

OFFICE OF THE ULSTER COUNTY COMPTROLLER

March S. Gallagher, Comptroller



2019 Fourth Quarter Financial Report: Revenues, Expenditures, Fund Balance, Cash Balances, & Economic Outlook

May 11, 2020

Overview

This financial report highlights aspects of Ulster County’s fiscal status for the year ended 2019 (ending December 31st), and includes the following:

- Year-to-date results of expenditures and revenues at year end;
- Fund Balance;
- Cash balances; and
- Regional economic indicators

Notes: We have used *unaudited* and *unofficial* amounts as reported within Ulster County’s financial management system at the time the data was collected for the purposes of this review. Actual results are not final, may vary, and are subject to change. Financial information is not finalized until external audit procedures are completed, which may include audit adjustments.

The “County Budget,” as identified and described herein, reflects the original amounts found within the 2019 Adopted Budget (i.e. without amendments) for all operating and non-operating departmental budgets, including governmental and proprietary funds. *Capital Project Fund* activity in both revenues and expenditures is excluded from comparisons to budgeted amounts, as capital projects each have their own budget, which is not included in the annual operating budget. This ensures we are comparing budgeted areas to the revenues and expenditures related to those associated areas.

The “Departments,” as identified and described herein, reflect those reporting units as created and maintained by the Executive’s Office that are listed within the Annual Budget Presentation. While these do not exactly match stand-alone County Departmental Units as they generally operate and are traditionally known, we have maintained the information in this format for consistency and comparative purposes.

Revenues, Expenditures, Fund Balance, and Cash Balances

Revenues

The County realized \$358.2 million in revenues throughout the year, including State, Federal, and Local Aid attributed to capital project activity of \$35.1 million that was not included within budgeted amounts. Overall, the County’s \$323.1 million in revenues for the year represented 98.1% of the \$329.3 million in total financing sources (revenues and fund balance appropriations) included in the Adopted Budget. The largest sources of revenue can be attributed to *Non-Property Tax Items (including Sales Tax)* of \$131.2 million and \$72.1 million in *Real Property Tax* collections. The following chart details year-to-date revenues recorded and budgeted amounts for 2019:

Revenues by Category 12.31.19 YTD					
Category	Total YTD Transactions	Less: Cap Projects	Total Revenues YTD	Total Adopted Budget	% of Total Adopted Budget
Departmental Income	9,691,739	-	9,691,739	10,388,551	93%
Federal Aid	34,412,179	(4,290,259)	30,121,920	35,975,331	84%
Fines and Forfeitures	422,407	-	422,407	493,968	86%
Interfund Revenues	1,825,075	-	1,825,075	5,221,474	35%
Interfund Transfers In	401,106	-	401,106	-	0%
Intergovernmental Charges	14,396,329	(4,527,798)	9,868,531	9,308,274	106%
Miscellaneous Local Sources	2,599,765	-	2,599,765	954,100	272%
Non-Property Tax Items (incl. Sales Tax)	131,215,584	-	131,215,584	126,226,458	104%
Other Financing Sources (incl. Fund Balance)	5,280,000	-	5,280,000	9,060,561	58%
Proceeds of Obligations	23,555,685	(23,555,685)	-	-	0%
Real Property Tax Items	5,078,862	-	5,078,862	5,440,000	93%
Real Property Taxes	72,067,714	-	72,067,714	75,509,031	95%
Sale of Property and Compensation for Loss	2,112,318	-	2,112,318	1,449,100	146%
State Aid	53,028,515	(2,723,917)	50,304,599	47,643,471	106%
Use of Money and Property	2,068,978	-	2,068,978	1,585,970	130%
Grand Total	358,156,256	(35,097,659)	323,058,597	329,256,289	98.1%

*Capital project fund activity is excluded from comparisons to budgeted amounts, as capital projects each have their own budget, which is not included in the annual operating budget. This ensures we are comparing budgeted areas to the actual revenues related to those associated areas.

Non-Property Tax Items consist of a variety of tax revenues, including Sales Tax, Hotel/Motel Room Occupancy Tax, and other surcharges collected by the County. The County’s financial management system states that \$127.2 million (or 104%) of Sales Tax revenue and \$2.03 million (or 120%) of Hotel/Motel Room Occupancy Tax had been collected throughout the year.

The *Miscellaneous Local Sources* budget mainly includes workers compensation fund revenues, and miscellaneous DSS fees. The *Other Financing Sources* budget includes the appropriation of fund balance. However, both categories had unbudgeted bond related activity recorded during the year.

Appropriated fund balance and appropriated reserves should technically not be included when calculating the percentage of revenue received compared to budgeted revenue, as those appropriated amounts are monies infused into the budget as a placeholder until the end of the year once the County determines if it is actually needed or going to be utilized. If we remove the \$9.1 million budgeted Fund Balance appropriation from the \$329.3 million Adopted Budget then the goal revenue for the year was \$320.2 million, which would change the percentage recognized to 100.9% of goal revenues.

For more information regarding revenues of each *Department*, please see Appendix A of this report that includes budgeted and amended amounts, as well as total year-to-date transactions.

Expenditures

During the 2019 fiscal year the County expended \$354.4 million, including \$24.1 million attributed to capital projects. The annually adopted operating budget does not account for capital expenses because they are budgeted per project rather than on a yearly basis. Therefore, the County spent more than budgeted by \$1.0 million, as an annual total of \$330.3 million was expended compared to the \$329.3 million budget for 2019.

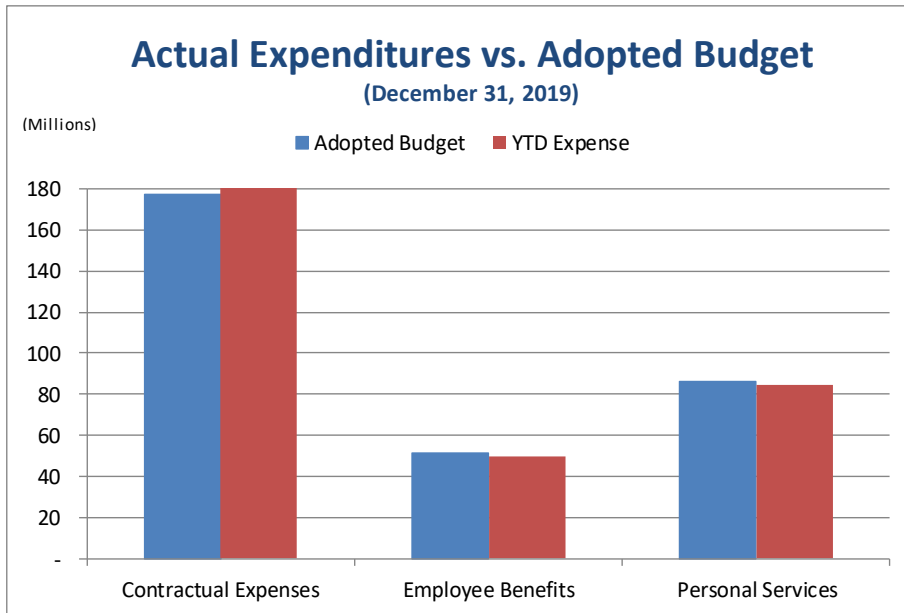
As shown in the *Combined Total* column of the following chart, the County spent \$181.3 million on *Contractual Expenses*, \$12.4 million on *Debt Service* obligations, \$50.0 million on *Employee Benefits*, \$84.3 million on salaries (*Personal Services*), and \$2.4 million on other charges such as payments between funds and capital outlays. Based on the data reflected within the County’s financial management system, 100.3% of the 2019 Adopted Budget was expended by year end.

