

New York State Comptroller THOMAS P. DiNAPOLI



STATE OF NEW YORK

Financial Condition Report

for Fiscal Year Ended March 31, 2022

Message from the Comptroller

As State policymakers responded to the challenges of the COVID-19 pandemic and accompanying volatility in the State's finances, New York ended the State Fiscal Year (SFY) 2021-22 budget on stable ground. Historic federal financial assistance and improved tax revenues transformed an anticipated budget gap into surplus. This Financial Condition Report can help New Yorkers better understand the impacts of the COVID-19 pandemic and the State and federal policy responses, the ongoing risks and challenges, and opportunities for changes to improve the long-term outlook for State finances.

Federal aid provided 39 percent of the State's All Funds receipts in SFY 2021-22. Federal funding supports health coverage for nearly 9 million New Yorkers, and plays essential roles in programs including K-12 education, mass transit and social assistance. Critically, the financial plan used more than \$17 billion of COVID-19 stimulus funding in SFY 2021-22. In addition, bolstered by tax policy changes, SFY 2021-22 State tax receipts performed better than initially forecast, and were more than \$38 billion higher than the prior year.

This report provides information and analysis on the full spectrum of New York State government finances and services, starting with key fiscal indicators for revenue, spending, capital investments and debt. It highlights major issues in programmatic areas ranging from public health to public safety, energy and the environment, K-12 and higher education, transportation and more.

Although the challenges associated with COVID-19 have lessened, we remain in a period of uncertainty and ongoing risk due to the persistence of the virus as well as more recent factors, including the conflict in Ukraine, continued global supply chain disruptions, and high rates of inflation. My hope is that this Financial Condition Report can serve as a resource for New Yorkers as the State emerges from the pandemic and policymakers contemplate the best path forward for New York State.

Thomas P. DiNapoli
State Comptroller



ABOUT THIS REPORT

This report provides citizens with an overview of the financial condition of New York State. It presents selected financial, economic, and demographic information in an easy-to-understand format.

The report also presents basic information on trends in State receipts (revenues) and spending (disbursements), the State’s financial position as measured by Generally Accepted Accounting Principles (GAAP), and selected economic and demographic trends affecting the State. This report fills an information need not met by the traditional, more detailed financial reports issued by the Office of the New York State Comptroller, and is meant to complement those other reports, not to replace them. Detailed accounting data can be found in reports such as the [Annual Comprehensive Financial Report \(ACFR\)](#).

Financial condition is a broad concept aimed at assessing the ability of a government to balance recurring expenditures with recurring revenues and meet current and future financial and service obligations. This concept relates to a government’s ability to deliver services and generate revenues, while achieving budget balance and making required debt

service payments and pension contributions.

The Office of the New York State Comptroller was honored for the 25th year when it received the Award for Outstanding Achievement in Popular Annual Financial Reporting from the Government Finance Officers Association for the [2021 Financial Condition Report](#).

Government Finance Officers Association

Award for Outstanding Achievement in Popular Annual Financial Reporting

Presented to

State of New York

For its Annual Financial Report
For the Fiscal Year Ended

March 31, 2021

Christopher P. Morill
Executive Director/CEO

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Government-Wide Financial Data

Government-wide financial statements provide a long-term view of finances. They record revenues and expenses when the earnings process is complete (full accrual basis), as opposed to when they are actually received or paid (cash basis).

Each statement breaks down the activities of State government into two types:

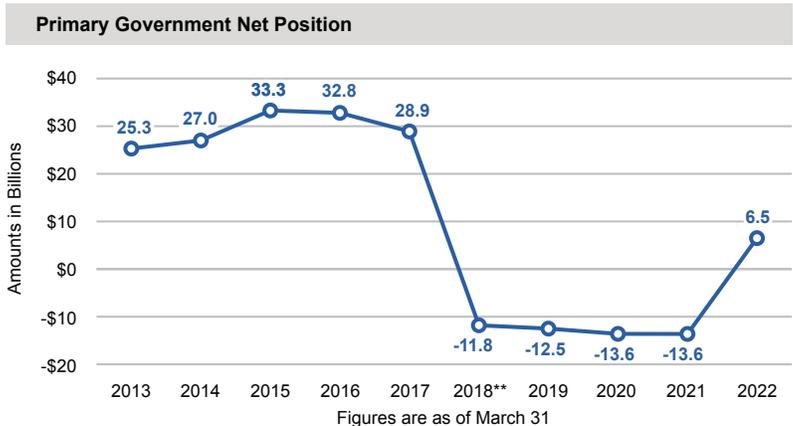
- Governmental activities: includes most of the State's core services as well as general administrative support.
- Business-type activities: includes activities that are partially or fully supported by user fees.

Statement of Net Position

This statement reports:

- Assets;
- Deferred outflows of resources (the consumption of net assets applicable to a future reporting period);
- Liabilities;
- Deferred inflows of resources (the acquisition of net assets applicable to a future reporting period); and
- The difference between assets and deferred outflows of resources, and liabilities and deferred inflows of resources in three categories:
 - Net investment in capital assets
 - Restricted net position
 - Unrestricted net position (deficits)

Condensed Statement of Net Position – Primary Government*			
As of March 31, 2022 (amounts in millions)			
	Governmental Activities	Business-Type Activities	Total
Assets:			
Cash and investments	\$82,385	\$10,098	\$92,483
Receivables, net	48,851	5,586	54,437
Internal balances	266	277	543
Other assets	652	294	946
Capital assets	93,337	18,901	112,238
Total assets	225,491	35,156	260,647
Deferred outflows of resources	17,871	3,633	21,504
Liabilities:			
Tax refunds payable	27,801	–	27,801
Payable to local governments	11,260	–	11,260
Accrued liabilities and accounts payable	20,599	3,427	24,026
Other liabilities due within one year	21,994	1,940	23,934
Liabilities due in more than one year	112,369	46,095	158,464
Total liabilities	194,023	51,462	245,485
Deferred inflows of resources	23,985	6,189	30,174
Net position:			
Net investment in capital assets	72,836	1,225	74,061
Restricted for debt service and other purposes	15,546	1,874	17,420
Unrestricted deficits	(63,028)	(21,961)	(84,989)
Total net position	\$25,354	(\$18,862)	\$6,492



** 2018 has been restated due to the effect of the adoption of GASB Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*, and State University of New York (SUNY) adoption of GASB Statement No. 81, *Irrevocable Split-Interest Agreements*.

*The primary government category includes governmental activities and business-type activities combined.

Condensed Statement of Activities – Primary Government For the year ended March 31, 2022 (amounts in millions)

Functions/Programs	Expenses	Program Revenues	Net (Expenses) Revenues
Governmental activities:			
Education	\$40,701	\$7,933	(\$32,768)
Public health	105,374	78,890	(26,484)
Public welfare	27,207	21,167	(6,040)
Public safety	9,700	3,789	(5,911)
Transportation	15,879	3,540	(12,339)
Environment and recreation	1,588	643	(945)
Support and regulate business	2,495	1,044	(1,451)
General government	25,518	5,985	(19,533)
Interest on debt	1,394	50	(1,344)
Total governmental activities	229,856	123,041	(106,815)
Business-type activities:			
Lottery	6,907	10,355	3,448
Unemployment insurance	26,118	27,029	911
State University of New York	12,004	7,910	(4,094)
City University of New York	3,838	2,113	(1,725)
Total business-type activities	48,867	47,407	(1,460)
Total primary government	\$278,723	\$170,448	(108,275)
General revenues, net transfers and special item:			
Taxes			109,643
Other			20,360
Net transfers			(1,570)
Total general revenues and net transfers			128,433
Change in net position			\$20,158

Statement of Activities

This statement reports the change in net position, which is calculated by:

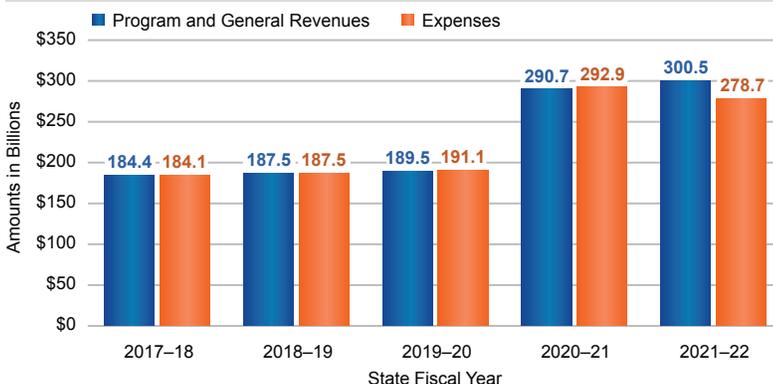
- Reducing the expenses of each of the State’s programs by the revenues generated by those programs to arrive at net program expense; and
- Reducing the net program expense by general revenues and other gains and losses.

Program revenues include:

- Charges to customers or others for services related to the program;
- Grants and contributions that can only be used to pay for the operations of a particular function or segment; and
- Capital grants and contributions, including special assessments.

General revenues include internally dedicated resources, taxes and other items not included as program revenues.

Total Primary Government Revenues and Expenses



For prior years’ comparative government-wide data, please see the Statistical Section of the [Annual Comprehensive Financial Report \(ACFR\)](#) (Net Position by Component, Changes in Net Position, and Program Revenues by Function schedules). For an overview of the reasons for changes in revenues and expenses, please see Management’s Discussion and Analysis in the ACFR.

Fund Financial Data

Fund financial statements provide a short-term view of finances. As such, these statements only focus on the inflows and outflows of current financial resources—cash or liquid assets that are available to pay current obligations (or will be soon).

Funds represent sources of funding and spending for particular purposes.

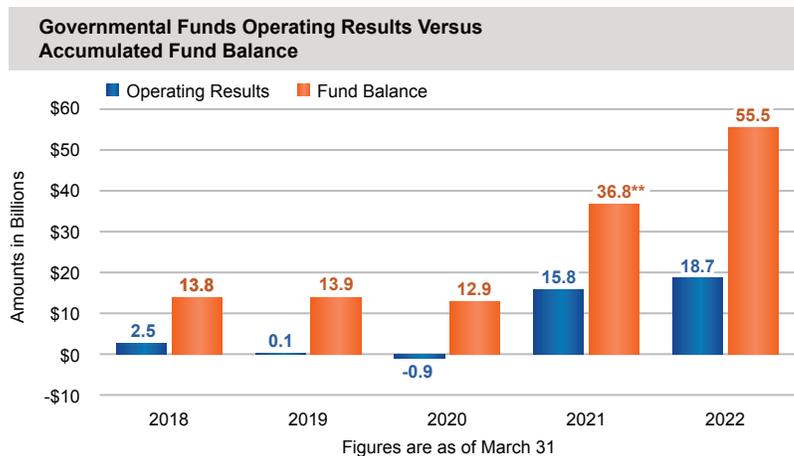
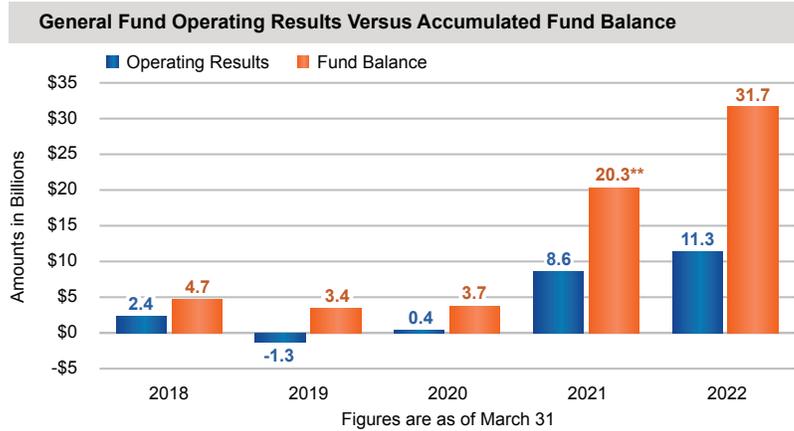
- The General Fund is used to report sources of funds and expenditures that are not required to be accounted for in another separate fund.
- In New York State, significant sources of funds that normally would be reported in the General Fund have been pledged or dedicated to other funds for repayment of debt or project funding and are therefore reported in other governmental funds.

The accumulated fund balance is the amount of funds available at the end of the fiscal year. The operating result is the amount the fund balance increased or decreased during the year.

General Fund Balance (GAAP Basis) Increases From Prior Year

- At the end of State Fiscal Year (SFY) 2021-22, the General Fund balance was \$31.7 billion, an increase from the previous year's balance of \$20.3 billion.
- For SFY 2021-22, governmental funds* reported a combined operating surplus of \$18.7 billion, increasing the fund balance to \$55.5 billion.
- The operating surplus included an \$11.3 billion surplus in the General Fund.

For more detail, please see the Governmental Funds Statement of Revenues, Expenditures and Changes in Fund Balances in the [ACFR](#).



*The State's governmental funds include the General Fund, the Federal Special Revenue Fund, the General Debt Service Fund and all nonmajor governmental funds.

**The beginning fund balance was restated due to the implementation of GASB Statement No. 84, *Fiduciary Activities*.

Total Receipts

Revenues are affected by economic changes and changes in federal and State policies. Tax base is a measure of the State's ability to generate revenue. A decreasing tax base may force spending reductions, increased taxes or both. Receipts are revenues that have been recorded on a cash basis.

See [Appendix 3](#) for a breakdown of State receipts by major source for the past five State fiscal years.

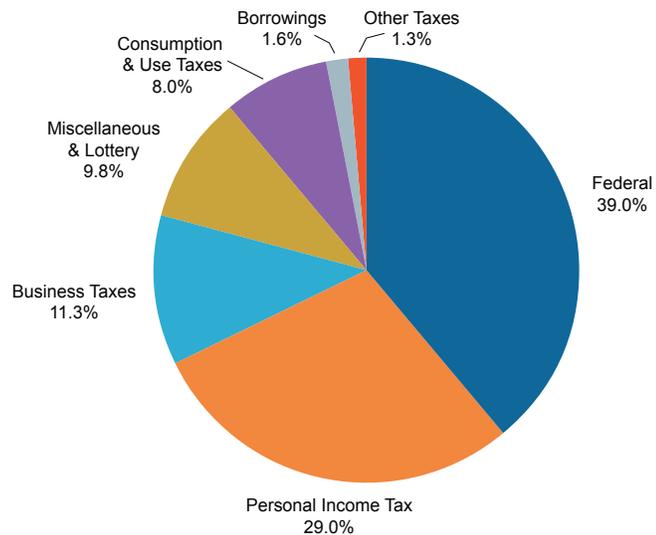
Total State Receipts Have Increased Over the Past Five Fiscal Years

- From 2018 to 2022:
 - Total receipts increased 47.5 percent.
 - Tax receipts increased 52.8 percent.
 - Federal receipts increased 61.7 percent.

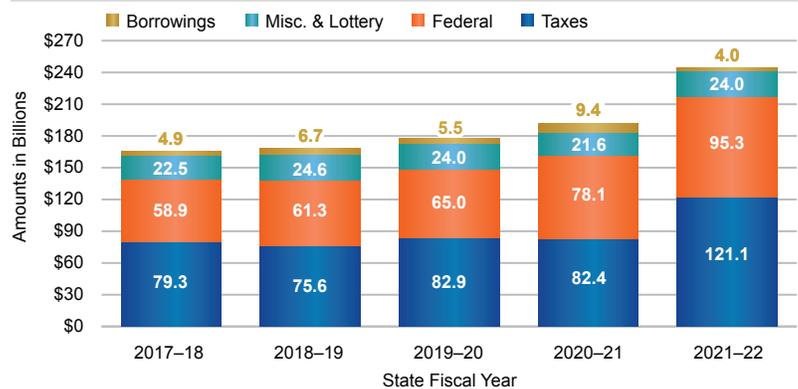
Personal Income Tax and Consumer Tax Receipts Have Increased Over the Past Five Fiscal Years

- Personal income tax and consumer (consumption and use) taxes:
 - Accounted for 37.0 percent of 2022 receipts; and
 - Have increased 32.5 percent since 2018.
- In 2022, personal income tax receipts—the State's largest tax revenue source—increased 28.7 percent from the previous year.

