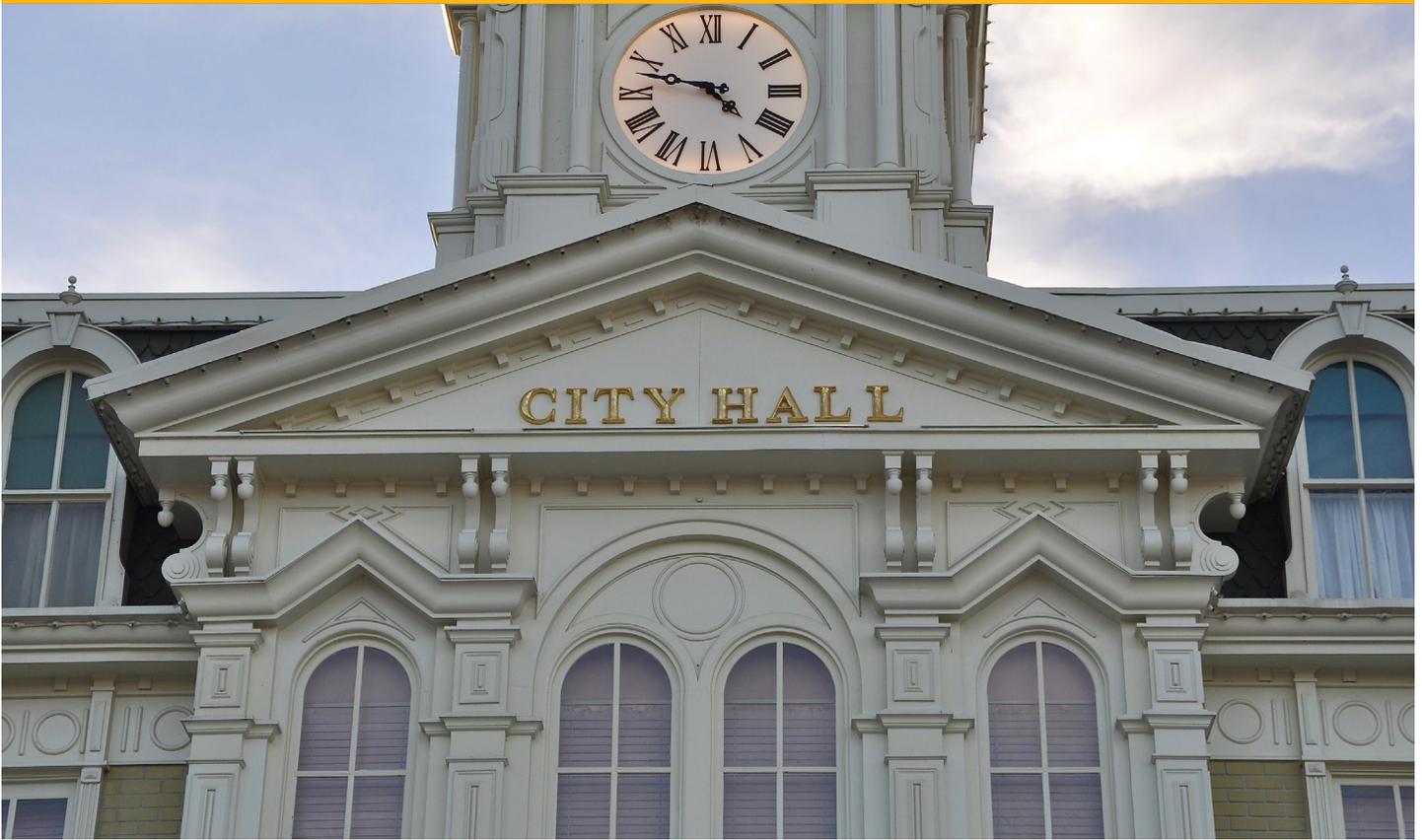




New York State Comptroller
THOMAS P. DiNAPOLI



Annual Report on Local Governments for Fiscal Year End 2023

February 2025

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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 New York'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 2023* provides a summary of this data for the local fiscal years that ended in 2023.

In 2023, local governments benefited from a combination of pandemic-related federal aid, increases in state funding and lower inflation compared to the prior year. In this report, we summarize how local government finances were impacted during this period. On our website, visitors can access data on each individual county, city, town, village and school district in user-friendly interactive dashboards. Visitors can also use my Office's **Open Book New York** to view detailed financial data 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 2023, we completed 255 local government audits, trained over 10,000 local government officials via webinars, seminars, workshops and other events, and continued to collect financial data and report on local government fiscal stress through the Comptroller's **Fiscal Stress Monitoring System**.

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



Sincerely,
Thomas P. DiNapoli
State Comptroller

Local Government Financial Data for Fiscal Year End 2023

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 2023, 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 local government revenues, expenditures and debt, as well as those for each class of government. New York City and its school district are excluded from this analysis.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: <https://www.osc.ny.gov/local-government/interactive-data>.



Local Government Finances Remain Stable in FYE 2023

Many municipalities and school districts across New York State were able to boost or maintain fund balance levels and cash on hand in FYE 2023 due to pandemic-related federal funding and large increases in state aid, while lower inflation compared to the prior year tempered growth in expenditures on equipment and materials.

Still, the impact of inflation and the timing of pandemic-related federal payments varied quite a bit among local governments because of differences in fiscal year end dates – most municipalities (all counties and towns, many cities and some villages) operate by calendar year, while nearly all villages and some cities have fiscal years that end in either February, March, May, June or July. School districts, on the other hand, operate from July to June on a fiscal basis. (See Figure 1.)

Because local governments operate on a variety of fiscal year end dates, their 2023 (FYE) experience differed in terms of revenues and the impact of inflation. In FYE 2023, non-calendar year municipalities, with certain exceptions, received over \$120 million in final payments – made in the summer of 2022 – from the federal American Rescue Plan Act (ARPA) of 2021, whereas calendar year entities received final payments in FYE 2022. Non-calendar year units also faced higher inflation throughout FYE 2023 compared to calendar year ones. Meanwhile, school districts drew down nearly \$1.5 billion in total funding allocations from ARPA, the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSA) of 2021 and the Coronavirus Aid, Relief, and Economic Security (CARES) Act of 2020.

In order to provide a more complete revenue picture for counties, cities, towns, villages, school districts and fire districts, this report draws from other data sources, such as the local sales tax data made available by the New York State Department of Taxation and Finance (Tax and Finance), in addition to the self-reported financial data submitted by municipalities and school districts to OSC on an annual basis.

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

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	485		7	13
School District				689		
Fire District						905
Total	26	5	486	699	9	1,952

Note: Excludes New York City.

Source: Office of the New York State Comptroller.

Revenues

Local governments reported a total of \$96.1 billion in revenues in FYE 2023, an increase of 5.4 percent compared to FYE 2022. This growth was stronger than the 3.2 percent compound annual growth rate from FYE 2013 to 2023. (See Revenues dashboard on page 8.)

All sources of local government revenue increased in FYE 2023, year over year, with boosts in state funding (8.4 percent) and federal aid (5.1 percent) being a large reason for overall growth. School districts were responsible for most of the increase in both state and federal assistance thanks to the state's continued commitment to fully funding Foundation Aid over a three year period, starting in the 2021-22 school year, and districts reporting hundreds of millions of dollars more in pandemic-related federal funding. State aid makes up over one-fourth of total revenues. Federal assistance, on the other hand, is much smaller (8.2 percent of total), despite increasing at a compound annual rate of 15.9 percent since FYE 2019. Prior to the pandemic, it did not grow from FYE 2013 to 2019.

Other local taxes and revenues (e.g., charges to other local governments, other non-property taxes and use and sale of property) typically represent around 7 percent of overall revenues in a given year, in aggregate. However, they comprised 8.4 percent of the total in FYE 2023 after increasing by 27 percent, year over year, due to significant gains reported from interest and earnings on investments. It appears that many municipalities and school districts enjoyed substantial earnings from temporarily investing cash on hand from pandemic-related federal aid payments and from other sources, as permissible under General Municipal Law.²

All major classes of local government saw year-over-year increases in total revenues in FYE 2023. (See Financial Data dashboards for each class starting on page 22.) School districts and counties were responsible for most of the increase in overall revenues at 58 percent and 24 percent of total growth, respectively, followed by towns (5.1 percent) and cities and villages (4.4 percent each). Many local governments across most of these classes reported significant growth in state and federal aid, as well as interest and earnings on investments (as mentioned above).

Fire districts, which rely heavily on real property taxes and account for around 1 percent of all local government revenues in a given year, saw the largest increase in revenue of any class in FYE 2023 at 17.2 percent compared to FYE 2022. However, this growth was almost entirely due to an accounting change – effective FYE 2020 – that requires fire districts to record interest and earnings on certain interest-bearing and investment accounts, including length of service awards programs. The gains (or losses) on these investments had not been previously recorded as revenues. Since this change, market volatility has greatly impacted overall fire district revenues reported.³

Revenues - All Major Classes

Fiscal Year Ending in 2023

Total revenues grew at an annual rate of

3.2%

over 10 years

School districts received

65.0%

of real property taxes

State aid grew at an annual rate of

4.3%

over 10 years

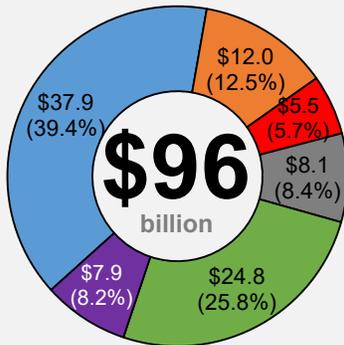
Federal aid totaled

\$7.9

billion

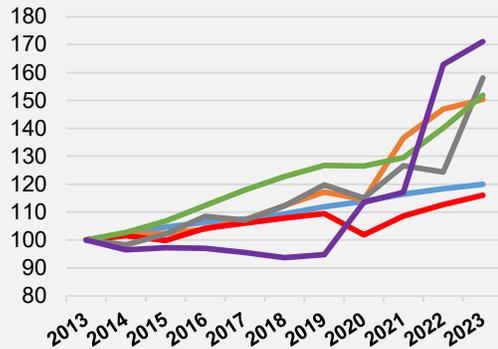
Revenues by Source

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 2013 = 100)

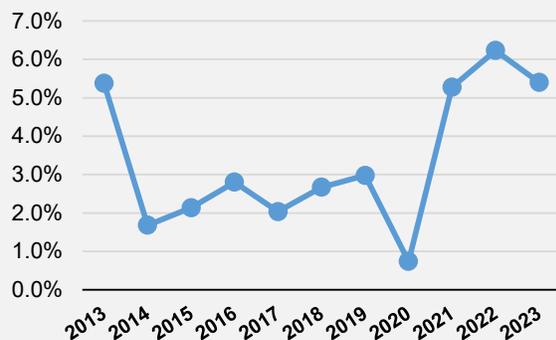


Percentage of Total for Each Class

Revenue Sources	County	City	Town	Village	School District	Fire District
Real Property Taxes	19.8%	22.4%	48.3%	42.7%	49.0%	85.3%
Sales and Use Taxes	34.9%	19.7%	10.1%	7.0%	0.8%	0%
Charges for Services	7.8%	17.1%	13.2%	26.0%	0.7%	1.6%
Other Local Taxes and Revenues	13.6%	12.7%	14.7%	10.8%	3.8%	12.2%
State Aid	13.5%	17.3%	8.5%	8.1%	38.1%	0.3%
Federal Aid	10.4%	10.8%	5.2%	5.3%	7.6%	0.5%

Trends in Total Revenues

Year-Over-Year Change



Compound Annual Growth Rate

	2013 to 2023	2022 to 2023
County	3.0%	4.3%
City	2.8%	4.0%
Town	3.3%	2.8%
Village	3.2%	6.7%
School District	3.3%	6.4%
Fire District	4.7%	17.2%
Total	3.2%	5.4%

Notes: The financial data above includes New York State counties, cities, towns, villages, school districts and fire districts, except New York City, and does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property.

