# **NEW YORK STATE ASSEMBLY**

MID-YEAR UPDATE

Speaker

HELENE E. WEINSTEIN Chair

Prepared by the Assembly Ways and Means Committee Staff

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# **Table of Contents**

FINANCIAL PLAN	1
Financial Plan Overview	1
ECONOMIC OUTLOOK	9
United States Economy	9
New York State Economy	11
REVENUE UPDATE	17
EXPENDITURE FORECAST AND RISKS	25
Medicaid	25
Public Assistance Caseload and Expenditures	28
Education	31
Federal Impacts to the Financial Plan	35



#### FINANCIAL PLAN

## **Financial Plan Overview**

New York State reserves and balances have reached an all-time high with a significant level of Federal aid and higher-than expected revenue collections during the height of the COVID-19 pandemic. Starting in State Fiscal Year (SFY) 2022-23, revenues have decreased as Federal aid related to COVID-19 is depleting and tax collections are projected to decline.

However, the State has a sound cash position with closing balances of \$48 billion in the General Fund and \$73.2 billion in All Funds. As such, receipts currently exceed disbursements by \$4.5 billion in the General Fund and \$7.3 billion in All Funds.

Table 1

BUDGETARY BASIS SFY 2023-24 vs SFY 2022-23 (\$ in Millions)						
GENERAL FUND ALL FUNDS						
	Midyear 2023-24	Midyear 2022-23	Difference	Midyear 2023-24	Midyear 2022-23	Difference
OPENING CASH BALANCE - April 1, 2023	43,451	33,053	10,397.9	65,956	53,549	12,407
RECEIPTS	50,779	56,105	(5,325)	117,653	116,842	811
DISBURSEMENTS	46,258	39,164	7,094	110,394	96,242	14,152
EXCESS (DEFICIENCY) of RECEIPTS OVER DISBURSEMENTS OTHER FINANCING SOURCES (USES)	4,521 -	16,941 -	(12,419) -	7,259 (10)	20,600 (60)	(13,341) 51
EXCESS (DEFICIENCY)	4,521	16,941	(12,419)	7,249	20,540	(13,290)
CLOSING CASH BALANCE -Sept. 30, 2023	47,972	49,993	(2,021)	73,205	74,089	(884)

# Year to Year Financial Plan Actuals: Revenues Decline and Spending Increases

In the first six months of SFY 2023-24, the General Fund cash balance decreased by \$2 billion from the previous year mid-year results. General Fund mid-year receipts totaled \$50.8 billion, a decrease of \$5.3 billion from SFY 2022-23. These lower receipts are due to a substantial decrease in Transfers from Other Funds of approximately \$5 billion and Personal Income Tax (PIT) collections of \$3.6 billion compared to last year. Lower receipts are partially offset by a surge in Consumption and Sale Tax collections of \$2.4 billion. In terms of spending,

General Fund disbursements total \$46.3 billion, an increase of \$7.1 billion from the previous year mid-year results. Medicaid and Education are the main drivers of this growth, and they account for \$5.9 billion and \$1.4 billion, respectively.

In the first six months of SFY 2023-24, All Funds receipts totaled \$117.7 billion, an increase of \$811 million, or 0.7 percent from SFY 2022-23. The small increase is primarily due to \$5.9 billion in additional Federal aid and a \$1.8 billion increase in Miscellaneous Receipts compared to last year. These amounts are offset by a \$7.2 billion decline in PIT collections. All Funds disbursements totaled \$110.4 billion, \$14.2 billion above the previous year mid-year results. In the General Fund, the increase in spending is driven by Medicaid and Education spending account for \$8.6 billion and \$1.9 billion, respectively. Spending in Public Health, as well as Public Safety, have also increased by \$2.0 billion and \$2.1 billion, respectively, compared to previous year levels.

Actual General Fund revenues collected to date make up 50.6 percent of estimated annual collections in The Division of Budget's Mid-year Financial Plan, higher than the 48.4 percent anticipated in the Enacted Financial Plan. Disbursements to date make up 45.8 percent of estimated annual spending, lower than the 45.1 percent estimated in the Enacted Financial Plan.

On an All Funds basis, revenues collected to date make up 52.4 percent of estimated annual collections, slightly higher than the 51.2 percent anticipated in the Enacted Financial Plan. Current disbursements make up 48.5 percent of total spending, lower than the 49.1 percent estimated in the Enacted Financial Plan.

## **Financial Plan Estimates versus Actual Receipts and Disbursements**

Table 2

BUDGETARY BASIS Financial Plan v. Actual (\$ in Millions)										
GENERAL FUND ALL FUNDS										
	Enacted Financial Plan	1st Quarter Financial Plan	Actual/ Midyear Financial	Enacted (Over/Under) Financial	1st Quarter (Over/Under) Financial	Enacted Financial Plan	1st Quarter Financial Plan	Actual/ Midyear Financial	Enacted (Over/Under) Financial	1st Quarter (Over/Under) Financial
	(*)	(**)	Plan	Plan	Plan	(*)	(**)	Plan	Plan	Plan
OPENING CASH BALANCE - April 1, 2023	43,451	43,451	43,451	(0.4)	(0.4)	65,955	65,955	65,956	0.7	0.7
RECEIPTS	48,591	48,591	50,779	2,188.4	2,188.4	113,826	113,826	117,653	3,827.2	3,827.2
DISBURSEMENTS	47,049	47,049	46,258	(790.9)	(790.9)	112,557	112,557	110,394	(2,162.6)	(2,162.6
EXCESS (DEFICIENCY) of RECEIPTS OVER DISBURSEMENTS	1,542	1,542	4,521	2,979.3	2,979.3	1,269.0	1,269.0	7,258.8	5,989.8	5,989.8
OTHER FINANCING SOURCES (USES)	-	-	-	-		(71)	(71)	(10)	61.5	61.5
EXCESS (DEFICIENCY)	1,542	1,542	4,521	2,979.3	2,979.3	1,198	1,198	7,249	6,051.3	6,051.3
CLOSING CASH BALANCE -Sept. 30, 2023	44,993	44,993	47,972	2,978.9	2,978.9	67,153	67,153	73,205	6,052.0	6,052.0

Compared to the First Quarter Financial Plan, the General Fund and All Funds cash balances are \$3.0 billion and \$6.1 billion above projections, respectively.

All Funds receipts through September were \$3.8 billion above the First Quarter Financial Plan. This is attributed to an increase of \$1.6 billion in Business Tax revenues and \$1.3 billion in Federal receipts.

General Fund revenue through September was \$2.2 billion above the First Quarter Financial Plan. This is mainly the result of a \$1.0 billion increase in Business Tax revenues and increased transfers from the Revenue Bond Tax Fund of \$873.9 million.

All Funds spending through September was \$110.4 billion, which is \$2.1 billion below the First Quarter Financial Plan. This is attributed to lower than anticipated spending in all categories, including a \$1.3 billion decrease in Capital Projects disbursements.

General Fund spending, including transfers, through September was \$46.3 billion, which is \$790.9 million below the Updated Financial Plan. This is primarily attributed to lower than anticipated spending of \$748.5 million in Transfers to Capital Projects.

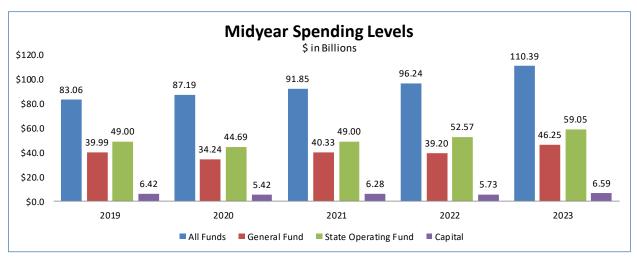


Figure 1

## Mid-year Spending Levels over the Past Five Fiscal Years

Historically, the five-year average for mid-year All Funds spending is \$93.7 billion. Current All Funds spending is \$110.3 billion, or 48.5 percent of planned spending for SFY 2023-24. This is a growth of \$16.6 billion or 17.8 percent over the five-year average.

