



ADMINISTRATIVE REPORT

Report Date: November 9, 2012
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Meeting Date: November 27, 2012

TO: Vancouver City Council
FROM: General Manager Financial Services / CFO
SUBJECT: 2012 Q3 Capital Budget Adjustments and Closeouts

RECOMMENDATION

- A. THAT Council approve Capital Budget Adjustments as outlined in Appendix 1, resulting in a net increase of \$705,846 to the Council approved 2012 Annual Capital Budget;
- B. THAT, as part of the Q3 Capital closeout process, Council approve the closeout of capital projects with variances exceeding 15% and \$50,000 of the approved budget as outlined in the report and Appendix 2.

REPORT SUMMARY

On September 19, 2012, Council approved an adjusted 2012 Annual Capital Budget of \$283.7 million, based on the Second Quarter 2012 results (RTS 9718). Subsequent to Quarter 2, Council approved \$705,846 in capital grants, including the reallocation of \$600,000 from the Timing Uncertain category of previously approved capital budget carryforwards to the 2012 Annual Capital Budget.

As part of the new capital budgeting process, closeout of projects/programs and adjustments to the Capital budget are identified as part of the quarterly reporting process. Council approval is therefore also being requested to close 65 programs/projects with a net surplus of \$3.2 million, as outlined in Appendix 2.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

The City has a policy to plan for capital expenditures on a multi-year cycle. Since 1990, capital plans have been developed in 3-year terms in order to match the term of Council and allow for a borrowing plebiscite to be held in conjunction with the civic election. In

September 2011, Council approved the 2012-2014 Capital Plan in the amount of \$702 million (RTS 9318).

It is Council policy to fund capital expenditures for the waterworks, sewerage & drainage and energy utility systems from debenture borrowing; the balance of capital expenditures are funded from a combination of debenture borrowing, direct contribution from the annual Operating Budget (Capital from Revenue), Development Cost Levies (DCLs) and Community Amenity Contributions (CACs) from developers, special-purpose reserves, internal loans, fees and levies collected from property owners and contributions from senior governments and other funding partners.

Funding from the three-year Capital Plan is allocated to specific Capital Programs and Projects through the annual Capital Budgeting process. Council approval of the annual Capital Budget is required before work can proceed on specific programs/projects.

Section 242 of the Vancouver Charter gives Council the authority to borrow funds for the construction, installation, maintenance, replacement, repair and regulation of waterworks, sewerage & drainage and energy utility systems without the assent of the electorate. Section 245 requires that the borrowing authority for all other purposes be established through the electorate's approval of a borrowing plebiscite.

The requirement to borrow funds to finance capital expenditures is established by Council at the time of the approval of the annual capital budget and through special approvals. Borrowed funds are generally paid back over 10 years to ensure that a systematic borrowing program can be administered, that outstanding debt does not accumulate to unacceptable levels and that interest and repayment costs are maintained at a level that does not put undue pressure on the operating budget.

Section 247A of the Vancouver Charter requires that full provision of annual debt servicing charges, both principle and interest, be made in the annual operating budget. This ensures that debenture holders are paid the interest component at the prescribed rate and time, and that sufficient funding is available to retire the obligation at maturity.

In June 2003, Council approved the Financing Growth Policy which sets out policy for the collection and use of DCLs and CACs. Pursuant to Section 523D of the Vancouver Charter, DCLs are collected to assist in recovering growth-related capital costs that arise from new developments. DCLs are generally allocated on a "cash available" basis among park, replacement housing, transportation and childcare projects in proportions specified in various DCL By-laws. CACs are developer contributions that arise from rezonings; these are directed toward the cost of public amenities in the area affected by the rezoning. The allocation of both DCL and CAC funding to specific amenities requires Council approval.

Council authority is required to close capital accounts with variances exceeding 15% and \$50,000 of the approved budget, and to reallocate capital funding over \$50,000;

On February 14, 2012, Council approved the 2012 Annual Capital Budget in the amount of \$255.1 million.

On September 19, 2012, Council approved an adjusted 2012 Annual Capital Budget in the amount of \$283.7 million.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The Capital Budget is the main tool by which the City implements its 3-year capital plan as it provides the authority to proceed with specific programs/projects, and defines the approved annual expenditure for Capital. It is important in fostering and maintaining public accountability and transparency, and provides detailed information about specific programs/projects, such as budgets by cost category, identification of specific funding sources, and outcomes that are clearly identifiable and measurable.

