

Tierrasanta

Public Facilities Financing Plan

Fiscal Year 2008



THE CITY OF SAN DIEGO

**City Planning & Community Investment Department
Facilities Financing**

April 2007

RESOLUTION NUMBER R- 302582

DATE OF FINAL PASSAGE MAY 07 2007

RESOLUTION OF THE COUNCIL OF THE CITY OF SAN
DIEGO APPROVING THE 2008 TIERRASANTA PUBLIC
FACILITIES FINANCING PLAN

WHEREAS, the Council of the City of San Diego [Council] has by its Resolution R-296569 designated an area of benefit in Tierrasanta and the boundaries thereof; confirmed the description of public facilities projects, the Community Financing Plan and Capital Improvement Program with respect to public facilities projects, the method for apportioning costs of the public facilities financing projects among the parcels within the area of benefit and the amount of the Facilities Benefit Assessments charged to each such parcel, the basis and methodology for assessing and levying discretionary automatic annual increases in facilities benefit assessments, and proceedings thereto; and ordered the proposed public facilities projects in the matter of the Tierrasanta Facilities Benefit Assessment Area; and

WHEREAS, Tierrasanta is an area in the later stages of development where significant infrastructure construction has occurred; and

WHEREAS, the objective of the Tierrasanta Facilities Benefit Assessment [FBA] was to ensure that funds would be available in sufficient amounts to provide community facilities when needed; and

WHEREAS, all assessments were collected at the building permit issuance stage of development and deposited into a special interest-earning fund for the Tierrasanta Facilities Benefit Assessment Area; and

WHEREAS, all FBA funds and interest on those funds have been expended on Capital Improvement Projects in the Tierrasanta community; and

WHEREAS, future public facilities can be funded through Development Impact Fees; and

WHEREAS, the "Tierrasanta Public Facilities Financing Plan, Fiscal Year 2008", revises and updates the "Tierrasanta Public Facilities Financing Plan, Fiscal Year 2003"

[R-296569 dated May 28, 2002]; NOW, THEREFORE,

BE IT RESOLVED, by the Council of The City of San Diego, that the Tierrasanta Public Facilities Financing Plan, Fiscal Year 2003" is hereby rescinded.

BE IT FURTHER RESOLVED, that the document titled "Tierrasanta Public Facilities Financing Plan, Fiscal Year 2008", a copy of which is on file in the office of the City Clerk as Document no. RR- 302582 is hereby approved.

BE IT FURTHER RESOLVED, that the Development Impact Fees [DIF] fee schedule contained in the "Tierrasanta Public Facilities Plan, Fiscal Year 2008", is declared to be an appropriate and applicable DIF fee schedule for all properties within the Tierrasanta Community area.


BE IT FURTHER RESOLVED, that the Docket Supporting Information [Executive Summary dated April 4, 2007] including all exhibits and attachments thereto, and the text contained in the "Tierrasanta Public Facilities Financing Plan, Fiscal Year 2008", a copy of which is on file in the office of the City Clerk as Document No. RR- 302582, are incorporated by reference into this Resolution as support and justification for satisfaction of

findings required pursuant to California Government Code sections 66001(a) and 66001(b) for impositions of DIFs. Specifically, it is determined and found that this documentation:

1. Identifies the purpose of the DIF;
2. Identifies the use to which the DIF is to be put;
3. Demonstrates how there is a reasonable relationship between the DIF's use and the type of development project on which the DIF is imposed; and
4. Demonstrates how there is a reasonable relationship between the need for the public facility and the type of development project on which the DIF is imposed.

BE IT FURTHER RESOLVED, that this activity is not a "project" as defined in CEQA Guidelines Section 15378; thus, it is exempt from CEQA pursuant to State CEQA Guidelines Section 15060(c)(3).

APPROVED: MICHAEL J. AGUIRRE, City Attorney

By 

Kimberly Ann Davies
Deputy City Attorney

KAD:cla
04/16/07
04/23/07 Cor. Copy
Aud. Cert.: N/A
Or.Dept: Facilities Financing
R-2007-977
MMS #4616

I hereby certify that the foregoing Resolution was passed by the Council of the City of San Diego, at this meeting of MAY 01 2007.

