## STATE OF FLORIDA FLORIDA HOUSING FINANCE CORPORATION

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#### OCT 6 2023 10:31AM

# BEACON AT CREATIVE VILLAGE PARTNERS, LTD.

# FLORIDA HOUSING FINANCE CORPORATION

Petitioner,

FHFC CASE NO. 2023-083VW RFP Application No. 2022-122C

VS.

FLORIDA HOUSING FINANCE CORPORATION,

Respondent.

### PETITION FOR WAIVER OF RULE 67-48.002(96) AND THE 2021 QUALIFIED ALLOCATION PLAN'S REQUIREMENT FOR RETURNING HOUSING CREDIT ALLOCATIONS

Beacon at Creative Village Partners, Ltd. ("Beacon"), submits this Petition to Florida Housing Finance Corporation ("Florida Housing") for a waiver of Florida Housing's Qualified Allocation Plan's prohibition against returning 2022 Housing Credit Allocation ("Housing Credits") prior to the third quarter of 2024. The return of these Housing Credits is required before Florida Housing may reserve an allocation of future Housing Credits that Beacon requests be immediately allocated. *See* Rule 67-48.002(96), Florida Administrative Code ("FAC") (2021) (the "Rules"), and 2021 Qualified Allocation Plan Section II(J) ("QAP"). Due to events outside of Beacon's control, Beacon cannot meet the "placed in service" and "10% test" deadlines as required by the Carryover Allocation Agreement entered into on November 18, 2022. In support of this Petition Beacon provides as follows:

1. Pursuant to Section 120.542, Florida Statutes ("F.S.") (2021) and Rules 28-104.001 through 28-104.006, F.A.C., Beacon requests a waiver of Rule 67-48.002(96), F.A.C. (2021), and of Section II(J) of the 2021 QAP to allow the immediate return of its 2022 Housing Credit Allocation, and an immediate allocation of new Housing Credits (2023 or later).

2. The name, address, telephone and facsimile numbers for Beacon and its qualified representative are:

Beacon at Creative Village Partners, Ltd 335 N. Knowles Avenue, Suite 101 Winter Park, Florida, 32789 (407) 741-8500

3. The name, address, telephone and facsimile numbers of Beacon's attorneys are:

Michael P. Donaldson Carlton Fields Post Office Drawer 190 Tallahassee, FL 32302-0190 (850) 513-3613

4. Pursuant to RFA 2021-202, Beacon timely submitted its Application

for competitive Housing Credits under the Low Income Housing Tax Credit program

("LIHTC Program" or "HC Program" ). See. Application Number 2022-122C.

5. Equity raised from the allocated Housing Credits will be used for the construction of 85 residential units (76 of which will be low-income housing tax credit units) to be known as The Beacon at Creative Village (the "Development"). The Development will serve low-income y persons in the City of Orlando, Orange County, Florida.

6. Beacon's Application was selected for funding by Florida Housing, and Beacon was invited to credit underwriting. On May 9, 2022, Beacon accepted its invitation into Credit Underwriting and on May 25, 2022, Beacon provided the documentation required 21 days after accepting its invitation.

7. On May 9, 2022, Florida Housing issued the 2022 Construction Housing Inflation Response Program ("CHIRP") Invitation to Participant ("ITP"). On July 5, 2022, Beacon submitted its response to the ITP requesting additional funding for its proposed Development. Beacon has met all CHIRP criteria to date by closing its LPA and timely submitting for permits.

8. The overall Beacon Development was planned to be completed in multiple phases with Development contemplated in this Petition being the initial phase ("Beacon I"). An Application for funding for the second phase or Beacon Phase II was submitted to Florida Housing on or about December 29, 2022, in response to RFP 2022-202. ("Beacon II") A tentative award of funding for Beacon II was approved by the Florida Housing Board of Directors on January 27, 2023.

9. That tentative award of funding for Beacon II however was overturned by the Board on June 9, 2023, as a result of administrative litigation which challenged the initial funding decision of Florida Housing.

10. Pursuant to Rule 67-48.028(1), F.A.C. if an applicant cannot complete its Development by the end of the year in which the preliminary allocation of Housing Credits is issued, such applicant must enter into a "carryover allocation agreement" ("Agreement") with Florida Housing by December 31 of the year in which the preliminary allocation is issued.

