



# Council Business Meeting

June 6, 2023

<b>Agenda Item</b>	Governor’s Emergency Order 2023-02 related “All In” Overnight Shelter Grant	
<b>From</b>	Brandon Goldman Linda Reid	Community Development Director and Housing Program Manager
<b>Contact</b>	<a href="mailto:Brandon.goldman@ashland.or.us">Brandon.goldman@ashland.or.us</a> 541-552-2076 <a href="mailto:linda.reid@ashland.or.us">linda.reid@ashland.or.us</a> 541-552-2043	
<b>Item Type</b>	Requested by Council <input type="checkbox"/> Update <input type="checkbox"/> Request for Direction <input checked="" type="checkbox"/> Presentation <input type="checkbox"/>	

## **SUMMARY**

At the regular meeting on [April 18, 2023](#), the Council directed staff to prepare and submit an application for the State of Oregon’s “All In” grant related to Governor Kotek’s Emergency Order 2023-02 (E.O. 23-02) declaring a homelessness state of emergency.

The City of Ashland has received a tentative award of \$1,158,100 from the Jackson County Continuum of Care grant award committee. Final grant award agreements are currently being developed. This presents a significant opportunity for the City of Ashland to secure funding in support of our efforts to address the temporary shelter needs of our unhoused residents.

The “All In” grant funding is intended to provide support for the acquisition and rehabilitation of property. The goal is to establish a low barrier nightly emergency shelter through January 10th, with the intention of utilizing it as an inclement weather shelter thereafter.

Funding under the grant must be fully expensed by January 10, 2024. Given the need for expedited property acquisition and program implementation under the grant, staff requests City Council authorize the City Manager to enter into a grant agreement with the Jackson County Continuum of Care, subject to legal review and approval of the proposed grant contract by the City Attorney. The legal review is essential to ensure that the terms and conditions align with our city’s obligations and interests.

## **POLICIES, PLANS & GOALS SUPPORTED**

Council Vision and Values Statement 2022

- Regional cooperation, including in support for public safety and homelessness

## **BACKGROUND AND ADDITIONAL INFORMATION**

The City of Ashland has been involved in the implementation of Emergency Order 2023-02, the Governor’s emergency order aimed at addressing homelessness. The funding for this program is being provided through the Jackson County Continuums of Care (CoC), which is expected to be administered by the CoC lead agency, ACCESS Inc. The State of Oregon has provided guidance for how the funding is to be targeted, and for the process by which CoCs make decisions about how to allocate the funding. More information about the “All In” E.O. 23-02 funding and process can be found on the Oregon Housing and Community Services website. <https://www.oregon.gov/ohcs/Pages/housing-eo.aspx>





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The State directed the Jackson County CoC to utilize the funding to develop 67 new shelter beds and rehouse at least 133 currently unsheltered households, providing a total of \$8.8 million awarded to achieve these goals. The State expects the funding to be completely expended on eligible activities by Jan. 11th, 2024. The City of Ashland is represented in the Multi-Agency Coordination (MAC) group, which is responsible for the administration of the funding, but as an applicant for funding Ashland was not included in Jackson County CoC award selection committee. At the City Council's direction, the City submitted a funding request on May 19<sup>th</sup> to ask for support in acquiring property and opening of an Emergency Shelter in partnership with a non-profit shelter provider.

## **FISCAL IMPACTS**

The City was not required to provide any matching funds for this grant application, however, in order to fully fund site acquisition, building rehabilitation, and pay for shelter operations through the term of the grant and the winter of 2024, the City identified \$930,000 in matching funds in the grant application. The source of these matching funds is \$730,000 of the State Department of Administrative Services (DAS) Grant previously received by the City under Senate Bill 5561, and \$200,000 in City General Funds as included in the proposed FY2024-25 budget to support emergency shelter needs.

## **DISCUSSION QUESTIONS**

Not Applicable.

## **SUGGESTED NEXT STEPS**

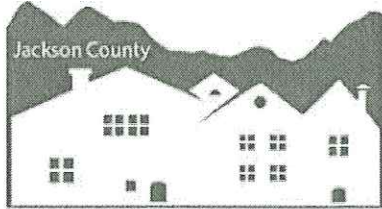
Authorize the City Manager to enter into a grant agreement for acceptance of the \$1,158,100 grant award from the Jackson County Continuum of Care (COC), subject to legal review and approval of the proposed grant agreement.

