Information Memorandum

TO: Directors, State Administering Agencies
Executive Directors, State Planning Councils
Chairpersons, State Planning Councils
Directors, State Protection and Advocacy Agencies
Directors, University Affiliated Programs and Satellite Centers

SUBJECT: Federal Register "Supplemental Security Income (SSI) for the Aged, Blind, and Disabled; Outreach Demonstration Program; Announcement of Fiscal Year (FY) 1990 Availability of Cooperative Agreement and Grant Funds and Request for Applications"

CONTENT: The Administration on Developmental Disabilities is forwarding the attached Social Security Administration (SSA) Federal Register notice to provide you with information regarding SSA's Outreach Demonstration Program. Applications will be accepted for cooperative agreements and grants which increase outreach efforts to needy aged, blind, and disabled individuals who are potentially eligible for SSI benefits. By outreach, SSA means identifying potentially eligible individuals, helping them understand their rights under the SSI program and assisting them in applying for benefits. The program is especially interested in reaching out to individuals with mental retardation and mental illness. SSA generally expects to fund 15 to 20 demonstration projects that cost between $175,000 and $230,000 and can be completed within 12 to 17 months. SSA may, however, fund some projects at higher or lower amounts and for shorter periods of time. The closing date for receipt of cooperative agreement and grant applications is June 11, 1990. (See attached Federal Register Notice, p. 13751, Section III, D, for availability of forms.)
INQUIRIES TO: Elsbeth L. Wyatt
Program Specialist
Administration on Developmental Disabilities
Telephone: (202) 245-0841

Deborah L. McFadden
Commissioner
Administration on Developmental Disabilities

ATTACHMENT: Subject - Federal Register Announcement

COPY TO: Regional Administrators, HDS
Part V

Department of Health and Human Services
Social Security Administration

Supplemental Security Income (SSI) for the Aged, Blind, and Disabled; Outreach Demonstration Program; Announcement of Fiscal Year (FY) 1990 Availability of Cooperative Agreement and Grant Funds and Request for Applications
DEPARTMENT OF HEALTH AND HUMAN SERVICES

Social Security Administration

Supplemental Security Income (SSI) for the Aged, Blind, and Disabled; Outreach Demonstration Program; Announcement of Fiscal Year (FY) 1990 Availability of Cooperative Agreement and Grant Funds and Request for Applications

AGENCY: Social Security Administration, HHS.

ACTION: Announcement of the availability of FY 1990 funds and a request for applications under the SSI Outreach Demonstration Program.

SUMMARY: The Commissioner of Social Security announces the opening of the SSI Outreach Demonstration Program for FY 1990. Applications will be accepted for cooperative agreements and grants which increase outreach efforts to needy aged, blind, and disabled individuals who are potentially eligible for SSI benefits. By outreach, we mean identifying potentially eligible individuals, helping them understand their rights under the SSI program and assisting them in applying for benefits.

The Social Security Administration (SSA) is particularly interested in a wide range of cooperative agreement and grant proposals under this announcement. Funding for this program is authorized under section 1110 of the Social Security Act.

This announcement consists of three sections:

• Section I provides background information, discusses the purpose of the SSI Outreach Demonstration Program and briefly describes the application process.

• Section II describes the programmatic priorities under which SSA is requesting applications for funding.

• Section III describes in detail the application process.

All the form and instructions necessary to submit an application may be obtained by calling or writing SSA (please refer to section III for complete instructions). In addition, we have included an overview of SSA's organization in the application kit. We encourage applicants to become knowledgeable about SSA's operations as well as the eligibility rules of the SSI program. Pamphlets and other public information materials may be obtained from any local Social Security office.

DATES: The closing date for receipt of cooperative agreement and grant applications under this announcement is June 11, 1990.

FOR FURTHER INFORMATION CONTACT: SSA, Office of Supplemental Security Income, Division of Program Management Analysis, SSI Outreach Demonstration Program Branch, 3-R-1 Operations Building, 6401 Security Boulevard, Baltimore, Maryland 21235, 301-685-9706.

