

TOWN & VILLAGE OF CHESTER

ORANGE COUNTY, NEW YORK



SHARED SERVICES FEASIBILITY STUDY

APRIL 2009

**THE TOWN & VILLAGE OF CHESTER
SHARED SERVICES FEASIBILITY STUDY**

PREPARED FOR THE:
TOWN OF CHESTER
VILLAGE OF CHESTER
ORANGE COUNTY, NEW YORK

FINAL

APRIL, 2009

***THIS REPORT WAS PREPARED WITH FUNDS PROVIDED BY THE NEW YORK
STATE DEPARTMENT OF STATE UNDER THE
SHARED MUNICIPAL SERVICES GRANT PROGRAM***

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4 COMPUTER DRIVE WEST

ALBANY, NEW YORK 12205

LABERGE GROUP PROJECT NUMBER 26135

Acknowledgments

Shared Services Advisory Committee

Steven Neuhaus, Town Supervisor
William Tully, Former Town Supervisor
Jack Deshler, Village Deputy Mayor
Eugene Collins, Village Trustee

Town Board

Steven Neuhaus, Town Supervisor
Alexander Jamieson
Cindy Smith
Hugh Jerry Murray
Robert Moran

Town Staff

William Tully, Former Town Supervisor
Elizabeth A. Reilly, Town Clerk
David Bell, Highway Superintendent
Donna Meyer, Highway Clerk
Andrea Nilon, Town Assessor
Linda Zappala, Water Department Clerk
Tom Kelly, Parks and Recreation Department
Brian Jarvis, Chief of Police
Joseph Mlcoch, Building/Fire/Code Enforcement Inspector

Village Board of Trustees

Phil Valastro, Mayor
Jack Deshler, Deputy Mayor
Jack Collins
Eugene Collins
John Reilly III

Village Staff

Rebecca Rivera, Village Clerk
Cathy Richards, Treasurer/Deputy Clerk
John Orr, Building Inspector
Thomas Becker, Water Department
Thomas Bell, Street Superintendent
Peter J. Graziano, Jr. Chief of Police

Consultants

Laberge Group
4 Computer Drive West
Albany, New York 12205



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I. Introduction

Purpose

In 2007, the Town and Village of Chester joined together to develop a study that upon implementation, will benefit both governments and the residents they serve. *The Town and Village of Chester Shared Services Feasibility Study* will research, identify and review the municipal services provided by each of the two governmental entities. From this information an informative analysis will be completed describing areas where intermunicipal cooperation may result in positive outcomes including a cost savings for both of the municipalities.

The primary objective of the *Shared Services Feasibility Study* is to recognize and implement areas of cost savings while enhancing service delivery for both Town and Village residents, and to increase the quality of common services and activities. Tasks to be undertaken to achieve the objective may include one or more of the following:

- Improve the qualifications and efficiency of existing staff leading to improved service and cost savings;
- House similar activities in common locations for both Village and Town
- Reduce costs of fixed assets;
- Re-organize services and activities where it provides for better efficiency and quality;
- Combine positions or departments existing in both municipalities and reduce the cost of duplicative services or activities.
- Contract out services to private entities where there are opportunities for cost savings
- Share common storage space, maintenance shops and equipment;
- Share procurement activities, and
- Share insurance and health care benefit providers.

Overview of the Planning Process

Like all communities, in order for the Town and Village of Chester to remain socially and economically sustainable, municipal leaders must respond to changing conditions. The Town and

Village of Chester, which share common interests in the future growth, coordinated planning, and the provision of essential services to maintain the quality of life for their respective communities, cooperatively chose to develop a *Shared Services Feasibility Study*.

Project Partners included the Town of Chester, Village of Chester and Laberge Group who facilitated the overall planning process. The planning process consisted of the following project components:

- Inventory & Analysis:
- Data Collection of Municipal Budget, Staffing Resources, and Programs.
- Development of Department Head Survey.
- Interview of Municipal Department Staff.
- Analysis & summary of Survey and Findings.
- Development of Cost Analysis of Services.
- Development of Strategies and Recommendations.
- Development of Implementation Plan.
- Preparation of Draft Plan.
- Public Hearing.
- Preparation of Final Plan.
- Final Status Report Sent to DOS

What is Intermunicipal Cooperation?

In general terms, intermunicipal cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting the residents of more than one municipality. For example, air, water, and wildlife pass over the landscape regardless of

boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impacts other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. Frequently, the action of one governmental unit impacts others.

The Town and Village of Chester have come to the realization that many vital issues are regional in nature. Commuter patterns, housing markets, police protection, provision of public drinking water, and general effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Legally towns and villages can do together much that is legal to do separately. Under the New York State constitution, Article IX, Section 1(c), and implemented by Article 5-G Municipal Cooperation of the General Municipal Law. According to Article 5-G, local governments are constitutionally authorized to enter into agreements with one or more other local governments "...to provide cooperatively, jointly or by contract any facility, service, activity, project or undertaking which each participating local government has the power to provide separately".¹

Article 5-G was enacted by the Legislature in 1959. Other legislation has been adopted over the years permitting cooperation in specific areas, such as comprehensive planning and land use regulation.² Many of these specific area laws may still be useful in certain circumstances, but they have been supplanted to a great extent by the much broader grant of authority contained in Article 5-G.³

What are the Benefits of Intermunicipal Cooperation?

There are many reasons intermunicipal cooperation or shared services may prove to be advantageous. The following are some examples:

- **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 can lead to the use of equipment among municipalities which they could not afford alone or the use of

¹ General Municipal Law Article 5-G. <http://public.leginfo.state.ny.us/menugetf.cgi>

² Intermunicipal Cooperation in Comprehensive Planning and Land Use Regulation, Town Law §284 and Village Law §7-741.

³ Intergovernmental Cooperation, James A. Coon Local Government Technical Series, New York State Department of State <http://www.dos.state.ny.us/lgss/pdfs/intergovt.pdf>

the latest technology or equipment model or provide access to expertise from the partner department. Cost savings (savings must be considered over time, not just as a one-time event).⁴

- **Address regional issues:** By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve 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 are 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.
- **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. They may not understand, or even care about the intricacies of a particular intergovernmental issue. However, all

⁴ "Breaking the Cycle" by Toni Rosenbaum, Cornell Local Roads Program, http://www.cdtoolbox.net/government_policies/000206.html

residents can appreciate the benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

What are the Barriers to Intermunicipal Cooperation?

Although the benefits of intermunicipal cooperation are many, there are also some barriers or impediments to sharing services that cannot be ignored. Some examples of barriers to sharing services include the following:

- Fear of job loss if services are combined between a town and a village.
- Fear of the loss of control by one or more of the involved municipalities.
- Fear of the loss of identity of community.
- Fear of degradation of service provision.
- Fear of the unknown, which may be driven by inexperience in building partnerships, or a lack of understanding of legal issues.⁵

The “perception of what is “lost” and what is “gained” by one municipality over another can be the largest barrier to working together.” The Town and Village of Chester will need to 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.

Study Methodology

Step 1: Formation of Shared Services Advisory Committee

In early 2007, the Town and Village of Chester appointed a joint committee with two (2) appointed members from the Town and two (2) appointed members from the Village. The Advisory Committee assisted the plan consultants with information gathering, provided feedback and reviewed draft documents when necessary. The Committee began meeting on a monthly basis in the spring of 2007 to discuss issues and gather preliminary information to be incorporated into the *Shared Services Feasibility Study*.

⁵ “Breaking the Cycle” by Toni Rosenbaum, Cornell Local Roads Program, http://www.cdtoolbox.net/government_policies/000206.html

Step 2: Inventory of Town and Village Services

An inventory of existing Town and Village services was conducted utilizing written surveys and personal interviews of department heads and their staff to identify the standard duties, functions and staffing of the respective department. This exercise was helpful in developing a prioritized list of governmental areas that have the potential to share services or improve their service delivery and performance in the future. The results of this process can be found in **Section I: Overview of Town & Village Services**.

Step 3: Identify Key Issues and Focus Areas

A department head survey was distributed to all department heads in the Town and Village asking all department heads to initially identify the key issues facing their departments. This survey 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 considered in the study and gave advice regarding possible alternative service delivery, including shared services. **See Section I.**

Step 4: Cost Analysis

In parallel with the inventory of the existing services, a fiscal cost analysis was conducted to compare the expenditures of the Town and Village. This analysis includes a functional expenditure comparison of the Town and Village over a four year period (2003-2006); a comparison of the average expenditures per capita for the Town and Village; and a comparison of the Town and Village of Chester to all statewide village and town budget expenditures. This analysis will help the Town and Village of Chester gain an understanding of where the local spending trends are similar or different from the rest of the State and to ascertain the relative levels of spending required to maintain services. The analysis utilized the fiscal metrics for each municipality from the Comptroller's Local Government Database to create a common denominator for comparing spending within both the Town and the Village. The financial data are reported and analyzed as an average of four (4) fiscal years: 2003, 2004, 2005, and 2006 to ensure that the data were not skewed by one year of unusually high or low spending. Where available, supplemental information for 2007 salaries is included to indicate opportunities for cost savings. **See Section III.**

Step 5: Recommendations and Implementation Plan

The final step in the preparation of the *Shared Services Feasibility Study* was to make recommendations for alternatives that could potentially lead to cost savings, enhancements to service delivery for both Town and Village residents, and improved efficiencies. The recommendations were developed as a result of working with the Shared Services Plan Advisory Committee and the public. Much effort was put into the public participation process conducted in support of the plan, including written surveys and personal interviews of department heads and staff, and the distribution of a community survey. Culling all the feedback from these efforts, an attempt was made to identify strategies and recommendations that best reflect both community's concerns and desires. These recommendations are categorized in to short term, midterm and long term strategies and summarized in an implementation matrix. **See Section IV.**

Community Outreach

The foundation of future intermunicipal cooperation efforts between the Town and Village of Chester will be built upon public consensus and the incorporation of public input early and often throughout the development of the Shared Services Feasibility Study. In order to develop a plan built upon on common goals, receiving feedback from the Town and Village's elected and appointed leaders, business owners, and residents was considered imperative. Community outreach was maintained throughout the process by providing information on the Town and Village websites, press releases in the local newspaper, Advisory Committee Meetings and a Community Survey.

Advisory Committee

The Shared Services Plan Advisory Committee is a joint committee made up of the Deputy Mayor of the Village and a Village Trustees and the Town Supervisor and a Town Board member, created with the intent of representing the voice of each community. The Advisory Committee assisted the plan consultants with information gathering, provided feedback and reviewed draft documents when necessary.

Community Survey

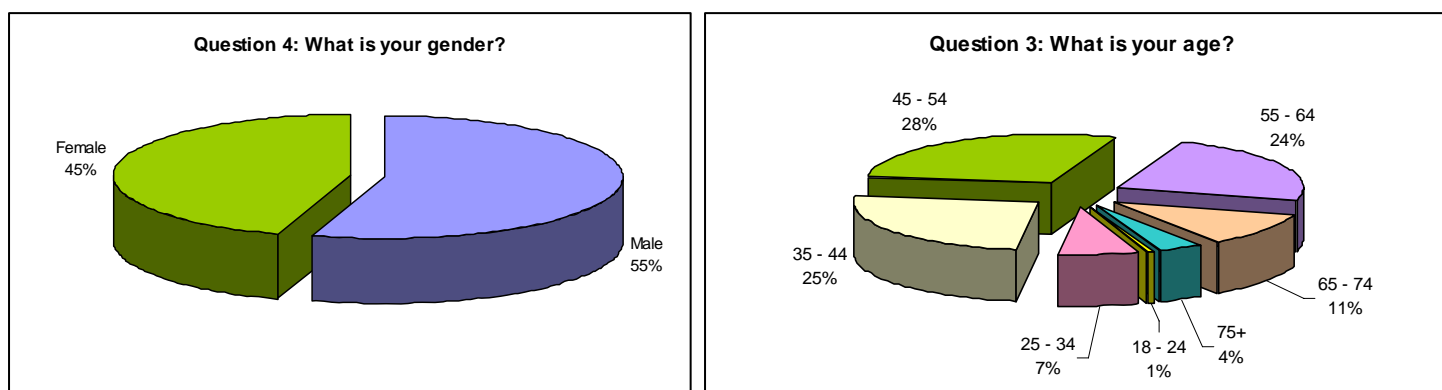
To provide an opportunity for residents and property owners to contribute to the *Shared Services Study*, in early November 2007, the Town and Village of Chester conducted a Public Opinion Survey. The survey was accessible online at both the Town and Village of Chester websites between November 12, 2007 and December 7, 2007. Postcards with log-in information, and

instructions for obtaining paper copies of the survey, were mailed to all property owners prior to the survey opening date. Paper copies of the survey were available at the Town and Village Clerks offices and mailed to other individuals upon request. Additionally, information regarding the survey was printed in the Mid-Hudson News the week of November 14th.

The survey included 15 multiple-choice questions. The intent of the survey was to gauge public opinion about municipal service quality as well as to gather public opinion on potential areas where the Town and Village could share services to improve cost effectiveness in conducting governmental business. Approximately 473 surveys were completed, resulting in a response rate of 11.6%. Responses to the survey were tabulated and illustrated in table and chart form. A copy of the survey and the complete results of all the survey questions can be found in **Appendix A**. The following discussion highlights some of the results of the Public Opinion Survey.

The Public Opinion Survey respondents included a range of age groups and a nearly equal distribution of males and females. Of the respondents to the survey, less than 8% were age 34 and below; 25% were between the ages of 35-44; slightly over half were between the ages of 45 and 64; 11% were between 65 and 74 years of age; and approximately 4% were 75 and above. Graph 1 on the following page depicts the results of these questions.

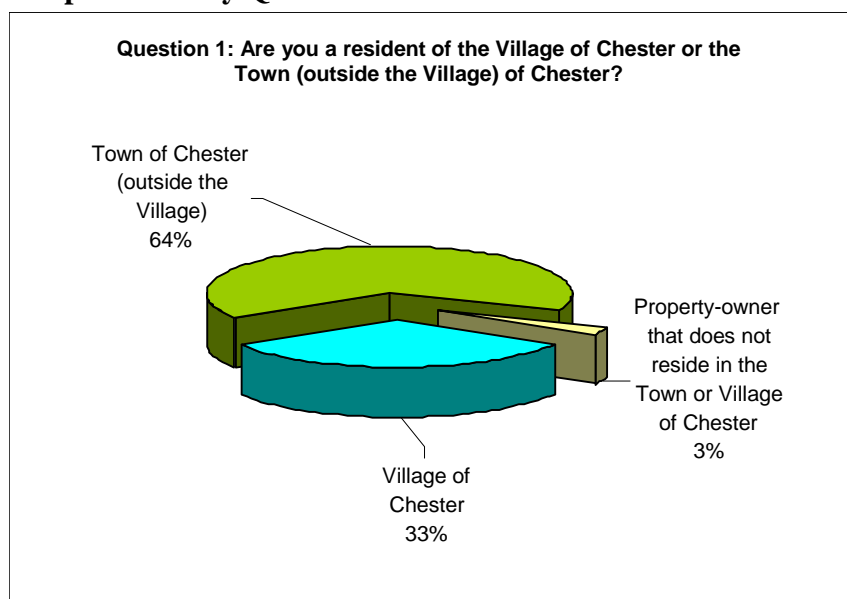
Graph 1: Survey Questions 3 & 4 Results



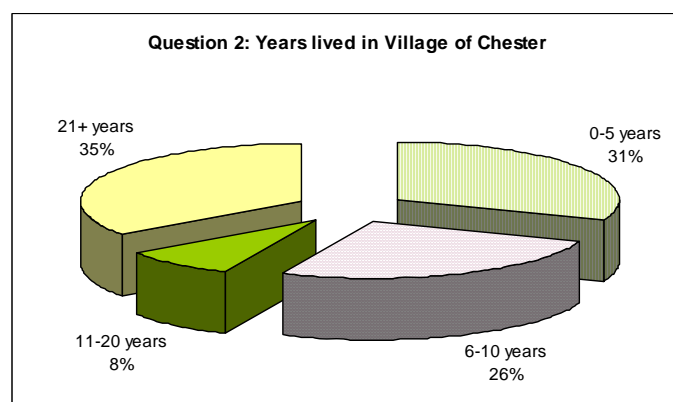
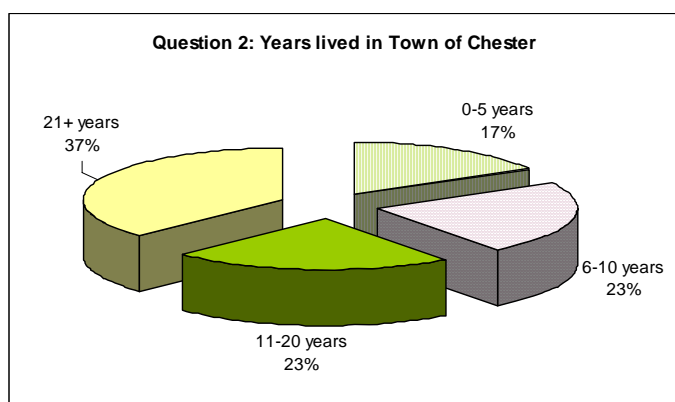
As illustrated in Graph 2, respondents were asked to identify whether they lived in the Village or in the Town of Chester (outside of the Village), and how many years they have lived there (Graph 3). Town residents comprised 64% of survey responses; Village residents 33%, and 3% of respondents were identified as property owners not residing in the Town or Village. The majority of Town residents surveyed have lived in the Town for 21 years or more. Of Town respondents, 17% answered that they had resided there for 0-5 years; 23% responded 6-10 years; 23% responded 11-20 years, and 37% answered 21 years or more. The majority of Village residents surveyed have lived in the Village for 21 years or more. Of Village respondents, 31%

have lived in the Village for 0-5 years; 26% answered 6-10 years; 8% responded 11-20 years; and 35% have resided in the Village for 21 or more years.

Graph 2: Survey Question 1 Results



Graph 3: Survey Question 2 Results



Responses to questions 5 and 6 of the survey provided information pertaining to household composition. Table 1 shows that more than 77% of respondents reported living in a household made up of two to four people, with nearly 35% living in a two-person household. As shown in Table 2, more than three-quarters of households (78%) have members between the ages of 25 and 54. The age group of 65 and above is represented in approximately 22% of households, and the age group of 17 and below is represented in approximately 47% of households.

Table 1: Survey Question 5 Results

How many people are in your household?		
Answer Options	Response Percent	Response Count
1	9.8%	45
2	34.8%	160
3	21.7%	100
4	21.1%	97
5	9.3%	43
6 or more	3.3%	15
<i>answered question</i>		460
<i>skipped question</i>		13

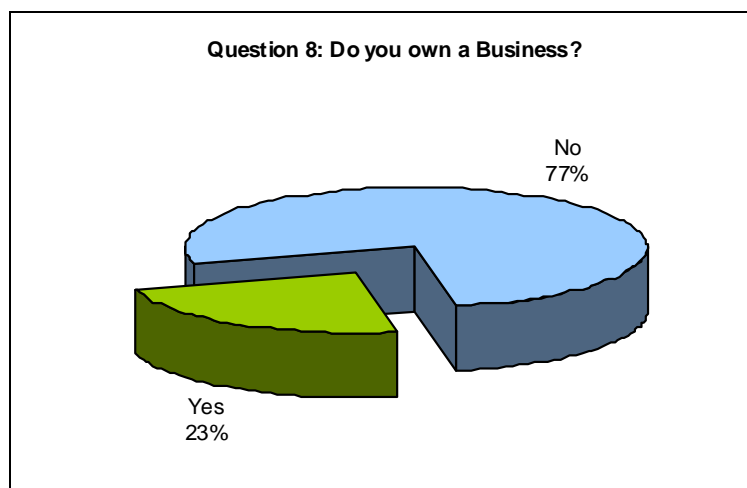
Table 2: Survey Question 6 Results

Which of the following age categories are represented in your household? Mark all that apply.		
Answer Options	Response Percent	Response Count
0-5	15.3%	70
6-17	31.3%	143
18-24	17.7%	81
25-44	41.6%	190
45-54	37.2%	170
55-64	27.4%	125
65-74	15.3%	70
75	6.8%	31
<i>answered question</i>		457
<i>skipped question</i>		16

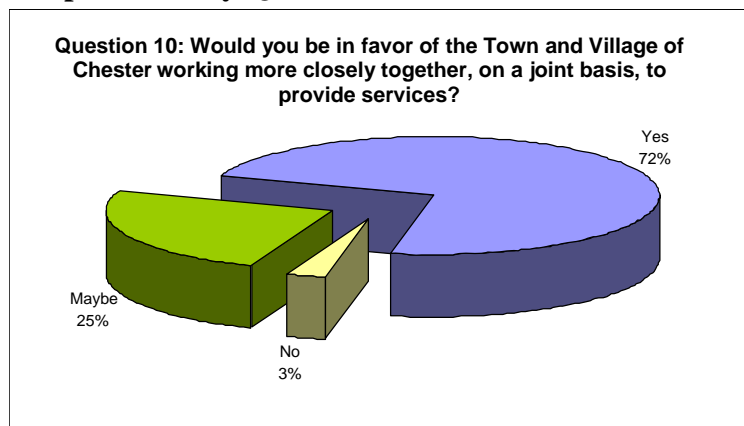
When asked to identify their status in the community, nearly all (93%) respondents identified themselves as homeowners, 3.5% as renters, 8.9% as local business owners, and nearly 15% retired.

Table 3: Survey Question 7 Results

Are you a Mark all that apply.		
Answer Options	Response Percent	Response Count
Homeowner	93.1%	431
Renter	3.5%	16
Local landlord	4.8%	22
Retired person	14.9%	69
Local business-owner	8.9%	41
Seasonal resident	0.4%	2
Property-owner	18.6%	86
<i>answered question</i>		463
<i>skipped question</i>		10

Graph 4: Survey Question 8 Results

As shown in Graph 4, nearly a quarter (23%) of survey respondents own a business. Of the 106 respondent business owners, 59 reported owning a business in the Town of Chester and another 19 reported owning a business in the Village of Chester.

Graph 5: Survey Question 10 Results

Graph 5 demonstrates that nearly three-quarters (72%) of survey respondents answered that they would be in favor of the Town and Village working together to provide services. A quarter of respondents answered maybe, and only 3% responded no.

