peer-based community education and outreach programs; and
- Have existing collaboration or partnerships with health care providers.

Districts may also wish to consider partnerships with local community colleges and other local training providers in the health care sector to combine a training program with a subsidized job placement at the end or concurrent with the training period. These

relationships would be particularly valuable to provide employment opportunities for individuals who may also be participating in related training, such as within the field of nursing. Similarly, districts are encouraged to consider partnerships with staffing agencies that specialize in job placement for positions in the health care field.

Districts are encouraged to collaborate with their local Medicaid facilitated enrollment organizations to establish subsidized employment positions in the area of community outreach. Priority should be given to targeting services to areas of high poverty and limited English proficiency. A listing of the facilitated enrollment organizations by county is included as **Attachment C** of this LCM.

Subsidized employment positions may not replace existing funding or replace staff doing equivalent work consistent with Social Services Law sections 336-e and 336-f.

**Provide Support Services and Retention Services** to program participants as needed to permit program participation and completion. Such support services may include, but are not limited to, child care, transportation, case management and other necessary services. In developing program models, districts are encouraged to provide necessary case management services that will support job placement and retention, including avenues to help program participants resolve or cope with factors that may interfere with continued employment (such as housing difficulties, child care concerns, and adapting to work).

Districts are expected to provide job retention services that will help individuals placed in subsidized positions secure permanent jobs, either with the employer that provides the subsidized employment or with other employers. Jobs subsidized through the Health Care Jobs program are not required to be permanent positions, however permanent employment is the goal for every participant and many positions within the health care sector should provide opportunities for permanent employment.

Districts are expected to ensure that program participants are provided information on the availability of earned income tax credits and other credits that they may access once working. Additionally, as with all individuals who go to work, districts are expected to facilitate access to transitional benefits including health insurance and transitional child care and Supplemental Nutrition Assistance benefits.

Districts are encouraged to explore combining grant diversion along with funding made available through the Health Care Jobs program as one option to increase the number of individuals served with the district allocation (for more information see 09-ADM-11).

#### **IV. Program Implications**

##### **A. Eligible participants**

Program participants may include both TANF eligible individuals and Safety Net Assistance recipients in households without children (i.e., Safety Net Singles).

TANF eligible individuals who may participate in the Health Care Jobs program are:

- Individuals in receipt of TANF/Family Assistance (case types 11 or 12) and Safety Net MOE Assistance (case types 16 or 17 with state charge code 63 or 64);

- Individuals in two-parent cases with children receiving Safety Net Assistance (as described in 06-LCM-09); and
- Individuals not in receipt of public assistance but who are determined TANF eligible based on TANF 200% of Poverty guidelines included in 00-LCM-20. Safety Net Assistance recipients in households without children may be eligible for TANF funded services due to being a noncustodial parent of a minor child as outlined in 00-LCM-20 and districts are strongly encouraged to determine such eligibility when doing so would permit additional Safety Net adults in households without children to participate in the Health Care Jobs program.

Safety Net adults in households without children are eligible to participate in the Health Care Jobs program. Districts are expected to target the State General Funds to provide services to non-TANF eligible Safety Net Assistance recipients in households without children.

In all instances, districts are expected to target services to individuals with barriers to placement in unsubsidized employment including long term public assistance recipients, formerly incarcerated individuals, and individuals with limited job skills or work histories.

## **B. Funding**

A total of \$7 million is available to fund Health Care Jobs program projects, consisting of \$5 million in TANF funds and \$2 million in State General Funds. Funds are being allocated to districts with over 1,500 active adults in receipt of public assistance in households with dependent children based on monthly average counts for the period October 2008 - March 2009. As such, counties eligible to receive an allocation are limited to the following districts: Erie, Monroe, Nassau, Onondaga, Suffolk, Westchester counties, and New York City. District allocations are included in **Attachment B**.

OTDA established a \$75,000 floor for the TANF funds and \$30,000 for the state funds, and allocated the remainder of the funds to each of the seven districts as their proportional share of the TANF/SNA MOE or SNA Non-MOE non-exempt individuals in those seven districts using the monthly average individual counts for the October 2008 - March 2009 timeframe.

Districts must ensure that these funds are used for increased costs associated with operating a new or expanded subsidized employment program. These funds may not be used to supplant costs associated with current subsidized employment programs operated by or currently funded by local districts.

Approved projects are expected to begin on or after August 15, 2009 and operate through August 13, 2010, with final claims due by September 30, 2010. However, availability of funds after September 15, 2010 is contingent upon reappropriation in the SFY 2010-11 State Budget. In the event these funds are not reappropriated in the SFY 2010-11 State Budget, final claims for this program will be due by August 15, 2010.

## **V. Plan Format**

Districts must submit plans consisting of a Program Narrative, Budget Form, and Budget Narrative to OTDA for approval (see **Attachments E, F and G**). OTDA staff will review the submission to determine that services are directly related to the provisions of allowable program services and activities to eligible participants.