Source: Office of the New York State Comptroller.

Property Tax

The taxes collected on real property, including payments in lieu of taxes and school tax relief payments, represent the largest source of revenue for local governments. In FYE 2023, property taxes made up 39.4 percent (\$37.9 billion) of all revenues. This was lower than the 43.8 percent annual average from FYE 2013 to 2019 because of significant increases in other revenue sources, especially state aid.

Fire districts rely the most on property taxes, which made up over 85 percent (\$908 million) of their total revenues in FYE 2023, while school districts collect the most – 65 percent (\$24.6 billion) of all local property taxes. Property tax revenues increased by 1.4 percent in FYE 2023, year over year, slightly lower than the compound annual rate of 1.8 percent from FYE 2013 to 2023. On a class-by-class basis, growth in property taxes ranged from 0.3 percent (cities) to 5.8 percent (fire districts), while counties were the only class to see a decrease at 1.2 percent due, in part, to large increases in other revenue sources. Nevertheless, 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 levy limit (“tax cap”) which, in general terms, restricts the growth of property tax levies to the lesser of 2 percent or the rate of inflation, with some exceptions.⁴ Local governments that seek to exceed the tax cap must override it by adopting a local law or resolution (as applicable) by a vote of at least 60 percent of their members. School districts seeking to override the tax cap must achieve a 60 percent vote in favor of the district’s proposed budget. In FYE 2023, the number of local governments that reported that they planned to override the tax cap was up a bit compared to more recent years, mostly due to an increase among towns and fire districts. However, the total number of entities indicating plans to override was still well below pre-pandemic highs.

Second, counties, cities and villages are subject to a constitutional tax limit (CTL), which restricts the amount of property tax revenues they are able to raise in any single fiscal year, with some exceptions, using a calculation that multiplies the value of taxable real property by a constitutionally prescribed percentage.⁵ When a municipality exceeds its CTL, the State Comptroller is required to withhold state aid payments by the amount of the excess.⁶ However, it is uncommon for entities to come close to the limit and even more uncommon for them to fully exhaust it (the last time that happened was in FYE 2005). In FYE 2023, 11 local governments levied in excess of 80 percent of their CTL, down from 15 in FYE 2022, although up from eight in FYE 2013.

State Aid

As the second largest source of local government revenue, state aid totaled \$24.8 billion in FYE 2023, an increase of 8.4 percent over the prior year. This amount represented more than a quarter (25.8 percent) of total revenues, and its year-over-year growth was similar to the increase seen in FYE 2022 and nearly twice as strong as the compound annual growth rate (4.3 percent) from FYE 2013 to 2023.

School districts are particularly reliant on state funding, which made up over 38 percent (\$19.2 billion) of school revenues in FYE 2023. In fact, districts received over 77 percent of all state assistance to local governments in FYE 2023, with over one-third of them depending on state aid for at least half of their total revenues. Cities also have a high dependency on state funding, as it made up 17.3 percent, or \$979 million, of city revenues.

Villages saw the strongest year-over-year growth in state aid at 17.7 percent in FYE 2023, the result of increases to several aid categories, including sewer and water projects and home and community services. Next were school districts at 9.6 percent growth, mostly due to significant increases in Foundation Aid. Counties experienced an increase of 8.9 percent in state assistance due, in part, to policy decisions made in the State Fiscal Year (SFY) 2022-23 Enacted Budget to provide them with additional aid to cover growth in local Medicaid costs. The Budget also boosted aid for local transportation and local road and bridge programs, including the Consolidated Local Street and Highway Improvement Program, Extreme Winter Recovery, PaveNY and Operation Pave Our Potholes.⁷

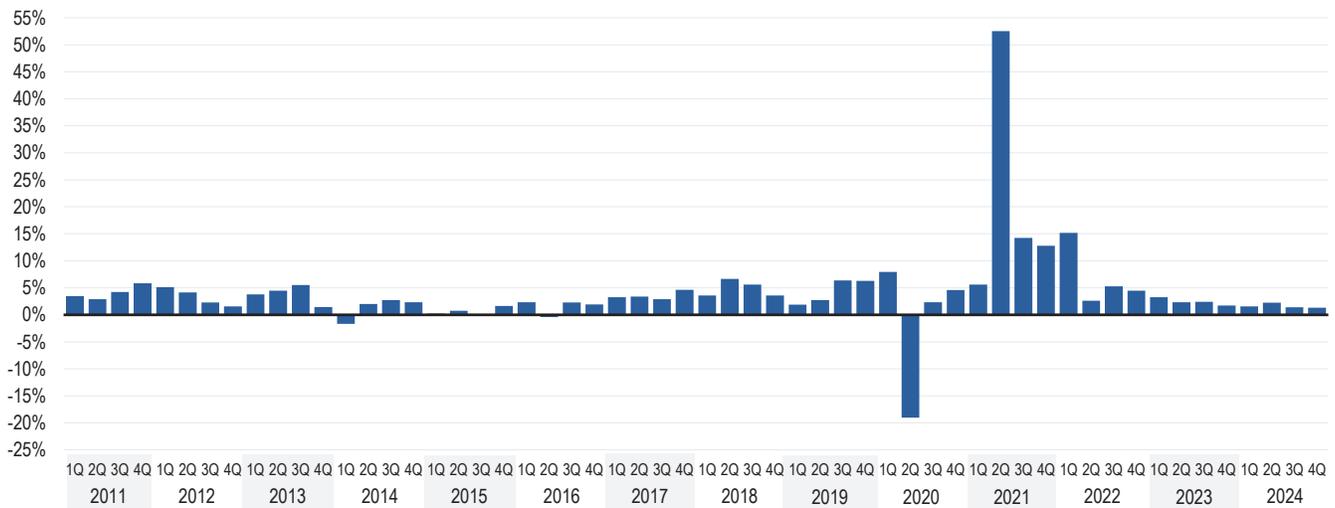
Conversely, towns and cities saw a 7.3 percent and 3.4 percent decline in state funding, respectively, although the amount of aid they received was still well above pre-pandemic FYE 2019 levels. Both classes, but especially towns, experienced much lower mortgage recording tax receipts – classified as state assistance due to way it is administered – compared to FYE 2022 because of a significant slowdown in the housing market. In addition, the state shared less revenue with the cities of Buffalo, Niagara Falls and Salamanca as part of a casino gaming contract between New York and the Seneca Nation of Indians. The longstanding contract was extended just before it was set to expire in December 2023, with new contract negotiations still ongoing.⁸ (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, totaling nearly \$12 billion and representing 12.5 percent of local government revenues in FYE 2023. Counties and cities rely the most on sales tax, which comprises nearly 35 percent and 19.7 percent of their revenues, respectively, followed by towns (10.1 percent) and villages (7 percent). School districts are least dependent on sales tax and fire districts do not receive any at all.

According to data from Tax and Finance, quarterly year-over-year growth in local sales tax collections outside of New York City slowed over the course of calendar year 2023, from 3.3 percent in the first quarter to 1.7 percent in the fourth quarter. This continued a broader slowdown since the end of the large COVID-related swings mostly seen from 2020 to early 2022. One contributing factor to moderating local sales tax growth in 2023 was the lower inflation rate of 4.1 percent, year over year, after averaging a 40-year high of 8 percent in 2022.⁹ Nevertheless, as shown in Figure 2, modest or low local sales tax growth was not uncommon during the period of recovery and expansion from 2011 to 2019 following the Great Recession.

FIGURE 2
Quarterly Year-Over-Year Change in Statewide Local Sales Tax Collections Outside of New York City



Note: Includes all counties and cities located 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.

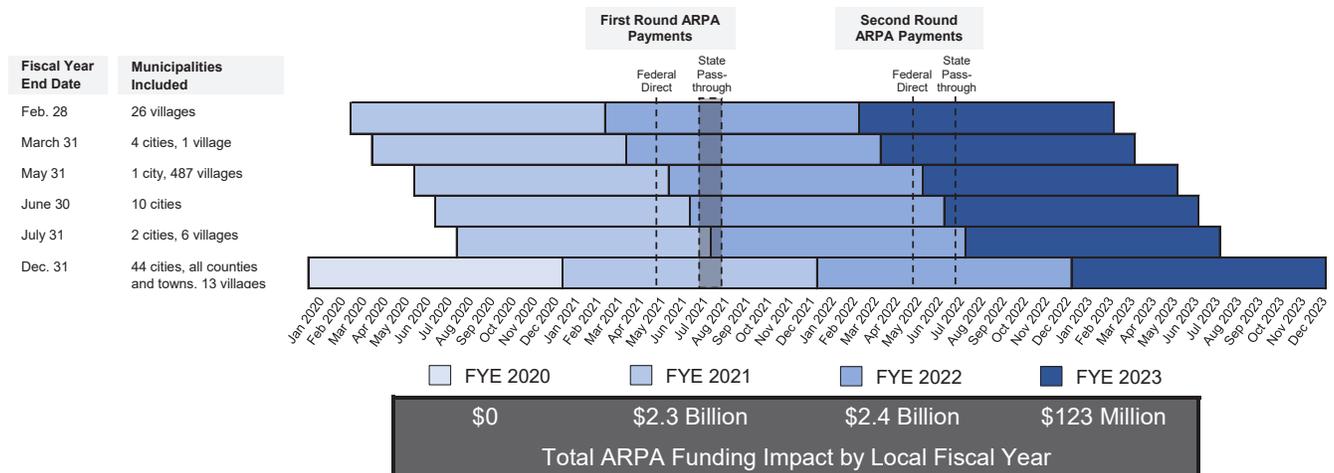
Source: New York State Department of Taxation and Finance, with calculations by the Office of the New York State Comptroller.

