# **Recreation Program Delivery**

Date Approved by Council: 04/14/87

Lead Role: Chief Commissioner

Last Review Date: March 19, 2012

Administrative Responsibility: Recreation; Parks & Culture

**Special Notes:** The Policy should ensure that human, natural and fiscal resources within the community are maximized in order to provide the best quality recreation programs and services based on the criteria of effectiveness, economy, efficiency and equity.

This Policy deals with **programs** defined as activities conducted in a planned sequence to realize set objectives. **Services** are defined as assistance directed to helping others to achieve their goals.

# **Policy Statement**

Recreation, Parks and Culture shall have in place a recreation program delivery policy, to ensure that a wide range of recreational and cultural opportunities and services are available to the residents of Strathcona County.

# Clarification

The broad scope of recreational and cultural opportunities:

To understand and articulate a recreation program delivery system, one must first be aware of the broad range of recreational and cultural opportunities that exist in and around Strathcona County.

While Recreation, Parks and Culture has an overall influence on participation it is only one provider. The Department does however have a mandate to provide for opportunity venues (recreation facilities, parks) for a broader range of activities than either the private sector (as the supplier of equipment and facilities) or the not-for-profit groups and organizations. Recreation, Parks and Culture also has a social or community responsibility to monitor all opportunities that exist as a result of the efforts of:

#### The Individual

- Individual activities (running, reading, painting, etc.)
- Group activities (team sports, family, etc.)
- Unorganized/unstructured

#### Government

- Recreation, Parks and Culture Department culture (local, provincial, federal)
- Other departments (schools, library)
- Other agencies

# **Nonprofit Organizations**

- Sport and recreation groups (minor hockey, soccer)
- Service clubs (adult--Kinsmen; youth--cubs)Churches
- All other clubs, organizations, associations and societies

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#### Private Enterprise

- Stores
- Facilities
- Equipment manufacturers
- Travel agents

Although each has a separate mandate, or set of values and goals, they are a part of the County's overall park and recreation services. The inter-relationships and in some cases the inter-dependencies are further outlined as the Policy unfolds.

# Procedures

# A. THE MUNICIPAL RESPONSIBILITY FOR RECREATION PROGRAMS AND SERVICES

a) Ensure Opportunities

Recreation, Parks and Culture will actively monitor opportunities and work with public agencies, community groups, minor sport organizations, service clubs and the private sector to foster, create, facilitate and ensure a wide range of recreation programs and services for all age groups, both genders and all abilities.

#### Clarification

The word **ensure** is used to indicate that Recreation, Parks and Culture does not have to provide all recreation programs and services, but that it is responsible to survey, monitor, promote, encourage and expand opportunities both public and private, so that residents are aware of and can access the entire recreation resource.

b) Quality of Life

Ensuring opportunities, provides a base for individuals to assess their needs and to develop their own leisure lifestyles. The Department shall structure programs to encourage participation in the community, and to foster the notion of a persons activity as being an investment in themselves.

# B. THE MODEL

a) Determining the County's Role

Recreation, Parks and Culture will actively play a lead role to ensure leisure opportunities in conjunction with both the public and private sector. A Service Delivery Decision Model has been established to help determine the County's role in the delivery of recreation and parks services. That Policy is attached as Attachment I, and should be read in its entirety before a delivery method is chosen.

# C. THE FUNCTION OF THE RECREATION BRANCH

#### a) Direct and Indirect Programs

The Recreation Branch is involved in two forms of program provision, direct and indirect. Direct program provision includes all recreation and cultural programs organized and operated solely by the Department. Programs organized and operated by one or more organizations with the assistance of the Recreation, Parks and Culture Department are forms of indirect program provisions.

Regional differences exist in that some people are interested in participating in the planning and provision of their own recreation and cultural opportunities. Those groups of people which centre more on a local community basis can identify needs and prefer to provide for their needs based on their unique community. Programs developed this way may be more meaningful to the community. The Department recognizes the valuable contribution groups have made in program provision and will continue to provide collaborative assistance and support to groups to ensure that indirect programming continues.

# D. MODE OF OPERATION

The recreation and culture program planning process is organized within the following parameters: program interest areas, program categories, and program age, gender and ability criteria.

