2024 ALBANY COUNTY ADOPTED BUDGET

INTRODUCTION AND HIGHLIGHTS FISCAL STRATEGIES



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Albany County Fiscal Strategies

Certain strategies included in this budget, in addition to other steps being taken by the County Executive outside of the formal budget process, will maintain Albany County's path towards fiscal health, while providing the vital services that the people of Albany County deserve and need. The most important steps are outlined below:

Collective Bargaining – At the end of 2021, 16 of 19 collective bargaining agreements expired. At this point all bargaining units have either had their new contracts ratified by their membership and approved by the Legislature, or have been agreed to in principle and are awaiting Legislative approval.

Hiring Freeze – Due to the economic and fiscal impacts of the COVID-19 Pandemic the County Executive instituted a hiring freeze in 2020 where all vacancies need to be reviewed by the Committee to Fill Vacancies and will only by filled if they fall under one or more of the following categories: Critical health or safety, Revenue generating, or required by law, rule or regulation. This allowed the County to save an estimated \$12-15 million since inception. This review process is still ongoing at the time of this budget submission.

Comprehensive Workforce Development Plan – This initiative, started in 2021, is a collaboration with many of our departments to reimagine and reinvent the County workforce and our approach to providing services to our constituents. This was a natural outgrowth from some of the strategies initiated in 2020 where we built upon efficiencies and lessons learned while operating with a reduced workforce. Many departments were able to see that by better utilizing existing employees as well as hiring new employees with more robust skill sets we were able to do more with less. This is not a one year plan, as we continue to work with departments to identify further opportunities to right size our workforce we will continue to accrete savings to the taxpayers that will benefit everyone for years to come.

Maximizing Return on Investments – The County has been pursuing a more active investment management strategy over the past several years. This began with the adoption of a new Investment Policy in 2018 that was authored by the current Commissioner of Management and Budget. This, combined with increased fund balances as well as increasing interest rates, have allowed the County to earn higher rates of return. Additionally, the Comptroller has actively worked with Management and Budget to invest additional funds that her predecessor never allowed.

Shaker Place Rehabilitation and Nursing Center – The renovations to Shaker Place were completed in 2020, giving the taxpayers of Albany County a facility that they could once again be proud of. During the time since then several County Departments have taken up residence in the vacated tower that remained from the original construction. These relocations include the Department for Aging as well as the Veterans Service Bureau, leading to increased services for oftentimes overlapping populations. The majority of these improvements are reimbursable by New York State through our Medicaid rate. The newest addition to the facility is the onsite daycare center that is currently being completed. With preferential placement given to employees of Shaker Place and other County departments as well as a partially subsidized rate given to employees this is predicted to improve both recruitment and retention of staff in the current tough labor markets. This is being partially paid for by NY State as well.

Managing Indigent Legal Defense Expenditures – In June of 2016, the bill on Indigent Legal Defense Costs, which was originally drafted by the County Executive and his staff, passed both houses of the New York State Legislature. While the Governor unfortunately vetoed the bill in December of 2016, after weeks of negotiations at the State level, the Governor promised to introduce his own plan to help pay the costs borne by the County to provide suitable defense counsel to indigent people charged with crimes through caseload reduction as well as increased quality standards for defense attorneys. In fiscal year 2023-24 this amount of state funding for statewide expansion of Hurrell Harring reforms will increase to \$250 million, with Albany County receiving \$8.75 million per year. We have been working directly with the Office of Indigent Legal Services to implement these changes and look forward to a more equitable future for all involved in the criminal justice system.

Three Year Financial Plan

Due to prudent financial management and responsible belt-tightening, Albany County has been able to remain below the property tax cap from 2014 through 2024. In fact, the 2015 and 2016 adopted budgets held the property tax levy flat, providing significant financial relief to Albany County taxpayers. In 2018-2024, the County has had modest increases to the tax levy, which equated to a nominal decrease to the budgeted tax rate per each \$1000 in equalized, assessed value, with the rate per \$1000 of equalized value falling from \$3.72 to \$2.84 in that time period and a decrease from \$3.95 in 2014. Albany County was able to achieve this through disciplined spending, realistic revenue projections and assistance from state and federal leaders. The following information was prepared using historical trends, current federal and state statutes and current expectations regarding the economic future.

