



Shared Services: The Reform that works

Mildred Warner and Bingxi Qian, Cornell University
Results of Statewide Survey

Warren Lucas, Supervisor, Town of New Salem
Municipal Cooperation –
East of Hudson Watershed Corporation



Shared Services: The Reform that works

Mildred Warner (mew15@cornell.edu)

Bingxi Qian (bq42@cornell.edu)

Cornell University www.mildredwarner.org

Funded by USDA, National Institute for Food
and Agricultural Development



Introduction

Partners

Cornell University

- Department of City and Regional Planning
- Department of Development Sociology

New York Conference of Mayors

New York State Association of Towns

New York State Association of Counties

New York State Council of School Superintendents

American Planning Association, New York Upstate Chapter

Principal Investigators: John Sipple, Mildred Warner

Researchers: George Homsy, David Kay, Bingxi Qian, Yang Wang

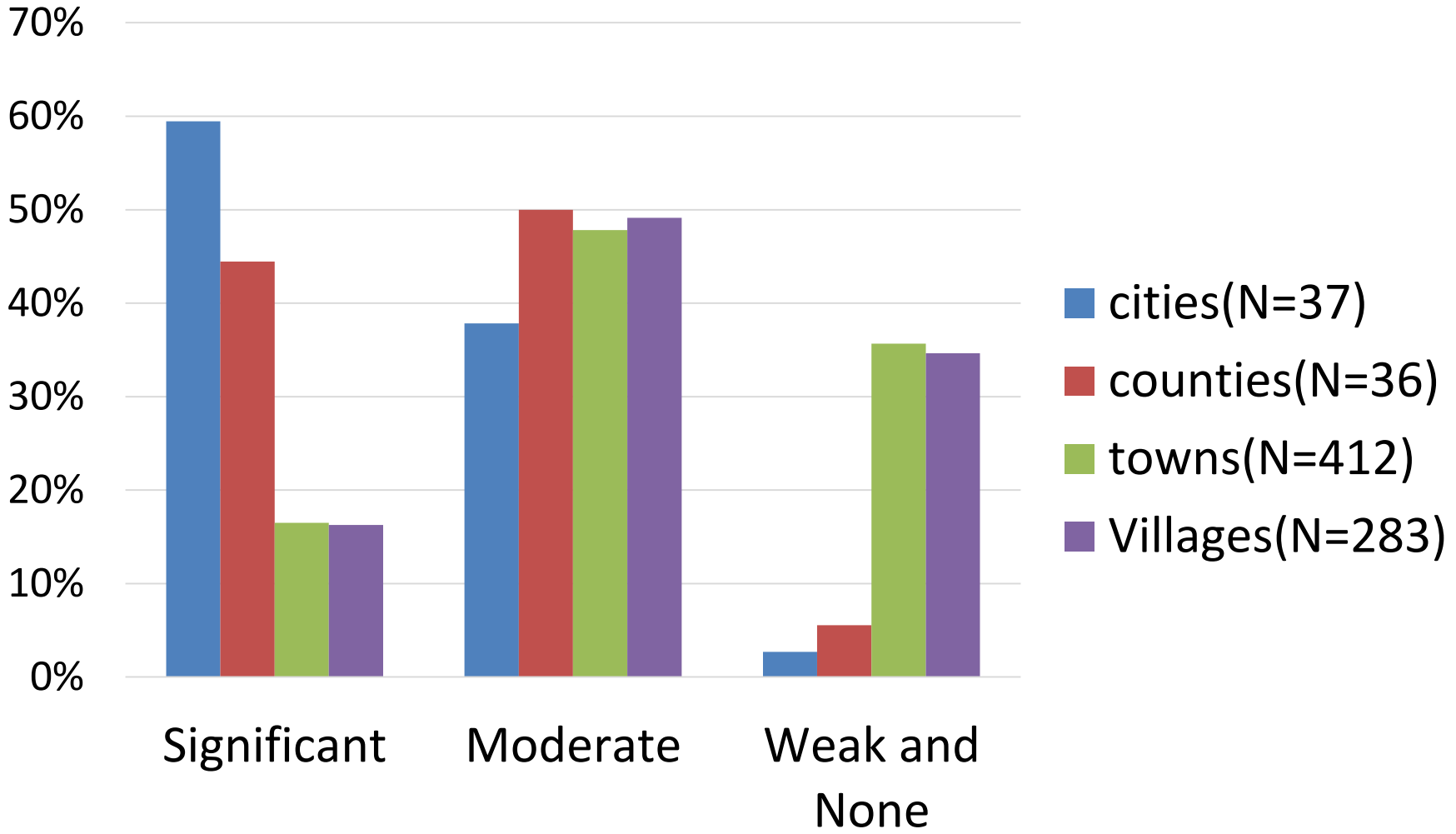


Response Rate

	Cities	Countie s	Towns	Villages	Total
Total – NYS	62	57	932	556	1607
Number of responses	49	44	494	359	946
Response rate	79%	77%	53%	65%	59%

