



New York State Comptroller
THOMAS P. DiNAPOLI



Annual Report on Local Governments for Fiscal Year End 2022

January 2024

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Mission and Goals

The mission of the Division of Local Government and School Accountability is to serve taxpayers' interests by improving the fiscal management of municipalities and school districts in New York State.

To achieve our mission, we have developed the following goals:

- Enable and encourage local government officials to maintain or improve fiscal health by increasing efficiency and effectiveness, managing costs, improving service delivery, and accounting for and protecting assets.
- Promote government reform and foster good governance in communities statewide by providing local government and school officials with up-to-date information and expert technical assistance.

Message from the Comptroller

As State Comptroller, one of my most important responsibilities is to monitor the financial operations of the State's local governments. The Office of the New York State Comptroller fosters the efficient use of taxpayers' dollars by, among other things, gathering and reporting local government financial data. This Annual Report on Local Governments for Fiscal Year End 2022 provides a summary of this data for the local fiscal years that ended in 2022.

Local governments had a more stable environment, both financially and operationally, in fiscal year end 2022 compared to the first two years of the COVID-19 pandemic. Still, some new challenges presented themselves, such as a sharp rise in inflation. In this report, we summarize how local government finances were impacted during this period. On our website, we also provide data on each individual county, city, town, village, school district and fire district, in user-friendly interactive dashboards. Visitors can also use Open Book New York to view detailed information on specific entities or to download comprehensive datasets that compare all entities within a class of local government.

In addition, my office's Division of Local Government and School Accountability continues to provide support to local officials and to the communities they serve. In calendar year 2022, we completed 300 local government audits, trained over 11,450 local government officials, and continued to collect financial data and report on local fiscal stress through the Fiscal Stress Monitoring System. In 2023, we released a new Annual Financial Report Online application, allowing local officials to access, prepare and submit their reports more seamlessly. This system will also enhance data validation and improve data quality.

I hope you find this report useful, and I encourage you to visit our website and follow us on Facebook, X (formerly Twitter) and YouTube for the latest on our work.



Sincerely,
Thomas P. DiNapoli
State Comptroller

Local Government Financial Data for FYE 2022

The Office of the New York State Comptroller (OSC) is statutorily required to publish an annual statement of comparative revenue, expenditure and debt data for each major class of local government in New York State (counties, cities, towns, villages, school districts and fire districts). This report focuses on local fiscal years ending (FYE) in 2022, the most recent data available for all classes of local government together. The data is presented in a series of statistical “dashboards” that illustrate aggregate revenues, expenditures, and debt, as well as totals for each class of government. New York City and its school district are excluded from this analysis unless otherwise indicated.¹

In addition to this report, OSC offers interactive content online to enable users to view data for individual counties, cities, towns, villages and school districts. This data is available at: www1.osc.state.ny.us/localgov/nys-local-government-interactive-data.htm.



Local Government Finances Stabilize in FYE 2022

Because local governments can have various fiscal year start (and end) dates, not every one of them operated under the same environmental conditions in FYE 2022. The progression of the pandemic, the federal government’s response to it, and the overall impact on local finances were different for non-calendar year entities (most villages, some cities and all school districts), compared to calendar year ones – all counties, towns, fire districts, most cities and a few villages. (See Figure 1.) Still, billions of dollars in federal pandemic relief funding helped many of these local governments, regardless of their class or fiscal year end, overcome potential budgetary constraints or operational hardships.

For non-calendar year entities, including school districts, with fiscal years beginning in June, July and August, the start of FYE 2022 marked a time of economic uncertainty: some pandemic-related business and travel restrictions remained in place and the public vaccination rollout was still underway. However, these factors gradually dissipated over the course of the year. For calendar year entities, the economy was much closer to recovery, despite high inflation for much of the year. In addition, many of these municipalities, which had already received federal assistance in FYE 2021, received even more in FYE 2022. There are also several villages whose fiscal years begin in March, and a few cities (and one village) whose fiscal years begin in April, that experienced a longer period of pandemic-related impacts in FYE 2022. While the timing of pandemic-related federal assistance worked out well for calendar year entities, many local governments with fiscal years beginning before July did not receive, and were not able to use, these stimulus funds during FYE 2021, when they may have been experiencing hardship.

In addition to the self-reported annual financial data submitted by local governments, this report also draws from other available data sources, such as quarterly local sales tax collections and OSC’s fiscal stress scores, in order to provide a more complete fiscal picture.

FIGURE 1
Number of Local Governments in New York State by Fiscal Year End Date and Class

Class	2/28	3/31	5/31	6/30	7/31	12/31
County						57
City		4	1	10	2	44
Town						933
Village	26	1	487		6	13
School District				689		
Fire District						903
Total	26	5	488	699	8	1,950

Source: Office of the New York State Comptroller (OSC).

Note: Does not include New York City.

Revenues

Local government revenues totaled \$95.4 billion in FYE 2022, an increase of nearly 6.2 percent when compared to FYE 2021, more than twice as strong as the compound annual growth rate of 2.8 percent from FYE 2012 to 2022. (See Revenues dashboard on page 8.)

Most of the growth in revenues was due to a significant increase in overall one-time aid from three federal pandemic relief programs: the Coronavirus Aid, Relief and Economic Security Act (CARES) of 2020; the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSA) of 2021; and the American Rescue Plan Act (ARPA) of 2021. Prior to the pandemic, in a typical year, federal aid was not a major source of revenue for many local governments – between FYE 2013 and 2019, it averaged 5.9 percent of total revenues annually. However, federal aid grew by 39 percent in FYE 2022, year over year, by far the strongest increase of any other source of revenue. Meanwhile, two of the largest revenue categories, State aid and sales and use taxes, saw fairly robust growth at 7.8 percent and 6.6 percent, respectively. As was the case in FYE 2021, the revenues generated from charges for services continued to lag behind pre-pandemic (FYE 2019) levels, although they did experience year-over-year growth of 3.6 percent in FYE 2022.

Nearly all classes of local government saw their total revenues grow between 4 percent and 8 percent in FYE 2022 compared to FYE 2021. (See Financial Data dashboards for each local government class starting on page 22.) City revenues grew the most at nearly 7.5 percent, largely due to an infusion of temporary federal funding and near double-digit growth in sales tax collections. Just behind cities were villages and school districts at 7.3 percent and 7.2 percent, respectively, followed by towns (5.5 percent) and counties (4.7 percent). These classes also benefited from large increases in federal aid, sales tax and, for school districts in particular, State aid.

Fire districts, which rely almost exclusively on real property taxes and account for roughly 1 percent of all local government revenues in a given year, were the only class to experience a revenue decline (2.5 percent) in FYE 2022.²

Revenues - All Major Classes

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

2.8%

over 10 years

School districts received

63.1%

of real property taxes

State aid grew at an annual rate of

3.7%

over 10 years

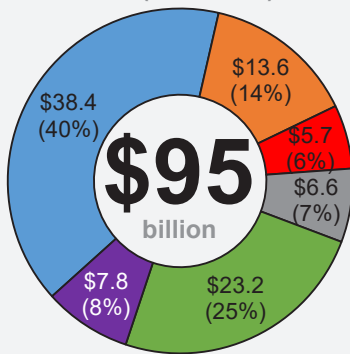
Federal aid totaled

\$7.8

billion

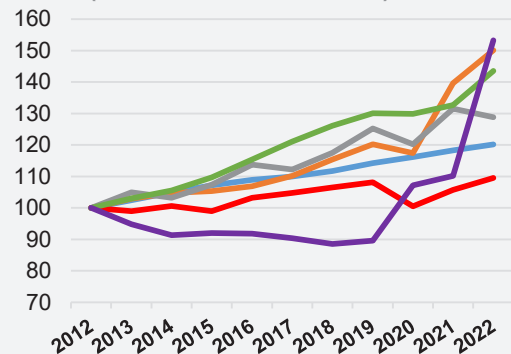
Revenues by Source

Total Dollars (in billions)



- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2012 = 100)

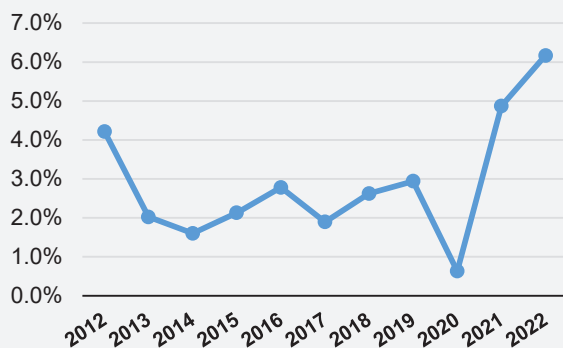


Percentage of Total for Each Class

Revenue Sources	County	City	Town	Village	School District	Fire District
Real Property Taxes	20.9%	23.2%	48.3%	45.6%	51.2%	94.8%
Sales and Use Taxes	37.4%	20.1%	10.3%	6.9%	0.8%	0.0%
Charges for Services	8.1%	17.0%	13.4%	26.0%	0.8%	0.0%
Other Local Taxes and Revenues	10.5%	11.7%	13.5%	10.7%	2.6%	4.5%
State Aid	12.4%	19.2%	9.4%	7.5%	37.0%	0.3%
Federal Aid	10.8%	8.8%	5.2%	3.4%	7.6%	0.4%

Trends in Total Revenues

Year-Over-Year Change



Annual Growth Rate

	2012 to 2022	2021 to 2022
County	2.6%	4.7%
City	2.8%	7.5%
Town	3.1%	5.5%
Village	2.4%	7.3%
School District	2.8%	7.2%
Fire District	2.7%	-2.5%
Total	2.8%	6.2%

Source: OSC.

Notes: Includes New York State counties, cities, towns, villages, school districts and fire districts, except New York City. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments. Other local taxes and revenues include other non-property taxes, charges to other governments, use and sale of property, and other local revenues.

Property Tax

The taxes collected on real property represent the largest single source of revenue for local governments, making up over 40 percent (\$38.4 billion) of all revenues in FYE 2022. This was lower than the pre-pandemic (FYE 2012 to 2019) annual average of 44 percent because of the large increase in federal aid and growth in sales tax revenues. Fire districts rely the most on property taxes at nearly 95 percent (\$852 million) of their total revenues, while school districts collect the most – over 63 percent (\$24.2 billion) of all local property taxes in FYE 2022. Local government real property tax revenues increased by 1.6 percent in FYE 2022, which was slightly below the compound annual growth rate of nearly 1.9 percent from FYE 2012 to 2022. On a class-by-class basis, year-over-year growth in property tax revenue ranged from 1.3 percent (school districts) to 3.1 percent (fire districts.) The ability for municipalities and school districts to increase property taxes is constrained in two ways.

First, local governments are subject to a statutory tax cap (“tax cap”) that limits the growth of property tax levies to the lesser of 2 percent or the rate of inflation, with some exceptions.³ And while these entities can choose to override the cap, doing so may be difficult. Municipal boards that seek to exceed the tax cap must override it by passing a local law or resolution by a vote of at least 60 percent of their members. For school districts, voters can override the tax cap with a 60 percent vote in favor of the district’s proposed budget. In FYE 2022, local governments were no more likely to override the tax cap than in prior years.