The following assumptions were utilized to arrive at the estimates below. Revenues will grow approximately 2 percent per year over the next 3 years.

Personnel costs will grow according to contractual agreements – this includes estimates of 3 percent annually.

New York State retirement system contributions will continue their decline from the heights seen in recent years. We have been able to pay off the previously amortized amounts and are now on much better financial footing that we were on a decade ago.

Health care expenses are estimated to increase by 4 percent per year, based on various forecasts for medical inflation. While a number of potential avenues for savings are possible, past experience has shown that health care expenses will continue to rise considerably faster than inflation. However, a thorough analysis of actual expenses throughout the last few years along with increased contribution rates from employees has kept growth below projections.

This analysis assumes no changes to the sales tax distribution formula and includes a growth factor of 2 percent annually.

REVENUES	2023 PROPOSED	2024 ESTIMATE	2025 ESTIMATE	2026 ESTIMATE
Sales Tax	\$326,050,000	\$332,571,000	\$339,222,420	\$346,006,868
Other Local Tax Items	\$64,329,621	\$65,616,213	\$66,928,538	\$68,267,108
Dept/Misc Income	\$54,903,520	\$56,001,590	\$57,121,622	\$58,264,055
State Rev	\$99,097,707	\$101,079,661	\$103,101,254	\$105,163,279
Federal Rev	\$96,952,852	\$98,891,909	\$100,869,747	\$102,887,142
Property Tax Levy	\$99,752,250	\$101,747,295	\$103,782,241	\$105,857,886
Inter-Fund Transfers	\$44,641,880	\$45,534,718	\$46,445,412	\$47,374,320
Appropriated Reserves	\$0	\$0	\$0	\$0
Fund Balance	\$8,500,000	\$0	\$0	\$0
TOTAL REVENUES	\$794,227,830	\$801,442,387	\$817,471,234	\$833,820,659

APPROPRIATIONS	2023 PROPOSED	2024 ESTIMATE	2025 ESTIMATE	2026 ESTIMATE
Personnel & FICA	\$178,186,185	\$181,749,909	\$185,384,907	\$189,092,605
NYS Retirement	\$21,684,257	\$22,117,942	\$22,560,301	\$23,011,507
Health Care	\$58,684,225	\$62,205,279	\$65,937,595	\$69,893,851
Sales Tax Distribution	\$130,420,000	\$133,028,400	\$135,688,968	\$138,402,747
Medicaid	\$69,605,951	\$70,998,070	\$72,418,031	\$73,866,392
Debt Service	\$37,354,503	\$38,101,593	\$38,863,625	\$39,640,897
Community College	\$12,180,000	\$12,423,600	\$12,672,072	\$12,925,513
Inter-Fund Transfers	\$46,449,598	\$47,378,590	\$48,326,162	\$49,292,685
All Others	\$239,663,111	\$244,456,373	\$249,345,501	\$254,332,411
TOTAL APPROPRIATIONS	\$794,227,830	\$812,459,756	\$831,197,162	\$850,458,609

The Albany County Executive's Office has set forth the following strategies and guidelines. These strategies are presented as general guidelines for departments to follow in managing their financial affairs during the course of the coming year.

