State of New York

FINANCIAL CONDITION REPORT
FOR FISCAL YEAR ENDED MARCH 31, 2007

Thomas P. DiNapoli, State Comptroller

2007 COMPTROLLER'S REPORT ON THE FINANCIAL CONDITION OF NEW YORK STATE

FOR FISCAL YEAR ENDED MARCH 31, 2007

Office of the State Comptroller • Thomas P. DiNapoli

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Award for Outstanding Achievement in Popular Annual Financial Reporting

PRESENTED TO

State of New York

for the Fiscal Year Ended

March 31, 2006

President

Executive Director

Comptroller's 2007 Report on the Financial Condition of New York State

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

It also presents basic information on trends in State receipts (revenues) and spending, the State's financial position as measured by Generally Accepted Accounting Principles (GAAP), and selected economic and demographic trends affecting the State. Although it fills an information need not met by the traditional, more detailed financial reports issued by the Comptroller's Office, it is not meant to replace them. Detailed accounting data still can be found in reports such as the *Comprehensive Annual Financial Report.*

Financial condition is a broad concept aimed at assessing the ability of a government to meet current and future financial and service obligations. It deals with the State's ability to deliver acceptable levels of services at acceptable levels of taxation, while achieving budget balance and making required debt service payments and pension contributions.

The Office of the State Comptroller was honored this past year when it received the Award for Outstanding Achievement in Popular Annual Financial Reporting from the Government Finance Officers Association for the 2006 Financial Condition Report.

Message from the Comptroller

Thomas P. DiNapoli
STATE COMPTROLLER

It is my pleasure to present the Financial Condition Report for the State of New York for the fiscal year ending March 31, 2007.

The State of New York has much to offer — arts and culture, educational resources, diverse economic activity, and an abundance of recreation and leisure venues — and it remains a premiere destination for new immigrants, opportunity seekers and tourists. However, New York faces considerable fiscal challenges that will require the State's leaders to find creative and effective solutions in order to chart a positive course for the future. A well-planned, collaborative effort will help the State reverse patterns of unsustainable spending, rising debt levels and structural budgetary imbalances.

Total State spending increased to $112.7 billion in State fiscal year (SFY) 2006-07 from $89.1 billion in SFY 2002-03, a 26.6 percent spending increase. This increase is more than twice the rate of inflation as measured by the Consumer Price Index, which rose 11.9 percent during that period. Spending from State resources is forecast in the SFY 2007-08 Enacted Budget Financial Plan to increase 31 percent over the next four years, outpacing the forecast of 21 percent revenue growth and creating a roughly $8.7 billion spending gap by the end of SFY 2010-11.

Meanwhile, State-funded debt outstanding is expected to increase to nearly $64 billion by March 31, 2012, from the SFY 2006-07 level of $51 billion. This increase will drive State-funded debt service costs to an estimated $7.1 billion from $5.1 billion. While debt can be an effective and appropriate funding mechanism to finance capital assets, New York has also issued debt to finance operating deficits, with approximately $8.8 billion outstanding for this purpose. This is troubling because New York is the second most heavily indebted state behind California.

These challenges present an opportunity to craft broad-based, meaningful reforms that will effect lasting change for generations to come. In years past, New York has enacted separate packages of budget reform, debt reform and public authorities reform. Although well intentioned, these efforts have fallen short of their objectives partly because they have not fully appreciated the interrelated nature of these problems.

The time has come to take a holistic approach to financial reform, setting aside piecemeal attempts to correct the State's long-standing structural problems. New York's leaders should work together and produce comprehensive, effective, overarching reforms to restore the State's fiscal strength and integrity and to achieve the highest standards of accountability and transparency in government, in order to restore the public's trust in its government.

New Yorkers deserve nothing less.

Government-Wide Financial Data

New York State's government-wide financial statements include a Statement of Net Assets and a Statement of Activities, both of which distinguish between the State's governmental and business activities.

The full accrual method of accounting is used by many businesses and recognizes revenue and expenses when the earning process is complete, regardless of when cash is received or disbursed. This results in a long-term perspective on finances.

The Statement of Net Assets reports the State's total assets and liabilities. The Statement of Net Assets reports the difference between assets and liabilities into 3 categories: Capital Assets Net of Related Debt, Restricted Net Assets, and Unrestricted Net Assets.

Condensed Statement of Net Assets — Primary Government

As of March 31, 2007

(amounts in millions)

	Governmental Activities	Business-type Activities	Total
Assets:			
Cash and investments	$ 13,556	$ 5,968	$ 19,524
Receivables, net	16,637	2,860	19,497
Internal balances	(299)	402	103
Other assets	1,159	207	1,366
Capital assets	78,320	7,296	85,616
Total Assets	**109,373**	**16,733**	**126,106**
Liabilities:			
Tax refunds payable	7,297	–	7,297
Payable to local governments	3,513	–	3,513
Accrued liabilities & accounts payable	6,166	1,263	7,429
Other liabilities due within one year	3,644	1,496	5,140
Liabilities due in more than one year	43,426	10,375	53,801
Total liabilities	**64,046**	**13,134**	**77,180**
Net Assets:			
Invested in capital assets net of related debt	62,500	207	62,707
Restricted for debt service and other purposes	4,523	2,756	7,279
Unrestricted (deficit)	(21,696)	636	(21,060)
Total Net Assets	**$45,327**	**$ 3,599**	**$48,926**

Condensed Statement of Activities — Primary Government

For the year ended March 31, 2007

(amounts in millions)

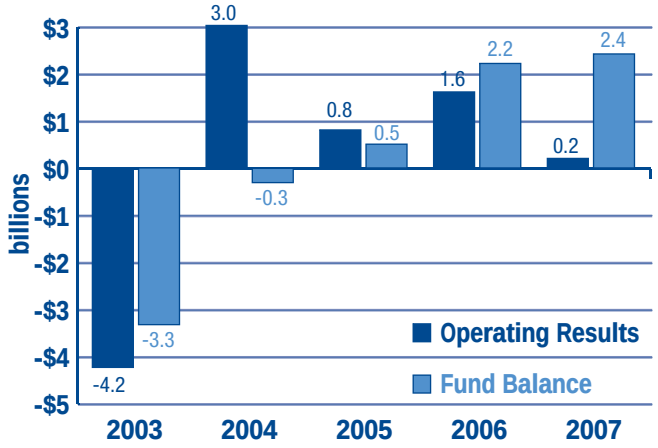
Functions/Programs	Expenses	Program Revenues	Net (Expenses) Revenues
Governmental activities:			
Education	$ 28,222	$ 3,766	$ (24,456)
Public health	44,869	29,514	(15,355)
Public welfare	11,291	7,882	(3,409)
Public safety	5,521	697	(4,824)
Transportation	5,893	1,924	(3,969)
Environment and recreation	1,226	451	(775)
Support and regulate business	1,062	503	(559)
General government	8,684	1,243	(7,441)
Interest on debt	1,478	—	(1,478)
Total governmental activities	**108,246**	**45,980**	**(62,266)**
Business-type activities:			
Lottery	4,945	7,175	2,230
Unemployment insurance	2,344	2,490	146
State University of New York	7,003	4,388	(2,615)
City University of New York	2,246	1,427	(819)
Total business-type activities	**16,538**	**15,480**	**(1,058)**
Total primary government	**$ 124,784**	**$ 61,460**	**(63,324)**
General revenues and net transfers:			
Taxes			58,855
Other			5,731
Net transfers			(1,469)
Total general revenues and net transfers			**63,117**
Change in Net Assets (decrease)			**$ (207)**

The Statement of Activities reports the expenses of each of the State's programs reduced by the revenues generated by those programs to arrive at net program expense. The net program expense is then reduced by general revenues and other gains and losses to arrive at a change in net assets for the year.

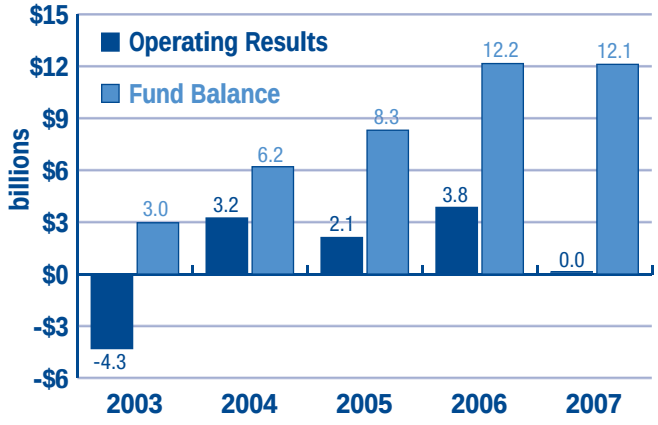
Fund Financial Data

- The State also prepares fund financial statements. Funds present sources of funding and spending for particular purposes. The General Fund is used to report sources of funds and expenditures that are not required to be accounted for in another separate fund. In New York, significant sources of funds that normally would be reported in the General Fund have been pledged or dedicated to other funds for repayment of debt or project funding and are, therefore, reported in other governmental funds.
- Fund financial statements provide a short-term view of government finances. Thus, payment of fund expenditures from proceeds from long-term borrowing will not have any impact on the fund balance because the liability to repay the borrowing is not reported in the fund.
- The relationship between fund operating results and accumulated fund balance (deficit) is graphically depicted above.
- As of the year ended March 31, 2007, the State reported a $202 million operating surplus in the General Fund but a $45 million combined governmental funds operating deficit. The combined governmental fund balance decreased from $12.2 billion to $12.1 billion.

General Fund Operating Results versus Accumulated Surplus (Deficit)
(amounts in billions)



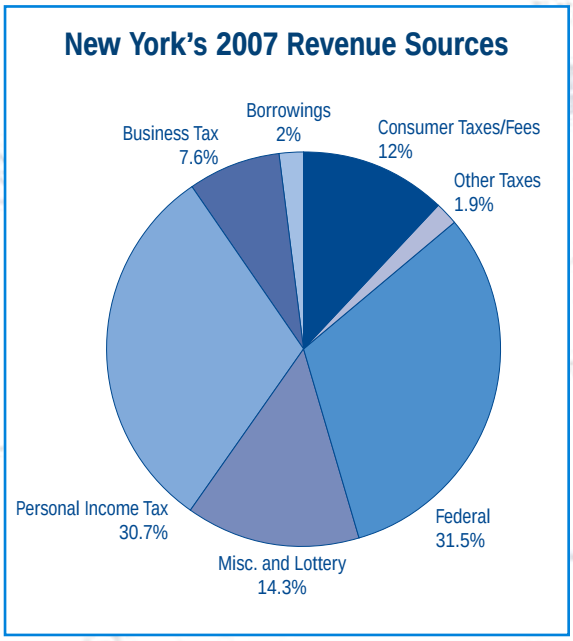
Governmental Operating Results versus Accumulated Surplus
(amounts in billions)

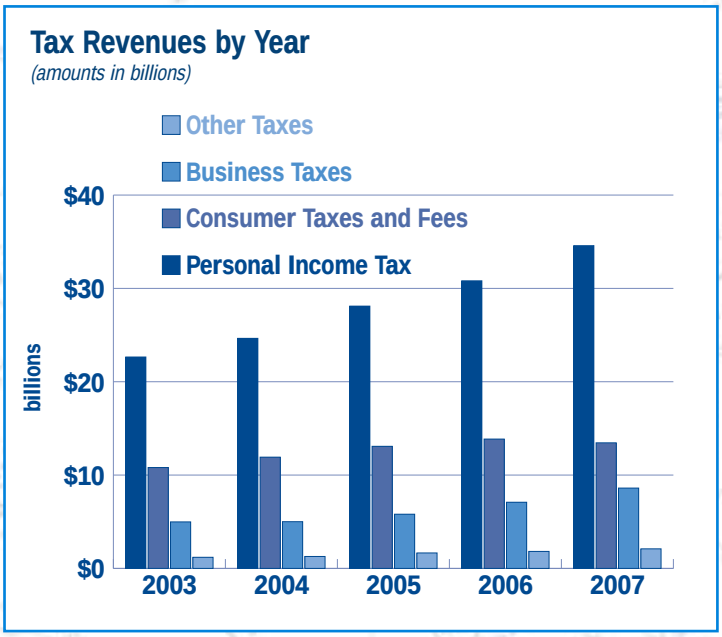


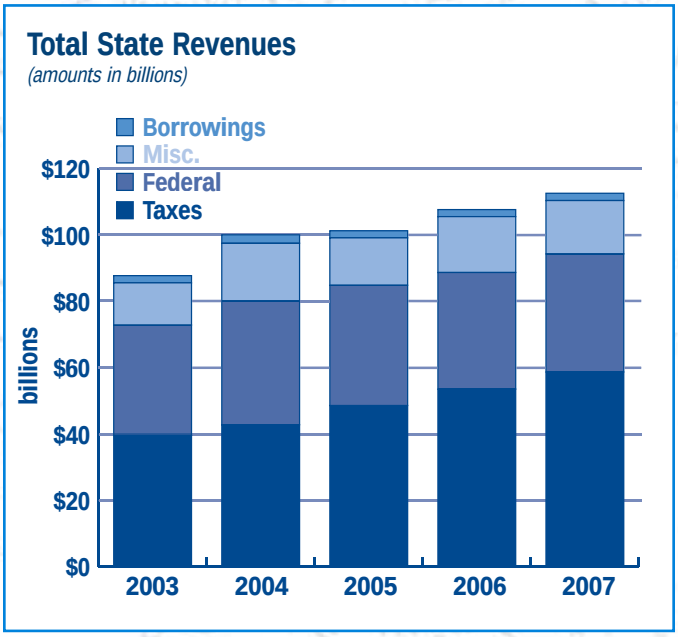
Total Revenues

Revenues are affected by economic changes and changes in federal and State policies. Tax base is a measure of the State's ability to generate revenue. A decreasing tax base may force spending reductions and/or tax increases. Appendix 3 contains State revenues by major source for the past five fiscal years.