11. On November 18, 2022, Beacon and Florida Housing entered into the Agreement for the Beacon I Development. The Agreement may (under Section 42 of the Internal Revenue Code) allow the Applicant until the end of the second year following the year in which the carryover allocation is issued to place the Development in service. In the instant case Florida Housing mandated in the Agreement that the Beacon I Development be placed in service by December 31, 2024. The Agreement further requires satisfaction of a 10% test by May 31, 2023 (extended to November 18, 2023 upon Beacon's request) (collectively, the "Deadlines").

12. As explained more fully below, there is uncertainty as to whether the Development

of Beacon I will meet the Deadlines, and as such Beacon is requesting an exchange of Housing

Credits in order to effectuate an extension of such Deadlines.

13. Since being preliminarily selected for funding and invited to Credit Underwriting, the Beacon I Development has been delayed to the extent that makes it clear that the Development will not be able to meet its December 31, 2024, placed in service or meet the 10% test by November

18, 2023. These delays are set forth below:

- a. Beacon commenced pre-development activities on Phase I upon receipt of its invitation to credit underwriting from Florida Housing. Beacon has been processing all necessary pre-development and development approvals diligently since that time.
- b. In the second quarter of 2022, it became obvious due to the significant increase in construction costs encountered throughout the affordable housing industry that a budgetary gap existed that could not be bridged without further assistance from Florida Housing or local funding sources. The requested CHIRP funding has alleviated the budgetary gap issues.
- c. In anticipation of the award of funding for Beacon II, final construction plans, documents and permitting associated with Beacon I were placed on hold. This was done to allow both Beacon I and II to be permitted simultaneously as a one tower high rise construction project which was the most efficient and cost effective way to obtain final approval. With the tentative award to Beacon II rescinded, based on litigation, Beacon now intends to continue permitting and construction of Beacon I.
- d. Because of the design revisions and approvals required to build only Beacon I without Beacon II, the permitting approval process before the City of Orlando has been extended to June 30, 2024.
- e. Additionally the land closing date has been extended until July 2024, to ensure that all approvals would be in place prior to closing.
- f. The estimated completion date for the Development resulting from the delays will not fall within the above identified Deadlines.
- 14. At this time Beacon is proceeding with the design and permitting revisions for the

revised development plans to include only Beacon I. Beacon anticipates all permits will be issued by June 30 2024, prior to a land closing in July 2024. The land closing and pre-development expenses will be sufficient to meet the 10% test.

15. All financing sources are available and no other closings are necessary to start construction. Additionally no further public hearings are necessary in the approval process. All financing sources are available an no other closings are necessary to start construction. Construction is scheduled to commence July 2024, immediately after land closing.

16. The Beacon Development Team has prior experience with the City of Orlando Development approval process based on the completion of the Amelia Court Affordable Housing Development located directly across the street from the Beacon I Development site. The Amelia Court Development is a similar product to the proposed Beacon I Development.

17. Based on this prior experience the Beacon Team of professionals has a comfort and expectation that the Beacon I Development will proceed expeditiously. Additionally Beacon has the resources to proceed without reliance on obtaining any additional funding sources outside of its control.

18. Based on a tentative construction schedule the Beacon Development Team anticipates that construction will be completed as early as June 2025, well in advance of placed in service date authorized by this waiver request. (See Schedule Attached)

19. As a result of the delays listed above it will not be possible to meet the November19, 2023, 10% test deadline, and places in jeopardy Beacon's ability to meet the December 31,2024, placed in service deadline.

20. Beacon now seeks to return its 2022 Housing Credit allocation, rather than wait for the third calendar quarter of 2024 as required under the QAP, and obtain from the Corporation an

immediate allocation of new Housing Credits with a later required 10% test date and placed in service date.

21. The requested waiver and variance will not adversely affect the Beacon I Development. A denial of the Petition, however, would (a) result in substantial economic hardship to Beacon (b) deprive the City of the newly constructed rental units set aside for low-income and very low-income tenants, and (c) violate principles of fairness. Beacon has invested over \$500,000 to date in the Beacon I Development, and respectfully requests the relief sought herein in order to keep development of this badly needed new construction of affordable housing moving forward.

