

Regular Meeting 10/11/01

TO: Juvenile Welfare Board Members

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**Funding Policies, Procedures and Guidelines**

Attached are the Funding Guidelines for FY 2001-2002. The only changes made to the document reflect updated dates and fiscal information.

The Board approved these policies at the November 9, 2000 Board meeting.



# Juvenile Welfare Board

## Funding Policies, Procedures and Guidelines

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# BOARD POLICIES ON FUNDING

## Controlling Act

All funds shall be allocated within the intent of the controlling act, the Juvenile Welfare Board Act, Chapter 23, 483, Special Act of 1945 as amended.

## JWB Act, Chapter 23, 483, Special Act of 1945 as amended.

The Board hereby created shall have the following powers and duties:

- A. To provide and maintain in the County such child guidance, psychological or psychiatric clinics for juveniles as the Board determines are needed for the general welfare of the county.
- B. To provide for the care of dependent juveniles and to provide such other services for all juveniles as the Board determines are needed for the general welfare of the County.
- C. To allocate and provide funds for other agencies in the County which are operated for the benefit of juveniles, provided they are not under the exclusive jurisdiction of the public school system.

## 2-2 Funding Criteria

The following criteria are to be used as guidance by the Board in assessing applications submitted for Juvenile Welfare Board funding. While the criteria are used as guidance for funding, it is not the only consideration taken into account in making a decision on funding. Other considerations would include, in the judgment of the Board and its staff, such factors as the provider's ability to implement the program proposed, the soundness of the proposed methodology, and the administrative and fiscal capability of the agency, as well as the soundness of the proposed methodology. Specifically, it is the Board's policy to give emphasis to development and preventive services. However, this policy does not preclude financial support to children and families requiring services of a problem solving nature. The Juvenile Welfare Board will continue to assume appropriate responsibility for development, prevention, and early intervention in partnership with the voluntary, local, state, and federal sectors. To be eligible to receive funds from the Juvenile Welfare Board, programs must reflect the Goals of the Strategic Plan as well as the Operating Principles and Public Policy Statements of the Juvenile Welfare Board:

1. Programs shall either demonstrate new approaches and techniques based on solid research, theory, and/or promising practices; or
2. Utilize existing approaches or techniques which are research-based, proven, and/or validated programs.
3. Programs must demonstrate cost effectiveness and provide tangible benefits for the participants.
4. Programs receiving funding from the Juvenile Welfare Board shall not discriminate against an employee, volunteer, or participant of the provider on the basis of race, color, gender, religion, national origin, citizenship, disability, marital status, or age except that programs may target services for specific participant groups as defined in the application. Additionally, agencies receiving funds shall demonstrate the standards, policies, and practices necessary to render services in a manner that respects the worth of the individual and protects and preserves the dignity of people of diverse cultures, classes, races, religions, and ethnic backgrounds.

JWB supports programs/services in the following three (3) categories as defined in the Strategic Plan:

1. Community and Human Development - programs and activities designed to promote resiliency and skill development and prevent problem behaviors. These programs and activities may focus on groups of persons, (identified by age range, gender, geography, ethnicity, etc.) but are not aimed at any identifiable individual or family.
2. Personal Problem Solving - programs designed to intervene and/or treat problem behaviors which focus on identifiable persons or families who have demonstrated some need for assistance or are receiving treatment.
3. Support Activities and Services - programs whose primary function is to support the programs, staff, and agencies which provide direct consumer contact, activities, supports, and assistance.

Additional funding consideration will be given to programs/services that meet one or more of the following:

1. Designed to fill documented gaps in the network of services for children.
2. Reflect diversification of financial support.
3. Attract matching federal, state, or foundation funds for programs or services consistent with the Strategic Plan and with potential for sustainability from other funding sources.
4. Are time-limited and have identified potential for sustained funding from other agencies or sources.
5. Enhance the overall system of service to children, youth, and families.
6. Demonstrate through program design and/or cooperative agreements coordinated, comprehensive services for children and families.

Staff will analyze each application for funding based on consistency with the above criteria and Board Policy.

### **2-3 Type of Agency Funded**

Only private, not-for-profit incorporated agencies or public agencies shall be considered for funding by the Juvenile Welfare Board.

