

Proposal for a Dissolution Study and Plan For the Village of Malone

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Prepared for:
Village of Malone

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OVERVIEW

The Center for Governmental Research is pleased to respond to the Village of Malone Request for Proposals (RFP) for a Dissolution Study.

The Village, which has an estimated population of 5,744¹ encompasses about 2 square miles of the 77 square miles in the Town of Malone, which has a total population of 14,691. Malone is also the county seat for Franklin County.

CGR understands that the Village has submitted a High Priority application to the Local Government Efficiency (LGE) grant program to fund the study. CGR offers to provide the consulting services to the Village as described in this Proposal, including project tasks and timeline outlined. We assume this project will be started in the spring of 2011, but can adjust the start date as needed to meet the needs of the Village.

The RFP and LGE grant application clearly state that the Village is interested in conducting a Dissolution Study and preparing a Plan, in accordance with the requirements of General Municipal Law Article 17-A, following the timeline and steps identified for a board initiated dissolution process. As such, an important distinction to make, as clearly identified in the law, is that development of the study and plan occurs before the Village Board votes to endorse the plan and initiate the dissolution vote process. That is, there are two distinct phases – Phase 1 being the work required to develop the study and plan, including alternatives to dissolution, and Phase 2 being the public review and approval process that is initiated once the Board actually commences the dissolution proceeding set forth in GML 17-A Title 3.

CGR has developed our proposal based on our understanding that the primary work to be undertaken for this project is Phase 1 work, i.e. developing a study and plan to present to the Board. We will continue to assist the Board as noted if the Board endorses the Plan that is developed as part of the overall study, but note that the clock for the formal dissolution process does not in fact start until the Board actually endorses a Plan and commences dissolution proceedings (GML 17-A §775).

The work plan CGR proposes is consistent overall with the work plan and tasks identified in the Appendix A Program Work Plan attached to the RFP. However, our work plan components include additional steps, and integrates Tasks 2-4 as shown in the Appendix A Program Work Plan,

¹ Based on 2009 U.S. Census Population estimates.

based on our extensive experience in assisting communities with dissolution plans and shared services studies. It should be noted that the Appendix A Program Work Plan does not accurately reflect the complete set of requirements set forth in Article 17-A, but our proposal does include all required elements.

CGR has been directly involved with eighteen village dissolution/shared services studies over the last several years. Thus, CGR knows what is required to meet the technical requirements of both the former Village Law, Article 19 and current General Municipal Law, Article 17-A, as well as how to prepare a study and conduct the public participation process to help the community understand the range of options, from shared services all the way up to dissolution. The study is intended to provide written documents (the study and plan) and a series of public meetings so that the citizens and elected boards of both the Village and the Town understand the options and the fiscal and tax impacts of dissolving the Village and having Village services be absorbed by the Town, as well as shared services alternatives that may provide operational efficiencies short of dissolution of the Village.

A key to the success of this project will be the Dissolution Study Committee (DSC), which will be appointed by the Village Board. This Committee will ultimately be charged with ensuring that the study addresses all the issues involved in a potential dissolution of the Village and the impact such a decision will have on both the Village and the Town. We assume that the DSC will be responsible for approving the final report (which includes the proposed Dissolution Plan) and transmitting it to the Village Board. At that point in time, the Village Board will be responsible for making the decision whether or not to initiate the Article 17-A dissolution process and adopt the Plan.

CGR will be the technical consultant to the Committee. We will assist with the research and writing of draft documents for the Committee to review and assist the Committee with public presentations.

CGR views our most important function as providing a neutral, independent, third-party perspective to the DSC and ultimately the community. We enter these studies with absolutely no pre-conceived idea about what the end results of the study will be. Our experience allows us to inform the DSC and the community about how other communities have addressed the types of issues that are likely to be found in Malone. However, we also know that the variables in every community are unique, so the options for each community are also somewhat unique, even though there is a common framework and set of state laws that set limits on options for all communities. CGR is an expert at developing operational, budget and tax impact models that help communities understand the impact of various options that might be considered. Our objective is to

help ensure that the final study and Plan is a fair and balanced presentation that the community can trust as elected leaders move forward with important decisions about the future of the Village and Town governments.

CGR has also developed our proposal to ensure that the public has ample opportunity to be involved in the process. Our experience indicates that it is important to keep citizens informed and provide several opportunities for citizen participation and input. We will do this by providing up-to-date information as the project progresses on a web site customized for Malone, as well as through three proposed public presentations/meetings where citizens can ask questions and offer comments.

To conclude, we have designed our proposal to ensure that study the will:

- Inform residents about the advantages and disadvantages of dissolution;
- Provide a decision-making tool for Village Board to determine whether or not to initiate the Article 17-A village dissolution process and present a dissolution plan to village voters or alternatively pursue other shared services or consolidation options; and
- Provide a dissolution plan that meets the technical requirements of Article 17-A.

CGR COMPANY PROFILE

CGR is a nonprofit organization that provides research, analysis, management guidance and implementation support to governments and nonprofits. We inform and empower leaders driving positive organizational change or public policy action. Founded in 1915 to serve the public interest, CGR is nonpartisan and independent. Our annual budget is approximately \$1.5 million, and as a nonprofit organized under section 501(c)(3) of the Internal Revenue Code, we are governed by a Board of Trustees.

We have a 16-member staff of professionals based in our Rochester office. Our staff members provide expertise on issues spanning government management, economics and public finance, public safety, health and human services, and education.

