



**Eugene City Council**

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www.eugene-or.gov

# EUGENE CITY COUNCIL AGENDA

January 29, 2014

12:00 PM **CITY COUNCIL WORK SESSION**  
**Harris Hall**  
**125 East 8<sup>th</sup> Avenue**  
**Eugene, Oregon 97401**

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**Meeting of January 29, 2014;**  
**Her Honor Mayor Kitty Piercy Presiding**

**Councilors**

George Brown, President	Pat Farr, Vice President
Mike Clark	George Poling
Chris Pryor	Claire Syrett
Betty Taylor	Alan Zelenka

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**CITY COUNCIL WORK SESSION**  
**Harris Hall**

**12:00 p.m.    A.    WORK SESSION:**  
**City Hall Rebuild Update**

*\*time approximate*

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# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY




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### Work Session: City Hall Rebuild Update

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Meeting Date: January 29, 2014  
 Department: Central Services  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: A  
 Staff Contact: Mike Penwell  
 Contact Telephone Number: 541-682-5547

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#### **ISSUE STATEMENT**

The purpose of this work session is to present design concepts for the City Hall rebuild project to the council for the purpose of providing feedback to the design team and the staff project team.

#### **BACKGROUND**

At the January 23, 2013 work session, the council unanimously directed the City Manager to develop a City Hall design on the current site with the goal of retaining the Council Chamber, existing parking (to the extent possible) and public art as well as any other components that make sense from an operational or design standpoint. A complete council action history related to City Hall is included as Attachment A.

The City selected two companies with deep local roots to lead this project - Rowell Brokaw Architects as the project architect, and McKenzie Commercial Contractors as the General Contractor/ Construction Manager. Rowell Brokaw is supplementing their local experience and design expertise by teaming up with the Miller Hull Partnership from Seattle to add a high level of regional and national expertise in public architecture and high-performance building design. McKenzie Commercial is providing construction consulting and cost estimating during the design process, will manage the bidding process for all major components of the work, and will act as the general contractor during construction.

The project team has combined valuable technical information from their research and analysis with input from community members to develop, evaluate, and refine design strategies that translate the council-developed project values of Identity, Stewardship, Participation, Simplicity, and Eugene @ 200 years old into innovative concept designs that meet the project's identified budget and needs. These initial concept designs provide specific design options for a Phase 1 build-out of City Hall in the context of a larger development framework for the entire site over time. The development framework is intended to provide the flexibility and adaptability to add future phases to City Hall as funding is identified and to respond to other potential development opportunities as they arise.

The design options for City Hall continue to focus on how the Council Chamber could be used or adapted, and how to appropriately consider parking as a valuable resource for the site and its immediate surroundings. Public art also continues to be an important issue in discussions with

community members, both with the existing artwork as a means of connecting to history and with new art opportunities as a means of reinforcing community connection and cultural accessibility. The goal is to remake City Hall into a welcoming place that reaches out to the community and honors both the City's history and future. A list of stakeholder groups the project team has met with so far is included in Attachment B with more scheduled in the coming months. In addition, public open houses to review concept designs are scheduled for February 10 and 11. Details pertaining to the open houses will be announced shortly.

#### Project Budget

The council established a budget of \$15 million for the project, which includes approximately \$11 million for construction and \$4 million for soft costs such as architectural design work, engineering, staff project management, permits, furnishings, and other related project costs. The council has set aside \$10.55 million for this project to date, with another \$2 million available from the Telecom Fund to pay for related project costs. The remaining \$2.45 million is expected to come from future budget allocations. The funding plan for City Hall is included as Attachment C. Once the design for the project has been finalized, the council will be asked to approve an appropriation for the project. It is currently anticipated that this will occur at the April 2014 council work session on City Hall.

#### **RELATED CITY POLICIES**

The City Hall planning process relates to the council goals of an effective, accountable municipal government, a safe community, and sustainable community growth and change.

#### **COUNCIL OPTIONS**

The council is asked to provide feedback on the information presented at this work session.

#### **CITY MANAGER'S RECOMMENDATION**

There are no specific recommendations at this time.

#### **SUGGESTED MOTION**

None at this time.

