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# *Community Shelter Board 2007 Report to Funders*

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Barbara Poppe  
Executive Director  
Community Shelter Board

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Barbara Poppe

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*“Homeless people and people in imminent threat of homelessness in Franklin County will have the opportunity to resolve their housing crises through the collaborative development of an efficient use of a pool of available community resources, as part of a long-term strategy to end homelessness.”*

-Community Shelter Board Global Ends Policy

## Overview

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Since 1986, the Community Shelter Board has served the Columbus and Franklin County community as an umbrella organization responsible for the development and implementation of strategies that decrease homelessness and increase the placement of homeless persons into permanent housing in our community. The Community Shelter Board carries out these responsibilities through resource development activities, sound investment decisions, coordination and planning of service delivery, and strong program accountability standards.

The Community Shelter Board is nationally recognized for its approach to ending homelessness. Our community's work in developing high-quality housing and support services has been recognized as a national model.

- Barbara Poppe, CSB Executive Director, was nominated to Governor Strickland's Interagency Council on Homeless and Affordable Housing in June 2007.
- The Spring 2007 edition of SHELTERFORCE, published by the National Housing Institute, included a public policy feature on homelessness which also profiled the work and successes of Rebuilding Lives including Sunshine Terrace -- a partnership between the YMCA of Central Ohio and the Columbus Metropolitan Housing Authority.
- In February 2007, The Robert Wood Johnson Foundation and Health Management Associates released the report Integrating Publicly Funded Physical and Behavioral Health Services: A Description of Selected Initiatives. The Community Shelter Board and the Rebuilding Lives PACT Team Initiative (RLPTI) are one of thirteen programs featured in the report. RLPTI is a local collaborative of behavioral health, primary care, housing and other supports designed as part of a federal strategy to abolish chronic homelessness in the United States.
- In September 2006, The Rebuilding Lives initiative was highlighted in an article written by the Milwaukee Journal Sentinel. The article described the success of the Rebuilding Lives initiative, featuring Community Housing Network's Briggsdale Apartments. The partnership between the ADAMH Board and CSB was featured as a model for adoption by officials in Milwaukee.
- CSB was featured in a national report released by Freddie Mac in May 2006 that revealed family homelessness is a solvable problem. The report, "Promising Strategies to End Family Homelessness", highlighted the Columbus community for its decreases in family homelessness. In Columbus, family homelessness declined 40 percent from 1,168 families in 1995 to 696 families in 2004.
- Barbara Poppe joined the Board of Trustees of the National Alliance to End Homelessness in 2006. The National Alliance is the preeminent advocacy and technical assistance organization in the country.
- Barbara Poppe was a featured speaker at the February 2007 and July 2006 National Alliance to End Homelessness conferences, the November 2006 New Mexico Governor's Housing Summit, and the October 2006 Housing First Conference in Massachusetts.

CSB's work over the past year has resulted in many noteworthy accomplishments.

- The Rebuilding Lives Updated Strategy is being implemented to undertake a comprehensive research and resources inventory of the current Rebuilding Lives plan as well as the family system. Results of this assessment will be used to develop an updated strategy to address the needs of homeless families, children and adults as one comprehensive plan. This plan will help our community to connect homeless adults and families to housing and services they need to break the cycle of homelessness.

Modeled after the successful Scioto Peninsula Task Force (which created the Rebuilding Lives plan), the Updated Strategy consists of a Steering Committee composed of diverse community leaders, CSB staff providing primary project support, along with external consultants working on research and strategy development. These three components attest to the important private and public partnership that holds this project together, with funding as well as leadership coming from private, non-profit and public sectors.

