



Board of Education

Fund Balance and Financial Reserve Plan Document

Fiscal Year July 1, 2020 – June 30, 2021

Adopted by the Board of Education on August 5, 2020

The Naples Central School District Board of Education believes that there is a strong correlation between the long-term financial health of the school district and its ability to provide students the necessary services and facilities to meet its mission.

MISSION STATEMENT

The Naples Central School District challenges and supports all students to develop their diverse talents and abilities in a safe environment with rigorous opportunities. Students will graduate with the skills and confidence needed to excel in their chosen pursuits.

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INTENDED USE OF RESERVES

Reserve funds, like other savings plans, are mechanisms for accumulating cash for future capital outlays and other allowable purposes. The practice of planning ahead and systematically saving for capital acquisitions and other contingencies is considered prudent management. Saving for future capital needs can reduce or eliminate interest and other costs associated with debt issuances. Similarly, certain reserve funds can be utilized to help protect the budget against known risks (a potential lawsuit) or unknown risks (a major ice storm).

Most reserve funds are established to provide resources for an intended future use. An important concept to remember is that a reserve fund should be established with a clear intent or plan in mind regarding the future purpose, use and, when appropriate, replenishment of funds from the reserve. Reserve funds should not be merely a “parking lot” for excess cash or fund balance. Local governments and school districts should balance the desirability of accumulating reserves for future needs with the obligation to make sure taxpayers are not overburdened by these practices. There should be a clear purpose or intent for reserve funds that aligns with statutory authorizations.

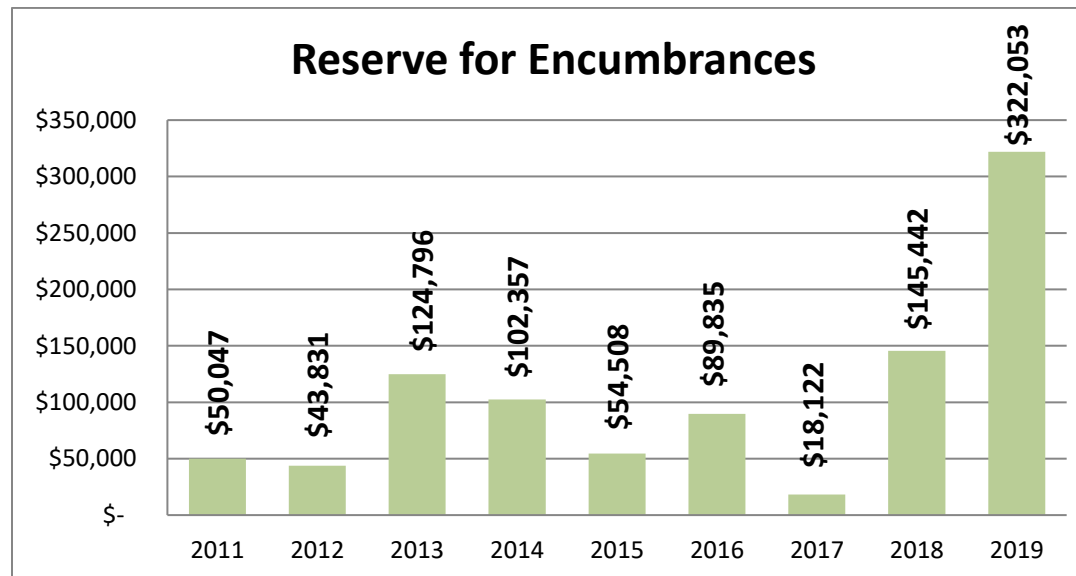
Each statute that authorizes a reserve fund sets forth a particular purpose for the fund. For example, provisions of the General Municipal Law (the GML) and the Education Law allow municipalities and school districts, respectively, to establish capital reserves for future equipment purchases and capital improvements. The GML also authorizes the establishment of an employee benefit accrued liability reserve for the payment of the monetary value of accumulated, unused leave time to employees upon separation from service. Planning today and saving incrementally for expected future events can help mitigate the financial impact of major, nonrecurring, or unforeseen expenditures on your annual operating budget. Establishing and funding allowable reserve funds for a clear purpose can help smooth out spikes in the annual budget and in the real property tax levy.

Source: Office of the New York State Comptroller – Local Management Guide for Reserves <http://www.osc.state.ny.us/localgov/pubs/lmg/reservefunds.pdf>

Reserve for Encumbrances

Overview

A “Reserve for Encumbrances” is not a “reserve” in the traditional sense of reserves. This reserve is utilized to hold funds that are committed towards purchases or services from the prior fiscal year for which no balance sheet liability exists as the good or services have not been received or billed. This value will fluctuate from year to year depending on various factors like the regular ongoing purchasing cycle and supplier’s ability to deliver products in a timely fashion. Significant additions or deletions to this reserve at year-end can cause large fluctuations in overall fund balance. The District will try to minimize its use at year-end so that balances remain stable and consistent.



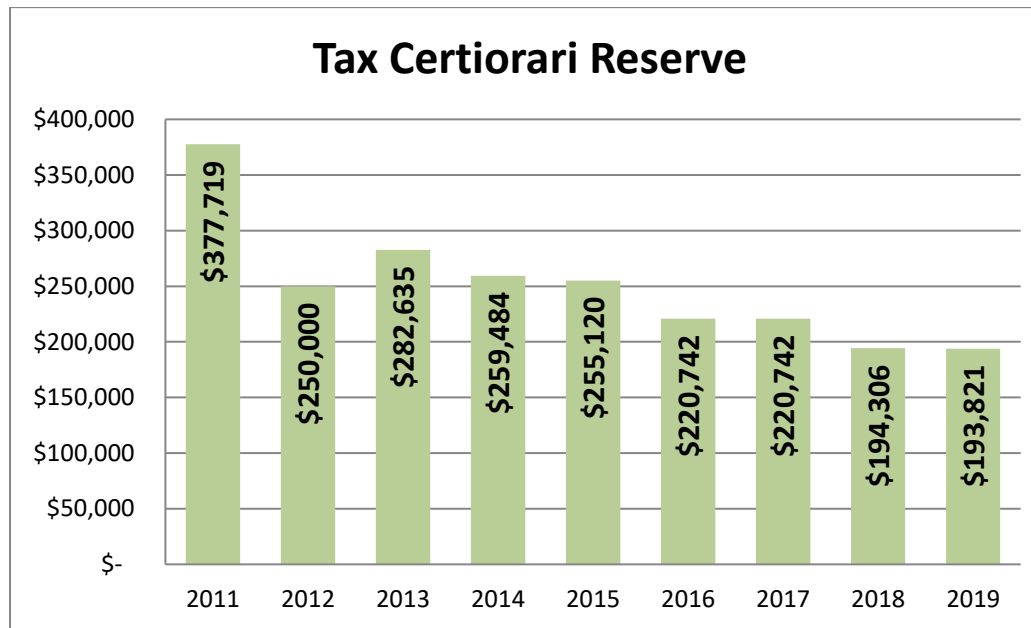
Tax Certiorari Reserve [EDN Article 74 §3651 (1-a)]

