

Governance at the County Level

Assessing Shared Service and Consolidation Options in Schuyler and Yates Counties

February, 2015

Prepared for:
Schuyler and Yates Counties, New York

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Summary

In May 2014, the counties of Schuyler and Yates, New York formally began a study process to examine the potential benefits of collaborating their service and governance structures more intensively. The potential options to be considered range from expanded shared services (or joint service provision) to possible consolidation of the two counties. To facilitate the analysis of potential shared services and consolidation, the counties – through a Steering Committee comprised of representatives from both governments – engaged Rochester, New York-based CGR to support the process.

As a precursor to identifying and evaluating options, CGR completed a “Baseline Phase” review of existing conditions in both counties. The review, which constitutes the first section of this report, established a shared information foundation for the Steering Committee, county stakeholders and the broader public, and to provide a “data source” for CGR to draw on as it moved into analysis and consideration of shared service and consolidation options.

The baseline review was specifically intended to provide a starting point for assisting the Steering Committee in understanding the following:

- The current fiscal year costs and revenues associated with services provided by both Schuyler and Yates counties;
- The debt and other obligations that are currently held by the two counties, and their associated maturity dates;
- The levels and types of services currently provided by the two counties, as well as specific functional areas where services are provided in materially different ways by the two counties; and

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- The existing staff levels in each department in the two counties.

Following completion of the baseline review, CGR and the Steering Committee reviewed shared service and consolidation options for the two counties on a function-by-function basis. The “Options Phase” detailed alternatives available to Schuylter and Yates Counties through closer collaboration. The potential options explored ranged from expanded shared services (or joint service provision) to consolidation of the two counties. The analysis was intended to be formative, with its primary purpose being to inform the final report of the Steering Committee as it begins to make a final recommendation on shared services or consolidation.

Ceteris paribus, CGR’s analysis found that full consolidation of the two counties could generate savings of approximately \$1.4 million. Translated into property tax savings, that would yield a 1-percent rate increase for Yates taxpayers and a 15-percent rate reduction for Schuylter taxpayers. In the event of full consolidation, however, the ultimate savings would remain subject to whether each of the identified efficiency opportunities were implemented as designed, as well as resolution of certain questions regarding revenues.

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Section 1: Baseline Review

Overview

This baseline review provides an overview of municipal services and financial information for the counties of Schuyler and Yates, New York. The review constitutes the study's "What Exists" report, and presents relevant county metrics on size, structure, finances and operations. The report establishes a foundational understanding of how the counties deliver and fund municipal services, and is intended to serve as an information baseline for later consideration and analysis of shared service and consolidation options.

Project Background

In March 2013, officials in Schuyler and Yates counties initiated an effort to explore the potential benefits of providing services jointly or in a consolidated fashion. The effort was in response to increasing fiscal pressures on both counties, evidenced in part by both exceeding the tax cap for fiscal year 2013. Officials also pointed to the similarities between the two counties – especially their population size, land area and topography – as a basis for further collaboration.

Following resolutions from both county legislatures, the two counties formally applied to the New York State Local Government Efficiency program seeking funding to underwrite the costs of a study process. In November 2013, the LGE program awarded a grant of \$50,000 to fund the project. In spring 2014, the counties released a formal Request for Proposal citing the following:

"The counties of Schuyler and Yates wish to explore options designed to lessen the cost of government while improving the delivery of services to their respective constituents. Each county has committed to fully study all options associated with the delivery of state / county services up to and including the possible merger of the two. Given the similar demographics and the contiguous nature of each, common sense alone would indicate that there is a significant potential to realize economies of scale without sacrificing quality of service. Additionally, should this project result in unit consolidations or merger, this could become a model for other governments within New York State and beyond."

Through the RFP process, the two-county Steering Committee selected Rochester, New York-based CGR to provide project and analytical support to the process.

Size and Structure

Overview of Schuyler and Yates Counties

Located in the western portion of Central New York, Schuyler and Yates counties share a border along the western and southern edge of Seneca Lake, with Yates to the north and Schuyler to the south. Because of Yates' northern position and border with Ontario County, it is technically captured within the Rochester, NY Metropolitan Statistical Area and Rochester-Batavia-Seneca Falls Combined Statistical Area. By contrast, Schuyler County, which is bordered by Tompkins County to the east, Chemung County to the south and Steuben County to the west, is not included in a Census-designed metropolitan or micropolitan statistical area.

According to 2013 population estimates, Schuyler County is home to 18,460 residents, an increase of 0.6 percent from the 2010 decennial census. On balance, its population has remained relatively flat for the past two decades, contracting approximately 1 percent since 1990. It has, however, seen more material population decline since 2000. Since hitting its historic population peak of 19,224 in that year, Schuyler has fallen nearly 4 percent. Schuyler's greatest population density is centered on the villages of Watkins Glen (which serves as the county seat) and Montour Falls.

County Population, 1950-2013

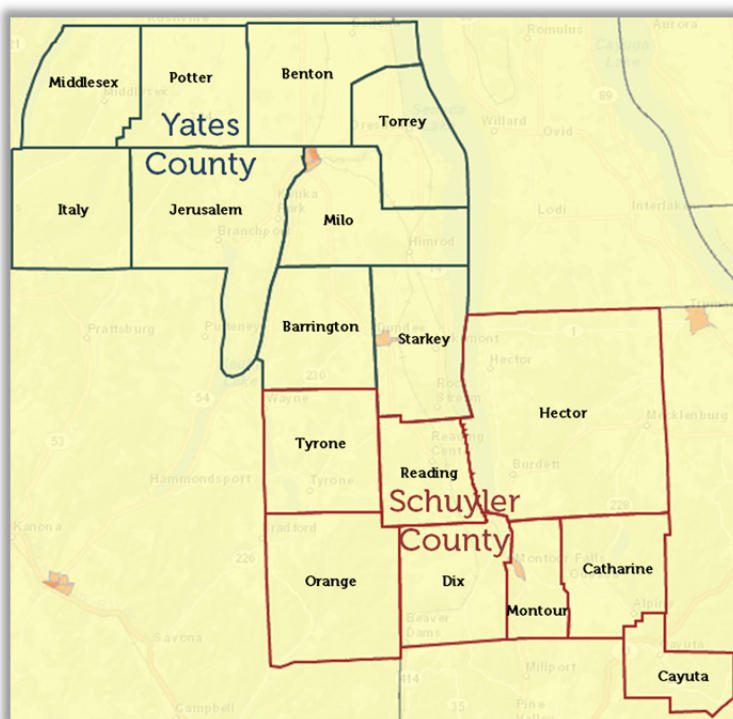
Source: Census Bureau

	Schuyler	Yates	Combined
1950	14,182	17,615	31,797
1960	15,044	18,614	33,658
1970	16,737	19,831	36,568
1980	17,686	21,459	39,145
1990	18,662	22,810	41,472
2000	19,224	24,621	43,845
2010	18,343	25,348	43,691
2013 (est)	18,460	25,156	43,616

Yates County is slightly larger in total population, with an estimated 25,156 residents as of 2013. That figure is down only slightly from its peak level of 25,348 in the 2010 decennial census. Since 1990, Yates County has

experienced reasonable population growth, increasing by more than 10 percent. Its densest population center is in the Village of Penn Yan, which also serves as the county seat.

The counties are similar in total land area. Excluding water-covered territory, Schuyler spans 328 square miles, compared to Yates' 338 square miles. Because of Yates County's larger overall population, its population density (75 persons per mi²) exceeds that of Schuyler (56 persons per mi²). As shown in the following Census block-level density map, neither county exhibits significant population density in any single area. Within Schuyler County, only the corridor between Watkins Glen (in the towns of Reading and Dix) and Montour Falls (in the Town of Montour) has material density; in Yates, only Penn Yan (in the northwestern portion of the Town of Milo) and Dundee (in the Town of Starkey) do.



There are economic similarities between the counties. Median household income levels (\$47,869 in Schuyler, \$48,245 in Yates), per capita earned income levels (\$23,952 in Schuyler, \$24,124 in Yates) and homeownership rates (81 percent in Schuyler, 78 percent in Yates) are all reasonably close. Overall, Schuyler County's economic activity is lower than that of Yates, evidenced by measures like private nonfarm business establishments (367 in Schuyler, 548 in Yates), private nonfarm employment levels (3,613 in Schuyler, 5,029 in Yates) and total firms (1,491 in Schuyler, 1,797 in Yates). Recent

building activity has also been greater in Yates (76 permits issued in 2012) than Schuylar (46).

The counties' respective economic bases are somewhat different. According to 2012 Public Use Quarterly Workforce Indicators data, Schuylar County's primary industry sectors are Health Care and Social Assistance (16% of total employment), Accommodation and Food Services (14%), Manufacturing (13%), Government (13%) and Retail (12%). In Yates, the major sectors are Educational Services (18%), Health Care and Social Assistance (16%), Manufacturing (15%) and Retail (10%).

Both Schuylar and Yates counties are governed by elected legislatures. In Schuylar, the governing body consists of eight district-based legislators who serve staggered four-year terms; in Yates, fourteen district-based legislators are elected to two-year terms. In both counties, day-to-day operations are vested in an appointed County Administrator. Both governments are full-menu service providers, delivering a broad array of state-mandated functions and discretionary services.

Schuylar County contains eight towns (Catharine, Cayuta, Dix, Hector, Montour, Orange, Reading and Tyrone) and four villages (Burdett, Montour Falls, Odessa and Watkins Glen).

Yates County contains nine towns (Barrington, Benton, Italy, Jerusalem, Middlesex, Milo, Potter, Starkey and Torrey) and four villages (Dresden, Dundee, Penn Yan and Rushville).

Budgetary Summary

Expenditures

The 2014 budgets¹ of Schuylar and Yates counties contain combined anticipated all-funds expenditures of \$82.6 million. Of that total, \$40.8 million is Schuylar County, while the remaining \$41.8 million is Yates County. These

¹ This baseline report relies on current year budgets for both Schuylar and Yates counties. Budgeted information is used instead of prior year actuals because the current year budget represents both counties' most recent attempt to project expenditures and revenues, and thus their respective best estimates based on actual experience, recent history and operational / financial goals for the year. Particularly in the areas of fringe benefits and utilities, where year-to-year changes can be more significant in the current environment, the current year's budget more accurately reflects what is likely to happen over the course of the year.

expenditure totals reflect the full budgeted costs of both counties, excluding interfund transfers. Additional detail by fund is provided in the following table.

Budgeted Expenditures

Source: 2014 Schuyler and Yates Counties' Budgets

(Dollars in Millions)

	Schuyler	Yates	Combined
General Fund	\$35.924	\$35.515	\$71.439
County Road Fund	\$3.370	\$5.437	\$8.807
County Machinery Fund	\$1.485	\$0.853	\$2.338
Airport	N/A	\$0.058	\$0.058
Total	\$40.779	\$41.863	\$82.642

For both counties, the General Fund reflects general operations, administration and services as required by accounting standards promulgated by the Government Accounting Standards Board (GASB) and the New York State Uniform System of Accounts. The Road Fund and Machinery Fund also reflect state requirements. Counties in New York State are required by State Highway Law to maintain roads and highways, including providing for ice and snow removal, among other things. Further, state law requires that costs associated with providing these services be accounted for in a "county road fund." All costs (including rental) associated with the machinery necessary to carry out this task are required by State Highway Law to be accounted for in a "county machinery fund." In order to provide additional detail for comparative purposes, those funds are discretely presented in the above table. Also of note, Yates County budgets funds for the Penn Yan – Yates County Airport, a county-owned public use facility. Schuyler County has no comparable budget allocation.

Expenditure Commonalities

The basic menu of county services tends to be reasonably similar across governments, so most spend money in common areas. In order to quickly assess the degree of spending commonality that occurs between the counties, the Schuyler and Yates budgets were overlaid on one another and similarities were identified. The following table reflects those budget line items identified by CGR in which *either or both* counties have invested resources in their current year budgets.

It is important to note that this table does not contemplate any service type or level differentials between the two counties, but rather compares the two respective budgets at a high level. Specific differentials in the type and / or level of service between the counties' operations – which are critical to

assessing potential shared or joint service alternatives – are discussed later in this report.

It should also be noted that as part of this analysis, CGR made certain adjustments to the cost center categories in an effort to “line up” the two counties’ spending frameworks in standard fashion. One such example involves employee fringe benefit costs. Yates County allocates certain benefit costs on a department-by-department basis, whereas Schuyler County allocates them in lump sum to a single “undistributed” line item at the end of the budget. In order to more accurately illustrate expenditure commonalities, CGR removed Yates’ departmentally-allocated benefit costs and presented them in a single “Employee Benefits” line in the table that follows. Similarly, the “Community Services” function in Yates corresponds most closely with the “Mental Health” function in Schuyler, so those two lines have been presented alongside one another.

2014 Budgeted Expenditures

Source: 2014 Schuyler and Yates Counties' Budgets
(Dollars in Millions)

Category	Schuyler	Yates	Combined
Airport	-	\$58,050	\$58,050
Board of Elections	\$191,783	\$288,513	\$480,296
Bond Payment	\$120,000	\$1,777,888	\$1,897,888
Budget Officer	-	\$9,625	\$9,625
Buildings & Grounds	\$1,057,602	\$618,795	\$1,676,397
Central Copier	-	\$16,000	\$16,000
Central Garage	\$88,954	-	\$88,954
Central Gasoline	-	\$15,442	\$584,472
Central Mailing	-	\$47,642	\$47,642
Central Telephone	\$98,371	\$86,805	\$185,176
Contingency	\$200,000	-	\$200,000
Contract Agencies	\$217,154	-	\$217,154
Coroner	\$13,300	\$33,550	\$46,850
County Administrator	\$157,350	\$101,120	\$258,470
County Attorney	\$327,824	\$224,357	\$552,181
County Clerk	\$287,900	\$329,911	\$617,811
Court Security	-	\$315,055	\$315,055
Courts	\$700	-	\$700
District Attorney	\$373,577	\$334,264	\$707,841
Economic Development	\$601,000	\$349,623	\$950,623
Education	\$1,830,000	\$2,300,000	\$4,130,000
Emergency Management	\$193,430	\$135,850	\$329,280
Employee Benefits	\$6,896,000	\$6,456,572	\$13,352,572
Highway Road & Machinery	\$4,142,438	\$5,576,979	\$9,719,417
Historian	\$3,900	\$44,242	\$48,142
Human Resources & Civil Svc	\$266,771	\$160,978	\$427,749
Information Technology	\$266,628	\$391,242	\$657,870

Legislature	\$175,068	\$186,312	\$361,380
Mental Health ¹	\$2,598,111	\$1,618,704	\$4,216,815
Office for the Aging	\$863,346	\$85,284	\$948,630
Planning	\$62,320	\$111,223	\$173,543
Probation	\$295,000	\$361,445	\$656,445
Probation: Alts to Incarceration	-	\$31,701	\$31,701
Public Defender	\$327,093	\$357,857	\$684,950
Public Health	\$1,028,036	\$998,854	\$2,026,890
Purchasing	\$63,208	-	\$63,208
Real Property	\$280,510	\$196,303	\$476,813
Records Management	\$56,418	\$32,518	\$88,936
Recreation	\$68,532	-	\$68,532
Sales Tax Distributed	\$2,040,000	-	\$2,040,000
Sheriff / Law Enf / Admin ²	\$1,413,350	\$2,587,961	\$4,001,311
Sheriff: Animal Control	\$78,876	\$78,469	\$157,345
Sheriff: E911 ³	-	\$797,202	\$797,202
Sheriff: Jail	\$1,295,777	\$2,842,907	\$4,138,684
Sheriff: Stop DWI	\$112,099	\$97,975	\$210,074
Social Services	\$11,335,479	\$10,294,510	\$21,629,989
Soil Conservation	\$225,657	\$332,754	\$558,411
Solid Waste	-	\$77,480	\$77,480
Special Items	\$339,100	\$655,300	\$994,400
Transportation	\$300,000	-	\$300,000
Treasurer	\$261,435	\$281,022	\$542,457
Veteran Services	\$56,480	\$84,571	\$141,051
Weights & Measures	\$65,495	\$26,132	\$91,627
Youth Bureau	\$102,962	\$54,493	\$157,455
Total	\$40,779,034	\$41,863,480	\$82,642,514

Notes to Table:

¹ Yates County's appropriation for Community Services is included in this line, as it pertains to services dealing with mental health, mental retardation, developmental disabilities and alcoholism / substance abuse.

² Yates County's appropriation for Communication Systems is included in this line, as it pertains to public safety communications.

³ Schuyler County's appropriation for 911 is included in the jail category, as discussed further in that section of this report.

In raw dollar terms, the categories showing the most significant spending commonalities include Social Services, Employee Benefits and Sheriff. In Social Services, both counties spend in excess of \$10 million (\$21.6 million combined) to deliver services related to individuals and families in need. These functions include family assistance, safety net assistance, Medicaid

administration, child support collection and enforcement, supplemental nutrition assistance and child care assistance.

Employee benefits represent another significant common expenditure category. The counties spend a combined \$13.3 million in pension, health insurance and related fringes.

And within the Sheriff category, the counties spend a combined \$4.0 million on general operations. Additional common expenses occur within the law enforcement category, with the most significant being jail services. Appropriations for this function are a combined \$4.1 million this year.

Revenues

The 2014 budgets for Schuyler and Yates counties combine for anticipated all-funds revenues of \$82.6 million, balanced with budgeted expenditures.

Budgeted Revenues

Source: 2014 Schuyler and Yates Counties' Budgets
(Dollars in Millions)

	Schuyler	Yates	Combined
General Fund:			
Estimated Revenues	\$27.422	\$22.003	\$27.422
Appropriated Surplus	N/A	\$2.276	\$2.276
Tax Levy	\$10.502	\$11.236	\$21.738
Total Fund	\$35.924	\$35.515	\$71.439
County Road Fund:			
Estimated Revenues	\$3.370	\$2.035	\$5.405
Tax Levy	N/A	\$3.402	\$3.402
Total Fund	\$3.370	\$5.437	\$8.807
County Machinery Fund:			
Estimated Revenues	\$1.100	\$0.038	\$1.138
Tax Levy	\$0.385	\$0.815	\$1.200
Total Fund	\$1.485	\$0.853	\$2.338
Airport Fund:			
Estimated Revenues	N/A	\$0.025	\$0.025
Appropriated Surplus	N/A	\$0.033	\$0.033
Total Fund	N/A	\$0.058	\$0.058
Total All Funds	\$40.779	\$41.863	\$82.642

Property taxes (*i.e.* the tax levy) comprise a major source of revenue for both counties. Schuyler's 2014 budget contains \$10.9 million in property taxes, or 25 percent of its total revenue base. Yates' 2014 tax levy is \$15.4 million, or 37 percent of its total revenue base.

Both counties also rely on sales tax as a major revenue source. Schuyler's 2014 budget contains \$10.2 million in anticipated sales tax revenue (24 percent of all-funds revenue). Yates' 2014 budget includes \$10.3 million (nearly 25 percent of its all-funds revenue). Both counties budget sales tax revenue within their General Fund. And in Schuyler County, where 20 percent of sales tax revenue is shared with the towns, that funds outflow is budgeted as a General Fund expenditure. Yates County does not share sales tax revenue with its local governments.

Tax Rates

In contrast to most states, municipalities in New York State determine their own level of assessment. Therefore, in order to distribute county taxes equitably among multiple municipalities with different levels of assessment, the level of assessment in each municipality must be equalized to "full market value." This process of equalization strives to measure the relationship of locally-assessed values to full market value in a constantly-changing real estate market. State Real Property Tax Law requires that equalization rates be established for each county and local government on an annual basis. Once equalization rates have been determined by the state, the tax rate of each municipality within each county can be determined based on the amount of the required tax levy.

The county tax rate is determined by dividing the tax levy (*i.e.* the amount of property tax revenue required to fund the annual budget) by the total taxable assessed value of all property within the county.

2014 Tax Summary Information

Source: Real Property Tax Services, Schuyler and Yates Counties

	Schuyler	Yates
Equalized Total Assessed Value	\$1.557 b	\$2.925 b
Total Assessed Value	\$1.557 b	\$2.887 b
Total Taxable Value	\$1.302 b	\$2.258 b
Number of Parcels	13,015	15,925
Range of County Tax Rates for Towns	\$8.37 - \$8.40	\$7.04 - \$7.19
Range of County Tax Rates for Villages	\$4.26 - \$8.50	\$8.59 - \$15.70

In Yates County, all towns have equalization rates of 100 percent with the exception of Jerusalem (97 percent) and Milo (98 percent). In Schuyler County, all towns and villages are at 100 percent.

Fund Balances

For the year ending December 31, 2013, Schuyler County reported a General Fund balance of \$2.4 million, and an additional \$2.5 million in other governmental funds (*i.e.* Road Fund, Machinery Fund, Special Grant Fund, Capital Projects Fund, Debt Service Fund and Internal Service Fund). The county did not appropriate any fund balance for use in its 2014 budget.

For the year ending December 31, 2013, Yates County reported a fund balance in its General Fund of \$13.5 million, and an additional \$1.5 million in other governmental funds (*i.e.* Road Fund, Machinery Fund, Airport Fund, Special Grant Fund, Capital Projects Fund and Debt Service Fund). Portions of the balances in several funds, totaling approximately \$2.3 million (including \$2 million in the general fund balance) were appropriated as resources in the 2014 budget.

Debt Levels

For the year ending December 31, 2013, Schuyler County's audited financial statements show outstanding debt of \$13.1 million (including serial bonds, bond anticipation notes and capital leases payable, but excluding compensated absences of \$0.6 million). Approximately 39 percent of this debt was related to the Schuyler County Human Services Development Corporation (HSDC), and approximately 37 percent was associated with the Schuyler Tobacco Asset Securitization Corporation (STASC). The county's total outstanding indebtedness subject to the State Constitutional Debt Limit was \$3.1 million, which represented 3.7 percent of the County's statutory debt limit. According to the 2013 financial statements, all current debt and capital leases outstanding will be fully amortized by December 31, 2038.