- Revenues have increased $24.8 billion (28.3%) since 2003.
- In 2007, total tax revenues of $58.7 billion represented a 48.2% increase over 2003 tax revenues.
- Revenues from the federal government increased 7% since 2003. Medicaid was responsible for the largest increase in federal revenues.
- Personal income tax and consumer taxes and fees accounted for 42.7% of 2007 revenues, and have increased 43.6% since 2003.
- During fiscal year 2007, the State experienced a 12.2% increase in personal income tax (PIT) revenues — its largest revenue source.





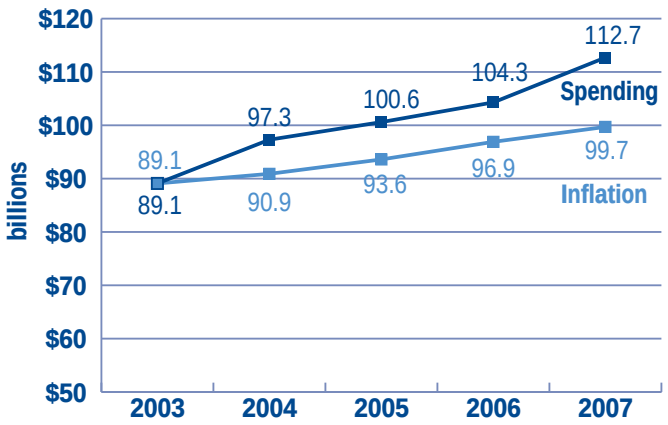


Total Spending

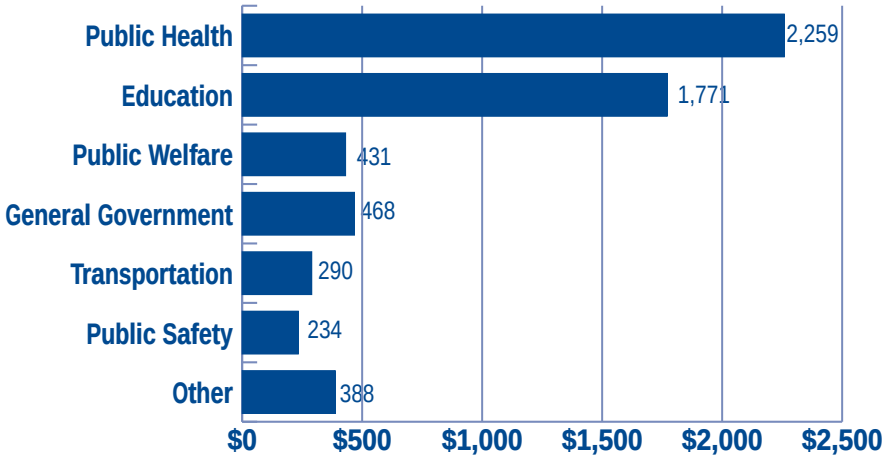
Spending data can be used to evaluate the State's program priorities and, compared to revenue data, can be used to measure the State's ability to support continuing programs. Appendices 1 and 2 show a history of State spending by major program for the past five fiscal years.

- State spending, including spending from federal funds, totaled $112.7 billion in 2007, an increase of $8.4 billion (8.1%) from prior years.
- Since 2003, growth in State spending (26.6%) has outpaced inflation (Consumer Price Index of 11.9%).
- State spending has been partially paid for by borrowing $11.2 billion since 2003, including $2.2 billion in 2007.
- New York's spending in 2007 was $5,841 per person.
- Education and public health spending represents 69% of total State spending.

Actual State Spending versus Spending at the Rate of Inflation
(amounts in billions)



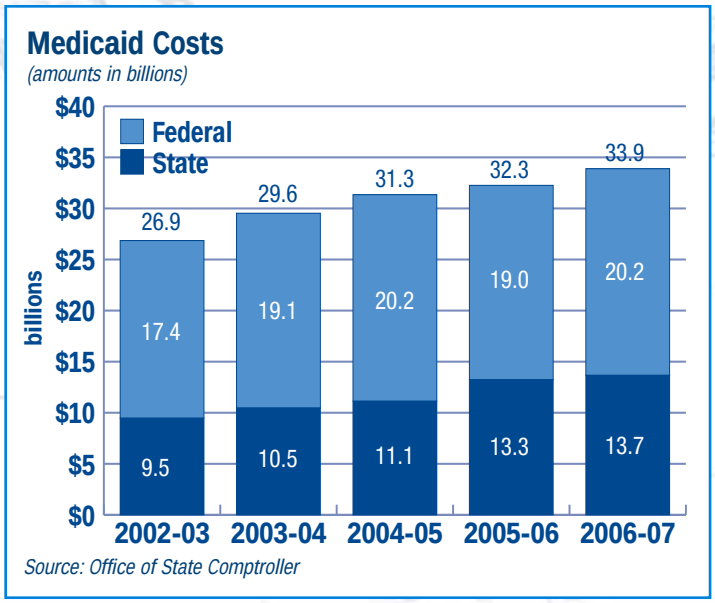
2007 Total State Spending Per Person by Program

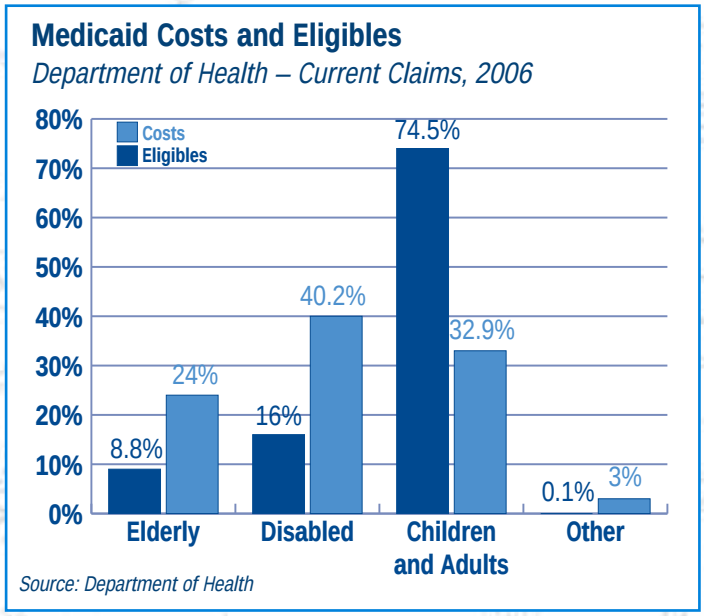


Public Health

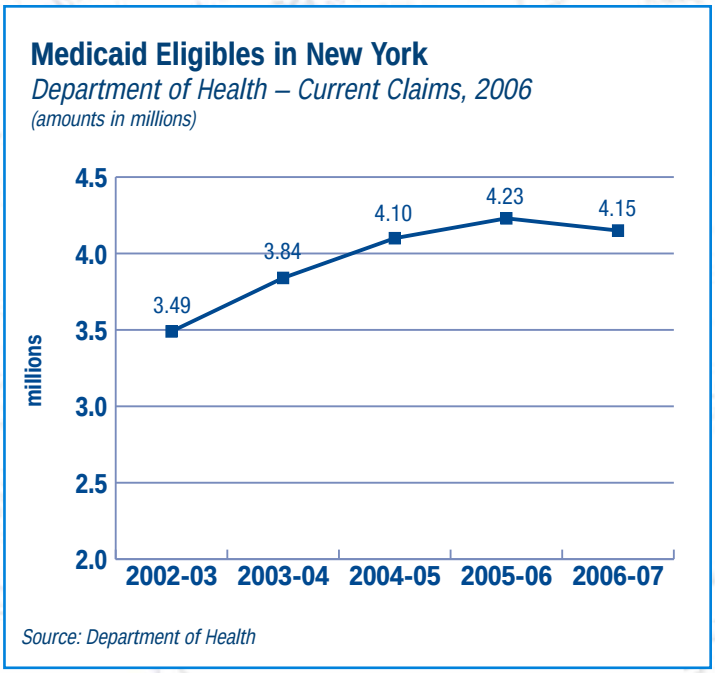
Medicaid

- Medicaid costs increased in SFY 2006-07 by approximately $1.6 billion, or 5%, while the number of eligible recipients decreased by about 79,000, or 1.9%.
- Legislation enacted in 2004 limited eligibility for children, who have historically accounted for the largest share of eligible recipients, and resulted in a decrease of nearly 66,000, or 3.9%, to 1.6 million in 2006-07. The number of eligible adults and elderly recipients also decreased, while the number of blind and disabled recipients, and immigrants, increased slightly.



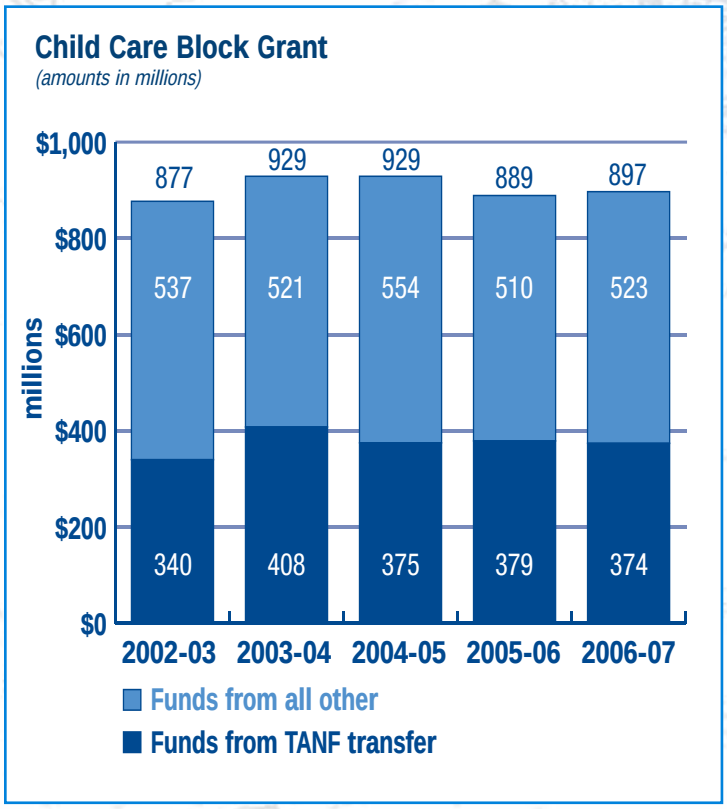


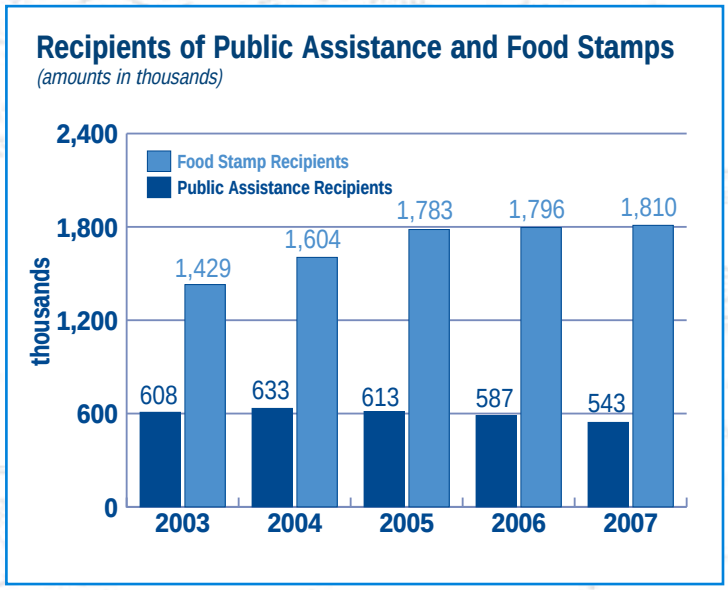
- Based on claims, for the first time since its implementation in SFY 2001-02, Family Health Plus (FHP) registered lower spending and number of recipients in SFY 2006-07. Spending for FHP, a Medicaid expansion program for adults who do not have health insurance but have income or resources too high to qualify for Medicaid, decreased by $37 million, or 2.3%, to just under $1.6 billion in SFY 2006-07. The number of FHP eligible recipients decreased by 12,000, or 2.2%, to 546,000 in SFY 2006-07. In contrast, spending grew by 6.6% and recipients by 13.1% in SFY 2005-06.



Public Welfare

- After an increase of 25,000 from March 2003 to March 2004, the number of public assistance recipients decreased to 543,000 through March 2007 (a net decrease of 65,000, or 11%, from 2003). In contrast, the number of food stamp recipients increased by 381,000, or 27%, from 1.4 million in March 2003 to 1.8 million in March 2007.
- New work participation requirements for Temporary Assistance for Needy Families (TANF) recipients, included in the Deficit Reduction Act approved by Congress in early 2006, will increase the need for child care; yet, funding for the Child Care Block Grant (CCBG), including TANF funds directed to it, has remained relatively flat.
- Federal funding for the CCBG remained at $4.8 billion from 2002 until it was increased by $200 million in 2006, but its real value remains below the 2002 inflation-adjusted level. States would need an additional $567 million in 2007 to return to the 2002 funding level. Furthermore, the federal government estimates that the number of children receiving day care assistance by 2011 will decline by 650,000, or 25%, from 2.45 million children in 2000.



