

Adopted Budget-in-Brief Fiscal Year 2016



This document is dedicated to James “Mac” McReynolds.

York County's longest serving County Administrator



Mac began his tenure with York County in 1983 as a senior accountant. Within five years, he was promoted to Chief of Budget & Accounting and four years later he became the Director of Financial & Management Services. He was appointed County Administrator in May, 2001. It was his leadership in this role that ushered the County into the modern era.

As a leader, Mac personified vision. As a boss, he treated employees fairly and always took time to say “hi”, often exhibiting his good humor through the telling of a joke or a story. His memory, recall, and math skills were phenomenal and he provided valuable guidance and direction to all County departments throughout the years. His experience and advice was immeasurable during the course of many difficult budget seasons.

Much beloved, he will be deeply missed, but not forgotten, by the Budget & Financial Reporting Division staff and by all County employees who knew him.

March 4, 1955 - October 19, 2014

In Memoriam



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York County Principal Officials

Board of Supervisors



Thomas G. Shepperd, Jr., Chairman



George S. Hrichak, Vice Chairman



Walter C. Zaremba



Sheila S. Noll



Donald E. Wiggins

Constitutional Officers

Clerk of the Circuit Court
Commissioner of the Revenue
County Treasurer
Commonwealth’s Attorney
Sheriff

Kristen N. Nelson
Ann H. Thomas
Deborah B. Robinson
Benjamin M. Hahn
J. D. Diggs

County Officials

County Administrator - Interim
County Attorney
Deputy County Administrator
Director of Community Services
Director of Environmental Services - Interim
Director of General Services
Fire Chief
Controller

J. Mark Carter
James E. Barnett
Vivian A. Calkins-McGettigan
Laurie Blanton-Coleman
Brian Woodward
Mark Bellamy
Stephen P. Kopczynski
Deborah Morris

This Adopted Budget-in-Brief is a summary document. Further detail on the FY2016 Adopted Budget and County operations can be obtained from the York County Department of Financial & Management Services or from the County’s web site at www.yorkcounty.gov

County Administration

Interim County Administrator
J. Mark Carter



Administrative/Legislative Services
Economic Development
Real Estate Assessment
Public Information
Planning

York County Board of Supervisors
May 6, 2015

May 6, 2015

The Honorable Chairman and Members
York County Board of Supervisors
224 Ballard Street
Yorktown, Virginia 23690-0532

Dear Members of the Board:

Subject: – Fiscal Year 2016 Adopted Budget

I am pleased to present the Fiscal Year 2016 Adopted Budget document, which reflects the priorities and details embodied in the Budget adoption actions taken by the Board of Supervisors on May 5, 2015.

In summary, the Adopted Budget includes the following:

- A General Fund budget that is only 0.7% higher than the fiscal year 2015 adopted budget, being consistent with the modest revenue growth projected for fiscal year 2016;
- No tax rate changes (maintains current real estate rate at \$0.7515 per \$100 of assessed value);
- An increase of \$361,000 (0.7%) in local funding for the School Operating Budget and funding of the School Division's Capital Improvements Program generally consistent with the FY2015 – FY2024 approved CIP;
- A compensation package for County employees that moderates health and dental insurance cost increases and which provides a market adjustment of 2.5%;
- An increase in funding to certain outside agencies to more closely match their requests after years of flat or reduced levels, with particular attention to those that are based on a per capita funding formula;
- An increase in departmental funding to maintain governmental service levels, address price increases, and continue to deliver quality services to citizens; and
- A decrease in debt service expenditures, which provided a funding source for the increased expenditures in other categories.

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A Hampton Roads Community

The Budget Process in York County

In York County, the budget serves three purposes. First, as a policy document, the budget represents the implementation of the Board's policy setting in the form of specific funding decisions. Second, it sets the tax rates and authorizes spending, which only the Board has the authority to do. Finally, the budget is a financial planning tool through which the County ensures that the available sources of funds will be sufficient to meet the anticipated and unanticipated cost of providing services to County citizens over the coming year. Please refer to the accompanying *Summary of FY2016 Budget Development and Adoption Process* for additional information.

York County adopts an annual operating budget for the fiscal period beginning July 1 and ending June 30. Fixed budgets are presented for the General Fund, Special Revenue Funds, Debt Service Funds, Capital Project Funds, Internal Service Funds and Enterprise Funds.

