



THE TOWN OF CENTREVILLE 101 LAWYERS ROW CENTREVILLE, MD 21617
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MEMORANDUM

September 30, 2019

TO: Town Council of Centreville

FR: Steve Walls

RE: Liberty Street / Commerce Street Construction Project Update

In January 2017 at the beginning phase of the Liberty/Commerce Street project, staff was planning to complete a preliminary engineering study however, SHA's timeline for the mill and overlay for these streets was very short (Attachment 1). Within the first three months of planning the preliminary engineering study, the Town received confirmation from SHA that they were going to complete the mill and overlay project in the summer of 2018. Based on this constraining timeframe, the 9 to 12 months for a preliminary engineering study was not feasible when combined with an estimated construction time of 24 months to complete the project by the summer of 2018. Therefore, the recommendation to the Council was to use the existing unit price bids for the Kidwell Avenue project to enable the contractor to immediately move into the Liberty/Commerce Street project. In April 2017, the Council agreed with this approach.

The Town's engineering consultant, Michael C. Whitehill of Whitehill Consulting, LLC, prepared a preliminary estimate for the project in the amount of \$ 3,247,340. The following month, in discussions with the contractor about the logistics of starting the project, it was recommended if two-way traffic was placed on one street to allow construction on the other street, it would reduce the time to complete construction from 24 months to 18 months. The Town then sought permission from SHA to allow for the two-way traffic concept.

During the budget process, the project was included in the capital budget and at the time the bond was issued on August 2, 2017 the estimate was \$4 million:

\$3,247,340	original estimate
529,709	16.3% contingency
216,000	inspection services
<u>6,951</u>	bond issuance costs
\$4,000,000	total

In the middle of August, SHA gave preliminary approval of the two-way traffic concept and in November 2017 the Council approved a change order to the 2016 Kidwell Avenue unit price bid for the Liberty/Commerce Street project. The unit price approach was the construction method in place for Kidwell (Attachment 2) and it was working well with the exception of unforeseen items not in the plans. The Liberty/ Commerce construction began in February, 2018.

In providing an overview of the cost overrun, one of the engineering construction assumptions at the beginning of the project is that Liberty Street would be 60-65% of the total \$4,000,000

project cost based on the depth of the water and sewer lines under the street. Averaging the 60-65% for Liberty Street represented \$2,500,000 of the total cost of the project. Monitoring of monthly expenses reflected a trend around \$2,500,000 (Attachment 3). After receiving August's invoice in September is when staff realized the deeper depth CR-6 stone and asphalt required by SHA had not been taken into consideration.

There were many variables not known at the time the original \$4,000,000 estimate was prepared (Attachment 4). In reviewing the original preliminary estimate for the project, the numbers included Liberty Street but did not include \$684,228 for Commerce Street (Attachment 5). The Town also did not seek a definitive response from SHA on what specifications they were going to require regarding the thickness of asphalt and depth of stone for the pavement section. The Town found out about 30 days into construction (in March 2018) that SHA was going to require 8 inches of asphalt compared to 3 inches in the estimate and 12 inches of CR-6 stone base compared to 8 inches in the estimate. The factors listed above would have increased our original estimate to \$5,678,469 that included the 10% contingency and \$216,000 for inspections (Attachment 5).

Adding in other costs that the Town did not have definitive original estimates such as wider sections of concrete removed, extra fire hydrants, undercut and fill, and bypass pumping, it would have increased the original estimate, including the 10% contingency and \$216,000 for inspections to \$7,139,855 (Attachment 5).

As a point of comparison, instead of using the 10% contingency approach, substitute the actual contingencies expended as the project nears completion, the amount is \$1,502,486 and then adding the initial inspection cost of \$216,000 brings the estimate to \$8,012,900. If all the variables were known, this would have been the estimated cost of the project (Attachment 5).

In summary, some specification information was not obtained in the original estimate, there were many unknown and unforeseen variables than what was experienced on the Kidwell Avenue project, the 60-65% construction projection for Liberty Street turned out to be more in the range of 50% and the inspection cost was higher than originally estimated. Based on recent inspection and contingency costs, the current total of the project is \$8,326,891. Attachment 6 reflects the updated budget used for Commerce Street at the halfway point of the project and also contains the totals to-date for the project. Once the remaining work is complete an updated total will be provided.