#### **ATTACHMENTS**

- A. Council Action History Related to City Hall
- B. Stakeholder Meetings List
- C. City Hall Funding Plan

#### **FOR MORE INFORMATION**

Staff Contact: Mike Penwell  
Telephone: 541-682-5547  
Staff E-Mail: michael.j.penwell@ci.eugene.or.us

**ATTACHMENT A****COUNCIL ACTION HISTORY RELATED TO CITY HALL**

On April 11, 2001, council was presented with the concept of developing a long-range plan for replacing downtown office space. The plan included both potential short-term and long-term actions. Council directed staff to research a variety of ways to procure City buildings, including design-build, and report back to council before the planning phase begins for the next new City building.

On April 25, 2001, council was offered several potential short-term actions to create a safer, more efficient environment for staff located in City Hall. Council directed the City Manager to: (i) develop programming, space needs, and site requirements for relocating certain police functions; (ii) develop a long-term master plan for future use of the property in Roosevelt Yards by the Police and Public Works Departments and a financial plan for implementation, including consideration of redevelopment options for more efficient land use; (iii) dedicate the proceeds from the sale of four surplus properties to the Facility Replacement Reserve; and (iv) identify and recommend an appropriate downtown site for purchase for Fire Station #1, with a report back to council with final site selection prior to purchase.

On May 16, 2001, council directed the City Manager to develop a financial strategy and implementation plan for replacing City Hall and other downtown City office space with new buildings. The council's direction included: consideration of possible joint development with other agencies; consolidation; locations along 8<sup>th</sup> Avenue from Oak Street to the river as well as possible sites for joint development with other agencies; and, potential for use of some of the warehouse and historic structures east of Mill.

The 2001-2002 Council Goals included an action priority to "Develop a strategy and implementation plan for City downtown office and public safety facilities." One of the three work items was to adopt a policy framework for long range plans to help guide decisions on reinvestment in existing City buildings downtown. A policy for the maintenance and preservation of City Hall and the Public Works Building was presented to council on July 5, 2001. This policy reduced the level of reinvestment to provide for an expected 8 to 10 years of continued use.

On September 19, 2001, council addressed near-term and long-term projects by directing that relocation of Special Operations and EPD personnel in the basement of City Hall, and relocation of Fire Station #1 should be the first priority of projects in the Downtown Space Plan. Construction of a new Police Services building and City Hall were the next projects, with design for the Police Services building projected to begin in FY05, and a replacement of City Hall was targeted to begin design in FY08.

The September 19, 2001 council item on the Downtown Space Plan included a description of internal and external funding sources to implement the eventual replacement of City Hall with new buildings. Council approved the staff recommendation that the projected funding gap be met with a combination of the dedication of additional General Fund resources and General Obligation Bonds. One of the proposed internal mechanisms, the payment of market-based "rent" by services that would be located in new downtown buildings, was the topic of a work session on November 26,

2001. The “market rent” concept was incorporated as an on-going City practice beginning in the adopted FY03 Budget.

On February 25, 2002, council approved a resolution to fund the construction of the new Fire Station #1 (Downtown Fire Station) through General Obligation Bonds, with City resources funding non-bond eligible capital costs.

At a May 22, 2002, work session, council approved the location of the Roosevelt Police Facility, a financing plan over two fiscal years using City resources from the Facility Reserve, and the use of a Construction Manager/General Contractor (CM/GC) form of construction management. Council adopted funding for the Roosevelt Police Facility on FY02 SB #3 and on FY03 SB #1.

On October 29, 2003, council held a work session on the Downtown Space Plan, focusing specifically on the need for a new Police services building. Council directed staff to bring recommendations back on the preliminary planning, cost and financing of a new Police Services building. Several councilors asked for more information on how a new Police building would fit with future plans to replace City Hall, and for development of a more general “civic center” concept.

On November 17, 2003, staff presented the Multi-Year Financial Plan to the Budget Committee. This plan identified both the capital and operating needs for the entire organization over a six-year period. The police building was listed as a high priority need in the MYFP, and replacement of City Hall was also included as a future project.