Expenditures by Category 12.31.19 YTD					
Category	Total YTD Transactions	Less: Cap Projects	Combined Total	Adopted Budget	% of Total Budget
Contractual Expenses	186,050,894	(4,750,503)	181,300,391	177,440,196	102%
Debt Service	12,386,101	-	12,386,101	12,095,525	102%
Employee Benefits	49,930,524	-	49,930,524	51,088,080	98%
Equipment & Capital Outlay	21,325,380	(18,950,477)	2,374,903	2,218,349	107%
Personal Services	84,261,882	-	84,261,882	86,414,139	98%
Transfers	401,106	(387,805)	13,300	-	0%
Grand Total	354,355,888	(24,088,786)	330,267,101	329,256,289	100.3%

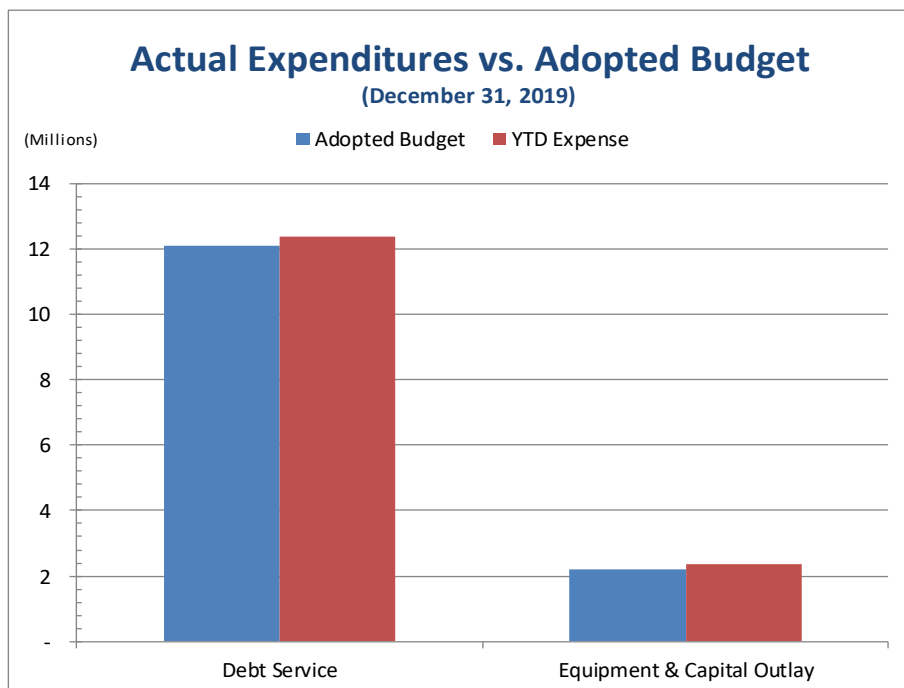
*Capital project fund activity is excluded from comparisons to budgeted amounts, as capital projects each have their own budget, which is not included in the annual operating budget. This ensures we are comparing budgeted areas to the actual expenditures related to those associated areas.

When analyzing expenditures by *Category* we see that *Contractual Expenses* are slightly underbudgeted, at 102% of originally adopted amounts. Actual *Contractual* expenditures were above budgeted amounts due to unbudgeted bond related payments recorded in the contractual expenditure category.

Personal Services and *Employee Benefits* are slightly overbudgeted as both categories are at 98% of the adopted amounts. Actual *Employee Benefits* and *Personal Services* are under budgeted amounts due to vacant positions, employee turnover, the related benefits associated with less personnel, as well as lower than expected medical costs.



Debt Service was slightly underbudgeted, as 102% of the adopted amount was spent during the year. The main differences include \$1.6 million in general fund Bond Anticipation Note payments made during the year compared to an original budget amount of \$950 thousand. Other Debt Service payments related to serial bond payments were slightly underbudget at \$10.8 million compared to an \$11.1 million budget. *Equipment & Capital Outlay* over expended its budget as total expenditures were 107% of the adopted budget. *Equipment & Capital Outlay* was slightly over budget due to sheriff criminal division and jail telephone commissions expenditures going over budget, along with the capital expenditures related to the expansion of the City of Kingston bus system not being budgeted.



From September 30th through December 31st of 2019, the County paid over 7,200 invoices, totaling about \$42.3 million. Sales tax distributions and other payments to the City of Kingston, contractors for the rail trail, roads & bridges, and the Ulster County training center, along with payments made to Ulster County Community College and various school districts within the County were the largest categories of payments during the fourth quarter. For a monthly breakdown of County payments to vendors, please see the *Vendor Payment Database* that is available at the Comptroller’s website and current through year end (<https://comptroller.ulstercountyny.gov/>).

For more details regarding expenditures of each *Department*, including their 2019 Adopted and Amended Budgets, as well as annual spending information, please see Appendix B.

Fund Balance

Fund Balance is the term used to describe the net position of governmental funds and is intended to serve as a measure of the financial resources available in the fund.¹ The annual change in fund balance for each fund is determined by the amount of surplus (revenues exceeding expenditures) or the amount of deficit (expenditures exceeding revenues) for that fund for the year.

The following chart shows the fund balance change based on 2019 actual revenues and expenditures:

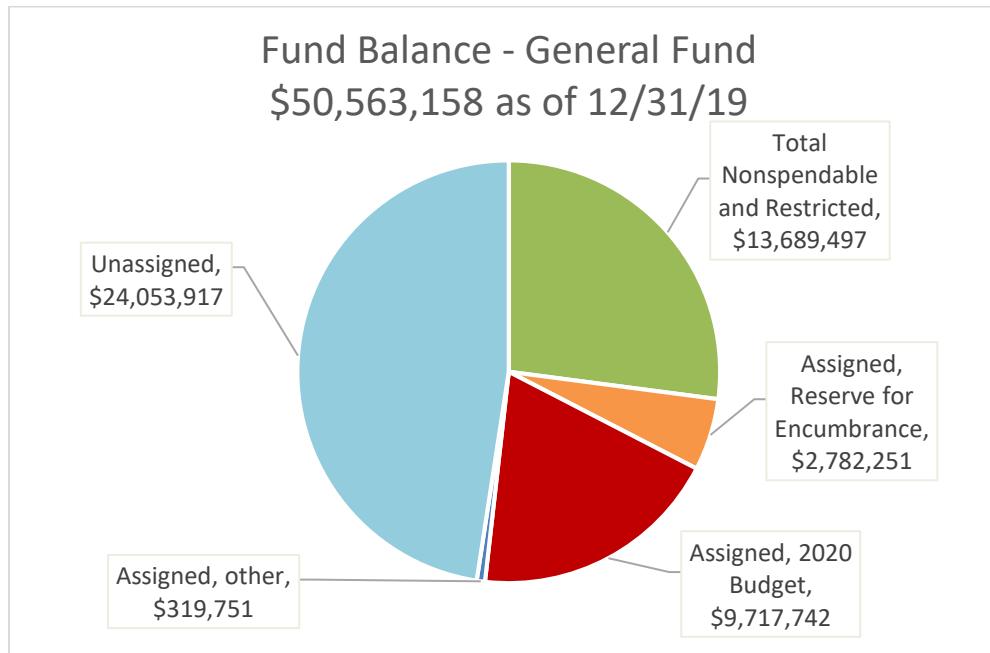
Fund	Total Revenues	- Total Expenditures	= Net Surplus (Deficit)	+ Beginning Fund Balance	= Ending Fund Balance
General Fund	\$ 276,829,618	\$ 284,256,468	\$ (7,426,850)	\$ 57,990,008	\$ 50,563,158
Special Grant Fund	1,655,650	1,614,955	40,695	191,099	231,794
County Road Fund	15,664,088	15,116,621	547,467	2,824,502	3,371,969
Road Machinery Fund	3,267,512	3,571,738	(304,226)	3,509,764	3,205,538
Debt Service Fund	16,661,831	16,727,421	(65,590)	4,467,961	4,402,371
Total Governmental Funds	\$314,078,698	\$321,287,202	\$ (7,208,504)	\$ 68,983,334	\$ 61,774,830

