

CHEMUNG COUNTY



FINAL HIGHWAY SERVICES STUDY

December 2010

CHEMUNG COUNTY HIGHWAY SERVICES STUDY

DECEMBER 2010

PROJECT PARTNERS:

*Chemung County, the City of Elmira, the Towns of Ashland, Big Flats, Catlin,
Chemung, Elmira, Horseheads, Veteran, and Southport, and
the Villages of Horseheads and Elmira Heights.*

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Executive Summary

Background

In an era of declining municipal revenues and rising fixed costs, the importance of effectively managing the delivery of any municipal service cannot be overstated. This is especially true of highway services, which encompass both significant human capital resources and a vast array of costly specialty equipment, all requiring skilled management in order to effectively serve a designated population.

Located in New York State's Southern Tier Region, Chemung County is comprised of 410 square miles, housing seventeen municipalities ranging in population size from several hundred in the more rural reaches of the county, to nearly thirty thousand in the City of Elmira. Over eleven hundred miles of roadways traverse the county spanned by 154 bridges; all maintained by county, town, and village, highway service or public works departments. According to New York State Comptroller data, between 2004 and 2008, all Chemung County municipalities cumulatively expended an annual average of approximately \$23.76 million on highway services, representing an average annual per capita of \$153 and \$16,187 per mile.

Chemung County has been actively pursuing shared highway services opportunities for a number of years. Efforts have been underway since the early 1990's to grapple with the myriad of issues arising from the need to manage so many miles of roads throughout a large number of communities. In November 2006, the Chemung County Legislature passed a resolution authorizing the formation of the Municipal Highway Services Board (HSB). The purpose of the HSB was to institute a collaborative environment for exploring the potential for shared highway services among all municipalities. Recognizing the importance of keeping momentum in these efforts, Chemung County, in partnership with the City of Elmira and the local towns and villages in the county, applied for and received a Shared Municipal Services Incentive (SMSI) grant in 2008 to further research opportunities for increased sharing of highway services, maintenance, and equipment. In early 2009, a consulting team composed of the Laberge Group, Hunt Engineering, and the University at Buffalo Regional Institute was engaged to develop the *Chemung County Highway Services Study* (hereafter referred to as the *Study*).

Objectives

The primary objective of this *Study* was to identify potential areas of cost savings and efficiencies while increasing the quality of common highway services and activities for all municipalities. The residents of Chemung County currently receive high quality highway services that are provided by a network of dedicated municipal highway employees. Historically, the majority of municipalities share highway resources on an as needed basis. Cooperative efforts have resulted in many improvements in recent years, and this *Study* sought to build upon those efforts and deliver a model able to increase the sharing of highway services amongst the municipalities of the county, while simultaneously preserving or improving

upon service levels and lowering delivery costs. These objectives have been achieved by exhaustive research, at the heart of which has been the participation of all of the stakeholders, namely the members of the HSB, and the department heads. Achieving the levels of detail encompassed within this report would not have been possible without the leadership and participation of the county, and each municipality.

Plan Contents

Section I of the Study contains a summary the project groundwork, including a brief overview of the planning process and a description of shared services agreements already in place across the county. The section also discusses the benefits of shared services and raises awareness of common barriers to shared services. Section II provides a brief summary of municipal characteristics, including countywide growth trends, total highway mileage within each community, and road conditions. Section III provides an overview of highway services currently provided by the highway and DPW departments in Chemung County. A collective summary of highway department assets, including equipment, personnel, and facilities, is also contained in this section. The Recommended Model, Implementation Plan, and Projected Savings are discussed in Sections IV, V and VI, respectively. The descriptive profiles for individual departments, as well as the detailed analyses and technical memos supporting the Recommended Model, are contained in the Appendices.

Study Methodology

Coordination with Stakeholders

To ensure that this *Study* was founded upon common goals and objectives, it was imperative that feedback be obtained from municipal leaders and public works/highway department heads. The Municipal Highway Services Board (HSB) met regularly to discuss key issues with the consultant team, assisted with data gathering and reviewed draft documents. Members of the HSB were instrumental in assisting the consultant team in identifying areas of focus as well as identifying additional stakeholders. Four outreach methods were used to solicit stakeholder input throughout the planning process: 1) coordination meetings with the Highway Services Board; 2) department head questionnaires; 3) stakeholder interviews; and 4) roundtable discussions. The feedback obtained through these outreach efforts formed the basis for the recommended service delivery model developed as part of this planning process.

Inventory of Existing Highway Services

An inventory of existing highway services was developed for Chemung County and its municipalities in order to create an accurate picture of the collective resources. The inventory includes a review of standard duties and functions, highway personnel, facilities, equipment, existing collective bargaining agreements, and intermunicipal agreements. Utilizing written questionnaires and one-on-one interviews of department heads and their staff, further detail was obtained on special staff skills and equipment needs. Department heads also identified shared services opportunities for the future. The inventory also included a review of each existing highway facility to get a general impression of the condition lifespan, capacity, safety, and

expansion opportunities. Finally, a financial analyst obtained and analyzed fiscal information submitted by Chemung County municipalities to the New York State Comptroller's Office. The fiscal profile compares revenues, debt and the operating and capital costs of each municipal highway department, including a detailed comparison of expenditures per capita and expenditures per mile within each jurisdiction. **(See Section III for a summary, and Appendix D for the Detailed Fiscal Analysis)**

Identification of Preliminary Opportunities for Shared Highway Services

As highway services are widely accepted as a key ingredient in the measurement of a community's quality of life, it was very important that the planning process included outreach to the stakeholders to obtain their ideas, opinions and feedback on the potential opportunities for shared highway services. As previously mentioned, the outreach process included HSB meetings, department head questionnaires, stakeholder interviews and roundtable meetings, providing ample opportunity to discuss the project and any potential issues. The results of this process provided invaluable information regarding the current highway service needs and desires of the involved municipalities to share highway services. Throughout the process, preliminary opportunities for shared highway services, facility needs and equipment needs were identified and evaluated. A number of potential highway services delivery models were reviewed and determined to be unfeasible by the consultant team and the HSB. Ultimately, a general consensus was reached on a Recommended Model, which articulates how the county and its municipalities can most efficiently work together to meet the current and future challenges of highway service delivery.

Development of the Recommended Model for Highway Service Delivery

Culling all the feedback from the stakeholder outreach process, the consultant team compiled a Recommended Model for providing highway services in Chemung County that will improve efficiencies and maintain quality services on the county and local road networks. The consultant team reviewed a number of different approaches to the delivery of highway services and concluded that a hybrid model, combining aspects of functional consolidation, centralization, and decentralization has potential for the greatest success in the county. A detailed discussion of the recommended model is contained in **Section IV**.

Although it is understood that all Chemung County municipalities have good working relationships with one another, sharing and trading highway services, equipment and personnel quite often, the Recommended Model of highway services will enable services to be performed in a more coordinated, planned and organized fashion which will lead to widespread efficiencies across the county. Coordination of certain specialized services, facility rehabilitation, and large equipment purchases will allow the county and local governments to provide highway services to all tax-payers both equitably, and in a more cost effective manner. The Recommended Model includes three main components. It is suggested that each of the three components be implemented gradually in phases; however, the greatest efficiencies will ultimately be realized through the implementation of all three components:

- **Component 1 - Consolidated Urban Highway Services Area:** The integration of highway services between Chemung County, the City of Elmira, the Villages of Elmira Heights and

Horseheads, and the Towns of Horseheads and Elmira, working toward a long term goal of forming a unified Consolidated Urban Highway Services Area (CUHSA).

- **Component 2 - Centralized Services:** The centralization of certain common and specialized highway services to realize economies of scale. Chemung County will take the lead in organizing and deploying certain specialized highway services to all participating municipalities. There will be an initial focus on expanding technical engineering services, bridge and large culvert maintenance, sign fabrication and installation, tree removal, guiderail installation, pavement marking, pesticide application, and safety training. The Elmira-Chemung Transportation Council (ECTC) will provide valuable technical assistance and play an active role in implementing this component. In December 2009, the ECTC adopted its 2030 Long-Range Plan (LRP) which “emphasizes maintaining, optimizing and integrating a transportation system that includes roads, bridges, rail, transit, bicycle and pedestrian facilities, and the regional airport”.¹ The ECTC’s Unified Planning Work Program (UPWP) reinforces the MPO’s desire to work with local communities on transportation planning. Task 1 of the UPWP states that “the ECTC will work with local municipalities to develop and maintain a comprehensive Asset Management System that combines an inventory of the structural and operational characteristics of all federal-aid roadways in Chemung County and identifies potential preferred treatments that maximize the safety and efficiency of the transportation system in the most cost-effective manner. Work includes: a Traffic Count Program, a Local Bridge Assessment, Highway System Scoring, and updates to the Local Highway System GIS database.”²
- **Component 3 - Decentralized Services:** The transfer of certain highway services from the county to the localities to improve coordination of local road maintenance. The county will negotiate contracts with local highway departments for routine winter and/or summer maintenance and repair of county roads within the respective boundaries of each locality. Decentralized services may include, but may not be limited to, snow and ice removal, roadside mowing, brush cutting, pothole patching, and ditching.

Projected Cost Savings

It is anticipated that implementing the recommended model will be an effective means of reducing municipal spending and lowering property taxes. It is also important to recognize that certain recommendations and action steps identified in this *Study* may result in direct cost savings, while others will result in overall efficiencies. In other words, certain actions have the potential to create economies of scale by eliminating duplicative or overlapping functions, but may not always result in obvious cost savings. Conversely, joint purchases of equipment, shared operations and maintenance costs of joint facilities, actual staff reductions, and/or joint positions will directly result in cost savings. A complete analysis of projected cost savings is included in **Section VI**.

¹ Elmira-Chemung Transportation Council (ECTC) 2010-2011 Unified Planning Work Program (UPWP), page 7.

² Elmira-Chemung Transportation Council (ECTC) 2010-2011 Unified Planning Work Program (UPWP), pgs 14.

Upon full implementation of *Component 1: Consolidated Urban Highway Services Area*, it is estimated that potential personnel cost savings could be approximately \$951,000. An analysis of the potential facilities cost savings shows the savings to be \$3,671,000, and for equipment the savings could reach \$9,622,000. In total, facilities savings, equipment savings, and personnel savings from functional consolidation are estimated to save the proposed CUHSA municipalities approximately \$14.2 million; \$2.72 million in Year 1, \$2.79 million in Year 2, \$2.85 million in Year 3, \$2.91 million in Year 4, and \$2.97 million in Year 5. While these savings are certainly significant, it is important to note that the critical imperative is to achieve improved service delivery.

Table EX 1: Projected Cost Savings Attributable to Implementing Component 1

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Equipment	\$1,924,400	\$1,924,400	\$1,924,400	\$1,924,400	\$1,924,000	\$9,622,000
Facilities	\$734,200	\$734,200	\$734,200	\$734,200	\$734,200	\$3,671,000
Personnel	\$65,925	\$130,535	\$192,545	\$252,262	\$309,970	\$951,000
Total	\$2,724,525	\$2,789,135	\$2,851,145	\$2,910,862	\$2,968,570	\$14,200,000

Source: Loberge Group. A complete analysis of projected cost savings is included in Section VI

Implementing *Component 1* of the Recommended Model is estimated to reduce highway spending for Chemung County, theoretically, reducing the overall tax burden for all municipalities in the county. The outcome of the Tax Impact Analysis (see **Section VI**) estimated that in Year 1, the range for property tax savings on a \$100,000 assessed value home spanned from a low of approximately \$17 in the Village of Van Etten to a high of approximately \$575 in the Town of Horseheads.

In order to estimate the potential cost savings for implementing *Component 2: Centralized Services*, the consultant team surveyed department heads to compile an itemized cost of typical highway services expenditures that were targeted for centralization. By obtaining data on average annual expenditures for these targeted services, a figure could be extracted to estimate the percentage municipalities would save by having such services performed by the county. From the quantitative data supplied by the municipalities, a figure of 5 to 10% cost savings qualitatively appeared to be a conducive and accurate representative percentage from the sample. This 5 to 10% cost savings figure was then applied to the average total highway expenditures for each municipality between 2004-2008 to yield the estimated dollar amount of potential cost savings for each municipality; one calculation was performed using 5% expenditure savings to yield the lower limit of the estimation, and one calculation was performed using 10% expenditure savings to yield the upper limit of the estimation. Using this figure as a starting point for the year 2009, the total savings were then forecast over five years.

The results of this analysis illustrated that all municipalities including the county are expected to save approximately \$1.2 million in Year 1, increasing to \$1.25 million by Year 5. Under a 10% savings calculation, savings to all municipalities would be twice as much, totaling approximately \$2.4 million in

Year 1 and growing to approximately \$2.5 million in Year 5. Chemung County will accrue the most savings, followed by the City of Elmira, the Town of Southport and the Town of Big Flats.

Municipalities can also economically benefit from the implementation of *Component 3: Decentralized Services*. Decentralization is an ideal strategy where municipalities can perform services more inexpensively than the county, where the county's total expenditures under negotiated service level agreements with the municipalities would be less than their total expenditures to provide the service, and where the negotiated price for the services exceeds the cost to the municipalities. Under these conditions, the municipalities would benefit from both a reduction in the county tax levy, because the county would be spending less on highway services, as well as a profit by delivering the services for less than what is charged to the county.

To illustrate potential tax savings for implementing *Component 3*, snow removal was selected as the service to be analyzed because of the availability of data on the typical price per centerline mile charged between governments for inter-municipal provision of the service, which ranges between \$4,000-5,500. For purposes of this analysis, \$4,000 was used as the price per centerline mile that all municipalities would charge the county for removing snow from county roads, although it is understood that the certain municipalities may wish to negotiate agreements that involve an exchange of services, rather than dollars. It was also assumed that all municipalities could accommodate the added scale of servicing county roads without additional capital investments and at the same marginal cost as servicing local roads.

The analysis revealed that decentralization of snow removal will likely reduce overall spending on highway services and thereby reduce property tax burdens. Under decentralized snow removal in Chemung County, it is estimated that all municipalities combined will save approximately \$270,000 per year on snow removal. Savings will be more precisely determined by the negotiation of individual contractual agreements between the localities and the county

Project Status Update

Embracing the findings and the Recommended Model for highway service delivery, in February 2010, Chemung County, the City of Elmira, towns of Horseheads and Elmira, and the villages of Horseheads and Elmira Heights applied for an Efficiency Implementation grant from the Local Government Efficiency Grant (LGEG) Program, available through the NYS Department of State. The county, along with their local government partners, intends to move forward immediately with many of the initial implementation steps outlined within this *Study* if awarded.

I. Introduction

Purpose

In order for Chemung County to remain socially and economically sustainable, municipal leaders must respond and adapt to changing economic conditions. As population and capital continue to leak out of Upstate New York, highway services are provided at an ever-increasing cost to Chemung County residents and business owners. In order to counteract potential inefficiencies and higher costs of delivering highway services, in 2008, Chemung County, in partnership with the City of Elmira and the towns and villages, cooperatively agreed to develop the *Chemung County Highway Services Study* (hereafter referred to as the *Study*).

Chemung County has been actively pursuing shared highway services opportunities for a number of years and this *Study* is the culmination of those efforts to date. From the outset, the focus of this *Study* was to analyze the current highway service delivery model in order to determine methods for improving service delivery, efficiency, and decreasing costs. Alternative highway service delivery models identified through this process are built upon the strong working relationship that exists between Chemung County and the involved municipalities.

Project Partners

Project Partners included Chemung County, the City of Elmira, the Towns of Ashland, Baldwin, Big Flats, Catlin, Chemung, Elmira, Erin, Horseheads, Veteran, Southport and Van Etten, the Villages of Horseheads and Elmira Heights. Highway services in the Villages of Millport, Wellsburg, and Van Etten are provided by the Towns of Veteran, Ashland, and Van Etten respectively, as such, their highway needs are also represented in this *Study*. The Towns of Van Etten, Baldwin, and Erin did not choose to join the *Study* until later in the process. Where available, the highway resources of these towns were included in the report in order to ensure that this *Study* was as comprehensive as possible. The project consultant team was comprised of the Laberge Group, Hunt Engineering, and the University at Buffalo Regional Institute.

Overview of the Planning Process

To expand upon previous shared services efforts, the consultant team researched, identified, and reviewed local and countywide highway service delivery operations provided by all municipalities. From this research, an informative analysis was completed describing areas where expanding highway services, sharing services between municipal highway departments, and/or consolidating highway services may result in positive outcomes including a cost savings and enhanced services delivery for all Chemung County municipalities. The planning process consisted of the following project components:

- Inventory & Analysis of Existing Highway Services and Resources;

- Stakeholder Participation Process;
- Development of Preliminary Shared Services Opportunities and Alternatives;
- Development of Cost Analysis of the Recommended Alternatives;
- Development of Implementation Strategies;
- Preparation of Draft Study;
- Public Hearings;
- Preparation of Final Study.

Project Background and Groundwork

Chronology of Shared Services in Chemung County

Chemung County's commitment to shared highway services began in the early 1990's with the formation of the Chemung County Blue-Ribbon Task Force on Shared Services. In October 1992, the *Final Report of the Chemung County Blue-Ribbon Task Force on Shared Services* was submitted to the Chemung County Executive and members of the Chemung County Legislature. The report sought to gradually integrate various county and municipal services in the coming decades. Recommendations of the task force related to shared highway services included the establishment of highway and bridge maintenance districts within Chemung County; the establishment of a centralized information exchange service to receive and disseminate current inventories of public property, equipment, equipment maintenance services, and specialized employee skills available on a reciprocal basis among Chemung County's various local government units; the establishment of stormwater management districts; and the expansion of existing joint purchasing practices.³

Since 1992, significant progress has been made towards reaching the recommendations outlined in the *Blue-Ribbon Task Force Final Report*. In March 2008, Chemung County, the City of Elmira, the Towns of Ashland, Baldwin, Big Flats, Catlin, Chemung, Elmira, Erin, Horseheads, Southport, Van Etten, and Veteran, the Villages of Elmira Heights, Horseheads, Millport, Van Etten, and Wellsburg, and the Chemung County Soil and Water Conservation District signed an intermunicipal agreement to establish a Chemung County Stormwater Team. The Stormwater Team, formed by the Chemung County Soil and Water Conservation District, was created to assist Chemung County MS4⁴ municipalities with the review of the Stormwater Pollution Prevention Plans and to conduct required inspections. Eleven (11) of the participants were MS4 municipalities and six (6) were non-MS4 municipalities. The agreement represents

³ [Final Report of the Chemung County Blue-Ribbon Task Force on Shared Services.](#)

⁴ According to the federal law commonly known as Stormwater Phase II, permits will be required for stormwater discharges from Municipal Separate Storm Sewer Systems (MS4s) in urbanized areas and for construction activities disturbing one or more acres. <http://www.dec.ny.gov/chemical/9007.html>

a cooperative effort to protect and improve the quality of local waterways.⁵ Also in accordance with recommendations from the *Blue-Ribbon Task Force Final Report*, Chemung County municipalities have also made substantial efforts towards centralized information exchange services and joint purchasing practices.

In 2003, the Chemung County Council of Governments (COG) established the Chemung County Shared Services Task Force. The Task Force, comprised of representatives from all Chemung County municipalities and several private businesses, was formed to revisit local opportunities for shared services. Highway maintenance was identified by the Task Force as one of the key service areas to be examined and a separate committee was formed to specifically address shared highway services.

In August 2004, the Task Force commissioned an assessment of Chemung County winter road maintenance, resulting in the development of two reports, the *Chemung County Winter Road Maintenance Assessment* and the *Chemung County Winter Road Maintenance: Final Report*.⁶ Completed in 2005, the *Chemung County Winter Road Maintenance Assessment*, made recommendations in five areas: contracting out to town highway departments for winter snow maintenance, increased storm alert and callout coordination, consideration of one-person plowing operations, improving the consistency of budgeting and financial recordkeeping for cost accounting in highway services, and the development and coordination of winter maintenance standards and policy.⁷

In fall 2006, the Shared Services Task Force proposed the institution of a Municipal Highway Services Board (HSB), comprised of representatives from all Chemung County municipalities. The purpose of the HSB was to institute a collaborative environment for exploring the potential for shared highway services among all municipalities. In November 2006, the Chemung County Legislature passed a resolution authorizing the formation of the HSB, and in March 2007, the county and seven other municipalities officially announced the formation of the HSB, including Chemung County, the towns of Big Flats, Catlin, Elmira, Horseheads, Southport, and Veteran and the Village of Horseheads.⁸ The City of Elmira joined the HSB later in 2007 and the Village of Elmira Heights joined soon after.

To build upon cooperative efforts, Chemung County and the City of Elmira signed a formal agreement in March 2008 to consolidate the positions of the City Department of Public Works Director and the County Public Works Commissioner. According to the agreement, the City DPW Director would serve as the County DPW Commissioner. While the administration of the two departments merged, the department staffs did not. Therefore, the new Director remained a city employee under contract with the county. Responsibilities of the Director included supervision of all highway and civil engineering operations of both municipal entities. Through the agreement, Chemung County and the City of Elmira hoped to reduce

⁵ Intermunicipal Agreement Regarding Services to be Provided Relating to Stormwater Management and Erosion and Sediment Control. March 28, 2008.

⁶ Hattery, Michael. *Chemung County Winter Road Maintenance: Final Report* (Cornell University, June 2005).

⁷ Hattery, Michael. *Chemung County Winter Road Maintenance: Final Report*.

⁸ Hattery, Michael. *Chemung County Winter Road Maintenance: Final Report*.

personnel costs as well as equipment and materials purchasing costs in addition to providing more efficient highway services to their constituencies.⁹

By forming the HSB and formally consolidating the positions of City Public Works Director and County Public Works Commissioner, sixteen municipalities within Chemung County have shown their commitment to shared highway services. The county applied for and received a Shared Municipal Services Incentive (SMSI) grant in 2008 to further research opportunities for increased sharing of highway services, maintenance, and equipment. The funds received from this grant were used to commission this *Study*.

Summary of Shared Highway Services

Chemung County municipalities have vigorously pursued opportunities for shared highway services over the past decade. Highway departments within the county collaborate extensively, sharing personnel, equipment, and facilities. Intermunicipal sharing occurs on both a formal and informal basis in Chemung County. Formal agreements are often drafted when intermunicipal sharing involves the joint purchase of a piece of equipment, the extensive use of a facility or the long-term utilization of a staff person. In most cases, however, municipal highway departments in Chemung County work together informally, or “as needed”. For example, Chemung County has an informal agreement with the Towns of Chemung, Baldwin, and Van Etten for winter maintenance of county road mileage within their respective town boundaries. In addition, Chemung County and the City of Elmira share specialty equipment and highway services on a seasonal basis with other surrounding municipalities, including but not limited to, sign repair, tree trimming, trucking, and creek restoration. Sharing services has helped many municipalities across the county realize cost savings, improve efficiency, and strengthen neighbor relations.

In order to address liability and responsibility issues, many of the Chemung County municipalities have signed umbrella agreements, or general service and equipment sharing agreements, which allow these municipalities to work together on a semi-regular basis. The following list represents a snapshot of existing shared services agreements across the county, and should not be considered exhaustive. A summary of existing intermunicipal agreements can be found in **Appendix A**.

- **Chemung County & City of Elmira:** Adopted an agreement to consolidate the positions of City Public Services Director and County Public Works Commissioner. Although the rest of the DPW workforce remain employees of the city or county, with their own separate pay rates, benefit packages and union contracts, the two work seamlessly together on highway projects.
- **Chemung County & Village of Horseheads:** Adopted an agreement to share salt storage space at the county facility.
- **Chemung County, Village of Horseheads & Town of Horseheads:** Adopted an agreement for the joint purchase of a grader.

⁹ The LGE Guide to Developing Intermunicipal Arrangements for Highway Services

- **City of Elmira & Village of Elmira Heights:** Adopted an agreement for the city to provide sanitation services and traffic signal maintenance to the village.
- **Village of Horseheads & Horseheads Central School District:** Adopted an agreement to share the School District's new gas and diesel fueling facility and the School District's equipment maintenance shop.
- **Town of Horseheads & Village of Horseheads:** Adopted an agreement to share a street sweeper.
- **Towns of Ashland, Big Flats, Catlin, Horseheads, Southport & Veteran:** Adopted umbrella agreements with neighboring municipalities authorizing the highway superintendent to share services, equipment, and personnel.

Summary of Stakeholder Participation Process

The intent of the stakeholder participation process was to inform participants about the planning process and its findings, as well as to solicit their views and suggestions for items to be included within the *Study*. Members of the HSB were instrumental in assisting the consultant team in identifying areas of focus as well as identifying additional stakeholders. It was considered imperative that feedback be obtained from public works/highway department heads, to ensure that the *Study* was founded upon common goals and objectives. Four methods were used to solicit stakeholder input throughout the planning process: 1) coordination meetings with the Highway Services Board; 2) department head questionnaires; 3) stakeholder interviews; and 4) roundtable discussions. The feedback obtained through these outreach efforts formed the basis for the development of preliminary and final alternative models for highway services delivery.

Highway Services Board Coordination Meetings

As part of the planning process, regular coordination meetings were held between the consultant team and the HSB. Coordination meetings were generally attended by the chief executives of the participating municipalities and other local and regional leaders. Initially, these meetings focused on gathering information pertaining to current highway operations including budgets, capital improvement plans, intermunicipal agreements, collective bargaining agreements, and inventories of equipment, facilities, and personnel. Later meetings focused on the review of findings from research efforts and discussing alternative highway service delivery models.

Department Head Questionnaires

All highway department heads from the communities originally participating in the *Study* were provided with a questionnaire at the beginning of the planning process. The Department Head Questionnaire asked for information on the range of services their department provides; their equipment inventory including age, condition and value; and the organizational makeup of the workforce, including: job title, duties, full time or part time, salary or average wage, years of service, and specialized skills of certain laborers. The information collected from this portion of the questionnaire helped to build the personnel and equipment

inventories. The questionnaire also inquired about each municipality's current system of sharing resources and how additional services and equipment could be better coordinated in the future. The sharing opportunities identified by department heads in the questionnaire provided a solid foundation on which to base the *Study's* final recommendations.

Stakeholder Interviews

Two rounds of one-on-one stakeholder interviews were conducted with the highway department heads from each of the communities¹⁰. The first round of interviews occurred on March 25 and March 26, 2009. These interview sessions were intended to supplement the responses to the Department Head Questionnaire and gather further detail regarding each department's personnel, equipment, and facilities. During the interviews, each department head also provided important information regarding the perceived needs and key issues confronting their department and gave advice regarding possible alternative service delivery. This process helped to develop a preliminary list of concerns and potential areas where sharing services, equipment, staff, and facilities could improve service delivery and efficiency in the future. The results of this process culminated in the development of preliminary shared services opportunities and alternatives that would be the basis for the recommended alternative model.

The second round of interviews was conducted on June 22 and June 23, 2009. During these interviews, more specific questions were asked regarding employee specialization and the percentage of time dedicated to specialized tasks. Specific questions were also asked about the utilization of equipment and equipment sharing, and items that would be appropriate for a shared equipment motor pool. These focused questions helped to identify what services would be more efficiently and effectively provided in a centralized manner and what personnel and equipment might be best suited for providing these centralized services.

Opportunities for Cooperation

The coordination meetings with the HSB, department head questionnaires, and stakeholder interviews were crucial for identifying potential opportunities for further sharing and intermunicipal cooperation. Through interaction with the department heads and public officials, many common themes were identified for potential shared highway services. The following list is a summary of the potential service sharing opportunities for centralized or shared highway services commonly identified by the involved stakeholders:

- **Engineering:** Technical assistance and standardized road permitting.
- **Special Roadwork:** Tree removal and trimming; pesticide application; roadside mowing; street sweeping; guiderail installation; large culvert maintenance; pavement marking.
- **Signs and Signals:** Traffic signal repair; sign fabrication and installation.

¹⁰ Interviews were not conducted with the Towns of Baldwin, Erin, or Van Etten because they had yet to join the Study at this phase of the process.

- **Equipment:** Fleet and equipment maintenance; standardized equipment and vehicles countywide; shared skilled mechanics for specialty equipment maintenance; specialty equipment motor pool.
- **Facilities:** Tire warehouse; wash bay for big machines and trucks; paint and sand blasting bay; shared sand and salt storage areas.
- **Safety:** Safety training; radio communication system.
- **Administrative:** Shared insurance; grant writing and administration; standardized record keeping of daily activities; standardized record keeping of equipment sharing; purchasing and bidding for equipment and materials; coordination of plow routes.

The Barriers of Sharing Services

The coordination meetings with the Highway Services Board and communication with the department heads revealed a number of limitations or barriers to sharing highway services. Despite the significant advantages of intermunicipal cooperation, a number of real and perceived barriers exist that prevent communities from collaborating¹¹. Some examples of barriers to sharing services include the following:

- **Loss of Control and Community Identity:** In order to cooperatively provide a service, some level of control must often be relinquished. However, shared service agreements can be structured to mitigate cost allocation, accountability and control issues.
- **Degradation of Service Provision:** The degradation of quality of a service can be both real and perceived. Service benchmarks that are monitored on a regular basis can mitigate service quality ambiguity. Some highway superintendents indicated that the county engineering staff could take on a larger role in providing technical assistance on town highway projects. Assigning appropriate staff to the function and maintaining continuity of those serving in this expanded capacity can improve the level of service.
- **Cost Tradeoff:** Although overall efficiency may improve, cost savings are not always realized with service sharing, even when forecasted over the long-term. Sometimes, despite overall cost savings, one party may realize cost savings while another may see costs increase. The absence of cost savings and the perception of what is ‘lost’ and what is ‘gained’ by one municipality over another can be the largest barrier to working together.
- **Compatibility of Capital Assets:** Joint service provision depends upon compatibility of capital assets, including information systems and machinery. Intermunicipal cooperation will be difficult if capital assets used for service provision are incompatible.

¹¹ Ruggini, John. An Elected Officials Guide to Intergovernmental Service Sharing (Chicago: Government Finance Officers Association, 2007) & Michigan Government Finance Officers Association. Selling Stakeholders on Interlocal Cooperation.

- **Changes to Personnel Structure:** Employees are directly responsible for service provision and therefore are directly impacted by changes to service delivery structures. There are a variety of concerns relating to job loss, accountability, pay scale, and location of place of employment that must be addressed when negotiating cooperative agreements. Employee and union issues often limit abilities to formally share staff and programs.
- **Fear of the Unknown:** Fear can be driven by inexperience in building partnerships or a lack of understanding of legal issues. Trust and respect are very important factors in the willingness of highway managers to work cooperatively and share equipment. Many highway managers express hesitancy in jointly equipment purchases because of potential problems with scheduling and assigning the costs for repairs among joint owners.

The Benefits of Shared Services

Despite the barriers, there are many reasons shared services or intermunicipal cooperation may prove to be advantageous to the provision of highway services. The following are some example benefits provided in an article produced by the Cornell Local Roads Program: ¹²

- **Cost savings:** Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly. Cost savings must be considered over time, not just as a one-time event. Sharing equipment among municipalities which they could not afford alone; sharing the latest technology, or sharing technical expertise from a partner highway department can lead to the cost savings as well. Cost savings must be considered over time, not just as a one-time event.
- **Address regional issues:** By communicating and coordinating their actions, and working with local and state jurisdictions, local communities are able to address and resolve transportation issues which are regional in nature.
- **Early identification of issues:** Cooperation enables local municipalities to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- **Reduced litigation:** Communities that cooperate may be able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a municipality money, as well as the disappointment and frustration of unwanted outcomes.
- **Consistency:** Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

¹² Rosenbaum, Toni. Breaking the Cycle (Cornell Local Roads Program, http://www.cdtoolbox.net/government_policies/000206.html)

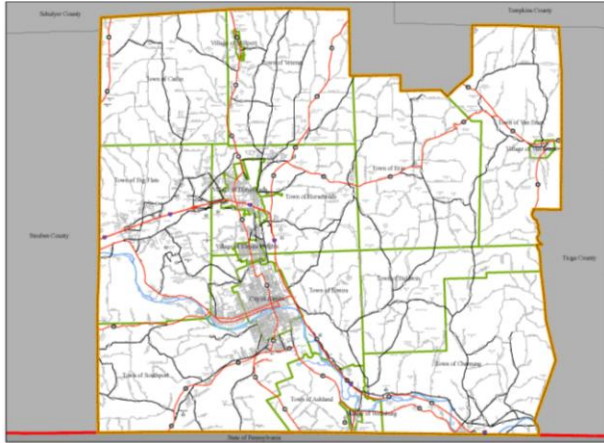
- **Predictability:** Municipalities that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- **Understanding:** As municipalities communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- **Trust:** Cooperation can lead to positive experiences and results that build trust between municipalities.
- **History of success:** When municipalities cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- **Service to citizens:** The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. Residents may not understand, or even care about the intricacies of highway services; however, all residents can appreciate the benefits, such as costs savings and the increased quality of services provided.

The involved communities must join together to promote the idea that there is opportunity for a win-win situation in order to encourage local government employees and local residents to open up to the possibilities of efficiencies and cost savings.¹³ It is imperative that alternative highway service delivery models include ongoing service quality assessment and communication and address concerns or inequities identified by stakeholders. Successful intermunicipal cooperation *accentuates the benefits* of service sharing and mitigates, to the extent feasible and desirable, the barriers to cooperation. Acknowledging both the benefits and barriers of highway service delivery models is essential for success.

¹³ Rosenbaum, Toni. Breaking the Cycle

II. Municipal Characteristics Summary

Regional Setting

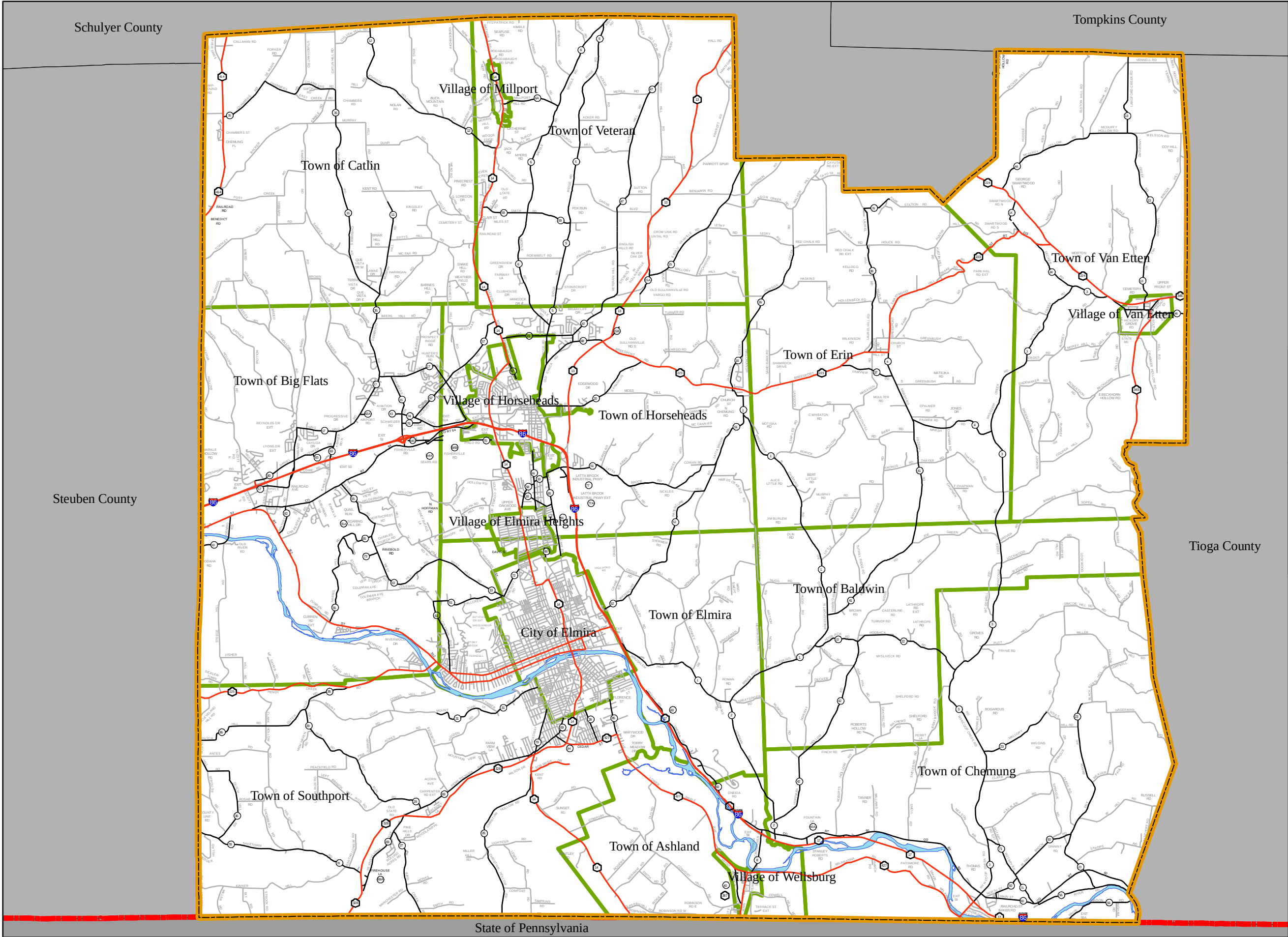


Chemung County is located in New York State's Southern Tier Region, contiguous to the Pennsylvania border. Adjacent New York counties include Schuyler and Tompkins to the north, Tioga to the east, and Steuben to the west. Adjacent Pennsylvania counties include Bradford and Tioga Counties to the south. **See Map 1: Regional Location Map.**

According to the US 2000 Census, Chemung County is approximately 408.2 square miles and has a population of 91,070 people, with 35,049 households, and 23,272 families in residence. The county is predominately rural and comprised of 11 towns, 5 villages, and one city. The county seat is the City of Elmira with 30,940 residents, which accounts for over one third of the county's total population.

A number of major roadways traverse Chemung County. Interstate 86, also known as the Southern Tier Expressway, runs from Suffern, New York (where it connects to New Jersey 17) to the Pennsylvania border in western New York. Between the Pennsylvania/New York border and the Town of Horseheads, Route 17 is concurrent with I-86. The New York State Department of Transportation completed the "Horseheads Bypass" project in July 2007, upgrading Route 17 to interstate highway standards. NYS Route 14 is a state highway that transects the State in a north-south direction between Lake Ontario and the Pennsylvania border. From the Pennsylvania border, the highway continues south as PA Route 14. Route 14 crosses I-86 in the western portion of the Village of Horseheads. Other major highways include New York State Routes 13, 328, and 352.

The Chemung River is the most dominate natural water feature in the county, entering the west-central part of Chemung County in the Town of Big Flats, and flowing southeast to the extreme southeastern corner of the county in the Town of Chemung. The Chemung River and its tributaries are prone to flooding, impacting the transportation network. The most devastating flooding event occurred in 1972 due to heavy rainfall from Hurricane Agnes. Flood protection is currently provided by four upstream dams which reduce peak flows during flood events. Since 1972, other less intense flood events have occurred due to localized drainage problems, flash flooding, ponding, shallow water table, overland flooding and erosion of stream banks. Roads constructed in low lying areas such as the Lowman Crossover (CR 8) are subject to periodic flooding and subsequent to temporary road closures.



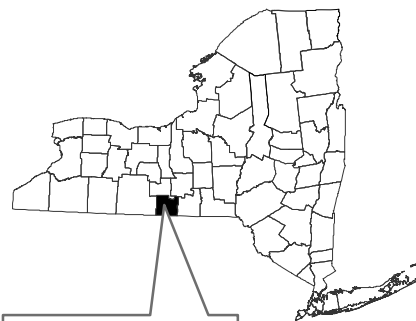
Regional Location

Chemung County, NY

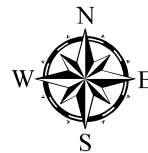
Legend

- Chemung County Boundary
- Municipal Boundary
- State Boundary
- Chemung River
- State Road
- County Road
- Local Road

New York State



Chemung County



0 0.5 1 2 3 4 Miles

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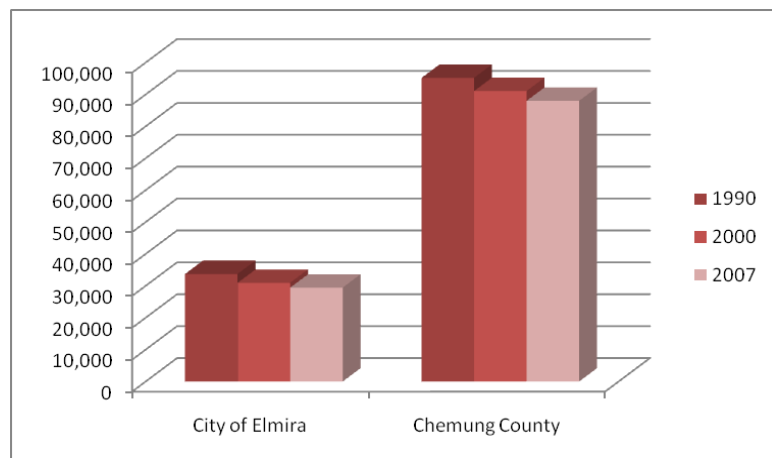
Population Trends



Local population growth or decline is often dependent upon several factors, including economic expansion, environmental capacity, housing suitability, varying generational needs, and overall regional desirability. Examining the population trends of Chemung County provides the necessary context required to assimilate an understanding of past and future growth patterns, and the future need for expanding, sharing, and/or consolidating highway services in Chemung County. The following information has been compiled utilizing data from the 1990 United States Census, the 2000 Census, and the 2007 Annual Population Estimates. The data presented is the most up to date available at the time of printing and sources have been documented under each table and chart.

Chemung County Growth Patterns

As a whole, Chemung County's population has been steadily decreasing since 1960¹⁴, with major population losses in the Villages of Millport and the City of Elmira. According to U.S. Census population estimates, Chemung County will continue to experience population decline. **Table 1** indicates that the populations in Chemung County and the City of Elmira have decreased by 7.54% and 12.71%, respectively, between 1990 and 2007. All five of the Villages and seven of the Towns within Chemung County endured significant population losses between 1990 and 2007. The Village of Millport experienced the greatest population loss with a 16.67% rate of decline. The Towns of Baldwin, Catlin, Chemung, and Erin are the only communities that have had population gains. Chemung County's experience with population losses is consistent with population trends in other Upstate New York counties.



¹⁴ Chemung County Data Book, 2004.

Table 1: Population Growth

	1990	2000	2007	% Change (1990-2007)
Chemung County	95,195	91,070	88,015	-7.54%
City of Elmira	33,724	30,940	29,437	-12.71%
New York State	17,990,455	18,976,457	19,297,729	7.27%
Towns:				
Town of Ashland	1,966	1,951	1,880	-4.37%
Town of Baldwin	829	853	835	0.72%
Town of Big Flats	7,596	7,224	7,534	-0.82%
Town of Catlin	2,626	2,649	2,662	1.37%
Town of Chemung	2,540	2,665	2,602	2.44%
Town of Elmira	7,440	7,199	6,856	-7.85%
Town of Erin	2,002	2,054	2,010	0.40%
Town of Horseheads	19,926	19,561	18,982	-4.74%
Town of Southport	11,571	11,185	10,574	-8.62%
Town of Van Etten	1,507	1,518	1,455	-3.45%
Town of Veteran	3,468	3,271	3,188	-8.07%
Villages:				
Village of Elmira Heights	4,359	4,170	3,915	-10.19%
Village of Horseheads	6,802	6,452	6,245	-8.19%
Village of Millport	342	297	285	-16.67%
Village of Van Etten	552	581	551	-0.18%
Village of Wellsburg	617	631	604	-2.11%

Source: U.S. Census Bureau 1999, 2000, 2007 Estimates.

Highway Mileage

The transportation network within Chemung County is comprised of 1129.8 miles of state, county, and local roads. Approximately 10.5 percent (118.7 miles) of the total miles are state-owned roads, 21.6 percent (243.7 miles) are county-roads, and 67.9 percent (767.4 miles) are locally-owned roads. **Table 2** shows the total local, county, and state centerline miles located within Chemung County borders.¹⁵ Approximately 73 percent of the Chemung County road network (including state-owned, county-owned and locally-owned) is paved. Of all Chemung County municipalities, only the City of Elmira, the Town of Horseheads, and all of the villages have paved all local roads. The towns of Baldwin, Chemung, Erin, and Van Etten have less than 50 percent of their roads paved.

¹⁵ According to NYS DOT, highway mileage under the jurisdiction of each town, village, or city within the county is measured along the centerline of the highway (in one direction) regardless of the number of lanes or whether the highway is divided or undivided. Source: NYS Highway Mileage Summary Reference Material, 2010, <https://www.nysdot.gov>.

Eight of the sixteen towns have greater than 15 miles of county-owned roads within their boundaries. These towns include Big Flats (31.1 miles), Chemung (35.5 miles), Elmira (15.9 miles), Erin (20.1 miles), Horseheads (31.3 miles), Southport (32.5 miles), Van Etten (15.5 miles), and Veteran (27.0 miles).

Table 2: Road Mileage

Municipality	Land Area (sq. miles)	Centerline Road Mileage (2008)				
		Total	State	County	Local	Local % Paved ¹
Chemung County	408.2	1129.8	118.7	243.7	767.4	73%
City of Elmira	7.3	131.2	3.2	0.8	127.2	100%
Town of Ashland	14.1	24.9	7.8	2.2	14.9	94%
Town of Baldwin	25.8	49.5	0.0	14.5	35.0	17%
Town of Big Flats	44.5	120.2	14.6	31.1	74.5	90%
Town of Catlin	38.0	78.7	5.5	14.2	59.0	94%
Town of Chemung	49.5	102.1	13.9	35.5	52.7	22%
Town of Elmira	22.3	66.7	5.9	15.9	44.9	93%
Town of Erin	44.3	82.8	7.3	20.1	55.4	23%
Town of Horseheads	35.9	107.8	13.0	31.3	63.5	100%
Town of Southport	46.5	128.9	15.9	32.5	80.5	86%
Town of Van Etten	41.6	72.1	9.0	15.5	47.6	10%
Town of Veteran	38.4	88.9	10.9	27.0	51.0	59%
Town Subtotal:	400.9	922.6	103.8	239.8	579.0	65%
Village of Elmira Heights	1.1	22.3	0.9	0.0	21.4	100%
Village of Horseheads	3.9	36.8	5.3	0.2	31.3	100%
Village of Millport	0.4	3.8	1.4	0.2	2.2	100%
Village of Van Etten	0.9	7.3	1.9	1.8	3.6	100%
Village of Wellsburg	0.6	5.8	2.2	0.9	2.7	100%
Village Subtotal:	6.9	76.0	11.7	3.1	61.2	100%
Source: New York State Department of Transportation Highway Mileage Database 2008. https://www.nysdot.gov/portal/page/portal/divisions/engineering/technical-services/highway-data-services/highway-mileage-summary . Note 1: Local Percent paved is the percentage of locally-owned (city, town, village) paved roads within the respective municipal boundary.						

Bridges & Culverts

According to the inventory of New York State Bridges, there are a total of 154 bridges in Chemung County. Chemung County and the City of Elmira own and maintain 146 and 8 bridges, respectively. A bridge is defined by the New York State Department of Transportation (NYSDOT) as a crossing structure

with a span equal to or greater than 20 feet; culverts are less than 20 feet. The Chemung County DPW has an experienced crew specializing in bridge maintenance.

All Chemung County municipalities currently maintain their own large and small culverts. NYSDOT defines large culverts as having a diameter of 5 feet to 20 feet. Large culverts have many of the same physical and structural characteristics as bridges. Small culverts are defined as having a diameter of less than 5 feet. The county, with assistance from the Elmira-Chemung Transportation Council (ECTC), is in the process of completing a comprehensive inventory of small and large culverts maintained by the Chemung County and City of Elmira DPWs, documenting location, size, age and condition.



Road Conditions

In 2009, the Chemung County Department of Public Works, in cooperation with the Elmira-Chemung Transportation Council (ECTC), conducted a field survey of the pavement conditions of the transportation network of the county. The survey included all county-owned roads, all city-owned roads, and all other roads that are Functionally Classified as:

- Principal Arterial (FC 14)
- Minor Arterial (FC 16)
- Major Collector (FC 17)
- Minor Collector (FC 18)

In order to use a consistent methodology, the county applied the New York State Department of Transportation (NYSDOT) pavement condition rating system, where a rating of 9 to 10 is considered excellent, 8 to 7 is considered good, 6 is considered fair, and 5 and below is considered poor. There were no county-owned roads rated higher than 8. The Elmira-Chemung Transportation Council entered the pavement score into a GIS database. **Table 3** illustrates the pavement condition rating for surveyed roads.

Table 3: Pavement Conditions

Pavement Rating	Chemung County	City of Elmira	Other
Poor (1-5)	6.2%	43.9%	9.3%
Fair (6)	48.9%	34.7%	33.7%
Good (7-8)	45.0%	21.4%	57.1%

Source: Elmira-Chemung Transportation Council, Chemung County Road Layer, Geo-database, February 2010.

III. Existing Highway Services and Resources Overview Summary

In order to gather local knowledge on the governmental priorities of Chemung County communities and the areas that could have potential for intergovernmental cooperation to improve highway service delivery and performance, Highway/Public Works department heads were provided an opportunity to fill out a hand-written questionnaire. The initial written questionnaire asked the department heads to identify the standard duties and functions, staffing, and the key issues facing their respective department. The written questionnaire was followed up with one-on-one interviews with each department head. The interviewees, as officials and taxpaying residents sharing a strong concern for the community, provided invaluable information regarding the function, duties and issues confronting each department. In addition, many of the department heads offered advice regarding possible future shared services alternatives. Much of the information contained in this section is based upon the direct feedback from these interviews and from informative sources provided to the consultant team by the department heads and staff. The detailed highway department profiles for each municipality can be found in **Appendix B**.

Existing Highway Services

The participating highway departments provide similar highway services within their respective municipalities. The primary services provided across the board by local highway departments include: snow and ice control, road construction and maintenance, street sweeping, roadside mowing, sign maintenance, and equipment repair. Highway departments in Chemung County are also responsible for performing tasks outside of the realm of typical highway related functions, such as leaf collection, limb and brush removal, and garbage removal. In many cases, highway department staff persons are the “catch all” for municipal services. They are the most visible and versatile municipal employees and are called upon routinely for a variety of work, such as light construction and trail and field work in municipal parks, as well as other in-kind services.

Highway functions in Chemung County, the City of Elmira, the Town of Big Flats, and the Villages of Elmira Heights and Horseheads differ slightly from the typical highway functions provided by other highway departments because they fall under a Department of Public Works. Highway staff in these communities may be responsible

Key Issues & Opportunities

- Public service standards may vary across municipalities.
- There is no official system in place to determine the types of shared highway services informally requested and delivered by neighboring municipalities and their associated costs.
- Highway departments in the urbanized areas provide a similar set of services. Opportunities may arise to provide these services cooperatively.
- Chemung County, the City of Elmira, and other municipalities possess specialized services and equipment that could be expanded countywide.

for water, sewer, buildings and grounds maintenance, and parks maintenance in addition to their usual highway duties. Public Works personnel responsible for water, sewer, and buildings and grounds may also be deployed to assist with winter maintenance when staff demand is at its peak.

Where convenient and cost effective, a locality will also provide or receive services from another locality through a formal or informal agreement. These services can be provided “as needed” or on a regular basis. For example, Chemung County possesses an experienced crew for bridge maintenance and provides bridge maintenance services on bridges with a 20 foot span or larger to all municipalities within the county, except the City of Elmira. While some highway services are provided countywide, sharing services often occurs on a smaller scale. Examples include snow and ice removal, trucking, and pesticide application.

Although all of the involved departments provide similar highway services to local residents, public service standards may vary across municipalities due to the lack of a uniform written policy on general service standards.¹⁶ Variations in service may also occur due to differences in the road network each municipality maintains. For example, unpaved roads require different maintenance than paved roads and maintenance of urban streets with curbs and sidewalks require different equipment and skills than maintenance of rural roads.

Table 4 provides an overview of the highway services provided by each of the municipalities. The information is based upon the response to the initial Department Head Questionnaire, as well as one-on-one interviews with the local highway/public works department heads.

¹⁶ Hattery, Michael. Chemung County Winter Road Maintenance: Final Report.

Table 4: Standard Duties and Functions of DPW/Highway Departments

Standard Duties & Functions	Chemung County	(C) Elmira	(T) Ashland	(T) Baldwin	(T) Big Flats	(T) Catlin	(T) Chemung	(T) Elmira	(T) Erin	(T) Horseheads	(T) Southport	(T) Van Etten	(T) Veteran	(V) Elmira Heights	(V) Horseheads
Street sweeping	x	x	x		x	x	x	x		x	x		x	x	x
Snow & ice control	x	x	x		x	x	x	x		x	x		x	x	x
Storm sewer, culverts, ditches, stormwater	x	x	x		x	x	x	x		x	x			x	x
Road construction & maintenance	x	x	x		x	x	x	x		x	x		x	x	x
Guiderail	x	x	x		x	x	x			x	x		x		
Equipment repair	x	x	x		x	x	x	x		x	x		x		x
Traffic signals, signs, street lighting	x	x	x		x	x	x	x		x	x		x	x	x
Bridge maintenance	x	x				x	x			x	x				
Mowing	x	x	x		x	x	x	x		x	x		x		x
Storm damage repair	x	x			x	x	x	x		x	x				x
Engineering	x	x												x	
Drywell & catch basin repair & cleaning	x	x	x		x	x	x	x		x	x		x	x	x
Sanitary sewers		x													
Ditching	x				x	x	x	x		x	x				
Driveway permits	x	x			x	x	x			x	x		x		x
Road grading	x				x	x	x	x		x	x		x		x
Oil & stone surface treating	x				x	x	x	x		x	x		x		
Pumping station maintenance		x												x	
Road kill pickup	x	x	x		x	x	x	x		x	x		x		x
Fall leaf collection		x						x			x			x	x
Maintenance of brush site/brush grinding	x	x			x		x				x				x
Christmas tree collection		x			x			x			x			x	x
Garbage pickup		x				x									x
Brush collection/cleanup			x		x	x		x			x			x	x
Snow removal from parking lots		x	x		x	x		x		x	x		x	x	x
Tub grinding	x				x						x				x
Parking garage maintenance		x													
Municipal sidewalk maintenance		x						x						x	x
Litter pickup, tire cleanup	x		x		x	x		x		x	x		x		
Cleaning of creek beds	x	x	x		x	x	x	x		x	x		x		
Water department functions					x										x
Municipal buildings, grounds, cemeteries & parks maintenance	x	x	x		x	x	x	x		x	x		x	x	x
Pesticide application		x								x					
Notes: The Towns of Van Etten, Baldwin, and Erin did not choose to join the Study until later in the process. Where available, the highway resources of these towns were included in the report in order to ensure that the Study was as comprehensive as possible. However, for these three towns, certain sections may lack some of the detail included for the municipalities that were involved from the beginning.															

Highway Facilities Inventory & Assessment

As a part of the inventory of existing highway services, a NYS Licensed Architect and NYS Professional Engineer toured each existing highway facility along with the department heads. The overall purpose of the facility tours was to get a general impression of the condition, lifespan, capacity, safety, and expansion opportunities. Each facility (including support facilities) was photographed and a preliminary conditions analysis was prepared (**See Appendix C: Building/Site Assessments**). The results of the tours and discussions led to the identification of opportunities for sharing existing facilities that are geographically convenient to each other. In some cases, opportunities may exist for the rehabilitation and/or expansion of an existing facility while other facilities may be retired or adapted for another use.

Table 5 provides a summary of each highway facility's location, size, capacity, age, condition, useful life, expansion opportunities and an estimated budget for improvements. The budget figures shown in **Table 5** are estimates of the cost for expanding and/or rehabilitating an existing highway facility if each municipality continues to operate independently without consolidation.¹⁷

The estimated cost of building new facility space was calculated at \$85 per square foot, assuming that the new space was to be added to the existing highway facility. This assumption is important because if added onto an existing building, the new structure would have one or more sides already in place and access to existing utility feeds and equipment, significantly lowering the estimated square footage cost. It was further assumed that existing utility feeds were of adequate capacity to support expansion since detailed existing utility information was not available. Department heads identified any existing problems with the utility systems if a specific issue needed to be addressed in the budgeting. The square footage cost was based on bid pricing

Key Issues & Opportunities

- Nine highway departments are located within a six-mile radius of one another.
- Eleven (11) of the sixteen (16) total highway garages located in Chemung County are in “good” condition or better.
- Two (2) of the sixteen (16) total highway garages located in Chemung County are in “poor” condition.
- Most Chemung County highway departments require general accessibility, fire, ventilation, and energy upgrades to bring their facilities up to code.
- The City of Elmira, the Town of Baldwin, and the Town of Catlin facilities have the greatest capacity for future expansion.
- The Town of Chemung, Town of Ashland, Town of Elmira East and West, Town of Van Etten, Town of Veteran, and Village of Elmira Heights facilities have limited opportunities for expansion due to the size of their sites.
- It will cost an estimated \$10,200,000 to make necessary improvements to highway garages in Chemung County.
- The potential for savings through shared facility space are significant and opportune since the majority of highway facilities require rehabilitation and expansion.

¹⁷ The facility reviews and budgetary information provided should be considered preliminary in nature, performed for planning purposes to identify the potential cost savings through consolidation. It is recommended that a more detailed site specific review of each facility be completed in the future. The budgetary figures are built upon the assumption that the necessary improvements would not be deferred, regardless of current or future economic influences.

obtained over the last five years from similar facilities that were constructed. The figure was crosschecked with Means Construction Data. The cost of renovated space was budgeted at the cost of providing the necessary upgrades. Renovated space was calculated at a range of \$25 per square foot to \$45 per square foot depending on the subjective complexity of the renovation or upgrade. Assumptions were made that the necessary infrastructure is readily available or easily accessible and that extensions or relatively simple conversions were possible. The cost is also based on bid pricing obtained over the last five years of facilities that have been renovated. As with construction costs, this figure was also crosschecked with the Means Construction Data.

No site improvement provisions for basic existing infrastructure were included in the budget calculations because it was determined to be either available or easily accessible. Site improvements such as paving and grading were factored into the SF budgets as previously described. The cost of any equipment necessary for improving a facility was budgeted at the current average procurement cost unless such equipment would normally be found in the building (i.e. vehicle lifts). For equipment of this type, historical data crosschecked with Means Construction Data was utilized to determine cost.

Map 2 illustrates the locations of all highway facilities in Chemung County. The map also shows the locations of the Chemung County Landfill and the New York State Department of Transportation facilities. These facilities were included to highlight potential partnering opportunities.

As shown on **Map 3**, there are nine highway garages located within a six-mile radius of one another. The facilities within this central urban core include the Chemung County DPW, the City of Elmira DPW, the Town of Big Flats DPW, the Town of Horseheads Highway Department, the Town of Elmira's East and West Highway Garages, the Village of Elmira Heights DPW, the Village of Horseheads DPW, and the NYSDOT. The map also illustrates that the highway garages for the Towns of Ashland, Catlin, Chemung, Van Etten, and Veteran are more remotely located.

Schulyer County

Tompkins County

Highway Facility Location Map Chemung County, NY

Legend

- Chemung County Boundary
- Municipal Boundary
- State Boundary
- Chemung River
- State Road
- County Road
- Local Road
- Highway Facility Locations

#	Facility Name
1	(T) Catlin Hwy Garage
2	(T) Veteran Hwy Garage/Salt Shed
3	(T) Horseheads Hwy Garage/Salt Shed
4	(V) Horseheads DPW Facility
5	(Co) Chemung Hwy Garage/Salt Shed
6	(T) Big Flats Hwy Garage/Salt Shed
7	(V) Elmira Heights Hwy Garage/Salt Shed
8	(C) Elmira DPW Facility/Salt Shed
9	(T) East Elmira Hwy Garage/Salt Shed
10	(T) West Elmira Hwy Garage/Salt Shed
11	(T) Southport Hwy Garage/Salt Shed
12	(T) Ashland/(V) Wellsburg Hwy Garage/Salt Shed
13	(T) Chemung Hwy Garage/Salt Shed
14	(Co) Chemung Landfill
15	(T) Baldwin Hwy Garage
16	(T) Erin Hwy Garage
17	(T)/(V) Van Etten Hwy Garage/Salt Shed
18	NYSDOT Salt Reload Facility
19	NYSDOT Hwy Garage/Salt Shed



0 0.5 1 2 3 4 Miles

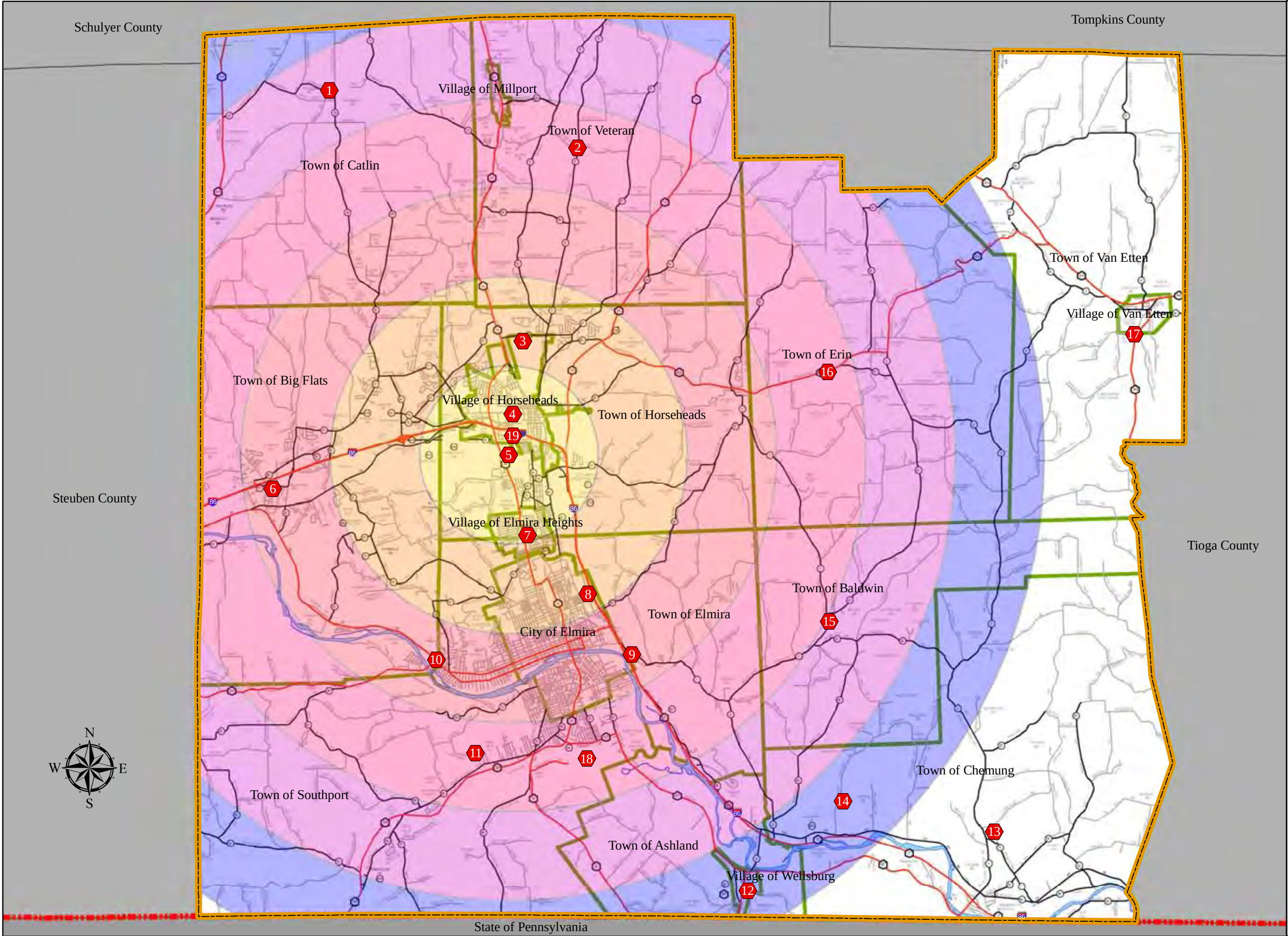
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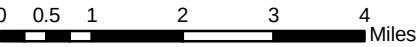
State of Pennsylvania



**Highway Facilities
within Two-Mile Intervals
Chemung County, NY**

- Legend**
- Chemung County Boundary
 - Municipal Boundary
 - State Boundary
 - Chemung River
 - State Road
 - County Road
 - Local Road
 - Highway Facility Locations
 - 2 Miles
 - 4 Miles
 - 6 Miles
 - 8 Miles
 - 10 Miles
 - 12 Miles

#	Facility Name
1	(T) Catlin Hwy Garage
2	(T) Veteran Hwy Garage/Salt Shed
3	(T) Horseheads Hwy Garage/Salt Shed
4	(V) Horseheads DPW Facility
5	(Co) Chemung Hwy Garage/Salt Shed
6	(T) Big Flats Hwy Garage/Salt Shed
7	(V) Elmira Heights Hwy Garage/Salt Shed
8	(C) Elmira DPW Facility/Salt Shed
9	(T) East Elmira Hwy Garage/Salt Shed
10	(T) West Elmira Hwy Garage/Salt Shed
11	(T) Southport Hwy Garage/Salt Shed
12	(T) Ashland/(V) Wellsburg Hwy Garage/Salt Shed
13	(T) Chemung Hwy Garage/Salt Shed
14	(Co) Chemung Landfill
15	(T) Baldwin Hwy Garage
16	(T) Erin Hwy Garage
17	(T)/(V) Van Etten Hwy Garage/Salt Shed
18	NYSDOT Salt Reload Facility
19	NYSDOT Hwy Garage/Salt Shed



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Table 5: Countywide DPW/Highway Department Facilities Inventory

Building	Description	Location	Acreage	Size (SF) ^A	Capacity	Age	Condition	Useful Life			Replacement/Expansion Needs ^W	Other Significant Issues
								As is	Improved	Budget ^D		
Chemung Co.	DPW garage/admin. offices and highway department yard	803 Chemung St., Horseheads, NY	15	60,800 ^G	31 vehicle bays, 3,000 T salt shed, repair facility, fuel island, cold storage, material bins	Varies	Good	10 yrs	40 yrs	\$914,500	Rehab cold storage bldg (5,500 sf); vehicle repair needs fire, accessibility & energy upgrades (13,700 sf); covered truck storage needs roof extensions (10,200 sf), record storage, administration building	Needs site paving, warm storage for trucks, engineering and administration building improvements, security fence
(C) Elmira	DPW garage/admin. offices and highway department yard	840 Linden Place, Elmira, NY	10.8	63,300 ^H	35 vehicle bays, repair facility, fuel island, 2,000 T salt shed, cold storage	40 yrs	Good	25 yrs	40 yrs	\$2,145,000	Accessibility, fire, & energy upgrades; new 1,500 sf records storage bldg.	
(T) Ashland	Highway garage/admin. offices and highway department yard	159 Terrace St., Wellsburg, NY	3.5	6,000 ^I	4 vehicle bays; fuel island, 500 T salt, 500 T cinder	20 yrs	Good	10 yrs	40 yrs	\$384,000 ^E	(3) additional heated bays; fire, energy & accessibility upgrades; 25 T lift	Very tight site area for improvements
(T) Baldwin	Highway garage/admin. offices and highway department yard	622 Breesport/N. Chemung Rd. Lowman, NY	5	4,000 ^J	3 vehicle bays, fuel island and yard	3 yrs	Good	50 yrs	50 yrs	\$313,000	(1) additional bay; fire and accessibility upgrades; 1,500 T salt shed; emergency generator; 15 T lift; site paving	
(T) Big Flats	DPW garage/admin. offices and highway department yard	476 Maple St., Big Flats, NY	5	26,400 ^K	22 vehicle bays, fuel island, 2,500 T salt and support buildings	5 yrs	Excellent	40 yrs	40 yrs	\$0 ^F		This facility is brand new and requires no improvements at this time
(T) Catlin	Highway garage/admin. offices and highway department yard	Chambers Rd. Beaver Dams, NY	17	6,600 ^L	8 vehicle bays, fuel island, 2,000 T salt shed	10 yrs	Good	15 yrs	40 yrs	\$1,133,000	(4) additional heated vehicle bays; complete existing concrete floor; fire, accessibility & energy code upgrades; new 2,000 T salt shed.	
(T) Chemung	Highway garage/admin. offices and highway department yard	48 Rotary Rd. Ext., Chemung, NY	10	8,100 ^M	5 vehicle bays, 2,400 T salt shed ^B ; fuel island; cold storage bldg.; and yard	35 yrs	Good	15 yrs	40 yrs	\$308,000	Renovate Town Hall space if ever vacated; add (1) truck bay; emergency generator; 15 T lift; site paving	Could gain approx. 5,000 sf if the Town were to vacate their portion of the building
(T) Elmira West	Highway garage/admin. offices and highway department yard	1890 W. Water St., Elmira, NY	5	6,000 ^N	5 vehicle bays, fuel island, 500 T salt shed	6 yrs	Good	25 yrs	40 yrs	\$392,000	(4) additional heated bays; accessibility upgrades; 25 T lift.	
(T) Elmira East	Highway garage/admin. offices and highway department yard	Jerusalem Hill Road, Elmira, NY	15	4,250 ^O	3 vehicle bays, 2,500 T salt shed and fuel island	50 yrs	Poor	5 yrs	40 yrs	\$730,800	(4) additional heated bays; fire, ventilation, accessibility & energy upgrades; widening existing overhead door openings; complete concrete slab installation; new 25 T lift.	Existing site to be reduced with DOT improvements scheduled for Rte 17/186
(T) Erin	Highway garage/admin. offices and highway department yard	1138 Breesport Rd., Erin, NY	7	6,400 ^P	4 vehicle bays; fuel island and yard	35 yrs	Good	10 yrs	40 yrs	\$475,000	(1) additional heated bay; fire, ventilation, access & energy upgrades; 1,600 sf cold storage addition; emergency generator; 1,500 T salt shed; 15 T lift; site paving	Create separate entrance from playground access
(T) Horseheads	Highway garage/admin. offices and highway department yard	150 Wygant Rd., Horseheads, NY	6	7,500 ^Q	12 vehicle bays, fuel island, 2,400 T salt shed, cold storage bldg.	30 yrs	Good	10 yrs	40 yrs	\$740,000	Accessibility & energy upgrades; new wash bay; new repair bay; floor drain improvements; extend heat to remaining bays; and increase salt storage by 50%.	
(T) Southport	Highway garage/admin. offices and highway department yard	67 Mt. View Dr., Pine City, NY	4	7,216 ^R	10 vehicle bays, fuel island, 2,400 T salt shed, 2 cold storage buildings	50 yrs	Fair	15 yrs	40 yrs	\$490,000	Fire, energy & accessibility upgrades; new roof; masonry repairs; new 25 T lift.	
(T) Van Etten	Highway garage/admin. offices and highway department yard	3 Hickory Grove Rd., Van Etten, NY	3.75	5,400 ^S	5 vehicle bays, fuel island, 2,000 T salt shed ^C ; cold storage and yard	3 yrs	Good	20 yrs	40 yrs	\$419,000	Needs (3) additional heated bays; wash bay, cold storage building; emergency generator; 15 T lift; and site paving	
(T) Veteran	Highway garage/admin. offices and highway department yard	1011 Ridge Rd., Horseheads, NY	6.78	4,500 ^T	5 vehicle bays, fuel island, 500 T salt shed/cold storage	40 yrs	Fair	10 yrs	40 yrs	\$662,500	(2) additional heated bays; fire, energy & accessibility upgrades; new roof, new 2,000 T salt shed; new oil/water separator; enlarge existing overhead door openings	
(V) Elmira Heights	Highway garage/admin. offices and highway department yard	E 9th St., Elmira, NY	0.6	5,800 ^U	7 vehicle bays, fuel island, 25 T salt shed	80 yrs	Poor	5 yrs	40 yrs	\$623,000	(2) additional heated bays; major fire, ventilation, accessibility & energy upgrades; complete concrete slab installation; new salt shed; new 25 T lift.	Extremely limited site improvement area

Building	Description	Location	Acreage	Size (SF) ^A	Capacity	Age	Condition	Useful Life			Replacement/Expansion Needs ^W	Other Significant Issues
								As is	Improved	Budget ^D		
(V) Horseheads	Highway garage/admin. offices and highway department yard	400 Thorne St., Horseheads, NY	2	8,000 ^V	11 vehicle bays, cold storage building	50 yrs	Fair	10 yrs	40 yrs	\$487,000	Fire, ventilation, accessibility & energy upgrades; new 2,400 sf covered vehicle storage; enlarge existing overhead door openings.	
Notes A: Facility sizes (sf) are approximate building calculations using the measurement tool in Google Earth since no “as built” information was available. B: Shared with Chemung County (50/50) C: Shared with Chemung County (1/3 County, 2/3 Town) D: Assumptions were made that each facility, based on the premise that they would continue to exist and serve their current functions, would be brought up to current code compliance and be expanded to meet their current needs. New space was budgeted at current unit prices per square foot. Renovated space was budgeted at the relative complexity of providing the upgrades listed. No site improvement provisions for basic existing infrastructure are included in these calculations. Building equipment was budgeted at current individual prices to procure (i.e. lift). The cost is based on bid pricing obtained over the last five years of facilities that have been renovated. This figure was also crosschecked with the Means Construction Data. E: Additional land needed for proposed improvements. F: Must maintain a planned and preventative maintenance program to assure facilities reach their maximum useful life. G: Includes all facilities on-site, including salts shed. H: Includes all facilities on-site except 7,500sf salt shed. I: Includes all facilities on-site except 2,700sf salt shed. J: Includes all facilities on-site; no salt shed on-site. K: Includes all facilities on-site except 5,525sf salt shed. L: Includes all facilities on-site except 7,000sf salt shed. M: Includes all facilities on-site except 2,750sf Town Hall, 2,275sf cold storage and 4,400sf salt shed. N: Includes all facilities on-site except 1,050sf salt shed. O: Includes all facilities on-site except 700sf polling place and 5,2500sf salt shed. P: Includes all facilities on-site; no salt shed on-site. Q: Includes all facilities on-site except 3,300sf cold storage and 6,000sf salt shed. R: Includes all facilities on-site except 6,700sf cold storage and 4,000sf salt shed. S: Includes all facilities on-site except 1,200sf cold storage and 4,800sf salt shed. T: Includes all facilities on-site except 2,450sf cold storage and 750sf salt shed. U: Includes all facilities on-site including salt shed. V: Includes all facilities on-site; no salt shed on-site. W: These changes will need to be made if consolidation does not occur.												

Equipment Inventory

Chemung County municipalities own and maintain a sizeable fleet of vehicles, road construction and maintenance equipment, and specialized equipment required to provide highway services. In some communities, the fleet of vehicles and specialized equipment is also utilized to maintain public drinking water, waste water systems, and buildings and grounds. Specialized equipment for the aforementioned functions is not included in the inventory unless the equipment is regularly used to complete highway functions. The communities were asked to provide a detailed list of their existing highway related equipment, the equipment condition, and their future planned purchases. The data collected from the communities was compiled into a countywide list of equipment that further identified the average age, age range, life expectancy, and the estimated replacement cost of a particular piece of equipment. The data will prove helpful for identifying areas of overlap among municipal equipment needs, and potential opportunities for shared equipment purchasing or sharing of equipment on a countywide level.

Key Issues & Opportunities

- Personnel movers and primary work trucks (day-to-day equipment) make up 30% of the total equipment inventory.
- Specialty trucks, construction equipment, environmental equipment, and other specialty equipment make up 70% of the total equipment inventory.
- These pieces of equipment are used less frequently, often on a seasonal basis, to complete specialized highway functions.
- This equipment could be easily coordinated and shared because the cost of ownership is high, utilization is sporadic, and purchasing is better justified with multiple users.

As illustrated in **Table 6**, Chemung County and the municipalities own and maintain a combined fleet of 611 vehicles and specialized highway equipment. Types of equipment include personnel movers, primary work trucks, specialty trucks, trailers, construction equipment, environmental equipment, and specialty equipment. Equipment types such as personnel movers, primary work trucks, and trailers are used by highway departments frequently to complete basic highway functions. Specialty trucks, construction equipment, environmental equipment, and specialty equipment are used less frequently, often on a seasonal basis, to complete specialized highway functions. However, specialty or seasonal equipment can become more versatile if employed creatively by highway departments. For example, the Village of Horseheads uses their grader for plowing operations. Utilizing the grader in the winter months expands its use from seasonal to year-round, which increases its versatility.

Table 6: Countywide Equipment Inventory Categories

Type	Equipment	Total	% of Total
Personnel Movers	Automobiles, Vans, Pickup Trucks	58	10%
Primary Work Trucks	Dump Trucks, Truck Tractors, Stake Trucks	119	20%
Specialty Trucks	Sweepers, Water Tankers, Vac Con Flushers, Aerial Lift Trucks, Roll Back Trucks, Service Truck	26	4%
Trailers	Small, Flow Boy, Flat Bed, Box, Dump, Low Boy	23	4%
Construction Equipment	Loaders, Backhoes, Dozers, Excavators, Graders, Rollers, Gravel Crushers, Athey Loaders, Screening Plants, Air Compressors, Pavers, Ditch Witches, Skid Steer Loaders, Stone Rakes, Asphalt Curb Machines, Road Wideners, Drag Boxes, Maintainers	155	25%
Environmental Equipment	Snow Blowers, Tub Grinders, Mowers, Pull Brooms, Brush Chippers, Leaf Collectors	63	10%
Specialty Equipment	Sewer Pumps, Sewer Cleaners, Blacktop Saws, Welders, Forklifts, Grinders, Generators, Chain Saws, Trash Pumps, Vibratory Compactors, Concrete Mixers, Demolition Saws	167	27%
	Total Equipment	611	100%

Source: Laberge Group and Hunt Engineering

Table 7 provides a compiled countywide list of equipment including its overall condition, average age, age range, life expectancy, and the estimated replacement cost. The total equipment replacement cost was based on 2009-2010 NYSOGS contracts, vendor pricing, and recent purchases. Insurance forms, which were provided by the municipalities, helped to verify estimated replacement costs. Assumptions, however, were made for equipment that is no longer available, limiting the accuracy of the total replacement cost. Accuracy is also limited by equipment whose value cannot realistically be determined until the time of replacement. The compiled fleet is valued at approximately \$43 million.

Table 7: Countywide Equipment Inventory Condition Summary

	Quality	Condition				Average Age	Age Range	Life Expectancy	Estimated Total Replacement Cost
		Excellent	Good	Fair	Poor				
Vehicles									
Automobiles	6	0	4	2	0	8	4 -13	8	\$150,000
Vans	3	0	0	1	2	9	7-11	8	\$105,000
Pickups	49	15	13	11	10	7	1 – 14	10	\$1,372,000
Dump Trucks – Small	27	9	10	4	4	7	1 – 17	10	\$1,296,000
Dump Trucks 6 Wheel	42	9	14	9	10	10	1 – 19	10	\$6,090,000
Dump Trucks 10 Wheel	41	16	15	4	6	5.5	1 – 23	10	\$7,175,000
Truck Tractors	4	0	3	1	0	8	5 – 16	15	\$270,000
Stake Trucks	5	1	0	0	2	8	2 - 19	10	\$250,000
Sweepers	11	1	8	1	1	6.5	4 - 18	12	\$1,650,000
Water Tankers	6	0	4	1	1	23	5 - 38	20	\$325,000
Vac Con Flushers	4	0	4	0	0	9	3 - 15	20	\$700,000
Aerial Lift Trucks	2	0	1	1	0	8.5	3 - 14	20	\$600,000
Roll Back Trucks	1	0	0	1	0	13	13	15	\$75,000
Trailers – Small	16	2	8	3	3	12	3 - 23	20	\$240,000
Trailers - Flow Boy	2	0	0	1	1	11.5	8 - 15	10	\$175,000
Trailers - Flat Bed	1	0	0	1	0	20	20	20	\$30,000
Trailer – Box	1	0	0	1	0	43	20	20	\$35,000
Trailer – Dump	1	0	0	0	1	20	20	20	\$40,000
Trailer - Low Boy	2	1	1	0	0	3.5	1 - 7	20	\$110,000
Service Truck	2	0	0	0	2	22	21 - 23	20	\$240,000
Equipment									
Loaders – Wheel	30	4	11	14	1	14	1 - 33	12	\$5,100,000
Loaders – Track	1	0	0	1	0	21	21	20	\$100,000

III. Existing Highway Services & Resources Overview

	Quality	Condition				Average Age	Age Range	Life Expectancy	Estimated Total Replacement Cost
		Excellent	Good	Fair	Poor				
Backhoes	17	2	8	5	2	16	2 - 37	20	\$1,275,000
Dozers	7	0	4	3	0	22	12 - 31	20	\$875,000
Excavators – Wheel	11	0	6	3	2	10.5	5 - 19	20	\$1,760,000
Excavators – Track	3	2	1	0	0	10.5	2 - 16	20	\$750,000
Graders	21	2	11	3	5	32	1 - 56	20	\$4,725,000
Rollers	24	2	16	4	2	17	1 - 32	20	\$2,160,000
Gravel Crushers	3	0	0	2	1	36	30 - 42	20	\$450,000
Snowblowers	4	0	2	1	0	36	30 - 42	20	\$400,000
Athey Loaders	1	0	1	0	0	15	15	20	\$175,000
Screening Plants	3	0	2	0	1	14	8 - 19	20	\$525,000
Air Compressors	11	0	6	4	0	15	8 - 22	20	\$132,000
Tub Grinders	1	0	0	0	1	17	17	20	\$300,000
Pavers	2	0	0	1	1	33	20 - 35	12	\$700,000
Stone Rakes	6	0	4	0	2	NA	Old	NA	\$42,000
Ditch Witch Trenchers	1	0	0	0	0	31	31	20	\$10,000
Skid Steer Loaders	1	1	0	0	0	3	3	15	\$70,000
Asphalt Curb Machines	5	0	4	1	0	11	NA	25	\$125,000
Sewer Pumps	1	0	0	0	0	NA	NA	NA	\$600
Sewer Cleaners	1	0	1	0	0	NA	NA	NA	\$3,000
Blacktop Saws	7	0	1	0	0	NA	NA	NA	\$52,500
Mowers – Tractor	18	2	8	2	5	17.5	1 - 32	20	\$1,080,000
Mowers – Lawn	15	1	4	0	0	NA	NA	NA	\$112,500
Broom – Pull	7	2	2	0	1	NA	NA	NA	\$70,000
Welders	21	1	1	1	0	NA	NA	NA	\$42,000
Chippers – Brush	14	2	10	0	1	14	6 - 20	20	\$490,000
Fork Lifts	2	0	0	2	0	21.5	8 - 35	20	\$40,000

	Quality	Condition				Average Age	Age Range	Life Expectancy	Estimated Total Replacement Cost
		Excellent	Good	Fair	Poor				
Grinders	1	0	0	0	0	NA	NA	NA	\$500
Generators	9	1	2	0	0	NA	NA	NA	\$27,000
Chain Saws	86	2	7	0	1	NA	NA	NA	\$43,000
Trash Pumps	7	0	2	0	0	NA	NA	NA	\$21,000
Vib. Compactors	24	0	0	0	0	NA	NA	NA	\$48,000
Road Wideners	2	0	0	2	0	NA	NA	NA	\$150,000
Drag Boxes	3	1	0	2	0	NA	NA	NA	\$60,000
Maintainers	3	0	1	0	1	NA	NA	NA	\$225,000
Concrete Mixers	2	0	0	0	0	NA	NA	NA	\$12,000
Leaf Collectors	4	0	2	2	0	18	15 - 21	20	\$200,000
Demolition Saws	6	0	0	0	0	NA	NA	NA	\$12,000
Total:	611								

Source: Source: Laberge Group and Hunt Engineering. Equipment lists provided in Department Head Questionnaire.

Note: Total replacement cost was based on 2009-2010 NYSOGS contracts, vendor pricing, and recent purchases. Insurance forms, provided by the municipalities, helped to verify estimated replacement costs. Broad assumptions were made for equipment that is no longer available, limiting the accuracy of the total replacement cost. Accuracy is also limited by equipment whose value cannot be determined until the time of replacement.

Personnel Resources

Information pertaining to municipal highway staff was collected from the Department Head Questionnaire and followed up with one-on-one and telephone interviews. The department heads were asked to list all existing job titles in the highway department, the number of employees with that title, the position's full-time or part-time designation, salary or hourly wage, years of service, and union membership. Department heads were also asked to identify the duties assigned to each staff person and any specialized skills or licenses possessed by individuals. The information obtained from this research effort is compiled within this section.

Collectively, the Chemung County highway departments have 173.5 full-time employees (factoring in shared positions).¹⁸ In an effort to compare the highway/public works positions across Chemung County, the Civil Service titles of the staff were used. Certain titles may differ in the labor agreements, or in some cases, an individual may be referenced locally with a different title.

