

**Schoharie County  
Highways Shared  
Services/  
Consolidation Study  
An Overview of Current Operations  
and Analysis of Options**

**December, 2011**

**This report was prepared with funds provided by the New York Department of State under the Local Government Efficiency grant program. Contract # T-088807**

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## **An Overview of Current Operations and Analysis of Options**

**December, 2011**

Prepared for:  
**Schoharie Highways Shared Services Advisory Committee**

**Charles Zettek Jr.**  
**Scott F. Sittig**  
Project Co-Directors

1 South Washington Street  
Suite 400  
Rochester, NY 14614  
585.325.6360

100 State Street  
Suite 330  
Albany, NY 12207  
518.432.9428

[www.cgr.org](http://www.cgr.org)

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### **EXECUTIVE SUMMARY**

Schoharie County and the Town of Blenheim developed and received a Local Government Efficiency Grant in 2009 to study ways to improve the delivery of highway services in Schoharie County. The grant request was driven in part by a 2004 economic study in which the County was encouraged to consider consolidation of services as a means to reduce the tax burden on county residents. The County developed a highway services study committee with representatives from most towns to help guide the study process. In 2010, the study committee interviewed and hired the Center for Governmental Research, Inc. to facilitate the study on behalf of the Towns and the Schoharie County Board of Supervisors. The report that follows provides facts and other background information collected during the subsequent study process. The report also makes recommendations about highway services in Schoharie County that can be used to develop strategies to provide highway services in a more cost effective manner. The report is broken into two sections.

1. Section I: Details two sub-regional models for providing highway services to the Town of Blenheim.
2. Section II: Baseline analysis and summary of “What Exists” in Schoharie County for highway services and options for further shared services and/or consolidation.

### **Background and “What Exists”**

Section II was actually the first step in the study process and includes information about costs, snowplowing operations, staffing, equipment, materials and current levels of service-sharing for all the municipalities in the county, including the villages and towns as well as the County government. To prepare this section of the report, CGR conducted more than 40 interviews with town highway superintendents, town supervisors,

village public works directors and mayors, county staff, as well as collecting information and budget data from a variety of sources.

Schoharie County is a geographically expansive county with more than 1,180 miles of roadways maintained by 22 municipalities and the state of New York. Together, the County, towns and villages spent nearly \$19.3 million in 2010 to maintain this road network, including significant expense to remove snow in order to allow safe travel.

CGR found that there are many options to change the way highway services are provided within the County. Most of those we interviewed agreed that if it was possible to start over and re-design ownership and maintenance of the road system across the County, one would develop more cost-efficient ways to build and maintain the system. The challenge is that the current patchwork system is the result of decades of incremental decisions and the underlying governance structure of towns and villages within the County. Thus, large-scale system changes are going to require give-and-take across the various municipalities in order to move towards a better system design and come up with improvements that are beneficial to everyone.

A precedent for this already exists – the County has taken over all responsibility for bridges on town roads that are 20 feet or longer. The County provides the engineering, staff and material costs associated with this expense alleviating the towns and villages from bearing this cost. In addition, the County does underwrite the cost for some towns to plow and sand county roads. This de-centralized delivery of snowplowing is more efficient than having the towns drive county roads with their plows up in order to get to town roads in their network.

Across the County for all municipalities over \$7.2 million was budgeted for contractual costs for maintenance of streets. This does not even include the costs for municipal employees and equipment. Other logical areas to pursue where there are significant expenditures are further snow plowing arrangements and summer road maintenance operations. A number of other areas to explore were also identified and are summarized in the section on “*Ideas for Expanding Shared Services*”. Some of these ideas could reduce current costs; some should be considered because they would make more efficient use of existing resources; and some ideas address the need to plan for looming capital costs that could potentially result in significant future costs to local taxpayers, such as major equipment purchases or local road projects.

## Options Analysis

Section I highlights the findings of two in-depth studies that built off of one recommendation in the baseline report. The recommendation was that

sub-regional service sharing should occur between localities that already have synergy in their highway departments and/or that express interest in partnering together. Only two towns in the County volunteered to be the focus of the sub-regional service sharing study. Cobleskill and Blenheim were each interested in examining how their Towns could reduce costs or divest their Town Highway operations to other municipalities. Cobleskill determined that there were very limited options to pursue sharing services with other municipalities at this time and decided not to pursue a more formal study. The Town of Blenheim became the focus for the sub-regional study.

Blenheim shares boundaries with the Towns of Summit, Fulton, Gilboa and Jefferson, and also houses one County equipment outpost and salt shed. The Town of Summit only shares a small border with Blenheim and geography would limit the ability of Summit to provide comprehensive services to the Town of Blenheim. The Towns of Jefferson, Fulton and Gilboa were geographically the other alternatives for shared services with Blenheim. The Fulton Highway operation has a good relationship with the Blenheim Highway operation, but Fulton lacks resources and manpower. They were not interested in adding road miles and responsibility for a larger area. Gilboa expressed concern that the relationship with Blenheim would not be mutually beneficial for Gilboa residents. Neither Fulton nor Gilboa offered to participate in the shared services study with Blenheim.

The Town of Jefferson and Schoharie County were both willing to participate in the sub-regional study with Blenheim. The two studies focused on the cost and service implications of Blenheim partnering with the Town of Jefferson or with Schoharie County. The analyses isolated costs for each type of service being provided by each department and made adjustments to account for differences in road types and travel between facilities. The resulting studies can be used as models for future studies of other alternatives throughout the County.

## ***Blenheim and Jefferson***

The data collected and analyzed for a Town-Town consolidation between Blenheim and Jefferson revealed the cost savings were not large enough to justify the loss in efficiency and other non-quantified costs. Two options were considered including housing the combined operation at one facility and housing the combined operation in one main facility with one winter outpost in Blenheim. The primary findings were:

- A combined operation would not yield a significant reduction to the annual, combined budget;
- A combined operation would result in ongoing efficiency losses, due to increased travel times;

- A combined operation would require a modest capital investment to house the Blenheim employees; and,
- The non-quantified costs of a combined operation outweigh the non-quantified benefits.

However, some opportunities for shared services were identified during this study that would benefit the Towns and potentially the County.

- A combined mowing operation for the Towns and that portion of the County, which can avoid the cost of new equipment for the County and may use a lower-titled operator;
- Shared purchase and use of a rubber-tired excavator, since both Jefferson and the County intend to replace their equipment in the next year or two; and,
- A new, shared facility for the Town of Blenheim and the County's Blenheim depot.

### ***Schoharie County and Blenheim***

The next model that was studied examined whether the current arrangement between the County and the Town of Esperance could be replicated with the Town of Blenheim. Schoharie County currently provides all highway services for the Town of Esperance and has established rates for providing the service. The cost per mile of the County's services to the Town of Esperance, after adjustments for differences in the road type and the level of service, is 48% lower than the Town of Blenheim's cost per mile for highway services. A model County budget to conduct Blenheim's highway functions using the unit costs from the County's experience in Esperance and Blenheim's current service levels was constructed. The total budget was 5.5% lower than the comparable budget for the current operation using Town resources.

A detailed description of a combined operation shows multiple opportunities for savings, as compared to the costs of Blenheim's current operation. Significant but un-quantified benefits would be realized by a combined operation, especially in avoiding the costs of certain future equipment purchases. These benefits outweigh the un-quantified costs. It became apparent through this study that the County and the Town should consider a contract under which the County would provide all highway services to the Town of Blenheim. If, however, the parties are not prepared to pursue a full transfer, the following shared services opportunities could still be considered:

- Similar to the previous recommendations, a combined mowing operation for the Town and that portion of the County, which can

avoid the cost of new equipment for the County and may use a lower-paid operator;

- Re-examining the plow routes used by the Towns of Blenheim and Jefferson and by the County; and,
- A new, shared facility to replace the Town of Blenheim's garage and the County's Blenheim depot.

The tax payers in the Town of Blenheim could benefit from divesting the highway operation to the County. Since the model already exists in the Town of Esperance, skeptics of the transition would not have to go far to learn about the merits and drawbacks of the relationship. It is not uncommon for this type of wholesale transition to take time. Thus, in the short term, there are several shared service opportunities that would make sense between the Town and County that could lead to higher levels of partnership in the future.

## Conclusion

It is important to recognize the interesting geographic and demographic diversity within the county, which ranges from denser development within and around the villages to large and sparsely populated towns in many of the hills in the western, southern and eastern sections of the county. It is this very diversity that caused many on the study committee to advise against drawing significant conclusions from the cost efficiency comparisons used in the baseline section of this report. The comparisons are meant to be high level "broad brush" strokes to give the readers of this report a starting point in analyzing the various operations across the County. The models in Section I offer a more in-depth approach to analyzing alternatives and should be used as the basis for future decisions.

There is already a strong working relationship between neighboring towns and villages. Many town highway superintendents remain unconvinced that divesting any of their services to the County is a viable model. This suggests that additional opportunities for shared services and/or consolidation might best be pursued among groups of municipalities that already share common interests and geography. Thus, we conclude that the Committee should consider not only County-wide options, but options that meet the needs of smaller regional groupings. This will expand the potential for achieving the types of improvements envisioned for this project.

No municipality or County in this State achieves wholesale change in short order. The contents of this report provide Schoharie County with empirical data and suggested alternatives for reconfiguring highway services within the County over time. Some of the alternatives will

benefit the County, while others will benefit the municipalities. Either way, each alternative creates one more rung in the ladder of partnership between the County and municipalities that may eventually scale the wall of full consolidation.



## ACKNOWLEDGEMENTS

CGR appreciates the many town, village and Schoharie County personnel that took extensive time to meet with, review and provide information throughout the course of the study. Those who contributed the most to the final product were the members of the study committee and we appreciate the effort each made to be transparent and consider alternatives for providing highway services to the citizens of their communities. Bob Mann, Supervisor of the Town of Blenheim served as the committee chairman and facilitated an honest dialogue about the options and the challenges facing all the towns in Schoharie County. Tom Fagnani, Commissioner of Public Works for Schoharie County, and his staff spent considerable time with CGR and its sub-consultant even after the flood of 2011. Alicia Terry, Director of Planning and Development, and her staff facilitated the engagement and offered insight and feedback that were valuable throughout the process.

## CGR STAFF TEAM

The project was co-directed by Charles Zettek, Jr., the Vice President and Director of Government Management Services, and Scott Sittig, a Senior Associate. Mr. Zettek was responsible for the overall project. Mr. Sittig wrote the final report and conducted most of the on-site interviews and background research for the baseline report (Section II). Additional research support was provided by Sarah Lobe and Eric Morris. GIS mapping and modeling was developed by Kate Bell. Outside consulting services to CGR were provided by Thomas Low, former director of the Monroe County Department of Public Works and Town Highway Superintendent for the Town of Greece and the Town of Brighton. Mr. Low was primarily responsible for the merged highway operational analyses for the Town of Blenheim (Section I).

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# SECTION I: ANALYSIS OF MERGED HIGHWAY OPERATIONS

## Introduction

CGR was engaged by Schoharie County to provide a comprehensive analysis of alternatives available to the County and its municipalities for the provision of highway services. At the time of this report, there were 22 municipalities responsible for over 1,180 miles of roadways in the County. While the majority of the road network is under the jurisdiction of the towns, the County Public Works department plays a significant role in the provision of highway services throughout the County. The challenge of the study was to harness the existing collaborations and find new ways to deliver services that would benefit the tax payers in the County.

The first step in the process was to establish a baseline of current highway related resources in use by the County and/or its municipalities. The results of that summary are captured in Section II of this report. The findings of the baseline summary report highlight that there is a wide variation in service level and cost for highway services throughout the County. However, as noted by the study committee, it is not always accurate to compare highway operations with broad brush financial metrics and not take into account the varying types of road surfaces and/or unique services that are provided in each locality. Thus, the baseline analysis is useful only in so far as it provides a broad overview of the operations currently in place. It was necessary for CGR to take that information and drill down on a few of the options that were identified at the end of the baseline summary in order to provide the County with more meaningful information on which to base future decisions.

Several options were considered by the County and the study committee and are outlined at the end of the baseline summary report in Section II. Many of the options would improve efficiencies in the coordination of services between the County and the municipalities. Services such as consolidating engineering expertise in a new County department of engineering went beyond the scope of highway services as most municipalities thought their engineering needs were more for water, sewer and culvert issues than strictly for road maintenance strategies. Similarly, enhanced equipment sharing is an extension of a regular practice among the towns, villages and County and was not viewed as something to study in more depth.

CGR concluded that modeling coverage for regionalized road networks and examining sub-regional alternatives for departmental sharing of

summer road maintenance services would provide the County useful benchmarks for planning future shared service and consolidation opportunities. As discussion ensued with the committee and the towns, it became apparent that several of the towns that were proposed in CGR's sub-regional models were not convinced that the concept was viable and many were unwilling to participate in further study. The study committee finally determined that regionalizing highway services was going to be met with significant pushback that would not be in the best interest of the County at this time.

Several alternatives were discussed as options the committee could consider in more depth. As suggested in the baseline summary, a logical starting point for further research about realistic and achievable opportunities should begin with municipalities that are already working together in some way. CGR had already identified that Cobleskill and Blenheim were both open to looking in more detail at how their highway operations could either combine with the County and/or merge with a neighboring town. These two communities volunteered to be studied for possible consolidation under either scenario. They both wanted to know if divesting their highway operations to the County or merging with a partner town would be more cost effective than operating their own departments.

CGR engaged both communities to determine what a consolidated operation would cost and how it would operate. The Town of Cobleskill was very open to the idea of merging departments with the Town and Village of Richmondville. However, neither the Town nor the Village of Richmondville was amenable to the idea and in particular, the Town of Richmondville had already broken ground for a new highway facility without any planning for a merged operation. Thus, Cobleskill shifted to a focus of assessing the impact of divesting their highway operation to the County. As they collected some preliminary information, they decided that the study was not going to result in the type of efficiencies they were expecting. Prior to CGR being able to document any findings, Cobleskill decided they did not want to continue in the process.

Thus, the committee shifted course again and determined that reviewing the Town of Blenheim represented the best opportunity in the County at that time. Rather than just reviewing Blenheim being absorbed by the County, however, it was determined that reviewing Blenheim as a consolidated operation with the Town of Jefferson<sup>1</sup> would also be a

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<sup>1</sup> The Town of Jefferson was the only contiguous town to Blenheim that volunteered to participate in the study.

valuable lens through which other sub-regional models could be considered.

What follows are two in-depth options that can serve the Schoharie County Board of Supervisors for future highway shared service or consolidation considerations. The first option analyzes the Towns of Blenheim and Jefferson as a merged highway operation. The second option analyzes the impact of the County assuming the highway operation in Blenheim based on the model currently used by the County in the Town of Esperance.

## **Option 1: Blenheim and Jefferson Merged Highway Operation**

The Towns of Blenheim and Jefferson are contiguous and lie in the southwestern corner of Schoharie County. Both towns currently operate their own highway departments with little overlap between them. This review was designed to assess the feasibility of consolidating the highway operations of the two towns. The study was intended to:

- a) Describe a fully combined operation, working from a single site;
- b) Describe a combined operation, working from a primary site with a second, winter outpost;
- c) Describe the specific changes to staff, equipment and facilities necessary;
- d) Identify the unquantifiable benefits, risks and uncertainties of a combined operation;
- e) Describe the operation of an intermunicipal agreement for this purpose; and
- f) Recommend for/against a consolidated operation under either alternative.

### ***Overview of a Combined Operation Working from a Single Site***

The first component of this study focused on a complete merger of the two highway departments with operations consolidated into one facility. Based on the size and condition of the Blenheim facilities<sup>2</sup>, the study assumes that the operation would merge into the existing Town of

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<sup>2</sup> This portion of the study was conducted prior to the flood in August of 2011. The flood exacerbated the already deteriorated condition of the Blenheim highway facilities making this option even more relevant for consideration.



Jefferson highway facilities. This merger would be authorized by an intermunicipal agreement between the two towns.

### ***Snow and Ice Operations***

The needs of snow and ice control set the minimum staff levels for all local highway operations. The Town Blenheim now provides snow and ice control on 30.4 lane-miles of Town roads, and pursuant to a contract 30.6 lane-miles of County roads. Blenheim uses three heavy dump trucks and one 1-ton dump truck all equipped to both plow and spread a sand/salt mix. Two of the trucks are driven by the Town's two full-time MEOs; the third by the Superintendent. There is no spare driver. The average cycle time is currently reported to be 3.5 hours.

The Town of Jefferson currently provides snow and ice control on 84.9 lane-miles of Town roads, and pursuant to a contract 29.9 lane-miles of County roads. Jefferson uses four heavy dump trucks (with plows and spreaders) and one 1-ton dump truck (with plow and spreader). All are driven by one of the Town's four full-time MEOs. The Superintendent acts as a spare driver. The average cycle time is currently reported to be 2.5 hours.

The one-ton dump trucks are used in both the Towns primarily for parking lots, dead-ends and large intersections. The road plowing is predominantly performed by the larger trucks. The seven larger trucks in the two operations plow a combined 175.8 lane-miles resulting in an average of 25.1 lane-miles per route. Route lengths from other operations in Monroe and Orleans Counties average some 24.2 lane-miles, with a standard deviation of 5.4 lane-miles. The topography of the Towns is hilly compared to the grades predominating in those other operations. The two Towns share a common border, but not a long one. Given the above and the cycle times reported, it is likely that 7 routes and seven MEOs would still be required in a combined operation. Thus, there should not be any reduction in the minimum full time workforce.

However, current route configurations may not be optimal for a combined operation. Both Superintendents report that they must traverse (without plowing) portions of the other Town (and of the Town of Summit) to serve routes within their own borders. Both Superintendents also report that they must traverse portions of roads served by County forces, again without plowing. Whether merged or not, it would be advisable for the three Towns and the County to meet and rationalize the current route configurations. To clarify responsibilities and to control liability, any work done by one party on another's roads should be the subject of an intermunicipal agreement. The County's current agreement with most Towns can serve as the template. The analysis that follows assumes no reduction in work force, but optimizing the route configuration could alter this assumption in the future.

### ***Other Staff Changes***

Current job titles will be impacted differently if the two operations were merged. As stated earlier, this analysis assumes that the Town of Blenheim operation would be absorbed by the Jefferson highway department. The current staffing of both Departments is described in Table A. The positions of the Towns' Highway Superintendents and the Town's Motor Equipment Operators could be affected.

**Table A- Staff of the Departments**  
**Towns of Blenheim and Jefferson Sub-Study**

Title	Blenheim		Jefferson	
	#	Rate(s)	#	Rate
Superintendent	1	\$ 34,800.00	1	\$ 45,640.00
Motor Equipment Operator FT	2	\$13/ \$15.75	4	\$15.75/\$18.75/\$19.75
MEO- PT		\$ 12.50		
Laborer		\$11.25/\$13.25		
Laborer- PT		\$ 9.25		
Health Insurance Premium		\$ 10,800.00		
Less: employee share (50% of upcharge for family)		\$ (2,700.00)		
Net health insurance cost per year		\$ 8,100.00	H.S.A	\$ 3,000.00

### ***Town Highway Superintendent (Blenheim)***

The full-time position of Town Highway Superintendent could be reduced to part-time because the supervisory responsibilities of the position would be transferred to the Jefferson Highway Superintendent. This would save \$34,800 in annual salary and an estimated 40% (\$13,800) in benefits. This would total \$48,600.

The position of Highway Superintendent is required under Town Law, Section 20.1(b). However, a new part-time position of Highway Superintendent could be created to act as the Town's liaison with the Town of Jefferson<sup>3</sup>. S/he would monitor the quality and timeliness of work under the contract, would advise the Board on the road work program and the equipment program and assist in preparing the annual budget. Most importantly, s/he could act as 'ombudsman' for any Town residents with a complaint. Compensation would be as determined by the Blenheim Town Board. Such a part-time position is now used in the Town of Esperance to administer their contract with the County. The Esperance incumbent's salary is \$7,750.00.

### ***Motor Equipment Operators (Blenheim Full-time)***

Under a combined operation the Town of Blenheim's two positions of full-time Motor Equipment Operator would be eliminated and the

<sup>3</sup> The Town of Blenheim may choose to make this a part-time "appointed" position. Transitioning to an appointed position would require a public referendum.

positions transferred to the Town of Jefferson. Employees in civil service classified positions such as these have transfer rights and ‘preferred list’ rights under section 70(2) of the Civil Service Law. These rights would preserve their title and civil service seniority, but salary and other benefits would be as per the practices in the new jurisdiction.

- The new, starting pay rate in Jefferson would be \$15.75 per hour, an increase of \$.75 per hour for one employee and \$2.75 per hour for the other for a total additional cost to the combined operation of \$7,280 per year.
- The fringe benefits would decrease from approximately 40% to approximately 26%, due to the lower cost of the Jefferson health insurance coverage. This would represent a \$9,000 decrease in the annual costs of a combined operation.

Since the Blenheim Highway Superintendent is a “working” superintendent and that position would become part time in a consolidated operation, **one additional** MEO position would be required to meet the minimum staff needs for winter operations at an annual cost of \$41,000 (including fringes, but excluding overtime).

### ***Mowing***

The Town of Blenheim makes three passes of Town roadsides in the course of the season, using a total of about 120 hours of an MEO’s time. The Town of Jefferson makes two to three passes of Town roadsides in the course of the season, using a total of about 200 to 240 hours of an MEO’s time. A combined operation could allow some economies by:

- Fully using the excess mowing capacity (about 500 man-hours per season) to mow County roadsides (see also the discussion of equipment below); and
- Using a lower title, such as a seasonal laborer, to operate the mower, rather than the higher-skilled (and paid) MEOs. To see a real reduction in the combined budget (potentially some \$2,500 per year), however, some other revenue-producing use must be found for the time now devoted by the full-time MEOs to mowing.

### ***Town of Jefferson Staff***

The proposed combined operation will not require any reductions in current Jefferson staff. Some consideration could be given to an increase in the pay of the Jefferson Highway Superintendent, owing to his enlarged responsibilities under a combined operation.

### ***Equipment Changes***

Both departments now share equipment with each other, and with other municipalities. However, the combined operation of the two departments could allow the expansion of such sharing, and a more complete utilization of some equipment. In the near term, the following apparatus and major equipment were planned for replacement (with estimated cost):

- Town of Jefferson:
  - 2012 or 2013 - backhoe to be replaced by rubber-tired excavator (\$70,000 to \$80,000)
- Town of Blenheim:
  - None now planned

A combined operation would not allow the costs of any replacement equipment to be avoided by the Towns in the near term. In the long term the following equipment would not be fully utilized in a combined fleet, and need not be replaced:

- Two of the three heavy dump trucks with plows, now used as spares (estimated cost of \$390,000);
- One of the two tractors with roadside mowers, as one could cover both Towns (at an estimated cost of \$45,000); and,
- Blenheim's backhoe (1991 Ford) at an estimated cost of \$70,000 to \$80,000.

These fleet reductions would take many years to be reflected in budget reductions. The equipment inventories of both the Town and Village are described in Table B.

**Table B - Equipment of the Departments**

**Towns of Jefferson and Blenheim Sub- Study**

Type	BLENHEIM				JEFFERSON			
	Age	Mfg.	Unit #	Comments:	Age	Mfg.	Unit #	Comments
Heavy dump w/ plow and sprd.	1988	Ford	5	spare	1995	Mack	11	not using spare
	1984	Oshkosh	7		1985	Mack	12	
	1991	Ford	8		1989	Mack	13	
	2009	Int'l	10		2000	Volvo	15	
					2007	Volvo	24	
1-Ton dump				F350	2010	Volvo	20	replaced
	2010	ford	11		2004	Ford	17	
					2011	Dodge		
Pickup, crew-cab					1988	Int'l		
Tractor	2000	new holland			2007	kubota	26	w/ loader
Loader					2007	J.Deere	25	
Backhoe	1991	ford			1992	J. Deere	8	
Grader					2005	J.Deere	20	
Road broom							22	

Consideration should be given to joint purchase between the Towns and the County for the rubber-tired excavator.<sup>4</sup> The County plans to replace one of their two Gradalls in the near term.

Similarly, consideration should be given by the County to contracting with the Towns of Jefferson and Blenheim for roadside mowing on County roads in those towns. While replacements of the County units are not immediately planned, this option should be fully explored when the purchase is imminent.

### ***Services to the Public***

A combined operation will require efforts to inform the residents of the Town of Blenheim and to ensure that their complaints are properly addressed. Residents could be informed, both before the transition and regularly thereafter, by means of a flyer with their tax bills, a posting on the Town's website and/or an advertisement in the local paper. Residents of the Town of Blenheim should be told to direct their calls to the part-time Blenheim Highway Superintendent. The Town of Blenheim should establish both a special e-mail address and a voice mail box for the part-time Highway Superintendent. S/he should then report regularly to the Town Board.

### ***Facilities***

#### ***Town of Blenheim***

The Highway garage was built before 1950 and has two small bays. One of the three plow trucks must be stored outside. Despite its poor condition and inadequate space, no major repairs to the highway garage are planned.

The 2011 budget provides \$11,000 for maintenance and operation of the facility, primarily for utilities. A consolidated operation could save this expense. If a consolidated operation is pursued, the garage should be promptly sold, leased or demolished. It will deteriorate rapidly if left unheated. The site has little room for expansion.

Sand/salt storage is provided at the nearby County depot. The County's depot is also in poor condition. Should a consolidation of the Blenheim and Jefferson operations not be pursued, a facility housing both the County and Blenheim operations should be considered. This would reduce costs for both parties.

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<sup>4</sup> The rubber-tired excavator would replace the 1992 Backhoe in the Town of Jefferson.

### ***Town of Jefferson***

The DPW garage covers 7,540 SF and includes eight (8) heated bays and one unheated bay. All of the Town's front-line equipment is housed indoors. There are no major capital investments foreseen, but some work is needed to prevent ice buildup on the roof of the shed housing the grader.

There is sufficient space for all of Blenheim's personnel to relocate. There is sufficient space for all of Blenheim's equipment to relocate, but storage would have to be outside. Block heaters are recommended for front-line equipment (approx. cost of \$5,000 for heaters and the electric service). Expansion of facilities at the current Jefferson site is considered possible as 13 acres are available.

The sand/salt storage facility is jointly owned by Jefferson and the County. It was constructed in the 1980s, but a structural evaluation must be done.

### ***Travel time***

A consolidation of staff and equipment at one facility will affect service delivery as the two garages are 10.3 miles apart. The Jefferson garage is not conveniently located to quickly serve all Blenheim work sites.

A consolidation of staff and equipment at one facility will also affect the productivity of the combined operation. Using the 15 minute travel time between the facilities as an estimate of the additional time needed for work in the Town of Blenheim, and applying it to the three FTEs that now serve Blenheim, we estimate that nearly 380 hours per year in lost productivity would be attributed to additional travel. At current rates, this acts as an increase in cost of some \$9,400 per year in labor and some \$23,000 per year in equipment (operation, maintenance and ownership).

A combined facility can offer some economies in construction as the costs of site acquisition, utilities, site preparation, and employee amenities would be the same if housing 3 FTEs or 8 FTEs. However, the cost of new garage construction for the combined operation must yield savings on the order of \$350,000 to offset the annual efficiency losses due to travel time.

### ***Grant Opportunities***

New York State has funded joint highway facilities in other communities in the State through the Local Government Efficiency grant program. Should the two towns pursue a joint operation, they should consider applying for a grant to facilitate building a new facility.

## ***Summary of Costs and Benefits***

A combined operation at a single site would not significantly reduce the annual, overall cost of operations and maintenance, nor the non-recurring

costs of capital. There would be somewhat larger efficiency losses. In addition, there would be other costs and benefits which cannot be quantified.

### ***Changes in combined operation's annual budget***

a. Delete Blenheim Highway Superintendent	(\$48,600)
b. Add part-time Superintendent	\$ 7,750
c. Increased salaries for MEOs transferred	\$ 7,300
d. Decreased fringe benefits for MEOs transferred	(\$9,000)
e. Additional MEO to replace Sup't.	\$41,000
f. Adjust Jefferson's Superintendent salary	\$ 3,000 to \$5,000
g. Blenheim Highway Garage closes	<u>(\$11,000)</u>
h. Net annual change	(\$7,550) to (\$9,550)
i. As a % of the annual budget	-3.5%

### ***Efficiency losses annually, due to increased travel time***

a. Labor	\$9,400
b. Equipment	<u>\$23,000</u>
c. Total	\$32,400

### ***Changes in near-term capital expenses for equipment***

- a. No equipment purchases can be avoided.
- b. Additional cost for block heaters and electrical Service, to relocate Blenheim equipment \$5,000

### ***Un-quantified benefits***

- a. Specialization of labor
- b. Greater reserve capacity due to larger workforce
- c. Reductions in future equipment purchases as yet unplanned
- d. Reduction in vehicle fuel and maintenance costs for vehicles not replaced in the future.