For the year ending December 31, 2013, Yates County's audited financial statements show long-term debt outstanding totaling \$17.9 million (excluding \$4.1 million related to compensated absences and OPEB) for serial bonds related to the Building and Communication Projects (54 percent), the Tobacco Asset Securitization Corporation [TASC] (35 percent), the Torrey Landfill (9 percent) and the Horizon Park Project (2 percent). The total outstanding indebtedness of the County subject to the State Constitutional Debt Limit was \$9.7 million, which represented 6.3 percent of the County's statutory debt

limit. According to the 2013 financial statements, all current debt and other liabilities will be fully amortized by December 31, 2045.

Staffing Allocations

The counties staff their functions with the following number of employees, by department. Figures have been compiled through a review of budget documents and staffing totals provided by both counties, and supplemented by interviews with department heads. Vacant positions are excluded.

Staffing Allocations

Source: 2014 Schuylers and Yates Counties' Budgets, Staffing Data Provided by both Counties and Interviews with Department Heads

Category	Schuylers	Yates	Combined
Legislature (elected)	8 pt	14 pt	22 pt
Legislature (staff)	2 ft	1 ft	3 ft
District Attorney	4 ft, 1 pt	3 ft, 1 pt	7 ft, 2 pt
Public Defender	3 ft	3 pt	3 ft, 3 pt
Administrator	2 ft	1 ft	3 ft
Treasurer	3 ft, 1 pt	4 ft	7 ft, 1 pt
Real Property	4 ft	3 ft	7 ft
County Clerk	7 ft	7 ft	14 ft
County Attorney	4 ft, 1 pt	3 pt	4 ft, 4 pt
HR / Personnel / Civil Service	3 ft, 1 pt	2 ft, 1 pt	5 ft, 2 pt
Elections ¹	4 ft	2 ft, 2 pt	6 ft, 2 pt
Records Management	1 pt	2 pt	3 pt
Buildings and Grounds	11 ft, 3 pt	8 ft	19 ft, 3 pt
Purchasing / Storeroom	1 ft, 1 pt	-	1 ft, 1 pt
Info Technology / Data ²	2 ft, 1 pt	2 ft	4 ft, 1 pt
E911 ³	-	13 ft	13 ft
Sheriff	21 ft	27 ft, 8 pt	48 ft, 8 pt
Animal Control	1 ft	1 ft	2 ft
Probation ⁴	6 ft, 2 pt	8 ft	13 ft, 2 pt
Jail / Corrections ³	19 ft	41 ft, 13 pt	60 ft, 13 pt
Court Security	-	5 ft, 4 pt	5 ft, 4 pt
Emergency Management	2 ft, 1 pt	2 ft	4 ft, 1 pt
Watershed	1 ft	-	1 ft
Community Services / Health ⁵	24 ft, 16 pt	13 ft, 1 pt	37 ft, 17 pt
Social Services	46 ft	46 ft, 1 pt	92 ft, 1 pt
Veterans Services	2 pt	2 ft	2 ft, 2 pt
Weights and Measures	1 ft	1 pt	1 ft, 1 pt
Aging ⁶	10 ft, 8 pt	-	10 ft, 8 pt
Youth Bureau	1 ft	1 pt	1 ft, 1 pt

Historian	1 pt	1 ft	1 ft, 1 pt
Planning	1 ft	1 ft	2 ft
Highway	21 ft	27 ft, 3 pt	48 ft, 3 pt
Total	204 ft, 48 pt	220 ft, 58 pt	424 ft, 106 pt

Notes to Table:

¹ Per diem elections workers are not included.

² Includes Yates County's Senior Communications Mechanic from the "Communications" cost category.

³ Schuyler County's E911 personnel are included in the "Jail / Corrections" cost category.

⁴ Includes Yates County's Probation Assistant from the "ATI" cost category.

⁵ Includes Community Services, Public Health and Mental Health functions.

⁶ Yates County contracts this service out.

How the Counties Provide Services

As illustrated in the staffing allocations table above, Schuyler and Yates counties provide a quite comparable menu of local government services. There are material differences in certain functions, however, regarding staffing levels, service type / scale, or use of outside third-party service providers. The following sections provide detailed summaries of how the counties provide each primary service, along with associated costs, staffing levels and allocations by position. Where applicable, the summaries also identify the extent to which service types / levels of delivery frameworks are demonstrably different between Schuyler and Yates.

Legislature

In New York State, county governments were established by the State Legislature to carry out specified functions at the local level on behalf of the state. However, during the 20th century, county government underwent major change. Today, counties are municipal corporations with geographical

jurisdictions, home rule powers and the fiscal capacity to provide a wide range of services to residents.²

The organization of county legislative bodies began in the later part of the 17th century. Freeholders, later known as supervisors, were elected to represent each town within the county in the establishment of tax rates to defray the costs of county government. In the early 1960s, the courts found that many of the arrangements in New York for boards of supervisors violated the Equal Protection clause of the Fourteenth Amendment of the United States Constitution. The primary issue was that, in counties, each town small or large had one vote in the legislative body. Consequently, counties were ordered to bring the apportionment of their legislative bodies into compliance with the principal of "one person-one vote." Ever since, counties in New York have used one of two basic methods to comply with the Supreme Court's mandate: Weighted voting or districting. Some counties still retain the board of supervisors arrangement, but with an appropriate weighting of the relative voting "strength" of each supervisor. Other counties elect legislators from districts, which may or may not coincide with town lines.³

The County Legislatures of both Schuyler and Yates are established in accordance with NYS County Law §150-a.⁴ Sections 200 through 237 delineate the general powers of the county legislature. Although counties still carry out, in one way or another, their original function and duties (e.g. keeping records on behalf of the state, enforcing state laws and conducting elections for the state, collecting fees for the state), they also have taken on a range of new ones.

Schuyler County's legislature consists of eight part-time legislators who are elected from eight districts and serve four-year staggered terms.⁵ Yates County's legislature is comprised of fourteen part-time legislators elected from four districts for two-year terms.

² *Local Government Handbook*, New York State, Department of State, 6th Edition, published 2009, Reprinted 2011.

³ *Local Government Handbook*, Ibid.

⁴ New York State County Law §150-a addresses county legislative bodies other than a board of supervisors. It essentially states that an elected county legislature shall have all the functions, powers, obligations and duties which by law are possessed or vested in what was previously a board of supervisors. It further establishes that whenever the board of supervisors of a county is referred to or designated in any law, contract or document, such reference or designation shall be deemed to include the elected county legislative body.

⁵ Because of redistricting, a ninth legislative seat was created for a one-year period and budgeted in 2014. However, there was a resignation which left a seat vacant for 2014. Going forward, there will be only eight legislative seats and districts.

Schuyler's legislature typically meets once monthly, and includes committees for Public Safety / Criminal Justice, Community Development / Natural Resources, Human Services, Public Works, and Management / Finance. A Legislative Resolution Review Committee will meet in advance of the legislature's regular meetings. Yates' legislature also meets on a monthly basis, and supports five standing committees: Finance, Government Operations, Human Services, Public Safety, and Public Works.

It is typical for a legislative body to have some professional staff to assist the legislature in carrying out its functions, particularly those that are administrative in nature. Schuyler has two such staff full-time and Yates has one full-time.

Baseline Summary: Legislature

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$175,068	\$186,312
Staffing Structure (positions in FTE)	
Schuyler	Yates
Legislator (8 pt)	Legislator (14 pt)
Clerk and Auditor (1 ft)	Clerk (1 ft)
Deputy Clerk (1 ft)	
Total = 2 ft, 8 pt	Total = 1 ft, 14 pt

District Attorney

NYS County Law §700 establishes the powers and duties of the district attorney (DA), which is an elected position. The DA's Office is responsible for prosecuting all criminal offenses committed within the county and in all courts of law, including town and village courts. Offenses include felony matters, misdemeanors and violations under the Penal Law and Vehicle and Traffic Law. The DA's Office also assists state and local law enforcement agencies and advises / assists crime victims.

Schuyler County's DA's office is staffed by a full-time district attorney, a full-time chief assistant district attorney, one part-time assistant district attorney, one full-time paralegal and one full-time crime victim services coordinator. In addition, Schuyler utilizes a part-time investigator who is paid by contract and is not an employee of the County.

Yates County's DA's office consists of a full-time district attorney, one full and one part-time assistant district attorney and one full-time secretary. Yates also has a full-time victim / witness coordinator who is not a county employee, but is paid through a grant program (Safe Harbors) administered by the Rape Crisis Center.

Baseline Summary: District Attorney

Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$373,577	\$334,264
Staffing Structure (positions in FTE)	
Schuyler	Yates
District Atty (1 ft)	District Atty (1 ft)
Asst Chief DA (1 ft)	Asst DA (1 ft)
Asst DA (1 pt)	Asst DA (1 pt)
Paralegal (1 ft)	Secretary (1 ft)
Crime Svc Coord (1 ft)	-
Total = 4 ft, 1 pt	Total = 3 ft, 1 pt

Public Defender

Pursuant to NYS County Law §715 the legislature may create an office of public defender, may authorize a contract between its county and one or more other counties to create an office of public defender to serve such counties, or may designate an attorney-at-law as public defender. The purpose of the Public Defender's Office is to provide high-quality legal representation to all indigent persons eligible for publicly-provided legal services.

Both Schuyler and Yates counties have public defender offices. According to state law, indigent clients may be represented in criminal courts, family court, surrogate court or appellate court.⁶ Schuyler staffs its Public Defender's Office

⁶ NYS County Law §717. It should be noted that, for administrative purposes, the sixty-two counties that make up New York are divided into thirteen Judicial Districts and four Judicial Departments. Schuyler County is in the Third Department and Sixth Judicial District; Yates County is in the Fourth Department and Seventh Judicial District. Even though New York has a unified court system, the administrative judges overseeing the Departments and Districts have great latitude in the organization and operation of the courts within their jurisdiction.

with a full-time public defender, a full-time assistant public defender and a confidential secretary to the public defender. Yates' Public Defender's Office consists of a part-time public defender and two part-time assistant public defenders.

Baseline Summary: Public Defender

Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$327,093	\$357,857
Staffing Structure (positions in FTE)	
Schuyler	Yates
Public Defender (1 ft)	Public Defender (1 pt)
Asst Pub Defender (1 ft)	Asst Pub Defender (2 pt)
Confidential Secr (1 ft)	-
Total = 3 ft	Total = 3 pt

Administrator

Schuyler and Yates each have their own county administrator, who manages day-to-day functions of the organization in the capacity of chief administrative officer. Administrator responsibilities are deep, spanning supervision and coordination of work across all municipal departments and functions; developing and implementing all administrative policies and procedures (including those effected by the Legislature); leading budget development and analysis as the Budget Officer; and representing the county in various community undertakings.

Both counties operate with a single administrator. In Schuyler, the administrator is supplemented by a support staff consisting of a confidential secretary. In Yates, the administrator does not have any immediate support staff.

On paper, the administrators' office hours are standard business hours on a Monday-through-Friday basis. In reality, however, both administrators routinely work beyond that and consistently attend meetings and community events outside normal business hours.

One notable difference between the two offices regards the risk management function. In Schuyler, the administrator is responsible for risk management, whereas in Yates the workers' compensation function is part of the Personnel

Department (as discussed later in this report), but general liability is retained by the administrator. Practically speaking, the bulk of work within the risk management area is related to Workers' Compensation (WC). And while the primary responsibility for risk management in Schuylar County is vested in the administrator, the bulk of the administrative paperwork for WC (such as the handling of claims forms) is processed by Schuylar's Personnel Department.

Baseline Summary: Administrator

Source: 2014 Schuylar and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuylar	Yates
\$157,350	\$101,120
Staffing Structure (positions in FTE)	
Schuylar	Yates
Administrator (1 ft)	Administrator (1 ft)
Conf Secretary (1 ft)	-
Total = 2 ft	Total = 1 ft

Treasurer

As non-charter counties and pursuant to NYS County Law §400, both Schuylar and Yates have an elected county treasurer. The treasurer, as chief fiscal officer of the county, has specific duties prescribed by law (County Law §550). Among the statutory requirements include acting as receiver and custodian of all money belonging to the county and maintaining accounting records with respect to all receipts and expenditures. In addition, the County Legislature may assign additional and related duties to the treasurer.

Due to the statutory requirements of the treasurer's function, there are many functional similarities between the departments in Schuylar and Yates. In particular, both counties utilize and maintain accounting software systems to record the numerous financial transactions that occur daily; Schuylar uses KVS software, while Yates uses Munis.

In addition, both departments are responsible, to various extents, for billing and collection of real property taxes. In Schuylar, the initial tax billing is done for county taxes and town taxes only; villages and schools send out their own bills. After an initial time period for payment, unpaid town and school real property taxes are re-levied by the county. In Yates, the Real Property Department does the initial work-up and mailing of the tax bills, including those of the towns, villages and schools. If unpaid after a certain period of

time the taxes for the towns, villages and schools come back to the county for re-levy. In terms of tax collection software, Schuyler uses a KVS module and Yates uses TLS.

As custodian of all county receipts and disbursements / expenditures, the treasury function in both counties is responsible for cash management, oversight and payment of accounts payable, and investment of any cash-on-hand. In New York State, cash deposits and investments of municipalities are regulated by state law, placing a premium on safeguarding these assets and avoiding risk.

Utilizing their financial accounting software, both departments are responsible for preparing the annual "AUD" financial report for the Office of the State Comptroller and the annual financial statements, single audit statements and DOT audit statements in accordance with accounting standards and principles. The financial statements are audited in each county by different professional certified public accounting firms – Schuyler uses Ciaschi Dietershagen Little Mickelson and Company, while Yates uses Raymond F. Wager CPA.

There are two material differences between the two treasury functions. One is in regard to payroll, though that difference will be mitigated (as discussed below). In Yates, payroll processing and related duties reside in the treasurer's department, whereas in Schuyler processing is outsourced to ADP and reporting, disbursement of checks and other administrative functions are handled by the Personnel Department. Schuyler's treasurer's department is responsible only for transferring funds to the payroll bank account and various union accounts. It should be noted, however, that the Schuyler payroll processing function is being transitioned to running on KVS software in-house and is currently running on both platforms. The other difference is the treasurer's office in Yates processes the audit (vendor payments, etc.) for the county, whereas in Schuyler the audit is processed in the Legislative office and just the printing of the checks is done in the treasurer's office.

The staffing structure of both departments is reasonably similar. Both are headed by the treasurer and both have a deputy. The treasurers split their time between the financial accounting and reporting functions and tax collection responsibilities.

Additionally, Schuyler has a full-time coordinator of fiscal operations and budget planning and a part-time bookkeeper. The coordinator position splits time between the treasurer's office and public health, although the position is fully budgeted within the treasurer's department.

Yates, in addition to the treasurer and deputy treasurer, has two full-time senior account clerks, one of whom handles payroll, pension and health insurance withholding on a full-time basis. The other handles the audit function.

Baseline Summary: Treasurer

Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$261,435	\$281,022
Staffing Structure	
Schuyler	Yates
Treasurer (1 ft)	Treasurer (1 ft)
Dep Treasurer (1 ft)	Dep Treasurer (1 ft)
Coord Bdgt (1 ft)	Sr Acct Clerk (2 ft)
Bookkeeper (1 pt)	-
Total = 3 ft, 1 pt	Total = 4 ft

Real Property

County Real Property Tax Service (RPTS) departments were created by state law to provide professional services to county property owners and local / county officials. They are statutorily required to perform the duties outlined in the Real Property Tax Law (RPTL), including providing advisory appraisals, providing administrative support to acting boards of assessment review, processing corrections, training new assessor staff, maintaining tax maps and providing copies to assessors and others, and assisting local assessing units to produce equitable assessment rolls. The RPTS director is required to meet certain minimum qualifications and complete training prescribed by the State Board of Real Property Tax Services.⁷

In most New York counties the assessment function is controlled at the town and / or village level. However, as the function of property tax and assessment administration has grown increasing complex, many jurisdictions, especially smaller ones, have had difficulty both in finding qualified persons to serve as assessor and in paying adequate salaries for the job. Various options are now available for more efficient assessment administration in regard to cost sharing, new technology, valuation expertise, and changing from part-time to full-time assessors.⁸

⁷ New York State, Real Property Tax Law (RPTL), Sections 1530 and 1532.

⁸ New York State, Department of Taxation and Finance, Publications and Bulletins, *Municipal Options for More Efficient Assessment Administration*.

Schuyler County has developed shared-service relationships among the towns, villages and school districts within the county. Currently all eight towns contract with the county for assessment services. All of the assessors operating under these contracts are Schuyler County employees; however, each town has to approve the Schuyler assessor as their Town Assessor. The towns pay a fee for these services based on the number of parcels within each town. There are approximately 13,000 parcels within the county. The villages accept the town assessments. Of the ten school districts within the county, the RPTS department provides bill extract files to four of them to print their bills.

All of the towns within Schuyler County are committed to annual updates of their assessments, thereby ensuring fair and equitable assessments. The county and towns have been at 100 percent equalization for at least the past four years.

As for tax mapping services, Schuyler currently utilizes Chemung County's tax mapping function in a shared services arrangement. RPTS also assists the Treasurer with property tax foreclosures by checking listed properties for correct identification (*i.e.* tax map numbers), noting which properties are tenant-occupied versus owner-occupied, and checking for environmental issues.

Schuyler has four full-time employees in RPTS: A director, an administrative assistant and two assessors.

The assessment function is handled differently in Yates County, where the towns handle their own assessments and tax billing individually. The county uses the towns' valuations in order to determine tax rates.

Yates County is comprised of nine assessing units and approximately 16,000 parcels. Across the towns there are five appointed assessors. The Town of Jerusalem has one town assessor, while the other assessors service multiple towns. All of the towns are currently at 100 percent equalization with the exception of Milo (98 percent) and Jerusalem (97 percent).

Yates RPTS has its own mapping unit to provide support services to local assessors. Tax maps are available for viewing either by computer or in paper format. Similar to Schuyler, Yates RPTS also assists the Treasurer's Department with respect to property foreclosures by conducting site visits to listed properties to inspect them for environmental and other conditions.

Yates County staffs its Real Property Tax Services department with three full-time personnel: A director, a tax mapper and a senior account clerk typist

(who is fully paid from the RPTS budget but shared one-quarter of the time with the Planning Department).

Baseline Summary: Real Property Tax Services

Source: 2014 Schuylers and Yates Counties'

Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuylers	Yates
\$280,510	\$196,303
Staffing Structure	
Schuylers	Yates
Director (1 ft)	Director (1 ft)
Admin Assistant (1 ft)	Tax Map Tech (1 ft)
Assessor (2 ft)	Sr Acct Clerk (1 ft)
Total = 4 ft	Total = 3 ft

Clerk

Pursuant to NYS County Law §400, both counties have the elected position of county clerk. It is a four-year term in both; Schuylers' incumbent clerk was most recently reelected in November 2013, while Yates' was reelected in November 2011.

The basic duties and responsibilities of county clerks and their deputies are spelled out in Article 12 of the NYS County Law, specifically §525-526, though county legislatures have the power to direct the clerk's office to perform additional duties. In general, the county clerk is responsible for maintaining all books, files and other necessary equipment for the proper filing, recording and depositing of county documents, maps, papers in actions and special proceedings of both civil and criminal nature, judgment and lien dockets and books for indexing as directed or authorized by law.

In Schuylers and Yates, as in the typical county in New York State, the clerk's office is in many ways the "face" of county government, interfacing with residents and taxpayers on a regular basis. In large part, this is due to the clerk's role in processing licenses and records requests. The menu of services provided by the clerk's office includes issuing driver's licenses and vehicle registrations; processing enforcement transactions; and collecting sales and Use Tax for the state and county for casual motor vehicles through the DMV office. Revenue is submitted to the state and a percentage is retained by the county. DMV retention fees are co-mingled with fees collected by the Recording Office and paid to the County Treasurer. The Recording Office

records real estate transactions, including recording of deeds, mortgages and estate transfers; filing liens against real property and collecting Real Estate Transfer Tax for the state; processing of local (county) mortgage taxes; and licensing of specific activities, including notary public renewals, hunting, fishing and pistol permits; and processing original passport applications. Pursuant to NYS County Law §525, the offices also process filings related to civil and criminal proceedings in the counties.

Because many of these duties involve administering state laws and regulations, the clerks' offices return revenue to the State of New York (in addition to generating funds for the county). According to 2012 annual reports, Schuyler's clerk's office paid \$0.935 million⁹ to the county treasurer, in addition to handling \$1.773 million on the state's behalf; the clerk's office in Yates paid \$0.968 million¹⁰ for the county, and paid \$2.510 million to the state.

Transaction volume in the Yates County Clerk's Office surpasses Schuyler in most categories. For example, motor vehicle transactions are approximately 18 percent higher in Yates, as are real estate deeds (50 percent higher), mortgage filings (80 percent higher) and mortgage discharges (50 percent higher). Pistol permits are also significantly higher in Yates – in 2012, for example, Yates processed 978 transactions, compared with less than 200 in Schuyler.

Baseline Summary: Clerk

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$287,900	\$329,911
Staffing Structure	
County Clerk (1 ft)	County Clerk (1 ft)
Deputy Clerk (1 ft)	Deputy Clerk (1 ft)
Asst Dep Clerk (1 ft)	MV Supervisor (1 ft)
Sr Clerk (1 ft)	MV Cashier (2 ft)
Sr Vehicle Clerk (1 ft)	Recording Clerk (2 ft)
MV License Clerk (2 ft)	-
Total = 7 ft	Total = 7 ft

⁹ A portion of this figure (approximately \$0.252 million) pertains to fees generated for the county's towns for mortgage tax and interest earned.

