

Proposal to Conduct a Comprehensive Study of Dissolving the Village of Prospect, NY

Analysis of Alternatives up to and including Dissolution

June, 2014

Prepared for:
Village of Prospect, NY

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CGR's APPROACH

The Center for Governmental Research Inc. (CGR) is pleased to respond to the Village of Prospect's Request for Proposal (RFP) to prepare a comprehensive study of dissolving the Village including developing a dissolution plan and conducting a thorough analysis of alternatives to dissolution.

A unique resource to the public sector, CGR is an *independent non-profit organization* that provides research, analysis, management guidance and implementation support to local governments. Founded in 1915 to serve the public interest, we have grown to become a leading organization in the analysis and development of governance options and municipal service delivery plans across local governments.

As outlined in the RFP, the Village has initiated a process to understand the implications on staff, services, assets and liabilities if a dissolution were approved by the citizens. The precipitating factor to the discussion of dissolution is a pair of workers compensation claims. Self-insured through a program administered by the Oneida County Self Insurance Plan, two claims have revealed that self-insurance has created significant financial exposure for a community with full property value less than \$10 million.

While Village officials wish to preserve the quality of life for Village residents, simple economics has forced them to reconsider whether the continuation of village government is affordable. Village leaders want a professional study completed to guide them in looking at all ways in which they can either continue to operate as a village or, if that isn't possible, dissolve while preserving village services. In the absence of good alternatives, a full dissolution plan will proactively allow the board to put the idea of dissolution to a referendum in March of 2015 and give the voters a clear report on the implications of the decision.

The RFP does an excellent job of articulating in detail the expected outcomes from the study. At the risk of oversimplifying, we believe that the outcomes can be summarized around three key issues Village leaders want to focus on when examining the impacts of dissolution and/or alternatives to dissolution. The study should:

1. Address issues of *service continuity* by articulating how Village services will be impacted, whether they will continue or not, what arrangements will be necessary to insure they continue if necessary, and what the status of Village employees will be post dissolution;

2. Address *fiscal impact* issues by examining the costs of services that would transfer to the Town of Trenton or to other not for profit institutions, the revenue impact, and the fiscal impact of transferring assets and liabilities as well as taxpayer impact on those inside and outside of the current Village in the Town of Trenton; and
3. Address *non fiscal issues* such as the transfer of Village laws and regulations, zoning ordinances and tax exemptions, adequacy of representation in the Town, and identity of the Village.

It is not unusual for a village to have debts that must either be settled through a sale of assets or through the creation of a debt service district within the surviving local government, in this case the Town of Trenton. The magnitude of the obligation under the two Workers Compensation claims is relatively large, of course, and bears particular attention. In the event that the guidance of a municipal attorney is required, CGR has included the resume of a frequent collaborator, attorney Linda Kingsley, as an optional service.

There may be other issues that are not so easily summarized and we would enjoy the opportunity to explore those issues with the community. The elements defined by the RFP are entirely consistent with the work product we have provided for other similar sized communities such as Speculator, Perrysburg, Mannsville, and Altmar among others. We are uniquely suited to work with your Village and insure sensitivity and objectivity to help your community navigate this emotional process.

This proposal outlines a study process that would be completed in an approximately nine month timeframe and comply with the requirements for putting this issue on the ballot in March of 2015. Our approach breaks down the project tasks in a way that addresses the substantive issues identified in the RFP and optimizes efforts for community engagement and education.

As with any dissolution, shared service and/or governance feasibility study with which CGR has been involved, our proposed approach for the Prospect community is predicated on two fundamental objectives, as discussed below.

Objective, Fact-Based Collection and Review of Data

An objective collection of basic data and facts is essential to building a shared information foundation for *any* examination of dissolution, governance and/or service options. To meet this goal, CGR's deeply experienced staff team will spend time on-site meeting with key

stakeholders, interviewing officials and department heads, and gathering a significant amount of data regarding each municipality's budget, operations and governing structures.

Facilitate an Active Public Engagement Strategy and Two-Way Flow of Information

Any examination of governance and service issues must encourage an active, transparent and open flow of information between the review committee and the larger community. That includes *both* community report-outs to residents *and* regular, accessible means for the public to engage with, inform and be informed by the study process. CGR has a long-standing reputation as a leader in managing the public information process of such studies, facilitating public engagement by developing unique project websites as part of our work on municipal governance and services. We look forward to putting that experience into practice in your community.

WORK PLAN

Our detailed work plan is provided below. The final work plan is subject to revisions based upon the initial kickoff meeting with the Study Committee and other revisions that are required and approved by CGR and the Study Committee as the project progresses.

The scope and methodology are predicated on the assumption that the project team will have full access to financial and governance information and operational records for both municipalities, and that the Study Committee will assist in identifying relevant records and critical staff/stakeholders to be interviewed, and providing both general context and regular feedback throughout the project.

The methodology is described below in a series of distinct tasks, for ease of understanding and to give a better sense of project "flow." In reality, however, certain tasks will necessarily overlap as the project progresses. At minimum, the community engagement efforts referenced in Task 1a will commence at the very start of the project and be sustained throughout the engagement.