PROJECT PLANNING

JANUARY – MARCH 2017

- Staff discussions to do a preliminary engineering study for the project.
- Staff contacted SHA to inquire about their mill and overlay project.

APRIL – JUNE 2017

- Discussed with SHA their schedule for mill and overlay of Liberty Street and Commerce Street. Advised is planned for July 2018. Town requests SHA hold off mill and overlay for Town to replace 100+ year old sewer & water lines.
- Town needs to move forward as soon as possible to stay on schedule with SHA agreeing to hold off one year on mill and overlay to the summer of 2019 so it was not feasible to do a 9 to 12-month preliminary engineering study.
- Estimate prepared for Liberty / Commerce Street based on unit prices from 2016 Kidwell Avenue project. Estimate based on average thickness of concrete in the road bed and number of sewer and water connections.
- Discussed traffic concerns and detour plans with contractor. Contractor advised can cut 6 months off project time if not have to do street block by block detours. Focus at that point was to minimize impact to businesses and residents by reducing project time from 24 months to 18 months.
- Started discussions with SHA engineers to consider two-way traffic and requested their assistance to pay for new curb, gutter, and sidewalks. SHA indicated no funds available.
- Council approves to issue bond for construction and included in capital budget.

JULY – SEPTEMBER 2017

- Bond issue in amount of \$4 million for project. Estimate included construction costs, with inspection services and contingency.
- Meeting with SHA District Engineer on two-way traffic. Received verbal approval and will consider proposal upon review of a traffic plan.
- Initiated traffic plan design with consultant engineer.

OCTOBER – DECEMBER 2017

- Council approved moving forward with construction and taking advantage of lower unit prices received in 2016 bid for Kidwell Avenue.
- Two-way traffic plan approved by SHA.

FEBRUARY 2018 – CONSTRUCTION PLANNED TO BE COMPLETE IN 18 MONTHS

- Construction began.

AUGUST 2019

- The Town would have been able to complete all the utility work within 18 months if SHA had not initiated the bridge construction on each end of town.
- Originally SHA was going to come in right behind the utility project and complete their mill and overlay which was planned for the summer of 2019.
- SHA currently plans to hold off on their mill and overlay project until spring/summer of 2020.

ATTACHMENT 2

Kidwell Project

	<u>Budget</u>	<u>Actual</u>	<u>Difference</u>	<u>Percentage</u>
Retallack Unit Price Base Bid-Kidwell	\$2,113,268	\$2,177,881	-\$64,613	103%
Retallack Unit Price Base Bid-Brown	\$690,344	\$736,147	-\$45,803	107%
Retallack Unit Price Base Bid-Pennsylvania	\$344,080	\$319,960	\$24,120	93%
Wharf Park	\$278,892	\$299,952	-\$21,060	108%
Total	\$3,426,584	\$3,533,940	-\$107,356	103%

Retallack Happy Lady Lane	\$781,803	\$24,900	\$756,903	3%
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Retallack Unit Price Contingency-Kidwell	\$0	\$92,775	-\$92,775	
Retallack Unit Price Contingency-Brown	\$0	\$32,250	-\$32,250	
Retallack Unit Price Contingency-Pennsylvania	\$0	\$117,796	-\$117,796	
Total	\$0	\$242,821	-\$242,821	

Combined Total	\$4,208,387	\$3,801,662		
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Finance System paid to Retallack		\$3,801,662		
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Bond Total	\$5,097,840.89
Issuance Costs	\$97,840.89
Preplanning Costs	\$161,700.00
Total Spent	\$3,959,185.00
Remaining	\$879,115.00
Happy Lady Lane	\$662,523.00
Pennsylvania	\$38,500.00
Remaining from Total	\$178,092.00

Inspection Fees	\$131,226
Other Contingency	\$26,298
Retallack	\$3,801,662
Total	\$3,959,186

