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#### **MEMORANDUM**

DATE:

September 20, 2016

TO:

Limited Secure Placement & Aftercare Providers

Fiscal and Executive Directors

FROM:

Jose Mercado

SUBJECT:

Close to Home - Limited Secure Placement (LSP) & Aftercare Fiscal

Manual, Effective July 1, 2016

The ACS Division of Financial Services is issuing the attached <u>final</u> Close to Home - Limited Secure Placement (LSP) & Aftercare Fiscal Manual, effective July 1, 2016.

This document was originally issued to provider agencies for a 30-day review and comment period.

Note that we have attached two appendices with Budget Templates, one for LSP Residential and one for Aftercare.

The Fiscal Manual is a set of instructions documenting the applicable policies and procedures for ACS contractors to use in recordkeeping, bookkeeping, accounting, financial reporting, billing/invoicing, budgeting, cost allocating, payment, and audit. ACS requires all contractors' Board Members, management and financial staff to adhere to the policies and procedures included herein. The Fiscal Manual's goals are to ensure compliance with all applicable Federal, State and City regulations, and other financial requirements.

Thank you for your continued effort and hard work to bring this historic reform to the delivery of services for New York City youth.

CC: F. Franco

J. Halbridge

J. Purcell



# CLOSE TO HOME Limited Secure Placement & Aftercare Services Fiscal Manual

Effective Date: July 1, 2016 (FINAL)

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# CLOSE TO HOME - Limited Secure Placement & Aftercare Services Fiscal Manual

# Introduction

The City of New York Administration for Children's Services ("ACS") Fiscal Manual is a set of instructions documenting the applicable policies and procedures for ACS contractors to use in recordkeeping, bookkeeping, accounting, financial reporting, billing/invoicing, budgeting, cost allocating, payment, and audit. ACS requires all contractors' Board Members, management and financial staff to adhere to the policies and procedures included herein. The Fiscal Manual's goals are to ensure compliance with all applicable regulations. All expenditures are to be made in accordance with the terms and conditions of the Limited Secure Placement Services contract.

# 1.0 ALLOCATION METHODOLOGY

The annual operating Limited Secure Placement (LSP) budget will be based on the approved daily rate multiplied by the number of awarded slots multiplied by the number of days per year. The approved budget amount will become a set allocation allowing contractors, upon reconciliation at year end, to bill up to that amount for allowable expenses using their actual care days. Utilization rates will be reviewed and a determination will be made by ACS and OCFS (NYS Office of Children and Family Services) regarding number of beds, appropriate utilization and performance measures.

LSP Aftercare is a capped line-item budget for which contractors invoice ACS subsequent to the provision of services.

# 1.1 RATE AND ADD-ON AMOUNTS

- All contractors will receive a per diem base rate, assuming that funds are spent on allowable expenses to support the program model.
- All NYC contractors will receive additional per diems based on the awarded service type.
- There will be no additional funding beyond the base rate, the agreed upon additional per diems, renovation funds and line-item budgets such as Aftercare unless there is a modification to the contract.
- Funding for items such as Special Payments, Preparing Youth for Adulthood (PYA) and Reinvestment do not apply to this program. All expenses are to be covered by the rate.

# 1.2 BUDGET SUBMISSION AND QUARTERLY FINANCIAL REPORTING

- <u>LSP Residential Budget Submission</u>: At the start of every fiscal year, contractors will submit a line-item budget which supports each rate-based component. Contractors will be required to meet the programmatic guidelines and stay within the budget.
- <u>LSP Aftercare Budget Submission</u>: At the start of every fiscal year, contractors will submit a line-item budget to the ACS Budget Department. Contractors will be required to meet the programmatic guidelines and stay within the budget.
- <u>LSP Residential Quarterly Expense Reporting</u>: Contractors will be required to report quarterly expenses. This information will be submitted using the LSP Residential Budget Template (Appendix A). At the end of each Fiscal Year contractors will report their LSP Residential expenditures and income using the OCFS State Standard of Payment (SSOP) application and should report this information using the "Other" column of the template.
- <u>LSP Aftercare Quarterly Expense Reporting:</u> Contractors will be required to report quarterly expenses against their approved budget. This information will be submitted using the LSP Aftercare Budget Template (Appendix B.) LSP Aftercare expenses and income are NOT reported on the SSOP.