The City's new Capital Budget process has been developed to ensure assets and investments are managed more comprehensively, with greater rigor and transparency, in a manner that ensures the City is achieving value for money, and ensure that staff resources are used more efficiently.

As part of the City's new Capital Budget process, departments are able to request Capital Budget adjustments on a quarterly basis. This further streamlines the Capital Budget process and reduces the number of ad-hoc Council reports being submitted for approval.

Capital Budget adjustments can include reallocations to projects or programs that have been deemed higher priority, allows projects and/or programs, where timing of the capital expenditure was uncertain at the time of approving the annual budget to be added to the 2012 budget (e.g., projects that were delayed pending resolution of factors external to the City, such as partnership funding commitment), and allows departments to request funding from future years of the Capital Plan to advance projects and or programs in a given year.

Beginning in Q3 2011, quarterly capital budget reviews are provided to Council in a Council memo and posted externally on the Financial Services website at <http://vancouver.ca/fs/budgetServices/index.htm>. The 2012 Q3 Capital Budget Review memo contains information on the third quarter (Q3) Capital position, while this report focuses on Q3 2012 Annual Capital Budget adjustments and Capital closeouts for Council approval.

REPORT

Background/Context

On September 19, 2012, Council approved an adjusted 2012 Annual Capital Budget in the amount of \$283.7 million. Subsequent to Quarter 2, Council approved \$705,846 in capital grants, including the reallocation of \$600,000 from the Timing Uncertain category of previously approved capital budget carryforwards to the 2012 Annual Capital Budget. The net effect of these adjustments is an increase of \$0.7 million to the 2012 Annual Capital Budget for a revised total of \$284.4 million.

As part of the new capital budgeting process, adjustments to the Capital Budget which require Council approval are identified as part of the quarterly reporting process.

Quarterly Capital Budget adjustment requests are categorized as follows:

A. Administrative consolidation, and restatements:

Includes the ongoing consolidation of like programs/projects into one larger program/project (normally no net impact on the annual budget); the addition of Capital Budget projects approved by Council outside the regular Capital Budget cycle; and other restatements.

B. Emerging priority projects:

New projects that have been identified to address unforeseen urgent issues or new priorities emerging outside of the regular Capital Budget cycle.

C. Timing uncertain budget additions / acceleration of projects:

Projects noted as "Timing Uncertain" in the 2012 Capital Budget where timing has become certain; acceleration of projects from 2013/14 into the 2012 budget for various reasons (feasibility, external funding opportunities, economies of scale, etc.);

D. Budget increases to existing projects/programs:

Programs/projects where scope has broadened with the opportunity of 3rd party funding;

E. Reallocations:

Reallocation of existing funding between projects reflecting revised priorities and or cost estimates.

Strategic Analysis

A. Capital Budget Adjustments

Q3 Capital Budget Adjustment requests with a net increase of \$705,846 to the 2012 Annual Capital Budget represent the addition of capital grants approved by Council subsequent to the Q2 revised Annual Capital Budget, and the consolidation of like programs/projects into an existing, larger program. Details of the adjustment requests are provided in Appendix 1.

Q3 2012 Annual Capital Budget Adjustments by Category (\$000's)		
Category	2012 Impact	2012-14 Plan Impact
A. Administrative consolidation, and restatements	706	106
B. Emerging priority projects	0	0
C. Timing uncertain budget additions / acceleration of projects	0	0
D. Budget increases to existing projects/programs	0	0
E. Reallocations	0	0
TOTAL	706	106
Current Approved 2012 Annual Capital Budget ¹ / Capital Plan 2012-14	283,684	702,400
Revised Total 2012 Annual Capital Budget / 2012-14 Capital Plan	284,390	702,506

¹Reflecting adjustments approved September 19, 2012 (RTS 9718)

A = Administrative consolidation, and restatements:

The following Capital grants were approved by Council subsequent to the approval of the Q2 revised 2012 Annual Capital Budget: Collingwood Neighbourhood House (\$105,846, RTS 9662, addition to 2012-14 Capital Plan), Vancouver Aboriginal Friendship Centre Society (\$100,000, RTS 9664, capital reallocation from Timing Uncertain), and St. James Community Service Society (\$500,000, RTS 9665, capital reallocation from Timing Uncertain).

