

# 2009 Monroe County Budget



**Maggie Brooks**  
County Executive

Scott Adair  
Chief Financial Officer

Susan Walsh  
Budget Director

# TABLE OF CONTENTS

	<u>PAGE NUMBER</u>
<b><u>COUNTY EXECUTIVE'S MESSAGE</u></b> .....	3
<b><u>EXECUTIVE'S SUMMARY</u></b> .....	5
<b><u>COMMUNITY PROFILE</u></b> .....	9
<b><u>VISION/MISSION FOR MONROE COUNTY</u></b> .....	19
<b><u>LEGISLATIVE ACTION</u></b> .....	21
<b><u>INTRODUCTION</u></b> .....	29
<b><u>FINANCIAL STRATEGIES</u></b> .....	43
<b><u>FINANCIAL SUMMARIES</u></b> .....	47
<b><u>TAX ANALYSES</u></b> .....	61
<b><u>BUDGET BY ELECTED OFFICIALS</u></b>	
<b>COUNTY EXECUTIVE - ALPHABETICAL SORT OF DEPARTMENTS</b>	
Aviation (81) .....	71
Board of Elections (20).....	80
Communications (18).....	87
County Executive, Office of the (11) .....	92
Cultural & Educational Services (89) .....	96
Finance (12) .....	109
Finance Unallocated Expense & Revenue (12).....	118
Human Resources (17).....	128
Human Services (51) .....	134
Information Services (19).....	178
Law (16).....	184
Monroe Community Hospital (62) .....	192
Planning and Development (14) .....	199
Public Defender (26) .....	210
Public Health (58).....	216
Public Safety (24).....	243
Public Works Sector.....	266
Environmental Services (84).....	269
Parks (88) .....	296
Transportation (80) .....	316
Veterans Service Agency (74) .....	326
<b>COUNTY CLERK (21)</b> .....	331
<b>COUNTY LEGISLATURE (10)</b> .....	341
<b>DISTRICT ATTORNEY (25)</b> .....	347
<b>SHERIFF (38)</b> .....	357
<b><u>MULTI-YEAR FORECAST</u></b> .....	379
<b><u>CAPITAL PROGRAM/DEBT SERVICE</u></b> .....	383
<b><u>FINANCIAL DETAIL</u></b> .....	437
<b><u>PERSONNEL LISTED BY DEPARTMENT</u></b> .....	763
<b><u>SALARY SCHEDULES</u></b> .....	789



*Office of the County Executive*  
Monroe County, New York

**Maggie Brooks**  
*County Executive*

November 12, 2008

To The Honorable  
Monroe County Legislature  
39 West Main Street  
Room 407  
Rochester, New York 14614

Honorable Legislators:

I am submitting for your review and approval the proposed 2009 Annual Budget for Monroe County.

This is the fifth budget that I am submitting as County Executive. I am proud once again, particularly during a time of great economic uncertainty, to honor my commitment to the taxpayers of our community by preserving the reduced property tax rate that this legislative body set last year. We will continue to keep faith with property taxpayers by holding the tax rate flat at \$8.99.

This budget is balanced, fully funded, fiscally sound, and responsibly funds the services that are important to the residents of our community. The Operating Budget spending totals \$905,475,676 and the Grant Budget spending totals \$155,837,391. Mandated spending comprises 80 percent of the total budget, with Non-Mandated spending comprising 20 percent.

Non-Mandated expenditures, or the portion of spending that we control locally, are held to an increase of \$2,888,414, or 2.9 percent. I am pleased to report that this change is well below the rate of inflation and therefore complies with the limits prescribed by the Taxpayer Protection Act of 2007.

Mandated expenditures in 2009 have increased a total of \$31,684,369, or 5.2 percent. In the future we expect benefits derived from improved case management, Project SAVE and combating fraud, waste and abuse may be lost with reductions in state aid and increases in unfunded mandates.

This budget is balanced and sustainable; however, we continue to face the realities of a serious economic downturn and volatility that will impact jobs, inflation and resources for vital programs and necessary services. As New York State begins to address an historic budget deficit, we must work in partnership with the Governor and our state representatives to ensure that they truly cut spending and reduce the size of government. Any attempt to shift costs to the County level rather than adopting real reductions in spending would create a significant crisis for our community. We must not allow the State to further balance its budget on the backs of local property taxpayers in the form of these unfunded mandates.

I look forward to continuing our spirit of collaboration as we work together to create jobs and protect taxpayers, even in the face of the current unprecedented economic crisis. It is only by ensuring the long-term fiscal stability of Monroe County government that we will continue our efforts to build an even stronger community.

Sincerely,



Maggie Brooks  
Monroe County Executive

**2009 MONROE COUNTY BUDGET  
EXECUTIVE SUMMARY**

**GENERAL OVERVIEW OF THE BUDGET**

The 2009 Budget has been developed under the cloud of a major economic downturn on the national and state level. Counties and other municipalities are facing dramatic increases in the cost of fuel and other commodities, reductions in State and Federal aid, double-digit increases in health insurance and expected future increases in required pension support. Economic realities and the State’s practice of shifting costs to counties in the form of unfunded mandates present a formidable challenge to the 2009 Budget and future budgets. Utilizing a deliberate process to control costs and one-time revenue enhancements, the 2009 Budget is balanced and Non-Mandated spending growth is held at 2.9%. This is the fifth consecutive budget that has kept Non-Mandated spending growth below the rate of inflation.

The 2009 Operating Budget totals \$905,475,676, a \$42,280,721 million increase over the 2008 Adopted Budget, or 4.9%. The 2009 Grant Budget totals \$155,837,391, a \$4,406,303 million increase over the 2008 Adopted Budget or 2.9%. Mandated spending represents 80% of total expenditures.

	<b>Adopted 2008</b>	<b>Proposed 2009</b>	<b>Change</b>	<b>% Change</b>
<b><u>OPERATING BUDGET (in millions)</u></b>				
Mandated	608.6	640.3	31.7	5.2%
Non-Mandated	98.5	101.4	2.9	2.9%
Debt Service	66.8	70.6	3.8	5.6%
Non mandated User Fee Supported	89.3	93.2	3.9	4.4%
<b>Total Operating Budget</b>	<b>863.2</b>	<b>905.5</b>	<b>42.3</b>	<b>4.9%</b>

The 2009 Monroe County Budget proposed by County Executive Maggie Brooks maintains the Property Tax Rate cut adopted in the 2008 Budget which was lowered from \$9.10 to \$8.99. County Executive Brooks, her Department Heads and staff have deliberately and aggressively reviewed expenses, operations and priorities and have identified efficiencies that maintain high quality services while reducing costs or holding cost growth below inflation. Included in the strategies are personnel efficiencies, performance based contracts, and reduced fleet, utility, technology, travel and cell phone costs.