Phase I: Dissolution Study

Task 1: Project Initiation

CGR's project team will meet with the Study Committee as soon as possible following the receipt of a signed contract.

At this kickoff meeting, CGR will:

- Overview the goals and objectives of the study;
- Review the scope of the project;
- Clarify the role of the Study Committee;
- Agree on a protocol for conveying information to the Study Committee and the public, and identify the individual(s) who will act as liaison to CGR and officials in the Town and Village;
- Identify key governmental staff, officials and stakeholders who should be interviewed as part of the baseline review;
- Discuss the Study Committee's public engagement strategy, including the use of a project website (created, administered and updated by CGR's project team) to readily convey information to the community and key stakeholders, as well as to solicit public feedback on the process;
- Identify data and information resources required by the project team in the immediate term; and
- Review the project timetable.

Subsequent to this meeting, CGR will develop and submit a final project work plan and timetable/flowchart to the Study Committee and, subject to its signoff, will post the work plan and project timetable/flowchart to the website to facilitate the community's understanding of the overall study process.

Note: In conjunction with the project initiation meeting, CGR expects to initiate on-site interviews to begin the data collection phase (discussed in more detail below).

PUBLIC MEETING #1:

Consistent with the goal of informing the public, CGR's project team recommends the project initiation meeting be an open public session, for the purposes of informing the community about the study and its objectives.

Initiation of Community Education Efforts (Website)

CGR is committed to ensuring that the larger community has ready access to information regarding this study of governance alternatives. To facilitate community education efforts, immediately upon project inception CGR will develop a comprehensive project website and advertise it via Study Committee press release to all local media outlets. The website approach has proven a powerful resource and significant benefit in many of CGR's recent service/governance study efforts.

Task 2: Develop a Baseline & Options Report

Baseline Review of Current Operations and Finances

The RFP outlines in detail what the dissolution study should address. The elements identified closely resemble what we regularly include in a “Baseline Report”. The first step in each of our engagements, our baseline report identifies the characteristics of the community, the cost and personnel associated with all services provided in each participating (or affected) community, and begins to build a shared database around which future options and a dissolution plan can be built.

As soon as practicable after the project initiation meeting, CGR’s project team will begin the process of completing primary data collection toward developing the baseline report. The data collection process will involve two distinct steps.

Department Head Interviews

The project team will make on-site visits to the Town of Trenton and Village of Prospect to interview operations staff and stakeholders; tour facilities; review budget, personnel and other operating records; identify existing cooperative arrangements (formal and informal) between the partners; and collect electronic and/or hard paper copies of key documents – budgets, lists of laws and ordinances, union contracts (if applicable), other agreements, existing fixed asset inventory lists and audited financial statements, at minimum. We would anticipate needing one hour (in-person) with each department head and any other identified key leaders in the Village and Town. We would expect to conduct any follow-up via email or phone. The time it takes to gather documents is entirely dependent on the community and CGR is very adept at accommodating different formats and working with available documents. It is unlikely, but not unprecedented, that anything new would have to be created by the Village or Town to provide CGR with the necessary documents to complete this study.

Analysis and Generation of Baseline Report

Our hands-on approach will enable the project team and Study Committee to develop a shared, comprehensive and objective understanding of current operations and governance issues. The entire base of objective information about “what exists” will be summarized in an initial report to the Study Committee (referred to as the *Baseline Report*). The report will serve as a ***shared information base*** for the analysis of potential government structures, and will provide an essential ***fact-based framework for identifying options and assessing their impact***.

Data elements in the report will include, but not be limited to, the following:

- A listing of all current municipal services delivered to the community by the Town of Trenton and Village of Prospect;
- Summaries of key operational considerations for each municipal service, including any differences in type/level of service provided by the municipalities to different parts of the community;
- A breakdown of all municipal staff allocations, by key functional area and union status;
- A documentation of all municipal costs, by key functional area;
- A documentation of all local laws, ordinances or rules that may be impacted by dissolution and/or that may overlap with similar laws in the Town;
- A listing of all municipal assets (capital and property); and
- A listing of all municipal liabilities and indebtedness including the impact on the Town of the outstanding Workers Compensation claims currently the responsibility of Village residents.

Identification of Potential Options

Based on the project team's data compilation/analysis in developing the baseline review, CGR will present *in draft form* a series of potential operational and governance options for the Study Committee's consideration.

As noted above, although analyzing the feasibility and impacts of a dissolved Village is a central objective of this engagement, the project team will also be considering alternative ways to accomplish the objectives of lower costs and reduced tax burden through other means. CGR's project team will review alternatives that may produce similar outcomes. This review builds on the baseline and fiscal impact analyses, and seeks to identify alternative means of realizing operational/financial efficiencies in the event the current municipalities remain separate, independent units.

At this phase of the project, the range of alternatives will be presented at a sufficient level of detail to give the Study Committee an understanding of their potential structure and impact. The project team will meet with the Study Committee to review the range of alternatives and discuss the analytical approach for assessing their fiscal and operational impacts. Upon the Study Committee's review and approval of the draft list of potential alternatives, CGR's project team will transition to a full analysis of the legal, financial and operational impacts of each alternative.