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# a) Interest Areas

Recreation opportunities are planned, promoted, operated and evaluated by Recreation Programmers who are each responsible for one or more interest areas. Cooperative planning also exists to provide programs which involve a combination of interest areas.

- i. Leadership development
- ii. Leisure education
- iii. Special events
- iv. Fitness and athletics
- v. Culture
- vi. Outdoor
- vii. General interest
- viii. Community living
- ix. Aquatics
- x. Preschool programs
- xi. Recreation Access programs (Everybody Gets to Play)
- xii. Summer programs

# b) Program Categories

Recreation, Parks and Culture shall offer a variety of programs and services organized by the following different levels:

i) Unstructured Programs

Designed as an open spontaneous opportunity for participation in an activity without making a commitment to a regular schedule. Open house/drop-in programs and services, are included.

ii) Community Service/Community Awareness Programs

Designed to acquaint residents and encourage their awareness and use of the broad range of opportunities that exist in the community. Examples are: Stormwater lakes awareness, community resources brochure, advertisements and promotions encouraging residents to be active in parks and facilities, and visual art shows at Smeltzer House and Gallery@501.

iii) Family Opportunities

Designed to coordinate planning that will encourage families to participate in activities together. Also, to schedule separate activities at the same location and time so that family

members can participate all at the same time rather than waiting for each other to do singular activities.

iv) Lifetime Skills

Designed to introduce individuals to activities that they can participate in and enjoy throughout their lifetime. Programs aimed at encouraging residents to remain active throughout the aging process.

v) Clinics/Workshops

Designed to teach a specific skill or increase an individuals knowledge of a special subject matter; can involve both formal instruction and structured learning through sharing ideas.

vi) Exposure Programs

Designed as an introductory or first time experience or exposure. Usually short or one time in nature; may be a lead up or an interest indicator for a learn-to program.

vii) Learn-to Programs

#### Offered for two reasons-

Designed as a beginner level learning situation where participation is geared to introductory skills. The participant may be learning a skill that will provide a base for more advanced learning or to develop basic survival skills.

Designed as an introductory experience where the general aim is fun and socialization, while learning new skills.

viii) Advanced Programs

Designed for participation beyond the learn-to level.

For the student who wishes to become more proficient and increase their personal skill level, awareness level, or to increase their fitness level.

# c) Age, Gender and Ability Criteria

Recreation, Parks and Culture shall endeavour to ensure programs for all ages, both genders and all abilities. Programs will be organized under one or more of the following characteristics:

- i) Age
  - Youth:
    - o preschool 5 years and under
    - child 6 to 12 years
    - teen 13 to 17 years
  - Adult: 18 to 54 years
  - Senior: 55 years and over
  - Family: minimum one parent or adult guardian and at least one child
- ii) Gender

While most programs are not designed specifically for males or females, and while there is no implied discrimination, certain programs may be designed for males, females, or coeds; depending on the nature of the experience, based on the objective of the program.

# iii) Ability

Recreation, Parks and Culture will work in cooperation with local agencies to ensure that an appropriate system of physical and social skill development opportunities, both segregated and integrated, allow individuals to function at their level of involvement in recreation programs.

# E. STAFFING

#### a) Volunteers

Recreation, Parks and Culture will actively recruit and train volunteers in all areas of programs, as program assistants and leaders-in-training, only to the limits of the Department and annual resources. There are specific costs incurred to recruit and train volunteers and the Department must fully weigh that cost/benefit relationship.

The Department has a commitment to encouraging volunteerism, and to making the experience a positive one. Volunteers will be given specific responsibilities, training, and evaluation, so that their energies can be maximized.

# b) Paid Staff

Recreation, Parks and Culture shall have in place competent and professional staff as follows:

- i) Recreation Programmers--Shall plan, organize, administer and supervise programs offering a balance of physical, cultural and social activities. They shall also arrange and organize support systems in their respective program area and provide resources and upgrading of all related program staff, including a leadership development component.
- ii) Supervisors--Shall be contracted on an hourly basis to assist Programmers in those areas where the number of courses demands the need for more staff.
- iii) Instructors--Shall be contracted by Programmers or Supervisors, to instruct on an hourly basis, the programs of the Department.

