

Social Development Grants - Addressing Reconciliation and Equity via Community Funding

Date: October 24, 2023

To: Economic and Community Development Committee

From: Executive Director, Social Development, Finance and Administration

Wards: All

SUMMARY

The COVID-19 pandemic disproportionately impacted Indigenous, Black and equity-deserving communities with health and socio-economic impacts further amplifying longstanding disparities in access and resources. These circumstances accelerated the modernization of grant making practices long advocated for by community leaders. To respond with nimbleness and urgency, long-standing processes that often resulted in underfunding, specifically for Indigenous and Black communities, were amended to enhance access for community initiatives and innovation efforts.

This report responds to the need to address the exacerbated inequities intensified during the pandemic. By leveraging the City's Community Funding resources, and more formally adopting the responsive grant making practices that emerged during the pandemic, this report moves the needle on the City's reconciliation and equity commitments. The Indigenous and Black-Mandated Funding Frameworks have been co-designed, respectively, with community to ensure funding is fully inclusive and accessible in a way that deepens equity, removes systemic barriers, and cultivates a long-term commitment to Indigenous and Black communities.

This work builds on the concept of targeted universalism, which is central to the work of Social Development, Finance and Administration. As an equity-centred approach, targeted universalism focuses on developing targeted response measures and interventions that remove systemic barriers for communities who experience disproportionate inequity. By doing so, targeted actions improve standards that benefit all Torontonians, especially other equity-deserving communities that also face significant barriers.

The grant funding provided by Social Development, Finance and Administration under the Community Partnership Investment Program (CPIP) to not-for-profit, grassroots and resident-led groups to deliver social services fuels upstream and prevention initiatives that reduce the financial burden for other orders of government. The 2023 Operating Budget includes \$27.787 million (net) in property tax funding to support these investments.

This report also provides an update on the path Social Development, Finance and Administration has been on since 2018 to increase demonstrable impact within the 171 organizations and 325 programs funded by the Community Service Partnerships grant program. Often considered core or backbone funding for a diverse group of Toronto not-for-profit organizations, the stability of funding and services for Torontonians has been prioritized since the beginning of the pandemic. As we move into a post-pandemic environment, City staff are working with key internal and external stakeholders to envision what a funding portfolio reflective of the City's goals and priorities will look like moving into the mid 2020's.

Finally, this report provides an overview of all grants approved with delegated authority between April 2022 and August 2023. These grants include initiatives to support youth violence prevention programs, grants to support communities as they heal in the aftermath of violent incidents, as well as those designed to support youth and resident leaders to implement initiatives to support their communities.

RECOMMENDATIONS

The Executive Director, Social Development, Finance and Administration recommends that:

1. City Council adopt the Black-Mandated Funding Framework in Appendix 1 of this report.
2. City Council request the Executive Director, Social Development, Finance and Administration, to report back to City Council, through the Economic and Community Development Committee, on the progress and implementation of the Black-Mandated Funding Framework, as part of the annual reporting on Community Funding grants.

FINANCIAL IMPACT

The Indigenous and Black-Mandated Funding Frameworks have been co-designed with the community and are funded through the City's Community Funding resources, with the implementation of the Black-Mandated Funding Framework expected to take place in three phases from July 2023 to December 2025, as per the proposed Implementation Plan.

Investments of \$3.700 million (gross and net) to support the Frameworks in 2023 and future years are included in the approved 2023 Operating Budget of Social Development, Finance and Administration under Community Partnership and Investment Program (CPIP) grants and the Indigenous Affairs Office.

The following table details the total budget and number of groups funded through these frameworks in 2021, 2022 and 2023. The average spending over the past three years for the Indigenous Funding Framework and the Black-Mandated Funding Framework is \$1.242 million (gross and net) each.

Funding Framework	Year	Total Funding \$M	Number of Funded Groups
Indigenous Funding Framework	2021	\$0.625	17
	2022	\$1.250	18
	2023	\$1.850	23
Black-Mandated Funding Framework	2021	\$0.625	20
	2022	\$1.250	40
	2023	\$1.850	44*

* Estimated

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as contained in the Financial Impact Section.