Second, some local governments (counties, cities and villages) are also subject to a constitutional tax limit (CTL), which restricts the amount of property tax revenues they are able to raise in any single year, with some exceptions, using a calculation that multiplies the value of taxable real property by a constitutionally prescribed percentage. (The specific percentage ranges from 1.5 percent to 2.5 percent and depends on the type of local government.)⁴ A municipality that exceeds its CTL will have the excess amount withheld from its State aid by OSC. While most entities are well below the limit, a total of 15 local governments levied in excess of 80 percent of their CTL in 2022, down from 22 in 2021, but up from 8 in 2013.

State Aid

As the second largest source of revenue, State aid accounted for over 24 percent, or \$23.2 billion, of all local government revenues in FYE 2022, representing an increase of 8.1 percent from FYE 2021. This was significantly stronger than the year-over-year growth (2.2 percent) experienced in FYE 2021, and more than twice as strong as the compound annual growth rate (3.7 percent) from FYE 2012 to 2022.

School districts are particularly reliant on State assistance, much of which is unrestricted. It made up nearly 37 percent, or \$17.5 billion, of school revenues in FYE 2022 (119 districts depend on it for over 60 percent of their total revenues). In fact, school districts received almost three-fourths of all State funding to local governments in FYE 2022. Cities, for the most part, also depend on State aid, which comprised 18.5 percent, or almost \$1.1 billion, of their revenues in aggregate.

The growth in State funding in FYE 2022 was largely due to budgetary and policy changes. The State Fiscal Year (SFY) 2021-22 budget restored aid cuts – previously made in the SFY 2020-21 budget – to local governments, especially school districts, and committed the State to fully funding Foundation Aid for districts by SFY 2023-24. The decisions made in the SFY 2020-21 budget to cut local assistance, as well as temporarily withhold specific aid payments, were out of concern for the pandemic's impact on State revenues. Certain local governments were affected differently, however, depending on whether they were calendar year (all counties, towns, most cities and a few villages) or non-calendar (most villages and some cities) municipalities or if they were school districts.⁵

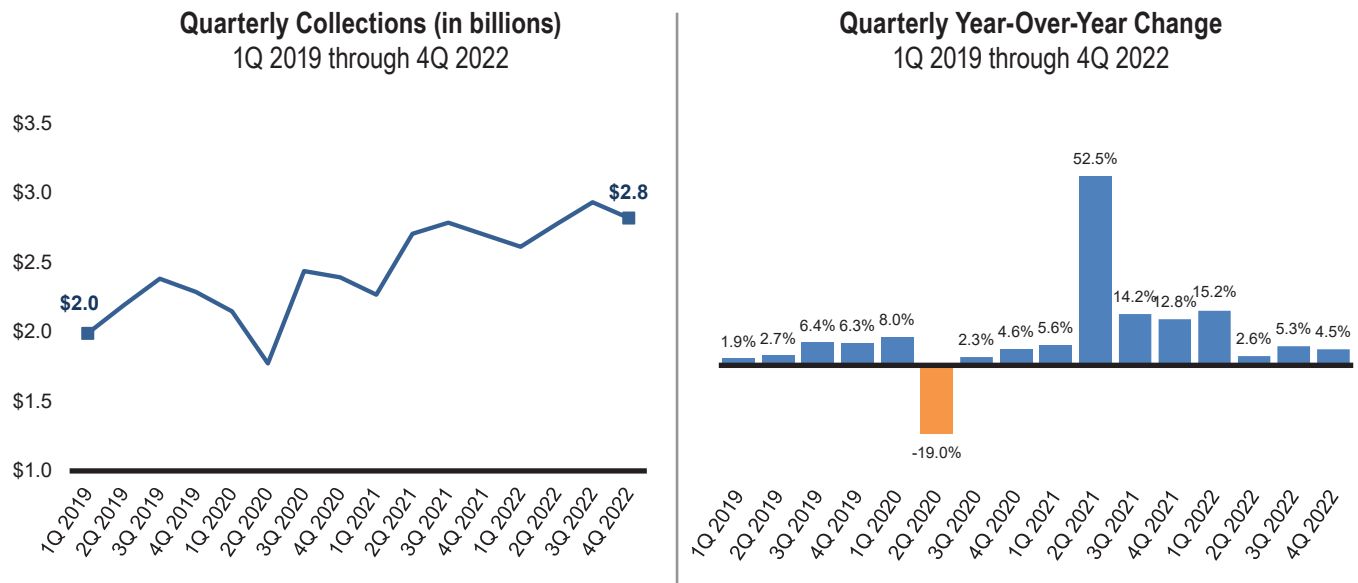
In FYE 2021, both school districts and villages saw their State aid decline by 2 percent and 0.5 percent, respectively, with all other classes of local government experiencing large increases. However, the remedial actions taken in the SFY 2021-22 budget led to increases of 19 percent for villages and 8 percent for school districts in FYE 2022. Counties also saw very strong growth (11.3 percent) in State funding, nearly identical to the growth they experienced in FYE 2021, but for different reasons – the FYE 2021 increase was largely due to the State restoring certain aid withheld during the prior fiscal year, while the FYE 2022 growth was the result of increases to many aid categories as reported by counties, especially sewer capital projects, transportation and home and community services. (See Financial Data dashboards for each local government class starting on page 22.)

Sales Tax

Sales and use taxes were the third largest source of revenue for local governments, totaling \$13.6 billion in FYE 2022. This accounted for 14 percent of total revenues, which was higher than the pre-pandemic annual average (12.5 percent from FYE 2012 to 2019) for reasons mentioned below. Counties and cities rely the most on sales tax, which represents over 37 percent and 20 percent of their revenues, respectively. School districts are least dependent on sales tax, while fire districts do not receive any at all.

As shown in Figure 2, local sales tax collections outside of New York City experienced relatively strong but moderating growth throughout calendar year 2022, signaling an end to the large COVID-related swings mostly seen during 2020 and 2021. These collections quickly rebounded after the initial shutdown of non-essential businesses in the second quarter of 2020, with overall growth stabilizing throughout most of 2022. One contributing factor to strong sales tax growth in 2022 was a 40-year high inflation rate of 8 percent, more than three times higher than the average annual rate from 2012 to 2022 (2.4 percent).⁶

FIGURE 2
Local Government Sales Tax Collections Outside of New York City



Source: New York State Department of Taxation and Finance, with calculations by OSC.

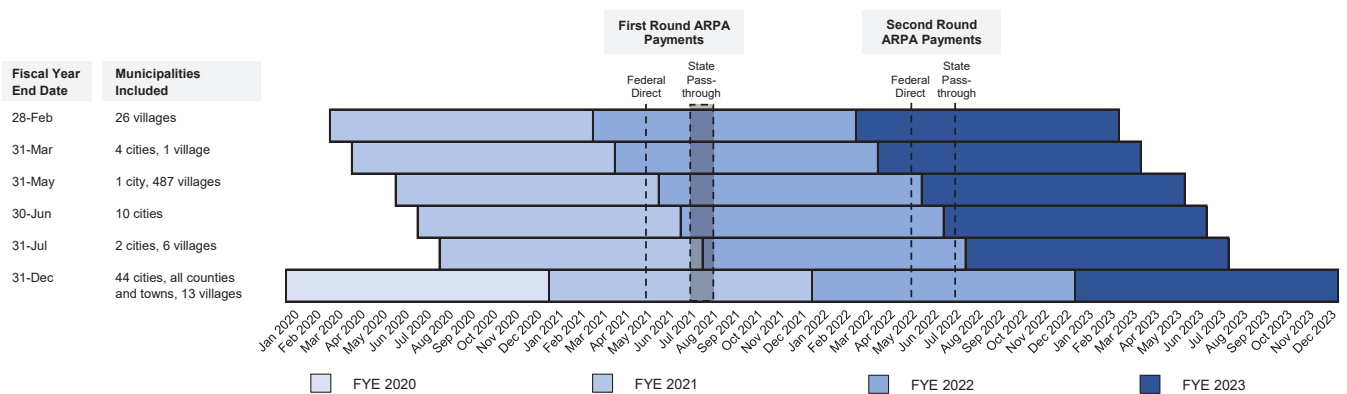
Notes: Includes all counties and cities outside of New York City; however, it does not include local sales taxes collected on behalf of the New York Convention Center Development Corporation, the Mass Transportation Operating Assistance Fund, the Metropolitan Transit Authority Aid Trust Account and school districts.

Federal Aid

Over the past few years, the federal government has temporarily boosted aid to municipalities and school districts in response to recent pandemic-related recessionary events. Since then, federal aid has become an important, albeit temporary, source of revenue for many local governments. The policies behind, and the timing of payments for, these federal pandemic relief funds have impacted certain entities differently than others based on whether they are a municipality or school district and whether they operate on a calendar-year or non-calendar year basis. Nevertheless, all classes of local governments (with the exception of fire districts) benefited from this funding in FYE 2022.

Most of the federal pandemic relief aid came by way of ARPA. Excluding New York City, a total of \$3.4 billion in ARPA funds were allocated to school districts and \$4.8 billion to municipalities.⁷ In FYE 2022, school districts reported drawing down \$529 million in funding, the first year ARPA was made available to them.⁸ Municipal governments, on the other hand, received all of their distributions from ARPA in two separate payments, one in the summer of 2021 and the other in the summer of 2022. Calendar year entities received first-half payments in FYE 2021 and second-half payments in FYE 2022. Non-calendar year entities, for the most part, received first-half payments in FYE 2022 and second-half payments in FYE 2023. (See Figure 3 for a more detailed breakout of the fiscal year impact of ARPA payments to municipalities.)

FIGURE 3
Fiscal Year Impact of American Rescue Plan Act (ARPA) Payments to Municipalities by Fiscal Year End Date



Source: OSC.

Notes: Does not include New York City. Total ARPA distributions were separated into two payments. Municipalities received first round payments in either May, July or August of 2021 and second round payments in either May or July of 2022. A select group of larger municipalities, including counties, received these payments directly from the federal government, while smaller entities received these payments as a passthrough from the State.

In addition to ARPA, 550 school districts outside of New York City reported receiving \$601 million, or over one-third of the total allocations, in CRRSA aid, and 263 districts drew down \$63.2 million in CARES funds.⁹

All classes of local government, with the exception of fire districts, experienced double-digit growth in federal aid in FYE 2022 compared to FYE 2021. School districts experienced the largest jump in federal assistance at over 75 percent. Villages also saw a significant increase (58 percent) in this aid, but it remained the smallest source of revenue (3.4 percent of total) for them that year. (See Figure 4 for the total ARPA, CARES and CRRSA funding distributions made to local governments in FYE 2022.)