The 2009 Budget outlines a responsible plan to address structural budget challenges amid reduced aid and unfunded mandate increases from the Federal and State government. In the Multi-Year Forecast section of this document, the 2010 and 2011 forecast shows the largest area of challenge to be reductions in state and federal aid for Mandated programs and the cost of critical public safety and transportation infrastructure. State Aid reductions in 2008 amounted to \$3.3 million. With economic challenges the forecast anticipates further reductions in revenue to support Mandated services.

Serious challenges in multiple sectors of the economy coupled with the prodigious growth of the cost of Mandated services presents Monroe and other Upstate Counties with a serious dilemma. The local property tax burden in New York State stands at 79% above the national average. The answer to fiscal stability cannot be found in more taxes but in reducing spending and eliminating unfunded mandates.

County Executive Brooks and her colleagues in Erie and Onondaga County have established the Upstate Mandate Relief Commission, which is engaged in a comprehensive study of unfunded mandates and will develop specific plans to deliver relief to local property taxpayers.

Commission Goals:

- To compile and document all state Mandated spending programs that impact counties.
- Analyze the level of state funding support that is provided for these programs, and assess the amount of unfunded mandates.
- Educate citizens and state representatives on the burden imposed by state Mandated programs.
- Recommend pilot programs and waiver opportunities for the state to adopt as reform measures.
- Demonstrate potential operational efficiencies and cost savings for both New York State and its counties when restrictive mandates are eased.

Under County Executive Brooks' leadership, initiatives like the Upstate Mandate Relief Commission and local efforts to reduce spending are critical components to ensuring our long-term fiscal stability.

## **BUDGET DOCUMENT FORMAT**

The Budget document delineates Mandated and Non-Mandated spending for each department. The Budget for each Elected Office is also detailed. Each of these sections provides a summary of the services distinguished between Mandated and Non-Mandated services. In addition the Budget document includes a section titled Multi-Year Forecast, showing the projected expenses and revenues for 2010 and 2011.

## **COUNTY SERVICES OVERVIEW**

Below provides an overview by Elected Official and its Departments:

### **COUNTY EXECUTIVE**

Included in the County Executive budget section are all the departments of County Government that are within the County Executive's management responsibility. Some of the major department highlights include:

**Aviation:** The Greater Rochester International Airport is a significant part of the region's economic development infrastructure. The Airport boasts steady passenger traffic and continues to work collaboratively to expand air service options. Through operating agreements with the airlines, the Airport is self-funded and requires no financial assistance from the County's general fund. Improvements in 2008 have included website

upgrades, improved access and assistance for the deaf and hard of hearing, expanded parking facilities and services, and taxiway and runway improvements. In 2009, the Airport will focus on increasing service choices for passengers, complete the North Ramp Rehabilitation Project, continue renovation of the Terminal and relocate baggage screening to the ground level.

**Board of Elections:** The Board of Elections conducts all national, state, county, city and town elections in Monroe County. In 2008, new certified voting equipment was purchased and received. Acceptance tests were done on all new equipment and all staff have been trained in operation and maintenance. The office will continue its expansive outreach initiative to educate the community on the use of these machines in compliance with the Help America Vote Act (HAVA).

**Human Services (DHS):** The Department of Human Services oversees Federal and State Mandated social service programs along with the County's investment in Preventive and Protective services. In 2008, DHS continued implementation of Project SAVE, a multi-year initiative designed to improve outcomes for those on welfare or foster care caseloads and to reduce local costs by helping clients make the transition to self-sufficiency more quickly. The Department is utilizing additional resources and best practices to assist clients and reduce overall County costs. Project SAVE is utilizing more effective approaches and requiring service providers to utilize evidence-based models and best practices in all purchased services. The initiative is on track for success.

**Monroe Community Hospital (MCH):** MCH is one of the largest publicly owned nursing home facilities in the State and is recognized as a leader in rehabilitation and long term care. In 2008, MCH secured NYS Department of Health approval to establish an outpatient dialysis program.

**Public Defender:** The Public Defender's Office represents indigent individuals in criminal court proceedings as well as Family and Surrogate Court.

**Public Health:** This department provides a wide variety of services designed to promote health and protect the public from disease and environmental hazards. Programs include disease prevention and control, environmental health, maternal and child health as well as the Medical Examiner's Office. In 2008, the department increased the total number of first time mothers in the Nurse Family Partnership (NFP) Program to 200. The NFP Program is a collaborative initiative with community donors and the Children's Agenda, and the program is anticipated to increase those served to 300 in 2009.

**Public Safety:** This department consolidates and manages functions related to the ever changing requirements for the provision of public safety services. These services include the 911 call center, radio/paging communications system, emergency responder training and Probation. In 2008, the final design phase began for the new regional Crime Lab which is projected to be completed in 2011.

**Public Works Sector:** Includes the Departments of Environmental Services, Parks and Transportation. Significant energy and expense reductions were realized through the County-wide implementation of an energy monitoring program, the consolidated procurement of natural gas, more efficient use of the CoGen Power Plant at Iola and the installation of a solar panel at the County Office Building. Dedicated funding for road and bridge repairs will ensure that the county infrastructure remains safe. After

completion of the elephant pool and baboon exhibit at the Seneca Park Zoo in 2009, construction will begin on Phase III of the Africa Exhibit.

## **COUNTY CLERK**

The County Clerk is the County Registrar and the Clerk of the Supreme and County Courts. A hallmark of this office has been the use of technology to facilitate access to records and information. The new “state of the art” Integrated Records Management System provides enhanced online document access, redacts the display of social security numbers in online documents and enhances Pistol Permit record processing. The Clerk’s Office continues to provide enhanced customer access for key services through Mobile DMV, “DMV Saturdays,” Passport Express and “Passport Saturdays”.