# 1.3 BUDGETED RATES

- Residential Care: ACS will create an initial rate at the start of the each fiscal year
  which will be used for the billing process in SSPS. ACS will adjust the rate accordingly,
  if needed and work with OCFS for approval of those adjusted rates.
- Aftercare: Rate calculation is not applicable for aftercare.

# 1.4 UNSPENT FUNDS

Upon audit, ACS will reconcile with contractors. All unspent funds will be recouped, as per ACS audit instructions.

#### 1.5 MEDICAL EXPENSES

LSP is not a Medicaid eligible program. Allowable medical expenses should be covered by the approved medical rate add-on.

# 1.6 LEGAL FEES

Except as permitted by this Fiscal Manual and Federal, State and City regulations, legal fees and expenses are not allowable residential or aftercare expenses. Reasonable legal fees and expenses may be deemed allowable in ACS' sole determination provided that (1) ACS has given prior written authorization to incur such fees and expenses, and (2) the fees and expenses are related to the maintenance and care of youth placed with contractor. As per current fiscal policy, legal fees and expenses related to litigation covered under contractors' insurance policies will not be reimbursed, nor there reimbursement for any legal fees or expenses related to litigation where ACS is also named as a party.

#### 1.7 ALLOCATING PLAN FOR DIRECT AND INDIRECT COSTS

ACS is aware that many nonprofit organizations enter into additional contractual agreements with other funding sources. These funding sources have their own programmatic and administrative requirements. A common element to all of these funding sources is the need to have a plan that allocates direct and indirect costs. All organizations are required to have an approved direct and indirect cost allocation method which reflects how these costs are distributed. The direct and indirect cost allocation plan can be a stand-alone plan for a single-source funded program or it can be incorporated as the foundation of a Cost Allocation Plan (CAP) for an organization with multiple funding sources. It is important to understand that allocating between direct and indirect costs is different than a CAP.

# 1.8 COST ALLOCATION PLAN

A Cost Allocation Plan (CAP) is used to manage how resources are shared and accounted for among the funding sources. It is the process of assigning two or more programs the costs of an item shared by the program. The goal is to ensure that each program bears its fair share and only its fair share of the total cost of the item. The plan is the roadmap for reporting cost items. Regular reporting should incorporate and reflect the structure of the CAP.

# **SECTION 2 - PAYMENT AND MONTHLY INVOICING REQUIREMENTS**

Contractors are reminded that all expenditures are to be made in accordance with the terms and conditions of all Limited Secure Placement and Aftercare contracts.

# 2.0 RESIDENTIAL EXPENSES

- i) **SSPS Submissions** In order to comply with contractual obligations and to ensure the accuracy of financial reporting, each contractor must submit their care day data via the Statewide Services Payment System (SSPS) and comply with all OCFS and ACS requirements.
  - a. DEMOC file should contain all the demographic information for children that were in the contractor's care during the service month.
  - b. MOVEC file should contain all movements that occurred during the service month and any changes to prior service periods.
  - c. Both DEMOC and MOVEC files need to be submitted concurrently for the payments to be processed.

# ii) Due Dates

- a. **Initial upload** is due by the 5<sup>th</sup> business day of each month. This allows contractors to view any payment discrepancies between the contractor's request for payment and ACS' systems of record. Contractors can work with the ACS Systems Support Office (SSO) Reconciliation Center to resolve any discrepancies prior to the final upload.
- b. Final upload is due by the 7<sup>th</sup> business day before the end of the month. A contractor's payment will be based on the matching records in this submission.
- c. Intermittent uploads may be done at any time. Data submitted will only be compared to ACS' systems of record on the 5<sup>th</sup> business day, the 10<sup>th</sup> business day and the 7<sup>th</sup> business day before the end of the month.