In order to make general comparisons of the types of employees, the consultant team grouped the workers under similar titles based on the following methodology:

- **Department Head/Director:** Directors of Public Works, Commissioners of Public Works and Highway Superintendents.
- **Deputy Director:** Deputy Directors, Deputy Commissioners and Deputy Highway Superintendents
- **Field Supervisor:** Highways/Streets Working Supervisors, General Highway Supervisors, Electrical Supervisors, Working Forepersons and Labor Forepersons.
- **Engineer:** Engineers, with the civil service title of "Construction & Utilities Inspectors".
- **Administrative Staff:** Administrative Assistants and Account Clerks.
- **Equipment Maintenance:** Fleet Maintenance Supervisors, Fleet Managers, Garage Mechanics, Maintenance Mechanics and Welders.

Key Issues & Opportunities

- Certain titles may differ in the labor agreements, or in some cases, an individual may be referenced locally with a different title.
- 13% of highway personnel countywide are in supervisory or upper management positions.
- 11% of the total countywide highway staff is cross-trained to help out with a variety of tasks and projects involving street maintenance, traffic, buildings and grounds, water and sewers.
- Municipalities with DPW's commonly provide services with a system of shared employee labor hours with "cross-over" from one function to another depending on the season or community needs.
- A labor force utilization analysis would help to determine the percentage of time workers are dedicated to water, sewer, and other public works operations versus highway operations.

¹⁸ Seasonal employees were not included as the number of employees varies depending upon how many are hired for the summer and winter seasons and allocated budgets; however, total seasonal employees may amount to a high of an additional 50 temporary workers in any given year.

- **Highway Field Operations:** Public Services Specialists II, Equipment Operators (Level I and II) and Laborers.
- **Miscellaneous**
 - *Building and Grounds:* Supervisors of Building & Grounds, Cemetery Supervisor, Custodian/Caretaker, Garage Attendants & DPW Grounds Workers.
 - *Water/Sewer/Drainage:* Water Supervisors, Sewer Supervisors, Stormwater Supervisors & Water Operators.
 - *Solid Waste:* Solid Waste Supervisors & Solid Waste Specialists II.

As illustrated in **Table 8**, the first seven categories represent those personnel who provide the majority of highway and transportation related services. Those grouped in the “miscellaneous” category may perform some highway related duties, but are primarily employed as specialists in water, sewer, drainage, solid waste, and buildings and grounds. Approximately 73% of the total staff inventory is involved in active highway operations, e.g., working supervisors, equipment maintenance and operations, driving, plowing, road construction and other field operations and manual labor, while 13% are in supervisory or upper management positions. Out of the total staff, only 1% provides technical support, and only 2% provide administrative support. The other 11% of the total countywide highway staff inventory primarily provide other specialized services, but are often cross-trained to help out with a variety of tasks and projects involving street maintenance, traffic, buildings and grounds, water and sewers. For a full listing of personnel countywide, see **Table 9**.

Table 8: Summary of Countywide Full-time Highway Workforce

Title	#	% of Total
Department Director/Superintendent	14 ¹	8.1%
Deputy Director	8	4.6%
Field Supervisor	13	7.5%
Engineer	2	1.2%
Administrative Staff	3.5 ²	2.0%
Equipment Maintenance	14	8.1%
Highway Field Operations	100	57.6%
Miscellaneous		
<i>Buildings, Grounds, Cemeteries, Parks</i>	7	4.0%
<i>Water/Sewer/Drainage</i>	3	1.7%
<i>Solid Waste</i>	9	5.2%
Total	173.5	100%
Source: Laberge Group and Hunt Engineering. Notes: 1. Although there are technically 15 Department Director/Superintendent positions across the County, the City's DPW Director serves as the County's DPW Commissioner through a shared services agreement. Therefore this position has been split equally between the two municipalities. 2. The Account Clerk position of the City of Elmira is shared between the DPW and the City Office of the Chamberlain.		

Table 9: Detailed Countywide Full-time Highway Workforce

Job Title	Chemung Co.	(C) Elmira	(T) Ashland	(T) Baldwin	(T) Big Flats	(T) Catlin	(T) Chemung	(T) Elmira	(T) Erin	(T) Horseheads	(T) Southport	(T) Veteran	(T) Van Etten	(V) Elmira Heights	(V) Horseheads	Total
Department Head/Deputy																
Director of Public Works	0.5 ¹	0.5			1									1	1	4
Highway Superintendent			1	1		1	1	1	1	1	1	1	1			10
Deputy	1	1		1		1	1		1	1	1					8
Administrative Staff																
Administrative Assistant	1	1														2
Account Clerk	1	0.5 ²														1.5
Engineer																
Engineer		2														2
Field Supervision																
Working Supervisor (Hwy/Streets)		1												1	1	3
General Highway Supervisor	1															1
Electrical Supervisor		1														1
Working Foreperson	3				1			2								6
Labor Foreperson	2															2
Equipment Maintenance																
Fleet Maintenance Supervisor		1														1
Fleet Manager	1															1
Garage Mechanic	3	4			1											8
Maintenance Mechanic		1														1
Welder																
Welder	2	1														3
Highway Field Operations																
Public Services Specialist II		22														22
EO II	5				7	1	4		3	5	9				2	36
EO I	10			1		2	1	6		1	1	4		3	2	31
Laborer	7		2							1					1	11
Miscellaneous																
Working Supervisor (B&G)		2													1	3
Working Supervisor (Solid Waste)		1														1
Working Supervisor (Water/Sewer/Stormwater)		1													1	2
Water Operator															1	1
Solid Waste Specialist II		8														8
Custodian/Caretaker/Garage Attendant	1														1	2
DPW Groundworker	1															1
Parks Specialist		1														1
Seasonal Help	0-14	15-20	2								5	2		3	3	
Total Full time Employees	39.5	49	3	3	10	5	7	9	5	9	12	5	1	5	11	173.5

Notes:
1. Shared position between Chemung County and the City of Elmira.
2. Shared Position with the Office of the City Chamberlain.
3. The Town of Van Etten did not provide a complete personnel list.

Collective Bargaining Agreements

The consultant team requested that each municipality forward relevant Collective Bargaining Agreements (CBA) for summary and preliminary analysis. According to information provided by the participating municipalities, ten have negotiated Collective Bargaining Agreements with their highway employees, including Chemung County, the City of Elmira, Town of Big Flats, Town of Chemung, Town of Elmira, Town of Horseheads, Town of Southport, Town of Veteran, Village of Elmira Heights, and the Village of Horseheads.¹⁹ The collective bargaining units are as follows:

Key Issues & Opportunities

- Ten Chemung County municipalities have negotiated collective bargaining agreements (CBAs) with their highway employees.
- Eight agreements will expire before 2011 and will be renegotiated.
- Significant variation in salaries and benefits exist among the CBAs.
- Job security is specifically mentioned in two out of eight CBAs.

1. **Chemung County:** All Highway Department employees, except for the Commissioner and Deputy Commissioner of Public Works, are represented by the Civil Service Employees Agency Local 1000 AFSCME, AFL-CIO, Unit 6350.²⁰
2. **City of Elmira:** Aside from the Public Works Director, Work Center Coordinator, Engineers and other supervisory positions, all other employees are represented by the Civil Service Employees Agency Local 1000 AFSCME, AFL-CIO Unit 6351.
3. **Town of Big Flats:** The Town of Big Flats DPW employees are represented by the Civil Service Employees Agency Local 1000 AFSCME, AFL-CIO, Unit 6361.
4. **Town of Chemung:** All Highway Department employees, except for the Superintendent, are represented by the Communication Workers of America.²¹
5. **Town of Elmira:** Town of Elmira Highway Department employees, excluding the Superintendent, are represented by the Teamsters Union Local # 529.
6. **Town of Horseheads:** All Highway Department employees, except for the Superintendent and Deputy Superintendent, are represented by the Teamsters Local Union #529.
7. **Town of Southport:** The Southport Highway Department employees are not represented by a union, but have a Highway Employees Employment Agreement.
8. **Town of Veteran:** All Highway Department employees, except for the Superintendent, are represented by the Teamsters Local Union #529.

¹⁹ Information was not received by the Towns of Baldwin, Erin, or Van Etten.

²⁰ The County union titles of Working Supervisor and Lead Mechanic will be replaced with (non-union) titles of General Highway Supervisor and Equipment Services Manager in May 2010.

²¹ A copy of the Town of Chemung CBA was not provided.

9. **Village of Horseheads:** All Highway Department employees, except for the Director of Public Works, the Working Supervisor of Water, and the Working Supervisor of Streets, are represented by the Civil Service Employees Agency Local 1000, AFSCME, AFL-CIO Unit 6359.
10. **Village of Elmira Heights:** The Village of Elmira DPW employees, excluding the Superintendent, are represented by the Teamsters Union Local # 529.²²

A closer look at the existing CBAs was undertaken in order to determine the similarities and differences between the CBAs submitted by *Study* participants, focusing on the clauses contained in the CBAs that could potentially complicate efficient and effective service delivery, and the clauses contained in the CBAs that are the most relevant for intermunicipal service sharing and/or consolidation. Significant variation emerges as a theme when examining the following five key areas of the CBAs:

- **Bargaining Unit.** Each of the agreements has been negotiated with different bargaining units, some of which are affiliated with national and/or state-wide unions.
- **Union Membership.** Union membership is varied among the agreements, and ranges from inclusion of most municipal employees (e.g., Chemung County and the City of Elmira) to solely highway employees (e.g., Town of Veteran).
- **Term.** Two of the agreements have expired (Town of Big Flats and Town of Horseheads) and presumably are in the process of renegotiation; two agreements expire in 2009 (Town of Southport and Town of Veteran); and three expire in 2010 (City of Elmira, Town of Elmira and Village of Horseheads).
- **Salary and Benefits.** Significant variation exists among the CBAs in terms of salaries and benefits.
- **Job Security.** Job security is specifically mentioned in two out of eight CBAs. In Chemung County, “no Permanent county employees shall lose their positions or be displaced due to contracting out of service by the highway department.” In the City of Elmira, the CBA states that the “City will make every effort to retain employees.”

²² A copy of the Village of Elmira Heights CBA was not provided.

Cost of Highway Services Summary

According to New York State Comptroller data, from 2004 to 2008, Chemung County municipalities expended an annual average of approximately \$23.76 million on highway services, representing an average annual per capita of \$153 and \$16,187 per local centerline mile (**See Appendix D – Detailed Fiscal Profile**). During this period, the top five expenditure categories were highway administration; street maintenance; permanent improvements; snow removal; and machinery²³, making up an average of 87.5% of total expenditures for all municipalities. Participating municipalities leverage all the local revenue sources (including borrowing) available to them to fund highway services. Similar to other municipalities throughout New York State and the nation, municipalities in Chemung County leverage state and federal aid for highway services, but to a lesser extent than local revenue sources. All municipalities received annual aid from the New York State Consolidated Highway Improvement (CHIPS) program to support highway expenditures. Although state and federal aid for highway services is beneficial, local revenue sources support the majority of highway expenditures.²⁴

Table 10 presents 2004-2008 annual average highway expenditures in sum for individual municipalities, by service category and expenditure type (personnel, equipment and capital, and contractual) for all Chemung County municipalities along with the percentage of those expenditures supported by state CHIPS aid.²⁵ It also presents highway expenditures per local centerline mile, per capita and annual average full value of taxable property per centerline mile from 2004 through 2008.

Key Issues & Opportunities

- Between 2004 and 2008 Chemung County municipalities expended an annual average of \$153 per capita on highway services.
- Road and street maintenance is the largest expenditure-by-service category (41.3%).
- Highway machinery is the second largest expenditure-by-service category (17.1%).
- Contractual expenditures comprise the most significant type of expenditure-by-item at a median share of 46.4% between 2004 and 2008.
- There is cause to investigate whether certain services rendered privately could be more cost effectively delivered in-house.
- Based on data collected from the municipalities on expenditures per centerline mile, notwithstanding certain qualitative factors such as service level, the local municipalities deliver highway services more inexpensively than Chemung County.

²³ Other highway expenditure categories include highway engineering, maintenance of bridges, garage, brush and weed removal and street cleaning.

²⁴ CHIPS funding assists localities in financing the construction, reconstruction, or improvement of local highways, bridges, highway-railroad crossings, and/or other local facilities; apportionments to municipalities are calculated annually by the New York State Department of Transportation based on centerline, lane miles and vehicle registrations (<https://www.nysdot.gov/programs/chips>).

²⁵ Based on annual financial reports collected by and the New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office.

Table 10: Chemung County Highway Services Financial Profiles - 2004 through 2008

Municipality	Annual Average Highway Expenditures ¹			Annual Average Highway Expenditures by Service						Expenditures by Item ¹			Annual Average Full Value per Centerline Mile ^{5,2}	Annual Average State CHIPS Aid as % of Expenditures ⁶
				Highway Administration	Street Maintenance	Permanent Improvements	Snow Removal	Highway Machinery	Other Services ⁴	Personnel	Equipment & Capital	Contractual		
	Total ¹	Per Local Centerline Mile ²	Per Capita ³											
Chemung County	\$9,171,805	\$37,636	\$104	\$183,436	\$2,797,401	\$1,183,163	\$843,806	\$935,524	\$3,228,475	\$2,421,357	\$2,742,370	\$4,017,251	\$12,956,157	12.1%
City of Elmira	\$5,558,884	\$43,702	\$188	\$100,060	\$4,191,399	-	\$88,942	\$0	\$1,178,483	\$1,022,835	\$3,846,748	\$689,302	\$4,397,826	9.9%
Town of Ashland	\$249,945	\$16,775	\$132	-	\$127,222	\$27,744	\$56,238	\$29,743	\$8,998	\$91,980	\$29,494	\$128,472	\$3,154,988	8.4%
Town of Baldwin ^{7*}	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Town of Big Flats	\$1,265,822	\$16,991	\$168	\$50,633	\$312,658	\$491,139	\$167,089	\$216,456	\$27,848	\$420,253	\$103,797	\$741,772	\$7,465,034	8.2%
Town of Catlin	\$648,396	\$10,990	\$243	\$44,091	\$184,144	\$188,683	\$121,250	\$82,346	\$27,881	\$181,551	\$234,071	\$232,774	\$2,014,194	13.5%
Town of Chemung	\$748,516	\$14,203	\$287	\$44,162	\$327,101	\$59,881	\$101,798	\$198,357	\$17,216	\$257,490	\$181,889	\$309,137	\$2,106,769	10.0%
Town of Elmira	\$945,283	\$21,053	\$160	\$86,021	\$259,008	\$285,475	\$196,619	\$108,708	\$9,453	\$429,158	\$148,409	\$366,770	\$7,413,664	6.6%
Town of Erin*	\$410,080	\$7,402	\$203	\$37,727	\$118,513	\$83,656	\$81,606	\$88,167	\$410	\$164,442	\$102,930	\$142,708	\$1,217,346	19.3%
Town of Horseheads	\$1,180,027	\$18,583	\$120	\$51,921	\$126,263	\$499,151	\$171,104	\$266,686	\$64,901	\$371,709	\$260,786	\$547,533	\$13,090,922	5.7%
Town of Southport	\$1,422,336	\$17,669	\$134	\$49,782	\$770,906	\$112,365	\$211,928	\$250,331	\$27,024	\$550,444	\$211,928	\$659,964	\$4,022,238	8.0%
Town of Van Etten*	\$627,176	\$13,176	\$429	\$40,139	\$164,947	\$48,293	\$151,149	\$120,418	\$102,230	\$182,508	\$78,397	\$366,898	\$1,141,218	11.3%
Town of Veteran	\$587,266	\$11,515	\$184	\$42,283	\$242,541	\$66,948	\$68,123	\$139,769	\$27,602	\$178,529	\$163,260	\$245,477	\$2,602,994	11.3%
Village of Elmira Heights	\$448,910	\$20,977	\$114	\$52,971	\$183,604	\$68,683	\$31,873	-	\$111,779	\$196,174	\$90,231	\$162,057	\$4,823,609	14.7%
Village of Horseheads	\$475,115	\$15,179	\$76	-	\$402,898	\$950	\$32,783	\$31,833	\$6,652	\$131,607	\$71,267	\$272,241	\$8,365,494	13.2%
Village of Millport**	\$8,592	\$3,905	\$30	-	\$8,180	-	\$412	-	-	\$258	-	\$8,334	\$2,814,569	67.8%
Village of Van Etten**	\$2,271	\$631	\$4	-	\$2,269	-	-	-	-	-	-	\$2,271	\$3,153,897	-
Village of Wellsburg**	\$12,917	\$4,784	\$21	-	\$12,917	-	-	-	-	-	-	\$12,917	\$4,941,205	42.5%
Total	\$23,763,341													
Average	\$1,397,844	\$16,187	\$153	\$65,269	\$601,880	\$239,702	\$145,295	\$189,872	\$345,639	\$440,020	\$590,398	\$523,875		

Source: New York State Comptroller's Office, Financial Data for Local Governments, 2004-2008.

Notes:

1. Includes all expenditures reported as transportation or highway-related in annual financial reports filed by municipalities with the New York State Comptroller's Office according to the Uniform System of Accounts prescribed by that office. Excludes employee benefits reported in municipal highway funds or directly in highway service expenditures for comparative purposes. Instances where fields are left blank for particular municipalities only indicates that either financial data was not available, or that the municipality did not report highway expenditures under the same accounting code as others in Chemung County.

2. Measurement based on 2004 through 2008 local centerline miles as reported in the New York State Department of Transportation "Local Road Listing."

3. Municipal population estimates for 2008 as prepared by the U.S. Census Bureau's Federal-State Cooperative Program for Population Estimates, which prepares annual estimates for states, counties and sub-county areas.

4. Other services include highway engineering (de minimus), maintenance of bridges (0 to 0.6 percent), garage (0 to 22.8 percent), brush and weed removal (0 to 3.6 percent) and street cleaning (0 to 6.9 percent).

5. Full value as reported for the County and towns on the "Schedule of Real Property Taxes Levied by the County Board of Legislators"; City and Village valuation data is from the "Constitutional Tax Limit" form.

6. State CHIPS aid as reported in annual financial reports filed by municipalities with the New York State Comptroller's Office.

7. The New York State Comptroller's Office does not have comparable financial data for the Town of Baldwin.

* Denotes communities not formally participating in the Study.

** Highway services in the Villages of Millport, Van Etten, and Wellsburg are provided by the Towns of Veteran, Van Etten, and Ashland respectively.

From 2004 to 2008, participating municipalities expended an annual average of approximately \$23.76 million on highway services. From 2004 to 2008, the median annual average highway expenditures per centerline mile of municipalities in Chemung County, including the county, was \$15,228. The average median expenditures by type of expenditure and type of service are shown in **Table 11**.

Table 11: 2004-2008 Annual Average Expenditure Summary Data for All Municipalities

Type of Expenditure	Total	Median Percentage of Overall Expenditures	Weighted Average Percentage of Overall Expenditures
Personnel	\$6,600,292	31.5%	27.8%
Equipment & Capital	\$8,265,577	21.1%	34.8%
Contractual	\$8,905,875	46.4%	37.5%
Type of Service			
Highway Administration	\$783,227	5.9%	3.30%
Road/Street Maintenance	\$10,231,970	41.3%	43.06%
Permanent Improvements	\$3,116,132	12.2%	13.11%
Snow Removal	\$2,324,722	13.4%	9.78%
Highway Machinery	\$2,468,338	17.1%	10.39%
Other Services	\$4,838,952	4.0%	20.36%
<i>Source: New York State Comptroller's Office, Financial Data for Local Governments, 2004-2008. Includes all expenditures reported as transportation or highway-related in annual financial reports filed by municipalities with the New York State Comptroller's Office according to the Uniform System of Accounts prescribed by that office. Excludes employee benefits.</i>			

It is important to keep in mind that types of highway services and levels of service vary between municipalities. The pavement type (asphalt, oil and stone, gravel) impacts maintenance expenditures, equipment and personnel required. By far, road/street maintenance is the largest expenditure category among the municipalities with the median share of highway expenditures attributable to 41.3%. Highway machinery at a median share of highway expenditures of 17.13% is a distant second. This indicates the potential for economies of scale through an alternative services delivery model where highway machinery and highway maintenance are shared to achieve cost savings and ultimately tax savings for residents. Furthermore, with contractual expenditures comprising the most significant type of expenditure at a median share of highway expenditure of 46.4% between 2004 and 2008, there is cause to investigate the extent that such contractual expenditures are allocated to external or private service providers and whether the services rendered could be more cost effectively delivered in-house under the added scale and leverage of a new model of service delivery.

IV. Recommended Model

After a thorough review of all aspects of the local highway departments in Chemung County, the consultant team presented the Highway Services Board (HSB) with a list of preliminary alternative models of service delivery for consideration. The preliminary alternatives were built upon case studies of highway service models that had proven effective in other municipalities across the state, as well as consultant expertise. A discussion of the advantages and disadvantages of the preliminary alternatives is provided in **Appendix E**. The following is a brief summary of the eight preliminary alternative models of highway service delivery:

- **Alternative 1: Null or Status Quo:** Individual municipal highway departments would continue to provide highway services separately and informal sharing would continue as needed.
- **Alternative 2: Decentralization:** The city, towns and villages would maintain all local and county roads within their boundaries and the county would provide technical assistance to the municipalities. This model was considered to be similar to the highway service delivery models utilized in Jefferson County and Monroe County, New York.
- **Alternative 3: Full Consolidation:** All highway departments would merge into a countywide agency and all local staff would become county employees. Strategically located satellite facilities would be maintained throughout Chemung County. All highway services would be provided countywide in a coordinated fashion.
- **Alternative 4: Centralization:** Chemung County would provide common, specialized services to all municipalities within the county.
- **Alternative 5: Centralization/Decentralization:** Chemung County would provide common, specialized services to all municipalities within the county. Municipalities would hire the county to provide additional specialized services on a contract basis, similar to the St. Lawrence County, New York model. The localities would provide day-to-day maintenance services on local and county roads.
- **Alternative 6: Central Core Consolidation:** Chemung County, the City of Elmira, the Town of Elmira, the Village of Elmira Heights, the Town of Horseheads, and the Village of Horseheads would consolidate all highway services. All other municipalities within Chemung County would maintain the status quo.
- **Alternative 7: Centralization/Decentralization with Rural Districts:** This is the same basic concept as Alternative 5, except that neighboring communities would functionally consolidate to provide highway services in a more coordinated fashion to larger/regional districts.

Following the presentation of the preliminary alternative models, the HSB discussed the pros and cons of each alternative, and unanimously agreed that the taxpayers would not benefit from maintaining the status quo. Both the Full Consolidation and Full Decentralization alternatives were also met with scepticism by the majority of rural municipality representatives. However, some HSB members pointed out the benefits of a scaled down version of the Decentralized model, citing some issues with the potential need for additional trained equipment operators and equipment, but noting the merits of allowing the county to specialize in technical matters, while delegating certain highway services to the localities. Representatives of Chemung County, the Town of Horseheads, Town of Elmira, Village of Horseheads, and Village of Elmira Heights expressed interest in working together to develop an alternative scenario that was beneficial to all involved parties. In sum, the HSB was more supportive of a hybrid model which would retain some components of the Central Core Consolidation, Centralization and Decentralization models. HSB members believed that significant progress had already been made towards making this type of model a reality given that certain specialized services and equipment are already shared countywide on a semi-regular basis.

Based on discussions with stakeholders on a number of occasions, the consultant team reviewed Alternatives 1, 2, and 3, and further developed a hybrid by blending certain elements of Alternatives 4 through 7 which had received the most positive feedback. The advantages and disadvantages of the alternative models were further identified through consultation with highway superintendents and the examination of case studies from other communities where available. (See **Appendix E**) Additional HSB meetings revealed that the hybrid model was the most favorable alternative, forming the basis for the Recommended Model. The following pages provide a description of the Recommended Model, including a discussion of legal considerations, institutional arrangements, and funding mechanisms. The implementation steps and projected fiscal impacts of the model are contained in Sections V and VI.

Overview of the Recommended Alternative Model

The fundamental purpose of the *Chemung County Highway Services Study* is to identify how the municipal highway departments in Chemung County can work together to improve efficiencies, and meet the current and future challenges of the economic climate, without reducing highway services and quality of life. In order to increase the efficiency of service delivery, expand and improve highway services, and lower or maintain the cost of providing services, it is recommended that Chemung County and the local municipalities adopt a new model for highway service delivery. The recommended model includes three main components. Each of the three components can be implemented gradually in phases; however, the greatest efficiencies will ultimately be realized through the implementation of all three components:

- **Component 1: Consolidated Urban Highway Services Area:** The integration of highway services between Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira, working toward a long term goal of forming a unified Consolidated Urban Highway Services Area (CUHSA). **See Map 4. Consolidated Urban Highway Service Area Map.**

- **Component 2: Centralized Services:** A means of providing certain common and specialized highway services at the county level to separate municipalities, capitalizing on the benefits of a larger scale service delivery.
- **Component 3: Decentralized Services:** The transfer of routine winter and/or summer maintenance and repair duties from Chemung County to the localities to improve coordination of local road maintenance.

It is important to recognize that the full implementation of each of these components is a *long term* goal. The phased approach will be crucial for developing trust between partners and establishing a solid foundation for later phases. Once the participating municipalities witness a history of success in implementing the preliminary steps, there will be a greater expectation of future success in further inter-municipal ventures to reach the long-term goals of the recommended model.

Recommended Institutional Arrangement

The consultant team determined that the creation of a new political entity was unnecessary for implementing the three components of the Recommended Model. Highway services consolidation, centralization, and decentralization can be provided by general purpose governments through intermunicipal agreements or the enactment of a local law in the case of a transfer of functions.

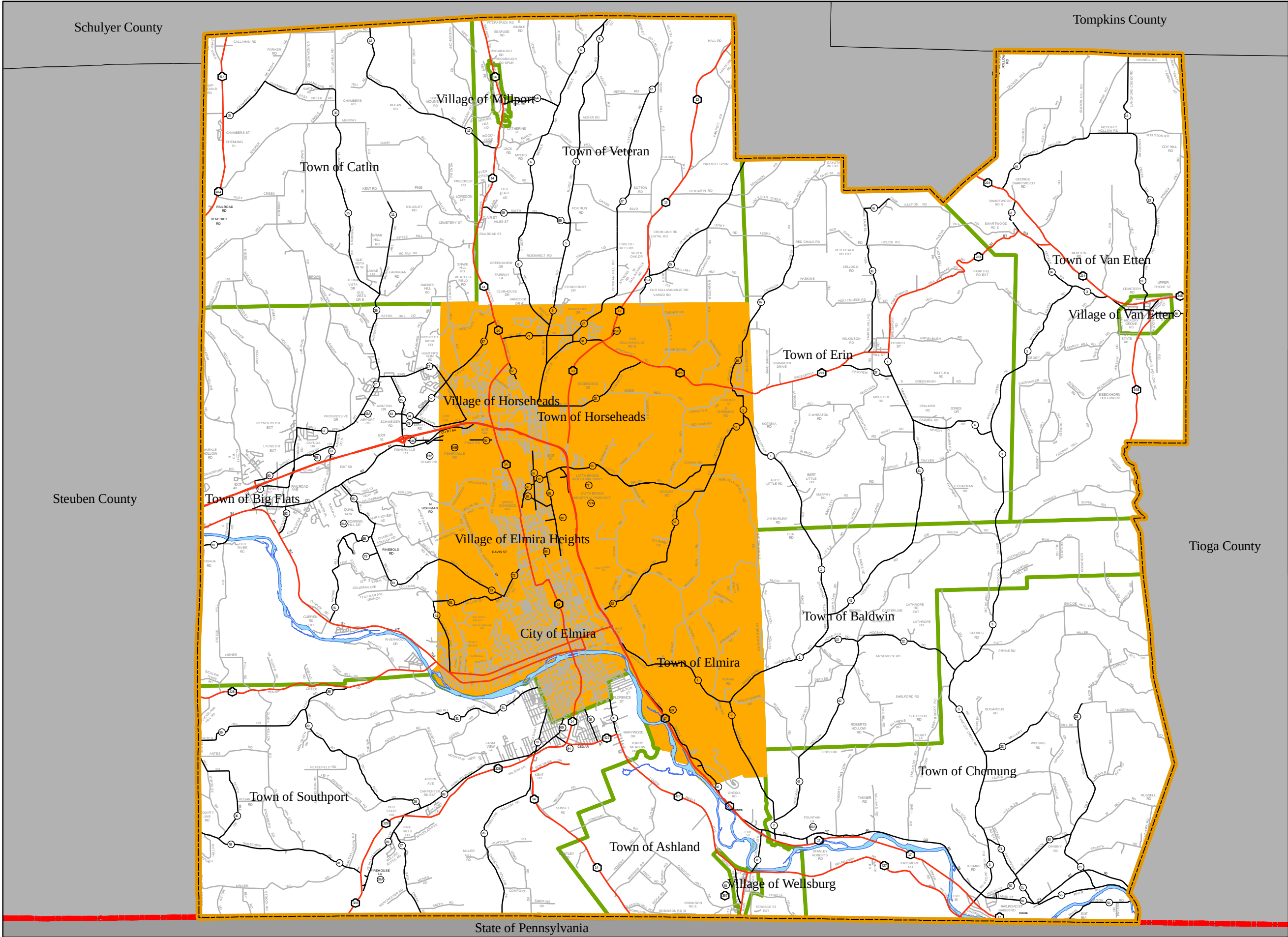
Before reaching this conclusion, the consultant team researched the advantages and disadvantages of special-purpose governments and general-purpose governments. A detailed discussion of Institutional Arrangements can be found in **Appendix F**. The team determined that a general purpose government was the more appropriate alternative because it is more agreeable to the coordination of planning, financing, and delivery of services in a metropolitan area. In addition, general purpose governments are highly visible and transparent to the public, which make them more responsive to the public and more amenable to accountability standards than special districts.

Studies have shown that those localities who rely on special districts for service delivery spend more tax dollars per capita, causing New York State Attorney General Andrew Cuomo to characterize them as “too big, too expensive.”²⁶ The Nassau County Comptroller has also identified disparities in the cost of services delivered by special districts that are not justified by heightened service level.²⁷ The increase in spending associated with special districts can be attributed to a lack of oversight, which has lead to overinvestment in capital assets, such as employee vehicles and pay for unskilled workers at rates significantly greater than the market rate.²⁸ This increase in spending does not mesh with the *Study*’s goal of reducing local and county tax burdens.

²⁶ Cuomo, Andrew. The Empire State Strikes Back: A Plan to Reform Local Government (Accessed 5 January 2010 at <http://www.youtube.com/watch?v=ZWAZTtTYC9M>)

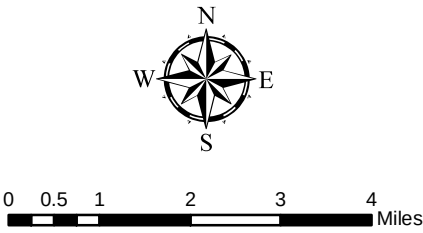
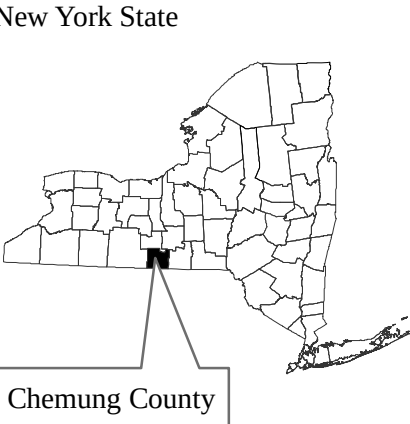
²⁷ Commission on Local Government Efficiency & Competitiveness. Special Purpose Districts/Entities/Units (Accessed 5 January 2010 at http://www.nyslocalgov.org/pdf/Special_Purpose_Govts.pdf)

²⁸ The Nassau County Government Efficiency Project.



Central Core Consolidation
Chemung County, NY

- Legend**
- Chemung County Boundary
 - Municipal Boundary
 - State Boundary
 - Chemung River
 - State Road
 - County Road
 - Local Road



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J:\28134\Cadd\GIS\PDF\Highway Facilities 4-13-09.pdf

Legal Process

The following is an overview of the legal processes that apply to implementing the Recommended Model of highway service delivery. The overview includes the necessary steps for drafting intermunicipal agreements and enactments of local law for establishing the CUHSA, centralized services, and decentralized services. When drafting intermunicipal agreements, many local and state laws must be taken into account. Legal considerations related to these laws include liability, collective bargaining issues, and the legality of eliminating the position of highway superintendent. A memorandum outlining relevant laws and legal considerations in detail is contained in **Appendix G**.

Component 1: Consolidated Urban Highway Services Area

The complete transfer of highway services can be accomplished through the enactment of a charter law or local law by the county. The consent of affected municipalities is not needed. However, once enacted, the law must be approved at a special or general election occurring not less than 60 days after adoption by the County Legislature, and subject to a special majority requirement. The special majority requirements entails approval by the majority of votes cast county-wide, the majority of city dwellers and the majority of non-city dwellers within the county. Model and sample intermunicipal agreements for the CUHSA are contained in **Appendix H**.

Component 2: Centralized Services

Although Chemung County and participating municipalities can proceed to centralize highway service delivery without a written agreement, it is recommended that ratifying the centralized arrangement with a written agreement will ensure that mutual obligations and expectations are clear and allows for protection against liability and other disputes. Chemung County and interested local municipalities should develop and adopt an Intermunicipal Agreement (IMA) that best suits all involved parties. Model and sample intermunicipal agreements for Centralization are contained in **Appendix H**. The steps that will need to be taken to negotiate centralized shared service agreements are contained in the callout box below.

Legal Considerations

- Intermunicipal agreements must adequately address liability concerns and assign each involved government to provide appropriate insurance.
- Towns are required by law to have an appointed or elected highway superintendent. After contracting for highway services with another jurisdiction for a period of at least 5 years, a town may abolish the elected office, subject to permissive referendum, and re-establish the position as an appointive office.
- It is recommended that the towns maintain their highway superintendent positions at some level under the new model to ensure adequate representation at the NYS Association of Town Superintendents of Highways.
- Villages and cities are not specifically required by state statute to have a highway superintendent.
- Under the Taylor Law, there is a duty to bargain, upon demand, the impact or effects of a new model of service delivery upon the terms and conditions of employment.

Component 3: Decentralized Services

The county will also need to negotiate individual Intermunicipal Agreements (IMA) with interested municipalities for the potential transfer of routine winter and/or summer maintenance duties and responsibilities on county centerline miles within their municipal boundaries. Model and sample IMAs for Decentralization are contained in **Appendix H**. The following steps will need to be taken to negotiate decentralized shared service agreements.

Steps to Developing Intermunicipal Agreements

- Identify services to be shared through centralization/decentralization.
- Identify parties to agreement.
- Determine whether to draft a single agreement or separate agreements with each municipality.
- Determine duration of agreement.
- Determine a method or formula for equitably allocating revenues and costs.
- Determine the manner of employing and compensating personnel.
- Determine the acquisition, ownership, operation, maintenance, and lease and sale of property.
- Determine the manner of handling any liabilities that might be incurred in the operation of the joint service and obtaining adequate insurance coverage.
- Determine custody by the fiscal officer of one of the participants of any or all moneys made available for expenditure for the joint service, and authorization for that fiscal officer to make payments on audit of the auditing official or body of his or her municipal corporation or district.
- Determine periodic review of the agreement, including terms relating to its duration, extension or termination.
- Determine adjudication of disputes or disagreements.
- Determine collective bargaining issues, if any.
- Determine highway superintendent issues, if any.
- Determine town taxation issues, if any.
- Draft agreement.

Recommended Funding Mechanism

Highway services are a core municipal service; as a result, most local governments use all the revenue streams available to them to finance the construction and maintenance of their local highways. Similar to other municipalities throughout New York State and the nation, municipalities in Chemung County fund highway services primarily through local revenue sources including property, sales and use taxes and fees for the delivery of highway services to individuals and other governments. Most of those municipalities also leverage intergovernmental transfer from the state and federal government to fund highway services, but to a lesser extent than local revenue sources. The following outlines the recommended funding mechanisms for each component of the Recommended Model. A full discussion of financing options for the Recommended Model is included in **Appendix I**.

Component 1: Consolidated Urban Highway Services Area

It is recommended that a funding paradigm be adopted that includes a mix of local property taxes and sales taxes, to be supplemented by general state highway aid and project-specific federal funding. Services that are only available to certain users are recommended to have a user fee system structured to ensure that residents do not pay for services that they do not receive. User fee services would include any specialized DPW functions that are currently not provided to all municipalities in the CUHSA. The involved municipalities could feasibly negotiate individual contractual agreements with Chemung County to ensure that the operations and maintenance of these specialized services are provided.

Component 2: Centralized Services

Under centralization, Chemung County will provide certain services to all municipalities on an “as-needed” basis and the recipients of the services may be viewed as “customers”. For this reason, it is recommended that centralized services be funded primarily through charges and user fees. Charges and fees from other governments for highway services are measurable; therefore, they are a promising source of funding for highway services provided by one government to another government. There are generally four ways that Chemung County could allocate cost among municipalities to provide centralized highway services:

- **Equal allocation:** Best for arrangements where service integration is minimal, and costs and benefits of the shared service are evenly spread across partners.
- **Proportional allocation:** Well suited for shared services where municipalities are of similar size and have a relatively equal cost structure and demand for services.
- **Usage-based allocation:** Billing for services at agreed upon rates; the most common way costs are apportioned in inter-governmental shared services agreements.

- **Weighted allocation:** Similar to the proportional allocation, but uses multiple variables to compute a score which provides a more accurate estimation of benefits accruing to each municipality.

Component 3: Decentralized Services

It is recommended that funding to the localities for decentralized services be based upon a per mile cost to be negotiated individually between the county and the locality. The county could potentially provide materials or equipment for county road maintenance projects, depending on local needs. Successful models of funding decentralization that can be duplicated to fit the needs of Chemung County exist elsewhere in New York State, including Oneida, Monroe, Jefferson, St. Lawrence, and Ulster counties.

V. Implementation Plan

The recommended model should be implemented in phases. Phase 1 can be viewed as a transitional phase in which plans and policies will be developed and trust is fostered between the partners to ensure that future changes will be built upon a solid foundation. Once the municipalities witness a history of success in implementing the preliminary steps in Phase 1, there will be a greater expectation of future success in further inter-municipal ventures to reach the long-term goals of the recommended model. Phase 2 includes 1) the re-deployment of staff and resources to centralized services and, 2) the negotiation of the transfer of highway service functions within the Consolidated Urban Highway Services Area between Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads and the Towns of Horseheads and Elmira, including actual consolidation of staff, facilities, and equipment.

It is important to recognize that certain recommendations and action steps identified in this *Study* may result in direct cost savings, while others will result in efficiencies. In other words, certain actions have the potential to create efficiencies by eliminating duplicative or overlapping functions, but may not always result in significant cost savings. Conversely, joint purchases of equipment, shared operations and maintenance costs on joint facilities, actual staff reductions, and/or a joint position will directly result in cost savings.

Phase 1: Transitional Period

Component 1: Integrate Highway Services within the Consolidated Urban Highway Services Area

Implementation Steps: Service Delivery

- Integrate highway operations of Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira (CUHSA).
- Create a sub-committee of the Municipal Highway Services Board, known as the Consolidated Urban Highway Services Board (CUHSB) with a representative of each participating municipality. Meetings of the CUHSB will provide opportunities for discussion of local issues and brainstorming solutions with the Chemung County Commissioner of Public Works. This council will be advisory in nature, not supervisory.
- Ensure that the needs of the represented municipalities are met by instructing the Commissioner of Public Works to work with the local DPW/Highway Superintendents to develop a coordinated Operations Plan detailing how the public works and highway services that are currently provided separately will be provided in an integrated fashion. The plan should include a set of goals to be reached within a fiscal year, as well as, policies and standards of service that will be provided. The plan should be approved by each municipality.

Implementation Steps: Personnel

- The City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira will appoint the Chemung County Commissioner of Public Works to oversee the integration of CUHSA highway operations. The Chemung County Commissioner of Public Works will coordinate deployment of personnel, equipment and other resources to various tasks throughout all six municipalities.
- During the transitional phase, the local governments will retain a local DPW/Highway Superintendent on staff as a point of local contact that will coordinate with the Chemung County Commissioner of Public Works. Existing personnel will remain employed by their respective city/town/village, with their own separate pay rates and benefit packages.
- Chemung County will appoint a temporary Shared Services Coordinator responsible for managing the integration of the highway services within the CUHSA and initiating the implementation of various streamlining efforts that the county will be undertaking, including, but not limited to the following:
 - Complete a Labor Force Utilization Analysis to determine the percentage of time currently allocated to various highway services by current employees of all departments. To accomplish this task a uniform work activity accounting system will need to be created that permits tracking of employees' work activity by category of highway service. Some adjustments will need to be incorporated in the system to deal with seasonal workload variations. The results of this analysis will help the CUHSA determine the baseline personnel requirements to maintain existing services and to identify where future hiring may be necessary, how staff resources can be reassigned, and where staffing reductions can be made through attrition, early retirement, or negotiation of severance packages.
 - Analyze the various job classifications, employee titles, compensation rates, work qualifications, and labor management policies. To the greatest extent possible, job classifications should be defined to allow flexibility within job titles to ensure that the county can maintain and promote work day efficiencies that include a variety of tasks. The results of this analysis will be applied to a standardized salary and wage rate plan for the consolidated departments, and will be utilized as a stepping stone to development of a single union contract. New employees hired in the CUHSA will be signed on to the new contract as positions are backfilled. Because the county will create the new contract, new hires will become county employees.
 - Work with the Chemung County Budget Office to understand the opportunities and limitations of the existing financial budgeting and reporting system and develop more detailed system of tracking personnel, equipment and contractual service expenditures.
 - Identify deicing material and other supply needs and adopt a uniform purchasing plan for the CUHSA.

- Develop a Comprehensive Asset Management and Conditions Assessment System that will provide for and enable the most efficient use of resources and help determine optimum levels of service within available resources. A detailed inventory of assets maintained by participating agencies and an assessment of the conditions of those assets will both need to be completed to enable subsequent development of priorities for future funding. In addition, the results of this assessment will provide guidance for the scheduling of work assignments to be performed by the consolidated department's workforce. The Elmira-Chemung Transportation Council (ECTC) will provide valuable technical assistance and play an active role in implementing this task to “promote consistency between transportation improvements and State and local planned growth and economic development patterns”.²⁹ In December 2009, the ECTC adopted its 2030 Long-Range Plan (LRP) which “emphasizes maintaining, optimizing and integrating a transportation system that includes roads, bridges, rail, transit, bicycle and pedestrian facilities, and the regional airport”. The ECTC’s Unified Planning Work Program (UPWP), an annual document that coordinates the overall comprehensive transportation planning in the urban region and includes specific information on which planning activities will be undertaken by the ECTC and its partner agencies during the upcoming year, reinforces the MPO’s desire to continue to work with local communities on transportation planning. Task 1 and 5 of the UPWP include: a Traffic Count Program, a Local Bridge Assessment, Highway System Scoring, updates to the Local Highway System GIS database, as well as other important “activities related to transportation planning and enhancement that focus on bicycle and pedestrian needs and contribute to sustainability, livability and quality of life within the county”.³⁰

Implementation Steps: Equipment

- Use surplus equipment to offset purchases listed on individual purchasing plans and delay other planned equipment purchases until the CUHSA municipalities can better determine what types of equipment will best suit the needs of the proposed model. Once future equipment needs are identified, a 5-year joint purchasing plan can be developed, eliminating duplicate equipment purchases.
- Identify opportunities for selling surplus equipment or redeploy it to a limited Central Motor Pool of specialized equipment that can be shared by all municipalities in the county. Sharing spare equipment and vehicles can save all municipalities the cost of purchasing and maintaining expensive specialized equipment that might be idle for most of its life cycle. The Central Motor Pool can also offer a cost savings alternative to renting equipment in emergency breakdown situations.

²⁹ Elmira-Chemung Transportation Council (ECTC) 2010-2011 Unified Planning Work Program (UPWP), page 3.

³⁰ Elmira-Chemung Transportation Council (ECTC) 2010-2011 Unified Planning Work Program (UPWP), pages 7, 14, 20.

Implementation Steps: Facilities

- In order to provide consolidated services to the CUHSA, the consultant team recommends that Chemung County coordinate improvements to certain municipally owned facilities that have the capacity and capability to accommodate expanded office space, equipment storage, equipment maintenance, and materials storage. The rehabilitation of existing facilities will be less expensive than constructing a new facility because it will allow for the efficient use of existing buildings, land and storage space, while minimizing capital investments and achieving cost savings. The following implementation steps will be necessary to determine the most feasible and economical solution for highway facilities:
 - Initially deploy highway services for the CUHSA from the existing facilities currently owned and operated by Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira.
 - Develop a detailed long-term plan for utilization of existing facilities to be implemented in Phase 2. Complete a detailed site specific review of each facility to determine the highest and best use and evaluate space and environmental constraints of each site. This analysis will likely require a close look at the potential traffic impacts of increased vehicular trips to certain highway facilities.

Component 2: Countywide Centralization of Common and Specialized Services***Implementation Steps: Service Delivery***

- Chemung County will take the lead in organizing, deploying, and providing certain specialized, centralized highway services to all municipalities.
- Centralize those services that are common and specialized, to be available countywide with an initial focus on expanding engineering services, bridge and large culvert maintenance, sign fabrication and installation, tree removal, guiderail installation, pavement marking, pesticide application, and safety training (**See Appendix J – Rationale for Centralized Services**).
- Future expansion of countywide equipment services, traffic services, special roadwork, and certain administrative services should also be considered.
- Establish a Centralized Highway Services Advisory Committee (CHSAC) comprised of Highway Superintendents to coordinate how best to expand countywide highway services to better service the county as a whole. The CHSAC meetings are intended to provide a forum for brainstorming and positive feedback.
- Manage the maintenance needs of county and local roads with a standardized Pavement Management System. The implementation of a more formal, computerized pavement management system will assist the county in a variety of ways; including, prioritizing segment needs, determining repair and constriction strategies, and developing multi-year plans for capital improvements. A standardized Pavement Management System for all municipal highway

departments can also improve cost accounting, and coordination of paving projects throughout the county, promoting economies of scale. According to the Elmira-Chemung Transportation Council (ECTC) Unified Planning Work Program (UPWP), the ECTC has the desire and technical expertise to assist with this task, building upon the existing comprehensive databases of the ECTC that include information on road pavement scoring, traffic counts, signalization, functional classification, work history capacity and bridge information. The information will be incorporated into a Geographic Information System (GIS) that can be used for both long and short range planning.

- Work with the ECTC to inventory all large culverts countywide and identify location, size, age and condition.
- Utilize the statewide standard general accounting code of 5120 to track expenditures (personnel, equipment and contractual services), related to bridges and large culverts.

Implementation Steps: Personnel

- Establish the organizational framework for centralized services. This will include identifying the necessary positions and developing standard operating procedures for delivering centralized services.

Implementation Steps: Equipment

- Develop a uniform, user-friendly system for tracking shared services and equipment between municipalities across Chemung County.
- Create a database of capital improvement plans, equipment needs, and purchasing plans to facilitate future motor pool purchases.
- Create an equipment inventory for the delivery of central services. The equipment inventory for certain specialized services could be purchased from the surplus supply of the CUHSA or from the municipalities that currently provide a particular service (i.e. pesticide application equipment from the Town of Southport). Additional specialized equipment for services not currently provided in Chemung County may need to be purchased from an outside source with costs shared or allocated based on use.
- Create a limited specialized equipment central motor pool to be available to all participating municipalities. The central motor pool could be stocked through the purchase of surplus equipment from the CUHSA and/or through future joint purchases. The central motor pool is intended to provide items that are needed on a limited basis for specialized purposes.
- Develop and adopt a shared equipment agreement between the county and the localities which allows for flexibility in determining whether such machinery is made available for renting, exchanging or lending. The value of the equipment loaned to the towns could be returned to the county in the form of similar types and amounts of materials or supplies, by the use of town-

owned equipment, or receipt of services of equal value to be determined by the respective superintendents.

Implementation Steps: Facilities

- Deploy centralized services from the existing Chemung County and City of Elmira DPW facilities. Each facility will require renovation and expansion; however, certain specialized services could be deployed from other municipal locations.

Component 3: Decentralization of County Road Maintenance to the Rural Towns

Implementation Steps: Service Delivery

- The county will contract with interested local highway departments (i.e., Towns of Ashland, Baldwin, Big Flats, Catlin, Chemung, Erin, Southport, Van Etten, and Veteran) for routine winter and/or summer maintenance and repair of county roads within the respective boundaries of each locality. Decentralized services could include snow and ice removal, roadside mowing, brush cutting, pothole patching, and ditching.
- More comparable and useful cost data on winter snow and ice control could be achieved with preliminary agreement on standardized cost accounting practices. An initial effort should focus on actual versus seasonal reporting of personnel time. This can be accomplished by summarizing daily/weekly time card data and charging established highway expenditure categories. This could be established by joint agreement of a set of categories by highway managers, municipal governing boards and municipal accounting/bookkeeping staff. Having comparable data would be valuable in helping highway managers and governing board members identify areas where different practices may lead to cost savings or service improvements.³¹

Implementation Steps: Personnel

- The localities will provide all personnel necessary to take on the maintenance of additional county road mileage.
- Conduct a Labor Force Utilization Analysis to determine the percentage of time currently allocated to various highway services by current employees of all departments. It is imperative for all municipalities to fully understand what each and every staff person does throughout his/her day. Duties and services should be tracked in order to identify additional areas of services that may benefit from expansion of the centralized highway services provided through Chemung County. In addition, this information may provide further insight for additional regional consolidation efforts.

³¹ Hattery, Michael. Chemung County Winter Road Maintenance: Final Report.

Implementation Steps: Equipment

- The localities will provide all equipment and vehicles necessary to take on the maintenance of additional county road mileage. Additional equipment can be borrowed, rented or leased from the county through the central motor pool to support services if necessary. These details should be negotiated prior to the drafting of the intermunicipal agreement.
- Organize an annual meeting of local highway superintendents to discuss the coordination of annual work plans and create a combined/shared work plan that maximizes all available resources through sharing. The goal would be to jointly accomplish everyone's work in the most efficient manner. Through this process additional sharing opportunities could be identified and opportunities for joint equipment purchases will be identified.

Implementation Steps: Facilities

- The localities will operate decentralized services out of their existing facilities. The impact of assigning county highway responsibilities to localities will be assessed on an individual basis to determine the needs to meet the expanded services.
- Improve the existing facilities to meet codes and regulations to assure a limited possibility of a liability claim, improve the energy performance of the facilities, and to provide a safe and functional work environment for the employees. A Facility Conditions Summary was prepared as a part of the Inventory of Existing Highway Services. **(See Appendix C)** The condition, lifespan, capacity, safety, and expansion opportunities were identified for each facility (including support facilities) along with estimates for the cost of expanding and/or rehabilitating the existing highway facilities.
- Develop snow and ice material storage at the towns of Veteran, Erin, and Baldwin and improve storage at the towns of Catlin and Southport. Improved individual material storage facilities are dramatically needed to meet current delivery and regulatory requirements of these facilities. These sites are critical as potential shared storage/reload facilities for snow and ice operations on county roads.
- Explore opportunities for the rehabilitation and/or expansion of an existing facility while other facilities may be retired or adapted for another use more efficiently. Based on geography, budget and/or service needs, it may be more efficient to provide the localized road services in a more coordinated fashion.

Phase 2: Deployment of Centralized Services & Consolidated Services

Phase 2 involves the realignment and deployment of staff and resources within the Consolidated Urban Highway Services Area (Component 1) and the deployment of Centralized Services (Component 2). It is recommended that the implementation steps for these components be conducted in concert with one another.

Component 1: Deployment of Consolidated Urban Highway Services (CUHSA)***Implementation Steps: Service Delivery***

- Initiate a study to devise a plan for coordination of the plowing routes for county and local road centerline miles within the CUHSA. Proper snow and ice dispatch could significantly reduce the fleet of 6 and 10-wheel dump trucks. Prioritization of routes, establishing levels of service by type of road, equipment setups consistent with the types of road and the level of service, training for proactive delivery of service, and consistency of dispatch is necessary.
- Perform a risk analysis to identify the positives and negatives of one-person plowing versus two-person plowing.
- Explore opportunities for improved efficiencies with consolidation of water districts within the CUHSA.

Implementation Steps: Personnel

- Negotiate a single collective bargaining agreement for all new employees of the CUHSA. The negotiation process should allow ample time for consideration of all pertinent issues that will need to be discussed and agreed upon for a smooth transition.
- Over time, the highway service employees from each local participating municipality will become county employees, through negotiation of a consolidated union contract at the time of turnover. In other words, as positions are backfilled, new employees will be signed on to a new collective bargaining agreement.
- The Chemung County Commissioner of Public Works will begin re-deploying the consolidated workforce to deliver the day-to-day highway services within the CUHSA.
- Following the Labor Force Utilization Analysis, opportunities for crossover between the CUHSA personnel and centralized services personnel may be identified. Reassign certain personnel from the CUHSA to operate centralized services.
- Explore opportunities for the creation of separate divisions, i.e., a Division of Building and Grounds, or a Division of Solid Waste.

Implementation Steps: Equipment

- Inventory equipment utilization by service for at least one year to get a better sense of what equipment is necessary to service the CUHSA.
- Research the cost of operation (Life Cycle Cost) for each type of equipment. This will allow for more informed decision making as it relates to ownership, leasing, rental, repair and/ or replacement. Presently, the age and condition of the fleet suggests that soon decisions will be necessary for major repairs, major replacements, and a concentrated effort to develop the right mix of equipment to provide the expected services efficiently and effectively.

- All equipment currently owned individually by Chemung County, the City of Elmira, the Towns of Elmira and Horseheads, and the Villages of Horseheads and Elmira Heights will be consolidated and organized under the Chemung County Commissioner of Public Works. The joint equipment assets will be utilized to provide highway and other public works services to the CUHSA. The CUHSA will have access to other equipment in a Central Motor Pool. It is understood that the appropriate method for transferring the existing equipment assets and settling any unpaid debt equitably will have to be determined in the future.
- Determine what equipment may be considered duplicative and unnecessary to provide countywide highway services and consolidated urban highway services. Duplicate assets, or spares, can be made available in a shared motor pool, or sold off for profit. Gently used equipment could be sold to specialty auctioneers rather than taking the traditional “wear it out before selling” approach to achieve better returns. This allows the municipalities to take advantage of lower maintenance costs during the early years of ownership.
- Standardize the equipment and vehicle fleet overtime, creating opportunities for parts purchasing, maintenance and repair and training efficiencies in the future.

Implementation Steps: Facilities

- As previously discussed in Phase I, it will be necessary to complete a detailed site specific review of each existing CUHSA facility and an analysis of potential impacts and cost of expanding facility usage. Following the completion of these tasks, the CUHSA will have a clear plan outlining the highest and best use of the existing buildings and land.
- Consider the closure of the Village of Elmira Heights and the Village of Horseheads facilities given that neither is strategically located or adequately equipped to support consolidated services.
- Consider utilizing certain existing highway facilities in a limited capacity to support the CUHSA. The Town of Elmira West facility is valuable as a salt re-load site during winter months and the existing fuel island should be maintained for seasonal refueling needs. The Town of Elmira East and the Town of Horseheads facilities should be considered for closure; however, the sites should be further evaluated for sand/salt mix storage sites for the reloading of trucks that will service the rural roads of these towns and other rural county roads.

Component 2: Deployment of Centralized Services***Implementation Steps: Service Delivery***

- The CHSAC will work with the Chemung County Commissioner of Public Works to determine the type of shared services available; coordinate the standardized reporting of shared services and equipment for tracking and further review, and provide input on the equipment that could be transferred to and/or purchased for the Limited Central Motor Pool.

Implementation Steps: Personnel

- Chemung County can begin re-deploying the workforce to expanded Centralized Highway Services tasks.
- These tasks will be overseen by the Commissioner of Public Works and coordinated with the Centralized Highway Services Advisory Committee (CHSAC).
- Presently, it is unclear how many staff persons will be required to carry out centralized highway services. Following the completion of the components outlined in Phase 1, highway personnel from the CUHSA will become county employees available to assist with providing local and expanded countywide centralized services. Following the Labor Force Utilization Analysis, opportunities for crossover between the CUHSA personnel and centralized services personnel may be identified.

Implementation Steps: Equipment

- Chemung County will coordinate a Limited Central Motor Pool of specialized equipment that can be shared by all municipalities in the county.
- Provide limited equipment and vehicle maintenance services. Such services will be available by appointment, and will be provided according to available resources and as time permits. Vehicle maintenance services could be modeled against the Cayuga County Vehicle Maintenance Pool, where services are provided on a fee for standard service based on industry book rates. The Cayuga County Vehicle Maintenance Pool is managed with a computerized maintenance recordkeeping system that provides detailed billing information and maintenance history on any vehicle that it services. This type of record keeping is important for management and budgeting purposes.

Implementation Steps: Facilities

- The provision of Centralized Highway Services for the benefit of all Chemung County municipalities cannot be housed out of the existing Chemung County DPW/Highway facility alone. In order to provide the expanded centralized services, rather than building a new larger central facility, it is recommended that the county coordinate improvements to certain existing facilities that would have the capacity and capability to house the service needs for expanded office space, equipment storage, equipment maintenance and materials storage. Facility rehabilitation will allow for more efficient use of existing buildings and storage space and will be less expensive than constructing a new facility. The following preliminary facility usage recommendations are offered for the deployment of specialized common centralized services: The results of a detailed site specific study of all existing facilities, as recommended in Phase 2, may dictate a different outcome, depending upon the determination of the highest and best use and evaluation of space and environmental constraints on each site.

- The structures maintenance group for bridges and large culverts should be based out of the County DPW facility.
- Since the sign fabrication shop and the traffic signal shop are currently located in the City of Elmira DPW facility and this facility is the most current, the traffic maintenance group including signs, traffic signals, lighting and pavement marking should be based out of the City of Elmira DPW facility.
- Engineering, safety and administrative services should be based out of the County DPW Administration Office Building. This building is in very good condition and is currently under-utilized. The other likely location is the City of Elmira DPW facility, but the office space is already cramped and expansion would be needed.
- Equipment maintenance services could be provided from both the city and county facilities. These facilities offer the best and most current of facilities available and the respective sites can more readily accept facility expansions. The sites are also the most central to the areas to be serviced. To provide adequate maintenance for the centralized equipment, the use of both facilities is justified and necessary. Ultimately, a major consideration in the future will be the construction of a central equipment maintenance facility; however, the county may be able to develop an inter-municipal agreement for sharing garage space with the Town of Big Flats.³²
- For the purposes of coordination and control, the Limited Motor Pool is best served from one location. Equipment available for the Limited Motor Pool could be kept at the county DPW facility since the site has considerable open space for the storage of equipment and easy access to the county road network.

³² It is recommended that the County initiate discussions with the Town of Big Flats to determine the future potential for shared garage space depending on the scope of the function to be provided within their facility.

VI. Projected Savings

All savings have been calculated based on the ideal end result of: 1) a complete functional consolidation of the local units of highway services of Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira, forming one Consolidated Urban Highway Services Area (CUHSA); 2) the centralization of common and specialized services; 3) the transfer of winter road maintenance responsibilities from the county to the localities.³³ The following cost savings projections are based upon the consultant team's review and analysis of the subject matter. The cost savings projections assume many conditions, and it is understood that specific factors of implementation may change the final outcome and cost savings results.

Component 1: Consolidated Urban Highway Services Area Savings

The goal of functional consolidation is to have one municipality provide highway services for a larger region, rather than have such services provided at numerous locations throughout the region. Functional consolidation of highway services is a frequently used strategy for reorganization of service delivery because it enables the entire region to spend less on capital and equipment by pooling together assets, reducing payroll spending, and reducing spending on facilities and infrastructure by getting better use and utilization out of less property. Functional consolidation can also yield savings on spending by coordinating certain activities centrally. For example, coordinating procurement and inventory management through one consolidated department allows the region to have more buying power which results in better purchase prices on equipment and materials.

Functional consolidation involves discontinuing the provision of services at one or more municipalities as another municipality absorbs the personnel, equipment, and facilities of those municipalities. The nature of functional consolidation is such that the highway services departments at the municipalities would eventually be legally dissolved. The non-real property assets of the target municipalities become the property of the host municipality, such as equipment, but real property assets such as land and buildings remain the property of the target municipalities. Savings under the consolidated model are achieved through reductions in spending in three key areas: facilities, equipment, and personnel.

³³ While the cost savings calculations are solely based on the transfer of winter maintenance services from the County to the localities, there are additional opportunities for transferring summer maintenance responsibilities as well. However, only the savings for winter maintenance opportunities were calculated due to the lack of specific budgeting information for the provision of summer maintenance services. The consultant team recommends that Chemung County and its municipalities pursue a standardized approach to project and activity costing as a means of comparing cost and improving productivity.

Potential Personnel Cost Savings

Methodology for Determining Potential Personnel Savings

The Highway/DPW department heads of Chemung County, the City of Elmira, the villages of Elmira Heights and Horseheads, and the towns of Horseheads and Elmira were asked to provide a complete list of employees, job titles, full-time or part-time designation, salary or hourly wage, years of service, and union membership. Department heads were also asked to identify the duties assigned to each staff person and any specialized skills or licenses possessed by individuals. This research was compiled to illustrate the organizational structures of the departments individually and collectively throughout the proposed CUHSA; to compare existing staffing between departments, and to identify staffing similarities needed to provide existing services.

The methodology for estimating personnel cost savings assumed that savings would occur through the reduction of salaries, through negotiation of a consolidated union contract at the time of turnover, and a reduction in the overall future staff costs by decreasing benefit costs. In other words, it was assumed that as positions are backfilled, new employees will be signed on to a new contract that includes reduced salaries and benefits packages.³⁴ The assumed goal was to reduce benefit rates by 20% for new hires when compared with current employees, and to pay new hires 5% less than current employees.³⁵ Additionally, efficiencies caused by the integration of personnel under a single, consolidated organizational model present further opportunities for cost savings in the future. A detailed analysis of projected personnel savings is included in **Appendix K**.

Personnel Savings Analysis Results

According to the personnel inventory, the CUHSA currently has 98 full-time equivalent employees to provide highway services, on approximately 527 miles of roads, or roughly one full-time employee per 5.4 miles.³⁶ According to feedback from the involved Highway/DPW department heads, the municipalities have a long history of working cooperatively to share highway services, facilities, equipment and personnel in order to control the costs of local government. The special skill sets and abilities of each department are considered complementary to one another. There are few immediate opportunities for reduction of operational staff within the CUHSA, while still providing the same level of service.

³⁴ The contents/details of a future reduced benefit package will be determined through the negotiation process, but could involve increased out-of-pocket costs for employee health insurance. Additional savings may also be realized through a reduction of overtime costs.

³⁵ It is understood that the actual benefit rates agreed upon during future contract negotiations may change the projected personnel savings.

³⁶ This personnel inventory excludes positions that primarily provide buildings and grounds, public water, and solid waste services in the City of Elmira and Village of Horseheads. A total of 26 positions were excluded including: (9) City Public Service Specialists designated to B&G, (1) City B&G Maintenance Mechanic, (2) City B&G Working Supervisor, (1) Village Cemetery Working Supervisor, (1) City Solid Waste Working Supervisor, (1) Village Water Supervisor, (1) Village Water Operator (8) City Solid Waste Specialist II, (1) Village Custodial Laborer, and (1) City Parks Specialist.

As illustrated in **Table 12**, the analysis resulted in an estimated savings of \$951,239 over a five year period for the CUHSA. It is expected that over time, additional areas of personnel savings within the CUHSA will be identified through attrition, redeployment, early retirement, or negotiated severance. Additionally, personnel savings will be more significant in the future through efficiencies that will come from the crews working together seamlessly to maintain the road network in an integrated fashion.

Table 12: Overall Projected Personnel Savings within the CUHSA

	Status Quo - Existing Employee Cost ¹	Reduced Employee Cost through new contract ²	Projected Savings
Year 0	\$6,499,690	\$6,499,690	\$0
Year 1	\$6,694,681	\$6,628,756	\$65,925
Year 2	\$6,895,521	\$6,764,986	\$130,535
Year 3	\$7,102,387	\$6,909,842	\$192,545
Year 4	\$7,315,459	\$7,063,196	\$252,263
Year 5	\$7,534,923	\$7,224,952	\$309,970
Total Savings over 5 years			\$951,239
<i>Notes: 1. Status quo applies a 50% benefit rate to all employees, no reduction in average wages for new hires, and a 3% raise each year. 2. Reduced employee cost considers a 10% annual turnover rate, new hires are paid 5% less, and are signed to a new contract with a 40% benefit rate. A 3% raise is applied to all employees carried over. The 40% benefit rate was applied as a starting point to estimate personnel cost savings in the future. In recent consultation with a representative from PublicSectorHR Consultants, LLC, the Laberge Group was informed that it is not unreasonable to apply a future benefit rate of 40%. Although it is understood that union representatives will do their best to protect the existing contract terms of existing employees, given the difficult fiscal times facing the state, county and local governments, unions will be more likely to bend on the contract terms for new hires. Actual negotiations of new union contracts will determine more realistic personnel savings that can be achieved in the future. Actual benefit rates agreed upon during future contract negotiations may change the projected personnel savings.</i>			

Projected Personnel Savings by Municipality

Table 13 illustrates that Chemung County would benefit most from the personnel savings associated with consolidation, an estimated \$388,261 over 5 years, because they have the largest workforce. The Village of Elmira Heights would benefit least from personnel savings under consolidation, an estimated \$48,533 over 5 years, because they have the smallest highway workforce.

Table 13: Projected Personnel Savings by Municipality³⁷

	Hwy. Staff	Year 1	Year 2	Year 3	Year 4	Year 5	Total Savings
Chemung County	40	\$26,908	\$53,280	\$78,590	\$102,964	\$126,519	\$388,261
City of Elmira	28	\$18,836	\$37,296	\$55,013	\$72,075	\$88,563	\$271,783
Town of Elmira	9	\$6,054	\$11,988	\$17,683	\$23,167	\$28,467	\$87,359
Town of Horseheads	9	\$6,054	\$11,988	\$17,683	\$23,167	\$28,467	\$87,359
Village of Horseheads	7	\$4,709	\$9,324	\$13,753	\$18,019	\$22,141	\$67,946
Village of Elmira Heights	5	\$3,364	\$6,660	\$9,824	\$12,871	\$15,815	\$48,533
Total	98	\$65,925	\$130,535	\$192,545	\$252,263	\$309,970	\$951,239

Source: Laberge Group. See Appendix K for a more detailed analysis.

³⁷ All numbers in the table have been rounded to the nearest thousand.

Potential Equipment Cost Savings

Methodology for Determining Potential Equipment Savings

The CUHSA municipalities were asked to provide a detailed list of existing equipment utilized for highway services, a list of equipment conditions, and plans to purchase additional equipment in the future. To supplement this information, the consultant further identified the average age, age range, life expectancy, and the estimated replacement cost of each piece of equipment. The purpose of this process was to identify areas of overlap among municipal equipment needs and potential opportunities for equipment sharing. The CUHSA municipalities will realize a net savings in a number of ways: 1) by delaying or not purchasing equipment due to the pooling of equipment assets, 2) through the sale of surplus equipment, and 3) through future coordinated equipment purchases. A detailed analysis of potential equipment savings is included in **Appendix K**.

Equipment Recommendations

- Consolidate the equipment inventory to create a shared pool of equipment for the CUHSA.
- Prioritize services and establish the amount of equipment necessary to provide those services in accordance with taxpayer demand and highway personnel capabilities. The actual amount of equipment required to deliver CUHSA services can best be determined with the results of an Equipment Utilization Analysis and the application of industry standards.
- Use surplus equipment to offset purchases listed on individual purchasing plans and delay other planned equipment purchases until the CUHSA municipalities can better determine what types of equipment will best suit the needs of the recommended alternative model.
- Sell surplus equipment or redeploy to the central motor pool.

Equipment Savings Analysis Results

If the municipalities of the CUHSA continue to provide services independently, the municipalities will spend approximately \$25,166,600 to replace their current fleet of equipment. Through consolidation, the CUHSA can significantly reduce its existing inventory by eliminating equipment duplication and by coordinating future purchases. The CUHSA municipalities will save approximately \$7,247,600³⁸ by not replacing surplus equipment. The larger pool of equipment will also eliminate the need to purchase most items on the 5-year purchasing plans, leading to an additional savings of approximately \$1,603,500. Finally, the existing surplus equipment can be sold for potentially \$732,250 in revenue. The total savings from consolidation is estimated to be \$9,583,350 (**Table 14**).

³⁸ The Equipment Savings Analysis figures do not take into account the different cost allocations between rural and urban equipment inventories for the CUHSA. Therefore, it should only be viewed as an estimate.

Table 14: Overall Estimated Equipment Savings for the CUHSA

Savings Method	Estimated Savings
Cost Avoidance: No Replacement	\$7,247,600
Cost Avoidance: Delay of Planned Purchases	\$1,603,500
Sale of Surplus Equipment	\$732,250
Total Savings	\$9,583,350

Source: Laberge Group

Projected Equipment Savings by Municipality

Chemung County municipalities own and maintain a large inventory of machinery, equipment, vehicles, and other capital assets used in the provision of highway services. Equipment savings were the most significant source of savings under consolidation, totaling an estimated \$9.6 million in savings over 5 years (Table 15). Chemung County stands to benefit the most from equipment savings with an estimated \$4.4 million in savings in those years.

Table 15: Projected Equipment Savings by Municipality³⁹

	Total Savings	Year 1	Year 2	Year 3	Year 4	Year 5
Chemung County	\$4,415,000	\$883,000	\$883,000	\$883,000	\$883,000	\$883,000
City of Elmira	\$2,176,000	\$435,200	\$435,200	\$435,200	\$435,200	\$435,200
Town of Horseheads	\$808,000	\$161,600	\$161,600	\$161,600	\$161,600	\$161,600
Town of Elmira	\$769,000	\$153,800	\$153,800	\$153,800	\$153,800	\$153,800
Village of Horseheads	\$956,000	\$191,200	\$191,200	\$191,200	\$191,200	\$191,200
Village of Elmira Heights	\$460,000	\$92,000	\$92,000	\$92,000	\$92,000	\$92,000
Total Savings:	\$9,584,000	\$1,924,400	\$1,924,400	\$1,924,400	\$1,924,400	\$1,924,400

Potential Facilities Cost Savings

Methodology for Determining Potential Facilities Savings

As a part of the inventory of existing highway services, a NYS Licensed Architect and a NYS Licensed Engineer toured each existing highway facility in Chemung County. The purpose of the facility tours was to get a general impression of the condition, lifespan, capacity, and safety of facilities, all which were to provide an idea about potential expansion opportunities. The results of the tours and discussions with the department heads led to the identification of opportunities for sharing existing facilities within a consolidated model of highway services. An estimated budget figure for expanding and/or rehabilitating individual facilities was developed and utilized to compare the cost of individual upgrades versus the cost

³⁹ All numbers in the table have been rounded to the nearest thousand.

to upgrade if consolidation occurred.⁴⁰ A detailed analysis of potential facilities savings is included in **Appendix K**.

In order to provide consolidated services to the CUHSA, Chemung County should coordinate improvements to certain municipally owned facilities that have the capacity and capability to accommodate expanded office space, equipment storage, equipment maintenance, and materials storage. The rehabilitation of existing facilities will be less expensive than constructing a new facility because it will allow for the efficient use of existing buildings and storage space. The consultant team recommends that a detailed site specific review of each facility be completed to determine the highest and best use and evaluate space and environmental constraints of each site. The following preliminary recommendations are based on maximizing the use of existing facilities in order to minimize initial capital investments and achieving the overall goal of cost savings:

Facility Recommendations

- Deploy highway services for the CUHSA from the existing Chemung County and City of Elmira DPW facilities. Renovation and expansion of facilities will be necessary to accommodate additional office space, equipment, materials storage, and maintenance areas.⁴¹
- Consider the closure of the Village of Elmira Heights and the Village of Horseheads facilities because neither is strategically located or adequately equipped to support consolidated services.
- Utilize the highway facilities in the Towns of Horseheads and Elmira in a limited capacity to support the CUHSA. The Elmira West facility should be used as a salt re-load site during winter months and the existing fuel island should be maintained for seasonal refueling needs. The Elmira East and the Town of Horseheads garage structures should be considered for closure but their sites should be utilized as sand/salt mix storage sites for the reloading of trucks that will service the rural roads of these towns and the rural county roads.

Facilities Savings Analysis Results

If the municipalities of the CUHSA were to continue with their current model of highway service delivery, the total cost to improve their facilities independently would be approximately \$7,123,000.⁴² If consolidation occurs in accordance with the recommended alternative model, the total estimated facility improvement costs would be approximately \$3,530,000 due to facility closings and adaptations. Therefore, the municipalities in CUHSA would collectively save approximately \$3,670,285 in necessary

⁴⁰ The facility reviews and budgetary information provided should be considered preliminary in nature, performed for planning purposes to identify the potential cost savings through consolidation. It is recommended that a more detailed site specific review of each facility be completed in the future. The budgetary figures are built upon the assumption that the necessary improvements would not be deferred, regardless of current or future economic influences. Actual facility improvements may change the projected cost savings.

⁴¹ The results of a detailed site specific study of all existing facilities, as recommended in Phase 2, may dictate a different outcome, depending upon the determination of the highest and best use and evaluation of space and environmental constraints on each site.

⁴² For the purposes of projecting cost savings, the consultant team assumed that the necessary facility improvements would not be deferred,

facility upgrades if they consolidate highway services. **Table 16** illustrates the estimated savings to each municipality if highway services are consolidated.

Table 16: Overall Estimated Facility Savings per Community

Community	Implemented Years 2-3 ¹
Chemung County	(\$277,533) ²
City of Elmira	\$312,656
Village of Elmira Heights	\$733,850
Village of Horseheads	\$584,050
Town of Elmira (East and West Facilities)	\$1,378,763
Town of Horseheads	\$938,500
Total Estimated Savings	\$3,670,285 ³
NOTES: 1. Costs have been escalated at 5%/year for implementation in year 3 2. Although the consolidation of highway facilities will not save Chemung County as a whole, the overall savings to the municipalities in the CUHSA is significant. 3. Estimated savings includes a calculated annual operations and maintenance costs savings. Annual O&M costs savings are estimated at \$.25/Bldg. SF/Month.:	

Projected Facilities Savings by Municipality

Under consolidation of highway services for CUHSA communities, facilities savings are driven primarily by those communities not having to make capital expenditures to keep existing facilities suitable for their current uses in highway service delivery. A secondary source of savings is reduction in operating and maintenance expenditures for facilities that will be decommissioned. However, in order to accommodate the additional scale of providing highway services for the CUHSA communities, the Chemung County government will have to make capital expenditures into its facilities totaling \$278,000 (**Table 17**). Nevertheless, because equipment and personnel savings under consolidation eclipse the amount of additional facilities expenditures that the Chemung County government will be required to make, the Chemung County property tax levy will ultimately be reduced.

Table 17: Projected Facilities Savings by Municipality⁴³

	Total Savings	Year 1	Year 2	Year 3	Year 4	Year 5
Chemung County	(\$278,000)	(\$55,600)	(\$55,600)	(\$55,600)	(\$55,600)	(\$55,600)
City of Elmira	\$313,000	\$62,600	\$62,600	\$62,600	\$62,600	\$62,600
Town of Horseheads	\$734,000	\$146,800	\$146,800	\$146,800	\$146,800	\$146,800
Village of Horseheads	\$584,000	\$116,800	\$116,800	\$116,800	\$116,800	\$116,800
Town of Elmira	\$1,379,000	\$275,800	\$275,800	\$275,800	\$275,800	\$275,800
Village of Elmira Heights	\$939,000	\$187,800	\$187,800	\$187,800	\$187,800	\$187,800
Total Savings:	\$3,671,000	\$734,200	\$734,200	\$734,200	\$734,200	\$734,200

⁴³ All numbers in the table have been rounded to the nearest thousand.

Overall Projected Savings for the CUHSA

In total, facilities savings, equipment savings, and personnel savings from functional consolidation are estimated to save the proposed CUHSA municipalities approximately \$14.2 million; \$2.72 million in Year 1, \$2.79 million in Year 2, \$2.85 million in Year 3, \$2.91 million in Year 4, and \$2.97 million in Year 5 (**Table 18**). The most substantial opportunity for savings was in the equipment category, followed by facilities and personnel.

Table 18: Summary of Projected Savings to CUHSA Communities from Consolidation

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Equipment	\$1,924,400	\$1,924,400	\$1,924,400	\$1,924,400	\$1,924,400	\$9,622,000
Facilities	\$734,200	\$734,200	\$734,200	\$734,200	\$734,200	\$3,671,000
Personnel	\$65,925	\$130,535	\$192,545	\$252,262	\$309,970	\$951,000
Total	\$2,724,525	\$2,789,135	\$2,851,145	\$2,910,862	\$2,968,570	\$14,200,000

Tax Impact Analysis for the CUHSA

As previously illustrated, the implementation of *Component 1: Consolidated Urban Highway Services Area* will lead to a reduction in municipal spending for the governments of Chemung County, the City of Elmira, the Town of Horseheads, the Town of Elmira, the Village of Elmira Heights, and the Village of Horseheads. This reduction in spending will ultimately lower the property taxes of the CUHSA municipalities and will potentially lower the property taxes of all Chemung County communities. All Chemung County municipalities are expected to save because it was assumed that any tax savings to the county will be reflected as a reduced property tax levy upon all municipalities in Chemung County apportioned by each municipality's percentage of the county property tax revenue budget.

Tax Impact Methodology

The tax impact of implementing the CUHSA was generated by calculating the savings that would be achieved on consolidation of facilities, equipment, and personnel. As previously discussed, facilities savings constitute the savings from decommissioning buildings from highway service delivery and, therefore, not having to make expenditures to maintain their suitability for existing uses, as well as annual savings on operating overhead and proceeds from potential sale of the facilities. Equipment savings were calculated by identifying areas of overlap where consolidation would create opportunities for savings through 1) avoiding expenses of replacing equipment; 2) delaying expenses for planned purchases of equipment; and 3) sale of surplus equipment. Personnel savings were calculated by analyzing the personnel needs of delivering services from the consolidated location and by analyzing the number of personnel and salaries currently employed at each municipality. Through an attrition strategy where positions are filled by hiring employees with lower salaries and benefits packages as current employees leave, savings on personnel are achieved and escalate over time.

After the facilities, equipment, and personnel savings were calculated, they were subtracted from the relevant tax levies for fiscal year 2009 to yield the total tax levy reduction; the percentage change in each tax levy was then calculated. Due to uncertainty as to the exact time that savings under equipment and facilities would accrue, total savings for those categories were equally distributed across five years. The 2009 property tax rate per \$100,000 assessed value of each community was then used to generate the property tax bill on a \$100,000 home for each community. A new tax bill using the property tax rate per \$100,000 assessed value as adjusted for the changes in the tax levies due to savings from consolidated service delivery was then generated for a sequence of five years for each community. By subtracting the new tax bill for each of the five projected years from the 2009 tax bill, overall property tax savings for a \$100,000 assessed value home under consolidated highway service delivery are revealed.

Though only the governments of Chemung County, the City of Elmira, the Town of Horseheads, the Town of Elmira, the Village of Elmira Heights, and the Village of Horseheads (“CUHSA communities”) are involved in the consolidation of highway services, it has been assumed that any tax savings to the county will be reflected as a reduced property tax levy upon all municipalities in Chemung County apportioned by each municipality’s percentage of the county property tax revenue budget.

Overall expenditure reductions for the CUHSA are projected to yield reductions in property tax levies for all municipalities from the first year of consolidation, ranging from a low of \$17.10 in the Village of Van Etten to a high of \$573.46 in the Town of Horseheads (**Table 19**). Property tax savings grow over the course of the five year projections due to growth in projected personnel savings. It is anticipated that as existing employees depart over time, their positions will be filled by new employees with lower salary and benefits packages.

Table 19: Reduction in Property Tax Bill for \$100,000 AV Property under Consolidation

	Year 1	Year 2	Year 3	Year 4	Year 5
City of Elmira	\$106.18	\$109.87	\$113.41	\$116.83	\$120.12
Town of Ashland	\$29.39	\$30.30	\$31.17	\$32.01	\$32.82
Town of Baldwin	\$21.05	\$21.70	\$22.32	\$22.92	\$23.50
Town of Big Flats	\$21.01	\$21.65	\$22.28	\$22.883.06	\$23.26
Town of Catlin	\$21.05	\$21.70	\$22.32	\$22.92	\$23.50
Town of Chemung	\$21.05	\$21.70	\$22.32	\$22.92	\$23.50
Town of Elmira	\$149.23	\$151.65	\$153.96	\$156.19	\$158.35
Town of Erin	\$21.06	\$21.71	\$22.34	\$22.94	\$23.52
Town of Horseheads	\$573.46	\$584.69	\$565.10	\$605.83	\$615.86
Town of Southport	\$20.03	\$20.65	\$21.25	\$21.82	\$22.37
Town of Van Etten	\$24.61	\$25.37	\$26.10	\$26.80	\$27.48
Town of Veteran	\$22.05	\$22.53	\$23.18	\$23.80	\$24.40

Village of Millport ⁴⁴	-	-	-	-	-
Village of Van Etten	\$17.10	\$17.63	\$18.14	\$18.63	\$19.10
Village of Wellsburg	\$20.04	\$20.66	\$21.25	\$21.82	\$22.38
Village of Elmira Heights ⁴⁵ (Hshds.)	\$273.33	\$276.92	\$280.36	\$283.68	\$282.78
Village of Elmira Heights (Elmira)	\$268.27	\$271.70	\$275.00	\$278.17	\$281.24
Village of Horseheads	\$130.63	\$132.88	\$135.05	\$137.13	\$139.14

Source: University of Buffalo Regional Institute

Centralized Services Savings

Centralization is a means for governments to share capacity for service delivery by arranging to have one government provide certain services for other governments. Centralization allows governments to save expenditures by tapping into the abilities of other governments to provide specialized highway services, rather than having to internally employ staff, and continuously make investments into capital and training to provide specialized services. The centralized entity provides services for all municipalities on an “as-needed” basis. It is recommended that centralized services be funded primarily through charges and user fees. There are generally four ways that Chemung County could allocate cost among municipalities to provide centralized highway services: equal allocation; proportional allocation; usage-based allocation; and weighted allocation. See **Appendix I** for further discussion.

Tax Impact Methodology for Centralized Services

In order to calculate the potential cost savings from centralized service delivery, data was collected from individual municipalities through questionnaires. Each questionnaire itemized typical highway services expenditures that were targeted for centralization and further classified such expenditures as being contractual, personnel, or equipment. By obtaining data on average annual expenditures for these targeted services, a figure could be extracted to estimate the percentage such municipalities would save by having such services performed by the county. ⁴⁶ From the quantitative data supplied by the municipalities, a figure of 5 to 10% cost savings qualitatively appeared to be a conducive and accurate representative percentage from the sample. This 5 to 10% cost savings figure was then applied to the average total highway expenditures for each municipality between 2004-2008 to yield the estimated dollar amount of total cost savings for each municipality; one calculation was performed using 5% expenditure savings to yield the lower limit of the estimation, and one calculation was performed using 10% expenditure savings to yield the upper limit of the estimation. Using this figure as a starting point for the year 2009, the total savings were then forecasted over five years under the assumption that total highway services costs would

⁴⁴Because the Village of Millport is not consolidating, its only savings would be its portion of county savings based on its percentage contribution to the county tax revenue budget. As a result of data on the Village of Millport not being available from the New York State Office of the State Comptroller’s “Financial Data for Local Governments” database with which to determine the village’s contribution to the county tax budget, the Village of Millport’s share of county tax savings could not be calculated.

⁴⁵ Two calculations of property tax savings were calculated for the Village of Elmira Heights due to the fact that the village straddles both the Town of Elmira and the Town of Horseheads. Reductions in expenditures were apportioned by the percentage of the village’s full value in each town.

⁴⁶ Responses were received from all municipalities except for the villages of Millport, Van Etten, Wellsburg, Elmira Heights, and Horseheads.

be subject to 1% annual inflation (which is reflected by an equivalent 1% increase in projected cost savings year-over-year). The assumption of 1% annual inflation was based on the average change in total highway services costs over years 2004-2008.

After the savings from centralization were calculated, they were subtracted from the relevant tax levies for fiscal year 2009 to yield the total tax levy reduction. The percentage change in each tax levy was then calculated. The 2009 property tax rate per \$100,000 assessed value of each municipality was used to generate the property tax bill on a \$100,000 home for each municipality. A new tax bill using the property tax rate per \$100,000 assessed value as adjusted for the changes in the tax levies due to savings from centralized service delivery was then generated. By subtracting this new tax bill from the 2009 tax bill, overall property tax savings for a \$100,000 assessed value home are revealed.

Tax Impact of Centralized Services (5-Year Projection)

Under centralization of highway services, all municipalities across the county are anticipated to have reduced expenditures and therefore have an opportunity to reduce their property tax burden (**Table 20**). Any expenditure savings figure ranging from 5% to 10% would create reduced expenditures and a subsequent reduced property tax levy for all municipalities. Under a 5% savings calculation, savings to all municipalities, including the county, are expected to total approximately \$1.2 million in Year 1 and grow to \$1.25 million by Year 5. Under a 10% savings calculation, savings to all municipalities would be twice as much, totaling approximately \$2.4 million in Year 1 and growing to approximately \$2.5 million in Year 5. Chemung County will accrue the most savings, followed by the City of Elmira, the Town of Southport and the Town of Big Flats.