EQUITY IMPACT STATEMENT

Social Development, Finance and Administration works to advance social and economic equity, building strong and safe neighbourhoods for all Torontonians. The Community Funding Unit within the division provides ongoing and short-term funding to Toronto-based, not-for-profit, grassroots and resident-led groups. Community Funding aims to ensure that Indigenous, Black and equity-deserving communities have improved access to quality services and facilities. Given the ongoing and de-stabilizing impact of the COVID-19 pandemic on individuals, families and communities, the work of community-based not-for-profit organizations has become even more critical for community well-being. Lingering post-pandemic impacts have disproportionately affected Indigenous and Black communities and widened socio-economic gaps in employment, income, education, health, and housing. To mitigate the consequences of this exacerbation of longstanding inequities, the City is extending its commitment to a post-pandemic funding landscape that prioritizes support for Indigenous, Black and equity-deserving groups to rebalance historical underfunding.

Through consultation and research from the City of Toronto's Reconciliation Action Plan and the Toronto Action Plan to Confront Anti-Black Racism, the City's funding divisions have clear instruction to provide stable funding and resources to Indigenous and Black communities. The Community Funding Unit's commitment to the Indigenous Funding Framework, Black-Mandated Funding Framework, and the Community Service Partnerships renewal process will positively impact Indigenous, Black and other equity-deserving groups by providing direct funding and capacity building supports in these communities.

The Community Funding Unit works to ensure that groups providing services to vulnerable populations are reflective of the communities they serve and are employing culturally responsive and tailored practices. The Community Funding Unit will continue assessing how funding is being distributed across the City of Toronto to ensure that vulnerable communities have equitable access. Enhanced tools and evaluation

methods developed through the Community Services Partnership renewal will ensure that active and ongoing changes are being implemented in the Community Funding Unit's grant streams. Further impact will be assessed once these tools and evaluation methods are in place.

DECISION HISTORY

On June 14, 2023, Toronto City Council endorsed development of a new 10-year Toronto Action Plan to Confront Anti-Black Racism.

<https://www.toronto.ca/legdocs/mmis/2023/ec/bgrd/backgroundfile-236656.pdf>

On May 22, 2022, Toronto City Council received an update on the development of the Indigenous and Black-Mandated Funding Frameworks and the Community Service Partnerships Renewal Process.

<https://www.toronto.ca/legdocs/mmis/2022/ec/bgrd/backgroundfile-224490.pdf>

On April 6, 2022, Toronto City Council approved the 2022 - 2032 Reconciliation Action Plan that will map and guide the actions that the City of Toronto and the Toronto Public Service will take to achieve truth, justice and reconciliation.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EX31.1>

On March 8, 2022, the Aboriginal Affairs Advisory Committee received an update on the development of the Indigenous Funding Framework.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.AA16.2>

On February 17, 2022, Toronto City Council, in adopting the 2022 Operating Budgets for the Indigenous Affairs Office and Social Development, Finance and Administration, approved new and enhanced investment into the Indigenous Funding Framework and the Black-mandated Funding Framework.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.EX30.2>

On May 5, 2021, Toronto City Council approved funding recommendations as a result of the Community Service Partnerships Renewal Process and received an update on work completed and in progress to increase funding access for Indigenous and Black-mandated groups and organizations.

<https://www.toronto.ca/legdocs/mmis/2021/ec/bgrd/backgroundfile-165762.pdf>

On November 25, 2020, Toronto City Council received an update on the Community Service Partnerships Renewal Process and an outline of proposed work regarding the development of Indigenous and Black-Mandated Funding Frameworks.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EC17.4>

On July 16, 2019, Toronto City Council approved the Community Service Partnerships Framework, as well as an appeals approach for the Community Service Partnerships funding application.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EC6.20>

On December 5, 2017, City Council adopted The Toronto Action Plan to Confront Anti-Black Racism, which outlined 80 actions and 22 recommendations for the City to undertake over five years with funding for required resources.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX29.11>

On February 2, 2010, Toronto City Council adopted the Community Partnership Strategy.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.CD30.2>

The City of Toronto provides support to the public benefit sector through funding programs under the general authority for making municipal grants provided in Section 83 of the City of Toronto Act, 2006 (S.O. 2006, c.11).