# **2.1 AFTERCARE EXPENSES**

- Aftercare expenses are reported based on actual cash disbursements. The
  original Monthly Expense Report, the Child-Specific Schedules, and the Summary
  Child Specific Schedules are all needed for payment processing and
  reimbursement of programmatic expenditures. All allowable expenses will be
  reimbursed up to the amount of the Aftercare Budget with reconciliation occurring
  on an as-needed basis.
- Aftercare services should be billed within 30 days of the completion of the service month. The invoices should be submitted to ACS DYFJ for review and approval.

# 2.2 FISCAL YEAR END INVOICING

Contractor should close their financial books at the end of each fiscal year, June 30. Invoices for actual expenses incurred in June of each fiscal year shall be submitted to ACS by the contractor within thirty (30) days after the end of the fiscal year which such expenses were incurred. If the contractor fails to provide ACS with the required invoices for the amounts incurred sixty (60) days after the date the invoices are due and/or if the contractor

fails to provide invoices in a manner acceptable to ACS in accordance with this Fiscal Manual sixty (60) days after the date the invoices are due, ACS, may, at its sole discretion, disallow such invoices.

In the event that ACS deems it necessary to request additional documentation from the contractor in order to process the year-end payment, ACS will send a request letter to the contractor. Requested documentation must be received by ACS no later than thirty (30) days from the date of the ACS request letter was emailed. If the contractor fails to provide ACS with the requested documentation within the timeframe provided, ACS may at its sole discretion, disallow such invoices.

# 3.0 FINANCIAL MANAGEMENT SYSTEM

Contractors must maintain a financial management system and standard operating procedures, including but not limited to the following:

- (1) Accurate, current and complete disclosure of the financial results of each federally-sponsored project or program in accordance with the reporting requirements. If a Federal awarding contractor requires reporting on an accrual basis from a recipient that maintains its records on other than an accrual basis, the recipient shall not be required to establish an accrual accounting system. These recipients may develop such accrual data for its reports on the basis of an analysis of the documentation on hand.
- (2) Records that identify adequately the source and application of funds for federally-sponsored activities. These records shall contain information pertaining to Federal awards, authorizations, obligations, unobligated balances, assets, outlays, income and interest.
- (3) Effective control over and accountability for all funds, property and other assets. Recipients shall adequately safeguard all such assets and assure they are used solely for authorized purposes.
- (4) Comparison of outlays with budget amounts for each award. Whenever appropriate, financial information should be related to performance and unit cost data.
- (5) Written procedures to minimize the time elapsing between the transfer of funds to the contractor and payment to satisfy any accounts receivables.
- (6) Written procedures for determining the reasonableness, allocability and allowability of costs in accordance with the provisions of the applicable Federal cost principles and the terms and conditions of the award.
- (7) Accounting records including cost accounting records that are supported by source documentation.

# 3.1 ACCOUNTING SYSTEM

Contractors should have accounting systems which outline the methods, procedures, and standards followed in accumulating, classifying, recording, and reporting financial events and transactions. The accounting system should include the formal records and original source data and should also be able to produce financial information and financial statements.

A contractor's accounting system must make it possible to:

(a) Present fairly and with full disclosure the funds and activities of the contractor in conformity with generally accepted accounting principles; and

(b) Determine and demonstrate compliance with financial-related legal and contractual provisions.

# 3.2 GENERAL LEDGER

The general ledger contains all of the financial accounts of a contractor; and contains offsetting debit and credit accounts (including control accounts). The general ledger is the core of the contractor's financial records. These constitute the contractor's central "books", and every transaction flows through the general ledger. These records remain as a permanent track of the history of all financial transactions since day one of the life of an organization. A contractor's accounting system will have a number of funds. All the entries that are entered (called posted) to these funds will transact through the general ledger account.

The two primary financial documents of any organization are the Statement of Position or the balance sheet and the Statement of Activities or the profit and loss statement. Both of these are drawn directly from an organization's general ledger. The order of how the numerical balances appear is determined by the chart of accounts, but all entries that are entered will appear. The general ledger accrues the balances that make up the line items on these reports, and the changes are reflected in the profit and loss statement as well.

