

TOWN OF ULSTER, NEW YORK

Basic Financial Statements,  
Supplementary Information and  
Independent Auditors' Report

December 31, 2022

TOWN OF ULSTER, NEW YORK

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## INDEPENDENT AUDITORS' REPORT

To the Supervisor and Members  
of the Town Board  
Town of Ulster, New York:

### Adverse and Unmodified Opinions

We have audited the accompanying financial statements of the governmental activities, each major fund, and the aggregate remaining fund information of the Town of Ulster, New York (the Town), as of and for the year ended December 31, 2022, and the related notes to financial statements, which collectively comprise the Town's basic financial statements as listed in the table of contents.

### Summary of Opinions

<u>Opinion Unit</u>	<u>Type of Opinion</u>
Governmental Activities	Adverse
General Fund	Unmodified
Highway Fund	Unmodified
Capital Projects Fund	Unmodified
Sewer Fund	Unmodified
Water Fund	Unmodified
Aggregate Remaining Fund Information	Unmodified

### Adverse Opinion on Governmental Activities

In our opinion, because of the significance of the matter discussed in the Basis for Adverse and Unmodified Opinions section of our report, the financial statements referred to above do not present fairly the financial position of the governmental activities of the Town as of December 31, 2022, or the changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America (GAAP).

### Unmodified Opinions on Each Major Fund and Aggregate Remaining Fund Information

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of each major fund and the aggregate remaining fund information of the Town as of December 31, 2022, and the respective changes in financial position thereof for the year then ended in accordance with GAAP.

### Basis for Adverse and Unmodified Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditors' Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the Town, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our adverse and unmodified audit opinions.

### Matter Giving Rise to Adverse Opinion on Governmental Activities

As discussed in note 2 to the financial statements, management has not recorded certain general infrastructure assets in governmental activities and does not record depreciation expense. GAAP requires that those general infrastructure assets be capitalized and depreciated, which would increase the assets, net position, and expenses of the governmental activities. The amount by which this departure would affect the assets, net position, and expenses of the governmental activities has not been determined.

### Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with GAAP, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for twelve month beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

### Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS and Government Auditing Standards will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS and Government Auditing Standards, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

#### Required Supplementary Information

GAAP requires that the management's discussion and analysis and the required supplementary information as listed in the table of contents, be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with GAAS, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

### Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Town's basic financial statements. The accompanying other supplementary information as listed in the table of contents is presented for purposes of additional analysis and is not a required part of the basic financial statements. Such information is the responsibility of management and were derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with GAAS. In our opinion, the other supplementary information is fairly stated in all material respects in relation to the basic financial statements as a whole.

### Other Reporting Required by Government Auditing Standards

In accordance with Government Auditing Standards, we have also issued our report dated May 12, 2023, on our consideration of the Town's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Town's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the Town's internal control over financial reporting and compliance.

EFPR Group, CPAs, PLLC

Williamsville, New York  
May 12, 2023

TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis  
December 31, 2022

This section of the Town of Ulster, New York's (the Town) financial statements presents a discussion and analysis of the Town's financial performance during the year ended December 31, 2022. Please read it in conjunction with the Town's basic financial statements following this section. The Town is a local municipality located in the Mid Hudson Valley area of New York State. Its purpose is to provide services to the residents of the Township such as police and fire protection, highways, and home and community services.

**Financial Highlights**

- The Town had net position (liabilities and deferred inflows of resources exceeded assets and deferred outflows of resources) of \$(171,061) at the end of 2022.
- The Town's total net position increased by \$4,297,723 from 2021 to 2022, as a result of revenue exceeding expenses.
- The Town's general fund unassigned fund balance was \$4,450,739 at the end of 2022. This amount is about 46.4% of the general fund's expenditures and other financing uses.

**Overview of the Financial Statements and Financial Analysis**

This discussion and analysis is intended to serve as an introduction to the Town's basic financial statements. The Town's basic financial statements are comprised of three components: (1) government-wide financial statements, (2) fund financial statements, and (3) notes to financial statements. This report also contains supplementary information in addition to the basic financial statements.

**Government-Wide Financial Statements**

The government-wide financial statements are designed to provide readers with a broad overview of the Town's finances in a manner similar to a private-sector business.

The statement of net position presents information on all of the Town's assets, deferred outflows of resources, liabilities and deferred inflows of resources, with the residual reported as net position. Over time, changes in net position may serve as a useful indicator of whether the financial position of the Town is improving or deteriorating.



TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

The statement of activities presents information showing how the Town's net position changed during the most recent fiscal year. All changes in the net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenue and expenses are reported in this statement for some items that will result in cash flows in future fiscal periods (e.g., uncollected taxes or earned but unused vacation time). The government-wide financial statements distinguish functions of the Town that are principally supported by taxes and intergovernmental revenue (governmental activities) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (business-type activities). The governmental activities of the Town include general government, education, public safety, transportation, economic development, culture and recreation, and home and community services. The government-wide financial statements can be found on pages 15 and 16 of this report.

**Fund Financial Statements**

A fund is a grouping of related accounts that is used to maintain accountability over resources that have been segregated for specific activities or objectives. The Town, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of the Town can be divided into two categories: governmental funds and fiduciary funds.

**Governmental Funds** - Governmental funds are used to account for essentially the same functions as reported for governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. Such information may be useful in evaluating a government's near-term financing requirements.

Because the focus of the governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. This is done so that readers may better understand the long-term impact of the government's near-term financing decisions. Reconciliations have been provided for both the governmental funds balance sheet and the governmental funds statement of revenue, expenditures, and changes in fund balances to facilitate this comparison between governmental funds and governmental activities.

TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

The Town maintains seven individual governmental funds. Information is presented separately in the governmental funds balance sheet and in the governmental funds statement of revenue, expenditures, and changes in fund balances for the general, highway, capital projects, sewer and water funds, all of which are considered to be major funds. Data from the other two governmental funds are combined into a single, aggregated presentation. Individual fund data for each of these nonmajor governmental funds is provided in the form of combining statements elsewhere in this report.

The Town adopts an annual appropriated budget for its general fund and for its major special revenue funds. A budgetary comparison statement has been provided for these funds to demonstrate compliance with the budgets.

The governmental fund financial statements can be found on pages 17 and 19 of this report.

**Fiduciary Funds** - Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are not reflected in the government-wide financial statements because the resources of those funds are not available to support the Town's own programs.

The fiduciary fund financial statement can be found on page 21 of this report.

**Notes to Financial Statements**

The notes to financial statements provide additional information that is essential to a full understanding of the basic information provided in the government-wide and fund financial statements. The notes to financial statements can be found starting on page 22 of this report.

**Government-Wide Financial Analysis**

As noted earlier, net position may serve over time as a useful indicator of a government's financial position. In the case of the Town, liabilities and deferred inflows of resources exceeded assets and deferred outflows of resources by \$171,061 at the close of 2022.

The largest portion of the Town of Ulster's assets is its investment in capital assets. These financial statements include only the 2004 through 2022 additions to capital assets for which the Town does not recognize depreciation, which is an exception to accounting principles generally accepted in the United States of America. All of the outstanding debt related to capital assets is included in the financial statements. The Town uses these capital assets to provide services to citizens; consequently, the assets are not available for future spending. Although the Town's investment in its capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities.

TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

Condensed Statements of Net Position

	<u>2022</u>	<u>2021</u>
Assets:		
Current assets	\$ 20,141,874	18,011,446
Net pension asset - ERS	994,243	-
Capital assets	<u>27,475,124</u>	<u>25,918,994</u>
Total assets	<u>48,611,241</u>	<u>43,930,440</u>
Deferred outflows of resources	<u>11,317,486</u>	<u>13,425,818</u>
Liabilities:		
Current liabilities	1,899,080	2,290,578
Noncurrent liabilities	<u>37,951,395</u>	<u>46,686,178</u>
Total liabilities	<u>39,850,475</u>	<u>48,976,756</u>
Deferred inflows of resources	<u>20,249,313</u>	<u>12,848,286</u>
Net position (deficit):		
Net investment in capital assets	24,192,837	22,446,368
Restricted	8,960,595	8,645,030
Unrestricted	<u>(33,324,493)</u>	<u>(35,560,182)</u>
Total net position (deficit)	\$ <u>(171,061)</u>	<u>(4,468,784)</u>

TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

**Governmental Activities**

Governmental activities generated an increase in the Town's net position in 2022. A summary of the components of this increase follows.

Condensed Statements of Activities

	<u>2022</u>	<u>2021</u>
Revenue:		
Program revenue:		
Charges for services	\$ 4,303,548	3,606,338
Capital and operating grants	2,015,946	1,302,405
General revenue:		
Property taxes	11,737,507	11,543,123
Non-property tax items	417,862	409,076
Other tax items	774,232	595,929
Other	<u>569,223</u>	<u>258,338</u>
Total revenue	<u>19,818,318</u>	<u>17,715,209</u>
Expenses:		
General government support	1,919,290	1,948,421
Education	2,267	527
Public safety	3,695,474	3,404,377
Health	10,690	10,010
Transportation	2,540,654	2,313,969
Economic assistance and opportunity	8,025	3,399
Culture and recreation	175,461	142,899
Home and community services	2,833,885	3,363,330
Employee benefits	4,224,689	5,262,563
Interest on long-term debt	<u>110,160</u>	<u>110,536</u>
Total expenses	<u>15,520,595</u>	<u>16,560,031</u>
Change in net position	4,297,723	1,155,178
Net position (deficit) at beginning of year	<u>(4,468,784)</u>	<u>(5,623,962)</u>
Net position (deficit) at end of year	\$ <u>(171,061)</u>	<u>(4,468,784)</u>

TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

**Financial Analysis of the Government's Funds**

As noted earlier, the Town uses fund accounting to ensure and demonstrate compliance with finance related legal requirements.

**Governmental Funds** - The focus of the Town's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the Town's financing requirements. In particular, unassigned fund balance may serve as a useful measure of a government's net resources available for spending at the end of the year.

As of the end of the current year, the Town's governmental funds reported combined ending fund balance of \$18,437,794, an increase of \$2,521,926 from the prior year. Of this total amount, \$4,450,739 constitutes unassigned fund balance, which is available for spending at the government's discretion. The remainder of fund balance is classified to indicate that it is not available for new spending because it has either already been spent or has been designated to pay for future expenditures.

The general fund is the chief operating fund of the Town. At the end of the current fiscal year, unassigned fund balance of the general fund was \$4,450,739, while total fund balance was \$9,382,917.

The Town's general fund balance increased by \$1,067,308 during the current year.

