



Board of Education
Financial Reserve Plan Document
Fiscal Year July 1, 2017 – June 30, 2018

Adopted by the Board of Education on May 15, 2018

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 underlying 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.

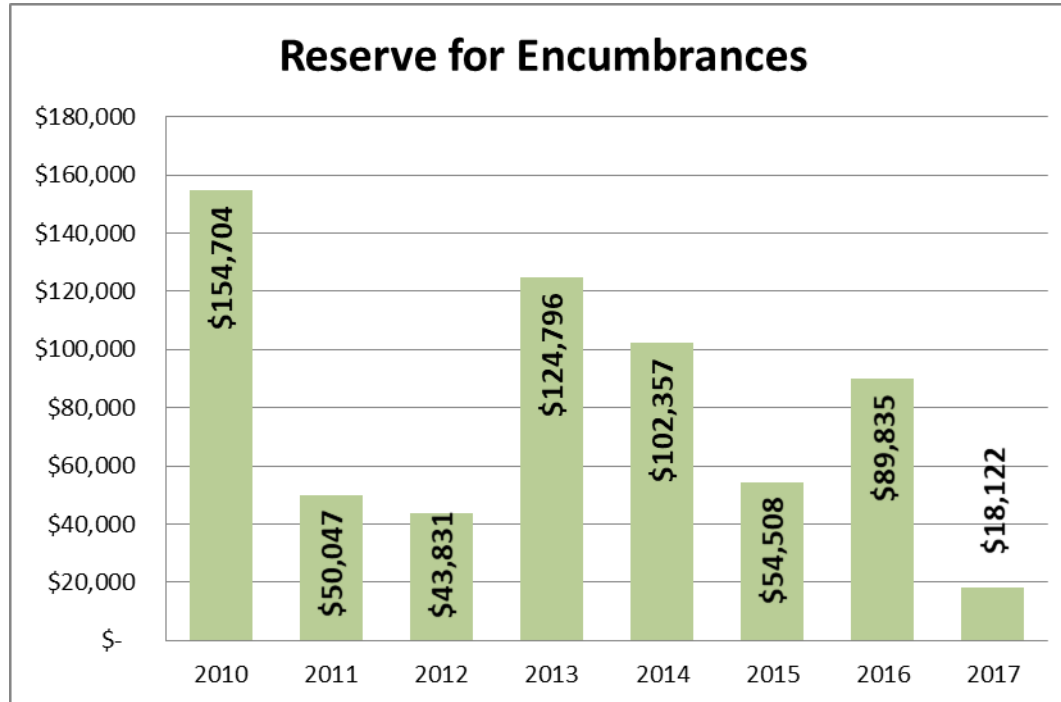
Source: Office of the New York State Comptroller – Local Management Guide for Reserves
<http://www.osc.state.ny.us/localgov/pubs/lmg/reservefunds.pdf>

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 following 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.



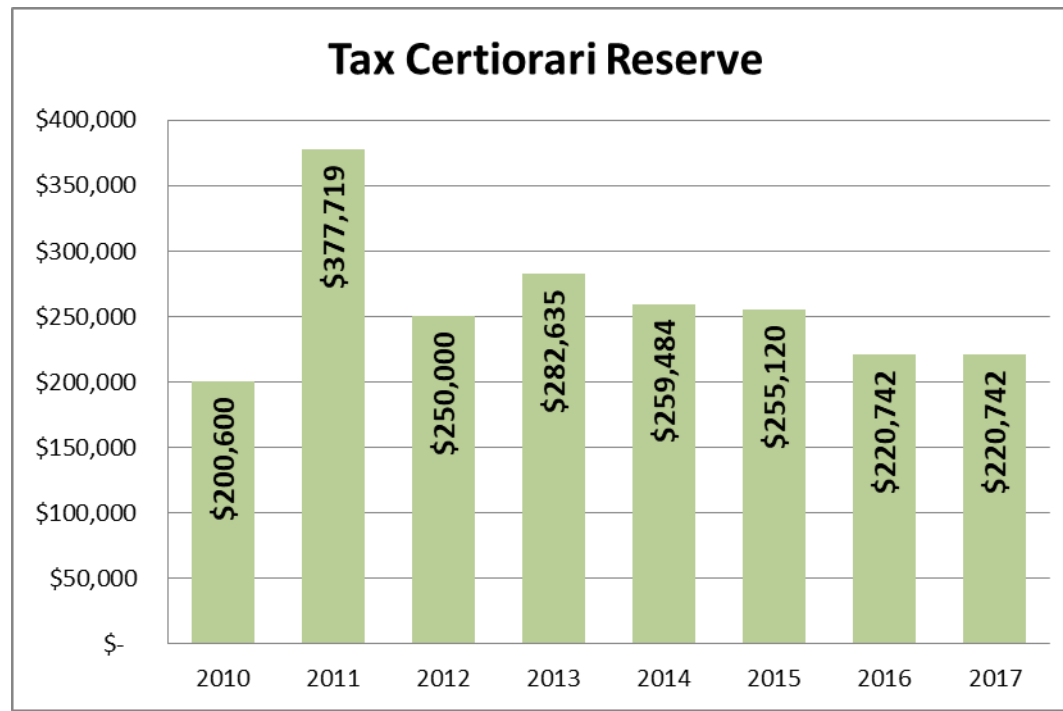
Tax Certiorari Reserve [EDN Article 74 §3651 (1-a)]

