

**City of Oceanside**  
*Office of the City Manager*

## Memorandum

To: Mayor and Councilmembers

Via: Michelle Skaggs Lawrence, City Manager 

From: Deanna Lorson, Assistant City Manager 

Date: March 27, 2019

Subject: **FY 2019-20 MEASURE X SPENDING PLAN AND SEVEN YEAR PRELIMINARY EXPENDITURE PLAN FOR APRIL 17, 2019 BUDGET WORKSHOP**

A new component of this year's budget is Measure X. The provisions of Ordinance 18-OR0334-1 enacting Measure X state that:

"It is the intent that the Measure X funds be used to improve infrastructure and the delivery of public safety services and the plan (the "Measure X Spending Plan") shall reflect these priorities and include specific proposals for near term expenditures as well as a plan for expenditures throughout the seven (7) year term of the tax, and finance options for larger-scale projects that may require the pledge of Measure X revenues. After review and recommendation by the COC, the Measure X Spending Plan shall be presented to the City Council for its consideration and final decision, in its discretion, as part of the City's annual budget process." (34.6.16 B.)

The attached draft Spending Plan (Attachment 1) is based on the priorities outlined in Measure X to improve public safety and infrastructure. The Measure X Responsible Spending Pledge adopted by the City Council included a list of potential programs and projects that could be funded. The total cost of all of the projects listed in the Spending Pledge is approximately \$568M in one-time costs. The pledge notes that "The City Council will need to determine specific priorities as the list of potential programs and projects far exceeds" the anticipated Measure X revenue.

Staff assembled the draft Measure X Spending Plan with a focus on improved public safety services including programs to address homelessness, and infrastructure improvements focused on roads, public safety and beachfront improvements. These

priorities ranked highly in the initial survey and citizen feedback during the Measure X process. The Measure X ballot question also specifically listed "police patrols, crime, drug, and gang prevention, fire, paramedic and 9-1-1 response, pothole repair, street maintenance, improved infrastructure, maintain safe, clean parks and beaches, and address homelessness" as examples of general city services that could be funded by Measure X.

Proposed Spending Plan for FY 2019-20. Year 1 of Measure X includes fifteen months of revenue (April 2019 – June 2020). Based on projections from the City's sales tax consultant, staff estimates the net revenue to be \$13,885,672 (after subtracting State set-up fees). Using a 1% annual escalator, the total revenue for the seven year duration of Measure X is estimated to be \$80,535,893.

The attached Spending Plan (Plan) includes the following components for Year 1:

Improved Public Safety Services including Addressing Homelessness and providing for a new Fire Deployment Model	\$3,485,250
Improved Infrastructure	
Public Safety Infrastructure Projects	\$2,300,000
Street & Road Repairs/Improvements	\$2,990,422
Beaches/Beachfront/Pier/Parks	<u>\$5,110,000</u>
TOTAL SPENDING PLAN FOR YEAR ONE	\$13,885,672

Measure X Citizens Oversight Committee (COC). Staff presented the Spending Plan to the Measure X COC on March 21, 2019. At that meeting the COC received detailed presentations on the three major components of the Spending Plan: Police and homeless related efforts and budget; Emergency Medical Technician Program and revised emergency service delivery model and budget; and infrastructure budget. Staff's presentations are included as Attachment 2.

After questions and discussion, the COC voted unanimously (6-0, Kern absent) to endorse the FY 2019-20 Spending Plan and recommend approval to the City Council.

Conclusion. The proposed Measure X Spending Plan for FY 2019-20 fulfills the intent of Measure X to improve infrastructure and the delivery of public safety services. It includes programs and projects in all of the areas listed in the ballot question and will provide an increased level of public safety services to the community, including police and fire, addresses homelessness, and funds paving, street improvements, public safety facilities, and beach, pier and park improvements. It is also mindful of the seven year duration of Measure X and is structured in a way that services can be dialed back when the Measure expires.

