

TWO-TIERED GOVERNMENT

IN MONROE COUNTY, NEW YORK

A Report of:

The Greater Rochester Inter-Governmental
Panel of the National Academy of
Public Administration

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Submitted to the National Academy of Public Administration and the
U.S. Department of Housing and Urban Development.

May 15, 1975

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ACKNOWLEDGEMENTS

The Greater Rochester Intergovernmental Panel gratefully acknowledges the assistance and involvement of many individuals and organizations in GRIP project activities that have resulted in this Final Report. The Panel extends thanks to:

- * The U.S. Department of Housing and Urban Development for providing project funding. The research and studies forming the basis for this report were conducted pursuant to a contract with the Department of Housing and Urban Development.
- * The National Academy of Public Administration (NAPA), Charles R. Warren, Project Director. As the GRIP project's sponsoring national organization, NAPA provided valuable technical information, financial guidance and overall counsel and support.
- * The many local contributors who have helped make the GRIP project possible:

County of Monroe, Lucien Morin, County Manager
City of Rochester, Elisha Freedman, City Manager
Gleason Memorial Fund Incorporated
Eastman Kodak Company
Arthur Andersen & Company
General Motors Corporation
Town of Penfield, Irene Gossin, Supervisor
Xerox Corporation
Town of Pittsford, Paul Spiegel, Supervisor
Rochester Telephone Corporation
Garlock Charitable Trust
Sybron Corporation
Gannett Foundation
Wegman Foundation
Lawyers Cooperative Publishing Company
Rochester Clearing House Association
Rochester Gas & Electric Corporation
Wilson Foundation
General Railway Signal Company

- * The Center for Governmental Research, Incorporated, Craig Smith, Director.
Much of the research material included in this report is derived from reports prepared for GRIP by the Center for Governmental Research, Inc. The Structural Design section of this report is an edited version of Chapter II of the November 15, 1974 GRIP Report. Chapter II of the November, 1974 report was prepared by the Center for Governmental Research, Inc.
The Research Center's assistance is greatly appreciated.

- * Saphar and Associates for their assistance in preparing the Introduction for the Public Education Activities section of the Phase III Report.
- * Dr. Frank Feigert, Department of Political Science, SUNY at Brockport, for the computer programming of questionnaire data.
- * Ms. Elizabeth Knight (Democrat and Chronicle) and the Editorial Departments of the Democrat and Chronicle and Times Union newspapers for their excellent coverage of GRIP activities throughout the project's existence.
- * Members of the GRIP Panel, Staff, and the many Observers and Resource Persons who contributed their time and ideas.
- * The Final Report relies heavily on a number of resource documents listed below:
 1. Report of the Greater Rochester Intergovernmental Panel (Nov. 15, 1974; Prepared by: Alexander J. DiPasquale, Executive Director and Jean Bub, Editorial Consultant) Note: Chapter II of this report prepared by the Center for Governmental Research, Inc.)
 2. Two Tiered Government in Monroe County, New York (Draft Document) (January, 1975; Prepared by Saphar and Associates, in conjunction with GRIP Staff, Jean Bub, Editorial Consultant)
 3. HUD Contract H-1785 "Neighborhood-Oriented Metropolitan Government" Interim Report (April 1, 1974; Charles R. Warren, NAPA Project Director)
 4. Reshaping Government in Metropolitan Areas (February, 1970; Report of the Committee for Economic Development, Alan K. Campbell, Project Director)
 5. Developing Action Models for Neighborhood Oriented Government (January 23, 1973; Charles R. Warren, NAPA Project Director)
 6. Focus From the Future (November 30, 1972; Urban Policy Conference, conducted by the Brookings Institution)
- * NOTE: As of May 15, 1975, all GRIP records and resource materials will be transferred to the Rochester Public Library (Central Branch) 115 South Avenue. GRIP acknowledges the assistance of the Rochester Public Library and the Monroe County Library System, Harold S. Hacker, Director.

