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SERVICES PROVIDED BY LOCAL GOVERNMENTS IN NEW YORK STATE

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IN NEW YORK STATE*

by

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ACKNOWLEDGEMENTS

There is good reason to believe that this report is a product of a pioneering effort: the first attempt by a state government to gain a detailed understanding of which of its local governments are offering what services, the arrangements for producing these services, and the sources of revenue for financing them. Obviously, this effort could not have been brought to fruition without the support and cooperation of many, many other persons. Although a claim of a "cast of thousands" would be an exaggeration, a claim of a "cast of hundreds" is not, and many of these hundreds were called upon or took it upon themselves to do much more than we had envisioned at the outset of the project. We wish to recognize and thank these many persons for their valuable support and contributions.

The project owes its origins to the New York State Legislative Commission on State-Local Relations and its staff. This was the source of its original conceptualization, its external funding, and support and guidance throughout its execution. The Commission's Chairman is Assemblyman Dennis T. Gorski, and its Vice-Chairman is Senator James Donovan.

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The staff member who worked closely with us throughout the project were Paul Moore, Executive Director; Eric Peterson, Deputy Director; and Todd Fiegenbaum, Staffmember.

The Commission's Working Group of staff members from the principal statewide local government associations provided important assistance with a number of functions. Among other things, they supported the need for the project, helped us identify the characteristics to use to choose the local governments to be included in our sample, critiqued drafts of our survey instruments, and by means of letters and newsletter articles, urged their members to complete the survey forms.

The members of the Working Group were as follows:

--Association of Towns of the State of the New York: G. Jeffrey Haber, Executive Secretary; William Sanford, former Executive Secretary; and Murray Jaros, former Counsel.

--New York State Association of Counties: Edwin Crawford, Executive Director; and Randy Triant, former Assistant Executive Director

--New York State Conference of Mayors and Other Municipal Officials: Edward Farrell, Executive Director; and Donald Walsh, former General Counsel.

--New York State School Boards Association: Jeffrey Bowen, Administrator for Research and Development.

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A number of our colleagues at Cornell provided us with reactions to our general research plan, generously allowed us to draw upon their knowledge of certain local government services, and referred us to other knowledgeable parties as we constructed our survey instruments. These colleagues included:

--Don Tobias, Senior Extension Associate, Human Service Studies

--Herb Engman, Senior Extension Associate, Human Development and Family Studies

--Alan Hahn, Associate Professor, Human Service Studies

--Douglas Brown, Coordinator, Health Services Continuing Education, Human Service Studies

--Lloyd Street, Associate Professor, Human Service Studies

--Lynne Irwin, Associate Professor, Agricultural Engineering and Director, Cornell Local Roads Program

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--William Deming, Executive Director, Cornell Rural Schools Program

--Dave Monk, Associate Professor, Education

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--Peter W. Colby, Professor and Director of the Center for Social Analysis , SUNY University Center at Binghamton

--John R. Logan, Associate Professor, Department of Sociology, State University of New York at Albany.

A diverse group of off-campus persons provided us with valuable input for drafting the initial revisions of our survey forms and redrafting them based upon field tests. This group included officials of the Office of Fire Prevention and Control in the New York State Department of State; the cities of Binghamton and Ithaca; the counties of Broome, Tioga, and Tompkins; the villages of Cayuga Heights, Dryden, Endicott, and Johnson City; and the towns of Dryden, Lansing, Lisle, Richford, and Union.

Diane Knack, Broome County Extension Coordinator, directed us towards local officials in Broome County who might be willing to participate in the fieldtests.

The support and involvement of the New York State Cooperative Extension network was essential to the successful completion of the project's survey phase. Indeed, this network was a key reason why the Commission on State-Local Relations came to Cornell for assistance with the project. It realized at the outset that Cooperative Extension's county offices could provide credible local persons to distributed survey forms to local officials, explain them, urge their completion, and collect them. As we and the Commission's staff expected, county Cooperative Extension agents and, in some counties, members of Extension program committees performed these tasks with skill and diligence and thereby provided us with the data that are the core of this report.

Sid Cleveland, Cornell's Assistant Director of Cooperative Extension for Field Operations and Community Issues Programs, provided, early support for the project and was instrumental in recruiting county Cooperative Extension agents to help with the survey. We also appreciated his continued support as we worked to complete this report and to deliver on other project commitments.

Those county Cooperative Extension Associations, agents, and program committees who we wish to thank are as follows:

--Albany County: George Hecht
--Cattaraugus County: Dave Bruce and the Community Issues Program Committee
--Chautauqua County: Wayne Grossman
--Cortland County: Thomas Dumas
--Delaware County: Carl Crispell
--Dutchess County: Randy Rogan
--Erie County: Walter Hallbauer
--Genessee County: Mary Raymond and the Community Issues Program Committee
--Jefferson County: Robert Boice
--Lewis County: Timothy Smithling
--Madison County: Frances Carlson
--Oneida County: Eric Kresse
--Onondaga County: John Kramer
--Ontario County: Adrian Hinton
--Oswego County: Donald MacVean
--Rensselaer County: Margaret Story
--Rockland County: Kermit Graf

--St. Lawrence County: George Field
--Schoharie County: Kenneth Hotopp
--Schenectady County: Ellen Elliott
--Schuyler County: Elaine Dalrymple
--Seneca County: Allen Woodward
--Suffolk County: David Newton
--Warren County: Mark Malchoff
--Washington County: Robert Dean
--Wayne County: David Reville
--Westchester County: Martha Shortlidge

Because of the multitude of surveys and reports that they were asked or directed to complete, many local officials developed an understandable resistance to this task. Thus, we are especially appreciative of the time and effort that so many local officials devoted to completing our lengthy and complex survey forms.

Because of the demands of our samples, in some counties we sought data on only county and city governments. These counties are as follows:

--Albany
--Chautauqua
--Cortland
--Jefferson
--Lewis
--Madison
--Onondaga
--Ontario
--Westchester
--Oswego
--Rensselaer
--Rockland
--St. Lawrence
--Schoharie
--Schenectady
--Seneca
--Wayne

In other counties, we need information on city, county, town, and village governments as well as school districts. These counties are as follows:

--Cattaraugus
--Delaware
--Dutchess
--Erie
--Genessee
--Oneida
--Schuyler
--Suffolk
--Warren
--Washington

In total, 243 local governments and 93 school districts completed our survey forms. Although we cannot list them by name here, we thank each and every one of them for cooperating with this project.

Crucial staff support in the early phase of the project was provided by Ana Marquez-Dorsch. Ana contributed invaluable skills and diligence in developing many of the microcomputer applications which were essential to the progress and completion of the project.

Projects of this nature would be impossible to complete without the assistance of support staff who can convert handwritten drafts of survey instruments into typed form, oversee their duplication, enter data into computer memory, manipulate data, etc. Thus. we wish to

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Last, but certainly not least, we thank the Department of Agricultural Economics and its Chairman, Robert Kalter, for supporting this project; in particular, for providing the additional funding necessary for reaching the finish line.

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EXECUTIVE SUMMARY

Introduction

The New York State Legislative Commission on State-Local Relations, which provided much of the financial support for the research reported here, has four major mandates or areas of responsibility. These are: 1) an evaluation of state mandates, 2) an investigation of the division of functional responsibilities among local governments, 3) a review of the State's system of aid to local governments, and 4) a review of the State constitutional tax and debt limits. This report makes an important step in evaluating the link between the second and third mandates of the Commission. That is it begins an evaluation of the link between the services delivered by a local government and the state per capita aid received by that government.

In 1946 a system of shared taxes in New York State was replaced with a general purpose aid system where by the amount of general purpose aid was detached from specific revenue sources. The distribution of general purpose aid to local governments was and still is based on population and class of government. Currently, cities receive $8.60 per resident, towns receive $3.55 per resident and an additional $2.05 for each resident living outside village limits, villages receive $3.60 per resident, and counties receive $.65 per resident. Presumably, the level of services provided per capita is highest for cities, followed by towns outside villages, villages, and counties, in descending order. Further, the constant per capita amount to all jurisdictions within a class, villages for example, presumes that the same types of service are provided by all governments of the same class.

Almost since its inception, the per capita aid system has been criticized for its failure to effectively discriminate between jurisdictions with different functions and service structures. A serious information gap has existed, however, for no one knew exactly what services were provided by which local governments in New York State.

The Study

In January 1985 this information gap began to be addressed when the Cornell University Local Government Program entered into a contract with the Legislative Commission on State-Local Relations to conduct and analyze a survey of the services provided by local governments in New York state.

With the help of county Cooperative Extension agents, the survey was administered to a sample of counties, cities, towns, villages, and school districts in New York State. The survey was an extensive checklist of service delivery and finance information. Completed surveys were received from 243 counties, cities, towns, and villages (a 68% response rate); and ninety-three school districts (a 48% response rate) also completed surveys. The respondent sample is well balanced in

comparison to the statewide distribution on several important criteria (income, property wealth and population density).

To facilitate "within and between" municipal class comparisons, the variety of service activities provided within a service category were combined in an index number. Eighteen service area indices were created. Descriptive statistics were developed for each index by municipal type. The descriptive statistics were used along with a regression analysis framework to assess and test for differences in service provision both within and between municipal type. The regression analysis permits one to answer the question, "Is there a significant difference in the level of services provided by counties, cities, towns, and villages holding constant for differences in density, income, property values and state and federal aid?"

Results

The focus of the analysis was to help answer two research questions. First, is the level of service provided by one county, city, town, or village virtually identical to those provided in any other county, city, town, or village, respectively? Second, do counties, cities, towns, and villages as separate classes provide substantially different levels of service?

Concerning the first question, it is clear from the results that the level of service provision varies substantially within each of the four local government types. Hence, it is not true that the level of services provided by one county, city, town, or village is virtually identical to the level of services provided in any other county, city, town, or village, respectively. Thus, treating jurisdictions of the same local government type similarly and assuming that they provide the same level of public services (as the current per capita aid formula does) ignores the very real variation in service delivery which exists within each of the four local government groups.

Concerning the second research question, the results indicate that no single clear service hierarchy exists either in an absolute sense or on average between counties, cities, towns, and villages. The absence of such a hierarchy means in effect that counties, cities, towns, and villages as separate classes do not provide substantially different levels of service as classes. The existing per capita aid formula assumes (based on the dollar amount granted per capita) the following order with respect to level of service provided (from highest to lowest): city, town, village, and county, respectively. None of the service areas analyzed follow this order of ranking. Thus, the actual level of services provided by the four local government types in the sample is contrary to the hierarchy assumed by the existing per capita aid formula in each of the 16 service areas reported. Hence, the existing ranking or ordering of local government types implied by the current per capita aid formula is not supported by the pattern of service provision observed among counties, cities, towns, and villages in this study.

Implications

The analysis of the survey raises serious doubts about the implied assumptions of the current per capita aid distribution formula. The current formula assumes that local governments of the same type provide a comparable or homogeneous level of services and that local governments of different types provide substantially different levels of service. Since the assumptions do not fit the reality of the service structure revealed by the survey, it is appropriate to rethink and investigate options for financing services provided by general purpose local governments.

Two general options are possible in rethinking the financing of local government services. One option would be to look for ways for local governments to expand locally raised revenues. This option could build on the experience in New York State of allowing counties and cities to levy a sales tax or the experience in other states of allowing local governments to levy an income tax. Another option would be to improve the distribution of general purpose aid by redesigning the distribution formula.

Earlier commissions, committees and studies have criticized the use of a single criterion for the distribution of aid--the need criterion which in turn is based on presumed but not verified differences in levels of service provided by different counties, cities, villages and towns. The literature on local government finance emphasizes three major concepts in the distribution of aid: 1) capacity, 2) effort and 3) need. All three concepts represent highly prized beliefs in the American political system. Simply stated these beliefs are: 1) help those who lack the capacity to adequately care for themselves, 2) reward those who help themselves and 3) help those who need it most.

Future research planned by the Commission and Cornell University will explore the option of redesigning the distribution formula. It will examine the effects of considering multiple criteria, especially effort and capacity in addition to need, in the distribution of per capita aid.

I. INTRODUCTION

The New York State Legislative Commission on State-Local Relations, which provided much of the financial support for the research reported here, has four major mandates or areas of responsibility. These are: 1) an evaluation of state mandates, 2) an investigation of the division of functional responsibilities among local governments, 3) a review of the State's system of aid to local governments, and 4) a review of the State constitutional tax and debt limits. This report makes an important step in evaluating the link between the second and third mandates of the Commission, to begin to evaluate the link between the services delivered by a local government and the state per capita aid received by that government.

The State of New York has a long history of assistance to local governments. In the early part of this century the most common practice was to earmark a certain share of specific revenue sources to local assistance. In 1946 the system of shared taxes was replaced with a general purpose aid system where the amount of general purpose aid was detached from specific revenue sources. The distribution of general purpose aid to local governments was and still is based on population and class of government. Currently, cities receive $8.60 per resident, towns receive $3.55 per resident and an additional $2.05 for each resident living outside village limits, villages receive $3.60 per resident, and counties receive $.65 per resident. Presumably, the level of service provided per capita is highest for cities, followed by towns outside villages, villages, and counties, in decending order. Further, the constant per capita amount to all jurisdictions within a class, villages for example, presumes that the same types of service are provided by all governments of the same class.

Since 1946 a number of commissions, committees and studies have investigated the aid distribution system. Criticisms have been of two types: 1) the failure to use multiple criteria for the distribution of aid (for example, fiscal capacity and fiscal effort in addition to need), and 2) the inadequacy of measures currently used under the need criterion. This report will concentrate on the problems raised by the latter set of criticisms. The Bird Commission (1953-1955), the Buttenweiser Committee (1955), the Wagner Commission (1973) and the Feeney Commission (1975) all criticized the adequacy of the jurisdictional classification. More than 30 years ago the Bird Commission criticized the assumption of homogeneity within classes of government and the failure of the aid formula to effectively discriminate between jurisdictions with different functions and service structures. It called for a study aimed at adjusting per capita aid distributions in line with the "nature of governmental functions."

More recently, the New York State Legislative Commission on State-Local Relations investigated the functional powers of local governments. The study of the Constitution and State statutes revealed great latitude in the functional powers of local governments. This suggests that, while local governments may provide many of the same services, they may also provide very different services tailored to fit a great variety of

local conditions. A serious information gap existed, however, for no one knew exactly what services were provided by local governments in New York State.

Clearly this information gap had to be filled to verify or refute the assumption of homogeneity of functions and service structures within cities, villages, towns, and counties built into the current aid program. Gathering the facts is an important first step toward providing policy makers with the basis to respond to the abundance of criticisms of the general purpose aid distribution formula. This first step is a difficult one. It requires comprehensive data collection to catalog the great breadth and variety of services provided by individual units of local government and the means of producing those services.

The Commission staff was cognizant of the need to fill this information gap and of the inherent difficulties in collecting data on the services of local governments. At the one extreme the probable length of a questionnaire, combined with lack of knowledge about the most qualified respondent(s) raised questions about the probable response rate with a mail questionnaire approach. The costs associated with either telephone or face-to-face interviews would likely exceed the resources available. The Commission saw the Research and Cooperative Extension systems of Cornell University as unique resources for conducting the project. The research arm of the College of Agriculture and Life Sciences had a number of people concerned with local government services and finance. Cooperative Extension has people in some (but not all) counties that conduct educational programs with local government officials. In January 1985, the Cornell University Local Government Program entered into a contract with the Legislative Commission on State-Local Relations to conduct and analyze a survey of the services provided by local governments in New York State.

The objectives of the survey were to:

1) Determine the services provided at each level of government and how these services are financed; and

2) Obtain a clear picture of the interrelationships between classes of local governments with respect to the provision and financing of services.

To meet these objectives a sample of local governments was selected, an appropriate survey instrument was designed, and the survey was conducted from May to August, 1985 with the assistance of Cooperative Extension agents.

This report presents the survey research methods and results in the following three chapters. The sample and survey instrument design are described in Chapter II, followed by a presentation of survey results and analysis in Chapter III. The analysis presented in Chapter III focuses upon evaluating the linkage between the services delivered by local governments and the current state per capita aid formula. A summary of the final results and their implications regarding important next steps are provided in the final chapter.

II. SURVEY DESIGN

This chapter contains two sections. Section A discusses the design of the sample and characteristics of the local governments who returned completed surveys (respondent sample). Section B discusses the development and administration of the survey.

A. DESIGN OF THE SAMPLE AND RESPONDENT CHARACTERISTICS

A two-tiered sample of local governments was selected for the survey. Given the complexity of the questionnaires, the assistance of cooperative extension agents, with their network of local contacts, was crucial. Therefore, counties with agents willing to participate and administer the questionnaire to local officials were identified first. All counties with participating agents along with all cities within the those counties constituted the first tier of the sample. The map in Figure 1 illustrates the location of the Tier 1 counties in the state.

For the second tier, ten counties were chosen from the first tier. All towns, villages, and school districts within the ten counties were asked to complete questionnaires. Thus, all local governments within the Tier 2 counties were included in the sample. The map in Figure 2 shows the location of the Tier 2 counties in the state and Table A describes the sampling frame and the distribution of surveys received by government class.

The second tier counties were selected to be representative of counties throughout the state on three criteria, density, income per household, and full value of real property per household. For each criterion, all the counties in the state were ranked from top to bottom and divided into four categories. The four categories, top, top-middle, bottom-middle, and bottom, contained the top 20 percent, the next 30

Table A LOCAL GOVERNMENT SERVICES SURVEY: UNITS IN SURVEY AND SURVEYS RECEIVED BY MUNICIPAL TYPE

Municipal type	Total units	Units in sample	Sample as a % of total	Units received	Received as a % of sample
Villages	553	114	(20.6%)	72	(63%)
Towns	932	181	(19.4%)	124	(69%)
Counties	57	30	(52.6%)	25	(83%)
Cities	61	35	(57.3%)	22	(63%)
TOTAL	1603	360	(22.4%)	243	(68%)
School Districts	735	192	(26.1%)	93	(48%)
	2338	552	(23.6%)	336	

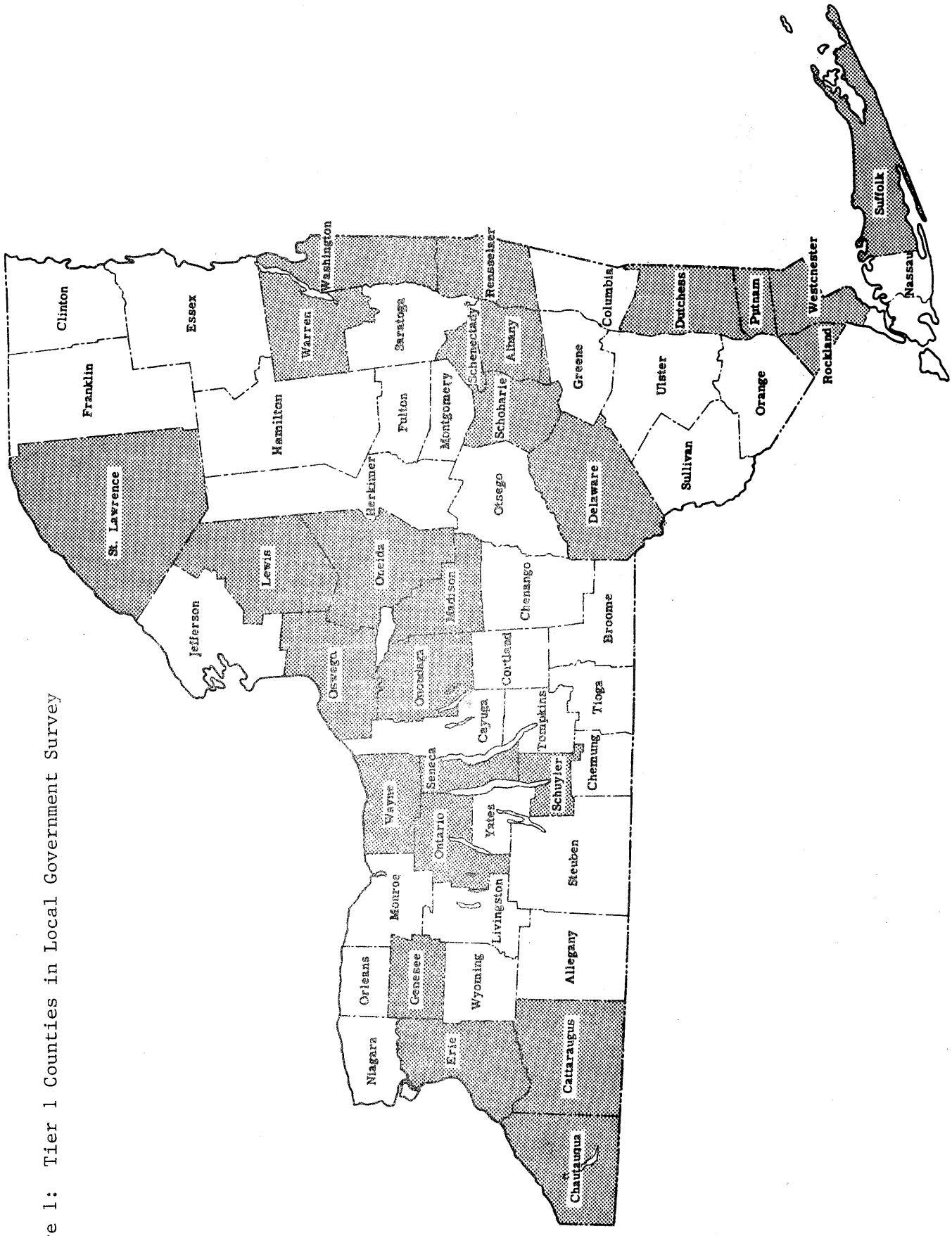

Figure 1: Tier 1 Counties in Local Government Survey

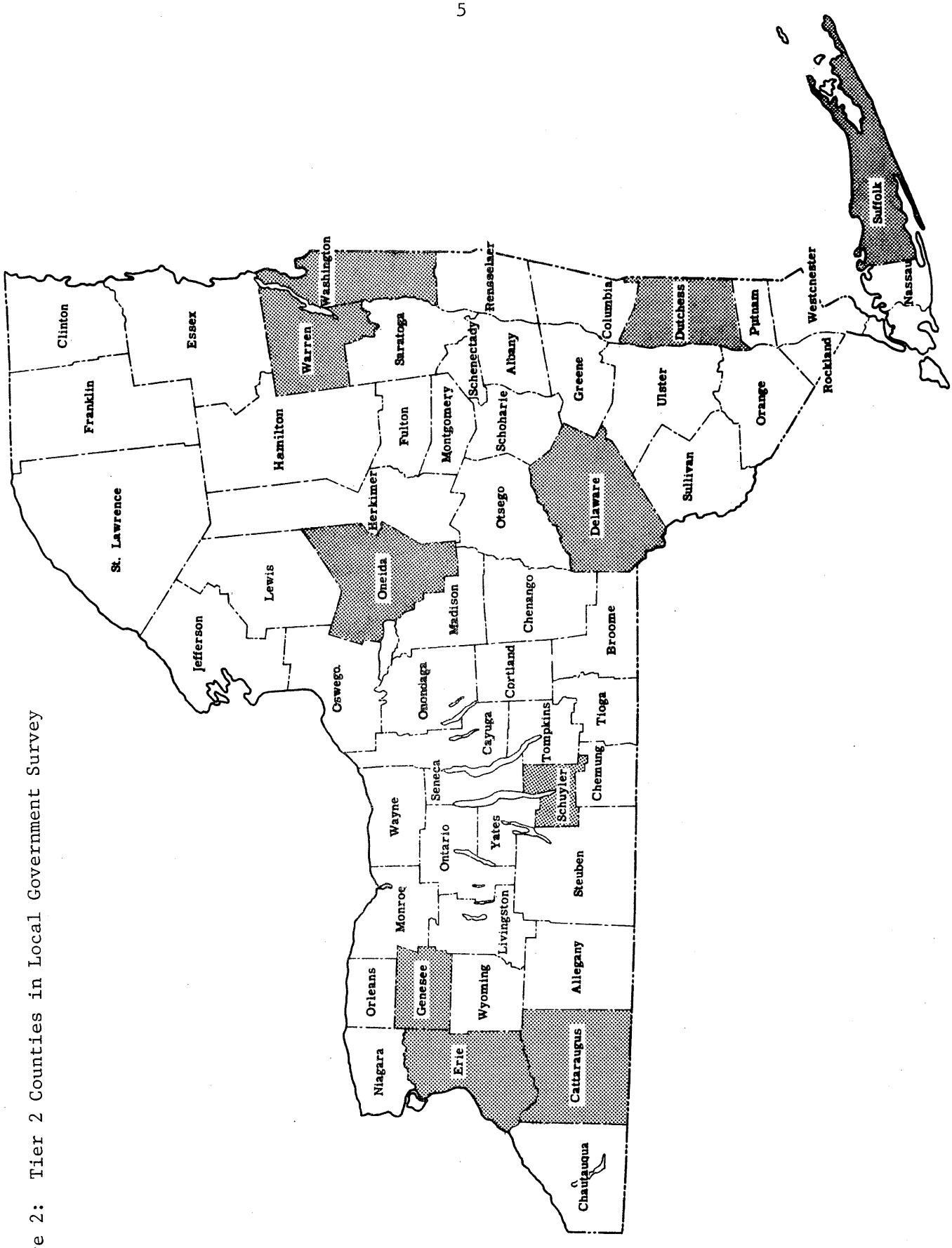

Figure 2: Tier 2 Counties in Local Government Survey

percent, the following 30 percent, and the bottom 20 percent of the counties, respectively. Within each category the Tier 1 counties were identified. If only one selection criterion had been utilized the sample selection for Tier 2 would have been straightforward. Two Tier 1 counties would have been selected from the top category, three from the upper-middle, three from the lower-middle, and two from the bottom. Given the three criteria, the ten counties were selected to approximate the distribution of all counties for all three selection criteria simultaneously. The distributions for all respondent counties, cities, towns, and villages are described in Table B. It is important to note that the respondent sample distribution is very close to the statewide distribution.