Table 20: Estimated Savings from Centralization

	Savings Level	Year 1	Year 2	Year 3	Year 4	Year 5
Chemung County	5%	\$463,176	\$467,808	\$472,486	\$477,211	\$481,983
	10%	\$926,352	\$935,616	\$944,972	\$954,422	\$963,966
City of Elmira	5%	\$280,724	\$283,531	\$286,366	\$289,230	\$292,122
	10%	\$561,477	\$567,062	\$572,732	\$578,460	\$584,244
Town of Ashland	5%	\$12,622	\$12,748	\$12,876	\$13,005	\$13,135
	10%	\$25,244	\$25,497	\$25,752	\$26,009	\$26,269
Town of Baldwin ⁴⁷	5%	-	-	-	-	-
	10%	-	-	-	-	-
Town of Big Flats	5%	\$63,924	\$64,563	\$65,209	\$65,861	\$66,520
	10%	\$127,848	\$129,127	\$130,418	\$131,722	\$133,039
Town of Catlin	5%	\$32,744	\$33,071	\$33,402	\$33,736	\$34,074
	10%	\$65,488	\$66,143	\$66,804	\$67,472	\$68,147
Town of Chemung	5%	\$37,800	\$38,178	\$38,560	\$38,945	\$39,335
	10%	\$75,600	\$76,356	\$77,120	\$77,891	\$78,670
Town of Elmira	5%	\$47,737	\$48,214	\$48,696	\$49,183	\$49,675

⁴⁷ The Town of Baldwin did not file annual reports with the Office of the State Comptroller; therefore, there was insufficient information to calculate expenditure savings. All of Baldwin's savings comes from savings at the county level.

	10%	\$95,574	\$96,428	\$97,393	\$98,367	\$99,350
Town of Erin	5%	\$20,709	\$20,916	\$21,125	\$21,337	\$21,550
	10%	\$41,418	\$41,832	\$42,251	\$42,673	\$43,100
Town of Horseheads	5%	\$59,591	\$60,187	\$60,789	\$61,397	\$62,011
	10%	\$119,183	\$120,375	\$121,578	\$122,794	\$124,022
Town of Southport	5%	\$71,828	\$72,546	\$73,272	\$74,004	\$74,744
	10%	\$143,656	\$145,092	\$146,543	\$148,009	\$149,489
Town of Van Etten	5%	\$31,672	\$31,989	\$32,309	\$32,632	\$32,958
	10%	\$63,345	\$63,978	\$64,618	\$65,264	\$65,917
Town of Veteran	5%	\$29,657	\$29,954	\$30,253	\$30,556	\$30,861
	10%	\$59,314	\$59,907	\$60,506	\$61,111	\$61,722
Village of Elmira Heights	5%	\$22,670	\$22,897	\$23,126	\$23,357	\$23,590
	10%	\$45,340	\$45,793	\$46,251	\$46,714	\$47,181
Village of Horseheads	5%	\$23,993	\$24,233	\$24,476	\$24,720	\$24,968
	10%	\$47,987	\$48,466	\$48,951	\$49,441	\$49,935
Village of Millport	5%	\$868	\$876	\$885	\$894	\$903
	10%	\$434	\$438	\$443	\$447	\$452
Village of Van Etten	5%	\$229	\$232	\$234	\$236	\$239
	10%	\$458	\$464	\$468	\$472	\$478
Village of Wellsburg	5%	\$652	\$659	\$665	\$672	\$679
	10%	\$1,305	\$1,318	\$1,331	\$1,344	\$1,358

Source: University of Buffalo Regional Institute.

The range of property tax savings on a \$100,000 assessed value property from centralized services is narrower than for consolidated services. All participating municipalities will see reductions in their property tax bill under centralized highway services due to reduced highway expenditures (**Table 21**).

Table 21: Reduction in Property Tax Bill for \$100,000 Assessed Value Property

	Savings Level	Year 1	Year 2	Year 3	Year 4	Year 5
City of Elmira	5%	\$57.67	\$58.25	\$58.83	\$59.42	\$60.01
	10%	\$115.34	\$116.49	\$117.66	\$118.83	\$120.02
Town of Ashland	5%	\$27.42	\$27.70	\$27.98	\$28.26	\$28.54
	10%	\$54.84	\$55.40	\$55.96	\$56.52	\$57.08
Town of Baldwin ⁴⁸	5%	\$11.41	\$11.53	\$11.64	\$11.76	\$11.88
	10%	\$22.82	\$23.05	\$23.28	\$23.51	\$23.75
Town of Big Flats	5%	\$21.21	\$21.42	\$21.64	\$21.85	\$22.07
	10%	\$42.42	\$42.84	\$43.27	\$43.70	\$44.14
Town of Catlin	5%	\$33.28	\$33.62	\$33.95	\$34.29	\$34.63
	10%	\$66.56	\$67.23	\$67.90	\$68.58	\$69.26
Town of Chemung	5%	\$41.97	\$42.39	\$42.82	\$43.24	\$43.68
	10%	\$83.94	\$84.78	\$85.63	\$86.48	\$87.35

⁴⁸ Because savings from centralization for the Town of Baldwin could not be calculated due to a lack of expenditure data as the Town of Baldwin did not file reports with the New York State Office of the State Comptroller, this property tax savings estimation for the Town of Baldwin solely reflects the reduced county property tax levy on the town due to savings from centralization at the county level.

Town of Elmira	5%	\$24.70	\$24.94	\$25.19	\$25.45	\$25.70
	10%	\$49.39	\$49.88	\$50.38	\$50.89	\$51.39
Town of Erin	5%	\$35.82	\$36.18	\$36.54	\$36.90	\$37.27
	10%	\$71.63	\$72.35	\$73.07	\$73.80	\$74.54
Town of Horseheads	5%	\$120.51	\$121.71	\$122.93	\$124.16	\$125.03
	10%	\$241.01	\$243.42	\$245.85	\$248.31	\$250.80
Town of Southport	5%	\$29.84	\$30.14	\$30.44	\$30.74	\$31.05
	10%	\$59.67	\$60.27	\$60.87	\$61.48	\$62.09
Town of Van Etten	5%	\$44.40	\$44.85	\$45.29	\$45.75	\$46.20
	10%	\$88.80	\$89.69	\$90.58	\$91.49	\$92.40
Town of Veteran	5%	\$29.07	\$29.36	\$29.65	\$29.95	\$30.25
	10%	\$58.13	\$58.71	\$59.30	\$59.89	\$60.49
Village of Millport	5%	\$17.22	\$17.39	\$17.56	\$17.74	\$17.92
	10%	\$34.44	\$34.78	\$35.12	\$35.48	\$35.84
Village of Van Etten	5%	\$41.53	\$41.94	\$42.36	\$42.78	\$43.21
	10%	\$83.05	\$83.88	\$84.72	\$85.56	\$86.42
Village of Wellsburg	5%	\$37.76	\$33.09	\$33.42	\$33.76	\$34.09
	10%	\$65.52	\$66.18	\$66.84	\$67.51	\$68.18
Village of Elmira Heights (Hsds.)	5%	\$31.61	\$31.93	\$32.25	\$32.57	\$32.89
	10%	\$63.22	\$63.85	\$64.49	\$65.14	\$65.79
Village of Elmira Heights (Elmira)	5%	\$41.63	\$42.05	\$42.47	\$42.90	\$43.32
	10%	\$83.26	\$84.10	\$84.94	\$85.79	\$86.64
Village of Horseheads	5%	\$19.44	\$19.63	\$19.83	\$20.03	\$20.23
	10%	\$38.87	\$39.26	\$39.65	\$40.05	\$40.45

Source: University of Buffalo Regional Institute

Decentralized Services Savings

Decentralization is an ideal strategy where municipalities can perform services more inexpensively than the county, where the county's total expenditures under negotiated service level agreements with the municipalities would be less than their total expenditures, and where the negotiated price for the services exceeds the cost to the municipalities. Under these conditions, the municipalities benefit from both a reduction in the county tax levy, because the county would be spending less on highway services, as well as a "profit" by delivering the services for less than what is charged to the county. Decentralization lacks the formality of reorganization strategies such as centralization and consolidation. Decentralization of services are often addressed on a case-by-case basis, which contrasts centralization and consolidation where service reorganization is usually planned for many services at a single time. Decentralization of each service will be settled through a separate agreement with service level as well as terms of compensation which may be monetary or non-monetary (e.g., exchange of services).

Methodology

Due to the variation in terms of agreements, each service must be analyzed individually to illustrate its potential for tax savings under a decentralized model; therefore snow removal was selected as the service to be analyzed for illustrative purposes. Based on data collected from the municipalities on snow removal expenditures per centerline mile, notwithstanding certain qualitative factors such as service level and

responsiveness, most of the local governments deliver highway services more inexpensively than the county. **Table 22** indicates the potential for more efficient service delivery under decentralization.

Table 22: Average Annual Snow Removal Expenditures, 2004-2008

Municipality	Annual Average Snow Removal Expenditures	Local Road Centerline Miles	Annual Average Snow Removal Expenditures per Local Mile
Chemung County	\$843,806	243.70	\$3,462
City of Elmira	\$88,942	127.20	\$699
Town of Ashland	\$56,238	14.90	\$3,774
Town of Baldwin	-	35.00	-
Town of Big Flats	\$167,089	74.50	\$2,243
Town of Catlin	\$121,250	59.00	\$2,055
Town of Chemung	\$101,798	52.70	\$1,932
Town of Elmira	\$196,619	44.90	\$4,379
Town of Erin	\$81,606	55.40	\$1,473
Town of Horseheads	\$171,104	63.50	\$2,695
Town of Southport	\$211,928	80.50	\$2,633
Town of Van Etten	\$151,149	47.60	\$3,175
Town of Veteran	\$68,123	51.00	\$1,336
Village of Elmira Heights	\$31,873	21.40	\$1,489
Village of Horseheads	\$32,783	31.30	\$1,047

Source: University of Buffalo Regional Institute, New York State Comptroller's Office, *Financial Data for Local Governments, 2004-2008*.

(The Town of Baldwin did not file reports with the NYS Office of the State Comptroller. Snow removal for the Village of Wellsburg, Village of Millport and Village of Van Etten is provided by the towns of Ashland, Van Etten, and Veteran). New York State Department of Transportation Highway Mileage Database 2008.

For feasibility of analysis, it is assumed that the governments will exchange services for monetary compensation. It is important to note that the analysis of potential savings from decentralization of certain services was completed as a stand-alone component. In actuality, if the CUHSA (Component 1) were to be implemented at the same time, the involved communities would not be contracting with the county because they would be working as one with the county.

Snow removal was chosen due to the availability of data on the typical price per centerline mile charged between governments for inter-municipal provision of the service, which ranged between \$4,000-5,500.⁴⁹ For purposes of this analysis, \$4,000 was used as the price per centerline mile that all municipalities would charge the county for removing snow and ice from county roads.

⁴⁹ Steuben County Public Works Committee. "Minutes" (January 3, 2006. <http://www.steubencony.org/indexes/PblWorks-ndx-06.pdf>)

Town Board for the Town of Camillus, Onondaga County, "Minutes," (January 11, 2005. <http://townofcamillus.com/documents/249.pdf>)

Average 2004-2008 snow removal expenditures were divided by the centerline miles in each municipality to yield each municipality's cost of snow removal per centerline mile.⁵⁰ The cost per centerline mile was then multiplied by the number of county centerline miles in each municipality to yield the additional cost that would be incurred to provide highway services for county roads by each respective municipality. The number of county centerline miles in each municipality was then multiplied by the contract price charged to the county to generate the potential revenues to each municipality as compensation for decentralized service provision. The total revenues under the service contract were then subtracted from total expenditures. Total expenditures less revenues under decentralization were then compared with average total revenues between 2004 and 2008 to determine whether, as a county, savings would be realized. Additionally, each municipality's expenditures for removing snow from county roads were subtracted from the revenues received by that municipality for providing such services to reveal the direct benefit, or profit, to each municipality incurred in providing such services.

Tax Impact of Decentralized Services

Decentralization demonstrates promise for reducing overall spending on highway services and thereby reducing property tax burdens. Some local governments can perform services such as snow removal more efficiently than the Chemung County government. For example, where Chemung County provides snow removal at an average annual cost of \$3,462 per centerline mile, a local government such as the Town of Chemung performs this same service considerably more inexpensively at \$1,932 per centerline mile. By local governments taking on service delivery functions currently provided by Chemung County, such as snow removal on county roads, service delivery can be shifted to more efficient providers of the service and thereby reduce total expenditures countywide. Currently, all Chemung County governments spend approximately \$23.76 million⁵¹ annually for the provision of all highway services. Under a model where snow removal is decentralized, the projected total annual highway expenditures among all participating municipalities less the projected revenues paid by the Chemung County government to the municipalities for provision of snow removal services equals approximately \$23.49 million, which is \$269,211 less per year than the average total highway expenditures for all municipalities between years 2004 to 2008 (**Table 23**). This projected savings illustrates how local governments can provide snow removal services more efficiently than the Chemung County government.

⁵⁰The cost savings calculations for decentralization of snow removal were built upon the assumption that local governments could accommodate the added scale of servicing county roads without additional investments in new equipment, and at the same marginal cost as servicing its own roads. The terms of contract negotiation may include transfer of county-owned trucks/equipment, or the consideration of loaning or leasing plow trucks for winter maintenance to local governments in need.

⁵¹ Based upon the 2004-2008 annual average expenditures for all highway services.

Table 23: Decentralized Snow Removal Expenditure Comparison

Municipality	2004-2008 Average Annual Highway Expenditures	2004-2008 Average Annual Snow Removal Expenditures	2004-2008 Average Annual Snow Removal Expenditures/ Centerline Mile	County Miles Served	Total Projected Annual Expenditures	Total Projected Annual Revenues from Service Agreement	Total Projected Annual Expenditures less Revenues
Chemung County	\$9,171,805	\$843,806	\$3,462	0.00	\$9,302,799	-	\$9,302,799
City of Elmira	\$5,558,884	\$88,942	\$699	0.8	\$5,559,443	\$3,200	\$5,556,243
Town of Ashland ¹	\$249,945	\$56,238	\$3,774	3.1	\$261,645	\$12,400	\$249,245
Town of Baldwin ²	-	-	-	14.5	-	-	-
Town of Big Flats	\$1,265,822	\$167,089	\$2,243	31.1	\$1,335,573	\$124,400	\$1,211,173
Town of Catlin	\$648,396	\$121,250	\$2,055	14.2	\$677,578	\$56,800	\$620,778
Town of Chemung	\$748,516	\$101,798	\$1,93	35.5	\$817,090	\$142,000	\$675,090
Town of Elmira	\$945,283	\$196,619	\$4,379	15.9	\$1,014,910	\$63,600	\$951,310
Town of Erin	\$410,080	\$81,606	\$1,473	20.1	\$439,688	\$80,400	\$359,288
Town of Horseheads	\$1,180,027	\$171,104	\$2,695	31.3	\$1,264,366	\$125,200	\$1,139,166
Town of Southport	\$1,422,336	\$211,928	\$2,633	32.5	\$1,507,897	\$130,000	\$1,377,897
Town of Van Etten ³	\$627,176	\$151,149	\$3,175	17.3	\$682,111	\$69,200	\$612,911
Town of Veteran ⁴	\$587,266	\$68,123	\$1,336	27.2	\$623,598	\$108,800	\$514,798
Village of Elmira Heights	\$448,910	\$31,873	\$1,489	0.00	\$448,910	\$0	\$448,910
Village of Horseheads	\$475,175	\$32,783	\$1,047	0.2	\$475,324	\$800	\$474,524
Total	\$23,763,341	\$23,763,341	\$2,324,308				\$23,494,133

Source: University of Buffalo Regional Institute.

Note 1: Snow removal for the Village of Wellsburg is provided by the Town of Ashland, therefore, county centerline miles in the Village of Wellsburg are counted in the Town of Ashland. 2. The Town of Baldwin did not file reports with the New York State Office of the State Comptroller; therefore, there was inadequate data on expenditures to perform the analysis. 3. Snow removal for the Village of Van Etten is provided by the Town of Van Etten. 4. Snow removal for the Village of Millport is provided by the Town of Veteran.

With the exception of the Town of Elmira, every municipality's cost per centerline mile for snow removal is less than the \$4,000 contract price charged to the county for provision of snow removal on county roads, all municipalities except the Town of Elmira would profit from decentralized delivery of snow removal services at a contract rate of \$4,000 per centerline mile (**Table 24**).⁵² At a contract rate exceeding

⁵² Because this illustration of savings from decentralization focuses solely on snow removal, even if a municipality were to increase its expenditures on snow removal, it is possible that it would ultimately benefit from decentralization if it achieved expenditure reductions in other services.

\$4,379, the Town of Elmira would also profit from decentralized snow removal. The profit to each municipality signifies the equivalent of savings that would be reflected as a reduced city, town, and village property tax levy, however, this would be somewhat offset by a heightened county tax levy because total county expenditures are heightened by \$130,994 under this decentralized model. Nevertheless, because overall expenditures for all participating municipalities were reduced under decentralized snow removal, the increase in county tax levy would not exceed the total decrease in local tax levies, therefore, all communities are better off under decentralized snow removal as opposed to the status quo.

Table 24: Annual Profit from Decentralized Snow Removal by Municipality

Municipality	County Road Mileage Serviced	Expenditures on County Roads	Revenues	Profit
City of Elmira	0.8	\$559	\$3,200	\$ 2,641
Town of Ashland	3.1	\$11,701	\$12,400	\$ 700
Village of Wellsburg	0.00	N/A	N/A	N/A
Town of Baldwin	14.5	-	-	-
Town of Big Flats	31.1	\$69,751	\$124,400	\$54,649
Town of Catlin	14.2	\$29,182	\$56,800	\$27,618
Town of Chemung	35.5	\$68,574	\$142,000	\$73,426
Town of Elmira	15.9	\$69,627	\$63,600	\$(6,027)
Town of Erin	20.1	\$29,608	\$80,400	\$ 50,792
Town of Horseheads	31.3	\$84,339	\$125,200	\$ 40,861
Town of Southport	32.5	\$85,561	\$130,000	\$ 44,439
Town of Van Etten	17.3	\$54,934	\$69,200	\$ 14,266
Town of Van Etten	0.00	N/A	N/A	N/A
Town of Veteran	27.2	\$36,332	\$108,800	\$ 72,468
Village of Millport	0.00	N/A	N/A	\$ N/A
Village of Elmira Heights	0.00	\$0.00	\$0.00	\$0
Village of Horseheads	0.2	\$209	\$800	\$ 591

Source: University of Buffalo Regional Institute

Under a favorable set of assumptions, decentralization of snow removal demonstrates promise for achieving reductions in expenditures and thereby reducing property tax burdens. The success of decentralization in achieving a reduction in expenditures for snow removal suggests that decentralization of other services may have similar benefits. Until a more extensive examination of decentralization is performed to include other services and to take into account changes in cost curves and needed capital investments, it is difficult to compare the tax impact of decentralization with that of consolidation and centralization. Nevertheless, from this preliminary illustration, further exploration of decentralization to reduce tax burdens is warranted. Snow removal could be the starting point for implementing

decentralization of county road maintenance, leading to future opportunities for the development of agreements for other summer maintenance activities that could lead to additional cost savings opportunities.

Appendices



Appendix A: Summary of Existing Intermunicipal Agreements



MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)
FROM: The University at Buffalo Regional Institute
DATE: April 24, 2009
RE: Summary of Existing Formal Intermunicipal Agreements¹

A. Subject: Director of Public Works

Parties: County of Chemung and City of Elmira.

Term: January 1, 2008-March 31, 2009 with an option for permanence thereafter.

Purpose: Sharing the services of the City's Director of Public Works, the City's Internet Systems Administrator and County government provision of tax collection services for the City government.¹ The City of Elmira Director of Public Services shall supervise the County's highway department by also serving as the Chemung County Commissioner of Public Works. The County's IT Director will provide supervision to the City and County IT staff. The City's Internet Systems Administrator will become a County employee reporting to the County's IT Director. If both parties agree to continue the arrangement, then the workers will become County employees.

B. Subject: Phase II Stormwater

Parties: Town of Ashland, Town of Baldwin, Town of Big Flats, Town of Catlin, Town of Chemung, Town of Elmira, Town of Erin, Town of Horseheads, Town of Southport, Town of Van Etten, Town of Veteran, Village of Elmira Heights, Village of Horseheads, Village of Millport, Village of Van Etten, Village of Wellsburg, City of Elmira, County of Chemung, Chemung County Soil and Water Conservation District.

Term: July 1, 2008 through June 30, 2013; Builds on Agreement from 2003.

Purpose: Pooling Resources in order to meet the Federal Phase II requirements for Stormwater. The agreement authorizes Chemung County Soil and Water Conservation District to form a team that is to

¹ All terms of the agreement are currently in effect, except tax collection services were discontinued one year after the agreement was signed.

assist municipalities' compliance with the law. In terms of cost allocation, 62% of cost will be covered by the county; 18% of the funding will be provided by all 17 of the municipalities within Chemung County using the sales tax formula; and 20% of the funding will be provided by the 11 MS4 communities within Chemung County based upon five parameters: 1) lane miles within the municipality; 2) impervious areas within the municipality; 3) population of each municipality; 4) illicit discharge probability; and 5) potential for development within the municipality.

C. Subject: Shared Fuel Facility

Parties: Village of Horseheads and Horseheads Central School District.

Term: February 28, 2002 for at least 15 years thereafter.

Purpose: The School District shall build and maintain a gas and diesel storage facility on its property that shall be used by both parties. The Village will contribute to the construction of the storage station and pay for the gas it uses after completion of the station.

D. Subject: Equipment Sharing

Parties: Town of Horseheads and Village of Horseheads.

Term: December 2004 until a party opts out with notice or until the equipment becomes unusable.

Purpose: The shared purchase and use of a street sweeping machine. Each party owns 50 percent and will pay half of the purchase cost. The operating costs will be determined by usage.

E. Subject: Equipment Sharing

Parties: Chemung County, Town of Horseheads, Village of Horseheads.

Term: From purchase of equipment until one party opts out with notice or until the equipment becomes unusable.

Purpose: The shared purchase and use of a grader. Ownership is 70% County, 15% Town, and 15% Village. Use of the grader is subject to scheduling agreed upon by the County Public Works Director, the Town Highway Superintendent, and the Village Director of Public Works.

F. Subject: Equipment Sharing

Parties: Towns of Veteran and Catlin.

Term: From purchase of equipment until one party opts out with notice or until the equipment becomes unusable.

Purpose: Share cost and use of equipment that might otherwise be underutilized. Each party owns 50%. Maintenance will be provided by the Town of Veteran, but the costs will be distributed by usage.

G. Subject: General Sharing of Equipment and Personnel

Parties: Town of Southport et al.

Term: May 30, 2007 through May 30, 2012 renewable every five years thereafter.

Purpose: Authorizes the Town Superintendent of Highways to enter into shared service agreements for equipment and personnel with other municipalities without further board approval.

H. Subject: General Sharing of Equipment and Personnel

Parties: Town of Big Flats et al.

Term: January 2, 2009 through January 2, 2014; renewable every five years thereafter.

Purpose: Authorizes the Commissioner of Public Works to enter into shared service agreements for equipment and personnel with other municipalities without further board approval.

I. Subject: General Sharing of Equipment and Personnel

Parties: Town of Horseheads et al.

Term: January 14, 2009 through January 14, 2014; renewable every five years thereafter.

Purpose: Authorizes the Town Superintendent of Highways to enter into shared service agreements for equipment and personnel with other municipalities without further board approval.

J. Subject: General Sharing of Equipment and Personnel

Parties: Town of Ashland et al.

Term: Renewable every five years; start date not listed.

Purpose: Authorizes the Town Superintendent of Highways to enter into shared service agreements for equipment and personnel with other municipalities without further board approval.

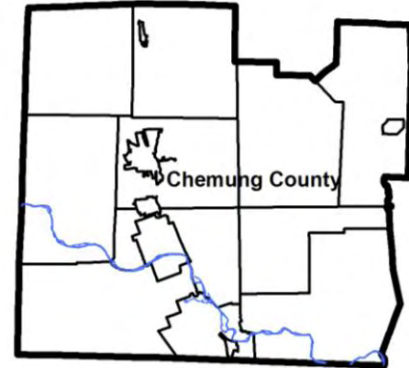
Appendix B: Detailed Highway Department Profiles

Chemung County

Department of Public Works Profile

EXISTING HIGHWAY SERVICES

The Chemung County Department of Public Works (DPW) is responsible for performing all highway and certain non-highway functions on Chemung County-owned roadways (**Table 1**). The County also supports other municipalities with trucking, bridge maintenance, heavy equipment, creek restoration, and soil and water issues. Within the county, there are 767.4 centerline miles of local road, 243.7 centerline miles of county road, and 118.7 centerline miles of state road. Of the local roadways, 73 percent are paved. Major roadways within the county include the Southern Tier Expressway and NYS Routes 13, 14, 328, and 352.



The County DPW is responsible for plowing approximately 205 miles of county-owned roadways during the winter months. Approximately 30 miles of county roads within the Towns of Baldwin, Chemung, and Van Etten are plowed and maintained by their respective municipalities. The county typically dispatches 12 plows, which equals to approximately 34 miles per truck, including the return trip. The county uses a 60/40 mix of salt and sand for snow and ice control on county roadways. On average, the County uses an estimated 12,000 tons of salt and 8,000 tons of sand per year.

Table 1: Chemung County Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Maintenance of brush site/brush grinding
Storm sewer, culverts, ditches, stormwater	Tub grinding
Road construction and maintenance	Litter pickup
Guiderail	Tire cleanup
Equipment repair	Cleaning of creek beds
Traffic signals, signs, street lighting	Municipal buildings and grounds maintenance
Bridge maintenance (countywide)	
Mowing	
Storm damage repair	
Engineering	
Drywell and catch basin repair and cleaning	

Standard Duties & Functions	Other Responsibilities
Ditching	
Driveway permits	
Road grading	
Oil and stone surface treating	

FACILITIES ASSESSMENT

The Chemung County Highway facility is located at 803 Chemung Street in the Village of Horseheads. The facility includes administrative offices, 31 vehicle bays, equipment and materials storage yard, and a salt/cinder shed with a capacity of 3,000 tons. There is also a repair facility, a fuel island, a cold storage building, and material bins on site. The entire facility is 60,800 square feet and is located on a 15-acre site. The facility is also used by the Chemung County Soil and Water Conservation District and in a limited capacity by the Chemung County Police Department. Security is provided for the facility 24 hours a day, seven days a week.



The facility was built over a range of years, however, the buildings generally remain in good condition. The office building is oversized for its current operations and could potentially support other functions. The county facility may not provide an ideal location for countywide operations. Though the county facility has ample space, expansion is restricted due to the presence of creeks and railroads, which border and bisect the property. In addition, material storage for snow and ice is insufficient for current operations. If left in its present condition, the

facility could remain viable for approximately ten more years. To prolong the life of the facility, necessary improvements include the rehabilitation of the cold storage building, covered truck storage roof extensions, improving the records and administration building, and paving the site. Additionally, basic fire, accessibility, and energy upgrades in the vehicle repair area are necessary to bring the facility up to code. These improvements, estimated to cost \$914,500 could extend the useful life of the facility to 40 years.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory utilized by the Chemung County DPW for highway services. The Commissioner of Public Works provided equipment conditions and purchasing plan information. In addition to the items listed on the 5-year purchasing plan, the Chemung County Commissioner of Public Works indicated a need for a ditch cutter.

Table 2: Chemung County Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Automobiles	2		1	1						
Vans	2				2	1				
Pickups	12	4	1	3	4	2			1	
Dump Trucks - Small	1		1							
Dump Trucks 6 Wheel	6	2			4	1				
Dump Trucks 10 Wheel	11	4	4		3		1	1	2	2
Truck Tractors	3		2	1				1		
Stake Trucks	3	1			2					
Sweepers	1		1							
Water Tankers	1				1					
Vac Con Flushers	1		1							
Trailers - Small	2		2							
Trailers - Flow Boy	2			1	1		1			
Trailers - Flat Bed	1			1						
Trailer - Box	1			1						
Trailer - Dump	1				1					
Trailer - Low Boy	1	1								
Service Truck	1				1					
Equipment										
Loaders - Wheel	5	1	1	3			1			
Loaders - Track	1			1						
Backhoes	1			1					1	
Dozers	2		1	1						
Excavators - Wheel	3		2	1				1		
Excavators - Track	2	1	1							
Graders	4	1	1	1	1					
Rollers	6		4	2					1	1
Gravel Crushers	1				1					
Snowblowers	2		2							
Athey Loaders	1		1							
Screening Plants	2		1		1					
Air Compressors	2		2							
Tub Grinders	1				1					
Skid Steer Loaders	1	1								
Blacktop Saws	1									
Mowers - Tractor	5	1			4		1			

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Mowers - Lawn	2									
Welders	2									
Chippers - Brush	2		1		1					
Fork Lifts	1			1						
Generators	2									
Chain Saws	10									
Trash Pumps	1									
Vib. Compactors	5									
Road Wideners	1			1						
Drag Boxes	1			1						
Maintainers	2		1		1					
Concrete Mixers	1									
Demolition Saws	2									
Total:	124									

Regular Equipment Sharing

- Chemung County DPW provides equipment to other municipalities two to three times a week.
- Chemung County DPW typically lends out its trucks, rollers, excavators, and traffic truck.
- Chemung County DPW borrows trucks, excavators, pavers, and graders from other communities.
- Chemung County has an inter-municipal agreement with the Town and Village of Horseheads for a shared grader.

PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Chemung County DPW for highway services. The Chemung County highway division of the DPW has a crew of forty (40) full-time employees. Additionally, the County retains seasonal employees. During the year, the division temporarily employs between 10 and 14 summer workers and up to 4 winter workers.

A Commissioner of Public Works oversees the DPW staff. The Commissioner is responsible for administrative duties, professional engineering, traffic and civil engineering. The Deputy Commissioner of Public Works position also performs administrative duties, professional engineering, and bridge and structural engineering. The highway division retains a General Highway Supervisor who is in charge of operations, scheduling, and supervision of the highway staff. There are three (3) Working Forepersons who are responsible for bridges, guiderail maintenance, signs, and traffic control. There are also two (2) Labor Forepersons who are in charge of construction, tree removal, ditching, and culverts. The County also employs a Fleet Manager, who oversees three (3) Garage Mechanics and a Garage Attendant. The

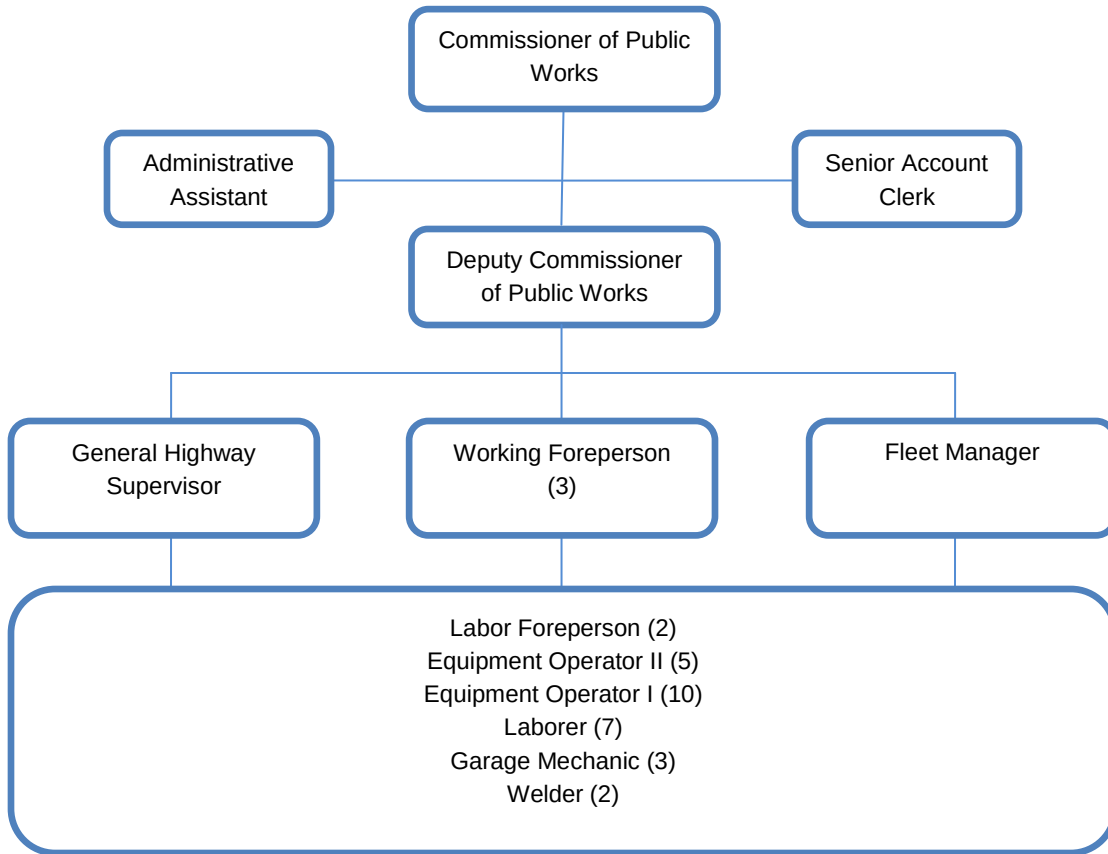
Garage Mechanics are principally in charge of fleet maintenance. There are also two (2) Welders who perform service on the fleet and bridges. The division employs ten (10) Class I Equipment Operators and five (5) Class II Equipment Operators. The Class I Operators have CDL B certification and Class II Operators have CDL A or B certification and provide some project supervision. There are seven (7) Laborers and a DPW Grounds Worker who perform general labor. Additionally, the Public Works Department has an Administrative Assistant/Principal Account Clerk, who is responsible for secretarial, purchasing, and bookkeeping duties, and a Senior Account Clerk who performs personnel, secretarial, and bridge duties for engineering and administrative staff.

Figure 1 shows the organizational structure of the DPW.

Table 3: Chemung County DPW Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Commissioner of Public Works (Appointed)	FT (shared)	\$43.27	18	NYS Licensed P.E.
Deputy Commissioner of Public Works	FT	\$37.50	1	NYS Licensed P.E.
General Highway Supervisor	FT	\$27.39	32	
Working Foreperson	FT	\$23.60	18	Bridges
Working Foreperson	FT	\$23.60	16	Bridges
Working Foreperson	FT	\$23.60	19	Highway
Laborer Foreperson	FT	\$24.06	36	<i>Retirement April ¹</i>
Laborer Foreperson	FT	\$24.06	36	<i>Nearing retirement ¹</i>
Fleet Manager	FT	\$21.56	8	
Garage Mechanic	FT	\$22.30	20	
Garage Mechanic	FT	\$21.35	12	
Garage Mechanic	FT	\$21.35	11	
Garage Attendant	FT	\$12.00		
Welder	FT	\$22.14	16	Fleet Welding
Welder	FT	\$21.35	11	Bridge Welding
Equipment Operator II	FT	\$22.63	34	CDL A or B
Equipment Operator II	FT	\$22.30	24	CDL A or B
Equipment Operator II	FT	\$22.30	20	CDL A or B
Equipment Operator II	FT	\$22.14	19	CDL A or B
Equipment Operator II	FT	\$21.35	14	CDL A or B
Equipment Operator I	FT	\$22.17	31	CDL B
Equipment Operator I	FT	\$22.17	23	CDL B

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Equipment Operator I	FT	\$21.85	20	CDL B
Equipment Operator I	FT	\$21.68	15	CDL B
Equipment Operator I	FT	\$21.68	15	CDL B
Equipment Operator I	FT	\$21.68	15	CDL B
Equipment Operator I	FT	\$20.89	14	CDL B
Equipment Operator I	FT	\$20.89	12	CDL B
Equipment Operator I	FT	\$15.88	8	CDL B
Equipment Operator I	FT	\$14.59	5	CDL B
Laborer	FT	\$15.91	12	General Labor
Laborer	FT	\$15.91	10	General Labor
Laborer	FT	\$11.00	9	General Labor
Laborer	FT	\$11.00	5	General Labor
Laborer	FT	\$11.00	4	General Labor
Laborer	FT	\$11.00	1	General Labor
Laborer	FT	\$11.00	5 mo	General Labor
DPW Grounds Worker	FT	\$11.00		
Administrative Assistant	FT	\$25.33	35	
Senior Account Clerk	FT	\$18.93	8	
Total FT Positions	40			
Notes: Once the Laborer Forepersons retire, these two positions will be replaced with one Working Foreperson. The City of Elmira Traffic Foreperson provides the County with workload assistance.				

Figure 1: Chemung County DPW Organizational Structure***Collective Bargaining Agreements***

All Highway Department employees, except for the Commissioner and Deputy Commissioner of Public Works, are represented by the Civil Service Employees Agency Local 1000 AFSCME, AFL-CIO, Unit 6350. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: Chemung County Collective Bargaining Agreement

Agreement Units	County of Chemung and CSEA, Local 1000 AFSCME, AFL-CIO, Unit 6350
Agreement Dates	Jan 1, 2005-Dec 31, 2008
Membership	All Chemung County Employees holding a position by appointment, after probationary period except all Registered Nurses Probation Officers, Sheriff's Department. Non-clerical employees of the Office of Emergency Management
Employee Status	Classification a) regular (35, 37.5 or 40 hrs/week) b)Part-time c) seasonal
Monetary Benefits	Salary - Yearly schedules for 2005-2008. Overtime 1.5x pay, voluntary unless in a state of emergency. On holidays paid for holiday plus 1.5x pay. Option of taking compensatory time off instead of pay for overtime equal to 1.5hrs off for each worked. Out of Title work- If employee assumes role of supervisor will be paid at the rate of the person they are replacing. Increments and Longevity pp 6-7.
Health Care & Insurance	Vision Plan paid in full, dental plan, Indemnity/PPO Plan, Prescription drugs (pp 18-19, 21).

Leave	Days off: New Years, MLK Day, Presidents' Weekend (2) Memorial Day, Independence Day, Labor Day, Columbus Day, Veteran's Day, Thanksgiving (2) Xmas Eve(.5) Xmas, New Years eve(.5) Vacation Amount (p.13). Sick Leave 1 day per month. Max accumulation 250 days. 3 Personal Days per year. Terminal pay pp. 15-16 Leave without pay (Maternity, Military) (pp. 23-24).
Seniority	Continuous Employment with the county. It will be a factor in promotion, in case of transfers and displacement it shall be the determining factor.
Job Security and Tenure	No Permanent County employees shall lose their positions or be displaced due to contracting out of service by the County. Disciplinary procedures pp. 27-8
Grievance	Grievance Procedure pp. 28-31
No Strike Agreement	N/A
Retirement Benefits	N/A

FINANCIAL PROFILE

Chemung County's annual average full value of assessed property per local centerline road mile was \$12,882,152 from 2004 to 2008. During that time, the County spent an average of \$9,171,805 annually on highway services or \$37,421 per centerline mile and \$104 per capita. CHIPS aid covered, on average, 14.6% of annual highway expenditures. **Table 5** shows the breakdown of the Village of Horseheads' highway spending.

Table 5: Chemung County DPW Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$2,421,356.5	26.4%
Equipment & Capital	\$2,742,369.7	29.9%
Contractual	\$4,017,250.6	43.8%
Type of Service		
Road/Street Maintenance	\$2,797,400.50	30.5%
Permanent Improvements	\$1,183,162.80	12.9%
Snow Removal	\$843,806.10	9.2%
Highway Machinery	\$935,524.10	10.2%
Highway Administration	\$183,436.10	2.0%
Other Services	\$3,228,475.40	35.2%

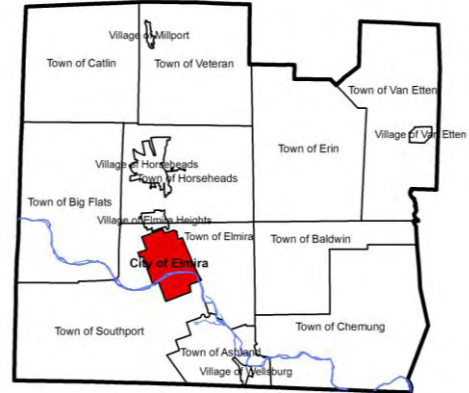
Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

City of Elmira

Department of Public Works Profile

EXISTING HIGHWAY SERVICES

The City of Elmira Department of Public Works (DPW) is responsible for the maintenance and improvement of the City street system and certain non-highway functions in the City of Elmira (**Table 1**). Within the municipality, there are 127.2 centerline miles of local roads, 0.8 centerline miles of county roads, and 3.2 centerline miles of state roads. Of the local roadways, all are paved. Major roadways that run through the City include the Southern Tier Expressway and New York State Route 14.



The City of Elmira is the only municipality in Chemung County to provide solid waste services to its residents. Solid waste services include garbage collection, furniture and appliance pickup, leaf pickup, and Christmas tree pickup. A Dial-A-Truck service is also available to City residents for a fee of \$30 for excessive yard and organic wastes that exceed the six-bag limit.

The City DPW is responsible for plowing all local roadways within the city during the winter months. The DPW typically dispatches 18 plows, which equal to approximately 14 miles per truck, including the return trip. On average, the DPW uses an estimated 3,000 tons of salt per year.

Table 1: City of Elmira Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Fall leaf collection
Storm sewer, culverts, ditches, stormwater	Maintenance of brush site/brush grinding
Road construction and maintenance	Christmas tree collection
Guiderail	Garbage pickup
Equipment repair	Snow removal from municipal parking lots
Traffic signals, signs, street lighting	Park/recreation maintenance (golf course)
Bridge maintenance	Cemetery maintenance
Mowing	Parking garage maintenance
Storm damage repair	Municipal sidewalk maintenance
Engineering	Cleaning of creek beds

Standard Duties & Functions	Other Responsibilities
Drywell and catch basin repair and cleaning	Municipal buildings and grounds maintenance
Driveway permits	Pesticide application
Pumping station maintenance	Tree removal
	Solid waste removal
	Parking garage repairs

FACILITIES ASSESSMENT



The City of Elmira DPW facility is located at 840 Linden Place in the City of Elmira. The facility includes administrative offices, the DPW garage with repair facility, cold storage, a fuel island, and a salt shed with a capacity of 2,000 tons. The DPW garage and cold storage facility is a combined 63,300 square feet and has 35 vehicle bays. The facility is used by the highway department, buildings and grounds, and the police and fire departments. Site security for the facility is adequate.

The facility was built in 1967 and remains in good condition. The 10.8 acre site adequately supports its current operations and provides sufficient space to expand operations in the future. In its current state, the useful life of the facility is estimated to be 25 years. Accessibility, fire, and energy updates would extend the facility's useful life and maintain its code compliant status. An expansion of the repair facility would be beneficial because the City DPW provides equipment maintenance for all City functions. An additional 1,500 square feet of storage is also necessary to provide the storage of City records. The cost of these improvements is estimated to be \$2,145,000.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory utilized by the City DPW for highway services. The Department also owns a large quantity of additional equipment used to carry out the DPW's non-highway duties and functions. This equipment is not included in this inventory because it is not typically used for highway functions. The City of Elmira Director of Public Works provided the equipment conditions and purchasing plan. In addition to the items listed on the 5-year purchasing plan, the Director of Public Works indicated that the City would like to purchase a new paver, plow trucks, and a signal truck.

Table 2: City of Elmira Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Automobiles	2		1	1						
Vans	1			1			1			

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Pickups	12	2	3	4	3	1				
Dump Trucks - Small	4		3		1	1				
Dump Trucks 6 Wheel	8		3	2	3				1	
Dump Trucks 10 Wheel	2			1	1		1			
Stake Trucks	2									
Sweepers	2		2							
Water Tanker/Street Flusher	1			1						
Vac Con Flushers	1		1							
Aerial Lift Trucks	2		1	1						
Roll Back Trucks	1			1						
Trailers - Small	1			1						
Service Truck	1				1					
Equipment										
Loaders - Wheel	4		1	3			1			
Backhoes	1			1						
Graders	2				2					
Rollers	2			1	1		1			
Snowblowers	1									
Air Compressors	3		2	1			1			
Pavers	1				1					
Ditch Witch Trenchers	1									
Asphalt Curb Machines	1		1							
Sewer Pumps	1									
Sewer Cleaners	1		1							
Blacktop Saws	3						1			
Mowers - Lawn	2									
Welders	1									
Chippers - Brush	1		1							
Fork Lifts	1			1						
Generators	2									
Chain Saws	37									
Vib. Compactors	7									
Concrete Mixers	1									
Leaf Collectors	2			2						
Demolition Saws	3									
Total:	118									

Regular Equipment Sharing

- The City of Elmira DPW assists other municipalities with trucking during the construction season and borrows trucks once or twice a week from other municipalities for more efficient construction and paving operations.
- The City of Elmira DPW lends specialized equipment such as their traffic signal and bucket trucks along with trained operators to other municipalities seasonal, once or twice a week.
- The City of Elmira DPW also borrows equipment from neighboring municipalities during the construction season once or twice a week.
- The City of Elmira DPW has an informal agreement with Chemung County to borrow its excavator when necessary.
- A bucket truck is shared between the City of Elmira of Elmira DPW and the Town of Big Flats DPW.

PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the City of Elmira DPW for highway services. The City also hires 5 to 8 summer employees for the Streets Division and Buildings and Grounds, and 10 to 12 summer employees are hired to help maintain the golf course. The Public Works' staff is overseen by the County Commissioner of Public Works, a Professional Engineer. The Deputy Director of Public Works, also known as the Work Center Coordinator, is in charge of administrative duties and personnel. There is also an Administrative Assistant to assist with secretarial duties, bookkeeping, and public interaction. The Department Account Clerk performs purchasing duties, which is shared with the Chamberlain's office.

There are two (2) Construction & Utilities Inspectors (Engineers) currently on staff at the City of Elmira Public Works Department; one is responsible for surveying, grading, sewer records and design, and highway design, and the other is responsible for surveying, GIS, CADD, and construction inspection. The Department has an Electrical Supervisor on staff who oversees all electrical components and traffic signals. The Department employs three (3) Working Supervisors who are responsible for overseeing highway construction and maintenance projects, sewers, solid waste, tree services, sign maintenance, line striping, and concrete projects. In addition, there are two (2) Working Supervisors for Buildings and Grounds who perform carpentry and oversee buildings and grounds maintenance for public properties such as the municipal parking garage and golf course.

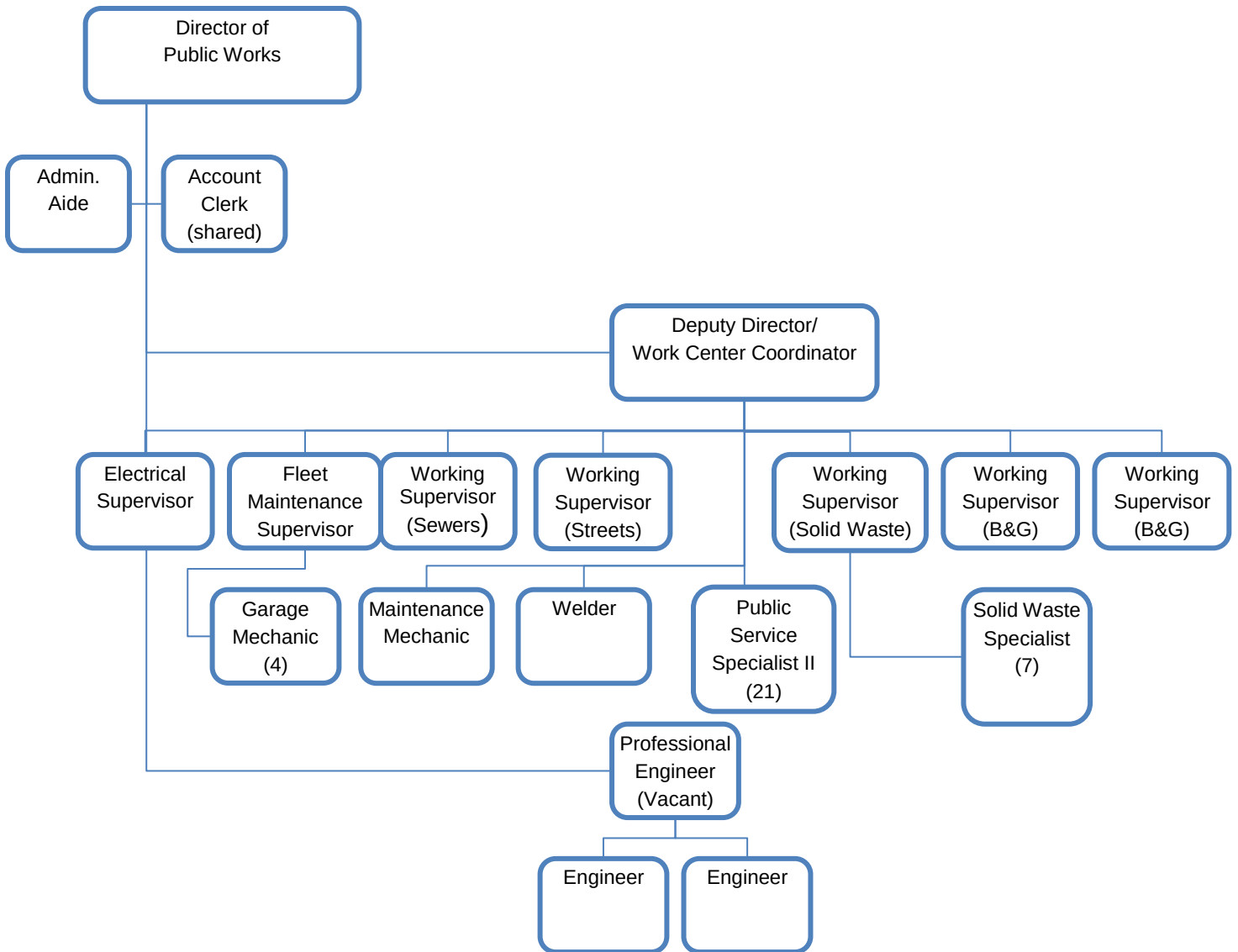
The Department retains a Fleet Maintenance Supervisor who oversees four (4) Garage Mechanics, one (1) Maintenance Mechanic and a Welder. The City also employs twenty-two (22) Public Service Specialist II employees, all of whom have a CDL with a B endorsement and/or CDL B licenses. The Public Service Specialists are cross-trained to work on a variety of tasks and projects involving street maintenance, traffic, buildings and grounds, and sewers. The eight (8) Solid Waste Specialists II also possess CDL B

licenses and although, the majority of the Solid Waste Specialists' job is garbage pick-up, these employees also assist with snow plowing. **Figure 1** shows the organizational structure of the DPW.

Table 3: City of Elmira DPW Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Commissioner of Public Works	(Shared)	\$43.27	18	NYS Licensed P.E.
Deputy Director/Work Center Coordinator	FT	\$35.97	30	B&G and Highways
Construction & Utilities Inspector (Engineer)	FT	\$26.04	40	Surveying, Grades, Sewer Records & Design, Highway, Construction Inspection
Construction & Utilities Inspector (Engineer)	FT	\$23.89	9	Surveying, GIS, CADD, Construction Inspection
Administrative Assistant	FT	\$16.30	1	
Account Clerk	(Shared)	\$18.60		
Fleet Maintenance Supervisor	FT	\$29.22	15	
Electrical Supervisor	FT	\$28.96	1	Certified Electrician, Traffic Signals, Street Lights, Building Wiring. Also provides services to Chemung County.
Working Supervisor (Storm Sewer)	FT	\$27.30	32	
Working Supervisor (B&G)	FT	\$27.30	26	B&G Parks
Working Supervisor (Solid Waste)	FT	\$27.30	26	
Working Supervisor (B&G)	FT	\$22.90	19	Carpentry (B&G)
Working Supervisor (Streets)	FT	\$23.65	10	Carpentry
Public Services Specialist II	FT	\$18.27	32	CDL B
Public Services Specialist II	FT	\$18.27	26	CDL B (B&G)
Public Services Specialist II	FT	\$18.27	19	CDL B (B&G)
Public Services Specialist II	FT	\$18.27	17	CDL B
Public Services Specialist II	FT	\$18.27	16	CDL B (B&G)
Public Services Specialist II	FT	\$15.27	16	CDL B
Public Services Specialist II	FT	\$18.27	15	CDL B (B&G)
Public Services Specialist II	FT	\$18.27	15	CDL B
Public Services Specialist II	FT	\$18.27	13	CDL B
Public Services Specialist II	FT	\$18.27	11	CDL B (B&G)
Public Services Specialist II	FT	\$18.27	10	CDL B
Public Services Specialist II	FT	\$18.27	10	CDL B (B&G)
Public Services Specialist II	FT	\$18.27	8	CDL B (B&G)
Public Services Specialist II	FT	\$18.27	8	CDL B

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Public Services Specialist II	FT	\$18.27	8	CDL B
Public Services Specialist II	FT	\$18.27	8	CDL B
Public Services Specialist II	FT	\$18.16	7	CDL B (B&G)
Public Services Specialist II	FT	\$17.55	6	CDL B
Public Services Specialist II	FT	\$17.17	5	CDL B
Public Services Specialist II	FT	\$17.88	4	CDL B
Public Services Specialist II	FT	\$17.55	4	CDL B (B&G)
Public Services Specialist II	FT	\$17.17	4	CDL B
Parks Specialist	FT	\$18.27	38	(B&G)
Welder	FT	\$18.29	25	NYS Certified, CDL B
Automotive/Garage Mechanic	FT	\$19.54	19	CDL B, NYS Inspection License
Automotive/Garage Mechanic	FT	\$19.54	15	CDL B, NYS Inspection License
Automotive/Garage Mechanic	FT	\$19.54	14	CDL B, NYS Inspection License
Automotive/Garage Mechanic	FT	\$19.54	8	CDL B, NYS Inspection License
Maintenance Mechanic	FT	\$16.60	31	(B&G)
Solid Waste Specialist II	FT	\$18.27	14	
Solid Waste Specialist II	FT	\$18.27	13	CDL B
Solid Waste Specialist II	FT	\$18.27	12	CDL B
Solid Waste Specialist II	FT	\$18.27	10	CDL B
Solid Waste Specialist II	FT	\$18.27	10	CDL B
Solid Waste Specialist II	FT	\$18.27	8	CDL B
Solid Waste Specialist II	FT	\$17.55	4	CDL B
Solid Waste Specialist II	FT	\$17.55	4	CDL B
Total FT Positions	49			

Figure 1: City of Elmira DPW Organizational Structure

Collective Bargaining Agreements

Aside from the Public Works Director, Deputy Director, Engineers and other supervisory positions, all other employees are represented by the Civil Service Employees Agency Local 1000 AFSCME, AFL-CIO Unit 6351. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: City of Elmira Collective Bargaining Agreement

Agreement Units	City of Elmira and CSEA Local 1000 AFSCME, AFL-CIO, Unit 6351
Agreement Dates	Jan 1, 2007 - Dec 31, 2010
Membership	All City Employees after probation except, firefighters, law enforcement, school traffic officers, elected officials, appointed officials, seasonal works, and managerial personnel.
Employee Status	Classification of employees.
Monetary Benefits	Salary schedules attached as appendices. Overtime 1.5x whenever in excess of 40 hr week or 8 hour day.
Health Care & Insurance	Health and Prescription drugs.
Leave	Days off: New Years, MLK Day, Presidents' Day, Memorial, Independence, Labor, Columbus, Veteran's, Thanksgiving (2) Xmas Eve (.5) Xmas 1 Floating. 3 personal days, 1 sick day per month. Max 174 sick days. Sick Day Bank. Vacation time.
Seniority	Continuous Employment with the City. A factor in promotion, determining factor in transfers, layoffs, and displacement.
Job Security and Tenure	City will make every effort to retain employees.
Grievance	Grievance and Disciplinary actions.
No Strike Agreement	No member shall induce or engage in any strike or slow-down, additionally the city agrees that there shall be no lockout during the term of agreement.
Retirement Benefits	May exchange sick days for pay or health care. Health care shall be provided for 120 months after retirement.

FINANCIAL PROFILE

The City of Elmira annual average full value of assessed property per local centerline road mile was \$4,533,253 from 2004 to 2008. During that time, the City spent an average of \$5,558,884 annually on highway services or \$45,048 per centerline mile and \$188 per capita. CHIPS aid covered, on average, 9.87% of annual highway expenditures. **Table 5** shows the breakdown of the City of Elmira's highway spending.

Table 5: City of Elmira DPW Financial Profile

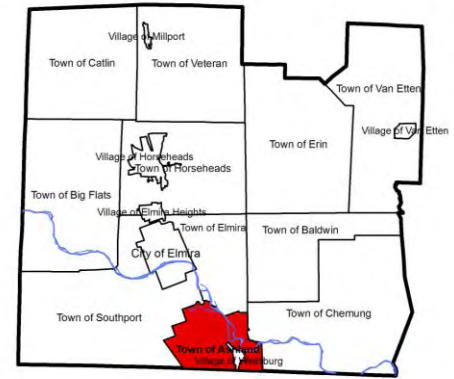
	Average Annual Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$1,022,835	18.4%
Equipment & Capital	\$3,846,748	69.2%
Contractual	\$689,302	12.4%
Type of Service		
Road/Street Maintenance	\$4,191,399	75.4%
Permanent Improvements	-	-
Snow Removal	\$88,942	1.6%
Highway Machinery	-	-
Highway Administration	\$100,060	1.8%
Other Services	\$1,178,483	21.2%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Ashland Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Ashland Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Ashland and the Village of Wellsburg (**Table 1**). Within the two municipalities, there are 17.6 centerline miles of local roads, 3.1 centerline miles of county roads, and 13.6 centerline miles of state roads. Approximately 94 percent of town roads are paved and all village roads are paved. Major routes that run through the town include New York State Routes 14, 17, and 427.



The highway department is responsible for plowing all local roadways within the town and village during the winter months. The highway department typically dispatches 3 plows, which equals to approximately 12 miles per truck, including the return trip. The department uses a mix of sand and salt for snow and ice control.

Table 1: Town of Ashland Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Brush collection/cleanup
Storm sewer, culverts, ditches, stormwater	Snow removal from municipal parking lots
Road construction and maintenance ¹	Park/recreation maintenance
Guiderail	Cemetery maintenance
Equipment repair	Tire cleanup
Traffic signals, signs, street lighting	Cleaning of creek beds
Mowing	Municipal buildings and grounds maintenance (including the Fire Department parking lot)
Drywell and catch basin repair and cleaning	

¹ Paving is currently contracted out.

FACILITIES ASSESSMENT

The Town of Ashland Highway Department facility is located at 159 Terrace Street in the Village of Wellsburg. The site includes a highway garage with administrative offices, a fuel island, and an equipment and material storage yard. The garage is 6,000 square feet and has 4 vehicle bays. The site also has the capacity to store 500 tons of salt and 500 tons of cinder.



The facility is 20 years old and is in good condition. Opportunities for improvement are extremely limited due to the size and topographical constraints of the site. The site is 3.5 acres and is bisected by a stream. The presence of the stream would pose environmental concerns, should expansion be considered. Without improvement, the useful life of the building is 10 years. The facility's useful life can be extended with the addition of 3 vehicle bays, a 25-ton lift, and fire, energy, and accessibility upgrades. These improvements are estimated to cost \$384,000.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Ashland Highway Department. The Town of Ashland Highway Superintendent provided the equipment conditions and purchasing plan information. In addition to the items listed on the 5-year purchasing plan, the Town of Ashland Highway Superintendent indicated that the Town would like to purchase a new sweeper and backhoe in the future.

Table 2: Town of Ashland Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	1		1				1			
Dump Trucks - Small	1			1						
Dump Trucks 6 Wheel	2		2					1		
Water Tankers	1		1							
Trailers - Small	2		1	1						
Equipment										
Loaders - Wheel	1		1							
Backhoes	1			1						
Graders	1		1							
Rollers	1		1							
Air Compressors	1									
Mowers - Tractor	1			1			1			
Mowers - Lawn	2									
Welders	2									

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Chippers - Brush	1									
Generators	1	1								
Chain Saws	4									
Vib. Compactors	1									
Total:	24									

Regular Equipment Sharing

- The Town of Ashland frequently shares a single-drum articulating vibratory roller with traction rubber tires with the City of Elmira

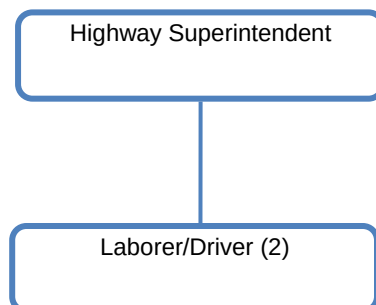
PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Ashland Highway Department. In addition to the full-time employees, the department employs two seasonal workers. Highway Department workers in the Town of Ashland are not represented by a collective bargaining unit. **Figure 1** shows the organizational structure of the Highway Department.

Table 3: Town of Ashland Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Appointed)	FT	\$19.20/hr	35	
Laborer/Driver	FT	\$15.14/hr	30	
Laborer/Driver	FT	\$9.76/hr	1.5	
Total FT Positions	3			

Figure 1: Town of Ashland Highway Department Organizational Structure



FINANCIAL PROFILE

The Town of Ashland's annual average full value of assessed property per local centerline road mile was \$3,154,988 from 2004 to 2008. During that time, the Town spent an average of \$249,945 annually on highway services or \$16,775 per centerline mile and \$132 per capita. CHIPS aid covered, on average, 8.4% of annual highway expenditures. **Table 4** shows the breakdown of the Town of Ashland's highway spending.

Table 4: Town of Ashland Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$91,980	36.8%
Equipment & Capital	\$29,494	11.8%
Contractual	\$128,472	51.4%
Type of Service		
Road/Street Maintenance	\$127,222	50.9%
Permanent Improvements	\$27,744	11.1%
Snow Removal	\$56,238	22.5%
Highway Machinery	\$29,743	11.9%
Highway Administration	-	-
Other Services	\$8,998	3.6%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

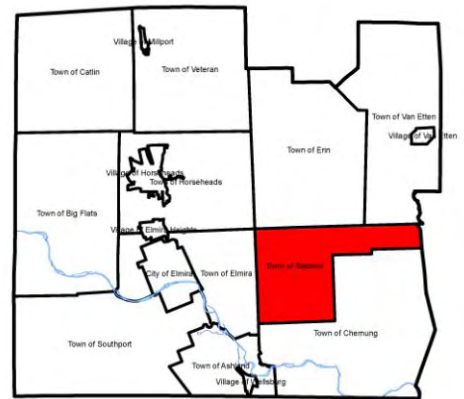
Highway services in the Village of Wellsburg were provided by the Town of Ashland through contractual agreement. From 2004 to 2008, 100% of the Village's highway expenditures were contractual road maintenance expenditures. The Village of Wellsburg's annual average full value of assessed property per local centerline road mile was \$4,764,733 from 2004 to 2008. During that time, the Village spent an average of \$12,917 annually on highway services or \$4,613 per centerline mile and \$21 per capita. CHIPS aid covered, on average, 42.51% of annual highway expenditures.

Town of Baldwin Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Baldwin Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Baldwin. Within the municipality, there are 35 centerline miles of local roads and 14.5 centerline miles of county roads. Of the local roadways, 17 percent are paved. Major routes that run through the town include NYS Routes 1, 22, 41, and 42.

The highway department is responsible for plowing approximately 38 miles of roadway during the winter months. Of these miles, 3.61 miles are County Route 22 (also known as Hogback Road), which the town has informally agreed to plow. The terms of this informal agreement are described in the Existing Shared Highway Services section. The department uses an estimated 100 tons of salt and 1,500 tons of sand and cinder per year for snow and ice control.



FACILITIES ASSESSMENT

The Town of Baldwin Highway Department facility is located at 622 North Breesport/Chemung Road in Lowman, NY. The 4,000 square foot facility includes 3-bay highway garage with administrative offices, a fuel island, and a yard. Deicing materials are stored on-site, however, they are uncovered. The site is shared with the Town Hall.

The facility was built in 2006 and is in good condition. The five-acre site has the size capability for renovations and expansion. The facility's useful life is an estimated 50 years with or without improvements. Expansion and replacement needs include an additional bay, fire and accessibility upgrades, a 1,500 ton salt shed, an emergency generator, a 15 ton lift, and site paving. These improvements are estimated to cost \$313,000.



EQUIPMENT INVENTORY

Table 1 shows the full vehicle and equipment inventory for the Town of Baldwin Highway Department. The Town of Baldwin Highway Superintendent provided the equipment conditions information.

Table 1: Town of Baldwin Highway Equipment Inventory

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Vehicles					
Pickups	1			1	
Dump Trucks - Small	1				1
Dump Trucks 6 Wheel	1		1		
Dump Trucks 10 Wheel	1	1			
Equipment					
Loaders - Wheel	1			1	
Backhoes	1			1	
Graders	1		1		
Screening Plants	1		1		
Stone Rakes	1		1		
Mowers - Tractor	1				
Total:	10				

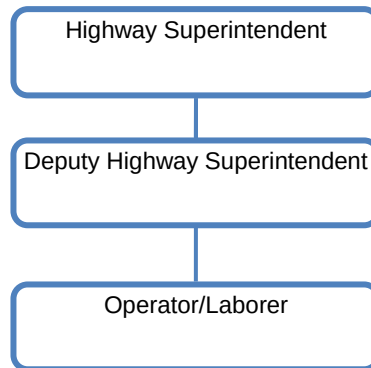
PERSONNEL RESOURCES

Table 2 shows the total full-time crew of the Town of Baldwin Highway Department. The Department is composed of one (1) Operator/Laborer, who is overseen by a Highway Superintendent and the Deputy Superintendent. Highway Department workers in the Town of Baldwin are not represented by a collective bargaining unit. **Figure 1** shows the organizational structure of the Highway Department.

Table 2: Town of Baldwin Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Appointed)	FT	\$18.00/hr	23	CDL Class B – Operator
Deputy Highway Superintendent	FT	\$14.75/hr	15	CDL Class A – Operator
Operator-Laborer	FT	\$13.50/hr	1.5	CDL Class A - Operator
Total FT Positions	3			

Figure 1: Town of Baldwin Highway Department Organizational Structure



FINANCIAL PROFILE

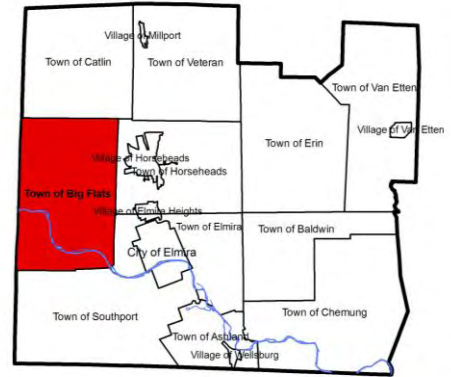
The Town of Baldwin's annual average full value of assessed property per local centerline road mile was \$848,596 from 2004 to 2008. Town of Baldwin revenue and highway expenditure data from 2004 to 2008 is not available as the Town did not submit annual financial reports to the State Comptroller Office.

Town of Big Flats

Department of Public Works Profile

EXISTING HIGHWAY SERVICES

The Town of Big Flats' Department of Public Works (DPW) is responsible for performing all highway and certain non-highway functions in the Town of Big Flats (**Table 1**). Within the municipality, there are 74.5 centerline miles of local roads, 31.1 centerline miles of county roads, and 14.6 centerline miles of state roads. Of the local roadways, 90 percent are paved. A major route that runs through the town is the Southern Tier Expressway.



The DPW highway personnel are responsible for plowing all local roadways within the town during the winter months. The DPW typically dispatches 5 plows, which equals to approximately 29.8 miles per truck, including the return trip. The DPW uses sand and cinder and an estimated 1,200 tons of salt per year for snow and ice control.¹

Table 1: Town of Big Flats Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Maintenance of brush site/brush grinding
Storm sewer, culverts, ditches, stormwater	Christmas tree collection
Road construction & maintenance (pavement repair)	Brush collection/cleanup (spring)
Guiderail	Snow removal from municipal parking lots
Equipment repair	Park/recreation maintenance (concession stands)
Traffic signals, signs, street lighting	Cemetery maintenance
Mowing	Tub grinding (<i>assist</i>)
Storm damage repair	Litter pickup
Drywell and catch basin repair and cleaning	Tire cleanup (<i>assist</i>)
Ditching	Cleaning of creek beds
Driveway permits	Water department functions
Road grading	Municipal buildings and grounds maintenance (Town Hall and Community Center)
Oil and stone surface treating	

¹ The amount of sand and cinder varies year-to-year.

FACILITIES ASSESSMENT



The Town of Big Flats DPW facility is located at 476 Maple Street in the Town of Big Flats. The facility includes a garage with 22 bays, administrative offices, equipment and material storage yard, a fuel island, support buildings, and a salt storage building with a capacity of 2,500 tons. There is also an equipment repair shop on site, which is excellent for meeting operational needs. Site security is minimal, as the facility is part of a large complex for the Town with a state police substation located across the street.

The facility was built five years ago and is in excellent condition. The 5-acre site is small for expansion opportunities, but operations could possibly be expanded within existing assets. The facility's useful life is an estimated 40 years without improvement. Due to its excellent condition, the facility requires no improvements at this time.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory utilized by the Town of Big Flats DPW for highway services. The Town of Big Flats Commissioner of Public Works provided the equipment conditions and purchasing plan information. In addition to the items listed on the 5-year purchasing plan, the Town of Big Flats Commissioner of Public Works indicated that the Town would like to purchase a new trailer.

Table 2: Town of Big Flats Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	4	1		1	2	1	1		1	
Dump Trucks - Small	2			1	1	1				
Dump Trucks 6 Wheel	3	1	1	1					1	
Dump Trucks 10 Wheel	2	2					1			
Sweepers	1		1							
Trailers - Small	1				1					
Equipment										
Loaders - Wheel	1			1				1		
Backhoes	2		1	1						
Dozers	1		1							
Excavators - Wheel	1		1							
Graders	1		1							

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Rollers	2		2							
Air Compressors	1			1						
Pavers	1			1						
Stone Rakes	1		1							
Blacktop Saws	1									
Mowers - Tractor	2		1	1						
Welders	1									
Chippers - Brush	1		1							
Chain Saws	3									
Vib. Compactors	2									
Total:	34									

Regular Equipment Sharing

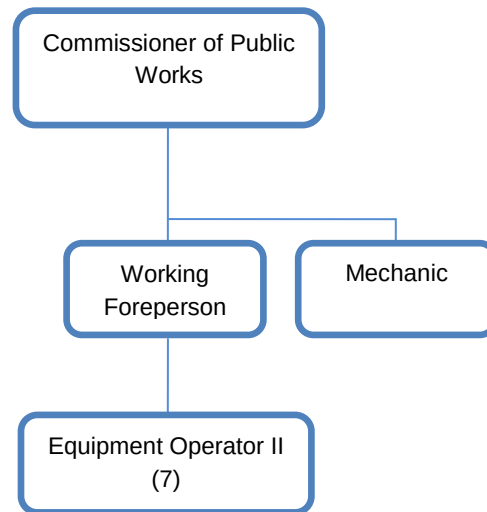
- Town of Big Flats DPW provides trucking and a small paver to various Chemung County municipalities.
- Town of Big Flats DPW borrows trucking and a line roller from other municipalities.
- Town of Big Flats DPW borrows a drag box from the Village of Horseheads and the Town of Southport annually.

PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Big Flats DPW for highway services. The Department is headed by the Commissioner of Public Works, who is responsible for the management of all DPW facilities and functions. The Commissioner also provides supervision over foremen, supervisors, the mechanic, caretaker, and support staff. The Public Works Secretary handles equipment and supply purchases, vouchers invoices, records appropriate data, payroll and correspondence, records minutes at meetings, performs general administrative tasks, and answers routine requests for information from the public. The Working Foreman supervises the highway staff, assigns and inspects work, checks materials and labor requirements, and orders materials and supplies as needed. The Department's Equipment Operator IIs' duties include manual labor and the operation of heavy equipment used for highway maintenance and snow removal. There is one Automotive Mechanic on staff who is responsible for repair and maintenance of Town vehicles and equipment. The Department additionally employs a Caretaker for repair and maintenance of Town parks, buildings and grounds, and related equipment. The caretaker also supervises the seasonal summer help. A seasonal laborer assists with road maintenance and construction, utility and drainage systems, and grounds maintenance. **Figure 1** shows the organizational structure of the DPW.

Table 3: Town of Big Flats DPW Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Commissioner of Public Works (Appointed)	FT	\$38.07/hr	8	Mechanical Engineer
Working Foreperson	FT	\$25.00/hr	2 mo	Working Foreman, CDL Class A
Equipment Operator II	FT	\$21.11/hr	10	CDL Class A
Equipment Operator II	FT	\$21.11/hr	21	CDL Class B
Equipment Operator II	FT	\$21.11/hr	22	CDL Class B
Equipment Operator II	FT	\$21.11/hr	19	CDL Class B
Equipment Operator II	FT	\$21.06/hr	18	CDL Class B
Equipment Operator II	FT	\$21.06/hr	24	CDL Class A
Equipment Operator II	FT	\$21.01/hr	31	
Automotive Mechanic	FT	\$21.01/hr	21	Vehicle, Heavy Equipment & Mechanical Equipment Repair, ASE Certified Mechanic, CDL Class A
Total FT Positions	10			

Figure 1: Town of Big Flats DPW Organizational Structure**Collective Bargaining Agreements**

The Town of Big Flats DPW employees are represented by the Civil Service Employees Agency Local 1000 AFSCME, AFL-CIO, Unit 6361. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: Town of Big Flats Collective Bargaining Agreement

Agreement Units	Town of Big Flats and CSEA Local 1000 AFSCME, AFL-CIO, Unit 6361
Agreement Dates	Jan 1, 2006 - Dec 31, 2008
Membership	All employees of the highway, water, drainage, and parks department with the exception of those listed in the MOU.
Employee Status	N/A
Monetary Benefits	Salary schedules are attached.
Health Care & Insurance	Option of Chemung County benefits with dental and vision plan have to contribute 13% of premium or could accept PPO and pay 6.5%. New hires have to contribute 15% of cost (pp 8-9).
Leave	Sick leave 1 day per month max accumulation is 165 days. (pp 5-6). 12 holidays similar to others (p 9). Ten days of vacation each year one day added each subsequent year to a maximum of 25.3 days of personal leave each year.
Seniority	Continuous Employment with the town. It shall be used in all phases of job structures as well as vacations, holidays and overtime assignments.
Job Security and Tenure	N/A
Grievance	Grievance procedure pp. 4-5 Disciplinary actions p. 14.
No Strike Agreement	CSEA shall not engage in a strike, work stoppage, or slowdown nor cause institute or encourage or participate in any way or condone any strikes p. 3.
Retirement Benefits	Retirement plan different for tier 1 and tier 2 p. 10.

FINANCIAL PROFILE

The Town of Big Flats' annual average full value of assessed property per local centerline road mile was \$7,455,027 from 2004 to 2008. During that time, the town spent an average of \$1,265,822 annually on highway services or \$16,968 per centerline mile and \$168 per capita. CHIPS aid covered, on average, 8.18% of annual highway expenditures. **Table 5** shows the breakdown of the Town of Big Flats' highway spending.

Table 5: Town of Big Flats DPW Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$420,253	33.2%
Equipment & Capital	\$103,797	8.2%
Contractual	\$741,772	58.6%
Type of Service		
Road/Street Maintenance	\$312,658	24.7%
Permanent Improvements	\$491,139	38.8%
Snow Removal	\$167,089	13.2%
Highway Machinery	\$216,456	17.1%
Highway Administration	\$50,633	4.0%
Other Services	\$27,848	2.2%

Based on 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Catlin Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Catlin Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Catlin (**Table 1**). Within the municipality, there are 59.0 centerline miles of local roads, 14.2 centerline miles of county roads, and 5.5 centerline miles of state roads. Of the local roadways, 94 percent are paved. Major routes located in the town include NYS Routes 14 and 414.

The department is responsible for grading 3.5 miles of dirt roads and oil and stone surface treating. The highway department is responsible for plowing all local roadways within the town during the winter months. The department typically dispatches 4 plows, which equals to approximately 29.5 miles per truck, including the return trip. The department uses an estimated 1,600 tons of salt and 2,000 tons of sand per year for snow and ice control.

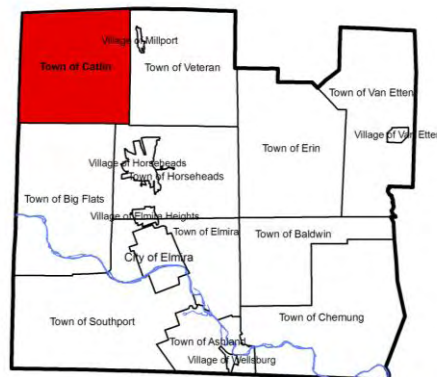


Table 1: Town of Catlin Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Brush collection/cleanup
Storm sewer, culverts, ditches, stormwater	Snow removal from municipal parking lots
Road construction & maintenance	Tire cleanup
Guiderail	Cleaning of creek beds
Equipment repair	Municipal buildings and grounds maintenance
Traffic and street signs	
Bridge maintenance	
Mowing	
Storm damage repair	
Drywell and catch basin repair and cleaning	
Ditching	
Driveway permits	
Road grading	
Oil and stone surface treating	

FACILITIES ASSESSMENT

The Town of Catlin Highway Garage is located at 1471 Chambers Road in the Hamlet of Beaver Dams. The facility includes a highway garage with administrative offices, an equipment and material storage yard, a fuel island, and a salt shed with a capacity of 2,000 tons. The garage is 6,600 square feet and has 8 vehicle bays. Presently, the Town plans to demolish the cold storage building because it is positioned in front of the newly constructed Town Hall. There are no current plans for the replacement of the cold storage building because it is not seen as a major priority, although its demolition would cut overall storage by 50 percent.

The garage facility is 10 years old and in good condition and meets all current operational needs. If an expansion of services were required, the one-acre site would be sufficient to accommodate additional garage space. Without improvement, the facility's useful life is 15 years. Recommended improvements include the addition of 4 heated vehicle bays, completing the existing concrete floor, fire, accessibility and energy code upgrades, and a new 2,000-ton salt shed. The estimated cost of these improvements is \$1,133,000.



EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Catlin Highway Department. The Town of Catlin Highway Superintendent provided the equipment conditions and purchasing plan information. In addition to the items listed on the 5-year purchasing plan, the Town of Catlin Highway Superintendent indicated that the Town would like to purchase a sweeper, an excavator, and a grader in the future.

Table 2: Town of Catlin Highway Department Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	1		1							
Dump Trucks 6 Wheel	1			1						
Dump Trucks 10 Wheel	3	1	2						1	
Sweepers	0.5		0.5							
Trailers - Small	1		1							
Equipment										
Loaders - Wheel	1	1								
Backhoes	1		1							
Dozers	1			1						
Excavators - Wheel	1			1						
Graders	1			1						

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Rollers	1		1							
Gravel Crushers	1			1						
Mowers - Tractor	1		1							
Welders	1									
Chippers - Brush	1		1							
Chain Saws	3									
Vib. Compactors	1									
Total:	20.5									

Regular Equipment Sharing

- Town of Catlin Highway Department shares trucks with other Chemung County Highway Departments.
- Town of Catlin Highway Department frequently provides the Town of Veteran with use of a roller, dozer, and excavator.
- Town of Catlin Highway Department borrows a vibrating compactor and excavator from the Town of Horseheads.
- The Town of Catlin and the Town of Veteran have a formal written agreement for the joint ownership of a street sweeper.

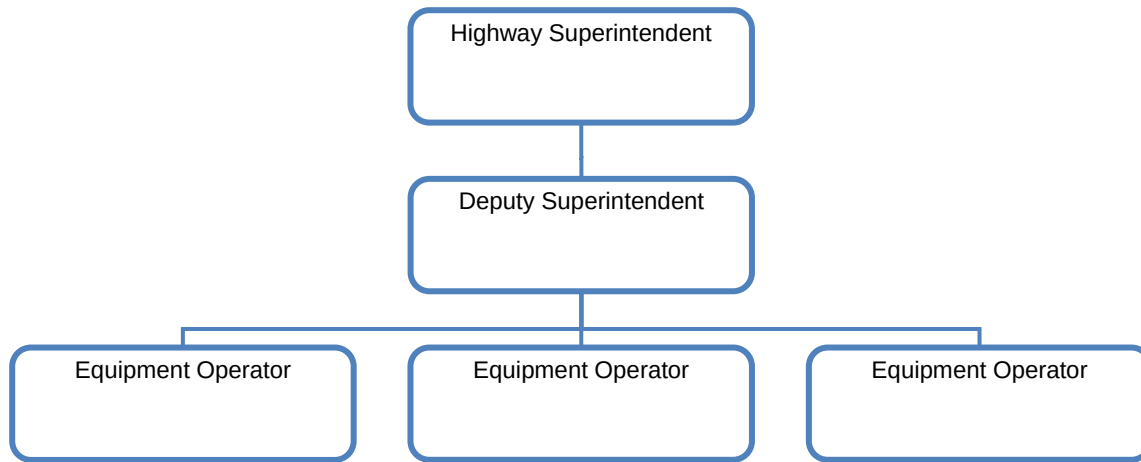
PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Catlin Highway Department. Highway department workers in the Town of Catlin are not represented by a collective bargaining unit. **Figure 1** shows the organizational structure of the highway department.

Table 3: Town of Catlin Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (elected)	FT	\$24.52/hr	33	Grader Operator, Welding, Carpentry, Electrical, CDL Class B
Deputy Superintendent	FT	20.75/hr	28	CDL Class B
Equipment Operator I	FT	20.05/hr	13	Mechanical Skills ¹ , Welding, CDL Class B
Equipment Operator I	FT	13.00/hr	4	CDL Class B, Some Welding,
Equipment Operator II	FT	19.00/hr	1	CDL Class A, Excavator Operator, Some Welding
Total FT Positions	5			

Note 1: Welding is his specialty. Hours spent on equipment repair vary with need and season.

Figure 1: Town of Catlin Highway Department Organizational Structure

FINANCIAL PROFILE

The Town of Catlin's annual average full value of assessed property per local centerline road mile was \$2,014,194 from 2004 to 2008. During that time, the Town spent an average of \$648,396 annually on highway services or \$648,396 per centerline mile and \$243 per capita. CHIPS aid covered, on average, 13.51% of annual highway expenditures. **Table 4** shows the breakdown of the Town of Catlin's highway spending.

Table 4: Town of Ashland Highway Department Financial Profile

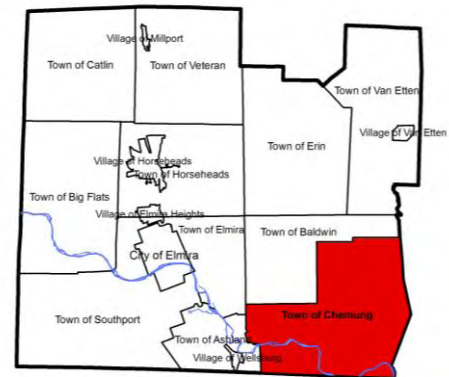
	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$181,551	28.0%
Equipment & Capital	\$234,071	36.1%
Contractual	\$232,774	35.9%
Type of Service		
Road/Street Maintenance	\$184,144	28.4%
Permanent Improvements	\$188,683	29.1%
Snow Removal	\$121,250	18.7%
Highway Machinery	\$82,346	12.7%
Highway Administration	\$44,091	6.8%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Chemung Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Chemung Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Chemung (**Table 1**). Within the municipality, there are 52.7 centerline miles of local roads, 35.5 centerline miles of county roads, and 13.9 centerline miles of state roads. Of the local roads, 22 percent are paved. Major routes that run through the town include the Southern Tier Expressway and NYS Route 427.



The highway department is responsible for plowing 88.2 miles of roadway during the winter months. Approximately 35.5 of those miles are county roads, which the town has informally agreed to plow. The town typically dispatches 3 plows during a snowstorm, which averages to an estimated 58.8 miles per truck, including the return trip. The town uses a mix of sand and stone for ice control on town-owned roadways and a mix of sand and salt for ice control on County-owned roadways. On average, the town uses an estimated 3,500 tons of sand/stone mix per year for ice control on local roads, and 2,100 tons of salt/salt mix per year for ice control on county roads.

Table 1: Town of Chemung Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Maintenance of brush site/brush grinding
Storm sewer, culverts, ditches, stormwater	Park/recreation maintenance
Road construction & maintenance	Cemetery maintenance
Guiderail	Cleaning of creek beds
Equipment repair	Municipal buildings and grounds maintenance
Traffic and street signs	
Bridge maintenance	
Mowing	
Storm damage repair	
Drywell and catch basin repair and cleaning	
Ditching	
Driveway permits	
Road grading	
Oil and stone surface treating	

FACILITIES ASSESSMENT



The Town of Chemung Highway Department garage is located at 48 Rotary Road Extended in the Town of Chemung. The facility includes administrative offices, an equipment and material storage yard, cold storage, a fuel island and a salt storage shed with a capacity of 2,400 tons, which is shared with Chemung County. The highway garage has 5 vehicle bays. The building also functions as the Town Hall and municipal offices.