### **2-4 Scope of Programs Funded**

**2-4.1** The Board funds programs, which contribute to the social development of children and families with children in Pinellas County. The Board does not fund:

- Programs which are under the exclusive jurisdiction of the public school system.
- Recreational programs which do not have a clear youth development component.
- Direct medical services except as a demonstration project or as an integrated element of a program that encourages positive child, youth, and family development.
- Programs requiring worship or religious instructional activities as a condition of participation.

**2-4.2** The Board will fund other governmental agencies. If the applicant is a governmental entity with taxing authority, the Juvenile Welfare Board will require for all Equipment and Renovation and Program Contingency requests, confirmation from the Chief Administrative Officer or elected official that there has been a presentation and formal review of the capability of the governmental unit to fund the item and that the funding is not available.

**2-4.3** The Board will fund limited capital expenditures consistent with established fiscal policies. Capital expenditures are funded through the competitive Equipment and Renovation funding cycle. Programs applying for initial funding may request one-time-only funding for limited capital expenses in their JWB program budget. Guidelines for Equipment and Renovation Funding will be reviewed annually and revised/updated as needed.

**2-4.4** The Board funds community development activities, which support positive child and family development; and provide safe constructive community environments using collective community involvement. Guidelines will be developed for the implementation of this policy.

**2-4.5** The Board funds Continuation Funded programs with renewable, multi-year funding commitments of up to three years, contingent upon the Truth in Millage (TRIM) process and adherence to performance/certification standards.

**2-4.6** Agencies with an audit that contains a "going concern" statement, a negative fund balance, or is qualified for greater than two fiscal years will be funded on a six-month basis. The Board will review the fiscal status of the agency mid-year and determine whether the contract should be issued for the remainder of the fiscal year.

**2-4.7** Programs receiving Continuation Funding commitments will undergo an Agency Self Study Efficacy Tool (A.S.S.E.T.) review every three years. Programs will be recommended for continued funding based on a satisfactory A.S.S.E.T. review, which includes a satisfactory review of measurable objectives, minimum service levels, and contract compliance.

All programs will be reviewed in the context of both the program's objectives and the community's progress toward overall results as well as consistency with the JWB Strategic plan and identified community priorities.

**2-4.8** Programs that do not fulfill the requirements of 2-4.7 will be recommended to the Board for 1. probation, 2. reduced funding or 3. contract termination. The terms and the time frame of the probation will be defined by staff and the Executive Director prior to presentation for Board action.

**2-4.9 A.S.S.E.T. Comprehensive Program Review System**

**2-4.10** The Juvenile Welfare Board, in alignment with its Strategic Plan, developed an organizational standards-based review system to assist funded agencies in the process of facilitating strong services for the children, families, and communities of Pinellas County. A.S.S.E.T. integrates the concepts of quality improvement and public accountability, incorporates strength-based approaches into program design and implementation, and encourages the sharing of responsibility for results-based outcomes. The review model consists of a period of agency self-study (up to 6 months) and a comprehensive site review, utilizing a peer review team, to be conducted at least once every three years.

**2-4.11** All JWB funded programs will complete the A.S.S.E.T. Comprehensive Program Review at least once every three years. In the intervening years, contract managers will complete an annual assessment which is more narrow in scope.

**2-4.12** Exceptions to this include:

1. Agencies receiving less than \$50,000 of JWB funding will receive an annual assessment review which is more narrow in scope.
2. Agencies receiving only Community Development funds will receive an annual assessment which is more narrow in scope.
3. Programs administered by governmental agencies, higher education institutions, and hospitals will participate in an abbreviated version of A.S.S.E.T. once every three years.
4. Agencies accredited through national accreditation organizations will participate in an abbreviated version of the A.S.S.E.T. program once every three years.

**2-4.13** All newly funded programs, for which on-going funding is the objective, will enter the JWB system in a capacity development phase lasting up to three years. During the three-year phase, agencies/programs will receive technical assistance in order to prepare for A.S.S.E.T. Agencies can elect to take A.S.S.E.T. anytime in that three-year time span.

**2-4.14** Upon satisfactory\* A.S.S.E.T. certification which includes the accomplishment of agency/program goals and objectives and minimum service levels, agencies/programs will transition into continuation funding in the next budget year for a three-year term. Every three years thereafter, agencies/programs must satisfactorily complete an A.S.S.E.T. certification to remain eligible for continued JWB funding. (\*Satisfactory completion of A.S.S.E.T. refers to scoring a 1, 2, or 3 on each A.S.S.E.T. standard.)

