

# Orange Center School District



**DEVELOPER FEE JUSTIFICATION DOCUMENT FOR  
RESIDENTIAL, COMMERCIAL, AND INDUSTRIAL  
DEVELOPMENT PROJECTS  
LEVEL 1**

**TOTAL SCHOOL SOLUTIONS  
4751 MANGELS BOULEVARD  
FAIRFIELD, CA 94534**

**October 2024**

# Orange Center School District Board of Trustees

October 2024

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# FOREWORD

This “Developer Fee Justification Document” has been prepared to support the levying of Level 1 developer fees for the Orange Center School District (“District”). It incorporates recent data, such as changes made to California law and State Allocation Board (SAB) regulations, residential development data, SAB construction grant allowances per student for School Facilities Program (SFP) projects and inflationary increases in construction costs.

Government Code Section 65995 stipulates that the maximum fees that can be imposed on a development be adjusted biannually in even numbered years by the change in the Class B Construction Cost Index (CCI), as determined by the SAB at its January meeting. According to California’s Department of General Services’ *Office of Public School Construction* [website](#), on January 24, 2024, the SAB increased Level 1 fees to \$5.17/sf on residential construction and to \$0.84/sf on commercial/industrial construction based on a 7.84% inflationary factor reported in the RS Means Construction Cost Index.

The State School Facility Program (SFP) grant allowances are adjusted annually in accordance with SFP regulations which require the SAB to adjust new construction and modernization grants to reflect cost changes in the Class B Construction Cost Index as determined by the SAB in January of each year. On January 27, 2023, the SAB adjusted the SFP grants to reflect a 9.30% increase during the period January 1, 2023, through December 31, 2023 using the RS Means Class B Construction Cost Index (See *Annual Adjustment for Tentative Map Extension* table on the GES website mentioned above for more information).

The logo for Total School Solutions is written in a blue, cursive script font.

**Total School Solutions**

October 2024

# EXECUTIVE SUMMARY

This Developer Fee Justification Study was prepared for the Orange Center School District and demonstrates the District is justified in charging the maximum allowable Level I developer fees as well as the maximum allowable commercial and industrial fees due to the impact from residential and commercial/industrial development.

The Orange Center School District currently levies developer fees in the amount of 2.6112/sf for residential development and 0.4224/sf for commercial/industrial development based on 64% of the 2020 legal maximums of \$4.08 and \$0.66, with the remaining 36% going to the Washington Unified School District.

On January 24, 2024, the State Allocation Board (SAB) increased the allowable fee a District may charge to \$5.17/sf for residential construction and \$0.84/sf for most commercial and industrial development. This change increases the maximum allowable rate by \$1.09/sf for residential construction and \$0.18/sf for most commercial/industrial construction. The following table shows the previous fee amount, the new fee amount, and the increase.

**Table 1: 2024 Change in Developer Fee Rate**

Category	Previous	New	Change
Residential	\$4.08	\$5.17	\$1.09
Commercial/Ind.	\$0.66	\$0.84	\$0.18

Since Orange Center School District collects 64% of this fee, the increase is \$0.6976 for residential construction and \$0.1152 for most commercial/industrial construction

**Table 2: 2024 Change in District Developer Fee Rate**

Category	Previous	New	Change
Residential	\$2.6112	\$3.3088	\$0.6976
Commercial/Ind.	\$0.4224	\$0.5376	\$0.1152

The total projected housing units to be built within District boundaries over the next 5 years is 145 units, and based on local generation factors, should generate approximately 75 students. The estimated fees generated by this construction of \$872,553 are insufficient to pay for the impact the increased number of students has on facilities and therefore the increased rates for both residential and commercial construction are therefore justified.

## PURPOSE AND SCOPE

This report analyzes the cost of providing school facilities for students generated by future residential and commercial/industrial development projects in the Orange Center School District (“District”). Total School Solutions has been retained by the District to conduct the analysis and prepare this report.

Level 1 fees are adjusted every two years according to the inflation rate for Class B construction as determined by the State Allocation Board (SAB). Government Code Section 66001 requires that a reasonable relationship exists between the amount and use of the fees and the development on which the fees are to be charged. The purpose of this report is to show that the District meets pertinent requirements of state law regarding the collection of developer fees.

State law gives school districts the authority to charge fees on new residential and commercial/industrial developments if those developments generate additional students and cause a need for school facilities. Government Code Section 65995 authorizes school districts to collect Level 1 fees on future development of no more than \$5.17/sf for residential construction and \$0.84/sf for commercial/industrial construction.

To collect these fees, a district must demonstrate and document a reasonable relationship that exists between the need for construction or reconstruction of school facilities and the residential and commercial development. Three basic required connections or nexuses between the need for the construction and reconstruction and the commercial and industrial development included in this report are the:

- **Burden Nexus:** This report identifies the number of students projected to be generated by residential, industrial and commercial development and the facility cost impact of these students.
- **Cost Nexus:** This report identifies the cost of providing school facilities for students generated by future residential and commercial/industrial development and that this cost exceeds the expected revenues generated from this development.
- **Benefit Nexus:** This report shows the students generated by this development will benefit by the construction or reconstruction of school facilities in the Orange Center School District.



# NEW ENROLLMENT CAUSED BY DEVELOPMENT

## Orange Center School District Enrollment

Located in Fresno County, Orange Center School District serves the communities in Fresno city. Approximately 1,680 students attend Orange Center School District which consists of a K-8 elementary school and a K-12 virtual academy.

**Table 2: District 2023-24 Enrollment**

Schools	Grades	Enrollment 2023-2024
Orange Center Elementary	K-8	248
California Virtual Academy at Fresno	K-12	1,432
<b>Total</b>	<b>K-12</b>	<b>1,680</b>

For the purpose of this report, since the virtual academy is not a “brick and mortar” school, therefore only the enrollment of Orange Center Elementary is used.

## New Residential Development

To estimate future residential development in the District, this report utilized previous developer fee collection records of the District. It is assumed that developer fee revenue is based on new residential units, 500+ square feet additions to existing homes, commercial developments, and other sources not identified.