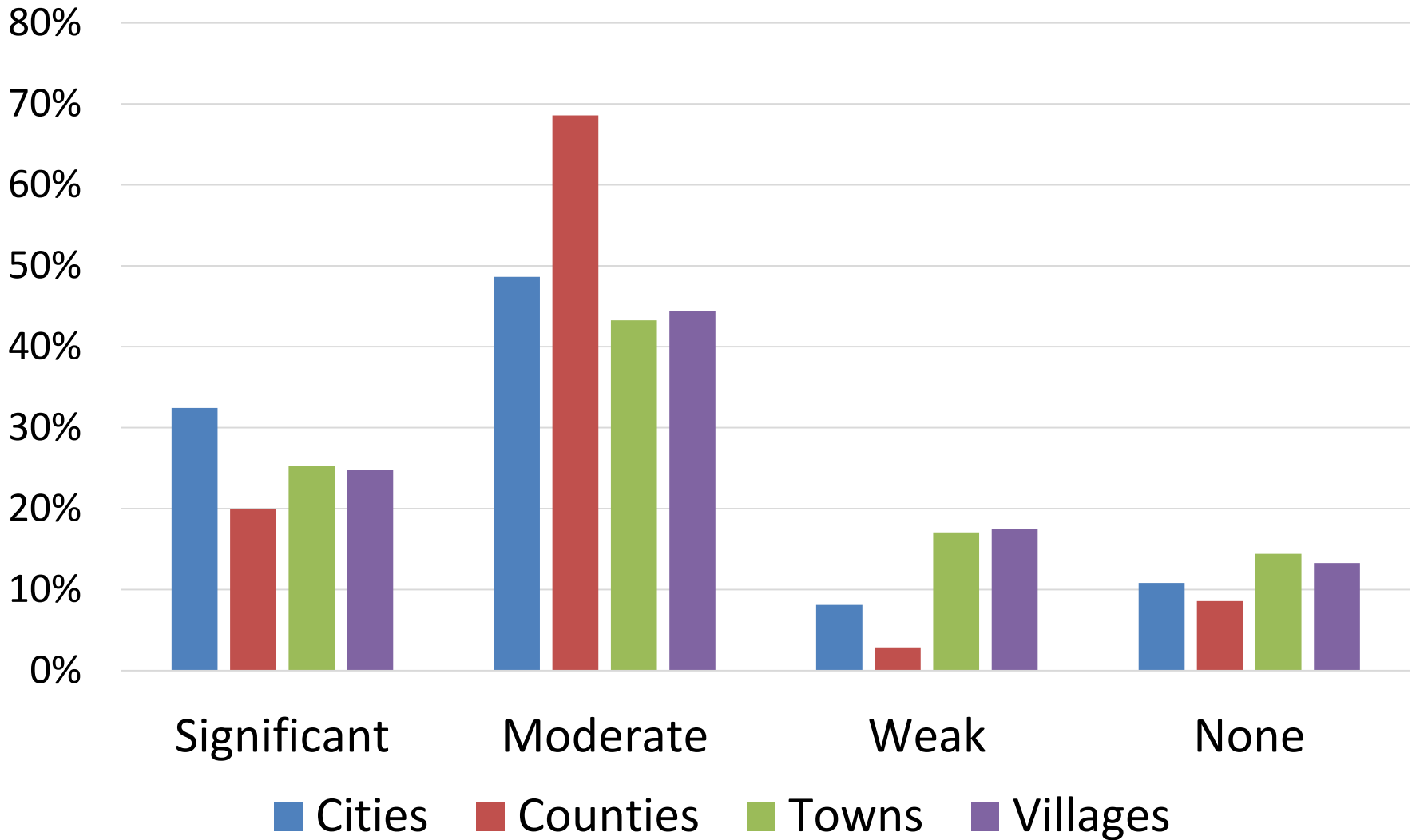


Fiscal Stress Faced by Municipalities



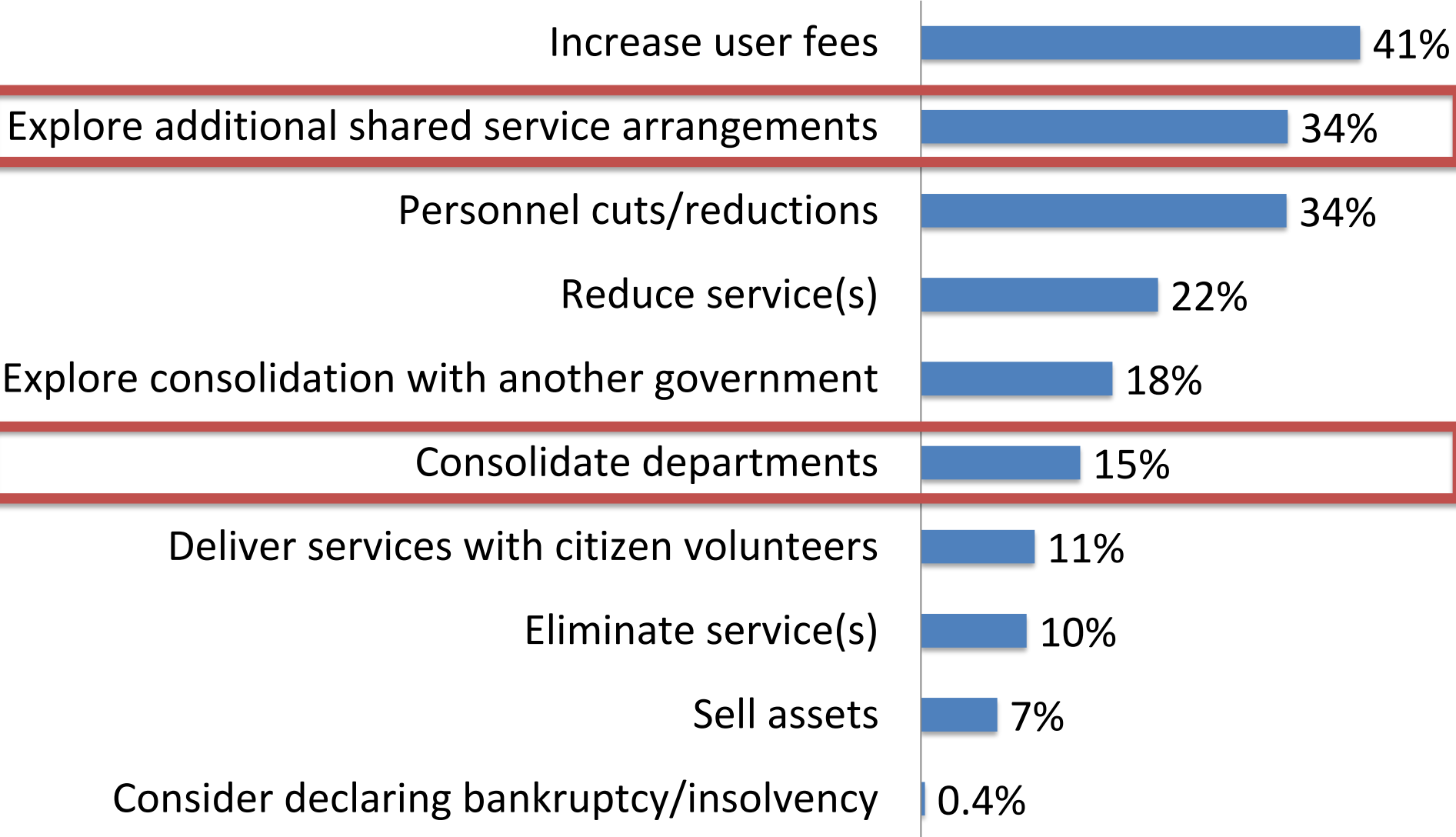


Tax Cap's Contribution to Fiscal Stress





Responses to Fiscal Stress





What the Research Shows?