ELIZABETH S. MALAND
City Clerk

By: *Levia Richards*
Deputy City Clerk

Approved: 5.7.07
(date)

JSL
JERRY SANDERS, Mayor

Vetoed: _____
(date)

JERRY SANDERS, Mayor

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Mayor

Jerry Sanders

City Council

Scott Peters, President, Council District 1

Kevin Faulconer, Council District 2

Toni Atkins, Council District 3

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Figure 1
Tierrasanta Community Boundary Map

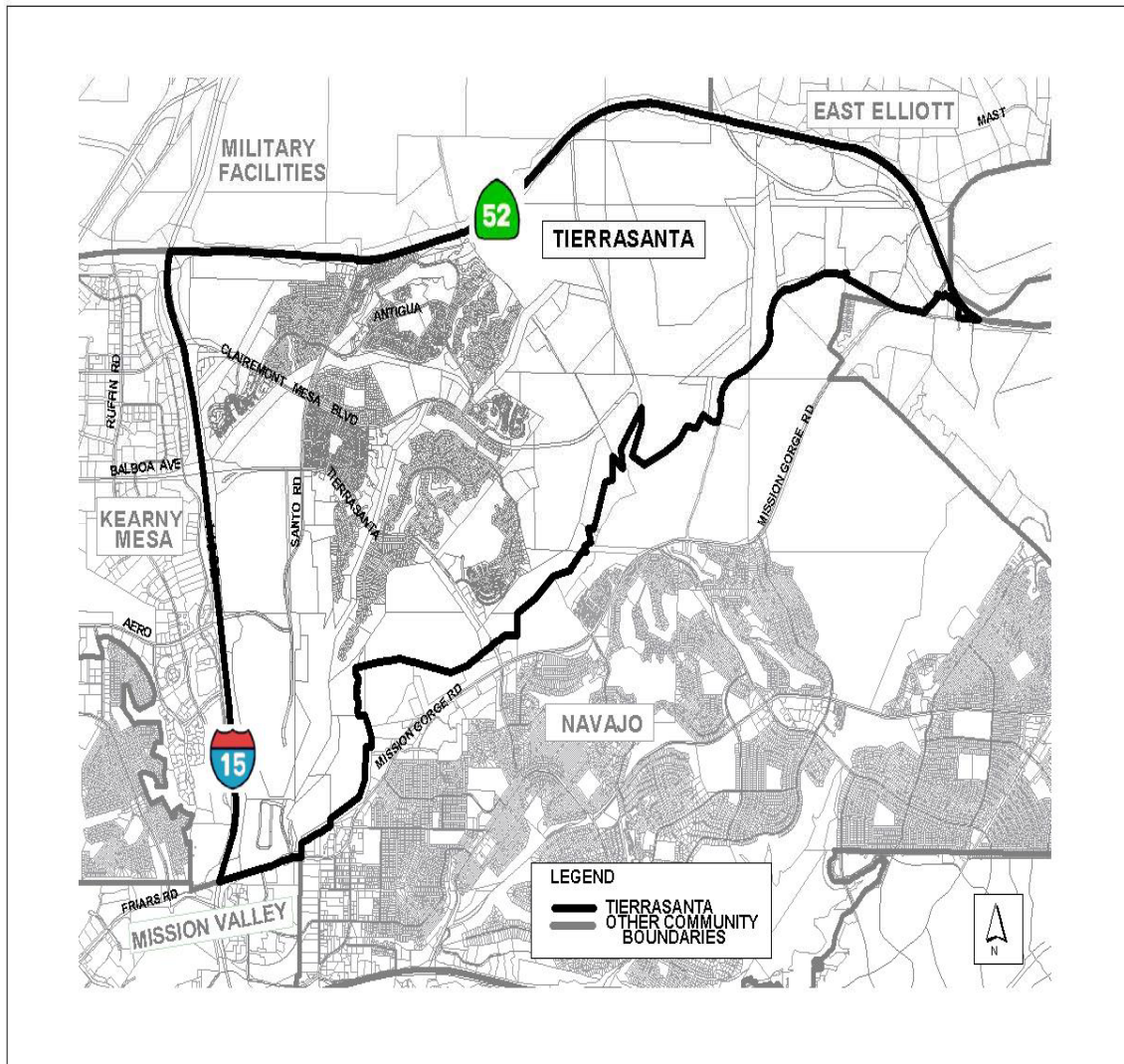


Table of Contents

| | |
|--|----|
| Tierrasanta Summary | 1 |
| Development Forecast and Analysis | 1 |
| Existing Public Facilities and Future Needs | 2 |
| Summary of Public Facilities Needs | 2 |
| Tierrasanta Public Facilities Financing Options | 3 |
| Development Impact Fee Determination | 7 |
| Distribution of Project Costs and Fee Determination | |
| Fire, Library, Park and Recreation, and Transportation Facilities | |
| Development Impact Fee Schedule | |
| Facilities Benefit Assessment Methodology | 9 |
| Description of Area of Benefit | |
| Determination of FBA Assessment | |
| Assessment Roll Description | |
| FBA Cash Flow Analysis and Table | |
| Facilities Index Map | 11 |
| Tierrasanta Project Summary Table | 12 |
| Tierrasanta Community Planning Association Priority List | 15 |
| Facility Project Sheets | 17 |
| Fire Project | |
| Library Project | |
| Park and Recreation Projects | |
| Transportation Projects | |
| Special Funds | 55 |
| Developer Agreement Funds | |
| Exaction Funds | |
| Park Service District Fund | |
| Appendix: | |
| Appendix A: Cost Estimate Breakdown for Park and Recreation Projects | 59 |
| Appendix B: Cost Estimate Breakdown for Transportation Projects | 60 |
| Appendix C: SANDAG 2030 City Housing Forecast | 61 |
| Appendix D: SANDAG 2030 City Population Forecast | 62 |

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Tierrasanta Summary

The PROGRESS GUIDE AND GENERAL PLAN for the City of San Diego recommends the division of the City into planning areas, which are designated as Urbanized, Planned Urbanizing and Future Urbanizing areas. Urbanized areas include the central portion of San Diego as well as the remaining older sections of the City. Planned Urbanizing areas consist of newly developing communities. Future Urbanizing areas include land which is primarily undeveloped.