The estimated square feet of residential space subject to the fee for the four-year period 2019-20 through 2022-23 was calculated by dividing the fee revenues by 2.4256 (64% of \$3.79) for 2019-20, and for 2020-21 onwards by 2.6112 (64% of \$4.08), as follows:

**Table 3: Estimated Square Feet Calculation**

	2019-20	2020-21	2021-22	2022-23
<b>Revenue</b>	\$156,098	\$226,444	\$97,042	\$59,345
<b>Estimated Sf</b>	64,354	86,720	37,164	22,727

The four-year average of 52,741 sf from new homes and 500+ sf additions to existing homes will be used to estimate the developer fee revenues to be levied for the coming five-year period. The estimated sf of a building permit is 1,800 sf. Based on the average; it is estimated that 145 new units will be built with a total of 263,707 sf over the next 5 years. It is reasonable to assume that an annual construction amount of 52,741 sf/year will be maintained, resulting in a total annual fee of about \$174,511 based on \$3.3088/sf (64% of \$5.17/sf).

## Student Generation Factor

In assessing the influence of new developments, the District must accurately gauge the student influx resulting from these projects. To ensure that the financial burden borne by new developments accurately reflects the impact of generated students, a student generation factor (SGF) is employed. This factor correlates the number of students to the quantity of new housing

units, providing a crucial linkage between residential construction endeavors and enrollment projections.

While the state-wide factor mandated by the Office of Public School Construction stands at 0.4, 0.1 and 0.2 for grades K-6, 7-8 and 9-12 respectively, this study adopts local factors to determine the new students generated from residential development, which will result in a more accurate projection. The SGF is determined by comparing the number of housing units within the school district to the student enrollment recorded in the 2022 Census.

**Table 4: District Student Generation Factor**

Grades	SGF
K-6	0.404
7-8	0.096
<b>Total</b>	<b>0.500</b>

When using Census data, it is not possible to distinguish students residing in multi-family units versus single-family units. Therefore, only the aggregate average yield rate is presented. However, data from the 2022 US Census reveals that 93% of all housing units within the district are single-family dwellings. It is logical to infer that the composition of new housing units will mirror the existing housing. Consequently, we use the historical housing composition percentages and the student generation rate to formulate accurate student projections.

### New Residential Development Impacts

Based on the student generation factor and 29 new housing units annually, the estimated number of students from residential construction is calculated as follows:

**Table 5: Students Generated from Residential Development**

Grades	SGF	District Annual Students	District 5-Year Students
K-6	0.404	12	60
7-8	0.096	3	15
<b>Total</b>	<b>0.500</b>	<b>15</b>	<b>75</b>

### Impact on Total Enrollment Due to Development

Using the projected 5-year increase in student enrollment calculated above, and based on the District 2023-24 enrollment, the 2028-29 enrollment was estimated as given below and compared with the capacity for each grade level.

**Table 6: Enrollment Impact of Generated Students**

Grades	District 2023-24 Enrollment	District 5 Year Students	District 2028-29 Enrollment
K-6	194	60	254
7-8	54	15	69
<b>Total</b>	<b>248</b>	<b>75</b>	<b>323</b>

The District’s enrollment is projected to increase by 75 students due to residential development and increase to 323 students using the 2023-24 enrollment.

# FACILITY CAPACITY

The impact of development will bring an estimated 75 students to the District over a 5-year period. It is, therefore, important to analyze the capacity of the existing facilities and compare this capacity to the projected enrollment. The District’s capacity is calculated using the State classroom loading standards which are listed below.

## Classroom Loading Standards

**Table 7: State Loading Factor**

Grade Level	Students per Classroom
TK-Kindergarten	25
Grades 1-3	25
Grades 4-6	25
Grades 7-8	27
Non-Severe Special Education	13

These loading standards are established by the state and used when the District submits an application for funding to the State Facility Program. The above table does not include non-severe special education, which is limited to 13 students per classroom. As explained below, this report utilizes an 85% maximum capacity. Therefore, it is assumed that special education programs that require a smaller loading standard are contained in the 15% that is not being counted towards capacity.

## Existing Facility Capacity

The capacity of each site and the District is determined by counting the number of teaching stations at each site and multiplying that number by the loading standard for the grade levels being served. The classroom count was provided by the District. Since portable classrooms are temporary classrooms and not considered a long-term solution for student housing, portable classrooms were excluded from the District capacity for the purpose of this study. Furthermore, since there are other non-classroom programs in a school that require classroom usage, schools cannot load to 100% of capacity and offer a variety of educational programs required in today’s schools. A reasonable percentage to load schools is 75% to 85% of capacity, and therefore 85% of capacity is shown below. For K-8 schools, a weighted average of the state loading standard is used to calculate the capacity for grades K-8.

**Table 8: Existing Orange Center School District Capacity**

Grade Level	Classrooms*	Permanent	Portables	Loading Standard	Total Capacity	85% Capacity	2023-24 Enrollment	Existing Capacity
K-6	11	11	0	25	275	234	194	40
7-8	2	2	0	27	54	46	54	-8

\*Provided by District

The district is currently exceeding 85% capacity at the middle school level by 8 students and has a capacity for only 40 students at the elementary level.

### District Projected Unhoused Students

Based on the District’s capacity calculated above, and the estimated 2028-29 enrollment, the number of unhoused students was estimated as follows:

**Table 9: Unhoused Students Generated by Residential Development**

<b>Grades</b>	<b>District Capacity</b>	<b>District 2028-29 Enrollment</b>	<b>Unhoused Students</b>
K-6	234	254	20
7-8	46	69	23
<b>Total</b>	<b>280</b>	<b>323</b>	<b>43</b>

Although the District is projected to have 23 unhoused middle school students when portables are not included in the classroom count. Residential development is only projected to account for 15 of that number, therefore the cost impact of the 35 K-8 students will be used to determine the needed new construction cost caused by new development.