The legal review of the final grant agreement, once prepared by the COC and presented to the City of Ashland, is essential to ensure that the terms and conditions of the final agreement align with our city's obligations and interests.

Staff will submit a supplemental budget for the Council's consideration once the grant agreement is executed. The supplemental budget adjustment for FY2024 will identify the new \$1,158,500 in "All-In" grant revenue, and request appropriation of these funds to the corresponding expense in support of the proposed emergency shelter project. That request will come to the Council as a FY2024-25 budget adjustment at their first July meeting.

## **REFERENCES & ATTACHMENTS**

- City of Ashland All-in (Emergency Order 2023-02) Grant application



**Regional Unsheltered Homelessness Emergency Response**  
**Emergency Order EO 23-02**  
**Deadline: 5 p.m., Friday, May 19, 2023**

**CONTINUUM of CARE**

<b>Legal name of organization</b>	City of Ashland
<b>Organization designation (underline)</b>	Non-profit corporation <b>Public Entity</b> Other (explain)
<b>Program Name</b>	<b>Ashland Low Barrier Shelter and Urban Rest Stop</b>
<b>Address</b>	20 E. Main Street
<b>City, State, Zip</b>	Ashland, OR 97520
<b>Tax ID Number &amp; UEI #</b>	Tax ID 93-6002117 & UEI CRCQD8ZGQSR6
<b>Organization Director</b>	Joseph L. Lessard, City Manager
<b>Program Director Name and Title (If not organization director)</b>	Linda Reid, City of Ashland Housing Program Manager
<b>Phone &amp; E-mail</b>	541-552-2043 reidl@ashland.or.us
<b>Agency Total Operating budget</b>	\$118,907.051
<b>Program Budget</b>	\$2,330,000
<b>AMOUNT OF REQUEST</b>	\$1,400,000
<b>Number of years your organization has been in operation?</b>	149 years
<b>Signature of Authorized Individual</b>	<i>Joseph Lessard</i>
<b>Print Name &amp; Title</b>	Joseph L. Lessard
<b>Date</b>	5/17/23

## PROGRAM PROPOSAL/NARRATIVE RESPONSE SECTION

1. Is your agency an equal opportunity employer?\*  Yes  No

\*Faith based organizations are exempt from this requirement.

- Is your agency an equal opportunity service provider?  Yes  No

If you answered "no" to either of these questions, please explain.

2. **Organizational Overview:**

- a. Tell us about your organization, its mission, history, and services offered. Include information about your organizational structure and staffing levels.

### Mission

Vision Statement:

*Ashland is a resilient, sustainable community that lives within its means and maintains the distinctive quality of place for which it is known.*

*Ashland will continue to be a unique and caring city that stresses environmental conservation, fosters artistic expression, and is open to new ideas and innovation.*

*Ashland will plan and direct its efforts to fulfill this vision for the long-term with a constant view toward being an open, welcoming community for all with a positive economic future.*

City of Ashland Policies:

Housing Element of the Comprehensive Plan:

*Ensure a range of dwelling types that provide living opportunities for the total cross-section of Ashland's population.*

*Housing opportunities should be available to all residents without discrimination and consistent with local, state, and federally recognized protected classes under fair housing law.*

Social and Human Services: *To ensure that all people in Ashland live in a safe, strong, and caring community, the City seeks to enhance the quality of life and promote self-reliance, growth and development of people. To these ends, the City will strive to provide resources and services to meet basic human needs.*

The City of Ashland is a municipality, and its primary mission is to maintain city facilities (such as parks, stormwater and sewer systems, and streets and sidewalks) and provide basic health and safety services, including law enforcement and fire protection. These services are essential. Additionally, the City supports services that promote the health and welfare of the economy, environment, and people. This includes economic development activities, conservation programs, and social service funding and programs. While the City has previously supported efforts to address homelessness, citizens and organizations now seek a more proactive role from the City due to the impact of the Coronavirus pandemic and wildfires.

Over the years, the City has engaged with service providers, the faith-based community, and community advocates to gather feedback on needs and solutions for homelessness. This grant application reflects those efforts and community engagement regarding the most urgent needs.

Although the City's mission does not directly involve serving homeless populations, it is committed to public safety and being responsive to community needs. However, as a small municipality with limited resources, the City needs to request additional resources to meet the current needs arising from recent disruptions and the increase in unhoused residents within the community.

