

**APPENDIX D
PROGRAM WORK PLAN**

**Contractor: Town of Ossining
Project Title: Municipal Governmental Structure 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 the most 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 shall bear substantial results in the months and years ahead that shall 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 governmental format. The participants have stated their desire to seek out information and analysis regarding the relative advantages of forms of governmental entities such as a coterminous town-village; a single consolidated town-wide government, the further strengthening of the existing structure through even greater intermunicipal cooperation, or a combination of alternatives.

This complex matter shall require detailed study of the present delivery of services and redundancies that may or may not be readily apparent, the cost of those services, and how proposed changes shall 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 shall 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, and including or excluding that part of the Town of Ossining which also incorporates part of the Village of Briarcliff Manor

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 shall ask the consultant to review the legal, financial and operational impact of several possible forms of possible government for the three existing municipalities, including:

- A co-terminus Town & Village of Ossining either by annexation of that part of the unincorporated area of the Town that is contiguous to the Village of Ossining by the Village of Ossining or by the dissolution of the Village, or otherwise, and the continuation of a separate Village of Briarcliff Manor
- The continuation of the Village of Ossining and Town of Ossining and the consideration of additional municipal cooperation and consolidation of services in order for same to operate even more efficiently and effectively
- Any other possible government structure permissible by law.

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

We believe that this project shall help the public and its elected representatives understand the existing relationship of local governments, and how they can intelligently proceed to further improve the delivery of municipal services by reorganizing or otherwise insuring that their local governments operate in the most efficient manner 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 may eventually lead to public votes as needed on various proposed governmental actions.

e) Studies:

- ICMA reports on Police consolidation and Highway/DPW consolidation
- Office of Court Administration study on court consolidation
- Pace University IMA Study

f) History of Project:

The Village of Ossining and the Town of Ossining have a long history of intermunicipal cooperation in the sharing of services and facilities in the interest of providing superior services to their residents at the

most cost effective levels. By example, the two Villages have ceded their assessment authority to the Town of Ossining resulting in a savings achieved from having one, not three assessing units. The communities have also enjoyed significant additional sharing through both formal agreements and the informal activities which result from the cooperative delivery of services on a daily basis.

This study was implemented in order to investigate additional areas of sharing and governmental cooperation/reorganization amongst the participating communities which could potentially result in additional savings. Although the Village of Briarcliff Manor has determined not to participate further at this time, the Village and Town of Ossining, with approximately twenty existing agreements which already provide significant tax savings, have determined to continue to examine their relationship and further opportunities for cooperation in the desire to effect further savings for their residents and commercial taxpayers.

g) Relationship to Other Projects:

As stated above, the participating municipalities already enjoy a strong collaborative relationship and are desirous of investigating other areas and ways to cooperate in furtherance of their respective taxpayers. These efforts are in addition to and by necessity relate directly to the recently concluded police and highway/dpw studies, as well as the study of court consolidation/reconfiguration.

2) Project Components

a) Objectives:

b) To determine the best governmental structure for the Village and Town of Ossining, including the consideration of political, financial and operational implications.

c) Problems:

- i. Differing municipal unions – PBA, Teamsters and CSEA
- ii. Different structure of police services
- iii. Constituent concern of loss of local control and identity
- iv. Historical considerations
- v. Management structure

c) Tasks:

The Municipal Boards shall appoint a Study Committee and charge it with developing a study to determine the best structure for the Town and Village of Ossining, as well as determining the impact and participation of that part of the Village of Briarcliff Manor in the Town of Ossining. The Committee may establish Sub-Committees as it deems appropriate to study particular issues and take on assigned tasks as determined by the Committee. The study will form the foundation for an action plan. The Committee shall transmit its final work to the Municipal Boards, and the 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 Boards to the committee's course of action; rather all of this information is intended to provide residents with as much information as possible to make an informed decision. Successful completion of the project may require the Municipal boards to formally adopt a 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 shall appoint a committee which shall be charged with developing a study to determine the best structure for the Town and Village of Ossining, including the fiscal impacts, provision of services, and other matters as identified. The study shall provide information and the foundation for a plan to identify alternative governmental structures.

The Municipal boards and the committee shall 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 shall jointly issue the RFP. The Committee shall review and may interview respondents. The Committee shall then recommend to the joint Municipal Boards qualified consultants. The Municipal Boards may participate in the review process and shall consider the Committee's recommendation when selecting a qualified consultant. The Municipal Boards shall enter into a joint contract for professional services with the selected consultant.

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

Task 2**Task:** Study**Schedule:** Months 2-8**Deliverable:** Draft and Final Study, Meeting Summaries

The study is intended to provide a foundation for the project. The study shall 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, allocation of existing debt service 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 Manor. Major findings shall be presented to the committee and municipal boards in a public meeting.

The study shall contain the following elements:

1. The names of the local municipalities to be impacted;

2. The territorial boundaries of the proposed entities, 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 resultant entities, 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 therefore;
7. Any plan for the transfer or elimination of public employees; together with the impact upon existing public employee unions;
8. Any agreements entered into with the town or village that are impacted by the creation of a new entity or the modification of the existing entities;
9. Impact upon local laws, zoning, ordinances, rules or regulations by the creation of new entities or modification of existing entities, and which are proposed to remain in effect or modified;
10. The manner and means by which the residents of the entity shall continue to be furnished municipal services;
11. A fiscal analysis of the effect that creation of a new entity or modification of existing entities has on the village and the unincorporated area of the town outside of a village;
12. A fiscal estimate of the cost of creating a new entity or modifying the existing entities;
13. Any other matters desirable or necessary to carry out the proposed plan;
14. The effective date, if any of the new municipal entity.

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

Task 3

Task: Public Meeting

Schedule: Month 8

Deliverable: Meeting Summary Report

The Committee shall hold a public meeting to review the final study and draft action plan and alternatives to the plan.

Task 4

Task: Final Study, Plan and Alternatives

Schedule: Months 8 – 9

Deliverable: Draft and Final Study

The final report shall compile the items identified in Tasks 2 and 3 above.

Task 5

Task: Project Close-Out

Schedule: Month 9

Deliverable: NYSDOS Project Close-Out Documents

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

The Town and Village of Ossining or their contractor shall identify taxpayer impact (e.g. cost or savings) during the course of the project and shall include it as part of the report. Taxpayer 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		Month 8
Taxpayer Impact Analysis	Copy to DOS		End of Project
Final Feasibility Study	Copy to DOS for review and approval		Month 9
Final Project Summary Report	Copy to DOS	55,000.00	End of Project

a) **Procurement:** In securing contractual services, the Town and Village of Ossining shall comply with Municipal procurement policy and General Municipal Law Section 103.

c) **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.”

ii) **Environmental Review:** An environmental review shall be completed as required in this agreement.

iii) **Deliverables:** See “Tasks.”

d) **Schedule:** See “Tasks”

3) **Review and Status**

- 1) Department of State shall review Project Components for consistency with the applications.
- 2) Contractor shall provide Project Status Reports every six months or when payment is requested.