Happy Lady Lane/Pennsylvania Remaining Costs Breakdown	
Happy Lady Lane-Streets	\$360,453.00
Happy Lady Lane-Water	\$56,750.00
Happy Lady Lane-Sewer	\$188,500.00
Happy Lady Lane (40 days)-Inspection	\$31,820.00
Happy Lady Lane Contingencies	\$25,000.00
Pennsylvania-Streets	\$36,220.00
Pennsylvania Ave (3 days)-Inspection	\$2,280.00

ATTACHMENT 2

Kidwell - 3140' of construction

Kidwell Base Bid:	\$2,113,268	
Total pd. to base items:	<u>\$2,177,881</u>	
Delta	\$64,613	(3.06%)
Contingencies	\$92,775	(7.45% with Δ and cont. ÷ base bid)

(For new storm drain on North side of Kidwell @ Tilghman and 351 Kidwell to Green and all four corners of Green. We added SD from the ESD basin at Pa. Avenue to a new manhole then connect to Brown SD. Some minimal By- Pass pumping). This work was not contemplated on the original plans.

Brown

Brown St. Base Bid:	\$690,344	
Total pd. to base items:	<u>\$736,147</u>	(includes
Delta	\$45,803	(6.63%) Such items as added catch basin, new stairs and
Contingencies	\$32,250	(11.31%) (8.77% without Br. Street outfall)

full driveways on the east side of Brown and added work at Chuck's Electric to accommodate the required ADA compliance for the new full frontage drive apron.

(Includes video of SD at Hillside Subdivision, undercut of water trench, relocate SD not shown on plans Field redesign to make it work).

Brown St. Outfall was bid item #37 and URS struck it from every street so it did not get a bid amount in the original bid.... \$17,500 was listed in the contingencies for Brown in the attachment above.

Pennsylvania Avenue

Pa. Ave. Base Bid	\$344,080	
Total pd. to base items	\$319,960	
Delta	\$24,120	Remaining on base bid (Bid item 30a for Superpave
Contingencies	\$117,796.10	surface (\$26,190 and striping \$10,030 remain to complete).

Includes 1221 sy. Geo-grid installation over the 785' of existing water trench, inlet and SD at Railroad and perforated SD under SWM basin.

Liberty (60-65%) Monthly/Projected Expenses

	<u>Sep-17</u>	<u>Oct-17</u>	<u>Nov-17</u>	<u>Dec-17</u>	<u>Jan-18</u>	<u>Feb-18</u>	<u>Mar-18</u>	<u>Apr-18</u>	<u>May-18</u>	<u>Jun-18</u>	<u>Jul-18</u>	<u>Aug-18</u>	<u>Sep-18</u>	<u>Oct-18</u>	<u>TOTAL</u>
Retallack	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$163,386.08	\$162,885.75	\$274,363.95	\$330,603.76	\$411,994.88	\$522,939.53	\$320,763.41	\$400,000.00	\$400,000.00	\$2,986,937.36
Mike Whitehill	\$262.50	\$375.00	\$312.50	\$787.50	\$2,925.00	\$0.00	\$2,300.00	\$1,162.50	\$2,112.50	\$1,825.00	\$1,562.50	\$951.25	\$0.00	\$1,362.50	\$15,938.75
Dave Dammeyer/Jeff Kiel	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$6,742.50	\$4,770.00	\$3,390.00	\$4,800.00	\$4,440.00	\$4,020.00	\$3,217.50	\$31,380.00
Hynes & Associates	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$379.00	\$8,083.00	\$7,117.00	\$7,851.00	\$9,519.00	\$5,624.00	\$0.00	\$14,112.00	\$52,685.00
MES	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$23,194.73	\$23,194.73
Traffic Concepts	\$4,920.00	\$0.00	\$12,780.00	\$12,267.50	\$0.00	\$5,637.50	\$10,125.00	\$0.00	\$3,520.00	\$1,270.00	\$0.00	\$2,845.00	\$3,180.00	\$4,317.50	\$60,862.50
Contingency*	\$0.00		\$8,150.00	\$16.50	\$9,390.83	\$858.09	\$2,140.03	\$863.88	\$5,300.00	\$7,054.34	\$4,438.89	\$650.00	\$0.00	\$8,618.63	\$47,481.19
Total	\$5,182.50	\$375.00	\$21,242.50	\$13,071.50	\$12,315.83	\$169,881.67	\$177,829.78	\$291,215.83	\$353,423.26	\$433,385.22	\$543,259.92	\$335,273.66	\$407,200.00	\$454,822.86	\$3,218,479.53
Tracking percentage of Liberty costs.						4%	8%	15%	23%	34%	47%	55%	65%	75%	

Liberty Street was anticipated to be 60-65% of the total \$4 million project. \$2.5 million would represent this percentage.