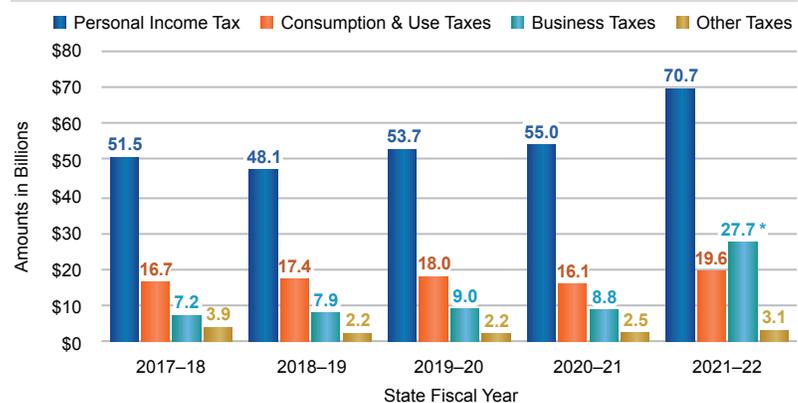
New York's 2021–22 Receipts by Source



Total State Receipts



Tax Receipts by Year



*Beginning in SFY 2021-22, Pass-through entity tax (PTET) is an elective tax that allows NYS partnerships and S-corporations to make tax payments at the corporate tax rate for their principal employees for which a corresponding personal income tax credit can be received by the principal tax filer.

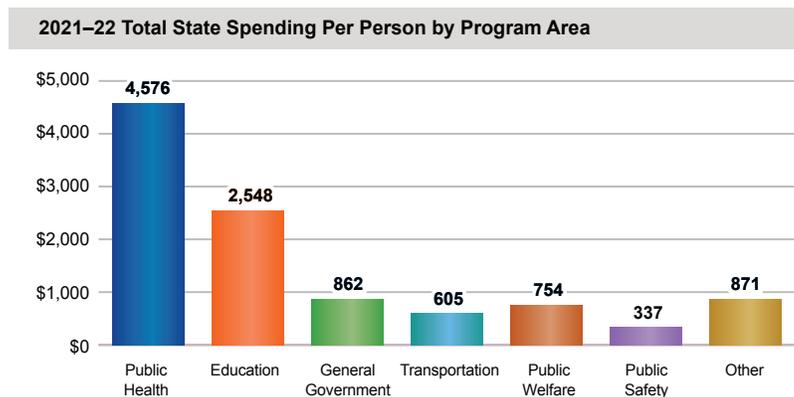
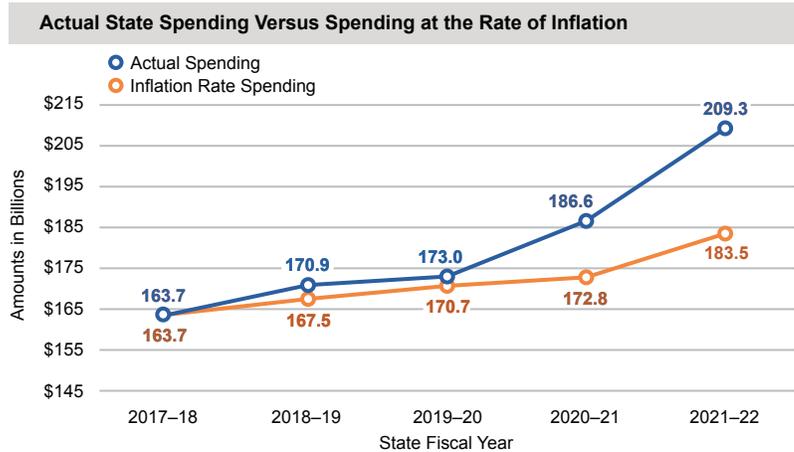
Total Spending

Spending generally reflects the State’s program priorities. Comparing spending to revenue provides an indication of the State’s ability to support continuing programs. State spending, which includes spending from federal funds, is recorded on a cash basis.

See [Appendices 1 and 2](#) for a breakdown of State spending by major service function and funding source for the past five years.

Growth in State Spending Has Exceeded the Rate of Inflation Over the Past Five Years

- Compared to the prior year, State spending increased \$22.8 billion (12.2 percent) to \$209 billion in 2022.
- Since 2018, the growth in State spending (27.8 percent) has exceeded the rate of inflation (Consumer Price Index increase of 12.1 percent).
- State spending has been partially paid for by borrowing \$30.5 billion since 2018, including \$3.4 billion in 2022.
- In 2022, State spending was \$10,553 per person.
- Spending on public health and education represents 67.5 percent of total State spending.

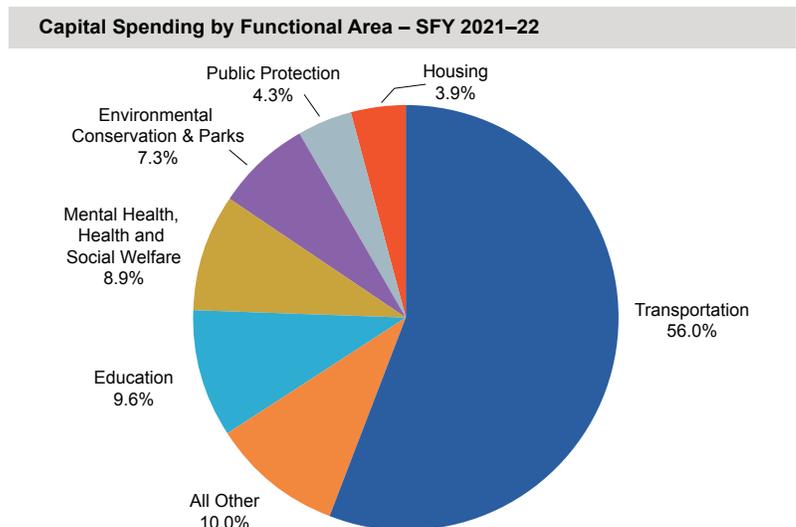
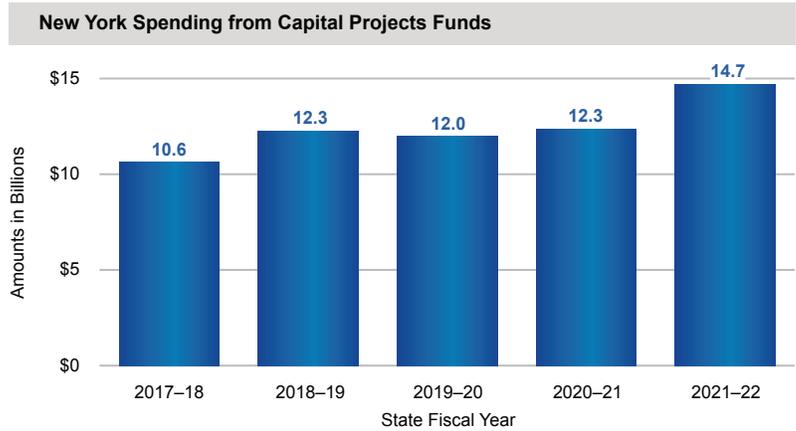


Capital

A robust, efficiently managed capital investment program can support healthy economic growth, while the deterioration of capital assets can weaken the State's economy and its ability to attract and retain business. Capital assets include not only highways and bridges, but also facilities for education, government, health, housing, environmental conservation and recreation.

Capital Spending Has Increased Over the Past Five Years*

- From SFY 2017-18 to SFY 2021-22, capital spending increased by \$4.1 billion (38.2 percent). Spending increases within major categories included:
 - Transportation, up by approximately \$3 billion (56.5 percent). Transportation accounted for 56 percent of all capital projects spending in SFY 2021-22, up from 49.4 percent five years earlier. The increase is largely related to spending for the Metropolitan Transportation Authority.
 - Housing, up by \$252.9 million (78.5 percent). This category's share of total capital spending increased from 3 percent to 3.9 percent.
 - Mental Health, Health and Social Welfare purposes, up \$508.7 million (64.1 percent).
 - All other purposes, decreased by \$263.1 million (15.1 percent), partially offsetting the above increases.

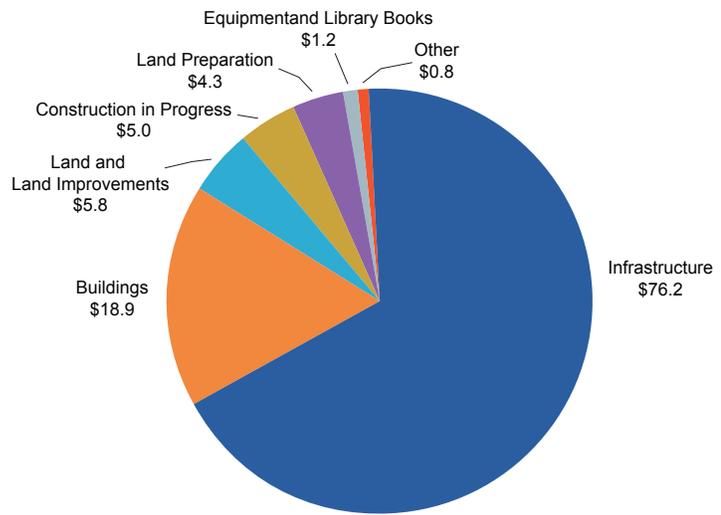


* Actual spending figures in this section do not include off-budget spending by public authorities funded directly from State-supported bond proceeds, while figures for the Division of the Budget's projections include such spending.

- Over the past 20 years, the State has financed an average of 39.5 percent of non-federal capital spending on a pay-as-you-go basis when including off-budget spending.
- Over the next five years, the Division of the Budget projects:
 - Capital spending to average \$18.6 billion per year; and
 - The share of non-federal capital spending financed on a pay-as-you-go basis to average 33 percent.

At the end of SFY 2021-22, the State reported \$112.2 billion in capital assets, an increase of \$1.2 billion (1.1 percent) from the prior year.

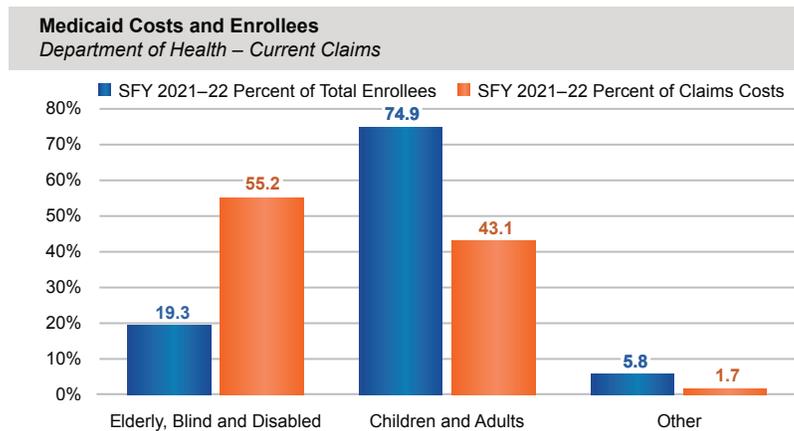
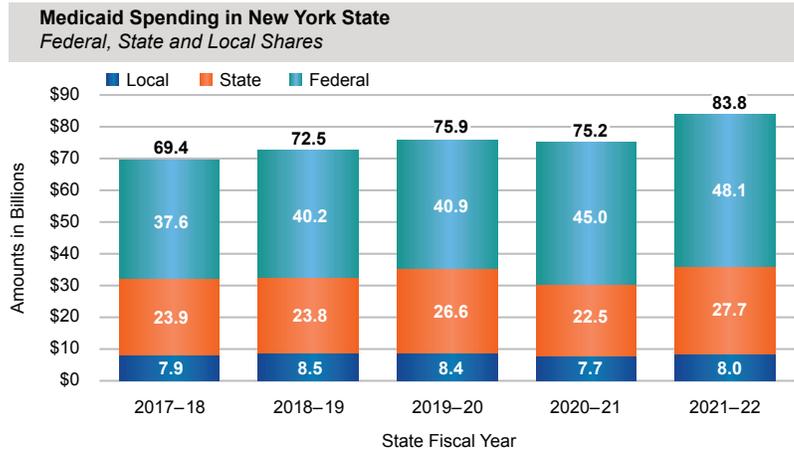
New York State Capital Assets – as of March 31, 2022, Amounts in Billions



Public Health

Total Medicaid Spending Reaches Record High of Nearly \$84 billion, an 11 Percent Increase

- State Medicaid spending grew by \$5.2 billion (22.9 percent) to \$27.7 billion in SFY 2021-22, its highest level ever, due in part to higher enrollment levels impacted by federal restrictions on disenrollment during the COVID-19 public health emergency. Federal restrictions during the pandemic have also prevented the State from implementing a portion of Medicaid savings actions enacted in 2020.
- Enhanced federal Medicaid funding during the pandemic helped lower overall State Medicaid spending by nearly \$3 billion and local Medicaid spending by \$645 million in SFY 2021-22.
- State share spending is further influenced by the continued deferral of certain Medicaid payments with a State share total of \$1.7 billion from SFY 2021-22 to SFY 2022-23.



Nearly 9 Million New Yorkers Benefited from Medicaid, Essential Plan or Child Health Plus

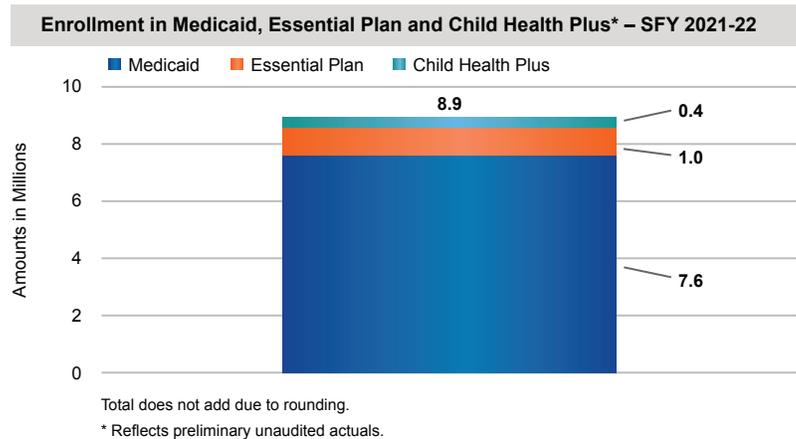
- In March 2022, nearly 9 million individuals or 45 percent of New Yorkers were enrolled in Medicaid, the Essential Plan or Child Health Plus (which provides coverage for children under the age of 19 with incomes above Medicaid eligibility levels, subject to other income limits).

Medicaid Enrollment Reaches Record Heights

- Individuals covered by the State Medicaid program rose by 500,831 (7.1 percent) to nearly 7.6 million by the end of March 2022, the highest level ever, largely due to federal restrictions on disenrollment during the public health emergency.
- The Division of the Budget expects enrollment levels to peak at over 7.9 million in SFY 2022-23 and return to near pre-pandemic levels of approximately 6.1 million enrollees in SFY 2023-24.
- Children and adults represented 74.9 percent of all average monthly Department of Health (DOH) Medicaid enrollees, but only 43.1 percent of the costs of DOH Medicaid claims for the State in SFY 2021-22. Elderly, blind, and disabled enrollees made up 19.3 percent of eligible recipients, but accounted for 55.2 percent of DOH Medicaid claims costs.

Essential Plan Enrollment Nears 1 Million

- Enrollment in the Essential Plan, which began in SFY 2015-16, neared 1 million in SFY 2021-22, increasing by 8.9 percent to 970,939, largely due to coverage extensions without eligibility review during the COVID-19 public health emergency. In June 2021, the State also eliminated monthly premiums and added free dental and vision benefits for Essential Plan enrollees. The Division of the Budget expects enrollment to exceed 1 million in SFY 2022-23 and grow to over 1.2 million by March 2025.
- In April 2015, New York State joined Minnesota to become the only states in the nation to establish a Basic Health Program, a new low-cost health insurance option authorized by the Affordable Care Act and largely funded by the federal government. In New York, the program is known as the Essential Plan. It is available to individuals who are under 65, not eligible for Medicaid or the Child Health Plus Program, without access to affordable coverage and with incomes at or below 200 percent of the federal poverty level. The State expects to expand Essential Plan eligibility to 250 percent of poverty in SFY 2022-23.