Overview

- Established by Board of Education resolution
- Voter approval is not needed to expend funds
- Utilized to pay judgments and claims arising out of tax certiorari proceedings
- Established in the amount which might be deemed reasonably necessary to pay judgments and claims
- Monies not used and/or are not reasonably required to pay judgments or claims are to be returned to the general fund on or before the first day of the fourth fiscal year following deposit into such fund
- Such monies shall be deemed reasonably required to pay any such judgment or claim if the proceeding or claim has not been finally determined, or otherwise terminated or disposed of after the exhaustion of all appeals

Analysis & Projected Needs

The tax certiorari reserve was established by the Board of Education in September of 2008. The amount of the reserve, capped by the Board of Education, is not to exceed the amount of \$500,000. A portion of the District is situated on Canandaigua Lake, which contains lakefront properties that are assessed at high values in comparison to other district properties. As a result, the District is extremely dependent upon tax revenues received from these properties. Approximately 55% of the District's revenues are derived from the tax levy. Approximately 60% of the tax base is in the Town of South Bristol where most of the lakefront property is located, and tax certiorari proceedings are ongoing. Current economic conditions in the housing market present many unknowns and it is prudent for the District to protect itself against fluctuations that may occur. There are no current tax certiorari claims currently. However, in recent years, the estimated cost to the district, if all determinations had been granted in favor of the landowner, were over \$1M. Recently, all cases have either expired or settled. It is prudent to carry funds in this reserve given the uncertainty regarding claims. The District will continue to monitor and possibly increase this fund in future years to protect itself from major losses in tax revenue.



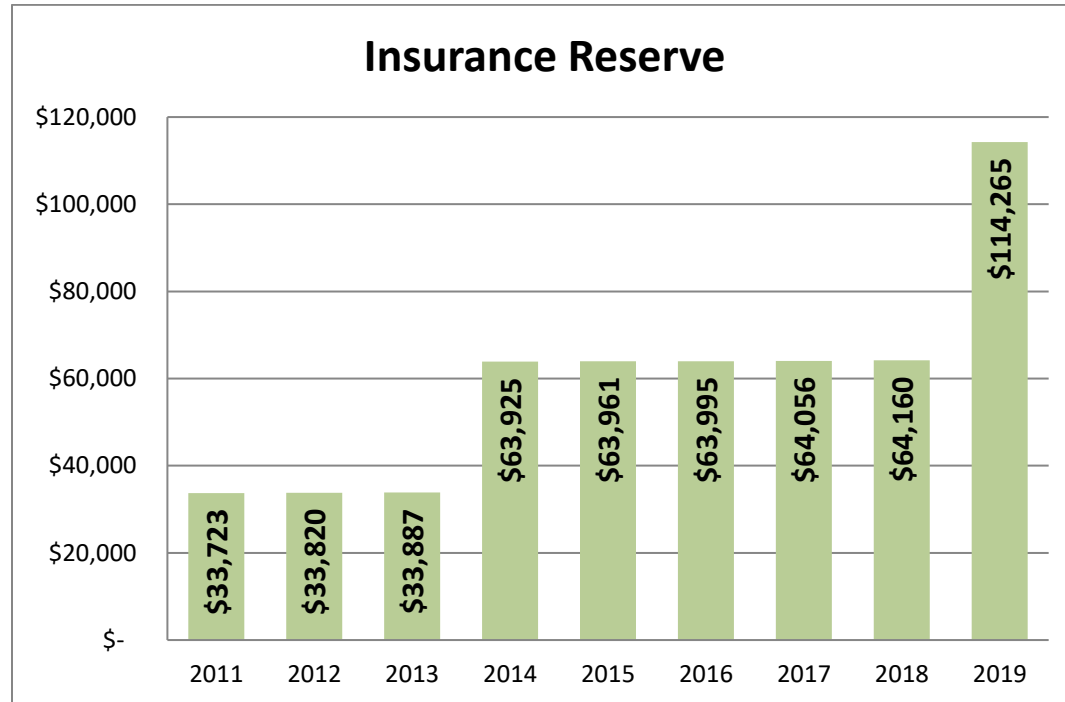
Insurance Reserve (GML Article 2 § 6-n)

Overview

- Established by Board of Education
- Funded by budgetary appropriations, transfers from other reserve funds as permitted by law, and such other funds as the school board may legally appropriate
- Contributions to the fund may not exceed 5 percent of the total budget for that year, or \$33,000, whichever is greater
- Voter approval is not needed to expend funds. A judicial approval is needed to pay settled or compromised claims exceeding \$25,000
- Upon determination that this fund is no longer needed the fund may be discontinued and transferred to another reserve fund as permitted by law

Analysis & Projected Needs

The District will hold this reserve to fund losses, claims, actions, or judgments as they arise for those claims that are either not covered by insurance or are denied coverage by the insurance company. At 5% of budget, the current maximum amount that can be funded in this reserve is approximately \$1,015,000. However, there are no plans to increase this reserve at the present time.