The Capital Improvements Program (CIP) is a ten-year plan, of which the first year represents the Capital Improvements Budget. The County has several major new buildings and large renovation projects in its long-range strategic plan and the CIP proposes a funding plan that would allow those projects to be accomplished.

In compliance with the Code of Virginia, York County's policy for the General Fund is to propose and adopt a balanced budget, whereby expenditures do not exceed available revenues. The County's revenue stream consists of local, state, federal and other financing sources. The majority of the County's revenue is derived from general property taxes. The County's expenditure budget is divided into various functional areas.

TOTAL COUNTY BUDGET - \$178,120,354

The total County Budget for all funds for fiscal year 2016 is \$178.1 million, net of inter-fund transfers of \$22.5 million and net of anticipated bond proceeds in the amount of \$22 million to fund the School Division's fiscal year 2015 and 2016 capital projects. Interfund transfers decreased by \$6.7 million from the proposed budget primarily because of a change in the method of accounting for employer contributions to the Health and Dental Insurance Internal Service Fund. Consistent with past budgets and the Board's spending priorities, the largest single component of the total County Budget is funding for Education and Educational Services. Funds for this purpose equal \$60.5 million or 33.9% of the total budget. After Education and Educational Services, the second highest spending priority is Public Safety. This function comprises \$31.6 million or 17.7% of the total County Budget.

The total County Budget (not netted) is \$222.6 million, including the General Fund budget of \$133.4 million, the various public utilities accounted for as Enterprise Funds and with total expenses of \$21.6 million, and all other funds totaling a combined \$67.6 million. The FY2016 Budget is 13.1% higher than the current year, primarily attributable to the \$22 million borrowing anticipated in the fall of calendar year 2015 to fund the School Division's fiscal year 2015 and 2016 capital projects, and which represents the resumption of a practice of borrowing every year vs. every other year.

The proposed County Budget is reconciled to the adopted County Budget below:

TOTAL PROPOSED TO TOTAL ADOPTED RECONCILIATION (net of interfund transfers)

Total Proposed County Budget (net of interfund transfers)	\$170,829,287
Reduction in interfund transfers due to a change in accounting treatment of health and dental premiums	6,738,433
Impact Aid Stabilization Fund transfer to School Capital Fund	450,000
Compensation adjustment	<u>102,634</u>
Total Adopted County Budget (net of interfund transfers)	<u>\$178,120,354</u>

TOTAL PROPOSED TO TOTAL ADOPTED RECONCILIATION

Total Proposed County Budget	\$200,033,669
Fall borrowing to fund school capital projects	22,000,000
Impact Aid Stabilization Fund	450,000
Compensation adjustment	<u>102,634</u>
Total Adopted County Budget	<u>\$222,586,303</u>

GENERAL FUND BUDGET - \$133,401,281

General Fund Revenues

General Fund revenues are derived from a variety of sources. Of the \$133.4 million in revenue estimated for fiscal year 2016, \$117.7 million or 88.2% is from local and other sources. The primary sources of local revenue are General Property Taxes (61.7%) and Other Local Taxes (22.3%), which combined are \$112.0 million, or 84.0% of total revenue. General Property Taxes reflects a \$211,000 increase, primarily due to expected increases in personal property taxes because of new car purchases.

Additional local revenue categories include Permits, Fees (including an increase in the Ambulance Transport Fees) and Regulatory Licenses; Fines and Forfeitures; Use of Money and Property; Charges for Services; Fiscal Agent Fees and Administration; Miscellaneous; and Recovered Costs. These sources account for 4.2% of General Fund revenues, or \$5.6 million. Other Sources total \$1.9 million or 1.4% and includes payments from the School Division for grounds maintenance, video services, radio maintenance and law enforcement at the high schools. Also in Other Sources is a transfer from the Marquis Community Development Authority Special Revenue Account for services provided to the facilities in the project area.

The remaining \$13.8 million or 10.4% is from various state and federal government supported programs.

General Fund Expenditures

The total General Fund expenditure budget is \$133.4 million, which is \$.9 million or .7% more than the current year budget. The Budget for fiscal year 2016 focuses on maintaining County services. Total personnel costs are increased by \$.7 million and that includes a 2.5% market adjustment and a 2% increase in health and dental insurance employer-share premium rates. Non-personnel increases total \$.2 million.