- ✓ CSB has joined with City of Columbus Safety/Police Division and Public Services, City Attorney's office, Mayor Coleman's community relations program, and Council Member Mike Mentel to address the growing problem of street homelessness. The Critical Access to Housing initiative has assisted 107 persons to date. 66 attained permanent housing and 30 are currently being assisted. More than eight encampments have been cleaned up, resolving health and safety concerns.
- ✓ As mandated by HUD and with the support of the Columbus and Franklin County Continuum of Care Steering Committee, CSB operates the Homeless Management Information System (HMIS) for all homeless programs (shelter and supportive housing) operating in Columbus and Franklin County. CSB is currently working to expand and upgrade the HMIS. A Selection Committee has been established to select a new HMIS that will be used to better track services and results of programs. The committee will make a selection decision by late summer 2007. The existing HMIS has also been expanded, with 14 programs added, bringing the total to 49 programs at 17 agencies. This results in 95% shelter bed coverage, 100% transitional housing bed coverage, and 97% permanent supportive housing bed coverage.
- ✓ CSB released its second annual Community Report on Homelessness. *The 2006 Community Report on Homelessness: A Snapshot* is a comprehensive report on the Columbus and Franklin County emergency shelter system and includes data on persons experiencing homelessness in our community. For the first time, the report includes data for permanent supportive housing.
- ✓ CSB conducted its third annual "Point-In-Time" count of area homeless persons, with more than 130 volunteers and staff counting homeless people on downtown streets or in tents and shanties near river banks, bridges and other areas. Roughly 1,400 persons in Franklin County were homeless on January 31<sup>st</sup>, around 200 outdoors and 1,200 in temporary shelter.
- ✓ CSB helped transition Friends of the Homeless from its precarious financial situation to successfully merge with Southeast, Inc. This transition not only preserved critically needed emergency shelter and housing resources, it is also improving the resources available to Friends' programs as they become part of the Southeast family of programs. CSB awarded additional funding to Southeast to keep these programs operational.

- ✓ CSB provided funding to the Volunteers of America for its family shelter and men's program as they faced closure due to reductions in revenue from their auto auction and thrift store enterprises. Two regional Ohio chapters of Volunteers of America eventually merged to establish Volunteers of America of Greater Ohio. Each partner possesses expertise that is enhancing the services they deliver as a unified organization.

The intent of the *2007 Report to Funders* is to provide the Community Shelter Board's funders with one comprehensive document that consolidates the Community Shelter Board's contract compliance work over the past year and planned investments for the current year. The Community Shelter Board conducts these reviews and evaluations in order to provide CSB, its funders, key stakeholders, and the clients served with assurances that the Community Shelter Board and its partner agencies are in compliance with established standards. Ultimately, the goal of this report is to provide CSB's funders and the community at-large with a complete picture of the value added to their investments in the Community Shelter Board.



CSB honored individuals and organizations that have made significant contributions in their work toward ending homelessness at the **2006 CSB Hero Awards** Ceremony held at Nationwide Corporate Offices on September 18, 2006. The purpose of the CSB Hero Awards is to recognize and honor those individuals who work on a daily basis to assist families and individuals that are experiencing homelessness.

Left to Right: Julane Goodrich, YWCA Columbus; The Honorable Michael C. Mentel, Columbus City Council; Mike Tynan, Community Housing Network; Jeff Hogle, YMCA of Central Ohio; Karen Deberry, Volunteers of America; Sandra Stephenson, Southeast, Inc. (Front): Ronald Baecker, Citizens Advisory Council.

## Program Review & Certification

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The Shelter Certification Standards were developed by the Community Advisory Committee and endorsed by the Community Shelter Board Trustees in February of 2000. Over the past few years, CSB staff modified the Shelter Certification Standards to apply to housing and other programs. These standards are an integral component of all partner agency contracts and the Program Review and Certification process assures the quality, efficiency, and effectiveness of CSB-funded services.

A review team consisting of experts in homeless program operations, financial management, and administrative compliance conduct on-site visits and review targeted standards each year. Full reviews, with every standard inspected for compliance, occur on a rotating cycle every three years. Targeted reviews focus on certain system-wide standards that are considered a priority, as well as standards that have been selected for individual agencies.

This year's review team was comprised of two consultants with expertise in homeless and housing programming and financial management. Matt White, of Abt Associates, Inc., who has over 10 years of experience in non-profit administration with services to homeless populations; and Diana Sells, a Certified Public Accountant, has over 27 years experience with private and public fiscal administration. The team, as well as the process, was overseen by Michael Madry, CSB's Grants Administrator.

The review team reviewed 43 programs at 14 partner agencies. For the first time, these reviews included agencies and programs that are not directly funded by CSB but participate in CSB's Homeless Management Information System. The review team also performed a review of the CSB Family Housing Collaborative and Transition programs. CSB achieved compliance with CSB Administrative and Program Standards by 2/15/07. As of April 30, 2007 all CSB partner agencies, with the exception of Lutheran Social Services, are compliant with CSB Administrative and Program Standards. See the table on page 8 and Appendix A for a list of all agencies and programs reviewed. Refer to [www.csb.org](http://www.csb.org) for the full list of CSB Administrative and Program Standards.