**General Fund Budgetary Highlights**

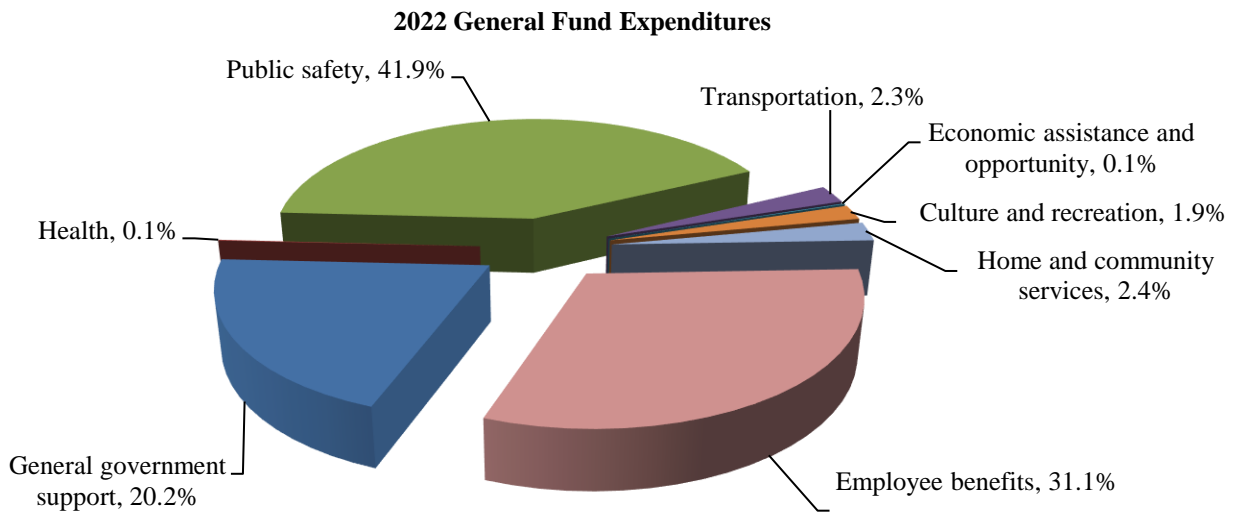
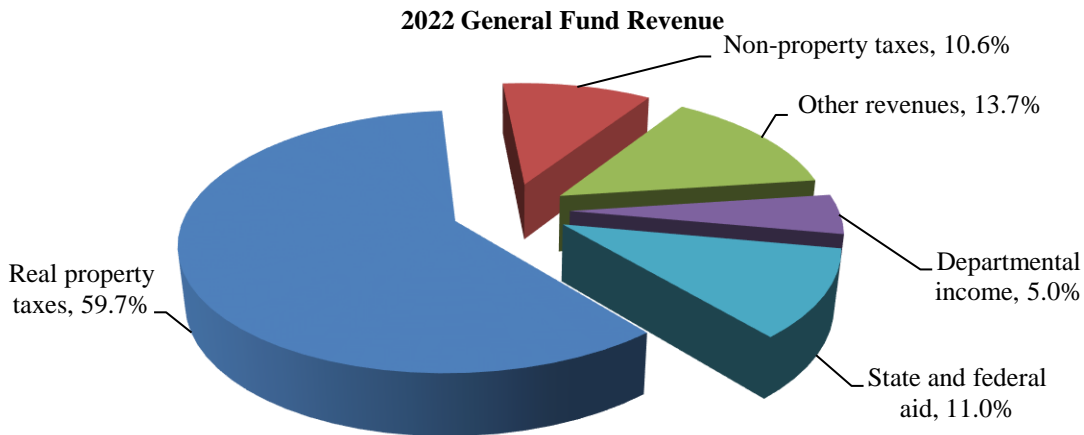
The Town's general fund is the largest fund of the Town comprising 54.0% of the adopted 2022 Town budget. Some of the services provided by the general fund are:

- Issuing and maintaining vital records (birth, death, and marriage certificates) and issuing various state and local licenses and permits;
- Providing public safety services, including police, building and code enforcement;
- Operating and maintaining the Town's solid waste transfer station and recyclable center;
- Operating and maintaining public parks and offering recreation programs; and
- Operating of the Town Court and supporting offices.

**TOWN OF ULSTER, NEW YORK**  
**Management's Discussion and Analysis, Continued**

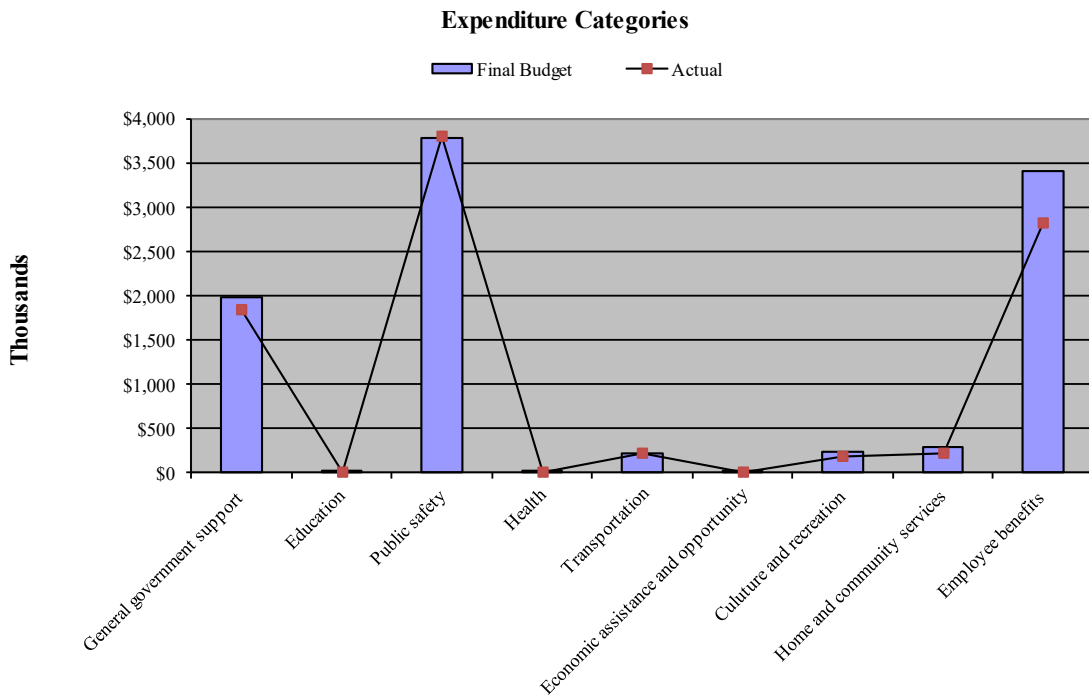
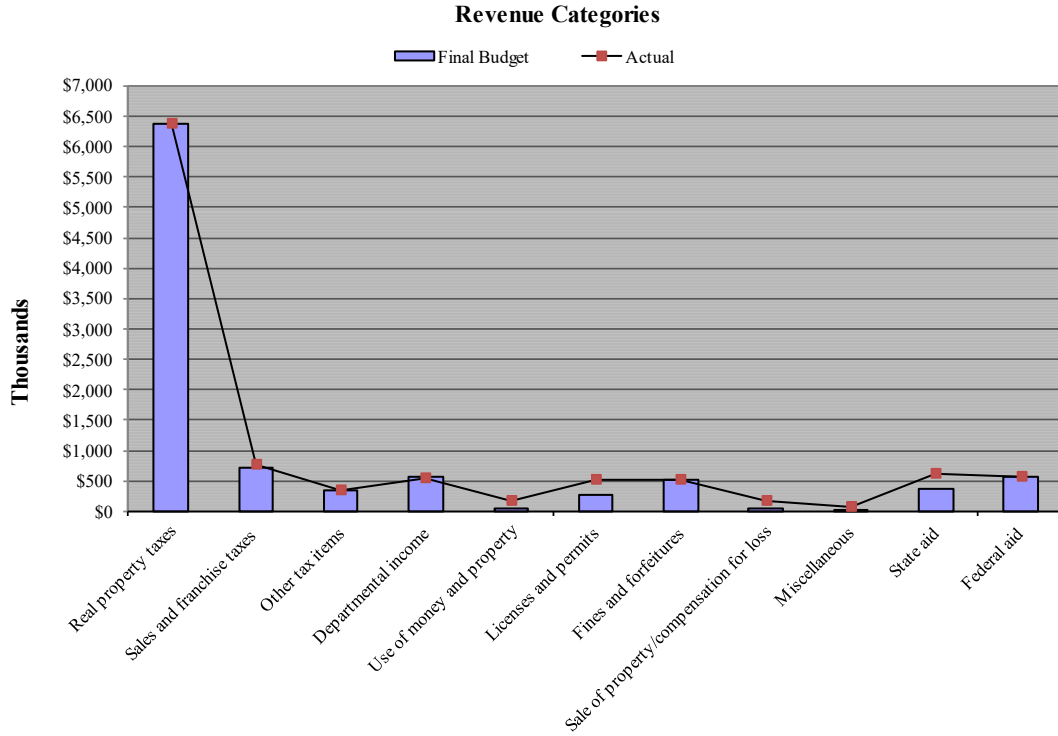
In addition to the above programs, the general fund provides support such as administration, accounting and financial management, payroll and personnel services, assessment, planning and zoning, legal, etc.

As indicated on the following charts, the Town relies upon a number of important revenue sources to fund its operating expenses. In 2022, real property taxes in the general fund represented 59.7% of the revenues. Operating expenses are incurred in the delivery of services to the Town's residents. In 2022, public safety represented 41.9% of the expenditures while employee benefits and general government support represented 31.1% and 20.2%, respectively.



The original general fund budget totaled \$9,585,258 with an anticipated use of \$500,000 of fund balance. However, actual results of operations showed an overall increase to fund balance of \$1,067,308, resulting in a fund balance of \$9,382,917 for the general fund at the end of 2022.

**TOWN OF ULSTER, NEW YORK**  
**Management's Discussion and Analysis, Continued**



TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

**Capital Assets and Debt Administration**

**Capital Assets**

Capital assets at December 31, 2022 were \$27,475,124. Additions and disposals totaled \$1,581,130 and \$25,000, respectively. The Town does not have a current inventory value for its fixed assets and infrastructure. The capital assets reported are those assets placed in service between 2004 and 2022. The Town has not recorded depreciation expense.

The following table summarizes the increase in the capital assets in the current fiscal year.

<u>Function/Type</u>	<u>General Fund</u>	<u>Highway Fund</u>	<u>Capital Projects Fund</u>	<u>Sewer Fund</u>	<u>Total</u>
General support	\$ 5,790	-	-	-	5,790
Public safety	362,658	-	-	-	362,658
Transportation	-	606,305	-	-	606,305
Home and community services	-	-	<u>439,661</u>	<u>166,716</u>	<u>606,377</u>
Total	\$ <u>368,448</u>	<u>606,305</u>	<u>439,661</u>	<u>166,716</u>	<u>1,581,130</u>

To date, the Town has not fully implemented Governmental Accounting Standards Board Statement No. 34 because it does not have sufficient information to enable it to report all capital assets in the government-wide statement of net position and by reporting depreciation expense in the statement of activities. During 2012, a fixed asset policy was adopted by the Town Board which included capitalization policies and a requirement for performing a periodic inventory. Since the adoption of this policy, staff has been working to accumulate the historical records required to serve as the basis for an inventory.

**Outstanding Debt**

At the end of 2022, the Town has a total of \$3,410,000 of outstanding serial bond indebtedness which is backed by the full faith and credit of the Town.

New York State statutes place a limit on the maximum amount of total outstanding long-term debt that may be incurred by a local municipal entity at no more than seven percent of the five year average full valuation of all real property. At December 31, 2022, the Town had \$275,000 of outstanding debt subject to this limitation. The Town's constitutional debt limitation was substantially below its debt contracting authority at December 31, 2022.

For more detailed information on long-term debt activity, please see the notes to financial statements on pages 30 through 32.



TOWN OF ULSTER, NEW YORK  
Management's Discussion and Analysis, Continued

**Requests for Information**

This financial report is designed to provide a general overview of the Town of Ulster, New York's finances. Questions about this report should be addressed to James E. Quigley 3<sup>rd</sup>, Town Supervisor, Town of Ulster, 1 Town Hall Drive, Lake Katrine, New York 12449. Questions may also be sent to [ulstersupervisor@townofulster.ny.gov](mailto:ulstersupervisor@townofulster.ny.gov) or through the Town's website at [www.townofulster.ny.gov](http://www.townofulster.ny.gov).

TOWN OF ULSTER, NEW YORK  
Statement of Net Position  
December 31, 2022

Assets

Current assets:	
Cash and equivalents - unrestricted	\$ 9,706,974
Cash and equivalents - restricted	8,961,596
Receivables	1,111,389
State and Federal receivables	3,302
Due from other governments	110,136
Prepays	<u>248,477</u>
Total current assets	20,141,874
Net pension asset - ERS	994,243
Capital assets	<u>27,475,124</u>
Total assets	<u>48,611,241</u>

Deferred Outflows of Resources

Pensions	5,359,990
OPEB	5,829,783
Discount on bond refunding	<u>127,713</u>
Total deferred outflows of resources	<u>11,317,486</u>

Liabilities

Current liabilities:	
Accounts payable and other current liabilities	742,086
Due to other governments	315,945
Other liabilities	646,049
Current portion of long-term liabilities	<u>195,000</u>
Total current liabilities	1,899,080
Noncurrent liabilities, less current portion	<u>37,951,395</u>
Total liabilities	<u>39,850,475</u>

Deferred Inflows of Resources

Pensions	7,359,988
OPEB	<u>12,889,325</u>
Total deferred inflows of resources	<u>20,249,313</u>

Net Position

Net investment in capital assets	24,192,837
Restricted for:	
Capital asset acquisition	7,033,166
Employee benefits	1,385,915
Retirement contributions	541,514
Unrestricted (deficit)	<u>(33,324,493)</u>
Total net position (deficit)	<u>\$ (171,061)</u>

See accompanying notes to financial statements.