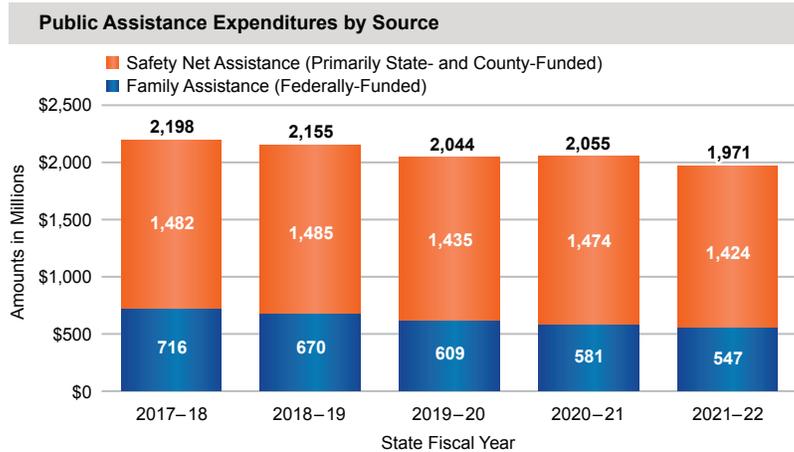


- Spending on the Essential Plan increased by \$948 million (20.6 percent) to more than \$5.5 billion. In SFY 2021-22, federal funds covered 98.9 percent or nearly \$5.5 billion in Essential Plan costs, with State funds covering the remaining 1.1 percent.

Public Welfare

Public Assistance Recipients Decrease to Near Record Low

- For SFY 2021-22, the average monthly number of public assistance recipients in the State decreased by 17,043 (3.5 percent) to 472,043, a level slightly higher than the record low of 468,000 in SFY 2019-20.
- “Public assistance” as discussed in this report includes both Family Assistance (FA) and Safety Net Assistance (SNA). FA provides up to 60 months of cash assistance to eligible needy families; SNA provides cash or non-cash assistance to eligible single adults, childless couples, persons who have exceeded the 60-month limit on FA, children living apart from adult relatives and certain other individuals. FA is funded by the federal government, while SNA is largely funded by the State and the counties, and comprises 72 percent of public assistance expenditures.
- The number of FA recipients decreased for the eighth year in a row, by 7.4 percent in SFY 2021-22, bringing the cumulative decline over the eight-year period to 37.2 percent. The number of SNA recipients also decreased, for the fourth time in the last five years, by 1.3 percent, largely due to a decline in areas outside of New York City.

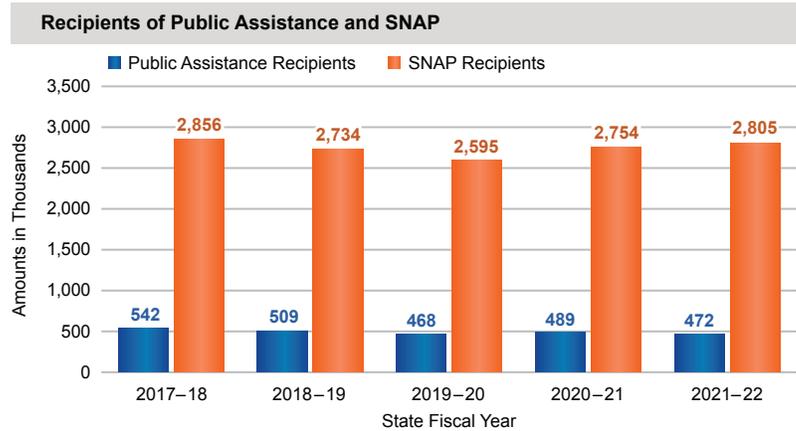


Spending for Public Assistance Falls for the Third Time in Four Years

- Public assistance spending decreased in SFY 2021-22 by \$83.7 million (4.1 percent) from the previous year mainly because of a decrease in SNA expenditures in areas outside of New York City.
- SNA expenditures decreased by \$50.1 million (3.4 percent) from the prior year.
- FA expenditures in New York State decreased by \$33.5 million (5.8 percent) from the prior year.

SNAP Pandemic Spending Surge Continues

- Compared to the prior year, disbursements for the State's Supplemental Nutrition Assistance Program (SNAP) increased by \$2.3 billion (36.1 percent) to \$8.7 billion, continuing an upsurge in spending largely related to the pandemic. Over the last two State fiscal years, spending for SNAP, formerly known as the Food Stamp Program and funded by the federal government, has more than doubled, rising from \$4.3 billion in SFY 2019-20.
- Much of the increase is due to federal legislation authorizing emergency supplemental benefits to households receiving SNAP and boosting maximum benefits by 15 percent from January through September 2021. New York began issuing the supplemental benefits in March 2020 and will continue doing so as long as the national public health emergency, currently extended until October 2022, remains in effect. The number of SNAP recipients increased for the second consecutive year in SFY 2021-22, but only one-third as much as the prior year.
- Compared to the prior year, the average monthly number of recipients of SNAP benefits in New York State increased by 51,836 (1.9 percent) to over 2.8 million in SFY 2021-22, the highest average number of program recipients since SFY 2017-18.



SSI Recipients Decrease for Sixth Consecutive Year; Disbursements at Their Lowest Level Since SFY 2012-13*

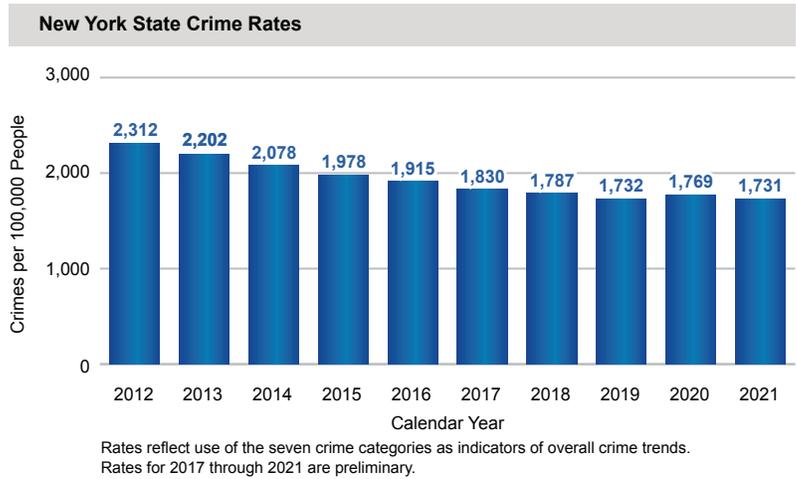
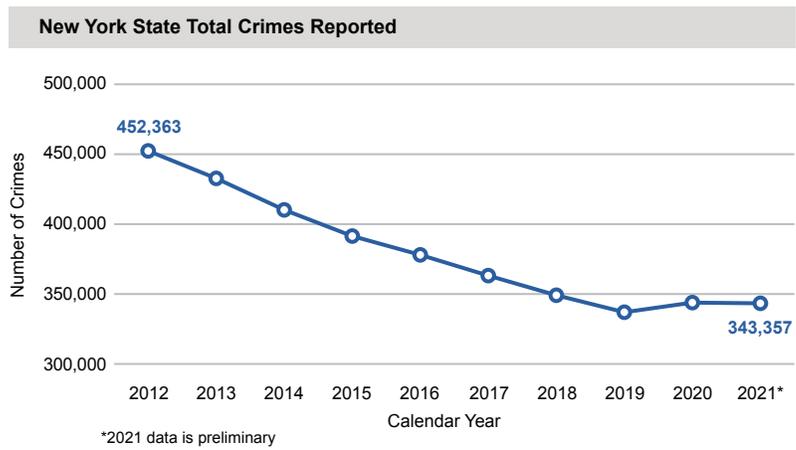
- The average number of recipients of Supplementary Security Income (SSI) — a State- and federally-funded program for the aged, blind and disabled with little or no income and resources — decreased by 22,365 (3.4 percent) to 636,981 in SFY 2021-22.
- Compared to the prior year, SSI disbursements in the State decreased by \$81.8 million (1.7 percent) to about \$4.9 billion, their lowest level since SFY 2012-13. Of this amount, the federal government contributed \$4.3 billion, a decrease of \$54.7 million (1.3 percent) compared to the prior year. State expenditures totaled \$546.1 million, a decrease of \$27.1 million (4.7 percent) compared to the prior year.

* Due to a systems issue affecting SSI reporting, the Office of Temporary and Disability Assistance caseload statistics report for January 2021 did not provide updated SSI recipients and disbursement information. Instead, this report repeated the SSI information provided in the report for the previous month, December 2020. Calculations of the average number of SSI recipients and cumulative SSI disbursements for SFY 2020-21, and the relationship of these calculations to corresponding calculations for SFY 2021-22, reflect this issue.

Public Safety

Number of Crimes and Crime Rates Levelled Off in 2021

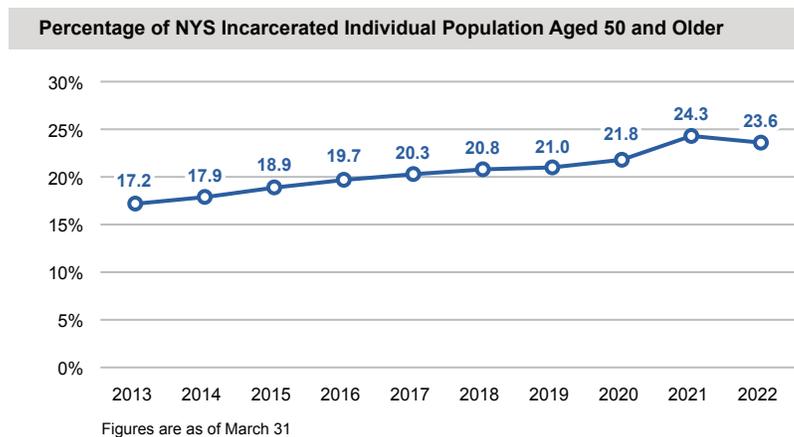
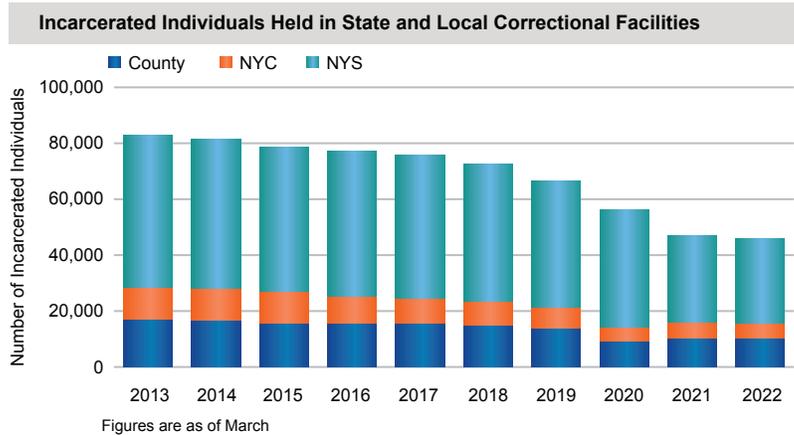
- According to preliminary data, the number of crimes in seven major categories used by the State Division of Criminal Justice Services (DCJS) as indicators of overall crime trends (Index Crimes) leveled off in 2021, following the first increase in eight years in 2020. Total Index Crimes dropped by 504 reported incidents (less than 1 percent) to 343,357 in 2021.
- There are seven major categories of crime: four are violent crimes and three are property crimes.
 - The four violent crime categories collectively rose by 7.8 percent from last year. Violent crimes include:
 - Murder (up 4.4 percent in 2021 after a 45.8 percent jump in 2020);
 - Rape (up 10 percent after a 15.8 percent decrease in 2020);
 - Robbery (up 2.9 percent); and
 - Aggravated assault (up 9.5 percent).
 - Meanwhile, the three property crime categories, which compromised the majority of crimes committed, dropped 2.2 percent. Property crimes include:
 - Burglary (down 16.6 percent to its 2019 number following the same percentage jump in 2020);
 - Larceny (down 1.3 percent); and
 - Motor vehicle theft (rising for the second year in a row – 10.9 percent in 2021 after the greatest crime percentage hike in 2020 of 54.1 percent).



- Despite the overall uptick in 2020 and the reported increase in violent crimes in 2021, Total Index Crimes are still 109,006 (or 24.1 percent) lower than they were in 2012 and incidents of violent crime still remain 4 percent lower than a decade ago.
- Crime rates also reduced in 2021, decreasing by 2 percent to 1,731 crimes per 100,000 people. This brought the State crime rate back to the 2019 rate.

Incarcerated Individual Populations, Number of Facilities and Staff Numbers Keep Dropping

- As of March 2022, 46,046 incarcerated individuals—a decrease of 777 (1.7 percent) from the prior year—were held in 125 State and local correctional facilities, which include:
 - 44 State correctional facilities (down from 50 following the closure of six State Department of Corrections and Community Supervision (DOCCS) facilities in March 2022);
 - 63 county jail and correctional facilities; and
 - 12 New York City correctional facilities.
- Over the last 10 years, the total incarcerated population declined by 39,118 (46 percent), with the majority of the decline occurring in State correctional facilities, followed by county jails and then facilities in New York City.
- The number of State prison incarcerated individuals declined 2 percent in SFY 2021-22, following larger drops in the prior three years (the number of State prison incarcerated individuals declined by 25.8 percent in SFY 2020-21; this drop was likely due, in large part, to policies put in place in response to the COVID-19 pandemic).
- The number of incarcerated individuals in county jails also dropped by 2 percent while numbers in New York City jails went up by a percentage point from the prior year.*

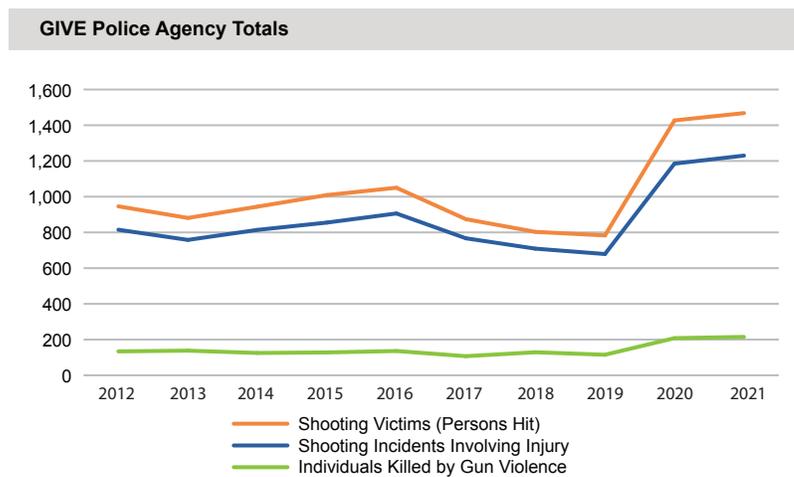


- Since 2011, the DOCCS has eliminated more than 13,000 prison beds and closed 24 State correctional facilities. DOCCS reports annual savings from these reductions of approximately \$442 million.
- Reductions in DOCCS security staff (Correction Officers, Sergeants and Lieutenants) have been consistent with incarcerated population declines. Since 2011, the number of these positions filled has decreased by 11 percent. In 2021, there were a total of 17,415 positions filled, down 6 percent from the year before.
- Over the last 10 years, the proportion of incarcerated individuals aged 50 and over in State correctional facilities has increased by 45 percent. However, the March 31, 2022 share of this population saw a small decline from the prior year (down 0.7 percent). For more analysis of trends regarding the number of incarcerated individuals aged 50 and above, see OSC’s January 2022 report, [“New York State’s Aging Prison Population.”](#)

* In State Fiscal Year 2019-20, statutory changes to eliminate cash bail for most misdemeanor and non-violent felony offenses contributed to a 34 percent reduction in local jail populations. These reforms were amended in subsequent years to re-authorize bail for a limited number of offenses.