Administrative consolidation items include Blueways Program funding, Neighbourhood Collector Program funding, and Comox-Helcken Greenway funding (no change to the 2012 Annual Capital Budget).

B. Capital Closeouts

The Capital closeout process is the mechanism by which the City's Capital programs and/or projects are closed, completion deficits and surpluses are identified and, to the extent applicable, offset. Net closeout surpluses are transferred to City-Wide Unallocated from Capital Closeouts for funding future Capital programs and/or projects.

The purpose of this report is to request Council approval to close capital programs and/or projects where completion spend variances exceed 15% and \$50,000 of the approved budget.

A total of 65 programs/projects with multi-year budgets of \$102.0 million and expenditures of \$98.8 million were completed since the 2012 Q2 capital closeout (RTS 9718).

Eleven of the projects have completion surpluses/deficits exceeding 15% and \$50,000 (6 surplus, 5 deficit). Appendix 2 provides details of closeout surpluses and deficits by department.

CONCLUSION

As part of the new capital budgeting process, closeout of projects/programs and adjustments to the Capital Budget requiring Council approval are identified quarterly through the quarterly reporting process. Capital Budget adjustments approved by Council subsequent to

the approval of the annual Capital Budget are included in the quarterly reporting to Council for information.

The purpose of this report is to request Council approval of Q3 Capital Budget adjustments totalling \$0.7 million, increasing the 2012 Annual Capital Budget to a revised total of \$284.4 million, and administrative consolidation adjustments with no net change to the 2012 Annual Capital Budget.

This report also requests Council approval for the closeout of 11 programs/projects with completion variances exceeding 15% and \$50,000 of the approved budget.

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Appendix 1 - 2012 Q3 Capital Budget Adjustment Requests

Requesting Department	FROM	TO	CAPITAL BUDGET IMPACTS			Rationale/reason for request	Funding Source
	Project/Program	Project/Program	Budget Adjustment Amount	Total Project Impact (All Years)	2012 Expenditure Budget Impact		
A. Administrative consolidation, and restatements This includes the ongoing consolidation of like programs/projects into one larger program/project (normally no net impact on the annual budget); the addition of Capital Budget projects approved by Council outside the regular Capital Budget cycle; and other restatements.							
Engineering Services	2009 Blueways Program	2012-14 Blueways Program	\$100,000	\$0	\$0	Administration consolidation. Project was delayed and not started in 2009. Will be managed under the new 2012-14 Program	Reallocation of existing Capital
Engineering Services	2009 Neighbourhood Collector Program	2011 Neighbourhood Collector Program	100,000	0	0	Administration consolidation. Project was delayed and not started in 2009. Will be managed under the new 2012-14 Program	Reallocation of existing Capital
Engineering Services	2011 Comox-Helmcken Greenway	2012-14 Active Transportation	944,600	0	0	After an extensive public process, the construction of the Comox-Helmcken Greenway will start in 2013. Funding requested in the 2013 Capital Budget for the 2012-14 Active Transportation program includes approximately \$3M towards the Comox-Helmcken Greenway. This adjustment request is to consolidate remaining 2011 project funding with the 2012-14 project budget.	Reallocation of existing Capital
Community Services	Community Amenity Contribution	Grant - Collingwood Neighbourhood House	105,846	105,846	105,846	Grant to Collingwood Neighbourhood House for renovations to Duke Street childcare outdoor playground (RTS 9662).	CAC
Community Services	2009-2011 Supportive Non-Market Housing	Grant - Vancouver Aboriginal Friendship Centre Society	100,000	0	100,000	Grant of up to \$100,000 to the Vancouver Aboriginal Friendship Centre Society to enable the Society to engage a consultant to provide preliminary designs to explore a potential development for a social service centre which will also provide shelter services (RTS 9664).	Reallocation of existing Capital
Community Services	2009-2011 Supportive Non-Market Housing	Grant - SJCSS (Powell Place Shelter)	500,000	0	500,000	Grant to St. James Community Service Society towards the renovation and expansion of the Powell Place Shelter to provide 52 permanent low-barrier shelter beds for women (RTS 9665).	Reallocation of existing Capital
A. Administrative consolidation, and restatements total			\$1,850,446	\$105,846	\$705,846		
TOTAL			\$1,850,446	\$105,846	\$705,846		