# c) Others

Student placement and practicum positions, grants, and other employment incentive programs provide additional staff resources for the Department. Recreation, Parks and Culture staff are encouraged to actively search for these additional resources, in an effort to reduce costs and/or increase staff assistance.

# F. PROGRAM IMPLEMENTATION

- a) Programs shall be offered within four basic time periods: winter, spring, summer and fall. Programs also may be offered in shorter more specialized seasons like Christmas and Indian Summer. Some opportunities will be scheduled on an ongoing basis regardless of season to encourage and support fitness and/or the pursuit of leisure as a lifestyle.
- b) Programs shall have the flexibility to be offered in the most appropriate format necessary to meet the objectives of the program.
- c) Program prices shall be established within the Pricing Policy.
- d) The main form of advertising programs shall be a program guide for each session. This guide shall be made up of Department sponsored programs and services and shall be distributed

quarterly to every household in the County. The program guide shall also outline registration procedures for programs.

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Other forms of advertising shall be posters, pamphlets, newspaper ads, radio, television, live presentations, magazines, performances or demonstrations, displays and word of mouth.

Cooperative advertising with other groups, agencies or private businesses is allowed when it meets the objectives of the program.

- e) Programs shall be offered in a variety of venues (limited only by their suitability, safety and cost effectiveness), such as recreation facilities, schools, private buildings, public and private grounds, and open spaces, so as to serve the recreation needs of the region. Locally based programs that communities, groups and agencies sponsor themselves, will occur in community halls and other locally suited facilities.
- f) Recreation, Parks and Culture shall select programs through a sessional and annual review in keeping with the Recreation and Parks Development Plan, its prescribed survey systems and marketing strategies, community contacts and Program Life Cycle Analysis Policy.

An opportunity matrix (see Attachment II) will be developed annually at budget planning time to illustrate the availability of opportunities that exist for all ages at a variety of prices from free to full cost recovery.

Programs and services will be constantly evaluated through surveys, class evaluations, personal interviews and observations. Rigorous evaluation shall provide the basis for program changes.

# G. RELATIONSHIPS WITH OTHER AGENCIES

Other agencies are defined as all contacts outside of the Recreation, Parks and Culture Department that have any interest in our relationship to recreation program delivery within Strathcona County.

This relationship between the Department and these other agencies is defined in three categories, namely: a) other municipal departments, agencies and governments, b) private/nonprofit groups, and c) private/commercial groups.

- a) Other Municipal Departments, Agencies and Governments
  - i) Other County Departments

Sharing the common goal of community development the Recreation and Parks Department works with other County Departments such as:

Interagency -- The Recreation, Parks and Culture Department shall maintain formal lines of communication by attending interagency Council meetings with Family and Community Services, County Library, Information Services, R.C.M.P., etc., for the purpose of resource sharing, information sharing, and comparing and cooperating with each others program offerings.

Further Education--Recreation and Parks will maintain formal communications by being a member of the local Further Education Council, for the purpose of program planning, implementation and securing of grant funds.

ii) Schools

Public Schools and Separate Schools--Daily relationships between schools and the Recreation, Parks and Culture Department, are conducted in a spirit of awareness and

cooperation and communication is informal. Formal relationships are guided by the following policies:

Reciprocal Use Policy for County facilities and open space areas (VI-4.01),

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Reciprocal Use Agreement between Sherwood park Separate School District #105, and Strathcona County Recreation and Parks Department (VI-4.02), and

Acquisition and Development of School and Park Sites (V-II.02), (pending with Separate Schools).

Private Schools--The Department has an informal relationship with the Christian Academy.