On November 19, 2003, council held a work session on sequencing of financial measures to be presented to the voters. The staff materials indicated that a bond measure for a police building would be the next potential item to be presented to voters in November 2004. Council discussed the materials, but did not provide any direction or make any decisions at the work session.

On February 25, 2004, council held an informational work session on the Civic Center Design Charrette and the Mayor’s Civic Facilities Visioning Committee. On April 28, 2004, a work session was held to update council on the Mayor’s Civic Facilities Visioning Committee and on financing plan options, borrowing methods and construction methods that could be applied to a new police facility. On June 16, 2004, council reviewed the report of the Mayor’s committee and asked that a public hearing be held on the proposed policy principles that would guide future Civic Center development. A public information session was held on July 8 and the public hearing on July 12.

On July 14, 2004, council held a work session on the Civic Facilities Visioning Committee Report and adopted a revised set of Civic Center policy principles. They also determined that a City Hall and Police Building would be located on City-owned property on 8<sup>th</sup> Avenue.

On July 21, 2004, council continued discussion of a potential bond measure for the November 2004 ballot. The council directed the City Manager to develop a resolution to place a measure on the ballot based on an option that would combine near-term space needs with modest Civic Center amenities. On July 26, 2004 council placed a \$6.79 million bond measure on the November 2004 ballot. The measure was to fund social service agency space, police expansion space, improvements

to the parks blocks, and improvements to make 8th Avenue a “Civic Street”. On November 2, 2004, voters rejected ballot measure 20-88 by a margin of 60% to 40%.

On November 22, 2004, council approved the transfer of \$15.4 million into the Facility Replacement Reserve and agreed, in concept, to move forward with a master planning and public participation process for the purpose of informing future decisions related to City Hall and/or a Public Safety Building. On SB#1 on December 8, 2004, council approved the budget actions to make these transfers.

On May 25, 2005, the council approved the City Hall/Police Building Action Plan (subsequently renamed the City Hall Complex Action Plan) which identifies the major policy issues to be addressed, the overall description of project phasing, the nature of work to be accomplished, resource needs and proposed project outcomes associated with the City Hall Complex Master Plan.

On October 19, 2005, a consultant team led by Thomas Hacker Architects facilitated a council workshop for the purpose of identifying and providing direction on policy issues relevant to the City Hall Complex. Based on pre-workshop interviews with the mayor and council, six project values were presented by the consultant team to which three additional project values were proposed by council members during the workshop. In addition, eight key issues and five sub-issues emerged from pre-workshop interviews with the mayor and council, and were presented during the workshop.

At the November 23, 2005 work session, the council adopted the following project values to serve as a basis for future decision making:

1. Exercise fiscal responsibility
2. Produce government efficiency
3. Be user-friendly
4. Embody environmental stewardship
5. Enhance downtown
6. Inspire civic pride
7. Maximize use of City Hall public spaces by the public and access to government and its representatives
8. Strive for simplicity
9. Plan for the future

In addition, position statements on the four issues with the highest degree of consensus were adopted as follows:

1. Incorporate meaningful sustainable design goals.
2. Utilize a long-term planning horizon of 25 years.
3. Consolidate City services to the greatest practical extent.
4. Develop the project in consideration of the Downtown Plan while not limiting location choices to 8<sup>th</sup> Avenue.

At the December 14, 2005 work session, the council directed the City Manager to proceed with phase 2—the Development Plan Phase—of the City Hall Complex Action Plan for \$1,135,000. This phase includes the technical work and public input required to generate an overall development

plan for the City Hall Complex. This phase will also resolve the remaining policy issues from phase 1 and result in a concept plan for the City Hall Complex.

On March 8, 2006, the consultant team facilitated a council workshop marking the beginning of the Development Plan Phase of this project. The purpose of the workshop was to discuss preliminary space needs assumptions, facility implications relative to police service delivery options, proposed site evaluation criteria, and emerging issues from citizen interviews, as well as to preview the first Community Forum. Results from this workshop provided the basis for the Forum.

