Interim

SFY 2025 Executive State Budget County Impact Report



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Introduction

On Tuesday, January 16th, this interim county impact report details areas of the Governor's proposed budget that will impact county functions, departments, services, and programs. The report will be updated as we continue our analysis and receive additional information.

Changes in Taxation & Finance Important to Counties

Modernize the State Tax Code to Include the Vacation Rental Industryi

Similar to changes made several years ago to address the collection of sales tax on internet-based transactions, the Governor is proposing to modernize the state code to ensure sales tax is collected on short term rentals by updating certain definitions to capture these rentals as they are with accommodations at hotels and other places of temporary lodging.

The budget language reverses the "bungalow rule," which excluded from sales tax the rentals of furnished living units (e.g., bungalows, cabins, etc.) without typical hotel amenities (dining and housekeeping). Finally, this bill would include vacation rentals in the imposition of the \$1.50 NYC hotel unit fee.

Additionally, sales tax collection by the vacation rental marketplace provider would improve tax compliance by reducing the number of small vacation rental providers who handle sales tax payments before they are remitted to the Department. This would also help level the playing field for New York's hotel operators that compete with vacation rental marketplace providers that do not collect tax on vacation rentals in the state.

The bill does not require these platforms to collect local occupancy taxes as these are local tax laws and therefore not a state administered tax. The bill does not require platforms to share individual property listings activity but does require them to maintain appropriate information as a sales tax vendor for state sales tax administration purposes.

The state estimates the 57 counties would receive about \$6.5 million annually from this change, and New York City would generate about \$10 million in new revenue.

State Sales Tax Growth Projections

The State Financial Plan is projecting conservative sales tax growth after the close of the SFY 2024 budget as follows:

- SFY 2024 (+5.3 percent)
- SFY 2025 (+2.3 percent)
- SFY 2026 (+2.5 percent)
- SFY 2027 (+2.7 percent)
- SFY 2028 (+2.4 percent)

General Support for County Governmentsⁱⁱ

Total state spending on behalf of counties outside of New York City through major local aid programs is expected to total over \$7.4 billion in SFY 2025 under the Executive Budget. This includes over \$3.3 billion attributable to the state takeover of local Medicaid growth.

Traditional local impacts result in a net positive impact of \$267 million in County Fiscal Year 2025, most of which is due to significant investments that include:

- \$85 million for a new partnership program with counties on public safety communications systems;
- \$50 million for a new partnership program with counties on infrastructure grants;
- \$50 million in new resources to support antipoverty initiatives in Rochester, Syracuse, and Buffalo;
- \$30 million in funding for district attorney offices and GIVE jurisdictions to prevent domestic violence:
- \$3.8 million for grants to counties to improve flood resiliency (\$15 million over two years);
- \$3.7 million in the upcoming local fiscal year (\$14.7 million over two years) to provide new e-poll books and a \$3.7 million increase annually in funding for postage for boards of elections; and
- \$10 million annually for dedicated retail theft teams in district attorney offices, with a separate \$5 million annually for local law enforcement agencies to combat retail theft.

Other actions with a positive local fiscal impact for counties include \$16.5 million to increase human services case management and wrap-around services, \$15.2 million in administrative efficiencies in the Early Intervention Program, as well as several revenue actions including repealing and replacing the cannabis potency tax and modernizing Tax Law to include the vacation rental industry (see above).

These positive impacts are partially offset by an increased TANF FFFS child welfare threshold (\$14.6 million impact) as well as a five percent in-person Early Intervention rate increase (\$2.4 million) and a four percent Early Intervention rate modification in rural counties (\$0.2 million).

Other Major Changes in Taxation

Repeal and Replace the Cannabis Potency Taxiii

The Executive Budget proposes to simplify the tax collection obligations and burden for cultivators, processors, and distributors by repealing the wholesale THC potency tax and replacing it with a wholesale excise tax of 9 percent. New York State will maintain the State retail excise tax rate of 9 percent and the local retail excise tax rate of 4 percent.

After the slow start in the adult-use cannabis market the state is projecting dramatic growth in the coming years for its share of taxes generated from adult use cannabis production and sales, as follows:

- SFY 2023 \$0
- SFY 2024 \$70 million
- SFY 2025 \$158 million (+126%)
- SFY 2026 \$245 million (+87%)
- SFY 2027 \$339 million (+38%)
- SFY 2028 \$363 million (+7%)

In Rem Tax Foreclosure

See the **General Government** section.

Close the Telecommunications Property Tax Loopholeiv

The Executive Budget includes Article VII legislation to clarify that only property "primarily or exclusively" used in the transmission of radio, television, or cable television signals is excluded from the definition of real property. This closes a loophole that some providers have used to escape paying property taxes.

State Financial Plan

The state financial plan has careened from a nearly \$70 billion 4-year deficit at the beginning of the pandemic in April 2020, to a \$40 billion surplus peak less than two years later in March 2022. Since this peak, projected balances in the financial plan have fallen to a \$36 billion deficit in July 2023, that improved to about a \$20 billion deficit in November 2023. Fortunately, during the period of surplus, the state did build reserves to \$19 billion.

Prior to the Governor's release of the SFY 2025 budget, the recent decline in state finances was largely attributed to falling income tax receipts, the end of COVID era federal aid, and higher spending in Medicaid than anticipated. While these factors are accurate, the state has also increased permanent spending aggressively over the last several years, often relying on temporary aid to fill the gap. According to budget documents, the growth in spending of about five percent per year over the multi-year financial plan outpaces revenue growth of four percent – adding to growing fiscal gaps. ^v

The SFY 2025 budget is projecting a \$20.5 billion 4-year deficit in the financial plan, after a \$5.9 billion increase in spending and other cost containment actions proposed by the Governor in her SFY 2025 proposal.