Table B DISTRIBUTION OF RESPONDENT JURISDICTIONS BY SAMPLE SELECTION CRITERIA

	Percent of State for All Three Criteria	Percent of Respondents		
		Density	Income*	Property*
COUNTIES				
Top	20%	31%	27%	27%
Upper-middle	30	31	35	31
Lower-middle	30	19	23	27
Bottom	20	19	15	14
CITIES				
Top	20%	32%	32%	23%
Upper-middle	30	23	27	36
Lower-middle	30	27	18	23
Bottom	20	18	23	18
TOWNS				
Top	20%	19%	18%	18%
Upper-middle	30	30	30	31
Lower-Middle	30	31	33	30
Bottom	20	20	19	21
VILLAGES				
Top	20%	15%	14%	14%
Upper-middle	30	28	31	28
Lower-middle	30	39	33	32
Bottom	20	18	22	26

*Income and property are defined per household.

B. DEVELOPMENT AND ADMINISTRATION OF THE SURVEY INSTRUMENT

The single most important consideration in the design of the questionnaire was simplicity. Recognizing that completion of the questionnaire was a voluntary effort often by part-time unpaid local government officials, each question was designed so it could be answered by checking a box or a cell in a table.

The content of the questionnaire was influenced to an important degree by the necessity to describe a major category of service such as law enforcement in sufficient detail that it would be possible to distinguish different levels of law enforcement services. Some villages may depend totally on law enforcement services provided by the county Sheriff's office. Others may have a full time 24-hour, seven-days-a-week police department with radio dispatching systems that facilitate a quick response time. By breaking the law enforcement service category into a variety of subservices, we hoped that the provision or lack of provision of each of these subservices would make it possible to distinguish different levels of law enforcement services. A similar approach was used for each of the major categories of services.

The great breadth of kinds of services provided by New York's local governments combined with the desire to distinguish different levels of services made the design of the questionnaire a difficult task. The central problem of survey design became one of balancing the desire for detailed information with a document short enough not to be overwhelming. A key early decision was to limit the study to services generally perceived as delivered to residents. Thus such general government support activities as legislative, judicial and executive branches together with such necessary financial activities as tax collection, financial management and accounting activities were not a subject of the investigation. Also excluded were services provided in a community by other than local governments (State or Federal government or private organizations).

Participants in the project were cognizant of the probability that at some future date there would be a desire to match the level of services provided by local governments with expenditures for that service. The Office of the State Comptroller has devised a complex system of standardized financial accounts for use by local governments. Thus there was an effort to design the service categories and subservices in such a way that, at some level of aggregation, the level of service provided by local government could be related to the expenditure for that service as displayed in the system of standardized financial accounts.

Observers of local government have noted growing diversity in the method of providing and producing services. The traditional model for local governments has been to provide services to its residents by producing that service entirely by itself with its own employees. Pressures for increased services while at the same time holding down local tax burdens have forced officials to search out different ways of providing and producing services. Joint sewer systems are an example. Two or more jurisdictions may join together to provide a sewage treat-

ment and disposal process for residents in their jurisdictions. Other examples might include a village contracting formally or informally with another local government for police patrol services or with the private sector for trash collections. Because these nontraditional means of providing and producing services might affect the expenditures for any particular level of service, the questionnaire was designed to obtain information on the variety of interlocal arrangements used by local governments in making services available to their clientele. Further, such an information base might be useful to local governments searching for alternative ways of producing services.

It seems likely that the source of funds may play a significant role in the provision of some services in some units of government. Therefore the questionnaire was designed to obtain information on the source of funds for each activity, i.e., local funds, user fees, state or federal aid or private funds.

The construction of the questionnaire benefitted greatly from the categorization scheme reflected in the standard system of financial accounts maintained by the office of the State Comptroller. Commission staff, state agency staff, university colleagues, and local government officials and employees in Tompkins County also provided generous advice. The resulting draft questionnaire was then field tested with a set of local governments varying across size and rural-urban dimensions.

The draft questionnaire was field tested in Broome and Tioga counties, the city of Binghamton, the towns of Dryden, Lansing, Lisle, Richford and Union and the villages of Dryden, Endicott and Johnson City. The pre-test highlighted the difficult tradeoffs between the desire to obtain detailed information on services and the practical feasibility of obtaining completed questionnaires. The Commission's working group representing the four major municipal associations and the commission staff also reviewed the questionnaire. The field tests and working group review resulted in further improvements and the questionnaire was put in final form.

The questionnaires used are shown in Appendix A. Generally, similar questions were asked of each municipal type. The greatest differences are found in the law enforcement, fire protection, health, social services and planning areas. In these areas, discussions with local government officials and employees suggested there were enough differences in the kinds of services offered between types that it would be desirable to tailor the questionnaire to the different types. This was especially true of counties as opposed to other municipal types. These suggestions were confirmed in the field tests.

The next step was the scheduling of one-half-day training sessions with Extension agents who had agreed to participate in the effort. At these training sessions the agents were provided questionnaires to be used for the jurisdictions in their county, and a set of instructions for the local officials or employees who would complete the questionnaire. They also received a proposed press release which explained the purposes of the study and the roles of the Legislative Commission on

State-Local Relations, the Commission Working Group and Cornell researchers and Cooperative Extension.

The training sessions acquainted Extension agents with background and objectives of the study, the process of developing the sample and the survey and the basic concepts and definitions used in the questionnaire. The highlights of the training session were 1) the practice sessions in which the participants entered some difficult example situations on sample questionnaires, and 2) discussions concerning alternative contacts and approaches that might be used with different levels of government.

III. ANALYSIS OF SURVEY RESPONSES

This chapter contains three sections. Each section focuses upon a distinct issue or question concerning the local service delivery structure in New York State. The first section (A) will present detailed results concerning the extent to which counties, cities, towns, and villages differ in the extent of services provided. These results contrast differences within a municipal type (i.e. among counties or among cities), and differences across municipal type (i.e. comparing the service levels of counties, cities, towns, and villages).

The second section of the chapter (B) contains a summary analysis across 18 of the 19 service areas (portions of the analysis, involving the use of an index, could only be completed for 18 service areas). This section addresses the same questions that were covered in section A. While section A looks at each of the 19 service areas separately, section B looks at the overall pattern of within and between class service provision across the 18 service areas.

The third section of the chapter (C) contains analysis concerning the existence of a "basic core" of services which are uniformly available. The existence of such a core is evaluated for each local government type (counties, cities, towns, and villages). Common to sections A and B of this chapter is a set of 19 service areas. These service areas follow the general structure of service area categories built into the questionnaire with some modifications for comparability of questions and future linkage with expenditure information. In sections A and B, the specific services incorporated in each of the service areas will be listed to enhance clarity.

The fourth section of the chapter (D) presents survey results concerning services provided by school districts. This presentation includes a discussion of apparent areas of service integration and substitution with general purpose local governments (counties, cities, towns, and villages).

A. SERVICE DIFFERENCES WITHIN AND BETWEEN MUNICIPAL TYPES: SERVICE BY SERVICE ANALYSIS

The per capita aid portion of state revenue sharing, by emphasizing municipal type (counties, cities, towns, and villages), assumes that there is a high degree of similarity in the services provided within a municipal class or type. It also assumes that the four municipal types vary substantially in the services they provide (i.e. cities, counties, towns, and villages differ from one another).

The services survey responses offer an opportunity to look at these two important assumptions about differences in the services provided by counties, cities, towns, and villages in New York State. We can restate these assumptions as questions for investigation. First, are the levels of services provided by one county, city, village, or town virtually identical to those provided in any other county, city,

village or town, respectively? Second, do counties, cities, towns, and villages as separate classes provide substantially different levels of services? Evidence about these two questions will be presented for each of the 19 major services areas and then summarized across the 19 areas (summary in section B).

The presentation of results for each of the 19 service areas is broken into five parts. First, there is a table which lists the services from the survey along with the percentage of jurisdictions having that service. The table has four sections, one for each type of local government (counties, cities, towns, and villages). The services are listed in descending order by the percentage of jurisdictions in the sample having the service.

Second, there is a table which presents comparative descriptive statistics for a service index. The service index was, in each case, calculated from the items in the previous table of services. This table presents results for each type of local government (counties, cities, towns, and villages) and will provide one basis for evaluating service provision differences, both within and between the groups.

Third, there is a table which presents general regression results for the service index. These results focus upon differences between municipal types while controlling for differences in four other important factors. Interpretation of this table emphasizes the general nature of the model and the importance of the four control factors in explaining differences in the service index.

Fourth, there is a table which presents specific regression results on the existence of statistically significant differences between municipal types in the level of service provided. Fifth, there is a written summary of all the results presented for the service area. Each of these five parts will be discussed in more detail below.

1. Listing of Service Questions by Municipal Type

The listing of survey service questions by municipal type is included to provide a clearer sense of the types of services underlying each index and the frequency of their provision within the sample. Questions or services which appeared on the survey but were not included in the calculation of indices are excluded from the frequency lists.

2. Service Index Descriptive Statistics by Municipality

To facilitate within class and between municipal class comparisons, we attempted to reduce the variety of activities provided within a service category to an index number. For further detail on the construction of these indices, see Appendix A.

Service indices were constructed for 18 of the 19 service areas. For the one service area, Other Utilities (14), the number of service items was too small to calculate an index. A composite index, combining the index numbers from the eighteen service area indices, was not computed. Computing a composite index presents several problems.

First, it assumes a satisfactory scheme for weighting the service area indices. Designing such a weighting scheme raises questions about what criteria to use for comparing the value or importance of different service areas. Second, creation of a single overall index would tend to mask and divert focus away from the pattern of variation in service provision across service types.

For each service area, a table is presented which shows the amount of variation within each municipal type for that index. The table displays a group of standard descriptive statistics, including:

N	the number of jurisdictions in the survey sample
MEAN	the average index score for the sample
MEDIAN	the value of the index for which 50% of the sample has a lower value
STDEV	the sample standard deviation which reflects the spread of the index values about the MEAN
MAX	the largest value of the index which was reported in the sample
MIN	the smallest value of the index which was reported in the sample
Q3	the value of the index for which 75% of the sample will have smaller values
Q1	the value of the index for which 25% of the sample has smaller values
COEF OF VARIATION	the coefficient of variation expresses the standard deviation as a percentage of the mean. This measure is useful in comparing the relative variation in several groups or samples.
INDEX MAX	the highest value possible on the index

These descriptive measures of each of the 18 service indices will be used to explore the amount of variability within each municipal type in the level of service provided. It should be noted that in some cases where the surveys differ substantially, the standard descriptive statistics used to describe the variability of index scores within municipal class, especially for towns and villages, could provide an underestimate of within class variation. Similarly the truncation may tend to overstate the differences between classes of governments. (See Appendix A for further detail on this issue).

As we proceed through the analysis of the indices for the 19 categories of services, the authors will warn the reader of instances where differences in the kinds of activities provided and/or differences in

the questionnaire design need to be kept in mind as we make comparisons across municipal class.

3. General Regression Results

A regression framework was adopted to further explore differences between cities, towns, villages, and counties in the level of services provided. By using the service indices in a regression analysis, one can simultaneously assess the differences in service level which is associated with our four control criteria (density, income per household, full value of assessed real property per household, and state and federal aid per household) and type of government. By simply cross-tabulating the service indices with the individual control variables, we would have a far more difficult time saying anything about the relative importance of density, income, property wealth, state and federal aid, and type of government in explaining or accounting for differences in service level as represented by the service indices. By combining all four controls in a single framework with type of government, we are able to assess their comparative importance in influencing service level.

This does not imply that the regression framework employed constitutes a full blown attempt to model differences in service levels. Rather it is a convenient way of comparing the relative importance of the four control variables in relation to municipal type. This will help us to say something of substance about the issue of whether municipal type is really a key distinguisher of services provided or whether it is less important than the four control items (exogenous service conditions) selected for inclusion in the analysis. Exogenous service conditions are service conditions that a given municipality has to take as given or unalterable.

Three of the four control criteria (density, income, property wealth) were selected through consultation with the Commission's working group. These criteria were suggested as important features which would effect the level of service provided by a particular local government unit. These three criteria were used in selecting the ten indepth counties and in assessing the balance of our sample responses (see Chapter II). All three are exogenous service conditions which effect either service demand, service cost or the financial capacity to support public services.

Although similar in some respects, average income per household and average full value of real property per household capture something different in the local finance picture. Perhaps most importantly, average income per household captures variation in the ability of households to pay for local services, while full value of real property per houshold captures important variation in other tax paying sectors (commercial and industrial property, non-resident seasonal homeowners, and state forest preserve payments). This distinction is helpful in understanding some of the difference in the two measures.

The fourth control criteria, state and federal aid per household, was added by the Cornell work group. Variation in state and federal aid

to local government may be an important determinant of variation in the level of service provided by local governments.

Standard statistical criteria will be used to evaluate the regression analysis results. In each case (for all 18 service areas), the service index is the dependent variable regressed upon the following list of 7 independent variables:

DENSITY - the number of people per square mile (in thousands)*

INCOME - The average income per household (in thousands)*

PROPERTY - The average full value of taxable assessed property per household (in thousands)*

CITY - A dummy variable which equals one if the observation is a city and zero otherwise.

TOWN - A dummy variable which equals one if the observation is a town and zero otherwise.

VILLAGE - A dummy variable which equals one if the observation is a village and zero otherwise.

AIDHS - The total dollar amount of state and federal aid per household which was received by the municipality in 1984 (in thousands)*

* Sources:

1) Number of households and total income figures were drawn from 1980 census tape files.

2) Total population figures (reprinted from 1980 census sources), number of square miles, taxable assessed value of property and equalization rate figures were taken from the 1982 Special Report on Municipal Affairs, compiled and published by the New York State Comptroller's Bureau of Municipal Research.

3) The total dollar amount of state and federal aid was taken from the 1984 version of the Local Government Data Base Summary tape, provided by New York State Comptroller's Bureau of Municipal Research and Statistics.

4. Significant Differences Between Municipal Types

The last table for each service is a two-way table of t-statistics used to determine whether or not there are significant differences between municipal classes in the level of services they provide. A statistic of greater than +1.96 (-1.96) indicates that the local government type noted in the row heading provides a significantly higher (lower) level of services than the local government type noted in the column head (with a 97.5% level of confidence). A value smaller than

±1.96 indicates that there is no significant difference between the two municipal types in the level of services provided. These determinations of significance are for the municipal classes or types taken as a whole (on average). A significant t-statistic does not indicate that every member of one class of government has a level of service which is larger (or smaller) than every member of the municipal group under comparison. Stated another way, even though towns on average provide a higher level of service than villages (for a given service), and the t-statistic indicates that the difference between the two is significant, some villages may provide a higher level of service than some towns. This point will be important in interpreting the results which follow.

5. Summary of Results for Each Index

A brief summary will follow the presentation of tabular results for each service area. The summary will discuss the presence or absence of variation in service level within each municipal type and the presence or absence of clear differences in levels of service provided by different municipal types.

1. LAW ENFORCEMENT SERVICES

Table 1.1
Listing of Law Enforcement Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Jail	96
Civil law enforcement (subpoenas, garnishments, etc.)	96
Traffic law enforcement (patrol and accident investigation	92
Probation	92
Criminal law enforcement	88
Support services to other local governments communications center	84
Program and alternatives to incarceration	80
Jail counseling services	80
Support services to other local gov'ts.: information sys.	64
Juvenile counseling services	64
Juvenile detention home	60
Support service to other local govts: training facilities	48
Prisoner's release counseling	44
Support services to other local govts: laboratory service	32
Penitentiary	8
Meter maid	0
Penitentiary industries	0
Jail industries	0
CITY SERVICES	
Radio dispatch full-time	100
Patrol service full-time (car)	100
Telephone answering service full-time	95
Office open to public full-time (24 hours per day, every day)	91
Lockup	91
Community outreach to schools	73
Neighborhood watch units	64
Computerized information systems	64
Regularly scheduled foot patrols in high density areas	64
Meter maid service	59
Specialized police services (for example, laboratory analysis or full-time, controlled substance investigators--not communications or records)	55
Training facilities	55
Park police	45
Trained dogs for police work	27
Laboratory services	19
Probation officer	9

Table 1.1 Cont.

Office open to public less than full-time	9
Telephone answering service less than full-time	5
Community detention home	0
Juvenile detention home	0
Radio dispatch less than full-time	0
Patrol service less than full-time (car)	0

TOWN SERVICES

Constable Services	59
Telephone answering service full-time	17
Patrol service less than full-time	14
Radio dispatch full-time	13
Office open to public full-time (24 hours per day, every day)	11
Patrol service full-time	11
Office open to public less than full-time	10
Officer friendly program (visitation to schools)	9
Specialized police services (such as homicide and control)	8
Radio dispatch less than full-time	7
Probation officer	7
Park police	4
Telephone answering service less than full-time	3

VILLAGE SERVICES

Telephone answering service full-time	52
Radio dispatch full-time	40
Office open to public less than full-time	36
Patrol service less than full-time (car)	36
Patrol service full-time (car)	28
Office open to public full-time (24 hours per day, every day)	26
Community outreach to schools	25
Constable services	22
Lockup	22
Regularly scheduled foot patrols in high density areas	18
Radio dispatch less than full-time	17
Telephone answering service less than full-time	16
Trained dogs for police work	10
Probation officer	10
Specialized police services (for example, laboratory analysis or full-time, controlled substance investigators --not communications or records)	9
Juvenile detention home	7
Meter maid service	7
Park police	6
Community detention home	5
Neighborhood watch units	4

Table 1.2
Law Enforcement Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	10.3	10.2	1.6	3.4	3.8
MEDIAN	11.0	10.0	1.0	3.0	2.0
STDEV	2.8	2.8	1.8	3.1	4.1
MAX	15.0	15.0	8.0	14.0	15.0
MIN	4.0	3.5	0.0	0.0	0.0
Q3	12.0	12.3	2.0	5.4	6
Q1	8.5	8.8	1.0	1.0	1
COEF. OF VARIATION	26.8%	27.7%	114.8%	90.7%	107.4%
INDEX MAX	18	18	9	16	33*

The average (MEAN) level of law enforcement services provided by counties and cities are well above the average for villages and towns. While the average level is much higher for counties and cities, the differences in the maximum level observed (MAX) are much smaller. As a result, some towns and villages provide a higher level of law enforcement services than some counties and cities. While all four types of government exhibit variability expressed as a percentage of the mean (COEF. OF VARIATION) in the level of law enforcement services provided, the variability of towns and villages is much higher than that of counties and cities.

* The survey schedules for Law Enforcement Services differ substantially, particularly between counties and the remaining three local government types and between towns as opposed to cities and villages.

Table 1.3
Regression Results for the Law Enforcement Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	7.5866	0.7531	10.07
DENSITY	0.3963	0.1121	3.53
INCOME	0.12086	0.02795	4.32
PROPERTY	0.006395	0.003575	1.79
CITY	-1.6836	0.8229	-2.05
TOWN	-8.7067	0.5430	-16.04
VILLAGE	-7.5203	0.5658	-13.29
AIDHS	-0.1898	0.4900	-0.39

S = 2.267

R-SQUARED = 70.0 PERCENT
R-SQUARED = 69.1 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	2796.13	399.45
RESIDUAL	233	1197.59	5.14
TOTAL	240	3993.72	

The R-SQUARED value is large, indicating that approximately 70% of the variation in law enforcement services was explained by the four control variables and municipal type. The relationships between the various municipal types will be discussed with the table below. Of the four control variables, both DENSITY and INCOME are significant variables in the equation. Hence, those local governments with higher densities and higher incomes, on average will have higher levels of law enforcement services. Both PROPERTY and AIDHS were insignificant in explaining variation in the level of law enforcement services provided.

Table 1.4
T-Statistics for Determining Significant Differences
in the Level of Health Services Provided by Different
Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-2.05	---	
TOWN	-16.04	-9.12	---
VILLAGE	-13.29	-8.66	3.07

The t-statistics above indicate that each of the four local government types is significantly different from each of the other three types in the level of law enforcement services that they provide. Specifically, counties provide a higher level of services than cities, which provide a higher level of services than villages, which provide a higher level of services than towns.

Summary Results for Law Enforcement Services

Table 1.4 indicates that all four classes of local government differ significantly from one another in the level of law enforcement services provided. This does not mean that every county is greater than every city, is greater that every village, is greater than every town, in the level of law enforcement services provided. Table 1.2 indicates that for law enforcement services, there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though counties and cities provide higher levels of law enforcement services on average, some towns and villages provide a higher level of law enforcement services than do some counties and cities.