TOWN OF ULSTER, NEW YORK  
Statement of Activities  
Year ended December 31, 2022

<u>Functions/Programs</u>	<u>Expenses</u>	<u>Charges for Services</u>	<u>Program Revenue Capital and Operating Grants</u>	<u>Net (Expense) Revenue and Change in Net Position Governmental Activities</u>
Primary government:				
Governmental activities:				
General government support	\$ 1,919,290	700,303	1,133,910	(85,077)
Education	2,267	-	-	(2,267)
Public safety	3,695,474	563,085	39,214	(3,093,175)
Health	10,690	-	-	(10,690)
Transportation	2,540,654	159,688	343,922	(2,037,044)
Economic assistance and opportunity	8,025	-	-	(8,025)
Culture and recreation	175,461	47,185	-	(128,276)
Home and community services	2,833,885	2,833,287	498,900	498,302
Employee benefits	4,224,689	-	-	(4,224,689)
Interest on long-term debt	110,160	-	-	(110,160)
Total governmental activities	<u>\$15,520,595</u>	<u>4,303,548</u>	<u>2,015,946</u>	<u>(9,201,101)</u>
General revenue:				
Property taxes				11,737,507
Non-property tax items				417,862
Other tax items				774,232
Use of money and property				292,796
Sale of property/compensation for loss				190,443
Miscellaneous				85,984
Total general revenue				<u>13,498,824</u>
Change in net position				4,297,723
Net position (deficit) at beginning of year				<u>(4,468,784)</u>
Net position (deficit) at end of year				<u>\$ (171,061)</u>

See accompanying notes to financial statements.

TOWN OF ULSTER, NEW YORK  
Balance Sheet - Governmental Funds  
December 31, 2022

	<u>General</u>	<u>Highway</u>	<u>Capital Projects</u>	<u>Sewer</u>	<u>Water</u>	<u>Nonmajor Governmental Funds</u>	<u>Total Governmental Funds</u>
<u>Assets</u>							
Cash and equivalents - unrestricted	\$ 5,543,943	981,640	503,163	1,045,006	1,491,602	141,620	9,706,974
Cash and equivalents - restricted	4,161,562	704,172	-	3,163,475	932,387	-	8,961,596
Investment in interfund loan	200,000	-	-	-	-	-	200,000
Receivables	297,611	-	-	264,413	549,365	-	1,111,389
Due from other funds	4,468	31,155	-	-	210,000	-	245,623
State and Federal receivables	3,302	-	-	-	-	-	3,302
Due from other governments	105,858	4,278	-	-	-	-	110,136
Prepaid expenditures	195,617	26,364	-	13,443	13,053	-	248,477
Total assets	<u>\$ 10,512,361</u>	<u>1,747,609</u>	<u>503,163</u>	<u>4,486,337</u>	<u>3,196,407</u>	<u>141,620</u>	<u>20,587,497</u>
<u>Liabilities and Fund Balances</u>							
Liabilities:							
Accounts payable and other current liabilities	295,225	190,843	13,949	75,874	161,595	4,600	742,086
Interfund loan payable	-	-	200,000	-	-	-	200,000
Due to other funds	31,155	-	210,000	1,494	2,974	-	245,623
Due to other governments	157,015	74,140	-	48,107	32,712	3,971	315,945
Other liabilities	646,049	-	-	-	-	-	646,049
Total liabilities	<u>1,129,444</u>	<u>264,983</u>	<u>423,949</u>	<u>125,475</u>	<u>197,281</u>	<u>8,571</u>	<u>2,149,703</u>
Fund balances:							
Non-spendable	195,617	26,364	-	13,443	13,053	-	248,477
Restricted for:							
Capital asset acquisition	2,750,939	428,874	-	3,045,306	808,047	-	7,033,166
Employee benefits	869,108	274,298	-	118,169	124,340	-	1,385,915
Retirement contributions	541,514	-	-	-	-	-	541,514
Assigned	575,000	753,090	79,214	1,183,944	2,053,686	133,049	4,777,983
Unassigned	4,450,739	-	-	-	-	-	4,450,739
Total fund balances	<u>9,382,917</u>	<u>1,482,626</u>	<u>79,214</u>	<u>4,360,862</u>	<u>2,999,126</u>	<u>133,049</u>	<u>18,437,794</u>
Total liabilities and fund balances	<u>\$ 10,512,361</u>	<u>1,747,609</u>	<u>503,163</u>	<u>4,486,337</u>	<u>3,196,407</u>	<u>141,620</u>	<u>20,587,497</u>

See accompanying notes to financial statements.

TOWN OF ULSTER, NEW YORK  
 Reconciliation of the Balance Sheet - Governmental Funds  
 to the Statement of Net Position  
 December 31, 2022

Fund balances - total governmental funds		\$ 18,437,794
<p>Amounts reported for governmental activities in the statement of net position are different because:</p>		
<p>Long-term assets are not available in the current period and, therefore, are not reported in the funds - net pension asset - ERS</p>		994,243
<p>Capital assets used in governmental activities are not current financial resources and, therefore, are not reported in the funds. The Town does not depreciate these assets.</p>		27,475,124
<p>Long-term liabilities are not due and payable in the current period and, therefore, are not reported in the funds.</p>		
Serial bonds payable	\$ (3,410,000)	
Compensated absences	(1,385,915)	
Total OPEB liability	(32,922,685)	
Net pension liability - PFRS	(407,519)	
Workers' compensation claims payable	<u>(20,276)</u>	(38,146,395)
<p>Deferred outflows and inflows of resources are not reported in the funds.</p>		
Deferred outflows of resources	11,317,486	
Deferred inflows of resources	<u>(20,249,313)</u>	<u>(8,931,827)</u>
Net position of governmental activities		\$ <u><u>(171,061)</u></u>

See accompanying notes to financial statements.

TOWN OF ULSTER, NEW YORK  
Statement of Revenue, Expenditures, and Changes in Fund Balances - Governmental Funds  
Year ended December 31, 2022

	<u>General</u>	<u>Highway</u>	<u>Capital Projects</u>	<u>Sewer</u>	<u>Water</u>	<u>Nonmajor Governmental Funds</u>	<u>Total Governmental Funds</u>
Revenue:							
Taxes:							
Property	\$ 6,374,680	2,774,440	-	1,165,644	1,155,195	267,548	11,737,507
Sales and franchise	774,232	-	-	-	-	-	774,232
Other tax items	350,010	67,852	-	-	-	-	417,862
Departmental income	532,254	191,245	-	850,589	1,670,445	-	3,244,533
Use of money and property	163,251	22,514	-	54,162	51,070	1,799	292,796
Licenses and permits	529,745	50	-	-	-	-	529,795
Fines and forfeitures	529,220	-	-	-	-	-	529,220
Sale of property/compensation for loss	181,732	27,040	-	-	6,671	-	215,443
Miscellaneous	60,989	10,876	-	-	14,119	-	85,984
State aid	607,665	343,922	498,900	-	-	-	1,450,487
Federal aid	565,459	-	-	-	-	-	565,459
Total revenue	<u>10,669,237</u>	<u>3,437,939</u>	<u>498,900</u>	<u>2,070,395</u>	<u>2,897,500</u>	<u>269,347</u>	<u>19,843,318</u>
Expenditures:							
General government support	1,837,604	-	-	49,242	38,234	-	1,925,080
Education	2,267	-	-	-	-	-	2,267
Public safety	3,804,696	-	-	-	-	253,436	4,058,132
Health	10,690	-	-	-	-	-	10,690
Transportation	210,812	2,881,642	-	-	-	54,507	3,146,961
Economic assistance and opportunity	8,025	-	-	-	-	-	8,025
Culture and recreation	175,461	-	-	-	-	-	175,461
Home and community services	215,427	-	435,823	1,147,099	1,641,911	-	3,440,260
Employee benefits	2,822,909	791,712	-	327,496	311,900	-	4,254,017
Debt service:							
Principal	-	-	-	73,000	122,000	-	195,000
Interest	-	-	3,836	8,363	93,300	-	105,499
Total expenditures	<u>9,087,891</u>	<u>3,673,354</u>	<u>439,659</u>	<u>1,605,200</u>	<u>2,207,345</u>	<u>307,943</u>	<u>17,321,392</u>
Excess (deficiency) of revenue over expenditures	<u>1,581,346</u>	<u>(235,415)</u>	<u>59,241</u>	<u>465,195</u>	<u>690,155</u>	<u>(38,596)</u>	<u>2,521,926</u>
Other financing sources (uses):							
Transfers in	-	-	490,237	-	-	53,801	544,038
Transfers out	(514,038)	-	-	-	(30,000)	-	(544,038)
Total other financing sources (uses)	<u>(514,038)</u>	<u>-</u>	<u>490,237</u>	<u>-</u>	<u>(30,000)</u>	<u>53,801</u>	<u>-</u>
Net change in fund balance	1,067,308	(235,415)	549,478	465,195	660,155	15,205	2,521,926
Fund balances (deficit) at beginning of year	8,315,609	1,718,041	(470,264)	3,895,667	2,338,971	117,844	15,915,868
Fund balances at end of year	<u>\$ 9,382,917</u>	<u>1,482,626</u>	<u>79,214</u>	<u>4,360,862</u>	<u>2,999,126</u>	<u>133,049</u>	<u>18,437,794</u>

See accompanying notes to financial statements.

TOWN OF ULSTER, NEW YORK  
Reconciliation of the Statement of Revenue, Expenditures, and Changes in  
Fund Balances of Governmental Funds to the Statement of Activities  
Year ended December 31, 2022

Net change in fund balances - total governmental funds		\$ 2,521,926
Amounts reported for governmental activities in the statement of activities are different because:		
Governmental funds report capital outlays as expenditures because such outlays use current financial resources. In contrast, the statement of activities reports only a portion of the outlay as expense - capital outlay, net of disposals of \$25,000.		
		1,556,130
Repayment of bond principal is an expenditure in the governmental funds, but the repayments reduce long-term liabilities in the statement of net position. Also, the government funds report the cost of discounts and similar items when debt is first issued, whereas these amounts are deferred and amortized in the statement of activities.		
Principal payments on serial bonds	\$ 195,000	
Deferred amounts from refunding of debt	<u>(4,661)</u>	190,339
Some items reported in the statement of activities related to pensions do not require the use of current period resources and are not reported as revenues or expenditures in the governmental funds.		
Net pension asset - ERS	994,243	
Net pension liability - ERS	11,550	
Net pension liability - PFRS	785,541	
Deferred outflows of resources - pensions	(1,093,380)	
Deferred inflows of resources - pensions	<u>(15,500)</u>	682,454
Some items reported in the statement of activities do not require the use of current financial resources and, therefore, are not reported as revenues or expenditures in governmental funds.		
Workers' compensation liability	96,534	
Compensated absences	81,361	
Total OPEB liability	7,564,797	
Deferred outflows of resources - total OPEB liability	(1,010,291)	
Deferred inflows of resources - total OPEB liability	<u>(7,385,527)</u>	<u>(653,126)</u>
Change in net position of governmental activities		\$ <u>4,297,723</u>

See accompanying notes to financial statements.