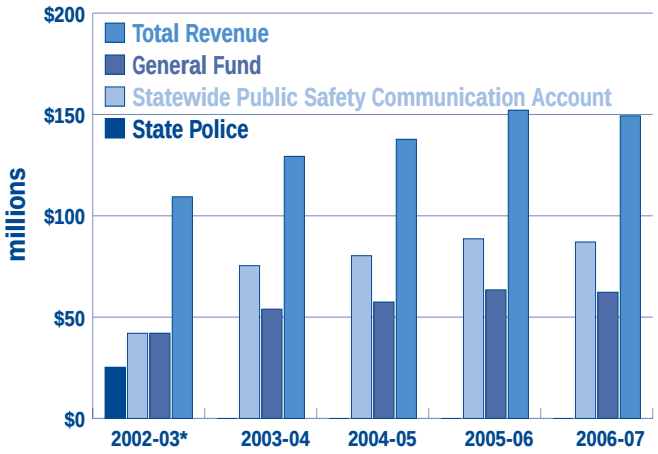


- While New York associated a specific number of child care slots with CCBG appropriations in past years, accurate estimates have not been possible because each locality has the flexibility to meet its particular child care needs by providing either full or part time slots.

Public Safety

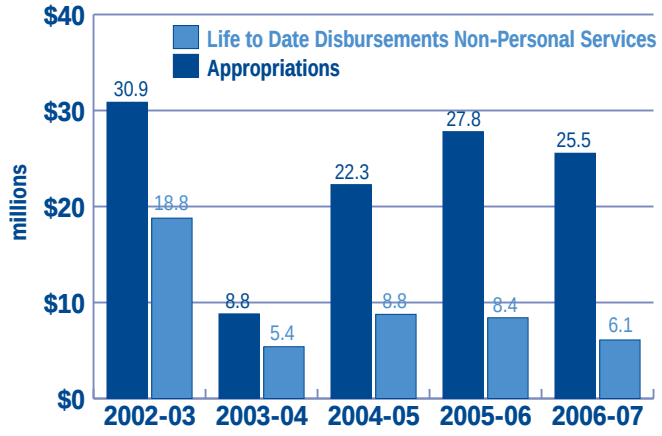
- The Office for Technology (OFT) awarded a $2.0 billion contract in September 2005 to M/A-COM to design and build the Statewide Wireless Network (SWN).
- Of the $27.8 million SFY 2005-06 appropriation, $16.4 million is available and unencumbered. Of the $25.5 million SFY 2006-07 appropriation, $13.3 million is available and unencumbered.
- In addition to the projected $2.8 billion, an undetermined amount for enhanced features and functionality will be incurred by both the State and local governments. Enhanced functionality may include in-building or bridge/tunnel coverage, dispatch consoles, portable in-street coverage outside New York City and paging/alerting.
- The Executive intends to fund the SWN with revenue from the enhanced wireless 911 (E911) surcharge.

Deposits of E911 Surcharge
(amounts in millions)



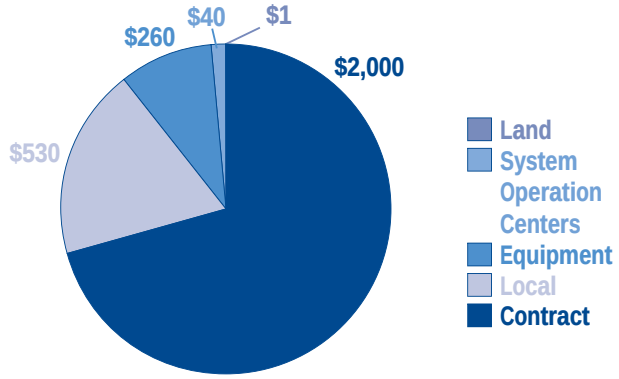
**In 2002, custody of the E911 Fund changed and the surcharge was no longer deposited to the State Police Seized Assets Account.*

Statewide Wireless Network Appropriations and Disbursements
(amounts in millions)



This is the best available information on disbursements for non-personal services; however, it may not be complete since various agencies may have incurred SWN expenditures as well.

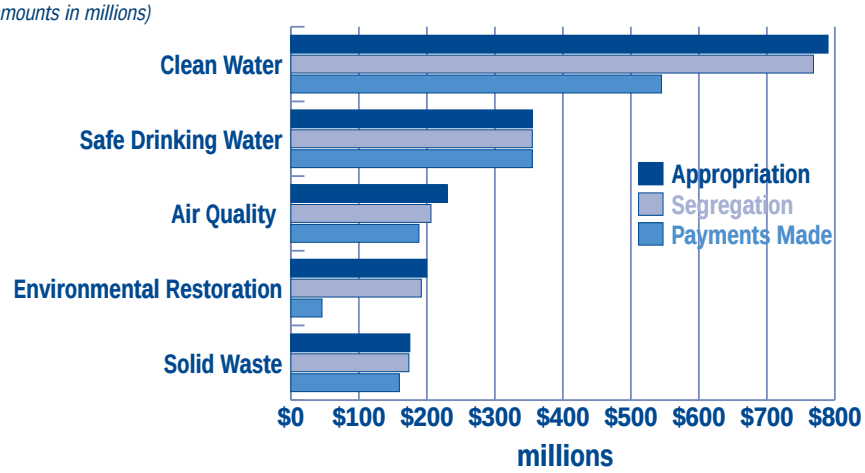
Projected Statewide Wireless Network Costs
(amounts in millions)



Environment

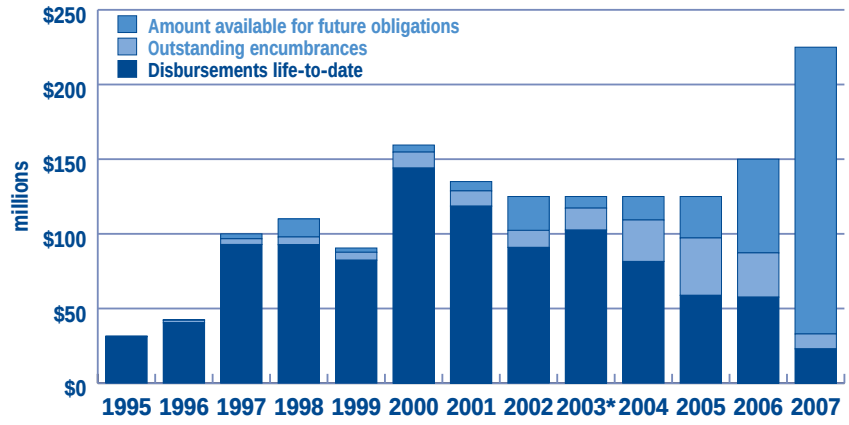
- In 1993 the State Legislature approved, and the Governor signed, the Environmental Protection Act. This legislation dedicates a portion of the proceeds of a tax on real estate transfers and several other smaller revenue sources into the Environmental Protection Fund (EPF).
- The EPF is New York State's primary source of funding for the purchase of land for conservation and recreational purposes; assistance to local governments for recycling, parks and waterfront programs; and non-point source pollution control programs. The funding level in the EPF has increased from $31 million in fiscal year ending 1995 to $225 million in fiscal year ending 2007.
- In November 1996, New York State voters approved a $1.75 billion Clean Water/Clean Air Bond Act. Bonds issued under the Act provided funding for five specific programs: Clean Water, Safe Drinking Water, Solid Waste, Environmental Restoration and Air Quality. As of March 31, 2007, nearly $1.7 billion of the 1996 Act had been committed; $1.3 billion had been disbursed.

1996 Clean Water/Clean Air Bond Act
Appropriations, Segregations and Payments Made as of March 31, 2007
(amounts in millions)



- All $355 million allocated for Safe Drinking Water under the Bond Act has been spent, while only 23% of the $200 million allocated for Environmental Restoration has been disbursed. Changes made to the program in 2003 are anticipated to accelerate this spending pace. Less than $4.2 million, or 28%, of the $15 million allocated for Dam Safety has been disbursed.

Environmental Protection Fund
Appropriation Summary as of March 31, 2007
(amounts in millions)



**No appropriation was enacted for the EPF in SFY 2001-02; however, two EPF appropriations were enacted in SFY 2002-03.*

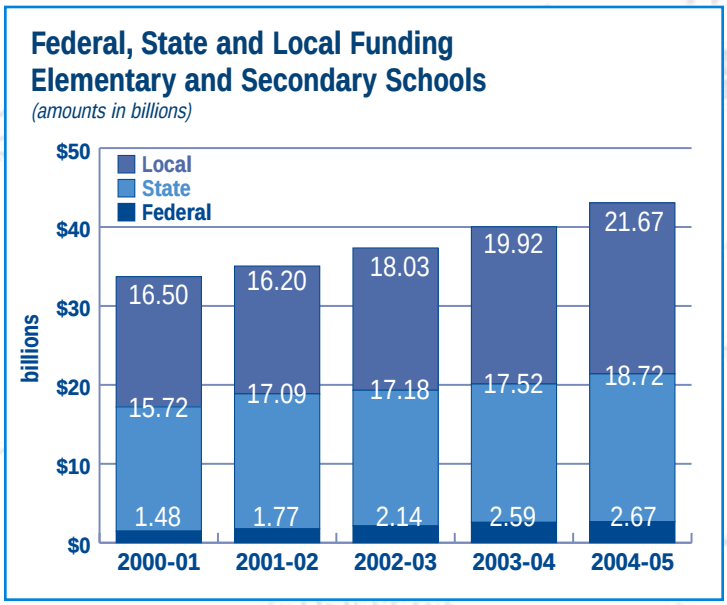
Parks, Environment and Agriculture

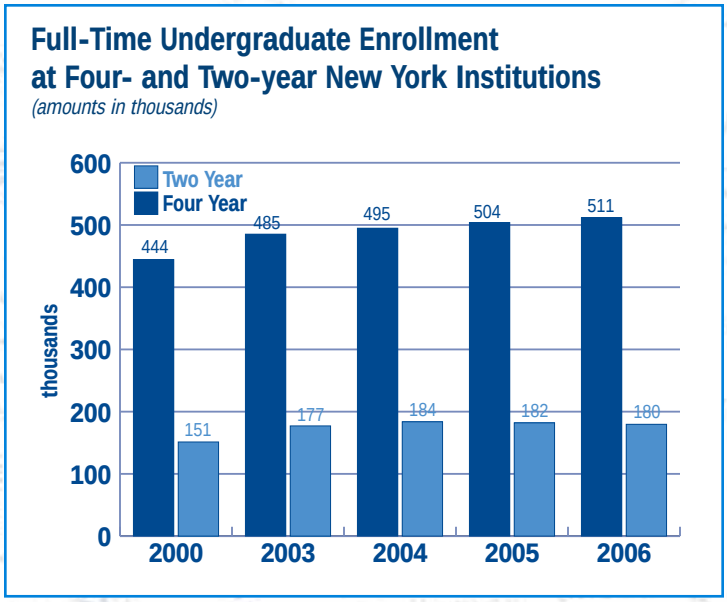
- New York State ranked first in the nation in the number of State parks, recreation areas and natural areas available to its residents in 2005. Fifteen percent of such areas in the United States are in New York State.
- New York State ranked fourth in the nation in the number of hazardous waste sites on the National Priority List in 2006 with a total of 87 sites, yet ranked second in the number of sites deleted from the list as 23 sites had been removed.
- New York's farms generated $3.6 billion in earnings in 2004. New York's primary crops are dairy and apples. New York is the nation's third leading milk producing state and second leading state in acreage planted in apple trees.

Education

Elementary and Secondary

- For the 2005-06 school year, New York State was the second highest state in per pupil expenditures, estimated to be $13,551 in the public elementary and secondary system. This amount is 51% higher than the national average of $9,022 per pupil, and second only to New Jersey.
- In 2004-05, support for public elementary and secondary schools came from local, State and federal sources in the amounts of $21.7 billion, $18.7 billion and $2.7 billion respectively. Over the five school years 2000-01 through 2004-05, local support increased from $16.5 billion to $21.7 billion (32%), State support increased from $16.5 billion to $18.7 billion (19%) and federal support increased from $1.5 billion to $2.7 billion (80%).
- In 2006, New York State first administered a grade 3-8 testing program to comply with the federally mandated No Child Left Behind (NCLB) Act. Between 2006 and 2007, the percentage of students in grades 3 through 8 which met the achievement standards increased from 66% to 73% in Math and from 61.5% to 63.4% in English.
- After resolving the Campaign for Fiscal Equity (CFE) court case in 2006, New York included a $1.7 billion increase in school funding in the State Fiscal Year 2007-08 Enacted Budget. The Budget also adjusts the school funding mechanism to direct more of the $13.6 billion of Foundation Aid toward high-need districts in low-income areas.



