





# ANNUAL REPORT

STATE OF NEW YORK  
DEPARTMENT OF TRANSPORTATION

HUGH L. CAREY  
Governor

RAYMOND T. SCHULER  
Commissioner of Transportation

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NEW YORK STATE  
**DEPARTMENT OF TRANSPORTATION**



1220 Washington Avenue, State Campus, Albany, New York 12232

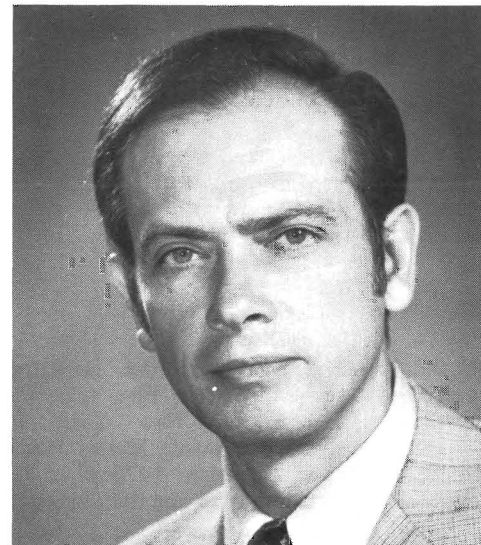
To: The Honorable Hugh L. Carey, Governor  
and the members of the Legislature

I have the honor to transmit herewith, pursuant to Chapter 636 of the Laws of 1936, as amended, the Annual Report of the New York State Department of Transportation for the calendar year 1976.

Respectfully,

A handwritten signature in cursive script, reading "Raymond T. Schuler".

RAYMOND T. SCHULER  
Commissioner of Transportation



## TRANSPORTATION PLANNING

DOT is responsible for long-range, comprehensive planning for the balanced development of all modes of moving people and goods within the State — air, rail, highways and waterways.

During 1976...

- at the Governor's request, the Department completed and published a Five-Year Transportation Program for New York State consistent with the Statewide Master Plan for Transportation developed in 1972. It included estimates of fiscal resources and their allocation.
- more than 20 transportation research studies were completed or started. Subjects included the needs of the elderly and handicapped, transportation plans for the 1980 Olympics, characteristics of transit riders and impact of time-of-day fares, the potential of upstate ports, aviation noise impacts, ferry service needs, energy use in transportation, the impact of the state and federal operating assistance programs, and the transportation implications of the use of western coal in New York State.
- DOT continued to assist the transportation planning program of the State's metropolitan areas.
- a grant was obtained from UMTA that aided the Department in providing assistance in transit planning and project development in the State's rural and smaller urban areas.
- a light-density rail service continuation plan was completed by the DOT-centered State Rail Task Force and was submitted to the Federal Railroad Administration. Full implementation of the Plan's recommendations will provide current branch line users with equal or better freight service and will be important in promoting the State's economic and environmental well-being.



Executive Deputy Commissioner William C. Hennessy was made "blood brother" of the Seneca Indians and named "Peacemaker" because of his five years of negotiation for Seneca Nation land needed for Southern Tier Expressway.

### PLANNING AND THE ENVIRONMENT

- environmental policy and analysis capabilities were brought into the Commissioner's office.
- consistent with DOT policy of concern for the environment, Environmental Impact Statements for I-88, I-390 and others were filed with the federal government and approved.
- new planning policies were established to heighten awareness of cultural resources, historic structures and sites and significant archeological sites and their retention value in relation to transportation projects.
- procedures were developed to implement the new State Environmental Quality Review

Act (SEQR).

### INVOLVING THE PUBLIC IN PLANNING

- a citizens advisory group was formed to conduct public forums on aspects of DOT's study of Metropolitan Transportation Authority management and operations.
- the Commissioner's Tri-State Council, a citizens panel, also was inaugurated. The panel assists the Commissioner in policy decisions regarding Tri-State responsibilities.
- five regional Watchdog Committees were formed to monitor quality of rail freight service throughout the State after consolidation of bankrupt lines under Conrail.