Federal Aid

A significant and temporary boost in federal funding to local governments in response to pandemic-related recessionary events led to a compound annual growth rate of 15.9 percent in reported federal aid from FYE 2019 to 2023, which followed a period of decline of almost 1 percent annually from FYE 2013 to 2019. In FYE 2023, local governments reported \$7.9 billion in federal assistance, an increase of 5.1 percent compared to the previous year, with school districts and counties responsible for nearly 84 percent of total funding (\$3.8 billion and \$2.8 billion, respectively). However, even though federal aid has recently become an important source of revenue for many municipalities and school districts, it made up only 8.2 percent of local government revenues in FYE 2023.

The timing of pandemic-related federal payments impacted certain local governments 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. For instance, the distribution of over \$4.8 billion in ARPA funds to counties, cities, towns and villages was broken into two separate payments from either the federal government or the state as a passthrough.¹⁰ First round payments were issued in the summer of 2021 and second round payments in the summer 2022. As shown in Figure 3, while most of the funding impacted FYE 2021 and 2022 for municipalities, nearly \$123 million in payments came in FYE 2023 for many non-calendar year entities.¹¹ School districts were allocated a total of \$3.4 billion in ARPA funds. However, the SFY 2021-22 Enacted Budget established how the state would determine district-by-district amounts and when the funds would be issued.¹²

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



Notes: Excludes New York City. A total of over \$4.8 billion in ARPA distributions to municipalities 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.

Source: Office of the New York State Comptroller.

OSC issued guidance advising local governments to recognize and maintain ARPA, CARES and CRRSA funds on their books as liabilities (or financial obligations) until all federal requirements are met and the funds are spent. Only when the funds are spent, whether partially or wholly, should they then be recorded for accounting purposes as federal aid revenue.¹³ It is for this reason that the total federal aid reported by entities increased in FYE 2023, year over year, even though most pandemic-related funding was distributed in FYE 2021 and 2022. (See Revenue dashboard on page 8 for an indexed trend chart of federal aid and other revenue sources.) In fact, federal assistance is likely to remain elevated over the next few years until the deadlines for spending these funds have passed.

School districts, in particular, record each federal pandemic-related funding source separately in their annual financial filings to track the spending of these funds. In FYE 2023, districts outside of New York City reported drawing down \$847 million in ARPA funding, nearly \$627 million in aid from CRRSA and \$19.5 million from CARES.¹⁴ As shown in Figure 4, school districts spent a total of nearly \$3 billion, or over 54 percent of total allocations, in pandemic-related federal aid through FYE 2023.

Looking at reported federal aid by class, in FYE 2023 villages and cities saw significant year-over-year increases at 63.6 percent and 26.6 percent, respectively, mostly due to many of them receiving final ARPA payments that year. Counties and towns, which are calendar year entities, received final ARPA payments during FYE 2022, and so they saw slight declines in federal assistance. However, the total amount of federal aid they reported was still well above pre-pandemic FYE 2019 levels. (See Financial Data dashboards for each class starting on page 22.)

FIGURE 4
Reported Amount of Pandemic-Related Federal Aid Spent by School Districts in New York State Through Fiscal Year 2023 by Funding Source

Funding Source	Amount Allocated	Funds Spent					Percentage of Allocation Spent
		Fiscal Year 2020	Fiscal Year 2021	Fiscal Year 2022	Fiscal Year 2023	Total	
ARPA	\$3,379,536,537			\$530,149,011	\$847,072,818	\$1,377,221,829	40.8%
CARES	\$413,597,237	\$32,933	\$284,119,436	\$63,192,329	\$19,542,720	\$366,887,418	88.7%
CRRSA	\$1,691,547,075			\$601,419,649	\$626,839,549	\$1,228,259,198	72.6%
Total	\$5,484,680,849	\$32,933	\$284,119,436	\$1,194,760,989	\$1,493,455,087	\$2,972,368,445	54.2%

Note: Excludes New York City.

Sources: U.S. Department of the Treasury and the Office of the New York State Comptroller.

Expenditures

Local governments spent a total of \$97.2 billion in FYE 2023, an increase of 6 percent from FYE 2022 – more than twice the compound annual growth rate (2.9 percent) from FYE 2013 to 2023. As was the case in FYE 2022, a combination of municipalities and school districts spending billions of dollars in temporary pandemic-related federal funding, as well as higher-than-normal inflation, helped drive expenditure growth in FYE 2023.¹⁵

By class, year-over-year growth in spending was mostly similar to FYE 2022, with counties experiencing the largest increase at 7.5 percent, followed by towns (6.1 percent), cities (5.5 percent), and school districts and villages (5.3 percent each). Fire district expenditures were virtually flat. Still, spending for many individual local governments across most classes remained below pre-pandemic FYE 2019 levels, including almost one-fourth of villages and close to one-fifth of towns.

Local government spending may be aggregated in two ways: by function and by object, each providing insight into what happened during the 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 by function.)

Expenditures - All Major Classes

Fiscal Year Ending in 2023

Total expenditures grew at an annual rate of

2.9%

over 10 years

School districts accounted for

52.1%

of total spending

Employee benefits grew at an annual rate of

2.4%

over 10 years

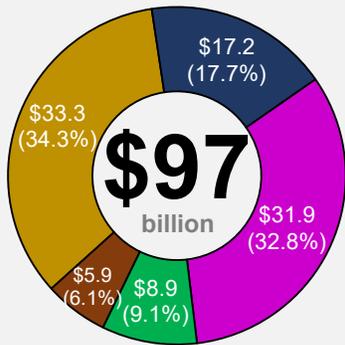
Salaries and benefits accounted for

52.0%

of total spending

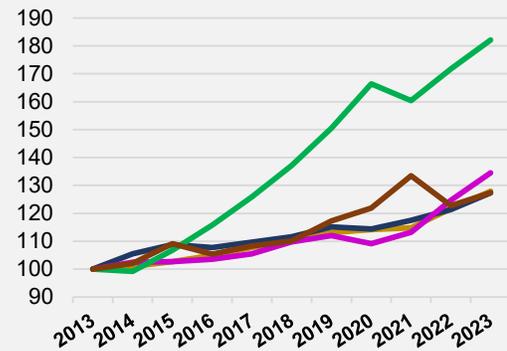
Total Expenditures by Object

Total Dollars (in billions)



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

Trend (Indexed FYE 2013 = 100)



Percentage of Total for Each Class

Object of Expenditure	County	City	Town	Village	School District	Fire District
Personal Services	20.2%	34.0%	25.7%	27.7%	44.2%	20.2%
Employee Benefits	11.9%	23.3%	15.1%	16.6%	20.7%	18.3%
Contractual Items	54.1%	22.2%	30.9%	29.1%	23.4%	27.4%
Equipment and Capital Outlay	8.3%	13.0%	20.0%	19.7%	6.1%	26.4%
Debt Principal	4.0%	5.4%	6.4%	5.5%	4.3%	5.8%
Debt Interest	1.5%	2.0%	2.0%	1.5%	1.4%	1.9%

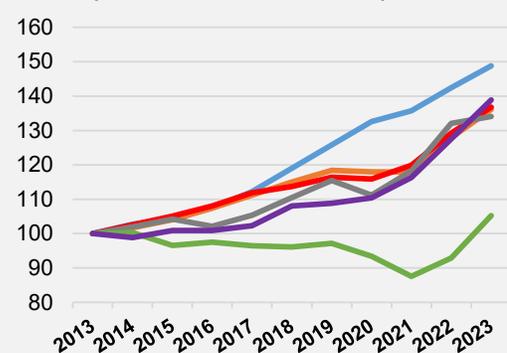
Selected Expenditures by Function

Total Dollars (in billions)



- General Government
- Education
- Public Safety
- Transportation
- Social Services
- Other

Trend (Indexed FYE 2013 = 100)



Notes: The financial data above includes New York State counties, cities, towns, villages, school districts and fire districts, except New York City, and does not include local government fiduciary funds. The annual rate for 2013 to 2023 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.

Source: Office of the New York State Comptroller.

Expenditures by Function

Spending for every function of local government increased in FYE 2023 compared to FYE 2022, ranging from 1.5 percent (transportation) to 13.2 percent (social services). In fact, FYE 2023 marked the first year that all functions exceeded pre-pandemic FYE 2019 levels after many of them experienced pandemic-related declines in FYE 2020 and, to a lesser extent, 2021.

For the second straight year in FYE 2023, growth in most functions was largely due to local governments spending billions of dollars in pandemic-related federal aid. For instance, educational spending, which school districts are almost entirely responsible for, increased by 6.4 percent over FYE 2022 and was twice as strong as the compound annual growth rate of 3.1 percent from FYE 2013 to 2023. Districts reported drawing down a total of nearly \$1.5 billion in ARPA and CRRSA funds in FYE 2023 and saw large increases in Foundation Aid from the State. (See also School District dashboard on page 26.)

Double-digit year-over-year growth in expenditures on social services (a function that is provided almost entirely by counties) in FYE 2023 was largely the result of increases in Medicaid costs for counties and, to a lesser degree, county subsidies for childcare and daycare services. In 2020, the federal government temporarily increased the Federal Medical Assistance Percentage (FMAP) for Medicaid, which caused county Medicaid contributions to drop below pre-pandemic FYE 2019 levels over the next few years. The federal government decreased the FMAP back to pre-pandemic rates by the end of 2023. In addition, the SFY 2023-24 State Enacted Budget included provisions to retain a portion of this Enhanced Federal Medical Assistance Percentage traditionally distributed to counties, resulting in increases relative to the prior year.

Expenditures by Object

Analysis of expenditures by object shows how much local governments spend on their employees based on the services they provide, the equipment they purchase and the projects they undertake, among other things.

All objects of expenditure increased in FYE 2023, year over year, largely due to local governments spending billions of dollars in federal pandemic-related aid. Contractual items (i.e., the purchase of supplies, such as paper or road salt, and services provided by vendors) grew nearly 8 percent, followed by equipment and capital outlay (i.e., mostly infrastructure-related projects and the purchase of products and machinery) at 6.1 percent, as well as personal services (i.e., salaries and wages) and employee benefits at 5.2 percent and 4.9 percent, respectively.

(For a discussion of debt service trends, see Debt Service on page 19.)

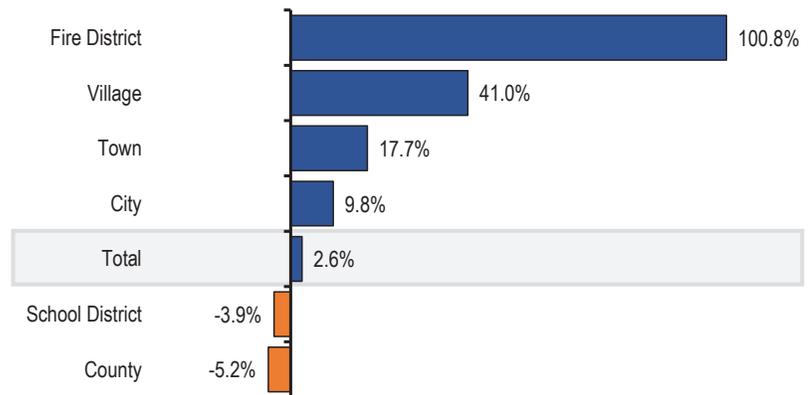
Debt

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 and deficit financing needs. (See Debt dashboard on page 18.)

