



REPORT

Report Date: February 11, 2020
Contact: Denise Lam
Contact No.: 604.873.7974
RTS No.: 13518
VanRIMS No.: 08-2000-20
Meeting Date: February 25, 2020
[Submit comments to Council](#)

TO: Vancouver City Council
FROM: Director of Finance
SUBJECT: Quarterly Capital Budget Adjustments and Closeouts

RECOMMENDATIONS

- A. THAT Council approve budget and funding adjustments totalling a net increase of \$8.4 million to the Multi-Year Capital Projects Budget, increasing the 2019-2022 Capital Plan by \$.2 million from external funding, as outlined in this report and Appendix 2, and with no change to the current overall 2020 Capital Expenditure Budget.
- B. THAT, as part of the quarterly Capital Budget closeout process, Council approve the closeout of one capital project that was completed with a surplus exceeding \$200,000, as outlined in this report and Appendix 3.
- C. THAT Council receive for information the budget surpluses or deficits for capital projects included in this quarter closeout that were funded by voter-approved capital funding, as noted in Appendix 4.

REPORT SUMMARY

On December 17, 2019, Council approved the 2020 Capital Budget, including new multi-year capital projects, bringing the total approved Multi-Year Capital Projects Budgets for open projects at that time to \$1.337 billion and a 2020 Annual Capital Expenditure Budget of \$701.8 million.

At the time of the 2020 Budget development, some planned capital projects were not yet at the stage to bring to Council for approval, as project scope and requirements were still being defined and finalized. This quarterly capital budget adjustments report includes project budget requests that have now become sufficiently defined to bring to Council for approval. This report

accordingly recommends an increase of \$8.4 million to Multi-Year Capital Projects Budgets funded from the current 2019-2022 Capital Plan and from external funding (donations and civic theatre revenue) in the adjustments to the capital plan requested in report recommendation A. Expenditures in 2020 relating to the increases to Multi-Year Capital Projects Budgets will be managed within the current overall 2020 Annual Capital Expenditure Budget of \$701.8 million.

In addition, in conjunction with the quarterly Capital Budget review process and in accordance with the City's Capital Budget Policy, Council approval is requested to close one capital project that was completed with a surplus exceeding \$200,000. Also in accordance with the City's Capital Budget Policy, this report includes for Council information all budgets surpluses or deficits for completed capital projects that were funded by voter-approved capital funding, as noted in this report.

On December 17, 2019, Council directed staff to report back, as part of the next quarterly Capital update report, on options to reallocate funding within the capital and operating budget from additional general revenue and contingency to pedestrian safety measures to accelerate the implementation of local improvements, crosswalks and crossing enhancements, as well as LED lighting at intersections and along streets. Staff are in the process of procuring a vendor for LED lighting delivery of the \$3 million approved in the 2020 budget, and due to the time and complexity of the procurement process, as well as the demonstration/pilot, it will not be feasible to deliver additional LED lighting in 2020. Staff is working to upgrade 75 new signalized intersections to enhance pedestrian safety (compared to 25 last year) with LEDs, using the current LED contract. Options for reallocating funding with the capital and operating budget to support LED lighting will be brought forward to Council for consideration as part of the 2021 Budget process. Staff have allocated funding from the rail safety program to fund pedestrian safety, crossing enhancements and school safety in response to Council's motion passed as part of the 2020 Budget Report. Within 2020, this will include staff resources to support the program and a trial neighbourhood implementation of 30 km/h - slower residential streets. Staff will be reporting to Council this spring with recommendations on a strategy to prioritize, consult and implement pedestrian, local street, and school safety initiatives in the City.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- In April 2018, Council approved a revised Capital Budget Policy.
- In July 2018, Council approved the 2019-2022 Capital Plan.
- In December 2019, Council approved the 2020 Capital Budget.

CITY MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

In July 2018, Council approved the 2019-2022 Capital Plan as a guiding document for the next four years. The Capital Plan will evolve over the course of the four year period, in order to address emerging needs and as additional development contributions and partnership funding

are secured or reserve funding becomes available. The original Capital Plan contemplated \$2.771 billion of capital investments, comprised of \$2.203 billion City-led capital programs and \$0.569 billion in-kind contributions achieved through development. Details on the 2019-2022 Capital Plan are available online at council.vancouver.ca/20180724/documents/regurr1.pdf.