Combating Gun Violence

- The State Fiscal Year 2022-23 Enacted Budget included \$135 million in spending aimed at gun violence prevention efforts. DCJS provides funding, training and technical support to 20 law enforcement agencies in 17 counties through the Gun Involved Violence Elimination (GIVE) initiative. According to preliminary DCJS data reported by these 20 police departments, incidents of gun-related violence involving injury rose by 75 percent in 2020 and continued to climb in 2021 in the areas reporting on this data.
- When comparing the five-year averages (2016-2020) to the number of reported incidents in 2021, shooting incidents resulting in injury or death reported by these 20 police departments are up 45 percent.



Transportation

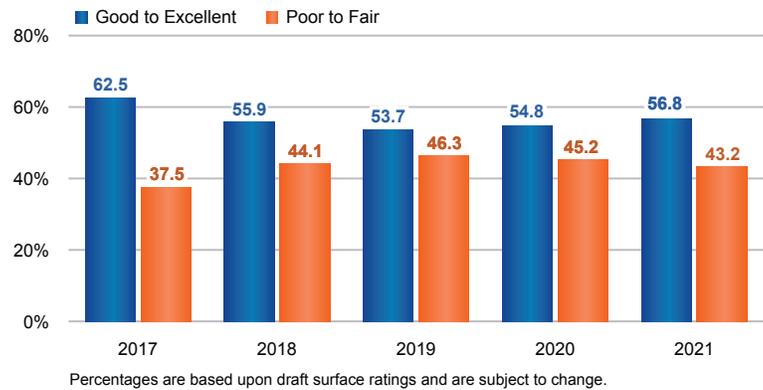
Highway Conditions Improve Slightly for the Second Year in a Row

- The State is responsible for maintaining more than 42,700 lane miles of highway.
- Compared to the prior year, the number of highway lane miles rated poor to fair decreased by 4.7 percent in 2021.
- In 2021, 56.8 percent of the State's highway lane miles were rated good to excellent, a 2 percentage point increase since 2020.

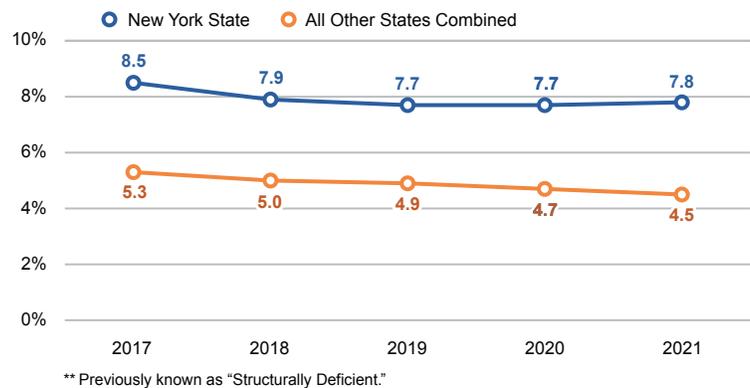
Bridge Conditions Have Improved Since 2017, But Are Worse Than in Other States

- In 2021, New York State was responsible for maintaining 8,527 bridges.*
- A bridge is considered to be in poor condition (previously known as structurally deficient) if it has deterioration to one or more major components. The fact that a bridge is in poor condition does not imply that it is unsafe or likely to collapse. A poor bridge, when left open to traffic, typically requires posting for weight limits, significant maintenance and repair to remain in service and eventual rehabilitation or replacement to address deficiencies. In 2021, 7.8 percent of State-maintained bridges were rated poor. This is an improvement from 8.5 percent in 2017, but it compares unfavorably to the 4.5 percent share for all other states combined.

Highway Condition Ratings in New York
(as a percentage of total lane miles)



State Bridges in Poor Condition**
(as a percentage of total State-maintained bridges)



* Based upon the U.S. Federal Highway Administration's National Bridge Inventory, all bridges where the owner is State, State Park, Other State and State Toll are included as State-maintained bridges.

Environment, Energy and Agriculture

Department of Environmental Conservation (DEC)

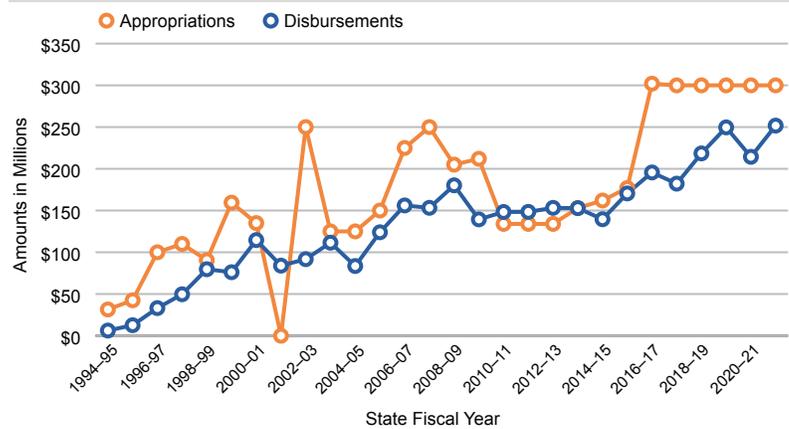
- In SFY 2021-22, DEC All Funds spending totaled \$1.3 billion, an increase of \$350.8 million (35.4 percent) from SFY 2020-21 as agency operations recovered from the COVID-19 pandemic. The largest increase was in local assistance spending with a year-over-year increase of 122.6 percent.
- As of March 31, 2022, employment at DEC was 2,815 Full-Time Equivalent (FTE) positions, a reduction of 38 FTEs below levels as of March 31 in the previous year and 6.3 percent below levels from March 31, 2012.

Environmental Protection Fund (EPF)

Created in 1993, the EPF:

- Provides an ongoing source of primarily pay-as-you-go funding to address the State’s environmental needs. Appropriations to the EPF have fluctuated over time and were \$300 million in SFY 2021-22. EPF appropriations reached a high-water mark of \$400 million in the Enacted Budget for SFY 2022-23.
- Supports a broad array of environmental programs, such as State and municipal open space conservation; municipal and agricultural nonpoint source water pollution control; State and local parks projects; municipal water pollution control and aquatic habitat conservation; support for the State’s zoos, botanical gardens and aquaria; waterfront revitalization; farmland conservation; and municipal climate change mitigation and resilience programs.

History of EPF Appropriations and Disbursements (1994–95 Through 2021–22)



The SFY 2016-17 Enacted Budget contained an EPF appropriation of \$302 million. The SFY 2017-18 Enacted Budget amended and reappropriated the SFY 2016-17 appropriation, reducing it to \$300 million.

- Has been primarily funded with a portion of the State’s real estate transfer tax. However, from SFY 2014-15 through SFY 2021-22, General Fund Transfers were also a recurring funding source and accounted for 19 percent of all EPF revenues over this period.

Restore Mother Nature Bond Act

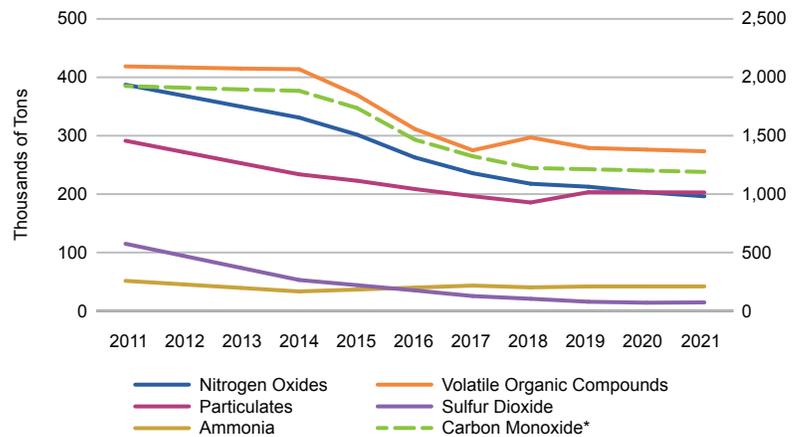
- The Enacted Budget for SFY 2021-22 authorized a bond act to be considered by voters in November of 2022 entitled the “Environmental Bond Act of 2022: Restore Mother Nature.” This bond act was modified in the Enacted Budget for SFY 2022-23 to increase the amount of bonding to be considered by the voters to \$4.2 billion, increase funding for existing programs, establish domestic content and labor standards for funded projects and add a new program to support the purchase of electric school buses. In addition, the bond act was renamed the “Clean Water, Clean Air and Green Jobs Environmental Bond Act.” If approved by the voters, this would be the largest General Obligation bond act in State history.

Air

- For 2021, the U.S. Environmental Protection Agency’s State Average Annual Emissions Trend report showed estimated total emissions in New York from certain criteria pollutants covered by the National Ambient Air Quality Standards, excluding lead, of 1.9 million tons, a decrease of 1.1 percent from the previous year’s estimated emissions and a decrease of 39.8 percent from 2011. These emissions include nitrogen oxides, volatile organic compounds, particulate pollution, sulfur dioxide, carbon monoxide and ammonia. Nitrogen oxides and volatile organic compounds are precursors of ground level ozone, or smog. Sulfur dioxide is a precursor of particulate formation in the atmosphere and of acid rain. Total emissions of each pollutant and the most prominent source for each are listed below:

- Carbon monoxide – 1.2 million tons. Together, highway and off-highway vehicles accounted for 84.3 percent of carbon monoxide emissions.
- Volatile organic compounds – 273,316 tons. Industrial and commercial solvent use accounted for 49.2 percent of that total.

Emissions of Selected Air Pollutants in New York State



*Carbon Monoxide values are represented on the right vertical axis.

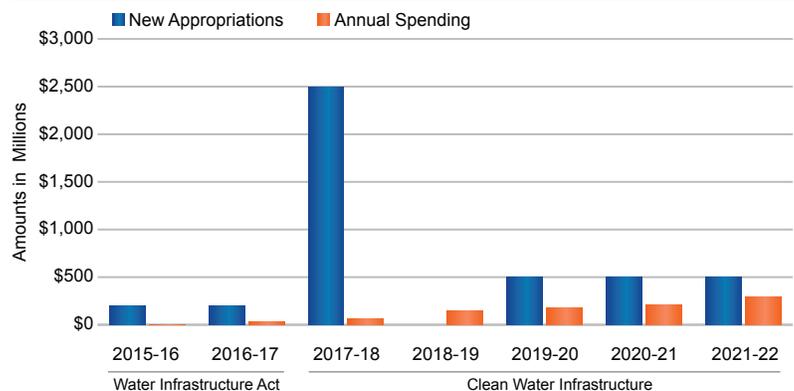
- Nitrogen oxides – 196,228 tons. Highway and off-highway vehicles accounted for 60.9 percent of these emissions.
- Particulates – 202,839 tons. Mining and quarrying, construction, agriculture and road dust combined produced 72.6 percent of these emissions.
- Ammonia – 41,961 tons. Agricultural livestock and fertilizer application combined accounted for 80.9 percent of this total.
- Sulfur dioxide – 14,576 tons. Fuel combustion produced 51.6 percent of the total.

Water

- Since SFY 2015-16, Enacted Budgets have included \$4.9 billion for clean water infrastructure projects, including those projects authorized by the New York State Water Infrastructure Improvement and Clean Water Infrastructure Improvement Acts. Eligible projects include nonagricultural nonpoint source control; municipal wastewater treatment; remediation of contaminated sites that contribute to water contamination; source water protection; and upgrades to septic systems and cesspools. As of March 31, 2022, \$913.4 million (18.6 percent) had been spent from these appropriations.
- In 2021, there were reported incidences of harmful algal blooms (HAB) on 192 bodies of water in New York State, an increase of eight from the prior year. HABs lead to reduced oxygen in the water and produce toxins that can make it unsuitable for use as a surface drinking water supply. Of the affected water bodies:
 - 55.2 percent experienced more than one HAB;
 - 5.2 percent experienced between 10 and 20; and
 - 6.3 percent experienced 20 or more.

Cayuga Lake, in the Finger Lakes region, had the largest number of observed HAB events, with 117.

Water Infrastructure Annual Appropriations and Disbursements SFY 2015-16 Through SFY 2021-22



Solid Waste

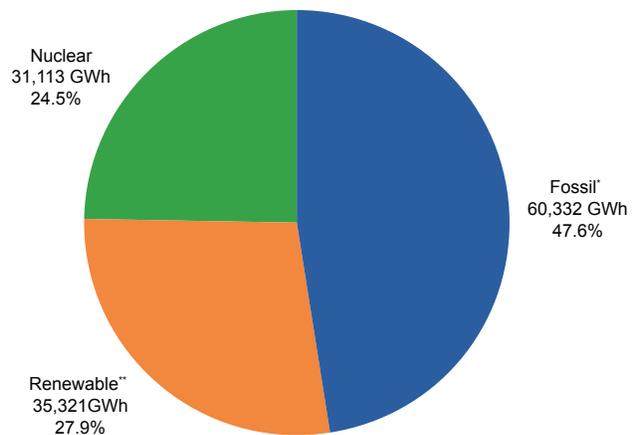
- According to the DEC in 2018:
 - A total of 39.1 million tons of waste were generated in New York State including:
 - 18.3 million tons of municipal solid waste;
 - 15.4 million tons of construction and demolition debris;
 - 2.6 million tons of industrial wastes; and
 - 2.8 million tons of biosolids.
 - Of these wastes:
 - 14.3 million tons were landfilled;
 - 14.0 million tons were recycled;
 - 7.5 million tons were exported for disposal; and
 - 3.3 million tons were incinerated.

Energy

- In furtherance of the goals of the Climate Leadership and Community Protection Act, legislation was enacted in 2022 to upgrade efficiency standards for buildings, appliances and other equipment. In addition, legislation was enacted to authorize utilities to construct and operate geothermal district heating infrastructure, as well as legislation lowering the capacity threshold at which renewable energy projects are required to pay prevailing wages from five megawatts to one megawatt.

- According to the New York Independent System Operator, in 2021, 126,766 gigawatt hours (GWh) of electricity were generated in New York State. Of this electricity:
 - 35,321 GWh (27.9 percent) was produced from renewable fuels;
 - 31,113 GWh (24.5 percent) was produced from nuclear fuels; and
 - 60,332 GWh (47.6 percent) was produced from fossil fuels.
- Renewable generation includes hydroelectric (28,675 GWh), wind (4,111 GWh), 2,485 GWh from methane, refuse and wood, and solar (50 GWh). Fossil generation includes gas and oil (49,079 GWh), gas (10,387 GWh), and oil (154 GWh).

Electric Generation by Source, New York State, 2021



* Fossil generation includes gas and oil 49,079 GWh, gas 10,387 GWh and oil 154 GWh.
 ** Renewable generation includes hydroelectric 28,675 GWh, Wind 4,111 GWh, Solar 50 GWh and 2,485 GWh from methane, refuse and wood.

According to the U.S. Energy Information Administration:

- In 2019, New York State emitted 169 million metric tons of carbon dioxide, ranking ninth in the nation for these emissions.
- In 2020, New York State had the most energy efficient economy among U.S. states, consuming 2.4 thousand BTUs for every dollar of gross domestic product.
- In 2020, with energy consumption of 166 BTU per person, New York State had the third lowest per capita energy consumption of any state.
- In 2020, New York State's natural gas price of \$7.14 per million BTU was ninth in the nation.
- In 2020, at \$43.57 per million BTU, New York State's electric retail sales price was ninth in the nation.

Agriculture

According to the U.S. Department of Agriculture, in 2021:

- There were 33,400 farms in New York State encompassing 6.9 million acres, with an average farm area of 207 acres.
- At \$3,150 per acre, New York had the second lowest average value for farmland among Northeastern states—only Maine's value was lower.