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# FISCAL IMPACT ON SCHOOLS

The District’s facilities need and associated costs consider three categories, as follows:

- School Construction
- Modernization and Reconstruction

## Construction Costs

The state SFP New Construction grant amounts for K to Grade 6, Grades 7 to 8, Grades 9 to 12, SDC-Non-Severe and SDC-Severe were adjusted by the State Allocation Board on January 25, 2023. The updated grant amounts, including grants for automatic fire detection/alarm and sprinkler systems, are as follows:

**Table 10: New Construction Grants**

Grades	Base Grant	Fire Detection/ Alarm	Sprinklers	Grant per Student
K-6	\$15,770	\$19	\$264	\$16,053
7-8	\$16,679	\$25	\$315	\$17,019
9-12	\$21,223	\$42	\$327	\$21,592
SDC-Non-Severe	\$29,637	\$56	\$559	\$30,252
SDC- Severe	\$44,314	\$79	\$835	\$45,228

It is assumed with these grants that the cost is split between the District and the state, therefore the grant amount represents only 50% of the construction cost, which is in actuality may be less than the cost the District will pay for construction.

## Unhoused Student Costs

From the projection of unhoused students provided in the previous section, the number of unhoused students resulting from new construction is 35. The cost to provide school facilities for these 35 future unhoused students from projected residential housing developments based on the state SFP Construction grant amount is shown in the following table:

**Table 11: Cost Impact of Unhoused Students**

Grades	Future Unhoused Students	Per Pupil Cost	Estimated Construction Cost
K-6	20	\$32,106	\$642,120
7-8	15	\$34,038	\$510,570
<b>Total</b>	<b>35</b>		<b>\$1,152,690</b>

## Modernization and Reconstruction Needs

In addition to new construction, it is necessary for the District to modernize existing facilities to maintain the same level of service to the students who are generated by new development. This report considers the modernization costs of the District and attributes the appropriate percentage of these costs to the students generated by new development.

## New Development Share of Modernization Costs

The modernization expense attributable to new development is calculated below using OPSC construction grant amounts and the number of new students projected to be generated by new residential construction.

The state SFP Modernization grant amounts for K to Grade 6, Grades 7 to 8, Grades 9 to 12, SDC-Non-Severe and SDC-Severe were adjusted by the State Allocation Board on January 24, 2024. The updated grant amounts, including grants for automatic fire detection/alarm, are as follows:

**Table 12: Modernization Grants**

Grades	Base Grant	Fire Detection/ Alarm	Grant per Student
K-6	\$6,005	\$195	\$6,200
7-8	\$6,350	\$195	\$6,545
9-12	\$8,315	\$195	\$8,510
SDC-Non-Severe	\$12,804	\$360	\$13,164
SDC- Severe	\$31,900	\$537	\$32,437

It is assumed with these grants that the cost is split between the District and the state, therefore the grant amount represents only 50% of the modernization cost.

The District currently has a capacity for 40 generated K-6 students, therefore from the 60 K-6 students generated by residential development, 40 K-6 students can be accommodated in the existing facilities. However, appropriate modernization and upgrades need to be made for these students.

**Table 12: Modernization Cost Incurred by New Students**

Grades	Students	Cost Per OSPC Construction Grant	Total
K-6	40	\$12,400	\$496,000

### Cost Summary (five Years)

The total costs of the District’s facility need over the next five years are summarized as follows:

**Table 13: Cost Impact Summary (Five years)**

Construction Cost Summary	Cost
New School Construction	\$1,152,690
Modernization/Renovation	\$496,000
<b>Total Cost</b>	<b>\$1,648,690</b>

## Existing Needs Identified in Facility Master Plan (FMP)

A 2022 Facilities Master Plan (FMP) documented a total of \$7,658,097 in potential future projects. These include \$4,109,097 for modernization and improvement of existing facilities and infrastructure while \$3,549,000 is needed for new construction.

**Table 14: Facility Master Plan New Facilities and Modernization Costs**

<b>Category</b>	<b>Cost</b>
<b>Site Systems</b>	
Utilities	\$206,700
Flatwork	\$279,500
Playgrounds	\$351,000
Traffic Circulation	\$136,500
Security & Safety	\$785,200
<b>Site Systems Total</b>	<b>\$1,758,900</b>
<b>Exterior Building Systems</b>	
Roofing	\$589,872
HVAC	\$260,000
Doors & Hardware	\$19,500
Exterior Paint	\$342,285
Windows	\$398,840
<b>Building Exterior Systems Total</b>	<b>\$1,610,497</b>
<b>Interior Building Systems</b>	
Flooring	\$117,000
Interior Lighting & Electrical	\$184,600
Wall Surfaces & Ceiling	\$327,600
Restrooms & Shower/Lockers	\$110,500
<b>Building Interior Systems Total</b>	<b>\$739,700</b>
<b>Modernization Total</b>	<b>\$4,109,097</b>
<b>New Facilities</b>	
New TK/K Classroom Wing (3 Classrooms)	\$3,549,000
<b>Totals</b>	<b>\$7,658,097</b>

### **Projected Revenue versus the Cost of Providing School Facilities**

While residential development is not responsible for all the unmet facility needs of the District, imposing a Level 1 developer fee is justified to provide funds to partially help finance the facilities modernization projects.

As shown in Section I of this report, an estimated 52,741 sf is projected to be constructed annually which equates to 263,705 sf of new construction built over a 5-year period. This construction will be subject to a Level 1 developer fee over the next 5 years and, at \$3.3088 (64% of 5.17/sf), will result in revenues of \$872,553. To raise the \$1,648,690 needed due to construction and modernization costs caused by new development, a fee of \$6.25/sf would need to be levied to generate this amount. Based on this calculation, the needed fee per square foot exceeds the SAB maximum of \$3.3088 (64% of 5.17/sf), and is therefore justified.

**Table 15: Developer Fee Calculation (Per Square Feet)**

	<b>Total Cost</b>	<b>Total Sf</b>	<b>Developer Fee/Sf</b>
Fee = Cost/Sf	\$1,648,690	263,705	\$6.25

# NEW COMMERCIAL/INDUSTRIAL DEVELOPMENT

Commercial/industrial development will attract additional workers to the District, and, because some of those workers will have school-age children, this development will generate additional students in the District. As shown in Section I, adequate school facilities do not exist for these students. New commercial/industrial development, therefore, creates a fiscal impact on the District by generating a need for new school facilities.