FIGURE 4
Distributions of Pandemic-Related Federal Aid by Class of Local Government in New York State, FYE 2022

Class	American Rescue Plan Act	Coronavirus Aid, Relief, and Economic Security Act	Coronavirus Response and Relief Supplemental Appropriations Act	Total Pandemic-Related Federal Aid
Counties	\$1,140,367,030	NA	NA	\$1,140,367,030
Cities	\$739,051,699	NA	NA	\$739,051,699
Towns	\$437,256,649	NA	NA	\$437,256,649
Villages	\$99,996,780	NA	NA	\$99,996,780
School Districts	\$529,136,023	\$63,197,514	\$601,419,649	\$1,193,753,186
Fire Districts	NA	NA	NA	NA
Total	\$2,945,808,180	\$63,197,514	\$601,419,649	\$3,610,425,343

Sources: New York State Education Department and U.S. Department of the Treasury, with calculations by OSC.

Note: Does not include New York City.

Expenditures

Local governments spent a total of \$95.7 billion in FYE 2022, an increase of nearly 5.8 percent from FYE 2021, and more than twice the compound annual growth rate (2.3 percent) from FYE 2012 to 2022. A combination of extra cash on hand from temporary federal pandemic assistance and 40-year high inflation largely contributed to the overall increase in spending in FYE 2022. Still, certain functions of expenditure (social services, for example) have not yet rebounded to pre-pandemic levels.

On a class-by-class basis, growth in total spending was relatively close, ranging from 4.7 percent (towns) to 7.3 percent (villages) in FYE 2022. However, total expenditures for many local governments – over one-fourth of towns and school districts, one-third of villages and closer to half of all fire districts – remained below FYE 2019 even though most of them received some sort of federal relief (with the exception of fire districts).

Local government spending may be aggregated in two ways: by function and by object, each providing insight into what happened during the fiscal year. The function of an expenditure describes the general purpose of the spending (e.g., education, general government, public safety, transportation, etc.), while the object of expenditure refers to items purchased (e.g., equipment) or services obtained (e.g., personal services or employee benefits) to carry out these functions. (See Expenditures dashboard on page 15 for a trend analysis of local government spending by object and expenditure.)

Expenditures - All Major Classes

Fiscal Year Ending in 2022

Total expenditures grew at an annual rate of

2.3%

over 10 years

School districts accounted for

50.3%

of total spending

Employee benefits grew at an annual rate of

2.3%

over 10 years

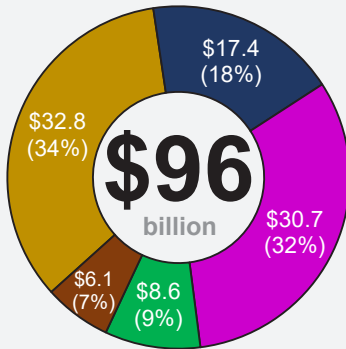
Salaries and benefits accounted for

52.5%

of total spending

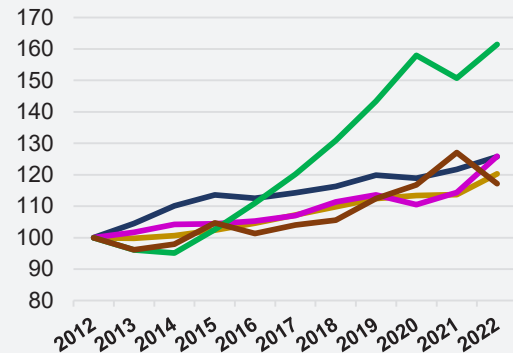
Total Expenditures by Object

Total Dollars (in billions)



- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

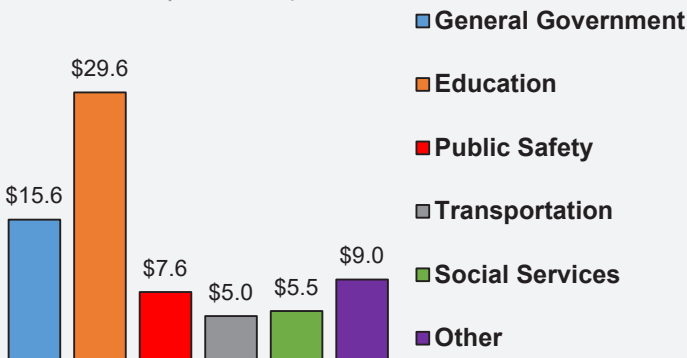


Percentage of Total for Each Class

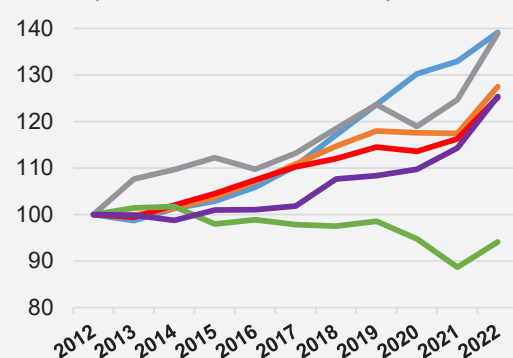
Object of Expenditure	County	City	Town	Village	School District	Fire District
Personal Services	21.5%	33.5%	26.4%	28.7%	44.3%	18.8%
Employee Benefits	14.2%	23.9%	15.4%	17.3%	20.6%	18.0%
Contractual Items	50.9%	21.5%	31.9%	28.2%	22.5%	27.3%
Equipment and Capital Outlay	8.4%	13.5%	16.6%	17.6%	6.5%	25.3%
Debt Principal	3.5%	5.8%	7.8%	6.7%	4.8%	9.0%
Debt Interest	1.5%	1.8%	1.9%	1.6%	1.3%	1.6%

Selected Expenditures by Function

Total Dollars (in billions)



Trend (Indexed FYE 2012 = 100)



Source: OSC.

Notes: Includes New York State counties, cities, towns, villages, school districts and fire districts, except New York City. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Debt service includes payments made on principal and interest. The "Other" category of selected expenditures by function includes health, sanitation, economic development, culture and recreation, community services and utilities.

Expenditures By Function

Nearly all expenditure functions saw relatively strong growth in FYE 2022 compared to FYE 2021, with some of the “other” lesser functions – in terms of total dollars spent by local governments – experiencing the strongest growth. (See Expenditures dashboard.)

A few of the larger functions of expenditure that remained nearly flat or saw declines in FYE 2020 and 2021 experienced strong increases in FYE 2022. This recent growth mostly brought spending for these functions more in line with patterns seen prior to the pandemic. For instance, education – the largest expenditure item – declined in FYE 2020 and 2021, as many school districts cut expenses due to funding decreases or delays. However, an 8.6 percent increase in educational spending in FYE 2022, largely fueled by a boost in federal aid, resulted in a compound annual growth rate of 2.6 percent from FYE 2019 to 2022, similar to the 2.4 percent rate from FYE 2012 to 2019.¹⁰ (See also School District dashboard on page 26.)

Social services spending, a function that belongs almost entirely to counties, grew at a year-over-year rate of 6.1 percent in FYE 2022. This growth was largely the result of increases to certain family assistance programs administered by counties. However, the amount spent on social services had been gradually declining for most of the decade before the pandemic, and steeper declines in FYE 2020 and 2021 were the result of a drop-off in county Medicaid contributions after the federal government increased its Medicaid reimbursement rate (extended through the first calendar year quarter of 2023).¹¹

Expenditures By Object

Analysis of expenditures by object shows how much local governments spend on their employees (salary and benefits) compared to the services they obtain, the equipment they purchase and the projects they undertake, among other things. In FYE 2022, spending across all objects increased due to an influx in federal aid after experiencing limited growth from FYE 2019 to 2021. Specifically, contractual items (i.e., the purchase of supplies, such as paper or road salt, and services provided by vendors) grew the most, at over 10 percent, with class-by-class increases ranging from 6.2 percent (counties) to 16 percent (cities). Equipment and capital outlay (i.e., mostly infrastructure-related projects, as well as the purchase of products and machinery) also saw strong growth at 7.1 percent in FYE 2022.

(See Debt section on page 19 for a discussion of debt service trends.)

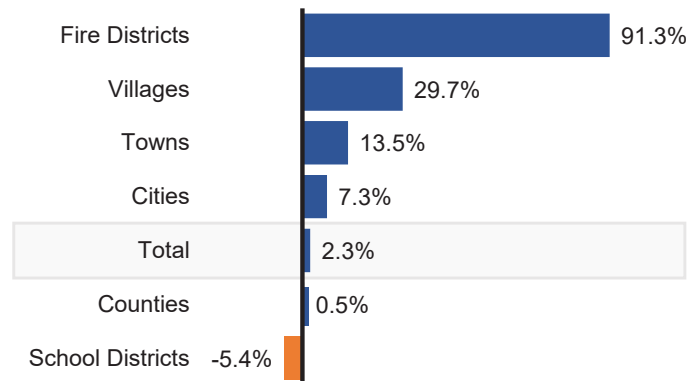
Debt

Taking a practical approach towards debt management is an important way for local governments to maintain good fiscal health and advance the prosperity of the communities they serve. Municipalities and school districts may issue long-term debt to finance infrastructure projects essential to commerce and communities, including public roads, bridges and buildings, while short-term debt may be issued for certain cash flow needs. (See Debt dashboard on page 18.)

Debt Outstanding

The total amount of debt still owed by local governments at the end of the fiscal year, referred to as “debt outstanding,” is primarily long-term debt, although it can include short-term cash flow debt that is issued and not repaid within the same fiscal year. In FYE 2022, local governments held a total of nearly \$50 billion in debt outstanding, a 2.3 percent increase compared to FYE 2012, for a compound annual growth rate of just over 0.2 percent.

FIGURE 5
Percentage Change in Local Government Debt Outstanding by Class, FYE 2012 to 2022



Source: OSC.
Note: Does not include New York City.

As shown in Figure 5, there was considerable class-by-class variation in terms of the growth (or decline) in debt outstanding from FYE 2012 to 2022. For instance, the debt held by school districts, which comprises over two-fifths of all local government debt, declined by 5.4 percent over the past decade, while debt outstanding for other classes increased. Fire districts hold the least amount of debt of any class, by far, but experienced the strongest increase, at 91.3 percent, followed by villages and towns at 29.7 percent and 13.5 percent, respectively. Fire districts typically must borrow in order to finance capital projects (i.e., the construction of fire houses) and to purchase vehicles and equipment.