2. FIRE PREVENTION AND CONTROL SERVICES

Table 2.1
Listing of Fire Prevention and Control Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Arson investigation	92
County-wide fire communications office	84
Full-time disaster coordinator	84
Cause-and-origin support to local fire chief	80
Part-time fire coordinator	56
A county fire training facility (not a community college)	52
County funded training for fire fighters (in addition to that funded by the state office of fire prevention & control)	48
Full-time fire coordinator	44
Is your county government responsible for enforcement of the uniform fire prevention and building code in any of the cities, towns and villages within the county?	24
Part-time disaster coordinator	16
Part-time disaster coordinator	16

CITY SERVICES	
Central fire dispatching	95
Active inservice inspection for public structures	91
Monitor automatic detection systems for pub. structures	91
Administration of uniform fire prev. & building code	87
Mostly paid fire department	86
Monitor automatic detection systems for commer. & indust.	86
Active in service inspection for commercial & indust.	86
Access to central fire training facility	78
Emergency medical services	73
Active in service inspection for residential	73
Monitor automatic detection systems for residential	64
Own fire training facility	45
Active inservice inspection for other structures	27
Mostly volunteer fire department	14

Table 2.1 cont.

TOWN SERVICES	Percent Yes
Administration of uniform fire protection & building code	82
Mostly volunteer fire department	80
Access to fire training facility	60
Active for inservice inspections for public structures	35
Active for inservice inspections for commercial & indust.	35
Central town fire dispatching	33
Active inservice inspections for residential	26
Monitor automatic detection systems for public structures	10
Monitor automatic detection systems for commercial and industrial properties	10
Central town fire training facility	9
Monitor automatic detection systems for residential	7
Active for inservice inspections for other structures	6
Mostly paid fire department	2
Are there any areas of your town not covered by a fire district or fire protection district?	2
If yes, check your best estimate of the percentage of non-abandoned residential, farm and business buildings in your town that are in areas not covered by a district	
0-33%	9
33-67%	0
over 67%	1

VILLAGE SERVICES	
Mostly volunteer fire department	97
Administration of uniform fire prevention & building code	79
Active in service inspection for public structures	64
Central fire dispatching	57
Access to central fire training facility	57
Active in service inspection for commercial & industrial	57
Active in service inspection for residential	48
Monitor automatic detection systems for public structures	36
Monitor automatic detection sys. for commercial & indus.	29
Monitor automatic detection systems for residential	17
Own fire training facility	11
Active inservice inspections for other structures	10
Mostly paid fire department	4

Table 2.2
Fire Prevention and Control Index:
Comparative Descriptive Statistics for Counties, Cities,
Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	5.4	8.9	3.9	5.6	5.0
MEDIAN	5.5	9.0	3.0	6.0	5.0
STDEV	1.3	1.9	2.6	2.7	2.8
MAX	7.0	11.0	11.0	11.0	11.0
MIN	2.5	4.0	0.0	0.0	0.0
Q3	6.5	10.3	6.0	8.0	7
Q1	4.3	7.8	2.0	3.3	3
COEF. OF VARIATION	24.4%	21.0%	65.8%	48.0%	56.7%
INDEX MAX	8	11	12	11	17*

Cities provide the highest average level of fire prevention and control services (MEAN=8.9), followed by villages, counties, and towns, respectively. The highest maximum value observed was 11 for cities, towns, and villages, and 8 for counties. The highest minimum value observed was for cities followed by counties, towns, and villages. Hence, while cities have the highest average level of fire prevention and control services, some counties, towns, and villages provide a higher level of fire prevention and control services than do some cities. The variation expressed as a percent of the mean (COEF. OF VARIATION) is highest for towns, followed by villages, counties, and cities, respectively.

* The survey schedules for Fire Prevention and Control Services differ substantially, particulary for counties and towns.

Table 2.3
Regression Results for the Fire Prevention and Control Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	4.8610	0.8149	5.96
DENSITY	0.1093	0.1214	0.90
INCOME	0.02049	0.03025	0.68
PROPERTY	0.004304	0.003869	1.11
CITY	3.0010	0.8904	3.37
TOWN	-1.5981	0.5875	-2.72
VILLAGE	-0.0771	0.6123	-0.13
AIDHS	-0.1101	0.5302	-0.21

S = 2.453

R-SQUARED = 27.1 PERCENT
R-SQUARED = 24.9 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	522.252	74.607
RESIDUAL	233	1402.232	6.018
TOTAL	240	1924.483	

Approximately one fourth of the variation in fire prevention and control services was explained by the four control variables and municipal type (R-SQUARED=24.9%). None of the four background or control variables (DENSITY, INCOME, PROPERTY, and AIDHS) were significant in helping to explain variation in fire prevention and control services.

Table 2.4
T-Statistics for Determining Significant Differences in the Level of Fire Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	3.37	---	
TOWN	-2.72	-5.52	---
VILLAGE	-0.13	-4.22	3.64

There is no significant difference between the level of fire prevention and control services provided by counties and villages. Cities provide a significantly higher level of services than counties, which provide a significantly higher level of services than towns. Villages provide a significantly higher level of services than towns.

Summary of Results for Fire Prevention and Control Services

Table 2.4 indicates that some types of local government provide significantly higher levels of fire prevention and control services than other local government types. These results do not mean that every city is greater than every county which is greater than every town in the level of fire prevention and control services provided. Table 2.2 indicates that there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local governments. Thus, even though cities provide the highest level of fire prevention and control services on average, some counties, towns, and villages provide a higher level of fire prevention and control services than some cities provide.

3. ANIMAL CONTROL SERVICES

Table 3.1
Listing of Animal Control Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Enforce state dog laws	44
Animal shelter (dogs)	40
Enforce local dog laws	36
Emergency pickup of injured animals	32
Investigation of cruelty to animals	32
Animal shelter (others)	20
Clearing house for lost and found pets	16
Identification of owner of loose farm animals	16
Education for humane treatment of animals	12
Spaying and neutering	8
Dog obedience instruction	8
CITY SERVICES	
Enforce local dog laws	95
Enforce state dog laws	91
Animal shelter (dogs)	87
Emergency pickup of injured animals	77
Investigation of cruelty to animals	64
Clearing house for lost and found pets	55
Animal shelter (others)	50
Education for humane treatment of animals	18
Identification of owner of loose farm animals	18
Spaying and neutering	9
Dog obedience instruction	0
TOWN SERVICES	
Enforce state dog laws	83
Enforce local dog laws	79
Animal shelter (dogs)	77
Emergency pickup of injured animals	57
Investigation of cruelty to animals	56
Clearing house for lost and found pets	34
Identification of owner of loose farm animals	27
Animal shelter (others)	11
Education for humane treatment of animals	7
Spaying and neutering	7
Dog obedience instruction	4

Table 3.1 cont.

VILLAGE SERVICES	Percent Yes
Enforce local dog laws	69
Emergency pickup of injured animals	46
Enforce state dog laws	46
Service on: investigation of cruelty to animals	41
Animal shelter (dogs)	32
Identification of owner of loose farm animals	21
Clearing house for lost and found pets	16
Animal shelter (others)	15
Dog obedience instruction	2
Spaying and neutering	1
Education for humane treatment of animals	0

Table 3.2
Animal Control Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	2.9	5.6	4.4	2.9	3.7
MEDIAN	1.0	6.0	5.0	3.0	4.0
STDEV	3.4	2.1	2.2	2.5	2.6
MAX	10.0	10.0	10.0	8.0	10.0
MIN	0.0	2.0	0.0	0.0	0.0
Q3	5.5	7.0	6.0	4.8	6.0
Q1	0.0	4.0	3.0	1.0	1.0
COEF. OF VARIATION	118.4%	36.5%	49.4%	85.2%	69.9%
INDEX MAX	11	11	11	11	11

Cities followed by towns provide higher average levels of animal control services than counties and villages. The maximum level of services provided (MAX) is the same for counties, cities, and towns. The village maximum is slightly lower. Hence, even though towns and cities provide a higher average level of animal control services, some counties and villages provide a higher level of services than some cities and towns. The variation as a percent of the mean is higher for counties and villages than for towns and cities (see COEF. OF VARIATION).

Table 3.3
Regression Results for the Animal Control Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	1.9462	0.7950	2.45
DENSITY	0.2209	0.1184	1.87
INCOME	0.05726	0.02951	1.94
PROPERTY	-0.002705	0.003774	-0.72
CITY	1.8063	0.8686	2.08
TOWN	1.5513	0.5731	2.71
VILLAGE	-0.3980	0.5973	-0.67
AIDHS	-0.2496	0.5172	-0.48

S = 2.393

R-SQUARED = 15.6 PERCENT
R-SQUARED = 13.0 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	245.990	35.141
RESIDUAL	233	1334.350	5.727
TOTAL	240	1580.340	

A small proportion of the variation in the animal control index was explained by the four control variables and municipal type (R-SQUARED=13.0). The control variables, DENSITY, INCOME, PROPERTY and AIDHS were all insignificant in explaining this variation.

Table 3.4
T-Statistics for Determining Significant Differences in the Level of Animal Control Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	2.08	---	
TOWN	2.71	-0.31	---
VILLAGE	-0.67	-3.1	-4.78

The results in Table 3.3 indicate that both towns and cities are significantly higher than counties in the level of animal control services provided. Villages are not significantly different than counties. Towns are not significantly different from cities, but cities do provide a level of services which is significantly higher than villages provide. Towns are significantly higher than villages in the level of animal control services provided. Towns and cities are grouped together at a higher level of services, and counties and villages are grouped together at a lower level of service. When we go outside the two pairs, there are significant differences, but within pairs there are no significant differences.

Summary of Results for Animal Control Services

Table 3.4 indicates that towns and cities provide a significantly higher level of animal control services than counties and villages provide. This does not mean that every town or city is greater than every county or village in the level of animal control services provided. Table 3.2 indicates that there is substantial variation within each local government type in the level of animal control services provided. Thus, even though towns and cities provide a higher level of animal control services on average, some counties and villages provide a level of services higher than that provided by some cities and towns.

4. HEALTH AND MENTAL HEALTH SERVICES

Table 4.1
Listing of Health and Mental Health Services
by Local Government Type by Percent of Yes Responses
(in descending order)

COUNTY SERVICES	Percent Yes
Health	
Home health aide care	100
Skilled nursing care (giving injections, etc.)	100
Physical therapy	96
Assist parents in arranging for medical care from New York State's physically handicapped childrens program?	96
Home visits to women after the delivery of their infants? (high risk)	96
Medication for the treatment of these diseases?	96
Home visits to families with low birth weight babies for at least 6 months	92
Conduct home visits to pregnant women (high risk)	92
Immunization of children (mumps, rubella, measles, polio)	92
Influenza immuniz. for high risk individuals (elderly)?	88
Community screenings for hypertension?	84
Well child clinics available to low income or other eligible residents	84
Laboratory services for diagnosis of gonorrhea, syphilis, and tuberculosis?	84
Visit to home bound for immunization?	80
Referral and regular follow-up for hypertension victims to insure long term treatment?	76
Speech therapy	76
Rabies control program?	76
Work with schools to screen well school children for immunization to provide greater coverage?	72
Family planning services	72
Well child clinics available to all county residents	68
Occupational rehabilitation therapy	64
Other programs for physically handicapped	60
Cervical pathology diagnosis/PAP smear	60
Immunization for diseases not required by state law?	60
Inspect all food service establishments annually to ensure safe, clean and wholesome food preparation	60
An active program to provide assistance and testing of private wells as problems are identified by residents and confirmed by department staff?	60
Public nursing home	56
Provide assistance in collection and submission of water samples for bacteriological testing to public:	
municipal systems of 1000 people or less?	56
non-community systems of 1000 or less?	56
trailer parks and other community systems?	56

Table 4.1 cont.

	Percent Yes
Workplace screening program for hypertension?	52
Report of well child clinic visit sent to fam. physician	52
Conduct expectant parent classes targeted to teen and young adult expectant parents	52
Conduct classes for expectant parents on self care, nutrition, labor and delivery, etc.	52
Do you provide referral for environmental testing?	52
Private well and septic permits issued for residents?	52
County coroner	52
County health department?	52
Do you have a channelling project for long term care, i.e., that gets the long term care patient the services he or she needs with emphasis on facilitating home care?	48
Have you in place the Lombardi nursing-home-without-walls program	44
Do you provide hazardous substance air quality testing (detection of formaldehyde and carbon monoxide)?	40
Collect and maintain vital statistics?	40
Monitor waterways for chemical or biological standards?	40
Preventive dental health program for children (dental health education, cleaning and topical fluoride)?	36
Rodent control program?	36
Provide education programs for food handlers and food service managers	36
Annual water system inspections of all identified systems serving non-community facilities	36
Collect vital statistics for more than 90% of the county?	36
Health planning agency	32
Laboratory	32
Health care center	32
Provide dental educational projects and materials in cooperation with schools for classroom use by teachers?	32
Monitor the collection & disposal of septage tank sludge?	32
Office of medical examiner	28
Orthopedic clinics or service for county residents	24
Test spa pools (hot tubs) for bacteriological contamination upon request?	24
Medical assistance clinic	20
Annual water system inspections of major systems non-community facilities	20
Rape crisis center	16
Private well and septic inspection for residents?	16
Ambulance service	12
General hospital	12
Hemo-dialysis program	12
Do you provide extensive testing services ? (hazardous substance of air quality)	12
Hospital for chronically ill	8
Annual water system inspections of all identified public & private community systems	8

Table 4.1 cont.	Percent Yes
Hospital inspections	4
Pulmonary hospital	0
Annual water system inspections of major public and private community systems	0
Private well and septic certification for residents?	0

COUNTY SERVICES

Mental Health

Clinic services	96
Special childrens services pre-school	92
Workshop services for mentally retarded and/or handicapped	88
Forensic services to jails	88
Continuing treatment (day services)	80
Sexual abuse counseling to perpetrators	76
Do you have an agency, committee, council, or other arrangement, that is specifically charged with fostering cooperation and coordination between mental health activities and social service activities?	76
Special childrens services - special education	72
Emergency room counseling services	64
Workshop services	64
Summer camp for developmentally disabled children	60
Suicide prevention - outreach to schools	60
Suicide prevention - telephone hotline	60
Leisure activities for the developmentally disabled	52
Peer support groups for family members	52
Special childrens services - specialty clinic	48
Does your mental health program include an acute "in-patient" facility that provides evaluation and services for a full range of symptoms?	48
Do you meet weekly with other social service providers to discuss specific cases or programmatic topics?	40
Emergency shelter	36

Table 4.1 cont.

CITY SERVICES	Percent Yes
Health	
Collect and maintain vital statistics?	77
Emergency medical services - advanced EMS	41
Ambulance service	36
Emergency medical services - basic EMS	18
General hospital	18
Emergency medical services - first responder	18
Conduct classes for expectant parents on self care, nutrition, labor and delivery, etc.	14
Preventive dental health program for children (dental health education, cleaning and topical fluoride)?	14
Skilled nursing care	14
Emergency medical services - intermediate EMS	14
Laboratory	9
Public nursing home	5
Medical assistance clinic	5
Home health aid care	5
Health care center	0
Rape crisis center	0
Pulmonary hospital	0
TOWN SERVICES	
Health	
Maintain and record vital statistics?	87
Ambulance	45
Does your town have a health officer to help enforce the sanitary code?	30
Nurse or public health nurse	13
Home health aid care	9
Member of consolidated health district	8
Medical center	6
Home skilled nursing care	6
Town health center	6
Town physician	3
Joint hospital	3
General hospital	2
Town dental services or clinic	2
Preventive dental health program for children (dental health education, cleaning and topical fluoride)?	2
Emergency medical services (check highest level provided):	
First responder	6
Basic emergency medical	19
Intermediate emergency medical	10
Advanced emergency medical	19

Table 4.1 cont.

VILLAGE SERVICES	Percent Yes
Health	
Collect and maintain vital statistics?	57
Ambulance service	43
Conduct classes for expectant parents on self care, nutrition, labor and delivery, etc.	3
Skilled nursing care	3
Health care center	3
Public nursing home	3
Preventive dental health program for children (dental health education, cleaning and topical fluoride)?	1
Home health aid care	1
Medical assistance clinic	1
General hospital	1
Pulmonary hospital	1
Laboratory	1
Rape crisis center	0
Emergency medical services (check highest level provided):	
First responder	6
Basic emergency medical	22
Intermediate emergency medical	14
Advanced emergency medical	29

Table 4.2
Health and Mental Health Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	48.0	2.3	2.6	1.5	6.9
MEDIAN	44.5	2.0	2.3	1.5	2.0
STDEV	14.6	1.7	1.6	1.0	14.8
MAX	69.0	6.3	10.0	5.0	69.0
MIN	22.0	0.0	0.0	0.0	0.0
Q3	62.0	3.1	3.0	2.0	3.3
Q1	37.5	1.0	1.5	1.0	1.0
COEF. OF VARIATION	30.4%	71.4%	63.8%	69.6%	213.9%
INDEX MAX	89	15	14	14	89*

Counties dominate in the provision of health and mental health services. This dominance is reflected in the maximum index value possible (MAX) and in the range of values observed. The minimum value of the index for counties is 12 units higher than the maximum value for cities, towns, or villages. The maximum value for counties is almost 7 times greater than the maximum value for cities, towns, and villages. Thus, all the reported index scores for towns, villages, and cities lie below the range of index scores reported for counties. Values for the coefficient of variation indicate that cities, towns, and villages have substantially higher variation within their group than counties do.

* The survey schedules for Health and Mental Health Services differ substantially, particularly for counties.

Table 4.3
Presentation of Regression Results for the Health and Mental Health Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	46.034	1.613	28.53
DENSITY	0.2009	0.2403	0.84
INCOME	0.05279	0.05989	0.88
PROPERTY	0.000982	0.007660	0.13
CITY	-46.540	1.763	-26.40
TOWN	-44.767	1.163	-38.48
VILLAGE	-46.358	1.212	-38.24
AIDHS	1.502	1.050	1.43

S = 4.857

R-SQUARED = 89.6 PERCENT
R-SQUARED = 89.3 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	47228.5	6746.9
RESIDUAL	233	5496.8	23.6
TOTAL	240	52725.3	

The results above indicate that neither INCOME, DENSITY, PROPERTY or AIDHS have a significant relationship with the level of health services provided. The amount of variation explained is relatively high (R-SQUARED=89.6 %), but this is largely attributable to the large gap between the level of services provided by counties and the other three government types (cities, towns, and villages).

Table 4.4
T-Statistics for Determining Significant Differences
in the Level of Health and Mental Health Services
Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	----		
CITY	-26.4		
TOWN	-38.48	1.07	
VILLAGE	-38.24	0.13	-1.92

The t-statistics above indicate that counties provide a significantly higher level of health services than cities, towns, and villages. There are, however, no significant differences between the levels of health services provided by cities, towns, and villages.

Summary of Results for Health Services

Table 4.4 indicates that counties provide a level of health services which is significantly higher than that provided by cities, towns, and villages. Table 4.2 confirms that all counties provide a level of services which is higher than that provided by cities, towns, and villages. Table 4.2 indicates that there is substantial variation within each local government type in the level of health and mental health services provided.

5. SUBSTANCE ABUSE SERVICES

Table 5.1
Listing of Substance Abuse Services by Local Government Type
by Percent of Yes Responses
(in descending order)

COUNTY SERVICES	Percent Yes
Educational services: presentations to community groups	92
Educational services - information	92
Clinic	92
Outpatient services - counseling	92
Counseling	88
Educational services: teaching modules for public school teachers	40
Rehabilitation program	36
Residential facility	24
CITY SERVICES	
Outpatient services - counseling	18
Counseling	14
Do you have a drug abuse prevention council?	9
Educational services: information	9
Educational services: presentations to community groups	9
Rehabilitation program	5
Residential facility	5
Educational services: teaching modules for public school teachers	5
Clinic	0
Do you have a drug authority (cities > 50,000)?	0
TOWN SERVICES	
Educational services: information	8
Counseling	8
Do you have a drug abuse prevention council?	8
Educational services: presentations to community groups	6
Outpatient services - counseling	5
Clinic	3
Rehabilitation program	3
Educational services: teaching modules for public school	3
Residential facility	1

Table 5.1 cont.

VILLAGE SERVICES	Percent Yes
Counseling	7
Educational services: information	7
Educational services: presentations to community groups	4
Do you have a drug abuse prevention council?	1
Residential facility	1
Outpatient services - counseling	1
Rehabilitation program	1
Clinic	1
Educational services: teaching modules for public school	1

Table 5.2
Substance Abuse Services Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	5.6	0.7	0.5	0.3	1.0
MEDIAN	6.0	0.0	0.0	0.0	0.0
STDEV	1.7	1.7	1.5	0.9	2.1
MAX	8.0	6.0	7.0	5.0	8.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	6.5	0.3	0.0	0.0	0
Q1	5.0	0.0	0.0	0.0	0
COEF. OF VARIATION	30.4%	232.9%	319.6%	348.1%	218.9%
INDEX MAX	8	10	9	9	9

Counties as a class of local government appear to dominate the provision of substance abuse services. The average index for counties is over 5, while the three other local government types have average index values below 1. The maximum observed values indicate that some cities, towns and villages provide relatively high levels of services, even though the average for the class as a whole is relatively low. Hence, some cities, towns, and villages provide a level of substance abuse services which are higher than the level provided by some counties. The coefficient of variation indicates that counties have a smaller level of variation across all counties in the sample than do cities, towns, and villages.

Table 5.3
Regression Results for the Substance Abuse Services Index

COLUMN	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	4.9001	0.4574	10.71
DENSITY	0.11301	0.06811	1.66
INCOME	0.02774	0.01698	1.63
PROPERTY	-0.000518	0.002171	-0.24
CITY	-5.3109	0.4997	-10.63
TOWN	-4.9684	0.3297	-15.07
VILLAGE	-5.4089	0.3436	-15.74
AIDHS	0.1817	0.2976	0.61

S = 1.377

R-SQUARED = 57.8 PERCENT
R-SQUARED = 56.6 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	605.918	86.560
RESIDUAL	233	441.667	1.896
TOTAL	240	1047.585	

Over half of the variation in the substance abuse services index was explained by the four control variables and local government type. None of the four control variables (DENSITY, INCOME, PROPERTY, or AIDHS) were significant in helping to account for this variation.

Table 5.4
T-Statistics for Determining Significant Differences in the Level of Substance Abuse Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-10.63	---	
TOWN	-15.07	0.73	---
VILLAGE	-15.74	-0.24	-1.88

Counties as a class provide a level of substance abuse services which is significantly higher than the level provided by cities, towns, and villages. Among cities, towns, and villages there are no significant differences in the level of services provided.

Summary of Results for Substance Abuse Services

Table 5.4 indicates that counties provide a level of substance abuse services which is substantially higher than the level of services provided by cities, towns, and villages. This does not mean that every county provides a higher level of substance abuse services than every city, town, and village. Table 5.2 indicates that there is substantial variation within each local government type, and overlap across the four types of local government. Thus, even though counties provide the highest level of substance abuse services on average, some cities, towns, and villages provide a higher level of substance abuse services than some counties provide.