#### Attachments

1. Measure X Spending Plan for Year 1 (FY 19-20)
2. Staff Presentations from COC Meeting on March 21, 2019
3. Power Point Presentation for Budget Workshop

# **ATTACHMENT 1**

**CITY OF OCEANSIDE  
MEASURE X SPENDING PLAN  
FY 2019-20 (YEAR 1)**

**APRIL 17, 2019**

Proposed Spending Plan for FY 2019-20. Year 1 of Measure X includes fifteen months of revenue (April 2019 – June 2020). Based on projections from the City’s sales tax consultant, staff estimates the net revenue to be \$13,885,672 (after subtracting State set-up fees). Using a 1% annual escalator, the total revenue for the seven year duration of Measure X is estimated to be \$80,535,893.

The attached Spending Plan (Plan) includes the following components:

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Improved Infrastructure	
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<b>TOTAL SPENDING PLAN FOR YEAR ONE</b>	<b>\$13,885,672</b>

The following narrative describes each of the proposed programs/projects to be funded in year 1. It should be noted that if actual expenditures come in lower than the budgeted amount, the funds will flow forward into the balance available for budgeting in year 2.

Police

- Additional Homeless Outreach Team (HOT). The Plan proposes to fund two additional police officers and a vehicle in order to establish an additional HOT team, for a total of two HOTs. This program will cost \$376,357 in year 1. These will be new City positions that can be moved into other police programs after 7 years when the Measure X revenues end since retirements will create new vacancies in the department.
- Crime Suppression Team. The Plan provides \$650,000 in year 1 funding for the Police Department to deploy officers on an overtime basis to engage in additional crime suppression focused on the downtown and transient/homeless issues.
- Additional HOT Contract Social Worker. The Plan funds an additional contract social worker to partner with the additional HOT team, at a cost of \$77,000 in year 1.

Homeless – General

- Homeless Diversion/Prevention and Homeless Reunification Program. This program would fund services such as emergency rent, security deposit and first/last months’ rent, bridge housing, and funding to reunite homeless persons with family members as needed in order to keep people from becoming homeless or to rehouse those experiencing homelessness. \$400,000 would be allocated to this program in year 1.
- Contract Sobering Services. Funding would reestablish a location with social worker support services for publicly inebriated/under the influence persons to detox and be diverted away from jail and the streets into a safe environment where

they can regain functioning, participate in screenings, and receive referrals to needed services such as substance abuse treatment, homeless services, physical and behavioral health services, and housing. \$500,000 would be allocated to this program in year 1.

- Homeless Hiring Program. This program will qualify and screen homeless Oceanside residents for a work program in coordination with a nonprofit partner. \$100,000 would be allocated in year 1 for this program.

## Fire

- Enhanced Emergency Service Delivery Model. This program will hire contract Emergency Medical Technicians (EMTs) to provide two Basic Life Support (BLS) ambulance teams to supplement the City's current Advanced Life Support (ALS) ambulances and handle BLS medical aid calls and transports. This will allow current staff to be redeployed putting an additional Fire Engine in service thus providing a higher level of service to Oceanside residents, reducing response times and reshaping Emergency Service delivery to optimize the medical aid services that residents receive. Year 1 funding of \$1,381,893 includes start-up costs to purchase an additional ambulance. This program can be scaled back after 7 years when the Measure X revenues end since the additional staff will be hired on limited contracts and other positions will open up through retirements.

## Infrastructure – Public Safety Related

- New Fire Station 1/Emergency Operations Center (EOC). This project would replace Fire Station 1 Downtown with a new modern Fire Station and potentially include a City Emergency Operations Center. The current Fire Station 1 was built in 1929, requires seismic upgrade, does not accommodate the latest fire apparatus and is essentially obsolete. The City does not have a dedicated EOC and the project would include an EOC as a construction alternative. Design including plans and specifications will be completed in year 1 with partial funding from Measure X and the balance funded with City Capital Improvement Program (CIP) funds. Construction is anticipated to follow in FY 2020-21 and 2021-22. The unspent balance of the year 1 Measure X allocation of \$1.6M will flow forward into future years towards the estimated total project cost of \$14.7M. City staff will also pursue outside funding to supplement Measure X.
- Training Tower/Drafting Pit/Asphalt. The current training tower did not meet Code and was removed, currently fire crews have to train outside the City which takes crews/apparatus out of service. Completing this project will keep crews in service in Oceanside and ensure that fire staff are ready to respond to all types of fire calls. Measure X funds not to exceed \$600,000 will supplement existing funding to complete this project in year 1.
- Police Headquarters Expansion/Relocation Study. The current police department headquarters on Mission Avenue was sited in 1997 as an interim facility. This project would allocate \$100,000 to study options for expansion/relocation to meet current and projected police needs.