The City's Capital Budget process has been developed to ensure assets and investments are managed comprehensively, with rigour and transparency, in a manner that ensures the City is achieving value for money and that staff resources are used efficiently. The Capital Budget is the primary tool by which the City implements its four-year Capital Plan, providing the authority to proceed with specific capital programs and projects. It also defines the multi-year capital project budgets and outcomes, plus a corresponding annual capital expenditure budget to manage the timely delivery of these outcomes.

As part of the capital budgeting process and in accordance with the City's Capital Budget Policy, proposed adjustments to the Capital Plan and the Capital Budgets that require Council approval, and proposed closeouts of completed projects with surpluses or deficits greater than \$200,000 are presented to Council each quarter for approval.

Strategic Analysis

A. Capital Budget Adjustments

As part of the on-going work and oversight related to the City's Capital Plan and Capital Budget, staff periodically review priorities, respond to emerging needs, and where appropriate bring forward recommendations for adjustments to the Capital Budget and/or Capital Plan each quarter.

Changes to Multi-Year Capital Projects Budgets (Including effect of Q4 2019 project closeouts)

This report proposes an increase of \$8.4 million for new or increased capital projects budgets. The following highlights the major recommended adjustments by Capital Plan service categories:

One Water

Included in One Water are water and sewer connections funded by residential developers. On average, the city installs more than 1,000 connections to residential properties every year, representing approximately \$17 million in revenue annually. As connections revenues are received, capital budgets for the connections are adjusted through the capital budget adjustment process to reflect the actual connections revenues collected for requests to connect new properties to the City's water, sanitary, and storm water sewer services.

- Allocation of \$3.5 million from the 2019-2022 Capital Plan to the multi-year capital program budget for the 2019 Sewer and Water Combined Connections program (a program funded by property owners connection fees), reflecting third party requests for new properties connections (the revised total multi-year capital project budget for this capital program will be \$12.0 million).
- Allocation of \$1.8 million from the 2019-2022 Capital Plan to the multi-year capital program budget for the 2019 Water Commercial Connections program (a program funded by property owners connection fees), reflecting third party requests for new

properties connections (the revised total multi-year capital project budget for this capital program will be \$4.2 million).

Parks and Open Spaces / Park Amenities

- Allocation of \$2.4 million from the 2019-2022 Capital Plan to the 2019-22 Playgrounds/Water Spray Parks program, increasing the multi-year capital program budget to \$6.9 million, to initiate procurement for the construction of playgrounds at Beaconsfield, Winona, Ash, RayCam, and Templeton parks, and for design work for an additional six parks.
- Allocation of \$0.45 million from the 2019-2022 Capital Plan to the Park Upgrades – Brewers Park capital project, increasing the multi-year capital project budget to \$2.3 million, to address project scope additions and refinements based on community input and for construction cost escalation.

Appendix 2 provides details for the adjustments to the Multi-Year Capital Projects Budgets recommended in this report.

Changes to 2019-2022 Capital Plan

The \$8.4 million increase to the Multi-Year Capital Budget leads to an increase of \$0.2 million to the 2019-2022 Capital Plan, reflecting external donations received toward two ongoing capital projects and Civic Theatre Reserve funding from civic theatre revenue being added to address cost escalation in the Vancouver Civic Theatres Lights Replacement project. With the adjustments recommended in this report, the revised total 2019-2022 Capital Plan will be \$2.868 billion. Appendix 1 provides an overview of the 2019-2022 Capital Plan, including updates to the capital plan to date and allocations proposed in this report.

Summary of Proposed Changes

The current total of approved Multi-Year Capital Projects Budgets for all open projects is \$1,336.7 million. This report proposes an increase of \$8.4 million for new or increased capital projects budgets and a decrease of \$47.3 million for capital projects that were completed in the fourth quarter of 2019, resulting in a net decrease of \$38.9 million to the overall Multi-Year Capital Projects Budgets. With the project adjustments and closeouts recommended in this report, the revised total of the approved Multi-Year Capital Projects Budgets for all open projects will be \$1,297.7 million.

Table 1 summarizes the changes to the 2019-2022 Capital Plan and Multi-Year Capital Projects Budgets as a result of the capital budget adjustments and closeouts recommended in this report.