6. SOCIAL SERVICES

Table 6.1
Listing of Social Services by Local Government Type
by Percent of Yes Responses
(in descending order)

COUNTY SERVICES	Percent Yes
Burials	100
Protective services for children	100
Protective services for adults	100
Foster care services for children	100
Medical assistance (MA)	100
Food stamps	100
Emergency aid for adults	100
Home relief	100
Preventive services for children	96
Adoption	96
Aid to dependent children	96
Juvenile delinquent care	92
Information and referral services	92
Homemaker services	92
Home energy assistance	92
Day care services for children	88
Housekeeper/chore services	84
Preventive services for adults	80
Services for victims of domestic violence	76
Home management services	76
WIC nutrition program	76
State training school	72
Unmarried parents services	72
SSI	72
Foster care services for adults	60
Adults in private institutions	56
Food assistance (non-elderly)- commodity distribution	52
ENAP nutrition program - EFNEP	52
Food assistance (non-elderly) - home delivered meals	36
Infirmary	36
Public facility for children	28
Food assistance (nonelderly) congregate meals	24
Foster grandparents program	20
Public home	16
Visiting Friend's program	12
Hospital care (other than MA)	8
Public farm	0

Table 6.1 cont.

CITY SERVICES	Percent Yes
Information and referral services	27
Food assistance (non-elderly) - home delivered meals	14
Food assistance (non-elderly) - commodity distribution	14
Protective services for children	14
Day care services for children	14
After-school (latchkey kid) childcare	14
Preventive services for children	9
Preventive services for adults	9
Protective services for adults	9
Food assistance (nonelderly)- congregate meals	9
Juvenile delinquent care	5
Services for victims of domestic violence	5
Hospital care (other than MA)	5
Adoption	5
Medical assistance (MA)	5
Home energy assistance	5
Burials	5
Public facility for children	5
Unmarried parents services	5
Foster care services for children	0
Food stamps	0
Housekeeper/chore services	0
Public farm	0
Homemaker services	0
Home relief	0
Foster care services for adults	0
State training school	0
Infirmary	0
Adults in private institutions	0
Aid to dependent children	0
Home management services	0
Family planning services	0
Foster grandparents program	0
SSI	0

TOWN SERVICES	
Home relief	20
Burials	16
Day care	2
After-school (latchkey kid) childcare	1

VILLAGE SERVICES	
General day care	1
After school (latch-key kid) child care	0

Table 6.2
Social Services Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	26.2	1.8	0.4	.0	3.1
MEDIAN	26.0	1.0	0.0	0.0	0.0
STDEV	2.5	2.6	0.7	0.1	8.0
MAX	32.0	10.0	2.0	1.0	32.0
MIN	22.0	0.0	0.0	0.0	0.0
Q3	28.0	3.0	1.0	0.0	1
Q1	24.0	0.0	0.0	0.0	0
COEF. OF VARIATION	9.5%	146.9%	170.3%	842.9%	260.5%
INDEX MAX	38	28	4	2	39*

The index pattern for social services is similar to that found in health and mental health services. Counties dominate the provision of social services. The minimum index score observed for counties (22) is well above the maximum observed value for cities, towns, and villages. The average (MEAN) county index score observed is also far above the average for cities, towns, and villages. The variation in the index across municipal types is substantial (see COEF. OF VARIATION). Counties display the lowest amount of variation and villages the highest relative variation across the four government types.

* The survey schedules for Social Services differ substantially, particularly for counties and cities.

Table 6.3
Regression Results for the Social Services Index

COLUMN	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	26.3358	0.4033	65.30
DENSITY	-0.08145	0.06005	-1.36
INCOME	0.00143	0.01497	0.10
PROPERTY	-0.000493	0.001915	-0.26
CITY	-24.1155	0.4406	-54.73
TOWN	-25.9137	0.2907	-89.13
VILLAGE	-26.1573	0.3030	-86.33
AIDHS	-0.1237	0.2624	-0.47

S = 1.214

R-SQUARED = 97.8 PERCENT
R-SQUARED = 97.7 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	15012.9	2144.7
RESIDUAL	233	343.4	1.5
TOTAL	240	15356.3	

Using the four background or control characteristics (DENSITY, INCOME, PROPERTY, and AIDHS) and municipal type (COUNTY, CITY, TOWN, and VILLAGE), most of the variation in the services index was accounted for (R-SQUARED=98%). None of the four control variables were significant in relationship to the social service index. The high R-SQUARE value can be attributed to the large gap between the level of services provided by counties and the other three government types (cities, towns, and villages).

Table 6.4
T-Statistics for Determining Significant Differences in the Level of Social Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-54.73	---	
TOWN	-89.13	-4.36	---
VILLAGE	-86.33	-5.66	-1.18

Counties provide a level of social services which is significantly different from cities, towns, and villages. Cities are significantly higher than towns and villages in the level of social services provided. Towns and villages are not significantly different from one another in the level of services provided.

Summary of Results for Social Services

Table 6.4 indicates that counties provide a significantly higher level of social services than cities, which provides a significantly higher level of services than towns and villages. Table 6.2 confirms that all counties provide a level of service which is higher than that provided by cities, towns, and villages. Table 6.2 also indicates substantial variation among counties and cities in the level of social services provided. Even though towns and villages display little variation in the level of social services provided, some towns and some villages provide a higher level of social services than some cities do.

7. AGING SERVICES

Table 7.1
Listing of Aging Services by Local Government
Type by Percent of Yes Responses
(in descending order)

COUNTY SERVICES	Percent Yes
Transportation	96
Nutrition: home-delivered meal	92
Information and referral	88
Outreach	84
Nutrition: congregate meals	84
Counseling	80
Advocacy	76
Facilitation of other agencies' services	76
Employment counseling	72
Legal services	68
Recreation and educational programs	68
Community service volunteer opportunities	64
Health maintenance services	60
Leadership development	28

CITY SERVICES	
Recreation and educational programs	73
Transportation for aging	50
Information and referral	50
Community service volunteer opportunities	36
Facilitation of other agencies' services	36
Counseling	32
Nutrition - congregate meals	27
Outreach	27
Nutrition - home-delivered meals	23
Employment counseling	23
Health maintenance services	14
Advocacy	9
Leadership development	5
Legal services	5

Table 7.1 cont.

TOWN SERVICES	Percent Yes
Recreation and educational programs	50
Information and referral	29
Nutrition: home delivered meals	27
Nutrition: congregate meals	26
Transportation	25
Outreach	11
Community service volunteer opportunities	10
Counseling	10
Facilitation of other agencies' services	8
Health maintenance services	7
Employment counseling	5
Legal services	5
Leadership development	4
Advocacy	4

VILLAGE SERVICES	
Recreation and educational programs	36
Nutrition: home-delivered meals	25
Nutrition: Congregate meals	22
Transportation	14
Information and referral	12
Community service volunteer opportunities	7
Facilitation of other agencies' services	7
Health maintenance services	4
Counseling	1
Leadership development	1
Outreach	1
Employment counseling	0
Advocacy	0
Legal services	0

Table 7.2
Aging Services Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	10.4	4.1	2.2	1.3	3.0
MEDIAN	11.0	4.0	1.0	1.0	1.0
STDEV	3.8	3.4	2.8	1.8	3.8
MAX	14.0	9.0	13.0	8.0	14.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	13.5	8.0	3.0	2.0	4.0
Q1	8.5	0.8	0.0	0.0	0.0
COEF. OF VARIATION	36.5%	84.1%	128.2%	134.8%	128.1%
INDEX MAX	14	14	14	14	14

As in other social services areas (health and mental health and general social services), counties provide the highest average level of aging services. While this is true on average, it is also true that some towns, villages, and cities provide a level of aging services which is equal to or greater than some counties. The variation expressed as a percent of the mean (see COEF. OF VARIATION) among cities, towns, and villages is much greater than the variation among counties in the level of services provided.

Table 7.3
Regression Results for the Aging Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	9.9757	0.9146	10.91
DENSITY	0.1873	0.1362	1.38
INCOME	0.02083	0.03395	0.61
PROPERTY	-0.001981	0.004342	-0.46
CITY	-7.0909	0.9993	-7.10
TOWN	-8.0995	0.6594	-12.28
VILLAGE	-9.3109	0.6871	-13.55
AIDHS	-0.0023	0.5950	-0.00

S = 2.753

R-SQUARED = 48.8 PERCENT
R-SQUARED = 47.3 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	1683.34	240.48
RESIDUAL	233	1766.06	7.58
TOTAL	240	3449.40	

About half of the variation in aging services was explained by the four control variables and municipal class (R-SQUARED=48.8%). None of the four control variables (DENSITY, INCOME, PROPERTY, and AIDHS) were significant in helping to explain this variation.

Table 7.4
T-Statistics for Determining Significant Differences in the Level of Aging Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-7.1	---	
TOWN	-12.28	-1.08	---
VILLAGE	-13.55	-2.71	-2.58

The level of aging services provided by counties is significantly higher than those provided by cities, towns, and villages. The level of services provided by cities is significantly higher than those provided by villages. Towns and cities are not significantly different in the level of aging services provided. Villages are significantly lower than towns in the level of aging services provided.

Summary of Results for Aging Services

Table 7.4 indicates that counties provide a level of aging services which is significantly higher than cities, towns, and villages, and that the level of services provided by villages is significantly less than that provided by cities and towns. This does not mean than every county provides a higher level of aging services that every city, town, and village. Table 7.2 indicates that there is substantial variation within each local government type, and overlap across the four types of local government. Thus, even though counties provide the highest level of aging services on average, some cities, towns, and villages provide a higher level of aging services that some counties provide.

8. RECREATION SERVICES

Table 8.1
Listing of Recreation Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Youth alcohol abuse education program	76
Youth employment service	76
Youth drug abuse education program	72
Youth recreation programs: swimming	72
Parks	68
Youth recreation programs: softball	68
Youth recreation programs: basketball	64
Youth recreation programs: arts and crafts	64
Short term emergency shelter for adolescents	64
Youth mentor programs (big brother, big sister)	64
Youth-family services program	60
Support services for teenage parents	60
Crisis intervention	60
Parenting aid programs	56
Hiking trails	52
Picnic areas	52
Youth recreation programs: tennis	52
Youth recreation programs: baseball	52
Mental health therapy for youth	52
Recreation for the elderly	48
Teen center	48
Training opportunities for youthful law violators	48
Summer camp experiences	44
Youth recreation programs: bowling	44
Youth recreation programs: soccer	44
Youth recreation programs: hockey/skating	44
Community volunteer service programs	40
Pavillion	36
Youth experiences in the arts (artist in residence, student art exhibition, etc.)	36
Ski facilities - cross-country	32
Campsites	28
Public beach	28
Assertiveness skill training	28
Bicycle trails	24
Snow mobile trails	24
Dock	24
Baseball fields	24
Horse trails	20
Horse shoe pits	20
Swimming pool	20
Tennis courts	20

Table 8.1 cont.

	Percent Yes
Off-road vehicle trails	16
Adult recreation leagues: softball	16
Golf course	16
Boat rentals	16
Marina	16
Basketball courts	16
Playgrounds	16
Full-time recreation staff	16
Racing course	12
Roadside rest areas	12
Adult recreation leagues: tennis	12
Adult recreation leagues: volleyball	12
Multi-purpose auditorium (concerts, sports events)	12
Band concerts	8
Adult recreation leagues: bowling	8
Community Center	8
Cabins	8
Archery fields	8
Wading pool	8
Outdoor stadium	8
Support services for youth with diabetes	8
Botanical gardens	4
Flower gardens	4
Community center facility	4
Adult recreation leagues: basketball	4
Ski facilities - down-hill	4
Running track	4
Recreation centers	4
Adult recreation leagues: baseball	0
Handball/raquetball courts	0

CITY SERVICES

Baseball fields	100
Basketball courts	96
Tennis courts	95
Playgrounds	95
Parks	91
Youth recreation program: softball	91
Youth recreation program: baseball	91
Swimming pool	91
Recreation for the elderly	86
Youth recreation programs: arts and crafts	86
Youth recreation program: hockey/skating	86
Picnic areas	86
Recreation centers	82
Youth recreation program: swimming	82
Adult recreation leagues: softball	82
Full-time recreation staff	82
Youth recreation program: basketball	82

Table 8.1 cont.	Percent Yes
Youth recreation program: soccer	77
Youth recreation program: tennis	73
Adult recreation leagues: basketball	73
Band concerts	68
Adult recreation leagues: tennis	64
Wading pool	64
Has your city established a recreation commission?	59
Adult recreation leagues: baseball	59
Teen center	55
Community Center	55
Outdoor stadium	50
Pavillion	50
Youth employment service	50
Running track	50
Horse shoe pits	50
Adult recreation leagues: volley ball	45
Community volunteer service programs	41
Summer camp experiences	37
Flower gardens	36
Hiking trails	36
Drug abuse education program	32
Bicycle trails	28
Training opportunities for youthful law violators	27
Multi-purpose auditorium (concerts, sports events)	27
Dock	27
Crisis intervention	27
Golf course	27
Alcohol abuse education program	23
Youth-family services program	23
Marina	23
Public beach	19
Youth experiences in the arts (artist in residence, student art exhibition, etc.)	19
Handball/raquetball courts	18
Ski facilities - cross-country	18
Support services for teenage parents	18
Archery fields	14
Botanical gardens	10
Mental health therapy for youth	10
Assertiveness skill training	10
Parenting aid programs	9
Youth mentor programs (big brother, big sister)	9
Roadside rest areas	9
Short term emergency shelter for adolescents	5
Ski facilities - downhill	5
Campsites	5
Country club	5
Off-road vehicle trails	0
Cabins	0
Support services for youth with diabetes	0
Racing course	0

Table 8.1 cont.	Percent Yes
Boat rentals	0
Adult recreation leagues: bowling	0
TOWN SERVICES	
Youth recreation programs: arts and crafts	70
Youth recreation programs: swimming	67
Youth recreation programs: softball	59
Youth recreation programs: baseball	58
Playgrounds	49
Baseball fields	46
Youth recreation programs: basketball	45
Parks	42
Has your town established a recreation commission?	40
Youth recreation programs: tennis	40
Picnic areas	36
Recreation for the elderly	36
Tennis courts	35
Basketball courts	34
Youth recreation programs: soccer	32
Youth recreation programs: hockey/skating	30
Full-time recreation staff	25
Adult recreation leagues: softball	24
Swimming pool	21
Recreation centers	20
Band concerts	19
Youth employment service	17
Horse shoe pits	17
Community center	17
Public beach	17
Adult recreation league: baseball	16
Pavillion	16
Adult recreation league: tennis	15
Adult recreation league: basketball	14
Teen center	13
Summer camp experiences	12
Dock	11
Hiking trails	11
Youth drug abuse education program	11
Wading pool	11
Youth alcohol abuse education program	10
Adult recreation league: volley ball	9
Running track	8
Roadside rest areas	7
Youth Crisis intervention	7
Campsites	7
Training opportunities for youthful law violators	7
Golf course	6
Community volunteer service programs	6

Table 8.1 cont.

	Percent Yes
Youth experiences in the arts (artist in residence, student art exhibition, etc.)	6
Handball/raquetball courts	6
Ski facilities	5
Youth-family services program	5
Bicycle trails	5
Youth mentor programs (big brother, big sister)	5
Short term emergency shelter for adolescents	4
Mental health therapy for youth	4
Flower gardens	4
Marina	4
Outdoor stadium	4
Support services for teenage parents	4
Archery fields	4
Off-road vehicle trails	3
Adult recreation league: bowling	3
Multi-purpose auditorium (concerts, sports events)	3
Boat rentals	2
Botanical gardens	2
Cabins	2
Assertiveness skill training	2
Parenting aid programs	2
Racing course	1
Support services for youth with diabetes	1

VILLAGE SERVICES

Youth recreation programs: arts and crafts	67
Youth recreation programs: swimming	61
Parks	56
Youth recreation programs: baseball	55
Youth recreation programs: softball	51
Playgrounds	50
Youth recreation programs: basketball	47
Baseball fields	40
Has your village established a recreation commission?	38
Picnic areas	38
Youth recreation programs: tennis	37
Tennis courts	36
Youth recreation programs: soccer	35
Basketball courts	33
Youth recreation programs: hockey/skating	32
Recreation for the elderly	25
Full-time recreation staff	22
Band concerts	22
Recreation centers	20
Adult recreation leagues: softball	19
Swimming pool	16
Dock	15
Community Center	15

Table 8.1 cont.

	Percent Yes
Public beach	12
Pavillion	12
Adult recreation leagues: basketball	12
Teen center	11
Youth employment service	10
Running track	10
Adult recreation leagues: volleyball	10
Adult recreation leagues: tennis	10
Summer camp experiences	8
Wading pool	8
Marina	8
Horse shoe pits	8
Youth experiences in the arts (artist in residence, student art exhibition, etc.)	7
Boat rentals	7
Adult recreation leagues: bowling	6
Flower gardens	6
Hiking trails	5
Youth crisis intervention	4
Youth drug abuse education program	4
Youth alcohol abuse education program	4
Handball/racquetball courts	4
Golf course	4
Multi-purpose auditorium (concerts, sports events)	4
Adult recreation leagues: baseball	4
Community volunteer service programs	3
Outdoor stadium	3
Roadside rest areas	3
Short term emergency shelter for adolescents	2
Mental health therapy for youth	2
Campsites	2
Youth assertiveness skill training	1
Support services for youth with diabetes	1
Support services for teenage parents	1
Parenting aid programs	1
Youth-family services program	1
Archery fields	1
Cabins	1
Ski facilities	1
Off-road vehicle trails	1
Racing course	1
Botanical gardens	1
Youth mentor programs (big brother, big sister)	0
Training opportunities for youthful law violators	0
Bicycle trails	0

Table 8.2
Recreation Services Index:
Comparative Descriptive Statistics for Counties, Cities,
Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	21.9	30.5	11.8	10.4	14.1
MEDIAN	20.0	33.0	8.0	9.0	11.0
STDEV	11.5	7.4	11.0	8.5	11.7
MAX	51.0	40.0	52.0	50.0	52.0
MIN	6.0	16.0	0.0	0.0	0.0
Q3	31.0	36.0	17.0	15.0	21
Q1	12.5	23.0	4.0	5.0	5
COEF. OF VARIATION	52.5%	24.3%	92.9%	81.2%	83.0%
INDEX MAX	71	69	67	67	71

Cities have the highest average level of recreation services, followed by counties, towns, and villages. Towns and villages on average provide a level of services substantially below that of counties and cities. It is interesting to note that while cities provide a higher level of services on average, the maximum observed service score is higher for each of the other three types of government. Hence, some towns, counties, and villages provide levels of recreation services as high or higher than some cities. The variation expressed as a percent of the mean observed in counties is twice that of cities, and the variation in towns and villages is almost three times that observed in cities.

Table 8.3
Regression Results for the Recreation Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	14.229	3.233	4.40
DENSITY	1.6325	0.4814	3.39
INCOME	0.3718	0.1200	3.10
PROPERTY	-0.00790	0.01535	-0.51
CITY	1.682	3.532	0.48
TOWN	-9.232	2.331	-3.96
VILLAGE	-13.820	2.429	-5.69
AIDHS	0.287	2.103	0.14

S = 9.732

R-SQUARED = 33.6 PERCENT
R-SQUARED = 31.7 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	11189.8	1598.5
RESIDUAL	233	22067.6	94.7
TOTAL	240	33257.4	

Of the four control characteristics (DENSITY, INCOME, PROPERTY, and AIDHS), DENSITY and INCOME were significant in explaining variation in the level of recreation services provided. Both INCOME and DENSITY have a positive relation with recreation service level. Hence, local governments with higher densities and higher average income levels tend to provide a higher level of recreation services. About one third of the variation in recreation services (R-SQUARED=33.6%) was explained by the control variables and municipal type.

Table 8.4
T-Statistics for Determining Significant Differences in the Level of Recreation Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	0.48	---	
TOWN	-3.96	-3.3	---
VILLAGE	-5.69	-5.36	-2.77

Counties and cities are not significantly different from one another in the level of services provided. Cities and counties provide a level of recreation services which is significantly higher than the level provided by towns and villages. Towns provide a level of recreation services which is significantly higher than the level of services provided by villages.

Summary of Results for Recreation Services

Table 8.4 indicates that cities and counties provide a level of service which is significantly higher than towns and villages. This does not mean that every county and city provides a level of recreation services which is higher than the level provided by every town and village. Table 8.2 indicates that there is substantial variation within each local government type and overlap across the four types of local government. Thus, even though counties and cities provide a higher level of recreation services on average, some towns and villages provide a level of recreation services higher than the level provided by some counties and cities.

9. CULTURAL SERVICES

Table 9.1
Listing of Cultural Services by Local Government Type
by Percent of Yes Responses
(in descending order)

COUNTY SERVICES	Percent Yes
Office and storage space for historian	64
History museum	44
Historical buildings structures or spaces (i.e. battlefield)	40
Public lending library	36
Monuments and memorials (not including memorial auditorium)	32
Annual parades and celebrations	28
Council on the arts	28
Short-term art exhibits	24
Backup-library - a library that supports public lending	24
Performing and fine arts presentations (theatre, ballet, etc)	16
Other museum	16
Science or technology museum	8
Special purpose libraries, i.e. a music library	8
Art museum	4

CITY SERVICES	
Annual parades and celebrations	91
Sidewalk improvements	86
Public lending library	82
Short-term art exhibits	41
Monuments and memorials (not including memorial auditoriums)	36
Council on the arts	36
Office and storage space for historian	32
Historical buildings structures or spaces (i.e. battlefields)	32
History museum	27
Performing & fine arts presentations (theatre, ballet)	23
Art museum	18
Other museum	14
Science or technology museum	5
Special purpose libraries, i.e. a music library	5
Backup-library - a library that supports public lending libraries	5

Table 9.1 cont.

TOWN SERVICES	Percent Yes
Historian	87
Public lending library	48
Annual parades and celebrations	43
Office and storage space for historian	32
Historical buildings structures or spaces (i.e. battlefields)	23
History museum	21
Monuments and memorials (not including memorial auditoriums)	21
Bookmobile	15
Backup-library - a library that supports public lending libraries	13
Short-term art exhibits	6
Council on the arts	3
Special purpose libraries, i.e. a music library	3
Performing & fine arts presentations - theatre, ballet, etc	3
Other museum	2
Art museum	2
Science or technology museum	0

VILLAGE SERVICES	
Annual parades and celebrations	52
Public lending library	42
Monuments & memorials - not including memorial auditoriums	27
Office and storage space for historian	25
History museum	18
Historical buildings structures or spaces (i.e. battlefields)	18
Backup-library - one that supports public lending libraries	18
Short-term art exhibits	11
Performing & fine arts presentations -theatre, ballet, etc.	7
Council on the arts	5
Science or technology museum	4
Special purpose libraries, i.e. a music library	2
Other museum	2
Art museum	1

Table 9.2
Cultural Services Index:
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	3.7	4.5	3.2	2.3	3.1
MEDIAN	3.0	4.0	3.0	2.0	3.0
STDEV	3.3	2.7	2.2	2.4	2.5
MAX	13.0	10.0	11.0	10.0	13.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	5.5	6.0	4.0	3.0	4
Q1	1.0	2.0	2.0	0.3	1
COEF. OF VARIATION	89.0%	60.7%	69.0%	101.7%	80.2%
INDEX MAX	14	14	16	14	16

The index averages for the four municipal types are close, ranging between 2.3 for villages and 4.5 for cities. The maximum values for the four municipal types are also close, ranging between 10 for cities and villages, and 13 for counties. Hence, although cities have the highest level of cultural services on average, some counties, towns, and villages provide a higher level of cultural services than some cities. The index variation relative to the mean (COEF. OF VARIATION) is also relatively stable across the four types of government, with counties and villages having somewhat higher values than cities and towns.