The five-year average for mid-year General Fund spending is \$40.0 billion. Current General Fund spending is at \$46.3 billion, or 45.8 percent of planned spending for SFY 2023-24. This is a growth of \$6.3 billion or 15.7 percent over the five-year average.

The five-year average for mid-year State Operating Funds spending is \$50.9 billion. Current State Operating Fund spending is \$59.1 billion, or 47.7 percent of planned spending for SFY 2023-24. This is a growth of \$8.2 billion or 16.1 percent over the five-year average.

The five-year average for mid-year Capital Fund spending is \$6.1 billion. Current Capital Fund spending is \$6.6 billion, or 42.8 percent of planned spending for SFY 2023-24. This is an increase of \$502.5 million or 8.3 percent over the five-year average.

Table 3

Receipts (\$ in Millions)							
	Midyear 2023-24	Midyear 2022-23	Difference	% Change			
RECEIPTS	117,653.2	116,841.8	811.4	0.7			
Taxes	51,489.0	58,390.2	(6,901.2)	(11.8)			
Personal Income Tax	25,981.0	33,178.6	(7,197.6)	(21.7)			
Consumption/Use Taxes and Fees	11,037.3	10,338.9	698.4	6.8			
Business Taxes	12,791.5	12,920.8	(129.3)	(1.0)			
Other Taxes	1,679.2	1,951.9	(272.7)	(14.0)			
Other							
Miscellaneous Receipts	17,034.1	15,264.6	1,769.5	11.6			
Federal Grants	49,130.1	43,187.0	5,943.1	13.8			

## All Funds Receipts Increase Slightly from SFY 2022-23

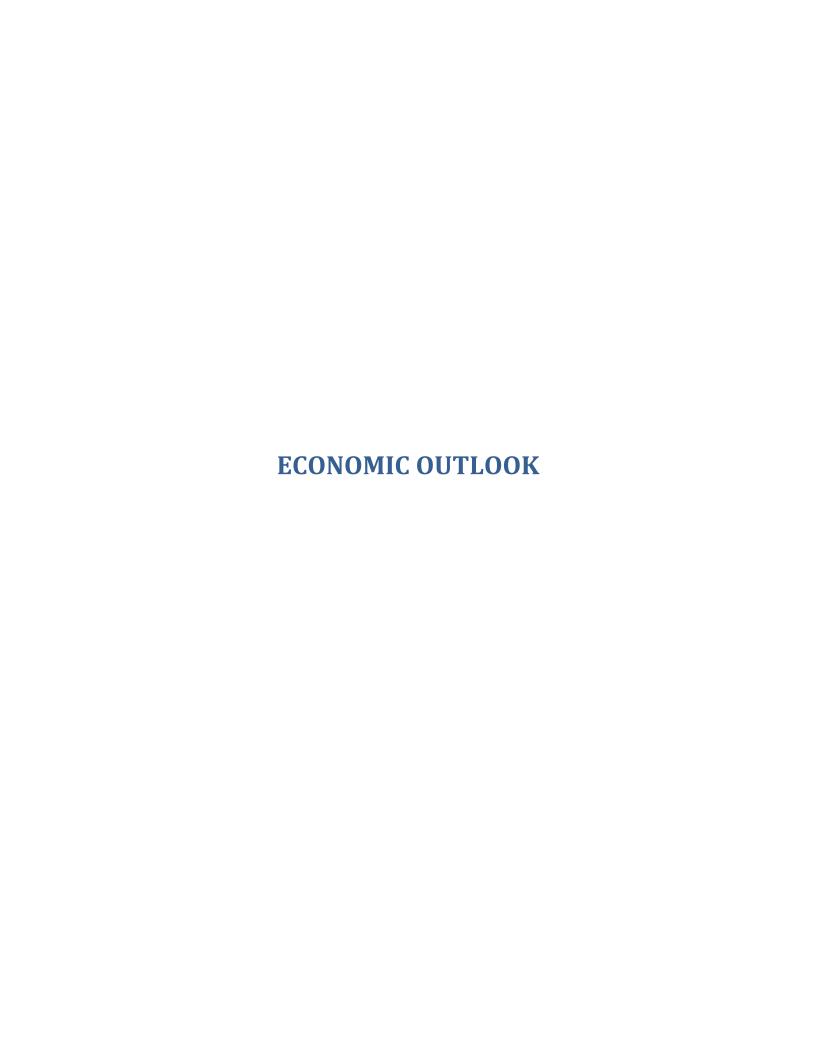
To date, on a year over year basis, All Funds receipts totaled \$117.7 billion, \$811.4 million or 0.7 percent higher than last year for the same period, but \$3.8 billion higher than anticipated in the First Quarterly Update. Most notably, tax collections decreased by \$6.9 billion resulting from a \$7.2 billion decline in PIT collections which is offset by a growth of \$698.4 million in User Tax revenue. Miscellaneous Receipts increased \$1.8 billion, mostly due to the impact of interest earnings. Federal Grants increased by \$5.9 billion as a result of increased Federal operating aid spending related predominantly to Medicaid, Education, and Federal reimbursements of pandemic related costs.

Table 4

Di: (\$				
	Midyear 2023-24	Midyear 2022-23	Difference	% Change
DISBURSEMENTS	110,394.4	96,242.1	14,152.3	14.7
Local Assistance Grants	88,605.2	74,524.4	14,080.8	18.9
Education	20,021.7	18,106.5	1,915.2	10.6
Environment	383.7	196.3	187.4	95.5
General Government	1,105.5	1,662.7	(557.2)	(33.5)
Public Health Medicaid	47,510.2	38,885.8	8,624.4	22.2
Public Health Other	8,047.2	6,005.1	2,042.1	34.0
Public Safety	3,090.9	987.8	2,103.1	212.9
Public Welfare	4,892.2	5,291.2	(399.0)	(7.5)
Support and Regulate Business	678.3	706.6	(28.3)	(4.0)
Transportation	2,875.5	2,682.4	193.1	7.2
Department Operations	11,970.6	11,136.9	833.7	7.5
Personal Service	8,114.2	7,580.0	534.2	7.0
Non-Personal Service	3,856.4	3,556.9	299.5	8.4
Other	9,818.6	10,580.8	(762.2)	(7.2)
General State Charges	5,060.3	5,233.2	(172.9)	(3.3)
Debt Service (including pmts on financing				
agreements)	561.4	1,425.4	(864.0)	(60.6)
Capital Projects	4,196.9	3,922.2	274.7	7.0

# All Funds Disbursements Increase 14.7 percent over SFY 2022-23

Year to date disbursements in All Funds have increased 14.7 percent over the previous fiscal year. This is mainly attributed to a \$18.9 billion increase in Local Assistance Grants. Medicaid spending increased by approximately \$8.7 billion due primarily to the phase-out of enhanced Federal Medical Assistance Percentages (eFMAP) and the front-loading of Medicaid expenditure in the first half of the fiscal year. Education spending increased by \$1.9 billion over SFY 2022-23.



## **ECONOMIC OUTLOOK**

# **United States Economy**

- The U.S. economy is performing well at full employment. **Gross Domestic Product** (GDP), accelerated to an estimated average quarterly rate of 3.0 percent, on an annualized rate basis, in the first three quarters of 2023, after slowing to an average quarterly rate of a mere 0.7 percent in 2022. The main driver of this above-potential growth is resilient consumer spending. However, on a yearly average basis, growth of national output is forecast to slow from an estimated 2.4 percent in 2023 to 1.7 percent in 2024 and 2.0 percent in 2025. The deceleration of growth will be broad-based, ranging from household spending to business capital spending.
- After growing 2.0 percent in 2022, **U.S. personal income** growth is expected to accelerate by 5.5 percent in 2023, due largely to personal transfer receipts returning to trend growth from pandemic-related volatility. Helped by continued strong gains in interest income, and robust growth in wages, personal income is projected to continue to experience robust growth of 5.3 percent in 2024. Growth in personal income is forecast to decelerate to 4.7 percent in 2025, as employment and wage growth slows.
- ➤ Wages and salaries, the largest component of personal income, are estimated to grow 6.4 percent in 2023, following a 7.8 percent increase in 2022, as the labor market remains tight, and workers demand higher wages as inflationary pressures persists. Wages and salaries growth is forecast to decelerate to 5.0 percent in 2024 and 4.4 percent in 2025, as employment growth and inflation expectations continue to moderate.
- As sales growth is slowing and cost pressures remain elevated, corporate profits have weakened in 2023 to an estimated 1.0 percent on an annual average basis, after two consecutive years of strong recovery in 2021 and 2022. With sales growth expected to soften further, gains in corporate profits are forecast to remain modest in the next two years. Corporate profits' share of national income increased to a nine-year high in the third quarter of 2021, but it has since been declining and will likely decline further in the next two years.

