

Broome County: A Retrospective Assessment of the Partnership Council Recommendations of 1991 Case Study

Contents:

1. Municipal Characteristics (names, population, size, fiscal metrics)
2. Project Description and Impetus
3. Proposal(s) and Proposed Funding
4. Legal Foundation and Legal Checklist
5. Views on the Issue
6. Results (adopted, amended, rejected etc)
7. Implementation
8. Expectations vs. Implementation
9. Factors contributing to success/failure
10. The 10 Step Program
11. Technical Assistance
12. List of documents
13. Additional comments/suggestions/helpful hints
14. Contact Information

1. Municipal Characteristics

Broome County, home to the City of Binghamton, is situated in the eastern southern tier of New York's counties. The "southern tier" identifies those New York counties that are on the New York – Pennsylvania border in upstate New York. Broome County had a total population of 200,536 in the year 2000, which represents a loss of five percent since 1990. The county has sixteen towns, seven villages, and one city. Table 1 below contains population and land area figures for Broome County municipalities. Over half (59%) of the county's population resides in town areas outside villages. The remaining (41%) reside in the county's villages (17%) and the City of Binghamton (24%). Broome County has a less dominant central city, in terms of the percent of total county population, in comparison with the state's other upstate metropolitan counties. The variation in population served among Broome towns is significant. One town has a total population of less than a thousand people while, in contrast, three towns have in excess of ten thousand town-outside-village residents. The Town of Union, including the village populations of Johnson City and Endicott, had a total population of 56,298 in 2000. This is almost twenty percent larger than the City of Binghamton's total for 2000.

Towns in the county vary substantially in both the full taxable assessed value of real property and the degree to which taxable assessed values are kept in line with full value. The Towns of Colesville (10%), Union (6% -including the Villages of Endicott and Johnson City), and Vestal (6%) have assessment roles that represent a very small percentage of full value. Total taxable assessed valuation for the remaining jurisdictions in the county are 80% or more of full taxable value. See Table 2 for fiscal metrics for each municipality.

Broome County has a 4% sales tax; the City of Binghamton does not pre-empt the 1.5% within its borders that is permitted by law. The county retains 2.575% and distributes the remaining 1.425% to municipalities (city, towns, and villages) in the county based on population.

In Broome County the total of state and federal aid represents about sixteen percent of total revenues for all towns and about seven percent for all villages in the county. There is substantial variation among towns and villages considering state and federal aid as a percent of total annual revenues. State and federal aid is a more important source of revenue for Broome County and the City of Binghamton, representing about 30 percent of total revenues for these two governments.

Annual debt service is about seven percent of annual expenditures across all towns in the county and about five percent for the villages taken as a group. There is substantial variation among towns and villages considering debt service as a percent of total annual expenditures. It was about five percent for Broome County in 2005 and about ten percent for the City of Binghamton.

**Table 1: Community Characteristics
Population and Land Area***

MUNICIPALITY	Total Population**		Percent Change	Land Area Square Miles
	2000	1990		
Towns				
BARKER	2,738	2,714	1%	41.40
BINGHAMTON	4,969	5,006	-1%	25.40
CHENANGO	11,454	12,310	-7%	33.90
COLESVILLE	5,441	5,590	-3%	78.50
CONKLIN	5,940	6,265	-5%	24.50
DICKINSON	3,638	3,701	-2%	4.80
FENTON	6,909	7,236	-5%	32.90
KIRKWOOD	5,651	6,096	-7%	31.00
LISLE	2,405	2,125	13%	46.90
MAINE	5,459	5,576	-2%	45.70
NANTICOKE	1,790	1,846	-3%	24.30
SANFORD	778	640	22%	90.10
TRIANGLE	2,067	1,952	6%	38.10
UNION	27,725	29,677	-7%	35.20
VESTAL	26,535	26,733	-1%	52.20
WINDSOR	5,520	5,389	2%	91.50
Total	119,019	122,856	-3%	696.40
Villages				
PORT DICKINSON	1,697	1,785	-5%	0.60
LISLE	302	361	-16%	0.90
DEPOSIT	1,699	1,936	-12%	1.30
WHITNEY POINT	965	1,054	-8%	1.00
ENDICOTT	13,038	13,531	-4%	3.10
JOHNSON CITY	15,535	16,578	-6%	4.40
WINDSOR	901	1,051	-14%	1.10
Total	34,137	36,296	-6%	12.40
CITY OF BINGHAMTON	47,380	53,008	-11%	10.40
BROOME COUNTY	200,536	212,160	-5%	706.80

* Source: Population and land area figures are from the New York State Comptroller's Financial Data Base for the years 1990 and 2005.

** Town populations in Table 1 do not include village residents

Map 1 shows the locations of the municipalities within Broome County. The more densely populated towns and villages are clustered to the north and southwest of the City of Binghamton. The three largest towns are Union, Vestal, and Chenango. The county's towns and villages with smaller populations make up the remainder of the county. Map 2 (see #6, results), helps highlight this pattern of population concentration.