## PUBLIC TRANSPORTATION

New York State continued to lead the nation in its support of public transportation. During the year nearly \$410 million in State, local and federal funds were committed to capital improvements and operating assistance for mass transit systems and for intercity rail passenger service.

The needs of public transportation over the next five years were the largest element of DOT's Five Year Transportation Program submitted to the Governor by the Department in July. The plan is based upon projections of State and federal resources that can reasonably be anticipated. Public transportation will require \$4.7 billion over the five years and improvement projects will generate more than 500,000 jobs.

The State's sustained effort to increase transit patronage has included identifying new transit needs, merchandising the service, replacement of equipment, renewal of facilities, holding the line of fares by substantial financial operating assistance. Results to date have received acclaim from transportation officials across the country.

### URBAN

DOT's goal is to satisfy public transportation needs at reasonable cost, to provide expanded service and financial relief for the elderly, disabled and the needy, and to make public transportation safer and more useful for business and social service.

During 1976...

- 92 mass transit capital projects were implemented and, at year end, 18 more awaited federal approval. These included the funding of new buses and equipment, garage facilities and bus stop shelters.
- 10 studies were completed on such subjects as alternative fares for different city systems and an analysis of transit policies and forecasting techniques for service demand.
- more than \$104 million was distributed to counties, cities and transportation authorities under the State's operating assistance program.

Local governments participating in the program match State funds. Federal matching funds brought the total operating aid to over \$330 million. In many instances, assistance to carriers enabled them to continue service. In other instances, the support was translated into lower fares and more services.

- the Department assisted each of the State's eight metropolitan areas in preparing a Transportation Improvement Program (TIP) spanning the next five years, as required to qualify for federal aid. The program for the State portion of the New York City metropolitan area alone calls for the expenditure of nearly \$3.1 billion in capital improvements. This would create more than 176,000 direct and indirect jobs.
- a Department Task Force completed the first phase of its comprehensive study of the giant Metropolitan Transportation Authority's plan-

ning, management, financing and operations.

- more than \$1.4 million in federal capital grants administered by DOT were awarded to private non-profit organizations in the State for the purchase of vehicles and related special equipment to transport the elderly and the handicapped.
- exercising its responsibilities regarding economic regulation of privately operated bus companies, DOT allowed only such fare increases as were clearly justified. Riders saved an estimated \$2 million through the Department's intervention in fare increase requests.
- local public meetings on private bus fare proposals were instituted. They give riders an opportunity to offer comments and suggestions on the fare proposal and on the quality of service early in the decision-making process.



Vans delivered to Albany Jewish Community Center for transporting elderly and handicapped were among 200 vehicles for which DOT obtained Federal funds on behalf of 80 non-profit agencies throughout State.

## INTERCITY

Emphasis on operating and service efficiency was placed on both private and public passenger service between cities. Preservation of existing services and facilities and capital improvements where needed received priority consideration.

During 1976...

- the Commissioner announced construction plans for new rail passenger stations for Schenectady and Rochester.
- seven \$4.5 million Turboliners were assigned by Amtrak, a federally-created organization, to rail passenger service between New York City and Buffalo, a major step toward the full implementation of high-speed rail service in the "Empire Corridor."
- the Niagara Frontier Transportation Authority's Transportation Center, located in Buffalo, was nearing completion under a State grant of \$7.8 million.
- in cooperation with Connecticut, a study of the potential for new and expanded Long Island ferry service was prepared under contract with the Tri-State Regional Planning Commission. Department representatives actively participated in ICC action involving an application for a new ferry service between Greenport, Long Island, and New London, Connecticut, in order to assure that traffic operational needs would be adequately considered by the ICC.
- public hearings on a request by Greyhound for a 10 per cent fare increase were held. DOT determined that the request was excessive and permitted Greyhound to raise fares by 5 per cent. This reduction from the original 10 per cent proposal will save New York riders an estimated \$165,000 annually.
- a request by a bus line to discontinue early morning operations between Rochester and Buffalo was disallowed by the Department, based on area needs and the number of passengers using the service.