- iii) Provincial Government Departments--The Department shall maintain a formal relationship with these government departments for the purpose of applying for grants, cooperating to plan regional workshops and being a part of the Alberta recreation and cultural scene.
- iv) Universities, Colleges and Other Post-Secondary Institutions--The Department may correspond, communicate and cooperate with these institutions on program matters related to research, staffing, field work and resources sharing, and course offerings.
- b) Private/Nonprofit
  - i) The Department shall maintain a current contact list of all private/nonprofit groups, community leagues, clubs, sport organizations, etc., for the purpose of cooperation, program planning and development, community development, grants, information and resource sharing
  - ii) Programmers shall actively research opportunities in this sector to encourage program opportunities and collaboration, where appropriate, as per the Service Delivery Decision Model.
  - iii) While Recreation, Parks and Culture recognizes the autonomy of these groups, there can also be a call for assistance with program management through training and clinic opportunities such as Continuing Awareness in Recreation (CAIR), referee and coaches clinics and skills training for volunteers. The Department will provide these informational and educational sessions in collaboration with nonprofit groups.
  - iv) Recreation, Parks and Culture shall not address program specific standards, or levels of service.
- c) Private/Commercial

Recreation, Parks and Culture may liaise with companies who offer recreational opportunities or resources. Cooperative ventures with the private sector are encouraged where that falls within the Service Delivery Decision Model.

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# Definitions

#### 1. Recreation

- a. An activity that can be observed or participated in that offers some expression of a physical, or social nature.
- b. A means of revitalization or diversion.
- c. Involving a fun activity in one's leisure time.

#### 2. Social

- a. Pleasant companionship with one's friends or associates.
- b. The interaction of the individual and a group.

#### 3. Socialization

**a.** To participate actively in a social group.

#### 4. Culture

- a. All those symbolic representations of individuals' expressions transmitted through the medium of music, drama, visual arts, literature, dance, crafts and combinations thereof.
- b. Includes but is not limited to the activities of:
  - performing arts: dance, drama, music and film arts
  - visual arts: mineral/earth arts, graphic arts, fibre/fabric arts, literary arts, general arts and crafts
  - programs of: galleries, museums, libraries and historical sites
- c. Culture community includes the artistic and ethnic, the professional and amateur, the performer and audience member, the artisan and agent.

#### 5. Local community

- a. People sharing some common interests, living in a particular area
- b. A group that is drawn together by their shared feelings for a oneness
- c. Not necessarily a formal group like a community league, but definitely shared ideals on some issues.

#### 6. Community programs

- a. Community programs:
  - programs designed to serve the needs of the local community
- b. Community-delivered programs
  - programs organized by members of the community for themselves.

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# 7. Organization, group, club

a. Administrative or functional structures formed in the community for the purpose of encouraging or operating recreational, social or cultural activities.

#### 8. Monitor

a. To be aware

# 9. Fitness & Athletics

a. Including, but not limited to opportunities in: learn to skate, gymnastics, sports, coaches' clinics, fitness, aerobics, yoga, weight training and public awareness on fitness.

#### 10. Outdoor

a. Including, but not limited to opportunities in: environmental awareness and education, outdoor recreation, and the operation of the Strathcona Wilderness Centre.

#### 11. General Interest

a. Including, but not limited to opportunities in: cooking, crafts, skill development, personal development preschool and babysitting.

#### 12. Community Living

a. Including, but not limited to opportunities in: the development and facilitation of program opportunities, at the local community level.

#### 13. Leadership Development

a. Including, but not limited to the provision of leadership opportunities for youth and adults by providing opportunities to learn fundamental leadership skills, to assist community groups in being more autonomous through the use of their own human resources, and to provide a leader-in-training model and programs which guide and assist teens in establishing skills to become leaders.

#### 14. Leisure Education

a. The provision of awareness and educational opportunities guiding people to make positive choices toward a healthy leisure lifestyle.

#### 15. Special Events

a. Events that are offered a limited number of times because of their unique nature and their difference from everyday opportunities. These events are high profile and are aimed at a large audience who may either become actively involved or passively spectate. Special events are planned and coordinated in each program interest area.

#### 16. Aquatics

- a. The Recreation Branch works cooperatively with the Facilities Branch to coordinate aquatic programs by including the Aquatics Programmer in regular meetings with the Recreation Branch Programmers.
- b. Including, but not limited to opportunities in: water safety learn to for all ages, special interest, special events, lifesaving, public swimming.

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# 17. Summer Programs

a. Annually in July and August, the Department will directly offer a variety of summer programs and services primarily for children. The Department will also cooperate with and encourage community groups and associations to provide their own specialized programs.