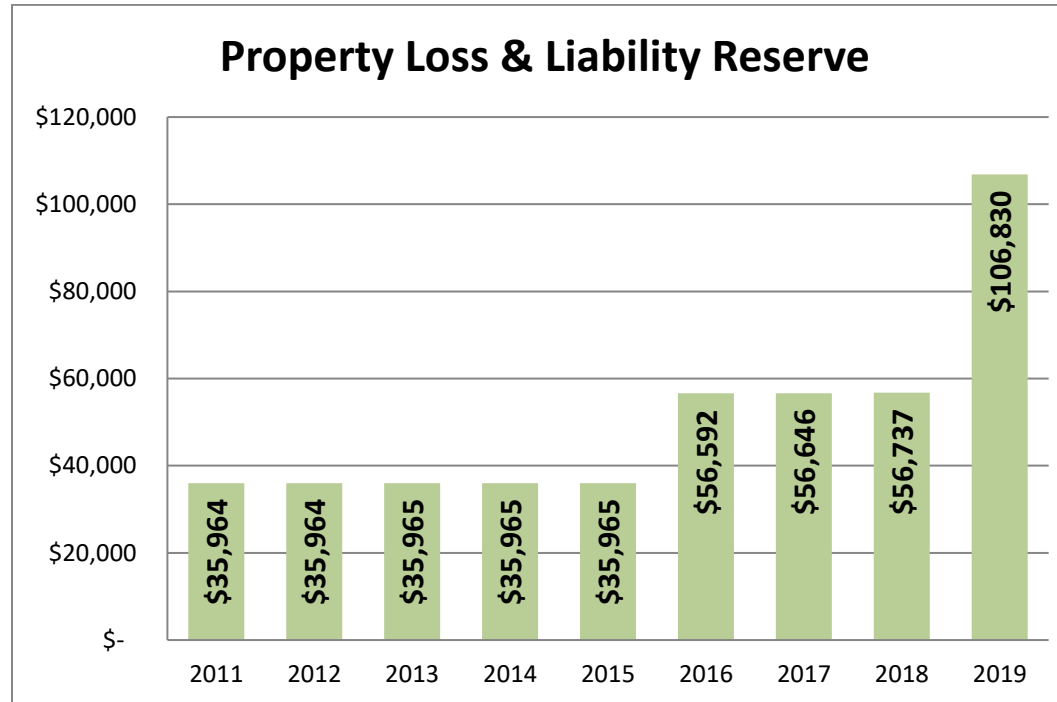
Property Loss and Liability Reserve [EDN Article 35 §1709 (8-c)]

Overview

- Established by Board of Education resolution
- May be established as separate funds
- Contributions to each fund may not exceed 3 percent of the annual budget, or \$15,000 per year whichever is greater
- Once established funds may not be reduced below amounts needed to cover incurred but unsettled claims other than for payments for which the funds were established
- May be expended without voter approval unless the funds are expended for a purpose other than the one for which it was established
- Utilized to cover property loss and other liability claims

Analysis & Projected Needs

The District will hold this reserve to fund property loss claims that are either not covered by insurance or are denied coverage by the insurance company as they arise. At 3% of budget, the current maximum amount that can be funded in this reserve is approximately \$700,000 annually. However, there are no plans to increase this reserve at the present time. In 2016, the Liability Reserve was eliminated and the remaining balance of \$20,627 was rolled into the Property Loss & Liability Reserve.



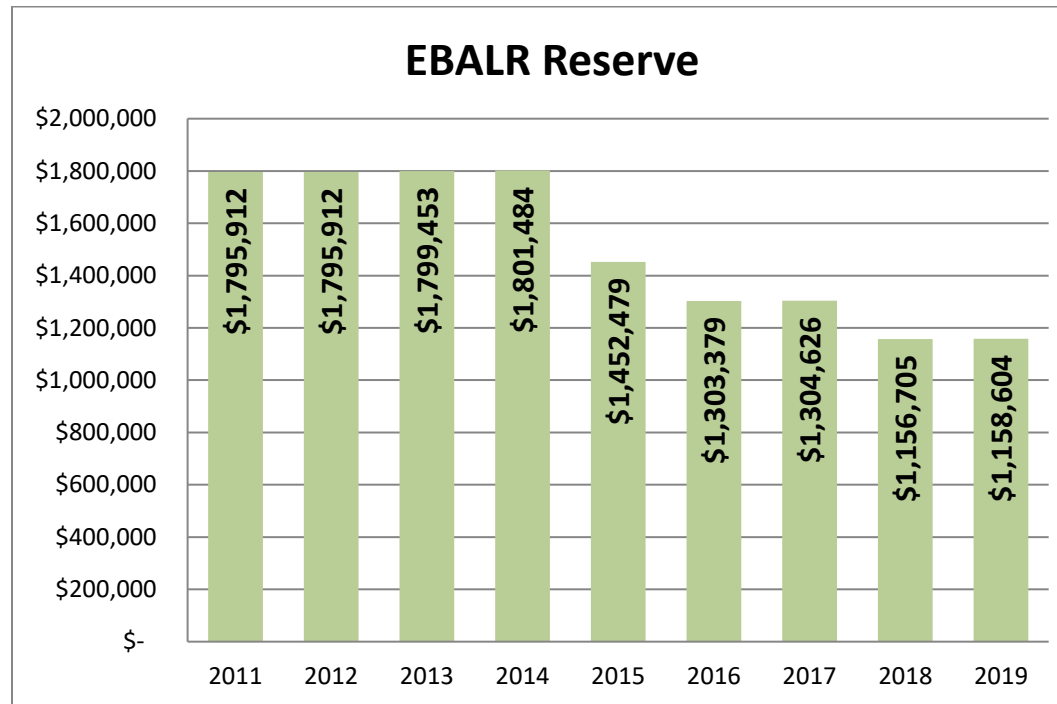
Employee Benefits Accrued Liability Reserve (GML Article 2 § 6-p)

Overview

- Established by Board of Education
- Funded by budgetary appropriations, transfers from other reserve funds as permitted by law, and other funds as the school board may legally appropriate
- Voter approval is not needed to expend funds
- Utilized to pay for accrued and accumulated but unused sick leave, personal leave, holiday leave, vacation time, and other benefits earned by employees and payable upon termination
- Upon determination that this fund is no longer needed the fund may be discontinued and funds may be transferred to another reserve fund as permitted by law
- Funds cannot be used to pay lump sum “retirement awards” calculated as a percent of an employee’s final salary and paid upon retirement under a collective bargaining agreement

Analysis & Projected Needs

According to the audited financial statements, as of June 30, 2019 the District had an estimated future liability of \$3,143,747 for benefits paid to its employees upon termination of employment (compensated absences). This liability is largely made up of accrued sick leave benefits payable to employees in the form of health insurance premiums, at their daily rate, upon retirement from the District. As this liability represents a significant portion of the District's long-term obligations, the District continues to monitor this reserve and consider further funding if needed. For the 2019-2020 school year, the District did not appropriate funds from this reserve to support retiree health insurance benefits. The District does not anticipate appropriating additional funds from this reserve in the 2020-2021 budget.