Debt - All Major Classes

Fiscal Year Ending in 2022

Total debt grew at an annual rate of

0.2%

over the last 10 years

Local governments paid

\$6.1

billion in debt service

School districts account for

41.1%

of debt outstanding

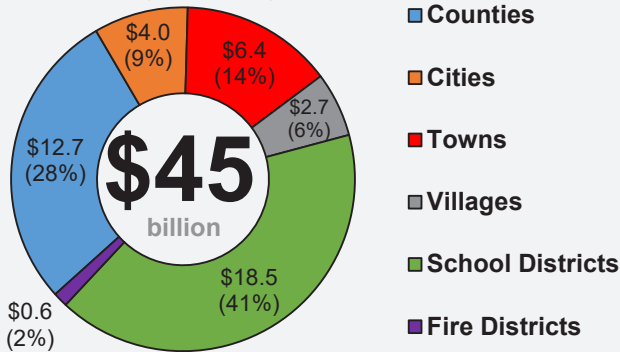
Short-term debt was issued by

3.6%

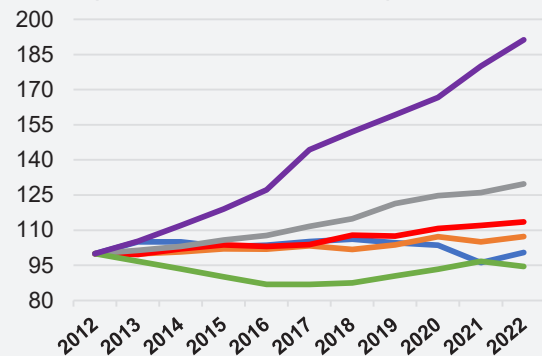
of local governments

Total Debt Outstanding

Total Dollars (in billions)

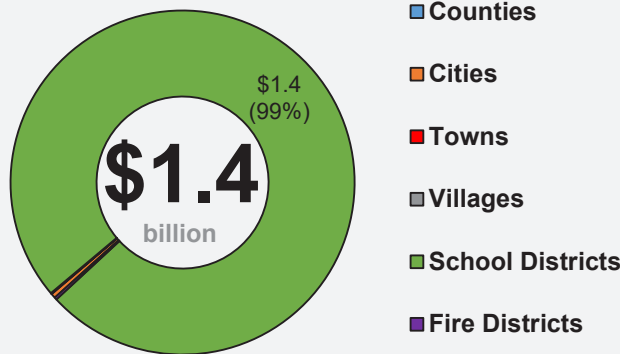


Trend (Indexed FYE 2012 = 100)

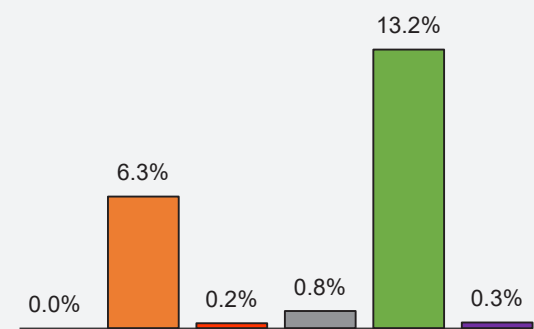


Short-Term Debt Issued

Total Dollars (in billions)

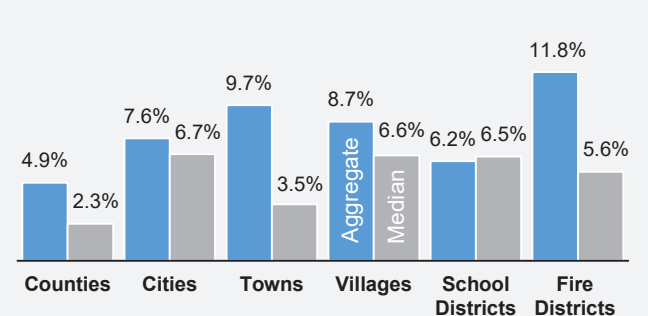


Percentage of Entities in Each Class that Issued Short-Term Debt

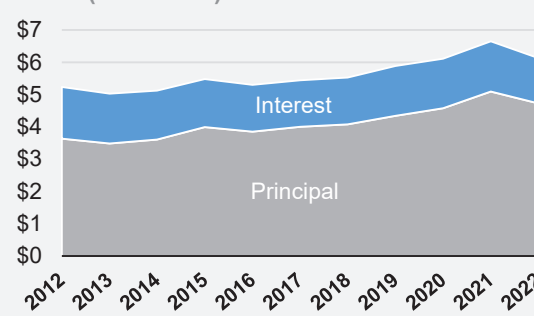


Debt Service

As a Share of Total Revenue



Trend (in billions)



Source: OSC.

Notes: Includes New York State counties, cities, towns, villages, school districts and fire districts, except New York City. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Debt service includes payments made on principal and interest. Short-term debt includes revenue anticipation notes, tax anticipation notes, budget notes and deficiency notes. Shares of debt that are less than 1 percent are not shown in the donut charts above.

Debt Service

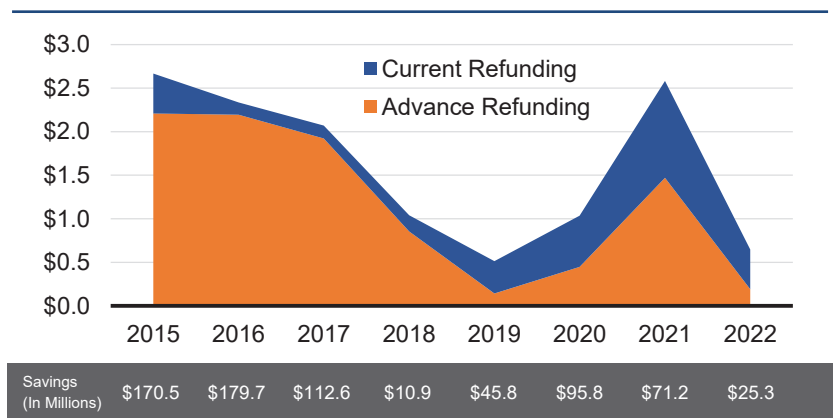
Nearly \$6.1 billion in principal and interest payments on debt (referred to as “debt service payments”) were made by local governments in FYE 2022, a 7.8 percent decline over FYE 2021. The decrease in debt service payments appears to be due to a drop in the number of entities refinancing their debt through the issuance of refunding bonds, which was the opposite of what happened in FYE 2021, when a surge in refinancing caused debt service payments to increase. (See discussion of refunding bonds below.) Still, total debt service payments increased by 17.2 percent from FYE 2012 to 2022 – principal payments, alone, grew by 30 percent, while interest payments actually declined by 12.1 percent, mostly because interest rates remained low for an extended period of time.

Refunding Bonds

Local governments can generate savings on debt service payments by issuing refunding bonds when interest rates are low in order to pay off existing bonds issued when rates were higher.

There are two types of refunding bonds: current and advance. Local governments use current refunding bonds when they can pay off the prior bonds immediately or within 90 days. Advance refunding bonds, however, are issued more than 90 days before the prior bonds can be paid off.¹²

FIGURE 6
Local Government Refunding Bond Issuance and Savings (in billions),
Calendar Year 2015 to 2022



Source: OSC.

Notes: Includes counties, cities, towns, villages, school districts and fire districts, but does not include New York City. The savings noted in the above figure only include refunding bonds issued by local governments that are reviewed by OSC (based on legal criteria) and account for nearly all refunding bonds issued in a given year.

As shown in Figure 6, both current and advanced refunding bonds dramatically declined in calendar year 2022 after surging in 2021, when interest rates were historically low. Local governments issued over \$646 million in total refunding bonds in 2022, of which \$455 million (or 70 percent) were current refunding bonds. Overall, these refunding bonds saved local governments approximately \$25.3 million in debt service costs.¹³

Short-Term Cash Flow Debt

One approach local governments can take to address temporary cash flow problems stemming from sudden expenditure increases, revenue losses or timing issues with the collection of certain revenues is to issue short-term debt obligations – i.e., revenue anticipation notes, tax anticipation notes, budget notes and deficiency notes.¹⁴ However, entities that more frequently issue short-term debt, or issue increasing amounts of short-term debt, could be experiencing fiscal stress.

A total of 102 local governments (3.6 percent of the total) issued \$1.4 billion in short-term debt for cash flow purposes in FYE 2022. This amount decreased by nearly half compared to FYE 2021 and was down even more from the beginning of the pandemic during FYE 2020 when short-term borrowing surged. In fact, short-term obligations dropped well below what was typically issued in the years leading up to the pandemic.

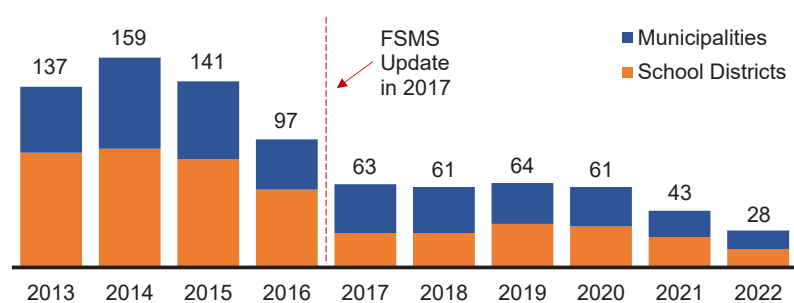
An influx of federal pandemic relief funding greatly reduced the overall reliance on short-term debt for cash flow purposes in FYE 2022. Counties did not issue any short-term obligations at all. Cities also saw a dramatic drop in the amount of short-term debt, from over \$289 million in FYE 2021 to only \$6.3 million in FYE 2022. (For context, counties issued an annual average of \$1.3 billion in short-term debt from FYE 2012 to 2019, while cities issued \$181 million.) School districts were responsible for nearly all (over 99 percent) of the short-term obligations issued by local governments. Still, the amount was down more than 20 percent from FYE 2021, although it remained above pre-pandemic levels. A handful of towns, villages and fire districts issued a combined \$4.9 million in short-term debt in FYE 2022; these classes typically do not issue much in any given year.

Fiscal Stress

The State Comptroller's office analyzes the financial condition of counties, cities, towns, villages and school districts through its Fiscal Stress Monitoring System (FSMS), which combines several financial indicators into an overall score intended to measure each entity's budgetary solvency.

As shown in Figure 7, a total of 28 local governments, including 14 school districts, were designated in fiscal stress in FYE 2022, representing the third straight year of decline and lowest number of entities in stress since FSMS began in FYE 2013.

FIGURE 7
Number of Local Governments Designated in a Fiscal Stress Category, FYE 2013 to 2022



Source: OSC.

Note: "Municipalities" includes counties, cities, towns and villages, but does not include New York City.

Stress by Class and Fiscal Year

Among municipalities, villages saw the most change in fiscal stress designations, down 50 percent from the prior year, for a rate of 1.1 percent (5 of 440 scored). Cities also experienced a decline in stress designations, from 16 percent in FYE 2021 to just over 11 percent (5 of 45 scored), although they had the highest incidence of stress of any class. Most non-calendar year villages and cities received first round ARPA payments in FYE 2022, helping to improve their cash positions and fund balances. They also saw robust sales tax increases, although these collections tend to represent a smaller portion of total revenues, particularly for villages.

For a second straight year, no counties received a fiscal stress designation in FYE 2022. Towns, on the other hand, were the only class to see an increase in stress designations, but still maintained the lowest incidence of stress at 0.5 percent (4 of 832 scored). As counties and towns operate on a calendar fiscal year, they benefited from ARPA payments in both FYE 2021 and 2022, and experienced strong sales tax growth, which counties especially rely on.

School district stress designations dropped by over 39 percent in FYE 2022, for a rate of 2.1 percent (14 of 669 scored), the fourth consecutive year of decline. Unlike in FYE 2021, when stress levels declined because many districts cut spending after their State and federal aid were withheld or delayed at the beginning of the school year, the decrease in FYE 2022 was largely due to a significant influx of aid from three of the major federal pandemic relief programs.

An all-time high of 209 municipalities did not receive a fiscal stress score in FYE 2022 because they failed to file an annual financial report in time to be included. This represented 13.2 percent of the 1,580 counties, cities, towns, and villages covered by FSMS.¹⁵ Failure to file in time reduces transparency and calls into question the financial standing and management of the local government.¹⁶

Individual scores and more information about FSMS are available at:

www.osc.state.ny.us/localgov/fiscalmonitoring.