## **COUNTY LEGISLATURE**

The County Legislature is comprised of 29 elected legislators representing the residents of Monroe County. The budget includes the appropriations for the legislators as well as the Office of the Legislature and Legislature Clerk, the Office of the Legislature President and staff support for both Republicans and Democrats.

## **DISTRICT ATTORNEY**

The District Attorney is the Chief Prosecutor for Monroe County and this department oversees the prosecution of all crime in the County. This Office services over 45 courts. In 2008, the Office saw continued success receiving grant funding for needed services, including Operation Impact and Cease-fire programs. This budget continues the PROJECT EXILE Gun Interdiction Program in cooperation with the U.S. Attorney’s Office.

## **SHERIFF**

The Sheriff is a constitutional officer elected to a four-year term and serves as an officer of the court and conservator of the peace in Monroe County. New technology applications will allow for on-line access by attorneys for certain Civil Bureau records. In addition insurance companies will be able to access accident reports.

## **CONCLUSION**

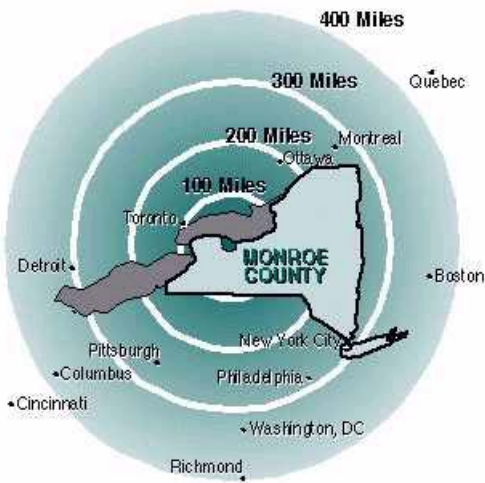
The 2009 County Budget is balanced and fiscally responsible. Non-Mandated spending is controlled well below the rate of inflation. Property taxes are held to the same reduced level that was passed last year, while quality of life services are maintained. The Multi-Year Forecast section of this document demonstrates that Monroe County is deficit free in 2009, but that it faces significant fiscal challenges in the upcoming years.



## COMMUNITY PROFILE

Monroe County and the City of Rochester are located in western New York State where the Genesee River meets the south shore of Lake Ontario. In 2007, *Expansion Management*, a leading site selector publication, ranked the Rochester Region #1 for Overall Quality of Life among metropolitan areas with a population of more than 1 million.

Kodak, Xerox and Bausch & Lomb, some of the world’s most recognizable names in business, all make their home in Monroe County. The community is also home to nationally recognized and growing companies like Wegmans, Paychex, CooperVision and Harris RF Communications. The University of Rochester, along with its Medical Center, is now the area’s largest employer.



There are a variety of industries that make up Monroe County’s diverse economic culture: BioTech, Optics and Imaging, Alternative Energy and Fuel Cells, Business and Information Services, Food and Beverage Manufacturing, Telecommunications, Printing and Publishing.

We are a community of innovators on the cutting edge of research and discovery; a community of artists featuring world-renowned performers with a top-flight orchestra and one of the nation’s premier schools of music; and a community of entrepreneurs, home to some of the world’s best known brands and fastest growing companies.

Creating jobs and enhancing our economic vitality and quality of life is our continued goal. Monroe County is a great place to live and a great place to do business.

## **Monroe County Today**

As of July 2007, the U.S. Census Bureau estimates Monroe County's population at 729,681 residents. A business-friendly infrastructure, a community centered on partnership and collaboration, nationally-ranked colleges and universities, four-season weather and affordable housing are just a few of the many reasons people locate in Monroe County. A strong industrial history, emerging technology sector and an emphasis on high quality services, including higher education, ensure a technically sophisticated and reliable workforce.

Monroe County has an intricate transportation system designed to allow residents the freedom to travel across the county with ease. The average commute time for residents is 18.9 minutes. Multi-modal transportation is also available in Monroe County, at the Greater Rochester International Airport (GRIA), Amtrak and Rochester Genesee Regional Transportation Authority bus service. GRIA is the gateway to Rochester for those visiting the area and offers a newly renovated state-of-the-art facility for business and leisure travelers.

Seven exceptional colleges and universities provide quality educational opportunities for students from throughout the Greater Rochester area, New York State, the nation and the world. These world-class institutions help support the local economy and bring a talented workforce of professionals into the community. The University of Rochester's Simon School of Business ranks as one of the top 30 business schools in the country.

Businesses locating here can benefit from some of the most competitive incentive programs available, including the New York State Empire Zone program. Monroe County offers a wide variety of financing programs and incentive packages for businesses looking to expand or locate here. Large corporations, small companies and start-ups all benefit from the area's excellent educational resources, skilled and knowledgeable workforce, available and convenient infrastructure, and economic development programs, while enjoying an outstanding quality of life. *Expansion Management* ranked Rochester a "5-Star Business Opportunity Metro," a premier place for companies to do business in America. *Expansion Management* magazine has also ranked Rochester one of America's "50 Hottest Cities for Business Expansion/Relocation."

In addition, homeownership is affordable in Monroe County. A variety of urban and suburban neighborhoods offer an array of housing options at reasonable prices. From downtown lofts to suburban subdivisions to rural farmhouses, high quality housing is within reach for Monroe County residents. According to the Greater Rochester Association of Realtors, median home prices remain well below the national median. In fact, when compared to other metropolitan areas throughout the country, the Rochester area ranks among the most reasonably priced.

## Economic Profile of Monroe County

Until the last decade, Monroe County's economy was dominated by major manufacturers. As these companies restructured and transitioned, their highly skilled workers fueled the growth of numerous small and medium-sized firms in a range of industries. Today, 97% of the region's job growth is in small business, 51% of the companies in Monroe County have one to four employees, and Monroe County's manufacturing workforce of nearly 56,000 is the second largest county workforce in New York State (NYS Department of Labor), representing 10% of the total New York State workforce.



Eastman Kodak, Xerox and Bausch & Lomb play an important role in Monroe County's economy. Eastman Kodak, the area's second largest employer, has been repositioning and shifting its emphasis to digital imaging. Xerox Corporation invested \$59 million in a new 120,000 square foot toner plant in Webster that began production in September 2007. Bausch & Lomb invested \$35 million in a new worldwide research and development center. In April 2007, Carestream Health acquired Eastman Kodak's health group. This \$2.3 billion acquisition makes Carestream the leading global provider of innovative medical imaging and health care information technology solutions, and Monroe County is now the world headquarters for Carestream.

