

BUFFALO FISCAL STABILITY AUTHORITY

2020-2023

ADOPTED BUDGET AND FINANCIAL PLAN

Buffalo Fiscal Stability Authority Authority Directors and Staff as of June 17, 2019

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Table of Contents

ORGANIZATION1
BUDGET PROCESS
PRINCIPAL BUDGETARY ASSUMPTIONS AND ASSESSMENT
OF BUDGETARY RISKS 4
2020 ADOPTED BUDGET & RELATED FOUR-YEAR FINANCIAL PLAN 6
FORECASTED 2019 REVENUES AND EXPENDITURES
NUMBER OF EMPLOYEES 9
STATEMENT OF BORROWED DEBT9
SCHEDULE OF LONG-TERM DEBT 11
LONG-TERM DEBT-DEBT SERVICE REQUIREMENTS:

ORGANIZATION

The Buffalo Fiscal Stability Authority ("BFSA" or "Authority") is a corporate governmental agency and instrumentality of the State of New York constituting a public benefit corporation created by the BFSA Act (the "Act"), Chapter 122 of the Laws of 2003, as amended from time to time, and signed by the Governor on July 3, 2003. BFSA has a broad range of financial control and oversight powers over the City of Buffalo (the "City") and its non-exempted Covered Organizations including the Buffalo Public School District (the "School District"), the Buffalo Municipal Housing Authority, the Buffalo Urban Renewal Agency, the Joint Schools Construction Board and other covered organizations as defined by the Act.

According to its enabling statute, BFSA will continue in existence until its oversight, control or other responsibilities and its liabilities, which include the payment of BFSA bonds and notes, have been met or discharged, which in no event may be later than June 30, 2037. In addition, BFSA has certain powers under the Act to control, oversee and monitor the City's finances, including Covered Organizations, particularly during a "control period", which began on the effective date of the BFSA Act of July 3, 2003.

BFSA is governed by a board of nine directors, seven of which are to be appointed by the Governor of the State. Of the seven directors appointed by the Governor, one must be a resident of the City, one is to be appointed following the recommendation of the State Comptroller, and one is to be appointed on the joint recommendation of the Speaker of the Assembly and the Temporary President of the Senate. The Mayor of the City and the County Executive serve as ex officio directors. The Governor designates the Chairperson and Vice Chair from among the directors. Five directors constitute a quorum. All directors of BFSA serve without salary.

The Act provides for BFSA to have different financial control and oversight powers depending upon whether the City's financial condition causes it to be in a "control period" or an "advisory period."

Under the Act, BFSA began its existence during a City control period, which means that BFSA commenced operation with its maximum authorized complement of financial control and oversight powers. Under an advisory period, the BFSA operates with a reduced set of financial oversight powers and responsibilities.

On May 29, 2012, BFSA made a determination that all provisions of the Act with respect to transitioning into an advisory period had been met and resolved to enter into an advisory period effective July 1, 2012. An advisory period shall continue through June 30, 2037, unless a control period is reimposed.

After an advisory period has been established, a control period could be reimposed on the City upon a determination by BFSA that a fiscal crisis is imminent or that any of the following events has occurred or that there is a substantial likelihood and imminence of its occurrence: (a) the City shall have failed to adopt a balanced budget, financial plan or budget modification as required by Sections 3856 and 3857 of the Act; (b) the City shall have failed to pay the principal of or interest on any of its bonds or notes when due; (c) the City shall have incurred an operating deficit of one percent or more in the aggregate results of operations of any major fund of the City or a Covered Organization during its fiscal year assuming all revenues and expenditures are reported in accordance with generally accepted accounting principles, subject to the provisions of the Act; (d) the chief fiscal officer's certification at any time, at the request of BFSA or on the chief fiscal officer's initiative, which certification shall be made from time to time as promptly as circumstances warrant and reported to BFSA, that on the basis of facts existing at such time such officer could not make the certification described in subdivision one of Section 3851 of the Act; or (e) the City shall have violated any provision of the Act.