Table 1 - Proposed Changes to 2019-2022 Capital Plan and Multi-Year Projects Budgets (\$ Millions)		
	2019-2022 Capital Plan	Multi-Year Capital Projects Budgets (for open projects)
Current Capital Plan / Budget	\$ 2,868.1	\$ 1,336.7
Adjustment Category		
A. Administrative consolidations, funding source changes	\$ -	\$ -
B. New priority projects	-	-
C. Budget increases/decreases to existing projects/programs	0.2	8.4
Proposed Adjustments	\$ 0.2	\$ 8.4
Multi-year Project Closeouts		\$ (47.3)
Proposed Revised Capital Plan / Budget	\$ 2,868.3	\$ 1,297.7

2020 Annual Capital Expenditure Budget

Adjustments to annual expenditure budgets at a project level are generally managed within the departmental or Citywide annual capital expenditure budget envelope, with no changes to the overall Annual Capital Expenditure Budget. Expenditures in 2020 relating to the new or adjusted Multi-Year Capital Projects Budgets will be managed within the current overall 2020 Annual Capital Expenditure Budget of \$701.8 million.

B. Capital Closeouts

The Capital Closeout process is the mechanism by which the City's capital programs/projects are closed and completion deficits and surpluses identified. Closeout surpluses are transferred to a City-Wide capital account for funding future capital programs/projects. Funding of closeout deficits are addressed through budget adjustments included as part of the corresponding quarter's capital budget adjustments.

A total of 36 programs/projects with multi-year capital project budgets totalling \$46.5 million and expenditures of \$45.0 million were closed in the fourth quarter of 2019, with a net surplus of \$1.5 million.

This report seeks Council approval to close one capital program that was completed in the fourth quarter of 2019 with a surplus exceeding \$200,000. The explanation for the closeout surplus is provided in Appendix 3.

Appendix 4 provides for Council information a summary of capital projects that were closed in the fourth quarter of 2019 that were funded from voter-approved capital funding.

CONCLUSION

The purpose of this report is to request Council approval of an increase of \$0.2 million to the 2019-2022 Capital Plan (funded from external donations and the Civic Theatres Reserve) and an increase of \$8.4 million to Multi-Year Capital Projects Budgets (funded from the 2019-2022 Capital Plan and budget reallocations, including the increase to the capital plan recommended

in this report). Expenditures in 2020 relating to the increases to Multi-Year Capital Project Budgets will be managed within the current overall 2020 Annual Capital Expenditure Budget of \$701.8 million.

A total of 36 projects/programs were completed in the fourth quarter of 2019, with an overall net surplus of \$1.5 million, or 3% of the multi-year capital project budgets closed in the quarter. This report also requests Council approval for the closeout of one capital project that was completed with a surplus exceeding \$200,000. This report also provides for Council information a summary of capital projects that were closed in the fourth quarter of 2019 that were funded from voter-approved capital funding.