TOWN OF ULSTER, NEW YORK  
Statement of Changes in Fiduciary Net Position - Custodial Fund  
Year ended December 31, 2022

Additions:	
Property tax collections for other governments	\$ 7,007,365
Grants	<u>70,000</u>
Total additions	<u>7,077,365</u>
Deductions:	
Property taxes disbursed to other governments	7,007,365
Grants	<u>70,000</u>
Total deductions	<u>7,077,365</u>
Change in net position	-
Net position at beginning of year	<u>-</u>
Net position at end of year	<u><u>\$ -</u></u>

See accompanying notes to financial statements.



TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements  
December 31, 2022

(1) Summary of Significant Accounting Policies

The financial statements of the Town of Ulster, New York (the Town) have been prepared in accordance with generally accepted accounting principles (GAAP), as applied to government units. The Governmental Accounting Standards Board (GASB) is the accepted standard setting body for establishing governmental accounting and financial reporting principles. The more significant of the government's accounting policies are described below.

(a) Financial Reporting Entity

The Town, established in 1879, is governed by its Charter, the Town local law and other general laws of the State of New York (the State) and various local laws. The Town Board is the legislative body responsible for overall operations; the Supervisor serves as the chief executive officer and as the chief fiscal officer of the Town.

The following basic services are provided: highway maintenance, water, sewer, planning, police and courts, fire, zoning, building and safety inspection, lighting, and culture and recreation.

All governmental activities and functions performed for the Town are its direct responsibility. No other governmental organizations have been included or excluded from the reporting entity.

The financial reporting entity consists of (a) the primary government which is the Town, (b) organizations for which the primary government is financially accountable, and (c) other organizations for which the nature and significance of their relationship with the primary government are such that exclusion would cause the reporting entity's financial statements to be misleading or incomplete as set forth in GASB Statements No. 14, No. 39 and No. 80.

The decision to include a potential component unit in the Town's reporting entity is based on the criteria set forth in GASB Statements No. 14, No. 39 and No. 80, including legal standing, fiscal dependency, and financial accountability. Based on the application of these criteria, there are no component units which are required to be included in the Town's reporting.

(b) Government-Wide Financial Statements

The government-wide financial statements (i.e. the statement of net position and the statement of activities) report information on all non-fiduciary activities of the primary government as a whole. Internal activity, such as receivables and payables between funds, has been eliminated in the government-wide statements.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(b) Government-Wide Financial Statements, Continued

The statement of net position presents the financial position of the Town at the end of its fiscal year. The statement of activities demonstrates the degree to which direct expenses of a given function or segment are offset by program revenue. Direct expenses are those that are clearly identifiable with a specific function or segment. Program revenue includes (1) charges to customers or applicants who purchase, use or directly benefit from goods or services or privileges provided by a given function or segment, (2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment and (3) interest earned on grants that is required to be used to support a particular program. Taxes and other items not identified as program revenue are reported as general revenue. The Town does not allocate indirect expenses to functions in the statement of activities.

Separate financial statements are provided for governmental funds and fiduciary funds, even though the latter is excluded from the government-wide financial statements. Major individual governmental funds are reported as separate columns in the fund financial statements.

(c) Fund Financial Statements

The accounts of the Town are organized and operated on the basis of funds. A fund is an independent fiscal and accounting entity with a self-balancing set of accounts which comprise its assets, liabilities, fund balances, revenue and expenditures. Fund accounting segregates funds according to their intended purpose and is used to aid management in demonstrating compliance with finance related legal and contractual provisions. The Town maintains the minimum number of funds consistent with legal and managerial requirements. The focus of governmental fund financial statements is on major funds as that term is defined in professional pronouncements. Each major fund is presented in a separate column, with nonmajor funds aggregated and presented in a single column. Fiduciary funds are reported by type. Since the governmental fund statements are presented on a different measurement focus and basis of accounting than the governmental-wide statements, reconciliations to the statement of net position and statement of activities are presented. The Town's resources are reflected in the fund financial statements in two broad fund categories in accordance with GAAP as follows:

Fund Categories:

(1) Governmental Funds - Governmental funds are those through which most governmental functions are financed. The acquisition, use and balances of expendable financial resources and the related liabilities are accounted for through governmental funds. The measurement focus of the governmental funds is upon determination of financial position and changes in financial position. The following are the Town's major governmental fund types:

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(c) Fund Financial Statements, Continued

Fund Categories, Continued:

(1) Governmental Funds, Continued

General Fund - The general fund is the principal operating fund and includes all operations not required to be accounted for in other funds.

Special Revenue Funds:

Highway Fund - The highway fund is used to account for the activities of the highway department such as maintenance of roadways and snow removal.

Water Fund - The water fund is used to account for the operations of the water districts within the Town.

Sewer Fund - The sewer fund is used to account for the operations of the sewer districts within the Town.

Capital Projects Fund - This fund is used to account for financial resources to be used for the acquisition or construction of major capital facilities.

The Town also reports the following nonmajor governmental funds:

Street Lighting Fund - The lighting fund is used to account for street lighting services provided by the Town.

Fire Protection Fund - The fire protection fund is used to account for fire protection services funded by the Town.

(2) Fiduciary Funds - Used to account for assets held by the local government in a trustee or custodial capacity:

Custodial Funds - Used to account for fiduciary activities that are not required to be reported in pension (and other employee benefit) trust funds, investment trust funds, or private-purpose trust funds. The Town does not have any fiduciary activities that are required to be reported as one of the aforementioned trusts.

(d) Budgetary Data

(1) Budget Policies - The Town's budget policies are as follows:

- No later than September 30<sup>th</sup>, the budget officer submits a tentative budget to the Town Board for the fiscal year commencing the following January 1<sup>st</sup>. The tentative budget includes proposed expenditures and the proposed means of financing for all the funds.
- After public hearings are conducted to obtain taxpayer comments, the Town Board adopts the budget.
- All modifications of the budget subsequent to its adoption must be approved by the governing board (however, the Supervisor is authorized to transfer certain budgeted amounts within departments).

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(d) Budgetary Data, Continued

(2) Encumbrances - Encumbrance accounting, under which purchase orders, contracts and other commitments for the expenditure of monies are recorded for budgetary control purposes to reserve that portion of the applicable appropriations, is employed in the governmental funds. Encumbrances are reported as reservations of fund balances since they do not constitute expenditures or liabilities. Expenditures for such commitments are recorded in the period in which the liability is incurred.

(3) Budget Basis of Accounting - The budget is adopted annually on a basis consistent with generally accepted accounting principles. Appropriations authorized for the current year are increased by the amount of encumbrances carried forward from the prior year.

(e) Compensated Absences

It is the Town's policy to permit employees to accumulate a limited amount of earned but unused vacation and sick leave, which will be paid to employees upon separation from the Town's service.

The cost of sick leave is generally recognized as earned by employees. A long-term liability of \$1,385,915 of accrued vacation and sick leave at December 31, 2022, has been recorded in noncurrent government liabilities on the statement of net position, representing the Town's commitment to fund such costs from future operations. The Town has restricted net position of \$1,385,915 in order to cover this liability.

(f) Postemployment Benefits

The Town provides health insurance coverage and other benefits for retired employees. Substantially all of the Town's employees may become eligible for these benefits provided they reach normal retirement age while working for the Town. Health care benefits and survivor benefits are provided for retirees through an insurance company whose premiums are based on the benefits paid during the year. Health insurance in the form of Medicare supplements is also paid on behalf of certain retirees. The Town recognizes the cost of providing benefits by recording the insurance premiums and other items as expenditures in the year paid.

As required by GASB Statement No. 75 - "Accounting and Financial Reporting for Postemployment Benefits Other than Pensions," a long-term liability of \$32,922,685 has been recorded at December 31, 2022, as presented in note 4.

(g) Concentrations of Credit Risk

Financial instruments that potentially subject the Town to concentrations of credit risk consist principally of cash. The Town places its cash in various financial institutions and limits the amount of credit exposure by any one financial institution.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(h) Allowance for Uncollectible Accounts

The Town does not maintain an allowance for uncollectible accounts. After one year, past due accounts are placed on the County tax rolls for collection, and paid to the Town as the taxes for the year are received.

(i) Estimates

The preparation of financial statements in accordance with GAAP requires management to make estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual results could differ from those estimates.

(j) Measurement Focus Basis of Accounting and Financial Presentation

The accounting and financial reporting treatment is determined by the applicable measurement focus and basis of accounting. Measurement focus indicates the type of resources being measured such as current financial resources (current assets less current liabilities) or economic resources (all assets and liabilities). The basis of accounting indicates the timing of transactions or events for recognition in the financial reports.

The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Fiduciary funds are not involved in the measurement of results of operations; therefore, measurement focus is not applicable to them. Revenue is recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenue in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenue is recognized as soon as it is both measurable and available. Revenue is considered to be available when it is collectible within the current period or soon enough thereafter to pay liabilities of the current period. Property taxes associated with the current fiscal period as well as charges for services and intergovernmental revenue are considered to be susceptible to accrual and have been recognized as revenue of the current fiscal period. Fees and other similar revenue are not susceptible to accrual because they are generally not measurable until received in cash. When expenditures are the prime factor for determining eligibility, revenues from Federal and State grants are accrued when the expenditures are made. Expenditures generally are recorded when a liability is incurred, as under accrual accounting. However, debt service expenditures, as well as expenditures related to compensated absences and pension costs are recorded only when payment is due. General capital asset acquisitions are reported as expenditures in governmental funds. Issuance of long-term debt and acquisitions under capital leases are reported as other financing sources.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(k) Property Taxes

The Town submits an approved budget to Ulster County (the County) by December 5<sup>th</sup> of the previous year. The County then establishes the warrant for the year which is due and payable on or about January 1<sup>st</sup> of that year. The Town collects the taxes on behalf of the Town and County without penalty through January 31<sup>st</sup> and with penalties and interest through May 31<sup>st</sup>. The towns and special districts receive the full amount of their levies annually out of the first amounts collected on the combined bills. The County assumes enforcement responsibility for all taxes levied in the towns.

(l) Equity and Fund Balance Classifications

In the government-wide statements equity is classified as net position and displayed in three components:

- i) Net investment in capital assets - consists of capital assets including restricted capital assets, reduced by the outstanding balances of any bonds, notes, or other borrowings that are attributable to the acquisition, construction, or improvement of those assets. The Town does not depreciate its capital assets nor has it recorded infrastructure.
- ii) Restricted net position - consists of net position with constraints placed on its use either by (1) external groups such as creditors, grantors, contributors, or laws or regulations of other governments; or (2) law through constitutional provisions or enabling legislation.
- iii) Unrestricted - consists of net position without constraints.

In the fund financial statements, fund balances are broken down into five different classifications: non-spendable, restricted, committed, assigned and unassigned.

- i) Non-spendable consists of assets that are inherently non-spendable in the current period either because of their form or because they must be maintained intact, including prepaid items, inventories, long-term portions of loans receivable, financial assets held for resale and principal of endowments.
- ii) Restricted consists of amounts that are subject to externally enforceable legal purpose restrictions imposed by creditors, grantors, contributors, or laws and regulations of other governments; or through constitutional provisions or enabling legislation.
- iii) Committed consists of amounts that are subject to a purpose constraint imposed by a formal action of the government's highest level of decision-making authority before the end of the fiscal year, and that require the same level of formal action to remove the constraint. The Town Board is the decision-making authority that can, by Board resolution, commit fund balance.
- iv) Assigned consists of amounts that are subject to a purpose constraint that represents an intended use established by the government's highest level of decision-making authority, or by their designated body or official. The purpose of the assignment must be narrower than the purpose of the general fund, and in funds other than the general fund, assigned fund balance represents the residual amount of fund balance.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(l) Equity and Fund Balance Classifications, Continued

- v) Unassigned represents the residual classification for the government's general fund, and could report a surplus or deficit. In funds other than the general fund, the unassigned classification should be used only to report a deficit balance resulting from overspending for specific purposes for which amounts had been restricted, committed, or assigned.

When resources are available from multiple classifications, the Town spends funds in the following order: restricted, committed, assigned, unassigned.