According to the U.S. Department of Agriculture, in 2020:

- The overall economic impact from New York farms as measured by net farm income was \$1.9 billion, a decrease of 2.5 percent from 2019.
- Receipts from the sale of all agricultural commodities in New York State were approximately \$5.4 billion.
- With total receipts of \$328.1 million, New York was the second largest apple producer in the nation.
- New York was the fifth largest milk producer in the nation, with total sales of \$2.7 billion.

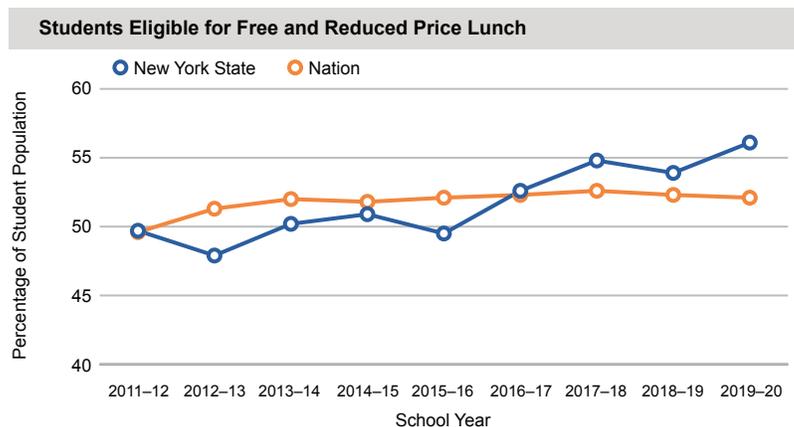
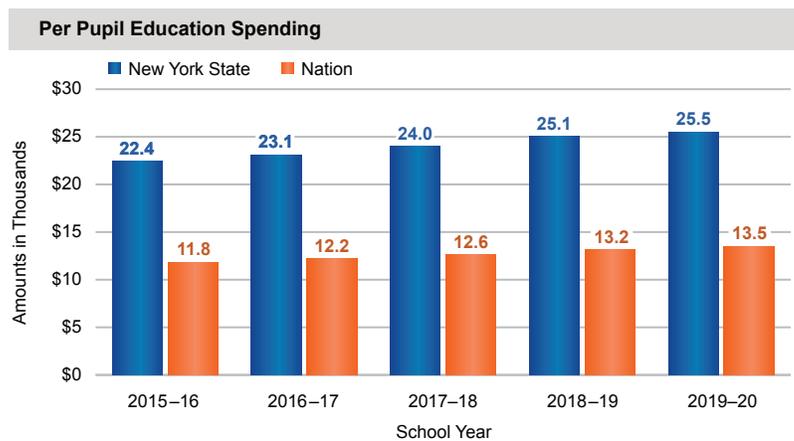
Elementary and Secondary Education

Significant Federal Aid Continues to Support New York Schools

- According to the Division of the Budget, schools have received or are slated to receive \$15.3 billion from various federal aid programs, including \$1.6 billion from the Coronavirus Aid, Relief, and Economic Security Act (CARES Act), \$4.4 billion from the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSA Act), and \$9.3 billion from the American Rescue Plan Act (ARP Act). Federal pandemic relief for K-12 education is expected to run through SFY 2024-25.
- In SFY 2021-22, \$2 billion of federal COVID-19 recovery funding was disbursed to New York school districts, an amount equal to 7.1 percent of State funding levels for the same period.

New York State Ranks Highest in Nation in Per Pupil Spending

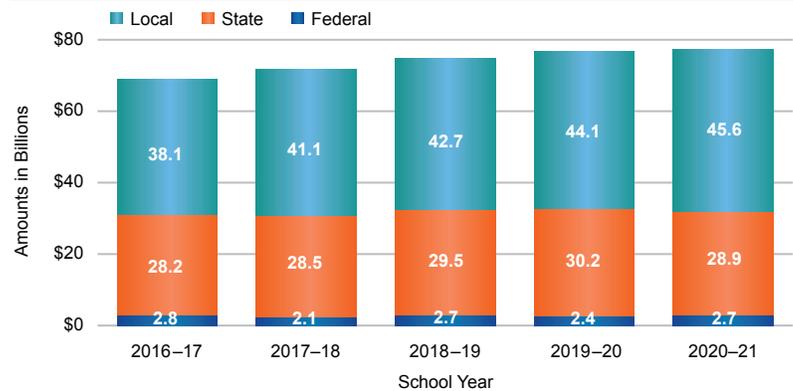
- For the 2019-20 school year (SY), the most recent year for which data are available, New York State led all states in per-pupil disbursements for public elementary and secondary education at \$25,519 according to the U.S. Census Bureau. New York's per-pupil spending rose 1.6 percent from the previous year and is 89 percent greater than the national average. Differences in educational spending among states may reflect variations in student profiles and regional costs, among other factors.
- In SY 2019-20, 56.1 percent of K-12 students were certified for free and reduced-price school meals based on household income, higher than the national average (52.1 percent).



Local Resources Represent the Largest Source of Funding

- In SY 2020-21, support for public elementary and secondary schools in New York came from the following sources:
 - Local, \$45.6 billion;
 - State, \$28.9 billion, including the School Tax Relief Program (STAR) of \$2 billion; and
 - Federal, \$2.7 billion.
- In school budgets proposed for SY 2022-23, property tax levy increases averaged 1.7 percent, compared to a 1.4 percent increase the previous year. The number of voters increased by approximately 120,000 for SY 2022-23 budget votes with seven districts failing on the first try, compared to five last year.

Federal, State and Local Funding for Elementary and Secondary Schools



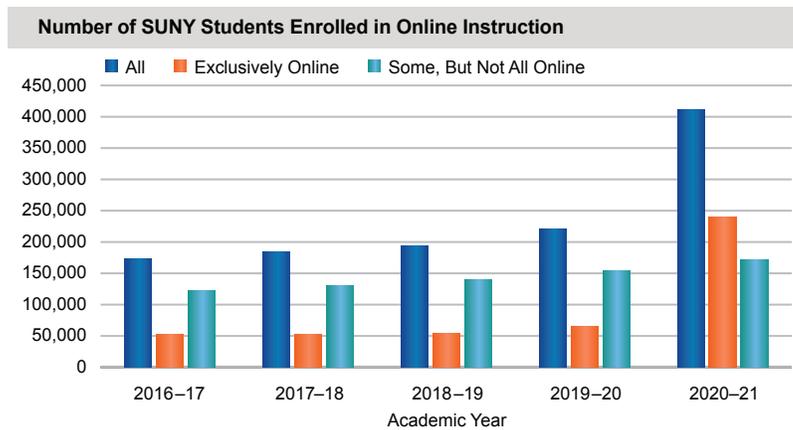
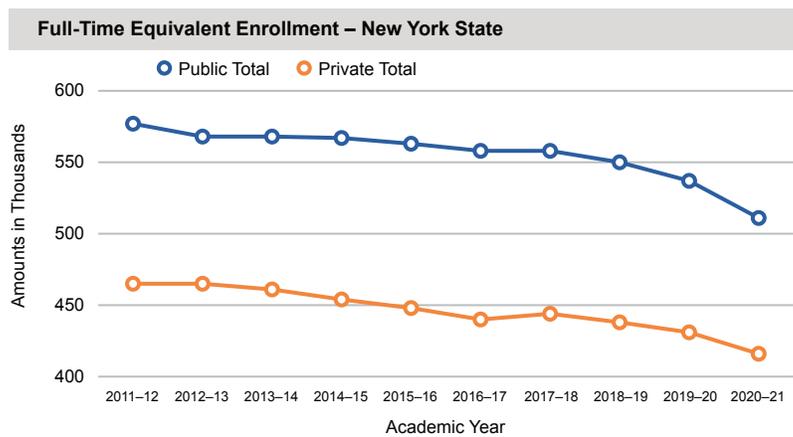
Student Performance

- Overall graduation rates have steadily increased since SY 2016-17 in New York. However, the rate of students receiving a Regents diploma is steadily declining over the same period.
- New York's fourth grade students scored slightly below the national average on the National Assessment for Education Progress (NAEP) math test in 2019 and ranked 40th in the nation. Eighth graders in New York also scored slightly below the national average, but ranked 27th in the nation.

Higher Education

Enrollment

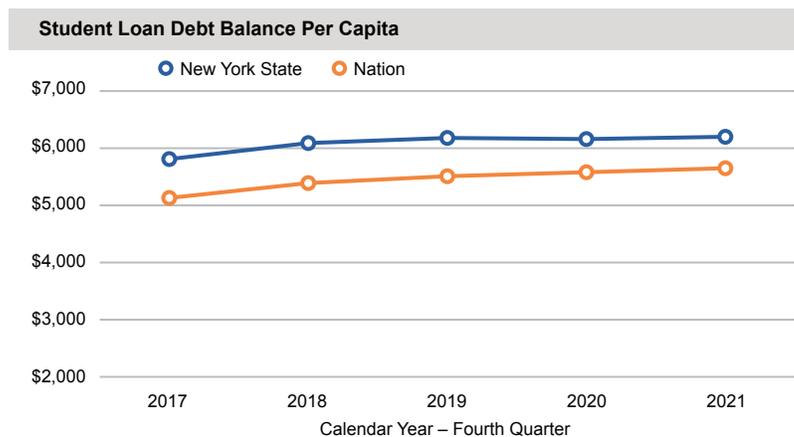
- In academic year (AY) 2021-22, New York State public and private higher education institutions had 794,701 full-time and 340,884 part-time students in degree-credit enrollments.
- Full-time equivalent (FTE) enrollment at public institutions decreased in AY 2020-21 by 8.5 percent compared to five years earlier and by 11.5 percent compared to 2011-12. Private sector FTE enrollment dropped by 10.5 percent compared to 2011-12.
- The State has a higher proportion of private college attendance than most states, or 42 percent compared to 23 percent of students nationwide in spring 2022 according to the National Student Clearinghouse.
- Online course enrollment for the State University of New York (SUNY) increased by 87.2 percent in the 2020-21 academic year from the previous period. The increase in online instruction in the 2019-20 academic year was 13.6 percent. Of the 411,936 students in the 2020-21 academic year that enrolled in online instruction, over 58 percent attended exclusively through this means and almost 42 percent used some but not all online instruction.



Costs and Financial Assistance

- Average costs of tuition and fees for full-time, in-state students for SUNY and the City University of New York (CUNY) were:
 - SUNY (2021-22) \$8,780 (\$5,660 for two-year colleges); and
 - CUNY (2020-21) \$7,405 (\$5,275 for two-year colleges).
- In the 2020-21 academic year, an estimated 250,221 students received New York State Tuition Assistance Program (TAP) awards, totaling \$701.8 million. New York State also provided an estimated 57,871 other scholarships and awards totaling almost \$196 million in aid, including 32,940 Excelsior scholarships totaling \$137.3 million. The TAP provides grant awards to eligible New York residents for paying tuition at a SUNY, CUNY or not-for-profit independent degree-granting college in New York State. For eligible students, the Excelsior Scholarship Program covers any remaining tuition expenses at SUNY or CUNY after other federal and State grants and scholarships have been applied.

- The increase from 2016-17 to 2021-22 in average in-state tuition and fees at public four-year colleges has been slightly more modest in New York compared to the nation. These amounts grew from \$7,710 to \$8,550 in New York and from \$9,650 to \$10,740 for the United States overall.
- In SFY 2021-22, the State spent \$300 per resident on higher education, ranking 22nd in the nation for higher education spending per capita.
- According to the Federal Reserve, the average balance for student loan borrowers in the State grew by 16.8 percent from 2017 to 2021, slower than the 17.2 percent rate of growth for the nation during the same period. The percent of student loan borrowers in New York State that were 90 or more days delinquent (and in default) was 4.8 percent in 2021, down from 6.6 percent in 2020 and 12 percent in 2017. These figures are lower than national averages of 7.5 percent in 2021 and 15.4 percent in 2017. The 2020 and 2021 figures reflect federal COVID-19 emergency flexibilities that include a suspension of federal student loan payments, zero percent interest rate and stopped collections on defaulted loans extended through December 31, 2022.

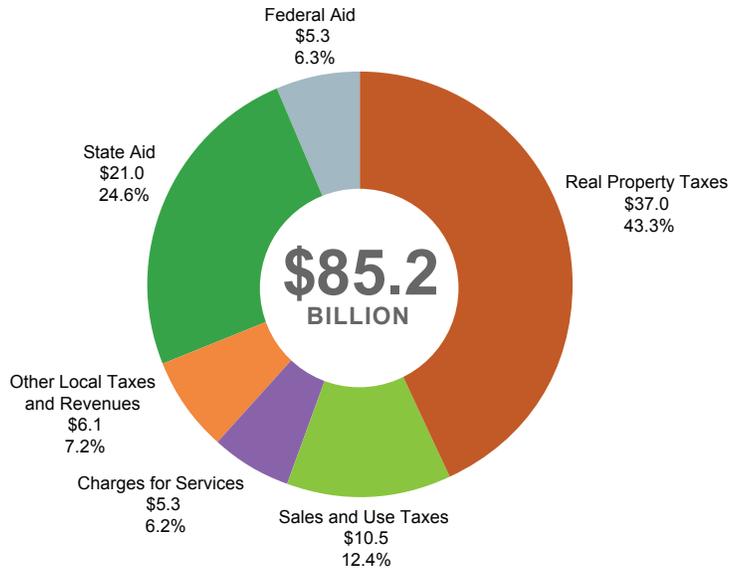


Local Government

Major Local Revenue Sources Remained Fairly Stable

- Real property tax revenues were mostly unaffected by COVID-19 in local fiscal years ending (LFY) in 2020. As the single largest source of revenue for local governments, real property taxes accounted for \$37 billion, or 43.3 percent, of total revenue (\$85.2 billion) for local governments not including New York City.
- School districts and towns received \$23.4 billion and \$4.3 billion, respectively, in real property taxes, representing over 53 percent of total revenue for each class; villages received \$1.4 billion (47.5 percent) and fire districts, which are the class most dependent on real property taxes, received \$803 million (91 percent). Counties are least reliant on property taxes, which represent 23 percent (\$5.8 billion) of total revenue.

Local Revenues by Source, Local Fiscal Years Ending 2020
Amounts in Billions



Includes counties, cities, towns, villages, fire districts and school districts. Excludes New York City.

- State aid, despite some temporary reductions in LFY 2020 (mostly restored in LFY 2021), remained the next largest source of revenue. School districts are the most dependent on State aid, as it represents almost 38 percent (\$16.5 billion) of total revenue. State aid also represents a significant share of revenues for other local governments—for social service programs in counties, for highways (mostly in cities and towns) and as unrestricted municipal aid (mainly in cities).
- Sales and use taxes, the next largest local source of revenue for local governments, were the most negatively impacted in LFY 2020, dropping 4 percent over LFY 2019. Even so, they represented \$10.5 billion, or 12.4 percent, of total revenue and remained the largest single revenue source for counties (33.6 percent in LFY 2020).