Debt Outstanding

The total amount of debt 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 debt for cash flow or deficit financing purposes that is issued and not repaid within the same fiscal year. In FYE 2023, local governments had a total of \$42.5 billion in debt outstanding, a decrease of 1 percent from FYE 2022. Since FYE 2013, debt outstanding has increased by only 2.6 percent, a compound annual growth rate of 0.3 percent.

FIGURE 5
Percentage Change in Local Government Debt Outstanding by Class,
Fiscal Years 2013 to 2023



Note: Excludes New York City.

Source: Office of the New York State Comptroller.

On a class-by-class basis, there was significant variation in the growth (or decline) in debt outstanding from FYE 2013 to 2023. (See Figure 5.) For example, the debt for counties and school districts, which together comprise over two-thirds of all local government debt, declined by 5.2 percent and 3.9 percent, respectively, over the past decade, while debt outstanding for other classes increased. Fire districts had the lowest amount of debt of any class, by far, but experienced the strongest increase, at nearly 101 percent, followed by villages (41 percent), towns (17.7 percent) and cities (9.8 percent). Although fire districts receive some grant money for capital projects (i.e., the construction of fire houses) and to purchase vehicles and equipment, they typically must borrow in order to finance them.

Debt - All Major Classes

Fiscal Year Ending in 2023

Total debt grew at an annual rate of

0.3%

over the last 10 years

Local governments paid

\$5.9

billion in debt service

School districts account for

42.6%

of debt outstanding

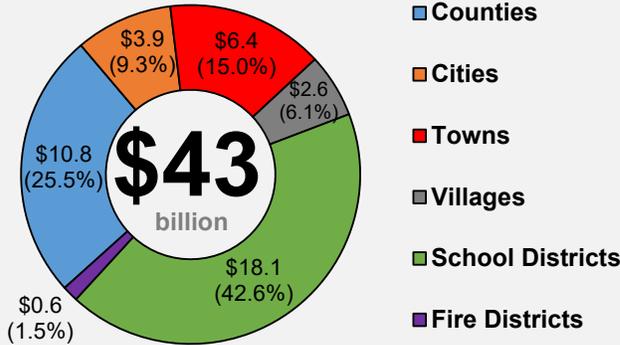
Short-term debt was issued by

3.5%

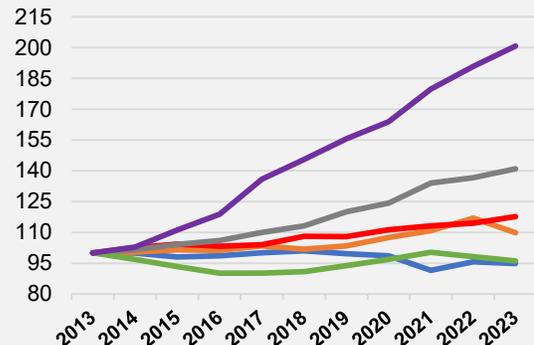
of local governments

Total Debt Outstanding

Total Dollars (in billions)

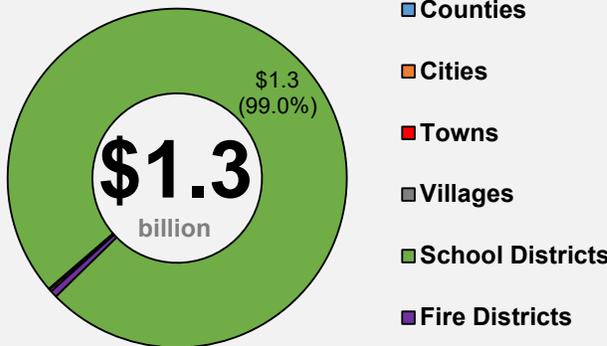


Trend (Indexed FYE 2013 = 100)

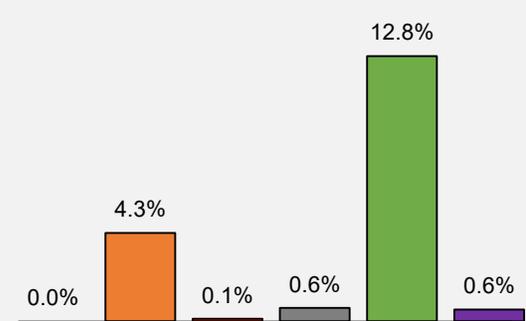


Short-Term Debt Issued

Total Dollars (in billions)

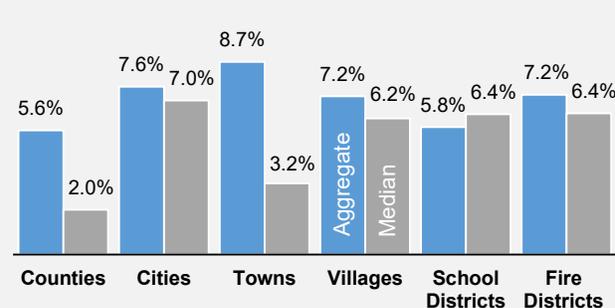


Percentage of Entities in Each Class that Issued Short-Term Debt

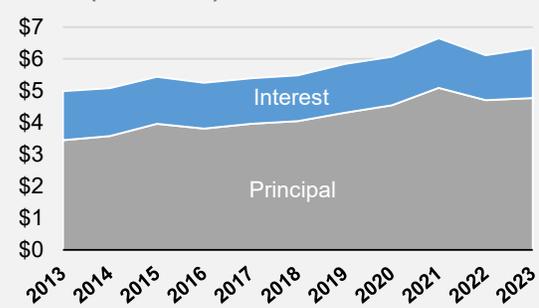


Debt Service

As a Share of Total Revenue



Trend (in billions)



Notes: The financial data above includes New York State counties, cities, towns, villages, school districts and fire districts, except New York City, and does not include local government fiduciary funds. The annual rate for 2013 to 2023 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. Classes that issued less than 1 percent of total short-term debt are not shown in the above donut chart.
Source: Office of the New York State Comptroller.

Debt Service

Nearly \$6 billion in principal and interest payments on debt (referred to as “debt service payments”) were made by local governments in FYE 2023, up 3.7 percent over FYE 2022. The modest increase in total debt service payments was largely due to a 12.1 percent increase in interest payments, while principal payments grew by 1.2 percent. Still, most of the 27.3 percent increase in total debt service payments from FYE 2013 to 2023 was the result of principal payments growing by 38.2 percent. Interest payments increased by 2.9 percent.

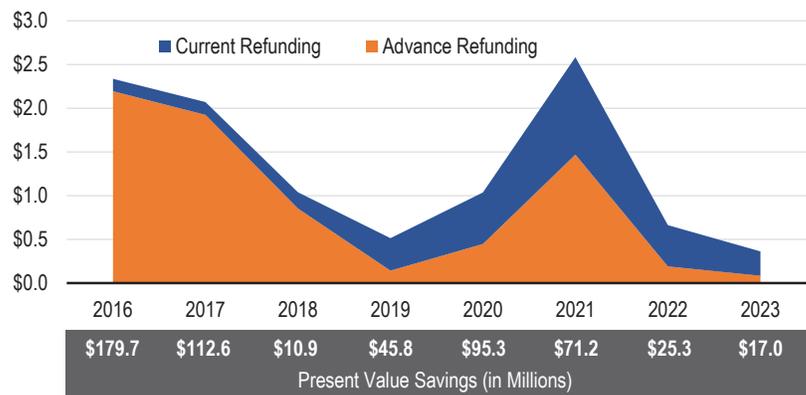
Refunding Bonds

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

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.¹⁶

As shown in Figure 6, both current and advance refunding bonds spiked in calendar year 2021 when interest rates reached historic lows, but then dramatically declined in 2022 when rates shot up. In 2023, current and advance refunding continued to slide as interest rates ticked up more. Local governments issued over \$361 million in total refunding bonds in 2023, of which nearly \$339 million (or 77 percent) were current refunding bonds. Overall, these refunding bonds saved local governments approximately \$17 million in debt service costs.¹⁷

FIGURE 6
Local Government Refunding Bond Issuance and Savings,
Calendar Years 2016 to 2023 (in Billions)



Notes: Includes counties, cities, towns, villages, school districts and fire districts, but excludes New York City. The savings noted above only include refunding bonds issued by local governments that are reviewed by the State Comptroller, which account for nearly all refunding bonds issued in a given year.

Source: Office of the New York State Comptroller.

Short-Term Debt

One approach local governments 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 – e.g., revenue anticipation notes, tax anticipation notes, budget notes and deficiency notes.¹⁸ However, entities that more frequently issue short-term debt, or issue it in increasing amounts, could be experiencing fiscal stress.

A total of 98 local governments (3.5 percent of the total) issued over \$1.3 billion in short-term debt in FYE 2023. This amount was down 8.2 percent from FYE 2022 and 58 percent from FYE 2020 when short-term borrowing surged at the beginning of the pandemic. Prior to the pandemic, however, the total amount of short-term obligations issued had been slowing gradually since FYE 2014.

An influx of pandemic-related federal funding greatly reduced the overall reliance on short-term debt for most classes starting in FYE 2022 and continuing in FYE 2023. Counties did not issue any short-term obligations in FYE 2023 for the second consecutive year, while cities saw a dramatic drop in borrowing, from over \$289 million in FYE 2021 to \$17 million in FYE 2022 and \$3.3 million in FYE 2023. (For context, counties and cities issued an annual average of \$1.3 billion and \$188 million in short-term debt, respectively, from FYE 2013 to 2019.) School districts were responsible for over 99 percent of all short-term obligations issued by local governments in FYE 2023. Still, the amount borrowed was down 26.4 percent from FYE 2021 and was below average pre-pandemic levels. A handful of towns, villages and fire districts issued a combined \$9.9 million in short-term debt in FYE 2023; these classes typically do not borrow significant amounts in any given year.

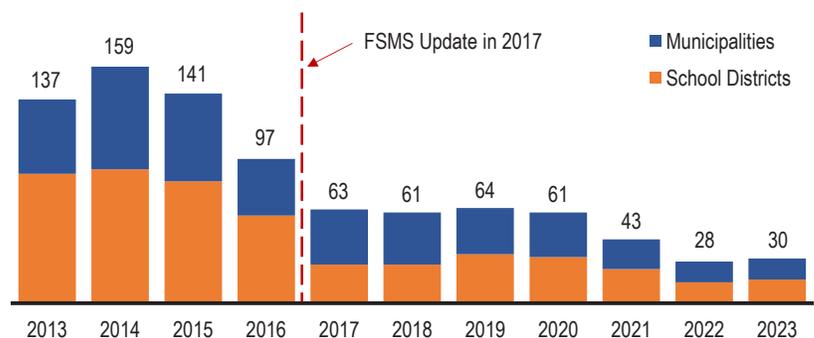
Fiscal Stress

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 30 local governments, including 16 school districts, were designated in fiscal stress in FYE 2023.