(m) Deferred Outflows of Resources and Deferred Inflows of Resources

Deferred outflows of resources represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/ expenditure) until then. The Town has four items that qualify for reporting in this category. The first item represents changes in the Town's proportion of the net pension asset/liability of the New York State and Local Employees' Retirement System (ERS) and New York State and Local Police and Fire Retirement System (PFRS) and includes differences between expected and actual experience with regard to economic and demographic factors, changes in assumptions, the net difference between projected and actual investment earnings on pension plan investments, and changes in proportion and differences between the Town's contributions and its proportionate share of total contributions to the pension systems not included in pension expense. The second item is Town contributions to the pension systems subsequent to the measurement date. The third item is related to changes in assumptions to the current measurement of the total other postemployment benefits (OPEB) liability. The fourth item is an unamortized discount received on the advance refunding of bonds.

Deferred inflows of resources represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The Town has two items that qualify for reporting in this category. The first item is related to pensions and represents changes in the Town's proportion of the net pension asset/liability (ERS and PFRS) and difference during the measurement periods between the Town's contributions and its proportionate share of total contributions to the pension system not included in pension expense. The second item is related to changes in assumptions for the current measurement of the total OPEB liability.

(n) Investments

GASB Statement No. 72 - "Fair Value Measurement and Application." This Statement provides a fair value hierarchy that prioritizes the inputs to valuation techniques used to measure fair value. The hierarchy gives the highest priority to unadjusted quoted prices in active markets for identical assets or liabilities (Level 1) and the lowest priority to unobservable inputs (Level 3). The three levels of the fair value hierarchy under generally accepted accounting principles are as follows:

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(1) Summary of Significant Accounting Policies, Continued

(n) Investments, Continued

- Level 1 - Valuations are based on quoted prices in active markets for identical asset or liabilities that the component units have the ability to access.
- Level 2 - Valuations are based on quoted prices in markets that are not active or for which all significant inputs are observable directly, or indirectly.
- Level 3 - Valuations are based on inputs that are unobservable and significant to the overall fair value measurement.

(2) Detail Notes on All Funds

(a) Assets

(1) Cash and Equivalents - The Town's investment policies are governed by State statutes. Town monies must be deposited in Federal Deposit Insurance Corporation (FDIC) insured commercial banks or trust companies located within the State. The Supervisor is authorized to use demand accounts, special time deposit accounts, and certificates of deposit.

Permissible investments include obligations of the U.S. Treasury, obligations of U.S. agencies guaranteed by the U.S. Treasury, and obligations of the Town, but only with moneys in a reserve fund established pursuant to General Municipal Law.

Restricted cash represents cash restricted by law or third parties for specific purposes and can be used only according to the purpose for which it was established.

Collateral is required for demand deposits and certificates of deposit at 102% of all deposits not covered by FDIC. Obligations that may be pledged as collateral are obligations of the United States, an agency thereof, or a United States government-sponsored corporation, obligations of New York State and its municipalities.

The carrying amount of cash and equivalents at December 31, 2022 totaled \$18,668,570 and the available bank balance was \$18,633,911. These bank balances were covered by Federal depository insurance or collateral as follows:

Amount insured by FDIC	\$ 250,000
Collateral held by a third party	<u>19,938,752</u>
Total	\$ <u>20,188,752</u>

(2) Investment in Interfund Loan - The capital projects fund issued an interfund loan in the amount of \$200,000 which was purchased as an investment by the general fund. This investment carries an interest rate of 0.5% and is payable no later than December 31, 2022. The outstanding balance was \$200,000 at December 31, 2022. This was a Level 3 valuation.



TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(2) Detail Notes on All Funds, Continued

(a) Assets, Continued

(3) Capital Assets - Management has not prepared an inventory of capital assets and infrastructure for reporting of governmental activities nor does it recognize depreciation expense. The capital assets recorded on the statement of net position are those purchased or constructed by the Town since 2004. This practice is not in accordance with GASB Statement No. 34 - "Basic Financial Statements - and Management's Discussion and Analysis - For State and Local Governments."

(4) Accounts Receivable - Amounts at December 31, 2022 are as follows:

	<u>General Fund</u>	<u>Highway Fund</u>	<u>Sewer Fund</u>	<u>Water Fund</u>
Accounts receivable	\$ 297,611	-	264,413	549,365
State and Federal receivables	3,302	-	-	-
Due from other governments	<u>105,858</u>	<u>4,278</u>	<u>-</u>	<u>-</u>
Total	<u>\$ 406,711</u>	<u>4,278</u>	<u>264,413</u>	<u>549,365</u>

(5) Interfund Receivables and Payables - Interfund receivables/payables exist for cash flow purposes. These are short-term in nature and are repaid within the next fiscal year. The interfund balances at year-end are as follows:

	<u>Receivables</u>	<u>Payables</u>
General fund	\$ 4,468	31,155
Highway fund	31,155	-
Capital projects fund	-	210,000
Sewer fund	-	1,494
Water fund	<u>210,000</u>	<u>2,974</u>
Total	<u>\$ 245,623</u>	<u>245,623</u>

(b) Liabilities

(1) Long-Term Debt - As of December 31, 2022, the total outstanding serial and interfund loan indebtedness of the Town aggregated \$3,410,000. Of this amount, \$275,000 was subject to the constitutional debt limit.

- Serial Bonds - The Town borrows money in order to acquire land or equipment or construct buildings and improvements. This enables the cost of these capital assets to be borne by the present and future taxpayers receiving the benefit of the capital assets. These long-term liabilities are full faith and credit debt of the local government. This long-term debt is included as noncurrent liabilities in the statement of net position.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(2) Detail Notes on All Funds, Continued

(b) Liabilities, Continued

(1) Long-Term Debt, Continued

- Other Long-Term Debt - In addition to the above long-term debt, the Town has the following noncurrent liabilities:
  - Compensated absences - Represents the value of earned and unused portion of the liability for compensated absences.
  - Total OPEB liability - See note 4 for explanation and details.
  - Workers' compensation claims payable - See note 6(d) for explanation and details.

(2) Changes in Long-Term Liabilities - The changes in the Town's long-term indebtedness during the year ended December 31, 2022 are summarized as follows:

	Balance at December 31, <u>2021</u>	<u>Additions</u>	<u>Reductions</u>	Balance at December 31, <u>2022</u>	Amount due within <u>one year</u>
Serial bonds	\$ 3,605,000	-	(195,000)	3,410,000	195,000
Compensated absences	1,467,276	-	(81,361)	1,385,915	-
Total OPEB liability	40,487,482	-	(7,564,797)	32,922,685	-
Workers' compensation payable claims	116,810	-	(96,534)	20,276	-
Net pension liability - ERS	11,550	-	(11,550)	-	-
Net pension liability - PFRS	<u>1,193,060</u>	<u>-</u>	<u>(785,541)</u>	<u>407,519</u>	<u>-</u>
Total	\$ <u>46,881,178</u>	<u>-</u>	<u>(8,734,783)</u>	<u>38,146,395</u>	<u>195,000</u>

(3) Serial Bonds Payable - The serial bonds payable, as of December 31, 2022, are as follows:

<u>Purpose</u>	<u>Original Issue Date</u>	<u>Interest Rate</u>	<u>Original Amount of Issue</u>	<u>Amount Outstanding 12/31/22</u>	<u>Maturity Date</u>
Refunding:					
East Kingston Water District - Series A	8/15	2.00-4.00%	\$ 485,000	398,000	2044
East Kingston Water District - Series B	8/15	2.00-4.00%	439,000	349,000	2044
Cherry Hill Water District	8/15	2.00-4.00%	1,014,000	758,000	2037
Glenerie Water District - Series A	8/15	2.00-4.00%	1,855,000	1,502,000	2042
Glenerie Water District - Series B	8/15	2.00-4.00%	156,000	128,000	2042
Washington Avenue Sewer Public Improvement	8/15	2.00-4.00%	<u>796,000</u>	<u>275,000</u>	2026
Total			\$ <u>4,745,000</u>	<u>3,410,000</u>	

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(2) Detail Notes on All Funds, Continued

(b) Liabilities, Continued

(4) Annual Amortization Requirements - The annual requirements to amortize bonded debt, as of December 31, 2022, are as follows:

<u>Year Ending</u>	<u>Principal</u>	<u>Interest</u>	<u>Total</u>
2023	\$ 195,000	97,153	292,153
2024	200,000	92,339	292,339
2025	195,000	87,279	282,279
2026	200,000	81,218	281,218
2027	140,000	74,919	214,919
2028-2032	790,000	287,103	1,077,103
2033-2037	915,000	161,438	1,076,438
2038-2042	695,000	59,935	754,935
2043-2044	<u>80,000</u>	<u>3,200</u>	<u>83,200</u>
	<u>\$ 3,410,000</u>	<u>944,584</u>	<u>4,354,584</u>

The above general obligation bonds are direct obligations of the Town, for which its full faith and credit are pledged and are payable from taxes levied on all taxable real property within the Town.

In the event that the Town were to default on bond principal or interest payments, a court has the power, in proper and appropriate proceedings brought by the bond owners, to render judgement against the Town. A court has the power to order payment of a judgment on such bonds from funds lawfully available or to order the Town to take all lawful action to obtain the funds including raising of the funds in the next annual tax levy.

(5) Interfund Loan Payable - The general fund issued an interfund loan to the capital projects in the amount of \$200,000 to cover the expenditures for the construction of the Halcyon Park Water District Potable Water Storage Tank Capital Project until such time as the expenditures are reimbursed from grant funding from NYS Environmental Facilities Corporation. The interfund loan bears interest at 0.5% to be repaid no later than December 31, 2022. This loan was reflected as an investment by the general fund. The outstanding balance was \$200,000 at December 31, 2022. The resultant transactions have been eliminated from the statement of net position and statement of activities.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(2) Detail Notes on All Funds, Continued

(c) Net Position

The components of net position are detailed below:

- Net Investment in Capital Assets - the component of net position that reports the difference between capital assets less both the accumulated depreciation and the outstanding balance of debt, excluding unexpended proceeds, that is directly attributable to the acquisition, construction or improvement of those assets. (As stated in note 2, the Town has not taken a historical inventory of fixed assets or recorded depreciation in the current year; therefore, no accumulated depreciation has been reflected in this balance).
- Restricted for Capital Asset Acquisition - restricted by Board resolution for the future purchase of capital assets. Requires a permissive referendum prior to expenditure of these funds.
- Restricted for Employee Benefits - the component of net position restricted by law for the payment of compensated absences.
- Restricted for Retirement Contributions - the component of net position restricted by law for future payment of pension expenditures.
- Unrestricted - all other net position that does not meet the definition of restricted or invested in capital assets, net of related debt.

(3) Retirement Plans

(a) Employees' Retirement Systems

The Town participates in the New York State and Local Employees' Retirement System (ERS) and New York State Police and Firefighters Retirement System (PFRS). Both ERS and PFRS are cost-sharing multiple-employee retirement plans that provide retirement benefits as well as death and disability benefits. Obligations of employers and employees to contribute and benefits to employees are governed by the New York State Retirement and Social Security Law (NYSRSSL). As set forth in the NYSRSSL, the Comptroller of the State of New York (Comptroller) serves as sole trustee and administrative head of ERS and PFRS. The Comptroller shall adopt and may amend rules and regulations for the administration and transaction of the business of ERS and PFRS and for the custody and control of their funds. ERS and PFRS issue publicly available financial reports that include financial statements and required supplementary information. These reports may be found at [www.osc.state.ny.us/retirement/publications](http://www.osc.state.ny.us/retirement/publications), or obtained by writing to the New York State and Local Retirement Systems, 110 State Street, Albany, New York 12244-0001.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(3) Retirement Plans, Continued

(a) Employees' Retirement Systems, Continued

ERS and PFRS are noncontributory except for employees who joined the New York State and Local Employee's Retirement System between July 28, 1976 and December 31, 2009 and have less than ten years of credited service. These members contribute 3% of their salary. Prior to October 2000, all Town employees who joined between July 28, 1976 and December 31, 2009 were required to contribute 3%, but the laws were modified to forgive the 3% contribution for those with ten or more years of service time. All members who joined between January 1, 2010 and March 31, 2012 are required to contribute 3% of their salary for the duration of service. Effective April 1, 2012 all members joining the system are required to contribute 3% of their salary for the duration of service. This contribution rate remained in effect through March 31, 2013. Beginning April 1, 2013 those members having joined as of April 1, 2012 and subsequently have their contribution rates vary from 3% to 6% based on their level of annualized wages for the duration of service. Under the authority of the NYSRSSL, the Comptroller shall certify annually the rates expressed as proportions of payroll of members, which shall be used in computing the contributions required to be made by employers to the pension accumulation funds.