The Tierrasanta Community Planning Area is designated as a Planned Urbanizing area. The procedure for a Facilities Benefit Assessment (FBA) was set forth in the San Diego City Ordinance No. O-15318 adopted on August 25, 1980. The dollar amounts of the Tierrasanta FBAs had been based upon the cumulative cost of public facilities, and were distributed equitably over the designated area of benefit. To date, all FBA assessments have been collected, and those monies expended on public facilities projects serving the designated area of benefit.

Future development will pay Development Impact Fees (DIF) to mitigate the impact of new development on public facilities. Monies collected will be placed in City interest-accruing funds, to be used only for capital improvements serving the Tierrasanta community. Because the Tierrasanta community is almost fully developed, DIFs will provide only a small portion of the financing needed for the facilities. Thus, the majority of the required public improvements will have to be provided through special funding mechanisms other than DIF.

This document, the Public Facilities Financing Plan, identifies the major public facilities needed over the next 25 years and sets the DIF for future residential, commercial and industrial development. This document supersedes the previously approved Public Facilities Financing Plan, adopted on May 28, 2002, by Resolution #R-296569. To ensure that this program maintains its viability, this plan may be periodically revised to include City Council changes (amendments) to the Community Plan.

Development Forecast and Analysis

The Tierrasanta Community Plan is a comprehensive policy guide for the development of the community. The Tierrasanta community, totaling approximately 7,241 acres, is developing in accordance with the Tierrasanta Community Plan, adopted on July 27, 1982 by Resolution R-256890. The Tierrasanta community is generally bounded on the north by State Route 52, on the east by the Mission Trails Regional Park, on the south by the San Diego River and Friar's Road, and on the west by Interstate 15.

The Tierrasanta community currently has approximately 11,432 residential dwelling units, and an estimated population of 31,267. The SANDAG Regional Growth Forecast Updates (Appendixes C and D, on pages 61 and 62) estimate that by the year 2030 approximately 83 additional residential dwelling units will be constructed and an estimated additional

2,346 persons will reside in the Tierrasanta community. Using the Tierrasanta Community Plan as a guide, the average number of daily transportation trips is calculated by an analysis of current and expected future development, and results in a total number of 150,000 average daily trips (ADTs) at full community development.