CGR's staff includes 14 directly involved in research (experienced researchers and MIS and technology specialists) and two whose duties are

administrative (chief financial officer and office manager). The project would be directed by Charles Zettek Jr., Vice President and Director of Government Management Services, who oversees our shared service/consolidation projects for local governments. We invite you to learn more about CGR at www.cgr.org.

STATEMENT OF QUALIFICATIONS

CGR has an extensive, and what we believe to be unique experience in assessing and identifying alternative ways to organize local governments in New York to provide effective and efficient municipal services. In recent years, we have conducted studies that have examined in detail every type of service provided by villages, towns and counties and explored more cost-effective service delivery through different combinations of shared services and consolidated or unified governments. We have worked with the entire range of municipal combinations, from a small population located in a large rural area (e.g., the plan for the Village of Speculator dissolution and merger with the Town of Lake Pleasant), to a mid-sized village and town combination (e.g., a shared services/consolidation study for the Village and Town of Cobleskill) to high density urbanized areas.

We have conducted eighteen dissolution or shared services studies in the last six years, most of which have included development of a technical dissolution plan, which is what will be developed for Malone. In 2009 and 2010, we completed dissolution studies and plans for:

- The Village and Town of Edwards
- The Village and Town of Candor
- The Village of Port Henry and the Town of Moriah
- The Village and Town of Seneca Falls
- The Village and Town of Perrysburg
- The Village and Town of North Collins
- The Village of Johnson City and the Town of Union

The first two projects listed held dissolution votes on March 15, 2011. The Village of Edwards voters approved dissolving the village, and voters in the Village of Candor voted against dissolving their village. The Village of The Village of North Collins board voted not to put the proposition to dissolve on the ballot for March 2010. The Village of

Johnson City voters voted not to dissolve the village in the November 2009 general election. The Village of Port Henry voted not to dissolve in March 2010. The Villages of Seneca Falls and Perrysburg voted to dissolve in March 2010. CGR also provided consulting to the Village of Limestone, NY, which voted to dissolve in October, 2009 by a vote of 71 to 26.

In addition to dissolution studies, we have completed many projects that focus on shared services, and not just consolidation or dissolution. For example, in early 2009 we completed a shared services/consolidation study for the Village of Albion and the Towns of Albion and Gaines – to our knowledge the first study in New York State to explore the issues involved in developing service options for a village (Albion) that is split between two towns (Albion and Gaines). In July, 2009, in conjunction with a joint city/town Consolidation Plan Committee, we completed the public process phase of the proposed consolidation of the City and Town of Batavia, the first such combination contemplated in the state of New York in a century. In addition, the dissolution plan we helped develop for the Village of Seneca Falls was a follow-up to a study we completed in late 2008 where we found major savings for the overall Seneca Falls community if the village dissolves and merges with the Town of Seneca Falls rather than only pursuing shared services.

The studies noted above, plus many that have not been mentioned, have involved issues that will be important in Malone, including working with multiple municipalities, familiarity with municipal budgets, experience with water and sewer districts, understanding of public works operations, knowledge of fire and EMS services, and understanding of municipal finances, budgets and taxes. Many of these projects have been funded with LGE grants, so we are very knowledgeable about the state requirements for these projects.

CGR is not a law firm and cannot provide legal advice, thus the boards will need to work with their attorneys to ensure that the board actions meet the legal requirements of the law. However, CGR will assist with providing examples and suggestions during the study process, based upon our extensive experience in dissolution, shared services and consolidation work.

Last, we have extensive experience in helping elected boards as well as the general public understand the issues and options through public meetings and published information. We have found that using a web site, dedicated to each project, is an excellent way to provide the public access to all the findings and reports generated during the project, so that the study is open and transparent. Building community trust in the process is important to the success of these projects, and we have learned through experience what works in order to help communities through the process.

Project Experience – Selected Samples

CGR has selected five projects to demonstrate the wide range of shared service/consolidation/dissolution studies conducted by CGR that have been funded by state grants.² The first three demonstrate our experience in creating dissolution plans. The second two demonstrate our experience in dealing with issues facing larger communities that are roughly comparable in size to Malone, and, in addition, both Albion and Batavia are county seats. All of the projects described below were directed by Mr. Zettek. Additional examples of similar projects and references will be provided on request.

Dissolution Study and Plan for the Village of Edwards

In December, 2010, the Village of Edwards Dissolution Study Committee submitted a Dissolution Study and Plan to the Village Board, which will become the basis for a village dissolution vote scheduled for March, 2011. CGR was the consultant who worked with the Committee to conduct the study. The project started in March, 2010. CGR worked with the Committee during the spring and summer collecting information and developing alternatives to put into the study. Three public hearings were held during the fall and early winter to present the information and options to the public. In November, the Committee presented its draft Plan, and made the official public presentation in December. The web site for this project: www.cgr.org/edwards provides an example of the types of information that was collected and presented, as well as interim and final reports, the calendar of meetings and other events, and copies of the final Dissolution Study and Plan.

References:

Sharee Lanphear, Village of Edwards Clerk/Treasurer and Town of Edwards Town Supervisor. 161 Main Street, Edwards, NY 13635. 315-562-3704. sdl@tds.net

Jan C. Lennox, Mayor of the Village of Edwards. 161 Main Street, Edwards, NY 13635. 315-562-3704. sdl@tds.net

² Many other studies are described on our website. Go to www.cgr.org, click on Research Areas and select “Shared Services/Consolidation.”