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# Service Delivery Decision Model (Included in Strathcona County's Corporate Plan)

# Purpose:

Strathcona County shall utilize the service delivery approach model to determine the County's role in the delivery of all programs and services in keeping with the approved mission and goals for each of its departments.

All and any new programs shall be subjected to review through the model process.

I Service Provision Process: (Note: Please refer to attachments and review the text in its entirety -See attachment I)

The exact manner in which programs are to be provided is to be addressed through a feasibility study. This model provides a tool with which a manager can assess the best way to meet the identified needs. The intent is to fully assess all options available.

#### A. Need Identified:

Needs are identified by supply/demand assessment methodology involving statistically reliable input from resident clients through master plans, surveys, traffic counts, ambulance calls, census, etc.

# B. Local Government Role:

Our role is determined by assessing The Decision Criteria (Note: See Attachment II) for the government's involvement in the marketplace and our stated mission and goals (Note: See Corporate Plan). In this step it is critical for two factors to be in place. These are:

- 1. That the County have its mission, goals and objectives statements in place, current and well articulated, and
- 2. That the principles be applied to the identified need in the context of the mission/goals/objectives in a realistic and fair manner. If they are not applied fairly or pragmatically, the process becomes essentially meaningless.

# C. Service Delivery Objectives:

Once the need is identified and there is a role for local governments that the service objectives must be articulated, both quantity and quality.

# D. Sufficient Demand to Warrant Supply:

The feasibility study will determine whether there is enough need to warrant supply of the service. Assuming that there is a role for the County in ensuring delivering of a service, the County shall endeavor to use the most appropriate blend of delivery agents.

In deciding which delivery agents to use, the following specific evaluation criteria shall be used.

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# E. Evaluation Criteria:

When each option is assessed in terms of effectiveness, economy, efficiency and equity (Note: See attachment III) objectives (decision-making rules) must first be prepared and articulated. This is essential so that it is possible to determine how the options compare, one to another.

- 1. Economy: The acquisition of resources of adequate quality at minimum cost (adequate means of quality level suited to the task at hand as determined by the Director).
  - a. Establish at an adequate level the quality of resources used in the operation (neither too high nor too low) as part of the input processing core output sequence (Note: See Attachment III).
  - b. Achieve all appropriate trade-offs among the different potential resource inputs (people, money, physical facilities, supplies and equipment), thus establishing the appropriate input mix for the operation. (Using machinery to maximize productivity.)
  - c. Acquire and, as required, store the resources needed at the lowest cost.

#### The Key Economy Questions

- a. Have I identified the right quality and quantity of resources in the mix , given the particular quality, quantity and mix of outputs sought and the transforming processes to be used?
- b. Having established the most appropriate quality, quantity and mix of resources, the optimal way to acquire, store and allocate them has been selected, to keep resourcing costs to the minimum feasible level.
- 2. Efficiency: transforming economical inputs to effective outputs

: doing it right

- a. The program must be within the technical and professional skill and level of the personnel.
- b. The least costly method of delivering economical inputs (Note: See Attachment III).
- c. The method which increases the output/input ratio (i.e. increased usage, increased production of road construction, mowing, etc.).

#### The Key Efficiency Questions

- a. Given the outputs managers are committed to producing, have the most appropriate action processes been selected to ensure their optimal production?
- b. Taking both inputs and outputs as given, will the processes selected for transforming inputs into outputs result in the optimal output/input ratio?

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- 3. Effectiveness: decisions must be taken on what objectives to pursue, what outputs to seek and what concrete targets to establish in optimally pursuing selected objectives.
  - : doing the right thing
  - : goals, objectives
  - : a focus on providing the most appropriate outputs
  - a. The program is effective when it is producing services which optimally serve the organization's objectives.

# The Key Effectiveness Questions

- a. Given the department's mission, are the objectives being pursued optimally?
- b. Assuming optimal objectives, are the outputs being produced in pursuing these objectives themselves optimal, in terms of quantity, quality time and cost and mix of outputs? (i.e. If the objective is well maintained buildings, are the right resources utilized at the lowest cost with the appropriate equipment achieving the objective?)
- 4. Equity: doing the right thing, right, with the right resources, acquired at the right price and doing it all fairly.
  - : the concept of what is fair
  - : equal treatment of equals and conversely, unequal treatment of unequals

# The Key Equity Questions

- a. What is fair?
- b. What claims should be recognized?
- c. How are the areas in the County to be conceived of as being equal?
- d. How are the areas' status to be measured?
- e. How is equality of treatment to be measured?
- f. What is the recent history?

