



**NEW YORK STATE
OFFICE OF TEMPORARY AND DISABILITY ASSISTANCE**
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Governor

Local Commissioners Memorandum

Section 1

Transmittal:	10-LCM-16
To:	Local District Commissioners
Issuing Division/Office:	Center for Employment and Economic Supports
Date:	November 5, 2010
Subject:	OTDA Health Care Jobs 2 Program
Contact Person(s):	<p><u>Program Related Questions:</u> Kathryn Couser (518) 408-4972 e-mail at KathrynM.Couser@otda.state.ny.us or Employment Services Advisor</p> <p><u>Claiming Related Questions:</u> <u>Regions 1-5</u> - Edward Conway (518) 474-7549, Edward.Conway@otda.state.ny.us <u>Region 6</u> - Michael Simon (212) 961-8250, Michael.Simon@otda.state.ny.us</p>
Attachments:	<p>Attachment A: Subsidized Employment Program Matrix Attachment B: Allocations Attachment C: Budget Instructions Attachment D: Program Narrative Attachment E: Budget Form Attachment F: Budget Narrative</p>
Attachments Available On – Line:	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) 2010-11 Budget provides \$2 million in Temporary Assistance for Needy Families (TANF) funds to support subsidized jobs with public or private organizations established through the second year of the Office of Temporary and Disability Assistance (OTDA) Health Care Jobs program. Separate LCMs will be released to inform eligible districts of the funding available to support the continuation of the Transitional Jobs and Green Jobs Corps

programs. The attached Subsidized Employment Programs Matrix provides a summary of each program model (see **Attachment A**).

The appropriation language for the Health Care Jobs 2 program dictates priority be given to districts with over 1,500 active adults in receipt of public assistance in households with children, and therefore, Health Care Jobs 2 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 for Health Care Jobs 2 are included in **Attachment B** of this LCM. The Health Care Jobs 2 program enables eligible districts to establish subsidized employment opportunities of up to 40 hours per week for up to one year in the health care sector, including community health outreach and education positions.

II. Background

Subsidized employment can serve as an important component of a 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 2 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 supplement their income.

III. Program Overview

Funds have been appropriated in the 2010-11 Enacted State Budget to continue the OTDA Health Care Jobs program to provide temporary subsidized employment opportunities for TANF-eligible adults. These subsidized employment opportunities of up to 40 hours per week 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 for community health outreach and education positions. These positions are encouraged to help increase the extent to which individuals access 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.

Eligible 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.

Priority should be given to targeting services to areas of high poverty and limited English proficiency.

Eligible districts must submit a plan for use of their SFY 2010-11 allocation 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 and the types of training that may be supported by the SFY 2010-11 funding or other sources to prepare individuals for placement into a subsidized health care job and/or for unsubsidized employment.

Districts are reminded that allowable services supported with Health Care Jobs 2 funding must meet the federal definition of non-assistance. TANF non-assistance services are those services that are not intended to provide ongoing basic income support. This includes work subsidies (i.e. payments to employers or third parties to help cover the costs of employee wages, benefits, supervision and training) and supportive services such as transportation for employed persons, counseling, case management, child care information and referral, transitional services, job retention and other employment related services that do not provide basic income support.

Each eligible district establishing a Health Care Jobs 2 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 2 program. Districts will determine the length of the subsidy period (not to exceed 12 months), the hours of subsidized employment, (up to 40 hours per week) 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. Higher wage positions are preferred.

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 continue to collaborate with their local Medicaid facilitated enrollment organizations to establish subsidized employment positions in the area of community outreach.

Subsidized employment positions supported with Health Care Jobs 2 funding may not replace existing funding or replace staff doing equivalent work consistent with Social Services Law sections 336-e and 336-f.

Identify training opportunities to prepare individuals for placement in a targeted subsidized health care job.