Dissolution Study and Plan for the Village of Port Henry

The Village of Port Henry, which encompasses just over one square mile of the 65-square mile Town of Moriah in New York's Adirondack Park, lost its industrial base and experienced very significant population declines with the demise of the iron ore extraction industry in the area. In 2009, the Village engaged CGR as consultant to a joint Village/Town steering committee to develop a Dissolution Study and Plan. The Study informs residents about the advantages and disadvantages of dissolving the Village and merging with the Town, and provides a decision-making tool for Village residents to determine whether or not to dissolve their government. The Plan describes in detail how the two governments would merge into one; which existing Village services will be provided through special districts, which costs are to be absorbed by the Town; the fiscal and tax impacts for both residents of the Village and the Town-outside-Village, and other relevant aspects of dissolving the Village, including creating a new Port Henry Fire District. The plan was accepted by the Village Board. On March 16, 2010 Port Henry voters voted to not dissolve the Village. For full details, see: www.cgr.org/porthenry.

References:

James Hughes, Village Trustee, Village of Port Henry
4303 Main Street, Port Henry, NY 12974. (518) 546-9933 - Phone
(518) 546-8675 – Fax. villageofporthenry@nycap.rr.com

Thomas Scozzafava, Town Supervisor, Town of Moriah
38 Park Place, Suite 2, Port Henry, NY 12974. (518) 546-8631 –
Supervisor's Office, (518) 546-3341 – Town Office
(518) 546-3342 – Fax. moriahsuper@nycap.rr.com

Plan for Dissolution of the Village of Speculator and Merger with the Town of Lake Pleasant

In response to a resident-initiated petition to dissolve the Village of Speculator in NY's Adirondack region and merge it with the Town of Lake Pleasant, village leaders were required by state law to develop a dissolution plan and present it to voters. CGR analyzed all town and village operations, and identified how village operations would be provided by the town, what efficiencies and cost savings might be obtained, and the tax implications of village dissolution on both village and town-outside-village residents. In March 2008, voters rejected dissolving the village. The full study is available at www.cgr.org.

Reference:

Mayor Neil McGovern, Village of Speculator, % The Inn at Speculator, Route 8, Box 163, Speculator, NY 12164, or 518-548-3811

Consolidation Study for the Village of Albion, Town of Albion and Town of Gaines

Two predominantly rural towns in the heart of Orleans County – Albion and Gaines – share a common border and the Village of Albion, which is split between the two towns. Concerned about declining resources and increasing costs, the three municipalities engaged CGR to conduct a study to identify viable options for sharing services up to and including full consolidation of two or all three municipalities. As part of the study, CGR gathered extensive data (never previously compiled) on the Village water system and discussed this special sub-report (e.g., findings, options) with key stakeholders. The study was funded with a New York Shared Services Municipal Incentive (SMSI) grant. CGR found there are relatively few services these municipalities can share on a stand-alone basis (through shared service agreements) and limited opportunity to generate significant cost savings. However, if the Village and Town of Albion consolidate, overall property tax savings would be at least 18%, and if all three municipalities consolidate, overall property tax savings would be at least 22%. Consolidation savings would come from cost reductions due to efficiencies and substantial new state consolidation incentive funds.

In December 2008 a joint oversight committee voted to recommend pursuing dissolution of the village, thereby reducing the number of governments from three to two. The recommendation was unanimously endorsed by the Town of Albion Board but was indefinitely tabled by the Village of Albion Board. The full study, including the water system component, is available on the CGR website (www.cgr.org, see “Research Areas” and click on “Shared Services/Consolidation”).

References:

Deputy Mayor Kevin Sheehan, Village of Albion, 35-37 East Bank Street, Albion, NY 14411, 585-590-2547, kcsheehan6@hotmail.com

Town of Albion Supervisor Judith Koehler, 3665 Clarendon Road, Albion, NY 14411, bonaler@yahoo.com, 585-749-1515

City and Town of Batavia Consolidation Plan

The City and Town of Batavia, located in Genesee County, successfully applied for a state grant to study consolidation, acknowledging that the existing governmental structure generates considerable overlap and duplication in the delivery of municipal services. In 2008, the

municipalities appointed a City/Town Consolidation Study Committee and engaged CGR to conduct the study. After initial work on the project, CGR recommended the Committee move from a "study" to developing a "plan" for consolidation. The Committee supported CGR's recommendation, and the City Council and Town endorsed their decision.

The study team finalized a report of model options for the combined community and posted the report and supporting information on June 2, 2009 on a special website developed by CGR³. The Committee held community forums in June for the public to provide input, and based on that input developed a draft plan that was presented to the Batavia City Council and Town Board. Subsequently, the City and Town applied for and received an LGE grant to develop a proposed charter new charter for a single combined government.

References:

Batavia City Manager Jason Molino, One Batavia City Centre, Batavia, New York 14020, or 585-345-6330, jmolino@batavianewyork.com

Town of Batavia Supervisor Gregory Post, 3833 W. Main St. Road, Batavia, NY 14020, or 716-474-3216, or email Mr. Post' secretary, Hiedi Librock, hlibrock@townofbatavia.com

PROJECT METHODOLOGY

CGR's approach is designed to inform residents about the advantages and disadvantages of dissolving the Village as well as other identified options for providing more efficient and cost effective services such as shared services opportunities between the Village and the Town. Public outreach is a key component of our proposal and will include two public meetings during Phase 1 - one to solicit feedback on the draft Study and Dissolution Plan and the second as the public hearing on the Committee recommended Final Study and Plan. In Phase 2, there would be in addition the required Public Hearing if the Board commences the dissolution process. Additional public outreach components will include a custom-designed project website that includes comment forms and sign-ups to receive electronic alerts about the project, and, if requested, assistance with media materials.

³ See <http://www.cgr.org/bataviaconsolidationplan/index.aspx>.