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Appendix 1 - 2019-2022 Capital Plan Summary												
Service Categories	2019-2022 Capital Plan (\$ millions)				Allocated vs. Balance Remaining in the Revised 2019-2022 Capital Plan (\$ millions)							
	Original (July 2018)	Council Approved Changes	Proposed Changes*	Revised	2019 Budget Allocations	2020 Budget Allocations (Approved by Council Dec 2019)	Proposed Quarterly Budget Adjustments	Total Budget Allocations to Date	Remaining in Capital Plan			
Affordable Housing	\$ 140.1	\$ 23.0	\$ -	\$ 163.1	\$ 33.3	\$ 72.3	\$ -	\$ 105.6	\$ 57.6	35%		
Childcare	85.9	32.7	-	118.7	23.8	8.2	-	32.0	86.6	73%		
Parks and Open Spaces	264.5	4.3	0.1	268.9	57.1	40.9	3.0	101.1	167.8	62%		
Arts & Culture	142.0	2.1	0.1	144.1	25.2	13.4	0.1	38.7	105.4	73%		
Community Facilities	146.0	5.1	-	151.2	13.4	41.3	-	54.7	96.5	64%		
Public Safety	47.6	0.3	-	47.8	13.2	9.8	-	23.0	24.8	52%		
Civic Facilities & Equipment	108.4	3.6	-	112.0	32.8	29.8	-	62.6	49.4	44%		
Transportation & Street Use	310.7	15.0	-	325.7	93.7	77.0	-	170.7	155.0	48%		
One Water (Water, Sewer & Green Infrastructure)	615.8	0.6	-	616.3	100.4	141.6	5.3	247.3	369.1	60%		
Solid Waste	92.2	6.1	-	98.3	40.4	24.6	-	65.0	33.3	34%		
Renewable Energy	41.5	2.5		44.0	24.6	8.2	-	32.7	11.2	25%		
Technology	100.0	0.4	-	100.4	27.1	25.9	-	53.0	47.3	47%		
Overhead	20.0	-	-	20.0	5.8	7.6	-	13.4	6.6	33%		
Emerging Priorities	88.0	-	-	88.0	-	-	-	-	88.0	100%		
Total City-led Capital Investments	\$ 2,202.6	\$ 95.5	\$ 0.2	\$ 2,298.3	\$ 490.7	\$ 500.6	\$ 8.4	\$ 999.7	\$ 1,298.6	57%		
In-Kind Contributions	568.6	1.4	-	570.0					568.6	100%		
Total 2019-2022 Capital Plan	\$ 2,771.2	\$ 96.9	\$ 0.2	\$ 2,868.3	\$ 490.7	\$ 500.6	\$ 8.4	\$ 999.7	\$ 1,867.2	65%		

* Includes 2019-2022 Capital Plan changes proposed in this Council Report, subject to Council approval

NOTE: Totals may not add due to rounding.

Appendix 2 - Capital Budget Adjustment Requests

				BUDGET IMPACT				
				Multi-Year Project Budget				
A. Administrative adjustments including consolidation, restatements, or funding source changes Includes the ongoing consolidation of like programs/projects into one larger program/project (normally no net impact on the annual budget); other restatements; changes to project funding source(s).								
Impact on 2019-2022 Capital Plan	2019-2022 Capital Plan Service Category / Sub-Category	Project Name	Reason for Adjustment	Current	Change	Proposed	Funding Source(s) for Changes to Multi-Year Project Budget	Addition to 2019-2022 Capital Plan
No impact (change to project funding sources only)	Solid Waste Disposal	Routine Landfill Gas Works	Change in Funding Source for Multi-Year Capital Project: Per agreement, Metro Vancouver will pay for their share of \$6 million Vancouver Landfill 2019 non-closure expenditures by a lump-sum payment, and this will replace City pay-as-you-go funding for 2019 through the Vancouver Landfill operating budget (i.e., as pay-as-you-go funding toward the landfill capital expenditures) or the Burns Bog rate.	5,891,646	0	5,891,646	Increase: Metro Vancouver \$2,500,000 Decrease: Capital from Revenue (Pay-As-You-Go) \$2,500,000	
	N/A N/A	Reconstruction of Vancouver Landfill Entrance <i>(project initiated in a prior capital plan)</i>		17,116,000	0	17,116,000	Increase: Metro Vancouver 3,500,000 Decrease: Capital from Revenue (Pay-As-You-Go) \$3,500,000	
Total - Administrative adjustments				\$ 5,891,646	\$ -	\$ 5,891,646		\$ -
B. New Priority projects New projects that have been identified to address unforeseen urgent issues or new priorities emerging outside of the regular capital budget cycle.								
Impact on 2019-2022 Capital Plan	2019-2022 Capital Plan Service Category / Sub-Category	Project Name	Reason for Adjustment	Current	Change	Proposed	Funding Source(s) for Changes to Multi-Year Project Budget	Addition to 2019-2022 Capital Plan
None						0		
Total - New priority projects				\$ -	\$ -	\$ -		\$ -
C. Budget increases/decreases to existing projects/programs Programs/projects where costs or expenditure timing has increased/decreased due to unforeseen changes in market economic conditions or unavoidable changes in project scope; increases in scope afforded by external funding contribution opportunities.								
Impact on 2019-2022 Capital Plan	2019-2022 Capital Plan Service Category / Sub-Category	Project Name	Reason for Adjustment	Current	Change	Proposed	Funding Source(s) for Changes to Multi-Year Project Budget	Addition to 2019-2022 Capital Plan
Allocation from 2019-2022 Capital Plan	One Water Sewerage & Drainage	2019 Sewer & Water Combined Connections	Increase to Multi-Year Project Budget (funded from 2019-2022 Capital Plan): This adjustment is to increase the multi-year project budget for the 2019 Sewer & Water Combined Connections program to reflect work expected to be initiated on combined sewer and water connections, related to connections revenues received in advance. These revenues are driven by residential and commercial construction.	8,500,000	3,500,000	12,000,000	2019-2022 Capital Plan (One Water/Sewerage & Drainage) Connection fees	