The 2019 adopted budget allotted for fund balance and reserve usage of \$9.1 million. The above chart shows the net deficit across governmental funds of \$7.2 million, which means that the County used approximately \$1.9 million less than anticipated. Compare that to the 2018 adopted budget, which appropriated fund balance and reserves of \$13.0 million and had a surplus, so no fund balance was actually needed during that year.

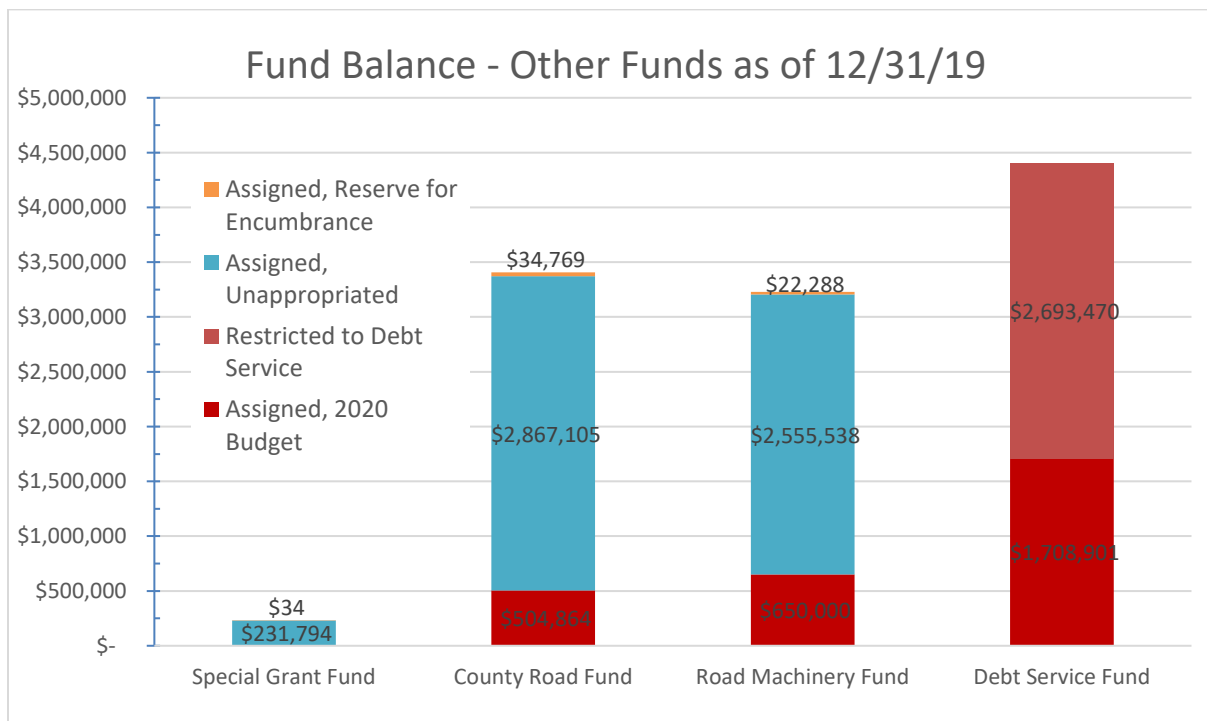
Not all fund balance is available to offset spending in a difficult year. Restricted and non-spendable fund balance, such as inventories and pre-paid items, are not available for budgeting purposes. Going into 2020 we had a total fund balance of \$50,563,158 in the General Fund, of that \$13,689,497 is Non-spendable or Restricted. Although at the time of budget proposal year-end fund balances were not known, the 2020 budget appropriated \$9,717,742 to use this year. Assigned General Fund Balance was \$3,102,002 at the beginning of the 2020 fiscal year. This leaves \$24,053,917 unassigned,

¹ The Comptroller’s Office uses the Government Finance Officers Association (GFOA) definition of Fund Balance available at <https://www.gfoa.org/fund-balance-guidelines-general-fund>

spendable, unrestricted General Fund balance with which to address COVID-19 shortfalls in 2020 revenue.



The other governmental funds, Special Grant Fund, County Road Fund, Road Machinery and Debt Service have amounts that are assigned or restricted to the purpose of their fund, which are available for appropriation in subsequent budgets.



In February 2013, the Ulster County Legislature adopted Resolution 36, establishing a Fund Balance Policy for Ulster County. This Policy designates 5-10% of the current operating annual expenditures as the desired level of unrestricted Fund Balance. Per the OSC bulletin on Fund Balance Reporting and Governmental Fund Type Definitions, *Unrestricted Fund Balance* shall mean the “total of the Committed, Assigned, and Unassigned classifications.”² See Appendix C for a list of fund balance classifications and their definitions.

The following chart displays the year-end Fund Balance available for appropriation as a percentage of the 2020 Executive Budget proposed expenditures:

Fund	Est. Fund Balance Available for Appropriation*	2020 Budgeted Expenditures	% of Current Operating Expenditures
General Fund	\$ 36,873,661	\$ 298,265,169	12.36%
Special Grant Fund	231,794	2,177,611	10.64%
County Road Fund	3,371,969	15,423,750	21.86%
Road Machinery Fund	3,205,538	3,812,236	84.09%
Debt Service Fund	4,402,371	12,527,961	35.14%
Total Governmental Funds	\$ 48,085,333	\$ 332,206,727	14.47%

* Based on financial system data for 12.31.2020 available on 5.5.2020

The amount of fund balance available for appropriation includes all amounts that are assigned, unassigned and debt service restricted balances that can only be used for that purpose and is available for appropriation in that fund during the budget process.

The percentage of fund balance available as of 12/31/2019 for future budgets is higher than allowed by the policy for all funds and in total. While these amounts are over the policy threshold, the 2020 adopted budget appropriated \$12.6 million of the amount available, and the financial constraints of the 2020 pandemic will likely guarantee that the County utilizes a significant portion of the available balances, which in a best case scenario will bring the available balance within the policy percentage parameters at the close of 2020 and in a worst case scenario will be exhausted.