### ***Un-quantified risks or costs***

- a. Mowing route cycle time would increase
- b. Snow/ice control cycle times would increase in Blenheim
- c. Added OT for new MEO
- d. Possible slower attention to complaints of Blenheim's residents (but this can be mitigated by management controls).

### ***Blenheim as Host of Joint Operation***

There is no reason to believe that the consolidation of the Jefferson operation into the Blenheim operation would yield any significantly



different result. However, the most significant consideration is the size, age and condition of the Blenheim facility. It would not currently be possible to utilize the Blenheim facility for a combined operation. The significant capital expense required to build and house a combined operation would make the proposal too costly for consideration at this time.

## ***Combined Operation with a Second Outpost***

The second component of this study focused on a complete merger of the two highway departments with operations conducted out of one main facility and one outpost at the current Blenheim location<sup>5</sup>.

### ***Snow and Ice Operations***

These operations would be conducted in the same manner as described above except that the routes in the Blenheim service area would be served from two facilities: the Jefferson garage and an outpost at the Blenheim garage site. Seven (7) routes and seven MEOs would still be required under a combined operation. However, proper supervision of operations from the outpost would be difficult for the existing supervisory staff.

### ***Other Staff Changes***

A combined operation for the Towns with a winter outpost would function as described under the single-site alternative described above.

### ***Equipment Changes***

The combined operation of the two departments from a primary site with a winter outpost would affect equipment needs in the same way as would the single-site alternative described in the first section.

### ***Services to the Public***

A combined operation will require the same efforts (as with an operation from a single site) to inform the residents of the Town of Blenheim, and to ensure that their complaints are properly addressed.

### ***Facilities***

#### ***Town of Blenheim***

The Highway garage would be retained as an outpost for winter operations<sup>6</sup>. The present expenses for utilities and maintenance (\$11,000 in the 2011 budget) would continue at much the same level.

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<sup>5</sup> At the time of this study, the Blenheim facility had not experienced any flooding. It is possible the current condition of the facility is no longer suitable for consideration in this option.



### ***Travel time***

A consolidation of staff and equipment at one primary facility with a winter outpost will affect service delivery in the construction season as the two garages are 10.3 miles apart. The Jefferson garage is not conveniently located to quickly serve all Blenheim work sites.

A consolidation of staff and equipment at one facility in the summer months will also affect the productivity of the combined operation. Using the 15 minute travel time between the facilities as an estimate of the additional time needed for work in the Town of Blenheim and applying it to 50% of the time of the three FTEs that now serve Blenheim, we estimate that some 190 hours per year in lost productivity would be attributable to additional travel. At current rates, this would cost approximately \$4,700 per year in labor and \$11,500 per year in equipment (operation, maintenance and ownership). A combined facility can offer some economies in construction as the costs of site acquisition, utilities, site preparation, and employee amenities would be the same if housing 3 FTEs or 8 FTEs. However, the cost of new garage construction for the combined operation must yield savings on the order of \$175,000 to offset the annual efficiency losses due to travel time.

### ***Summary of Facility Costs and Benefits***

A combined operation using a primary site and a winter outpost would not reduce both the annual, overall cost of operations and maintenance, nor the non-recurring costs of capital. There would be somewhat reduced efficiency losses. In addition, there would be other costs and benefits which cannot be quantified.

### ***Changes to the combined operation's annual budget***

a) Eliminate Blenheim Highway Superintendent	(\$48,600)
b) Add part-time Superintendent	\$ 7,750
c) Increased salaries for MEOs transferred	\$ 7,300
d) Decreased fringe benefits for MEOs transferred	(\$9,000)
e) Additional MEO to replace Sup't.	\$41,000
f) Adjust Jefferson's Superintendent salary	\$ 3,000 to \$5,000
g) Blenheim garage expenses	<u>no change</u>
h) Net annual change	\$1,450 to \$3,450

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<sup>6</sup> See footnote 4.

### ***Efficiency losses annually, due to increased travel time***

a) Labor	\$ 4,700
b) Equipment	<u>\$11,500</u>
c) Total	\$16,200

### ***Changes in near-term capital expenses for equipment***

- a) No equipment purchases can be avoided.
- b) No additional costs for block heaters and electrical service, to relocate Blenheim equipment.

### ***Un-quantified benefits***

- a) Specialization of labor
- b) Greater reserve capacity due to larger workforce
- c) Reductions in future equipment purchases
- d) Reduction in vehicle fuel and maintenance costs for vehicles not replaced in the future.

### ***Un-quantified risks or costs***

- a) Mowing route cycle time increased
- b) Snow/ice control cycle times unchanged in Blenheim due to retention of an outpost there
- c) Added OT for new MEO
- d) Difficult supervision for operations from the outpost
- e) Possible slower attention to complaints of Blenheim's residents (but this can be mitigated by management controls).

## ***Implementing the Combined Operation through a Service Agreement***

An intermunicipal agreement or agreements, specific to these highway services and limited in their terms, is the appropriate means to create a combined operation. The government of each Town would remain intact; one would simply use the other as its agent to perform road work. Such agreements are authorized by section 142(d) of the Highway Law and Article 5-G of the General Municipal Law. See also the opinion of the Attorney General (Inf.) 91-74.

The language of these agreements should address the following:

- A. Nature of the agreement.** The first sections of the contract should identify the Towns involved, describe the types of service to be performed, explain the reasons for entering into the contract and

cite the statutory authority for the arrangement. Include definitions of key terms in the contract language.

**B. Scope of services.** Performance standards for the proposed services and limitations on the service's availability should be clearly stated. For example:

- i. Mowing roadsides 3 times/year
- ii. Plowing- as per Schoharie County contract standards
- iii. Major pavement maintenance- set a range of square yards to be treated annually
- iv. Potholes, plugged culvert complaints: responses within X business days

A daily log system to track the work of staff in the combined operation should be developed. This could track the days devoted to services in Blenheim with regular reports provided to the Town Highway Superintendent.

**C. Service charges.** Service contracts should clearly spell out the amount, times and manner of payments, as well as the manner in which charges will be developed. Under State law the Towns enjoy wide latitude in developing fees or charges. In this case a lump-sum annual fee for basic services (equal to Blenheim's current costs for the three full-time MEOs, their benefits, and related supplies and materials) is the likely preferable approach.

The major pavement maintenance program would be set annually by the Blenheim Town Board, in conjunction with the (part-time) Highway Superintendent and within a range to be set in contract. Thus, Blenheim could control the location, extent, and cost of such projects while Jefferson would know the approximate annual demands on its workforce.

There would be risks in such a 'lump sum' arrangement, but they can be shared. The prices of health insurance, fuel or salt may spike; a washout could occur. These risks can be shared by use of allowances for such changes, and/or by automatic re-openers after the costs have exceeded some range. Similarly, the number of person-days devoted to Town services should be stated as a range, with payments from one party to the other if the actual hours fall outside of the range.

**D. Liabilities of the parties.** The contracts should specify the extent to which either or both of the contracting parties are liable for damage to persons or property. The standards set in the snow and ice agreement with Schoharie Co. can be used.

**E. Contract term, amendment and termination.**

The maximum allowable, initial term is five years per State law. The parties could also consider agreements which will be annually renewable, but terminating at least 2 years after notice of intent.

The contracts should clearly state the duration of the agreement, circumstances under which it may be terminated, and procedures for amendment. Although the term of a contract may be influenced by a number of factors such as the type of service involved or the financial and operating condition of the parties, a long-term contract may prove to be advantageous if adequate provision is made for amendment. A long-term contract might provide for mandatory consideration of amendments or complete renegotiation after a specified period of time or under specified conditions.

#### **F. Revenues**

Blenheim would remain eligible for, and would receive revenues such as State Consolidated Highway Improvement Program assistance and County snow and ice contract payments.

#### **G. Equipment**

- i. All of the Blenheim's highway equipment should be leased to Jefferson for a nominal amount through the agreements.
- ii. Similarly, all of Jefferson's equipment should be available for services in Blenheim for a nominal amount.
- iii. Jefferson would become responsible for all costs of operations and maintenance (fuel, etc.) of the entire fleet. These costs would, presumably, be covered in Blenheim's payments.
- iv. If the contract is terminated, Blenheim's equipment would be returned in good condition, ordinary wear and tear excepted.
- v. The Towns would also agree to consult about capital equipment purchases, and to each spend some amount on such purchases annually. Thus, on termination, the Towns would each still own some equipment.
- vi. The combined operation, under Jefferson's control, would still have access to shared equipment from the County and other municipalities.

#### **H. Signatories**

Blenheim's Highway Superintendent would be authorized by the Town Board to enter into the agreement with Jefferson.

## Option 2: County to Assume Highway Operations for Blenheim

This option assesses the feasibility of consolidating the entire highway operation of the Town of Blenheim into the highway operation of Schoharie County. The study was intended to:

- a) Compare the overall cost of highway services in the Town of Blenheim to the cost of services provided by Schoharie County for the Town of Esperance and on its own highways;
- b) Estimate the costs of specific highway services that could be provided by Schoharie County to the Town of Blenheim in order to build a model budget, and then compare this model to the adopted budget for the Town;
- c) Describe the combined operation under which the Town could contract with the County for all highway services ;
- d) Describe the specific changes to staff, equipment and facilities necessary;
- e) Identify the unquantifiable benefits, costs and uncertainties of a combined operation;
- f) Describe the operation of an intermunicipal agreement for this purpose; and,
- g) Recommend for/against a consolidated operation.

### ***Comparison of the Overall Costs of Highway Services***

There are three budgets that must be analyzed for this option. Schoharie County provides services to its own roads as well as all highways services to the Town of Esperance. Both budgets must be analyzed separately for cost impact. Additionally, the Town of Blenheim budget must be considered in the analysis.

#### ***Schoharie County's Cost per Centerline Mile***

Appendix C shows the County's average cost of maintenance per centerline mile of County roads in 2008 was \$26,771. In fairness, however, these miles of County road tend to be both wider and more heavily travelled than Town roads. The differences in the road type and volume use make it difficult to compare the county's centerline mile cost with that of towns or villages.

### ***Schoharie County's Cost per Centerline Mile for services to the Town of Esperance***

Since 1991 Schoharie County has provided all highway department services to the Town of Esperance for town and village roads. As found in Appendix B, the County's average charges to Esperance to maintain each centerline mile of Esperance's roads from 2006 through 2008 was \$10,422.

The Town roads in Esperance are more comparable to Blenheim's roads than are County roads. However, the road network in Esperance is somewhat different than that in Blenheim. Blenheim has a larger share of its network in unimproved surfaces (51% with a gravel surface) than does Esperance (15% with a gravel surface)<sup>7</sup>. Gravel roads need a different level of maintenance than do improved roads and Blenheim treats their gravel roads on a 2-year cycle (rather than annually as does Esperance). Further, Blenheim has six miles of unimproved, seasonal roads that require no snow and ice control and even less frequent maintenance (on a five year cycle).

Adjusting for these differences in road surfaces and programs in order to allow for a more precise comparison, the County's average charges to Esperance for Town road maintenance in the period 2006-8 would have been \$8,337 per centerline mile. The full calculation is shown in Appendix F - Table 1.

### ***Blenheim's Cost per Centerline Mile***

The Town of Blenheim's average cost of maintenance per centerline mile of its roads from 2006 to 2008 was \$12,399 (See Table in Appendix B). This cost is more than the *adjusted* cost per mile for the maintenance of Esperance's roads by the County in that same period by 48%. This would suggest that maintenance of Town roads by County forces is less costly than the use of Blenheim's forces. Obviously, this "broad brush" comparison alone cannot determine a future course of action. The sections that follow provide a more detailed estimate of the costs of specific services now provided by the Town of Blenheim that would need consideration if the services were adopted by the County.

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<sup>7</sup> Note: These percentages differ slightly from those reported in CGR's appendix A table. The Town improved some .26 mile of unimproved surfaces in 2010, after the preparation of the initial Appendix A table.

## ***Estimation of the Costs of Specific Highway Services in the Town of Blenheim***

There are several components of the Town of Blenheim Highway Department's workload. In the summer months it consists of road maintenance (improved and unimproved), roadside mowing and other, minor costs for culverts, tree removal, ditching, etc. In the winter it consists of snow and ice control. Unlike some other Towns, the Blenheim Highway Department does not provide services such as the pickup of yard debris, park maintenance or work for sewer and water utilities.

### ***Surface Treatment of Paved Roads***

The Town of Blenheim surface treats (with a double layer of asphalt emulsion and fine stone) an average of 2 miles per year of the improved roads in the Town. This represents 20% of its improved road network, or a 5-year cycle. This is at the more frequent end of the usual 5 to 7 year cycle of surface treatments for low-volume roads.

The average cost per centerline mile of surface treatment performed by County forces on the Town of Esperance's roads in 2008-10, was \$49,600. The work includes preparatory work such as patching, cutting shoulders, etc. This cost includes labor, County equipment, contractor equipment and materials. Applying this to the Blenheim program, an annual budget of \$99,200 would be required for this component of the workload.

### ***Maintenance of Unimproved (gravel) Road Surfaces***

#### ***Year-round gravel roads***

The Town of Blenheim plans to re-grade (including the addition of any needed stone and the cutting of shoulders) an average of 2.5 miles per year of the unimproved, year-round roads in the Town. This represents 50% of its unimproved year-round road network, or a 2-year cycle.

The average cost per centerline mile of re-grading performed by County forces on the Town of Esperance's roads was \$12,800 in 2008-10. This cost includes labor, County equipment and materials. Applying this to the Blenheim program, an annual budget of \$32,000 would be required for this component of the workload.

#### ***Seasonal gravel roads***

The Town of Blenheim plans to re-grade (including the addition of any needed stone and the cutting of shoulders) an average of 1.2 miles per year of the unimproved, seasonal roads in the Town. This represents 20% of its unimproved, year-round road network, or a 5-year cycle.

The average cost per centerline mile of re-grading performed by County forces on the Town of Esperance's roads was \$12,800 in 2008-10. This cost includes labor, County equipment and materials. Applying this to the Blenheim program an annual budget of \$15,400 would be required for this component of the workload.

### ***Mowing***

The Town of Blenheim mows the roadsides of all Town roads three times per year. A tractor with mower, manned by a full-time MEO, is used. Schoharie County and other jurisdictions will mow their roadsides an average of twice per year. Only one mowing annually is required by law.

The average cost per pass per centerline mile of mowing by the Town in 2011 is \$72. This cost includes labor and equipment. Applying this to the Blenheim program, an annual budget of \$4,700 would be required for this component of the workload.

## ***Snow and Ice Control***

### ***Operations***

The Town of Blenheim now provides snow and ice control on 15.2 centerline miles of Town roads, and, pursuant to a contract, 15.3 centerline miles of County roads within the Town. This excludes approximately six (6) miles of seasonal roads. Blenheim uses three heavy dump trucks and one 1-ton dump truck; all equipped to both plow and spread a sand/salt mix. Two of the trucks are driven by the Town's two full-time MEOs: the third, by the Superintendent. There is no spare driver. The average cycle time is now reported to be 3.5 hours. The one-ton is used for the cleanup of intersections, etc. by whichever driver finished his route first. The three larger trucks in the operation now plow about 62.2 lane-miles for an average of 20.8 lane-miles per route. Route lengths from other operations in Monroe and Orleans Counties average 24.2 lane-miles, with a standard deviation of 5.4 lane-miles.

Schoharie County now provides snow and ice control on County roads within the Town of Blenheim, and, pursuant to a contract, certain State roads. The County uses a mix of single-axle and dual-axle heavy dump trucks (with plows and spreaders) on these routes. Two such trucks are housed at the County depot in the Town of Blenheim. All are driven by motor equipment operators of various levels (MEO I, MEO II A/B, or MEO III). The average cycle time is now reported to be 2.5 hours. The County roads receive a mix of 20% salt and 80% sand. The State roads receive 100% salt.

The current route configurations are not optimal. The current routes for the Town of Blenheim include stretches of the County's routes (about 9



miles), which must be travelled but are not plowed or treated. Given these inefficiencies (the shorter than average route lengths and the cycle times reported) a reduction of one route and driver *could* be possible under a combined operation. Detailed mapping of the new routes should be considered but were not within the project scope.

### ***Costs***

The average cost per centerline mile of snow and ice control performed by County forces on the Town of Esperance's roads in 2009 and 2010, was \$3,450. This cost includes labor, County equipment and materials. Applying this to the Blenheim program an annual budget of \$52,400 would be required for this component of the workload.

### ***Other costs***

There are other, miscellaneous activities performed by highway departments that cannot be easily predicted. These include pothole patching, removal of fallen trees, ditching, the replacement of driveway culverts, etc. The average cost per centerline mile of such miscellaneous activities performed by County forces on the Town of Esperance's roads in 2008-10, was \$727. This cost includes labor, County equipment and materials. Applying this to the Blenheim program, an annual budget of \$16,000 would be required for this component of the workload.

### ***Machinery***

There would be no need to add the costs of purchasing, operating and maintaining equipment and machinery to this model budget. The cost estimates for each component of the workload include equipment charges by the County to the Town based upon hourly State equipment rental rates. The rates include all of these charges.

### ***The Highway Superintendent***

The position of Highway Superintendent is required under Town Law Section 20.1(b). The supervision of the County workforce working on Town roads would, of course, be provided by County staff. However, there would still remain some legal functions to be performed and a new, part-time position of Highway Superintendent could be created to act as the Town's liaison with the County. S/he would monitor the quality and timeliness of work under the contract, would advise the Town Board on the road work program and the equipment program and assist in preparing the annual budget. Most importantly, s/he could act as 'ombudsman' for any Town residents with a complaint. Compensation would be as determined by the Town Board. Such a part-time position is now used in the Town of Esperance to administer their contract with the County. The incumbent's salary there is \$7,750.00.

## Summary and Comparison

Having accounted for all of the activities of the Blenheim highway department, how would the “model” budget (showing the costs ‘as if’ the County provided the services to the Town) compare with the actual, 2008-2010 Budgets of the Town?

1. Surface treatment	99,200
2. Maintenance of year-round gravel roads	32,000
3. Maintenance of seasonal gravel roads	15,400
4. Mowing	4,700
5. Snow and Ice	52,400
6. Other Costs	16,000
7. Machinery	
8. Highway Superintendent (PT)	<u>7,750</u>
9. Total, annual “model” budget	227,450
10. Blenheim Average Budget, 2008-10	<u>240,800</u>
11. Annual Difference	-13,350 (-5.5%)

This comparison suggests that the County could provide services to the Town of Blenheim at a lower cost than the Town’s current operation.

### ***Changes in near-term capital expenses for equipment***

1. No immediate, planned equipment purchases by the Town of Blenheim can be avoided. See the discussion on equipment changes below.
2. There would be an additional cost of approximately \$5,000 for block heaters and electrical service, to relocate Blenheim’s equipment to the County’s site.

### ***Un-quantified benefits***

1. Specialization of labor
2. Greater reserve capacity, due to larger workforce
3. Reductions in future equipment purchases, as yet unplanned (see the discussion below)
4. Reductions in vehicle fuel and maintenance costs for vehicles not replaced in the future

### ***Un-quantified risks or costs***

1. Possible, slower attention to complaints of Blenheim’s residents (but this can be mitigated by management controls).

2. Possible slower cycle times for snow and ice control operations, depending upon the results of the re-routing.

## ***Combined Operational Impact***

### ***Snow and Ice Operations***

As described above, routes could be re-configured to reduce the number of drivers required. If the County is to take over the Town of Blenheim's operation, the County should ***not*** commit to replace Blenheim's routes one-for-one and, thus, may not need three (3) additional full-time drivers to maintain current winter service levels.

### ***Staff Changes***

A combined operation, under which the County would perform all highway work for the Town of Blenheim, could offer reduced costs in most regards, but could increase costs in others. The positions of the Town's Highway Superintendent and the Town's Motor Equipment Operators could be affected. See table 2 for detailed unit costs.

<b>Table C- Labor Costs of the Departments</b>			
<b>Town of Blenheim and Schoharie Co. Sub-Study</b>			
<b>Title</b>	<b>Rate (Blen.)</b>	<b>Rate (County)</b>	
Superintendent/ Working Supervisor	\$ 34,800.00	\$ 45,739.20	per year (\$21.99 per hour)
Motor Equipment Operator FT	\$13/ \$15.75	\$14.13/\$18.63	per hour
Health Insurance Premium (per employee)	\$ 10,800.00		
Less: employee share	\$ (2,700.00)		
Net health insurance cost per year	\$ 8,100.00	\$ 8,913	22.98% avg. in 11/09

### ***Town Highway Superintendent (Blenheim)***

The full-time position of Town Highway Superintendent could be eliminated because the supervisory responsibilities of the position would be transferred to the County. This would save \$34,800 in annual salary, \$8,100 for employer-paid health insurance and an estimated 16% (\$5,600) in other benefits. This would total \$48,500. However, the position of Town Highway Superintendent is required under State law as noted above. A part-time position would be required with more limited responsibilities. A salary of \$7,750 could be considered bringing the net reduction to \$40,750.

### ***Motor Equipment Operators (full-time)***

Under a possible combined operation the Town of Blenheim's two positions of full-time Motor Equipment Operator would be eliminated and those two positions would likely be transferred to the County. Employees in civil service classified positions such as these have transfer rights and 'preferred list' rights under section 70(2) of the Civil Service Law. These

rights would preserve their title and Civil Service seniority, but salary and other benefits would be as per the practices in the new jurisdiction. The new, starting pay rate in the County would be \$14.13 per hour, an increase of \$1.13 per hour for one employee and a decrease of \$1.62 per hour for the other, for a total reduced wage cost to the combined operation of \$1,080 per year but an increased fringe benefit cost of \$1,800. However, as the Blenheim Highway Superintendent is a “working” superintendent and as that position would be eliminated in a consolidated operation, one **additional**, new MEO position *could* be required to meet the minimum staff needs for winter operations, at an annual cost of \$43,000 (including fringes, but excluding overtime).

### ***Equipment Changes***

Both departments now share equipment with each other, and with other municipalities. However, the combination of Blenheim’s operation into the County’s operation could allow the expansion of such sharing, and more complete utilization of some equipment. In the near term, the Town of Blenheim has no equipment planned for replacement. It does, however, have regular, annual need for the use of a grader.

In the long term, the following equipment owned by Blenheim would not be fully utilized in a combined fleet, and need not be replaced:

- One of the four heavy dump trucks with plows, now used as a spare (estimated savings of \$195,000);
- One of the four heavy dump trucks with plows, now used on a route but perhaps freed by re-routing (estimated savings of \$195,000);
- The tractor with roadside mower, as it is needed on Town roads only about 3 weeks per year (at an estimated cost of \$45,000);
- The Town’s 1-ton dump truck (estimated savings of \$35,000 to \$45,000); and,
- Blenheim’s backhoe (1991 Ford), at an estimated cost of \$70,000 to \$80,000.

These fleet reductions would take many years to be reflected in budget reductions. The equipment inventory of the Town is insured for a value of \$544,000, and is described in Table B of Option 1. Under a combined operation, the Town’s equipment would be leased to the County. The value of this lease would be determined by the parties, through negotiation, but this could be used to offset some or all of the Town’s charges in subsequent years.

### ***Services to the Public***

A combined operation will require some efforts to inform the residents of the Town of Blenheim, and to ensure that their complaints are properly

addressed. Residents could be informed, both before the transition and regularly thereafter, by means of a flyer with their tax bills, a posting on the Town's website and/or an advertisement in the local paper.

Residents of the Town of Blenheim could be told to direct their calls first to the County D.P.W. Should they wish to pursue the matter further or should they find the County's response to be inadequate, the Town of Blenheim should establish both a special e-mail address and a voice mail box for the part-time Highway Superintendent. S/he should then report regularly to the Town Board.

## ***Facilities***

### ***Town of Blenheim***

The Highway garage was built before 1950 and has two small bays. One of the three main-line plow trucks must be stored outside. The garage was damaged in the recent flood, with the trailer used for an office and employee space lost. Major repairs to the highway garage are needed. The site has little room for expansion and sand/salt storage is provided at the nearby County depot.

The 2011 budget provides \$11,000 for maintenance and operation of the facility, primarily for utilities. A consolidated operation could save this expense. If a consolidated operation is pursued the garage should be promptly sold, leased or demolished. It will deteriorate rapidly if left unheated.

### ***Schoharie County Depot***

The County's depot in the Town is located at the intersection of North Rd. and SR 30, covers 7,540 SF, and includes 2 heated bays (one large, and one small). The water supply is not potable, and the septic system is in poor condition. All of the County's front-line equipment is housed indoors. There are no major capital investments foreseen. It costs approximately \$10,000 per year to operate and maintain.

There is sufficient space for all of Blenheim's personnel to relocate. There is sufficient space for all of the Blenheim's equipment to relocate, but storage would have to be outside. Block heaters are recommended for front-line equipment (approx. cost of \$5,000 for heaters and the electric service). Expansion of vehicle storage facilities at the current County's site is not considered possible due to topography and utility access. As referenced above, the sand/salt storage facility serves both Blenheim and the County.

### ***New Facility***

Given the poor condition of both the facilities and the opportunity for a combined operation (even if not immediately implemented), the construction of a new, joint facility is recommended. A combined facility could spread the fixed costs of a new facility (e.g., utilities, restrooms, fuel tanks and pumps) over a larger number of employees and equipment, thus reducing costs for both jurisdictions.

### ***Grant Funds***

New York State has funded several joint highway facilities across the State through the Local Government Efficiency grant program. The County and Town could consider applying for a grant to help build a new joint facility should they agree to move forward in a joint operation.

## ***Implementing the Combined Operation through a Service Agreement***

An intermunicipal agreement or agreements, specific to these highway services and limited in their terms, is the appropriate means to create a combined operation. The government of the Town would remain intact; it would simply use the County as its agent to perform road work. Such agreements are authorized by section 142(d) of the Highway Law and Article 5-G of the General Municipal Law. See also the opinion of the Attorney General (Inf.) 91-74.

The language of these agreements should address the following:

- A. **Nature of the agreement.** The first sections of the contract should identify the parties involved, describe the types of service to be performed, explain the reasons for entering into the contract and cite the statutory authority for the arrangement. Include definitions of key terms in the contract language.
- B. **Scope of services.** Performance standards for the proposed services and limitations on the service's availability should be clearly stated. For example:
  1. Mowing roadsides 3 times/year
  2. Plowing, sanding- as per current Schoharie County contract standards
  3. Major pavement maintenance- set a range of square yards to be treated annually
  4. Gravel road maintenance- again, set a range of square yards to be treated annually, with differences for seasonal and year-round roads
  5. Potholes, plugged culvert complaints: responses within X business days

A daily log system to track the work of County staff in the Town should be continued, as is now used for the Town of Esperance. This could track the labor, equipment and materials devoted to services in Blenheim, with regular reports provided to the Town Highway Superintendent.

- C. Service charges.** Service contracts should clearly spell out the amount, times and manner of payments, as well as the manner in which charges will be developed. Under State law, the County and Town enjoy wide latitude in developing fees or charges.

The Esperance model would simply require an accounting of the time and materials used on Blenheim's work. This could be continued, if the parties can agree on such items as the overhead rate or payments for travel times.

The major pavement maintenance programs (improved and unimproved) would be set annually by the Blenheim Town Board, in conjunction with the (part-time) Highway Superintendent and within a range to be set in contract. Thus, Blenheim could control the location, extent and cost of such projects, while the County would know the approximate annual demands on its workforce.

#### **The County's Charge for Overhead**

The County now charges the Town of Esperance an amount of 110% of its actual labor and equipment costs, with the additional 10% to cover the costs of overhead. Before adding another Town to the list of 'customers' for the County DPW, the County should determine if this is an appropriate percentage. Conceptually there are two components to the overhead charges: one represents the indirect costs of DPW overhead; the other, general County overhead. DPW overhead would include the costs of general supervision (the Commissioner, the Public Works Administrator, etc.), administration (payroll staff, accounting staff, etc.), unallocated staff time (e.g., travel, training) and the facility that houses the operation (utilities, insurance, building maintenance, etc.). General County overhead would include the costs of staff departments (human resources, legal, finance, etc.) and of other, undistributed expenses. If the Town and County choose to pursue a contract, these calculations should be reviewed and a mutually-acceptable rate should be established.