The deficit picture improved slightly due to higher anticipated revenues over the next four years than projected in the mid-year update. Higher revenue accruing in SFY 2024, from the updated projections, will result in an estimated surplus of \$2.2 billion for the current budget year. Most of this surplus will be used to prepay SFY 2025 expenses, and the remainder (\$500 million) will go into state reserves. The SFY 2025 budget projects a general fund balance at the close of the year of \$44 billion, with about half of this amount being held in reserves and the remainder generally set aside for pending liabilities and cash flow. vi

The chart below highlights the changes in the state's fiscal circumstances in recent years.

Changes in State Finances Since COVID Pandemic		
	Projected 4-year	
State Budget Monitoring Point	(Deficit)/Surplus	

April 2020 - SFY 2021 Enacted Budget	(\$69B)
March 2022 - SFY 2023 amended Budget	\$40B
July 2023 - Q1 SFY 2024 Financial Plan	(\$36.4B)*
October 2023 - Q2 Mid-year Update	(\$21.5B)*
January 2024 - SFY 2025 Introduced Budget	(\$20.5B)*

^{*} Gaps do not reflect the use of any reserves to balance operations

State Spending

State Operating Funds adjusted spending will increase from \$130.2 billion to \$136.2 billion (4.5 percent) largely driven by increases in:

- School Aid \$921 million (2.1 percent)
- Medicaid \$3 billion (10.9 percent)
- State Agency Operations \$1.9 billion (5.8 percent)
- Debt Service \$405 million (6.4%)

Offset by the prepayment of some expenses and other items.

Outside of state operating funds, Capital Projects are slated for a \$3.1 billion increase, or 20 percent. vii

The SFY 2025 Executive Budget assumes balance in the coming fiscal year (after proposed actions) with outvear gaps rising to just over \$20 billion, as follows:

- SFY 2025 \$0;
- SFY 2026 \$5 billion;
- SFY 2027 \$5.2 billion (Assumes the federal sunset of the SALT cap, which will provide a one-time increase in state receipts by \$3 billion to \$4 billion. If the SALT cap is extended or modified the fiscal gap for SFY 2027 will increase correspondingly); and
- SFY 2028 \$9.9 billion (assumes New York's current high-earner state income tax rates will sunset as scheduled, reducing receipts in the final quarter of SFY 2028 by about \$1 billion)

Per DOB, "The projected budget gaps do not reflect the use of any principal reserves to balance operations but do include the use of prior year surpluses carried forwarded into future years and the one-time use of a portion of the Reserve for Economic Uncertainties to fund additional assistance to the City of New York to alleviate fiscal pressures from asylum seekers in FY 2026." viii

State Spending by Functional Areas

Below is an interim analysis of how the SFY 2025 Executive Budget impacts county programs, services, and operations. NYSAC will continue to review the these and other proposals in the spending plan.

Agriculture

Local Agriculture Assistanceix

The Executive Budget includes \$48.9 million for local agriculture assistance, a decrease from the \$56.5 million included in the SFY 2024 Enacted Budget. The Budget also includes \$20 million for non-point source pollution control, farmland preservation, and other agricultural programs, consistent with past years.

Expanding Dairy Processing Capacity^x

The Governor proposes to commit \$34 million over two years to expand dairy processing capacity. This includes a \$24 million appropriation in the Executive Budget for the dairy farm modernization grant program, which provides grants for on-farm milk storage technologies and processing infrastructure to mitigate transportation issues, improve dairy supply chain efficiency, and avoid raw milk dumping related to emergency events.

Community Colleges & Higher Education Tuition Assistance

Maintaining the Community College Funding Floorxi

The Executive Budget will maintain a funding floor for community colleges at 100 percent of prior year funding. Without a funding floor, community colleges would face a \$143 million (23 percent) loss in formula aid due to enrollment declines.

Total funding for community colleges will decline slightly in the budget due to one-time funding provided in SFY 2024. Overall funding for Community College operating aid is \$441 million for SFY 2025. The State Financial Plan assumes this appropriation level will continue with no increase through SFY 2028.

Early Childhood Development and Children with Special Needs Special Education Tuition Rate-Setting Reform^{xii}

Funding for preschool and school-age special education providers is determined through a ratesetting methodology administered by SED. These providers serve approximately 80,000 preschool children year-round, 50,000 school-age students during the summer, and 14,000 school-age students during the school year. As requested by SED, the Executive Budget provides an additional \$1.4 million for SED to study and design a new special education tuition rate-setting methodology in order to streamline and improve the timeliness of tuition rates for providers, bringing total available project funding to \$3.9 million. The Executive Budget also extends the deadline for SED to present its recommendations from July 1, 2025, to July 1, 2027.

Increase Rates in Early Interventionxiii

The Executive Budget provides for a 5 percent rate increase for in-person services, as well as a 4 percent rate modifier for rural areas and underserved communities.

Modify Early Intervention Billingxiv

The Budget makes various administrative changes to align billing requirements with federal regulations resulting in savings.

Removal of School Psychologists for Rendering Early Intervention Services^{xv}

This budget provision removes the temporary exemption school psychologists currently have that allows them to practice as Early Intervention (EI) providers but would extend their authorization to provide non-EI services for certain preschool programs.

Economic Development

Accessing \$650 Million in REDC and Other Funds xvi

Multiple programs amounting to \$650 million to promote regional economic development and other programs have been available to local governments through a competitive application meant to bolster economic opportunities in designated regions. The Governor's SFY 2025 budget will now require that to receive priority in accessing these funds, a local community must be certified by the NYS Division of Homes and Community Renewal as a Pro-Housing Community. These programs include:

- Downtown Revitalization Initiative, administered by the Department of State;
- NY Forward, administered by the Department of State;
- Regional Council Capital Fund, administrated by Empire State Development;
- New York Main Street, administered by NYS Homes and Community Renewal;
- Market New York capital grants, administered by Empire State Development;
- Long Island Investment Fund, administered by Empire State Development;
- Mid-Hudson Momentum Fund, administered by Empire State Development; and
- Public Transportation Modernization Enhancement Program, administrated by the Department of Transportation

Regional Economic Development Councils (REDCs)xvii

The Executive Budget includes \$150 million in core REDC funding and \$75 million in new Excelsior tax credits. To qualify for this funding, municipalities must be certified by HCR as a Pro-Housing Community.

