

***Chemung County:  
Improving Inter-municipal Sharing in Highway Services***

Case Study Report

Prepared for:

**Government Law Center - SMSI Technical Assistance Project**

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**NYS Department of State  
Albany Law School/Government Law Center  
Shared Municipal Services Technical Assistance Project  
Case Study**

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**Abstract**

This case study highlights efforts to identify and implement opportunities to increase inter-municipal road maintenance services in Chemung County, New York. Snow plowing was identified as a priority area by a task force of the county council of governments in 2004. After a consultant study, completed in 2005, the county and its partner municipalities have continued to work together and in the fall of 2006 took some specific action steps. County municipalities have agreed to create a new Municipal Highway Services Board composed of a representative from each participating municipality. Staffing for this board will be accomplished through a new position - the Shared Services Public Works Coordinator.

**1. Community Identifiers**

Chemung County, home to the City of Elmira, is situated in the central southern tier of New York's counties. The "southern tier" identifies those New York counties that are on the New York – Pennsylvania border in upstate New York. Chemung County had a total population of 91,080 in the year 2000.

The county has eleven towns, five villages and one city. Table 1 below contains population land area and road mileage figures for Chemung County municipalities. Over half (53%) of the county's population resides in town areas outside villages. The remainder (47%) reside in the county's five villages and the City of Elmira. Town, village and city roads constitute almost 68% of all road mileage in the county. The remainder is split between county (21%) and state (11%) owned roads.

The variation in population served among Chemung County towns is significant. Two towns have less than a thousand people and two have in excess of ten thousand town-outside-village residents. Local road mileage does not vary as dramatically as population. Many of the smallest towns have much higher mileage per ten thousand residents than towns with larger populations.

While most of the county's road mileage has a paved surface, there is a group four of rural towns with less than 25 percent of their local roads paved (Baldwin, Chemung, Erin, and Van Etten). A "paved versus unpaved road surface" is one of a number of factors that require different practices by road managers in providing road maintenance.

While there are distinctions in the ownership of road mileage in the county, it is in fact an integrated road transportation system serving a variety of road users. The challenge is for municipal officials that serve their municipal constituency to assess options to improve efficiency in maintaining this network that cross "strictly municipal" responsibilities.

**Table 1: Population, Area and Highway Mileage Characteristics of  
Chemung County Local Governments**

Municipality	Population 2000**	Land Area (sq. miles) *	Road Mileage**				Local % paved
			Total	State	County	Local	
<b>Towns</b>							
Ashland	1,320	14.1	25.0	7.8	2.3	14.9	94%
Baldwin	850	25.8	49.4	0.0	14.5	35.0	17%
Big Flats	7,220	44.5	119.8	15.2	30.8	73.8	90%
Catlin	2,650	38.0	78.4	5.2	14.3	58.9	94%
Chemung	2,670	49.5	103.8	13.7	36.1	54.0	22%
Elmira	5,110	22.3	66.8	5.9	16.1	44.9	93%
Erin	2,050	44.3	83.0	7.3	20.2	55.4	23%
Horseheads	11,020	35.9	105.3	13.2	31.5	60.7	100%
Southport	11,190	46.5	132.6	16.8	29.9	85.9	86%
Van Etten	940	41.6	72.8	8.9	15.6	48.3	10%
Veteran	2,970	38.4	89.8	11.3	27.3	51.2	59%
Town Subtotal	47,990	400.9	926.7	105.2	238.5	583.0	65%
<b>Villages</b>							
Elmira Heights	4,170	1.1	22.3	1.0	0.0	21.4	100%
Horseheads	6,450	3.9	36.5	5.2	0.2	31.2	100%
Millport	300	0.4	3.8	1.4	0.2	2.2	100%
Van Etten	580	0.9	7.3	1.9	1.8	3.6	100%
Wellsburg	630	0.6	5.9	2.3	0.8	2.8	100%
Village Subtotal	12,130	6.9	75.8	11.7	3.0	61.0	100%
City of Elmira	30,940	7.3	134.3	10.5	0.7	123.1	100%
Chemung County Total	91,060	408.2	1136.8	127.5	242.2	767.2	73%

\* Source: Land Area figures from New York State Comptroller Municipal Annual Report data file for 2004

\*\* Source: Population (towns show "outside village" figures) and highway mileage from New York State Department of Transportation Highway Mileage Data Base

Map 1 shows the locations of the municipalities summarized in Table 1. The larger towns and villages, in terms of population size, are clustered around the City of Elmira. The four larger towns are: Big Flats, Horseheads, Elmira and Southport. The county's towns and villages with smaller populations ring this core area of larger municipalities to the north, east and southeast.