The following dashboards summarize financial data for counties, cities, towns, villages, school districts and fire districts. The current-year data on the indexed trend line charts has been adjusted to fill in data for late filers. Current-year data in all other charts is as reported.

Financial Data

Financial Data for Counties (57 Total)

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

2.6%

over 10 years

Real property taxes accounted for

20.9%

of total revenues

Employee benefits grew at an annual rate of

2.0%

over 10 years

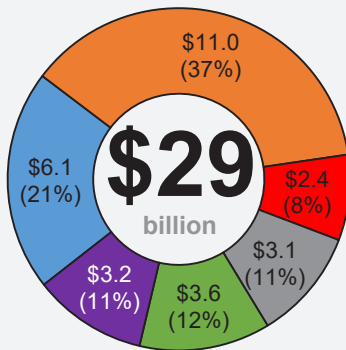
Total debt outstanding amounted to

\$12.7

billion

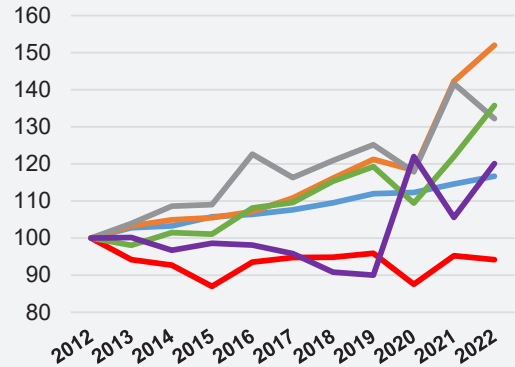
Revenues by Source

Total Dollars (in billions)



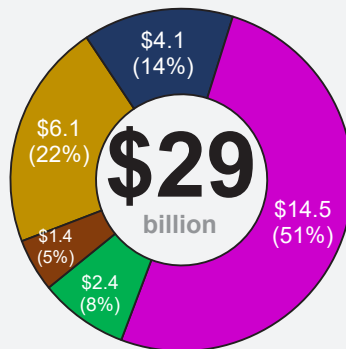
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2012 = 100)



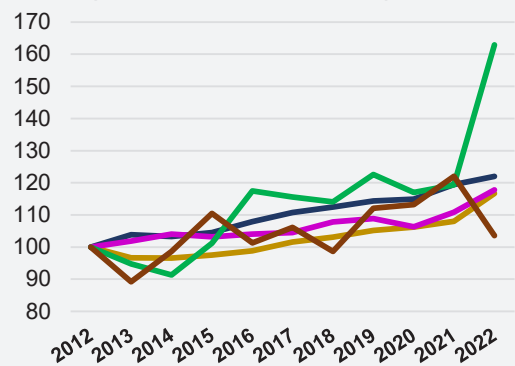
Expenditures by Object

Total Dollars (in billions)



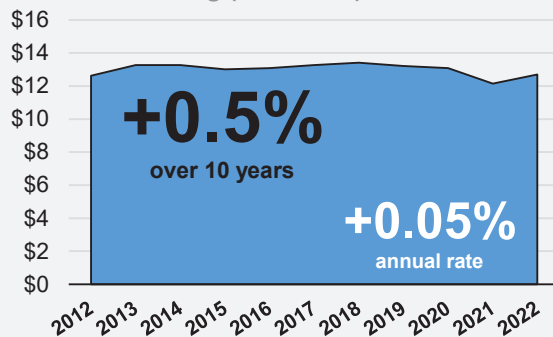
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

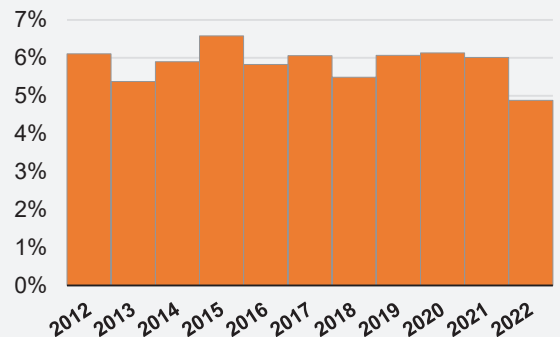


Debt Trends

Debt Outstanding (in billions)



Debt Service Share of Total Revenues



Source: OSC.

Notes: Includes New York State counties outside of New York City. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments.

Financial Data

Financial Data for Cities (61 Total)

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

2.8%

over 10 years

Real property taxes accounted for

23.2%

of total revenues

Employee benefits grew at an annual rate of

2.3%

over 10 years

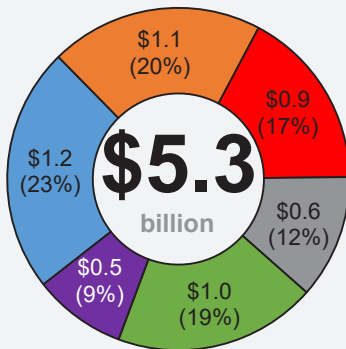
Total debt outstanding amounted to

\$4.0

billion

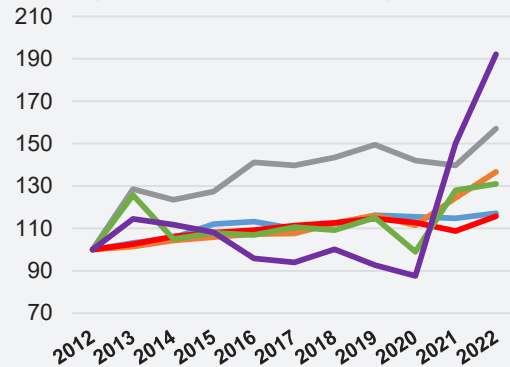
Revenues by Source

Total Dollars (in billions)



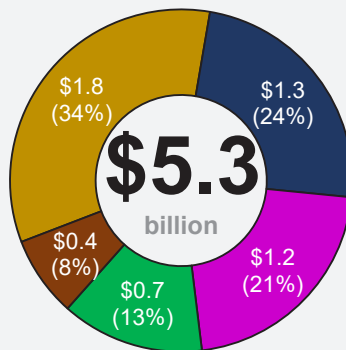
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2012 = 100)



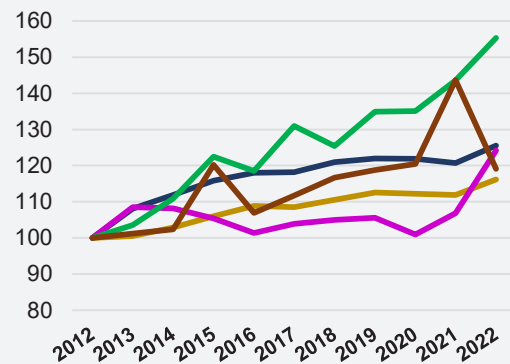
Expenditures by Object

Total Dollars (in billions)



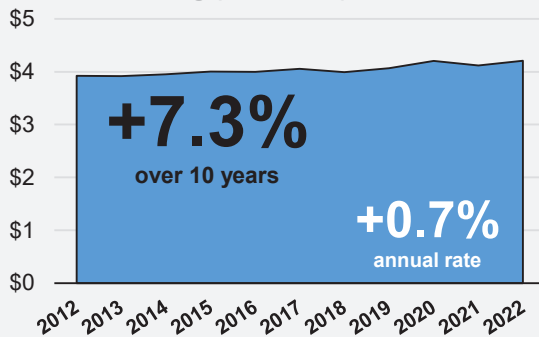
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

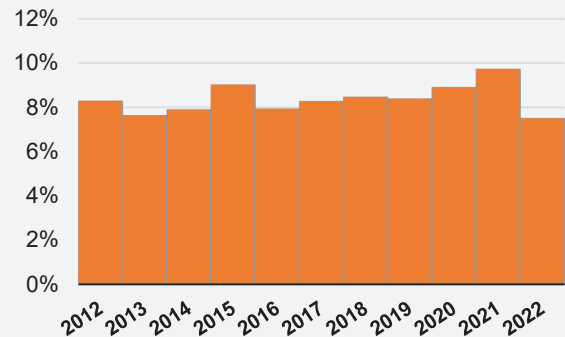


Debt Trends

Debt Outstanding (in billions)



Debt Service Share of Total Revenues



Source: OSC.

Notes: Includes New York State cities except New York City. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments.

Financial Data

Financial Data for Towns (933 Total)

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

3.1%

over 10 years

Real property taxes accounted for

48.3%

of total revenues

Employee benefits grew at an annual rate of

2.3%

over 10 years

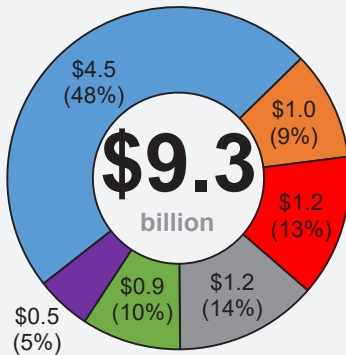
Total debt outstanding amounted to

\$6.4

billion

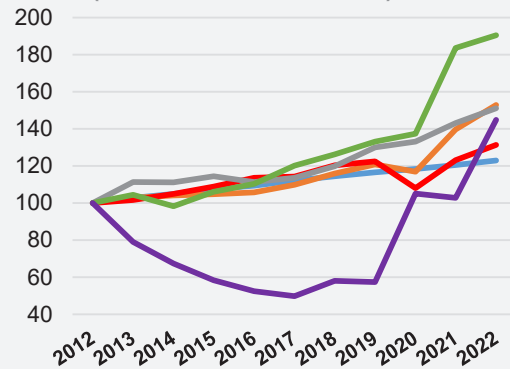
Revenues by Source

Total Dollars (in billions)



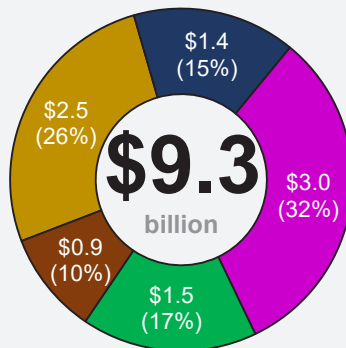
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2012 = 100)



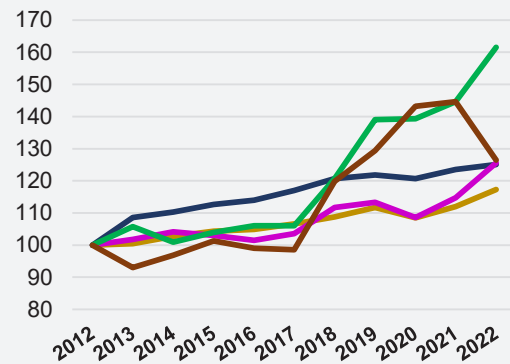
Expenditures by Object

Total Dollars (in billions)



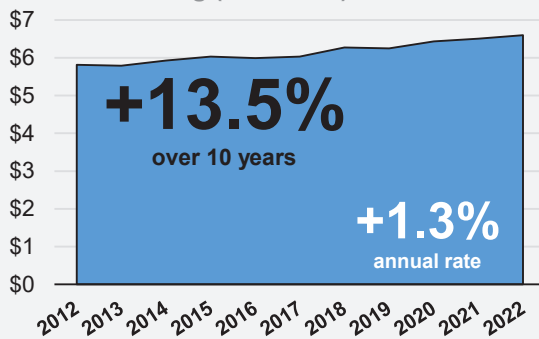
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

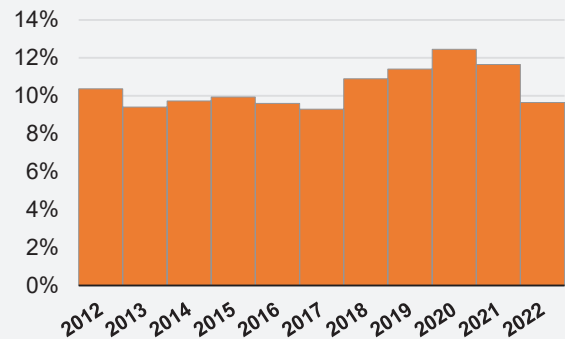


Debt Trends

Debt Outstanding (in billions)



Debt Service Share of Total Revenues



Source: OSC.