SUPPLEMENTARY INFORMATION:

Section I

A. The SSI Program

SSI is a Federal program administered by SSA. The program is financed from general revenue funds of the U.S. Treasury and provides income and benefit payments to aged, blind, and disabled people who have limited resources and income. In 1990, the Federal benefit rate for an individual is $380 per month and $570 per month for a couple. In addition, many States supplement the Federal benefit; the supplementary benefit amounts and the categories of persons eligible for these benefits vary from State to State. In some States, eligibility for SSI means eligibility for Medicaid; the extent of the Medicaid coverage package varies by State. SSI recipients may also be eligible to receive Food Stamps in all States but California and Wisconsin, where the State's supplementary payments are considered to include the value of Food Stamps.

To be eligible, a person must be age 65 or older or disabled or blind, have limited resources and income, and meet certain other requirements. A person is considered disabled if a physical or mental impairment or combination of impairments prevents the person from doing any substantial gainful work and is expected to last for at least 12 months or to result in death. Disabled or blind children as well as adults may be eligible. SSA works cooperatively with the States, who are responsible for making disability and blindness determinations through their Disability Determination Services (DDS). SSA takes a detailed medical history from the applicant during the initial interview and sends that information to the DDS. The DDS then secures medical records and, if needed, arranges an additional medical examination. Based on this evidence, a disability or blindness determination is then made.

In addition to age, disability or blindness, an individual or couple must meet resource, income, and residency requirements. In 1990, the resource limits are $2,000 for an individual and $3,000 for a couple. However, not everything that a person owns is counted.

An individual or couple may have earned or unearned income and still may be eligible for the SSI program. A certain amount of income is disregarded in determining eligibility and computing the SSI benefit amount. People who live in a State that supplements the Federal payment may have higher amounts of income and still may qualify for some benefits.

To be eligible for SSI a person must reside in the U.S. or the Northern Marianas Islands and be a U.S. citizen, an alien lawfully admitted for permanent residence, or an alien permanently residing in the U.S. under "color of law" (PRUCOL). PRUCOL is defined in the Code of Federal Regulations at title 20, § 416.1913.

B. SSA Goals and Objectives

A primary goal of SSA is to serve the public with compassion, courtesy, consideration, efficiency, and accuracy. We will accomplish this, in part, through aggressive SSI outreach activities to potentially eligible individuals.

C. Purpose of the SSI Outreach Demonstration Program

In FY 1990, SSA will award a series of SSI outreach demonstration projects. The goal of these projects will be to demonstrate effective, ongoing, and transferrable approaches for identifying potentially eligible needy aged, blind, and disabled individuals and assisting these individuals in the application process. On February 2, 1990, SSA published a notice in the Federal Register requesting recommendations for establishing priority areas for outreach demonstrations (55 FR 3645). More than 175 comments were received and considered in the formulation of this announcement.

SSA is interested in proposals for cooperative agreements and grants which "break new ground"; that is, efforts that extend and/or enhance current outreach efforts conducted by SSA's field offices or other organizations such as State or local governments or private entities. We are seeking effective approaches which fill gaps in existing programs or create new outreach mechanisms. SSA has little interest in proposals which replicate existing efforts unless such proposals include a major new component which will lead to significant increases in the numbers of people being reached and approved for benefits. SSA is also interested in projects that can continue in some manner in a community after Federal funding ceases, whether this be through the establishment of a formal network of contacts, the creation of an
organization that becomes self-supporting, etc. A last important consideration is whether the knowledge to be gained from the project has the potential to be transferrable from the local community to other similar communities on either a regional or national basis. SSA plans to incorporate successful outreach techniques learned through this demonstration program into its own national procedures and to disseminate this information to the public and social service providers as well.

D. Cooperative Agreements and Grants

Legislative authority for the Outreach Demonstration Program is contained in section 1110 of the Social Security Act, which provides, in part, for projects that assist in promoting the objectives or facilitate the administration of the SSI program. The regulatory requirements that govern the administration of all Department of Health and Human Services (DHHS) cooperative agreements and grants are located in title 45 of the Code of Federal Regulations (CFR), parts 74 and 92. Applicants are urged to review the requirements in the applicable regulations.