The region's economic vitality is energized by small and medium-sized businesses, including high technology manufacturers like Harris RF Communications and ITT Industries; telecommunications firms like PAETEC and Allworx; biotech firms such as Vaccinex and VirtualScopics; and information technology firms like Paychex. *Computerworld* magazine named Paychex one of the top 100 workplaces for information technology professionals. In addition, Monroe County's higher education sector, including expansions at the University of Rochester Medical Center and Rochester Institute of Technology, continue to drive economic growth and job creation in the community.

Recent success stories include the in ESL Federal Credit Union which in April 2008 announced plans to build a six-story corporate headquarters in Rochester NY. The \$43 million project will include an 180,000 square foot office building and a new parking garage with skyway connection. Also in April 2008, Strong Memorial Hospital, in conjunction with Castle Office Group announced a \$36 million new building project that will include an off-site hospital-based ambulatory surgery service. In May 2008, Unity Health announced a \$28 million medical office project that provides space for the growing departments of cardiology, women's health care, spine center and various labs. Monroe County boasts of three companies in the top 100 workplaces, including Wegmans, Paychex and Dixon Schwabl.

The most tangible evidence of Monroe County's longstanding leadership in technology and innovation is the number of patents issued to inventors living in the Rochester area. *Forbes* magazine ranked Rochester "1st in innovation" with the highest number of patents issued per worker. On a per capita basis, Rochester ranks 3rd in the nation for number of patents issued.

International trade by area exporters continues to be a significant component of the area's economic activity. Regional exports are estimated at over \$12 billion. Rochester is the second largest exporting region in the state (New York City is the largest). The Monroe County Foreign

Trade Zone (MCFTZ) has been a catalyst for local export activity since its establishment in 1987. There are four approved foreign trade zone sites in Monroe County.

### **Quality of Life**

Monroe County is a dynamic, historically rich and culturally diverse metropolitan community, the third-largest urban area in the State of New York. This high-tech community has also preserved many links with the past as it claims more sites on the National Register of Historic Places than any other city its size.



Monroe County is recognized nationally for its leadership in arts and culture. The community's vibrant cultural district includes: the world-renowned Eastman Theatre and Eastman School of Music, which was ranked the "Hottest Music School" in 2007 according to Kaplan/Newsweek College Guide; Memorial Art Gallery; Susan B. Anthony House; Rochester Museum and Science Center; and the George Eastman House International Museum of Photography and Film. Strong National Museum of Play is ranked as one of the top ten children's museums in the nation according to Child Magazine 2007. It is also home to the National Toy Hall of Fame. In addition, Monroe County's Seneca Park Zoo is one of the top family attractions in the area.

Monroe County is home to professional sports teams in baseball, hockey, soccer, indoor football, lacrosse, basketball and the Buffalo Bills Training Camp. *Street & Smith's Sports Business Journal* named Rochester the "#1 Minor League Sports Market in America". The prestigious Oak Hill Country Club has ranked among "America's 100 Greatest Golf Courses" by *Golf Digest* magazine and has hosted golf's most prestigious events including the Ryder Cup, the PGA Championship, the US Amateur Championship and, most recently, the Senior PGA Championship. Locust Hill Country Club has hosted the Wegmans LPGA for 30 years. Adding to the community's rich golf tradition is the Xerox Classic at Irondequoit Country Club, an annual stop on the PGA Nationwide Tour.

According to VisitRochester, 1.86 million people visited the Monroe County area in 2007, generating more than \$965 million for the Monroe County economy. There are over 20,000 people employed in the local tourism industry. Monroe County hosts a number of festivals that attract thousands of tourists to the region each year, including the annual Lilac Festival, Rochester International Jazz Festival and Rochester High Falls International Film Festival.



Monroe County is known for its extensive parks system, one of the most beautiful and scenic in the nation. The county operates 20 parks with nearly 12,000 acres of parkland. Four season outdoor recreation opportunities in the region range from sailboat racing and deepwater fishing on Lake

Ontario; camping, hunting and skiing in the Bristol Hills; and windsurfing and boating on the Finger Lakes. Numerous Finger Lakes wineries boast wines that are among the best in the world. The climate of the Finger Lakes is particularly well-suited to white wine production. The area is also home to the New York Wine and Culinary Center, founded by Constellation Brands, Wegmans Food Markets, Rochester Institute of Technology and the New York Wine and Grape Foundation.

Monroe County continues to excel and grow as our community moves forward. Our future is bright with opportunity.

## **LEGISLATIVE LEADERSHIP**

### **PRESIDENT**

Wayne E. Zyra, District 2

### **VICE PRESIDENT**

Jeffrey R. Adair, District 12

### **MAJORITY LEADER**

E. Daniel Quatro, District 15

### **DEPUTY MAJORITY LEADERS**

John G. Driscoll, District 13  
Jeffery L. McCann, District 19

### **MINORITY LEADER**

Harry Bronson, District 24

### **ASSISTANT MINORITY LEADERS**

Calvin Lee, Jr., District 25  
Carrie Andrews, District 21

## **LEGISLATIVE STAFF**

### **CLERK OF THE LEGISLATURE**

Lisa Polito Nicolay

### **LEGISLATIVE COUNSEL**

Patrick W. Pardyjak

### **CHIEF OF STAFF - REPUBLICAN MAJORITY OFFICE**

Justin Feasel

### **STAFF DIRECTOR - DEMOCRATIC MINORITY OFFICE**

Jennifer Skoog-Harvey

## LEGISLATORS

District 1 .....	Richard Yolevich
District 2 .....	Wayne E. Zyra
District 3 .....	Mary A. Valerio
District 4 .....	Stephen Tucciarello
District 5 .....	Mark J. Cassetti
District 6 .....	Richard Beebe
District 7 .....	Douglas B. Dobson
District 8 .....	Carmen F. Gumina
District 9 .....	R. Anthony LaFountain
District 10 .....	Anthony Daniele
District 11 .....	Michael G. Barker
District 12 .....	Jeffrey R. Adair
District 13 .....	Jack Driscoll
District 14 .....	Travis R. Heider
District 15 .....	E. Daniel Quatro
District 16 .....	Vinecent J. Esposito
District 17 .....	Edward M. O'Brien
District 18 .....	Ciaran T. Hanna
District 19 .....	Jeffery L. McCann
District 20 .....	Robert J. Colby
District 21 .....	Carrie M. Andrews
District 22 .....	Glenn J. Gamble
District 23 .....	Paul E. Haney
District 24 .....	Harry B. Bronson
District 25 .....	Calvin Lee, Jr.
District 26 .....	C. Stephen Eckel
District 27 .....	Willie J. Lightfoot, Jr.
District 28 .....	Cynthia Kaleh
District 29 .....	José A. Cruz