**Inaugural run of Amtrak "Turboliner" in September heralded future high-speed passenger service in NYC-Albany-Buffalo "Empire Corridor."**



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## FREIGHT

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Among its responsibilities the Department acts as a regulatory agency for the movement of rail and motor freight. It issues operating authority, sets carrier operating codes, approves or disapproves requests for changes in service, and ensures that rate levels are reasonable. In a year's time DOT responds to more than 2,500 complaints against household movers, truckers, and other common carriers.

During 1976. . .

- a Rail Plan was prepared by DOT staff to qualify the State for federal subsidies for light density branch lines so that operations may be continued. In conjunction with the plan, a map showing the location of all operating rail lines in the State was detailed.
- contracts with Conrail, Bath and Hammondsport RR, and the Ogdensburg Bridge and Port Authority guaranteed continued rail freight service to 270 New York shippers on 614 miles of branch lines not part of the Conrail system. Federal funds will subsidize operation on 32 less heavily-used lines which share 18,000 carloads of freight each year.
- application was made for federal funds to rehabilitate the South Amsterdam-South Fort Plain rail line and three private railroads — the Fonda, Johnstown & Gloversville, Central New York, Cooperstown & Charlotte Valley.
- interstate rail rates that would have been discriminatory to New York City were disallowed by the ICC after the active intervention and protest of NYSDOT.
- DOT was successful in its petition to the ICC to reverse a decision permitting abandonment of piggyback rail service at Elmira. The reversal was of direct benefit to major shippers in the Southern Tier.
- a New York City Household Goods Advisory Committee made up of industry, labor and consumer representatives was formed to review the household mover regulatory program and suggest improvements.

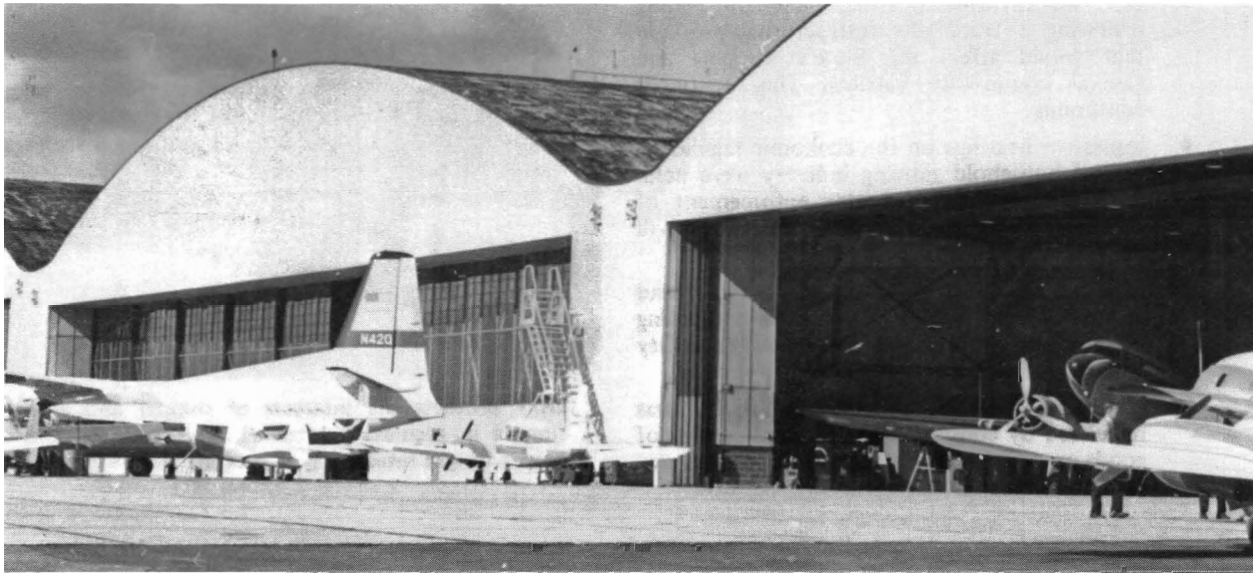
- DOT was involved in a major rate proceeding reviewing a truck rate restructuring proposal that would affect the State's shippers and general commodity carriers. This action is continuing.
- legislative hearings on the economic regulation of the household moving industry were held. Legislation to permit better enforcement of the Transportation Law failed passage but will be resubmitted.
- DOT published an information pamphlet and a rate booklet for use by consumers in selecting a household goods mover in the New York City area.
- as a result of DOT intervention \$10,290 was recovered by consumers for loss and damage of goods or overcharges by transportation services.