While up slightly compared to FYE 2022, it was still the second-fewest entities in stress since FSMS began in FYE 2013.

FIGURE 7
Number of Local Governments Designated in a Fiscal Stress Category, Fiscal Years 2013 to 2023



Note: Includes counties, cities, towns and villages, but excludes New York City.
Source: Office of the New York State Comptroller.

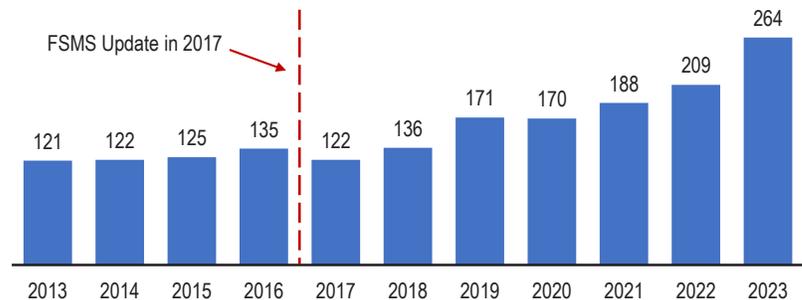
Stress by Class and Fiscal Year

The number of municipalities designated in fiscal stress (14 in total) remained the same in both FYE 2022 and 2023. However, there were some slight shifts in stress designations on a class-by-class basis, except for counties, none of whom for the third consecutive year received a stress designation. Towns and villages, on the other hand, each saw one more entity in stress in FYE 2023: towns increased to five and villages to six. Still, both classes have had historically low stress rates (around 1 or 2 percent of units scored) since FYE 2013. Conversely, cities experienced a decline in stress designations, from five in FYE 2022 to three in FYE 2023, for a stress designation rate of 6.8 percent of units scored. The influx of pandemic-related federal aid in FYE 2021 and 2022, as well as 2023 for many non-calendar year villages and cities, undoubtedly improved cash positions and fund balances across all municipal classes over the past few years.

Sixteen school districts were designated in fiscal stress in FYE 2023, up from 14 in FYE 2022. However, despite the increase, only 2.4 percent of districts scored were in stress. As is the case for municipalities, low rates of stress for districts in more recent years were largely due to a significant infusion of aid from three of the major federal pandemic-related programs.

As shown in Figure 8, an all-time high of 264 municipalities did not receive a fiscal stress score in FYE 2023 because they failed to file an annual financial report in time or filed inconclusive data for fiscal stress purposes. The number of “non-filers” represented 15.7 percent of the 1,580 counties, cities, towns, and villages covered by FSMS – a figure that has more than doubled since FYE 2013, with most of the increase occurring since FYE 2020.¹⁹ The growing number of FSMS non-filers is of great concern, as the failure to file important financial data on time reduces transparency and calls into question the financial standing and management of the local government.²⁰

FIGURE 8
Number of Municipalities that Did Not File in Time to Receive a Fiscal Stress Score, Fiscal Years 2013 to 2023



Note: Includes counties, cities, towns and villages, but excludes New York City, who did not file their annual financial reports in time or reported data that was inconclusive for fiscal stress purposes.

Source: Office of the New York State Comptroller.

For fiscal stress scores, data, resources and other information, including a list of FSMS non-filers: 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 2023

Total revenues grew at an annual rate of

3.0%

over 10 years

Real property taxes accounted for

19.8%

of total revenues

Employee benefits grew at an annual rate of

2.0%

over 10 years

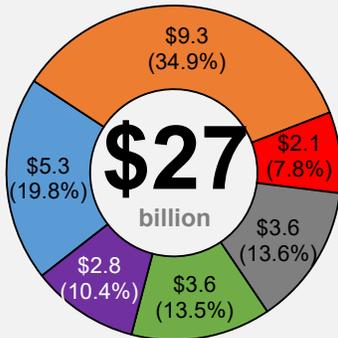
Total debt outstanding amounted to

\$10.8

billion

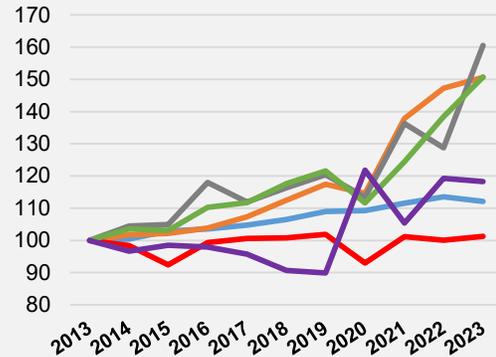
Revenues by Source

Total Dollars (in billions)



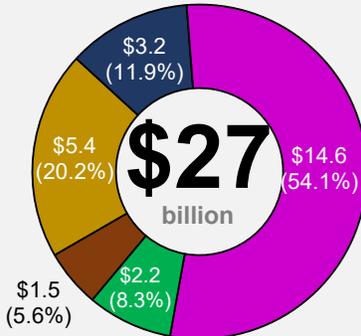
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2013 = 100)



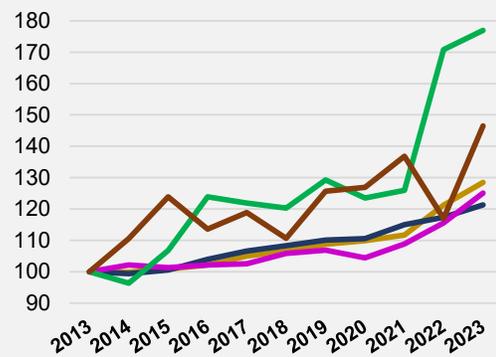
Expenditures by Object

Total Dollars (in billions)



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

Trend (Indexed FYE 2013 = 100)

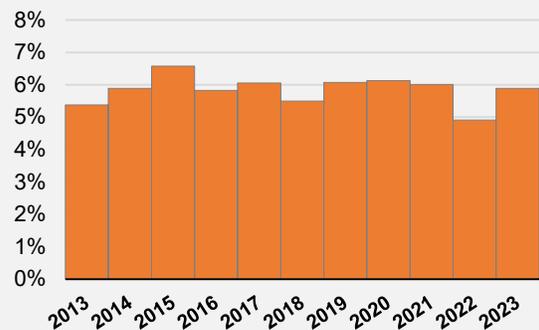


Debt Trends

Cumulative Growth in Debt Outstanding



Debt Service Share of Total Revenues



Notes: Excludes New York City. The financial data above does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property.

Source: Office of the New York State Comptroller.

Financial Data

Financial Data for Cities (61 Total)

Fiscal Year Ending in 2023

Total revenues grew at an annual rate of

2.8%

over 10 years

Real property taxes accounted for

22.4%

of total revenues

Employee benefits grew at an annual rate of

2.5%

over 10 years

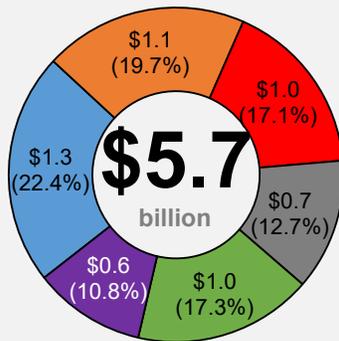
Total debt outstanding amounted to

\$3.9

billion

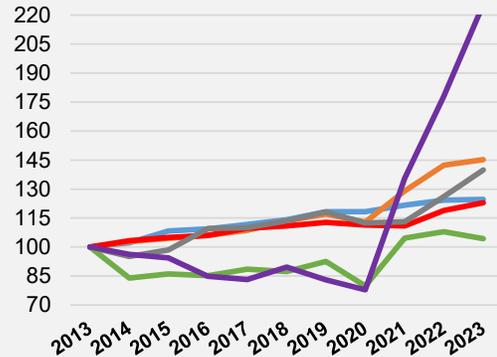
Revenues by Source

Total Dollars (in billions)



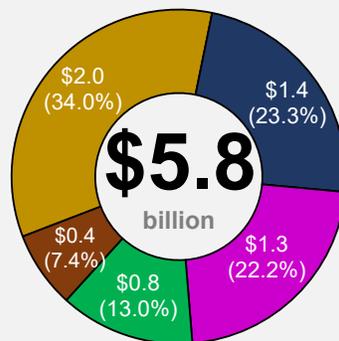
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2013 = 100)



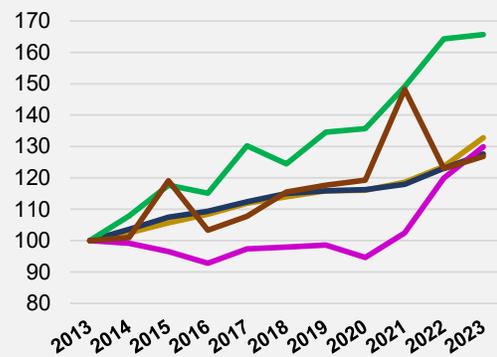
Expenditures by Object

Total Dollars (in billions)



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

Trend (Indexed FYE 2013 = 100)

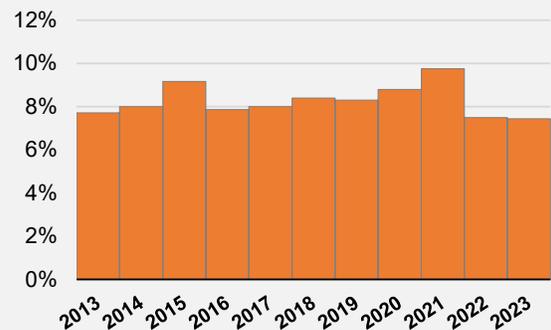


Debt Trends

Cumulative Growth in Debt Outstanding



Debt Service Share of Total Revenues



Notes: Excludes New York City. The financial data above does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property.

Source: Office of the New York State Comptroller.