This report multiplies the following five factors together to calculate the school facility cost incurred by the District per square foot of new commercial/industrial development:

- A. Employees per square foot of new commercial/industrial development
- B. Percent of District employees that live in the District
- C. Houses per employee
- D. Students per house
- E. School facility cost per student

The report calculates each of these factors in the next sections.

## 1. Employees per Square Foot of Development

Education Code Section 17621 (e)(1)(B) states that “to determine the impact of the increased number of employees anticipated to result from the commercial or industrial development... shall be based upon the January 1990 edition of the San Diego Traffic Generators, a report of the San Diego Association of Governments.” (SANDAG)

**Table 16: Employees Per Square Foot of Commercial/Industrial Development\***

Commercial/Industrial Category	Avg Sf/ Employee	Employees/ Avg Sf
Banks	354	0.00283
Community Shopping Centers	652	0.00153
Neighborhood Shopping Centers	369	0.00271
Industrial Business Parks	284	0.00352
Industrial Parks	742	0.00135
Rental Self-Storage	17,096	0.00006
Scientific Research and Development (R&D)	329	0.00304
Lodging	882	0.00113
Standard Commercial Office	208	0.00480
Large High Rise Commercial Office	232	0.00432
Corporate Offices	372	0.00269
Medical Offices	234	0.00427

\*Source: SANDAG Traffic Generators Report, January 1990



**2. Percentage of Employees Residing Within the District**

According to the 2018-2022 American Community Survey 5-Year Estimates for the District, approximately 24.2% of people working in the District also live in the District.

**3. Number of Households per Employee**

According to the 2018-2022 American Community Survey 5-Year Estimates for the District, there are 722 employees and 508 homes in the district. This represents 1.42 employees per home and 0.70 households per employee.

**4. Number of Students per Dwelling Unit**

There were 254 K-8 students attending the district in 2022. This represents a ratio of 0.35 students per employee and 0.50 students per household.

**5. School Facility Cost per Student**

It is estimated that the school facility cost per K-8 student is \$32,535. This amount represents the weighted average of the OPSC construction grant for both the District and state amount.

**6. School Facility Cost per Square Foot of Commercial/Industrial Development**

The following table calculates the school facility cost generated by a square foot of new commercial/industrial development for each of the categories of commercial/industrial projects listed in Section A. School facility costs for development projects not included on this list may be estimated by using the closest employee-per-square foot ratio available for the proposed development or by following the district’s administrative procedures for appeals of school facility fee imposition.

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**Table 17: Facility Cost Per Square Foot of Commercial/Industrial Development**

Category	Employees per Sf	% Employees Residing in District	Dwelling Units per Employee	K-8 Students/Dwelling Unit	Cost per K-8 Student	Cost/Sf
Banks	0.00283	0.242	0.700	0.500	\$32,535	\$7.80
Community Shopping Centers	0.00153	0.242	0.700	0.500	\$32,535	\$4.22
Neighborhood Shopping Centers	0.00271	0.242	0.700	0.500	\$32,535	\$7.47
Industrial Business Parks	0.00352	0.242	0.700	0.500	\$32,535	\$9.70
Industrial Parks	0.00135	0.242	0.700	0.500	\$32,535	\$3.72
Rental Self Storage	0.00006	0.242	0.700	0.500	\$32,535	\$0.17
Scientific Research & Development	0.00304	0.242	0.700	0.500	\$32,535	\$8.38
Lodging	0.00113	0.242	0.700	0.500	\$32,535	\$3.11
Standard Com. Office	0.0048	0.242	0.700	0.500	\$32,535	\$13.23
Large High Rise Com. Office	0.00432	0.242	0.700	0.500	\$32,535	\$11.90
Corporate Offices	0.00269	0.242	0.700	0.500	\$32,535	\$7.41
Medical Offices	0.00427	0.242	0.700	0.500	\$32,535	\$11.77

Since the cost of providing facilities students generated by commercial and industrial development (except rental self-storage) exceeds the revenue these developments will produce, the fee is justified.

## FINDINGS

This section shows that the District meets the requirements of Government Code Section 66001 regarding the collection of developer fees and summarizes other potential funding sources for the District's capital projects.

### A. Government Code Section 66001(a)(1) – Purpose of the Fee

The purpose of collecting fees on residential and commercial/industrial development is to acquire funds to construct or reconstruct school facilities for the students generated by new residential and commercial/industrial developments.

### B. Government Code Section 66001(a)(2) – Use of the Fee

The District's use of the fee will involve constructing new school facilities and modernizing existing facilities. In addition, the fee may be used to construct additional facilities on existing school campuses and/or reconstructing school campuses. The District may also need to purchase or lease portable classrooms to use for interim housing while permanent facilities are being constructed. The District may also use the fee to pay for a COP that was used for the modernization of facilities.

Revenue from fees collected on residential and commercial/industrial development may be used to pay for any of the following:

- 1) Land (purchased or leased) for school facilities
- 2) Design of school facilities
- 3) Permit and plan checking fees
- 4) Construction or reconstruction of school facilities
- 5) Testing and inspection of school sites and school buildings
- 6) Interim school facilities (purchased or leased) to house students generated by new development while permanent facilities are being constructed
- 7) Legal and administrative costs associated with providing facilities to students generated by new development
- 8) Administration of the collection of developer fees (including the costs of justifying the fees)
- 9) Miscellaneous purposes resulting from student enrollment growth caused by new residential development

### C. Government Code Section 66001(a)(3) – Relationship Between Fee Use and the Type of Project Upon Which Fee Is Imposed

Future residential development will cause new families to move into the District and, consequently, will generate additional students in the District. As shown in the housing section of this report, adequate school facilities do not exist for these students. Future residential development, therefore, creates a need for additional school facilities. The fee's use (acquiring

school facilities) is, therefore, reasonably related to the type of project (future residential development) upon which it is imposed.

New commercial/industrial development will cause new workers to move into the District. Because some of these workers will have school-age children, commercial/industrial development will also generate new students in the District. As shown in this report, adequate school facilities do not exist for these students. New commercial/industrial development, therefore, creates a need for additional school facilities. The fee's use (acquiring school facilities) is, therefore, reasonably related to the type of project (new commercial/industrial development) upon which it is imposed.