Consolidation – does not reduce costs; however it may increase professionalization of service delivery

Cooperation – may not reduce costs; a broader set of objectives drive it – quality improvement, coordination
Fiscal stress may undermine the continuation of cooperation.

Privatization – no statistical support for cost reduction; benefits may be speed, process innovation and expanding private markets
Competition is key to cost savings; but most local government services lack competitive markets

Real cost savings and service improvements come from close pragmatic assessment of alternatives.

Concerns about Governor's Proposal

- **Your concerns?**
- Shared services with school districts don't count
- State level barriers to sharing across borders
- Need administrative structure to support sharing (eg. BOCES)



Service Sharing

NYS Shared Services Survey, All municipalities, 2013

Shared service arrangements as percent of all 29 services measured 27.4%

Average length of arrangement 17.6 years

Most common type of arrangement Memorandum of understanding (MOU)



Services measured

Total of 29 services measured in the following areas:

- Public works and transportation (5 services)
- Administrative / support services (10 services)
- Recreation and social services (5 services)
- Public safety (6 services)
- Economic and development planning (3 services)



Results of Inter-municipal Shared Services

	Cost savings	Improved service quality	Improved regional coordination
All (average)	56%	50%	35%
Public Works & Transport.	53%	56%	39%
Administrative/Support	70%	39%	25%
Recreation & Social Services	44%	59%	38%
Public Safety	48%	54%	38%
Economic Devel. & Planning	51%	52%	46%



What determines level of sharing?

Population

Larger do More

Income Per Capita

Richer do Less

Villages

Do More

Rural

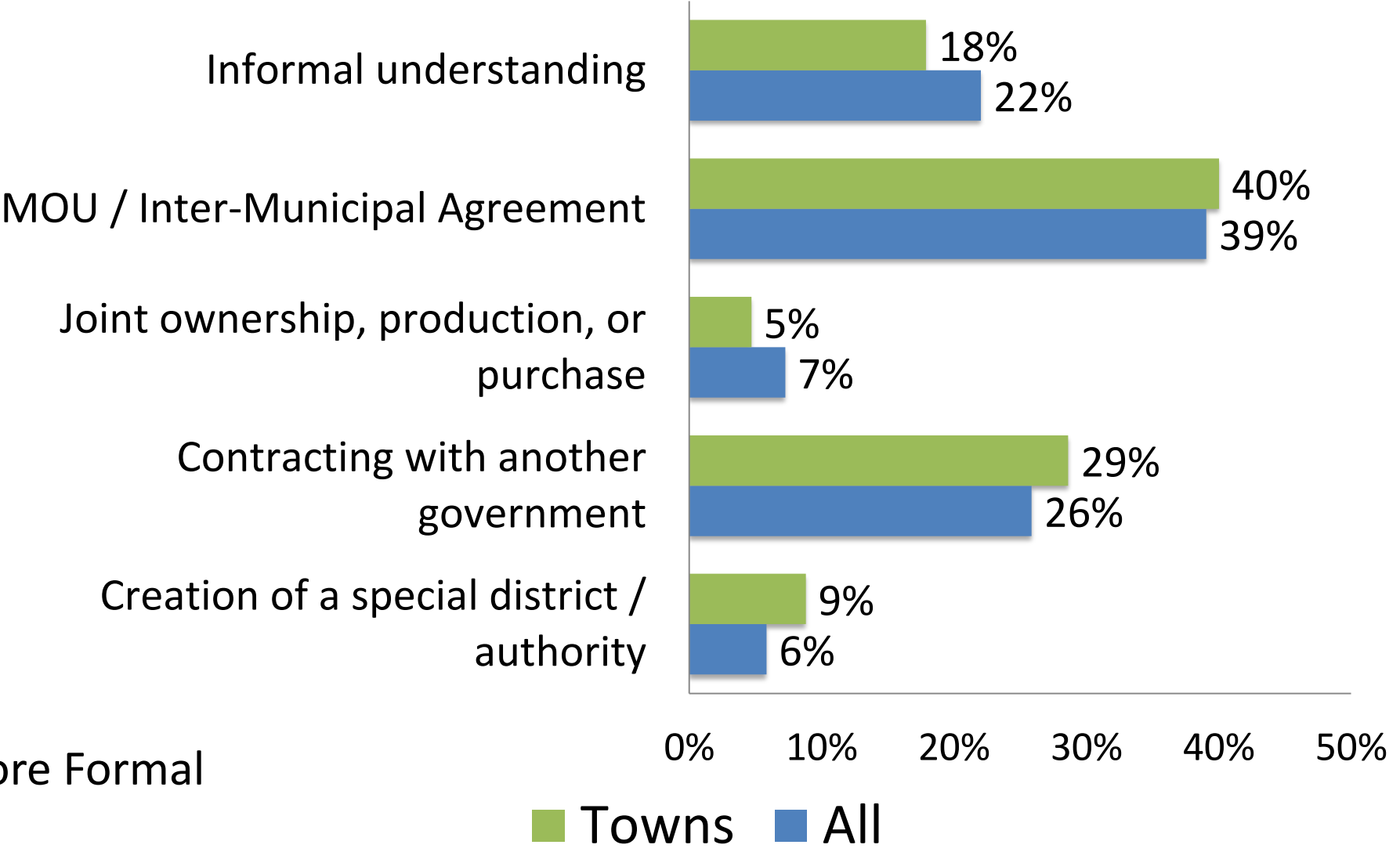
Does More

In Council of Government

Do More



How Formal is the Arrangement ?