The net changes in County functions are as follows:

Public Safety	\$ 0.5 million
Finance & Planning	0.1 million
Education & Educational Services	0.1 million
Human Services	0.1 million
General Services	0.2 million
Capital Outlay, Fund Transfers and Debt Service	(0.3) million
General Administration, Judicial Services and Environmental Services	0.2 million
Community Services and Non-Departmental	- million
Total	<u>\$ 0.9 million</u>

Areas of special input are:

Education and Educational Services

The Budget shares the County's \$950,000 in revenue growth with the School Division in the same proportion as was the fiscal year 2015 contribution to the School Division – 38%, which provides \$361,000 of additional County funding. It also includes a reduction in funding in the School Debt Service Fund, which covers the cost of debt obligations for school renovation and construction projects, representing 1.2% of the General Fund Budget. This reduction reflects savings resulting from the payoff of school-related bonds. The Capital Improvements Program funds \$8.89 million of the School Division's requests for fiscal year 2016 and, consistent with the analysis conducted by County and School Division staff, and as mutually recommended by School Superintendent Dr. Shandor and I, programs funding for the new elementary school in fiscal year 2017, thus targeting a September 2019 opening of the new school. In addition, the Budget reflects the Board's decision to approve a transfer of \$450,000 from the Impact Aid Stabilization Fund to the Schools Capital Fund for a radio system enhancement project.

The budgets for other Educational Services, including Library Services and Cooperative Extension, represent 2% of the General Fund Budget.

Personnel

The compensation actions in the Adopted Budget include a 2.5% market adjustment for County employees. Other personnel changes include funding to support the employer share of a rate increase in health and dental insurance premiums, and the payments of research and reinsurance fees as mandated under the Patient Protection & Affordable Care Act. The increase in the employer (County) share of health and dental insurance costs has been minimized as a result of an analysis of the amount of reserves in the County's Health and Dental Insurance Fund.

ENTERPRISE FUNDS EXPENSE BUDGETS - \$21,553,074

The various funds included in this total are the Solid Waste Management Fund (\$4.6 million), the Water Utility Fund (\$.4 million), the Sewer Utility Fund (\$13.7 million), the Yorktown Operations Fund (\$0.1 million) and the Regional Radio Project Fund (\$2.8 million). Revenue in these funds is primarily generated through user fees and connection charges.

Water and Sewer Utility Funds account for the water and sewer operations and capital projects. The Sewer Utility Fund supports the Bruton High School and Homsbyville Area sewer projects, work management software replacement, sewer line and pump station rehabilitation, wood chipper and utility construction van replacement projects (included in the ten-year CIP).

OTHER COUNTY FUNDS EXPENSE BUDGETS - \$67,631,948

Other fund types maintained by the County include Special Revenue Funds (\$12.0 million), Debt Service Funds (\$30.9 million), Capital Project Funds (\$6.6 million), and the Internal Service Funds (\$18.1 million). These are special-purpose fund types that account for various activities throughout the County. As previously mentioned, \$22 million of this total represents an anticipated borrowing in the fall of calendar year 2015 to fund the School Division's fiscal year 2015 and 2016 capital projects.

The expenditure budgets for these combined funds reflect a decrease of \$7.8 million or 14.5% from the current year after eliminating the anticipated bond proceeds from the School Debt Service Fund. The Community Development Authority Revenue Account Fund budget is based on the revised Memorandum of Understanding and the restructured outstanding debt. The County Debt Service Fund reflects the payments required on outstanding debt and there are no new borrowings planned for County projects. The County Capital Fund includes funding for critical maintenance projects, video services equipment replacements, emergency services apparatus replacements, and road and drainage improvements. The Health & Dental Insurance Internal Service Fund accounts for the County's self-insured health and dental program which includes both employee and employer revenues, claims and management of appropriate reserves.

INTERFUND TRANSFERS - (\$22,465,949)

As a part of doing business, funds are transferred from one County fund to another. This usually occurs when the funds are collected in one fund and are allocated to another fund, such as the lodging tax, meals tax, or debt service payments. Interfund transfers have been netted from the total budget to eliminate duplication of transactions.

The impact of interfund transfers is as follows:

General Fund	\$ (21.5) million
Special Revenue Funds	(0.5) million
Internal Service & Enterprise Funds	<u>(0.5) million</u>
Net Interfund Transfers	\$ <u>(22.5) million</u>

COMMENTS

York County has a long tradition of fiscal conservatism that has served it well. As indicated by its excellent bond rating (upgraded to AAA by Standard and Poor's in 2014) and highly sought after credit, the County is in a solid financial position and has the resources necessary for sound fiscal management. These practices, many of which were recommended to the Board by the late James O. McReynolds (County Administrator, 2000 – 2014), have provided a foundation that enabled the County to weather the recession, yet we remain in a recovery mode. Staff in the County Administrator's Office and the Department of Financial & Management Services constantly monitor economic conditions, trends, and in particular, revenue collections. The fiscal year 2015 budget and financial plan remain on target as required to finish the current fiscal year within the appropriated budget and to provide a continued solid foundation for fiscal year 2016.