Analysis of Legal, Financial and Operational Impacts of Dissolution and Alternatives

Following the Study Committee's review and approval of the draft list of potential alternatives – including Village dissolution, shared/consolidated services and other options – the project team will develop an analysis of legal, financial and operational impacts of each.

It should be noted that CGR is not a law firm. However, our extensive experience working with municipalities on shared services, dissolution and consolidation studies; deep familiarity with New York State’s framework governing such approaches; and working relationship with Department of State personnel avail us of all necessary knowledge to complete the tasks contemplated by the RFP. If specialized legal knowledge is required, particularly in the context of the workers compensation liability, CGR recommends that we engage attorney Kingsley.

The alternatives for the different models will capture potential service efficiencies and economies of scale; new State Aid available (if any) due to the structure being analyzed; and the general fiscal impact on Village and Town-outside-Village residents. The fiscal analysis will be the foundation for the development of the dissolution plan and the alternatives to dissolution.

Where applicable, the analysis for dissolution *and* each alternative will contemplate the following, at minimum:

Legal

- What is the option’s feasibility?
- What steps would need to be taken to implement the option?
- What would the timeframe be for implementation?
- What approvals are required, by voters and/or other governing bodies?

Operational

- How would municipal services be provided under the option?
- What would be the appropriate staffing level?
- What would be the appropriate administrative and governance framework?

Financial

- What cost/savings would result?
- How would those financial impacts translate into municipal budgets and, by extension, to property tax payers in the community?
- What operational efficiencies may result short of direct financial savings?

Phase II: Dissolution Plan

Task 3: Development of Draft Dissolution Plan

Using the data compiled and analyzed in Task 2, the project team will commence drafting a formal draft dissolution plan for the Study Committee’s consideration. The plan will provide a “best-case” scenario for a potential dissolution of the Village and will outline the necessary

steps to implement the plan. To the extent possible, the dissolution plan will outline the costs of transition and will provide a transition plan for all affected employees. The dissolution plan will include all elements as defined in the RFP and/or as required by General Municipal Law Article 17-A. CGR has compiled several dissolution plans for other communities and will lend this expertise to this endeavor to provide a clear and concise document that is helpful and understandable for the community.

Phase III-a: Alternatives to Dissolution

Task 4: Development of Plan for Alternatives to Dissolution

The project team will compile its review and analysis of possible alternatives to dissolution as an addendum to the Dissolution Plan developed in Task 3. Presenting the consideration of dissolution alternatives alongside the dissolution analysis will enable the Study Committee and larger community an ease of comparison among the options' relative impacts.

Task 5: Public Meeting

CGR would present at one public meeting upon completion of the analysis of both dissolution and other structural options, in order to update the community on the study's progress and review potential operational and financial impacts. At this point, the community will have the opportunity to relate their concerns and provide feedback that may influence the final dissolution plan.

PUBLIC MEETING #2:

This meeting would be advertised in advance and would include a public comment period.

Phase III-b: Preparation for Dissolution

Task 6: Delivery of Draft Report to Village Board

Subsequent to issuing the final report, CGR will participate in one meeting with the full Village Board to review the draft report and discuss public comments as appropriate. The meeting will be organized and publicized by the Study Committee. CGR will create a PowerPoint presentation based upon the draft report inclusive of the dissolution plan and the alternatives to dissolution. The Village Board will provide feedback/comment on the draft document and edits will be incorporated into the final report.

Task 7: Final Dissolution Study, Plan and Alternatives to Dissolution (Final Report)

CGR will incorporate any relevant learning from the public meeting, and the meeting with Village Board into the final documents. As noted above, CGR would provide a baseline review, followed by a dissolution plan (including the review of other structural options) for the Study Committee. In each instance, the project team will deliver report materials to the Study Committee for review and comment before finalizing the document. It is expected the Study Committee will offer review within one week of delivery of draft materials, in order to remain on the project timeframe. Upon approval of the Study Committee, reports would be uploaded to the project website for community access. The final document presented to the Study Committee will be titled *Village of Prospect Dissolution Study, Dissolution Plan and Alternatives to Dissolution*.

Task 8: Prepare an Implementation Plan

CGR will confirm the timeline as defined in the RFP remains consistent with the goal for putting the dissolution proposition on the March 2015 ballot. We will also outline the implementation steps that will be required to carry out the dissolution transition should the voters approve the ballot measure. The timeframe to terminate the Village as of December 31, 2015 will involve several action items between the March 24 vote and the December 31 close of business. CGR will itemize the basic steps that will be required with probable timelines and document the process with a written plan for the Study Committee to deliver to the Village Board.