Districts may provide such training before and/or after placement in the subsidized position, but are encouraged to provide training that will give the prospective employee the level of basic skills needed for him/her to benefit from the addition of on-the-job training and to succeed in the employment placement. Training that offers industry-recognized skills and/or certificates is preferred. The length and type of training may vary depending on the targeted occupation and the needs of the employer. However, stand-alone or pre-employment training subsidized through this grant may only be provided if the training is necessary to place an individual in a specific subsidized position. The employer would be expected to hire the participant upon successful completion of the stand-alone or pre-employment training (or may place the participant on the employer payroll during training period). This specific employment placement strategy is important to maintain the program's emphasis on paid work and ongoing workforce attachment. The training component may be funded through the Health Care Jobs 2 program, but districts are encouraged to continue leveraging training opportunities that are separately funded with the Health Care Jobs 2 program supporting other program benefits including wage subsidies and case management services. The hours that program participants engage in the training may be paid or unpaid. Up to 40 hours per week of employment and training may be subsidized.

Provide Support Services and Retention Services to program participants as needed to permit program participation and job retention. 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 expectation and goal for every participant and many positions within the health care sector should provide opportunities for permanent employment. Given the employment opportunities in the Health Care sector, districts are expected to justify in their program narrative any reliance on subsidized employment with an employer who is not expected to retain the employee following the subsidy period.

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, including information available through mybenefits.ny.gov. Additionally, as with all individuals who go to work, districts are expected to facilitate access to

transitional benefits including health insurance, transitional child care and Supplemental Nutrition Assistance benefits.

Districts are encouraged to combine grant diversion along with funding made available through the Health Care Jobs 2 program to increase the number of individuals served with the district allocation (for more information see 09-ADM-11).

IV. Program Implications

A. Eligible participants

All program participants served under the funding made available by this LCM must be TANF eligible. TANF eligible individuals who may participate in the Health Care Jobs 2 program are:

- Individuals in receipt of TANF/Family Assistance (case types 11 or 12) and Safety Net Assistance Maintenance of Effort (SNA-MOE) (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. Districts are strongly encouraged to determine such eligibility to permit these Safety Net adults in households without children to participate in the Health Care Jobs program.

In all instances, priority for participating in the Health Care Jobs 2 program shall be given to TANF-eligible, public assistance recipients. 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.

PLEASE NOTE: As the funding source under this LCM is TANF only, Safety Net Assistance Non-MOE recipients who are not TANF eligible in accordance with 00-LCM-20 cannot receive services or be placed in subsidized jobs supported by Health Care Jobs 2 funding.

B. Funding

A total of \$2 million in TANF funds is available to support the Health Care Jobs 2 program. Funds are 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 2009 – March 2010. As such, counties eligible to receive a SFY 2010-11 allocation are: Erie, Monroe, Nassau, Onondaga, Suffolk, Westchester, and New York City. District allocations for Health Care Jobs 2 are included in **Attachment B**. The SFY 2010-11 TANF allocations are based on each eligible district's share of the SFY 2010-11 TANF funding as compared to their SFY 2009-10 Health Care Jobs TANF allocation.

Districts must ensure that these funds are used for increased costs associated with operating a new or expanded subsidized employment program (including continuation of Health Care Jobs 1 program services). These funds may not be used to supplant costs associated with other subsidized employment programs operated by or funded by local districts.

Approved projects are expected to begin on or after October 1, 2010 and operate through September 30, 2011, with final claims due by November 15, 2011. These deadlines are contingent upon re-appropriation authority in the SFY 2011-2012 budget. If not reappropriated, final claims must be submitted by August 15, 2011. The program period for Health Care Jobs 2 program cannot overlap with the program period for year one of the Health Care Jobs program. In those instances where a district is supporting services with year one Health Care Jobs allocations through all or a portion of the October 1, 2010 through December 31, 2010 period, the district should adjust the Health Care Jobs 2 program period accordingly. For example, if a district is able to rely on Health Care Jobs 1 funds through December 31, 2010, the district would submit a Health Care Jobs 2 program plan that has a program period of nine months (January 1, 2011 through September 30, 2011). Please note that the program requirements for the first year of the Health Care Jobs program as described in 09-LCM-10, including the restriction on the use of funds to support training continue to apply for services supported by funding made available by 09-LCM-10.