As in the past, this Budget reflects the efforts of County staff working diligently to keep costs to a minimum while still meeting the expectations of county citizens. I would like to thank all County agencies and departments for their efforts. A special thank you goes to Vivian Calkins-McGettigan, Deputy County Administrator, Debbie Morris, Controller, along with Budget & Financial Reporting Division Chief, Stephanie Moss, and staff members Debbie Goodwin, Renate Sutherland, Lisa Swartz, and Catherine McLain for a superb effort throughout the entire budget development and adoption process.

Respectfully,



J. Mark Carter
Interim County Administrator

County Administration

Interim County Administrator
J. Mark Carter

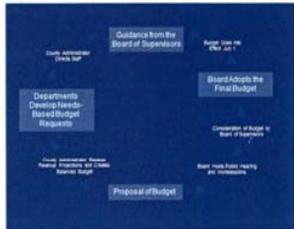


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May 6, 2015

SUMMARY of FISCAL YEAR 2016 BUDGET DEVELOPMENT and ADOPTION PROCESS

The budget process involves a coordinated effort by Department Directors, the Budget and Financial Reporting Division and the County Administrator to prioritize expenditure requests and implement specific funding decisions made by the Board. The budget process is a continuous, virtually year-round effort that starts with guidance from the Board of Supervisors and, in turn, guidance provided to departments and agencies by the County Administrator.



While departments do have data from past year's budgets to work with, each of their budget requests starts with a clean slate. Every year is different, and every proposed expenditure line is scrutinized to ensure that project, program, and personnel cost proposals are necessary and are consistent with Board and citizen priorities.

In York County, the budget serves three purposes. First, as a policy document, the budget represents the implementation of the Board's policy setting in the form of specific funding decisions. Second, the Board has the sole authority to set tax rates and authorize spending. This authority is exercised through approval of the annual operating budget. Finally, the budget is a financial planning tool through which the County ensures that the available sources of funds will be sufficient to meet the anticipated and unanticipated cost of providing services to County residents over the coming year.

In compliance with the Code of Virginia, the adopted General Fund Budget is balanced, whereby revenues equal expenditures. The County's revenue stream consists of local, state, federal and other financing sources. The majority of the County's revenue is derived from general property taxes. The County's expenditure budget is divided into functional areas.

York County adopts an annual operating budget for the fiscal period beginning July 1 and ending June 30. Fixed budgets are presented for the General Fund, Special Revenue Funds, Debt Service Funds, Capital Project Funds, Internal Service Funds and Enterprise Funds.

The Capital Improvements Program (CIP) is a ten-year plan, of which the first year represents the Capital Improvements Budget. The County has several major new buildings and large renovation projects, various emergency services and communications initiatives, and multiple utility infrastructure improvements in its long-range plan.

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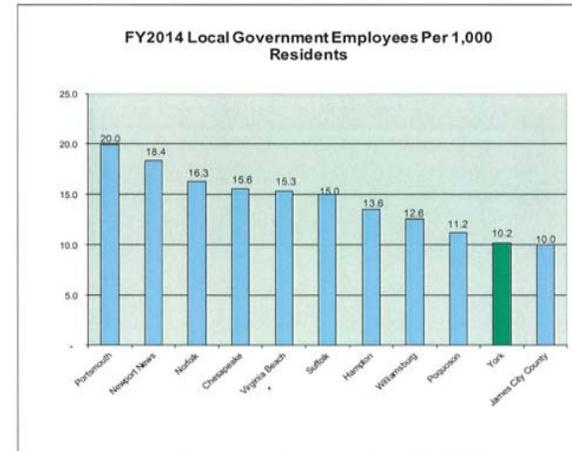
York County Board of Supervisors
May 6, 2015

The primary long-term issues that York County faces include its aging infrastructure, relative dependence on its top tax payers and the tourism industry, a growing number of unfunded mandates, including the Chesapeake Bay Preservation Water Quality Standards, and reduced support from state and federal sources, particularly impacting the Constitutional Officers and the School Division. The FY 2016 budget seeks to address these issues by providing funding to maintain infrastructure, support economic development and tourism activities, support the School Division, and provide funding to meet mandates. The County endured the challenges of maintaining adequate and expected service levels while experiencing the declines in revenue associated with the recession and the resultant impacts on property assessments and consumer spending and, consequently, has not been forced to draw on reserves, as has been the case with various other jurisdictions.