Meetings

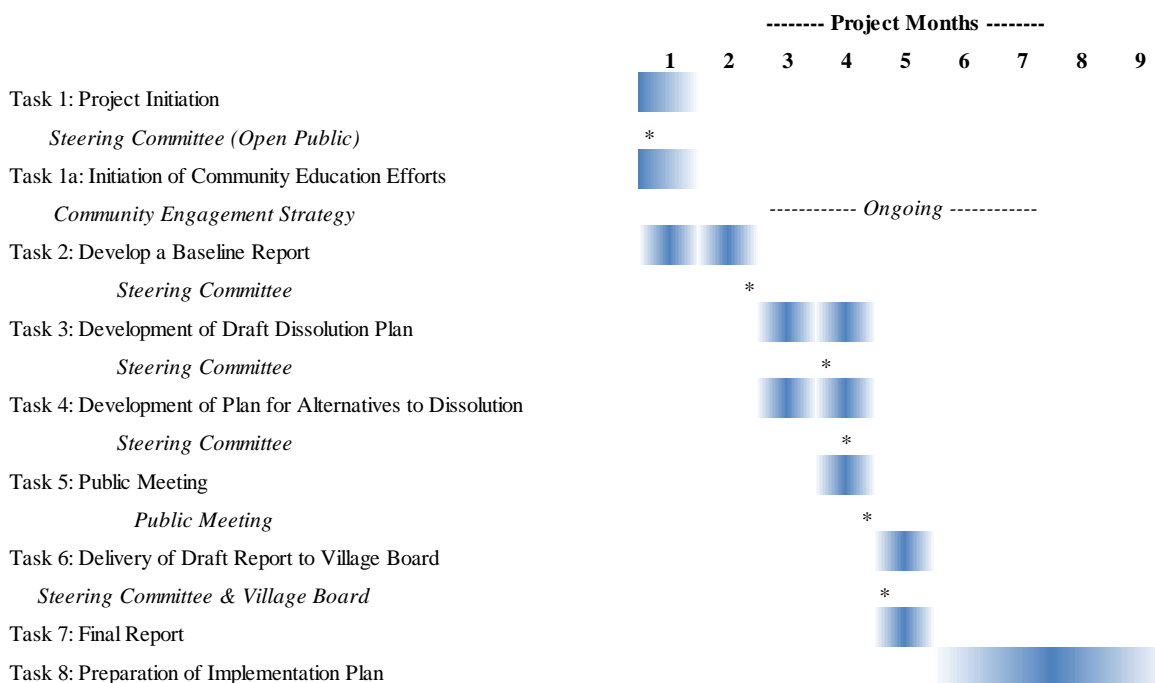
In addition to the two public meetings identified in this proposal, one of which was requested in the RFP, CGR anticipates the project team will participate in regular Study Committee meetings throughout the project, using a combination of in-person and telephonic participation. Our budget has been developed assuming three in-person meetings with the Study Committee during the course of the four-month study and report generating phases. Additionally, we plan to attend one meeting with the Village Board to help deliver the draft report. During the subsequent months leading to a public referendum, CGR will work with the Study Committee to meet as needed through the use of technology, such as conference calls or videoconferencing.

Project Timeline

The RFP defines a ten-month process, but the bulk of the work will need to be completed within 3.5 months (by Mid-October assuming a July 1 start). CGR is prepared to work closely with the Study Committee to

complete this project within the allotted timeframe envisioned in the RFP. Meeting that aggressive objective, however, is predicated on the project team having ready access to data, information and stakeholders/interviewees immediately upon starting the project. To the extent that such access is delayed, it will impact the project timeline.

The following project schedule shows how CGR plans to carry out the tasks described above. Tasks 1 and 1a will be completed within the first two weeks following contract execution. Task 2 will be completed across months 1-4. Task 3 will be completed across months 4-5. Task 4 will be completed across months 5-6. Task 5 will be completed in month 7. Task 6 will be completed in month 8 and Task 7 will complete CGR’s engagement with the project in month 9.



KEY PERSONNEL

Our team of experts brings to this project deep experience in municipal operations, public finance, government efficiency, consolidation and community change management. Among our team’s credentials are the following:

- Development of award-winning and historic efficiency improvement, shared service and consolidation plans for the municipal sector, including the most significant consolidation in New Jersey in a century and the largest village dissolution in New York State history;

- Membership on the national Government Accounting Standards Advisory Council;
- Hands-on governance and administration experience within the municipal sector, including a former Commissioner of Finance for the City of Syracuse;
- Fiscal management experience for state oversight agencies in cases of municipal distress and budgetary emergencies;
- Organizational leadership, redesign and strategic planning experience; and
- Commissioner-level experience implementing best practices and efficiency efforts in some of New York State's largest municipal governments.

Kent Gardner, Ph.D.

Staffing Plan/Key Project Roles: Direct all research and analysis, serve as primary liaison to Study Committee, manage all public presentations

Dr. Kent Gardner, CGR's Chief Economist, will serve as **Project Director** of this study. Dr. Gardner brings wide-ranging expertise in public finance, and organizational effectiveness. He's led a broad cross-section of municipal merger studies ranging from a statewide study of school district consolidation and a study of merging Buffalo and Erie County to village dissolution studies in Mannsville, Victory, Norwood, Malone and others. He has helped Nassau County identifying service sharing opportunities for the county's 56 school districts, led CGR's investigation of the merger of four BOCES-like educational service centers in rural Ohio, and explored a fourway merger of Cleveland suburbs.