CONTENTS

	Page
FOREWORD	
I. INTRODUCTION	1
II. HISTORIC ORIGIN OF GRIP	4
III. THE GRIP PROJECT	14
IV. FUNCTIONAL ANALYSIS	17
Interim Report	20
Comprehensive Service Responsibility Listing	37
V. STRUCTURAL DESIGN	53
Upper Tier Report	55
Lower Tier Report	76
Taxation/Finance Report	118
VI. PHASE III REPORT	153
Continued Research	153
Public Education Activities	158
Questionnaire Analysis	161
VII. IMPLEMENTATION REQUIREMENTS	173
VIII. CONCLUSION	182
IX. APPENDICES	

LIST OF APPENDICES

- APPENDIX I
 - GRIP Membership List
 - GRIP Observers and Resource Persons List
- APPENDIX II
 - Functional Breakdown
- APPENDIX III
 - Functional Responsibilities Matrix
- APPENDIX IV
 - Shared Service Responsibilities Matrix
- APPENDIX V
 - Monroe County Library System - Outline of Two-Tier Organization
- APPENDIX VI
 - Public Safety Task Force Report: "Corrections"
- APPENDIX VII
 - Upper Tier Task Force Report: "County (Community) Service District Model"
- APPENDIX VIII
 - Phase III Public Education Program. Included:
 - 1) Schedule of GRIP Public Presentations
 - 2) GRIP Media Placements
 - 3) Public Presentation Questionnaire
 - 4) Local Newspaper Articles
 - 5) GRIP Panel Members' Newspaper Articles
 - 6) Draft Document Distribution Listing
- APPENDIX IX
 - Monroe County Charter Commission:
A Plan For Better Government in Monroe County; Part I Summary, August, 1974
- APPENDIX X
 - Demographic Data on Community Identification in Monroe County
- APPENDIX XI
 - Function Category Budget Items
- APPENDIX XII
 - Memoranda of Comment, Reservation or Dissent (November 15, 1974, GRIP Report)
- APPENDIX XIII
 - Citizen Participation
- APPENDIX XIV
 -

FOREWORD

George Eastman, the founder of our largest industry, who may, forty years ago, have started the contagious habit of Rochesterians and Monroe Countians to analyze, criticize and make recommendations concerning their governmental structures, would be mighty proud of GRIP and this report and the National Academy of Public Administration which sponsored it. For surely, this must uniquely be the most comprehensive analysis of government ever undertaken by a group of local people. It purports to and actually does study every governmental unit within the irregular boundaries of Monroe County, except school districts, and makes recommendations concerning them: how the governmental services should be delivered and who should deliver them; how the representative bodies should be structured; how the financial impact should fall upon people; and how all of this can be implemented.

No one of us on the local Panel believes that everything within the pages of this report and our companion report of November 15, 1974 will be completely implemented. We are certain, however, that some of these suggestions will be accepted by our County, City, Town and Village governments and that, as a result, government here will be better.

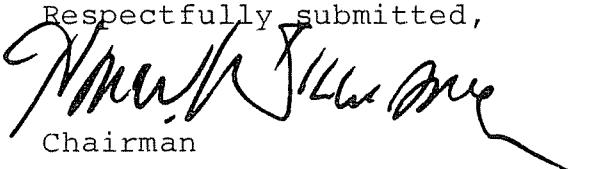
No one should infer, however, from the volume and scope of the report or from even the vehemence with which its views are expressed that government is bad in Monroe County.

Government here, like our industries, labor unions and other civic activities, has a standard and history of excellence. GRIP has operated on the theory that better can be even better and perhaps even best.

Another thing we do in this report is study and make recommendations about the role of the citizen in the governmental process to make representative government more so: to make government credible and to make government a friend and not an alien. GRIP admits in this report that the process of popular government may be less efficient than one run solely by professionals. Nevertheless, we recommend to our community that there be enough legislators to be representative and that they conduct their business in the open; that department heads and executives take the time and have the tolerance to permit the existence of meaningful citizens' boards and panels; that legislative bodies use appropriate methods for citizen participation in governmental policy-making and service delivery.