More Formal



Public Safety

	% Shared All	% Shared Towns	Avg. length of arrangement/ yrs	Most common arrangement
Dispatch/911	69%		19	MOU
Ambulance/EMS	58%		26	MOU
Fire	53%		34	MOU
Dog / animal control	36%	25%	16	MOU
Police	29%	41%	20	MOU
Municipal courts	18%	12%	21	MOU



Public works and transportation

	% Shared All	% Shared Towns	Avg. length of arrangement/ yrs	Most common arrangement
Public transit or paratransit (elderly and disabled)	55%		12	Contracting
Roads and highways	48%	55%	20	MOU
Sewer	38%		25	MOU
Water	38%		21	MOU
Refuse, garbage, landfill	26%		17	MOU



Recreation and social services

	% Shared All	Avg. length of arrangement/ yrs	Most common arrangement
Library	52%	25	MOU
Youth recreation	49%	22	MOU
Youth social services	45%	20	MOU
Elderly services	37%	19	MOU
Parks	17%	19	MOU



Administrative and support services

	% Shared	Avg. length of arrangement/ yrs. All	Avg. length of arrangement/ yrs. Towns	Most common arrangement
Tax assessment	39%	17	14	MOU
Energy (production or purchase)	25%	10	7	MOU
Purchase of supplies	17%	14		MOU
Health insurance	12%	10	6	MOU
Tax collection	12%	23		MOU



Administrative and support services

	% Shared arrangement/yr	Avg. length of arrangement/yr All rs.	Avg. length of arrangement/yr All rs. Towns	Most common arrangement
Information Technology	8%	7		MOU
Professional staff (e.g. attorney, planner, engineer)	8%	11	14	Informal
Building maintenance	8%	18		MOU
Liability Insurance	6%	12	9	Joint Ownership
Payroll/bookkeeping	4%	8		Informal

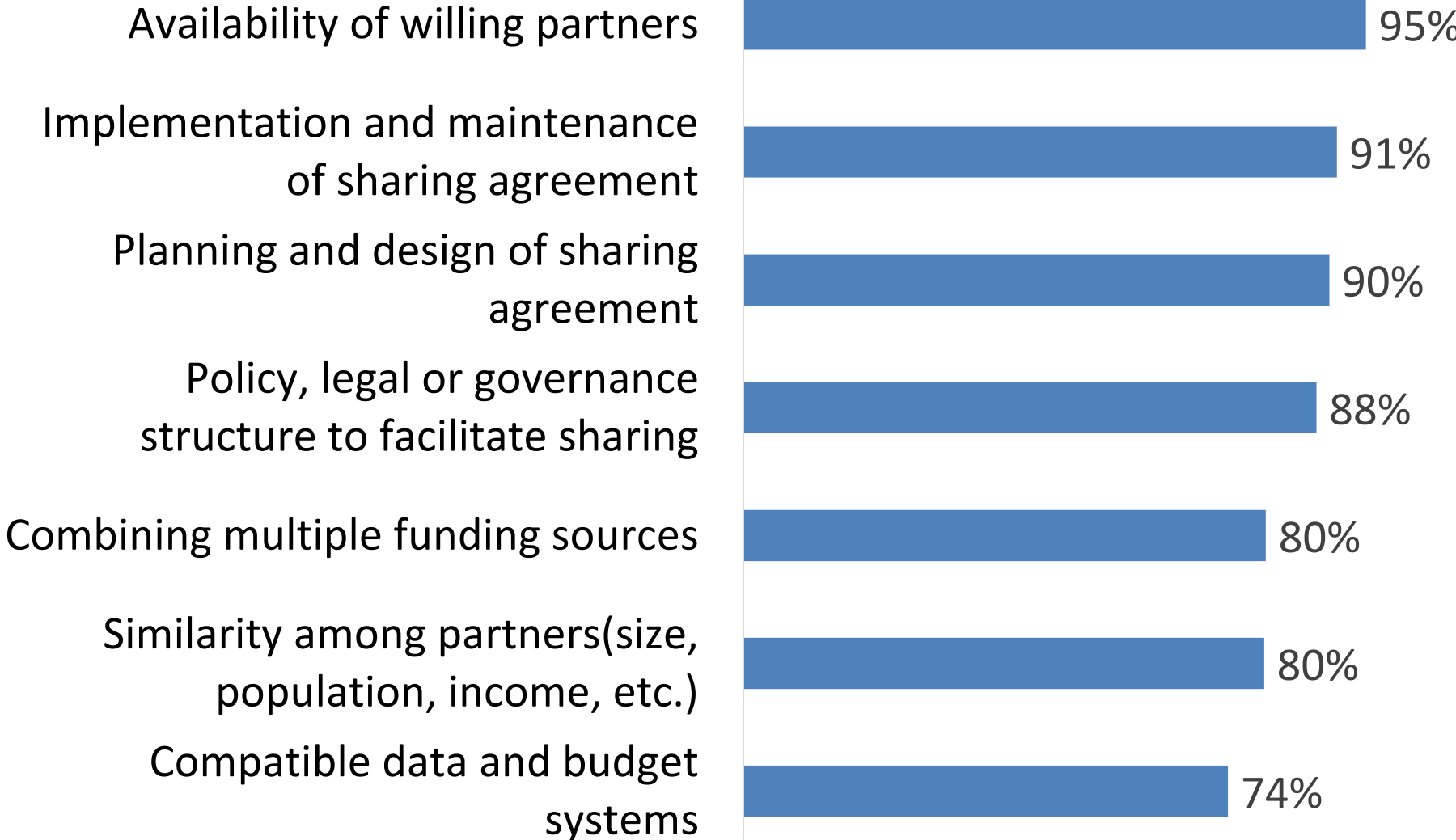


Why share?





Management Issues





Obstacles



State Barriers to Shared Services

- Cooperation across boundaries (eg. Fire Districts)
- Labor laws (Wicks, IMA)
- Tax Base Sharing
- Health Insurance restrictions
 - **Give us a list!**



Why do sharing agreements end?