During a control period, BFSA is empowered, among other things, (i) to approve or disapprove contracts, including collective bargaining agreements to be entered into by the City or any Covered Organization, binding or purporting to bind the City or any Covered Organization; (ii) to approve or disapprove the terms of borrowings by the City and Covered Organizations; (iii) to approve, disapprove or modify the City's financial plans and take any action necessary in order to implement the financial plan should the City or any Covered Organization fail to comply with any material action necessary to fulfill the plan, including issuing binding orders to the appropriate local officials; (iv) to set a maximum level of spending for any proposed budget of any Covered Organization; (v) to impose a wage or hiring freeze, or both, with respect to employees of the City or any Covered Organization; (vi) to review the operation, management, efficiency and productivity of the City and any Covered Organization; and (vii) to terminate the control period upon finding that no condition exists which would permit imposition of a control period, provided that budgetary operations for the prior three years were balanced without Authority assistance.

During an advisory period, as defined in the Act, BFSA is empowered, among other things, (i) to review the operation, management, efficiency and productivity of City operations and of any Covered Organization's operations, and to make reports and recommendations thereon; (ii) to review and comment on the budget, financial plan and financial plan modifications of the City and any of the Covered Organization's; (iii) to audit compliance with the City and any of the Covered Organization's financial plans; (iv) to review and comment on the terms of any proposed borrowing, including the prudence of each proposed issuance of bonds or notes by the City; (v) to assess and comment on the impact of any collective bargaining agreement to be entered by the City; and (vi) to impose a control period upon making one of the statutory findings.

Revenues of BFSA consist of state aid, sales tax revenue and investment earnings on funds deposited in BFSA bank accounts and on set-aside funds deposited with the bond trustee to pay bond interest and principal payments. Revenues of BFSA that are not required to pay operating expenses and other costs of BFSA are payable to the City and the School District as frequently as practicable.

BUDGET PROCESS

Adopted Budget and Financial Plan

BFSA's adopted budget and financial plan are prepared in accordance with accounting principles generally accepted in the United States of America on a full accrual basis, but also include information for cash basis accounting as necessary. Comparative amounts for the fiscal year ended June 30, 2018 were derived from BFSA's audited financial statements, copies of which were previously delivered to the BFSA's Board of Directors and approved by Resolution No. 18-24 on September 24, 2018. Amounts budgeted for fiscal year ending June 30, 2020 and forecasts included in the financial plan have been developed using assumptions and methods of estimation disclosed in budget and financial plan notes and sections herein. Working papers that document the reasonable assumptions and methods of estimation, consistent with prudent budgetary practices, have been prepared contemporaneously with the plan and will be maintained by BFSA.

The proposed budget and financial plan is submitted to BFSA's Audit, Finance and Budget Committee and also to the Board of Directors for review no later than 60 days prior to the commencement of its next fiscal year along with a certification by BFSA's Executive Director attesting to the reasonableness of the assumptions and methods of estimation used to prepare the budget and financial plan. The proposed budget and financial plan is posted on BFSA's website and made available to the public for a period of not less than 45 days, at least 30 of which must be prior to approval by the Board.

The budget and financial plan, and all amendments or modifications to the budget and financial plan, are approved by the BFSA's Board of Directors. Additionally, the final approved budget and financial plan is posted to the BFSA website not less than 7 days before commencement of the next fiscal year, and is submitted to the State Comptroller within 7 days of approval.

Approved Budget and Financial Plan

BFSA staff provides the BFSA's Board of Directors with quarterly updates on actual revenues and expenses compared to annual budget targets. No later than 90 days after the close of each fiscal year, BFSA staff report publicly on the prior year's actual versus budgeted results. Should any situation arise that has the potential to have a material, adverse effect on the approved budget and financial plan, BFSA staff are required to notify the State Comptroller in writing of the situation.

PRINCIPAL BUDGETARY ASSUMPTIONS AND ASSESSMENT OF BUDGETARY RISKS

The budget and financial plan includes estimates developed using assumptions as disclosed in notes to the plan. Estimates are subject to risk due to assumptions made about future scenarios. State aid and sales tax receipt estimates constitute the majority of BFSA's budgeted and forecasted revenue. State aid is forecasted at amounts consistent with the Governor's Executive Budget. Sales tax revenue is conservatively projected at levels consistent with the 2019 forecasted sales tax revenue amounts. Furthermore, sales tax revenues are conservatively held flat over the out-years (2020 - 2023) of the financial plan. Sales tax receipts are sensitive to the fluctuations in economic activity in the City, which has gone through numerous cycles of expansion and contraction over the years.