An important success factor in our approach to these projects is working closely with the Study Committee. This Committee is responsible for conducting the study and developing and presenting the Dissolution Plan to the community in accordance with Municipal Law 17-A. CGR views our role as being the technical support to the Committee, and we will develop a close working relationship with the Committee to ensure it successfully meets the requirements of the law. We will conduct research and interviews, facilitate public meetings, compile information, draft reports and presentations and will write the final study and dissolution plan on behalf of the Committee, as well as upload and maintain the project website. We will review all draft work products with the Committee, and look for the Committee to assume final responsibility for the work products and presentations made by the Committee.

Our detailed work plan, including specific tasks, planned deliverables, meetings and anticipated time frames, is provided below and is designed to satisfy the requirements of the LGE state grant. In order to meet these requirements, the work plan is grouped in two phases:

- Phase 1: The Dissolution Study and Plan; and
- Phase 2: The Statutory Requirements of Article 17-A

The final work plan is subject to revisions based upon the initial kickoff meeting with the Study Committee, CGR's review of the final state LGE contract, and other revisions that are required and approved by the Study Committee as the project progresses. It should be noted that although the tasks are shown as being sequential, in actual practice there may be overlap of the tasks as the project progresses.

Phase 1: The Dissolution Study and Plan

The following tasks facilitate the development of a Committee developed Dissolution Study and Plan. We anticipate Phase 1 will take approximately nine months to complete.

Task 1: Kick-off Meeting with Study Committee

CGR will meet with the Study Committee as soon as possible following receipt of a signed contract with the Village. At this kick-off meeting, CGR will overview the goals and issues involved in dissolution; review the scope of the project; clarify the role of Committee members; identify the individual who will act as liaison to CGR and the Village and Town boards; work with the Committee to identify the community leaders and staff in the governments who should be interviewed; discuss the public outreach strategy, including our proposed web site for the project; identify data and information resources; and review the project schedule. The meeting agenda will also include reviewing/refining the work plan.

Subsequent to this kickoff meeting, CGR will submit a final project work plan to the Committee. On the same day, CGR will begin our initial data collection interviews with village and town officials.

Work Products: Refined work plan and timetable
Time Frame: Month 1

Task 2: Existing Conditions and High-level Fiscal Analysis

Starting on the day of the initial Committee meeting, CGR will initiate primary data collection. We will make on-site visits to the Village and Town to interview key operations staff and stakeholders; tour operational sites; review budget, personnel and other operating records; identify existing cooperative arrangements; and collect electronic or hard paper copies of key documents – list of laws and ordinances, union contracts (if applicable), other agreements, existing fixed assets inventory lists, rate sheets, etc. This hands-on approach will enable CGR to develop a comprehensive understanding of current Village and Town operations. This base of information about “what is” will be summarized in a What Exists Report and will also provide the framework for identifying options for the future.

The What Exists Report will document:

- To the extent possible using quantifiable measures, the level of service currently provided in the Village and Town;
- The existing staffing levels in Village and Town departments and the amount of staff time expended for each service provided;
- Current costs, revenues and taxes associated with the services provided by the Village and Town, revenues (including all funding sources) and costs for other relevant government operations;
- The property, vehicles and equipment owned and maintained by both the Village and the Town, based upon available inventories.
- Specific functions (or portions of functions) that have been consolidated or are currently being provided cooperatively.

Our experience is that it takes at least 2-3 months to develop a complete What Exists Report. However, by the end of Month 3, we expect to have enough information to be able to complete a preliminary report that will provide the Committee with a good understanding of the options to consider for the future, including a high-level fiscal analysis that outlines the likely cost and tax impacts of the various options. Throughout Phase 1, CGR will continue to develop the additional detail needed to create a comprehensive and accurate What Exists Report. These findings will help inform the identification of dissolution options in Task 3.

Work Products: Preliminary What Exists Report at a high level along with fiscal impact analysis. To be discussed at a Committee meeting, along with preliminary discussion of options (Task 3) at the end of Month 3.

Time Frame: Months 1-3

Task 3: Identify Dissolution Options

CGR will work with the Committee to identify potential dissolution options from the range of alternatives identified in Task 2. Our experience is that there are a number of variables that can affect the options, including both operational and fiscal variables. The work of this task will primarily be continuation of data collection and assessment of alternatives and discussing these with the Committee for refinement into the initial Draft Options Report.

Work Products: Meeting with the Committee at the end of Month 3 (same as Task 2 meeting) to discuss what to include in the Options Report.

Developing a draft Options Report for discussion at a Committee meeting end of Month 5.

Time Frame: Months 4-5.

Task 4: Village Dissolution Study and Plan

In this task, CGR will assist the Committee in developing the Dissolution Study and Plan to present to the Village Board. Based on Article 17-A of the New York State Municipal Law the proposed dissolution plan shall specify:

- (a) the name of the local government entity to be dissolved;
- (b) the territorial boundaries of the entity;
- (c) the type and/or class of the entity;
- (d) a fiscal estimate of the cost of dissolution;
- (e) any plan for the transfer or elimination of public employees;
- (f) 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;
- (g) the entity's liabilities and indebtedness, bonded and otherwise, and the fair value thereof in current money of the United States;
- (h) any agreements entered into with the town or towns in which the entity is situated in order to carry out the dissolution;

- (i) the manner and means by which the residents of the entity will continue to be furnished municipal services following the entity's dissolution;
- (j) 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;
- (k) findings as to 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 section seven hundred eighty-nine of this title;
- (l) the effective date of the proposed dissolution;
- (m) the time and place or places for a public hearing or hearings on the proposed dissolution plan pursuant to section seven hundred seventy-six of this title; and
- (n) any other matter desirable or necessary to carry out the dissolution.