Ulster County’s Fund Balance Policy recommends 5-10% of annual operating budget. GFOA best practices recommend two months general fund operating revenues or expenditures however they note that in practice, a level of unrestricted fund balance significantly lower than the recommended minimum may be appropriate for larger governments, including counties, as they are often in better position to predict contingencies and their revenues and expenditures are more diversified.³ The NYS Comptroller’s Office declines to state a threshold because municipalities must weigh specific factors.

² <https://osc.state.ny.us/localgov/pubs/releases/gasb54.pdf>

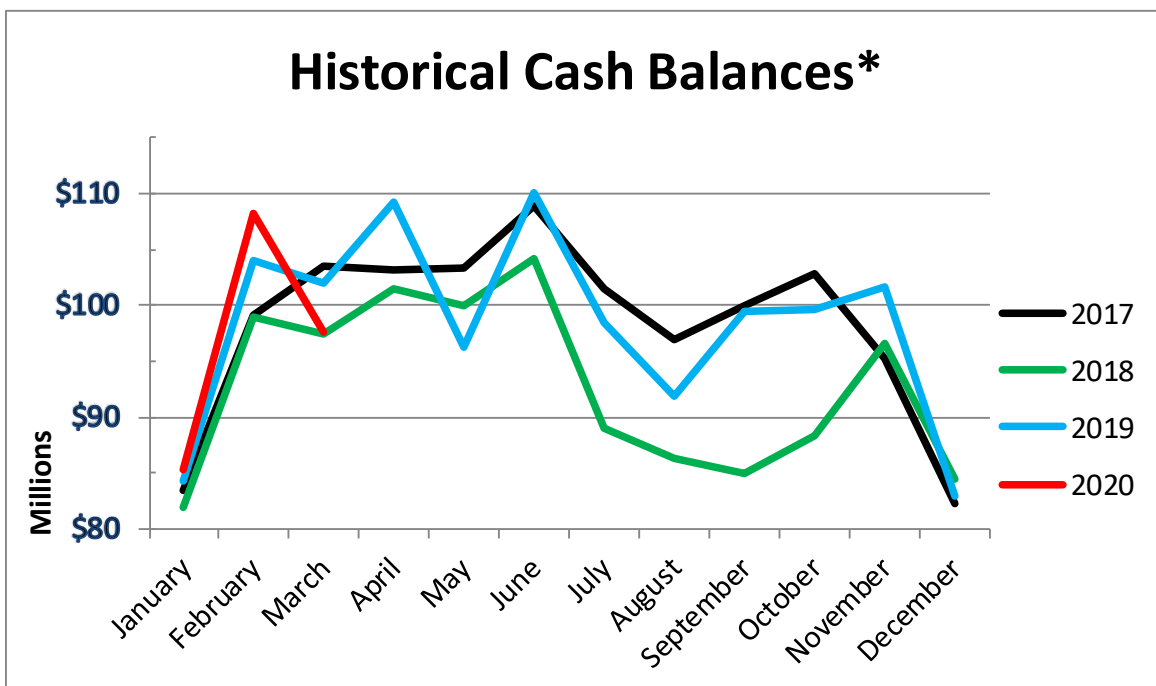
³ GFOA Best Practice Fund Balance Guidelines for the General Fund pulled May 1, 2020, available at <https://www.gfoa.org/print/5024>

Luckily, Ulster County had fund balance levels above policy limits, however, the Policy could be below municipal fund balance recommendations, leaving us less available with which to face the COVID crisis.

Ulster County’s Fund Balance Policy should be re-evaluated to address the recommended appropriate amount as well as other issues. The County Fund Balance policy should be updated to address best practices by GFOA and should address how surplus balances, in excess of the policy limit, should be applied. The County’s Policy states that levels below 5% should be replenished within the succeeding year, yet the Policy does not address a remedy for carrying balances above the recommended threshold (such as a real property tax cut). The Policy also does not address whether the 5-10% threshold should be applied to each specific fund, each classification of fund, or to all County Funds as a whole. Finally, the policy should clarify fund balance terminology to better reflect new classifications.

Cash Balances

The County’s cash balance in 2019 trended just above the average amount identified at the same time over the past three years. Cash on hand as of the end of the year was about \$82.9 million, which is above the December balance in 2017, yet below the December 2018 balance. The cash amounts are presented as they were stated within the County’s financial management system at the time this report was drafted and do not include cash accounts that are maintained by departments outside of the Department of Finance’s purview. Cash balances fluctuate throughout the year, reflecting various inflows and outflows as demonstrated in the graph below:



*The cash amounts are presented as they were stated within the County’s financial management system at the time this report was drafted and do not include cash accounts that are maintained by departments outside of the Department of Finance’s purview.

As shown by the preceding graph, cash balances tend to decline toward the end of the calendar year. January cash balances are usually improved by the first installment of property taxes, which are due in February of each year. Cash balances in 2019 are above the levels of 2018 but appear to be within the expected range in comparison to prior years' results. As we peek into 2020 cash balances, we recognize that a potential loss of revenue may cause those balances to be at historical lows as compared to the other years displayed, as the economic outlook does not appear promising.

Economic Outlook

The COVID-19 pandemic has placed extraordinary burdens on the economy of Ulster County. The County is facing steep and unprecedented declines in revenues at the same time it encounters even greater demands on services.

Since the NYS PAUSE Executive Orders went into effect we have seen the closure of all nonessential businesses. The length and duration of this shut down remain unknown although the Governor has announced that re-opening will be considered based on data on a regional basis aligned with the Regional Economic Development Councils, putting Ulster County in the Mid-Hudson Region along with counties such as Westchester and Rockland that have greater proportional COVID impacts. Mid-Hudson counties have proposed aligning with more northerly counties instead. The Mid-Hudson Region will be eligible for re-opening on a slower timeline than other less impacted regions.

In our Third Quarterly Report issued in February we identified that impacts from COVID-19 presented uncertainties in relying on traditional patterns of trade. In early March this Office released a report of potential COVID revenue impacts. The report identified major sales tax impacts as a result of COVID particularly given our top drivers of taxable sales (automobile sales, gasoline, restaurants, hotels) are dependent on visitation and travel.

Housing Indicators

Home sales and prices outpaced similar periods last year as inventory shrinks. For the quarter ended March 2020, Ulster County closed home sales were up 19% and median sales price was up 4.4 percent over Q1 2019 while inventory contracted.⁴ The March 2020 data continued this trend with home sales data showing a 27% drop in new homes listed, a 20.2% drop in the total number of homes listed and a contraction in supply from 6.9 months to 4.8 months' supply as inventory contracts compared to March 2019.⁵ At the same time March 2020 home sales soared 18.6% with median price jumping

⁴ New York State Association of Realtors, Inc., Quarterly Indicators March 2020 available at https://www.nysar.com/wp-content/uploads/2020/04/NYSAR_QMI_2020-Q1.pdf

⁵ New York State Association of Realtors, Inc., Monthly Indicators March 2020 available at https://www.nysar.com/wp-content/uploads/2020/04/NYSAR_MMI_2020-03-2.pdf

17.2%. April and May home sales will be impacted by the inability to show and market properties as well as limitations on title searches and deed filings but market demand for houses in Ulster County may well be robust moving forward as many families indicate an interest in moving to less dense area from NYC. Ulster County may want to consider this market interest as an opportunity to capture additional revenues going forward.

