

Analyst Briefing Notes

Budget Committee

(January 28, 2008)

2008 OPERATING BUDGET

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Contacts: Alan Cohen, Manager, Financial Planning Division
Tel: (416) 397-3740

John Forsyth, Senior Financial Planning Analyst
Tel: (416) 392-5198

January 25, 2008

2008 OPERATING BUDGET

Executive Summary

- The projected 2007 year-end net expenditure of \$1.311 million is \$0.107 million or 7.6% below the 2007 Approved Operating Budget of \$1.419 million. The favourable variance is primarily due to cost containment savings of \$0.107 million, which includes the deferral of hiring consultants for policy development.
- The 3-Year Operating Budget supports the Program's Strategic Plan to create 1,000 units of Affordable Housing a year; to promote partnerships and advocate for the creation of new affordable housing with the non-profit sector and Federal and Provincial governments; to administer the Federal RRAP program; and to assist in the development of policy that assists the Federal and Provincial governments design and evaluate programming that helps deliver affordable housing. Challenges for 2008 and beyond include:
 - Difficulties in securing suitable sites and obtaining approval to construct affordable housing units; and delivering services in an environment where the timeframes of existing and new government programs is uncertain.
- The 2008 Recommended Operating Budget for the Affordable Housing Office of \$1.419 million net is at target, primarily due to a one-time draw from the Capital Revolving Reserve Fund (CRF) of \$0.493 million utilized to offset base pressures.

Table 1: 2008 Recommended Budget

	2007		2008 Recommended Operating Budget			Change - 2008 Recommended from 2007 Approved Budget		FY Incremental Outlook	
	2007 Approved Budget	2007 Projected Actual	2008 Base	2008 New /Enhanced	2008 Operating Budget			2009	2010
	\$	\$	\$	\$	\$	\$	%	\$	\$
(In \$000s)									
GROSS EXP.	3,186.3	2,745.6	3,031.5	0.0	3,031.5	(154.8)	(4.9)	57.0	41.5
REVENUE	1,767.8	1,434.2	1,613.0	0.0	1,613.0	(154.8)	(8.8)	(492.9)	0.0
NET EXP.	1,418.5	1,311.4	1,418.5	0.0	1,418.5	0.0	0.0	549.9	41.5
Approved Positions	24.0	24.0	24.0	0.0	24.0	0.0	0.0	0.0	0.0
TARGET			1,418.5		1,418.5				
\$ Over / (Under) Program Target			0.0		0.0				
% Over / (Under) Program Target			0.0%		0.0%				

- The 2008 Recommended Operating Budget of \$1.419 million net is comprised of base funding, with no new/ enhanced service priorities recommended for 2008.
 - The 2009 Outlook increase of \$0.550 million consists of the reversal of a one-time draw of \$0.493 million from the Capital Revolving Fund to meet the 2008 target; and merit and step increases totaling \$0.057 million. The 2010 Outlook increase of \$0.042 million is for merit and step increases.
 - The 2008 Recommended Base Budget is at target, and incorporates increases in salary and benefits for on-going COLA, merit and step adjustments totaling \$0.082 million, and other inflationary increases for non-labour costs that total \$0.019 million. These pressures are offset by increased revenues of \$0.100 million in Federal Fees from the Rental Rehabilitation Assistance Plan (RRAP).
- The 2008 Recommended Operating Budget advances the following Strategic Priorities: to create 1,000 units of affordable housing each year; to advocate senior levels of government to continue funding existing affordable housing programs and to provide funding for new programming; and to transform and revitalize Toronto's existing social housing communities into viable, mixed income communities of hope.
- The 2008 Recommended Operating Budget is consistent with the Affordable Housing Office's overall objectives including: seeking out and facilitating development of new affordable housing opportunities with private and not-for-profit sectors; leading affordable housing policy and research advocacy; provide incentives for development (develop policies, education, research and evaluation); advocating with other governments and other sectors for funding, expeditious processes, and contributions of land and resources; promoting and encouraging the retention and maintenance of existing affordable housing; engaging the community in addressing affordable housing, including the co-ordination of TCHC activities with City priorities

Recommendations

The City Manager and Chief Financial Officer recommend that:

1. the 2008 Recommended Operating Budget for the Affordable Housing Office of \$3.032 million gross and \$1.419 million net, comprised of the following services, be approved:

<u>Service:</u>	Gross <u>(\$000's)</u>	Net <u>(\$000's)</u>
Housing Improvements	563.8	263.8
Affordable Housing Office	<u>2,467.7</u>	<u>1,154.7</u>
Total Program Budget	<u><u>3,031.5</u></u>	<u><u>1,418.5</u></u>

Section A: 2007 Budget Variance Analysis

Table 2: 2007 Budget Variance Review

	2006 Actuals	2007 Approved Budget	2007 Projected Actuals*	2007 Apprvd. Budget vs Projected Actuals Variance	
(In \$000s)	\$	\$	\$	\$	% Unspent
GROSS EXP.	2,489.3	3,186.3	2,745.6	440.7	13.8
REVENUES	1,071.2	1,767.8	1,434.2	333.6	18.9
NET EXP.	1,418.1	1,418.5	1,311.4	107.1	7.6
Approved Positions	24.0	24.0	24.0	0.0	0.0

Source: Projected Actual Based on the September 30, 2007 Variance Report

2007 Experience

The Affordable Housing Office's Third Quarter Variance Report projects a favourable gross expenditure variance of \$0.441 million gross, and \$0.107 million net at year end.

The projected year-end gross under expenditures are the result of savings for five vacant positions (of \$0.333 million) that are funded from reserves. The remaining under-expenditures of \$0.107 million are due to the deferral of hiring consultants for policy development work, following the implementation of cost containment measures.

2007 Cost Containment Savings

Affordable Housing Office expects to achieve cost containment savings of \$0.107 million through implementing the following:

Net Cost Containment Measure	2007 (\$000s) Savings	2008 (\$000s) Continued Savings	Comments
Hiring Freeze Savings:			
Service Level Adjustments:			
Sub-total	0.0	0.0	
Discretionary Savings:			
Defer hiring consultants for program-policy development	107.0		One-time
Sub-total	107.0	0.0	
TOTAL COST CONTAINMENT	107.0	0.0	

Impact of 2007 Operating Variance on 2008 Recommended Budget

Program savings will not carry forward into 2008.

Section B: 2008 Operating Budget Overview Budget**3-Year Operating Budget Overview**

The Affordable Housing Office is responsible for the creation of transitional and permanent affordable housing, which includes constructing new buildings, the purchase and rehabilitation of existing housing, or converting non-residential buildings to residential. As well, this Program concentrates on the retention of existing affordable housing, helping to ensure these units are not permanently lost through demolition, conversion or other activities.

The 3-Year Operating Budget supports these objectives as follows:

- Facilitates the creation of 1,000 units of Affordable Housing a year;
- Promotes partnerships and advocates for the creation of new affordable housing with the non-profit sector, the Federal and Provincial governments, and the private-sector housing providers;
- Creates new affordable housing units through administering an RFP process to deliver rental and supportive housing units;
- Administers the Federal RRAP program that preserves and / or enhances the utilization of existing affordable housing stock through the provision of Federal loans that subsidize the redevelopment of apartments, rooming houses and individual homes to eligible property owners;
- Assists in the development of policy and participates in research projects that help the Federal and Provincial governments design/ evaluate programming initiatives designed to deliver affordable housing; and
- Participates in initiatives with TCHC in the redevelopment of Regent Park and other TCHC housing projects.

The administration of existing and new project development is managed through the Shelter, Support and Housing Administration Program.

Challenges and Issues

The challenges to delivering these priorities include:

- Difficulties locating suitable sites or in selecting suitable project proponents often results in projects being delayed for years, as various parties often make appeals through the Planning Board, the Committee of Adjustment or through the Ontario Municipal Board that affect the design and timing of the project development;
- Demand for affordable housing far exceeds supply as there is continued population growth with insufficient market provision of affordable housing, and an over subscribed waiting list for affordable housing;

- Uncertainties surround the AHO in its ability deliver 1,000 units of affordable housing per year, as commitments that the Federal and Provincial governments will honour existing housing agreements are not forthcoming; timeframes associated with existing programming are uncertain; and there are uncertainties surrounding the introduction of new housing programs.
- The redevelopment of Regent Park by Toronto Community Housing (TCHC) is underway, with phase one and two proceeding. The affordable housing in the Railway Lands and the first phase of the West Don Lands are funded and expected to start construction in 2008. Other TCHC communities such as Lawrence Heights are in the early stage of planning. Overall these revitalization efforts require new financial commitments from other orders of government.