Investment income is earned by BFSA primarily from set-aside funds deposited with financial services firms to pay the semi-annual interest payment and annual principal payment. These funds are invested in accordance with forward delivery agreements and earn a guaranteed rate of return on the investments. Investment income also includes investment earnings on funds deposited in BFSA trustee accounts and bank accounts; these earnings are subject to fluctuation due to the balances held by BFSA as well as changes in interest rates.

BFSA has a perfected interest in the state aid and sales tax collections for the City and the School District and receives remittances from the NYS Department of Taxation and Finance for the purpose of withholding debt service set-aside monies and expenses, prior to remittance to the City and the School District. BFSA's costs are closely monitored by BFSA staff. As a result, there is little budget risk to BFSA or its bond holders.

No material non-recurring resources or transactions that shift material resources from one year to another or from reserves are included in this preliminary budget or financial plan.

Approximately 64% of total budgeted operating expenses represents staff related costs. The budget includes five budgeted positions, all of which are filled. There is a 2% salary increase budgeted for each position annually. Staff related costs also include employee benefits such as health insurance, pension expense and payroll taxes. Employee health insurance is budgeted at current rates and is projected to increase by 5.5% annually over the course of the financial plan; this projected increase is based on recent historical experience as well as available market data. Pension expense is determined based on the projected contribution rates as provided by the New York State Comptroller.

Professional fees are the second largest category of operating expenses, representing approximately 27% of the total budget. This category includes amounts budgeted for litigation, general legal counsel services, the independent audit, trustee fees and bank charges, and other professional fees. This category is estimated based on past historical experience and conservatively includes amounts so that in the event such services are necessary, there are adequate amounts budgeted.

All other operating expenses represent approximately 9% of the total budget for operating expenses. The BFSA operates as leanly as possible, understanding that fiscal constraint is extraordinarily important. There are no significant fluctuations noted from last year's final budget.

After amounts are retained for debt service and for the payment of operating expenses, sales taxes are remitted as soon as practical to the City of Buffalo and the Buffalo City School District. Those amounts are represented as Distributions within the Adopted Budget.