**DOT protects the interests of shipper and consumers in regulating rates of intra-state rail and motor freight rates.**



**Rail freight service to 270 shippers on 614 miles of lightly-used branch lines was assured by DOT's utilization of Federal funds to subsidize operations and rehabilitate potentially viable lines.**



During 1976, DOT-approved aviation projects attracted \$28.3 million in Federal grants.



The 1976 opening of the Barge Canal System was broadcast by NBC-TV as a Bicentennial salute to New York State.

## AVIATION

The expanding role of general aviation and air carrier operations throughout the State is of growing concern to the Department. An airport development program is providing funds to meet the increasing needs of airports. On behalf of the State's citizens, DOT monitors commercial air service and participates in all Federal Civil Aeronautics Board hearings involving scheduled air service to New York State communities.

During 1976...

- applications for federal grants of \$28.3 million were approved by DOT for projects at 26 airports.
- the Legislature approved \$564,000 in matching State funds from the 1967 Bond Issue for eight new aviation projects worth \$2.7 million.
- projects under way with State funding will provide for landing (safety) aids, airfield lighting, land acquisition, obstruction removal, new parking aprons, access roads and other features that will improve the service capabilities of airports.
- major airport projects under way were a runway and taxi strip rehabilitation program at Buffalo, reconstruction of the north-south runway at Albany, and a runway extension project at Syracuse.
- 65 inquiries from prospective private airport owners were answered, seven completed improvement plans and received Department approval.
- the Department prepared testimony for submission to the Civil Aeronautics Board in an action to restore major airline service to Sullivan County. The CAB's decision was favorable.

## CANALS & PORTS

A canal system of 524 miles and including two hydroelectric plants is maintained and managed by DOT. In addition, five ports — Albany, Buffalo, Ogdensburg, Oswego and Rochester — are assisted by DOT as



part of the multi-modal transportation system in the state.

During 1976...

- 2,227,052 tons of cargo passed through the State Barge Canal System, nearly 15 per cent more than 1975, during the 224-day session.
- more than 90,000 pleasure craft made use of the system, 6.2 per cent greater than the previous year.
- a comprehensive study of operations, financing and management of the five ports was completed. Projections for the next five years indicate freight handling in the ports may double. The study identified the potential uses of each port and recommended the establishment of an Upstate Ports Council (UPC) to deal with shiplines and other related carriers. An advisory liaison committee of metropolitan planning organizations, regional planning boards and State agencies was set up to provide local input to the study.
- a new contract with the Niagara Mohawk Power Company for automating the Department's hydroelectric plants was negotiated. The utility will continue equipment maintenance while DOT will maintain the buildings and grounds.
- the Department continued its program of developing or permitting localities to develop canal side parks on DOT property. More than a dozen were completed last year.

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## HIGHWAY PROGRAMS

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DOT's policy is to make the best use of existing highways and bridges and to undertake new construction primarily to fill gaps in systems previously started.

During 1976...

- 251 highway projects involving 800 miles of road were completed.
- new tools were developed to help evaluate the condition of highways in terms of pavement roughness and skid resistance, signs, structures

and roadside features. Now being used are instruments that measure the roughness and skid resistance of pavement at posted speeds, and a device which takes special photographs about every one-tenth mile to show condition of roadway, shoulders, ditches, driveways, guide rails and slopes. Together they provide an effective system of highway condition inventory and management.