**Map 1: Chemung County Municipalities**



### **Fiscal Overview**

Table D1, at the end of the report, includes important fiscal measures for Chemung County governments. Towns in the county vary substantially in the full taxable assessed value of real property, from a low of 41.5 million dollars in the Town of Van Etten to a high of 762 million dollars in the Town of Horseheads.

Sales tax sharing in the county is distributed based on population and is a significant determinant of the overall level of property taxes raised in the towns. For example, the more suburban Town of Horseheads, with the largest town population (inclusive of village population) in the county, has about seven times the full taxable assessed valuation and over seven times the population of the more rural Town of Catlin. However, the total yield of property taxes and assessments for these two towns in 2004 are roughly equal. Both towns pay to maintain about 60 miles of paved town roads. Total highway expenses in 2004 were approximately 644 thousand dollars in the Town of Caitlin and 1.2 million dollars in the Town of Horseheads. Higher per mile costs would be expected in the higher traffic and more suburban, Town of Horseheads. But it is clear that the property tax burden for town residents in Horseheads is diminished significantly by relatively high sales tax revenues.

Highway expenditures in Chemung County exhibit an expected pattern when considered as a percent of total expenditures. For more rural towns, highway expenditures are 60 – 70 percent of total expenditures. In the county's larger suburban towns these expenditures are 20 to 50 percent of total expenditures, while in the county's cities and villages these expenditures were 3 to 20 percent of total expenditures.

## 2. Background on the Issue Addressed

Highway services represent the largest area of service expenditure and effort for most towns and some villages. Changes in employment and place of residence over the past 30-40 years are linked to changes in travel patterns. These changing travel patterns have dramatically, but incrementally, influenced highway networks and related need for services. Highway managers regularly make adjustments to accommodate the changes they see in their own municipal road network. From time to time it makes sense to assess highway management from a broader county and regional perspective. This perspective can help identify inter-jurisdictional options for change and improvement.

In 2003 the Chemung County Council of Governments established a special Task Force on Shared Services. The Task Force was composed of government, business and community leaders. The task force selected several key service areas for targeted work. Highway maintenance was one of the areas selected. Work on this task was delegated to a special committee. In August of 2004, the task force commissioned a study, recommended by the special committee, which included an assessment of current practices and recommendations for improvement of *winter* road maintenance practices in Chemung County. The study, funded by state and local sources, was conducted in two parts. Phase 1 was an assessment of current practices with recommendations for seven topics to study in more depth. Phase 2 provided additional analysis of management options and implementation recommendations for each of the seven areas. A final study report was presented in June of 2005. Both reports are included the list of references at the end of the case study.

**Preliminary Assessment.** The 2004 assessment report was based on interviews with all current county, city, town and village road managers. In addition to the interviews, local budget information was collected for each municipality along with other local documents and records. The assessment also involved collection and organization of other existing county records (data on highway mileage, personnel titles and compensation, tax rates etc.).

The assessment report summarized project information and findings across the county's departments in the following areas:

- Road Mileage, Road Networks and Municipal Costs
- Existing Winter Maintenance Service Standards and Policies
- Differences in the use of Deicing and Abrasive Materials.
- The Number and Variation in Plow Routes.
- Equipment: the type and number used for winter maintenance
- Personnel used for winter road maintenance and practices in deploying personnel.

The report noted the importance of restoring an environment of mutual trust in order to take advantage of opportunities for cost savings and service improvement. Seven areas were suggested for further study in the second phase of this project.

1. County Contracting with Towns for Winter Maintenance
2. County Deployment of Equipment, Materials and Manpower to Town Locations
3. Routine Availability of Deicing and Abrasive Materials for County Trucks at Town Facilities
4. Storm Alerts and Call Out Coordination
5. One Person Plowing Operations
6. Consistent Budgeting and Financial Recordkeeping for Cost Accounting
7. Bulk Purchasing of Deicing/Abrasive Materials

### 3. The Proposal to Address the Issue

The consultant final report made recommendations in five areas: county contracting out to town highway departments for winter snow maintenance, increased storm alert and callout coordination, consideration of one-person plowing operations, improving the consistency of budgeting and financial recordkeeping for cost accounting in highway services, and development and coordination of winter maintenance standards and policy. Each of these recommendations is discussed separately below.