BUFFALO FISCAL STABILITY AUTHORITY 2020 ADOPTED BUDGET AND RELATED FOUR-YEAR FINANCIAL PLAN								
Accrual Basis	Actual	Forecast	Budget	Budget	% Var from	Budget	Budget	Budget
	FY 2018	FY 2019	FY 2019	FY 2020	Budget 2019	FY 2021	FY 2022	FY 2023
Revenue					J	-	-	
BFSA City Sales Taxes	85,572,188	87,500,000	84,100,000	87,500,000	4.0%	87,500,000	87,500,000	87,500,000
BFSA School District Sales Tax	46,256,229				6.7%			
State Aid Revenues		161,285,233			0.0%		161,285,233	161,285,233
Investment Income	159,042				-7.3%		71,157	67,458
Total Revenue	293,620,239	296,765,416	290,365,416	296,752,181	2.2%	296,714,487	296,656,390	296,652,691
Operating Expenses								
Staff Related								
Salaries	375,724	390,000	418,500	427,000	2.0%	435,540	444,251	453,136
Emp Health Insurance	78,560		85,000	95,000	11.8%	100,225	105,737	111,553
Pension Expense	55,324		62,775	64,050	2.0%	65,331	66,638	67,970
Payroll taxes	27,400		32,015	32,666	2.0%	33,319	33,985	34,665
Parking	6,061	7,000	6,120	7,200	17.6%	7,344	7,491	7,641
Professional Development	3,954	,	6,000	6,000	0.0%	6,000	6,000	
Employee Travel	0	1,000	1,000	1,000	0.0%	1,000	1,000	1,000
Total Staff Related	547,023	578,883	611,410	632,916	3.5%	648,759	665,102	681,965
Communications Expense	8,874	14,250	14,250	14,250	0.0%	14,250	14,250	14,250
Office Related								
Insurance	1,594	2,550	2,550	2,550	0.0%	2,550	2,550	2,550
Copy expense	1,630	,	1,800	1,800	0.0%	1,800	1,800	1,800
Office Supplies	1,093		4,300	4,300	0.0%	4,300	4,300	
Payroll Service Expenses	883	975	975	1,000	2.6%	1,025	1,050	1,075
Postage and Delivery	892	1,600	1,600	1,600	0.0%	1,600	1,600	
Various repairs, service	0	.,	1,500	1,500	0.0%	1,500	1,500	
Subscriptions	1,219	,	1,500	1,500	0.0%	1,500	1,500	1,500
Total Office Related	7,311	14,225	14,225	14,250	0.2%	14,275	14,300	14,325
Meeting Expense								
Meeting Expense - Travel	444	,	2,000	2,000	0.0%	2,000	2,000	2,000
Meeting Expense - Facilities & Other	6,207	9,500	9,500	9,500	0.0%	9,500	9,500	9,500
Public Forum and Public Notices	0	.,	4,000	4,000	0.0%	4,000	4,000	,
Total Meeting Expense	6,651	15,500	15,500	15,500	0.0%	15,500	15,500	15,500
Professional Fees	10,000	10.000	10.000	12 500	2.20/	12,000	14.000	14 700
Accounting and Audit	12,900 7,120		13,200 40,000	13,500 40,000	2.3% 0.0%	13,900 40,000	14,300 40,000	14,700 40,000
Fees:Legal Fees Litigation	7,120	,	140,000	135,000	-3.6%	40,000		
Other Professional Fees	20,590		60,000	60.000	-3.6%	60,000	60.000	
Trustee Fees/Bank Charges	7,369		17,000	17,000	0.0%	17,000	17,000	
Total Professional Fees	47,979		270,200	265,500	-1.7%	265,900	266,300	
				,			,	,
Rent	43,615		43,940	43,940	0.0%	44,673	44,819	45,566
Furniture and Equipment	1,505		1,200	1,200	0.0%	1,200	1,200	1,200
Depreciation Expense	1,627		1,400		8.6%			
Total Operating Expenses	664,585	939,028	972,125	989,076	1.7%	1,006,717	1,025,669	1,045,739
Net available for BFSA debt service,								
amortization and distribution to					0.00/			
City and School District	, ,	295,826,388	, ,		2.2%			295,606,952
Interest Expense	1,057,400			482,050	-35.1%			
Amortization of Bond Premium	(478,405)		(478,406)	(268,770)	-43.8%	(208,874)	(208,874)	
Total Interest Expense	578,995	264,069	264,069	213,280	-19.2%	56,226	(23,524)	(106,574)
Mirror Bond Interest Revenue	1,033,392	873,536	873,536	589,659	-32.5%	347,653	246,559	140,579
Amortization of Mirror Bond Premium	(240,803)		(240,803)	(240,803)	0.0%	(240,803)	(240,803)	(240,803)
Net Mirror Bond Interest Revenue	792,589		632,733	348,856	-44.9%	106,850	5,756	(100,224)
OPEB Expense	162,693	100,000	100,000	100,000	0.0%	100,000	100,000	100,000
Distributions:								
BFSA Rev.Dist to City	246,677,044	248,156,279	244,723,252	248,068,535	1.4%	247,988,783	247,877,928	247,847,764
BFSA Rev.Dist to School District	46,256,229		44,800,000		6.7%		47,800,000	
INFORMATIONAL ONLY:		-				-	1	-
Debt Set Asides	6,700,650	6,182,475	6,182,475	5,172,050	-16.3%	2,225,100	2,225,350	2,222,300
						, ,		
Principal Paid	5,520,000	5,685,000	5,685,000	5,440,000	-4.3%	4,690,000	1,960,000	2,040,000