Financial Data

Financial Data for Towns (933 Total)

Fiscal Year Ending in 2023

Total revenues grew at an annual rate of

3.3%

over 10 years

Real property taxes accounted for

48.3%

of total revenues

Employee benefits grew at an annual rate of

2.1%

over 10 years

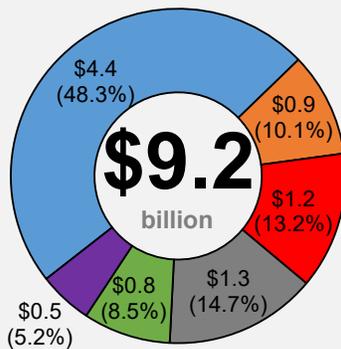
Total debt outstanding amounted to

\$6.4

billion

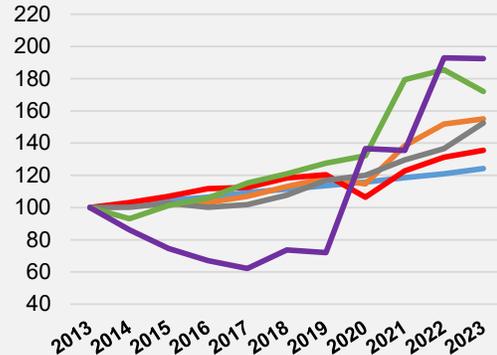
Revenues by Source

Total Dollars (in billions)



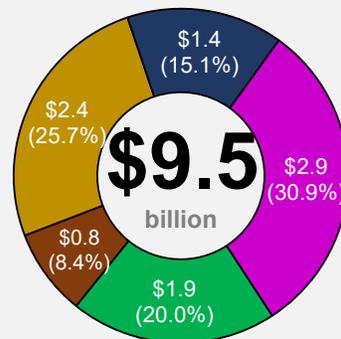
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2013 = 100)



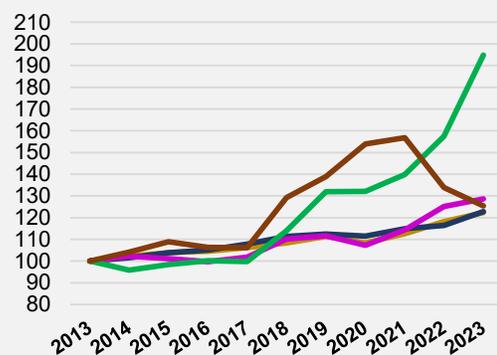
Expenditures by Object

Total Dollars (in billions)



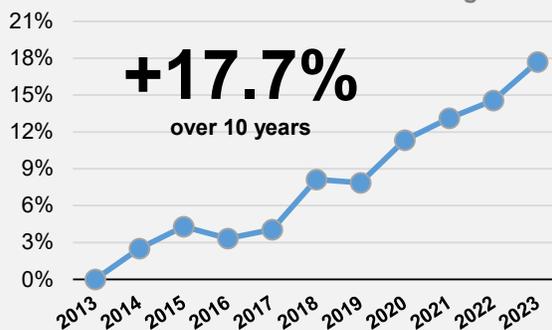
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2013 = 100)

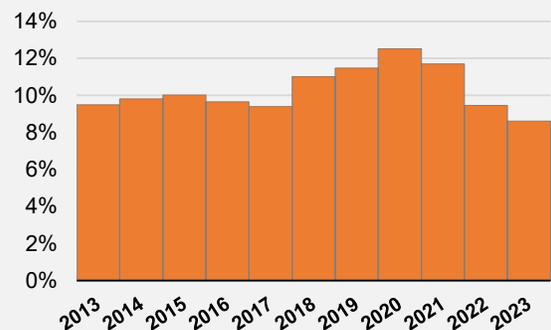


Debt Trends

Cumulative Growth in Debt Outstanding



Debt Service Share of Total Revenues



Notes: The financial data above does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property.

Source: Office of the New York State Comptroller.

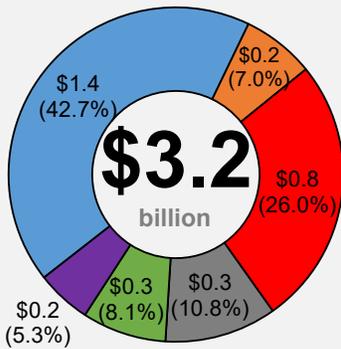
Financial Data

Financial Data for Villages (531 Total) Fiscal Year Ending in 2023

Total revenues grew at an annual rate of 3.2% over 10 years	Real property taxes accounted for 42.7% of total revenues	Employee benefits grew at an annual rate of 2.4% over 10 years	Total debt outstanding amounted to \$2.6 billion
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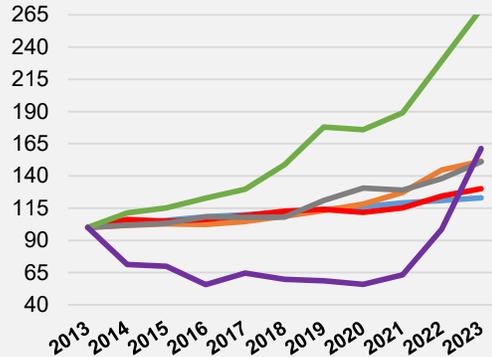
Revenues by Source

Total Dollars (in billions)



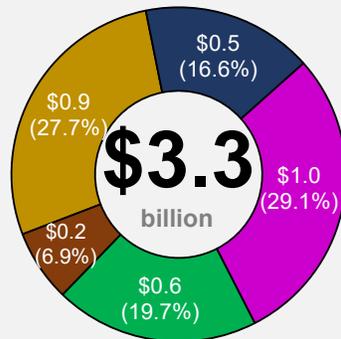
- Real Property Taxes
- Sales and Use Taxes
- Charges for Services
- Other Local Taxes and Revenues
- State Aid
- Federal Aid

Trend (Indexed FYE 2013 = 100)



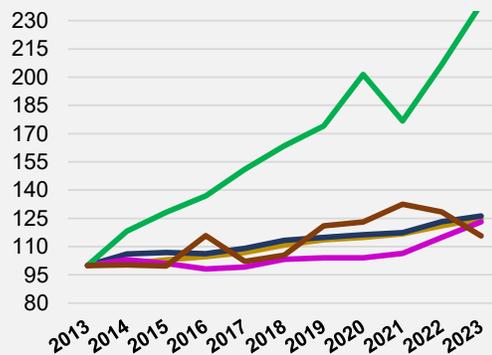
Expenditures by Object

Total Dollars (in billions)



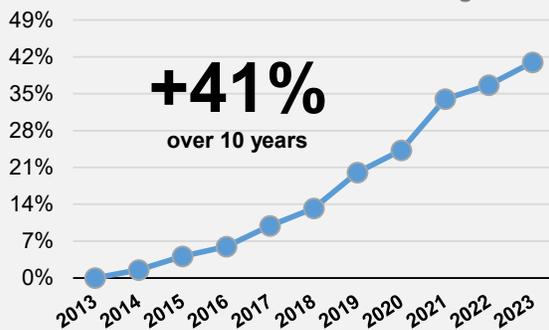
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2013 = 100)

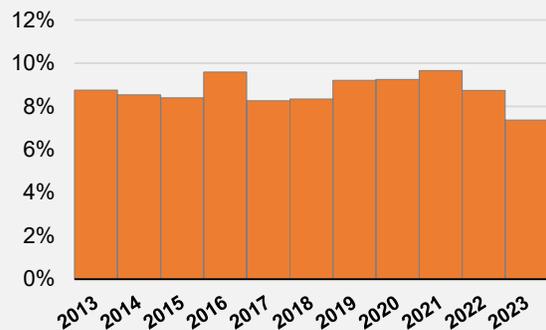


Debt Trends

Cumulative Growth in Debt Outstanding



Debt Service Share of Total Revenues



Notes: The financial data above does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property.
Source: Office of the New York State Comptroller.

Financial Data

Financial Data for School Districts (689 Total)

Fiscal Year Ending in 2023

Total revenues grew at an annual rate of

3.3%

over 10 years

Real property taxes accounted for

49.0%

of total revenues

Employee benefits grew at an annual rate of

2.7%

over 10 years

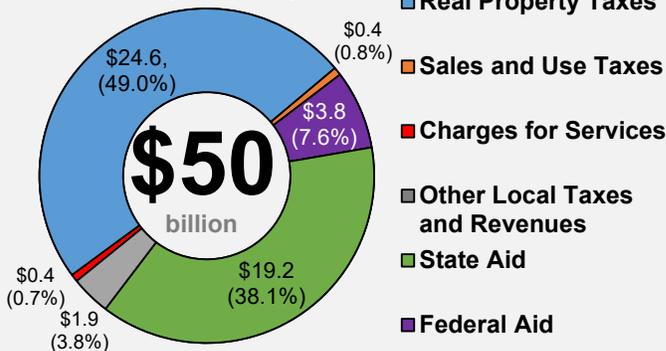
Total debt outstanding amounted to

\$18.1

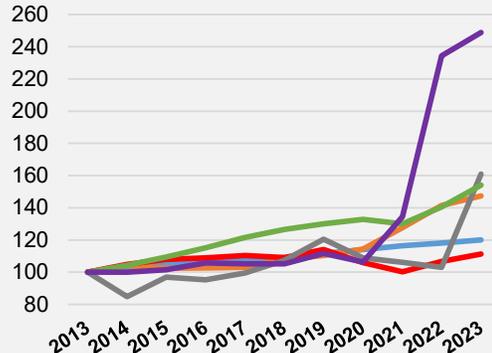
billion

Revenues by Source

Total Dollars (in billions)

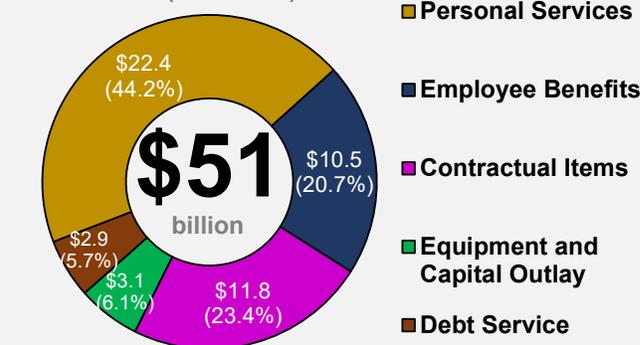


Trend (Indexed FYE 2013 = 100)

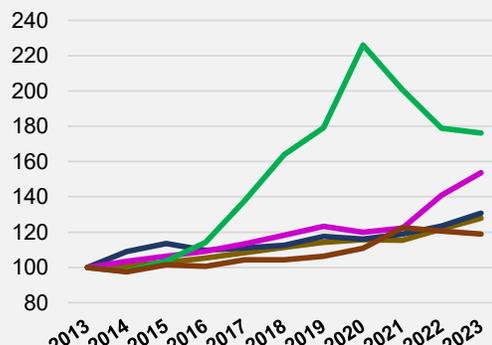


Expenditures by Object

Total Dollars (in billions)



Trend (Indexed FYE 2013 = 100)

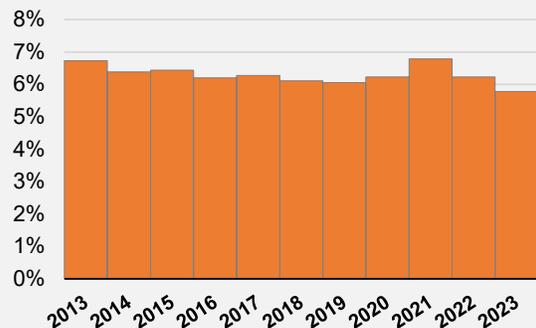


Debt Trends

Cumulative Growth in Debt Outstanding



Debt Service Share of Total Revenues



Notes: Excludes New York City. The financial data above does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property.