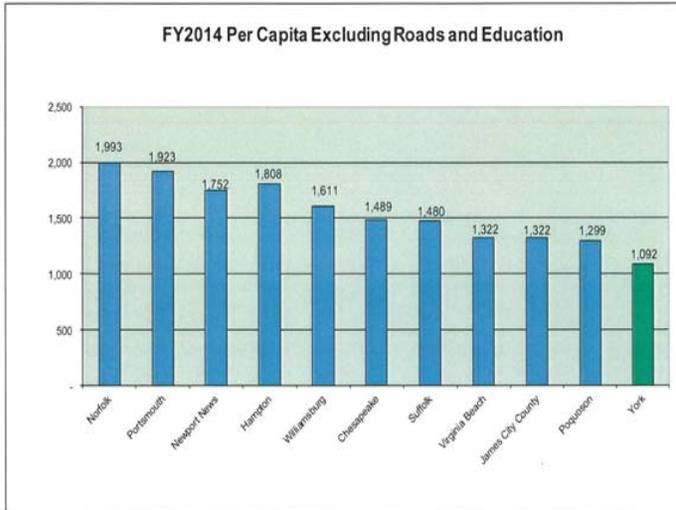
At the same time, the School Division has experienced decreases in state funding and has turned to the County for assistance to bridge the gap. Even with these challenges, the County, as evidenced by this table, has maintained one of the lowest tax rates in the region.

County/City	Rate
Portsmouth	\$1.27
Hampton	\$1.24
Newport News	\$1.22
Norfolk	\$1.15
Poquoson	\$1.07
Chesapeake	\$1.05
Suffolk	\$1.03
Virginia Beach	\$0.93
Isle of Wight	\$0.85
James City	\$0.77
York County	\$0.7516
Gloucester	\$0.65
Williamsburg	\$0.57

During the most recent completed fiscal year (2014), the County had next to the fewest employees in the region, with approximately 10 employees per 1,000 residents, while still successfully delivering a full array of services to citizens and businesses.



As this next graph demonstrates, in terms of operating expenditures, excluding roads and education, the County spent \$1,092 per capita in 2014, which was less than any jurisdiction in the region.



FY2016 Budget Challenges

Early guidance by the Board of Supervisors directed formulation of a budget that maintained service levels without requiring a tax increase. That guidance, coupled with assumptions and projections that: the local economy will grow at a modest rate; revenue will grow modestly; new construction will increase, but still remain relatively moderate in total volume; recent or future legislation will impose new mandates; and, existing levels of service must be maintained, created challenges for development of a balanced budget.

In addition, both the Board of Supervisors and the School Board expressed strong interest in being able to address and enhance employee compensation in the development of the fiscal year 2016 budget. Although York County does not strive to be the highest paid employer, the Board of Supervisors has recognized the importance of offering a competitive pay plan in order to retain and recruit qualified employees and has tried to be within a reasonable range with comparative localities. The fiscal year 2016 budget provides for a 2.5% market adjustment for County employees and the School Division provided comparable or better employee compensation increases in its budget as well.

In reviewing current and previous year revenue projections, it became obvious that assumptions made regarding revenue growth were overly optimistic. Real estate assessments are growing, however the growth is slower than anticipated. Therefore, it was necessary to decrease tax revenue