Map 1: Broome County Municipalities



Table 2
Fiscal Data for Broome County Municipalities*

For Fiscal years ended in 2005

Municipality	Total Population	Taxable Assessed Value	Full Value of Taxable Property	Taxes and Assessments	Sales Tax	State Aid	Federal Aid	All Other Revenues	Total Revenues	Total Expenditures	Total Debt Outstanding	Total Debt Svc.
Towns												
BARKER	2,738	75,341,103	86,598,968	290,693	470,982	95,376	0	579,339	1,454,143	1,278,194	0	0
BINGHAMTON	4,969	209,129,655	233,664,418	1,214,800	875,462	190,555	0	536,778	2,847,005	2,694,675	1,342,000	195,480
CHENANGO	11,454	452,969,745	492,358,418	2,207,567	2,018,021	824,871	55,349	1,344,105	6,545,360	10,043,449	15,291,000	1,355,314
COLESVILLE	5,441	17,279,546	167,762,582	568,907	936,088	239,550	0	82,879	1,847,943	1,795,164	0	0
CONKLIN	5,940	173,302,397	203,885,172	1,006,918	1,046,538	200,881	300,717	600,719	3,264,531	3,312,106	2,760,704	364,127
DICKINSON	5,335	148,672,639	156,497,514	633,786	640,961	115,808	0	1,166,771	2,594,766	2,800,393	1,439,000	166,860
FENTON	6,909	189,007,985	210,008,872	528,351	1,217,261	236,567	97,201	382,815	2,510,614	2,653,685	340,918	111,033
KIRKWOOD	5,651	262,383,815	262,383,815	1,232,878	995,620	181,133	220,500	1,886,946	4,623,450	4,378,101	1,587,210	45,109
LISLE	2,707	68,036,951	77,314,717	346,582	423,724	100,697	41,188	123,395	1,042,018	1,135,210	0	0
MAINE	5,459	159,366,908	193,971,407	799,320	939,040	1,466,249	0	217,912	3,460,066	2,681,458	148,380	72,987
NANTICOKE	1,790	41,242,469	46,866,442	144,999	307,910	67,382	0	318,096	841,055	985,413	195,000	59,467
SANFORD	2,477	147,242,209	163,602,454	870,919	289,295	225,795	126,768	97,413	1,620,943	2,220,182	1,390,000	116,494
TRIANGLE	3,032	74,312,082	81,215,390	376,767	355,560	83,122	0	184,650	1,008,303	872,132	150,000	33,487
UNION	56,298	116,766,197	1,868,259,152	8,308,264	4,884,724	1,083,453	3,351,381	1,668,505	19,865,078	20,631,709	6,937,444	1,189,151
VESTAL	26,535	65,265,930	1,173,847,661	7,748,460	4,675,064	1,079,339	1,404,138	4,598,722	19,828,411	22,300,742	11,815,025	2,370,156
WINDSOR	6,421	195,843,778	208,344,444	868,811	972,540	349,589	293,079	104,090	2,604,013	2,682,570	368,987	52,597
Town Total	153,156	2,396,163,409	5,626,581,426	27,148,022	21,048,790	6,540,367	5,890,321	13,893,135	75,957,699	82,465,183	43,765,668	6,132,262
Villages												
PORT DICKINSON	1,697	43,392,894	44,278,463	299,964	282,348	52,942	200,765	304,686	1,176,658	1,212,013	0	27,564
LISLE	302	6,772,753	7,508,595	28,255	50,247	7,102	0	647	89,146	102,676	0	0
DEPOSIT	1,699	44,791,979	48,782,377	498,912	138,925	56,533	10,913	1,448,287	2,237,618	2,446,127	1,794,576	149,382
WHITNEY POINT	965	25,167,715	27,356,212	200,084	160,557	26,672	0	363,574	762,705	1,157,077	2,273,223	106,640
ENDICOTT	13,038	20,689,873	314,435,760	5,570,959	2,169,271	670,579	249,838	9,420,767	20,394,733	20,861,596	14,352,504	950,381
JOHNSON CITY	15,535	30,529,200	463,969,604	6,914,460	2,584,723	1,737,489	43,317	7,113,905	18,854,722	30,063,650	30,508,578	1,683,742
WINDSOR	901	21,768,670	21,768,670	198,847	149,906	26,590	13,541	63,471	467,935	453,319	62,500	6,040
Village Total	34,137	193,113,084	928,099,681	13,711,481	5,535,977	2,577,907	518,374	18,715,337	43,983,517	56,296,458	48,991,381	2,923,749
BINGHAMTON CITY	47,380	1,210,869,413	1,210,869,413	21,915,708	8,347,636	11,232,717	7,493,586	16,765,438	67,370,206	89,412,825	114,662,134	8,850,842
BROOME COUNTY	200,536	3,587,533,809	6,800,046,810	52,247,452	101,938,561	44,917,100	55,539,815	68,020,334	328,745,867	353,848,002	130,354,482	16,040,858

2. Project Description & Impetus

In 1989, Timothy M. Grippen introduced his first budget as a new Broome County Executive. The budget as passed by the legislature resulted in a 43% increase in property taxes for Broome County residents. Economic conditions triggered by recent job losses hastened public and private sector leadership in Broome County to mobilize for community change. Early in 1990 several local organizations were formed to focus on regional solutions. Tim Grippen, Broome County Executive, and Victor Lacatena, Chair of the Broome County Legislature, proposed the creation of a Partnership Council to initiate a serious countywide effort to reduce the burden of government through shared services, consolidation of services and governments, and other strategies that might be identified. The Partnership Council was convened in February of 1990; its charge was “to explore opportunities for municipalities, county government, and school districts to share and consolidate their efforts to provide desired levels of service to the public in more efficient, cost effective, and quality conscious ways.” This effort was also designed to help build a more effective partnership with the private sector.

This public sector initiative paralleled the efforts of private sector leaders to re-energize the local-regional economy. The regional economy had witnessed the loss of a high number of quality jobs over a sustained period. Local business and other leaders formed Partnership 2000 to strategize and act for the community’s future. There were a significant number of individuals involved in both the public sector (Partnership Council) and private sector (Partnership 2000) efforts. County Executive Grippen and other public sector leaders had been involved in the effort to get Partnership 2000 off the ground, before initiating the Partnership Council.

A broad process was initiated that involved ten committees and over 130 individuals. Of the ten committees, eight focused on functional areas (assessment, libraries, criminal justice, emergency services, parks and recreation, public works, purchasing, and solid waste) and two on the structure of major taxing entities (schools and government consolidation). Committees were given from February to October of 1990 to formulate recommendations concerning both long term structural change and short term projects related to improving service delivery systems. A number of city, town, village, school district, and other municipal officials were involved in this effort. The committee chairs formed a steering committee that met regularly with the County Executive and the Chair of the Legislature.

It is also important to point out that economic decline hit public sector coffers hard in the early 1990s. Many counties saw stagnation in the growth of sales tax revenues at the same time that human service costs were increasing. Many counties saw actual dollar declines in total sales tax revenues in at least a single year during the 1990-1994 period. Broome County’s average annual growth in sales taxes between 1974 and 1989 was 11%. But in this period, from 1990 to 1994, Broome’s average annual growth in sales taxes was less than two percent. Thirteen counties, including Broome, raised their sales tax rates to 4% between 1991 and 1995 as a means of solving the fiscal short fall on the revenue side. Broome’s increased rate became effective in 1995. This fiscal squeeze was an important impetus to look for longer term strategies to reduce public sector costs.

3. Proposal(s) and Proposed Funding

4. Legal Foundation and Legal Checklist

5. Views on the Issue

Several prominent media industry leaders were involved with the partnership effort and the media environment was supportive of the effort.