- Nonfarm payroll **employment** is estimated to slow to 2.4 percent in 2023, following 4.3 percent in 2022. The slowdown is due to a tight labor market persisting with employers still facing difficulty finding qualified workers. With sales growth expected to moderate over the forecast period, businesses will adjust down their pace of hiring accordingly. Employment growth is forecast to slow to 1.1 percent in 2024 and decelerate further in 2025 to 0.6 percent.
- ➤ To bring inflation down toward its two percent target on a sustained basis, the **Federal Reserve** remains restrictive on its policy stance. The current forecast assumes that the Federal Reserve will pause rate hikes for the current policy cycle and maintain the current target range until the second quarter of 2024, before starting to cut rates. On a yearly average basis, the yield on 3-month Treasury bills is forecast to decrease to 4.97 percent in 2024 and 4.04 percent in 2025, from an estimated 5.26 percent in 2023, in tandem with the expected cuts in the federal funds rate in the second half of 2024 through 2025. Reflecting the Federal Reserve's continuing quantitative tightening and increased risks from widening federal budget deficits, the 10-year Treasury yield is forecast to increase to 4.29 percent in 2024 from an estimated 4.02 percent in 2023. The 10-year yield is forecast to decline to 3.91 percent in 2025 in tandem with the expected decline in the 3-month yield.
- ➤ Risks to the current economic forecast are mostly weighted toward the downside. As the central bank is widely expected to tighten its monetary policy further, interest rates will likely continue to increase. Should financial market volatility worsen, and the sentiments of households and businesses precipitate abruptly, consumer and business spending could cool more sharply than called for in the current forecast. Consequently, the odds of the economy falling into a recession would increase further. Other downside risks include geopolitical uncertainties, another round of a potential banking crisis, and the deteriorating financial position of the federal government.

# **National Forecast Comparisons**

➤ The NYS Assembly Ways and Means Committee's forecast for overall national economic growth for 2024 is 1.7 percent. The Committee's forecast is 0.1 percentage point above the Division of the Budget and the S&P Global forecasts; 0.4 percentage point above Moody's Analytics' projections; and 0.6 percentage point above the forecast of the Blue Chip Consensus.

Table 5

U.S. Real GDP Forecast Comparison						
	Actual 2022	Estimate 2023	Forecast 2024			
Ways and Means	1.9	2.4	1.7			
Division of the Budget	1.9	2.4	1.6			
Blue Chip Consensus	N/A	2.2	1.1			
Moody's Analytics	2.1	2.1	1.3			
S&P Global	2.1	2.5	1.6			

Sources: NYS Assembly Ways and Means Committee; NYS Division of the Budget, FY 2024 Enacted Budget Financial Plan Mid-Year Update, October 2023; Blue Chip Economic Indicators, October 2023; Moody's Analytics, October 2023; S&P Global Market Intelligence, October 2023.

# **New York State Economy**

- ➤ Total nonfarm **employment** in the State grew 4.3 percent in State Fiscal Year (SFY) 2022-23, as the economy continued to recover from the pandemic-led recession. Nonfarm employment is estimated to grow slower at 2.0 percent in SFY 2023-24 due to a tight labor market and slowing labor force growth. With sales growth expected to soften, businesses will adjust down their hiring plans further in SFY 2024-25, causing the growth of nonfarm employment to decelerate to 0.8 percent.
- ➤ Overall **personal income** growth in the State slowed sharply to 0.8 percent in SFY 2022-23, as various pandemic-related government support programs ended. Personal income growth in the State is estimated to rebound to 3.8 percent in SFY 2023-24, due largely to personal transfer receipts returning to growth after the pandemic-related volatility in the previous two years. Personal income growth is forecast to improve to 4.2 percent in SFY 2024-25 as growth of wages and other incomes are expected to improve.
- Total nonfarm wages and salaries in the State grew solidly at 5.1 percent in SFY 2022-23 supported by a continued robust growth in employment and base wages. As employment growth is expected to slow and bonuses are expected to decline, the growth of total wages is estimated to slow to 3.7 percent in SFY 2023-24. Total wages are forecast to grow slower at 3.5 percent in SFY 2024-25 as employment and base wages are expected to continue to soften.

The key **risks** to the national economy also apply to the State's forecast. In addition, Wall Street and the financial markets play a central role in the State economy. The Federal Reserve's aggressive reversal of its monetary policy has pushed interest rates to rise rapidly, causing financial markets to plunge. Should financial market volatility worsen, consumer and business spending could cool more sharply and might have critical implications for the economic and fiscal health of the State.

## **State Forecast Comparisons**

- For SFY 2023-24, the NYS Assembly Ways and Means Committee forecasts the State's total nonfarm payroll employment will grow 2.0 percent in SFY 2023-24, which is 1.1 percentage points above the Division of the Budget. The Committee's forecast for wage growth for SFY 2023-24 is 3.7 percent and is 0.9 percentage point above the Division of the Budget. The Committee's estimate of personal income growth is 3.8 percent, which is 0.5 percentage point higher than the Division of the Budget.
- For SFY 2024-25, the NYS Assembly Ways and Means Committee's forecast for total nonfarm payroll employment growth for SFY 2024-25 is 0.8 percent, 0.5 percentage point higher than the Division of the Budget. The Committee's forecast for wage growth in SFY 2024-25 is 3.5 percent, which is 0.3 percentage point below the Division of the Budget. The Committee's forecast for personal income growth for SFY 2024-25 is 4.2 percent, which is 0.1 percentage point higher than the Division of the Budget.

Table 6

New York State Economic Forecast Comparison						
	Actual SFY 2022-23	Estimate SFY 2023-24	Forecast SFY 2024-25			
Employment						
Ways and Means	4.3	2.0	0.8			
Division of the Budget	4.3	0.9	0.3			
Wages						
Ways and Means	5.1	3.7	3.5			
Division of the Budget	4.9	2.8	3.8			
Personal Income						
Ways and Means	0.8	3.8	4.2			
Division of the Budget	0.6	3.3	4.1			

Sources: NYS Assembly Ways and Means Committee staff; NYS Division of the Budget, FY 2024 Enacted Budget Financial Plan Mid-Year Update, October 2023.

# **U.S. ECONOMIC FORECAST TABLE**

Table 7

U.S. Economic Outlook							
(Percent Change)							
	Actual <b>2021</b>	Actual 2022	Estimate 2023	Forecast 2024			
Real GDP	5.8	1.9	2.4	1.7			
Personal Income	9.1	2.0	5.5	5.3			
Wages & Salaries	9.0	7.8	6.4	5.0			
Corporate Profits	22.6	9.8	1.0	1.1			
Productivity	2.2	(1.7)	1.1	1.8			
Employment	2.9	4.3	2.4	1.1			
Unemployment Rate*	5.4	3.6	3.6	3.8			
CPI-Urban	4.7	8.0	4.1	2.6			
S&P 500 Stock Price	32.6	(3.9)	3.1	0.2			
Treasury Bill Rate (3-month)*	0.0	2.1	5.3	5.0			
Treasury Note Rate (10-year)*	1.4	3.0	4.0	4.3			

<sup>\*</sup> Annual average rate.