V. Plan Format

Districts must submit plans consisting of a Program Narrative, Budget Form, and Budget Narrative to OTDA for approval (**see Attachments D, E and F**). 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:

- program period including anticipated start and end dates;
- an estimate of the number of participants to be served during the program period;
- an indication of whether or not the district will use grant diversion as an option to increase the number of individuals served;
- a description of the target population, the process that the district will use to identify appropriate individuals who are eligible to participate in the program; and how participants will be matched with employment opportunities in the health care sector;
- 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);
- a description of expectations for permanent employment 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. Districts subsidizing positions with Health Care Jobs 2 funds that are not expected to be permanent jobs must justify why these positions are subsidized rather than permanent jobs;
- a description of supportive services, including child care and transportation supports and job retention/case management services, that will be provided to program participants; and
- a description of project staff, percentage of time attributable to program services and expected duties.

Budget and Budget Narrative Forms:

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

VI. Submission of Plans

Eligible districts are encouraged to submit completed plans which are consistent with the program requirements outlined in this LCM to OTDA for review as soon as completed. Completed plans must be submitted no later than **December 6, 2010**, to be eligible for funding under this initiative. District allocations are available beginning October 1, 2010 for districts that have fully claimed their respective award provided under 09-LCM-10 and have a completed and approved plan. Completed plans should be e-mailed by **December 6, 2010** to Kathryn Couser at KathrynM.Couser@otda.state.ny.us or mailed to the following address:

Ms. Kathryn M. Couser
 NYS Office of Temporary and Disability Assistance
 Employment and Advancement Services Bureau
 40 North Pearl Street, 11th floor
 Albany, New York 12243-0001

VII. Reporting Requirements

Districts will be required to report information on an individual basis using a format provided by OTDA. OTDA will provide reporting instructions under separate cover.

VIII. Claiming Instructions

All expenditures against the second year Health Care Jobs 2 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 October 1, 2010 through September 30, 2011. In those instances where a district is supporting services with year one Health Care Jobs allocations through all or a portion of

the October 1, 2010 through December 31, 2010 period, the district should adjust the Health Care Jobs 2 program period accordingly. For example, if a district is able to rely on Health Care Jobs 1 funds through December 31, 2010, the district would submit a Health Care Jobs 2 program plan that has a program period of nine months (January 1, 2011 through September 30, 2011).

Final claims for Health Care Jobs 2 must be received by November 15, 2011. These deadlines are contingent upon re-appropriation authority in the SFY 2011-2012 budget. If not reappropriated, final claims must be submitted by August 15, 2011.

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 2. 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 2.

District staff not working fulltime on Health Care Jobs 2 program must be time studied and only those related costs should be charged to Health Care Jobs 2 program.

The LDSS-3922 for Health Care Jobs 2 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, 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. 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.

Expenditures should be claimed at 100% Federal share up to the amount of the allocation.

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.

IX. System Implications

Districts (other than NYC) are encouraged to make full use of their local Welfare-To-Work Caseload Management System (WTWCMS) provider directory to document client involvement in this program. WTWCMS administrators should use the available Statewide umbrella program funding source entitled “Transitional Employment” which displays as an active local program. Only the counties that do not participate in any of the subsidized employment programs should inactivate Transitional Employment from their respective local Program listing. The separate funding streams for Transitional Jobs, Green Jobs Corps or Health Care Jobs can easily be designated through the administrative creation of provider, site and offering records within your local directory structure.

Offering records should reflect Transitional Employment as the selected funding source, with the specific subprogram name of Transitional Jobs, Green Jobs Corps or Health Care Jobs data entered in the offering name of the allowable activity or supportive service that an individual provider agency has made available. It is important to point out that client referrals and enrollments in these program funded activities will not display on WTWCMS listings by provider, site and offering unless provider directory information is administratively created for workers to use. More importantly, workers will not have to manually data enter this same information in order to create a client referral or enrollment record on WTWCMS.

Issued By:

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