- A rigorous cash management system shall be maintained to ensure sufficient cash, safety of principal, provide adequate liquidity to eliminate short term borrowing and maximize investment earnings when interest rates allow.
- Expenditure controls must be sufficient to ensure that agencies stay within their budgets.
- > The County must continue to diversify its economy in order to strengthen the property tax base, improve employment opportunities and capitalize on existing resources. By encouraging commercial development and expansion through coordinated planning, leveraging grant opportunities and maintaining communication with the business community, the existing economic base will grow and new sectors will flourish.
- ➤ Long-range planning processes shall be undertaken in conjunction with the capital improvement program, capital budget and operating budget.
- > Duplicative functions within County government shall be eliminated where feasible and warranted. Consolidation of functions within and between departments shall be pursued wherever such consolidation will result in greater economy and efficiency or improved quality service.
- Annual budgets shall be prepared and presented in accordance with standards set by the Government Finance Officers Association of the United States and Canada.
- > Capital projects requiring debt financing should be planned and implemented so as to allow debt obligations to be issued in the most cost effective way. Appropriate care should be taken in considering the issuance of debt for capital projects, including debt of those enterprises for which the County is contingently liable.
- Debt ratios should be maintained at or below the following levels:
 - Net direct general obligation debt as a percentage of estimated full value shall always remain less than three
 percent on an average basis over any five consecutive years.
 - The ratio of net direct general obligation debt service expenditures as a percentage of combined general fund expenditures shall not exceed ten percent per year over any consecutive five years.
 - Average annual general obligation original issue long term debt sales shall not exceed \$30 million or \$150 million over any consecutive five-year period.
 - Self-supporting general obligation debt shall be issued commensurate with the respective needs of the enterprises
 which are to operate these projects. When practical, revenue supported debt shall be utilized in order to minimize
 any impact on the General Fund.
- A system of internal controls shall be maintained to ensure compliance with all applicable laws, optimal cost effectiveness of County services and prudent stewardship over public funds. All employees will be responsible and accountable for the safekeeping of public assets. Management shall endeavor to consistently monitor and improve the system of controls.
- All departments are responsible for recovery of budgeted non-tax revenues as planned in the annual budget. Departments shall maintain an adequate billing and claiming process in order to effectively manage their accounts receivable system in conformance with the fiscal plan and sound business principles.

FUND STRUCTURE

State and federal law requires some of the County's accounts to be segregated from all others. These accounts are formed into separate "Funds" for each specialized purpose. The fund structure allows each fund's finances to be kept distinct from the regular County expenses in the General Fund.

- > The General Fund (A Fund) contains appropriations and expenditures for the majority of the County's operations.
- > The **Community Development Fund** (CD Fund) was established to administer federal Community Development Block Grants.
- > The **Risk Retention Fund** (CS Fund) was established to hold monies in reserve for potential losses to the County.
- The **Highway Fund** (D Fund) was established by the State in support of road maintenance to keep those expenses distinct and recognizable.
- > The **Road Machinery Fund** (DM Fund) was established by the State in support of road machinery maintenance, to keep those expenses distinct and recognizable.

- > The Nursing Home Fund (NH Fund) and Debt Service Fund (V Fund) were established to segregate expenses and revenues used for the County's Residential Health Care Facilities and for repayment of bonds and notes, respectively.
- > The **Sewer District Fund** (G Fund) is financed by charges to local governments and cannot receive County tax funds.

With the exception of the Sewer District, the specialized funds can receive County tax funds if their own revenues are not sufficient to make them self-supporting. This has almost always been the case in recent years. The method of subsidizing the separate funds is the "Interfund transfer," whereby the General Fund "spends" some of its money, which becomes "income" for the fund receiving the subsidy. There are also some instances in which there are interfund transfers from the other funds to the General Fund.

An unfortunate side effect of the fund mechanism is that some dollars are counted twice in the County budget. A dollar of subsidy funds is "spent" once when it moves from the General Fund to the subsidized fund. It is also "spent" again when the recipient fund uses it to pay its bills. The Interfund Transfer is not a true expenditure, but it is counted that way for budgetary purposes. Likewise, the revenue is counted twice: when it arrives from its source (sales tax for instance); and again when it is transferred from the general fund to the subsidized fund.

For this reason, the Subtotal Appropriations line in the Budget Summary of All Funds is a better representation of the actual size of the Albany County budget compared to the higher figure labeled Total Appropriations.

COUNTY REVENUES

Where Revenues Come From

The County budget is typically supported by five ongoing revenue sources: local tax items (primarily the sales tax), departmental income, state aid, federal aid, and property taxes. A summary of 2024 budgeted revenues anticipated to be received by the County is presented in the budget. A fund summary appears at the end of each fund section and is referenced in the Table of Contents. Each of the County's revenue sources is discussed briefly below.

LOCAL TAX ITEMS

The single largest source of revenue in the Albany County budget is the County share of the sales tax. Of the 8¢ collected on each dollar of taxable sales in the County, New York State retains four cents and distributes four cents to Albany County.

Pursuant to County law, forty percent of County sales tax collections are then provided to local governments throughout the County based on population breakdown. The County receives 2.4ϕ , and local governments receive 1.6ϕ for each dollar of taxable sales in Albany County.