Dr. Gardner joined CGR in 1991 as Director of Economic Analysis and served as President from 2005-2011. He holds B.A., M.A. and Ph.D. degrees from the University of Wisconsin at Madison.

Brian Roulin, C.P.A., C.G.M.A.

An accomplished public finance expert and recognized leader in New York's municipal sector, Brian Roulin brings extensive experience in local government management, budgeting and fiscal planning. Prior to joining CGR in 2014, Mr. Roulin spent seven years as the City of Rochester, New York's Director of Finance where he oversaw treasury, accounting, assessment, purchasing and parking functions, and managed citywide financial reporting and accounting for the city's \$480 million budget. As finance director, he also administered cash and investments for the city and its component unit agencies, and oversaw property tax collections for the city and the Rochester City School District. Previously, Roulin served

as the City of Syracuse, New York's Commissioner of Finance and Chief Fiscal Officer for its Department of Community Development.

Mr. Roulin brings extensive knowledge of state and federal laws pertaining to city finances, funding and property taxes, and deep understanding of public sector financial reporting standards. He has performed financial and operational audits on virtually all municipal services and prepared audited financial statements and Comprehensive Annual Financial Reports (CAFR). A past president of the New York State Government Finance Officers Association, Roulin was awarded the Outstanding CPA in Government Award by the New York State Society of CPAs in 2009.

Education: He has a Masters in Accounting from Syracuse University's Whitman School of Management, and a Bachelors in Economics from Syracuse's Maxwell School of Citizenship and Public Affairs. A Certified Public Accountant (CPA), he also holds the Chartered Global Management Accountant (CGMA) designation.

Paul Bishop, M.P.A.

Staffing Plan/Key Project Roles: Mr. Bishop will serve as the project manager for the engagement ensuring that timelines are met, data is acquired and analyzed in appropriate timeframes, and reports are addressing proposal expectations.

Paul Bishop is a Senior Associate at CGR. He is a public policy researcher with a passion for addressing public safety issues. He brings his experience of emergency response, system coordination and thorough analysis to each CGR project on which he works. He also brings the perspective of being a supervisor, educator and care provider to each aspect of analysis. His familiarity with the demands of public service allows him to look at situations from multiple points of view.

Prior to joining CGR in 2012, Mr. Bishop was the Manager of Emergency Medical Services (EMS) Education at the Public Safety Training Center at Monroe Community College for 10 years. His work focused on all aspects of education for EMS including initial certification for emergency medical technicians (EMTs) and paramedics, as well as leadership development.

His expertise includes program assessment, strategic planning and accreditation. He has had extensive involvement and leadership roles with regional and state EMS organizations. During his tenure at Monroe Community College, he worked collaboratively with many members of law enforcement and the fire service. He was called upon to instruct for their disciplines, including on topics related to organizational leadership, personal development, and medical care. He also served for 7 years as a member of the Monroe County Local Emergency Planning Committee and

was a founding member of the Western New York Emergency Management Assistance Team.

Education: He holds a B.A. in Political Science from the University of Rochester and a Master of Public Administration from SUNY Brockport.

Linda Kingsley, Esq. (consultant)

Adjunct Professor- Albany Law School

January 2011- present

- Appointed as Adjunct Professor teaching State and Local Government Law
- Created entire curriculum for course

Private Practice- Rochester, New York

January 2006- present

- Solo practice specializing in matters related to municipal law and government relations
- Represent, advise and provide training for municipalities
- Represent businesses interacting with governmental entities at all levels
- Serve as consultant to academic institutions on matters of municipal law
- Serve as consultant to municipalities considering consolidation/merger

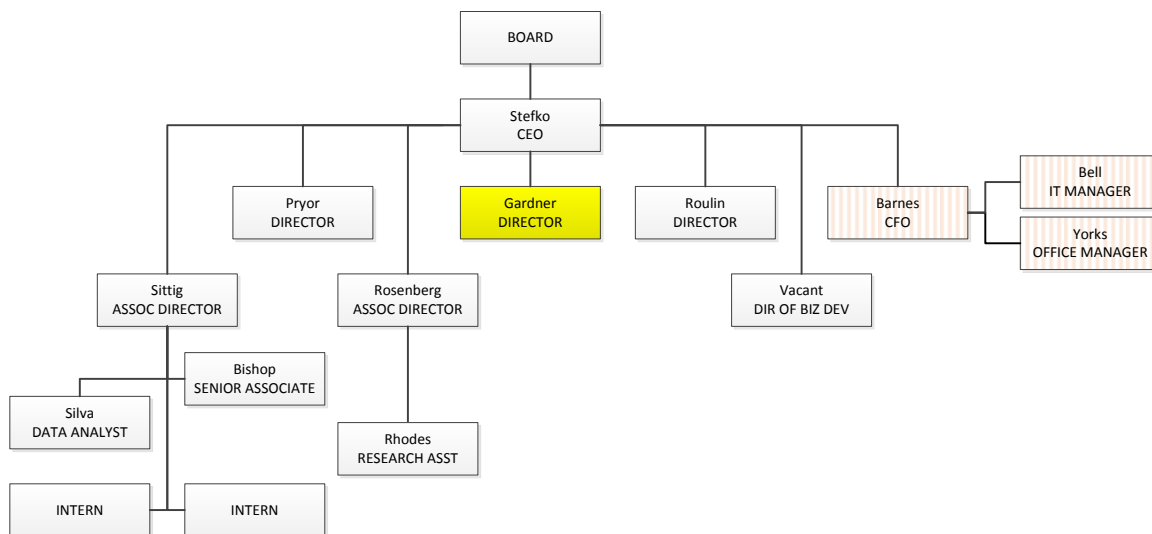
Corporation Counsel - City of Rochester - Rochester, New York