¹⁰ A separate amount pertaining to fees generated for the county's towns and villages with respect to mortgage tax (approximately \$0.489 million) was paid to the county treasurer and disbursed every six months to the town and villages.

County Attorney

Both counties provide for an office of county attorney and assistant county attorney under NYS County Law §500 through §502. Section 500 requires that the legislature appoint a resident attorney-at-law as county attorney. Pursuant to §501, the county attorney is the legal advisor to the legislature and every officer whose compensation is paid from county funds. The county attorney is to prosecute and defend all civil actions and proceedings brought by or against the county, the legislature and any officer for any official act. The legislature may prescribe additional and related duties.

The legislature is empowered to authorize the county attorney to appoint one or more assistant county attorneys (§502) and the position of confidential secretary to the county attorney (§501(5)). Assistant county attorneys perform their work under the supervision of the county attorney and may perform the duties and powers of the county attorney in the absence or incapacity of the county attorney (§502).

In Schuyler and Yates counties, both departments review all contracts and municipal agreements to which their respective county is a party, provide legal advice to departments and assist the treasurer in tax foreclosure proceedings.

In Schuyler, approximately two-thirds of workload is spent handling family court matters (i.e. abuse, custody, neglect and guardianship cases handled by the Department of Social Services) and juvenile delinquent and PINS cases (originating from the Sheriff's Office). In Yates, the county attorney's office does not handle abuse and neglect cases (rather, they are handled by an attorney in the Department of Social Services), but the assistant county attorney handles all juvenile delinquent cases. In both counties, outside counsel handle tort cases.

Staffing of the county attorney's office in Schuyler consists of the county attorney, an assistant county attorney, a confidential secretary to the county attorney and a legal secretary, all of whom are full-time. Additionally, there is an assistant county attorney who is half-time. In Yates, there are three part-time positions: the county attorney, an assistant county attorney and an administrative assistant. Each works approximately half-time.

Baseline Summary: County Attorney
Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$327,824	\$224,357
Staffing Structure	
Schuyler	Yates
County Atty (1 ft)	County Atty (1 pt)
Asst County Atty (1 ft)	Asst County Atty (1 pt)
Asst County Atty (1 pt)	Admin Assistant (1 pt)
Conf Secretary (1 ft)	-
Legal Secr (1 ft)	-
Total = 4 ft, 1 pt	Total = 3 pt

HR / Personnel / Civil Service

In New York State, local governments can choose one of two options for administration of Civil Service Law – a civil service commission or the personnel officer.¹¹ Both Schuyler and Yates counties utilize a personnel officer. The personnel officer is appointed by the governing body, which in both Schuyler and Yates counties is the County Legislature.¹²

By statute, the administration of Civil Service Law is vested in counties (including political subdivisions within the counties), cities and suburban towns of more than 50,000 population.¹³ Villages have no authority to administer a separate civil service system. In both Schuyler and Yates, the county administers civil service on a countywide basis – covering the county itself, and all towns, villages, school districts and soil and water conservation districts. In total, Schuyler serves this role for fifteen civil divisions, while Yates covers seventeen.

Civil Service Law also requires that each civil service jurisdiction prescribe, amend and enforce rules for carrying out the provisions of the Civil Service Law, as well as maintain an official roster of all employees in the classified

¹¹ NYS Civil Service Law §15

¹² NYS Civil Service Law, Op. Cit.

¹³ NYS Civil Service Law §2

services.¹⁴ It is the responsibility of the civil service function to plan, schedule, supervise and administer all aspects of the announcement and examination process for classified services. To that end, each county department also collects, handles and reviews all applications and determines their suitability for appointment, promotion and transfer.

As noted, both counties also utilize their personnel officer as the head of human resources, thereby effectively consolidating what are sometimes two departments in other counties (Personnel / Human Resources and Civil Service). In both counties the human resources staff is responsible for administration of employee benefit programs and employment-related items such as maintenance of personnel files, wage and salary administration, performance management and discipline, New York State retirement system enrollment and recordkeeping, and new-hire orientation. When aiding departments with various employee-related matters, consideration must also be given to the collective bargaining units in each county; Schuyler has four unions, while Yates has three.¹⁵

Both counties refer their labor law cases to outside law firms rather than handle them through the County Attorney's office.

Regarding employee benefits administration, the human resources / personnel function in each county oversees all benefit programs, such as health insurance, dental insurance, medical and dependent care flexible spending accounts and employee assistance programs. Concerning health benefits, Schuyler County is part of the Chemung County health insurance consortium, while Yates County handles its own program.

Both county departments must also keep abreast of changes in legislation pertaining to assorted legislation such as the Family and Medical Leave Act (FMLA), the Health Care / Affordable Care Act, the Consolidated Omnibus Budget Reconciliation Act (COBRA), the Health Insurance Portability and Accountability Act (HIPPA), and the New York State Retirement systems for employees and police and fire (ERS and PFRS), among others.

¹⁴ NYS Civil Service Law §20 and 97(2)

¹⁵ The collective bargaining units in Schuyler County are CSEA for the Administrative Unit of Local 849; Highway Department Unit of Local 849, AFSCME; the Correction Officer's Benevolent Association, Inc.; and the Road Patrol Association. In Yates County the bargaining units are CSEA Local 862; the Law Enforcement Officers Union, Council 82, Local 9875; and the Yates County Deputy Sheriffs' Association.

There are two material differences in responsibility between the personnel offices in the counties: Payroll services, and risk management / Workers' Compensation.

- **Payroll:** At present, payroll administration technically falls under the human resources function in Schuyler County, although its implementation is outsourced to ADP. However, the function will be coming back "in-house" in the near future, and Schuyler will use Springbrook software to process payroll internally.¹⁶ In Yates County, payroll processing is part of the Treasurer's function, as discussed in that section of this report.
- **Risk Management / Workers' Comp:** In Schuyler County, the risk management function is part of the Administrator's Office, and the Workers' Compensation component is outsourced to Public Employer Risk Management Association Inc. (PERMA).¹⁷ Activities related to administrative paperwork for Workers' Compensation, such as providing and receiving claim forms, are performed by staff in the personnel office. By contrast, in Yates risk management and Workers' Compensation are handled by a part-time insurance manager based within the personnel office. The insurance manager oversees claims-handling activity by a third-party administrator (TPA) and handles related paperwork.¹⁸

In Schuyler County the civil service component of the department is handled mainly by a full-time personnel officer (as required by Civil Service Law) and a part-time keyboard specialist. Furthermore, the human resources / personnel part is handled by a full-time human resources administrator / benefits manager and a full-time human resources clerk. Yates' staffing consists of a full-time personnel officer, a full-time personnel assistant and a part-time insurance manager.

¹⁶ Schuyler currently uses KVS Information Systems software for its financial applications. According to KVS' website, KVS Information Systems is now an independent division of Springbrook Software.

¹⁷ PERMA is a self-insurance pool for public entities in New York State, with over 550 municipalities participating in the pool. Services provided range from operating solely as a third party administrator (TPA) for a municipality to being a full member and participating in the risk pool arrangement, which, among other services, provides case management.

¹⁸ In response to a request from Yates County, CGR previously provided an interim comparison of the risk management and Workers' Compensation responsibilities in the two counties in a report dated June 26, 2014.

Baseline Summary: HR / Personnel / Civil Service

Source: 2014 Schuylers and Yates Counties'

Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuylers	Yates
\$266,771	\$160,978
Staffing Structure	
Schuylers	Yates
Personnel Ofcr (1 ft)	Personnel Ofcr (1 ft)
Keyboard Spec (1 pt)	Personnel Asst (1 ft)
HR Admin / Benefits (1 ft)	Insurance Mgr (1 pt)
HR Clerk (1 ft)	-
Total = 3 ft, 1 pt	Total = 2 ft, 1 pt

Records Management / Historian

Maintenance of governmental records is regulated by the New York State Education Department Division of Archives. The role of records management officer was mandated in 1989. In Yates County, this function is included in the County Historian's duties. The position of historian is appointed by the legislature to preserve the county's history and to provide a historical context for decision making.. Each county department maintains the records while operationally necessary (a varying time period by department) and then turns them over to the records management department for long-term storage.

Schuylers employed a full-time records management officer until she retired in July 2014. There is a part-time clerk in the office. Schuylers operates a state-of-the-art records storage facility in a stand-alone building on property owned by the Watkins Glen School District. The facility is operated under an inter-municipal agreement between the county, Watkins Glen School District, the Village of Watkins Glen, the towns of Dix and Hector, and the Watkins Glen Racing Museum. There is potential space in the facility to expand to include other municipalities, especially as some older records are microfilmed. Records management staff retrieve records when a request is made by the departments. Records are destroyed only with the permission of the department that generated them and only after minimum time periods are met. The county has a part-time historian who works periodically and is salaried at \$3,400 per year.

Yates employs a full-time historian / records management officer and two part-time clerks. Yates' record storage space is in the basement of the county office building. The records belong primarily to the county; however there are

some historical records that are stored on microfilm on behalf of the towns. The department pays about \$3,000 a year for environmentally controlled offsite storage of original microfilms. The department responds to many search requests from the public and some from county departments. Some of the county departments retrieve their own records from the archives while others make requests of the records management officer.

Baseline Summary: Records Mgt / Historian

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$60,318	\$76,760
Staffing Structure	
Schuyler	Yates
RM Officer (1 ft) ¹	Records Mgr (1 ft)
Records Clerk (1 pt)	Records Clerk (2 pt)
Historian (1 pt)	-
Total = 1 ft, 2 pt	Total = 1 ft, 2 pt

Notes to Table:

¹ Schuyler County's Records Management Officer position is currently vacant.

Buildings and Grounds

The Buildings and Grounds Department for each county is responsible for supporting the operations of county government by maintaining the facilities and surrounding areas. The essential tasks of the two departments are similar. Each is responsible for cleaning and landscaping of buildings, performing minor repairs, snow removal around buildings and parking lots, and planning for major capital expenses. Both departments outsource HVAC and refrigeration repairs, high voltage electrical work and technical inspections.

Schuyler has eleven full-time and four part-time employees. There is a supervisor, deputy supervisor, laborer, two maintenance mechanics and six full-time cleaners. There are also four part-time cleaners. The department is responsible for maintenance and operations at five county buildings. Included in that number is the Human Services Complex that is owned by a local development corporation (LDC). The LDC leases space to several local non-profit organizations. The department is also responsible for maintenance of Seneca Harbor Park and the pier into Seneca Lake in the Village of Watkins

Glen. The department also conducts some light maintenance at tax-acquired properties. The department is responsible for the telephone system.

Yates has eight full-time employees: A supervisor, three maintenance mechanics, three cleaners and a building maintenance helper that spends approximately eighty to ninety percent of the time cleaning and the remainder on maintenance, working evenings. The department is responsible for maintenance and operations at four county buildings. In addition, the department also conducts some light maintenance at tax-acquired properties and is responsible for maintenance of the telephone system.

Baseline Summary: Buildings & Grounds

Source: 2014 Schuylers and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuylers	Yates
\$1,189,505	\$618,795
Staffing Structure	
Schuylers	Yates
Supervisor (1 ft)	Supervisor (1 ft)
Dep Sup (1 ft)	Maint Mech (3 ft)
Laborer (1 ft)	Cleaners (3 ft)
Maint Mech (2 ft)	Maint / Cleaner (1 ft)
Cleaners (6 ft, 2pt)	-
Info Proc Spc (1pt)	-
Total = 11 ft, 3 pt	Total = 8 ft

Information Technology / Data

In each county, the Information Technology (IT) Department is responsible for maintaining the IT infrastructure for all county departments. Services include email, file sharing, internet, networking, printing and security. IT works with departments to evaluate hardware and software purchases to improve business functionality. Helpdesk support along with installation of hardware and software is provided.

Schuylers provides services to about 300 desktop units and 25 servers with a full-time manager, a full-time technician, and a technician that is shared with the Department of Social Services. Each department uses unique programs that are often required by associated state agencies. The only common programs in all departments are Microsoft Office. The department is

responsible for maintaining most of the software licenses. The department has identified the need for additional engineering support and also for centralized geographic information services (GIS) to support multiple aspects of county operations. The department estimates that 80 percent of desktops are out of warranty.

Yates provides services to approximately 250 desktop / laptop units and their associated servers with a full-time manager and a full-time technician. There are plans to add a network administrator in the near future. The county uses an external company, ExtraDev, for some services including offsite data storage, network security and larger projects. The county is working to in-source additional services. The technician position was created in 2014. Like Schuylers, each department uses a unique set of programs that require individual licensing. One pressing need for the department is to update its aging Core / Edge infrastructure. Most of the equipment is 12 to 14 years old and is no longer supported by the manufacturer, and some of the equipment is showing signs of failure.

Baseline Summary: Information Technology

Source: 2014 Schuylers and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuylers	Yates
\$266,628	\$391,242
Staffing Structure	
Schuylers	Yates
Director (1 ft)	Director (1 ft)
Tech (1 ft, 1 pt)	Tech (1 ft)
Total = 2 ft, 1 pt	Total = 2 ft

Sheriff / Jail and Corrections

Schuylers and Yates counties each have a Sheriff's Office organized pursuant to NYS County Law §650. The offices operate under the administration of an elected Sheriff. In both, the primary mission is similar. Both provide mandated services including operating the county jail corrections facility and serving civil processes. They also both provide services prescribed by their legislatures including road patrol, marine patrol, criminal investigations, and operating the emergency 911 communications center.

The Schuylers County Sheriff Office (SCSO) is the primary law enforcement agency for every municipality in the county except the Village of Watkins

Glen, which operates its own police department. The Yates County Sheriff Office is the primary law enforcement agency for every municipality in the county except the Village of Penn Yann, which operates its own police department. The New York State Police (NYSP) also conducts road patrol in both counties. NYSP coordinates its activities with both sheriffs' offices and performs a primarily supportive role.

All sheriff department activities for both counties are performed out of a single building. In Schuyler, the building is attached to the main county office building; in Yates, it is across the street from the main county complex.

Yates County is fully accredited in law enforcement, jail, civil, 911 dispatch and court security disciplines. Schuyler County does not participate in the accreditation program. In addition, the Yates County Sheriff is in charge of public safety communications and microwave radio towers, as well as administrative oversight of the Coroners.

Law Enforcement Division

The law enforcement divisions of both offices provide a diverse array of service to the community and employ a large portion of sheriffs' office staff. This division is further segmented into functional areas.

Road Patrol: The two departments perform their law enforcement duties in very similar manners. The central piece of the operation is a Road Patrol. The Road Patrol responds to citizen requests for service and patrols their areas of responsibility to deter criminal activity. Road Patrol functions as a 24-7 operation. Schuyler County usually has two deputies and a sergeant on patrol. Yates County usually has three deputies and a sergeant.

Criminal Investigation: Each has a designated Criminal Investigations Division that is responsible for conducting investigations of reported crimes in the county. Schuyler has one lieutenant and one sergeant assigned to the role of investigator. Yates has one lieutenant and two deputies assigned to the division for general crimes. Yates also has dedicated a single deputy to assist in reducing fraud in the Department of Social Services.

STOP – DWI: Both departments participate in the New York STOP-DWI program. This program allows the offices to use a portion of fines from DWI cases to fund enforcement activities and purchase equipment that is used in enforcement activities. In 2014, Schuyler anticipated \$112,000 in fine revenue and operating expense related to this program. Yates was anticipating \$98,000 in fine revenue and operating expense. Some of the expenses are related to other law enforcement agencies and the probation department.

Other Units: Both departments maintain canine units. Yates has a school resources officer in the Dundee Central School. Schuyler does not have an officer in any schools at this time. Schuyler operates a marine navigation patrol using a mix of full and part-time deputies. Although Yates has no full or part-time deputies assigned to the marine patrol unit, several seasonal officers that are certified as peace officers are utilized. New York reimburses fifty percent of the expense related to the navigation patrols. Both departments focus their marine efforts on weekends and holidays during the summer. Yates operates an Underwater Search and Recovery Team that is available to surrounding counties including Schuyler.

Schuyler patrols 14 square miles of water on Seneca Lake, and Yates patrols 38 square miles on three lakes (Canandaigua, Keuka, and Seneca).

Corrections / Jail Division

The sheriff in both counties is responsible for the operation of a jail. Although the operations are functionally equivalent, there are some material differences. The Schuyler facility was built in 1960 and was renovated (and received an addition) in 1991. It can handle a maximum of 30 prisoners. The average population in 2013 was 20 prisoners. There were a total of 275 admissions to the jail in 2013. Eighty-one percent of the admissions were male. All female prisoners need to be housed at another jail at a cost of \$85 per day. Most female prisoners are held in Chemung County. In most situations, there are three corrections officers on duty in the jail during the day and evening shifts, and two on overnight shifts. In addition, the two on-duty 911 dispatchers are corrections officers and help operate the doors in the facility. The jail prepared approximately 22,000 meals on-site during 2013. The facility is near to its functional capacity and has little room for storage or to allow adequate meeting space.

The Yates facility was completed in 1977 and had renovations in 1988 and 1999. It can handle a maximum of 65 prisoners. In 2013, the average population was 50 prisoners. There were a total of 406 admissions. During the day and evening shifts, there are eight corrections officers, one central control officer and one supervisor on duty; during overnight shifts staffing reduces to four corrections officers, while other positions remain the same. The facility served about 54,000 meals in 2103. The meals were prepared offsite at a state-operated central facility. The jail brought in about \$257,000 in revenue related to boarding prisoners from other facilities. The facility is near to its functional capacity and its design requires more on-duty staff that otherwise would not be required in a modern facility.

Emergency Communications

All 911 calls in both counties are answered by the respective sheriff's office. They both operate consolidated public safety dispatch centers that handle all police, fire and EMS calls in the county. The staff is responsible for taking information related to the events (sometimes from multiple callers), entering the data into a computer, assigning the resources and tracking their activities throughout the calls.

Schuyler operates its center with two dispatchers on duty at all times. Currently, the Schuyler County 911 Dispatch Center dispatches nine different volunteer fire departments and three different volunteer ambulances in Schuyler County. The dispatch center also dispatches for the Schuyler County Sheriff's Office, Watkins Glen Police Department and the New York State Police. The dispatchers also fill the role of controller for doors in the correctional facility and are trained as corrections officers. The emergency manager is responsible for overseeing the equipment and software used for dispatching.

Yates operates its center with three dispatchers on duty during the day and evening, and two on overnights. There is a supervisor that works during daytime hours. Agencies within Yates County directly serviced by the communications center include 13 fire departments and their associated first responder units, five ambulance services, an Advanced Life Support (ALS) unit from Soldiers and Sailors Hospital in Penn Yan, and several law enforcement agencies including the Yates County Sheriff's Office, Penn Yan Police Department, New York State Police, Court Security, and Animal Control.

Civil Division

The Civil Division of the Sheriff's Office is authorized by law to act as the enforcement agent for all courts within the county. The responsibilities of this division are twofold. The first is service of process such as a summons, subpoena, petition, order and other court-related documents. The second is enforcement which involves evictions, executing on real and personal property, sale of levied property, orders and warrants of arrest for civil contempt. Both counties operate in a similar manner with a clerk responsible for receiving requests and sworn personnel serving the papers. Both offices use some part-time deputies to facilitate the serving of papers.

Animal Control Officer

The two counties operate in a similar manner with dedicated animal control officers and shelters operated by non-profit humane societies. Both animal control operations have separate budgets.

Schuyler employs a full-time animal control officer (ACO) that responds to many of the animal related complaints that occur in the county. The ACO responds to about 400 events annually. Any dogs that are taken into custody are held at the Schuyler County Animal Shelter that is operated by the Humane Society of Schuyler County.

Yates also employs a full-time ACO. In 2013, they responded to 602 calls for service. In total, 187 dogs were impounded at the Yates County Humane Society pound.

Court Security

Schuyler provides security and screening for the county buildings. However, security for the courtrooms is provided by New York State Court Officers.

Yates provides court security for the several courts that are held at Yates County Courthouse. They screen all visitors to the building and ensure safety for those on the property. They are also present in the court rooms when court is in session. New York State reimburses nearly all of the costs related to providing court security.

Baseline Summary: Sheriff / Jail and Corrections

*Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews*

Total Budgeted Costs (excl. benefits)		
Schuyler		Yates
\$1,413,350	Law Enf & Admin	\$2,587,961
\$1,295,777	Jail / Corrections	\$2,842,907
\$112,099	STOP-DWI	\$97,975
-	Court Security	\$315,055
\$78,876	Animal Control	\$78,469
\$2,900,102	TOTAL SHERIFF	\$5,922,367
Staffing Structure		
Schuyler		Yates
	<u>Law Enf & Admin</u>	
Sheriff (1 ft)		Sheriff (1 ft)
Undersheriff (1 ft)		Undersheriff (1 ft)

Lieutenant (2 ft)		Lieutenant (2 ft)
-		Investigator (3 ft)
Sergeant (4 ft)		Sergeant (4 ft)
Deputy (12 ft)		Deputy (13 ft)
Secretary (1 ft)		Secretary (3 ft)
-		Marine Patrol (8 pt)
	<u>Jail / Corrections</u> ¹	
-		Lieutenant (1 ft)
Sergeant (3 ft)		Sergeant (5 ft)
Officer (16 ft)		Officer (32 ft, 12 pt)
-		Supt Staff (3 ft, 1 pt)
	<u>Court Security</u>	
-		Sergeant (1ft)
-		Officer (4 ft, 4 pt)
	<u>911 Center</u> ¹	
-		Chief (1 ft)
-		Sr Dispatch (3 ft)
-		Dispatch (9 ft)
	<u>Animal Control</u>	
AC Officer (1 ft)		AC Officer (1 ft)
Total = 41 ft		Total = 87 ft, 25 pt

Notes to Table:

¹ Schuyler County uses corrections officers to staff its 911 center.