A cooperative agreement anticipates substantial involvement between SSA and the applicant during the performance of the project. This involvement may include collaboration or participation by SSA in the management of the activity as determined at the time of the award. A grant will be awarded for those projects where SSA determines that there will be little or no collaboration or participation by SSA in the performance of the activity as long as it is performed in accordance with the provisions specified in the approved grant application.

SSA may suspend or terminate any cooperative agreement or grant in whole or in part at any time before the date of expiration, whenever it determines that the awardee has materially failed to comply with the terms of the cooperative agreement or grant. SSA will promptly notify the awardee in writing of the determination and the reasons for the suspension or termination together with the effective date.

E. Number, Size, and Duration of Projects

SSA generally expects to fund 15 to 20 demonstration projects that cost between $175,000 and $230,000 and can be completed within 12 to 17 months. SSA may, however, fund some projects at higher or lower amounts and for shorter periods of time.

F. Fiscal Year 1990 Cooperative Agreement and Grant Application Process

The cooperative agreement and grant application process for FY 1990 will consist of a one-stage, full application. The program narrative (part III of form SSA-96-BK) is limited to 20 double-spaced pages (excluding forms, etc.) and will be reviewed by independent reviewers against the evaluation criteria established for review of applications (see section III). Applications will also be reviewed against targets of population; for example, all applications focusing on the aged will be competitively reviewed against each other.

Priority areas in this announcement are projects to propose demonstration efforts not to exceed 17 months in duration. In Item 11 of the Face Page (page 1 of form SSA-96-BK) indicate the priority area under which the application is submitted. For example, indicate priority area "001" for projects which target the elderly; for projects targeting multiple groups of eligibles, indicate "002." Applicants should be aware that the awarding of cooperative agreements and grants is subject to the availability of funds. In making the funding award decisions, SSA will pay particular attention to applications which focus on or feature an elimination of multiple barriers to eligibility as well as target areas of the United States with a high incidence of individuals with incomes at or below the Federal poverty level. In making decisions, SSA will also try to equitably distribute assistance among the priority areas and target population subgroups described in part II, section B. The Commissioner of Social Security will also take into account the need to avoid duplication of effort in making funding decisions.

G. Technical Assistance Workshops for Prospective Applicants

SSA will hold workshops to provide guidance and technical assistance to prospective applicants. Please call the SSI Outreach Demonstration Project Branch at 301-965-9798 no later than 7 days prior to the workshop for further information.

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Section II

A. Overview

One of SSA’s major goals is to serve the public with compassion, courtesy, consideration, efficiency, and accuracy. The Outreach Demonstration Program will help SSA achieve this goal by demonstrating and testing the feasibility of special approaches and services to identify and assist needy individuals in filing for SSI benefits.

This section of the program announcement lists the FY 1990 target populations to be reached, the barriers to be reduced or eliminated, and some of the types of approaches that may be tested. Cooperative agreement and grant applications will be reviewed against others in the same priority area; for example, all applications focusing on the aged will be competitively reviewed against each other.

B. Priority Areas

Approximately 4,014,000 persons received a Federal SSI benefit or a federally administered State supplement in January 1990. Of these, 1,439,000 were aged recipients (eligibility based on being age 65 or over) and 3,175,000 were blind and disabled recipients. Of the 3,175,000 blind and disabled recipients, there were approximately 565,000 who were age 65 or over, and 250,000 who were under age 18 (disabled children). Since eligibility is determined on a monthly basis, the number of persons receiving benefits for at least 1 month in the year will exceed the monthly totals. SSA estimates that over 5 million persons will receive at least 1 month of benefits during 1990.

SSA estimates that a significant number of people are potentially eligible for SSI benefits but, for a variety of reasons, have not filed for them. These potentially eligible individuals fall into all SSI eligibility groups. SSA has therefore established the priority areas for the SSI Outreach Demonstration program based upon these eligibility categories. Please indicate which priority area your proposal will target: The aged (001), blind adults (002), blind children (003), disabled adults (004), disabled children (005), or multiple groups of eligibles (006).

Within these groups, SSA is particularly interested in approaches that will reach out to the following subgroups (not in priority order):
- Individuals living in areas of the
United States with a high incidence of individuals with incomes at or below the federal poverty level.