#### *County Contracting with Towns for Winter Maintenance*

Network analysis was done to assess opportunities for reduced deadheading through town maintenance of county road mileage. *Deadheading* is a term for the distance and time spent getting to the starting point of a plow route. It appeared that county road managers were already addressing, through arrangements with town highway departments, the largest area with the highest deadheading losses in Chemung County in the Towns of Van Etten, Chemung, and Baldwin. The Towns of Southport, Erin, and Ashland appeared to provide additional, although less significant, opportunities for reducing costs from deadheading. County plow routes averaged about 19 miles per route, so both Southport and Erin represented the potential to swap an entire county plow route through a maintenance agreement with a single town. There also appeared to be an opportunity for replacing a full county route by contracting for county roads in the Town of Ashland, additional portions of the Towns of Chemung and Baldwin and the eastern portion of the Town of Elmira. It was recommended that existing county arrangements for town snow plowing of county roads and any new ones be formalized in a flexible, written agreement that protects the legal and financial interests of both municipalities.

*Consultant Implementation Recommendation.* Any potential opportunity for additional contracting has to be examined by management personnel in the county highway department. The potential for reductions in deadheading have to be balanced against other operational factors (see full report). After this assessment, county staff (assuming one or more town areas for additional contracting have potential) should approach town highway personnel from the relevant towns to discuss the details of route changes and possible equipment, manpower and materials arrangements. Once preliminary details have been worked out, both departments should approach their respective governing boards for the development of an appropriate agreement.

In Chemung County, over 98% of county owned road mileage is located in one of the county's 11 towns. The remaining 1-2% is in the county's villages and the City of Elmira (about 3.7 centerline miles of road). Many town highway departments traverse a high percentage of the county's roads to plow town roads. In many cases, town highway garage facilities are well located to provide a short travel time to maintain county mileage.

While county contracting to towns may provide opportunities, there was not unanimity about pursuing this option further. The leadership of the County highway department did not support additional contracting with towns. Union leadership representatives for county highway department workers also viewed this proposal with concern for loss of jobs for their bargaining unit. Because of town-county mistrust, many town highway officials were skeptical of developing a mutually beneficial agreement to provide additional winter maintenance services for county road mileage. Town governing board leaders expressed similar concerns about achieving fairness through county contracting. This variety of concerns reflects an environment of distrust. Only quality administrative efforts to craft workable solutions that address existing concerns and action to build trust can be expected to overcome this environment (which is not peculiar to Chemung County among New York's counties).

### *County Deployment of Equipment, Materials & Personnel to Town Locations*

Implementation of this alternative was not recommended by the consultant

### *Routine Availability of De-icing and Abrasive Materials at Town Facilities*

The consultant viewed this option to be more of a special need rather than a routine one. The consultant recommended that county management staff should discuss this need with their crews. Arrangements should be explored for meeting this need for those county plow route drivers that have experienced such situations. One-on-one discussion with town highway superintendents in needed areas should be adequate to address this situation. This will require assessing the availability of storage, reimbursement options, and other operational issues.

### *Storm Alerts and Call-out Coordination*

Modest changes to expand county call-out practices were recommended to include other municipal road managers in the county. It was recommended that County Highway managers should poll the current highway superintendents by phone or mail for their interest in this kind of call-out coordination. Once identified, relevant county staff could meet and discuss the details of how to incorporate town personnel in county call-out operations. This recommendation addresses an important safety concern. During winter snow events, town level highway managers can benefit significantly from the “eyes and ears” of other public safety staff traversing the road network. This can help preserve important, but often short, periods for sleep and rest.

### *One Person Plowing Operations*

One person plowing is a topic of controversy among highway professionals. It was recommended that a balanced educational program with consideration of alternatives should be a next step on this issue. The Cornell Local Roads Program could assist in recruiting speakers and in moderating a discussion of competing perspectives on this issue with highway managers in the county.