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. For the 2016-2017 school year approximately 55% of the District's revenues were derived from the tax levy. Approximately 60% of the tax base is located in the Town of South Bristol where the majority 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. As of June 30, 2016 the estimated cost to the district, if all determinations had been granted in favor of the landowner, would have been \$601,957. 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.



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

Overview

- Established by Board of Education resolution
- May be established as separate funds
- Each fund may not exceed 3 percent of the annual budget, or \$15,000 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 combined this reserve with the Property Loss & Liability Reserve at the end of the 2016 fiscal year. This reserve has been removed from the plan.



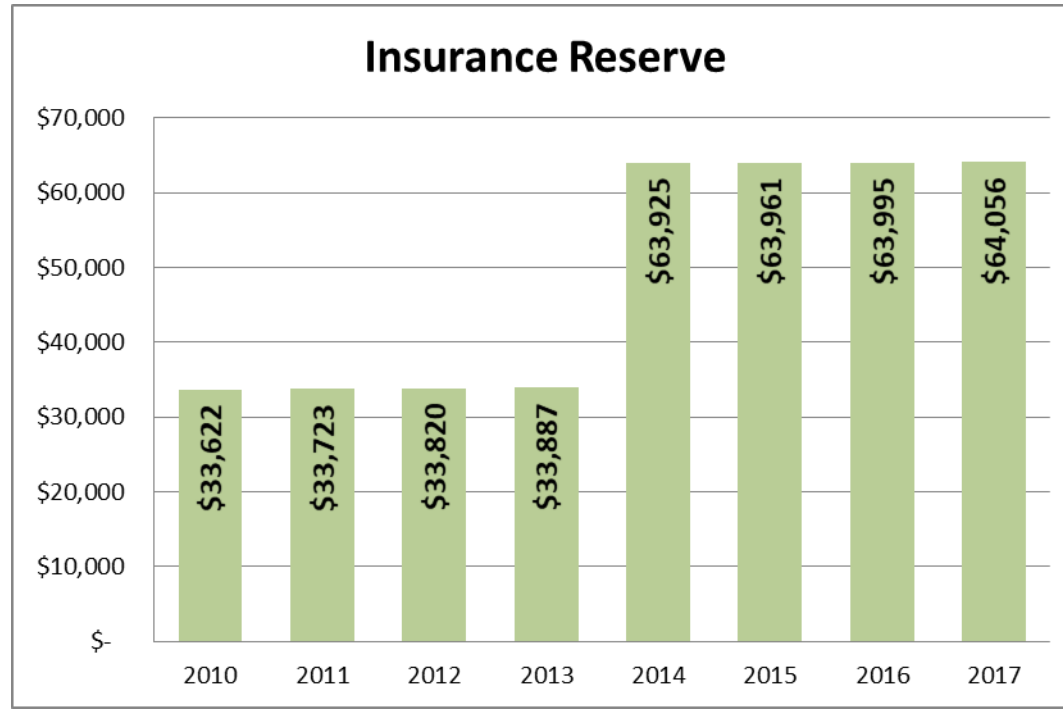
Insurance Reserve (GML Article 2 § 6-n)

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 \$996,000. However, there are no plans to increase this reserve at the present time.



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

Overview

- Established by Board of Education resolution
- May be established as separate funds
- Each fund may not exceed 3 percent of the annual budget, or \$15,000 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 \$598,000. However, there are no plans to increase this reserve at the present time. The increase of \$20,627 is a result of combining the Liability Reserve and the Property Loss Reserve.