22. Section 42(m) of the Internal Revenue Code requires each state allocating agency to adopt an allocation plan for the allocation and distribution of federal low income housing tax credits. Florida Housing, as the allocating agency for the State of Florida, must distribute Housing Credits to applicants pursuant to its qualified allocation plan.

23. Florida Housing's 2022 Qualified Allocation Plan Section II(J) (incorporated by Rule 67-48.002(96), F.A.C. (2021)) provides that Housing Credits may be returned only after the second calendar quarter of the year in which a development is required to be placed in service:

... where a Development has not been placed in service by the date required pursuant to Section 42 of the IRC, or it is apparent that a Development will not be placed in service by the date required pursuant to Section 42 of the IRC, and the Applicant has returned its Housing Credit allocation after the end of the second calendar quarter of the year in which it was otherwise required to be placed in service pursuant to Section 42 of the IRC, the Corporation will reserve allocation in an amount not to exceed the amount of Housing Credits returned, and will issue a Carryover Allocation Agreement allocating such Housing Credits to the Applicant for either the current year or the year after the year in which the Development was otherwise required to be placed in service...."

QAP at Section II(J)

24. The applicable Rules for which waivers are requested are implementing, among other sections of the Florida Housing Finance Corporation Act (the "Act"), <sup>1</sup> the statute that created the Housing Credits Program. *See* § 4205099, F.S. (2022). The Act designates Florida Housing as the State of Florida's housing, credit agency within the meaning of Section 42(h)(8)(A) of the Internal Revenue Code of 1986. As the designated agency, Florida Housing is responsible for and is authorized to establish procedures for the allocation and distribution of low-income housing tax credits ("Allocation Procedures"). § 420.5099(1) and (2), F.S. (2022). Accordingly, the Rules subject to Beacon's waiver requests are implementing, among other sections of the Act, the statutory authorization for the Corporation's establishment of Allocation Procedures for the Housing Credit Program. § 420.5099(1) and (2), F.S. (2022).

25. The requested waivers will ensure the availability of Housing Credits which might otherwise be lost as a consequence of development delays described herein.

26. The facts set forth in Sections 6 through 19 of this Petition demonstrate the hardship and other circumstances which justify Beacon's request for Rule waiver.

27. As demonstrated above, the requested waiver serves the purposes of Section 420.5099, F.S. and the Act, as a whole, because one of their primary goals is to facilitate the availability of decent, safe and sanitary housing in the State of Florida to low-income persons and households by ensuring:

The maximum use of available tax credits in order to encourage development of low-income housing in the state, taking into consideration the timeliness of the application, the location of the proposed housing project, the relative need in the area for low-income housing and the availability

<sup>&</sup>lt;sup>1</sup> The Florida Housing Finance Corporation Act is set forth in Sections 420.501 through 420.55 of the Florida Statutes (the "Act").

of such housing, the economic feasibility of the project, and the ability of the applicant to proceed to completion of the project in the calendar year for which the credit is sought.

§ 420.5099 (2), F.S. (2022).

28. Further, by granting the requested waiver Florida Housing would recognize principles of fundamental fairness in the development of affordable rental housing. In addition, grant of the requested waiver will permit the construction of much needed housing for low-income and very low-income tenants. Finally, grant of the request to waiver will enable Beacon to utilize (and not lose) its significant investment in predevelopment expenses that cannot be recouped if the requested waiver is not granted.

29. The requested waiver will not adversely impact the Development or Florida Housing.

30. The waiver being sought is permanent in nature.

31. Should Florida Housing require additional information, Beacon is available to answer questions and to provide all information necessary for consideration of its Petition for Waiver.

WHEREFORE, Beacon at Creative Village Partners, Ltd., respectfully requests that Florida Housing:

- A. Grant the Petition and all the relief requested herein;
- B. Waive the provisions of the Qualified Allocation Plan (incorporated by Rule 67-48.002(96), F.A.C. (2021) prohibiting Beacon from returning the Housing Credit Allocations prior to the third quarter of 2024;
- C. Allow the immediate return of Beacon's 2022 Housing Credit Allocation;
- D. Immediately allocate new Housing Credits to Beacon, with a later

placed in service date, in an amount equal to the amount of its 2022

Housing Credit Allocation; and

- E. Waive and or extend any remaining deadlines consistent with the extension of the Housing Credit Allocation Deadlines;
- F. Award such further relief as may be deemed appropriate.