- D. Liabilities of the parties.**

The contracts should specify the extent to which either or both of the contracting parties are liable for damage to persons or property. The standards set in the Town of Esperance agreement with Schoharie Co. can be used.



**E. Contract term, amendment and termination.**

- a. The maximum allowable, initial term is five years per State law. The parties could also consider agreements which will be annually renewable, but terminating at least 2 years after notice of intent.
- b. The contract should clearly state the duration of the agreement, circumstances under which it may be terminated, and procedures for amendment. Although the term of a contract may be influenced by a number of factors such as the type of service involved or the financial and operating condition of the parties, a long-term contract may prove to be advantageous if adequate provision is made for amendment. A long-term contract might provide for mandatory consideration of amendments or complete renegotiation after a specified period of time or under specified conditions.

**F. Revenues**

Blenheim would remain eligible for, and would receive revenues such as State Consolidated Highway Improvement Program assistance. These could be used to pay for major improvements to be performed by the County.

**G. Equipment**

1. All of the Blenheim's highway equipment should be leased to the County for an amount to be set through the agreement.
2. Similarly, all of the County's equipment should be available for services in Blenheim at New York State rates.
3. The County would become responsible for all costs of operations and maintenance (fuel, etc.) of the entire fleet. These costs would, presumably, be covered by the use of the State's equipment rental rate tables in calculating Blenheim's payments.
4. If the contract is terminated, Blenheim's equipment would be returned in good condition, ordinary wear and tear excepted.

**H. Signatories**

Blenheim's Highway Superintendent would be authorized by the Town Board to enter into the agreement with the County.



## Summaries of Analyses

The methodology used to analyze the opportunities for the Town of Blenheim can be reproduced in other sub-regional contexts. CGR identified several communities in its baseline report that could consider sharing their highway operations across municipal boundaries. Should they choose to pursue such options in the future, the template for analysis has been defined in this section of the report and can be used again.

### *Blenheim and Jefferson*

Based on the empirical analysis, it is not advisable for the Towns of Jefferson and Blenheim to combine their highway operations, either to a single site or with a second, winter outpost, because:

- A combined operation would not yield a significant reduction to the annual, combined budget;
- A combined operation would result in ongoing efficiency losses, due to increased travel times;
- A combined operation would require a modest capital investment to house the Blenheim employees; and,
- The non-quantified costs of a combined operation outweigh the non-quantified benefits.

Some opportunities for shared services could still be pursued, such as:

- A combined mowing operation for the Towns and that portion of the County, which can avoid the cost of new equipment for the County and may use a lower-titled operator;
- Shared purchase and use of a rubber-tired excavator, since both Jefferson and the County intend to replace their equipment in the next year or two; and,
- A new, shared facility for the Town of Blenheim and the County's Blenheim depot.

### *Schoharie County and Blenheim*

The cost per mile of the County's services to the Town of Esperance, after adjustments for differences in the road type and the level of service, is 48% lower than the Town of Blenheim's cost per mile for highway services. A model County budget to conduct Blenheim's highway functions using the unit costs from the County's experience in Esperance and Blenheim's current service levels was constructed. The total budget was 5.5% lower than the comparable budget for the current operation using Town forces.

A detailed description of a combined operation shows multiple opportunities for savings, as compared to the costs of Blenheim's current operation. Significant but un-quantified benefits would be realized by a

combined operation, especially in avoiding the costs of certain future equipment purchases. These benefits outweigh the un-quantified costs.

In consideration of all of the above, the County and the Town should consider a contract under which the County would provide all highway services to the Town of Blenheim. If, however, the parties are not prepared to pursue a full transfer, the following shared services opportunities should still be considered:

- A combined mowing operation for the Town and that portion of the County, which can avoid the cost of new equipment for the County and may use a lower-paid operator;
- Re-examining the plow routes used by the Towns of Blenheim and Jefferson and by the County; and,
- A new, shared facility to replace the Town of Blenheim's garage and the County's Blenheim depot.

## Conclusion

The tax payers in the Town of Blenheim could benefit from divesting the highway operation to the County. Since the model already exists in the Town of Esperance, skeptics of the transition would not have to go far to learn about the merits and drawbacks of the relationship. It is not uncommon for this type of wholesale transition to take time. Thus, in the short term, there are several shared service opportunities that would make sense between the Town and County that could lead to higher levels of partnership in the future.

## SECTION II: BASELINE ANALYSIS: “WHAT EXISTS”

### Introduction

This report summarizes the current operations of highway departments throughout Schoharie County, including town, village and the County’s departments. It represents the first half of a process to analyze highway maintenance operations countywide and identify opportunities for additional cooperation, efficiencies, service-sharing and consolidation.

CGR interviewed more than 40 local officials to gather data, information about current practices, and impressions and opinions for this report. That included town highway superintendents and supervisors, village mayors and street department chiefs, and county officials. We requested documents including budgets, personnel listings, equipment inventories, capital plans and collective bargaining agreements. Countywide data files were also obtained for this report, including the state Department of Transportation highway inventory, and mapping files produced by CGR. This version of the report is based upon the information provided to CGR and interviews completed by CGR through August, 2010. As additional information is obtained, it will be integrated into the report in future versions.

### Background

Schoharie County is a geographically expansive county with more than 1,180 miles of roadways maintained by 22 municipalities and the state of New York. Most of the roadway is under the jurisdiction of local towns, with the County and State making up the other majority. The 22 municipalities in the county encompass 16 towns, 5 villages, and the county.

<b>Table 1: Center Line Miles, by Jurisdiction</b>		
<b>Jurisdiction</b>	<b>Total Mileage</b>	<b>% of Total</b>
County	322.52	27%
Town	630.66	53%
NYSDOT	198.26	17%
Village	33.87	3%
Other State Agency Miles	3.2	0%
<b>All</b>	<b>1188.51</b>	<b>100%</b>

*Source: NYS Department of Transportation Highway Inventory*

Naturally, the highway departments have much in common as they all generally perform the same essential functions: maintaining the roadway in the summer, including maintaining the surface as well mowing and ditching; and snowplowing in the winter. Purchasing and maintaining the equipment necessary to do this work is another major function all highway departments share. Most of the roadway in the county is asphalt, though there is a significant portion of unpaved roads. And in some municipalities, the proportion of unpaved roads exceeds 50% (see Appendix A for details).

<b>Table 2: Center Line Miles, by Type</b>		
<b>Type</b>	<b>Miles</b>	<b>Share of Total</b>
Asphalt	749.86	63%
Unpaved	284.9	24%
Overlay	128.59	11%
Concrete	21.87	2%
Unknown	3.29	0%
<b>Total</b>	<b>1188.51</b>	<b>100%</b>

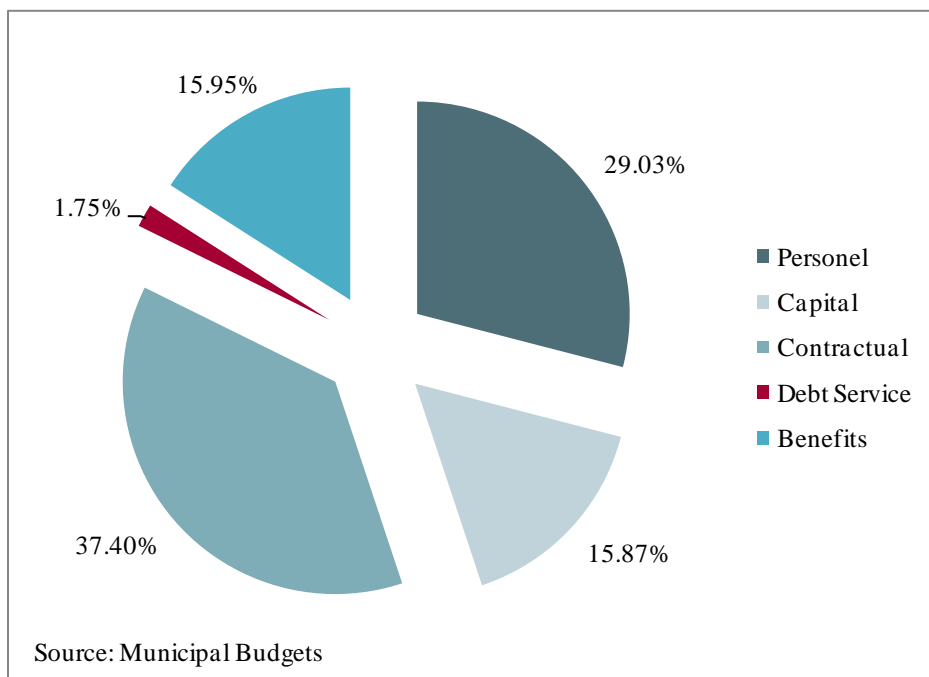
*Source: NYS Department of Transportation Highway Inventory*

However, some departments provide other services, such as trash or leaf pick-up, and some departments are qualitatively different than the others. For instance, villages usually have their employees split time between highway-related duties such as clearing snow from roads and sidewalks and other duties such as water, sewer and/or electric service.

## What Services Cost

Maintaining the road network in Schoharie County cost nearly \$19.3 million in 2010. The County budgeted expenditures of just under \$9.5 million, towns over \$9.6 million and villages just under \$200,000. This is based on budget information provided to CGR by the municipalities and the county.

As shown in Chart 1 below, 37% of expense in 2010 went to contracted expenditures, 45% to personal service and benefits and 18% to capital and debt service expense.

**Chart 1: 2010 Countywide Highway Expenditures by Major Type**

As a baseline process to identify potential opportunities to reduce costs through efficiencies, CGR developed a cost-per-centerline-mile analysis, using 2010 budget data provided by the communities. Communities were then ranked high to low based upon their miles. The results are shown in TABLE 3. Based on these results, CGR then looked at possible reasons for the cost variations shown in the table, using 2010 budget figures and employee, equipment and budget information provided.

### ***Cost-per-Mile Analysis***

The starting point for a comparative analysis is to identify current costs per mile. CGR used the 2010 budget data provided for each municipality and divided by the total number of road centerline miles, including dirt roads<sup>8</sup>. This is admittedly a quick-and-dirty assessment, because there are clearly variables within any individual municipality that affect costs per mile, for example, the topography, variations in maintenance standards and procedures, age of equipment, variability in weather patterns, the impact of large one-time capital costs, etc. Further, this initial cost-per-mile analysis does not take into account revenues (such as county or state snowplowing revenues), which would significantly lower per-mile costs. (But we do make that comparison in a following section.) Despite its limitations, this analysis does provide a way to identify ranges of costs per

<sup>8</sup> As identified in the State DOT Highway Inventory

mile to use as targets for assessing the relative efficiency of operations, especially using averages across the County that level out individual variations. Thus, it is a useful starting point for identifying potential opportunities for improvement.

<b>TABLE 3: Cost per Mile, 2010, Sorted by 2010 CPM</b>				
<b>Municipality</b>	<b>Type</b>	<b>Miles</b>	<b>2010 Cost</b>	<b>2010 CPM</b>
Broome	Town	57.51	\$ 572,950	\$ 9,963
Summit	Town	51.2	\$ 567,725	\$ 11,088
Fulton	Town	52.79	\$ 613,225	\$ 11,616
Esperance	Town	11.43	\$ 143,850	\$ 12,585
Blenheim	Town	21.96	\$ 278,408	\$ 12,678
Middleburgh	Town	42	\$ 537,986	\$ 12,809
Jefferson	Town	46.45	\$ 604,409	\$ 13,012
Sharon	Town	38.38	\$ 551,300	\$ 14,364
Seward	Town	39.72	\$ 598,717	\$ 15,073
Gilboa	Town	67.45	\$ 1,029,000	\$ 15,256
Wright	Town	41.6	\$ 640,873	\$ 15,406
Carlisle	Town	33.33	\$ 529,280	\$ 15,880
Conesville	Town	37.89	\$ 633,674	\$ 16,724
Richmondville	Town	37.38	\$ 630,976	\$ 16,880
Schoharie	Town	25.36	\$ 454,049	\$ 17,904
Richmondville	Village	5.43	\$ 104,500	\$ 19,245
Schoharie	Village	4.24	\$ 92,409	\$ 21,795
Cobleskill	Town	39.89	\$ 948,868	\$ 23,787
Sharon Springs	Village	4.34	\$ 106,735	\$ 24,593
Middleburgh	Village	6.18	\$ 180,681	\$ 29,236
Schoharie	County	322.52	\$ 9,447,584	\$ 29,293
<b>Countywide</b>	<b>Total</b>	<b>987.05</b>	<b>\$19,267,199</b>	<b>\$ 19,520</b>

*Source: CGR analysis of municipal budgets and NYSDOT Highway Inventory*

*Note: Cobleskill includes both Town and Village Miles and Expenditures*

The analysis shows a wide variation in spending per mile. The range extends from under \$10,000 in the Town of Broome to just over \$29,000 in the Village of Middleburgh and the County.

In order to determine whether the cost-per-mile figures were the result of one-time purchases or other unusual events, CGR did the same calculation for 2006, 2007 and 2008 figures using data collected by the Office of the State Comptroller. These figures are shown in Appendix B. The information we have reveals that current 2010 information was consistent with general patterns between 2006 and 2008.

TABLE 4 summarizes the information provided in TABLE 3. The average cost per mile across all departments was about \$19,500 in 2010. For towns only, the average was \$14,700 and for villages it was \$23,700.

<b>Table 4: Average Cost per Mile</b>	
<b>CPM</b>	<b>2010</b>
County	\$29,293
Town	\$14,689
Village	\$23,717
Countywide	\$19,520

Departments with higher mileages tended to have lower cost-per-mile figures, suggesting that they were able to maintain more roadways without increasing costs enough to significantly bump up their overall costs-per-mile. In 2010, the average cost per mile for departments with more than 50 miles (unadjusted<sup>9</sup>) was about \$11,980. Table 4 combined with this further analysis suggests that there are efficiencies to be gained in the system.

This simple comparison may not tell the whole story, however, since an alternative analysis could also suggest that municipalities with greater than 50 centerline miles are not maintaining their roads with the same quality. Additionally, the rural nature and topography of the towns with higher miles may not demand the same level of maintenance and care (e.g. if there are more unpaved roads, road maintenance may not be done as often or cost as much).

Types of road and traffic patterns may also influence costs. CGR did an analysis of average annual daily traffic volume with available data from New York State Department of Transportation to learn about the impact of traffic volume on total costs. While the results are not easily applied to the cost per mile analysis, they are none-the-less interesting. Based upon Table 1, there is one tenth the number of Village street miles compared to County road miles and yet they average 25% more daily traffic per section than the county roads in the network. There is nearly double the number of town road miles than there are county road miles, and yet town roads get only 25% of the traffic volume those county roads receive. State roads receive the overwhelming majority of the traffic on a daily basis.

Higher traffic volumes may be contributing to higher costs due to more frequent maintenance, higher quality materials for higher volume roads,

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<sup>9</sup> Unadjusted refers to town center-line miles only. This analysis did not include any county center-line miles maintained by the towns.

the need for more manpower for projects on higher traffic routes for improved safety, or different standards for snow plowing (such as bare road policies versus 1 inch of snow, etc.). While it is difficult to adjust the cost per mile analysis to account for these variations, they are none-the-less important factors to consider when analyzing the results for each municipality.

Not-with-standing the caveats noted in the previous paragraphs, the overhead necessary to maintain small departments is likely driving up total costs for the system. The average cost per mile for departments with 25 or fewer miles was almost \$19,720, though it was the villages in this calculation that drove up the average costs.

The County, which is the largest department with by far the most mileage, spent just over \$29,000 per mile, approximately one half more per mile than the countywide average.

To put Schoharie's numbers in context, CGR compared costs per mile in the County with those in six surrounding counties. In addition, using population, median income and land area, we also found nine other similar counties across New York State for comparison. The figures were calculated using 2008 expenditures from the Office of the State Comptroller and NYSDOT Highway Inventory mileage numbers. Appendix C provides the details for each county. The information is summarized in TABLE 5, which shows average costs per mile for counties, towns, villages and cities for all municipalities in each of the counties. Schoharie's countywide (1<sup>st</sup> column of cost figures) average cost per mile is lower than the average of the surrounding counties, but higher than the average in peer counties in other parts of the State. The County and towns spend less on average per mile than the average per mile cost in surrounding and peer counties. Schoharie's villages spend more per mile on average than villages in the surrounding and peer counties.



Table 5: Average Cost per Mile Comparisons, 2008						
		Countywide	County	Town	Village	City
Surrounding Counties	Schoharie	\$17,173	\$26,771	\$10,309	\$40,076	
	Greene	\$20,203	\$36,539	\$11,164	\$50,022	
	Montgomery	\$20,804	\$21,380	\$18,461	\$22,675	\$26,899
	Albany	\$34,624	\$74,196	\$16,042	\$42,919	\$35,705
	Delaware	\$19,296	\$59,982	\$11,893	\$62,075	
	Otsego	\$13,521	\$16,500	\$9,896	\$40,618	\$58,572
	Schenectady	\$30,544	\$40,326	\$18,958	\$13,384	\$34,347
	<b>Average</b>	<b>\$23,165</b>	<b>\$41,487</b>	<b>\$14,402</b>	<b>\$38,616</b>	<b>\$46,459</b>
Other Similar Counties	Wyoming	\$20,868	\$41,263	\$13,778	\$27,497	
	Seneca	\$14,947	\$22,327	\$8,979	\$29,411	
	Yates	\$13,423	\$23,961	\$10,234	\$23,146	
	Cortland	\$19,755	\$33,825	\$9,980	\$32,435	\$29,270
	Orleans	\$17,725	\$22,056	\$14,799	\$27,454	
	Schuyler	\$11,489	\$25,189	\$9,317	\$13,031	
	Tioga	\$16,169	\$46,289	\$9,775	\$20,343	
	Fulton	\$17,670	\$25,289	\$12,323	\$31,721	\$30,590
	Columbia	\$12,725		\$14,946	\$42,329	\$35,152
	<b>Average</b>	<b>\$16,086</b>	<b>\$28,419</b>	<b>\$11,570</b>	<b>\$27,485</b>	<b>\$31,671</b>

Source: New York State Comptroller's Office, NYSDOT Road Inventory

## Snowplowing

Clearing snow from the roadways in Schoharie County is the chief task in winter of each of the County's highway departments and of paramount importance in terms of safety. Costs for this function are captured in budgets mainly using the account code 5142. However, most town highway superintendents contribute to this function but their costs are usually captured in account 5110. In order to account for this, CGR allocated 33% of the cost of highway superintendents who were not already budgeted in account 5142 in order to better approximate the total cost for snow plowing in each municipality<sup>10</sup>. CGR compiled data for 2009 and 2010 to offer some insight into the costs per mile exclusively for snow plowing in each municipality. The results are captured in the following table:

<sup>10</sup> We did not have to make the same adjustment for Villages as their snowplowing budgets already accounted for allocated personnel costs.

**Table 6: Cost for Snowplowing (Budget Code - 5142)**

<b>Municipality</b>	<b>2009</b>	<b>2010</b>	<b>Town Miles</b>	<b>CPM 2009</b>	<b>CPM 2010</b>
Sharon Springs	\$17,000	\$8,600	4.34	\$3,917	\$1,982
Summit	\$115,248	\$117,660	51.2	\$2,251	\$2,298
Broome	\$142,540	\$140,540	57.51	\$2,479	\$2,444
Fulton	\$131,205	\$133,405	52.79	\$2,485	\$2,527
Blenheim	\$52,824	\$59,824	21.96	\$2,405	\$2,724
Jefferson	\$149,359	\$154,025	46.45	\$3,215	\$3,316
Schoharie V	\$13,652	\$14,267	4.24	\$3,220	\$3,365
Gilboa	\$231,500	\$236,500	67.45	\$3,432	\$3,506
Wright	\$144,430	\$146,430	41.6	\$3,472	\$3,520
Richmondville V	\$20,500	\$20,500	5.43	\$3,775	\$3,775
Schoharie T	\$95,445	\$96,070	25.36	\$3,764	\$3,788
Middleburgh T	\$159,198	\$159,692	42	\$3,790	\$3,802
Conesville	\$141,146	\$146,950	37.89	\$3,725	\$3,878
Carlisle	\$131,971	\$133,211	33.33	\$3,960	\$3,997
Sharon	\$151,520	\$157,456	38.38	\$3,948	\$4,103
Esperance	\$42,000	\$50,000	11.43	\$3,675	\$4,374
Middleburgh V	\$28,055	\$28,549	6.18	\$4,540	\$4,620
Seward	\$188,256	\$196,186	39.72	\$4,740	\$4,939
Richmondville T	\$209,420	\$226,380	37.38	\$5,602	\$6,056
Cobleskill (T&V)	\$137,286	\$248,095	39.89	\$3,442	\$6,219
<b>Schoharie County</b>	<b>\$1,991,560</b>	<b>\$2,039,956</b>	<b>322.52</b>	<b>\$6,175</b>	<b>\$6,325</b>
<b>T &amp; V Average</b>	<b>\$115,128</b>	<b>\$123,717</b>	<b>33.23</b>	<b>\$3,592</b>	<b>\$3,762</b>

As we noted before, several of the operations are merged such as in Esperance, Middleburgh, Cobleskill and more recently in Sharon. However, budgets in each of the municipalities still recorded costs for snowplowing revealing that some cost is a result of service sharing agreements (e.g. in Esperance where they contract with the County for snow removal). The costs per mile ranges from as little as \$1,982 per mile in Sharon Springs to \$6,219 in Cobleskill (blended Town and Village). The County averages \$6,325 which includes the amounts paid to the towns for certain portions of County road that are plowed and salted/sanded by the towns.

There are two towns that do not provide any snow plowing for County roads: Carlisle and Esperance. As was previously noted, Esperance contracts with the County for all of its highway services, including snow plowing. They pay a fee each year based upon time and materials for the County to keep all roads clear (including the Village). Carlisle does not provide any service for County roads.

Towns that contract to clear snow from County roads are paid on a formula that is based upon miles plowed and treated<sup>11</sup>. The County sets

<sup>11</sup> "Treated" refers to sand, sand/salt or salt materials applied to road surfaces after plowing.

annual per mile snow plowing rates that are based upon the difficulty of the road in terms of keeping it plowed and treated. For 2009-2010, the plowing rate was \$849.42 for easy to moderate roads and \$1001.88 for moderate to difficult roads. This works out to a blended rate of approximately \$926 per mile for snow plowing services<sup>12</sup>.

In addition to plowing, the County also reimburses for treating the road surfaces with either sand or salt. For towns that treat surfaces in addition to their contractual plowing, they are reimbursed for the costs of labor (time spent by men sanding county roads), equipment (based upon rental rates approved by the State Comptroller for all equipment used in the process of sanding) and materials (actual sand, salt, abrasives, etc. provided by the town). For towns that only treat surfaces (no snow plowing), the towns are only reimbursed for equipment and materials. In addition to reimbursement, the County provides material at the start of each winter season to the salt/sand piles in each municipality. The material is designated for use on County roads and is an “in-kind” addition to the reimbursement for labor and equipment.

The County budgeted \$745,000 in 2010 for plowing and sanding by the towns. Nearly 23% of this budget was for plowing (fixed price contracts based upon miles plowed and difficulty of roads). The remainder was for the per diem (variable) labor and equipment costs related to treating road surfaces and for the materials that were delivered to the municipalities. The material delivered to the municipalities was budgeted for approximately \$275,000 and represents an in-kind contribution to the sanding/salting operation of the towns that does not always translate into cash reimbursement. CGR also learned that it is not uncommon for the salt and sand piles in local municipalities to get mixed use. In other words, occasionally sand/salt for County roads is used on town roads and vice versa. This is part of the informal sharing arrangements that occur between the municipalities and the County.

In total, the County is paying towns to plow 188 miles of County roads and sand approximately 157 miles of [those same] County roads. Since the County is budgeting \$745,000, this works out to a cost of approximately \$4,556 per mile. The fixed portion of that is related to the snow plowing at approximately \$926 per mile (blended rate for easy to moderate and moderate to difficult roads) and the cost of in-kind materials at approximately \$1,752 per mile ( $\$275,000/157$ ). The variable rate is the difference at approximately \$1,878 per mile which applies to equipment

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<sup>12</sup> In 2010, the County budgeted \$180,000 for town snow plowing of County roads. Based upon 188 miles of County road, the budgeted rate is approximately \$957 per mile. For analysis purposes, CGR used the blended “actual” rate rather than the budgeted rate.

and labor reimbursements to local municipalities for salting/sanding the County roads.

As shown in Table 6 above, the municipalities average cost for snow plowing and sanding/salting is about \$3,762 per mile. Using this baseline, CGR estimates that the amount provided by the County to the towns is, on average, almost \$800 per mile above the average town costs. However, as noted previously, the remuneration town's receive is not all in cash making this analysis difficult to translate for budgeting purposes.

For comparison purposes, CGR analyzed the County contract with the State. The County maintains approximately 75 miles of State roads in the winter and receives \$290,000 as remuneration from the State. That works out to \$3,867 per mile<sup>13</sup>. Thus, the County actually contributes more to the towns on average than the State reimburses the County to maintain its roads. It is also interesting to note that the burden for payment with the towns and the State rests with the County. The County pays for town materials up front and delivers the material at the beginning of each season. The County does not get reimbursed from the State until after they complete the work and submit the bill.

Interviews with local elected officials, including some Highway Superintendents also revealed that there is inefficiency in the allocation of resources when it comes to plowing County and town roads. This is more pronounced in towns that do not plow for the County, but still exists in the other towns as well. The primary reason for the inefficiency is that the road network is not organized for efficient coverage. In many cases, there are County roads that must be used to reach town roads. In towns that don't plow County roads, this means that town plows pick up their plow and do not plow or sand that stretch of County road until they get to another stretch of town road. In some cases, this leaves certain town roads plowed and sanded, county roads not plowed, and in some extreme cases, some County roads get sanded before they get plowed due to the arrangements that are in place.

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<sup>13</sup> Comparing costs reimbursed by the State to costs paid to the Towns on a per mile basis may not adequately capture the differences in type of road and level of service provided. For instance, the County may plow a State road for 24 hours per day during a storm (and lay only salt) while a Town crew may only plow a County road for 16-20 hours per day (using a less expensive salt/sand mix) in any given storm. While reimbursement rates may be equivalent on an hourly basis or on the basis of similar equipment, the level of service provided in terms of time may result in different remuneration. When the remuneration is compared on a per mile basis it might appear to be unequal. The per mile analysis should only be a starting point for assessing equity.

In recent years some new salt sheds (such as in Middleburgh) have been built in an effort to streamline the use of material between municipalities. The County has also created several outposts around the County that offer decentralized operations. This is particularly helpful during snowplowing and can be useful for refilling salt and sand. Interviews suggested these arrangements were helpful and that municipalities and the County were improving at using these decentralized locations in a more coordinated manner. However, some frustration was expressed that there is not an even greater level of coordination for use of the shared salt/sand piles in the various outpost and municipal locations.

### ***Adjusted Cost per Mile***

Due to the arrangement that most towns have with the County for snowplowing, most municipalities are generating some revenue to help offset the costs for their highway and/DPW operations. In addition to the snowplowing arrangements, highway departments all receive Consolidated Highway Improvement Program (NYS CHIPS) money from New York State that is designed to help defray the cost of maintaining roads in their network. These two primary sources of revenue, in addition to other miscellaneous revenue, change the nature of the cost per mile analysis found in Table 3.

Table 7 below takes these revenue factors into account. In addition, CGR adjusted the miles to include miles that are plowed by municipalities on behalf of the County. The new “Adjusted cost per adjusted mile” column reveals a slightly different order of efficiency in the municipal operations. The range is from \$5,510 in Blenheim to \$26,000 in the Village of Middleburgh. Villages remain the most difficult to operate efficiently based upon road miles, while towns with responsibility for the largest road miles trend towards the highest efficiency.