**COUNTY EXECUTIVE'S OFFICE**

**COUNTY EXECUTIVE**

Maggie Brooks

**DEPUTY COUNTY EXECUTIVE**

James P. Smith

**ASSISTANT COUNTY EXECUTIVE**

Jerry J. Helfer

**ASSISTANT COUNTY EXECUTIVE**

Kevin M. Finnerty

**ELECTED/APPOINTED OFFICIALS**

**BOARD OF ELECTIONS**

Peter M. Quinn, Commissioner  
Thomas F. Ferrarese, Commissioner

**COUNTY CLERK**

Cheryl Dinolfo

**DISTRICT ATTORNEY**

Michael C. Green

**PUBLIC DEFENDER**

Timothy P. Donaher

**SHERIFF**

Patrick M. O'Flynn

## **COUNTY DEPARTMENTS**

<b>AVIATION</b>	<b>David P. Damelio, Director</b>
<b>BOARD OF ELECTIONS</b>	<b>Peter M. Quinn, Commissioner Thomas F. Ferrarese, Commissioner</b>
<b>COMMUNICATIONS</b>	<b>Noah Lebowitz, Director</b>
<b>COUNTY CLERK</b>	<b>Cheryl Dinolfo, County Clerk</b>
<b>DISTRICT ATTORNEY</b>	<b>Michael C. Green, District Attorney</b>
<b>ENVIRONMENTAL SERVICES</b>	<b>Michael J. Garland, Director</b>
<b>FINANCE</b>	<b>Scott Adair, Chief Financial Officer</b>
<b>DEPARTMENT OF HUMAN SERVICES</b>	<b>Kelly A. Reed, Commissioner</b>
<b>HUMAN RESOURCES</b>	<b>Brayton M. Connard, Director</b>
<b>INFORMATION SERVICES</b>	<b>Nelson M. Rivera, Chief Information Officer</b>
<b>LAW</b>	<b>Daniel M. DeLaus, Jr., County Attorney</b>
<b>MONROE COMMUNITY HOSPITAL</b>	<b>Todd C. Spring, Executive Health Director</b>
<b>PARKS</b>	<b>Lawrence A. Staub, Jr., Director</b>
<b>PLANNING &amp; DEVELOPMENT</b>	<b>Judy A. Seil, Director</b>
<b>PUBLIC DEFENDER</b>	<b>Timothy P. Donaher, Public Defender</b>
<b>PUBLIC HEALTH</b>	<b>Andrew S. Doniger, M.D., Director</b>
<b>PUBLIC SAFETY</b>	<b>Stephen C. Bowman, Director</b>
<b>SHERIFF</b>	<b>Patrick M. O'Flynn, Sheriff</b>
<b>TRANSPORTATION</b>	<b>Terrence J. Rice, Director</b>
<b>VETERANS SERVICE AGENCY</b>	<b>James A. Carra, Director</b>

## **OFFICE OF MANAGEMENT & BUDGET**

### **DIRECTOR**

Susan L. Walsh

### **STAFF**

Wendy Clifford

Mary Lynne Hahn

Kevin Klemann

Jeanne Murphy

Diane Papas

Tina Stevens

Darryl Walczak

**We welcome your comments and suggestions about this budget document.**

**Please contact us at (585) 753-1260 or write to us at:**

**301 County Office Building**

**39 West Main Street**

**Rochester, NY 14614**

**or**

**Email us at [monroecounty.gov](http://monroecounty.gov)**

## Vision for Monroe County

Monroe County is a community of choice that is economically prosperous with a diverse business base, outstanding educational opportunities, sound infrastructure, access to a wide range of recreational and cultural assets as well as quality affordable housing for its residents. Ours is a community that will encourage future generations to live, work and raise their families here. Through stable property taxes, more efficient government and more effective partnerships and collaborations, Monroe County government will create an environment that promotes aggressive economic development and job creation.

## Mission for Monroe County Government

Through the dedicated and productive efforts of its workforce, Monroe County will provide high quality service to its residents in a cost-effective manner. By engaging the community and working together with people from all walks of life, Monroe County will create a government structure that lives within its means and promotes fiscal stability. By fostering a spirit of teamwork and collaboration with community partners, Monroe County government will return to its core values, ensuring a safe and healthy community, with a quality of life second to none.

THIS PAGE INTENTIONALLY LEFT BLANK



*Monroe County Legislature*  
*Office of the President*

**WAYNE E. ZYRA**  
PRESIDENT

December 12, 2008

Dear Taxpayers:

On December 9, the County Legislature approved the 2009 Monroe County Budget. This practical financial plan keeps faith with Monroe County taxpayers while maintaining the vital programs and services that are critical to our community's quality of life.

Given the economic turmoil on Wall Street and the tremendous budget deficits facing New York State, this fiscally responsible budget is a victory for families in our community. By controlling spending and doing more with less, we have preserved the property tax rate cut the Legislature approved last year.

Even in the face of the rising costs of commodities and unfunded mandates from Albany, we have delivered a 2009 Budget that is balanced through a combination of cost-cutting strategies, new efficiencies and revenue enhancements. It is also in full compliance with the Taxpayer Protection Act of 2008 by keeping non-mandated spending well below the rate of inflation. The hard-working families of our community are forced to make tough decisions to balance their family budgets, and we have made the same efforts with the County budget.

The top priority of the Republican Majority in the County Legislature is to serve and protect the taxpayers of this great community. We applaud the efforts of County Executive Maggie Brooks and her financial team to produce a 2009 Budget that keeps faith with property taxpayers and preserves our quality of life services. We look forward to continue working with the County Executive to explore and implement innovative solutions to ensure that our most prosperous days are ahead of us.