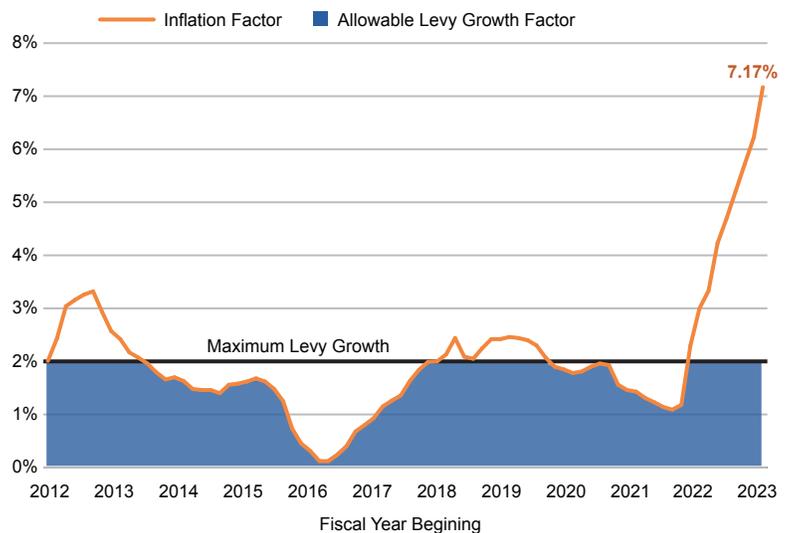
Property Tax – Allowable Levy Growth Is Increasing Again After a Decline

- Generally, the property tax cap limits levy increases to the lesser of 2 percent or the rate of inflation, with some exceptions, though each local government’s tax cap calculation involves a multi-step formula. The law also includes provisions for a local government to override the tax cap.
- Low inflation just before and during the early part of the pandemic reduced the allowable levy growth rate for local governments in local fiscal years beginning in 2020 and 2021, with a few exceptions, to below 2 percent. However, as inflation began to rise in 2021 and accelerate into 2022, the allowable levy growth rate returned to the maximum allowable (2 percent) starting with local fiscal years beginning in 2022.
- The inflation factor for local governments with a calendar fiscal year in 2023 is 7.17 percent. This is the highest the inflation factor has been since the tax cap was first implemented and more than triple the 2.3 percent inflation factor from the prior year. The combination of high inflation and the 2 percent tax cap may create budgetary challenges for local governments.

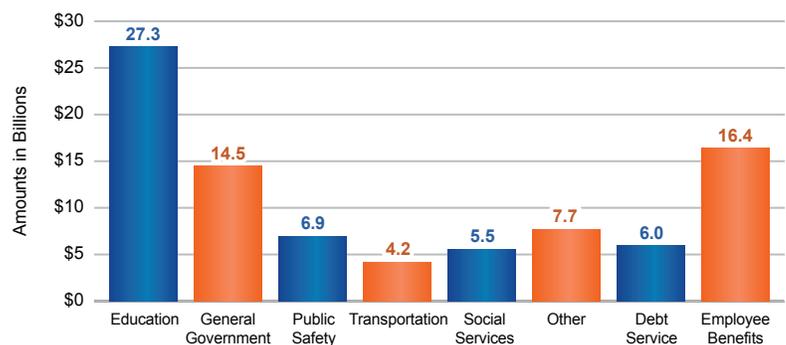
Education and Employee Benefits Account for Half of Local Expenditures

- Local expenditures totaled \$88.5 billion in LFY 2020. School districts spent the most at \$45.5 billion, followed by counties (\$25.3 billion), towns (\$8.5 billion), cities (\$5.1 billion), villages (\$3.2 billion) and fire districts (\$853 million).

Property Tax – Allowable Levy Growth Factor by Local Fiscal Year



Local Expenditures by Function, Debt Service and Employee Benefits, Local Fiscal Years Ending in 2020



Includes counties, cities, towns, villages, fire districts and school districts. Excludes New York City. "Other" includes Health, Sanitation, Economic Development, Culture-Recreation, Community Service and Utilities.

- COVID-19 reduced many local government expenditures, often as a result of the closure of buildings (including school buildings) or programs (such as municipal swimming pools and summer camps).
- Overall, education made up almost 31 percent of total expenditures in LFY 2020. Nearly all of this (96 percent) was school district spending on elementary and secondary education, with most of the rest being county expenditures on higher education. Education spending was down 0.3 percent in LFY 2020, largely due to COVID-19-related school closures at the end of the year.

-
- The next largest area of expenditures was employee benefits, which accounted for 18.6 percent (\$16.4 billion) of total spending. Although this dropped slightly (-0.7 percent) from LFY 2019 to LFY 2020, it has been the fastest growing area of expenditure historically, increasing at an average annual rate of 3.3 percent from LFY 2010 to LFY 2020, nearly twice the rate of growth in total expenditures (1.7 percent).

Fiscal Stress Slightly Down in Local Fiscal Years Ending in 2020

- The Office of the New York State Comptroller analyzes the financial condition of each municipality and school district 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 noted above, some local government revenues were negatively affected during the COVID-19 pandemic, including sales tax collections, some State aid payments and certain fee and fine revenues. The pandemic also caused a number of operational changes, as local governments closed public buildings, courts and recreational programs in the spring and summer of 2020, and school districts scrambled to provide services virtually from mid-March through the end of the school year in June. In many cases, building and recreational program closures resulted in net savings to local governments.
- Although LFY 2020 presented extraordinary challenges to many local governments and school districts in particular, the net effect of these changes did not increase fiscal stress levels in FSMS. A total of 61 local governments, including 31 school districts, were in some fiscal stress designation in LFY 2020, somewhat fewer than in LFY 2019.

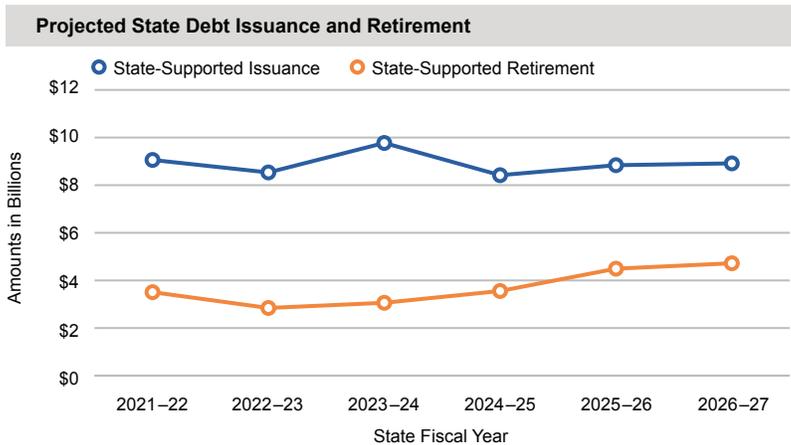
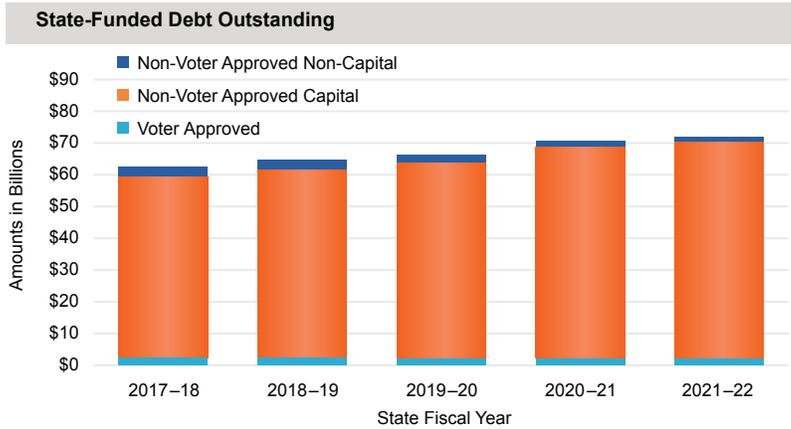
Debt

The debt burden of a governmental entity creates fixed costs that directly affect its ability to provide current services, as well as its long-term fiscal health. High borrowing levels may:

- Indicate reduced ability to support current programs with current revenues.
- Force future program reductions, increased taxation or additional future borrowing.
- Limit the capacity to finance future capital assets and grants.

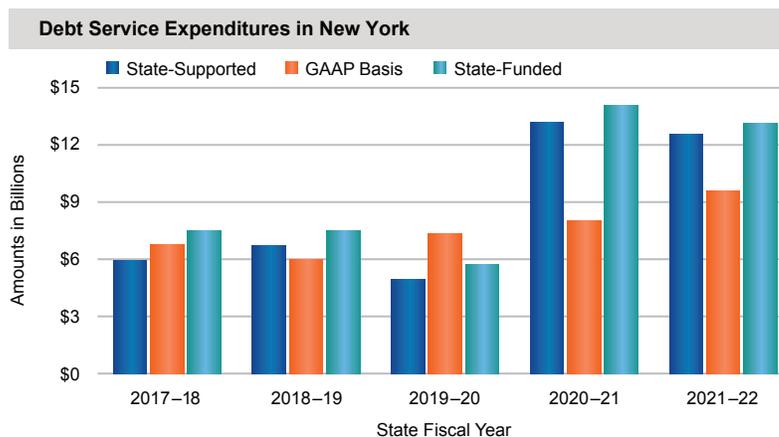
New York State Ranks Second Highest in Outstanding Debt Nationwide

- At the end of SFY 2021-22, the State reported the following debt levels:
 - \$2 billion of constitutionally authorized, voter-approved general obligation debt, a decrease of 15.8 percent since SFY 2017-18.
 - \$61.9 billion of State-Supported debt, as defined in State law, an increase of 20.8 percent since SFY 2017-18.



- \$70 billion of debt reported in accordance with Generally Accepted Accounting Principles (GAAP), an increase of just under 24.5 percent since SFY 2017-18.
- \$72 billion of State-Funded debt, an increase of 15.1 percent since SFY 2017-18. This is the State Comptroller’s more comprehensive measure of the State’s debt burden, which includes certain obligations that are not recognized within the measure of State-Supported debt. It recognizes debt for which the State makes payments with State resources, directly or indirectly, to a public authority, bank trustee or other municipal issuer. More than 97 percent of State-Funded debt has been issued by public authorities without voter approval.

- In SFY 2020-21, New York State had the second highest debt burden, behind only California. It was sixth highest among all states in debt per capita.
- At the end of SFY 2021-22, State-Funded debt outstanding per capita was \$3,638. State-Funded debt was equivalent to 4.8 percent of State personal income.
- The State's accumulated deficit financing was \$148.9 million in SFY 2021-22. This includes bonds issued by the Urban Development Corporation to refund certain Local Government Assistance Corporation (LGAC) bonds and the Municipal Bond Bank Agency.
- New York issues State-Supported debt to fund certain capital purpose grants to other entities, which creates State liabilities without corresponding State assets.



New York State Projects Increasing Debt Levels in Coming Years

- The SFY 2022-23 Enacted Budget Five-Year Capital Program and Financing Plan projects that the State will issue 238 percent more debt than it will retire over the next five years, with:
 - \$44.5 billion of new issuances of State-Supported debt; and
 - \$18.7 billion of State-Supported debt retirements.
- The Debt Reform Act of 2000 defines State-Supported debt and sets limits on the amount of State-Supported debt outstanding and debt service, based on affordability measures such as State personal income and All Fund receipts. The State projects reduced statutory debt capacity over the next five years, declining to \$309 million in SFY 2026-27. For both SFYs 2020-21 and 2021-22, new debt issuances were excluded from the caps on debt outstanding and debt service. The SFY 2022-23 Enacted Budget restored counting new debt issued in SFY 2022-23 and beyond under the caps, but continued to exclude debt resulting from the \$17.9 billion issued in the previous two years. It also continued to authorize debt issuance for MTA purposes in excess of the 30-year maximum term limit, up to 50 years.
- \$7.6 billion in State-Supported debt service otherwise due during SFY 2022-23 through SFY 2026-27 was prepaid or defeased in SFY 2021-22. Prepayments typically do not reduce the State's interest costs, and artificially reduce reported year-over-year growth in both debt service and overall spending levels.

New York State Bond Ratings

At the end of SFY 2021-22, the State's general obligation bond ratings were assigned as follows:

- AA+ by Fitch Ratings;
- Aa2 by Moody's Investors Service; and
- AA+ by Standard & Poor's (S&P) Rating Services.

These ratings are one to two steps below the highest investment grade ratings. In April 2022, Moody's upgraded the State's credit to Aa1, reflecting a significant increase in resources combined with agile financial management that projected balanced budgets through the State's five-year financial plan. Ratings can influence interest rates and bond pricing. Higher ratings provide greater confidence to the investment community that the issuer is willing and able to meet the financial commitments of its obligations. The rating agencies have previously cited issuing additional debt for operating purposes as a potential risk factor that may lead to a downgrade of the State's credit rating.

Public Authorities

Public authorities are distinct legal entities that provide services to the public as well as to the State and local governments. New Yorkers pay for public authorities in a variety of ways including service charges, tolls, fees, and in some cases, taxes. Public authorities are generally self-supporting through their revenue-generating activities; however, in some cases, governmental financial assistance and support is provided for operating and other expenses. In fiscal years ending in 2021, public authorities and subsidiaries reported almost \$80 billion in revenue and capital contributions, employed more than 159,000 people, and made more than \$20 billion in contract payments.

The fiscal stability of the State is often intertwined with certain public authorities. In fiscal years ending in 2021, public authorities reported more than \$324 billion in debt outstanding. The State's access to public credit markets could be impaired if public authorities closely associated with

For more information on public authorities, please see www.osc.state.ny.us/public-authorities

*The data reported are submitted by public authorities through the Public Authorities Reporting Information System (PARIS). The data contained in PARIS and used in this report are self-reported by the authorities and have not been verified by the Office of the New York State Comptroller. As required by Public Authorities Law, certain data submitted are required to be approved by the board of directors and/or have the accuracy and completeness certified in writing by the authority's chief executive officer and chief financial officer. Not all authorities have complied with reporting requirements for 2021.

** Numbers may not add due to rounding.

*** Certain New York State Urban Development Corporation staff are also reported as employees of the New York State Job Development Authority.

**** Certain Long Island Power Authority (LIPA) staff are also reported as employees of the Utility Debt Securitization Authority (UDSA).

the State were to default on their obligations. In addition to issuing debt for their own purposes, public authorities issue debt on behalf of the State for which the State provides the funds for repayment.

The Enacted Budget for State Fiscal Year 2022-23:

- Increased bonding authorizations for 27 programs financed through State-Supported debt issued by public authorities; and
- Provided for a combined increase in State-Supported public authority bonding authorizations of \$21.7 billion or 13.2 percent over previous limits. Most of the bond cap increase is for housing, economic development, and transportation, and includes \$2.35 billion for the Hudson Tunnel Project, part of the Gateway Program to improve rail infrastructure between New York and New Jersey.

Public Authority Data on Expenses, Debt and Employees* For Fiscal Years Ending in 2021

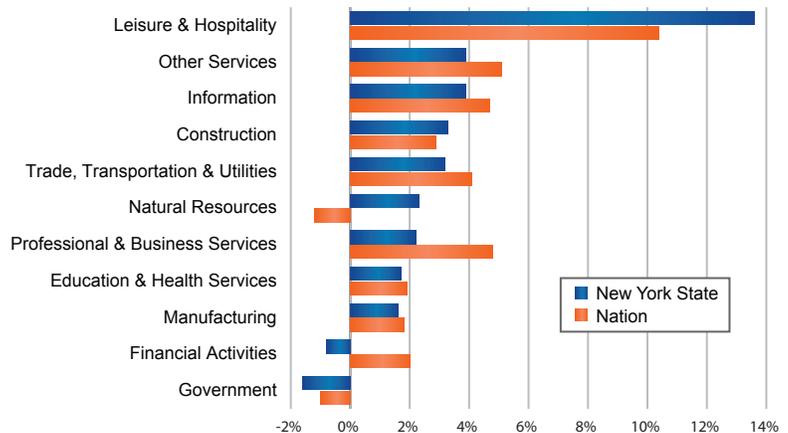
Authority	Expenses** (amounts in millions)	Debt Outstanding** (amounts in millions)	Employees
Dormitory Authority of the State of New York	\$ 2,961	\$ 58,977	529
Metropolitan Transportation Authority	18,656	52,885	75,062
New York State Housing Finance Agency	805	17,304	277
New York State Urban Development Corporation	1,579	18,774	376
New York Job Development Authority***	5	15,870	3
New York State Thruway Authority	1,129	8,932	3,005
Environmental Facilities Corporation	523	5,693	95
Long Island Power Authority	3,987	5,418	72
Utility Debt Securitization Authority (UDSA)****	383	3,703	3
State of New York Mortgage Agency	216	2,659	277
New York State Energy Research and Development Authority	1,223	1,623	458
Power Authority of the State of New York	2,686	2,207	2,491
Battery Park City Authority	278	875	196
State of New York Municipal Bond Bank Agency	17	132	277
Niagara Frontier Transportation Authority	272	157	1,684
All Other State Public Authorities	13,598	2,664	17,987
Total State	48,317	197,875	102,792
Total Local	28,609	126,202	56,441
Grand Total	\$ 76,927	\$ 324,077	159,233

Economic and Demographic Trends

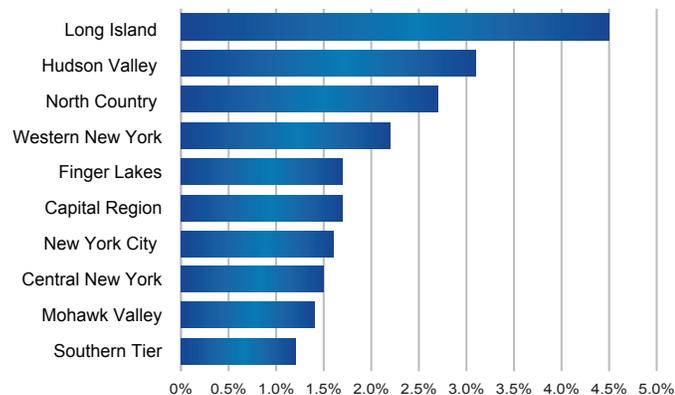
Employment Statewide Recovering Slowly in 2021

- In calendar year 2021, the State gained over 226,000 jobs, an increase of 2.6 percent compared to growth nationally of 5.6 percent.
- Employment in the State was still 7.6 percent lower than that in 2019.
- The State’s unemployment rate fell from 9.9 percent in 2020 to 6.9 percent in 2021.
- The leisure and hospitality sector, the hardest hit industry during the pandemic, realized the largest job gains in 2021, 13.6 percent. However, employment in this sector was 25 percent below that in 2019.
- The financial activities and government sectors continued to have job losses.
- In 2021, employment increased in all 10 State regions. Long Island had the highest percentage of job gains of any region (4.5 percent) while the Capital Region had the lowest (1.2 percent).
- None of the 10 regions had returned to their 2019 employment levels.