Retirement (ERS/TRS) Contributions Reserve (GML Article 2 § 6-r)

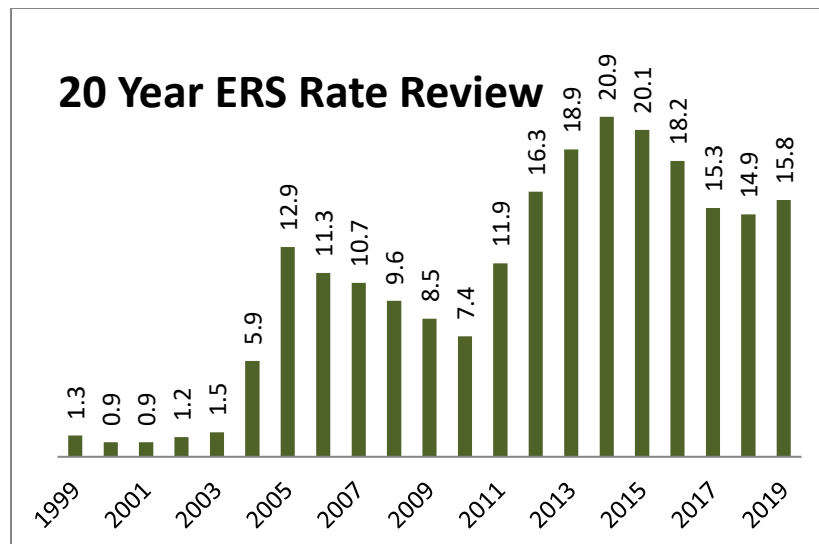
Overview

- Established by Board of Education
- Funded by budgetary appropriations, revenues not required by law to be paid into other funds or accounts, transfers from other reserve funds as permitted by law, and such other funds as the board may legally appropriate
- Voter approval is not needed to expend funds
- A portion of the funds may be transferred to another reserve fund established pursuant to Education Law § 3651 following a public hearing conducted in the manner set forth by in law

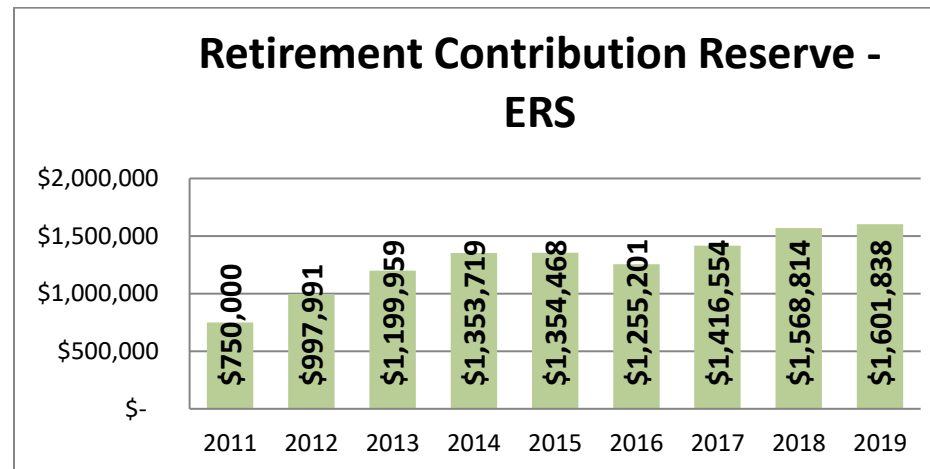
Analysis & Projected Needs

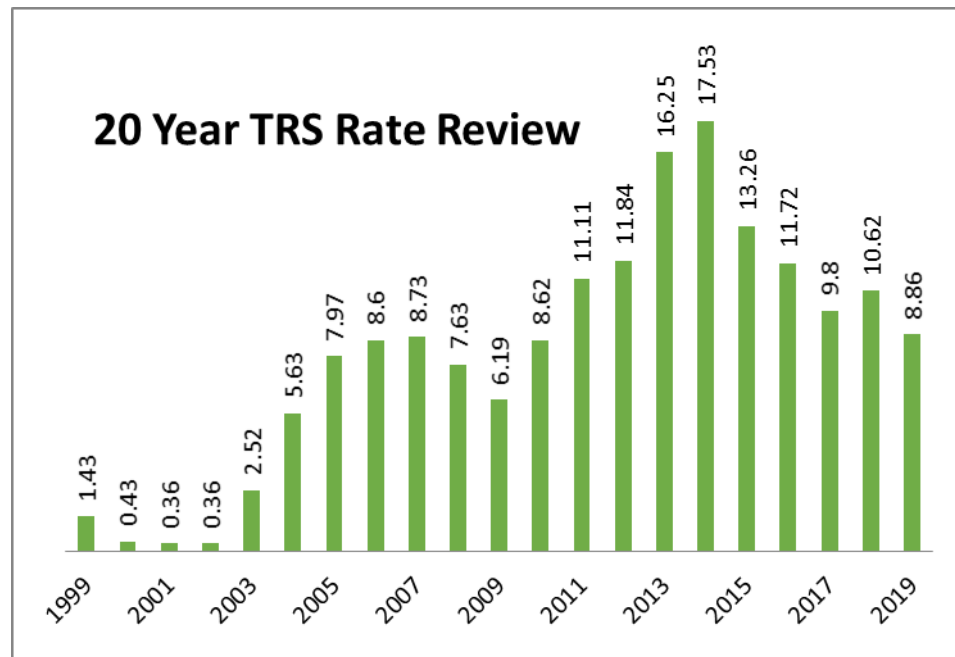
The ERS portion of the Reserve was established by the Board of Education in September of 2009. In November of 2009, the Board resolved to place \$80,000, received by First Wind Energy, LLC, from the settlement of wind farm proceedings, in the ERS Reserve. In addition to this amount, the Board added \$220,000 at June 30, 2010 to further fund this reserve. Additional funding of this reserve can be viewed below. Because of the severe stock market declines in 2008, the NYSERS (New York State Employees' Retirement System) had steadily increased the employer contribution to ERS. Current market conditions will potentially, negatively effect and impact district contribution rates. Therefore, it will be prudent to monitor balances in this reserve. A recommendation to utilize a portion of end of year fund balance to increase this reserve may be made upon finalization of the summer 2020 independent audit.