### Infrastructure – Streets & Roads/Traffic

- Road Repairs/Overlays/Slurry Seals. The City invests approximately \$7M annually in pavement management including overlays, slurry seals and rehabilitation projects, however this funding level is not adequate to maintain the current pavement condition. The City's current Pavement Condition Index (PCI) is 58 and declining. At least \$2.5M in additional funding is needed annually to increase the City's PCI rating by 8-10 points over ten years, which would indicate that City's streets are in upper fair to very good condition. \$2,590,422 is proposed for the first year of Measure X funding.
- South Strand Rehabilitation Study. The concrete surface of The Strand south of the Pier to the southerly limits is in poor condition and is impacted from ocean water flooding during high tides. Rehabilitation of this road is expected to cost \$3.6M and the Spending Plan funds a Project Study Report to evaluate existing conditions and develop design alternatives for \$400,000 as the first phase of the project in FY 2019-20.

### Infrastructure – Beaches/Beachfront/Pier/Parks

- Beachfront Improvement Project Including Police Substation. This shovel-ready project renovates the Historic 1930's Era Bathhouse to house a police substation and includes a new City Services building with a 14 stall public restroom, and office, garage and storage space for beach services. Additional project components include improvements to the plaza area, stairways, pathways and landscaping, and a sewer lift station. The estimated construction cost is \$8M with \$1.5 from Water Utilities for the sewer lift station. The balance would be funded from Measure X, with \$4.5M in year 1 (2019-20) and \$2M in year 2 (FY 2020-21).
- Pier View Bridge Rehabilitation. The concrete portion of the pier, known as the Pier View Bridge, was constructed in 1927 and does not meet current seismic codes. A consultant study was completed and the next step is to spend \$250,000 for preliminary engineering design in FY 2019-20 including researching outside funding opportunities. The estimated cost to replace or rehabilitate the bridge ranges from \$17M to \$26M and will be budgeted from Measure X in future years. City staff will also pursue outside funding to supplement Measure X.
- Buccaneer Beach Park Facilities Study. This project would fund a Project Study Report (PSR) of the aging facilities at Buccaneer Beach Park including the restrooms, picnic area and play areas. Measure X would fund the PSR in the amount of \$360,000 in year 1; the PSR will provide recommendations and costs for future improvements which are estimated to cost \$2,870,000.

Preliminary Plan for Expenditures for Years 2-7. The Spending Plan also includes a preliminary plan for expenditures in years 2-7 of the Measure (July 2020 through March 2026). This plan anticipates continuance of the public safety and homelessness programs throughout the duration of the Measure, including cost escalators where appropriate, and completion of the infrastructure improvements initiated during year 1. The total cost to

continue/complete these items is estimated to be \$74,859,967 which exceeds the projected revenue for those six years by \$8,209,746.

As Measure X funds are budgeted in the latter years, project funding will need to be adjusted to match projected revenues. For example, some of the projects are scalable, such as the funding for road and street repairs, which means that smaller amounts could be allocated in future years if needed. Staff will also look for State and Federal grant opportunities and local funds generated from developer fees and CIP funds. Staff has also identified additional high priority capital projects that could be funded in whole or part from Measure X funds, should projects come in under estimates such that additional capacity becomes available.

Finance Options. Due to the seven year duration of the Measure, bond financing is not planned since it is not generally cost effective to issue bonds for such a short period. To the extent that an infrastructure project may require funds in advance of receipt, the City will consider internal borrowing to be repaid with future Measure X revenues. Any such borrowing will be done in accordance with best practices and adopted policies and will require separate City Council approval.