Source: Office of the New York State Comptroller.

Financial Data

Financial Data for Fire Districts (905 Total)

Fiscal Year Ending in 2023

Total revenues grew at an annual rate of

4.7%

over 10 years

Real property taxes accounted for

85.3%

of total revenues

Employee benefits grew at an annual rate of

2.3%

over 10 years

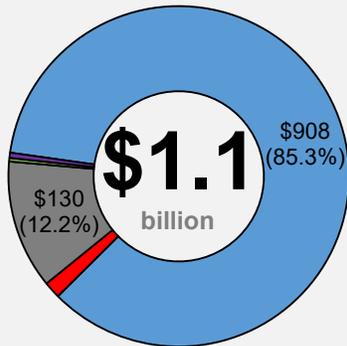
Total debt outstanding amounted to

\$642

million

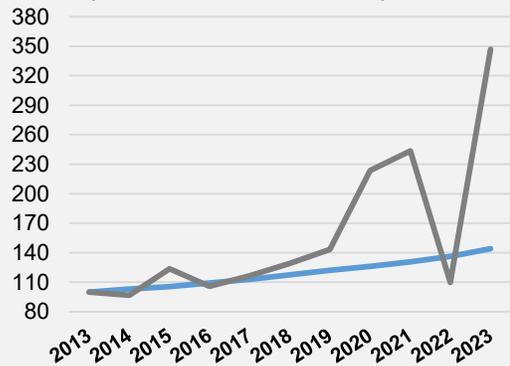
Revenues by Source

Total Dollars (in millions)



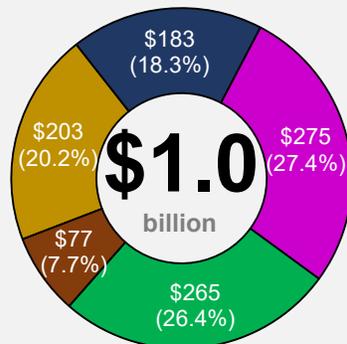
- Real Property Taxes
- Other Local Taxes and Revenues

Trend (Indexed FYE 2013 = 100)



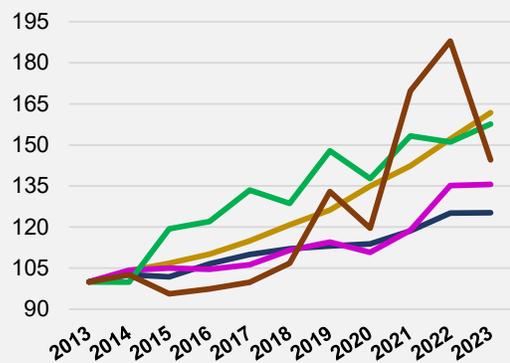
Expenditures by Object

Total Dollars (in millions)



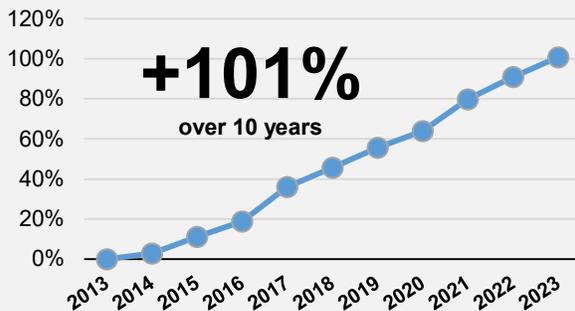
- Personal Services
- Employee Benefits
- Contractual Items
- Equipment and Capital Outlay
- Debt Service

Trend (Indexed FYE 2013 = 100)

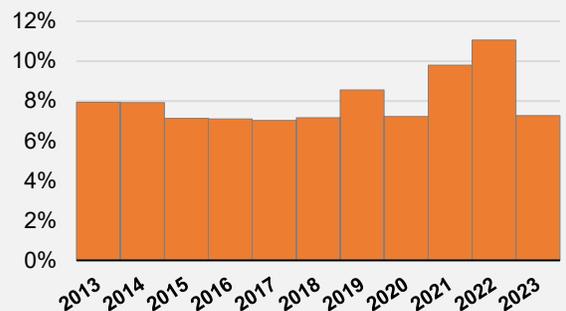


Debt Trends

Cumulative Growth in Debt Outstanding



Debt Service Share of Total Revenues



Notes: The financial data above does not include local government fiduciary funds. The annual rate for 2013 to 2023 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 charges to other governments, other non-property taxes and use and sale of property. Sources less than 2 percent of total revenues are not shown above.

Source: Office of the New York State Comptroller.

Services and Resources

Audits and Oversight

OSC's Division of Local Government and School Accountability (LGSA) helps advance local government reform and transparency in New York through its audit and technical assistance functions. Because of 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.

255 LGSA issued **255** audits of municipalities, school districts and public authorities in calendar year 2023.²¹

21 financial condition audits found ineffective budgeting practices, excessive fund balance and inadequate policies, records and reports, among other things.

21

5 accountability audits identified more than **\$1.5 million** of misappropriated local government assets. These audits included recommendations for corrective action.

Our Audit Work

22 audits cited poor budgeting practices by local governments, of which:

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

11 identified school districts that had retained excess reserves.

63 accountability audits identified a total of more than **\$9.4 million** in recommended cost savings, revenue enhancement measures and misappropriated local government assets.

32 Information Technology (IT) security audit reports and **25** confidential IT letters revealed weaknesses potentially allowing for unauthorized access to confidential information, inappropriate use and/or exposure to ransomware threats.

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

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

Services and Resources

Financial Condition Highlights

A school district improperly encumbered funds and restricted surplus funds in a debt reserve, which led to a reported surplus fund balance that exceeded the legal limit by approximately \$10.6 million. As a result, district officials may have levied more real property taxes than was necessary to fund operations.

Excessive fund
balance of
\$10.6 million

A school district held approximately \$8 million in seven reserve funds but did not use the funds for their intended purpose. Instead, the district chose to levy property taxes each year for these costs. By not using the reserves as intended, the board and district officials missed the opportunity to lower the real property tax levy and lessen the burden on taxpayers.

Overfunded
reserve

**\$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

For nearly nine years, a fire company treasurer wrote unauthorized checks to himself and used a company credit card to make personal purchases and cash advances. The treasurer was able to do this without detection because the board did not require the treasurer to submit written financial reports and did not review bills paid by the treasurer, bank and investment statements and canceled check images. The board also did not obtain an annual independent audit of company records.

**\$851,000
misappropriation**

A town board and supervisor did not provide adequate oversight of non-payroll disbursements. The board and supervisor did not segregate non-payroll disbursement duties or establish compensating controls. As a result, officials made duplicate payments totaling \$79,806 and the town has an increased risk that errors or irregularities could occur and remain undetected and uncorrected.

**\$79,806
in duplicate
payments**

A village board did not establish adequate financial controls over its parks and recreation department, which allowed the department's former director to misappropriate funds meant for youth sports programs, field trips, tournaments and fundraisers. As a result of the audit and subsequent investigation, the former director was arrested, pleaded guilty and resigned from his position.

**\$16,525
paid in
restitution**

Services and Resources

Statewide Audits and Regional Projects

In addition to individual audits of local governments, LGSA undertakes audits and projects involving several entities. In calendar year 2023, the Statewide Audit Unit (SAU) audited 20 school districts to determine whether officials appropriately tracked, inventoried and safeguarded information technology (IT) assets. Auditors determined that none of the 20 districts had implemented policies or procedures specific for IT equipment inventory. In addition, auditors could not locate 103 (11 percent) of the 945 IT assets they tried to find. SAU also audited 20 local governments (four each among counties, cities, towns, villages and school districts) to determine whether employees and elected officials completed required sexual harassment prevention training. All 20 entities examined did not provide the training to all employees and elected officials. Sixteen of the local governments maintained reliable training completion records, but the other four did not.

Audits of Local Governments Available Online

To promote transparency and accountability, OSC makes all local government audits and reports available at www.osc.ny.gov/local-government/audits. This web page allows users to browse the most recently released audits or search for any audit from the last six 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 provides 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. For more information, go to www.osc.state.ny.us/local-government/academy. (See Figure 9 for local government training statistics on sessions and attendance in calendar years 2022 and 2023.)

FIGURE 9
Local Government Training Statistics

	Sessions			Attendance		
	2022	2023	Percentage Change	2022	2023	Percentage Change
OSC Webinars	30	22	-26.7%	3,650	2,344	-35.8%
Introduction to Government Accounting*	4	4	0%	761	625	-17.9%
Accounting Principles and Procedures*	4	4	0%	559	661	18.2%
OSC Seminars and Workshops	14	2	-85.7%	1,446	62	-95.7%
Externally Hosted Events and Conferences	78	99	26.9%	5,035	6,483	28.8%
Total	130	131	0.8%	11,451	10,175	-11.1%

* The Office of the New York State Comptroller hosts a multi-day "Accounting School" for local officials with two different levels of training: Introduction to Governmental Accounting and Accounting Principles and Procedures.

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.

Some of the more recent topics covered in LGSA reports and other related products include:

- **Economic and fiscal profiles**
- **Emergency medical services**
- **Adapting to climate change**
- **Locally owned bridge conditions**
- **State-authorized commercial casinos**
- **Recreational adult-use cannabis**
- **Quarterly local sales tax updates**
- **Fiscal Stress Monitoring System results**

All LGSA research publications and materials, including guidance, accounting notices and bulletins, are available at: <https://www.osc.ny.gov/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.²² In calendar year 2023, JCF processed over 23,000 town and village justice court monthly reports. It also marked the second year of JCF's multi-year modernization project aimed at upgrading its collection and distribution processes.

More JCF information can be found at:

<https://www.osc.ny.gov/local-government/required-reporting/justice-court-fund>.

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 10-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.

<https://www.osc.ny.gov/open-book-new-york>

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 29 years for municipalities, school districts, fire districts, industrial development agencies and other local government entities.

<https://wwe1.osc.state.ny.us/localgov/findata/financial-data-for-local-governments.cfm>

Real Property Tax Rates and Levies

Local government real property tax levies, taxable full value and full value tax rates through local fiscal years ending in 2024.

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, which is available for download in both pdf and spreadsheet formats. Also provided is an interactive map of New York State.