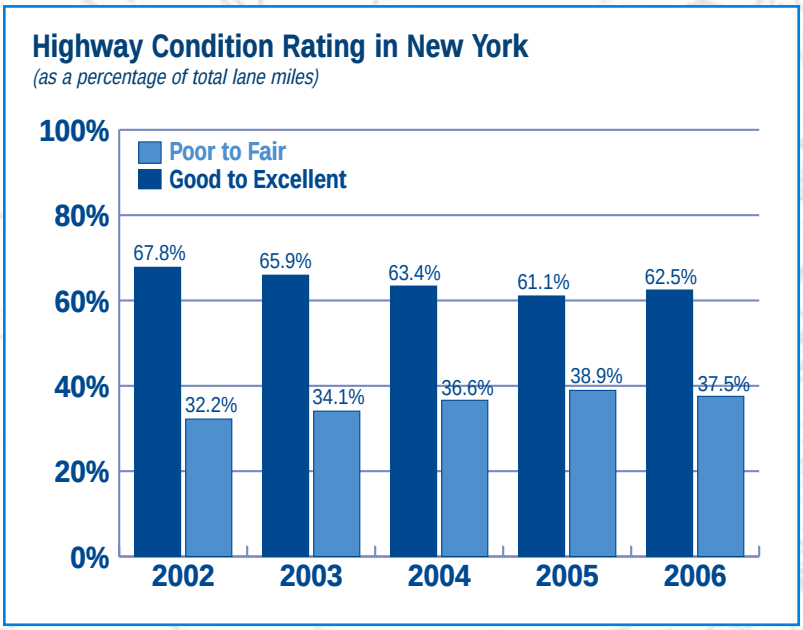


Higher Education

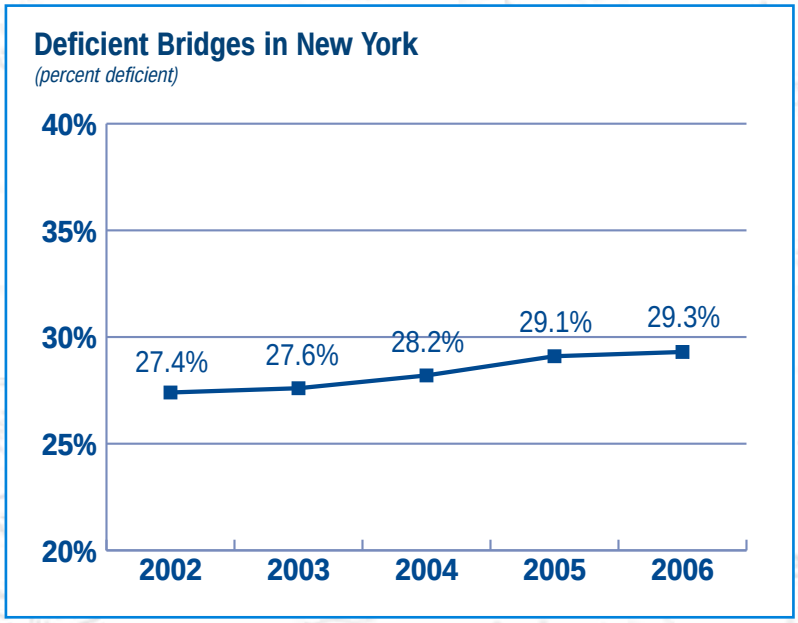
- In Academic Fiscal Year (AFY) 2006-07, tuition and fees for New York State residents who were full time (FT) undergraduate students at four year SUNY schools averaged $5,360. Tuition and fees for resident FT undergraduates at four year CUNY schools averaged $4,000 per year.
- Tuition and fees for FT community college students averaged $3,419 at SUNY and $2,800 at CUNY.
- The State spent $252 per person on higher education in fiscal year ending 2007, a $26 increase from the prior fiscal year. This 10.8% increase in spending is higher than the national average of a 7.1% increase. New York ranked 22nd in the nation in per capita spending for higher education.

Transportation

Data on the condition of highways and bridges, as provided by the State Department of Transportation, provide insight into the quality of infrastructure which is used daily by residents and businesses.



- The State is responsible for maintaining more than 42,000 lane miles of highway.
- The number of highway lane miles rated poor/fair has increased by 18.9% since 2002.
- In 2006, 62.5% of the State's highways were rated good or excellent, a 6.0% decline since 2002.
- The State is responsible for maintaining more than 7,800 bridges, of which 29.3% were rated deficient in 2006 as compared to 27.4% in 2002, reflecting little change.
- The State's 2006 percentage (29.3%) of deficient bridges compares to the nationwide percentage of 21.7%. A deficient rating means the bridge is either structurally or functionally deficient, but not a current safety threat.



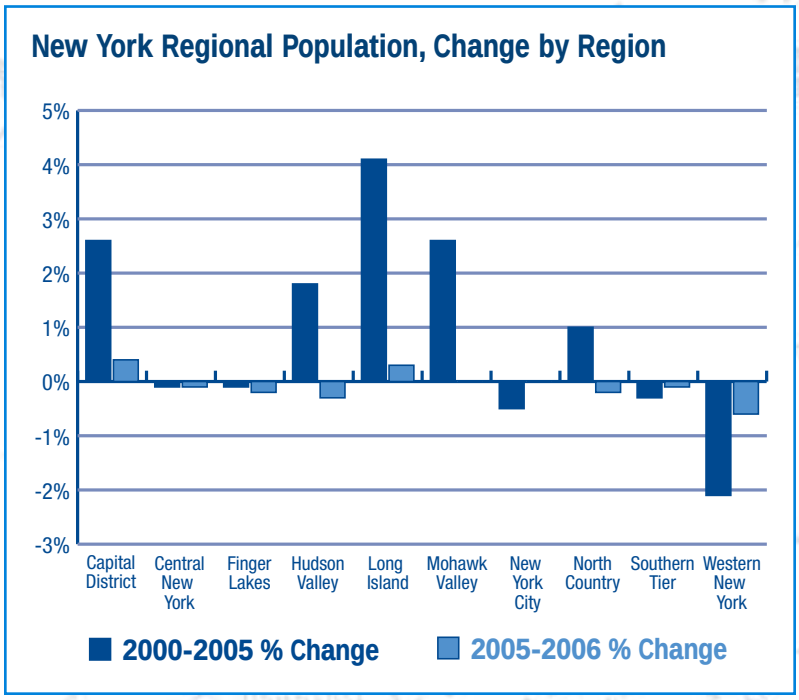
Local Government

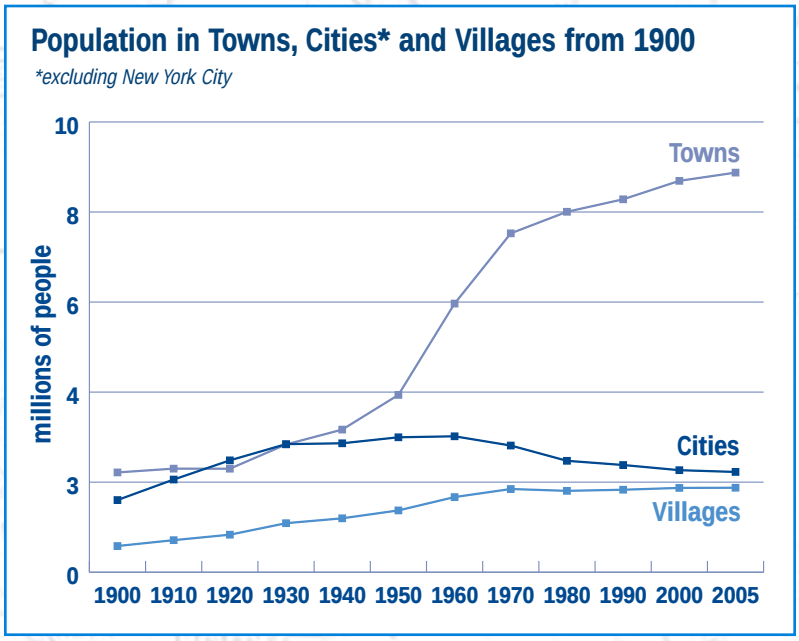
Population

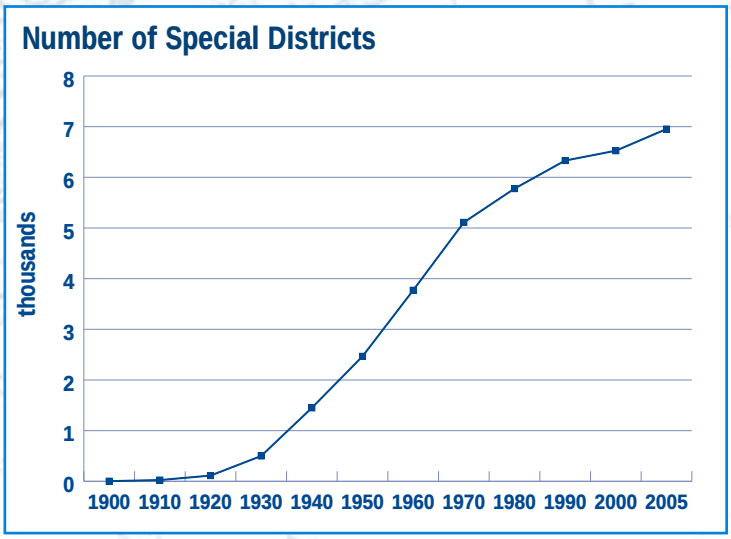
The majority of cities, towns and villages were established prior to 1920. Historically, cities were more populous than towns and villages, but today, there are many more big towns in New York than there are big cities. Ten towns exceed 100,000 in population, whereas only the "Big Five" cities are this populous. Four of these "mega-towns" exceed the populations of Buffalo, Rochester, Syracuse and Yonkers — making them the largest municipalities outside of New York City.

Property Tax

Property tax revenues continue to represent the major source of revenue for local governments. Local property tax levies totaled $26.4 billion in 2006 (excluding New York City), reflecting an increase of more than $7.5 billion (40%) since 2001. Even including other sources of revenue (such as State and federal aid), property tax revenues are still the largest single source of revenue for local governments in New York State, accounting for 44% of all municipal revenues in 2005. New York's local tax burden remains one of the highest in the nation.

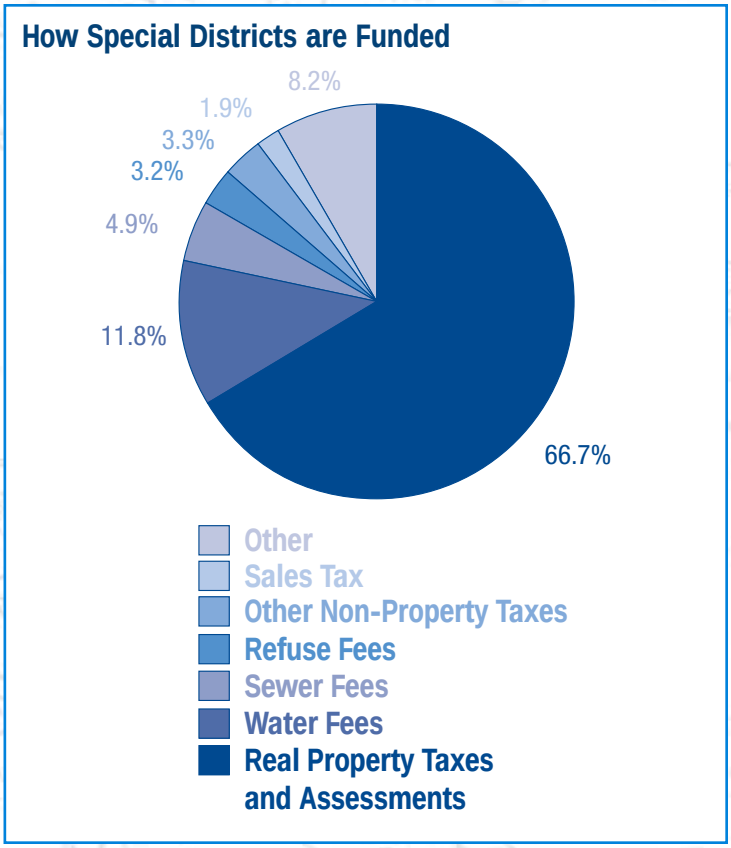






Special Districts

As of 2004, 932 towns and almost 7,000 special districts – geographic areas within towns established to address specific needs within that district — exist within New York State. Most districts have been established to meet the common needs of people in residential areas – drainage, fire, lighting, parks, refuse, sewer and water.



Fiscal Accountability

The 2007-08 Enacted Budget continued the Aid and Incentives for Municipalities (AIM) program, with aid increases tied to measures of fiscal distress: full valuation per capita, real property tax capacity, population loss and poverty rates. AIM to cities (excluding New York City), towns and villages in 2007-08 totals $699 million, an increase of $50 million (7.2%) over 2006-07 levels.