Cumulative Retallack Payments thru Aug 2018

\$163,386.08 \$326,271.83 \$600,635.78 \$931,239.54 \$1,343,234.42 \$1,866,173.95 \$2,186,937.36 \$2,586,937.36 \$2,986,937.36

Note-Sep/Oct 2018 for \$400,000 each month (Retallack) was the average monthly invoice for the most recent months. September invoice would be for August work and October invoice would be for September work. Liberty Street was on track to be completed by the end of September. At the time the August work was in progress the projected costs didn't take into consideration the more expensive SHA asphalt specifications.

**ITEMS NOT KNOWN AT TIME OF BOND ISSUANCE FOR \$4 MILLION
AFFECTING COST**

- Total cost for two-way traffic including changing out lights, signage, line striping, barricades & safety devices. Priority for two-way traffic was to lessen impact on town by 6 months.
- Quantities of concrete to be removed and quantities of crushed stone to fill in that space (estimate based on average thickness).
- Concrete was old and brittle and breaking up, resulting in wider construction trenches.
- Not able to estimate undercut for unsuitable material and backfill with suitable material.
- Record year rain resulted in more days needed for bypass pumping.
- Not know soil contamination from old diesel fuel found under the roadbed from gas stations decades ago.
- Extra depth of asphalt base required by SHA was more than original estimate.
- Working around old storm drains in S. Commerce Street, replaced some of SHA storm drain pipe.
- Extra sewer and water work on intersections of Town streets in preparation for future replacement of sewer and water mains in those streets. Important to complete this work to clear the SHA right-of-way so not to have to cut into new SHA pavement when sewer and water mains are replaced in the future.
- Extra fire hydrants recommended to shorten distance between hydrants.
- Costs for staging area at S. Commerce Street and S. Liberty Street to save construction time from operating solely from Water Tower and Pennsylvania Avenue staging areas.

ATTACHMENT 5

In going back through the files, it was determined the original \$3,247,340 estimate of projected surface work costs was only for Liberty Street. If continued with estimating Commerce Street surface work using the same criteria and same base bid items from Kidwell Avenue that were used on Liberty Street, we would have seen the following in the preliminary estimate:

8" CR-6	4,639' x 12' ÷ 9 sf/sy = 6,185 x \$18/sy = \$111,330
3" Hot Mix Asphalt	6,185sy x \$36/sy = \$222,660
Concrete Removal	4639' x 12' x 0.75 (depth) x 140 (lbs./cu ft) ÷ 2000 = 2923 x \$50/ton= \$146,129
Milling	6,185sy x \$21/sy = \$129,885
Sawcut	4,639' x 4 (full length cuts) x \$4/lf <u>\$74,224</u>
Total	\$684,228

Adding \$684,228 to \$3,247,340 (original) we get: \$3,931,568 (Liberty and Commerce)

Will now calculate what the project estimate would have been if we knew the pavement section at the time the original estimate was prepared:

Liberty

20" CR-6	4,200' x 12' ÷ 9 = 5,600sy x \$45/sy [8 is to 20 as 18 is to 45] = \$252,000
8" Hot Mix Base	5,600sy x \$96/sy [3 is to 8 as 36 is to 96] = \$537,600

Commerce

20" CR-6	4,639' x 12' ÷ 9 = 6,185sy x \$45/sy = \$278,325
8" Hot Mix	6,185sy x \$96/sy = \$593,760

From \$3,931,568 new total with Commerce Street included with original Liberty estimate

Minus (-)	\$97,794 (original L only estimate) CR-6
Minus (-)	\$195,588 (original L only estimate) Asphalt
Minus (-)	\$111,330 Commerce Street CR6 (see above)
Minus (-)	<u>\$222,660</u> Commerce Asphalt (see above)

Sub-Total \$627,372

Total \$3,931,568 – 627,372 = \$3,304,196

New total for Commerce Street and Liberty Street with updated pavement section specifications