Urban
Suburban
Rural
Frail, elderly individuals.
Homeless individuals.
Members of minority and ethnic groups.
Disabled individuals with Acquired Immunodeficiency Syndrome (AIDS) or AIDS-Related Complex (ARC), mental illness, mental retardation, or substance abuse problems.
Disabled individuals who may be working or who are not working now but are interested in working and might still qualify for some SSI benefit.

All applications should clearly state which priority area it is focusing on as well as which target population subgroup(s), if any.

C. Barriers to Filing for Benefits

SSA is aware that barriers exist that prevent potentially eligible individuals and couples from filing for SSI benefits. Some of these barriers identified are (not in priority order):

- Lack of current connection with social service organizations, and
- Homebound status due to age or infirmity.

All applications should clearly state which barriers to filing for benefits will be reduced or eliminated through the demonstration project.

D. Approaches to Outreach

SSA is interested in cooperative agreement and grant proposals featuring approaches that are effective in reaching the priority areas and target population subgroups described above and reducing or eliminating one or more barriers. Some examples of such approaches are (not in priority order):

- Case Management—Identify potential eligibles and assist them through the SSI application process (help collect the information needed to complete the eligibility process, secure necessary supporting documentation and, when necessary, provide transportation to medical examinations). If the individual is awarded SSI benefits and is unable to handle his/her financial affairs, identify suitable representative payee.

- Public/Private Coalition and Multi-Agency Agreements—Establish coalitions between public and private organizations and agreements between various Federal, State, and local agencies of government that will establish working relationships linking SSA with other organizations and agencies to facilitate communication to help identify potential eligibles and to assist those individuals with the application process. Some techniques that could be used are door-to-door canvassing, discussions at meetings of local community groups, publicity in local or ethnic newspapers, etc.

- Transportation—Overcome barriers caused by distance from SSA field facilities in some areas and lack of poor public transportation systems by providing various forms of transportation to bring potentially eligible individuals to the local SSA field offices as well as to required medical examinations.

- Public Information—Develop a marketing strategy designed to overcome literacy, language, and educational barriers through appropriate materials and services that inform people about the SSI program and refer them to the local SSA office. Creatively use non-traditional methods to reach individuals outside the mainstream of mass communication media. All public information proposals must identify what need will be met by the new material and justify why current SSA materials are inadequate to meet that need. SSA is currently revising all SSI pamphlets based on public input and is, therefore, not interested in applications which propose production of pamphlets.

- Targeted Mailings—Use community or charitable organizations' mailing lists to contact potential eligibles and refer them to the local SSA field office.

- Representative Payment—Identify individuals who need assistance applying for SSI benefits or managing finances. Match those individuals with volunteers from State and local community organizations (such as groups affiliated with churches or synagogues, action centers, community service clubs, and others). The volunteers will assist individuals in filing for the pursuing benefits with SSA.

They will be available for appointments as representative payees to manage monthly payments for newly eligible recipients and to assist currently entitled recipients in reporting changes in status.

These examples are not all inclusive. All applicants should clearly state the approach(es) to be used.

E. Content of Proposals

All cooperative agreement and grant proposals must include a priority area; any target subgroups (with supporting demographic information); the barriers that will be reduced or eliminated; and the approaches to be tested. All applications must include a description of plans for measuring progress and success of the project in terms of the number of contacts of potential eligibles by the grantee, the number of inquiries to SSA, the number of applications filed, and of those, the number of awards of benefits. (SSA will require periodic progress reports on these activities during the course of the project.) Information must be provided showing how any collaborative activities under the project may continue once the cooperative agreement or grant terminates. In addition, the information should show, if applicable, how these activities may be permanently integrated with local SSA field offices' activities.

Section III

A. Eligible Applicants

Any State or local government and public or private organization or agency may apply for a cooperative agreement or grant under this announcement. (Individuals are not eligible to apply.) For-profit organizations may apply with
the understanding that no grant funds may be paid as profit to any cooperative agreement or grant recipient. Profit is considered as any amount in excess of the allowable costs of the recipient. A for-profit organization is a corporation or other legal entity which is organized or operated for the profit or benefit of its shareholders or other owners.

B. Reimbursement of Costs

Federal grant funds may be requested for reimbursement of allowable costs incurred by awardees in conducting the demonstrations. These funds, however, are not intended to cover costs that are reimbursable under an existing public or private program.