Nicole Martin, a resident of The Commons at Chantry.

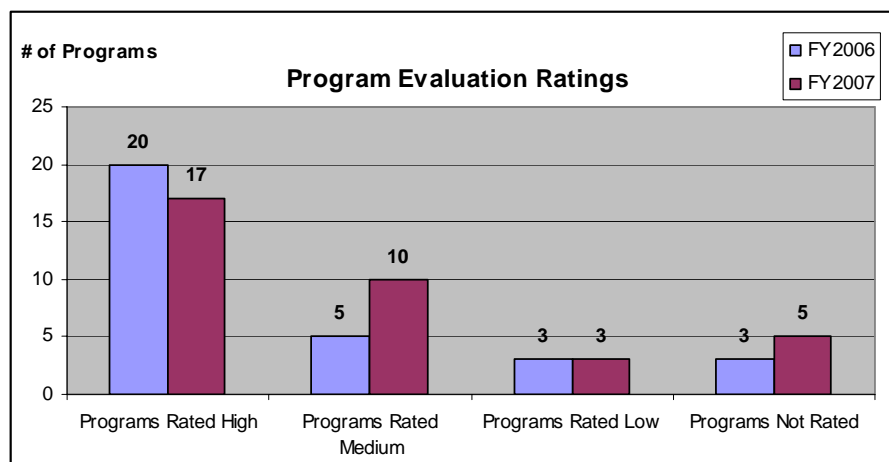
The Commons at Chantry is a joint development between National Church Residences and Maryhaven, offering permanent supportive housing to single men and women, as well as families with children. It is a 100-unit community, with 50 units designated for those experiencing chronic homelessness.

## Program Evaluation

The FY2007 Program Evaluation report evaluates the current shelter, services and permanent supportive housing system in Columbus and Franklin County using CSB's established performance standards. The report includes all programs funded by or under contract with CSB in Fiscal Year 2007 (July 2006-June 2007). Some Rebuilding Lives programs which are not directly CSB funded are included as well.

For each program, the report includes an overall performance rating, summary description, tables showing previous and current performance with respect to established outcome measures, a cost efficiency table, and recommendations, where applicable, for performance outcome measures for the upcoming FY2008 contract year. For the first time, CSB is also evaluating and establishing recommendations for the different systems as a whole (Family Emergency Shelter System, Men's Emergency Shelter System, Women's Emergency Shelter System and Permanent Supportive Housing System). See the table on page 8 for each program's performance rating. The full FY2007 Program Evaluation is available at [www.csb.org](http://www.csb.org) under 'Publications'.

For FY2007, CSB evaluated 35 programs and the graph below shows the performance of the programs compared to the previous FY Performance Evaluation. CSB is concerned that program performance declined in FY07. Efforts are underway by CSB Programs and Planning staff to increase and enhance both system and program technical assistance.