6. Results (adopted, amended, rejected etc)

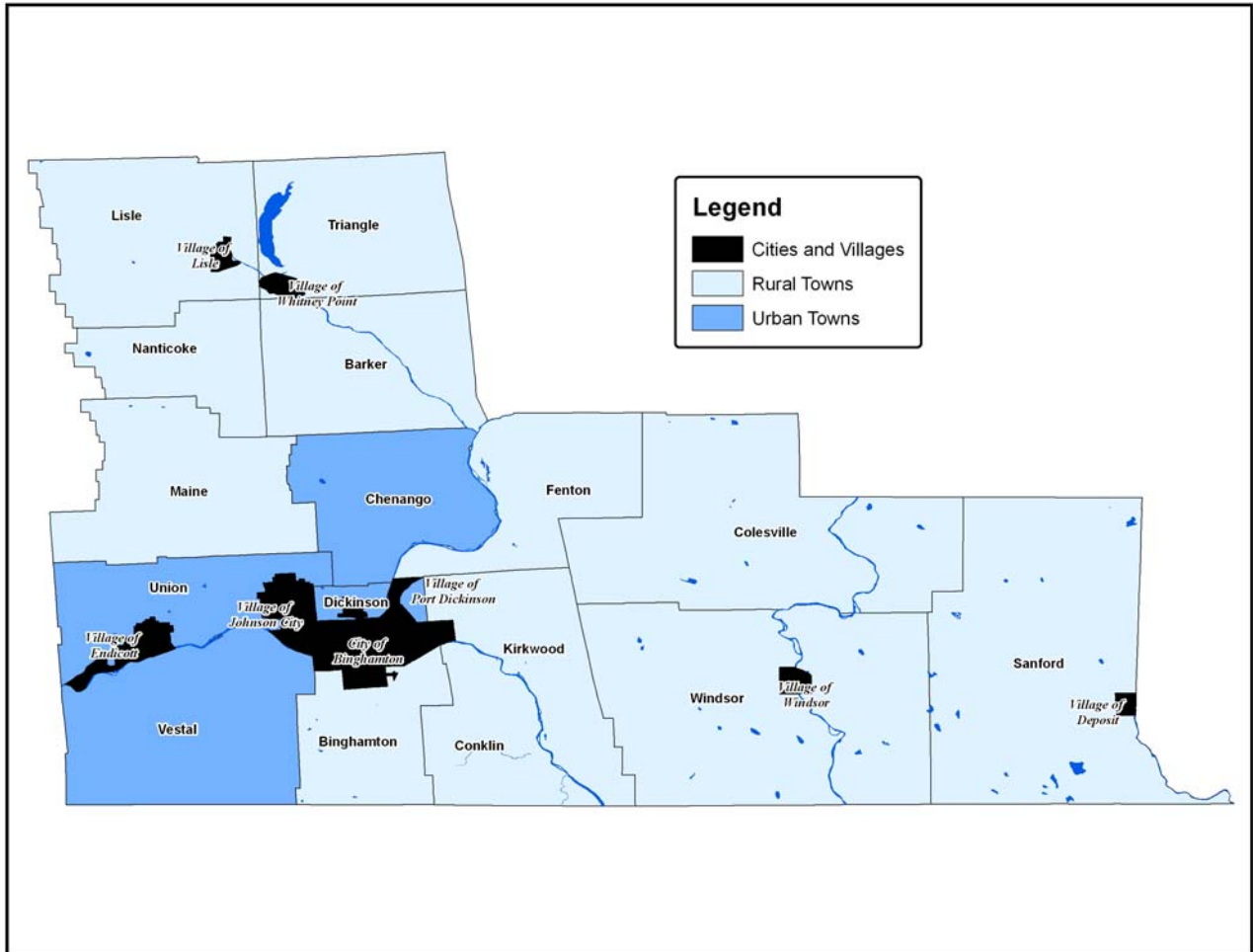
After an intensive 12 months of committee work the Partnership Council released a final report in February of 1991. The report provided detail on committee findings and issued recommendations in each area studied.

Reports from this effort indicate that local leaders believed that the local government system in Broome County was at a critical crossroads in history with two paths to choose from:

1. **Decline:** continue business as usual accepting the constraints and inefficiencies of the existing quilt work of governments.
2. **Difficult Challenge:** Boldly restructure itself, developing a governmental structure which is productive and efficient (*e.g. the existing structure was unproductive and inefficient*)

The Partnership Council made a broad range of recommendations. The general recommendations reflect the work of two subcommittees, (8) Schools and (10) Government Consolidation. The government consolidation committee filed an extensive report with analysis of: 1) structural option for reorganizing local government with examples from other parts of the country, 2) rural-urban densities of Broome County governments, 3) per capita expenditure growth by function for all municipalities in the county, and 4) a discussion of long range planning. These committee recognized the existence of a higher density urban core of local governments in the county with significant commonalities in services provided. It was recommended that there was heightened potential for cooperation among these units even if total consolidation was not feasible because the very real differences in cost and service in some areas. Another grouping of more rural towns was identified with higher degree of commonality in tax rates and services provided; these two groups of municipalities are identified in Map 2. These grouping were featured in a number of ideas for municipal change by the Partnership Council. During the period when the Partnership Council final report was released a two government consolidation of

Map 2: Urban and Rural Governments of Broome County



municipalities was proposed for consideration by the Council, one made up of the urban core areas and the other combining the balance of more rural governments in the county.

General recommendations were followed by specific target committee recommendations. Eight of these committees focused on functional areas (assessment, libraries, criminal justice, emergency services, parks and recreation, public works, purchasing, and solid waste) and two on the structure of major taxing entities (schools and government consolidation). The functional area committee's major recommendations are listed below the general recommendations along with relevant background information. A discussion of actions and accomplishments since 1991 is included in the Committee Recommendations section.

General Recommendations:

1. A Council of Governments, composed of representatives of elected governments in Broome County should be formed to forge agreements for the restructuring and consolidation of local government. The executive and legislature should provide leadership.
2. Municipalities should independently consider government consolidation and determine whether dissolution or merger is a viable option. If full consolidation is not possible, the municipalities should examine the feasibility of service consolidation.
3. The County legislature should consider changing the method of distributing sales tax revenues in order to create a fund for promoting the consolidation of municipal services.
4. A Community-wide capital budgeting review process should be created to review capital needs and eliminate duplicate spending.
5. School boards should address consolidation options by considering the merger of school districts and examining the feasibility of centralized services.

Actions:

1. Council of Government

In December of 1991, less than a year after the Partnership Council's final report, an ad-hoc Committee on Consolidation of the Broome County legislature introduced a set of by-laws for the creation of Broome County Council of Governments (BCCOG). The proposed by-laws were distributed to municipalities in Broome County in early 1992. BCCOG met with the approval of town, village, and city government; was incorporated; and began meetings in 1992. BCCOG has, at times, focused on shared service delivery and consolidation.

2. Municipal Consolidation

Since the report's release, there has been no merger or consolidation of local governments in Broome County. There are two current efforts that may, in the end, result in the reduction of local government units in Broome County through village dissolution. One initiative, in response to citizen concern, is examining village dissolution in the Village of Johnson City. A similar effort to examine dissolution, with a different sequence of activities, is occurring in the Village of Windsor.

3. Sales Tax Revenue

The county has never created a set aside of sales tax dollars as a fund for service sharing and consolidation initiatives, as recommended in the Partnership Council's final report.

4. Community-wide Capital Budgeting Review Process

No county-wide capital budgeting review process has been developed. A more modest approach in this area would be a valuable starting point for cooperative ventures within the county.

5. School District Merger and Feasibility of Centralizing Administrative Services

Central Administrative Services. No new mergers of school districts have taken place since the Partnership Council's report. However there has been substantial progress in centralizing administrative services among school districts in Broome and Tioga Counties. This effort, based on a study completed in 1994, was initiated in 1995 and includes districts in the two counties because of the Broome-Tioga Board of Cooperative Educational Services serves districts in both counties. The Broome-Tioga BOCES worked with member school districts to establish a central administrative services unit, The Central Business Office -CBO.

The CBO allows school districts to share the cost of business services such as payroll, accounting, accounts payable, and budgeting through a centralized office run by a professional business manager and shared support staff. CBO, while established by the BOCES, has a separate office location and is governed by participating school districts.