C. Grantee Share of the Project Cost

Grants recipients are required to contribute towards the cost of each project. Generally, 5 percent of the total cost is considered acceptable. Grant recipient contributions may be cash or in-kind (property or services) or third party cash or in-kind contributions. SSA will not provide total funding for any project.

D. Availability of Forms

An application kit containing all instructions and forms needed to apply for a cooperative agreement or grant under this announcement may be obtained by writing or telephoning Grants Management Staff, Division of Contract and Grant Operations, OAG, DCM; Social Security Administration; 1-8-E-4 Gwynn Oak Building: 1710 Gwynn Oak Avenue; Baltimore, Maryland 21207; telephone (301) 965-9502; Mr. Lawrence H. Pullen, Chief, Grants Management Staff.

When requesting an application kit, the applicant should refer to project announcement number SSA-OSSI-90-1 and the date of this announcement to ensure receipt of the proper kit.

E. Application Submission

All applications requesting Federal funds for cooperative agreement or grant projects must be submitted on the standard forms provided in the application kit. The application shall be executed by an individual authorized to act for the applicant organization and to assume for the applicant organization the obligations imposed by the terms and conditions of the cooperative agreement or grant award.

An original and a minimum of two signed copies of the application material must be submitted to the above address. Submittal of six additional copies is optional but will expedite processing; there is no penalty for not submitting the additional copies.

F. Application Consideration

Applications are initially screened for relevance to this announcement. If judged irrelevant, the applications are returned to the applicants.

Applications that are complete and conform to the requirements of this announcement will be reviewed competitively against the evaluation criteria specified in section III, part H, of this announcement and evaluated by Federal and non-Federal personnel. The results of this review and evaluation will assist the Commissioner of Social Security in considering competing applications. Although the results of this review are a primary factor considered in making the decisions about applications, review scores are not the only factor used.

G. Application Approval

Cooperative agreement and grant awards will be issued within the constraints of available Federal funds. The official award document is the "Notice of Cooperative Agreement or Grant Award." It will provide the amount of funds awarded, the purpose of the award, the budget period for which the funding is given, the total project period for which support is contemplated, the amount of grantee financial participation, and any special terms and conditions of the cooperative agreement or grant award. All projects must be operational within 60 days from the date of the issuance of the cooperative agreement or grant notice of award.

H. Criteria for Screening and Review of Applications

All applications that meet the deadline will be screened to determine completeness and conformity to the requirements of this announcement. Complete and conforming applications will then be reviewed and evaluated.

1. Application Screening

Requirements: In order for an application to be in conformance, it must meet all of the following requirements:

a. Number of Copies: An original signed application and two signed copies must be submitted. Six additional copies are optional but will expedite processing.

b. Length: The program narrative portion of the application (part III of form SSA-90-BK) may not exceed 20 double spaced pages (or 10 single spaced pages) typewritten on one side of the paper only.

2. Application Evaluation Criteria: Applications which pass the screening will be reviewed by individuals who will score the applications, basing their scoring decisions on the following criteria (relative weights are shown in parenthesis):

   a. Project Objective and Expected Benefit (15 points):
      i. How closely do the project objectives fit those of the approach to outreach (see section II.D) under which the application is submitted? For other approaches, how well do the objectives of the project fit the general goals and objectives of this announcement?
      ii. Are the expected project benefits clearly described and related to the objectives of the project? Are the benefits quantifiable and realistic?
      iii. Is the need for the project discussed in terms of local, regional, and/or national significance?
      iv. What are the demographics of the area to be targeted? What is the universe of potential eligibles? (Provide data to support these estimates.)