Appendix 2 - Q3 2012 Capital Closeouts

Project/Program Name	Budget	Actuals	Surplus (Deficit)	%	Closeout Variance Explanation (must explain variances >50K and 15% of approved budget)
Community Services					
MOSAIC (Feasibility Study)	22,000	22,000	-	0%	
Facade Grant - 31 W. Pender	50,000	50,000	-	0%	
Grant-Firehall Theatre Soc-Courtyard Reno's	15,000	15,000	-	0%	
Facade Grant - 134 Abbott St	100,000	100,000	-	0%	
Grant - Developmental Disabilities Assn	172,500	168,298	4,202	2%	
Cultural Precinct Development Consulting	598,500	167,409	431,091	72%	Budget reflected a conservative estimate of consulting costs anticipated for the development of the Cultural Precinct. Focus has narrowed in recent years to the Vancouver Art Gallery and related funding requirements will be presented to Council as they are developed.
Grant-Atira Wmn's Resrc (106 W Hastings)	235,000	-	235,000	100%	Recipient organization unable to meet grant conditions
Grant - Vancr Native Housing Soc	240,000	240,000	-	0%	
Community Services Total	1,433,000	762,707	670,293	47%	
Engineering Services					
Utilities					
ISF - Greening English Bay Interceptor	5,258,230	5,268,785	(10,555)	0%	
ISF - Upper Trout Lake West Sewer Sep	10,161,850	10,154,884	6,966	0%	
ISF - Upper Trout Lake East Sewer Sep	10,287,740	10,278,180	9,560	0%	
2009-11 Connection & M/H Reconstruction	3,090,000	3,754,598	(664,598)	-22%	Number of service connections was higher than original budget estimate; related costs covered by service installation fees collected.
2009-11 Local Repairs/CB/Spur Recon	2,624,286	2,195,831	428,455	16%	Fewer local repairs in 2010 and 2011 due to shift in resourcing priority to completion of Federal Infrastructure Stimulus Fund projects.
2009-11 TV Inspection	576,000	562,812	13,188	2%	
2009-11 Investigation for Design	299,000	549,778	(250,778)	-84%	Additional costs related to pipe failure dispute.
2009-11 Non-Cap Combined Indirect Costs	-	(2,533)	2,533	N/A	Annual budgets were not set for user fee-supported programs prior to 2012 Capital Budget. All costs are covered by user fees.
2009-11 SW Ext Billable Works	-	252,339	(252,339)	N/A	NOTE: Annual budgets were not set for user fee-supported programs prior to 2012 Capital Budget. All costs are covered by user fees.
2009-11 TV Inspection for Anchor Rod	-	46,901	(46,901)	N/A	NOTE: Annual budgets were not set for user fee-supported programs prior to 2012 Capital Budget. All costs are covered by user fees.