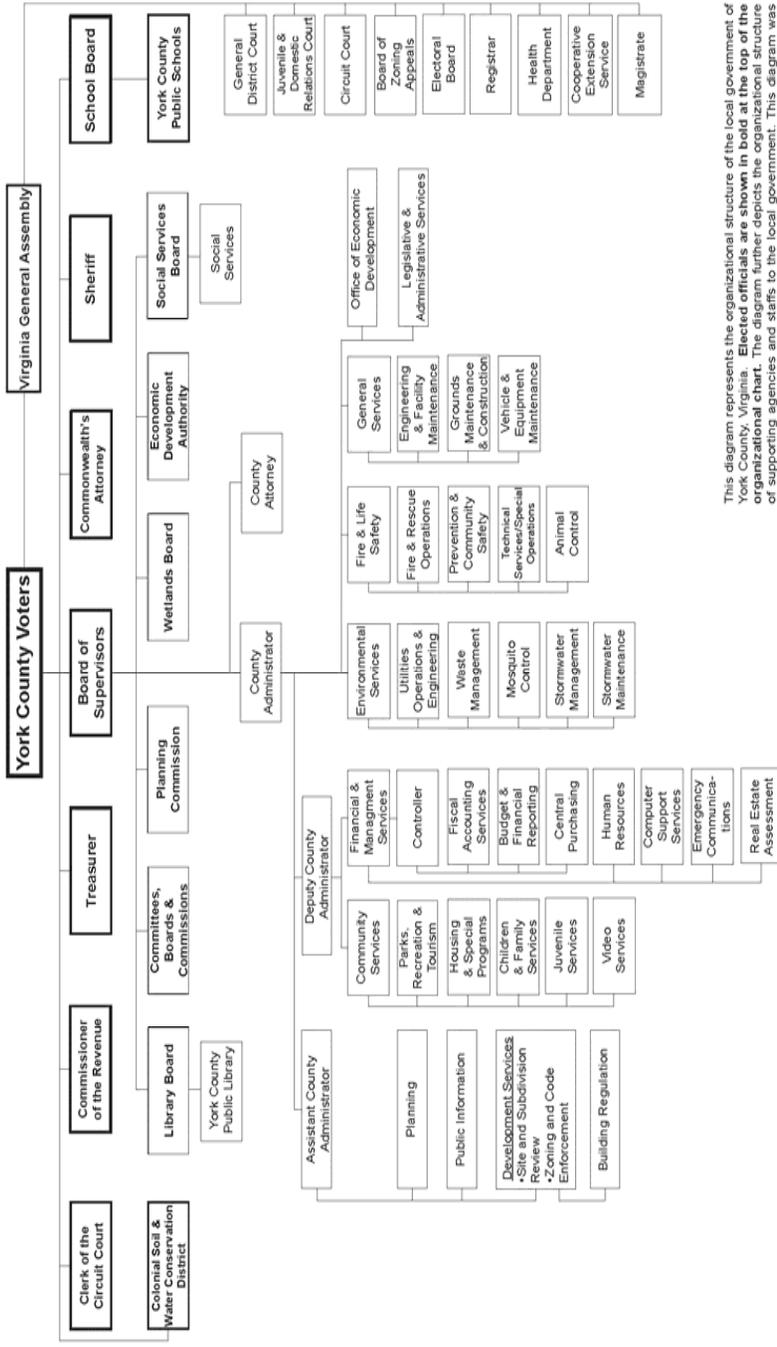
projections for FY2016 as compared to budgeted FY2015 amounts, even though new construction continues to add to the County's tax base. Overall, revenue growth is expected to average a modest 1% per year. The sole fee increase included in the FY 2016 Budget involves the Ambulance Transport Fees, which were increased for the first time since they were enacted in 2010. A review of regulations, allowable limits, service costs and rates of neighboring jurisdictions showed that the County's rates were at the lower tier of allowable limits as well as below those charged by other localities on the Peninsula.

Analysis of the Capital Improvement Program (CIP) for both the County and the School Division indicates that the dearth of funding during the recession years has taken its toll. Needs for both entities in the coming years will likely outpace the funding anticipated to be available under status quo revenue generation projections. The County and the School Division have determined that a team approach will provide a good mechanism for determining funding priorities for future iterations of the Capital Improvements Program. In addition, the Board of Supervisors has agreed to continue the practice of making supplemental appropriations for technology improvements using funds remaining in the School Operating Fund at the end of fiscal year 2015 and also to add the opportunity for appropriations to a school bus replacement fund. Moreover, to smooth debt service fluctuations associated with the County's recent years' practice of issuing bonds every two years to fund school projects, this budget reflects a plan to resume annual borrowings.