Notes: Includes New York State towns. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments. Percentages in the donut charts above may not total 100 due to rounding.

Financial Data

Financial Data for Villages (533 Total)

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

2.4%

over 10 years

Real property taxes accounted for

45.6%

of total revenues

Employee benefits grew at an annual rate of

2.1%

over 10 years

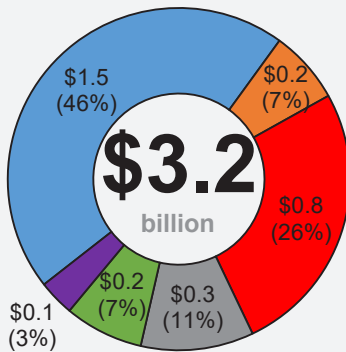
Total debt outstanding amounted to

\$2.7

billion

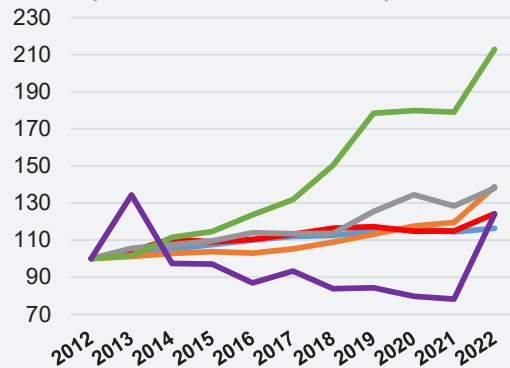
Revenues by Source

Total Dollars (in billions)



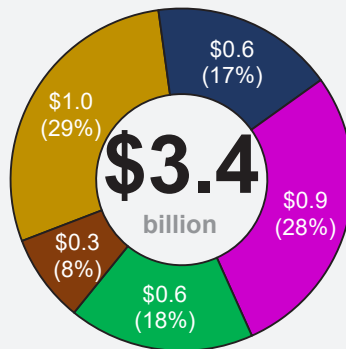
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2012 = 100)



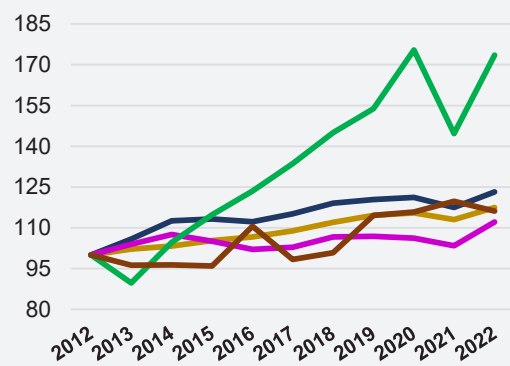
Expenditures by Object

Total Dollars (in billions)



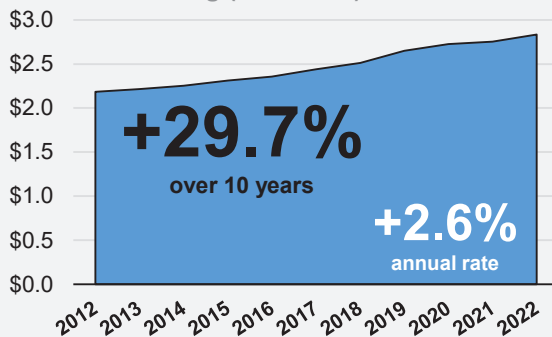
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

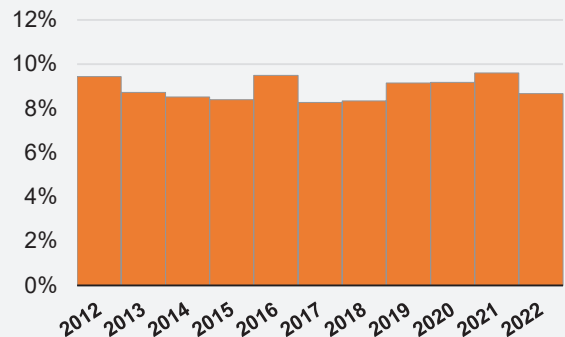


Debt Trends

Debt Outstanding (in billions)



Debt Service Share of Total Revenues



Source: OSC.

Notes: Includes New York State villages. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments.

Financial Data

Financial Data for School Districts (689 Total)

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

2.8%

over 10 years

Real property taxes accounted for

51.2%

of total revenues

Employee benefits grew at an annual rate of

2.5%

over 10 years

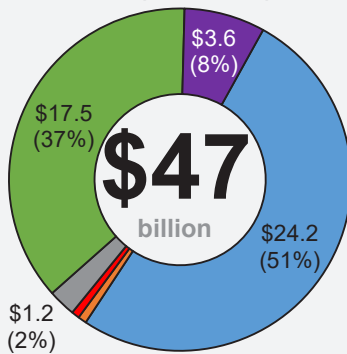
Total debt outstanding amounted to

\$18.5

billion

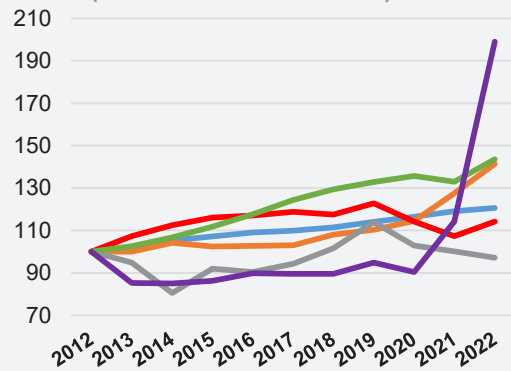
Revenues by Source

Total Dollars (in billions)



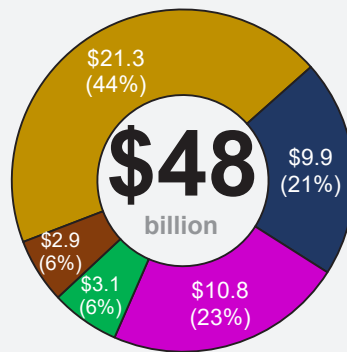
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2012 = 100)



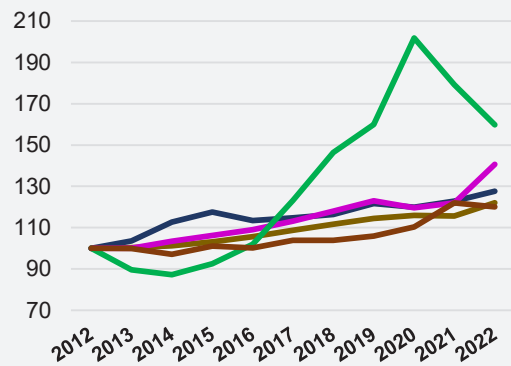
Expenditures by Object

Total Dollars (in billions)



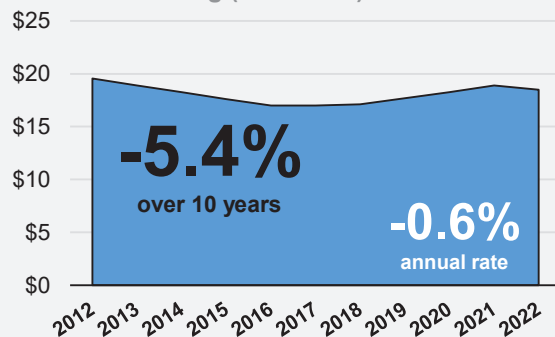
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

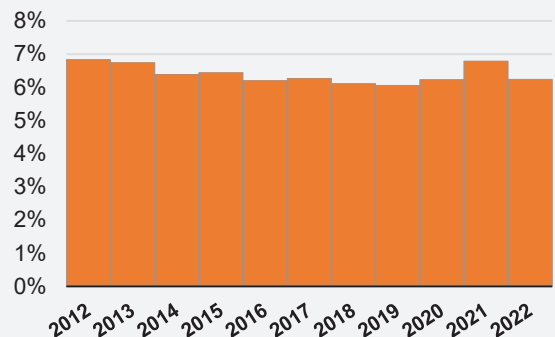


Debt Trends

Debt Outstanding (in billions)



Debt Service Share of Total Revenues



Source: OSC.

Notes: Includes school districts outside of New York City. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments. Percentages in the donut charts above may not total 100 due to rounding.

Financial Data

Financial Data for Fire Districts (903 Total)

Fiscal Year Ending in 2022

Total revenues grew at an annual rate of

2.7%

over 10 years

Real property taxes accounted for

94.8%

of total revenues

Employee benefits grew at an annual rate of

2.3%

over 10 years

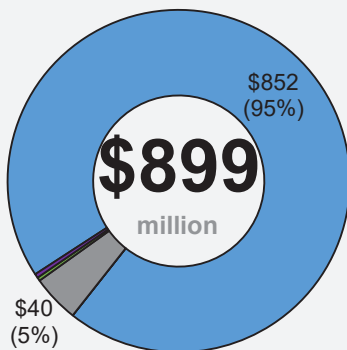
Total debt outstanding amounted to

\$617

million

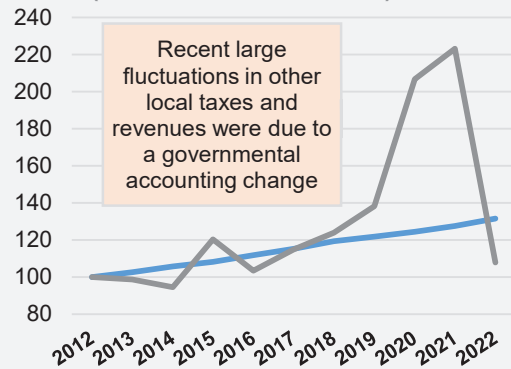
Revenues by Source

Total Dollars (in millions)