**D. Government Code Section 66001(a)(4) – Relationship Between the Need for the Public Facility and the Type of Project Upon Which Fee is Imposed**

Future residential and commercial/industrial development in the District will generate additional students and, consequently, a need for additional school facilities. A relationship exists, therefore, between the District's need to provide additional school facilities and the construction of new residential and commercial/industrial development projects.

**E. Government Code Section 66001(b) – Relationship Between the Fee and the Cost of the Public Facility Attributable to the Development on Which the Fee is Imposed**

This report demonstrates that the school facilities cost attributable to future residential development exceeds the District's fee of \$5.17/sf. Therefore, Level 1 fees of \$5.17/sf on residential development are fully justified.

This report further demonstrates that the school facilities cost attributable to all categories of commercial/industrial development except rental self-storage range exceeds \$0.84/sf. Therefore, Level 1 fees of \$0.84/sf on these types of development are, therefore, fully justified. The school facility cost attributable to rental self-storage units is \$0.17 sf. Fees for this type and other low-employee-generating types of development should be examined on a case-by-case basis.

All school facility costs and fees in this report are calculated on a per-student basis to ensure that future developments only pay for the impact they cause.

**F. Other Funding Sources**

The following is a review of potential other funding sources for constructing school facilities.

1) *General Fund*

The District's General Fund budget is typically committed to instructional and daily operating expenses and not used for capital outlay uses, as funds are needed to meet the District's non-facility needs. General Fund monies may however, be used for portable lease payments, COPs or facilities projects if other funding sources are insufficient to meet commitments.

2) *State Programs*

The District has filed past applications for new construction and modernization projects under the School Facility Program based upon hardship. For new modernization applications, unless they can be filed on a hardship basis, the State match allowance would be 60%, which leaves a shortfall between State funding and the District's actual facilities needs. The School Facility Program could provide its 60% match if state bonds are available and local match funds of 40% are available. Furthermore, the District applied for modernization applications where the state and District would split costs in a 50/50 match. State funds for deferred maintenance cannot be used to pay for new facilities. State law prohibits the use of lottery funds for facilities.

3) *General Obligation Bonds*

School districts can, with the approval of 2/3 or 66% of its voters, issue general obligation bonds that are paid for from property taxes.

4) *Parcel Taxes*

Approval by 2/3 of the voters is required to impose taxes that are not based on the assessed value of individual parcels. While these taxes have been used in school districts, the revenues are typically used to supplement operating budgets.

5) *Mello-Roos Community Facilities Districts*

This alternative uses a tax on property owners within a defined area to pay long-term bonds issued for specific public improvements. Mello-Roos taxes require approval from 2/3 of the voters (or land owners, if fewer than 12) in an election.

6) *Undeveloped Land/Surplus Property*

The District owns no land or surplus property.

7) *Redevelopment*

The District has no Redevelopment Agency funds in effect.

# CONCLUSION

A reasonable relationship exists between residential, commercial and industrial development and the need to construct, reconstruct and modernize facilities in the Orange Center School District. The following required three nexus tests demonstrate that the District is justified in charging the maximum developer fee.

## **Burden Nexus**

Based on local historical data, new residential developments will generate an average of 0.500 student per unit. The District does not have adequate facilities and will need to construct new facilities and/or modernize existing facilities to provide the same level of service to new students who enroll in the District due to development.

## **Cost Nexus**

The cost to construct and reconstruct facilities due to the increased enrollment caused by development is \$6.25/sf of residential development. The maximum rate the District may charge for each square foot of residential development is 3.3088 (64% of \$5.17) resulting in a shortfall of \$2.9412/sf and therefore the District is justified in charging the maximum developer fee rate. Commercial and industrial development also do not generate enough in fees to pay for the impact on facilities caused by the number of students generated.

## **Benefit Nexus**

The District will collect this fee and it will be used for construction and reconstruction of school facilities, which will benefit the students who are generated by new development by providing them with adequate school facilities.

Specific uses for these funds are described in the Facility Master Plan Update of 2022 and include reconstruction and modernization work as well as new construction.

This study finds a reasonable relationship between the impact of the increased enrollment due to development, the fee collected from new development and the need for school facilities. Therefore, the District is justified in charging the maximum developer fee.

# APPENDIX A. CENSUS DATA

## Means of Transportation to Work by Selected Characteristics



Note: This is a modified view of the original table produced by the U.S. Census Bureau. This download or printed version may have missing information from the original table.

Orange Center Elementary School District, California			
	Total		Car,
Label	Estimate	Margin of Error	
Workers 16 years and over	722	±233	
EARNINGS IN THE PAST 12 MONTHS (IN 2022 INFLATION)			
POVERTY STATUS IN THE PAST 12 MONTHS			
Workers 16 years and over	722	±233	
Workers 16 years and over who did not work from home	666	±238	
TIME OF DEPARTURE TO GO TO WORK			
TRAVEL TIME TO WORK			
Less than 10 minutes	11.0%	±6.0	
10 to 14 minutes	13.2%	±6.6	
15 to 19 minutes	12.2%	±6.2	
20 to 24 minutes	29.7%	±11.0	
25 to 29 minutes	6.9%	±6.8	
30 to 34 minutes	21.0%	±9.2	
35 to 44 minutes	0.9%	±1.6	
45 to 59 minutes	3.8%	±3.6	
60 or more minutes	1.4%	±1.4	
Mean travel time to work (minutes)	N	N	
Workers 16 years and over in households	719	±234	
HOUSING TENURE			
Owner-occupied housing units	40.3%	±17.2	
Renter-occupied housing units	59.7%	±17.2	
VEHICLES AVAILABLE			
No vehicle available	1.5%	±2.7	
1 vehicle available	12.1%	±7.8	
2 vehicles available	44.5%	±18.0	
3 or more vehicles available	41.9%	±16.5	
PERCENT ALLOCATED			

## Selected Housing Characteristics



Note: This is a modified view of the original table produced by the U.S. Census Bureau. This download or printed version may have missing information from the original table.