b. Project Design (35 points):
   i. Does the proposal contain a logical and detailed plan for accomplishing the objectives of the project? Does it contain a plan for aggressive follow-up with potential eligibles if initial contacts are not successful?
   ii. Does the proposed approach offer a reasonable prospect of success in achieving the project's objectives and expected results? Are there any weaknesses in this approach? Are there any unnecessary or inappropriate objectives, tasks, sub-tasks?
   iii. Is a time-line (Gantt) chart provided? Are the time sequences, including beginning and ending dates for tasks, clearly identified? Are they logical in terms of their order and placement?
   iv. Does the proposal demonstrate an understanding of SSA's organizational structure and SSI application process?
   v. Are proposed public information materials clearly described regarding both the need and the approach? Is it clear that existing SSA materials cannot be utilized? (SSA is not interested in the development of pamphlets [see section II.D].)
   vi. Evaluation plan
      i. Are the criteria for evaluation linked to the objectives of the project?
      ii. Are the evaluation measures and instruments appropriate, practical, and complete?
      iii. Will an outside evaluator be used to perform the evaluation? If so, why is one needed?
      iv. What techniques will be used to capture performance data? Are these techniques appropriate and statistically sound?
5. Will the periodic (every 90 days) progress reports provided to SSA quantify the number of contacts of potential eligibles made by the grantee, the number of inquiries to SSA, and the number of applications and awards of benefits that result from project activities?

c. Organization and Budget (30 points):
   i. Do the qualifications of the project personnel, as evidenced by training and experience, indicate that they have the skills required to competently carry out the demonstration project and to produce a final report that is comprehensible and usable?
   ii. Is the staffing pattern appropriate for the proposed project, linking responsibilities clearly to project tasks and specifying the contributions to be made by key staff?
   iii. Does the applicant's organization have adequate facilities and resources to plan, conduct, and complete the project?
   iv. Are the resources needed to conduct the project specified, including personnel, time, funds, and facilities?
   v. Is the use of volunteers proposed and are they to be used appropriately, with supervision and support from project staff?
   vi. Is the proposed budget related to the level of effort required to attain project objectives? Does the cost/benefit analysis demonstrate that the project's costs are reasonable in view of the anticipated results?
   vii. Are collaborative efforts with other agencies or organizations clearly identified and documented? How will these efforts enhance the project? (Letters of commitment must be included with the application.)
   d. Expected Outcomes (20 points):
      i. How many contacts are estimated to be made by the grantee with potential eligibles? How many inquiries to SSA, applications, and awards of benefits are estimated to result from the project? (SSA is not interested in percentage increases over prior SSI application rates without concomitant increases in awards.)
      ii. Does the proposal explain adequately how the project activities will be replicable in the project site as well as in other areas once the project has terminated?
      iii. Does the proposal explain adequately how SSA will be able to incorporate project techniques into its own outreach program initiative?
      iv. In addition to the anticipated number of new awards and the regional and/or national transferability of the project design, what other outcomes are expected?

5. Closing Date for Receipt of Applications

   The closing date for submittal of applications under this announcement is May 11, 1990. Applications must be mailed or hand-delivered to Grants Management Staff, Division of Contract and Grant Operations, OAG, DCM, Social Security Administration, 7-E-4 Gwynn Oak Building, 1710 Gwynn Oak Avenue, Baltimore, Maryland 21207. Attention: SSA OSS1-1, Priority Area:_________. Hand-delivered applications are accepted during the hours of 8 a.m. to 5 p.m., Monday through Friday. An application will be considered as meeting the deadline if it is either:
   1. Received on or before the deadline date at the above address; or
   2. Mailed through the United States Postal Service or sent by commercial carrier on or before the deadline date and received in time to be considered during the competitive review and evaluation process. Applicants are cautioned to request a legibly dated U.S. Postal Service postmark or to obtain a legibly dated receipt from a commercial carrier as evidence of timely mailing. Private metered postmarks are not acceptable as proof of timely mailing.

   Applications which do not meet the above criteria are considered late applications. SSA will notify each late applicant that its application will not be considered.

   Note: Facsimile copies will not be accepted.

Paperwork Reduction Act

This notice contains reporting requirements in "The Application Process" section. However, the information is collected using Form SSA-99-BK, Federal Assistance, which has OMB clearance number 0660-0184.

Executive Order 12372—Intergovernmental Review of Federal Programs

This program is not covered by the requirements of Executive Order 12372 relating to the Federal policy for consulting with State and local elected officials on proposed Federal financial assistance.

Catalog of Federal Domestic Assistance Program (CFDA) No. 13.613—Assistance Payments—Research and Demonstration.

Approved: April 5, 1990.

Gwendolyn S. King,
Commissioner of Social Security.