Downtown Revitalizationxviii

The Executive Budget provides \$100 million for the Downtown Revitalization Initiative (DRI) and \$100 million for New York Forward, which is focused on the revitalization of downtowns in rural and smaller communities. To qualify for this funding, municipalities must be certified by HCR as a Pro-Housing Community.

Local Tourism Promotionxix

The Executive Budget includes \$15 million in competitive funding through the Market NY Program to support tourism marketing plans and other projects that demonstrate regional collaboration among counties to promote regional attractions. This includes \$2.45 million in matching grants for local tourism promotion, which is a decrease from the \$3.45 million in last year's enacted budget.

Empire Artificial Intelligence (AI) Initiativexx

The Executive Budget includes \$275 million in capital grants and other funding for the Empire AI initiative, which aims to position New York at the forefront of AI research and innovation.

One Network for Regional Advanced Manufacturing Partnerships (ON-RAMP) Program^{xxi}

The Executive Budget includes \$200 million in new and existing capital and other resources to launch the ON-RAMP program, which will establish four new workforce development centers in strategic, high-impact locations along the I-90 corridor, with a flagship facility in Syracuse.

Restore New York Communities Programxxii

The Executive Budget includes \$50 million for the Restore New York Communities Program to support municipal efforts to demolish, deconstruct, rehabilitate, or reconstruct vacant, abandoned, condemned, or surplus properties.

FAST NY Shovel-Ready Grant Programxxiii

The Executive Budget includes \$100 million to prepare and develop sites to jumpstart New York's shovel-readiness and increase its attractiveness to large employers.

Elections

Local BOE State Aid for Pre-Paid Return Postage Envelopesxxiv

The Executive Budget includes \$7.7 million for local BOE's to receive reimbursement of costs related to providing pre-paid return postage and outgoing postage on absentee ballots.

E-Poll Book State Aidxxv

The Executive Budget includes \$14.7 million for local BOE's to procure new electronic poll books.

Environment

Clean Water Infrastructurexxvi

The Executive Budget provides an additional \$250 million in clean water infrastructure funding, bringing the State's total investment to \$5.25 billion since 2017. Previous state budgets have allocated \$500 million annually for clean water infrastructure.

Environmental Protection Fund (EPF)xxvii

The Executive Budget includes \$400 million for the EPF to support projects that work to mitigate the effects of climate change, improve agricultural resources, protect water sources, advance conservation efforts, and provide recreational opportunities.

Tree Plantingxxviii

The Executive Budget commits \$47 million to the planting of 25 million trees by 2033. This includes capital investments in the Saratoga Tree Nursery and multi-year annual grants to municipalities to plant trees in support of resilient reforestation and urban forests.

New York Statewide Investment in More Swimming (NY SWIMS)xxix

The Executive Budget includes \$150 million in funding for grant programs to enhance and expand municipal swimming opportunities across the state. This includes \$60 million to build 10 new swimming pools in underserved communities, \$60 million to develop and install floating pools in natural waterways, and \$30 million for pop-up swimming pools that can be deployed to communities that would otherwise not have access to outdoor pools.

Energy Affordability Guaranteexxx

The Executive Budget includes \$50 million for NYSERDA's EmPower+ Program. This includes funding for the energy affordability guarantee, which will ensure customers who fully electrify their homes do not spend more than 6% of their income on electricity.

Extend the Build-Ready Programxxxi

The Budget extends NYSERDA's Build-Ready Program, which identifies abandoned or underutilized sites in New York State that may be suitable for development as large-scale renewable energy projects, for six years until 2030.

Renewable Action Through Project Interconnection and Deployment (RAPID) Act^{xxxii}

The Executive Budget includes the RAPID Act, which would create a one-stop shop for the environmental review and permitting of major renewable energy generation and electric transmission facilities within the Office of Renewable Energy Siting and Electric Transmission (ORES). Under the legislation, ORES is relocated from DOS to DPS and required to establish comprehensive regulations and uniform permit terms and conditions for major electric transmission facilities.

If enacted, developers would be required to submit proof of consultation with the municipality where the project is proposed to be located prior to submitting an application to ORES. The municipality—with support from the applicant's application fee—would be required to indicate to ORES whether the project complies with applicable local laws and regulations concerning the environment or public health and safety. ORES could elect not to apply local laws or ordinances that are unreasonably burdensome in the view of the CLCPA targets, the environmental benefits, or the public need for the proposed project. If a permit is granted, the permittee would be required to provide a host community benefit or other such project as determined by ORES or as agreed to between the applicant and host community.

Affordable Gas Transition Actxxxiii

The Executive Budget includes legislation to eliminate provisions of law that restrict PSC from ensuring utilities meet the Climate Leadership and Community Protection Act (CLCPA)'s

greenhouse gas (GHG) emission reduction requirements. This includes eliminating the "100-foot" rule, which requires natural gas companies to extend gas service to new customers and to charge the costs to all ratepayers for the first 100 feet of infrastructure between a natural gas main and a building proposed to be served by natural gas.

Increase the Maximum Grant Award for the Climate Smart Communities $\mathbf{Program}^{\mathbf{xxxiv}}$

State assistance payments under the Climate Smart Communities program are currently capped at 50% or \$2 million. The Executive Budget includes legislation to authorize DEC to provide up to 80% or \$2 million in grants to municipalities that meet the criteria for financial hardship or for being a disadvantaged community.