It was assumed that this BOCES initiative would be most beneficial and attractive to the most rural districts. Three of the larger districts in the BOCES were the first to come on board with the CBO - the City of Binghamton, Union-Endicott, and Vestal. Over time additional school districts have joined, including: Cincinnatus, Deposit, Maine-Endwell, Owego, Susquehanna Valley, and Windsor. A total of ten of the fifteen districts in the Broome-Tioga BOCES now participate at some level. This effort has led to genuine savings for involved districts and has not mixed BOCES funds or benefited from BOCES state shared services aid. Several other BOCES districts in the state are now pursuing the development of a similar model for administrative services.

School District Consolidation. The Broome-Tioga BOCES also took steps to examine the potential broader structural change among the fifteen districts served. In 2004, with funding from a variety of public and private sources, Broome-Tioga BOCES commissioned a study on behalf of its 15 districts to look at the services provided by the districts to determine if there were opportunities to reduce costs while maintaining or improving the quality of education being delivered to students in the region. CGR of Rochester was the project consultant. Three major questions were explored in the study:

1. Should the districts consider expanding ways to share services?
2. Should the districts consider some level of reconfiguration or merger?
3. Should the districts consider consolidating into one school system?

Models for consolidated districts around New York State and single countywide school districts from four different states were examined. The consultants recommended the following in their final report:

“the districts should pursue a model that creates the opportunity to work together as an integrated unit on regional issues, without actually changing the core structure of the 15 individual districts. Developing a single management strategy for the region that would address operations and areas of expense that are common to all districts could create efficiencies without compromising the various educational values in the districts.”

CGR recommended in particular a federation model structure for the 15 districts. Other options were rejected, including a single county wide district, because projected costs would be higher overall. A total of twelve to sixteen million dollars in annual cost reductions were projected under this approach. The final report can be found at the consultant’s website: <http://www.cgr.org/>. The Broome-Tioga BOCES member school districts have not pursued the recommendations of this study to date. There has been a substantial amount of change in leadership among districts and at the Broome-Tioga BOCES since the report recommendations were made.

Committee Recommendations and Actions

1. Assessment Committee

Background

The committee found that the Villages of Endicott, Johnson City, Windsor, and Lisle use the town assessment role rather than maintaining a duplicate role as is the practice in the remaining Broome County villages. Appointed assessors are often able to serve in multiple jurisdictions and bring a more professional approach to assessment. Six of fifteen towns still had elected assessors in 1991. Also in 1991 there was a recent real property inventory in the county which improved the overall quality of property tax data. However there was no initiative to do a county wide revaluation at the time of the report.

Recommendations

The Committee supported a county wide assessment, but considered it not to be practical at the time and recommended a modified plan of cluster consolidation. The committee also recommended that work be done to create uniformity of data retrieval systems by assessing units in the county and that the county take on the role of assessing “difficult” properties for municipalities. Also it was recommended that the county take on the role of data collection for updated assessment files on a contractual basis with the towns. While a stronger county role was seen as valuable by the committee, the members realized that change in assessment must be lead by towns or the increased county role would be treated with suspicion.

Actions

Following release of the report there was a major initiative to conduct a countywide re-assessment which included all the municipalities in the county except the towns of Vestal, Union, and Colesville. The equalization rates for municipalities in the county remain relatively high in 2006, with the exception of the three municipalities that did not participate in the revaluation in the early 1990s. None of the other recommendations were implemented.

2. Criminal Justice Committee

Background

The criminal justice sub-committee established a mission statement for their work: “ to explore opportunities for consolidating local courts in Broome County.” In 1991 the committee found that there were 22 town, village, and city courts in Broome County served by 39 Justices. The committee outlined the varying jurisdiction of these courts in their report. The committee sent written surveys to all 22 courts and received 11 responses. The survey covered personnel, facilities, caseload, operating costs, and revenues. The survey responses indicated large variation in case loads, personnel, and costs. For example, the number of cases handled per day in City Court average 90, while the average number of cases per day in Town or Village Court averaged 25. Assistant District Attorneys and Public Defenders assigned to City court handled a much higher number of cases per day.

Recommendations

While a detailed study of consolidation costs was not done, the committee assumed that consolidated courts in the towns and villages would be more efficient in the use of administrative personnel, lawyers, judges, district attorneys, and public defender resources. There was no discussion of changes in the cost to citizens to participate in more regionalized courts to due travel time, etc. or differences in the quality of service provided.

The committee identified two types of Court consolidation. First, they outlined a District Court system which is permitted by state legislation and requires the approval of local voters. The bulk of the costs of District Courts are born by the state. Under this option facility costs are born by the municipalities. The committee considered a District Court plan a long term objective. Second the committee recommended the elimination of Village Courts. Across the county this would have varying impacts depending on municipalities involved. In the Town of Union, for example, the consolidation of village to town court could yield a fulltime judgeship and court. Middle sized municipalities in the county would see only financial benefits from elimination of duplication of equipment, facilities, and personnel. There would be limited benefit in the smallest towns. The committee recommended this more limited consolidation of local courts as a short term goal.

Actions

There has been some limited success in the achievement of the short term goal of eliminating village courts. Two have been eliminated since 1991. The Village of Port Dickinson dissolved its court in 1994/95 with cases being merged into the Town of Dickinson court load. Only the Villages of Deposit, Endicott, and Johnson City still have village courts of the seven villages in Broome County. Recent state

legislation has attempted to deal with one important barrier to village court consolidation, the revenue loss/police expenditure imbalance for villages that occurs when they eliminate their courts and maintain a local police force. Further work in this area may be needed to address this fiscal problem for villages like Johnson City and Endicott with full-time police departments.

3. Emergency Services Committee

The Partnership Council's work in Emergency Services was parsed into the efforts of three subcommittees: Emergency Medical Services, Fire Services, and Police Services. Each of these service areas is discussed separately below.

Emergency Medical Services –EMS Subcommittee

Background

At the time of the report, EMS was provided by 30 agencies most of which were fully volunteer in their membership. The fourteen ambulance services were run by a variety of organizational types: volunteer fire departments, a career fire department, independent volunteer organizations, and commercial services. Also included were 16 agencies which do not operate ambulances, but instead offer EMS "first responder" services (these units arrive and render care until an ambulance arrives) –mostly volunteer fire companies.

In 1990 there were 20,000 EMS responses county wide. This number has been growing and will continue to grow. This growth in demand is matched by an ever shrinking pool of available volunteers. In terms of revenue sources, some EMS agencies received no tax support at all. Service provision levels were quite variable. Advanced life support (ALS) on a first due basis was unavailable in many areas of the county. The lack of availability of daytime hours by volunteers was a significant strain on the Mutual Aid System. The fragmented system also appeared to lead to lengthened response times, with a resultant decrease in survival among the critically ill and increased health and hospital costs for survivors.

