

# ***RESOLUTION NO.: 121—2023-24***

TO THE HONORABLE, THE OUTAGAMIE COUNTY BOARD OF SUPERVISORS

LADIES AND GENTLEMEN:

***2/3 MAJORITY – 24 VOTES***

1       The Outagamie County Development and Land Services (DLS) Department is  
2       requesting authorization to accept and expend a \$130,000 grant from Smart  
3       Growth America for the execution of a Community Engagement Planning Project  
4       along the College Avenue Corridor. The County will work with community  
5       partners to create designs, seek permits, and apply for funding for investments  
6       that will address safety, increase pedestrian and cyclist infrastructure, and spur  
7       economic development along the corridor.

8  
9       The fiscal impact is budget neutral, as the DLS Department will only expend the  
10      grant money that is received.

11  
12      NOW THEREFORE, the undersigned members of the Property, Airport, Recreation and  
13      Economic Development Committee recommend adoption of the following resolution.

14      BE IT RESOLVED, that the Outagamie County Board of Supervisors does authorize and  
15      approve the Development and Land Services Department to accept and expend the Smart Growth  
16      America grant in the amount of \$130,000 for the execution of a Community Engagement Planning  
17      Project along the College Avenue Corridor, as noted on the attached Smart Growth America memo  
18      and attachments, which by reference are made a part hereof, and

19      BE IT FURTHER RESOLVED, that the Outagamie County Board of Supervisors does  
20      approve decreasing the DLS Purchased Services line item by \$130,000 and increasing the DLS  
21      Misc Revenue line item by \$130,000 as detailed in the attached fiscal note, which by reference is  
22      made a part hereof, and

23      BE IT FINALLY RESOLVED, that the Outagamie County Clerk be directed to forward a  
24      copy of this resolution to the Outagamie County Finance Director and the Outagamie County  
25      Development and Land Services Director.

26      Dated this \_\_\_\_ day of March 2024

Respectfully submitted,

PROPERTY, AIRPORT, RECREATION &  
ECONOMIC DEVELOPMENT  
COMMITTEE

\_\_\_\_\_  
Dean Culbertson

\_\_\_\_\_  
Lee W. Hammen

\_\_\_\_\_  
Ronald Klemp

\_\_\_\_\_  
Yvonne Monfils

\_\_\_\_\_  
Jayson Winterfeldt

Duly and officially adopted by the County Board on: \_\_\_\_\_

Signed: \_\_\_\_\_

\_\_\_\_\_  
Board Chairperson

\_\_\_\_\_  
County Clerk

Approved: \_\_\_\_\_

Vetoed: \_\_\_\_\_

Signed: \_\_\_\_\_

\_\_\_\_\_  
County Executive



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February 27, 2024

Kevin Englebert  
Outagamie County  
320 S Walnut Street  
Appleton, WI 54911

PROJECT: Appleton, WI: Redesigning College Ave Corridor  
TEAM Lead: Kevin Englebert, kevin.engagebert@outagamie.org  
NUMO Contact: Justyn Huckleberry, justyn@numo.global

Dear Kevin on behalf of the Appleton Community Connectors Team:

We are pleased to inform you that as part of the Robert Wood Johnson Foundation Community Connector program, Smart Growth America is awarding you a subgrant of \$130,000 to support the scope of work described in Appendix A. The award will be made in size and timing according to the terms of the Grant Agreement attached. As a condition of this award, you will need to provide a brief report by April 30, 2025, on the use of these funds along with any outputs and lessons learned.

Attached please find the Grant Agreement to review and sign. We value your work with local partners to advance this important work and are pleased to work with you and your partners.

Sincerely,

A handwritten signature in black ink, appearing to read "Calvin Gladney".

Calvin Gladney  
President and CEO

Enclosures: Grant Agreement, Appendix A: Scope of Work



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Subgrant Title: Appleton, WI: Redesigning College Ave Corridor

Subgrant Amount: \$130,000

Subgrant Period: execution of this agreement until June 30, 2025

This subgrant, subject to the following terms and conditions, is made to Outagamie County to lead a stakeholder engagement process to identify areas of collaboration and to develop a more cohesive plan for the corridor. See Appendix A for a more detailed description of the project plan.