The TRS portion of this reserve was established June 30, 2019 in the amount of \$117,043. This is a newly legalized reserve and became law on June 30, 2019. School districts may fund the reserve by 2% of the previous year's instructional salary. Current market conditions may negatively effect and impact district contribution rates. Therefore, it will be prudent to monitor balances in this reserve. A recommendation to utilize a portion of end of year fund balance to increase this reserve may be made upon finalization of the summer 2020 independent audit.

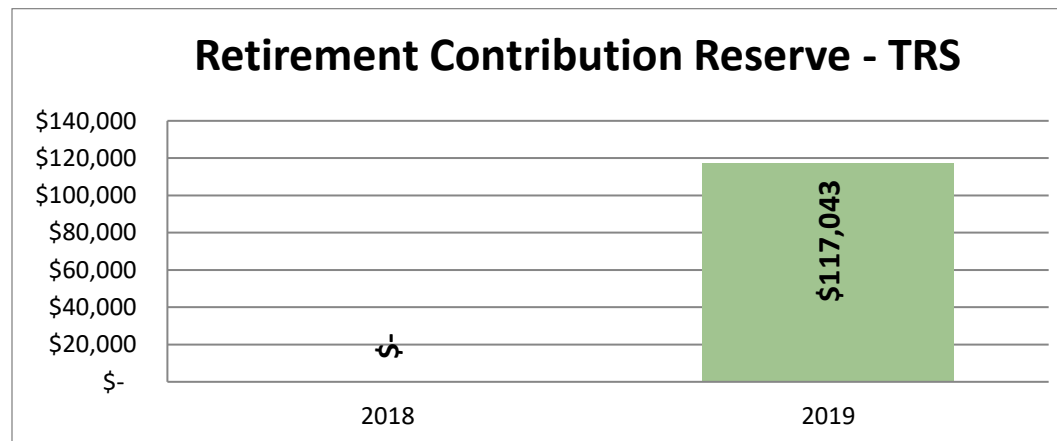


The District will utilize this reserve to mitigate the impact of ERS contributions in future years. The District will also use this reserve to protect its financial position in an era of uncertain state aid and property tax caps.





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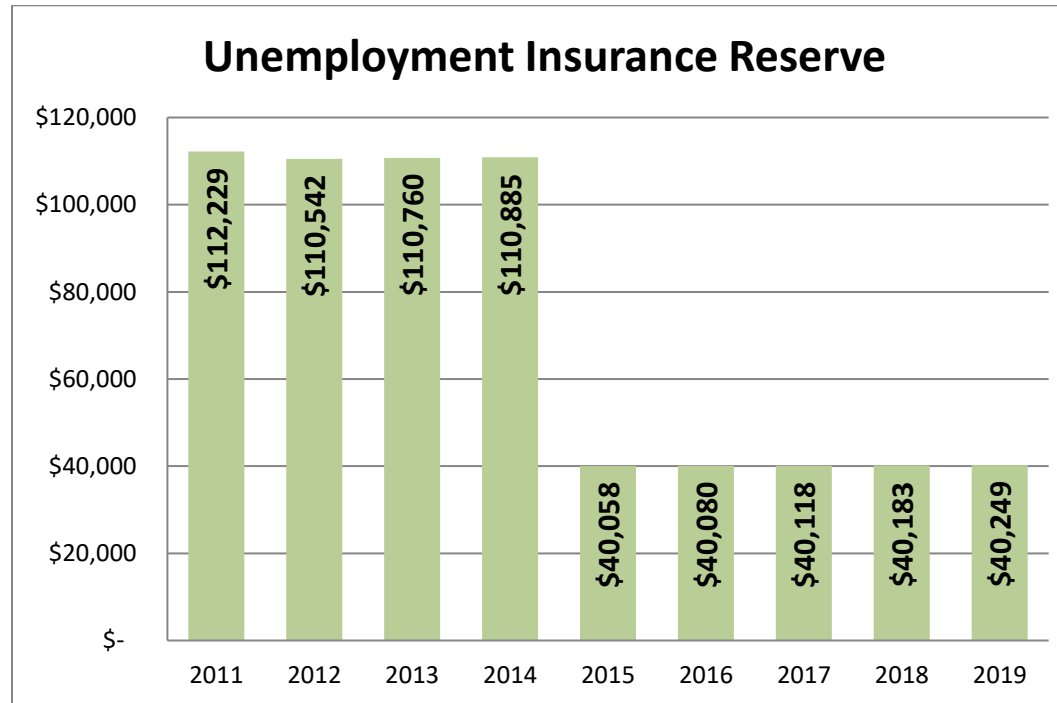
Unemployment Insurance Reserve (GML Article 2 § 6-m)

Overview

- Established by Board of Education resolution
- Funded by budgetary appropriations, amounts from any other fund authorized by this chapter by resolution subject to referendum, or other sums that may be legally appropriated
- Voter approval is not needed to expend funds
- Utilized to pay unemployment claims
- Excess funds may be transferred to other reserves authorized by General Municipal Law and Education Law sixty days before the end of the fiscal year

Analysis & Projected Needs

The District is obligated to pay 100% of all unemployment claims granted by the NYS Department of Labor. The District will continue to monitor and possibly increase this fund in future years as reductions in force may be necessary to balance future budgets. However, during 2020-2021, this reserve will be revisited at the conclusion of the summer 2020 independent audit to determine if it is properly funded, given unprecedented unemployment rates and their potential effect on student enrollment.



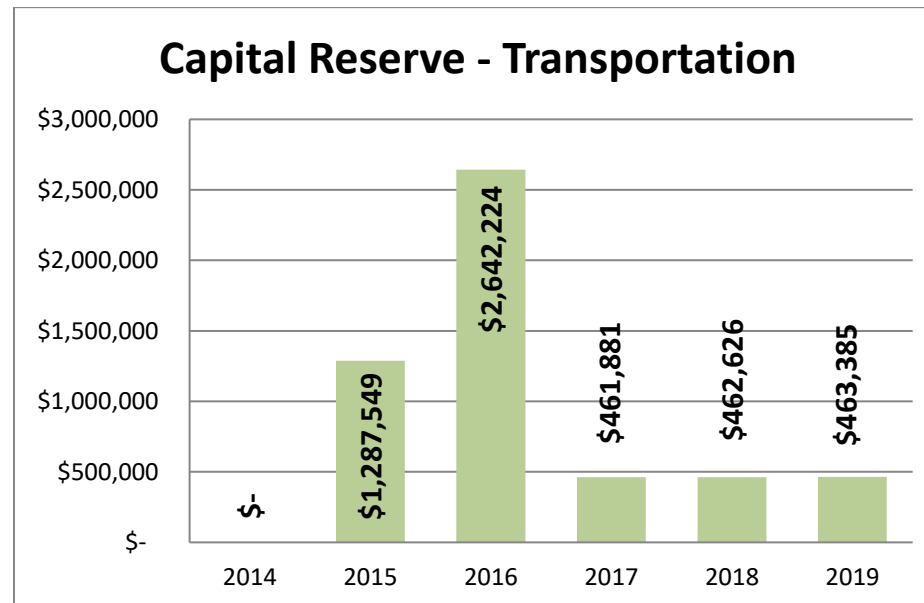
Capital Reserve - Transportation [EDN Article 74 § 3651 (1)]