Respectfully submitted

# Michael T. Donaldson

Michael P. Donaldson Florida Bar No. 0802761 CARLTON, FIELDS Post Office Drawer 190 215 S. Monroe St., Suite 500 Tallahassee, Florida 32302 Telephone: 850/224-1585 Facsimile: 850/222-0398

Attorney for Beacon at Creative Village Partners, Ltd.

#### **CERTIFICATE OF SERVICE**

I HEREBY CERTIFY that the foregoing Petition for Variance is being filed by electronic filing with the Corporation Clerk (CorporationClerk@floridahousing.org) for the Florida Housing Finance Corporation, and by electronic transmission to Ethan Katz, (Ethan.Katz@floridahousing.org) Florida Housing Finance Corporation, 227 North Bronough Street, Fifth Floor, Tallahassee, Florida 32301, 227 North Bronough Street, Fifth Floor, Tallahassee, Florida 32301, with copies served via electronic transmission on the Joint Administrative Procedures Committee, at (JAPC@leg.state.fl.us), 680 Pepper Building, 111 W. Madison Street, Tallahassee, Florida 32399-1400, this 6th day of October 2023.

Is Michael P. Donaldson

Michael P. Donaldson

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2 1120		Building Permit Issuance	60d	01/23/24	04/15/24				12					Bu	ilding Per	mit Issuer	nce															
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4 1200		Scope/award early trades (Concrete Foundation, Wood Framing, Window, Excevation, Wood Framing, MEPFP)	20d	01/23/24	02/19/24								Scope/aw	ard early	trades (Co	oncrete F	oundatio	n, Wood	Framing	, Window	, Excavat	ion, Woo	dFraming	, MEPFF	"					_		
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6 1220	e l	Foundation shop drawings/submittals	20d	02/27/24	03/25/24									Foundati	on shop d	rewings/s	ubmittal															
7 1230		Engineering/Submittal early trades (Concrete Foundation, Window, Excavation, Appliance, MEPFP)	30d	02/20/24	04/01/24							0	100	Engine	ering/Sub	mittal ear	ity trades	(Concre	te Found	dation, W	indow, Ex	cavation,	Appliance	. MEPF	2)							
6 1240		Concrete rebar shop drawings (First Batch)	15d	02/27/24	03/18/24								•	Concrete r	ebar shop	drawings	(First B	atch)														
9 1250	i i	Wood Framing Shop Drawing/Engineering incl. Approval	55d	02/27/24	05/13/24								1	1	Wo	od Framin	ig Shop I	Drawing/	Enginee	ring ind.	Approval											
0 1260		Wood Framing Fabrication	80d	05/14/24	09/02/24								1						Wood	Framing	Fabricati	ion										
1 1261	N.	Cabinet Shop Drawing/Sample incl. Approval	55d	02/27/24	05/13/24								-	1.00	Cat	net Shop	Drawin	g/Sample	Ind, Ap	proval												
2 1266	6	Cabinet Fabrication	125d	05/14/24	11/04/24													-8			Cable	nat Fabrie	cation									
3 1270		Elevator shop drawings/submittals incl. Approval	55d	02/27/24	05/13/24								¢	1.200	Elev	ator shop	p drawing	ga/submit	tals ind.	Approva	6											
4 1275		Elevators fabrication	1504	05/14/24	12/09/24												-		10.00	-	1	Ele	vators fab	rication								
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6 1290		Elevator Pit rabar fabrication	10d	03/19/24	04/01/24									Elevat	or Pit reb	ar fabrica	tion															
7 1310		Concrete superstructure rebar fabrication	30d	03/19/24	04/29/24										Concret	e superst	ructure r	ebar fabr	ication													
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1 1600	15	Site Clearing/Site Demo	10d	04/22/24	05/03/24									0	Site Cl	earing/Sil	ta Demo															
