

APPENDIX D
PROGRAM WORK PLAN
Draft
Contractor: Town of Ossining
Project Title: Municipal Consolidation Alternatives Evaluation
Contract No. T-098841

1) Project Description

a) Project:

The two municipalities, the Town and Village of Ossining, are involved in extensive discussions and studies to determine how services can be delivered to their respective constituencies in a more efficient and cost effective manner through the reduction of duplication and elimination of governmental inefficiencies. The Village of Briarcliff Manor was a participant, but decided to discontinue participation in Spring 2010.

The communities have established a joint municipal committee (Local Government Operation/LOGO) staffed with local officials and citizen members representing each of the communities. The committee has interacted with consultants on two separate studies involving first, police services and secondly public works highway. Final reports were received in Summer 2010.

In addition, the communities are also working with the New York State Office of Court Administration on a plan to consolidate the local municipal courts into one regional court. The decision to proceed with the necessary enabling legislation and final planning was recently agreed to at a joint meeting of the governments. It has become clear that the cooperative effort of the participating municipalities will bare substantial results in the months and years ahead that will benefit all taxpayers. This progress has raised additional challenges. The municipalities now wish to carefully examine their governmental structures by seeking professional assistance in examining alternatives to the present Town and Village format. The participants have stated their desire to seek out information and analysis regarding the advantages of such forms of government such as establishing coterminous town-village; a single consolidated town-wide government or a combination of alternatives.

This complex matter will require detailed study of the present delivery of services and redundancies that are readily apparent, the cost of those services, and how proposed changes will impact on the taxpayer, i.e. the equalization rate on each jurisdiction, elected officials, form and format of government, political identify and a host of other implications including, but not limited to, how to address the significant portion of the Village of Briarcliff Manor which is within the Town of Ossining. Due to the completed consultant studies mentioned above, a good source of data has been collected that will help expedite an additional study. However, because there are so many issues to consider, a multiyear project is anticipated.

b) Geographic Area: the Town of Ossining, which includes the entirety of the Village of Ossining within its borders

c) Partners: the governing boards of the Town and village of Ossining.

d) Goals and Objectives

The grant is to provide funding to hire a consultant at a cost of \$50,000 for the first part of data collection and analysis. Specifically, we will ask the consultant to review the legal, financial and operational impact of several possible forms of consolidated government for the three existing municipalities, including:

- *A co-terminus Town & Village of Ossining and the continuation of a separate Village of Briarcliff
- *Any other possible consolidated government structure permissible by law.

Subsequent states will focus on public outreach, public input and a legal work plan for execution. An RFP process will begin shortly to identify the appropriate consultant to oversee this study.

We believe that this project will help the public and its elected representatives understand the existing relationship of local governments, and how they can intelligently proceed in further reorganizing their local governments by detailing the legal, financial and political implications of various government structures.

The Public information process in this project is substantial. We foresee numerous public forums both for public input and education that eventually will lead to public votes on proposed restructuring.

e) Studies:

- ICMA reports on Police consolidation and Highway/DPW consolidation
- Office of Court Administration study on court consolidation
- Other DOS studies

f) History of Project:

g) Relationship to Other Projects:

2) Project Components

a) **Objectives: to determine the best governmental structure for a co-terminus Town/village of Ossining, including the political, financial and**

b) Problems:

- a. Consolidating municipal unions – Teamsters, CSEA
- b. Different structure of police services
- c. Constituent concern of loss of local control
- d. Historical considerations
- e. Management structure

c) Tasks:

The Municipal Board will appoint a Co-Terminus Study Committee (CTSC) and charge it with developing a study to determine the best structure for a con-terminus Town/Village of Ossining. That study will form the foundation for an action plan. The CTSC will transmit its final work to the Municipal Boards for acceptance. The Municipal Boards will work together to review and either accept or adjust this final product and adopt the study, draft plan and alternatives. Nothing herein commits the Municipal Board to the committee's course of action; rather all of this information is intended to provide village residents with as much information as possible to make an informed decision. Successful completion of the project does require the Municipal boards to formally adopt the project through resolution.