Overview

- Established by voter approval
- States the specific purpose of the fund, the amount, the term of fund, and sources where fund is obtained e.g. budgetary appropriations, unappropriated fund balance, and New York State aid
- Utilized to pay for any object or purpose for which a school district may issue bonds pursuant to Finance Law
- Expended only with voter approval and for the purpose for which the fund was established
- Transferred to other funds only by voter approval
- May be liquidated by approval of voters if determined fund is no longer needed for the original purpose. Proceeds must be applied first to outstanding bond indebtedness than to tax levy

Analysis & Projected Needs

The capital reserve for transportation was established by a positive vote of the Naples CSD taxpayers on the 19th of May 2015. The reserve is authorized to be funded up to \$3,000,000 plus earnings thereon. As of June 30, 2016, \$2,642,224 has been funded. The purpose of the reserve is to fund site work, additions to, reconstruction, and equipping of the transportation department. Due to the overwhelming amount of capital construction that is needed in the transportation building (as indicated in the five year building conditions survey) and the low building aid ratio of 63.7% (2018-2019 aid ratio) the Board of Education feels that this reserve is critical to its mission, is necessary to maintain health and safety for students and staff, is necessary to preserve facilities, and should be in place to protect tax payer investment. The Board will continue to fund this reserve in future years up to its maximum amount, if necessary. The fund has recently been utilized to support capital construction relating to the transportation facility. On June 30, 2020, the remaining balance will be closed out and transferred into the 2018 capital reserve fund.



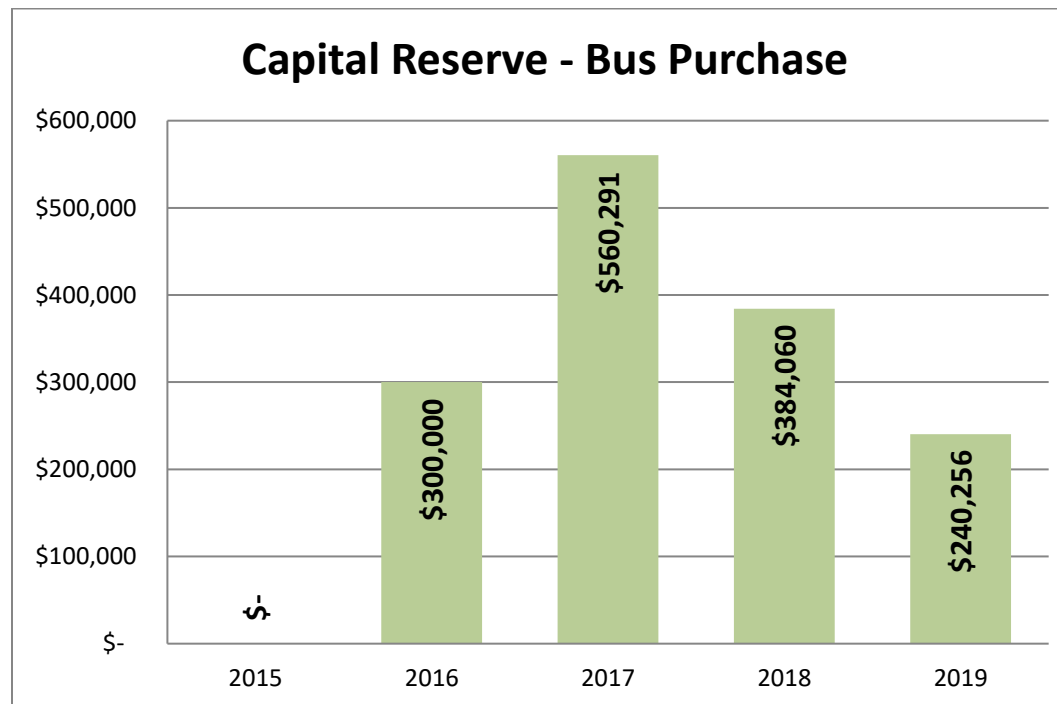
Capital Reserve – Bus Purchase [EDN Article 74 § 3651 (1)]

Overview

- Established by voter approval
- States the specific purpose of the fund, the amount, the term of fund, and sources where fund is obtained e.g. budgetary appropriations, unappropriated fund balance, and New York State aid
- Utilized to pay for any object or purpose for which a school district may issue bonds pursuant to Finance Law
- Expended only with voter approval and for the purpose for which the fund was established
- Transferred to other funds only by voter approval
- May be liquidated by approval of voters if determined fund is no longer needed for the original purpose. Proceeds must be applied first to outstanding bond indebtedness than to tax levy

Analysis & Projected Needs

The capital reserve for bus purchase was established by a positive vote of the Naples CSD taxpayers on the 17th of May 2016. The reserve is authorized to be funded up to \$750,000 plus earnings thereon. As of June 30, 2018, \$560,291 has been funded. The purpose of the reserve is to finance in whole or part the cost of acquisition of transportation vehicles. Over the next three to five years, the district intends to fund and use this reserve (upon voter approval) to pay for buses. Currently, the district issues debt (borrows money) to pay for buses, thus paying interest on the purchases. Within five years, the district hopes to not rely on borrowing for purchasing buses. The Board will continue to fund this reserve in future years up to its maximum amount, if necessary.