<https://web.osc.state.ny.us/localgov/web-entity-map/>

Appendix

Summary of Finances for Major Classes of Local Government in New York State, Fiscal Year 2023 (in Millions)

	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	\$5,294.3	\$1,272.3	\$4,424.5	\$1,359.5	\$24,638.2	\$908.3	\$37,897.1
Sales and Use Taxes	\$9,316.8	\$1,115.8	\$923.3	\$223.4	\$396.6	\$0.0	\$11,976.0
Charges for Services	\$2,095.1	\$967.4	\$1,212.4	\$828.3	\$371.5	\$16.9	\$5,491.6
Other Local Taxes & Revenues	\$3,636.5	\$720.7	\$1,346.9	\$344.6	\$1,920.4	\$130.3	\$8,099.3
Total Local Revenues	\$20,342.8	\$4,076.3	\$7,907.1	\$2,755.7	\$27,326.7	\$1,055.5	\$63,464.0
State Aid	\$3,611.8	\$979.3	\$774.3	\$259.2	\$19,153.7	\$3.6	\$24,782.0
Federal Aid	\$2,770.4	\$612.7	\$474.7	\$168.7	\$3,835.3	\$5.2	\$7,867.0
Total State and Federal Revenues	\$6,382.2	\$1,592.0	\$1,248.9	\$428.0	\$22,989.0	\$8.8	\$32,649.0
Total Revenues	\$26,725.0	\$5,668.3	\$9,156.0	\$3,183.7	\$50,315.7	\$1,064.3	\$96,113.0
Expenditures:							
Personal Services	\$5,431.9	\$1,977.9	\$2,443.5	\$909.8	\$22,373.1	\$202.8	\$33,339.0
Employee Benefits	\$3,220.0	\$1,353.2	\$1,441.1	\$544.5	\$10,478.2	\$183.1	\$17,220.1
Contractual Items	\$14,571.3	\$1,291.9	\$2,937.4	\$955.0	\$11,833.5	\$274.5	\$31,863.6
Total Current Operations	\$23,223.2	\$4,623.1	\$6,822.0	\$2,409.4	\$44,684.7	\$660.4	\$82,422.7
Equipment and Capital Outlay	\$2,223.7	\$758.1	\$1,900.4	\$648.8	\$3,078.2	\$264.8	\$8,873.9
Debt Service							
Principal	\$1,089.3	\$314.8	\$609.9	\$180.3	\$2,198.7	\$58.3	\$4,451.4
Interest	\$415.5	\$116.6	\$189.2	\$48.0	\$708.7	\$18.7	\$1,496.8
Total Expenditures	\$26,951.7	\$5,812.6	\$9,521.5	\$3,286.5	\$50,670.3	\$1,002.3	\$97,244.9
Debt							
Debt Issued:							
Bonds	\$861.6	\$517.5	\$496.3	\$183.5	\$1,703.2	\$60.3	\$3,822.4
Other Debt	\$321.0	\$284.0	\$616.9	\$357.9	\$3,110.7	\$36.7	\$4,727.2
Outstanding Debt:							
Bonds (Gross)	\$10,271.6	\$3,199.9	\$5,194.1	\$1,901.9	\$14,073.3	\$566.2	\$35,207.0
Other Debt	\$559.7	\$746.7	\$1,193.5	\$692.8	\$4,048.5	\$76.1	\$7,317.3
Total Debt Outstanding	\$10,831.3	\$3,946.6	\$6,387.6	\$2,594.7	\$18,121.9	\$642.3	\$42,524.3
Notes: Excludes New York City. Real property taxes also include payments in lieu of taxes and school tax relief 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. Other debt includes, but is not limited to, bond anticipation notes, capital notes, deficiency notes, revenue anticipation notes and tax anticipation notes.							
Sources: U.S. Census Bureau and the Office of the New York State Comptroller.							

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 2023, while data from prior years is used for comparative purposes. Local government fiduciary funds – trust and custodial funds – are not included in any analysis. A number of local governments did not file FYE 2023 data in time for inclusion in this report; FYE 2022 data was interpolated for the non-filing entities in most trend analyses.
- ² General Municipal Law (GML) Section 11 allows municipalities and school districts to temporarily invest money not required for immediate expenditure. GML Section 39 requires each entity to adopt, by resolution, a comprehensive written investment policy that details the local government’s operative policy and provides instructions to officers and staff regarding investing, monitoring and reporting of funds of the local government. For more information on this topic, including a model investment policy for local government, see OSC’s *Local Government Management Guide*, “Investing and Protecting Public Funds” at www.osc.ny.gov/files/local-government/publications/pdf/investing-and-protecting-public-funds.pdf.
- ³ An accounting change originally issued in March of 2020 by the Governmental Accounting Standards Board 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 has resulted in significant increases and decreases in interest earned from FYE 2020 to 2023 due to fluctuations in the market. 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.
- ⁴ For more information about the statutory tax cap, see OSC, “Real Property Tax Cap and Tax Cap Compliance” 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.
- ⁵ The New York State Constitution, Article VIII, Section 10. The constitutionally prescribed percentage ranges from 1.5 percent to 2.5 percent and depends on the class of local government. 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.
- ⁶ New York State Finance Law, Section 54-a.
- ⁷ For a summary of the fiscal impact on local governments of the State Fiscal Year 2022-23 Enacted Budget, see New York State Division of the Budget (DOB), *FY 2023 Enacted Budget Financial Plan*, pp. 167-168, at www.budget.ny.gov/pubs/archive/fy23/en/fy23en-fp.pdf. OSC’s *State Fiscal Year 2022-23 Enacted Budget Financial Plan Report*, July 2022, describes the local impact of state spending on education and healthcare (including Medicaid) at www.osc.ny.gov/files/reports/budget/pdf/budget-enacted-financial-plan-2022-23.pdf.
- ⁸ New York State Governor’s Office, “Governor Hochul and President Armstrong Announce a Short-Term Extension of the Current Gaming Compact Between New York State and the Seneca Nation of Indians While Discussions Continue on a New 20-Year Gaming Compact,” December 1, 2023, at www.governor.ny.gov/news/governor-hochul-and-president-armstrong-announce-short-term-extension-current-gaming-compact.
- ⁹ Tax and Finance, “AS001 – Revenue Distribution Certification” at www.tax.ny.gov/research/stats/statistics/sales_tax/government/as001.htm; and U.S. Bureau of Labor Statistics, “CPI for All Urban Consumers (CPI-U), U.S. City Average, All Items” at <https://data.bls.gov/cgi-bin/surveymost?cu>.
- ¹⁰ Counties and cities classified as Community Development Block Grant (CDBG) entitlement jurisdictions received American Rescue Plan Act (ARPA) of 2021 payments directly from the federal government based on the CDBG distribution formula, whereas all other “non-entitlement units” received payments from the state as a passthrough. For more information, see Government Finance Officers Association (GFOA), “American Rescue Plan Spending: Recommended Guiding Principles” at www.gfoa.org/american-rescue-plan-spending-guiding-principles.

Notes

- ¹¹ U.S. Department of the Treasury, “State and Local Fiscal Recovery Funds,” accessed on December 10, 2024, 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 ARPA funding.
- ¹² For more information on ARPA payments to school districts, see DOB, *2021-22 State Aid Projections*, p. 11, at www.budget.ny.gov/pubs/archive/fy22/en/2021-22-enacted-schoolaid-runs.pdf.
- ¹³ For more information on the July 2021 accounting advisory issued by OSC to local governments receiving federal funding from ARPA, the Coronavirus Aid, Relief, and Economic Security (CARES) Act and the Coronavirus Response and Relief Supplemental Appropriations Act of 2021, see www.osc.ny.gov/files/local-government/publications/pdf/american-rescue-plan-and-crrsa-guidance.pdf.
- ¹⁴ For more information on pandemic-related federal funding to school districts, see U.S. Department of the Treasury, “Coronavirus Relief Fund,” accessed on December 10, 2024, 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, p. 3, at www.osc.state.ny.us/files/local-government/publications/pdf/fsms-school-districts-fiscal-year-2020-21-results.pdf.
- ¹⁵ The year-over-year rate of inflation, as measured by the change in the national Consumer Price Index, was 4.1 percent in 2023, more than twice as high as the average annual rate (1.8 percent) from 2011 to 2019.
- ¹⁶ For more information on refunding municipal bonds, see GFOA, “Refunding Municipal Bonds” at www.gfoa.org/materials/refunding-municipal-bonds.
- ¹⁷ The “savings” calculated is based on the refunding bond issuances reviewed by OSC (based on legal criteria), which account for nearly all refunding bonds issued by local governments.
- ¹⁸ 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 debt.
- ¹⁹ In FYE 2023, there were three coterminous town-villages for which the town did not file an annual financial report and, therefore, did not receive a fiscal stress score. For lists of non-filing local governments for fiscal stress purposes, see OSC, “Fiscal Stress Monitoring System: Lists” at www.osc.state.ny.us/local-government/fiscal-monitoring/lists.
- ²⁰ 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 2023 Results*, pp. 12-13, at www.osc.ny.gov/files/local-government/publications/pdf/2023-fsms-munis.pdf.
- ²¹ All numbers as of December 31, 2023.
- ²² 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.

Contacts



New York State Comptroller
THOMAS P. DiNAPOLI

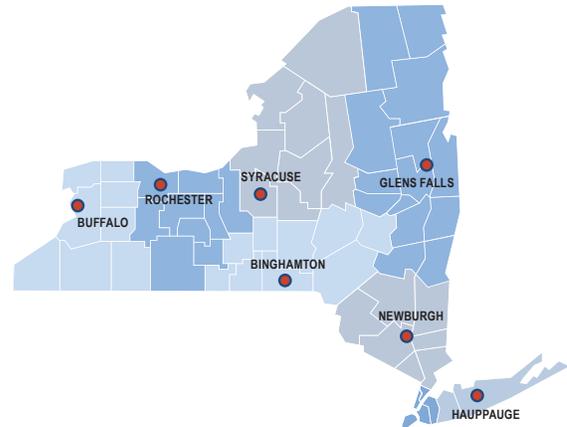
Division of Local Government and School Accountability

110 State Street, 12th Floor, Albany, NY 12236

Tel: 518.474.4037 • Fax: 518.486.6479

Email: localgov@osc.ny.gov

www.osc.ny.gov/local-government



Andrea C. Miller

Executive Deputy Comptroller

Executive • 518.474.4037

Robin L. Lois, CPA, Deputy Comptroller

Simonia Brown, Assistant Comptroller

Randy Partridge, Assistant Comptroller

**Audits, Local Government Services and
Professional Standards** • 518.474.5404

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Tel 607.721.8306 • Fax 607.721.8313 • Email Muni-Binghamton@osc.ny.gov

Counties: Broome, Chemung, Chenango, Cortland, Delaware, Otsego, Schoharie, Tioga, Tompkins

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Counties: Herkimer, Jefferson, Lewis, Madison, Oneida, Onondaga, Oswego, St. Lawrence

STATEWIDE AUDIT

Tel 607.721.8306 • Fax 607.721.8313 • Email Muni-Statewide@osc.ny.gov

osc.ny.gov



Contact

Office of the New York State Comptroller
Division of Local Government and School Accountability

110 State Street, 12th floor
Albany, NY 12236
Tel: (518) 474-4037
Fax: (518) 486-6479
or email us: localgov@osc.ny.gov

www.osc.ny.gov/local-government