Expands DASNY's Authority to Provide Services to Municipalities xxxv

The Executive Budget authorizes DASNY to provide its planning, design, procurement, and construction management services to state agencies, counties, and municipalities receiving grants or loans under the following programs: New York State Environmental Bond Act of 2022; American Rescue Plan Act of 2021; Infrastructure Investment and Jobs Act of 2021, Inflation Reduction Act of 2022, Downtown Revitalization Initiative, and NY Forward.

Safety Standards for Lithium-Ion Batteriesxxxvi

The Executive Budget establishes safety standards for the sale of lithium-ion batteries, prohibits the sale of uncertified batteries, and establishes fines for violations.

Clean Air Compliance and Pollution Reductionxxxvii

The Executive Budget amends the fee structure for DEC's State Air Quality Program to provide sufficient funds to cover DEC's pollution control activities.

Gaming

Commercial Gaming Payment Reduction Offsets (CGPR)

The Executive Budget proposal maintains the CGPR at \$17 million, the same appropriation as the SFY 24 Enacted Budget.

VLT & Other Host Community Aid

Aid to localities with video lottery terminals is funded at \$10.5 million, a slight increase from \$9.3 million appropriated in the prior year. State aid to Madison County for hosting a Native American gaming facility is level funded.

Commercial and Tribal Compacts

Total commercial gaming revenues for local aid are level funded at \$62 million. Tribal compact gaming revenues have increased slightly from \$175 million to \$200 million. The increase in appropriation does not guarantee an increased distribution. These funding levels often include additional room if funds become available. Currently the Seneca compact is up for renewal and renegotiation, while a portion of payments from the Akwesasne Mohawk compact have been withheld.

General Government

Expand and Improve the Local Government Efficiency Grant Programxxxviii

The Local Government Efficiency Program provides technical assistance and grants for intermunicipal projects targeting shared opportunities, cost savings, and delivery of efficient, quality services. The Executive Budget increases the number of awards possible each year and the maximum award amounts.

Currently, planning grants may be a maximum of \$12,500 per municipality and \$100,000 total per grant. Beginning in FY 2025, the new maximum would be \$20,000 per municipality and \$120,000 total per grant. Implementation grant maximums would increase from \$200,000 per municipality and \$1 million total per grant to \$250,000 per municipality and \$1.25 million total per grant. Total annual funding to support planning and efficiency grants will double from \$4 million to \$8 million.

Warren County Contribution to CDTAxxxix

The Executive Budget allows the Capital District Transportation Authority (CDTA) to receive State assistance for transit services in Warren County, which requires a local match component.

This proposal would add Warren County to the list of counties required to contribute to CDTA. The local match percentage (2.21%) is based on services provided by Greater Glens Falls Transit in the current fiscal year.

Extend Videoconference Participation in Public Meetings^{xl}

The Executive Budget would extend for two years authorization for public bodies to conduct public meetings with some members and the public joining by videoconference.

The Executive Budget would remove the current sunset of July 1, 2024, and extend for an additional two years the current law authorizing public bodies to hold public meetings at which some members may join by videoconference from locations not accessible to the public in extraordinary circumstances, and for the public to view and, where applicable, participate in such meetings by videoconference.

Reforming the In-Rem Tax Foreclosure Processxli

The Executive Budget reforms the State's property tax enforcement laws to bring them into compliance with a recent decision of the United States Supreme Court, Tyler v. Hennepin County, Minnesota, 598 U.S. 631 (2023), by providing that when tax-delinquent property is sold, any excess proceeds be returned to the former owner or owners, and where appropriate, to lienors.

This bill would require any surplus resulting from tax foreclosure sales to be distributed to the former owners and lienors to whom the surplus rightfully belongs. Local governments would still be made whole for the taxes they are owed, as well as interest and related expenses. Any third parties who have liens on the property would also be paid in the same order and to the same extent as they would in a mortgage foreclosure action, with any remaining proceeds from the sale then being returned to the former property owner.

The bill would take effect immediately. Tax districts would have six months from the effective date of the act to pay over any surplus attributable to sales of tax-foreclosed property that occurred between May 25, 2023, and the effective date of the act. For sales prior to May 25, 2023, the tax district would only be liable to pay surplus where an Article 78 proceeding to compel the payment of the surplus had been commenced within four months of the sale.

NYSAC worked closely with the executive throughout the summer and fall to more clearly define this process. A sincere thank you is owed to representatives from our counties who have participated in hundreds of hours of phone calls and meetings as well as drafting legislation.

Housing Assistance

Increase the Housing Supplyxlii

The FY 2025 Executive Budget takes the next steps to add housing, remove barriers to development, and encourage local governments to pursue smart, sustainable growth strategies.

- Develop Housing on State Property
- Prioritize State Funding to Pro-Housing Certified Communities
- Provide NYC with Tools like 421-a Extension

Redevelopment of Underutilized Sites for Housing (NY RUSH) Initiativexliii

The Executive Budget includes \$250 million in capital funding for the implementation of NY RUSH, which will provide \$500 million over two years to assist state agencies in repurposing existing State sites and properties for use as housing.

Combat Housing Discriminationxliv

The Executive Budget would prohibit insurance companies from increasing rates or denying coverage to a policy holder due to their ownership of affordable housing.

Authorize NYC to Allow for Denser Residential Developmentxlv

The Executive Budget would authorize the City of New York and the New York State Urban Development Corporation to allow denser residential development, which would allow for more housing to be built.

Authorize Tax Incentives for Affordable Housing in NYCxlvi

The Executive Budget proposes to establish the Affordable Housing from Commercial Conversion Tax Incentive Benefits program in New York City to incentivize the inclusion of affordable rental units in multiple dwellings converted from commercial, manufacturing, or other non-residential buildings.