Existing Public Facilities and Future Needs

Fire Protection

Fire protection for the Tierrasanta community is provided by Station No. 39, located at 4949 La Cuenta Drive. Future fire facility projects include the relocation and expansion of this facility to accommodate increased personnel and equipment necessary to fully serve the community.

Library

The Tierrasanta community is served by the Tierrasanta Branch Library, located at 4985 La Cuenta drive. Future library projects include an expansion of the existing facility to better serve the community.

Park and Recreation

The Tierrasanta community is served by one community park, three neighborhood parks (Roadrunner, Villa Monserate, and Villa Norte), and joint-use facilities at DePortola Middle School, Farb Middle School, Kumeyaay Elementary School, Serra High School, Tierrasanta Elementary School, and Vista Grande Elementary School. In addition, approximately 2,800 acres of the Mission Trails Regional Park lies within the Tierrasanta planning area. Future Park and Recreation projects may include the acquisition of additional park acreage through direct purchase and through additional joint-use agreements with the school district.

Police Protection

The Tierrasanta community is served by the San Diego Police Department's Eastern Division, located on Aero Drive and Ruffin Road, and by the Navajo Police Storefront, located on Jackson Drive.

Transportation

The Tierrasanta community is served by a transportation network which consists of automobile and public transportation systems, bicycle and pedestrian routes. Future Transportation projects include street, traffic signal and bike path improvements.

Summary of Public Facilities Needs

The Tierrasanta Project Summary Table (pages 12 and 13) summarizes the facility needs of the Tierrasanta community, and reflects both long range needs and those reflected in the current Capital Improvements Program (CIP). Facility needs are subject to revision in conjunction with Council adoption of the Annual Capital Improvement's Program (CIP) budget. Depending on priorities and availability of resources, substantial changes are possible year to year.

Tierrasanta Public Facilities Financing Options

Financing Strategy

The City of San Diego has a variety of potential funding sources for financing public facilities. All FBAs have been collected, and because the Tierrasanta community is almost fully developed, potential future DIFs will provide only a small portion of the financing needed for the facilities. Thus, the majority of the required public improvements will have to be provided through special funding mechanisms other than DIF. Listed below are other current methods for financing public facilities:

- A. **Development Impact Fees (DIF)** are a method whereby the impact of new development upon the infrastructure is assessed, and a fee system developed and imposed on developers to mitigate the impact of new development. DIF cannot be used for existing development's share. Impact fees are collected at the time of building permit issuance. Funds collected are deposited in a special interest bearing account and can only be used for identified facilities serving the community in which they were collected. As sufficient funds are collected, the City proceeds with a construction program. Use of impact fees is one of the financing methods recommended for Tierrasanta.
- B. **TRANSNET, Gas Tax** and other programs such as a state-local partnership program may provide funds for community transportation projects. These funds will be allocated annually and may be used to fund a portion of long-range capital needs for future transportation improvements in Tierrasanta.
- C. **Assessment Districts** - Special assessment financing, using 1913/1915 Assessment Acts or a Mello-Roos District, could be used as a supplementary method of financing some facilities. A Mello-Roos District requires 2/3 voter approval for passage. Other assessment districts may require the support of the majority of the community.
- D. **Landscaping and Lighting Acts** - Funds may be used for parks, recreation, open space, planting and landscaping, street lighting facilities, and maintenance. Ballot measures require 2/3 voter approval for passage.
- E. **General Obligation Bond Issues** - Cities, counties and school districts may issue these bonds to finance land acquisition and capital improvements. The bonds are repaid with the revenues from increased property taxes. Bond issuance require 2/3 voter approval for passage.
- F. **Certificates of Participation (COP)** - Funds may only be used for land acquisition and capital improvements. City Council approval is required and a funding source for debt service must be identified.
- G. **Lease Revenue Bonds** may only be used for capital improvements. City Council approval is required.