Note: Personal income and corporate profits growth rates are based on nominal

Sources: U.S. Bureau of Economic Analysis; U.S. Bureau of Labor Statistics; Federal Reserve; Standard & Poor's; NYS Assembly Ways and Means Committee staff.

## N.Y.S. ECONOMIC FORECAST TABLE

Table 8

New York State Economic Outlook						
(Percent Change)						
	Actual	Actual	Estimate	Forecast		
	2021	2022	2023	2024		
Employment	2.7	5.0	2.5	0.9		
Personal Income	7.4	(1.9)	4.4	3.7		
Total Wages	8.8	6.9	4.7	3.0		
Base Wages	7.4	7.8	5.6	3.8		
Variable Compensation	18.8	1.0	(1.4)	(3.1)		
New York Area CPI	3.3	6.1	3.7	2.4		

Note: Base wages and variable compensation are estimated by the NYS Assembly Ways and Means Committee staff and sum to total wages. New York area CPI is based on the New York-Northern NJ-Long Island, NY-NJ-CT-PA CPI-U series from the U.S. Bureau of Labor Statistics.

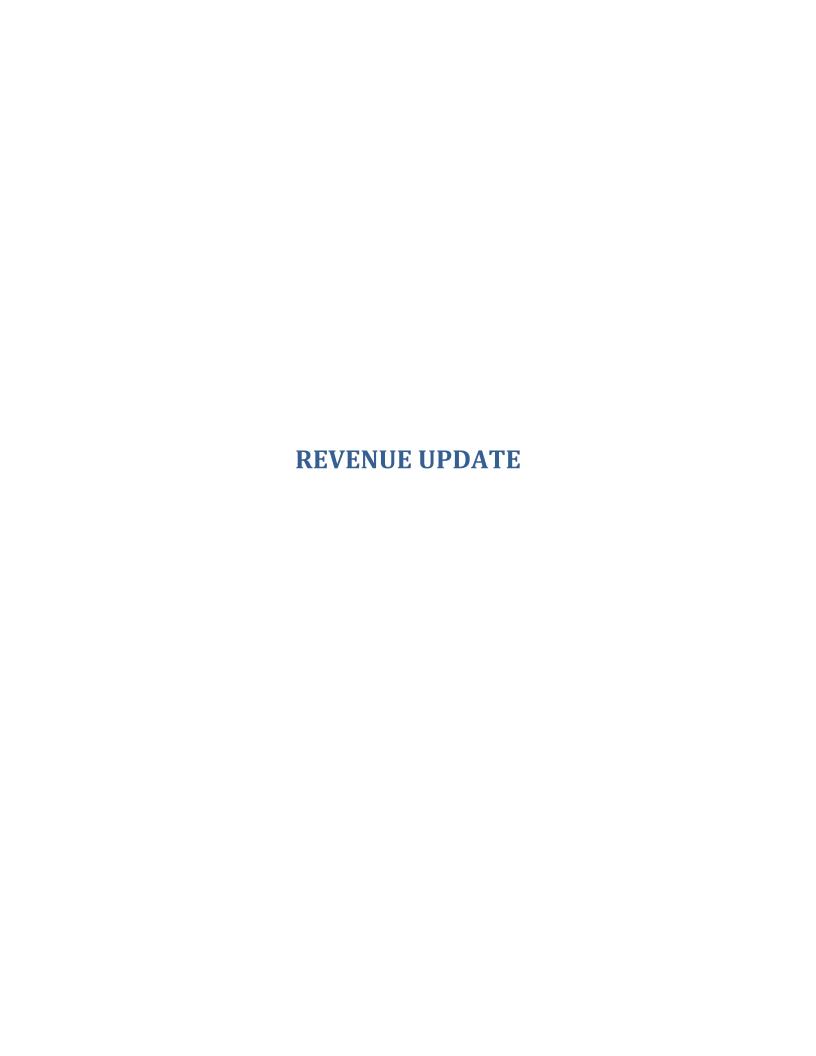
Sources: U.S. Bureau of Economic Analysis; NYS Department of Labor; U.S. Bureau of Labor Statistics; NYS Assembly Ways and Means Committee staff.

Table 9

New York State Economic Outlook State Fiscal Year						
		Actual 2022-23	Estimate 2023-24	Forecast 2024-25		
Employment	Percent Change	4.3	2.0	0.8		
	Level (Thousands)	9,299.3	9,487.9	9,560.2		
Personal Income	Percent Change	0.8	3.8	4.2		
	Level (Billions)	1,477.4	1,533.7	1,597.4		
Total Wages	Percent Change	5.1	3.7	3.5		
	Level (Billions)	841.0	872.0	902.3		
Base Wages	Percent Change	7.4	4.4	3.7		
	Level (Billions)	738.7	771.2	799.7		
Variable Compensation	Percent Change	(8.6)	(1.5)	1.8		
	Level (Billions)	102.3	100.8	102.6		
New York Area CPI	Percent Change	6.1	3.0	2.3		
	Index Level (1982-84=100)	314.3	323.7	331.1		

Note: Employment level is in thousands; wage and personal income levels are in billions of dollars.

Sources: U.S. Bureau of Economic Analysis; NYS Department of Labor, QCEW; U.S. Bureau of Labor



#### REVENUE UPDATE

# All Funds Tax Receipts State Fiscal Year 2023-24

- All Funds revenues are estimated to total \$225.4 billion in State Fiscal Year (SFY) 2023-24 for a year-to-year decline of 3.3 percent, or a decrease of \$7.7 billion, mainly attributed to a decline Personal Income Tax (PIT) collections and Miscellaneous Receipts.
- ➤ The Assembly Ways and Means Committee projection of **All Funds tax revenue** for SFY 2023-24 is \$102.6 billion, representing a decrease of 8.1 percent, or \$9.0 billion, from SFY 2022-23.
- The decrease in overall tax receipts is primarily related to a \$6.9 billion decrease in PIT collections due to changes in taxpayer behavior in response to the Pass-Through Entity Tax (PTET) and a strong decline in Tax Year 2022 payments, and a \$2.6 billion decrease in Business Tax collections. This decrease is partially offset by a \$1.4 billion increase in Sales and Use Tax collections.
- ➤ The Committee's All Funds revenue estimate is \$838 million above the Executive's estimate at mid-year, with moderately positive variances across all major tax areas.

# **All Funds Tax Receipts State Fiscal Year 2024-25**

- ➤ The Committee expects **All Funds revenues** to decrease by 2.1 percent, for a total of \$220.6 billion, in SFY 2024-25, primarily related to a \$8.7 billion decrease in **Federal Funds Receipts**, which is partially offset by a \$4.4 billion increase **PIT receipts**.
- ➤ The Committee expects a 3.5 percent increase in All Funds tax receipts in SFY 2024-25, for a total of \$106.2 billion.
- ➤ The Committee's All Funds revenue forecast is \$992 million above the Executive's estimates.
- The Committee's forecasts reflect ongoing economic uncertainty at the state and national levels, as well as unpredictability in taxpayer behavior in response to the PTET, which makes forecasting tax collections increasingly difficult.

Table 10

SFY 2023-24 All Funds Estimate Summary (\$ in Millions)						
	2022-23	2023-24			Diff.	
	Actual	Estimate	Change	Growth	Exec.	
Personal Income Tax	58,776	51,845	(6,931)	(11.8%)	576	
User Taxes	20,584	21,954	1,370	6.7%	22	
Business Taxes	28,617	26,020	(2,597)	(9.1%)	105	
Other Taxes	3,679	2,822	(857)	(23.3%)	2	
Total Tax Collections	111,656	102,641	(9,015)	(8.1%)	705	
All Funds Miscellaneous Receipts	27,454	23,430	(4,024)	(14.7%)	56	
Gaming	4,388	4,560	172	3.9%	76	
Total w/Miscellaneous Receipts & Gaming	143,498	130,631	(12,867)	(9.0%)	836	
Federal Funds	89,563	94,765	5,202	5.8%	-	
Total All Funds Receipts	233,061	225,397	(7,664)	(3.3%)	838	
* Totals may not add up due to rounding.						