N=99

Number arrangements

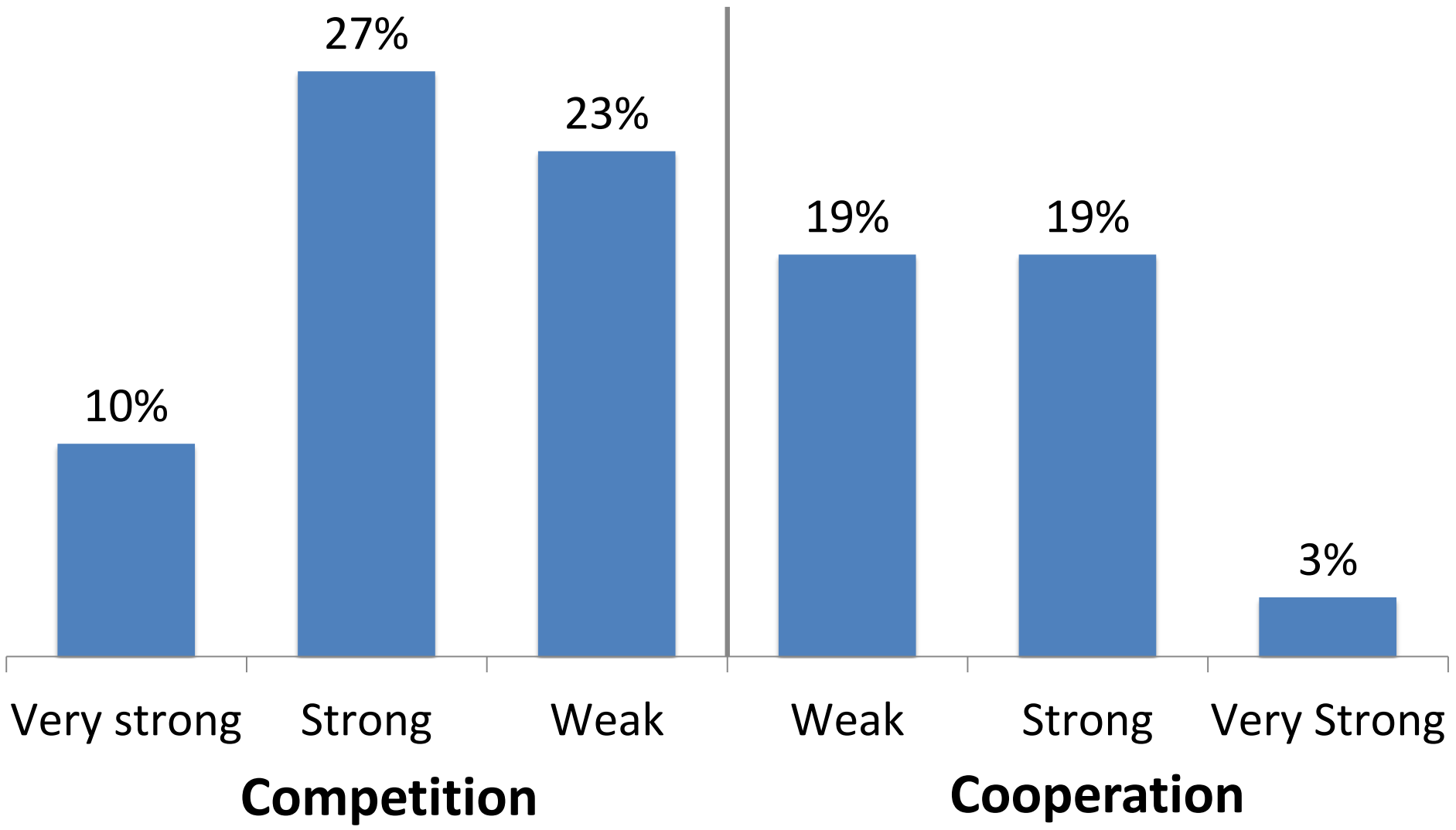


Economic development and planning

	% Shared All	Avg. length of arrangement/y rs	Most common arrangement
Economic development administration	36%	15	MOU
Building code enforcement	22%	13	MOU
Planning and zoning	11%	16	MOU



Competition between Jurisdictions



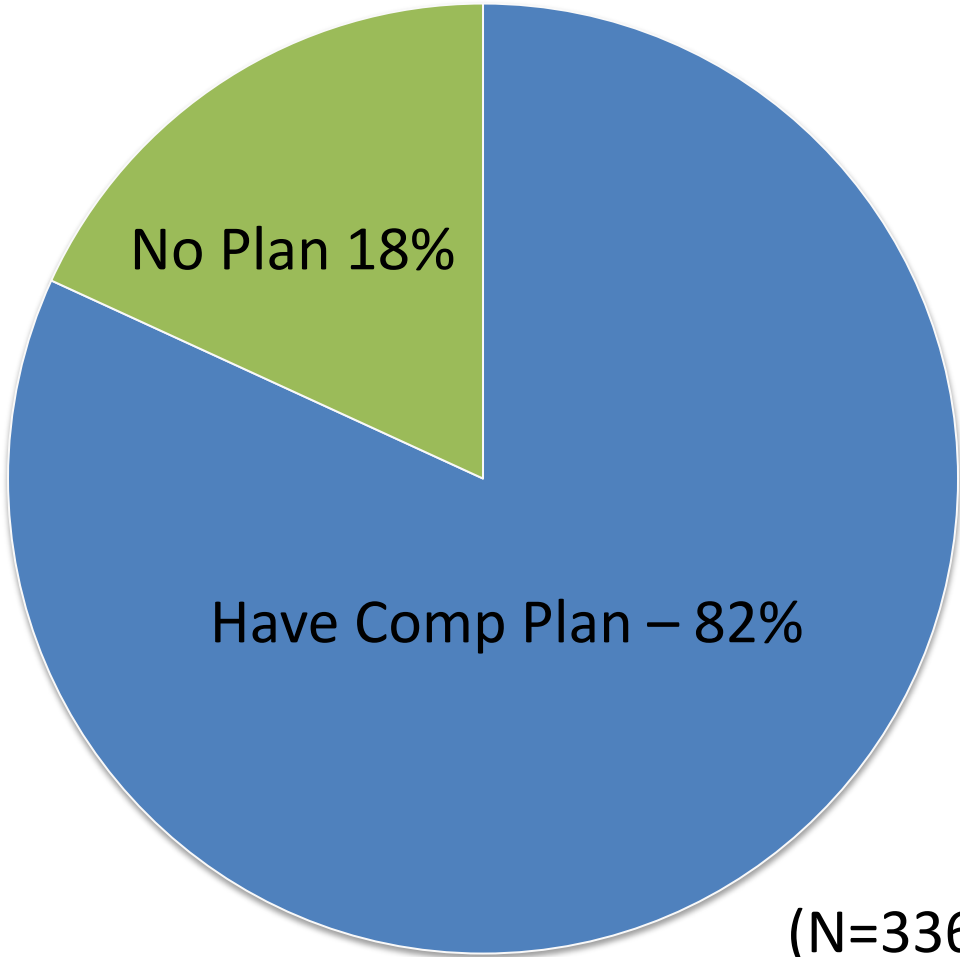


Shared Planning Survey

	Cities	Counties	Towns	Villages	Total
Total – NYS	62	57	932	556	1607
Completed responses	44	41	339	197	621
Response rate	71%	72%	36%	35%	39%