#### EXHIBITS:

FY 2019-20 Measure X Spending Plan and Seven Year Draft Spending Plan  
Detailed Seven Year Preliminary Plan of Expenditures

## Measure X Draft Spending Plan

### Revenue Assumptions:

The FY 19-20 revenue budget from the Measure is estimated at **\$13,885,672**  
(15 months for the first year minus State set-up fees)

Total revenue for seven-year period with a 1% escalator is estimated at **\$80,535,893**

There were approximately \$568M in requests based on information gathered over time, starting in July 2017, regarding Measure X.

### Proposed Spending Plan for FY 2019-20 Only

**(Many items may be budgeted in years 2-7)**

#### **Police**

1. Additional Homeless Outreach Team (2 officers & vehicle) <i>(vehicle is one-time cost)</i>	\$376,357	Ongoing
2. Crime Suppression Team OT (downtown/homeless)	\$650,000	Ongoing
3. One additional contract social worker for HOT	\$77,000	Ongoing

<i>Police Subtotal</i>	<i>\$1,103,357</i>
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#### **Homeless - General**

1. Homeless Diversion/Prevention Program & Homeless Reunification Program	\$400,000	Ongoing
2. Contract Sobering Services	\$500,000	Ongoing
3. Homeless Hiring Program	\$100,000	Pilot Program/Ongoing

<i>Homeless Subtotal</i>	<i>\$1,000,000</i>
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#### **Fire**

1. Enhanced Emergency Service Delivery Model (contract EMTs, ambulance) <i>(ambulance is one-time cost)</i>	\$1,381,893	Ongoing
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<b><i>Total Public Safety/Homeless</i></b>	<b><i>\$3,485,250</i></b>
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**Infrastructure**

Public Safety Projects

- |   |             |                                 |
|---|-------------|---------------------------------|
| 1. New Fire Station 1/Emergency Operations Center | \$1,600,000 | Note: Estimated cost is \$14.7M |
| 2. Training Tower/Drafting Pit/Asphalt            | \$600,000   | One Time                        |
| 3. Police Headquarters Expansion/Relocation Study | \$100,000   | One Time                        |

*Public Safety Projects Subtotal* \$2,300,000

Streets & Roads/Traffic

- |                                       |             |                                |
|---------------------------------------|-------------|--------------------------------|
| 1. Road Repairs/Overlays/Slurry Seals | \$2,590,422 | Ongoing                        |
| 2. South Strand Rehabilitation Study  | \$400,000   | Note: Estimated cost is \$3.6M |

*Streets & Roads/Traffic Subtotal* \$2,990,422

Beaches/Beachfront/Pier/Parks

- |   |             |   |
|---|-------------|---|
| 1. Beachfront Improvements (Includes Police Substation) | \$4,500,000 | Note: \$6.5 M total + \$1.5M from Water Utilities |
| 2. Pier Rehab – Concrete - Design                       | \$250,000   | Note: Estimated cost is \$17M - \$26M             |
| 3. Buccaneer Beach Park Facilities Study                | \$360,000   | Note: \$2.87M total                               |

*Beaches et.al. Subtotal* \$5,110,000

***Total Infrastructure*** ***\$10,400,422***

***GRAND TOTAL FY 2019-20*** ***\$13,885,672***

**PRELIMINARY PLAN FOR EXPENDITURES YEARS 2 THROUGH 7**

**Projected Funds Available Years 2-7**

\$80,535,893 <\$13,885,672 Year 1> = **\$66,650,221**

**Assumes the Following Items That Continue from Year One**

**Annualized Cost**      **Estimated Costs**  
**Years 2-7**

Homeless Outreach Team			
Crime Suppression OT		\$1,103,357	\$6,461,857
Contract Social Worker			
Homeless		\$1,000,000	\$6,000,000
EMT/Deployment (less ambulance)		\$1,101,893	\$6,598,110
Road Repairs/Overlays/Slurry		\$2,500,000	\$15,000,000
<b><i>Subtotal</i></b>			<b><i>\$34,059,967</i></b>

**Infrastructure to Complete (Started in Year One)**

**Estimated Cost**

Fire Station 1	Balance	\$13,100,000
Beachfront Improvements	Balance	\$2,000,000
South Strand Improvements w/Sea Wall	Balance	\$3,200,000
Pier Rehab	Balance	\$20,000,000
Buccaneer Beach Restrooms	Balance	\$2,500,000
<b><i>Subtotal</i></b>		<b><i>\$40,800,000</i></b>