Table 7: Adjusted Cost per Mile

Municipality	Type	Miles	Adjusted Miles	2010 Cost	Revenues	Adjusted Cost	2010 Cost Per Mile	Adj Cost per Adj Mile
Blenheim	Town	21.96	37.24	\$278,408	\$73,234	\$205,174	\$12,678	\$5,510
Summit	Town	51.2	73.78	\$567,725	\$154,356	\$413,369	\$11,088	\$5,603
Broome	Town	57.51	70.82	\$572,950	\$135,500	\$437,450	\$9,963	\$6,177
Fulton	Town	52.79	72.27	\$613,225	\$143,500	\$469,725	\$11,616	\$6,500
Jefferson	Town	46.45	61.39	\$604,409	\$104,500	\$499,909	\$13,012	\$8,143
Seward	Town	39.72	56.93	\$598,717	\$131,900	\$466,817	\$15,073	\$8,200
Gilboa	Town	67.45	100.92	\$1,029,000	\$173,500	\$855,500	\$15,256	\$8,477
Esperance	Town	11.43	11.43	\$143,850	\$40,076	\$103,774	\$12,585	\$9,079
Middleburgh	Town	42	47.09	\$537,986	\$87,800	\$450,186	\$12,809	\$9,560
Schoharie	Town	25.36	37.57	\$454,049	\$82,900	\$371,149	\$17,904	\$9,879
Wright	Town	41.6	49.11	\$640,873	\$135,811	\$505,062	\$15,406	\$10,284
Conesville	Town	37.89	50.84	\$633,674	\$99,075	\$534,599	\$16,724	\$10,515
Carlisle	Town	33.33	33.33	\$529,280	\$146,782	\$382,498	\$15,880	\$11,476
Sharon	Town	38.38	39.16	\$551,300	\$81,965	\$469,335	\$14,364	\$11,985
Richmondville	Town	37.38	44.53	\$630,976	\$17,650	\$613,326	\$16,880	\$13,773
Richmondville	Village	5.43	5.43	\$104,500	\$13,000	\$91,500	\$19,245	\$16,851
Schoharie	Village	4.24	4.24	\$92,409	\$17,817	\$74,592	\$21,795	\$17,592
Schoharie	County	322.52	397.52	\$9,447,584	\$2,412,525	\$7,035,059	\$29,293	\$17,697
Cobleskill	Town	39.89	45.52	\$948,868	\$132,900	\$815,968	\$23,787	\$17,925
Sharon Springs	Village	4.34	4.34	\$106,735	\$12,000	\$94,735	\$24,593	\$21,828
Middleburgh	Village	6.18	6.18	\$180,681	\$20,000	\$160,681	\$29,236	\$26,000
<b>Countywide</b>	<b>Total</b>	<b>987.05</b>	<b>1249.64</b>	<b>\$19,267,199</b>	<b>\$4,216,791</b>	<b>\$15,050,408</b>	<b>\$19,520</b>	<b>\$12,044</b>
Note: Adjusted County Miles add the mileage plowed for the State (75 miles).								
Note: Revenues do not include interfund revenues/ transfers (2801,5031)								
Note: County costs are only D fund costs excluding bridges.								

The overall adjusted CPM is lower in each municipality, particularly in towns with responsibility for plowing many miles of county and/or state roads. Analyzing the adjusted CPM, the gap between high-mileage and low-mileage municipalities was smaller but still significant. The cost per mile average was nearly \$18,270 in municipalities with 25 or fewer “adjusted” miles, compared to about \$9,600 in those with more than 25 adjusted miles.

## Unions and Cost

The impact of unions in the workplace on cost is unclear. As highlighted in the table below, highway workers in 3 municipalities are represented by unions. These 3 municipalities represent 3 of the 9 municipalities with the highest adjusted costs per mile, which includes the County. However, there are other reasons that costs could be high rather than just personnel costs.

**TABLE 8: 2009 Adjusted Cost per Mile & Union Status, Sorted by Adjusted CPM**

Municipality	Type	Adjusted Miles	Adjusted Cost	Adjusted Cost per Mile	Union
Blenheim	Town	37.24	\$ 205,174	\$ 5,510	None
Summit	Town	73.78	\$ 413,369	\$ 5,603	None
Broome	Town	70.82	\$ 437,450	\$ 6,177	None
Fulton	Town	72.27	\$ 469,725	\$ 6,500	None
Jefferson	Town	61.39	\$ 499,909	\$ 8,143	None
Seward	Town	56.93	\$ 466,817	\$ 8,200	None
Gilboa	Town	100.92	\$ 855,500	\$ 8,477	None
Esperance	Town	11.43	\$ 103,774	\$ 9,079	None
Middleburgh	Town	47.09	\$ 450,186	\$ 9,560	None
Schoharie	Town	37.57	\$ 371,149	\$ 9,879	None
Wright	Town	49.11	\$ 505,062	\$ 10,284	None
Conesville	Town	50.84	\$ 534,599	\$ 10,515	None
Carlisle	Town	33.33	\$ 382,498	\$ 11,476	Yes
Sharon	Town	39.16	\$ 469,335	\$ 11,985	None
Richmondville	Town	44.53	\$ 613,326	\$ 13,773	Yes
Richmondville	Village	5.43	\$ 91,500	\$ 16,851	None
Schoharie	Village	4.24	\$ 74,592	\$ 17,592	None
Schoharie	County*	397.52	\$ 7,035,059	\$ 17,697	CSEA
Cobleskill	Town	45.52	\$ 815,968	\$ 17,925	None
Sharon Springs	Village	4.34	\$ 94,735	\$ 21,828	None
Middleburgh	Village	6.18	\$ 160,681	\$ 26,000	None
<b>Countywide</b>	<b>Total</b>	<b>1249.64</b>	<b>\$ 15,050,408</b>	<b>\$ 12,044</b>	

\*Schoharie County includes 75 extra miles accounting for State Highways that are plowed.

CGR research and Table 7

For instance, Carlisle does not plow or sand any County roads. While other municipalities show a lower cost per mile, Carlisle does not benefit from this adjustment in our calculations. In fact, Table 6 reveals that their costs for snow plowing services are only slightly higher than the average for all the municipalities. Aside from methods used in our analysis, there may be different levels of debt in the municipalities with unions and there may also be a different philosophy for how to manage the operation. We do note that the County union agreement results in benefits equaling to higher than 50% of base salary costs, which is certainly a factor in the higher costs in that operation.

## Unique Services

It should be noted that some departments provide services beyond what is typical for a highway department. For analysis purposes, CGR has isolated costs for services related strictly to streets maintenance (summer and winter) and the costs of maintaining a garage. Street departments in villages often have functions that go beyond those in a town highway department, as detailed below:



- Richmondville's department encompasses the village electric, water, sewer, parks and recreation and light departments in addition to maintaining Village Hall.
- The Village of Cobleskill has a separate water and sewer operation. The Town Highway streets operation supports water and sewer occasionally but also must service a busy corridor of commerce along Route 7 in addition to the road network and some infrastructure that supports SUNY.
- Schoharie's department has responsibility for water and sewer and maintains Village Hall, storm sewers, traffic signals. They also decorate Main Street and conduct regular leaf pick-ups in the fall.
- Middleburgh helps maintain the cemetery and several acres of parks.
- Sharon Springs has separated out water and sewer operations from streets maintenance and will continue to operate a water and sewer department.

CGR has isolated costs for street services within villages for all the analysis in this report. This involved allocating the cost for personnel and only including a fractional FTE for personnel that have responsibility for streets, water, sewer and/or electric. For instance, in the Village of Richmondville, CGR counted 1 FTE DPW worker as only .3 FTE for streets costs while the other .7 FTE was excluded from the analysis.

## ***Budget Concerns***

Highway and political officials expressed a range of budget concerns in interviews. Some operations have taken on a lot of debt, others have deferred projects, several have sought grants to fund needed work, and some have cut street crews. The current national and local economy has contributed significantly to choices to defer purchases, refurbish equipment and/or reduce staff sizes. In almost all cases, budget concerns were the primary motivation for considering shared service alternatives.

## **Staffing**

### ***Staffing Levels***

CGR requested staffing information from all 22 governments. TABLE 9 provides the information we received from all municipalities.



TABLE 9 – Current Staffing in the Highway Departments

Municipality	Type	Supervisors	FTE	PT* workers (summer)	PT* workers (winter)	Total FTE*	Miles	FTE/Mile	Mile/FTE
Esperance	Town	0.15				0.15	11.43	0.01	76.20
Jefferson	Town	1	3			4	61.39	0.07	15.35
Summit	Town	1	4			5	73.78	0.07	14.76
Fulton	Town	1	4	1		5.3	72.27	0.07	13.64
Broome	Town	1	4	1		5.3	70.82	0.07	13.36
Blenheim	Town	1	2			3	37.24	0.08	12.41
Gilboa	Town	1	6	1	3	8.2	100.92	0.08	12.31
Seward	Town	1	4			5	56.93	0.09	11.39
Conesville	Town	1	3	2		4.6	50.84	0.09	11.05
Wright	Town		4		3	4.9	49.11	0.10	10.02
Schoharie	Town	1	3			4	37.57	0.11	9.39
Richmondville	Town	1	4			5	44.53	0.11	8.91
Carlisle	Town	1	3			4	33.33	0.12	8.33
Schoharie**	County	5.6	55.2	4		62	397.52	0.16	6.41
Sharon	Town	1	5		3	6.9	43.5	0.16	6.30
Middleburgh	Town	2	8			10	53.27	0.19	5.33
Schoharie	Village***	0.3	0.6			0.9	4.24	0.21	4.71
Cobleskill	Town	1	8	3		9.9	45.52	0.22	4.60
Richmondville	Village***	0.3	0.6	3		1.8	5.43	0.33	3.02

Source: Municipal Staffing Information, NYS Department of Transportation Road Inventory, CGR Analysis

Note: The values for Cobleskill, Esperance, Middleburgh and Sharon are the sums of the Town and Village statistics

\*All Part Time Workers are Counted as .3 FTE

\*\* Highway supervisor and 4 Part Time worker slots are vacant

\*\*\*Village DPW employees are all counted at .3 FTE based upon average time dedicated to street related work

This analysis reports information about the workers focused on highway/street operations in each of the municipal highway departments in the County. To the extent possible, workers in water, sewer and other areas that are sometimes part of street departments were excluded. In villages, for example, CGR counted DPW superintendents as part-time for streets rather than counting them as full-time since they oversee water, sewer and in one case electric.

The average number of employees is approximately 4.9 FTE's for all municipalities not including the County. The range is from .15 in Esperance where they have no highway department to 10 in Middleburgh which is a combined village and town department. Nine of the municipalities have between 2 and 5 full-time workers, while seven have greater than 5 full-time workers and three have less than two.

Six of the municipalities reported current use of part-time workers in the summer, with most of them (6) employing between 1 and 3 people. One municipality uses 4 or more part-time workers in the summer. Just 3 municipalities reported using part-time workers in the winter.

Throughout the interviews, CGR learned that the use of part-time workers is highly variable. In fact, even those municipalities that did not report using any part-time workers all declared that they occasionally need the extra help. Usually they hire per diem to meet their needs.

Most town departments report that “everyone does everything,” meaning that most workers are Heavy Equipment Operators (HEOs) or Motor Equipment Operators (MEOs) whose primary responsibilities are plowing roads in the winter, maintaining roads in the summer and helping care for the department’s equipment. The County and some villages have more specific classifications for employees.

The municipalities all report that the HEO’s and MEO’s work together for basic maintenance. Outside of the County operation, heavy equipment maintenance (I.e. Transmission work, repair of leaf springs, etc.) is outsourced to local vendors. Routine maintenance and even some prep work for major repair (e.g. pulling out a transmission to send to a vendor) are done in house by almost all highway departments.

The County employs a policy that each plow must have a “wingman” to accompany a driver. This policy is currently under review. Almost all towns employ a policy that only one driver is present in a vehicle for snow plowing activities.

Schoharie County’s highway department has 56 full-time employees dedicated to highway services. The 56 full-time are comprised of five supervisors, 38 MEOs, and eight laborers with an additional 5 mechanics 1 fleet coordinator and 2 support staff that service the entire County Fleet (fleet personnel including mechanics are counted at .6 FTE – 60%). The County budgeted for four part-time laborers per diem but currently is not filling those positions. In addition to these staff, the County also has seven full-time equivalent positions dedicated to bridge maintenance and one full-time sign maintenance worker. The bridge maintenance positions are not included in the staff matrix above.

## ***Pay Scales***

CGR requested staffing information from all 22 governments. TABLE 10 provides the information we received from 22 municipalities, with 5 missing.

<b>Table 10 - Wage Scales and Union Status</b>				
<b>Municipality</b>	<b>Type</b>	<b>Top FT wage</b>	<b>Bottom FT wage</b>	<b>Union</b>
Blenheim	Town	\$15.00	\$13.00	None
Broome	Town	\$17.00	\$16.25	None
Carlisle	Town	\$15.15	\$15.15	Teamsters
Cobleskill	Town	\$17.48	\$15.57	None
Cobleskill	Village			
Conesville	Town	\$15.39	\$12.61	None
Esperance	Town	7500/ year		None
Fulton	Town	\$16.45	\$16.45	None
Gilboa	Town	\$20.00		None
Jefferson	Town			None
Middleburgh	Town	\$17.20	\$13.95	None
Richmondville	Town			Yes
Schoharie	Town	\$18.05	\$16.85	None
Seward	Town			None
Sharon	Town	\$16.00	\$14.00	None
Summit	Town	\$18.15	\$14.15	None
Wright Town	Town	\$15.60		None
Richmondville	Village			None
Schoharie	Village	\$22.75	\$13.95	None
Middleburgh	Village	\$16.88	\$11.20	None
Schoharie	County	\$18.11	\$12.40	CSEA
<i>From CGR Interviews and budget analysis</i>				

Given that most municipalities have small highway crews; this wage analysis does not separate out wages for different classifications of employees. Therefore it groups together laborers, equipment operators and mechanics. Generally, laborers are paid the lowest wages and mechanics receive the highest, but several departments employ only equipment operators, as described above.

The top wages in all municipalities reported exceeds \$15 an hour. It's between \$15 and \$18 an hour for 10 municipalities, and more than \$18 an hour in the remainder (except in Esperance where there is only one part-time worker). The average was just over \$17/hour.

The bottom wage is between \$11 and \$14 an hour in 6 municipalities, and between \$14 and \$18 an hour in 7. As one might expect, municipalities with unions tended to have higher wages, though this was not true across the board. The average bottom wage was about \$14.27/hour.

While many highway superintendents said they paid about what everyone else did, the data shows that there may be a greater range of pay rates than commonly assumed. Top wages ranged from about \$15/hour to \$22.75/hour, while bottom wages ranged from \$11.20/hour to \$17.11/hour.

## ***Unions***

As shown in TABLE 9, CGR was provided with information about unions in 22 of the municipalities. Three municipalities, including the County and 2 towns, have unions operating in their highway departments. Workers in the 2 towns are represented by the Teamsters, while the County is represented by the Civil Service Employees Association.

## **Equipment/Facilities**

### ***Equipment***

CGR requested equipment inventories from each Schoharie County municipality listing the value of each piece of equipment for insurance purposes. Interviews about equipment and related issues were also incorporated into this analysis. We received information from 21 out of the 22 municipalities.

The total insured value of equipment in the municipalities that provided inventories was over \$14.7 million. When excluding equipment that is not easily shared, the total value is reduced to \$13.0 million. Four of the municipalities (including the County) had total equipment valued at \$1 million or more. The County had the highest amount, valued at more than \$5.1 million. Another 6 municipalities had equipment valued between \$500,000 and \$1 million. The lowest amount was for the Village of Sharon Springs with about \$135,000 in equipment.

Viewed in terms of mileage maintained, the value of equipment ranged from about \$8,000 per mile in the Town of Broome to \$57,435 in the Village of Middleburgh with a countywide average of around \$16,500. Municipalities with more lane-miles generally had lower cost per mile ratios, although this was not always the case (see table 11 below).

**Table 11: Equipment Value per Mile**

Municipality	Type	Equipment Value	Miles	Value per Mile
Esperance	Town	<i>No Equipment</i>	9.17	<i>N/A</i>
Fulton	Town	<i>No Values</i>	52.79	<i>N/A</i>
Gilboa	Town	<i>No Information</i>	67.45	<i>N/A</i>
Richmondville	Town	<i>No Information</i>	37.38	<i>N/A</i>
Middleburgh	Village	\$ 354,946	6.18	\$ 57,435
Schoharie	Village	\$ 184,314	4.24	\$ 43,470
Sharon Springs	Village	\$ 134,987	4.34	\$ 31,103
Cobleskill	Town	\$ 1,120,900	39.89	\$ 28,100
Richmondville	Village	\$ 148,909	5.43	\$ 27,423
Middleburgh	Town	\$ 1,149,060	42.00	\$ 27,359
Blenheim	Town	\$ 544,230	21.96	\$ 24,783
Carlisle	Town	\$ 783,005	33.33	\$ 23,492
Jefferson	Town	\$ 1,004,815	46.45	\$ 21,632
Sharon	Town	\$ 799,630	38.38	\$ 20,835
Conesville	Town	\$ 731,663	37.89	\$ 19,310
Schoharie	County	\$ 5,134,688	322.52	\$ 15,921
Summit	Town	\$ 800,978	51.20	\$ 15,644
Schoharie	Town	\$ 386,315	25.36	\$ 15,233
Wright	Town	\$ 601,291	41.6	\$ 14,454
Seward	Town	\$ 403,500	39.72	\$ 10,159
Broome	Town	\$ 457,878	57.51	\$ 7,962
Countywide*	Total	\$ 14,741,109	895.62	\$ 16,459
<i>Source: CGR analysis of equipment inventories provided by municipalities</i>				
<i>*Only municipalities with information provided</i>				

*Source: CGR analysis of equipment inventories provided by municipalities*

### ***Paying for Equipment***

Municipalities use a variety of methods to make the large equipment purchases required for highway operations, with most using a combination of saving and borrowing. A few are able to save each year toward equipment purchases and pay cash. Most save something each year and supplement what they can pay in cash with borrowings from a short-term bond. Some bond for the full cost of big-ticket items. In most cases municipalities use state bid for purchases, but some do work with private vendors in an effort to get an even better deal.

### ***Facilities***

CGR requested the insured values of all town barns and village/ garages in order to get a sense of highway facilities. Some municipalities had another barn or storage facility in addition to their main facility. CGR received

information from 10 municipalities, with 11 missing. CGR also physically viewed the DPW/Highway barn facilities at every municipality interviewed.

The following is a synopsis of the information CGR obtained regarding DPW/Highway facilities:

- Town of Blenheim: The Town highway barn is valued at \$50,170. The facility was rebuilt in 1970, but does not currently allow for storage and/or interior maintenance of large vehicles.
- Town of Broome: Town highway barn valued at \$248,245; sand and salt storage facility valued at \$335,310.
- Town of Cobleskill: Town highway barn valued at \$500,000; sand and salt storage facility valued at \$330,000.
- Town of Jefferson: 7,540 sq./ft. Town highway garage valued at \$445,000; 13 acres of land
- Town of Wright: Combined Town hall and DPW building valued at \$451,330; road equipment storage facility valued at \$145,530; salt spreader shed valued at \$8,526
- Town of Middleburgh: 5,000 sq./ft. Town highway barn and garage with 7 bays; 4,500 sq./ft. cold storage facility with 5 bays; Large salt storage shed housed behind facility that services both County and Town routes. The facility houses the primary operations of both the Town and Village.
  - Village of Middleburgh: 3,050 sq./ft. Village DPW building with 2 bays valued at \$142,226. Used mainly for cold storage.
- Village of Sharon Springs: 3,200 sq./ft. DPW garage with 5 bays built in 1980 valued at \$88,700. Primarily used for water and sewer operations presently.
- Town of Carlisle: 4,000 sq./ft. main facility; 4,800 sq./ft. salt storage facility; 3,000 sq./ft. cold storage facility; 2-3 acres; currently planning to build a new 5,500 sq./ft. facility to eventually replace the existing main facility.
- Town of Schoharie: 3,400 sq./ft. Town highway garage buildings; 1.5-2 acres
- Town of Summit: Town highway garage and office; sand and salt storage facility; additional storage facility
- Town of Esperance: there are no Town highway facilities

The Schoharie County Department of Public Works has a number of facilities at their primary location in the Town of Schoharie as well as various other locations around the county. The following is a synopsis of the information CGR obtained regarding the County DPW facilities:

- Located in the Town of Schoharie: 27,611 sq./ft. DPW garage built in 1980 valued at \$2,273,000; 8,200 sq./ft. bridge storage building built in 1948 valued at \$481,500; various storage and salt storage facilities with a combined value of around \$100,000
- Located in various municipalities across the county: 7 different storage and salt storage facilities ranging from \$10,700 in value to \$251,000, with a total combined value of around \$570,000; The County is responsible for 75% of the maintenance on some of these facilities.

## Materials

We asked municipalities about their practices for obtaining materials needed to maintain the roads, including the sand and salt they use in the winter and the gravel, stone and other materials they apply to roads in the summer. We have information about this for 22 municipalities.

Generally, municipalities reported using the state and/or county bid systems to purchase most of their materials. At least three reported they obtained materials on their own by shopping around for a good price and/or getting materials from a local vendor. Several mentioned the advantages of obtaining materials from a local vendor, and some said they were able to get materials delivered for a reasonable cost, saving on labor and fuel costs associated with transportation of materials. Almost all municipalities used private vendors for fuel purchases.

Two municipalities reported owning their own gravel beds and generating some of their own materials.

## Shared Services and Consolidation

### *Range of Attitudes*

In order to give the committee a sense of the sentiment in the highway community, CGR attempted to classify the outlook of each interviewee toward expanded service-sharing and/or consolidation. Interviewees from 22 municipalities were willing to share their thoughts within the context of this project. This included highway and other elected officials as well as some appointed employees. Nearly all of the interviewees expressed positive or mildly positive attitudes toward the idea of doing more shared services. However, each person emphasized that shared services are already occurring with great regularity. Most interviewees were skeptical



that sharing of services could save money, but were willing to consider new arrangements if money could be saved.

Village officials and employees with unconsolidated highway operations (Richmondville and Schoharie) tended to be less positive citing the variety of services offered in Villages that were different than what the Towns and/or County offered. Cobleskill and Middleburgh officials cite current experience to suggest that there is good potential for merged services between Towns and Villages.

Town officials were more mixed with a majority being slightly positive and yet very skeptical that services could be offered any more efficiently than current operations. Towns that were negative expressed uncertainty about their relationships with the County or other municipalities and/or a lack of ability to be helpful to others because of an isolated location or tight budget for equipment and supplies.

Concerns expressed about expanded shared services included:

- shared equipment won't be properly cared for;
- repeat of a past bad experience, such as lending equipment that came back broken, or grief from elected officials over sharing practices;
- requirements to track time and materials shared among municipalities, which could ruin what is now an informally good thing;
- efficiency of certain departments and the possibility that work would be done at lower quality or less efficiently;
- sharing arrangements that aren't equitable or end up costing more, i.e., one party gets more than the other; and
- interaction of union and non-union staff members in sharing activities and potential problems that could develop (for example, complaints about pay rates or work policies).

## ***Existing Cooperation***

Of the 22 municipalities willing to discuss shared services with CGR, every municipality reported some form of service-sharing, ranging from occasionally helping out a neighbor in trouble to regularly hauling sand and materials for summer road projects with other towns.

The most common type of service-sharing reported by municipalities was the sharing of equipment. Almost all municipalities, on at least a somewhat regular basis, share equipment with others. In some cases, when they lend a truck to someone else, they may send a driver. This is a



practice intended as much to protect the municipality's investment in the equipment as it is to help the other entity. In other cases, equipment is lent out for the receiving municipality to use at their discretion.

Towns and villages that are geographically close report not only lending equipment when trucks break down but also hauling material for each other regularly to supply summer road projects or prepare for winter.

Groups of towns that work together in this and other ways include:

- Carlisle, Cobleskill, Richmondville, Seward, Sharon;
  - Richmondville Village and Cobleskill also share a sewer jet
- Conesville, Gilboa;
- Middleburgh, Schoharie, Wright and Esperance
- Summit, Jefferson
- the County contributed to building a salt/sand storage facility at the Middleburgh Town barn;
- the County has created an outpost at the Jefferson location. In addition to sharing space at the main highway garage, the County takes care of some Town roads in exchange for another location at the Town owned gravel bed.
- the County pays rent to the Town of Seward for use of a portion of their facility as an outpost for County services. This has generated opportunities for sharing of manpower and equipment;
- the County has been contracted to be the primary highway service in the Town and Village of Esperance;
- Schoharie Town and Village departments share men and equipment as needed.

Municipalities also borrow and lend specialized equipment from each other or the county, including gradalls, rollers, chippers, millers, sewer jets, sweepers, and 10-wheelers.

There are several municipalities that plow a small section of another municipality's roads. The most common occurrence is that a plow does not stop at the Town line, but extends into a neighboring town until there is a good turn-around. In exchange, the neighboring Town does a similar thing on a different road.

The following list details the shared service relationships reported by municipalities. The informal relationships described above and the formal sharing agreements that follow are mapped in Appendix E:

- Schoharie County has formal inter-municipal sharing agreements with Montgomery and Schenectady Counties for the periodic loaning, sharing and use of highway, non-highway and specialty equipment and personnel and/or equipment operators and material.
- Schoharie County has formal inter-municipal sharing agreements with each town and village in the County for the periodic loaning, sharing and use of highway, non-highway and specialty equipment and personnel and/or equipment operators and material.
- Town of Sharon & Village of Sharon Springs: in 2010 the Village and Town entered into a shared arrangement that handed the operation of the Village streets department over to the Town. The Town Highway Superintendent is now responsible for all street maintenance in the Town including snow plowing and maintenance of all Village streets. The Town also plows some County roads.
- Town of Carlisle: In addition to the informal arrangements noted above, Carlisle has signed formal inter-municipal agreements with Town of Cobleskill, Town of Richmondville, Town of Sharon and the County for the periodic loaning, sharing and use of highway, non-highway and specialty equipment and personnel and/or equipment operators and material. (Group 1 in Appendix E, Page 3)
- Town & Village of Esperance: The County has a formal inter-municipal agreement with the Town to provide all highway related services to the Town and Village. The Town administers the relationship through the agreement and through a part-time Highway Supervisor.
- Town of Wright: The Town plows some County roads and also informally shares some plowing of small sections of roads with Schoharie and Middleburgh. (Group 2 in Appendix E, Page 3)
- Town of Schoharie: The Town maintains informal relationships with the Village as noted above. In addition, the Town has informal relationships with the County for moving their salt/sand pile and sharing some salt/sand. The Town also plows some County roads both formally and informally.
- Village of Schoharie: The Village maintains a formal inter-municipal agreement with the Village of Middleburgh for mutual aid in relation to water and sewer operations. (Group 3 in Appendix E, Page 3)

- Town & Village of Cobleskill: The Village and Town have one joint highway operation managed by the Town. The Town plows some County roads.
- Town of Seward: The Town has signed mutual aid agreements with Carlisle and the County in addition to plowing some County roads. The County also leases space at the Town Barn to operate one of its decentralized locations. (Group 4 in Appendix E, Page 3)
- Town of Richmondville: The Town has signed mutual aid agreements with the Town of Carlisle and the County in addition to plowing some County roads. (Group 5 in Appendix E, Page 3)
- Village of Richmondville: The Village has signed a mutual aid agreement with the County.
- Town of Summit: The Town has formal inter-municipal agreements for mutual aid with the County and the Towns of Jefferson, Richmondville and Fulton in addition to plowing all the county roads in the Town. (Group 6 in Appendix E, Page 3)
- Town of Fulton: The Town has formal inter-municipal agreements to provide mutual aid to the County and the Town of Summit. The Town also plows some county roads. (Group 7 in Appendix E, Page 3)
- Town & Village of Middleburgh: The Town and Village have formally merged the operation of their highway and DPW departments while maintaining separate workforces and equipment. The Town has elected the appointed Village DPW Superintendent. The Town has signed a formal inter-municipal agreement with the County to provide mutual aid.
- Town of Broome: The Town has signed a formal inter-municipal agreement with the County to provide mutual aid in addition to plowing some county roads.
- Town of Conesville: The Town has signed a formal inter-municipal agreement with the County to provide mutual aid in addition to plowing some county roads.
- Town of Gilboa: The Town has signed a formal inter-municipal agreement with the County to provide mutual aid in addition to plowing some county roads.
- Town of Blenheim: The Town has signed a formal inter-municipal agreement with the County to provide mutual aid in addition to plowing some county roads.

- Town of Jefferson: The Town has signed formal inter-municipal agreements to provide mutual aid to the County and the Towns of Summit and Gilboa in addition to the Town of Harpersfield in Delaware County. The Town plows some County roads and also works out of a shared location with the County. (Group 8 in Appendix E, Page 3)

CGR found an interesting side note in these conversations. One might guess that those with more negative outlooks on expanded service sharing in the context of this study had little experience with it, but in our interviews this did not seem to be the case. This suggests that there is not a single prevailing opinion about whether or not expanded service sharing should be pursued – there are certainly pockets of opportunity and interest.

## Ideas for Expanding Cooperation and Shared Services and Options for Consolidation

All interviewees expressed opinions for expanding cooperation in providing highway service in Schoharie County. Those opinions cover a wide range of alternatives, ranging from sharing more equipment to running joint street maintenance operations to consolidation of village and town highway departments to re-organizing fiscal and operational responsibility for roads throughout the county.