CGR has substantial experience with the development of village dissolution plans. In the last two years, we have developed dissolution plans presented by committees to Village Boards in the villages of Edwards, Candor, Johnson City, North Collins, Perrysburg, Port Henry, Seneca Falls. These plans were developed under the former Village Law Article 19 requirements, however, they are quite similar to the new Article 17-A requirements. Of particular importance, we have extensive experience identifying and explaining the service, cost and tax impacts of dissolution to both village and Town-Outside Village (TOV) taxpayers, which is an important aspect to the dissolution discussion within the community. The Study Committee will need to meet the technical requirements of Article 17-A in order for this to be a valid dissolution plan.

CGR will compile the Draft Study Report and Plan – consisting of an executive summary, summary of key findings, the What Exists Report, the Options Report, and the Village Dissolution Plan. After review and approval by the Committee, CGR will post the Draft Report in PDF format on the study website so that members of the public with internet service have ready access to the document. CGR encourages copies of the Report be made available by the Village as needed and distributed to any interested citizen prior to the public hearing on the Plan.

Work Products: Develop the draft complete Study and Dissolution Plan, meet with the Committee at the end of Month 6 to review the draft report, post the report and documentation on the study website.

Time Frame: Months 5-6

Task 5: Public Presentation and Feedback

CGR will develop a PowerPoint presentation highlighting key elements of the Draft Report from Task 4, with particular focus on the Village Dissolution Plan. Included in the presentation will be a brief overview of the What Exists Report, a discussion of the advantages and disadvantages of the various alternatives reviewed during the project to date, and the fiscal and tax impacts of the options on both village and town-outside village taxpayers. The draft report as well as supporting back-up documentation will be posted on the website and printed for distribution from the village hall and other public locations prior to the public meeting. CGR will assist the Committee with presenting the draft report.

Work Products: Public presentation of Draft Dissolution Study and Plan. Facilitate public meeting with the Committee.

Time Frame: Month 7

Task 6: Finalize Dissolution Plan and Public Hearing

Based on feedback from the public meeting in Task 5, the Committee will make its final revisions to the Dissolution Study and Plan. CGR will post the final document to the study website and provide a final document to the Committee. After approval by the Committee, the Final Committee report and Committee Recommended Plan will be posted to the website, and a public hearing date set. The Committee will hold a public hearing on the final report. CGR will assist with the presentation, as requested. After the final public hearing, the Committee will transmit its report, including recommended Dissolution Plan, to the Village Board.

Work Products: Final Dissolution Study and Plan. Public hearing

Time Frame: Months 8-9

Phase 2: The Statutory Requirements of Article 17-A

Task 7: Village Board Tasks

Once the Dissolution Plan is transmitted to the Village Board, the Board then becomes responsible for adopting the Plan, holding a public hearing

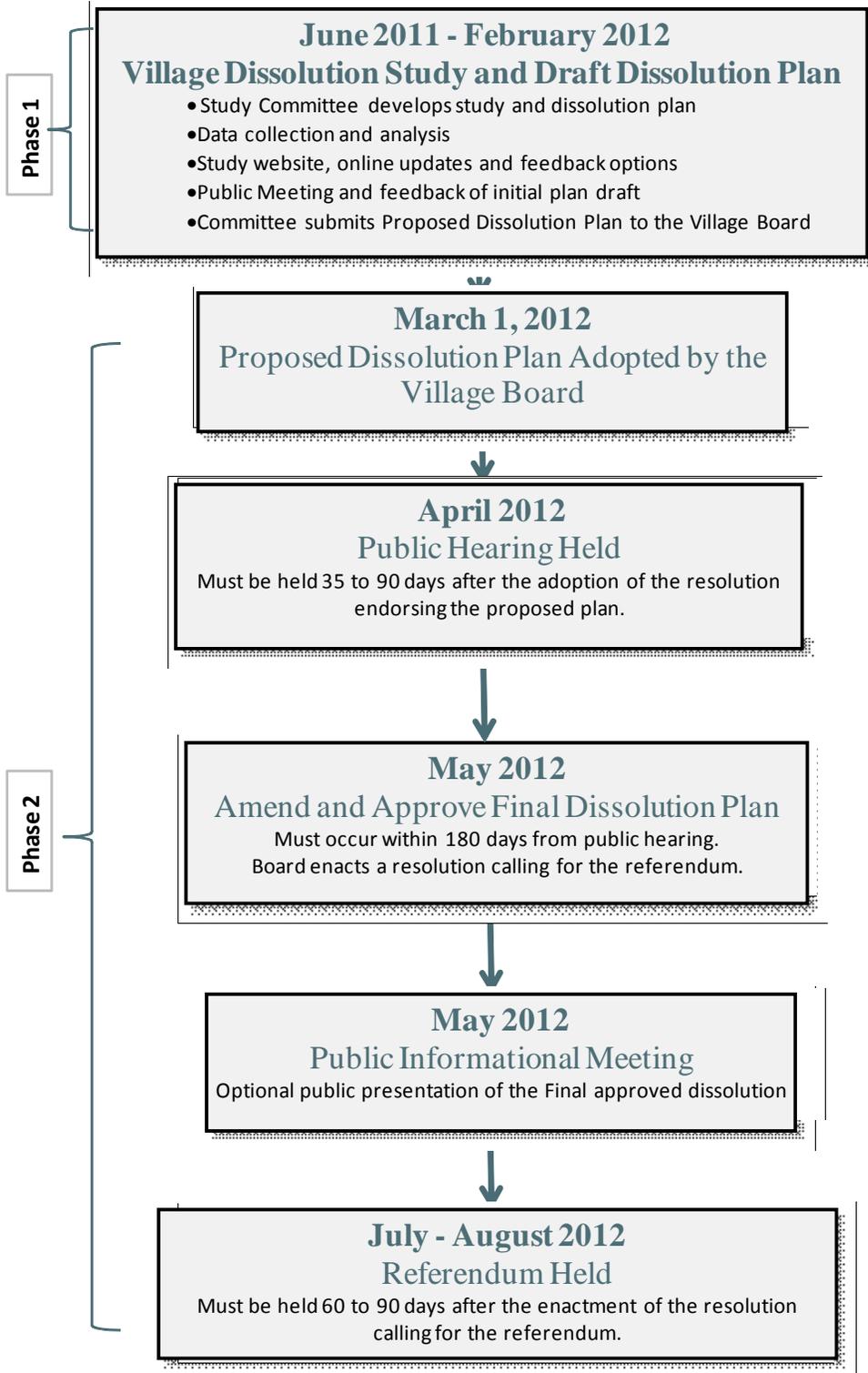
about the Plan, and authorizing a resolution submitting the Plan to the voters within specific timeframes outlined in Article 17-A.