The facility is 35 years old and is in good condition. The 10-acre site is small for operations and maneuverability due to the presence of Town offices on the site. Although the building is in good condition, recommended improvements include the addition of one vehicle bay, an emergency generator, a 15 ton lift and site paving. The estimated cost of these improvements is \$308,000.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Chemung Highway Department. The Town of Chemung Highway Superintendent provided the equipment conditions and purchasing plan information. In addition to the items listed on the 5-year purchasing plan, the Town of Chemung Highway Superintendent indicated that the Town would like to purchase a new paver.

Table 2: Town of Chemung Highway Department Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Automobiles	1		1							
Pickups	1	1								
Dump Trucks - Small	2	2								
Dump Trucks 10 Wheel	4		4				1			
Trailers - Small	1		1							
Equipment										
Loaders - Wheel	1		1					1		
Backhoes	1		1			1				
Excavators - Wheel	1		1							
Graders	1		1							
Rollers	1		1							
Mowers - Tractor	2		2							
Welders	2									
Chippers - Brush	1		1							
Generators	1									
Chain Saws	3									

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vib. Compactors	1									
Total:	24									

Regular Equipment Sharing

- The Town of Chemung Highway Department principally shares equipment with the Towns of Ashland, Baldwin, Elmira, and Erin. Trucks are borrowed or provided as needed between these municipalities, typically on a monthly basis.
- The Town of Chemung Highway Department also lends its excavator to the Town of Ashland occasionally.

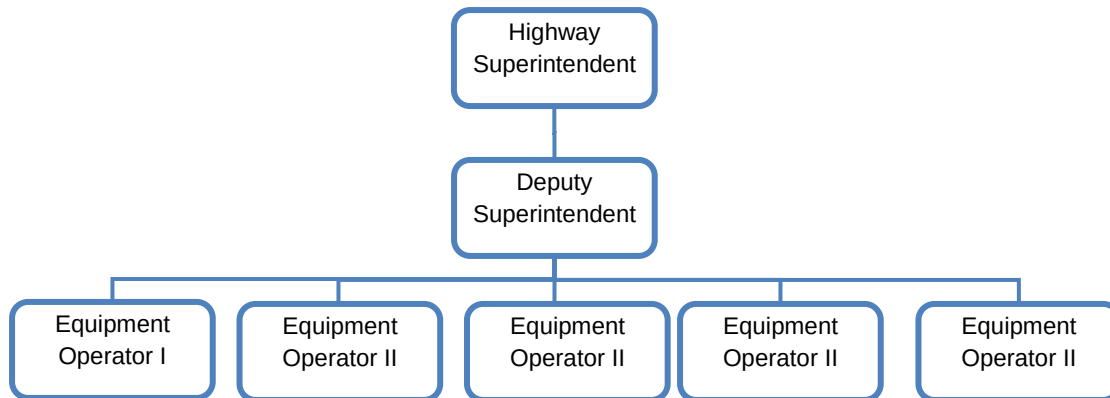
PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Chemung Highway Department. In addition to the full-time employees, the highway department employs three seasonal part-time workers. The Highway Department staff of four (4) Equipment Operator II's and one (1) Equipment Operator I's is overseen by the elected Highway Superintendent and the appointed Deputy Superintendent, who also acts as a working foreman. The Superintendent, Deputy Superintendent, and one Equipment Operator II operate both heavy and light equipment. The remaining Equipment Operator IIs and the Equipment Operator I operate only light equipment. One of the Equipment Operator IIs also serves as the department shop mechanic. The three part-time seasonal workers serve as snow and ice wingmen in the winter, mow the cemetery as needed, and are utilized as needed for labor. Employees of the Town of Chemung Highway Department are represented by the Communication Workers of America union. **Figure 1** shows the organizational structure of the Highway Department.

Table 3: Town of Chemung Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Elected)	FT	\$22.36/hr	16	CDL Class A, Grader Operator
Deputy Superintendent	FT	\$18.82/hr	6	Working Foreman, CDL Class B
Equipment Operator II	FT	\$18.82/hr	27	CDL Class A Restricted ²
Equipment Operator II	FT	\$18.82/hr	16	Shop Mechanic ¹ , CDL Class B
Equipment Operator II	FT	\$18.82/hr	2	CDL Class B
Equipment Operator II	FT	\$18.82/hr	1	CDL Class A
Equipment Operator I	FT	\$16.82/hr	5	CDL Class A
Total FT Positions	7			

Note 1: Shop Mechanic spends 60-75% of his time on equipment repair. 2: Individual out on Workers Compensation, but is nearing retirement.

Figure 1: Town of Chemung Organizational Structure

FINANCIAL PROFILE

The Town of Chemung's annual average full value of assessed property per local centerline road mile was \$2,106,769 from 2004 to 2008. During that time, the Town spent an average of \$748,516 annually on highway services or \$14,203 per centerline mile and \$287 per capita. CHIPS aid covered, on average, 9.99% of annual highway expenditures. **Table 4** shows the breakdown of the Town of Chemung's highway spending.

Table 4: Town of Chemung Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$257,490	34.4%
Equipment & Capital	\$181,889	24.3%
Contractual	\$309,137	41.3%
Type of Service		
Road/Street Maintenance	\$327,101	43.7%
Permanent Improvements	\$59,881	8.0%
Snow Removal	\$101,798	13.6%
Highway Machinery	\$198,357	26.5%
Highway Administration	\$44,162	5.9%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Elmira Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Elmira Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Elmira (**Table 1**). Within the municipality, there are 44.9 centerline miles of local roads, 15.9 centerline miles of county roads, and 5.9 centerline miles of state roads. Of the local roads, 93 percent are paved. Major transportation routes through the town include the Southern Tier Expressway and NYS Route 352.

The highway department is responsible for plowing all local roadways within the town during the winter months. The department typically dispatches 6 plows, which equals to approximately 14.8 miles per truck, including the return trip. The department uses a mix of salt and sand on for snow and ice control on town roadways. On average, the department uses an estimated 1,500 tons of salt and 1,000 tons of sand per year.

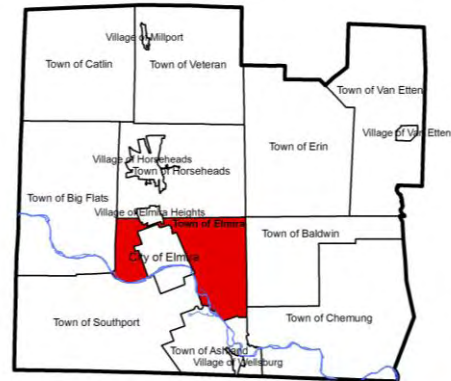


Table 1: Town of Elmira Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Fall leaf collection
Storm sewer, culverts, ditches, stormwater	Christmas tree collection
Road construction & maintenance	Brush collection/cleanup
Equipment repair	Snow removal from municipal parking lots
Traffic and street signs	Park/recreation maintenance
Mowing	Municipal sidewalk maintenance
Storm damage repair	Litter pickup
Drywell and catch basin repair and cleaning	Tire cleanup
Ditching	Cleaning of creek beds
Road grading	Baseball field construction
Oil and stone surface treating	

FACILITIES ASSESSMENT

The Town of Elmira is geographically divided by the City of Elmira. To compensate for the geographical divide, the Town of Elmira has two highway facilities, one is located in the eastern half of the town and the other is located in the western half. The western facility serves the more urban area of the town and

therefore requires different equipment than the western facility that serves the section of the town that is more rural in nature.

The East Elmira Garage is located at 76 Jerusalem Hill Road. The site includes a 3-bay highway garage with administrative offices, an equipment and material storage yard, a salt shed with a capacity of 2,500 tons, and a fuel island. Security for the site is minimal. The 4,250 square foot facility was constructed 50 years ago and is in poor condition. The site is 15 acres, however, the topography of the site limits expansion possibilities. The useful life of the building is five years, but with improvements it could be increased to 40 years. Recommended improvements include 4 additional heated vehicle bays, fire, ventilation, accessibility and energy upgrades, concrete slab installations, and a 25-ton lift. The existing overhead door openings also need to be widened because they are too small for current equipment. The improvements are estimated to cost \$730,800. A possible constraint to making these improvements is the anticipated site reduction that will occur with DOT improvements scheduled for Route 17/I-86.



The West Elmira Garage is located at 1890 West Water Street in the Town of Elmira. The facility includes a highway garage with administrative offices, a fuel island, and a salt shed with a capacity of 500 tons. The garage is 6,000 square feet and has 5 vehicle bays. The facility has the capacity to expand if additional services become necessary.

The facility is 6 years old and is in good condition. In its current state, the facility could last an estimated 25 years. With the addition of 4 heated bays, accessibility upgrades, and a 25-ton lift, the facility's useful life could be extended to 40 years. The estimated cost of these improvements is \$392,000.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Elmira Highway Department. The Town of Elmira Highway Superintendent provided the equipment conditions and purchasing plan information. In addition to the items listed on the 5-year purchasing plan, the Town of Elmira Highway Superintendent indicated that the Town would like to purchase a new trailer.

Table 2: Town of Elmira Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	3	2	1							
Dump Trucks - Small	2	2					1			
Dump Trucks 6 Wheel	4	4								
Dump Trucks 10 Wheel	1	1								
Sweepers	1	1								
Water Tankers	1		1							
Vac Con Flushers	1		1							
Trailers - Small	1	1								
Equipment										
Loaders - Wheel	2	1	1			1				
Backhoes	1	1								
Excavators - Track	1	1								
Graders	1	1								
Rollers	2		2							
Air Compressors	1		1							
Stone Rakes	1				1					
Asphalt Curb Machines	1		1							
Mowers - Tractor	1	1								
Broom - Pull	1	1								
Welders	2									
Chippers - Brush	1	1								
Generators	1		1							
Chain Saws	5		5							
Trash Pumps	2									
Vib. Compactors	1									
Drag Boxes	1	1								
Total:	39									

Regular Equipment Sharing

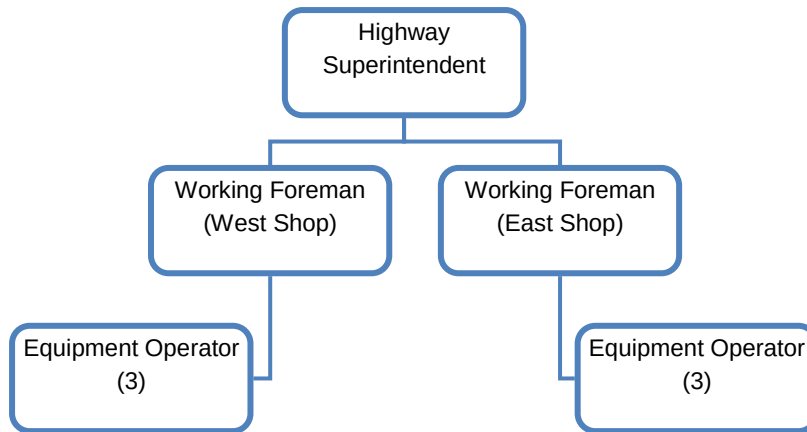
- Town of Elmira Highway Department typically lends its sweeper, 10-wheel dump truck, roller, and mini track excavator.
- Town of Elmira Highway Department principally shares its street sweeper with the Towns of Southport, Ashland, Baldwin, and Erin.
- Town of Elmira Highway Department borrows equipment from other municipalities two to three times a month. The Department borrows a roller from the Town of Ashland and occasionally trucks from various highway departments.
- The Town of Elmira offers winter equipment storage to the Village of Elmira Heights.

PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Elmira Highway Department. The workforce consists of six (6) Equipment Operator I's, who carry out the department's basic duties and responsibilities. The Equipment Operators are supervised by two (2) Working Foremen who report to the Highway Superintendent. **Figure 1** shows the organizational structure of the Highway Department.

Table 3: Town of Elmira Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Appointed)	FT		10	
Working Foreman	FT	\$25/hr	14	Welding and Fabrication, Equipment Operator
Working Foreman	FT	\$25/hr	24	Equipment Operator
Equipment Operator I	FT	\$21.63/hr	20	
Equipment Operator I	FT	\$21.63/hr	17	
Equipment Operator I	FT	\$21.63/hr	13	
Equipment Operator I	FT	\$21.63/hr	6	
Equipment Operator I	FT	\$21.63/hr	5	Mechanical Skills (works on equipment roughly 3 days a week, depending on needs and season)
Equipment Operator I	FT	\$16.00/hr	1 mo.	
Total FT Positions	9			

Figure 1: Town of Elmira Highway Department Organizational Structure**Collective Bargaining Agreements**

Town of Elmira Highway Department employees, excluding the Superintendent, are represented by the Teamsters Union Local # 529. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: Town of Elmira Collective Bargaining Agreement

Agreement Units	Town of Elmira and Teamsters Local # 529
Agreement Dates	Jan 1, 2008 - Dec 31, 2010
Membership	All full and regular part time employees of Public Works department excluding confidential, managerial, and elected officials.
Employee Status	N/A
Monetary Benefits	Pay schedules attached. Overtime at 1.5x pay. Have option of compensatory time but only during certain times of the year. Tuition reimbursement 100% if criteria are met.
Health Care & Insurance	The employer will participate in the NYS Teamsters Health and Hospital fund. Employees will contribute 8-10% of the premium. Retirees can exchange sick days for health insurance (pp 10-11).
Leave	Vacation two to five weeks depending on tenure. 12 paid holidays. 2 to 3 personal days depending on tenure. Sick leave is one day per month max depends on tenure.
Seniority	The principles of seniority shall prevail at all times. P 4.
Job Security and Tenure	N/A
Grievance	Grievances and Discipline pp 5-6.
No Strike Agreement	The employer and the union agree to follow all existing provisions of the Taylor Law and subsequent revisions. P 16.
Retirement Benefits	Pension through NYS.

FINANCIAL PROFILE

The Town of Elmira annual average full value of assessed property per local centerline road mile was 7,413,664 from 2004 to 2008. During that time, the Town spent an average of \$945,283 annually on highway services or \$21,053 per centerline mile and \$160 per capita. CHIPS aid covered, on average, 6.63% of annual highway expenditures. **Table 5** shows the breakdown of the Town of Elmira's highway spending.

Table 5: Town of Elmira Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$429,158	45.4%
Equipment & Capital	\$148,409	15.7%
Contractual	\$366,770	38.8%
Type of Service		
Road/Street Maintenance	\$259,008	27.4%
Permanent Improvements	\$285,475	30.2%
Snow Removal	\$196,619	20.8%
Highway Machinery	\$108,708	11.5%
Highway Administration	\$86,021	9.1%
Other Services	\$9,453	1.0%

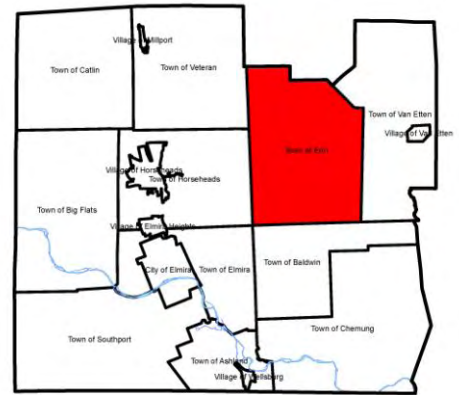
Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Erin Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Erin Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Erin. Within the municipality, there are 55.4 centerline miles of local roads, 20.1 centerline miles of county roads, and 7.3 centerline miles of state roads. Of the local roadways, 23 percent are paved. The major transportation route in the town is NYS Route 223.

The highway department is responsible for plowing all local roadways within the town during the winter months. The department uses an estimated 5,000 tons of anti skid and 130 tons of salt per year salt for snow and ice control.¹



FACILITIES ASSESSMENT

The Town of Erin Highway Department facility is located at 1138 Breesport Road in the Town of Erin. The 6,400 square foot, single-story structure is part of the Town's municipal campus and includes a 4-bay highway garage with administrative offices, a fuel island, and a yard. Snow and ice materials storage has a capacity of 20 tons and is inadequate for current operations.



The facility was built in 1974 and was renovated in 1978. Future anticipated site renovations include adding 20 feet to the front of the building and insulating and heating the two remaining unheated bays. The facility is currently an inadequate size to handle the current fleet of vehicles and plows. It is estimated that the current useful life of the facility is 10 years, but could be increased to 40 years with improvements. Recommended improvements include an additional truck bay for the grader, a 1,600 square foot cold storage addition, code and accessibility upgrades, an emergency generator, a 1,500 ton salt shed, a 15 ton lift, and site paving. The cost of these improvements is estimated to be \$475,000. A vehicle entrance separate from the entrance to the playground should also be considered.

¹ Anti skid is a coarse mixture of stone particles used on gravel roads in place of sand.

EQUIPMENT INVENTORY

Table 1 shows the full vehicle and equipment inventory for the Town of Erin Highway Department. The Town of Erin Highway Superintendent provided the equipment conditions and purchasing plan information.

Table 1: Town of Erin Highway Equipment Inventory

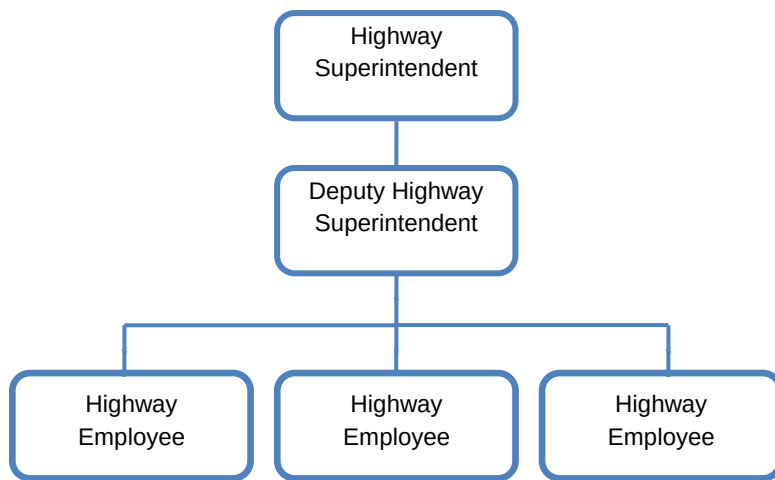
	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	1		1							
Dump Trucks - Small	1	1								
Dump Trucks 6 Wheel	3			1	2			1		
Dump Trucks 10 Wheel	3		2	1						
Sweepers	1				1					
Water Tankers	1		1							
Trailers - Small	1				1					
Equipment										
Loaders - Wheel	2			2			1			
Backhoes	1				1					
Dozers	1			1						
Excavators - Wheel	1		1			1				
Graders	1		1							
Rollers	1			1						
Stone Rakes	1		1							
Mowers - Tractor	2		2							
Broom - Pull	2		2							
Chippers - Brush	1		1							
Trash Pumps	1									
Vib. Compactors	1									
Total:	26									

PERSONNEL RESOURCES

Table 2 shows the total full-time crew of the Town of Erin Highway Department. The staff consists of three (3) highway employees who carry out the basic duties and responsibilities of the Highway Department. The highway employees are supervised by a Deputy Highway Superintendent and the Highway Superintendent. **Figure 1** shows the organizational structure of the highway department.

Table 2: Town of Erin Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Appointed)	FT	\$19.18/hr	13	Class A
Deputy Superintendent	FT	\$16.25/hr	12	Class A
Highway Employee	FT	\$15.98/hr	11	Class A
Highway Employee	FT	\$15.98/hr	18	Class A
Highway Employee	FT	\$15.98/hr	2	Class A
Total FT Positions	5			

Figure 1: Town of Erin Highway Department Organizational Structure

FINANCIAL PROFILE

The Town of Erin's annual average full value of assessed property per local centerline road mile was \$1,217,346 from 2004 to 2008. During that time, the Town spent an average of \$410,080 annually on highway services or \$7,402 per centerline mile and \$203 per capita. CHIPS aid covered, on average, 19.28% of annual highway expenditures. **Table 3** shows the breakdown of the Town of Erin's highway spending.

Table 3: Town of Erin Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$164,442	40.1%
Equipment & Capital	\$102,930	25.1%
Contractual	\$142,708	34.8%
Type of Service		
Road/Street Maintenance	\$118,513	28.9%
Permanent Improvements	\$83,656	20.4%
Snow Removal	\$81,606	19.9%
Highway Machinery	\$88,167	21.5%
Highway Administration	\$37,727	9.2%
Other Services	\$410	0.1%

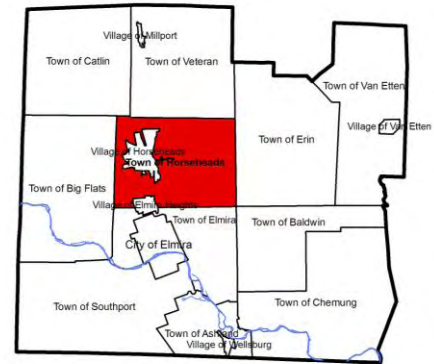
Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Horseheads

Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Horseheads Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Horseheads (**Table 1**). Within the municipality, there are 63.5 centerline miles of local roads, 31.3 centerline miles of county roads, and 13.0 centerline miles of state roads. All local roads in the Town of Horseheads are paved. Major transportation routes in the town include the Southern Tier Expressway, running east to west, and New York State Routes 13, 14 and 223.



The highway department is responsible for plowing all local roadways within the town during the winter months. The department typically dispatches 5 plows, which equals to approximately 32 miles per truck, including return trips. The department uses a mix of salt and sand for snow and ice control on town roadways. On average, the department uses an estimated 2,200 tons of salt and 2,500 tons of sand per year.

Table 1: Town of Horseheads Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Snow removal from municipal parking lots
Storm sewer, culverts, ditches, stormwater	Park/recreation maintenance
Road construction and maintenance	Cemetery maintenance
Guiderail	Tire cleanup
Equipment repair	Cleaning of creek beds
Traffic signals, signs, street lighting	Municipal buildings and grounds maintenance
Bridge maintenance	Pesticide application
Mowing	
Storm damage repair	
Drywell and catch basin repair and cleaning	
Ditching	
Driveway permits	
Road grading	
Oil and stone surface treating	

FACILITIES ASSESSMENT

The Town of Horseheads Highway Department is located at 150 Wygant Road in the Town of Horseheads. The facility includes a highway garage with 5 vehicle bays and administrative offices, an equipment and material storage yard, a fuel island, a salt shed with a capacity of 2,400 tons, and a cold storage building. The facility is part of the Town municipal campus, which includes Town offices and recreational facilities. The campus is located on a 12-acre parcel, with 6 acres dedicated primarily to highway use.



The facility is 30 years old and is in good condition. The size of the facility is sufficient for current use; however, opportunities to expand are minimal due to size constraints of the site. It is estimated that the current useful life of the facility is 10 years, but could be increased to 40 years with improvements. Improvements include accessibility and energy upgrades, a new wash bay, a new repair bay, floor drain improvements, the addition of heat to remaining bays, and increasing salt storage by 50 percent. The cost of these improvements is an estimated \$740,000.



EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Horseheads Highway Department. The Town of Horseheads Highway Superintendent provided the equipment conditions and replacement plan. The Town of Horseheads Highway Superintendent also indicated that the town would like to purchase a wheeled excavator.

Table 2: Town of Horseheads Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	3	2		1					1	
Dump Trucks - Small	2	1		1			1			
Dump Trucks 6 Wheel	1			1						
Dump Trucks 10 Wheel	4	2	2				1			
Truck Tractors	1		1							
Sweepers	1		1							
Trailers - Small	1		1							
Trailer - Low Boy	1		1							
Equipment										
Loaders - Wheel	2	1		1						
Backhoes	1		1							

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Dozers	1		1							
Excavators – Wheel	2			1	1					
Graders	1				1	1				
Rollers	2	1	1							
Asphalt Curb Machines	1			1						
Blacktop Saws	1		1							
Mowers – Tractor	1		1							
Mowers – Lawn	1									
Broom – Pull	1	1								
Welders	3	1	1	1						
Chippers – Brush	1		1							
Generators	1		1							
Chain Saws	5	2	2		1					
Trash Pumps	2		2							
Vib. Compactors	1									
Total:	41									

Regular Equipment Sharing

- The Town of Horseheads Highway Department regularly lends its roller, trucks, and dozer to other municipalities.
- The Town of Horseheads Highway Department borrows the County’s rubber-tired roller, the Town of Big Flats’ paver, and the Village of Elmira Height’s drag box.¹
- The Town of Horseheads Highway Department recently entered into an inter-municipal agreement with Chemung County and the Village of Horseheads for a shared grader.
- The Town of Horseheads has an inter-municipal agreement with the Village of Horseheads for a shared street sweeper.

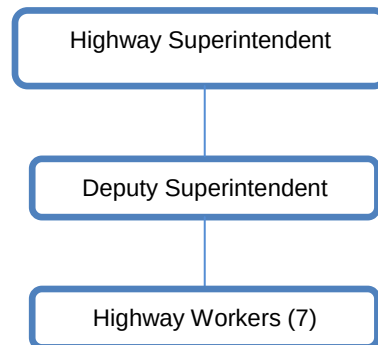
PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Horseheads Highway Department. The Highway Superintendent and the Deputy Highway Superintendent oversee five (5) Equipment Operator II's, and two (2) Equipment Operator I's. All staff is generally referred to as Highway Workers, and are responsible for pesticide application, equipment operation, truck driving, and equipment maintenance. **Figure 1** shows the organizational structure of the Department.

¹ “Drag Box” is an industry generic standard for the patented “Drag-a-Box” material spreader.

Table 3: Town of Horseheads Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Appointed)	FT	\$24.19/hr	28	Pesticides Applicator, Grader Operator, CDL Class A
Deputy Highway Superintendent	FT	\$19.74/hr	24	Welding, Grader Operator, CDL Class A
Highway Worker (EOII)	FT	\$18.51/hr	23	Mechanical Skills, Auto Body Painter, Welder, CDL Class A
Highway Worker (EOII)	FT	\$18.51/hr	21	Excavator Operator, Auto Body Painter, Concrete Work, Welding, Mechanical Skills, CDL Class A
Highway Worker (EOII)	FT	\$18.36/hr	14	Excavator Operator, CDL Class A
Highway Worker (EOII)	FT	\$18.36/hr	13	Truck Driver/Equipment Operator, CDL Class A
Highway Worker (EOII)	FT	\$17/hr	9	Excavator Operator, Mechanical Skills, Concrete Work, CDL Class A
Highway Worker (EOI)	FT	\$15.00/hr	7	Pesticides Applicator, Computer Knowledge, CDL Class B
Highway Worker (EOI)	FT	\$15.00/hr	8	CDL Class B
Total FT Positions	9			

Figure 1: Town of Horseheads Highway Department Organizational Structure***Collective Bargaining Agreements***

All Highway Department employees, except for the Superintendent and Deputy Superintendent, are represented by the Teamsters Local Union #529. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: Town of Horseheads Collective Bargaining Agreement

Agreement Units	Town of Horseheads and the Highway Employees of the Town of Horseheads in contract represented by two of the workers (Handwritten note says they are now represented by Teamsters 529).
Agreement Dates	2006 No current contract
Membership	All employees listed in appendix.
Employee Status	Classification (p. 2).
Monetary Benefits	Pay schedule attached. 1.5x pay for overtime or compensatory time during certain periods.
Health Care & Insurance	Each employee will receive health insurance through Blue Cross/Blue Shield and dental insurance.
Leave	12 paid holidays. Vacation between 5 and 20 days depending on tenure. Sick Leave is one day per month.
Seniority	N/A
Job Security and Tenure	N/A
Grievance	Grievance and Discipline pp 11-12.
No Strike Agreement	N/A
Retirement Benefits	Old retirees get health insurance paid in full. Newer retirees have to share cost.

FINANCIAL PROFILE

The Town of Horseheads' annual average full value of assessed property per local centerline road mile was \$13,694,786 from 2004 to 2008. During that time, the Town spent an average of \$1,180,027 annually on highway services or \$19,440 per centerline mile and \$120 per capita. CHIPS aid covered, on average, 5.74% of annual highway expenditures. **Table 5** shows the breakdown of the Town of Horseheads' highway spending.

Table 5: Town of Horseheads Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$371,709	31.5%
Equipment & Capital	\$260,786	22.1%
Contractual	\$547,533	46.6%
Type of Service		
Road/Street Maintenance	\$126,263	10.7%
Permanent Improvements	\$499,151	42.3%
Snow Removal	\$171,104	14.5%
Highway Machinery	\$266,686	22.6%
Highway Administration	\$51,921	4.4%
Other Services	\$64,901	5.5%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Southport Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Southport Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Southport (**Table 1**). Within the municipality, there are 80.5 centerline miles of local roads, 32.5 centerline miles of county roads, and 15.9 centerline miles of state roads. Of the local roadways, 86 percent are paved. Major routes that pass through the town include NYS Routes 14 and 328.

The highway department is responsible for plowing all local roadways within the town during the winter months. The department typically dispatches 6 plows, which equals to approximately 26.6 miles per truck, including return trips. The department uses a mix of salt and sand for ice control on town roadways. On average, the department uses an estimated 2,400 tons of salt and 2,000 tons of sand per year.

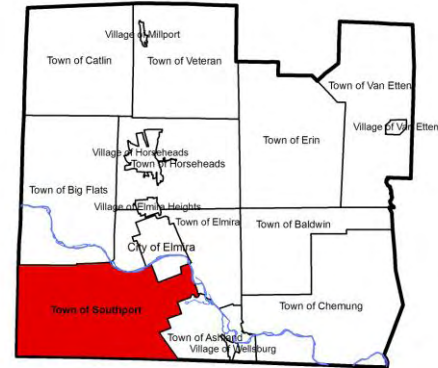


Table 1: Town of Southport Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Fall leaf collection
Storm sewer, culverts, ditches, stormwater	Maintenance of brush site/brush grinding
Road construction and maintenance	Christmas tree collection
Guiderail	Brush collection/cleanup
Equipment repair	Snow removal from municipal parking lots
Traffic control and street signs	Park/recreation maintenance
Bridge maintenance	Cemetery maintenance
Mowing	Tub grinding
Storm damage repair	Litter pickup
Drywell and catch basin repair and cleaning	Tire cleanup
Ditching	Cleaning of creek beds
Driveway permits	Municipal buildings and grounds maintenance
Road grading	
Oil and stone surface treating	

FACILITIES ASSESSMENT



The Town of Southport Highway Garage is located at 67 Mountain View Drive in Pine City. The facility includes a 10-vehicle bay highway garage with administrative offices, an equipment and material storage yard, a fuel island, a salt shed with a capacity of 2,400 tons, and 2 cold storage buildings. The site is shared with the Village of Wellsburg parks, water, and cemetery services.

The overall facility is 50 years old and is in fair condition. The cold storage buildings and the salt shed are in good condition and are adequate for current operations. The main garage and administrative offices are in need of repair and expansion. There is, however, limited opportunity for expanding services at this location. Site drainage is also a concern due to its location uphill from a residential area. The facility's useful life is currently 15 years but could be increased with improvements. Recommended improvements include fire, energy and accessibility upgrades, a new roof, masonry repairs, and a 25-ton lift. The estimated cost for these improvements is \$490,000.

EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Southport Highway Department. The Town of Southport Highway Superintendent provided the equipment conditions. A five-year purchasing plan was not provided, however, the Town of Southport Highway Superintendent indicated that the town would like to purchase a six-wheel dump truck, ten-wheel dump truck, sweeper, and a tractor-mower.

Table 2: Town of Southport Highway Equipment Inventory

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Vehicles					
Pickups	3	1	1	1	
Dump Trucks - Small	2		2		
Dump Trucks 6 Wheel	4		4		
Dump Trucks 10 Wheel	5	4			1
Water Tankers	1		1		
Trailers - Small	3	1	2		
Equipment					
Loaders - Wheel	3		1	1	1
Backhoes	1		1		
Dozers	1		1		
Excavators - Wheel	1		1		
Graders	1		1		

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Rollers	2		2		
Air Compressors	1		1		
Mowers - Tractor	1				1
Mowers - Lawn	5	1	4		
Welders	2				
Chippers - Brush	1		1		
Chain Saws	5				
Vib. Compactors	1				
Total:	43				

Regular Equipment Sharing

- The Town of Southport Highway Department lends its 10-wheel dump truck to the City of Elmira and its excavator with ditching bucket to the Town of Ashland.
- The Town of Southport Highway Department informally shares a drag box with the Town of Big Flats and the Village of Horseheads.
- The Town of Southport Highway Department borrows trucks, trailers, and rubber tire roller from Chemung County and trucks from the City of Elmira.
- Town of Southport Highway Department has an informal agreement with the Town of Elmira to use its street sweeper.
- On occasion the Town of Southport Highway Department will borrow brush chippers and the City of Elmira's tree truck.

PERSONNEL RESOURCES

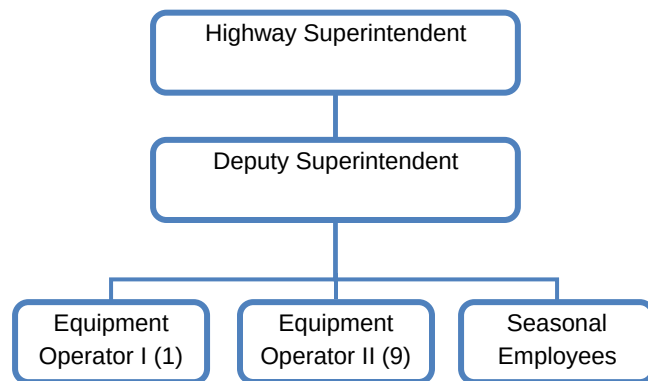
Table 3 shows the total full-time crew of the Town of Southport Highway Department. Five (5) seasonal employees are also employed by the Department between May and October. The Highway Superintendent and the Deputy Superintendent oversee the entire staff. The Highway Department staff is composed of two (2) Equipment Operators I and eight Equipment Operators II positions. The Department had a Maintenance Mechanic who recently retired. Many equipment repairs such as, brake system, electrical, drive train and welding repairs are now being taken care of by the Equipment Operators, the Deputy Superintendent or are sent out to a private mechanic shop. **Figure 1** shows the organizational structure of the Highway Department.

Table 3: Town of Southport Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Elected)	FT	\$24.63/hr	32	CDL Class B
Deputy Superintendent 1	FT	\$22.67/hr	37	Maintains Fleet & Seasonal Vehicles, Maintains Air Brake Systems, Electrical & Drive Train Systems, Skilled Welder
Equipment Operator I	FT	\$21.41/hr	32	Skilled Welder, Grader and Excavator Operator, CDL Class B
Equipment Operator I	FT	\$21.41/hr	21	Skilled Welder, CDL Class B
Equipment Operator II	FT	\$20.74/hr	19	CDL Class A
Equipment Operator II	FT	\$20.74/hr	19	CDL Class A
Equipment Operator II3	FT	\$20.74/hr	15	CDL Class B
Equipment Operator II	FT	\$20.74/hr	14	CDL Class B
Equipment Operator II	FT	\$20.74/hr	7	CDL Class A
Equipment Operator II	FT	\$20.74/hr	6	CDL Class B
Equipment Operator II	FT	\$16.20/hr	3	CDL Class B
Equipment Operator II	FT	\$16.20/hr	2	CDL Class B
Maintenance Mechanic 2	(vacant)	\$20.74/hr	20	
Total FT Positions	12			

Note 1: The Deputy Superintendent works approximately 8 to 10 hours a week on equipment maintenance. He will possibly retire in 2010. All other Equipment Operators do light maintenance on their own trucks. The Maintenance Mechanic recently retired.

2: The Superintendent is not aware if the Town Board will allow for this position to be filled, although there remains a need for the position. 3: This position was identified by the Highway Superintendent as a possible retirement in the near future.

Figure 1: Town of Southport Highway Department Organizational Structure

Collective Bargaining Agreements

The Southport Highway Department employees are not represented by a union but have a Highway Employees Employment Agreement. The terms of the agreement are listed in **Table 4**.

Table 4: Town of Southport Employment Agreement

Agreement Units	Town of Southport and the Highway Employees of the Town of Southport
Agreement Dates	2006-2009 (4 yearly agreements)
Membership	Highway employees of the Town of Southport
Employee Status	N/A
Monetary Benefits	Option between pay of 1.5x or 1.5 hours off for each hour of overtime worked. (Pay Schedule pg. 3)
Health Care & Insurance	Healthcare, medical, and dental are provided through the Chemung County Employees Health Benefits Program. Choice between Indemnity Plan (pay 8%) and PPO plan (pay 6%). (pg.1)
Leave	13 paid holidays, 3 roving holidays, and birthday. Vacation time starts with one week after first year up to 6 weeks after 20 years. One day of sick leave for each month with a max of 50 days. Any additionally will be paid out at the end of the year.
Seniority	Vacancies shall be filled on a seniority basis.
Job Security and Tenure	N/A
Grievance	Grievance Procedure pp. 5-6
No Strike Agreement	N/A
Retirement Benefits	N/A

FINANCIAL PROFILE

The Town of Southport's annual average full value of assessed property per local centerline road mile was \$4,037,284 from 2004 to 2008. During that time, the town spent an average of \$1,422,336 annually on highway services or \$17,735 per centerline mile and \$134 per capita. CHIPS aid covered, on average, 7.6% of annual highway expenditures. **Table 5** shows the breakdown of the Town of Southport's highway spending.

Table 5: Town of Southport Highway Department Financial Profile

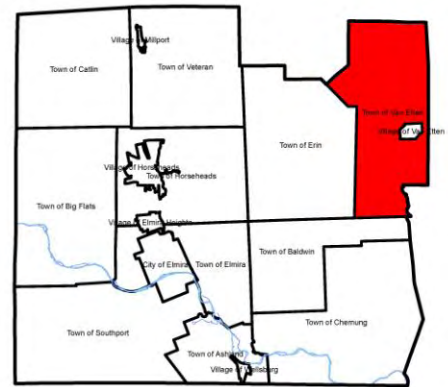
	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$550,444	38.7%
Equipment & Capital	\$211,928	14.9%
Contractual	\$659,964	46.4%
Type of Service		
Road/Street Maintenance	\$770,906	54.2%
Permanent Improvements	\$112,365	7.9%
Snow Removal	\$211,928	14.9%
Highway Machinery	\$250,331	17.6%
Highway Administration	\$49,782	3.5%
Other Services	\$27,024	1.9%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Van Etten Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Van Etten Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Van Etten and the Village of Van Etten. Within the two municipalities, there are 51.2 centerline-miles of local roads, 17.3 centerline-miles of county roads, and 12.8 centerline-miles of state roads. Approximately 10 percent of town roads are paved and all village roads are paved. Major routes that pass through the town include NYS Routes 224 and 34S. The department is responsible for plowing all local roadways within the town and village during the winter months. In addition, the town is also responsible for plowing the 15.5 miles of county roadway within the town. On average, the department uses an estimated 100 tons of salt and 2,500 tons of sand per year. Straight sand is typically used on the town roads while salt is used on the Village roads.



FACILITIES ASSESSMENT

The Town of Van Etten Highway Department facility is located at 3 Hickory Grove Road in the Village of Van Etten. The facility, which includes 5 vehicle bays, a fuel island, a 2,000-ton salt shed, cold storage, and a yard, sits on 3.75 acres.

The facility is 3 years old and is in good condition. The facility's site provides adequate space for future expansion. In its current state, the facility's useful life is 20 years, but could be expanded to 40 years with improvements. The necessary improvements include three additional bays, cold storage building, an emergency generator, a 15-ton lift, and site paving. The estimated cost of these improvements is \$419,000.



EQUIPMENT INVENTORY

Table 1 shows the full vehicle and equipment inventory for the Town of Van Etten Highway Department. The Town of Van Etten Highway Superintendent provided the equipment conditions.

Table 1: Town of Van Etten Highway Equipment Inventory

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Vehicles					
Pickups	1	1			
Dump Trucks - Small	1	1			
Dump Trucks 6 Wheel	1			1	
Dump Trucks 10 Wheel	3	1	1	1	
Trailers - Small	1				1
Equipment					
Loaders - Wheel	2		2		
Backhoes	1		1		
Excavators - Wheel	1				1
Graders	1		1		
Rollers	1	1			
Stone Rakes	1		1		
Broom - Pull	1				
Welders	2				
Chippers - Brush	1	1			
Chain Saws	5				
Total:	23				

PERSONNEL RESOURCES

Information Unavailable

FINANCIAL PROFILE

The Town of Van Etten's annual average full value of assessed property per local centerline road mile was \$1, 141, 21 from 2004 to 2008. During that time, the town spent an average of \$627,176 annually on highway services or \$13,176 per centerline mile and \$429 per capita. CHIPS aid covered, on average, 11.28% of annual highway expenditures. In 2005, the Town of Van Etten built a new highway garage resulting in annual average garage expenditures of 17.3% of total expenditures from 2004 to 2008. **Table 2** shows the breakdown of the Town of Van Etten's highway spending.

Highway services in the Village of Van Etten were provided by the Town of Van Etten through contractual agreement. From 2004 to 2008, 100% of the Village's highway expenditures were contractual road maintenance expenditures. From 2004 to 2008, the Village of Van Etten's annual average full value of assessed property per local centerline road mile was \$3,153,897. During that time, the Village spent an average of \$2,271 annually on highway services or \$631 per centerline mile and \$4 per capita.

Table 2: Town of Van Etten Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$182,508	29.1%
Equipment & Capital	\$78,397	12.5%
Contractual	\$366,898	58.5%
Type of Service		
Road/Street Maintenance	\$164,947	26.3%
Permanent Improvements	\$48,293	7.7%
Snow Removal	\$151,149	24.1%
Highway Machinery	\$120,418	19.2%
Highway Administration	\$40,139	6.4%
Other Services	\$102,230	16.3%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Town of Veteran Highway Department Profile

EXISTING HIGHWAY SERVICES

The Town of Veteran Highway Department is responsible for performing all highway and certain non-highway functions in the Town of Veteran and the Village of Millport (**Table 1**). Within the two municipalities, there are 53.2 centerline miles of local roads, 27.2 centerline miles of county roads, and 12.3 centerline miles of state roads. Approximately 59 percent of town roads are paved and all village roads are paved.

The highway department is responsible for plowing all local roadways within the town and village during the winter months. The highway department typically dispatches 4 plows, which equals to approximately 26.6 miles per truck, including return trip. The department uses a mix of salt and sand for snow and ice control on local roadways. On average, the department uses an estimated 500 tons of salt and 3,000 tons of sand per year.

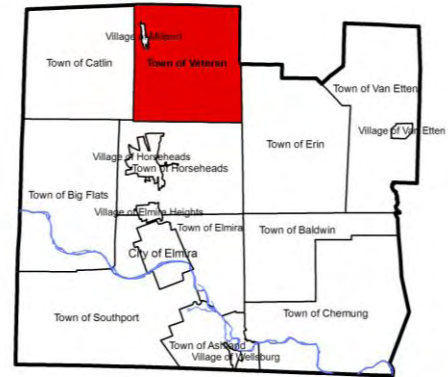


Table 1: Town of Veteran Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Snow removal from municipal parking lots
Road construction and maintenance	Litter pickup
Guiderail	Tire cleanup
Equipment repair	Cleaning of creek beds
Traffic signals, signs, street lighting	Municipal buildings and grounds maintenance
Mowing	
Drywell and catch basin repair and cleaning	
Driveway permits	
Road grading	
Oil and stone surface treating	

FACILITIES ASSESSMENT

The Town of Veteran Highway Department facility is located at 1011 Ridge Road. The facility includes a 5-bay highway garage with administrative offices, an equipment and material storage yard, a fuel island, a salt shed with a 500-ton capacity, and cold storage.

The facility is 40 years old and is in fair condition. The facility is sufficient for current operations and has the expansion potential to support additional services. However, storage for snow and ice materials could be improved and expanded to meet current needs. In its current state, the facility's useful life is 10 years. Improvements necessary to increase the structure's useful life are the addition of two heated bays, fire, energy and accessibility upgrades, a new roof, a 2,000 ton salt shed, an oil/water separator, and the enlargement of existing overhead door openings. The cost of these improvements is estimated to be \$662,500.



EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory for the Town of Veteran Highway Department. The Town of Veteran Highway Superintendent provided the equipment conditions. A five-year purchasing plan was not provided, although the Town of Veteran Highway Superintendent indicated that the town would like to purchase a new backhoe and grader.

Table 2: Town of Veteran Highway Department Equipment Inventory

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Vehicles					
Pickups	2	1			1
Dump Trucks - Small	1				1
Dump Trucks 6 Wheel	2	1			1
Dump Trucks 10 Wheel	2			1	1
Sweepers	0.5		0.5		
Trailers - Small	1			1	
Equipment					
Loaders - Wheel	2			2	
Backhoes	1				1
Graders	1		1		
Rollers	1				1
Gravel Crushers	1			1	
Snowblowers	1			1	
Air Compressors	1			1	
Stone Rakes	1				1
Mowers - Tractor	1		1		
Broom - Pull	1				1
Welders	1				
Grinders	1				
Chain Saws	3				

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Trash Pumps	1				
Vib. Compactors	1				
Total:	26.5				

Regular Equipment Sharing

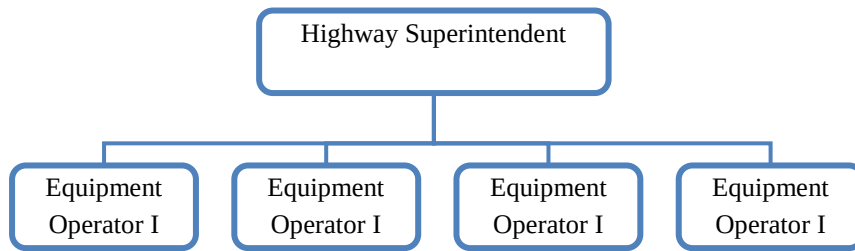
- Town of Veteran Highway Department provides trucks to other highway departments on a monthly basis.
- Town of Veteran Highway Department borrows equipment from other municipalities each week.
- Town of Veteran Highway Department borrows a wheel compaction roller and a double drum roller from the Towns of Catlin and Horseheads.
- Town of Veteran Highway Department borrows a dozer from the Town of Catlin
- Town of Veteran Highway Department borrows trucks and a wheel excavator from the Town of Horseheads.
- Town of Veteran also has a formal agreement to share a street sweeper with the Town of Catlin.

PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Veteran Highway Department. The Town also employs two (2) seasonal employees. The Department is headed by the Highway Superintendent whose responsibility is to oversee four (4) Equipment Operators. The Equipment Operators operate heavy equipment and perform a variety of other highway services. **Figure 1** shows the organizational structure of the highway department.

Table 3: Town of Veteran Highway Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Highway Superintendent (Elected)	FT	\$16.83/hr	5	CDL Class A, Intermediate Welding
Equipment Operator I	FT	\$13.62/hr	5	CDL Class B, Intermediate Welding
Equipment Operator I	FT	\$13.62/hr	12	CDL Class B with tagalong, Intermediate Welding
Equipment Operator I	FT	\$15.58/hr	23	CDL Class B, Grader Operator
Equipment Operator I	FT	\$13.62/hr	1 mo.	CDL Class B
Total FT Positions	5			

Figure 1: Town of Veteran Highway Department Organizational Structure***Collective Bargaining Agreements***

All Highway Department employees, except for the Superintendent, are represented by the Teamsters Local Union #529. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: Town of Veteran Collective Bargaining Agreement

Agreement Units	Town of Veteran Highway Department and Teamsters Local # 529
Agreement Dates	Jan 1, 2007 - Dec 31, 2009
Membership	All full-time employees of the Town of Veteran Highway Department, excluding supervisors, first level supervisors, part-time, summer or probationary workers.
Employee Status	N/A
Monetary Benefits	Employees working on a holiday will receive holiday pay plus 1.5x. (See attached Wage Schedules)
Health Care & Insurance	New York State Teamsters Council Health and Hospital Fund (p. 6).
Leave	Two weeks of vacation after the first year; up to five weeks of vacation after 20 years. Twelve paid holidays plus 4 personal days. Ten sick days per year; can accumulate up to 200. At retirement extra sick days can be exchanged for continued medial coverage. (pp 4-5)
Seniority	Seniority rights of employees shall prevail. In the event of a decrease in work force, seniority shall govern with due consideration. (pg. 3)
Job Security and Tenure	N/A
Grievance	Grievance Procedure (pp. 8-9)
No Strike Agreement	N/A
Retirement Benefits	Maintain present pension coverage under NYS retirement system.

FINANCIAL PROFILE

The Town of Veteran's annual average full value of assessed property per local centerline road mile was \$2,557,856 from 2004 to 2008. During that time, the Town spent an average of \$587,266 annually on highway services or \$11,315 per centerline mile and \$184 per capita. CHIPS aid covered, on average, 11.0% of annual highway expenditures. **Table 5** shows the breakdown of the Town of Veteran's highway spending.

Table 5: Town of Veteran Highway Department Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$178,529	30.4%
Equipment & Capital	\$163,260	27.8%
Contractual	\$245,477	41.8%
Type of Service		
Road/Street Maintenance	\$242,541	41.3%
Permanent Improvements	\$66,948	11.4%
Snow Removal	\$68,123	11.6%
Highway Machinery	\$139,769	23.8%
Highway Administration	\$42,283	7.2%
Other Services	\$27,602	4.7%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Highway services in the Village of Millport are provided by the Town of Veteran through a contractual agreement. From 2004 to 2008, spending on contractual items and personnel services for highway services in the village accounted for an average of 97.0% and 3.0%, respectively. On average, 95.2% and 4.8% of annual highway expenditures over that time supported road maintenance and snow removal service, respectively. From 2004 to 2008, the Village of Millport's annual average full value of assessed property per local centerline road mile was \$2,814,569. During that time, the village spent an average of \$8,592 annually on highway services or \$3,905 per centerline mile and \$30 per capita. CHIPS aid covered, on average, 67.79% of annual highway expenditures.¹

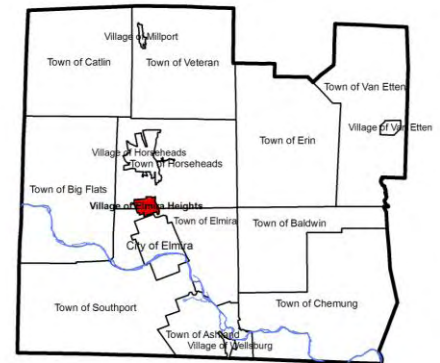
¹ Millport full value data only an average of 2004-2007 as 2008 data not reported by NYS OSC

Village of Elmira Heights

Department of Public Works Profile

EXISTING HIGHWAY SERVICES

The Village of Elmira Heights highway services are performed by the Street Department, which is a component of the Department of Public Works (DPW). The department is responsible for performing all highway and certain non-highway functions in the Village of Elmira Heights (**Table 1**). Within the municipality, there are 21.4 centerline miles of local roads and 0.9 centerline miles of state roads. All local roadways are paved within the Village of Elmira Heights. Major routes in the village include the Southern Tier Expressway and NYS Route 14.



The DPW is responsible for plowing all local roadways within the village during the winter months. The DPW typically dispatches 4 plows, which equals to approximately 10.5 miles per truck, including return trips. The DPW uses a mix of salt and cinders for snow and ice control on local roadways. On average, the DPW uses 600 tons of salt and 135 tons of cinders per year.

Table 1: Village of Elmira Heights Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Fall leaf collection
Snow and ice control	Christmas tree collection
Storm sewer, culverts, ditches, stormwater	Brush collection/cleanup
Road construction & maintenance	Snow removal from municipal parking lots
Traffic signals, signs, street lighting	Park/recreation maintenance
Engineering	Municipal sidewalk maintenance
Drywell and catch basin repair & cleaning	Municipal buildings and grounds maintenance
Pumping station maintenance	

FACILITIES ASSESSMENT

The Village of Elmira Heights DPW facility is located on East 9th Street. The facility is comprised of a 7-bay highway garage with administrative offices, an equipment and material storage yard, a fuel island, and a salt shed with a capacity of 25 tons.

The structure is 80 years old and is in poor condition. The site and the facilities are too small to support current operations. At 0.6 acres, the site provides very little potential for expansion. With no improvements, the useful life of the facility is 5 years. Recommended improvements include the addition of two vehicle bays, fire, ventilation, accessibility and energy upgrades, concrete slab installation, a new salt shed, and a 25-ton lift. The cost for the improvements is an estimated \$623,000. In order to make any of the recommended improvements that require expansion, the purchase of additional land may be necessary.



EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory utilized by the Village of Elmira Heights for highway services. The Village of Elmira Heights Superintendent of Public Works provided the equipment conditions. A five-year purchasing plan was not provided, however, the Village of Elmira Heights Superintendent of Public Works indicated that the Village would like to purchase a six-wheel dump truck.

Table 2: Village of Elmira Heights DPW Equipment Inventory

	Quantity	Condition			
		Excellent	Good	Fair	Poor
Vehicles					
Automobiles	1		1		
Pickups	1		1		
Dump Trucks - Small	3	1	2		
Dump Trucks 6 Wheel	3		1	2	
Sweepers	1		1		
Vac Con Flushers	1		1		
Equipment					
Loaders - Wheel	1		1		
Backhoes	1		1		
Graders	1				1
Rollers	1		1		
Asphalt Curb Machines	1		1		
Mowers - Lawn	3				
Broom - Pull	1				
Chippers - Brush	1		1		
Generators	1				
Chain Saws	1				
Vib. Compactors	1				
Leaf Collectors	1		1		
Total:	24				

Regular Equipment Sharing

- The Village of Elmira Heights typically lends a vacuum street sweeper and catch basin cleaner to the Town of Elmira and the Town of Horseheads.
- The Village of Elmira Heights lends its asphalt cutter to various communities.
- The Village of Elmira Heights receives equipment from other municipalities 3 to 4 times a year.
- The Village of Elmira Heights borrows 10-wheel trucks from Chemung County, the City of Elmira, and the Town of Horseheads for milling and hauling materials.

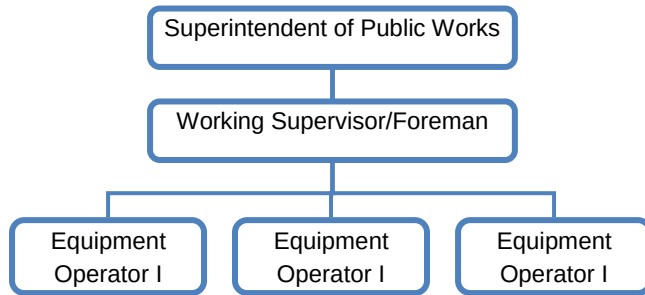
PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Town of Elmira Heights' DPW Streets Department. The Department also employs two (2) summer employees. The Superintendent of Public Works oversees the Street Department. The Superintendent also acts as Village Engineer, MS4 Coordinator, and Safety Coordinator. The Foreman oversees the Street Department crew, performs repairs and maintenance of Street Department and Police Department equipment, and works with the street crew on road construction and snow removal. The Street Department also has three (3) Equipment Operators who each possess a CDL license to operate the large trucks and machinery. Street Department workers are not formally represented by a union but refer to themselves as members of the Street Department Employees Association. **Figure 1** shows the organizational structure of the Streets Department.

Table 3: Town of Horseheads Streets Department Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Superintendent of Public Works ¹ (Appointed)	FT	\$38.84/hr	35	Engineering, Surveying
Working Supervisor ²	FT	\$23.59/hr	20	Foreman, Lead Mechanic, Welding, Equipment Operator, CDL Class B
Equipment Operator I	FT	\$21.05/hr	21	Equipment Operator, CDL Class B
Equipment Operator I	FT	\$19.35/hr	8	Equipment Operator, CDL Class B
Equipment Operator I ³	FT	\$19.95/hr	6	Equipment Operator, CDL Class B, Mason, Mechanic
Total FT Positions	5			

Note 1: The Superintendent is nearing retirement. 2. This Equipment Operator spends 80% of his time as an equipment and auto mechanic for the Street and Police Departments. 3: Between 10 and 60% of his time is spent on equipment/vehicle maintenance.

Figure 1: Village of Elmira Heights Streets Department Organizational Structure**Financial Profile**

The Village of Elmira Heights' annual average full value of assessed property per local centerline road mile was \$4,823,609 from 2004 to 2008. During that time, the Village spent an average of \$448,910 annually on highway services or \$20,977 per centerline mile and \$114 per capita. CHIPS aid covered, on average, 14.66% of annual highway expenditures. **Table 5** shows the breakdown of the Village of Elmira Heights' highway spending.

Table 5: Village of Elmira Heights DPW Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$196,174	43.7%
Equipment & Capital	\$90,231	20.1%
Contractual	\$162,057	36.1%
Type of Service		
Road/Street Maintenance	\$183,604	40.9%
Permanent Improvements	\$68,683	15.3%
Snow Removal	\$31,873	6.5%
Highway Machinery	-	-
Highway Administration	\$52,971	11.8%
Other Services	\$111,779	24.9%

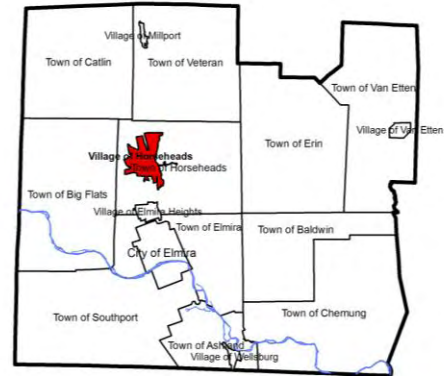
Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.

Village of Horseheads

Department of Public Works Profile

EXISTING HIGHWAY SERVICES

The Village of Horseheads Department of Public Works (DPW) is responsible for performing all highway and certain non-highway functions in the Village of Horseheads (**Table 1**). Within the municipality, there are 31.3 centerline miles of local roads, 0.2 centerline miles of county roads, and 5.3 centerline miles of state roads. All local roadways are paved within the Village of Horseheads. A major route located in the village includes the Southern Tier Expressway.



The department is responsible for plowing all local roadways within the village during the winter months. The DPW typically dispatches 6 plows, which equals to approximately 11 miles per truck, including the return trip. The DPW uses an estimated 700 tons of salt per year for snow and ice control.

Table 1: Village of Horseheads Existing Highway Services

Standard Duties & Functions	Other Responsibilities
Street sweeping	Road kill pickup
Snow and ice control	Fall leaf collection
Storm sewer, culverts, ditches, stormwater	Maintenance of brush site/brush grinding
Road construction & maintenance (road patching, paving, curb replacement)	Christmas tree collection
Equipment repair	Garbage pickup (from Village-owned properties)
Traffic signals, signs, street lighting	Brush collection/cleanup
Mowing	Snow removal from municipal parking lots
Storm damage repair	Park/recreation maintenance
Drywell and catch basin repair and cleaning	Cemetery maintenance (mowing, grave openings, marker placement)
Driveway permits	Tub grinding
Road grading	Municipal sidewalk maintenance
	Water department functions
	Municipal buildings and grounds maintenance

FACILITIES ASSESSMENT

The Village of Horseheads DPW is located at 400 Thorne Street in the Village of Horseheads. The facility includes an 11-vehicle bay highway garage with administrative offices, an equipment and material storage yard, and a cold storage building. Fuel is shared with the Horseheads School District and salt storage is shared with Chemung County. The DPW facility houses highway and water operations for the Village of Horseheads.

The facility is 50 years old and is in fair condition. The two-acre site is able to support current operations, but there is minimal opportunity for expansion. The overhead door openings and bay size need to be enlarged in order to accommodate current equipment. However, expansion would require major renovation or a new building. In its current state, the facility has a useful life of 10 years but could be increased to 40 years with improvements. Recommended improvements include fire, ventilation, accessibility and energy upgrades, 2,400 square feet of covered vehicle storage, and the enlargement of existing overhead door openings. The estimated cost of these improvements is \$487,000.



EQUIPMENT INVENTORY

Table 2 shows the full vehicle and equipment inventory utilized by the Village of Horseheads DPW for highway services. The Village of Horseheads Director of Public Works provided the equipment conditions and purchasing plan.

Table 2: Village of Horseheads Highway Equipment Inventory

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Vehicles										
Pickups	3		3							
Dump Trucks - Small	4	1	2	1						
Dump Trucks 6 Wheel	3	1	2							
Sweepers	2		1	1						
Equipment										
Loaders - Wheel	2		2							
Backhoes	2	1	1							
Graders	3		2	1		1				
Rollers	1		1							
Air Compressors	1			1						
Asphalt Curb Machines	1		1							
Blacktop Saws	1									

	Quantity	Condition				Purchasing Plan				
		Excellent	Good	Fair	Poor	2009	2010	2011	2012	2013
Welders	2									
Chippers - Brush	1		1							
Chain Saws	2									
Vib. Compactors	1									
Road Wideners	1			1						
Drag Boxes	1			1						
Maintainers	1									
Leaf Collectors	1		1							
Demolition Saws	1									
Total:	34									

Regular Equipment Sharing

- The Village of Horseheads DPW lends backhoes, graders, and widener to other municipalities.
- The Village of Horseheads DPW borrows equipment from other municipalities on a monthly basis as well. Borrowed equipment includes specialty equipment and 10-wheel trucks.
- The Village of Horseheads DPW has an inter-municipal agreement to share a grader with Chemung County and the Town of Horseheads.
- The Village of Horseheads DPW also has an inter-municipal agreement with the Town of Horseheads for a shared street sweeper.

PERSONNEL RESOURCES

Table 3 shows the total full-time crew of the Village of Horseheads for highway services. The Village also employs three (3) summer employees. The Director of Public Works oversees the Working Supervisor of Streets, the Working Supervisor of Water, and the Working Supervisor of Cemeteries. The Director of Public Works holds a Class B and D Water Operator License as well as a Class B Commercial Drivers License.

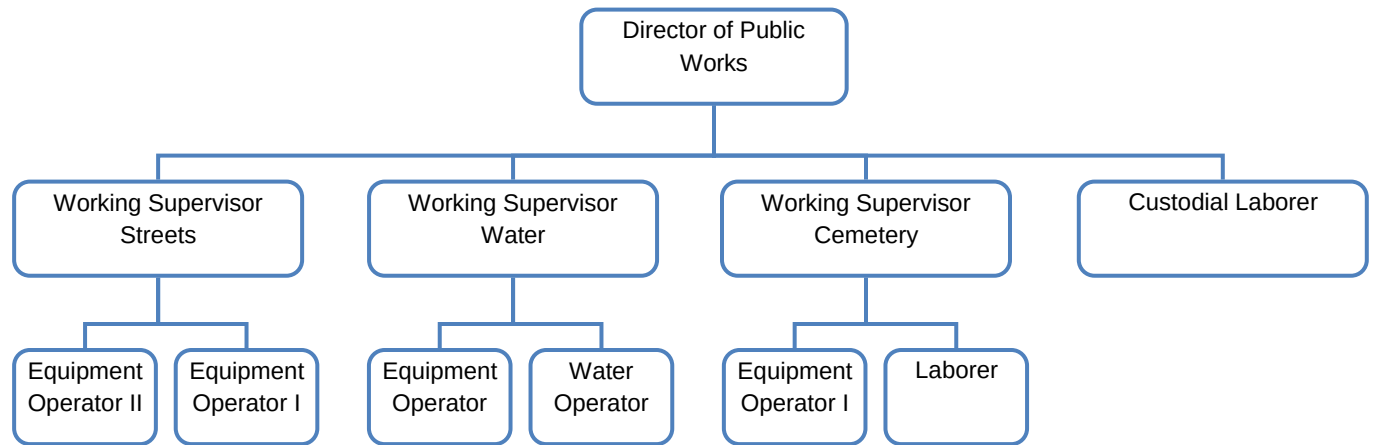
The Working Supervisor of Streets is responsible for overseeing highway related projects, operates equipment and holds a Class C Water Operator License. The Street Department has an Equipment Operator I and an Equipment Operator II. The Equipment Operators operate equipment and carry out other duties of the Street Department.

The Working Supervisor of Water oversees the Water Department, operates equipment and holds a Class B CDL, Class II B and Class D Water Operator License. The Water Department retains a full-time Water Operator, who possesses a Class II B water license. The Water Operator is also cross-trained to plow and help out on other DPW jobs as needed. The Department also has an Equipment Operator II who operates equipment and carries out other duties of the Water Department.

The Working Supervisor of Cemeteries is responsible for mowing and plowing of cemeteries and street right-of-ways as well as performing small equipment repair. The cemetery staff is composed of an Equipment Operator I and a Laborer. A Custodial Laborer is also kept on the DPW staff. The Custodial Laborer performs minor maintenance tasks and cleaning of municipal buildings according to the established procedure. Specific DPW duties include mowing municipal lawns, snow blowing sidewalks, raking leaves, trimming shrubs, and other grounds keeping tasks. All of the Equipment Operators are licensed and cross-trained to work on a variety of tasks and projects involving street maintenance, buildings and grounds, parks, and water projects. **Figure 1** shows the organizational structure of the DPW.

Table 3: Village of Horseheads DPW Personnel Resources

Job Title	FT/PT	Wage	Years of Service	Skills & Certifications
Director of Public Works (Appointed)	FT	\$31.97/hr	18	CDL Class B, Class 1 B & D Water Operator
Working Supervisor Streets	FT	\$23.30/hr	33	CDL Class B, Class C Water Operator
Working Supervisor Water	FT	\$22.39/hr	1	CDL Class B, Class 2B & D Water Operator
Working Supervisor Cemetery	FT	\$19.25/hr	21	Small machine mechanic
Water Operator	FT	\$23.11/hr	21	CDL Class B, Class 2 B Water Operator, machinist/fabrication
Equipment Operator I	FT	\$20.37/hr	21	Class C Water Operator
Equipment Operator I	FT	\$18.50/hr	9	Carpentry, Small engine repair
Equipment Operator II	FT	\$22.50/hr	32	CDL Class B, Class C Water Operator
Equipment Operator II	FT	\$20.16/hr	15	CDL Class B, Class C Water Operator, Carpentry
Laborer	FT	\$17.24/hr	22	
Custodial Laborer	FT	\$15.16/hr	15	
Total Positions	11			

Figure 1: Village of Horseheads DPW Organizational Structure


Collective Bargaining Agreements

All Highway Department employees, except for the Director of Public Works, the Working Supervisor of Water, and the Working Supervisor of Streets, are represented by the Civil Service Employees Agency Local 1000, AFSCME, AFL-CIO Unit 6359. The terms of the collective bargaining agreement are listed in **Table 4**.

Table 4: Village of Horseheads Collective Bargaining Agreement

Agreement Units	Village of Horseheads and CSEA Local 1000, AFSCME, AFL-CIO, Unit 6359
Agreement Dates	June 1, 2007 - May 31, 2010
Membership	All employees of the Village, except secretaries to managers and the Board, part-time workers, heads of departments, forepersons, clerks, treasurer, and police.
Employee Status	Part-time, temporary, and seasonal employees are excluded from agreement. Only full-time employees (those working more than 20 hours per work week for longer than one month and for more than 150 consecutive calendar days).
Monetary Benefits	Salary schedules provided in Appendix A, not attached to the agreement copy provided.
Health Care & Insurance	Permanent, full-time employees receive major health, dental and prescription drug benefits afforded under the Chemung County health benefits program or any successor program and optical benefits administered by the CSEA-Employees Benefit Fund. Family coverage paid by Village and \$11 per pay period contribution to the Village, increased by one dollar per year. (pp 25-29).
Leave	Employees receive 12.5 paid holidays. Thirteen to 23 days of vacation depending on experience. Sick leave earned as one day per month worked. Maximum accumulation is 150 days. Sick days can be exchanged for health care benefits. Employees will receive 3 personal days.
Seniority	Layoffs and recalls shall be determined by seniority (pg. 15-17). Open positions shall be filled by the most senior qualified candidate (pg.18).
Job Security and Tenure	N/A

Grievance	Grievance and Discipline (pp 7-11).
No Strike Agreement	Employees shall not strike or participate in a work slowdown during the agreement and the employer will not institute a lockout during the agreement.
Retirement Benefits	The Employer will provide the "Non-contributory Improved 20-year Career Retirement Plan 75-I." (pg. 25)

FINANCIAL PROFILE

The Village of Horseheads annual average full value of assessed property per local centerline road mile was \$8,392,307 from 2004 to 2008. During that time, the Village spent an average of \$475,115 annually on highway services or \$15,228 per centerline mile and \$76 per capita. CHIPS aid covered, on average, 13.17% of annual highway expenditures. **Table 5** shows the breakdown of the Village of Horseheads' highway spending.

Table 5: Village of Horseheads DPW Financial Profile

	Annual Average Total	Annual Average Percentage
Type of Expenditure		
Personnel	\$131,607	27.7%
Equipment & Capital	\$71,267	15.0%
Contractual	\$272,241	57.3%
Type of Service		
Road/Street Maintenance	\$402,898	84.8%
Permanent Improvements	\$950	0.2%
Snow Removal	\$32,783	6.9%
Highway Machinery	\$31,833	6.7%
Highway Administration	-	-
Other Services	\$6,652	1.4%

Based on the 2004-2008 financial reports collected by New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office. Full value data from New York State Office of State Comptroller, "Financial Data for Local Governments," accessed 21 December 2009 at http://www.osc.state.ny.us/localgov/datanstat/findata/index_choice.htm.



Appendix C: Building & Site Assessment Checklist

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Chemung County DPW Campus
 Building/Site Address: 803 Chemung St, Horseheads, NY
 Ownership: County
 Year Constructed: varies
 Number of Stories: 1 story structures
 General Use/Occupancy: mixed use
 Type of Construction: varies
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: to be determined
 Future anticipated renovations: to be determined
 Size capability for renovations and expansion: large site

Project No.: 28134 p1of3

Date Assessed: 2/4/09



		Checked	Deficiency	Remarks/Notes
A Site				
1	Size:	☒	☐	15 acre
2	Use:	☒	☐	Office/yard/vehicle storage & repair/wash bay/ multi agency use: Police/Soil & Water
	Access:	☒	☐	excellent
	Surface:	☒	☐	mixed hard/soft surface
	General Environs:	☐	☐	
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	on site manned security; no fenced perimeter
3	Stormwater Mgt. Date Built:	☒	☐	surface to catch basin and release
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☐	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1980's
	Above Ground:	☒	☐	utilizes fuel system software
	Below Ground:	☐	☐	
	Size/Capacity:	☒	☐	5,000 gal Diesel, 2,000 gal Gas
6	Salt Storage: Date Built:	☒	☐	1980's
	Size/Capacity:	☒	☐	3,000 ton (salt/cinder)
	Describe System:	☐	☐	
	Mixed Abrasives Storage:	☒	☐	500 ton in Quonset mixed
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	large yard area available
		Covered:	
		Uncovered:	
8	Recycling:	Date Built:	aluminum/steel recycle; no green waste
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		no
		Date Built:	
		Describe System:	
B	Multiple Buildings		
	Size:		1) Office (4,800sf); 2) Cold Storage (5,200sf);
	Date Originally Constructed/Additions:		3) Cold Storage (5,500sf); 4) Veh Repair (9,400sf)
	Original Structure Type:		5) Office/Admin/Parts (4,300sf); 6) Salt Shed (7,400sf);
	Structure Type for each Addition:		7) Salt Shed Addn (2,000sf); 8) Wash Bay (2,000sf)
	As Built/Record Drawings Available:		9) Soil & Water Conservation (4,200sf); 10) Meter (1,200sf)
			11) Truck Shed (10,200sf); 12) Cold Storage (4,600sf)
	Vehicle Bays:		16 Covered open, 6 Covered enclosed, 9 Covered heated
	Size/Adequacy for Operations:		site and buildings are adequate to support current operations
	Primary and Secondary Uses for Building(s):		
	Estimated remaining life of Building(s):		
1	Exits		
	Number/Arrangement		generally compliant
	Exit Enclosure Construction		generally compliant; need fire wall upgrades
	Accessibility		generally compliant; some upgrades needed
	Deficiencies Noted:		
2	Structural System(s)		
	Type		varies per bldg; generally steel; wood for salt shed
	Deficiencies Noted:		none noted
3	Exterior Building Enclosure System(s)		
	Roof		varies per building; membrane and metal roofing
	Exterior Walls		varies per building; cmu and metal siding
	Deficiencies Noted:		general energy upgrades
4	Mechanical System(s)		
	Heating System Type:		varies; natural gas
	Deficiencies Noted:		none noted
	Ventilation System Type:		varies per building; mechanical and natural
	Deficiencies Noted:		none noted
	Air Conditioning System Type:		office areas only
	Deficiencies Noted:		none noted

		Checked	Deficiency
Building (continued)			
Lift System Type:		☐	☐
	Hydraulic:	☒	(1) 2 post 15,000 lb; (1) in floor hydraulic
	Deficiencies Noted:	☐	
	Overhead Crane:	☒	(1) 2 ton
	Deficiencies Noted:	☐	
	Other:	☐	
	Deficiencies Noted:	☐	none noted
5 Plumbing System(s)			
Domestic Water:	Public/Private:	☒	Public system
Waste Water:	Public/Private:	☒	Public system
Floor Drains:	Public/Private:	☒	oil/water separator
Other Systems:	Public/Private:	☒	no oil/water separator at site
	Deficiencies Noted:	☐	none noted
6 Electrical System(s)			
Service Size/Capacity:		☒	varies per bldg; adequate capacity
	Deficiencies Noted:	☐	
Emergency Power Size:		☒	1999, 1500kw
	Deficiencies Noted:	☐	none noted
7 Fire Alarm System(s) (Y/N)			
	Deficiencies Noted:	☒	yes
Distance to nearest Fire Dept.:		☐	none noted
8 Fire Protection Systems (Y/N)			
	Deficiencies Noted:	☒	yes
	Deficiencies Noted:	☐	none noted
9 Equipment Storage:			
	Inside %:	☒	50%
	Outside %:	☒	50%
	Heated %:	☒	60%
	Unheated %:	☒	40%
10 Emergency Operations Capability:			
		☒	can be used for emergency operations
11 Additional capacity needed to support existing or future Operations:			
			Cold vehicle storage needs roof extension
			Repair facility needs general code and energy compliance upgrades
			Office facility is oversized for current operations
			can support other functions
12 Other Notes/Observations:			
		☒	Needs site paving

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Ashland Highway Garage
 Building/Site Address: 159 Terrace St, Wellsburg, NY
 Ownership: Town
 Year Constructed: unknown
 Number of Stories: 1
 General Use/Occupancy: general use highway garage
 Type of Construction: cmu, steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 10yrs
 Future anticipated renovations: no current plans
 Size capability for renovations and expansion: _____

Project No.: 28134 p1of3
 Date Assessed: 2/11/09



		Checked	Deficiency	Remarks/Notes
A Site				
1	Size:	☒	☐	3.5 acres
2	Use:	☒	☐	highway dept, salt shed, yard storage
	Access:	☒	☐	remote
	Surface:	☒	☐	mixed hard/soft surface
	General Environs:	☒	☐	rural & generally open, site split by stream
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	none
3	Stormwater Mgt. Date Built:	☒	☐	Surface runoff
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☐	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	unknown
	Above Ground:	☒	☐	1,000 gal Diesel, 1,000 gal Gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	2003
	Size/Capacity:	☒	☐	500 ton Salt
	Describe System:	☐	☐	500 ton Cinder
	Mixed Abrasives Storage:	☒	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage: Size/Capacity:	☒	☐ general open yard storage
	Covered:	☐	☐
	Uncovered:	☒	☐
8	Recycling: Date Built:	☒	☐ Green waste operation
	What Materials:	☐	☐
	Describe System:	☐	☐
9	Solid Waste Transfer:	☒	☐ Private carrier
	Date Built:	☐	☐
	Describe System:	☐	☐
B	Building		
	Size:	☒	☐ 6,000 sf
	Date Originally Constructed/Additions:	☒	☐ 1990
	Original Structure Type:	☒	☐ garage - steel, salt shed - wood
	Structure Type for each Addition:	☐	☐ concrete masonry unit/steel
	As Built/Record Drawings Available:	☐	☐ unknown
	Vehicle Bays:	☒	☐ 4
	Size/Adequacy for Operations:	☒	☐ adequate for operations
	Primary and Secondary Uses for Building(s):	☒	☐ support highway dept. operations & vehicle repair
	Estimated remaining life of Building(s):	☐	☐
1	Exits		
	Number/Arrangement	☒	☐ adequate
	Exit Enclosure Construction	☒	☐
	Accessibility	☒	☐ needs upgrade to meet current codes
	Deficiencies Noted:	☐	☒
2	Structural System(s)		
	Type	☒	☐ steel
	Deficiencies Noted:	☐	☐ none noted
3	Exterior Building Enclosure System(s)		
	Roof	☒	☐ metal roofing
	Exterior Walls	☒	☐ metal siding
	Deficiencies Noted:	☐	☒ general energy improvements
4	Mechanical System(s)		
	Heating System Type:	☒	☐ natural gas/forced hot air
	Deficiencies Noted:	☐	☐
	Ventilation System Type:	☒	☐ natural
	Deficiencies Noted:	☐	☐
	Air Conditioning System Type:	☒	☐ none
	Deficiencies Noted:	☐	☐

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐ no
Hydraulic:		☐	☐
Deficiencies Noted:		☐	☐
Overhead Crane:		☒	☐ no
Deficiencies Noted:		☐	☐
Other:		☐	☐
Deficiencies Noted:		☐	☐ none noted
5 Plumbing System(s)			
Domestic Water:	Public/Private:	☒	☐ Public water
Waste Water:	Public/Private:	☒	☐ Septic system
Floor Drains:	Public/Private:	☒	☐ no
Other Systems:	Public/Private:	☐	☐
Deficiencies Noted:		☐	☒ general code compliance upgrades
6 Electrical System(s)			
Service Size/Capacity:		☒	☐ adequate
Deficiencies Noted:		☐	☐
Emergency Power Size:		☒	☐ 1500 kw
Deficiencies Noted:		☐	☐ code compliance upgrades
7 Fire Alarm System(s) (Y/N)			
Deficiencies Noted:		☒	☐ no
Distance to nearest Fire Dept.:		☐	☒ general code compliance upgrades
8 Fire Protection Systems (Y/N)			
Deficiencies Noted:		☒	☐ no
9 Equipment Storage:			
Inside %:		☒	☐ 80%
Outside %:		☒	☐ 20%
Heated %:		☒	☐ 75%
Unheated %:		☒	☐ 25%
10 Emergency Operations Capability:			
11 Additional capacity needed to support existing or future Operations:			
		☒	Need more heated bays and a lift system
			Little site area for improvements/expansions
12 Other Notes/Observations:			
		☒	
		☐	

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Baldwin Highway Garage
 Building/Site Address: 622 Breesport/Chemung Rd, Lowman, NY
 Ownership: Town
 Year Constructed: 2006
 Number of Stories: single story
 General Use/Occupancy: Highway/Municipal Camus
 Type of Construction: Wood structure
 As-built drawings available: yes
 Original Cost: \$185,000
 Additional Renovation Cost: None
 Date of Renovation(s): None
 Approximate remaining life: 50yrs
 Future anticipated renovations: add 1 bay
 Size capability for renovations and expansion: yes

Project No.: 28134 p1of3

Date Assessed:



		Checked	Deficiency	Remarks/Notes
A Site				
1	Size:	☒	☐	5 Acres
2	Use:	☒	☐	town hall, highway garage, yard storage
	Access:	☒	☐	good
	Surface:	☒	☐	soft surface
	General Environs:	☒	☐	rural and open
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	perimeter not fenced
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff
	Describe System:	☒	☐	eave drainage goes to underground leaching system
	Groundwater Pollution Risks:	☒	☐	stormwater detention present
4	Special Features: Date Built:	☐	☐	
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	2000 Gas; 2008 Diesel
	Above Ground:	☒	☐	500 gal Gas; 500 Diesel
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	none
	Size/Capacity:	☐	☐	
	Describe System:	☒	☐	material stored on grade, uncovered
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	

Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	
		Covered:	old garage space in Town Hall Building
		Uncovered:	pipe, gravel, stone, salt
8	Recycling:	Date Built:	none
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		
		Date Built:	
		Describe System:	Boy Scouts do annual cleanup and Town picks up
B	Building		
	Size:		4,000 SF (50 x 80)
	Date Originally Constructed/Additions:		2006
	Original Structure Type:		Wood structure
	Structure Type for each Addition:		NA
	As Built/Record Drawings Available:		yes
	Vehicle Bays:		3 Bays
	Size/Adequacy for Operations:		adequate for current use
	Primary and Secondary Uses for Building(s):		Highway Dept. operations
	Estimated remaining life of Building(s):		50 yrs
1	Exits		
	Number/Arrangement		
	Exit Enclosure Construction		
	Accessibility		
	Deficiencies Noted:		
2	Structural System(s)		
	Type		Wood trusses
	Deficiencies Noted:		
3	Exterior Building Enclosure System(s)		
	Roof		Metal roofing
	Exterior Walls		Wood framed/metal siding
	Deficiencies Noted:		
4	Mechanical System(s)		
	Heating System Type:		Boiler/radiant heat slab
	Deficiencies Noted:		
	Ventilation System Type:		Exhaust fans at each end of building
	Deficiencies Noted:		
	Air Conditioning System Type:		None noted
	Deficiencies Noted:		

	Checked	Deficiency
Building (continued)		
Lift System Type:	☒	☐ None noted
Hydraulic:	☐	
Deficiencies Noted:	☐	
Overhead Crane:	☐	
Deficiencies Noted:	☐	
Other:	☐	
Deficiencies Noted:	☐	
5 Plumbing System(s)		
Domestic Water: Public/Private:	☒	☐ Well system
Waste Water: Public/Private:	☒	☐ Septic system, leach field location unknown
Floor Drains: Public/Private:	☒	☐ None noted
Other Systems: Public/Private:	☒	☐ Compressed air system
Deficiencies Noted:	☐	
6 Electrical System(s)		
Service Size/Capacity:	☒	
Deficiencies Noted:	☐	
Emergency Power Size:	☒	☐ None noted
Deficiencies Noted:	☐	
7 Fire Alarm System(s) (Y/N)		
Deficiencies Noted:	☒	☐ None noted
Distance to nearest Fire Dept.:	☒	☐ approx. 1/4 mile
8 Fire Protection Systems (Y/N)		
Deficiencies Noted:	☒	☐ Extinguishers only
9 Equipment Storage:		
Inside %:	☒	☐ 100%
Outside %:	☐	
Heated %:	☒	☐ 100%
Unheated %:	☐	
10 Emergency Operations Capability:	☒	☐ None noted; need emergency generator
11 Additional capacity needed to support existing or future Operations:		
		Need (1) additional truck bay; Fire and acessibility upgrades;
		1500 Ton Salt Shed; Emergency Generator; 15 Ton Lift; and
		site paving
12 Other Notes/Observations:	☐	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Big Flats DPW Facility
 Building/Site Address: 476 Maple St., Big Flats, NY
 Ownership: Town
 Year Constructed: 2004
 Number of Stories: single story structures
 General Use/Occupancy: Hwy Garage/Water Dept/Yard
 Type of Construction: cmu/steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 40 yrs
 Future anticipated renovations: to be determined
 Size capability for renovations and expansion: _____

Project No.: 28134 p1of3

Date Assessed: 2/3/09



		Checked	Deficiency	Remarks/Notes
A Site				
1	Size:	☒	☐	5 acre
2	Use:	☒	☐	multi-use site and facilities
	Access:	☒	☐	central/excellent
	Surface:	☒	☐	hard surfaced
	General Environs:	☒	☐	town campus/mixed neighborhood
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	none
3	Stormwater Mgt. Date Built:	☒	☐	2004
	Describe System:	☐	☐	catch and release with oil/water separator
	Groundwater Pollution Risks:	☒	☐	low
4	Special Features: Date Built:	☐	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	2004
	Above Ground:	☒	☐	2,000 gal Diesel, 1,000 gal Gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	2004
	Size/Capacity:	☒	☐	5,280sf
	Describe System:	☐	☐	
	Mixed Abrasives Storage:	☒	☐	salt/sand mix
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



		Checked	Deficiency
Site (continued)			
7	On-Site Storage:	Size/Capacity:	general yard storage in rear portion of property
		Covered:	
		Uncovered:	
8	Recycling:	Date Built:	green waste materials recycled off site
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		none
		Date Built:	
		Describe System:	
B Building			
	Size:		multiple buildings
	Date Originally Constructed/Additions:		2004
	Original Structure Type:		concrete masonry unit/steel
	Structure Type for each Addition:		concrete masonry unit/steel
	As Built/Record Drawings Available:		could be available if needed
	Vehicle Bays:		22
	Size/Adequacy for Operations:		adequate for operations
	Primary and Secondary Uses for Building(s):		Vehicle Repair/Storage/Water Dept/Sign Shop/Wash bay
	Estimated remaining life of Building(s):		
1	Exits		
	Number/Arrangement		meets code requirements
	Exit Enclosure Construction		meets code requirements
	Accessibility		meets code requirements
	Deficiencies Noted:		none noted
2	Structural System(s)		
	Type		steel superstructure
	Deficiencies Noted:		none noted
3	Exterior Building Enclosure System(s)		
	Roof		metal roofing
	Exterior Walls		metal siding and cmu knee walls
	Deficiencies Noted:		none noted
4	Mechanical System(s)		varies
	Heating System Type:		radiant overhead heating
	Deficiencies Noted:		none noted
	Ventilation System Type:		varies, natural and mechanical
	Deficiencies Noted:		none noted
	Air Conditioning System Type:		office areas only
	Deficiencies Noted:		none noted