Staff are responding to these challenges by promoting political and community intervention designed to support the City's target of creating 1,000 units of affordable housing a year. The Affordable Housing Office will continue work with the City's Manager's Office to secure the continuation of existing and introduction of new housing programs, with adequate funding levels from other orders of government.

To address these issues, the Affordable Housing Office is promoting the idea that flexibility is required in the use of funding to create affordable housing in the City, including the use of funds from the new national housing program. The Program will continue to negotiate an extension of the current Federal Provincial AHP Housing Program, which currently is anticipated to continue through 2008.

Strategic Priorities

The 2008 Recommended Operating Budget directly advances the following priorities:

- Create 1,000 units of affordable housing each year for the next four years on the Railway Lands, the West Don Lands, and by redeveloping existing locations;
- Convince the Federal and Provincial governments to continue funding the construction of affordable housing through the Sustainable Communities Partnership Initiative;
- Transform and revitalize Toronto's social housing communities, using Regent Park as an example, into viable, mixed-income communities of hope; and
- Partner with community agencies to ensure the construction of more transitional and supportive housing.

Section C: 2008 Recommended Base Budget

Table 3: 2008 Recommended Base Budget

	2007 Approved Budget	2008 Recommended Base	Change 2008 Recommended Base vs. 2007 Approved Budget		FY Incremental Outlook	
					2009	2010
(In \$000s)	\$	\$	\$	%	\$	\$
GROSS EXP.	3,186.3	3,031.5	(154.8)	(4.9)	57.0	41.5
REVENUE	1,767.8	1,613.0	(154.8)	(8.8)	(492.9)	0.0
NET EXP.	1,418.5	1,418.5	0.0	0.0	549.9	41.5
Approved Positions	24.0	24.0	0.0	0.0	0.0	0.0
TARGET		1,418.5				
\$ Over / (Under) Program Target		0.0			549.9	41.5
% Over / (Under) Program Target		0.0%			38.8%	2.9%

2008 Recommended Base Budget

The 2008 Recommended Base Budget of \$1.419 million net is at target, mainly as the result of a draw from the Capital Revolving Fund of \$0.493 million.

2008 Key Cost Drivers and Reduction Strategies

Key cost drivers include the following:

- The reversal of the 2007 draws from the Capital Revolving Fund of \$0.700 million, and the Mayor's Homelessness Initiative Reserve Fund of \$0.325 million result in lower revenues of \$1.025 million.
- COLA and merit and step increases require increased salary and benefits funding of \$0.082 million.

These pressures are offset by the following reductions: \$0.256 million in savings from a review of existing position levels that resulted in reclassifying nine positions to a lower grade; \$0.493 million from a further draw on the Capital Revolving Fund; and through an increase of \$0.377 million in Federal funding.

2009 and 2010 Outlook: Net Incremental Impact

The 2009 Outlook includes a net increase of \$0.550 million, due to the following: the reversal of a one-time draw of \$0.493 million from the Capital Revolving Fund; and merit and step increases totaling \$0.057 million. The 2010 Outlook includes a net increase of \$0.047 million for merit and step increases.

Section D: 2008 Recommended Service Priorities**Summary of 2008 Recommended Service Priorities**

There are no new/ enhanced service priorities recommended for 2008.