<b><u>SUMMARY</u></b>	\$ 66,650,221	(Years 2-7 Revenue)
	<\$74,859,967>	Ongoing Expenditure & Capital (34M + 40.8M)
	<\$ 8,209,746>	Balance*

**Additional Capital Programs That Could be Funded in Whole or Part by Measure X (TBD)**

- |  |                                    |
|--|------------------------------------|
| 1. Deferred Maintenance – City Buildings | \$1.5M                             |
| 2. Streets and Roads                     | \$17.5M                            |
| 3. Fire Station 8                        | \$8M                               |
| 4. Sand Replenishment                    | \$4.2M    Note: \$600,000 per year |
| 5. Police HQ Expansion/Relocation        | TBD                                |

\*Measure X account is "over subscribed" so completion of projects will require additional funding sources

**Measure X Seven Year Preliminary Expenditure Plan**

<b>REVENUES</b>		<b>FY 19-20</b>	<b>FY 20-21</b>	<b>FY 21-22</b>	<b>FY 22-23</b>	<b>FY 23-24</b>	<b>FY 24-25</b>	<b>FY 25-26</b>	<b>TOTAL</b>	<b>years 2-7</b>
1/2 Cent Sales Tax	15 months estimated set up fee	\$ 13,892,272								
Net available @1% annual increase		\$ 13,885,672	\$11,317,244	\$11,430,416	\$11,544,721	\$11,660,168	\$11,776,769	\$8,920,903	\$80,535,893	\$66,650,221
	<b>YEAR</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>		
<b>EXPENSES</b>	<b>Measure X total project cost</b>	<b>FY 19-20</b>	<b>FY 20-21</b>	<b>FY 21-22</b>	<b>FY 22-23</b>	<b>FY 23-24</b>	<b>FY 24-25</b>	<b>FY 25-26</b>	<b>TOTAL</b>	<b>years 2-7</b>
<b>POLICE</b>										
Additional Homeless Outreach Team (HOT)* Year 1 includes vehicle purchase, 2% CPI for years 2-7	\$376,357	\$376,357	\$332,883	\$339,540	\$346,330	\$353,256	\$360,321	\$367,527	\$2,476,214	\$2,099,857
Crime Suppression Team (Downtown/Homeless Related)*	\$650,000	\$650,000	\$650,000	\$650,000	\$650,000	\$650,000	\$650,000	\$650,000	\$4,550,000	\$3,900,000
Additional HOT Contract Social Worker*	\$77,000	\$77,000	\$77,000	\$77,000	\$77,000	\$77,000	\$77,000	\$77,000	\$539,000	\$462,000
<b>HOMELESS</b>	<b>POLICE SUB TOTAL</b>	<b>\$1,103,357</b>	<b>\$1,059,883</b>	<b>\$1,066,540</b>	<b>\$1,073,330</b>	<b>\$1,080,256</b>	<b>\$1,087,321</b>	<b>\$1,094,527</b>	<b>\$7,565,214</b>	<b>\$6,461,857</b>
Enhanced Homeless Diversion & Prevention Program*	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000	\$2,800,000	\$2,400,000
Contract Sobering Services for Homeless*	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000	\$3,500,000	\$3,000,000
Homeless Hiring Program *	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$700,000	\$600,000
*Denotes Homeless Related Expenditure	<b>HOMELESS SUB TOTAL</b>	<b>\$1,000,000</b>	<b>\$7,000,000</b>	<b>\$6,000,000</b>						
<b>FIRE</b>										
Enhanced Emergency Service Delivery Model Year 1 includes vehicle purchase, 1% CPI for years 2-7	\$1,061,893	\$ 1,381,893	\$1,072,512	\$1,083,237	\$1,094,069	\$1,105,010	\$1,116,060	\$1,127,221	\$7,980,003	\$6,598,110
	<b>FIRE SUBTOTAL</b>	<b>\$1,381,893</b>	<b>\$1,072,512</b>	<b>\$1,083,237</b>	<b>\$1,094,069</b>	<b>\$1,105,010</b>	<b>\$1,116,060</b>	<b>\$1,127,221</b>	<b>\$7,980,003</b>	<b>\$6,598,110</b>
<b>SUBTOTAL PUBLIC SAFETY/HOMELESS</b>		<b>\$3,485,250</b>	<b>\$3,132,395</b>	<b>\$3,149,777</b>	<b>\$3,167,399</b>	<b>\$3,185,266</b>	<b>\$3,203,381</b>	<b>\$3,221,748</b>	<b>\$22,545,217</b>	<b>\$19,059,967</b>
<b>INFRASTRUCTURE</b>	<b>Measure X total project cost</b>	<b>FY 19-20</b>	<b>FY 20-21</b>	<b>FY 21-22</b>	<b>FY 22-23</b>	<b>FY 23-24</b>	<b>FY 24-25</b>	<b>FY 25-26</b>	<b>TOTAL</b>	<b>years 2-7</b>
<i>Public Safety Capital Projects</i>										
New Fire Station #1/Emergency Operations Center	\$14,700,000	\$1,600,000	\$4,300,000	\$8,800,000	\$0	\$0	\$0	\$0	\$14,700,000	\$13,100,000
Fire Training Tower & Drafting Pit & Asphalt	\$600,000	\$600,000	\$0	\$0	\$0	\$0	\$0	\$0	\$600,000	\$0