Anticipated Subgrant Results

Awardee's project outputs and outcomes for this grant period (as per the proposal) are described in detail in Table 2 of Appendix A. The team's ultimate goal is to develop a ~20 page report communicating the vision for College Ave Corridor by the end of the grant period.

The following Capacity Building tasks will be supported through the program:

1. Project management infrastructure and capacity
2. Branding and project webpage
3. Designing and implementing community engagement plan
4. Collect and analyze data to inform problem definitions and strategies
5. Develop the visioning document
6. Secure resources

Payment Schedule

The payment for \$130,000 will be disbursed upon receipt of the signed Grant Agreement.

Approved Budget

Use of Funds	Estimated Budget
Branding Strategy Materials	\$25,000
Payments to Team	\$13,000
Community Engagement Incentives	\$30,000
Engagement Space, Amenities, Supplies	\$23,000
Art and Temporary Demonstrations	\$25,000
Walking and Transit Tours	\$10,000
Other / Data / Contingency	\$4,000
<b>Total</b>	<b>\$130,000</b>



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Adjustments to the Budget and Key Personnel

During the term of this subgrant, awardee may reallocate funds between line items by 10 percent. Any larger change will require consultation and written pre-approval from awardee's NUMO contact. Awardee must notify awardee's NUMO contact of any changes in key personnel.

Please contact awardee's NUMO contact if awardee anticipates having unexpended funds after the grant period ends.

Limitation on Use of Funds

In keeping with Robert Wood Johnson Foundation policy, funds may not be used to support clinical trials of unapproved drugs or devices, to construct or renovate facilities, for capital costs of any kind, for lobbying-related activities and expenses, for political activities, or as a substitute for funds currently being used to support similar activities.

ACCEPTANCE: On behalf of the Appleton Community Connectors Team, I hereby accept and agree to the terms of the grant as set forth above.

Signature \_\_\_\_\_

Print Name \_\_\_\_\_

Title \_\_\_\_\_

Date \_\_\_\_\_



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## **Appendix A. Community Connectors Capacity Building Grant Scope of Work Appleton, WI: Redesigning College Ave Corridor**

### **1. Background**

A Coalition of government, community, non-profit, transit, and tourism organizations seek to transform the College Avenue corridor to make better use of space and to improve equitable access to commercial and employment hubs, community anchors, and residences.

The Coalition (see Appendix C) will lead a stakeholder engagement process to identify areas of collaboration and to develop a more cohesive plan for the corridor. From this plan, the County will work with the City of Appleton, Town of Grand Chute, WisDOT, community organizations, and technical experts to create designs, seek permits, and apply for funding for investments that will address safety, increase pedestrian and cyclist infrastructure, and spur economic development along the corridor.

### **2. Purpose**

With support from the Community Connectors capacity building grant, this effort aims to establish collaboration and engagement with numerous organizations and leaders from the surrounding neighborhoods along College Avenue. The goal is to engage in a comprehensive and considerate dialogue with residents, businesses, and government stakeholders to collectively discern their perceived needs and aspirations. Together, the team will build project management infrastructure and capacity, design and implement the engagement plan, collect and analyze data to inform problem definitions and strategies, and secure resources. In accomplishing and synthesizing these tasks, the team aims to create a community vision for the College Avenue Corridor to inform design and redevelopment work as a subsequent phase in the project.



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### 3. Roles and Responsibilities

This project benefits from a robust coalition of partners (see Appendix C), each bringing diverse perspectives. Although the entire team will contribute input, steer the project, and support information dissemination efforts, specific team members have been assigned key roles. These roles are listed below. This approach aims to manage workloads and reduce duplication in effort, ensure accountability, and keep the project on track.