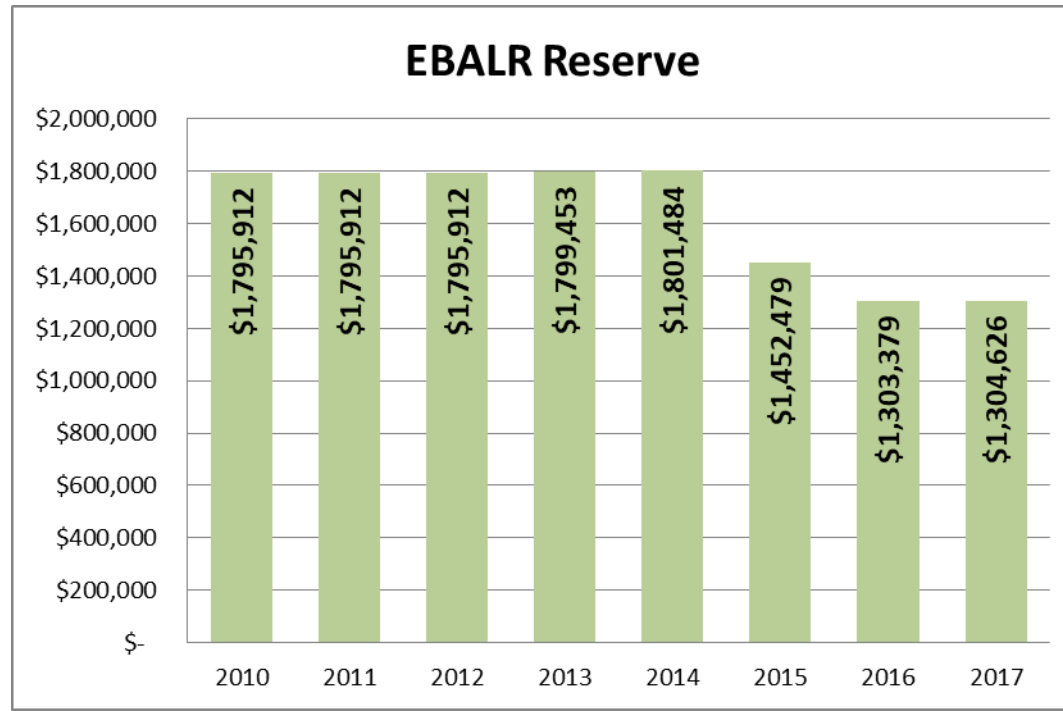
Employee Benefits Accrued Liability Reserve (GML Article 2 § 6-p)

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, 2017 the District had an estimated future liability of \$2,868,969 for benefits paid to its employees upon termination of employment. 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 2017-2018 school year, the District appropriated \$150,000 from this reserve to support retiree health insurance benefits. The District does not anticipate appropriating additional funds from this reserve in the 2018-2019 budget.



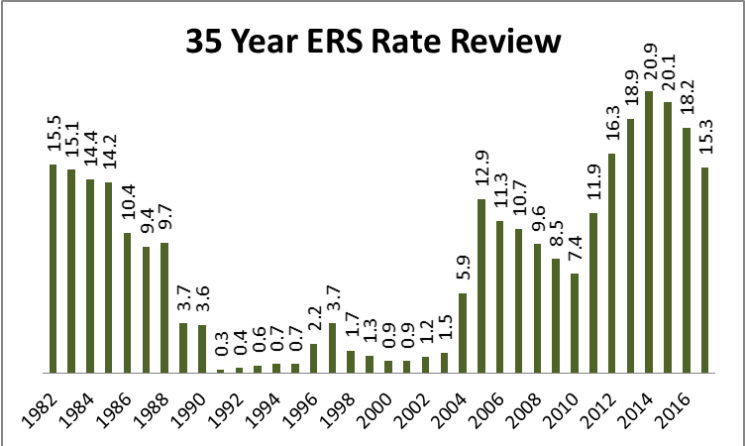
Retirement (ERS) Contributions Reserve (GML Article 2 § 6-r)