Since this is a Board initiated Dissolution Process, the official time line doesn't start until the Board officially commences the process by endorsing a proposed Plan, publishing it and setting a public hearing date. In order to meet this timeline and satisfy the requirements of Article 17-A, CGR proposes the board follow the schedule outlined in the flow chart below. Although Article 17-A allows for additional time between required actions, it has been our experience that the public will not focus on this over an extended time period, thus a condensed process with ample feedback opportunities is preferred. When possible, a series of public notices and an optional public informational meeting scheduled a month before the referendum is encouraged. Either during this time period, or before officially endorsing the Plan that will be presented to the voters, the Board may wish to create one or more inter-municipal agreements (IMA's) and/or memoranda of understanding (MOU's) with the Town or other governmental agencies that will provide additional support for the elements of the Dissolution Plan. The time-table for endorsement and commencement of the dissolution plan process will need to include the time required to obtain these IMA's/MOU's.

CGR will be available if requested to assist the Board (and Study Committee) in presenting the Dissolution Plan at the required Public Hearing and the proposed optional informational meeting prior to the referendum. We will also provide sample IMA's and MOU's used by other communities as part of the dissolution plan process, if requested. CGR will make any changes requested by the Board to the Plan and post the final adopted Plan, along with public notification requirements on the website, and will keep the website open for three months after the referendum vote, if requested.

Work Products: PowerPoint presentation at the Public Hearing and proposed optional presentation at an informational meeting. Sample propositions and IMA's/MOU's from other communities, if requested.
Time Frame: Months 10 – 12 depending on variables noted above. This assumes the actual vote will be in approximately Month 14.

**Board Initiated Dissolution Process
Village of Malone Proposed Timeline
Assuming Project Start in June 2011**



PROJECT SCHEDULE

The following Project Schedule show how CGR plans to carry out the tasks described above, with the majority of the table outlining the 9 month process of Phase 1 to develop the Dissolution Study and Plan. This is intended to show the anticipated sequencing of tasks. However, it should be understood that CGR may be carrying out several tasks concurrently, thus, there may be overlap in some tasks. The Project Schedule as shown is subject to final review and approval by the Study Committee based upon the Kick-Off Meeting. It is also subject to timely delivery of data to CGR, ability to schedule interviews and meetings, and public notification requirements.

Village of Malone Dissolution Study and Plan Project Schedule									
Project Task Deliverables	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8	Month 9
PHASE 1: Dissolution Study and Plan									
Task 1 Kick-off Meeting									
Study Committee meeting and initial interviews	X								
Task 2 Existing Conditions/Fiscal Analysis									
Primary Data Collection	X								
Draft What Exists Report			X						
Committee Meeting to review draft			X						
Task 3 Identify Dissolution Options									
Develop Draft Options Report			X						
Draft Options Report					X				
Committee meeting to review draft					X				
Task 4 Village Dissolution Study & Plan									
Develop Draft Study & Dissolution Plan					X				
Committee meeting to review Draft Plan and presentation						X			
Task 5 Public Presentation of Draft									
Set Public meeting, post to website							X		
Hold Public meeting on Draft							X		
Task 6 Finalize Dissolution Plan									
Committee meeting to review comments								X	
Write Final Study and Plan									
Committee meeting to approve Final								X	
Set Public meeting, post Final report to website								X	
Hold Public meeting on Final Report and Plan									X
Transmit Plan to Village Board									X
PHASE 2: Statutory Requirments of 17-A - Proposed TimeTable									
Task 7 Village Board Tasks Months 10 - 12 (minimum time requirements)									
Month 10	Adopt Dissolution Plan								
Month 11	Hold Public Hearing								
Month 11	Amend and Approve Final Plan								
Month 12	Optional Public Informational Meeting								
Month 14	Referendum Held								

CGR KEY STAFF

This project will be directed by Charles Zettek Jr., Vice President and Director of Government Management Services, who directed all of the projects described in *Project Experience*. Mr. Zettek will be assisted by project managers Jaime Saunders, Senior Associate and Vicki Brown, Associate Director. Ms. Saunders and Ms. Brown have extensive experience in local government management and organizational studies, and both have been principal researchers on projects across the state funded under the SMSI/LGE program. Resumes for these key staff are attached in Appendix A. Additional CGR staff will be utilized on the project as needed.