2021 Employment Growth by Industry Sector



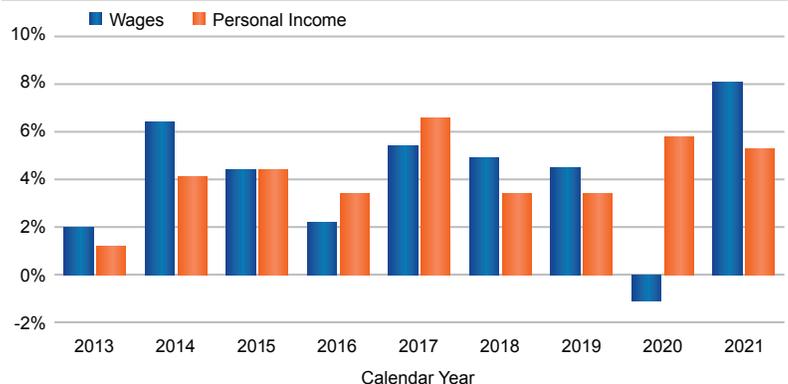
2021 Employment Growth by Region



New York Ranked 47th Nationwide for Personal Income Growth in 2021

- Personal income in 2021 grew by 5.3 percent, supported, in part, by the third round of economic impact payments (“stimulus checks”) and enhanced unemployment benefits through the third quarter of the year.
- Idaho ranked first with an increase of 9.6 percent.

Wage and Personal Income Growth in New York



- With employment growth, total wages in the State increased by 8.1 percent in 2021. The leisure and hospitality industry realized the largest increase in wages (21.3 percent).
- Average annual wages statewide increased by 5.9 percent. The finance and insurance sector had the largest growth (13.3 percent) due, in part, to large growth in bonuses paid in the first quarter.
- The arts, entertainment and recreation sector realized the smallest average annual wage growth, 1.4 percent.

NYS GDP Nearly \$1.5 Trillion in 2021

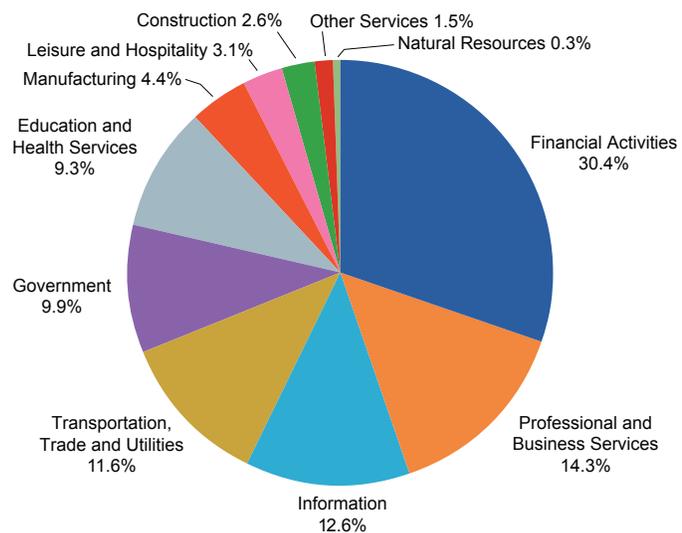
A state's Gross Domestic Product (GDP) is the value of production originating from all industries in the state, as defined by the U.S. Bureau of Economic Analysis.

- New York State's real GDP was nearly \$1.5 trillion, slightly below 2019 levels.
- State GDP was 7.7 percent of the U.S. total in 2021, ranking third nationwide.
- New York ranked 25th for economic growth in 2021 (5.0 percent). Tennessee had the highest (8.6 percent), while Alaska had the lowest (0.3 percent).
- The financial activities sector comprised the largest share of the State's GDP in 2021 at 30.4 percent, up slightly from 30.3 percent in 2020. The second and third top industries—professional and business services and information—together make up 26.9 percent.

New York Real GDP Growth



Composition of New York GDP, 2021



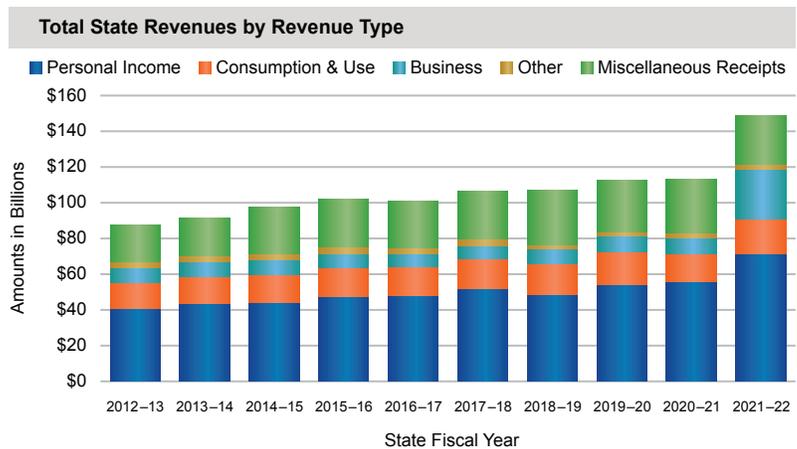
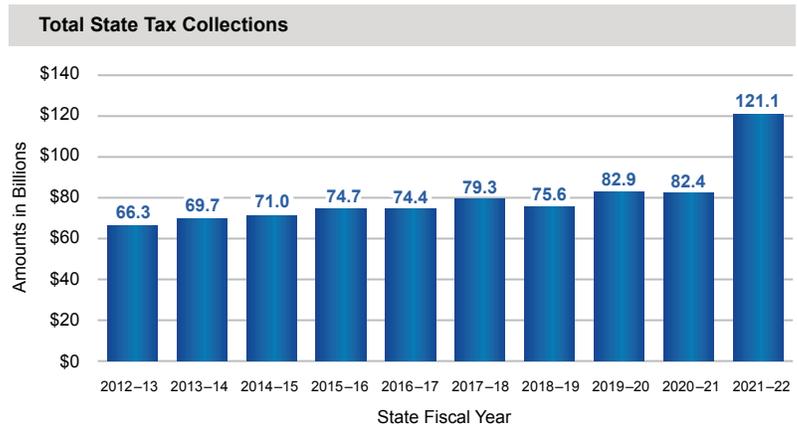
New York's Population Declined in 2021

- According to U.S. Census estimates, the State's population decreased by 1.8 percent from 2020, whereas the national population increased slightly, 0.1 percent.
- There were nearly 4.4 million immigrants in New York in 2020, 22.4 percent of the population.
- The number of immigrants to New York has been falling every year since 2017.

Taxes

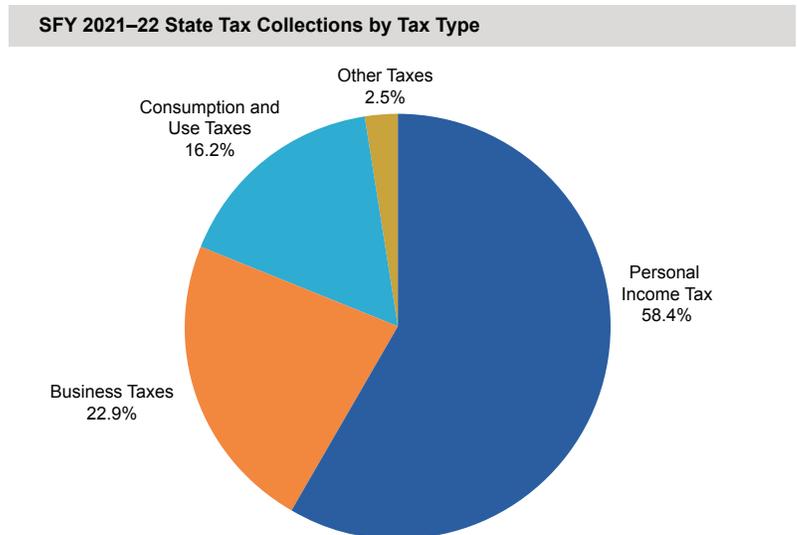
State Tax Collections Increased Significantly in SFY 2021-22 from \$82.4 Billion to \$121.1 Billion

- In SFY 2021-22, reported New York State tax collections increased by 47 percent, primarily reflecting the economic recovery as well as temporary tax rate increases included in the SFY 2021-22 Enacted Budget.
 - Personal income tax (PIT) collections grew by 28.6 percent due, in part, to the increase in tax rates for those with incomes over \$1.1 million (the top tax rate equal to 10.9 percent for incomes over \$25 million).
 - PIT collections also benefited from a 12.4 percent increase in financial industry profits, resulting in an estimated 21 percent increase in securities industry bonuses.
 - Corporate franchise taxes increased by 46 percent, resulting from higher tax rates in addition to large corporate profit growth.



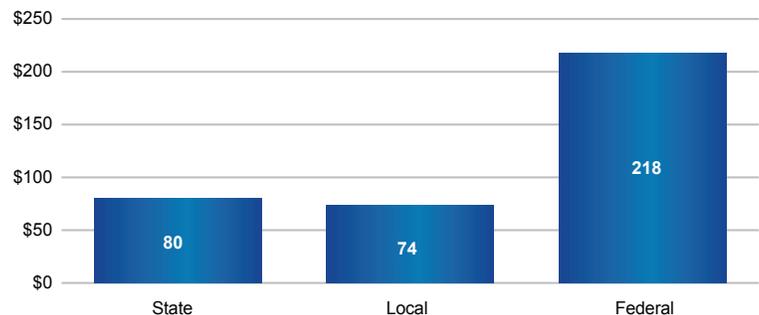
The Pass-Through Entity Tax (PTET) Went into Effect, Inflating Collections

- The PTET provides a way for certain taxpayers to avoid the \$10,000 limit on federal itemized deductions for state and local taxes (SALT) by imposing the tax on the business entity (S-corporations, LLCs, and partnerships), rather than imposing the PIT on individual members of the business. PTET collections totaled \$16.4 billion in SFY 2021-22.



- Members of the business entities are authorized to claim a PIT credit for their shares of the PTET paid. Affected taxpayers were not allowed to adjust their tax year 2021 estimated PIT payments for the amount of the tax credit; accordingly, SFY 2020-21 results are distorted due to both PIT and business tax payments having been received, but offsetting PIT credits not having been claimed.

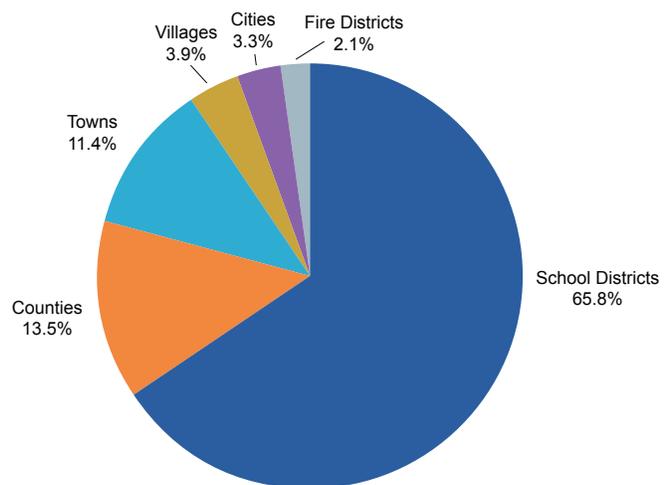
Taxes of New York Taxpayer per \$1,000 of Personal Income
(Fiscal year ending in 2021)



The State Budget Relies Heavily on the Personal Income Tax

- Personal income tax collections:
 - Made up 58.4 percent of New York State’s tax collections in SFY 2021-22.
 - Were lower than the 67 percent in SFY 2020-21 due to increased business collections relating to the PTET.
- Oregon and California had a greater reliance on the personal income tax, 63.2 percent and 59 percent of total tax collections, respectively. Nationwide, over one-third of the states rely more heavily on sales and user taxes.

Share of Property Tax by Government Entity in 2021 (Excluding NYC)



Tax Burden Increases

- The combined federal, State, and local tax burden in New York State was \$372 per \$1,000 of personal income in fiscal years ending in 2021, an increase from \$327 in fiscal years ending in 2020.
- At the local level, property tax revenues are the largest single tax source overall. Nearly 66 percent of all property taxes in New York are collected by school districts.

Implications for the Future

The Economic Outlook: Uncertainty Remains

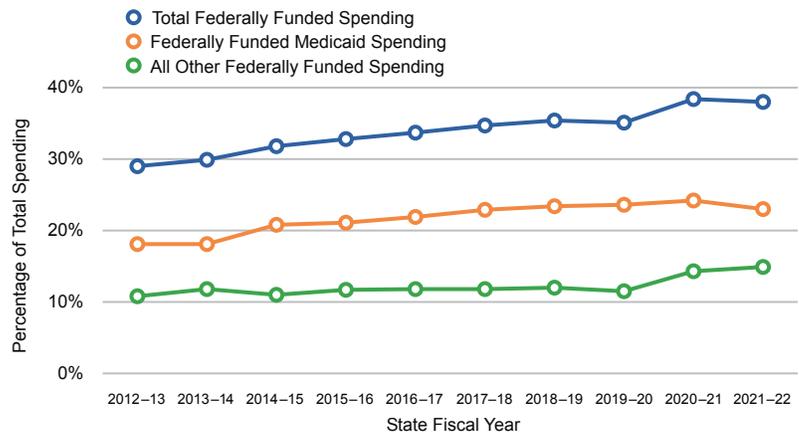
As the world faced the third year of the COVID-19 pandemic, its impact on the economy continued to be felt and was heightened by other factors, such as the Russian invasion of Ukraine. Supply chain disruptions, increased demand of goods, and a tight labor market pushing wages higher combined to boost inflation to its highest level since the early 1980s, causing the Federal Reserve Board to aggressively raise interest rates by 225 basis points between January and August 2022. Nevertheless, job growth has continued nationally through August 2022.

These factors have heightened the uncertainty of economic forecasts. The pace of inflation, the Fed's interest rate response, and continued volatility in the financial markets all impact whether the trajectory and pace of the economic recovery and tax revenues and resource levels available to support spending for State programs.