<https://www.ontario.ca/laws/statute/06c11#BK103>.

COMMENTS

1. Progress on the Development of the Indigenous Funding Framework

The Indigenous Funding Framework is being co-designed with a working group of representatives from Indigenous organizations and with leadership from the Toronto Aboriginal Support Services Council to address the historic underfunding and structural barriers Indigenous not-for-profit organizations have faced in accessing financial support from the City of Toronto.

This work is aligned with the Reconciliation Action Plan, specifically actions 6, 9, and 23 which commit to resolving structural barriers, increasing funding allocations to Indigenous organizations, increasing the number of Indigenous organizations receiving funding, and co-developing Indigenous specific grant streams while shifting power to ensure Indigenous communities can self-determine how funding is allocated to address community identified needs.

The development of the Indigenous Funding Framework is advancing. In 2021, 17 Indigenous organizations participated in the "take what you need, leave what you don't" funding process to distribute \$0.625 million. Indigenous organizations developed this approach to self-determine the COVID-19 response activities and supports needed within Toronto's diverse Indigenous communities. The process is demonstrative of the nimble grant making responses that emerged during the pandemic and provides pathways to post-pandemic funding that addresses reconciliation and equity commitments. Key impacts of the 2021 funding include:

- 33% of the funding was leveraged to support the increased personnel costs required to meet higher demands for services and to adapt services to meet the needs of Indigenous communities.
- 26% of funding was directed to support pandemic-related health and safety costs.
- 21% was directed to support food insecurity within the Indigenous community via meals and food hampers.

In 2022, the funding available to support the Indigenous Funding Framework increased by almost fifty per cent to \$1.25 million based on additional funds secured through the

[2022 budget process](#). This funding was shared amongst 18 Indigenous organizations to self-determine supports needed in community. With this approach, Indigenous organizations were able to dedicate funds in the following ways:

- Most organizations continued to use a portion of the funding to address COVID-19 health and safety initiatives including the purchase of personal protective equipment and enhanced cleaning regimes.
- Most organizations dedicated significant funds to address persistent food insecurity within the Indigenous community intensified by inflation.
- With the flexibility enshrined in the funding model, organizations were able to dedicate funding to purchase traditional medicines, as well as to provide housing supports and education materials to community members.

Financial support for the Indigenous Funding Framework continues to grow with reallocations of existing funding from within the Operating Budget for Social Development, Finance and Administration. In 2023, 23 Indigenous organizations are working with the Toronto Aboriginal Support Services Council to access a total of \$1.85 million. The self-determined priorities include food security supports, mental health counselling, staff salaries to support programming and administrative functions, and staff training. Funding will also be used to support cultural programming such as a community feast, a carving project and on-the-land ceremonies.

Development of the Indigenous Funding Framework has continued throughout 2023 with surveys for both Indigenous not-for-profit leaders and funders, to learn more about the needs of Indigenous communities as it relates to future funding structures and promising practices. Community engagement events are planned that will provide an opportunity to validate and expand on the information from the surveys. A community feast will ultimately celebrate the launch of the Framework, which is anticipated in Q2 of 2024.

2. Black-Mandated Funding Framework: Call to Action

Black communities continue to live with the various manifestations of anti-Black racism which were further amplified by the COVID-19 pandemic. Recent studies highlight the ways systemic anti-Black racism, structural inequities and the pandemic have converged to impact the life outcomes of Black communities in Toronto¹, particularly those with low-incomes, women, 2SLGBTQ+ populations, people with disabilities, seniors, people who experience homelessness, newcomers, and residents with precarious immigration status.² For example:

- A 2022 study on the prevalence of household food insecurity (HFI), indicated that Black households had the highest rate of HFI during COVID-19 due to factors such as prior rates of poverty and low-income employment, wherein COVID-19 and hospitalizations worsened job security and increased precarity.³

1 Black Health Alliance. (2021). Perspectives on Health & Well-Being In Black Communities In Toronto. <https://blackhealthalliance.ca/wp-content/uploads/Perspectives-on-Health-Well-Being-in-Black-Communities-in-Toronto-Experiences-through-COVID-19.pdf>