**2-4.15** An unsatisfactory A.S.S.E.T. review (scoring of 4 on any standard) will result in agencies/programs receiving:

1. A Program Development Action Plan,
2. Technical Assistance,
3. Re-review as scheduled in the Program Development Action Plan.

The Board will be notified of all Program Development Action Plans through the quarterly compliance reporting system and will be notified quarterly if agencies/programs do not meet criteria outlined in Program Development Action Plan.

**2-4.16** Appeal processes will be reserved for situations involving non-compliance ratings (score of 4). Specifically, in the event an agency receives an unsatisfactory A.S.S.E.T. review (a score of 4 on any standard) by their rating team, they may challenge a given rating(s). Their evidences and ratings may be forwarded to a five (5) member independent interdisciplinary panel, chaired by the JWB Executive

Director. The primary responsibility of the panel will be the resolution of issues regarding report findings. The interdisciplinary review panel, upon thorough review and evaluation of additional evidence(s), will determine a final assessment score.

2-4.17 In addition to satisfactory A.S.S.E.T. certification, all agencies will be expected annually to achieve their minimum service levels, meet their performance objectives, and general conditions of their contract.

2-4.18 While it is the intent of the Juvenile Welfare Board to be responsive to emerging needs of the community, funding is primarily awarded through the competitive process. The Board may consider out-of-cycle funding requests, when such requests are not appropriate to the standard annual competitive funding practices. Out-of-cycle funding requests must be submitted in the standard JWB format or in a format agreed upon by JWB. In addition, out-of-cycle funding requests must: 1) be consistent with the Juvenile Welfare Board's internal organizational capacity to plan and coordinate services for children; 2) meet the provisions established in section 2-2; and 3) meet one or more of the following criteria for Board consideration:

Agency requests for out-of-cycle funding shall be limited to requests for:

1. Funds for currently funded programs, which experience an unforeseen financial emergency, which can be expected to seriously impair the effectiveness of the program if not relieved. These requests shall utilize the Program Contingency Fund category.
2. Time-limited funds for up to three (3) years to match newly available time-sensitive federal, state, local, or foundation funds. Requests for funding shall utilize the Community Contingency Fund category.
3. One-time-only or time-limited funding usually one year or less, but up to three years if multi-year funding is justified and consistent with established policies and the Strategic Plan. Requests for funding shall utilize the Community Contingency Fund.

The Juvenile Welfare Board reserves the right to initiate out-of-cycle Community Contingency Fund requests for:

1. Funds to support collaborative funding opportunities with other funding sources to enhance services to children and families in Pinellas County.
2. Funds to support community planning activities or the results thereof in which JWB has been an active participant.
3. Funds to support a research or demonstration project, from funds budgeted for that purpose.
4. Funds to support program/services previously approved through the JWB planning process.

2-4.19 JWB does not fund:

1. The acquisition of real property or payment of interest or related costs except for that which may occur through ordinary budgeted occupancy expenses.
2. Supplementation of operating reserves for an ongoing corporation or entity.
3. The supplantment of existing funding by another agency without the prior agreement of the Board. The Board may delay budgeting requests when anticipated funds from other sources may be influenced by the Board's decision.
4. The retirement of debt.
5. The payment of fines or assessed penalties.
6. The funding of personal expenses of board members, staff, or volunteers unless directly related to legitimate business purposes.
7. Expenses not otherwise approved through the budget or budget amendment process.
8. Expenses incurred in a JWB fiscal year that has been closed.
9. Expenses incurred in a previous fiscal year applied against a current allocation.
10. Expenses previously paid by another funding entity or agency resources.
11. Contributions to any political party or candidate or to another charitable purpose.
12. Legal fees in relationship to defense in any criminal matter where individual or corporation is found guilty.
13. Indirect administrative cost rates which exceed 20% nor does it fund administrative costs which exceed 20% of the JWB program allocation.
14. Direct costs associated with fundraising activities.