Table 4: Survey Question 11 Results

Which services do you feel the Town and Village of Chester could provide on a joint basis?		
Answer Options	Response Percent	Response Count
Police	83.6%	342
Shared Town/Village Police Department Offices/Facilities	80.4%	329
Clerk	55.7%	228
Justice/Court	70.7%	289
Building Inspector/Zoning Inspector	66.0%	270
Water Department	62.8%	257
Highway Department	75.6%	309
Attorney	58.2%	238
Engineer	59.4%	243
Library	73.3%	300
Planning & Zoning	62.6%	256
Road Maintenance	77.8%	318
Snow Removal	78.0%	319
Animal Control	80.7%	330
Shared Town/Village Municipal Offices/Facilities	71.1%	291
<i>answered question</i>		409
<i>skipped question</i>		64

Over 55% of respondents answered that every one of the listed services could be provided by the Town and Village jointly. Over 70% of respondents answered that several services, including Municipal Facilities, Road Maintenance, Highway Department, and Justice Court could be jointly provided. Town/Village Police Department Offices/Facilities and Animal Control received over 80% approval from respondents.

Table 5: Survey Question 12 Results

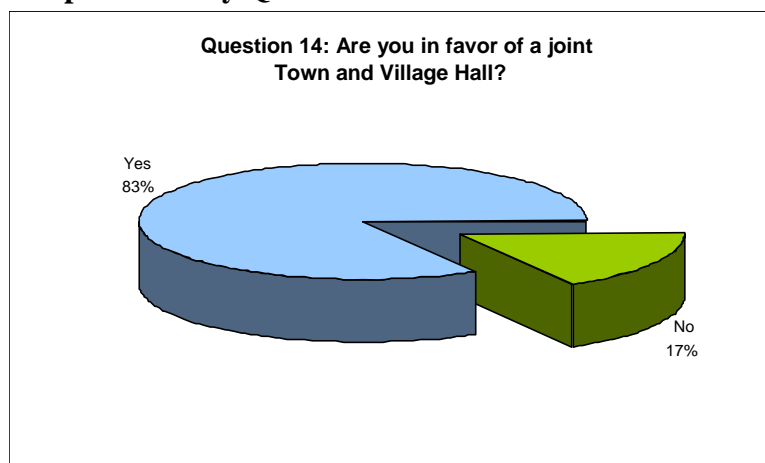
Please rate the quality of the programs and services provided to you by the Village of Chester.						
Answer Options	Poor	Fair	Good	Excellent	Rating Average	Response Count
Village Police	13	41	98	78	3.05	230
Village Clerk	2	25	97	80	3.25	204
Village Treasurer	4	34	99	46	3.02	183
Village Planning	23	51	79	33	2.66	186
Village Zoning	20	54	81	32	2.67	187
Village Street Department	7	34	80	76	3.14	197
Village Code Enforcement/ Building Inspector	20	49	84	44	2.77	197
Village Court/Justice	8	40	92	48	2.96	188
Village Street Maintenance	10	32	79	93	3.19	214
Village Snow Plowing	8	26	74	112	3.32	220
Village Public Water	4	26	89	89	3.26	208
Village Public Sewer	7	28	93	74	3.16	202
Parks & Recreation – Village/Town	18	61	112	62	2.86	253
<i>answered question</i>						270
<i>skipped question</i>						203

When asked to rate the programs and services provided by the Village, the majority of respondents rated the services and programs between fair and excellent. The most highly rated Village service was snow removal, followed by Village Street Maintenance and Village Public Water.

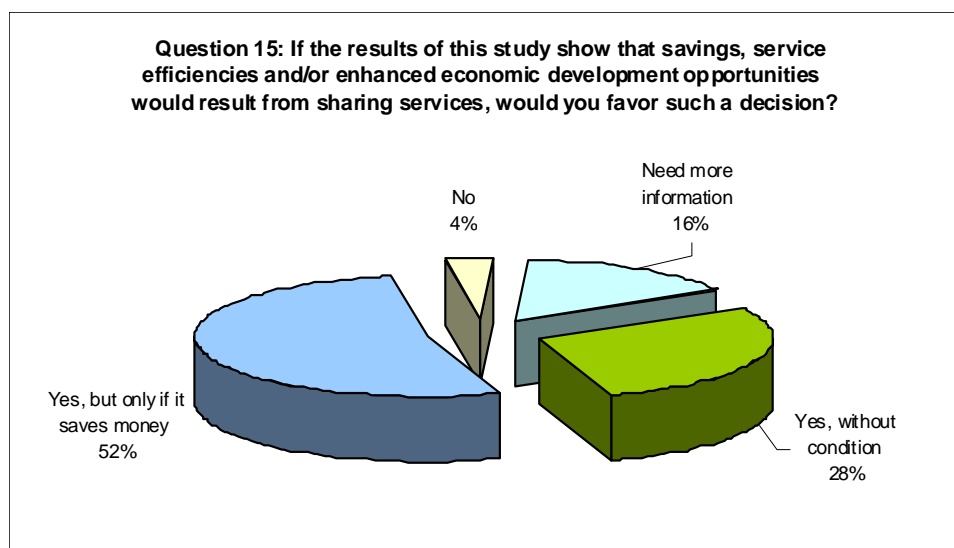
Table 6: Survey Question 13 Results

Please rate the quality of the programs and services provided to you by the Town of Chester (outside the Village).						
Answer Options	Poor	Fair	Good	Excellent	Rating Average	Response Count
Town Police	8	40	184	123	3.19	355
Town Clerk	3	39	158	145	3.29	345
Town Justice/Court	4	49	172	66	3.03	291
Town Building Inspector/Zoning Inspector	29	71	147	60	2.78	307
Town Assessor	27	77	155	63	2.79	322
Town Water Department	20	52	145	42	2.81	259
Parks & Recreation – Town/Village	22	81	151	76	2.85	330
Town Highway Department	15	69	153	110	3.03	347
Town Sewer Department	20	52	143	44	2.81	259
Town Planning	46	108	121	29	2.44	304
Town Zoning	37	107	121	35	2.51	300
Town Library	12	52	168	118	3.12	350
Town Road Maintenance	13	61	159	117	3.09	350
Town Snow Removal	14	30	149	159	3.29	352
<i>answered question</i>						376
<i>skipped question</i>						97

When asked to rate the programs and services provided by the Town, the majority of respondents rated the services and programs between fair and excellent. The most highly rated Town service was Town snow removal. The Town Police Department, Town Court and Town Library were also highly valued.

Graph 6: Survey Question 14 Results

Question 14 asked whether respondents were in favor of a joint Town and Village Hall. Graph 6 shows that a large majority (83%) of respondents answered that they were in favor, and 17% responded that they were not.

Graph 7: Survey Question 15 Results

Question 15 asked if respondents would be in favor of shared services between the town and village if the action saved money and improved efficiency. Graph 7 shows that 52% of respondents answered, “Yes, but only if it saves money;” 28% responded, “Yes, without condition”; 16% answered that more information was needed, and 4% responded no.

II. Overview of Town & Village Services

In order to gather local knowledge on the governmental priorities of the Town and Village of Chester and the areas that could have potential for intergovernmental cooperation to improve service delivery and performance, Town and Village Department Heads were provided an opportunity to fill out a hand-written survey. The initial written survey asked the Department Heads to identify the standard duties, functions, staffing, and the key issues facing their respective department. **See Appendix B.** The written survey was followed up with one-on-one interviews with certain Town and Village Department Heads that illustrated potential for shared services. 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 by the Department Heads and staff.

Key Issue Highlights

- *Parks & Recreation Department: The most pressing issues of concern for the Town/Village Parks and Recreation Department involve the need for park maintenance and upgrades, and the lack of available skilled employees during the busy summer months. The Parks and Recreation Department also needs additional maintenance equipment and storage space. The residents of Chester are continuously demanding more youth and adult programs, and the Town is unable to meet these demands due to lack of indoor community recreation space. The use of Town-owned fields and facilities by the School District sometimes conflicts with the needs and desires of other Town residents. According to the 2006 Town of Chester Recreation and Open Space Plan the Town's recreational resources fall far short of the recommended statewide standards established in the New York State Comprehensive Outdoor Recreation Plan (SCORP).*
- *Town/ Village Assessor's Office: A challenge faced by the Assessor's Office is the lack of a network server from which information can be shared by Town and Village departments whose work is dependent the keeping of up-to-date and accurate parcel specific information. The ability to share parcel-specific data among Town and Village users would facilitate inter-departmental communication and improve efficiency.*

- *Town Highway Department: The Highway Department is challenged with the need to comply with MS4 Rules and Regulations. The MS4 geographic designation for the Town includes the Village land area. The Town must develop, implement, and enforce a Stormwater Management Program (SWMP) designed to reduce the discharge of pollutants to the maximum extent practical to protect water quality and satisfy the appropriate water quality requirements of the Environmental Conservation Law and Clean Water Act. In addition, because of a lack of specialized equipment, the Town Highway Department occasionally needs to share equipment, services or crewmembers with the Village Street Department. An intermunicipal agreement is recommended to legalize this arrangement.*
- *Town Police Department: The Police Department facilities lack adequate space for staff and equipment. The New York State Department of Criminal Justice Services (NYSDCJS) Study of the Department's business processes concluded that the Department is in need of additional Officers and Sergeants to ensure adequate supervision of officers, improve operational efficiency and meet the growing needs of the community.*
- *Town Justice Court: The Town Court is used by community groups and this sometimes creates conflicts with the Court. Currently the Court has a heavy case load, if the court case load increases in the future and new or expanded facilities are needed; it would be recommended that the Town and Village establish a shared facility.*
- *Town Building Department: The Building Department is in need of an additional Code Enforcement Officer or an Assistant Building Inspector to handle the increased workload that includes inspections required by the New York State Building Code, enforcement of local zoning codes, attendance of evening meetings, and plan review.*
- *Town Water Department: The key issues facing the Water Department are securing funding for capital projects and equipment and funding for annual maintenance of the treatment and distribution of potable water from five (5) separate water districts. All of the Water Districts have different levels of treatment and filtration, making maintenance of all the separate systems more specialized. The Town Water Department has two staff vacancies that need to be filled to comply with the State drinking water quality standards and testing requirements.*
- *Town Clerk: The Town Clerk's Office is in need for safe, secure and adequate space to store Town records in accordance with Freedom of Information Law and the New York State Manual MU-1. In addition, because of the office's window location immediately to the right of the front entrance of Town Hall, staff efficiency suffers from many interruptions from individuals looking to do business with other Town departments.*

- *Village Street Department: The most pressing concern of the Street Department is the annual maintenance and replacement of old deterioration sidewalks and streets. The Street Department occasionally needs to share equipment, services or crewmembers with the Town Highway Department. An intermunicipal agreement is recommended to legalize this arrangement.*
- *Village Police Department: The key issues currently facing the Police Department are the lack of funds for recruitment, lack of adequate investigative staff, and lack of adequate administrative staff. In addition the Police Department facilities are not handicap accessible, lack secure locker room facilities, evidence and weapons storage areas. The Village also has had an issue with retaining officers which are lost to other regional police agencies that pay higher wages.*
- *Village Justice Court: The Village Court is adequate for its current needs. Currently the Court has a heavy case load, if the court case load increases in the future and new or expanded facilities are needed; it would be recommended that the Town and Village establish a shared facility.*
- *Village Building Department: The part-time Village Building Inspector is overburdened with duties that are mandated by Village Codes and State Fire and Building Codes. The Building Inspector believes that daily workload of the Department warrants the establishment of a full-time position and that an additional part-time staff person be designated to assist with administrative functions and record keeping.*
- *Village Water Department: The most important issue facing the Village now and into the future is the protection of the surface water and ground drinking water supply sources. The surface water source is located in the Town of Monroe, and the groundwater source is located in the Town of Chester. Another key issue is the loss of revenue from the sale of water to Camp Leguardia which was recently closed.*
- *Village Clerk's Office: The Village Clerk shares many of the same issues as the Town Clerk. The Village Hall lacks adequate space to store Village records in accordance with Freedom of Information Law and the New York State Manual MU-1. The Village Hall facility is also not always efficient as the building requires the Clerk or some other staff member to buzz people in or help out visitors at the front desk.*
- *Village Treasurer: The most pressing issues facing the Village Treasurer are the need to define a consistent process of financial reporting and filing to improve budget management and accountability. To compound the issue, the Village Hall is using a number of different computer operating systems with three different servers.*

Existing Town/Village Shared Services

The Town and Village of Chester provide similar services. The primary services provided by the Town include: assessment, building, planning and zoning, tax collection, town clerk, water, highway, police, recreation, finance, and library. The major Village services include water, police, highway, clerk/treasure, building, planning and zoning.

The Town and Village already share a number of municipal services including assessment, sewer/wastewater disposal, parks and recreation, library, animal control, emergency dispatch and certain town clerk functions.

Town/Village Public Sewer Treatment

The Moodna Basin Joint Sewer District provides wastewater collection and filtration to the entire Village of Chester and the five sewer districts of the Town. Moodna Basin wastewater flows into an Orange County-operated treatment facility in Harriman, is treated, and ultimately discharged to the Ramapo River. A lift station for this sewer treatment facility is located in the Town of Chester. The Town has five separate sewer districts:

1. Consolidated Sewer District #1, which serves Surrey Meadows, Lake Hill Farms, and Walton Lake Estates;
2. Sewer District #4 A, which serves the Sugar Loaf hamlet;
3. Sewer District #5 which serves the King Tract;
4. Sewer District #7 which serves Lake Region Homes, and
5. Sewer District #8, which is a sewer benefit area that will receive services in the future from a sewer treatment plant that will be built at the Black Meadow Creek south of the Town of Chester's industrial area. This plant is intended to help resolve long-standing capacity problems at the County plant by shifting Chester's Moodna Basin sewer flows to a separate facility.

Town/Village Emergency Dispatching

Dispatching of all 911 emergency calls from the Town and Village of Chester is already a shared service that is provided by Orange County. The Orange County Emergency Communications Center receives emergency calls and coordinates emergency responders for fire, police and/or ambulance emergencies 24 hours a day, 7 days a week for the Town and Village.

Town/Village Parks and Recreation

The Parks and Recreation Department is a joint Town/Village Department responsible for maintaining the park grounds, recreational facilities and structures located at the Town and Village-owned parks. The Park and Recreation Department schedules facility use and coordinates all the recreational programs and activities for residents of both the Town and Village. These programs vary by season and location. The Department has no full-time employees, but has four (4) part-time employees that work 20 hours per week for 52 weeks of the year, and three (3) part-time employees that work seasonally for 30 weeks of the year.

The Chester Parks and Recreation Commission is the authority that oversees the recreational needs of the Town of Chester. Formed during the 1970s, the 7-member Commission's mission statement is as follows:

To provide, promote and present to the community of Chester social, cultural and recreational activities. Provide Park and Leisure venues that allow individuals and families to recreate through organized or self-promoted activities.

The Recreation Commission meets regularly to discuss customer needs and how well the Town is meeting those needs. The Commission monitors the condition of park resources, such as equipment and playground infrastructure, as well as general park maintenance. The Commission is responsible for evaluating “wear and tear” on Town facilities and deciding when new equipment must be purchased. They directly oversee the activities of the Town's Parks and Recreation Department and set the policies that the Department follows. Funding for the Park and Recreation Department comes from the General Fund of the Town taxes and from recreational impact fees that are collected for each new unit of housing constructed in the Town.

Parks and Recreation Department Key Issues

According to the Director of Parks and Recreation, the most pressing issues of concern involve the need for park maintenance and upgrades and the lack of available skilled employees. For example some of the parks are having electrical and plumbing problems, and although someone in the Highway Department or Water Department may have to expertise to help out, it is difficult to coordinate the division of labor between Town Departments. The Parks and Recreation Department need additional maintenance equipment such as a new lawn mower and trailer. The Department will occasionally share equipment with the Highway Department or the Village Street Department, but it is difficult to coordinate such sharing during busy summer months. The Department feels that the Village could do more to handle some of the maintenance on the ball fields, which are located in the Village.

Chester Commons is in need of an upgraded bathroom and the Department could also use some storage space for equipment. In addition to maintenance concerns, the people of Chester are continuously demanding more adult and youth programs and the Town is unable to meet these demands due to lack of indoor space. Currently the Town Court room is used for multiple programs as the Town lacks a community room or other large meeting space. The Department thankfully has a good working relationship with the Chester School District where the Town will use the school gymnasium for the summer recreation program and the school uses the Town Park fields and bleachers for a variety of sports events and programs throughout the school year. The school district takes care of the majority of field maintenance during the school year. Unfortunately the use of Town-owned fields and facilities by the school sometimes conflicts with the needs and desires of other Town-residents and the fields are beginning to wear down from overuse.

Town/Village Assessor's Office

Assessment of Town and Village properties is already a shared-service between the Town and Village of Chester. The Assessor's Office is responsible for establishing values of real property so that school, county, town, village and special district taxes may be equitably apportioned among property owners. The Assessor's Office continually reviews sales to determine the market value of various types of properties in the Town and Village of Chester. Various real property tax exemptions authorized under state and local laws such as partial exemptions for veterans, primary residence (STAR exemption), agricultural, senior citizens, physically disabled people with limited income, solar and wind energy systems, and business incentive exemptions are also administered by this office.⁶

Staffing for the Assessor's Office includes 1-full-time Assessor, 1-full-time Data Collector, and 2-part-time administrative assistants. The Assessor's Office serves a primary function to conduct property inspections and valuations of new construction and re-evaluation and review of existing properties. In 1992 the last re-evaluation of the entire community was completed. The re-evaluation was conducted using local resources and no additional consulting or professional services were required to complete this complex and necessary endeavor. Currently all Town properties are valued at approximately 50% of their fair market value. The Town was due to consider a re-evaluation in 2002 and to date has not conducted a re-evaluation.

⁶ Town of Chester Official Website <http://www.thetownofchester.org/departments/assessor/index.shtml>

Assessment Department Key Issues

One concern of the Assessor's Office is the need to conduct a re-evaluation to accurately reflect market values of existing properties within the community and prevent inequities between new construction assessment values and assessment values of existing properties. Another issue affecting the Assessor Office is the increase in tax exemptions offered to property owners. The Assessor has handled the administration of these exemptions with no increase in staffing while new construction and community growth has increased exponentially.

The most important challenge faced by the Assessor's Office is the lack of a network or server from which information can be shared by all Town departments. Currently, only the Assessor and the Building Inspector are able to share electronic files through a shared server. The Town Assessor recently wrote a report evaluating and justifying the need for Town Geographic Information System (GIS) "to create a cohesive informational database of centralized parcel-specific information and a data integrated system that will contain information from all the departments and will facilitate inter-departmental communication by giving rapid access and complete information on each parcel." Implementation of GIS in the Town of Chester would create an efficient and effective system of data integration.⁷

Fire District

Fire protection services for the Town and Village of Chester are provided by a combined Chester Fire District. In addition, the Chester Fire District includes portions of land located outside of the Town and Village. The Chester Fire District is governed by a Board of Commissioners who are elected by the general public within the District every five years. The Board of Commissioners oversees the business operations of the Department. The Fire District is funded by property taxes.

Fire protection is provided by three volunteer fire companies⁸. The Walton Engine and Hose Company # 1 (WE&H), which is located in the Village of Chester, serves the Village as well as northern portions of the Town of Chester. The Sugar Loaf Engine Company # 2 (SLEC), which is located at the foot of Sugar Loaf Mountain, serves the hamlet of Sugar Loaf and surrounding area. The Trout Brook Engine & Hose Company # 3 serves the Trout Brook area of the Town and lands accessible through the Town of Monroe. Station #1, in the Village, houses the Fire Department's training facilities, meeting room, Chief Officer's office, as well as WE&H.

⁷ The Town of Chester Data Integration Project: Employing a Geographic Information System to Create Efficiency and Effectiveness in Local Government by Andrea Nilon (Town's Assessor) 2007

⁸ Chester Fire Department, www.chesterfiredepartment.org

In terms of equipment, the WE&H has a 17 Truck (T-917) and a Pierce tower Ladder as well as Rescue-916 (R-916) – the Department's only dedicated rescue unit. WE&H also has in apparatus inventory Engine 914 (E-914); a front-line pumper, Engine 915; an all-wheel drive pumper; and M-913 and an all-wheel drive Dodge brush truck. SLEC has Engine 911; a KME front line pumper; the Department's F.A.S.T. engine; Tanker 922 (a 3000 gallon water shuttle); a M-912 brush truck; the Department's All Terrain Cycles, ATV-1 & ATV-2; and the Fire Police Company's M-918 Scene Support Vehicle. TBE&H has E-920 a Sutphen Frontline pumper, which is also equipped with the Hurst Jaws of Life and other various extrication tools. In addition TBE & H has a Tanker 919, a 3000 gallon water shuttle with full firefighting capabilities and a 1956 Dodge Power wagon with a high pressure brush fire pump.

Existing Town of Chester Services

Town Highway Department

The Town Highway Department is one of the most visible services in the Town of Chester government. This department has full responsibility for the maintenance and improvement of the Town's public roads infrastructure, which includes roads, drainage systems, stormwater basins, curbs and sidewalks. The Highway Department owns and maintains a large fleet of vehicles, road construction equipment, plows trucks and tractors. The Town Highway Department and the Village Street Department will on occasion share equipment, services or crewmembers with one another. Occasional shared services are based on a handshake agreement that usually involves an even trade of labor, equipment, or service. The law is clear however that cooperative agreements are subject to the approval of the municipal governing body. According to §142-d of the Highway Law, Rental or Hiring of Town Highway Machinery, Tools or Equipment: The Town Superintendent of Highways, with the approval of the Town Board (emphasis added), may permit the use of any town-owned highway machinery, tools or equipment by a county or any municipality, district, district corporation, school district, community college, and any unit of the State University of New York, upon such terms and conditions as may be agreed upon by the parties involved.⁹

There are 66.9 centerline miles of road within the Town's borders. About 13% (8.3 miles) of the total centerline miles are state owned (DOT) miles. Approximately 20% (13.6 miles) of all the total centerline miles within the Town are county centerline miles. Town wide, 67% (45 miles) of all local roads are the responsibility of the Town. **See Table 7.** With approximately 67 centerline miles, the Highway Department budgeted to spend approximately \$38,000 per mile in 2007.¹⁰

Table 7: Town of Chester Roads

⁹ Promoting Intermunicipal Cooperation for Shared Highway Services, NYS Legislative Commission on Rural Resources, Summer 2005. See Appendix C.

¹⁰ Total expenditures per mile was calculated using the 2007 budget by adding the total appropriations from the DA fund (1,058,820) plus the DB fund (1,244,145), plus the portion of the A fund that covers personal services and contractual expenses for the Highway Superintendent (141,664), plus the garage maintenance (102,713) divided by 67 centerline miles.