The Importance of Federal Funding

Federal aid has long played an essential role in the State's budget and its ability to provide health care, education, human services and other essential programs. In recent years, for example, new federal funding has helped to extend health coverage to more than 1.5 million additional New Yorkers. In SFY 2021-22, federal aid was 38 percent of total State receipts, higher than the 33 percent average from the previous 10 years. The largest share of federal aid supports Medicaid and other health care programs.

Total Federally Funded Spending as a Percentage of All Funds Spending



At the beginning of the COVID-19 pandemic, tax receipts fell sharply, and the Division of the Budget (DOB) projected that tax revenues would not again reach the SFY 2019-20 level until SFY 2023-24. However, total tax collections for SFY 2020-21 ended the year \$6.8 billion higher than projected in the Enacted Budget Financial Plan for SFY 2020-21. Tax collections in SFY 2021-22 ended the year \$13.6 billion higher than initial projections and \$21.8 billion higher than SFY 2019-20 (not including newly enacted Pass-Through Entity Tax receipts that are expected to be offset by personal income tax credits). Significant federal COVID-19 recovery funding helped support State spending for both pandemic needs and new initiatives. As a result, by the end of SFY 2021-22, DOB was able to make over \$7.5 billion in debt service prepayments and defeasements, and deposit nearly \$5 billion more than anticipated into formal and informal reserves. These actions will contribute to fiscal stability in subsequent years.

Up until Federal Fiscal Year (FFY) 2020, New Yorkers consistently paid more in federal taxes than the State received in federal spending, as several reports by the Office of the New York State Comptroller have shown. However, the most recent report, issued in March 2022, found that every state, including New York, received more than it paid in FFY 2020. For every dollar New York paid, it received \$1.59 in return; however, this was still well below the \$1.92 national average.

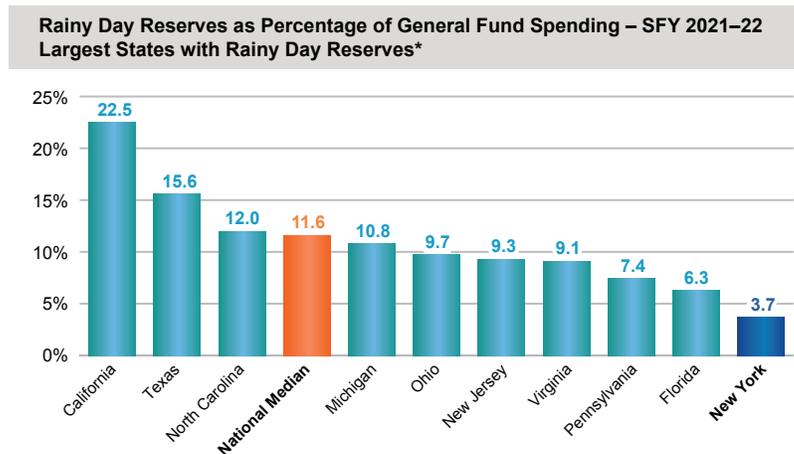
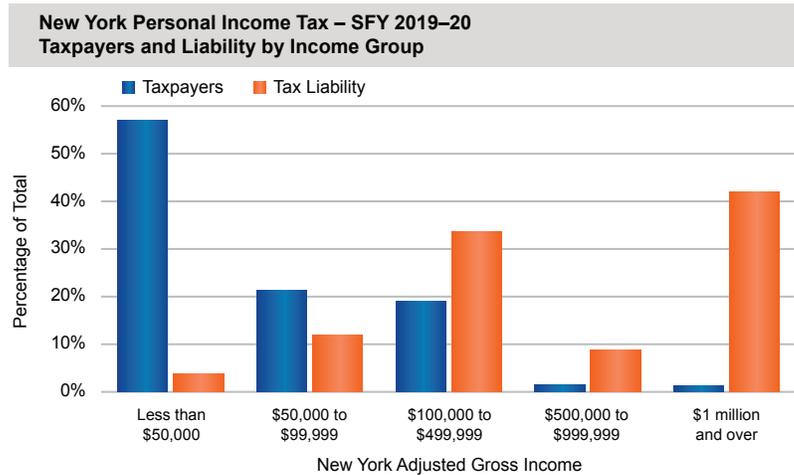
In the SFY 2022-23 Enacted Budget Financial Plan, DOB identifies \$36 billion in pandemic-related federal spending over a five-year period with significantly more going directly to local governments, school districts, businesses and individuals. In addition, the federal Infrastructure and Jobs Act is expected to provide \$4.6 billion in highway and bridge funding for New York State.

The State Relies Heavily on a Small Segment of Taxpayers

New York State’s budget relies heavily on its Personal Income Tax (PIT), which produces almost 60 percent of all State tax revenues. The SFY 2021-22 Enacted Budget increased rates for high-income taxpayers and increased dependence on the personal income tax and the potential volatility of tax collections even more. High-income individuals generate a large share of PIT receipts. In SFY 2019-20, the top 1.2 percent of taxpayers in New York generated 42 percent of all PIT liability. An economic downturn may cause taxable income and tax liability from such individuals to drop sharply because they tend to rely on non-wage income, such as capital gains, which are more volatile than wages. This disproportionate volatility in the State’s revenue mix magnifies the impacts of both good and bad economic times on the State’s budget.

Going Forward, Continue with Commitment to Increasing Statutory Reserves

Comptroller DiNapoli repeatedly warned in the years before the COVID-19 pandemic and ensuing recession hit New York that the State’s budgetary reserves were not sufficient to guard against unwanted spending cuts, tax increases or other actions in case of an economic downturn or catastrophic event. Unfortunately, the fiscal impacts of the pandemic proved those warnings were well founded and DOB had to rely on other budget actions, including withholding payments and raising taxes to keep the budget in balance.



As of March 31, 2022, combined balances in the State’s two major statutory rainy day reserves totaled \$3.3 billion, roughly 50 percent of their statutorily allowed levels and approximately 3.7 percent of General Fund spending. This level is low compared to other large states and the national median. However, the DOB has historically also set aside unrestricted funds for economic uncertainties, and the current plan is to deposit those funds (\$5.7 billion as of March 31, 2022) into the State’s existing rainy day reserves by SFY 2025-26, at which point New York’s rainy day reserves are expected to reach 15 percent of General Fund spending, well above the current national median. Maintaining this commitment is important for safeguarding New Yorkers in the face of economic uncertainty. It is important to achieve this level of restricted reserves on or ahead of the proposed schedule to mitigate against future economic downturns.

Appendix 1: State Funds Spending by Major Service Function

(Cash Basis, amounts in millions)

State Funds Spending for the Fiscal Year Ended March 31:	2018	2019	2020	2021	2022
EDUCATION	\$40,441	\$41,177	\$41,880	\$41,255	\$43,076
Public Schools	27,708	28,669	29,855	28,791	30,712
School Tax Relief (STAR)	2,589	2,423	2,184	2,027	1,904
State University of New York	7,482	7,366	7,734	7,355	7,720
City University of New York	1,605	1,649	1,075	2,411	2,014
Higher Education Services Corporation	1,018	1,023	980	633	628
Cultural Programs	39	47	52	38	98
PUBLIC HEALTH	27,150	28,078	31,884	28,009	34,419
Health and Mental Health Services	7,140	7,424	8,411	8,471	9,545
Medical Assistance (Medicaid)	20,010	20,654	23,473	19,538	24,874
PUBLIC WELFARE	3,869	3,897	3,329	4,181	6,425
Public Welfare	3,214	3,186	2,579	3,256	3,376
Public Housing	445	496	542	720	719
Employment Services	210	215	208	205	2,330
PUBLIC SAFETY	4,407	4,322	4,733	2,817	3,663
Criminal Justice and Correctional Alternatives	1,127	1,133	1,196	797	1,049
Emergency Management and Security Services	295	236	255	440	330
Prisons and Reformatories	2,985	2,953	3,282	1,580	2,284
TRANSPORTATION	8,001	7,824	7,196	8,294	10,031
Traffic Safety	192	207	237	275	271
Transportation	7,809	7,617	6,959	8,019	9,760
ENVIRONMENT AND RECREATION	1,051	1,196	1,302	1,246	1,379
Environmental Protection	702	845	912	832	1,011
Parks, Recreation and Historic Preservation	349	351	390	414	368
SUPPORT AND REGULATE BUSINESS	1,696	1,896	1,617	1,405	2,059
Commerce, Industry and Agriculture	1,339	1,514	1,200	1,005	1,680
Regulate Business	357	382	417	400	379
SHARE GENERAL REVENUES WITH LOCAL GOVERNMENTS	1,018	1,077	1,109	1,004	1,022
REPAY BORROWED MONEY AND REDUCE DEBT	5,915	6,736	4,952	13,258	12,559
GENERAL GOVERNMENT	13,389	14,255	14,291	13,432	15,223
Executive Agencies	2,182	2,626	2,432	2,139	1,922
Office of the State Comptroller	178	183	188	187	198
Office of the Attorney General	188	194	189	193	194
Legislature	223	223	228	226	230
Court Administration	2,209	2,274	2,310	2,222	2,149
Pension Contributions and Other Employee Benefits	7,995	8,348	8,581	8,046	10,096
Other	414	407	363	419	434
TOTAL STATE FUNDS SPENDING	\$106,937	\$110,458	\$112,293	\$114,901	\$129,856

Appendix 2: Federal Funds Spending by Major Service Function

(Cash Basis, amounts in millions)

Federal Funds Spending for the Fiscal Year Ended March 31:	2018	2019	2020	2021	2022
EDUCATION	\$3,695	\$4,365	\$4,053	\$3,642	\$7,464
Public Schools	3,348	4,008	3,698	3,165	6,641
State University of New York	341	351	348	473	818
City University of New York	1	2	2	1	–
Higher Education Services Corporation	5	3	4	2	3
Cultural Programs	–	1	1	1	2
PUBLIC HEALTH	44,343	46,785	47,339	51,827	56,346
Health and Mental Health Services	6,831	6,805	6,495	6,976	8,261
Medical Assistance (Medicaid)	37,512	39,980	40,844	44,851	48,085
PUBLIC WELFARE	4,837	5,436	5,379	9,082	8,540
Public Welfare	4,404	5,023	4,934	8,342	7,769
Public Housing	25	26	27	23	151
Employment Services	408	387	418	717	620
PUBLIC SAFETY	1,725	1,369	1,578	3,765	3,031
Criminal Justice and Correctional Alternatives	74	117	118	476	427
Emergency Management and Security Services	1,626	1,252	1,459	1,992	1,842
Prisons and Reformatories	25	–	1	1,297	762
TRANSPORTATION	1,543	1,646	1,621	1,677	1,974
Traffic Safety	26	29	28	27	46
Transportation	1,517	1,617	1,593	1,650	1,928
ENVIRONMENT AND RECREATION	201	239	234	68	184
Environmental Protection	189	224	219	49	162
Parks, Recreation and Historic Preservation	12	15	15	19	22
SUPPORT AND REGULATE BUSINESS	23	27	25	20	27
Commerce, Industry and Agriculture	21	24	23	18	22
Regulate Business	2	3	2	2	5
SHARE GENERAL REVENUES WITH LOCAL GOVERNMENTS	7	2	1	1	0
REPAY BORROWED MONEY	–	–	–	102	42
GENERAL GOVERNMENT	432	548	457	1,502	1,875
Executive Agencies	74	78	79	141	769
Office of the Attorney General	27	28	26	25	29
Court Administration	6	7	8	8	12
Pension Contributions and Other Employee Benefits	325	435	344	1,328	1,065
TOTAL FEDERAL FUNDS SPENDING	\$56,806	\$60,417	\$60,687	\$71,686	\$79,483

Appendix 3: State Receipts by Major Source

(Cash Basis, amounts in millions)

State Receipts for the Fiscal Year Ended March 31:	2018	2019	2020	2021	2022
TOTAL TAXES	\$79,266	\$75,577	\$82,889	\$82,376	\$121,136
Personal Income Tax	51,501	48,087	53,659	54,967	70,737
Consumer Taxes	16,711	17,356	18,022	16,118	19,621
Sales and Use	14,495	15,127	15,932	14,146	17,580
Cigarette/Tobacco Products	1,171	1,108	1,035	1,006	957
Cannabis	2	4	6	8	13
Motor Fuel	512	528	512	425	495
Alcoholic Beverage	259	262	259	271	277
Highway Use	93	145	142	135	142
Auto Rental	123	130	107	64	99
Vapor Excise	-	-	10	33	29
Opioid Excise	-	-	19	30	29
MCTD Taxicab Trip*	56	52	-	-	-
Business Taxes	7,164	7,912	8,996	8,792	27,725
Corporation Franchise	3,080	4,297	4,824	4,954	7,235
Corporation and Utilities	748	672	705	550	555
Insurance	1,777	1,837	2,306	2,190	2,453
Bank	467	-59	-	156	20
Pass-Through Entity	-	-	-	-	16,430
Petroleum Business	1,092	1,165	1,161	942	1,032
Other Taxes	3,890	2,222	2,212	2,499	3,053
Estate and Gift	1,308	1,068	1,070	1,537	1,386
Employer Compensation Expense Tax	-	-	2	3	13
Pari-Mutuel	15	16	14	10	13
Real Estate Transfer	1,125	1,135	1,124	949	1,639
Racing and Combative Sports	3	3	2	-	2
MCTD Mobility	1,439	-	-	-	-
GAMING – LOTTERY INCOME, WAGERING, VLT AND CASINO	3,619	3,767	3,749	3,066	4,756
FEDERAL RECEIPTS	58,942	61,344	65,080	78,152	95,306
OTHER RECEIPTS	18,928	20,807	20,219	18,542	19,182
Student Tuition and Fees (SUNY/CUNY)	1,891	1,726	1,541	1,390	1,244
Revenues of State Departments	3,681	5,001	4,465	4,561	4,687
Receipts from Municipalities	348	344	105	330	326
Income from Investments	164	344	431	120	66
Abandoned Property	471	505	462	591	585
Unclaimed Bottle Deposits	118	121	117	139	129
Public Benefit Corporations	174	132	182	136	116
Assessments	6,803	6,950	7,404	6,806	7,281
Fees, Licenses, Permits	3,540	3,665	3,696	3,316	3,791
Fines, Penalties and Forfeitures	1,285	1,539	1,386	924	434
Miscellaneous	453	480	430	229	523
BORROWED AND ADDED TO DEBT	4,875	6,744	5,498	9,367	3,995
Bonds and Notes Issued by the State	160	133	-	203	-
Public Authority Financings	4,715	6,611	5,498	9,164	3,995
TOTAL RECEIPTS	\$165,630	\$168,239	\$177,435	\$191,503	\$244,375

* Metropolitan Commuter Transportation District (MCTD)

Data Sources

Center for the Study of Education Policy,
Illinois State University

City of New York Department of Correction

City University of New York

College Board

Federal Reserve Bank of New York

Fitch Ratings

IHS Markit/S&P Global

Internal Revenue Service

Moody's Investors Service

National Association of State Budget Officers

National Student Clearinghouse

NYC Office of Management and Budget

NYS Department of Agriculture and Markets

NYS Department of Corrections and
Community Supervision

NYS Department of Environmental Conservation

NYS Department of Health

NYS Department of Labor

NYS Department of Taxation and Finance

NYS Department of Transportation

NYS Division of Criminal Justice Services

NYS Division of the Budget

NYS Education Department

NYS Higher Education Services Corporation

NYS Independent System Operator

NYS Office of Temporary and Disability Assistance

NYS Unified Court System

Office of the New York State Comptroller

Public Authorities Reporting Information System

Standard & Poor's Rating Services

State Higher Education Executive Officers (SHEEO)

State University of New York

U.S. Commerce Department – Bureau of the Census
and Bureau of Economic Analysis

U.S. Department of Agriculture

U.S. Department of Education – National Center
for Education Statistics

U.S. Department of Labor – Bureau of Labor Statistics

U.S. Energy Information Administration

U.S. Environmental Protection Agency

U.S. Federal Highway Administration

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