15. The Board at their discretion may chose not to fund based on the best interest of the Juvenile Welfare Board.

#### 2-4.20 Funding Categories

1. **Continuation Funding**– Funding category for ongoing programs funded by the Juvenile Welfare Board. Criteria for ongoing funding are found in section 2-4.7.
2. **Strategic Plan Implementation (New & Expanded)** – Annual competitive funding cycle. Provides three-year funding for programs and activities designed to promote resiliency and skill development and prevent problem behaviors.
3. **Equipment & Renovation** – Annual competitive funding cycle. Funding category utilized to assist child-serving agencies (funded and unfunded) in acquiring equipment or making renovations with a useful life of one year or more. Utilizes fund balance dollars. The funding range for Equipment & Renovation is \$750 to \$12,500 per application.
4. **Research & Evaluation** – Research-based funding for evaluation of existing projects or demonstrations of new program models utilizing fund balance dollars.
5. **Community Development** – Programs which support positive family development, provide safe, constructive community environments through collective community involvement. These funds are available throughout the year and may be initiated by community organizations, agencies or staff.
6. **Program Contingency** – Available to JWB funded agencies for unforeseen financial emergencies, which could be expected to seriously impair the effectiveness of the program if not relieved.
7. **Transitional Allocated** – Funds for programs previously approved for transitional funding for a fixed term of two or more years or which the Board chooses to continue for an additional year during the budget process.
8. **Community Contingency** - Time-limited funds utilized to cover expenses related to either termination of existing contracts or initiation of Board approved additional activities. Funds are subject to annual Board approval, and utilize undesignated cash reserves.
9. **Merger and Consolidation** – Funding to assist child-serving agencies in program consolidations, program transfers, or corporate mergers through the payment of expenses directly related to such activities.



# COMPETITIVE APPLICATION PROCESS

Juvenile Welfare Board funding is primarily awarded through the competitive process. Guidelines are issued identifying the desired service components, identified populations and/or methodology for the specific initiative and are included in the request for proposal (RFP).

## Procedures

### A. Board

1. Establishes availability and level of funding during the annual budget process.

### B. Allocation/Award Process

1. Staff develops a Request for Proposals (RFP) based on Board direction, community need and the goal of the Strategic Plan.
2. A notice of the release of the RFP is sent to the potential bidder's list maintained by JWB (approximately 500 agencies) as well as newspaper publication (*St. Petersburg Times*).
3. A team comprised of interdepartmental staff evaluates all applications using rating scales published in the RFP and recommends funding based upon the application's scores.

### C. Funding Process

1. The team recommends applications for funding based on the funds available and/or the number of satisfactory proposals. In extraordinary situations (such as an excess of highly rated applications and availability of funds from another budget category), staff may propose an expansion of available funding.
2. The team's recommendations are reviewed by Senior Management staff.
3. Recommendations are finalized and forwarded to the Board.
4. Board Process
  - a. Board receives a list of all agencies applying for funds, a brief summary of the proposals and funding recommendations in advance of a regular meeting.
  - b. The team leader presents recommendations at the identified Board meeting, responds to Board questions and comments.
  - c. The public is provided the opportunity to comment.
5. The Board approves staff recommendations and/or takes any other action deemed appropriate by the Board.
6. JWB staff negotiates contract provisions with the service provider.
7. Staff executes the contract for services with the provider consistent with Board action.

**Note:** JWB reserves the right to reject any or all applications, to waive any non-substantive deficiency or irregularity, and to award a contract in what it believes to be in the best interest of JWB and Pinellas County.

# FUNDING CATEGORIES

## **STRATEGIC PLAN IMPLEMENTATION (New & Expanded)**

*Annual competitive funding cycle*

Provides funding for programs and activities designed to promote resiliency and skill development and prevent problem behaviors. Utilizes on-going dollars.

**FY 01-02 Budget - \$500,000**

Target dates for the competitive process

1. January – release of RFP following Board review
2. April – Board action

### Guidelines

Guidelines for these RFP's are developed based on Board direction, the program area and the goals of the Strategic Plan. Staff will state in the RFP the purpose of the funding, the target population and specific program content. The rating scale for evaluating the application is included in the RFP.

## **EQUIPMENT & RENOVATION**

*Annual competitive funding cycle*

Funding established in FY 86-87 to assist child-serving agencies in acquiring equipment or making renovations with a useful life of one year or more. Capital expenditures include equipment or renovations valued at \$750 or more with a useful life of one or more years. Non-capital expenditures include equipment or renovations valued between \$200 and \$750. Agencies applying for funds are not required to be a JWB funded agency. Utilizes undesignated cash reserve funds.