Town of Chester Centerline Highway Mileage by Jurisdiction			
Town	County	D.O.T.	Total
45.0	13.6	8.3	66.9

Source: New York State Department of Transportation Orange County, Region 8 County 3

Workforce

The Town of Chester Highway Department has a crew of thirteen (13) full-time employees, including a full-time administrative assistant and 2 seasonal (10 summer weeks) employees under the direction of an elected Highway Superintendent. All Highway Department employees are represented by the Teamsters Union. The Union is currently negotiating the 2007 contract for Highway Department employees. **Table 8** presents a Highway Department workforce summary.

Table 8: Highway Department Workforce

Job Title	Number of Employees (full-time)	Salary or Average Wage
Superintendent	1	\$73,000/year
Supervisor/Foreman	1	\$56,000/year
Motor Equipment Operator	3	\$22.06/hour
Heavy Equipment Operator	7	\$22.06/hour
Mechanic	1	\$23.88/hour
Highway Clerk	1	\$21.63/hour
Total Full-time Employees	13	

Table 8 above, summarizes the number of full-time highway employees in the Town of Chester and their wages and salaries for 2007. The Town has two additional seasonal employees that are not included in the table that are paid \$ 10 dollars per hour. The salary for the Superintendent in the Town of Chester is \$73,382.

Building and Facilities Summary

The Highway Department has a large equipment inventory necessary to perform road maintenance and repair. **Table 9** lists the equipment owned by the Highway Department.

Table 9: Town of Chester Highway Dept. Equipment Inventory

Equipment Type		Quantity
Utility Vehicle		2
Dump Trucks		13
Pick-up Trucks		3
Sweeper Truck		1
Backhoe		2
Tractor	Mower	1
	Rake	1
Paver		1
Grader		2
Mower		2
Wing Grader		1
Loaders		2
Sander	Hydraulic	1
	Other	5
Spreader		1
Plow	V-plow	2
	Push Blade	1
	Wing	2
	Other	6
Trailer		3
Roller	Rubber Tire	2
	Other	2
Mud Pump		1
Maintenance Shop Equipment		
	Air Compressor	1
	Arc Welder	1
	Mig.-Welder	1
	Drill Press	1
	Power Washer	1
	Heavy Duty Grinder	1
	Power Band Saw	1
	Compressor	1
	Sprayer	1

Equipment Type	Quantity
Power Paint Sprayer	1
Battery Charger	1
Cement Mixer	1
Pole Chain	1

In addition, the Highway Department has a 12,000 square foot garage with 9 bays where equipment storage repair and maintenance takes place, and sand storage shed and a salt storage facility where an average of 3,000 tons of salt can be stored.

Table 10: Facilities

	Facilities Age, Replacement Plans
Municipal Garage	
Year Built	1971
Building or Renovation Plans	Addition added in 1985
Fuel Storage	
Year Built	2007
Capacity	4,000 gallons
Salt Storage	
Year Built	2003
Capacity	3,000 tons

Town Highway Department Key Issues

The Town of Chester has been designated as an operator of a Municipal Separate Storm Sewer Systems (MS4). The Town's Highway Department has been charged with spearheading local compliance with MS4 rules and regulations. The MS4 geographic designation for the Town includes the Village land area. MS4s must develop, implement, and enforce a stormwater management program (SWMP) designed to reduce the discharge of pollutants from small MS4s to the maximum extent practical (MEP) to protect water quality and satisfy the appropriate water quality requirements of the Environmental Conservation law and Clean Water Act.

The Town is required to develop at minimum six control measures. For each of these six minimum measures, the Town MS4 must identify measurable goals and select and implement management practices to achieve those measurable goals. The six minimum measures include:

1. Public Education and Outreach.

2. Public Involvement and Participation.
3. Illicit Discharge Detection and Elimination.
4. Construction Site Runoff Control.
5. Post-Construction Runoff Control.
6. Pollution Prevention and Good Housekeeping.

The SWMP is required by law to be fully developed and implemented within five years of the issuance date of the permit. The Town Highway Superintendent has expressed concerns with the Town's ability to meet this deadline. This is not an uncommon issue and is being faced by many of the MS4 communities throughout New York State. It has been recommended by New York State that small MS4 communities such as the Town of Chester do not do it all themselves. The Town should work with other municipalities who have the same goals and target audiences to produce materials useful to all and/or get permission to use the existing materials that meet the MS4 needs. MS4 Partners and other groups that may be available for assistance to the Town include:

1. County Soil and Water Conservation District Offices (SWCD)
2. County Water Quality Coordinating Committee Contacts (WQCC)
3. The New York State Association of Regional Councils (NYSARC) - composed of ten locally created regional councils throughout New York State, dedicated to studying the needs and conditions of a region and developing strategies that enhance its member counties through intergovernmental cooperation.

The Town Highway Department reported issues documented by the New York State Department of Conservation's inspection of an underground fuel storage tank which does not leak but does not comply with DEC regulations which require a fuel leak probe device to be incorporated into the system. This requirement is called for under the 1986 regulations which require the incorporation of an external probe to be installed for leak detection. The fuel storage tank has been in the ground for approximately 18 years. After looking at the options the Town Highway Department has determined that it is cost beneficial to close and drain the underground tank and install an above ground fuel storage tank. The Town is facing approximately \$15,000 in DEC violations if the problem is not corrected in the immediate future.

Another issue identified by the Town Highway Department was no joint purchasing of the same items from vendors between the Town and Village. As a result, each may be spending more per unit cost and are duplicating efforts to obtain many of the same products and materials.

Town Police Department

The Town of Chester Police Department provides for the protection of people and property and the preservation of order within the Town of Chester. The Police Department is a twenty one (21) member force, with (13) full-time employees, five (5) part-time employees and three (3) part-time civilian staff. The Department has a full-time Chief of Police, a full-time Sergeant, two (2) Detectives (one of which is currently on limited duty due to an accident), nine (9) full-time Uniformed Police Officers, and (5) five part-time Uniformed Police Officers.¹¹ The Uniformed Police Officers and Sergeant work on a rotating schedule of three shifts 24/7, serving a residential population of 12,140 people, in a 25.2 square mile area. The Police Budge for 2007 was \$ 1,141,055.00. The State Police have a substation in the Town of Monroe, and the County Sheriff's Department is located in the Village of Goshen. Both assist Town Police, when called upon, but neither patrols the Town.

The Police Department is responsible for coordinating Animal Control Services. These services are provided through contracted services with the Warrick Valley Human Society. Animal Control Personnel and Building Department Personnel may require police escorts at various times to conduct inspections or issue appearance tickets. In addition to daily response to calls and patrol responsibilities, individual Officers are given special assignments, or assigned to work with individual organizations, such as working closely with the Senior Citizens in Safety and Crime Prevention Program such as Emergency ID Cards and VIN Etching. One of the Officers is utilized as a School Resource Officer (SRO) three days a week within the public school system during the school year. In addition, each officer is assigned a community policing detail. Other special assignments include, but are not limited to the Neighborhood Watch Program, Child ID Program, Boy/Girl Scout programs, Fire Department/Emergency Services Liaison, Sex Offense Registry, Evidence Custodian and Vehicle Maintenance.

The Department has five (5) marked and two (2) unmarked vehicles. The vehicles are maintained by the dealer under warranties and/or private maintenance. The Department has no holding cells at the Headquarters. The Orange County Sheriff's Department and Chester Police transport detainees. The Town Court is located in Chester Town Hall, which has two (2) Justices who are on call 24/7, but have very limited availability. If neither is available, prisoners are generally transported to the Village of Chester, Warwick or Goshen for holding.¹²

¹¹ Administrative Study for the Town of Chester Police Department, July 2007, New York State Division of Criminal Justice Services, Office of Public Safety.

¹² This information was gathered by DCJS in the above reference study.

Town Police Department Key Issues

The Police Department facility, located within the lower level of the Town's Municipal Building, exhibits overcrowded conditions and a lack of adequate space allocation for staff and equipment. The New York State Department of Criminal Justice Services (NYSDCJS) has recently completed a study of the Department's business processes that contained recommendations and suggestions to improve operational efficiency; however the study did not evaluate the space needs and requirements of the Department. Other key issues identified by the Town's Chief of Police include:

1. Collective bargaining detracts from proper supervision of the day to day operational and organizational activities.
2. Lack of a competitive salary when compared with other regional police departments has contributed to lateral movement of Town police officers transferring to other regional law enforcement agencies after the Town has invested time and money in their initial training.
3. Training costs continue to escalate annually.
4. Limited manpower contributes to less flexibility to serve a greater variety of the community's needs.
5. Limited space of manpower and equipment within the Police Department has limited the department's ability to expand its level of service to meet a growing community population.

The following recommendations were made by the New York State Division of Criminal Justice Services, Office of Public Safety in a recent Administrative Study of the Town of Chester Police Department.¹³

1. The Police Department should increase the number of full-time uniformed officers from nine (9) to eleven (11) to respond to the calls for service. The collective bargaining agreement requires minimum staffing of two officers per shift, leading to times when only one officer is on duty due to scheduled and unscheduled time off. Three full-time officers are needed on the night shift to insure that at least two are on duty at any given time. Hiring additional full-time Officers will likely decrease overtime costs. In 2006, \$51,732 was allocated to overtime, but \$93,858 was actually expended.

¹³ Administrative Study for the Town of Chester Police Department, July 2007, New York State Division of Criminal Justice Services, Office of Public Safety.

2. Establish two additional Sergeant positions, thereby providing a Sergeant on each of the three tours of duty. It is also recommended that the Sergeants respond to calls for service as necessary, providing a patrol force of three (3) Sergeants and eight (8) Officers, a total of eleven (11). When adequate supervision is lacking, the Town may be held liable for failure to supervise and train.
3. No change is recommended for the level of civilian support staff or investigative personnel.
4. The Department should continue the application process for New York State Accreditation.

Town Court

There are currently two part-time Justices and three full-time Court Clerks working for the Town of Chester. Each Justice is elected for a four-year term. The court room and offices and files are located in Town Hall. Court hours are from 8:30 AM to 4:30 PM Monday through Friday. The Court handles traffic tickets, small claims and civil cases, landlord/tenant and criminal cases. Each justice has a different night scheduled for court sessions (either Mondays or Tuesdays) and criminal cases are held on separate nights from other matters. Court sessions are held at 6 PM on the first, fourth and fifth Monday and the second, third, fourth, fifth Tuesday. The current space is enough space for their needs. The court has a heavy case load. The current case load is about 70 cases per night.

Town Court Key Issues

The Court noted that Court Room is used by multiple community groups and that there are sometimes conflicts with others sharing the facilities.

It is assumed that the current case load warrants the existing number of justices. By Town Law, the Town may have two justices and the Town Board may reduce the number of justices to one by passing a resolution and subject to permissive referendum. If the Town and Village court case load increases in the future and new or expanded facilities are needed, it would be recommended that the Town and Village establish a shared facility. Additional opportunities for sharing of personnel might exist in the short term should any court clerks retire. In terms of consolidating the two courts, a more detailed case load review would be needed to evaluate the appropriate number of justices for both the Town and Village (see below discussion for the Village Justice Court).

Town Building Department

The Town of Chester Building Department administers and enforces all provision of the New York State Uniform Fire Prevention and Building Code, and other codes, laws, rules and regulations pertaining to the construction or alterations of buildings and structures. The department may at times also be required to administer and enforce codes, laws, rules and regulations as required by municipal boards which may include but are not limited to: flood plain regulations, SEQRA, zoning, wetlands, subdivisions and coordination with New York State agencies, such as the Department of Environmental Conservation, on various projects.

The department consists of one full-time Building Inspector and one full-time secretary. The departmental business is conducted during the regular workday, and includes attendance to evening Town Planning Board and Zoning Board meetings as needed.

The Building Inspector reviews plans for construction work prior to issuing building permits, makes on-site inspections during construction or alteration, including electrical, plumbing, piping, swimming pool, shed, oil tank, gas piping, roofing, siding, replacement windows etc. The Building Department also inspects potentially hazardous buildings subject to condemnation, investigates complaints for potential building code violations, and assists in follow-up legal proceeding, which may include acting as a witness in court proceedings.

Town Building Department Key Issues

For the past ten years, the workload for the Town Building Department has been increasing, due to the Town's increasing growth and construction activity the increased requirements to comply with the New York State Building Code. In 2005, the Town approved a number of residential subdivisions amounting to 958 residential lots. By comparison, the total construction activities for 2003 were 337 and in 2004 were 319.¹⁴

In 2003 the revised New York State Building Code became effective and increased both plan review time for projects as well as the number of inspections for many projects to ensure code compliance. Many hours are spent with architects, engineers, contractors and homeowners, explaining the requirements of the new code regulations and how it impacts their particular project.

In addition the sale and refinance of existing homes in the Town triggers the need for a deed search and inspection to ensure the property is safe and compliant. Almost all re-sales and refinances in the Town require building permits for work done without a building permit or expired permits and subsequent follow up inspections are required principally to clear the

¹⁴ Correspondence dated October 20, 2005, letter from the Building Inspector to the Town Board.

property of violations. In 2004, 324 municipal in file searches were completed, 319 building permits were issued requiring over 1,300 building and property inspections. In 2005, 244 municipal searches were completed, 217 building permits were issued requiring 1,424 total follow up inspections.¹⁵

The inspection process for the construction of such a large number of units, plus the other activities that require building permits and inspections, and the lack of adequate staff, sometimes led to the Town being out of compliance with State Law. According to the Building Inspector, there have been occasions when the Department has fallen behind in inspections for pools, sheds, decks because of being short staffed. This is a critical issue because safety orientated features such as pool fences; self-closing and latching gates, proper electrical inspections and railing requirements need review during a final inspection.

Additional responsibilities required by the New York State Building Code are annual Fire Inspections in all places of public assembly and multiple family dwelling units, and inspection of Flood Water Management and Erosion Prevention Control on construction sites. The Buildings Department under State and Town law is required to insure compliance in these matters.

The Building Department is in need of an additional Code Enforcement Officer or an Assistant Building Inspector. In comparison, the nearby Town of Blooming Grove has one full-time Building Inspector, a part-time Assistant Building Inspector, a full-time Building Clerk, and a full-time Clerk that is split between Buildings and Planning. The adjacent Town of Warwick has one full-time Building Inspector, three part-time Building Inspectors, and two full-time secretaries. The Town of Monroe has one full-time Building Inspector, one full-time Assistant Building Inspector and one full-time secretary.¹⁶

Town Water Department

The Town of Chester Water Department is responsible for operations and maintenance of the Town's public drinking water supply and distribution system. The water system in the Town is divided into five water districts, each with its own water sources and water treatment plant. The districts are considered special taxing districts with user surcharges and metered sales charged to residents and business-owners that use the public water supplies.

In addition to being responsible for producing safe potable drinking water for Town residents, the Water Department has also to fulfill all of the water testing requirements required by the Orange County Health Department, comply with the mark outs for Dig Safely NY requests,

¹⁵ Correspondence dated October 20, 2005, letter from the Building Inspector to the Town Board.

¹⁶ Correspondence with Monroe, Blooming Grove, and Warwick Building Departments, September 28, 2007.

water meter readings, replacements, and repair, and oversee all work done on the water mains that are connected to the Town's water system. The Water Department consists of four (4) full-time employees and one (1) part-time employee. The full-time employees include two (2) Water Plant Operators that are licensed by New York State as IIA, one (1) Laborer and one (1) Clerk. The Water Administrator is a part-time position.

Water Districts

The Town of Chester has five (5) Water Districts. The Lake Hill Farms Water District is the largest of the water districts serving 479 residents with water from two (2) groundwater wells. Each well has the capacity to produce 150 gallons per minute. The district has two (2) water storage tanks capable of holding 0.5 million gallons and 220,000 gallons respectively. The Walton Lake Estates District serves 191 residents with water pumped from two (2) groundwater wells with capacities of 75 gallons per minute and 135 gallons per minute. Water is pumped via a hydro-pneumatic system to an 80,000-gallon storage tank. The Surrey Meadows District serves 240 residents with water from three (3) ground water wells. The wells have a capacity of 40 gallons per minute, 40 gallons per minute and 60 gallons per minute, respectively, equaling a total capacity of 140 gallons per minute for the district. The water extracted from the wells is stored in a 450,000-gallon storage tank. The Sugar Loaf Hills District serves 172 residents with water from 2 wells. One well has a capacity of 75 gallons per minute; the second well has a capacity of 150 gallons per minute. The water from these wells is stored in a 220,000 gallon water storage tank. The Fieldcrest District serves 33 residents. Due to pollution of the original groundwater source, water is now supplied to this district by the Village of Chester through a bulk meter.

Town Water Department Key Issues

According to the Water Administrator, the key issues facing the Water Department are securing funding for capital projects and equipment and funding for annual maintenance. All of the Water Districts have different levels of treatment and filtration making maintenance of all the separate systems that much more specialized. Proper maintenance requires a budget of \$10 to \$12,000 per year to keep the water distribution lines clear of mineral build-up due to hard water and filters have to be replaced often. Walton Lake Estates Water District is an older system that has issues with low fire flow capability. Road salt infiltration of some groundwater wells is also a concern. The Town needs to develop and adopt watershed rules and regulations and overlay districts to protect the groundwater supply sources as well as coordinate with the Village of Chester to protect their municipal drinking water supply source.

During the development of this Shared Services Study, the Town of Chester's Water Administrator and one of the Town's Water Operators tendered their resignations. The Water

Department vacancies will need to be replaced in order for the Town to be able to comply with the State drinking water quality standards and testing requirements.

Town Clerk's Department

The Department consists of 1-full-time elected Town Clerk, 2-part-time Deputy Clerk's and 1-part-time secretary. The Town Clerk's Office is located immediately to the right of the front entrance of Town Hall.

As Registrar of Vital Statistics, the Town Clerk is responsible for keeping a permanent record of all births and deaths that occur within the boundaries of the Town, as well as all marriage licenses that are applied for at the Town Clerk's Office. The department issue birth certificates, death transcripts and burial transit permits. Often, individuals contact the Clerk's Office to assist with genealogical research.

The Town Clerk serves as the Town's Records Management Officer (RMO), the Clerk acts as custodian of all permanent Town records and provides for the storage, retrieval and disposition of all records for all the departments of the Town. The department maintains a record of adopted Town ordinances and local laws, oaths of office, resignations, proofs of publication and posting, annual budgets, assessment rolls and fiscal reports.

As Recording Secretary for the Town Board, the Town Clerk keeps a permanent record of all Town Board meetings and public hearings.

In regards to licenses, the Town Clerk issues many New York State licenses and permits including marriage, death, dog conservation (hunting and fishing), bingo, and games of chance. The Town Clerk performs these services for the Village residents as well as Town residents.

Town Clerk's Key Issues

The major issue facing departmental efficiency is the lack privacy for each staff member located within the Clerk's Office. The department is located immediately to the right of the front entrance to Town Hall and as a result fields the majority of questions from individuals looking to do business with either the Town or Town Court. The department is set up with one shared common area from which each employee works within. As a result, when one staff member is addressing an issue with a customer it is impossible to shield the dialog from distracting the other staff members from their own work.

Additionally, the Town Clerk's Office must fulfill and assist the gathering and dissemination of Town records for Freedom of Information Law Requests. The Town Clerk is the designated Records Management Officer for the Town and is charged with the disposition and storage of

Town records. The need for safe, secure and adequate space to store Town records in accordance with New York State Manual MU-1 is a major concern for the Town Clerk's Office.

Existing Village of Chester Services

Village Street Department

The Village of Chester Street Department is responsible for the maintenance and improvements of the Village street systems. Typical duties and functions of the department include paving, weekly street sweeping, snow and ice removal, curb and sidewalk replacement and repair, drainage projects, roadside mowing, mowing between the sidewalk and the curb, weekly grass and brush pick up, fall leaf vacuuming, and pick up of the municipal garbage bins on Main Street and in the Village offices.¹⁷

Although according to the Village code the property-owner is responsible for snow removal and maintenance of sidewalks, the Village Street Department takes on much of this responsibility of sidewalk repair and replacement. The Department also uses a 5-foot snow-blower to clear sidewalks on Main Street and in areas where handicapped or elderly residents are un-able to clear the snow from the sidewalk. The Department also has a handshake agreement with the Town of Chester Highway Department to clear snow approximately 900 to 1,200 feet of sidewalk located in the Town of Chester, just beyond the Village municipal boundary. The Village of Chester and the Village of Florida will also on occasion share equipment, services or crew members with one another. Occasional shared services are based on a handshake agreement that usually involves an even trade of labor, equipment or service.

The department has four (4) full-time employees including a Commissioner, a Leader and two (2) Machinery Equipment Operators (MEOs). There is no union representation for these workers. The Leader provides management and general administrative functions such as the daily log, keeping track of hours, billing, and audits on service of vehicles. The Commissioner and Leader keep track of the 6-year Street Sealing schedule and annually apply for grant money and member items to assist with the purchase of new equipment and capital projects. **See Table 11.** The Village Deputy Clerk assists the Street Department with other daily administrative needs. In addition to maintaining the fleet of Street Department vehicles and equipment, the Department mechanic is responsible for the general maintenance and repair of the seven (7) Police Department vehicles. Major engine or transmission jobs are usually performed by a private auto mechanic.

¹⁷ Village of Chester Official Website, www.villageofchesterny.com, Street Department.

Table 11: Village of Chester Street Department Workforce

Job Title	Number of Employees (full-time)	Salary or Average Wage
Commissioner	1	\$62,000
Leader /Foreman	1	\$55 / hour
Machinery Equipment Operator	2	\$35 / hour

There are 16.9 centerline miles of road within the Village's borders. About 30% (5 miles) of the total centerline miles are State owned (DOT) miles. Approximately 1 % (0.3 miles) of all the total centerline miles within the Village are County centerline miles. Village wide, there are 11.7 miles of local roads equaling about 70% of the total street centerline miles in the Village. See **Table 12**. With approximately 12 centerline miles, the Street Department budgeted to spend \$56,234 per mile in 2007-2008.¹⁸

Table 12: Village of Chester Roads

Village of Chester Centerline Highway Mileage by Jurisdiction			
Village	County	D.O.T.	Total
11.7	.3	5	16.9

Source: New York State Department of Transportation Orange County, Region 8 County 3

Building and Facilities Summary

The Street Department has a fleet of road equipment necessary to perform road maintenance and repair. **Table 13** lists the equipment owned by the Street Department. The central garage facilities include office space, a 3-bay maintenance shop with a lift and a pit, a large 4 bay garage for vehicles, a salt storage shed, 2 underground storage tanks, one 2,000 gallon tank for gasoline storage and one 500 gallon tank for diesel fuel. The Water Department and Police Department all get their fuel at this facility.

¹⁸ Total expenditures per mile was calculated using the 2007-2008 budget by adding the total appropriations from Transportation, (648,701) plus Central Garage (15,600), plus Storm Sewers (2,510), plus Street Cleaning (8,000) divided by 12 centerline miles.