Sincerely,

Tony LaFountain  
Chairman

Ways & Means Committee

Wayne E. Zyra  
President



**ADOPTION OF THE MONROE COUNTY BUDGET  
FOR FISCAL YEAR 2009**

The County Executive submitted the 2009 proposed budget to the County Legislature on November 12, 2008. On December 09, 2008, the Legislature passed Resolution 271 adopting the Monroe County annual budget for fiscal year 2009.

**Operating Budget**

	<b>Appropriations</b>	<b>Revenue</b>	<b>Tax Levy</b>
Proposed Budget	\$905,475,676	\$566,690,503	\$338,785,173
Amendments*	\$54,944	\$100,000	(\$45,056)
Adopted Budget	\$905,530,620	\$566,790,503	\$338,740,117

**Grant Budget**

	<b>Appropriations</b>	<b>Revenue</b>	<b>Tax Levy</b>
Proposed Budget	\$155,837,391	\$155,837,391	\$0
Amendments	\$0	\$0	\$0
Adopted Budget	\$155,837,391	\$155,837,391	\$0
Proposed FV Tax Rate	\$8.99		
Adopted FV Tax Rate	\$8.99		

## 2009 AMENDMENTS

### **Appropriations are decreased as follows:**

Account 9001-5115020000 (Child Welfare - Foster Care), commitment item 504400 (Public Assistance Benefits) by \$45,056.

### **Appropriations are increased as follows:**

Account 9001-1209020000 (Unallocated – County General), commitment item 504205 (Commercial Services), by \$100,000.

### **Revenue is decreased as follows:**

Account 9001-1209020000 (Unallocated – County General), commitment item 400000 (Property Taxes) by \$45,056.

### **Revenue is increased as follows:**

Account 9001-1209020000 (Unallocated – County General), commitment item 410205 (Miscellaneous Revenue) by \$100,000.

## 2009 BUDGET SUMMARY BY ELECTED OFFICIAL

	GRANT BUDGET			OPERATING BUDGET		
	Appropriations	Revenues	Net County Cost	Appropriations	Revenues	Net County Cost
COUNTY CLERK	0	0	0	6,931,480	8,163,950	(1,232,470)
COUNTY LEGISLATURE	0	0	0	2,055,329	0	2,055,329
DISTRICT ATTORNEY	1,898,492	1,898,492	0	11,605,815	177,898	11,427,917
SHERIFF	10,876,837	10,876,837	0	107,970,154	6,876,927	101,093,227
COUNTY EXECUTIVE	143,062,062	143,062,062	0	776,967,842	551,571,728	225,396,114
<b>TOTAL</b>	<b>155,837,391</b>	<b>155,837,391</b>	<b>0</b>	<b>905,530,620</b>	<b>566,790,503</b>	<b>338,740,117</b>
<b>TOTAL REAL PROPERTY TAX LEVY</b>						<b>338,740,117</b>

**2009 BUDGET SUMMARY BY DEPARTMENT**

	GRANT BUDGET			OPERATING BUDGET		
	Appropriations	Revenues	Net County Cost	Appropriations	Revenues	Net County Cost
AVIATION	0	0	0	19,770,296	19,770,296	0
BOARD OF ELECTIONS	0	0	0	6,865,166	6,865,166	0
COMMUNICATIONS	0	0	0	389,328	57,500	331,828
COUNTY CLERK	0	0	0	6,931,480	8,163,950	(1,232,470)
COUNTY EXECUTIVE	0	0	0	524,497	20,185	504,312
COUNTY LEGISLATURE	0	0	0	2,055,329	0	2,055,329
CULTURAL & EDUCATIONAL SERVICES	0	0	0	34,994,512	24,162,422	10,832,090
DISTRICT ATTORNEY	1,898,492	1,898,492	0	11,605,815	177,898	11,427,917
ENVIRONMENTAL SERVICES*	0	0	0	87,277,140	87,277,140	0
FINANCE	0	0	0	6,922,630	3,712,477	3,210,153
FINANCE - UNALLOCATED	0	0	0	133,126,478	133,298,469	(171,991)
HUMAN RESOURCES	0	0	0	2,241,344	240,253	2,001,091
HUMAN SERVICES	134,859,549	134,859,549	0	226,588,759	136,246,169	90,342,590
INFORMATION SERVICES	0	0	0	0	0	0
LAW	0	0	0	7,926,299	5,340,685	2,585,614
MONROE COMMUNITY HOSPITAL	0	0	0	68,400,400	66,450,400	1,950,000
PARKS*	221,344	221,344	0	12,631,190	2,960,200	9,670,990
PLANNING AND DEVELOPMENT	0	0	0	2,501,290	1,309,239	1,192,051
PUBLIC DEFENDER	607,920	607,920	0	6,898,687	43,101	6,855,586
PUBLIC HEALTH	1,742,566	1,742,566	0	68,355,007	39,356,630	28,998,377
PUBLIC SAFETY	5,630,683	5,630,683	0	58,410,355	15,010,923	43,399,432
SHERIFF	10,876,837	10,876,837	0	107,970,154	6,876,927	101,093,227
TRANSPORTATION*	0	0	0	32,766,275	9,426,473	23,339,802
VETERANS SERVICE AGENCY	0	0	0	378,189	24,000	354,189
<b>TOTAL</b>	<b>155,837,391</b>	<b>155,837,391</b>	<b>0</b>	<b>905,530,620</b>	<b>566,790,503</b>	<b>338,740,117</b>
<b>TOTAL REAL PROPERTY TAX LEVY</b>						<b>338,740,117</b>