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3 16055	15	Life Safety for Partial Occupancy (If required)	20d	07/02/25	07/29/25																									Life S	afety for P	'artial Oc
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1 1600	85	Substantial Completion	Dd	05/06/25	08/06/25	Substantial Completi
16 1606		Substantial Completion	10d	1.0.00/12.04.01	08/15/25	
160			10/01		08/18/25	Final Completion
-	CHARLES THE	Final Completion	b0	-		
18 161		Foundation		05/06/24	07/18/24	Foundation
1610	-	Foundation Excavation Mobilization	2d	05/06/24	05/07/24	Foundation Expandition Mobilization
10 161		Building Excavation	13d		05/24/24	Bulking Excuration
1 1613		Foundation	15d	05/27/24	06/14/24	Foundation
2 161:	25	Site Utilities	10d	06/17/24	06/28/24	Site Utilities
3 161:	35	Elevator Pits/Underslab MEP	11d	07/01/24	07/15/24	Elevator PitsUndersiab MEP
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15 162	200	Superstructure / Podium / Wood Framing	158d	07/16/24	02/20/25	Superstructure / Podium / Wood Framing
6 162	05	Mobile Crane Set up/Podium Structure Mobilization	3d	07/16/24	07/18/24	Mabile Crane Set up/Podium Structure Mobilization
7 162	40	Podim Structure, Level 1	40d	07/19/24	09/12/24	Podim Structure, Level 1
8 162	42	Level 2-Wall Framing/Deck/Concrete Pour (Residential)	204	09/13/24	10/10/24	Level 2-Wail Framing/Deck/Condrete Pour (Residential)
9 162	43	Level 3-Wall Framing/Deck/Concrete Pour (Residential)	206	10/11/24	11/07/24	Level 3-Well Faming/Deck/Concrete Pour (Residential)
0 162	45	Exterior Framing & Residential Framing Mobilization	5d	11/08/24	11/14/24	📙 Exterior Framing & Residential Framing Mobilization
1 162	50	Weather Days-Structure (Both Concrete / Wall Framing)	15d	11/15/24	12/05/24	Weather Days-Structure (Both Concrete / Wall Framing)
2 162	55	Level 2-Interior Wall Framing	15d	12/06/24	12/26/24	Level 2-Interior Wall Framing
3 162	60	Level 3-Interior Wall Framing	15d	12/27/24	01/16/25	Level 3-Interior Wall Framing
4 162	70	Level 4-Wall Framing/Deck/Concrete Pour (Residential)	20d	12/06/24	01/02/25	Level 4-Wall Framing/Deck/Concrete Pour (Residential)
162	75	Level 5-Wall Framing/Deck/Concrete Pour (Residential)	20d	01/03/25	01/30/25	Level 5-Wall Framing/Deak/Concrete Pour (Residential)
6 162	76	Level 4-Interior Well Framing	15d	01/03/25	01/23/25	Level 4-Interior Wali Framing
7 162	77	Level 5-Interior Wall Framing	15d	01/31/25	02/20/25	Level 5-Interior Wall Framing
8 162	160	Parapet/Elevator Qverrun	3d	01/31/25	02/04/25	Parapet/Elevator Overrun
9 162	82	Structure-Demobilization	2d	02/03/25	02/04/25	Structure-Demobilization
0 16	300	Enclosure	98d	01/03/25	05/20/25	Endosure
1 163	10	1st Floor Storefront	15d	01/03/25	01/23/25	1st Floor Storefront
2 163		2nd Floor Window	15d	The second	01/23/25	2nd Floor Window
-	330	3rd Floor Window	150		02/20/25	3rd Floor Window
-	335	Weather Days-Enclosure	7d	02/21/25	03/03/25	Weather Days-Endosure
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-	135	Podium Enclosure with Air Barrier	254		05/02/25	Hoisting Roofing Material
	145	Hoisting Roofing Material	3d	02/05/25	02/07/25	
	150	Flash Roof Curbs	2d	02/10/25	02/11/25	Flash Roof Curbs
-	155	Install Roofing Membrane	20d	02/12/25	03/11/25	Install Roofing Membrane
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81	16340	1st Floor MEP Rough-in	15d	01/24/25	02/13/25									_						_	_	1	1		st Floor	MEP R	ough-in						