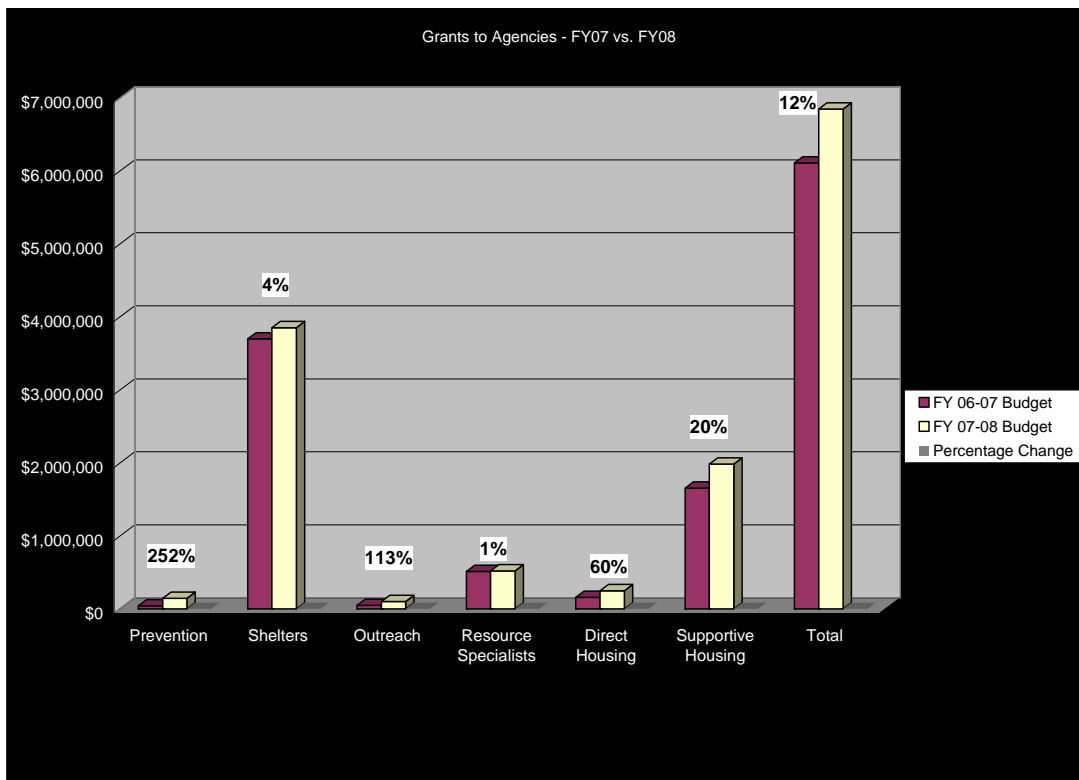
The highlight of this year's Program Evaluation is the Permanent Supportive Housing System. In the first half of FY2007, 117 new supportive housing units became operational as a result of both new projects and the expansion of existing projects, bringing the number of operational Rebuilding Lives units to 760. An additional 90 units of Rebuilding Lives supportive housing have been planned and are in the various stages of development. These additional units will become operational over the next two years. For the period evaluated, the Permanent Supportive Housing System served 811 households with 763 of them having a successful housing outcome, based on CSB's established standards.

## Program Investments

Since its beginning, CSB has based annual allocations to partner agencies on a Request for Proposals (RFP) process. CSB staff based funding decisions on competitive funding for all agencies, with additional available funds distributed based on performance and need. CSB staff issued a competitive RFP on January 20, 2007. Public notice of the RFP was released to CSB's mailing list, as well as to all partner agencies, which included three funding categories: Prevention, Emergency Shelter, and Housing. CSB received 37 proposals for a total amount of \$7,628,063 and evaluated proposals based on Performance Evaluation, Program Compliance and Demonstrated Need for Funds. CSB also received proposals for two new program expansions: Family Housing Collaborative expansion and the Critical Access to Housing expansion.

The review team ultimately came to a consensus on each agency's funding recommendation based on a baseline funding award plus merit awards for high performers and Cost of Living Adjustment (COLA) awards for high and medium performing programs, with additional awards for programs with demonstrated need. CSB also awarded funding for two new programs: the Long-Term Direct Housing expansion at Homeless Families Foundation and the Critical Access to Housing expansions at Southeast, Inc and YMCA. CSB has yet to determine a recipient for the Prevention Pilot award. Agencies received notification regarding the funding and program outcome plan recommendations for each program. The CSB Board of Trustees approved funding awards on May 22, 2007.

The chart below shows grants to agencies, comparing FY08 and FY07 investments. There is an overall 12% increase in program investment.





- FY08** The **Family Housing Collaborative**, which helps move families out of shelter quickly and into permanent housing, will be expanded to address needs of families who need longer supports for up to 18 months to stabilize housing and not have a repeated episode of homelessness. Following a competitive application process, Homeless Families Foundation was selected to receive a \$90,000 funding award to serve 30 additional families over the next year.
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- A partnership with the City of Columbus created the **Critical Access to Housing** program, which engages people experiencing street homelessness who are staying in places with known health and safety risks. Outreach and housing placement are provided by Maryhaven and Southeast. Southeast received an additional \$175,000 to expand the program by adding 15 units of supportive housing.
- A new **Homelessness Prevention Pilot** is underway, based on local research conducted on student mobility, as well as local and national interest in developing and documenting new, effective and efficient approaches to homelessness prevention. The Homelessness Prevention Pilot will help prevent homelessness and reduce student mobility. A local advisory committee has been developed and national and local researchers are working to design a research plan to inform the program intervention and program evaluation. Funding from The Columbus Foundation will allow CSB to retain expert planning and evaluation services in order to design, track, monitor, and evaluate program results to determine what impact the pilot has on decreasing student mobility and preventing homelessness.