### History

The City of Ashland, incorporated in 1876, has a rich history tied to the timber industry, a thriving theater community, and a prestigious educational institution. In recent years, it has become renowned for its arts, culture, and status as a top tourist destination in Southern Oregon, home to the Oregon Shakespeare Festival and Southern Oregon University.

Despite its smaller size compared to nearby Medford, Ashland has a strong track record of providing services and resources to address the needs of unhoused residents and migrant populations. However, effectively addressing the issue of homelessness throughout the Rogue Valley requires reciprocal coordination that encompasses Ashland's unique challenges.

As the largest city at the southernmost end of the valley and the primary exit off the interstate for travelers from California, Ashland serves as a regional focal point. It attracts both a significant number of unhoused travelers and long-term homeless residents. The demand for affordable housing is intensified by the city's service sector industry driven by tourism. Positioned along the I-5 corridor and renowned for its progressive community, expansive parklands, natural areas, and lively downtown plaza, Ashland consistently draws a substantial influx of tourists and visitors.

Thus, any comprehensive approach to addressing homelessness throughout the Rogue Valley must acknowledge and prioritize the challenges specific to Ashland. By fostering reciprocal coordination throughout the valley, a more effective and unified effort can be made to combat homelessness and support those in need within Ashland and beyond.

### Services and Capacity

The City of Ashland is an entitlement jurisdiction for Community Development Block Grant funds from the Department of Housing and Urban Development, and as such, is very familiar with HUD funded programs and program administration requirements. Traditionally, the City of Ashland acts solely as a grant administrator, rarely carrying out activities directly, preferring instead to provide institutional structure, staff expertise, and financial support to partner organizations to assist them in carrying out their respective missions while assuring that the needs of the community's most vulnerable citizens are being met. In instances of urgent need and extreme circumstances the City will sometimes take on enhanced roles in order to address the needs of those most vulnerable and at-risk members of the community.

In recent years due to the impacts of the pandemic and the wildfires, the City of Ashland has often taken on enhanced roles to ensure public safety and support partner agencies in the provision of basic health and safety resources. The City of Ashland has staff with expertise in

project management, grant administration, and project planning. The City also has a Building Department, Electric Department, Planning Department, Public Works and Engineering Department, and Fire Safety Division who can each contribute professional skills and resources to help implement this project on an expedited timeline and with a level of experience and expertise which can be costly, time consuming, and disjointed in the private sector.

Municipalities have distinct advantages over non-governmental organizations due to their access to a diverse range of internal resources, facilitating efficient internal communication, consultation, and streamlined approval processes. Furthermore, municipalities can tap into expertise and resources from various professional domains. The City of Ashland, for instance, possesses a skilled staff with expertise in project development, public contracting, public procurement, Federal and State grant administration, grant oversight, and a demonstrated history of successfully completing large-scale public facility projects.

To further enhance this activity, the City of Ashland will subcontract with Options for Housing, Resources, and Assistance. This organization has an impressive track record, including the acquisition and rehabilitation of the first Project Turnkey application awarded and operational in Oregon. Additionally, they bring extensive experience in shelter management and a noteworthy record of successfully transitioning individuals from shelters to permanent housing.

**b. Outline how your organization works in partnership with other agencies.**

The City of Ashland actively fosters partnerships with numerous non-profit organizations and groups within the community. City staff frequently engage in collaborative efforts with these partner organizations, advisory bodies, and citizens to address complex community issues. Recognizing the unique resources and infrastructure available to municipalities, the City provides support that many non-governmental organizations may lack or must seek through contracted services, incurring administrative costs and overhead. This support includes financial assistance and, at times, in-kind contributions such as staff support, administrative assistance, and access to buildings or locations for service provision.

Furthermore, the City often assumes the role of a community convener or facilitator, bringing together stakeholders to engage in discussions and collaborative planning surrounding issues that impact the entire community.

By playing this coordinating role, the City ensures that efforts are aligned, diverse perspectives are considered, and shared objectives are pursued. Rather than competing with non-profit service providers, Ashland focuses on supporting their endeavors, recognizing that collective action is essential in addressing community-wide challenges and achieving shared goals.