Enable NYC to Legalize Pre-Existing Basement and Cellar Dwelling Unitsxlvii

The Executive Budget includes legislation to provide the City of New York with the authority to enact a local law allowing for the conversion of inhabited and other currently existing basement or cellar dwelling units to legal dwelling units.

Extend the Deadline for Vested Projects in Real Property Tax Law 421-axlviii

The Executive Budget proposes to extend the deadline to complete a vested Real Property Tax Law 421-a project in New York City, which would help to ensure the completion of thousands of units of housing that are currently at risk of not being built.

New Tax Abatement for Rental Housing Construction in NYCxlix

The Executive Budget includes legislation to create the Affordable Neighborhoods for New Yorkers Tax Incentive program to incentivize the development of housing that includes affordable units in New York City. Recipients would receive a full property tax exemption during the construction for up to three years, and homeownership developments would then receive 40 years of full exemption. Rental units would receive 25 years of full exemption after the construction period, followed by 10 more years with the exemption percentage pegged to the percentage of units in the building that are affordable units.

Human Services

Addressing The Asylum Seeker Crisis¹

The FY 2024 Financial Plan included \$1.9 billion to support the migrant crisis, including the cost of shelter, social services, and resettlement.

As the migrant crisis continues, the FY 2025 Executive Budget extends an additional \$2.4 billion to support efforts in New York City and elsewhere in the State to safely manage the influx with the appropriate humanitarian response.

Judiciary and Court Related Matters

Provide a Market Rate of Interest on Court Judgmentsli

The Executive Budget proposes a variable market-based interest rate on court judgments paid by public and private entities, which will provide relief for local governments and lower state taxpayer costs. The market-based interest would be the weekly average one-year constant maturity treasury yield, which is the same rate utilized by the Federal court system.

Currently, the interest rate on judgments is established at a fixed rate of as much as 9 percent annually. A prevailing market rate will help ensure that neither side in a lawsuit will be disadvantaged by an interest rate that is above or below what otherwise could be earned while cases are being adjudicated.

Constitutional Amendment to Remove Maximum Number of Supreme Court Justices^{lii}

The Executive Budget proposes to amend the New York State Constitution to remove the existing provision providing for a maximum number of supreme court justices in each judicial district.

This concurrent resolution would remove the language in Article VI, Section 6, paragraph D of the New York State Constitution limiting the maximum number of Supreme Court justices in each judicial district to one per 50,000 residents or fraction over 30,000 residents. This

proposal would grant the State Legislature the authority to expand the number of Supreme Court justices in each county.

Because this proposal is seeking to change the State Constitution, it must be passed by the Legislature over two successive legislative sessions and approved in a statewide referendum. The earliest this amendment could be on the ballot would be in the General Election in 2025.

If passed, this proposal may lead to significant capital cost increases for counties, as we are required under state law to provide justice chambers and court facility improvements.

Judicial Protection ¹

The Executive Budget proposes to protect judges and court personnel from the public disclosure of personal information. This would establish a process for New York State judges and federal judges in in the state, as well as certain court personnel and their immediate families to request the removal of their personal information from public disclosure, including but not limited access to public records with such information and/or internet postings. Recipients of such requests would be required to comply and be subject to a civil fine if they fail to do so.

"Personal information" shall include the following for an eligible individual:

(i) home address, including primary residence and secondary residences; (ii) unlisted telephone number; (iii) personal cell phone number; (iv) personal email address; (v) social security number; (vi) driver license number; (vii) license plate number; (viii) marital status and identity of any present and former spouse; (ix) identity of children under the age of twenty-six; (x) name and address of a school or day care facility attended by an immediate family member; (xi) bank account number; (xii) credit or debit card number; (xiii) personal identification number (PIN); (xiv) automated or electronic signature; (xv) unique biometric data; and (xvi) account passwords.

Additionally, the bill would enhance criminal liability for assaulting, stalking or harassing a judge.

Office of Indigent Legal Services & Legal Defense

The Executive Budget includes \$451.47 million in Local Aid appropriations for ILS Distributions and Grants, implementation of the *Hurrell-Harring* settlement, extension of *Hurrell-Harring* reforms statewide, improved quality 18-B Family Court representation, and reimbursement to counties for increased statutory assigned counsel rates that would be allocated as follows:

• *ILS Distributions and Grants*: \$81 million to finance ILS distributions and grants. This funding amount will continue current funding levels for ILS programs, but does not include the 3 percent cost-of-living adjustment (COLA) that ILS sought in its FY 2024-25 budget request.

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¹ ppgg Part F

- *Implementation of* Hurrell-Harring *Settlement*: liv \$23.97 million to finance implementation of the *Hurrell-Harring* settlement programs (counsel at arraignment, caseload relief, and quality improvement). This funding is an increase of \$160,000 above FY 2023-24 funding levels, reflecting additional costs agreed to by the *Hurrell-Harring* parties for Schuyler County. This appropriation does not include the 3 percent COLA that ILS sought in its FY 2024-25 budget request.
- Extension of Hurrell-Harring Reforms Statewide: *\footnote{\text{\$}}\sim \\$250 million to fully fund statewide implementation of Hurrell-Harring settlement reforms pursuant to plans filed by ILS on December 1, 2017. The appropriation language includes the same annual reporting requirement that was in previous years' final budgets, as well as the same authorization to transfer a portion of these funds to support ILS' State Operations budget and/or suballocate funding to other state agencies. This appropriation does not include the 3% COLA that ILS sought in its FY 2024-25 budget request.
- Article 18-B Family Court Representation Parental Defense: 1vi \$4.5 million is allocated to improve the quality of representation to persons who, under County Law Article 18-B, are entitled to assigned counsel in Family Court matters. This funding is a \$10 million reduction compared to the enacted FY 2023-24 budget, and is less than the \$50 million ILS sought in its FY 2024-25 budget request.
- *ACP Rate Increase*: lvii \$92 million is allocated to reimburse 50 percent of eligible expenditures that counties and NYC incur as a result of the increased statutory rate for County Law Article 18-B assigned counsel. This funding will continue FY 2023-24 levels and is to be disbursed upon submission of a certification submitted to ILS on a quarterly basis.