Residential and commercial evictions have been suspended through August 20, 2020.⁶ The County Executive has directed the county Public Defender's Office to establish a Tenant Protection Unit to investigate and prosecute any landlords not obeying the eviction suspension. A similar stay exists on foreclosure proceedings that ostensibly protects property owners and landlords, but both the eviction and the foreclosure stay merely delay payments that will be owed, whether that is upon resumption of payments or on the tail end of the lease or loan agreement. Ulster County has postponed the County tax auction as well. Continued pressure in the availability of affordable housing is anticipated.

Unemployment

Economic indicators lag reality. For example, NYS DOL March unemployment numbers show an unemployment rate of 4.1%. But the release of that data was based on surveys up through March 12 and was accompanied by a cautionary note:

The March reference period for this survey occurred before many coronavirus-related business and school closures were implemented. In addition, data collection rates were lower than normal due to coronavirus-related challenges. As a result, the scope of coronavirus-related unemployment from March is not fully reflected in these figures.

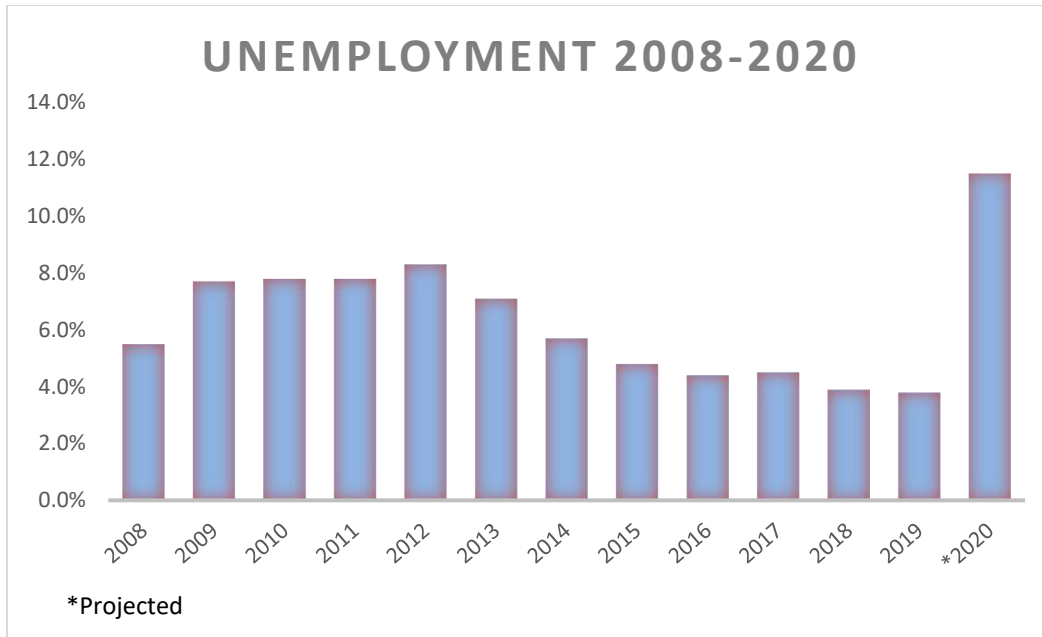
--Hudson Valley Regional Labor Market Analyst, NYSDOL, Johnny Nelson

Unemployment over the 2008-2019 is presented below with a projected value for 2020 that aligns with the rate projected by NYS Division of Budget. This rate may be conservative. The Department of Labor reported that unemployment had reached 14.7% at the close of April 2020,⁷ and White House Economic Advisors projected a rise to as high as 20% coming in May 2020 as a result of the pandemic.⁸

⁶ Executive Order 202.28 issued May 7, 2020 available at <https://www.governor.ny.gov/news/no-20228-continuing-temporary-suspension-and-modification-laws-relating-disaster-emergency>

⁷ Bureau of Labor Statistics, The Employment Situation – April 2020, Press Release dated May 8, 2020 available at <https://www.bls.gov/news.release/pdf/empst.pdf>.

⁸ Kevin Hassett Interview, Face the Nation, May 10, 2020, available at <https://www.cbsnews.com/news/transcript-kevin-hassett-discusses-coronavirus-and-the-economy-on-face-the-nation-may-10-2020/>



Unemployment reached a high of 8.3% in 2012 as a lagging result of the Great Recession. On the other hand, COVID unemployment has been particularly steep, sudden and severe as compared to the Great Recession. Unemployment claims filings overloaded not only New York State Systems but other states’ systems nationally. Weekly unemployment claims in Ulster County mirrored shocking year-over-year increases across the state and country. For the week ended March 28, 2020, Ulster residents filed 3445 unemployment claims compared to the 137 (a 2415% increase) for the same week in 2019.⁹ For the week ended April 18, 2020, Ulster Residents filed 1488 claims compared to 108 (a 1268% increase) for the same week in 2019.¹⁰ It remains to be seen if these very large filing numbers will continue, or perhaps abate until August at the expiration of the Payroll Protection Program that encouraged employers to keep staff on payroll with the lure of a forgivable loan.

In addition to traditional unemployment, the CARES Act expanded unemployment benefits to cover self-employed, gig economy and 1099 workers through Pandemic Unemployment Insurance. Furthermore, an additional \$600 benefit was added to weekly benefits lasting through July 31, 2020. Lucrative unemployment has created a situation where employers face challenges rehiring employees who are making more on unemployment than they would working or where the differential is not enough to offset the risk of contracting COVID. As a result, some employers will find it difficult to exercise their federal stimulus benefits through the Paycheck Protection Program.

⁹ NYS Department of Labor, Initial Claims Data Over-the-Year Percent Change in Initial Claims by County Week Ending 3/28/2020 available at <https://labor.ny.gov/stats/PDFs/Research-Notes-County-Initial-Claims-WE-3282020.pdf>.

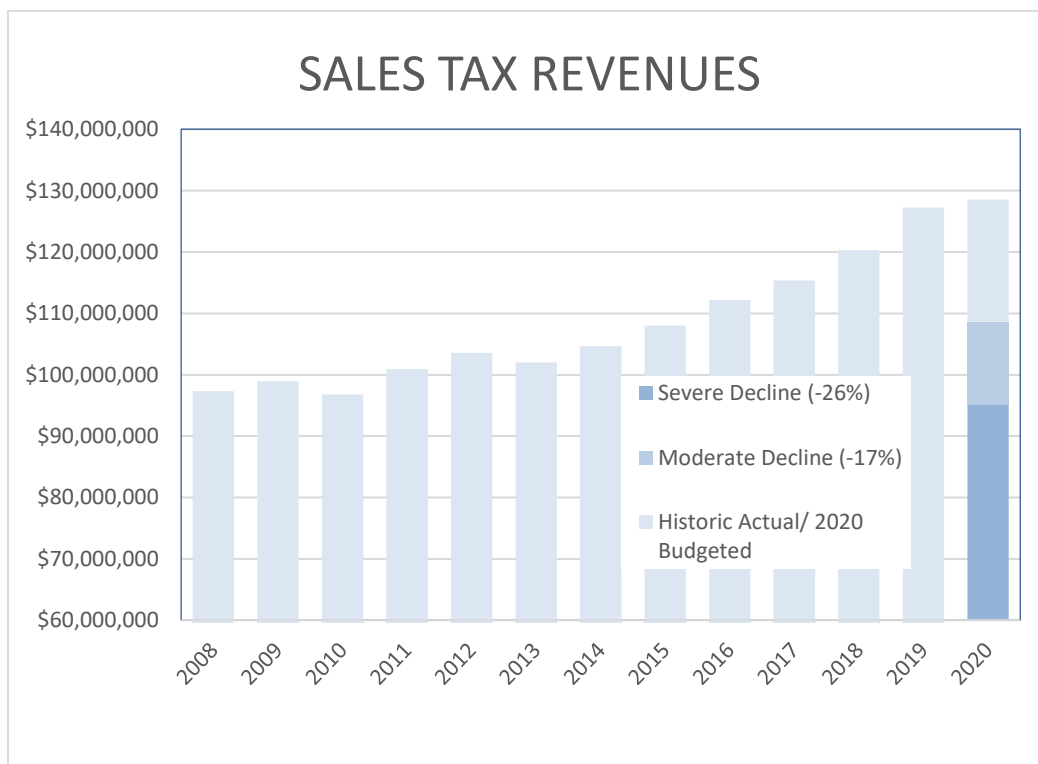
¹⁰ NYS Department of Labor, Initial Claims Data Over-the-Year Percent Change in Initial Claims by County Week Ending 4/18/2020 available at <https://labor.ny.gov/stats/PDFs/Research-Notes-Initial-Claims-WE-4182020.pdf>