# 3.3 FUND ACCOUNTING

A contractor's accounting system should be organized and operated on a fund basis. A fund is a group of functions combined into a separate accounting entity having its own assets, liabilities, equity, revenue and expenditures/expenses. The types of funds used are determined by generally accepted accounting principles. The number of funds established within each type is determined by sound financial administration.

Contractors should establish and maintain funds received by ACS through sound financial administration. Only the minimum number of funds consistent with legal and operating requirements should be established.

# 3.4 GENERALLY ACCEPTED ACCOUNTING PRINCIPLES FOR CONTRACTORS

All contractors are to adhere to Generally Accepted Accounting Principles (GAAP). GAAP is a uniform minimum standard of and guidelines for financial accounting and reporting. The GAAP are the framework within which financial transactions are recorded and reported resulting in financial statements that provide comparability between entities, consistency between accounting periods and reliability for internal and external users of financial statements. The Financial Accounting Standard Board (FASB) sets the General Accepted Accounting Principles (GAAP) for Nonprofit Organizations. Contractors should follow FASB announcements in order to ensure their accounting systems are up to date with new GAAP requirements.

# 3.5 BASIS OF ACCOUNTING

An entity's accounting basis determines when transactions and economic events are reflected in its financial statements. Listed below is the basis for recording financial transactions. All ACS contractors should follow the accrual basis of accounting.

# **Accrual Basis**

A system recording financial transactions when they occur, irrespective of when actual cash is received or paid. Revenues are recorded when **earned** or when the contractor has the right to receive the revenue. Expenses are recorded when **incurred**. Expenses for which the contractor is liable within the fiscal year are counted in that fiscal year.

# 3.6 ACCOUNTING CALENDAR

The accounting calendar is a schedule of anticipated dates for financial activities throughout the month. It is important that contractors establish an accounting calendar and adhere to the schedule in order to ensure all financial transactions are appropriately recorded. The accounting calendar is divided into two sections:

# Management Reports

- Report Month
- Report Date
- Scheduled Closing Date

# **Transaction Due Date**

- Departmental Deposits
- Journal Entries
- Interface Billings & Reallocation

#### 3.7 BOOKKEEPING - DEFINED

**Bookkeeping** is the practice of recording the transactions of a business; financial transactions which are either monetary-cash, or non-monetary inventory or volunteer's time.

# 3.8 ACCOUNTING - DEFINED

Accounting is the bookkeeping methodology involved in creating a financial record of a business transaction. It includes the preparation of statements concerning assets, liabilities (Balance Sheet), expenses and revenue (Income Statement) and operating results of a business. Accounting is the management of assets and financial information.

# **3.9 CHART OF ACCOUNTS**

Contractors should establish a chart of accounts that list asset, liability, net asset, revenue and expense accounts used to record financial transactions in the general ledger.

#### 3.10 MONTHLY CLOSE

Every organization should close their financial books every month, produce a trial balance, adjusting entries, closing entries and financial statements.

# **3.11 BANK ACCOUNTS**

The contractor shall establish and maintain a bank account in a New York Chartered Bank located in New York City and/or a bank authorized to do business in New York State to be used solely in connection with funds received from ACS. The contractor should establish one bank account to receive all ACS payments made to the contractor. Contractors can request a waiver from this requirement from ACS. This request should be sent to the ACS

Audit and Banking Department. If approved the contractor may use a general bank account or a set of accounts for deposits and disbursements.

The bank account must have a minimum of three signatories with access to the bank account. At least two of the signatories must be Board Members. The contractor will provide to ACS immediately upon request, copies of all bank records including bank statements and cancelled checks. The contractor will also inform ACS within five business days of any change or substitution of a person authorized by the contractor to receive, handle, or disburse monies.

#### 3.12 BANK CREDIT LINE

Contractors seeking a bank line of credit to fill temporary or seasonal needs must use unrestricted funds to pay for interest on loans.

# 3.13 CASH TRANSACTIONS

Some activities of organizations may be most easily handled with cash. This may result in large amounts of cash being handled at one time. Some simple procedures can limit the possibility of theft or any accusations of theft.