Medicaid & Health Care

Medicaid

New York has long been recognized as having one of the most generous and expensive Medicaid programs in the country, in terms of covered service and eligibility. New York is first in per capita spending at nearly twice the national average, with 7.6 million covered by Medicaid – 39 percent of the state's population. When combined with other public health insurance programs such as Child Health Plus (CHP) and the Essential Plan, New York covers a greater percent of its population with publicly funded programs than any other state in the nation. ^{Iviii}

All funds spending, including local shares, for Medicaid will exceed \$100 billion in SFY 2025. State share funding will increase to \$30.9 billion (10.9 percent) which includes savings of \$1.2 billion that will need to be realized during the coming year. From SFY 2022 through the end of SFY 2025 state share funding for Medicaid will have increased by nearly 60 percent, based on updated projections by DOB.

Projected State Share Medicaid Growth Trends (\$ in Billions) **Total SFY 2021 SFY 2022 SFY 2023 SFY 2024 SFY 2025** Change **Program** \$7.5 \$19.6 \$25.3 \$22.0 \$26.3 \$27.1 DOH-Medicaid 38.1% Jan. 2023 est. 12.0% 15.1% 3.9% 3.1% \$11.3 \$19.6 \$25.3 \$27.4 \$30.9 **DOH-Medicaid** \$22.0 12.0% 15.1% 8.2% 12.8% 57.3% Jan. 2024 est.

As noted, Medicaid state share costs will grow by nearly 60 percent in the four years ending with SFY 2025 based on the introduced budget. Growth projections from last year assumed much lower trends, and the latest projections show that last year's annual growth estimates more than doubled for SFY 2024 and will quadruple for SFY 2025.

The recent federal approval of New York's New York Health Equity Reform (NYHER): Medicaid Redesign Team 1115 Waiver, requires the state to spend an additional \$1.7 billion in state share over the three years of the waiver to leverage \$6 billion in temporary federal aid to support expanded Medicaid program costs.

With the growth trends already above recent projections and federal waiver aid designed to be temporary, more pressure will be placed on state share spending when this waiver expires in a few years. The Budget Director noted in his press availability that current spending trends in Medicaid are unsustainable and more needs to be done to control costs.

The Executive Budget baseline assumes a \$735 million deficit in Medicaid for SFY 2025 as its starting point and adds new spending (through the approved federal waiver and other initiatives proposed by the Governor) of \$495 million. To reach balance for the fiscal year, the Executive budget proposes to reduce Medicaid costs by \$1.2 billion (\$400 million of these savings have yet to be identified). The cost savings measures grow to \$1.8 billion in SFY 2026, but still leaves a deficit of \$1 billion in SFY 2026.

Below is a summary chart that highlights the major items impacting Medicaid costs and savings in SFY 2025 and SFY 2026 based on estimates provided in budget materials.

Summary - FY 2025 Executive Budget Medicaid Scorecard

State Share - \$ in Millions	Eff. Date	Type of Change	SFY 2025	SFY 2026
Global Cap Forecast (Surplus) / Deficit	EII. Date	Change	\$590.7	\$2,039.8
Global Cap Forecast (Surplus) / Delicit			γ330. 7	72,033.0
Signed Legislation			\$5.6	\$25.7
S1466 - Ambulance Bill	1/1/2025	Art VII	\$2.5	\$10.0
S1196A - Biomarker Coverage	1/1/2025	Art VII	\$3.1	\$15.7
Base Revisions			(\$698.0)	\$356.0
Medicaid Enrollment Above Financial Plan Projections	1/1/2024	Admin.	\$402.0	\$356.0
Delayed Recoupment of Distressed Provider Advances	1/1/2024	Admin.	(\$1,100.0)	\$0.0
Financial Plan Support	1/1/2024	Admin.	\$1,100.0	\$0.0
Global Cap Index Update	1/1/2024	Admin.	(\$263.1)	(\$157.8)
Executive Budget Base (Surplus) / Deficit			\$735.2	\$2,263.7
Budget Actions			(\$1,230.5)	(\$1,808.7)
Hospitals - Reduce capital rate add-on		Various	(\$21.3)	(\$42.5)
Nursing Homes - Reduce capital add-on by 10%, VAPAP Reduction		Various	(\$103.5)	(\$103.5)
Other Long Term Care Actions - Eliminate wage parity undisclosed (\$200M)	(\$400M),	Various	(\$455.2)	(\$682.6)
Managed Care Actions - Remove 1% ATB Increase (\$200M), End MMC Quality Pool (\$60M) Various		Various	(\$271.9)	(\$426.9)
Pharmacy - Reduce coverage of OTC meds (\$32M), end prescriber prevails (\$20M)		Various	(\$37.4)	(\$87.0)
Other Actions - Unallocated (\$200M), Increase Audit Targets (\$100M), OHIP reductions (\$25M) Va		Various	(\$341.2)	(\$466.2)
Total Global Cap (Surplus) / Deficit			(\$495.3)	\$455.0

1115 Waiver / State of the State Investments		<u>\$495.3</u>	<u>\$547.7</u>
1115 Waiver - Hospital Aid (\$550M gross), patient centered medical homes (\$74M), add'l state match (\$117M)		\$451.1	\$473.8
SOTS Additions		<u>\$44.2</u>	<u>\$73.9</u>
Increase Children's Access to Healthcare	Various	\$13.7	\$21.8
Expand Access to Primary Care	Various	\$19.9	\$38.3
Other SOTS	Various	\$2.6	\$5.8
Other Mental Health SOTS (Medicaid Impacts)	Various	\$8.0	\$8.0
TOTAL (Surplus) / Deficit		\$0.0	\$1,002.7

Mental Health

Expand Independent Living Opportunities lix

The Executive Budget commits an additional \$15 million to develop housing for individuals with intellectual and developmental disabilities. This is in addition to the funding appropriated for the five-year, \$25 billion affordable and supportive housing plan.