Adoption of a comprehensive plan

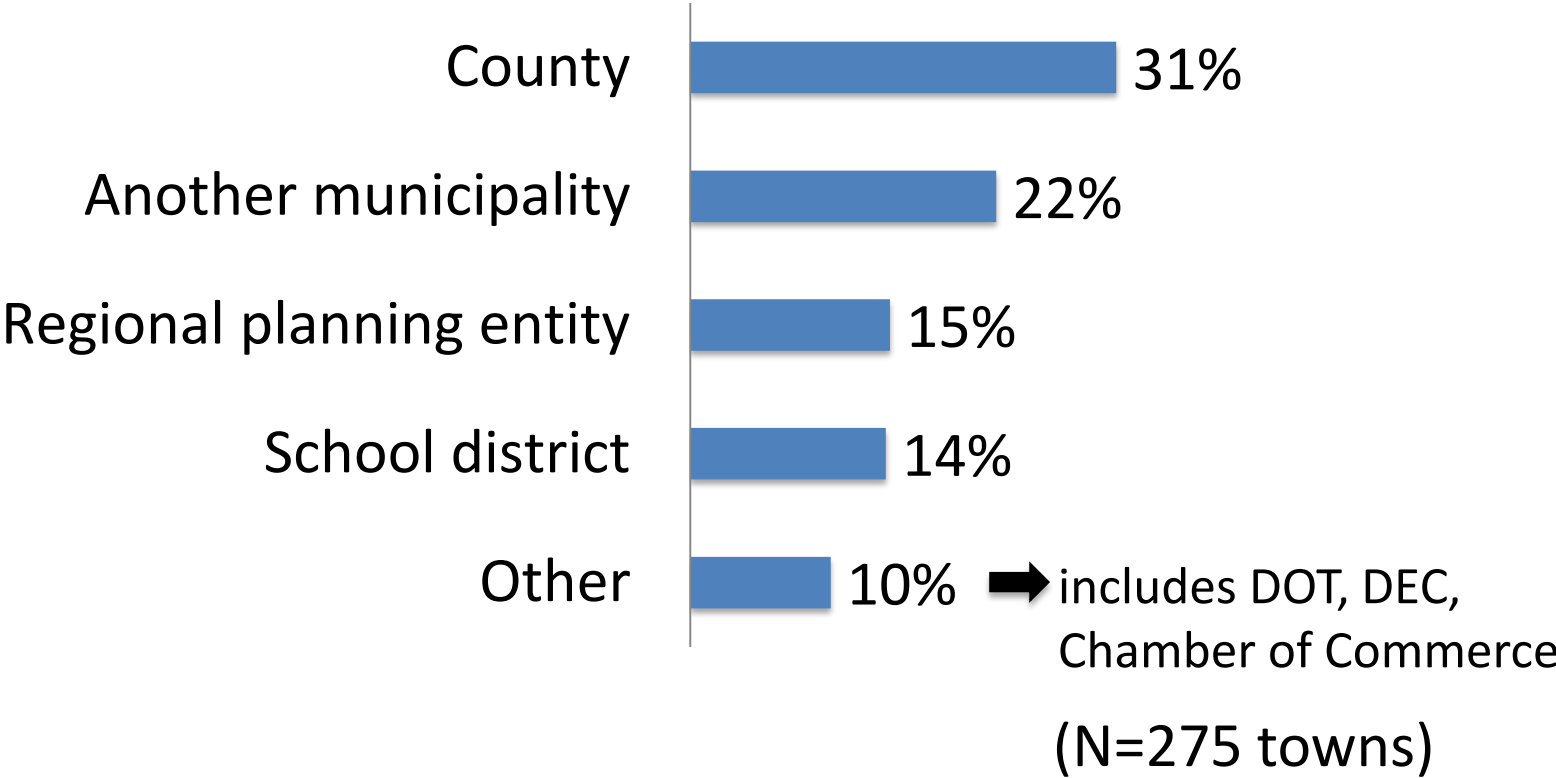


(N=336 towns)



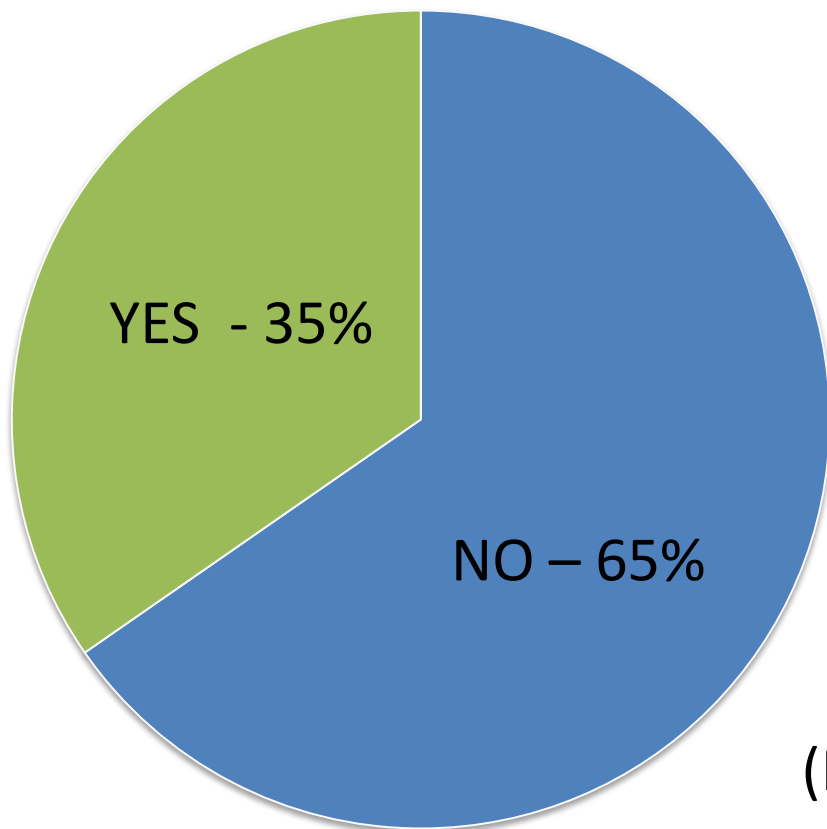
Who cooperated in the planning

We asked if an official representative from any of the following served on the comprehensive plan committee.