**Table 1. Lead Project Roles**

Project Role	Lead(s)
Project Manager	<ul style="list-style-type: none"> <li>Kevin Englebert, Outagamie County</li> <li>Sadie DiNatale Burda, Outagamie County</li> </ul>
Technical Assistance Liaison	<ul style="list-style-type: none"> <li>Justyn Huckleberry, NUMO</li> </ul>
Community and Business Engagement	<ul style="list-style-type: none"> <li>Varies - see <i>Community Engagement Plan</i></li> </ul>
Appleton Neighborhood Liaison	<ul style="list-style-type: none"> <li>Lindsey Smith, City of Appleton</li> </ul>
Grand Chute Neighborhood Liaison	<ul style="list-style-type: none"> <li>Mike Patza, Town of Grand Chute</li> </ul>
Data Analyst / Support	<ul style="list-style-type: none"> <li>Tyler DeBruin, Town of Grand Chute</li> <li>Lindsey Smith, City of Appleton</li> <li>Joe Zellmer, Outagamie County</li> <li>Sadie DiNatale Burda, Outagamie County</li> <li>NUMO team member(s)</li> <li>ECWRPC team member(s)</li> </ul>
Graphic Designer	<ul style="list-style-type: none"> <li>Rachel Roth, East Central WI RPC</li> <li>Possible consultant</li> </ul>
Web Lead	<ul style="list-style-type: none"> <li>Tyler DeBruin, Town of Grand Chute</li> </ul>



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#### 4. Scope of Work

This project divides the College Avenue Corridor Project into two categories of work: (1) Capacity Building and (2) Technical Assistance. The following subsections present the scope of work for both assignments.

This section also presents an outline of deliverables (Table 2) to inform use of grant funds of [up to] \$130,000 to Outagamie County from Smart Growth America.

##### 4a. Capacity Building Subgrant Scope of Work

The Capacity Building effort aims to establish collaboration and engagement with the public and stakeholders from the surrounding neighborhoods along College Avenue to the broader community at large. The goal of this effort is to engage in a comprehensive and considerate dialogue with residents, businesses, organizations, and government stakeholders to collectively discern and verify their perceived needs and aspirations.

Together, the team will seek to accomplish the following tasks:

- **Task A: Build project management infrastructure and capacity.** The team will establish a project management framework to effectively manage and execute the project.
- **Task B: Establish branding and project webpage.** The team will create a distinct brand identity for the project by designing a logo and crafting a memorable motto that reflects the project. The team will develop a user-friendly website to serve as the project's online hub, providing essential information, updates, and interactive features to engage the community.
- **Task C: Design and implement the engagement plan.** The team will create a community engagement plan making use of ECWRPC's Equitable Engagement Toolkit & Guidebook.<sup>1</sup> The purpose of the engagement plan is to systematically involve and collaborate with the community in various stages of the project. The community engagement plan is intended to outline engagement activities (methods), activity leads, associated timelines, and other relevant details. The engagement plan should consider the implementation of public art demonstrations and/or temporary demonstrations.
- **Task D: Collect and analyze data to inform problem definitions and strategies.** The team will organize and analyze data collected through community engagement (Task C) and through other relevant datasets (see Appendix A) to understand and validate the issues raised by the community or uncovered through analytical explorations. This task helps to ensure issues, potential solutions, and project objectives are based on qualitative and quantitative evidence, contributing to a more

<sup>1</sup> ECWRPC's Equitable Engagement Toolkit and Guidebook:

<https://www.ecwrpc.org/wp-content/uploads/2022/12/Equitable-Engagement-Toolkit-and-Guidebook.pdf>





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informed and data-driven understanding of the challenges or issues affecting and impacting the community.

- **Task E: Develop the visioning document.** This task involves synthesizing insights gathered through previous tasks to create a comprehensive visioning document. By merging themes, solutions, and project objectives into a single document, the team will articulate a cohesive and well-informed vision and purpose for the project. The document allows the team to bring the resulting vision back to the community to ensure it aligns with their expectations.
- **Task F: Secure resources.** To enhance the likelihood of initiating the next phase of the project, the team will identify and seek alternative funding options to implement our vision and contribute towards future engineering and construction costs. The team will explore funding options, such as local contributions, community fundraising initiatives, and potential state and federal grant opportunities.