Maternal Mental Health Traininglx

The Executive Budget increases funding for the 988 Crisis Hotline by \$100,000 to create a specialized maternal mental health training program for providers to connect pregnant and postpartum women to counselors.

Youth ACT Teamslxi

The Executive Budget includes \$9.6 million to create 12 new youth Assertive Community Treatment (ACT) teams, increasing the statewide total from 30 to 42. These specialized teams can help address the needs of children and youth who have been diagnosed with serious mental illness.

Peer-to-Peer Youth Programs^{lxii}

The Executive Budget includes \$2 million to expand peer-to-peer support, including Teen Mental Health First Aid and safe spaces outside the home and school.

Expand Inpatient Bed Capacity^{lxiii}

The Executive Budget includes funding to open another 125 state-operated inpatient psychiatric beds, including 15 for children and adolescents, 85 for adults, 25 forensic, and 75 Transition to Home Unit (THU) beds in one state-operated and two community-based facilities.

Crisis Intervention Team (CIT) Traininglxiv

The Executive Budget includes \$187,000 to expand CIT Training, which promotes better outcomes when law enforcement responds to individuals with acute mental health needs.

Increase Penalties for Insurerslxv

The Executive Budget includes legislation to increase penalties on insurers that fail to ensure equal access to mental health and substance use disorder services.

Stop Addictive Feeds Exploitation (SAFE) for Kids Actlxvi

The Executive Budget includes legislation to prohibit social media platforms from providing an addictive feed to children younger than age 18 and require such platforms to obtain parental consent before permitting notifications to children between 12am and 6am. Additionally, platforms would be required to provide options for parents to limit their child's access to addictive social media to a length of time per day.

Personnel, Labor, Civil Service & Public Pensions

Establish Paid Prenatal Leave. lxvii

The Executive Budget proposes to allow eligible pregnant employees to take up to 40 additional hours of leave for prenatal medical appointments in addition to New York's current 12 weeks of Paid Family Leave. Leave for prenatal visits could be taken in hourly increments.

Public Health & Nursing Homes

Core Public Health Funding^{lxviii}

The Executive Budget includes \$230 million in Article Six funding for local health departments to provide core public health services, consistent with the total appropriation in last year's enacted budget. However, the Governor proposes to cut funding in several key areas, including rabies services (cut from \$1.46 million in SFY 2023-24 to \$0 in SFY 2024-25) and tobacco use prevention and control (cut from \$40.64 million to \$33.14 million).

Opioid Settlement Fund Investments^{lxix}

By the end of SFY 2025, over \$480 million in opioid settlement agreement payments will be deposited in the State's Opioid Settlement Fund to support addiction programing and services. The state and municipalities expect to receive more than \$2 billion through these agreements by 2040.

Opioids and Overdose Prevention^{lxx}

The Executive Budget would increase Prescription Monitoring Program (PMP) data retention periods and allow enhanced data sharing to combat the opioid crisis. It also makes statutory changes necessary to update the state schedule of controlled substances and permits healthcare providers in emergency rooms to dispense up to a three-day supply of buprenorphine.

Insulin Cost Sharing^{lxxi}

The Executive Budget includes legislation to ensure that insulin drugs are not subject to a deductible, copayment, coinsurance, or any other cost sharing requirement.

Expand the Scope of Practice for Certain Medical Professionals Ixxii

The Executive Budget proposes to allow licensed physicians, nurse practitioners, and physician assistants to assign and supervise medical assistants' tasks related to immunizations. It would also expand the scope of practice for dentists, allowing them to administer specified vaccines and tests for COVID-19, influenza, HPV, or others as related to a declared public health emergency.

Joint Interstate Compacts for Medical Professionals^{lxxiii}

The Executive Budget would allow New York State to enter into two separate interstate licensure compacts for medical professionals to make New York more attractive for physicians, RNs, and LPNs and add mobility to the professions in order to attract and retain workers.

End Preventable Epidemicslxxiv

The Executive Budget amends several sections of law to reduce the spread of human immunodeficiency virus (HIV), hepatitis C virus (HCV), hepatitis B virus (HBV) and Syphilis. This includes allowing pharmacists to administer vaccines and preventive medications and authorizing registered nurses to collect specimens for testing based on a standing order.

Emergency Medical Services Reformslxxv The Budget makes a series of investments to strengthen and stabilize the state's healthcare delivery system. These include:

- Streamlining the certificate of need (CON) process,
- Creation of five "Emergency Medical Service (EMS) zones" across the state, overseen by the newly established EMS statewide Task Force to augment the EMS workforce,
- Establishing a Paramedic Telemedicine Urgent Care program, to expand care in rural areas and reduce preventable emergency department visits, and
- Allowing general hospitals to provide care in a patient's home without obtaining a license as a home care agency, and allowing emergency medical technicians (EMTs) to provide non-emergent care in the community. Participating hospitals would be required to submit operating cost data to the Department of Health annually.

Make the Opioid Stewardship Fund Permanentlxxvi

This Executive Budget would make the Opioid Stewardship Fund permanent in the State Finance Law. The law authorizing the establishment of the Opioid Stewardship Fund is set to expire on June 30, 2024.