- a speed monitoring program was designed and implemented for adherence to the 55 mph energy-saving program and in the interests of greater highway safety.
- more than 15 studies prepared by DOT research and development teams covered such topics as highway safety, sign legibility, wind influence on overhead sign structures, performance of highway barriers, material evaluation, construction practices and highway maintenance.
- the Department received a U.S. DOT award for the LaSalle Arterial project in Niagara Falls as The Outstanding Section of Highway in its Urban Environment.
- DOT was awarded a federal citation for its activities in highway safety, including its installation of better guide rails, traffic signs and signals, pavement grooving, resurfacing and striping, widening and realignment of intersections and elimination of roadside obstacles and high hazard situations.
- a federal grant was made for Local Accident Surveillance to identify remedial programs for accident causing situations.
- a tourist-oriented directional sign program was initiated on a trial basis.
- a five-year highway transportation plan projected at \$3.6 billion was developed.

## INTERSTATE HIGHWAYS

The last major unfinished components of the State's Interstate network are nearing completion. A 90 per cent federally-funded program, the Interstate system will make it possible to drive from coast to coast without a traffic signal.

This year, 24 miles of Interstate highway were completed in New York, bringing the State's completed interstate mileage to 1,238. At year end, 39 miles were under construction and the State's remaining allocation of 109 miles was in the planning or design stage.

During 1976...

- the final 3.6 miles of I-90 were opened. This completed the 20.6 mile connection between Thruway Exit 24 at Albany and the Berkshire Spur leading to the Massachusetts Turnpike.
- an 11-mile segment of I-390 in Steuben County between Avoca and Wayland was completed. This expressway, between the Outer Loop in Monroe County and the Southern Tier Expressway, will be 70 miles long and is scheduled for completion in 1980.



Highway construction crew lays 24-foot swath of concrete by using economical "slip form" method.

- an 8.7-mile section of the 120-mile Interstate 88 route between the Capital District and the Southern Tier was opened in Chenango and Delaware Counties, bringing to 47 miles the completed sections of I-88 between Oneonta and Port Crane.
- the Five Year Transportation Program for New York State included a proposal for \$1.5 billion for Interstate roads.

### LOCAL HIGHWAYS

In 1976 the Town Highway Improvement Program provided approximately \$4.79 million in matching funds to towns throughout the State. These funds helped towns reconstruct 477 miles of town roads, resurface another 453 miles and repair 79 town bridges.



"Turtle Winch" developed by DOT maintenance foreman permits four-man crew to erect large highway signs where eight to 10 men were formerly required.

### MAINTENANCE

New York State's highway maintenance system protects the huge public investment and provides safe, smooth traffic flow for the users of the State's highways.

During 1976...

- the Department performed maintenance on 14,489 center line-miles (39,665 lane-miles) of highway. The maintenance function, at a cost of \$102 million; is carried out by 10 regional groups and 66 residencies having 5,950 employees, with an engineering and clerical staff of 450.
- routine maintenance activities and their costs were: pavement, \$9.5 million; roadside, \$8.3 million; traffic control, \$5.5 million; and shoulder, \$4.4 million. Snow and ice control was the most costly maintenance item, requiring \$27.3 million.

### RECONDITIONING & PRESERVATION

The Reconditioning & Preservation (R&P) program includes more extensive highway improvements than normal maintenance and has as its objective the avoidance of greater future reconstruction costs.

During 1976...

- 223 miles of State highway were contracted for improvement in the R&P program with obligated expenditures of nearly \$37.3 million.
- the Federal Highway Administration made a landmark decision that R&P was not simple maintenance and thus, under the 1976 Federal Highway Act, was eligible for federal aid.
- the Department continued to push for a change in the federal highway design requirements in order to effect reductions of the higher average costs inherent in federally-funded projects.

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## SAFETY

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Good highway maintenance practices, the elimination of roadside obstacles and other high hazard situations, measures to ensure the safety of school children being transported by bus and correction of rail safety deficiencies are all part of DOT's continuous campaign to reduce transportation accidents. Safety around airports also is a primary concern of the Department.

During 1976...