Section E: Issues for Discussion

2008 Operating Budget Issues

Base Funding

- The Affordable Housing Office is funded by a combination of Provincial and Federal grants/fees of \$1.120 million; and a reserve draw of \$0.493 million.
- The 2008 Operating Budget for AHO includes changes to all funding sources from 2007. The Program has decreased funding from reserves by \$0.532 million, and increased third-party grants by \$0.377 million, as summarized below:

(\$000's)	2007 Approved Budget	Change	2008 Recommended Budget
Gross Expenditures	3,186.3	(154.8)	3,031.5
Revenue			
Reserve Draws			
Capital Revolving Fund (CRF)	700.3	(207.4)	492.9
Mayor's Homelessness Initiative Reserve Fund	324.8	(324.8)	0.0
Grants, Fees			
Provincial Administration Fee (CRHP)	450.0		450.0
Rental Rehabilitation Assistance Plan (RRAP)	200.0	100.0	300.0
Homelessness Partnering Strategy Initiative (HPI)		370.1	370.1
Supporting Communities Partnership Initiative (SCPI)	92.7	(92.7)	0.0
Total Revenue	1,767.8	(154.8)	1,613.0
Net Expenses	1,418.5		1,418.5

- Provincial/ Federal Grants and Fees:* Third party funding for the Affordable Housing Office totals \$1.120 million, and is comprised of the following:
 - *Provincial Administrative Fee (CRHP)* The 2008 Recommended Operating Budget includes fees of \$0.450 million from the Province through the Canada/Ontario Community Rental Housing Program (CRHP). This fee is a partial reimbursement to municipalities to cover the costs Service Managers incur in delivering affordable housing

projects under the Federal/Provincial Affordable Housing Program (AHP). This program provides the City with 3.27% of the project's capital costs that include developing, implementing and managing the approved affordable housing projects. Under the AHP (signed in 2005) the City has been allocated 1,135 units, with funding of \$79.5 million, or \$0.070 million per unit.

- *Rental Rehabilitation Assistance Plan (RRAP)* The 2008 Recommended Operating Budget includes fees of \$0.300 million, a partial reimbursement to municipalities for delivering the Federal government's Rental Rehabilitation Assistance Program. The City administers the program on behalf of Canada Mortgage and Housing Corporation (CMHC), and receives reimbursement for costs paid to landlords of affordable housing units to help offset the cost of the mandatory repairs required to bring properties up to minimum levels of health and safety standards. The RRAP fees have increased from \$0.200 million in 2007 to \$0.300 million in 2008, with the increase linked to the number of applications processed in 2007.
- *Homelessness Partnering Strategy Initiative (HPI)* The 2008 Recommended Operating Budget includes funding from HPI of \$0.370 million. HPI is a Federal Program that supports a number of initiatives aimed at combating homelessness, including creating the transitional housing and housing for tenants with supported-living requirements. The HPI funding replaces the former SCPI grant of \$0.092 million, which ended on March 31, 2007. This grant funds three Housing Development Officers in the AHO and is capped by the terms of the grant.
- *Draw from the Capital Revolving Reserve Fund of \$0.493 million*
 - The 2008 Recommended Operating Budget includes a one-time draw of \$0.493 million (\$0.207 million less than 2007) from the Capital Revolving Reserve Fund. The CRF has been used to offset the cost of developing proposals for affordable housing projects, to provide project development assistance, including forgivable loans/repayable loans, project financing and other activities related to improving the quality/ supply of affordable housing in the City.
 - The use of the draw to offset base pressures of the Affordable Housing Office is consistent with the purpose of supporting "activities related to improving the quality / quantity of affordable housing in the City." The projected balance in the Capital Revolving Reserve Fund at the end of 2007 is \$34.736 million.

Changes to Staffing Complement and Compensation Levels

The AHO has reduced the salary levels in the 2008 Recommended Operating Budget by \$0.256 million gross, zero net, resulting from the re-classification of nine of the Program's 24 positions. The AHO salary grades were adjusted as the result of an arbitrator's award to add these positions to Local 79 Union. At the same time, compensation levels were reviewed, and it was recommended that the Housing Development Officer salary grades be reduced.

In addition, in an effort to more effectively meet its mandate, the Program also conducted a review of its staffing complement, and reclassified four of its temporary positions to permanent. This reclassification will allow the Program to enhance both the effectiveness of its policy development

work and the facilitation of housing development in the community, as the Program will be able to deploy its workforce with greater efficiency.