What follows is a summary of the ideas surrounding these opinions. CGR believes these provide the basis for identifying what opportunities the Committee would like to pursue in more detail in the second phase of this project. This listing does not exhaust all possible options – more ideas may come from the Committee or from the public, and these ideas need to be expanded and fleshed out in more detail.

The summary of ideas does not go into any detail regarding the implications of changes required to implement any of the ideas. For example, shifting of responsibilities clearly will have staffing implications, and might have equipment implications, which would need to be explored on a case-by-case basis. However, the list included is a very good cross-section of the range of ideas tried in other communities, and is an excellent starting point for Schoharie.

As an aid to help visualize where shared services or consolidation options might be most successful, CGR prepared maps (attached in the Appendix E) that show current clusters of municipalities that already work together in a consistent way to provide efficient highway services. The maps show existing groupings of municipalities that might be more receptive to expanded shared services initiatives.

## ***Shared Equipment***

As discussed in an earlier section, municipalities are differently situated with regard to equipment. Some have nearly everything they need, while others have unmet equipment needs. Nearly every superintendent has an occasional need for a piece of equipment that he/she does not own. This is why departments are already sharing equipment. Not all types of equipment are good alternatives for sharing. The types of equipment mentioned by superintendents for sharing arrangements included:

- Graders
- Gradalls
- Large and/or small rollers
- Trailers
- Chippers
- Sweepers
- Mowers
- Front Loaders (in the case of shared salt/sand piles)

Joint agreements for the purchase and/or use of equipment could allow municipalities to pare down equipment purchases and together make more regular use of the equipment that is shared. The examples above represent pieces of equipment that are generally not in use on a daily or weekly basis by any one municipality. A schedule could be established for use of shared equipment, or sharing could happen on a more ad-hoc basis.

Questions to answer would include:

Who would own the equipment? Should it be jointly purchased or purchased by one municipality and shared?

How can departments work together to ensure that sharing practices are equitable?

How can departments ensure that shared pieces are adequately maintained, and that costs for servicing and parts are equitably shared?

Who would administer a more formal shared equipment program, (recognizing that this would likely be a challenge to administer)?

## ***Shared Facilities***

In general, superintendents did not feel that sharing a garage with a neighboring municipality would make a lot of sense. Most said they needed quicker access to their sand and salt piles than a more distantly located garage would provide.

However, some municipalities are facing a requirement or have a desire to cover their sand and/or salt piles. In those cases, construction of a shared sand/salt shed might make sense in order to share the sometimes extensive

cost involved. This has already taken place in Middleburgh where the County contributed to the cost of building a new facility.

The Village and Town of Cobleskill did express interest in building a new town highway barn and were particularly interested in joining with a neighboring Town if it made sense. Conversations with Richmondville did not identify significant interest in this possibility even though the Town of Richmondville is currently slated to build a new facility.

Several facilities are unfit for modern equipment and/or have deteriorated beyond the ability to efficiently improve them. Facilities in Carlisle, Blenheim and the Town of Broome are examples of facilities in this category with varying degrees of concern. In the case of Carlisle the municipality is already proceeding towards building a new facility. However, in the case of Blenheim and Broome, opportunities remain for collocating facilities and sharing resources as plans have not been made for anything new.

### ***Shared Fuel Facilities***

A variation on shared garages would be to have a more centralized approach to fuel facilities. Several departments expressed openness and interest in determining a more optimal location for fuel facilities.

## ***Consolidation of Departments/Services***

While most highway superintendents suggested that sharing facilities would not be beneficial to their operation, there were some that were willing to explore collocating and/or fully merging the operation.

The Village and Town of Cobleskill expressed willingness to create a shared facility and consider a joint operation between the Town and Village of Richmondville and the Town and Village of Cobleskill.

The Town of Blenheim is willing to collocate with the County and/or enter into a sharing agreement similar to the model in Esperance. In addition, they are also willing to be serviced by one or more of the surrounding Towns in addition to the County.

The Town of Conesville is open to the idea of consolidating departments with the caveat that it may be difficult to find a suitable partner due to location.

Several questions would need to be answered, including exactly what combination of willing participants exist, whether the will exists to pursue full governmental consolidation, and how new departments might be structured and operated. But there are clearly officials in the County who see the potential for significant efficiencies through consolidation efforts that can jointly be agreed to by the municipalities.

## ***Towns Mow/Sweep/Ditch County Roads***

A few towns expressed the desire to have the County take over the mowing and/or sweeping of all roads within their town. This could be done on a contractual basis, with the towns paying the County for the service, and/or the County could provide the equipment to towns, as some mentioned the need for additional mowers. A variation on this theme might be for the County to contract with towns for complete summer maintenance of County roads, just as it now contracts for snowplowing service with most towns.

## ***County Provide Engineering Services***

Another service-sharing idea that has been raised is the County providing engineering services to municipalities. Typically, municipalities expressed an interest that went beyond highway projects to encompass other areas where they have engineering needs, such as culverts, water and sewer. Most towns do not require engineering services for their road projects and so did not see this option as providing much benefit to them. If this idea is pursued in more detail, the analysis will have to assess to what extent this would affect current county engineering staffing.

## ***County Provide Traffic Control Signs Services***

The County currently operates a signage shop that could, if desired, provide sign maintenance services to municipalities on a negotiated basis. Several towns indicated an interest in discussing options for this service, although signage is currently a low-cost item for most towns and thus not likely to yield significant cost savings.

## ***County as Centralized Source for Vehicle Maintenance***

All municipalities expressed satisfaction with their current arrangement for vehicle maintenance. However, the County offered that it might be able to offer a lower hourly rate than some towns are currently receiving for major vehicle maintenance work. The most mentioned concern from highway superintendents was the timing associated with getting a critical piece of their fleet back on the road. Private vendors treat them with high priority and are very responsive to emergencies. The County would have to develop a system for addressing critical concerns in a priority manner.

### ***Inventory of Critical Parts***

Were the fleets in each municipality to be “spec’d” the same and/or be purchased from the same company, the County could serve as a centralized source for purchasing common items that need maintenance. Not only could there be volume discounts for purchasing equipment and parts in quantity, but there would also be quick turn-around from the County having parts in stock. Towns could contact the County for spare



parts rather than a manufacturer and potentially speed up response time for repairs.

## ***Transfers of Infrastructure***

Transferring infrastructure from one level of government to another has also been raised as a potential way of more efficiently maintaining the Schoharie County highway system. In addition to the transfer questions, the need for more consistent and comprehensive capital planning for the road infrastructure within the County has been identified. Clearly, it would be to the advantage of all municipalities to have a complete inventory of roads and road conditions, along with a multi-year maintenance and repair plan. This would help guide where resources should be concentrated, plan for future costs, and allow for consolidating bidding to get volume bid pricing.

### ***County Roads to Towns or Towns to County***

With almost 325 miles of roads, the County portion of the system is over 25% of the total network and is the highest cost per mile to maintain, partly because county roads are by definition higher volume roads. The incorporation of many portions of town roads into the County system has evolved over time historically prompted when town supervisors would make agreements to have the County take over portions of each other's road systems.

Most towns said they were not interested in taking on more County roads, saying that they could not take on the work, that the County roads were in a relatively poor shape and/or that even if they were reimbursed, it would still likely be a losing proposition for the towns. However, a few towns were receptive to the idea provided that it was financially feasible and adequately compensated. Another question to be resolved would be how to pay for the plowing of County roads transferred to the towns. Since towns are now contracted to provide that service in most towns, they may not want to give up that revenue if they continue to provide the service. A third question to be resolved would be how to ensure that roads which are turned over meet some type of minimum quality standard.

It was also suggested that this process could also work in the opposite direction, i.e. some town roads could be turned over to the County, to create a consistent and more complete County system. Either way, the objective would be to rationalize the current patchwork of County and town roads, especially where there are short sections or stubs of County roads interspersed in various towns.

### ***County get out of snowplowing and/or summer maintenance***

There are models in NYS, most notably in Monroe County in western NY, where counties have completely decentralized their operations for snow plowing and summer road maintenance. Either they contract with a local



municipality or they contract with a private vendor to complete work on all the county roads in their network. In exchange, they reimburse those municipalities or vendors at rates that are less expensive than hiring a full complement of staff. Monroe County currently has a very limited full time staff that offers professional oversight, typically engineering type services at no charge to the municipalities as they plan for road maintenance projects. The County staff supervises projects and assures compliance with prerequisite standards. A variation of this occurs in Herkimer County where all snowplowing is done by municipalities and summer maintenance is done by the County through the use of part-time labor hired only during the summer season. The same part-time workforce is eligible to be hired part-time during the winters by the municipalities for the snow plowing.

### ***Comprehensive Rationalization of the Municipal Road System***

Several interviewees indicated that it would be very useful to develop a hypothetical model of the road system within the County assuming it was managed as a single integrated system. Developing such a model would be a way to identify the optimal location of equipment and facilities to most cost effectively deliver highway services throughout the county. The hypothetical model would provide a target to evolve to over time. For example, if the model identified highway garage and equipment configurations that were different than currently exists, that would provide the framework for making decisions over time in terms of investment in facilities, equipment, materials and staffing.

The hypothetical model would illustrate how the road system would be organized based upon traffic volume, with costs properly allocated based upon usage (primary, secondary and feed roads) rather than by the current somewhat arbitrary designation of County, town and village roads. The model would also suggest the most efficient mix of County and other municipal resources. For example, although the overall planning and coordination might best be provided from the County level, it is likely that having the towns/villages run and provide the sub-regional delivery of these services will be the most efficient way to deliver day-to-day services, just as is the case with snowplowing now. The hypothetical model will not necessarily result in a reduction of resources; rather, it will identify how existing resources could be re-deployed within the context of the larger system to provide services more effectively and efficiently.

### ***Better use of County Outposts***

Some consideration was given to better coordinating the use of the County outposts. The model is progressive, but not efficiently monitored or utilized. For instance, some County plow trucks plowing Route 145 pass by the salt and sand shed in Middleburgh choosing instead to return to the main pile in Schoharie rather than using a pile in Middleburgh. In

addition to better utilization of the salt/sand sheds, the County could consider further decentralizing its work force should it continue to provide plowing and sanding operations throughout the County.

## ***Restructuring of County DPW***

If the County were to become more responsible for either vehicle maintenance and/or engineering, it would be necessary to restructure the DPW operation. The likely change would be to incorporate an engineering division that is separate from the other divisions. However, it might also include formally recognizing the vehicle mechanics and fleet coordination as a separate and unique vehicle maintenance division.

## **Conclusion**

This current services report serves as a basis for pursuing expanded shared services and consolidation opportunities within the County to achieve operating efficiencies.

As a logical starting point, further research about realistic and achievable opportunities should begin with municipalities that are already working together in some formal way. As described above, there are many combinations of communities operating under the shared services model. From the data summarized in the section titled “Existing Cooperation,” CGR has grouped these community combinations into four shared services areas:

- Shared Services – Equipment
- Shared Services – Summer Road Projects
- Shared Services – Snowplowing
- Shared Services – Facilities and Materials

Maps showing the clusters of municipalities within these four areas are provided in Appendix E. After each map a table is provided that shows the availability of data for each cluster. Appendix E also includes a map showing the location of highway/DPW barns in the county.

CGR suggests that the next step in this project – developing the Options Report – should be based on developing the model for a comprehensive rationalization of the municipal road system. This will provide real value for the Committee, especially since developing this model will incorporate a number of the ideas that should be addressed, such as optimal location of facilities, equipment and personnel and ownership and responsibility for roads and bridges. Discussion about the variables and findings of the hypothetical model could be a key planning tool to help focus discussions

about allocation of resources within the County to the road system over the next 5-10 year time horizon.

In addition to developing the “big picture” model, we suggest testing out a couple of these ideas within sub-regional clusters of municipalities that are already working together. Two examples that we heard support for and where both operational and cost efficiencies are very likely are: having the County contract with municipalities for summer road maintenance, modeled on the snowplowing contract concept; and integrating the slurry seal and oil and stone summer maintenance programs that are conducted by both the County and towns.

Evaluating a range of both large (County-wide) and small (sub-regional) options will better define the opportunities, costs and benefits of both shared services and consolidation approaches. This will provide a realistic and achievable framework for a comprehensive, integrated, cost-effective approach to managing the road system in the County.

## APPENDIX A: ROAD TYPES

The table below shows the percentage of roads in each municipality that are asphalt, concrete, overlay and unpaved.

	Asphalt	Unpaved	Overlay	Concrete	Unknown	Total Miles
<b>Blenheim (% of Total)</b>	42.1%	29.4%	28.5%			37.73
County Miles	15.77					15.77
Town Miles	0.11	11.09	10.76			21.96
<b>Broome (% of Total)</b>	45.0%	55.0%				73.5
County Miles	15.99					15.99
Town Miles	17.06	40.45				57.51
<b>Carlisle (% of Total)</b>	87.3%	12.7%				55.96
County Miles	22.63					22.63
Town Miles	26.25	7.08				33.33
<b>Cobleskill (% of Total)</b>	95.9%	4.1%				61.15
County Miles	21.26					21.26
Town Miles	26.13	2.34				28.47
Village Miles	11.23	0.19				11.42
<b>Conesville (% of Total)</b>	69.9%	30.1%				57.63
County Miles	19.74					19.74
Town Miles	20.57	17.32				37.89
<b>Esperance (% of Total)</b>	75.6%	4.6%	19.7%			30.33
County Miles	18.9					18.9
Town Miles	1.78	1.4	5.99			9.17
Village Miles	2.26					2.26
<b>Fulton (% of Total)</b>	52.0%	48.0%				77.53
County Miles	24.74					24.74
Town Miles	15.56	37.23				52.79
<b>Gilboa (% of Total)</b>	70.0%	15.8%	14.2%			99.44
County Miles	31.99					31.99
Town Miles	37.66	15.68	14.11			67.45
<b>Jefferson (% of Total)</b>	68.5%	31.5%				73.82
County Miles	27.37					27.37
Town Miles	23.18	23.27				46.45

<b>Middleburgh (% of Total)</b>	72.8%	27.1%			0.1%	68.25
<b>County Miles</b>	20.07					20.07
<b>Town Miles</b>	23.51	18.49				42
<b>Village Miles</b>	6.09				0.09	6.18
<b>Richmondville (% of Total)</b>	80.3%	19.7%				55.65
<b>County Miles</b>	12.84					12.84
<b>Town Miles</b>	27.87	9.51				37.38
<b>Village Miles</b>	3.95	1.48				5.43
<b>Schoharie (% of Total)</b>	100%					45.2
<b>County Miles</b>	15.6					15.6
<b>Town Miles</b>	25.36					25.36
<b>Village Miles</b>	4.24					4.24
<b>Seward (% of Total)</b>	70.3%	29.7%				57.7
<b>County Miles</b>	17.98					17.98
<b>Town Miles</b>	22.57	17.15				39.72
<b>Sharon (% of Total)</b>	78.0%	22.0%				58.98
<b>County Miles</b>	20.6					20.6
<b>Town Miles</b>	25.41	12.97				38.38
<b>Sharon Springs (% of Total)</b>	76.9%	23.1%				4.77
<b>County Miles</b>	0.43					0.43
<b>Village Miles</b>	3.24	1.1				4.34
<b>Summit (% of Total)</b>	38.7%	59.0%		2.3%		73.07
<b>County Miles</b>	21.87					21.87
<b>Town Miles</b>	6.39	43.12		1.69		51.2
<b>Wright (% of Total)</b>	55.6%	44.4%				56.34
<b>County Miles</b>	14.74					14.74
<b>Town Miles</b>	16.57	25.03				41.6
<b>Grand Total Miles</b>	<b>669.51</b>	<b>284.9</b>	<b>30.86</b>	<b>1.69</b>	<b>0.09</b>	<b>987.05</b>

Source: NYS Department of Transportation Road Inventory and CGR Analysis

Note: Data excludes State Roads

## APPENDIX B: COST PER MILE

The following table shows 2006-08 cost per mile in Schoharie County.

<b>Appendix B: NYS OSC Data for Highway Expenditures 2006-2008</b>								
<b>Municipality</b>	<b>Miles</b>	<b>2008 Highway Expenditures</b>	<b>2008 CPM</b>	<b>2007 Highway Expenditures</b>	<b>2007 CPM</b>	<b>2006 Highway Expenditures</b>	<b>2006 CPM</b>	<b>2006-08 Avg CPM</b>
<b><i>Towns</i></b>								
Blenheim	21.96	\$221,908	\$10,105	\$317,021	\$14,436	\$277,938	\$12,657	\$12,399
Broome	57.51	\$466,001	\$8,103	\$376,611	\$6,549	\$406,483	\$7,068	\$7,240
Carlisle	33.33	\$417,202	\$12,517	\$421,454	\$12,645	\$327,724	\$9,833	\$11,665
Cobleskill*	39.89	\$2,396,767	\$60,084	\$743,683	\$18,643	\$715,782	\$17,944	\$18,294
Conesville	37.89	\$390,471	\$10,305	\$482,463	\$12,733	\$518,015	\$13,672	\$12,237
Esperance	11.43	\$124,885	\$10,926	\$138,482	\$12,116	\$93,999	\$8,224	\$10,422
Fulton	52.79	\$413,434	\$7,832	\$592,458	\$11,223	\$407,819	\$7,725	\$8,927
Gilboa	67.45	\$985,039	\$14,604	\$824,826	\$12,229	\$1,012,557	\$15,012	\$13,948
Jefferson	46.45	\$705,855	\$15,196	\$653,388	\$14,066	\$435,994	\$9,386	\$12,883
Middleburgh	48.18	\$769,076	\$15,963	\$743,331	\$15,428	\$530,440	\$11,010	\$14,133
Richmondville	37.38	\$553,964	\$14,820	\$503,524	\$13,470	\$566,800	\$15,163	\$14,484
Schoharie	25.36	\$324,848	\$12,809	\$333,959	\$13,169	\$306,703	\$12,094	\$12,691
Seward	39.72	\$532,729	\$13,412	\$738,262	\$18,587	\$365,715	\$9,207	\$13,735
Sharon	42.72	\$624,098	\$14,609	\$583,552	\$13,660	\$531,081	\$12,432	\$13,567
Summit	51.2	\$503,577	\$9,835	\$380,650	\$7,435	\$353,816	\$6,910	\$8,060
Wright	41.6	\$449,769	\$10,812	\$402,016	\$9,664	\$427,086	\$10,266	\$10,247
<i>Town Average</i>	<i>40.9</i>	<i>\$617,476</i>	<i>\$15,121</i>	<i>\$514,730</i>	<i>\$12,878</i>	<i>\$454,872</i>	<i>\$11,163</i>	<i>\$12,183</i>
<i>Town High</i>	<i>67.45</i>	<i>\$2,396,767</i>	<i>\$60,084</i>	<i>\$824,826</i>	<i>\$18,643</i>	<i>\$1,012,557</i>	<i>\$17,944</i>	<i>\$18,294</i>
<i>Town Low</i>	<i>11.43</i>	<i>\$124,885</i>	<i>\$7,832</i>	<i>\$138,482</i>	<i>\$6,549</i>	<i>\$93,999</i>	<i>\$6,910</i>	<i>\$7,240</i>
<b><i>Villages</i></b>								
Richmondville	5.43	\$160,640	\$29,584	\$76,151	\$14,024	\$81,831	\$15,070	\$19,559
Schoharie	4.24	\$100,794	\$23,772	\$124,628	\$29,393	\$112,216	\$26,466	\$26,544
<i>Village Average</i>	<i>4.835</i>	<i>\$130,717</i>	<i>\$26,678</i>	<i>\$100,390</i>	<i>\$21,709</i>	<i>\$97,024</i>	<i>\$20,768</i>	<i>\$23,052</i>
<i>Village High</i>	<i>5.43</i>	<i>\$160,640</i>	<i>\$29,584</i>	<i>\$124,628</i>	<i>\$29,393</i>	<i>\$112,216</i>	<i>\$26,466</i>	<i>\$26,544</i>
<i>Village Low</i>	<i>4.24</i>	<i>\$100,794</i>	<i>\$23,772</i>	<i>\$76,151</i>	<i>\$14,024</i>	<i>\$81,831</i>	<i>\$15,070</i>	<i>\$19,559</i>
<b><i>Countywide</i></b>	<b><i>36.9</i></b>	<b><i>\$563,392</i></b>	<b><i>\$16,405</i></b>	<b><i>\$468,692</i></b>	<b><i>\$13,859</i></b>	<b><i>\$415,111</i></b>	<b><i>\$12,230</i></b>	<b><i>\$13,391</i></b>

Source: NYS OSC, calculations by CGR

\*Data for 2006 were excluded from the Cobleskill average calculation

## APPENDIX C: COST COMPARISONS

The following tables show detailed cost-per-mile comparisons for Schoharie and six other comparable counties. Costs per mile are presented for each municipality, and averages, highs and lows are also presented.

Schoharie Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Schoharie	321.2		\$8,598,726	\$26,771
<i>Town</i>				
Blenheim		22	\$182,550	\$8,298
Broome		57.5	\$403,755	\$7,022
Carlisle		33.3	\$383,064	\$11,503
Cobleskill		28.5	\$347,098	\$12,179
Conesville		37.4	\$360,006	\$9,626
Esperance		9.2	\$119,371	\$12,975
Fulton		52.8	\$397,435	\$7,527
Gilboa		66.9	\$664,560	\$9,934
Jefferson		46.5	\$566,340	\$12,179
Middleburgh		42	\$540,104	\$12,860
Richmondville		37.4	\$458,305	\$12,254
Schoharie		25.4	\$305,308	\$12,020
Seward		39.7	\$473,304	\$11,922
Sharon		38.4	\$367,555	\$9,572
Summit		51.2	\$283,169	\$5,531
Wright		41.6	\$396,894	\$9,541
Total miles		629.8		
<b>Town Average</b>				<b>\$10,309</b>
<b>Town High</b>				<b>\$12,975</b>
<b>Town Low</b>				<b>\$5,531</b>
<i>Village</i>				
Cobleskill		11.4	\$1,251,390	\$109,771
Esperance		2.3	\$0	
Middleburgh		6.2	\$167,432	\$27,005
Richmondville		5.4	\$160,268	\$29,679
Schoharie		4.2	\$76,181	\$18,138
Sharon Springs		4.3	\$67,878	\$15,786
Total miles		13.9		
<b>Village Average</b>				<b>\$40,076</b>
<b>Village High</b>				<b>\$109,771</b>
<b>Village Low</b>				<b>\$15,786</b>
<b>All Municipalities</b>		<b>964.9</b>	<b>\$16,570,693</b>	<b>\$392,092</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Albany Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Albany	287.5		\$21,331,285	\$74,196
<i>City</i>				
Albany		237.9	\$12,249,016	\$51,488
Cohoes		61.8	\$1,283,558	\$20,770
Watervliet		37.2	\$1,296,699	\$34,858
Total miles		336.9		
<b>City Average</b>				\$35,705
<b>City High</b>				\$51,488
<b>City Low</b>				\$20,770
<i>Town</i>				
Berne		79.3	\$852,019	\$10,744
Bethlehem		175.7	\$3,838,269	\$21,846
Coeymans		52.5	\$919,149	\$17,508
Colonie		304.4	\$7,928,640	\$26,047
Guilderland		164	\$2,429,108	\$14,812
Knox		36.5	\$478,705	\$13,115
New Scotland		78.1	\$1,249,829	\$16,003
Rensselaerville		81.8	\$906,150	\$11,078
Westerlo		57.4	\$759,315	\$13,228
Total miles		1029.7		
<b>Town Average</b>				\$16,042
<b>Town High</b>				\$26,047
<b>Town Low</b>				\$10,744
<i>Village</i>				
Altamont		5.9	\$142,627	\$24,174
Colonie		30.2	\$1,448,655	\$47,969
Green Island		9	\$783,511	\$87,057
Menands		11.7	\$587,241	\$50,192
Ravena		11.7	\$167,833	\$14,345
Voorheesville		11.3	\$381,710	\$33,780
Total miles		50.9		
<b>Village Average</b>				\$42,919
<b>Village High</b>				\$87,057
<b>Village Low</b>				\$14,345
<b>All Municipalities</b>		<b>1705</b>	<b>\$59,033,319</b>	<b>\$476,091</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller



Columbia Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Columbia	266.6		\$0	
<i>City</i>				
Hudson		31.5	\$1,107,285	\$35,152
<i>Town</i>				
Ancram		58.2	\$840,728	\$14,445
Austerlitz		57.6	\$1,164,017	\$20,209
Canaan		50.2	\$609,224	\$12,136
Chatham		97.4	\$1,425,110	\$14,632
Claverack		68.2	\$955,580	\$14,011
Clermont		21	\$250,805	\$11,943
Copake		56.5	\$827,106	\$14,639
Gallatin		41.4	\$568,901	\$13,742
Germantown		26.3	\$344,918	\$13,115
Ghent		74.7	\$771,507	\$10,328
Greenport		31.1	\$634,943	\$20,416
Hillsdale		75.4	\$798,747	\$10,593
Kinderhook		57.2	\$1,783,666	\$31,183
Livingston		54.9	\$776,045	\$14,136
New Lebanon		47.6	\$390,948	\$8,213
Stockport		22.8	\$382,559	\$16,779
Stuyvesant		27.7	\$449,856	\$16,240
Taghkanic		49	\$601,375	\$12,273
Total miles		917.2		
<b>Town Average</b>				<b>\$14,946</b>
<b>Town High</b>				<b>\$31,183</b>
<b>Town Low</b>				<b>\$8,213</b>
<i>Village</i>				
Chatham		7.4	\$145,886	\$19,714
Kinderhook		8.2	\$239,759	\$29,239
Philmont		5.8	\$263,394	\$45,413
Valatie		6.5	\$487,180	\$74,951
Total miles		27.9		
<b>Village Average</b>				<b>\$42,329</b>
<b>Village High</b>				<b>\$74,951</b>
<b>Village Low</b>				<b>\$19,714</b>
<b>All Municipalities</b>		<b>1243.2</b>	<b>\$15,819,539</b>	<b>\$473,502</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Cortland Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Cortland	247.8		\$8,381,808	\$33,825
<i>City</i>				
Cortland		44.3	\$1,296,644	\$29,270
<i>Town</i>				
Cincinnatus		18.2	\$192,433	\$10,573
Cortlandville		71.2	\$1,874,934	\$26,333
Cuyler		37.9	\$249,770	\$6,590
Freetown		30.4	\$218,784	\$7,197
Harford		24.9	\$181,804	\$7,301
Homer		62.3	\$802,059	\$12,874
Lapeer		22.8	\$183,669	\$8,056
Marathon		21.3	\$229,539	\$10,776
Preble		25.4	\$243,542	\$9,588
Scott		27.3	\$227,551	\$8,335
Solon		30.3	\$219,783	\$7,254
Taylor		25	\$160,379	\$6,415
Truxton		35	\$275,735	\$7,878
Virgil		58.2	\$693,295	\$11,912
Willet		23.7	\$204,297	\$8,620
Total miles		513.9		
<b>Town Average</b>				<b>\$9,980</b>
<b>Town High</b>				<b>\$26,333</b>
<b>Town Low</b>				<b>\$6,415</b>
<i>Village</i>				
Homer		12.9	\$388,985	\$30,154
Marathon		6	\$183,897	\$30,650
McGraw		5.2	\$189,805	\$36,501
Total miles		24.1		
<b>Village Average</b>				<b>\$32,435</b>
<b>Village High</b>				<b>\$36,501</b>
<b>Village Low</b>				<b>\$30,154</b>
<b>All Municipalities</b>		<b>830.1</b>	<b>\$16,398,713</b>	<b>\$310,103</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Delaware Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Delaware	261.3		\$15,673,219	\$59,982
<i>Town</i>				
Andes		110.9	\$658,195	\$5,935
Bovina		54.9	\$0	
Colchester		98.4	\$933,262	\$9,484
Davenport		67.4	\$603,261	\$8,950
Delhi		79.4	\$768,211	\$9,675
Deposit		40.9	\$510,082	\$12,471
Franklin		105	\$4,771,741	\$45,445
Hamden		77.9	\$683,409	\$8,773
Hancock		134.2	\$1,189,048	\$8,860
Harpersfield		57.3	\$580,382	\$10,129
Kortright		73.5	\$564,819	\$7,685
Masonville		48.2	\$328,172	\$6,809
Meredith		80.3	\$678,802	\$8,453
Middletown		127.6	\$1,424,511	\$11,164
Roxbury		99.9	\$1,350,275	\$13,516
Sidney		56.1	\$619,250	\$11,038
Stamford		39	\$503,953	\$12,922
Tompkins		77.8	\$760,638	\$9,777
Walton		98.6	\$1,145,621	\$11,619
Total miles		1527.3		
<b>Town Average</b>				<b>\$11,893</b>
<b>Town High</b>				<b>\$45,445</b>
<b>Town Low</b>				<b>\$5,935</b>
<i>Village</i>				
Delhi		9.2	\$523,405	\$56,892
Deposit (partial)		5.8	\$0	
Fleischmanns		5.9	\$96,337	\$16,328
Franklin		1.6	\$436,932	\$273,083
Hancock		8.5	\$90,226	\$10,615
Hobart		2.5	\$109,586	\$43,834
Margaretville		4.7	\$510,662	\$108,651
Sidney		22.2	\$67,345	\$3,034
Stamford		8.6	\$184,314	\$21,432
Walton		14.1	\$349,761	\$24,806
Total miles		83.1		
<b>Village Average</b>				<b>\$62,075</b>
<b>Village High</b>				<b>\$273,083</b>
<b>Village Low</b>				<b>\$3,034</b>
<b>All Municipalities</b>		<b>1871.7</b>	<b>\$36,115,419</b>	<b>\$831,362</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Fulton Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Fulton	144.2		\$3,646,669	\$25,289
<i>City</i>				
Gloversville*		56.4	\$1,140,213	\$20,217
Johnstown		45.4	\$1,859,749	\$40,964
Total miles		101.8		
<b>City Average</b>				<b>\$30,590</b>
<b>City High</b>				<b>\$40,964</b>
<b>City Low</b>				<b>\$20,217</b>
<i>Town</i>				
Bleecker		28	\$242,724	\$8,669
Broadalbin		38.2	\$766,382	\$20,062
Caroga		33.6	\$437,906	\$13,033
Ephratah		42.4	\$382,857	\$9,030
Johnstown		71.4	\$690,926	\$9,677
Mayfield		59	\$897,040	\$15,204
Northampton		25.1	\$376,352	\$14,994
Oppenheim		61.6	\$498,492	\$8,092
Perth		33.7	\$537,276	\$15,943
Stratford		49	\$417,702	\$8,525
Total miles		442		
<b>Town Average</b>				<b>\$12,323</b>
<b>Town High</b>				<b>\$20,062</b>
<b>Town Low</b>				<b>\$8,092</b>
<i>Village</i>				
Broadalbin		8.7	\$192,072	\$22,077
Mayfield		4.9	\$215,960	\$44,073
Northville		8.4	\$243,699	\$29,012
Total miles		22		
<b>Village Average</b>				<b>\$31,721</b>
<b>Village High</b>				<b>\$44,073</b>
<b>Village Low</b>				<b>\$22,077</b>
<b>All Municipalities</b>		<b>710</b>	<b>\$12,546,019</b>	<b>\$17,670</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

\* denotes 2007 expenditure data. 2008 data not available.