Equity is critical to dealing with urban/rural differences in the County. Two criteria shall be used for deciding whether or not different areas or residents should be treated differently. These are:

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a. Need : location

: average family income

- : population age composition
- : special disadvantaged groups
- : sense of community identity

#### b. Demand and preferences

- : use
- : preference
- : barriers to use
- : requests/complaints

Although equity is a principle to be achieved, due to the extra costs incurred in achieving it, it is sometimes never fully realized.

#### 5. Summary

Each program option must be assessed against the 4e's and the specific program objectives.

In the decision to implement a new program, the notion of thresholds is common. Delivery thresholds must be set by establishing County specific objectives (i.e. meet 80 per cent.) demand, 60% of utilization within two years, 50% cost recovery immediately).

# F. Delivery Methods

The program delivery option that meets the objectives to the best degree is implemented by one of the methods listed below. Reading all methods one through five before making a decision will heighten the awareness of all of the possible options and provide guidance for choosing the most suitable method of delivery.

# 1. Volunteer Not-for-profit Association

When considering the 4e criteria, it is determined that the County's mission and goals can be achieved utilizing an existing volunteer not-for-profit association capable of performing the service, then priority consideration shall be given to the volunteer groups.

# 2. Pilot Demonstration Projects

When it is not possible given the costs/benefits methods available, to clearly and unequivocally determine the most economical efficient, effective and equitable method of program delivery, the program shall be pilot-tested. This may be done by utilizing any one of the potential delivery agents.

# 3. Direct Delivery

This method shall be used when in applying the 4e criteria it is determined that no other alternative is more appropriate.

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# 4. Private (Commercial):

When considering the 4e criteria, it is determined that the County's mission and goals can be achieved within the context of the provisions of the Contracting Out Policy, the private commercial sector shall be used to deliver the service.

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#### 5. Other

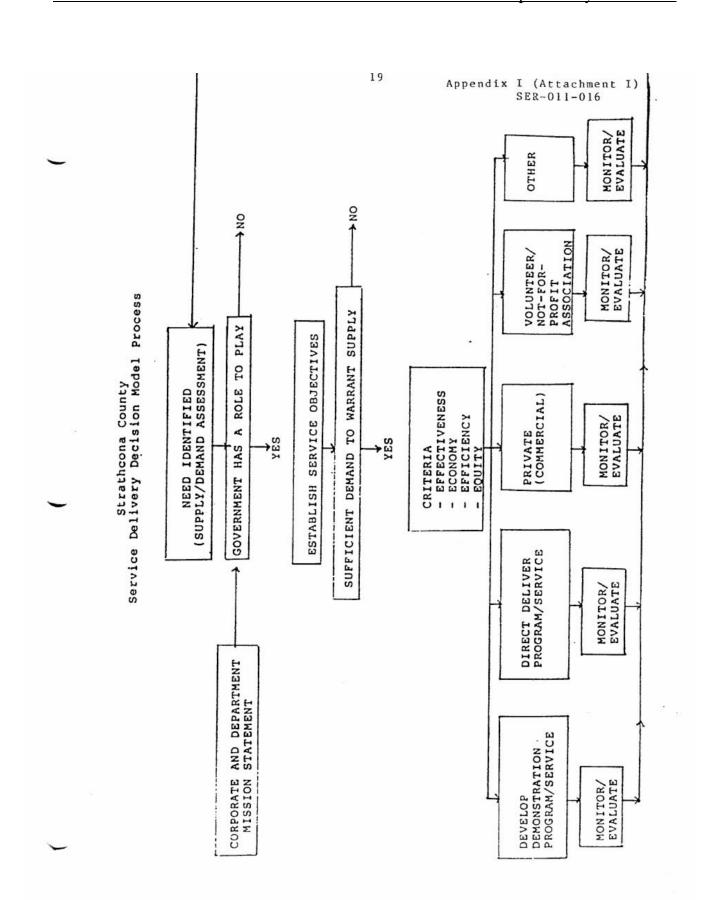
In special circumstances, where the need for a service has been identified, the delivery of services may involve collaboration with two or more delivery agents. Every consideration shall be given in these circumstances to facilitate the blending of delivery agents to ensure the delivery of a service that would not otherwise be provided.