Recommendations

The sub-committee recommended an approach used in the Town of Colonie, Albany County, to consolidated all EMS services in the County. This model could achieve countywide consolidation but would have to be staged in implementation. EMS consolidation in Broome County could take place on a limited basis, perhaps only with the non-transporting ALS services being run on a cooperative basis among the existing ALS agencies. This would address the lack of ALS service in many parts of the county. Broome Volunteer Emergency Squad (BVES) had been very innovative in the use of paid personnel to staff its crews during those hours when volunteers were generally unavailable. The subcommittee felt that this mix of paid and volunteer personnel is something to build upon in future consolidation efforts in the county.

Actions

The consolidation of 911 dispatching services into the Broome County call center has greatly enhanced the efficiency and effectiveness of EMS service provision the county. This consolidation took place sequentially and was not based on an overall plan. A series of local decisions were made to eliminate local dispatching beginning with Village of Endicott and followed by the Town of Vestal, the City of Binghamton, and the Village of Johnson City respectively. A single county wide dispatching center has led to increased integration in the ability to target resources, coordinate, and identify availability for call response. The single EMS 911 center has similarly benefited call response for fire related emergencies. The single call center has resulted in significant cost avoidance by eliminating the growing costs of multiple call centers in the county.

A number of agencies have transitioned to the use of paid personnel as a part of the mix in providing EMT services. In addition to the Broome Volunteer Squad, both Union and Vestal have added paid staff to cover periods of shortfall in volunteers. In a similar arrangement, Chenango and Maine EMT units do

“staff leasing” from employment agencies for paid personnel. This personnel arrangement permits the organizations to meet provisions of the Fair Labor Standards Act.

Due to initiatives from fire departments, the number of units that provide “first responder” EMS services (rendering initial care until an ambulance arrives) has grown from 16 to 30 in the county.

Fire Service Subcommittee

Background

The subcommittee concluded that current service system was cumbersome and inefficient. The following facts or issues were cited in coming to this conclusion:

1. *High Personnel Rates.* There were over 1,500 paid and volunteer firefighters involved in Broome County. One for every 140 citizens. Generally a one to 1000 ratio was considered acceptable at that time (*no reference cited*).
2. *Equipment Overabundance:* 222 trucks were reported and a large number of smaller pieces of equipment were presumed to exist.
3. *Too many buildings:* 60 Fire stations
4. *Fragmented Organizational Structure:* All separate departments
5. *Layering of Tax Burden:* Claim of double taxation - county plus town, city, or village (there was no discussion of whether these different layers may be due to service complementarities, e.g. county coordinative activities to support direct service providers at town, city, and village level)

Recommendations

The subcommittee made several recommendations for action by the Broome County Legislature. These are enumerated below.

1. First they recommended that the county legislature ask the state legislature to pass a resolution allowing county tax dollars to be used for fire protection services.
2. Conduct an assessment of the lands and buildings owned by the present individual fire services.
3. Conduct an audit of the equipment owned by the present fire organizations and estimate current value of the equipment
4. Appoint a committee to formulate a plan for the implementation and administration of a consolidated fire service system (the subcommittee provided proposed detail on the membership and an agenda for this committee).

Actions

The county has created and maintains an inventory of fire equipment. Because of its uniqueness and usage characteristics, the current “value” of this equipment is not estimated or maintained on file. This inventory is used to evaluate capability to guide deployment for various types of events. This is a valuable coordinating tool across departments.

There are two regional groups of fire organizations that have been created around the “shared engine concept.” Under this concept a group of nearby departments takes turns staffing engines on week days with the ability to respond to the entire area covered by the departments. The western Broome group called “Engine 98” includes: Endicott, Endwell, West Com, West Endwell, Union Center, Maine, and East Maine. The Central Broome group called “Engine 99” includes: Chenango, Chenango Bridge, Prospect Terrace, Choconut Center, Hillcrest, and Port Dickenson. These groups coordinate the availability of personnel and equipment to respond to incidents on a daily basis.

Another cross departmental group that have been developed are FAST or *Fire Fighter Assistance and Safety Teams*. These teams include fire personnel from a number of departments that are trained to help or rescue firefighters that are trapped or disoriented. FAST teams are automatically deployed as a pre-caution in certain serious incidents.

Police Subcommittee

Background

The sub-committee conducted a survey of the Broome County police chiefs and sheriff. Responses were split into two categories. One group did not believe that departmental consolidation should take place and the other believed that it should be considered before it is forced on the community. Those in the first group argued that some communities would experience loss of service level (response time), there would be a net loss of jobs in law enforcement, and that differences in pay scale would complicate any initiative to combine law enforcement agencies. Those in favor of consolidation believed that it would yield improved service in rural areas and provide more room for advancement and greater potential for specialization among law enforcement personnel.

There was substantial disagreement over whether a larger, single combined law enforcement agency would be “better or cheaper” than the current pattern of policing agencies. For example, police leadership raised questions about how key service characteristics like response time to crime would be affected for different community areas under a consolidated plan. A number of other administrative questions were raised regarding authority, responsibility, and fiscal control.

Recommendations

The committee did not recommend a plan for consolidation of policing units in the county but suggested that three initial areas of consolidation opportunity should be pursued. These are: police records and records management, police communications, and purchasing. There was some consideration of the value of consolidating police investigations, but this area was not recommended as a priority by the committee.

Actions

Broome county consolidation and shared service opportunities in law enforcement have been reviewed by another recent SMSI Case Study (Lewis, et al. April, 2007). Here, we will highlight those findings. As noted earlier in this report, the advent of a county wide 911 dispatching has greatly enhanced the coordination and effective use of resources across emergency service providers, including police agencies. In addition to the area of communications, substantial progress has been achieved in service consolidation of police investigations. The City of Binghamton’s Special Investigation’s Unit (SIU) has been consolidated with Broome County’s SIU.

SIU consolidation was initiated by the leadership from the two policing units to achieve improved effectiveness. Cost savings were not envisioned and have not been realized. Cost avoidance and improved service delivery have been accomplished. This targeted service consolidation demonstrates a key facet of such efforts, the engaged involvement of operating personnel who understand the characteristics of a service area is essential. This example also demonstrates that consolidation of service is not easily accomplished across units with significant variation in the level and kind of service provided. For example, most of the suburban and rural municipalities in the county would not have had tangible benefits or interest in this service consolidation because of the mix of police services that are needed and provided in these areas.

Recent County Initiative for Police Consolidation. In October of 2006, Broome County Executive Barbara Fiala proposed a police consolidation plan involving local governments in the county’s urban core. This more comprehensive consolidation proposal involves the creation of a single Metropolitan Police force from the current departments in the City of Binghamton, the Village of Johnson City, the Village of Endicott, the Town of Vestal, and the Village of Port Dickinson. These jurisdictions have a combined budget of \$23 million and a total of 266 officers. The plan has not received support from the proposed jurisdictions. Lewis, et al. (the 2007 SMSI case study) discusses the characteristics and dynamics of this proposal in significant detail.