- H. **Business License Tax Revenue** - Funds are allocated for general City operations but may be used for capital improvements. City Council approval is required.
- I. **Capital Outlay (Lease Revenue)** - Funds may only be used for capital improvements. City Council approval is required.
- J. **Community Development Block Grant (CDBG)** - This is a Federal grant that is applied for annually. City Council and HUD approval are required.
- K. **Franchise Fee Revenue** - The City collects franchise funds from San Diego Gas and Electric and cable companies for use of City right-of-way. These funds are allocated for general City operations but may be used for capital improvements. City Council approval is required.
- L. **Local Transportation Fund** - These funds are applied for and may only be used for bikeway projects. City Council and Federal approval are required.
- M. **Motor Vehicle License Fee (MVLFF) Revenue** - The State allocates a portion of vehicle license fee revenue to local governments. Funds are allocated for general City operations but may be used for capital projects. City Council approval is required.
- N. **Parking Violation Revenue** - Funds are allocated for general City operations but may be used for capital improvements. City Council approval is required.
- O. **Parking Meter Revenue** - Funds are allocated for general City operations but may be used for capital improvements. City Council approval is required.
- P. **Park Service District Fee (PSD)** - This fee is charged at the subdivision level and can only be used for parks and park improvements. City Council approval required.
- Q. **Property Tax Revenue** - Property owners are taxed one percent of the assessed value of the property. The City receives approximately 17 percent of the one percent. These funds are allocated for general City operations but may be used for capital improvements. City Council approval is required.
- R. **Transient Occupancy Tax** - The City's hotel tax is 10.5 % and funds are allocated to eligible organizations and City activities. City Council approval is required.
- S. **Annual Allocations** - Prior to the passage of Proposition 13, the City was able to access a portion of sales tax revenue to support the Capital Improvements Program. This is no longer possible. However, if other revenues are increased annual allocations could again be used to fund some capital facilities, including park and recreation facilities and transportation improvements. City Council approval is required.

- T. **Private Contributions** may be received by the City for capital improvements. City Council approval is required.

Potential methods for financing public facilities are described below:

- U. **Utility Users Tax** - Funds may be used for general City operations or capital improvement projects. These require 2/3 voter approval for passage.
- V. **Special Taxes for Fire and Police Protection** - Funds may only be used for fire and police activities. These require 2/3 voter approval for passage.
- W. **Special Taxes for Public Libraries** - Funds may only be used for libraries and library improvements. These require 2/3 voter approval for passage.
- X. **Park and Playground Act of 1909** - Funds may be used for parks, urban open-space land, and playground and library facilities. These require 2/3 voter approval for passage.
- Y. **Grants** are available and applied for from the Federal government, State, and other agencies.

General Assumptions and Conditions

In connection with the application of the above listed methods of financing, these general assumptions and conditions would apply:

1. Developers will be required to provide facilities normally provided within the subdivision process as a condition of subdivision approval, including but not limited to traffic signals.
2. Abutting property owners are responsible for frontage improvements such as sidewalks, curbs and gutters.
3. The DIF will be paid by the developer at the time of building permit issuance.
4. DIF funds collected will be placed in a separate interest bearing fund with interest earnings accumulated for use in the community planning area for identified facilities.
5. A developer or group of developers can propose to build or improve a specific facility identified in the Public Facilities Financing Plan and, upon City Council approval, enter into an agreement to provide the facility.

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Development Impact Fee Determination

Background

As a Planned Urbanizing community, all undeveloped and underdeveloped parcels in Tierrasanta were subject to assessments (FBAs). To date, all assessments have been collected, and monies fully expended on public facilities projects in the Tierrasanta community. Future development will pay impact fees (DIFs) to mitigate the impact of new development on public facilities. Because the Tierrasanta community is nearly built-out, DIFs collected will provide only a small portion of the financing needed for the facilities. Thus, the majority of public improvements will have to be provided through funding mechanisms other than DIF.

Distribution of Project Costs and Fee Determination

Development of the actual DIF to be imposed was based on the extent or degree to which each type of development generates a demand for, or receives benefit from the various existing public facilities. DIFs were determined for the various categories of needed public facilities on the basis of total amount of development expected at build-out, and additional public facilities needed at community plan build-out. The impact fee base includes all project needs except those identified as subdivider funded. The impact fee base includes an 8% charge, to cover City administrative costs.