- Have cash receipts counted and recorded as soon as possible from the time that the receipts are received.
- Always ensure that there are at least 2 people present when cash is being handled
- Once cash has been counted, lock it up in a location that can only be accessed by authorized individuals.
- Make bank deposits regularly to avoid having significant amounts of cash on hand.
- In cases where cash is being distributed, request receipts or have the individuals receiving the cash sign a form stating that they have received it.

# **3.14 CHECKS**

Checks provide an easy-to-follow paper trail for organizations. The following actions can help reduce this risk.

- Keep all blank checks in a secure and preferably locked location.
- Keep signed cancelled checks that are returned from the bank in a secure and preferably locked location.

# 3.15 INTERNAL CONTROLS

Contractors must maintain adequate internal controls that safeguard funds, avoid unauthorized transactions, and prevent thefts of assets bought with ACS funds. Examples of adequate internal controls include: prohibitions on issuing ATM cards for access to publicly funded accounts; two signatures are required for checks; and submission of written purchase requests and approvals for payment from the Director and Board representative(s). It is expected that contractors have written policies and procedures that include all aspects of its fiscal management as it relates to ACS contracts.

# **3.16 GENERAL REQUIREMENTS**

- (i) Contractors are required to maintain a Fiscal Manual that includes all aspects of financial management, including internal controls as it relates to ACS contracts. Procedures must include but are not limited to:
- a. Employee compensation, bonuses
- b. Vacation/Sick Leave Policy
- c. Employee Payroll
- d. Maintenance of financial books and records
- e. Petty Cash disbursement
- f. Bank Reconciliations
- g. Conflict of Interest Statement (must include statement of hiring of relative)
- h. Credit card authorization, issuance and usage
- i. Loans to employees (is prohibitive to use ACS funds for this purpose)
- j. Check signing authority
- (ii) As per State guidelines, contractors are responsible for filing the (SSOP), Report of Expenses and Care Days on a yearly basis and must forward a copy to ACS within 30 days of filing with the State.

# **SECTION 4 - AUDIT**

The audit will be performed in accordance with Generally Accepted Accounting Principles (GAAP), Generally Accepted Auditing Standards (GAAS), U.S. Government Auditing Standards (GAO)/ Yellow Book and the contractor organization's ACS contract terms. Audit guidelines will be sent for each fiscal year.

#### **4.0 AUDIT OBJECTIVES**

The audit objectives will encompass the following but will not be limited to:

- Assessment of the contractor's start-up operation with regard to compliance as per the contract requirements and evaluation of implemented procedures. For example, start-up funding was to be spent only on one-time expenses associated with program.
- Determine whether expenses related to LSP (start up and per diem) were properly spent and reconciled as per final budget.
- Determine whether effective internal accounting controls and proper accounting procedures were maintained to record all financial transaction (revenues, expenditures and care days).
- Determine whether the LSP Program financial record keeping complied with the applicable rules and regulations of New York State OCFS and New York City ACS.
- Determine whether the costs for start-up expenses and non-eligible costs on the contractor's OCFS submission were reported in separate cost centers.
- Compute amounts due to/(from) Administration for Children Services.

# **APPENDICES**

Appendix A: LSP Residential Budget Template Appendix B: Aftercare Budget Template

# Limited Secure Placement Annual Budget

Provider: Program: Service Type: Site Address:

LBP General Rervices

Address:

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#### Administration For Children's Services

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# Limited Secure Placement Annual Budget

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LSP Resolutions flamings

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# Limited Secure Placement Annual Budget