Greene Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Greene	262		\$9,573,159	\$36,539
<i>Town</i>				
Ashland		18	\$222,273	\$12,349
Athens		31.7	\$431,122	\$13,600
Cairo		91.3	\$1,037,617	\$11,365
Catskill		86.6	\$858,666	\$9,915
Coxsackie		49.4	\$619,707	\$12,545
Durham		80	\$889,169	\$11,115
Greenville		62.5	\$618,392	\$9,894
Holcott		16.3	\$112,074	\$6,876
Hunter		39	\$573,853	\$14,714
Jewett		39.1	\$332,272	\$8,498
Lexington		34.6	\$370,412	\$10,706
New Baltimore		63.2	\$706,051	\$11,172
Prattsville		18.9	\$231,443	\$12,246
Windham		35.8	\$404,409	\$11,296
Total miles		666.4		
<b>Town Average</b>				<b>\$11,164</b>
<b>Town High</b>				<b>\$14,714</b>
<b>Town Low</b>				<b>\$6,876</b>
<i>Village</i>				
Athens		11.2	\$247,551	\$22,103
Catskill		17.4	\$771,846	\$44,359
Coxsackie		13.3	\$227,325	\$17,092
Hunter		8.2	\$1,216,716	\$148,380
Tannersville		5.4	\$98,139	\$18,174
Total miles		38.9		
<b>Village Average</b>				<b>\$50,022</b>
<b>Village High</b>				<b>\$148,380</b>
<b>Village Low</b>				<b>\$17,092</b>
<b>All Municipalities</b>		<b>967.3</b>	<b>\$19,542,196</b>	<b>\$442,936</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Montgomery Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Montgomery	394.1		\$8,426,009	\$21,380
<i>City</i>				
Amsterdam		75.9	\$2,041,618	\$26,899
<i>Town</i>				
Amsterdam		19.8	\$541,714	\$27,359
Canajoharie		35.5	\$551,930	\$15,547
Florida		41	\$619,258	\$15,104
Glen		26.4	\$451,261	\$17,093
Minden		33.9	\$516,587	\$15,239
Mohawk		31.8	\$565,342	\$17,778
Palatine		27	\$451,597	\$16,726
Root		35.4	\$961,413	\$27,159
St. Johnsville		14.7	\$207,924	\$14,144
Total miles		265.5		
<b>Town Average</b>				<b>\$18,461</b>
<b>Town High</b>				<b>\$27,359</b>
<b>Town Low</b>				<b>\$14,144</b>
<i>Village</i>				
Canajoharie		11	\$175,973	\$15,998
Fonda		3.4	\$94,353	\$27,751
Fort Johnson		4.1	\$33,272	\$8,115
Fort Plain		9.6	\$89,835	\$9,358
Fultonville		4.4	\$172,561	\$39,218
Hagaman		8.2	\$199,516	\$24,331
Nelliston*		2.7	\$98,602	\$36,519
Palatine Bridge		1.4	\$29,853	\$21,324
St Johnsville		7.2	\$154,547	\$21,465
Total miles		52		
<b>Village Average</b>				<b>\$22,675</b>
<b>Village High</b>				<b>\$39,218</b>
<b>Village Low</b>				<b>\$8,115</b>
<b>All Municipalities</b>		<b>787.5</b>	<b>\$16,383,165</b>	<b>\$20,804</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

\* denotes 2007 expenditure data. 2008 data not available.

Orleans Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Orleans	197.1		\$4,347,145	\$22,056
<i>Town</i>				
Albion		24.3	\$384,086	\$15,806
Barre		63.7	\$508,445	\$7,982
Carlton		52.9	\$722,063	\$13,650
Clarendon		43.9	\$541,746	\$12,340
Gaines		16.8	\$398,970	\$23,748
Kendall		27.3	\$432,169	\$15,830
Murray		29.3	\$570,971	\$19,487
Ridgeway		47.5	\$622,489	\$13,105
Shelby		45.8	\$541,508	\$11,823
Yates		36.7	\$521,706	\$14,215
Total miles		388.2		
<b>Town Average</b>				<b>\$14,799</b>
<b>Town High</b>				<b>\$23,748</b>
<b>Town Low</b>				<b>\$7,982</b>
<i>Village</i>				
Albion		18.6	\$273,725	\$14,716
Holley		5.7	\$278,648	\$48,886
Lyndonville		3.3	\$52,032	\$15,767
Medina		26.6	\$809,906	\$30,448
Total miles		35.6		
<b>Village Average</b>				<b>\$27,454</b>
<b>Village High</b>				<b>\$48,886</b>
<b>Village Low</b>				<b>\$14,716</b>
<b>All Municipalities</b>		<b>620.9</b>	<b>\$11,005,609</b>	<b>\$279,860</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Otsego Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Otsego	477.3		\$7,875,571	\$16,500
<i>City</i>				
Oneonta		41.1	\$2,407,296	\$58,572
<i>Town</i>				
Burlington		65.9	\$507,435	\$7,700
Butternuts		66.3	\$596,084	\$8,991
Cherry Valley		44.4	\$444,303	\$10,007
Decatur		30.1	\$252,752	\$8,397
Edmeston		54.6	\$375,230	\$6,872
Exeter		29.9	\$313,440	\$10,483
Hartwick		57.7	\$532,417	\$9,227
Laurens		51.2	\$771,807	\$15,074
Maryland		61.3	\$435,890	\$7,111
Middlefield		74.2	\$606,402	\$8,173
Milford		58.8	\$490,093	\$8,335
Morris		49.3	\$444,751	\$9,021
New Lisbon		66.5	\$645,984	\$9,714
Oneonta		42.3	\$555,041	\$13,122
Otego		38.7	\$643,250	\$16,621
Otsego		75.6	\$705,241	\$9,329
Pittsfield		45.4	\$333,426	\$7,344
Richfield		35.1	\$595,052	\$16,953
Roseboom		36.1	\$251,450	\$6,965
Springfield		46.5	\$479,498	\$10,312
Unadilla		59.3	\$641,934	\$10,825
Westford		49.2	\$294,528	\$5,986
Worcester		67.9	\$750,003	\$11,046
Total miles		1206.3		
<b>Town Average</b>				<b>\$9,896</b>
<b>Town High</b>				<b>\$16,953</b>
<b>Town Low</b>				<b>\$5,986</b>
<i>Village</i>				
Cherry Valley		2.7	\$17,453	\$6,464
Cooperstown		13.9	\$1,071,930	\$77,117
Gilbertsville		2.5	\$8,191	\$3,276
Laurens		0.4	\$6,670	\$16,675
Milford		1.4	\$128,940	\$92,100
Morris		3.5	\$418,064	\$119,447
Otego		4.8	\$104,746	\$21,822
Richfield Springs		7.2	\$141,435	\$19,644
Unadilla		7.5	\$67,639	\$9,019
Total miles		43.9		
<b>Village Average</b>				<b>\$40,618</b>
<b>Village High</b>				<b>\$119,447</b>
<b>Village Low</b>				<b>\$3,276</b>
<b>All Municipalities</b>		<b>1768.6</b>	<b>\$23,913,946</b>	<b>\$13,521</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller



Schenectady Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Schenectady	220.2		\$8,879,817	\$40,326
<i>City</i>				
Schenectady		176.9	\$6,076,028	\$34,347
<i>Town</i>				
Duanesburg		43.9	\$387,786	\$8,833
Glenville		94.4	\$1,965,161	\$20,817
Niskayuna		81.4	\$2,632,725	\$32,343
Princetown		3.1	\$24,642	\$7,949
Rotterdam		115.2	\$2,862,367	\$24,847
Total miles		338		
<b>Town Average</b>				<b>\$18,958</b>
<b>Town High</b>				<b>\$32,343</b>
<b>Town Low</b>				<b>\$7,949</b>
<i>Village</i>				
Delanson		2.1	\$19,000	\$9,048
Scotia		25.8	\$457,194	\$17,721
Total miles		27.9		
<b>Village Average</b>				<b>\$13,384</b>
<b>Village High</b>				<b>\$17,721</b>
<b>Village Low</b>				<b>\$9,048</b>
<b>All Municipalities</b>		<b>763</b>	<b>\$23,304,720</b>	<b>\$196,232</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Schuyler Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Schuyler	121.5		\$3,060,475	\$25,189
<i>Town</i>				
Catharine		37.3	\$317,297	\$8,507
Cayuta		15.8	\$159,065	\$10,067
Dix		51.8	\$506,064	\$9,770
Hector		150.3	\$1,176,943	\$7,831
Montour		24.7	\$291,804	\$11,814
Orange		63.1	\$0	
Reading		35.4	\$370,163	\$10,457
Tyrone		72.4	\$490,463	\$6,774
Total miles		450.8		
<b>Town Average</b>				<b>\$9,317</b>
<b>Town High</b>				<b>\$11,814</b>
<b>Town Low</b>				<b>\$6,774</b>
<i>Village</i>				
Burdett		2.4	\$17,528	\$7,303
Montour Falls		14.9	\$228,528	\$15,337
Odessa		6.4	\$28,232	\$4,411
Watkins Glen		14.8	\$371,065	\$25,072
Total miles		38.5		
<b>Village Average</b>				<b>\$13,031</b>
<b>Village High</b>				<b>\$25,072</b>
<b>Village Low</b>				<b>\$4,411</b>
<b>All Municipalities</b>		<b>610.8</b>	<b>\$7,017,627</b>	<b>\$142,532</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Seneca Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Seneca	157.4		\$3,514,326	\$22,327
<i>Town</i>				
Covert		43.1	\$326,312	\$7,571
Fayette		63.8	\$731,537	\$11,466
Junius		35.1	\$278,518	\$7,935
Lodi		45.6	\$271,411	\$5,952
Ovid		42	\$371,240	\$8,839
Romulus		29.4	\$255,754	\$8,699
Seneca Falls		20.4	\$304,333	\$14,918
Tyre		31.5	\$195,729	\$6,214
Varick		21.4	\$134,591	\$6,289
Waterloo		25	\$297,683	\$11,907
Total miles		357.3		
<b>Town Average</b>				<b>\$8,979</b>
<b>Town High</b>				<b>\$14,918</b>
<b>Town Low</b>				<b>\$5,952</b>
<i>Village</i>				
Interlaken		1.7	\$55,921	\$32,895
Lodi		0.9	\$13,404	\$14,893
Ovid		2.1	\$68,105	\$32,431
Seneca Falls		29.2	\$1,103,157	\$37,779
Waterloo		19.7	\$572,389	\$29,055
Total miles		53.6		
<b>Village Average</b>				<b>\$29,411</b>
<b>Village High</b>				<b>\$37,779</b>
<b>Village Low</b>				<b>\$14,893</b>
<b>All Municipalities</b>		<b>568.3</b>	<b>\$8,494,410</b>	<b>\$259,172</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Tioga Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Tioga	142.2		\$6,582,316	\$46,289
<i>Town</i>				
Barton		94	\$870,915	\$9,265
Berkshire		40.3	\$323,171	\$8,019
Candor		134.6	\$1,250,335	\$9,289
Newark Valley		65.8	\$685,147	\$10,413
Nichols		47.9	\$544,491	\$11,367
Owego		187.2	\$2,324,306	\$12,416
Richford		46.5	\$399,125	\$8,583
Spencer		58.7	\$598,281	\$10,192
Tioga		95	\$800,865	\$8,430
Total miles		770		
<b>Town Average</b>				<b>\$9,775</b>
<b>Town High</b>				<b>\$12,416</b>
<b>Town Low</b>				<b>\$8,019</b>
<i>Village</i>				
Candor		2.9	\$105,586	\$36,409
Newark Valley		4.6	\$58,038	\$12,617
Nichols		2	\$17,256	\$8,628
Owego		16.2	\$747,030	\$46,113
Spencer		6.9	\$36,314	\$5,263
Waverly		21.3	\$277,551	\$13,031
Total miles		53.9		
<b>Village Average</b>				<b>\$20,343</b>
<b>Village High</b>				<b>\$46,113</b>
<b>Village Low</b>				<b>\$5,263</b>
<b>All Municipalities</b>		<b>966.1</b>	<b>\$15,620,727</b>	<b>\$256,325</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Wyoming Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Wyoming	241.6		\$9,969,239	\$41,263
<i>Town</i>				
Arcade		38.1	\$679,528	\$17,835
Attica		38.2	\$644,027	\$16,859
Bennington		65.6	\$0	
Castile		40.1	\$523,630	\$13,058
Covington		35.4	\$368,129	\$10,399
Eagle		37	\$476,647	\$12,882
Gainesville		35.3	\$383,921	\$10,876
Genesee Falls		15.5	\$307,112	\$19,814
Java		47.2	\$444,408	\$9,415
Middlebury		40.1	\$547,602	\$13,656
Orangeville		45	\$419,370	\$9,319
Perry		42.1	\$429,937	\$10,212
Pike		26.1	\$357,592	\$13,701
Sheldon		43.3	\$598,666	\$13,826
Warsaw		33.9	\$820,990	\$24,218
Wethersfield		37.3	\$395,323	\$10,598
Total miles		620.2		
<b>Town Average</b>				<b>\$13,778</b>
<b>Town High</b>				<b>\$24,218</b>
<b>Town Low</b>				<b>\$9,319</b>
<i>Village</i>				
Arcade		8.9	\$370,581	\$41,638
Attica		6.4	\$428,222	\$66,910
Castile		5.1	\$104,482	\$20,487
Gainesville		0.4	\$1,581	\$3,953
Perry		13.1	\$348,078	\$26,571
Pike		1.6	\$17,595	\$10,997
Silver Springs		3.6	\$120,275	\$33,410
Warsaw		12.6	\$309,258	\$24,544
Wyoming		1.9	\$36,025	\$18,961
Total miles		53.6		
<b>Village Average</b>				<b>\$27,497</b>
<b>Village High</b>				<b>\$66,910</b>
<b>Village Low</b>				<b>\$3,953</b>
<b>All Municipalities</b>		<b>915.4</b>	<b>\$19,102,218</b>	<b>\$495,403</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

Yates Municipalities - Cost per Mile in 2008				
Municipal	County Owned Mileage	Municipality owned Mileage	2008 Highway Expenditures	Cost per Mile
<i>County</i>				
Yates	180.3		\$4,320,158	\$23,961
<i>Town</i>				
Barrington		56.1	\$695,495	\$12,397
Benton		49.9	\$378,286	\$7,581
Italy		49.4	\$448,089	\$9,071
Jerusalem		112.1	\$920,705	\$8,213
Middlesex		45	\$621,996	\$13,822
Milo		48	\$482,051	\$10,043
Potter		48.6	\$441,893	\$9,092
Starkey		49.5	\$518,273	\$10,470
Torrey		29.5	\$336,733	\$11,415
Total miles		488.1		
<b>Town Average</b>				<b>\$10,234</b>
<b>Town High</b>				<b>\$13,822</b>
<b>Town Low</b>				<b>\$7,581</b>
<i>Village</i>				
Dresden		3.9	\$70,415	\$18,055
Dundee		6.5	\$183,546	\$28,238
Penn Yan		21.1	\$0	
Rushville		1.7	\$0	
Total miles		33.2		
<b>Village Average</b>				<b>\$23,146</b>
<b>Village High</b>				<b>\$28,238</b>
<b>Village Low</b>				<b>\$18,055</b>
<b>All Municipalities</b>		<b>701.6</b>	<b>\$9,417,640</b>	<b>\$162,358</b>

Source: Financial Data for Local Governments, New York State Office of the State Comptroller

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## APPENDIX D: BRIDGE INVENTORY

The listing below shows the sufficiency and condition ratings for bridges throughout Schoharie County. Structurally deficient (SD), functionally obsolete (FO) or neither (N) classifications can be found in the next to last column. Condition ratings less than 4.5 in the last column mean the bridge is deficient.

**NY State Highway Bridge Data: May 31, 2010**

**Schoharie County**

Region	County	Municipality	Location	Feature Carried	Feature Crossed	Owner	Year Built or Replaced	Date of Last Inspection	SD/FO Status	NYS Condition Rating
09	Schoharie	Blenheim (Town)	8.1 MI N OF DELAWARE CL	30 30 95021080	WESTKILL CREEK	NYSDoT	1994	05/14/2008	N	5.95
09	Schoharie	Blenheim (Town)	9.1 MI NE OF DELAWARE CL	30 30 95021090	SCHOHARIE CREEK	NYSDoT	2005	09/08/2009	N	6.52
09	Schoharie	Blenheim (Town)	0.2 MI N North Blenheim	30 30 95021091	DEVILS RUN	NYSDoT	2005	08/19/2009	N	7.00
09	Schoharie	Blenheim (Town)	2.5 MI N OF N BLENHEIM	BEAR LADDER ROAD	COLE HOLLOW BROOK	County	1935	05/13/2009	N	4.92
09	Schoharie	Blenheim (Town)	1.5 MI WEST OF N BLENHEIM	COUNTY ROAD 2	MILL CREEK	County	1995	05/13/2009	N	6.30
09	Schoharie	Blenheim (Town)	2.5 MI WEST OF N BLENHEIM	COUNTY ROAD 2	MILL CREEK	County	1983	05/05/2009	N	4.63
09	Schoharie	Blenheim (Town)	2.5 MI WEST OF N.BLENHEIM	COUNTY ROAD 2	MILL CREEK	County	1990	05/13/2009	N	6.63
09	Schoharie	Blenheim (Town)	1 MI W OF N BLENHEIM	CREAMERY ROAD	WEST KILL CREEK	County	1928	07/09/2009	SD	4.15
09	Schoharie	Broome (Town)	1.8 MI NW OF ALBANY CL	145 145 95031018	LAKE CREEK	NYSDoT	1931	06/11/2009	FO	4.95
09	Schoharie	Broome (Town)	5 MI SE OF BROOME CENTER	BATES CHURCH ROAD	TRIB CATSKILL CRK	County	1931	07/02/2008	SD	3.96
09	Schoharie	Broome (Town)	0.9 MI SE LIVINGSTONEVILL	CC CAMP ROAD	CATSKILL CREEK	County	1930	05/29/2009	SD	3.83
09	Schoharie	Broome (Town)	1.2 MI NE LIVINGSTONVILLE	COUNTY ROAD 19A	LAKE CREEK	County	1998	04/24/2008	N	6.78
09	Schoharie	Broome (Town)	.6 MI N LIVINGSTONVILLE	HAUVERVILLE ROAD	LAKE CREEK	County	2000	04/12/2008	N	6.84
09	Schoharie	Broome (Town)	1.9 MI NE LIVINGSTONVILLE	HAUVERVILLE ROAD	LAKE CREEK	County	1930	10/29/2009	SD	6.22
09	Schoharie	Broome (Town)	2.6 MI NE OF LIVINGSTNVLE	HAUVERVILLE ROAD	LAKE CREEK	County	1999	04/21/2009	N	6.76
09	Schoharie	Broome (Town)	2 MI N OF LIVINGSTONVILLE	HAUVERVILLE ROAD	LAKE CREEK	County	1999	04/21/2009	N	6.52
09	Schoharie	Broome (Town)	1 MI NE LIVINGSTONVILLE	HAUVERVILLE ROAD	LAKE CREEK	County	2000	04/12/2008	N	6.67
09	Schoharie	Broome (Town)	CR19A - .3 MI W CO LINE	HAUVERVILLE ROAD	LAKE CREEK	County	1986	04/21/2009	N	5.24
09	Schoharie	Broome (Town)	2 MI N OF LIVINGSTONVILLE	HAUVERVILLE ROAD	WHITE CREEK	County	1991	05/06/2009	N	5.21
09	Schoharie	Broome (Town)	.5 MI S LIVINGSTONVILLE	MATTICE ROAD	CATSKILL CREEK	County	1929	02/18/2009	SD	5.43
09	Schoharie	Broome (Town)	NEAR JCT OF CR19 & SH 145	STONE STORE ROAD	CATSKILL CREEK	County	2005	11/02/2009	N	7.00
09	Schoharie	Broome (Town)	.3 MI W LIVINGSTONVILLE	STONE STORE ROAD	TRIB CATSKILL CRK	County	1934	03/25/2009	SD	3.80
09	Schoharie	Carlisle (Town)	5.5 MI NW OF ESPERANCE	DIBBLE HOLLOW RD	FLY CREEK	County	1935	08/20/2008	SD	3.59
09	Schoharie	Carlisle (Town)	5.5 MI NW OF SLOANSVILLE	E CORBIN HILL RD	FLY CREEK	County	1936	05/05/2009	SD	5.62
09	Schoharie	Carlisle (Town)	1 MI SE OF ARGUSVILLE	SCHOOLHOUSE ROAD	FLAT CREEK	County	1935	09/03/2008	FO	4.92
09	Schoharie	Cobleskill (Town)	3.8 MI S JCT I88 & SH 145	88I 88I95071082	CR1-MINERL SPR RD	NYSDoT	1980	07/09/2008	N	5.88
09	Schoharie	Cobleskill (Town)	1.2 MI S JCT SH 10 & SH 1	88I 88I95071082	CR1-MINERL SPR RD	NYSDoT	1980	07/09/2008	N	5.50
09	Schoharie	Cobleskill (Town)	3.2 MI W JCT I88 & SH 145	88I 88I95071087	SOUTH GRAND ST	NYSDoT	1980	07/30/2008	N	5.72
09	Schoharie	Cobleskill (Town)	3.2 MI W JCT I88 & SH 145	88I 88I95071087	SOUTH GRAND ST	NYSDoT	1980	07/30/2008	N	5.67
09	Schoharie	Cobleskill (Town)	1.9MI W JCT I88 & RTE 145	88I 88I95071100	BORST NOBLE ROAD	NYSDoT	1980	06/11/2008	N	5.36
09	Schoharie	Cobleskill (Town)	1.9 MI W JCT I88&RTE 145	88I 88I95071100	BORST NOBLE ROAD	NYSDoT	1980	06/11/2008	N	5.54
09	Schoharie	Cobleskill (Town)	JCT I88 & RTE145	88I 88I95071120	145 145 95031388	NYSDoT	1980	09/11/2008	N	6.05
09	Schoharie	Cobleskill (Town)	JCT I88 & RTE145	88I 88I95071120	145 145 95031388	NYSDoT	1980	09/11/2008	N	6.13
09	Schoharie	Cobleskill (Town)	3 MI E OF COBLESKILL	BARNERVILLE ROAD	TRB COBLESKILL CK	County	1937	03/25/2009	SD	4.57
09	Schoharie	Cobleskill (Town)	6 MI EAST OF COBLESKILL	COUNTY ROAD 8	COBLESKILL CREEK	County	1928	05/20/2008	FO	4.12
09	Schoharie	Cobleskill (Town)	4.6 MI E OF COBLESKILL	HOWES CAVE ROAD	COBLESKILL CREEK	County	1920	04/15/2008	FO	3.90
09	Schoharie	Cobleskill (Town)	3 MI EAST OF COBLESKILL	SHADY TREE LANE	COBLESKILL CREEK	County	1922	07/13/2009	SD	3.28
09	Schoharie	Cobleskill (Town)	VILLAGE OF COBLESKILL	SOUTH GRAND ST	COBLESKILL CREEK	County	1989	04/14/2008	N	6.44
09	Schoharie	Cobleskill (Village)	.1 MI N JCT SH 145 & SH 1	145 145 95031225	MILL CREEK	NYSDoT	1989	09/17/2008	N	5.85
09	Schoharie	Cobleskill (Village)	IN COBLESKILL	7 7 95041089	D&H RR MP 517.27	NYSDoT	1931	10/21/2009	SD	3.43