**FY2008**  
**Funding, Evaluation Ratings & Certification Status**

<b>Partner Agency Contracts</b>		FY2007 CONTRACT AMOUNT	FY2008 FUNDING AWARD	EVALUATION RATING	CERTIFICATION STATUS
<b>Prevention</b>					
	Gladden Community House	40,950	44,235	High	Compliant
6	Prevention Pilot - Partner Agency TBD	-	100,100	N/A	N/A
	<b>Total Prevention</b>	<b>40,950</b>	<b>144,335</b>		
<b>Housing</b>					
<u>Rebuilding Lives</u>					
	Community Housing Network - E. 5th Ave.	82,900	77,622	High	Compliant
	Community Housing Network - N 22nd St.	95,011	90,844	High	Compliant
	Community Housing Network - N High St.	249,185	242,879	Medium	Compliant
	Community Housing Network - Parsons Ave.	71,626	68,154	High	Compliant
	Community Housing Network - Cassady Ave.	40,519	34,130	Medium	Compliant
	Community Housing Network - Community ACT	66,406	12,006	Not Rated	Compliant
	Community Housing Network - RLPTI	28,735	35,805	Medium	Compliant
	Community Housing Network - St. Clair	72,555	65,555	High	Compliant
	Community Housing Network – COLA and Merit	-	31,995	-	N/A
	Maryhaven - Commons at Chantry	36,083	36,083	Not Rated <sup>2</sup>	Compliant
	National Church Residences - Commons at Grant	90,309	90,309	High	Compliant
5	Southeast - Scattered Sites	146,031	310,652	Unable to Rate <sup>1</sup>	Compliant
	YMCA - Sunshine Terrace	341,154	349,586	High	Compliant
5	YMCA - 40 West Long	456,510	471,032	High	Compliant
	YWCA - WINGS	55,831	54,674	High	Compliant
	<b>Sub-total</b>	<b>1,832,855</b>	<b>1,971,326</b>		
<u>Resource Specialists</u>					
	Homeless Families Foundation	92,000	93,870	High	Compliant
	Southeast - Friends of the Homeless	162,000	140,805	High	Compliant
	Lutheran Social Services	180,000	180,000	Low	Non-Compliant <sup>4</sup>
	YWCA - Family Center	105,000	105,000	Low	Compliant
	<b>Sub-total</b>	<b>539,000</b>	<b>519,675</b>		
<u>Other Housing</u>					
	Maryhaven-Outreach	47,000	46,485	Unable to Rate <sup>3</sup>	Compliant
	Southeast - Outreach	51,000	53,672	Not Rated <sup>2</sup>	N/A
	Salvation Army - FHC	155,808	158,884	Medium	Compliant
	Homeless Families Foundation - LT FHC	-	90,000	New	New
	<b>Sub-total</b>	<b>253,808</b>	<b>349,041</b>		
	<b>Total Housing</b>	<b>2,625,663</b>	<b>2,840,042</b>		
<b>Shelter</b>					
	ADAMH/MH Engagement Center	231,060	237,471	High	Compliant
	Southeast - Friends of the Homeless - Men	473,520	489,146	Medium	Compliant
	Southeast - Friends of the Homeless - RP	392,372	405,320	Medium	Compliant
	Homeless Families Foundation-Family Shelter	485,142	476,516	High	Compliant
8	Lutheran Social Services – Adult Shelters	1,046,503	1,122,220		
8	Lutheran Social Services - FM6			Medium	Non-Compliant <sup>4</sup>
8	Lutheran Social Services - FM8			Low	Non-Compliant <sup>4</sup>
8	Lutheran Social Services - NP			Medium	Non-Compliant <sup>4</sup>
	Volunteers of America - Men's Shelter	48,793	65,432	Medium	Compliant
	Volunteers of America - Family Shelter	50,394	63,720	High	Compliant
	YWCA - Family Center	969,314	961,637	Medium	Compliant
	Overflow – Lutheran Social Services and				
7	Homeless Families Foundation	305,118	28,873		
	<b>Total for Shelter</b>	<b>4,002,216</b>	<b>3,850,335</b>		
	<b>Total Recommended Funding</b>	<b>6,668,829</b>	<b>6,834,712</b>		

<sup>1</sup> CSB is unable to rate this program due to HMIS data discrepancies that were not resolved prior to the Program Evaluation publication date. Southeast was asked to perform an audit of their HMIS data collection, entry and reporting procedures and practices, related to the Prior Living Situation of their clients. This review also included a file audit for the 01/01/06-12/31/06 timeframe. The results of the audit were not conclusive regarding the clients' eligibility in the RL program.