12 Other Notes/Observations:

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Catlin Highway Dept.
 Building/Site Address: Chambers Rd, Beaver Dams, NY
 Ownership: Town
 Year Constructed: 1997 Office, 1995 Shop
 Number of Stories: 1
 General Use/Occupancy: Garage, Office, Storage, Salt Shed
 Type of Construction: cmu/steel
 As-built drawings available: yes
 Original Cost: \$70,000
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 15 yrs
 Future anticipated renovations: additional heated bays
 Size capability for renovations and expansion: 1 acre

Project No.: 28134 p1of3

Date Assessed: 2/4/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	17 acre
2	Use:	☒	☐	highway garage
	Access:	☒	☐	good
	Surface:	☒	☐	mixed
	General Environs:	☒	☐	rural and open
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	no fenced perimeter
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☐	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1988
	Above Ground:	☒	☐	2,000 gal Diesel; 300 gal Gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☐	☐	1987
	Size/Capacity:	☒	☐	7,200 sf
	Describe System:	☐	☐	2,000 ton Salt/Sand
	Mixed Abrasives Storage:	☐	☐	needs to be replaced
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	1 acre capacity
		Covered:	
		Uncovered:	
8	Recycling:	Date Built:	none
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		none
		Date Built:	
		Describe System:	
B	Building		
	Size:		1,000 sf Admin, 5,600 sf Garage
	Date Originally Constructed/Additions:		1997
	Original Structure Type:		concrete masonry unit/steel
	Structure Type for each Addition:		cold storage/salt shed: wood
	As Built/Record Drawings Available:		no
	Vehicle Bays:		4 heated; 4 unheated in previous location
	Size/Adequacy for Operations:		need more heated vehicle storage
	Primary and Secondary Uses for Building(s):		admin., & vehicle repair and storage
	Estimated remaining life of Building(s):		
1	Exits		
	Number/Arrangement		adequate
	Exit Enclosure Construction		adequate
	Accessibility		needs general code upgrades
	Deficiencies Noted:		needs general building code compliance upgrades
2	Structural System(s)		
	Type		steel
	Deficiencies Noted:		none noted
3	Exterior Building Enclosure System(s)		
	Roof		metal roofing; needs energy upgrades
	Exterior Walls		metal siding; needs energy upgrades
	Deficiencies Noted:		need to complete floor slab installation
4	Mechanical System(s)		
	Heating System Type:		fuel oil radiant heat slab
	Deficiencies Noted:		none noted
	Ventilation System Type:		mechanical and natural
	Deficiencies Noted:		none noted
	Air Conditioning System Type:		thru wall unit in office
	Deficiencies Noted:		none noted

Building (continued)		Checked	Deficiency
Lift System Type:		☐	☐
	Hydraulic:	☒	20 ton floor hydraulic
	Deficiencies Noted:	☒	none noted
	Overhead Crane:	☐	
	Deficiencies Noted:	☐	
	Other:	☐	
	Deficiencies Noted:	☐	
5	Plumbing System(s)	☐	☐
	Domestic Water: Public/Private:	☒	well; very hard water
	Waste Water: Public/Private:	☒	septic
	Floor Drains: Public/Private:	☒	oil/water separator then released
	Other Systems: Public/Private:	☐	
	Deficiencies Noted:	☒	none noted
6	Electrical System(s)	☐	☐
	Service Size/Capacity:	☒	adequate for operations (200 amp)
	Deficiencies Noted:	☐	none noted
	Emergency Power Size:	☒	no
	Deficiencies Noted:	☐	
7	Fire Alarm System(s) (Y/N)	☒	☐
	Deficiencies Noted:	☐	no
	Distance to nearest Fire Dept.:	☐	
8	Fire Protection Systems (Y/N)	☒	☐
	Deficiencies Noted:	☐	no
9	Equipment Storage:	☐	☐
	Inside %:	☒	90%
	Outside %:	☒	10%
	Heated %:	☒	50%
	Unheated %:	☒	50%
10	Emergency Operations Capability:	☐	☐
11	Additional capacity needed to support existing or future Operations:		Need additional bays due to loss of bays in old location in front of Town Hall
12	Other Notes/Observations:	☐	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Chemung
 Building/Site Address: 48 Rotary Rd Ext, Chemung, NY
 Ownership: Town
 Year Constructed: purchased in 1970's
 Number of Stories: 1
 General Use/Occupancy: Town Hall, Highway Garage
 Type of Construction: Steel frame and metal siding
 As-built drawings available: not available
 Original Cost: unknown
 Additional Renovation Cost: \$80,000
 Date of Renovation(s): 1998
 Approximate remaining life: 10yrs
 Future anticipated renovations: no current plans
 Size capability for renovations and expansion: terrain is a factor

Project No.: 28134 p1of3

Date Assessed: 4/20/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	10+ Acres
2	Use:	☒	☐	municipal campus
	Access:	☒	☐	good
	Surface:	☒	☐	mixed hard and soft
	General Environs:	☒	☐	rural, hillside and open
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	no fenced perimeter
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☐	☐	
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1998
	Above Ground:	☒	☐	2,000 gal diesel; 1,000 gal gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	unknown
	Size/Capacity:	☒	☐	12,000 sf (80 x 150); 2,400 Ton
	Describe System:	☐	☐	
	Mixed Abrasives Storage:	☒	☐	Town on one side; County on the other
	Date Built:	☒	☐	1994
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	

Site (continued)		Checked	Deficiency
7	On-Site Storage: Size/Capacity:	☒	☐ general yard storage
	Covered:	☐	☐
	Uncovered:	☒	☐
8	Recycling: Date Built:	☒	☐ no
	What Materials:	☐	☐
	Describe System:	☐	☐
9	Solid Waste Transfer:	☒	☐ no
	Date Built:	☐	☐
	Describe System:	☐	☐
B Building		☒	☐
	Size:	☒	☐ 13,500 sf Main (75x150), 4,000 sf (50x80) cold storage
	Date Originally Constructed/Additions:	☒	☐ 1970's
	Original Structure Type:	☒	☐ Steel frame and metal siding
	Structure Type for each Addition:	☒	☐
	As Built/Record Drawings Available:	☒	☐ None available
	Vehicle Bays:	☒	☐ 5 Bays
	Size/Adequacy for Operations:	☒	☐
	Primary and Secondary Uses for Building(s):	☒	☐ Town Hall/Highway Garage
	Estimated remaining life of Building(s):	☒	☐ 25 yrs
1	Exits	☒	☐
	Number/Arrangement	☒	☐ Needs evaluation
	Exit Enclosure Construction	☒	☐ Needs evaluation
	Accessibility	☒	☐ Needs evaluation
	Deficiencies Noted:	☒	☐
2	Structural System(s)	☒	☐
	Type	☒	☐ Steel frame
	Deficiencies Noted:	☒	☐ None noted
3	Exterior Building Enclosure System(s)	☒	☐
	Roof	☒	☐ Metal roofing
	Exterior Walls	☒	☐ Metal siding
	Deficiencies Noted:	☒	☐ None noted
4	Mechanical System(s)	☒	☐
	Heating System Type:	☒	☐ Oil fired forced air
	Deficiencies Noted:	☒	☐ None noted
	Ventilation System Type:	☒	☐ Exhaust fans in Garage
	Deficiencies Noted:	☒	☐ None noted
	Air Conditioning System Type:	☒	☐ Central air in Town offices
	Deficiencies Noted:	☒	☐ None noted

		Checked	Deficiency
Building (continued)			
Lift System Type:		☐	☐
	Hydraulic:	☒	☐ 6 Ton system for smaller vehicles
	Deficiencies Noted:	☒	☐ Need larger capacity to handle internal repairs
	Overhead Crane:	☐	☐
	Deficiencies Noted:	☐	☐
	Other:	☐	☐
	Deficiencies Noted:	☐	☐
5	Plumbing System(s)	☐	☐
	Domestic Water: Public/Private:	☒	☐ Well system
	Waste Water: Public/Private:	☒	☐ Septic system with sand filter
	Floor Drains: Public/Private:	☒	☐ None; existing drains were filled in
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☐	☐
6	Electrical System(s)	☐	☐
	Service Size/Capacity:	☒	☐ 3 Phase
	Deficiencies Noted:	☐	☐
	Emergency Power Size:	☒	☐ None noted
	Deficiencies Noted:	☐	☐ Need emergency generator
7	Fire Alarm System(s) (Y/N)	☒	☐ Sentry system
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☒	☐ 2 miles
8	Fire Protection Systems (Y/N)	☒	☐ None noted
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☐	☐ (50x80) Cold Storage building
	Inside %:	☐	☐ 95%
	Outside %:	☐	☐ 5%
	Heated %:	☐	☐ 50%
	Unheated %:	☐	☐ 50%
10	Emergency Operations Capability:	☒	☐ Need emergency generator
11	Additional capacity needed to support existing or future Operations:		
	Renovate vacated Town Hall space; (1) additional truck bay; emergency generator; 15 Ton lift and site paving		
	They plan to add a Cold Storage Building (50x60) onto exist. building in 2009.		
	Site is extremely tight to maneuver equipment and for expansion.		
12	Other Notes/Observations:	☐	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: City of Elmira DPW Facility
 Building/Site Address: 840 Linden Place
 Ownership: City
 Year Constructed: 1967
 Number of Stories: 1
 General Use/Occupancy: Houses all public services
 Type of Construction: concrete masonry unit/steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 25 yrs
 Future anticipated renovations: no current plans
 Size capability for renovations and expansion: somewhat limited

Project No.: 28134 p1of3

Date Assessed: 2/4/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	10.8 acre
2	Use:	☒	☐	Highway, Building & Grounds, Police & Fire
	Access:	☒	☐	good
	Surface:	☒	☐	hard surface
	General Environs:	☒	☐	industrial in nature
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	adequately fenced
3	Stormwater Mgt. Date Built:	☒	☐	site drainage goes to Newtown Creek
	Describe System:	☐	☐	sediment and filtered prior to release to stream
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☒	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	unknown
	Above Ground:	☒	☐	10,000 gal Unleaded, 5,000 gal Diesel
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	2006
	Size/Capacity:	☒	☐	4,250 sf 2,000 ton
	Describe System:	☐	☐	salt only
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☒	☐	magnesium tanks



		Checked	Deficiency
Site (continued)			
7	On-Site Storage: Size/Capacity:	☒	☐ general yard storage
	Covered:	☒	☐
	Uncovered:	☒	☐
8	Recycling: Date Built:	☒	☐ metal, plastic, paper & green waste, composting
	What Materials:	☒	☐ just off site
	Describe System:	☐	☐
9	Solid Waste Transfer:	☒	☐ no
	Date Built:	☐	☐
	Describe System:	☐	☐
B Building			
	Size:	☒	☐ 58,500 sf Garage/Office; 4,800 sf Cold Storage
	Date Originally Constructed/Additions:	☒	☐ 1969
	Original Structure Type:	☒	☐ concrete masonry unit/steel
	Structure Type for each Addition:	☐	☐ concrete masonry unit/steel generally
	As Built/Record Drawings Available:	☒	☐ no
	Vehicle Bays:	☒	☐ 35 bays total (10 service/25 storage)
	Size/Adequacy for Operations:	☐	☐ adequate for current operations
	Primary and Secondary Uses for Building(s):	☐	☐
	Estimated remaining life of Building(s):	☐	☐
1	Exits	☒	☐ generally adequate
	Number/Arrangement	☐	☐
	Exit Enclosure Construction	☐	☐
	Accessibility	☒	☐ some deficiencies noted
	Deficiencies Noted:	☒	☐ general accessibility compliance w/ current codes
2	Structural System(s)	☒	☐
	Type	☒	☐ steel superstructure
	Deficiencies Noted:	☐	☐ none noted
3	Exterior Building Enclosure System(s)	☒	☐
	Roof	☒	☐ metal roofing
	Exterior Walls	☒	☐ concrete masonry unit/metal siding
	Deficiencies Noted:	☒	☐ roof & wall energy upgrades needed
4	Mechanical System(s)	☒	☐
	Heating System Type:	☒	☐ natural gas radiant and forced air heat
	Deficiencies Noted:	☒	☐ energy upgrades
	Ventilation System Type:	☒	☐ natural & mechanical
	Deficiencies Noted:	☐	☐
	Air Conditioning System Type:	☒	☐ office only
	Deficiencies Noted:	☐	☐

Building (continued)		Checked	Deficiency
Lift System Type:		☒	
Hydraulic:		☒	multiple lift types
Deficiencies Noted:		☐	
OH Crane:		☒	
Deficiencies Noted:		☐	
Other:		☐	
Deficiencies Noted:		☐	
5 Plumbing System(s)			
Domestic Water:	Public/Private:	☒	Public
Waste Water:	Public/Private:	☒	Public
Floor Drains:	Public/Private:	☒	Public drains go to sanitary w/o oil/water separator
Other Systems:	Public/Private:	☐	
Deficiencies Noted:		☐	none noted
6 Electrical System(s)		☐	
Service Size/Capacity:		☒	adequate electrical service
Deficiencies Noted:		☐	
Emergency Power Size:		☒	400 amp
Deficiencies Noted:		☐	none noted
7 Fire Alarm System(s) (Y/N)		☒	yes
Deficiencies Noted:		☐	none noted
Distance to nearest Fire Dept.:		☐	
8 Fire Protection Systems (Y/N)		☒	yes
Deficiencies Noted:		☐	none noted
9 Equipment Storage:		☒	
Inside %:		☒	90%
Outside %:		☒	10%
Heated %:		☒	90%
Unheated %:		☒	10%
10 Emergency Operations Capability:		☒	backup Emergency Ops Center for City
11 Additional capacity needed to support existing or future Operations:		☒	Fully functional sign shop
			Need Records Storage for City
12 Other Notes/Observations:		☐	

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Elmira - West Garage
 Building/Site Address: 1890 W Water St, Elmira, NY
 Ownership: Town
 Year Constructed: 2003
 Number of Stories: 1
 General Use/Occupancy: Highway Dept - West
 Type of Construction: cmu/steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 25 yrs
 Future anticipated renovations: additional yard
 Size capability for renovations and expansion: somewhat limited

Project No.: 28134 p1of3

Date Assessed: 2/3/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	5acres +/-
2	Use:	☒	☐	Highway Garage, Salt Shed and Yard
	Access:	☒	☐	excellent
	Surface:	☒	☐	mixed hard and soft
	General Environs:	☒	☐	rural, hillside and open
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	perimeter not fenced
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff, collected and released
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☒	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	2003
	Above Ground:	☒	☐	2,000 gal Diesel, 1,000 gal Gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	2004
	Size/Capacity:	☒	☐	1,350 sf 500 ton
	Describe System:	☐	☐	salt only
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



		Checked	Deficiency
Site (continued)			
7	On-Site Storage:	Size/Capacity:	☒ ☐ yes
		Covered:	☐ ☐
		Uncovered:	☒ ☐ open yard area currently being expanded
8	Recycling:	Date Built:	☒ ☐ green waste
		What Materials:	☐ ☐
		Describe System:	☐ ☐
9	Solid Waste Transfer:		☒ ☐ no
		Date Built:	☐ ☐
		Describe System:	☐ ☐
B Building			
	Size:		☒ ☐ 4,800 sf Garage; 1,200 sf Office/Storage
	Date Originally Constructed/Additions:		☒ ☐ 2003
	Original Structure Type:		☒ ☐ concrete masonry unit/steel
	Structure Type for each Addition:		☐ ☐
	As Built/Record Drawings Available:		☒ ☐ none available
	Vehicle Bays:		☒ ☐ 5
	Size/Adequacy for Operations:		☐ ☐ adequate for operations
	Primary and Secondary Uses for Building(s):		☐ ☐ seasonal storage of sweepers
	Estimated remaining life of Building(s):		☐ ☐
1	Exits		
	Number/Arrangement	☒ ☐	☐ ☐ adequate
	Exit Enclosure Construction	☒ ☐	☐ ☐ adequate
	Accessibility	☒ ☐	☐ ☒ needs upgrade
	Deficiencies Noted:	☐ ☒	☐ ☐ upgrades for accessibility
2	Structural System(s)		
	Type	☒ ☐	☐ ☐ steel
	Deficiencies Noted:	☐ ☐	☐ ☐ none noted
3	Exterior Building Enclosure System(s)		
	Roof	☒ ☐	☐ ☐ metal roofing
	Exterior Walls	☒ ☐	☐ ☐ metal siding
	Deficiencies Noted:	☐ ☐	☐ ☐ none noted
4	Mechanical System(s)		
	Heating System Type:	☒ ☐	☐ ☐ overhead radiant heat, natural gas
	Deficiencies Noted:	☐ ☐	☐ ☐ none noted
	Ventilation System Type:	☒ ☐	☐ ☐ mechanical and natural
	Deficiencies Noted:	☐ ☐	☐ ☐ none noted
	Air Conditioning System Type:	☒ ☐	☐ ☐ thru wall in office area
	Deficiencies Noted:	☐ ☐	☐ ☐ none noted

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐ no
Hydraulic:		☐	☐
Deficiencies Noted:		☐	☐
Overhead Crane:		☐	☐
Deficiencies Noted:		☐	☐
Other:		☐	☐
Deficiencies Noted:		☐	☐
5	Plumbing System(s)	☒	☐
	Domestic Water: Public/Private:	☒	☐ well
	Waste Water: Public/Private:	☒	☐ septic system
	Floor Drains: Public/Private:	☒	☐ oil/water separator and release to storm
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☐	☐ none noted
6	Electrical System(s)	☒	☐
	Service Size/Capacity:	☒	☐ adequate
	Deficiencies Noted:	☐	☐ none noted
	Emergency Power Size:	☒	☐ 200 amp
	Deficiencies Noted:	☐	☐ none noted
7	Fire Alarm System(s) (Y/N)	☒	☐ no
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☐	☐
8	Fire Protection Systems (Y/N)	☒	☐ no
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☒	☐
	Inside %:	☒	☐ 80%
	Outside %:	☒	☐ 20%
	Heated %:	☒	☐ 80%
	Unheated %:	☒	☐ 20%
10	Emergency Operations Capability:	☒	☐ cab be used for emergency operations
11	Additional capacity needed to support existing or future Operations:	☒	☐
			Need more bays, nice but not necessary
			Need lift system
12	Other Notes/Observations:	☐	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Elmira - East Garage
 Building/Site Address: Jerusalem Hill Road
 Ownership: Town
 Year Constructed: 1950's Garage
 Number of Stories: 1
 General Use/Occupancy: Highway Garage, Salt Shed
 Type of Construction: cmu/steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 5 yrs
 Future anticipated renovations: additional bays
 Size capability for renovations and expansion: limited site area

Project No.: 28134 p1of3

Date Assessed: 2/3/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	15 acre
2	Use:	☒	☐	Highway Garage, Salt Shed & Voting Station
	Access:	☒	☐	Good
	Surface:	☒	☐	Gravel
	General Environs:	☐	☐	
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	none existing
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☐	☐	
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☐	☐	
	Above Ground:	☐	☐	
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	2003
	Size/Capacity:	☒	☐	5,040 sf 2500 ton
	Describe System:	☒	☐	3 sided canopy
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



		Checked	Deficiency
Site (continued)			
7	On-Site Storage: Size/Capacity:	☒	☐ Yard storage
	Covered:	☐	☐
	Uncovered:	☒	☐
8	Recycling: Date Built:	☒	☐ none
	What Materials:	☐	☐
	Describe System:	☐	☐
9	Solid Waste Transfer:	☒	☐ none
	Date Built:	☐	☐
	Describe System:	☐	☐
B Building			
	Size:	☒	☐ 4,250 sf
	Date Originally Constructed/Additions:	☒	☐ 1950'3
	Original Structure Type:	☐	☐ concrete masonry unit/steel
	Structure Type for each Addition:	☐	☐ concrete masonry unit/steel
	As Built/Record Drawings Available:	☐	☐ none
	Vehicle Bays:	☐	☐ 3 total: 1 repair, 2 cold storage
	Size/Adequacy for Operations:	☐	☐ marginal for operations
	Primary and Secondary Uses for Building(s):	☐	☐ vehicle repair; half building used as polling place
	Estimated remaining life of Building(s):	☐	☐ 5 yrs
1	Exits	☒	☐
	Number/Arrangement	☒	☐ adequate
	Exit Enclosure Construction	☒	☐ needs upgrades
	Accessibility	☒	☐ needs upgrades
	Deficiencies Noted:	☐	☐ general fire and accessibility upgrades
2	Structural System(s)	☒	☐
	Type	☒	☐ steel
	Deficiencies Noted:	☐	☐
3	Exterior Building Enclosure System(s)	☒	☐
	Roof	☒	☐ steel structure with built-up roof and membrane
	Exterior Walls	☒	☐ un-insulated concrete masonry unit walls
	Deficiencies Noted:	☐	☐ general energy upgrades
4	Mechanical System(s)	☒	☐
	Heating System Type:	☒	☐ fuel oil
	Deficiencies Noted:	☒	☐ need fire separation enclosure
	Ventilation System Type:	☒	☐ natural
	Deficiencies Noted:	☒	☐ need mechanical ventilation system
	Air Conditioning System Type:	☒	☐ none
	Deficiencies Noted:	☐	☐

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐ none
Hydraulic:		☐	☐
Deficiencies Noted:		☐	☐
Overhead Crane:		☐	☐
Deficiencies Noted:		☐	☐
Other:		☐	☐
Deficiencies Noted:		☐	☐
5	Plumbing System(s)	☒	☐
	Domestic Water: Public/Private:	☒	☐ well
	Waste Water: Public/Private:	☒	☐ septic system
	Floor Drains: Public/Private:	☒	☐
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☐	☐ none noted
6	Electrical System(s)	☒	☐
	Service Size/Capacity:	☐	☐
	Deficiencies Noted:	☐	☐
	Emergency Power Size:	☒	☐ Emergency generator on site to support 911 system
	Deficiencies Noted:	☐	☐ none noted
7	Fire Alarm System(s) (Y/N)	☒	☐ none
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☐	☐
8	Fire Protection Systems (Y/N)	☒	☐ none
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☒	☐
	Inside %:	☒	☐ 90%
	Outside %:	☒	☐ 10%
	Heated %:	☒	☐ 30%
	Unheated %:	☒	☐ 70%
10	Emergency Operations Capability:	☐	☐
11	Additional capacity needed to support existing or future Operations:	☒	☐
			Site is adequate for operations
			Site will get smaller with DOT work on Rt17/I86
			Building needs general code/energy upgrades included widening overhead door openings.
12	Other Notes/Observations:	☒	☐
			Building needs general code and energy compliance upgrades on all systems; additional bays and concrete floor for half of existing building

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Village of Elmira Heights Highway Garage
 Building/Site Address: E 9th St, Elmira, NY
 Ownership: Village
 Year Constructed: Orig 1920's
 Number of Stories: 1
 General Use/Occupancy: Repair, Cold Storage, Salt, Yard
 Type of Construction: cmu/steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): 1983
 Approximate remaining life: 5 yrs
 Future anticipated renovations: no current plans
 Size capability for renovations and expansion: extremely limited

Project No.: 28134 p1of3

Date Assessed: 2/4/09



		Checked	Deficiency	Remarks/Notes
A Site				
1	Size:	☒	☐	6/10 acre
2	Use:	☒	☐	highway garage, salt storage, general yard storage
	Access:	☒	☐	good
	Surface:	☒	☐	hard surface
	General Environs:	☐	☐	residential/school next door
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	fenced 3 sides
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	high (adjacent school building and residential property)
4	Special Features: Date Built:	☒	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	
	Above Ground:	☒	☐	1,000 gal Diesel; 1,000 gal Gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	
	Size/Capacity:	☒	☐	145 ton
	Describe System:	☐	☐	
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	little, back of site used for parking
		Covered:	shed structure used to protect salt and 5 bays for trucks
		Uncovered:	
8	Recycling:	Date Built:	garbage, solid and green waste contracted w/ City
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		
		Date Built:	
		Describe System:	
B	Building		
	Size:		3,000 sf Garage; 2,800 sf Cold Storage
	Date Originally Constructed/Additions:		1920's added on in 1980's
	Original Structure Type:		concrete masonry unit/steel
	Structure Type for each Addition:		wood addition in rear
	As Built/Record Drawings Available:		no
	Vehicle Bays:		7 bays enclosed (1 repair, 6 unheated); 5 rear bays covered
	Size/Adequacy for Operations:		adequate for operations if improved
	Primary and Secondary Uses for Building(s):		vehicle repair and storage
	Estimated remaining life of Building(s):		5 yrs
1	Exits		
	Number/Arrangement		adequate
	Exit Enclosure Construction		adequate
	Accessibility		needs significant improvements to comply
	Deficiencies Noted:		primarily accessibility improvements
2	Structural System(s)		
	Type		steel; system is old but in reasonably good condition
	Deficiencies Noted:		
3	Exterior Building Enclosure System(s)		
	Roof		steel; significant energy upgrades needed
	Exterior Walls		concrete masonry unit; system need significant upgrades
	Deficiencies Noted:		general energy upgrades needed
4	Mechanical System(s)		
	Heating System Type:		gas
	Deficiencies Noted:		energy upgrades needed
	Ventilation System Type:		natural
	Deficiencies Noted:		
	Air Conditioning System Type:		no
	Deficiencies Noted:		

Building (continued)		Checked	Deficiency
Lift System Type:		☒	☐
	Hydraulic:	☐	☐
	Deficiencies Noted:	☐	☐
	Overhead Crane:	☒	☐
	Deficiencies Noted:	☐	☐
	Other:	☐	☐
	Deficiencies Noted:	☐	☐
5	Plumbing System(s)	☒	☐
	Domestic Water: Public/Private:	☒	☐
	Waste Water: Public/Private:	☒	☐
	Floor Drains: Public/Private:	☒	☐
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☒	☒
6	Electrical System(s)	☒	☐
	Service Size/Capacity:	☒	☐
	Deficiencies Noted:	☒	☐
	Emergency Power Size:	☒	☐
	Deficiencies Noted:	☐	☐
7	Fire Alarm System(s) (Y/N)	☒	☐
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☐	☐
8	Fire Protection Systems (Y/N)	☒	☐
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☐	☐
	Inside %:	☒	☐
	Outside %:	☒	☐
	Heated %:	☐	☐
	Unheated %:	☐	☐
10	Emergency Operations Capability:	☐	☐
11	Additional capacity needed to support existing or future Operations:		☐
			☐
12	Other Notes/Observations:		☐
			☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Erin
 Building/Site Address: 1138 Breesport Rd, Erin, NY
 Ownership: Town
 Year Constructed: 1974
 Number of Stories: 1
 General Use/Occupancy: Municipal campus
 Type of Construction: _____
 As-built drawings available: _____
 Original Cost: unknown
 Additional Renovation Cost: 40x60 Pole Barn Addition
 Date of Renovation(s): 1978
 Approximate remaining life: _____
 Future anticipated renovations: Add 20ft to front of building
 Size capability for renovations and expansion: _____

Project No.: 28134 p1of3
 Date Assessed: 4/22/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	7 Acres
2	Use:	☒	☐	town hall/highway garage/general yard storage
	Access:	☒	☐	good
	Surface:	☒	☐	soft
	General Environs:	☒	☐	rural and open
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	no perimeter fencing
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☐	☐	
4	Special Features: Date Built:	☒	☐	None
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1988
	Above Ground:	☒	☐	
	Below Ground:	☐	☐	
	Size/Capacity:	☒	☐	1000 gal. Diesel; 500 gals Gas
6	Salt Storage: Date Built:	☒	☐	
	Size/Capacity:	☒	☐	20 Tons
	Describe System:	☐	☐	
	Mixed Abrasives Storage:	☐	☐	None, all outside only mixed to 2%
	Date Built:	☐	☐	
	Size/Capacity:	☒	☐	Snow & Ice material storage inadequate
	Describe System:	☐	☐	

Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	
		Covered:	Cold patch covered with tarp
		Uncovered:	All
8	Recycling:	Date Built:	
		What Materials:	Scrap steel & tires
		Describe System:	
9	Solid Waste Transfer:		
		Date Built:	
		Describe System:	Annual town-wide scrap day (Memorial Day)
B	Building		
	Size:		6,400 SF (40x160)
	Date Originally Constructed/Additions:		1974 Original; 1978 Addition
	Original Structure Type:		Concrete masonry unit and wood trusses
	Structure Type for each Addition:		Pole Barn
	As Built/Record Drawings Available:		none available
	Vehicle Bays:		4 bays
	Size/Adequacy for Operations:		inadequate to handle size of vehicles and plows
	Primary and Secondary Uses for Building(s):		Highway operations
	Estimated remaining life of Building(s):		40 yrs
1	Exits		
	Number/Arrangement		Exit arrangement does not comply with current regulations
	Exit Enclosure Construction		Exit enclosure does not comply with current regulations
	Accessibility		Building requires upgrades
	Deficiencies Noted:		Fire and accessibility upgrades needed
2	Structural System(s)		
	Type		concrete masonry units and wood trusses
	Deficiencies Noted:		
3	Exterior Building Enclosure System(s)		
	Roof		Replaced in 2005
	Exterior Walls		Good condition (sheet metal over concrete masonry units)
	Deficiencies Noted:		None noted
4	Mechanical System(s)		
	Heating System Type:		Natural gas/forced hot air
	Deficiencies Noted:		
	Ventilation System Type:		Single exhaust fan near welding equipment
	Deficiencies Noted:		
	Air Conditioning System Type:		window units in lunch room and office
	Deficiencies Noted:		

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐ None
Hydraulic:		☐	☐
Deficiencies Noted:		☐	☐
Overhead Crane:		☐	☐
Deficiencies Noted:		☐	☐
Other:		☐	☐
Deficiencies Noted:		☐	☐
5	Plumbing System(s)		
	Domestic Water: Public/Private:	☒	☐ Well on premises
	Waste Water: Public/Private:	☒	☐ Septic system with leach field
	Floor Drains: Public/Private:	☒	☐ Floor drains have oil/water separator
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☐	☐
6	Electrical System(s)	☐	☐
	Service Size/Capacity:	☒	☐ 3 Phase, 208V upgraded in 2006.
	Deficiencies Noted:	☐	☐
	Emergency Power Size:	☒	☐ None noted
	Deficiencies Noted:	☒	☐ Can't operate fuel without generator
7	Fire Alarm System(s) (Y/N)	☒	☐ Yes CP Security System
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☒	☐ approx. 1 mile
8	Fire Protection Systems (Y/N)	☒	☐ Extinguishers only
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☐	☐
	Inside %:	☒	☐ 95%
	Outside %:	☒	☐ 5%
	Heated %:	☒	☐ 33% 2 bays
	Unheated %:	☒	☐ 66% Planning to insulate and heat 2 more bays in 2009.
10	Emergency Operations Capability:	☐	☐
11	Additional capacity needed to support existing or future Operations:		Additional truck bay needed for grader; Cold Storage addition; code and accessibility upgrades; emergency gen.; salt shed; truck lift and security system.
12	Other Notes/Observations:	☐	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Horseheads (T) Municipal Campus
 Building/Site Address: 150 Wygant Rd., Horseheads, NY
 Ownership: Town
 Year Constructed: Campus in 1979
 Number of Stories: mixed
 General Use/Occupancy: Garage, Salt, Cold Storage, Yard
 Type of Construction: mixed
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 10 yrs
 Future anticipated renovations: code compliance
 Size capability for renovations and expansion: _____

Project No.: 28134 p1of3

Date Assessed: 2/5/09



		Checked	Deficiency	Remarks/Notes
A Site				
1	Size:	☒	☐	12 acre parcel, 6 acres developed for Highway
2	Use:	☐	☐	
	Access:	☒	☐	good
	Surface:	☒	☐	mixed
	General Environs:	☒	☐	
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	not fenced
3	Stormwater Mgt. Date Built:	☒	☐	unknown
	Describe System:	☐	☐	portions of site flow to catch basin for discharge
	Groundwater Pollution Risks:	☒	☐	minimal with good housekeeping
4	Special Features: Date Built:	☐	☐	
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1980's
	Above Ground:	☒	☐	2,000 gal Diesel; 2,000 gal Gas
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	1985
	Size/Capacity:	☒	☐	6,240 sf; 2,400 ton
	Describe System:	☐	☐	need 50% add'l capac
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	yard storage
		Covered:	both covered and uncovered areas provided
		Uncovered:	
8	Recycling:	Date Built:	
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		
		Date Built:	
		Describe System:	
B	Building		
	Size:		4,500 sf Garage; 3,000 sf Office/Repair
	Date Originally Constructed/Additions:		late 1970's
	Original Structure Type:		concrete masonry unit/steel
	Structure Type for each Addition:		
	As Built/Record Drawings Available:		none available
	Vehicle Bays:		12 bays
	Size/Adequacy for Operations:		adequate for operations
	Primary and Secondary Uses for Building(s):		sign shop on mezzanine
	Estimated remaining life of Building(s):		15yrs
1	Exits		
	Number/Arrangement		adequate
	Exit Enclosure Construction		adequate
	Accessibility		needs improvements
	Deficiencies Noted:		general accessibility upgrades needed
2	Structural System(s)		
	Type		steel superstructure
	Deficiencies Noted:		none noted
3	Exterior Building Enclosure System(s)		
	Roof		metal roofing
	Exterior Walls		metal siding
	Deficiencies Noted:		energy upgrades needed
4	Mechanical System(s)		
	Heating System Type:		natural gas heat
	Deficiencies Noted:		none noted
	Ventilation System Type:		natural
	Deficiencies Noted:		mechanical ventilation system for Repair Bays
	Air Conditioning System Type:		no
	Deficiencies Noted:		

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐ maintenance area is small for the equip. repaired
Hydraulic:		☒	☐ 12 ton hydraulic in floor
Deficiencies Noted:		☒	☐ none noted
Overhead Crane:		☒	☐ capacity unknown
Deficiencies Noted:		☒	☐ none noted
Other:		☐	☐
Deficiencies Noted:		☐	☐
5 Plumbing System(s)			
Domestic Water:	Public/Private:	☒	☐ Public water
Waste Water:	Public/Private:	☒	☐ Public sanitary
Floor Drains:	Public/Private:	☒	☐ oil/water separator then released to catch basin in yard
Other Systems:	Public/Private:	☒	☐ 500 gal waste oil
Deficiencies Noted:		☐	☐
6 Electrical System(s)			
Service Size/Capacity:		☒	☐ adequate
Deficiencies Noted:		☒	☐ none noted
Emergency Power Size:		☒	☐ 20kw serves campus
Deficiencies Noted:		☒	☐ none noted
7 Fire Alarm System(s) (Y/N)			
Deficiencies Noted:		☐	☐ no
Distance to nearest Fire Dept.:		☐	☐
8 Fire Protection Systems (Y/N)			
Deficiencies Noted:		☒	☐ no
		☒	☐ install fire protection in repair bays
9 Equipment Storage:			
Inside %:		☒	☐ 95%
Outside %:		☒	☐ 5%
Heated %:		☒	☐ 60%
Unheated %:		☒	☐ 40%
10 Emergency Operations Capability:			
		☐	☐
11 Additional capacity needed to support existing or future Operations:			
		☒	☐ Improve floor drains and expand concrete floor and heat to the rest of the building
			☐ Need to increase salt storage by 50%
			☐ Sign shop on mezzanine
			☐ Need wash bay
12 Other Notes/Observations:			
		☒	☐ 64 miles of paved roads maintained
			☐ 17 acres gravel pit in Breezeport
			☐ top soil pit in Chemung
			☐
			☐
			☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Village of Horseheads
 Building/Site Address: 400 Thorne St, Horseheads, NY
 Ownership: Town
 Year Constructed: unknown
 Number of Stories: 1
 General Use/Occupancy: highway garage/water dept.
 Type of Construction: cmu/steel
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 10 yrs
 Future anticipated renovations: general fire and accessibility
 Size capability for renovations and expansion: limited site

Project No.: 28134 p1of3

Date Assessed: 2/10/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	2 acre
2	Use:	☒	☐	highway dept. and water dept. operations
	Access:	☒	☐	good
	Surface:	☒	☐	hard surface
	General Environs:	☒	☐	residential and parks
	Neighborhood Risks:	☒	☐	high
	Site Security:	☒	☐	partial perimeter fencing
3	Stormwater Mgt. Date Built:	☒	☐	collected and diverted to dry well on site
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	high
4	Special Features: Date Built:	☒	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	get fuel from Horseheads School District
	Above Ground:	☐	☐	
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	get salt from Chemung County
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	
	Mixed Abrasives Storage:	☐	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	

Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	
		Covered:	
		Uncovered:	yard area is limited by site
8	Recycling:	Date Built:	green waste to Town composting
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		by County
		Date Built:	
		Describe System:	
B	Building (2 structures)		
	Size:		1) 4,000sf heated, 2) 4,000sf cold
	Date Originally Constructed/Additions:		1) 1930; 2) 1950
	Original Structure Type:		concrete masonry unit/steel
	Structure Type for each Addition:		concrete masonry unit/steel
	As Built/Record Drawings Available:		no
	Vehicle Bays:		1) 4 bays, 2) 7 bays = 11 total
	Size/Adequacy for Operations:		adequate for current operations
	Primary and Secondary Uses for Building(s):		repair and storage of vehicles
	Estimated remaining life of Building(s):		10 yrs
1	Exits		
	Number/Arrangement		needs upgrade
	Exit Enclosure Construction		needs upgrade
	Accessibility		
	Deficiencies Noted:		general accessibility upgrades needed
2	Structural System(s)		
	Type		steel
	Deficiencies Noted:		none noted
3	Exterior Building Enclosure System(s)		
	Roof		membrane
	Exterior Walls		metal siding
	Deficiencies Noted:		general energy upgrades needed
4	Mechanical System(s)		
	Heating System Type:		forced hot air/natural gas
	Deficiencies Noted:		general energy upgrades needed
	Ventilation System Type:		natural
	Deficiencies Noted:		install ventilation system for repair garage
	Air Conditioning System Type:		thru wall in office/break room
	Deficiencies Noted:		none noted

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐
	Hydraulic:	☒	☐ 6 ton post
	Deficiencies Noted:	☒	☐ none noted
	Overhead Crane:	☐	☐
	Deficiencies Noted:	☐	☐
	Other:	☐	☐
	Deficiencies Noted:	☐	☐
5	Plumbing System(s)	☒	☐
	Domestic Water: Public/Private:	☒	☐ public
	Waste Water: Public/Private:	☒	☐ public
	Floor Drains: Public/Private:	☒	☐ oil/water separator then released to sanitary
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☒	☐ general accessibility upgrades needed
6	Electrical System(s)	☐	☐
	Service Size/Capacity:	☒	☐ adequate
	Deficiencies Noted:	☒	☐ none noted
	Emergency Power Size:	☒	☐ portable generator
	Deficiencies Noted:	☒	☐ none noted
7	Fire Alarm System(s) (Y/N)	☒	☐ no
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☐	☐
8	Fire Protection Systems (Y/N)	☒	☐ no
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☐	☐
	Inside %:	☒	☐ 80%
	Outside %:	☒	☐ 20%
	Heated %:	☒	☐ 40%
	Unheated %:	☒	☐ 60%
10	Emergency Operations Capability:	☐	☐
11	Additional capacity needed to support existing or future Operations:	☒	☐
			Need covered vehicle storage
			Need grader
			Need overhead door enlargements for equipment
12	Other Notes/Observations:	☐	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Southport DPW Facility
 Building/Site Address: 67 Mt. View Dr., Pine City
 Ownership: Town
 Year Constructed: 1980's
 Number of Stories: 1
 General Use/Occupancy: Garage/Yard
 Type of Construction: mixed
 As-built drawings available: no
 Original Cost: Unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 15 yrs
 Future anticipated renovations: non current plans
 Size capability for renovations and expansion: limited site

Project No.: 28134 p1of3

Date Assessed: 2/11/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	4 acre
2	Use:	☒	☐	general highway dept. operations
	Access:	☒	☐	remote
	Surface:	☒	☐	gravel
	General Environs:	☒	☐	hillside and wooded
	Neighborhood Risks:	☒	☐	medium
	Site Security:	☒	☐	fenced perimeter and gated
3	Stormwater Mgt. Date Built:	☒	☐	catch basin and released to stream
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	high
4	Special Features: Date Built:	☒	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1980's
	Above Ground:	☒	☐	2,000 gal Gas, 4,000 gal Diesel
	Below Ground:	☐	☐	
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☒	☐	1993
	Size/Capacity:	☒	☐	4,000 sf 2400 ton
	Describe System:	☐	☐	Salt/Cinder
	Mixed Abrasives Storage:	☐	☐	shared salt w/ School
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage: Size/Capacity:	☒	☐ 2 cold storage buildings in good condition
	Covered:	☐	☐
	Uncovered:	☐	☐
8	Recycling: Date Built:	☒	☐ brush pick up
	What Materials:	☐	☐
	Describe System:	☐	☐
9	Solid Waste Transfer:	☒	☐ tire reclamation program
	Date Built:	☐	☐ provide green waste recycle for Village of Wellsburg
	Describe System:	☐	☐
B Building			
	Size:	☒	☐ 4,400 sf Garage/Office; 1,116 sf Repair Bays;
	Date Originally Constructed/Additions:	☒	☐ 1953 1,700sf Dirt Floor Storage
	Original Structure Type:	☐	☐
	Structure Type for each Addition:	☒	☐ concrete masonry unit/steel
	As Built/Record Drawings Available:	☒	☐ none available
	Vehicle Bays:	☒	☐ 5 bays in original bldg.; 5 bays in cold storage
	Size/Adequacy for Operations:	☐	☒ inadequate for operations
	Primary and Secondary Uses for Building(s):	☐	☐
	Estimated remaining life of Building(s):	☐	☐
1 Exits			
	Number/Arrangement	☒	☒ adequate but needs upgrade
	Exit Enclosure Construction	☒	☒ adequate but needs fire wall upgrade
	Accessibility	☒	☒ needs general upgrade
	Deficiencies Noted:	☐	☐
2 Structural System(s)			
	Type	☒	☐ steel w/ concrete decking
	Deficiencies Noted:	☐	☐
3 Exterior Building Enclosure System(s)			
	Roof	☒	☐ membrane (needs replacement)
	Exterior Walls	☒	☐ concrete masonry unit: needs general energy code upgrades
	Deficiencies Noted:	☐	☐ masonry repairs needed
4 Mechanical System(s)			
	Heating System Type:	☒	☐ overhead radiant heating; natural gas
	Deficiencies Noted:	☐	☐ energy upgrades needed
	Ventilation System Type:	☒	☐ mechanical and natural
	Deficiencies Noted:	☐	☐ none noted
	Air Conditioning System Type:	☒	☐ through wall units in office area
	Deficiencies Noted:	☐	☐ none noted

Building (continued)		Checked	Deficiency
Lift System Type:		☐	
Hydraulic:		☒	no: use hydraulic jacks
Deficiencies Noted:		☒	need new lift system
Overhead Crane:		☐	
Deficiencies Noted:		☐	
Other:		☐	
Deficiencies Noted:		☐	
5 Plumbing System(s)			
Domestic Water:	Public/Private:	☒	Public water
Waste Water:	Public/Private:	☒	Septic system
Floor Drains:	Public/Private:	☒	no oil/water separator
Other Systems:	Public/Private:	☐	
Deficiencies Noted:		☒	general accessibility upgrades needed
6 Electrical System(s)			
Service Size/Capacity:		☒	adequate for operations
Deficiencies Noted:		☒	none noted
Emergency Power Size:		☒	1500kw
Deficiencies Noted:		☒	none noted
7 Fire Alarm System(s) (Y/N)		☒	no
Deficiencies Noted:		☐	
Distance to nearest Fire Dept.:		☐	
8 Fire Protection Systems (Y/N)		☒	no
Deficiencies Noted:		☐	
9 Equipment Storage:			
Inside %:		☒	95%
Outside %:		☒	5%
Heated %:		☒	50%
Unheated %:		☒	50%
10 Emergency Operations Capability:		☐	
11 Additional capacity needed to support existing or future Operations:		☒	Need lift system, roof, enclosure upgrade, 10 wheel spreader, roadside mowing, street sweeper, Need a mechanic Replace '54 dozer Town owns a gravel pit on Sagetown Rd Need new building; possible co-develop w/ NYSDOT on Masia Drive
12 Other Notes/Observations:		☒	

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Van Etten
 Building/Site Address: 3 Hickory Grove Road, Van Etten
 Ownership: Town
 Year Constructed: 2006
 Number of Stories: Single story
 General Use/Occupancy: Highway Dept. operations
 Type of Construction: Wood frame/metal siding
 As-built drawings available: Yes
 Original Cost: \$410,000
 Additional Renovation Cost: Unknown
 Date of Renovation(s): Unkown
 Approximate remaining life: 50 yrs
 Future anticipated renovations: None noted
 Size capability for renovations and expansion: Excellend expansion area

Project No.: 28134 p1of3
 Date Assessed: 4/22/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	3.75 Acres
2	Use:	☒	☐	Highway Dept. operations
	Access:	☒	☐	Good
	Surface:	☒	☐	Gravel/asphalt
	General Environs:	☒	☐	
	Neighborhood Risks:	☒	☐	Minimal
	Site Security:	☒	☐	None noted
3	Stormwater Mgt. Date Built:	☐	☐	
	Describe System:	☒	☐	Surface runoff, may be in flood plain of Cayuta Creek
	Groundwater Pollution Risks:	☒	☐	Medium
4	Special Features: Date Built:	☒	☐	None noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	late 1980's
	Above Ground:	☒	☐	
	Below Ground:	☐	☐	
	Size/Capacity:	☒	☐	2,000 Gal Diesel; 500 Gal Fuel Oil; 500 Gal Gas
6	Salt Storage: Date Built:	☒	☐	early 1990's
	Size/Capacity:	☒	☐	5,600 SF
	Describe System:	☒	☐	Wood structure
	Mixed Abrasives Storage:	☒	☐	Salt/sand mix
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage:	Size/Capacity:	
		Covered:	
		Uncovered:	
8	Recycling:	Date Built:	None noted
		What Materials:	
		Describe System:	
9	Solid Waste Transfer:		None noted
		Date Built:	
		Describe System:	
B	Building		
	Size:		5,400 SF
	Date Originally Constructed/Additions:		2006
	Original Structure Type:		Wood frame/metal siding
	Structure Type for each Addition:		None noted
	As Built/Record Drawings Available:		Yes
	Vehicle Bays:		5 Bays
	Size/Adequacy for Operations:		Adequate for operations
	Primary and Secondary Uses for Building(s):		Highway Dept. operations
	Estimated remaining life of Building(s):		50 yrs
1	Exits		
	Number/Arrangement		Complies with current regulations
	Exit Enclosure Construction		Complies with current regulations
	Accessibility		Needs further evaluation
	Deficiencies Noted:		
2	Structural System(s)		
	Type		Wood framed
	Deficiencies Noted:		None noted
3	Exterior Building Enclosure System(s)		
	Roof		Metal roofing
	Exterior Walls		Metal siding
	Deficiencies Noted:		None noted
4	Mechanical System(s)		
	Heating System Type:		Fuel oil fired boiler for radiant heat slab
	Deficiencies Noted:		None noted
	Ventilation System Type:		Exhaust fans in Garage
	Deficiencies Noted:		None noted
	Air Conditioning System Type:		None noted
	Deficiencies Noted:		

		Checked	Deficiency
Building (continued)			
Lift System Type:		☒	☐ None noted
Hydraulic:		☐	☐
Deficiencies Noted:		☐	☐
Overhead Crane:		☐	☐
Deficiencies Noted:		☐	☐
Other:		☐	☐
Deficiencies Noted:		☐	☐
5	Plumbing System(s)	☒	☐
	Domestic Water: Public/Private:	☒	☐ Well system; provisions for Village hook-up
	Waste Water: Public/Private:	☒	☐ Septic system
	Floor Drains: Public/Private:	☒	☐ Goes to oil/water separator
	Other Systems: Public/Private:	☒	☐ None noted
	Deficiencies Noted:	☐	☐
6	Electrical System(s)	☐	☐
	Service Size/Capacity:	☒	☐
	Deficiencies Noted:	☐	☐
	Emergency Power Size:	☒	☐ small portable generator to handle fuel island
	Deficiencies Noted:	☐	☐
7	Fire Alarm System(s) (Y/N)	☒	☐ Yes; local alarm
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☒	☐ Approx. 1/2 mile
8	Fire Protection Systems (Y/N)	☒	☐ None noted
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☐	☐
	Inside %:	☒	☐ 75%
	Outside %:	☒	☐ 25%
	Heated %:	☒	☐ 100%
	Unheated %:	☐	☐
10	Emergency Operations Capability:	☒	☐ None noted with the exception of the small generator
11	Additional capacity needed to support existing or future Operations:		Need (3) additional heated bays; Wash Bay; Emergency Generator; 15Ton Lift; Cold Storage Building; and Site Paving
12	Other Notes/Observations:	☒	☐

Chemung County Expansion of Highway Services Consolidation and Shared Services Study



Building/Site Assessment Checklist

Building/Site Name: Town of Veteran Highway Garage
 Building/Site Address: 1011 Ridge Road, Horseheads
 Ownership: Town
 Year Constructed: unknown
 Number of Stories: 1
 General Use/Occupancy: Garage/Yard
 Type of Construction: cmu/steel;hvy timber salt shed
 As-built drawings available: no
 Original Cost: unknown
 Additional Renovation Cost: unknown
 Date of Renovation(s): unknown
 Approximate remaining life: 10 yrs
 Future anticipated renovations: no current plans
 Size capability for renovations and expansion: site capable of expansion

Project No.: 28134 p1of3
 Date Assessed: 2/10/09



		Checked	Deficiency	Remarks/Notes
A	Site			
1	Size:	☒	☐	6.78 acre
2	Use:	☒	☐	highway department operations
	Access:	☒	☐	good
	Surface:	☒	☐	soft surface
	General Environs:	☐	☐	
	Neighborhood Risks:	☒	☐	low
	Site Security:	☒	☐	fair
3	Stormwater Mgt. Date Built:	☒	☐	surface runoff to ditch
	Describe System:	☐	☐	
	Groundwater Pollution Risks:	☒	☐	medium
4	Special Features: Date Built:	☒	☐	none noted
	Describe System:	☐	☐	
5	Fuel Storage: Date Built:	☒	☐	1989
	Above Ground:	☐	☐	
	Below Ground:	☒	☐	2,000 gal Diesel (in ground dbl walled tanks)
	Size/Capacity:	☐	☐	
6	Salt Storage: Date Built:	☐	☐	
	Size/Capacity:	☒	☐	500 ton
	Describe System:	☐	☐	540sf Salt; 2,240sf Sand
	Mixed Abrasives Storage:	☒	☐	
	Date Built:	☐	☐	
	Size/Capacity:	☐	☐	
	Describe System:	☐	☐	



Site (continued)		Checked	Deficiency
7	On-Site Storage: Size/Capacity:	☒	☐ open yard
	Covered:	☐	☐
	Uncovered:	☐	☐
8	Recycling: Date Built:	☒	☐ no
	What Materials:	☐	☐
	Describe System:	☐	☐
9	Solid Waste Transfer:	☒	☐ no private contractor
	Date Built:	☐	☐
	Describe System:	☐	☐
B	Building		
	Size:	☒	☐ 4,500 sf Garage/Office
	Date Originally Constructed/Additions:	☒	☐ 1960's
	Original Structure Type:	☒	☐ Garage: concrete masonry unit/steel; Salt Shed: wood
	Structure Type for each Addition:	☐	☐
	As Built/Record Drawings Available:	☐	☐
	Vehicle Bays:	☒	☐ 5 bays (additional bays needed) 3 Cold Storage
	Size/Adequacy for Operations:	☒	☐ adequate but very tight
	Primary and Secondary Uses for Building(s):	☐	☐ repair and storage of vehicles
	Estimated remaining life of Building(s):	☐	☐
1	Exits		
	Number/Arrangement	☒	☐ needs general upgrade for compliance
	Exit Enclosure Construction	☒	☐ needs general upgrade for compliance
	Accessibility	☒	☐ needs general upgrade for compliance
	Deficiencies Noted:	☒	☐
2	Structural System(s)		
	Type	☒	☐ steel
	Deficiencies Noted:	☒	☐ none noted
3	Exterior Building Enclosure System(s)		
	Roof	☒	☐ metal roofing (needs new roof)
	Exterior Walls	☒	☐ cmu
	Deficiencies Noted:	☒	☐ general energy upgrades needed
4	Mechanical System(s)		
	Heating System Type:	☒	☐ fuel oil, forced air; radiant fl in 2 bays & overhead heating
	Deficiencies Noted:	☒	☐ general energy upgrades needed
	Ventilation System Type:	☒	☐ natural
	Deficiencies Noted:	☐	☐
	Air Conditioning System Type:	☒	☐ none
	Deficiencies Noted:	☐	☐

Building (continued)		Checked	Deficiency
Lift System Type:		☐	☐
	Hydraulic:	☐	☐
	Deficiencies Noted:	☐	☐
	Overhead Crane:	☒	☐
	Deficiencies Noted:	☒	☐
	Other:	☐	☐
	Deficiencies Noted:	☐	☐
5	Plumbing System(s)	☒	☐
	Domestic Water: Public/Private:	☒	☐
	Waste Water: Public/Private:	☒	☐
	Floor Drains: Public/Private:	☒	☐
	Other Systems: Public/Private:	☐	☐
	Deficiencies Noted:	☒	☐
6	Electrical System(s)	☐	☐
	Service Size/Capacity:	☒	☐
	Deficiencies Noted:	☒	☐
	Emergency Power Size:	☒	☐
	Deficiencies Noted:	☒	☐
7	Fire Alarm System(s) (Y/N)	☒	☐
	Deficiencies Noted:	☐	☐
	Distance to nearest Fire Dept.:	☐	☐
8	Fire Protection Systems (Y/N)	☒	☐
	Deficiencies Noted:	☐	☐
9	Equipment Storage:	☐	☐
	Inside %:	☒	☐
	Outside %:	☒	☐
	Heated %:	☒	☐
	Unheated %:	☒	☐
10	Emergency Operations Capability:	☐	☐
11	Additional capacity needed to support existing or future Operations:	☒	☐
			Need new roof, overhead door and ceiling clearance problems, need additional salt/sand storage
			Salt shed is inadequate
12	Other Notes/Observations:	☒	☐

Appendix D: Detailed Fiscal Profile



TO: Chemung County Municipal Highway Services Board (HSB)
FROM: The University at Buffalo Regional Institute
DATE: March 5, 2010
RE: Detailed Fiscal Profile: Expenditures, Debt and Revenue

DETAILED FISCAL PROFILE

Overview

This analysis examines the fiscal landscape of municipalities in Chemung County, including Chemung County, City of Elmira, the towns of Ashland, Baldwin, Big Flats, Catlin, Chemung, Elmira, Erin, Horseheads, Southport, Van Etten and Veteran, as well as the villages of Horseheads and Elmira Heights.¹ Highway services in the villages of Millport, Wellsburg, and Van Etten are provided by the towns of Veteran, Ashland, and Van Etten respectively; as such their fiscal data is also included.

All Chemung County municipalities filing annual financial reports with the New York State Office of the State Comptroller spent money on highway services.² The top five highway services – highway administration, street maintenance, permanent improvements, snow removal, and machinery³ - comprised an average of 87.5% of total expenses for all municipalities. All municipalities that provided data on the New York State Consolidated Highway Improvement (CHIPS) program stated that they received annual aid from this program to partially fund highway expenses, in addition to local revenue sources such as taxes.⁴

¹ As the Town of Baldwin annual reports are not available from the New York State Office of the State Comptroller, this municipality is included in the analysis only to the extent that data are available.

² Based on annual financial reports collected by and the New York State's Uniform System of Accounts prescribed by the New York State Comptroller's Office.

³ Other highway expenditure categories include highway engineering, maintenance of bridges, garage, brush and weed removal and street cleaning.

⁴ CHIPS funding assists localities in financing the construction, reconstruction, or improvement of local highways, bridges, highway-railroad crossings, and/or other local facilities; apportionments to municipalities are calculated annually by the New York State Department of Transportation based on centerline, lane miles and vehicle registrations (<https://www.nysdot.gov/programs/chips>).

EXPENDITURES

Highway services compete with social services, economic development projects and public safety for scarce municipal resources. As needs change over time, local governments direct those scarce resources to support highway services needs or away from highway services to support needs in other areas.

In order to capture combined spending capacity and expenditure patterns of participants, the analysis below covers expenditures by service (e.g., transportation, public safety) and highway expenditures by type (e.g., personnel service, contractors) over the most recent five year period of financial data available through the New York State Comptroller's Office. In most cases, data is presented either as a cumulative figure or as an average over a five year period to eliminate "peaks and valleys" in any single year from understating or overstating the government's general fiscal position.

General Expenditures Profile

All Expenditures

Analysis of cumulative expenditures for all Chemung County governments between the years of 2003 and 2007 indicates that \$1,193,266,469 was expended during that time, which equals an average \$238,653,294 expended per year (**Table 1**). All expenditures include social services, employee benefits, transportation, public safety, health, general government, debt service, sanitation, culture and recreation, economic development, utilities, education, and community services.

Table 1 – All Cumulative Expenditures, 2003-2007

Municipality	Expenditures
Chemung County	\$ 846,300,347
City of Elmira	209,137,079
Town of Big Flats	25,105,567
Village of Horseheads	22,454,553
Town of Southport	19,436,071
Town of Horseheads	17,749,477
Town of Elmira	16,796,232
Village of Elmira Heights	14,549,605
Town of Catlin	5,513,257
Town of Chemung	5,516,972
Town of Veteran	5,506,890
Town of Van Etten	4,675,001
Town of Erin	3,652,780
Town of Ashland	2,389,620
Total	\$ 1,193,266,469

From 2003 to 2007, six municipalities reported declining expenditures (**Table 2**). The Town of Big Flats reported the largest dollar (\$1,308,482) and percentage (21.6%) decline. On the other hand, during the same time period, expenditures rose in eight municipalities; by as much as 87.6% in the Town of Van Etten and as little as 2.1% in the City of Elmira. Chemung County government expenditures rose \$42,331,416 or 28.9% over that time.

Table 2 – Change in Total Expenditures, 2003 vs. 2007

Municipality	Expenditures	% Change
Town of Van Etten	\$ 574,262	87.6%
Town of Veteran	432,271	47.5%
Town of Chemung	341,117	33.7%
Chemung County	42,331,416	28.9%
Town of Horseheads	790,160	25.1%
Town of Southport	433,466	11.5%
Town of Catlin	81,131	7.4%
City of Elmira	822,149	2.1%
Village of Elmira Heights	(58,916)	(1.9)%
Town of Ashland	(10,820)	(2.4)%
Town of Elmira	(145,119)	(4.2)%
Village of Horseheads	(546,450)	(11.0)%
Town of Erin	(157,945)	(19.1)%
Town of Big Flats	(1,308,482)	(21.6)%
Town of Baldwin ⁵	-	-

Expenditures by Purpose

The New York State Comptroller's Office requires municipalities to report expenditures in 13 broad categories. Transportation expenditures ranked third overall in terms of expenditures by purpose. From 2003 through 2007, governments in Chemung County reported \$158,835,442 in transportation expenditures, including \$93,756,886 for highway services (**Table 3**). In terms of other categories, governments spent a cumulative total of \$313,108,152 or nearly 26.4% of all expenditures on social services, the largest area of spending social service expenditures include those for public assistance programs such as medical, family and food assistance programs. In the same period, local governments in Chemung County cumulatively expended \$182,061,860 on employee benefits, the second largest area of spending at 15.3% of all expenditures.

⁵ Expenditure data is omitted for the Town of Baldwin because the Town of Baldwin did not report expenditures to the New York State Office of the State Comptroller.

Table 3 – Cumulative Expenditures for All Governments by Purpose

2003-2007⁶

Category	Expenditures	% of Total
Social Services	\$ 313,920,879	26.4%
Employee Benefits	182,061,860	15.3%
Transportation	158,835,442	13.3%
Public Safety	131,615,970	11.1%
Health	106,653,514	9.0%
General Government	105,864,700	8.9%
Debt Service	54,005,346	4.5%
Sanitation	39,728,960	3.3%
Culture and Recreation	24,131,333	2.0%
Economic Development	20,217,062	1.7%
Utilities	19,864,800	1.7%
Education	18,184,430	1.5%
Community Services	15,371,374	1.3%
Total	\$ 1,190,455,670	100%

Comparing fiscal year 2003 with fiscal year 2007, transportation expenditures increased \$7,252,764 from fiscal year 2003 to fiscal year 2007, an increase of 27.2% – the second largest dollar increase and third largest percentage increase of any expenditure (**Table 4**). Within transportation expenditures, highway expenditures increased \$1,180,238 between fiscal year 2003 and fiscal year 2007 employee benefits expenditures rose \$18,919,085 in Chemung County, representing a 78.6% increase. Only culture and recreation and economic development expenditures decreased between fiscal years 2003 and 2007, by 12.9% and 19.7%, respectively.

⁶ Excludes the towns of Baldwin, Erin, and Van Etten.

Table 4 – Change in Total Expenditures by Purpose, 2003 vs. 2007

Category	\$ Change	% Change
Employee Benefits	\$ 18,919,085	78.6%
Health	6,438,183	34.4%
Transportation	7,252,764	27.2%
Utilities	929,107	25.6%
Sanitation	1,936,486	24.5%
Community Services	483,180	17.0%
General Government	2,085,319	10.4%
Education	349,215	10.2%
Public Safety	2,447,554	10.1%
Debt Service	966,557	9.1%
Social Services	2,757,557	4.4%
Culture and Recreation	(657,803)	(12.9)%
Economic Development	(745,281)	(19.7)%
Total	\$ 43,161,923	20.2%

Transportation Expenditures

Transportation expenditures include all the municipal expenditures intended to provide for the safe and adequate flow of vehicles and pedestrians. Three main categories make up transportation expenditures: 1) highways, 2) public transportation; and 3) other. Those main categories are then be broken down into several types. Highway services include a number of expenditure types, from highway department administration, engineering and snow plowing, to street lighting and sidewalks. Public transportation expenditures include airport, bus and railroad operation. Other transportation expenditures include off-street parking and expenditures such as docks and piers associated with waterway travel or enjoyment.

From 2003 through 2007, highway expenditures comprised the largest portion of transportation expenditures (**Table 5**). In the same period, equipment and capital outlay comprised the second largest category of transportation expenditures, with \$27,575,276 in cumulative expenditures or 17.4% of all cumulative transportation expenditures from 2003 to 2007. Governments in Chemung County cumulatively expended \$10,103,625 or 6.4% of transportation expenditures on machinery-related costs.

Table 5 – Cumulative Transportation Expenditures by Purpose, 2003-2007⁷

Category	Expenditures	% of Total
Highway	\$ 93,756,886	59.0%
Equipment and Capital Outlay, Other	27,575,276	17.4%
Airport and Bus Operations	21,462,844	13.5%
Machinery	10,103,625	6.4%
Transportation Ancillary	5,936,811	3.7%
Total	\$ 158,835,442	100%

Highway Expenditures

Highway services include a number of expenditure types, from highway department administration, engineering and snow plowing, to street lighting and sidewalks. Public transportation expenditures include airport, bus and railroad operation. Other transportation expenditures include off-street parking and expenditures such as docks and piers associated with waterway travel or enjoyment. From 2003 to 2007, governments in Chemung County spent \$97,614,559 on highway services (**Table 6**).⁸ Towns spent less money, but a larger percentage of their spending than the County or City on highway services.

Statewide, highway expenditures comprised a larger share of 2005 town spending (29%), than villages (13%), cities (9%) or counties (5%).⁹ The Town of Van Etten spent 49.8% of its budget on highways, the most of any town, and the Town of Big Flats spent 20%, the lowest percentage of towns over that time period. From 2003 through 2007, towns in Chemung County were responsible for 31.78% of all highway service expenditures in Chemung County. The County and the City were responsible for 34.48% and 29.14%, respectively.

⁷ Calculation excludes towns of Erin, Baldwin, and Van Etten.

⁸ As noted above, expenditures on highway services are reported by municipalities as a subset of transportation expenses.

⁹ New York State Local Government Efficiency Commission. *Highway Services*. Retrieved from <http://www.nyslocalgov.org> on December 16, 2008.

Table 6 – Cumulative Highway Expenditures by Municipality, 2003-2007

Municipality	Highway	% of All Highway Expenditures
Chemung County	\$ 33,661,858	34.48%
Elmira (City)	28,443,649	29.14%
Southport (Town)	5,546,675	5.68%
Big Flats (Town)	5,032,418	5.16%
Elmira (Town)	4,185,775	4.29%
Horseheads (Town)	3,993,209	4.09%
Horseheads (Vill.)	2,812,431	2.88%
Catlin (Town)	2,660,452	2.73%
Chemung (Town)	2,483,284	2.54%
Van Etten (Town)	2,328,618	2.39%
Veteran (Town)	2,219,568	2.27%
Elmira Heights (Vill.)	1,674,082	1.71%
Erin (Town)	1,529,055	1.57%
Ashland (Town)	1,043,485	1.07%
Total	\$ 97,614,559	100%

In 2007, the Chemung County government spent \$2,710,994 or 44.6% more on highway spending than in 2003, however, highway expenditures as a proportion of all of its expenditures was only 0.1% larger in 2007 than in 2003 (see **Table 7**). Highway expenditures increased for ten of fourteen governments in total. The Town of Van Etten saw its highway spending rise 81.69%. The towns of Big Flats, Chemung, Elmira, Horseheads, Southport, Veteran and Elmira all reported double-digit percentage increases in highway spending. Despite rises highway expenditures, highway expenditures as a portion of all expenditures shrank by 19.1% for the Town of Erin, 11% for the Town of Veteran, and 1.2% for the Town of Catlin.

Comparing the same years, the City of Elmira decreased highway service expenditures by \$1,700,877 or 31.6%. In 2007, the City of Elmira also spent 4.6% less of its total spending on highway services than it did in 2003. The Town of Ashland and the Village of Horseheads also reported declining highway expenditures. The Village of Horseheads spent 13.4% less of its budget on highway services in 2007 than it did in 2003.

Table 7 – Change in Highway Expenditures, 2003 vs. 2007

Municipality	\$ Change	% Change	% of All Expenditures Change
Van Etten (Town)	\$ 340,679	81.6%	87.6%
Chemung (Town)	198,692	48.1%	4.4%
Chemung County	2,710,994	44.6%	0.1%
Big Flats (Town)	286,076	30.4%	10.3%
Horseheads (Town)	210,717	28.8%	0.7%
Southport (Town)	156,183	16.1%	1.1%
Veteran (Town)	53,803	12.7%	(11.0)%
Elmira (Town)	10,523	11.8%	1.4%
Erin (Town)	19,972	6.1%	(19.1)%
Catlin (Town)	25,497	4.8%	(1.2)%
Elmira Heights (Vill.)	12,068	3.5%	0.6%
Elmira (City)	(1,700,877)	(31.6)%	(4.6)%
Ashland (Town)	(68,098)	(36.2)%	0.5%
Horseheads (Vill.)	(715,340)	(63.9)%	(13.4)%
Baldwin (Town)	-	-	-

Highway Expenditures by Centerline Mile

Highway expenditures per centerline mile were analyzed by averaging annual expenditure data between the years of 2004 and 2008 (**Table 8**). From 2004 through 2008, highway service expenditures per centerline were highest for the City of Elmira and Chemung County. Both the City (127.2 centerline miles) and County (243.7 centerline miles) are responsible for the largest municipal road network of participants. For the towns, average annual highway expenditures per centerline mile ranged from a low of \$7,402 in the Town of Erin to a high of \$21,053 in the Town of Elmira. The Village of Horseheads reported \$15,179 in average annual highway expenditures per centerline mile from 2004 to 2008. For the Village of Elmira Heights during the same period, average annual highway expenditures per centerline mile were \$20,977.

Table 8 –Annual Average Expenditures per Centerline Mile by Municipality, 2004-2008

Municipality	Centerline Miles	Expenditures per
		Centerline Mile
Chemung (County)	243.70	\$37,636
Elmira (City)	127.20	\$43,702
Ashland (Town)	14.90	\$16,775
Baldwin (Town)	35.00	-
Big Flats (Town)	74.50	\$16,991
Catlin (Town)	59.00	\$10,990
Chemung (Town)	52.70	\$14,203
Elmira (Town)	44.90	\$21,053
Erin (Town)	55.40	\$7,402
Horseheads (Town)	63.50	\$18,583
Southport (Town)	80.50	\$17,669
Van Etten (Town)	47.60	\$13,176
Veteran (Town)	51.00	\$11,515
Elmira Heights (Village)	21.40	\$20,977
Horseheads (Village)	31.30	\$15,179
Millport (Village)	2.20	\$3,905
Van Etten (Village)	3.60	\$631
Wellsburg (Village)	2.70	\$4,784
Total	921.9	

Highway Expenditures per Capita

Data on highway expenditures from the years 2004 to 2008 were also used to calculate expenditures per capita. The Town of Van Etten spent more (\$429) on highway services per capita than any other municipality from 2004 through 2008 (see **Table 9**). Chemung County ranked in the middle, with \$104 in per capita spending. Villages reported relatively low per capita spending during this time period, with the Village of Van Etten coming in at the low end (\$4 per capita) and the Village of Elmira Heights coming in at the high end (\$114).

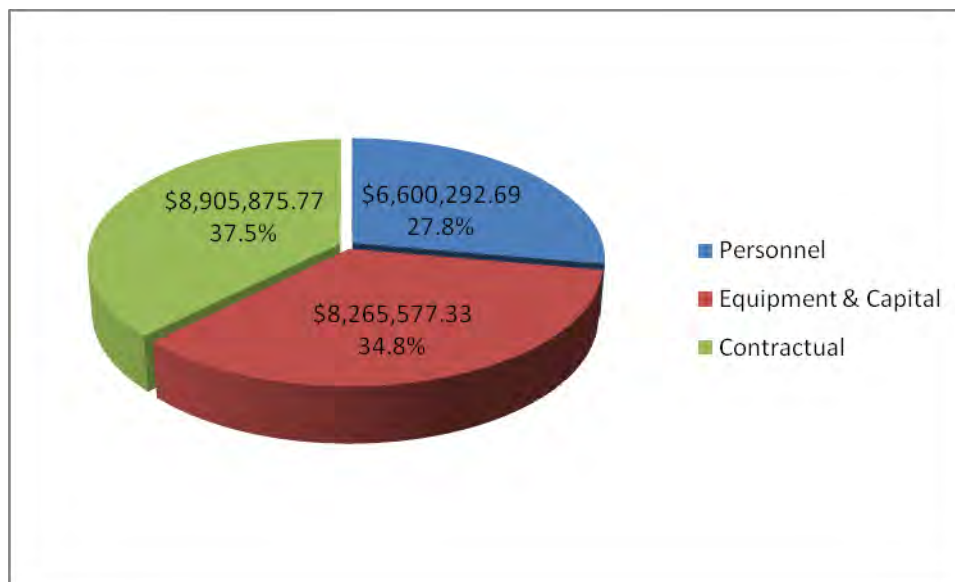
Table 9 - Highway Expenditures per Capita, 2004-2008

Municipality	Population	\$ per Capita
Chemung (County)	88,316	\$ 104
Elmira (City)	29,531	188
Ashland (Town)	1,889	132
Baldwin (Town)	-	-
Big Flats (Town)	7,525	168
Catlin (Town)	2,667	243
Chemung (Town)	2,605	287
Elmira (Town)	5,914	160
Erin (Town)	2,020	203
Horseheads (Town)	9,805	120
Southport (Town)	10,640	134
Van Etten (Town)	1,463	429
Veteran (Town)	3,199	184
Elmira Heights (Vill.)	3,941	114
Horseheads (Vill.)	6,280	76
Millport (Vill.)	287	30
Van Etten (Vill.)	555	4
Wellsburg (Vill.)	605	21

Highway Expenditures by Type of Expenditure

There are three types of expenditures made in the delivery of highway services: 1) personnel, 2) equipment and capital and 3) contractual. Personnel expenditures entail the costs of payroll and benefits for labor directly employed by highway services departments. Equipment and capital expenditures entail the costs of purchasing all physical items used in the provision of highway services. Contractual expenditures entail expenses incurred by purchasing materials or hiring external contractors to provide particular services. From 2004 to 2008, among all municipalities, an annual average of roughly \$6.6 million was spent on personnel (27.8% of all expenditures), \$8.26 million spent on equipment and capital expenditures (34.8%), and \$8.9 million was spent on contractual expenditures (37.5%) (**Chart 1**).

Chart 1 - Annual Average Expenditures and Percentage of Highway Expenditures by Type of Expenditure, 2004-2008

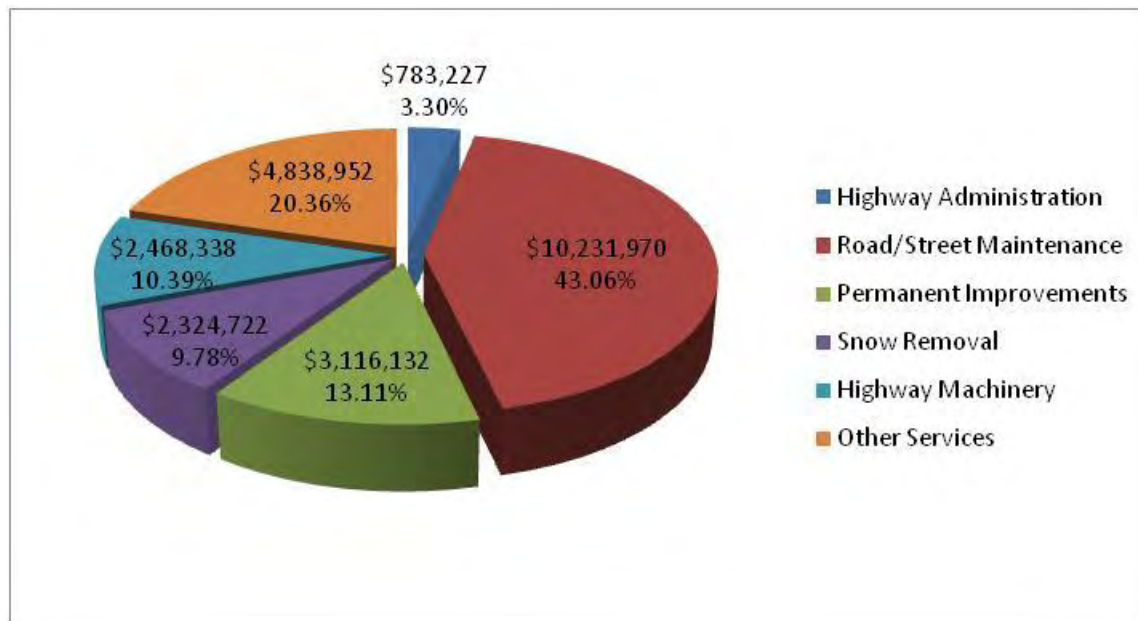


Highway Expenditures by Type of Service

Data obtained from the New York State Comptrollers Office classifies highway expenditures by type of service. Categories include: highway administration, road and street maintenance, permanent improvements, snow removal, highway machinery, and other services.

On average from 2004 to 2008, Chemung County governments annually spent \$10.2 million on road and street maintenance (43% of all expenditures), \$4.84 million on other services (20.4%), \$3.12 million on permanent improvements (13.1%), \$2.32 million on snow removal (9.8%), \$2.47 million on highway machinery (10.4%), and \$783,227 on highway administration (3.3%) (Chart 2).

Chart 2 - Annual Average Expenditures and Percentage of Total Highway Expenditures by Type of Service, 2004-2008



Tables 10-13 highlight data relevant to the following analysis of individual municipality expenditure profiles.

Table 10 – Annual Average Highway Expenditures by Type of Service, 2004-2008

	Highway Admin.	Street/Road Maintenance	Permanent Improvements	Snow Removal	Highway Machinery	Other Services
Chemung (County)	\$ 183,436	\$ 2,797,401	\$ 1,183,163	\$ 843,806	\$ 935,524	\$ 3,228,475
Elmira (City)	\$ 100,060	\$ 4,191,399	-	\$ 88,942	\$ -	\$ 1,178,483
Ashland (Town)	-	\$ 127,222	\$ 27,744	\$ 56,238	\$ 29,743	\$ 8,998
Baldwin (Town)	-	-	-	-	-	-
Big Flats (Town)	\$ 50,633	\$ 312,658	\$ 491,139	\$ 167,089	\$ 216,456	\$ 27,848
Catlin (Town)	\$ 44,091	\$ 184,144	\$ 188,683	\$ 121,250	\$ 82,346	\$ 27,881
Chemung (Town)	\$ 44,162	\$ 327,101	\$ 59,881	\$ 101,798	\$ 198,357	\$ 17,216
Elmira (Town)	\$ 86,021	\$ 259,008	\$ 285,475	\$ 196,619	\$ 108,708	\$ 9,453
Erin (Town)	\$ 37,727	\$ 118,513	\$ 83,656	\$ 81,606	\$ 88,167	\$ 410
Horseheads (Town)	\$ 51,921	\$ 126,263	\$ 499,151	\$ 171,104	\$ 266,686	\$ 64,901
Southport (Town)	\$ 49,782	\$ 770,906	\$ 112,365	\$ 211,928	\$ 250,331	\$ 27,024
Van Etten (Town)	\$ 40,139	\$ 164,947	\$ 48,293	\$ 151,149	\$ 120,418	\$ 102,230
Veteran (Town)	\$ 42,283	\$ 242,541	\$ 66,948	\$ 68,123	\$ 139,769	\$ 27,602
Elmira Heights (Vill.)	\$ 52,971	\$ 183,604	\$ 68,683	\$ 31,873	\$ -	\$ 111,779
Horseheads (Vill.)	-	\$ 402,898	\$ 950	\$ 32,783	\$ 31,833	\$ 6,652

**Table 11 - Annual Average Percentage of Highway Expenditures by Type of Service
2004-2008**

	Highway Admin.	Street/Road Maintenance	Permanent Improvements	Snow Removal	Highway Machinery	Other Services %
Chemung (County)	2.0%	30.5%	12.9%	9.2%	10.2%	35.2%
Elmira (City)	1.8%	75.4%	0.0%	1.6%	0.0%	21.2%
Ashland (Town)	0.0%	50.9%	11.1%	22.5%	11.9%	3.6%
Baldwin (Town)	-	-	-	-	-	-
Big Flats (Town)	4.0%	24.7%	38.8%	13.2%	17.1%	2.2%
Catlin (Town)	6.8%	28.4%	29.1%	18.7%	12.7%	4.3%
Chemung (Town)	5.9%	43.7%	8.0%	13.6%	26.5%	2.3%
Elmira (Town)	9.1%	27.4%	30.2%	20.8%	11.5%	1.0%
Erin (Town)	9.2%	28.9%	20.4%	19.9%	21.5%	0.1%
Horseheads (Town)	4.4%	10.7%	42.3%	14.5%	22.6%	5.5%
Southport (Town)	3.5%	54.2%	7.9%	14.9%	17.6%	1.9%
Van Etten (Town)	6.4%	26.3%	7.7%	24.1%	19.2%	16.3%
Veteran (Town)	7.2%	41.3%	11.4%	11.6%	23.8%	4.7%
Elmira Heights (Vill.)	11.8%	40.9%	15.3%	7.1%	-	24.9%
Horseheads (Vill.)	-	84.8%	0.2%	6.9%	6.7%	1.4%

Table 12 –Average Annual Expenditures and Full Values Per Centerline Mile – 2004-2008

	Annual Average Expenditures				Average Annual Full Value Data	
	Highway	% Covered by CHIPS	Per Centerline Mile	Per Capita	Total	Per Centerline Mile
Chemung (County)	\$ 9,171,805	12.11%	\$ 37,636	\$ 104	\$ 3,157,415,485	\$ 12,956,157
Elmira (City)	\$ 5,558,884	9.87%	\$ 43,702	\$ 188	\$ 559,403,455	\$ 4,397,826
Ashland (Town)	\$ 249,945	8.40%	\$ 16,775	\$ 132	\$ 47,009,314	\$ 3,154,988
Baldwin* (Town)	-	-	-	-	-	-
Big Flats (Town)	\$ 1,265,822	8.18%	\$ 16,991	\$ 168	\$ 556,145,032	\$ 7,465,034
Catlin (Town)	\$ 648,396	13.51%	\$ 10,990	\$ 243	\$ 118,837,453	\$ 2,014,194
Chemung (Town)	\$ 748,516	9.99%	\$ 14,203	\$ 287	\$ 111,026,720	\$ 2,106,769
Elmira (Town)	\$ 945,283	6.63%	\$ 21,053	\$ 160	\$ 332,873,493	\$ 7,413,664
Erin* (Town)	\$ 410,080	19.28%	\$ 7,402	\$ 203	\$ 67,440,988	\$ 1,217,346
Horseheads (Town)	\$ 1,180,027	5.73%	\$ 18,583	\$ 120	\$ 831,273,525	\$ 13,090,922
Southport (Town)	\$ 1,422,336	8.01%	\$ 17,669	\$ 134	\$ 323,790,178	\$ 4,022,238
Van Etten (Town)	\$ 627,176	11.28%	\$ 13,176	\$ 429	\$ 54,321,965	\$ 1,141,218
Veteran (Town)	\$ 587,266	11.29%	\$ 11,515	\$ 184	\$ 132,752,711	\$ 2,602,994
Elmira Heights (Vill.)	\$ 448,910	14.66%	\$ 20,977	\$ 114	\$ 103,225,228	\$ 4,823,609
Horseheads (Vill.)	\$ 475,115	13.17%	\$ 15,179	\$ 76	\$ 261,839,972	\$ 8,365,494

Table 13 - Annual Average Expenditures & Annual Average Percentage of Municipal Highway Expenditures by Type of Expenditure, 2004-2008

	Personnel		Equipment & Capital		Contractual	
	Total	%	Total	%	Total	%
Chemung (County)	\$ 2,421,357	26.4%	\$ 2,742,370	29.9%	\$ 4,017,251	43.8%
Elmira (City)	\$ 1,022,835	18.4%	\$ 3,846,748	69.2%	\$ 689,302	12.4%
Ashland (Town)	\$ 91,980	36.8%	\$ 29,494	11.8%	\$ 128,472	51.4%
Baldwin (Town)	-	-	-	-	-	-
Big Flats (Town)	\$ 420,253	33.2%	\$ 103,797	8.2%	\$ 741,772	58.6%
Catlin (Town)	\$ 181,551	28.0%	\$ 234,071	36.1%	\$ 232,774	35.9%
Chemung (Town)	\$ 257,490	34.4%	\$ 181,889	24.3%	\$ 309,137	41.3%
Elmira (Town)	\$ 429,158	45.4%	\$ 148,409	15.7%	\$ 366,770	38.8%
Erin (Town)	\$ 164,442	40.1%	\$ 102,930	25.1%	\$ 142,708	34.8%
Horseheads (Town)	\$ 371,709	31.5%	\$ 260,786	22.1%	\$ 547,533	46.4%
Southport (Town)	\$ 550,444	38.7%	\$ 211,928	14.9%	\$ 659,964	46.4%
Van Etten (Town)	\$ 182,508	29.1%	\$ 78,397	12.5%	\$ 366,898	58.5%
Veteran (Town)	\$ 178,529	30.4%	\$ 163,260	27.8%	\$ 245,477	41.8%
Elmira Heights (Vill.)	\$ 196,174	43.7%	\$ 90,231	20.1%	\$ 162,057	36.1%
Horseheads (Vill.)	\$ 131,607	27.7%	\$ 71,267	15.0%	\$ 272,241	57.3%

Expenditure Profiles by Municipality

Tables 10-13 highlight data relevant to the following analysis of individual municipality expenditure profiles.

Chemung County

From 2004 to 2008, Chemung County's annual average full value of assessed property per local centerline road mile was \$12,882,152. During that time, the County spent an average of \$9,171,805 annually on highway services or \$37,636 per centerline mile and \$104 per capita. CHIPS aid covered, on average, 14.6% of annual highway expenditures. From 2004 to 2008, Chemung County annually spent an average of \$2.42 million on personnel, \$2.74 million on equipment and capital, and \$4 million on contractual expenditures. These expenditures comprised 26.4%, 29.9%, and 43.8% (respectively) of the Chemung County government's expenditures. Of these expenditures, Chemung County annually expended an average of \$183,436 on highway administration, \$2.8 million on road and street maintenance, \$1.18 million on permanent improvements, \$843,806 on snow removal, \$935,524 on highway machinery, and \$3.23 million on other services. These types of expenditures constituted 2%, 30.5%, 12.9%, 9.2%, 10.2%, and 35.2% (respectively) of all expenditures.