### *Consistent Budgeting and Financial Recordkeeping for Cost Accounting*

More comparable and useful cost data on winter snow and ice control could be achieved with preliminary agreement on cost accounting practices. As noted in the consultant report, an initial effort should focus on actual versus seasonal reporting of personnel time. This can be accomplished by summarizing daily/weekly time card data in charging established highway expenditure categories/accounts. This could be established by joint agreement on a set of categories by highway managers, municipal governing boards and municipal accounting/bookkeeping staff. The consent and participation of all three of these groups would be necessary. Having comparable data would be valuable in helping highway managers and governing board members identify areas where different practices may be leading to cost savings or service improvements. Comparable cost data would be even more valuable if municipalities would also articulate differences in service standards. Service standards and policy are discussed as a separate recommendation in the consultant report.

### *Winter Maintenance Standards/Policy*

The development of policy for winter maintenance is a joint project of the highway manager and the town or county governing board. Highway managers will have a lead role because of their responsibilities and understanding of the service area. There is also significant potential gain from a county wide discussion of winter maintenance policy and standards. Town

highway superintendents and county highway staff could benefit from an effort to find a mutually acceptable policy statement.

This could be accomplished by a subgroup of these officials drafting an initial statement for the remaining highway managers to review and modify. This discussion and any resulting agreed upon general winter maintenance policy would help both in communicating with the public and in providing understanding between departments and governments. As noted earlier, a virtual county wide winter maintenance policy would have, at best, a limited set of items in common countywide. But identifying the areas of difference in service policy would be very valuable as well. This discussion and policy would also be an important factor in future efforts for cooperation and improvement of highways services in the county.

County wide agreement on one or two basic performance standards would be a significant addition to this effort. Collecting and assessing common data on winter maintenance for all highway departments county wide would provide needed baseline information to help improve performance and identify cost saving practices. Agreement would be needed on common approaches to allocating costs, etc. Again this would be an important activity for future cooperation and coordination within the county.

#### **4. What Was Actually Done**

The County Council of Governments' Shared Service's Task Force with representatives from the county, town, city and village leaders considered the 2005 study recommendations (summarized above) and evaluated options for change for over a year. There were no explicit action steps until the fall of 2006 when the Task Force recommended the formation of a Municipal Highway Services Board. This board is to be composed of a representative from each willing municipality in the County. The chief elected officials (e.g. town supervisors, city and village mayors, county executive) from the municipalities will have membership on the board. Staffing and governance were key aspects of the proposal. A Shared Services Public Works Coordinator would be hired by the board to coordinate with other public works and highway personnel in identifying and implementing shared highway service opportunities. This board is intended to provide a mechanism for municipalities to explore and implement joint highway maintenance efforts.

The staffing proposal for the Board provided a change in county administrative leadership in this area. The proposal is important in at least three respects. First, the county experienced two staff departures, one through retirement. The incumbents in these positions were perceived by some as a source of friction or difficulty in working with town highway personnel. Previous studies have shown that trust and willingness to work together is an important foundation for increased service sharing and consolidation. Leadership requires that local governments address factors like distrust and unwillingness to work together that hinder cooperation. These problems are not always easy to sort out but they are essential for positive, sustained change.



Second, the county is reconfiguring the two vacant highway leadership positions in important ways. The position changes will encourage department leadership to look at highway services from an intergovernmental perspective. Other counties in New York, like Jefferson and Monroe, appear to have administrative leadership with this perspective operating from more tradition job titles and authority structures. In this case, the county executive and legislature are demonstrating a willingness to take significant steps to create a cooperative environment, provide a level playing field for their municipal partners, and rebuild needed trust.

Third, the county is making the towns, villages and city equal partners in the governance and planning of intermunicipal highway work. Figure 1 below summarizes the organizational change the county is initiating. With the loss of the County Highway Commissioner and the County General Highway Foreman, the County Executive is recommending a reconfiguration of these two positions. The funding from the former commissioner position will be used to support a new position title “Shared Services Public Works Coordinator.” The coordinator will be hired by and accountable to the new County Highway Services Board. The former General Highway Foreman position will be reconfigured as a County Highway Superintendent and he will work directly with/report to the Shared Services Public Works Coordinator.