2 Foundation of Black Communities Report. (2020). Unfunded: Black Communities Overlooked by Canadian Philanthropy <https://www.forblackcommunities.org/assets/docs/Unfunded-Report.pdf>

3 Idzeerda et al. (2022). What is known about the prevalence of household food insecurity in Canada during the COVID-19 pandemic: a systemic review

- Black Torontonians are disproportionately impacted by poor outcomes across the housing spectrum, from the shelter system to supportive and social housing, to rental and home ownership.⁴

Throughout the pandemic, Black communities and the groups that support them mobilized to advocate, activate, and demand critical investments in order to urgently respond to community needs.⁵ The convergence of the pandemic and the global movement for Black Lives, has led to significant social change. Coupled with continued calls by Black community leaders, it has resulted in positive responses from the government, private, and philanthropic sectors, to design, improve and develop directed granting programs that respond to the needs of Black communities and address inequitable funding practices.

The City of Toronto plays a unique role in supporting Black-mandated organizations. This includes local planning and coordination; enabling access to facilities; providing funding for programming, administration and capacity building; and partnering to advance key strategies. This multi-layered approach is critical to advancing the interests of Black-mandated organizations and the communities they serve.

In 2020, as a part of advancing the [Toronto Action Plan to Confront Anti-Black Racism](#) and the continued calls to action by Black communities in Toronto, the Community Funding Unit within Social Development, Finance and Administration Division undertook a series of collaborative initiatives. In partnership with the division's Confronting Anti-Black Racism Unit, the Community Funding Unit initiated the development of a Black-Mandated Funding Framework to address historical inequities as well as review and revise established practices and processes that create barriers to funding and erode the confidence of Black community groups in government. This work is described in the [2020](#) and [2021](#) Social Development, Finance and Administration Toronto reports to City Council and is a direct response to Action 5.1 in the Toronto Action Plan to Confront Anti-Black Racism: "Increase stable funding to Black community organizations providing essential services to better meet the needs and aspirations of Black Torontonians."

This work is grounded in the guiding concept of targeted universalism. This approach envisions the removal of systemic barriers experienced by the most disadvantaged communities as a means to ultimately create benefits for all residents. The Black-Mandated Funding Framework aims to remove the systemic barriers experienced by Black-mandated organizations so that they are strengthened to better respond to the needs of Toronto's diverse Black communities.

As the City sets continues pandemic recovery, the Black-Mandated Funding Framework is a crucial step in addressing anti-Black racism, fostering pathways to justice, and advancing an equitable recovery centering, investing in and supporting the experiences, expressed needs, interests and well-being of Toronto's diverse Black communities.

⁴ Wellesley Institute Report (2023)

⁵ Black to The Future TO. (2020). Covid-19 Emergency Aid Report. <https://blacktothefutureto.com/wp-content/uploads/2020/04/COVID-19-EMERGENCY-AID-REPORT.pdf>

Black-Mandated Funding Framework: Purpose and Components

The Black-Mandated Funding Framework is a model that provides an equity-centered approach to addressing anti-Black racism in the City's funding culture. The Framework addresses the ways in which the City's historic funding practices have replicated systemic barriers. It also provides a roadmap to ensure that City funding is fully inclusive and accessible to Black-mandated organizations moving forward.

The Black-Mandated Funding Framework is guided by City of Toronto conceptual frameworks, strategies and policies including the Toronto Action Plan to Confront Anti-Black Racism, the For Public Benefit Framework, the Toronto Grants Policy and the City's commitments to equity, diversity and inclusion. It aims to build on these to deepen the City's equity approach to funding and further concretizes the City of Toronto's commitment to the [United Nations International Decade for People African Descent](#).

The Black-Mandated Funding Framework consists of:

- Three intersecting goals developed to address historical inequities in the funding provided by the City of Toronto to Black community groups.
- Guiding principles outlining the City's commitments and responsibilities in implementing the Framework.
- A definition of a Black-mandated organization/group⁶ along with community-defined criteria.
- A theory of change that articulates a future state for Black-mandated organizations as they access funding from the City.
- A three-phase Implementation Plan which embeds the Framework in the actions the City will take to address historical funding inequities.

The elements of the Black-Mandated Funding Framework are outlined in Appendix 1.