**Measure X Seven Year Preliminary Expenditure Plan**

<u>EXPENSES</u>	YEAR	1	2	3	4	5	6	7	TOTAL	years 2-7
	Measure X total project cost	FY 19-20	FY 20-21	FY 21-22	FY 22-23	FY 23-24	FY 24-25	FY 25-26		
Police HQ Expansion/Relocation Study	\$100,000	\$100,000	\$ -	\$ -	\$ -	\$ -	\$0	\$0	\$100,000	\$0
<u>Streets &amp; Roads/Traffic/Storm Drains</u>										
Road Repairs - Overlays/Slurry Seal Scalable - \$2.5M is the target but can be adjusted	\$2,500,000	\$2,590,422	\$2,500,000	\$2,500,000	\$2,500,000	\$2,500,000	\$2,500,000	\$2,500,000	\$17,590,422	\$15,000,000
South Strand Rehabilitation	\$3,600,000	\$400,000	\$1,720,000	\$1,480,000	\$0	\$0	\$0	\$0	\$3,600,000	\$3,200,000
<u>Beaches/Beachfront/Pier</u>										
Beachfront Improvement Project Including Police Substation	\$6,500,000	\$4,500,000	\$2,000,000	\$0	\$0	\$0	\$0	\$0	\$6,500,000	\$2,000,000
Pier View Bridge Rehabilitation/Concrete Portion	\$20,000,000	\$250,000	\$650,000	\$7,500,000	\$11,850,000	\$0	\$0	\$0	\$20,250,000	\$20,000,000
Buccaneer Beach Park Facilities Study	\$2,860,000	\$360,000	\$2,500,000	\$0	\$0	\$0	\$0	\$0	\$2,860,000	\$2,500,000
<b>INFRASTRUCTURE SUBTOTAL</b>	<b>\$10,400,422</b>	<b>\$13,670,000</b>	<b>\$20,280,000</b>	<b>\$14,350,000</b>	<b>\$2,500,000</b>	<b>\$2,500,000</b>	<b>\$2,500,000</b>	<b>\$2,500,000</b>	<b>\$66,200,422</b>	<b>\$55,800,000</b>
<b>TOTAL</b>	<b>YEAR</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>TOTAL</b>	<b>years 2-7</b>
		\$13,885,672	\$16,802,395	\$23,429,777	\$17,517,399	\$5,685,266	\$5,703,381	\$5,721,748	\$88,745,639	\$74,859,967
Overage (Shortfall)		\$0	(\$5,485,151)	(\$11,999,361)	(\$5,972,679)	\$5,974,902	\$6,073,388	\$3,199,155	(\$8,209,746)	(\$8,209,746)

Future Year project funding will need to be adjusted to match projected revenues to ensure that all projects can be completed