**NY State Highway Bridge Data: May 31, 2010**

**Schoharie County**

Region	County	Municipality	Location	Feature Carried	Feature Crossed	Owner	Year Built or Replaced	Date of Last Inspection	SD/FO Status	NYS Condition Rating
09	Schoharie	Cobleskill (Village)	IN VILLAGE OF COBLESKILL	7 7 95041093	MILL CREEK	NYSDoT	2000	07/30/2008	N	6.47
09	Schoharie	Cobleskill (Village)	AT COBLESKILL	7 7 95041103	COBLESKILL CREEK	NYSDoT	1937	08/18/2008	FO	5.53
09	Schoharie	Cobleskill (Village)	VILLAGE OF COBLESKILL	CLINTON CIRCLE	MILL CREEK	County	1968	03/25/2009	SD	3.97
09	Schoharie	Cobleskill (Village)	VILLAGE OF COBLESKILL	MAC ARTHUR AVENUE	MILL CREEK	Village	1924	04/14/2008	SD	4.54
09	Schoharie	Cobleskill (Village)	VILLAGE OF COBLESKILL	PARK PLACE	MILL CREEK	County	1931	05/06/2009	N	4.98
09	Schoharie	Cobleskill (Village)	VILLAGE OF COBLESKILL	RAILROAD AVENUE	MILL CREEK	Village	1924	04/14/2008	SD	3.97
09	Schoharie	Cobleskill (Village)	VILLAGE OF COBLESKILL	RAILROAD AVENUE	SOUTH GRAND ST	County	1930	04/15/2008	N	6.66
09	Schoharie	Conesville (Town)	IN TOWN OF CONESVILLE	990V 990V95011061	BEAR KILL	NYSDoT	1994	09/29/2008	SD	5.31
09	Schoharie	Conesville (Town)	.4 MI W OF MANOR KILL	BEAVER HILL ROAD	MANOR KILL	County	1929	02/18/2009	FO	4.14
09	Schoharie	Conesville (Town)	.7 MI S OF MANOR KILL	BUSH ROAD	TRIB MANOR KILL	County	1902	04/17/2008	N	6.13
09	Schoharie	Conesville (Town)	0.1 MI S OF CONESVILLE	CHAMPLIN ROAD	MANOR KILL CREEK	Town	1910	04/21/2009	SD	5.59
09	Schoharie	Conesville (Town)	1.5 MI NE OF CONESVILLE	COUNTY ROAD 18	BEAR KILL	County	1960	05/29/2009	N	4.81
09	Schoharie	Conesville (Town)	1 MI NE OF CONESVILLE	COUNTY ROAD 18	BEAR KILL	County	1933	05/05/2009	SD	3.57
09	Schoharie	Conesville (Town)	.1 MILE S OF MANOR KILL	DURHAM ROAD	MANOR KILL	County	1930	02/18/2009	SD	5.89
09	Schoharie	Conesville (Town)	2 MI W OF CONESVILLE	PANGMAN ROAD	MANOR KILL CREEK	Town	1994	04/17/2008	FO	6.45
09	Schoharie	Conesville (Town)	1 MI S OF GILBOA	PRATTSVILLE ROAD	MANOR KILL	NYC Dept of Water Supply, Gas and Electric County	2003	10/30/2009	N	7.00
09	Schoharie	Conesville (Town)	2.2 MI W OF MANORKILL	SOUTH MT ROAD	MANOR KILL		2000	11/19/2008	N	6.39
09	Schoharie	Esperance (Town)	0.3 MI W JCT US 20 & SH 3	20 20 95181172	FLY CREEK	NYSDoT	1941	08/20/2008	N	4.64
09	Schoharie	Esperance (Town)	1.4 MI S JCT SH 30A & US	30A 30A95011045	CRIPPLEBUSH CREEK	NYSDoT	1930	08/13/2008	SD	4.11
09	Schoharie	Esperance (Town)	0.9 MI S JCT RTS 30A + 20	30A 30A95011050	FLY CREEK	NYSDoT	1933	07/08/2009	N	6.59
09	Schoharie	Esperance (Town)	.1 MI SOUTH OF SLOANSVILL	CR27 JUNCTION RD	SCHOHARIE CREEK	County	2006	11/11/2008	N	6.74
09	Schoharie	Esperance (Town)	1 MI S OF JCT US20 &SH30A	CRIPPLEBUSH RD	CRIPPLEBUSH CREEK	Town	1940	06/17/2009	SD	4.97
09	Schoharie	Fulton (Town)	8.3 MI SW JCT SH 30 & SH1	30 30 95021128	BRN SCHOHARIE CRK	NYSDoT	1937	08/27/2008	N	5.31
09	Schoharie	Fulton (Town)	7.9 MI SW JCT RT 30 + 145	30 30 95021132	KEYSERKILL CREEK	NYSDoT	1959	08/27/2008	N	4.85
09	Schoharie	Fulton (Town)	9.9 MI SW JCT RT 30 & 145	30 30 95021141	SCHOHARIE CREEK	NYSDoT	1986	09/25/2008	N	5.65
09	Schoharie	Fulton (Town)	6.4 MI SW JCT SH 30 & SH1	30 30 95021147	PANTHER CREEK	NYSDoT	1970	08/28/2008	N	6.12
09	Schoharie	Fulton (Town)	6.0 MI SW JCT RT 30 + 145	30 30 95021151	SCHOHARIE CREEK	NYSDoT	1970	07/13/2009	SD	5.26
09	Schoharie	Fulton (Town)	5 MI SW JCT SH 30 & SH145	30 30 95021160	SCHOHARIE CREEK	NYSDoT	1970	09/25/2008	N	5.66
09	Schoharie	Fulton (Town)	4.6 MI SW JCT SH 30 & SH1	30 30 95021165	PLEASANT VLLY CRK	NYSDoT	1970	08/28/2008	N	6.10
09	Schoharie	Fulton (Town)	.8 MI SW JCT SH 30 & SH 1	30 30 95021203	LINE CREEK	NYSDoT	1970	08/28/2008	N	6.07
09	Schoharie	Fulton (Town)	6 MI SE OF RICHMONDVILLE	COUNTY ROAD 4	HOUSE CREEK	County	1939	10/15/2008	N	4.91
09	Schoharie	Fulton (Town)	WEST FULTON AT SAWYER HOL	COUNTY ROAD 4	PANTHER CREEK	County	1985	05/27/2009	N	6.27
09	Schoharie	Fulton (Town)	6 MI S OF WARNERSVILLE	COUNTY ROAD 4	TRIB HOUSE CREEK	County	1939	11/25/2008	N	5.33
09	Schoharie	Fulton (Town)	2 MI EAST OF BREAKABEEN	COUNTY ROAD 53	KEYSER KILL CREEK	County	2005	08/26/2009	N	6.51
09	Schoharie	Fulton (Town)	3.5 MI SE OF WEST FULTON	GOODY ROAD	PANTHER CREEK	County	1937	10/02/2008	N	4.72
09	Schoharie	Fulton (Town)	.25 MI E OF WEST FULTON	PATRIA ROAD	HOUSE CREEK	County	1960	10/22/2008	N	4.97
09	Schoharie	Fulton (Town)	1 MI WEST OF FULTONHAM	PLEASANT VLLY RD	TRIB SCHOHARIE CK	County	1947	07/09/2009	SD	3.61
09	Schoharie	Fulton (Town)	HAMLET OF VINTONTON	WEST FULTON RD C4	HOUSE CREEK	County	1939	10/15/2008	N	5.20
09	Schoharie	Fulton (Town)	5.1 MI S OF COBLESKILL	WEST FULTON ROAD	HOUSE CREEK	County	1939	06/23/2008	N	5.30
09	Schoharie	Gilboa (Town)	4.8 MI N OF DELAWARE CO L	30 30 95021047	MINE KILL	NYSDoT	2009	11/10/2009	N	7.00

**NY State Highway Bridge Data: May 31, 2010**

**Schoharie County**

Region	County	Municipality	Location	Feature Carried	Feature Crossed	Owner	Year Built or Replaced	Date of Last Inspection	SD/FO Status	NYS Condition Rating
09	Schoharie	Gilboa (Town)	5 MILES SE OF JEFFERSON	SHEW HOLLOW ROAD	MINE KILL	County	1965	05/19/2009	N	4.63
09	Schoharie	Gilboa (Town)	.3 M W of Town of Gilboa	Water Supply Rd	Schoharie Creek	NYC Dept of Water Supply, Gas and Electric	2003	10/30/2009	N	6.52
09	Schoharie	Jefferson (Town)	3.2 MI NE OF JEFFERSON	COUNTY ROAD 16	WEST KILL CREEK	County	1955	11/19/2008	N	5.48
09	Schoharie	Jefferson (Town)	2.5 MI WEST OF JEFFERSON	MOXHAM ROAD	MIDDLE BROOK	County	1986	05/20/2009	N	5.14
09	Schoharie	Jefferson (Town)	6 MI NE OF JEFFERSON	PALMER ROAD	WEST KILL CREEK	County	1941	10/31/2008	SD	4.59
09	Schoharie	Jefferson (Town)	7.0 MI.W.OF N.BLENHEIM	West Kill Rd	WEST KILL	County	1937	07/14/2009	N	6.09
09	Schoharie	Middleburgh (Town)	3 MI SE JCT SH 145 & SH30	145 145 95031082	BRN SCHOHARIE CRK	NYSDoT	1949	06/11/2009	FO	5.28
09	Schoharie	Middleburgh (Town)	1.7 MI SE JCT SH145 & SH30	145 145 95031097	LIT SCHOHARIE CRK	NYSDoT	1949	06/17/2009	N	5.73
09	Schoharie	Middleburgh (Town)	.9 MI NW JCT SH145 & SH30	145 145 95031123	BRN SCHOHARIE CRK	NYSDoT	1954	06/17/2009	N	4.50
09	Schoharie	Middleburgh (Town)	1 MI S OF MIDDLEBURG	COUNTY ROAD 36	LIT SCHOHARIE CRK	County	2002	06/18/2008	N	6.91
09	Schoharie	Middleburgh (Town)	4 MI SE OF MIDDLEBURG	GRIDLEY ROAD	LIT SCHOHARIE CRK	County	2003	09/18/2009	N	6.26
09	Schoharie	Middleburgh (Town)	HAMLET OF HUNTERSLAND	HUNTERSLAND ROAD	LIT SCHOHARIE CRK	County	1956	06/17/2009	SD	4.14
09	Schoharie	Middleburgh (Town)	5 MI SE OF MIDDLEBURG	HUNTERSLAND ROAD	LIT SCHOHARIE CRK	County	1962	06/17/2009	SD	4.25
09	Schoharie	Middleburgh (Town)	7 MI SE OF MIDDLEBURG	HUNTERSLAND ROAD	LIT SCHOHARIE CRK	County	1936	06/23/2008	N	4.58
09	Schoharie	Middleburgh (Town)	2 MI SW OF MIDDLEBURG	W MIDDLEBURG ROAD	LINE CREEK	County	1965	05/19/2009	SD	4.25
09	Schoharie	Middleburgh (Town)	2 MI SW OF MIDDLEBURG	W.MIDDLEBURG ROAD	LINE CREEK	County	1999	03/25/2009	N	6.46
09	Schoharie	Middleburgh (Village)	JCT S.H.30 & S.H.145	30 30 95021211	SCHOHARIE CREEK	NYSDoT	1958	07/02/2009	N	5.43
09	Schoharie	Richmondville (Town)	1.2 MI E OF OTSEGO CL	7 7 95041013	BR COBLESKILL CRK	NYSDoT	1934	06/10/2009	N	5.20
09	Schoharie	Richmondville (Town)	.7 MI E OF RICHMONDVILLE	7 7 95041055	BEARDS HOLLOW CRK	NYSDoT	1997	06/25/2009	N	6.14
09	Schoharie	Richmondville (Town)	0.1 MI S OF COBLESKILL	7 7 95041080	COBLESKILL CREEK	NYSDoT	1992	07/30/2008	FO	6.75
09	Schoharie	Richmondville (Town)	2 MI SW OF COBLESKILL	7 7 95041672	MICKLE CREEK	NYSDoT	1979	06/10/2009	N	6.17
09	Schoharie	Richmondville (Town)	.3 MI E OF RICHMONDVILLE	88I 88I95016C01	COBLESKILL CREEK	NYSDoT	1980	09/03/2008	N	4.96
09	Schoharie	Richmondville (Town)	2.5 MI W OF RICHMONDVILLE	88I 88I95071005	SMITH ROAD	NYSDoT	1980	05/21/2009	FO	5.67
09	Schoharie	Richmondville (Town)	2.5 MI W OF RICHMONDVILLE	88I 88I95071006	SMITH ROAD	NYSDoT	1980	05/21/2009	N	5.70
09	Schoharie	Richmondville (Town)	1 MI W OF RICHMONDVILLE	88I 88I95071024	7 7 95041025	NYSDoT	1980	06/04/2009	N	5.18
09	Schoharie	Richmondville (Town)	1 MI W OF RICHMONDVILLE	88I 88I95071024	7 7 95041025	NYSDoT	1980	06/04/2009	N	5.32
09	Schoharie	Richmondville (Town)	.3 MI E OF RICHMONDVILLE	88I 88I95071049	COBLESKILL CREEK	NYSDoT	1980	09/17/2008	N	5.75
09	Schoharie	Richmondville (Town)	.3 MI E OF RICHMONDVILLE	88I 88I95071049	COBLESKILL CREEK	NYSDoT	1980	09/17/2008	N	6.05
09	Schoharie	Richmondville (Town)	.7 MI E OF RICHMONDVILLE	88I 88I95071053	BEARDS HOLLOW CRK	NYSDoT	1980	05/27/2009	N	5.00
09	Schoharie	Richmondville (Town)	JCT OF SH 7 / SH 10 & 88I	88I 88I95071055	7 7 95041058	NYSDoT	1980	06/05/2009	N	6.36
09	Schoharie	Richmondville (Town)	JCT OF SH7 / SH10 & I88	88I 88I95071055	7 7 95041058	NYSDoT	1980	06/05/2009	N	6.02
09	Schoharie	Richmondville (Town)	2 MILES SW OF COBLESKILL	88I 88I95071073	W FULTON RD CR 4	NYSDoT	1980	07/07/2009	N	5.56
09	Schoharie	Richmondville (Town)	2 MILES SW OF COBLESKILL	88I 88I95071073	W FULTON RD CR 4	NYSDoT	1980	07/07/2009	N	5.55
09	Schoharie	Richmondville (Town)	E VIL LI OF RICHMONDVILLE	992K 992K95011001	88I 88I95071047	NYSDoT	1980	08/04/2009	N	5.33
09	Schoharie	Richmondville (Town)	E VIL LI OF RICHMONDVILLE	992K 992K95011001	COBLESKILL CREEK	NYSDoT	1980	08/26/2009	N	4.47
09	Schoharie	Richmondville (Town)	2 MILES SW OF COBLESKILL	992L 992L95011000	88I 88I95071069	NYSDoT	1980	07/29/2009	N	5.36
09	Schoharie	Richmondville (Town)	2 MILES SW OF COBLESKILL	COUNTY ROAD 23A	COBLESKILL CREEK	County	1938	07/29/2009	SD	2.82
09	Schoharie	Richmondville (Town)	2 MI SW OF COBLESKILL	COUNTY ROAD 23A	WEST CREEK	County	1930	08/05/2009	SD	4.00
09	Schoharie	Richmondville (Town)	OLD STATE HWY 10	OLD SH 10 SUMMIT	BEAR GULCH CREEK	County	1906	06/29/2009	N	4.51
09	Schoharie	Richmondville (Town)	2.0 MI SW OF COBLESKILL	PATRICK ROAD	WEST CREEK	Town	1974	06/25/2009	N	5.15

**NY State Highway Bridge Data: May 31, 2010**

**Schoharie County**

Region	County	Municipality	Location	Feature Carried	Feature Crossed	Owner	Year Built or Replaced	Date of Last Inspection	SD/FO Status	NYS Condition Rating
09	Schoharie	Richmondville (Town)	1.8 MI NE OF RICHMONDVILLE	PODPADIC ROAD	COBLESKILL CREEK	Town	1978	07/15/2009	SD	3.85
09	Schoharie	Richmondville (Town)	0.5 Mi N of I88 & Rte. 7	Palmer Road	Trib Schenevus cr	County	1950	05/20/2008	N	5.61
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071033	COBLESKILL CREEK	NYSDoT	1980	06/29/2009	N	5.24
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071033	COBLESKILL CREEK	NYSDoT	1980	07/15/2009	N	5.48
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071035	COBLESKILL CREEK	NYSDoT	1980	06/05/2009	N	5.52
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071035	COBLESKILL CREEK	NYSDoT	1980	06/05/2009	N	5.16
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071036	BROOKER HOLLW CRK	NYSDoT	1980	06/03/2009	N	5.79
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071042	COBLESKILL CREEK	NYSDoT	1980	07/08/2009	N	4.82
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	88I 88I95071042	COBLESKILL CREEK	NYSDoT	1980	07/08/2009	N	5.04
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	HIGH STREET	BEAR GULCH BROOK	County	1929	10/14/2009	SD	3.50
09	Schoharie	Richmondville (Village)	VILLAGE OF RICHMONDVILLE	RELOCATED MILL ST	88I EB & WB	NYSDoT	1980	07/13/2009	N	5.86
09	Schoharie	Schoharie (Town)	JCT RTS 30 & 443	30 30 95021272	FOX CREEK	NYSDoT	1954	06/30/2009	N	5.75
09	Schoharie	Schoharie (Town)	JCT RTS 30&I-88	30 30 95021505	88I 88I95071199	NYSDoT	1979	09/25/2008	FO	6.18
09	Schoharie	Schoharie (Town)	0.1 MI N JCT SH 30A & SH	30A 30A95011022	COBLESKILL CREEK	NYSDoT	1997	09/17/2008	N	6.06
09	Schoharie	Schoharie (Town)	JCT RELOCATED RTS 30A&I88	30A 30A95011108	88I 88I95071179	NYSDoT	1981	09/23/2008	FO	5.61
09	Schoharie	Schoharie (Town)	1.9 MI E JCT SH443 & SH30	443 443 95011020	LOUSE KILL CREEK	NYSDoT	1963	11/02/2009	N	6.00
09	Schoharie	Schoharie (Town)	0.7 MI N W I-88 EXIT 23	7 7 95041182	SCHOHARIE CREEK	NYSDoT	2000	09/08/2008	N	6.09
09	Schoharie	Schoharie (Town)	ONE MI SE OF HOWES CAVE	88I 88I95071144	WETSEL HOLLW ROAD	NYSDoT	1981	06/30/2009	N	5.50
09	Schoharie	Schoharie (Town)	ONE MI SE OF HOWES CAVE	88I 88I95071144	WETSEL HOLLW ROAD	NYSDoT	1981	06/30/2009	N	5.45
09	Schoharie	Schoharie (Town)	5.3 M E JCT I88 & RTE 145	88I 88I95071174	SMITH ROAD	NYSDoT	1981	06/19/2008	N	5.41
09	Schoharie	Schoharie (Town)	5.3 M E JCT I88 & RTE 145	88I 88I95071174	SMITH ROAD	NYSDoT	1981	06/19/2008	N	5.20
09	Schoharie	Schoharie (Town)	W. LINE SCHOHARIE VILLAGE	BRIDGE STREET	SCHOHARIE CREEK	County	1928	10/15/2009	FO	4.19
09	Schoharie	Schoharie (Town)	CENTRAL BRIDGE	CHURCH STREET	COBLESKILL CREEK	County	1914	07/08/2009	FO	5.81
09	Schoharie	Schoharie (Town)	.5 MI SE OF HOWES CAVE	COUNTY ROAD 8	COBLESKILL CREEK	County	1986	05/06/2009	N	6.37
09	Schoharie	Seward (Town)	1.8 MI NW JCT RT 165 + 10	165 165 95021023	WEST CREEK	NYSDoT	1948	09/18/2008	N	5.98
09	Schoharie	Seward (Town)	.1 MI WEST OF JAMESVILLE	BUSH STREET	WEST CREEK	County	1966	10/02/2008	N	5.49
09	Schoharie	Seward (Town)	.1 MILE W OF HYNDSVILLE	COUNTY ROAD 63	WEST CREEK	County	1929	09/22/2009	SD	3.08
09	Schoharie	Seward (Town)	.5 MI S OF DORLOO	DECATUR RD	WEST CREEK	County	1936	11/04/2008	N	4.27
09	Schoharie	Seward (Town)	.2 MI SOUTH OF DORLOO	LOWE ROAD	TRIB WEST CREEK	County	1972	08/05/2009	N	5.21
09	Schoharie	Seward (Town)	.8 MI W HYNDSVILLE	LOWE ROAD	WEST CREEK	Town	1910	07/07/2009	FO	4.68
09	Schoharie	Seward (Town)	.1 MI SOUTH OF HYNDSVILLE	PATRICK ROAD	WEST CREEK	County	1900	10/01/2008	N	4.80
09	Schoharie	Sharon (Town)	1.7 MI NE JCT RTS 10 + 20	10 10 95021386	BRIMSTONE CREEK	NYSDoT	1974	11/02/2009	N	4.46
09	Schoharie	Sharon (Town)	2.2 MI NE JCT RTS 10 + 20	10 10 95021394	BRIMSTONE CREEK	NYSDoT	1974	11/02/2009	N	5.07
09	Schoharie	Sharon (Town)	2.5 MI NE JCT RTS 10 + 20	10 10 95021397	BRIMSTONE CREEK	NYSDoT	1974	10/20/2009	N	4.16
09	Schoharie	Sharon (Town)	0.3 MI E JCT RTS 20 + 145	20 20 95181075	FLAT CREEK	NYSDoT	1941	10/02/2008	N	4.23
09	Schoharie	Sharon (Town)	HAMLET OF ARGUSVILLE	COUNTY ROAD 5A	FLAT CREEK	County	1933	11/05/2008	SD	4.54
09	Schoharie	Sharon (Town)	2 MI N OF SEWARD	CR40ENGLEVILLE RD	WEST CREEK	County	1929	10/02/2008	N	4.39
09	Schoharie	Sharon (Town)	4 MI S OF SHARON SPRINGS	HANSON CROSSNG RD	WEST CREEK	Town	1900	07/07/2009	SD	3.67
09	Schoharie	Sharon (Town)	0.5 MI NW OF ARGUSVILLE	HOYT ROAD	FLAT CREEK	County	1935	11/06/2008	FO	4.67
09	Schoharie	Summit (Town)	5 MI S OF RICHMONDVILLE	BEARDS HOLLOW R	BEARDS HOLLOW BR	County	1939	05/06/2009	N	4.50

**NY State Highway Bridge Data: May 31, 2010**

**Schoharie County**

Region	County	Municipality	Location	Feature Carried	Feature Crossed	Owner	Year Built or Replaced	Date of Last Inspection	SD/FO Status	NYS Condition Rating
09	Schoharie	Summit (Town)	3 MI SW OF SUMMIT	CR6 CHARLOTTEVILL	TRIBCHARLOTTE CK	County	1924	04/15/2008	N	4.71
09	Schoharie	Summit (Town)	.5 MI S OF CHARLOTTEVILLE	DUGWAY RD.	CHARLOTTE CREEK	County	1966	06/02/2008	N	4.58
09	Schoharie	Summit (Town)	.1 MI S OF CHARLOTTEVILLE	MEADE ROAD	CHARLOTTE CREEK	County	1937	04/16/2008	SD	4.00
09	Schoharie	Wright (Town)	0.1 MI S JCT RT 443 + 146	443 443 95011039	KINGS CREEK	NYSDoT	1939	06/30/2009	N	4.87
09	Schoharie	Wright (Town)	1 MI SE JCT NY443 & NY146	443 443 95011047	FOX CREEK	NYSDoT	2003	10/01/2008	N	6.87
09	Schoharie	Wright (Town)	1 MI NW GALLUPVILLE	DEBRITKO ROAD	FOX CREEK	County	2008	11/24/2008	N	6.90
09	Schoharie	Wright (Town)	0.1 M S OF NYS 443	PICKETT HILL ROAD	FOX CREEK	County	1990	05/15/2009	N	6.30
09	Schoharie	Wright (Town)	2.0 MI NW OF BERNE	SCHELL ROAD	FOX CREEK	County	2001	09/18/2009	N	6.69
09	Schoharie	Wright (Town)	3 MI SE OF GALLUPVILLE	SCHOONMAKER ROAD	FOX CREEK	County	1935	05/15/2009	N	5.98
09	Schoharie	Wright (Town)	1 MI N OF GALLOPVILLE	SELLICK ROAD	KINGS CREEK	County	1998	10/01/2008	N	5.73
09	Schoharie	Wright (Town)	1.5 MI SE OF GALLUPVILLE	SHOLTES ROAD	FOX CREEK	County	1965	05/15/2009	N	5.71
09	Schoharie	Wright (Town)	2.0 MI SE GALLOPVILLE	ZIMMER ROAD	FOX CREEK	County	1998	10/15/2008	FO	6.76

**NOTE:**

**1. Data current as of May 31, 2010**

**2. Structurally Deficient (SD)/Functionally Obsolete (FO) info is current as of**

**3. SD/FO Status**

SD = Structurally Deficient

FO = Functionally Obsolete

N = Neither SD/FO

Blank = No data available

**4. Other Items**

Blank = Data not available

**5. NYS Condition Rating**

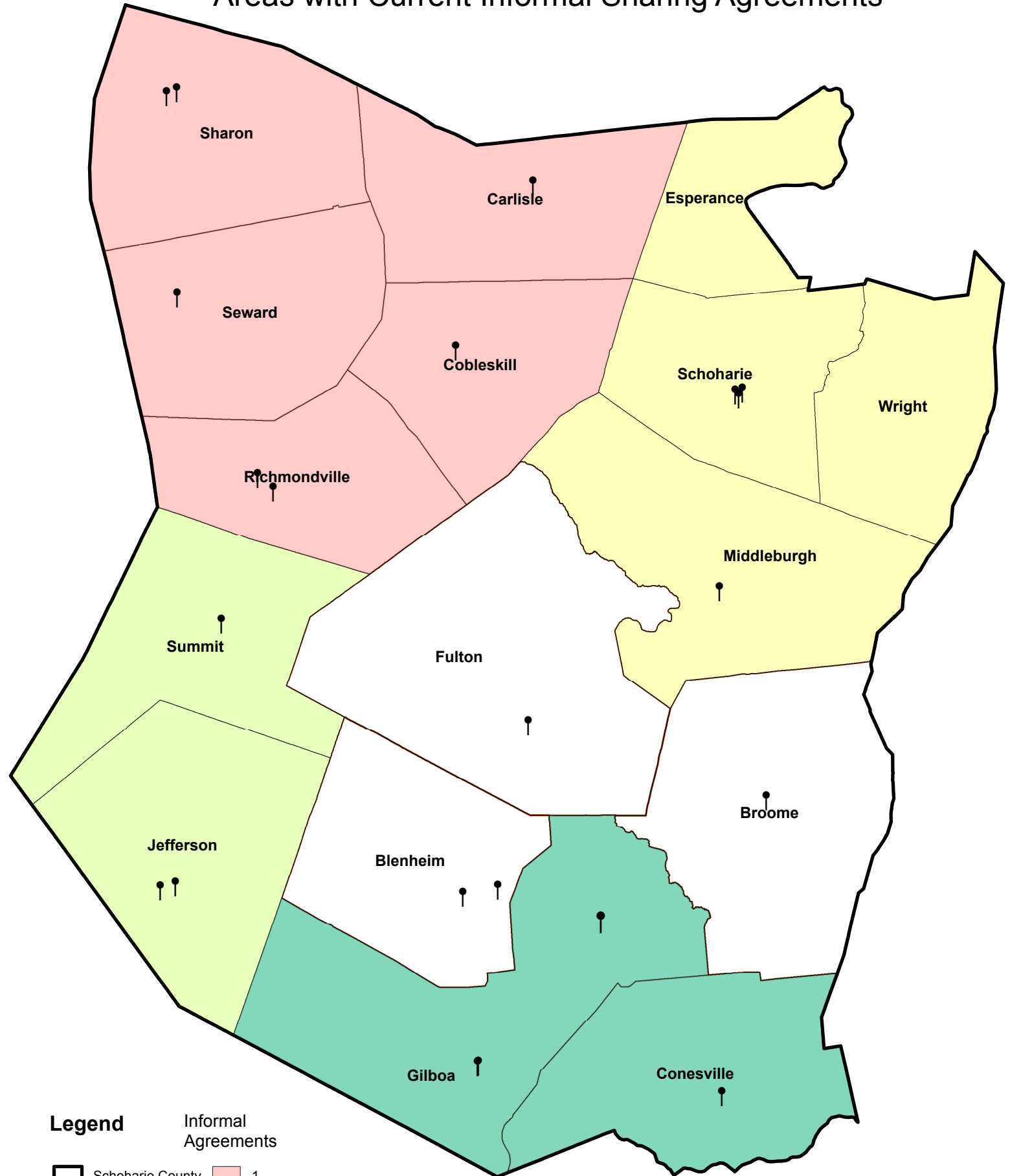
Please refer to the narrative, FAQs and the 'Key to New York State Highway Bridge Data' for additional information.

## **APPENDIX E: SHARED SERVICE MAPS**








The following maps show relationships and shared-service arrangements currently in place.