Plus (+)	\$252,000 (MSHA L) CR-6
Plus (+)	\$537,600 (MSHA L) Asphalt
Plus (+)	\$278,325 (MSHA C) Cr-6
Plus (+)	<u>\$593,760</u> (MSHA C) Asphalt

Sub-Total \$1,661,685

Total \$3,304,196 + \$1,661,685 = \$4,965,881

ATTACHMENT 5

\$4,965,881 is the total representing only the pavement and subgrade items. At this point staying with the original 10% contingency and \$216,000 for inspection services the amount would have been \$5,678,469.

In Kidwell Avenue Base Bid:

Traffic Control	LS
Sed. & Erosion Control	LS
Site Clearing and Demo	LS
General Restoration	LS

As placeholders, these items would not be reliably calculated as Kidwell Avenue was full depth and width construction. We have dollars for those through Liberty Street to date "as built" for comparison.

If we add items below for which we had no original estimates pending MSHA and other input we get:

Items	Original Estimate	Through January 2019 (Retallack Invoicing)
Install and maintain silt fence		\$33,900
Utility locating firm	Hourly Unknown	\$8,813
Break up and remove existing concrete road	Trench widths unknown	\$126,453 to date
General Site clearing and demolition	Lump Sum unknown	\$161,310
6" to 8" PVC sewer greater than 8'	Unknown	\$359,700
4' diameter MH greater than 8'	Unknown	\$96,000
6" PVC water pipe	None anticipated in project	\$39,430
10" C-900 water pipe 12" used throughout original estimate	Same price as 12"	
6" gate valve	None anticipated in project	\$9,250 (new @Weedon)
8" x 8" Tee	None anticipated in project	
10" x 8" tee	None anticipated in project	(Originally intended 12" only)
Water meter installation	Contingency	\$68,400
Fire Hydrant relocation	Contingency new hydrant locations unknown	\$16,400
4" CR-6 base	Original estimate included 8" only	\$131,227
General restoration	Lump Sum unknown	\$239,675 (Re-handling and milling per MSHA)
Under cut and refill (contingency)	Contingency	\$14,250
Bypass pumping Class I (contingency)	Contingency	\$41,250
Bypass pumping Class II (contingency)	Contingency	\$73,150
Single WR inlet	None anticipated in project	
Storm Manhole	Contingency	\$7,200 (portion of MSHA Broadway accounted for elsewhere)
15" RCCP SD	Contingency	\$912 (portion of MSHA Broadway accounted for elsewhere)

ATTACHMENT 5

18" RCCP SD	Contingency	\$5,628 (portion of MSHA Broadway accounted for elsewhere)
24" RCCP SD	Contingency	\$49,023 (@ Broadway and equivalence at Citgo MSHA BCCMPA)
Curb and gutter	Unknown as missile used	\$23,610
Driveway aprons	Unknown as missile used	\$20,859
Sidewalk ramps	Unknown as missile used	
Mobilization	None planned	<u>\$29,283</u> (MSHA land became available for staging)
		\$1,555,723

Taking away from the above item listed as contingency and items included in other prior categories highlighted in red (\$227,190), it equals **\$1,328,533 (without contingencies)**

With the previously updated estimate of \$4,965,881 (first update) plus the above \$1,328,533 it equals **\$6,294,414 original estimate**
 Adding the applied contingency of 10% it equals **\$6,923,855 estimated with all items**
 Adding the \$216,000 for inspection services it equals **\$7,139,855 estimated with all items including contingency % and inspection services**

Special Note:

As a point of comparison, if not use % contingency in total estimate and compare to actual contingencies to date with projection to end of project.

Actual contingencies encountered to date are \$823,119 (update 2/20/2019) minus \$13,740 (for MSHA Broadway in red above) plus contingencies in red) **\$213,450 = \$1,022,829** to date.

If add actual contingencies to the original updated estimate \$6,294,414 it equals \$7,317,243.

If add \$216,000 inspection and geotechnical services to actual contingencies estimate it equals **\$7,533,243**.