# G. Monitor and Evaluation

The program (life cycle analysis) and its method of delivery (service provision process analysis) shall be monitored constantly and evaluated annually in keeping with the Corporate Plan process to determine its need and most effective delivery method.

#### H. Appendices

Appendix IA Simplified Model of the Service Provision ProcessAppendix IIGovernment Involvement in the MarketplaceAppendix IIIThe Management of Inputs and Outputs



# Appendix II (Attachment II) SER-011-016

## Government Involvement in the Marketplace

# The Decision Criteria

There are three reasons used for a government to involve itself in the marketplace.

1. <u>Pure Public Goods</u>: Market systems cannot compel payment for a pure public good since there is no way to prevent a person from receiving the benefit of a good if they refuse to pay for it.

Examples include: defence; beautification projects

2. <u>Non-market Goals</u>: Exclusive reliance on the market system may lead to the neglect of other goals that seem important to society.

Examples include:

- merit goods (benefits accrue to other than the purchasing individual (e.g. education)
- group consumption goods (the public is more efficient at providing these goods)
- proper provision goods (the private sector would not provide them in correct amounts, e.g. police protection)
- regional development activities (to create employment, increase standards of living, etc.)
- economic diversification activities (to increase the economic importance of a variety of sectors)
- collapse of private sector activities (to ensure jobs are not lost)
- other than profit activities (e.g. safety)
- joint involvement (risks of a project too large for private sector)
- monitoring (regulations and understanding of an industry)
- base level service (to ensure a base level of important services are provided, e.g. health)
- protection/preservation of resources (to conserve/preserve unique landscapes, etc.
- 3. Market Imperfections

Market imperfections may prevent firms and households from completing transactions necessary for the efficient allocation of resources.

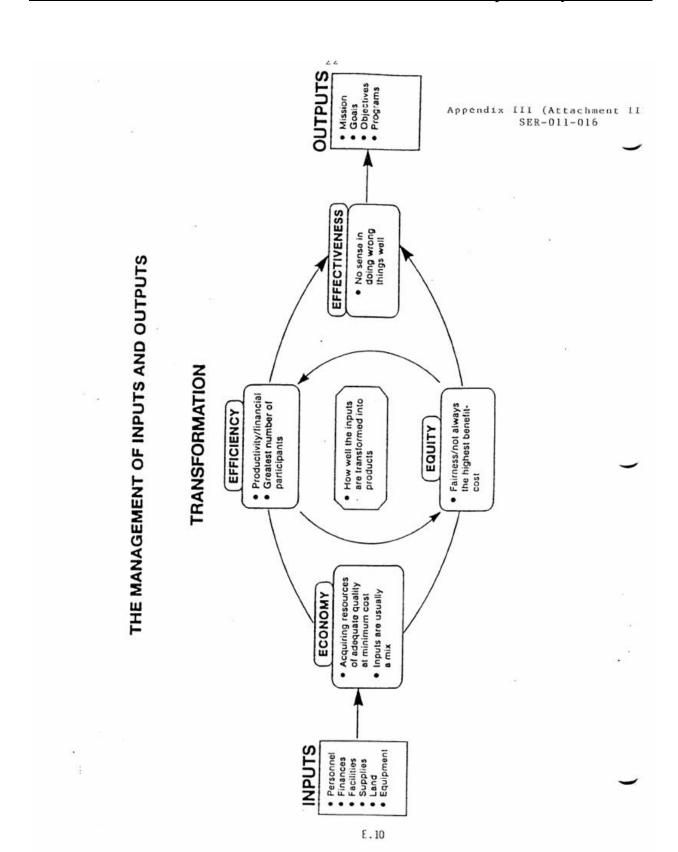
Examples include:

- monopolistic activities
- transaction costs (e.g. roads)
- fast economic growth (causes abnormalities in the marketplace whereby supply cannot keep up to demand)

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