April 1994 - December 2005

- Served as chief legal advisor for city with population of 210,000+
- Supervised a staff of 25 attorneys and support personnel
- Provided legal advice to Mayor, City Council, all city departments and boards
- Provided all legal defense and representation (self-insured municipality)
- Responsible for preparation and administration of department budget
- Personally represented the City on major projects and settlements in both state and federal court
- Major role in development of City's disaster preparedness plan
- Trainer of police and fire recruits and supervisors
- Personally handled internal investigations of various matters
- Direct role in major City economic development projects
- Areas of law included: civil litigation, economic development, tax assessment, real estate and labor law
- Served on Mayor's Judicial Appointment Committee (City Court)
- Regularly spoke before community and attorney organizations on a wide variety of subjects

Organizational Chart

The organizational chart is included below for your review. The organizational chart is not entirely reflective of the assignment of staff for this project. Personnel are assigned to project work as they have availability. The Project Director and liaison with the Village of Prospect will be Dr. Kent Gardner. The other assigned staff (Paul Bishop and Brian Roulin) will work with Dr. Gardner to insure that the project is completed in the appropriate timeframe.



CGR COMPANY PROFILE

A non-profit organized under section 501(c)(3) of the Internal Revenue Code, we are governed by a Board of Trustees. Our 13-member staff of professionals provides expertise on issues spanning government management, economics, public finance, public safety, health and human services and education.

Since 2008, CGR has explored municipal governance and service delivery in more than 80 local governments in New York, New Jersey, Ohio and Massachusetts, more than any similar organization. Those analyses have covered the broad range of services and issues affecting local government today, including governance structures, fiscal impact, tax collection, assessment, police, fire, highways, public works and schools.

Statement of Qualifications

CGR has extensive and unique experience in assessing and identifying alternative ways to organize local governments in order to provide essential municipal services most efficiently and effectively. In recent

years, we have conducted studies that have examined in detail every type of service provided by local governments, and have explored more cost-effective service delivery through different combinations of shared services and consolidated or unified governments. This portfolio of work demonstrates CGR's *keen familiarity* with municipal governing structures and budgets; *deep understanding* of municipal administrative and service delivery needs; and *unmatched reputation* for working with local governments to objectively analyze and achieve practical, substantive improvements in the ways they are structured and operate.

We have worked with the entire range of municipal combinations, from a small populations located in a large rural areas, to mid-sized village and town combinations, to high-density urbanized areas.

We encourage you to see the full complement of our work on issues related to municipal governance and shared services by visiting our website at <http://www.cgr.org>. Go directly to a list of shared service studies at this link: <http://goo.gl/jbZYSN>

Summary of Relevant Prior Experience

Each local government management, financial or restructuring project tends to be different, reflecting the particular focus area(s) of the government or governments leading the initiative. To a degree, we would anticipate delivering similarly tailored services for the Commission based on the efficiency opportunities that materialize during the course of this project, the local governments it is working with and the specific issue(s) it faces.



In general, CGR’s strategic consulting on government management, finances or restructuring has typically involved the following:

- **Collection and analysis of mission-critical data.** We have delivered comprehensive assembly and synthesis of baseline (*i.e.* existing conditions) data to *inform* efficiency efforts and related strategic planning initiatives in governments.
- **Identification of opportunities and analysis of potential impacts.** We have delivered guidance on alternative ways of organizing government operations, administering programs / departments, and delivering critical services, and provided quantitative and qualitative analysis of how those alternatives would compare to the *status quo*. In most cases (and at the request of most clients), our team will focus on devising a *range of options* rather than a single approach, positioning decision makers and the public to more fully understand the fiscal and service tradeoffs that typically accompany such changes.
- **Facilitation of decision-making processes on a “preferred” approach.** We have provided targeted assistance to move efficiency improvement efforts forward, serving as a neutral facilitator among elected officials, staff and the general public. We recognize that changes in the public sector are often difficult – even those that have the potential to produce improvements in services and / or finances. For that reason, a skilled facilitator can contribute greatly to ensuring a deliberate-yet-productive decision-making process.
- **Management guidance on implementing efficiency-enhancing changes.** As the path to achieving change is rarely a straight line, our

team has delivered critical management assistance on implementation processes. Establishing timelines, assigning responsibility and ensuring all key stakeholders are cognizant of a) their role in the process and b) their accountability for completing specific tasks is paramount for a successful change process.