**c. Explain your agency's outreach efforts to underserved communities, diverse cultures, ethnic minorities, and special needs populations.**

Cities that administer State and Federal funds such as Ashland possess valuable expertise in conducting comprehensive outreach efforts aimed at engaging diverse community members, including ethnic minorities and individuals with special needs. These outreach activities are a regular requirement for cities, fostering their experience in effectively reaching out to and involving various segments of the community.

The City of Ashland proactively engages in ongoing public engagement initiatives to gather feedback for strategic planning, budgetary decisions, and community development purposes. In this process, the City actively seeks input from underserved communities and minority populations to ensure their perspectives are considered and to obtain valuable insights regarding City grant funding and community development priorities. By prioritizing inclusivity and actively involving these communities, the City of Ashland strengthens its commitment to fair and equitable decision-making processes and community-driven development.

**d. Describe your agency's process for addressing grievances from staff and clients.**

The City of Ashland has implemented multiple policies to address staff grievances and ensure a fair resolution process. Several adopted City policies establish a framework through which employees can collaborate with the City's Human Resources department to address grievances. Moreover, since a significant number of City employees are members of various Union groups, each Union contract includes a specific grievance policy that outlines the process for employees to address grievances with the support of their Union representative.

Additionally, the City's general grievance policy and process are clearly outlined in the City's municipal code, specifically in the section dedicated to General Personnel Policies and Procedures (3.08.110). This provides employees with a comprehensive understanding of the steps and procedures involved in filing and resolving grievances.

In a similar vein, the City's municipal code also addresses the Administrative Appeals Process for citizens in section 2.30.020. This ensures that client/customer complaints or concerns can be formally addressed, providing an avenue for individuals to seek resolution and express their grievances in a structured manner.

By having these policies and procedures in place, the City of Ashland demonstrates its commitment to fair and transparent processes for both employees and citizens, aiming to effectively address and resolve grievances in a timely manner.

**e. If you have a Limited English Proficiency Plan, explain it below. If not, tell us about your strategies for ensuring service access for applicants/clients with limited English proficiency.**

The City of Ashland currently lacks a Limited English Proficiency plan, but it has a contract with a translation service capable of providing language translations and sign language services for

meetings. In addition, the City's non-profit partner on this project, OHRA, has bi-lingual staff who can offer some translation support to clients.

To promote inclusivity, the City of Ashland has implemented an Equal Opportunity Employment Policy and an Affirmative Action Plan. These policies underscore the City's commitment to cultivating an inclusive, respectful, and harassment-free work environment and community. They also encourage diversity, equal opportunity, and access through reasonable accommodations. The City designates an Equal Employment and Affirmative Action Officer on staff to ensure compliance with these policies. Additionally, the City has an ADA policy in place to address reasonable accommodation for individuals with disabilities.

To further advance racial and social equity, the City has established a Social Equity and Racial Justice Advisory Committee. The committee's mission is to provide recommendations and support to the Council and City Manager while educating the community on policies, measures, and practices that foster racial and social equity and promote respectful intergroup relations. Furthermore, the City has enlisted Paradigm Consultants to conduct an internal Diversity Equity and Inclusivity (DEI) assessment, scheduled to begin in the fall of 2023. Once completed, Paradigm will provide a strategic plan to enhance DEI policies within the City.

- f. ***Outline how your agency utilizes HMIS Service Point to track and report on outcomes except for DV providers who use OSNIUM, comparable to HMIS. If you do not currently use HMIS Service Point, tell us about the data system you do use and about your willingness to become an HMIS Service Point user.***

The City of Ashland, although not directly providing services to homeless populations, grants funding to several homeless service providers. As a result, the City does not participate directly in the HMIS Service Point system. However, the City collaborates with partner organizations that are involved in the coordinated entry system. In the proposed project, beneficiaries of the "All In" funding will be registered in the HMIS system through the City's experienced partner organization, OHRA. OHRA has a longstanding history of receiving multiple State and Federal grants, which necessitate reporting in the HMIS system.

OHRA has actively participated in the HMIS system for several years and possesses extensive expertise in data entry and reporting for grants such as CoC, ESG, CDBG, and others funded by HUD and the State. Similarly, the City of Ashland routinely reports outcomes for HUD-funded grants in the IDIS database. Although the City itself does not directly engage in the HMIS system, the staff responsible for overseeing this project is well-versed in the data entry and reporting requirements for State and Federally funded projects.