As the team progresses through the aforementioned tasks, they will rely on the capacity building grant to:

- Establish a website and branding strategy.
- Pay for private and non-profit team members' time and efforts (if needed).
- Offer incentives in exchange for community engagement participants' time and efforts.
- Support space and amenities needed for convening stakeholders and the public, including costs for childcare and food.
- Institutionalize community-led planning across the Fox Cities through support, advisory, and training for community members.
- Implement public art demonstrations and/or temporary demonstrations.
- Implement walking and transit tours along the project corridor.

The specific amounts that will go to each organization will be determined by the number of groups participating and the overall community engagement plan (i.e., the type and scope of specific events and/or activities planned). An approximate budget is presented in Section 6.

#### *4b. Outline of Deliverables and Schedule*

This section presents an outline of Capacity Building deliverables (Table 2). A schedule is offered to highlight deliverable deadlines. Deadlines may shift as priorities shift or if task durations are longer than previously anticipated or estimated.

Please note, an overarching project schedule is offered in Section 6. Further, a schedule of individual community engagement activities will be located in this project's Community Engagement Plan.



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**Table 2. Capacity Building Deliverables and Delivery Deadlines**

Capacity Building Deliverable	Deliverable Description	Delivery Date	Task
Periodic meetings	1-hour meetings to coordinate/communicate updates <ul style="list-style-type: none"> <li>Quarterly for larger group</li> <li>Monthly for smaller group</li> <li>As needed with NUMO</li> </ul>	Ongoing	A
Branding Materials	Logo and other branding materials in various file formats.	April 1, 2024	B
Website	Live website for the project.	April 19, 2024	B
Community Engagement Plan	Multi-page document summarizing: <ul style="list-style-type: none"> <li>Key activities</li> <li>Activity leads</li> <li>Schedule of implementation</li> <li>Outline of resources needed by activity</li> </ul> Not necessarily included in the plan, but prepared: <ul style="list-style-type: none"> <li>Draft of questionnaires, agenda, or other tool or instrument to collect data</li> </ul>	May 3, 2024	C
Presentation	PowerPoint and talking points to give an informational update / presentation at a Grand Chute, Appleton, and Outagamie County standing committee or Council/Board meeting.	Summer 2024	A, C
Interim Summary Reports / Memos	<ul style="list-style-type: none"> <li>Documents presenting community engagement activity data, and summaries of findings and themes.</li> <li>Documents summarizing data analysis findings and themes.</li> </ul>	March 2024 - October 2024	C, D
Subgrant Disbursement	Outagamie County disburses grant funding to other team members (payments to team)	December 2024	C
Draft Visioning Document	Draft ~ 20-page report communicating the vision for the College Avenue Corridor, made available for public review.	March 14, 2025	E
Progress Report	Brief summary (max. 4 pages) to outline project progress and a financial report out.	April 30, 2025	A



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Capacity Building Deliverable	Deliverable Description	Delivery Date	Task
Final Visioning Document	Final ~20-page report communicating the vision for the College Avenue Corridor.	May 23, 2025	E
Implementation Strategy Memo	Memorandum documenting next steps, funding strategy options, and roles and responsibilities for Phase 2.	May 23, 2025	F



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## 5. Schedule

This section presents a high-level schedule to organize Capacity Building and Technical Assistance tasks. The schedule is subject to change. Please see this project's Community Engagement Plan, which will include a more granular schedule of community engagement activities.

Table 4. Project Schedule

Task	2024												2025					
	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6
Capacity Building Subgrant Tasks																		
Task A: Build project mngmt infrastructure and capacity.																		
Task B: Establish branding and project webpage.																		
Task C: Design and implement the engagement plan.																		
Task D: Collect and analyze data.																		
Task E: Develop the visioning document.																		
Task F: Secure resources.																		



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## 6. Budget

This section presents a conceptual-level budget to determine estimated uses of funds for the capacity building subgrant. This budget is subject to changes based on project need.