Affordable Housing Delivery

The AHO had great success in 2007 delivering its mandate, as the Program exceeded its target of creating 1,000 units of affordable housing by 532 units. By leveraging grants from the Federal, Provincial governments, drawing on the City's resources and partnering with third parties, authority to begin construction on 1,532 units of affordable housing units with estimated project cost of \$282.404 million was approved by Council in 2007. These units were funded as follows:

- *Third-party equity and mortgage guarantees: \$144.811 million*
- *Federal and Provincial Funding: \$97.157 million*
 - Canada-Ontario Affordable Housing Program (AHP) of \$58.433 million
 - Federal Housing Trust Fund-Provincial Delivering Opportunities for Ontario Renters Initiative (DOOR) of \$26.190 million
 - Homelessness Partnering Strategy Initiative (HPI) of \$8.209 million
 - GST/ PST Rebates of \$4.325 million
- *City of Toronto: \$40.436 million*
 - Property tax exemption of \$18.931 million
 - Deferred planning application, building permit fees and development charges of \$7.929 million
 - Reserves of \$7.759 million
 - City land of \$5.817 million

In 2007 the AHO used City reserves and incentives, including deferring planning and building permit fees, Development Charge deferrals, and provided access to City owned land at below market values as a means of making projects affordable, with a combined value of \$40.436 million; as well, in 2007 using public participation from the private sector, non-profit, co-operative and charitable organizations as partners in the development of affordable housing, equity and mortgage commitments of \$144.811 million was secured.

As these components of the funding comprise only a portion of the incentives required to construct affordable housing, support from the Provincial and Federal governments totaled \$97.157 million in 2007.

In order to secure ongoing funding for affordable housing, the AHO is continuing discussions with the Community Partnerships and Projects Branch – Toronto Unit of the Ministry of Municipal Affairs and Housing (MMAH), a unit of MMAH which deals exclusively with the City of Toronto on all matters pertaining to affordable and social housing. Pending funding announcements in 2008 under “Wave 2” of the Rental Housing component of the AHP, and in anticipation that the reallocation of unused Housing Allowance monies will be allowed, the Program anticipates

allocating \$15 million for the development of both 717 Broadview Avenue and the Christian Resource Center at Regent Park.

As the Provincial government will not be continuing the DOOR program beyond 2007, and because the continuation of the funding of the AHP is uncertain, the delivery of affordable housing remains a challenge. Consequently, the Program is projecting that fewer units of affordable housing will be delivered in 2008; as well, it is anticipated that future years funding will continue to be uncertain, as commitments from other levels of government are not forthcoming.

Pending Projects

- **Revitalization of Lawrence Heights**

In 2005, Council designated Lawrence Heights as one of thirteen priority neighborhoods targeted for infrastructure investment and community service improvements. Currently TCHC provides 1,235 rent-g geared to income units serving 3,715 tenants in this neighbourhood.

In July, 2007 Council authorized the Chief Planner to begin development of a “Vision and Planning Framework” for the revitalization of Lawrence Heights, with funding of \$500,000 from the Capital Revolving Fund. The development of a planning framework is the first step in the redevelopment process. Opportunities for redeveloping this neighborhood from a post-war community to a revitalized mixed-income community with improved access to community space, recreation, education and training, with improved access to transportation provide the framework for community redevelopment plan.

To assist in developing a focused, streamlined approach to co-coordinating the redevelopment, a “Revitalization Secretariat” has been established within Social Development and Finance Administration. The work will be led by a high level Steering Committee (including the local Councillor as Chair), as well as the Planning and Growth Committee, the Affordable Housing Committee, and the Toronto Community Housing Corporation.

In 2008, the AHO will be reporting on the budget implications of planning for the revitalization of Lawrence Heights.

- **On-going Development of Railway Lands**

In July 2007, Council approved funding of \$21.090 million for the Railway Lands be committed to TCHC for the development of Blocks 31, 32 and 36, with funding of \$17.090 million to be provided from the DOOR Initiative, and \$4.000 million from the Capital Revolving Fund.

While Legal, Planning, and AHO staff have been working with TCHC to determine the maximum number of affordable and family homes that can be developed on the site (estimated to be 442 affordable housing units), AHO will report on the actual units to be developed, once the planning has been completed.