**Figure 1: Current and Proposed Staffing and Accountability Structure of Highway Leadership in Chemung County**

<b>Current Accountability Structure</b>	<b>Proposed Accountability Structure</b>
County Executive	County Highway Service Board
Commissioner of Public Works	Shared Services Public Works Coordinator
General Highway Foreman	County Highway Superintendent

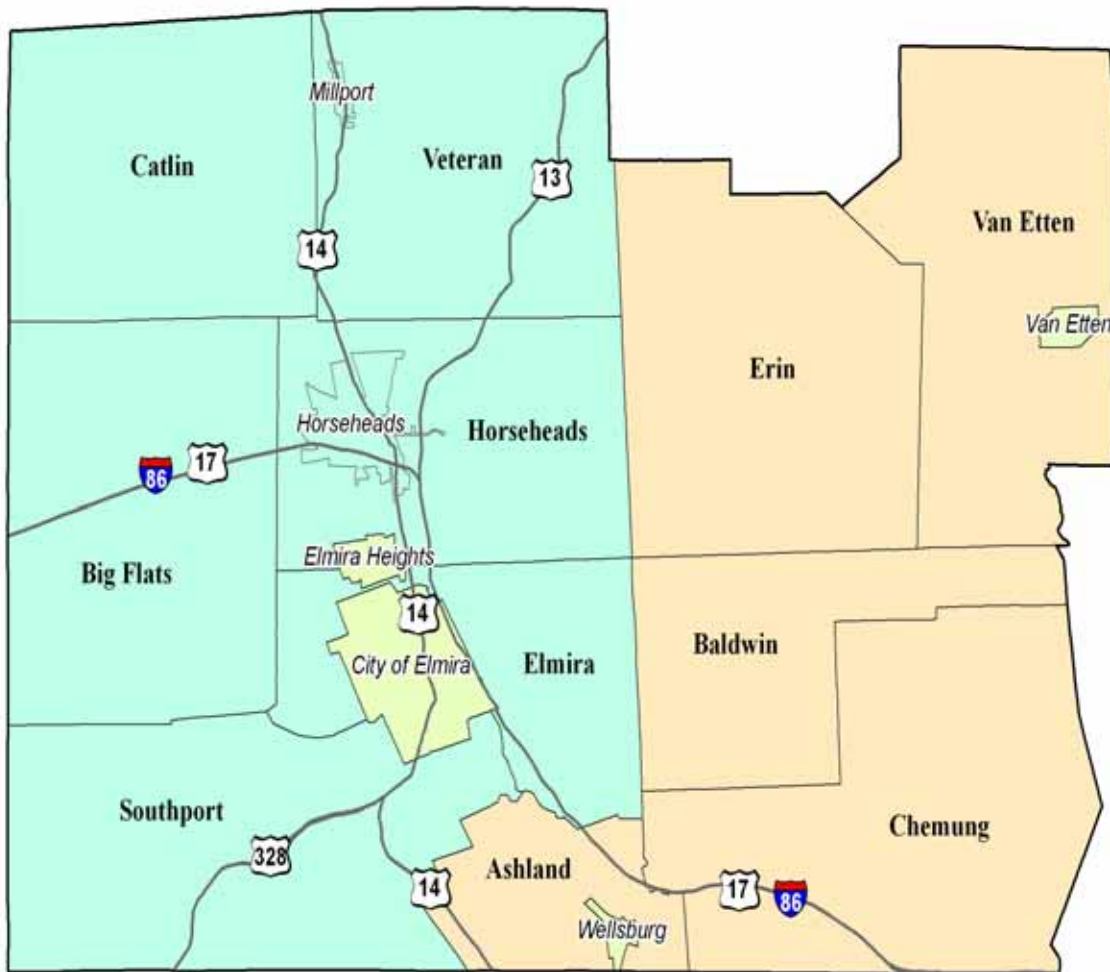
While the county will provide funding for the Coordinator position, this person will not be a county employee. The county has been clear that it does not want its representative to chair the County Highway Services Board, further assuring a level playing field for participating municipalities. This board will select and set policy guidance for the new staff person. A search for the coordinator position has been initiated. The position description is included in the Appendix to this report.