At the April 26, 2006 work session, the council adopted three different Police consolidation options for use in ongoing planning efforts related to the City Hall Complex: Option B that consolidates all Police functions with the rest of City Hall on a single site; Option C that consolidates all Police functions except patrol with the rest of City Hall and provides for a separate patrol facility nearby; and Option D that consolidates all Police functions except patrol with the rest of City Hall and provides for a separate patrol facility in a more remote location outside the downtown area.

On May 10, 2006, the consultant team facilitated a council workshop that introduced the City Hall Space Requirements Program, presented Renovate, Hybrid, and New options for City Hall, and previewed the second Community Forum which took place on May 25, 2006. Results from this workshop provided the basis for the Forum.

At the July 19, 2006 work session, the council adopted new construction as the preferred option for future planning and design of the City Hall Complex rather than renovating the existing city hall building or doing a hybrid of renovation and new construction. This action reflected a majority of support at the Community Forum for construction of a new City Hall.

On August 9, 2006, the consultant team facilitated a council workshop to discuss and refine the site evaluation criteria for potential sites related to a new City Hall Complex and then apply the criteria to specific sites. The consultant team also received direction from the council on eliciting public input during the third Community Forum held on August 24, 2006. Results from this workshop provided the basis for the Forum.

At the September 20, 2006 work session, the number of site options was narrowed down to two to be carried forward for use in developing concept designs for a new City Hall. The two sites selected were the existing City Hall site and the Butterfly Lot/Rock N Rodeo sites. This action reflected a majority of support for these two sites at the Community Forum, while also acknowledging that a third preferred site—the former Sears—might be a viable site if development plans for that site do not move forward.

On October 18, 2006, the consultant team facilitated a council workshop to introduce to the council principles of architectural design and urban planning that will guide the concept design options for City Hall, discuss factors that will influence decisions about police consolidation and site, and preview the fourth and final community forum. Results from the workshop provided the basis for the Forum.



At the November 20, 2006 work session, the council voted to proceed with planning for a new city hall with police patrol in a separate facility. Then at the December 11, 2006 work session, the council selected the Butterfly Lot/Rock N Rodeo site for use in schematic design and other planning for a new City Hall. This marked the completion of Phase 2, the Development Plan Phase, of the City Hall Complex Master Plan. Both of these council actions reflected the majority opinion from the Community Forum.

At the February 14, 2007 work session, the council requested the Design Team to perform statistical public opinion research to inform future work. The research was intended to understand what elements of a new city hall mattered most to voters and test the initial level of voter support.

At the June 20, 2007 workshop, the Project Team introduced public opinion research, consolidation options, and a conceptual scope of work for the remainder of the Implementation Plan Phase. At that time the council requested additional information on the costs of the police patrol facility, escalated relocation and leasing costs, comparison costs for leasing and purchasing space in the Federal Building, potential City Hall sites other than the existing City Hall and the Rock N' Rodeo/ Butterfly sites, deed restrictions related to the Butterfly Lot site, and costs for the remaining Implementation Plan Phase scope of work.

At the July 20, 2007 work session, the council decided to continue master planning efforts for a new City Hall.

At the September 26, 2007 workshop, the project team introduced the Police Patrol Facility site selection analysis, City Hall design progress showing concept options with and without patrol functions, and cost models for police patrol facilities on generic sites downtown, out of downtown, and at a new City Hall. Council requested additional information on site ownership, availability, and owners' willingness to sell.

At the October 17, 2007 work session, the council voted to proceed with development of a Police Patrol Facility concept design for site E, a portion of Land Transit District's RideSource site, located near the intersection of Garfield Street and West 2nd Avenue. The council also voted to continue to explore acquisition of sites E and F. The council will receive an update on the status of acquisition efforts at the December 12 workshop.

At the November 28, 2007 work session, council voted to proceed with planning for a City Hall/Police Patrol Facility based tentatively on a 2010 ballot measure.

At the December 12, 2007 workshop, the council reviewed multiple options on City Hall concept designs and provided feedback that shaped the development of a single concept design. The council also reviewed Police Patrol Facility plans and costs and requested more refined cost analysis.