Sales Tax Revenues

Unemployment and reduced economic activity in general will result in reduced sales tax revenues. Sales tax revenues make up approximately 37% of Ulster County’s budget. Sales tax revenues received by Ulster County in the first two months outpaced projections by 5.84%, however, that will hardly make up for precipitous anticipated declines as a result of COVID and the NY PAUSE Order.

The NY PAUSE Order has mandated businesses to be shuttered but even before the shutdown, economic activity was curtailed. Current projections of sales tax declines vary widely. New York State Association of Counties originally predicted a decline of between 4.3% (mild) and 13.1% (severe)¹¹, but those estimates have been increased to between 13 and 26% declines.¹² New York State Division of Budget has estimated that sales tax declines could be 15.5% below last year’s numbers.¹³

Sales tax impacts during past downturns are minor in comparison to what is expected now. For example, Ulster County sales tax collections dipped 8% in 2009 as a result of the Great Recession.



¹¹ New York State Association of Counties (NYSAC) (March 2020), Coronavirus Economic Impact: County Sales Tax Revenue Projections, available at <https://www.nysac.org/files/4.17%20Economic%20Impact%20of%20Coronavirus.pdf>.

¹² NYSAC New Data Shows Counties Facing over \$3.5 Billion in Lost Revenues and Aid (April 30, 2020), available at https://www.nysac.org/blog_home.asp?display=962.

¹³ FY 2021 New York State Enacted Budget Financial Plan p. 80, available at <https://www.budget.ny.gov/pubs/archive/fy21/enac/fy21-enacted-fp.pdf>.

The first sales tax payment received for March 2020 from the state was 29% less than the payment for the same period last year. The COVID impacts are unprecedented because we do not know the depth or duration of the changes.¹⁴ The Governor has indicated that re-openings will be considered in Regional Economic Development Council regions, grouping Ulster and Dutchess Counties with Rockland and Westchester which had significantly higher infection rates. Even once the NYS PAUSE Order is lessened in our region, economic activity is likely to continue to be depressed and a second wave of COVID could result in closure orders being reissued.

Other Revenues

Other revenues are also likely to suffer precipitous drops including Occupancy Tax, casino revenues, fees and fines. The Ulster County Finance Commissioner anticipates this could be another \$2.5 million in lost 2020 revenues but even that estimate may be optimistic.

Gaming receipts from the Resorts World Catskills were budgeted to bring in \$895,000 but 2020 first quarter receipts (\$197,777) were down 15% from the fourth quarter of 2019 (\$232,966) and this is largely the result of the NY PAUSE Order which dropped March 2020 receipts to less than 40% of March 2019 levels. April receipts will be zero because the facility has been unable to operate.

The 2020 Adopted Ulster County Budget projected Occupancy Tax revenues at \$2,185,000. As of May 10, 2020, \$288,350 has been collected (13% of budgeted revenues) but steep declines are anticipated. Although hotels and short-term rentals have been allowed to continue to operate, some major properties such as Mohonk Mountain House and Rocking Horse Ranch have chosen to close at least until June.

Other revenue sources such as Mortgage Tax, Transfer Tax, and fees associated with real property and Department of Motor Vehicles are expected to be less than budgeted as a result of COVID. How much these revenue sources will deviate is unknown but given their relatively small portion of overall Ulster County Revenues, focus will continue to be on sales tax and state aid as the major budget movers.

¹⁴ In 2006 the Congressional Budget Office estimated that a pandemic as severe as the 1918 influenza pandemic to have a 4.25% on annual gross domestic product, but that estimate assumed a coordinated national response including outbreak containment, mass testing and vaccination.¹⁴ The Influenza Pandemic downturn lasted only a few quarters compared to the Great Depression which was a 10 year economic downturn.

Appendix A

Actual to Budgeted Departmental Revenues 1.1.19 Through 12.31.19				
Department	Adopted Budget	Amended Budget	YTD Transactions	Prior Year YTD
Arson Task Force	\$ -	\$ -	\$ 2,472	\$ -
Assessment	14,250	14,250	9,944	9,980
Benefits and Awards	10,693,655	10,693,655	8,975,781	10,187,527
Bond Anticipation Notes	-	-	361,607	127,985
Buildings	802,019	802,019	830,007	1,638,724
Bus Operations	3,887,719	4,276,732	4,867,551	5,100,950
Central Data Processing	70,400	70,400	85,889	65,623
Central Garage	353,700	353,700	432,671	376,836
Child Care	16,765,000	16,423,966	18,845,842	16,738,253
Clerk	2,888,229	2,888,229	2,910,848	2,873,534
Commissioner of Finance	9,134,342	9,134,342	9,581,428	9,576,240
Community College Tuition	75,000	75,000	78,915	79,225
Contracted Mental Health Service	7,028,042	7,110,389	5,994,202	7,062,774
Day Care	3,138,530	3,138,530	2,524,781	2,874,126
Disability Insurance, Emp Ben	9,400	9,400	6,875	7,121
Distribution of Sales Tax	122,435,116	124,935,116	127,215,937	120,322,069
District Attorney	664,272	664,272	565,115	745,230
Elections	330,723	554,714	379,530	48,101
Emergency Aid for Adults	80,300	80,300	55,247	64,904
Engineering	-	-	-	4,141
Environmental Control	208,620	355,210	379,766	107,212
Family Assistance	7,435,357	7,435,357	5,777,000	7,172,057
Fire Protection	5,172	10,322	-	-
Historian	-	-	370	360
Home Energy Assistance	127,000	127,000	113,612	134,760
Hospital & Medical, Emp Ben	1,000,000	1,000,000	1,691,111	1,589,187
Jail	1,499,510	1,499,510	447,997	1,322,263
Job Training and Services	683,619	683,619	541,820	500,107
Job Training, Administration	915,526	915,526	866,360	942,087
Job Training, Participant Suppt	6,000	6,000	2,500	5,500
Judgments and Claims	-	-	1,598	1,228
Juvenile Delinquent	66,850	407,884	287,519	607,866
Law	130,150	130,150	2,788	157
Legislative Board	50,943,308	50,943,308	47,501,991	51,046,118
Machinery	3,244,884	3,244,884	3,267,512	3,040,736
Maintenance of Roads & Bridges	11,188,914	11,188,914	11,197,956	11,280,530
Medical Assistance	(520,000)	(520,000)	(430,856)	(764,517)
Medical Assistance - MMIS	800,000	800,000	441,393	941,633
Medical Examiner	700	700	1,530	525
Mental Health Administration	662,702	662,702	767,600	1,128,617
Mental Health Programs	8,000	8,000	5,990	10,813
Municipal Court	35,000	35,000	3,585	17,953
Municipal Executive	-	-	-	79
Narcotics Addiction Ctrl Service	919,122	919,426	873,294	915,301
Off Street Parking	46,200	46,200	58,699	44,895
Other Educational Activities	10,000	10,000	2,680	2,293
Other Long Term Debt	-	-	-	601
Other Public Safety	105,408	126,374	25,666	85,165
Parks	191,100	191,100	197,002	190,153