County sales tax collections are dependent on retail sales in the County and, ultimately, the health of the local economy. The 2024 budget estimates sales tax collections of \$365 million, which is about 12% percent higher than the amount budgeted for 2023, but is only 1.75% above our actual receipts for 2023. The 2024 budget assumes a County share of sales tax collections of \$219 million and a distribution to localities of \$146 million.

Other revenues that make up the local tax items category include payments in lieu of taxes, income from the sale of tax acquired properties, interest and penalties on delinquent taxes, and the County's portion of the Hotel / Motel Tax. In addition, this category includes revenue from the Mortgage Recording Fee.

DEPARTMENTAL AND MISCELLANEOUS INCOME

Departmental and miscellaneous income includes interest income and fees for services charged by the various departments to users of those services, including other governments.

Examples of these revenues include fees charged by the County Clerk, public health fees, Civic Center revenues, fees charged to the State for state highway snow removal, fees charged to other governments for boarding prisoners at the County Correctional Facility, commissions from vending sales, and income collected by the County Nursing Home for residential care, and the intergovernmental transfer (IGT).

STATE AID

Included in the state aid category are individual items such as aid to court facilities, public health grants, funding for aging and youth programs, and the State share of public assistance programs.

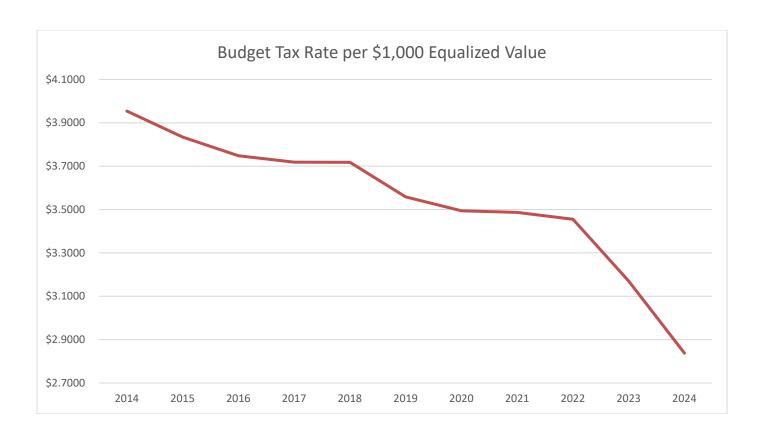
FEDERAL AID

Among other things, the federal aid category includes Medicare funding provided to the Nursing Home and the federal share of public assistance programs.

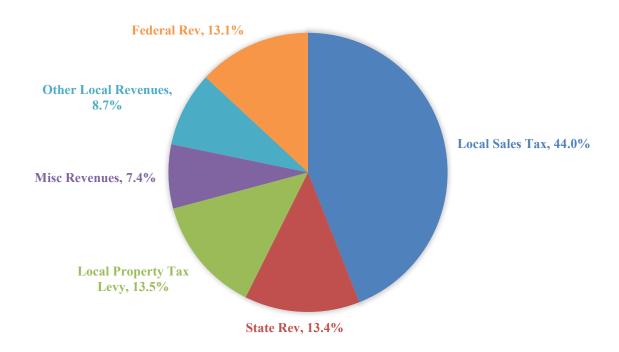
PROPERTY TAX

This property tax of \$99.75 million presented in this Budget represents no change from the previous 2 years. The property tax represents 14% of each dollar of County revenue. The property tax figure is determined differently than any other revenue in the budget. Since it is the only revenue that the County can directly control, it is calculated as the residual after all other sources of revenue have been estimated. The total amount of appropriations less than the total amount of revenues, fund balance and reserves applied to the budget while accounting for uncollectible taxes and deferred tax revenue yields the County tax. This year, the property tax cap inflation factor imposed on municipalities throughout the state was 6.26% - with the allowable Levy Growth Factor being capped at 2%, indicative of the higher costs facing us.