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Appendix 2 - Capital Budget Adjustment Requests

Impact on 2019-2022 Capital Plan					BUDGET IMPACT			Funding Source(s) for Changes to Multi-Year Project Budget	Addition to 2019-2022 Capital Plan
					Multi-Year Project Budget				
	2019-2022 Capital Plan Service Category / Sub-Category	Project Name	Reason for Adjustment	Current	Change	Proposed			
Allocation from 2019-2022 Capital Plan	One Water Potable Water	2019 Water Commercial Connections	Increase to Multi-Year Project Budget (funded from 2019-2022 Capital Plan): This adjustment is to increase the multi-year project budget for the 2019 Water Commercial Connections program to reflect work expected to be initiated on commercial water connections, related to connections revenues received in advance. These revenues are driven by commercial construction.	2,350,000	1,800,000	4,150,000	2019-2022 Capital Plan (One Water/Sewerage & Drainage) Connection fees		
Allocation from 2019-2022 Capital Plan	Parks and Open Spaces	Park Amenities Park Upgrades - Brewers/Clinton Parks	Increase to Multi-Year Project Budget (funded from 2019-2022 Capital Plan): Additional funding is requested for the Brewers Park renewal to address increased scope additions and refinements based on community input and construction cost escalation.	1,870,000	450,000	2,320,000	2019-2022 Capital Plan (Parks and Open Spaces/ Park Amenities) Park DCL		
Addition to 2019-2022 Capital Plan	Parks and Open Spaces	Park Amenities 2019 Playground/Water Spray Parks	Increase to Multi-Year Project Budget and 2019-2022 Capital Plan (funded from external donation): The Trout Lake Vancouver Community Centre provided a \$50,000 donation for the design and construction of the Community Centre-run preschool playground. Additional funds allowed for design upgrades such as custom equipment, irrigation and better surfacing.	4,455,604	50,000	4,505,604	Donation	50,000	
Allocation from 2019-2022 Capital Plan	Parks and Open Spaces	Park Amenities 2019-22 Playgrounds & Water Spray Parks	Increase to Multi-Year Project Budget (funded from 2019-2022 Capital Plan): This adjustment is to increase the budget for the 2019-22 Playgrounds & Water Spray Parks program to initiate procurement for the construction of 5 playgrounds, including Beaconsfield, Winona, Ash, RayCam and Templeton parks. In addition to these new playgrounds the funding will purchase new equipment and issue an RFP for design work for an additional 6 parks.	4,505,604	2,400,000	6,905,604	2019-2022 Capital Plan (Parks and Open Spaces/ Park Amenities) • Debenture \$0.6 million • Park DCL \$1.8 million		
Addition to 2019-2022 Capital Plan	Parks and Open Spaces	Seawall and Waterfront Upgrade to Waterfront Walkways/Bike	Increase to Multi-Year Project Budget and 2019-2022 Capital Plan (funded from external donation): A donation from the Ministry of Transportation will enable more of the implementation of the cycling improvements within Stanley Park.	2,000,000	100,000	2,100,000	Donation	100,000	

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Appendix 2 - Capital Budget Adjustment Requests