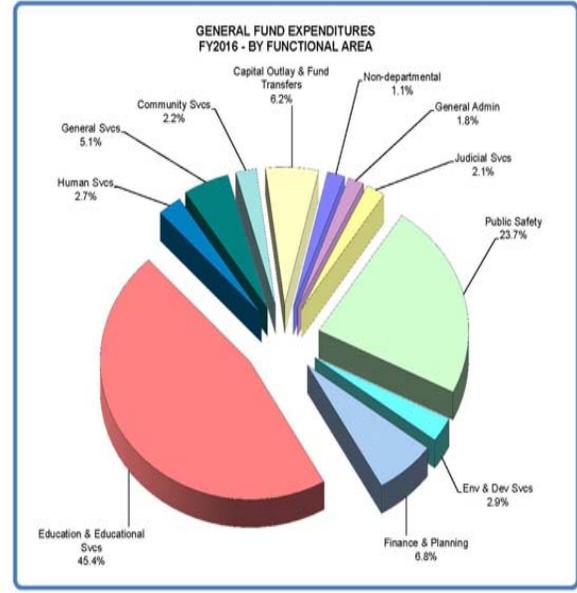
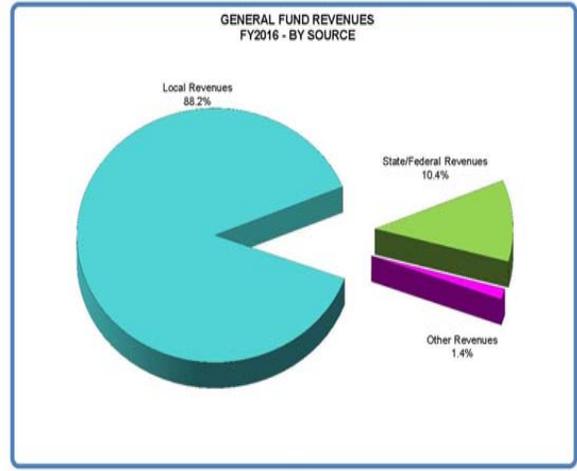
The County has taken several recent positive steps to assist with managing some of its on-going fiscal challenges. As with other localities, health insurance costs are a significant impact on the budget. The County hired a benefits consultant that has been successful in helping to negotiate rates and fees, keeping staff informed regarding Affordable Care Act impacts, and assisting with wellness initiative planning. In addition, the County has hired a financial advisor who is reviewing reserve policies and will assist with debt management planning and other matters relating to debt.

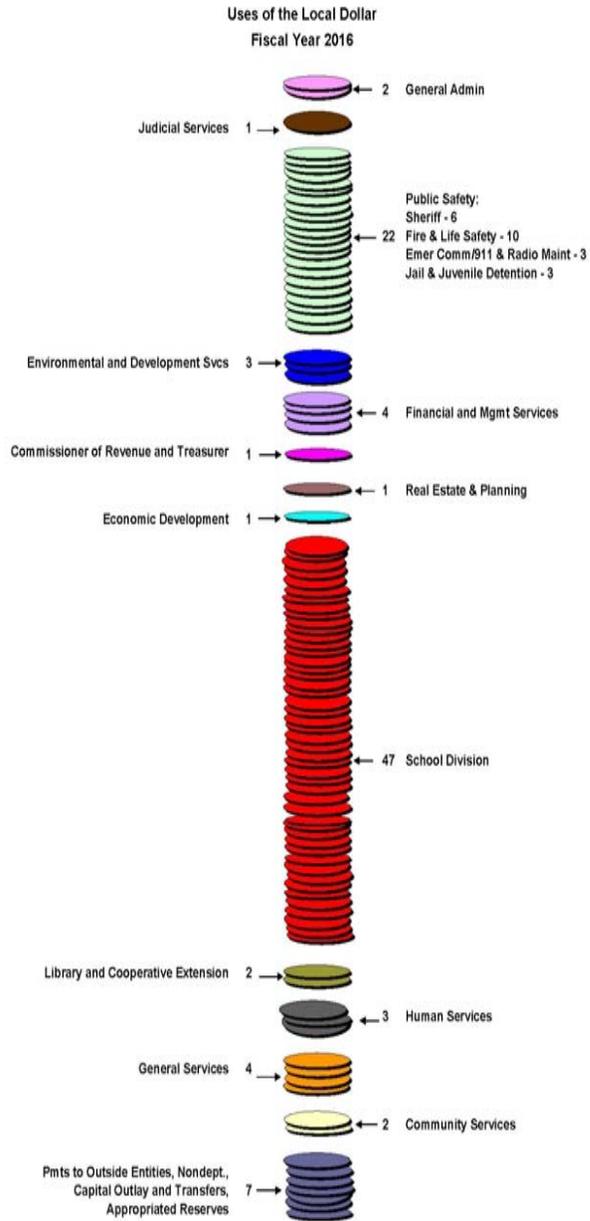
Future Outlook

Looking forward, the County remains well-positioned geographically, essentially halfway between the Norfolk/Virginia Beach and Richmond metropolitan areas and employment centers. The military continues to influence growth and development activity in York County as a result of consolidations and relocations. The County real estate tax base remains strong and opportunities exist for several major mixed use developments to come to fruition and to bolster the tax base, helping to further enhance the County's recovery from the effects of the recession, yet not completely alleviating the budgeting challenges that lie ahead.