On February 11, 2009, the council unanimously passed a motion to: (i) develop a conceptual plan and cost estimate for making seismic upgrades to city hall to meet the life/safety standard and for expanding municipal court's space to meet the court's needs; (ii) use appropriated but unspent city hall complex master plan funds to complete an analysis of potential downtown sites owned by the

city and recommend to council the most suitable site for a Police Facility; (iii) develop a cost estimate for a phased Police Facility with the first phase consisting of space for the patrol function designed for future expansion to include the entire police department; and (iv) investigate the willingness of EWEB to eventually sell its Administration Building to the City for use as a city hall, and if there is such a willingness, undertake and bring back to council a preliminary analysis of the pros and cons of using that building for city hall. Council also directed the City Manager to request that EWEB include any directives or intentions to negotiate with the City for the use of their administration building into their ongoing master planning process.

At the April 22, 2009 work session, council directed the City Manager to report back by May 11 on what would be required to secure a purchase option for the property at 300 Country Club Road concurrent with ongoing council discussions regarding the property's potential use as an EPD headquarters facility.

On May 11, 2009, council voted to initiate a public forum for the purpose of seeking community input on options for City Hall and police facilities and bring back the results to council prior to council break on August 13. Council also directed the City Manager to proceed concurrently with an appraisal and other due diligence items for acquisition of the 300 Country Club Road property.

At the July 29, 2009 work session, council authorized the City Manager to negotiate and sign a purchase and sale agreement for the acquisition of the property at 300 Country Club Road for use as a Police Facility and request on a Supplemental Budget an appropriation of up to \$16 million from the Facility Reserve for costs related to acquisition, design, construction, furnishing, and move-in. Council also direct the City Manager to return to the council at a future work session with: (i) implementation plan options—including a detailed financing plan—for moving the remaining non-police services out of City Hall and creating a new downtown Eugene Police Department substation; and (ii) options and a public input process for the future use of the existing City Hall site.

On September 8, 2010, council directed the City Manager to return to the council with concept plans and proposed financial strategies for City Hall that include options for both the current City Hall site and the EWEB site.

At the March 16, 2011 work session, council directed the City Manager to: (i) develop and implement a transition plan for moving all remaining City services out of City Hall by June 30, 2012; (ii) develop a phased approach to building a new city hall at the current site using existing resources; and (iii) return with a funding plan for the project.

On June 22, 2011, council held an informational work session for staff to provide an update on planning efforts related to City Hall including progress on the transition plan for moving remaining City services out of City Hall and a proposed work plan for reaching final decisions on a plan to develop a new or rebuilt City Hall on the current site with existing resources. Potential funding sources for City Hall were also discussed. The mayor and council offered general feedback but did not provide any specific direction at the work session.

At the July 9, 2012 work session, an update was provided to council on planning efforts related to City Hall including plans for the mayor, council, and City Manager's Office to move from City Hall to the Lane County Public Services. The update also included presentations by the two architects hired to explore new construction and rebuild strategies for City Hall. The mayor and council offered general feedback but did not provide any specific direction at the work session.

At the October 22, 2012 work session, council received an update on the work of the Council Subcommittee on City Hall and provided feedback to staff and the Subcommittee on what information would be most helpful to the full council in assisting their decision-making process around City Hall options.

At the November 14, 2012 work session, council received an update on the work of the Council Subcommittee on City Hall which met four times between September 19 and November 8 to delve further into issues that will assist the full council in its decision-making process around City Hall options. The Subcommittee's conclusions included: (i) a funding target of \$15 million for the project; (ii) a consolidation priorities that include mayor, council, and CMO first followed by Central Services Admin. and Finance if funding allows; (iii) both City Hall options and the EWEB option can accommodate full consolidation over time as funding allows; and (iv) consideration of the EWEB option should rely on the information supplied in their offer to the City. The mayor and council accepted the Subcommittee's conclusions and offered general feedback but did not provide any specific direction at the work session.

At the November 21, 2012 work session, council received a graphic presentation summarizing the three City Hall options to be considered at the next council work session: (i) demolish the existing City Hall and build new on the current site; (ii) rebuild the existing City Hall; and (iii) lease up to 58,000 sq. ft. in the EWEB Headquarters. The mayor and council asked clarifying questions and offered general feedback but did not provide any specific direction at the work session.