Appendix 2 - Q3 2012 Capital Closeouts					
Project/Program Name	Budget	Actuals	Surplus (Deficit)	%	Closeout Variance Explanation (must explain variances >50K and 15% of approved budget)
2009-11 Sewers:External Work D Permits	-	8,829	(8,829)	N/A	NOTE: Annual budgets were not set for user fee-supported programs prior to 2012 Capital Budget. All costs are covered by user fees.
ISF - Landfill Pump Station Upgrades	1,400,000	1,255,832	144,168	10%	
Recycling Receiving Yard	850,000	171,398	678,602	80%	Project not proceeding, pending outcome of the Paper and Packaging EPR (Extended Producer Responsibility)
Total Utilities	34,547,106	34,497,632	49,474	0%	
Public Works					
2011 Bute Street Improvements	600,000	1,127,441	(527,441)	-88%	Original budget included only half of \$1.2 million CAC allocated in September 2005 for the undertaking of public realm improvements in the Bute Street High Street character area and pedestrian corridor.
2006-2008 Carrall St Greenway	4,950,676	5,520,010	(569,334)	-12%	
2006-2008 Cycling Network	3,024,874	2,872,704	152,170	5%	
2010 Bus Shelters & Landings	35,511	84,275	(48,765)	-137%	
2009-2011 Arterial Improvements/Modifications	11,840,500	11,942,249	(101,749)	-1%	
2011 Traffic Signals-Misc Projects	-	21,243	(21,243)	N/A	
ISF - Disability Access - Curb Ramps	2,000,000	1,866,527	133,473	7%	
ISF - New Pedestrian Collector Sidewalks	5,000,000	4,701,720	298,280	6%	
ISF - MRN 41st Ave Rehabilitation	5,521,282	3,009,874	2,511,408	45%	Contract cost substantially less than originally budgeted.
2011 Traffic Calming	759,984	782,097	(22,113)	-3%	
Impound Facility Relocation	4,650,000	4,370,965	279,035	6%	
2009-11 Parking Meter Replacement	750,000	689,157	60,843	8%	
2009-11 Parking Meter Infill	1,560,000	1,461,963	98,037	6%	
EasyPark Lot 1 - Accpac Upgrade	20,000	27,229	(7,229)	-36%	
EasyPark Lot 1 - Computers for HO	10,000	10,661	(661)	-7%	
EasyPark Lot 8 - Replacement of Overhead gate	4,500	4,227	273	6%	
Total Public Works	40,727,327	38,492,345	2,234,982	5%	
Engineering Services Total	75,274,433	72,989,977	2,284,456	3%	
Financial Services / IT					
Office Upgrade Project 2010	516,000	563,389	(47,389)	-9%	
Voice over Internet Protocol (VoIP)	7,465,000	7,327,673	137,327	2%	
Financial Services / IT Total	7,981,000	7,891,062	89,938	1%	
Parks & Recreation					
Facility Upgrades with Ext. Fundng	81,000	82,343	(1,343)	-2%	
Facility Studies	88,000	92,456	(4,456)	-5%	
2010-2011 Abatement Hazardous Materials	336,000	351,953	(15,953)	-5%	
Painting - Interior/Exterior 2011	152,000	161,565	(9,565)	-6%	
Other Facilities 2011	399,343	416,693	(17,350)	-4%	
Planning and Research	135,000	133,348	1,652	1%	
Wading Pools/Water Spray Pks 2011	285,000	291,764	(6,764)	-2%	

Appendix 2 - Q3 2012 Capital Closeouts					
Project/Program Name	Budget	Actuals	Surplus (Deficit)	%	Closeout Variance Explanation (must explain variances >50K and 15% of approved budget)
Sunset CC Playground (Assn. Funded)	150,000	160,898	(10,898)	-7%	
Renfrew Community Centre & Pool Phase 2	2,434,000	2,442,191	(8,191)	0%	
1190 Seymour Property Acquisition	8,200,000	7,710,045	489,955	6%	
2009 & 2011 Roof Replacements	819,371	929,041	(109,670)	-13%	
2009 & 2011 Playgrounds	663,000	703,493	(40,493)	-6%	
2009-11 Sports Courts	552,000	612,464	(60,464)	-11%	
Tennis Courts 2011	274,000	182,806	91,194	33%	Charleson Parkade Tennis court project was allocated to the 2009-11 Sports Court account (CPP-21) but it should have been split to settle some of the project cost to the 2011 Tennis Courts account (NPP-34)
2009 & 2011 Small Parks Structures	444,000	495,062	(51,062)	-12%	
Elect, Sewer & Water Infrastructure	237,000	265,655	(28,655)	-12%	
New Pathways	135,000	141,483	(6,483)	-5%	
Existing Pathways	104,000	103,831	169	0%	
Dog Off-Leash Areas	41,000	51,083	(10,083)	-25%	
2009 & 2011 Grass Playfields	152,990	161,559	(8,569)	-6%	
2011 Cycling	84,000	83,538	462	1%	
2010-2011 Stanley Park Forest Mgmt	102,271	102,271	-	0%	
Everett Crowley Park 2011	122,000	122,011	(11)	0%	
Repayment - 2006 CFF Interim Funding	430,000	430,000	-	0%	
2010-2011 Street Tree Planting	540,000	625,217	(85,217)	-16%	Timing of tree planting. Main planting season for street trees is October to March. Trees planted in early 2012 were charged to 2011 budget account; this overspend to be covered by 2012 budget.
Parks & Recreation Total	16,960,975	16,852,770	108,205	1%	
Vancouver Police Department					
Officer Event Scheduling Software	341,800	339,030	2,770	1%	
Vancouver Police Department Total	341,800	339,030	2,770	1%	
Total 2012 Q3 Capital Closeouts	101,991,208	98,835,545	3,155,662	3%	