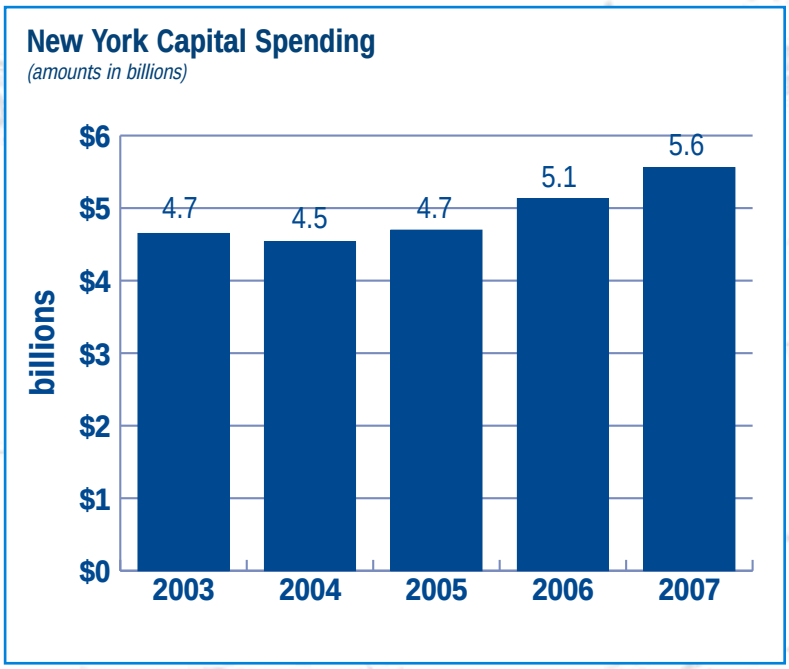
Starting in fiscal year 2007-08, three villages and all cities receiving less than $100,000 in additional aid must develop multiyear financial plans. Forty-one other cities meeting fiscal distress criteria and receiving $100,000 or more in new aid are required to develop fiscal performance plans and use the additional AIM funding to provide property tax relief, support essential economic development investments or fund cost-saving technology investments. The Office of the State Comptroller is responsible for reviewing fiscal performance plans for compliance and requesting plan modifications, if necessary.

Other Post-Employment Benefits (OPEB)

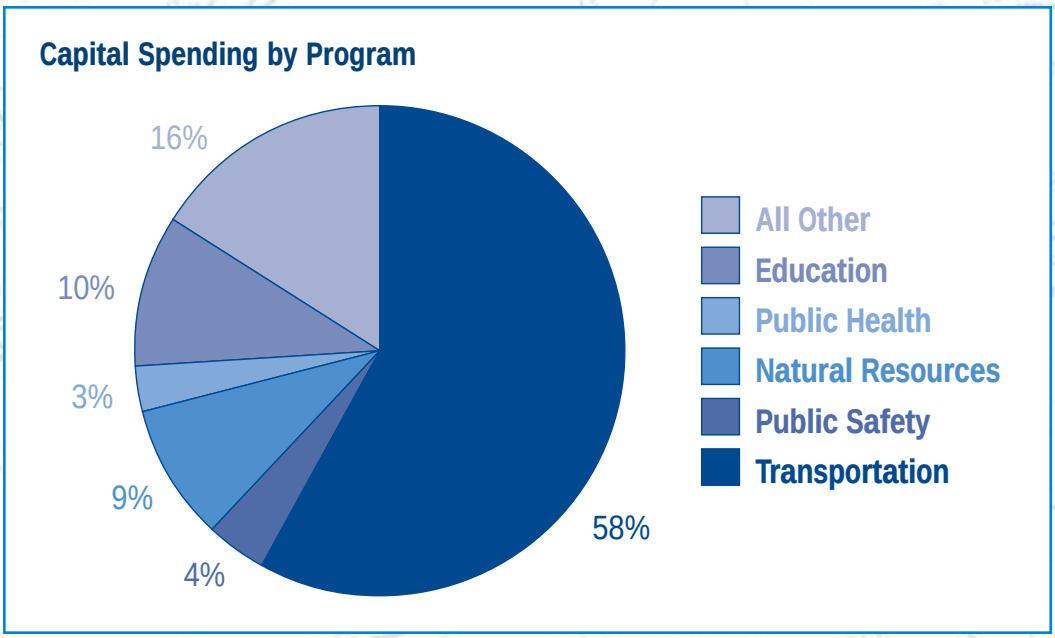
Governmental Accounting Standards Board (GASB) Statement 45 is intended to increase transparency in governmental financial statements so that government leaders, policy makers and taxpayers see the real costs of providing retiree benefits. Governmental entities which prepare financial statements in accordance with generally accepted accounting principles (GAAP) will now have to actuarially determine their retiree health liabilities and disclose those liabilities. The Office of the State Comptroller estimates that about 430 (27%) of New York's 1,603 local governments and all 700 school districts will be affected.

Capital

A deterioration in capital assets can have a direct impact on the State's economy and its ability to attract and retain business. Capital assets not only include highways and bridges, but also include education, government, health and recreation facilities.



- Overall capital spending in 2007 was $908 million (20%) higher than in 2003. Transportation and other related spending accounts for most of the increase.
- In 1994, the pay-as-you-go share of non-federal capital financing was 51%. Since then, pay-as-you-go financing has averaged 43%.
- In the currently proposed Capital Program and Financing Plan, spending is projected to average $9.2 billion per year through 2011-12. At the same time, the projected share of non-federal capital spending financed on a pay-as-you-go basis will average 26% over the five-year period.
- At March 31, 2006, the State reported $85.6 billion in capital assets, an increase of $600 million or 0.7% from the prior year. Capital assets include buildings, construction in progress, equipment, land preparation, and infrastructure such as roads and bridges.



New York's Public Authorities

Public authorities are legally separate entities that are created by government to provide services to the public as well as to State and local governments. While public authorities are generally supported through revenues derived from their activities, State and local governments do, in some cases, provide financial assistance and support for operating and other expenses. New Yorkers pay for public authorities in the form of rates, tolls or fees, and New York taxes offset authority related tax exemptions and pay the debt service on certain authority issued debt.

- As of December 31, 2006, the 19 public authorities shown in the chart below had outstanding debt of $100 million or more, and the aggregate outstanding debt, including refunding bonds, of these public authorities was approximately $129.1 billion, only a portion of which constitutes State-supported or State-related debt.
- The public authorities and subsidiaries that submit annual employee data to the Comptroller reported over 90,000 employees in SFY 2005-06.
- In SFY 2005-06, the public authorities and subsidiaries that submit annual procurement data to the Comptroller entered into 10,290 contracts valued at $3.2 billion. These same entities made payments of $5.0 billion pursuant to contracts in SFY 2005-06.

The fiscal stability of the State is related in part to the fiscal stability of certain public authorities closely related to the State. The State's access to public credit markets could be impaired if certain public authorities closely associated to the State were to default on their obligations.

In March 2006, the State Comptroller issued final regulations with the goal of increasing accountability and improving transparency of public authority operations. The regulations expand reporting and supervision requirements to reach all State and major regional public authorities, require authorities to prepare an annual budget and four-year financial plan, set a consistent standard for all authorities to follow in the establishment of investment guidelines, and require timely and detailed reporting by authorities that issue State-supported debt.

Outstanding Debt of Certain Authorities [1][2][3]
as of December 31, 2006
(millions of dollars)

Authority	Total Debt	State Debt [4]
Dormitory Authority [5]	$33,740	$15,319
Metropolitan Transportation Authority	16,632	2,289
Port Authority of NY & NJ	12,330	–
Thruway Authority	10,803	8,942
Housing Finance Agency	7,850	1,365
Environmental Facilities Corporation	7,586	689
Triborough Bridge and Tunnel Authority	7,207	181
Long Island Power Authority [6]	7,117	–
UDC\ESDC	6,228	5,771
Local Government Assistance Corporation	4,204	4,204
Tobacco Settlement Financing Corporation	4,084	4,084
Energy Research and Development Authority [6]	3,664	9
State of New York Mortgage Agency	2,902	–
Power Authority	2,142	–
Battery Park City Authority	1,041	–
Convention Center Development Corporation	700	–
Municipal Bond Bank Agency	534	484
Niagara Frontier Transporation Authority	185	–
United Nations Development Corporation	128	–
TOTAL OUTSTANDING	$129,077	$43,337

Source: Office of the State Comptroller

[1] Includes only certain of the public authorities which have more than $100 million in debt outstanding.

[2] Amounts outstanding reflect original par amounts for bonds and financing arrangements or original gross proceeds in the case of capital appreciation bonds. Amounts outstanding do not reflect accretion of capital appreciation bonds or premiums received.

[3] Includes short-term and long-term debt.

[4] Reflects debt for which the primary repayment source is from State appropriations or assigned revenues of the State.

[5] Includes debt previously issued by New York State Medical Care Facilities Finance Agency, which was consolidated with the Dormitory Authority on September 1, 1995.

[6] Includes $155 million in bonds issued by the Energy Research and Development Authority and included in amounts reported for both ERDA and LIPA.

Debt

The debt burden of a governmental entity directly affects its ability to provide current services as well as its long term fiscal health. Existence of high levels of government borrowing may:

— Indicate that the State is unable to support current programs with current revenues.

— Force future program reductions, increased taxation or additional borrowing when future resources are needed to repay debt.

— Limit capacity to finance additional capital assets, budgetary deficits and capital grants.

- Several different measurements of the State's debt burden are reported as of March 31, 2007 as follows:

— Constitutionally recognized (voter approved) general obligation debt ($3.3 billion).

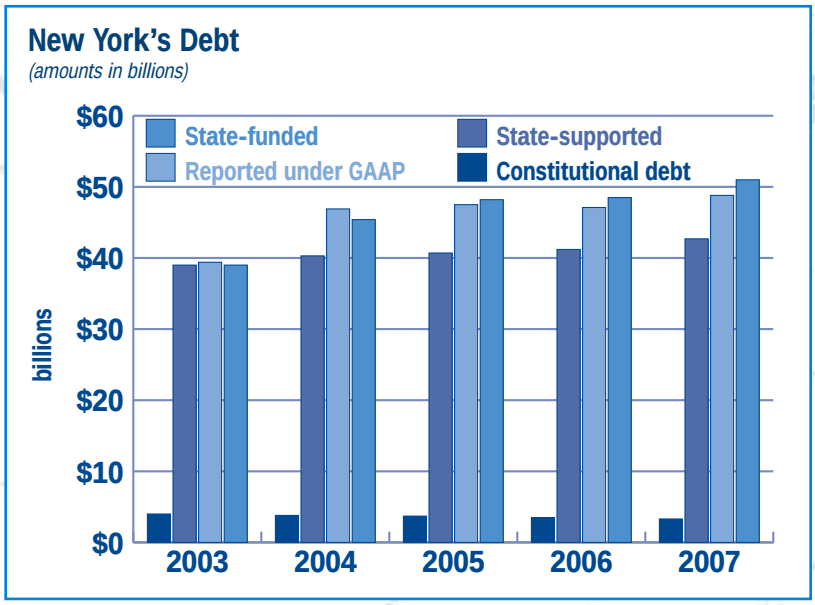
— State-supported debt as statutorally defined in 2000, certificates of participation and certain capital leases for state facilities ($42.7 billion).

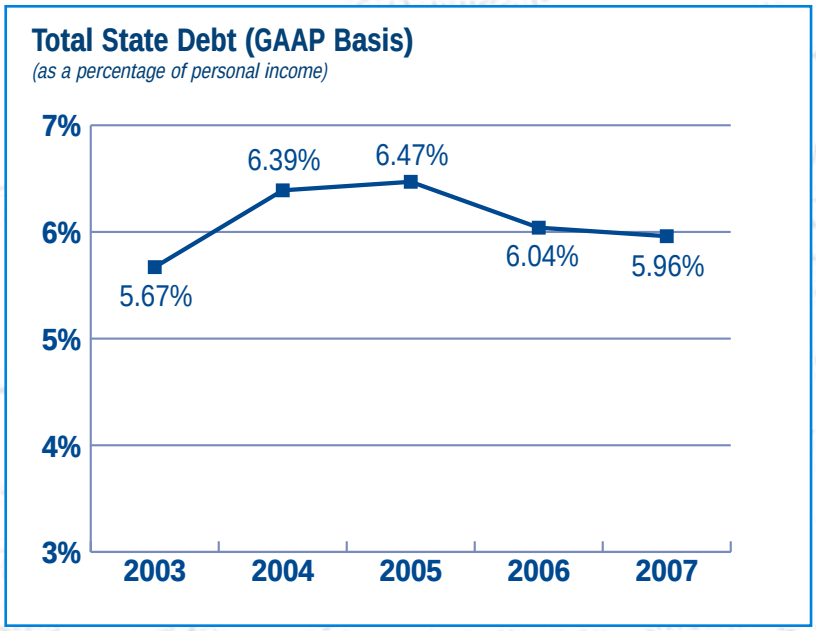
— Debt reported in accordance with full accrual accounting — GAAP ($48.8 billion).

— State-funded debt-repayment sources are solely dependent on future State funds ($51.0 billion). This category has been defined by the State Comptroller as a comprehensive measurement of the State's debt burden.

- Since 2003 debt recognized under the State Constitution (voter approved) has decreased 18%, State-supported debt has increased 9%, debt recognized in accordance with GAAP has increased 24%, and State-funded debt has increased 31%.

