

## APPENDIX D PROGRAM WORK PLAN

**Contractor:** Village of Malone

**Project Title:** Village of Malone Dissolution Study, Plan and Alternatives

**Contract No.** T-108804

### 1) Project Description

- a) **Project:** The Village of Malone (hereinafter "contractor") will prepare a dissolution study, a draft dissolution plan and alternatives to dissolution which will include an examination of possible alternatives for shared/consolidated services and restructuring delivery of services. Nothing herein commits the contractor to dissolving the village; rather all of this information is intended to provide the village with as much information as possible to make an informed decision.
- b) **Geographic Area:** The project concerns the Village of Malone which is located in Franklin County in the Town of Malone.
- c) **Partners:** While village dissolution is an action to be solely undertaken by a village, the Village of Malone is committed to working closely with the Town of Malone throughout the process of developing the dissolution study, draft dissolution plan and alternatives to dissolution. The town-outside-of-village will have a representative on the study committee.
- d) **Goals and Objectives:** The Village of Malone seeks to clearly illustrate the potential net fiscal impacts of consolidating services and/or dissolving the village. The village will outline equitable cost-sharing agreements and provide necessary on-site meetings with the various stakeholders and local experts in an effort to facilitate input and build consensus.

The Village of Malone is interested in exploring all ways in which it can improve government efficiency while decreasing the burden placed upon taxpayers. To meet this obligation, the Village of Malone will hire a qualified consultant to produce a dissolution study, plan and alternatives that will provide factual and unbiased information to residents and officials of the Village on all of the viable options for cost-savings through the streamlining of government.

To accomplish this goal, the Village will consider the following general objectives:

1. Identify and develop a existing conditions analysis of the Village government, the services provided, and associated costs;
2. Develop a dissolution plan that will identify how Village services will be continued should the Village government be dissolved, the fiscal and non-fiscal advantages and disadvantages of dissolution and an orderly process for the disposition of Village assets and liabilities should the Village government be dissolved.
3. Develop alternatives to dissolution should the Village not be dissolved including the fiscal and non-fiscal advantages and disadvantages of maintaining a Village government which may include equitable cost-sharing agreements.

All of the general objectives above will include a clear illustration of the potential net fiscal impact associated with respective choices, expressed in a manner consistent with the deliverables below.

- e) **Studies:** Not applicable.
- f) **History of Project:** The Village of Malone has taken a lead in exploring improved government efficiency and possible cost-savings for taxpayers through Village dissolution and has passed a resolution authorizing the grant to study the possibility of village dissolution.
- g) **Relationship to Other Projects:** Not applicable.

## 2) Project Components

- a) **Problems:** It is the belief of the Village of Malone that the study, funded through the NYS Department of State Local Government Efficiency Grant Program, will prove to be beneficial in the long run for all of the Village residents. Grant funding will be used for this project due to offset the additional financial burden that the Village would take on doing this alone.
- b) **Objectives:** The project will consist of preparation of a Dissolution Study for the Village of Malone. Under New York State law a Dissolution Study must address the following three major issues: service continuity, fiscal issues and non-fiscal issues arising out of dissolution.

### Service Continuity

The issue of service continuity involves the following questions:

- What services would be continued to Village residents after dissolution?
- Which services would be discontinued?
- What mechanism(s) would be used to provide continued services? For example: an agreement with the Town of Malone, an agreement with private-sector profit or not-for-profit interests, or the creation of special districts and/or new not-for-profit organizations?
- What will be the employment status of current Village employees following dissolution?

### Fiscal Issues

Fiscal issues relate to identifying the costs associated with service continuity and identifying appropriate funding sources to support those services. Questions to be addressed include:

- What would be the impact of service continuity on the expenditures of the Town of Malone or other public and/or not-for-profit organization that would be providing those services?
- What would be the impact of Village dissolution on the revenues of the Town of Malone or other public and/or not-for-profit organization that would be providing those services?
- How would the assets and liabilities of the Village be disposed of? In particular, what would the responsibility of the Town of Malone be in assuming control of these assets and liabilities?