Between 2020 and 2023, the Framework has been co-developed with leaders from Black-mandated not-for-profit organizations, grassroots groups, and external stakeholders with expertise in funding Black-mandated organizations. The City's Anti-Black Racism Analysis Tool guided how City staff engaged Black communities to develop the Framework. The process was grounded in the [Ubuntu Impact Assessment Framework](#), a conceptual model that steers the Confronting Anti-Black Racism Unit and informs strategies to activate deep and holistic societal change. Through this collaborative effort, it was determined that the best approach to the Framework's development would involve a co-designed, iterative, and African-centred process.

The Framework development process includes three phases: (1) research and piloting; (2) engagement and consultation; and (3) Funding Framework design and implementation. Across all three phases of development, ongoing monitoring and evaluation was conducted by an external evaluator. Key activities in the development process included:

- A two-phased Advisory Committee of diverse Black community leaders.

⁶ While the City of Toronto is adopting the term Black-mandated, Black-led, Black-focused and Black-serving organizations are also referred to as B3 organizations across the [sector](#).

- Research including an environmental scan, three focus groups, ten key informant interviews, and a survey of 47 representatives from Black-mandated organizations and groups.
- Engagement sessions with key stakeholders including the [Black Resilience Cluster](#), the [Confronting Anti-Black Racism Partnership and Accountability Circle](#), and the Toronto Grants Coordinating Committee.
- Two years of funding pilots designed to (1) provide direct and unrestricted funding to Black-mandated groups; (2) evaluate the impact of the pilots using an African-centered approach (the Ubuntu Framework); and (3) understand the investments needed to create an enabling ecosystem of supports for Black-mandated groups and organizations.

A fulsome summary of the co-design process, research findings and pilots is presented in Appendix 2.

Through the co-design and pilot process, investments to Black-mandated organizations and groups are increasing. Growth has occurred via the direct funding allocated to support the Framework pilots and the implementation of a more equity-based approach to the review and allocation of resources across all funding streams. For example:

- The Black Youth Leadership and Black Governance grants were the first grants established in Social Development, Finance and Administration to support actions related to the Toronto Action Plan to Confront Anti-Black Racism. Initially designed as one-time investments, \$0.481 million has been invested annually to support sector and organizational capacity building for Black-mandated organizations and groups.
- The pilot funding available to the Black-Mandated Funding Framework has grown from \$0.625 million in 2021 to \$1.25 million in 2022 and \$1.85 million 2023 due in part to increased funding secured during the 2022 budget process and an above inflationary increase provided by City Council in 2023.
- Black-mandated organizations were prioritized and received \$8.1 million in COVID-19 supports across the Mental Health Support Strategy, TO Supports funding program, COVID Equity Plan and Vaccine Engagement funding streams. In the TO Supports funding program in 2020, Black-mandated organizations received 33% of the total funding available.

Investing in Black-mandating organizations and groups is investing in Black communities. Funding provided to Black-mandated organizations has been found to result in direct economic impacts: through community members being employed by these organizations; through the local efforts these groups make to leverage funding and secure additional financial supports; and through the acquisition of goods and services within the community to deliver programming. By investing in the capacity and infrastructure of Black-mandated organizations and groups, the City is increasing the immediate and long-term impact of investments.

Despite the more recent positive trajectory of investments, the systemic barriers experienced by Black-mandated organizations and groups continues to impinge on the scope and scale of opportunities that they can access. The Framework is intended to provide guidance, support and coordination starting with Social Development, Finance

and Administration's Community Funding Unit, with the broader long-term goal of improved funding practices and culture across other City divisions and agencies.

Black-Mandated Funding Framework: Next Steps

The implementation of the Black-Mandated Funding Framework will occur across three phases and will require long-term investments and commitments. This multi-year implementation plan is detailed in Appendix 2 and includes the following phases:

- Framework implementation in Social Development, Finance and Administration's Community Funding Unit
- Socialization in Social Development, Finance and Administration
- Streamlining and Coordination with City partners

3. Community Service Partnerships Funding Update

Since 2019, Toronto City Council has received regular updates on the renewal of the Community Service Partnerships funding stream that accounts for most of the Community Partnership and Investment Program (CPIP) funding Social Development, Finance and Administration administers. The renewal process has been heavily impacted by the COVID-19 pandemic. As a result, Social Development, Finance and Administration prioritized the stable delivery of services by extending funding agreements with existing recipients. This stable support will continue in 2023 and 2024 with 171 organizations receiving funding extensions to provide 325 programs for vulnerable Torontonians.