Working with neighbors on land use policy & law



(N=303 towns)

Collaboration is mostly between towns and villages.



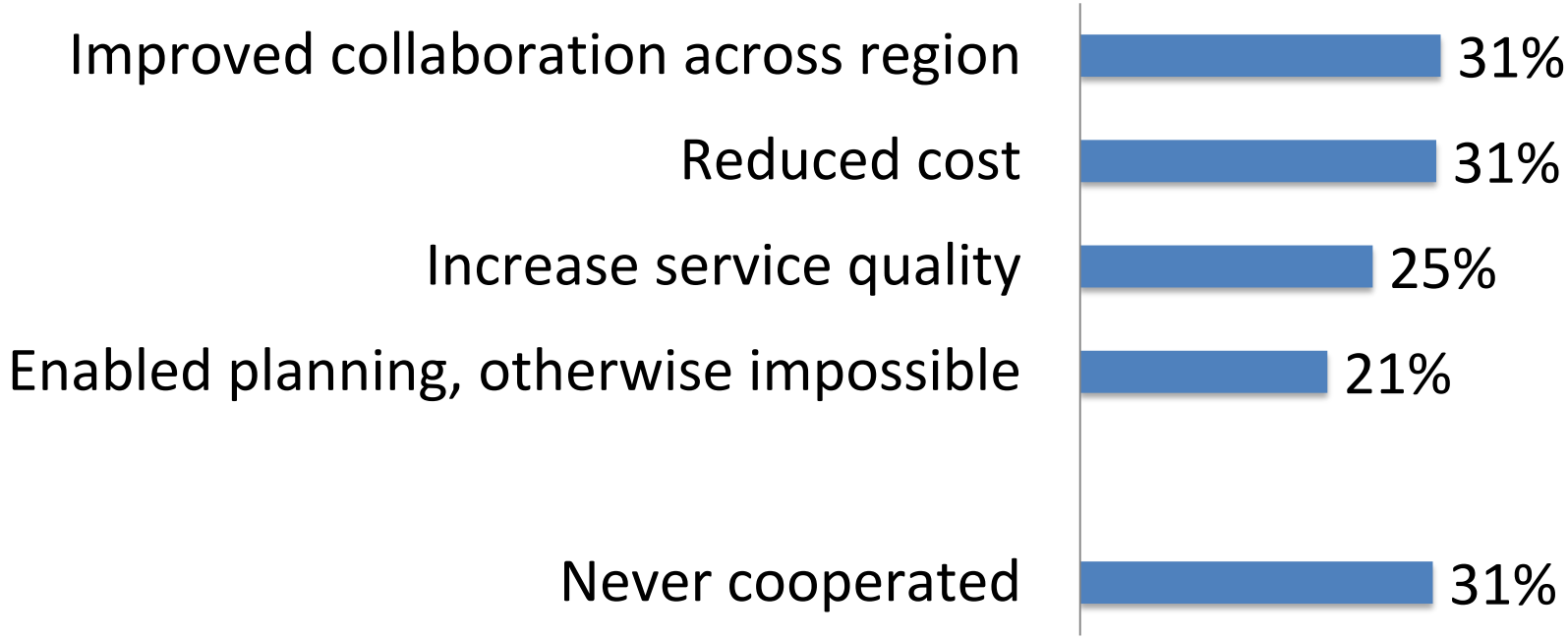
Reasons for cooperating



(N=250-260)