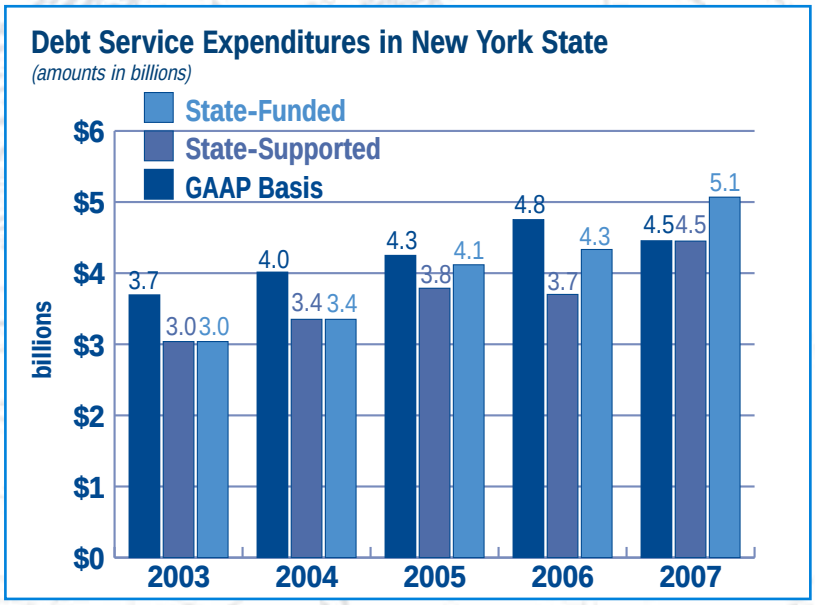
- In 2006, New York State was the 2nd most indebted state behind California and had nearly twice as much debt as the 3rd most indebted state. In 2006, New York State also ranked 5th among all states in debt per person.





- On March 31, 2007, New York State's outstanding debt per person was $2,526 which was equal to nearly 6% of New Yorkers' personal income.

- The State's general obligation bond ratings are assigned as follows: Aa3 by Moody's Investors Service, AA- by Fitch Ratings, and AA by Standard & Poor's Rating Services.



- Significant differences exist between debt reported under the State-funded measurement (cash reporting) criteria and debt reported under GAAP: State-funded debt includes certain obligations that are not recognized as a State liability under GAAP, including $2.5 billion in bonds issued in fiscal year 2006 that will be repaid from future sales tax revenues of the State and $1.3 billion in bonds issued in fiscal year 2007 that will be repaid with dedicated local assistance payments from the State; debt reported under GAAP but not counted in the State-funded debt measurement includes bond premiums ($1.2 billion), accumulated accretion on capital appreciation bonds ($318 million), and vendor financed capital lease obligations and mortgage loan commitments ($446 million).

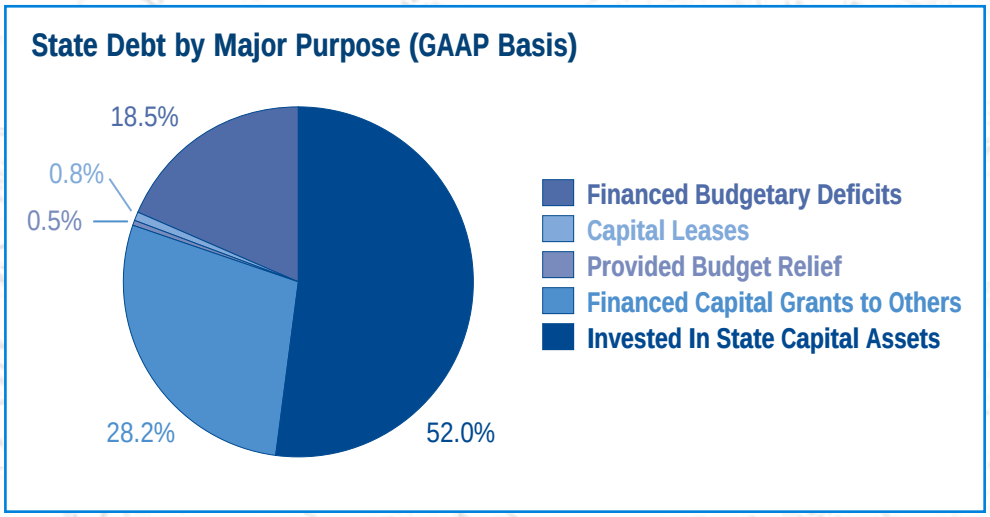
- Debt service expenditures over the past five years have been affected by the use of reserve funds to pay debt service and deferral of debt service during refundings. In recent years, the State engaged in a series of refunding transactions totaling over $18 billion which refinanced portions of both the principal due in the current and near terms and interest accrued on certain refunded debt. In addition, in 2006-07, the State utilized $250 million in reserve funds to repay outstanding high cost debt in advance.

- The State's current Capital Program & Financing Plan (as revised in the first quarterly update of the Financial Plan issued July 30, 2007) projects $25.3 billion in new debt issuance and $13.5 billion in debt retirement through March 31, 2012, meaning the State will issue debt almost twice as fast as it retires debt.

- State-funded debt service totaled $5.1 billion in SFY 2006-07 and is expected to grow to over $7 billion by 2012.

- Based upon scheduled repayment dates, the State's accumulated deficit financing ($8.8 billion as of March 31, 2007) will not be fully repaid until 2028. This includes bonds issued by the New York Local Government Assistance Corporation, Municipal Bond Bank Agency, and the Tobacco Settlement Financing Corporation.

- The State has relied upon variable rate debt and interest rate exchange agreements (swaps) to lower the cost of borrowing and facilitate restructuring of its debt portfolio. By March 31, 2007, the State had $6 billion in variable rate to fixed rate swaps, $917 million of fixed rate to variable rate swaps, $1.7 billion in net (un-hedged) variable rate bonds outstanding, and $2.4 billion in convertible bonds whose interest rates reset to either a new fixed or new variable rate at dates ranging from 2009 to 2013.



Economic and Demographic Trends

Economic and demographic trends affect both the demand for State programs-such as education, Medicaid, social assistance or economic development-and the level of resources available to fund those programs. Though some programs receive funding from the federal government, locally generated revenues (such as taxes) provide much of the resources needed to fund State programs.

- Since 2000, population growth in New York State has been fueled by strong increases in both births and immigration (the State was the second most popular destination in the country for immigrants during this period), but much of this gain has been offset by a large exodus of State residents (1.2 million people — the largest loss for any state).

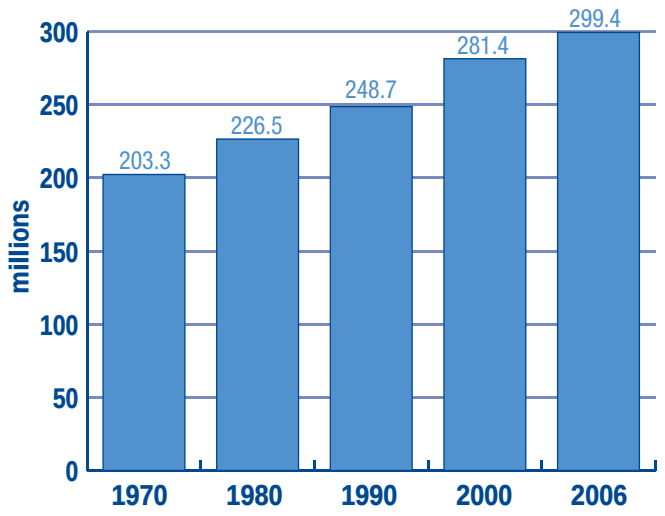
- More than 43% of the State's population resides in New York City. Between 2000 and 2006, New York City's population increased by 2.4%. During the 1990s, the City's population grew by a rapid 9.3%, after only modest gains during the 1980s and a significant drop during the 1970s.

- New York State's population has become better educated. By 2005, 31.3% of the State's population aged 25 years and over held at least a bachelor's degree. New York's percentage of the population with at least a bachelor's degree exceeds the national percentage (27.2%) and ranks ninth among the 50 states.

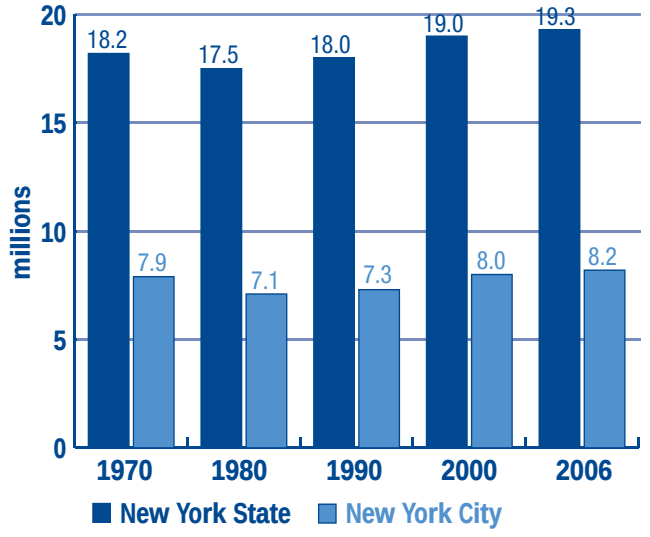
- New York's inflation adjusted Gross Domestic Product, formerly the Gross State Product, increased by 3.4% in 2006, equal to the gain in 2005 and equivalent to the growth in the national economy in these years. The State's relative performance improved slightly in 2006, moving it to a ranking of 18th among all states from 20th in 2005. These growth rates are significantly higher than during the recession years of 2002 and 2003, and the State's ranking has significantly improved from 48th in 2002 and 32nd in 2003.

- Unemployment rates rose during the recession, but have been declining since 2003. During the first half of 2007, the State's unemployment rate averaged 4.5%, down 2 percentage points from an average of 6.5% in the first half of 2003. The nation's unemployment rate has also fallen during this period, but because the decline was smaller — 1.5 percentage points — the national rate for the first half of 2007 (4.6%) now exceeds the State's rate.

Population Growth, United States
(amounts in millions)



Population Growth, New York
(amounts in millions)



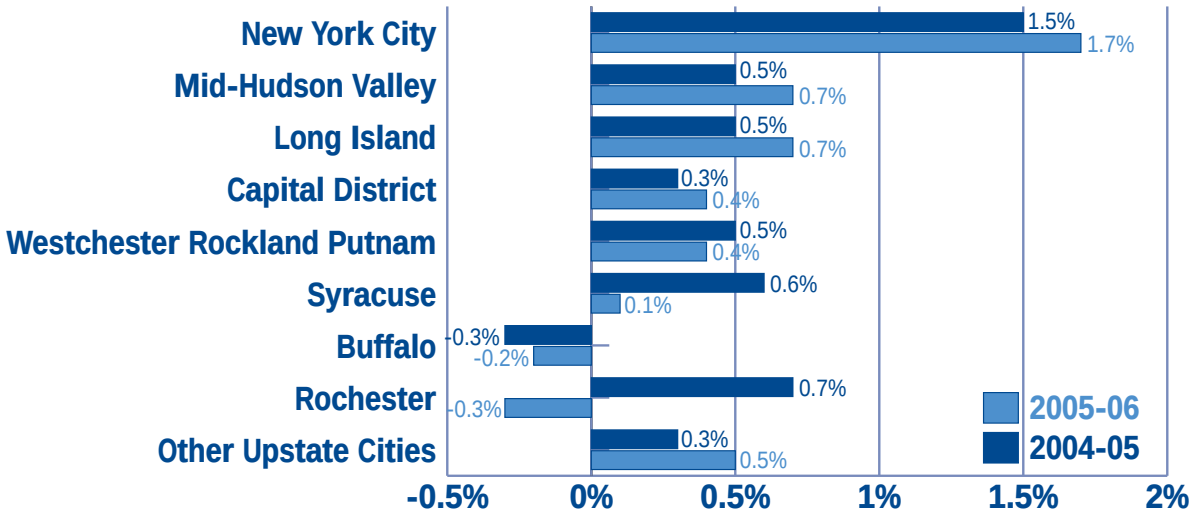
- New York City's unemployment rate has been consistently higher than the national and State rates since the late 1980s. That difference, however, has narrowed — during the first half of 2007 the average City unemployment rate was 4.8%, or 0.2 percentage points above the national rate. Since 2003, the City's unemployment rate has declined by much more (3.6 percentage points) than either the State or the nation.

Job Growth and Employment Levels — New York State versus the United States

(thousands of jobs)

	New York State			United States		
	Percent Change		2006	Percent Change		2006
	2004-2005	2005-06	Level	2004-2005	2005-06	Level
Manufacturing	0.8%	0.9%	567.9	-0.6%	-0.2%	14,197.0
Mining and Construction	1.0%	3.5%	342.6	5.2%	5.1%	8,373.0
Trade, Transportation	0.9%	0.4%	1,505.9	1.7%	1.0%	26,231.0
Information	0.2%	0.1%	269.9	-1.8%	-0.2%	3,055.0
Financial Activities	1.6%	1.8%	726.2	1.5%	2.6%	8,363.0
Professionals and Business Services	2.3%	2.4%	1,108.5	3.4%	3.5%	17,552.0
Education and Health Services	1.3%	2.0%	1,569.8	2.5%	2.7%	17,838.0
Leisure and Hospitality	1.1%	1.1%	677.9	2.6%	2.6%	13,143.0
Other Services	0.9%	0.2%	356.6	-0.3%	0.7%	5,432.0
Government	0.3%	-0.2%	1,486.9	0.8%	0.9%	21,990.0
Total Nonfarm	0.8%	0.9%	8,612.1	1.7%	1.8%	136,174.0

Change in Employment by Major Area



- Across the State, average unemployment rates for the first half of 2007 were highest in Hamilton (6.6%), Bronx (6.4%), and Essex (6.3%) counties, while the lowest rates occurred in Putnam (3.2%) Tompkins (3.3%), and Rockland (3.5%) counties. Four of the five counties with the lowest unemployment rates were downstate suburban counties.