Probation

In each county, the probation departments perform mandated functions in both the Criminal and Family Court systems. The departments receive regulatory oversight and partial reimbursement from the NYS Division of Criminal Justice Services Office of Probation and Correctional Alternatives. Probation is the most frequently used alternative to incarceration and the most common sentence imposed by courts nationally. Both counties perform similar tasks in similar manners. The general functions of the departments fall into the following categories:

- Supervision Individuals sentenced to probation are monitored for compliance with court-imposed conditions. Referrals are made to treatment agencies based upon the individual's needs. Electronic

monitoring and community service provide additional sanctions in appropriate cases.

- Investigation Court-ordered investigations provide accurate information about an individual's legal, family situation, education, employment and health. The analysis and recommendation made in each case assists the court in making the most appropriate disposition.
- Intake Juvenile matters are screened to determine if they can be diverted from Family Court action and to try to change the individual's behavior through diversion services by developing and implementing a case plan. Regarding PINS, NYS legislation mandates that all PINS referral cases need to attempt a PINS Diversion program before going to family court. The PINS Diversion program in Schuyler county is run through the Families First Program located at the Schuyler County Youth Bureau, but gets operational oversight through the Department of Social Services. In Yates county the PINS Diversion Program is implemented by the Department of Social Services staff. In both counties people wanting access to the Family Court to file a petition do so directly through the Family Court intake office. However, in Yates County, in domestic violence situations (Family Offenses) the Probation Department prepares the petition document for the individual.
- Collections Court-ordered fines and surcharges as well as restitution owed to crime victims are collected and disbursed. Several local laws were established to allow for collection of fees in certain cases.

Schuyler is staffed by a director, four full-time probation officers, and one full-time support staff member. There are also two part-time staff members that assist in the department. The department reported 116 new adult cases and 25 new juvenile probation cases in 2013 (8 family court ordered and 17 juvenile diversion). They report supervising 489 adults and 36 juveniles during 2013, with 174 adult probationers and 12 juveniles being supervised as of December 31, 2013 (includes DWI conditional discharge and community service cases).

Yates is staffed by a director, a supervisor, four full-time probation officers and two full-time support staff members. The department reported 136 new adult probation supervision cases and 8 new juvenile probation supervision cases in 2013. They were supervising 268 adults and 14 juveniles on probation as of December 31, 2013. This number does not include those who were discharged during the year. Also, it does not include DWI conditional discharges or community service cases at December 31, 2013, which were 27 and 42, respectively.

Baseline Summary: Probation

Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$295,000	\$361,445
Staffing Structure	
Schuyler	Yates
Director (1 ft)	Director (1 ft)
Probation Ofcr (4 ft)	Probation Ofcr (4 ft)
Support (1 ft, 2 pt)	Supervisor (1 ft)
-	Support (2 ft)
Total = 6 ft, 2 pt	Total = 8 ft

Emergency Management

The Emergency Management Offices in both counties have very similar missions and tasks. In each, the department is responsible for multiple roles including:

- Emergency Manager and Planner;
- Fire Coordinator;
- Emergency Medical Services Coordinator;
- Disaster Preparedness Coordinator;
- Emergency Communications Equipment Coordinator; and
- Training Coordinator for Fire and EMS Disciplines.

Schuyler has a full-time emergency manager, a full-time secretary and a part-time assistant coordinator. The department spends most of its time developing plans and coordinating responses to emergency situations in the county. All firefighters in the county are volunteer. Most of the EMS staff members are volunteer, but a few paid EMS providers respond to many of the calls in the county. The county participates in several regional teams with counties to the south and west (Chemung, Tioga, Steuben). The primary relationship with Yates relates to exchanging mutual aid services along their shared border. Most planning and resource sharing occurs with other neighboring counties. The department is responsible for coordinating the

implementation of a grant from New York State to upgrade the existing radio system.

Yates has a full-time emergency manager and a deputy emergency manager. The county's EMS coordinator has a dual reporting relationship with Emergency Management and Public Health. The department spends most of its time developing plans and coordinating responses to emergency situations in the county. All firefighters in the county are volunteer. Most of the EMS staff members are volunteer, but a few paid EMS providers, including all the ALS providers, respond to many of the calls in the county. The county participates in several regional teams for special situations with counties to the north and east (Ontario, Wayne, Seneca). The primary relationship with Schuyler relates to exchanging mutual aid services along their shared border. Most planning and resource sharing occurs with other neighboring counties.

Baseline Summary: Emergency Management

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$193,430	\$135,850
Staffing Structure	
Schuyler	Yates
Director (1 ft)	Director (1 ft)
Dep Director (1 pt)	Dep Director (1 ft)
Secretary (1 ft)	-
Total = 2 ft, 1 pt	Total = 2 ft

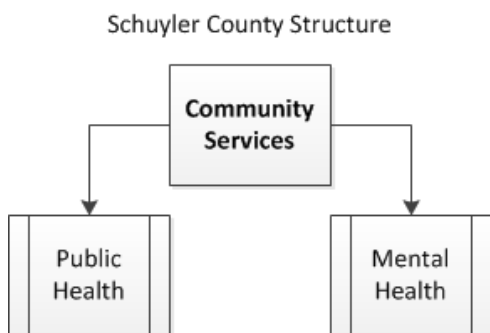
Community Services / Health

Both Schuyler and Yates deliver (or otherwise provide for) a range of services in the areas of public and mental health. While the service menu itself is fairly similar between the counties (a function of state mandated services, in many cases), the structure and approach to delivering the services is materially different in important ways. Most notably:

- Schuyler County's public and mental health services are technically consolidated under the Director of Community Services, with a goal of delivering more integrated and streamlined county health services; and

- Yates County's Department of Community Services does not deliver direct services, but rather provides them via contractual agreements with third party agencies in the community.

Given the organizational and substantive overlap between community services and functions related to public health and mental health in both counties, this section summary is presented in combined fashion.



In Schuyler County, a single consolidated health services structure oversees public health and mental health, serving a stated mission of “protecting the health of county residents through outreach, prevention, science-based practices and the delivery of quality health care.” Community services oversees Schuyler’s network of preventative, mental health, developmental disability, alcoholism and dependency services. Certain services are provided through third parties,

including developmental disability services (via the ARC of Schuyler County) and substance abuse services (via the Finger Lakes Addictions Counseling and Referral Agency and the Council on Alcoholism and Addictions of the Finger Lakes).

A number of services are delivered directly by the county. A county director of public health, who is also the Early Intervention Official, oversees a staff of nurse coordinators, registered nurses and public health specialists that facilitate county programs in areas such as disease prevention, communicable disease education, and immunization. Schuyler also provides disease management, including communicable disease, rabies, TB, arthropod-borne and vaccine-preventable investigations and case management. Other areas of service delivery are family health (maternal child health, the Healthy Families program, lead poisoning prevention, immunizations and prenatal) and children’s programs (Early Intervention and Preschool). Programs that include home visitation operate through their Licensed Home Care Services Agency Operating Certificate and clinical services operate through their Diagnostic and Treatment Operating Certificate. The unit also maintains responsibility for keeping updated Schuyler’s Community Health Assessment (CHA) and Community Health Improvement Plan (CHIP), both of which were last completed in 2013. The public health department operates under the oversight of a medical consultant and a Board of Health (Schuyler’s legislature).

Separately overseen by a director of mental health and reporting to the director of community services, Schuylers' mental health unit provides case management services for children and adults; crisis intervention; counseling and referral services; and a range of psychotherapy / psychiatric services for individuals and families. The unit also serves as the "single point of access" for higher level mental health services in Schuylers County. Staffing in this area includes social workers, care managers and a contracted cadre of psychiatrists, psychologists and nurse practitioners.

Schuylers operates a mental health clinic and counseling center at 106 S. Perry Street in Watkins Glen. The Mill Creek Center provides a range of services including psychotherapy and counseling, crisis intervention, referral services and case management for children and adults.

The county's compliance function is also vested in community services, responsible for ensuring the codes, rules and regulations of applicable federal, state and county health laws are adhered to and in keeping with quality standards of care.

In Yates County, the community services and public health functions operate as separate departments. The Community Services Department is the "planning and policy making entity that monitors and oversees all services in the county in the disability areas of mental health, mental retardation and developmental disabilities, and alcoholism and substance abuse."¹⁹ Unlike Schuylers, the department does not provide direct services. All services are delivered through contracts with local agencies, so the department's primary function is to monitor and oversee those contracts and manage state aid and reimbursements. The county's third-party service providers include (for mental health services) Finger Lakes Health System (Soldiers and Sailors Hospital), Lakeview Mental Health Services, Crestwood Children's Center, Big Brothers / Big Sisters of Rochester, Catholic Charities, the Finger Lakes Parent Network, the Dundee and Penn Yan Central School Districts, Safe Harbors of the Finger Lakes and ARC of Yates County. For mental / developmental disability services, the county contracts with ARC of Yates County. And for alcohol and substance abuse treatment and prevention, services are provided via the Finger Lakes Addiction Counseling and Referral Agency and the Council on Alcoholism.

Because Yates delivers community services via contract providers, its direct staff load is relatively small. In the past a part-time deputy director was employed by the county, working approximately 2 days per week. Currently

¹⁹ http://www.yatescounty.org/display_page.asp?pID=76

this work is also being carried out by one of the independent contractors. Additional clerical / administrative assistance is provided by a staff person from the Public Health Department up to a half-day per week. A non-county employee is separately contracted with to serve the role of director on a limited basis.

Public Health

Whereas Yates' community services function is structured differently from Schuylers, the public health functions are actually quite similar. The Public Health Department's stated mission is "to promote optimal health for people of all ages through disease prevention, environmental risk reduction, assistance with access to care and facilitation of emergency preparedness through education, policy development and collaboration within our community." As in Schuylers, Yates' public health unit is responsible for keeping updated the county's Community Health Assessment (CHA) and Community Health Improvement Plan (CHIP), both of which were last completed in 2013.

The Department of Public Health operates under the direction of a full-time director of public health / patient services (who also serves as the county's Early Intervention Official) and a contracted medical director. The director, who is appointed directly by the County Legislature and reports to the administrator, oversees a staff of public health nurses, registered / licensed practical nurses, and is supported by several clerical staff positions. Additional expertise and capacity is secured through contracts with individuals in the areas of emergency planning, immunization, transitional case management and special children's services, including Early Intervention and Preschool for Special Education (EIPSE) programs.

Unlike Schuylers, Yates County does not have an on-staff compliance officer, but rather receives this service in part through its affiliation with the S²AY Health Network, a rural health network funded by the New York State Department of Health. Yates has been affiliated with the network since 1997. (Note: Schuylers County jointed the network in 1998.)

Baseline Summary: Community Services / Health

Source: 2014 Schuylers and Yates Counties'

Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuylers	Yates
\$3,626,147	\$2,617,558
Staffing Structure	
Schuylers	Yates

<u>Community Services</u>	<u>Community Services</u>
Director (1 ft)	Deputy Director (1 pt)
Deputy Director (1 pt)	-
Compliance Ofcr (1 ft)	-
Admin Aide (1 pt)	-
Sr Data Entry Ops (1 ft)	-
Sr Data Entry Ops (3 pt)	-
Sr Acct Clerk (1 pt)	-
Keyboard Specialist (1 pt)	-
Business Svcs Coord (1 pt)	-
Sr Staff Social Wkr (2 ft)	-
Sr Staff Social Wkr (1 pt)	-
Staff Social Wkr (5 ft)	-
Intensive Care Mgr (1 ft)	-
Supportive Care Mgr (2 ft)	-
Senior RPN (1 ft)	-
<u>Public Health</u>	<u>Public Health</u>
Director (1 ft)	Director (1 ft)
Ops Budget Coord (1 ft)	Sr Admin Asst (1 ft)
Public Health Spec (2 ft)	Supervising PHN (1 ft)
Nursing Coord (2 ft)	Acct Clerk (1 ft)
Public Health Nurse (1 ft)	Sr Acct Clerk (1 ft)
Senior RPN (1 ft)	EMS Coord (1 ft)
Admin Aide (1 pt)	Pub Health Educ (1 ft)
Business Svcs Coord (1 pt)	Pub Health Nurse (4 ft)
Sr Data Entry Ops (3 pt)	RN (1 ft)
Sr Acct Clerk (1 pt)	LPN (1 ft)
Keyboard Specialist (1 pt)	-
Watershed Inspector (1ft)	-
Wat'shed Inspect Asst. (1ft)	
Total = 24 ft, 16 pt*	Total = 13 ft, 1 pt

*Several individuals work part-time in both Community Services and Public Health, and are therefore counted twice as part-time in the total number.

The following table summarizes information provided by the New York State Department of Health on the levels and types of public health services provided by Schuyler and Yates counties:

Public Health Service Menu Summary

Source: New York State Department of Health

	Schuyler	Yates
Certified Home Health Agency	No	No

Comp Primary Care	No	No
Comp Diagnostic / Treatment Ctr	Yes - In House	No
Dental	No	No
Early Intervention (EI)	Yes - In House	Yes - In House
EMS (housed in Emergency Mgmt.)	Yes	Yes - In House
Environmental	Limited	No
Hospice	No	No
Jail Health	No	No
Licensed Home Care Svcs Agency	Yes - In House	Yes - In House
Long Term Home Health Care Prog	No	No
Medical Examiner (ME)	No	No
Pre-K	Yes - In House	Yes - In House
Translation	No	Limited
Transportation	Yes - In House	No
Well Child Clinic	No	No
WIC	Yes - Contract	No

Similarly, the following table summarizes information provided by the New York State Office of Mental Health on the types and sponsors of mental health services provided in Schuyler and Yates counties:

Mental Health Service Menu Summary

Source: New York State Office of Mental Health

In Schuyler County:

<u>Sponsor</u>	<u>Program</u>
Schuyler County Mental Health	Crisis Intervention ^{1,2,3}
Elmira Psychiatric Center	Mid Lakes ACT Team ³
Schuyler County Mental Health	Mental Health Clinic & Counseling ^{1,2,3}
Catholic Charities of Rochester	Supp Housing/RCE ³
Elmira Psychiatric Center	Home Health Care Management ³
Schuyler County Mental Health	Home Health Care Management ³
Schuyler County Mental Health	Home Health Care Non-Med Mgt ³
Pathways Inc.	Home & Cmty Based Waiver ^{1,2}
Schuyler County Mental Health	Intensive Case Management ^{1,2}
Schuyler County Mental Health	Supportive Case Management ^{1,2}
Schuyler County Mental Health	Transition Management ³
Schuyler County Mental Health	School Program w/ Clinic Treatment ^{1,2}
Central NY Psychiatric Center	Monterey Shock Incarceration ³
Finger Lakes Parent Network	Finger Lakes Parent Network ^{1,2,3}
Schuyler County Mental Health	Outreach ^{1,2,3}

Schuyler County Mental Health	Advocacy and Support Services ^{1,2,3}
Elmira Psychiatric Center	Rainbow Chasers
Schuyler ARC	Supported Employment ³
In Yates County:	
<u>Sponsor</u>	<u>Program</u>
Soldiers & Sailors Memorial Hosp	Comprehensive Emergency Services ^{1,2,3}
Soldiers & Sailors Memorial Hosp	Yates County Jail ³
Yates County Community Svcs	Crisis Outreach ^{2,3}
Catholic Charities of Steuben	Home Based Crisis Intervention ^{1,2}
Soldiers & Sailors Memorial Hosp	Psychiatric Unit ³
Soldiers & Sailors Memorial Hosp	Behavioral Health Center Clinic ^{1,2,3}
Lakeview Health Services	Supp Housing/RCE ³
Elmira Psychiatric Center	Home Health Care Management ³
Elmira Psychiatric Center	Assertive Community Treatment ³
Soldiers & Sailors Memorial Hosp	Home Health Care Management ³
Soldiers & Sailors Memorial Hosp	Home Health Care Non-Med Mgt ³
Pathways Inc.	Home & Cmty Based Waiver ^{1,2}
Elmira Psychiatric Center	Intensive Case Management ^{1,2}
Crestwood Childrens Center	Supportive Case Management ^{1,2}
Yates County Community Svcs	Transition Management ³
Yates County Community Svcs	School-based Services ^{1,2}
Yates County Community Svcs	Single Point of Accountability ^{1,2}
Finger Lakes Parent Network	Family Support ^{1,2,3}
Crestwood Childrens Center	Community-based Intervention ^{1,2}
Crestwood Childrens Center	Community Clinic Operation ^{1,2}
Lakeview Health Services	Outreach ³
Soldiers & Sailors Memorial Hosp	Outreach ³
Yates County Community Svcs	Outreach ^{1,2,3}
Catholic Charities of Steuben	Recreation ¹
Yates County Community Svcs	Respite Services ^{1,2}
Yates County Community Svcs	Advocacy and Support Services ^{2,3}
Lakeview Health Services	Drop-in Center
Lakeview Health Services	Psychosocial Club
ARC of Yates County	Keuka Lake Enterprises Services Div ³
ARC of Yates County	Transitional Employment ³
ARC of Yates County	Integrated Supportive Employment ³
ARC of Yates County	Client Worker Program ³

Yates County Community Svcs	Vocation Services ^{1,2}
Yates County Community Svcs	Adult Work Program ³

Notes to Table:

¹ Services for children.

² Services for adolescents.

³ Services for adults.

Social Services

Both counties staff and support a Department of Social Services, the primary responsibility of which is to deliver and administer services to individuals and families within a programmatic framework mandated by New York State. Social service programs are generally overseen by the State Office of Temporary and Disability Assistance, the State Office of Children and Family Services, and the State Department of Health.

The menu of major services provided by Schuyler and Yates is the same, and spans the following areas.

- **Assistance to Children, Families and Adults**
 - Family Assistance (FA): This is a cash benefit program that provides payments to eligible households where a minor resides with a parent. Eligibility is based on federal Temporary Assistance for Needy Families (TANF) guidelines, and determined by household size, income, resources available and needs / expenses of the household as defined by state and federal regulations. Assistance is limited to 60 total months.
 - Safety Net Assistance (SNA): This is a financial assistance program for needy individuals and families who do not otherwise meet the eligibility requirements for FA or Supplemental Security Income (SSI). SNA assistance is available for 24 total months, after which benefits are provided on a non-cash basis through vouchers and / or vendor payments.
 - Home Energy Assistance Program (HEAP): This provides energy assistance to eligible low income households through payments to their utility providers. Funding is also available for

weatherization activities, heating equipment repairs and fuel emergencies.

- Supplemental Nutrition Assistance Program (SNAP): This federal program issues monthly benefits for use at authorized food retail stores. Eligibility is based on household size, income and assets.

- **Medical Assistance**

- This covers a variety of programs generally funded under Medicaid, and benefits individuals who cannot otherwise afford their own medical care. Eligibility is subject to age, income, health and household resources. Programs are available to individuals of any age, and include Child Health Plus; Family Health Plus; SSI for individuals who are elderly and / or disabled; the Medicare Savings Program, which assists eligible individuals in paying their Medicare premium costs and deductibles; and Chronic Care, a Medicaid program that pays for eligible individuals' institutional care or home-based services.

- **Children's Services**

- This covers a range of preventive and situation-based services aimed at children. Programs include child protective services, foster care services, child support enforcement and collection services, and day care subsidies for low income families to facilitate parents' employment.

- **Adult Services**

- This covers a range of programs focused on the health, safety and engagement of individuals over the age of 18, and includes adult protective services (focused on those with mental or physical disabilities that compromise their ability to care for themselves), assisted living, financial management, personal care services and long term care services.

There is a slight organizational difference regarding the counties' staffing of Youth Bureau responsibilities. In Schuylar, the Youth Bureau was combined into the Department of Social Services organization over the past two years, though youth services (and one dedicated full-time staff person) technically remain a distinct cost center. In Yates, the Youth Bureau has a separate budget, however, the Youth Bureau Director reports to, and is supervised by the Commissioner of Social Services.

Baseline Summary: Social Services

Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$11,335,479	\$10,294,510
Staffing Structure	
Schuyler	Yates
Commissioner (1 ft)	Commissioner (1 ft)
Dep Comm (1 ft)	Dir. Child & Fam. Svs. (1 ft)
Staff Dev Coord (1 ft)	Dir Income Maintenance (1 ft)
Sup Caseworker (2 ft)	Social Services Attorney (1 pt)
Sr Caseworker (6 ft)	Acct Clerk Typist (2 ft)
Caseworker (6 ft)	Fiscal Admin Ofcr (1 ft)
Prin Welfare Exam (1 ft)	Receptionist (2 ft)
Sr Welfare Exam (3 ft)	Sr Acct Clerk (2 ft)
Welfare Exam (8 ft)	Typist (1 ft)
Sr Acct Clerk (1 ft)	E&T Prog Supervisor (1 ft)
Acct Clerk (3 ft)	Case Supervisor (1 ft)
Secretary (3 ft)	Caseworker (10 ft)
Sr Clerk (1 ft)	Caseworker Asst (1 ft)
Keyboard Spec (2 ft)	Prin Welfare Exam (2 ft)
Spv Investigator (1 ft)	Sr Caseworker (2 ft)
Supp Investigator (2 ft)	Sr Welfare Exam (2 ft)
	Sr Supp Investigator (1 ft)
Data Entry Op (1 ft)	Employ & Train Counselor (2ft)*
Super Fiscal Ops (1 ft)	Welfare Exam (9 ft)
Paralegal (1 ft)	Staff Dev Coord (1 ft)
Mobile Crew Sup (1 ft)	Supp Investigator (2 ft)
-	Info Systems Support (1 ft)
Total = 46 ft	Total = 46 ft, 1 pt

*Although County employees, they are not included in the DSS budget because they are paid through a contract with the Workforce Investment Board.