Overview

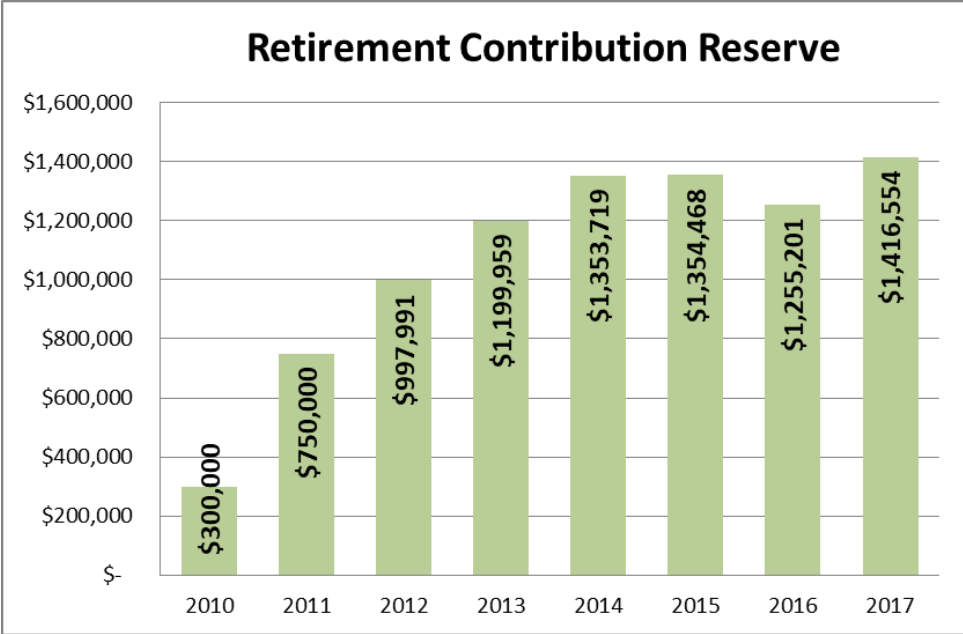
- Established by Board of Education
- Funded by budgetary appropriations, revenues not required by law to be paid into other funds or accounts, transfers from other reserve funds as permitted by law, and such other funds as the board may legally appropriate
- Voter approval is not needed to expend funds
- 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 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. As a result of the severe stock market declines in 2008, the NYSERS (New York State Employees' Retirement System) had steadily increased the employer contribution to ERS. With the rebounding economy and the addition of new tiers, rates are starting to decline slightly.



The District expects to utilize \$150,000 of this reserve to offset NYSERS cost in the 2017-2018 budget. 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.



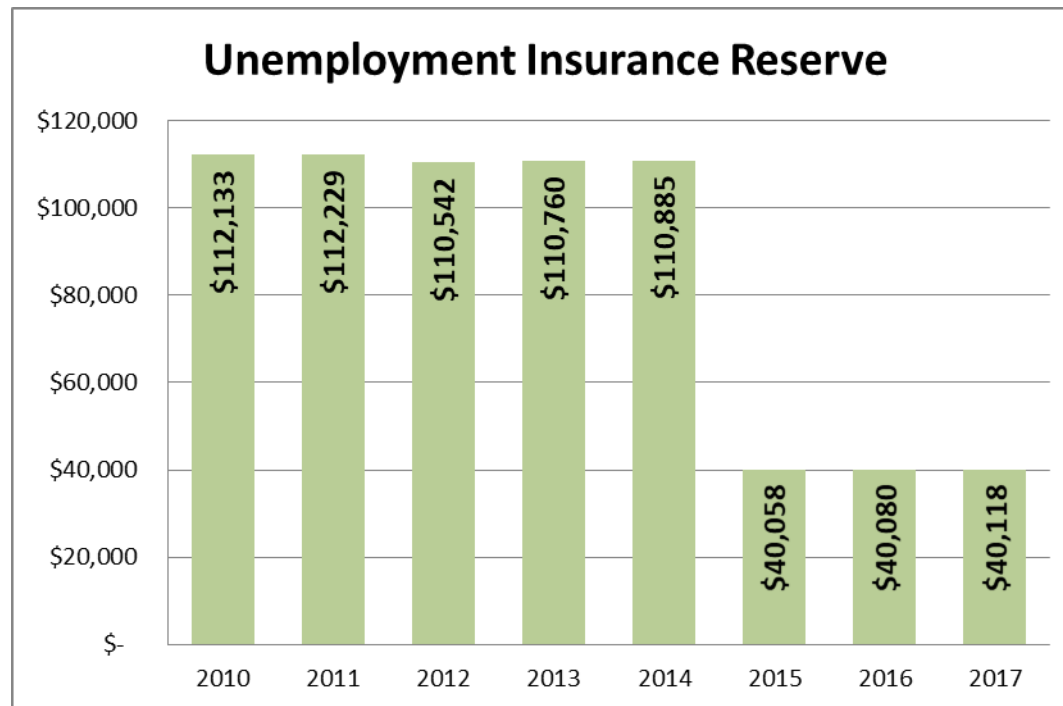
Unemployment Insurance Reserve (GML Article 2 § 6-m)

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. Due to decreases in state aid and uncertainties regarding future state aid and pending property tax caps the unemployment reserve was increased by \$80,000 at June 30, 2010. Over the last few years, New York State removed the “Gap Elimination Adjustment” and workforce reduction has become less likely. As a result, on May 6, 2015, the Board of Education approved the transfer of \$70,885 from the unemployment reserve to the capital reserve. 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.