Table 13: Village of Chester Street Dept. Equipment Inventory

Equipment Type	Quantity
Dump Truck/Plow Truck	5
Pick-up Trucks	3
Snow Plow	6
Mountable Sander	5
Snow Blower	1
Backhoe	1
Tractor	2
Loader Backhoe	1
Street Sweeper	1
Brush/Leaf Collector	1
Mower	1
Roller	1
Mud Pump	1
Other Pumps	2
Air Compressor	2
Paint Sprayer	1
Other Sprayer	1
Parts Washer	1
Radar Trailer	1

Village Street Department Key Issues

According to the Street Department Commissioner, the Village of Chester is nearly built out and the most pressing concern on an annual basis is the maintenance and replacement of old deterioration sidewalks. The Commissioner anticipates that the Department could spend \$30,000 per year on sidewalk repair and replacement.

Village Police Department

The Village of Chester Police Department provides for the protection of people and property and the preservation of order within the Village of Chester. The Police Department is a twenty-two-member force, with fifteen (15) full-time officers and seven (7) part-time officers, serving a residential population of 5,000 people, in a 2.2 square mile area.

According to the Village website, the principal mission of the Village of Chester Police Department is to enforce all laws and ordinances in a fair and impartial manner through the prevention of crime, protection against criminal attack, loss or damage to property and by preserving order in public places.

The standard duties and functions of the Police Department include: responding to calls for service; providing basic life support/defibrillator service on medical calls; conducting vehicle/foot/bicycle patrols; vacant house/business checks; fingerprint services for civilian pre-employment; investigating criminal and non-criminal complaints; investigating traffic collisions' crime scene processing; conducting basic and in-service training for Department and non-Department police officers; conducting training for all Village employees when requested; providing presentations to civilian groups/schools when requested; conducting background checks on new officers; conducting background checks on persons applying for peddling permits; conducting traffic/crowd control at events.

The Village Police Department serves only the Village. Although, the Town Police do have to travel through the village to access some parts of the town and to receive fuel, the Village Police Department has sole authority over the public safety within its borders.

Village Police Department Key Issues

The key issues or problems that the Village Police Department is currently facing are the lack of funds for recruitment, lack of adequate investigative staff, and lack of adequate administrative staff. Crime rates in the Village have greatly increased since the establishment of the new BOCES educational facility. The Village of Chester Police Department is currently seeking applicants to fill several full-time Police Officer positions. The salary is \$28,823 for uncertified candidates and \$41,175 to \$59,070 for certified Officers depending on experience. Time awarded for prior credited service and a stipend is available for certified Emergency Medical Technicians.

With only one full-time secretary, currently the Chief is handling all peddlers permits and request for handicap parking permits. This creates a major contradiction in that the entrance to the Police Department is not handicapped accessible, yet a handicapped resident seeking a permit must have access the facility to obtain the permit. Currently, handicapped residents must access

the police department through the Village Hall front entrance and get accesses through the Village offices into the police department area.

Another major issue affecting the Police Department is the lack of secure and private locker facilities. A changing area for officers with lockers has been established within the upper level of the police facility, which is also the location of the Village Court and Village Public Meeting Hall. The Village Court/Public Meeting Hall is adjacent to this locker area and the public must walk through the locker changing area to reach the Village Court/Public Meeting Hall. The Police Department also stores evidence and weapons behind a locked wooden door, with hinges located on the outside of the door. This presents a major issue with the security of evidence and weapons stored there.

The Village Police Chief also noted that the department has received an increase in calls for the former Chester School Facility, which is now used for troubled, emotionally disturbed students, and special needs students. As a result, the Department has seen a significant increase in request for police to respond to issues of violence. The Chief also noted that although smaller in land area, the Village has a higher population concentration, and as a result has almost double the crimes reported and responded to than that of the Town.

The last issue noted by the Police Chief included the fact that the Village has had an issue with retaining officers. Many police officers in the past have laterally transferred to other regional police agencies that pay higher wages. As a result, the Village will not sponsor any candidate through the police academy. The officers for hire must already be eligible for employment and have already completed the required education to be a police officer in New York State.

Village Court

There are currently two part-time Justices and one full-time Court Clerk working for the Village of Chester. One justice is elected while the other justice is appointed. The court room and offices are located in Village Hall. Office hours are Monday through Friday from 9 AM to 1 PM and from 2 PM to 5 PM. Traffic cases are held on the second Thursday between 7 PM and PM. Criminal cases are held on the first and second Thursdays at 3 and 5 PM. The court noted that it has a heavy case load. In terms of space requirements, there is adequate space for their needs and the court recently had a larger door and handicapped ramp installed. The only other use of the court facilities are for elections.

Village Court Key Issues

A justice noted that key issues are with the management of court operations and noted that salaries and personnel are potential overlapping areas between the Town and Village courts. It is

assumed that the current case load warrants the existing number of justices. By Village Law, the Village may have two justices. The Board of Trustees may abolish the office of the village justice by passing a resolution (or local law) subject to permissive referendum. Should that occur, the village justice office functions revert to the justices of the Town although all fines imposed for a violation of Village local laws and ordinances are the property of the Village. This change can only occur following the expiration of the current term of the justice or justices.

If the Village does abolish the office of the Village justice, it is important to note that the Village is no longer entitled to the fines imposed for violations of Vehicle and Traffic Law occurring within the Village and that any fines imposed by the Town justice court for criminal offenses that occur within the Village would be the property of the Town. This potential loss of revenue to the Village would greatly impact the general fund and the budget of the Village Police Department. In terms of consolidating the two courts, a more detailed case load review would be needed to evaluate the appropriate number of justices for both the Town and Village. At the very least, if the Town and Village court case load increases in the future and new or expanded facilities are needed, it would be recommended that the Town and Village establish a shared facility. Additional opportunities for sharing of personnel might exist in the short term should any court clerks retire. A greater opportunity for the consolidation of the justice courts would present itself should the Police Departments be for consolidation in the future.

Village Building & Codes Department

The Village of Chester Building and Codes Department administers and enforces all provision of the New York State Uniform Fire Prevention and Building Code, and other codes, laws, rules and regulations pertaining to the construction or alterations of buildings and structures.

The duties and functions of the Building Inspector include preparing application forms, building permits and certificates of occupancy to be used for the administration or enforcement of the various state and local codes; supervising, coordinating and participating in the inspection of various stages of construction as well as upon completion of construction of buildings and structures; issuing, denying or revoking building permits and certificates of occupancy as required; issuing written notices to correct unsafe, illegal or dangerous conditions in existing structures; and annually inspecting, as necessary, buildings and structures for compliance with the fire prevention provisions of local regulations and/or State Uniform Fire Prevention and Building code.

The department consists of part-time Building Inspector. When necessary, the Village Clerk and Deputy Clerk assist the Building Inspector with scheduling and other secretarial functions. The departmental business is mostly conducted during the regular workday, but sometimes includes

attendance to evening Planning Board, Zoning Board or court hearings for un-safe building violations.

Village Building & Codes Department Key Issues

As a part-time employee working between twenty and twenty-five hours a week, with no additional personnel, the Village Building Inspector is overburdened with duties that are mandated by Village Codes and State Fire and Building Codes. New State Building Codes require that the Inspector annually inspect all buildings of public assembly and all multi-family dwelling units containing three or more units. In addition, every time a building changes use or is sold and/or re-financed the building has to be inspected. The Inspector is also required to appear in court for un-safe building hearings. In order to remain in compliance with State Law, the Inspector believes the daily work load of the Department warrants that his position be expanded to full-time, and an additional part-time staff person could also be hired to assist with administrative functions and record keeping. Currently the Department is working with an antiquated paper system and a tracking system set up in Microsoft Excel. The Inspector is looking to acquire an automated system that will make his your job easier by eliminating manual processes, repetitive data entry and inaccurate information. In addition, the permit process could be more streamlined if his database was linked to the Assessors database.

Village Water Department

The Village of Chester Water Department is responsible for operations and maintenance of the Village's public drinking water supply and distribution system. The public water system was established in 1892 and has two sources. The main water supply source is a surface water source located in Monroe New York, which supplies 800,000 gallons per day. The surface water is treated with a coagulant to remove turbidity, soda ash to control corrosion, and chlorine as a disinfectant. A secondary groundwater source, added to the system in the early 1960s, supplies an additional 1.1 million gallons per day. The groundwater is treated to remove iron and manganese in the water and chlorine is added as a disinfectant. The water treatment plant currently has the ability to filter only 550,000 gallons of water per day. According to the Annual Drinking Water Quality Report, in 2006 the Village produced 197,276,000 gallons of water for a daily average of 540,000 gallons of water per day.

The distribution system consists of over 28 miles of water main ranging in sizes from 2" to 12 ". The Village has 170 fire hydrants, 380 mainline water valves, 926 service connections and three water storage tanks with a combined storage capacity of 2 million gallons.¹⁹ All of the original

¹⁹ Village of Chester Official Website, www.villageofchesterny.com., Water Department.

1982 cast iron distribution pipes have been replaced with plastic pipes. The Village annually works on replacing the water mains that were installed in the 1960s. The Village owns leak detection equipment and the water audit of 2004 showed that only 4.8% of this volume was unaccounted for.²⁰

Currently, the Water Department employs three (3) full-time employees, including the Water Commissioner and two Water Treatment Plant Operators. All of the employees are licensed by New York State as IIA Water Plant Operators. The employees also hold "D" Water licenses for Village distribution systems and are Certified Backflow Prevention device testers.

In addition to being responsible for producing safe potable drinking water for Village residents, the Water Department is also responsible fulfilling all of the water testing requirements required by the Orange County Health Department, mark outs for Dig Safely NY requests, water meter readings, replacements, and repair, overseeing all work done on the water mains that are connected to the Village water system and covering all aspects of the water industry. Currently the Department is working on upgrading the water filtration plant, replacing 3000 ft. of water mains along Route 17M, replacing water meters throughout the Village and mapping out individual home curb valves in the Village²¹

The Village supplies water to the Town Field Crest Water District Water Department occasionally shares equipment with the Town Water Department. In particular, the Town will borrow the Village's leak detection and pipe locator equipment and will, in an emergency situation, borrow or buy replacement parts that the Village's shop has in stock or share other needed tools.

Village Water Department Key Issues

According to the Water Commissioner, the most important issue facing the Village now and into the future is the protection of the surface water and ground water supply sources. The surface water source is located in the Town of Monroe, and the groundwater source is located in the Town of Chester. Due to the proximity of the Town Industrial Park to the groundwater wells, potential contaminate sources exist depending on the uses that are allowed by the Town Planning Board. The Village has adopted Watershed Protection Rules and Regulations, however in order for these rules and regulations to truly be effective, the Village of Chester, Town of Monroe and Town of Chester need to coordinate watershed and well head protection planning and regulations. This could be accomplished by the adoption of an inter- municipal agreement to

²⁰ Village of Chester Drinking Water Quality Report, 2006.

coordinate planning projects that could potentially impact the drinking water sources, and the adoption of overlay districts to protect the two separate drinking water sources.

Other key issues identified by the Water Commissioner is the loss of revenue from the sale of water to Camp Leguardia which was recently closed. With The Commissioner also identified the need to expand water filtration capacity. With a daily average of 540,000 gallons of water per day in 2006, and a capacity of only 550,000 gallons of water per day, engineered plans are currently being made to replace the existing filters with new membrane filters at the water treatment plant. The installation of new filters will to increase the treatment capacity to 800,000 gallons per day.

Village Clerk

The Village Clerk Department consists of two full-time employees and one part-time employee including; the Village Clerk, the Deputy Clerk and the part-time Planning & Zoning Secretary. The Clerk's office duties include billing and collection of taxes, sewer and water fees, building permits and clerk fees, maintaining civil service records, recording secretary for Village Board meetings, answering phones and directing the public during regular business hours. As Recording Secretary for the Village Board, the Village Clerk keeps a permanent record of all Village Board meetings and public hearings.

The Deputy Clerk has a wide variety of duties, including Records Management, Human Resources and administrative assistance to the Water Department. The Deputy Clerk is the Records Management Officer for the Village who is responsible for making sure the Village is in compliance with State laws dealing with record retention and storage. The Deputy Clerk also handles the payroll, accounts payable for all departments, and human resources (health, retirement, dental life benefits) for all employees. For payroll, each department keeps a paper timesheet that is given to the Deputy Clerk.

Village Clerk's Department Key Issues

In addition to the need for updated computer hardware and software, the Village does not have a central storage area or facility. Although the Village is in the process of cleaning up files based on a retention schedule, there is still a major issue with storage space for files that must be retained and work space. In addition, it is sometimes difficult to find old records because there is no indexing system of where the files are stored. The Building Inspector is in need of map file drawers for storage of approved plans. The work environment is not always efficient, as the building requires the Clerk or some other staff member to buzz people in or help out visitors at the front desk. The meeting room is also on the second floor and the court room is not handicapped accessible.

Village Treasurer – Finance Department

The Village Treasurer – Finance Department consists of one full-time Treasurer. The Treasurer is responsible for a large variety of duties including cash receipts processing and reporting; cash management; budget controls and monitoring; general ledger processing and financial reporting. These duties include accounts receivable for taxes, sewer and water fees, building permit and clerk fees. The Department operates under Generally Accepted Accounting Principles (GAAP) as outlined in NYS Accounting and Reporting Manual issued by NYS Comptroller.

Village Treasurer-Finance Department Key Issues

The most pressing issues facing the Department are the need to define a consistent process of financial internal controls for efficient day-to-day financial functions in accordance with GAAP; to establish a financial filing system; to update the accounting and budgeting computer software, and to obtain a computerized purchase-order system to improve budget management and accountability. The Village is using a number of different computer operating systems with three different servers; one for the Clerk, Deputy Clerk, Building Inspector, and Treasurer; one for the Justice Department, and one for the Police Department.

III. Town & Village Cost Analysis

Highlights & Conclusions

- *Compared to the statewide town and village average expenditures, both the Town and Village of Chester spend less on General Government functions, more on Police and Public Safety, more on Transportation, less on Culture and Recreation, more on Home and Community Services, and less on Economic Assistance and Health.*
- *Based upon an average of four fiscal years, the Town of Chester spent \$116 per capita, while the Village spent \$170 per capita on General Government functions.*
- *While the Town of Chester is spent an average of \$91.56 per capita for Police functions, the Village is outlaying approximately four times this amount, spending nearly an average of \$363 per capita.*
- *The Village spent an average of \$15.03 per capita for Other Public Safety, while the Town spent double, at \$30.29 per capita.*
- *Transportation spending for both the Village and Town showed comparable cost levels for Transportation. The Town spent an average of \$161.87 per capita, only 0.91 cents above the Village transportation services expenditures.*
- *The Village is spending significantly less on Culture and Recreation than the Town. The Town spent an average of \$69.11 per capita, while the Village spent an average of \$2.04 per capita.*
- *For the Home and Community Services - Utilities function, the Village spent much more per capita than the Town. The Village spent an average of \$299.47 per capita, while the Town spent an average of \$105.24 per capita.*
- *For the Home and Community Services – Other category, the Town spent an average of \$165.96 per capita, while the Village only spent an average of \$29.23 per capita.*

Methodology

The following analysis provides the preliminary steps required to investigate shared services between the Town and Village of Chester. The analysis helps discern what departments or aspects of the budget should be concentrated upon, as they show greater potential for cost savings than others.

The first part of this analysis compares the overall expenditures of the Town and Village of Chester to other towns and villages across New York State. The data for this comparison were obtained from the New York State Office of the State Comptroller, Financial Report on Village and Towns, for Fiscal Years Ended 2005 and the fiscal metrics for each municipality from the Comptroller's Local Government Database. The Comptroller's Database allows for a more general cost savings analysis. Because detailed annual budget information was unavailable in such a way to compare the two municipalities entirely, we evaluated the potential for cost savings across general categories. The percentages of the total budget for both the Town and Village of Chester are based upon an average of four (4) fiscal years: 2003, 2004, 2005, and 2006. The average spending levels throughout the State were cross-referenced to compare the relative levels of spending required to maintain services.

The second part of the analysis looks at the total expenditures by function for the two municipalities. The analysis again utilized the fiscal metrics for each municipality from the Comptroller's Local Government Database to create a common denominator for comparing spending habits within both the Town and the Village.

As a part of this analysis, the financial data are reported as an average of four (4) fiscal years: 2003, 2004, 2005, and 2006 to ensure that the data were not skewed by one year of unusually high or low spending. This trends analysis gives a greater understanding of government costs over a period of time. Utilizing this averaging, the expenditures per capita were calculated for comparison purposes. Where available, supplemental information for 2007 salaries is included in the below discussion to indicate opportunities for cost savings.

Functional Expenditures - Statewide Comparison

The following analysis compares the municipal spending breakdown among the general functional categories of the Town and Village of Chester to average statewide village and town budget expenditures. This comparison will help the Town and Village of Chester gain an understanding of where the local spending trends are similar or different from the rest of the State, and to ascertain the relative levels of spending required to maintain services.

Table 14: Percent of Total Budget by Function: Statewide Comparison

Functional Category	Municipality			
	Town of Chester % of Total Budget	New York State Average Town % of Total Budget	Village of Chester % of Total Budget	New York State Average Village % of Total Budget *
General Government	15.41%	19.00%	16.43%	17.00%
Police	12.16%	**NA	34.86%	**NA
Other Public Safety	4.02%	15.00%	1.44%	23.00%
Transportation	21.50%	25.00%	15.47%	9.00%
Culture & Recreation	9.18%	11.00%	0.20%	6.00%
Home & Community Services / Utilities	13.98%	11.00%	28.79%	10.00%
Home & Community Services/ Other	22.05%	16.00%	2.81%	*17%
Economic Assistance	0.23%	1.00%	0.00%	NA
Health	1.46%	2.00%	0.00%	NA

*Source: Village and Town Data were provided by the New York State Office of the Comptroller for fiscal years 2003-2006. The % of Total Town and Village Budget figures are an average percentage of fiscal years 2003-2006. Statewide average expenditure data was obtained from the most recent Comptroller's Office Annual Financial Report on Towns and Villages Fiscal Years Ended 2005, Published May 2007. * For the NYS Average Village Budget % of Total, Home & Community Services/Other, Economic Assistance and Health are grouped together.*

*** The Statewide average for Police is included in the Other Public Safety category.*

General Government

The General Government functional category includes the Board (Town/Village), Justice, Mayor, Supervisor, Finance, Auditor, Treasurer, Tax Collection, Budget, Purchasing, Assessment, Advertising, Clerk, Attorney, Elections, Engineer, Personnel, Buildings, Central Garage, Central Printing, Central Data Processing, and Special Items (insurance, dues, claims, contingencies). While General Government comprises 17 and 19 percent of statewide village and

town budgets respectively, local figures are slightly lower. Looking at the average expenditures by function for fiscal years 2003-2006, approximately 15.5% of the Town of Chester's budget was dedicated to General Government, while the Village spent slightly less than 16.5% on this function. **See Table 14.**

Police and Other Public Safety

Police includes expenditures for police service, including police personnel, equipment, repairs, and training. Other Public Safety consists of expenditures for public safety not included under police, such as traffic control, public safety administration, animal control, building inspection, (safety inspection/safety equipment) civil defense, examining boards, the D.A.R.E program, etc. This category may also include some police expenditures that were not specifically identified, e.g., on-street parking, Fire Chief or School Attendance Officer.

Police and Other Public Safety accounted for 15% of the statewide average town's budget and 23% of the statewide average village's budget. The Town of Chester expended slightly more than 16% of its budget on these same services for fiscal years 2003-2006, only 1% higher than the State average, making the difference negligible. However, the Village spent approximately 36.3% of its budget on Police and Other Public Safety. This is approximately 63% greater than the State average.

The Village should examine ways to reduce its internal costs for police and other public safety functions. The Town and Village should also consider sharing the costs of these services. The Town should be able to increase its spending level without pushing it beyond the State norms. The Village would then have the opportunity to decrease its costs associated with maintaining police and public safety. The Town and Village could perhaps start by sharing the cost police vehicle maintenance. Both the Town and Village Police Departments are in need of additional space; therefore they should cooperatively address their issues. The Town and Village could also share Building and Code Inspection/Enforcement department, considering the Town has only one full-time Code Enforcement Officer and is in need of additional staff to keep up with the workload, and the Village has a part-time Code Enforcement Officer who is also overloaded.

Transportation

Transportation includes expenditures for maintenance and improvements of roads and bridges, snow removal, street lighting, sidewalk maintenance, off-street parking and other transportation activities. Similar to the concerns raised regarding the Village's level of spending on Police and Other Public Safety, Transportation spending within the Village is much higher than the State average. Again, looking at the average expenditures by function for fiscal years 2003-2006, the Village spent close to 15.5% of its budget on transportation costs, while the State average for

villages is only 9%. The Town of Chester spent 21.5% on transportation compared to the State average of 25%. This function should be examined for possible cost savings, as the Village is paying 71% more of its total budget on this function than the rest of the State.

Culture and Recreation

The Cultural and Recreation functional category consists of expenditures for parks, playgrounds, youth and adult recreation programs, libraries, recreational facilities, historian, and other cultural and recreational activities. The Town and Village of Chester currently have a joint Town/Village Parks and Recreation Department. Through this shared service, both municipalities are spending less than the State average for the same level of service. The Town and Village both pay less for Culture and Recreation functions than the average New York State Town or Village. The Town only spent 9.18% of its budget during fiscal years 2003-2006 on Cultural and Recreation, while the State average is 11%. The Village spent 0.2% of its budget relative to the State average of 6%. The lack of recreational space, activities and programs was specifically studied in the 2006 Town of Chester Recreation and Open Space Plan. The standards used to assess the adequacy of the Town's parks are those established in the New York State Comprehensive Outdoor Recreation Plan (SCORP). The study proved that the Town's recreational resources fall far short of the standards according to the SCORP recommended guidelines. It is recommended that the Town and Village work collaboratively to implement the goals and recommendations outlined within the 2006 Town of Chester Recreation and Open Space Plan.

Home and Community Services

The Home and Community Services category is divided into 2 sub-categories: Utilities and Other. The Utilities sub-category consists of expenditures for the operation and administration of a water, sewer, electric, or gas system. Almost 30% of the average Village of Chester's budget was devoted to Home and Community Services/ Utilities for fiscal years 2003-2006. This figure is three times greater than the State average of 10%. The Town spent close to 14% of its budget on this function, which is more in line with the State average of 11%. The Town and Village should both pursue ways to cooperate in this category, as they can both fiscally benefit from sharing.