Veterans Services

NYS Executive Law §357 requires that "there shall be established a county veterans' service agency in each county not wholly included within a city, and there shall be a county director of each county veterans' service agency... The county director shall have jurisdiction throughout the territorial limits of the county..." In compliance with this requirement, both Schuyler and Yates

maintain Veterans Departments with the express mission of providing assistance, benefit services and referrals to veterans, current members of the Armed Forces and their dependents / survivors. In most cases, benefits available to veterans and their families are not provided automatically, but must be applied for. Acting as a “point of entry” liaison for veterans services and connecting eligible beneficiaries to these programs is a primary focus of both Veterans Departments.

Services provided by the department generally fall into the following categories:

- **Claims and Referrals:** Service-connected disabilities, non-service-connected pension, education benefits, Civil Service exam credits, vocational rehabilitation, home loan guaranty, medical / dental benefits, insurance claims
- **Burial Benefits:** Headstone / marker, burial plot allowance
- **Survivor’s Benefits:** Dependency and indemnity compensation, death pension benefits, life insurance claims (via Veterans Administration), annual eligibility verification reports
- **State Benefits:** Blind annuity pension, state property tax exemption
- **Documentation:** Military and personal records, discharge records, medals and awards

Schuyler’s office is open on a part-time (20 hours per week) basis, while Yates’ is a full-time operation. Both departments provide services beyond those mandated by law. Coordination of transportation to VA clinics and reimbursement of mileage for volunteer drivers is the method of service delivery used by Schuyler County, while Yates volunteers use a county vehicle for all transportation and are not reimbursed. There are many drop-in visits by veterans to both offices to seek information and to follow up on filed claims. Schuyler’s office also assists with coordination of the annual Veterans Day and Memorial Day programs. The Yates office also assists in planning the Memorial Day parade.

The directors in both offices are veterans and this allows them to be credentialed by veteran’s service organizations (such as Veterans of Foreign Wars or American Legion) to submit claims through their offices to the Veteran’s Administration.

Baseline Summary: Veterans Services

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$56,480	\$84,571
Staffing Structure	
Schuyler	Yates
Director (1 pt)	Director (1 ft)
Service Officer (1 pt)	Admin Asst (1 ft)
Total = 2 pt	Total = 2 ft

Senior Services / Office for the Aging

The federal Older Americans Act and New York State Elder Law mandate that certain services be provided to senior citizens of a county. Under the federal programs the age requirement is 60; however, New York supplemented the required programs with NY Connects, which serves individuals of any age with a disability.

The Schuyler County Office for the Aging offers these services through in-house programs and contracted services with various agencies. Programs that are contracted include legal services, overnight nursing respite, Expanded In-home Services for the Elderly (EISEP), an Elder Caregiver Support Program, Personal Emergency Response System (PERS), Consumer Directed Program and Health Promotions. Schuyler's 2014 budget provides \$201,200 for contracts, which also includes a part-time registered dietician contracted through an agency. The office operates and maintains a kitchen and staff to service five hot meal sites in various places throughout the county – one offering meals daily Monday through Friday, and the other four sites one day per work week. In-home meals are provided based on a needs assessment. Additionally, the kitchen will be preparing meals for the Head Start program beginning in September 2014.

While Schuyler County appropriated a total of \$863,346 for its Office for the Aging in the 2014 budget, it should be noted that the budget also contained \$794,894 in revenue (federal and state aid and other program revenue) directly related to these aging programs. The revenue figure also includes \$179,457 reimbursement for employee fringe benefits, which are not expenditures of this department but are budgeted in a separate department-like category called "employee benefits".

In addition to the director of the department, Schuyler supports 17 full-time and part-time staff for the department. More than half of these employees work with the meals programs.

By contrast, Yates does not maintain its own Office for the Aging within the county organization. An outside third party, ProAction of Steuben and Yates, Inc. (ProAction), is designated by the State Office for the Aging under the Elder Law as the agency to provide services for the aging. ProAction, which is a part of the national Community Action Agency network, does not have a contract with Yates County but does have a contract with New York State. Therefore, ProAction's primary relationship is with the State, and only secondarily with Yates. Since the funding streams from the federal and state governments are tied to specific deliverables, ProAction's services are largely those prescribed by the state and federal mandates. The State does require that there be a local match, and in that regard Yates' 2014 budget provides \$85,284 for ProAction's aging services.

ProAction's services include senior nutrition (in-home meals, congregate meals at various sites, food sense program), long-term care counseling and NY Connects program, health insurance information and assistance, legal services referrals, caregiver support and respite, elder abuse education, health and wellness programs, and EISEP.

ProAction maintains offices in the Yates County office building and provides these services utilizing 16.5 FTEs.

Baseline Summary: Office for the Aging

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$863,346 ²	\$85,284
Staffing Structure	
Schuyler	Yates ¹
Director (1 ft)	-
Admin Assistant (1 ft)	-
Svcs Caseworker (1ft)	-
Svcs Coordinator (1 ft)	-
Insurance Coord (1 ft)	-
Account Clerk (1 ft)	-
Nutrition Coord (1 ft)	-
Cook Manager (1 ft)	-
Asst Cook (1 ft)	-

Food Svc Helper (1 ft)	-
Services Aide (2 pt)	-
Meal Deliverer (6 pt)	-
Total = 10 ft, 8 pt	Total = n/a

Notes to Table:

¹ Yates outsources these services.

² Schuyler's budget costs do not reflect direct program revenues of \$794,898. This revenue also includes reimbursement for employee fringe benefits which are not part of the department's expenditures.

Planning

The Planning Department is a relatively new unit within Schuyler County government. Prior to 2013, the responsibilities of this department were handled by Cornell Cooperative Extension of Schuyler County (CCESC). During 2012, CCESC decided that the tasks no longer fit within its mission, so Schuyler County chose to bring the tasks in-house and create the position of Director of Planning.

Schuyler County is a member of the Southern Tier Central Regional Planning and Development Board. The planning director is the sole employee of the Planning Department. Among the position's primary duties, the director serves as staff to the Schuyler County Planning Commission and is the coordinator of the countywide Comprehensive Plan (CECP), which gives general guidance to local governments and communities on areas such as transportation, energy development, social services and housing. In addition to working with each of the local municipalities in developing their own comprehensive plans, the director acts as the recycling coordinator for purposes of the county's solid waste reporting to New York State. The director is a member of, and provides staff support to, various committees including the Agricultural and Farmland Protection Board and the Environmental Management Council. In addition to sitting on several local economic development boards, this position also provides planning direction on projects such as Project Seneca and the Camp Monterey Redevelopment Project.

Yates County is part of the Genesee Finger Lakes Regional Planning Council. The Planning Department is staffed by a county planner and one support person who works 25 percent of the time in the department, but is fully charged to the Real Property Department's budget. The primary role of the planner is review and oversight of projects that impact the county. The planner also serves as staff to the Yates County Planning Board and the Ag and Farmland Protection Board. In addition, the planner is the support person

for all towns and villages within the county in their planning functions, often conducting training sessions and workshops for town board members. In addition, the county planner acts as project manager for the open access fiber ring being developed for the county, as well as the Penn Yan Marine Redevelopment and Brownfield Cleanup project.

Yates' Planning Department budget for 2014 is almost \$49,000 higher than Schuyler's. A majority of the difference is in consultant services (\$22,000 for Yates versus \$4,000 for Schuyler), GIS maintenance (\$12,450 for Yates versus \$0 in the department for Schuyler) and department head salary (\$64,486 in Yates and \$51,867 in Schuyler for 2014). In Schuyler County, GIS maintenance is budgeted in the IT Department budget and is approximately \$4,000 because Schuyler is currently using multiple desktop versions of the software versus an enterprise version used by Yates. Schuyler plans to migrate to an enterprise version of the GIS software in the near future. Furthermore, the Planning Department budget in Yates provides for \$6,647 in fees to the Genesee Finger Lakes Regional Planning Council, while there is no provision for fees to the Southern Tier Central Regional Planning and Development Board within the Planning Department's budget in Schuyler.

Baseline Summary: Planning

Source: 2014 Schuyler and Yates Counties' Budgets and Study Team Interviews

Total Budgeted Costs (excl. benefits)	
Schuyler	Yates
\$62,320	\$111,223
Staffing Structure	
Schuyler	Yates ¹
Director (1 ft)	Planner (1 ft)
Total = 1 ft	Total = 1 ft

Notes to Table:

¹Yates has a senior account clerk typist working 25 percent in planning, but charged entirely to the Real Property Department.

Highway / Public Works

Schuyler and Yates counties each have a Highway Department organized pursuant to NYS County Law §725 and operating under the administration of a superintendent. In both, the primary mission of the department is to maintain an efficient, effective and safe transportation infrastructure system that includes roads, bridges, culverts and traffic control systems. Snow and ice

removal represent a major responsibility of both departments in the winter months.

Schuyler County is responsible for 121.09 centerline miles of roadway (242.18 total lane-miles) and 49 bridges; Yates County maintains 180.21 centerline miles (360.42 total lane-miles) and 40 bridges (plus two others that have closed and will not reopen). All county-maintained roads in both counties are two-lane roads.

Both departments deliver the following services, through a combination of in-house full-time personnel and contractual arrangements with vendors:

- Road, bridge and culvert general maintenance;
- Road, bridge and culvert capital repairs and improvements;
- Snow and ice control;
- Signage and related controls; and
- Equipment / automotive maintenance of county fleet.²⁰

Notably, the two departments maintain a collegial working relationship with one another and rely on shared services with other local governments as well.

Schuyler's Highway Department operates out of a main facility at 910 S. Decatur Street in Watkins Glen, located at the southern tip of Seneca Lake and approximately in the geographic center of the county. Yates' Highway Department operates out of two facilities – one in Benton Center at 939 Route 14A in Penn Yan (where staff are primarily based), and the Guyanoga gravel pit (which contains a garage and waste / storage areas).

As discussed in the Budgetary Summary section of this report, the counties budget for highway-related costs in a County Road Fund separate from the General Fund. Additionally, costs associated with the machinery necessary to carry out highway tasks are accounted for in a County Machinery Fund. *Exclusive of employee benefits*, Schuyler's County Road Fund totals \$2.95 million, and its Road Machinery Fund totals \$1.19 million; Yates' Road Fund totals \$4.82 million, and its Road Machinery Fund totals \$0.75 million. There are some distinctions between the two budgets that should be noted when doing direct comparisons. For example, Schuyler's Road Machinery Fund includes costs related to its shared fuel facility (\$0.57 million); Schuyler's also contains \$0.14 million in contracted engineering expenses.

²⁰ In Yates County the department maintains all county vehicles except sheriff cars, which are serviced by outside mechanics for routine maintenance.

The counties otherwise utilize a similar budgetary framework that permits certain direct comparisons across highway-related functional areas. For example:

- Within the County Road Fund, Schuyler's administrative costs are \$0.19 million, or \$1,614 per centerline mile (CLM); Yates' costs are \$0.22 million, or \$1,243 per CLM.
- Within the County Road Fund, Schuyler's road maintenance costs are \$963,691, or \$7,958 per CLM; Yates' costs are \$782,240, or \$4,341 per CLM.
- Within the County Road Fund, Schuyler's permanent capital improvements in 2014 total \$568,000, or \$4,691 per CLM; in Yates, the figure is \$2.21 million, or \$12,245 per CLM.
- Within the County Road Fund, Schuyler's snow removal costs are \$0.21 million, or \$1,756 per CLM; Yates' costs are \$0.43 million, or \$2,329 per CLM.
- Within the Road Machinery Fund, Schuyler's costs are \$0.62 million, or \$5,146 per CLM; in Yates, the cost is \$0.75 million, or \$4,179 per CLM.

The highway function in both counties is funded, in part, through major outside revenues. For example, Schuyler's 2014 budget includes \$0.86 million in consolidated highway aid through the Consolidated Local Street and Highway Improvement Program (CHIPS); \$0.78 million in federal DOT aid for capital projects; \$0.57 million from other governments for the shared fuel facility; and \$0.15 million in Marchiselli aid. In Yates, the budget includes \$1.17 million in CHIPS aid; \$0.74 million in federal DOT aid; and \$0.11 million in Marchiselli aid. It should be noted the federal and state aid is subject to annual appropriation and projects deemed "eligible" under the guidelines. Therefore, a municipality may experience wide fluctuations in its annual revenue from these programs. The NYS Marchiselli Program was created as means of assisting municipalities in financing the non-federal share of federally aided transportation projects. Marchiselli funds may only be used for construction, reconstruction or improvement of local highways, bridges or highway-railroad grade crossings off the State Highway System. Currently, the CHIPS program is funded by a State budget appropriation and apportioned to municipalities by a formula specified in the NYS Highway law for highway-related capital projects.

Schuyler County's Highway Department is administered by a full-time highway superintendent and deputy superintendent, supported by an administrative assistant and information processing specialist. The remainder of the organization, responsible for road and bridge maintenance, snow

removal, equipment maintenance and labor related to capital projects, includes a number of full-time positions: heavy equipment operators (2), motor equipment operators (6), automotive mechanic foremen (2), mechanics (2), labor foremen (2) and temporary laborers (3).

Yates' Highway Department is similarly administered by a full-time superintendent and deputy superintendent, supported by two full-time clerical staff members. A highway maintenance supervisor / foreman oversees operations, including sign maintenance (2 full-time positions), automotive maintenance (an auto mechanic supervisor, senior mechanic and 2 mechanics), and four "working supervisors" who manage road maintenance operations. In addition, although the landfill is permanently closed, the department is responsible for post-closure maintenance including mowing, enclosure fence integrity, monitoring leachate generation and disposal along with semi-annual groundwater sampling and reporting to NYSDEC.

Baseline Summary: Highway

Source: 2014 Schuyler and Yates Counties'
Budgets and Study Team Interviews

Total Budgeted Costs ¹ (excl. benefits)	
Schuyler	Yates
\$4,142,438	\$5,576,979
Staffing Structure	
Schuyler	Yates
Superintendent (1 ft)	Superintendent (1 ft)
Deputy Supt (1 ft)	Deputy Supt (1 ft)
Admin Asst (1 ft)	Acct Clerk (1 ft)
Info Proc Spec (1 ft)	Admin Asst (1 ft)
HEO (2 ft)	Maint Supervisor (1 ft)
MEO (6 ft)	Wkg Supervisor (4 ft)
Mech Foreman (2 ft)	Auto Mech Sup (1 ft)
Mechanic (2 ft)	Sr Auto Mech (1 ft)
Foreman (2 ft)	Auto Mech (2 ft)
Laborer Temp (3 ft)	Sign Maint Wkr (2 ft)
-	HEO (6 ft)
-	MEO (6 ft)
-	Laborer Seasonal (3 pt)
Total = 21 ft	Total = 27 ft, 3 pt

Additional Services

In addition to the departmental-based services discussed above, there are a series of other functions performed by Schuyler and Yates that could bear on any shared service or consolidation effort. They include the following:

Courts

It should be noted that the counties do not serve a primary role in administering or delivering judicial services. Under state law, counties serve merely a geographic (rather than governmental) organizing role. For example, the Supreme Court – the state’s highest trial court – is established in all counties and vested with unlimited civil and criminal jurisdiction. County Court is similarly established in each county (outside of New York City) and has unlimited criminal jurisdiction and jurisdiction of civil claims not exceeding \$25,000.²¹

Funding for these county-organized courts is provided by the state under the Unified Court System, and all employees (including judges, clerks and associated staff) are employees of the UCS rather than the county. Schuyler is in the state’s 6th Judicial District, while Yates is in the 7th Judicial District.

Economic Development

The Schuyler County Partnership for Economic Development (SCOPED) is the economic development arm for the county. SCOPED is a 501(c)(6) organization, and all three staff are employees of SCOPED. It is funded through a portion of the county sales tax, and the 2014 County budget anticipates utilizing \$161,500 for this purpose.

In Yates County the Finger Lakes Economic Development Center (FLEDC) is the economic development arm for the county. All three staff members are employees of FLEDC and none of its revenue is derived from Yates County.

Elections

NYS Election Law §3-200 requires that “there shall be a board of elections in each county of the state” and that “each board shall consist of two election commissioners” appointed by the county legislature upon recommendation of the political parties. In Schuyler County the commissioners serve four-year terms, while in Yates County they serve two-year terms. In conjunction with

²¹ New York State Unified Court System Budget, Fiscal Year 2014-2015

the Board of Elections, the election commissioners administer the records, ballots, voting machines and electoral process for the county. In both Schuyler and Yates, there are two full-time election commissioners (one from each party). Further, Schuyler has two full-time deputy commissioners, while Yates has two part-time deputies. *Per diem* election inspectors are utilized on election days.

Purchasing

Of the two counties, only Schuyler has a separate Purchasing Department that oversees the procurement process for all county departments. The department serves as the central clearinghouse for all county bid solicitations (with exception of Highway Department bids) / requests for proposal, requests for quotations / qualifications, and awards of competitive bids for services and commodities. The function is staffed by a full-time employee and part-time employee.

In Yates County, the purchasing process is administered largely at the individual departmental level, with only the eventual vendor payment being centralized (through the Treasurer's Office). For example, bid specifications related to highway commodities such as asphalt, surface treatment, sand and gravel are advertised (and bids received) by the Highway Department, rather than a central purchasing office. As a result, no dedicated staff are assigned to the purchasing function.

Watershed

Schuyler County established the Watershed Protection Agency by local law.²² The agency is part of Schuyler County's Department of Public Health, and thereby receives Article 6 state aid funding.²³ The watershed inspector is a full-time county employee and reports to the head of the Public Health Department. There is also a full-time watershed inspector assistant who is also a county employee. The 2014 budget contained \$151,463 for the agency as part of the Department of Public Health's appropriation.

The operation in Yates County is the Keuka Watershed Improvement Cooperative (KWIC), which is independent of the county and is a partnership among six towns and two villages. KWIC has an inter-municipal agreement with the Yates Soil and Water Conservation District to provide it with some managerial services.

²² Local Law No. 3 of 1994, titled, "*The Watershed Protection Law of Schuyler County*," section H.39.

²³ Schuyler is the only county in New York State to receive Article 6 State Aid funding because the Watershed Protection Agency is part of the Department of Public Health.

Youth Bureau

Both counties maintain a Youth Bureau with the express mission of coordinating programs related to youth recreation, development and various welfare and protection services. In both counties, the bureaus serve as the administrator of funding received from the state's Office of Children and Family Services, federal government and private sources devoted to youth services. Schuyler staffs its Youth Bureau with a single full-time employee; Yates has a single part-time staff member. As noted in the Social Services section of this report, Schuyler's Youth Bureau has been combined into its Department of Social Services.

Weights and Measures

Under NYS County Law §400, counties are required to have an appointed "county sealer of weights and measures." The office's primary responsibilities include assuring measurement and pricing accuracy in general, and, in accordance with NYS Agricultural and Markets Law Article 16, to promote equity and fairness in transactions involving weight, count, pricing or measures. In fulfillment of these responsibilities, W&M offices typically inspect and test commercial weighing / measurement devices for accuracy and issue "seals" verifying the proper functioning of those devices.

Schuyler's W&M function is merged with Chemung County, pursuant to a January 2010 inter-municipal agreement. The office supports one full-time director. Yates currently contracts with Schuyler to provide these services.

Workforce Development

Schuyler County Partnership for Economic Development (SCOPED) is a member of the Local Workforce Investment Board (LWIB).²⁴ Workforce Investment Act grant funds are awarded by the LWIB to Chemung Schuyler Steuben Workforce New York (CSSWNY), a not-for-profit organization which encompasses career exploration, job-employee matching tools, training and human resource consulting. Schuyler County does not directly fund the workforce development programs.

Similarly, in Yates County the Finger Lakes Workforce Investment Board administers Workforce Investment Act programs utilizing agencies in the

²⁴ The federal Workforce Investment Act of 1998 (WIA) authorized the establishment of Workforce Investment Areas (LWIAs) and local boards known as Local Workforce Investment Boards (LWIBs). These boards are responsible for administering the grant funds awarded under the WIA. For more information on SCOPED see the Economic Development section of this report.

Finger Lakes Workforce Development System such as Finger Lakes Works providing one-stop services to businesses as well as job seekers. The county does not provide direct funding for the workforce programs, however there is a contract through the Yates Department of Social Services budget at \$7,000 for 2014.

Collective Bargaining Agreements

A portion of employees in Schuyler and Yates counties are represented by unions, and the terms and conditions of their employment are governed by collective bargaining agreements (i.e. labor contracts).

Schuyler County has four labor contracts:

- County Correction Officer's Benevolent Association, Inc.;
- CSEA, Schuyler County Highway Department Unit #8600, Local 849
- CSEA, Schuyler County Administrative Unit #8600, Local 849; and
- Schuyler County Road Patrol Association.

Yates County has three labor contracts:

- Law Enforcement Officers' Union, Council 82, Local 9875, AFSCME, AFL-CIO, covering deputy sheriffs;
- CSEA, Local 862 (Local 1000), AFSCME, AFL-CIO, covering certain employees in the Yates County Highway Department and certain non-highway clerical and administrative employees; and
- Council 82 Local 9075, AFSCME, AFL-CIO, covering employees in corrections, court security, dispatch, animal control and civil office.

The following tables present a comparison of the key terms, provisions and benefit allowances provided through each of these collective bargaining agreements.