Fire Facilities

The fire facilities portion of the impact fee relates to the cost of providing fire facilities to adequately provide fire protection services to both residential and non-residential development within the community. Residential impact fees are based on an average cost per dwelling unit. The average cost per 1,000 square feet of gross building area is used to determine fees for non-residential development.

The Tierrasanta fire station needs to be relocated and expanded. Using the total amount of both residential and non-residential development (approximately 15,673,000 square feet), and the DIF eligible cost of the fire station project, results in an impact fee of \$628 - per residential dwelling unit and per thousand square feet of non-residential development.

Library Facilities

Library needs are based on population which is derived from the number of dwelling units estimated at build-out. Therefore, only residential development is charged a DIF for library facilities. The existing branch library is proposed to be expanded to a 15,000 square foot facility. Allocating the DIF eligible cost of the expansion to the residential development build-out of 11,515 units results in an impact fee, including administrative costs, of \$717 per unit.

Park and Recreation Facilities

Park and recreation needs are based on population which is derived from the number of dwelling units estimated at build-out. Therefore, only residential development is charged a DIF for park and recreation facilities. The Park and Recreation Department has

identified projects needed in the Tierrasanta community at 2030 forecast. These are shown on the Project Summary Table on page 12, and in detail beginning on page 21. Allocating the Tierrasanta DIF share of cost for park and recreation facilities to the residential development at the SANDAG 2030 forecast of 11,515 dwelling units results in an impact fee, including administrative costs, of \$2,467 per unit. The FY 2008 cost estimate breakdown for park and recreation projects (derived from recently received competitive bids for similar other park development projects) is detailed in Appendix A, on page 59.

Transportation Facilities

There is a clear relationship between the use of transportation facilities and the generation of vehicular trips based upon land use. In the report “San Diego Traffic Generators,” authored by Caltrans and SANDAG, the traffic generated by various classes of use is detailed. This report summarizes data collected at major regional traffic generators as well as neighborhood and local traffic generators in the San Diego area. Traffic counts taken at each facility are related to various characteristics of the facility such as size, type of use, number of employees, floor area, parking spaces, or number of persons.

The residential portion of the transportation impact fee reflects an Average Daily Trip (ADT) factor of seven (7) as a basis for determining the impact fee. A considerable range has been found for traffic generation in non-residential developments depending on the character and use of the property. Non-residential land uses typically generate between 100 to 900 ADTs per acre. For non-residential development in the Tierrasanta community, the ADTs estimated per type of land-use are used for determining impact fees.

Using the approved land use intensity and trip generation rates, the total number of trips at community plan build-out is estimated to be 155,000. An analysis of the DIF eligible street improvements required at community build-out indicates that the cost per ADT for transportation facilities, including administrative costs, is \$1,530 per trip and \$10,713 per dwelling unit. The FY 2008 cost estimate breakdown for transportation projects (derived from recently received competitive bids from similar other transportation projects) is detailed in Appendix B, on page 60.

Development Impact Fee Schedule

Residential Development:

| | |
|-----------------------|-----------------|
| Fire | \$ 628 |
| Library | \$ 717 |
| Park/Recreation | \$ 2,467 |
| <u>Transportation</u> | <u>\$10,713</u> |
| Total (per unit): | \$14,525 |

Non-Residential Development:

| | |
|----------------|-------------------------|
| Fire | \$ 628 per 1,000 sq ft* |
| Transportation | \$1,530 per ADT |

* Per 1,000 sq ft of gross building area (GBA)

Facilities Benefit Assessment Methodology

Background

The Tierrasanta community has developed according to the Tierrasanta Community Plan and there are no remaining parcels on which assessments (FBAs) will be assessed. However, as the Tierrasanta community is still designated as a Planned Urbanizing Community, the methodology of how past FBA assessments had been determined is provided below.

The procedure for an FBA was set forth in San Diego City Ordinance No. O-15318 adopted August 25, 1980. The FBAs provided funding for public facilities projects that serve a designated Area of Benefit. The dollar amounts of the Tierrasanta FBAs had been based upon the cumulative cost of public facilities, and were distributed equitably over the designated area of benefit. In the preparation of the FBA Assessment Roll for Tierrasanta, each parcel and/or approved map unit in the area of benefit was apportioned its share of the total assessment according to the size and anticipated use of that property. At the time of building permit issuance the owner of each parcel developed was assessed an amount determined by the type and extent of the permit being requested. Monies collected were placed in a City revenue account and used solely for those capital improvements shown in the FBA plan for the area of benefit.