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

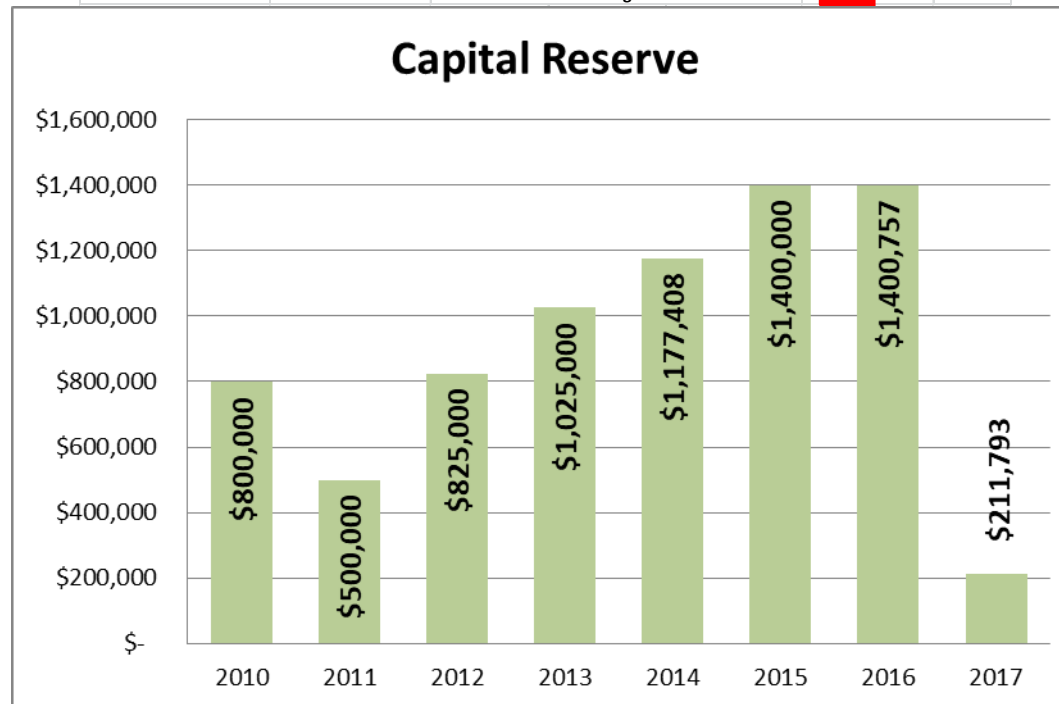
Overview

- 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 was established by a positive vote of the Naples CSD taxpayers on the 25th of February 2010. The reserve is authorized to be funded up to \$2,000,000 plus earnings thereon. As of June 30, 2015, \$2,000,000 has been funded. 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% (2016-2017 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. On January 19, 2011, by resolution, the Board agreed to use \$600,000 of the reserve to support the Phase 2 Capital Project, approved by the voters on March 22, 2011. Since then, the district was able to appropriate \$1,400,000 (the maximum amount to be funded) for future capital needs. On May 16, 2017, the public approved a capital project that led to the transfer of \$1,188,964 out of this fund.

Capital Reserve: Assessment of Allowable Additional Funding					
Date	Note	Amount Funded	Amount Deducted	Reserve Balance	Remaining Amount Allowable
2/25/2010	Initial Creation				\$2,000,000
6/30/2010	Funded	\$ 600,000		\$ 600,000	\$1,400,000
6/30/2011	Funded	\$ 500,000		\$ 1,100,000	\$ 900,000
6/30/2011	Withdrawal		\$ 600,000	\$ 500,000	\$ 900,000
6/30/2012	Funded	\$ 325,000		\$ 825,000	\$ 575,000
6/30/2013	Funded	\$ 200,000		\$ 1,025,000	\$ 375,000
6/30/2014	Funded	\$ 152,408		\$ 1,177,408	\$ 222,592
5/6/2015	Funded	\$ 70,885		\$ 1,248,293	\$ 151,707
6/30/2015	Funded	\$ 151,707		\$ 1,400,000	\$ -
Remaining Amount to be Funded					