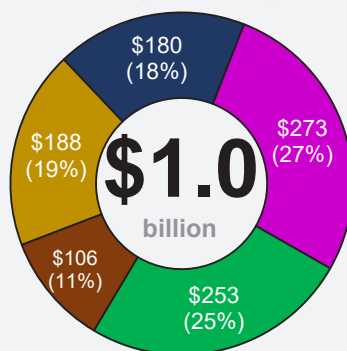
- Real Property Taxes
- Other Local Taxes and Revenues

Trend (Indexed FYE 2012 = 100)



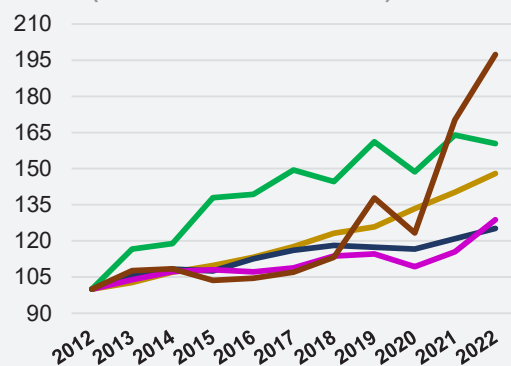
Expenditures by Object

Total Dollars (in millions)



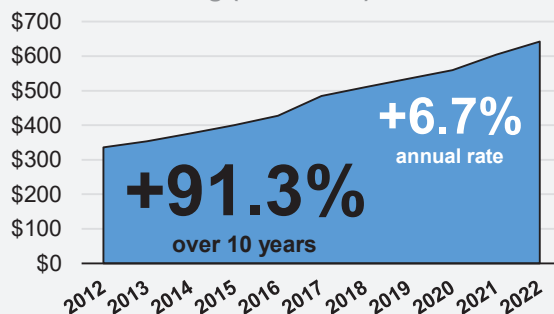
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2012 = 100)

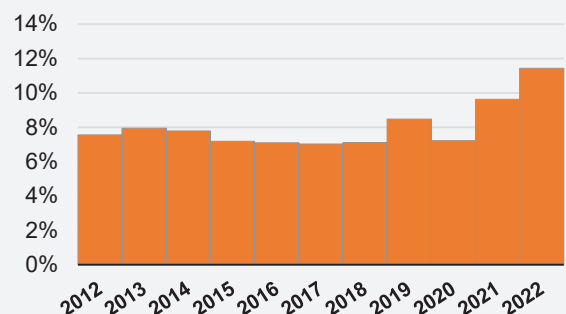


Debt Trends

Debt Outstanding (in millions)



Debt Service Share of Total Revenues



Source: OSC.

Notes: Includes New York State fire districts. The data above does not include local government fiduciary funds. The annual rate for 2012 to 2022 is the compound annual growth rate. Real property taxes (RPT) also include other RPT items such as payments in lieu of taxes and school tax relief payments. Shares that are less than 1 percent are not shown in the donut charts above and percentages may not total 100 due to rounding.

Services and Resources

Audits and Oversight

OSC's Division of Local Government and School Accountability (LGSA) helps to advance government reform and transparency throughout the State through its audit and technical assistance functions. Through these efforts, LGSA is able to provide local officials and taxpayers with an independent analysis of their local governments' financial condition, as well as recommend ways to achieve cost savings and efficiencies, strategies for revenue enhancements and methods to improve controls over operations and assets.

300 LGSA issued **300** audits of municipalities, school districts and public authorities in calendar year 2022.¹⁷

58 information technology (IT) audits and 42 confidential IT letters revealed weaknesses potentially allowing for unauthorized access to confidential information, inappropriate use and/or exposure to ransomware threats. These audits included 599 recommendations for corrective action.

68 accountability audits identified more than **\$9.7 million** in recommended cost savings and revenue enhancement measures. These audits included 491 recommendations for corrective action.

Our Audit Work

28 audits cited poor budgeting practices by school districts and local governments, of which:

23 identified school districts and municipalities that had retained excess fund balance.

13 identified school districts that had retained excess reserves.

10 accountability audits identified more than **\$176,000** of misappropriated local government assets.

28 financial condition audits found ineffective budgeting practices, excessive fund balance and inadequate policies, records and reports.

564 property tax cap calculations were conducted to help local governments comply with the tax cap.

16 municipalities and school districts exceeded their tax levy limits without a proper override.

Services and Resources

Financial Condition Highlights

A school district's reported surplus fund balance exceeded the legal limit by approximately \$5.6 million. As a result, real property taxes were higher than necessary. At the same time, the district also increased the tax levy by an average of 4 percent each year.

Excessive fund balance of \$5.6 million

Another school district did not use funds in its \$3.8 million debt reserve to make debt service payments. Instead, it paid \$1.9 million in debt service payments from the district's general fund, while using only approximately \$450,000 from the reserve.

Overfunded reserve

\$3.8 million

A town board did not actively manage the town's finances and require the town supervisor to submit accurate and timely financial information. As a result, the board was unaware of the town's true financial position and that the town's records were significantly deficient. Consequently, the board adopted inaccurate budgets that resulted in unplanned operating deficits in various town funds.

Inadequate management

Accountability Audit Highlights

A fire district did not adequately monitor the financial condition of its machine shop or safeguard district assets. The shop's employees used district funds to purchase auto parts to repair personal vehicles at the district's machine shop – using district equipment – while also earning overtime.

\$676,389 Operational deficit

A school district did not procure natural gas according to State law, at the most favorable terms or in the best interest of district taxpayers. Because the school board and officials did not monitor natural gas rates charged by the district's energy supply company, they were unaware that for nearly a decade the district paid nearly twice the average rate for its natural gas supply. Had officials sought competition for this resource, they may have been able to reduce the district's costs by 40 percent during our seven-year audit period.

\$911,000 in missed cost savings

For more than five years, a village clerk-treasurer paid personal bills, made personal purchases and issued checks to herself using village funds. The clerk-treasurer was able to do this without detection because the village board did not fulfill its fiduciary responsibilities to safeguard village funds by providing adequate oversight of the clerk-treasurer's work and because no other official reviewed village disbursements.

\$64,354 misappropriation

Services and Resources

Statewide Audits and Regional Projects

In addition to individual audits, LGSA undertakes regional and statewide audits and projects involving several local governments. In calendar year 2022, the State Audits and Regional Projects Unit audited 20 school districts to determine whether they were able to provide required staff training on all mental health components of the New York Safe Schools Against Violence in Education Act. Other topics included determining whether four school districts were able to ensure that Internet connectivity in all school buildings met the Federal Communications Commission's recommended bandwidth.

Audits of Local Governments Available Online

To promote transparency and accountability, OSC makes all local government audits and reports available at www.osc.state.ny.us/local-government/audits. This web page allows users to browse the most recently released audits or search for any audit from the last five years by government name, county, class or year.

Services and Resources

Local Official Training

The goal of LGSA’s Local Official Training (LOT) unit is to provide training opportunities and support for New York’s large and diverse group of local officials through accounting schools, statewide and regional conferences, leadership institutes, workshops and webinars. While local officials are not required to attend these training sessions, participation can keep them current on accounting practices and assist them with the implementation of robust internal controls.

LOT often partners with statewide and regional local government advocacy associations to conduct in-person classroom-style training. However, since virtual training sessions have come to be an integral part of the comprehensive training plans for many local officials, LOT continues to offer all accounting schools in a virtual environment and hosts monthly webinars and on-demand training videos through OSC’s website, increasing accessibility to these resources.

LGSA’s online training resource – **the Academy for New York State’s Local Officials** – allows local officials to search and register for virtual and in-person training sessions, view previously recorded webinars, and download presentation materials: www.osc.state.ny.us/local-government/academy. (See Figure 8 for LOT statistics on sessions and attendance).

FIGURE 8
Local Government Training Statistics

	Sessions			Attendance		
	2021	2022	Percentage Change	2021	2022	Percentage Change
OSC Webinars	28	30	7%	4,875	3,650	-25%
AFR Modernization Workshops	1	9	800%	216	1,059	390%
Accounting Schools	10	8	-20%	868	672	-23%
OSC Seminars	4	5	25%	427	387	-9%
External Training	55	78	42%	4,113	5,683	38%
Total	98	130	33%	10,499	11,451	9%

Services and Resources

Research on Local Governments

LGSA produces a wide range of research products that inform OSC's legislative policy agenda, help local officials understand the factors affecting the fiscal condition of their municipalities and school districts, and assist the public in accessing and understanding local government data.

In calendar year 2022, LGSA published reports and produced other products on a variety of topics, including:

- **Aid and incentives for municipalities**
- **Locally owned roads by the numbers**
- **Industrial development agencies**
- **Local sales tax collection updates (monthly and quarterly)**
- **Updated sales tax sharing agreements and arrangements**
- **Fiscal Stress Monitoring System results**

All research publications are made available at:

www.osc.state.ny.us/local-government/publications.

Justice Court Fund

The Justice Court Fund (JCF), which is housed within LGSA, accounts for the revenues from fines and penalties collected by the State's town and village justice courts, the Department of Motor Vehicles Administrative Adjudication Bureaus, and other parking and traffic fees assessed by certain local governments.¹⁸ In calendar year 2022, JCF processed 24,000 town and village justice court monthly reports. The year also saw the start of JCF's multi-year modernization project aimed at upgrading its collection and distribution processes.

More JCF information is available at:

www.osc.state.ny.us/local-government/required-reporting/justice-court-fund.

Annual Financial Report Modernization

Since the 1990s, OSC has provided local governments with software to enable them to file their annual financial reports (AFR). While that software has served users well over the years, it became apparent that a new platform was required to ensure OSC systems remained current and stable, as well as to allow for the flexibility to address emerging needs. Released in 2023, the new AFR application provides an improved user experience, and includes tools to enhance data validation and ensure data quality.

Information and training on the new AFR application is available at:

www.osc.state.ny.us/local-government/required-reporting/annual-financial-report-afr-modernization-project.

Local Government Data

Local Government Interactive Data

OSC makes extensive data available online so that local officials, researchers and others interested in local governments and public finance can conduct their own research and analysis.