- g. **Describe your experience with government grants.**

The City of Ashland possesses extensive experience in grant application, project completion, and the administration of Federal and State grants. The City has successfully managed numerous grants, with a long list of completed projects and a history of undergoing grant



monitoring and financial audits. The staff member responsible for administering this specific grant has 18 years of successful experience in grant administration and oversight.

Additionally, the City has a highly experienced finance department that adheres to Federal and State accounting practices and standards in grant management. The City's project partner, OHRA, also brings valuable experience in handling State and Federal grant funds and has a proven track record of effectively managing such grants.

**3. Which segment(s) of the EO 23-02 program are you applying for? RRH, Street Outreach or New Shelter Bed program?**

The City of Ashland is submitting an application to address the goal of creating new shelter beds. The City is requesting funding to acquire a building, complete renovations, and contract with OHRA to operate a low barrier nightly shelter from July 1, 2023, to January 10, 2024. This project will provide essential shelter services to unhoused individuals and families.

Furthermore, the City envisions utilizing the facility beyond the grant term by repurposing it as an inclement weather shelter and continuing contractual services with OHRA for operations. This will enable continued support for the sheltering needs of the unhoused population. The City is seeking a total of \$1.4 million in EO-23-02 grant funding, and it will contribute a substantial match of \$930,000 in City funding already secured to ensure the success and sustainability of the project.

**4. New Shelter Bed Program**

- a. Describe your plan to implement the EO 23-02 New Shelter Bed program. Be as precise as possible by identifying how you intend to add shelter beds.

The City of Ashland is submitting an application to provide 40 or more new congregate and non-congregate shelter beds. The City's request for funding is aimed at acquiring a property that includes an existing building suitable for immediate use as a congregate shelter. The targeted property is a 5000 square foot commercial building with existing bathrooms and food preparation capabilities.

Renovations are planned to enhance the facility, including the addition of a sprinkler system, upgrading the kitchen and bathroom facilities for ADA access, incorporating additional laundry facilities, and installing a 24-hour accessible public bathroom. This would address the lack of public bathroom facilities on the South end of Ashland. Additionally, utility hookups will be added to accommodate a laundry/shower trailer and the La Clinica mobile health unit, providing laundry and shower access to the community.

The City of Ashland owns 13 currently unoccupied pallet shelter units that can be relocated to the site. These units will be utilized to house special populations, such as families with children or individuals experiencing severe-persistent mental illness, in a non-congregate setting. While

primarily functioning as a low-barrier overnight shelter, the City envisions the site serving as an urban rest stop on the South side of the Rogue Valley, combining various resources requested by partner organizations already operating valuable programs in Ashland.

Multiple service providers, including meal programs, a laundry program, and OHRA, have expressed the need for the listed resources to offer their services consistently and at a fixed location. The City has a longstanding partnership with these organizations, providing financial support and locations for their services in the past. However, due to maintenance and repair issues, among other factors, the City can no longer offer locations to these service providers. The grant opportunity at hand would enable the City to provide much-needed permanent infrastructure to these partner organizations, who offer essential and sought-after services to the unhoused community.

For the operation of the low barrier nightly shelter, the City intends to contract with OHRA from July 1, 2023, to January 10, 2024. The total funding requested through the EO-23-02 grant is \$1.4 million, and the City would contribute significant matching funds of \$930,000 in City funding.

- b. Are you planning to purchase a facility, land, or construct units\*?  Yes \_\_\_\_\_ No. Will EO 23-02 funds be utilized?  Yes \_\_\_\_\_ No. If you answered yes, please describe your project timeline. Include information about your experience with construction, and project management, status of any needed permits, inspections, and so forth.**

The City plans to use grant funds to purchase a facility, and two properties have been identified that are currently available for acquisition. The City has been in communication with realtors regarding the purchase, and the timeline for acquiring a property is approximately 30 days from the time of the grant contract. Once the property is acquired, the City will work in collaboration with its shelter operations partner, OHRA, to set up the shelter, hire and train staff. This process is estimated to take another 30 days. The necessary renovations and upgrades to the facility will be carried out while ensuring that the shelter can continue to operate without any disruption or conflict, prioritizing its use as an emergency shelter.