City of Elmira

From 2004 to 2008, the City of Elmira's annual average full value of assessed property per local centerline road mile was \$4,533,253. During that time, the city spent an average of \$5,558,884 annually on highway services or \$43,702 per centerline mile and \$188 per capita. CHIPS aid covered an average of 9.87% of annual highway expenditures. On average, 75.4% of annual highway expenditures over that time were spent on road maintenance. Snow removal services were 1.6% of total expenditures and highway administration was 1.8%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 12.4% of expenditures. Personnel costs were an average of 18.4% of annual highway expenditures during that time and the city spent an average of 69.2% of expenditures into equipment and capital.

Village of Elmira Heights

From 2004 to 2008, the Village of Elmira Heights' annual average full value of assessed property per local centerline road mile was \$4,823,609. During that time, the village spent an average of \$448,910 annually on highway services or \$20,977 per centerline mile and \$114 per capita. CHIPS aid covered, on average, 14.66% of annual highway expenditures. On average, 40.9% and 15.3% of annual highway expenditures over that time was spent on road maintenance and permanent highway improvements, respectively. Over that time, highway administration was 11.8% of total expenditures, and snow removal was another 6.5%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 36.1% of expenditures. Personnel costs were an average 43.7% of annual highway expenditures during that time and the village spent an average of 20.1% of expenditures into equipment and capital.

Village of Horseheads

From 2004 to 2008, the Village of Horseheads' annual average full value of assessed property per local centerline road mile was \$8,392,307. During that time, the village spent an average of \$475,115 annually on highway services or \$15,179 per centerline mile and \$76 per capita. CHIPS aid covered, on average, 13.17% of annual highway expenditures. On average, 84.8% and 0.2% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services were 6.9% of those expenditures. From 2004 to 2008, expenses for contractual items for all highway services were an average of 57.3% of expenditures. Personnel costs were an average of 27.7% of annual highway expenditures during that time and the village spent an average of 15% percent of expenditures into equipment and capital.

Village of Millport

From 2004 to 2008, the Village of Millport's annual average full value of assessed property per local centerline road mile was \$2,814,569. During that time, the village spent an average of \$8,592 annually on highway services or \$3,905 per centerline mile and \$30 per capita. CHIPS aid covered, on average, 67.79% of annual highway expenditures. On average, 95.2% and 4.8% of annual highway expenditures over that time were spent on road maintenance and snow removal service, respectively. From 2004 to 2008, expenses for contractual items and personnel services for all highway services were an average of 97.0% and 3.0% percent, respectively. The village contracts with the Town of Veteran for delivery of highway services within the village limits.

Village of Van Etten

From 2004 to 2008, the Village of Van Etten's annual average full value of assessed property per local centerline road mile was \$3,153,897. During that time, the village spent an average of \$2,271 annually on highway services or \$631 per centerline mile and \$4 per capita. From 2004 to 2008, all of the village's highway expenditures were contractual road maintenance expenditures.

Village of Wellsburg

From 2004 to 2008, the Village of Wellsburg's annual average full value of assessed property per local centerline road mile was \$4,764,733. During that time, the village spent an average of \$12,917 annually on highway services or \$4,784 per centerline mile and \$21 per capita. CHIPS aid covered, on average, 42.51% of annual highway expenditures. From 2004 to 2008, 100% of the village's highway expenditures were contractual road maintenance expenditures.

Town of Ashland

From 2004 to 2008, the Town of Ashland's annual average full value of assessed property per local centerline road mile was \$3,154,988. During that time, the town spent an average of \$249,945 annually on highway services or \$16,775 per centerline mile and \$132 per capita. CHIPS aid covered, on average, 8.4% of annual highway expenditures. On average, 50.9% and

11.1% percent of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 22.5% and 11.9% of those expenditures, respectively. From 2004 to 2008, expenses for contractual items for all highway services were an average of 51.4% percent of expenditures. Personnel costs were an average of 36.8% of annual highway expenditures during that time and the town invested on average 11.8% of expenditures into equipment and capital.

Town of Big Flats

From 2004 to 2008, the Town of Big Flats' annual average full value of assessed property per local centerline road mile was \$7,455,027. During that time, the town spent an average of \$1,265,822 annually on highway services or \$16,991 per centerline mile and \$168 per capita. CHIPS aid covered, on average, 8.18% of annual highway expenditures. On average, 24.7% and 38.8% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 13.2% and 17.1% percent of those expenditures, respectively, and highway administration required 4.0%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 58.6% of expenditures. Personnel costs were an average of 36.8% percent of annual highway expenditures during that time and the town invested an average of 8.2% of expenditures into equipment and capital.

Town of Catlin

From 2004 to 2008, the Town of Catlin's annual average full value of assessed property per local centerline road mile was \$2,014,194. During that time, the town spent an average of \$648,396 annually on highway services or \$10,990 per centerline mile and \$243 per capita. CHIPS aid covered, on average, 13.51% percent of annual highway expenditures. On average, 28.4% and 29.1% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 18.7% and 12.7% of those expenditures, respectively, and highway administration required 6.8%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 35.9% of expenditures. Personnel costs consumed an average of 28.0% of annual highway expenditures during that time and the town invested an average of 36.1% of expenditures into equipment and capital.

Town of Chemung

From 2004 to 2008, the Town of Chemung's annual average full value of assessed property per local centerline road mile was \$2,106,769. During that time, the town spent an average of \$748,516 annually on highway services or \$14,203 per centerline mile and \$287 per capita. CHIPS aid covered, on average, 9.99% of annual highway expenditures. On average, 43.7% and 8.0% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 13.6% and 26.5% percent of those expenditures, respectively, and highway administration consumed 5.9% percent. From 2004 to 2008, expenses for contractual items for all highway services were an average of 41.3% of expenditures. Personnel costs were an average of 34.4% of

annual highway expenditures during that time and the town invested an average of 24.3% of expenditures into equipment and capital.

Town of Elmira

From 2004 to 2008, the Town of Elmira's annual average full value of assessed property per local centerline road mile was \$7,413,664. During that time, the town spent an average of \$945,283 annually on highway services or \$21,053 per centerline mile and \$160 per capita. CHIPS aid covered, on average, 6.63% of annual highway expenditures. On average, 27.4% and 30.2% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 20.8% and 11.5% percent of those expenditures, respectively, and highway administration required 11.5 percent. From 2004 to 2008, expenses for contractual items for all highway services were an average of 38.8% of expenditures. Personnel costs were an average of 45.4% of annual highway expenditures during that time and the town spent an average of 15.7% of expenditures into equipment and capital.

Town of Erin

From 2004 to 2008, the Town of Erin's annual average full value of assessed property per local centerline road mile was \$1,217,346. During that time, the town spent an average of \$410,080 annually on highway services or \$7,402 per centerline mile and \$203 per capita. CHIPS aid covered, on average, 19.28% of annual highway expenditures. On average, 28.9% and 20.4% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 19.9% and 21.5% of those expenditures, respectively, and highway administration required 9.2%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 34.8% of expenditures. Personnel costs were an average of 40.1% of annual highway expenditures during that time and the town spent an average of 25.1% of expenditures into equipment and capital.

Town of Horseheads

From 2004 to 2008, the Town of Horseheads' annual average full value of assessed property per local centerline road mile was \$13,694,786. During that time, the town spent an average of \$1,180,027 annually on highway services or \$18,583 per centerline mile and \$120 per capita. CHIPS aid covered, on average, 5.74% of annual highway expenditures. On average, 10.7% and 42.3% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 14.5% and 22.6% percent of those expenditures, respectively. From 2004 to 2008, expenses for contractual items for all highway services were an average of 46.6% of expenditures. Personnel costs were an average of 31.5% percent of annual highway expenditures during that time and the town spent an average of 22.1% of expenditures into equipment and capital.

Town of Southport

From 2004 to 2008, the Town of Southport's annual average full value of assessed property per local centerline road mile was \$4,037,284. During that time, the town spent an average of \$1,422,336 annually on highway services or \$17,669 per centerline mile and \$134 per capita. CHIPS aid covered, on average, 7.6% of annual highway expenditures. On average, 54.2% and 7.9% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 14.9% and 17.6% percent of those expenditures, respectively, and highway administration required 3.5%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 46.4% of expenditures. Personnel costs were an average of 38.7% of annual highway expenditures during that time and the town spent an average of 14.9% of expenditures into equipment and capital.

Town of Van Etten

From 2004 to 2008, the Town of Van Etten's annual average full value of assessed property per local centerline road mile was \$1,141,210. During that time, the town spent an average of \$627,176 annually on highway services or \$13,176 per centerline mile and \$429 per capita. CHIPS aid covered, on average, 11.28% of annual highway expenditures. On average, 26.3% and 7.7% percent of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 14.5% and 22.6% of those expenditures, respectively, and highway administration required 6.6%. In 2005, the Town of Van Etten built a new highway garage resulting in annual average garage expenditures of 17.3% of total expenditures from 2004 to 2008. From 2004 to 2008, expenses for contractual items for all highway services were an average of 58.5% of expenditures. Personnel costs were an average of 29.1% of annual highway expenditures during that time and the town spent an average of 12.5% of expenditures into equipment and capital.

Town of Veteran

From 2004 to 2008, the Town of Veteran's annual average full value of assessed property per local centerline road mile was \$2,557,856. During that time, the town spent an average of \$587,266 annually on highway services or \$11,515 per centerline mile and \$184 per capita. CHIPS aid covered, on average, 11% of annual highway expenditures. On average, 41.3% and 11.4% of annual highway expenditures over that time were spent on road maintenance and permanent highway improvements, respectively. Snow removal services and highway machinery were 11.6% and 23.8% of those expenditures, respectively, and highway administration required 7.2%. From 2004 to 2008, expenses for contractual items for all highway services were an average of 41.8% of expenditures. Personnel costs were an average of 30.4% of annual highway expenditures during that time and the town invested an average of 27.8% of expenditures into equipment and capital.

Conclusions

Ranking third overall in terms of expenditures, transportation remains a significant municipal expenditure, with highway expenditures comprising the largest portion of transportation expenses. The top five highway services – highway administration, street maintenance, permanent improvements, snow removal, and machinery - comprised an average of 87.5% of total expenses for all municipalities. Broken down further, road and street maintenance is the largest expenditure (41.3%) among the municipalities. Therefore, the ability to perform road and street maintenance services in a less costly fashion is an important rationale for moving ahead with a reorganized highway services plan. Also, with a median share of highway expenditures of 46.4% between 2004 and 2008, contractual expenditures comprise the largest type of expenditure, thus suggesting that investigating how to rework contractual arrangements to allow for more municipal cooperation is warranted.

DEBT

The issuance of debt allows municipalities to build and repair capital infrastructure that is vital to the efficient movement of goods and people. However, local governments can only build what they can afford. Total debt outstanding and debt service are basic measures of municipal debt burdens. Those debt burdens have and will continue to weigh on the ability of municipalities to maintain and add to local highways and participate in shared highway service initiatives. Analysis of municipal debt was performed on data between the years of 2003 and 2007.

Debt Outstanding

From 2003 through 2007, Chemung County municipalities reported an average of \$98,826,146 of debt outstanding each year (**Table 14**). Among all governments, the Chemung County government and the City of Elmira government accounted for 47.4% and 45.9% (respectively) of average debt outstanding in those years.. The third largest average debt holder, the Town of Big Flats, was responsible for 5.1% of average debt outstanding between 2003 and 2007.

Table 14 – Average Debt Outstanding, 2003-2007

Municipality	Average Debt Outstanding	% of Total	Per Capita
Chemung County	\$ 46,878,278	47.4%	\$ 515
City of Elmira	45,372,885	45.9%	1466
Town of Big Flats	5,045,924	5.1%	698
Town of Elmira	683,300	0.7%	94
Village of Elmira Heights	248,505	0.3%	62
Village of Horseheads	166,000	0.2%	26
Town of Van Etten	211,590	0.2%	139
Town of Veteran	61,888	0.1%	19
Town of Catlin	38,772	0.1%	15
Town of Ashland	24,000	0.1%	12
Town of Erin	102,162	0.1%	49
Town of Horseheads	-	-	-
Town of Baldwin	-	-	-
Town of Chemung	-	-	-
Town of Southport	-	-	-
All Participants	\$ 98,826,149	100%	

From 2003 to 2007, the government of Chemung County's debt outstanding has decreased while the City of Elmira's debt level has increased. Combined per capita debt burdens (i.e., city/town/village debt per capita plus county debt per capita) are highest for City of Elmira residents at \$1,981 and Town of Big Flats residents at \$1,213 (combined county and municipality burdens). **(Table 15)** Statewide, per capita debt outstanding for New York State's local governments excluding New York City increased by 46 percent from \$2,051 to \$2,993.¹⁰

Debt Service

A popular way to measure the relative debt burden of a municipality is to look at what percentage of a municipality's overall expenditures is spent on paying off debt (principal and interest). **Table 15** contains all municipalities and how much they spent on paying off the interest and principal between 2003 and 2007.

All municipalities that held debt between 2003 and 2007 made payments on what they owed. These payments paid off interest that had accrued as well as a portion of the overall principal amount. Under this analysis between the years 2003 to 2007, the City of Elmira had the highest debt burden because they spent an average of 8.8% of their expenditures paying off debt, more than every other Chemung County government. The Towns of Big Flats and Erin spent 7.5% and 6.6% (respectively) of their annual average expenditures on debt payments over that time.

¹⁰ Office of the New York State Comptroller, Division of Local Government and School Accountability. *Layers of Debt: Trends and Implications for New York's Local Governments*. October 2007. Retrieved from <http://www.osc.state.ny.us> on December 12, 2008.

Table 15 – Debt Service, 2003-2007

Municipality	Cumulative Principal Paid	Cumulative Interest Paid	Average Annual Payments	% of Annual Average Expenditures
Chemung County	\$22,263,607	\$10,024,269	\$ 6,457,575	3.7%
City of Elmira	8,290,766	10,158,997	3,689,952	8.8%
Town of Big Flats	1,078,500	802,308	376,162	7.5%
Town of Elmira	500,700	76,921	155,524	4.6%
Town of Erin	227,083	14,527	48,322	6.6%
Town of Van Etten	216,375	25,287	48,322	5.1%
Village of Elmira Heights	202,825	54,855	51,536	1.8%
Town of Horseheads	166,000	47,014	42,603	1.2%
Town of Catlin	136,526	7,295	28,764	2.6%
Town of Veteran	118,324	9,372	25,539	2.3%
Town of Ashland	60,000	7,067	13,413	2.8%
Village of Horseheads	-	-	-	-
Town of Chemung	-	-	-	-
Town of Southport	-	-	-	-
Town of Baldwin	-	-	-	-
All Participants	\$ 33,260,706	\$21,227,912	\$10,937,712	-

Conclusions

From 2003 through 2007, debt burdens varied across municipalities. The towns of Horseheads, Chemung and Southport did not take on debt during a time when the City and County reported 93.5% of all debt outstanding as reported by municipalities. Levels of outstanding debt increased for the City of Elmira, the Village of Elmira Heights, the Town of Van Etten, and the Town of Veteran; all other municipalities reported decreasing debt burdens over that time.

REVENUES

Highway services are a core municipal service. In most cases, local governments, including those participating in this study, use all the revenue streams available to them to fund highway services. Property and sales taxes and other general tax or fee revenues, which are levied irrespective of highway usage, are the primary source of revenue used to support highway services. Other revenues are generated to specifically support highway services. For example, usage fees, charges for services delivered by highway or public works departments, and other revenue streams such as state and federal transportation aid are either deposited by municipalities directly into dedicated highway funds or allocated to highway projects.

In order to capture the general revenue generating capacity of participants and, where possible, the revenue streams dedicated to supporting highway services, the analysis below covers

revenue raised by type (general and transportation specific) over the most recent five year period of financial data available through, and prescribed by, the New York State Comptroller's Office.

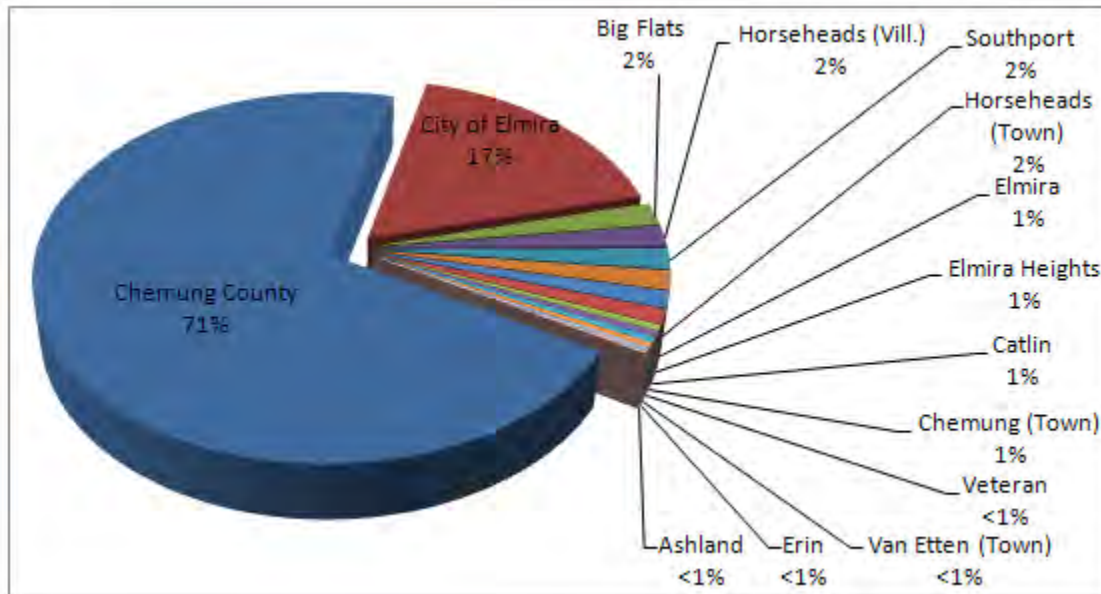
All Revenues

Chemung County municipalities reported \$1,175,623,091 in revenues from 2003 to 2007, an average of \$235,124,618.20 annually in that time (**Table 16**). During that time, Chemung County revenues accounted for 71% of the total (**Chart 3**). The City (17%), towns (9% percent) and villages (3.2%) reported the remainder of revenues. In addition, revenues increased for all municipalities from 2003 to 2007.

Table 16 – Cumulative Revenues, 2003-2007

Municipality	Total Revenues
Chemung County	\$ 828,423,082
City of Elmira	203,265,152
Town of Big Flats	22,744,088
Village of Horseheads	22,393,048
Town of Southport	21,001,440
Town of Horseheads	19,136,226
Town of Elmira	16,704,945
Village of Elmira Heights	14,721,963
Town of Catlin	5,904,951
Town of Chemung	5,554,463
Town of Veteran	5,447,489
Town of Van Etten	4,309,787
Town of Erin	3,525,518
Town of Ashland	2,490,939
Town of Baldwin	-
Total	\$ 1,175,623,091

Chart 3 –Revenues by Municipality as Percentage of Total, 2003-2007



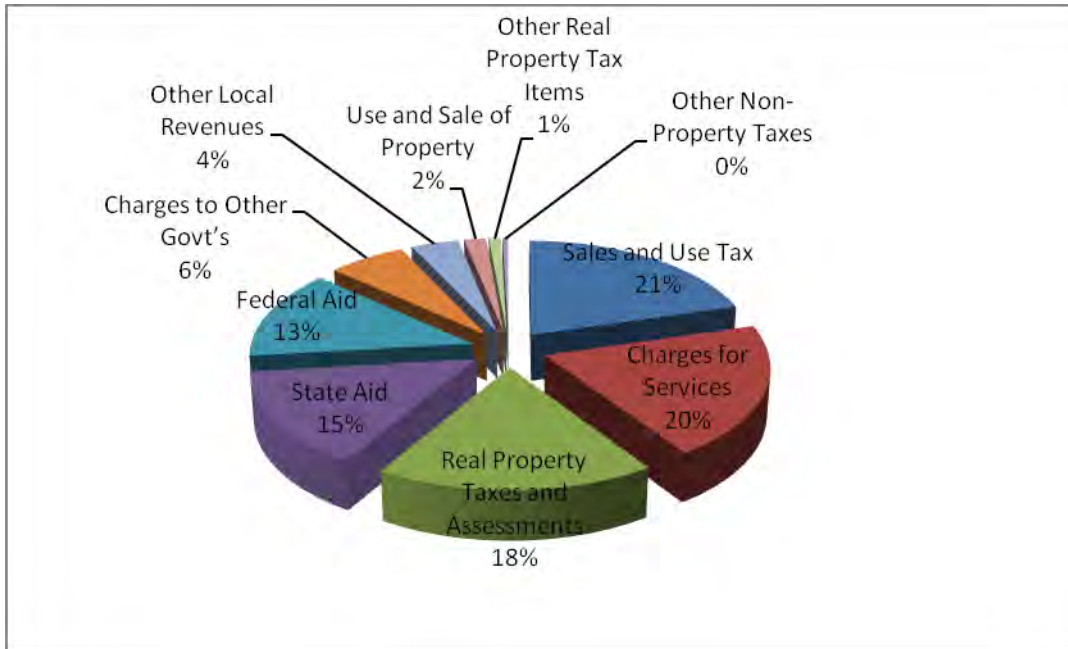
Revenue by Source

Local property taxes, sales taxes and other general tax or fee revenues are not only the primary sources of revenue for highway services, they are also the largest sources of revenue for Chemung County municipalities overall (**Table 17**). From 2003 to 2007, sales and property taxes generated nearly 40% of total revenue for local governments. State and federal aid, an important source of highway-specific revenues, totaled 28% of total revenues over the same time period (**Chart 4**).

Table 17 – Cumulative Revenues by Source, 2003- 2007

Category	Total Revenues
Sales and Use Tax	\$ 240,748,614
Charges for Services	236,283,189
Real Property Taxes and Assessments	212,466,024
State Aid	170,846,187
Federal Aid	157,693,560
Charges to Other Govt's	74,370,781
Other Local Revenues	45,454,607
Use and Sale of Property	20,644,455
Other Real Property Tax Items	11,446,183
Other Non-Property Taxes	5,484,128
Total	<u>\$1,175,437,728</u>

Chart 4 – Cumulative Revenues by Source as Percentages, 2003-2007



Overall, comparing revenues from fiscal year 2003 to revenues from fiscal year 2007, municipalities reported an increase in every revenue source (**Table 18**). Data reported from participants tells us that the largest increase in revenue categories stems from charges to other governments. Participants also reported revenue growth from state aid (16.6%), sales and use tax (16.4%), charges for services (15.6%), property taxes (15.7%), and, to a lesser extent, federal aid (9.1%).

Table 18 – Change in Total Revenues by Source, 2003 vs. 2007

Category	\$ Change	% Change
Charges to Other Govt's	15,429,271.00	266.5%
Sales and Use Tax	7,232,161.00	16.4%
Charges for Services	6,539,244.00	15.6%
Real Property Taxes and Assessments	5,836,854.00	15.7%
State Aid	5,175,761.00	16.6%
Federal Aid	2,675,324	9.1%
Other Real Property Tax Items	656,612.00	35.4%
Use and Sale of Property	642,725.00	19.2%
Other Local Revenues	537,863.00	5.25%
Other Non-Property Taxes	82,261.00	8.9%

Local Tax and Other Support for Highway Services

New York State Comptroller guidelines require counties and towns, not cities or villages, to maintain highway/road funds. Therefore, local tax and other revenues used to support highway services are accounted for in the general funds of most New York cities and villages and in the general and dedicated road/highway funds of all New York counties and cities. The following analysis presents sales and use tax and real property tax and assessments revenues for each municipality. It also, when possible, presents those revenues accounted for in dedicated highway/road funds and general revenues transfers into those funds.

Sales and Use Taxes

According to Chart 4, sales and use taxes were the largest single source of revenue for municipalities as a whole from 2003 to 2007. Chemung County reported \$151,528,873, the largest amount, but is one of the least reliant municipalities (18.3%) on these revenues (**Table 19**). The Town of Horseheads is most reliant on sales and use tax revenues at 58.6 percent.

Some municipalities rely more heavily on sales and use tax revenues than others. For example, the Town of Horseheads reported \$11,204,871 in sales and use tax revenues from 2003 through 2007 or 58.6% of their total revenues, more than any other municipality over that time, whereas the Village of Elmira Heights reported only 18% of their total revenues coming from sales and use taxes. Of governments, own governments rely more heavily on sales and use taxes than villages, the County, or the City.

Table 19 – Cumulative Sales and Use Tax Revenues, 2003-2007

Municipality	Sales and Use Tax Revenues	% of Reliance
Chemung County	\$ 151,528,873	18.3%
Elmira (City)	32,622,078	16.0%
Horseheads (Town)	11,204,871	58.6%
Southport (Town)	10,441,778	49.7%
Big Flats (Town)	7,085,761	31.2%
Elmira (Town)	6,407,767	38.4%
Horseheads (Vill.)	6,313,160	28.2%
Veteran (Town)	2,828,378	51.9%
Elmira Heights (Vill.)	2,648,026	18.0%
Chemung (Town)	2,612,711	47.0%
Catlin (Town)	2,590,778	43.9%
Erin (Town)	2,050,774	58.2%
Ashland (Town)	1,347,991	54.1%
Van Etten (Town)	1,065,668	24.7%
Baldwin (Town)	-	-
All Participants	\$ 240,748,614	20.5%

Real Property Tax and Assessments Revenues

Chemung County governments reported a cumulative total of \$212,466,024 in revenues from real property taxes and assessments from 2003 to 2007. The Chemung County government reported \$126,254,310 of real property tax and assessments revenues over that time, the most of any municipality, but again one of the least reliant municipalities on these revenues. (**Table 20**). Only the Town of Horseheads relied less on property taxes (13.6%) than the County (15.2%). The Town of Van Etten (43.5%), Town of Elmira (42.9%) and Village of Elmira Heights (42.0%) relied most heavily of all municipalities on property taxes during that time.

Table 20– Cumulative Real Property Tax and Assessments Revenues, 2003-2007

Municipality	Revenues	% of Reliance
Chemung County	\$ 126,254,310	15.2%
Elmira (City)	43,951,714	21.6%
Big Flats (Town)	8,047,344	35.4%
Elmira (Town)	7,168,465	42.9%
Elmira Heights (Vill.)	6,184,191	42.0%
Southport (Town)	5,844,590	27.8%
Horseheads (Vill.)	5,324,814	23.8%
Horseheads (Town)	2,602,330	13.6%
Catlin (Town)	2,090,260	35.4%
Van Etten (Town)	1,874,369	43.5%
Veteran (Town)	1,065,042	19.6%
Chemung (Town)	852,906	15.4%
Erin (Town)	660,508	18.73%
Ashland (Town)	545,181	21.9%
Baldwin (Town)	-	-
All Participants	\$ 212,466,024	18%

Interfund Transfers

Sales, property and other revenues support both highway and general local government activities, but are not always earned by or dedicated solely to highway funds when they are recognized. From 2003 through 2007, local governments transferred a cumulative total of \$21,006,980 in revenues reported in other funds into dedicated highway funds.¹¹ For example, Chemung County does not report property or sales tax revenues in its road fund, but has transferred \$18,427,836 into the road fund, much of which comes from the general fund where a majority of sales and property tax revenues are recognized (**Table 21**). Conversely, the Town of Catlin transferred \$300,000 out of its dedicated highway fund revenues to support the expenditures of other funds.

¹¹ Calculation excludes the towns of Baldwin, Erin, and Van Etten.

Table 21 – Municipalities Making Interfund Transfers – Highway Funds, 2003-2007¹²

Municipality	Transfers	\$ Change
Chemung County	\$ 18,427,836	\$ 725,743
Town of Southport	2,056,111	253,155
Town of Big Flats	389,000	61,000
Town of Elmira	318,453	5,241
Town of Chemung	115,580	60,000
Town of Catlin	(300,000)	(25,000)
Total	\$ 21,006,980	\$ 1,080,139

State Highway Aid

From 2003 to 2007, municipalities reported a cumulative total of \$170,846,187 in state aid received (15% of all revenues) across nine state aid categories.¹³ During the same period, state aid for transportation cumulatively totaled \$19,032,787 (**Table 22**).

Table 22 – State Aid – Transportation and Other, 2003-2007

	Total	State
Municipality	State Aid	Transport Aid
Chemung County	\$ 131,661,094	\$ 11,324,034
Elmira (City)	25,465,319	3,288,479
Horseheads (Town)	2,702,366	279,736
Big Flats (Town)	2,178,327	541,322
Southport (Town)	1,777,511	523,536
Horseheads (Vill.)	1,379,740	314,027
Elmira (Town)	1,341,654	290,022
Veteran (Town)	877,153	320,518
Catlin (Town)	780,698	462,090
Erin (Town)	619,438	385,420
Chemung (Town)	629,088	407,443
Elmira Heights (Vill.)	593,921	317,255
Van Etten (Town)	485,353	370,338
Ashland (Town)	354,525	208,567
Baldwin (Town)	-	-
Total	\$ 170,846,187	\$ 19,032,787

¹² Table excludes the towns of Baldwin, Erin, and Van Etten.

¹³ State aid categories include general government, education, public safety, health, transportation, social services, economic assistance and opportunity, culture and recreation and home and community.

Use and Sale of Property

General non-tax revenues, including the use and sale of local government property and interest earnings, support general government activities as well as highway-specific services. From 2003 to 2007, Chemung County governments reported \$20,644,455, or 1.75% of all revenues, from the use and sale of property (**Table 23**). Chemung County reported \$10,396,434 in use and sale of property revenues over that time. The Village of Elmira Heights reported more than double the reliance on use and sale of property revenues than the next highest municipality, primarily due to interest and earnings revenues reported in a special grant fund related to community development.

Table 23 – Cumulative Use and Sale of Property Revenues, 2003-2007

Municipality	Revenues	% of Reliance
Chemung County	\$ 10,396,434	1.3%
City of Elmira	5,310,616	2.6%
Village of Elmira Heights	1,303,990	8.9%
Town of Big Flats	963,302	4.2%
Town of Horseheads	628,854	3.3%
Town of Southport	577,990	2.8%
Town of Elmira	504,303	3.0%
Village of Horseheads	498,129	2.2%
Town of Van Etten	136,922	3%
Town of Chemung	136,094	2.5%
Town of Catlin	111,545	1.9%
Town of Ashland	28,278	1.1%
Town of Erin	28,176	0.7%
Town of Veteran	19,822	0.4%
Town of Baldwin	-	-
Total	\$ 20,644,455	1.75%

Charges for Highway Services

Charges for highway services include departmental revenues received for projects or services rendered to all parties, not including other governments. Chemung County municipalities reported \$236,222,511 in revenues for services from 2003 to 2007. Only \$12,401,042 came from charges for transportation services (**Table 24**).¹⁴ However, public works transportation charges accounted for only \$110,128. County and city transportation charges for activities other than public works come primarily from county bus and airport operations and city parking fees.

¹⁴ Other categories of charges for services include fees for community services, culture and recreation, economic development, general government, health, public safety, sanitation, social services and utilities.

Table 24 – Charges for Services – Highway and Other, 2003-2007

Municipality	Charges for Services	Transportation Charges
Chemung County	\$ 168,388,371	\$ 11,111,901
City of Elmira	57,556,484	1,242,751
Village of Horseheads	4,768,656	18,125
Town of Big Flats	2,885,744	-
Town of Southport	758,887	28,265
Village of Elmira Heights	724,822	-
Town of Horseheads	555,782	-
Town of Elmira	305,057	-
Town of Catlin	170,907	-
Town of Veteran	49,667	-
Town of Chemung	32,652	-
Town of Van Etten	31,062	-
Town of Erin	29,616	-
Town of Ashland	25,482	-
Town of Baldwin	-	-
Total	\$236,283,189	\$ 12,401,042

Conclusions

From 2003 to 2007, highway services provided by governments were supported primarily by:

- sales and use taxes;
- real property taxes and assessments; and
- state aid.

These three revenue sources together accounted for 49.4% of Chemung County revenues, 50.2% of the City of Elmira's revenues, 84.3% of town revenues, and 60.4% of village revenues. The CHIPS program was an important source of revenue for all municipalities. Chemung County and the City of Elmira were the primary beneficiaries of federal transportation aid. Other revenues, such as those from the use and sale of property, charges for services and charges to other governments provided lesser amounts of support for highway services.

Appendix E: Discussion of Alternative Models

MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)
FROM: Laberge Group
DATE: March 5, 2010
RE: Chemung County Highway Services Study, Discussion of Alternatives

Preliminary Alternative Models of Highway Service Delivery

After a thorough review of all aspects of the local highway departments in Chemung County, the consultant team presented the Highway Services Board (HSB) with a list of preliminary alternative models of service delivery for consideration. The preliminary alternatives were built upon case studies of highway service models that had proven effective in other municipalities across the state, as well as consultant expertise. The following is a brief summary of the seven preliminary alternative models of highway service delivery:

- **Alternative 1: Null or Status Quo:** Individual municipal highway departments would continue to provide highway services separately and informal sharing would continue as needed.
- **Alternative 2: Decentralization:** The City, towns and villages would maintain all local and county roads within their boundaries and the county would provide technical assistance to the municipalities. This model was considered to be similar to the highway service delivery models utilized in Jefferson County and Monroe County, New York.
- **Alternative 3: Full Consolidation:** All highway departments would merge into a countywide agency and all local staff would become county employees. Strategically located satellite facilities would be maintained throughout Chemung County. All highway services would be provided countywide in a coordinated fashion.
- **Alternative 4: Centralization:** Chemung County would provide common, specialized services to all municipalities within the county.
- **Alternative 5: Centralization/Decentralization:** Chemung County would provide common, specialized services to all municipalities within the county. Municipalities would hire the county to provide additional specialized services on a contract basis, similar to the St. Lawrence County, New York model. The localities would provide day-to-day maintenance services on local and county roads.

- **Alternative 6: Central Core Consolidation:** Chemung County, the City of Elmira, the Town of Elmira, the Village of Elmira Heights, the Town of Horseheads, and the Village of Horseheads would consolidate all highway services. All other municipalities within Chemung County would maintain the status quo.
- **Alternative 7: Centralization/Decentralization with Rural Districts:** This is the same basic concept as Alternative 5, except that neighboring communities would functionally consolidate to provide highway services in a more coordinated fashion to larger/regional districts.

Following the presentation of the preliminary alternative models, the HSB discussed the pros and cons of each alternative, and unanimously agreed that the taxpayers would not benefit from maintaining the status quo. Both the Full Consolidation and Full Decentralization alternatives were also met with scepticism by the majority of rural municipality representatives. However, some HSB members pointed out the benefits of a scaled down version of the Decentralized model, citing some issues with the potential need for additional trained equipment operators and equipment, but noting the merits of allowing the county to specialize in technical matters, while delegating certain highway services to the localities. Representatives of Chemung County, the Town of Horseheads, Town of Elmira, Village of Horseheads, and Village of Elmira Heights expressed interest in working together to develop an alternative scenario that was beneficial to all involved parties. In sum, the HSB was more supportive of a hybrid model which would retain some components of the Central Core Consolidation, Centralization and Decentralization models. HSB members believed that significant progress had already been made towards making this type of model a reality given that certain specialized services and equipment are already shared countywide on a semi-regular basis.

Based on discussions with stakeholders on a number of occasions, the consultant team reviewed Alternatives 1, 2, and 3, and further developed a hybrid by blending certain elements of Alternatives 4 through 7 which had received the most positive feedback. The advantages and disadvantages of the alternative models were further identified through consultation with highway superintendents and the examination of case studies from other communities where available. Additional HSB meetings revealed that the hybrid model was the most favorable alternative, forming the basis for the Recommended Model. The following pages outline the advantages and disadvantages of each alternative model and provide a description of the Recommended Model.

Advantages and Disadvantages of the Null Alternative

Currently, all highway departments in Chemung County provide highway services separately but share certain services, equipment, and personnel where necessary or advantageous. The *Null Alternative* proposes that Chemung County highway departments continue to operate independently and share certain services where needed informally or formally where appropriate.

Advantages

Local control of highway service provision is a critical factor that supports the continuation of the status quo. At present, local property tax revenue is the primary revenue source for funding highway services. Local Highway Superintendents and chief elected officials have the ability to prioritize local projects and services as they see fit. Residents are aware of what services they receive and how much they pay for them. Local

highway departments can also be held directly accountable for the services provided within each municipality. Another clear advantage of the current model relates to response time to local highway needs, and the reduced cost of deploying equipment and personnel from local facilities. A countywide approach to highway services would assess priorities differently and theoretically, would have decreased response time to local needs since services would be provided from a centrally located facility.

Currently, the local Highway Departments have established good working relationships with one another, sharing specialized equipment and operators with specialized skills throughout the year. The departments cooperate extensively, informally sharing human resources and equipment when needed to efficiently perform summer paving and other specialized tasks. In the case of winter road maintenance, the departments sometimes swap the plowing of small segments of roads to enable both parties to avoid the additional expense of servicing roads that cross municipal boundaries, but are awkward to reach from their established plowing routes.

Disadvantages

While local control and accountability are important, there are many disadvantages associated with the current system. Although some see local control and prioritization of highway services as an advantage, it can also be considered a disadvantage. Central control of highway functions would allow for increased communication and coordination of personnel and equipment countywide. Instead of being based on political boundaries, services could be assessed and prioritized based regional needs.

At present, there are nine highway garages, including the NYSDOT highway garage/salt shed, located within a six-mile radius of one another, all performing similar, and in some cases, the same, functions for different jurisdictions. County highway workers travel for distances up to 30 minutes to perform services on county-owned roadways in the towns and villages, increasing the cost of deploying equipment and personnel. In cases where facilities are closely located to one another, the communities could mutually benefit from consolidating facilities instead of upgrading each individual facility, saving rehabilitation and construction costs as well as annual operating and maintenance costs. Local highway workers travel on county roads to serve their own jurisdiction, in some cases leading to costly deadheading during snow and ice season. Users of the road network are generally not aware of the fact that they are traveling on a county or locally-owned road, thinking of it as one seamless network. Problems on county roadways within the localities are often identified by local residents or local employees who travel the roads frequently. So long as the transportation network is maintained and the roads are passable, commuters are generally satisfied, regardless of who is providing the services.

Another issue with the current system is that the lack of highway staff and equipment in some of the more rural communities, which minimizes their effectiveness and ability to be productive. Large maintenance projects often require more staff than locally available. These communities must either contract the work out privately or share the staff of a neighboring community. The informal system of sharing of equipment and personnel between highway departments that exists in Chemung County does not always result in an equal exchange of services for all communities. Due to the lack of a formal shared services tracking system in Chemung County, there is no clear evidence that the exchange of highway services between communities is balanced. The lack of a formal, uniform tracking system for shared services could represent a disservice to

taxpayers who have the right to know if they are in any way subsidizing the highway services of another community.

The current budgeting and cost accounting practices have resulted in an inaccurate perception of the true cost of providing specific highway services. As previously highlighted in the *Chemung County Winter Road Maintenance Assessment*, “current budgeting and cost accounting practices make it difficult to compare the cost of service provision from one municipality or one practice to another.”¹ In many cases, if a service is provided in-house, only the cost of materials is factored into the actual service cost. The cost of personnel, equipment, and facilities needed for the service may be factored into many different budget lines. Therefore, figures for the actual service cost provided in financial records do not reflect the actual or approximate personnel, equipment, and facilities costs associated with specific highway tasks. The lack of comparable data necessary to accurately evaluate and compare actual service costs limits the communities’ ability to recognize inefficiencies and identify areas where different practices may lead to cost savings or service improvements.

In the same vein, equipment utilization is also generally not tracked under the current system of highway service provision. Therefore, it is difficult to determine whether it is more cost effective for a highway department to lease, rent, borrow, purchase jointly, or purchase individually a new piece of equipment. In addition, equipment in the current inventory is purchased from a wide variety of manufacturers. The lack of standardized equipment across the county makes it more difficult to provide standardized training to equipment operators and mechanics.

Advantages and Disadvantages of the Full Consolidation Alternative

Under the *Full Consolidation Alternative*, all municipal highway service departments would transfer highway services to Chemung County, essentially merging the highway departments in to one countywide agency. All local staff will become county employees and each locality would have a representative on a Highway Services Board. The Highway Services Board would have full control of all assets. The Highway Services Board would maintain certain strategically located facilities to serve as satellite facilities during snow and ice season or for other appropriate highway-related purposes. Some facilities that are too expensive to bring up to code and are unnecessary would be closed. Equipment, computers, procedures and policies would be standardized.

Advantages

The greatest advantage of the *Full Consolidation Alternative* is the increased coordination of services, personnel, equipment, and facilities. Road projects and services would be prioritized by what serves the greater good of the county road network as a whole, rather than what is best for the road network in a specific locality. Bidding for paving, road repair projects, construction materials, equipment and maintenance could be coordinated in order to get the lowest bid. The purchase of equipment by a single entity could reduce duplication of specialized equipment, result in greater efficiency, and potentially decrease insurance and liability costs since one government would insure all resources. A winter maintenance plan could be implemented that prioritizes service to primary and secondary routes based on volume and need. In addition,

¹ Hattery, Michael. *Chemung County Winter Road Maintenance: Final Report* (Cornell University, 2005).

the specifications for urban and rural roads would be standardized with county engineering staff providing technical assistance in highway construction maintenance projects.

All communities could mutually benefit from consolidating facilities instead of upgrading each individual facility, saving rehabilitation and construction costs as well as annual operating and maintenance costs. The coordination of facilities could also save money by retiring highway facilities that are in poor condition or are superfluous. Many of the local highway departments that are already in existence could be upgraded and used as substations and storage facilities. Satellite facility locations would be based on what geographically makes sense rather than political boundaries, allowing staff to cut costs on gas expenses and vehicle maintenance.

Another benefit of the *Full Consolidation Alternative* is the provision of standardized services countywide. Standardized policies and procedures could be established countywide to ensure consistent service provision, job training, and safety procedures. The purchase of standardized equipment would also allow for standardized training to equipment operators and mechanics. Standardization of traffic control signs would also create consistency throughout the county and allow the provision of signage in-house.

The larger pool of personnel would allow for specialization and increased efficiency. It would also be more feasible to complete large projects that require specialized skills in-house. In addition, fewer supervisory positions would be required if the highway departments consolidated.

Disadvantages

The greatest disadvantage of the *Full Consolidation Alternative* is the perceived loss of local control and accountability as well as the potential increased cost of service provision. Under this model, localities would no longer have direct control over the personnel that provide their highway, or the ability to directly control the prioritization or budgeting for highway maintenance within their own municipal boundaries. In addition, general or emergency response time to local events could be decreased if equipment is not available and if the situation is not properly managed and prioritized. Issues that are important to specific localities that are not seen as important in the grand scheme of things might be disregarded under the consolidated model. In addition, local government systems which are fragmented and de-concentrated are generally associated with lower spending and greater efficiency.²

Accompanied by the loss of local control is the loss of local accountability. Given that local tax dollars for highway services would be transferred to the county for the provision of highway services countywide, residents would have a lessened sense of the services they directly receive and how much they pay for them. According to *Government Efficiency in New York: A Comparative Analysis*, “consolidating local governments detaches people from their local governments, marginalizing citizens’ influence on their immediate surroundings.” Diseconomies of scale can also occur when leaders become removed from day-to-day contact with residents, which may decrease incentives to cut costs or reduce spending.³ Consolidation of local government services often expands the services provided by a particular local government and forces them upon a larger geographic area without regard to whether those services or level of service are desired or

² Pineda, Chris. City-County Consolidation & Diseconomies of Scale (Government Innovators Network, 2009).

³ Pineda, Chris.

needed with in the larger geographic area. This increased spending, making the larger, consolidated local government less efficient.⁴

In addition, the *Full Consolidation Alternative* will likely increase the cost of service provision in the early stages. In order to implement this model, labor contracts would need to be harmonized countywide. Harmonization of differing labor contracts tend to incorporate the highest compensation rates and least productive work rules. Incorporating the highest compensation and the most liberal labor practices into a single agreement that applies to a larger workforce will lead to increased personnel costs for the consolidated unit.⁵ The increase in personnel costs will become ongoing expenditures.

Even seemingly advantageous aspects of the *Full Consolidation Alternative*, such as reducing duplicative personnel could potentially have hidden costs. For example, when a highway superintendent position has been eliminated, a new employee would need to be hired to fill in for the superintendent's working duties. The new position could be eligible for overtime and other contractual, or agreed benefits normally afforded to only general highway workers which are paid hourly versus salaried.⁶ Eliminating any elected highway superintendent position also has legal considerations which could require additional costs. In addition, reducing cost by closing facilities may be problematic to communities that house other public works services out of the local facilities, such as water, sewer and buildings and grounds.

Consolidating services may also require one-time operating and capital expenses. These costs include merging and upgrading computer systems and consulting fees to resolve rules and regulations.⁷ The county would also have to absorb the debt of local equipment purchases or purchase equipment that localities have already paid off.

Advantages and Disadvantages of the Full Decentralization Alternative

Under the *Full Decentralized Alternative*, individual municipalities would maintain all local and county roads within their respective boundaries. Through this model, local government entities would be retained to provide services desired by local communities, while the county government would deliver services that are common to governments throughout the area and can most efficiently and effectively be provided by a single, countywide entity.⁸ Theoretically, the county would no longer need to provide basic highway services and therefore, a major benefit would be that county staff could focus on providing technical assistance in specialized fields, such as engineering, project management, and grant writing to all municipalities. County staff would be comprised primarily of supervisors, transportation engineers, highway engineers, contract/grant management staff and other highway service professionals.

Similar to the working model of decentralization in Monroe County, New York, the County DPW would contract with local highway departments for routine summer and winter maintenance and repair of county

⁴ Cox, Wendell. Government Efficiency in New York: A Comparative Analysis (Talk of the Towns, 2008).

⁵ Cox, Wendell.

⁶ Gontier, J. Pierre. NYS Commission of Local Government Efficiency & Competitiveness Re: Consolidation Services.

⁷ Pineda, Chris.

⁸ Cooperate, Collaborate, Consolidate: Options for Local Government in Monroe County (Center for Government Research, 2003).

roads. Contractual agreements for highway maintenance functions would be individually negotiated, through discussions among county staff and town highway personnel regarding the details of route changes and possible equipment, manpower and materials arrangements. Once preliminary details have been worked out, both the county and local highway departments would approach their respective governing boards for the development of an appropriate agreement on the potential transfer of certain road maintenance duties.

Advantages

One of the major advantages of providing highway services in a decentralized system is that city, town, and village governments can continue to govern highway services by home rule. In contrast to a centralized system where the county would prioritize road projects based on countywide need, localities would be able to retain control of their roads and prioritize projects as they see fit. Residents would be able to determine what services they receive and know exactly how much they pay for them.

Another advantage of the decentralized provision of highway services is increased efficiency through specialization on the county level and the strategic placement of assets. Under a decentralized system, the county will be able to specialize in providing technical assistance to the localities, eliminating the local need to hire outside private sector consultants for technical assistance.⁹ In Jefferson County, New York, contracting out highway work to localities has allowed them to downsize their workforce and equipment inventory. Over the past 25 years, the workforce has been reduced by 20 positions and overtime costs have been reduced from \$90,000 to \$30,000 at the county level. The savings in Jefferson County did not happen all at once; in fact, terms of the contractual agreements with the towns were adjusted annually to ensure that each party was satisfied with the term.

While the savings at the county-level are impressive, it is important to note that under a decentralized system, the localities will need larger crews, equipment inventories, and budgets in order to accommodate a larger workload. In Jefferson County, 1/3 of the county highway budget is returned to the towns through contracts for road projects and maintenance activities on county roads. The arrangement has helped to build better staffed town highway departments and has increased the level of town financial resources. Jefferson County has also increased shift work during winter months to reduced overtime hours to achieve a cost savings.

Another benefit of the decentralized model is the learning environment that is fostered when trained technical staff persons collaborate with local field staff. By working together on road projects, field staff can learn from the technical staff and the technical staff can learn about local operating and application issues. According to the Jefferson Case Study, “contracting out county highway work improves the overall maintenance system and helps the county effectively transmit technical expertise in design and road building to town highway personnel.”¹⁰ In addition, “by working directly with town employees, county technical expertise can be used to give ‘on the job training’ and expand the kinds of work that town crews attempt and accomplish.”¹¹ This system provides improved on-site training and assistance to improve the capacity of town highway departments.

⁹ Cooperate, Collaborate, Consolidate: Options for Local Government in Monroe County.

¹⁰ Hattery, Michael. Jefferson County: Contracting with Towns for Major Improvements (Cornell University, 1996).

¹¹ Hattery, Michael, Jefferson County 9.

A final benefit of the decentralized model is the strategic placement of assets. Under a centralized model, some satellite facilities would be closed in order to create a larger central facility to house countywide highway services. Under a decentralized model, equipment and personnel are already in place at town and village facilities throughout the county. Contracting basic road services to towns has deployment advantages due to the proximity of town garages to county road mileage. It is assumed that the difference in getting manpower, equipment, and materials to the job site results in significant savings (Jefferson County). In addition, problems on county roadways within the towns are spotted earliest by town employees that travel the roads frequently. Relocating certain county staff to satellite town facilities can also be seen as an advantage leading to cost savings. In Jefferson County, it is estimated that \$160,000 per year was spent getting county crews out to the field. Having staff already in the field can result in time and transportation savings. Housing county staff in town facilities can also reduce operating costs locally since the county would now contribute staff time. The size of the county facilities could also be reduced when the time comes to replace the existing buildings, decreasing facilities costs. Co-location also increases joint and cooperative opportunities leading to further cost savings.¹²

Disadvantages

While there are many advantages of the decentralized model, there are also many disadvantages that must also be considered. The first is that some communities do not have the personnel, equipment, or facilities capacity to absorb the maintenance of county roads within their boundaries. In addition, localities may incur excess equipment wear-and-tear by taking on additional county road mileage. Wear-and-tear can be difficult to quantify and may not be appropriately factored into the county reimbursement of the localities. Both of these issues, however, can be addressed through negotiation of individual contracts with the county. This could mean that certain localities would be willing to provide only certain services for the county, or that and the county would provide materials, vehicles, and equipment for the projects with the localities in order to make the arrangement work best for each entity. Liability issues that may also arise if an incident occurs while plowing county roads would also need to be addressed in the contracts.

A second disadvantage of the decentralized model is the possibility of “stitching”. Stitching refers to the action of plowing a portion of a main road, then turning off to plow a side road, leaving the main road plowed in pieces.¹³ Stitching is undesirable for safety reasons, since these roads often carry large volumes of traffic. This issue can be resolved, however, by designing a well coordinated system for winter road maintenance. The *Chemung County Winter Road Maintenance Assessment* states that while stitching and the total time it would take for local staff to complete its plow routes could increase as a result of decentralization, the issue of deadheading is the more critical cost variable in assessing opportunities for contracting with towns.¹⁴

¹² Hattery, Michael, Jefferson County 8.

¹³ Hattery, Michael. Chemung County Winter Road Maintenance Assessment (Cornell University, 2005) 3.

¹⁴ Hattery, Michael. Chemung County Winter Road Maintenance Assessment 3.

Advantages and Disadvantages of the Hybrid Alternative (Recommended Model)

Under the *Hybrid Alternative*, highway services would be separated into three components. Each of the three components can be implemented gradually in phases; however, the greatest efficiencies will ultimately be realized through the implementation of all three components:

Component 1 - Consolidated Urban Highway Services Area: The integration of highway services between Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira, working toward a long term goal of forming a unified Consolidated Urban Highway Services Area (CUHSA).

Component 2 - Centralized Services: A means of providing certain common and specialized highway services at the county level to separate municipalities, capitalizing on the benefits of a larger scale service delivery

Component 3 - Decentralized Services: The transfer of routine winter and/or summer maintenance and repair duties from the county to the localities to improve coordination of local road maintenance.

The greatest advantage of the Hybrid Alternative is that it maximizes the advantages of the preliminary models while deemphasizing the disadvantages. The descriptions below demonstrate how each component builds upon the positive aspects of the preliminary alternatives and attempts to downplay the disadvantages.

Advantages

Component 1 – Consolidated Urban Highway Services Area

Component 1 – Consolidated Urban Highway Services Area builds upon the positive aspects of Alternatives 3 (full consolidation), except it is focused on the “functional consolidation” of highway services in the urban services area alone. *Component 1* is similar to Alternative 6, except that it goes a step further to combine the efficiencies realized with the added benefits of certain aspects of centralization and decentralization, *components 2 and 3* of the Hybrid Alternative. The goal of *Component 1* is to have one municipality provide highway services for a larger region, rather than have such services provided at numerous locations throughout the region. Functional consolidation of highway services is a frequently used strategy for reorganization of service delivery because it enables a region to spend less on capital and equipment by pooling together their assets, reducing payroll spending, and reducing spending on facilities and infrastructure by getting better use and utilization out of less property. It involves discontinuing the provision of services at one or more municipalities as another municipality absorbs the necessary assets to provide highway services. Savings under the consolidated model are achieved through reductions in spending in three key areas: facilities, equipment, and personnel.

One of the advantages cited for Alternative 3 (full consolidation) was the increased coordination of services, personnel, equipment, and facilities countywide. Rather than recommending countywide consolidation of highway services, *Component 1* recommends that assets and services be coordinated where it geographically and functionally makes sense. For example, in the CUHSA, there are currently nine highway garages located within a six-mile radius of one another, all performing similar, and in some cases the same functions but for

different jurisdictions. The proximity of facilities provides many opportunities for sharing existing facilities that are geographically central and overlapping with one another, as well as opportunities for coordination and communication when providing shared services.

Consolidating the workforce between the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira will expand the expertise of the labor force working seamlessly with a unique skill set to provide services for the benefit of the “urban services area” and the county. The Highway/DPW staff will work closely in prioritizing the service needs of the urbanized area and planning for major transportation network improvements that impact the localities and the county as a whole.

Component 2 – Centralized Services

Component 2 – Centralized Services builds upon the positive aspects of Alternative 4. The goal of centralized services is to achieve economies of scale in areas that are highly standardized, and require high levels of expertise and specialty equipment, capitalizing on the benefits of a larger scale service delivery. Economies of scale will be recognized through the use of already trained and certified staff and specialized equipment that is already owned, but often underutilized. *Component 2* of the Hybrid Alternative takes Alternative 4 a step further by combining it with the consolidation of the CUHSA and the decentralization of highway services. Under centralization, Chemung County will provide certain services to all municipalities on an “as-needed” basis and the recipients of the services may be viewed as “customers”. *Component 2* hinges on the assumption that the county can provide contractual services for less than a private contractor. The fiscal analysis of this Study showed that contractual expenditures were the most significant type of expenditure amongst Chemung County municipalities between 2004 and 2008. Most localities utilize private contractors for services such as guiderail maintenance and pavement marking. Under the added scale and leverage of the Hybrid Alternative, it is likely that highway services currently contracted out could be more cost effectively delivered in-house. The rationale for expanding certain services on a countywide level is described in **Appendix J**.

Economies of scale can also be realized through the purchase of specialized equipment. There are instances in Chemung County where individual municipalities need to purchase expensive specialized highway equipment that is lightly used or idle throughout most of its useful life. Whether stored inside a building or outside in a lot, an idled vehicle deteriorates through non-use, and is subject to rust, corrosion, cannibalization and lack of preventive maintenance. Often municipalities can maximize the useful life of a piece of equipment and get more “bang-for-their-buck” if it is purchased jointly and scheduled accordingly with an intermunicipal agreement. Rotating the use of spare vehicles through a motor pool keeps spares reliable longer and more cost effective.¹⁵

Component 3 – Decentralized Services

Component 3 – Decentralized Services builds upon the positive aspects of Alternative 2. The goal of *Component 3* is to reduce the county tax levy by transferring routine winter and/or summer maintenance and repair duties from the County to the localities in cases where the county’s total expenditures under negotiated service level agreements with the municipalities would be less than their total expenditures, and where the

¹⁵ Dolch, John. Spares Work Best in Motor Pools (Government Fleet, 2009) 34-35.

negotiated price for the services exceeds the cost to the municipalities. Under these conditions, the municipalities would also “profit” by delivering the services for less than what is charged to the county. Based on data collected from the municipalities on expenditures per centerline mile, notwithstanding certain qualitative factors such as service level and responsiveness, the local municipalities deliver highway services more inexpensively than the county, which indicates the potential for more efficient service delivery under decentralization. *Component 3* has the same advantages as described in Alternative 2; however, it takes Alternative 2 a step further by combining it with the consolidation of the CUHSA and the centralization of highway services. Based upon feedback received from the local Highway Superintendents and other department heads, there is consensus that the concept of transferring the responsibility of maintenance of all county-owned centerline miles within their boundaries to local highway departments will require close consideration of a large number of factors. These factors include, but are not limited, to the potential need for additional trained equipment operators, the consideration of the different local and county road surfaces that require different trucks with different de-icing materials for winter maintenance, as well as different training needs for other road maintenance duties. These issues can be resolved through the negotiation of individual Intermunicipal Agreements (IMA) between Chemung County and interested local municipalities.

Disadvantages

Component 1 – Consolidated Urban Highway Services Area

One of the greatest disadvantages cited for Alternative 3 was that if highway services were centralized countywide, local control and accountability could be compromised. *Component 1* of the Hybrid Model ensures that under the consolidated model of the CUHSA, the County Commissioner of Public Works will still be accountable to each participating municipality’s elected official. During the transitional phase, each locality will retain a local DPW/Highway Superintendent on staff as a point of local contact that will coordinate with the Chemung County Commissioner of Public Works. In addition, each locality will be represented by a sub-committee of the Municipal Highway Services Board, known as the Consolidated Urban Highway Services Board (CUHSB) with a delegate of each participating municipality. Meetings of the CUHSB will provide opportunities for discussion of local issues and brainstorming solutions with the Chemung County Commissioner of Public Works. In addition, emergency response time should not be impacted heavily due to the proximity of the municipalities within the CUHSA.

Component 2 – Centralized Services

The greatest disadvantage of *Component 2* may be the one-time operating costs and capital expenses associated with purchasing specialized equipment for the motor pool. If acquiring the specialty equipment from participating municipalities, the county would have to absorb the debt of local equipment purchases or purchase equipment that localities have already paid off.

Component 3 – Decentralized Services

The greatest disadvantage cited in Alternative C is the perceived lack of capacity for the localities to take on additional county road mileage in terms of personnel, equipment, and facilities. These issues, however, will be addressed through negotiation of individual contracts with the county. Another disadvantage, stitching, will also be addressed through an increased coordination of plow routes countywide.

Appendix F: Discussion of Institutional Arrangements



MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)
FROM: University at Buffalo Regional Institute
DATE: January 14, 2010
RE: Discussion of Institutional Arrangements¹

Special-purpose governments are not policy-neutral substitutes for general-purpose governments. Institutional choices matter. Decision-makers debating new institutional arrangements for the new model of highway service delivery in Chemung County should consider two questions:

1. What attributes distinguish special and general-purpose governments from one another; and
2. How do those distinctive attributes facilitate service delivery goals?

There are generally six attributes that distinguish special-purpose governments from general-purpose governments:

1. functional specialization;
2. geographic flexibility;
3. political visibility
4. financial flexibility;
5. administrative flexibility; and
6. planning and land use control.

Each attribute has several potential results of institutional choices. The potential results of each attribute – essentially tradeoffs between special-purpose and general-purpose government service delivery – are discussed below and are then examined in light of project service delivery goals.

¹ Foster, Kathryn A. *The Political Economy of Special-Purpose Government*. Georgetown University Press, Washington, D.C. 1997.

Functional Specialization

As the name implies, special-purpose governments (i.e. special districts) deliver special or distinct services. General-purpose governments (i.e. county, city, town and village governments) provide a range of services. There are four distinct potential implications of this attribute.

First, functional specialization may hamper coordination of the planning, financing and delivery of services in a metro area, frustrating the ability of general governments to “rob Peter to pay Paul” when events require a redistribution of funds. Functional specialization can also make it difficult for special districts to respond to external threats because of their unique, often mono-service focus. Second, special district service delivery may allow for safeguarding of resources when other general government resources are constrained. Third, specialization may allow governments to achieve efficiencies in service delivery by carefully tailoring service provision to consumer preferences. Fourth, specialization may allow governments to escape collective funding of services that require different levels of resources within and across municipal boundaries.

Geographic Flexibility

General government boundaries are often rigid while special district boundaries can transcend municipal borders to capture economies of scale and service delivery areas not currently served by one general-purpose government. Therefore, special districts are more geographically flexible as they can be set up to include all or part of many municipalities and allow for redistribution of resources across municipal lines. The implications of geographic adaptability are twofold – it facilitates efficiency and enables redistribution. Geographically flexible units can be carefully crafted to realize economies of scale that result from a range of service that could not be achieved by one general-purpose government. Special districts can also be geographically crafted, depending on the service, to meet the principle of fiscal equivalence – the condition whereby those who pay for a service receive what they are paying for and those who don’t pay don’t benefit.

Political Visibility

General governments tend to be more highly visible as they play central civic roles and delivery a multitude of services to a community. Special districts often have technical, focused functions with lower political visibility. The business of general-purpose governments is also carried out in a more high profile fashion. Meetings tend to be more frequent, more publicized and cover a wider range of topics than special district meetings. Political visibility has mixed implications for service delivery. Political visibility is a handmaiden to accountability and responsiveness, which can be a staple of project delay, service compromise and political stalemate, but also better incorporate the citizen voice and ward off corruption. With lower political visibility special districts may be less responsive and more subject to misuse of public funds as they are more hidden from the public eye, but also may be able to cut through political standoffs and implement programs without maddening delays.

Financial Flexibility

Both general governments and special districts are subject to state fiscal limitations on taxing and borrowing, but special-purpose governments typically have fewer and less severe fiscal constraints. There are three important implications of financial flexibility. First, governments faced with restrictions on

revenue raising may fall short of meeting citizen service needs or demands if they can't raise enough funding to meet those demands. Special districts may have a rosier fiscal picture in part due to the milder restrictions placed on revenue generation, but also because of their lower political visibility, geographic flexibility and functional flexibility. On the contrary, the multitude of services provided by general-purpose governments allows for greater flexibility to meet different service demands that rise and fall over time. Second, the tighter restrictions placed on general governments may reflect citizen preferences for taxing limits and thereby, in the creation of a special district that circumvents those preferences, undermine the public's desired balance of costs. Third, special districts are often used to circumvent citizen approval mechanisms when a general-purpose government is running out of project financing options. For example, special districts often have an exemption from voter approval of revenue bond issues, an exemption that provides special districts with freedoms that may result in increased government revenues and spending. Even when this is not the stated goal or the situation in practice, the potential for doing so is often a sticking point for public support and the legitimacy necessary for appropriate service delivery.

Administrative Flexibility

As with financial flexibility, administrative flexibility is often greater for special districts than general governments. General government administrative procedures are cumbersome for a reason – to achieve the twin goals of responsiveness and accountability. Administrative procedures designed to enhance government accountability and ensure more standardized reactions to public requests are designed to protect and enhance public trust in government. However, governments with more procedures may get the job done more slowly than special districts that typically have more administrative flexibility and are subject to fewer restrictions. Despite having an edge in speed and flexibility, without administrative procedures and public trust, special districts are more open to the real and perceived influence of special interests.

Planning and Land Use Control

When it comes to home rule and police powers, general governments have broader policy-making powers than special districts such as land use control and development incentives. The primary implication of these powers is that general-purpose governments typically direct the development of the physical and social environment. The dichotomy between control and impact becomes greater when special-purpose governments are in charge of building a new sewer line or road and general-purpose governments are responsible for development policies that impact the need for a sewer line or road. As a result, the planning, financing and delivery of development-related services in a metro area can become more complicated, fragmented and difficult to coordinate.

In summary, institutional choices matter. However, the way in which they matter is complex and nuanced and depends on service delivery goals. To answer the second question – how the distinctive attributes of special districts facilitate service delivery goals – we must first examine the fiscal implications of special district formation. Then, the attributes discussed above can be presented in light of the service delivery goals of the new model proposed for highway service delivery in Chemung County – to reduce taxes and maintain or enhance the level of highway services.

Fiscal Impacts

Across metropolitan areas, those that rely more on special districts for service delivery rather than general-purpose governments spend more tax dollars per capita. The institutional attributes of special districts are likely sources of higher per capita public spending. Special districts often have greater financial flexibility and fewer tax and spending limits, lower political visibility and greater functional and institutional specialization – attributes that may drive higher spending.

Not all special districts are created equal. There are many different types and arrangements of special districts that have different institutional attributes. As a result, the type of special district (i.e. transportation authorities, libraries, sewer, water) and how it interacts with other districts and general-purpose governments results in different per capita spending outcomes. Special districts can free up general-purpose governments from tax and bonding limits to spend more on capital intensive investments such as ports, airports or sewer lines. Metropolitan areas that remove services over time from general-purpose governments to special district delivery tend to spend more per capita.

It is important to clarify that increased spending is not equivalent to measures of service efficiency or quality. Metropolitan areas that have more special districts and spend more than others may do so more or less efficiently than others. Nor do spending levels equate with the quality of services delivered. The creation of more special districts may lend itself to the goals of maintaining or improving the efficiency and quality of services. However, the tendency of metropolitan areas that move services from general-purpose to special-purpose government delivery to spend more does not support the goal of reduced spending and lower taxes.

Level of Highway Services

Special district service delivery does not appear to lend itself to one part of the big picture goal of the new model of highway service delivery in Chemung County – reducing taxes. However, do the attributes of general versus special-purpose government lend themselves to the other side of service delivery goals – to maintain or enhance the level of highway services?

There are at least four potential implications of institutional attributes that support the use of a special district to maintain or enhance the level of highway services. First, functional specialization may allow for the safeguarding of resources when other general government resources are constrained. Safeguarded, adequate resources for service delivery supports maintained or enhanced service delivery levels over time. Second, functional specialization also allows for service provision to be carefully tailored to consumer preferences. Special districts can build their stock of facilities, equipment and personnel for a specific set of citizen preferences (i.e. urban, suburban or rural highway services) in a distinct geographic area, increasing the likelihood that services meet unique needs in an efficient fashion. Third, geographically flexible special districts can be crafted to realize economies of scale that could increase efficiencies, resulting in increased resource availability to increase the level of highway services or reduce costs. Fourth, general-purpose governments faced with restrictions on revenue raising may not be able to raise the resources necessary to maintain or improve services if they can't raise enough funding to meet those demands. Special districts often have fewer financial restrictions making it more likely that they can raise the resources necessary to maintain or enhance services in a time of need.

On the other hand, there are several potential implications that support the use of a general-purpose government such as the County or groups of municipalities to maintain or improve the level of highway services provided to multiple municipalities. Overall, general-purpose governments are more likely to be accountable, responsive and comprehensive in their approach to service delivery. First, general governments are better able to redistribute resources across a variety of services and balance the need for comprehensive planning, financing and delivery of services to meet municipal policy goals. These implications stem from the functional specialization and lack of land-use and planning powers that may frustrate the ability of special districts to maintain or enhance services. Second, general-purpose governments are typically more politically visible and administratively inflexible than special-purpose governments, resulting in more accountability and responsiveness. They can likely better incorporate citizen preferences and concerns that result in the delivery of services that meet or improve upon the demands of residents.

The attributes of general versus special-purpose governments portend mixed results for the level of highway services delivered. Some attributes of special-purpose governments appear to support the delivery of highway services through a special district while others suggest that a municipal highway department would best meet the service demands of residents. Special-purpose government service delivery will likely garner and sustain a higher level of resources and service specialization while increasing economies of scale across municipal lines. The attributes of general-purpose governments allow for more accountable, responsive and comprehensive delivery of highway services that may be closer to citizen preferences across a wide variety of municipal services.

Recommendation

A general purpose government arrangement is a superior alternative to a special district arrangement for reasons of both efficiency and politics. Special districts are inherently characterized by a heightened degree of functional specialization which makes them less amenable to the coordination of planning, financing, and delivery of services in a metro area, as well as making them more vulnerable to external threats due to their undiversified purpose. General governments are more highly visible and transparent to the public which makes them more responsive to the public and more amenable to accountability standards than special districts, particularly critical features in view of reported abuses² and inefficiencies within some special districts caused by an absence of thorough oversight. Additionally, electing to institute a general government arrangement minimizes the risk of coordination issues caused by a dichotomy between control and impact where special purpose district function overlaps with general purpose government policymaking.

Special purpose districts are not policy-neutral substitutes for general-purpose governments as they are generally associated with bureaucracy and additional layers of government which have increasingly stigmatic perceptions to taxpayers. A cursory view of descriptive data on special district costs versus

²The Nassau County Government Efficiency Project, “20 Horrors of Special Purpose Taxing Districts,” accessed 5 January 2010 at <http://www.lipc.org/issues.php?blogid=88>
Sandra Peddie, “Nassau grand jury report details pension abuses,” *Newsday.com*, accessed 5 January 2009 at <http://www.newsday.com/long-island/nassau/nassau-grand-jury-report-details-pension-abuses-1.1483526>
New York State Executive Chamber, “Governor Spitzer Announces Early Recommendations of the Commission on Local Government Efficiency & Competitiveness,” accessed 5 January 2010 at <http://www.state.ny.us/governor/press/0208081.html>

general purpose government costs fuels the political imbroglio over special districts. Across metropolitan areas, those that rely more on special districts for service delivery rather than general-purpose governments spend more tax dollars per capita. Metropolitan areas that remove services over time from general-purpose governments to special district delivery tend to spend more per capita, largely due to the institutional attributes of special districts. Special districts often have greater financial flexibility and fewer tax and spending limits, lower political visibility and greater functional and institutional specialization – attributes that may drive higher spending. Recently, the connection between special districts and tax burdens has been made by New York State Attorney General Andrew Cuomo, who views special districts as an impediment to curbing such tax burdens and has characterized them as “too big, too many, too expensive.”³ Furthermore, the New York State Comptroller has called into question both the equity and efficiency of town special districts and the Nassau County Comptroller has identified disparities in cost of services delivered by special districts that are not justified by heightened service level.⁴ More pointed criticisms of special purpose districts target a lack of oversight leading to overinvestment in capital assets such as employee vehicles and pay for unskilled workers at rates significantly greater than the market rate as drivers of inefficiency.⁵ Therefore, it is recommended that a general purpose government institutional arrangement be implemented for the purpose of highway services centralization.

³ Andrew Cuomo, “The Empire State Strikes Back: A Plan to Reform Local Government,” accessed 5 January 2010 at <http://www.youtube.com/watch?v=ZWAZTtTYC9M>

⁴ Commission on Local Government Efficiency & Competitiveness, “Special Purpose Districts/Entities/Units,” accessed 5 January 2010 at http://www.nyslocalgov.org/pdf/Special_Purpose_Govts.pdf

⁵ The Nassau County Government Efficiency Project.

Appendix G: Legal Issues Related to Shared Highway Services



MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)
FROM: The University at Buffalo Regional Institute
DATE: March 23, 2010
RE: Legal Issues Related to Alternative Shared Highway Services in Chemung County: How to Approach Centralization, Decentralization and Consolidation? Legal Mechanisms for Formalizing Arrangements

Centralized and Decentralized Highway Services Delivery

Fundamental authority for municipal collaboration – whether centralized at the County level or decentralized among towns - is embodied in the New York State Constitution. A 1959 amendment to the Constitution provides that certain local governments “may join together pursuant to law in providing any municipal facility, service, activity or undertaking which each of such units has the power to provide separately” (NY Const, Article VIII, §1; see also NY Const, Article IX, §1[c]).

Enacted in 1960, General Municipal Law Article 5-G (§§119-m – 119-ooo) implements this Constitutional amendment. Article 5-G mandates only a few basic requirements for entering into municipal cooperation agreements. Five points are worth noting:

The Agreement to Cooperate. First and fundamentally, a municipal corporation or district may participate in a cooperation agreement only for the performance of those functions that it is empowered to perform individually. In other words, each participant in the agreement must have statutory authority, independent of Article 5-G, to perform the function. Thus, Article 5-G provides statutory authority for the cooperation agreement itself, not the underlying activity.

Cooperation agreements are not subject to public hearings, do not require enactment of a local law, do not need to be filed with state agencies and are not and cannot be made subject to a voter referendum. However, the law requires the governing body of each participant to approve the agreement “...by a majority vote of the voting strength of its governing body” (GML §119-o[1]). “Voting strength” is defined as “...the aggregate number of votes which all the members of the

local governing body of a municipal corporation or district are entitled to cast” (GML §119-n[e]). This means, for example, that a town board consisting of five members must garner three affirmative votes, even if two members are absent from the meeting at which the vote occurs. Approval of the agreement is evidenced by adoption of a resolution or local law authorizing participation in the agreement.

Authority. Second, the law requires that if the authority of any municipal corporation or district to individually perform any function or provide any facility, service, activity, project or undertaking (or the financing thereof) contemplated by the agreement is subject to a public hearing, mandatory or permissive referendum, consents of governmental agencies or other requirements applicable to the making of contracts, then participation in the agreement is subject to these same conditions (GML §119-o[1]). A participant, therefore, cannot circumvent legal requirements incident to the proposed activity merely by acting together with other municipal corporations.

Municipal Corporation. Third, the term “municipal corporation” is defined by Article 5-G to include a county outside the City of New York, a city, a town, a village, a board of cooperative educational services, a fire district or a school district. A “district” means a county or town improvement district for which the county or town in which the district is located is required to pledge its faith and credit for the payment of debt service on indebtedness issued for purposes of the district (GML §119-n[b]). Subject to the statutory requirements of Article 5-G, any combination of these entities is authorized to enter into cooperation agreements “...for the performance among themselves or one for the other of their respective functions, powers and duties on a cooperative or contract basis or for the provision of a joint service or a joint water, sewage or drainage project” (GML §119-o[1]).

Written Agreement. Fourth, although not expressly required by Article 5-G, the terms and conditions of the cooperation agreement should be committed to writing. This applies to both the centralized and decentralized models under consideration. A written document helps ensure that all parties are aware of their respective responsibilities, and facilitates the governing board’s review and approval of the agreement. Article 5-G also enumerates several specific areas that, in the discretion of the participants, may be addressed and, depending on the nature of the planned cooperative activity, should be incorporated into the agreement. These include:

- A method or formula for equitably allocating revenues and costs;
- The manner of employing and compensating personnel;
- The acquisition, ownership, custody, operation, maintenance, and lease and sale of property;
- The manner of handling any liabilities that might be incurred in the operation of the joint service and obtaining adequate insurance coverage;
- Custody by the fiscal officer of one of the participants of any or all moneys made available for expenditure for the joint service, and authorization for that fiscal officer to

make payments on audit of the auditing official or body of his or her municipal corporation or district;

- Periodic review of the agreement, including terms relating to its duration, extension or termination; and
- Adjudication of disputes or disagreements (GML §119-o[2]).

The agreement may also include other matters as are reasonably necessary and proper to “effectuate and progress” the undertaking (GML §119-o[2][l]).

Term of the Agreement. Fifth, the term of the agreement is generally limited to five years, subject to renewal, unless the performance of the agreement involves the issuance of indebtedness. If indebtedness is involved, the term of the agreement may extend up to a maximum period equal to the applicable period of probable usefulness (GML §119-o[2][j]; see Local Finance Law §11.00[a])

In addition to these broad powers provided by Article 5-G, statute provides authority for counties, towns, villages and cities to share specific highway services. Most pertinently, various statutory sections reiterate that certain cooperative agreements are subject to the approval of the appropriate municipal governing body:

Highway Law § 142-d (town superintendent, with the approval of the town board, may permit the use of any town-owned highway machinery, tools or equipment by a county or any municipality)

Highway Law § 143 (town superintendent, with the approval of the town board, may rent or hire machinery or equipment at a rate to be approved by a town board)

Highway Law § 102 (16) (county superintendent of highways of any county may, with the approval of the board of supervisors or county legislature, permit the use of county highway machinery, tools, equipment and implements, by the superintendent of public works of any city in such county, upon terms and conditions as may be agreed upon by the city and county involved)

Village Law § 6-602 (streets and public grounds of a village are a separate highway district and are under the exclusive control and supervision of the board of trustees or other officers of the village when such control is delegated to them by the board)

Additionally, advisory opinions have held that municipalities can engage in shared arrangements with respect to centralized and decentralized highway services pursuant to an alternative services model:¹

¹ Although some of these examples are not directly analogous, they nonetheless support the team’s recommendations.

Special Roadwork

- A county, town and village may enter into a cooperation agreement under which the county would own and operate a blacktop plant and supply blacktop to the town and village in exchange for monetary consideration. Op. State Compt. 80-19.
- A village may enter into a municipal cooperation agreement with a town whereby the village will construct a village office building with excess space which will be leased to the town (relates broadly to construction). Op. State Compt. 83-104.
- A town and village may contract for the acquisition, construction and operation of a building to be used as a joint village and town hall (relates broadly to construction). Op. State Compt. 21-163.

Structure Services

- A municipal cooperation agreement, pursuant to this section may be entered into for the restoration of a covered bridge recognized to be of historic value. Op. State Compt. 82-143.

Traffic Services

- A town may share with a village in the cost of a traffic control signal at an intersection of a county road with a village street, which becomes a county road at the border line of the village and town. Op. State Compt. 24-382.

Engineering Services

- Towns and villages in more than one county may enter into a joint contractual arrangement to maintain a flood control project. Op. State Compt. 13-130.
- A town may contribute to the cost of constructing a building in a village park so long as the town first authorizes itself to establish and equip public parks. Op. State Compt. 78-259.
- A town and a village may enter into a municipal cooperation agreement to establish and maintain a public park in such village. Op. Atty. Gen. (Inf.) 148, 1965.
- A town and a village may agree to plan jointly in an urban planning assistance project and may apportion costs on any equitable basis. Op. State Compt. 23-505.

Equipment Services

- Villages may enter into joint agreements whereby one village using its equipment and personnel will perform street maintenance and repair work for the other village. Op. State Compt. 20-179.
- A town and village may jointly purchase highway equipment under an agreement whereby the village will prepare specifications and advertise for bids and the town will contribute 50% of the purchase price. Op. State Compt. 79-810.
- A town and village may jointly purchase a street sweeper. Op. State Compt. 25-191.
- Counties, cities and school districts may pursuant to the provisions of this article enter into agreements for joint purchasing. Op. State Compt. 18-381.

- A town and a school district may enter into a municipal cooperation agreement pursuant to which they would jointly purchase gasoline or the school district would purchase gasoline to be delivered to and stored by the town. Op. State Compt. 81-10.
- A county may enter into agreements with towns, pursuant to the provisions of this article, for the processing of gravel in the county's processing plant. 16 Op. State Compt. 205, 1960.

Administrative Services

- Two or more municipalities may agree jointly to provide liability insurance to indemnify themselves pursuant to this article. Op. State Compt. 78-636.
- A municipal cooperative agreement may provide that school districts and municipalities temporarily invest unneeded funds in instruments and obligations, on a cooperative basis, in which all participants are authorized to invest. Op. State Compt. 88-46.
- A county may agree to provide computer software services to another municipality. Op. State Compt. 81-89.
- A village may, in cooperation with other municipalities, agree to hire a single law firm to present a joint defense on claims against village property where the interests of all the municipalities are identical. Op. State Compt. 80-789.
- A town may enter into an agreement with a county for the joint storage of public records in a facility located outside the town, subject to the approval of the Commissioner of Education. Op. Atty. Gen. 84-F13.

In the end, few, if any, legal obstacles exist to pursuing a centralized or decentralized shared services model. Although Chemung County and participating municipalities can proceed to share highway service delivery without a written agreement in each instance, it is recommended that ratifying the centralized and decentralized arrangements with written agreements will ensure that mutual obligations and expectations are clear and allows for protection against liability (discussed below) and other implementation disputes. This will entail the proper authorizing resolutions from a majority of participating municipalities' governing boards.

Consolidated Urban Highway Services Area

The Consultant Team also recommends a consolidated urban highway services area. Technically referred to as a “transfer of functions,” Chemung County would provide localized services for the City of Elmira, Village of Elmira Heights, Village of Horseheads, Town of Horseheads and the Town of Elmira.

Pursuant to New York State law, “the board of supervisors of any county may, by local law, transfer functions or duties of the county or of the cities, towns, villages, districts or other units of government wholly contained in such county to each other, or for the abolition of one or more offices, departments or agencies of such units of government when all their functions or duties are so transferred” (Municipal Home Rule Law § 33-a(1); also see NYS Const. art 9, § 1(h)).

A function can be transferred by a county enacting a charter law or local law without the consent of a local government impacted by the transfer. However, such law must be approved at a referendum subject to a special majority requirement (NYS Const, art 9, § 1(h); Municipal Home Rule Law §§ 33(7), 33-a(2)). Beyond receiving a majority of votes cast county-wide, the proposition must receive a majority of votes cast in the area of the county outside of cities and in the area of the cities of the county considered as one unit (Id.). This provision means that a transfer of functions will go into effect only if it is approved by separate majorities of voters who live in the cities within the county and of voters who live outside of the cities. If a proposition fails to receive a majority of votes cast by city dwellers or non-city dwellers, it will not pass, even if it receives a majority of votes cast by all voters in the county. In addition, if the proposed law provides for the transfer of any function or duty to or from any village (which, in this case, it would), it must also receive a majority of all the votes cast in all the villages so affected considered as one unit (Id.). Thus, the proposal would need to be approved by a majority of votes cast by city-dwellers, non-city dwellers and dwellers of all the villages affected by the proposal. Approval would take place at either a special or general election occurring not less than 60 days after adoption by the County Legislature (Id.).

Here, a charter law or local law would encompass as parties Chemung County, the City of Elmira, the Towns of Horseheads and Elmira and the Villages of Horseheads and Elmira Heights. Therefore, in addition to a majority of votes cast county-wide, the proposal would need to get approval by a majority of votes cast in the City of Elmira, the Towns of Horseheads and Elmira and the Villages of Horseheads and Elmira Heights. This law would be submitted to a general election or special election occurring not less than 60 days after adoption by the County Legislature.

Finally, effective March 21, 2010, Municipal Home Rule Law § 33-a was amended to ensure that under a transfer of functions scheme, the level and quality of ongoing services is maintained when all functions or duties are transferred. This section now reads:

“The board of supervisors may, by local law subject to voter approval in a referendum, transfer functions of the county or of the cities, towns, villages, districts or other units of government in the county to each other or for the abolition of one or more *units of government including offices, departments or agencies thereof, when the level and quality of ongoing services of all their functions or duties are transferred* (italicized language is new).

Common Legal Issues to Consider

Liability

Highway service centralization, decentralization and consolidation raise issues of liability. Concerns are often expressed about subjecting jurisdictions to the risk of damages for personal injury, injury to property, and wrongful death claims.

A written agreement will take care of liability concerns and assign each involved government to provide appropriate insurance. In some instances, if increased insurance premium costs result from additional endorsements obtained, the County could be reimbursed for additional insurance from the other jurisdictions.

The Role of Highway Superintendents

The position of highway superintendent in various municipalities raises different concerns.

County Law

With respect to counties, Highway Law § 100 and County Law § 400(4)(a) govern. The appointment and term of a county highway superintendent is governed by Highway Law § 100, which states:

§ 100. Appointment and salary of county superintendent:

The board of supervisors of any county may appoint a county superintendent, determine the amount of the bond which he shall give, fix his salary, and provide for the payment of all the necessary expenses incurred while in the performance of his duties, which salary and expenses shall be a charge against the county road fund, and may remove such county superintendent for malfeasance or misfeasance in office, upon written charges, after an opportunity to be heard, not less than five days after the service upon such superintendent of a copy of such charges. The term of office of each superintendent or county engineer appointed by any other law to perform the duties of county superintendent shall be four years unless sooner removed by the board of supervisors as above provided.

County Law § 400(4) (a) governs the process by which a highway superintendent is appointed. This section states:

4. (a) Appointive. There shall continue to be appointed in the manner prescribed by law a clerk of the board of supervisors, a county attorney, county superintendent of highways, sealer of weights and measures and county historian. The board of supervisors may by local law provide for the appointment of additional county officers, define their powers and duties not inconsistent with law, and fix the term of their office. No officer appointed for a fixed term shall be removed by the board during his term without written charges and the opportunity to be heard.

Thus, the appointment of a county highway superintendent is permissive and the position need not be filled. Note, however, that pursuant to a 1955 Comptroller opinion, a county may not adopt a local law discontinuing the office of county superintendent of highways, but may by

local law establish county department of public works incorporating the county superintendent and highway department therein (1955 Ops St Comp File No. 7391).

Beyond these provisions regarding the superintendent there are no other laws that deal with the organizational structure and responsibilities of county highway departments, which vary across the state.

Chemung County Charter § 801 established a Department of Public Works, “headed by a Commissioner who shall be appointed by the County Executive, subject to confirmation by the County Legislature, and shall serve for a term of four (4) years.”

Town Law

New York State law provides options with regard to the position of highway superintendent. Town Law §§ 20(1) (a)-(b) and 20(6) (b) require that towns have a superintendent of highways, either elected or appointed. Discussions with stakeholders revealed the following elected and appointed town highway superintendents:

Elected Highway Superintendents

Town of Catlin
Town of Chemung
Town of Southport
Town of Veteran
Town of Van Etten

Appointed Highway Superintendents

Town of Ashland
Town of Big Flats
Town of Elmira
Town of Horseheads
Town of Erin
Town of Baldwin

According to Municipal Home Rule Law §§ 10 and 23(2) (e), a town can abolish the office of elected town highway superintendent and make it an appointive one by local law. Both actions are subject to approval by mandatory referendum. Advisory opinions of the State Comptroller and the State Attorney General support this interpretation, with the stipulation that this law requires a local law subject to a mandatory referendum. See Op. State Compt. 83-28 and 1976, Op. Atty. Gen. (Inf.) 312).