4. Libraries Committee

Background

The Library Committee reviewed consolidated library systems in Syracuse and Buffalo. A review of previous work indicated that a consolidated library system had been considered in Broome County for over 20 years. The committee's work represented the fifth study/review of libraries in Broome County since 1972. After a thorough review and consideration the committee concluded that a significant amount of consolidation effort already exists among libraries in the Broome County. They also concluded that evidence was not available to support the potential for a full or total county wide consolidation of library organizations to generate efficiency, improve services, and/or save money. The present system of consolidation-cooperation appears to be efficient and produces considerable savings for Broome County taxpayers. Consistent with the Partnership Council's charge (see below), the committee made the following recommendations.

Partnership Council charge to committees: "to explore opportunities for municipalities, the county government... to share and consolidate their efforts to provide desired levels of service to the public in more efficient, cost effective and quality conscious ways."

Recommendations

The Library Committee recommended the continuance of aid for municipal libraries by Broome County government with a revised formula. The Four County Library System (with state support) achieves service and administrative economies for smaller libraries in the system. The committee suggested six additional recommendations that affirmed previous studies and specifically the Plan of Library Development of the 1988 consultant report to the Broome County Library.

1. Build a new more extensive Central Library
2. The Broome County Public Library should budget for public relations and add a part-time position for this purpose
3. Place DOBIS (automated circulation system) in each library in the county
4. Add position of volunteer coordinator to the Broome County Public Library
5. Short and long range goals should be developed for County support of public library operating costs. State aid for libraries is linked to maintenance of local revenue support so such local support has a double impact.

Bulk purchasing of supplies and the sharing of equipment among libraries and municipalities should be considered as a cost saving measure.

Actions

Years of effort came to fruition when a new 72,000 square foot Broome County Public Library building replaced the old 23,500 square foot structure. Through the work of the Broome Library Foundation, the county, and countless individuals and organizations the new Broome County Public Library building opened on November 5, 2000. The new building incorporated the original concept of the library as a place of community outreach by including meeting rooms, computers, an exhibit area, and a local history center. On December 31, 2002, the remaining four branch libraries in the city of Binghamton closed due to budget cutbacks by the city.

Public relations and fund raising for the county library has been enhanced through the creation of the Broome Library Foundation in 1999. The foundation currently is staffed with an executive director and special projects coordinator (recommendation 2 above). In addition, a library staff member has public relations as part of their ongoing responsibilities. Through the Four County Library System, a number of electronic tools and services link the libraries of Broome County with each other and other libraries in the four county service area and also to other parts of the state.

5. Parks & Recreation Committee

Background

This committee did a survey of municipal recreation services. The committee found that twenty of the 26 municipalities in the county currently provide some form of parks and recreational services. Half of these agreed to meet with the group. Interest in maintaining local control over programs was strong because of the volunteer nature that is associated with caring for various recreational programs. This leads to a strong neighborhood/community focus which might be lost with a more centralized form of administration. This in turn, it was felt, would lead to a loss of volunteers and programs would not be as successful as they currently are. The Committee felt this was a legitimate concern and could not predict what some form of consolidation would eventually do to the programs. The only potential proposal discussed was the creation of various recreational districts for facilities and programs in the districts.

Recommendations

Consolidation of existing programs into one entity does not appear to be feasible at this time. Representatives from local recreation programs did think that consolidation may have a benefit in the area of equipment exchanges or purchases along with a venue for exchanging program ideas. There is already some informal mechanisms for equipment exchange. Formalizing this informal group might be a beginning point for examining shared services.

Actions

No formal action has been taken regarding recommendations in this area.

6. Public Works Committee

Background

The committee noted that there is a lot of existing cooperation in the public works area. Existing examples (in 1991) included:

- Binghamton-Johnson City Joint Sewage Treatment Plant
- Village of Endicott sales of water to Town of Union
- Village of Whitney Point agreement with the Town of Triangle for Highway services
- County contracts with towns for winter snow plowing (50% of County Highway Mileage)

In considering a strategy for county wide consolidation of services, there is a contrast between the urban and suburban departments that are multi-functional - maintaining water and sewer systems, sewage treatment plants, traffic signals and street lights, and solid waste disposal with the responsibilities of rural towns which is limited primarily to road maintenance.

Because of this contrast, the committee focused on the highway and bridge aspects of public works because it allowed for the greatest opportunity for consolidation and/or shared services. The committee spent a considerable amount of time considering centralizing versus decentralizing the system to reduce cost and improve effectiveness. The committee was left with some fundamental questions, including:

- Cost: is the lower cost of rural town highway departments merely wages, difference in service level, or more efficient operation?
- Accountability and Quality of Service: Centralization may lead to a loss of consumer producer communication or increase transaction costs.
- Legal Issues: what kinds of legal road ownership questions arise under centralization of service at the county level?
- Equity: what kinds of equity issues are raised by central consolidation?

Recommendations

Long Term. The committee believed that, in the long run, movement should be made toward centralization of the public works highway function at the county level. The committee agreed that there may be increased short term costs, but they *believed that* there will be long term efficiencies and savings (no figures or data on this issue were cited by the committee). Implementation will need a long

period to be phased in, probably as much as 10 years. It was assumed that additional, regional, county highway facilities would be needed. The committee recommended the development of 4-5 county highway maintenance districts. It was assumed that county staffing would need to grow and town highway employees would be reduced through transfers, retirements, and attrition. The legal responsibilities of town highway superintendents were viewed as a difficult and key issue to be resolved in achieving a transition. The first step in this consolidation should be the take over all municipal bridges by Broome County. Bridges are costly and highly specialized and are critical to traffic flow. It was expected that this change would increase cost, but improve the quality of service. The committee recommended the creation of an ongoing committee to oversee development of a centralized system.

Short Term. In the short term the committee believed that the county could utilize a model developed by the Northwest Bergen County (New Jersey) Sharing Consortium as a model to meet procurement and service needs. This model also provided opportunities for sharing of specialized equipment and information (equipment purchasing/bidding). The first step would be to establish a *Public Works Information and Equipment Exchange*. A centralized library of information and referrals, and central inventory of public works equipment should be made available for loan in the Broome County Department of Public Works. The committee viewed that savings were difficult to measure and that most measurable savings would come from equipment sharing.

Actions

No significant committee recommended changes have been accomplished in consolidation or sharing of highway services in the intervening period since the final report was issued. There has been at least one additional countywide study group to promote sharing and consolidation in the highway area since the Partnership Council effort.

7. Purchasing Committee

Background

The purchasing committee compiled one of most extensive reports with detailed analysis of many key options. The committee estimated that in 1991, the 22 local area municipalities and 15 school districts purchase 80-90 million dollars of products and services annually. Utilization of state contracts varies substantially from minimal use or awareness to 30%. Approximately 35-40 people are related to local area procurement activity. Many local governments do not identify a specific individual for purchasing. There appears to be limited sharing of resources and equipment in this area. At the time of the report, local entities (governments and school districts) operated essentially independently. Their policies, procedures and processes vary significantly and with wide ranges of decentralization with respect to purchasing activities.