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1/1/0000

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NAME OF FISCAL DIRECTOR

# Appendix B: Limited Secure Placement (LSP) Aftercare Services MONTHLY EXPENSE INVOICE

AGENCY NAME:		CONTRACT NO.:			
BOROUGH SERVED:		TAX ID NO.:			
ADDRESS:		AGENCY INVOICE NUMBER/ was BUDGET ID:			
CITY/STATE/ZIP:		MONTH/YEAR:			
Limited -Secure Placement (LSP) After	care Services				
(A)	(B)	(C)	(D)	(E)	(F)
Budget Catagory	Expenditures This Service Period	Prior Months Total Expenditures	Expenditures Y-T-D ( B + C )	Budget	Remaining Balance (E - D)
PERSONNEL SERVICES (PS)		•			
TOTAL SALARIES					
Program Direct			\$0.0 \$0.0		\$0.0 \$0.0
Supervis Therapi			\$0.0		\$0.0
Foster Recruiter/PDR call			\$0.0		\$0,0
Admin Assi			\$0.0		\$0.0
Skills Coache			\$0.0		\$0.0
FRINGE BENEFITS (26.5%)	\$0.0	\$0.0	\$0.0		\$0.0
SUBTOTAL PS COSTS	\$0.0	\$0.0	\$0.0	<sub>2</sub> \$0.0	\$0.0
OTHER THAN PERSONNEL SERVICES (OTPS)					
JUNSULTANTS					
Trainin			\$0.0		\$0.0 \$0.0
Mental Heat			\$0.0 \$0.0		\$0.0
Substance Abus	0		\$0.0		
DIRECT CLIENT SERVICES			\$0.0		\$0.
Education Vocation			\$0.0		\$0.
Mental Health and Clinical Servic			\$0.0		\$0.
Substance Abuse Treatme			\$0.0		\$0.
Foster Parent per diem (\$85 per da	y)		\$0.0		\$0.
Foster Parent Stipends (\$25 per day up to 90 day	S)		\$0.0		\$0,
Recruitme			\$0.0		\$0. \$0.
Ott	er		\$0.0		
RENT AND UTILITIES			\$0.0		\$0.
SUBTOTAL OTPS	\$0.0			\$ -	\$
TOTAL PS & OTPS	5	\$	\$ -	\$	\$
ADMINISTRATIVE OVERHEAD 10					\$ -
GRAND TOTA	L:  \$ -	\$	\$	\$ -	
TOTAL:					
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	SERVICE PERIOD	1,	l		
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GRAND TOTAL		\$ .	1		
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	ADJUSTMENTS  ADJUSTMENTS	\$	, that it corresponds ved by ACS, and th	s with the books and nat documentation is	d records of s available to
support this and will be available for each.					
NAME OF PREPARER	_	SIGNATURE OF PREPARER		<b>3</b> 1 (1)	DATE

SIGNATURE OF FISCAL DIRECTOR

DATE



# Limited Secure Placement (LSP): Aftercare Services MONTHLY EXPENSE INVOICE

Agency Name:	0	
Service Period:		
Borough Served:	0	

# Limited -Secure Placement (LSP) Aftercare Services

Categ	gory	# of Children (Autosum)	% (Autopopulate)	Total Expenses (Autosum)
1	Youth on Trial OR Final Discharge to Parent (s)/Guardian	The state of		
	(A) Under 16 years old	0		\$ -
	(B) Over 16 years old	0	A-4-1	s -
_	TOTAL	0	0	0



# Limited Secure Placement Aftercare Services Under the Close To Home Initiative CONTRACT AGENCY CHILD SPECIFIC SCHEDULE

0
January 1900
Youth on Trial OR Final Discharge to Parent (s)/Guardian
0

Serial #	Child Last Name	Child First Name	CIN#	D.O.B. (mm/dd/yyyy)	WMS Case ID#	Service Date(s)	Types of Services	(A) Under 16°	(B) Over 16*
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6								100	
7	0								
В								Page 1	
9 10									
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15									
16 17								A CONTRACTOR	
18								V. V.	
19								1.1	Daniel S
20									
	TOTAL:							0	0

<sup>\*</sup>Field will autopopulate based on D.O.B. entered for the child.



# Limited Secure Placement Aftercare Services Under the Close To Home Initiative CONTRACT AGENCY CHILD SPECIFIC SCHEDULE

Agency Name:	0			
Service Period				
Service Category #1:	Youth on Trial OR Final Discharge to Foster Care Facility			
Borough Served:	0			

Serial #	Child Last Name	Child First Name	CIN#	D.O.B. (mm/dd/yyyy)	WMS Case ID#	Service Date(s)	Types of Services	(A) Under 16*	(B) Over 16°
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<sup>\*</sup>Field will autopopulate based on D.O.B. entered for the child.