Table 11

SFY 2024-25 All Funds Forecast Summary (\$ in Millions)						
	2023-24 Estimate	2024-25 Forecast	Change	Growth	Diff. Exec.	
Personal Income Tax	51,845	56,207	4,362	8.4%	669	
User Taxes	21,954	22,458	504	2.3%	31	
Business Taxes	26,020	24,992	(1,028)	(4.0%)	95	
Other Taxes	2,822	2,534	(288)	(10.2%)	25	
Total Tax Collections	102,641	106,190	3,549	3.5%	819	
All Funds Miscellaneous Receipts	23,430	23,862	432	1.8%	35	
Gaming	4,560	4,459	(101)	(2.2%)	138	
Total w/Miscellaneous Receipts & Gaming	130,632	134,511	3,880	3.0%	992	
Federal Funds	94,765	86,074	(8,691)	(9.2%)	-	
Total All Funds Receipts	225,397	220,585	(4,811)	(2.1%)	992	

# **Year-To-Date Tax Receipts**

- Year-to-date tax receipts through September reflect a moderate decline compared to the first six months of SFY 2022-23. However, when compared to the SFY 2019-20 level, this fiscal year's tax collections indicate a continuation of the strong growth in overall collections that had occurred prior to the pandemic (see Figure 2 below).
- Through September, All Funds tax revenue has decreased by 11.8 percent compared to the same period in SFY 2022-23, but has increased 21.4 percent over the SFY 2019-20 pre-pandemic level.
- Personal Income Tax (PIT) receipts, mainly attributed to taxpayer behavior related to the Pass-Through Entity Tax (PTET) and a strong decline in capital gains income that has severely depressed Tax Year 2022 extension payments. The year-to-date decrease in overall collections have been partially offset by better than expected Business Tax Receipts, which have increased 4.6 percent year-to-date when excluding the impact of PTET, and tax changes included in the SFY 2021-22 Enacted Budget, such as the increase in certain tax rates. In addition, elevated levels of consumer price inflation have contributed to a moderate increase in Sales Tax collections (see economic section).
- ➤ While there is some room for upside growth in overall tax collections, mainly related to sustained growth in non-bonus wages and consumer demand and the expiration of one-time revenue actions taken in the SFY 2022-23 Enacted Budget, gross PIT receipts are expected to remain depressed over the final six months of the fiscal year due to a continued weakness in capital gains income and an expected year-over-year decline in finance and insurance sector bonuses.

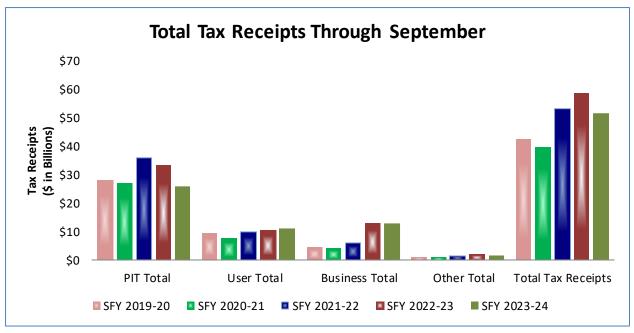
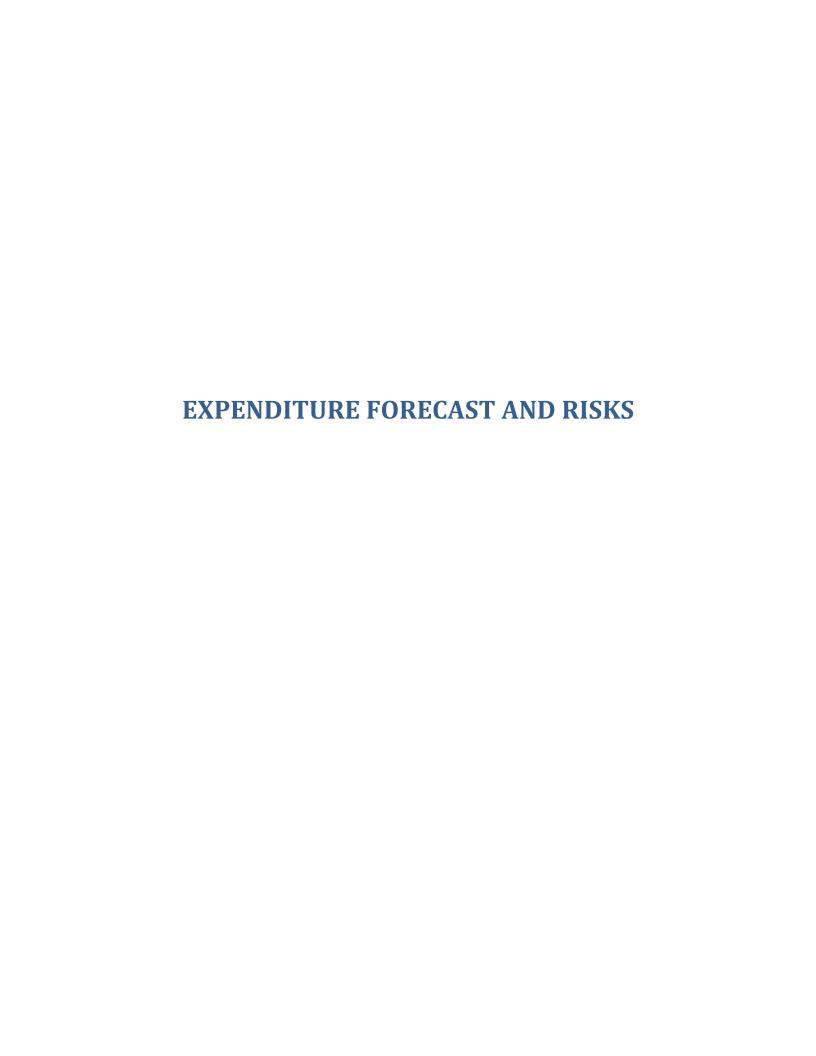


Figure 2

# SFY 2023-24 Enacted Budget - Major Revenue Actions

- ➤ Extend Increased Corporate Franchise Tax Rates: The Enacted Budget extended the current 7.25 percent tax rate for corporate taxpayers with net incomes over \$5 million, and the 0.1875 percent capital base tax for businesses that are not categorized as small businesses (net incomes less than \$390,000 and less than 100 employees) or co-operative apartments, through Tax Year 2026. This action is projected to increase Business Tax collections by \$810 million in Fiscal Year 2025 and \$1.2 billion in Fiscal Year 2026.
- ➤ Expand the Empire State Child Credit: The Enacted Budget expanded the Empire State Child Credit to include families with children under the age of four. This action is projected to reduce Personal Income Tax collections by \$179 million annually beginning in Fiscal Year 2025.
- Enhance and Extend the Empire State Film and Post-Production Tax Credit: The Enacted Budget extended the Empire State Film and Post-Production Tax Credit for five years, through tax year 2034. The Budget also increased the annual aggregate cap of the credit from \$420 million to \$700 million beginning in tax year 2024, included "Above the Line" salaries in the calculation of the credit, and enhanced program benefits for certain Upstate productions.

- ➤ Enhance the Musical and Theatrical Production Tax Credit: The Enacted Budget increased the aggregate annual cap for the New York Musical and Theatrical Production credit by \$100 million to \$300 million.
- ➤ Create a Tax Credit for Child Care Creation and Expansion: The Enacted Budget established a two-year \$25 million refundable tax credit program for certain businesses that create or expand childcare slots for children of their employees. This action is projected to reduce Business Tax collections by \$25 million in SFY 2024-25.
- ➤ Increase the State Excise Tax on Cigarettes: The Enacted Budget increased the excise tax on cigarettes by one dollar, from \$4.35 to \$5.35, and to increase the existing use tax rate on cigarettes by the same amount. This action is projected to reduce User Tax collections by \$13 million in SFY 2023-24 and \$25 million in SFY 2024-25, due to an expected decrease in smoking rates.