Task 1

Task: Project Initiation

Schedule: Month 1

Deliverable: Kick-Off Meeting

The Town & village shall meet with the Department of State prior to initiating work on this project to discuss goals, objectives, state requirements and expectations.

The municipal boards will appoint a Co-Terminus Study committee which shall be charged with developing a study to create a co-terminus Town/Village of Ossining, including the fiscal impacts, provision of services, and other matters as identified. The study will provide information and the foundation for a plan to become Co-Terminus Town/Villages and identify alternatives to becoming a co-terminus town/village that would also achieve municipal consolidation.

The Municipal boards and the committee will develop a Request for Proposal (RFP) to select a qualified consultant to assist in the development of a study, plan, and alternatives. The two municipal boards will jointly issue the RFP. The Committee will review and may interview respondents. The Committee will then recommend to the joint Municipal Boards a qualified consultant. The Municipal Boards may participate in the review process and will consider the Committee's recommendation when selecting a qualified consultant. The Municipal Boards will enter into a joint contract for professional services with the selected consultant.

The Committee and the consultant will initiate the project with a kick-off meeting with the two municipal boards.

Task 2

Task: Co-Terminus Study

Schedule: Months 2-4

Deliverable: Draft and Final Co-Terminus Study, Meeting Summaries

The Co-Terminus Study is intended to provide a foundation for the project. The study will include a comprehensive list of municipal services, on a per-service basis, which shall include budget allocation, employment allocation, per-resident cost, inventory of equipment, complexity of delivery of services, specialized knowledge of personnel needed to execute services, necessary capital investments, and opportunity for cost savings and/or service enhancement. The study should also consider the general perception of the feasibility of possible options and should solicit public input to identify and address public concerns and likely reaction to restructuring service delivery and service quality.

The study should set a process to determine the potential cost and tax impacts on each segment of the impacted population in the Town and Village of Ossining, including the residents who are in the Town of Ossining portion of the Village of Briarcliff. Major findings will be presented to the committee and municipal boards in a public meeting.

The study will contain the following elements:

1. The names of the local municipalities to be impacted.
2. The territorial boundaries of the new Town/Village of Ossining entity, including the legal structure and relationship of the portion of the Village of Briarcliff that is within the Town of Ossining
3. The type and/or class of the Co-Terminus Town/Village, and the impact on the portion of the Village of Briarcliff that is within the Town of Ossining
4. The assets of the impacted entities, including but not limited to real and personal property, and the fair value of each asset in current money of the United States
5. The impacted entities' liabilities and indebtedness, bonded and otherwise, and the fair value thereof in current money of the United States
6. Terms for reallocation/disposition of the impacted entity assets and the disposition of its liabilities and indebtedness, including the levy and collection of the necessary taxes and assessments there for;
7. Any plan for the transfer or elimination of public employees; including the merging of public employee unions
8. Any agreements entered into with the town or village that is impacted by the creation of a Co-Terminus Town/Village
9. Which local laws, zoning, ordinances, rules or regulations of the entity shall remain in effect
10. The manner and means by which the residents of the entity will continue to be furnished municipal services following the creation of a Co-Terminus Town/Village;
11. A fiscal analysis of the effect that creation of the new entity has on the village and the area of the town or towns outside the village;
12. A fiscal estimate of the cost of creating a co-terminus Town/Village;
13. Any other matters desirable or necessary to carry out the plan
14. The effective date of the new municipal entity;

The consultant shall develop a draft study. The Committee will hold a public meeting to review the draft study. The Committee will adopt a final version of the study with revisions if necessary.