On December 12, 2012, council directed the City Manager to complete analysis for the rebuild and build new options for City Hall on the current City Hall site, and to favor the rebuild option over the build new option. This action effectively removed the EWEB option from further consideration. Council was reminded during the staff presentation that the working budget for City Hall options has been and continues to be \$15 million of which approximately \$10 million has been identified and set aside for this purpose.

At the January 23, 2013 work session, council unanimously directed the City Manager to develop a City Hall design on the current site with the goal of retaining the council chamber, existing parking (to the extent possible) and public art as well as any other components that make sense from an operational or design standpoint. Council acknowledged that staff would be requesting an appropriation of \$750,000 on a subsequent Supplemental Budget to complete the analysis and initial design work necessary to understand how best to utilize some of the existing building elements and structure while facilitating new construction on the site. The remainder of the estimated \$15 million project cost would be requested on a Supplemental Budget after council approval of a complete funding plan.

Item A.

On June 24, 2013, council authorized \$750,000 of funding for the initial design work from the Facility Reserve. On December 9, 2013, council authorized \$1.8 million to be deposited into the Facility Reserve from three sources: \$500,000 was reallocated from the General Capital Transfer, \$1 million came from marginal beginning working capital, and \$300,000 was from the receipt of the remaining sale proceeds from 858 Pearl Street. Total funding set aside for the project through December 2013 is \$10.55 million.

**ATTACHMENT B****CITY HALL REBUILD STAKEHOLDER MEETING LIST**

Historic Review Board  
Accessibility Advisory Committee  
Communities of Color Focus Group  
Sustainability Commission  
Human Rights Commission  
Downtown Eugene, Inc.  
Farmer's Market Site Expansion Committee and Board  
DNA Steering Committee  
Downtown Neighborhood Association  
Local Leaders in Environment/Sustainability Community  
AIA-Southwest Oregon Chapter  
Jon Stafford (son of architect of 1964 City Hall)  
Private Development Interests  
UO LiveMove Bike/Ped Advocacy  
UO School of Architecture & Allied Arts  
State Office of Historic Preservation  
Heritage Grant Program  
Sustainable Urbanism Workshop  
Public Art Committee  
Council / Mayor – Work Session  
City Council Small Group Meetings



## ATTACHMENT C

January 21, 2014

### City Hall Funding Plan

- Council has approved \$10.55 million for this project, with an additional \$2 million available and in hand for Council to appropriate in FY14.
- Additional funding is planned to come from future budget allocations, including a portion of the capital budget and unanticipated carry-over balances in the General Fund in future years.
- All funding does not have to be in hand by the time the project is approved, but Council should approve the approach for identifying and allocating the remaining dollars.
- If this approach is used, the risk of not achieving the full \$15 million in funding for this project is very low.

<b>Amount Approved by City Council as of December 2013</b>	
Design Work Appropriation (Supplemental Budget in June 2013)	\$750,000
Facility Reserve Balance as of FY14 Adopted Budget	8,000,000
Additional Contribution to Facility Reserve (Supplemental Budget in December 2013)	<u>1,800,000</u>
<b>Total Approved by City Council</b>	<b>\$10,550,000</b>

<b>Additional Amount Available for Council Consideration in FY14</b>	
Telecom Fund Contribution for Telecom-Related Costs	<u>\$2,000,000</u>
<b>Additional Amount Available in FY14</b>	<b>\$2,000,000</b>

<b>Total Available in FY14</b>	<b>\$12,550,000</b>
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<b>Amount Remaining to be Funded*</b> (anticipated on supplemental budgets in December 2014, 2015 and 2016, if funds are available)	
Portion of Future General Capital Transfers – \$500K/year	\$1,500,000
Portion of Future Marginal Beginning Working Capital	<u>950,000</u>
<b>Amount Remaining to be Funded</b>	<b>\$2,450,000</b>

<b>Total Funding Plan for City Hall Project</b>	<b>\$15,000,000</b>
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Numbers are rounded.

\*Other funding sources, if available, could offset portions of the amount remaining to be funded, or could be used for project additions.