<sup>2</sup> In some instances a program was too new to evaluate; therefore, a performance rating was not assigned.

<sup>3</sup> CSB is unable to rate this program due to agency disclosure on substantial exit data entry errors.

<sup>4</sup> LSS is non-compliant with a good neighbor agreement (GNA) standard, having let a GNA lapse.

- <sup>5</sup> Includes expansion for Critical Access to Housing. YMCA expanded during FY2007 (included in FY2007 Contract Amount column) and SE will expand for FY2008.
- <sup>6</sup> The prevention pilot partner agency need has not been fully determined, and no RFP has been issued at this time.
- <sup>7</sup> The overflow included within the budget is for part of the annual overflow needs. The remaining portion of overflow will come out of contingency funds. The FY2007 amount represents total overflow allocated throughout the year.
- <sup>8</sup> LSS adult shelter contracts will be combined in FY 08 into one contract. The FM6, FM8, and NP programs are listed separately to show the FY 07 evaluation ratings and certification status.

## CSB Financial Status

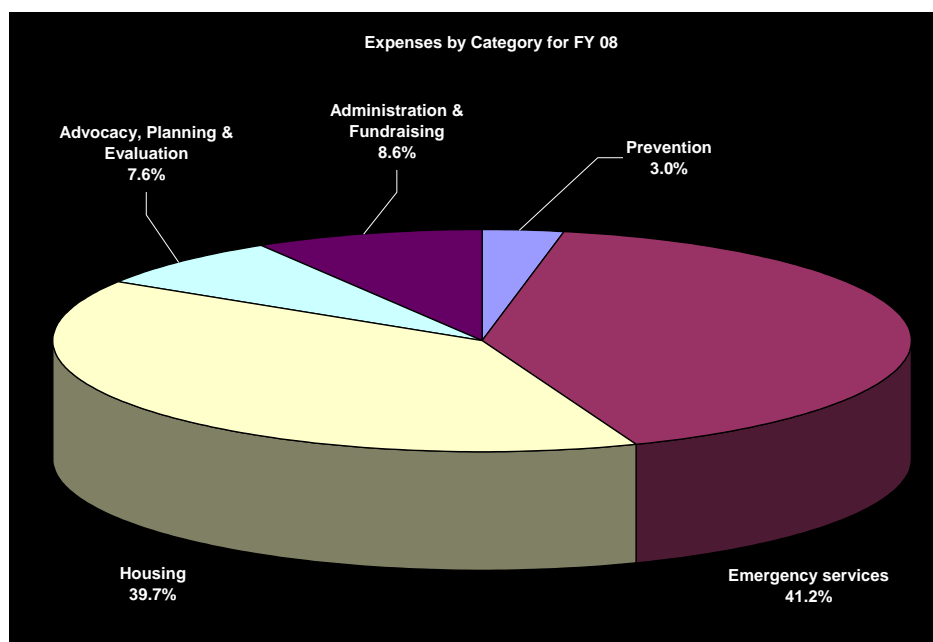
The financial information contained in this report is provided to inform CSB's investors about the Community Shelter Board's complete financial picture. Over the past year, CSB has worked very closely with its public and private sector funders to identify needed resources to meet the increased demand for services. In FY 2007, CSB raised, allocated, and administered approximately \$8 million to support programs and services of CSB and its partner agencies.

Despite trying economic and budgeting issues facing CSB's funders, the Mayor, Columbus City Council, the Franklin County Board of Commissioners, and the United Way of Central Ohio provided significant and increasing funding for CSB. These three funders represent just over \$7.9 million or 73 percent of CSB's funding. See Appendix B for CSB's FY 2008 budget.