Appendix A

Actual to Budgeted Departmental Revenues 1.1.19 Through 12.31.19				
Department	Adopted Budget	Amended Budget	YTD Transactions	Prior Year YTD
Permanent Improvements	3,692,042	4,622,928	4,271,707	3,919,579
Personnel	46,000	46,000	39,150	41,197
Planning	530,000	530,000	403,387	465,518
Probation	2,759,836	2,759,836	2,029,443	1,792,099
Programs for the Aging	2,213,210	2,354,290	2,191,927	2,160,004
Public Defender	1,170,992	1,253,541	25,402	26,956
Public Health	2,988,236	3,063,236	2,694,555	2,639,159
Public Safety Communication(911)	1,310,916	1,577,477	1,254,627	1,378,978
Public Works Administration	1,225,000	1,225,000	1,196,830	1,174,681
Purchasing	160,000	160,000	136,375	149,801
Rehabilitation Services	39,250	39,250	36,081	37,925
Rehabilitation, Loans & Grants	-	1,322,305	244,969	228,986
Safety Net	2,657,984	2,657,984	2,452,817	2,601,114
Sealer Weights & Measures	92,242	92,242	81,250	79,659
Self Insurance, Administration	37,000	37,000	4,118	32,200
Serial Bonds	10,295,525	16,205,525	16,661,831	13,355,237
Services for Recipients	617,389	617,389	485,178	598,832
Sheriff	1,468,615	1,468,615	1,377,103	1,531,045
Snow Removal	100,000	100,000	194,425	159,218
Social Services Administration	28,313,521	28,958,657	27,141,164	26,928,258
State Retirement, Emp Ben	566,491	566,491	555,425	552,063
Tourism	90,709	90,709	93,788	89,276
Unallocated Insurance	321,100	321,100	338,765	317,154
Undistributed Revenues	8,982,711	8,982,711	-	-
Veterans Services	465,080	465,080	447,813	29,752
WIC Program	762,409	762,409	717,870	716,627
Youth Programs	266,192	266,192	231,472	231,947
Grand Total Governmental Funds	\$ 329,256,289	\$ 341,998,167	\$ 323,058,597	\$ 319,464,280
General Government, Cap Proj	-	29,867,306	11,464,780	2,182,870
Community College, Cap Proj	-	11,683,682	200,374	690,758
Public Safety, Cap Proj	-	5,318,925	69,750	-
Law Enforcement, Cap Proj	-	-	-	306,500
Highway, Cap Proj	-	28,570,607	13,968,030	8,770,656
Other Transportation, Cap Proj	-	5,025,466	525,480	1,149,296
Other Economic Dev, Cap Proj	-	3,530,107	33,120	528,600
Recreation, Cap Proj	-	14,671,087	8,836,125	4,633,812
Grand Total Capital Project Funds	\$ -	\$ 98,667,180	\$ 35,097,659	\$ 18,262,491
Grant Total All Funds	\$ 329,256,289	\$ 440,665,347	\$ 358,156,256	\$ 337,726,772

Appendix B

Actual to Budgeted Departmental Expenditures 1.1.19 Through 12.31.19					
"Department"	Total Adopted Budget	Total Amended Budget	Total YTD Encumbrances	Total YTD Transactions	Total Prior Year YTD
Arson Task Force	\$ 58,107	\$ 72,060	\$ 4,377	\$ 46,679	\$ 36,809
Assessment	501,657	499,157	-	474,835	403,971
Benefits and Awards	7,932,000	7,932,000	-	6,867,834	8,000,188
Bond Anticipation Notes	950,000	1,700,000	-	1,568,181	883,364
Budget	353,002	268,002	-	233,272	325,839
Buildings	8,711,628	8,601,029	192,488	7,994,139	8,273,165
Bus Operations	5,728,870	6,105,862	4,955	5,719,599	5,280,686
Central Data Processing	7,298,810	7,292,178	275,129	6,647,139	6,670,077
Central Garage	824,869	824,869	-	794,845	751,743
Child Care	25,895,000	31,912,921	-	31,850,838	27,863,732
Clerk	4,378,436	4,401,059	5,885	4,264,819	4,152,465
Clerk of Legislative Board	1,247,900	1,231,769	26,724	1,051,113	1,029,142
Commissioner of Finance	4,294,151	4,263,469	-	4,171,943	4,148,409
Community College Tuition	3,900,000	3,800,000	-	3,784,453	3,709,301
Comptroller	895,722	795,722	-	700,054	743,717
Conservation	441,500	464,375	22,875	441,500	435,781
Contingent Account	723,471	695,921	-	-	-
Contracted Mental Health Service	8,417,561	8,271,118	341,536	8,012,881	8,005,981
Contribution to Community College	6,400,863	6,400,863	-	6,400,863	6,400,863
Day Care	3,200,000	2,768,000	-	2,723,612	3,042,663
Disability Insurance, Emp Ben	113,983	113,983	-	85,786	76,055
Distribution of Sales Tax	17,477,012	19,977,012	-	17,649,929	17,233,276
District Attorney	4,757,018	4,789,356	870	4,769,853	4,680,031
Elections	1,944,761	2,305,893	-	2,226,471	1,735,147
Emergency Aid for Adults	160,000	160,000	-	101,202	130,648
Engineering	476,483	490,366	30,500	401,712	419,338
Environmental Control	667,415	1,083,894	399,161	587,731	441,885
Family Assistance	10,850,000	9,730,000	-	9,729,649	10,106,289
Fire Protection	192,640	215,606	9,286	166,431	170,789
Highway Administration	3,385,872	3,387,792	-	3,252,459	3,089,774
Historian	5,950	5,950	-	-	959
Home Energy Assistance	150,000	150,000	-	138,158	138,500
Hospital & Medical, Emp Ben	2,770,065	2,673,782	-	2,673,762	2,921,986
Human Rights Commission	42,119	42,119	-	19,410	19,394
Interfund Transfer	-	13,305	-	13,300	-
Jail	22,215,692	22,709,591	140,424	22,676,486	21,880,301
Job Training and Services	683,619	676,819	-	498,406	422,763
Job Training, Administration	915,526	926,856	35	882,481	870,736
Job Training, Participant Suppt	6,000	6,000	-	2,400	5,000
Juvenile Delinquent	415,000	932,000	-	931,018	391,524
Law	1,785,042	1,785,240	1,369	1,487,148	1,475,495
Legislative Board	866,134	857,634	-	845,694	818,748
Library	80,835	80,835	-	80,835	76,446
Machinery	3,449,884	3,468,142	18,937	3,322,085	3,479,556
Maintenance of Roads & Bridges	4,601,711	4,499,918	-	4,037,499	4,077,365
Medical Assistance	15,000	15,000	-	10,537	24,391
Medical Assistance - MMIS	34,898,036	34,623,036	-	34,603,036	35,364,354
Medical Examiner	844,544	921,938	55,000	861,051	802,593
Mental Health Administration	1,332,833	1,335,468	14,519	1,266,583	1,167,355
Mental Health Programs	1,808,311	1,689,732	1,594	1,630,716	1,689,818
Municipal Association Dues	40,428	40,428	-	35,621	34,594
Municipal Court	37,646	6,476	-	4,091	16,740
Municipal Executive	1,048,322	912,222	-	884,090	1,019,869
Narcotics Addiction Ctrl Service	1,178,762	1,158,508	109,408	1,046,630	1,131,256
Off Street Parking	55,129	55,129	-	52,140	50,797
Other Economic Development	28,750	28,750	-	28,750	21,750