Budget Status at Completion (# of projects/programs)	Budget	Actual	Surplus (Deficit)	%
Surplus greater than \$50K & 15% (6)	10,103,068	5,727,318	4,375,750	43%
Deficit greater than \$50K & 15% (5)	4,529,000	6,309,373	(1,780,373)	-39%
Surplus/deficit less than \$50K & 15% (54)	87,359,140	86,798,854	560,285	1%
TOTAL (65 projects/programs)	101,991,208	98,835,545	3,155,662	3%

Proposed allocation of Net Closeout Surplus:		
From	To	Amount
Grant-Atira Wmn's Resrc (106 W Hastings) closeout surplus	SRA Reserve (remove commitment)	170,000
	Affordable Housing Reserve (remove commitment)	65,000
Cultural Precinct Development Consulting closeout surplus	Cultural Precinct Reserve (remove commitment)	431,091
Grant - Developmental Disabilities Assn - Creekside Child Care Centre closeout surplus	City-Wide Unallocated from Closeouts	4,202
Officer Event Scheduling Software closeout surplus	City-Wide Unallocated from Closeouts	2,770
IT Infrastructure Unallocated	Office Upgrade Project 2010 closeout deficit	(47,389)
Voice over Internet Protocol (VoIP) closeout surplus	Capital Financing Fund (remove commitment)	137,327
Donated funding	Facility Upgrades with External Funding closeout deficit	(1,447)
	Sunset CC Playground (Assn funded) closeout deficit	(10,898)
1190 Seymour Property Acquisition closeout surplus	Downtown South DCL reserve (remove commitment)	489,955
2012 Street Tree Planting	2010 Street Tree Planting closeout deficit	(82,163)
	2011 Street Tree Planting closeout deficit	(3,054)
Trout Lake CC (ongoing)	Net remaining Parks & Recreation closeout deficits	(284,188)
External funding contribution (TRIPP)	2010 Bus Shelters & Landings closeout deficit	(48,765)
CAC (Bute St)	2011 Bute St Improvements closeout deficit	(527,441)
2009 Carrall St Greenway (ongoing)	Net 2006-2008 Carrall St Greenway closeout deficit	(569,334)
ISF - MRN 41st Ave Rehabilitation closeout surplus	MRN Reserve (remove commitment)	1,000,000
	Canada Infrastructure Stimulus funding eligibility reduction (final eligible project costs less than budgeted)	945,408
	City-Wide Unallocated from Closeouts	566,000
ISF - New Pedestrian Collector Sidewalks closeout surplus	Canada Infrastructure Stimulus funding eligibility reduction (final eligible project costs less than budgeted)	403,315
ISF - Disability Access - Curb Ramps closeout surplus		
Net remaining Engineering Public Works closeout surplus	City-Wide Unallocated from Closeouts	35,501
Impound Facility Relocation - Construction closeout surplus	Capital Financing Fund (remove commitment)	279,035
2009-11 Meter Replacement closeout surplus	Parking Meter Fund (remove commitment)	158,880
2009-11 Parking Meter Infill closeout surplus		
Parking Site Reserve	EasyPark Lot 1 & 8 net closeout deficit	(7,617)
User Fee recoveries	2009-11 Connection & Manhole Reconstruction	(970,134)
	2009-11 SW Ext Billable Works	
	2009-11 TV Inspection for Anchor Rod	
	2009-11 Non-Cap Combined Indirect Costs	
	2009-11 Sewers External Work D Permits	
ISF - Landfill Pump Station Upgrades closeout surplus	Capital Financing Fund (remove commitment)	822,770
Recycling Receiving Yard closeout surplus		
2009-11 Local Repairs/CB/Spur Recon closeout surplus (after covering net remaining Engineering Utilities closeout deficit)	MRN Reserve (remove commitment)	84,580
	City-Wide Unallocated from Closeouts	112,258
Net Closeout Surplus (Deficit)		\$3,155,662