- ***Development and direction of a comprehensive public education and engagement effort.*** We have provided critical support to municipalities designed to inform stakeholders on the potential for changes and synthesize community feedback for inclusion in restructuring plans.

CGR's work on local government modernization, efficiency and effectiveness has occurred at each of three levels, all of which are likely to characterize different components of the proposed work for Consensus.

Community Level: Full-scale Consolidation and Restructuring

CGR has provided analytical and project management support for some of the Northeastern United States' highest-profile and most successful municipal consolidation efforts in the past decade. Those projects have typically involved CGR assessing existing conditions – fiscal and service delivery – and assessing the efficiency potential of a range of alternative approaches for governance and services. In particular, CGR served as plan designer and project manager for two of the highest-profile restructurings in recent years:

- The landmark 2012 consolidation of the two municipalities in Princeton, New Jersey, which was that state's most significant local government consolidation in nearly a century and produced more than \$1 million in first-year savings to taxpayers; and
- The landmark 2011 dissolution of the Village of Seneca Falls, New York, the most populous village in state history to dissolve, which has resulted in tax reductions for former village residents.

Community Level: Functional Reengineering and Shared Services

CGR has provided similar analytical and project management support for individual municipalities and school districts, as well as *groups* of municipalities and school districts in the same community, focused on improving the efficiency and effectiveness of specific public services. That work has spanned law enforcement, fire protection, tax collection, assessment, planning and economic development, courts, highway / public works, emergency ambulance and code enforcement.

Sample Projects

In this section we provide a sample of CGR projects to reflect the diverse role(s) we have played for public sector clients around these local government efforts in recent years.

Municipal Restructuring of Princeton Township and Princeton Borough, NJ

Name of client organization: Princeton Township and Princeton Borough, New Jersey

Type of client: Local government

Project description: CGR produced the landmark analysis, plan design and fiscal / operational study that led to the 2013 consolidation of the two municipalities in the 31,000-resident community of Princeton, New Jersey. The largest municipal restructuring in New Jersey in nearly a century and first under its revised consolidation laws, generated a 4.5 percent reduction in municipal taxes in the first year. As project manager, CGR's role involved extensive budgetary review covering all operations; special (*i.e.* dedicated, self-liquidating) funds and debt; an evaluation of all municipal services; and governance / administrative functions. The analysis of budgets and the governments' respective financial positions served as the basis for the development of a comprehensive municipal merger plan designed to create operational and financial efficiencies. Notably, CGR also designed and aided in the implementation of a comprehensive community engagement effort designed to solicit feedback from residents and stakeholders on the proposed plan. Subsequent to designing the consolidation plan and completing the fiscal analysis, CGR was reengaged by the municipalities to serve as project manager for the actual restructuring implementation process in 2012. The restructuring yielded additional fiscal stability and service enhancement in its first year.

Reference: Robert Bruschi, Municipal Administrator, (609) 924-5176, rbruschi@princetonnj.gov

Reference: Marc Pfeiffer, Former Deputy Director of the State of New Jersey Department of Community Affairs, Division of Local Government Services, (609) 306-7513, marc.pfeiffer@rutgers.edu

West Central Educational Service Center Feasibility Study

Name of client organization: Madison-Champaign, Shelby, Logan, Hardin ESCs

Type of client: Educational service centers

Project description: Educational service centers in rural Ohio sought CGR's assistance to explore merger. Changes in Ohio state law have changed the competitive climate for what were originally county-level entities. Created to serve individual county school districts, the state eliminated their exclusive franchise. Smaller ESCs have struggled to be responsive to member districts and compete with their more powerful neighbors.

Reference: Daniel Kaffenbarger, Madison-Champaign ESC Superintendent, (937) 484-1557, kaffenbarger@mccesc.k12.oh.us

Effective Local Government through Collaboration: Service Delivery in Moreland Hills, Orange, Pepper Pike and Woodmere

Name of client organization: Cuyahoga County

Type of client: County

Project description: Four Eastern Cleveland suburbs, originally one municipality, sought CGR's assistance to explore the advantages and disadvantages of re-assembling under a single unit of government. CGR reviewed all aspects of municipal services for the 3 villages and 1 city, identifying likely synergies and service sharing opportunities. Cost savings associated with the merger were estimated as an aggregation of these individual opportunities. Although they are actively exploring service sharing, sentiment among the 4 supported retaining their independent identities.