Orange Center Elementary School District, California				
Label	Estimate	Margin of Error	Percent	Percent Margin of Error
▼ HOUSING OCCUPANCY				
▼ Total housing units	508	±122	508	(X)
Occupied housing units	471	±116	92.7%	±4.5
Vacant housing units	37	±24	7.3%	±4.5
Homeowner vacancy rate	0.0	±16.0	(X)	(X)
Rental vacancy rate	1.2	±2.2	(X)	(X)
▼ UNITS IN STRUCTURE				
▼ Total housing units	508	±122	508	(X)
1-unit, detached	473	±119	93.1%	±5.8
1-unit, attached	0	±13	0.0%	±7.6
2 units	0	±13	0.0%	±7.6
3 or 4 units	0	±13	0.0%	±7.6
5 to 9 units	0	±13	0.0%	±7.6
10 to 19 units	0	±13	0.0%	±7.6
20 or more units	3	±6	0.6%	±1.1
Mobile home	32	±31	6.3%	±6.0
Boat, RV, van, etc.	0	±13	0.0%	±7.6
▼ YEAR STRUCTURE BUILT				
▼ Total housing units	508	±122	508	(X)
Built 2020 or later	0	±13	0.0%	±7.6
Built 2010 to 2019	13	±18	2.6%	±3.3
Built 2000 to 2009	23	±24	4.5%	±4.5
Built 1990 to 1999	77	±55	15.2%	±9.7
Built 1980 to 1989	27	±20	5.3%	±3.9
Built 1970 to 1979	115	±45	22.6%	±9.3
Built 1960 to 1969	80	±86	15.7%	±15.2
Built 1950 to 1959	57	±28	11.2%	±5.4
Built 1940 to 1949	92	±47	18.1%	±8.3
Built 1939 or earlier	24	±21	4.7%	±4.0
▼ ROOMS				
▼ Total housing units	508	±122	508	(X)
1 room	0	±13	0.0%	±7.6
2 rooms	0	±13	0.0%	±7.6
3 rooms	34	±30	6.7%	±5.7
4 rooms	79	±39	15.6%	±6.8
5 rooms	201	±93	39.6%	±12.2
6 rooms	97	±46	19.1%	±8.6
7 rooms	78	±38	15.4%	±7.3
8 rooms	15	±15	3.0%	±2.8
9 rooms or more	4	±7	0.8%	±1.4



# APPENDIX B. OPSC RATES

REPORT OF THE EXECUTIVE OFFICER  
State Allocation Board Meeting, January 25, 2023

## ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS

### PURPOSE OF REPORT

To adopt the annual adjustment in the School Facility Program (SFP) grants based on the change in construction costs pursuant to the Education Code (EC) and SFP Regulations.

### DESCRIPTION

This item presents the State Allocation Board (Board) with the annual adjustment to the SFP grants based on the statewide cost index for Class B construction. Each year the Board adjusts the SFP grants to reflect construction cost changes. In January 2016, the Board adopted the RS Means index for 2016 and future years. This item presents the 2023 annual adjustment to SFP grants based on the RS Means index.

### AUTHORITY

See Attachment A.

### STAFF ANALYSIS/STATEMENTS

At the January 2016 meeting, the Board adopted an increase to the SFP grants using the RS Means Construction Cost Index (CCI) as the statewide cost index for Class B construction.

The current rate of change between 2022 and 2023 for the RS Means Class B CCI is 9.30 percent. The chart below reflects the amounts previously adopted for 2022 compared to the potential amount for the new construction base grants.

Grade Level	Regulation Section	Current Adjusted Grant Per Pupil Effective 1-1-22	RS Means 9.30%
			Potential Grant Per Pupil Effective 1-1-23
Elementary	1859.71	\$14,623	\$15,983
Middle	1859.71	\$15,466	\$16,904
High	1859.71	\$19,679	\$21,509
Special Day Class – Severe	1859.71.1	\$41,090	\$44,911
Special Day Class – Non-Severe	1859.71.1	\$27,480	\$30,036

**STAFF ANALYSIS/STATEMENTS (cont.)**

The following chart shows the amounts previously adopted compared to the potential amount for the modernization base grants.

<b>RS Means 9.30%</b>			
<b>Grade Level</b>	<b>Regulation Section</b>	<b>Current Adjusted Grant Per Pupil Effective 1-1-22</b>	<b>Potential Grant Per Pupil Effective 1-1-23</b>
Elementary	1859.78	\$5,568	\$6,086
Middle	1859.78	\$5,888	\$6,436
High	1859.78	\$7,710	\$8,427
Special Day Class – Severe	1859.78.3	\$17,746	\$19,396
Special Day Class – Non-Severe	1859.78.3	\$11,873	\$12,977

In addition, the CCI adjustment would increase the threshold amount for Government Code Section 66452.6(a)(2) for the period of one year commencing March 1, 2023. The following chart shows the amount previously adopted for 2022 compared to the resulting threshold amount, upon approval of the proposed 2023 CCI adjustment:

<b>RS Means 9.30%</b>		
	<b>Effective 3-1-2022</b>	<b>Potential 3-1-2023</b>
Resulting Amount	\$368,176	\$402,416

**RECOMMENDATION**

Adopt the increase of 9.30 percent for the 2023 SFP grants based on the RS Means Construction Cost Index as shown in Attachment B.

The State Allocation Board approved this Item on January 25, 2023.

## ATTACHMENT A

### AUTHORITY

For the New Construction grant, EC Section 17072.10(b) states, "The board annually shall adjust the per-unhoused- pupil apportionment to reflect construction cost changes, as set forth in the statewide cost index for class B construction as determined by the board."

For Modernization funding, EC Section 17074.10(b) states, "The board shall annually adjust the factors set forth in subdivision (a) according to the adjustment for inflation set forth in the statewide cost index for class B construction, as determined by the board."