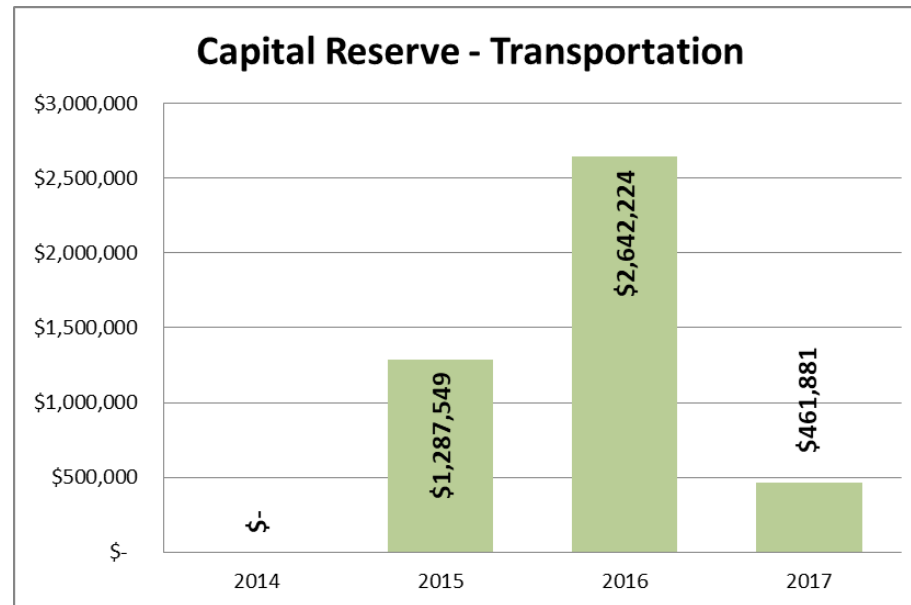
Capital Reserve - Transportation [EDN Article 74 § 3651 (1)]

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% (2017-2018 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 department. It is anticipated that the remaining \$461,881 will be transferred on June 30, 2018 into a newly publically approved capital fund. At that time, the fund will be closed out.



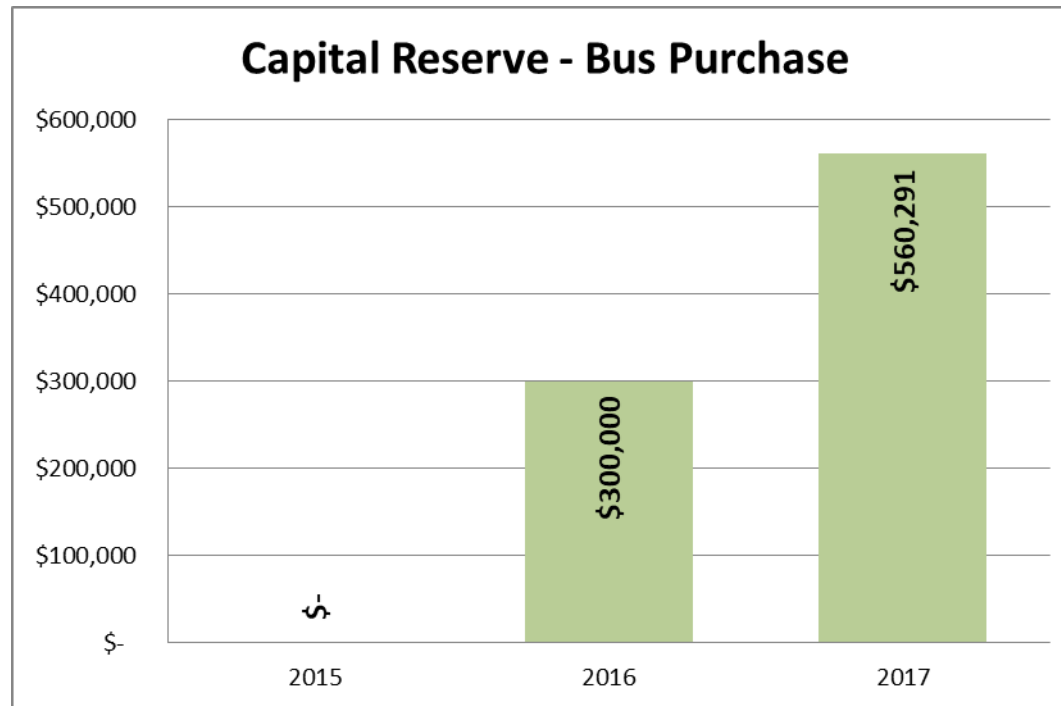
Capital Reserve – Bus Purchase [EDN Article 74 § 3651 (1)]

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, 2017, \$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 no longer reply on borrowing for purchasing buses. The Board will continue to fund this reserve in future years up to its maximum amount, if necessary.