To facilitate the timely development of the Railway Lands, Council has approved the transfer of title all five blocks of the Railway Lands from the City to TCHC, with Blocks 18A and 18B to be offered for sale by TCHC to fund the development of Blocks 31, 32 and 36. AHO will report on the terms of the title transfer; the minimum number of units of affordable housing to be constructed; the value of

the land being transferred; and the agreed upon value of tax exemptions, deferred permits, fees, and Development Charges; once these values have been determined.

Housing Opportunities Toronto 2008 – 2010

A consultation framework began in the fall of 2007 that will guide the creation of new affordable housing and the preservation of existing stock for the next decade. It is intended to encourage discussion and debate leading to the development of a comprehensive and innovative affordable housing plan for Toronto that will come before City Council early in 2008.

- ***Housing Opportunities Toronto***

Sets out what the City of Toronto can do to provide leadership in planning and preparing for the future. However, it also acknowledges the limits of our financial resources to take action.

- ***Housing Opportunities Toronto***

It acknowledges the vital contribution of the Federal and Provincial governments to fuelling action on affordable housing and the need for their ongoing and enhanced engagement. It also outlines the important role to be played by the private, co-operative, charitable and non-profit sectors.

- ***The Highlight of the Framework are as follows:***

- Sets out the case in “The Power of Affordable Housing” for action to assist some 200,000 Toronto households from 2008 to 2018;
- Proposes the City lead the effort by planning and facilitating action and engaging the private sector, non-profits, co-operatives and other orders of government;
- Calls for innovation in “unlocking” existing social housing assets;
- Supports the City’s call to remove \$213 million annually in Provincially-downloaded social housing costs from the municipal tax base;
- Proposed the reinvestment in social housing of \$62 million in annual Federal social housing savings by 2018;
- Calls for new investments equal to \$469 million annually;
- Recommends a 10-year intergovernmental plan on affordable housing and action in eight key areas; and
- Engages the public and all stakeholders in a public consultation over the next number of months resulting in a comprehensive plan in 2008.

Any financial implications arising from the plan are expected to be reported to Budget Committee and Council in early 2008.

Appendix 1

**Summary of Recommended Base Budget Changes
From 2008 Approved Budget**

	Summary of 2008 Base Budget Adjustments				Net Incremental Outlook	
	Approved Positions	Gross Expenditures	Revenues	Net	2009	2010
(\$000's)		\$	\$	\$	\$	\$
2007 Approved Operating Budget	24.0	3,185.9	1,767.8	1,418.1	0.0	0.0
In-year approvals and technical adjustments		0.4	0.0	0.4		
2007 Approved Operating Budget	24.0	3,186.3	1,767.8	1,418.5	0.0	0.0
Prior year impacts		89.2	(1,025.1)	1,114.3	57.0	41.5
Zero base items						
Economic factors						
Adjusted Base Budget	24.0	3,275.5	742.7	2,532.8	57.0	41.5
Other base changes		(244.0)		(244.0)		
Base revenue changes			377.4	(377.4)		
2008 Base Budget Request	24.0	3,031.5	1,120.1	1,911.4	57.0	41.5
Recommended Base Adjustments:						
Other base changes						
Service efficiencies						
Revenue adjustments			492.9	(492.9)	492.9	
Minor service impact						
Major service impact						
Total Recommended Base Adjustments	0.0	0.0	492.9	(492.9)	492.9	0.0
2008 Recommended Base Budget	24.0	3,031.5	1,613.0	1,418.5	549.9	41.5
2008 Program Operating Target	N/A	N/A	N/A	1,418.5	0.0	0.0
% Over (Under) Program Target				0.0%	38.8%	2.9%
% Over (Under) 2006 Approved Budget				0.0%	38.8%	2.9%

Appendix 2

Service Level Adjustments – Program Submission

Appendix 4

Inflows / Outflows to / from Reserves & Reserve Funds

Reserve / Reserve Fund Name	Reserve / Reserve Fund Number	Balance as of December 2007 \$	Proposed Withdrawals (-) / Contributions (+)		
			2008 \$	2009 \$	2010 \$
Insurance Reserve Fund	XR1010	28,136.6	4.5	4.5	4.5
Capital Revolving Reserve Fund	XR1058	6,192.5	(492.9)		
Total Reserve / Reserve Fund Draws / Contributions			(488.4)	4.5	4.5