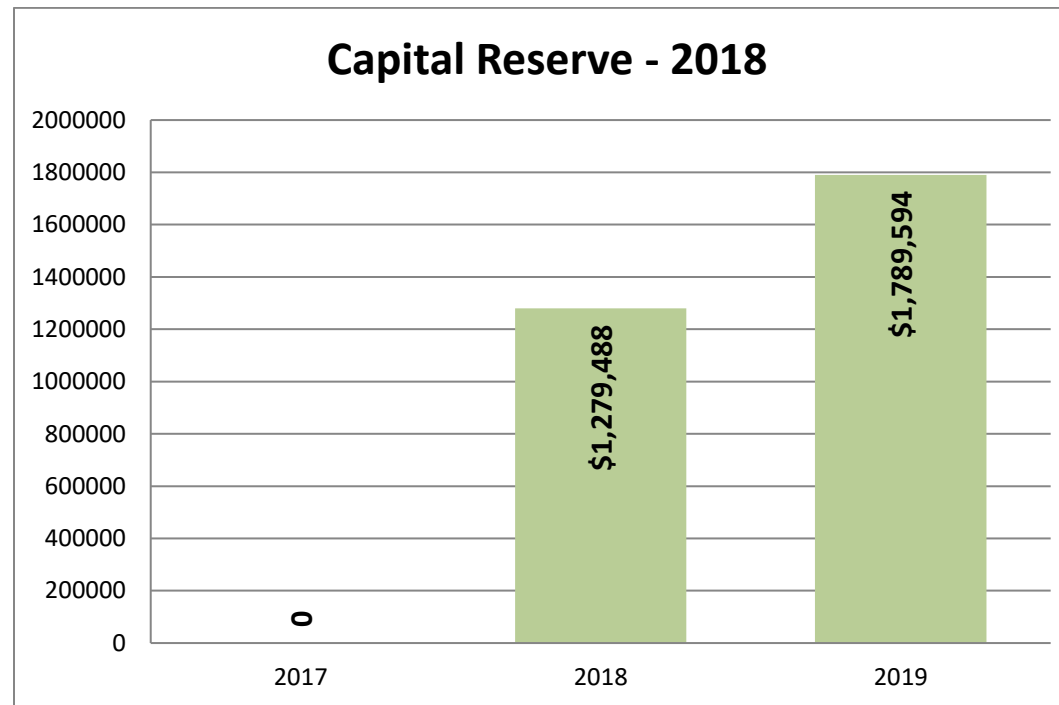
Capital Reserve - 2018 [EDN Article 74 § 3651 (1)]

Overview

- Established by voter approval
- States the specific purpose of the fund, the amount, the term of fund, and sources where fund is obtained e.g. budgetary appropriations, unappropriated fund balance, and New York State aid
- Utilized to pay for any object or purpose for which a school district may issue bonds pursuant to Finance Law
- Expended only with voter approval and for the purpose for which the fund was established
- Transferred to other funds only by voter approval
- May be liquidated by approval of voters if determined fund is no longer needed for the original purpose. Proceeds must be applied first to outstanding bond indebtedness than to tax levy

Analysis & Projected Needs

This capital reserve was established by a positive vote of the Naples CSD taxpayers on the 15th of May 2018. The reserve is authorized to be funded up to \$5,000,000 plus earnings thereon. The purpose of the reserve is to fund site work, additions to, reconstruction, and equipping of its school buildings and facilities. Due to the overwhelming amount of capital construction that is needed and the low building aid ratio of 63.7% (2019-2020 aid ratio), the Board of Education feels that this reserve is critical to its mission, is necessary to maintain health and safety for students and staff, is necessary to preserve school buildings, and should be in place to protect tax payer investment. The Board will continue to fund this reserve in future years up to its maximum amount, if necessary. This reserve will encapsulate the funds in the Capital Reserve – Transportation Reserve and it is the goal of the Board to fully fund this reserve by June 30, 2021.



Debt Service Fund (GML §6-1)

Overview

According to the NYS Education Department:

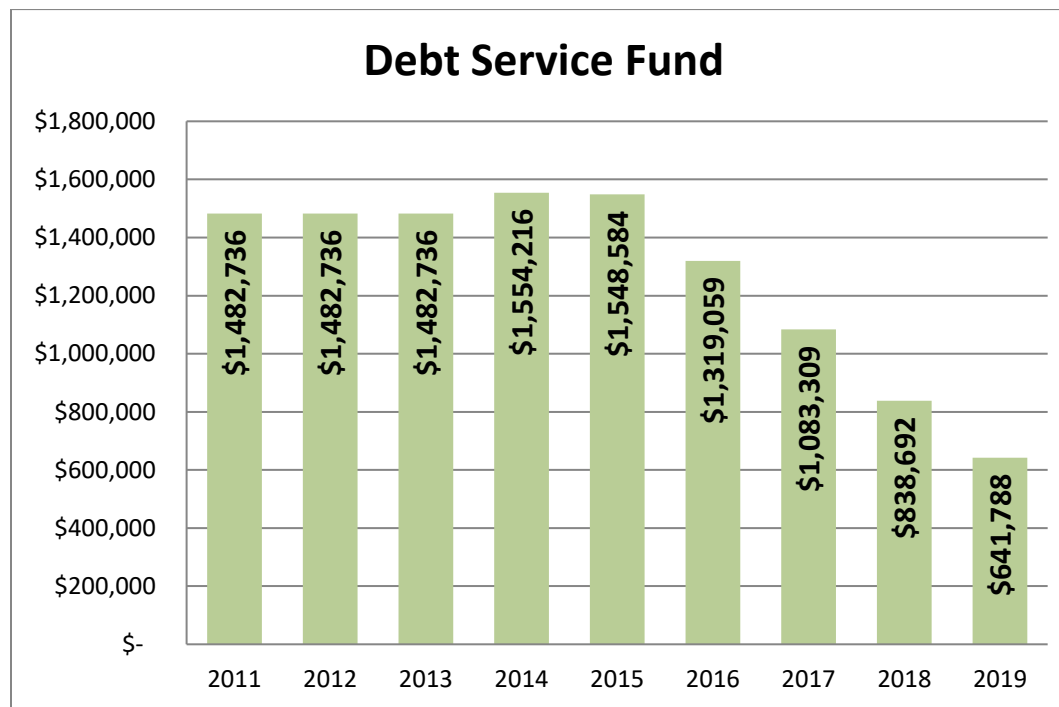
(<http://www.p12.nysed.gov/mgtserve/budgeting/handbook/otherfunds.html>),

“The use of this fund by school districts is optional except where a mandatory reserve for debt service is required as a result of having sold school property on which there is outstanding debt, or where unexpended proceeds of borrowings, earned interest, bond premium, or accrued interest are being retained to offset future payments on principal and interest.”