The City of Ashland has extensive experience in property acquisition, construction projects, and professional project management. There are no planning approvals required for the purchase and utilization of the facility as a congregate and non-congregate shelter and urban rest stop. However, the City will need to apply for building permits to proceed with the proposed renovations, and the City's building department can offer consultation as well as an expedited permitting and inspections process. OHRA also brings extensive experience in shelter set up and staff training. They have successfully completed property acquisition and major rehabilitation projects utilizing both Federal and State grant funding.

- c. **\*The restrictive use period for all facilities that are acquired or constructed by recipient through the use of EO 23-02 grant funds is 10 years. Are you able to fulfill this requirement?**

The City of Ashland recognizes the critical need for a facility that can effectively serve the unhoused population in the community. Providing appropriate shelter and support services has been a longstanding community need, and the City is committed to addressing this issue. The City fully acknowledges and accepts the requirement that any facility acquired or constructed using EO 23-02 grant funds must be dedicated to this purpose for a period of 10 years. The City has no intention or need for a facility that does not serve the crucial purpose of addressing homelessness in the community. It is fully committed to fulfilling this requirement and ensuring that the facility remains dedicated to supporting the unhoused population for the specified period.

- d. **Are you planning to add beds to an existing facility? \_\_\_\_\_ Yes X No** If you answered yes, will construction, conversion, or rehabilitation be required?    Yes    No  
**If you answered yes, please provide a project timeline.**

- e. **Provide a program budget narrative for both construction and adding to an existing shelter that includes the unit cost per bed, the number of beds you plan to add, and an itemization of all shelter services offered.**

- f. **Do you plan to continue operating the added shelter beds after Jan. 10, 2024?**  
  X   Yes        No  
**If you answered yes, how will they be funded?**

The City of Ashland has General Funds set aside in the City’s budget for shelter operations. The City is also exploring other grant opportunities to provide additional funding to support shelter related activities.

5. **Will you be utilizing funds other than EO 23-02 for the project(s) you are proposing.   X**  
**Yes        No**  
**If you answered Yes, please provide names and amounts for the other funding sources. EO-23 funds cannot be used to supplant existing funds for similar projects.**

Expense	Project Costs	Funding Source	Narrative
Building Acquisition	\$1,600,000	\$1,400,000-EO Grant \$ 200,000-DAS Grant*	Est. Site Acquisition Cost
Renovation Costs	\$ 200,000	\$ 200,000-DAS Grant	To include Sprinklers system, bathroom and kitchen upgrades,

			Shower Trailer hookups and soft costs.
Operations	\$ 200,000	\$ 200,000-DAS Grant	From 7/01/2023-01/10/2024
Operations	\$ 200,000	\$ 200,000-City General Fund	From 01/11/2024+
Outdoor Bathroom	\$ 130,000	\$ 130,000-DAS Grant and/or 2024 CDBG	Installation of a Portland Loo-for 24-hour public bathroom access
Total Project Costs	\$2,330,000		

\* DAS grant funding is secured

**6. If awarded, does your agency have the capacity to provide monthly reports?  X  Yes  
        No. If you answered no, please explain.**

The City of Ashland will contract with OHRA to provide data collection and reporting through the HMIS system as part of the shelter operations subcontract.

**7. If awarded, will you be able to spend funds by Jan. 10, 2024?**

Yes, the City and OHRA both have an excellent track record for timely and appropriate expenditure of State and Federal grant funds.

**REQUIRED SUPPLEMENTAL MATERIALS.**

Please enclose, **with your application:**

- A copy of your IRS non-profit determination letter (See attached Exhibit A)
- Your agency budget for the current fiscal year and a projected budget for the next fiscal year: Please See Budget Documents on the City’s website <https://www.ashland.or.us/Page.asp?NavID=8316>
- An EO 23-02 Project Budget (Table on Page 8 & 9)
- Your most current 990 <https://www.ashland.or.us/Page.asp?NavID=8316>
- Board of Directors list: <https://stories.opengov.com/ashlandor/published/FnmcPHyBA>
- Your current W-9 (See attached Exhibit B)
- Current Organizational Chart: <https://stories.opengov.com/ashlandor/published/QPyQxLNkf>
- Copy of your most recent audit (if unavailable, then most recent unaudited financials) [https://www.ashland.or.us/SIB/files/Administrative%20Services/Monthly%20Financial%20R eports/Completed\\_Single\\_audit.pdf](https://www.ashland.or.us/SIB/files/Administrative%20Services/Monthly%20Financial%20R eports/Completed_Single_audit.pdf)