**FY 01-02 Budget - \$250,000** allocated by JWB. Total funds available for FY 00-01 \$415,000 through joint funding with United Way and Community Foundation.

Target dates for the annual process

1. October – release of RFP following Board review
2. January – Board action

### Guidelines

1. Agencies currently funded by JWB and United Way will be given additional funding consideration.
2. A cash match utilizing non-JWB funds is normally required in order to be eligible for Equipment & Renovation funding. This requirement has been waived for FY 00-01 to facilitate the joint funding process.
3. Priority is given to applications requesting funds to meet zoning regulations, building codes and licensing requirements.
4. The minimum request for any item of equipment, fixture, or renovations is \$200. However, component items such as computer software, that are an integral part of a system, are eligible for consideration.
5. The aggregate Equipment and Renovation allocation amount needs to exceed \$500.
6. Office, agricultural, laboratory, cleaning and sanitation, household and institutional supplies, supplies used in maintenance and small repairs, chemical, drugs and medicines, and other supplies and materials that are routinely operational in nature are not eligible expenditures under this funding cycle.

### Allocation

1. Minimum requested allocation must exceed \$500.
2. Maximum allocation made by the Board will be \$12,500 for any single application. The Board reserves the right to waive the maximum allocation.

## RESEARCH & EVALUATION

Funding for research-based evaluation of existing projects and/or the demonstration of new program models. Funds may be allocated during the annual budgeting process, may be awarded as part of a funding cycle, and/or on an individual basis as needed.

Unallocated Funds are awarded through a competitive process. RFP's for evaluation may be released in conjunction with a funding cycle or on an as needed basis.

Allocated Funds for multi-year projects (i.e. 3-year mentoring demonstration projects, Healthy Families Evaluation) are approved by the Board during the budgeting process. Once approved by the Board, the vendor remains constant for the term of the project.

## COMMUNITY DEVELOPMENT

Funding for programs which support positive family development by providing safe, constructive community environments through collective community involvement. These funds are available throughout the year and may be initiated by community organizations, agencies or staff.

### Funding Procedures

1. Agency submits a written request to JWB. The request must include basic information identifying how the proposal meets the guidelines, the amount of funds requested, why the funds are needed, how the funds will be spent, what other fund raising efforts have occurred and the results of those efforts, and the date the funds are needed.
2. Staff review the request for relevance to the Strategic Plan Community Development guidelines and ensure that there are no other JWB funding cycles available for the request.
3. Based on their review and discussions with the agency making the request, staff develops a recommendation for Board action.
4. Within sixty (60) days of the receipt of the written request, JWB staff recommendations are submitted to the Board.

### Guidelines

1. Funding is available up to \$5,000.
2. JWB dollars should be used to leverage greater public/private involvement through the use of a challenge strategy whenever possible.
3. The request reflects diversification of financial support through:
  - a. Match of donated cash funds,
  - b. Match for "new" dollars to encourage and reward the expansion of base funding support or,
  - c. Match for other public funds.
4. The activity directly involves youth in the planning and /or delivery of service or activity and/or addresses a definable, recognized need or child/youth development issues.
5. Activities involving significant community/parent involvement can be considered in-kind funding for match purposes.
6. Support is available to or through not-for profit corporations/organizations only.
7. Requires a final report of the program accomplishments/experience.
8. Requires fiscal capability/controls to adequately document the specific expenditures of allocated JWB funds.

## PROGRAM ACCOUNTABILITY FUNDING

Funds available to assist continuation funded programs with SAMIS (Services and Activities Management Information System) data collection and/or preparing for A.S.S.E.T. (Agency Self-Study Efficacy Tool). This funding will be available through a survey/questionnaire process based on documented needs.

### FY 01-02 Budget-\$216,000

Funds will be allocated throughout the year.

## NEIGHBORHOOD FAMILY CENTERS

### No open funds available in FY 01-02

Neighborhood Family Centers are JWB's response to a Pinellas County voter referendum passed in 1990. Neighborhood Family Centers are neighborhood sites where families come together to meet each other, enjoy companionship, learn together, and support each other. Everyone in the neighborhood is welcome, and the centers make a special effort to involve young families and families with very young children. Governed by members of its community, each center is unique, drawing from the strengths and resources that exist in the community and responsive to needs as they arise. Each center offers a variety of outreach, family literacy, child development activities, community meetings and activities, employment-related activities; and child care for parents while they are participating in center activities.