(b) Pension Asset/Liability, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions

At December 31, 2022, the Town reported the following asset/liability for its proportionate share of the net pension asset/liability for ERS and PFRS. The net pension asset/liability were measured as of March 31, 2022. The total pension liabilities used to calculate the net pension asset/liability were determined by actuarial valuation. The Town's proportionate shares of the net pension asset/liability were based on projections of the Town's long-term shares of contributions to the Systems relative to the projected contributions of all participating members, actuarially determined. This information was provided by ERS and PFRS in reports provided to the Town.

	<u>ERS</u>	<u>PFRS</u>
Measurement date	3/31/2022	3/31/2022
Actuarial valuation date	4/1/2021	4/1/2021
Net pension asset (liability)	\$ 994,243	(407,519)
Town's proportion of the Plan's net pension asset (liability)	0.0121626%	0.0717406%
Change in proportion since the prior measurement date	0.0005629	0.0030269

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(3) Retirement Plans, Continued

(b) Pension Asset/Liability, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions, Continued

For the year ended December 31, 2022, the Town recognized pension expense of \$27,450 for ERS and \$270,973 for PFRS in the statement of activities. At December 31, 2022 the Town reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

<u>ERS</u>	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 75,295	97,662
Changes of assumptions	1,659,280	27,999
Net difference between projected and actual earnings on pension plan investments	-	3,255,728
Changes in proportion and differences between the Town's contributions and proportionate share of contributions	65,123	85,264
Town's contributions subsequent to the March 31, 2022 measurement date	<u>273,473</u>	<u>-</u>
Total ERS	<u>2,073,171</u>	<u>3,466,653</u>
 <u>PFRS</u>		
Differences between expected and actual experience	\$ 219,696	-
Changes of assumptions	2,439,087	-
Net difference between projected and actual earnings on pension plan investments	-	3,424,221
Changes in proportion and differences between the Town's contributions and proportionate share of contributions	186,086	469,114
Town's contributions subsequent to the March 31, 2022 measurement date	<u>441,950</u>	<u>-</u>
Total PFRS	<u>3,286,819</u>	<u>3,893,335</u>
Total ERS and PFRS	<u>\$ 5,359,990</u>	<u>7,359,988</u>

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(3) Retirement Plans, Continued

(b) Pension Asset/Liability, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions, Continued

Town contributions subsequent to the measurement dates will be recognized as an addition to the net pension asset or a reduction of the net pension liability in the year ending December 31, 2023. Other amounts reported as deferred outflows and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

<u>Year ending</u>	<u>ERS</u>	<u>PFRS</u>
2023	\$ (261,336)	(257,422)
2024	(373,889)	(344,036)
2025	(852,471)	(858,287)
2026	(179,259)	425,443
2027	<u>-</u>	<u>(14,164)</u>
Total	\$ <u>(1,666,955)</u>	<u>(1,048,466)</u>

(c) Actuarial Assumptions

The total pension liabilities as of the measurement dates were determined by using actuarial valuations as noted in the table below, with update procedures used to roll forward the total pension liabilities to the measurement dates. The actuarial valuations used the following actuarial assumptions:

Significant actuarial assumptions used in the valuations were as follows:

Measurement date	March 31, 2022
Actuarial valuation date	April 1, 2021
Inflation	2.7%
Salary increases	4.4% in ERS, 6.2% in PFRS
Investment rate of return (net of investment expense, including inflation)	5.9%
Cost of living adjustments	1.4%

Annuitant mortality rates are based on April 1, 2015 - March 31 2020 System experience with adjustments for mortality improvements based of the Society of Actuaries' Scale MP-2020. The previous actuarial valuation as of April 1, 2020 used the same assumptions to measure the total pension liability.

The actuarial assumptions used in the April 1, 2020 valuation are based on the results of an actuarial experience study for the period April 1, 2015 - March 31, 2020.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(3) Retirement Plans, Continued

(c) Actuarial Assumptions, Continued

The long-term expected rate of return on pension plan investments was determined using a building block method in which best-estimate ranges of expected future real rates of return (expected returns, net of investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target allocation and best estimates of the arithmetic real rates of return for each major asset class are summarized below:

	<u>Target allocation</u>	<u>Long-term expected real rate of return*</u>
Asset type:		
Domestic equity	32%	3.30%
International equity	15%	5.85%
Private equity	10%	6.50%
Real estate	9%	5.00%
Opportunistic/ARS portfolio	3%	4.10%
Credit	4%	3.78%
Real assets	3%	5.80%
Fixed income	23%	0.00%
Cash	<u>1%</u>	(1.00%)
	<u>100%</u>	

\* The real rate of return is net of the long-term inflation assumption of 2.50%.

(d) Discount Rate

The discount rate used to calculate the total pension liability was 5.9%. The projection of cash flows used to determine the discount rate assumes that contributions from plan members will be made at the current contribution rates and that contributions from employers will be made at statutorily required rates, actuarially determined. Based upon those assumptions, the System's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

(e) Sensitivity of the Proportionate Share of the Net Pension Asset/Liability to the Discount Rate Assumption

The following presents the Town's proportionate share of each net pension asset (liability) calculated using the discount rate of 5.9%, as well as what the Town's proportionate share of each net pension asset (liability) would be if they were calculated using a discount rate that is 1-percentage point lower (4.9%) or 1-percentage point higher (6.9%) than the current rate:



TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(3) Retirement Plans, Continued

(e) Sensitivity of the Proportionate Share of the Net Pension Asset/Liability to the Discount Rate Assumption, Continued

	1% Decrease <u>(4.9%)</u>	Current Assumption <u>(5.9%)</u>	1% Increase <u>(6.9%)</u>
Employer's proportionate share of the net pension asset/(liability):			
ERS	\$ <u>(2,559,170)</u>	<u>944,243</u>	<u>3,966,501</u>
PFRS	\$ <u>(4,533,015)</u>	<u>(407,519)</u>	<u>3,007,297</u>

(f) Pension Plan Fiduciary Net Position

The components of the collective net pension liabilities of all participating employers as of the respective measurement dates, were as follows:

	(Dollars in Millions)	
	<u>ERS</u>	<u>PFRS</u>
Measurement date	3/31/2022	3/31/2022
Employers' total pension liability	\$ (223,875)	(42,237)
Plan fiduciary net position	<u>232,050</u>	<u>41,669</u>
Employers' net pension asset (liability)	\$ <u>8,175</u>	<u>(568)</u>
Ratio of plan fiduciary net position to the Employers' total pension liability	103.7%	98.7%

(g) Contributions to the Pension Plans

Employer contributions are paid annually based on the Systems' fiscal year which ends on March 31<sup>st</sup>. Retirement contributions as of December 31, 2022 represent the projected employer contribution for the period of April 1, 2022 through March 31, 2023 based on paid ERS and PFRS wages multiplied by the employer's contribution rate, by tier. These amounts have been recorded as deferred outflows of resources in the accompanying statement of net position.

(4) Total Other Postemployment Benefits Liability

(a) General Information about the OPEB Plan

Plan Description - The Town provides other postemployment benefits to retired employees and their eligible dependents. The benefits provided to employees upon retirement are based on provisions in various contracts that the Town has in place with different classifications of employees. No assets are accumulated in a trust that meets the criteria in paragraph 4 of GASB Statement No. 75.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(4) Total Other Postemployment Benefits Liability, Continued

(a) General Information about the OPEB Plan, Continued

Benefits Provided - The Town provides medical and Medicare part B reimbursement coverage for retirees and their dependents. The benefit terms are dependent on which contract each employee falls under. The specifics of each contract are on file at the Town offices and are available upon request.

Employees Covered by Benefit Terms - At December 31, 2022, the following employees were covered by the benefit terms:

Inactive employees or beneficiaries currently receiving benefit payments	48
Active employees	<u>83</u>
Total	<u>131</u>

(b) Total OPEB Liability

The Town's total OPEB liability of \$32,922,685 was measured as of December 31, 2022 and was determined by an actuarial valuation as of January 1, 2022.

Actuarial Assumptions and Other Inputs - The total OPEB liability in the January 1, 2022 actuarial valuation was determined using the following actuarial assumptions and other inputs, applied to all periods included in the measurement, unless otherwise specified:

Discount rate	3.72%
Medical Trend Rates Pre-65/Post 65	7.0%/5.0%
Ultimate Medical Trend Rate	5.0%
Year Ultimate Trend Rates Reached Pre-65/Post 65	2026/2022
Payroll growth rate	2.5%

(c) Changes in Total OPEB Liability

Balance at December 31, 2021	\$ 40,487,482
Changes for the year:	
Service cost	1,727,557
Interest on total OPEB liability	898,608
Changes in benefit terms	145,674
Differences between expected and actual experience	(3,207,011)
Changes in assumptions and other inputs	(6,271,891)
Benefit payments	<u>(857,734)</u>
Net changes	<u>(7,564,797)</u>
Balance at December 31, 2022	\$ <u>32,922,685</u>

(d) Sensitivity of the Total OPEB Liability to Changes in the Discount Rate

The following presents the total OPEB liability of the Town, as well as what the Town's total OPEB liability would be if it were calculated using a discount rate that is 1-percentage point lower (2.72%) or 1-percentage point higher (4.72%) than the current discount rate:

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(4) Total Other Postemployment Benefits Liability, Continued

(d) Sensitivity of the Total OPEB Liability to Changes in the Discount Rate, Continued

	1% Decrease (2.72%)	Discount Rate (3.72%)	1% Increase (4.72%)
Total OPEB liability	\$ <u>39,270,711</u>	<u>32,922,685</u>	<u>27,983,642</u>

(e) Sensitivity of the Total OPEB Liability Changes in the Healthcare Cost Trend Rates

The following presents the total OPEB liability of the Town, as well as what the Town's total OPEB liability would be if it were calculated using healthcare cost trend rates that are 1-percentage point lower (5.5% to 4.0%) or 1-percentage point higher (7.5% to 6.0%) than the current healthcare cost trend rate:

	1% Decrease (5.5% decreasing to 4.0%)	Healthcare Cost Trend Rate (6.5% decreasing to 4.0%)	1% Increase (7.5% decreasing to 4.0%)
Total OPEB liability	\$ <u>27,736,661</u>	<u>32,922,685</u>	<u>39,767,420</u>

(f) OPEB Expense and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB

For the year December 31, 2022, the Town recognized OPEB expense of \$1,688,755 and reported deferred outflows and inflows of resources related to OPEB from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Experience loss	\$ 135,170	-
Experience gain	-	5,413,596
Changes in assumptions	<u>5,694,613</u>	<u>7,475,729</u>
	<u>\$ 5,829,783</u>	<u>12,889,325</u>

Amounts reported as deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

<u>Year Ending</u>	<u>Amount</u>
2023	\$ (1,083,084)
2024	(1,036,920)
2025	(1,118,457)
2026	(1,207,112)
2027	(1,084,266)
Thereafter	<u>(1,529,703)</u>
	<u>\$ (7,059,542)</u>

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(5) Tax Abatements

Certain real property taxes on real properties within the Town have been abated by the Ulster County Industrial Development Agency (the Agency), a component unit of Ulster County, New York.