### **Program Narrative:**

Plans must detail the overall structure of the program. The program narrative should not exceed five pages in 12-pitch font using standard one inch margins. The program narrative should be comprehensive and address each of the following:

- a listing of the types of jobs targeted within the health care sector, including prospective employers who will be targeted to provide the subsidized employment opportunities;
- an estimate of the range of wages to be paid, the number of hours to be subsidized each week, and the expected length of the subsidy period;
- a description of the pre-employment, concurrent or on-the-job education or training provided program participants (if any);
- an estimate of the number of participants to be served during the program period;
- a description of expectations at the end of the subsidy period, including job placement services that will be offered to secure unsubsidized employment once the timeframe for the subsidized employment has expired;
- an indication of whether or not the district will utilize grant diversion as an option to enhance the number of individuals to be served; and
- a description of supportive services, including child care and transportation supports and job retention/case management services, that will be provided to program participants.

### **Budget and Budget Narrative Forms:**

The budget and budget narrative forms (see Attachments F and G) should identify staff and services to be funded through the program and the estimated cost (see **Attachment D** for instructions regarding budget preparation).

## **VI. Submission of Plans**

Completed plans must be submitted no later than August 14, 2009, to be eligible for funding under this initiative. District allocations are available beginning August 15, 2009 for completed and approved plans. Completed plans should be e-mailed by August 14, 2009 to Kathryn DeBella at [KathrynM.DeBella@otda.state.ny.us](mailto:KathrynM.DeBella@otda.state.ny.us) or mailed to the following address:

Ms. Kathryn M. DeBella  
NYS Office of Temporary and Disability Assistance  
Employment and Advancement Services Bureau  
40 North Pearl Street, 11<sup>th</sup> floor  
Albany, New York 11243-0001

## **VII. Reporting Requirements**

Districts will be required to report on an individual basis (Client Identification Number and name), case type (if applicable), age, the date of enrollment, the date of placement in subsidized employment, the rate of hourly pay, scheduled average weekly hours of employment and indicate if the individual transitions unsubsidized employment following the subsidy period, including those that transition to unsubsidized employment with the same employer or with another employer following the subsidized job.

OTDA will provide the reporting format upon plan approval.

## **VIII. Claiming Instructions**

All expenditures against the Health Care Jobs allocation should be claimed in accordance with the local social services district's Health Care Jobs approved plan. Local districts may claim reimbursement for Health Care Jobs expenditures made from August 15, 2009 through August 13, 2010. Final claims must be received by September 30, 2010. These deadlines are contingent upon re-appropriation authority in the SFY 2010-2011 budget. If not reappropriated, final claims must be submitted by August 15, 2010.

The administrative and/or contracted costs associated with approved plans should be reported in the F-17 function (Other Reimbursable Programs) on the Schedule D, DSS Administrative Expenses Allocation and Distribution by Function and Program (LDSS-2347). These costs will carry forward to the Schedule D-17, Distribution of Allocated Costs to Other Reimbursable Programs, (LDSS-3274), and be reported in a column labeled Health Care Jobs. These expenditures will support Form LDSS-3922, Reimbursement Claims for Special Projects. The LDSS-3922 project name box label should be entitled Health Care Jobs.

Local district staff not working fulltime on Health Care Jobs must be time studied and only those related costs should be charged to Health Care Jobs. These costs would then be claimed for Federal or State reimbursement in proportion to the percentage of TANF and Safety Net clients served as reported on the monthly program report submitted to CEES. (See Section VII above for reporting requirements.)

The LDSS-3922 for Health Care Jobs should be submitted on a monthly basis to the Bureau of Financial Services using the TRACS system. Districts must retain the signed LDSS-3922 which supports the claims submitted via TRACS for audit purposes. Instructions for completing the Schedule D-17 are found in the Fiscal Reference Manual (FRM) Volume 3 (Volume 4 for New York City), Chapter 18. Instructions for completing the LDSS-3922 are found in FRM, Volume 2, Chapter 3. The expenditures should be entered in the non-Administration/ Administration Costs columns based on the guidelines below.

According to TANF regulations, costs considered to be program are:

- Direct costs, including salaries and fringe benefit costs for staff providing program services;
- Direct administrative costs associated with providing these services (e.g., supplies, equipment, travel, postage, utilities, rental costs, and maintenance); and
- Contracts devoted entirely to program activities.

According to TANF regulations, administrative costs include:

- Contract costs that are not excluded totally or in part as program activities;
- All indirect or overhead costs (i. e., A-87 costs); and
- Activities related to eligibility determinations.

See Chapter 10 of Volume 3 (Volume 4 for New York City) of the Fiscal Reference Manual for detailed information on TANF administrative expenditure requirements.

Under these guidelines the local districts should enter their expenditures in the proper column of the LDSS-3922. Most of the activities incurred under this program should be reported in the Non-Administration Costs column. Overhead and A-87 costs should be entered in the Administration Costs column. There is no available state funding for A-87 costs. Expenses should be reported on the appropriate lines of the LDSS-3922, with the amount of the actual work subsidy entered on line 12, Assistance Direct to Client.

Costs associated with TANF eligible clients should be claimed at 100% Federal and costs associated with Safety Net should be claimed at 100% State.

Costs in excess of the allocation may be claimed on the Schedule D-3 Allocation and Claiming of Administrative Costs for Employment Programs (LDSS-2347-B1) as Direct Charge Costs (Line 7) under TANF Program (Column 2) for TANF eligible clients or under Non-Federal Employment Program (Column 8) for Safety Net recipients.

**Issued By:**

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