**Table 5. Conceptual Project Budget**

Use of Funds	Percent of Total Budget	Estimated Budget	Notes
Branding Strategy Materials	19.2%	\$25,000	Planning to hire consultant
Payments to Team	10.0%	\$13,000	
Community Engagement Incentives	23.1%	\$30,000	
Engagement Space, Amenities, Supplies	17.7%	\$23,000	
Art and Temporary Demonstrations	19.2%	\$25,000	May hire artists/others to set up
Walking and Transit Tours	7.7%	\$10,000	
Other / Data / Contingency	3.1%	\$4,000	
<b>Total</b>	<b>100%</b>	<b>\$130,000</b>	<b>Grant is up to \$130k</b>

For additional context, please note the following ineligible and eligible funding uses:

- **Ineligible funding uses:** In keeping with Robert Wood Johnson Foundation policy, funds may not be used to support clinical trials of unapproved drugs or devices, to construct or renovate facilities, for capital costs of any kind, for lobbying-related activities and expenses, for political activities, or as a substitute for funds currently being used to support similar activities.



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- **Eligible funding uses:** The capacity building grant is intended to build a community's capacity—including the capacity for community members and community-based organizations to participate in and advance the project. Grant funds may be used for staff salaries, consultant fees, data collection and analysis, meetings, supplies, funding support for community-based organization participation, initiative-related travel, other direct expenses, and other expenses not named here but approved during the scoping process.



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## Appendix A: Data Needs

This section presents a preliminary summary of data needs for the project.

**Table 6. Summary of Preliminary Data Needs**

Data Category	Data Needs
Parcel Inventory	<ul style="list-style-type: none"> <li>• Acreage</li> <li>• Zoning Districts</li> <li>• Existing and Future Land Use</li> <li>• Property owner</li> <li>• Assessor data (improvement and land values) - present and historical</li> </ul>
Other Land Use Data	<ul style="list-style-type: none"> <li>• Zoning Regs (e.g., setbacks, height, etc.)</li> <li>• Easements; Covenants; Access commitments / restrictions</li> <li>• Neighborhood association boundaries, other planning boundaries</li> <li>• Environmental constraints</li> <li>• Tax Increment Districts</li> </ul>
Business	<ul style="list-style-type: none"> <li>• QCEW; ESRI analyst data</li> <li>• Businesses by type (services offered)</li> <li>• Existing and forecasted employment</li> <li>• Data from Mall</li> <li>• Tourism destinations; event frequency; access</li> </ul>
Housing	<ul style="list-style-type: none"> <li>• Units by Type and by Tenure</li> <li>• Housing Vacancy</li> <li>• Housing Costs</li> </ul>
Demographic	<ul style="list-style-type: none"> <li>• Existing and forecasted Population</li> <li>• Age</li> <li>• Household Income</li> <li>• Race/Ethnicity</li> <li>• Total Households, HH Size</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• CSAP data</li> <li>• Crash data x location (5-years) - vehicular, bike, and pedestrian</li> <li>• Vehicular, bicycle, and pedestrian traffic counts</li> <li>• Railroad data</li> <li>• Trip data, volume/activity, point of origins data</li> </ul>
Transit	<ul style="list-style-type: none"> <li>• Bus stop locations</li> <li>• Routes and schedule</li> <li>• Ridership data, including boarding and alighting at bus stops</li> </ul>



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Data Category	Data Needs
Other	<ul style="list-style-type: none"><li>• Utility data</li><li>• Photos and drone footage along corridor</li></ul>





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## Appendix B: Stakeholders to Engage

This section presents a summary of who the team would like to engage in this process. This is a preliminary list that will inform the team's Community Engagement Plan.