New York State officials have recently considered changing the referendum requirement from mandatory to permissive.² The Governor’s proposed 2009 budget contained recommendations

² A permissive referendum is a vote by the town board which passes unless opposed by a petition submitted to the town clerk or a resolution adopted by the town board within 30 days. If opposed, then the referendum goes to a special election.

from the Commission on Local Government Efficiency and Competitiveness. Sections 26 through 28 amend the Town Law to allow a town board to convert the positions of town clerk, town highway superintendent, and town receiver of taxes and assessments from elected to appointed, subject to permissive referendum. A permissive referendum is a vote by the town board which passes unless opposed by a petition submitted to the town clerk or a resolution adopted by the town board within 30 days. If opposed, then the referendum goes to a special election. Although this did not pass, municipal officials should be aware of this potential change in the law in the future.

Town Law § 20(1)(k) states:

“Notwithstanding the provisions of any general, special or local law to the contrary, every town which has a contract in force and effect with another municipality for the municipality to provide highway, road and street maintenance and repair for a period of not less than five years may adopt a local law, subject to permissive referendum as provided by article seven of this chapter, not later than July fifteenth of the year prior to which the term of office of the current elected town superintendent of highways shall expire, that the office of the town superintendent of highways shall be abolished. A town which thereafter terminates such a contract shall re-establish the position of town superintendent of highways by local law as an appointive office.”

This section thus provides that when a town enters into a contract with another jurisdiction to provide the town with highway services for a period of at least five years, the town may abolish the office of town highway superintendent by local law subject to permissive referendum. It, thus, is possible for a town to contract for highway services from another municipality and then abolish the office. Therefore, participating towns that contract with Chemung County to provide highway services may eliminate their offices of highway superintendents not later than July 15th of the year prior to which the term of office of the currently elected highway superintendents expires. These towns then can make the highway superintendent appointive if they re-establish the position.

If a town board wants to contract for highway services it or voters still want, some supervision of services from its own highway superintendent, a part-time, or lower-paid superintendent is possible. For example, in the Town of Esperance, Schoharie County, the Town Board created a part-time Highway Superintendent with responsibility for acting as a liaison with the Town Board, writing and negotiating work orders with Schoharie County Department of Public works, and monitoring the timing and quality of work completed.³ The part-time Highway Superintendent also represents the Town as a member of the New York State Association of Town Superintendents of Highways.

³ Town of Esperance contract with Schoharie County for Highway Services: Cooperative Highway Services Case Study Report Number 4, Michael Hattery, December 1996.

Whether each town wants to maintain its highway superintendent as elected, appointed, part-time or abolish the position entirely is a decision that will have to be made on a case-by-case basis after consultation with the respective town attorneys. It is important to note that towns are not mandated to abolish the highway superintendent office. Given concerns whether there would be adequate representation and clout at the New York State Association of Town Superintendents of Highways if towns abolished elected highway superintendent positions, the Consultant Team recommends that the towns maintain their highway superintendent positions.

City and Village Law

State statute does not specifically require villages and cities to have a highway superintendent. Village streets are under the control of the village board of trustees (Village Law § 6-602), and city charters establish personnel requirements such as who appoints the highway superintendent or commissioner of public works if required pursuant to the charter. Stakeholder interviews reveal that the Village of Elmira Heights has an appointed superintendent of public works and the Village of Horseheads has an appointed director of public works. Copies of these charters would need to be analyzed in order to determine process issues.

Town Taxation of Village Real Property

Several laws are on the books that may impact town tax revenues if centralization, decentralization and a transfer of functions are undertaken.

Highway Law §141 states:

§ 141. Estimate of expenditures for highways and bridges

The estimate of expenditures for highways and bridges, to be submitted by the town superintendent, as required by section one hundred four of the town law, shall specify:

1. The amount of money necessary to be levied and collected for the repair and improvement of highways, including sluices, culverts and bridges having a span of less than five feet, and board walks or renewals thereof on highways less than two rods in width, and also the amount necessary to construct or repair any public roads, walks, places or avenues on any sand beach separated by more than two miles from the main body of the town, or on any island or part of an island in the town. Such amount shall not be less than an amount which when added to the amount of money to be received from the state, under the provisions of section two hundred and seventy-nine, will equal thirty dollars for each mile of highways within the town, outside the limits of incorporated villages, except that no town having an assessed valuation of three thousand seven hundred and fifty dollars or less per mile outside of incorporated villages shall be required to levy and collect a tax under this subdivision in excess of four dollars on each thousand dollars of assessed valuation.

2. The amount of money necessary to be levied and collected for the repair and construction of bridges, having a span of five feet or more.

3. The amount of money necessary to be levied and collected for the purchase, repair and custody of stone crushers, power rollers, traction engines, road machines for grading and scraping, power trucks, power graders, turn tables, scarifiers, concrete mixers, power shovels and distributors and tools and implements.

4. The amount of money necessary to be levied and collected for the removal of obstructions caused by snow and for other miscellaneous purposes, including the widening of a state highway under a permit as provided by section fifty-two. The amounts specified in such statement shall not exceed the limitations prescribed in section two hundred and seventy-one. If the town superintendent is of the opinion that an amount in excess of the limitations therein prescribed be raised by tax, he shall include in his statement his reasons therefore in detail.

Highway Law § 277 states:

§ 277. Assessment of village property

In any town in which there may be an incorporated village, which forms a separate road district, and wherein the roads and streets are maintained at the expense of such village, all property within such village shall be exempt from the levy and collection of taxes levied in the town, as provided by section two hundred sixty-seven of this chapter, for the repair and improvement of highways, including sluices, culverts and bridges having a span of less than five feet. In addition a town board in such town may exempt all property within such village from the levy and collection of taxes levied in the town for such items provided for by subdivisions three and four of section one hundred forty-one of this chapter. The assessors of such town shall indicate in a separate column the value of the real property included in such incorporated village.

These two laws can be summarized as follows:

- Item 1 covers the costs of repair and improvement of highways including sluices, culverts, and bridges having a span of less than five feet; real property taxes raised for this item are a charge against the town-outside-village area.
- Item 2 covers the costs of construction and repair of bridges having a span of five feet or more; real property taxes raised for this item are a town-wide charge.
- Item 3 covers the costs of purchase, repair, and custody of highway machinery, tools and implements; real property taxes raised for this item are a town-wide charge unless the

town board exempts all village property from these taxes.

- Item 4 covers the cost of snow removal and other miscellaneous purposes; real property taxes raised for this are a town-wide charge unless the town board exempts all village property from these taxes.

Pursuant to Highway Law § 277, items 3-4 are town-wide charges unless a town board votes to exempt village property from taxation for them.

As a result of this provision, many towns tax village real property for the costs of purchase, repair, and custody of town highway machinery and the cost of snow removal and other miscellaneous purposes. This is tax revenue that could potentially be taken away from the towns that participate in the centralized model (equipment services) and consolidated model (snow removal).

Employee Issues

Collective Bargaining Agreements

An alternative model of highway service delivery in Chemung County – whether centralized, decentralized or transfer of functions – may involve collective bargaining issues. The consultants examined existing Collective Bargaining Agreements (CBA) to determine similarities and differences among CBAs submitted by study participants; clauses contained in the CBAs that could potentially complicate efficient and effective service delivery; and clauses contained in the CBAs that are the most relevant for intermunicipal service sharing and/or consolidation.

The consultants requested that each municipality forward relevant CBAs for summary and preliminary analysis. A complete summary of relevant CBAs is illustrated in **Table 1**. According to information provided by municipalities, the following negotiated CBAs with their highway employees:

- Chemung County
- City of Elmira
- Town of Big Flats
- Town of Chemung (*copy of CBA was not provided*)
- Town of Elmira
- Town of Horseheads
- Town of Southport
- Town of Veteran
- Village of Horseheads
- Village of Elmira Heights (*copy of CBA was not provided*)

Significant variation emerges as a theme when examining the following five key areas of the CBAs:

1. Bargaining Unit. Each of the agreements has been negotiated with different bargaining units, some of which are affiliated with national and/or state-wide unions.
2. Union Membership. Union membership is varied among the agreements, and ranges from inclusion of most municipal employees (e.g., Chemung County and the City of Elmira) to solely highway employees (e.g., Town of Veteran).
3. Term. Three of the Agreements have expired (Chemung County, Town of Big Flats and Town of Horseheads) and presumably are in the process of renegotiation; two agreements expire in 2009 (Town of Southport and Town of Veteran); and three expire in 2010 (City of Elmira, Town of Elmira and Village of Horseheads).
4. Salary and Benefits. Significant variation exists among the CBAs in terms of salaries and benefits.
5. Job Security. Job security is specifically mentioned in two out of eight CBAs. In Chemung County, “no Permanent County employees shall lose their positions or be displaced due to contracting out of service by the highway department.” In the City of Elmira, the CBA states that the “City will make every effort to retain employees.”

Turning to New York legal requirements, all municipalities in New York State have a statutory duty pursuant to the New York State Public Employees Fair Employment Act (N.Y. Civ. Serv. Law §§ 200 et seq.) commonly known as the Taylor Law, to negotiate in good faith all “terms and conditions of employment.” The Taylor Law defines “terms and conditions of employment” as “salaries, wages, hours, and other terms and conditions of employment provided, however, that such term does not include any benefits provided by or to be provided by a public retirement system, or payments to a fund or insurer to provide an income for retirees, or payment to retirees or their beneficiaries” (N.Y. Civ. Serv. Law § 201(4)).

New York State courts, as well as the Public Employment Relations Board, have refined “terms and conditions of employment” by creating three subject categories. First, “mandatory” subjects must be negotiated, such as salary and salary increase or increment (Board of Ed. of Union Free School Dist. No. 3 of Town of Huntington v. Associated Teachers of Huntington, Inc., 30 N.Y.2d 122 (1972)); holiday pay (1980 N.Y. Op. Comp. 48); hours of work (City School Dist. of City of Oswego v. Helsby, 42 A.D.2d 262 (3d Dep’t 1973) (holding that the length of a work year is a function of hours of work and thus a “term of employment” with respect to which a public employer is required to negotiate with its employees) and sick leave (Syracuse Teachers Ass’n, Inc. v. Board of Ed., Syracuse City School Dist., Syracuse, 42 A.D.2d 73 (4th Dep’t 1973), order aff’d, 35 N.Y.2d 743 (1974)). Second, certain subjects are “non-mandatory” or “permissive,” meaning that a party may request to include such a subject in a CBA, however, neither party is under any duty to negotiate these subjects or to include them in a CBA, including

job security provisions (Burke v. Bowen, 40 NY2d 264, 267 (1976)). Third, a limited number of subjects are “prohibited,” that is, these subjects cannot be negotiated because enforcement would be either illegal or against public policy, such as NYS pension benefits.

Several relevant issues come to light in this context. First, an alternative model of highway service delivery may entail highway employees of one municipality doing the work of another or transferring work that has historically been performed by employees of one bargaining unit to persons outside the bargaining unit. The Public Employees Relations Board and New York State courts have held these kinds of decisions are a mandatory subject of negotiation.⁴

On the other hand in certain cases the decision to establish an alternative model of service delivery may not be subject to negotiation. For example, the New York Court of Appeals held that the basic authority within the Education Law for district decisions to subcontract programs to BOCES for various services, subject to the approval of the Commissioner of Education, is within the discretion of the district and outside the scope of mandatory collective bargaining.⁵ Thus, the question of whether the decision to establish an alternative model of service delivery constitutes a mandatory bargaining subject is open to varying interpretations.

Second, regardless of whether the decision to bargain is negotiable, there is a duty to bargain, upon demand, the impact or effects of a decision to establish an alternative model of highway service delivery upon the terms and conditions of employment.⁶ Thus, any change to salaries, benefits or the like would be the subject of mandatory negotiation. Nonetheless, negotiating and coordinating collective bargaining agreements among two unions, e.g. CSEA and Teamsters, may be complicated, notwithstanding the fact that many of these units are small in number. Each group may be unwilling to accept provisions from other contracts that are seen as inferior to those provisions that are in their current agreement.⁷

In the end, an alternative model of highway service delivery will require collaboration among all interested parties. Participants must recognize their common purpose and that they will gain from the new way of doing business. If municipal-union relations are strong, everyone is on board and the parties bargain in good faith, the recommended alternative model for highway service delivery will be a win for all.

⁴ Commission on Local Government Efficiency and Competitiveness, “Consolidation and Collective Bargaining”; see generally Matter of City of Watertown v. State of N.Y. Pub. Empl. Relations Bd., 95 NY2d 73, 78-79 (2000), rearg denied 95 NY2d 849 (2000) (absent clear evidence that the legislature intended otherwise, there is a rebuttable presumption that a decision like transferring work assignments is a mandatory bargaining subject).

⁵ Vestal Employees Association v Public Employment Relations Board, 94 N.Y.2d 409 (2000); see generally Matter of Erie County v State of N.Y. Pub. Empl. Relations Bd., 12 N.Y.S.3d 72 (2009) (“A public employer’s decisions are not bargainable as terms and conditions of employment where they are inherently and fundamentally policy decisions relating to the primary mission of the employer. Although such policy decisions are exempt from bargaining, the impact of those decisions is not”).

⁶ Id.

⁷ New York State Shared Municipal Services Incentive (SMSI) Grant Program, Technical Assistance Manual, Government Law Center of Albany Law School, p. 46 (August 2007).

Table 1: Summary of Collective Bargaining Agreements

Summary of Existing Collective Bargaining Agreements								
Section	Chemung Co	(C) Elmira	(T) Big Flats	(T) Elmira	Town of Horseheads	(T) Southport	(T) Veteran	Village of Horseheads
Agreement Units	County of Chemung and CSEA, Local 1000 AFSCME, AFL-CIO, Unit 6350	City of Elmira and CSEA Local 1000 AFSCME, AFL-CIO, Unit 6351	Town of Big Flats and CSEA Local 1000 AFSCME, AFL-CIO, Unit 6361	Town of Elmira and Teamsters Local # 529	Town of Horseheads and the Highway Employees of the Town of Horseheads in contract represented by two of the workers (Handwritten note says they are now represented by Teamsters 529)	Town of Southport and Highway Employees of the Town of Southport	Town of Veteran Highway Department and Teamsters Local # 529	Village of Horseheads and CSEA Local 1000, AFSCME, AFL-CIO, Unit 6359
Agreement Dates	Jan 1, 2005-Dec 31, 2008	Jan 1, 2007 - Dec 31, 2010	Jan 1, 2006 - Dec 31, 2008	Jan 1, 2008 - Dec 31, 2010	2006 No current contract	4 yearly agreements 2006-09	Jan 1, 2007 - Dec 31, 2009	June 1, 2007 - May 31, 2010
Membership	All Chemung County Employees holding a position by appointment, after probationary period except all Registered Nurses Probation Officers, Sheriff's Department. Non-clerical employees of the Office of Emergency Management	All City Employees after probation except, firefighters, law enforcement, school traffic officers, elected officials, appointed officials, seasonal works, and managerial personnel	All employees of the highway, water, drainage, and parks department with the exception of those listed in the MOU	All full and regular part time employees of Public Works department excluding confidential, managerial, and elected officials	All employees listed in appendix.	Highway employees of the Town of Southport	All full-time employees of the Town of Veteran Highway Department, excluding supervisors, first level supervisors, part-time, summer or probationary workers	All employees of the village except secretaries to managers and board, part-time workers, heads of departments, forepersons, clerks, treasurer and Police
Employee Status	Classification a) regular (35, 37.5 or 40 hrs/week) b)Part-time c) seasonal	Classification of employees pp. 6-7	N/A	N/A	Classification (p. 2).	N/A	N/A	Part-time, temporary and seasonal employees are excluded from agreement. Only Full-Time Employees, those working more than 20 hours per work week for long than one month and for more than 150 consecutive calendar days.
Monetary Benefits	Salary - Yearly schedules for 2005-2008. Overtime 1.5x pay, voluntary unless in a state of emergency. On holidays paid for Holiday plus 1.5x pay. Option of taking compensatory time off instead of pay for overtime equal to 1.5hrs off for each worked. Out of Title work- If employee assumes role of supervisor will be paid at the rate of the person they are replacing. Increments and Longevity pp 6-7.	Salary schedules attached as appendices. Overtime 1.5x whenever in excess of 40 hr week or 8 hour day.	Salary schedules are attached	Pay schedules attached. Overtime at 1.5x pay. Have option of compensatory time but only during certain times of the year. Tuition reimbursement 100% if criteria is met	Pay schedule attached. 1.5x pay for overtime or compensatory time during certain periods.	Pay schedule p.3. Has option between pay of 1.5x or 1.5 hours off for each hour of overtime worked.	wage schedules are attached. Working on holiday will receive holiday pay plus 1.5x.	Salary schedules provided in Appendix A, not attached to the agreement copy provided.

Summary of Existing Collective Bargaining Agreements								
Section	Chemung Co	(C) Elmira	(T) Big Flats	(T) Elmira	Town of Horseheads	(T) Southport	(T) Veteran	Village of Horseheads
Health Care & Insurance	Vision Plan paid in full, dental plan, Indemnity/PPO Plan, Prescription drugs (pp 18-19, 21).	Health and Prescription drugs (pp 29-32).	Option of Chemung County benefits with dental and vision plan have to contribute 13% of premium or could accept PPO and pay 6.5%. New hires have to contribute 15% of cost (pp 8-9).	The employer will participate in the NYS Teamsters Health and Hospital fund. Employees will contribute 8-10% of the premium. Retirees can exchange sick days for health insurance (pp 10-11).	Each employee will receive health insurance through Blue Cross/Blue Shield and dental insurance.	Provide healthcare medical and dental through the Chemung County Employees Health Benefits Program. Have Choice between Indemnity Plan (pay 8%) or PPO plan (pay 6%) (p.1).	New York State Teamsters Council Health and Hospital Fund (p. 6).	Permanent, full-time employees receive major health, dental and prescription drug benefits afforded under the Chemung County health benefits program or any successor program and optical benefits administered by the CSEA-Employees Benefit Fund. Family coverage paid by Village and \$11 per pay period contribution to the Village, increased by one dollar per year. (pp 25-29).
Leave	Days off: New Years, MLK Day, Presidents' Weekend (2) Memorial Day, Independence Day, Labor Day, Columbus Day, Veteran's Day, Thanksgiving (2) Xmas Eve(.5) Xmas, New Years eve(.5) Vacation Amount (p.13). Sick Leave 1 day per month. Max accumulation 250 days. 3 Personal Days per year. Terminal pay pp. 15-16 Leave without pay (Maternity, Military) (pp. 23-24).	Days off: New Years, MLK Day, Presidents' Day, Memorial, Independence, Labor, Columbus, Veteran's, Thanksgiving (2) Xmas Eve(.5) Xmas 1 Floating. 3 personal days, 1 sick day per month. Max 174 sick days. Sick Day Bank (pp 15-18). Vacation time (pp. 20-21).	Sick leave 1 day per month max accumulation is 165 days. (pp 5-6). 12 holidays similar to others (p 9). Ten days of vacation each year one day added each subsequent year to a maximum of 25. 3 days of personal leave each year.	Vacation two to five weeks depending on tenure. 12 paid holidays. 2 to 3 personal days depending on tenure. Sick leave is one day per month max depends on tenure.	12 paid holidays. Vacation between 5 and 20 days depending on tenure. Sick Leave is one day per month	13 paid holidays. Plus 3 roving holidays and birthday off. Vacation time starts with 1 week after first year up to 6 weeks after 20 years. 1 day of sick leave for each month with a max of 50 days. Any additionally will be paid out at the end of the year.	Vacation two weeks after first year up to five weeks after 20 years. pp 4-5.12 paid holidays plus 4 personal days. 10 sick days per year can accumulate up to 200. At retirement can be exchanged for continued medial coverage	12.5 Paid Holidays. Vacation 13 to 23 days depending on experience. Sick leave earned as one day per month worked. Max accumulation 150 days. Sick days can be exchanged for health care benefits. Employees will receive 3 personal days
Seniority	Continuous Employment with the county. It will be a factor in promotion, in case of transfers and displacement it shall be the determining factor.	Continuous Employment with the city. A factor in promotion, determining factor in transfers, layoffs, and displacement	Continuous Employment with the town. It shall be used in all phases of job structures as well as vacations, holidays and overtime assignments.	The principles of seniority shall prevail at all times. P 4	N/A	vacancies shall be filled on a seniority basis.	Seniority rights of employees shall prevail. p 3 In the event of a decreases in work force seniority shall govern will due consideration	p. 15-17 Layoffs and recalls shall be determined by seniority. Open positions shall be filled by the most senior qualified candidate. P 18
Job Security and Tenure	No Permanent County employees shall lose their positions or be displaced due to contracting out of service by the County. Disciplinary procedures pp. 27-8	City will make every effort to retain employees p. 26	N/A	N/A	N/A	N/A	N/A	N/A
Grievance	Grievance Procedure pp. 28-31	Grievance and Disciplinary actions pp. 8-11	Grievance procedure pp. 4-5 Disciplinary actions p. 14	Grievances and Discipline pp 5-6	Grievance and Discipline pp 11-12	Grievance procedure pp. 5-6	Grievance Procedure pp. 8-9	Grievance and Discipline pp 7-11

Summary of Existing Collective Bargaining Agreements								
Section	Chemung Co	(C) Elmira	(T) Big Flats	(T) Elmira	Town of Horseheads	(T) Southport	(T) Veteran	Village of Horseheads
No Strike Agreement	N/A	No member shall induce or engage in any strike or slow-down, additionally the city agrees that there shall be no lockout during the term of agreement p. 26	CSEA shall not engage in a strike, work stoppage, or slowdown nor cause institute or encourage or participate in any way or condone any strikes p. 3	The employer and the union agree to follow all existing provisions of the Taylor Law and subsequent revisions. P 16	N/A	N/A	N/A	Employees shall not strike or participate in a work slowdown during the agreement and the employer will not institute a lockout during the agreement
Retirement Benefits (possibly defined somewhere else)	N/A	May exchange sick days for pay or health care. Health care shall be provided for 120 months after retirement pp 32-4	retirement plan different for tier 1 and tier 2 p 10	Pension through NYS	Old retirees get health insurance paid in full. Newer retirees have to share cost.	N/A	Maintain present pension coverage under NYS retirement system.	The Employer will provide the "Non-contributory Improved 20-year Career retirement plan 75-I." p 25

New York State Civil Service Law

A transfer of functions inherently invokes civil service concerns if employees are to be transferred under the recommended alternative model.⁸ New York State Civil Service Law § 70 governs employee transfer issues. This section states in relevant part:

1. General provisions. Except as provided in subdivisions four and six of this section no employee shall be transferred to a position for which there is required by this chapter or the rules established hereunder an examination involving essential tests or qualifications different from or higher than those required for the position held by such employee. The state and municipal commissions may adopt rules governing transfers between positions in their respective jurisdictions and may also adopt reciprocal rules providing for the transfer of employees from one governmental jurisdiction to another. No employee shall be transferred without his or her consent except as provided in subdivision six of this section or upon the transfer of functions as provided in subdivision two of this section.

2. Transfer of personnel upon transfer of functions. Upon the transfer of a function (a) from one department or agency of the state to another department or agency of the state, or (b) from one department or agency of a civil division of the state to another department or agency of such civil division, or (c) from one civil division of the state to another civil division of the state, or (d) from a civil division of the state to the state, or vice versa, provision shall be made for the transfer of necessary officers and employees who are substantially engaged in the performance of the function to be transferred. As soon as practicable after the adoption of a law, rule, order or other action directing such a transfer of function, but not less than twenty days prior to the effective date of such transfer, the head of the department or agency from which such function is to be transferred shall certify to the head of the department or agency to which such function is to be transferred a list of the names and titles of those employees substantially engaged in the performance of the function to be transferred, and shall cause copies of such certified list to be

⁸ This discussion applies to the consolidation of the local units of highway service delivery (also referred to as a “transfer of functions”) between Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira to form a unified Consolidated Urban Highway Services Area (CUHSA). Whether civil service rights are implicated in centralized or decentralized service delivery depends upon whether employee functions are transferred under that scenario. There is no statutory definition or case law defining a transfer of function. However, the language of the statute conveys that a transfer of function involves a municipality ceasing to perform the function altogether by transferring it to another department or municipality, thus requiring personnel therewith to transfer. Therefore, if each municipality retains a highway services department under the centralized services model and their employees remain as employees of the municipality though they are engaged in a centrally coordinated operation, then the civil service law would not be triggered because it would not technically be a transfer. If highway services employees of each municipality become employees of the County as the coordinating, centralized service delivery entity and the municipality surrenders all of the duties for the functions of the employees transferred, then the civil service law is triggered. Similarly, if highway services employees of the County become employees of a particular town in the decentralized model and the County surrenders all of the duties for the function of the employees transferred to the town, then the civil service law is triggered. It is a transfer of function, and not a transfer of employees, that triggers the civil service law, so essentially in the centralized model a municipality has to abandon performing a function for itself by making its employees that perform that function part of the County or vice versa in the decentralized model.

publicly and conspicuously posted in the offices of the department or agency from which such function is to be transferred, along with copies of this subdivision. Any employee of the department or agency from which such function is to be transferred may, prior to the effective date of such transfer, protest his or her inclusion in or exclusion from such list by giving notice of such protest in writing addressed to the heads of the respective departments or agencies from which and to which transfer is to be made, which notice shall state the reasons for the protest. The head of the department or agency to which such function is to be transferred shall review the protest and after consultation with the head of the department or agency from which such function is to be transferred notify the protestor within ten days from the receipt of such protest of the determination with respect to such protest. Such determination shall be a final administrative determination. Failure to make such protest shall be deemed to constitute consent to inclusion in or exclusion from, as the case may be, the certified list of employees engaged in the function to be transferred. Officers and employees so transferred shall be transferred without further examination or qualification, and shall retain their respective civil service classifications and status. For the purpose of determining the officers and employees holding permanent appointments in competitive class positions to be transferred, such officers and employees shall be selected within each grade of each class of positions in the order of their original appointment, with due regard to the right of preference in retention of disabled and non-disabled veterans. Any employee who fails to respond to or accept a written offer of transfer from the department or agency to which such function is to be transferred within ten days after receipt of such offer shall be deemed to have waived entitlement to such transfer. All officers and employees so transferred shall, thereafter, be subject to the rules of the civil service commission having jurisdiction over the agency to which transfer is made. Officers and employees holding permanent appointments in competitive class positions who are not so transferred shall have their names entered upon an appropriate preferred list for reinstatement to the same or similar positions in the service of the governmental jurisdiction from which transfer is made and in the office or agency to which such function is transferred. Officers and employees transferred to another governmental jurisdiction pursuant to the provisions of this subdivision shall be entitled to full seniority credit for all purposes for service rendered prior to such transfer in the governmental jurisdiction from which transfer is made. Except where such transferred officers and employees are entitled, pursuant to a special law or a rule adopted pursuant to law, to credit upon transfer for their unused vacation or annual leave and sick leave, the officer or body having authority to adopt provisions governing vacation or annual leave and sick leave applicable to the department or agency to which transfer is made may, after giving due consideration to the similarities and differences between the provisions governing vacation or annual leave and sick leave in the respective jurisdictions from which and to which transfer is made, allow employees transferred hereunder credit for all or part of the unused vacation or annual leave and sick leave standing to their credit at the time of transfer, as may be determined equitable, but not in excess of the maximum accumulation permitted in the jurisdiction to which transfer is made. Unused vacation or annual leave not credited by the jurisdiction to

which transfer is made may be compensated for to the extent, if any, such compensation is authorized by other law.

3. Transfer and change of title. Notwithstanding the provisions of subdivision one of this section or any other provision of law, any permanent employee in the competitive class who meets all of the requirements for a competitive examination, and is otherwise qualified as determined by the state civil service commission or the municipal civil service commission, as the case may be, shall be eligible for participation in a non-competitive examination in a different position classification, provided, however, that such employee is holding a position in a similar grade.

* * *

Hence, each of the participating municipalities must consider the following steps with regard to the recommended alternative model:

1. As soon as practicable following the confirmation of the decision to centralize or consolidate, and a minimum of 20 days prior to effective date of transfer, the head of each municipal highway services department (“MHS Heads”) must deliver to the head of the centralized, decentralized or consolidated highway services department (“Consolidated Head”) a certified list (“List”) of names of individuals that are “substantially engaged in the performance of the function to be transferred.”
2. As soon as practicable following the confirmation of the decision to centralize or consolidate, and a minimum of 20 days prior to the effective date of transfer, the MHS Heads must publish the List and a copy of New York Civil Service Law § 70(2) publicly and conspicuously in the respective departments from which such function is to be transferred.
3. Prior to the effective date of the transfer, MHS Heads and the Consolidated Head must make themselves amenable to receipt of written protest of the individual’s inclusion or exclusion from the List from any employee in a department from which functions are to be transferred.
4. Within 10 days following the receipt of a written protest, the Consolidated Head must confer with the respective MHS Head of the department from which the protest originated and issue a determination, which shall serve as a final administrative determination; administrative civil service decisions are required to be made with “sound discretion.” See Bacom v. Conway, 62 N.E.2d 55, 59 (N.Y. 1945).
5. For purposes of selecting officers and employees to be transferred who hold permanent appointments in competitive class positions, priority is to be ranked by date of original appointment and with due regard to the right of preference paid to the retention of

veterans.

6. Written notice of offer for transfer must be made to all individuals selected for transfer; any individuals who do not accept or respond to such offer within 10 days waive their entitlement to any right of transfer.
7. Officers and employees holding permanent appointments in competitive class positions not transferred shall have their names placed on the appropriate preferred list for reinstatement in the same or similar position in both the jurisdiction of the department from which the function is transferred and the jurisdiction of the department to which the function is transferred.
8. The officer or body of authority governing vacation, annual leave, and sick leave in the jurisdiction to which the function is to be transferred must compare the similarities and differences of the policies of the department from which the function is transferred to the policies of the department to which the function is transferred and allow transfer of credit accrued, all or in part, as would be equitable based on the comparability of the respective policies; however, transferred vacation and leave credit may not exceed the maximum of the policies in the department to which the function is transferred, though employees may be compensated otherwise for such unused credit as is permitted by law.

Appendix H: Model Intermunicipal Agreements

MODEL LOCAL LAW

TRANSFER OF HIGHWAY FUNCTIONS

WHEREAS, it has become inefficient and costly for the County of Chemung, City of Elmira, Town of Horseheads, Village of Horseheads, Town of Elmira and Village of Elmira Heights [include or delete municipalities as necessary] (the “Parties”) to provide the following highway services functions (the “Functions”) on an individual basis [delineate]; and

WHEREAS, the Parties agree that a Consolidated Urban Highway Services Area (“CUHSA”) is in the best interests of the citizens of the respective municipalities; and

WHEREAS, the CUHSA will entail a transfer of Functions from the City of Elmira, Town of Horseheads, Village of Horseheads, Town of Elmira and Village of Elmira Heights to the County; and

WHEREAS, the Chemung County Commissioner of Public Works shall oversee all CUHSA Functions and necessary operations; and

WHEREAS, a Consolidated Urban Highway Services Board has been established to advise the Commissioner of Public Works on the transfer of Functions to the County.

NOW THEREFORE, it is

RESOLVED, that the following Local Law be, and it hereby is, enacted and promulgated by the Chemung County Legislature pursuant to Municipal Home Rule Law § 33-a(1):

LOCAL LAW NO. ____ 2010

A Local Law Authorizing the Transfer of Certain Highway Services Functions

Section 1. The Legislature does hereby authorize the County’s participation in establishing the CUHSA with the Parties for the above-delineated Functions.

Section 2. The Legislature does hereby elect that the Commissioner of Public Works oversees all CUHSA Functions and necessary operations.

Section 3. The Commissioner of Public Works will develop a coordinated Operations Plan detailing how the public works and highway services will be provided in an integrated fashion. The plan will include a set of goals to be reached within a fiscal year, as well as policies and standards of service that will be provided to the CUHSA.

Section 4. The effective date for the operation of the CUHSA is _____, 201_.

Section 5. If any portion of this Local Law is determined to be invalid, the remaining portions shall remain in full force and effect.

Section 6. The provisions of this law shall become effective immediately upon submission to a general election or special election occurring not less than 60 days after adoption by the County Legislature in accordance with the New York State Municipal Home Rule Law §§ 33(7), 33-a(2).

MODEL AGREEMENT FOR CENTRALIZED MODEL

THIS AGREEMENT, made this ___ day of _____ 201_ by and between the COUNTY OF CHEMUNG, having its principal place of business at John H. Hazlett Building, 203 Lake Street, Elmira, NY (hereinafter referred to as the “County”), and the

MUNICIPALITY OF _____, having its principal place of business at _____, New York (hereinafter referred to as the “Municipality”):

WITNESSETH:

WHEREAS, it has become inefficient and costly for the Municipality to provide certain services with respect to the following Municipality roads [delineate here] (hereinafter referred to as “Municipality Roads”) and

WHEREAS, the Centralized Highway Services Advisory Committee has recommended that certain services, as set forth in full below, with respect to the Municipality Roads be performed by the County and

WHEREAS, the County has agreed to perform the Services at a rate for services as noted in Appendix A and

WHEREAS, the parties agree that a cooperative arrangement such as is established hereby is in the best interests of the citizens of the respective municipalities;

NOW THEREFORE, it is mutually agreed between the parties as follows:

1. **SCOPE of SERVICES:** The County shall assume full responsibility for performing the following services, (the “Services”), in connection with the maintenance of the Municipality Roads: [specify services]. The County will also be responsible for furnishing all labor, equipment and materials necessary to perform the Services set forth above. Except as specifically stated hereinabove, the Municipality shall continue to assume full responsibility for [delineate services] of said Municipality Roads. The Municipality shall furnish all labor, equipment and materials necessary to carry out the services to be performed by the Municipality.
2. **TERM OF AGREEMENT:** This Agreement shall take effect on _____, 201_ and shall continue in full force and effect until midnight of _____, 201_.
3. **EXECUTORY CLAUSE:** The Municipality shall have no liability under this Agreement to the County or to anyone else beyond funds appropriated and available for this Agreement.

4. **RECORDS AND REPORTS:** The County shall maintain full and accurate records of the Services to be provided hereunder which shall be subject to inspection by the Municipality, upon reasonable notice and during the normal business hours, during the term hereof and for a three (3) year period following the expiration of this Agreement.

5. **NOTICE OF CLAIM:** The County shall immediately notify the Municipality of any actions, proceedings, claims or demands against the County, whether grounded in tort, contract or otherwise, arising from or out of its performance of any Services under this Agreement.

6. **INDEMNIFICATION:** The County agrees to defend, indemnify and hold harmless the Municipality, including its officials, employees and agents, against all claims, losses, damages, liabilities, costs or expenses (including without limitation, reasonable attorney fees and costs of litigation and/or settlement), whether incurred as a result of a claim by a third party or any other person or entity, arising out of the Services performed pursuant to this Agreement, which the Municipality, or its officials, employees or agents, may suffer by reason of any negligence, fault, act or omission of the County, its employees, representatives, subcontractors, assignees, or agents.

In the event that any claim is made or any action is brought against the Municipality arising out of the negligence, fault, act, or omission of an employee, representative, subcontractor, assignee, or agent of the County, either within or without the scope of his respective employment, representation, subcontract, assignment, or agency, or arising out of the County's negligence, fault, act or omission, then the Municipality shall have the right to withhold further payments hereunder for the purpose of set-off in sufficient sums to cover the said claim or action. The rights and remedies of the Municipality provided for in this clause shall not be exclusive and are in addition to any other rights and remedies provided by law, in equity, or, pursuant to this Agreement.

7. **INSURANCE:** For all of the Services set forth herein and as hereinafter amended, County shall maintain or cause to be maintained, in full force and effect during the term of this Agreement, at its expense, Workers' Compensation Insurance, Disability Insurance, Commercial General Liability Insurance covering personal injury and property damage, Automobile Liability Insurance, and other insurance with stated minimum coverages [attached documents to Agreement]. Such policies are to be in the broadest form available on usual commercial terms and shall be written by insurers of recognized financial standing, satisfactory to the Municipality who have been fully informed as to the nature of the Services to be performed. The Municipality shall be an additional insured on all Commercial General Liability policies with the understanding that any obligations imposed upon the insured (including without limitation, the liability to pay premiums) shall be the sole obligation of County and not those of the Municipality. Notwithstanding anything to the contrary in this Agreement, the County irrevocably waives all claims against the Municipality for all losses, damages, claims or expenses resulting from risks commercially insurable under this insurance described in this Article 8. The provision of insurance by the County shall not in any way limit the County's liability under this Agreement.

8. **TERMINATION:** The Municipality may, by written notice to the County effective upon mailing, terminate this Agreement in whole or in part at any time (i) for the

Municipality's convenience, or (ii) upon the failure of the County to comply with any of the terms or conditions of this Agreement.

Upon termination of this Agreement, the County shall comply with any and all Municipality closeout procedures, including but not limited to:

- A. Accounting for and refunding to the Municipality within ten (10) days, any unexpended funds that have been paid to the County pursuant to this Agreement; and
- B. Furnishing within ten (10) days an inventory to the Municipality of all equipment and appurtenances provided under this Agreement, and carrying out any Municipality directive concerning the disposition thereof.

In the event the Municipality terminates this Agreement in whole or in part, as provided in this Article, the County shall continue the performance of this Agreement to the extent not terminated hereby.

Notwithstanding any other provision of this Agreement, the County shall not be relieved of liability to the Municipality for damages sustained by the Municipality by virtue of the County's breach of this Agreement or failure to perform in accordance with applicable standards, and the Municipality may withhold payments to the County for the purposes of set-off until such time as the exact amount of damages due to the Municipality from the County is determined.

The rights and remedies of the Municipality provided herein shall not be exclusive and are in addition to any other rights and remedies provided by law, in equity, or pursuant to this Agreement.

9. **NO ARBITRATION:** Any and all disputes involving this Agreement, including the breach or alleged breach thereof, may not be submitted to arbitration unless specifically agreed thereto in writing, but must instead only be heard in the Supreme Court of the State of New York, with venue in Chemung County or if appropriate, in the Federal District Court.

10. **NO ASSIGNMENT BY COUNTY WITHOUT CONSENT:** This Agreement may not be assigned by the County nor its right, title or interest therein assigned, transferred, conveyed, sublet or disposed of without the previous written consent of the Municipality.

11. **NON-DISCRIMINATION IN EMPLOYMENT:** During the term of this Agreement, the County agrees that it will not discriminate against any employee or applicant for employment because of age, race, creed, sex, sexual orientation, color, national origin, military status, genetic predisposition or carrier status, disability, or marital status, and will take affirmative action to insure equal employment opportunities without discrimination because of age, race, creed, sex, sexual orientation, color, national origin, military status, genetic predisposition or carrier status, disability, or marital status. Such action shall be taken with reference to, but not limited to, recruitment, employment, job assignment, promotion, upgrading, demotion, transfer, layoff or termination, rates of pay or other forms of compensation, and selection for training or retraining, including apprenticeship and on-the-job training.

12. **MODIFICATIONS TO BE IN WRITING:** No changes, amendments or modifications of any of the terms and/or conditions of this Agreement shall be valid unless reduced to writing and signed by the parties to this Agreement. Changes in the scope of Services in this Agreement shall not be binding, and no payment shall be due in connection therewith, unless prior to the performance of any such services, the County Executive, after consultation with the Department Head, executes an Addendum or Change Order to this Agreement, which Addendum or Change Order shall specifically set forth the scope of such extra or additional services, the amount of compensation, and extension of time for performance, if any, for any such services. Unless otherwise specifically provided for therein, the provisions of this Agreement shall apply with full force and effect to the terms and conditions contained in such Addendum or Change Order.

13. **ENTIRE AGREEMENT:** The rights and obligations of the parties and their respective agents, successors and assignees shall be subject to and governed by this Agreement, which supersedes any other understandings or writings between or among the parties to this Agreement.

IN WITNESS WHEREOF, this agreement has been executed by the duly authorized officers of the respective parties.

MUNICIPALITY OF _____ COUNTY OF CHEMUNG

BY: _____

BY: _____

DATE: _____

DATE: _____

APPENDIX A

FEE FOR SERVICES RATE

MODEL AGREEMENT FOR DECENTRALIZED MODEL

THIS AGREEMENT, made this ____ day of _____ 201__ by and between the COUNTY OF CHEMUNG, having its principal place of business at John H. Hazlett Building, 203 Lake Street, Elmira, NY (hereinafter referred to as the “County”), and the

MUNICIPALITY OF _____, having its principal place of business at _____, New York (hereinafter referred to as the “Municipality”):

W I T N E S S E T H:

WHEREAS, certain County roads [delineate here] (hereinafter referred to as “County Roads” are difficult and costly for the County to service and

WHEREAS, the MUNICIPALITY has agreed to perform normal maintenance, as set forth below, for the fixed fee of _____, (\$ _____) for the full ____ miles and

WHEREAS, the parties agree that a cooperative arrangement such as is established hereby is in the best interests of the citizens of the respective municipalities;

NOW THEREFORE, it is mutually agreed between the parties as follows:

1. NORMAL MAINTENANCE - SCOPE of SERVICES:

a. The Municipality shall assume full responsibility for performing the following services, (the “Services”), in connection with the maintenance of the County Roads: a) plowing the snow, sanding and salting the road during the winter months, b) cleaning ditches along the highway, cleaning culverts when necessary, repairing potholes, cutting brush and trimming trees below 10 foot level and mowing the roadside area once a year during the summer months. The Municipality will also be responsible for furnishing all labor, equipment and materials necessary to perform the Services set forth above.

b. Except as specifically stated hereinabove, the County shall continue to assume full responsibility for the maintenance and repair of said County Roads. The County shall continue to maintain bridges and shall repave the road when necessary, stripe and sign the road, maintain any existing or planned retaining walls and install any necessary culverts. The County will be responsible for all large dead trees and shall trim live trees above the height of 10 feet. The County shall furnish all labor, equipment and materials necessary to carry out the services to be performed by the County.

2. **TERM OF AGREEMENT:** This Agreement shall take effect on _____, 201__ and shall continue in full force and effect until midnight of _____, 201__.

3. **PAYMENT:** The County agrees to pay the Municipality the fixed fee of _____ (\$_____) during the term of this Agreement for the Services to be performed by the Municipality hereunder. Said payment shall be made in two (2) equal installments with the first to be due on _____, 201_ and the second to be due on _____, 201_; such payments shall be made only upon written certification of completed Services by the Municipality Highway Superintendent.

4. **EXECUTORY CLAUSE:** The County shall have no liability under this Agreement to the Municipality or to anyone else beyond funds appropriated and available for this Agreement.

5. **RECORDS AND REPORTS:** The Municipality shall maintain full and accurate records of the Services to be provided hereunder which shall be subject to inspection by the County, upon reasonable notice and during the normal business hours, during the term hereof and for a three (3) year period following the expiration of this Agreement.

6. **NOTICE OF CLAIM:** The Municipality shall immediately notify the County of any actions, proceedings, claims or demands against the Municipality, whether grounded in tort, contract or otherwise, arising from or out of its performance of any Services under this Agreement.

7. **INDEMNIFICATION:** The Municipality agrees to defend, indemnify and hold harmless the County, including its officials, employees and agents, against all claims, losses, damages, liabilities, costs or expenses (including without limitation, reasonable attorney fees and costs of litigation and/or settlement), whether incurred as a result of a claim by a third party or any other person or entity, arising out of the Services performed pursuant to this Agreement, which the County, or its officials, employees or agents, may suffer by reason of any negligence, fault, act or omission of Municipality, its employees, representatives, subcontractors, assignees, or agents.

In the event that any claim is made or any action is brought against the County arising out of the negligence, fault, act, or omission of an employee, representative, subcontractor, assignee, or agent of Municipality, either within or without the scope of his respective employment, representation, subcontract, assignment, or agency, or arising out of Municipality's negligence, fault, act or omission, then the County shall have the right to withhold further payments hereunder for the purpose of set-off in sufficient sums to cover the said claim or action. The rights and remedies of the County provided for in this clause shall not be exclusive and are in addition to any other rights and remedies provided by law, in equity, or, pursuant to this Agreement.

8. **INSURANCE:** For all of the Services set forth herein and as hereinafter amended, Municipality shall maintain or cause to be maintained, in full force and effect during the term of this Agreement, at its expense, Workers' Compensation Insurance, Disability Insurance, Commercial General Liability Insurance covering personal injury and property damage, Automobile Liability Insurance, and other insurance with stated minimum coverages [attached documents to Agreement]. Such policies are to be in the broadest form available on usual commercial terms and shall be written by insurers of recognized financial standing, satisfactory to the County who have been fully informed as to the nature of the Services to be performed. The County shall be an additional insured on all Commercial General

Liability policies with the understanding that any obligations imposed upon the insured (including without limitation, the liability to pay premiums) shall be the sole obligation of Municipality and not those of the County. Notwithstanding anything to the contrary in this Agreement, the Municipality irrevocably waives all claims against the County for all losses, damages, claims or expenses resulting from risks commercially insurable under this insurance described in this Article 8. The provision of insurance by Municipality shall not in any way limit Municipality's liability under this Agreement.

9. **TERMINATION:** The County may, by written notice to Municipality effective upon mailing, terminate this Agreement in whole or in part at any time (i) for the County's convenience, or (ii) upon the failure of Municipality to comply with any of the terms or conditions of this Agreement.

Upon termination of this Agreement, the Municipality shall comply with any and all County closeout procedures, including but not limited to:

- A. Accounting for and refunding to the County within ten (10) days, any unexpended funds that have been paid to Municipality pursuant to this Agreement; and
- B. Furnishing within ten (10) days an inventory to the County of all equipment and appurtenances provided under this Agreement, and carrying out any County directive concerning the disposition thereof.

In the event the County terminates this Agreement in whole or in part, as provided in this Article, the Municipality shall continue the performance of this Agreement to the extent not terminated hereby.

Notwithstanding any other provision of this Agreement, the Municipality shall not be relieved of liability to the County for damages sustained by the County by virtue of Municipality's breach of this Agreement or failure to perform in accordance with applicable standards, and the County may withhold payments to Municipality for the purposes of set-off until such time as the exact amount of damages due to the County from Municipality is determined.

The rights and remedies of the County provided herein shall not be exclusive and are in addition to any other rights and remedies provided by law, in equity, or pursuant to this Agreement.

10. **NO ARBITRATION:** Any and all disputes involving this Agreement, including the breach or alleged breach thereof, may not be submitted to arbitration unless specifically agreed thereto in writing, but must instead only be heard in the Supreme Court of the State of New York, with venue in Chemung County or if appropriate, in the Federal District Court.

11. **NO ASSIGNMENT BY MUNICIPALITY WITHOUT CONSENT:** This Agreement may not be assigned by the Municipality nor its right, title or interest therein assigned, transferred, conveyed, sublet or disposed of without the previous written consent of the County.

12. **MUNICIPALITY COMPLIANCE WITH LAWS:** The Municipality agrees that it will fully comply with all Federal, State and County policies, procedures, standards, and laws, rules and regulations.

13. **NON-DISCRIMINATION IN EMPLOYMENT:** During the term of this Agreement, the Municipality agrees that it will not discriminate against any employee or applicant for employment because of age, race, creed, sex, sexual orientation, color, national origin, military status, genetic predisposition or carrier status, disability, or marital status, and will take affirmative action to insure equal employment opportunities without discrimination because of age, race, creed, sex, sexual orientation, color, national origin, military status, genetic predisposition or carrier status, disability, or marital status. Such action shall be taken with reference to, but not limited to, recruitment, employment, job assignment, promotion, upgrading, demotion, transfer, layoff or termination, rates of pay or other forms of compensation, and selection for training or retraining, including apprenticeship and on-the-job training.

14. **MODIFICATIONS TO BE IN WRITING:** No changes, amendments or modifications of any of the terms and/or conditions of this Agreement shall be valid unless reduced to writing and signed by the parties to this Agreement. Changes in the scope of Services in this Agreement shall not be binding, and no payment shall be due in connection therewith, unless prior to the performance of any such services, the County Executive, after consultation with the Department Head, executes an Addendum or Change Order to this Agreement, which Addendum or Change Order shall specifically set forth the scope of such extra or additional services, the amount of compensation, and extension of time for performance, if any, for any such services. Unless otherwise specifically provided for therein, the provisions of this Agreement shall apply with full force and effect to the terms and conditions contained in such Addendum or Change Order.

15. **ENTIRE AGREEMENT:** The rights and obligations of the parties and their respective agents, successors and assignees shall be subject to and governed by this Agreement, which supersedes any other understandings or writings between or among the parties to this Agreement.

IN WITNESS WHEREOF, this agreement has been executed by the duly authorized officers of the respective parties.

MUNICIPALITY OF _____

COUNTY OF CHEMUNG

BY: _____

BY: _____

DATE: _____

DATE: _____

Delaware County, New York
Sample Contract for Shared Highway Services

1. For purposes of this contract, the following terms shall be defined as follows:
 - a. "Municipality" shall mean any city, county, town, village which has agreed to be bound by a contract for shared services or equipment similar in terms and effect with the contract set forth herein, and has filed a copy of said contract with the Delaware County Department of Public Works.
 - b. "Contract" shall mean the text of this agreement which is similar in terms and effect with comparable agreements, notwithstanding that each such contract is signed only by the chief executive officer of each participating municipality filing the same, and upon such filing each filing municipality accepts the terms of the contract to the same degree and effect as if each chief executive officer had signed each individual contract.
 - c. "Shared Service" shall mean any service provided by one municipality for another municipality that is consistent with the purposes and intent of this contract and shall include but not be limited to:
 - i. the renting, exchanging or lending of highway machinery, tools and equipment, with or without operators;
 - ii. the borrowing or lending of supplies between municipalities on a temporary basis conditioned upon the replacement of such supplies or conditioned upon the obtaining of equal value through the provision of a service by the borrower or by the lending of equipment by the borrower, the value of which is equal to the borrowed supplies;
 - iii. the providing of a specific service for another municipality, conditioned on such other municipality providing a similar service, or a service of equal value, in exchange.
 - iv. The maintenance of machinery or equipment by a municipality for other municipalities.
 - d. "Superintendent" shall mean, in the case of a city, the head of the department of public works; in the case of a county, the county superintendent of highways, or the person having the power and authority to perform the duties generally performed by the county superintendent of highways; in the case of a town, the town superintendent of highways; in the case of a village, the superintendent of public works.
2. The undersigned municipality has caused this agreement to be executed and to bind itself to the terms of this contract and it will consider this contract to be applicable to any municipality which has approved a similar contract and filed such contract with the Delaware County Department of Public Works.
3. The undersigned municipality by this agreement grants unto the superintendent, the authority to enter into any shared service arrangements with any other municipalities or other municipalities subject to the following terms and conditions:
 - a. The County of Delaware agrees to rent or exchange or borrow from any municipality any and all materials, machinery and equipment, with or without operators, which it may need for the purposes of the County of Delaware. The determination as to whether such machinery, with or without operators, is needed by the County of Delaware, shall be made by the superintendent. The value of the materials or supplies borrowed from another municipality under this agreement may be returned in the form of similar types and amounts of materials or supplies, or by the supply of equipment or the giving of services of equal value, to be determined by mutual agreement of the respective superintendents.

- b. The County of Delaware agrees to rent, exchange or lend to any municipality any and all materials, machinery and equipment, with or without operators, which such municipality may need for its purposes. The determination as to whether such machinery or material is available for renting, exchanging or lending shall be made by the superintendent. In the event the superintendent determines that it will be in the best interest of the County of Delaware to lend to another municipality, the superintendent is hereby authorized to lend to another municipality. The value of supplies or materials loaned to another municipality may be returned to the County of Delaware, by the borrowing municipality in the form of similar types and amounts of materials or supplies, or by the use of equipment or receipt of services of equal value, to be determined by the respective superintendents.
 - c. The County of Delaware agrees to repair or maintain machinery or equipment for any city/county/town/village under terms that may be agreed upon by the superintendent, upon such terms as may be determined by the superintendent.
 - d. An operator of equipment rented or loaned to another municipality, when operating such equipment for the borrowing municipality, shall be subject to the direction and control of the superintendent of the borrowing municipality in relation to the manner in which the work is to be completed. However, the method by which the machine is to be operated shall be determined by the operator.
 - e. When receiving the services of an operator with a machine or equipment, the receiving superintendent shall make no request of any operator which would be inconsistent with any labor agreement that exists for the benefit of the operator in the municipality by which the operator is employed.
 - f. The lending municipality shall be liable for any negligent acts resulting from the operation of its machinery or equipment by its own operator. In the event damages are caused as a result of directions given to perform work, then the lending municipality shall be held harmless by the borrowing municipality.
 - g. Each municipality shall remain fully responsible for its own employees, including salary, benefits and workers compensation.
 - h. The renting, borrowing or leasing, repairing or maintaining of any particular piece of machinery or equipment, or the exchanging or borrowing of materials or supplies, or the providing of a specific service shall be evidenced by the signing of a memorandum by the superintendent. Such memorandum may be delivered to the other party via mail, personal delivery, facsimile machine, or any other method of transmission agreed upon. In the event there is no written acceptance of the memorandum, the receipt of the materials or supplies or the acceptance of a service shall be evidence of the acceptance of the offer to rent, exchange or lend.
4. In the event any shared services arrangement is made without a memorandum at the time of receipt of the shared service, the superintendent receiving the shared service shall within five days thereof, send to the provider a memorandum identifying the type, time and date of the acceptance of the repair or maintenance shared service. In the event such shared service related to or included any materials or supplies, such memorandum shall identify such materials or supplies and time and place of delivery.
5. In the event a municipality wishes to rent machinery or equipment from another municipality or in the event a municipality wishes to determine the value of such renting for the purposes of exchanging shared services or a comparable value, it is agreed that the value of the shared service shall be set forth in the memorandum.
6. All machinery and the operator, for purposes of workers compensation, liability and any other relationship with third parties, except as provided in paragraph e of section three of this agreement, shall be considered the machinery of, and the employee of, the municipality owning the machinery and equipment.
7. In the event machinery or equipment being operated by an employee or the owning municipality is damaged or otherwise in need of repair while working for another municipality, the municipality

owning the machinery or equipment shall be responsible to make or pay for such repairs. In the event machinery or equipment is operated by an employee of the borrowing, receiving or renting municipality, such municipality shall be responsible for such repairs.

8. Records shall be maintained by each municipality setting forth all machinery rentals, exchanges, borrowings, repair or maintenance and other shared services. Such records will be available for inspection by any municipality which has shared services with such municipality.
10. In the event a dispute arises relating to any repair, maintenance or shared service, and in the event such dispute cannot be resolved between the parties, such dispute shall be subject to mediation.
11. Any party to this contract may revoke such contract by filing a notice of such revocation. Upon the revocation of such contract, any outstanding obligations shall be settled within thirty days of such revocation unless the parties with whom an obligation is due agree in writing to extend such date of settlement.
12. Any action taken by the superintendent pursuant to the provisions of this contract shall be consistent with the duties of such official and expenditures incurred shall not exceed the amounts set forth in the County budget for highway purposes.
13. The record of all transactions that have taken place as a result of the County of Delaware participation in the services afforded by this contract shall be kept by the superintendent and a statement thereof, in a manner satisfactory to the County board, shall be submitted to the County Board semiannually on or before the first day of June and on or before the first day of December of each year following the filing of the contract, unless the County board requests the submission of records at different times and dates.
14. If any provision of this contract is deemed to be invalid or inoperative for any reason, that part shall be deemed modified to the extent necessary to make it valid and operative, or if it cannot be so modified, the severed, and the remainder of the contract shall continue in full force and effect as if the contract had been signed with the invalid portion so modified or eliminated.
15. This contract shall be reviewed each year by the County of Delaware and shall expire five years from the date of its signing by the chief executive officer. The County board may extend or renew this contract at the termination thereof for another five year period.
16. Copies of this contract shall be sent to the clerk and the Superintendent of each municipality with which the County Superintendent anticipates engaging in shared services. No shared services shall be conducted by the County Superintendent except with the Superintendent of a municipality that has completed a shared services contract and has sent a copy thereof to the Delaware County Department of Public Works.

The County is authorized and directed to file a copy of the contract set forth in this resolution with the chief executive officer of the following municipalities:

Town of Harpersfield

Town of Middletown

Town of Roxbury

Town of Stamford

Village of Margaretville

Village of Stamford

Signed: _____

Chairman, Delaware County Board of Supervisors

Date: _____



Ulster County, New York Sample Agreement for Road Maintenance

THIS AGREEMENT, made this 1st day of January 2010 by and between the COUNTY OF ULSTER, having its principal place of business at 240 Fair Street Kingston, New York (hereinafter referred to as the "COUNTY"), and the

TOWN OF HARDENBURGH, having its principal place of business at Margaretville, New York (hereinafter referred to as the "TOWN"):

W I T N E S S E T H:

WHEREAS, County Roads 102 (6.2 miles), 7A (3.77 miles) and 145 (1.73 miles) are so located that it is impossible to maintain the road without proceeding on a circuitous route through Delaware County, thereby greatly increasing the cost of the maintenance work performed and

WHEREAS, the TOWN has agreed to perform normal maintenance, as set forth below, for the fixed fee of fifty-six thousand two hundred ninety-two dollars, (\$56,292.00) for the full 11.7 miles, which represents a 3% increase from the previous year agreement, and

WHEREAS, the parties agree that a cooperative arrangement such as is established hereby is in the best interests of the citizens of the respective municipalities, and

WHEREAS, the Chairman of the Ulster County Legislature, pursuant to Resolution No. 34 dated February 10, 2010, is authorized to execute on behalf of the COUNTY, an agreement for the services contained herein;

NOW THEREFORE, it is mutually agreed between the parties as follows:

1. **NORMAL MAINTENANCE - SCOPE of SERVICES:** The TOWN shall assume full responsibility for performing the following services, (the SERVICES), in connection with the maintenance of a 6.2 mile length of County Road 102, and a 5.5 mile length of County Roads 7A and 145: plowing the snow, sanding and salting the road, cleaning ditches along the highway, cleaning culverts when necessary, and repairing potholes during the summer months. The TOWN will also be responsible for cutting brush and trimming trees below 10 foot level, and for mowing the roadside area once a year. The TOWN will also be responsible for furnishing all labor, equipment and materials necessary to perform the SERVICES set forth above. Except as specifically stated hereinabove, the COUNTY shall continue to assume full responsibility for the maintenance and repair of said stretches of highway. The COUNTY shall continue to maintain the bridges on County Road 102 (namely County Bridges Nos. 89, 110, 192, 204 and 205) and shall repave the road when necessary, stripe and sign the road, maintain any existing or planned retaining walls and install any necessary culverts. The COUNTY will be responsible for all large dead trees and shall trim live trees above the height of 10 feet. The COUNTY shall furnish all labor, equipment and materials necessary to carry out the services to be performed by the COUNTY.

2. **TERM OF AGREEMENT:** This Agreement shall take effect on January 1, 2010 and shall continue in full force and effect until midnight of December 31, 2010.

3. **PAYMENT:** The COUNTY agrees to pay the TOWN the fixed fee of fifty-six thousand two hundred ninety-two dollars, (\$56,292.00) during the term of this Agreement for the SERVICES to be performed by the TOWN hereunder. Said payment shall be made in two (2) equal installments of twenty-

eight thousand one hundred forty-six dollars, (\$28,146.00) with the first to be due on April 1, 2009 and the second to be due on October 1, 2009; such payments shall be made only upon written certification of completed SERVICES by the TOWN Highway Superintendent.

4. **EXECUTORY CLAUSE:** The COUNTY shall have no liability under this Agreement to TOWN or to anyone else beyond funds appropriated and available for this Agreement.

5. **RECORDS AND REPORTS:** The TOWN shall maintain full and accurate records of the SERVICES to be provided hereunder which shall be subject to inspection by the COUNTY, upon reasonable notice and during the normal business hours, during the term hereof and for a three (3) year period following the expiration of this Agreement.

6. **NOTICE OF CLAIM:** The TOWN shall immediately notify the COUNTY of any actions, proceedings, claims or demands against the TOWN, whether grounded in tort, contract or otherwise, arising from or out of its performance of any SERVICES under this Agreement.

7. **INDEMNIFICATION:** TOWN agrees to defend, indemnify and hold harmless the COUNTY, including its officials, employees and agents, against all claims, losses, damages, liabilities, costs or expenses (including without limitation, reasonable attorney fees and costs of litigation and/or settlement), whether incurred as a result of a claim by a third party or any other person or entity, arising out of the SERVICES performed pursuant to this Agreement, which the COUNTY, or its officials, employees or agents, may suffer by reason of any negligence, fault, act or omission of TOWN, its employees, representatives, subcontractors, assignees, or agents.

In the event that any claim is made or any action is brought against the COUNTY arising out of the negligence, fault, act, or omission of an employee, representative, subcontractor, assignee, or agent of TOWN, either within or without the scope of his respective employment, representation, subcontract, assignment, or agency, or arising out of TOWN'S negligence, fault, act or omission, then the COUNTY shall have the right to withhold further payments hereunder for the purpose of set-off in sufficient sums to cover the said claim or action. The rights and remedies of the COUNTY provided for in this clause shall not be exclusive and are in addition to any other rights and remedies provided by law, in equity, or, pursuant to this Agreement.

8. **INSURANCE:** For all of the SERVICES set forth herein and as hereinafter amended, TOWN shall maintain or cause to be maintained, in full force and effect during the term of this Agreement, at its expense, Workers' Compensation Insurance, Disability Insurance, Commercial General Liability Insurance covering personal injury and property damage, Automobile Liability Insurance, and other insurance with stated minimum coverages, all as set forth in Schedule "A" ("County of Ulster Standard Contract Insurance Requirements"), which is attached hereto and hereby made a part of this Agreement. Such policies are to be in the broadest form available on usual commercial terms and shall be written by insurers of recognized financial standing, satisfactory to the COUNTY, who have been fully informed as to the nature of the SERVICES to be performed. The COUNTY shall be an additional insured on all Commercial General Liability policies with the understanding that any obligations imposed upon the insured (including without limitation, the liability to pay premiums) shall be the sole obligation of TOWN and not those of the COUNTY. Notwithstanding anything to the contrary in this Agreement, TOWN irrevocably waives all claims against the COUNTY for all losses, damages, claims or expenses resulting from risks commercially insurable under this insurance described in this Article 8. The provision of insurance by TOWN shall not in any way limit TOWN'S liability under this Agreement.

9. **TERMINATION:** The COUNTY may, by written notice to TOWN effective upon mailing, terminate this Agreement in whole or in part at any time (i) for the COUNTY'S convenience, or (ii) upon the failure of TOWN to comply with any of the terms or conditions of this Agreement. Upon termination of this Agreement, the TOWN shall comply with any and all COUNTY closeout procedures, including but not limited to:

A. Accounting for and refunding to the COUNTY within ten (10) days, any unexpended funds that have been paid to TOWN pursuant to this Agreement; and

B. Furnishing within ten (10) days an inventory to the COUNTY of all equipment and appurtenances provided under this Agreement, and carrying out any COUNTY directive concerning the disposition thereof.

In the event the COUNTY terminates this Agreement in whole or in part, as provided in this Article, the TOWN shall continue the performance of this Agreement to the extent not terminated hereby.

Notwithstanding any other provision of this Agreement, TOWN shall not be relieved of liability to the COUNTY for damages sustained by the COUNTY by virtue of TOWN'S breach of this Agreement or failure to perform in accordance with applicable standards, and the COUNTY may withhold payments to TOWN for the purposes of set-off until such time as the exact amount of damages due to the COUNTY from TOWN is determined.

The rights and remedies of the COUNTY provided herein shall not be exclusive and are in addition to any other rights and remedies provided by law, in equity, or pursuant to this Agreement.

10. **NO ARBITRATION:** Any and all disputes involving this Agreement, including the breach or alleged breach thereof, may not be submitted to arbitration unless specifically agreed thereto in writing by the Chairman, but must instead only be heard in the Supreme Court of the State of New York, with venue in Ulster County or if appropriate, in the Federal District Court with venue in the Northern District of New York, Albany Division.

11. **NO ASSIGNMENT BY TOWN WITHOUT CONSENT:** This Agreement may not be assigned by the TOWN nor its right, title or interest therein assigned, transferred, conveyed, sublet or disposed of without the previous written consent of the COUNTY.

12. **TOWN COMPLIANCE WITH LAWS:** The TOWN agrees that it will fully comply with all Federal, State and County policies, procedures, standards, and laws, rules and regulations.

13. **NON-DISCRIMINATION IN EMPLOYMENT:** During the term of this Agreement, the TOWN agrees that it will not discriminate against any employee or applicant for employment because of age, race, creed, sex, sexual orientation, color, national origin, military status, genetic predisposition or carrier status, disability, or marital status, and will take affirmative action to insure equal employment opportunities without discrimination because of age, race, creed, sex, sexual orientation, color, national origin, military status, genetic predisposition or carrier status, disability, or marital status. Such action shall be taken with reference to, but not limited to, recruitment, employment, job assignment, promotion, upgrading, demotion, transfer, layoff or termination, rates of pay or other forms of compensation, and selection for training or retraining, including apprenticeship and on-the- job training.

14. **MODIFICATIONS TO BE IN WRITING:** No changes, amendments or modifications of any of the terms and/or conditions of this Agreement shall be valid unless reduced to writing and signed by the parties to this Agreement. Changes in the scope of SERVICES in this Agreement shall not be binding, and no payment shall be due in connection therewith, unless prior to the performance of any such services, the Chairman, after consultation with the Department Head, executes an Addendum or Change Order to this Agreement, which Addendum or Change Order shall specifically set forth the scope of such extra or additional services, the amount of compensation, and extension of time for performance, if any, for any such services. Unless otherwise specifically provided for therein, the provisions of this Agreement shall apply with full force and effect to the terms and conditions contained in such Addendum or Change Order.

15. **ENTIRE AGREEMENT:** The rights and obligations of the parties and their respective agents, successors and assignees shall be subject to and governed by this Agreement, including Schedule "A", which supersedes any other understandings or writings between or among the parties to this Agreement.

IN WITNESS WHEREOF, this agreement has been executed by the duly authorized officers of the respective parties.

TOWN OF HARDENBURGH**COUNTY OF ULSTER**BY: _____
Town SupervisorBY: _____
Frederick J. Wadnola
Chairman, UC Legislature

DATE: _____

DATE: _____

ULSTER COUNTY PUBLIC WORKS
(Approved as to form and content)BY: _____
Supt. of Highways
Town of HardenburghBY: _____
David A. Sheeley
Commissioner, UC Public Works

DATE: _____

DATE: _____

(Rev. 10/01/09)**SCHEDULE A**
COUNTY OF ULSTER STANDARD CONTRACT INSURANCE REQUIREMENTS**WORKERS' COMPENSATION AND DISABILITY INSURANCE:**

The VENDOR shall take out and maintain during the life of this Agreement, Workers' Compensation (WC) Insurance and Disability Benefits (DB) Insurance, for all of its employees employed at the site of the project, and shall provide to the COUNTY'S Insurance Department Certificates of Insurance evidencing this coverage. If the VENDOR is not required to carry such insurance, the VENDOR must submit form CE-200 attesting to the fact that it is not required to do so.

WORKERS' COMPENSATION REQUIREMENTS: To assist the State of New York and municipal entities in enforcing WCL Section 57, a business entity seeking to enter into contracts with municipalities **MUST** provide ONE of the following forms to the government entity (the COUNTY) entering into a contract:

- **IF THE VENDOR IS REQUIRED TO CARRY COVERAGE AND HAS AN OUTSIDE CARRIER,** submit Form C-105.2, "Certificate of Workers' Compensation Insurance" (the VENDOR'S insurance carrier will send this form to the COUNTY at the VENDOR'S request). **(PLEASE NOTE:** The State Insurance Fund provides its own version of this form, the U-26.3)
- **IF THE VENDOR IS REQUIRED TO CARRY COVERAGE AND IS SELF INSURED,** submit Form SI-12, "Certificate of Workers' Compensation Self-Insurance" (the VENDOR'S Group Self-Insurance Administrator will send this form to the COUNTY at the VENDOR'S request).
- **IF THE VENDOR IS NOT REQUIRED TO CARRY COVERAGE,** submit Form CE-200, "Affidavit For New York Entities With No Employees And Certain Out of State Entities, That New York State Workers' Compensation and/or Disability Benefits Insurance Coverage is Not Required" (this form and the instructions for completing it are available from the link below).

DISABILITY BENEFITS REQUIREMENTS: To assist the State of New York and municipal entities in enforcing WCL Section 220(8), business entities seeking to enter into contract with municipalities **MUST** provide ONE of the following forms to the government entity (the COUNTY) entering into a contract:

- **IF THE VENDOR IS REQUIRED TO CARRY COVERAGE AND HAS AN OUTSIDE CARRIER,** submit Form DB-120.1, "Certificate of Disability Benefits Insurance" (the VENDOR'S insurance carrier will send this form to the COUNTY at the VENDOR'S request).
- **IF THE VENDOR IS REQUIRED TO CARRY COVERAGE AND IS SELF INSURED,** submit Form DB-155, "Certificate of Disability Self-insurance" (the VENDOR must call the Workers Comp. Board's Self-Insurance Office at 518-402-0247).
- **IF THE VENDOR IS NOT REQUIRED TO CARRY COVERAGE,** submit Form CE-200, "Affidavit For New York Entities With No Employees And Certain Out of State Entities, That New York State Workers' Compensation and/or Disability Benefits Insurance Coverage is Not Required" (this form and the instructions for completing it are available from the link below).

Please note that ACORD forms are NOT acceptable proof of New York State Workers' Compensation or Disability Benefits insurance coverage.

Form CE-200 and the instructions for completing the application and obtaining the form are available on the Board's website, www.wcb.state.ny.us, under the heading "Common Forms." Business entities without access to a computer may obtain a paper application for the CE-200 by writing or visiting the Customer Service Center at any District Office of the Workers' Compensation Board. However, business entities using the manual process may wait up to four (4) weeks before receiving a CE-200. **Employees of the Workers' Compensation Board cannot assist business entities in answering question about this form. Please contact an attorney if you have any questions regarding Form CE-200. However, If you have questions regarding workers' compensation coverage requirements, please call the Bureau of Compliance at (866) 546-9322.**

COMMERCIAL GENERAL LIABILITY INSURANCE:

The VENDOR shall take out and maintain during the life of the Agreement, such bodily injury liability and property damage liability insurance as shall protect it and the COUNTY from claims for damages for bodily injury including accidental death, as well as from claims for property damage that may arise from operations under this Agreement, whether such operations be by the VENDOR, by any subcontractor, or by anyone directly or indirectly employed by either of them. It shall be the responsibility of the VENDOR to maintain such insurance in amounts sufficient to fully protect itself and the COUNTY, but in no instance shall amounts be less than those set forth below. The amounts set forth below establish the minimum acceptable levels of coverage.

Bodily injury liability insurance in an amount not less than ONE MILLION AND 00/100 (\$1,000,000.00) DOLLARS for each occurrence and in an amount not less than ONE MILLION AND 00/100 (\$1,000,000.00) DOLLARS general aggregate.

Property damage liability insurance in an amount not less than ONE MILLION AND 00/100 (\$1,000,000.00) DOLLARS for each occurrence and in an amount of not less than ONE MILLION AND 00/100 (\$1,000,000.00) DOLLARS general aggregate.

OTHER CONDITIONS OF COMMERCIAL GENERAL LIABILITY INSURANCE:

1. Coverage shall be written on Commercial General Liability form.
2. Coverage shall include:

- A. Contractual Liability
 - B. Independent Contractors
 - C. Products and Completed Operations
3. County of Ulster, P.O. Box 1800, Kingston, New York, 12402-1800 shall be added to the Commercial General Liability policy as “Additional Insured” and this insurance is primary and non-contributory with any other valid and collectable insurance.

AUTOMOBILE LIABILITY INSURANCE:

Automobile bodily injury liability and property damage liability insurance shall be provided by the VENDOR with a minimum Combined Single Limit (CSL) of ONE MILLION AND 00/100 (\$1,000,000.00) DOLLARS.

OTHER CONDITIONS OF AUTOMOBILE LIABILITY INSURANCE:

1. Coverage Shall Include:
- A. All owned vehicles
 - B. Hired car and non-ownership liability coverage
 - C. Statutory No-Fault coverage

PROFESSIONAL LIABILITY INSURANCE (e.g. MALPRACTICE INSURANCE)

Professional liability insurance in the amount of no less than ONE MILLION AND 00/100 (\$1,000,000.00) DOLLARS.

[] If this box is checked, professional liability insurance is required.

ADDITIONAL CONDITIONS OF INSURANCE:

1. The VENDOR shall submit copies of any or all required insurance policies as and when requested by the COUNTY.

CERTIFICATE OF INSURANCE:

The VENDOR shall file with the COUNTY’S Insurance Department, prior to commencing work under this Agreement, a certificate of insurance.

1. Certificate of insurance shall include:
- A. Name and address of Insured
 - B. Issue date of certificate
 - C. Insurance company name
 - D. Type of coverage in effect
 - E. Policy number
 - F. Inception and expiration dates of policies included on the certificate
 - G. Limits of liability for all policies included on the certificate
 - H. “Certificate Holder” shall be the County of Ulster, P.O. Box 1800, Kingston, NY 12402-1800.
2. If the VENDOR’S insurance policies should be non-renewed or canceled, or should expire during the life of this Agreement, the COUNTY shall be provided with a new certificate indicating the replacement policy information as requested above. The COUNTY requires thirty (30) days prior

written notice of cancellation (fifteen (15) days for non-payment of premium) from the Insurer, its Agents or Representatives.

INTERMUNICIPAL AGREEMENT
FOR
FLEET SERVICES
MACHINERY, TOOLS, EQUIPMENT AND SERVICES SHARING
ACCESS AND SALE OF ALTERNATIVE FUELS

This Agreement is made this ____ day of _____, 2009, by and between

MONROE COUNTY, a municipal corporation having its principle office at 39 West Main Street, Rochester, New York 14614, which shall include but not be limited to all County Departments, such as Transportation and Aviation and the four (4) County Pure Waters Districts, hereinafter referred to as the "COUNTY"; and

The City of Rochester, the Towns, Villages, Districts located within Monroe County and all other eligible entities that are set forth in the executed signature pages attached hereto and made a part thereof to this Intermunicipal Agreement, all which shall hereinafter be referred to as the "MUNICIPALITIES".

WITNESSETH:

WHEREAS, the COUNTY maintains a fleet maintenance workforce that specializes in police and public works vehicle repair and maintenance; and

WHEREAS, the MUNICIPALITIES are desirous of having the COUNTY provide such maintenance and repair work on their police vehicles and/or public works department vehicles; and

WHEREAS, the COUNTY is willing to perform such maintenance and repair work on vehicles from any police agency and/or public works department of the MUNICIPALITIES; and

WHEREAS, the County Executive of Monroe County is authorized to execute this Fleet Services Agreement pursuant to Resolution No. 272 of 2005, adopted by the Monroe County Legislature on August 9, 2005, a copy of said Resolution is attached as Exhibit "A"; and

WHEREAS, the COUNTY and MUNICIPALITIES each own and operate various equipment, machinery, tools, and services with surplus capacity; and

WHEREAS, the COUNTY and the MUNICIPALITIES are each desirous of sharing machinery, tools, equipment and services with each other; and

WHEREAS, the COUNTY may enter into this type of Machinery, Tools, Equipment and Services Sharing Agreement pursuant to New York State Highway Law § 133-a; and

WHEREAS, the MUNICIPALITIES may enter into this type of Machinery, Tools, Equipment Sharing Intermunicipal Agreement pursuant to New York State Highway Law § 142-b and § 142-d; and

WHEREAS, the COUNTY owns an operates an alternative fuels source with surplus capacity; and

WHEREAS, the MUNICIPALITIES are each desirous of gaining access to and the right to purchase alternative fuels; and

WHEREAS, the COUNTY is willing to allow access to and the purchase of alternative fuels by the MUNICIPALITIES; and

WHEREAS, the County Executive of Monroe County is authorized to execute this Machinery, Tools, Equipment and Services Sharing and Access and Sale of Alternate Fuels Agreement pursuant to Resolution No. 212 of 2008, adopted by the Monroe County Legislature on the 14th day of October, 2008, a copy of said Resolution is attached as Exhibit "B"; and

WHEREAS, the MUNICIPALITIES, are authorized to execute this Fleet Services, Machinery, Tools, Equipment and Services Sharing and Access and Sale of Alternate Fuels Agreement, hereinafter the "Agreement", pursuant to the Resolution/Ordinance attached as Exhibit "C"; and

NOW, THEREFORE, IT IS AGREED AS FOLLOWS:

DEFINITIONS

- A. "EQUIPMENT" – shall mean any tools, equipment or machinery lent under this Agreement, with or without operators.
- B. "GOVERNING BODY" – shall mean that branch within the COUNTY and the MUNICIPALITIES which possesses legislative approval authority and collectively shall be referred to as "GOVERNING BODIES".
- C. "REVIEW COMMITTEE" – shall mean that group of representatives selected by the GOVERNING BODY of each of the respective parties to this Agreement to review proposed amendments and consider policy matters affecting this Agreement. Unless indicated otherwise, the HIGHWAY SUPERINTENDENT of the MUNICIPALITY entering into this Agreement, or the individual possessed with such powers and authority of the HIGHWAY SUPERINTENDENT or his designee, shall serve as said representative.
- D. "LENDER" – shall mean the party providing the machinery, tools, Equipment and services
- E. "BORROWER" – shall mean the party receiving the use of tools, Equipment and services
- F. "HIGHWAY SUPERINTENDENT" – shall mean the COUNTY or local HIGHWAY SUPERINTENDENT or the individual possessed with such powers and authority of the HIGHWAY SUPERINTENDENT.
- G. "FLEET SERVICES" – shall mean mechanical, preventative maintenance and body work on police and public works vehicles of the MUNICIPALITIES by COUNTY fleet maintenance workforce that specializes in such work.

PARTICIPATION

- 1. Participation in this Agreement is limited to MUNICIPALITIES located within the geographical boundaries of Monroe County, New York.
- 2. The GOVERNING BODY of each of the MUNICIPALITIES must approve participation before execution of this Agreement shall be effective.
- 3. The COUNTY and the MUNICIPALITIES wishing to participate in this Agreement must designate on the Equipment/Services Schedule, to be provided to the COUNTY HIGHWAY SUPERINTENDENT, which Equipment and/or services it intends to make available which will then be attached hereto and incorporated into this Agreement as Exhibit "D". Any party to this

Agreement may amend and/or withdraw their Equipment and/or Services Schedule from the list of available Equipment and/or Services at any time with written notice to the COUNTY and all other parties to this Agreement.

4. The COUNTY HIGHWAY SUPERINTENDENT shall provide each party to this Agreement with a schedule of the Equipment/Services Schedule and a listing of all parties to this Agreement upon execution and each subsequent annual renewal.
5. Each party to this Agreement shall be entitled to select a representative, as defined in this Agreement, to serve on the Review Committee

CONSIDERATION

6. The COUNTY shall provide Fleet Services for mechanical, preventative maintenance and body work to the MUNICIPALITIES police and/or public works vehicles at a designated labor rate of fifty-five dollars (\$55) per hour with additional charges for necessary/needed parts.
7. The BORROWER may pay to the LENDER a sum equal to the hourly/daily/weekly/monthly rate listed for the EQUIPMENT for the period of time said EQUIPMENT is used, plus labor costs if an operator for the EQUIPMENT is supplied, as that sum may be agreed upon by the respective representative of the GOVERNING BODY of each party involved.. The LENDER shall submit to the BORROWER monthly certified invoices for payment. In the alternative, the parties may agree to dispense with the payment of a monetary consideration for the lending of EQUIPMENT; if the parties deem that the exchange of EQUIPMENT and/or Services amongst themselves is fair and adequate consideration.

ACCESS AND SALE OF ALTERNATIVE FUELS

8. The COUNTY shall make available to all MUNICIPALITIES that are a party to this Agreement the sale of all alternative fuels available for sale by the COUNTY under the following terms and conditions:
 - A. Access: The COUNTY shall grant access to, and use of, any and all COUNTY alternative fuel sites to all MUNICIPALITIES that participate in this AGREEMENT.
 - B. Pricing: The COUNTY shall establish pricing for all alternative fuels on a daily/weekly/monthly basis which shall then be made available to participating MUNICIPALITIES as the basis for the charges for any alternative fuels purchased by the MUNICIPALITIES.
 - C. Billing/Payment: The COUNTY shall invoice MUNICIPALITIES on a monthly basis for any and all alternative fuels purchased. MUNICIPALITIES shall have thirty (30) days from the date of invoice to make payment to the COUNTY.

TERM

9. The term of this Agreement shall be from January 1, 2008 to December 31, 2033, renewed annually upon the mutual written consent of the parties intending to continue participation in this Agreement.
10. Any party to this Agreement may withdraw from participation in this Agreement upon thirty (30) days notice to the COUNTY and all other parties to this Agreement in which event this Agreement shall terminate and be of no further force or effect as to such withdrawing party

DISPUTES

11. Each party agrees to negotiate with any other party to this Agreement to resolve disputes arising under this Agreement. However, nothing contained herein shall constitute a waiver of the right to pursue any legal remedy.

RIGHTS AND RESPONSIBILITIES OF LENDERS

12. The LENDER shall determine what, if any, EQUIPMENT may be available and the duration of use at the time of the request.
13. The LENDER, at its discretion, shall provide its employees to operate the EQUIPMENT to be lent.
14. The LENDER may refuse a request for EQUIPMENT based on the personnel and/or EQUIPMENT needs of the LENDER.
15. The LENDER shall provide Workers Compensation Insurance coverage for its employees working for the BORROWER. Any claim arising from an injury to a LENDER'S employee while working for the BORROWER shall be treated in the same manner as if the employee was working for the LENDER.
16. The LENDER shall be liable for the negligence of its employees while working for any BORROWER in the same manner and extent as when the employees work for LENDER.
17. The LENDER shall be responsible to repair any damage to lent EQUIPMENT which occurs during BORROWER'S use, other than damage caused by BORROWER'S violation of the terms and conditions of this Agreement or by the negligence, recklessness or willful misconduct of third parties other than LENDER, including, without limitation, BORROWER, BORROWER'S officers, employees, contractors, agents or invitees, unless both BORROWER and LENDER agree in writing otherwise.
18. LENDER makes no warranties, express or implied, with respect to this Agreement or any EQUIPMENT, including without limitation, warranties of merchantability or fitness for a particular purpose or intended use. BORROWER accepts the EQUIPMENT "as is". In no event shall LENDER be liable for consequential damages.

RIGHTS AND RESPONSIBILITIES OF BORROWERS

19. The BORROWER shall use the lent EQUIPMENT only for its intended purpose and in accordance with manufacturer's standards and instructions and applicable federal, state and local law, provide fuel, oil, lubrication and other materials required for the operation of the EQUIPMENT and, unless LENDER furnishes its employees to operate the lent EQUIPMENT the BORROWER shall provide qualified, trained personnel to operate the lent EQUIPMENT.
20. The BORROWER shall provide maintenance and protection of traffic services during the use of the lent EQUIPMENT to include as needed, installation of warning lights, barricades, and signs in accordance with the National Manual of Uniform Traffic Control Devices and the New York State Supplement.
21. The BORROWER shall release to LENDER the lent EQUIPMENT in the same condition and state of repair as it received it (ordinary wear and tear excepted) immediately when no longer needed or if LENDER requests the return of such EQUIPMENT or its personnel.
22. BORROWER assumes liability for and agrees to defend (with legal counsel reasonably satisfactory to LENDER), indemnify and hold LENDER harmless for from and against any and all claim for liability, loss, cost, expense or damage of every nature (including, without limitation, fines, forfeitures, penalties, settlements, and attorney's fees) by or to any person which directly or indirectly results from or pertains to the use, possession, operation of EQUIPMENT under this Agreement with the exception of gross negligence or willful misconduct on behalf of the LENDER.
23. As part of its obligation to indemnify and hold harmless its officers, agents and employees, as set forth above, the BORROWER agrees to obtain and maintain in full force and effect, for the term of this Agreement, insurance coverage as described above, naming the Lender as additional insured, or shall supply evidence of self-insurance satisfactory to the LENDER.

AMENDMENT

24. Any party may propose an amendment to this Agreement by written notice to the COUNTY through its HIGHWAY SUPERINTENDENT, setting forth the proposed amendment.
25. Any written notices of any proposed Amendment must be received by the COUNTY, through its HIGHWAY SUPERINTENDENT, on or before November 30 to be considered.
26. The COUNTY, through its HIGHWAY SUPERINTENDENT, shall convene the REVIEW COMMITTEE at least once annually in the month of December to consider proposed amendments and any other matters affecting this Agreement.
27. The COUNTY and MUNICIPALITIES representatives serving on the REVIEW COMMITTEE shall each have one (1) vote. A majority of the entire number of COUNTY and MUNICIPALITIES representatives on the REVIEW COMMITTEE shall be required to amend this Agreement. Representatives may vote in person or by proxy or by mail delivered to the COUNTY through its HIGHWAY SUPERINTENDENT.