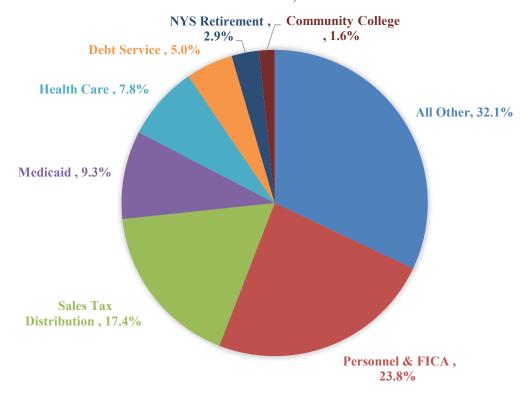
	Equalized Total Assessed Value	Total Equalized Value of Exemptions	Taxable Equalized Value	Budget Levy	Budget Tax Rate Per \$1,000 Equalized Value
2024	\$52,697,339,747	\$17,545,607,648	\$35,151,732,099	\$99,752,250	\$2.8378
2023	\$47,258,969,168	\$15,746,058,167	\$31,512,911,001	\$99,752,250	\$3.1700
2022	\$43,122,028,489	\$14,248,557,865	\$28,873,470,624	\$99,752,250	\$3.4548
2021	\$41,687,531,967	\$13,719,146,113	\$27,968,385,854	\$97,532,487	\$3.4872
2020	\$40,383,590,896	\$13,227,715,994	\$27,155,874,902	\$94,886,294	\$3.4941
2019	\$38,879,661,882	\$12,828,666,907	\$26,050,994,975	\$92,692,544	\$3.5581
2018	\$37,648,171,515	\$12,769,565,333	\$24,878,606,182	\$92,496,319	\$3.7179
2017	\$36,796,659,359	\$12,362,856,464	\$24,433,802,895	\$90,856,644	\$3.7185
2016	\$35,115,460,902	\$11,203,750,566	\$23,911,710,336	\$89,615,090	\$3.7477
2015	\$34,396,253,516	\$11,025,485,349	\$23,370,768,167	\$89,615,090	\$3.8345
2014	\$33,371,771,511	\$10,707,754,506	\$22,664,017,005	\$89,615,090	\$3.9541



REVENUES, BY TYPE



APPROPRIATIONS, BY TYPE



APPROPRIATED FUND BALANCE

The 2024 Adopted Budget proposes a General Fund Balance utilization of \$23 million. This is due to the level of revenues outpacing budgeted amounts in recent years and then being used for non-continuing expenses.

APPROPRIATED RESERVES

The 2024 Adopted Budget proposes to utilize \$5.24 million for payment of debt service, these were specific items highlighted by the Comptroller's office. Additionally we have included the creation of two additional reserves in this budget, a Capital Reserve of \$5 million and a Debt Reserve of \$5 million.

2024 ADOPTED BUDGET

Expenditures in the 2024 Adopted County budget are allocated to nine categories: general government, education, public safety, health and mental health, transportation, economic assistance, culture/recreation, home/community, and undistributed.

Undistributed includes a portion of reserve funds, as well as those health insurance costs that are attributable to the County's retirees. Appropriations for debt service are also included within this category. A fund summary appears at the end of each fund section and is referenced in the Table of Contents.

FINANCIAL INFORMATION

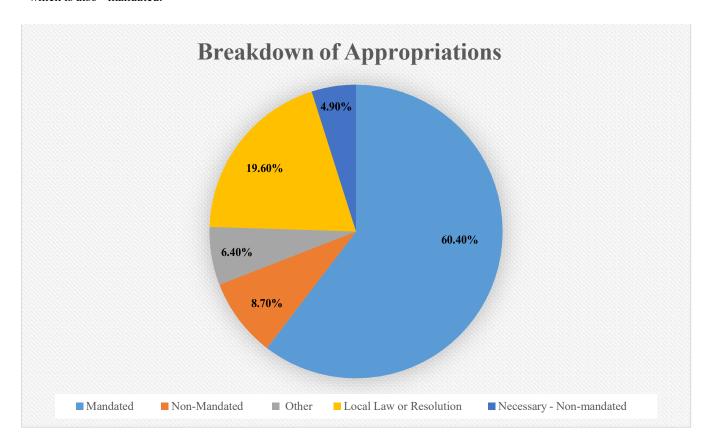
The Budget is developed on the basis of principles that are consistent with Generally Accepted Accounting Principles (GAAP), except that the budget treats encumbrances as expenditures, whereas GAAP treats them as reservations of fund balances.