Table 9.3
Regression Results for the Cultural Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	2.7747	0.7961	3.49
DENSITY	0.3730	0.1185	3.15
INCOME	0.04112	0.02955	1.39
PROPERTY	0.001297	0.003779	0.34
CITY	-0.8533	0.8698	-0.98
TOWN	-0.4832	0.5739	-0.84
VILLAGE	-1.9521	0.5981	-3.26
AIDHS	-0.1056	0.5179	-0.20

S = 2.396

R-SQUARED = 11.2 PERCENT
R-SQUARED = 8.6 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	169.118	24.160
RESIDUAL	233	1338.077	5.743
TOTAL	240	1507.195	

The regression results indicate that only one of the four background characteristics, DENSITY, is significant in explaining differences in the level of cultural services across the municipalities in the sample. The relationship between cultural services and DENSITY is positive, implying that higher density (people per square mile) is associated with higher levels of cultural services. INCOME, PROPERTY, and AIDHS were all insignificant in relation to the level of cultural services provided. A very low proportion (R-SQUARED=8.6%) of the total variation in the level of cultural services was explained by the set of 7 variables.

Table 9.4
T-Statistics for Determining Significant Differences in the Level of Cultural Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-0.98	---	
TOWN	-0.84	0.45	---
VILLAGE	-3.26	-1.54	-3.6

Given their low level of variation explained by the estimating equation (R-SQUARED=8.6%), it is questionable to put much confidence in the coefficient values. However, using our standard scheme of interpretation, there are no significant differences in the level of cultural services provided between cities, towns, and counties. Villages provide a significantly lower level of cultural services than counties and towns.

Summry of Results for Cultural Services

Table 9.4 indicates that counties and towns provide a significantly higher level of cultural services than villages provide. This does mean that every county and towns provides a higher level of cultural services than every village. Table 9.2 indicates that for cultural services there is substantial overlap across the four types of local government. Thus, even though cities provide the highest level of cultural services on average, some counties, towns, and villages provide a higher level of cultural services than some counties.

10. HIGHWAY SERVICES

Table 10.1
Listing of Highway Services by Local Government
Type by Percent of Yes Responses
(in descending order)

COUNTY SERVICES	Percent Yes
Do you maintain centerline striping on county roads?	96
Do you maintain edgeline striping on county roads?	80
Do you have a professional engineer? (for road and bridge work)	72
Do you have a formal (written) multi-year (5, 10, etc.) plan for major road and bridge improvements?	68
Do you have a formal multi-year plan for resurfacing all county paved roads?	64
Are 50% or more of your guard rail systems maintained at current state and federal standards?	52
Do you have a long range highway network or transportation plan for the county?	40
Do you retain a professional engineer on a consulting basis? (with an annual fee)?	16
Streetlights provided for most roads and streets	8
Streetlights provided for only a few dangerous dark locations	16
Streetlights provided for some roads and streets	8
Over 75% of highway budget goes for capital improvement	4
50-75% of highway budget goes for capital improvement	4
25-50% of highway budget goes for capital improvement	20
less than 25% of highway budget goes for capital improvement	60
Plow all county roads (except seasonally maintained)	48
Plow 50-90% of county roads	16
Plow less than 50% of county roads	36
Plow and sand or salt all county roads (except seasonal)	52
Plow and sand or salt 50-90% of county roads	12
Plow and sand or salt less than 50% of county roads	36
Over 85% of county road mileage paved	92
50-85% of county road mileage paved	8
Less than 30% of county road mileage paved	0
Over 75% of paved road mileage develops potholes annually	4
50-75% of paved road mileage develops potholes annually	8
25-50% of paved road mileage develops potholes annually	32
< 25% of paved road mileage develops potholes annually	52

Table 10.1 cont.

CITY SERVICES	Percent Yes
Street cleaning	100
Fall leaf pick up	100
Do you maintain centerline striping on city roads?	82
Do you have a professional engineer (for highways and bridges)?	77
Are 50% or more of your guard rail systems maintained at current state and federal standards?	73
Do you maintain edgeline striping on city roads?	45
Do you retain a professional engineer on a consulting basis? (with an annual fee)?	6
Over 75% of highway budget goes for capital improvment	0
50-75% of highway budget goes for capital improvement	18
25-50% of highway budget goes for capital improvement	36
< 25% of highway budget goes for capital improvement	41
Over 75% of paved road system develops potholes each year	9
50-75% of paved road system develops potholes each year	27
25-50% of paved road system develops potholes each year	9
< 25% of paved road system develops potholes each year	41
Do you plow all city roads and streets	91
Do you plow 50-90% of city roads and streets	9
Do plow less than 50% of city roads and streets	0
Do you plow and sand or salt all city roads and streets	95
Do you plow & sand/salt 50-90% of city roads and streets	5
Do you plow & sand/salt < 50% of city roads and streets	0
Over 85% of city road mileage paved	82
50-85% of city road mileage paved	14
Streetlights provided for most roads and streets	68
Streetlights only for a few dangerous dark locations	0
Streetlights for some locations	32

Table 10.1 cont.

TOWN SERVICES	Percent Yes
Are 50% or more of your guard rail systems maintained at current state and federal standards?	59
Do you maintain centerline striping on town roads?	24
Do you retain a professional engineer on a consulting basis? (with an annual fee)?	17
Do you have a professional engineer?	16
Do you maintain edgeline striping on town roads?	10
Over 75% of highway budget goes for capital improvement	5
50-75%	7
25-50%	44
less than 25%	35
Over 75% of paved road system develops potholes each year	18
50-75%	14
25-50%	23
less than 25%	39
Plow all town roads	90
Plow 50-90% of town roads	8
Plow less than 50% of town roads	0
Plow and sand or salt all town roads	90
50-90%	8
Less than 50%	0
Over 85% of town road mileage paved	50
50-85%	27
less than 30%	19
Streetlights provided for most roads and streets maintained by jurisdiction	22
Streetlights only provided for major hamlet areas	49
Streetlights provided only for a few dangerous dark locations	14

Table 10.1 cont.

VILLAGE SERVICES	Percent Yes
Fall leaf pick up	79
Are 50% or more of your guard rail systems maintained at current state and federal standards?	36
Do you retain a professional engineer on a consulting basis (with an annual fee)?	35
Do you maintain centerline striping on village roads?	22
Do you have a professional engineer?	22
Do you maintain edgeline striping on village roads?	14
Over 75% of highway budget goes for capital improvement	7
50-75%	7
25-50%	32
less than 25%	50
Over 75% of paved road system develops potholes each year	4
50-75%	8
25-50%	29
less than 25%	50
Plow all village roads	88
Plow 50-90% of village roads	6
Plow less than 50% of village roads	3
Plow and sand or salt all village roads	83
50-90%	7
less than 30%	4
Over 85% of villlage road mileage paved	90
50-85%	4
less than 30%	0
Streetlights provided for most roads and streets maintained by the jurisdiction	94
Streetlights provided for only a few dangerous dark locations	3
Streetlights provided for some locations (between the categories above)	3

Table 10.2
Index: Highway Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	8.7	9.8	5.5	7.0	6.7
MEDIAN	8.8	9.9	5.5	7.0	6.5
STDEV	1.9	1.2	1.8	1.6	2.2
MAX	13.3	11.8	9.8	11.5	13.3
MIN	6.3	8.0	0.0	3.3	0.0
Q3	10.3	10.8	6.5	8.0	8
Q1	7.1	8.9	4.3	6.0	5
COEF. OF VARIATION	21.2%	11.7%	32.2%	22.2%	33.0%
INDEX MAX	14	13	11	12	16

The four municipal government types are relatively consistent in the level of highway services provided. The average level of highway services varies from a high of 9.8 for cities to a low of 5.5 for towns. Even though cities provide the highest level of highway services on average, some counties, towns, and villages provide a higher level of highway services than some cities. The amount of variation as a percent of the average (COEF. OF VARIATION) is relatively low and does not vary widely across the four municipal types. The maximum values for the four municipal types are also fairly close together.

Table 10.3
Regression Results for the Highway Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	6.6721	0.5001	13.34
DENSITY	0.22016	0.07447	2.96
INCOME	0.11573	0.01856	6.23
PROPERTY	-0.005429	0.002374	-2.29
CITY	0.1795	0.5464	0.33
TOWN	-3.0194	0.3606	-8.37
VILLAGE	-2.1365	0.3757	-5.69
AIDHS	-0.0606	0.3254	-0.19

S = 1.505

R-SQUARED = 53.5 PERCENT
R-SQUARED = 52.1 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	608.125	86.875
RESIDUAL	233	528.098	2.267
TOTAL	240	1136.223	

About half (R-SQUARED=52.1%) of the variation in service level was explained by the set of four background variables and municipal type. Of the four background variables (DENSITY, INCOME, PROPERTY, and AIDHS), DENSITY, INCOME, and PROPERTY were all significant in relation to the level of highway services provided. Density and income were both positively related to the level of highway services. Thus, higher density and income per household is associated with a higher level of highway services among local governments. Property value per household is negatively associated with the level of highway services. Thus, as property values per household decrease, there is an association with higher or increasing levels of highway services among local governments.

Table 10.4
T-Statistics for Determining Significant Differences in the Level of Highway Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	0.33	---	
TOWN	-8.37	-6.25	---
VILLAGE	-5.69	-5.18	3.44

Cities and counties are not significantly different in the level of highway services provided. This is the one exception however. Cities and counties provide a significantly higher level of highway services from towns and villages. Villages, in turn, provide a significantly higher level of highway services than towns.

Summary of Results for Highway Services

Table 10.4 indicates that counties and cities provide a level of highway services which is significantly greater than towns and villages. This does not mean that every county and city provides a level of services greater than every town and village. Table 10.2 indicates that for highway services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though cities provide the highest level of highway services on average, some counties, towns, and villages provide a level of highway services which is higher than some cities provide.

11. SEWERAGE SERVICES

Table 11.1
Listing of Sewerage Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Do your plant operators have training that exceeds the levels recommended by the state?	44
Do you provide treatment of wastes through a centralized treatment facility?	44
Require percolation tests for on lot treatment of waste	32
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for the next eight to ten years?	32
Provide inspections for on-lot treatment of wastes?	28
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for the next three to five years?	28
Provide septage disposal services for on-lot treatment	24
Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers and further treatment from individual septic tanks?	16
Are over 90 percent of residences connected?	16
Does your jurisdiction, including any special districts or authorities formed by you, own and operate facilities that are physically part of household systems and normally owned by the owner?	8
Do you provide pumping for on lot treatment of wastes?	4
Are less than 20% of residences connected?	0
Level of treatment provided: primary	8
Level of treatment provided: secondary	20
Level of treatment provided: tertiary	12
CITY SERVICES	
Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers, i.e. street sewers connected to private property?	91
Are over 90 percent of residences connected?	91
Do you provide treatment of wastes through a centralized treatment facility?	68
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for the next three to five years?	55

Table 11.1 cont.

	Percent Yes
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for for the next eight to ten years?	50
Do your plant operators have training that exceeds the levels recommended by the state?	45
Provide inspection services for on-lot treatment	32
Require percolation tests for on-lot treatment?	23
Provide pumping services for on-lot treatment	18
Provide septage disposal services for on-lot treatment	14
Provide support services for on-lot treatment	9
Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers and further treatment from indiv. septic tanks?	9
Does your jurisdiction, including any special districts or authorities formed by you, own and operate facilities that are physically part of household systems and normally owned by the owner?	5
Are less than 20% of the residences connected?	0
Level of treatment provided: primary	14
Level of treatment provided: secondary	45
Level of treatment provided: tertiary	14

TOWN SERVICES

Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers, i.e. street sewers connected to private property?	22
Do you provide treatment of wastes through a centralized treatment facility?	17
Do your plant operators have training that exceeds the levels recommended by the state?	11
Provide inspections for on-lot treatment of wastes?	10
Require percolation tests for on-lot treatment of wastes	10
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for the next three to five years?	8
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for the next eight to ten years?	8
Are over 90 percent of residences connected?	8
Are less than 20% of residences connected?	7
Provide pumping for on-lot treatment of wastes?	6
Does your jurisdiction, including any special districts or authorities formed by you, own and operate facilities that are physically part of household systems and normally owned by the owner?	4

Table 11.1 cont.	Percent Yes
Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers and further treatment from individual septic tanks?	3
Provide septage disposal for on-lot treatment of wastes?	2
Do you provide support services for on-lot treatment?	2
Level of treatment provided: primary	4
Level of treatment provided: secondary	8
Level of treatment provided: tertiary	3
VILLAGE SERVICES	
Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers, i.e. street sewers connected to private property?	62
Do you provide treatment of wastes through a centralized treatment facility?	55
Are over 90 percent of residences connected (to collector sewers)?	51
Do your plant operators have training that exceeds the levels recommended by the state?	28
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for the next eight to ten years?	26
If you provide a sewage treatment plant, does it have sufficient capacity to serve the growth you expect for for the next three to five years	24
Provide inspections for on-lot treatment	15
Require percolation tests for on-lot treatment	11
Are less than 20% of residences connected (to collector sewers)?	10
Does your jurisdiction, including any special districts or authorities formed by you, own and operate facilities that are physically part of household systems and normally owned by the owner?	8
Provide pumping services for on-lot treatment	8
Provide support services for on-lot treatment of wastes?	7
Provide septage disposal for on-lot treatment	7
Does your jurisdiction, including any special districts or authorities formed by you, provide collector sewers and further treatment from individual septic tanks?	4
Level of treatment provided: primary	17
Level of treatment provided: secondary	22
Level of treatment provided: tertiary	11

Table 11.2
Index: Sewerage Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	2.6	4.8	1.0	3.1	2.1
MEDIAN	0.5	5.4	0.0	2.4	0.0
STDEV	3.1	2.7	2.0	3.0	2.8
MAX	8.0	8.5	7.8	8.5	8.5
MIN	0.0	0.0	0.0	0.0	0.0
Q3	5.5	7.0	0.3	6.4	4.5
Q1	0.0	1.0	0.0	0.0	0
COEF. OF VARIATION	118.5%	57.2%	213.7%	96.1%	133.6%
INDEX MAX	11	11	11	11	11

The list of survey items used to construct the sewerage index were identical for all four government types. Given this fact, it is interesting to note the results. Cities have the highest average level of sewerage services followed by villages, counties, and towns. The maximum values are very close, with cities and villages having the highest observed level of sewerage services followed by counties and towns. Thus, as in other services, while the average values may differ across government type, there appears to be substantial variation within type of government leading to overlap. Hence, while cities provide the highest level of sewerage services on average, some counties, towns, and villages provide a higher level of services than do some cities. The COEF. OF VARIATION displays within-class variations as a percent of the mean. This measure is highest for towns, followed by counties, villages, and cities.

Table 11.3
Regression Results for the Sewerage Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	2.0616	0.8157	2.53
DENSITY	-0.0172	0.1215	-0.14
INCOME	-0.01255	0.03028	-0.41
PROPERTY	-0.007174	0.003872	-1.85
CITY	2.1871	0.8912	2.45
TOWN	-0.7205	0.5881	-1.23
VILLAGE	1.1941	0.6128	1.95
AIDHS	1.9971	0.5307	3.76

S = 2.455

R-SQUARED = 26.6 PERCENT
R-SQUARED = 24.4 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	509.147	72.735
RESIDUAL	233	1404.743	6.029
TOTAL	240	1913.890	

Only about one fourth (R-SQUARED=24.4%) of the variation in the level of sewerage services was explained by our set of characteristics. Of the four control variables, only AIDHS (state and federal aid per household) was significant in explaining differences in the level of sewerage services. The level of state and federal aid is positively related to the level of sewerage services. Thus, higher levels of state and federal aid are associated with higher levels of sewerage services for local governments. DENSITY, INCOME, and PROPERTY were all insignificant in their ability to explain differences in the level of sewerage services.

Table 11.4
T-Statistics for Determining Significant Differences in the Level of Sewerage Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	2.45	---	
TOWN	-1.23	-3.49	---
VILLAGE	1.95	-1.36	4.58

Cities and villages provide a significantly higher level of sewerage services than towns and counties provide. Cities and villages are not significantly different from one another, and towns and counties are not significantly different from one another.

Summary of Results for Sewerage Services

Table 11.4 indicates that cities and villages provide a level of sewerage services which is significantly higher than that provided by towns and counties. This does not mean that every city and village provides a higher level of sewerage services than every town and county. Table 11.2 indicates that for sewerage services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though cities provide the highest level of sewerage services on average, some counties, towns, and villages provide a higher level of services that do some cities.

12. SANITATION SERVICES

Table 12.1
Listing of Sanitation Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Landfill solid waste	32
If landfill; is landfill top and bottom lined with clay or plastic?	28
Incinerate solid waste	16
Recycling provided for metals (source separation)	16
Special hazardous material collection at least once in last year - pesticides only	12
Compaction for shipment and disposal out of the jurisdiction	12
Special hazardous material collection at least once in last year - small lots only	8
Special hazardous material collection at least once in last year.	8
Recycling provided for glass and paper (source separation)	8
Commercial property pick-up service provided	4
Pick-up service for residences, but less than weekly	4
Weekly or more frequent residential pick-up service	4
Handling of some hazardous materials as part of regular service to commercial clients.	0
Heavy or unusual items (not building contractor wastes) accepted from households (92% don't provide):	
once a week	0
more than once a year	0
once a year	0
not at all	8

CITY SERVICES	
Weekly or more frequent residential pick-up service	91
Commercial property pick-up service provided	73
Landfill solid waste	50
Compaction for shipment and disposal out of the jurisdiction provided.	36
Recycling provided for glass & paper - source separation	28
Recycling provided for metals (source separation)	27
Incinerate solid waste	18
If landfill; is landfill top and bottom lined with clay or plastic?	14
Handling of some hazardous materials as part of regular service to commercial clients.	5

Table 12.1 cont.

	Percent Yes
Special hazardous material collection at least once in last year	5
Special hazardous material collection at least once in last year: pesticides only	0
Special hazardous material collection at least once in last year: small lots only	0
Pick-up service provided for residences, but less than weekly	0
Heavy or unusual items (not building contractor wastes) accepted from households:	
once a week	59
more than once a year	9
once a year	18
not at all	5

TOWN SERVICES

Landfill solid waste	39
Weekly or more frequent residential pick-up service	24
Compaction for shipment & disposal out of the jurisdiction	19
Commercial property pick-up service provided	15
Recycling provided for glass and paper - source separation	12
Recycling provided for metals - source separation	12
If landfill; is landfill top and bottom lined with clay or plastic?	9
Pick-up service provided for residences, but less than weekly	5
Incinerate solid waste	2
Special hazardous material collection at least once in last year.	1
- Pesticides only	1
- Small lots only	1
Handling of some hazardous materials as part of regular service to commercial clients.	1
Heavy or unusual items (not building contractor wastes) accepted from households:	
Once a week	7
More than once a year	20
Once a year	14
Not at all	7

VILLAGE SERVICES	Percent Yes
Weekly or more frequent residential pick-up service	72
Commercial property pick-up service provided	60
Landfill solid waste	31
Compaction for shipment & disposal out of the jurisdiction	18
Recycling provided for glass and paper - source separation	7
Incinerate solid waste	5
Recycling provided for metals - source separation	4
If landfill, is landfill top and bottom lined with clay or plastic?	4
Handling of some hazardous materials as part of regular service to commercial clients.	1
Pick-up service provided for residences, but less than weekly	0
Special hazardous material collection at least once in last year.	0
Special hazardous material collection at least once in last year: pesticides only	0
Special hazardous material collection at least once in last year: small lots only	0
Heavy or unusual items (not building contractor wastes) accepted from households:	
Once a week	18
More than once a week	29
Once a year	12
Not at all	10

Table 12.2
Index: Sanitation Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	1.0	3.8	1.3	2.2	1.8
MEDIAN	0.0	4.0	1.0	2.5	1.5
STDEV	1.6	1.7	1.3	1.4	1.6
MAX	5.5	7.0	5.5	5.0	7.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	1.8	5.0	2.2	3.3	3
Q1	0.0	2.9	0.0	1.0	0
COEF. OF VARIATION	153.4%	44.8%	100.0%	65.2%	90.5%
INDEX MAX	10	10	10	10	10

Cities have the highest average level of sanitation services (MEAN=3.8) followed by villages, towns, and counties, respectively. The maximum observed index values demonstrate that some jurisdictions from each government type provide relatively high levels of sanitation services. Hence, even though cities provide the highest level of sanitation services on average, some counties, towns, and villages provide a higher level of sanitation services than do some cities. Both counties and towns have relatively higher values for the coefficient of variation than do cities and villages.

Table 12.3
Regression Results for the Sanitation Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	0.5185	0.4555	1.14
DENSITY	0.30437	0.06783	4.49
INCOME	0.02772	0.01691	1.64
PROPERTY	-0.000823	0.002162	-0.38
CITY	1.4932	0.4977	3.00
TOWN	0.3033	0.3284	0.92
VILLAGE	0.6876	0.3422	2.01
AIDHS	-0.1925	0.2963	-0.65

S = 1.371

R-SQUARED = 30.7 PERCENT
R-SQUARED = 28.6 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	194.131	27.733
RESIDUAL	233	438.037	1.880
TOTAL	240	632.168	

The set of control variables and municipal class accounted for about one third of the variation in the level of sanitation services provided (R-SQUARED=28.6%). Of the four control variables, only DENSITY was significant in helping to explain variation in the level of sanitation services. All of the remaining 3 were insignificant (INCOME, PROPERTY, and AIDHS). Density is positively related to the level of sanitation services. Hence, those local governments with higher densities will on average, provide a higher level of sanitation services.

Table 12.4
T-Statistics for Determining Significant Differences in the Level of Sanitation Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	3.00	---	
TOWN	0.92	-2.55	---
VILLAGE	2.01	-1.98	1.65

Cities provide a level of sanitation services which is significantly higher than that provided by counties, villages, and towns. Villages provide a level of sanitation services which is significantly greater than counties but not significantly different from towns. Towns and counties are not significantly different in the level of sanitation services provided.

Summary of Results for Sanitation Services

Table 12.4 indicates that cities provide a significantly higher level of sanitation services than do counties, towns, and villages. This does not mean that the level of services provided by every city is greater than the level of services provided by every county, town, and village. Table 12.2 indicates that for sanitation services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though cities provided the highest level of sanitation services on average, some counties, towns, and villages provide a higher level of sanitation services than do some cities.