82	16500	2nd floor buildout [Residential]	90d	01/17/25	05/22/25								1						1				+				-	- ₽nd	floor bu	ildout (F	Resident	ămi)	
83	16600	3rd floor buildout [Residential]	90d	02/14/25	06/19/25																	1		+	1 and		-	1	ard 3rd	floor by	ulidout (F	Residenti	ଶ୍ୱା
84	16700	4th floor buildout [Residential]	88d	03/07/25	07/08/25										4										+	100			-	an n	oor build	dout [Res	(dential)
85	16800	5th floor buildout [Residential]	93d	03/28/25	08/05/25		_																			-			-		🖣 5th f	loor build	lout [Residen
86	1025	hollow metal entry frames	5d	03/28/25	04/03/25															1						🚺 ho	low metal	d entry	frames				
87	1030	in wall and ductwork MEP	10d	04/04/25	04/17/25																						in wall a	and dur	twork N	AEP			
88	1035	drywall	10d	04/18/25	05/01/25					-		-															🗾 dryv	wall					
89	1040	tape and sand drywall	10d	05/02/25	05/15/25			-										-	1					1				tape a	ind sand	d drywa'			
90	1045	pre-hung frames and doors	8d	05/16/25	05/27/25							1			1	1	1												and the second second		and door	15	
91	1050	prime paint walls and ceilings	8d	05/28/25	06/08/25			-				-	-	1	1	-	-	-		-								-			sijs and c		
52	1055	tie bathrooms	80	06/09/25	06/18/25		_		1		1	-		-			Ì.		1			_						111	🛄 tie i	3 36			-
93	Patrices	cebineta	8d	06/19/25	06/30/25	-						+	1	-	1				-				-	-					-	cabinet	-	_	
94	and the second s	plumbing fixtures toilets showers	8d	06/19/25	06/30/25				-			-		-	1					-	-				-							es toilets :	showers
95	-	Finish Flooring	12d		07/04/25						-	+		-	-	-	-					-	-							_	Flooring		Constant States
96		shower doors	104		07/14/25				-			-		-				-	+		-		-		+				-		ower doo		
			100	07/01/25	07/10/25					-	-			-				-	-					+					-		5 80089		++
-		bath accessories			07/10/25	-			+	-	-		-					-		-	-	-		-					_	_	all count		
98		Install counter tops	90	07/01/25	-	-					-						-		-	-	_		-	+-	-				-	-	-	-	_
99		plumbing fatures	10d	in or recent of the	07/24/25			-	-	-	-			-			-						-			_				11	-	ng fixtures	100
	1110	finish paint wells 1st Floor Buildout [Lobby Common Area &	8d	07/25/25	08/05/25	-					-	-							-	-		-		-	-	_	_					h paint w	
101	16900	Retail White Box)	894	02/14/25	06/18/28	5	_	_			-								_	_	_		<u> </u>	+1					<b>-1</b> 1er	Floor B	uildout [	Lobby C	ommon Area
	-								-	_			-		_	_		-		_	_	-	<u> </u>	-	_			_					
						-	E CERT		10000				COLUMN TO A		No. No. II		-	1				THE PARTY		0.00	10101		Intern	101-00					
	-	and property and a manufacture		Martin -			0				1.			1.			1 11	1.					T. to		1.0			T	here 1			0	0.
Line	Activity ID	Activity Description	Duration	Start	Finish	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	00	t Nov	Dec	Jan	Fel	Ma	I A	pr Ma		Jun	Jul	Aug	Sep	Oct
Svm	nbols				I			202	3		-		_		_		024			_			-					20	025				
	Critical	Negative float 🚺 Start On 🛛 🦉 Finish B	y							_							_		_	_					_	_	_					_	
	Diamond	arances																														-	
_	Activity Bar																				Date	I	levisio	1		Check	bd		App	oroved	2	-	
	Target Bar	The Beacon @ Creative V	illag	e Sch	edule	Э														8/	16/2023	0											
	Progress Bar Critical Bar																															1	
-	Summary Bar	Subject to change during de	esign,	premitt	ing and	l cor	nstru	ction.																									
	Miestone		and a state of the	and second																													