CSB, with significant support from The Limited as its Lead Corporate Sponsor, raised \$1.1 million in cash and in-kind donations from the 2007 Mel Schottenstein Birthday Celebration to support CSB and its partner agencies programming efforts. CSB has lined up Lead Corporate Sponsors through 2009 and will continue to leverage our fundraising efforts through this event.

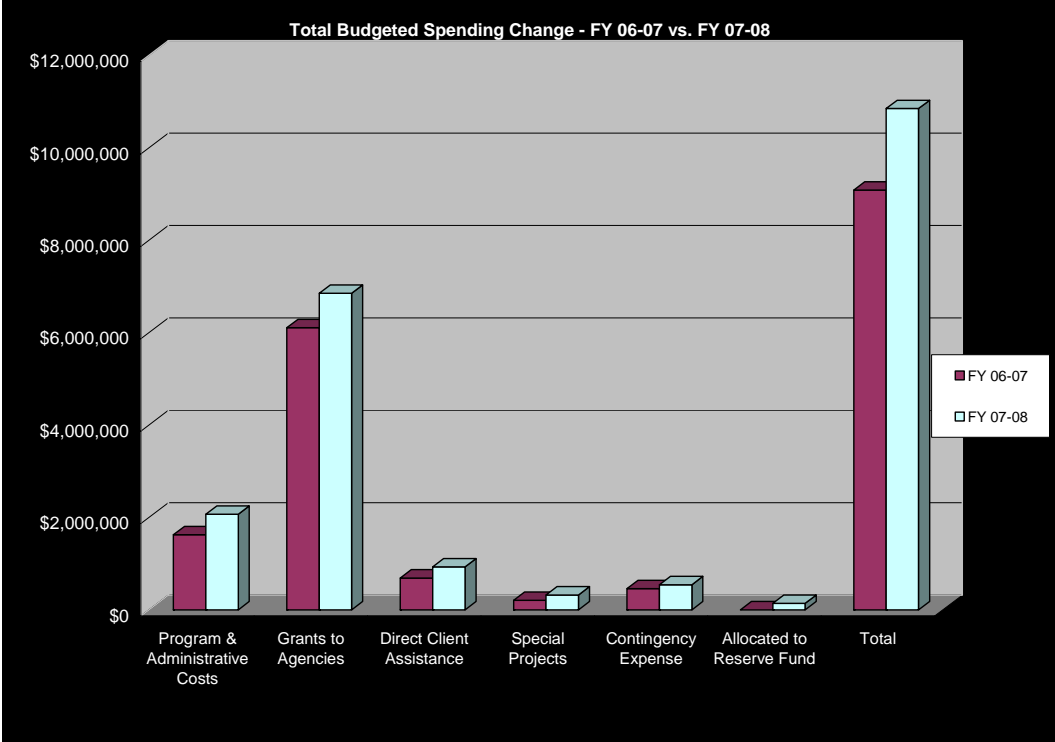
Under CSB's leadership, the 2007 Columbus and Franklin County Continuum of Care application was submitted in June with recommended funding of \$7,512,775 to fund 26 projects. CSB's staff leadership of the 2006 Columbus and Franklin County application provided just over \$6.7 million dollars for 23 projects representing funding for 876 units of permanent and transitional housing for families and individuals in Columbus and Franklin County.<sup>1</sup>

The chart below shows expenses by category for FY2008. Administration and fundraising costs remain low, since 91.4% of all costs are for programs and program planning.



<sup>1</sup> Continuum of Care Funding is not included in CSB's budget.

The chart below shows that overall budgeted spending increased 19% from FY07 to FY08. The largest increase was in Grants to Agencies, at \$740,000 more than the prior year. Direct Client Assistance funding increased by 35% because of program expansions.



## Moving Forward

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This report documents the value added to community investments in a coordinated and targeted approach to combating homelessness. Through the development of supportive housing, improved emergency shelters, and resources that enable individuals and families to resolve their housing crisis, the Community Shelter Board strives to continue to exceed community expectations.

The Community Shelter Board's accomplishments would not be possible without continued support and leadership from our local elected officials as well as Columbus' business, civic, and philanthropic communities. It is the success of this working public-private partnership that makes the way we address homelessness in Columbus a *true* model for our nation.