The committee believed that there are savings opportunities from cooperative purchasing in the range of 10-15% from volume purchase agreement leverage. This figure was reported by the NYS Department of General Services and was consistent with private sector experience at the time.

Recommendations

The committee recommended that the county establish a monthly Joint Forum for all Broome County, municipal and school procurement officials. Key areas to be pursued by this forum were:

- Cooperative purchasing opportunities
- State contract focal point
- Strategic business process/systems
- Peer compliance/efficiency reviews
- Public/private purchasing process analysis

The committee also recommended

- The development of a common reporting of surplus/excess purchased supplies and equipment for area re-utilization.

- A better staffing arrangement for Broome County Community College and better management link with Broome County Division of Purchasing.

The committee also identified a series of barriers that required state action that local leaders should work to pursue change. The following activities should be pursued:

- Seek state support for Raising bid limits for supplies, materials and equipment to \$10,000 (current is \$5,000)
- Raise public works contracts limits to \$12,000 - \$15,000. (current is \$7,000)
- Open all NYS state contracts to all subdivisions of local governments
- Eliminate prevailing wage rates for Public Works Projects

The committee also recommended the following local regulatory change.

- Increase County department petty cash limit from \$25 to \$50 to reduce expense associated with processing low dollar value purchase orders.

Actions

A regular meeting (forum) of personnel involved in purchasing was established in the 1990s. This group dissolved over the last 5-6 years because of lack of interest and time. However, the State Association of Municipal Purchasing Officials has established a very active listserv for its members. This on-line communication tool has proven to be very effective for local staff involved in purchasing.

The county has established an annual auction for supplies and equipment as a method for dealing with surplus purchasing. The auction is open to both public and private entities and individuals.

Broome County Community College has developed its own internal purchasing capability and is now administratively independent from the county in this area. Purchasing staff from the two organizations work cooperatively with one another.

With the exception of eliminating prevailing wage rates for public works projects, all the state and local regulatory barriers/changes recommended by the Purchasing Committee have been made.

8. Schools Committee

Background

A significant discussion of the committee's efforts was presented above.

Recommendations

1. Schools, governments, and community agencies should establish a single point of entry for human services recipients and coordinate services through case management.
2. Coordination of school transportation with other local transportation services (public transit and service for the elderly), should be promoted.
3. As a long term goal, transportation of students to off-school locations should be coordinated across districts.

Actions

While there has been solid progress on the consolidation of administrative functions for school districts (noted above under General Recommendations), little progress has been made in the transportation issues or single point of entry coordination between the human services and school districts. Within county Human Services there has been substantial progress on "single point of entry" for serving Broome County residents in need.

9. Solid Waste Committee

Background

This committee was unable to agree to on any recommendations for future action. With an existing county operated landfill, the discussion centered on the potential for improvements in collection. The subject of refuse collection was debated extensively and the private versus public split on the committee was a key factor in their inability to make any recommendations for future action or study.

Recommendations

None made by the committee

Actions

n/a

10. Government Consolidation Committee

The background, recommendations and action in this area were discussed above under General Recommendations.

7. Implementation

The Partnership Council had an aggressive approach and recruited a broad base of individuals in Broome County. Robert Leamer, a hospital executive, served as the Chair and County Executive Grippen and Victor A. Lacatena, Chair of the Broome County Legislature, served as honorary Co-Chairs. Staff from the County Executive's Office coordinated the extensive efforts of ten major committees with a number of sub-committees. County Executive staff person, Merry Harris, served as the official Coordinator for the effort. The first meeting of the Partnership Council was in February of 1990 and the extensive final report was released on February 27, 1991. While they may have been on the leading edge, the efforts in Broome County did not take place in a vacuum. In August of 1990, then Governor Mario Cuomo appointed the members of a statewide Blue Ribbon Commission on Consolidation of Local Governments with the charge to "study ways to encourage local governments to consolidate their services." The Governor's commission did not issue a interim report until the end of 1991 and a final report until October of 1993. During this period "Blue Ribbon Commission fever" hit the state, with a significant number of counties initiating similar efforts to examine local opportunities to increase service sharing and consolidate services or governments.

8. Expectations vs. Implementation

9. Factors contributing to success or failure/lessons learned

The Partnership Council effort was an ambitious undertaking. A large pool of community leaders from various sectors mobilized to provide a relatively comprehensive set of recommendations for municipal change in a short time frame. While some involved with this effort were frustrated with the short term accomplishments of this effort, a retrospective look indicates that, with time and focused leadership, a number of valuable changes have taken place in the intervening 16 years. There are also some valuable lessons to draw from the Partnership Council experience for current efforts to increase the efficiency and quality of public services.

Capacity for Continuity. When a solid recommendation for change is identified, appropriate administrative and leadership capacity is required to take it forward to implementation. The Partnership Council effort identified the opportunity for consolidation of administrative functions among school

districts. The leadership of the BOCES superintendent and his board leadership were instructive in achieving success. The existence of the Broome-Tioga BOCES is critical in at least three ways. First, the Broome-Tioga BOCES has professional administrative capacity to do the needed communication, research, and proposal development to help a group of public organizations move toward implementation of a proposed change. Second, the Broome-Tioga BOCES is a regional organization that is designed with the intended purpose of exploring options that are beneficial to a cross-jurisdictional set of organizations. It is easy but not correct to argue that there was similar administrative capacity within the municipalities of Broome County to pursue change in other key areas like public works. There is a key difference, the administrative resources in those areas are committed to serving the needs of their own organization's service delivery needs and requirements. Focusing on intergovernmental solutions, in most cases, is in addition to the normal administrative responsibilities *and* incentives of professional staff working for local governments. If local elected leaders, particularly at the county level, want staff to engage in the crafting these kinds of intergovernmental arrangements then attention should be paid to the staff incentives and workload adjustments needed to make them happen. This difference in staff responsibilities and a neutral administrative environment was a key reason that administrative centralization occurred in the school system but not among general purpose local governments. Third, TST BOCES, to some extent, served as a *neutral partner* in promoting intergovernmental change. This was accomplished by not trying to "take over" central administrative functions, but helping to foster the development of a distinct organization to serve this purpose. In many cases larger and more capable organizations that could provide the administrative leadership for developing and implementing change are viewed as having motives to take over or control service delivery and resources. Specific steps need to be taken to communicate the intention to be a neutral partner and to set up organizational arrangements that establish a level playing field for partners.

Involvement of Operating Partners in Identifying Service Opportunities. The Police Subcommittee of the Partnership Council discussed but did not make a recommendation regarding investigations. In the interim, the Broome County sheriff's department and the City of Binghamton have consolidated their Special Investigations Units. This example points to the importance of exploring the potential benefit of options that work for a subgroup of municipalities in any overall effort. Special investigations are not an important component of the policing/public safety needs in many other parts of the county. For these two units, a joint service arrangement provided significant service improvements and future cost avoidance. The important lesson is to include the consideration of service sharing that may have benefit only to subgroups within a county or region. This builds on the reality that areas of counties and regions have very different service delivery needs. Our considerations for improvements in service delivery need to take these differences seriously. Involving operating personnel that directly manage service delivery is important in such efforts to identify potential service improvements and cost savings.