The basis for accounting is a modified accrual basis. Under this basis of accounting, revenues are recognized when measurable and available to pay current liabilities. Measurable means the amount of the transaction is determined and available means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. Expenditures are recognized when the related fund liability is incurred, except for principal and interest on long-term debt which are recorded as expenditures when paid, compensated absences and judgments and claims which are recognized as a liability in the applicable fund if payable with current financial resources.

The County complies with the Uniform System of Accounts as prescribed for the Counties of New York State. This system conforms to generally accepted accounting principles as promulgated in the "Codification of Governmental Accounting".

MANDATES

The chart below shows the breakdown of how monies are disbursed within the Albany County budget. The largest portion of the County's budget is mandated spending. In total, 60.4% of the County's budget addresses unfunded mandates. Some of the biggest disbursements made to mandated programs include \$67 million to the NYS Medicaid program (\$2.375 million for the local share of the IGT), and \$43.6 million to Child Welfare Protection. Additionally, approximately \$54.2 million in funding is for the Albany County Correctional Facility, a portion of which is also mandated.



While many of these programs are essential to our constituents; with a tax levy of under \$100 million, it is increasingly difficult for the County to fund these programs and resources mandated by the Federal and State government. The County has provided these funds while staying below the property tax cap and without cutting any local services such as road repair and snow removal, parks and recreation, and veteran's assistance.

Almost 20 percent of the budget is made up of Local law, Resolution or Charter requirements. The remaining sections of the budget, totaling 20% goes to non-mandated and other necessary programs.

The 2024 Adopted Budget proposes funding for 2,775 positions. This is an increase of 32 positions from the 2023 Adopted Budget.

David Tona	2000	2014	2015	2017	2010	2021	2022	2023	2024	2024				% Change		Ü
Position Type	2000	2014	2015	5 2017 2019 2021 2022	2022	Adopted ALL)	Proposed (ALL)	Proposed (PT)	2024 vs 2023	2024 vs 2023	2024 vs 2015	2024 vs 2015	2024 vs 2000	2024 vs 2000		
Positions Overseen by The Executive	2,331	1,527	1,569	1,672	1,730	1,776	1,788	1,813	1,835	125	22	1.2%	266	17.0%	-496	-21.3%
Positions Overseen by Separately Elected Officials	732	825	841	865	902	928	932	930	936	31	-5	-0.5%	95	11.3%	204	27.9%
Total	3,063	2,352	2,410	2,537	2,632	2,704	2,720	2,743	2,771	156	28	1.0%	361	15.0%	-292	-9.5%

The County Executive will continue to evaluate and examine each position both filled and vacant, for need, efficiency and funding impact. Positions and programs which lose State or Federal funding will be eliminated, the only exception being if the program can become self-funded via another alternative revenue source. The County cannot afford to pick-up the full county-share of these programs.

A priority for this administration will be a continued focus on training for employees regarding program delivery. The County will continue to partner with other government entities and private organizations to provide training and resources to all departments and employees. Every effort will be made to seek out trainings which come at no cost to the County. In order to provide quality services to the community, our workforce must be up to date on modern methods and best practices for the various systems of care and delivery of services. This is part of the reason that a tuition reimbursement and training program has been established by the County Executive within the Department of Human Resources. We will also focus greater attention on ensuring that County protocols and policies are updated and followed.

Since 2000, the total number of County employees has decreased by 9.4 percent. Those departments under the control of separately elected officials have collectively increased by 28.4 percent or 208 employees. In contrast the number of employees under the direct management of the County Executive decreased by 21.3 percent or 496 employees.

A 1163 Court Facilities Project	FUND	DEPT	DESCRIPTION	2013	2015	2017	2019	2021	2023	2024	2024
A 1163 Court Facilities Project 1 1 0 0 1 1 1 1 1 1				Adopted	Adopted	Revised	Revised	Revised	Adopted	Proposed	Adopted
A 1164 Unified Court Administration 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9	A	1010	County Legislature	56	58	62	61	61	61	61	61
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A 1172 Assigned Counsel Program - ISB	A										88
A 1173 Office of Immigration Assistance	A			10	11	11	12	14		17	17
A 1185 Coroners	A			-	-	-					6
A 1230 County Executive			_		-						4
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A 1670 Central Printing Services	A										6
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