**Schuyler County Correction Officer's
Benevolent Association, Inc.**
Summary of Current Contract

Workday / Workweek
8-hour workday / 40 hour workweek
Overtime
1.5x pay
Holiday Pay
2x pay
Call-In
1.5x pay; 3-hour min for f/t, 4-hour min for p/t
Stand-By
N/A
Holidays
13 days / year
Personal Leave
24 hours / year
Vacation Leave
6.75-hours / month through year 5; 10-hours / month through year 10; 13.5-hours / month beyond year 10
Sick Leave
1 day / month; upon separation of employees with more than 20 years of service, 25% of accumulated sick leave applied toward health insurance (max. 200 days)
Bereavement Leave
Immediate family: 3 days; other family: 1 day
Clothing Allowance
Uniforms provided at no cost; dry cleaning service available to all uniformed employees
Health Coverage
Schuyler County Group Health Plan; employer pays 85% of premium, employee pays 15% to maximum of \$1,650 / year
Prescription Coverage
\$5 / \$15 / \$30 co-pay for generic / brand / formulary
Dental Coverage
GHI Preferred; employer pays 85% of premium to maximum of \$1,500 / year; employee pays 15% of premium, with payment of the first \$500
Vision Coverage
Employer pays 85% of premium
Retiree Health Coverage

15-19 years of f/t service, employer pays 65% of individual premium or 35% of dependent / family premium; 20-24 years of f/t service, employer pays 70% / 35%; 25+ years of f/t service, employer pays 75% / 35%; part-time employment converted to f/t at 2080 hours / year

Opt-Out

Offered, with policy set each January

Education

N/A

457 Plan

Offered

FSA

Offered

Disability Insurance

NYS Disability Insurance Plan to all f/t employees

Longevity

After 5 years, \$0.15 / hour
 After 10 years, \$0.20 / hour
 After 15 years, \$0.25 / hour
 After 20 years, \$0.30 / hour
 After 25 years, \$0.35 / hour
 After 30 years, \$0.40 / hour

Wage Schedule

\$35,753 starting salary; annual increase years 1-10; increase in year 15; increase every 3 years following until year 30 (max \$53,094)

Schuyler County CSEA, Highway Department Unit #8600, Local 849

Summary of Current Contract

Workday / Workweek

8-hour workday / 40 hour workweek; employer can utilize 10-hour workday on four-day schedule April through Oct

Overtime

1.5x pay

Holiday Pay

2.5x pay

Call-In

1.5x pay; 3-hour min

Stand-By

N/A

Holidays

13 days / year

Personal Leave
3 days / year
Vacation Leave
Upon completion of six months, credited with 24 hours; 6-hours / month through year 5; 10-hours / month through year 10; 12-hours / month through year 15; 16-hours / month beyond year 15; if employer uses 4-day, 10-hour / day schedule Apr through Oct, an additional 25% vacation is accrued
Sick Leave
Upon completion of six months, credited with 2 days; 1 day / month thereafter; upon separation of employees with more than 20 years of service, 25% of accumulated sick leave applied toward health insurance (max. 200 days)
Bereavement Leave
Immediate family: 3 days; other family: 1 day
Clothing Allowance
\$400 annual allowance
Health Coverage
Excellus Blue PPO Plan; employer pays 85% of premium
Prescription Coverage
\$5 / \$20 / \$50 co-pay for generic / preferred / non-preferred
Dental Coverage
Employer pays 85% of premium to maximum of \$1,000 / year
Vision Coverage
Employer pays 85% of premium
Retiree Health Coverage
15-25 years of f/t service, employer pays 50% of individual premium or 35% of spouse premium; 26-30 years of f/t service, employer pays 60% / 35%; 31-35 years of f/t service, employer pays 65% / 35%; 35+ years of f/t service, employer pays 70% / 35%
Opt-Out
\$1,250 / year for family coverage; \$650 / year for individual coverage
Education
N/A
457 Plan
N/A
FSA
Offered
Disability Insurance
NYS Disability Insurance Plan to all f/t employees
Longevity

After 5 years, \$0.25 / hour

After 30 years, \$0.30 / hour

Wage Schedule

\$16.04 to \$17.58 / hour at entry; increase in years 1-5; yearly increases as negotiated

Schuyler County CSEA, Administrative Unit #8600, Local 849

Summary of Current Contract

Workday / Workweek

40-hour workweek for buildings and grounds, highway clerical and work crew supervisor; all other f/t employees
35-hour workweek

Overtime

1.5x pay

Holiday Pay

1.5x pay

Call-In

1.5x pay; 3-hour min

Stand-By

Nurses, mental health and social service employees required to be on stand-by paid \$60 per weekend and holiday, \$20 per weeknight

Holidays

13 days / year

Personal Leave

3 days / year

Vacation Leave

For 35-hour workweek employees: Upon completion of six months, credited with 21 hours; 5.84-hours / month through year 5; 10-hours / month through year 15; 12-hours / month beyond year 15; 16-hours / month beyond year 15; For 40-hour workweek employees: Upon completion of six months, credited with 24 hours; 6.67-hours / month through year 5; 8.75-hours / month through year 15; 10.5-hours / month beyond year 15

Sick Leave

First six months, 0.5-days / month; thereafter, 1 day / month; upon separation of employees with more than 20 years of service, 25% of accumulated sick leave applied toward health insurance (max. 200 days)

Bereavement Leave

Immediate family: 3 days; other family: 1 day

Clothing Allowance

\$300 annual allowance for f/t buildings and grounds employees and f/t mobile work crew supervisor

Health Coverage

Excellus Blue PPO Plan; employer pays 85% of premium

Prescription Coverage

\$5 / \$20 / \$50 co-pay for generic / preferred / non-preferred

Dental Coverage

Employer pays 85% of premium to maximum of \$1,000 / year

Vision Coverage

Employer pays 85% of premium

Retiree Health Coverage

15-25 years of f/t service, employer pays 50% of individual premium or 35% of spouse premium; 26-30 years of f/t service, employer pays 60% / 35%; 31-35 years of f/t service, employer pays 65% / 35%; 35+ years of f/t service, employer pays 70% / 35%

Opt-Out

\$1,250 / year for family coverage; \$650 / year for individual coverage

Education

N/A

457 Plan

N/A

FSA

Offered

Disability Insurance

Limited monetary payment for eligible disabled employees for up to 26 consecutive weeks of qualifying disability

Longevity

After 1 year, \$0.10 / hour
 After 5 years, \$0.15 / hour
 After 10 years, \$0.20 / hour
 After 15 years, \$0.25 / hour
 After 20 years, \$0.28 / hour

Wage Schedule

\$11.87 to \$29.16 / hour at entry; yearly increases as negotiated

Schuyler County Road Patrol Association

Summary of Current Contract

Workday / Workweek

8-hour workday / 40 hour workweek

Overtime
1.5x pay for all hours over 80 in each two-week period
Holiday Pay
N/A
Call-In
If eligible for overtime, 1.5x pay with 3-hour min; otherwise, normal pay with 4-hour min
Stand-By
N/A
Holidays
13 days / year
Personal Leave
3 days / year
Vacation Leave
6.66-hours / month through year 5; 10-hours / month through year 10; 13.3-hours / month beyond year 10
Sick Leave
After six months, 1 day / month; upon separation of employees with more than 20 years of service, 25% of accumulated sick leave applied toward health insurance (max. 200 days)
Bereavement Leave
Immediate family: 3 days; other family: 1 day
Clothing Allowance
Original uniform issue provided by employer; \$120 annual dry cleaning allowance; \$500 annual clothing allowance for f/t investigator (\$400 for p/t investigator)
Health Coverage
Excellus Blue PPO Plan; employer pays 85% of premium
Prescription Coverage
\$5 / \$20 / \$50 co-pay for generic / preferred / non-preferred
Dental Coverage
Employer pays 85% of premium to maximum of \$1,000 / year
Vision Coverage
Employer pays 85% of premium
Retiree Health Coverage
15-19 years of f/t service, employer pays 65% of individual premium or 35% of spouse premium; 20-24 years of f/t service, employer pays 70% / 35%; 25+ years of f/t service, employer pays 75% / 35%
Opt-Out
\$1,250 / year for family coverage; \$650 / year for individual coverage
Education
N/A

457 Plan
Offered
FSA
Offered
Disability Insurance
NYS Disability Insurance Plan for all f/t employees
Longevity
N/A
Officer Bonus
Sergeant: \$2.55 / hour
Investigator: \$3.05 / hour
Lieutenant: \$3.30 / hour
Navigation Officer: \$0.38 / hour
K9 Officer: \$0.58 / hour
Wage Schedule
p/t employees: \$15.90 / hour; f/t employees: \$17.67 / hour at entry; annual increase through year 10; increase every five years through year 20; increase to \$24.48 after 23 years

**Yates County Law Enforcement Officers Union,
Council 82**

Summary of Expired Contract

Workday / Workweek
8- or 10-hour workday; 40-hour workweek
Overtime
1.5x pay
Holiday Pay
2.5x pay
Call-In
On holiday, 2.5x pay; otherwise, 1.5x pay; 3-hour min
Stand-By
N/A
Holidays
13 days / year
Personal Leave
3 days / year
Vacation Leave
Upon completion of six months, credited with 1 week; after one year, 1 week; after second through sixth years, 2 weeks; after seventh through thirteenth years, 3 weeks; after fourteenth through nineteenth years, 4 weeks; after twentieth year, 5 weeks

Sick Leave
One day per month; after retirement, accumulated sick leave can be used to continue insurance or as credit toward retirement
Bereavement Leave
Immediate family: 3 days; other family: 1 day
Clothing Allowance
Uniforms furnished by county; Dry cleaning at county's expense
Health Coverage
Blue EPO; during year one, employer pays 75% of premium; after year one, employer pays 80% of premium
Prescription Coverage
\$5 / \$20 / \$35 co-pay for generic / preferred / non-preferred
Dental Coverage
Smile Saver 1 plan at employee cost
Vision Coverage
N/A
Retiree Health Coverage
N/A
Opt-Out
20% of county's share of premium
Education
If completed at least four years of employment, \$200 / year bonus for associate's degree, \$400 / year bonus for bachelor's degree
457 Plan
Offered
FSA
Offered
Disability Insurance
Made available at employee cost
Longevity
N/A
Officer Bonus
Officer-in-Charge: \$0.50 / hour Canine Unit: 5 hours additional / week
Wage Schedule
\$13.57 to \$24.77 / hour at entry; annual increase through year four; increase every five years through year 24; \$16.96 to \$31.56 / hour in year 24; \$0.40 / hour night shift bonus

Yates County CSEA Local 862
Summary of Current Contract

Workday / Workweek

Highway: 8-hour workday Oct to March, 10-hour workday
 Apr to Sept, 40-hour workweek; Maintenance: 8-hour
 workday, 40-hour workweek; Others: 7-hour workday, 35-
 hour workweek

Overtime

1.5x pay

Holiday Pay

2.5x pay

Call-In

Social Service / Home Health / Probation, 2-hour minimum;
 Others, greater of \$5 + value of time worked or 2-hours

Stand-By

Nursing staff on-call, or highway staff on snow watch:
 \$0.75 / hour on weekends and weekdays, \$0.95 / hour on
 holidays

Holidays

11 days / year

Personal Leave

3 days / year

Vacation Leave

Upon completion of six months, credited with 1 week; after
 one year, 1 week; after second through sixth years, 2 weeks;
 after seventh through thirteenth years, 3 weeks; after
 fourteenth year, 4 weeks

Sick Leave

One day per month; after retirement, accumulated sick
 leave can be used to continue insurance or as credit toward
 retirement

Bereavement Leave

Immediate family: 3 days; other family: 1 day

Clothing Allowance

\$250 / year to highway, public health and buildings and
 grounds employees

Health Coverage

Blue EPO; during year one, employer pays 75% of premium;
 after year one, employer pays 80% of premium

Prescription Coverage

\$5 / \$20 / \$35 co-pay for generic / preferred / non-preferred

Dental Coverage

Smile Saver 1 plan at employee cost

Vision Coverage

N/A

Retiree Health Coverage
N/A
Opt-Out
20% of county's share of premium
Education
N/A
457 Plan
Offered
FSA
Offered
Disability Insurance
N/A
Longevity
N/A
Wage Schedule
\$14.07 to \$26.98 / hour at entry; annual increase through year four; increase every five years through year 24; \$16.99 to \$32.86 / hour in year 24; \$0.40 / hour night shift bonus

Yates County Deputy Sheriff's Association

Summary of Expired Contract

Workday / Workweek
<u>Administrative staff</u> : 7-hour workday, 35-hour workweek; <u>Others</u> : 8- or 10-hour workday, 40-hour workweek
Overtime
1.5x pay
Holiday Pay
2.5x pay
Call-In
On holiday, 2.5x pay; otherwise, 1.5x pay; 3-hour min
Stand-By
N/A
Holidays
11 days / year
Personal Leave
3 days / year
Vacation Leave
Upon completion of six months, credited with 1 week; after one year, 1 week; after second through sixth years, 2 weeks; after seventh through thirteenth years, 3 weeks; after fourteenth year, 4 weeks

Sick Leave
One day per month; after retirement, accumulated sick leave can be used to continue insurance or as credit toward retirement
Bereavement Leave
Immediate family: 3 days; other family: 1 day
Clothing Allowance
Uniforms furnished by the county; dry cleaning at county's expense
Health Coverage
Blue EPO; during year one, employer pays 75% of premium; after year one, employer pays 80% of premium
Prescription Coverage
\$5 / \$20 / \$35 co-pay for generic / preferred / non-preferred
Dental Coverage
Smile Saver 1 plan at employee cost
Vision Coverage
N/A
Retiree Health Coverage
N/A
Opt-Out
20% of county's share of premium
Education
If completed at least four years of employment, \$200 / year bonus for associate's degree, \$400 / year bonus for bachelor's degree
457 Plan
Offered
FSA
Offered
Disability Insurance
Made available at employee cost
Longevity
N/A
Officer Bonus
Officer-in-Charge: \$0.50 / hour Canine Unit: 5 hours additional / week
Wage Schedule
\$13.44 to \$25.81 / hour at entry; annual increase through year four; increase every five years through year 24; \$16.80 to \$30.73 / hour in year 24; \$0.40 / hour night shift bonus

Fringe Benefits

Pension

Eligible employees of both counties participate in the New York State and Local Retirement System, specifically the Employee Retirement System (ERS), and are subject to the eligibility rules, terms and contribution rates determined thereby. Both counties also participate in the System's "Sheriffs, Undersheriffs and Deputy Sheriffs Special Plan," as provided for in NYS Retirement and Social Security Law (RSS) Article 14-B, which offers additional benefits to employees engaged in law enforcement activities.

Health Insurance

As noted, Schuyler County is part of the Chemung County health insurance consortium, while Yates maintains its own program. Retiree health benefits differ between the counties as well. As shown in the preceding collective bargaining agreement summaries, Schuyler provides a health insurance cost-sharing arrangement for eligible retirees, with the value of the benefit growing based on the length of service. By contrast, Yates does not provide for retiree benefits, with an exception that permits all retirees to apply the value of unused accumulated sick leave to defray post-retirement health benefits, but only until the value of that leave time is exhausted.

For this reason, the counties' net OPEB (*i.e.* Other Post-Employment Benefit) liabilities, determined in accordance with GASB (Governmental Accounting Standards Board) Statement 45 are materially different. As of December 31, 2013, Schuyler's net OPEB obligation totaled \$11.96 million, while Yates' net OPEB obligation was \$2.94 million.

Section 2: Options Review

User's Guide

This section presents options available to Schuyler and Yates Counties in consideration of the potential benefits of working together in a more rigorous manner. The potential options considered range from expanded shared services (or joint service provision) to possible consolidation of the two counties. This section is intended to be formative, with its primary purpose being to inform the final report of the Steering Committee as it begins to make a final recommendation on shared services or consolidation.

This section builds on the information presented in Section 1: Baseline Review. That baseline review, prepared by CGR on behalf of the Steering Committee, established a foundational understanding of how the two counties deliver and fund essential services; their basic governing structures; assets, debts and fund balances; and other issues that may bear on the question of shared services and / or consolidation.

In order to fully understand the options discussed in this section in their proper context, readers are encouraged to review Section 1.

Legal Issues

In considering potential consolidation of county governments, a number of regulatory issues would need to be addressed. Those issues are presented below.

Consolidation and Home Rule

Effective March 21, 2010, "The New NY Government Reorganization & Citizen Empowerment Act" superseded previous existing law on local government reorganization, which was scattered through General Municipal, home rule and other laws. This Act created a single article of General Municipal Law establishing uniform procedures under which local governments can be consolidated or dissolved.²⁵

It is notable that the Act applies to "local government entities" which are defined within the Act as:

²⁵ General Municipal Law, Article 17-A: Consolidation and Dissolution of Local Government.

- a) towns,
- b) villages,
- c) districts,
- d) special improvement districts or other improvement districts,
- e) library districts, and
- f) other districts created by law.

Specifically excluded from the Act are school districts, city districts or special purpose districts created by counties under county law.²⁶ The Act makes no mention of counties, either as specifically included or excluded.

Creation of a single county from two existing counties would be a first in New York State, and therefore has no precedent to follow. Whether the new county was to be formed from the merger or consolidation of the two counties, or by the dissolution of one of the existing counties, is another matter for consideration. Although the discussion centers more around the topic of county dissolution, a brief by the New York State Commission on Local Government Efficiency & Competitiveness addresses state constitutional provisions, case law and statutes related to the issues that would pertain to consolidation or merger. That brief stated that:

“Besides home rule, there appears to be no other Constitutional restriction on consolidation, detachment, or dissolution of a county by the State.²⁷ Counties were created by the state legislature, and §50 of County Law states that, ‘Whenever the legislature divides a county or alters its boundaries, the act shall provide the method and manner of the disposition of assets and apportionment of liabilities of such county or counties.’²⁸

Article IX, §2 of the NYS Constitution limits the legislature’s ability to enact legislation regarding the “property, affairs or government” of a local

²⁶ General Municipal Law, §750(13).

²⁷ The language contained in Article III, §5 of the NYS Constitution would have the effect of prohibiting the State Legislature from dissolving a county by its stipulation that established counties (except Hamilton County) “shall always be entitled to one member of assembly.” However this language within the NYS Constitution was essentially held to be void by the US Supreme Court [see *Reynolds v. Sims*, 377 US 533 (1964)] and applying the rule of apportionment strictly according to population to New York [*WMCA v. Lorenzo*, 377 US 633 (1964)]. Subsequently, the Court of Appeals found that, based on the Supreme Court rulings, a full Assembly seat could no longer be guaranteed to each county, [see *Matter of Orans*, 15 NY2d 339 (1965)]. A new constitution proposed by the Constitutional Convention of 1967 would have eliminated its unenforceable provisions, but voters rejected the proposal. Thus, Article III of NY’s Constitution still retains the old language, but it is unenforceable and void.

²⁸ New York State Commission on Local Government Efficiency & Competitiveness, “21st Century Local Government”, April 2008, Commission Brief on County Dissolution.

government by requiring a request from at least two-thirds of the membership of the local government legislative body or upon request of its chief executive officer concurred in by a majority of the local legislative body (essentially a home rule request).

The dissolution of a county government likely involves a matter for which a home rule request must be received from the county legislature (or legislatures). County dissolution would seem to clearly involve the counties' property, affairs, and government. While it could be argued that the dissolution of a county is a "matter of state concern,"²⁹ and therefore not require a home rule request,³⁰ the legislature would likely require a home rule request for political and practical reasons, as well as legal analysis, before moving forward with a county dissolution bill.

Assuming that a home rule request or message is required, a further question is whether a home rule request must also be received from any other affected counties, presumably, those counties of which the dissolved county would become a part. To the extent that the legislature's special act would provide

²⁹ In *City of New York v. Village of Lawrence*, 250 NY 429 (1929) the Court of Appeals treated a municipal boundary change as a matter of state concern. The court held that although "annexation or disconnection" of a city's territory "does in greater or lesser degree affect the property, affairs or government of [a] city," the "property, affairs or government" language in the home rule article did not limit the legislature's power to act by special law, adopted without a home rule message, to transfer territory from the City of New York to the adjacent Village of Lawrence. The 1964 Home Rule amendment altered the legislature's traditional authority over municipal boundary changes, however. Article IX now gives constitutional protection to an aspect of local boundaries, and it does so in a manner clearly intended to protect existing boundaries from alteration by the state without the consent of the affected localities. Taking the amendment in combination with the other extensions of the scope of home rule, it could be argued that local boundaries are no longer a matter of "state concern," but instead should be protected as an aspect of local "property, affairs or government." However, there is no express constitutional limitation on other forms of boundary alteration, such as consolidation or dissolution. In fact, since the Constitution limits annexation and does not address local boundaries generally, it could be interpreted as ratifying the traditional judicial treatment of all other aspects of local boundaries as matters of state concern subject to the plenary authority of the legislature.

³⁰ Although it may seem odd to provide a local government with greater protection against the forcible annexation than the removal of one of its boroughs, in *City of New York v. State of New York*, 76 NY2d 479 (1990), the court of Appeals held that chapter 773 of the Laws of 1989, a "special law that prescribes a procedure for determining Staten Islanders' interest in secession from New York City, and the basis on which they would wish such separation to be accomplished," was not an "act in relation to the property, affairs or government" of the City of New York, and thus did not require a home rule message under the NYS Constitution. Judge Hancock in his dissent wrote, "The court today holds that a measure which establishes a detailed process aimed at splitting New York City into two separate cities – while depriving four of its five boroughs from any voice in the process – does not affect its property, affairs or government." He goes on to ask, "what will 'affect' the property, affairs or government of an existing city so as to necessitate home rule compliance?"

that other abutting counties that “annex” the dissolved county’s territory would be responsible for the dissolved county’s liabilities, equipment, property, or employees, it would seem that home rule requests would also have to be submitted by these other affected counties. The requirement for a home rule request can be obviated by a certificate of necessity from the Governor, which recites facts constituting an emergency requiring enactment of such law, and a two-thirds passage in both the Senate and Assembly.

Collective Bargaining

Under New York’s Public Employees Fair Employment Act (Taylor Law), public employers have a statutory duty to negotiate in good faith with the unions representing their employees regarding the terms and conditions of employment. Both the Public Employment Relations Board (PERB)³¹ and the courts have held that the decision to transfer work that has historically been performed exclusively by employees of one bargaining unit (unit work) to persons outside of the bargaining unit is a mandatory subject of negotiation in many circumstances.³² This is true whether the transfer would be to a private contractor or to employees of another public employer.