The Home and Community Services/ Other Community Services function comprised approximately 22% of the entire Town of Chester's budget for fiscal years 2003-2006, while the average town spends only 16% on this category. Expenditures in this functional category include garbage collection and disposal, planning, zoning, street cleaning, drainage and storm sewers, housing and community development, natural resources, and activities intended to improve the general environment. On the other hand, the Village spent significantly less, only 2.8% of its

budget on this category, compared to the statewide average of 17%. It should be noted that the New York State average combines Home and Community Services/ Other, Economic Assistance and Health into one category.

Functional Expenditures - Per Capita Comparison

Looking at the total expenditures per capita is useful for comparing the cost of certain services or functions provided by the Town and Village of Chester. The following analysis utilized the fiscal metrics for each municipality from the Comptroller's Local Government Database to create a common denominator for comparing spending within both the Town and the Village. The financial data are reported and analyzed as an average of four (4) fiscal years: 2003, 2004, 2005, and 2006 to ensure that the data were not skewed by one year of unusually high or low spending (see **Table 15**). From this average, the expenditures per capita, based on the 2000 Census of population, were calculated for comparison purposes. The analysis highlights some significant differences between the average expenditures per capita of the two municipalities. In addition, a combined average expenditure per capita was calculated to highlight where cost savings may occur in instances where one community has higher expenditures than the other (**See Table 16**).

General Government

The Town of Chester spent 47% less per capita on General Government functions than the Village did when looking at the four-year average. The Town spent \$116 per capita, while the Village spent \$170 per capita on General Government functions. The vast majority of the difference is for Contractual Service as well as Equipment and Capital Outlay. The Town spent an average of \$45.73 per capita between 2003 and 2006 for Contractual Services, while the Village spent two thirds more at an average of \$76.03 per capita. The Village also spent significantly more for Equipment and Capital Outlay, at an average of \$27.01 per capita. An example of a cost savings measure occurred during the course of the study when the Village Clerk retired. The Deputy Clerk and Treasurer took over the Clerk's duties and one position was eliminated equaling a savings of approximately \$20,000 per year. In addition, a potential cost savings over the long term would be a new joint municipal building. As the Village and Town continue to grow out of their current space, a new building would allow for increased efficiency between the departments and such a building would also be up to date in terms of energy standards and handicapped accessibility.

Police

The disparity between Town and Village spending is even greater for Police functions. Other than Equipment and Capital Outlay, which have almost equal spending levels per capita, the Village spent substantially more per capita on average for Police. While the Town of Chester is

spent an average of \$91.56 per capita, the Village is outlaying approximately four times this amount, spending nearly an average of \$363 per capita. In order to reduce its costs, the Village should examine sharing police services with the Town. Such a move may reduce Village costs while improving Town forces for less than the cost of having its own independent force. There is an opportunity for at least \$200 in per capita savings for the Village should functions be shared (as calculated by averaging the two per capita expenditures). For example, the position of the Police Chief could be shared. Budget and payroll information from 2007 indicated that the Town Chief of Police made \$75,498 while the Village's Chief made \$86,103. At an average salary of \$80,800 per year, a joint Chief of Police position could save the Town and Village approximately \$40,400 each per year.

In addition, the Village Police Department should request a Business Process Analysis to be conducted by the NYS Department of Criminal Justice Services (DCJS). The analysis will evaluate existing business practices and provide recommendations for improvement. The Town Police Department is already working with NYS DCJS to complete a Business Process Analysis for their operations. In order to evaluate these cost savings measures, the Town and Village applied for a Local Government Efficiency Grant to study the existing police protection services to evaluate sharing of manpower, facility space, and specific functions in order to examine ways to provide police services more efficiently and increase the quality of service delivery while saving tax dollars. This study will evaluate functional consolidation, contract law enforcement or the creation of a new joint police department.

Other Public Safety

Other Public Safety, which includes the Building Inspector (Safety Inspection/Safety Equipment), Dog Control, and Civil Defense (Fire Chief, School Attendance Officer), has a trend counter to that of Police expenditures. While the Village spent an average of \$15.03 per capita for these services, the Town spent double, at \$30.29 per capita. Sharing of the Building and Code Inspection/Enforcement Officer could bring down the Town's per capita expenses. For example, in 2007, the Town spent \$54,427 for a full-time Building Inspector, while the Village spent \$19,929 for a part-time Building Inspector. The Village Building Inspector indicated that he was overburdened with duties that are mandated by Village Codes and State Fire and Building Codes. If the Village Building Inspector position were to be made in to a full-time position, the salary could double to approximately \$40,000, making the average cost for each community approximately \$47,213 per year. If such a position were shared, the Town and Village could potentially save approximately \$23,600 each per year. Currently, the Town is reviewing their fee collection to determine if additional funds are needed to cover the costs of this department. Additional cost savings include sharing the use of a vehicle rather than each inspector having their own vehicle.

Health

Expenditures falling under the Health category are almost non-existent for the Village, which spent an average of four cents per capita. The Health category generally includes expenditures associated with hospitals, public health administration, and registrar of vital statistics, ambulance service, and all other health services. The Town also spent very little for this function, albeit more than the Village. The Town spent an average of \$133,659 annually on Contractual Services in this category, or an average of \$11.01 per capita.

Transportation

Transportation spending for both the Village and Town showed comparable cost levels within these respective functions. Transportation includes but is not limited to costs for maintenance and improvements to roads, bridges and transportation vehicles, street lighting, snow removal, sidewalk maintenance, and off street parking. The Town spent an average of \$161.87 per capita for transportation, only 0.91 cents above the Village transportation services expenditures. The Village did however spend a significant amount more for transportation equipment and capital outlay during 2003-2006, at an average of \$30.16 per capita verses \$12.48 per capita in the Town. The Village of Chester should continue to work with the Town to identify opportunities to reduce transportation costs through shared services. Particularly in terms of equipment and capital outlay, there is an opportunity to share services to bring down the Village's per capita spending on transportation. Potential for equipment sharing would be the use of a backhoe. The Village could sell their two older backhoes (a combined value of approximately \$100,000) and the Town and Village could share the purchase of a new shared backhoe for approximately \$100,000, a savings of \$50,000 each. The Town and Village could also jointly purchase a street sweeper valued at around \$150,000, for a savings of \$75,000 each.

Economic Assistance

Economic Assistance consists of expenditures for promoting the economic welfare of the municipality and its residents. For the function, the Town spent less than an average of two dollars per capita, while the Village spent nothing.

Culture & Recreation

The Culture and Recreation category consists of expenditures for parks, playgrounds, youth and adult recreation programs, libraries, recreational facilities, historian, and other cultural and recreational activities. The Town and Village of Chester currently have a joint Town/ Village Parks and Recreation Department and also share the costs of the Town library. Through these agreements, the Village is spending significantly less on this service than the Town on the Culture and Recreation category. The Town spent an average of \$69.11 per capita, while the

Village spent an average of \$2.04 per capita. The bulk of the spending that the Town pays goes to Personal Services and Allocated Fringes.

Home & Community Services/Utilities

For the Utilities sub-category within the Home and Community Services function, the Village of Chester spent much more per capita than the Town. The Village spent an average of \$299.47 per capita, while the Town spent an average of \$105.24 per capita. Most of the difference lies in Contractual Services, but substantial disparities also exist in Personal Services and Allocated Fringes. Overall, the Village is spending 2.8 times the amount of the Town on Utilities. With the recent loss of the Town's Water Department part-time Water Administrator and one full-time Operator, there is a unique opportunity for the Town and Village to cooperate to fill these employment gaps. A cooperation agreement would be financially beneficial to both municipalities and would reduce the Village's and Town's per capita spending on utilities dramatically. For example, the communities could jointly pay for one Water Administrator. In 2007, the Town paid their part-time Water Administrator \$12,574, while the Village spent \$56,868 on a full-time Water Administrator. If the Village's Water Administrator was to take over the part-time responsibility of overseeing the Town system, he could hypothetically be given a raise to \$65,000 to compensate him for increased responsibility, and the Village and Town could split the cost of the position at \$35,500 each. The Village would hypothetically save \$21,368 per year and the Town would gain an experienced Administrator at half the cost of hiring a new untrained person. The Town would not hire a new full-time Operator, but could job share with the Village. In 2007, the Village paid their Operators an average of \$43,193 per year. The shared cost of this position would be \$21,596 each, saving the Village \$21,597 per year.

Home & Community Services/Other

The Town spent a great deal more per capita for the Other sub-category of the Home and Community Services functions. This category includes expenditures for garbage collection and disposal, drainage and storm sewers, housing and community development, natural resources, and activities intended to improve the general environment. The Town spent an average of \$165.96 per capita, while the Village only spent an average of \$29.23 per capita. Please note, the Town average for this category was skewed based on an expenditure of \$4.5 million for investments into a drinking water district where road salt infiltrated the public water well.

Table 15: Total expenditures by function

Municipality		Town of Chester					Village of Chester				
Year		2003	2004	2005	2006	03-06 Average	2003	2004	2005	2006	03-06 Average
Total expenditures by function		6,231,291	8,802,204	12,884,960	8,637,904	9,139,090	2,997,053	3,272,187	3,769,811	4,296,886	3,583,984
General Government	Personal services and allocated fringes	719,795	808,043	854,614	928,515	827,742	202,185	215,660	256,448	260,559	233,713
	Contractual services	407,077	494,380	540,956	778,331	555,186	202,153	254,389	273,310	317,872	261,931
	Equipment and capital outlay	9,449	54,550	18,460	20,047	25,627	0	63,225	16,086	292,927	93,060
	Total	1,136,321	1,356,973	1,414,030	1,726,893	1,408,554	404,338	533,274	545,844	871,358	588,704
Police	Personal services and allocated fringes	735,977	864,047	989,419	1,205,331	948,694	827,675	1,047,210	1,235,079	1,392,375	1,125,585
	Contractual Services	79,962	99,037	80,283	106,266	91,387	91,101	110,060	107,702	102,674	102,884
	Equipment and capital outlay	45,742	84,751	67,230	87,898	71,405	26,598	19,673	19,173	18,479	20,981
	Total	861,681	1,047,835	1,136,932	1,399,495	1,111,486	945,374	1,176,943	1,361,954	1,513,528	1,249,450
Other Public Safety	Personal services and allocated fringes	98,011	112,425	120,331	128,008	114,694	32,371	42,572	59,600	62,665	49,302
	Contractual Services	31,609	126,873	41,166	33,617	58,316	2,247	2,177	2,334	3,151	2,477
	Equipment and capital outlay	0	313,065	463,567	2,370	194,751	0	0	0	0	0

Table 15: Total expenditures by function

Municipality		Town of Chester					Village of Chester				
Year		2003	2004	2005	2006	03-06 Average	2003	2004	2005	2006	03-06 Average
	Total	129,620	552,363	625,064	163,995	367,761	34,618	44,749	61,934	65,816	51,779
Health	Personal services and allocated fringes	0	0	0	0	0	0	0	0	0	0
	Contractual Services	81,329	96,000	165,850	191,458	133,659	100	100	100	200	125
	Equipment and capital outlay	0	0	0	0	0	0	0	0	0	0
	Total	81,329	96,000	165,850	191,458	133,659	100	100	100	200	125
Transportation	Personal services and allocated fringes	818,418	881,975	1,010,791	1,054,360	941,386	250,433	259,482	332,709	351,918	298,636
	Contractual Services	667,770	753,296	965,657	1,101,955	872,170	161,712	126,737	140,832	178,673	151,989
	Equipment and capital outlay	225,356	140,025	101,467	139,395	151,561	179,539	26,906	95,840	113,287	103,893
	Total	1,711,544	1,775,296	2,077,915	2,295,710	1,965,116	591,684	413,125	569,381	643,878	554,517
Economic Assistance	Personal services and allocated fringes	0	0	0	0	0	0	0	0	0	0
	Contractual Services	19,698	20,429	21,545	22,388	21,015	0	0	0	0	0
	Equipment and capital outlay	0	0	0	0	0	0	0	0	0	0

Table 15: Total expenditures by function

Municipality		Town of Chester					Village of Chester				
Year		2003	2004	2005	2006	03-06 Average	2003	2004	2005	2006	03-06 Average
	Total	19,698	20,429	21,545	22,388	21,015	0	0	0	0	0
Culture & Recreation	Personal services and allocated fringes	491,286	606,019	641,334	581,146	579,946	0	0	0	0	0
	Contractual Services	188,006	210,277	284,821	268,664	237,942	784	436	731	690	660
	Equipment and capital outlay	53,293	5,145	13,112	13,034	21,146	0	9,000	14,523	2,000	6,381
	Total	732,585	821,441	939,267	862,844	839,034	784	9,436	15,254	2,690	7,041
Home & Community Services / UTILITIES	Personal services and allocated fringes	161,783	237,283	251,205	248,209	224,620	216,739	231,301	259,977	286,506	248,631
	Contractual Services	563,195	645,915	747,507	755,701	678,080	596,719	700,670	742,813	818,218	714,605
	Equipment and capital outlay	22,353	1,324,538	107,144	45,853	374,972	115,752	5,147	127,485	25,336	68,430
	Total	747,331	2,207,736	1,105,856	1,049,763	1,277,672	929,210	937,118	1,130,275	1,130,060	1,031,666
Home & Community Services/ OTHER	Personal services and allocated fringes	54,183	56,245	63,127	68,128	60,421	25,319	25,894	27,298	33,930	28,110
	Contractual Services	756,819	867,886	878,829	857,230	840,191	58,851	74,690	56,241	35,193	56,244
	Equipment and capital outlay	180	0	4,456,545	0	1,114,181	6,775	56,858	1,530	233	16,349

Table 15: Total expenditures by function

Municipality		Town of Chester					Village of Chester				
Year		2003	2004	2005	2006	03-06 Average	2003	2004	2005	2006	03-06 Average
	Total	811,182	924,131	5,398,501	925,358	2,014,793	90,945	157,442	85,069	69,356	100,703

Source: NYS Office of the Comptroller Financial Data For Local Governments

Table 16: Total Expenditures Per Capita

Municipality		Town of Chester		Village of Chester		Town & Village	T Chester	V Chester
Year		03-06 Average	Expenditures per capita (12,140 pop.)	03-06 Average	Expenditures per capita (3,445 pop.)	Combined Average Expenditures per capita	% of Total Town Budget	% of Total Village Budget
Total expenditures by function		\$9,139,090	\$752.81	\$3,583,984	\$1,040.34	\$896.58	100.00%	100.00%
General Government	Personal services and allocated fringes	\$827,742	\$68.18	\$233,713	\$67.84	\$68.01	9.06%	6.52%
	Contractual services	\$555,186	\$45.73	\$261,931	\$76.03	\$60.88	6.07%	7.31%
	Equipment and capital outlay	\$25,627	\$2.11	\$93,060	\$27.01	\$14.56	0.28%	2.60%
	Total	\$1,408,554	\$116.03	\$588,704	\$170.89	\$143.46	15.41%	16.43%

Table 16: Total Expenditures Per Capita

Municipality		Town of Chester		Village of Chester		Town & Village	T Chester	V Chester
Year		03-06 Average	Expenditures per capita (12,140 pop.)	03-06 Average	Expenditures per capita (3,445 pop.)	Combined Average Expenditures per capita	% of Total Town Budget	% of Total Village Budget
Police	Personal services and allocated fringes	\$948,694	\$78.15	\$1,125,585	\$326.73	\$202.44	10.38%	31.41%
	Contractual Services	\$91,387	\$7.53	\$102,884	\$29.86	\$18.70	1.00%	2.87%
	Equipment and capital outlay	\$71,405	\$5.88	\$20,981	\$6.09	\$5.99	0.78%	0.59%
	Total	\$1,111,486	\$91.56	\$1,249,450	\$362.68	\$227.12	12.16%	34.86%
Other Public Safety	Personal services and allocated fringes	\$114,694	\$9.45	\$49,302	\$14.31	\$11.88	1.25%	1.38%
	Contractual Services	\$58,316	\$4.80	\$2,477	\$0.72	\$2.76	0.64%	0.07%
	Equipment and capital outlay	\$194,751	\$16.04	\$0	\$0.00	\$8.02	2.13%	0.00%
	Total	\$367,761	\$30.29	\$51,779	\$15.03	\$22.66	4.02%	1.44%

Table 16: Total Expenditures Per Capita

Municipality		Town of Chester		Village of Chester		Town & Village	T Chester	V Chester
Year		03-06 Average	Expenditures per capita (12,140 pop.)	03-06 Average	Expenditures per capita (3,445 pop.)	Combined Average Expenditures per capita	% of Total Town Budget	% of Total Village Budget
Health	Personal services and allocated fringes	\$0	\$0.00	\$0	\$0.00	\$0.00	0.00%	0.00%
	Contractual Services	\$133,659	\$11.01	\$125	\$0.04	\$5.52	1.46%	0.00%
	Equipment and capital outlay	\$0	\$0.00	\$0	\$0.00	\$0.00	0.00%	0.00%
	Total	\$133,659	\$11.01	\$125	\$0.04	\$5.52	1.46%	0.00%
Transportation	Personal services and allocated fringes	\$941,386	\$77.54	\$298,636	\$86.69	\$82.12	10.30%	8.33%
	Contractual Services	\$872,170	\$71.84	\$151,989	\$44.12	\$57.98	9.54%	4.24%
	Equipment and capital outlay	\$151,561	\$12.48	\$103,893	\$30.16	\$21.32	1.66%	2.90%
	Total	\$1,965,116	\$161.87	\$554,517	\$160.96	\$161.42	21.50%	15.47%

Table 16: Total Expenditures Per Capita

Municipality		Town of Chester		Village of Chester		Town & Village	T Chester	V Chester
Year		03-06 Average	Expenditures per capita (12,140 pop.)	03-06 Average	Expenditures per capita (3,445 pop.)	Combined Average Expenditures per capita	% of Total Town Budget	% of Total Village Budget
Economic Assistance	Personal services and allocated fringes	\$0	\$0.00	\$0	\$0.00	\$0.00	0.00%	0.00%
	Contractual Services	\$21,015	\$1.73	\$0	\$0.00	\$0.87	0.23%	0.00%
	Equipment and capital outlay	\$0	\$0.00	\$0	\$0.00	\$0.00	0.00%	0.00%
	Total	\$21,015	\$1.73	\$0	\$0.00	\$0.87	0.23%	0.00%
Culture & Recreation	Personal services and allocated fringes	\$579,946	\$47.77	\$0	\$0.00	\$23.89	6.35%	0.00%
	Contractual Services	\$237,942	\$19.60	\$660	\$0.19	\$9.90	2.60%	0.02%
	Equipment and capital outlay	\$21,146	\$1.74	\$6,381	\$1.85	\$1.80	0.23%	0.18%
	Total	\$839,034	\$69.11	\$7,041	\$2.04	\$35.58	9.18%	0.20%

Table 16: Total Expenditures Per Capita

Municipality		Town of Chester		Village of Chester		Town & Village	T Chester	V Chester
Year		03-06 Average	Expenditures per capita (12,140 pop.)	03-06 Average	Expenditures per capita (3,445 pop.)	Combined Average Expenditures per capita	% of Total Town Budget	% of Total Village Budget
Home & Community Services / UTILITIES	Personal services and allocated fringes	\$224,620	\$18.50	\$248,631	\$72.17	\$45.34	2.46%	6.94%
	Contractual Services	\$678,080	\$55.85	\$714,605	\$207.43	\$131.64	7.42%	19.94%
	Equipment and capital outlay	\$374,972	\$30.89	\$68,430	\$19.86	\$25.38	4.10%	1.91%
	Total	\$1,277,672	\$105.24	\$1,031,666	\$299.47	\$202.36	13.98%	28.79%
Home & Community Services/OTHER	Personal services and allocated fringes	\$60,421	\$4.98	\$28,110	\$8.16	\$6.57	0.66%	0.78%
	Contractual Services	\$840,191	\$69.21	\$56,244	\$16.33	\$42.77	9.19%	1.57%
	Equipment and capital outlay	\$1,114,181	\$91.78	\$16,349	\$4.75	\$48.26	12.19%	0.46%
	Total	\$2,014,793	\$165.96	\$100,703	\$29.23	\$97.60	22.05%	2.81%

Source: NYS Office of the Comptroller Financial Data For Local Governments. Per capita Expenditure Formula: (average expenses fiscal years 2003-2006) / 2000 Census Population

The following definitions are associated with **Table 15** and **Table 16** above:

Personal Services and Allocated Fringes– Total expenditures for salaries and wages are shown under personal services. Fringe benefits, e.g., the municipality’s share of State retirement, police and fire retirement, local pension fund, social security, worker's compensation, life insurance, disability insurance, hospital and medical insurance, etc, are allocated to each functional classification by a formula used by the NYS Office of the Comptrollers Office.

Contractual Services – Contractual expenditures represent all operating costs exclusive of personal services and employee benefits.

Equipment and Capital Outlay – Included in this category are expenditures incurred for equipment purchases, and the construction, improvement and acquisition of fixed assets (municipal facilities - public buildings, real property, streets, highways, bridges, sewers, etc.). This total does not include expenditures for supplies. Supplies are items which are not capitalized and when consumed are replaced as opposed to being repaired. Supplies are reported as a contractual expenditure.

General Government – This includes expenditures for executive, legislative, judicial and financial operations. Based upon the NYS Comptroller, Accounting and Reporting Manual, this category includes accounting codes 1000-1999. Budgetary items may include Board (Town/Village), Justice, Mayor/Supervisor, Finance, Auditor, Treasurer, Tax Collection, Budget, Purchasing, Assessment, Advertising, Clerk, Attorney, Elections, Engineer, Personnel, Buildings, Central Garage, Central Printing, Central Data Processing, Special Items (insurance, dues, claims, contingencies).

Police – This includes expenditures for police service, including police Personnel, Equipment, Repairs, Training, and Contractual Services. Accounting codes are usually between 3000 and 3999.

Other Public Safety – This consists of expenditures for public safety not included under police or fire, such as traffic control, public safety administration, animal control, building inspection, civil defense, examining boards, the D.A.R.E program, etc. This category may also include some police expenditures that were not specifically identified. Budgetary items may include On Street Parking, Building Inspector (Safety Inspection/Safety Equipment), Dog Control, Civil Defense (Fire Chief, School Attendance Officer). Accounting codes fall between 3000 and 3999.

Health – This consists of expenditures for hospitals, public health administration, and registrar of vital statistics, ambulance service and all other health services.). Accounting codes fall between 4000 and 4999.

Transportation – This includes expenditures for maintenance and improvements of roads and bridges, snow removal, street lighting, other transportation activities (such as airports and bus operations), sidewalk maintenance, off-street parking, etc. Accounting codes fall between 5000 and 5999.

Economic Assistance – This consists of expenditures to promote the economic welfare of the municipality and its residents. Budgetary items may include veteran’s services and programs for the aging. Accounting codes fall between 6000 and 6999.