What began as Mel's vision that no one in our community should be homeless for more than one night has become a national model of community-wide collaboration and a pathway to successfully rebuilding lives and ending homelessness in Franklin County. As Columbus' expert on homelessness, CSB remains committed to developing real solutions to homelessness and providing housing to individuals and families in need. It is our hope that CSB's funders will continue to appreciate the value added through their investments in the Community Shelter Board.



*"Some people believe that we will never abolish homelessness because the root causes are too complex. But that's not the way we think in Columbus. That's because our community cares for each other. By caring for those in need in our own backyard, we light the way for the rest of the world."*

*"There's no situation you can't overcome if you believe in yourself. There's no situation in Columbus that we can't overcome together if we embrace each other. Columbus' greatness is its goodness."*

-Brian Hall, CSB Success Story & 2007 Mel Schottenstein Birthday Celebration

**Program Review & Certification**  
**NON-CSB FUNDED AGENCIES/PROGRAMS REVIEWED**

COLUMBUS AIDS TASK FORCE (full review of HMIS Standards Only)

- Shelter Plus Care SRA

COMMUNITY HOUSING NETWORK (full review of HMIS Standards Only)

- Family Homes
- Wicklow
- Wilson

COMMUNITY SHELTER BOARD (full review)

- Family Housing Collaborative
- Transition

LUTHERAN SOCIAL SERVICES (full review of HMIS Standards Only)

- Shelter Plus Care

SOUTHEAST, INC./ FRIENDS OF THE HOMELESS (full review of HMIS Standards Only)

- New Horizons Men
- New Horizons Women

VOLUNTEERS OF AMERICA (full review of HMIS Standards Only)

- Family Supportive Housing

**Community Shelter Board  
12-Month Operating Budget  
FY 07-08 (7/1/07-6/30/08)**

<b><u>Sources of Funds</u></b>	<b>FY 07-08 7/1/07 - 6/30/08</b>
Available Carryover	492,824
City of Columbus	3,451,012
Franklin County	3,455,862
Federal Funds	82,525
Ohio Housing Trust Fund	550,000
United Way	1,030,706
Mel Contributions	1,000,000
Other Funds (including Satisfaction of Restrictions)	<u>782,798</u>
<b>Total Current Revenue</b>	<b><u>10,845,727</u></b>
<b><u>Uses of Funds</u></b>	
Prevention	283,734
Emergency Shelter	3,850,335
Housing	<u>3,641,177</u>
Total Grants to Agency and Direct Client Assistance Allocations	7,775,246
CSB Internal Staff Costs	1,502,901
CSB Internal Non-Staff Costs	563,997
Special Projects	320,942
Contingency	542,286
Allocation to Reserve Fund	<u>140,355</u>
<b>Total Uses of Funds</b>	<b><u>10,845,727</u></b>
<b>Net Surplus/(Deficit)</b>	<b>-</b>



## Budget Explanations and Notes

### Sources of Revenue

Sources of Funds are conservatively projected based on notification of awards by major funders and current contracts. The Sources are, for the most part, contracted or reasonably assured of being contracted.

### Uses of Funds

- 1) CSB Internal Expenses (\$2,066,898) have increased primarily as a result of increased staffing costs. One additional program staff member and two finance and grants staff members have been added and one temporary data and evaluation staff has been made permanent (20 total employees in FY 07-08 vs. 16 in FY 06-07). CSB's overall costs are expected to grow 58% from 2002 to 2008. Program costs continue at greater than 90% of spending. CSB has been able to manage growth with only a 45% increase in staffing. The largest share of increased staffing will occur in FY08 as we try to catch up with growth in program and grant-making responsibilities.
- 2) Special Project costs of \$320,942 have been estimated and budgeted for the Rebuilding Lives Updated Strategy, accounting and development software, HMIS software purchase and implementation, and office relocation.
- 3) A general contingency has been provided at a rate of 5% of revenue (per revised governance policy). The contingency is intended to be spent each year on unknown or unquantifiable expenses at the time of budget preparation.
- 4) A 45-day Reserve Fund has been established in accordance with governance policy. Additional amounts necessary for the 45-day reserve will be set aside by 6/30/08. The 45-day reserve amount is calculated based on annual operating revenue, which excludes special project revenue. The Reserve Fund is intended to be used only in times of crises, such as significant unexpected cuts in revenue sources or a significant system crisis.