The Chemung County Legislature passed a resolution in November of 2006 authorizing the formation the Municipal Highway Services Board. Seven municipalities, six towns and one village, have agreed to participate, although none of them have passed a formal resolution. The municipalities are the Towns of Big Flats, Catlin, Elmira, Horseheads, Southport, and Veteran and the Village of Horseheads. These municipalities include an important portion of the county’s core municipalities (see Map 2, municipalities joining the Board are in blue in Map 2). Some of the remaining rural municipalities in the county are interested in the effort but appear to be taking a “wait and see” approach to the new board. The Village of Millport is included (in blue) on Map 2 because highway services in the village are provided by the Town of Veteran.

The City of Elmira has experienced significant financial problems in recent years. A Blue Ribbon Commission has been examining Elmira's fiscal situation. The commission's recommendations were released in January of 2007 and suggested that the city join the county Municipal Highway Services Board as one of eight recommended actions.

In addition to hiring a coordinator, the new Municipal Highway Services Board will do some preliminary goal setting and develop by-laws. It is expected that the 2005 consultant report will be reviewed and examined for areas of initial work and action once a coordinator is hired.

**Map 2: Chemung County Local Governments Agreeing to Participate in the Municipal Highway Services Board**



## 5. Summary of Lessons Learned

Building and maintaining trust between local governments is important and valuable. Previous studies have shown that an environment of trust and cooperation is a fundamental building block for new initiatives to further service cooperation and consolidation. Leaders and personnel that serve at the operating level between local governments can be invaluable in building or diminishing trust. The recent efforts by Chemung County have begun to restore trust between the county and local leaders and highway officials. This has begun with the transitional staff serving the county while the new Municipal Highway Services Board is under development.

The newly created Municipal Highway Services Board further promotes an environment of trust by creating a level playing field for municipal participants. The county will be an equal partner in the board with participating towns and villages in developing approaches to provide highway services together.

Many efforts to promote increased service sharing fail because they don't have adequate administrative capacity and expertise to forge relationships with other agencies and analyze and craft sound proposals for cooperation. The proposed staffing for the Municipal Highway Services Board appears to address this important need. This staffing change cuts through the common motivation whereby each municipality's separate administrative staff is focused on internal responsibilities - overseeing the maintenance and improvement of their own municipality's road system. At the same time, the new positions will not increase overall county personnel.

This case emphasizes the reality that, in some cases, changes in personnel and administrative structures may be needed as a pre-requisite to specific changes in service cooperation and consolidation. These changes may be needed to restore and/or build trust and to provide adequate administrative capacity that is focused on intergovernmental service provision opportunities. The proposed organizational arrangements and staffing lines of authority should provide clear direction and incentive for an administrative focus on intergovernmental opportunities.

## 6. Contact person at the lead municipality and the academic institution

**Municipal Contact:** Mike Krusen, Deputy County Executive, Chemung County  
PO Box 588, Elmira, NY 14902-0588

607- 737-2031, Fax: 607-737-0351, e-mail: [mkrusen@co.chemung.ny.us](mailto:mkrusen@co.chemung.ny.us)

**Academic Institution Contact:** Mike Hattery, Senior Research Associate,  
Department of Public Administration, College of Community and Public Affairs, Binghamton  
University, PO Box 6000, Binghamton, NY 13902-6000.

607-777-5353, Fax 607-777-2414, e-mail: [mhattery@binghamton.edu](mailto:mhattery@binghamton.edu)

## Appendix A – List of Contacts

### *Persons Interviewed for Case Study*

Michael Krusen - Deputy County Administrator, Chemung County

Alvin Janowski - Highway Superintendent, Town of Catlin and Vice-chair of Chemung County Highway Superintendents Association

David Bachman - Highway Superintendent, Town of Southport

Howard Lapple - Town Supervisor, Town of Elmira

David W. Kubissa - Associate Editor, Star Gazette

## Appendix B – List of Documents

### **List of Materials and References**

#### *Consultant Reports*

“Chemung County Winter Road Maintenance: Final Report.” (prepared for the Chemung County Shared Services Task Force). *Management and Financial Report Series Number 22*. Local Government Program, Department of Applied Economics and Management, Cornell University, July, 2005. Author: Michael Hattery

“Chemung County Winter Road Maintenance Assessment” (prepared for the Chemung County Shared Services Task Force.). *Management and Financial Report Series Number 20*. Local Government Program, Department of Applied Economics and Management, Cornell University, November 2004. Author: Michael Hattery