Culture and Recreation – This category consists of expenditures for parks, playgrounds, youth and adult recreation programs, libraries, recreational facilities, and other cultural and recreational activities. Budgetary items may also include Historian, Historical Society and Celebrations. Accounting codes fall between 7000 and 7999.

Home and Community Services: Utilities – This consists of expenditures for the operation and administration of a water, sewer, electric, or gas system. Accounting codes fall between 8000 and 8999.

Home and Community Services: Other – This consists of expenditures for garbage collection and disposal, drainage and storm sewers, street cleaning, housing and community development planning, zoning, natural resources, and activities intended to improve the general environment. Accounting codes fall between 8000 and 8999.

IV. Recommendations and Implementation Plan

The primary objective of the *Shared Services Feasibility Study* is to recognize and implement areas of cost savings while enhancing service delivery for both Town and Village residents and increase the quality of common services and activities. Implementation of the following recommendations will benefit both governments and the residents they serve. The timeline for implementing the recommendations is broken down into of Short Term, Midterm, Long Term and Ongoing. A **Short Term** recommendation is intended to be implemented over the next two years. **Midterm** recommendations are intended to be acted upon within two to five years. **Long Term** recommendations are intended to be acted upon within five to ten years. In addition, recommendations that are considered **Ongoing** over the next ten years are so noted. An **Implementation Matrix** tied to each of the following detailed recommendations can be found at the end of this section.

Streets & Highways

The Town Highway Department and Village Street Department already have some limited cooperation amongst themselves, typically in sharing of equipment, and/or laborers, but there is no formal cooperative agreement for service delivery between the two municipalities. Shared services are based on a handshake agreement that usually involves an even trade of labor, equipment, or service. The Village Street Department has a handshake agreement with the Town Highway Department to clear snow approximately 900 to 1,200 feet of sidewalk located in the Town of Chester, just beyond the Village municipal boundary. The Town, in exchange, provides some assistance with road paving. This type of agreement, although very common, is illegal without the approval of the Town Board. Informal handshake agreements pose many threats to each involved municipality, including, but not limited to, potential mismanagement of taxpayer dollars due to un-traceable labor and supplies and potential lawsuits should an accident happen on a job site.

With transportation being the second most costly service in the Town, the Streets and Highways Departments should continue to take every possible step to provide services at the lowest cost to the local taxpayers.

Streets & Highways Recommendations

1. The Town and Village should develop an intermunicipal agreement to insure that insurance coverage and liability will be understood should an accident happen on a joint Village/Town highway job site. An intermunicipal agreement is also important to ensure that the cost of sharing services is fairly distributed among the Town and Village taxpayers. **See Appendix C. Short Term.**
2. The Town Board and Village Board should work together with the Town Highway Department Superintendent and the Village Street Department Commissioner to draft intermunicipal agreements for the sharing of equipment and staff for winter sidewalk maintenance, plowing and summer mowing, paving and other maintenance jobs. The agreement should be reviewed by the Town and Village Attorney. **Short Term.**
3. Other opportunities for shared services agreements and cost savings are:
 - a) Shared vehicle maintenance (the Village currently pays an employee to work Saturdays to perform general maintenance on Village highway and police vehicles). **Ongoing.**
 - b) Shared equipment purchases and services. **Ongoing.**
 - c) Shared purchasing of fuel, other supplies and items from the same vendors to reduce the per unit cost and reduce the duplication of efforts to obtain many of the same products and materials. **Ongoing.**
 - d) The Town should also work with the Village to target audiences and outreach procedures for the Stormwater Management Program (SWMP) to comply with the MS4 Rules and Regulations. **Ongoing.**
4. The Town and Village Highway/Street Department Heads should annually or semi-annually review opportunities for cooperation in shared highway service provision, facilities, equipment and manpower usage. The Department Heads should provide a report to the respective governing boards of the results of the meeting. A liaison of the Village Board and Town Board should be present at all meetings amongst the department heads to ensure that key issues are brought to the governing boards' attention. **Ongoing.**

Police and Courts

The Town Police Department accounted for approximately 12% of the Town of Chester's budget for fiscal years 2003-2006, while the Village spent approximately 34% of its budget on Police.

The Town Police Department is a twenty one (21) member force, with a full-time Chief of Police, a full-time Sergeant, two (2) Detectives, nine (9) full-time Uniformed Police Officers, (5) five part-time Uniformed Police Officers and three (3) part-time civilian staff. The Village Police Department is a twenty-two-member force, with fifteen (15) full-time officers and seven (7) part-time officers. Intermunicipal cooperation between the two Police Departments could significantly reduce the budgetary requirements to provide law enforcement services to the Town and Village.

The results of the Town and Village of Chester Public Opinion survey showed that 80% of all Village and Town respondents approved of the Town and Village Police Department sharing offices and facilities. Over 80% of all respondents stated that the Village and Town could provide police protection on a joint basis. In addition, over 70% of respondents answered that the Justice Court could be jointly provided.

Both and Town and Village Police Departments have expressed that facility space constraints and staffing are serious issues for both Departments. Currently, the Town of Chester Court room is used by community groups and this sometimes creates conflicts with the Court, while the Village Court room is adequate for its current needs. The space constraints and cost of running the Town Police Department will significantly increase if the Town implements the recommendations of the 2007 NYS DCJS Administrative Study of the Town of Chester Police Department which recommends that the Town increase the patrol force to three (3) Sergeants and eight (8) Officers, increasing the number of full-time uniformed officers from nine (9) to eleven (11).

Police and Court Recommendations

1. The Town and Village should perform an in depth study of the space requirements of the both the Village and Town Police Departments and determine the feasibility of sharing space or building a new centralized joint Town and Village Police facility. **Short Term.**
2. If the Town and Village court case load increases in the future and new or expanded facilities are needed, it is recommended that the Town and Village establish a shared facility. Additional opportunities for sharing of personnel might exist in the short term should any court clerks retire. In terms of consolidating the two courts, a more detailed case load review would be needed to evaluate the appropriate number of justices for both the Town and Village. **Short Term.**
3. The Village should work with NYS DCJS to perform an Administrative Study of the Village Police Department, to be able to better determine their staffing needs. This report would create a common denominator for comparing the Police Department staffing

requirements of the Town and Village of Chester, since a similar study was recently completed for the Town Police Department. **Short Term.**

4. Although the State Police and Sheriff's Department assist the Town Police when available, the Town and Village should formalize a mutual aid agreement to establish better relations between the two departments by continuing to back each other up when necessary. **Short Term.**
5. The Town should work with the Village to identify potential areas of functional consolidation or contractual law enforcement. Functional consolidation entails consolidation of certain functions the department(s) which may be feasible and mutually cost effective²². Areas of potential functional consolidations include a shared Chief of Police position, shared investigative staff, shared administrative staff, record keeping, training and purchasing. Functional consolidation, or sharing staff and services is authorized by General Municipal Law Article 5-G. In a situation where a position will be lost, it is recommended that the reduction be accomplished through the natural attrition process. Other opportunities could occur by making a part-time position into a full-time shared position, and/or creating opportunities for training and advancement to fill the required investigative and supervisory positions.

According to the Village Chief of Police, the Village is in need of investigative staff and administrative staff. The Town and Village could share certain functions among the two agencies for more efficient law enforcement. There may be an opportunity for sharing between the two departments to meet the Village's needs for investigative and administrative staff. Since, according to the NYS DCJS Study, the Town is in need of additional Sergeants, the Town and Village could consider sharing the cost of these additional officers on a contractual basis.

Contractual law enforcement occurs when one jurisdiction provides either full or part-time law enforcement to a particular area or sector. For example, there may be areas of the Town that are adjacent to the Village boundaries where the Village Police could respond to calls quicker. If the Village primarily covered these particular areas through a contractual agreement, the Town could more easily provide coverage to the farther out areas of the Town with less conflicts, and faster response times.

The Town and Village should study the feasibility of consolidating the two Police Departments and developing an intermunicipal agreement for the joint provision of law enforcement. Experience in other communities has shown that consolidating the Police

²² Consolidation Study of Police Operations in the Town of Warwick, NYSDCJS, July 1990.

Departments may have initial increase in cost that will stabilize over time, but will allow for a reallocation of manpower, that when properly apportioned, will provide more adequate supervision, reduced duplication in ranks, and more adequate manpower throughout the Town and Village.²³ Should the Police Departments be consolidated there would also be an opportunity for a review of the consolidation of the justice courts.

Ongoing.

Water Department

The most important issue facing the Town and Village now and into the future is the protection of the surface water and ground drinking water supply sources. The surface water source is located in the Town of Monroe and the groundwater source is located in the Town of Chester. The key issues facing the Town Water Department are securing funding for capital projects and equipment and funding for annual maintenance of the treatment and distribution of potable water from five (5) separate water districts. The Town Water Department has two staff vacancies that need to be filled to comply with the State drinking water quality standards and testing requirements.

Water Recommendations

1. The Town and Village of Chester should develop and adopt Intermunicipal Watershed Protection Rules and Regulations and overlay protection districts for the watershed and well head areas to protect the groundwater supply sources and work together daily to protect the municipal drinking water supply sources. The Village has adopted Watershed Protection Rules and Regulations, however in order for these rules and regulations to truly be effective, the Village of Chester, Town of Monroe and Town of Chester need to coordinate watershed and well head protection planning and regulations. This could be accomplished by the adoption of an intermunicipal agreement to coordinate planning projects that could potentially impact the drinking water sources and the adoption of overlay districts to protect the two separate drinking water sources. **Long Term.**
2. The Town and Village should develop an intermunicipal agreement to share the services/salary of the Village Water Administrator to oversee the operation and maintenance of the Town and Village drinking water distribution / collection systems. In addition, there may be an opportunity for sharing equipment (such as water meters) and vehicles. **Short Term.**

²³ Consolidation Study of Police Operations in the Town of Warwick, NYSDCJS, July 1990.

Parks & Recreation

The Town and Village of Chester already have a joint Town/Village Parks and Recreation Department and the Department has no full-time employees, so it is unlikely that the following recommendations will result in substantial cost savings. There is however opportunities for improving the efficiency of the Department and enhancing service delivery.

Parks & Recreation Recommendations

1. The Parks and Recreation Department is in need of maintenance equipment to maintain the recreational fields throughout the community. There is also a lack of storage space for maintenance and recreational equipment. With the limited part-time staffing of the Department, it is currently difficult for the Department to keep up with the maintenance requirements for all the park related buildings and grounds within the Town and Village, especially during the busy summer months. In order to better serve the recreational needs of residents, the Town Highway Department and Village Street Department should cooperate more with the Parks and Recreation Department to share equipment, storage space and labor where necessary for park maintenance and upgrades. Initial meetings between the department heads will be necessary to discuss the seasonal needs of the Parks and Recreation Department and establish a fair agreement for the sharing of equipment and skilled labor. All three of the involved departments should maintain the lines of communication and have a regular annual meeting to discuss new issues. A liaison of the Village Board and Town Board should be present at all meetings amongst the department heads to ensure that key issues are brought to the governing board's attention. **Ongoing.**
2. It is recommended that the Town and Village work collaboratively to implement the goals and recommendations outlined within the 2006 *Town of Chester Recreation and Open Space Plan*. As discussed in the Cost Analysis, the Town and Village pay less for Culture and Recreation functions than the average New York State town or village, spending only spent 9.18% of its budget during fiscal years 2003-2006, while the State average is 11%. In addition to maintenance concerns, the people of Chester are continuously demanding more adult and youth programs and the Town is unable to meet these demands due to lack of indoor space. The lack of recreational space, activities and programs was specifically studied in the 2006 *Town of Chester Recreation and Open Space Plan*. The standards used to assess the adequacy of the Town's parks are those established in the New York State Comprehensive Outdoor Recreation Plan (SCORP).

The study proved that the Town's recreational resources fall far short of the standards according to the SCORP recommended guidelines. **Ongoing.**

3. The Town should consider changing their Recreation Impact Fees from a per lot parkland fee to a per unit parkland fee in order to increase the budget of the Parks and Recreation Department. **Short Term.**

Assessor's Office

Assessment of Town and Village properties is already a shared service between the Town and Village of Chester. While it is unlikely that the following recommendations will result in substantial cost savings, there are a number of opportunities for improving the efficiency of the Assessor's Office, as well as many other Town and Village departments.

Assessor's Office Recommendations

1. Currently, the most important challenge faced by the Assessor's Office is the lack of a network server from which information can be shared by all Town and Village departments. The Town should purchase a joint server for sharing data. The Town and Village should adopt an intermunicipal agreement for information technology and seek funding for the purchase of and staff training for a Geographic Information System (GIS) to create centralized parcel-based data system that can be shared among all necessary Town and Village departments. **Short Term.**

Code Enforcement

Both the Town and Village of Chester have part-time Building Inspector/Code Enforcement Officers that are over burdened.

Code Enforcement Recommendations

1. The Town and Village should consider consolidating the Building & Code Enforcement Department or explore the possibility of sharing a staff person to assist the both the Town and Village Building & Code Enforcement departments. An intermunicipal agreement for the shared service should be drafted. **Short Term.**
2. The Town and Village should jointly purchase computer software and field equipment for the Code Enforcers to track, tally and store information relating to building permits and code violations. **Short Term.**

3. The Town and Village should appoint a Town liaison to attend Village Planning Board meetings and visa versa to ensure that each community is more aware of development proposals that affect each other. **Ongoing.**

General Administration

The sharing of general administrative functions would be easier if the Town and Village of Chester shared a common facility, or were at least in closer proximity. When the Public Opinion Survey asked if they would be in favor of the Town and Village working more closely together on a joint basis to provide services, nearly three-quarters (72%) of survey respondents answered yes. When asked whether residents were in favor of a joint Town and Village Hall, the survey showed that 82% of Village residents said yes and 84% of Town residents were in favor of a joint Town/Village Hall. Throughout the planning process, many Department Heads from both the Town and Village have indicated that their staff suffer from office space constraints, lack of storage space, need for improved computer technology for improved communication and efficiency, and in the case of the Village Hall, lack of handicapped accessibility of their government offices and meeting rooms. The issue is ripe for further research and discussion and since the Town and Village already share a number of services, sharing office space could improve efficiencies in those departments and possibly lead to more cooperation in areas that have not yet been identified.

General Administrative Recommendations

1. The Town and Village should evaluate in detail the space and facility requirements of all of the current and future municipal staffing and courts and begin discussions of sharing a Town/Village Hall. **Ongoing.**
2. The Town of Chester should develop a more detailed annual budget in order to identify ways to cut internal costs and increase the possibilities for sharing municipal services. The Village has moved toward this method of documentation in its 2007 Budget, however, it will take more time to reach a sufficiently detailed level for future cost savings analysis. It is difficult to accurately determine the total potential savings from sharing services between the Town and Village of Chester because an itemized budget list is unavailable for the Town. Currently, the Town budget maintains the state minimum requirement in documenting its budget. While total department figures are useful for providing a general picture of department spending, both municipalities should require greater detail of each department's spending in order to find 1) spending inefficiencies and 2) duplication of services within and between the Town and Village. An itemized

budget list should include both direct and indirect costs including salaries, capital outlay, contractual expenditures, employee benefits, etc. In addition, the justice court operations should provide case load activity reports to help determine if there is potential for additional cost savings.

Developing more transparent budgets reduces spending inefficiencies. This allows Supervisors, Boards, Mayors, Treasurers and Comptrollers to identify overspending and duplication of services within and between departments. Two different departments may require equipment that could be shared by both. Another department may employ five people while four is sufficient if duties can be shared with a staff member of another department. Budget transparency allows municipalities to effectively identify and improve their fiscal conditions with only a moderate effort.

Increasing budget transparency can also help reduce duplication between the Town and Village. Clearly defining the roll and expenditures provides a better picture of the services that can be shared between departments. The Town and Village of Chester are very likely duplicating services that could be shared, but it will be difficult to discern these opportunities until the Town increases clarity in their expenditures. Additional municipal savings opportunities could become more apparent as budget transparency is accomplished. **Short Term.**

3. The Town and Village of Chester should encourage semi-annual or annual meetings between Department Heads. Each Department Head should come prepared to 1) itemize expenses and 2) describe staff rolls and the frequency of use of equipment. These meetings can help Department Heads see areas in which their costs overlap such as resources that are purchased from the same vendor. These resources could be bought in bulk for both municipalities at a wholesale price, reducing purchasing costs. Examining each other's expense schedules will allow the Department Heads to find areas for coordination. For example, it may be determined that both municipalities only use certain specialized equipment for a few hours per month or less. With some collaboration, the Department Heads could easily organize an agreement and schedule whereby both municipalities could share the equipment. This sort of shared savings opportunities can only be identified through intermunicipal department collaboration and dialog. **Ongoing.**

Annual or semi-annual meetings among Town and Village elected officials is also an essential step, albeit a sensitive one. This step is essential and sensitive because the Town and Village may discuss labor saving opportunities through shared services. For example, these meetings may determine that independent departments within each municipality can be combined, reducing management needs. One manager could be paid more to compensate for the added responsibility, and yet still cost the Town and Village less than

maintaining two managers. Staff changes such as this can occur after a long-time employee retires, or when needing to fill vacancies in certain departments because of increased workload. Additional municipal savings opportunities will become more apparent as open communication continues. **Ongoing.**

Table 17: Implementation Matrix

Recommendation	Timeline
Intermunicipal Agreement between the Village Streets Department and the Town Highway Department for insurance coverage and liability.	Short Term
Intermunicipal Agreement between the Village Streets Department and the Town Highway Department for sharing of equipment and staff.	Short Term
Review of space requirements for the Town and Village Police Departments.	Short Term
Evaluate sharing court space, consolidating personnel, and if case loads increase consolidating the courts.	Short Term
Conduct an Administrative Study for the Village Police Department.	Short Term
Formalize a mutual aid agreement between the Town and Village Police Departments.	Short Term
Develop an intermunicipal agreement to share the services/salary of the Village Water Administrator to oversee the operation and maintenance of the Town and Village drinking water distribution/collection systems.	Short Term
The Town should change the Recreation Impact Fees from a per lot parkland fee to a per unit parkland fee.	Short Term
The Town should purchase a joint server for sharing assessor's data and the Town and Village should adopt an intermunicipal agreement for information technology.	Short Term
Consider consolidating the Town and Village Building & Code Enforcement Department or share a staff person. Adopt an intermunicipal agreement for shared service.	Short Term
Jointly purchase computer software and field equipment for Code Enforcers.	Short Term
The Town should develop a more detailed annual budget.	Short Term
Shared vehicle maintenance for the Town Highway and Village Street Departments.	Midterm
Develop and adopt intermunicipal watershed protection rules and regulations and overlay protection districts for the watershed and well head areas.	Long Term
Shared equipment purchases and services for the Town Highway and Village Street Departments.	Ongoing
Shared purchasing of fuel, other supplies and items from the same vendors for the Town Highway and Village Street Departments.	Ongoing
Shared outreach for the Stormwater Management Program (SWMP).	Ongoing
Annual or semi-annual review for cooperation in shared highway service provision,	Ongoing

Recommendation	Timeline
facilities, equipment and manpower usage.	
Study the feasibility of consolidating the Town and Village Police Departments and developing an intermunicipal agreement for the joint provision of law enforcement.	Ongoing
The Town Highway Department, Village Street Department and Parks and Recreation Department should cooperate more to share equipment, storage space and labor for park maintenance and upgrades. Annual meetings between the departments should be held.	Ongoing.
The Town and Village should implement the goals and recommendations of the 2006 Town of Chester Recreation and Open Space Plan.	Ongoing
Explore having a liaison to attend the Town/ Village Planning Board meetings to ensure that each community is aware of development proposals that affect each other.	Ongoing
Evaluate the space and facility requirements of all current and future municipal staffing and courts and begin the discussions in sharing a Town/Village Hall.	Ongoing
Hold Semi-annual or annual meetings between Department heads.	Ongoing
Hold Semi-annual or annual meetings between elected officials.	Ongoing

APPENDICES

Appendix A: Shared Services Community Survey

Default Section

TOWN AND VILLAGE OF CHESTER
PUBLIC OPINION SURVEY 2007
GREATER CHESTER SHARED SERVICES FEASIBILITY STUDY

Dear Resident:

The Town and Village of Chester are currently working on the Greater Chester Shared Services Feasibility Study and Implementation Plan that will consist of a review of the municipal services provided by the Town and Village, and their cost and delivery efficiency. The Town and Village of Chester are jointly committed to investigating all available means to improve the cost effectiveness of conducting governmental business and activities required to meet the demands of our burgeoning population. With this objective in mind, the Town and Village of Chester applied for and received grant funds to support the development of a shared-services feasibility study and implementation plan from the Department of State's 2006 Shared Municipal Services Grant Program. Subsequently, the Town and Village hired Laberge Group, a multi-disciplinary consulting firm to assist with our efforts in developing this study. The following survey has 15 questions and should take no more than ten minutes to complete.

Please note that the survey will be available online from November 6, 2007 through November 30, 2007.

Thank you for taking the time to help with this important community initiative.

1. Are you a resident of the Village of Chester or the Town (outside the Village) of Chester?

- ☐ Village of Chester
- ☐ Town of Chester (outside the Village)
- ☐ Property-owner that does not reside in the Town or Village of Chester

2. How many years have you lived in the Town of Chester (outside of the Village) or in the Village of Chester.

	0-5	6-10	11-20	21+
Town (outside Village)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3. What is your age?

- ☐ 18-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65-74
- ☐ 75+

4. What is your gender?

- ☐ Male
- ☐ Female

5. How many people are in your household?

- ☐ 1
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5
- ☐ 6 or more

6. Which of the following age categories are represented in your household?
Mark all that apply.

- ☐ 0-5
- ☐ 6-17
- ☐ 18-24
- ☐ 25-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65-74
- ☐ 75+

7. Are you a Mark all that apply.

- ☐ Homeowner
- ☐ Renter
- ☐ Local landlord
- ☐ Retired person
- ☐ Local business-owner
- ☐ Seasonal resident
- ☐ Property-owner

8. Do you own a business?

- ☐ Yes

☐ No

9. If you answered yes to question #8, where is the business located?

☐ Village of Chester

☐ Town of Chester (outside the Village)

10. Would you be in favor of the Town and Village of Chester working more closely together, on a joint basis, to provide services?