Impact on 2019-2022 Capital Plan	2019-2022 Capital Plan Service Category / Sub-Category	Project Name	Reason for Adjustment	BUDGET IMPACT			Funding Source(s) for Changes to Multi-Year Project Budget	Addition to 2019-2022 Capital Plan	
				Current	Change	Proposed			
No impact (Reallocation of previously approved capital budget)	Arts & Culture	Cultural Facilities	Vancouver Civic Theatres Lights Replacement	Increase to Multi-Year Project Budget and 2019-2022 Capital Plan (funded from special purpose reserve): This project has been completed and the final costs to replace incandescent lighting at the three Vancouver Civic Theatres with LED lighting were greater than originally estimated in the project budget. This adjustment is to allocate funding from the Civic Theatres Reserve to address the project closeout deficit.	500,000	61,181	561,181	Civic Theatres Reserve	61,181
Reallocations between open multi-year project budgets									
No impact (Reallocation of previously approved capital budget)	N/A	N/A	2018 Active Transportation Corridors (program initiated in a prior capital plan)	The 2019 Active Transportation program includes funding for a project that was created and still underway in the 2018 Active Transportation program (10th Ave from Quebec to Guelph). This adjustment is to consolidate the corresponding 2019 Active Transportation program funding with funding in the 2018 Active Transportation program for this project.	22,051,402	800,000	22,851,402	Reallocation of previously approved capital funding (Transportation DCL)	
No impact (Reallocation of previously approved capital budget)	Transportation	Expand Sustainable Capacity	2019 Active Transportation Corridors		29,480,000	(800,000)	28,680,000	Reallocation of previously approved capital funding (Transportation DCL)	
No impact (Reallocation of previously approved capital budget)	N/A	N/A	2018 VPL Office Densification - Library Square (project initiated in a prior capital plan)	Increase to Multi-Year Project Budget (Reallocation): This adjustment is to increase the project budget to reflect the refinement of the project scope following planning.	1,700,000	600,000	2,300,000	Reallocation of previously approved capital funding (Debtenture)	
No impact (Reallocation of previously approved capital budget)	Civic Facilities & Equipment	Administrative Facilities	2019 Administrative Facilities Renovations/Upgrades	Decrease to Multi-Year Project Budget (Reallocation): Some renovations relating to the City's Office Accommodation Plan that had been planned under this program will now be phased in over a longer period in order to minimize disruptions to daily operations. The funding that had been earmarked for these renovations can therefore be reallocated to the Library Densification project.	8,349,000	(600,000)	7,749,000	Reallocation of previously approved capital funding (Debtenture)	
Total - Budget Increases/Decreases to Existing Projects/Programs				\$ 85,680,402	\$ 8,361,181	\$ 94,041,583		\$ 211,181	
Total Capital Budget Adjustment Requests				\$ 108,688,048	\$ 8,361,181	\$ 117,049,229		\$ 211,181	

Appendix 3 - Q4 2019 Capital Closeouts with surpluses or deficits exceeding \$200,000				
Project/Program Name	Budget	Actual	Surplus (Deficit)	Closeout Variance Explanation
2018 Major Roads Rehabilitation-MRN (Major Roads Network)	2,881,348	2,499,422	381,926	The costs for a portion of the planned scope for a project in this program came in lower than originally anticipated.
Total	2,881,348	2,499,422	381,926	

Appendix 4 - Q4 2019 Completed Capital Projects with funding from Voter-Approved Capital Funding			
Project/Program Name	Budget	Actual	Surplus (Deficit)
2019 IT Infrastructure Maintenance/Upgrades/Expansion - City	4,574,686	4,574,686	0
2015-18 Sports Fields and Courts	3,626,467	3,626,467	0
2015-18 Playgrounds, Water/Skate Parks	2,625,000	2,584,396	40,604
Sunset Park Renewal/Upgrades	2,550,000	2,502,332	47,668
2017 Administrative Facilities Renovations	912,000	872,092	39,908
2017 Capital Maintenance - VPD Facilities	870,000	862,207	7,793
2015-18 Central Library & Archives Upgrades	860,000	859,385	615
Office Space Renos - Homeless Outreach	750,000	748,060	1,940
2017 Capital Maintenance - Cultural Facilities	730,000	725,795	4,205
Ferry Dock Replacement	503,217	503,217	0
2015-18 Stanley Park Cliff Scaling	410,000	398,424	11,576
2017 Capital Maintenance - Service Yards	400,000	313,284	86,716
2017 Capital Maintenance - Library & Archives	318,082	318,082	0
2015-18 Police Fac Renovations/Upgrades	278,518	278,518	0
2019 Ergonomic Furniture Program	250,000	237,883	12,117
2017-18 Furniture, Fixtures & Equipment - Non-Market Housing	250,000	234,761	15,239
2017 Skate and Bike Parks	209,814	209,814	0
Total	20,117,784	19,849,403	268,381