Administrative Structure and Elected Officials

Both Schuyler and Yates are non-charter counties. Of the state’s 57 counties outside New York City, only 19 are charter counties. Non-charter counties follow State County Law, which does not provide for an independent executive or administrative authority. The executive and legislative authority are linked in the legislative body, which may exercise that function in different ways. The legislature may create committees organized around the functional areas of county government where each committee or its chair exercises a certain amount of supervisory or administrative authority on behalf of the legislature over the specific service or activity. The legislature may also delegate a significant amount of administrative authority to its chair, to be exercised on its behalf. In addition to these arrangements, several other provisions of law authorize county legislatures to establish the office of county

³¹ PERB is the NYS agency established pursuant to the Taylor Law to administer that law.

³² The Taylor Law imposes a duty to negotiate “terms and conditions of employment,” which is loosely defined as “salaries, wages, hours, and other terms and conditions of employment.” One must look to case law for further detail on what subjects are “mandatory” (i.e. a term or condition of employment such that either party must negotiate upon demand); “non-mandatory” or “permissive” (i.e. a party may request to include such a subject in a collective bargaining agreement (CBA), however, neither party is under any duty to negotiate these subjects or to include them in a CBA); or “prohibited” (i.e. a subject that cannot be negotiated since enforcement would be either illegal or against public policy. NYS pension benefits are an example.)

administrator, or similar office, to carry out, on behalf of the legislature, certain administrative functions.³³

In addition, in counties organized under County Law, the following officials must be elected: District attorney, sheriff, coroner(s), treasurer and county clerk.³⁴

Judicial Districts

Also of noteworthy consideration is the difference in the administrative function of the courts in Schuylers and Yates Counties. Schuylers County is part of the 6th Judicial District, while Yates County is part of the 7th Judicial District under the New York State Unified Court System. If Schuylers and Yates were to merge, it does not seem to be an insurmountable task to have the expanded county be part of one district or the other.

Departmental Options

The discussion that follows reviews collaborative opportunities on a function-by-function basis for Schuylers and Yates Counties. A standard presentation format is used to summarize the opportunities. First, a discussion of **shared services** is provided. That is, the availability and potential financial impact of collaborative opportunities in each functional area *without* contemplating a full county merger. Under this scenario, it is assumed that the two counties would remain in their current independent form, but pursue shared or coordinated services. Second, a discussion of **consolidation** is provided. That is, the availability and potential financial impact of merging the two counties into a single government and service delivery structure.

When considering all financial impacts, we employ a conservative method of estimating benefit by using the less beneficial option whenever possible. For example, when eliminating one of two director positions the savings are calculated using the lower cost position. Also, all savings are based on current fiscal information and should be treated as estimates, not precise savings.

³³ See also Alternative County Government Law and Municipal Home Rule Law §10(1)(a)(1).

³⁴ Under County Law, counties may create an appointed position of medical examiner in place of an elected coroner and the office of treasurer may be eliminated. Many of the charter counties have incorporated the treasurer's functions with those of a director of finance.

Legislature

Shared Services

The New York State Constitution, Article IX, §1(a), states, "Every local government, except a county wholly included within a city, shall have a legislative body elective by the people thereof." Therefore, Schuyler and Yates counties, each currently having their own legislatures, could not share this governmental function.

Consolidated County

The establishment of a single county would necessitate the creation of a single legislative body adhering to the "one person – one vote" requirement of the Fourteenth Amendment to the US Constitution (see also the "Legislature" discussion in Section 1 of this report).

Schuyler currently has eight part-time legislators from nine districts³⁵ and Yates has fourteen part-time legislators from four districts. A merger of both counties would result in the same combined population as the individual counties currently have (Schuyler 18,460 and Yates 25,156). This disproportionate relationship alone would likely call for redistricting, and if the merged county considered revising the total number of legislative seats and districts then redistricting would certainly need to be done. A reduction in the total number of legislators (currently 22) would produce some savings in annual budgetary costs. However, since all of the legislators in both counties are part-time the savings on total legislature salaries would be minimal unless the number of seats and districts was significantly reduced.

Salary for a legislator in Schuyler is approximately \$7,286 annually and in Yates \$8,183; the chair in Schuyler receives an additional \$5,448, and in Yates \$8,181. Using the lowest salary would produce a savings of \$7,286 plus benefits, annually, for each legislative seat decreased. An additional savings of \$5,448 would be realized from eliminating a chairperson.

In addition, the workload would expectedly be roughly equal to the sum of both counties. Therefore any savings potential from the staff support to the legislature would be minimal. There is a clerk and deputy clerk in Schuyler and a clerk in Yates. Replacing the lowest paid clerk with a deputy clerk (*i.e.* retaining the current manpower level) would save \$6,790 plus benefits.

³⁵ Due to re-districting, Schuyler created a ninth district for one-year (2014). However, there is a vacancy due to a resignation for 2014. Going forward there will be eight legislative districts and seats.

District Attorney

Shared Services

State County Law §400 requires the election of a district attorney. Therefore the sharing of a district attorney position between the counties would be contrary to the statute. However, even though other staff positions within the DA's office could potentially be shared between the counties the current staffing level would likely remain the same because the number of cases handled in the aggregate by both counties would not change.

Consolidated County

If Schuyler and Yates were to combine as a single county, the caseload would remain the same as it is currently; therefore, in total, the same number of positions would likely be required. Marginal savings would result from converting one elected DA position to that of an assistant DA. By eliminating one full-time DA (each earning \$152,500 in their respective counties), but replacing that position with a full-time assistant DA (the highest paid is \$85,000) would result in a net savings of \$67,500 plus fringe benefits.

As noted previously, there is a potential complication in terms of judicial districting. The sixty-two counties in New York are divided into thirteen judicial districts for administrative purposes. Schuyler is part of the 6th Judicial District and Yates is part of the 7th Judicial District under the Unified Court System. A consolidated county would likely be merged into a single district.

Public Defender

Shared Services

County Law §715 does allow a County Legislature "to authorize a contract between its county and one or more other such counties to create an office of public defender." With respect to other employees of the public defender's office, the same section of County Law states that "the public defender may appoint as many assistant attorneys, clerks, investigators, stenographers and other employees as he may deem necessary and as shall be authorized by the [legislature]." Therefore, if Schuyler and Yates remained separate counties, a public defender's office could be created that served both counties. Assuming the caseload would likely remain at the same level as currently, the resultant staffing of the shared office would need to be at roughly the current level. We find some savings potential in the replacement of a part-time public defender position (compensation is \$69,277) with a part-time assistant public defender

(highest salary is \$40,234). This would generate savings of approximately \$29,043 plus payroll taxes.

The administrative complication discussed above regarding judicial districts would affect this shared service as well. Absent resolution, staff of a shared office would have to represent clients and appear in two different administrative court systems in separate geographic locations that have different processes and procedures.

Consolidated County

Due to the caseload remaining the same whether the two counties remain separate or combine, a single public defender's office serving one county would generate the same scenario as described in the shared service scenario, with a net savings of approximately \$29,043 plus payroll taxes.

Administrator

Shared Services

Both Schuyler County and Yates County have county administrators. The New York State statute that covers county administrators is found under Alternative County Government, §50. The statute requires that, "A county which adopts the county administrator form of government shall have a county executive to be called 'county administrator'. The legislature shall appoint the county administrator"

We find that a shared administrator is not viable for both workload and span of control reasons, as well as the fact that the administrator is directly appointed by the respective legislature.

Consolidated County

In the event of full county merger, there would be savings generated from the creation of a single administrator's office. Even assuming the likely retention of a clerical staff member to support administrative responsibilities, savings overall would be approximately \$97,540 (the lowest salaried administrator) plus benefits.

Treasurer

Shared Services

State County Law §400 requires the election of a county treasurer. However, it further provides that, "in counties adopting the county administrator form, the

head of the department of finance shall be the county treasurer.”³⁶ Both Schuylers County and Yates County are non-charter counties and operate under the administrator form, therefore negating the possibility of sharing a single treasurer.

Consolidated County

As discussed in Section 1, the full-time position of coordinator of fiscal operations and budget in Schuylers County, although fully budgeted in the treasurer’s office, actually splits time equally with the Department of Mental Health. Moreover, the range of duties and functions covered by the treasurer’s office in each county (e.g. payroll, vendor payments, preparation of the annual financial statements and related financial statements and tax collection responsibilities) would make it difficult to reduce the current manpower level and accomplish the same workload. At best, the redundancy of a full-time county treasurer and full-time deputy treasurer could be eliminated, but would most likely need to be replaced with two full-time senior account clerks. The elimination of a treasurer and deputy treasurer (\$56,452 and \$45,900 – the lowest salaries) and replacement with two full-time sr. account clerks (each at \$35,006, the highest salaries currently) would generate net savings of \$32,340 plus payroll related taxes.

Real Property

Shared Services

Both Schuylers County and Yates County are sharing services with their local governments, but under different models. In Schuylers County, all eight towns contract with, and pay a fee to, the county for assessment services that are provided by Schuylers County employees (assessors). In Yates County, the nine towns utilize five appointed assessors (some assessors service multiple towns) and the assessed values assigned by the towns are accepted by the County. Thus, in one case the county is providing the services for the towns, and in the other instance, the towns are providing the service themselves. As Yates County is not directly involved in property assessment functions, sharing the service under Schuylers’ model would involve action on the part of Yates’ municipal partners rather than the county.

It is notable that both models appear to be providing for equitable and accurate assessments at the present time. Schuylers County and the towns located within its borders have been at 100 percent equalization for a least the

³⁶ New York State Laws, Alternative County Government, §250.

past four years. For 2014, Yates County is at 98.75 percent equalization and all of the towns are at 100 percent equalization except for Jerusalem and Milo (97 percent and 98 percent, respectively).

In addition, Schuyler has a shared-services arrangement with Chemung County for tax mapping services. On the other hand, Yates County employs its own tax mapping technician and provides support services to the local assessors. This may offer an opportunity for collaboration for Yates County, but the potential savings are likely minimal.

Consolidated County

Eliminating one full-time director would save \$64,486 (lowest paid) in salary plus benefits. With the total number of assessed properties remaining the same, given that there are only seven full-time employees among both counties currently, there is the possibility the eliminated director would have to be replaced with a lower paid full-time person, thereby reducing the savings. This is made more likely by the fact that the account clerk typist in Yates spends one quarter of the time working in the Planning Department.

As a single county, a determination would be required on the assessment model to be used: The Schuyler model of county-paid assessors to value all properties in the county for a fee, or the Yates model where the towns do the assessing.

It would also seem probable that since Yates currently has a tax map technician on staff, that position could be utilized to serve a combined, single county and negate or reduce the current Schuyler costs for tax mapping services procured from Chemung County.

Clerk

Shared Services

State County Law §400 requires that counties have the elected position of county clerk. Therefore, sharing a county clerk position is not possible. Moreover, current workload is such that either Schuyler or Yates County providing the services required of the county clerk's office for the other county would likely not result in any reduction in the number of staff. This is, perhaps, even more relevant for the clerk's office since the functions of this office have major in-person contact with the public, and any type of shared services arrangement would likely require travel by employees between the county offices.

Consolidated County

A consolidated county would be required to have one county clerk and also one deputy county clerk. Elimination of the lowest salaried of both these positions would result in a financial savings of \$60,590 and \$37,289, respectively, for a total of \$97,879 plus benefits.

However, the workload would not change in the aggregate, which might dictate replacement with a lower salaried staff position for at least one of these positions.

County Attorney

Shared Services

In accordance with State County Law §500 and §502 both Schuylers and Yates Counties have a county attorney and at least one assistant county attorney (as authorized by the legislature). In Yates County, all positions within the County Attorney's Office (3) are part-time positions. Absent change to (or exemption from) the statutory requirement, sharing of services between the two counties would not be an option.

Consolidated County

Merging into a single county would allow for the elimination of certain duplicate positions. A part-time assistant county attorney could likely be eliminated at a savings of \$33,039 plus payroll taxes.

Another consideration would be the possible elimination of a support staff position. Aggregating both operations results in there being two full-time support positions (a confidential secretary and a legal secretary) and one part-time position (administrative assistant). Additionally, some of the savings from eliminating a support position could be used to help fund an additional legal position if so desired.

One item requiring further analysis is the handling of labor law cases. Currently, both counties refer these cases to outside law firms. On a combined basis, the total number of labor cases currently outsourced may make it more efficient to handle them internally, even though it would likely mean hiring additional legal staff.

HR / Personnel / Civil Service

Shared Services

Section 15 of NYS Civil Service Law allows for administration of civil service rules and regulations by a regional personnel officer or a regional civil service commission that is established by the participating counties.³⁷ The law stipulates, among other things, that certain items with respect to the location of the principal office, apportionment of costs among participating municipalities, etc. must be part of a written agreement. In addition, “the regional civil service commission or regional personnel officer has all the powers and duties of a municipal civil service commission, and administers the provisions of civil service law in the cities and counties, including civil divisions therein, which join in the establishment of the regional civil service agency.”³⁸

It is therefore feasible for Schuyler and Yates Counties to enter into a written agreement for shared civil service administration, human resources and personnel administration, including overseeing the civil service function for the local jurisdictions (as they are currently doing).

Either of the allowable methods could be chosen – that is the regional personnel officer model or a regional civil service commission. The regional commission must be comprised of three members with staggered terms of six years. Additionally, no more than two members of the regional commission can, at the same time, be adherents of the same political party. A written agreement must provide for the establishment of the regional commission and the manner of selection, appointment and removal of the commissioners.³⁹

Likewise, a written agreement between the participating municipalities must provide for the manner of selection, appointment and removal of the regional personnel officer, whose term of office is also six years.⁴⁰

³⁷ New York State, Civil Service Law, §15.1(d). Administration by regional civil service commission or regional personnel officer. Any two or more adjoining counties, or any two or more cities in the same or adjoining counties, or any combination of such counties and cities, by written agreement duly approved by the governing board or body of each county or city participating, may establish a regional civil service commission or the office of regional personnel officer.

³⁸ Op. Cit. §15.1(d)(4).

³⁹ Op. Cit. §15.1(d)(1).

⁴⁰ Op. Cit. §15.1(d)(2).

Aside from civil service, differences in the counties' approach to personnel and human resource functions would complicate potential shared arrangements. For example, the administration of employee benefits is overseen by human resources / personnel in each county; but, with regard to health benefits, Schuyler County is part of the Chemung County health insurance consortium, whereas Yates County oversees its own. Furthermore, payroll processing is part of the human resources function in Schuyler County, while it falls under the direction of the treasurer's office in Yates County. Workers' Compensation administrative paperwork is handled by personnel office staff in Schuyler, whereas in Yates there is a part-time insurance manager position that oversees claims handling activity done by a third party administrator.

These challenges would make it difficult to implement a shared services approach, particularly since the personnel officer in each county doubles as the head of human resources in each county. Even under a shared arrangement, we do not find reason to believe current workload levels would be reduced in amounts sufficient to reduce current staffing levels.

Consolidated County

A consolidated county would, of course, have a single HR / personnel / civil service unit. A decision would be required on which health benefits model to use, how payroll is processed, and how Workers' Compensation claims are administered. Once these choices were made, the handling of these items would be uniform throughout the organization and would make the management of them more homogenous.

Since both counties currently use their personnel officer as the head of human resources, in a single county operation there is a high likelihood there would be need for a personnel officer *and* a human resources director, particularly if workers' compensation claims administration and / or payroll were handled in this department. Thus, under the most conservative assumptions we do not find material savings in this functional area.

Records Management / Historian

Shared Services

State Arts and Cultural Affairs Law notes, "Any local government may cooperate with another local government or governments for the improved

management and preservation of records, and may enter into a contractual arrangement for such purposes.”⁴¹

Between both counties, the functions of records management and historian consist of 2 full-time and 4 part-time employees. Schuyler employs a part-time historian at \$3,400 per year, separate from the records management officer. Yates has designated the records management officer as the historian.

A shared services arrangement between the counties could allow for the elimination of a records management officer. The savings would be \$42,105 plus benefits. Depending on the workload, a clerical position may have to be added to offset some of the duties.

Schuyler County currently operates a state-of-the-art facility in Watkins Glen under an inter-municipal agreement with other local governments that has capacity to expand. Yates County is currently utilizing space in the basement of their county office building. The feasibility of Yates using space in the Schuyler facility is an alternative that could be explored (or because of geographical issues, at least items that are not retrieved often and are required to be stored for long periods).

Consolidated County

Operating as one county would be very similar to the shared arrangement described above, operating under the leadership of one records management officer (savings of \$42,105 plus benefits) and determining the most efficient storage facility utilization.

Buildings and Grounds

Shared Services

There is nothing that would preclude the counties from sharing any of the labor force, nor for that matter, any equipment used by the staff. However, assuming the current physical plant needs of both counties continued in their current form, there would be little opportunity to realize staffing efficiencies.

Consolidated County

It is likely that one supervisory position could be eliminated under a consolidated department. The lowest paid position would provide savings of \$52,538 plus any benefits.

⁴¹ New York State, Arts and Cultural Affairs Law, §57.31.

Yates staff is responsible for maintaining four county buildings and has three full-time cleaners, whereas Schuylar maintains five county buildings and has six full-time cleaners and two part-time cleaners. There are also three full-time maintenance mechanics at Yates, while there are two full-time maintenance mechanics at Schuylar. Retaining the current physical plant for both counties would make it difficult to generate additional staffing efficiencies. However, over the longer term, a single county's unified capital / facility planning strategy could streamline building needs and reduce maintenance workloads, thereby generating efficiencies.

Information Technology / Data

Shared Services

We find potential savings from a shared approach to information technology and data management to be limited at the present time, primarily because there is little duplication in staff. We note, however, that the department heads in both counties have met and discussed opportunities for sharing services. Specifically, the completion of the fiber ring project will offer opportunities in offsite data storage, elimination of some duplicate hardware, and the potential housing of common applications in a single data center that would centralize troubleshooting responsibilities.

Another area that may be a candidate for sharing is communications. The possibility of sharing one new phone system using Voice Over Internet Protocol (VOIP) may be an opportunity, provided both counties are VOIP capable.

Both departments should continue to collaborate in this area with an eye towards any opportunity to share, particularly as systems hardware ages and needs replacing and as new applications and software are introduced in the operations of both counties.

Consolidated County

Merging into a single county would enable the elimination of one director position but that person would need to be replaced with a technician position, resulting in savings of \$17,312 plus benefits. There would also be longer-term capital synergies as the merged county migrated to using a single software for applications such as financial and accounting systems, payroll, purchasing and tax collection. Those capital efficiencies, while potentially significant, are indeterminate at the present time.

Sheriff

Shared Services

State County Law §400 requires the election of a sheriff. Therefore the sharing of a sheriff position between the counties would be infeasible absent statutory change or exemption. However, other staff positions and responsibilities within the sheriff's office could be shared between the counties. The potential opportunities are outlined below by functional area.

Law Enforcement Division

There is limited opportunity for sharing services in the law enforcement division in ways that would result in cost savings or improved operation. The Road Patrol is already at an appropriate staffing level and the demand on it could not easily be reduced. Both offices participate in the STOP-DWI program and there may be some efficiency gained in that area if the two programs were administered as a single regional program, but the savings would be minimal. The Criminal Investigations Division is also small and would not reduce in size if the two offices shared resources. There may be opportunity for some of the investigators to focus on certain crime types (such as identity theft or computer based crimes) and develop expertise in ways that could benefit both counties, but savings would be minimal.

Corrections/ Jail Division

There are options in both the short and long term that might improve efficiency. As noted in Section 1, both jails are operated near to their functional capacity. Operating the jails is the largest single law enforcement expense for the two counties. Yates does accept prisoners from other jurisdictions regularly and this is a substantial source of income for the office.

In the short term, it is conceivable, that Yates could contract with Schuyler to host its prisoners at their facility when space is available. If the capacity at Yates is not large enough, then Schuyler could also contract with other neighboring counties including Chemung, which is currently used for all female prisoners. A more in-depth analysis would be needed to evaluate the costs and benefits, but it is possible that Schuyler could save substantial money if it outsourced its jail operation, especially if taken in conjunction with a change in emergency communications (see below).

A long-term option would be for the two counties to cooperate in the building of a new more modern jail at a location that is centrally located to the population centers of the two counties. The benefit of a new facility would be a more efficient modern design that could be operated with fewer correction

officers. It could also be planned with the capacity to allow it to accept prisoners from other jurisdictions to continue the revenue stream. There would be a substantial cost to build the jail, however the counties would likely see long-term savings in reduced personnel and energy costs from a new facility.

Emergency Communications

The existing technology in the two counties, with some modifications, could enable a single organization to provide both Public Safety Answering Point (PSAP) and dispatching functions to the two counties. While this study did not evaluate the work demands on the communications staff, the pattern in similar counties is such that a dispatch center needs to have a basic minimum staffing to operate at all times and then an increase in staffing based on demand for services in the community. The two counties combined would likely be able operate at a minimum staffing below their current minimum staffing separately. Each has a minimum of two on duty overnight, but the call volume for the two counties combined could probably be handled by three or less dispatchers. However, Schuyler County dispatchers have a dual role of supporting the jail as door controllers and that role would need to be filled unless there was a change in the operational practices of the Schuyler jail or the consolidated operation was based in Schuyler.

Civil Division

There are no likely changes that would bring either fiscal savings or operational improvement to the operations.

Animal Control Officer

There are no likely changes that would bring either fiscal savings or operational improvement to the operations.

Court Security

The two counties approach this task differently and it is not mandated that the Sheriff provide this service. There are no likely changes in the realm of shared services that would bring either fiscal savings or operational improvement to the operations.