Task 3

Task: Co-Terminus Plan

Schedule: Months 4-6

The Committee, using the information developed in the Co-Terminus Study, shall develop a best-case Municipal Plan. It should be noted that the Committee may believe that creation of a Co-Terminus Town/village is not in the municipalities' interest, however developing this Co-Terminus Plan will provide two advantages. First, the Plan will make certain assumptions that will allow for a refined fiscal impact model of the affected municipalities. Second, if the Village is served with a dissolution petition, the

Municipal Board will have a Plan which it can immediately provide to residents and consider.

Task 4

Task: Alternatives to Co-Terminus municipal structure

Schedule: Months 6 – 8

Deliverable: Draft Co-Terminus Study

The Committee will develop possible alternatives to the creation of a Co-Terminus Town/Village that achieve cost savings and/or efficiencies in village operations. Possible alternatives may include but shall not be limited to shared services, functional consolidation, and reduction or elimination of services. These alternatives are intended for the municipalities consider should a decision be made to not become a Town/Village government. These alternative scenarios will include a high-level cost and tax impact projections for the identified options.

Task 5

Task: Public Meeting

Schedule: Month 8

Deliverable: Meeting Summary Report

The Committee will hold a public meeting to review the final Co-Terminus study and draft action plan and alternatives to the plan.

Task 6

Task: Final Co-Terminus Study, Plan and Alternatives to Co-Terminus

Schedule: Months 8 – 9

Deliverable: Draft and Final Co-Terminus Study

The final report will compile the items identified in Tasks 2, 3 and 4 above.

Task 7

Task: Public Hearing

Schedule: Month 9

Deliverable: Minutes of Public Hearing

The Committee will hold a public hearing on the Final Co-Terminus Study, Plan and Alternatives to Co-Terminus. The Committee will transmit the final deliverable to the Village Board along with a summary of the public hearing. Note that the Final Co-Terminus Plan will also list the time and place or places for a public hearing or hearings by the Village Board on the proposed Co-Terminus plan pursuant to state law.

Task 8**Task:** Project Close-Out**Schedule:** Month 9**Deliverable:** NYSDOS Project Close-Out Documents

The Municipal Board shall receive the final report for the DSC. It will then complete the required close-out process with the New York State Department of State.

The Town of Ossining or its contractor will identify tax payer impact (e.g. cost or savings) during the course of the project and will include it as part of the report. Tax payer impact shall be expressed as Total Cost Impact, Cost Impact per Capita (based on the most recent US Census, Census estimates, or population survey), and Estimated Impact on Property Taxes resulting from the project, which is calculated by dividing each applicant's Total Cost Impact into the amount of its taxable assessed value (equalized full value multiplied by the equalization rate) and expressed as dollars per thousand of taxable assessed value.

Task	Deliverable	Budget	Schedule
SEQRA Review	Letter stating findings		Beginning of Project
Development/update of IMA	Copy of executed agreement to DOS		
Project Status Report	Copy to DOS		Every 6 months
RFP	Copy to DOS for review & approval		
Copy of Survey	Copy to DOS for review		
Draft Feasibility Study	Copy to DOS for review & comment		
Taxpayer Impact Analysis	Copy to DOS		End of Project
Final Feasibility Study	Copy to DOS for and approval		
Final Project Summary Report	Copy to DOS	55,000.00	End of Project

c) **Procurement:** In securing contractual services, the Town of Ossining will comply with Municipal procurement policy and General Municipal Law section 103. (See Appendix A-1 Attachment 4).

d) **Other:**

i) **Documentation:** All documents created as part of grant funds must specify the following "This (document, report, map, etc.) was prepared with funds

provided by the New York State Department of State under the Local Government Efficiency Incentive Grant Program." See page 11, Section III.

ii) **Environmental Review:** An environmental review will be completed as required in Section XV of this agreement and transmitted to the Department of State.

iii) **Deliverables:** See "Tasks."

e) **Schedule:** See "Tasks"

1) **Review and Status**

a) Department of State shall review Project Components for consistency with the applications.

b) Contractor shall provide Project Status Reports every six months or when payment is requested.