Results of cooperation

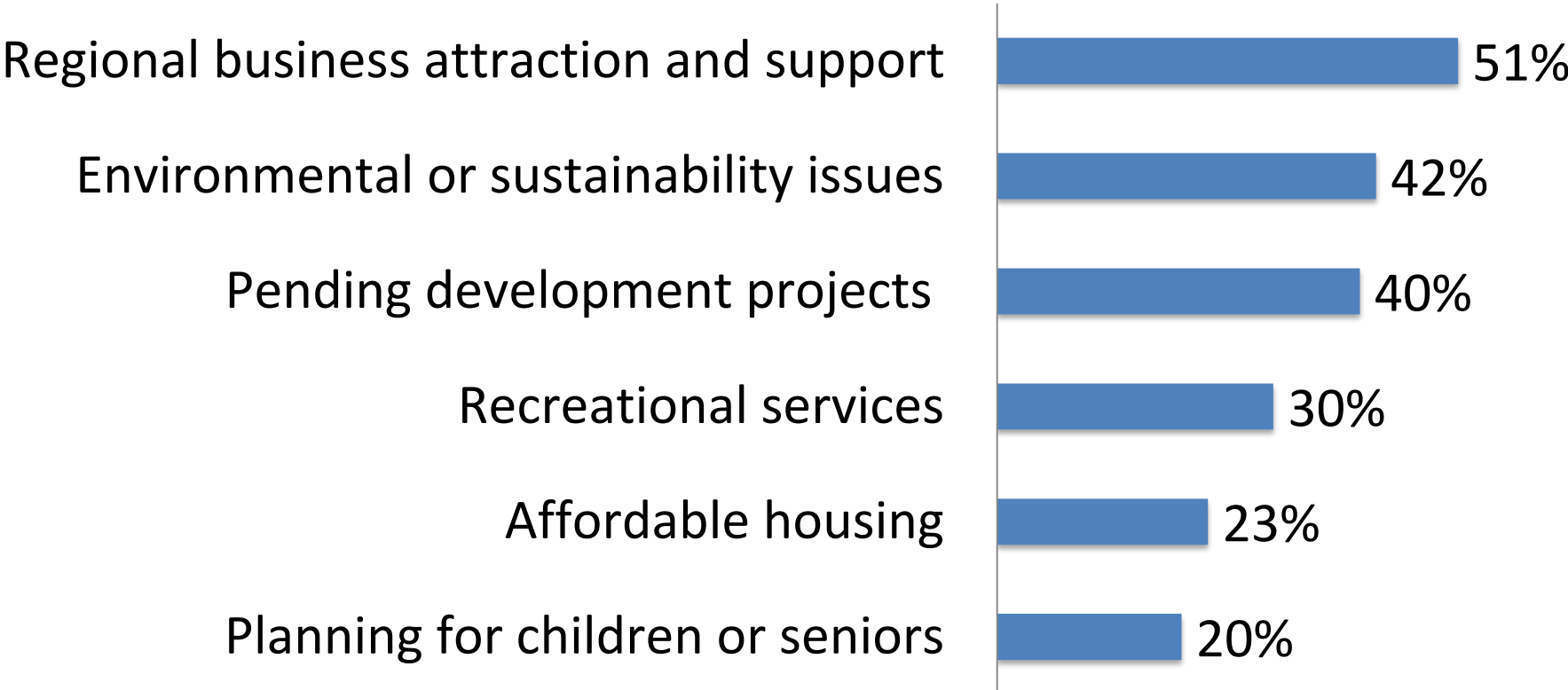


(N=308 towns)



Regional coordination

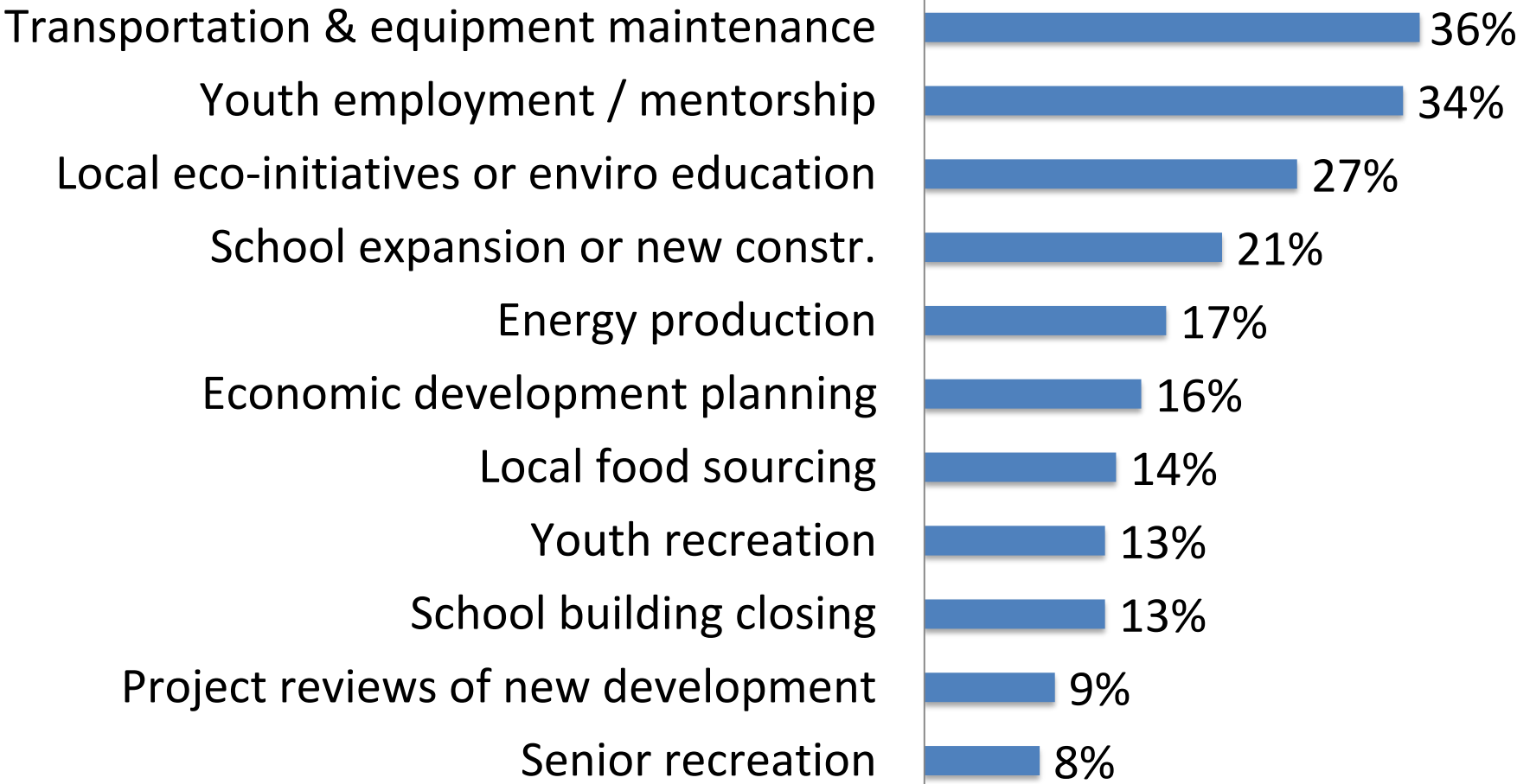
Officials from different municipalities in the region meet regularly to discuss the following



(N=276 towns)



Cooperation with school districts



(N=276 towns)



Shared administrative services

School Superintendents' Survey N=245

	Another district(s)	BOCES	Private sector	Municipality
Payroll/accounts payable	9%	91%	0%	0%
Cafeteria services	26%	57%	17%	0%
Transportation services (Buses, garage, maintenance)	52%	21%	18%	9%
Tax collection	7%	13%	20%	61%
Security/SRO/police	7%	12%	7%	75%
Health insurance	39%	52%	7%	3%
Joint purchasing	13%	77%	2%	8%



Shared facilities: Schools with Municipalities

	University/ community college	Community group/Non- profit	Private sector	Municipality
Library/computer lab	2%	37%	9%	11%
Gymnasium/pool/auditorium/indoor space	5%	46%	12%	21%
Field/playground/ Outdoor space	6%	44%	9%	32%

School Superintendents' Survey N= 245 of 695 school districts



Shared Services Project

Mildred Warner mew15@cornell.edu

Bingxi Qian bq42@cornell.edu

Cornell University

<http://www.mildredwarner.org/gov-restructuring/shared-services>

Funded by USDA