Coordinated Data Collection and Surveys. A number of Partnership Council committees carried out surveys as a means of collecting data about the service area they were assessing. To some degree this disjointed approach makes sense because of the unique organization of each service area and the distinct pool of public and private individuals that have expertise in a particular service. However, in a broad based effort like the Partnership Council, it would be beneficial to have some central coordination in data collection and in survey development and administration. Some core information in areas like demographics and public finance can be taken from existing data sources and used in all the service areas. Acquiring access to a modest amount of expertise or help in designing and administering surveys can improve the quality and overall value of the information collected. A limited amount of central coordination can enable valuable comparisons of data across services areas. In addition, a modest level of coordination and survey design expertise can reduce the amount of time and energy that local officials have to invest in the overall effort.

Success Sometimes Means “No” to Recommendations. In several areas, like school consolidation, subsequent detailed study efforts have indicated that the recommendations would not produce improved efficiency and effectiveness. For example, a consultant study of the recommendation for school consolidation indicated that a total consolidation of schools would increase costs not decrease them. The study recommended a more federated approach that *would* achieve cost savings. We need to respect the implications of study results and data driven analysis of options for change that go against prevailing beliefs and initial conclusions.

Purchasing. A number of committees discussed the opportunities and made recommendations regarding purchasing. In addition, there was a separate committee just on the purchasing function. It would be valuable to link the specific concerns and problems with purchasing in each service areas to those considering overall needs and recommended changes in the general purchasing function. Many groups in other counties have also had this kind of multiple area concern for how purchasing can be improved or aggregated to reduce costs. Groups or committees that are assessing the potential for change in consolidating purchasing benefit from having a mix of public and private sector individuals. Private sector participants appear to bring valuable energy and insights into how to coordinate and improve practices. Public purchasing staff, on the other hand brings valuable knowledge about existing purchasing venues (e.g. state bid prices) and the constraints of the public regulatory environment. The advent of a variety of online resources and expanded opportunities for utilizing bid or contract prices achieved by the state or other local governments and has reduced the administrative costs for local government purchasing. The State Association of Purchasing Officers has created a listserv to help purchasing personnel learn about these tools and other needed information to be more effective in purchasing.

Council of Governments. As recommended, a Council of Governments was created in Broome County – BCCOG. Despite quality local leadership, it has not achieved the role in promoting and exploring service delivery change that was anticipated by the Partnership Council. A commitment of resources to provide some combination of staffing and/or funding for targeted studies may be needed to help BCCOG play a more significant role in helping improve service delivery coordination and consolidation. As noted earlier, the administrative capacity to communicate with participants, research and evaluate options, and draft proposed arrangements are critical to identifying and implementing shared service opportunities. These administrative resources need to be located in an organization that is perceived to be an equal partner in the governance process. Clearly, BCCOG has the potential to be that organization; a reconsideration of BCCOG by-laws may be needed.

It is also important that such efforts at service cooperation and consolidation recognize natural groupings of municipalities that have different public service conditions and needs. Once recognized it is important to support and work with those differences in pursuing service delivery options. At a minimum urban, suburban, and rural governments should be assessed and evaluated for their differences and the implications of those differences.

Record and Celebrate Success. A decade and a half after the Partnership Council recommendations, a number of successful efforts in service cooperation and consolidation have been achieved. A select list of the successes described in this report is below. It is important that these successes, and the lessons they provide, are not forgotten but celebrated as an encouragement to continued efforts in this area. It would be valuable to explore a more effective means of keeping the work of previous efforts available and tracking progress. Better access to previous efforts will permit current work to benefit from their documentation and insights.

10. The 10 Step Program

11. Technical Assistance

12. List of documents

1. By-laws. Broome County Council of Governments (BCCOG). Binghamton: Clerk to Broome County Legislature.
2. Final Summary Report. Partnership Council. Binghamton: Broome County. Broome County Office Building, Government Plaza, Binghamton, NY 13902. February, 1991.
3. Final Report, Summary. Partnership Council. Binghamton: Broome County. Broome County Office Building, Government Plaza, Binghamton, NY 13902. February, 1991.
4. Broome County Shared Services Summit Final Report. Sinclair, Thomas. Report and findings of a countywide local government summit convened by Babara Fiala – Broome County Executive and Richard Bucci – City of Binghamton Mayor with additional data collection and summary by the author. (available on Broome County Planning Department website: <http://www.gobroomecounty.com/planning/PlanningCOGDocs.php>). May 10, 2005.
5. Broome County Municipal Insurance Information. A Summary of Information for Broome County Governments. Binghamton: Broome County. (available on Broome County Planning Department website: <http://www.gobroomecounty.com/planning/PlanningCOGDocs.php>). November, 2005. Broome County Municipal Highway Inventory. Binghamton: Broome County. (available on Broome County Planning Department website: <http://www.gobroomecounty.com/planning/PlanningCOGDocs.php>). April, 2006.
6. Broome County Plan for Urban Core Police Consolidation. Brennan, Patrick. Binghamton, NY: Broome County Planning Department. (available on Broome County Planning Department website: <http://www.gobroomecounty.com/planning/PlanningCOGDocs.php>). February, 2007.
7. Police Services Consolidation in Broome County, SMSI Case Study, Lewis, Minch, Vito Sciscioli, Katie Fitzpatrick, Vadym Pyrozhenko. Syracuse: Maxwell School of Citizenship and Public Affairs, Syracuse University. April 11, 2007.
8. Preliminary Report of the Governor's Blue Ribbon Commission on Consolidation of Local Governments: Subcommittee on Intergovernmental Services. Thomas G. Young, Mayor, City of Syracuse. Albany: New York State Department of State. May 16, 1991.
9. Report of the Governor's Blue Ribbon Commission on Consolidation of Local Governments. Albany: New York State Department of State. October, 1993.

13. Additional comments/suggestions/helpful hints

14. Contact Information

Municipal Contact:

No current county official has comprehensive knowledge of the Broome Partnership effort reviewed in this case.

Academic Institution Contact:

Michael Hattery
Senior Research Associate
Department of Public Administration
College of Community and Public Affairs
Binghamton University
PO Box 6000
Binghamton, NY 13902-6000
607-777-9185 p
607-777-2414 f
mhattery@binghamton.edu

Steven Gayle, Director
Binghamton Metropolitan Transportation Study

Lawrence A. Kiley, Executive Director
Rural Schools Association, and
former Superintendent of Broome-Tioga BOCES

Raymond Serowick
Broome County EMS Coordinator

Frank Kelley
Former Broome County Commissioner of Planning

Merry Harris, Director
Office of Economic Development
City of Binghamton (former professional staff to Broome County Executive Timothy Grippen and
Coordinator for Partnership Council)

Patrick Brennan, Deputy County Executive
Broome County

Janet R. Laszewski, Purchasing Agent
Broome County