#### EXPENDITURE FORECAST AND RISKS

#### Medicaid

# **Enhanced Federal Support**

With the enactment of the Families First Coronavirus Response Act (FFCRA) in March 2020, Federal Medical Assistance Percentages (FMAP) were increased by 6.2 percent for each calendar quarter occurring during the declared public health emergency. Due to this enhanced level of Federal cost sharing, for the period of April 2021 to March 2022 an additional \$2.9 billion was claimed by the State and from March 2022 to March 2023 the State will claim approximately \$3.7 billion. Pursuant to the 2023 Consolidated Appropriations Act eFMAP will be gradually phased out by the end of the calendar year with the matching percentage declining from 6.2 percent to 5 percent through June 30, 2023, 2.5 percent through September 30, 2023, and 1.6 percent through December 31, 2023. Throughout this time the State will claim approximately \$1.6 billion in enhanced Federal funding.

Federal support has been used to offset increased Medicaid enrollment, which has reached a peak of 8 million recipients as of June 2023, an increase of 1.8 million enrollees since the beginning of the COVID-19 pandemic. As of July 2023, the State has started the process of disenrolling individuals who are found to be no longer eligible for Medicaid with the ending of the Maintenance of Effort (MOE) requirements during the initial Public Health Emergency. Enrollees will still be afforded twelve months of continuous coverage regardless of eligibility status even with the lifting of other MOE requirements.

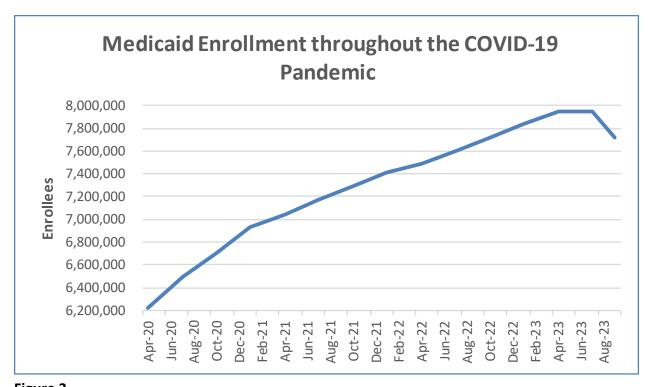


Figure 3

## Medicaid Spending: SFY 2022-23, 2023-24, 2024-25

Total New York State share Medicaid spending for the Department of Health (DOH) in State Fiscal Year (SFY) 2022-23 was \$25.8 billion. Based on the data for the first six months of SFY 2023-24, and accounting for adjustments related to enhanced federal support, it is estimated that DOH Medicaid expenditures will total \$27.8 billion in SFY 2023-24, an increase of 7.6 percent. In SFY 2024-25, DOH Medicaid spending is projected at \$30.7 billion, representing an increase in State share spending of 10.5 percent. The notable increase in projected state spending in SFY 2024-25 can be attributed to the phase-out of eFMAP, which in prior fiscal years had served to offset spending.

Table 12

COVID-19 eFMAP Medicaid Spending Impact (\$ in Thousands)						
	SFY 2022-23	SFY 2023-24	SFY 2024-25			
DOH Medicaid Spending	\$29,443	\$29,314	\$30,658			
State Share eFMAP Savings	(\$3,652)	(\$1,567)	\$0			
Adjusted DOH Medicaid Spending	\$25,791	\$27,747	\$30,658			

## **Medicaid Global Cap**

The SFY 2022-23 budget implemented an update to the metric used to calculate the Global Cap by utilizing the 5-year rolling average of the CMS Medicaid Spending Annual Growth Rate. Under the new Global Cap metric, SFY 2023-24 DOH Medicaid expenditures will be capped at \$21.5 billion. This represents indexed growth of 5.8 percent or \$1.2 billion over the SFY 2022-23 Global Cap. In SFY 2024-25 the Global Cap is indexed to grow by 6.3 percent or \$1.4 billion to \$23.1 billion. Over the five-year financial plan, the new Global Cap metric allows for \$11 billion in combined new allowable expenditure compared to the prior Global Cap metric.

If DOH Medicaid spending is projected to exceed the global cap, the state Medicaid Director is authorized to implement a Medicaid Savings Allocation Plan, consisting of reimbursement rate reductions and/or benefit reductions, to bring expenditures in-line with the budgeted amounts under the cap. The Executive must provide notification to the Legislature 30 days prior to the implementation of any savings plan.

## **Risks to the Medicaid Spending Forecast**

As of July 1, 2023, individuals found to be ineligible for Medicaid will begin to be disenrolled for the first time since the Federal MOE requirements were put into place with the signing of FFCRA in March of 2020. While the State begins to disenroll those who are ineligible, the staggered phase out of eFMAP pursuant to the 2023 Consolidated Appropriations Act will afford the Financial Plan some ability to offset costs of increased enrollment through December 31, 2023. At this time, it is unclear how quickly Medicaid enrollment will decline as individual's twelve-months of continuous coverage lapse. The Executive projects that Medicaid enrollment will begin declining towards pre-pandemic trends in the later part of SFY 2024-25.

# **Public Assistance Caseload and Expenditures**

Public assistance expenditures consist of two main categories of spending: Family Assistance and Safety Net Assistance. The Family Assistance program is a federal program that provides support services and cash assistance to eligible families and children, and is financed through the federal Temporary Assistance for Needy Families (TANF) grant. The Safety Net Assistance program is a State program, financed jointly between the State and local governments. As the name implies, it offers a "safety net" by providing cash assistance to those individuals who do not qualify for Family Assistance (i.e., single adults, childless couples, and families that have exhausted their five year time limit for TANF eligibility imposed under federal law). It should be noted that while the data available from the Office of Temporary and Disability Assistance (OTDA) is sufficient for estimating the public assistance caseload, it lacks the needed specificity for preparing a public assistance spending forecast. While economic factors such as employment, wages, and unemployment exhaustions may help to forecast the number of recipients on the public assistance rolls, translating those figures into spending terms cannot be done with precision because a significant portion of public assistance expenditures are made for emergency situations that are unrelated to the public assistance caseload. Consequently, in order to forecast public assistance expenditures more accurately, OTDA needs to refine currently available data by segregating emergency and other non-assistance spending from basic expenditures that are directly related to the public assistance caseload.

Table 13

Expenditures (\$ in millions)	SFY 2022-23 (actual)	SFY 2023-24 (WAM estimate)	SFY 2024-25 (WAM estimate)
Federal	\$1,032	\$1,066	\$1,066
General Fund	\$603	\$672	\$683

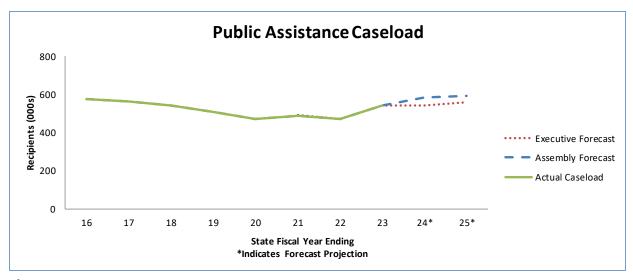


Figure 4

#### SFY 2022-23 Closeout

For SFY 2022-23, actual public assistance expenditures were \$3.1 billion on an All Funds basis, with an average monthly caseload of 540,657. This represented a caseload increase of 14.5 percent over the previous State fiscal year and a spending increase of \$415.1 million or 15.4 percent.

The actual caseload in SFY 2022-23 was 68,214 recipients higher than levels projected in the SFY 2022-23 Enacted Budget. At the time, expenditures for SFY 2022-23 were estimated at \$3.02 billion, or \$93.3 million lower than the actual spending level.