Debt Service Fund (GML §6-1)

Overview

According to the NYS Education Department:

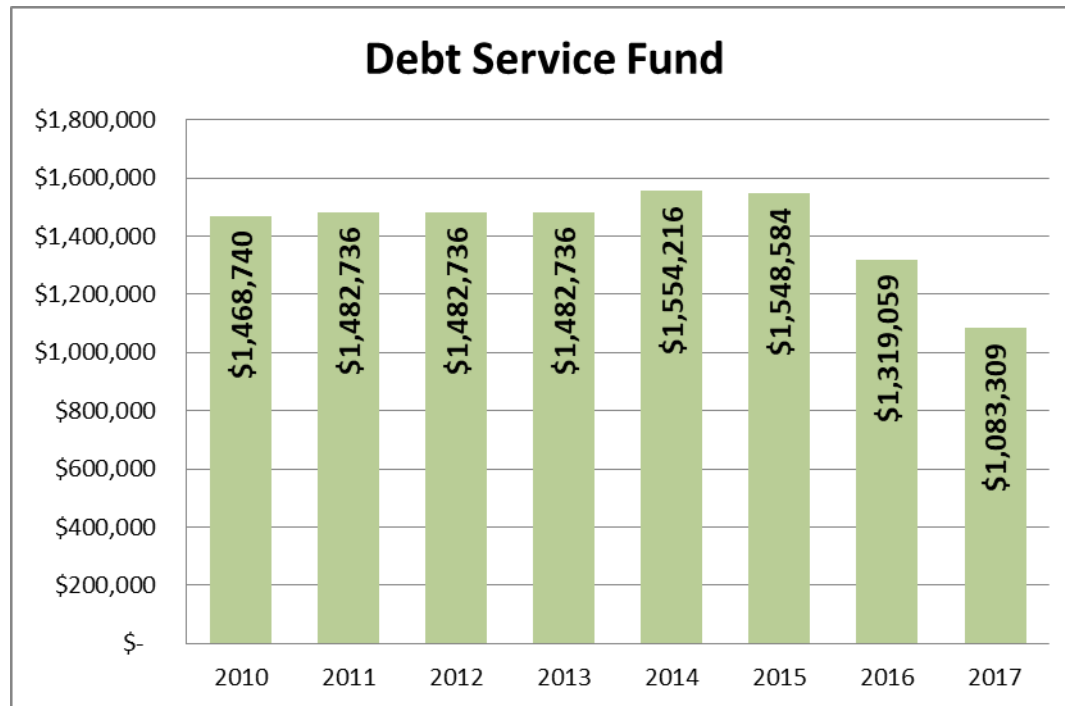
<http://www.p12.nysed.gov/mgtserv/budgeting/handbook/otherfunds.html>),

“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 2017-18 school year, the district plans to use \$250,000 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.



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

For the 2017-2018 school year the District appropriated \$550,000 of prior year unassigned fund balance towards its budget. This represented approximately 2.8% of the current budget. The District expects to return this amount to fund balance at the end of the fiscal year. Appropriations of fund balance for the 2018-2019 budget are expected to decrease and are dependent on various budgeting revenues including state aid. The District expects to return the majority of this appropriation to fund balance on June 30, 2019.

Beginning in the year 2015-2016 and thereafter the amount utilized will likely be reduced by \$100,000 annually with additional reductions in future years to insure appropriate levels of fund balance are maintained. As the economy regains strength, along with increases in state funding, the District would look to reduce the appropriation of unassigned fund balance, over time, to \$0. *Note: please see “Reserve Fund Strategy” for greater detail.

Unassigned Fund Balance

The District intends to retain unexpended funds in this reserve up to the legal limit of 4% of the upcoming year’s budget.