This diagram represents the organizational structure of the local government of York County, Virginia. The diagram further depicts the organizational structure of supporting agencies and staffs to the local government. This diagram was prepared by the York County Public Information Office, 224 Ballard Street, Yorktown, Virginia, 23690. Mailing Address: P.O. Box 532, Yorktown, Virginia, 23690-0532. Updated November 2014





SCHEDULE OF DEBT OBLIGATIONS

Maturity	Original Issue	Principal Outstanding 7/1/2016	2016				
			Principal	Interest	Other Debt Service Expenditures/Expenses	Total Requirements	
Debt Service Funds							
General Obligation Bonds							
1987 VPSA School Bonds	7/15/2017	15,000,000	4,380,000	1,065,000	148,127	550	1,213,677
2003 VPSA School Bonds	7/15/2022	7,715,000	4,365,000	415,000	186,375	550	601,925
2004 VPSA School Bonds	7/15/2023	3,875,000	2,420,000	200,000	108,493	550	309,043
2005 VPSA School Bonds	7/15/2025	14,905,000	10,840,000	695,000	477,570	550	1,173,120
2006 VPSA School Bonds	7/15/2026	11,030,000	8,290,000	500,000	342,054	1,000	843,054
2008 VPSA School Bonds	7/15/2028	5,400,000	4,510,000	215,000	218,435	700	434,135
2009 VPSA School Bonds	7/15/2029	4,180,000	3,585,000	175,000	117,143	1,000	293,143
2010 VPSA Qualified School Construction Bonds	6/1/2027	1,120,000	860,000	65,000	59,472	1,000	125,472
2012 VPSA School Bonds	7/15/2032	6,925,000	6,705,000	230,000	291,808	1,000	522,808
2014 VPSA School Bonds	1/15/2035	8,530,000	8,530,000	195,000	433,210	1,000	629,210
		<u>78,680,000</u>	<u>54,265,000</u>	<u>3,755,000</u>	<u>2,382,687</u>	<u>7,900</u>	<u>6,145,587</u>
Capital Leases							
2010 E911 Equipment/Computer Aided Dispatch	12/1/2020	3,035,627	2,686,244	383,110	92,780	-	475,890
2008 Signaling Equipment	1/1/2016	150,000	46,977	23,932	922	-	24,854
		<u>3,185,627</u>	<u>2,733,221</u>	<u>407,042</u>	<u>93,702</u>	<u>-</u>	<u>500,744</u>
Lease Revenue Bonds							
2014 Lease Revenue Refunding Bonds	7/15/2023	9,865,000	8,925,000	570,000	313,150	2,500	895,650
2008 Lease Revenue	10/1/2029	17,230,000	14,800,000	660,000	709,425	1,000	1,370,425
		<u>27,095,000</u>	<u>23,825,000</u>	<u>1,230,000</u>	<u>1,022,575</u>	<u>3,500</u>	<u>2,256,075</u>
Enterprise Funds							
Capital Leases							
2008 Signaling Equipment	1/1/2016	2,038,931	638,542	325,301	12,525	-	337,826
Revenue Bonds							
2005 Sewer Revenue Refunding Bonds	6/1/2029	8,575,000	6,765,000	355,000	277,757	2,500	635,257
1982 Lackey Revenue Bonds	5/14/2032	600,000	417,201	15,483	19,931	-	35,424
2010 Sewer Revenue Bonds	6/1/2040	15,280,000	14,905,000	150,000	917,998	2,200	1,070,198
		<u>24,455,000</u>	<u>22,087,201</u>	<u>520,483</u>	<u>1,215,686</u>	<u>4,700</u>	<u>1,740,879</u>
Total All Issues		\$135,454,558	\$103,548,964	\$ 8,237,836	\$ 4,727,175	\$ 16,100	\$ 10,981,111

Prepared By:

Department of Financial & Management Services

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Stephanie S. Moss, CPA - Division Chief

Deborah A. Goodwin - Budget Supervisor

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