#### SFY 2023-24 Forecast

Assembly Ways and Means Committee staff estimate that public assistance spending will total approximately \$3.4 billion on an All Funds basis in SFY 2023-24, with State share spending of \$671.5 million, to provide benefits to 584,473 recipients. This represents an aggregate increase of \$269.8 million and 43,816 recipients above the SFY 2022-23 closeout. Localities can expect to see a similar trend in their share of public assistance contributions. On a State Funds basis, the Committee staff projection is \$133.5 million higher than the SFY 2023-24 Enacted Budget. At midyear, the Executive estimates expenditures for SFY 2023-24 at \$3.57 billion on an All Funds basis (\$651 million State share), approximately \$456.2 million above the SFY 2022-23 closeout and \$186.5 million (\$20 million State share lower) above the Assembly estimate. The Executive projects a monthly average caseload of 558,000, a 5.2 percent caseload increase over SFY 2022-23, this estimate is 4.7 percent lower than the Assembly projection.

#### SFY 2024-25 Forecast

The Executive estimates caseload will decrease to 536,699 or 3.8 percent in SFY 2024-25, with a State share spending of \$707 million. The Ways and Means Committee staff estimates that the public assistance caseload will increase to 590,708, or 54,009 recipients above the Executive mid-year forecast. State share for public assistance expenditures are estimated to increase to \$682.7 million, which is \$24.3 million above the Executive's forecast.

#### **Risks to the Public Assistance Forecast**

Extraordinary measures taken by the federal and state governments during the pandemic, including expansions of the Unemployment Insurance program, rental assistance, and eviction moratoria, were successful in preventing significant economic distress to low-income New Yorkers. The expiration of these programs, however, has led to increased caseloads as people are no longer receiving emergency benefits and turn to public assistance for financial support.

Currently, there is vast uncertainty in the global economy and how that may affect New York State. High inflation, increased rents, and higher energy bills have led to more financial burden on the State's low-income population. In addition to these economic realities, the increase of asylum seekers in the State will have an impact on the public assistance caseload and associated costs. It is projected that public assistance caseload will be higher in the coming fiscal year for these reasons.

#### **Education**

#### School Year 2023-24

The 2023-24 enacted Education Budget provides a total of \$34.4 billion in General Support for Public Schools. Of this amount, \$34.1 billion is allocated through statutory school aid formulas. This amount reflects a year to year increase of approximately \$3 billion from School Year 2022-23. In addition, a portion of funds received from the Federal Coronavirus Response and Relief Supplemental Appropriations Act of 2021 (CRRSA) and the American Rescue Plan Act of 2021 (ARPA) are still to be expended by school districts. Funds from the CARES Act were to be fully expended by January 28, 2023, CRRSAA funds must be spent by January 28, 2024, and ARPA funds must be spent by January 28, 2025.

Foundation Aid remains the largest component of school aid at a total of \$24 billion. The Foundation Aid formula was developed to take into account the needs of individual districts with low fiscal capacity and a concentration of high-need students. The 2023-24 State Budget increased Foundation Aid by \$2.6 billion over the 2023-24 School Year as part of the Legislature's multi-year commitment to fully fund Foundation Aid by the 2023-24 School Year.

Reimbursable Aids for School Year 2023-24 totaled approximately \$8.9 billion, an increase of \$200.3 million or 2.3 percent over School Year 2022-23. Additionally, the 2023-24 enacted budget provided an increase of \$150 million for the Universal Prekindergarten program to expand the number of prekindergarten slots statewide; \$50 million of this funding will be distributed through a Request for Proposals (RFP) process and will pay \$10,000 per prekindergarten slot.

#### School Year 2024-25

School aid increases are statutorily benchmarked to a ten year average of the Personal Income Growth Index (PIGI), a measure of personal income growth in New York State. The School Year 2024-25 PIGI is 3.7 percent, or an increase of approximately \$1.3 billion. Statutorily, this amount must support Foundation Aid, Reimbursable Aids and the payment of certain grants. However, the Legislature has traditionally overridden this cap, if necessary, to provide appropriate levels of school aid funding.

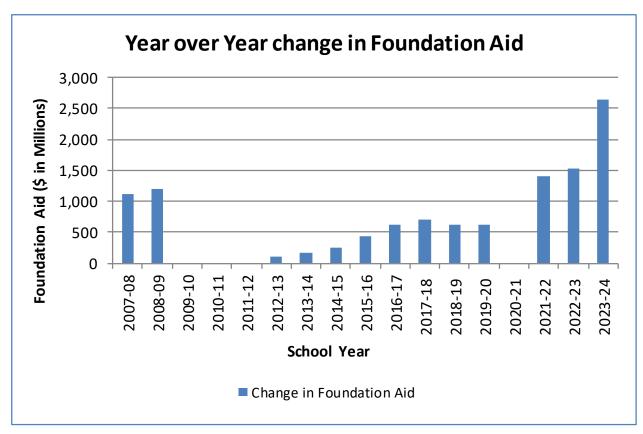


Figure 5

In School Year 2023-24, there was a successful commitment to provide the full amount of Foundation Aid to school districts. Statutorily, school districts will be eligible to receive inflationary increases from the Foundation Aid formula, along with any changes due to demographic factors. Taking into account anticipated inflation and demographic changes, the Assembly estimates a \$940 million or 3.9 percent increase in Foundation Aid, for a total of \$24.9 billion. In addition, school districts have traditionally been given a minimum increase in Foundation Aid, though this is not in statute.

In SFY 2022-23 an agreement was reached to provide a three year, \$375 million investment in Universal Prekindergarten (UPK), with \$125 million in additional funding being allocated each year. A portion of this funding supports new prekindergarten slots at the current program level, and another portion of the funding supports a request for proposal (RFP) processes to pay \$10,000 per prekindergarten slot. An additional \$25 million was provided above the \$125 million in the 2023-24 school year for additional slots funded at \$10,000 per-pupil. The third year of funding is expected in SFY 2024-25.

Additionally, the State provides reimbursement for a variety of education expenses that school districts incur. Ensuring proper facilities, reducing costs by using shared services, educating students with special needs, and transporting students to and from schools safely are all part of providing a sound, basic education to students throughout the State. In developing estimates of growth in formula based aids, the Assembly has traditionally used an average of recent growth in these programs to reflect current expenditure levels. Over the past five years the rate of change in formula based aids has been drastically inconsistent, ranging anywhere from -17 percent to 21 percent. However, based on overall trends, the Assembly estimates Reimbursable Aids will increase by \$285 million or 3.2 percent, for a total of \$9.2 billion. The November 15th database is currently unavailable and will provide more specific data on projected growth.

Table 14

				YEAR TO YEAR	R AID GROWTH				
	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
									(estimated)
Reimburable Aids	7,406,817,871	7,602,091,849	7,809,984,062	8,079,823,953	6,717,913,372	8,128,342,165	8,713,851,219	8,914,182,687	9,199,436,533
Change		195,273,978	207,892,213	269,839,891	(1,361,910,581)	1,410,428,793	585,509,054	200,331,468	285,253,846
% Change		2.64%	2.73%	3.46%	-16.86%	21.00%	7.20%	2.30%	3.20%
Source: State Educa	tion Department I	ocal Assistance Ta	bles						

When accounting for increases in Foundation Aid and Reimbursable Aids, the Assembly projects School Aid will increase from \$34.4 billion in School Year 2023-24, to \$35.7 billion in School Year 2024-25, for a total increase of \$1.3 billion, or 3.9 percent. As noted above, more specific data will become available from the State Education Department on the projected growth of Foundation Aid and Reimbursable Aids with the release of the November 15th database. Additionally, as the school year continues, any other needs of the almost 700 school districts in New York State will become more apparent.