☐ Yes

☐ No

☐ Maybe

11. Which services do you feel the Town and Village of Chester could provide on a joint basis?

- ☐ Police
- ☐ Shared Town/Village Police Department Offices/Facilities
- ☐ Clerk
- ☐ Justice/Court
- ☐ Building Inspector/Zoning Inspector
- ☐ Water Department
- ☐ Highway Department
- ☐ Attorney
- ☐ Engineer
- ☐ Library
- ☐ Planning & Zoning
- ☐ Road Maintenance
- ☐ Snow Removal
- ☐ Animal Control
- ☐ Shared Town/Village Municipal Offices/Facilities

12. Please rate the quality of the programs and services provided to you by the Village of Chester.

	Poor	Fair	Good	Excellent
Village Police	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Clerk	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Treasurer	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Zoning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Street Department	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Code Enforcement/ Building Inspector	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Court/Justice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Street Maintenance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Snow Plowing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Village Public Water	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Town and Village of Chester - Public Opinion Survey 2007

Village Public Sewer	jn	jn	jn	jn
Parks & Recreation – Village/Town	jn	jn	jn	jn

13. Please rate the quality of the programs and services provided to you by the Town of Chester (outside the Village).

	Poor	Fair	Good	Excellent
Town Police	jn	jn	jn	jn
Town Clerk	jn	jn	jn	jn
Town Justice/Court	jn	jn	jn	jn
Town Building Inspector/Zoning Inspector	jn	jn	jn	jn
Town Assessor	jn	jn	jn	jn
Town Water Department	jn	jn	jn	jn
Parks & Recreation – Town/Village	jn	jn	jn	jn
Town Highway Department	jn	jn	jn	jn
Town Sewer Department	jn	jn	jn	jn
Town Planning	jn	jn	jn	jn
Town Zoning	jn	jn	jn	jn
Town Library	jn	jn	jn	jn
Town Road Maintenance	jn	jn	jn	jn
Town Snow Removal	jn	jn	jn	jn

14. Are you in favor of a joint Town and Village Hall?

- jn

Yes
- jn

No

15. If the results of this study show that savings, service efficiencies and/or enhanced economic development opportunities would result from sharing services, would you favor such a decision?

- jn

Yes, without condition
- jn

Yes, but only if it saves money
- jn

No
- jn

Need more information

Supervisor –
Steven Neuhaus

Town Board –
Alex Jamieson
Cynthia A. Smith
Robert Moran
Hugh J. Murray

Town Justices –
Janet M. Haislip
Joseph J. Ranni

TOWN OF CHESTER

1786 Kings Highway
Chester, NY 10918

Tel: (845) 469-7000
Fax: (845) 469-9242

Town Clerk- Elizabeth A. Reilly

Highway Supt.- David S. Bell

*Receiver of Taxes-*Dee DeLuca

Building Inspector-

Joseph J. Mlcoch

*Assessor-*Andrea Nilon, IOA

*Chief of Police-*Brian Jarvis

PRESS RELEASE

February 22, 2008

Chester Releases Shared Services Survey Results

Chester—Chester Town Supervisor Steve Neuhaus has announced that the Shared Services Survey Results are available to the public via the town's website www.thetownofchester.org. The survey was accessible online at both the Town and Village of Chester websites between November 12, 2007 and December 7, 2007. Every taxpayer, including both commercial businesses and residential households were invited to participate via a postcard with log-in information. Paper copies of the survey were also available at the Town and Village Clerks offices to individuals upon request.

Some of the highlights of the results included broad support for sharing services especially between the two police departments. Over 83% of the survey respondents said the Village and Town should provide police services on a joint basis. Some of the other services that received high percentage results to provide joint services included the Animal Control, Justice Court and Highway Departments.

Supervisor Steve Neuhaus stated "I am not surprised by the results of the survey. Taxpayers in both, the Village and Town of Chester as well as all New Yorkers as a whole are frustrated with high taxes. If there is a way for us, as public officials to save tax payer monies and still provide excellent service, why wouldn't we work to share services?"



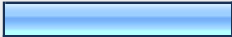
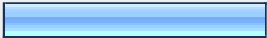
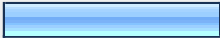
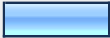

Supervisor Neuhaus stated "I look forward to working with the Village of Chester to use the outcome of this survey, to implement real, tangible changes for the future betterment of both of our communities. The residents are demanding relief."


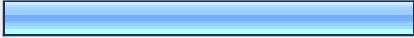
For more information regarding this press release, please contact Town Supervisor Steve Neuhaus at 845-469-7000 extension 2.

Town and Village of Chester - Public Opinion Survey 2007

1. Are you a resident of the Village of Chester or the Town (outside the Village) of Chester?			
		Response Percent	Response Count
Village of Chester	<div><div></div></div>	32.7%	153
Town of Chester (outside the Village)	<div><div></div></div>	64.7%	303
Property-owner that does not reside in the Town or Village of Chester	<div><div></div></div>	2.6%	12
	answered question		468
	skipped question		5

2. How many years have you lived in the Town of Chester (outside of the Village) or in the Village of Chester.					
	0-5	6-10	11-20	21+	Response Count
Town (outside Village)	17.1% (55)	22.7% (73)	23.0% (74)	37.3% (120)	322
Village	30.8% (44)	25.9% (37)	8.4% (12)	35.0% (50)	143
	answered question				454
	skipped question				19

3. What is your age?				
			Response Percent	Response Count
18-24			0.6%	3
25-34			6.9%	32
35-44			25.1%	117
45-54			28.7%	134
55-64			23.6%	110
65-74			11.3%	53
75+			3.9%	18
			<i>answered question</i>	467
			<i>skipped question</i>	6

4. What is your gender?				
			Response Percent	Response Count
Male			54.9%	252
Female			45.1%	207
			<i>answered question</i>	459
			<i>skipped question</i>	14

5. How many people are in your household?				
			Response Percent	Response Count
1	<div><div></div></div>		9.8%	45
2	<div><div></div></div>		34.8%	160
3	<div><div></div></div>		21.7%	100
4	<div><div></div></div>		21.1%	97
5	<div><div></div></div>		9.3%	43
6 or more	<div><div></div></div>		3.3%	15
		answered question		460
		skipped question		13

6. Which of the following age categories are represented in your household? Mark all that apply.				
			Response Percent	Response Count
0-5	<div><div></div></div>		15.3%	70
6-17	<div><div></div></div>		31.3%	143
18-24	<div><div></div></div>		17.7%	81
25-44	<div><div></div></div>		41.6%	190
45-54	<div><div></div></div>		37.2%	170
55-64	<div><div></div></div>		27.4%	125
65-74	<div><div></div></div>		15.3%	70
75+	<div><div></div></div>		6.8%	31
		answered question		457
		skipped question		16

7. Are you a Mark all that apply.				
			Response Percent	Response Count
Homeowner	<div><div></div></div>		93.1%	431
Renter	<div><div></div></div>		3.5%	16
Local landlord	<div><div></div></div>		4.8%	22
Retired person	<div><div></div></div>		14.9%	69
Local business-owner	<div><div></div></div>		8.9%	41
Seasonal resident	<div><div></div></div>		0.4%	2
Property-owner	<div><div></div></div>		18.6%	86
			answered question	463
			skipped question	10

8. Do you own a business?				
			Response Percent	Response Count
Yes	<div><div></div></div>		23.2%	106
No	<div><div></div></div>		76.8%	350
			answered question	456
			skipped question	17

9. If you answered yes to question #8, where is the business located?				
			Response Percent	Response Count
Village of Chester	<div><div></div></div>		24.4%	19
Town of Chester (outside the Village)	<div><div></div></div>		75.6%	59
			answered question	78
			skipped question	395

10. Would you be in favor of the Town and Village of Chester working more closely together, on a joint basis, to provide services?			
		Response Percent	Response Count
Yes	<div><div></div></div>	72.5%	309
No	<div><div></div></div>	2.8%	12
Maybe	<div><div></div></div>	24.6%	105
answered question			426
skipped question			47

11. Which services do you feel the Town and Village of Chester could provide on a joint basis?			
		Response Percent	Response Count
Police	<div><div></div></div>	83.6%	342
Shared Town/Village Police Department Offices/Facilities	<div><div></div></div>	80.4%	329
Clerk	<div><div></div></div>	55.7%	228
Justice/Court	<div><div></div></div>	70.7%	289
Building Inspector/Zoning Inspector	<div><div></div></div>	66.0%	270
Water Department	<div><div></div></div>	62.8%	257
Highway Department	<div><div></div></div>	75.6%	309
Attorney	<div><div></div></div>	58.2%	238
Engineer	<div><div></div></div>	59.4%	243
Library	<div><div></div></div>	73.3%	300
Planning & Zoning	<div><div></div></div>	62.6%	256
Road Maintenance	<div><div></div></div>	77.8%	318
Snow Removal	<div><div></div></div>	78.0%	319
Animal Control	<div><div></div></div>	80.7%	330
Shared Town/Village Municipal Offices/Facilities	<div><div></div></div>	71.1%	291

	<i>answered question</i>	409
	<i>skipped question</i>	64

12. Please rate the quality of the programs and services provided to you by the Village of Chester.						
	Poor	Fair	Good	Excellent	Rating Average	Response Count
Village Police	5.7% (13)	17.8% (41)	42.6% (98)	33.9% (78)	3.05	230
Village Clerk	1.0% (2)	12.3% (25)	47.5% (97)	39.2% (80)	3.25	204
Village Treasurer	2.2% (4)	18.6% (34)	54.1% (99)	25.1% (46)	3.02	183
Village Planning	12.4% (23)	27.4% (51)	42.5% (79)	17.7% (33)	2.66	186
Village Zoning	10.7% (20)	28.9% (54)	43.3% (81)	17.1% (32)	2.67	187
Village Street Department	3.6% (7)	17.3% (34)	40.6% (80)	38.6% (76)	3.14	197
Village Code Enforcement/ Building Inspector	10.2% (20)	24.9% (49)	42.6% (84)	22.3% (44)	2.77	197
Village Court/Justice	4.3% (8)	21.3% (40)	48.9% (92)	25.5% (48)	2.96	188
Village Street Maintenance	4.7% (10)	15.0% (32)	36.9% (79)	43.5% (93)	3.19	214
Village Snow Plowing	3.6% (8)	11.8% (26)	33.6% (74)	50.9% (112)	3.32	220
Village Public Water	1.9% (4)	12.5% (26)	42.8% (89)	42.8% (89)	3.26	208
Village Public Sewer	3.5% (7)	13.9% (28)	46.0% (93)	36.6% (74)	3.16	202
Parks & Recreation – Village/Town	7.1% (18)	24.1% (61)	44.3% (112)	24.5% (62)	2.86	253
	<i>answered question</i>					270
	<i>skipped question</i>					203

13. Please rate the quality of the programs and services provided to you by the Town of Chester (outside the Village).						
	Poor	Fair	Good	Excellent	Rating Average	Response Count
Town Police	2.3% (8)	11.3% (40)	51.8% (184)	34.6% (123)	3.19	355
Town Clerk	0.9% (3)	11.3% (39)	45.8% (158)	42.0% (145)	3.29	345
Town Justice/Court	1.4% (4)	16.8% (49)	59.1% (172)	22.7% (66)	3.03	291
Town Building Inspector/Zoning Inspector	9.4% (29)	23.1% (71)	47.9% (147)	19.5% (60)	2.78	307
Town Assessor	8.4% (27)	23.9% (77)	48.1% (155)	19.6% (63)	2.79	322
Town Water Department	7.7% (20)	20.1% (52)	56.0% (145)	16.2% (42)	2.81	259
Parks & Recreation – Town/Village	6.7% (22)	24.5% (81)	45.8% (151)	23.0% (76)	2.85	330
Town Highway Department	4.3% (15)	19.9% (69)	44.1% (153)	31.7% (110)	3.03	347
Town Sewer Department	7.7% (20)	20.1% (52)	55.2% (143)	17.0% (44)	2.81	259
Town Planning	15.1% (46)	35.5% (108)	39.8% (121)	9.5% (29)	2.44	304
Town Zoning	12.3% (37)	35.7% (107)	40.3% (121)	11.7% (35)	2.51	300
Town Library	3.4% (12)	14.9% (52)	48.0% (168)	33.7% (118)	3.12	350
Town Road Maintenance	3.7% (13)	17.4% (61)	45.4% (159)	33.4% (117)	3.09	350
Town Snow Removal	4.0% (14)	8.5% (30)	42.3% (149)	45.2% (159)	3.29	352
	answered question					376
	skipped question					97

14. Are you in favor of a joint Town and Village Hall?			
		Response Percent	Response Count
Yes	<div></div>	83.1%	339
No	<div></div>	16.9%	69
	answered question		408
	skipped question		65

15. If the results of this study show that savings, service efficiencies and/or enhanced economic development opportunities would result from sharing services, would you favor such a decision?			
		Response Percent	Response Count
Yes, without condition	<div><div></div></div>	28.4%	121
Yes, but only if it saves money	<div><div></div></div>	52.3%	223
No	<div><div></div></div>	3.5%	15
Need more information	<div><div></div></div>	15.7%	67
	answered question		426
	skipped question		47

**Appendix B: Town and Village
Department Head Survey**

Department Head Questionnaire
Town and Village of Chester Shared Services Study

Department Name: _____
Your Name: _____

1) Do you oversee more than one department; if yes please list them below?

2a) What standard duties and functions does your department provide?

2b) Does your department possess a SOP (standard operating procedure) or similar document for your department's roles, organizational structure and functions?

_____ **Yes** _____ **No**

3) What is the current number of full and part time personnel within your department?

_____ **=Number of Full Time Employees.**

_____ **=Number of Part Time Employees.**

_____ **=Number of Seasonal Employees.**

4) What are the key issues/problems that you as a department head face on a daily basis?

5a) What Village or Town departments (or employees) provide similar services to yours?

5b) Where do you see overlap or areas where you could conserve costs if the Town and Village worked together?

6) Describe the areas within your department that could potentially offer opportunities to share with the Village or Town (e.g., equipment, storage facilities, laborers).

7) Describe the areas within your department that you feel could NOT be shared with the Village or Town (e.g., payroll, human resource).

8) Do you agree or disagree with the following statement, “shared services provides each community with a better level of service for residents.”

_____ **Agree**

_____ **Disagree**

Discuss:

9) Please list three potential benefits that you think may be realized through shared services between the Town and Village.

1. _____

2. _____

3. _____

10) Please list three potential negative consequences you perceive as possibly occurring as a result of shared services between the Town and Village.

1. _____

2. _____

3. _____

11) Outside of your Department, do you feel there are other opportunities to share?

Thank you for your cooperation.

Please FAX the completed survey to:

Laberge Group, Attn. John Scavo FAX (518) 458-1879

Due Date: On or before June 8, 2007

The Laberge Group will be scheduling follow-up interviews with all Town and Village Department Heads in the near future to gather more information. Should you have any questions, please feel free to contact John Scavo, Senior Planner at Laberge Group (518) 458-7112 or jscavo@labergegroup.com



**Appendix C: Promoting Intermunicipal Cooperation
for Shared Highway Services,
NYS Legislative Commission on Rural Resources,
Summer 2005**

Promoting Intermunicipal Cooperation for Shared Highway Services



**Town of Saugerties
Shared Services**

*(Photos compliments of Bernie Ellsworth,
Saugerties Superintendent of Highways)*



**Prepared by the
NYS Legislative Commission on Rural Resources
Senator George H. Winner, Jr., Chairman
Legislative Office Building, Albany, NY 12247
(518) 455-2544**

Summer 2005

NYS Legislative Commission on Rural Resources

Senator George H. Winner, Jr. Chairman

Albany Mailing Address:

**Legislative Office Building
Albany, NY 12247
Telephone: (518)455-2544
Fax: (518)426-6960**

Senate Commission Members:

**Mary Lou Rath
James W. Wright
William T. Stachowski
David J. Valesky**

Assemblyman David Koon Vice-Chairman

Albany Mailing Address:

**Agency Building 4, 12th Floor
Albany, NY 12248
Telephone: (518)455-3999
Fax: (518)455-4175**

Assembly Commission Members:

**Darrel J. Aubertine
Barbara S. Lifton
James Bacalles
Daniel J. Burling**

Acknowledgments

Senator George H. Winner, Jr. Chairman and the members and staff of the Legislative Commission on Rural Resources, extend their appreciation and thanks to those agencies and organizations that have reviewed this publication, made suggestions relating to its content or contributed to calling the report to the attention of municipal officials in order to encourage adoption and the extension of intermunicipal cooperation. They are set forth in alphabetical order:

Association of Towns of the State of New York

Cornell Local Government Program

Cornell Local Roads Program

Office of the State Comptroller

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Preface

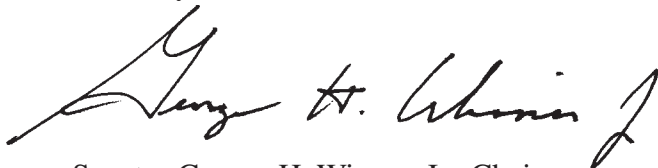
The Commission on Rural Resources has provided municipal officials with numerous publications designed to point them in the direction of more efficient and effective local government. By popular demand, this report relating to shared highway services is in its third printing. Previous editions have been sent to hundreds of local officials. Since there is an extensive turn over in local office holders, additional copies are requested by local governments.

The rising cost of highway machinery, construction, maintenance and materials essential to providing safe and convenient travel for people residing or visiting our municipalities compels local officials to take every possible step to provide services at the lowest cost to the taxpayers.

This publication, provides a sample resolution for use by local governing bodies to authorize the sharing of machinery, maintenance and equipment, and lending or borrowing of materials and supplies. It also offers a sample memorandum which may be used by highway officials when equipment is rented or loaned or material is exchanged or borrowed pursuant to such authorization.

Local officials seeking more information relating to the establishment of a shared services program as outlined in this publication, may contact the Commission on Rural Resources, Legislative Office Building, Albany, NY 12247. The telephone number is 518-455-2544; fax 518-426-6960; E-mail ruralres@senate.state.ny.us.

Sincerely,

A handwritten signature in black ink, appearing to read "George H. Winner, Jr.", written in a cursive style.

Senator George H. Winner, Jr., Chairman
NYS Legislative Commission on Rural Resources

Executive Summary

This report is divided into three basic areas. The first part sets forth the historic background of intermunicipal highway agreements which gives rise to the need to develop a relatively straightforward approach to shared services consistent with applicable statutes, so that insurance coverage will be assured, liability will be limited, proper accounts will be kept and municipal governments will operate efficiently and effectively.

Included in the report is a sample resolution, the purpose of which is to authorize the chief executive officer of the municipality to sign the contract set forth in the resolution. Such contract delegates to the highway official the authority to enter into cooperative agreements without the prior approval of the municipal legislative body. Such intermunicipal agreements can be made with highway officials of other municipalities that have adopted similar resolutions and for which the chief executive officer has signed similar contracts.

Finally the report sets forth a sample memorandum that may be used by highway officials when entering into an arrangement for shared services with cooperating municipalities.

The approach to shared highway services described herein will work regardless of whether only two or several municipalities enter into such agreements. In the event all municipalities in a region adopt similar resolutions, contracts and memoranda, intermunicipal cooperation will flourish.

Background

Cooperation is Alternative to Consolidation or Dissolution

Newspaper editorials and numerous publications authored by researchers consistently cite the large number of units of government that exist in New York. Writers stress there might be substantial savings to taxpayers in the event the number of units of local government was reduced.

Apparently, however, residents and taxpayers of local governments seem comfortable with the existing structure. There has been no significant change in the number of cities, towns, or villages in the last half century, and the number of special purpose units of government has increased significantly.

Nevertheless, there is increasing concern over rapidly rising taxes. In such a climate, it is incumbent upon local officials to utilize every means or device to provide the maximum services for the lowest possible cost.

The greatest single item of expenditure in rural towns is the repair and maintenance of highways. Hence, if efforts are to be made to reduce the cost of rural town government, such efforts should be directed toward the item of the greatest expenditure, to wit: the method of maintaining and improving highways.¹

Seldom can a single small rural town afford the high cost and rapid depreciation of specialized equipment designed to swiftly and efficiently perform a single special function. Advances in technology, the modernization of machinery and the development of expensive specialized equipment has resulted in the ability of local governments to perform once lengthy arduous tasks in a relatively short period of time and with a minimum of physical effort. The use of such timesaving machinery should be encouraged, as should the sharing of such equipment.

Sharing of highway machinery and equipment among local governments has occurred for a long time on a “hand shake” basis. This informal procedure, although laudable in terms of helping to reduce costs, flies in the face of statutory requirements that such agreements be approved by the local legislative body. Failure to obtain such approval poses a threat to local officials, employees and taxpayers, should something go wrong.

Promoting Intermunicipal Shared Highway Services

The present method used for borrowing equipment is often based on a single telephone call by one highway superintendent to another neighboring highway superintendent. Attempts to develop a formal legal procedure to promote the greater use of shared services have been met with cries of , “*If it ain’t broke, don’t fix it*”.

The present informal practice ignores existing laws that specifically require legislative approval of such cooperative agreements among local governments. If an efficient and effective method, consistent with statutory requirements, could be developed to encourage shared services, prudence requires that it be explored. Such a legally acceptable procedure would encourage shared services with state agencies as well as between municipalities.

What do existing state laws say about shared services between municipalities and with state agencies? New York has a full arsenal of permissive statutes that give both state agencies and local governments a wide range of opportunities for full cooperation in undertaking assigned public duties.

The law is clear that cooperative agreements are subject to the approval of the municipal governing body.

*§142-d of the Highway Law, Rental or hiring of town highway machinery, tools or equipment. The town superintendent of highways, **with the approval of the town board** (emphasis added), may permit the use of any town-owned highway machinery, tools or equipment by a county or any municipality, district, district corporation, school district, community college, and any unit of the State University of New York, upon such terms and conditions as may be agreed upon by the parties involved. Moneys received by a town pursuant to the provisions of this section shall be applicable for the purposes for which amounts may be raised as provided in subdivision three of section two hundred seventy-one of this chapter.*

*§143 of the Highway Law, Town superintendents may hire machinery. The town superintendent may rent or hire machinery or equipment **at a rate to be approved by the town board** (emphasis added). The expense thereof shall be paid out of moneys provided for the repair and improvement of highways. Rentals paid by the town pursuant to this section shall not be applicable to the purchase of machinery or equipment so rented, except if pursuant to an installment purchase contract entered into pursuant to section one hundred nine-b of the general municipal law.*

*Subdivision 16 of §102 of the Highway Law, General powers and duties of county superintendents. 16. Notwithstanding any inconsistent provision of law, general, special or local, the 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 county and city involved**. All sums obtained pursuant to any terms agreed upon shall be deposited in the county road machinery fund (emphasis added).*

*§6-602 of the Village Law, Separate Highway District. The streets and public grounds of a village constitute 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 such board** (emphasis added).*

*One of the most often cited is Article 5-G of the General Municipal Law, Municipal Cooperation. 119-o. In addition to any other general or special powers vested in municipal corporations and districts for the performance of their respective functions, powers or duties on an individual, cooperative, joint or contract basis, **municipal corporations and districts shall have the power to enter into, amend, cancel and terminate agreements for the performance among themselves or one for the other of their respective functions, powers and duties on a cooperative or contract basis....**(emphasis added).*

The law further requires a municipal corporation, unless otherwise expressly stated in statute, to act through its legislative body. Hence, it is generally recognized that any agreement entered into pursuant to Article 5-G, must be done by the town board, the village board of trustees, the city council and county legislature or the governing board of a district.