Consolidated County

As stated above, a county is required by statute to have an elected Sheriff. If Schuyler and Yates were to combine as a single county, all operations in the two departments would combine into a single office. There would be some savings from economies of scale at the clerical support level and in

department leadership (sheriff, undersheriff, lieutenant). We project that two-to-three full-time equivalents could be saved among those job titles, producing savings of approximately \$176,000 plus benefits. However, in the service provision areas of road patrol, criminal investigation, animal control, court security and civil division, there would not be significant savings in staff unless the provided services were significantly altered, since current workload would continue. As described above, there are options for the Jail / Corrections function and Emergency Communications that could lead to additional savings realizable in a merged county.

Probation

Shared Services

Under State Executive Law §256, each county shall maintain or provide for a probation agency. The law further explicitly states that:

“Two or more counties may by agreement between the local governing bodies thereof provide for the establishment, operation and maintenance of a joint county probation department. Any probation department so established shall have charge of all probation work in and for all the courts in said counties.”

The statute describes the manner in which a merger of departments could occur including the transferring of civil service status and moving existing staff to other positions in county government. While merging a department is authorized, the two departments are both small (14 FTE and 2 part time staff combined) and the caseload would not be reduced by a merger; therefore the savings would be minimal at best.

Consolidated County

A merged county would result in a single Probation Department. As noted, the departments are both small and the caseload would not be reduced by a merger; therefore the savings would not be large. At most, we find that a full-time director position could be changed to a probation officer position, producing savings of \$5,091 plus benefits.

Emergency Management

Shared Services

State Executive Law Article 2-B describes the requirements for county-based disaster preparedness. This function is carried out in each county by the Emergency Management Office. Both offices also have support duties related

to fire and EMS services. Each county would need to ensure these tasks continue as long as they stay separate. The two departments have small staffs with a combined total of 4 FTE and 1 part time staff member. There is a potential for more efficient operations if one county contracted with the other to maintain all emergency plans or to coordinate all fire / EMS training. It should be noted that the two counties are part of different state regions for emergency management and EMS. They might benefit from exploring a shift into the same region if they chose to pursue shared services.

Consolidated County

A merged county would result in a single Emergency Management Office. The merged department would likely find some economies of scale and duplication of services that could result in the elimination of some staff. For example, there would only need to be a single set of plans maintained. However, the aggregate service area and number of agencies that the department supports would not change (*i.e.* it would simply combine the current workload). Thus, it is unlikely that there would be substantial savings in this area.

The entire professional staff consists of a department head in each county and a deputy in each, with one being part-time. The elimination of one of the department heads would probably have to be replaced by a lower-cost professional staff member. There is the possibility of eliminating one of the duplicate deputy positions, giving a potential savings of \$22,828. Additionally, another benefit to a merger would be the ability for the staff to develop further specialization that might result in better service to the community.

Community Services / Health

Shared Services

The counties' community services functions follows two entirely different models. In Yates, community services are provided through contracts with service agencies. Schuylers County provides community services in-house via its own staff. Because of this difference Yates only has a part-time community services director whereas Schuylers has 14 full-time and 9 part-time staff in its community services operation.

Unlike the community services function, both counties staff public health operations and provide similar services. There are, however, differences in the operations. For example, Schuylers has a full-time compliance officer (based primarily in mental health and shared with public health) on staff while Yates uses an outside agency to provide this service (see Section 1). To a certain extent, both counties use some outside agencies to provide services. An in-

depth analysis of the specific services provided by each county and those that are outsourced would highlight any specific areas or programs where there was both the capacity and ability to provide services in a shared program. For example, Schuyler's in-house compliance services (corporate compliance, quality improvement and privacy) may be a service that could be provided on a shared basis rather than Yates using an outside service, offsetting Schuyler's fixed costs and ensuring continuity of service in Yates.

Consolidated County

In Schuyler County the public health staff consists of 10 full-time and 7 part-time individuals; however, this count also includes a full-time watershed inspector and full-time watershed inspector assistant (see also the Watershed write-up in Section 1). In Yates County the public health staff is made up of 13 full-time and 1 part-time employees.

Both counties have a director and professional staff that include registered nurses, public health nurses and licensed practical nurses. Under a single county one of the public health director positions could be eliminated at a savings of \$66,493 plus benefits. In addition, both counties have a staff of professional nurses and fiscal support services. The specific duties and responsibilities of these positions would need to be evaluated to determine if there were other areas of cost savings and efficiencies, but given that current workloads would simply be combined, we do not see opportunities for significant additional savings.

Social Services

Shared Services

The services provided by Schuyler and Yates' social service departments are very similar, due primarily to administrative and programmatic requirements promulgated by the State. This creates opportunities to share administrative expertise that the counties currently fund separate of one another.

Under a shared arrangement, it may be feasible to eliminate a commissioner position in one county (providing savings of \$62,424 plus benefits, using the lowest-cost commissioner), but would likely require retention of a deputy commissioner (or a comparable high-level administrative role) in the other county.

Consolidated County

A single county created from the merger of Schuyler and Yates counties would result in a scenario similar to that described above. One commissioner

title could be eliminated, as discussed above, and possibly some change in the total number of supervisory staff positions. However, total caseload would not change, and to the extent that caseload drives staff capacity requirements, this would mitigate additional staff efficiencies. This is particularly relevant in instances where staff supervisors also carry a caseload or provide services similar to non-supervisory staff.

One additional area of potential efficiency involves clerical positions. In both departments there are titles that prepare statistical reports and filings required by the state and federal governments. A single department would likely enable a streamlined filing process and possible staff efficiencies.

Veteran Services

Shared Services

State Executive Law §357 states that “there shall be established a county veterans’ service agency in each county not wholly included within a city, and there shall be a county director of each county veterans’ service agency.” Therefore, it would appear that the same individual could be the director of two county veterans’ service agencies located in different counties as long as the rules for appointment (included in the same section) were adhered to. (Financial implications of a single director position are discussed in more detail below.)

Consolidated County

A single county agency could be headed by a single director. In addition, currently Schuyler’s office is only open 20 hours per week. If a single agency were open on a full-time basis, even doubling the salary of the current title in Schuyler County would produce savings of \$18,829 over the current structure.

Although Schuyler’s office is only open part time and Yates’ office is open full time, both counties currently provide more than the minimally required services. A decision would have to be made regarding the hours of operation and services provided in a united county.

Senior Services / Office for the Aging

Individual Counties / Shared Services

Although the federal and state governments mandate that counties provide certain services to senior citizens, there is no mandate as to whether the services are provided by county employees or through third party agencies. In that regard, Schuyler uses a combination, providing elder services through

both in-house programs and contracted agencies. On the other hand, Yates' elder programs are provided by an outside agency, ProAction of Steuben and Yates, which has a contract with the State Office for the Aging. A prerequisite to any shared arrangement would be reconciling this difference.

Consolidated County

Before any decisions could be made regarding operations of an Office for the Aging the single county would have to determine if these services were going to be offered through in-house programs staffed by county employees, third party agencies, or a combination.

Planning

Shared Services

For planning purposes, Schuyler County is a member of the Southern Tier Central Regional Planning and Development Board. Yates is a member of the Genesee Finger Lakes Regional Planning Council. In both counties, the planner is the only department staff, except for a 0.25 FTE support position in Yates County. The current structure would appear to make a shared service infeasible.

Consolidated County

A single county would eliminate the need for two department heads. However, the likelihood of an unchanged workload would support the downgrading of one of the positions rather than outright elimination. Under this scenario, any savings from combining both department heads into a single position (e.g. senior planner) would be offset by replacing the salary of the other county planner with a lower-level title. In total, savings would be minimal.

Highway / Public Works

Shared Services

Schuyler and Yates' highway departments are responsible for road and bridge maintenance, snow and ice removal, equipment maintenance, labor related to capital improvements and major repairs. Both departments have full-time superintendents, deputy superintendents and administrative assistants at the administrative level. At face value, this would appear to lend itself to a shared

service arrangement. However, an opinion of the NYS Attorney General (1909, No. 874) referencing §100 of NYS Highway Law states, "A county superintendent must be of full age and a resident of the county."⁴² Absent statutory change or exemption, the residency requirement would render a shared highway supervisor infeasible.

Consolidated County

A merged Schuyler-Yates County would still be well within statewide ranges for county land area and road mileage. Combined the counties would span 666 square miles (Schuyler's 328 and Yates' 338) and 301 centerline miles⁴³ of highway (Schuyler's 121 plus Yates' 180). Among New York State's 62 counties, the combined county would rank 30th in terms of land area and 32nd in terms of centerline miles. With respect to land area, the two counties ranked immediately below and two above (peer group counties) would be Madison County (655 mi²), Monroe County (657 mi²), Cayuga County (692 mi²) and Broome County (706 mi²). For centerline miles, peer group counties would be Niagara County (283 mi), Albany County (287 mi), Tompkins County (302 mi) and Chenango County (308 mi).

The formation of a single county would allow for one full-time county highway superintendent, thereby eliminating one at a salary of \$68,381 plus benefits. As there would be no decrease in the overall workload of a combined department (*i.e.* territory and highway miles would remain the same), we find that there would likely be need to retain both full-time deputy superintendents.

One element of likely cost savings from a merged department that cannot be quantified at the present time involves capital assets. There is a reasonable degree of overlap between the counties' respective rolling stock, and while the opportunity to reduce the size of the fleet appears limited, a single department would be in a position to implement a more comprehensive fleet replacement plan, allowing for some capital cost avoidance over time.

⁴² McKinney's Laws of New York, Highway Law, §100, Notes of Decisions, 1. Qualifications.

⁴³ New York State Department of Transportation, Highway Data Services Bureau, *Highway Mileage Report 2013- Centerline Highway Mileage Report (County)*.

Additional Services

Courts

As discussed in Section 1, the counties' direct responsibility in court functions is limited. The responsibility falls mainly with the state Unified Court System, and all staff are employees of the UCS. A consolidated county would need to address the current difference in judicial districts between the counties, as Schuyler is in the 6th JD and Yates is in the 7th.

Economic Development

In both counties the economic development arms are separate from the county governments and each has its own employees. The fact that the counties are in two different regions under the State's regional economic development councils (Schuyler in the Southern Tier, Yates in the Finger Lakes) also presents a challenge to collaboration.

Merging into a single county would remedy these obstacles and result in placing the new county into one council region (presumably either Southern Tier or Finger Lakes). Our review does not identify any direct county savings potential from merging the economic development function under a single county structure, but a unified approach would position the merged county to speak with a louder voice and potentially advocate more successfully for economic development initiatives.

Elections

Shared Services

State Election Law (§3-200) requires a board of elections in each county, and further stipulates that there should be two election commissioners in each county appointed by the legislature. Absent statutory change or exemption, a shared service would not be feasible.

Consolidated County

Merging into a single county would enable a reduction of two commissioners and produce savings of \$76,577 plus benefits. Workload and capital requirements would remain the same, and thus we see limited opportunity to generate further savings.

Purchasing

Shared Services

The counties currently use different approaches to procurement, which would pose a challenge to collaboration. Schuyler has a standalone purchasing department serving all of county government (except most Highway Department purchases), while Yates handles purchasing in a decentralized fashion at the departmental level. Different structures notwithstanding, there are almost certainly opportunities to jointly procure common goods such as road salt, gasoline and other commodities to leverage economies of scale and volume discounts.

Consolidated County

A merged county would have to decide which of the two procurement approaches to use, though our review suggests a larger combined county would benefit from the coordination and administrative capacity a centralized purchasing department could bring. We do not find significant opportunity for immediate cost savings in this area, though as noted above, combined procurement of common goods would likely generate economy of scale and volume discounts over time.

Watershed

Shared Services

In Schuyler County, the Watershed Protection Agency is part of the county's public health department and therefore receives Article 6 State Aid funding. In Yates, the Keuka Watershed Improvement Cooperative is not part of the county and is a partnership among six towns and two villages. A shared approach to handling this function is not likely to generate material savings.

Consolidated County

A merged county would have to decide which model to adopt. Our review finds that the Schuyler model may be advantageous in that it would keep the combined county eligible for Article 6 State Aid.

Youth Bureau

Shared Service

The small scale of this service in both counties and the low likelihood of changes in workload suggest that there are not opportunities for material savings.

Consolidated County

As in the shared service discussion above, we do not find opportunities for material savings in a merged youth bureau. A combined county would be capable of continuing current service levels with current staff.

Weights and Measures

Shared Services

Pursuant to State County Law §400 counties must have an appointed county sealer of weights and measures. At present, Schuyler shares this function with Chemung County; Yates currently contracts with Schuyler to provide these services.

Consolidated County

Again, we find little opportunity for material savings through consolidation. A combined county would be capable of continuing current service levels with current staff, with the possible reduction of one part-time position at most.

Workforce Development

Workforce development is not directly funded by either county, and is handled through local workforce investment boards. There is little financial benefit to pursuing shared service in this area at this time. A single county would be capable of being served by a single workforce investment board, however.

Summary of Potential Savings

Potential savings from shared and / or consolidated county operations are summarized below on a cost center basis. In applying a numerical value to the cost savings estimate, our analysis used the most conservative approach in each case. For example, where duplicative department heads were assumed to be reduced by one, the lowest salary rate was used in determining potential savings. This approach was used strictly to maintain conservative financial

estimates – it should *not* be interpreted as a recommendation on which individual or staff title should be eliminated in the event the option is implemented.

As noted in each of the functional summaries above, projected savings are strictly in the form of salary and wages. To better approximate the *total* potential budgetary impact of a consolidated county, the following table includes an additional 40 percent multiplier in the Employee Benefits line.

Summary of Potential Savings by Cost Center

Source: 2014 Schuyler and Yates Counties' Budgets; CGR Analysis of Savings Opportunities

Category	Schuyler	Yates	Starting Combined	Potential Savings	Net
Airport	-	\$58,050	\$58,050	-	\$58,050
Board of Elections	\$191,783	\$288,513	\$480,296	(\$76,577)	\$403,719
Bond Payment	\$120,000	\$1,777,888	\$1,897,888	-	\$1,897,888
Budget Officer	-	\$9,625	\$9,625	-	\$9,625
Bldgs & Grounds	\$1,057,602	\$618,795	\$1,676,397	(\$52,538)	\$1,623,859
Central Copier	-	\$16,000	\$16,000	-	\$16,000
Central Garage	\$88,954	-	\$88,954	-	\$88,954
Central Gasoline	\$569,030	\$15,442	\$584,472	-	\$584,472
Central Mailing	-	\$47,642	\$47,642	-	\$47,642
Central Telephone	\$98,371	\$86,805	\$185,176	-	\$185,176
Contingency	\$200,000	-	\$200,000	-	\$200,000
Contract Agencies	\$217,154	-	\$217,154	-	\$217,154
Coroner	\$13,300	\$33,550	\$46,850	-	\$46,850
County Admin	\$157,350	\$101,120	\$258,470	(\$97,540)	\$160,930
County Attorney	\$327,824	\$224,357	\$552,181	(\$33,039)	\$519,142
County Clerk	\$287,900	\$329,911	\$617,811	(\$97,879)	\$519,932
Court Security	-	\$315,055	\$315,055	-	\$315,055
Courts	\$700	-	\$700	-	\$700
District Attorney	\$373,577	\$334,264	\$707,841	(\$67,500)	\$640,341
Economic Dev.	\$601,000	\$349,623	\$950,623	-	\$950,623
Education	\$1,830,000	\$2,300,000	\$4,130,000	-	\$4,130,000
Emer. Mgt	\$193,430	\$933,052	\$1,126,482	(\$22,828)	\$1,103,654
Employee Benefits	\$6,896,000	\$6,456,572	\$13,352,572	(\$414,428)	\$12,938,144
Highway Fund	\$3,573,408	\$4,823,794	\$8,397,202	(\$68,381)	\$8,328,821
Historian	\$3,900	\$44,242	\$48,142	-	\$48,142
Human Resources	\$266,771	\$160,978	\$427,749	-	\$427,749
Info. Technology	\$266,628	\$391,242	\$657,870	(\$17,312)	\$640,588
Legislature	\$175,068	\$186,312	\$361,380	(\$5,448)	\$355,932
Mental Health	\$2,598,111	\$1,618,704	\$4,216,815	-	\$4,216,815

Ofc for the Aging	\$863,346	\$85,284	\$948,630	-	\$948,630
Planning	\$62,320	\$111,223	\$173,543	-	\$173,543
Probation	\$295,000	\$361,445	\$656,445	(\$5,091)	\$651,354
Probation: ATI	-	\$31,701	\$31,701	-	\$31,701
Public Defender	\$327,093	\$357,857	\$684,950	(\$29,043)	\$655,907
Public Health	\$1,028,036	\$998,854	\$2,026,890	(\$66,493)	\$1,960,397
Purchasing	\$63,208	-	\$63,208	-	\$63,208
Real Property	\$280,510	\$196,303	\$476,813	(\$64,486)	\$412,327
Records Mgt	\$56,418	\$32,518	\$88,936	(\$42,105)	\$46,831
Recreation	\$68,532	-	\$68,532	-	\$68,532
Machinery Fund	-	\$753,185	\$753,185	-	\$753,185
Sales Tax Dist.	\$2,040,000	-	\$2,040,000	-	\$2,040,000
Sheriff	\$1,413,350	\$2,587,961	\$4,001,311	(\$176,216)	\$3,825,095
Sheriff: ACO	\$78,876	\$78,469	\$157,345	-	\$157,345
Sheriff: Jail	\$1,295,777	\$2,842,907	\$4,138,684	-	\$4,138,684
Sheriff: Stop DWI	\$112,099	\$97,975	\$210,074	-	\$210,074
Social Services	\$11,335,479	\$10,294,510	\$21,629,989	(\$62,424)	\$21,567,565
Soil Conservation	\$225,657	\$332,754	\$558,411	-	\$558,411
Solid Waste	-	\$77,480	\$77,480	-	\$77,480
Special Items	\$339,100	\$655,300	\$994,400	-	\$994,400
Transportation	\$300,000	-	\$300,000	-	\$300,000
Treasurer	\$261,435	\$281,022	\$542,457	(\$32,340)	\$510,117
Veteran Services	\$56,480	\$84,571	\$141,051	(\$18,829)	\$122,222
Weights & Meas.	\$65,495	\$26,132	\$91,627	-	\$91,627
Youth Bureau	\$102,962	\$54,493	\$157,455	-	\$157,455
Total	\$40,779,034	\$41,863,480	\$82,642,514	(\$1,450,497)	\$81,192,017

Revenue Impact

Cost savings generated through efficiencies is only one element of the potential fiscal impact that would be generated by consolidation. The other is revenue. CGR's review of current revenues for both counties finds that existing major revenue streams would likely continue in the event of a consolidated county. Property taxes would be "normalized" between the two counties, with the combined tax levy spread across all properties in the combined jurisdiction and subject to a common equalized rate. Further discussion of this point is presented in the following section.

However, an important "unknown" regarding fiscal impact involves sales tax revenue. As noted in Section 1, both counties rely on sales tax as a major revenue source. Schuyler's 2014 budget contains \$10.2 million in anticipated sales tax revenue (24 percent of its all-funds revenue). Yates' 2014 budget

includes \$10.3 million (nearly 25 percent of its all-funds revenue). There is a significant difference in the treatment of sales tax, however – Schuyler shares 20 percent of its sales tax with its town governments (\$2.04 million this year, however the Legislature has capped the amount at \$2.0 million starting in 2016), while Yates does not have a sharing arrangement. Pursuing a consolidated county would require a decision on how to reconcile this difference. Options include expanding Schuyler’s sales tax sharing arrangement to towns in Yates County (in which case the overall county fiscal impact would be negatively impacted); applying Yates’ non-sharing arrangement to Schuyler (in which case towns would be negatively impacted); or identifying an altogether new sharing arrangement.

Although CGR feels that the State would continue the revenue streams under a new, consolidated county, state aid for specific county services might be at risk. For example, under Article 6 of New York State Public Health Law, both counties are eligible to receive a base grant amount for providing certain public health services. Whether or not the State would limit this base amount to that of a single county under a consolidated scenario is unknown. There may be other departments with similar types of state aid.

Property Tax Impact

This concluding section presents the potential property tax impact of the efficiencies identified in Section 2. *Readers should note* that the impact analysis makes no assumption on a change in the current sales tax sharing arrangement. That is, for the purposes of the analysis we assume the current amount shared (*i.e.* only the \$2.04 million in Schuyler) continues at its current level into the hypothetical combined county.

As discussed in Section 1, the county property tax rate is determined by dividing the amount of property tax required to support the annual budget by the total taxable assessed value of all property within the county. To estimate the impact of a combined county on tax rates, the following analysis assumes that the efficiency savings would be *subtracted* from the property tax levy, and that the reduced levy would then be spread on the combined taxable value of the newly combined county.

The effect of creating a single county would be approximately a 2 percent increase in the real property tax rate for current Yates county residents and approximately a 16 percent decrease for current Schuyler county residents.

Summary of Property Tax Impact

Source: Real Property Tax Services, Schuyler and Yates Counties; CGR Analysis

	Schuyler	Yates	Combined* (Net of Savings)
2014 Tax Levy (All Funds)	\$10.887 m	\$15.453 m	\$24.890 m
Total Taxable Value	\$1.302 b	\$ 2.258 b	\$3.560 b
County Tax Rate*	\$8.36	\$6.84	\$6.99

* The actual tax rates are slightly higher and vary among towns based on chargebacks from the county.

Addendum

The "Summary of Potential Savings by Cost Center" table that appears on p 99-100 shows Yates County's Emergency Management cost total as \$933,052. This figure is different from the cost figure shown earlier in the report on pp 6 and 39 (*i.e.* \$135,850). The reason for the difference is that in preparing the "Summary" table, CGR collapsed the County's E911 cost (*i.e.* \$797,202), which had previously been shown as a separate category, into the Emergency Management line. The category revision has no net impact on the total expenditures or projected savings presented in the table on p 99-100.