With ≈ 40% of our total unit price contingencies yet to be applied from January 2019 through completion we get a projected \$151,460 in additional unit price contingencies [$\$227,190 \times 0.40 \div 0.60$] to give us what the estimate, if completed after all information was available, it equals **\$7,684,703**.

Based on recent review of contingency costs \$1,427,995 - \$13,740 + \$88,231 (in red items) = \$1,502,486 + \$6,294,414 + \$216,000 (Inspections) = **\$8,012,900**. If all the variables were known, this would have been the estimated cost of the project.

Commerce Street Project Budget As of 09/09/19

	Original Estimate (does not include October or inspections/contingencies)	Original Estimate (including partial October-actual expenses and no inspections/contingencies)	Current Estimate (includes inspections/contingencies)	Current Estimate (includes inspections/contingencies)-with actuals
Nov 2018 Estimate to complete	\$ 3,507,000	\$ 3,507,000		\$ 3,507,643
Commerce - Partial Bill (October)	\$ -	\$ 210,825		\$ 210,825
Nov 2018 to complete Inspections/Contingency				\$ 174,504
	<u>\$ 3,507,000</u>	<u>\$ 3,717,825</u>		<u>\$ 3,892,971</u>
October 2018	\$ -	\$ 210,825		\$ 210,825
November 2018	\$ 300,000	\$ 300,000		\$ 281,113
December 2018	\$ 300,000	\$ 300,000		\$ 300,958
January 2019	\$ 300,000	\$ 300,000		\$ 318,493
February 2019	\$ 300,000	\$ 300,000		\$ 296,842
March 2019	\$ 300,000	\$ 300,000		\$ 561,386
April 2019			\$ 784,000	\$ 740,485
May 2019			\$ 350,000	\$ 345,788
June 2019			\$ 614,000	\$ 571,094
July 2019			\$ 354,800	\$ 345,692
August 2019			\$ 75,000	
Nov 2018-Apr 2019 Inspections/Contingency			\$ 123,748	\$ 103,695
May 2019 Inspections/Contingency			\$ 47,925	\$ 17,575
June 2019 Inspections/Contingency			\$ 35,450	\$ 23,952
July 2019 Inspections/Contingency			\$ 19,463	\$ 16,899
August 2019 Inspections/Contingency			\$ 14,720	\$ 12,383
Betterment (Pipe Replacement Mill Stream Bridge)			\$ 54,951	\$ 33,520
	<u>\$ 1,500,000</u>	<u>\$ 1,710,825</u>	<u>\$ 2,474,057</u>	<u>\$ 4,180,700</u>
Balance Remaining	\$ 2,007,000	\$ 2,007,000		\$ (287,729)

Retallack

*Liberty/Commerce Street Total to Date (from Latest Invoice)	\$ 7,912,277
Total	<u>\$ 7,912,277</u>
*Total Liberty Costs	\$ 3,914,035
Total Revised Estimated Commerce Costs	\$ 3,718,467
Total	<u>\$ 7,632,503</u>
Difference	\$ 279,775

Retallack Current Costs	\$ 7,912,277
Inspection/Contingency Current Costs	\$ 414,614
Total	<u>\$ 8,326,891</u>

	<u>Inspections- Actual</u>	<u>Contingency- Actual</u>
Beginning thru Oct 2018	\$108,264	\$131,846
	<u>\$108,264</u>	<u>\$131,846</u>
November 2018	\$14,874	\$1,128
December 2018	\$8,498	\$8,388
January 2019	\$9,191	\$851
February 2019	\$11,260	\$3,895
March 2019	\$15,697	\$48
April 2019	\$16,473	\$13,392
	<u>\$75,993</u>	<u>\$27,702</u>
May 2019	\$14,265	\$3,310
June 2019	\$19,774	\$4,178
July 2019	\$13,759	\$3,140
Aug 2019 Estimate/Actual	\$6,643	\$5,740
	<u>\$54,441</u>	<u>\$16,368</u>
Total Nov-Jul	\$130,434	\$44,070
Total	\$238,697	\$175,916

Total Current Inspections/Contingency	\$414,614
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Betterment remaining budget	\$21,431
Happy Lady Lane remaining budget	\$587,465
Pennsylvania Avenue remaining budget	\$38,500
Reinstate Op-Ex	\$66,830