As the City of Toronto and the not-for-profit sector emerge from the COVID-19 pandemic, new fiscal circumstances is leading to a review and reprioritization of how the Community Service Partnerships funding program can best support a strong community-based sector that meets the needs of Indigenous, Black and equity-deserving Torontonians. The combination of a persistent increase in the demand for equitable funding, and the acknowledgement that Indigenous and Black-mandated organizations have historically been under-funded⁷, conclusively indicates the need for further analysis of a grant stream that has remained largely unevolved in both design and recipients during the preceding periods.

Over the next three years, Social Development, Finance and Administration will review and re-design the Community Service Partnerships funding stream. This redesign work will include:

- Internal and external stakeholder engagement
- A jurisdictional scan of other municipalities and funders supporting the not-for-profit sector
- Alignment with the Indigenous and Black-Mandated Funding Frameworks and other City of Toronto equity policies
- The development of equity key performance indicators to guide future funding decisions

7 Foundation for Black Communities - [Unfunded-Report.pdf \(forblackcommunities.org\)](#)

- The development of a monitoring and evaluation framework to assess the impact of the new model
- The development and launch of an open grant call to realign funding agreements and the portfolio of agencies supported with the new model

During the extension period, Social Development, Finance and Administration will continue working with funded organizations to ensure alignment with the Community Service Partnerships logic model and shared outcomes and will support organizations with capacity building opportunities.

4. Delegated Authority Report Back

To ensure that grant funds are allocated each year to maximize benefit to communities, City Council provides delegated authority for the Executive Director, Social Development, Finance and Administration to:

- Approve grant recipients of the investment funding programs such as the Youth Violence Prevention Grant and Community Crisis Response Fund to support youth violence prevention programming and ensure timely responses to violence and trauma in neighbourhoods.
- Approve allocations to Indigenous and Black-mandated organizations in support of the Funding Frameworks.
- Approve funding for the 171 organizations in the Community Service Partnerships funding program.
- Disburse funding to new initiatives approved by Toronto City Council.

Tables 1 and 2 summarize the grant programs where delegated authority was used in 2022 and 2023.

Table 1: 2022 Grant Programs Allocated by Delegated Authority

2022 Grant Programs	Grant Recipients	Approved Amounts Allocated
Identify 'N Impact (INI)	20	\$388,073
Youth Violence Prevention	14	\$2,643,151
Capacity Building	9	\$643,000
Community Service Partnerships One-Time	21	\$696,000
Neighbourhood Grants	8	\$251,600
Community Crisis Response Fund	59	\$323,386.56
Community Crisis Response Fund Trustee Pre-Payments	5	\$147,000
Innovation Fund	29	\$2,400,151
Social Development Plan Grants	10	\$633,415

Table 2: 2023 Grant Programs Allocated by Delegated Authority (to date)

2023 Grant Program	Grant Recipients	Approved Amounts Allocated
Community Service Partnerships	171	\$18,781,481.44
Community Crisis Response Fund	50	\$247,435.44
Community Crisis Response Fund Trustee Pre-Payments	4	\$250,000
Social Development Plan Grants	7	\$509,660
Community Service Partnerships One-Time	5	\$355,740
Youth Violence Prevention	13	\$2,713,199
Identify 'N Impact (INI)	25	\$375,730
Innovation Fund	1	\$1,350,000
Neighbourhood Grant	9	\$272,000

A full list of all grants approved, grant recipients and related wards via delegated authority between April 2022 and April 2023 is included in Appendix 3.

CONTACT

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SIGNATURE

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ATTACHMENTS

Appendix 1: Black-Mandated Funding Framework
Appendix 2: Black-Mandated Funding Framework Development Process and Implementation Plan
Appendix 3: List of Reallocations and Grant Recipients Approved with Delegated Authority