Government Code Section 66452.6 states:

(a)(1) An approved or conditionally approved tentative map shall expire 24 months after its approval or conditional approval, or after any additional period of time as may be prescribed by local ordinance, not to exceed an additional 12 months. However, if the subdivider is required to expend two hundred thirty-six thousand seven hundred ninety dollars (\$236,790) or more to construct, improve, or finance the construction or improvement of public improvements outside the property boundaries of the tentative map, excluding improvements of public rights-of-way which abut the boundary of the property to be subdivided and which are reasonably related to the development of that property, each filing of a final map authorized by Section 66456.1 shall extend the expiration of the approved or conditionally approved tentative map by 36 months from the date of its expiration, as provided in this section, or the date of the previously filed final map, whichever is later. The extensions shall not extend the tentative map more than 10 years from its approval or conditional approval.

...

(2) Commencing January 1, 2012, and each calendar year thereafter, the amount of two hundred thirty-six thousand seven hundred ninety dollars (\$236,790) shall be annually increased by operation of law according to the adjustment for inflation set forth in the statewide cost index for class B construction, as determined by the State Allocation Board at its January meeting. The effective date of each annual adjustment shall be March 1. The adjusted amount shall apply to tentative and vesting tentative maps whose applications were received after the effective date of the adjustment.

SFP Regulation Section 1859.71 states,

The new construction per-unhoused-pupil grant amount, as provided by Education Code Section 17072.10(a), will be adjusted annually based on the change in the Class B Construction Cost Index as approved by the Board each January. The base Class B Construction Cost Index shall be 1.30 and the first adjustment shall be January 1999.

The new construction per-unhoused-pupil grant amount, as provided by Education Code Section 17072.10(a), may be increased by an additional amount not to exceed six percent in a fiscal year, or decreased, based on the analysis of the current cost to build schools as reported on the Project Information Worksheet (Revised 05/10) which shall be submitted with the Forms SAB 50-05 and 50-06 and as approved by the Board.

ATTACHMENT B

**ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS**

State Allocation Board Meeting, January 25, 2023

Grant Amount Adjustments

New Construction	SFP Regulation Section	Adjusted Grant Per Pupil Effective 1-1-22	Adjusted Grant Per Pupil Effective 1-1-23
Elementary	1859.71	\$14,623	\$15,983
Middle	1859.71	\$15,466	\$16,904
High	1859.71	\$19,679	\$21,509
Special Day Class – Severe	1859.71.1	\$41,090	\$44,911
Special Day Class – Non-Severe	1859.71.1	\$27,480	\$30,036
Automatic Fire Detection/Alarm System – Elementary	1859.71.2	\$17	\$19
Automatic Fire Detection/Alarm System – Middle	1859.71.2	\$23	\$25
Automatic Fire Detection/Alarm System – High	1859.71.2	\$39	\$43
Automatic Fire Detection/Alarm System – Special Day Class – Severe	1859.71.2	\$73	\$80
Automatic Fire Detection/Alarm System – Special Day Class – Non-Severe	1859.71.2	\$52	\$57
Automatic Sprinkler System – Elementary	1859.71.2	\$245	\$268
Automatic Sprinkler System – Middle	1859.71.2	\$292	\$319
Automatic Sprinkler System – High	1859.71.2	\$303	\$331
Automatic Sprinkler System – Special Day Class – Severe	1859.71.2	\$774	\$846
Automatic Sprinkler System – Special Day Class – Non-Severe	1859.71.2	\$519	\$567

ATTACHMENT B

**ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS**

State Allocation Board Meeting, January 25, 2023

Grant Amount Adjustments

<b>Modernization</b>	<b>SFP Regulation Section</b>	<b>Adjusted Grant Per Pupil Effective 1-1-22</b>	<b>Adjusted Grant Per Pupil Effective 1-1-23</b>
Elementary	1859.78	\$5,568	\$6,086
Middle	1859.78	\$5,888	\$6,436
High	1859.78	\$7,710	\$8,427
Special Day Class - Severe	1859.78.3	\$17,746	\$19,396
Special Day Class – Non-Severe	1859.78.3	\$11,873	\$12,977
State Special School – Severe	1859.78	\$29,579	\$32,330
Automatic Fire Detection/Alarm System – Elementary	1859.78.4	\$181	\$198
Automatic Fire Detection/Alarm System – Middle	1859.78.4	\$181	\$198
Automatic Fire Detection/Alarm System – High	1859.78.4	\$181	\$198
Automatic Fire Detection/Alarm System – Special Day Class – Severe	1859.78.4	\$498	\$544
Automatic Fire Detection/Alarm System – Special Day Class – Non-Severe	1859.78.4	\$334	\$365
Over 50 Years Old – Elementary	1859.78.6	\$7,735	\$8,454
Over 50 Years Old – Middle	1859.78.6	\$8,181	\$8,942
Over 50 Years Old – High	1859.78.6	\$10,709	\$11,705
Over 50 Years Old – Special Day Class – Severe	1859.78.6	\$24,655	\$26,948
Over 50 Years Old – Special Day Class – Non-Severe	1859.78.6	\$16,486	\$18,019
Over 50 Years Old – State Special Day School – Severe	1859.78.6	\$41,089	\$44,910

ATTACHMENT B

**ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS**

State Allocation Board Meeting, January 25, 2023

Grant Amount Adjustments

<b>New Construction / Modernization / Facility Hardship / Seismic Mitigation / Joint Use</b>	<b>SFP Regulation Section</b>	<b>Adjusted Grant Amount Effective 1-1-22</b>	<b>Adjusted Grant Amount Effective 1-1-23</b>
Therapy/Multipurpose Room/Other (per square foot)	1859.72 1859.73.2 1859.77.3 1859.82.1 1859.82.2 1859.125 1859.125.1	\$240	\$262
Toilet Facilities (per square foot)	1859.72 1859.73.2 1859.82.1 1859.82.2 1859.125 1859.125.1	\$430	\$470
Portable Therapy/Multipurpose Room/Other (per square foot)	1859.72 1859.73.2 1859.77.3 1859.82.1 1859.125 1859.125.1	\$54	\$59
Portable Toilet Facilities (per square foot)	1859.72 1859.73.2 1859.82.1 1859.125 1859.125.1	\$139	\$152