# Schoharie County Highway & Public Works Facilities

## Areas with Current Informal Sharing Agreements



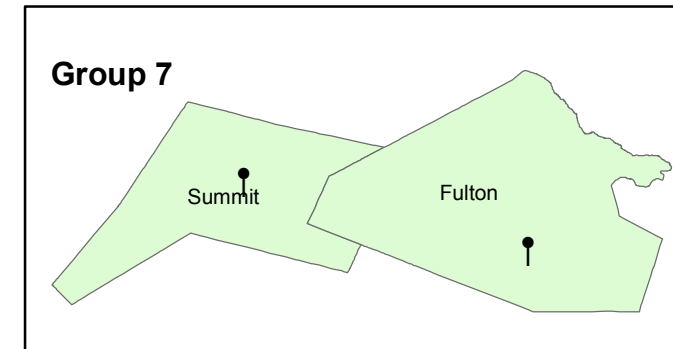
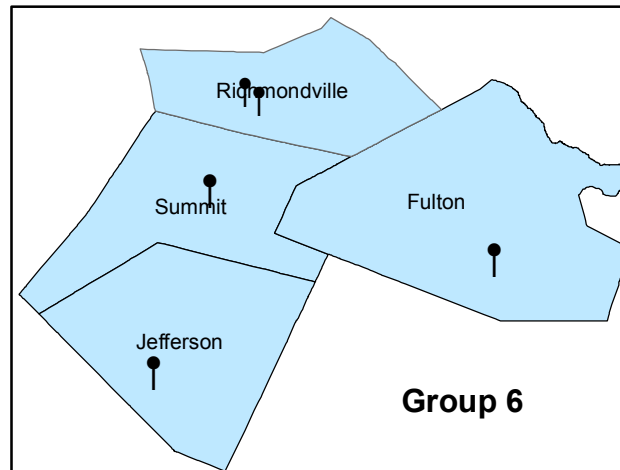
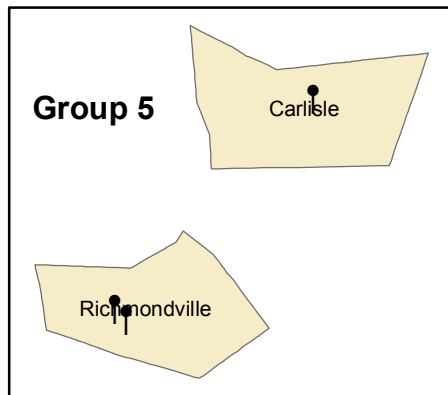
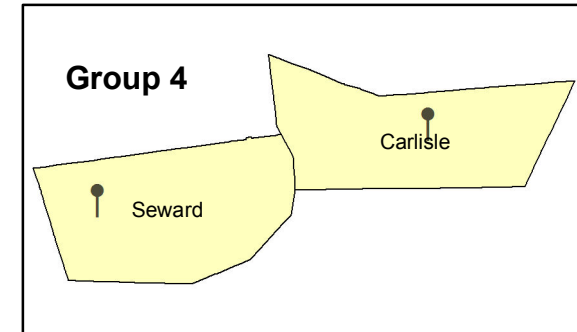
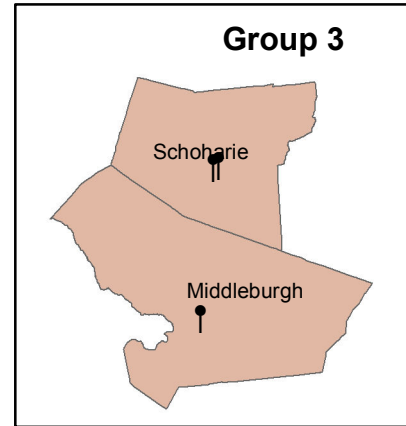
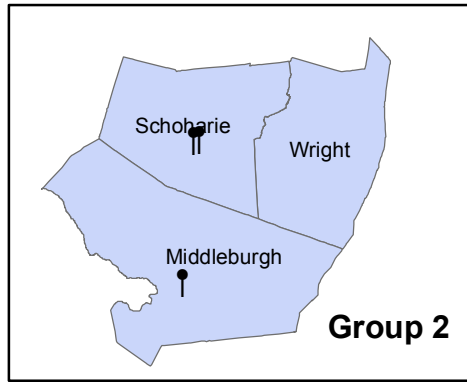
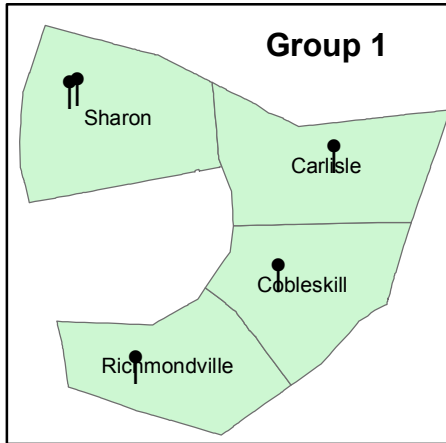
### Legend

	Schoharie County		1
	Town		2
	Highway Facility		3
			4

Towns are grouped according to current informal sharing agreements. Fulton, Blenheim and Broome are not currently engaged in significant informal sharing agreements with other towns.

# Schoharie County Highway & Public Works Facilities

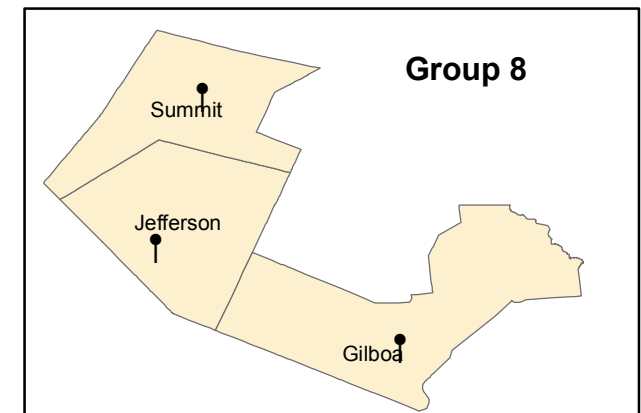
## Areas with Current Sharing Agreements



### Legend

↑ Highway Facility

Each of these groupings has current formal service sharing agreements within the group. In addition to these groupings, the County has service sharing agreements with most of the towns for snow plowing.



# APPENDIX F: ESPERANCE COST ADJUSTMENTS – TABLE 1

<b>TABLE 1</b>				
<b>TOWN OF ESPERANCE HIGHWAY DEPARTMENT EXPENDITURES</b>				
<b>ADJUSTMENTS FOR ROAD SURFACES AND ROAD PROGRAMS</b>				
<b>A. Esperance- average total highway expenditures, 2006-8</b>			\$	119,100
Esperance Mileage		11.4		
<b>B. Adjustments for types of road surfaces</b>				
<b>0.1 Lower percentage of improved surfaces in Blenheim</b>				
Esperance, percentage	88%			
Blenheim, percentage	49%			
Difference		-39%		
Difference, miles		-4.5		
Treatment program (annual cycle)	8 years			
Annually		-0.56		
Average cost per mile, Esperance		\$	49,600	
Reduced annual expenditures			\$	(27,637.74)
<b>0.2 Higher percentage of unimproved, year-round surfaces in Blenheim</b>				
Esperance, percentage	12%			
Blenheim, percentage	23%			
Difference		11%		
Difference, miles		1.3		
Treatment program (annual cycle)	2 years			
Annually		0.63		
Average cost per mile, Esperance		\$	12,800	
Increased annual expenditures			\$	8,047
<b>0.3 Higher percentage of unimproved, seasonal surfaces in Blenheim</b>				
Esperance, percentage	0%			
Blenheim, percentage	28%			
Difference		28%		
Difference, miles		3.2		
Treatment program (annual cycle)	5 years			
Annually		0.64		
Average cost per mile, Esperance		\$	12,800	
Increased annual expenditures			\$	8,193
<b>C. Adjustments for Different Program Levels</b>				
<b>0.1 Seasonal roads do not receive snow and ice control</b>				
Esperance, percentage	0%			
Blenheim, percentage	28%			
Difference		-28%		
Difference, miles		-3.2		
Average cost per mile, Esperance		\$	3,450	
Reduced annual expenditures			\$	(11,041)
<b>0.2 More frequent treatment of improved surfaces in Blenheim</b>				
Esperance, annual cycle	8 years	13%		
Blenheim, annual cycle	5 years	20%		
Difference		8%		
Difference, miles per year		0.9		
Average cost per mile, Esperance		\$	49,600	
Increased annual expenditures			\$	42,520
<b>0.3 Less frequent treatment of unimproved surfaces in Blenheim</b>				
Esperance, annual cycle	1 year	100%		
Blenheim, annual cycle, yr-round	2 years	50%		
Blenheim, annual cycle, seasonal	5 years	20%		
Difference		-30%		
Difference, miles per year		-3.4		
Average cost per mile, Esperance		\$	12,800	
Reduced annual expenditures			\$	(43,891)
<b>D. Annual average expenses for Esperance, adjusted to Blenheim levels</b>			\$	95,289
<b>E. Annual average expenses per mile for esperance, adjusted</b>			\$	8,337



# **APPENDIX G: INTERMUNICIPAL AGREEMENT TEMPLATE**

**ALL SEASONS COUNTY/TOWN WORK AGREEMENT**

THIS AGREEMENT, this \_\_\_\_\_ day of \_\_\_\_\_, 2006, by and between the COUNTY OF MONROE, a municipal corporation having its office and place of business in the County Office Building, 39 West Main Street, Rochester, New York 14614, hereinafter referred to as the "County", and the Town of \_\_\_\_\_-a municipal corporation within the County of Monroe, having its office and place of business at « \_\_\_\_\_ », « \_\_\_\_\_ », \_\_\_\_\_ » « \_\_\_\_\_ », hereinafter referred to as the "Town".

**WITNESSETH:**

WHEREAS, the County owns, operates, and maintains a highway system in the towns and villages of the County, and

WHEREAS, the County Superintendent of Highways has authorized this Intermunicipal Agreement under the provisions of Monroe County Code, Article C6-19(B)(7), and

WHEREAS, the Supervisor of the Town has authorized this Intermunicipal Agreement pursuant to the Town Board Resolution No. \_\_\_\_\_ of 2006, and

WHEREAS, the County Superintendent of Highways has general charge and supervision of the work of constructing, improving, repairing and maintaining all County roads, and

WHEREAS, the County funds may be expended for maintenance and repair of County roads, and

WHEREAS, the County desires to contract with the Town for planned county road and bridge work, including highway resurfacing and reconstruction, bridge rehabilitation and replacement, and other planned construction work to be paid on an hourly labor and cost of Equipment basis ("Planned Work"), and

WHEREAS, the County desires to contract with the Town for unplanned road repairs and service responses, and snow and ice build-up removal, to be paid on an hourly Labor and Equipment basis ("Unplanned Work"), and

WHEREAS, the parties shall refer to Planned Work and Unplanned Work collectively as "Hourly Work", and

WHEREAS, the County may contract with the Town for roadside mowing, dead animal pickup and right of way/roadside pickup, all of which shall be paid on a unit cost per the rates of Appendix "B" ("MAR Services"), and

WHEREAS, the parties shall refer to Hourly Work and MAR Services collectively as "County Work", and

WHEREAS, the Town represents that it has appropriate equipment, personnel, and support to perform County Work,

NOW THEREFORE, in consideration of the mutual covenants, agreements, and consideration hereinafter set forth, and pursuant to Sections 135, 135-a and 142-d of the New York State Highway Law, the parties hereto mutually agree that the Town will perform County Work on County roads, and that the County will reimburse the Town in the manner described herein.

### **GENERAL CONDITIONS**

1. The term of this Agreement shall be January 1, 2007 through December 31, 2007. However, the Agreement may be renewed upon the mutual written consent of the parties for additional one-year terms, for a maximum Agreement term of ten (10) years.
2. The Town hereby agrees to perform County Work on designated County roads according to the terms described herein, and according to project agreements and work orders to be executed between the parties for County Work.
3. The Town in which County work on designated County Roads is required shall have the first right to perform said County Work. In the event the Town is unable or unwilling to perform the necessary County Work the County shall have the right to subcontract with any other town or village it shall choose.
4. From time to time, the parties may use one another's equipment and machinery (hereafter "Equipment") for County Work. In exchange for payment according to the Current New York State Department of Transportation Equipment Rental Rate Schedule ("NYSDOT Schedule"), and subject to availability, the Town agrees to provide the County with Equipment listed on the latest Town Equipment inventory at any time and place within Monroe County, upon reasonable request of the County Superintendent of Highways, or designee. In the event that the Town should request and obtain County Equipment for County Work, the Town shall not be paid rental fees according to the NYSDOT Schedule for such borrowed Equipment. If the Town does not possess Equipment necessary to perform County Work, the Town or County may obtain Equipment from another town or village to complete County Work, and the County shall tender payment to the other town or village for the use of such Equipment.
5. The Town will maintain its Equipment in serviceable condition at its own expense during the term of this Agreement. The Town will furnish and pay for all supplies, including but not limited to petroleum products and tires necessary for the operation of the Equipment. The Town shall utilize the appropriate Equipment for all tasks required to perform the County Work. The County shall have no responsibility for the care, maintenance or repair of such Equipment.
6. The Town shall furnish qualified and licensed operators for such Equipment that require operators, and will provide additional labor as requested and as approved by the County. The operators and other labor shall be paid by the Town, which shall also carry State required workers' compensation insurance for such personnel.
7. The Town shall furnish and make available for the performance of County Work: small tools, including picks, shovels, and other implements necessary for County Work. The use of small tools shall not be the subject of any additional charge to the County.
8. The Town shall mark all sites for County Work with the proper warning lights, barricades and signs in accordance with the most recent ADOPTED MANUAL OF UNIFORM TRAFFIC CONTROL DEVICES BY NEW YORK STATE, or as required by the County Superintendent of Highways, or designee. No work shall commence until required traffic measures and

controls are in place. Signs shall remain in place until directed to be removed by the County Superintendent of Highways or designee.

9. The Town shall equip all trucks, tractors and other vehicles working in or along the roads with hazard or warning signs and/or lights as required by law, and these lights must be used when vehicles are parked or standing, or moving at slow speed along the road.
10. The Town shall equip and require its employees working in or along the County right-of-way to wear long pants, shirts with sleeves, and personal safety protective gear, including but not limited to hard hats, reflective vests, and protective footwear which shall comply with ANSI standards.
11. The Town shall be fully responsible for compliance with all applicable safety rules, regulations, laws, statutes and ordinances which pertain to the performance of County Work, and shall indemnify the County pursuant to paragraph 36 for any failure to so comply.
12. If the Town has insufficient Town labor crews to perform Planned County Work, the Town may sub-contract Planned County Work to another town or village, (hereinafter referred to as "Sub"), in Monroe County to complete a portion of the Planned County Work. However, except as described in paragraph 21, the Town shall remain responsible to the County for the obligations delegated to the Sub under this Agreement.
13. If the parties cannot agree to the terms of a project agreement or work order, the County shall perform the work with County forces or contract with another town or village for such services.

#### **HOURLY WORK**

14. The County shall issue a Project Agreement or Work Order for all Hourly Work which shall be paid on an hourly basis (Labor and Equipment) according to rates described in Sections 4 and 23, and in Appendix "A". The Town shall not commence work until a project agreement or work order has been executed by the County and the Town Highway Superintendent or Commissioner of Public Works.
15. The County shall furnish the Town with a list of approved purchase orders in a timely fashion. The Town shall use these purchase orders when obtaining material for authorized Hourly Work. The County shall be responsible for payment to vendors only for authorized purchases by the Town. The County shall not reimburse the Town for unauthorized purchases. In the event material is removed from the Town inventory, the County shall pay the reasonable cost of such material. If the Town must purchase material for Hourly Work, the County shall reimburse the Town at a rate to be agreed upon by the parties.
16. Pursuant to Labor Law Section 220, the normal workday shall be eight (8) hours. In all cases in which the Town performs Hourly Work, the Town shall establish its own hours and procedures subject to the requirements of the New York Labor Law. Travel time up to a maximum of fifteen (15) minutes to and from the work site will be reimbursed by the County for work within the Town, and adjusted accordingly for work in other towns by actual measurement. Any additional travel time shall not be at the County's expense. Except as provided in Section 17, payment shall be made for actual hours worked per day, including authorized travel time. **PRIOR APPROVAL FROM THE COUNTY HIGHWAY MAINTENANCE MANAGER IS REQUIRED FOR AUTHORIZATION OF OVERTIME HOURS.** In cases in which the Town performs MAR Services, the Town shall establish its own hours consistent with the New York Labor Law.

17. In the event inclement weather disrupts the normal work operations for Hourly Work, the County shall reimburse the Town for labor at the rate of four (4) hours of pay for the first four (4) hours or less of actual work, unless other County Work can be found for Town forces to complete for the remainder of the four hour period. Equipment shall be reimbursed only for actual hours of operation.
18. The Town that executes the project agreement or work order (the "Lead Town"), hereinafter referred to as "Lead", shall collect, organize, code, and provide materials tickets to the County on at least a weekly basis for review and approval by the County Highway Superintendent or designee.
19. The Lead shall complete daily maintenance reports of all authorized projects in process and provide an original on at least a weekly basis to the County for review and approval by the County Highway Superintendent or designee. The daily maintenance reports must indicate daily labor, equipment/machinery, and materials costs, including unit costs, extensions and total costs, and totals costs to date.
20. The County Highway Superintendent or designee shall pick up the materials tickets and the original daily maintenance reports from the Lead on a weekly basis.
21. If the Lead has subcontracted Labor and Equipment to a Sub, the Lead shall include the Sub's daily maintenance reports in the Lead's submittal to the County in accordance with Sections 19 and 20 of this Agreement. If a Lead has subcontracted Labor and Equipment to a Sub, the Sub shall complete the daily maintenance reports and either deliver the original signed daily maintenance report or fax a copy of the report to the Lead for signature by the Lead's foreman.
22. The Lead and Subs are required to produce and submit to the County, a bill/invoice for reimbursement of their Labor and Equipment expenses. In no event shall the Lead be responsible for preparing and submitting a bill/invoice for the work of the Sub. The Sub shall submit its claims to the County in accordance with Section 34 of this Agreement.
23. The County shall reimburse the Lead for labor costs for authorized Hourly Work. Such labor costs shall include the hourly labor rate, increased by an additional amount for fringe rates ("Loaded Labor Rate"). (MAR Services shall be paid on a unit cost basis per the rates in Appendix "B" pursuant to Section 33.)
24. For each year of this Agreement, the County shall pay a fringe benefit rate for all full and part time Town employees working regular and overtime hours for Hourly Work according to the applicable section of Appendix A attached hereto. The Town shall submit fringe benefit information to the County on an annual basis.
25. On an annual basis, the County shall prepare a list of Town employees and submit the list to the Town for corrections. The Town shall review the list, add and delete employees, and update the labor rates. The County shall revise the employee roster and labor rates in accordance with the Town's corrections. The County shall apply a fringe rate to each employee's labor rate and calculate Loaded Labor Rates for each full time and part time employee, including regular and overtime rates. The County shall provide the Town with the updated Loaded Labor Rates.

26. The County shall update the Town labor rates throughout each year of the Agreement to record Town labor rate changes, such as merit increases and cost of living increases. The Town is required to notify the County of changes in the employee roster or labor rates as of the effective date of such roster or labor rate changes.
27. The County shall issue work orders for snow and ice build-up removal when conditions warrant such measures, and only in situations in which the removal was not the result of the Town's failure to properly perform the basic services required under the Agreement between the Town and the County for Snow Removal and Ice control Services dated October 12, 2002.
28. With respect to snow and ice removal, the Town shall push back and haul snow from County highway rights-of-way, remove ice build-ups from pavements, and open culvert crossings or drainage ways obstructed by ice build-ups as authorized by a written work order issued by the County.
29. From time to time, the County may request services of the Town for 'Unplanned Work' such as repair to County roads caused by storms, flooding, or other acts of God, customer services responses and other services requested by the County.
30. All 'Unplanned Work' shall require prior approval by the Monroe County Superintendent of Highways or designee. The County shall orally approve 'Unplanned Work', and shall confirm with a written work order which shall identify the location and scope of work to be performed and which shall be signed by the parties.
31. The Town shall provide daily Labor and Equipment costs of 'Unplanned Work' on the County Daily Maintenance Report form. These time records must include the work order number and the rates for Loaded Labor and Equipment currently in effect, and shall be reported by the Town to the County. The Town shall submit these forms to Monroe County Department of Transportation on a weekly basis.
32. 'Unplanned Work' shall be reimbursed based on actual costs of Town Labor and Equipment used to perform the Work. Payment for 'Unplanned Work' shall require a properly completed County claim voucher, a copy of the issued work order(s) and the daily time and cost records. The County shall reimburse the Town in accordance with the County's payment schedule (bi-weekly) during the term of the Agreement.

### **MAR SERVICES**

33. Dead Animal Pickup shall be paid by the centerline mile according to the rate set forth in Appendix "B". Roadside pickup and roadside mowing shall be paid on a lump sum basis according to Appendix "B". Roadside mowing, roadside pickup and dead animal pickup shall be paid according to the terms of Project Agreements which must be approved and signed between the County and Town prior to the commencement of MAR Services during the term of this Agreement. Rates for roadside mowing, roadside pickup and dead animal pickup shall be negotiated by the parties for any renewal of this Agreement.

## GENERAL TERMS

34. Except for MAR Services under paragraph 32, the County shall process Town claims for payment for work performed on a Labor and Equipment basis upon submission (to the Finance Division of the Department of Transportation) of a properly completed Monroe County claim voucher and a Town generated bill/invoice in a form acceptable to the County. The bill/invoice shall include project name and number and daily information regarding Labor and Equipment used.

The suggested format and required information included on the bill/invoice are as follows:

A columnar format with headings for employee number, name, date(s) worked, total hours worked, loaded labor rates, extensions. The Town should record the name and number of each employee working during the claim period, and record corresponding information for the dates and hours worked, total hours worked, loaded labor rates, extensions (total hours X loaded labor rates), and a grand total of the extensions. Overtime hours worked by an employee(s) should be recorded on a separate row with the actual hours worked and the loaded over time rate listed. The extensions should be totaled and recorded as Total Labor Costs at the bottom of the labor bill/invoice.

Town Equipment should also be in a columnar format with headings for Equipment number, date(s) used, total hours used, rental rates, and extensions. The Town should record the Equipment number used during the claim period, and record corresponding information for the dates and hours used, total hours used, rental rates for the piece of Equipment, extensions (total hours X rental rates), and a grand total of the extensions. The extensions should be totaled and recorded as Total Equipment Costs at the bottom of the Equipment bill/invoice. The County shall pay no overtime costs for Equipment.

35. In the event the Town receives through this Agreement, directly or indirectly, any funds of or from the United States Government, Town agrees to comply fully with the terms and requirements of Federal Single Audit Act [Title 31 United States Code, Chapter 75], as amended from time to time. The Town shall comply with all requirements stated in Federal Office of Management and Budget Circulars A-102, A-110 and A-133, and such other circulars, interpretations, opinions, rules or regulations that may be issued in connection with the Federal Single Audit Act.

If on a cumulative basis the Town expends Five Hundred Thousand and no/100 Dollars (\$500,000.00) or more in federal funds in any fiscal year, it shall cause to have a single audit conducted, the Data Collection Form (defined in Federal Office of Management and Budget Circular A-133) shall be submitted to the County; however, if there are findings or questioned costs related to the program that is federally funded by the County, the Town shall submit the complete reporting package (defined in Federal Office of Management and Budget Circular A-133) to the County.

If on a cumulative basis the Town expends less than Five Hundred Thousand and no/100 Dollars (\$500,000.00) in federal funds in any fiscal year, it shall retain all documents relating to the federal programs for three (3) years after the close of the Town's fiscal year in which any payment was received from such federal programs.

All required documents must be submitted within nine (9) months of the close of the Town's fiscal year end to:

Monroe County Internal Audit Unit  
304 County Office Building  
39 West Main Street  
Rochester, New York 14614

Monroe County Department of Transportation  
CityPlace, Suite 6100  
50 West Main Street  
Rochester, New York 14614

The Town shall, upon request of the County, provide the County such documentation, records, information and data and response to such inquiries as the County may deem necessary or appropriate and shall fully cooperate with internal and independent auditors designated by the County and permit such auditors to examine and copy all records, documents, reports and financial statements that the County deems necessary to assure and monitor payments to the Town under this Agreement.

The County's right of inspection and audit pursuant to this Agreement shall survive the payment of monies due to Town and shall remain in full force and effect for a period of three (3) years after the close of the Town's fiscal year in which any funds or payment was received from the County under this Agreement.

36. The Town shall, at its own expense, indemnify and hold harmless the County, its officers, agents and employees from any and all fines, fees, penalties, attorney's fees, liabilities, judgments, costs, claims, causes of action, damages and expense arising out of the Town's negligence in performance of such work, labor or services by the Town, its agents, servants or employees under this Agreement, PROVIDING, however, that timely notice shall be given to the Town by the County of any claim, action or proceeding which may be filed or commenced against the County by reason of the performance of such work.

As a part of its obligation to indemnify and hold harmless the County, its officers, agents and employees, as set forth above, the Town agrees to obtain and maintain in full force and effect, for the term of this Agreement, insurance coverage as described below:

- A. Workers' Compensation Insurance: A policy covering the operations of the Town in accordance with the provisions of Chapter 41 of the Laws of 1914, as amended, known as the Workers' Compensation Law, covering all operations under the Agreement, whether performed by the Town or by its subcontractors. The Agreement shall be void and of no effect unless the Town making or executing same shall secure workers' compensation coverage for the benefits or, and keep insured during the life of said Agreement, such employees in compliance with the provisions of the Workers' Compensation Law. A certificate of insurance or other proof that workers' compensation coverage is in effect shall be provided before the start date of this Agreement.



B. Liability And Property Damage Insurance:

1. Contractor's Liability Insurance issued to the Town and covering the liability for damages imposed by law upon the Town with respect to all work performed by the Town under this Agreement naming the County as additional insured and in the amount of \$2,000,000 for each occurrence is required. All of the following coverage shall be included:

Comprehensive Form  
Premises Operations  
Products Completed Operations  
Contractual Insurance covering the Hold Harmless Provision  
Broad Form Property Damage  
Independent Contractors  
Personal Injury

2. Owner's and Contractor's Protective Liability Insurance Policy issued to the Town and naming Monroe County as an additional insured and covering the liability for damages imposed by law upon the Town for the acts or neglect of each of the Town subcontractors with respect to all work performed by said subcontractors under the Agreement.
3. Unless otherwise specifically required by special specifications, each policy shall have limits of not less than the following:

BODILY INJURY LIABILITY Single Limit	PROPERTY DAMAGE Single Limit
\$2,000,000 each person \$2,000,000 each occurrence	\$2,000,000 each occurrence
OR COMBINED SINGLE LIMIT	
\$2,000,000	

4. The limits of liability set forth above shall be per occurrence. A claims made policy is not acceptable.

C. Motor Vehicle Insurance:

Motor Vehicle Insurance issued to the Town and covering public liability and property damage on the Town's vehicles in the amount of:

BODILY INJURY LIABILITY	PROPERTY DAMAGE
\$2,000,000 each person \$2,000,000 each occurrence	\$2,000,000 each occurrence
OR COMBINED SINGLE LIMIT	
\$2,000,000	

- D. A currently and properly executed County-provided Certificate of Insurance, naming Monroe County as additional insured under the general liability policy covering all services to be provided by the Town pursuant to the Work Agreement, shall be submitted prior to issuance of payments, to the Office of the Monroe County Director of Transportation. This Certificate of Insurance shall be subject to the approval of the County Attorney.

All said insurance policies and certificates shall contain the following clause:

"In the event of any change or a cancellation of this policy, at least thirty (30) days notice thereof shall be given to the County Director of Transportation, at the Director's office."

- E. In the event a Certificate of Insurance is not available, the County will accept a self-insurance document on appropriate letterhead containing the following language:

"This is to advise you that the Town of \_\_\_\_\_ is self-insured for worker's compensation, general liability and auto liability insurance and therefore cannot provide a certificate of insurance. If there is a change in the self-insured status of the Town of \_\_\_\_\_, the County of Monroe will be notified.

In any contract requiring indemnification of the County by the Town of \_\_\_\_\_, this letter is to represent that the Town of \_\_\_\_\_ will hold harmless and indemnify the County for losses sustained resulting from such contracts.

The Town of \_\_\_\_\_ will defend and indemnify the County for each such contract, for the period \_\_\_\_\_, 200\_\_ through \_\_\_\_\_, 200\_\_, through the Town of \_\_\_\_\_'s self-insurance reserve.

- F. The initial term of this Agreement is one (1) year, January 1, 2007 through December 31, 2007. For every required insurance coverage that is for a period of time less than the full term, the Town shall provide proof of adequate insurance coverage at least forty-five (45) days before the expiration of the previous coverage.

37. The Town recognizes the continuing commitment on the part of the County to assist those receiving temporary assistance to become employed in jobs for which they are qualified, and the County's need to know when jobs become available in the community.

The Town agrees to notify the County when the Town has or is about to have a job opening within Monroe County. Such notice shall be given as soon as practicable after the Town has knowledge that a job opening will occur. The notice shall contain information that will facilitate the identification and referral of appropriate candidates in a form and as required by the Employment Coordinator. This would include at least a description of conditions for employment, including the job title and information concerning wages, hours per work week, location and qualifications (education and experience).

Notice shall be given in writing to:

Employment Coordinator  
Monroe County Department of Social Services  
111 Westfall Road  
Rochester, New York 14620  
Fax: (585) 753-6322  
Telephone: (585) 753-6308

The Town recognizes that this is an opportunity to make a good faith effort to work with Monroe County for the benefit of the community. Nothing contained in this provision, however, shall be interpreted as an obligation on the part of the Town to employ any individual who may be referred by or through the above notice. Any decisions made by the Town to hire any individual referred by or through the County shall be voluntary and based solely upon the Town's job requirements and the individual's qualifications for the job, as determined by the Town.