This interactive data visualization allows the public to view and analyze a ten-year window of New York State local government finances, including revenues, expenditures and debt.

www.osc.ny.gov/local-government/interactive-data

Open Book New York

The Comptroller's online resource for data on local governments and school districts, State contracts, public authorities and State spending and payments.

www.openbooknewyork.com

Fiscal Stress Monitoring System

Full results for all municipalities and school districts on all the fiscal stress indicators, plus the ability to download all of the underlying data along with reports and interactive tools to explore and understand the results.

www.osc.ny.gov/local-government/fiscal-monitoring

Financial Data for Local Governments

Detailed financial datasets covering up to 28 years for municipalities, school districts, fire districts, industrial development agencies and other local government entities.

www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm

Real Property Tax Rates and Levies

Local government real property tax levies, taxable full value and full value tax rates from 2013 through 2023.

www.osc.ny.gov/local-government/data/real-property-tax-levies-taxable-full-value-and-full-value-tax-rates

Local Government Entities

OSC maintains a list of active local governments. The list is available for downloading in both pdf and spreadsheet formats. There is also an interactive map.

wwe1.osc.state.ny.us/localgov/web-entity-map/entity-map.cfm

Appendix

Summary of Finances for Major Classes of New York State Local Government (in millions), FYE 2022

	County	City	Town	Village	School District	Fire District	Total
Population - 2020 Census	11,368,400	2,267,035	9,093,639	1,930,347	N/A	N/A	
Revenues:							
Real Property Taxes	\$6,131.1	\$1,233.4	\$4,479.1	\$1,468.4	\$24,227.6	\$852.4	\$38,392.1
Sales and Use Taxes	\$10,975.3	\$1,069.7	\$955.4	\$222.7	\$380.5	\$0.0	\$13,603.6
Charges for Services	\$2,375.7	\$906.3	\$1,243.0	\$838.4	\$355.7	\$0.0	\$5,719.2
Other Local Taxes & Revenues	\$3,094.7	\$622.5	\$1,249.7	\$344.1	\$1,228.1	\$40.3	\$6,579.3
Total Local Revenues	\$22,576.8	\$3,831.9	\$7,927.2	\$2,873.6	\$26,192.0	\$892.8	\$64,294.2
State Aid	\$3,636.5	\$1,018.3	\$871.7	\$240.3	\$17,472.1	\$3.0	\$23,241.9
Federal Aid	\$3,158.5	\$466.0	\$483.8	\$109.5	\$3,612.9	\$3.5	\$7,834.1
Total State and Federal Revenues	\$6,795.0	\$1,484.2	\$1,355.5	\$349.8	\$21,085.0	\$6.4	\$31,076.0
Total Revenues	\$29,371.8	\$5,316.2	\$9,282.6	\$3,223.4	\$47,277.0	\$899.2	\$95,370.2
Expenditures:							
Personal Services	\$6,135.6	\$1,793.5	\$2,457.9	\$964.3	\$21,305.9	\$187.8	\$32,844.9
Employee Benefits	\$4,061.6	\$1,276.3	\$1,437.9	\$581.9	\$9,898.3	\$180.4	\$17,436.5
Contractual Items	\$14,548.9	\$1,150.2	\$2,975.9	\$947.9	\$10,848.9	\$273.2	\$30,745.0
Total Current Operations	\$24,746.1	\$4,220.0	\$6,871.7	\$2,494.1	\$42,053.1	\$641.4	\$81,026.3
Equipment and Capital Outlay	\$2,406.3	\$722.1	\$1,547.0	\$590.8	\$3,126.9	\$253.4	\$8,646.6
Debt Service							
Principal	\$1,006.1	\$308.4	\$728.1	\$227.1	\$2,320.4	\$90.0	\$4,680.2
Interest	\$426.3	\$98.1	\$175.5	\$53.3	\$626.3	\$16.0	\$1,395.5
Total Expenditures	\$28,584.8	\$5,348.6	\$9,322.2	\$3,365.4	\$48,126.7	\$1,000.9	\$95,748.6
Debt							
Debt Issued:							
Bonds	\$1,745.4	\$524.0	\$648.6	\$224.8	\$2,011.9	\$119.1	\$5,273.7
Other Debt	\$539.9	\$311.1	\$408.4	\$253.2	\$3,326.5	\$25.5	\$4,864.7
Outstanding Debt:							
Bonds (Gross)	\$12,231.2	\$3,056.3	\$5,428.6	\$2,091.5	\$14,223.5	\$558.9	\$37,589.9
Other Debt	\$468.2	\$935.0	\$1,016.6	\$639.7	\$4,269.7	\$58.0	\$7,387.3
Total Outstanding Debt	\$12,699.4	\$3,991.3	\$6,445.2	\$2,731.2	\$18,493.2	\$616.9	\$44,977.2
Sources: OSC and U.S. Census Bureau. Notes: Excludes New York City. Real property taxes also include payments in lieu of taxes (PILOTS) and school tax relief (STAR) subsidies. Other local taxes and revenues include charges to other governments, other non-property taxes, other local revenues and taxes on the use and sale of property.							

Notes

- ¹ Unless otherwise noted, the data used in this report is from the annual financial reports (AFR) submitted by local governments to the Office of the New York State Comptroller (OSC) in the Division of Local Government and School Accountability. This report focuses on data submitted for local fiscal years ending (FYE) in 2022, while data from prior fiscal years is used for comparative purposes. Local government fiduciary funds – trust and custodial funds – are not included in any analysis. A small number of local governments did not file FYE 2022 data in time for inclusion in this report; FYE 2021 data was interpolated for the non-filing entities in most trend analyses.
- ² An accounting change originally issued in March of 2020 by the Governmental Accounting Standards Board (GASB) allows for fire districts to record both positive and negative amounts when reporting interest and earnings on certain interest-bearing accounts and other investments, including length of service award programs. This change resulted in a significant increase in the category of “other” local taxes and revenues reported by districts in FYE 2020, followed by another smaller increase in FYE 2021. However, due to a downturn in the market, many districts reported negative interest earned in FYE 2022. For more information, see OSC, *GASB Statement 84 Implementation Guidance: Frequently Asked Questions*, September 2021, at www.osc.ny.gov/files/local-government/publications/pdf/gasb-84-faqs.pdf.
- ³ For more information about the statutory tax cap, see “Real Property Tax Cap and Tax Cap Compliance,” OSC, at www.osc.state.ny.us/local-government/property-tax-cap; and the New York State Department of Taxation and Finance (Tax and Finance) and New York State Department of State, *The Property Tax Cap: Guidelines for Implementation (Publication 1000)*, October 2011, at www.tax.ny.gov/pdf/publications/orpts/capguidelines.pdf.
- ⁴ The New York State Constitution, Article VIII, Section 10. For more information on the State’s Constitutional Tax Limit, see OSC, *Hitting the Limit: The Constitutional Tax Limit and its Implications for Local Governments*, August 2019, at www.osc.ny.gov/files/local-government/publications/pdf/ctl-implications-for-local-governments.pdf.
- ⁵ For a detailed explanation of the State Fiscal Year (SFY) 2020-21 budget’s impact on State aid to local governments, see OSC, *Annual Report on Local Governments for FYE 2021*, January 2023, at www.osc.ny.gov/files/local-government/publications/pdf/annual-report-on-local-governments-for-fye-2021.pdf. For a description of the effect on school aid payments, see New York State Education Department, “Payment Information,” posting dated August 20, 2020, accessed on November 9, 2023, at <https://stateaid.nysed.gov/payment>. For the official rationale for local aid withholdings, see New York State Division of the Budget (DOB), *FY 2021 Financial Plan – First Quarterly Update*, p. 9, at www.budget.ny.gov/pubs/archive/fy21/enac/fy21-fp-q1.pdf. For a description of the withholding and repayment of several aid payments, see DOB, *FY 2021 Enacted Budget – Localities and School Districts*, at www.budget.ny.gov/pubs/archive/fy21/enac/fy2021-enacted-budget.html.
- ⁶ Tax and Finance, *Revenue Distribution Certification (AS001)*, at www.tax.ny.gov/research/stats/statistics/sales_tax/government/as001.htm; and U.S. Bureau of Labor Statistics, “Consumer Price Index, All Urban Consumers,” at www.bls.gov/data/.
- ⁷ U.S. Department of Treasury, “Coronavirus State and Local Fiscal Recovery Funds,” accessed on November 9, 2023, at <https://home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments/state-and-local-fiscal-recovery-funds>. A very small number of local governments in New York State chose not to receive federal stimulus funding from the American Rescue Plan Act.
- ⁸ New York Statewide Financial System.

Notes

- ⁹ School districts outside of New York City were allocated a total of \$413 million in aid from the Coronavirus Aid, Relief, and Economic Security (CARES) Act. For more information, see U.S. Department of Treasury, “Coronavirus Relief Fund,” accessed on November 9, 2023, at <https://home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments/coronavirus-relief-fund>. CARES funding was intended to supplement State and local aid and to help schools address the challenges of the pandemic over several years. However, New York State used this funding to replace a portion of its already reduced State aid to school districts in FYE 2021, reducing its own aid by an equal “pandemic adjustment.” For more information, see OSC, *Fiscal Stress Monitoring System – School Districts: Fiscal Year 2020-21 Results*, January 2022, at www.osc.state.ny.us/files/local-government/publications/pdf/fsms-school-districts-fiscal-year-2020-21-results.pdf; and New York Statewide Financial System.
- ¹⁰ For more information, see OSC, *Fiscal Stress Monitoring System – School Districts: Fiscal Year 2020-21 Results*, January 2022, at www.osc.state.ny.us/files/local-government/publications/pdf/fsms-school-districts-fiscal-year-2020-21-results.pdf and *Fiscal Stress Monitoring System – School Districts: Fiscal Year 2020-21 Results*, January 2022, at www.osc.state.ny.us/files/local-government/publications/pdf/fsms-school-districts-fiscal-year-2020-21-results.pdf.
- ¹¹ See DOB, *FY 2023 Mid-Year Update*, pp. 10, 30-31 and 47, at www.budget.ny.gov/pubs/archive/fy23/en/fy23en-fp-myu.pdf.
- ¹² For more information on refunding bonds, see “Refunding Municipal Bonds,” *Government Finance Officers Association*, at www.gfoa.org/materials/refunding-municipal-bonds.
- ¹³ The “savings” calculated is based on the refunding bonds issued in calendar 2022 and reviewed by OSC (based on legal criteria), which account for nearly all refunding bonds issued by local governments.
- ¹⁴ Bond anticipation notes, which typically mature within a year, are issued in anticipation of issuing long-term bonds and, therefore, are not considered a form of short-term cash flow debt.
- ¹⁵ There are three coterminous town-villages for which the town does not file an annual financial report and, therefore, does not receive a fiscal stress score. For lists of non-filing local governments, see OSC, “Fiscal Stress Monitoring System: Lists,” at www.osc.state.ny.us/local-government/fiscal-monitoring/lists.
- ¹⁶ For a recent analysis on municipalities that have persistently failed to file their annual financial reports over the past decade, see OSC, *Fiscal Stress Monitoring System – Municipalities: Fiscal Year 2022 Results*, p. 12, at www.osc.ny.gov/files/local-government/publications/pdf/2022-fsms-munis.pdf.
- ¹⁷ All numbers as of December 31, 2022.
- ¹⁸ These include the Nassau County and Suffolk County Traffic and Parking Violations Agencies, and the Buffalo and Rochester Traffic Violations Agencies, as well as parking surcharges collected by the City of New York.

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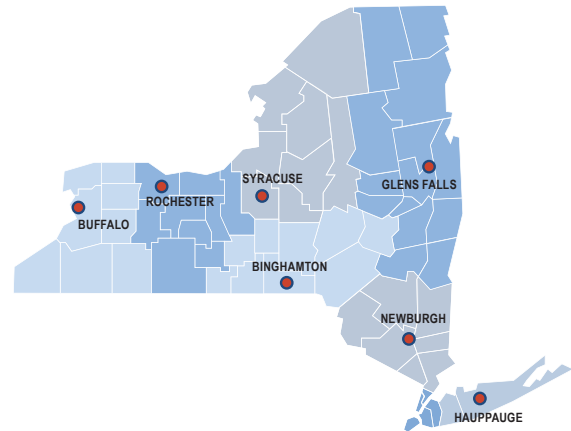
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