- Given these changes in expenditures, revenues and disposition of assets and liabilities, what would the net fiscal impact of the dissolution of the Village have on taxpayers, including:
  - Typical taxpayers currently in the Town of Malone and inside the Village?
  - Typical taxpayers currently in the Town of Malone and outside the Village?

Non-Fiscal issues

Non-fiscal issues relate to those issues involved in dissolution that cannot be readily expressed in financial terms. Issues to be addressed include:

- The future of village laws and regulations, including zoning ordinances and tax exemptions once the Village itself ceased to exist. Would they be incorporated into Town of Malone law or cease to exist?
- Accessibility of public officials. Would the Village residents lose representation while remaining responsible for providing tax revenue to continue services and/or retire the outstanding debts of the Village? .
- Identify as an incorporated place. Would the loss of the Village as an administrative entity trigger a further loss of identity for the area (e.g. loss of a ZIP code or post office)?

The proposed dissolution study would address all three of these issues for the Village of Malone.

- c) **Tasks:** The Village Board of Trustees will appoint a Dissolution Study Committee (DSC) and charge it with developing a study to dissolve the village. That study will form the foundation for a dissolution plan and alternatives to dissolution which are the two possible outcomes at the end of this process. The DSC will transmit its final work to the Village Board of Trustees for acceptance. The Village Board of Trustees will either accept or adjust this final product and adopt the study, draft plan and alternatives. Nothing herein commits the Village Board of Trustees to dissolving the village; 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 this project does require the Village Board of Trustees to formally adopt the project through its own action.

The New York State Department of State's assigned project manager for this project will be notified of all meetings, hearings or public information sessions to be held on this project. All deliverables shall be provided to the New York State Department of State in accordance with Appendix D Attachment, Part 2E. Refer to Appendix B for project budget.

It should be noted that the village or DSC may direct a consultant to complete certain tasks on its behalf; however the village is ultimately responsible for the tasks outlined in this work plan.

Task <b>1</b>
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**Task:** Project Initiation  
**Schedule:** Month 1  
**Deliverable:** Kick-Off Meeting Summary

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

The Village Board of Trustees will appoint a Dissolution Study Committee (DSC) which shall be charged with developing a study to dissolve the village, including fiscal impacts, provision of service and other matters as identified. The study will provide information and the foundation for a dissolution plan and alternatives to dissolution. The DSC will then develop a draft dissolution plan and identify alternatives to dissolution.

The Board of Trustees or DSC will develop a Request for Proposals (RFP) to aid in the selection of a qualified consultant to assist in the development of the dissolution study, plan and alternatives. The Board will issue this RFP. The DSC will review and may interview respondents. The DSC will then recommend to the Village Board of Trustees a qualified consultant. The Village Board of Trustees, considering the recommendation, will select a qualified consultant and enter into contract for professional service.

The DSC will initiate the project with a kick-off meeting.

Task  
2

**Task:** Dissolution Study

**Schedule:** Months 2 – 4

**Deliverable:** Draft and Final Dissolution Study, Meeting Summaries

The Dissolution Study is intended to provide a foundation for the project. The study will include a comprehensive list of village services, including information on a per-service basis which shall include budget allocation, employment allocation, per-resident cost, inventory of equipment, complexities of delivery of services, specialized knowledge of personnel and necessary capital investments as well as the opportunity for cost savings and/or service enhancement. Associated with this, the DSC shall conduct a review of the services provided by the Town (and County if appropriate) to identify which entity would most appropriately deliver the services currently provided by the Village. The study shall also consider the general perception of the feasibility of possible options and the public's concerns and likely reactions to restructuring service delivery and potential impact on service quality. The Village will also make assumptions about what will happen if the Village restructures service delivery, setting in motion the process to determine the potential cost and tax impacts. Major findings, including general fiscal impacts, will be presented to the DSC.