NOTES AND KEY A	SSUMPTIONS FOR THE 2020 - 2023 FINANCIAL PLAN
Revenues	
Sales Tax	Sales tax revenue is adjusted in the current year budget to be consistent with projections for actual revenues for the year ended June 30, 2019. This balance is held consistent throughtout the financial plan in order to remain conservative.
State Aid	State aid for 2020 is budgeted consistent with the Governor's proposed budget. State aid is projected at stable levels in 2020 - 2023.
Investment Income	Budgeted per the Forward Delivery Agreements Investment Earnings Schedule. These are contractually based interest earnings.
Expenditures	
Salaries	Budgeted for 5 full-time positions, including Executive Director, Comptroller, Principal Analyst, Senior Analyst and Administrative Assistant. There is a 2% salary adjustment included for all positions. Includes estimate for vacation payout. The financial plan assumes a 2% base increase for all employees included for 2020 and each year thereafter.
Employee Health Insurance	For 2020, amount is budgeted for five staff on family coverage. For 2021-2023, it is estimated that health insurance will increase annually thereafter by 5.5%, based on historical experience.
Pension Expense	Used rate as published by NYSERS for 2020 and extended for remaining outyears of the Financial Plan. The blended rate is projected at 15.0% for both Tier 4 and Tier 5 members.
Payroll Taxes	7.65% of projected salaries.
Other Staff Related Expenses	Professional development and employee travel is held flat to the prior year and over the financial plan. Parking rates for 2020 are adjusted for known increase, and are are estimated to increase 2% annually thereafter. Communications expense is held consistent with prior year and held flat over the financial plan.
Office Related	Budgeted amounts are held consistent with prior years with minor increase of \$25 in the aggregate budgeted for 2020. Minor increases included for 2021-2023.
Meeting Expense	Budgeted amount for 2020 is consistent with prior year's budget. Amount held consistent for 2021-2023.
Legal Fees and Litigation	Litigation is budgeted consistent with prior year's budget in 2020 and projected at a consistent balance from 2021-2023. Legal fees are budgeted consistent with prior year's budget and held consistent for 2021-2023.
Other Professional Fees	For miscellaneous special studies requested by the Board. Includes estimated cost for the OPEB actuarial software in 2021 and 2023 which is required to be purchased every two years.
Rent	Expense based on lease signed in 2015.
Depreciation Expense/Fixed Asset Additions	Capital assets in excess of \$500 and with an estimated useful life greater than one year are depreciated. The capital asset acquisition plan for each year of the financial plan is as follows: 2020: one (1) laptop computer at \$1,200, screen projector for \$500 and office furniture/equipment of \$2,000; 2021: one (1) laptop computer at \$1,200 and office furniture/equipment of \$2,500, 2022: one (1) laptop computer at \$1,200, photocopier/printer combination for \$15,000, and office furniture/equipment of \$2,000; 2023: the purchase of one (1) laptop computer for \$1,200 and office furniture/equipment for \$2,500.
Interest Expense	Per Bond Interest Schedule.
Mirror Bond Interest Revenue	Per schedule and agreements with the City.
OPEB Expense	OPEB expense estimated based on past experience and consistent number of employees of 5 throughout the Plan.

FORECASTED 2019 REVENUES AND EXPENDITURES

The following provides a discussion regarding key variances anticipated between the original 2019 budget, as approved, and the forecasted balances for the year ending June 30, 2019. Such forecasted amounts are documented in the "Forecast FY 2019" column in the 2020 Adopted Budget and Related Four Year Financial Plan as provided on pages 6 - 7.

Sales Tax Receipts:

City – For June 30, 2019 forecasted sales tax receipts are expected to be \$3,400,000 (4.0%) higher than budgeted due to inflationary increases and modest local economic growth. The 2019 forecasted amount is expected to be \$1,927,800 (2.3%) higher than the 2018 actual revenue.

School District – For June 30, 2019, forecasted sales tax receipts are expected to be \$3,000,000 (6.7%) higher than budgeted due to better than expected 2018 forecasted results, from which 2018 amounts were projected. The 2019 forecasted amount is expected to be \$1,543,800 (3.3%) higher than 2018.

Salaries Expense & Payroll Taxes – For June 30, 2019, forecasted salaries and payroll taxes are expected to be \$30,700 (6.8%) lower than the budgeted amount for 2019. The Comptroller position is budgeted at full-time but was filled part-time during 2018-19.

Employee Health Insurance – For June 30, 2019, forecasted employee health insurance expenses are expected to be \$5,000 (5.9%) higher than budgeted due to the change in composition of individuals receiving single vs. family coverage.

Pension Expense – For June 30, 2019, forecasted pension expense is expected to be 7,700 (12.3%) lower than budgeted due to the lower salaries expense compared to budgeted and lower pension rate.

Litigation Expense – For June 30, 2019, forecasted litigation expense is expected to be \$0 as there currently is no outstanding litigation involving the BFSA.