- \$8,593,000 was set aside for 192 safer road projects and \$1,147,000 was assigned to eight pavement marking projects.
- the Department continued its emphasis in developing traffic signal systems and freeway surveillance and control systems. Twelve of these projects totalling \$103.4 million were being advanced through active development stages.
- \$6,551,000 was provided by DOT to remedy hundreds of roadside hazards such as bridge abutments and poles that are too close to the highway.
- seven projects costing more than \$1 million were completed in a federal-state program designed to identify and alleviate safety problems on existing major urban streets.
- another 22 projects worth over \$20 million were under construction. Thirteen other project studies were under way.
- New York State's impending Right Turn On Red law was vigorously promoted by the Department to assure driver compliance after January 1977. A series of demonstrations was held and many press releases, brochures and posters were distributed to better inform motorists on proper use of the Right On Red system.
- nearly 90,000 bus inspections were completed and 11,000 deficiencies were noted and corrected.



Right On Red After Stop signs came down after law, effective January 1, 1977, permitted right turns in absence of prohibitory sign.

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- of 619 bus accidents investigated, only nine involved mechanical problems.
- inspection of 1,008 railroad locomotives, 5,339 passenger cars, 14,543 freight cars and nearly 7,000 miles of track was accomplished.
- the systematic inspection of railroad grade crossings resulted in the improvement of protective devices at 14 locations.
- eight pilot safety meetings and two flight instructor clinics were held as part of DOT's program to reduce related hazards and accidents

in aviation.

- 30 air space studies were conducted with regard to safe procedures at several airports. These studies considered placement and height of buildings, towers, power lines and other structures as they relate to approach and take off from airports.
- 8 parachute centers were inspected and licensed or relicensed, and 166 authorizations were issued for off-center (exhibition) parachute jumping.



DOT's contribution to Bicentennial celebration included acquisition of "Festival Barge" which visited communities throughout State via Barge Canal System.

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## BICENTENNIAL

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In keeping with the Governor's directive for full cooperation and aid to the New York State Bicentennial Committee, DOT made several contributions.

During 1976...

- the Department assisted in obtaining the Festival Barge, assigned personnel and tugs for its tour along the State's waterways, selected adequate docksites and aided the barge staff in scheduling stops.
- DOT cooperated with NBC Television's TODAY show in its "Bicentennial Salute to the States" that showed the opening of the canal in Lockport.
- the Department permitted use of land and granted time to archeologists to recover artifacts of an 18th century Indian Village before construction of an I-88 rest stop continued.
- personnel prepared a four-panel exhibit depicting George Washington's four day tour of Long Island in 1790.
- staff in the Utica area painted several bridges red, white and blue with the dates 1776-1976 emblazoned on them.
- loaned special equipment and personnel for a reenactment of the Henry Knox' feat of transporting fifty cannon weighing as much as 2½ tons each from Fort Ticonderoga to Boston.

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## 1980 OLYMPICS

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DOT is working closely with the Lake Placid Olympic Organizing Committee. The Department developed the transportation section of the Olympic Games Environmental Impact Statement that was required for federal funding. Other surveys, studies and reports also have been prepared by the Department to aid LPOOC in the planning for the Games.