<b>New Construction Only</b>	<b>SFP Regulation Section</b>	<b>Adjusted Grant Amount Effective 1-1-22</b>	<b>Adjusted Grant Amount Effective 1-1-23</b>
Parking Spaces (per stall)	1859.76	\$18,596	\$20,325
General Site Grant (per acre for additional acreage being acquired)	1859.76	\$23,802	\$26,016
Project Assistance (for school district with less than 2,500 pupils)	1859.73.1	\$8,943	\$9,775

ATTACHMENT B

**ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS**

State Allocation Board Meeting, January 25, 2023  
Grant Amount Adjustments

<b>Modernization Only</b>	<b>SFP Regulation Section</b>	<b>Adjusted Grant Amount Effective 1-1-22</b>	<b>Adjusted Grant Amount Effective 1-1-23</b>
Two-stop Elevator	1859.83	\$148,757	\$162,591
Each Additional Stop	1859.83	\$26,778	\$29,268
Project Assistance (for school district with less than 2,500 pupils)	1859.78.2	\$4,770	\$5,214

<b>Facility Hardship / Rehabilitation</b>	<b>SFP Regulation Section</b>	<b>Adjusted Grant Amount Effective 1-1-22</b>	<b>Adjusted Grant Amount Effective 1-1-23</b>
Current Replacement Cost – Permanent Other (per square foot)	1859.2	\$477	\$521
Current Replacement Cost – Permanent Toilets (per square foot)	1859.2	\$859	\$939
Current Replacement Cost – Portable Other (per square foot)	1859.2	\$109	\$119
Current Replacement Cost – Portable Toilets (per square foot)	1859.2	\$279	\$305
Interim Housing – Financial Hardship (per classroom)	1859.81	\$49,032	\$53,592

<b>Charter School Facilities Program – Preliminary Apportionment Amounts</b>	<b>SFP Regulation Section</b>	<b>Adjusted Grant Amount Effective 1-1-22</b>	<b>Adjusted Grant Amount Effective 1-1-23</b>
Charter School Elementary (per pupil)	1859.163.1	\$14,698	\$16,065
Charter School Middle (per pupil)	1859.163.1	\$15,561	\$17,008
Charter School High (per pupil)	1859.163.1	\$19,750	\$21,587
Charter School Special Day Class – Severe (per pupil)	1859.163.1	\$41,286	\$45,126
Charter School Special Day Class - Non-Severe (per pupil)	1859.163.1	\$27,610	\$30,178
Charter School Two-stop Elevator	1859.163.5	\$123,964	\$135,493
Charter School Each Additional Stop	1859.163.5	\$22,314	\$24,389

ATTACHMENT B

**NEW SCHOOL ADJUSTMENTS (REGULATION SECTION 1859.83)**

State Allocation Board Meeting, January 25, 2023

Classrooms in Project	Elementary School Adjusted Grant Effective 1-1-22	Elementary School Adjusted Grant Effective 1-1-23	Middle School Adjusted Grant Effective 1-1-22	Middle School Adjusted Grant Effective 1-1-23	High School Adjusted Grant Effective 1-1-22	High School Adjusted Grant Effective 1-1-23	Alternative Education New School Effective 1-1-22	Alternative Education New School Effective 1-1-23
1	\$396,686	\$433,578	\$1,671,039	\$1,826,446	\$3,634,637	\$3,972,658	\$1,077,747	\$1,177,977
2	\$934,691	\$1,021,617	\$1,874,342	\$2,048,656	\$3,780,914	\$4,132,539	\$1,307,575	\$1,429,179
3	\$1,403,277	\$1,533,782	\$2,082,603	\$2,276,285	\$4,673,459	\$5,108,091	\$2,285,805	\$2,498,385
4	\$1,777,650	\$1,942,971	\$2,310,696	\$2,525,591	\$5,466,832	\$5,975,247	\$2,571,641	\$2,810,804
5	\$2,087,561	\$2,281,704	\$2,548,709	\$2,785,739	\$6,019,711	\$6,579,544	\$2,857,478	\$3,123,223
6	\$2,531,351	\$2,766,767	\$2,789,200	\$3,048,596	\$6,572,594	\$7,183,845	\$3,143,315	\$3,435,643
7	\$2,980,105	\$3,257,255	\$3,029,690	\$3,311,451	\$7,125,475	\$7,788,144	\$3,429,153	\$3,748,064
8	\$3,324,727	\$3,633,927	\$3,292,496	\$3,598,698	\$7,551,912	\$8,254,240	\$3,729,272	\$4,076,094
9	\$3,324,727	\$3,633,927	\$3,570,175	\$3,902,201	\$7,894,055	\$8,628,202	\$4,039,207	\$4,414,853
10	\$3,909,836	\$4,273,451	\$3,850,335	\$4,208,416	\$8,233,716	\$8,999,452	\$4,349,142	\$4,753,612
11	\$3,909,836	\$4,273,451	\$4,130,495	\$4,514,631	\$8,575,860	\$9,373,415	\$5,551,846	\$6,068,168
12	\$4,115,619	\$4,498,372			\$8,888,249	\$9,714,856	\$5,861,782	\$6,406,928
13					\$9,195,681	\$10,050,879	\$6,171,717	\$6,745,687
14					\$9,503,113	\$10,386,903	\$6,481,653	\$7,084,447
15					\$9,813,024	\$10,725,635	\$6,791,590	\$7,423,208
16					\$10,120,456	\$11,061,658	\$7,101,524	\$7,761,966
17					\$10,430,367	\$11,400,391	\$7,411,461	\$8,100,727
18					\$10,737,799	\$11,736,414	\$7,721,396	\$8,439,486
19					\$11,045,231	\$12,072,437	\$8,031,332	\$8,778,246
20					\$11,355,142	\$12,411,170	\$8,341,269	\$9,117,007
21					\$11,662,572	\$12,747,191	\$8,651,428	\$9,456,011
22					\$11,970,004	\$13,083,214	\$8,961,364	\$9,794,771
23							\$9,271,301	\$10,133,532
24							\$9,581,235	\$10,472,290
25							\$9,891,172	\$10,811,051
26							\$10,201,109	\$11,149,812
27							\$10,511,043	\$11,488,570