\*These are divisions of the Public Works Sector

**APPROPRIATIONS SUMMARY BY DEPARTMENT**

Department	Actual For 2007	Total Amended Budget 2008	Total Department Request 2009	Grant Budget 2009	Operating Budget		
					Appropriations Before Chargebacks	Less ** Service Chargebacks	Operating Budget 2009
AVIATION	18,104,051	19,206,804	19,772,218	0	19,911,296	(141,000)	19,770,296
BOARD OF ELECTIONS	4,620,721	7,062,111	6,943,423	0	6,865,166	0	6,865,166
COMMUNICATIONS	304,545	395,138	392,793	0	629,328	(240,000)	389,328
COUNTY CLERK	6,514,412	6,894,900	6,933,020	0	6,931,480	0	6,931,480
COUNTY EXECUTIVE	550,040	526,261	525,682	0	824,174	(299,677)	524,497
COUNTY LEGISLATURE	1,832,771	2,055,329	2,055,329	0	2,182,329	(127,000)	2,055,329
CULTURAL & EDUCATIONAL SERVICES	32,041,276	32,410,614	34,994,512	0	34,994,512	0	34,994,512
DISTRICT ATTORNEY	12,187,457	13,450,011	13,504,437	1,898,492	12,068,449	(462,634)	11,605,815
ENVIRONMENTAL SERVICES*	88,254,450	85,576,364	87,288,334	0	131,872,102	(44,594,962)	87,277,140
FINANCE	5,919,656	7,503,146	6,923,756	0	10,781,162	(3,858,532)	6,922,630
FINANCE - UNALLOCATED	28,909,802	104,075,859	133,026,478	0	144,521,575	(11,395,097)	133,126,478
HUMAN RESOURCES	2,072,824	2,167,725	2,362,783	0	2,986,456	(745,112)	2,241,344
HUMAN SERVICES	547,500,560	385,531,424	365,420,104	134,859,549	228,232,718	(1,643,959)	226,588,759
INFORMATION SERVICES	175,950	0	0	0	15,710,354	(15,710,354)	0
LAW	6,962,763	7,971,022	7,926,942	0	12,038,749	(4,112,450)	7,926,299
MONROE COMMUNITY HOSPITAL	66,191,335	65,790,986	68,400,400	0	68,400,400	0	68,400,400
PARKS*	11,673,476	12,879,174	13,229,271	221,344	12,880,390	(249,200)	12,631,190
PLANNING AND DEVELOPMENT	2,533,126	2,729,715	2,690,547	0	2,700,290	(199,000)	2,501,290
PUBLIC DEFENDER	6,988,570	7,516,489	7,506,611	607,920	6,898,687	0	6,898,687
PUBLIC HEALTH	25,305,333	64,648,191	70,101,044	1,742,566	68,568,414	(213,407)	68,355,007
PUBLIC SAFETY	57,818,835	60,677,481	64,045,099	5,630,683	60,268,221	(1,857,866)	58,410,355
SHERIFF	114,713,959	115,196,014	118,846,991	10,876,837	110,530,954	(2,560,800)	107,970,154
TRANSPORTATION*	41,687,087	31,273,110	32,766,619	0	34,323,175	(1,556,900)	32,766,275
VETERANS SERVICE AGENCY	352,010	391,179	380,420	0	378,189	0	378,189
<b>TOTAL</b>	<b>1,083,215,009</b>	<b>1,035,929,047</b>	<b>1,066,036,813</b>	<b>155,837,391</b>	<b>995,498,570</b>	<b>(89,967,950)</b>	<b>905,530,620</b>

\*These are divisions of the Public Works Sector

\*\*Non-mandated Service Chargebacks 67,208,608

\*\*Mandated Service Chargebacks 22,759,342

**REVENUES SUMMARY BY DEPARTMENT**

	<b>Actual 2007</b>	<b>Total Amended Budget 2008</b>	<b>Total Department Request 2009</b>	<b>Grant Budget 2009</b>	<b>Operating Budget 2009</b>
AVIATION	17,762,524	19,206,804	19,770,296	0	19,770,296
BOARD OF ELECTIONS	4,747,369	7,062,111	6,943,423	0	6,865,166
COMMUNICATIONS	40,494	57,500	57,500	0	57,500
COUNTY CLERK	8,674,667	8,718,350	8,163,950	0	8,163,950
COUNTY EXECUTIVE	17,219	21,178	20,185	0	20,185
COUNTY LEGISLATURE	0	0	0	0	0
CULTURAL & EDUCATIONAL SERVICES	8,038,776	22,464,868	24,162,422	0	24,162,422
DISTRICT ATTORNEY	1,712,723	2,188,007	2,076,390	1,898,492	177,898
ENVIRONMENTAL SERVICES*	84,865,961	85,576,364	87,277,140	0	87,277,140
FINANCE	4,027,826	4,234,403	3,712,477	0	3,712,477
FINANCE - UNALLOCATED	201,666,651	100,687,956	101,198,469	0	133,298,469
HUMAN RESOURCES	231,546	240,253	240,253	0	240,253
HUMAN SERVICES	283,774,521	296,844,588	273,117,567	134,859,549	136,246,169
INFORMATION SERVICES	22,002	0	0	0	0
LAW	5,350,226	5,319,725	5,340,685	0	5,340,685
MONROE COMMUNITY HOSPITAL	60,439,885	62,992,000	66,450,400	0	66,450,400
PARKS*	2,800,447	2,990,316	3,181,544	221,344	2,960,200
PLANNING AND DEVELOPMENT	1,123,266	1,243,874	1,315,672	0	1,309,239
PUBLIC DEFENDER	703,298	678,871	651,021	607,920	43,101
PUBLIC HEALTH	17,127,928	38,398,686	41,099,196	1,742,566	39,356,630
PUBLIC SAFETY	22,375,965	21,771,161	20,641,606	5,630,683	15,010,923
SHERIFF	18,148,041	17,650,670	17,753,764	10,876,837	6,876,927
TRANSPORTATION*	6,230,068	7,907,394	9,426,473	0	9,426,473
VETERANS SERVICE AGENCY	20,000	24,000	24,000	0	24,000
<b>TOTAL</b>	<b>749,901,403</b>	<b>706,279,079</b>	<b>692,624,433</b>	<b>155,837,391</b>	<b>566,790,503</b>

\*These are divisions of the Public Works Sector

## FUND SUMMARY AND TAX LEVY COMPUTATION 2009 BUDGET

This schedule presents appropriations and revenues by fund. A fund is a self-balancing group of accounts. For fund accounting purposes the entire real estate tax levy is received into the General Fund. The "Transfer From Other Funds" column includes the amounts required from the General Fund to support other funds. The Pure Waters Fund is supported by unit charges to users.