13. WATER SERVICES

Table 13.1
Listing of Water Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Do you have rules and regulations designed to protect your raw water supply from contamination?	24
Did you inspect or cause to have inspected any potential source of contamination in the last year?	24
Do you have stand-by or continuous chlorination?	24
Are over 90 percent of your residential parcels receiving water service?	24
Do you have meters for billing purposes on at least 90 percent of your connections?	20
Do you fluoridate your water?	20
Do all connections have flows at the main for fire fighting appropriate to the land use as indicated by the fire insurance inspection service?	20
Are over 90 percent of your non-residential parcels receiving water service?	20
Was it necessary to ask water users to reduce use at any any time in the last three years?	16
Do you filter your raw water?	16
Do you maintain piped water service to any property in your jurisdiction?	8
Does your county, including any special districts formed by you, provide treated water for residents?	8
Is it known or suspected that leakage exceeds 20 percent of water produced (or delivered to the distribution system, if purchased)?	0
Was there a break in service for more than a few hours for more than 10 percent of your connections in the last year?	0
Are less than 20% of your residential parcels receiving water service?	0
CITY SERVICES	
Are over 90 percent of your residential parcels receiving water service?	95
Are over 90 percent of your non-residential parcels receiving water service?	91
Do you have stand-by or continuous chlorination?	82
Do you maintain piped water service to any property in in your jurisdiction?	82

Table 13.1 cont.	Percent Yes
Does your city, including any special districts formed by you, provide treated water for residents?	78
Do you have rules and regulations designed to protect your raw water supply from contamination?	68
Do you filter your raw water?	64
Do you have meters for billing purposes on at least 90 percent of your connections?	59
Do you fluoridate your water?	55
Did you inspect or cause to have inspected any potential source of contamination in the last year?	55
Was it necessary to ask water users to reduce use at any time in the last three years?	36
Is it known or suspected that leakage exceeds 20 percent of water produced (or delivered to the distribution system, if purchased)?	23
Do all connections have flows at the main for fire fighting appropriate to the land use as indicated by the fire insurance inspection service?	21
Was there a break in service for more than a few hours for more than 10 percent of your connections in the last year?	5
Are less than 20% of your residential parcels receiving water service?	0

TOWN SERVICES

Does your town, including any special districts formed by you, provide treated water for residents?	40
Do you maintain piped water service to any property in your jurisdiction?	38
Do all connections have flows at the main for fire fighting appropriate to the land use as indicated by the fire insurance inspection service?	34
Do you have stand-by or continuous chlorination?	31
Do you have meters for billing purposes on at least 90 percent of your connections?	27
Do you have rules and regulations designed to protect your raw water supply from contamination?	25
Are less than 20% of your residential parcels receiving water service?	25
Do you filter your raw water?	15
Are over 90 percent of your residential parcels receiving water service?	15
Did you inspect or cause to have inspected any potential source of contamination in the last year?	15
Are over 90 percent of your non-residential parcels receiving water service?	12
Was it necessary to ask water users to reduce use at any time in the last three years?	10
Do you fluoridate your water?	10

Table 13.1 cont.

	Percent Yes
Was there a break in service for more than a few hours for more than 10 percent of your connections in the last year?	6
Is it known or suspected that leakage exceeds 20 percent of water produced (or delivered to the distribution system, if purchased)?	6

VILLAGE SERVICES

Are over 90 percent of your residential parcels receiving water service?	85
Do you maintain piped water service to any property in your jurisdiction?	78
Are over 90 percent of your non-residential parcels receiving water service?	76
Does your village, including any special districts formed by you, provide treated water for residents?	75
Do you have stand-by or continuous chlorination?	69
Do all connections have flows at the main for fire fighting appropriate to the land use as indicated by the fire insurance inspection service?	68
Do you have meters for billing purposes on at least 90 percent of your connections?	61
Do you have rules and regulations designed to protect your raw water supply from contamination?	53
Did you inspect or cause to have inspected any potential source of contamination in the last year?	36
Do you filter your raw water?	35
Do you fluoridate your water?	25
Is it known or suspected that leakage exceeds 20 percent of water produced (or delivered to the distribution system, if purchased)?	22
Was it necessary to ask water users to reduce use at any time in the last three years?	15
Are less than 20% of your residential parcels receiving water service?	6
Was there a break in service for more than a few hours for more than 10 percent of your connections in the last year?	6

Table 13.2
Index: Water Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	0.6	6.4	1.4	5.0	2.8
MEDIAN	0.0	7.5	0.0	6.0	1.3
STDEV	2.2	3.3	2.2	3.3	3.4
MAX	9.0	10.0	9.0	10.0	10.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	0.0	9.0	1.8	7.0	6
Q1	0.0	5.8	0.0	3.1	0
COEF. OF VARIATION	348.4%	52.4%	161.2%	64.8%	118.3%
INDEX MAX	10	10	10	10	10

Cities provide the highest average level of water services (MEAN=6.4), followed by villages, towns, and counties respectively. Among cities and villages the highest index score observed was ten, while among towns and counties the highest water services index score observed was nine. The lowest level of water services observed was zero for each of the four local government types. Thus, some towns and counties provide a higher level of water services than some cities and villages. The amount of variation, expressed as percent of the mean (COEF. OF DETERMINATION), differs substantially across the four local government types.

Table 13.3
Regression Results for the Water Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	2.5880	0.8763	2.95
DENSITY	0.0107	0.1305	0.08
INCOME	-0.07064	0.03252	-2.17
PROPERTY	-0.009122	0.004160	-2.19
CITY	5.5403	0.9575	5.79
TOWN	0.6918	0.6317	1.10
VILLAGE	4.3251	0.6583	6.57
AIDHS	-0.2808	0.5701	-0.49

S = 2.638

R-SQUARED = 40.3 PERCENT

R-SQUARED = 38.6 PERCENT, ADJUSTED FOR D.F.
ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	1096.56	156.65
RESIDUAL	233	1621.27	6.96
TOTAL	240	2717.84	

Approximately forty percent of the variation in water services provided was explained by type of government and the four control variables. Two of the control variables, INCOME and PROPERTY, were significant in explaining the variation in water services provided. Density and AIDHS were not significant in helping to explain this variation. Both INCOME and PROPERTY are negatively related to the level of water services provided. Hence, those local governments with higher levels of income and assessed property per household will be associated with lower levels of water services on average.

Table 13.4
T-Statistics for Determining Significant Differences in the Level of Water Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	5.79	---	
TOWN	1.1	-5.41	---
VILLAGE	6.57	-1.55	8.09

Local governments break into 2 pairs in examining for significant differences in the level of water services provided. Cities and villages provide a level of water services which is significantly higher than the level provided by towns and counties. Towns are not significantly different from counties, and cities are not significantly different from villages in the level of water services provided.

Summary of Results for Water Services

Table 13.4 indicates that cities and villages provide a level of water services which is significantly higher than the level provided by counties and towns. This does not mean that every city and village provides a higher level of water services than every county and town provides. Table 13.2 indicates that for water services, there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though cities provide the highest level of services on average, some counties, towns, and villages provide a higher level of services than do some cities.

14. OTHER UTILITIES (Note: No index was calculated because of the small number of services items.)

Table 14.1
Listing of Other Utilities Services by Local Government Type by Percent of Yes Responses

COUNTY SERVICES	Percent Yes
Electric power agency formed on paper:	
But not operating	36
Produces power but doesn't distribute	0
Produces power and does distribute	0
Only distributes	12
No	52
Provides gas service	0
Provides steam for space heating to other than public bldgs.	12
CITY SERVICES	
Electric power agency formed on paper:	
But not operating	14
Produces power but doesn't distribute	0
Produces power and does distribute	5
Only distributes	14
No	69
Provides gas service	5
Provides steam for space heating to other than public bldgs.	0
TOWN SERVICES	
Electric power agency formed on paper:	
But not operating	2
Produces power but doesn't distribute	0
Produces power and does distribute	0
Only distributes	0
No	98
Provides gas service	0
Provides steam for space heating to other than public bldgs.	0

Table 14.1 cont.

VILLAGE SERVICES	Percent Yes
Electric power agency formed on paper:	
But not operating	3
Produces power but doesn't distribute	0
Produces power and does distribute	4
Only distributes	6
No	88
Provides gas service	10
Provides steam for space heating to other than public bldgs.	1

15. PUBLIC TRANSPORTATION SERVICES

Table 15.1
Listing of Public Transportation Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Regularly scheduled transit (bus or van): 1	56
Airport (no scheduled airlines)	20
Demand responsive systems	20
Airport (with scheduled airlines)	12
Park and ride	12
Regularly scheduled transit (bus or van): 3	12
Regularly scheduled transit (bus or van): 2	12
Railroad station maintenance	8
Ride-sharing coordination service	8
Waterways navigation	4
Elevator	4
Offstreet parking: timed lots	4
Shared ride	4
Regularly scheduled transit (bus or van): 5	4
Regularly scheduled transit (bus or van): 4	4
Offstreet parking: ramps	0
Ports	0
Ferry	0
Subway	0
Trolley	0

CITY SERVICES	
Offstreet parking: timed lots	45
Regularly scheduled transit (bus or van): 1	32
Offstreet parking: ramps	27
Railroad station maintenance	9
Waterways navigation	9
Demand responsive systems	5
Airport (no scheduled airlines)	5
Shared ride	5
Escalator	5
Regularly scheduled transit (bus or van): 2	5
Airport (with scheduled airlines)	5
Regularly scheduled transit (bus or van): 5	0
Ride-sharing coordination service	0
Park and ride	0
Ports	0
Regularly scheduled transit (bus or van): 4	0
Subway	0

Table 15.1 cont.

	Percent Yes
Trolley	0
Regularly scheduled transit (bus or van): 3	0
Ferry	0
TOWN SERVICES	
Regularly scheduled transit (bus or van): 1	6
Park and ride	5
Airport (no scheduled airlines)	3
Ride-sharing coordination service	2
Ferry	2
Airport (with scheduled airlines)	2
Offstreet parking	2
Demand responsive systems	2
Waterways navigation	1
Railroad station maintenance	1
Shared ride	0
Regularly scheduled transit (bus or van): 2	0
Regularly scheduled transit (bus or van): 5	0
Escalator	0
Regularly scheduled transit (bus or van): 4	0
Regularly scheduled transit (bus or van): 3	0
Ports	0
Subway	0
Trolley	0
VILLAGE SERVICES	
Offstreet parking	28
Regularly scheduled transit (bus or van): 1	7
Railroad station maintenance	4
Park and ride	3
Airport (with scheduled airlines)	1
Airport (no scheduled airlines)	1
Escalator	1
Waterways navigation	1
Regularly scheduled transit (bus or van): 2	0
Regularly scheduled transit (bus or van): 3	0
Regularly scheduled transit (bus or van): 4	0
Regularly scheduled transit (bus or van): 5	0
Trolley	0
Subway	0
Ferry	0
Ports	0
Ride-sharing coordination service	0
Demand responsive systems	0
Shared ride	0

Table 15.2
Index: Public Transportation Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	1.5	1.5	0.2	0.5	0.6
MEDIAN	2.0	1.0	0.0	0.0	0.0
STDEV	1.5	1.8	0.6	0.7	1.0
MAX	5.0	7.0	3.0	3.0	7.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	2.0	2.3	0.0	1.0	1.0
Q1	0.0	0.0	0.0	0.0	0.0
COEF. OF VARIATION	100.7%	119.3%	243.4%	150.8%	185.8%
INDEX MAX	14	14	14	14	14

Counties and cities provide the highest average level of transportation services, followed by villages and towns, respectively. Cities have the highest observed level of transportation services (MAX=7.0) followed by cities, towns and villages. Over half of the local governments provided no public transportation services. The minimum in every municipal type was zero. Hence, it is possible to find local governments from any particular class which provide a higher level of services than some local governments in any of the remaining three classes. The COEFFICIENT OF VARIATION indicates that all four local government types have a high level of variation relative to the size of the average for the type.

Table 15.3
Regression Results for the Public Transportation Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	0.9943	0.3051	3.26
DENSITY	0.06024	0.04543	1.33
INCOME	0.01977	0.01132	1.75
PROPERTY	0.000529	0.001448	0.37
CITY	-0.2636	0.3334	-0.79
TOWN	-1.1914	0.2200	-5.42
VILLAGE	-1.0870	0.2292	-4.74
AIDHS	0.1683	0.1985	0.85

S = 0.9185

R-SQUARED = 23.7 PERCENT
R-SQUARED = 21.4 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	60.9462	8.7066
RESIDUAL	233	196.5476	0.8436
TOTAL	240	257.4938	

Approximately one fifth of the variation in the level of public transportation services was explained by municipal type and the four control variables (R-SQUARED=21.4%). All four control variables were insignificant in helping to explain this variation.

Table 15.4
T-Statistics for Determining Significant Differences
in the Level of Public Transportation Services
Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-0.79	---	
TOWN	-5.42	-2.97	---
VILLAGE	-4.74	-3.02	0.67

Local governments break into two pairs for evaluating significant differences in the level of public transportation services provided. Counties and cities provide a level of public transportation services which is significantly higher than the level of services provided by towns and villages. Counties and cities are not significantly different from one another in the level of public transportation services provided. Towns and villages are not significantly different in this respect, either.

Summary of Results for Public Transportation Services

Table 15.3 indicates that counties and cities provide a level of public transportation services which is significantly higher than the level provided by towns and villages. This does not mean that every county and city provides a higher level of public transportation services than every town and village provides. Table 15.2 indicates that for public transportation services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of government. Thus, even though counties and cities provide the highest average level of public transportation services, some towns and villages provide a higher level of public transportation than some counties and cities.

16. PLANNING AND ZONING SERVICES

(Note: Counties are not included due to a lack of comparable information from the survey.)

CITY SERVICES	Percent Yes
Actively enforced junkyard regulations	100
Actively enforced regulations on junk cars not in junkyard	100
Actively enforced regulations on zoning	100
Official map	100
Actively enforced site plan review regulations	95
Actively enforced sign regulations	95
Do you have a planning board that meets regularly?	95
Actively enforced State environmental quality review	91
Active regulations controlling the floodplain	86
Actively enforced subdivision regulations	86
Actively enforced mobile home regulations	86
Actively enforced regulations for freshwater wetlands	82
Do you retain a lawyer either part-time or full-time for landuse planning?	77
Do you provide a planning office or officer?	73
Active regulations on the preservation of historic structures	68
Do you provide planning services to neighborhood associations and organizations?	59
Do you retain an engineer either part-time or full-time for landuse planning?	50
Does your city have a multi-year capital improvements program?	41

Table 16.1 cont.

TOWN SERVICES	Percent Yes
Actively enforced regulations on junkyards	71
Actively enforced regulations on junk cars not in junkyards	68
Actively enforced regulations controlling the flood plain	68
Do you have a planning board that meets regularly?	67
Actively enforced mobile home regulations	66
Official map	62
Actively enforced site plan review regulations	60
Actively enforced sign regulations	58
Actively enforced subdivision regulations	57
Actively enforced zoning	57
Actively enforced state environmental quality review	53
Actively enforced regulations on fresh water wetlands	49
Do you retain a lawyer either part-time or full-time for landuse planning?	44
Do you provide a planning office or officer?	40
Actively enforced regulations on the preservation of historic structures	26
Do you retain an engineer either part-time or full-time for landuse planning?	24

VILLAGE SERVICES	
Do you have actively enforced zoning	83
Actively enforced regulations on junk cars not in junkyards	75
Actively enforced regulations on signs	75
Official map	74
Actively enforced site plan review regulations	72
Actively enforced regulations controlling the floodplain	69
Do you have a planning board that meets regularly?	68
Actively enforced subdivision regulations	67
Actively enforced regulations on mobile homes	65
Actively enforced regulations on junkyards	61
Actively enforced state environmental quality review regulations	56
Actively enforced regulations on fresh water wetlands	43
Actively enforced regulations on the preservation of historic structures	42
Do you provide a planning office or officer?	40
Do you retain a lawyer either part-time or full-time for land use planning?	35
Do you retain an engineer either part-time or full-time for landuse planning?	22

Table 16.2
Index: Planning and Zoning Services
Comparative Descriptive Statistics for Cities,
Towns, Villages, and All Jurisdictions (Total)

	City	Town	Village	Total
N	22	124	72	218
MEAN	14.5	8.7	9.5	9.5
MEDIAN	15.0	10.0	10.0	11.0
STDEV	1.8	5.5	4.3	5.2
MAX	17.0	16.0	16.0	17.0
MIN	11.0	0.0	0.0	0.0
Q3	16.0	14.0	13.0	14.0
Q1	13.0	3.3	7.0	6.0
COEF. OF VARIATION	12.6%	63.5%	45.6%	54.1%
INDEX MAX	17	16	16	17

Cities provided the highest level of planning and zoning services on average (MEAN=14.5) followed by villages and towns, respectively. The maximum level of planning and zoning services observed was highest for cities (MAX=17) followed by towns and villages. The minimum level of planning and zoning services observed was highest for cities followed by towns and villages. Even though the minimum level is fairly high for cities, there remain some towns and villages which provide a higher level of planning and zoning services than some cities. The variation within each class, expressed as a percent of the mean, is lowest for cities followed by villages and towns, respectively. While counties do provide planning services, they were not included in this analysis because of lack of comparable information from the survey.

Table 16.3
Regression Results for Planning and Zoning Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	6.540	1.929	3.39
DENSITY	0.4305	0.2295	1.88
INCOME	0.30185	0.05785	5.22
PROPERTY	-0.005908	0.007273	-0.81
TOWN	-3.279	1.575	-2.08
VILLAGE	-3.794	1.373	-2.76
AIDHS	0.789	1.009	0.78

S = 4.602

R-SQUARED = 22.5 PERCENT
R-SQUARED = 20.3 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	6	1300.34	216.72
RESIDUAL	211	4467.79	21.17
TOTAL	217	5768.13	

Approximately one fifth of the variation in the level of planning and zoning services provided was explained by municipal class and the set of four control variables (R-SQUARED=20.3%). Of the four control variables, only INCOME was significant in helping to explain variation in the level of planning and zoning services provided. DENSITY, PROPERTY, and AIDHS were not significantly related. INCOME is positively related to the level of planning and zoning services. Hence, those local governments with higher incomes per household on average, will have a higher level of planning and zoning services.

Table 16.4
T-Statistics for Determining Significant Differences
in the Level of Planning and Zoning Services Provided
by Different Local Government Types

	CITY	TOWN
CITY	---	
TOWN	-2.08	---
VILLAGE	-2.76	-0.65

Cities provide a level of planning and zoning services which is significantly higher than the level of services provided by towns and villages. Towns and villages are not significantly different from one another in the level of planning and zoning services provided.

Summary of Results for Planning and Zoning Services

Table 16.4 indicates that cities provide a level of planning and zoning services which is significantly higher than the level provided by towns and villages. This does not mean that every city is greater than every town and village in the level of planning and zoning services provided. Table 16.2 indicates that for planning and zoning services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the three types of local government. Thus, even though cities provide the highest average level of planning and zoning services, some towns and villages provide a higher level of planning and zoning services than do some cities.

17. COMMUNITY DEVELOPMENT SERVICES

Table 17.1
Listing of Community Development Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Weatherization	52
Housing and neighborhood programs (targeted programs to areas of special needs)	44
Community home repair services	40
Acquisition of real property (appropriate for rehabilitation, historic preservation, beautification, recreation or public works)	40
Public works (sewer, water, drainage, sidewalks, senior centers, etc.)	36
Rental subsidies (toward moderate incomes, elderly & handicapped)	32
Clearance, demolition and rehabilitation of buildings and improvements	32
Code enforcement	20
Acquisition and relocation assistance	12
CITY SERVICES	
Code enforcement	95
Public works (sewer, water, drainage, sidewalks, senior centers, etc.)	95
Sidewalk improvements	86
Clearance, demolition and rehabilitation of buildings, and improvements	82
Rental subsidies (toward moderate incomes, elderly & handicapped)	78
Housing and neighborhood programs (targeted programs to areas of special needs)	77
Acquisition of real property (appropriate for rehabilitation, historic preservation, beautification, recreation or public works)	68
Acquisition and relocation assistance	64
Weatherization	50
Community home repair services	32

Table 17.1 cont.

TOWN SERVICES	Percent Yes
Code enforcement	61
Public works (sewer, water, drainage, sidewalks, senior centers, etc.)	27
Clearance, demolition and rehabilitation of buildings and improvements	16
Weatherization	16
Acquisition of real property (appropriate for rehabilitation, historic preservation, beautification, recreation or public works)	13
Community home repair services	12
Housing and neighborhood programs (targeted programs to areas of special needs)	12
Rental subsidies (toward moderate incomes, elderly & handicapped)	9
Acquisition and relocation assistance	3
VILLAGE SERVICES	
Code enforcement	71
Sidewalk improvements	69
Public works (sewer, water, drainage, sidewalks, senior centers, etc.)	62
Clearance, demolition and rehabilitation of buildings and improvements	22
Acquisition of real property (appropriate for rehabilitation, historic preservation, beautification, recreation or public works)	18
Housing and neighborhood programs (targeted programs to areas of special needs)	12
Rental subsidies (toward moderate incomes, elderly & handicapped)	11
Weatherization	9
Community home repair services	6
Acquisition and relocation assistance	2

Table 17.2
Index: Community Development Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	3.1	7.3	1.7	3.1	2.7
MEDIAN	3.0	7.5	1.0	3.0	2.0
STDEV	2.4	2.1	2.0	2.0	2.6
MAX	9.0	10.0	9.0	10.0	10.0
MIN	0.0	3.0	0.0	0.0	0.0
Q3	4.0	9.0	2.0	4.0	4.0
Q1	1.0	5.8	0.0	1.3	1.0
COEF. OF VARIATION	77.9%	28.7%	118.9%	66.7%	94.9%
INDEX MAX	9	10	9	10	10

Cities provide the highest average level of community development services, followed by villages, counties, and towns, respectively. Cities and villages had the highest maximum values for community development services, while counties' and towns' maximums were only one less. Minimum values are all zero except for cities. The variation expressed as a percent of the average (COEF. OF VARIATION) is lowest for cities followed by villages, counties, and towns (in increasing order).

Table 17.3
Regression Results for the Community Development Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	2.3059	0.6736	3.42
DENSITY	0.3293	0.1003	3.28
INCOME	0.01810	0.02500	0.72
PROPERTY	0.003781	0.003198	1.18
CITY	2.8489	0.7360	3.87
TOWN	-1.2985	0.4856	-2.67
VILLAGE	-0.4094	0.5061	-0.81
AIDHS	0.2133	0.4382	0.49

S = 2.028

R-SQUARED = 41.0 PERCENT
R-SQUARED = 39.2 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	665.999	95.143
RESIDUAL	233	958.051	4.112
TOTAL	240	1624.050	

Approximately forty percent of the variation in community development services was explained by municipal class and the four control variables (R-SQUARED=39.2%). Of the four control variables, only DENSITY was significant in helping to explain variation in the level of community development services. DENSITY has a positive relationship with the level of community development services provided. Hence, those local governments with higher densities on average, will have higher levels of community development services.

Table 17.4
T-Statistics for Determining Significant Differences in the Level of Community Development Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	3.87	---	
TOWN	-2.67	-6.02	---
VILLAGE	-0.81	-5.41	2.57

Cities provide a level of community development services which is significantly higher than the level provided by counties, towns, and villages. Counties and villages are not significantly different from one another, but both provide a level of community development services which is significantly higher than the level provided by towns.

Summary of Results for Community Development Services

Table 17.4 indicates that cities provide a level of community development services which is significantly higher than the level provided by counties, towns, and villages. This does not mean that every city provides a level of community development services which is higher than the level provided by every county, town, and village. Table 17.2 indicates that for community development services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though cities provide the highest average level of community development services, some counties, towns, and villages provide a higher level of community development services than do some cities.