Sunset the State's COVID-19 Sick Leave Law

The Executive Budget proposes to sunset the COVID-19 Sick Leave Law, which required employers to provide sick leave benefits, paid family leave, and disability benefits to employees subject to a mandatory or precautionary order of quarantine or isolation for COVID-19. The law would sunset on July 31, 2024.

Combat Unlicensed Sales of Cannabis. lxxvii

The Executive Budget includes Article VII legislation to strengthen the authority of the Office of Cannabis Management (OCM) to expedite the closure of unlicensed businesses selling cannabis illegally. The legislation also authorizes localities to adopt their own laws to establish a process for the locality to execute closure orders, seize and destroy illicit cannabis, and

to establish their own civil penalties against the illicit operators. Localities that adopt a local law or ordinance would be required to establish a local registry with all licensees in their municipality. Localities could receive penalty revenue from any legal actions they take related to unlicensed activity.

Public Safety

Deploy Dedicated Retail Theft Teams in District Attorney (DA) Offices lxxviii The Executive Budget includes \$10 million in funding for DAs to prosecute property crime cases.

Fund Local Law Enforcement to Combat Retail Theftlxxix

The Executive Budget includes \$5 million in additional state funding to build the capacity of local law enforcement efforts to combat retail theft.

State Correctional Facility Closures^{lxxx}

The Executive Budget authorizes the closure of up to five state correctional facilities with 90-day notice. The Department of Corrections and Community Supervision's (DOCCS) incarcerated individual population continues to decline and is currently at approximately 32,500 incarcerated individuals, down from a high of approximately 72,000 in 1999.

Raise the Agelxxxi

The Executive Budget includes another new appropriation of \$250 million in SFY 25 to provide counties with funding to comply with the Raise the Age law. In addition, the budget reappropriates another \$842 million in unspent funds dating back to the SFY 18 Enacted Budget.

Shared Services

Sunset State Matching Funds for the County-Wide Shared Services Initiative (CWSSI) to provide a process whereby each county was mandated to develop, approve, and submit to the state a plan for new shared services that, once implemented, achieves demonstrable taxpayer savings. The Executive Budget ensures that matching fund applications for projects already implemented will be supported. After that, the ability to receive matching funds will sunset. This is expected to save New York State \$11 million FY 2025 and \$20 million annually thereafter.

County Partnership Grants Program^{lxxxiii}

The Executive Budget proposes to create a \$250 million grant program to fund shared expenses and promote collaboration between New York State and counties. Grant funding totaling \$135 million will be available to counties outside of New York City for public safety communication infrastructure upgrades and enhancements (\$85 million), however, \$10 million has been reallocated from the statewide public safety communications account, where the Governor reduced a \$20 million allocation to \$10 million. The second half of the county partnership grants program includes \$50 million for site development and related costs for county infrastructure projects.

Increase Maximum Awards for the Local Government Efficiency Grant Program. lxxxiv

The Executive Budget proposes to increase the maximum award for Local Government Efficiency Grant planning and implementation grants. Beginning in FY 2025, the maximum planning grant would be increased from \$12,500 per municipality to \$20,000 per municipality. Implementation grant maximums would be increased from \$200,000 per municipality and \$1.0 million total per grant to \$250,000 per municipality and up to \$1.25 million total per grant.

Transportation

Local Highways and Bridgeslxxxv

The Executive Budget continues funding local highway and bridge projects. Funding for the Consolidated Highway Improvement Program (CHIPS) and the Marchiselli program is maintained at the planned level of \$577.8 million. The budget provides the third year of an annual \$100 million for the local Pave Our Potholes program, \$150 million in highway aid through the PAVE NY program, and \$200 million to fund local projects from the BRIDGE NY program. The Extreme Winter Recovery and State Touring Route programs are funded at \$100 million each.

Veterans

Joseph P. Dwyer Fundslxxxvi

The Executive Budget includes \$8.023 million for Joseph P. Dwyer funds, an increase from \$7.715 million in the SFY 24 Enacted Budget.

Joseph P. Dwyer Grant Allocations (SFY 24)		
Albany County	\$109,200	
Allegany County	\$104,000	
Broome County	\$192,400	
Cattaraugus County	\$192,400	
Cayuga County	\$104,000	
Chautauqua County	\$192,400	
Chemung County	\$104,000	
Chenango County	\$104,000	
Clinton County	\$54,600	
Columbia County	\$104,000	
Cortland County	\$104,000	
Delaware County	\$104,000	
Dutchess County	\$192,400	
Erie County	\$192,400	
Essex County	\$104,000	
Fulton County	\$104,000	

Genesee County	\$83,200
Greene County	\$104,000
Hamilton County	\$104,000
Herkimer County	\$104,000
Jefferson County	\$192,400
Lewis County	\$104,000
Livingston County	\$104,000
Madison County	\$104,000
Monroe County	\$192,400
Montgomery County	\$104,000
Nassau County	\$192,400
Niagara County	\$192,400
Oneida County	\$109,200
Onondaga County	\$192,400
Ontario County	\$104,000
Orange County	\$192,400
Orleans County	\$54,600
Oswego County	\$104,000
Otsego County	\$104,000
Putnam County	\$192,400
Rensselaer County	\$192,400
Rockland County	\$192,400
Saratoga County	\$192,400
Schenectady County	\$109,200
Schoharie County	\$104,000
Schuyler County	\$104,000
Seneca County	\$104,000
St. Lawrence County	\$104,000
Steuben County	\$104,000
Suffolk County	\$192,400
Sullivan County	\$192,400
Tioga County	\$104,000
Tompkins County	\$104,000
Ulster County	\$192,400
Warren and Washington Counties	\$192,400
Wayne County	\$104,000
Westchester County	\$192,400
Wyoming County	\$54,600
Yates County	\$104,000
University at Albany School of Social Welfare	\$218,400
NYC	\$416,000

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xlix ELFA, Part U
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