	Col. A	+ Col. B	- Col. C	- Col. D	- Col. E	- Col. F	= Col. G
<b>Operating Budget</b>	<b>Appropriations</b>	<b>Transfers to Other Funds</b>	<b>Transfers From Other Funds</b>	<b>Attributable Revenues</b>	<b>Revenues, Unit Charges</b>	<b>Appropriated Fund Balance &amp; Debt Service Reserve</b>	<b>Real Estate Levy</b>
General Fund	\$662,498,338	\$51,866,407		\$375,624,628			\$338,740,117
Road Fund	\$17,153,129		\$7,726,656	\$9,426,473			
Library Fund	\$10,453,137		\$6,620,000	\$3,833,137			
Pure Waters Fund	\$69,245,094			\$15,686,781	\$50,564,233	\$2,994,080	
Solid Waste Fund	\$15,416,803			\$15,416,803			
Airport Fund	\$19,770,296			\$19,770,296			
Hospital Fund	\$68,400,400		\$1,950,000	\$66,450,400			
Internal Service Fund	\$2,660,337			\$2,660,337			
Debt Service Fund	\$39,933,086		\$35,569,751	\$4,319,162		\$44,173	
<b>Total Operating Budget</b>	<b>\$905,530,620</b>	<b>\$51,866,407</b>	<b>\$51,866,407</b>	<b>\$513,188,017</b>	<b>\$50,564,233</b>	<b>\$3,038,253</b>	<b>\$338,740,117</b>

### Grant Budget

General Fund & Debt Fund -Grants	\$141,621,102	\$376,134	376,134	\$141,621,102			
Grant Fund – Grants	\$14,216,289			\$14,216,289			
<b>Total Grant Budget</b>	<b>\$155,837,391</b>	<b>\$376,134</b>	<b>\$376,134</b>	<b>\$155,837,391</b>			

**Estimated Full Valuation**                      **\$37,679,657,096**  
**Estimated Tax Rate per \$1,000 Full**    **\$8.99**

# **BUDGET PROCESS**

## **Budget Preparation and Development**

The procedures governing the preparation, submission and adoption of Monroe County's annual budget are stipulated in Article IV of the County Charter and Article VI of the Monroe County Administrative Code. The development of the capital budget involves a slightly different process and timing, as also stipulated in Article IV of the Charter.

Budgeting is a year-long process. In January of each year, the Chief Financial Officer and Director of Management and Budget brief the County Executive on the financial outlook for the forthcoming and successive budget years. After consultation with the County Executive, detailed budget instructions and specific budget targets are issued to operating departments and authorized agencies by mid-June to guide the preparation of the budget development process. In June and July, department heads and authorized agencies assess department/agency needs, prepare their respective operating budget requests and submit them to the Office of Management and Budget (OMB) on or before a set day in July. OMB personnel, in continued consultation with department staff, analyze budgets during the months of July through October. Many decisions are impacted by state, federal and local changes, which make it imperative to use the latest and most accurate information available before finalizing the budget. Final budget decisions are made by the County Executive, who prepares a proposed budget for submission to the County Legislature on or before November 15th.

## **Budget Adoption**

Following submission of the budget to the County Legislature, the Legislature must meet to deliberate on the budget and also must hold at least one public hearing prior to budget adoption. If the Legislature passes the budget as proposed, no further action is required on the part of the County Executive. If the Legislature changes the budget, the changes must be submitted to the County Executive for her consideration. The County Executive then has 48 hours to approve or disapprove each of the legislative changes. The Legislature can override a County Executive veto within the next 48 hours with a three-fifths majority vote.

If a budget has not been passed on or before the second Tuesday in December, the Legislature must meet every day until the budget is passed or until December 16<sup>th</sup>, whichever occurs first. If the budget is not passed by December 16<sup>th</sup>, then the budget as submitted by the County Executive, with any legislative changes agreed to by the County Executive, becomes the adopted budget for the next year. The Monroe County budget takes effect January 1<sup>st</sup>.

## **Budget Amendments**

During the course of a year the budget is routinely amended. The major reasons are to accept grant funding and to respond to unanticipated program requirements which may necessitate changes of authorizations from one portion of the budget to another. Estimated grant funding may be budgeted through the normal cycle in anticipation of grant funding of a program, but when actual grant amounts are verified through the course of a year, the budget has to be amended to account for exact amounts. Budget amendments which involve the acceptance of additional revenues and corresponding changes of expenses or involve a transfer of expense appropriations between funds have to be approved by the County Legislature. Budget amendments which involve a transfer of expense appropriations among line items between departments may (if they are \$10,000 or less to a particular line item) be approved administratively with the approval of a department head and the Budget Director. Major transfers between departments (amounts in excess of \$10,000 to a particular line item) require the approval of the County Legislature. Since amendments to the budget are done routinely, the year-to-year comparison in the department budgets and in the financial detail is made from the amended previous year budget (rather than the original adopted) to the new budget.

During the budget year, quarterly reviews of key appropriation and revenue accounts deemed critical to maintaining a balanced budget are prepared by OMB and submitted to the Legislature. On the basis of these reviews, OMB, in cooperation with the Controller, prepares a fourth quarter reallocation to revise appropriations for review and approval by the Legislature in anticipation of the current year close-out.

## **Capital Budget**

Monroe County has a six-year plan for capital improvements. This plan is updated each year in the form of a Capital Improvement Program (CIP). As required by Article IV of the County Charter, the administration is required to submit an updated CIP to the Legislature by May of each year, and the Legislature is required to approve the plan on or before the first regularly scheduled meeting in July. The first year of that six-year plan becomes the Capital Budget for the next fiscal year (beginning the following January).

Future implications of the CIP projects on the operating budget are noted in the CIP document. Generally, the implications of capital projects on the operating budget have been to either reduce the cost of maintenance or avoid future increases in the cost of maintaining facilities. For some projects, the implication has been to increase costs because of additional staffing and other expenses required to operate expanded facilities. Other projects result in additional operating costs, but generate additional operating revenues which offset these costs.

The CIP document is separate from this operating budget document. For more information, see the "Capital Program/Debt Service" analysis toward the end of this budget document.

**CITIZENS OF MONROE COUNTY**

**LEGISLATURE\***

**COUNTY EXECUTIVE\***

**Elected Offices**

**Operating Departments**

**Staff Departments**

**County Clerk\***

**Aviation**

**Communications**

**District Attorney\***

**Board of Elections**

**Finance**

**Sheriff\***

**Environmental Services**

**Human Resources**

**Human Services**

**Information Services**

**Monroe Community Hospital**

**Law**

**Parks**

**Planning & Development**

**Public Defender**

**Public Health**

**Public Safety**

**Transportation**

**Veterans Service Agency**

\* Elected Department Heads































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































