### Funding Procedures

1. JWB staff works with neighborhood residents to develop leadership, organizational capacity, and a plan for implementing a neighborhood family center.
2. Funds are allocated after development of sufficient neighborhood interest and capacity.

These programs are being independently evaluated and the results of that evaluation will guide the decision making process regarding potential program expansion.

# OUT OF CYCLE FUNDING

While it is the intent of the Juvenile Welfare Board to be responsive to emerging needs of the community, funding is primarily awarded through the competitive process. Throughout the year, situations may arise which require consideration outside regular funding cycles. To provide resources to address and/or maintain emerging program developments, resources are budgeted in three categories.

Out-of-cycle funding requests must be submitted in the standard JWB format or in a format agreed upon by JWB and be submitted at least twenty-five (25) business days prior to the requested date of Board action. In addition, out-of-cycle funding requests must: 1) be consistent with the Juvenile Welfare Board's internal organizational capacity to plan and coordinate services for children; 2) meet the provisions of section 2-2 of Board policy; and 3) meet one or more of the criteria established in section 2-4.18 of Board policy.

## PROGRAM CONTINGENCY

Only currently funded agencies are eligible to apply for these funds. Both on-going and one-time-only costs are fundable. These funds are to be allocated for unforeseen financial emergencies, which can be expected to seriously impair the effectiveness of the program if not relieved.

Staff considerations when reviewing these requests include, but are not limited to:

1. Reasonableness of request, estimated costs and their nature.
2. Availability or access to alternative funds
3. Impact of emergency or unforeseen circumstance on program delivery.
4. Degree to which the request could have been anticipated and handled in the normal budgeting process.
5. Availability of JWB funds.
6. Supplementation of on-going budget outside normal cycles.

## COMMUNITY CONTINGENCY

Any agency otherwise eligible for JWB funding may apply for these funds which are awarded on a one-time only or time-limited basis of up to three (3) years, if multi-year funding is justified and consistent with established policies and the Strategic Plan. Additionally, agencies may request time-limited funds for up to three (3) years to match newly available time-sensitive federal, state, local, or foundation funds.

Staff considerations when reviewing these requests include, but are not limited to:

1. Potential future funding liability to JWB for the requested project.
2. Nature, reasonableness and performance (if available) of the proposed program or service.
3. Consistency with the general funding policies of the JWB.
4. Reasonableness of costs and budgetary projections.
5. Capabilities of the applicant agency.
6. Eligibility for other JWB funding cycles.
7. Amount of additional outside funding which may be attracted.
8. Consistency with established policies and the JWB Strategic Plan
9. Availability of JWB funds.

## MERGER AND CONSOLIDATION

Funds are allocated in this category during the budgeting process to assist child-serving agencies in program consolidations, program transfers or corporate mergers through the payment of expenses directly related to such activities. Some samples of previously funded cost include legal costs related to corporate termination or reestablishment, printing, audits, printing, lease buy out, and process facilitation.

Staff considerations when reviewing these requests include, but are not limited to:

1. Degree to which all parties are sharing costs.
2. Availability of other funds.
3. Extraordinary nature of costs and relatedness to actual merger or consolidations process.
4. Reasonableness of costs.

## JWB Funding Cycles FY 01-02

RFP Title	Release Date	Budget
Equipment & Renovation	October	\$250,000
Strategic Plan Implementation (New & Expanded)	January	\$500,000
Middle School-Aged Summer Scholarship		\$0
<b>Survey/Questionnaire</b>		
Program Accountability	On-Going	\$216,000
<b>Out-of Cycle Funding</b>		
Research & Evaluation Unallocated	Out-of-Cycle	\$80,000
Community Development	Out-of-Cycle	\$33,000
Program Contingency	Out-of-Cycle	\$250,000
Community Contingency	Out-of-Cycle	\$450,000
Merger & Consolidation	Out-of-Cycle	<u>\$50,000</u>
<b>TOTAL AVAILABLE FUNDING</b>		<b>\$1,829,000</b>