Appendix B

Actual to Budgeted Departmental Expenditures 1.1.19 Through 12.31.19					
"Department"	Total Adopted Budget	Total Amended Budget	Total YTD Encumbrances	Total YTD Transactions	Total Prior Year YTD
Other Educational Activities	10,000	11,300	2,000	9,299	6,699
Other Employee Benefits	2,088,411	2,452,161	-	2,441,501	2,062,796
Other Home & Comm Services	192,750	217,798	8,485	89,376	59,661
Other Long Term Debt	-	-	-	-	601
Other Performing Arts	84,500	109,250	6,188	103,063	96,250
Other Public Safety	692,266	684,039	2,077	617,231	598,127
Parks	435,587	501,822	25,406	430,079	502,977
Permanent Improvements	3,692,042	4,622,928	-	4,271,707	3,919,569
Personnel	1,407,760	1,457,803	-	1,419,138	1,322,248
Planning	1,998,576	2,333,847	547,582	1,566,926	1,724,767
Probation	7,558,123	7,537,456	167,750	6,941,581	6,337,255
Programs for the Aging	3,240,026	3,381,106	-	2,810,797	2,845,790
Psychiatric Exp Criminal Actions	300,000	454,011	13,440	435,509	386,748
Public Defender	2,944,694	2,862,143	14,944	2,678,832	2,306,274
Public Health	5,908,516	5,850,421	88	5,253,139	5,046,118
Public Safety Communication(911)	3,754,624	4,084,853	35,665	3,501,612	3,632,354
Public Works Administration	1,001,167	1,012,901	79	999,991	890,722
Purchasing	1,273,056	1,229,535	-	1,203,131	1,122,555
Rehabilitation Services	190,632	191,022	-	168,831	169,601
Rehabilitation, Loans & Grants	-	1,309,000	-	231,669	302,655
Repayments to Escrow Agent-Ad Rf	-	5,910,000	-	5,909,500	-
Safety Inspection	430,138	430,138	-	399,189	352,378
Safety Net	7,200,000	6,759,000	-	6,691,177	6,969,945
Sealer Weights & Measures	202,006	202,006	-	197,086	190,083
Self Insurance, Administration	2,798,655	2,798,655	-	2,112,065	2,219,539
Serial Bonds	11,145,525	11,145,525	-	10,817,921	10,238,927
Services for Recipients	650,000	1,127,000	-	1,126,538	664,489
Sheriff	11,506,063	12,610,964	141,868	12,264,687	11,103,362
Snow Removal	3,174,848	3,275,684	4,269	3,153,244	3,064,378
Social Services Administration	33,852,151	33,345,330	205,681	32,016,962	30,204,329
State Retirement, Emp Ben	566,491	566,491	-	555,425	552,063
State Training School	550,000	614,000	-	613,649	554,345
Stock Pile	295,000	280,000	3,351	249,653	228,653
Tourism	1,147,356	1,151,651	3,751	1,114,281	1,182,453
Unallocated Insurance	5,204,546	5,004,546	-	4,968,531	4,879,565
Unemployment Expenses, Emp Ben	65,000	41,500	-	41,130	46,636
Unified Court Budget Costs	22,500	33,000	-	31,839	29,530
Veterans Services	933,535	935,930	-	908,974	847,198
WIC Program	816,072	816,072	1,648	743,437	724,686
Youth Programs	469,604	470,704	-	426,651	428,368
Grand Total Governmental Funds	\$ 329,256,289	\$ 347,990,743	\$ 2,839,343	\$ 330,267,101	\$ 313,958,106
General Government, Cap Proj	\$ -	\$ 16,942,494	\$ 3,415,288	\$ 6,369,309	\$ 11,130,779
Community College, Cap Proj	-	11,962,895	15,866	432,312	805,606
Public Safety, Cap Proj	-	2,889,528	20,198	395,921	461,584
Law Enforcement, Cap Proj	-	-	-	-	293
Highway, Cap Proj	-	14,367,612	2,653,099	4,686,918	15,744,922
Other Transportation, Cap Proj	-	4,850,447	1,831,054	895,469	1,326,393
Economic Development, Cap Proj	-	-	-	-	(1)
Other Economic Dev, Cap Proj	-	1,438,454	-	18,174	128,898
Recreation, Cap Proj	-	12,141,779	89,795	11,245,068	6,437,717
Interfund Transfer	-	45,614	-	45,614	-
Grand Total Capital Project Funds	\$ -	\$ 64,638,823	\$ 8,025,301	\$ 24,088,786	\$ 29,469,578
Grand Total All Funds	\$ 329,256,289	\$ 412,629,566	\$ 10,864,644	\$ 354,355,888	\$ 343,427,683

Appendix C

Fund Balance Classifications

Fund Balance - Fund Balance is categorized in a hierarchy that indicates the extent to which a government is required to observe spending constraints for each category, as follows:

Non-spendable: Assets that are inherently non-spendable in the current period, as they are not in spendable form or are legally or contractually required to be maintained intact. This Fund Balance classification is commonly used for prepaid expenses and inventories.

Restricted: Resources that are unavailable for appropriation or have legal limits to their use. Such limitations consist of restrictions imposed by creditors, grantors, contributors, or laws and regulations limiting the right to utilize the funds for certain purposes or imposing a time restriction.

Committed: Funds that have a designated purpose constraint placed upon them by the municipality's highest level of decision making authority and require the same level of formal action to remove the constraint. This restraint would be imposed, for instance, by the Legislature and could only be lifted by a subsequent act of the Legislature.

Assigned: Funds that have a designated purpose constraint placed upon them by the municipality's highest level of decision making authority, but unlike Committed Fund Balance, these funds do not require the same level of formal action to remove the constraint. Examples would be assignments for encumbrances and subsequent year expenditures.

Unassigned: Resources that can be used for any purpose related to the fund in which the balance exists. This category is a surplus or a deficit, meaning either is available for future appropriation, or in cases of a negative Fund Balance, to be recouped over time by efficient surplus budgeting.