References: Ed Jerse, former head of Office of Regional Collaboration, Cuyahoga County. Contact through Lindy Burt, Special Assistant, (216) 698-2064, MBurt@cuyahogacounty.us

Municipal Restructuring of City and Town of Batavia, NY

Name of client organization: City of Batavia, New York (in cooperation with the Town of Batavia)

Type of client: Local government

Project description: Acknowledging their existing governmental structure generated considerable overlap and duplication in the delivery of municipal services, the City and Town of Batavia in late 2008 appointed a consolidation study committee and engaged CGR to develop structural and service delivery options – and assess fiscal impact – for a potential restructuring of the two governments. CGR’s analysis informed development of a consolidation plan consisting of a “tiered” service delivery framework within the bounds of a newly incorporated city that preserved existing service levels while capitalizing on available efficiencies totaling nearly \$1 million. Most importantly, CGR’s analysis led to development of a model fiscal structure that would minimize cost shifts across the two municipalities while retaining services at preconsolidation levels. Based on committee approval of CGR’s consolidation plan, the City and Town jointly appointed a Consolidated City Charter Task Force to draft a governing charter that would govern the consolidated city. That Task Force reengaged CGR beyond the initial planning project to develop the draft charter, a process that was completed in late 2011. While the City of Batavia has endorsed moving the consolidation forward, the Town’s approval is pending.

Reference: Jason Molino, Batavia City Manager, (585) 345-6330, jmolino@batavianewyork.com

Reference: Beverly Mancuso, Former Consolidation Committee Member (and current Executive Director, Cornell Cooperative Extension Genesee County), (585) 343-3040 x110, blm34@cornell.edu

Service Restructuring of City of Jamestown and Chautauqua County, NY

Name of client organization: City of Jamestown, New York (in cooperation with the County of Chautauqua)

Type of client: Local government

Project description: In 2012, the City of Jamestown and County of Chautauqua engaged CGR to lead fiscal, operational and service analysis and planning for a proposed consolidation of the city police department within the county sheriff's office. CGR's detailed analysis built on a 2009 review by the New York State Division of Criminal Justice Services examining the opportunities and challenges involved in consolidating city and county law enforcement agencies. On behalf of a joint city-county project steering committee, CGR analyzed management / organizational and fiscal implications of a police merger; developed a number of implementation models; and analyzed the budgetary impacts of synchronizing existing collective bargaining agreements and administrative policies in order to inform the City and County's decision on whether to move forward. Based on that analysis, in March 2013 the joint committee endorsed an organizational design and implementation model to move the process forward. CGR was reengaged by the City of Jamestown in April 2013 to serve as project manager for the implementation process. In that capacity, CGR has facilitated development of a draft Inter-Municipal Agreement (IMA) that would serve as the basis for the consolidation.

Reference: Hon. Samuel Teresi, Mayor of the City of Jamestown, (716) 483-7600, teresi@cityofjamestownny.com

Reference: James Olson, City of Jamestown Clerk, (716) 483-7612, jolson@cityofjamestownny.com

Selection of Additional Local Government Management, Modernization and Restructuring Clients

Addison, Town and Village of (NY)
 Altmar, Village of (NY)
 Aurora, Town of (NY)
 Birmingham, City of (AL)
 Broome County (NY)
 Byron, Town of (NY)
 Canandaigua, Town of (NY)
 Candor, Village of (NY)
 Cape Cod Commission (MA)
 Cattaraugus County (NY)
 Chaumont, Village of (NY)
 Chemung County (NY)
 Chester, Township and Borough of (NY)
 Copley Township (OH) *
 Corinth, Village of (NY)
 Cuyahoga County (OH)
 Dansville, Village of (NY)
 Douglas, Town of (MA)
 Dryden, Village of (NY)
 Dutchess County (NY)
 East Goshen Township (PA)
 East Syracuse, Village of (NY)
 Edwards, Village of (NY)
 Fulton County (NY)
 Gates-Chili Central School District (NY)
 Genesee County (NY)
 Geneseo, Town of (NY)
 Greenburgh, Town of (NY)
 Hamlin / Morton Fire District (NY)
 Herkimer County (NY)
 Holley, Village of (NY)
 Hoosick Falls, Village of (NY)
 Hopewell, Township of (NJ)
 Hudson Falls, Village of (NY)
 Limestone, Village of (NY)
 Lyons, Village of (NY)
 Malone, Village of (NY)
 Mannsville, Village of (NY)
 Medina, Village of (NY)
 Nassau County BOCES (NY)
 North Collins, Village of (NY)
 Norwood, Village of (NY)
 Ohio, State Auditor's Office (OH)
 Onondaga-Cortland-Madison BOCES (NY)
 Ossining, Town and Village of (NY)
 Otsego County (NY)
 Painted Post, Village of (NY)
 Perrysburg, Village of (NY)
 Port Henry, Village of (NY)
 Potsdam, Village of (NY)
 Ramapo, Town of (NY)
 Ridgeway, Town of (NY)
 Rochester, City of (NY)
 Rockland County (NY)
 Schoharie County (NY)
 SE-NY Library Resources Council (NY)
 Shelby County Educational Services Center (OH)
 Suffolk County (NY)
 Ulster County (NY)
 Victor, Town of (NY)
 Victory, Village of (NY)
 Washington County (NY)
 Watkins Glen, Village of (NY)
 Wayne Finger Lakes BOCES (NY) **
 West Carthage, Village of (NY)
 Yonkers, City of (NY)

* On behalf of Efficient Gov Network

** On behalf of 8 of the 9 school districts in Ontario County, NY