#### *Newspaper Articles and Editorials (from the Star Gazette)*

“Legislators Back Plan for Shared Highway Services.” (News Article, November 8, 2006 )

“A Big Step for Consolidation: Formation of highway services board could pave way for taxpayer savings.” (Editorial, November 8, 2006 )

“City of Elmira’s Blue Ribbon Commission Report.” (News Article, January 30, 2007)

“County starts highway board: Chemung County municipal officials to create plan for sharing services, equipment.” (News Article, March 27, 2007)

***Chemung County Authorizing Resolution for Municipal Highway Services Board***

RESOLUTION NO. 06-436

RESOLUTION AUTHORIZING THE COUNTY OF CHEMUNG TO ENTER INTO AN INTER-MUNICIPAL AGREEMENT WITH VARIOUS MUNICIPALITIES WITHIN THE COUNTY OF CHEMUNG TO FORM A MUNICIPAL HIGHWAY SERVICES BOARD

By : Milliken

Seconded by: Gunderman

WHEREAS, the County of Chemung, through the Shared Services Task Force, (the “Task Force”) has been investigating the various opportunities to reduce costs of government by sharing services with the local villages and towns throughout the County of Chemung; and

WHEREAS, the Task Force has identified one opportunity for cost savings and increased service through the consolidation of municipal highway services; and

WHEREAS, the Task Force and various municipalities within the County have recommended the formation of a Municipal Highway Services Board for discussion and advancement of shared highway services among the County of Chemung and various other local governments within the County; and

WHEREAS, the County Executive and the Budget Committee have recommended to this Legislature that the County of Chemung enter into an agreement to form the Municipal Highway Services Board; now, therefore, be it

RESOLVED, that the Chemung County Legislature does hereby authorize the County of Chemung to enter into an agreement with various local municipalities within the County of Chemung to form the Chemung County Municipal Highway Services Board and for the County of Chemung to actively participate in the deliberations and activities of the Chemung County Municipal Highway Services Board; and, be it further

RESOLVED, that prior to hiring a full time director the Municipal Highway Services Board or the County Executive shall obtain the consent by Resolution of this Legislature, creating the position and authorizing the salary for the same; and be it further

RESOLVED, that the County Executive be and he hereby is authorized and directed to execute an agreement among the County of Chemung and the various participating

municipalities establishing the Municipal Highway Services Board that agreement to be subject to the review and approval of the County Attorney; and, be it further

RESOLVED, that the Chemung County Legislature does hereby authorize and direct the County Executive to appoint one representative to act on behalf of the County of Chemung to the Municipal Highway Services Board.

AYES: Pastrick, O'Brien, Sweet, Gedatus, Graubard, Gunderman, Woodard, Seidel, Milazzo, Draxler, Robinson, Milliken (Chairman) – 13. EXCUSED – McInerney -1.

### **SHARED SERVICES PUBLIC WORKS COORDINATOR**

The newly created Chemung County Highway Service Board seeks an innovative public works professional to assist the board with implementation of the provisions of shared highway services while building consensus with participating municipal highway officials and staff.

The successful candidate will assist with planning and coordinating the operations of a county wide Public Works system and provide service delivery recommendations to a Highway Services Board comprised of municipal supervisors that are elected and/or appointed officials. The Coordinator will examine the current public works operations in the participating municipalities and explore shared service opportunities which will maximize the use of equipment, supplies, personnel and revenue as well as develop plans to implement and evaluate these strategies. The Coordinator may provide technical and administrative leadership for a variety of Public Works Department projects and activities.

Candidate must possess strong interpersonal skills, thorough knowledge of public works operations, technical and otherwise; laws, rules, ordinances, hazards and safety. Ability to read/review construction contracts/plans, estimate costs, prioritize, plan, organize and supervise employee work activities and projects; prepare budgets, plan future projects and respond to public inquiries.