Description of Area of Benefit

The Tierrasanta FBA was applied to residential, commercial, industrial, and various combinations of these land uses, which were undeveloped at the time of the adoption of a Resolution of Intention (council's resolution of intent to designate the area of benefit). That area is known as the Area of Benefit. Parcels of land that were considered developed at the time of the adoption of the Resolution of Intention were not assessed. The location and extent of this Area of Benefit was determined by reference to multiple documents including but not limited to the County Assessor parcel maps, tentative subdivision maps on file, Tierrasanta Community Plan and the Precise Plan. As a result, 7,859 single family residential units, 3,360 multi-family residential units, 37.63 commercial acres and 8.04 industrial acres were assessed. The last FBA assessment was paid in March of 2000, and all FBA funds were expended in FY 2006.

Determination of FBA Dollar Assessment

The dollar assessment amount for the most recent FBA was determined on the basis of the following information: development schedule in dwelling units and acres; composite EDU factors for each type of land use; schedule of facility expenditures to be financed with monies from the FBA fund; interest rate of 4% applied to surplus monies over time; inflation rate of 4% per year for determining the future costs of the facilities to be constructed for the years beyond FY 2002; and an assessment increase following the inflation factor application to assessments remaining unpaid at the end of each fiscal year.

Expenses from the fund were of two types: direct payments for facility costs and administration; and credits to developers for facilities provided in accordance with Section

61.2213 of the FBA Ordinance. Per a reimbursement agreement adopted by City Council, a developer may be credited by the FBA fund for the cost of provided facilities. An individual developer owes deposits to the fund based upon the number of units developed in a particular year. Whether a developer or the fund itself provides a facility, it is treated as an expense to the FBA fund.

Assessment Roll Description

After adoption of a Resolution of Designation by the City Council, which imposes the FBA, liens were placed on the undeveloped portions of the County Assessor parcels and final map properties within the area of benefit.

As previously stated, all assessments in the Tierrasanta community have been paid. Therefore, no Assessment List is included in this document update.

FBA Cash Flow Analysis

Previous increases in the FBA were evaluated and adjusted to reflect the current economic conditions. Assessments were assessed and levied, based upon the type and extent of land use for each parcel within the area of benefit.

As there are no outstanding assessments due, for this financing plan update there was no analysis performed to calculate future-year FBA rates. All future development will pay Development Impact Fees.

FBA Cash Flow Table

| FY | FBAs Generated | | | | FBA Calculations | | | | FBA Income | | | Expended | Net |
|----|----------------|----|----|----|------------------|---------|----------|----------|------------|-----------|-----------|-----------|-------------|
| | SF | MF | Cm | In | SFDU | MFDU | CAC | IAC | FBA | Interest | Total | on CIP | Balance |
| 03 | 0 | 0 | 0 | 0 | \$4,364 | \$3,054 | \$23,444 | \$13,090 | \$0 | \$105,051 | \$105,051 | \$155,431 | \$1,615,936 |
| 04 | 0 | 0 | 0 | 0 | \$4,538 | \$3,177 | \$24,381 | \$13,614 | \$0 | \$21,830 | \$21,830 | \$551,990 | \$1,085,775 |
| 05 | 0 | 0 | 0 | 0 | \$4,720 | \$3,304 | \$25,357 | \$14,159 | \$0 | \$72,849 | \$72,849 | \$998,439 | \$160,186 |
| 06 | 0 | 0 | 0 | 0 | \$4,909 | \$3,436 | \$26,372 | \$14,726 | \$0 | \$7,409 | \$7,409 | \$167,595 | \$0 |
| 07 | 0 | 0 | 0 | 0 | \$5,105 | \$3,573 | \$27,427 | \$15,315 | \$0 | \$0 | \$0 | \$0 | \$0 |
| 08 | 0 | 0 | 0 | 0 | n/a | n/a | n/a | n/a | \$0 | \$0 | \$0 | \$0 | \$0 |

Balance: \$1,666,316