The study will contain at least the following elements:

1. The name of the local government entity to be dissolved;
2. The territorial boundaries of the entity;
3. The type and/or class of the entity;
4. The entity's assets, including but not limited to real and personal property, and the fair value thereof in current money of the United States;
5. The entity's liabilities and indebtedness, bonded and otherwise, and the fair value thereof in current money of the United States;
6. Terms for the disposition of the entity's assets and the disposition of its liabilities and indebtedness, including the levy and collection of the necessary taxes and assessments therefor;
7. Any plan for the transfer or elimination of public employees;
8. Any agreements entered into with the town or towns in which the village is situated in order to carry out the dissolution;

9. Whether any local laws, ordinances, rules or regulations of the entity shall remain in effect after the effective date of the dissolution or shall remain in effect for a period of time other than as provided by state law
10. The manner and means by which the residents of the entity will continue to be furnished municipal services following the entity's dissolution;
11. A fiscal analysis of the effect of dissolution on the village and the area of the town or towns outside the village;
12. A fiscal estimate of the cost of dissolution;
13. Any other matters desirable or necessary to carry out the dissolution.
14. The effective date of the dissolution;

The DSC shall develop a draft dissolution study. The DSC will hold a public meeting to review the draft dissolution study. The DSC will adopt a final dissolution study with revisions if necessary.

**Task  
3**

**Task:** Dissolution Plan  
**Schedule:** Months 4 – 6  
**Deliverable:** Draft Dissolution Plan

The DSC, using the information developed in the Dissolution Study, shall develop a best-case Dissolution Plan. It should be noted that the DSC may believe that dissolution is not in the Village's interest, however developing this Dissolution Plan will provide two advantages. First, the Dissolution Plan will make certain assumptions that will allow for a refined fiscal impact model of the affected municipalities. Second, if served with a dissolution petition, the Village Board of Trustees will have a Dissolution Plan which it can immediately provide to residents and consider. The Dissolution Plan will contain provisions relating to the items identified in Task 3 above.

**Task  
4**

**Task:** Alternatives to Dissolution  
**Schedule:** Months 6 – 8  
**Deliverable:** Draft and Final Dissolution Study

The DSC will develop possible alternatives to dissolution 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 village to consider should a decision be made to not dissolve village government into the surrounding town(s). 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 DSC will hold a public meeting to review the final dissolution study and draft dissolution plan and alternatives to dissolution.

**Task  
6**

**Task:** Final Dissolution Study, Plan and Alternatives to Dissolution  
**Schedule:** Months 8 – 9  
**Deliverable:** Draft and Final Dissolution Study

The Final Dissolution Plan will specify the items identified in Tasks 2, 3 and 4 above.

Task  
7

**Task:** Public Hearing  
**Schedule:** Month 9  
**Deliverable:** Minutes of Public Hearing

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

Task  
8

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

The Village Board of Trustees 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.

- c) **Procurement:** In securing contractual construction services, the contractor will comply with Municipal procurement policy and General Municipal Law section 103.
- 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 Grant Program."
  - ii) **Environmental Review:** An environmental review will be completed and transmitted to the Department of State.
  - iii) **Deliverables:** Upon completion, the consultant will provide the contractor with a complete dissolution study, draft dissolution plan, and alternatives to dissolution which complies with Department of State requirements. It will be an independent and unbiased study that reviews the advantages and disadvantages of dissolving the Village of Malone.

The contractor or its consultant 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.

The contractor shall submit drafts of studies/reports prepared with this grant to the New York State Department of State for review and comment.

The contractor shall notify the Local Government Efficiency Grant Program of any meetings/hearings to be held regarding this project in advance.

The contractor shall submit, on a semi-annual basis (Appendix A1, Section II-I) or, with each request for reimbursement, whichever comes first a Project Status (Appendix A1, Attachment 3) report which provides detailed project information including report of each project task as listed in this work plan.

The contractor shall provide all plans and/or reports developed as part of this project to the New York State Department of State, Division of Local Government. The Division of Local Government may make these items available as part of its technical assistance program. (Appendix A1, Section IV).

At the conclusion of the project, the contractor shall complete the Final Project Summary and other close-out materials as requested by the New York State Department of State.

**e) Schedule:** This project will commence within 9 months from the date of contract execution.

**2) 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.