**Appendix D: Table D1**  
**Fiscal Data for Chemung County Municipalities**  
*For Fiscal years ended in 2004*

MUNICIPAL NAME	ASSESSED VALUE FULLY TAXABLE	FULL VALUE OF TAXABLE REAL PROPERTY	PROPERTY TAXES AND ASSESSMENTS	SALES TAX	STATE REVENUES HIGHWAY AND TRANSPORTATION	STATE REVENUES ALL OTHER	TOTAL REVENUES
<b>Towns</b>							
ASHLAND	1,081,344	44,136,489	111,740	263,404	103,528	28,860	546,176
BALDWIN (X)	795,083	26,068,295	0	0	0	0	0
BIG FLATS	471,493,083	522,719,604	1,487,884	1,388,755	137,303	284,999	4,208,922
CATLIN	100,454,355	109,189,516	438,623	542,002	75,008	66,869	1,191,861
CHEMUNG	85,923,319	104,516,870	196,050	507,046	0	71,252	859,084
ELMIRA	278,075,667	312,444,569	1,385,393	1,251,001	49,252	370,623	3,298,857
ERIN	54,259,829	57,723,222	122,379	415,928	89,504	39,873	684,641
HORSEHEADS	762,032,324	762,032,324	471,212	2,159,034	68,493	431,471	3,535,663
SOUTHPORT	261,761,807	297,456,598	1,212,000	2,035,405	96,306	217,201	3,910,173
VAN ETTEN	41,548,017	41,548,017	367,577	212,509	60,149	20,385	775,924
VETERAN	122,855,246	129,321,311	196,376	472,280	59,355	77,160	932,215
<b>Villages</b>							
WELLSBURG	680,718	12,747,528	52,466	98,509	5,867	6,990	324,826
ELMIRA HEIGHTS	97,376,425	99,360,505	1,193,433	459,244	61,839	367,441	2,975,355
HORSEHEADS	253,477,951	253,477,951	998,703	1,208,439	326	288,648	3,995,971
VAN ETTEN	10,582,149	10,582,149	32,859	73,215	0	6,113	194,747
MILLPORT	5,538,686	5,538,686	29,186	28,043	6,649	5,181	369,359
CITY OF ELMIRA	540,770,915	540,770,915	8,221,793	5,970,244	600,059	10,718,095	39,211,459
CHEMUNG COUNTY	2,719,565,471	2,944,953,736	25,108,866	29,179,099	2,259,596	50,727,561	157,082,565

X= Town of Baldwin financial data is not included in this table since the Town did not file an annual report in time for publication in the Comptroller's report.

**Appendix D Table D1, cont.**  
**Fiscal Data for Chemung County Municipalities**  
*For Fiscal years ended in 2004*

MUNICIPAL NAME	TOTAL DEBT OUTSTANDING	TRANSPORTATION EXPENSE	DEBT SERVICE	TOTAL EXPENSES	DICENNIAL CENSUS	LAND AREA (SQ. MI.)
<b>Towns</b>						
ASHLAND	36,000	327,254	13,920	532,422	1,951	14.1
BALDWIN (X)	0	0	0	0	853	25.8
BIG FLATS	5,287,721	1,346,225	301,476	6,045,030	7,224	44.5
CATLIN	51,900	644,517	54,351	1,050,629	2,649	38.0
CHEMUNG	0	674,926	0	936,480	2,665	49.5
ELMIRA	705,000	1,246,878	58,125	3,634,002	7,199	22.3
ERIN	110,604	436,868	47,784	682,683	2,054	44.3
HORSEHEADS	153,000	1,273,314	36,964	3,401,168	19,561	35.9
SOUTHPORT	0	1,973,202	0	3,838,996	11,185	46.5
VAN ETTEN	75	518,373	20,588	730,509	1,518	41.6
VETERAN	0	615,485	0	1,002,559	3,271	38.4
<b>Villages</b>						
WELLSBURG	410,801	24,180	18,202	378,624	631	0.6
ELMIRA HEIGHTS	28,800	505,060	52,565	2,725,628	4,170	1.1
HORSEHEADS	0	598,663	0	4,126,482	6,452	3.9
VAN ETTEN	208,913	14,706	1,420	425,721	581	0.9
MILLPORT	52,000	12,055	6,700	335,049	297	0.4
CITY OF ELMIRA	43,138,359	8,566,707	3,314,310	41,928,990	30,940	7.3
CHEMUNG COUNTY	55,864,318	19,575,557	6,391,753	159,380,840	91,070	408.2

*X= Town of Baldwin financial data is not included in this table since the Town did not file an annual report in time for publication in the Comptroller's report.*