SUMMARY OF FUND BALANCE ACCOUNTS

	10/11	11/12	12/13	13/14	14/15	15/16	16/17
Fund Balance	6/30/2011	6/30/2012	6/30/2013	6/30/2014	6/30/2015	6/30/2016	6/30/2017
Reserved							
Reserved for Encumbrances	50,047	43,831	124,796	102,357	54,508	89,835	18,122
Tax Certiorari Reserve	377,719	250,000	282,635	259,484	255,120	220,742	220,742
Liability Reserve	20,485	20,541	20,582	20,605	20,616	-	-
Insurance Reserve	33,723	33,820	33,887	63,925	63,961	63,995	64,056
Property Loss Reserve & Liability Reserve	35,964	35,964	35,965	35,965	35,965	56,592	56,646
Employee Benefits Accrued Liability Reserve	1,795,912	1,795,912	1,799,453	1,801,484	1,452,479	1,303,379	1,304,626
Retirement Contributions Reserve	750,000	997,991	1,199,959	1,324,719	1,354,468	1,255,201	1,416,554
Unemployment Insurance Reserve	112,229	110,542	110,760	110,885	40,058	40,080	40,118
Capital Reserve	500,000	825,000	1,025,000	1,177,408	1,400,000	1,400,757	211,793
Capital Reserve - Transportation	-	-	-	-	1,287,549	2,642,224	461,881
Capital Reserve - Buses						300,000	560,291
	3,676,079	4,113,601	4,633,037	4,896,832	5,964,724	7,372,805	4,354,829
Unreserved							
Designated for Expenditures (subsequent year)	600,000	850,000	850,000	850,000	750,000	650,000	550,000
Unassigned	645,328	685,054	721,193	789,796	780,130	789,435	796,773
	1,245,328	1,535,054	1,571,193	1,639,796	1,530,130	1,439,435	1,346,773
Fund Balance & Reserves at 6/30	4,921,407	5,648,655	6,204,230	6,536,628	7,494,854	8,812,240	5,701,602
Debt Service Balance	1,482,736	1,482,736	1,482,736	1,554,216	1,548,584	1,319,059	1,083,309

NAPLES CSD RESERVE FUND STRATEGY

Over the long run the District will continue to use conservative budgeting practices which will likely result in excess revenues over expenditures at the end of the fiscal year. The District wishes to avoid draconian cuts in programs in the midst of a weak economic climate. The District anticipates additional state aid and mandate relief in future years to reduce the amount of fund balance needed to support the budget. Through the management of its reserves the District hopes to achieve the following:

- Maintenance of educational programming during economic downturns
- Cash flows that will eliminate the need to issue Revenue Anticipation Notes in the event state or federal aid is not paid timely
- Cash flows that will allow 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
- The ability to maintain a stable 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 of the goals above to be critical to its philosophy in managing reserves.

Long Term Plan for Use of Fund Balance 2018-2022

6/30/18

- Excess Revenue over Expenditures: \$1,200,000
- Reduce by \$100,000 Designated for Subsequent Year Expenditures (Total \$450,000)
- Assume Designated from Employee Benefit Accrued Liability Reserve \$150,000
- Assume Designated from Retirement Contribution Reserve \$150,000
- Assume Designated from Capital Reserve – Buses \$224,929
- Assume Designated from Debt Service \$250,000
- Add up to \$200,000 to Retirement Contribution Reserve
- Add up to \$800,000 to Capital Reserve – General
- Add up to \$189,709 to Capital Reserve – Bus Purchase

6/30/19

- Excess Revenue over Expenditures: \$750,000
- Reduce by \$100,000 Designated for Subsequent Year Expenditures (Total \$350,000)
- Assume Designated from Retirement Contribution Reserve \$250,000
- Assume Designated from Debt Service \$200,000
- Add up to \$250,000 to Retirement Contribution Reserve
- Add up to \$500,000 to Capital Reserve

6/30/20

- Excess Revenue over Expenditures: \$500,000
- Reduce by \$100,000 Designated for Subsequent Year Expenditures (Total \$250,000)
- Assume Designated from Retirement Contribution Reserve \$200,000
- Assume Designated from Debt Service \$150,000
- Add up to \$200,000 to Retirement Contribution Reserve
- Add up to \$300,000 to Capital Reserve

6/30/21

- Excess Revenue over Expenditures: \$200,000
- Reduce by \$100,000 Designated for Subsequent Year Expenditures (Total \$150,000)
- Assume Designated from Retirement Contribution Reserve \$200,000
- Assume Designated from Debt Service \$100,000
- Add up to \$200,000 to Retirement Contribution Reserve

6/30/22

- Excess Revenue over Expenditures: \$200,000
- Reduce by \$100,000 Designated for Subsequent Year Expenditures (Total \$50,000)
- Assume Designated from Retirement Contribution Reserve \$200,000
- Assume Designated from Debt Service \$100,000
- Add up to \$200,000 to Retirement Contribution Reserve