NUMBER OF EMPLOYEES

As of December 31, 2018, BFSA had five employees, four of which are full-time and one temporarily part-time, exempt and funded by general revenues of the BFSA. The following table shows the numbers of employees contained within the forecasted 2019 final results, the 2020 budget and the financial plan:

Position/Title	<u>2019F</u>	2020	2021	2022	2023
Executive Director	1	1	1	1	1
Comptroller	1	1	1	1	1
Principal Analyst	1	1	1	1	1
Senior Analyst	1	1	1	1	1
Administrative Assistant	1	1	1	1	1
Total	5	5	5	5	5

STATEMENT OF BORROWED DEBT

BFSA is empowered to issue bonds and notes for various City purposes, defined in the Act as "Financeable Costs". The Act authorizes the issuance of bonds, notes, or other obligations in amounts necessary to pay any financeable costs and to fund reserves to secure such bonds. The aggregate principal amounts of such bonds, notes, or other obligations outstanding at any one time excluding refunding bonds of the City or BFSA cannot exceed \$175,000,000. BFSA may also issue bonds, notes or other obligations to pay the cost of issuance of such borrowings, to establish debt service reserves, to refund or advance refund any outstanding notes of the City. BFSA may issue cash flow borrowings which do not count toward the above limit, but are limited to \$145,000,000 of aggregate principal amounts outstanding at any one time.

BFSA issued a refunding bond in December 2015; the 2015A Refunding Bond refunded the outstanding 2005A and 2006A bonds. No other bonds were issued or are planned to be issued for the remainder of 2018-19. All issued BFSA long-term debt is serviced through its debt service fund.

Since 2003, BFSA has issued \$156,580,000 of long-term debt in the form of notes and serial bonds with due dates through 2026. At December 31, 2018, \$16,570,000 remains outstanding.

Revenues to pay the BFSA's debt service are provided by the City and School District's share of Erie County sales tax, on which the BFSA has a first lien. Pursuant to the Act, the City and School District have no right, title or interest in these revenues until transferred to the City and the School District by BFSA.

The following tables contains a listing of all BFSA debt transactions since the BFSA was created, and amounts outstanding at December 31, 2018, the debt service requirements for the BFSA's current fiscal year, and the debt service requirements over both the Financial Plan as well as over the remaining life of the bonds:

	BFSA Debt Table at December 31, 2018 Bond Note				
	Issue	Par	(BAN)	Bond Par	Note Par
(\$ in thousands)	Date	Issued	Par Issued	Outstanding	Outstanding
Sales Tax and State Aid Secured Bonds (Series 2004A)	6/1/2004	\$25,745		\$0	
Bond Anticipation Notes (Series 2004A- 1)	9/1/2004		\$84,000		\$0
Sales Tax and State Aid Secured Bonds (Series 2005A)	6/1/2005	\$28,030		\$0	
Sales Tax and State Aid Secured Bonds – Refunding (Series 2005B&C)	7/1/2005	\$47,065		\$320	
Bond Anticipation Notes (Series 2005A- 1)	7/1/2005		\$90,000		\$0
Sales Tax and State Aid Secured Bonds (Series 2006A)	4/1/2006	\$27,270		\$0	
Bond Anticipation Notes (Series 2006A- 1)	4/1/2007		\$60,000		\$0
Sales Tax and State Aid Secured Bonds (Series 2007A)	4/1/2007	\$28,470		\$9,760	
Sales Tax and State Aid Secured Bonds- Refunding (Series 2015A)	12/21/2015	\$14,170		\$6,490	
Total		\$170,750	\$234,000	\$16,570	\$0
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SCHEDULE OF LONG-TERM DEBT:

	July 1, 2018	Increases	Decreases	Amounts June 30, 2019	Amounts Due in One Year
Series 2005A Bond	\$0	-	-	\$0	\$0
Series 2005B&C Bond	1,125,000	-	805,000	320,000	320,000
Series 2006A Bond	0	-	-	0	0
Series 2007A Bond	11,975,000	-	2,215,000	9,760,000	2,315,000
Series 2015A Bond	9,155,000	-	2,665,000	6,490,000	2,805,000
Total	\$22,255,000	-	5,685,000	16,570,000	5,440,000

LONG-TERM DEBT-DEBT SERVICE REQUIREMENTS:

BFSA Long-Term Debt Debt Service Requirements					
Year Ending June 30,	Principal	Interest			
2019	\$5,685,000	\$742,313			
2020	5,440,000	468,763			
2021	4,690,000	296,825			
2022	1,960,000	218,225			
2023	2,040,000	136,450			
2024-2028	2,440,000	55,650			
Total	\$22,255,000	\$1,918,226			