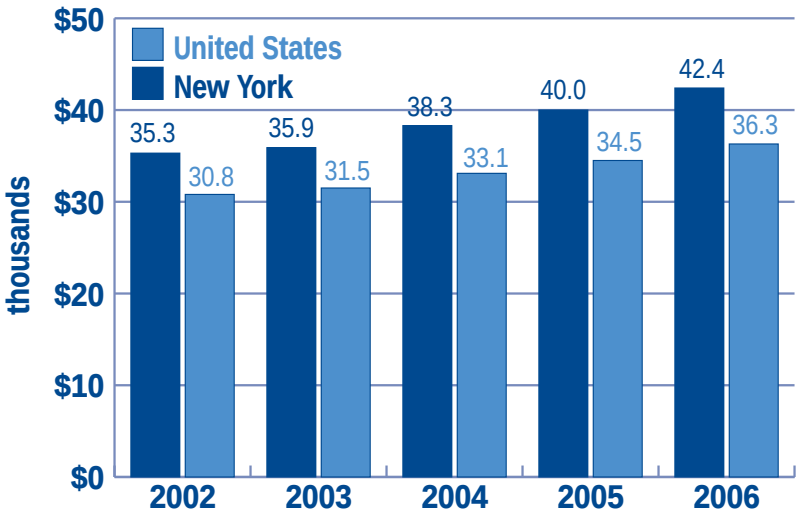
- The economic health of both the State and New York City is tied to the securities industry. Every securities industry job added in New York City creates two other new jobs in the City and one job in the City's suburbs. Securities industry broker/dealer profits surged from $9.4 billion in 2005 to $20.9 billion in 2006, just under the $21 billion peak reached in 2000. Fueled by higher profits, Wall Street's year-end bonuses reached a record $23.9 billion in 2006.

- The securities industry pays the highest salaries in the State — an average of $274,906 in 2005. In the rest of the financial sector the average salary was $85,366, while nonfinancial industries paid an average of $45,139. The securities industry represented only 2.3% of all jobs in the State in 2005, but accounted for 11.9% of the total compensation paid.

The gap between salaries in the securities industry and in the nonfinancial industries has been growing. In the early 1990s salaries in the securities industry were 2.9 times higher than nonfinancial salaries, but in 2005 they were 6.1 times higher.

- Of all the securities industry jobs in the State, 89% are located in New York City. The securities industry, therefore, has a larger impact on the City's economy, accounting for 4.8% of the jobs in the City but 20.6% of the wages paid. Since 2003, the City's share of national securities jobs has risen slightly, from 21.3% to 22% in 2006.

Personal Income Per Person, New York versus the Nation
(amounts in thousands)

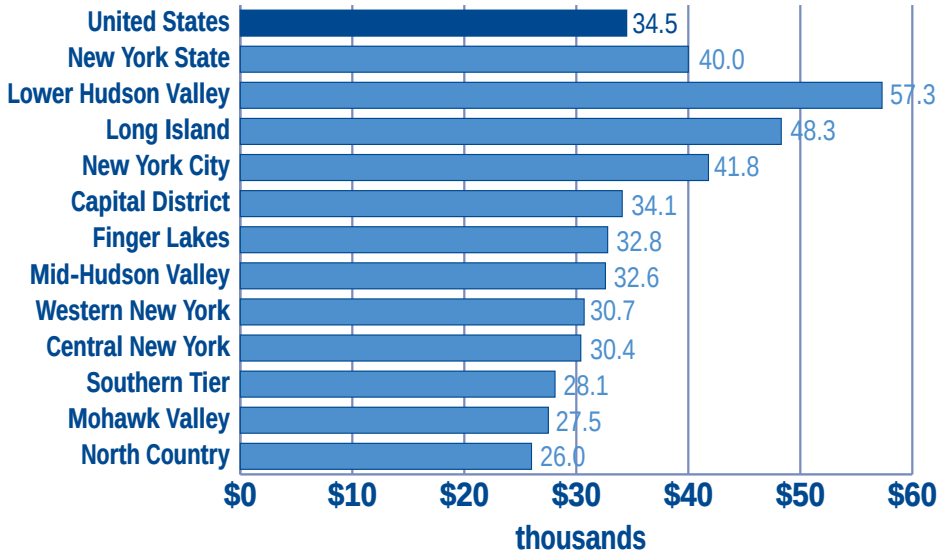


- The recession and declines on Wall Street adversely affected income growth throughout the State in the early 2000s, but recent growth has been much improved. Total State personal income increased by 18% between 2003 and 2006 compared to an 18.7% increase nationwide. New York ranked 26th among the 50 states in personal income growth during this period, up from 47th during the recession period of 2001-2003.

- New York State's per capita income ($42,392 in 2006) continues to be higher than the nation's ($36,276 in 2006). The State ranked fifth behind Connecticut, New Jersey, Massachusetts and Maryland.

- Per capita personal income is much higher in downstate counties than in the rest of the State, primarily reflecting the higher wages and salaries paid in that region (regional data is for 2005).

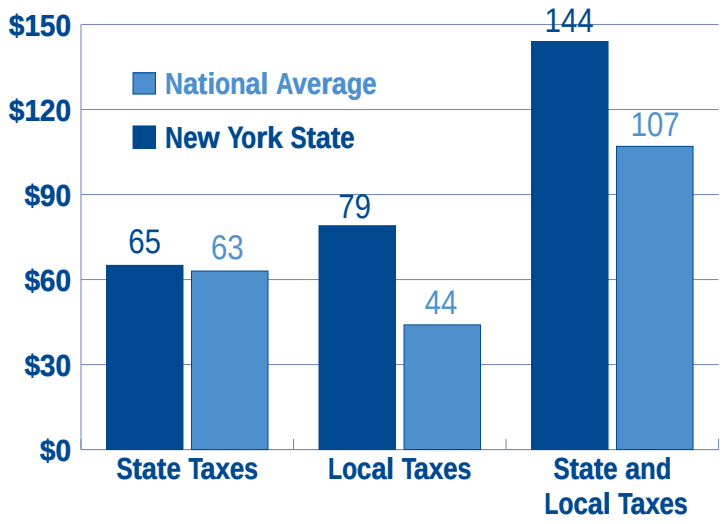
Personal Income Per Person
(2005 amounts in thousands)



Taxes: Where New York Stands

- In 2005, New York's combined State and local tax revenues were 34.6% above the national average per $1,000 of personal income. Local taxes were 79.5% above the national average while State taxes were only 3.2% above the national average.
- In 2005, New York had the highest combined State and local taxes as a percent of personal income in the nation with local taxes ranking first and State taxes ranking twenty-seventh.
- One contributing factor to the high local tax burden is that, unlike other states, New York's local governments pay a significant portion of Medicaid costs. To help mitigate the high cost of Medicaid to local governments, the SFY 2005-06 Enacted Budget capped Medicaid costs at 2005 levels with maximum annual adjustments of 3.5% in 2006, 3.25% in 2007, and 3% thereafter.

Taxes per $1,000 of Personal Income
New York versus the National Average,
fiscal year ending in 2005



- Local property tax levies grew by 60% from 1995 to 2005, more than twice the rate of inflation during that period (28%). However, as a result of the Medicaid cap, local property tax levies moderated somewhat in 2006. In addition, State revenue sharing and school aid increases have contribued to slower growth in local tax levies.
- In 2004, New York State taxpayers with incomes exceeding $200,000 represented 4.2% of all taxpayers, but accounted for 50.5% of all income tax paid in New York.
- New York relies more heavily on the personal income tax as a source of revenue than most states. In 2006, personal income tax as a percent of total taxes was 56.5% in New York while the national average was 34.6%.
- The SFY 2007-08 Enacted Budget includes an enhanced School Property Tax Relief (STAR) program that increases rebate amounts for non-seniors from 30% to 60% above the 2006 basic STAR levels in the first year. The Middle Class STAR Rebate program is valued at $1.0 billion in SFY 2007-08, $1.3 billion in SFY 2008-09 and $1.5 billion in SFY 2009-10.

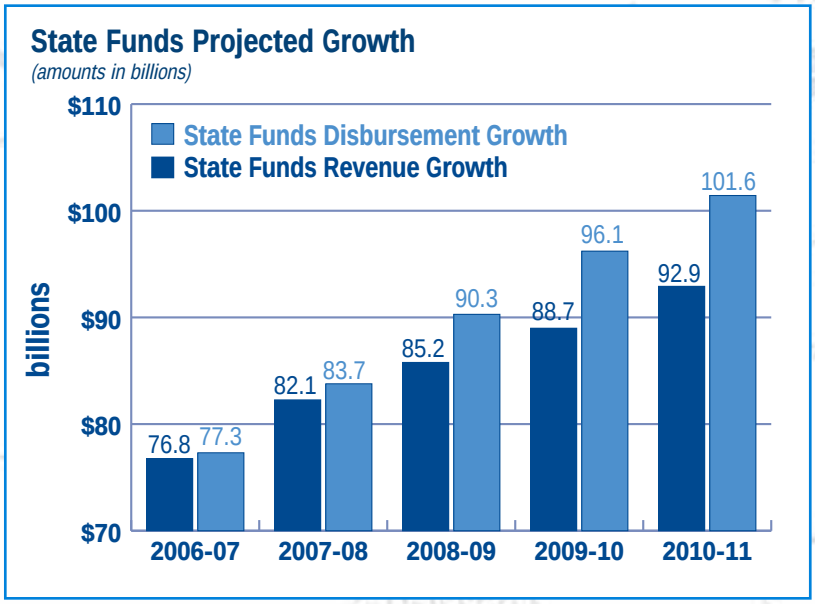
Implications for the Future

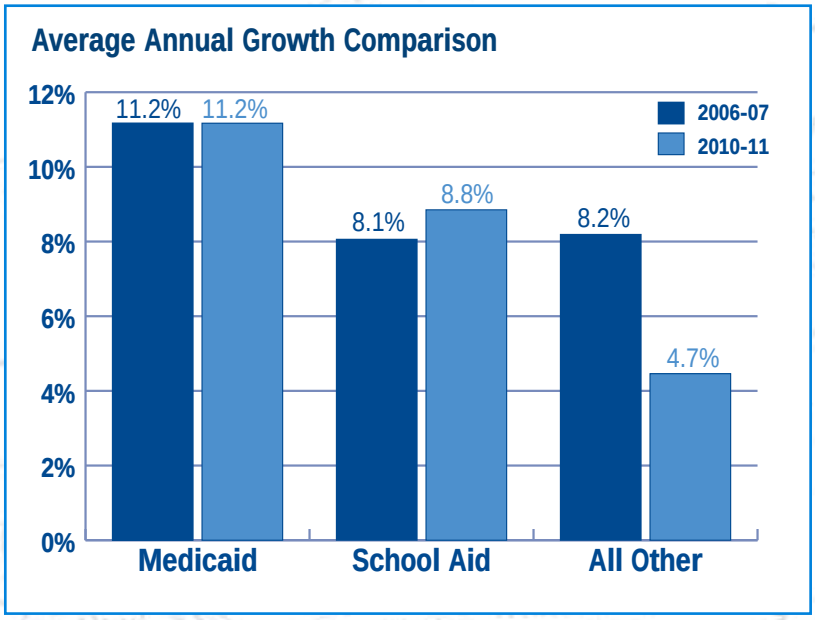
Spending supported solely with State Funds is expected to reach $102 billion by 2010-11, representing an increase of 31% over 2006-07 and 82% from 2002-03, as illustrated in the 2007-08 Enacted Budget Financial Plan.

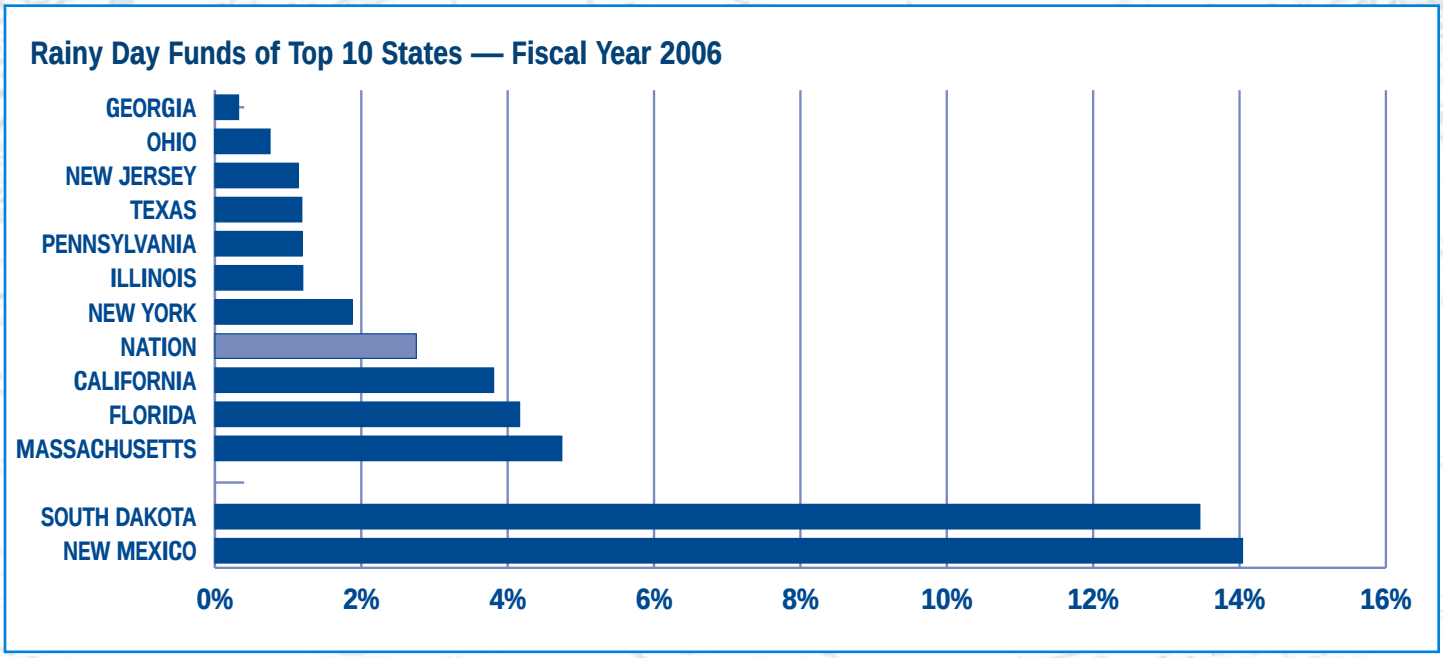
The Plan follows a historic trend in which the State Funds budget is dominated by growth in Medicaid and aid to local school districts, which, when counted together, made up approximately 39% of total State Funds spending in SFY 2006-07. By SFY 2010-11, combined spending for both Medicaid and school aid will increase, comprising nearly 42% of the State Funds budget and leaving approximately 58% for other spending, including transportation, higher education, mental health, local government assistance, public protection, environment and debt service.