18. ECONOMIC DEVELOPMENT SERVICES

Table 18.1
Listing of Economic Development Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Area development corporation or industrial development authority/agency	80
Tourism promotion	80
Publicity	76
Industry recruitment and promotion	76
Summer youth job training	72
General job training	72
Low interest loans for business or developers	64
Tax exemptions for business or developers	60
Displaced worker job training	56
Consumer affairs	48
Coordination and facilitating activities (seminars, pass thru services for SBA and job dev. authority loans, referral services, etc.)	48
Director of corporation authority full-time	40
Industrial parks	40
Director of corporation authority part-time	12
Public markets	0

CITY SERVICES	
Low interest loans for business or developers	82
Industry recruitment and promotion	77
Tax exemptions for business or developers	73
Publicity	68
Area development corporation or industrial development authority/agency	68
Industrial parks	45
Tourism promotion	41
Coordination and facilitating activities (seminars, pass thru services for SBA and job dev. authority loans, referral services, etc.)	36
Consumer affairs	36
Summer youth job training	32
Public markets	23
Director of corporation authority full-time	14
General job training	10
Displaced worker job training	10
Director of corporation authority part-time	5

Table 18.1 cont.

TOWN SERVICES	Percent Yes
Tax exemptions for business or developers	20
Summer youth job training	12
Tourism promotion	11
Publicity	10
Industrial parks	10
Low interest loans for business or developers	8
Area development corporation or industrial development authority/agency	7
Industry recruitment and promotion	6
General job training	3
Public markets	3
Coordination and facilitating activities (seminars, pass thru services for SBA and job dev. authority loans, referral services, etc.)	2
Displaced worker job training	2
Consumer affairs	1
Director of corporation authority full-time	1
Director of corporation authority part-time	0

VILLAGE SERVICES	
Tax exemptions for business or developers	29
Industry recruitment and promotion	9
Tourism promotion	9
Low interest loans for business or developers	8
Publicity	8
Summer youth job training	7
Public markets	4
Area development corporation or industrial development authority/agency	4
Industrial parks	3
Displaced worker job training	2
Coordination and facilitating activities (seminars, pass thru services for SBA and job dev. authority loans, referral services,etc.)	1
General job training	1
Consumer affairs	1
Director of corporation authority part-time	1
Director of corporation authority full-time	0

Table 18.2
Index: Economic Development Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	8.2	6.2	1.0	0.9	2.2
MEDIAN	8.0	7.0	0.0	0.0	0.0
STDEV	3.4	3.0	1.9	1.9	3.3
MAX	13.0	10.5	10.0	9.5	13.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	11.0	8.3	1.0	1.0	3.0
Q1	6.0	4.0	0.0	0.0	0.0
COEF. OF VARIATION	41.0%	48.2%	194.8%	204.4%	154.2%
INDEX MAX	14	14	14	14	14

Counties provide the highest average (MEAN) level of economic development services, followed by cities, towns, and villages, respectively. The maximum value recorded for economic development services was highest for counties, followed by cities, towns, and villages. The minimum level of economic development services observed was zero for all four local government types. Hence, while counties display the highest average level of economic development services, some cities, towns, and villages provide a higher level of services than some counties do. The variation expressed as a percent of the mean (COEF. OF VARIATION) among local governments of the same type is highest for villages followed by towns, cities, and counties, respectively.

Table 18.3
Regression Results for the Economic Development Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	9.1852	0.7215	12.73
DENSITY	0.2275	0.1074	2.12
INCOME	-0.04738	0.02678	-1.77
PROPERTY	0.001550	0.003425	0.45
CITY	-3.0347	0.7883	-3.85
TOWN	-7.4139	0.5202	-14.25
VILLAGE	-7.6895	0.5420	-14.19
AIDHS	-0.4406	0.4694	-0.94

S = 2.172

R-SQUARED = 59.0 PERCENT
R-SQUARED = 57.8 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	1583.03	226.15
RESIDUAL	233	1099.07	4.72
TOTAL	240	2682.10	

Approximately sixty percent (R-SQUARED=57.8%) of the variation in the level of economic development services provided was explained by municipal class and the four control variables. Of the four control variables, only DENSITY was significant in explaining variation in the level of economic development services provided. DENSITY is positively related to the levels of economic development services provided. Hence, those local governments with higher densities, on average, will provide higher levels of economic development services.

Table 18.4
T-Statistics for Determining Significant Differences
in the Level of Economic Development Services Provided by
Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-3.85	---	
TOWN	-14.25	-5.94	---
VILLAGE	-14.19	-7.21	0.75

Counties provide a level of economic development services which is significantly higher than cities, which provide a level significantly higher than towns and villages. Towns and villages are not significantly different in the level of economic development services they provide.

Summary of Results for Economic Development Services

Table 18.4 indicates that counties, cities, and towns and villages differ significantly in the level of economic development services they provide. This does not mean that every county is greater than every city, is greater than every town and village, in the level of services provided. Table 18.2 indicates that for economic development services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though counties provide the highest average level of economic development services, some cities, towns, and villages provide a higher level of economic development services than do some counties.

19. NATURAL RESOURCE SERVICES

Table 19.1
Listing of Natural Resource Services by Local Government Type by Percent of Yes Responses (in descending order)

COUNTY SERVICES	Percent Yes
Soil conservation	76
Agric. land protection	56
Fish and wildlife habitat improvement	52
Thinning and marking on county forestland	52
Reforesting activities	52
Flood and erosion control	48
General natural resources	36
Water source protection	32
Do you do any stream clearance?	32
Joint small watershed protection district	20
Flood warning system	16
Small watershed protection district	16
Is stream clearance beyond that needed to protect roads and bridges?	12
Transfer or other acquisition of development rights	4
Transfer or other acquisition of development rights	0

CITY SERVICES	
Flood and erosion control	36
Reforesting activities	32
Flood warning system	27
Do you do any stream clearance?	27
Small watershed protection district	19
Fish and wildlife habitat improvement	18
Is stream clearance beyond that needed to protect roads and bridges?	9

Table 19.1 cont.

TOWN SERVICES	Percent Yes
Do you do any stream clearance?	18
Flood and erosion control	11
Is stream clearance beyond that needed to protect roads and bridges?	8
Joint small watershed protection district	5
Flood warning system	5
Small watershed protection district	3
Fish and wildlife habitat improvement	3
Reforesting activities	2
Thinning and marking forest parcels	1

VILLAGE SERVICES	
Do you do any stream clearance?	22
Flood and erosion control	22
Small watershed protection district	12
Is stream clearance beyond that needed to protect roads and bridges?	11
Fish and wildlife habitat improvement	8
Flood warning system	5
Reforesting activities	1

Table 19.2
Index: Natural Resource Services
Comparative Descriptive Statistics for Counties, Cities, Towns, Villages, and All Jurisdictions (Total)

	County	City	Town	Village	Total
N	25	22	124	72	243
MEAN	5.0	1.7	0.6	0.8	1.2
MEDIAN	5.0	1.0	0.0	0.0	0.0
STDEV	3.0	1.7	1.2	1.2	2.0
MAX	10.0	5.0	7.0	5.0	10.0
MIN	0.0	0.0	0.0	0.0	0.0
Q3	7.5	3.0	1.0	1.8	2.0
Q1	3.0	0.0	0.0	0.0	0.0
COEF. OF VARIATION	59.9%	99.4%	214.3%	138.6%	166.9%
INDEX MAX	14	7	8	7	15*

Counties have the highest average (MEAN) level of natural resource services, followed by cities, villages, and towns, respectively. The maximum observed level of natural resource services was highest for counties, followed by towns, and cities and villages, respectively. The minimum observed was zero for each of the four local government types. Hence, while counties have the highest average and maximum observed level of natural resource services, some cities, towns, and villages provide a higher level of services than do some counties. The variation expressed as a percent of the mean (COEF OF VARIATION) among local governments of the same type is highest for towns, followed by villages, cities, and counties, respectively.

*The survey schedules for Natural Resource Services differ substantially, particularly for counties.

Table 19.3
Regression Results for the Natural Resource Services Index

	COEFFICIENT	ST. DEV. OF COEF.	T-RATIO = COEF/S.D.
INTERCEPT	5.0823	0.5065	10.03
DENSITY	0.03014	0.07543	0.40
INCOME	0.00427	0.01880	0.23
PROPERTY	0.002353	0.002405	0.98
CITY	-3.4659	0.5535	-6.26
TOWN	-4.6691	0.3652	-12.79
VILLAGE	-4.3916	0.3806	-11.54
AIDHS	-0.4423	0.3295	-1.34

S = 1.525

R-SQUARED = 44.8 PERCENT
R-SQUARED = 43.1 PERCENT, ADJUSTED FOR D.F.

ANALYSIS OF VARIANCE

DUE TO	DF	SS	MS=SS/DF
REGRESSION	7	439.012	62.716
RESIDUAL	233	541.768	2.325
TOTAL	240	980.780	

Approximately forty percent of the variation in the level of natural resources services provided was explained by municipal type and the four control variables (R-SQUARED= 43.1%). None of the four control variables were significant in helping to explain variation in the level of natural resource services provided (DENSITY, INCOME, PROPERTY, and AIDHS).

Table 19.4
T-Statistics for Determining Significant Differences in the Level of Natural Resource Services Provided by Different Local Government Types

	COUNTY	CITY	TOWN
COUNTY	---		
CITY	-6.26	---	
TOWN	-12.79	-2.32	---
VILLAGE	-11.54	-2.04	1.07

Counties provide a level of natural resource services that is significantly higher than the level provided by cities, which is significantly higher than the level provided by towns and villages. Towns and villages are not significantly different from one another in the level of natural resource services provided.

Summary of Results for Natural Resource Services

Table 19.4 indicates that counties, cities, towns and villages differ significantly in the level of natural resource services provided. This does not mean that every county is greater than every city, which is greater than every town and village in the level of natural resource services provided. Table 19.2 indicates that for natural resource services there is substantial variation within each local government type in the level of services provided, and substantial overlap across the four types of local government. Thus, even though counties provide the highest average level of natural resource services, some cities, towns, and villages provide a higher level of natural resource services than do some counties.

B. SERVICE DIFFERENCES WITHIN AND BETWEEN MUNICIPAL TYPES: SUMMARY ANALYSIS OF ALL SERVICE AREAS

This section draws together results for the nineteen service areas reported above. The focus is to find evidence to help answer the two research questions stated in the introduction to Section A of this chapter. First, is the level of services provided by one county, city, town, or village virtually identical to those provided in any other county, city, town, or village, respectively? Second, do counties, cities, towns, and villages as separate classes provide substantially different levels of service? The first question is taken up in part 1, and the second in part 2.

1. Service Variation Within Each Local Government Type

Table C shows the range of index scores (MEAN, MAX and MIN) for counties, cities, towns, and villages (figures drawn from Tables 1.2 through 18.2). The table shows that there is substantial variation within each class of local government across sixteen of eighteen service areas. (No index was computed for Other Utilities). The social service index and the public transportation index are the two exceptions to the rule. Minimal variation was observed for towns and villages in the social services index and the public transportation index.

Scores on the social service index range between zero and one for villages and between zero and two for towns. There are two reasons for the low variation in town and village scores on the social service index. First, counties dominate social services, receiving large amounts of state and federal assistance to provide services. Second, the number of social services listed on the town and village surveys was very restricted. Towns could have a maximum social service index score of four and village could have a maximum score of two. Scores on the public transportation index range between zero and three for towns and villages.

Table D shows the values of the Coefficient of Variation (COV) for each municipal type for all 18 service indices. The Coefficient of Variation expresses the standard deviation of a set of scores as a percent of the mean. For 11 of the 18 service areas, the COV is higher for towns and villages than for counties and cities (service areas 1, 2, 5, 6, 7, 8, 10, 14, 15, 17, and 18). Cities and villages have a much smaller COV than counties and towns for four of the remaining seven service areas (Sewerage, Sanitation, Water, and Community Development). It is interesting to note that three of these service areas (Sewerage, Sanitation, and Water) are clearly associated with the population concentration characteristic of cities and villages.

In summary, it is clear that the level of service provision varies substantially within each of the four local government types. Hence, it is not true that the level of services provided by one county, city, town, or village is virtually identical to the level of services provided in any other county, city, town, or village, respectively.

Table C

Comparative Mean, Maximum, and Minimum Index Values Across 18 Indices
By Local Government Type (County, City, Town, and Village)

Indices (1 - 18)

Local Gov't. Type	1 Law Enforcement	2 Fire	3 Animal Control	4 Health	5 Substance Abuse	6 Social Svcs.	7 Aging Svcs.	8 Recreation	9 Culture	10 Highway	11 Sewerage	12 Sanitation	13 Water	15 Public Trans.	16 Planng. &Zoning	17 Home Envir.	18 Economic Develop.	19 Natural Resourc
County																		
MEAN	10.3	5.4	2.9	48.0	5.6	26.2	10.4	21.9	3.7	8.7	2.6	1.0	0.6	1.5	-	3.1	8.2	5.0
MAX	15.0	7.0	10.0	69.0	8.0	32.0	14.0	51.0	13.0	13.3	8.0	5.5	9.0	5.0	-	9.0	13.0	10.0
MIN	4.0	2.5	0.0	22.0	0.0	22.0	0.0	6.0	0.0	6.3	0.0	0.0	0.0	0.0	-	0.0	0.0	0.0
City																		
MEAN	10.2	8.9	5.6	2.3	0.7	1.8	4.1	30.5	4.5	9.8	4.8	3.8	6.4	1.5	14.5	7.3	6.2	1.7
MAX	15.0	11.0	10.0	6.3	6.0	10.0	9.0	40.0	10.0	11.8	8.5	7.0	10.0	7.0	17.0	10.0	10.5	5.0
MIN	3.5	4.0	2.0	0.0	0.0	0.0	0.0	16.0	0.0	8.0	0.0	0.0	0.0	0.0	11.0	3.0	0.0	0.0
Town																		
MEAN	1.6	3.9	4.4	2.6	0.5	0.4	2.2	11.8	3.2	5.5	1.0	1.3	1.4	0.2	8.7	1.7	1.0	0.6
MAX	8.0	11.0	10.0	10.0	7.0	2.0	13.0	52.0	11.0	9.8	7.8	5.5	9.0	3.0	16.0	9.0	10.0	7.0
MIN	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Village																		
MEAN	3.4	5.6	2.9	1.5	0.3	0.0	1.3	10.4	2.3	7.0	3.1	2.2	5.0	0.5	9.5	3.1	0.9	0.8
MAX	14.0	11.0	8.0	5.0	5.0	1.0	8.0	50.0	10.0	11.5	8.5	5.0	10.0	3.0	16.0	10.0	9.5	5.0
MIN	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Index Maximum Possible	33	17	11	89	9	39	14	71	16	16	11	10	10	14	17	10	14	15

Table D
Comparative Values of the Coefficient of Variation
For 18 Service Indices by Local Government Type

Index Service Area	County %	City %	Town %	Village %
1. Law Enforcement	26.8	27.7	114.8	90.7
2. Fire Prevention and Control	24.4	21.0	65.8	48.0
3. Animal Control	118.4	36.5	49.4	85.2
4. Health and Mental Health	30.4	71.4	63.8	69.6
5. Substance Abuse	30.4	232.9	319.6	348.1
6. Social Services	9.5	146.9	170.3	842.9
7. Aging Services	36.5	84.1	128.2	134.8
8. Recreation	52.5	24.3	92.9	81.2
9. Culture	89.0	60.7	69.0	101.7
10. Highway	21.2	11.7	32.2	22.2
11. Sewerage	118.5	57.2	213.7	96.1
12. Sanitation	153.4	44.8	100.0	65.2
13. Water	348.4	52.4	161.2	64.8
15. Public Transportation	100.7	119.3	243.4	150.8
16. Planning and Zoning	-------	12.6	63.5	45.6
17. Community Development	77.9	28.7	118.9	66.7
18. Economic Development	41.0	48.2	194.8	204.4
19. Natural Resources	59.9	99.4	214.3	138.6
Average	74.4	65.5	134.2	147.6

Thus, treating jurisdictions of the same local government type similarly and assuming that they provide the same level of public services (as the current per capita aid formula does) ignores the very real variation in service delivery which exists within each of the four local government groups.

2. Comparing the Level of Services Provided by the Four Local Government Types

The comparison of local government types raises two questions. First, is there a pattern or hierarchy in the service delivery structure which demonstrates clear breaks or distinctions in the level of services provided by counties, cities, towns, and villages? Second, if there is such a service hierarchy, how does it compare with the service hierarchy assumed by the current per capita aid formula amounts (cities provide more services than towns which provide more than villages which provide more than counties)? These two questions will be taken up in order below.

The Existence of a Service Delivery Hierarchy Among Counties, Cities, Towns, and Villages

An "absolute" break in the service delivery structure occurs where all the units of one group provide a higher level of service than all the units of another group. Referring to Table C, it is clear that a hierarchy with absolute breaks between local government types exists in only 2 of the 18 service areas (4. Health and Mental Health and 6. Social Services). For these two service areas the minimum value observed for counties is well above the maximum observed for cities, towns, and villages. Thus, in both of these service areas, all counties in the sample provided a higher level of service than all cities, towns, and villages. The level of services provided by cities, towns, and villages overlap substantially for Health and Mental Health and Social Services. Thus, although cities provide the highest average level of social services of the three, some towns and villages provide a higher level of services than some cities.

For the remaining 16 service areas (referring to Table C), there is no evidence of an absolute hierarchy of service delivery with clear breaks between counties, cities, towns, and villages in the level of services provided. This point can be understood by choosing a particular local government type; cities, for example. It is a true statement, from the results, that some counties, towns, and villages provide a level of service (in each of the 16 service areas) which is higher than some cities. This statement is also true if counties, towns, or villages were chosen as a basis for comparison instead of cities. Thus, the observed pattern of variation in service provision demonstrates overlap between the four local government types, instead of an absolute hierarchy of service delivery with clear breaks between types of local government.

Given that there are overlaps between the four local government groups which prevent an absolute hierarchy, it still may be asked, "Is there a hierarchical pattern of relationship between the four local government types on average?" The regression analysis performed for each of the 18 services areas was designed to answer this question. The analysis incorporates four other major factors which may contribute to variation in the level of services provided (population density, average income per household, average assessed full valuation per household, and state and federal aid per household). Incorporating these four factors in the analysis enhances the interpretation of the results. For each service area, the results carry the following caveat, "after controlling for differences in service level due to differences in density, income, real property, and state and federal aid, what significant differences were found between local government types in the level of services provided?"

Table E summarizes the t-statistics from regression results across all 18 service areas. Only 16 service areas have unambiguous results. Culture (9) and sanitation (12) have ambiguous results noted by an '*' in the table. The ranking numbers reported in Table E are based upon the interpretation of significant differences in regression coefficients which are reported in Tables 1.4 through 18.4 above. Looking at the first service area, "Law Enforcement", the "1" in the County column indicates that counties provided a significantly higher level of law enforcement services than do cities, towns, and villages. Of the remaining three local government types, cities with a rank of "2", provide a significantly higher level of law enforcement services than do villages (ranked "3") which provide a significantly higher level of services than do towns (ranked "4"). In cases where one local government type is not significantly different from another, the two types (or in some cases, three) are grouped and ranked together. For example, counties and villages are not significantly different from one another in the level of Fire Prevention and Control services provided. Cities provide a significantly higher level of Fire Prevention and Control services than do counties and villages, who both provide a higher level of services than do towns. Hence, both counties and villages are ranked "2" for Fire Prevention and Control Services.

Several important points can be drawn from Table E. First, no consistent hierarchy of relationships exists between counties, cities, towns, and villages across all 16 service areas. All four local government types are ranked first in at least one service area.

Second, there is a clear hierarchy in only one service area, Law Enforcement, where each of the four local government types is significantly different from each of the other three types with no ambiguity. In many cases there is no significant difference between two or more local government types in the level of service provided. In 17 cases, two local government types provided a level of service which was not significantly different. In six service areas (37%) two local government types share in providing the highest level of service. In two service areas, three local governments provided a level of service which was not significantly different.

Table E
Ranking of Comparative Levels of Service Provided
For 18 Service Areas by Local Government Type

Index Service Area	County	City	Town	Village
1. Law Enforcement	1	2	4	3
2. Fire Prevention and Control	2	1	3	2
3. Animal Control	2	1	1	2
4. Health and Mental Health	1	2	2	2
5. Substance Abuse	1	2	2	2
6. Social Services	1	2	3	3
7. Aging Services	1	2	2	3
8. Recreation	1	1	2	3
9. Culture	*	*	*	*
10. Highway	1	1	3	2
11. Sewerage	2	1	2	1
12. Sanitation	*	*	*	*
13. Water	2	1	2	1
15. Public Transportation	1	1	2	2
16. Planning and Zoning	---	1	2	2
17. Community Development	2	1	3	2
18. Economic Development	1	2	3	3
19. Natural Resources	1	2	3	3

Third, the only pattern that emerges, on average, is that counties and cities (with some exceptions) tend to provide a higher level of services than towns and villages. Counties rank highest in 10 of 15 areas (67%) and cities rank highest in 9 of 16 areas (56%). In contrast, villages rank highest in 2 of 16 areas (13%) and towns rank highest in 1 of 16 areas (6%).

Thus, a clear hierarchy of service delivery relationships does not exist on average between counties, cities, towns, and villages. While counties and cities tend to provide a higher level of services in many areas, the tendency is not uniform across all 16 areas.

In summary, no service hierarchy exists, either in an absolute sense or on average, which clearly separates counties, cities, towns, and villages across all relevant service areas. The absence of such a hierarchy means that counties, cities, towns, and villages as separate classes do not provide substantially different levels of service as a class. Hence, treating local government types differently, assuming that they provide different levels of public services as a type (which the current per capita aid formula does) ignores the pattern of variation and overlap in service provision which exists across the four local government groups.

Comparison of Evidence Concerning a Service Hierarchy with Existing Per Capita Aid Formula Amounts

As noted above, no single clear service hierarchy exists either in an absolute sense or on average between counties, cities, towns, and villages. The existing per capita aid formula assumes (based on the dollar amount granted per capita) the following order with respect to level of service provided (from highest to lowest) city, town, village, and county, respectively. None of the 16 service areas presented in Table E follow this order of ranking. Thus, the actual level of services provided by the four local government types in the sample is contrary to the hierarchy assumed by the existing per capita aid formula in each of the 16 service areas reported. Hence, the existing ranking or ordering of local government types implied by the current per capita aid formula is not supported by the pattern of service provision observed among counties, cities, towns, and villages in this study.

C. CORE SERVICES

While the services delivered vary across and within government types, it is still legitimate to ask whether counties, cities, towns, and villages provide core sets of services and whether the services included in the cores differ by class of government. If a core is defined as consisting of those services that are provided by at least seventy-five percent of the governments within a particular type, then the core can be interpreted as containing those services that are usually provided at a given local government level. Clearly a less restrictive definition of a core, e.g. 60 percent of governments, would expand the list of core services.

Given the 75 percent definition, Table F details how many core services are provided by each class of government in each service category. Note that there is only one service category, fire prevention and control, for which there are core services for each level of government. Counties provide eighty-six core services that are provided in eleven of the nineteen categories. For cities there are seventy-six core services in thirteen of the service categories. Towns provide ten and villages provide eleven core services in five and four service categories, respectively. Clearly, cities and counties provide many more core services than towns and villages. For counties, health and mental health and social services are the categories with the largest number of core services. For cities, the categories with the largest number of core services are recreation and planning and zoning. Tables G, H, I, and J list the core services for each government type, in turn, by service category.