The Agency enters into and administers Payment in Lieu of Taxes (PILOT) agreements for various companies in the surrounding area. The PILOT agreements are entered into between the Agency and a third party business. Title to property owned by the third party business is transferred to the Agency for a period of time. During the term of the agreement (when the Agency holds the title to the property), the third party business pays the Agency an annual PILOT amount based on a calculation derived by a formula in the agreement. The calculation is performed by the Agency and sent to the municipalities, including the Town. The PILOTs allow the participants to make payments at a lower rate than if the company paid the property's assessed value at the current tax rates for county, town and school taxes. Certain requirements are to be met by the company to be able to maintain their PILOT. These requirements, stated in the PILOT agreement, can be comprised of reaching and maintaining certain employment goals and paying their PILOT in a timely fashion. This promotes employment and economic development. The Agency will in turn pay the respective tax authorities. At the completion of the PILOT program, title to the property is transferred back to the third party business owner and the property goes back on the respective tax rolls.

For the year ended December 31, 2022, Agency PILOT agreements were in place for three companies which exempted approximately 62% of assessable real property taxes on five parcels, resulting in combined abatements of \$363,826.

(6) Contingencies

Contingencies at December 31, 2022 consist of the following:

(a) Landfill Operation and Closure

Effective February 1993, the Town and the Ulster County Resource Recovery Agency (UCRRA) entered into an agreement covering the operation of the Town's landfill and its subsequent closure.

Through its enabling legislation, the Agency has assumed the responsibility for management of solid waste in Ulster County. As part of exercising that responsibility, UCRRA contracted with the Town to operate the Town's landfill for which it assumes all operating costs and indemnifies the Town for events occurring as a result of operations including environmental impairments. The Town remains liable for any losses or conditions proven to exist prior to the date of the agreement. The agreement requires UCRRA to set aside funds for payment of the costs of closing and monitoring the landfill. The landfill is presently in the post closure monitoring stage.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(6) Contingencies, Continued

(b) Litigation

The Town is subject to a number of lawsuits in the ordinary conduct of its affairs. The Town does not believe, however, that these suits individually or in the aggregate, are likely to have a material adverse effect on the financial condition of the Town.

(c) Grants

The Town has received amounts in prior years from various grantor agencies. Should these grantor agencies conduct audits, any disallowed claims, including amounts already collected, may constitute a liability of the applicable funds. The amount, if any, of expenditures which may be potentially disallowed by the grant agencies cannot be determined at this time.

(d) Risk Management

The Town participates in a risk sharing pool to insure workers' compensation claims administered by the County. This is a public entity risk pool created under Article 5 of the Workers' Compensation Law to finance liability and risks related to workers' compensation claims. The Town's share of the liability for unbilled and open claims (IBNR) at December 31, 2022 is \$426,095. As of December 31, 2022, the Town's portion of the pool's cash reserves was \$405,819, which leaves a net liability balance of \$20,276.

The Town continues to carry commercial insurance for all other risks of loss. Settled claims resulting from these risks have not exceeded commercial insurance coverage in any of the past three fiscal years.

(7) Subsequent Events

Management has evaluated subsequent events through the date of the report which is the date the financial statements were available to be issued.

TOWN OF ULSTER, NEW YORK  
Notes to Financial Statements, Continued

(8) Accounting Standards Issued But Not Yet Implemented

GASB has issued the following pronouncements which will be implemented in the years required.

The effects of the implementation of these pronouncements are not known at this time.

Statement No. 94 - Public-Private and Public-Public Partnerships and Availability Payment Arrangements. Effective for fiscal years beginning after June 15, 2022.

Statement No. 96 - Subscription-Based Information Technology Arrangements. Effective for fiscal years beginning after June 15, 2022.

Statement No. 97 - Certain Component Unit Criteria, and Accounting and Financial Reporting for Internal Revenue Code Section 457 Deferred Compensation Plans. Effective for fiscal years beginning after June 15, 2021.

Statement No. 99 - Omnibus 2022. Effective for various periods through fiscal years beginning after June 15, 2023.

TOWN OF ULSTER, NEW YORK  
 Required Supplementary Information  
 Schedule of Town's Proportionate Share of the Net Pension Asset/Liability  
 December 31, 2022

<u>ERS</u>	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>
Town's proportion of the net pension asset (liability)	0.0121626%	0.0115997%	0.0113480%	0.0111381%	0.0113260%	0.0115710%	0.0110285%	0.0106387%
Town's proportionate share of the net pension asset (liability)	\$ 994,243	(11,550)	(3,005,012)	(789,169)	(365,540)	(1,087,237)	(1,770,110)	(359,400)
Town's covered payroll	\$3,283,829	3,248,770	3,188,515	3,091,629	3,017,087	2,949,652	2,950,379	2,714,221
Town's proportionate share of the net pension asset (liability) as a percentage of its covered payroll	30.3%	0.4%	94.2%	25.5%	12.1%	36.9%	60.0%	13.2%
Plan fiduciary net position as a percentage of the total pension liability	103.7%	99.9%	86.4%	96.3%	98.2%	94.7%	90.7%	97.9%
 <u>PFRS</u>								
Town's proportion of the net pension asset (liability)	0.0717406%	0.0687137%	0.0604565%	0.0629548%	0.0600693%	0.0650415%	0.0776508%	0.0729418%
Town's proportionate share of the net pension asset (liability)	\$ (407,519)	(1,193,060)	(3,231,360)	(1,055,793)	(607,155)	(1,348,083)	(2,299,076)	(200,779)
Town's covered payroll	\$2,288,472	2,130,055	1,769,186	1,819,870	1,863,507	1,869,628	1,947,625	1,848,168
Town's proportionate share of the net pension asset (liability) as a percentage of its covered payroll	17.8%	56.0%	182.6%	58.0%	32.6%	72.1%	118.0%	10.9%
Plan fiduciary net position as a percentage of the total pension liability	98.7%	95.8%	84.8%	95.1%	96.9%	93.5%	90.2%	99.0%

\* The amounts presented for each pension plan were determined as of the March 31<sup>st</sup> measurement date of the plans for each respective year.

\*\* This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, the Town should present information for those years for which information is available.

TOWN OF ULSTER, NEW YORK  
Required Supplementary Information  
Schedule of Town's Pension Contributions  
December 31, 2022

<u>ERS</u>	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>	<u>2017</u>	<u>2016</u>	<u>2015</u>	<u>2014</u>	<u>2013</u>
Contractually required contribution	\$ 364,630	486,348	433,815	423,783	425,436	423,012	464,637	532,539	610,354	574,130
Contributions in relation to the contractually required contribution	<u>364,630</u>	<u>486,348</u>	<u>433,815</u>	<u>423,783</u>	<u>425,436</u>	<u>423,012</u>	<u>464,637</u>	<u>532,539</u>	<u>610,354</u>	<u>574,130</u>
Contribution deficiency (excess)	\$ <u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Town's covered payroll	\$2,383,829	3,248,770	3,188,515	3,019,629	3,017,087	2,949,652	2,950,379	2,714,221	2,750,757	2,649,967
Contributions as a percentage of covered payroll	15.30%	14.97%	13.61%	14.03%	14.10%	14.34%	15.75%	19.62%	22.19%	21.67%
 <u>PFRS</u>										
Contractually required contribution	\$ 589,267	575,454	413,937	411,191	439,925	436,046	434,047	449,587	561,450	423,794
Contributions in relation to the contractually required contribution	<u>589,267</u>	<u>575,454</u>	<u>413,937</u>	<u>411,191</u>	<u>439,925</u>	<u>436,046</u>	<u>434,047</u>	<u>449,587</u>	<u>561,450</u>	<u>423,794</u>
Contribution deficiency (excess)	\$ <u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Town's covered payroll	\$2,288,472	2,130,055	1,769,186	1,819,870	1,863,507	1,869,628	1,947,625	1,848,168	1,877,767	1,610,196
Contributions as a percentage of covered payroll	25.75%	27.02%	23.40%	22.59%	23.61%	23.32%	22.29%	24.33%	29.90%	26.32%



TOWN OF ULSTER, NEW YORK  
Required Supplementary Information  
Schedule of Changes in the Town's Total OPEB Liability and Related Ratios  
December 31, 2022

	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>
Total OPEB liability					
Service cost	\$ 1,727,557	1,521,402	1,227,238	961,304	1,145,299
Interest on total OPEB liability	898,608	835,968	926,569	1,280,519	1,159,031
Changes in benefit terms	145,674	-	194,413	-	-
Differences between expected and actual experience	(3,207,011)	-	(3,789,360)	-	-
Changes in assumptions and other inputs	(6,271,891)	659,125	(117,224)	9,216,488	(4,246,691)
Benefit payments	<u>(857,734)</u>	<u>(875,546)</u>	<u>(832,666)</u>	<u>(894,198)</u>	<u>(856,332)</u>
Net change in total OPEB liability	(7,564,797)	2,140,949	(2,391,030)	10,564,113	(2,798,693)
Total OPEB liability, beginning	<u>40,487,482</u>	<u>38,346,533</u>	<u>40,737,563</u>	<u>30,173,450</u>	<u>32,972,143</u>
Total OPEB liability, ending	<u>\$32,922,685</u>	<u>40,487,482</u>	<u>38,346,533</u>	<u>40,737,563</u>	<u>30,173,450</u>
Covered payroll	\$ 5,471,090	4,998,540	4,891,075	4,806,502	4,535,453
Total OPEB liability as a percentage of covered payroll	601.76%	809.99%	784.01%	848.00%	665.00%

Notes to schedule:

Changes in assumptions - Changes in assumptions and other inputs reflect the effects of changes in the discount rate each period. The following are the discount rates used in each period:

	<u>2022</u>	<u>2021</u>	<u>2020</u>	<u>2019</u>	<u>2018</u>
	3.72%	2.03%	2.12%	2.74%	4.10%

This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, the Town should present information for those years for which information is available.

There are no assets accumulated in a trust that meets the criteria in GASB Statement No. 75, paragraph 4.

TOWN OF ULSTER, NEW YORK  
Required Supplementary Information  
Statement of Revenue, Expenditures, and Changes in Fund Balance -  
Budget to Actual - General Fund  
Year ended December 31, 2022

	<u>Budget Amounts</u>		<u>Actual</u>	Variance
	<u>Original</u>	<u>Final</u>	<u>Amounts</u>	<u>Favorable</u> <u>(Unfavorable)</u>
Revenue:				
Taxes:				
Property	\$6,374,680	6,374,680	6,374,680	-
Sales and franchise	556,778	716,778	774,232	57,454
Other tax items	333,729	333,729	350,010	16,281
Departmental income	545,200	575,200	532,254	(42,946)
Use of money and property	39,000	39,000	163,251	124,251
Licenses and permits	233,800	273,800	529,745	255,945
Fines and forfeitures	525,000	525,000	529,220	4,220
Sale of property/compensation for loss	46,000	46,000	181,732	135,732
Miscellaneous	16,257	23,757	60,989	37,232
State aid	356,814	362,814	607,665	244,851
Federal aid	3,000	578,000	565,459	(12,541)
Total revenue	<u>9,030,258</u>	<u>9,848,758</u>	<u>10,669,237</u>	<u>820,479</u>
Expenditures:				
General government support	1,948,078	1,971,596	1,837,604	133,992
Education	6,000	6,000	2,267	3,733
Public safety	3,479,776	3,894,426	3,804,696	89,730
Health	7,000	10,700	10,690	10
Transportation	202,034	217,134	210,812	6,322
Economic assistance and opportunity	7,500	8,460	8,025	435
Culture and recreation	222,727	231,477	175,461	56,016
Home and community services	290,957	311,387	215,427	95,960
Employee benefits	3,421,186	3,193,536	2,822,909	370,627
Total expenditures	<u>9,585,258</u>	<u>9,844,716</u>	<u>9,087,891</u>	<u>756,825</u>
Excess (deficiency) of revenue over expenditures	<u>(555,000)</u>	<u>4,042</u>	<u>1,581,346</u>	<u>1,577,304</u>
Other financing sources (uses):				
Transfers in	55,000	55,000	-	(55,000)
Transfers out	-	(584,042)	(514,038)	70,004
Appropriated fund balance	500,000	525,000	-	(525,000)
Total other financing sources (uses)	<u>555,000</u>	<u>(4,042)</u>	<u>(514,038)</u>	<u>(509,996)</u>
Net change in fund balance	<u>\$ -</u>	<u>-</u>	1,067,308	<u>1,067,308</u>
Fund balance at beginning of year			8,315,609	
Fund balance at end of year			<u>\$9,382,917</u>	