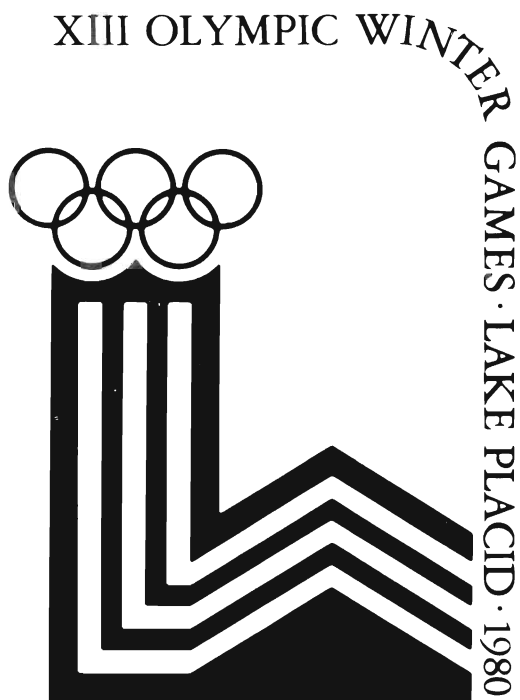
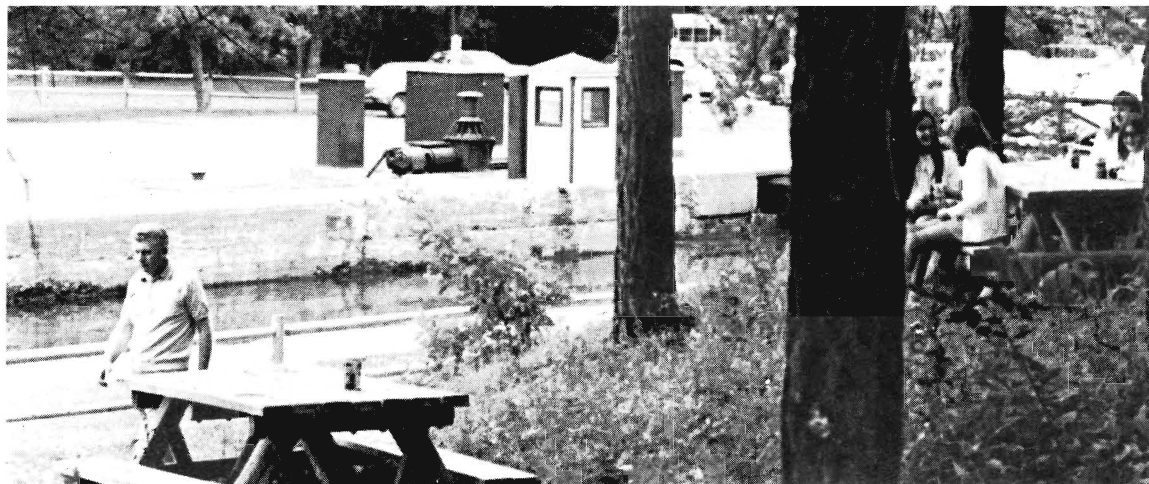
During 1976...

- a survey of restaurant serving capacity within



a 150 square mile area was completed. The LPOOC will use this information when planning food and transportation services for the thousands of visitors expected.

- transportation experiences at the 1976 Winter Olympic Games at Innsbruck and the 1976 Summer Olympic Games at Montreal were well documented in an attempt to benefit from past experiences.
- an estimate and analysis of travel demand for the 1980 Olympic Games was compiled. In an effort to minimize congestion, DOT developed a bus shuttle and circulation plan.
- a conceptual transportation plan was prepared with a detailed discussion of highway, rail and air transportation services needed for the Olympic Games.



DOT gives environment top consideration in transportation planning. Environmental impact statements are prepared for all projects.

## SUMMARY OF HIGHWAY CONSTRUCTION PROJECTS

<u>Type</u>	<u>Number</u>	<u>Miles</u>	<u>Bid Price</u>
<b>Contracts in Force January 1, 1976</b>			
Construction	112	442.80	\$331,448,447
Reconstruction	182	418.18	234,699,140
Totals	294	860.98	566,147,587
<b>Contracts Awarded During 1976</b>			
Construction	45	130.11	163,859,032
Reconstruction	199	487.02	131,272,479
Totals	244	617.13	295,131,511
<b>Contracts Accepted During 1976</b>			
Construction	67	338.00	159,072,851
Reconstruction	184	462.59	130,749,482
Totals	251	800.00	289,822,333
<b>Contracts in Force December 31, 1976</b>			
Construction	90	234.91	336,234,628
Reconstruction	197	442.61	235,222,137
Totals	287	677.52	571,456,765

NOTE: "Construction" includes such work as installation of traffic signs, landscaping and miscellaneous contracts as well as actual highway construction.

"Reconstruction" involves improvement of existing routes including Reconditioning and Preservation.

The Annual Report was prepared by  
the Office of Public Affairs

John W. Moore, Editor

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## DEPARTMENT OFFICIALS

December 31, 1976

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Department Secretary

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William C. Hennessy  
Thomas B. Tyree

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