28. Any amendment affecting municipal finances or liability must be ratified by the GOVERNING BODIES of the COUNTY and MUNICIPALITIES before becoming effective.
29. In the event that the GOVERNING BODIES of the COUNTY and MUNICIPALITIES fail to ratify an amendment as required by this Agreement, that party shall be deemed to have withdrawn from this Agreement.

TERMINATION

30. This Agreement shall terminate as to all parties hereto upon the majority vote of the entire number of COUNTY and MUNICIPALITIES representatives on the REVIEW COMMITTEE. The COUNTY through its HIGHWAY SUPERINTENDENT shall give at least two (2) weeks written notice to all parties to this Agreement of the meeting at which such termination is to be considered. Representatives may vote in person or by written proxy or by mail delivered to the COUNTY through its HIGHWAY SUPERINTENDENT.

EXECUTION

31. This Agreement may be executed in any number of counterparts, each of which shall be an original, but which together shall constitute one in the same instrument.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement the day and year first above written.

COUNTY OF MONROE

By _____
Maggie Brooks
Monroe County Executive

MUNICIPALITY

By: _____

Name: _____

Title: _____

State of New York)
County of Monroe
City of Rochester):

On the ____ day of _____ in the year 2009 before me, the undersigned, a Notary Public in and for said State, personally appeared **Maggie Brooks**, Monroe County Executive, personally known to me or proved to me on the basis of satisfactory evidence to be the individual whose name is subscribed to the within instrument and acknowledged to me that she executed the same in her capacity, and that by her signature on the instrument, the individual, or the person upon behalf of which the individual acted, executed the instrument; that she executed the foregoing instrument.

Notary Public

State of New York)
County of Monroe
Town of _____ :

On the ____ day of _____ in the year 2009 before me, the undersigned, a Notary Public in and for said State, personally appeared _____, personally known to me or proved to me on the basis of satisfactory evidence to be the individual whose name is subscribed to the within instrument and acknowledged to me that she/he executed the same in her/his capacity, and that by her/his signature on the instrument, the individual, or the person upon behalf of which the individual acted, executed the instrument; that she/he executed the foregoing instrument in accordance with Resolution No. ____ of _____ adopted by the _____ Municipal Board on _____, 20____.

Notary Public

EXHIBIT "A"
Monroe County Resolution No. 272 of 2005

EXHIBIT "B"
Monroe County Resolution No. 212 of 2008

EXHIBIT “C”
Municipalities Resolution/Ordinance

EXHIBIT "D"
Equipment/Services Schedule

MONROE COUNTY
HIGHWAY
EQUIPMENT LIST

EQUIP NO	EQUIP CODE	EQUIPMENT NAME	RATE

**MUNICIPALITY
HIGHWAY EQUIPMENT LIST**

Appendix I: Financing Options for the Recommended Model

MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)
FROM: University at Buffalo Regional Institute
DATE: April 19, 2010
RE: Chemung County Highway Services Study, Financing Options and Cost Allocation Methodologies and Variables for the Recommended Model

Financing Options

Highway services are a core municipal service. As a result, most local governments use all the revenue streams available to them to finance the construction and maintenance of their local highways. Similar to other municipalities throughout New York State and the nation, municipalities in Chemung County fund highway services primarily through local revenue sources including property, sales and use taxes and fees for the delivery of highway services to individuals and other governments. Most of those municipalities also leverage intergovernmental transfer from the state and federal government to fund highway services, but to a lesser extent than local revenue sources.

The following discussion defines each revenue stream that supports highway service delivery in Chemung County and documents its attributes and importance to highway service delivery. An analysis of each revenue source allows for an informed comparison of the advantages and disadvantages of using different revenue streams to support highway service delivery under the alternative delivery structures.

Sales and Use Tax

As of December 1, 2002, the Chemung County sales and use tax rate increased from 3 to 4 percent. State statute only permits a 3 percent local sales tax rate, but counties can request state legislative approval of a “temporary” higher rate. Nearly two-thirds of New York counties including Chemung County have done so. The “temporary” rate approved in Chemung County in 2002 must be reauthorized by the State Legislature following a request of the County Legislature every two years. Sales taxes are applied to the following including highway use-related items where noted:

- Tangible personal property (motor vehicles, machinery and equipment, fuels);
- Services (parking of motor vehicles);
- Consumer utility taxes;
- Food and drink;
- Hotel room occupancy; and

- Certain admissions and charges.¹

The County retains 62.5 percent of sales tax revenue and distributes the remaining 37.5 percent to the County's cities, towns and villages based on 2000 U.S. Census population counts. The distribution formula is tied to the 2000 U.S. Census and will not be affected by the 2010 U.S. Census without action by the County Legislature.² The 2009 Chemung County adopted budget includes an estimated 2.5 percent increase in sales and use tax revenues over 2008 collections.

Sales tax revenues are an important source of funding for all municipal highway departments, especially town highway departments. From 2004 through 2008, highway service expenditures consumed, on average, 48.1 percent of all sales tax revenues. Highway expenditures consumed a relatively small portion of the sales tax revenues of Chemung County and four of the five villages in the County. Highway spending by the other municipalities – the City of Elmira, the Village of Elmira Heights and all eleven towns in the County – consumed an annual average of 79.3 percent of sales tax revenues.

Table 1: 2004 through 2008 Annual Average Sales Tax Revenue and Highway Spending

Municipalities	2004-2008 Annual Average Sales Tax	2004-2008 Annual Average Highway Spending	Highway Spending as % of Sales Tax
Chemung County	\$ 30,895,024	\$9,171,805	29.7%
City of Elmira	\$ 6,297,741	\$ 5,558,884	88.3%
Town of Ashland	\$ 282,030	\$ 249,945	88.6%
Town of Baldwin	\$ 173,625	N/A	N/A
Town of Big Flats	\$ 1,470,422	\$ 1,265,822	86.1%
Town of Catlin	\$ 539,196	\$ 648,396	120.3%
Town of Chemung	\$ 542,452	\$ 748,516	138.0%
Town of Elmira	\$ 1,338,443	\$ 945,283	70.6%
Town of Erin	\$ 418,085	\$ 410,080	98.1%
Town of Horseheads	\$ 2,285,999	\$ 1,180,027	51.6%
Town of Southport	\$ 2,276,672	\$ 1,422,336	62.5%
Town of Van Etten	\$ 229,803	\$ 627,176	272.9%
Town of Veteran	\$ 636,262	\$ 587,266	92.3%
Village of Elmira Heights	\$ 504,927	\$ 448,910	88.9%
Village of Horseheads	\$ 1,317,545	\$ 475,115	36.1%
Village of Millport	\$ 29,539	\$ 8,592	29.1%
Village of Van Etten	\$ 79,181	\$ 2,271	2.9%
Village of Wellsburg	\$ 115,090	\$ 12,917	11.2%

Source: New York State Comptroller's Office Annual Update Documents

¹ Office of the New York State Comptroller. "Local Government Sales Taxes in New York State: Description, Trends and Issues." March 2006.

² Personal communication with Joseph Sartori, Chemung County Treasurer on October 27, 2009.

Participating towns allocated an annual average of \$3.6 million or 40 percent of annual average town sales and use tax revenues in dedicated highway funds from 2004 to 2008.³ A few towns deposited a majority of their sales and use tax revenues over that time in highway service funds (see **Table 2**). For example, the towns of Veteran, Van Etten and Ashland accounted for 80.9, 76.7 and 74 percent, respectively, of their sales and use tax revenues in dedicated highway funds. Other towns did not report any sales and use tax revenues in their dedicated highway funds, but rather, as discussed below, allocated a majority of their real property taxes to highway services.

Table2: 2004 through 2008 Annual Average Highway Fund Sales Tax Revenue by Municipality⁴

Municipalities	2004-2008 Annual Highway Average	% of Total Annual Average
Chemung County	-	-
City of Elmira	-	-
Town of Ashland	\$ 205,612	74.0%
Town of Baldwin	N/A	N/A
Town of Big Flats	-	-
Town of Catlin	\$ 316,241	57.4%
Town of Chemung	\$ 268,720	49.3%
Town of Elmira	\$ 594,075	45.8%
Town of Erin	\$ 256,742	60.5%
Town of Horseheads	\$ 1,245,873	54.5%
Town of Southport	-	-
Town of Van Etten	\$ 171,064	76.7%
Town of Veteran	\$ 495,123	80.9%
Village of Elmira Heights	-	-
Village of Horseheads	-	-
Village of Millport	-	-
Village of Van Etten	-	-
Village of Wellsburg	-	-
Total	\$ 3,553,450	62.4%

Source: New York State Comptroller's Office, Annual Update Documents

As a whole, sales and use taxes are the largest single source of revenue for Chemung County municipalities. In 2008, Chemung County municipalities recognized an annual average of \$54.0 million in sales tax revenues, \$10.0 million more than the next most significant source of highway department revenues – the real property tax. Future Chemung County sales and use tax revenues will be affected by

³ Highway-related funds include the Highway Fund (D) and the Machinery Fund (DM).

⁴ New York State Comptroller guidelines require counties and towns, not cities or villages, to maintain highway/road funds. Therefore, local tax and other revenues used to support highway services are accounted for in the general funds of most New York cities and villages and in the general and dedicated road/highway funds of all New York counties and cities. Chemung County did not deposit sales tax revenues directly into highway funds.

housing-related purchases, energy costs and other areas of consumer spending as well as any changes to local sales and use tax rate and its apportionment among municipalities.⁵

Sales tax revenues are an attractive source of funding for highway services, not only because they are the largest source of municipal revenue in the County, but also because of the base of goods and services taxed. Those who buy from local retailers use local government services such as roads and sidewalks and benefit from highway improvements. Therefore, a tax on goods purchased based on the use of those services matches the benefits with the added sales tax. In particular, sales tax revenues from the sale of unleaded and diesel gasoline are a logical funding stream for highway services since they are tied to vehicle miles traveled and, therefore, the use of highway services delivered by local, state and federal governments. From January to April 2007, gas sales were 5.4 percent of Chemung County sales tax collections or approximately \$1.7 million when annualized.⁶

While sales taxes have attributes that make them an attractive source of highway funding, they also have some troubling implications. Sales tax revenues are highly sensitive to economic conditions. They are difficult to predict from year to year and are greatly influenced by volatile energy markets in oil and natural gas. In addition, sales taxes are influenced by fast moving trends in automobile and other technology. As consumers move toward reduced fuel consumption thanks to more fuel-efficient and alternative-fuel vehicles, the level of sales tax revenue recognized on gasoline sales could shrink despite continued use of local roadways. In deliberating the source of funding for shared highway services, decision-makers should consider using sales tax revenues in light of overall expenditures, not just highway expenditures and the mix of other revenue streams available to support highway services including real property taxes, intergovernmental aid and charges for services.

Real Property Taxes

In 2009, the Chemung countywide property tax rate is 6.98 per thousand dollars of assessed value, the same rate as 2008. The County property tax rate has decreased from \$8.29 per thousand of full value to \$6.98 per thousand, an annual average decrease of 4.1 percent. The countywide rate is levied on top of city, town and village taxes, where applicable. Property taxes are set during the annual budget process at a level that will fund services not covered by other budgeted revenue streams or fund balance appropriations. The annual property tax rate is a function of the full valuation of property within each municipality and the total amount to be raised by the property tax. From 2004 through 2008, the full value of property in Chemung County has increased by an average of 5 percent each year.

Property tax revenues were dwarfed by town highway spending from 2004 through 2008, but are more than sufficient to pay for county, city and village highway services. From 2004 through 2008, highway service expenditures averaged 132.3 percent of property tax revenues, primarily towns that spent more on highway services than they collected in property tax revenues. Highway expenditures consumed a relatively small portion of the property tax revenues of Chemung County, all five villages in the County, the City of Elmira and the towns of Big Flats and Elmira. However, highway spending by the remaining towns exceeded property tax revenues by an average of \$367,000.

⁵ Office of the New York State Comptroller. "New York State County Sales Tax Collections by Region." July 2008.

⁶ Ibid.

Table 3: 2004 through 2008 Annual Average Sales Tax Revenue and Highway Spending

Municipalities	2004-2008 Annual Average Property Tax	2004-2008 Annual Average Highway Spending	Highway Spending as % of Sales Tax
Chemung County	\$26,109,174	\$9,171,805	35.1%
City of Elmira	\$ 9,102,112	\$ 5,558,884	61.1%
Town of Ashland	\$ 127,868	\$ 249,945	195.5%
Town of Baldwin	N/A	N/A	N/A
Town of Big Flats	\$ 1,652,200	\$ 1,265,822	76.6%
Town of Catlin	\$ 431,392	\$ 648,396	150.3%
Town of Chemung	\$ 150,642	\$ 748,516	496.9%
Town of Elmira	\$ 1,435,315	\$ 945,283	65.9%
Town of Erin	\$ 139,774	\$ 410,080	293.4%
Town of Horseheads	\$ 532,651	\$ 1,180,027	221.5%
Town of Southport	\$ 1,143,105	\$ 1,422,336	124.4%
Town of Van Etten	\$ 410,117	\$ 627,176	152.9%
Town of Veteran	\$ 247,080	\$ 587,266	237.7%
Village of Elmira Heights	\$ 1,293,840	\$ 448,910	34.7%
Village of Horseheads	\$ 1,114,476	\$ 475,115	42.6%
Village of Millport	\$ 32,479	\$ 8,592	26.5%
Village of Van Etten	\$ 49,102	\$ 2,271	4.6%
Village of Wellsburg	\$ 44,804	\$ 12,917	28.8%

Source: *New York State Comptroller's Office Annual Update Documents*

Chemung County towns dedicated an annual average of \$3,219,700 or 52.2 percent of annual average real property tax revenues to funds dedicated to highway services. A few towns deposited a majority of their real property tax and assessments revenues in funds dedicated to highway services. The towns of Erin, Chemung and Big Flats reported 95.2, 94.6 and 74.2 percent, respectively, of their annual average real property tax revenues in their highway funds. The Town of Horseheads was the only Chemung County town that did not deposit real property tax revenues in dedicated highway funds. In addition to depositing sales and use and real property tax and assessments revenues directly into highway funds, towns and the county also transfer these and other revenues from other funds, primarily the general fund, into dedicated highway funds.

Table 4: 2004 through 2008 Annual Average Highway Fund Real Property Tax Revenue by Municipality⁷

Municipalities	2004-2008 Annual Highway Average	% of Total Annual Average
Chemung County	-	-
City of Elmira	-	-
Town of Ashland	\$ 43,901	34.3%
Town of Baldwin	N/A	N/A
Town of Big Flats	\$ 1,225,450	74.2%
Town of Catlin	\$ 272,648	63.2%
Town of Chemung	\$ 142,470	94.6%
Town of Elmira	\$ 450,243	31.4%
Town of Erin	\$ 133,058	95.2%
Town of Horseheads	-	-
Town of Southport	\$ 713,661	62.4%
Town of Van Etten	\$ 186,879	45.6%
Town of Veteran	\$ 51,390	20.8%
Village of Elmira Heights	-	-
Village of Horseheads	-	-
Village of Millport	-	-
Village of Van Etten	-	-
Village of Wellsburg	-	-
Total	\$ 3,219,700	52.2%

From 2004 to 2008, Chemung County municipalities collected an annual average of \$44.0 million real property taxes, the third largest revenue source behind sales tax revenues and charges for services. In theory, real property taxation is conducive to financing transportation services since it is consistent with the benefits principle of taxation – the most likely users of the local transportation network in the County are property owners. They need a local road network to access their property and to get to and from work and retail outlets to purchase goods and services. Real property taxes are also attractive for highway service funding as they are relatively stable and controlled by the annual budget process.

However, some attributes of the property tax do not lend themselves well to equitable funding of highway services through the property tax. The property tax is based on the full assessed value of property. While the higher annual average full value of assessed property per centerline mile in a municipality has been shown to correlate with higher highway department spending, the assessed value of property is not tied to vehicle miles traveled like a user fee or the purchase and sale of goods like the sales tax. The property tax is also levied irrespective of the income of property owners making its burden more onerous for certain

⁷ New York State Comptroller guidelines require counties and towns, not cities or villages, to maintain highway/road funds. Therefore, local tax and other revenues used to support highway services are accounted for in the general funds of most New York cities and villages and in the general and dedicated road/highway funds of all New York counties and cities. Chemung County did not deposit property tax revenues directly into highway funds.

classes of taxpayers who no longer have the income streams they used to pay down their home mortgage. As with the sales tax, decision-makers should consider the real property tax as a source of revenue for highway services in light of overall expenditures, not just highway expenditures and the mix of other revenue streams including sales taxes, intergovernmental aid and charges for services.

Charges and Fees for Services

Charges and fees for services include department revenues received for projects or services rendered to individuals, households, governments or organizations. Chemung County municipalities derive revenue from charges and fees from a number of services including transportation-related services. However, transportation and in particular highway-related charges for services are a small portion of overall charges or fees for services. There are generally two types of charges and fees for services – those delivered to individuals, households or organizations and those delivered to other governments.

The City of Elmira is the only Chemung County municipality that recognized charges and fees received from individuals, households or organizations for transportation-related services. Those fees came from both parking garage and parking meter revenues. Parking garage and meter revenues do result from use of public highways, but are typically allocated to support the construction, operations and maintenance of parking ramps and meters with little revenue remaining for support of highway services. On average, the City of Elmira realized approximately \$171,000 annually in parking lot and garage revenues from 2004 through 2008 and \$67,000 from parking meter fees. The current size and use of highway-related charges and fees for services as well as their nature makes them an unlikely source of significant revenue for the new model of Chemung County highway services.

The City of Elmira and the towns of Chemung and Van Etten reported an annual average of approximately \$174,000 in revenues from highway services delivered to other governments from 2004 through 2008. The Town of Van Etten recognized an annual average of approximately \$85,000 over that time for snow removal services delivered to other governments. The City of Elmira and the Town of Chemung reported approximately \$63,000 and \$26,000, respectively, in general transportation services delivered to other governments. Currently, charges and fees for highway services delivered to other governments are not a significant or widespread source of funding for highway services. However, unlike fees charged to individuals, households or organizations for transportation-related services, charges to other governments for highway services have the potential to play a central role in the new model of highway service delivery in Chemung County.

Charges and fees for services are payments made by consumers (individuals or organizations) in direct exchange for services rendered – also known as user fees.⁸ User fees are conducive to services provided by governments directly to individuals, households or organizations such as water, sewer, electricity or toll roads or bridges, but are not well-suited to the provision of public goods like public safety or general highway services where it is difficult or costly to exclude users who do not pay. Few charges and fees for local highway-related services provided to individuals can be tracked, measured and billed nor is it easy to exclude users who do not pay for those services. However, charges to other governments for highway services are measureable and, therefore, a promising source of funding for highway services provided by

⁸ Government Finance Officers Association. *Local Government Finance – Concepts and Practices*. Chicago, IL. 1991.

one government to another government. The key to charging other governments for highway services is a detailed, transparent and agreeable tracking mechanism for services rendered.

There are numerous advantages to funding highway services through user fees. User fees meet the benefits principle – those directly using the service pay for the service. User fees also serve as a signal of demand for government services. If demand outstrips supply for a particular service a government can reasonably assume that the service and its quality are of significant character that warrants additional provision granted doing so is possible and it doesn't drain general tax resources. However, there are logical limits to user charges. Public goods such as the ability to transport food or other essential goods and services for provision to those who are unable to afford additional user fees are often subsidized by other taxes such as property and sales taxes on those who can pay. In addition, despite demand signals pricing can be initially difficult at the outset, but can and should be adjusted as individuals and organizations respond to the level, quality and type of service provided.

The “good” transportation user charges – those that are easier and less costly to administer –are typically taken up by state and federal governments, leaving local governments fewer options when it comes to funding highway services through user fees. However, the new model of highway services in Chemung County includes the provision of certain highway services by Chemung County to municipalities. If the County and participating municipalities choose to charge and work towards an agreement on the price, tracking and payment mechanism for the provision of centralized highway services, user fees from other governments could become a larger part of Chemung County highway revenues.

Intergovernmental Aid – State

With few exceptions, all state transportation aid provided to Chemung County municipalities comes through the CHIPS program. CHIPS funding assists localities in financing the construction, reconstruction, or improvement of local highways, bridges, highway-railroad crossings, and/or other local facilities.⁹ Apportionments to municipalities are calculated annually by NYSDOT according to a formula prescribed by New York State law. The two most important data inputs for the CHIPS formula are local highway mileage for municipalities and paid motor vehicle registrations for counties. Based on those and historical funding levels, NYSDOT pays for annual CHIPS allocations to municipalities out of two funds – the State Transportation Improvement Fund (TIF) and the Local Assistance Fund (LAF).

The annual state TIF appropriation is \$145 million. Of that total \$30 million (or 20.7 percent) is distributed to counties based on their share of motor vehicle registrations and \$30 million (another 20.7 percent) is distributed to counties based on their share of centerline mileage. The remaining \$85 million is distributed to municipalities based on a two part process. First, the money is split into pots for cities (42.7 percent), counties (18.5 percent), villages (10.7 percent) and towns (28.1 percent). Within each municipal class the money is apportioned based on centerline miles.

Unlike TIF funding, the statewide LAF amount varies from year to year. LAF funding is apportioned to municipalities based on funding percentages established for the 3-year Safer Local Roads and Streets Program (SLRSP) established in 1979. The SLRSP initially distributed \$100 million into pots then

⁹ <https://www.nysdot.gov/programs/chips> on February 24, 2009.

distributed by percentages to towns (38 percent), counties (30 percent), cities (9 percent) and villages (9 percent).

Eligible CHIPS projects must have a 10 year life. There are 5 types of projects that are considered eligible for CHIPS reimbursement - highway resurfacing, highway reconstruction, traffic control devices, bridge/culvert rehabilitation and bridge/culvert replacement.¹⁰ From 2004 through 2008, Chemung County municipalities received \$12.7 million out of their annual allocations in reimbursements for qualifying CHIPS projects (see **Table 5**). Collectively, Chemung County municipalities received \$2.2 million, the lowest annual reimbursement in the 2007 fiscal year and \$3.2 million, the highest annual reimbursement in the 2008 fiscal year.

Table 5: 2004 through 2008 Annual Average CHIPS Revenue by Municipality¹¹

Municipalities	2004-2008 Average
Chemung County	\$ 1,110,560
City of Elmira	\$ 548,874
Town of Ashland	\$ 20,986
Town of Baldwin	-
Town of Big Flats	\$ 103,509
Town of Catlin	\$ 87,592
Town of Chemung	\$ 74,789
Town of Elmira	\$ 62,716
Town of Erin	\$ 79,065
Town of Horseheads	\$ 67,617
Town of Southport	\$ 113,999
Town of Van Etten	\$ 70,746
Town of Veteran	\$ 66,305
Village of Elmira Heights	\$ 65,816
Village of Horseheads	\$ 62,594
Village of Millport	\$ 5,825
Village of Van Etten	-
Village of Wellsburg	\$ 5,491
Total	\$ 2,546,483

CHIPS revenues will not be reduced or redirected under the new model for highway service delivery in the County. Each municipality will continue to receive funding from the TIP and LAF according to

¹⁰ Retrieved from <https://www.nysdot.gov/programs/chips/program-eligibility> on October 23, 2009.

¹¹ CHIPS revenue is reported by each municipality through the Annual Update Document process with the New York State Comptroller's Office. Annual apportionment amounts differ from annual CHIPS revenue because municipalities must apply for reimbursement of qualified project expenditures in order to receive some or all of their annual apportionment. The Town of Baldwin does not file an annual report with the State Comptroller's Office. Therefore, CHIPS revenues presented herein do not include Town of Baldwin CHIPS revenues.

annual state appropriations and the CHIPS formulas.¹² Project-related expenditures that now qualify for funding under the CHIPS program would be eligible for reimbursement under the new model as well. If the County delivers centralized services that qualify for CHIPS funding, the municipality receiving those services can apply for reimbursement under the CHIPS program just as it would for qualified CHIPS projects completed by a private contractor. Either the County or municipality could prepare the paperwork required for reimbursement under the CHIPS program, but reimbursement funding under the annual TIF and LAF allocation amounts would still flow to the municipality that received the services. Under the new model for highway service delivery, the County would complete CHIPS projects and the paperwork required for reimbursement when requested by municipalities. Delivery of highway services for a Consolidated Urban Highway Services Area (CUHSA) would also not impact the level or distribution of CHIPS funding individual CUHSA municipalities would receive. CUHSA municipalities would therefore be able to use CHIPS funding for projects completing in respective municipalities to reimburse and support the government providing highway services through public sector service provision, cooperation with a private contractor or wholly through a contractual agreement.

Intergovernmental Aid – Federal

Chemung County and the City of Elmira received all of the federal transportation aid reported by participating Chemung County municipalities from 2004 to 2008. Much of the annual average of approximately \$6.9 million in federal transportation aid provided to the County and City supported highway, bridge projects in the City and County and County airport capital improvements. According to County capital budgets, the annual average of approximately \$5 million to be received each year from the federal government for airport versus highway and bridge projects varied significantly. For example, in 2009 Chemung County budgeted for approximately \$1.6 million in federal transportation aid, all of it for road and bridge projects. However, in 2008 the County budgeted for approximately \$3.9 million in federal transportation aid, \$1.4 million of which was for highway and bridge projects compared to \$2.5 million for airport projects. The City of Elmira reported an annual average of approximately \$1.9 million in federal transportation aid in its Capital Fund from 2004 through 2008. Projects included ongoing traffic signal improvements, road projects and Americans with Disabilities Act sidewalk funding.

In addition to federal transportation aid, the towns of Ashland, Big Flats, Chemung and Elmira accounted for an annual average of approximately \$4,600 in federal emergency disaster assistance in funds dedicated to highway services from 2004 through 2008. Also, during that time Chemung County and the Town of Elmira reported an annual average of approximately \$200,000 and \$16,000 of general government federal aid, respectively, in their highway funds.

Intergovernmental Aid in Context

Intergovernmental aid is typically received from higher levels of government such as the state and federal government and is an important source of revenue for current and future local highway services, particularly funds to support highway capital projects. Despite its importance and relative size,

¹² Since CHIPS funding relies largely on municipal class, it results in municipalities with the same number of centerline miles being funded at different rates simply because they are different municipal classes.

intergovernmental aid programs and levels have fluctuated over time depending on local, national and international economic and political changes. Those changes tend to come and go, largely out of the control of local governments. For example, in the 1980s a portion of federal highway aid to states was contingent upon state action to raise the minimum legal drinking age to 21.¹³ However, the American Recovery and Reinvestment Act of 2009 provides for enormous intergovernmental revenue transfers to state and local governments. Highway construction is the largest single line infrastructure item in the act. Intergovernmental aid will continue to be an important source of highway funding for Chemung County municipalities, but will not supplant local revenues such as sales and property taxes as the primary source of highway funding.

Summary

Chemung County governments finance local highway services with a mix of local property taxes, sales taxes and to a much lesser extent, user fees. General state highway aid and project-specific federal funding supplement local revenue sources. An analysis of the advantages of disadvantages of public sector financing options supports, in general, the funding streams used by Chemung County municipalities to support highway services. If the transportation system in Chemung County currently provides all the general benefits that it was designed for then any future geographic or volume expansion of that system should be financed by the new users added to the system.

The new model of highway service delivery in Chemung County will likely require continued reliance on local sales and property taxes, but with an increasing financial inter-relationship funded primarily through charges and fees. Charges and fees from other governments for highway services are measureable and, therefore, a promising source of funding for highway services provided by one government to another government. The key to charging other governments for highway services is a detailed, transparent and agreeable tracking mechanism for services rendered. With enough information on highway services delivered within and across municipal boundaries, necessary fees and charges can be set and relevant and appropriate costs can be allocated to maintain or improve the level and reduce the cost of highway service delivery.

Cost Allocation Methodologies and Variables

There are generally four ways that Chemung County municipalities could allocate the costs to provide centralized or urban/suburban/rural highway services across municipalities:

- equal allocation;
- proportional allocation;
- usage-based allocation; and
- weighted allocation.

Each method could leverage one, some or all of the highway service financing sources discussed above. The advantages and disadvantages of each approach are outlined below.

¹³ Government Finance Officers Association. *Local Government Finance – Concepts and Practices*. Chicago, IL. 1991.

Equal Allocation

In the equal allocation approach, municipalities divide shared service costs equally among partners. The equal allocation is simple to administer and transparent, but can also be inequitable if different municipalities use different shared services to different extents. The equal allocation approach is best for arrangements where service integration is minimal and costs and benefits of the shared service are evenly spread across partners.

Proportional Allocation

The proportional allocation method allocates costs among participating municipalities based on a single variable that can be related or unrelated to the cost of the shared service. Like the equal allocation method, the proportional allocation method is simple to administer and transparent, but can result in an inequitable allocation of costs if the single variable used does not properly reflect or change based upon the benefits received by each participating municipality. The proportional allocation method is well suited for shared services where municipalities are of similar size and have a relatively equal cost structure and demand for services. There are a number of cost allocation variables that could be applied to the proportional allocation and other variable-based allocation methods for shared highway services including:

- centerline highway mileage by municipality;
- population;
- full value of assessed property;
- registered drivers per municipality; or
- registered vehicles per municipality.

Usage-Based Allocation

In the usage-based allocation method, municipalities are charged a fee based on a cost based and on how much of a service they use. For example, under the usage-based allocation method Chemung County would charge a municipality based on the service delivered in a similar manner that a private contractor would charge the municipality for service provision. If the County removed 10 tree stumps and had a policy that required the municipality that benefited from that service to pay for each tree stump removed, the County would “charge” the municipality based upon an agreed upon price. In this case, the County and municipality could set forth in an agreement the unit (tree stump) and the price per unit. Other services where the unit is not easily defined could be billed based on an hourly charge per type of employee and an hourly charge per type of equipment.

The New York State Department of Transportation (NYS DOT) “Equipment Rental Rate Schedule” is an example of this type of allocation method currently in practice.¹⁴ Revised in June 2006, June 2008 and again in August 2009, the “hourly rate rental schedule” is used to reimburse a local government, private

¹⁴ New York State Department of Transportation. “Equipment Rental Rate Schedule.” June 2008. Retrieved from <https://www.nysdot.gov/divisions/operating/oom/transportation-maintenance/repository/EqRates2009.pdf> on May 20, 2009.

contractor or individual who delivers services under the terms of an agreement with NYS DOT. For each equipment type and size or other equipment variable the NYS DOT will reimburse local governments for agreed upon projects based on the number of hours the equipment was used as well as for the labor hours incurred. Chemung County and participating municipalities could leverage this schedule or create a new schedule that may be more appropriate for the services to be shared under the new model for highway service delivery.

This method is more complex than either the equal or proportional allocation approaches as it requires a tracking system, rate schedule and billing services. The advantage of the usage-based method is that the costs are tied directly to services delivered. However, complications can develop if the municipality providing the service has to maintain staff, equipment and facilities to provide and service and usage fluctuates year over year. The usage-based allocation method is often supplemented by a membership or fixed charge that can be used to fund fixed costs not impacted by usage of individual services. For example, the funding model for services provided by Boards of Cooperative Education Services (BOCES) to New York State school districts is a modified usage-based model. BOCES charges a base membership fee to school districts and then fees for certain services used by those districts.

Weighted Allocation

The weighted allocation method is an expansion of the proportional allocation approach. It uses several variables rather than just one variable and assigns a weight to each variable. Based on the values of the variables used, an overall score is developed for each municipality that is applied to total costs. For complex arrangements, multiple regression analysis can be used to identify cost allocation drivers with a high correlation to service usage and to come up with a weight for each variable.¹⁵ The weighted allocation approach is a more accurate estimation of benefits accruing to each municipality. A disadvantage is that it is a more complex method that becomes less transparent as variables are added to make it more accurate. Increased administrative costs may also disadvantage this approach as additional information may need to be collected by participating municipalities and analyzed using more complex modeling techniques to maintain or improve the accuracy of cost allocation.

It is important that the agreement governing intermunicipal activities provide for regular review and updates to the cost allocation methodology ensure accuracy and to reflect changes to in costs and services provided. Service agreement terms are often set to expire around the same timeframe as the availability or expiration of cost allocation data. In addition, a trusted source should be identified to review and update the methodology. Updating or changing the cost methodology or underlying variables can significantly change the terms of a service agreement and, therefore, should be done through a transparent process that reaffirms the support of participating municipalities in the agreement.

¹⁵ Ruggini, John. "An Elected Officials Guide to Intergovernmental Service Sharing." Chicago, Government Finance Officers Association, 2007.

Capital Costs

The allocation of capital costs requires special consideration. Capital highway service costs typically include permanent improvements to roadways, bridges, large equipment and new or improved facilities. Not only do large capital needs add to the complexity of cost sharing agreements, the debt financing they typically require adds an additional financing consideration. There are generally three options for allocating capital costs related to the cooperative service provision. Debt issuance is an important, but separate consideration to the basic allocation of capital costs.

The first capital cost allocation option ignores the distinction between capital costs and ongoing or annual costs. This option considers all road, equipment and facilities projects as part of the ongoing operation of a shared service and applies the same cost allocation method to all costs regardless of their nature. Under the second option, a capital replacement fund is established. Participating municipalities would contribute an annual amount that would fund the true cost of replacing, building or purchasing assets included in an annual Transportation Management Plan or a similar 5-year capital plan. The third option does not allocate costs, but calls for individual municipalities to purchase capital assets to be shared under intermunicipal agreements. Municipalities could set forth in the original agreement who pays for equipment, facilities or road projects or include a simpler stipulation that if the facility or road project will benefit an individual jurisdiction or be used primarily in that jurisdiction then that municipality would be required to pay for the capital cost.

An important consideration of the first two options is how capital replacement funds or capital assets will be distributed should municipalities opt out of the agreement or the agreement be dissolved. Typically, the cost allocation method used to fund capital acquisitions is used to reimburse municipalities should they opt out or dissolve the agreement. No matter the method, the agreement should include a process and stipulation for the distribution of capital assets upon dissolution.

Debt financing should also be clearly stipulated by any agreement. The two important considerations for debt financing are the method for paying debt service and a method for selecting the municipality that will take on new debt. It should be clear that the municipality issuing debt on behalf of participating municipalities has room under its debt ceiling based on its own municipal needs over the long-term. Debt service payments could be made out of the capital replacement fund under the same cost allocation methods stipulated for other aspects of the agreement or in a different manner consistent with ownership of the asset.

Summary

Cost allocation methods vary in complexity and the equitable distribution of costs and benefits. Local elected leaders should choose the method that best reflects their mutual goals of reducing taxes and maintaining or improving service delivery. Complex allocation methods may add additional costs if they require additional data to be collected. However, simpler allocation methods may place an undue burden on one or more municipalities, jeopardizing the entire agreement and failing to maximize the use of resources dedicated to highway services. Capital costs should also be carefully planned for, managed and funded to provide maximum flexibility and allow for sufficient investment in services.



Appendix J: Rationale for Centralized Services

MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)

FROM: Laberge Group

DATE: March 5, 2010

RE: Chemung County Highway Services Study, Centralized Services Rationale

The Recommended Model lists a number of services that the consultant team believed could be centralized with relative ease. The rationale for centralizing these services is detailed below. For a complete list of all services that the consultant team believe can be centralized in the long term, see **Figure 1**.

Engineering Services: Highway operations engineering services are specialty services that are needed periodically by all providers of highway services in Chemung County. The services may be provided either by in-house resources or through outsourcing. By centralizing the service, there is an opportunity to combine everyone's engineering needs to develop a basic internal engineering resource that can provide immediate and short-term basic engineering decisions in a cost effective and efficient manner. It is understood that the need for outsourcing certain projects will continue due to a generally higher demands for basic engineering, specialty engineering needs, and project engineering. In addition, centralized engineering services could improve the consistency and safety of the transportation system, as well as efficiencies in highway work in the following ways:

- Uniform inspection of contractor provided services will insure value for the resources;
- Centralized permitting related to highway work will provide a consistent and quality level of service to the community;
- Centralized basic engineering services will insure quality technical decisions for the countywide infrastructure system;
- Improved coordination for LAFAP (Locally Administered Federal Aid Projects) will ensure that all Chemung County municipalities and their consultants understand the steps, activities, approvals and other requirements needed to ensure that Federally Aided projects are developed, designed and constructed in accordance with Federal and State requirements;
- Specifications for materials and processes will create uniform standards for service delivery;
- Centralized and coordinated bidding will insure consistent and competent delivery of outside contractor services;
- Asset Management to inventory, assess and monitor the condition of all assets will help determine the appropriate strategies for repairs, prioritize the order for the repairs, prepare the estimates of the

resources needed, developing the matrix of repairs and ultimately provide the best results within the resources allocated and improve the overall system.

Bridges and Large Culverts: Bridges and large culverts are a unique asset requiring special attention. Large culverts are defined as any 5 or more feet in length. The county has a program to maintain all bridges in the county and an experienced crew for bridge maintenance. Large culverts have many of the same physical and structural characteristics as bridges. Generally, the special skills required to maintain bridges and large culverts can best be managed through a consistent workload. As with bridges, a concentrated effort by those with the special skills can best be provided by a consolidated approach. By incorporating a Professional Engineer in these services the level of internal engineering services can be elevated to provide the basic services necessary for the central service of bridges and culverts. It is understood that in order to implement this centralized service, all large culverts will need to be inventoried countywide to identify location, size, age and condition. In addition, since the county currently does not track the cost of bridge maintenance separately, it is recommended that the statewide standard general accounting code of 5120 be applied from this point forward to track expenditures (personnel, equipment and contractual services), related to bridges and large culverts.

Sign Fabrication and Installation: Sign fabrication and installation are considered a specialty service with technical and legal considerations requiring a constant and consistent approach to delivery of the service. Individually, the municipalities do not have the inventory necessary to develop and keep up such a skill level. Furthermore, the United States Department of Transportation - Federal Highway Administration (FHWA) has recently adopted new traffic sign retroreflectivity standards. Finalized in January 2008, the FHWA standards require State and Local agencies assess their road signs and develop a replacement plan for non-compliant signs within four years. Non-compliant warning and regulatory signs must be replaced within seven years, and guide and street name signs within 10 years. All signs within the county will have to be inventoried to identify sign age and condition and determine which signs are out of compliance with the federal standards. Centralizing the inventory of signs countywide allows for and promotes economies of scale. In addition, coordination of sign fabrication by one crew to bring all signs in to compliance with the FHWA standards and the efficiencies and effectiveness of this service related to the professional requirements, legal and liability issues, and the economy of scale in purchasing signs countywide will benefit all municipalities. It is recommended that the county research the cost of sign fabrication and determine the least expensive way to provide this service. In some cases, certain standardized signs are less expensive if purchased from a private supplier.

Tree Removal: Tree removal is a specialty service, requiring unique equipment and skills, coordination with property owners, utility providers, and well as consideration of other legal and liability issues. The service should be specifically created for the selective special purpose of tree maintenance where the requirements of the situation are the priority. The City owns two aerial lift trucks for servicing street lights and tree removal and the county owns a tub grinder, as well as trained operators for these specialized pieces of equipment. Together, it is assumed that these crews can assist all municipalities with tree removal. It is recommended that the county track costs and analyze the cost efficiency and effectiveness of providing this service countywide.

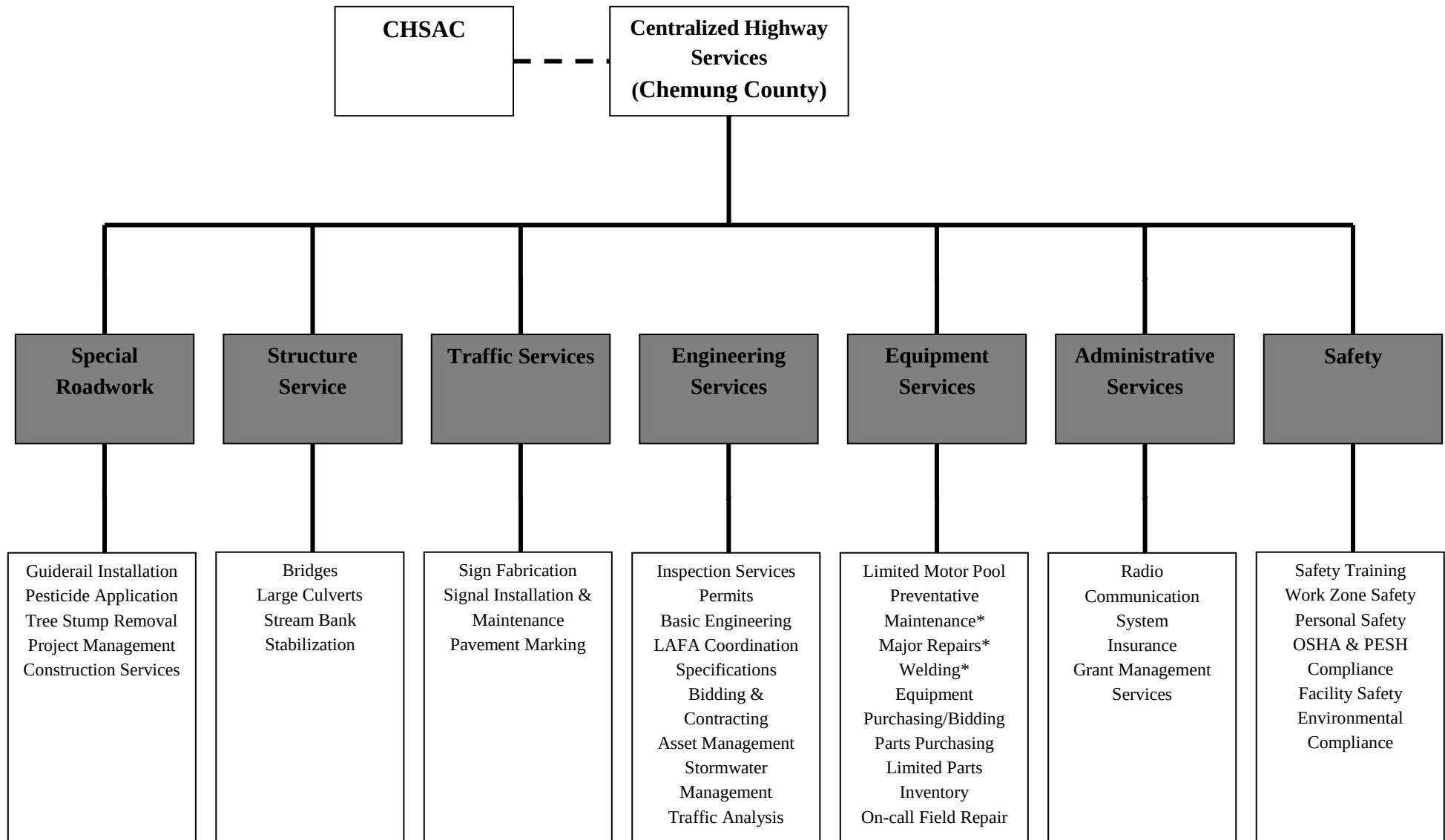
Pesticide Application: Pesticide application is a highly regulated service that requires trained and certified applicators. The New York State Department of Environmental Conservation regulates pesticides and is responsible for compliance assistance, public outreach activities and enforcement of State Pesticide Laws. Agencies must register with the Department if applying pesticides. Individuals must be certified as

Commercial Pesticide Applicators, Commercial Pesticide Technicians or Private Pesticide Applicators. The type of applications that a person may perform is dependent on the applicator's certification. The pesticide applicator requirements are explained in detail in Title 6 of the Official Compilation of Codes, Rules and Regulations of the State of New York Part 325 Application of Pesticides. The Division of Solid & Hazardous Materials develops standards and criteria for pesticide applicator certification and certification renewal; designs and administers applicator examinations; and recommends/develops standards for applicator training courses.

Guiderail Installation: Guiderail installation is a specialty service that requires the use of unique equipment for installation, technical requirements related to type of rail and condition related to points of need, end treatments, evaluation of need, as well as other engineering and safety concerns. Presently, most local municipalities contract out any necessary guiderail work. It is recommended that the county evaluate the total need for guiderail services throughout the county, and the need to maintain a skilled crew to deliver the service countywide compared to the cost effectiveness of privately contracting out for this service. Coordination with the contracting community may provide better pricing and scheduling abilities compared to centralized delivery of this service.

Pavement Marking: Pavement marking is generally an outsourced service since it requires expensive and high maintenance equipment as well as trained operators. There are two distinct types of pavement marking: long line marking, and special pavement markings. Long line marking is centerline and edgeline marking for roadways. Special pavement markings are stop-lines, crosswalks, arrows, hash-marks, etc. Each requires technical skills for layout, special equipment for application, and special materials. A few benefits of centralized pavement marking are: better coordination, more consistent quality, a single contractor, and perhaps better pricing in the long term. It is recommended that the county survey the demand for a centralized pavement marking service and based on the quantity and costs, determine the need to create an in-house service by purchasing the necessary equipment and training a crew. Another alternative that should be considered is sharing a pavement marking crew and equipment with the three neighboring counties of Steuben, Yates and Schuyler, who presently share one pavement marking crew.

Figure 1: Potential Centralized Services



Appendix K: Cost Savings Analysis for CUHSA

MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)

FROM: Laberge Group

DATE: February 17, 2010

RE: Chemung County Highway Services Study, Personnel Savings Analysis

Personnel Analysis & Potential Cost Savings

The Highway/DPW Department Heads of Chemung County, the City of Elmira, the Villages of Elmira Heights and Horseheads, and the Towns of Horseheads and Elmira were asked to provide a complete list of employees, job titles, full-time or part-time designation, salary or hourly wage, years of service, and union membership. Department Heads were also asked to identify the duties assigned to each staff person and any specialized skills or licenses possessed by individuals. This research was compiled to illustrate the organizational structures of the departments individually and collectively throughout the proposed Consolidated Urban Highway Services Area (CUHSA) and was further utilized to compare existing staffing between departments, and identify staffing similarities needed to provide existing services.

CUHSA Preliminary Personnel Inventory

According to the personnel inventory the CUHSA has 98 full-time equivalent employees to provide highway services, on approximately 527 miles of roads, or roughly one person per 5.4 miles. In order to make general comparisons of the types of employees, workers were grouped under similar titles based on the following methodology¹:

- Department Head/Director: Includes Directors of Public Works, Commissioners of Public Works and Highway Superintendents.
- Deputy Director/Deputy Superintendent: Includes Deputy Directors, Deputy Commissioners, and Deputy Highway Superintendents.
- Working/Field Supervisor: Includes Working Supervisors, Highway Supervisors, Electrical Supervisors, Working Forepersons, and Labor Forepersons.
- Engineer: Includes Engineers, with the civil service title of “Construction & Utilities Inspectors”.
- Equipment Maintenance: Includes Fleet Supervisors, Garage Mechanics, and Welders.
- Highway Field Operations: Includes Public Services Specialists II, Equipment Operators (Level I and II), Laborers, Garage Attendants, and DPW Grounds Workers.
- Administrative Staff: Includes Administrative Assistants and Account Clerks.

¹ This personnel inventory excludes positions that primarily provide buildings and grounds, public water, and solid waste services in the City of Elmira and Village of Horseheads. A total of 26 positions were excluded including: (9) City Public Service Specialists designated to B&G, (1) City B&G Maintenance Mechanic, (2) City B&G Working Supervisor, (1) Village Cemetery Working Supervisor, (1) City Solid Waste Working Supervisor, (1) Village Water Supervisor, (1) Village Water Operator (8) City Solid Waste Specialist II, (1) Village Custodial Laborer, and (1) City Parks Specialist.

Table 1: Current Highway Personnel Employed within the CUHSA

CUHSA Personnel Inventory		
Title	#	%
Department Head Director/Highway Superintendent	6	6.1%
Deputy Director/Deputy Superintendent	3	3.1%
Working/Field Supervisor	13	13.3%
Engineer	2	2.0%
Equipment Maintenance	12	12.2%
Highway Field Operations	58	59.2%
Administrative Staff	4	4.1%
Approximate Total Personnel	98	100%
Notes: For the purposes of the personnel savings analysis, shared positions are considered full-time equivalent, however, the hourly wage on these positions is divided in half to ensure that actual costs of the shared positions are accounted for.		

CUHSA Personnel Savings Analysis Results

According to feedback from the involved Highway/DPW Department Heads, the communities have a long history of working cooperatively to share highway services, facilities, equipment and personnel in order to control the costs of local government. The special skill sets and abilities of each department are considered complementary to one another. There are few immediate opportunities for reduction of operational staff within the CUHSA, while still providing the same level of service.

The methodology for identifying personnel cost savings included consideration of saving through the reduction of salaries, through negotiation of a consolidated union contract at the time of turnover, and a reduction in the overall future staff costs by decreasing benefit costs. In other words, as positions are backfilled, new employees will be signed on to a new contract that includes a reduced benefit package. The analysis illustrated a potential savings of \$951,239 over a five year period, and these potential annual savings for the CUHSA are illustrated in **Table 2**. It is expected that over time highway managers will identify additional areas of personnel savings within the CUHSA, through attrition, redeployment, early retirement, or negotiated severance. Additionally, personnel savings will be more significant in the future through efficiencies that will come from the crews working together seamlessly to maintain the road network in an integrated fashion. **Tables 3** and **4** illustrate detailed personnel cost projections for the status quo and for gradual changes in personnel cost over time.

Table 2: Summary of Personnel Savings within the CUHSA

	Status Quo - Existing Employee Cost ¹	Reduced Employee Cost through new contract ²	Projected Savings
Year 0	\$6,499,690	\$6,499,690	\$0
Year 1	\$6,694,681	\$6,628,756	\$65,925
Year 2	\$6,895,521	\$6,764,986	\$130,535
Year 3	\$7,102,387	\$6,909,842	\$192,545
Year 4	\$7,315,459	\$7,063,196	\$252,263
Year 5	\$7,534,923	\$7,224,952	\$309,970
Total Savings over 5 years			\$951,239
Notes: 1. Status quo applies a 50% benefit rate to all employees, no reduction in average wages for new hirers, and a 3% raise each year.			
2. Reduced employee cost considers a 10% annual turnover rate, new hires are paid 5% less, and are signed to a new contract with a 40% benefit rate. A 3% raise is applied to all employees carried over.			

Table 3: Status Quo Cost Projections for CUHSA Personnel Over a 5 - year Period

	Total Employees ¹	Total Annual Average Salaries ²	Apply 50% Fringe Rate	Total Annual Salaries w/ 50% Fringe Rate	Total Annual Cost
YEAR 0					
Employees (under existing contract)	98.00	\$4,333,127	\$2,166,563	\$6,499,690	\$6,499,690
Average Salary 2009		\$44,216			
<i>Total Employee Cost</i>					\$6,499,690
YEAR 1					
Employees (under existing contract)	98.00	\$4,463,121	\$2,231,560	\$6,694,681	\$6,694,681
Average Salary 2010		\$45,542			
<i>Total Employee Cost</i>					\$6,694,681
YEAR 2					
Employees (under existing contract)	98.00	\$4,597,014	\$2,298,507	\$6,895,521	\$6,895,521
Average Salary 2011		\$46,908			
<i>Total Employee Cost</i>					\$6,895,521
YEAR 3					
Employees (under existing contract)	98.00	\$4,734,925	\$2,367,462	\$7,102,387	\$7,102,387
Average Salary 2012		\$48,316			
<i>Total Employee Cost</i>					\$7,102,387
YEAR 4					
Employees (under existing contract)	98.00	\$4,876,973	\$2,438,486	\$7,315,459	\$7,315,459
Average Salary 2013		\$49,765			
<i>Total Employee Cost</i>					\$7,315,459
YEAR 5					
Employees (under existing contract)	98.00	\$5,023,282	\$2,511,641	\$7,534,923	\$7,534,923
Average Salary 2014		\$51,258			
<i>Total Employee Cost</i>					\$7,534,923
Notes: 1. Includes current CUHSA personnel identified as Highway Personnel, excluding those assigned to B&G, Solid Waste, and other miscellaneous work categories. Assumes no attrition. 2. Status quo applies a 50% benefit rate to all employees, no reduction in average wages for new hirers, and a 3% raise each year.					

Table 4: Cost Projections for CUHSA Personnel over a 5- Year Period with Gradual Contract Changes for New Hires

	Total Employees ¹	Total Annual Average Salaries	Apply 50% Fringe Rate	Total Annual Salaries w/ 50% Fringe Rate	Apply 40% Fringe Benefit Rate	Total Annual Salaries w/ 40% Fringe Rate	Total Annual Cost
YEAR 0							
Employees (under existing contract)	98.00	\$4,333,127	\$2,166,563	\$6,499,690	\$0	\$0	\$6,499,690
Average Salary 2009		\$44,216					
<i>Total Employee Cost</i>							\$6,499,690
YEAR 1 ²							
Employees (under existing contract) ³	88.20	\$4,016,809	\$2,008,404	\$6,025,213			\$6,025,213
Employees (new contract hires 2010) ⁴	9.80	\$431,102	\$0	\$0	\$172,441	\$603,543	\$603,543
Total Employees	98.00						
Average Salary 2010		\$45,387					
<i>Total Employee Cost</i>							\$6,628,756
YEAR 2							
Employees (under existing contract)	79.38	\$3,710,892	\$1,855,446	\$5,566,338	\$0	\$0	\$5,566,338
Employees (carried over contract hires 2010)	9.80	\$458,135	\$0	\$0	\$183,254	\$641,389	\$641,389
Employees (new contract hires 2011)	8.82	\$398,043	\$0	\$0	\$159,217	\$557,260	\$557,260
Total Employees	98.00						
Average Salary 2011		\$46,603					
<i>Total Employee Cost</i>							\$6,764,986
YEAR 3							
Employees (under existing contract)	71.44	\$3,429,275	\$1,714,638	\$5,143,913			\$5,143,913
Employees (carried over contract hires 2010, 2011)	18.62	\$893,775	\$0	\$0	\$357,510	\$1,251,286	\$1,251,286
Employees (new contract hires 2012)	7.94	\$367,602	\$0	\$0	\$147,041	\$514,643	\$514,643
Total Employees	98.00						
Average Salary 2012		\$47,864					
<i>Total Employee Cost</i>							\$6,909,842

YEAR 4							
Employees (under existing contract)	64.30	\$3,169,864	\$1,584,932	\$4,754,795			\$4,754,795
Employees (carried over contract hires 2010, 2011, 2012)	26.56	\$1,309,302	\$0	\$0	\$523,721	\$1,833,023	\$1,833,023
Employees (new contract hires 2013)	7.14	\$339,555	\$0	\$0	\$135,822	\$475,378	\$475,378
Total Employees	98.00						
Average Salary 2013		\$49,171					
<i>Total Employee Cost</i>							\$7,063,196
YEAR 5							
Employees (under existing contract)	57.87	\$2,930,769	\$1,465,384	\$4,396,153			\$4,396,153
Employees (carried over contract hires 2010, 2011, 2012, 2013)	33.70	\$1,706,873	\$0	\$0	\$682,749	\$2,389,622	\$2,389,622
Employees (new contract hires 2014)	6.43	\$313,698	\$0	\$0	\$125,479	\$439,177	\$439,177
Total Employees	98.00						
Average Salary 2014		\$50,524					
<i>Total Employee Cost</i>							\$7,224,952
Notes: 1. Includes current CUHSA personnel identified as Highway Personnel, excluding those assigned to B&G, Solid Waste, and Other Miscellaneous work categories. Assumes no attrition. 2. A turnover rate of 10 % is applied each year to employees under current contract. 3. Existing and carried over employees receive a 3 % raise each year. 4. A 5 % reduction in the average salary is applied to new employees hired each year.							

The projected savings per community has been calculated based on the percentage of total highway personnel in each community. **Table 5** illustrates the projected personnel savings per community over a five year period.

	Highway Staff	% Total	Year 1	Year 2	Year 3	Year 4	Year 5	Total Savings
Chemung County	40	40.8%	\$26,908	\$53,280	\$78,590	\$102,964	\$126,519	\$388,261
City of Elmira	28	28.6%	\$18,836	\$37,296	\$55,013	\$72,075	\$88,563	\$271,783
Village of Elmira Heights	5	5.1%	\$3,364	\$6,660	\$9,824	\$12,871	\$15,815	\$48,533
Village of Horseheads	7	7.1%	\$4,709	\$9,324	\$13,753	\$18,019	\$22,141	\$67,946
Town of Elmira	9	9.2%	\$6,054	\$11,988	\$17,683	\$23,167	\$28,467	\$87,359
Town of Horseheads	9	9.2%	\$6,054	\$11,988	\$17,683	\$23,167	\$28,467	\$87,359
Total	98	100%	\$65,925	\$130,535	\$192,545	\$252,263	\$309,970	\$951,239

MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)

FROM: Laberge Group

DATE: January 14, 2010

RE: Chemung County Highway Services Study, Equipment Savings Analysis

EQUIPMENT SAVINGS ANALYSIS FOR THE CONSOLIDATED URBAN HIGHWAY SERVICES AREA

The independent municipal highway departments of the Consolidated Urban Highway Services Area (CUHSA) own 317 pieces of equipment collectively.¹ The consultant team has identified opportunities to significantly reduce the size of the equipment fleet through increased coordination and sharing of equipment. A hypothetical equipment inventory for the CUHSA was developed, using only existing equipment, in order to determine equipment savings (**Table 1**). The hypothetical inventory serves as an ideal for how the CUHSA's equipment inventory *could* look after full consolidation is achieved in the future. However, consolidation will not happen overnight, and the equipment inventory in the CUHSA will evolve and adapt over time as the involved municipalities better determine their equipment needs. Therefore, any savings identified using this inventory are hypothetical and are based on an end result. Actual equipment savings in the CUSHA will accrue over time through increased coordination and cooperation.

Industry standards were used where applicable to establish the amount of each type of equipment needed to conduct consolidated highway services. In many cases, however, no industry standard was available. Under these circumstances, an event that required a one-time, full system response was simulated. The necessary amount of equipment needed to provide service in this event was determined by road mileage, time, and personnel. The remaining hypothetical equipment inventory was formulated by prioritizing services and establishing the amount of equipment necessary to provide those services in accordance with taxpayer demand and highway personnel capabilities. Equipment for performing specialized services was not included in the hypothetical inventory because those equipment needs will be met through centralized services and the shared countywide motor pool under the proposed model.

The hypothetical inventory takes into consideration the different urban and rural equipment needs. Urban equipment is necessary for service provision in the City of Elmira, the Villages of Horseheads and Elmira Heights, and portions of the road networks of Chemung County, the Town of Horseheads and the Town of Elmira. Rural equipment is necessary for the rural portions of the road networks in Chemung County, the Town of Horseheads, and the Town of Elmira.

¹ This figure does not include chainsaws.

Table 1: Hypothetical Equipment Inventory for the CUHSA

Vehicles					
Automobiles	2	Pickups	26	Trailers – Small	5
Dump Trucks – Small	15	Service Trucks	2	Vac Con Flushers	2
Dump Trucks 6 Wheel	25	Stake Trucks	3	Water Tankers	2
Dump Trucks 10 Wheel	18	Sweepers	5		
Air Compressors	5	Dozers	3	Pavers	1
Athey Loaders	1	Drag Boxes	3	Rollers	11
Asphalt Curb Machines	1	Excavators – Track	3	Sewer Cleaners	1
Backhoes	7	Excavators – Wheel	3	Sewer Pumps	1
Blacktop Saws	3	Fork Lifts	0	Skid Steer Loaders	1
Broom – Pull	1	Generators	5	Snowblowers	2
Chain Saws	20	Graders	4	Stone Rakes	1
Chippers – Brush	5	Leaf Collectors	4	Trash Pumps	3
Concrete Mixers	2	Loaders – Wheel	12	Vib. Compactors	10
Demolition Saws	6	Mowers – Lawn	8	Welders	5
Ditch Witch Trenchers	1	Mowers – Tractor	5		

Equipment Savings for the CUHSA

Equipment savings for the CUHSA were determined through three methods (**Table 2**). These methods are largely based off of the “a penny saved is a penny earned” concept. Put simply, the municipalities in the CUHSA may not realize a cost benefit immediately after entering into this model. Rather, savings will accrue down the line when municipalities no longer have to replace certain pieces of equipment. The three methods and their associated savings for the CUHSA are described below.

- 1.) Cost avoidance: not replacing surplus equipment,
- 2.) Cost avoidance: delay of planned equipment purchases, and
- 3.) Sale of surplus.

Table 2: Estimated Equipment Savings for the CUHSA

Cost Avoidance: No Replacement	\$7,247,600
Cost Avoidance: Delay of Planned Purchases	\$1,603,500
Sale of Surplus Equipment	\$732,250
Total Savings	\$9,583,350

COST AVOIDANCE: FUTURE SAVINGS FROM NOT REPLACING SURPLUS EQUIPMENT

It is estimated that the municipalities in the CUHSA will save \$7,247,600 collectively through cost avoidance (**Table 3**). The basis of cost avoidance is that with surplus inventory, there is no need to budget for or replace excess equipment in the future. Savings of this type will be a one-time savings only.

To calculate these savings, the hypothetical equipment inventory for the delivery of services in the CUHSA was subtracted from the compiled equipment inventories of the CUHSA municipalities. The total replacement value of the surplus was calculated by multiplying the surplus of each type of equipment by the total replacement cost of each piece of equipment. The total savings to the individual municipalities were calculated by multiplying each municipality's percentage of ownership of each type of equipment by the dollar value of the surplus for each piece of equipment.

Table 3: Estimated Equipment Savings Per Municipality

Chemung County	\$3,178,100
City of Elmira	\$1,616,200
Village of Horseheads	\$868,700
Village of Elmira Heights	\$417,900
Town of Elmira	\$501,200
Town of Horseheads	\$665,500
Total Savings:	\$7,247,600

DELAY OF PLANNED EQUIPMENT PURCHASES

The CUHSA is estimated to save \$1,603,500 by delaying purchases listed on their 5-year equipment plans (**Table 4**). The savings were determined by multiplying each purchase plan item by the cost to purchase that item new. The calculation did not take into consideration variations in cost for the same piece of equipment. It is important to recognize that delaying the purchase of these items is only temporary. The municipalities of the CUHSA will need to discuss what types of new equipment will best suit the service needs for the consolidated service area as a whole.

Table 4: Savings from Delay of Planned Equipment Purchases

Purchase Plan Item	Amount	Average Replacement Value	\$ Value for Delay of Purchase
Vans	3	\$35,000	\$105,000
Pickups	5	\$28,000	\$140,000
Dump Trucks – Small	3	\$48,000	\$144,000
Truck Tractors	1	\$67,500	\$67,500
Trailers – Flow Boy	1	\$87,500	\$87,500
Loaders – Wheel	3	\$170,000	\$510,000
Backhoes	1	\$75,000	\$75,000
Excavators – Wheel	1	\$160,000	\$160,000
Rollers	3	\$90,000	\$270,000
Air Compressors	1	\$12,000	\$12,000

Blacktop Saws	1	\$7,500	\$7,500
Mowers – Tractor	1	\$60,000	\$60,000
Total			1,603,500

Table 5: Estimated Equipment Savings Per Municipality

Chemung County	\$919,000
City of Elmira	\$390,500
Village of Horseheads	\$0
Village of Elmira Heights	\$0
Town of Elmira	\$218,000
Town of Horseheads	\$76,000
Total Savings:	1,603,500

SALE OF SURPLUS EQUIPMENT

It is estimated that the sale of surplus CUHSA equipment will generate \$732,250 in revenue (**Table 6**). Equipment was considered surplus if it was not necessary for the hypothetical inventory for the CUHSA. This one-time revenue was estimated as 10 percent of the total cost to replace a particular piece of equipment. The equipment conditions were not taken into account when determining the revenue from selling surplus equipment. Therefore, the 10 percent estimate could be higher or lower than the actual revenue from surplus equipment sales.

Table 6: Savings from Sale of Surplus Equipment

Surplus Equipment Items	Amount	Average Replacement Value	\$ Value for Surplus Items Amount*(0.1*Average Replacement Value)
Automobiles	3	\$25,000	\$7,500
Vans	2	\$35,000	\$7,000
Pickups	8	\$28,000	\$22,400
Dump Trucks – Small	1	\$48,000	\$4,800
Truck Tractors	4	\$67,500	\$27,000
Stake Trucks	2	\$50,000	\$10,000
Sweepers	3	\$150,000	\$45,000
Vac Con Flushers	2	\$175,000	\$35,000
Aerial Lift Trucks	2	\$300,000	\$60,000
Roll Back Trucks	1	\$75,000	\$75,000
Trailers – Flow Boy	2	\$87,500	\$17,500
Trailers – Flat Bed	1	\$30,000	\$3,000
Trailer – Box	1	\$35,000	\$3,500
Trailer – Dump	1	\$40,000	\$4,000
Trailer – Low Boy	2	\$55,000	\$11,000
Loaders - Wheel	4	\$170,000	\$68,000
Loaders – Track	1	\$100,000	\$10,000
Excavators – Wheel	2	\$160,000	\$32,000

Graders	7	\$225,000	\$157,000
Rollers	3	\$90,000	\$27,000
Gravel Crushers	1	\$150,000	\$15,000
Snowblowers	1	\$100,000	\$10,000
Screening Plants	2	\$175,000	\$35,000
Air Compressors	2	\$12,000	\$2,400
Tub Grinders	1	\$300,000	\$30,000
Asphalt Curb Machines	4	\$25,000	\$100,000
Blacktop Saws	3	\$7,500	\$2,250
Mowers – Tractor	2	\$60,000	\$12,000
Broom – Pull	2	\$10,000	\$2,000
Welders	5	\$2,000	\$1,000
Chippers – Brush	2	\$35,000	\$7,000
Fork Lifts	2	\$20,000	\$4,000
Generators	2	\$3,000	\$6,000
Chain Saws	40	\$500	\$20,000
Trash Pumps	2	\$3,000	\$6,000
Vib. Compactors	6	\$2,000	\$12,000
Road Wideners	2	\$75,000	\$15,000
Maintainers	3	\$75,000	\$22,500
Total			\$732,250

Table 7: Estimated Equipment Savings Per Municipality

Chemung County	\$317,805
City of Elmira	\$169,116
Village of Horseheads	\$86,869
Village of Elmira Heights	\$41,791
Town of Elmira	\$50,118
Town of Horseheads	\$66,550
Total Savings:	\$732,250

Hypothetical Equipment Inventory of Centralized Services

A hypothetical equipment inventory for the delivery of centralized services was developed by the consultant team (**Table 6**). The hypothetical inventory comprises pieces of equipment deemed surplus for the delivery of highway services in the CUHSA and did not include any additional equipment that might be better suited for the delivery of centralized services. The inventory has been further broken down to show what equipment will be needed for to provide centralized services and what equipment will be needed for a central motor pool. This surplus equipment would have to be purchased from the municipalities in the CUHSA.

Table 6: Hypothetical Equipment Inventory for Centralized Services and Shared Motor Pool

Vehicles					
Aerial Lift Trucks	2	Service Trucks	0	Trailer – Low Boy	2
Automobiles	3	Stake Trucks	2	Trailers – Small	0
Dump Trucks – Small	1	Sweepers	2	Truck Tractors	4
Dump Trucks 6 Wheel	0	Trailer – Box	1	Vac Con Flushers	2
Dump Trucks 10 Wheel	0	Trailer – Dump	1	Vans	2
Pickups	8	Trailers – Flat Bed	1	Water Tankers	1
Roll Back Trucks	0	Trailers – Flow Boy	2		
Equipment					
Air Compressors	2	Excavators – Track	0	Pavers	0
Athey Loaders	1	Excavators – Wheel	2	Road Wideners	2
Asphalt Curb Machines	1	Fork Lifts	2	Rollers	2
Backhoes	2	Generators	2	Screening Plants	2
Blacktop Saws	3	Graders	7	Sewer Cleaners	0
Broom – Pull	1	Gravel Crushers	1	Sewer Pumps	0
Chain Saws	20	Grinders	0	Skid Steer Loaders	0
Chippers – Brush	2	Leaf Collectors	0	Snowblowers	1
Concrete Mixers	0	Loaders – Track	1	Stone Rakes	0
Demolition Saws	0	Loaders – Wheel	4	Trash Pumps	2
Ditch Witch Trenchers	0	Maintainers	3	Tub Grinders	1
Dozers	3	Mowers – Lawn	0	Vib. Compactors	4
Drag Boxes	0	Mowers – Tractor	0	Welders	5

MEMORANDUM

TO: Chemung County Municipal Highway Services Board (HSB)
FROM: Laberge Group
DATE: January 15, 2010
RE: Chemung County Highway Services Study, Facility Savings Analysis

DRAFT FACILITY SAVINGS ANALYSIS

Overview

In order to provide centralized services countywide and consolidated services to the Consolidated Urban Highway Services Area (CUHSA)¹, the consultant team recommends that Chemung County coordinate improvements to certain municipally owned facilities that have the capacity and capability to accommodate expanded office space, equipment storage, equipment maintenance, and materials storage. The rehabilitation of existing facilities will be less expensive than constructing a new facility because it will allow for the efficient use of existing buildings and storage space. The following recommendations are based on maximizing the use of existing facilities in order to minimize initial capital investments and achieving the overall goal of cost savings. The new model of highway service delivery in Chemung County is anticipated to save the involved communities an estimated \$3,670,285 in necessary facility upgrades. **Table 1** illustrates the estimated savings to each community if the facilities are consolidated.

Table 1: Estimated Facility Savings per Community

Community	Implemented Years 2-3 ¹
Chemung County	- \$277,533 ²
City of Elmira	\$312,656
Village of Elmira Heights	\$733,850
Village of Horseheads	\$584,050
Town of Elmira (East and West Facilities)	\$1,378,763
Town of Horseheads	\$938,500
Total Estimated Savings	\$3,670,285 ³

NOTES:

1. Costs have been escalated at 5%/year for implementation in year 3
2. Although the consolidation of highway services will not save Chemung County as a whole, the overall savings to the CUHSA is significant.
3. Estimated savings includes a calculated annual operations and maintenance costs savings. Annual O&M costs savings are estimated at \$.25/Bldg. SF/Month.:

¹ The Consolidated Urban Highway Services Area (CUHSA) is recommended to include Chemung County, the City of Elmira, the Towns of Horseheads and Elmira, and the Villages of Horseheads and Elmira Heights.

Facility Recommendations

The consultant team recommends that highway services for the CUHSA and centralized services be deployed from the existing Chemung County and City of Elmira DPW facilities.² It is also recommended that the County and City maintain salt storage areas since the majority of the urban roads in the CUHSA require the use of pure salt as a winter deicing material. These facilities were chosen due to their strategic locations and their ability to be adapted for accommodating additional services and equipment. It is recognized that during the transition period of the consolidation, town and village facilities in the CUHSA may also be needed to deploy consolidated personnel and equipment. In the long-term, however, the consultant team recommends that these facilities either be closed or utilized only in a limited capacity.

It is recommended that the Village of Elmira Heights and the Village of Horseheads facilities be considered for complete closure because neither is strategically located or adequately equipped to support consolidated services. The Village of Horseheads facility lacks adequate space for expansion both in terms of building size and lot size, while the Village of Elmira Heights facility poses long-term liability issues due to its existing physical condition.

The highway facilities in the Towns of Horseheads and Elmira are recommended to be utilized in a limited capacity to support the CUHSA.³ For strategic purposes, the Elmira West facility should be used as a salt reload site during winter months and the existing fuel island should be maintained for seasonal refueling needs. The Elmira East and the Town of Horseheads garage structures should be considered for closure but their sites should be utilized as sand/salt mix storage sites for the reloading of trucks that will service the rural roads of these towns and the rural County roads.

Estimated Facility Savings

The estimated facilities savings for the recommended model of highway service delivery were based off of findings from guided tours of existing highway facilities. During the tours, a NYS licensed architect and a NYS Professional Engineer inventoried the condition, lifespan, capacity, safety, and expansion opportunities of the facility sites. The results of the inventory were used to establish the cost to improve each individual facility in Chemung County assuming services and facilities were not to be shared. It was determined that if the Chemung County municipalities of the CUHSA were to continue with their current model of highway service delivery, the total cost to improve their facilities independently would be approximately \$7,123,363. If the Chemung County municipalities in the CUHSA were to consolidate in accordance with the proposed model, the total estimated facility improvement costs would be approximately \$3,526,427 due to facility

² So long as Chemung County continues to perform all of its normal functions countywide, it creates the situation where the County and the Towns of Horseheads and Elmira will continue to need the unique pieces of equipment for both urban and rural road maintenance, and the winter materials storage for salt and salt/sand mix. Therefore in an effort to minimize the number of facilities in the Consolidated Urban Consolidated Urban Highway Services area, and as a way to generate savings, it seems practical to consider the largest facilities (City and County) as the primary locations for service delivery.

³ Presently the County and City facilities have salt storage facilities that, although quite large, depend on industry resupply continuously through the winter season. Sand/salt storage is minimal at the County and doesn't exist at the City. The County mixes regularly through the season to keep up with demand. The storage facilities in the towns of Horseheads and Elmira are sand/salt storage facilities with adequate capacity to service future needs for sometime. Geographically these sites are strategically located to provide the storage of salt/sand mix for the loading/reloading for delivery of rural winter services to the rural roads in towns of Elmira and Horseheads, as well as the other rural County roads in the North, Northeast and Eastern portions of the County. Similar considerations should be made for utilizing the Town of Southport for the storage of sand/salt mix to service the Southern portion of the County.

closings and adaptations. Therefore, the municipalities in CUHSA would collectively save approximately \$3,670,285, if they consolidate highway services.⁴ See **Table 2**.

Table 2: Estimated Cost Savings for Proposed Consolidated Highway Facilities

Estimated Cost To Upgrade Existing Facilities For Individual Use Only	
Chemung County DPW Garage¹	\$1,051,675
City of Elmira DPW Garage¹	\$2,466,750
Village of Elmira Heights DPW Garage¹	\$716,450
Village of Horseheads DPW Garage¹	\$560,050
Town of Elmira (West) Highway Garage¹	\$490,000
Town of Elmira (East) Highway Garage¹	\$913,438
Town of Horseheads Highway Garage¹	\$925,000
<i>Total Estimated Facility Improvement Costs for Individual Use Only</i>	<i>\$7,123,363</i>
Estimated Cost of Facility Improvements if DPW/Highway Departments are Consolidated	
Chemung County DPW Garage	\$1,329,208
City of Elmira DPW Garage	\$2,154,094
Village of Elmira Heights DPW Garage	\$0
Village of Horseheads DPW Garage	\$0
Town of Elmira (West) Highway Garage	\$43,125
Town of Elmira (East) Highway Garage	\$0
Town of Horseheads Highway Garage	\$0
<i>Total Estimated Facility Improvement Costs if Consolidated</i>	<i>\$3,526,427</i>
Estimated Facility Savings if DPW/Highway Departments are Consolidated	
Chemung County DPW Garage	-\$277,533
City of Elmira DPW Garage	\$312,656
Village of Elmira Heights DPW Garage (Including annual operations and maintenance costs savings estimated at \$17,400)²	\$733,850
Village of Horseheads DPW Garage (Including annual operations and maintenance costs savings estimated at \$24,000)²	\$584,050
Town of Elmira (West) Highway Garage (Including annual operations and maintenance costs savings estimated at \$10,800)³	\$457,675
Town of Elmira (East) Highway Garage (Including annual operations and maintenance costs savings estimated at \$7,650)³	\$921,088
Town of Horseheads Highway Garage (Including annual operations and maintenance costs savings estimated at \$13,500)³	\$938,500
Overall Estimated Facility Savings for Centralized and Consolidated Urban Services	\$3,670,285
NOTES: 1. Improvement costs (on own) have been escalated at 5%/yr to show the approximate cost of implementation in years 3-5 2. The closing of this facility will result in eliminating annual operations and maintenance costs. Annual O&M cost savings are estimated at \$.25/bldg. SF/month. 3. The closing of this facility will result in reducing annual operations and maintenance costs since a portion of the facilities will still be used to support operations. Annual O&M costs savings are estimated at \$.15/Bldg. SF/Month.	

⁴ This figure includes estimated savings from annual operations and maintenance.

Facility Savings by Municipality

Chemung County

The Chemung County DPW facility will remain viable for approximately ten (10) more years if its current condition and usage are maintained. To prolong the useful life and meet the current needs of the facility, approximately \$1,051,675 in investment would be required. The approximate cost to rehabilitate and expand the County DPW facility to meet the needs of the proposed expanded centralized services is estimated to be \$1,329,208, costing the County an additional \$277,533.

Table 3: Chemung County Budget Estimates for Proposed Facility Improvements

Summary of Work	Estimated Budget	Implemented Years 2-3
Chemung County Department of Public Works, Chemung Street	\$1,155,833	\$1,329,208⁶
<i>Expand/remodel existing office building to house consolidated administrative and engineering staff and functions and construct new records storage</i>	<i>\$288,000¹</i>	
<i>Renovate existing cold storage building (building #3) to house expanded fleet vehicles</i>	<i>\$247,500²</i>	
<i>Renovate existing covered vehicle storage to accommodate larger fleet requirements</i>	<i>\$82,500³</i>	
<i>Pave portion of site to provide better storage</i>	<i>\$306,667⁴</i>	
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$231,167⁵</i>	
NOTES: 1. renovate 4800sf Office (\$25/sf); add a 1600sf Records Storage Addition (\$105/sf) 2. renovate 5500sf Cold Storage (new roof, window infill, OH doors)(\$45/sf) 3. renovate 10,200sf Vehicle Storage by extending roof eaves both sides by 10ft (\$55/sf) 4. pave 4.2A (184,000sf)(\$15/sy) 5. includes 10% contingency and 15% engineering fees/permits 6. Costs have been escalated at 5% per year for implementation in year 3		

City of Elmira

The City of Elmira DPW facility will remain viable for approximately twenty-five (25) additional years if left in its current condition. To prolong the useful life of the facility and to meet the current needs of the facility would require approximately \$2,466,750 in investment. The approximate cost to rehabilitate and expand the City DPW facility to meet the needs of the proposed expanded centralized services is estimated to be \$2,154,094, an estimated savings of \$312,656.

Table 4: City of Elmira Budget Estimates for Proposed Facility Improvements

Summary of Work	Estimated Budget	Implemented Years 2-3
City of Elmira Department of Public Works, Industrial Park Boulevard	\$1,873,125	\$2,154,094⁵
<i>Reassign space and equipment to focus repair/maintenance capabilities</i>	<i>\$396,500¹</i>	
<i>Renovate for accessibility, fire and energy code compliance</i>	<i>\$1,102,000²</i>	
<i>Relocate SPCA</i>	<i>\$0³</i>	
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$374,625⁴</i>	

NOTES:

1. renovate 6300sf of existing office space into repair space (\$55/sf); add 4 post vehicle lift
2. renovate 6400sf for fire and access compliance (\$55/sf); upgrade roof/wall insulation (60,000sf roof + 15,000sf wall)(\$10/sf)
3. In the future, the SPCA could be relocated to facilitate a better utilization of site/space.
4. Cost to be determined in the future when the disposal (sale, demolition, or adaptive reuse) of the unused structures are determined.
5. Costs have been escalated at 5% per year for implementation in year 3

Village of Horseheads

The Village of Horseheads DPW facility will remain viable for approximately ten (10) additional years if left in its current condition. To prolong the useful life of the facility and to meet the current needs of the facility would require approximately \$560,050 in investment. If the building were closed, the estimated savings to the Village of Horseheads is \$584,050⁵ including the estimated amount that would be saved by removing the approximate annual cost of operations and maintenance.⁶

Table 5: Village of Horseheads Budget Estimates for Proposed Facility Improvements

Summary of Work	Estimated Budget
Village of Horseheads Department of Public Works, Thorne Street	\$0
<i>Close and/or repurpose existing garage structures</i>	<i>\$0¹</i>
<i>Prepare site for sale or Village use</i>	<i>\$0¹</i>
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$0²</i>
NOTES: 1. Cost to be determined in the future when the disposal (sale, demolition, or adaptive reuse) of the unused structures are determined. 2. If or when the site/structure is converted to an alternate use/occupant; contingency and engineering costs may apply to account for the conversion/turnover.	

Village of Elmira Heights

The Village of Elmira Heights DPW facility will remain viable for approximately five (5) additional years if left in its current condition. To prolong the useful life of the facility and to meet the current needs of the facility would require approximately \$716,450 in investment. If the building were closed, the estimated savings to the Village of Elmira Heights is \$733,850 including the estimated amount that would be saved by removing the approximate annual cost of operations and maintenance.

Table 6: Village of Elmira Heights Budget Estimates for Proposed Facility Improvements

Summary of Work	Estimated Budget
Village of Elmira Heights Department of Public Works, Lynwood Avenue	\$0
<i>Close and/or repurpose existing garage structures</i>	<i>\$0¹</i>
<i>Prepare site for sale or Village use</i>	<i>\$0¹</i>
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$0²</i>
NOTES: 1. Cost to be determined in the future when the disposal (sale, demolition, or adaptive reuse) of the unused structures are determined. 2. If or when the site/structure is converted to an alternate use/occupant; contingency and engineering costs may apply to account for the conversion/turnover	

⁵ It is understood that the Village of Horseheads and Village of Elmira Heights may in reality want to keep the structures or land available for other municipal purposes.

⁶ The closing of this facility will result in eliminating annual operations and maintenance costs. Annual O&M costs savings are estimated at \$.25/Bldg. SF/Month.

Town of Elmira

The Town of Elmira East highway facility will remain viable for approximately five (5) additional years if left in its current condition. To prolong the useful life of the facility and to meet the current needs of the facility would require approximately \$913,438 in investment. If the facility were closed, except for salt/sand storage, the estimated savings to the Town of Elmira is \$921,088 including the estimated amount that would be saved by removing the approximate annual cost of operations and maintenance.

The Town of Elmira West highway facility will remain viable for approximately twenty-five (25) additional years if left in its current condition. To prolong the useful life of the facility and to meet the current needs of the facility would require approximately \$490,000 in investment. If the facility were closed, except for sand/salt storage and refueling, the estimated savings to the Town of Elmira is \$457,675 including the estimated amount that would be saved by removing the approximate annual cost of operations and maintenance.

The estimated savings from repurposing the two Town of Elmira highway facilities is \$1,378,763, including the estimated amount that would be saved by removing the approximate annual cost of operations and maintenance.

Table 7: Town of Elmira Budget Estimates for Proposed Facility Improvements

Summary of Work	Estimated Budget	Implemented Years 2-3
Town of Elmira Highway Garage (East), Jerusalem Hill Road	\$0	
<i>Close and/or repurpose existing garage structures</i>	<i>\$0¹</i>	
<i>Retain sand/salt shed to support S&I operations</i>	<i>\$0²</i>	
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$0³</i>	
Town of Elmira Highway Garage (West), West Water Street	\$37,500	\$43,125⁷
<i>Transition existing building as Cold Storage</i>	<i>\$30,000⁴</i>	
<i>Retain sand/salt shed to support S&I operations</i>	<i>\$0⁵</i>	
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$7,500⁶</i>	
NOTES: 1. Cost to be determined in the future when the disposition (sale, demolition, or adaptive reuse) of the unused structures are determined. 2. It is assumed that the existing building will be used to house the loader required to support the S&I operations. 3. If or when the site/structure is converted to an alternate use/occupant; contingency and engineering costs may apply to account for the conversion/turnover 4. transition existing 6000sf building to cold storage (\$5) 5. no costs associated with this item at this time 6. includes 10% contingency and 15% engineering fees/permits 7. Costs have been escalated at 5% per year for implementation in year 3		

Town of Horseheads

The Town of Horseheads highway facility will remain viable for approximately ten (10) additional years if left in its current condition. To prolong the useful life of the facility and to meet the current needs of the facility would require approximately \$925,000 in investment. If the facility were closed, except for salt/sand

storage, the estimated savings to the Town of Horseheads is \$938,500 including the estimated amount that would be saved by removing the approximate annual cost of operations and maintenance.⁷

Table 8: Town of Horseheads Budget Estimates for Proposed Facility Improvements

Summary of Work	Estimated Budget
Town of Horseheads Highway Garage, Wygant Road	\$0
<i>Close and/or repurpose existing garage structures</i>	<i>\$0¹</i>
<i>Retain sand/salt shed to support S&I operations</i>	<i>\$0²</i>
<i>Prepare remaining site for sale or Town use</i>	<i>\$0¹</i>
<i>Relocate SPCA</i>	<i>\$0²</i>
<i>Estimated Contingency, Fees, Permits (25%)</i>	<i>\$0³</i>
NOTES: 1. Cost to be determined in the future when the disposition (sale, demolition, or adaptive reuse) of the unused structures are determined. 2. no costs associated with this item at this time 3. If or when the site/structure is converted to an alternate use/occupant; contingency and engineering costs may apply to account for the conversion/turnover	

⁷ The Town of Horseheads garage structures offer little long term value as a component of the consolidated urban services or centralized services. It is understood that the Town of Horseheads may want to keep the structures or land for another municipal purpose. However, if the structures were demolished, the land could be used to expand the existing Town Campus or possibly sold to the neighboring Horseheads Industrial Park for expansion purposes.