TOWN OF ULSTER, NEW YORK  
Required Supplementary Information  
Statement of Revenue, Expenditures, and Changes in Fund Balance -  
Budget to Actual - Highway Fund  
Year ended December 31, 2022

	<u>Budget Amounts</u>		<u>Actual Amounts</u>	Variance
	<u>Original</u>	<u>Final</u>		<u>Favorable (Unfavorable)</u>
Revenue:				
Property taxes	\$ 2,774,440	2,774,440	2,774,440	-
Other tax items	66,500	66,500	67,852	1,352
Departmental income	65,000	225,000	191,245	(33,755)
Use of money and property	4,000	4,000	22,514	18,514
Licenses and permits	200	200	50	(150)
Sale of property/compensation for loss	31,000	31,000	27,040	(3,960)
Miscellaneous	-	-	10,876	10,876
Interfund revenues	86,135	86,135	-	(86,135)
State aid	149,580	344,580	343,922	(658)
Total revenue	<u>3,176,855</u>	<u>3,531,855</u>	<u>3,437,939</u>	<u>(93,916)</u>
Expenditures:				
General government support	5,000	5,000	-	5,000
Transportation	2,343,144	3,075,044	2,881,642	193,402
Employee benefits	892,878	857,978	791,712	66,266
Total expenditures	<u>3,241,022</u>	<u>3,938,022</u>	<u>3,673,354</u>	<u>264,668</u>
Excess (deficiency) of revenue over expenditures	<u>(64,167)</u>	<u>(406,167)</u>	<u>(235,415)</u>	<u>170,752</u>
Other financing sources - appropriated fund balance	<u>64,167</u>	<u>406,167</u>	<u>-</u>	<u>(406,167)</u>
Net change in fund balance	<u>\$ -</u>	<u>-</u>	<u>(235,415)</u>	<u>(235,415)</u>
Fund balance at beginning of year			<u>1,718,041</u>	
Fund balance at end of year			<u>\$1,482,626</u>	

TOWN OF ULSTER, NEW YORK  
Required Supplementary Information  
Statement of Revenue, Expenditures, and Changes in Fund Balance -  
Budget to Actual - Sewer Fund  
Year ended December 31, 2022

	<u>Budget Amounts</u>		<u>Actual</u>	Variance
	<u>Original</u>	<u>Final</u>	<u>Amounts</u>	<u>Favorable</u> <u>(Unfavorable)</u>
Revenue:				
Property taxes	\$1,165,644	1,165,644	1,165,644	-
Departmental income	667,370	727,370	850,589	123,219
Use of money and property	<u>9,300</u>	<u>9,300</u>	<u>54,162</u>	<u>44,862</u>
Total revenue	<u>1,842,314</u>	<u>1,902,314</u>	<u>2,070,395</u>	<u>168,081</u>
Expenditures:				
General government support	88,150	85,290	49,242	36,048
Home and community services	1,271,770	1,487,535	1,147,099	340,436
Employee benefits	410,768	416,488	327,496	88,992
Debt service	<u>81,363</u>	<u>81,363</u>	<u>81,363</u>	<u>-</u>
Total expenditures	<u>1,852,051</u>	<u>2,070,676</u>	<u>1,605,200</u>	<u>465,476</u>
Excess (deficiency) of revenue over expenditures	<u>(9,737)</u>	<u>(168,362)</u>	<u>465,195</u>	<u>633,557</u>
Other financing sources (uses):				
Transfers out	-	(375)	-	375
Appropriated fund balance	<u>9,737</u>	<u>168,737</u>	<u>-</u>	<u>(168,737)</u>
Total other financing sources (uses)	<u>9,737</u>	<u>168,362</u>	<u>-</u>	<u>(168,362)</u>
Net change in fund balance	<u>\$ -</u>	<u>-</u>	465,195	<u>465,195</u>
Fund balance at beginning of year			<u>3,895,667</u>	
Fund balance at end of year			<u>\$4,360,862</u>	

TOWN OF ULSTER, NEW YORK  
Required Supplementary Information  
Statement of Revenue, Expenditures, and Changes in Fund Balance -  
Budget to Actual - Water Fund  
Year ended December 31, 2022

	<u>Budget Amounts</u>		<u>Actual</u>	<u>Variance</u>
	<u>Original</u>	<u>Final</u>	<u>Amounts</u>	<u>Favorable</u> <u>(Unfavorable)</u>
Revenue:				
Property taxes	\$ 1,155,195	1,155,195	1,155,195	-
Departmental income	1,493,728	1,493,728	1,670,445	176,717
Use of money and property	23,535	23,535	51,070	27,535
Sale of property/compensation for loss	3,000	3,000	6,671	3,671
Miscellaneous	<u>-</u>	<u>-</u>	<u>14,119</u>	<u>14,119</u>
Total revenue	<u>2,675,458</u>	<u>2,675,458</u>	<u>2,897,500</u>	<u>222,042</u>
Expenditures:				
General government support	73,088	64,887	38,234	26,653
Home and community services	2,162,383	2,170,583	1,641,911	528,672
Employee benefits	360,681	360,682	311,900	48,782
Debt service	<u>215,302</u>	<u>215,302</u>	<u>215,300</u>	<u>2</u>
Total expenditures	<u>2,811,454</u>	<u>2,811,454</u>	<u>2,207,345</u>	<u>604,109</u>
Excess (deficiency) of revenue over expenditures	<u>(135,996)</u>	<u>(135,996)</u>	<u>690,155</u>	<u>826,151</u>
Other financing sources (uses):				
Transfers out		(30,000)	(30,000)	-
Appropriated fund balance	<u>135,996</u>	<u>165,996</u>	<u>-</u>	<u>(165,996)</u>
Total other financing sources (uses)	<u>135,996</u>	<u>135,996</u>	<u>(30,000)</u>	<u>(165,996)</u>
Net change in fund balance	<u>\$ -</u>	<u>-</u>	<u>660,155</u>	<u>660,155</u>
Fund balance at beginning of year			<u>2,338,971</u>	
Fund balance at end of year			<u>\$ 2,999,126</u>	

TOWN OF ULSTER, NEW YORK  
 Other Supplementary Information  
 Combining Balance Sheet - Nonmajor Governmental Funds  
 December 31, 2022

	<u>Street Lighting</u>	<u>Fire Protection</u>	<u>Total Nonmajor Governmental Funds</u>
<u>Assets</u>			
Cash and equivalents - unrestricted	\$ 139,620	2,000	141,620
<u>Liabilities</u>			
Accounts payable	4,600	-	4,600
Due to other governments	3,971	-	3,971
Total liabilities	8,571	-	8,571
<u>Fund Balances</u>			
Assigned	131,049	2,000	133,049
Total liabilities and fund balances	\$ 139,620	2,000	141,620

TOWN OF ULSTER, NEW YORK  
Other Supplementary Information  
Combining Statement of Revenue, Expenditures, and Changes  
in Fund Balances - Nonmajor Governmental Funds  
Year ended December 31, 2022

	<u>Street Lighting</u>	<u>Fire Protection</u>	<u>Total Nonmajor Governmental Funds</u>
Revenue:			
Property taxes	\$ 67,913	199,635	267,548
Use of money and property	<u>1,799</u>	<u>-</u>	<u>1,799</u>
Total revenue	<u>69,712</u>	<u>199,635</u>	<u>269,347</u>
Expenditures:			
Public safety	-	253,436	253,436
Transportation	<u>54,507</u>	<u>-</u>	<u>54,507</u>
Total expenditures	<u>54,507</u>	<u>253,436</u>	<u>307,943</u>
Excess (deficiency) of revenue over expenditures	15,205	(53,801)	(38,596)
Other financing sources - transfers in	<u>-</u>	<u>53,801</u>	<u>53,801</u>
Net change in fund balance	15,205	-	15,205
Fund balances at beginning of year	<u>115,844</u>	<u>2,000</u>	<u>117,844</u>
Fund balances at end of year	<u>\$ 131,049</u>	<u>2,000</u>	<u>133,049</u>

**INDEPENDENT AUDITORS' REPORT ON INTERNAL CONTROL OVER  
FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS  
BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED  
IN ACCORDANCE WITH GOVERNMENT AUDITING STANDARDS**

To the Supervisor and Members  
of the Town Board  
Town of Ulster, New York:

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in Government Auditing Standards issued by the Comptroller General of the United States, the financial statements of the governmental activities, each major fund, and the aggregate remaining fund information of the Town of Ulster, New York (the Town), as of and for the year ended December 31, 2022, and the related notes to the financial statements, which collectively comprise the Town's basic financial statements and have issued our report thereon dated May 12, 2023.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Town's internal control over financial reporting (internal control) as a basis for designing audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, we do not express an opinion on the effectiveness of the Town's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements, on a timely basis. A material weakness is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the Town's financial statements will not be prevented, or detected and corrected, on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.



Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. We did identify a certain deficiency in internal control described in the accompanying schedule of findings and responses as item 2022-001, that we consider to be a material weakness.

#### Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Town's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the financial statements. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under Government Auditing Standards.

#### Town of Ulster, New York's Response to Finding

The Town's response to the finding identified in our audit is described in the accompanying schedule of findings and responses. The Town's response was not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on it.

#### Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Town's internal control or on compliance. This report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the Town's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

EFPR Group, CPAs, PLLC

Williamsville, New York  
May 12, 2023

TOWN OF ULSTER, NEW YORK  
Schedule of Findings and Responses  
Year ended December 31, 2022

Reference: 2022-001

Criteria - Accounting principles generally accepted in the United States of America require the presentation of government-wide financial statements on the full-accrual basis of accounting (GASB Statement No. 34). This requires the presentation of capital assets and their associated accumulated depreciation.

Cause - The Town does not maintain adequate detailed records to support its infrastructure, property and equipment. In addition, the Town is not recording depreciation on its infrastructure, property and equipment.

Condition - The Town does not report its capital assets properly and is unable to reasonably determine the amount by which this departure affects governmental activities and government-wide financial statements of the Town.

Effect - The Town's financial statements do not comply with accounting principles generally accepted in the United States of America or GASB Statement No. 34.

Recommendation - We recommend that the Town complete an inventory of all the property and equipment it owns and assess all infrastructures within the Town's limit. The Town needs to record the property, equipment, and infrastructure it maintains in the noncurrent government asset account group. The Town must determine the accumulated depreciation associated with its capital assets and record the accumulated depreciation in the noncurrent government asset account group. We also recommend that additions and deletions be recorded on a current basis and that depreciation expense be recorded annually. The Town should develop a plan to inventory its capital assets on an annual basis to ensure that the capital asset records are accurate.

Management Response - The Town is in the process of implementation of a new general ledger package which contains a fixed asset module integrated with the purchasing and accounts payable modules. Once implemented, newly acquired assets will be identified at the beginning on the accounting process and automatically added to the fixed asset module. The fixed asset module contains the functions to properly calculate depreciation.

Historical fixed asset information is still being accumulated to prepare for an inventory as required by GASB Statement No. 34. Once this inventory is completed, asset information will be added to the capital asset module facilitating the proper calculation of depreciation.

TOWN OF ULSTER, NEW YORK  
Status of Prior Year Audit Findings  
Year ended December 31, 2022

Reference: 2021-001

Cause - The Town does not maintain adequate detailed records to support its infrastructure, property and equipment. In addition, the Town is not recording depreciation on its infrastructure, property and equipment.

Condition - The Town does not report its capital assets properly and is unable to reasonably determine the amount by which this departure affects governmental activities and government-wide financial statements of the Town.

Status - Repeated