Furthermore, according to the 2007-08 Enacted Budget Financial Plan, State source revenue collections will grow only 21% between March 31, 2007 and March 31, 2011, resulting in a spending gap of approximately $8.7 billion by the end of 2011. Analysis of executive outyear spending projections indicate that to maintain the level of spending embedded in the 2007-08 Enacted Budget, revenue growth will have to approach 9% per year in each of the subsequent three years.

New York has a history of structural imbalance with recurring spending exceeding recurring revenue. In the past, to address the structural imbalance, the State has borrowed money to provide either budget relief or deficit financing. As of March 31, 2007, over 22% or $11.5 billion of New York's State Funded debt outstanding was issued to provide budget relief or deficit financing. In addition, to pay for recurring expenses in the last five years, the State has also relied on nearly $19 billion in non-recurring resources, or one-shots, including dedicated fund sweeps, the sale of the State's share of the Master Settlement Agreement tobacco revenue, insurance conversion proceeds and the sale of assets.







One mechanism to mitigate a revenue loss due to an economic downturn or disaster is the prudent use of reserve funds. Until January 2007, when the Governor signed the Budget Reform Act of 2007, the Tax Stabilization Reserve Fund, New York's only rainy day fund set aside for times of economic downturn, was much smaller than the national average of 4.5% of General Fund revenues. As of 2006, New York had reserved only 2% of its General Fund budget, the maximum permitted by current New York State law. Other large states keep at least 2% of General Fund revenues in reserve; two smaller states, New Mexico and South Dakota, keep significantly more, 14% and 13.5%, respectively. However, New York's Budget Reform Act established the Rainy Day Reserve Fund which adds to the reserves set aside for economic downturns, and the 2007-08 Enacted Budget added $175 million to the Fund.

Prior to the creation of the Rainy Day Reserve Fund, the maximum contribution and balance limitations for New York's Tax Stabilization Reserve Fund made its fiscal benefit minimal in times when resources were scarce. By establishing the new Rainy Day Fund, the State has strengthened its financial position by creating another vehicle to address midyear and end of year General Fund shortfalls.

Furthermore, the State also deposited or plans to deposit $500 million in the Debt Reduction Reserve Fund (DRRF) over the last two years ($250 million each). The State Finance Law provides statutory uses for DRRF funding. Though neither the 2006-07 Enacted Budget nor the 2007-08 Enacted Budget provides great detail as to how the funds would be used, these deposits reflect a positive step toward financial stability.

Appendix 1

STATE FUNDS SPENDING BY MAJOR SERVICE FUNCTION

amounts in millions

STATE FUNDS SPENDING FOR THE FISCAL YEAR ENDING MARCH 31:	2003	2004	2005	2006	2007
EDUCATION	**$22,209**	**$25,790**	**$25,981**	**$27,094**	**$29,741**
Public Schools	14,333	17,037	16,581	17,394	$19,059
School Tax Relief (STAR)	2,664	2,820	3,059	3,213	3,321
State University of New York	4,059	4,184	4,438	4,804	5,289
City University of New York	714	1,049	860	620	1,065
Tuition Assistance Program	310	586	929	943	866
Higher Education Services Corporation	78	68	69	76	89
Cultural Programs	51	46	45	44	52
SCHOOL TAX PLUS (STAR REBATE CHECKS)	**—**	**—**	**—**	**—**	**673**
PUBLIC HEALTH	**12,848**	**13,654**	**14,577**	**17,623**	**19,477**
Health and Mental Health Services	3,381	3,193	3,450	4,371	5,815
Medical Assistance (Medicaid)	9,467	10,461	11,127	13,252	13,662
PUBLIC WELFARE	**2,832**	**3,562**	**3,598**	**3,602**	**3,689**
Public Welfare	2,418	3,147	3,183	3,190	3,283
Public Housing	208	186	188	191	198
Employment Services	206	229	227	221	208
PUBLIC SAFETY	**2,986**	**3,127**	**3,262**	**3,443**	**4,049**
Criminal Justice & Correctional Alternatives	891	933	947	1,070	1,161
Emergency Management & Security Services	86	96	78	90	183
Prisons and Reformations	2,009	2,098	2,237	2,283	2,705
TRANSPORTATION	**3,796**	**3,596**	**3,600**	**4,143**	**4,288**
Traffic Safety	188	179	187	189	198
Transportation	3,608	3,417	3,413	3,954	4,090
ENVIRONMENT AND RECREATION	**794**	**853**	**780**	**859**	**920**
Environmental Protection	538	574	515	551	583
Parks, Recreation & Historic Preservation	256	279	265	308	337
SUPPORT AND REGULATE BUSINESS	**562**	**441**	**474**	**754**	**599**
Commerce, Industry & Agriculture	341	237	262	459	439
Regulate Business	221	204	212	295	160
SHARE GENERAL REVENUES WITH LOCAL GOVERNMENTS	**963**	**853**	**1,034**	**1,079**	**1,198**
REPAY BORROWED MONEY AND REDUCE DEBT	**3,038**	**3,351**	**3,788**	**3,701**	**4,451**
GENERAL GOVERNMENT	**6,251**	**6,761**	**7,420**	**8,105**	**8,755**
Executive Agencies	1,011	978	1,006	1,086	1,132
Office of the State Comptroller	156	149	160	171	177
Office of the Attorney General	146	139	161	166	180
Legislature	219	202	207	210	213
Court Administration	1,456	1,429	1,506	1,616	1,729
Pension Contributions & Other Employee Benefits	2,958	3,528	4,090	4,505	4,953
Other	305	336	290	351	371
TOTAL STATE FUNDS SPENDING	**$56,279**	**$61,988**	**$64,514**	**$70,403**	**$77,840**

Appendix 2

FEDERAL FUNDS SPENDING BY MAJOR SERVICE FUNCTION

amounts in millions

FEDERAL FUNDS SPENDING FOR THE FISCAL YEAR ENDING MARCH 31:	2003	2004	2005	2006	2007
EDUCATION	**$3,025**	**$3,621**	**$3,506**	**$3,815**	**$3,780**
Public Schools	2,466	3,218	3,319	3,649	3,600
State University of New York	166	174	167	159	167
Tuition Assistance Program	385	224	12	2	7
Higher Education Services Corporation	7	4	7	4	6
Cultural Programs	1	1	1	1	—
PUBLIC HEALTH	**20,772**	**22,657**	**23,920**	**22,799**	**24,126**
Health and Mental Health Services	3,380	3,585	3,700	3,790	3,897
Medical Assistance (Medicaid)	17,392	19,072	20,220	19,009	20,229
PUBLIC WELFARE	**5,840**	**5,481**	**5,053**	**5,127**	**4,635**
Public Welfare	5,031	4,749	4,490	4,617	4,170
Public Housing	14	13	13	17	15
Employment Services	795	719	550	493	450
PUBLIC SAFETY	**1,322**	**1,882**	**1,731**	**302**	**467**
Criminal Justice & Correctional Alternatives	115	274	306	125	172
Emergency Management & Security Services	1,112	1,573	1,410	147	266
Prisons and Reformations	95	35	15	30	29
TRANSPORTATION	**1,158**	**1,074**	**1,353**	**1,233**	**1,308**
Traffic Safety	15	15	14	12	12
Transportation	1,143	1,059	1,339	1,221	1,296
ENVIRONMENT AND RECREATION	**280**	**271**	**242**	**269**	**195**
Environmental Protection	273	265	235	263	187
Parks, Recreation & Historic Preservation	7	6	7	6	8
SUPPORT AND REGULATE BUSINESS	**45**	**17**	**16**	**22**	**19**
Commerce, Industry & Agriculture	44	16	15	21	18
Regulate Business	1	1	1	1	1
SHARE GENERAL REVENUES WITH LOCAL GOVERNMENTS	**101**	**117**	**102**	**107**	**105**
GENERAL GOVERNMENT	**233**	**219**	**231**	**264**	**289**
Executive Agencies	27	24	24	29	41
Office of the Attorney General	22	18	22	24	24
Court Administration	5	5	3	5	5
Pensions and Other Employee Benefits	179	172	182	206	219
TOTAL FEDERAL FUNDS SPENDING	**$32,776**	**$35,339**	**$36,154**	**$33,938**	**$34,924**

Appendix 3

STATE REVENUES BY MAJOR SOURCE

amounts in millions

STATE REVENUES FOR THE FISCAL YEAR ENDING MARCH 31:	2003	2004	2005	2006	2007
TOTAL TAXES	**39,625**	**42,851**	**48,642**	**53,578**	**58,739**
PERSONAL INCOME TAX(1)	**22,648**	**24,647**	**28,100**	**30,813**	**34,580**
CONSUMER TAXES AND FEES	**10,804**	**11,919**	**13,080**	**13,857**	**13,456**
Sales Tax	8,796	9,907	11,016	11,196	10,739
Motor Vehicle Tax	612	654	710	720	769
Tobacco Products Taxes	446	419	406	974	985
Motor Fuel Tax	544	516	530	531	513
Beverage Taxes	222	237	227	234	252
Highway Use Tax	147	147	151	160	153
Auto Rental Tax	37	39	40	42	45
BUSINESS TAXES	**4,983**	**5,007**	**5,806**	**7,088**	**8,606**
Corporation Franchise Tax	1,612	1,700	2,111	3,053	4,228
Corporation and Utilities Taxes	1,091	882	827	832	820
Insurance Taxes	776	1,031	1,108	1,083	1,258
Bank Tax	481	342	675	974	1,210
Petroleum Business Tax	1,023	1,052	1,085	1,146	1,090
OTHER TAXES	**1,190**	**1,278**	**1,656**	**1,820**	**2,097**
Real Property Gains Tax	5	4	1	1	–
Estate and Gift Taxes	708	736	898	857	1,053
Pari-Mutuel Taxes	29	27	26	23	21
Real Estate Transfer Taxes	447	510	730	938	1,022
Racing and Exhibition Taxes	1	1	1	1	1
GAMING-LOTTERY INCOME, VLT & CASINO	**1,931**	**2,129**	**2,222**	**2,413**	**2,611**
FEDERAL RECEIPTS	**33,256**	**37,323**	**36,213**	**35,129**	**35,579**
OTHER REVENUES	**10,773**	**15,218**	**12,061**	**14,418**	**13,452**
Student Tuitions and Fees (SUNY/CUNY)	1,191	1,376	1,800	1,965	2,096
Patient/Client Care	1,290	1,280	1,412	1,337	1,638
Income from Investments	84	56	78	264	501
Abandoned Property	729	597	563	541	701
Refunds and Reimbursements	892	918	704	740	710
Bond Proceeds from Public Benefit Corporations	572	344	672	457	417
Regulatory Assessments	2,740	2,580	1,502	1,594	1,902
Securitization of Tobacco Settlement Funds	–	4,200	–	–	–
Loans from HCRA Pools	200	–	–	–	–
Public Asset Sale — Non-Profit Conversion	–	–	–	2,743	514
Transfers from Public Goods Pool	1,258	2,075	3,202	2,725	2,936
Transfers from Tobacco Settlement Fund	90	–	183	–	–
Miscellaneous Licenses, Fees and Other	1,727	1,792	1,945	2,052	2,037
BORROWED AND ADDED TO DEBT	**2,174**	**2,534**	**2,134**	**2,117**	**2,197**
Bonds and Notes Issued by the State	245	140	178	159	181
Public Authority Financings	1,929	2,394	1,956	1,958	2,016
TOTAL STATE REVENUES	**$87,759**	**$100,055**	**$101,272**	**$107,655**	**$112,578**

(1) Personal Income Tax (PIT) receipts have been restated to include funds that had been set aside to pay Personal Income Tax refunds in the following fiscal year and therefore, were not previously reported as receipts in 2003-2005.

2007 COMPTROLLER'S REPORT ON THE FINANCIAL CONDITION OF NEW YORK STATE

FOR FISCAL YEAR ENDED MARCH 31, 2007

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DATA SOURCES

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NYS Department of Education

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NYS Department of Labor

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