Analysis & Projected Needs

For the Naples Central School District, the Debt Service Fund is mandatory as the fund is used to account for “unexpended proceeds of borrowings, earned interest, bond premium, or accrued interest”. Over the years, the district has borrowed funds for various projects. At the end of every project, the district is required to take unexpended funds and use them to offset the cost of debt service principal and interest payments in the general fund.

For the 2020-2021 school year, the district plans to use \$100,000 to offset debt service payments through the general fund. The district will continue to expend monies from this fund in future years in an attempt to slowly work this fund down to zero while keeping in mind that this “general fund revenue source” will need to be replaced with other sources when it is spent down.



Assigned Fund Balance/Reserve for Subsequent Year/Designated for Expenditures

For the 2019-2020 school year, the District appropriated \$350,000 of prior year unassigned fund balance towards its budget. This represented approximately 1.7% of the budget. The District expects to return this amount to fund balance at the end of the fiscal year. Assigned Fund Balance will only be utilized as a last resort to meet expenditures if revenue does not cover expenses.

Given the economic uncertainty in the state economic climate, it is expected that in 2020-2021 the district may be forced to increase its reliance on assigned fund balance to meet expenses.

Unassigned Fund Balance

Given the uncertainty in other revenue areas, particularly state aid, the district is considering holding unassigned fund balance more than the 4% limit for 2020-2021 (pending the outcome of the summer 2020 Audit Report)

	13/14	14/15	15/16	16/17	17/18	18/19
Fund Balance	6/30/2014	6/30/2015	6/30/2016	6/30/2017	6/30/2018	6/30/2019
Reserved						
Reserved for Encumbrances	102,357	54,508	89,835	18,122	18,122	322,053
Tax Certiorari Reserve	259,484	255,120	220,742	220,742	220,742	193,821
Liability Reserve	20,605	20,616	-	-	-	-
Insurance Reserve	63,925	63,961	63,995	64,056	64,056	114,265
Property Loss Reserve & Liability Reserve	35,965	35,965	56,592	56,646	56,646	106,830
Employee Benefits Accrued Liability Reserve	1,801,484	1,452,479	1,303,379	1,304,626	1,304,626	1,158,604
Retirement Contributions Reserve (ERS and TRS)	1,324,719	1,354,468	1,255,201	1,416,554	1,416,554	1,601,838
Unemployment Insurance Reserve	110,885	40,058	40,080	40,118	40,118	40,249
Capital Reserve	1,177,408	1,400,000	1,400,757	211,793	211,793	1,789,594
Capital Reserve - Transportation	-	1,287,549	2,642,224	461,881	461,881	463,385
Capital Reserve - Buses			300,000	560,291	560,291	240,256
	4,896,832	5,964,724	7,372,805	4,354,829	4,354,829	6,030,895
Unreserved						
Designated for Expenditures (subsequent year)	850,000	750,000	650,000	550,000	550,000	350,000
Unassigned	789,796	780,130	789,435	796,773	796,773	827,991
	1,639,796	1,530,130	1,439,435	1,346,773	1,346,773	1,177,991
Fund Balance & Reserves at 6/30	6,536,628	7,494,854	8,812,240	5,701,602	5,701,602	7,208,886
Debt Service Balance	1,554,216	1,548,584	1,319,059	1,083,309	1,083,309	841,788

SUMMARY OF FUND BALANCE ACCOUNTS

NAPLES CSD RESERVE FUND STRATEGY

Over time, the District prefers to continue to use conservative budgeting practices which, under normal circumstances, generally result in revenues exceeding expenditures at the end of the fiscal year. The District wishes to avoid draconian cuts in programs in the midst of the current economic crisis. The District anticipates several years of reduced state aid revenue and a contraction of the economy may lead to tax cap revenues being severely limited. Through the management of its reserves and carrying unassigned balance forward, the District hopes to achieve the following:

- Maintenance of educational programming during the current crisis
- Flexibility to adapt to new and changing expectations and regulations in the educational process due to COVID-19
- Cash flow in all funds that will continue to prevent the need to issue Revenue Anticipation Notes in the event state or federal aid is not paid in a timely fashion
- Cash flow in all funds that will allow for increased investment earnings
- The ability to take advantage of opportunities as they arise, relevant to school district operations, that could result in better efficiencies, facilities/capital improvements, and instruction that are a savings to taxpayers in the long run
- Consistencies and improvements in its educational program
- A long-term plan for preserving its infrastructure and school buildings through long-term planning in conjunction with the school architect and financial planning teams without significantly impacting the tax levy
- The ability to maintain and/or improve its bond rating which will save taxpayers money at both the local and state level

In terms of its mission and responsibility to manage its fiscal affairs prudently the Board of Education considers all the goals above to be critical to its philosophy in managing reserves.

Long Term Plan for Use of Fund Balance 2020-2023

6/30/20

- Excess Revenue over Expenditures: \$1,500,000
- Assume Designated from Debt Service \$150,000
- Add up to \$136,566 to Retirement Contributions (ERS/TRS) Reserve
- Add up to \$1,800,000 to Capital Reserve
- Possibly exceed the 4% unassigned fund balance cap given the current economic uncertainty due to COVID-19
- Consider adding to Unemployment Reserve based on enrollment and COVID-19

6/30/21

- Excess Revenue over Expenditures: \$850,000
- Transfer from Debt Service to General Fund: \$100,000
- Add up to \$140,000 to Retirement Contributions (TRS) Reserve
- Fully fund the 2018 capital reserve
- Possibly exceed the 4% unassigned fund balance cap given the current economic uncertainty due to COVID-19

6/30/22

- Excess Revenue over Expenditures: \$550,000
- Transfer from Debt Service to General Fund: \$100,000
- Add up to \$150,000 to Retirement Contributions (TRS) Reserve
- Possibly exceed the 4% unassigned fund balance cap given the current economic uncertainty due to COVID-19

6/30/23

- Excess Revenue over Expenditures: \$450,000
- Transfer from Debt Service to General Fund: \$75,000
- Add up to \$160,000 to Retirement Contributions (TRS) Reserve
- Establish through voter referendum, a new capital reserve to be funded up to \$5,000,000. Assign up to \$1,000,000 to newly established capital reserve

6/30/24

- Excess Revenue over Expenditures: \$450,000
- Transfer from Debt Service to General Fund: \$75,000
- Add up to \$160,000 to Retirement Contributions (TRS) Reserve
- Assign up to \$1,000,000 to newly established capital reserve