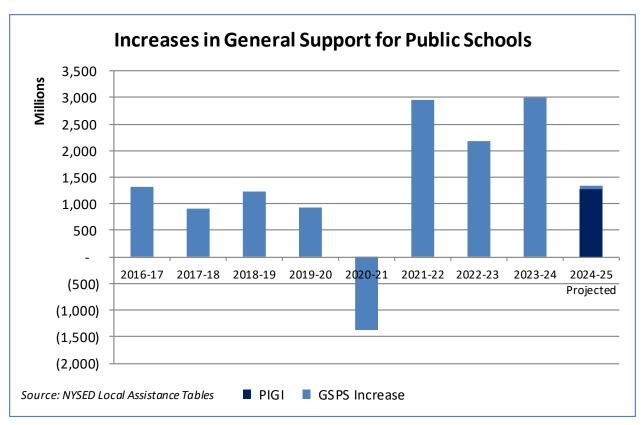


Figure 6

# **Federal Impacts to the Financial Plan**

# Federal Coronavirus Response Legislation and Action

The Federal Government passed several bills in response to the COVID-19 public health emergency. New York State has received a total of \$355.1 billion under Federal pandemic assistance legislation and actions. It is projected that a total of \$66.3 billion including \$12.7 billion in unrestricted aid will flow through the State's Financial Plan and the rest will go directly to eligible individuals and entities.

Table 15

		<b>Funding Flowing</b>
	<b>Total Funds</b>	Through
Bill/Source	Available	The Financial Plan
CARES Act	220,552	8,219
Families First Coronavirus Response Act	19,133	14,495
American Rescue Plan ARP Act of 2021	84,351	32,031
Coronavirus Response and Relief Supplemental Appropriations		
(CRRSA) Act of 2021	25,307	7,405
FEMA Lost Wage Assistance (Administrative Action)	4,120	4,120
Paycheck Protection Program and Health Care Enhancement Act	1,556	0
CPRSA Act of 2020	65	0
Total	355,083	66,270

The total projected amount includes \$12.75 billion in unrestricted aid provided through the ARP.

# Federal Funds Projected Disbursements per Program Area

Federal Funds spending is expected to total \$91.9 billion in SFY 2023-24 including \$14.3 billion in spending related to pandemic assistance. Federal Funds spending is estimated to increase by \$6.9 billion over SFY 2022-23 driven by increasing costs for health care, transportation and pandemic assistance spending. The Division of Budget assumes total projected pandemic assistance spending over the next three years of \$7.8 billion, with spending dropping from \$14.3 billion in SFY 2022-23 to \$69 million in SFY 2026-27. An additional \$12.75 billion in unrestricted federal aid is not reflected in total disbursements and is instead used over the course of the plan to support the General Fund.

Table 16

FEDERAL FUNDS DISBURSEMENTS (\$ in Millions)						
	Actuals	Projected	Projected	Projected	Projected	Projecte
DISBURSEMENTS						
Medicaid <sup>1</sup>	48,136	52,719	50,030	52,118	53,717	256,72
Health	8,960	10,385	12,379	13,100	13,451	58,27
Social Welfare	4,931	4,645	4,799	4,802	4,803	23,98
Education	4,640	4,428	4,428	4,357	4,357	22,21
Public Protection	1,484	1,301	1,305	1,337	1,303	6,73
Transportation	1,782	2,495	2,696	2,845	2,888	12,70
All Other²	1,182	1,617	1,605	1,609	1,634	7,64
Pandemic Assistance*	13,794	14,268	6,485	1,214	69	35,83
Child Care Funds	348	831	224	0	0	1,40
Education ARP Funds	2,148	2,922	3,730	0	0	8,80
FFCRA/COVID eFMAP, including local passthrough	4,441	1,908	0	0	0	6,34
ARP HCBS eFMAP	589	1,848	0	0	0	2,43
Education Supplemental Appropriations Act	1,809	1,241	500	0	0	3,55
Lost Wages Assistance	0	0	0	0	0	
Emergency Rental Assistance Program (ERAP)	726	325	0	0	0	1,05
Education CARES Act Funds	239	14	0	0	0	25
SUNY State-Operated Campuses Federal Stimulus	278	0	0	0	0	27
FEMA Reimbursement of Eligible Pandemic Expenses	0	1,225	225	0	0	1,45
FEMA Local Pass-Through Funding	1,853	3,350	1,500	1,100	0	7,80
Coronavirus Local Fiscal Recovery Fund Non-Entitlement Pass-Through	387	0	0	0	0	38
Homeowner Assistance Program	414	54	0	0	0	46
Home Energy Assistance Program	250	21	0	0	0	27
Coronavirus Capital Projects Fund	69	69	69	69	69	34
State Small Business Credit Initiative	174	310	87	0	0	57
FHWA Surface Transportation Block Grant	69	150	150	45	0	41
otal Disbursements	84,908	91,858	83,729	81,383	82,221	424,09

# **Federal Funds Spending - Pandemic Assistance**

- > Child Care Funds: Provided more funding to help in stabilizing the childcare sector.
- **Education ARP Funds:** The ARP provided more education funding for the Elementary and Secondary School Emergency Relief (ESSER) and Emergency Assistance for Nonpublic Schools (EANS) programs, and funding for homeless education, IDEA, library services and the arts.
- Families First Coronavirus Response Act (FFCRA)/COVID eFMAP: The Federal government increased its share of Medicaid funding (eFMAP) by 6.2 percent for each calendar quarter in response to the COVID-19 pandemic. However, by the end of December 2023 eFMAP will be reduced to 5 percent from April 1, 2023 through

June 30, 2023, to 2.5 percent from July 1, 2023 through September 30, 2023, and to 1.5 percent from October 1, 2023 through December 31, 2023.

- ➤ eFMAP Home and Community Based Services: The ARP temporarily increase by 10 percentage point the FMAP for certain Medicaid Home and Community-Based Services (HCBS) through March 31, 2022. The State is expecting to receive a total of \$2.4 billion (\$589 million in FY 2023 and \$1.8 billion in FY 2024) for HCBS services across health and mental hygiene programs.
- ➤ Education Supplemental Appropriations Act: Has provided additional funding for education to support pandemic-related services and assistance to nonpublic schools through the EANS program.
- Education CARES Act Funds: Has provided more education support through the CARES Act including funding to school districts and charter schools.
- Lost Wages Assistance (LWA) Program: Distributed grants to eligible claimants that were unemployed or partially unemployed due to the pandemic. It consisted of a payment of \$300 per week through December 27, 2020 or when funding limits were reached, which was September 6, 2020, in addition to their unemployment benefits.
- Emergency Rental Assistance Program: Makes funding available to assist households that are unable to pay rent and utilities due to the COVID-19 pandemic. Additional funding for the program is provided through the ARP.
- > SUNY State-Operated Campuses Federal Stimulus Spending: Funding available under several Federal stimulus bills lead to higher Federal spending projections for SUNY State-Operated campuses.
- FEMA Reimbursement of Eligible Pandemic Expenses: The State has applied for reimbursement of spending incurred to date and due to the COVID-19 pandemic. However, there is no guaranty that FEMA will approve those claims and that the State would be reimbursed in the amounts or State Fiscal Years as projected in the Financial Plan.

- FEMA Local Pass Through Funding: The Financial Plan assumes that Federal funding for COVID-19 claims submitted to FEMA will pass through the financial plan to reimburse local entities.
- ➤ Coronavirus Local Fiscal Recovery Fund Non-Entitlement Pass-Through: The State distributed \$387 million to local governments in FY 2022 and an additional \$387 million in FY 2023 as part of an ARP requirement for states to pass-through allocations to non-entitlement cities, towns and villages.
- ➤ Homeowner Assistance Fund: This program delivers services to ensure that homeowners going through economic hardships due to the pandemic can stay in their homes.
- ➤ Home Energy Assistance Program: This program helps low-income households pay for the cost of heating, cooling, and weatherizing of their homes. Supplemental funding to the existing program is provided through the ARP.
- Coronavirus Capital Projects Fund: NYS was allocated \$345 million to carry out critical capital projects that directly enable work, education and health monitoring in response to COVID-19.
- > State Small business Credit Initiative: Funding to help small businesses to receive capital needed to invest in job-creating opportunities.
- Federal Highway Administration (FHWA) Surface Transportation Block Grant: Provided under the CRRSA Act, this funding addresses the impact of COVID-19 on Highway Infrastructure Programs.