Table F Number of Core* Services by Service Category and by Jurisdiction

	COUNTY	CITY	TOWN	VILLAGE
1. Law Enforcement	8	5	0	0
2. Fire Prevention and Control	4	8	3	2
3. Animal Control	0	4	3	0
4. Health and Mental Health	24	1	1	0
5. Substance Abuse	5	0	0	0
6. Social Services	21	0	0	0
7. Programs for the Aging	8	0	0	0
8. Recreation	2	18	0	0
9. Culture	0	3	1	0
10. Highways	3	7	2	5
11. Sewerage	0	2	0	0
12. Sanitation	0	1	0	0
13. Water Supply	0	5	0	3
14. Public Transportation	0	0	0	0
15. Planning and Zoning	6	13	0	1
16. Community Development	0	6	0	0
17. Economic Development	4	3	0	0
18. Natural Resources	1	0	0	0
19. Other Utilities	0	0	0	0

*Core means at least 75% of the jurisdictions provide at least one service within the category.

Table G: Core County Services by Service Category

1. Law Enforcement

Jail
Civil law enforcement (subpoenas, garnishments, etc.)
Traffic law enforcement (patrol and accident investigation
Probation
Criminal law enforcement
Support services to other local governments communications center
Program and alternatives to incarceration
Jail counseling services

2. Fire Prevention and Control

Arson investigation
County-wide fire communications office
Full-time disaster coordinator
Cause-and-origin support to local fire chief

4. Health and Mental Health

Health*
Home health aide care
Skilled nursing care (giving injections, etc.)
Physical therapy
Assist parents in arranging for medical care from New York State's physically handicapped childrens program.
Home visits to women after the delivery of their infants. (high risk)
Medication for the treatment of gonorrhea, syphalis, and tuberculosis.
Home visits to families with low birth weight babies for at least 6 months
Conduct home visits to pregnant women (high risk)
Immunization of children (mumps, rubella, measles, polio)
Influenza immuniz. for high risk individuals (elderly).
Community screenings for hypertension.
Well child clinics available to low income or other eligible residents
Laboratory services for diagnosis of gonorrhea, syphilis, and tuberculosis.
Visit to home bound for immunization.
Referral and regular follow-up for hypertension victims to insure long term treatment.
Speech therapy
Rabies control program.

*For counties, the Health and Mental Health category was so extensive that we have parted the core in two groups, health followed by mental health.

Mental Health

Clinic services
Special childrens services pre-school
Workshop services for mentally retarded and/or handicapped
Forensic services to jails
Continuing treatment (day services)
Sexual abuse counseling to perpetrators
Have an agency, committee, council, or other arrangement, that is specifically charged with fostering cooperation and coordination between mental health activities and social service activities

5. Substance Abuse

Educational services: presentations to community groups
Educational services - information
Clinic
Outpatient services - counseling
Counseling

6. Social Services

Burials
Protective services for children
Protective services for adults
Foster care services for children
Medical assistance (MA)
Food stamps
Emergency aid for adults
Home relief
Preventive services for children
Adoption
Aid to dependent children
Juvenile delinquent care
Information and referral services
Homemaker services
Home energy assistance
Day care services for children
Housekeeper/chore services
Preventive services for adults
Services for victims of domestic violence
Home management services
WIC nutrition program

7. Aging Services

Transportation
Nutrition: home-delivered meal
Information and referral
Outreach
Nutrition: congregate meals
Counseling
Advocacy
Facilitation of other agencies' services

8. Recreation Services

Youth alcohol abuse education program
Youth employment service

10. Highway Services

Maintain centerline striping on county roads.
Maintain edgeline striping on county roads.
Over 85% of county road mileage paved

16. Planning and Zoning

County planning department.
Help towns and villages develop subdivision regulations
Help towns and villages develop or change land use plans
Help towns and villages conduct site plan review
Help towns and villages write for state and/or federal grant applications
Help towns and villages develop economic development plan

18. Economic Development

Area development corporation or industrial development authority/agency
Tourism promotion
Publicity
Industry recruitment and promotion

19. Natural Resources

Soil conservation

Table H: Core City Services by Service Category

1. Law Enforcement

Radio dispatch full-time
Patrol service full-time (car)
Telephone answering service full-time
Office open to public full-time (24 hours per day, every day)
Lockup

2. Fire Prevention and Control

Central fire dispatching
Active inservice inspection for public structures
Monitor automatic detection systems for public structures
Administration of uniform fire prevention & building code
Mostly paid fire department
Monitor automatic detection systems for commercial & industrial
Active in service inspection for commercial & industrial
Access to central fire training facility

3. Animal Control

Enforce local dog laws
Enforce state dog laws
Animal shelter (dogs)
Emergency pickup of injured animals

4. Health Services

Collect and maintain vital statistics.

8. Recreation Services

Baseball fields
Basketball courts
Tennis courts
Playgrounds
Parks
Youth recreation program: softball
Youth recreation program: baseball
Swimming pool
Recreation for the elderly
Youth recreation programs: arts and crafts

Youth recreation program: hockey/skating
Picnic areas
Recreation centers
Youth recreation program: swimming
Adult recreation leagues: softball
Full-time recreation staff
Youth recreation program: basketball
Youth recreation program: soccer

9. Culture Services

Annual parades and celebrations
Sidewalk improvements
Public lending library

10. Highway Services

Street cleaning
Fall leaf pick up
Maintain centerline striping on city roads.
Have a professional engineer (for highways and bridges).
Plow all city roads and streets
Plow and sand or salt all city roads and streets
Over 85% of city road mileage paved

11. Sewerage Services

Provide collector sewers, i.e. street sewers connected to private property.
Over 90 percent of residences connected.

12. Sanitation Services

Weekly or more frequent residential pick-up service

13. Water Services

Over 90 percent of residential parcels receive water service.
Over 90 percent of non-residential parcels receive water service.
Have stand-by or continuous chlorination.
Maintain piped water service to any property in in your jurisdiction.
Provide treated water for residents.

16. Planning and Zoning

Actively enforce junkyard regulations
Actively enforce regulations on junk cars not in junkyard
Actively enforce regulations on zoning
Official map
Actively enforce site plan review regulations
Actively enforce sign regulations
Have a planning board that meets regularly.
Actively enforce State environmental quality review
Active regulations controlling the floodplain
Actively enforce subdivision regulations
Actively enforce mobile home regulations
Actively enforce regulations for freshwater wetlands
Retain a lawyer either part-time or full-time for landuse planning.

17. Community Development

Code enforcement
Public works (sewer, water, drainage, sidewalks, senior centers, etc.)
Sidewalk improvements
Clearance, demolition and rehabilitation of buildings, and improvements
Rental subsidies (toward moderate incomes, elderly & handicapped)
Housing and neighborhood programs (targeted programs to areas of special needs)

18. Economic Development

Low interest loans for business or developers
Industry recruitment and promotion

Table I: Core Town Services by Service Category

2. Fire Prevention and Control Services

Administration of uniform fire protection & building code
Mostly volunteer fire department

3. Animal Control

Enforce state dog laws
Enforce local dog laws
Animal shelter (dogs)

4. Health and Mental Health Services

Maintain and record vital statistics.

9. Culture Services

Historian

10. Highway Services

Plow all town roads
Plow and sand or salt all town roads

Table J: Core Village Services by Service Category

2. Fire Prevention and Control Services

Mostly volunteer fire department
Administration of uniform fire prevention & building code

10. Highway Services

Fall leaf pick up
Plow all village roads
Plow and sand or salt all village roads
Over 85% of village road mileage paved
Streetlights provided for most roads and streets maintained by the jurisdiction

13. Water Services

Over 90 percent of residential parcels receive water service.
Maintain piped water service to any property in your jurisdiction.
Over 90 percent of non-residential parcels receive water service.
Provide treated water for residents.

16. Planning and Zoning Services

Actively enforced zoning
Actively enforced regulations on junk cars not in junkyards
Actively enforced regulations on signs historic structures

D. SERVICES PROVIDED BY SCHOOL DISTRICTS: LINKAGES WITH GENERAL PURPOSE LOCAL GOVERNMENTS

School districts are an important part of the local service delivery structure in New York State. Along with their major responsibilities in primary and secondary education, school districts often provide services which complement and supplement the service activities of general purpose local governments (counties, cities, towns, and villages). In this section survey results will be presented concerning ways that school districts provide the use of facilities for other than school related activities and ways that school districts cooperate to provide services jointly with general purpose local governments.

Use of Facilities for Community Activities

Table K shows the percent of school districts from the survey which provide the use of various facilities for community activities. The table reveals several important points. First, most school districts in the sample provide the use of some kind of facilities (use of classrooms, gymnasiums, and baseball fields are provided by approximately 90 percent of the school districts responding). Second, school districts provide the use of facilities which in some communities are provided by general purpose local governments. For example, some jurisdictions from each local government type (counties, cities, towns, and villages) reported that they provide gymnasiums, swimming pools, running tracks, basketball courts, tennis courts and baseball fields. Community use of each of these facilities is also provided by school districts (Table K). Hence, there may be a significant amount of substitution taking place between school districts and general purpose local governments in the provision of recreation services across communities.

Joint Service Provision Between General Purpose Local Governments and School Districts

Table L shows the percent of school districts in the sample providing various joint services and of those providing joint services the percent provided jointly with counties, cities, towns and/or villages. The table indicates that school districts participate in joint provision in health, recreation, law enforcement, fire prevention and control, animal control, and social services (Day Care). Health services are most often provided jointly with counties followed by towns and villages and cities, respectively. Recreation services are most often provided on a joint basis with towns, followed by villages, cities, and counties, repectively. Day care services are provided jointly by a small percentage of districts with all four local government types.

Table K

Provision of Use of Facilities for Community Activities by 93 School Districts

Facility Type	Percent Providing
Gymnasiums	91
Baseball Fields	89
Classrooms	88
Auditoriums	83
Kitchens	74
Tennis Courts (outdoor)	67
Basketball Courts (outdoor)	57
Use of Grounds and Open Space for Fund Raisers	53
Running Track (outdoor)	51
Pools	34
Leasing of School Buses to Community Organizations	31
Shop Facilities	30

Table L

Joint Service Provision Between General Purpose Local Governments and 93 School Districts

Joint Service	Percent Providing	Percent Providing with:*			
		County	City	Town	Village
Health					
General Health Education	33	39	10	29	6
Preventive Dental Health	27	32	8	12	8
Dental Education Programs	20	42	11	21	11
Drug and Alcohol Abuse Programs	59	56	5	42	13
Adult Health Programs	16	20	7	40	7
Recreation					
Adult Recreation Leagues	44	0	5	68	29
Children and Teenage Recreation Leagues	57	2	6	75	34
Summer Youth Recreation	70	2	6	77	32
Summer Youth Day Camp	16	0	7	67	27
Education					
Adult Education Programs other than High School Equivalency	46	2	2	37	14
Law Enforcement					
Officer Friendly Program (officer visitation)	51	45	11	32	30
Fire Prevention and Control Education	59	7	15	75	31
Education for Humane Treatment Animals	18	35	18	24	0
Day Care					
Pre-School	13	8	17	8	8
Afternoon (Latchkey Program)	13	0	8	0	8

* The percentages for counties, cities and towns will never total 100 percent, due to the possibility of checking more than one government type, and blank responses.

In summary, the survey results indicate that school districts provide substantial use of facilities which in some communities are provided by general purpose local governments, and that districts are engaged in a substantial amount of joint service provision with all four local government types. This brief review suggests that the service linkages and complementarity between school districts and general purpose local governments may warrant further investigation.

IV. IMPLICATIONS FOR FURTHER RESEARCH

This chapter will emphasize two opportunities for further research. The first opportunity is provided by the survey results and analysis presented in Chapter III. The results suggest a need to rethink state approaches to providing revenue support for local governments. The second opportunity represents some suggestions about fruitful directions that could be taken with the survey data collected but not analyzed in this report.

State Revenue Support for General Purpose Local Governments

The analysis of the survey raises serious doubts about the implied assumptions of the current per capita aid distribution formula. The current formula assumes that local governments of the same type provide a comparable or homogeneous level of services and that local governments of different types provide substantially different levels of service. The analysis indicates that there is considerable variability in the level of service provided within types of government. Likewise, the survey results do not reveal any clear-cut local government hierarchy of service provision as implied by the current formula. Since the assumptions do not appear to fit the reality of the service structure revealed by the survey, it is appropriate to rethink and investigate options for designing state general revenue support for general purpose local governments. The survey results and their implications bolster the suggestions of earlier commissions, committees, and studies (see Chapter I).

Two general options are possible in rethinking state general revenue support for local government services. The first option would be to enhance or improve the state general purpose aid distribution package by developing an improved formula to replace the existing per capita approach. The second option would be to look for ways to expand or increase the revenues available to local governments through new local optional taxes. This option could build on the experience in New York State of sharing the sales tax and the experiences in other states of local income taxes. The two general options are not mutually exclusive. A mixture of the two options already exists in New York and in other states.

In the remainder of this section, the first option, developing an improved state aid distribution formula, will be discussed in more detail, focusing on the usefullness of the services survey information for such an approach.

Earlier commissions, committees and studies criticized the preoccupation with only one of several criteria for distributing state aid, the need criterion. The literature on local government finance, particularly that portion dealing with state-local and federal-local financial arrangements, emphasizes three major concepts in the distribution of aid: 1) capacity 2) effort, and 3) need. All three concepts represent highly prized beliefs in the American political

system. In simple terms, it is believed that aid should be given to those who lack sufficient resources or capacity to adequately care for themselves. Further it is believed that rewards should be given to those who help themselves, to those who put forth an effort to help themselves. Finally it is believed that aid should be given to those with extraordinary need.

Fiscal capacity or tax capacity is conceived as the capacity to raise local revenues. Typical measures are income and full value of real property. Fiscal effort is a concept similar to plant utilization in manufacturing. It is the utilization rate of fiscal capacity. Tax rates are typical measures. Fiscal need recognizes that not all services delivered by all units of government are essential, that some minimum level of service delivery is expected of all units of government, regardless of their fiscal capacity.

It is the fiscal needs concept that remains the most uncultivated or under-researched of the three major beliefs and it is for this concept that the survey results have the greatest implications for future research.

This study, by describing in considerable detail the variety of activities conducted under each of 19 categories of services, provides an opportunity for a service-by-service judgment regarding that minimum level of service which shall be considered a need. In addition, with the existence of the highly sophisticated local government accounting system maintained by the Office of the State Comptroller in New York it is possible to translate level of service need into financial need for each service category which can then be aggregated into financial needs for the jurisdiction. The translation of level of service needs into financial needs is not a simple research task. It requires careful analysis utilizing appropriate estimation techniques.

The enhanced estimates of the need concept flowing from such analyses should make possible the incorporation of the three major concepts, needs, effort and capacity, into the aid distribution formula. Simulation of the distributional effects of different combination of concepts and/or different weights to be attached to concepts could provide very useful information to policy makers concerned with the distribution of state aid.

Other Uses of the Local Government Services Survey Data

The local government services survey effort collected information on the services provided by local governments; how the services were produced (jointly, inhouse or by contract with another organization), how services were financed (local revenues, user fees, state and federal aid or private funds), and whether local officials thought the service was mandated. The analysis presented in chapter III used only the information on the services provided by local governments. The remaining information on how services were produced and financed, and the information on mandates has not been analyzed in any detail.

Several of the many potential uses of the data will be discussed briefly below.

Interlocal Arrangements

In an era of declining Federal assistance, perceived local taxpayer resistance to increased fees, and increased sales and property taxes, local governments are under great pressure to search for more efficient ways of providing services. The most common way of providing local government services has been the production of the service "in house" with the government's own employees. The survey revealed that a number of communities were departing from the traditional pattern of local government provision and production with a variety of interlocal arrangements, ranging from truly joint efforts to formal contracts, for the production of a service by one government for the residents of another jurisdiction. In other instances, a local government may contract with a private for profit organization to produce a service. Trash collection is a common example.

The problem is that local officials often have a bare minimum of data on which to judge the efficiency of alternative methods of service production. Conceivably, two or more governments jointly producing a service or contracting with a private organization which services two or more jurisdictions could gain the benefits of some economies of size. Unfortunately, secondary data sources are not very helpful in detecting the presence or absence of such economies because they ignore valuation and depreciation of buildings and equipment inventories. Thus, intensive studies, service by service, are required to generate the necessary information for local decision makers. The services survey information can provide an important resource for such studies. In the life protective services one would need to move beyond the data we collected and address issues such as response time and equipment characteristics.

Another interlocal arrangement worthy of future research is the availability of school facilities for adult education, cultural and recreational purposes in both the regular school year and during the summer session. School districts often do not respect other jurisdictional lines. First steps would include overlays of school district boundaries on the boundaries of other jurisdictions. Again, the services survey data could provide an important resource for such research.

Patterns of Financing

The services survey information contains the necessary information to look at a variety of issues concerning how services are financed. The Commission has already explored the pattern of services in New York which are supported by federal revenue sharing. Other similar analyses could focus upon the extent and pattern of use user fees or the pattern of use of other federal aids (not federal revenue sharing).

Mandates

The survey information on mandates could be used to compare the views of local officials and state officials on mandated services. Such a comparison could provide an important first step to resolving the longstanding controversy over mandated versus non-mandated services.

The Future

The need for further research to help local governments resolve their pressing problems is very great. Hopefully, this study, its reported results and data development, will be an important catalyst for renewed research and policy efforts focusing on local government problems and their joint state-local solution.

APPENDIX A: DEVELOPMENT OF SERVICE CATEGORIES AND INDICES

This appendix provides a more detailed description of how the 19 service categories were developed and how the 18 service area indices were calculated using survey responses. Examples from the survey are attached for two service areas: Law Enforcement and Animal Control. An expanded Appendix A, containing the index calculation for all 18 service areas, is available upon request.

Service Categories. The starting point for the preparation of the questionnaire and for the structure of categories used in the analysis was the nine-category structure published by the office of the State Comptroller. Preliminary discussions with those responsible for the data system maintained by that office revealed the possibility of considerable flexibility in the alignment of elements within the structure. This was a particularly important finding because ultimately there will be a need to relate expenditures to kinds of services delivered by local governments. Flexibility in this alignment would allow lower levels of aggregation, e.g. some number larger than nine categories, and would even allow the shifting of some elements from one category to another. For example, street lighting could be moved from a utilities category to a highway and streets category if that were desired, or an emergency medical system operated in conjunction with a fire department could be considered a part of the health category.

This flexibility inherent in the accounting system maintained by the Office of the Comptroller was used primarily to expand the category structure from 9 to 19 categories. In addition, it was possible to realign some activities by switching them from categories assigned by the Department of Audit and Control.

The structure of categories of services is not readily duplicable in the sense that two or more persons given the same data and told to utilize the same criteria may not develop exactly the same number and kind of service categories. Our objectives were to 1) increase the homogeneity of purpose of the activities contained in each category of services and 2) keep the number of categories manageable in the sense that the analysis of the categories will clarify rather than becloud understanding of the functions performed.

Construction of Service Indices

To facilitate within class and between municipal class comparisons, we attempted to reduce the variety of activities provided within a service category to an index number. Two examples will be presented here. The first example, animal control, illustrates the essence of the procedure. The second example, law enforcement, illustrates some complications that must be faced.

In the animal control category, the questionnaire contained questions about 11 activities (attached). The same questions were asked of all jurisdictions whether a county, city, village, or town. For each

CORNELL LOCAL GOVERNMENT PROGRAM - LOCAL SERVICES SURVEY

CITY SERVICES

Category 3

ANIMAL CONTROL	IIA. THE SERVICE IS PROVIDED		IIB. THE SERVICE IS PRODUCED: BY CONTRACT OR AGREEMENT WITH:								IIC. THE SERVICE IS FINANCED BY:					IID. MANDATE:
	NO	YES	IN HOUSE	JOINT with other local govt.	COUNTY GOVT.	TOWN GOVT.	VILLAGE GOVT.	SCHOOL DISTRICT	OTHER PUBLIC AGENCY	PRIVATE: NOT FOR PROFIT ORG.	PRIVATE: FOR PROFIT ORG.	LOCAL REVENUES: GENERAL PURPOSE	LOCAL REVENUES: USER FEES	STATE AID	FEDERAL AID: REVENUE SHARING	FEDERAL AID: OTHER	PRIVATE FUNDS	Check if service is mandated
Service on																		
1. investigation of cruelty to animals																		
2. emergency pickup of injured animals																		
3. identification of owner of loose farm animals																		
4. dog obedience instruction																		
5. clearing house for lost and found pets																		
6. education for humane treatment of animals																		
7. enforce state dog laws																		
8. enforce local dog laws																		
9. animal shelter (dogs)																		
10. animal shelter (others)																		
11. spaying and neutering																		

activity provided by the jurisdiction, the jurisdiction was credited with a "1." For each activity not provided, the jurisdiction was given a "0." The index was created by summing the values assigned to each activity. Thus the index for a jurisdiction could range from zero to 11, with the larger number representing full service animal control.

In calculating index scores, the general procedure was to convert blanks from the survey form into a NO response, giving it a value of "0". This procedure was followed because many survey respondents only checked "YES" if they provided a service and left the remaining items blank (i.e. not checking the "NO" box for services not provided). This procedure for handling blank responses was believed to provide the most accurate handling of the survey instrument. Treating all blanks as missing data would overstate the number of truly missing survey entries.

The Law Enforcement category represented some special problems. First, if we look at the city, village or town questionnaire (attached) we will note a number of questions that do not lend themselves to a "0, 1" treatment. Cities, for example, were asked if they had a police office that was open to the public full time (24 hours per day every day) or if their office was open less than full time. Similar questions were asked about telephone answering, car patrol, and radio dispatch activities. Each jurisdiction providing a full-time activity was credited with a "1." If, for example, the office was open less than full time it was given 0.5. But if it did not provide a police office it was assigned a "0" for that activity. The summation of the values assigned to each activity could range from 0 to 18 for cities even though questions were asked about 22 different activities. A score of 18 (the maximum possible score) was considered to be full service law enforcement for a city.

Additional complexities arise in making comparisons across classes of governments. Part of these complexities arise because the law enforcement service, for example, is not the same kind of service in all classes of governments. Civil law enforcement (subpoenas, garnishments, etc.) is a responsibility of the county not the city, village, or town within the county. Continuing in the law enforcement example, the county activities, because of their supplementary or backup nature, are often not comparable to the activities of other jurisdictions. In addition, complexities arise because of the questionnaire design. It will be recalled that in the design stage there was concern about the tradeoff between the response rate of parttime officials and the amount of detail on the questionnaire. This is reflected especially in the law enforcement category where questions were asked about 22 activities for cities, 20 for villages, and only 13 activities for towns. If we are to compare villages with cities, we must assume that the villages did not provide the activities not considered on the village questionnaire. Likewise, in town-village comparisons, it is assumed that the towns did not provide activities not considered on the town questionnaire. There may be instances where towns provide not only most of the elements of full service law enforcement for towns but perhaps something akin to full service law enforcement for cities. The truncated questionnaire for towns would not reflect this high level of service. Thus it should be noted that any standard descriptive statistic used to describe the

variability of index scores within municipal class especially for towns and villages, could provide an underestimate of within class variation. Similarly the truncation may tend to overstate the differences between classes of governments.

Some readers may desire a comparison of the aggregate level of services provided by each type of local government. Such an aggregate comparison would require preparation of a single weighted index of service level for each jurisdiction. Since we do not have the basis for constructing a weighted index, all within and between municipal class variations will be examined service by service.