Charles Zettek Jr., M.S., joined CGR in March 2000. At CGR, Mr. Zettek has directed projects to identify management improvements in the areas of public safety (police and fire), social services, and general government operations in all areas of local government. One of Mr. Zettek's principal interests is identifying opportunities to reduce the cost of local government through shared service, consolidation and dissolution strategies. He is a recognized expert on village dissolutions and town consolidations in New York. In the past three years, he has conducted 12 village/town consolidation/dissolution studies and a landmark study that proposed consolidating the Town and City of Batavia.

For the eight years prior to joining CGR, he was president of a consulting firm specializing in identifying cost reduction opportunities in both the public and private sectors through the use of more effective purchasing and management operation principles. His prior career also included serving for six years as Purchasing and Central Services Administrator for Monroe County, New York, where he supervised a staff of 35, managed a budget of \$4.4 million, oversaw annual purchasing of \$100 million in goods, managed the telecommunications system and served as Records Management Officer. In addition, he has 10 years experience in municipal budgeting and planning for the City of Rochester, New York. He holds a B.A. in History and an M.S. in Public Policy from the University of Rochester.

Jaime Saunders, M.P.A., is the principal researcher for the Village of Candor Dissolution Study and Plan, the Village of Potsdam Dissolution Study and Plan, and has played key roles in a range of projects to identify local government shared service and cost-savings opportunities. Ms. Saunders joined CGR in 2008 with more than 10 years experience in nonprofit management, program development and evaluation, organizational development, and community relations. Prior to joining CGR she was principal of a consulting firm that provided contract services in the areas of organizational development and marketing and was Chief

Operating Officer and Vice President of Operations for a Feeding America food bank serving 550 human service agencies in a 10-county region in upstate New York. Ms. Saunders holds a B.A. in Business Administration and Sociology from Whittier College and a M.A. in Public Administration from the Maxwell School of Citizenship and Public Affairs at Syracuse University.

Vicki Brown has experience with a range of CGR studies, from shared service/consolidation studies for municipalities to analyses of criminal justice practices. She is the principal researcher for the Village of Edwards Dissolution Study and Plan, the Village of Port Henry Dissolution Study and Plan and the Village of Albion, Town of Albion and Town of Gaines Consolidation Study, and has played key roles in other studies of proposed village dissolutions and analyses for local governments seeking to improve specific business processes. In addition, she was the principal researcher for a study for which CGR won the 2007 Most Distinguished Research Award from the Governmental Research Association, the national organization of professionals engaged in governmental research. The study involved a comprehensive assessment of, and recommendations for, the criminal justice system in New York's Chemung County. Prior to joining the organization, Ms. Brown owned a consulting firm in Rochester for 28 years. She became a CGR consultant in 2000, joined the staff in 2004, and was named Associate Director in 2008. Ms. Brown holds a B.A. in Journalism and English with honors from Marquette University.

PROPOSED FEE

CGR offers to provide the consulting services described in this Proposal for an all-inclusive fixed fee of \$52,000. This all-inclusive fee (covering all consultant fees, travel, and miscellaneous expenses) assumes that the Village will pay all costs for legal advertisements and public mailings and notices and will arrange for public meeting spaces. This offer is based on CGR starting the project in the spring of 2011 and completing the work of Task 6 by the end of February, 2012, and completing Task 7 by August, 2012. CGR reserves the right to negotiate a different fee and/or time frame should the Study Committee request work not anticipated in our proposal, or if the Work Program and/or Budget contained in the final LGE agreement between the Village and New York State contains work or project components not identified in or consistent with this proposal.

APPENDIX A – RESUMES

CHARLES ZETTEK, JR., M.S.

Vice President & Director of Government Management Services

Expertise

Government management, public safety, program evaluation, shared services, consolidation, dissolution

Mr. Zettek has been actively involved in practicing the art and science of public administration to improve local government operations for more than 30 years. His general interest is in working directly with clients using strategic planning principles and analytic thinking to identify ways to make operations more effective and efficient. He is recognized across New York State as an expert in leading villages and towns through dissolution and consolidation studies in response to increasing demands to reduce the number of local governments and save taxes.

Current Projects

- Directing a joint study for the Village of Medina and the Towns of Shelby and Ridgeway NY to identify ways to deliver more efficient government services from shared service options up to and including possible dissolution of the village and merger of the 2 towns
- Directing a project for the Village and Town of Potsdam NY exploring options for more efficient delivery of services, up to and including dissolution of the village
- Directing a shared services / merger feasibility study for the Village of Hudson Falls and Town of Kingsbury NY
- Directing a project for Herkimer County NY and its 19 towns, 10 villages and 1 city to identify ways to share services or consolidate highway operations. Project goal: analyze operations and costs, develop models to re-deploy resources on both a county-wide level and in sub-regional groupings to provide more cost effective service for maintaining the comprehensive system of county, village and town roads and bridges
- Directing a strategic planning process for a large public housing authority

Completed Projects

Government management topics:

- Identification of municipal cost reduction opportunities through sharing and/or consolidating services, including a study for the NYS Commission on Local Government Efficiency & Competitiveness about the potential for consolidation of 3 city/town combinations
- Development of village dissolution plans
- Analysis of town and town/city consolidation/merger options
- Design of more integrated, effective approaches to providing health and human services
- Identification of options to improve efficiency and effectiveness of medical transportation services
- Assessment of the benefits of creating a central business office serving multiple school districts
- Analysis of proposed organizational structures and the potential impact on costs and service delivery
- Assessment of the cost of local government
- Identification of opportunities to achieve efficiencies in records management

Public safety topics:

- Police services planning for the future (e.g., station location, staffing, resources)
- Fire and EMS services planning for the future (e.g. future demand, station location, staffing, fiscal planning, future response capabilities, consolidation options)
- Analysis of proposed mergers
- Assessment of the cost impact and tax implications of sharing services
- Alternative service delivery options

Education

B.A. with Honors in History and M.S. in Public Policy from the University of Rochester

Background

Mr. Zettek joined CGR in 2000 as Director of Government Management Services and was named Vice President in 2008. Previously, he was president of Public Purchasing and Management Services, a consulting firm specializing in identifying cost reduction opportunities in both the public and private sectors through the use of more effective purchasing and management operation principles. His prior career included serving for 4 years as Purchasing and Central Services Administrator for Monroe County NY, where he supervised a staff of 35, managed a budget of \$4.4 million, oversaw annual purchasing of \$100 million in goods, managed the telecommunications system and served as Records Management Officer.

In addition, he has 10 years experience in municipal budgeting and planning for the City of Rochester NY.

JAIME SAUNDERS, M.P.A.

Senior Associate

Expertise

Human service management, government management, program evaluation, strategic planning and facilitation, organizational development, cost-benefit analysis

Current Projects

- Development of a 4-county community indicators project in NY's Mid-Hudson Valley to help stimulate community solutions to critical challenges
- Facilitating dissolution study and plan for the Village of Candor NY
- Analysis of consolidation opportunities for the Village and Town of Potsdam NY; and similar study for the Village of Hudson Falls and Town of Kingsbury NY
- Analysis of shared service / consolidation opportunities for a municipality's equipment services division

Completed Projects

- Developed status report on children to inform a NY community's investment strategies for quality early learning, after-school and home visitation programs
- Assistance with a strategic planning process for a public housing authority
- Facilitated newly created community advisory group tasked by a county legislature with providing input for social service and child protective service operations
- Developed an allocation model to inform city leaders responsible for allocating more than \$1 million in federal special needs housing funding to community agencies
- Developed a strategy paper identifying key strategies and promising programs to help a United Way provide more effective crisis and financial stability services
- Conducted a study of veterans' reintegration needs for an upstate NY community
- Assessed benefits of creating a central business office serving multiple school districts

- Created web-based [community indicators](#) projects to increase public access to data and inform decision-makers
- Evaluated options to provide planning services in order to manage current and future land use and development in a town

Education

B.A. in Business Administration and Sociology from Whittier College; M.A. in Public Administration from the Maxwell School of Citizenship and Public Affairs at Syracuse University; graduate course work at Milano the New School for Management and Urban Policy in New York City

Background

Ms. Saunders joined CGR in April 2008 with more than 10 years experience in nonprofit management, program development and evaluation, organizational development, marketing and community relations. Prior to joining CGR she was principal of Praxis Point Consulting and provided contract services to New York-based nonprofits in the areas of organizational development and marketing

Previously Ms. Saunders was Chief Operating Officer and Vice President of Operations for an America's Second Harvest food bank serving 550 human service agencies in a 10-county region

VICKI BROWN

Associate Director

Expertise

Shared services/consolidation, program evaluation, government management, criminal justice, education, marketing and communications

Ms. Brown serves as project manager on a wide range of CGR studies, from service sharing and consolidation options for municipalities to analyses of alternatives to incarceration and criminal justice practices. She has played a key role in assessments of the market potential for educational programs, studies involving proposed village dissolutions, and records needs assessments or business process analyses for local governments. She was also the principal researcher for a study for which CGR won the 2007 Most Distinguished Research Award from the Governmental Research Association, the national organization of professionals engaged in governmental research. The study involved a comprehensive assessment of, and recommendations for, the criminal

justice system in New York's Chemung County. In addition, Ms. Brown directs marketing and communication projects for CGR.

Current Projects

- Project manager for a strategic planning process for a housing authority
- Project manager for a shared service/consolidation study for the Village of Medina and Towns of Ridgeway and Shelby NY
- Project manager for a dissolution study and plan for the Village of Edwards NY

Completed Projects

- Numerous studies addressing service-sharing/consolidation (e.g. village/town, city/town, police/sheriff, court services)
- Village dissolution and merger study
- Primary research on public safety projects (e.g., reorganization of a city police department operations; police-community relations study)
- Criminal justice assessments (e.g., criminal justice practices, alternatives to incarceration programs; initiatives to reduce juvenile detentions and placements)
- Market studies for a private secondary school and a college
- Program evaluations (e.g., mortgage default resolution, landlord-tenant services, co-location of police and code enforcement at satellite sites in a city)
- Recommendation of "next steps" for a city funding outside services designed to promote a downtown historic district
- Records needs assessments or business process analyses related to services provided by local governments (e.g., public housing, public works, cemeteries, water bureau, code enforcement)
- Disaster recovery-related studies (e.g., identification of key records at risk for a city; records disaster recovery plan for a public housing authority)
- Research for a human services study identifying numbers of children with unmet service needs for co-occurring mental health/developmental disability issues

Education

B.A. in Journalism and English with honors from Marquette University

Background

Ms. Brown became a CGR consultant in 2000, working on projects that addressed business processes, records management and community needs,

and in 2004 joined the staff fulltime as a researcher. She was named Associate Director in 2008. Prior to joining CGR, she owned a consulting firm in Rochester NY for 28 years, and directed research, writing and editing projects for consulting groups, medical centers, major universities, governmental organizations, and businesses ranging in size from one-person firms to Fortune 500 companies. Previously she was a newspaper reporter in Rochester NY and a university writer/editor in Atlanta GA.