*Note further that §99-r of the General Municipal Law authorizes **the governing board of a municipality to enter into agreements** with any state agency, including any department, board, bureau, commission, division, office, council, committee, or officers of the state, whether permanent or temporary, or a public benefit corporation or public authority or soil and water conservation district and any unit of the state university to provide any service of government (emphasis added).*

Opinions of State Comptroller Indicate Approval of Governing Board is Required in Cooperative Agreements

In an opinion of the State Comptroller (Op. State Compt. 79-800) it is stated: *A village's participation in a municipal cooperation agreement should be preceded by a resolution [of the village board of trustees] authorizing such participation.* (matter in brackets inserted for clarity).

Another opinion of the State Comptroller (Op. State Compt. 78-656) states: *Where two municipalities have had an informal agreement over the years whereby they performed various services for one another on a joint basis, it is strongly suggested that the two municipalities [i.e. their legislative bodies] involved execute one or more formal agreements under article 5-G of the General Municipal Law for the joint purchase of the performance of services for one another.* (matter in brackets inserted for clarity).

Town Elected Officials Responsible for Proper Expenditure of Highway Fund

§283 of the Highway Law places responsibility upon the town supervisor to account for the proper expenditure of all highway funds. When machinery or equipment is rented or loaned to another municipality, the supervisor has the duty to account for such use and any revenue derived therefrom.

§284 of the Highway Law places responsibility for the expenditure of highway funds on the town board and the superintendent of highways.

There is a proper procedure for the expenditure of town highway funds. It involves the approval of both the town board and the town highway superintendent. Nevertheless, as noted previously, there seems to be a continuation of paperless handshake deals in the sharing of highway equipment despite express state statutes that prohibit such action. Technically, the statutes require the approval of the town board at a duly called meeting each time the highway superintendent seeks to use a machine owned by another municipality. Likewise, in order to lend such equipment the legislative body of such municipality must officially grant its prior approval. This procedure is so onerous it is understandable why the strict legal requirements are ignored. A diligent highway superintendent, wanting to get the job done, has no interest in what, to him, is legal hogwash or accounting procedures that are difficult to understand.

Promoting Intermunicipal Shared Highway Services

The challenge is to design a procedure that facilitates a prompt and efficient leasing and lending process, in compliance with the law so that:

1. The town supervisor's acts will not be in violation of his or her duties as a chief fiscal officer of the town.
2. The members of the town board will be acting pursuant to statute and free of potential charges of permitting the unlawful use of town property.
3. The town highway superintendent can be assured he or she is not acting in violation of state laws and is not exposed to personal liability.
4. The operators of loaned or leased machinery will be acting in accordance with state law and protected under contracts of employment, workers compensation and the town's liability insurance.



Achieving Sound Insurance Coverage

In the event machinery or equipment is sent to another town pursuant to an oral agreement made by the highway superintendent, and without the prior knowledge or approval of the town board, there is serious doubt insurance coverage would be available should there be an accident and major injury, and the town is sued for negligence.

Some officials assume their insurance policy covers town trucks and equipment no matter where or under what circumstances they are used. When requested by the authors of this report, one highway superintendent produced a letter from his insurance agent clearly stating town trucks were covered under their insurance policy whenever they traveled on town business.

That letter was correct as it related to the subject matter it covered. However, the question that should have been asked of the insurance agent was, *“In the event a town truck is sent to another town by the superintendent of highways without prior knowledge or consent of the town board and in the event damages are incurred by a third party as a result of the negligent operation of the truck, would the insurance carrier defend the town and the driver and pay any plaintiff damages?”*

In addition to believing municipal insurance policies cover their vehicles when working in another town under an informal agreement, some highway officials assume that since nothing serious has happened so far, the future will be secure. This view is not consistent with the litigious propensities of society in the twenty-first century.



Goal: To Protect Localities from Personal Liability

One goal many local officials would like to achieve is the development of an acceptable contract which would give highway superintendents and the operators of vehicles protection from personal liability, should they be sued when a truck or other highway equipment is sent to another town. Local officials, aware of the situation, are concerned that local governing boards will be exposed to liability in the event a case arises and an insurance carrier denies coverage, thereby leaving those lending or operating the equipment responsible for paying the judgment. The following citations indicate why this concern is justified:

Subdivision 1 of §388 of the Vehicle and Traffic Law provides:

1. Every owner of a vehicle used or operated in this state shall be liable and responsible for death or injuries to person or property resulting from negligence in the use or operation of such vehicle, in the business of such owner or otherwise, by any person using or operating the same with the permission, express or implied, of such owner. Whenever any vehicles as hereinafter defined shall be used in combination with one another, by attachment or tow, the person using or operating any one vehicle shall, for the purpose of this section, be deemed to be using or operating such vehicle in combination, and the owners thereof shall be jointly and severally liable thereunder.

Attention is called to New York State Rules and Regulations, Title 11, subpart 60-1 which relates to *Minimum Provisions for Automobile Liability Insurance Policies*. The cited subpart sets forth the requirements relating to coverage which must be included in every automobile policy. The definition of an insured person includes the owner of the vehicle *and any other person using the motor vehicle with the permission of the named insured*.

This statute and the rule show that insurance coverage of a vehicle is limited to those times when the vehicle is being operated with the consent of the named owner. Certainly an insurance carrier would not be expected to consider a person a covered party if he or she was operating a vehicle without the owner's consent! If, for example, a town truck was stolen and the thief was negligent and seriously injured a person, one would not expect the town to pay the injured party for the negligent acts of the thief. The decisions of the courts in such instances seem to indicate the town would not be liable to the injured person.

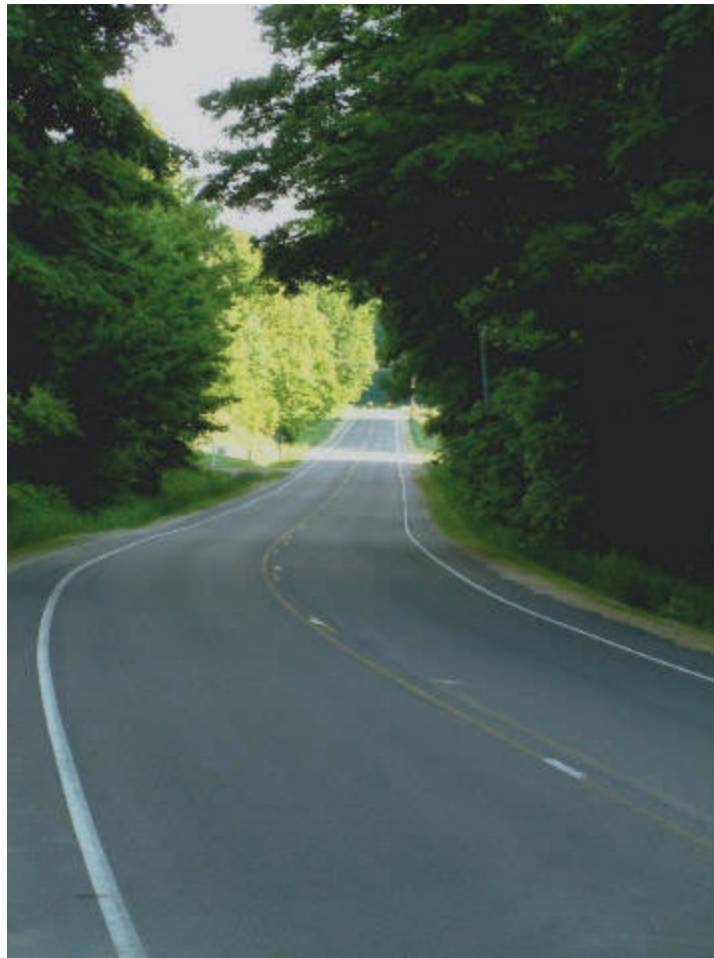
Case Law Sustains Insurance Company Denial of Coverage When Machinery is Used Illegally

Several examples are cited below from case law in which the insurance carrier did in fact deny coverage under their policy of insurance.

- ✓ *The case of Albouyeh v. County of Suffolk (96 AD2d 543; 465 NYS2d 50) involved a wrongful death action. A Buick Wildcat owned by the County of Suffolk was involved in a two car accident resulting in the deaths of passengers in the car. It was clearly shown that the county car was stolen. The Appellate Division stated, the county could not be held liable. We do not know if the County of Suffolk is self insured, however, if the county was insured by a private carrier, the carrier would not have to pay any damages. The only redress would be for the injured parties or their representatives to try to recover against the thief.*
- ✓ *The case of Aetna Casualty and Surety Company, et.al. V. Santos (573 NYS2d 695) arose when a person drove the insured owner's car without permission of the owner. There was an accident and serious injuries and a death. The insurance carrier asked the court to declare that the driver was not insured under the policy of insurance and hence did not have to pay the injured parties. The court agreed with the insurance carrier and pointed out an insured driver is one who operates the vehicle with consent, given by the owner. Since there was no consent by the owner, the driver was not insured.*
- ✓ *In the case of Downey v. Motor Vehicle Accident Indemnification Corporation (43 AD2d 178; 350 NYS2d 821), a city car was involved in an accident. The car was assigned to the fire department captain who was on call at all times. His wife used the car and an accident took place. The case clearly indicated, the wife was not an insured person since the city had no authority to permit the use of a city car by the wife. The effect was to leave the wife without insurance coverage and hence, personally liable for the injuries.*
- ✓ *In the case of Fox v. City of Syracuse (231 A.D. 273; 247 NYS2d 429, affirmed 258 NY 350), the court held the use of a city car by a city employee for private purposes did not show consent of the municipality. Hence, the operator of the car was not an insured person.*
- ✓ *In the case of Aspirall v. City of New York (221 AD 753, 223 NYS 501), the city was not liable to an injured party when the city vehicle in which the injured party was riding was involved in an accident. The driver, who was a city employee at the time of the accident, was not acting in the discharge of city business. We can conclude that since the driver was not an "insured party" he was exposed to personal liability.*
- ✓ *In the case of Aetna Casualty and Surety Company v. Santos (573 NYS2d 695, 175 AD2d 91), insured's tenant was not a "permissive user" of her car at the time he was involved in an accident with a third party, so the tenant was not "insured" under his landlord's automobile policy, given evidence that the tenant was permitted to use the car only in emergency situations; tenant's use of the vehicle to attend an appointment at the Department of Social Services was not an emergency under the circumstances of the case.*

Promoting Intermunicipal Shared Highway Services

Clearly, drivers of vehicles who do so without the consent of the owner place themselves in financial jeopardy if they are not insured and they injure someone because of their negligence. The goal of this report is to design a procedure whereby consent is properly obtained, and highway employees operating municipal vehicles will be protected from possible liability under municipal insurance policies when vehicles are used in other municipalities pursuant to cooperative agreements.



Summary

This report has been prepared to clarify issues raised with respect to the legality, liability and accountability associated with cooperative sharing of highway services, maintenance, equipment and materials on an informal basis. The findings illustrate the importance of developing an appropriate contract which results in insurance protection for the officers and employees of the municipality when they engage in shared/cooperative services with other municipalities.

The practice of exchanging equipment without an appropriate contract places in jeopardy public workers, highway superintendents, highway employees, municipal legislative bodies, and particularly the city mayor, village mayor, town supervisor or county administrator.

The goal of the Rural Resources Commission's involvement has been to provide highway and other local officials with the means of promoting shared highway services within legally formalized arrangements, offering municipal employees, elected officials and taxpayers freedom from worry over possible liability concerns and accountability. While this may certainly involve a little more paperwork than has been the case under existing casual arrangements, the benefits are enormous. The Commission welcomes questions or input on issues relating to shared services among highway and public works departments and encourages municipal officials to contact it with suggested legislative actions that would further opportunities or remove impediments to such shared services.

Following research and discussions with local officials, Commission staff developed an inter-municipal agreement for shared highway or public works services that local legislative bodies or towns, villages, cities and counties could adopt by resolution. A copy of that resolution and a copy of the contract and memorandum which may be used to achieve the purposes of the resolution follow.

Resolution, contract and memorandum

The purpose of the resolution, contract and memorandum hereinafter set forth is to:

1. Establish a plan for the leasing, lending, exchanging or maintenance of equipment and materials consistent with the law which protects municipal officials and employees from personal liability.
2. Provide a simple manner for the local legislative body to authorize highway officials to enter into agreements with other highway officials whose legislative bodies have enacted a similar resolution.
3. Provide for the use of a short memorandum showing compliance with the resolutions and statutes which is consistent with the approval and direction of the local legislative body.
4. Provide for a settlement procedure whereby shared service accounts can be settled on a regular basis.
5. Provide the local legislative body with information relating to the use of municipal equipment and resources.
6. Enable the highway officials to determine where equipment and materials are being used or maintained and to determine if there is a fair and reasonable arrangement among participating municipalities.
7. Provide a basis for determining if new equipment is needed or if specialized equipment is being used or maintained in a manner which justifies renting or owning additional equipment.

Any part or provision of the resolution, contract or memorandum may be modified or revised in the manner determined by the parties thereto. However, it should be noted that such modifications should be in the documents of each of the parties. There should also be a review of the documents with your insurance carrier to be certain that any actions under such document will be covered by your policies.

Year End Closeout Recommended

In the event intermunicipal cooperation expands by the adoption of the suggestions made herein and is properly carried out, several “shared services” memoranda will be on file in the office of the municipal clerk when approaching the end of the fiscal year. Such memoranda submitted by the highway superintendent or public works officer would constitute a record of the lending or borrowing agreements that took place during the fiscal year.



It will be the duty of the chief fiscal officer of each municipality, in reviewing the memoranda, to determine whether the municipality owes other municipalities for the borrowing of machinery or supplies or if it is owed money from other municipalities for the use of machinery or equipment or for the borrowing or renting of machinery or supplies.

Such settling of accounts for the fiscal year, made possible by the filing of the shared services memoranda with the municipal clerk, will indicate to the legislative body and the public if intermunicipal agreements are worthwhile and if they should be encouraged. The annual final settlement of accounts will also enable highway and public works officials to determine if it would be worthwhile to expand the machinery inventory to include items that are being shared with others or to determine if it would be worthwhile to acquire highly specialized equipment, well knowing that it will be fully used by municipalities participating in sharing agreements as herein recommended.

**Sample Resolution Authorizing Chief Executive Officer to Sign a
Contract for Shared Highway Services on Behalf of the
CITY/COUNTY/TOWN/VILLAGE**

At a meeting of the City/County/Town/Village Board of the City/County/Town/Village of _____ duly held at _____ in such City/County/Town/Village on the ____ day of _____, ____ (year). Upon the calling of the roll by the Clerk the following members were:

Present:

Absent:

The following resolution was offered for adoption by _____, which resolution was seconded by _____.

Resolution Authorizing the Chief Executive Officer¹ to sign a contract on behalf of the City/County/Town/Village to permit the highway department head to share services with the highway department head in other municipalities who possess similar authorization for the borrowing or lending of materials and supplies and the exchanging, leasing, renting or maintaining of machinery and equipment, including the operators thereof, for the purpose of aiding the highway department head in the performance of his/her duties.

Whereas all municipalities, including the City/County/Town/Village of _____, have the power and authority to contract for the purpose of renting, leasing, exchanging, borrowing or maintaining of machinery and equipment, with or without operators, with other municipalities, and;

Whereas, all municipalities, including the City/County/Town/Village of _____, have the power and authority to borrow or lend materials and supplies to other municipalities, and;

Whereas, it is hereby determined that the City/County/Town/Village of _____ and other municipalities have machinery and equipment which is not used during certain periods, and;

¹ Wherever it appears in this document, "*Chief Executive Officer*" shall mean that person or body with authority to execute contracts on behalf of a municipality.

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SAMPLE RESOLUTION AUTHORIZING CHIEF EXECUTIVE OFFICER TO SIGN A CONTRACT FOR SHARED HIGHWAY SERVICES ON BEHALF OF THE CITY/COUNTY/TOWN/VILLAGE

Whereas, it is determined that the City/County/Town/Village of _____ and other municipalities often have materials and supplies on hand which are not immediately needed, and;

Whereas, it is hereby determined that by renting, borrowing, exchanging, leasing or maintaining highway machinery and equipment and the borrowing or lending of materials and supplies, the City/County/Town/Village of _____ and other municipalities may avoid the necessity of purchasing certain needed highway machinery and equipment and the purchasing of or storing a large inventory of certain extra materials and supplies, thereby saving the taxpayers money, and;

Whereas it is incumbent upon each municipality to design a simple method whereby materials and supplies, equipment and machinery, including the operators thereof, may be obtained or maintained with a minimum of paperwork and inconvenience and with a swift approval process, and;

Whereas, it is the intent of this City/County/Town/Village of _____ to give the head of the highway department the authority to enter into renting, exchanging, borrowing, lending or maintaining arrangements with the persons serving in similar capacities in other municipalities without the necessity of obtaining approval of the City/County/Town/Village governing board prior to the making of each individual arrangements, and;

Whereas, a standard contract has been prepared which is expected to be adopted and placed into effect in other municipalities, and will grant the person holding the position comparable to that of the head of the highway department, authority to make similar arrangements, and;

Whereas, it is hereby determined that it will be in the best interests of the City/County/Town/Village of _____ to be a party to such shared services arrangements;

NOW THEREFORE BE IT RESOLVED that the chief executive officer of _____ is hereby authorized to sign on behalf of the City/County/Town/Village, the following contract:

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 or 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 clerk of the undersigned city/county/town or village.

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.

d. “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 providing of a specific service;

iii. the maintenance of machinery or equipment.

e. “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 county superintendents of highways; in the case of a town, the town superintendent of highways and/or superintendent of public works; 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 clerk of the undersigned municipality.

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3. The undersigned municipality by this agreement grants unto the superintendent, the authority to enter into any shared service arrangements with any other municipality or other municipalities subject to the following terms and conditions:

a. The City/County/Town/Village of _____ 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 City/County/Town/Village of _____. The determination as to whether such machinery, with or without operators, is needed by the City/County/Town/Village of _____, 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 City/County/Town/Village of _____ 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 interests of the City/County/Town/Village of _____ 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 City/County/Town/Village of _____, 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 city/county/town/village of _____ 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.

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- 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. All machinery and the operator, for purposes of workers compensation, liability and any other relationship with third parties, shall be considered the machinery of, and the employee of, the municipality owning the machinery and equipment.
 - f. The lending municipality shall be liable for any negligent acts resulting from the operation of its machinery or equipment by its own operator.
 - g. Each municipality shall remain fully responsible for its own employees, including but not limited to, salary, benefits and workers compensation.
4. 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.
5. 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.
6. 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.
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,

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repair or maintenance and other shared services. Such records will be available for inspection by any municipality which has shared services with such municipality.

9. In the event a dispute arises relating to any repair, maintenance or shared service, and such dispute cannot be resolved between the parties, such dispute may be resolved through mediation or arbitration.

10. Any municipality which is a 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 submitted within thirty days of such revocation.

11. 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 City/County/Town/Village budget for highway purposes.

12. The record of all transactions that have taken place as a result of the City/County/Town/Village of _____ participating in the services afforded by this contract shall be kept by the superintendent and a statement thereof, in a manner satisfactory to the City/County/Town/Village governing board, shall be submitted to the City/County/Town/Village 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 City/County/Town/Village board requests the submission of records at different times and dates.

13. If any provision of this contract is deemed to be invalid or inoperative for any reason, that part may be modified by the municipalities which are a party to this contract to the extent necessary to make it valid and operative, or if it cannot be so modified, then 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.

14. This contract shall be reviewed each year by the City/County/Town/Village of _____ and shall expire five years from the date of its signing by the chief executive officer. The City/County/Town/Village of _____ board may extend or renew this contract at the termination thereof for another five year period.

15. Copies of this contract shall be sent to the clerk and the Superintendent of each municipality with which the

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superintendent anticipates engaging in shared services. No shared services shall be conducted by the superintendent except with the Superintendent of a municipality that has completed a shared services contract and has sent a copy thereof to the clerk of his or her municipality and the superintendent.

IN WITNESS THEREOF, the said City/County/Town/Village of _____ has by order of the City/County/Town/Village Board, caused these presents to be subscribed by the Chief Executive Officer, and the seal of the City/County/Town/Village to be affixed and attested by the Clerk thereof, this _____ day of _____, _____ (year).

City/County/Town/Village of _____

By: _____

Supervisor/Mayor/County Chief Executive Officer/Legislative Chairman Attest:

City/County/Town/Village Clerk

The City/County/Town/Village Clerk 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:

This resolution shall take effect immediately.

The vote having been taken upon such resolution the result was as follows:

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Board Member	Yes	No
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
Chief Executive Officer		
_____	_____	_____

There being a majority of the City/County/Town/Village Board voting to approve the resolution, the resolution was declared by the Chief Executive Officer to have been adopted.²

I, Clerk of the City/County/Town/Village of _____ hereby certify that the above is a correct text of the resolution adopted by the City/County/Town/Village Board of the City/County/Town/Village of _____ on the _____ day of _____, _____ (year) and that the above is the complete and whole text of such resolution.

(Seal)

City/County/Town/Village Clerk

***SAMPLE Memorandum relating to
Shared Highway Services***

Town of: Good Hope

County of: Cooperation

From: _____

Town Highway Superintendent, Town of Good Hope

To: _____

Town Highway Superintendent, Town of Good Neighbor

Lease of Equipment

Request of the Town of Good Neighbor for the use of such Town's D-4 Bulldozer with/without operator to be used for an estimated _____ days/hours commencing at _____ a.m./p.m./month/day/year

It is agreed that the rent of such equipment is \$_____ per hour/day

Town Highway Superintendent
Town of Good Hope

Town Highway Superintendent
Town of Good Neighbor

Lending of Material

Request of the Town of Good Neighbor for the borrowing of _____ (identify material and amount) to be returned on or before _____ a.m./p.m./month/day/year.

Town Highway Superintendent
Town of Good Hope

Town Highway Superintendent
Town of Good Neighbor

Note: Town governments and officials are referenced frequently in this report. However, the principles discussed herein apply to villages, cities and counties as well.

Maintenance or Repair

Request of the Town of Good Neighbor for the maintenance or repair of the following machinery or equipment:_____.

Services to be provided include the following:

_____.

Town Highway Superintendent
Town of Good Hope

Town Highway Superintendent
Town of Good Neighbor