- **General Public**
  - Constituents of Outagamie County, Grand Chute, and Appleton
  - Residents of neighborhoods along / surrounding the corridor
  - Specific demographics of people: people of color, people who speak languages other than English, low-income populations, persons experiencing homelessness; people with disabilities; youth and senior citizens.
  - Transit riders
- **Business Community**
  - Business owners along / surrounding the corridor, and their employees
  - Fox River Mall property manager, and tenants
  - Hotels, motels, lodging facilities
  - Tourism destination/facility managers
- **Nonprofit and Community Anchor Institutions**
  - Fox Valley Technical College
  - Appleton Area School District
  - Badger Elementary, Wilson Middle School, Appleton West High School
  - St Matthews Lutheran Church
  - Lawrence University
- **Advocacy Groups**
  - Fox Cities Greenways; other cycling groups
  - Neighborhood Associations
  - Homeowner's Association
- **Other**
  - Elected Officials
  - Utility companies
  - Railroad
  - Police, Fire, and EMS



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### Appendix C: Coalition Members

This section presents the Coalition's core team and partners.

- Outagamie County
- East Central Wisconsin Regional Planning Commission
- Town of Grand Chute
- City of Appleton
- Wisconsin Department of Transportation
- Appleton Area School District
- Fox Cities Convention and Visitors Bureau
- Boys and Girls Club of the Fox Valley
- Safe Routes to School
- Appleton COTS
- Pillars
- Valley Transit
- Appleton International Airport
- Outagamie County Public Health Division

**OUTAGAMIE COUNTY FISCAL NOTE**

**INTRODUCTION:** This form must be attached to any resolution or ordinance which contains a spending or revenue proposal. The form should be completed by an individual within the department initiating the resolution or ordinance with assistance from the Financial Services Department. Contact the Finance Director (1675), Controller (1674) or Staff Accountant (1681) for assistance. Once completed, forward a copy of the form to the Financial Services Department for their review. Financial Services will forward a reviewed copy of the fiscal note to Legislative Services.

1. **Subject:** Accept and Expend Smart Growth America Grant in the amount of \$130,000.

2. **Description:** This section must be completed for all fiscal notes. Briefly and concisely describe the request. State assumptions used and discuss any current year and long-term fiscal impacts. (A separate attachment can be used)

Development and Land Services seeks to accept and expend a \$130,000 grant from Smart Growth America for the execution of a Community Engagement Planning Project along the College Avenue Corridor. The fiscal impact will be budget neutral, as the Department will only expend the grant money that they receive.

**Current Year Budget Impact (Check one or more of the following boxes)**

☒ Revenues ☒ Expenses (Cost) ☐ None


3. Is the specific cost or revenue included in the current year's budget?      yes ( ) no ( x ) partially ( )
4. If the proposal requests additional spending, can the additional cost be absorbed within the current year's line item?      yes ( ) no ( x ) n/a ( )
5. Is the proposal to accept additional revenues only?      yes ( ) no ( x )
6. Does this request modify/adjust the current year budget?      yes ( x ) no ( )  
If no, skip to question 8 below.
7. Detail current year budget changes. Please list cost center name, line item, account number and either the increase or decrease amount. (Please note that all budget adjustments must balance. For example, an increase in an expenditure account must be offset by a decrease in another expenditure account or the contingency fund or an increase in a revenue account or other funding sources such as fund balance applied.)

COST CENTER NAME	LINE ITEM (i.e. Salaries, Supplies, Etc.)	ACCOUNT NUMBER INCLUDING COST CENTER (i.e. 1004100.5100, 1004100.5400, etc.)	INCREASE (DECREASE) AMOUNT
DLS	Purchased Services	1007300.5500	(\$130,000)
DLS	Misc Revenue	1007300.4510.12	\$130,000

**Annual and Long-Term Impact**

8. Is the above Increase/Decrease a nonrecurring one-time expense or revenue?      yes ( x ) no ( ) n/a ( )
9. What is the anticipated annual and/or long-term cost or revenue impact?      Annual Cost      0  
Annual Revenue      0

Fiscal Note Prepared by: Sadie DiNatale Burda

For Financial Services purposes only	
Reviewed By: 	If expenditures are recorded in the financial system at a level of detail lower than the level 6 as shown above, indicate the specific account numbers and amounts below: Detail Expenditures Account Number      Amount
Date: <u>3/12/2024</u>	_____
Comments:	_____