This document, then, should be read with one dominant idea in mind: not only does GRIP want government to be efficient, economical and equitable (the three E's) but most of all, it wants it to be a government belonging and responsive to the people within Monroe County. This document legitimizes and reinforces the desire, sometimes non-specific and unspoken, of all of us, to make government our government. In that sense, this report is not a document for governmental experts or professional department heads or even elected public officials. It belongs to all of us.

May 15, 1975

Respectfully submitted,

Chairman

INTRODUCTION

The historical debate over the "best form of government" dates back to our country's constitutional beginnings. For almost two hundred years our form of government has reflected a balance of two fundamental political philosophies: Hamiltonian, which calls for a concentration of leadership at a central level and Jeffersonian, which calls for the dispersion of control to the "grass roots" level. The ramifications of these theories have been compounded in our post World War II society with the emergence of social, political and economic trends which challenge existing governmental structures.

During the past two decades, urban America has been characterized by: a rapid expansion of unplanned suburban growth (suburban sprawl); a corresponding weakening of our cities' tax bases, due to the shift of industry, business, and much of the middle class out of our cities; expansion of multiple, overlapping governmental jurisdictions and special service districts within metropolitan areas; demands for "neighborhood-level" recognition and community control. The impact of these and other trends have fostered a search for improved, alternative forms of government. This search, although taking place in a contemporary, urbanized context, has often repeated elements of the historical debate between greater centralization and preserved decentralization of authority and responsibility.

Over the past two decades a number of models for governmental reorganization have emerged: 1) The Urban County (Miami-Dade, Florida), 2) Multipurpose Authority (Boston), 3) Metropolitan Council

(Minneapolis/St. Paul), 4) Traditional Federation (Toronto), 5) Consolidation-Decentralization (Indianapolis). The rationale behind these models being essentially the need for an areawide approach to metropolitan problems, with attention directed to the individual character and requirements of local communities.

Yet the 1970 Committee for Economic Development's report:

Reshaping Government in Metropolitan Areas was the first proposal calling for a system of government combining the seemingly contradictory elements of centralization and decentralization. The CED report concluded that the philosophies of centralization and decentralization should not be examined in isolation, but rather combined into a governmental system design.

"All of the metropolitan areas are affected to a greater or lesser extent by the conflicting forces of centralization and decentralization. The interdependence of activities within metropolitan areas requires areawide institutions for some functions or parts of functions of government. Just as clear is the need for units of government small enough to enable the recipients of government services to have some voice and control over their quality and quantity!"

The CED report proposed a two tier system, consisting of an areawide level and a local level of government, where neither level is supreme or subordinate to the other. The heart of the two tiered government theory being a genuine sharing of power over functions between a larger and a smaller unit. The larger unit serving to effect economies of scale, areawide planning, and equities in finance and taxation. The smaller unit permitting the exercise of local authority, accessibility and responsibility for local concerns. It should be noted, however, that the advantages connected with a larger and smaller unit of government are by no means mutually

exclusive. For example, a larger, areawide unit of government can enable citizen access by establishing advisory boards as integrated parts of area-wide service programs. And a smaller, local unit of government may achieve certain economies of scale through basic functional organization, and by specific, contractual service agreements with other local units. The GRIP (Greater Rochester Intergovernmental Panel) project adopted this broad perspective, highlighting the often overlapping benefits of a two tier system of government, in planning for improved government in Rochester and Monroe County.

HISTORIC ORIGIN OF GRIP

NAPA's Project: "Neighborhood Oriented Metropolitan Government"

On May 26, 1972 the National Academy of Public Administration, under a three year contract with the United States Department of Housing and Urban Development, initiated a project entitled "Neighborhood-Oriented Metropolitan Government." The purpose of the project being to develop actionable plans for the establishment of governmental arrangements, balancing the centralization of certain services and functions with decentralization to recognize neighborhood needs and citizen participation. Thus, NAPA based its project on the two tier concept first introduced in the 1970 CED report.

The first two formal tasks of NAPA consisted of the appointment of a National Panel and the commissioning of four papers on metropolitan reform. The third major task included the development of an action model for the implementation of a neighborhood-oriented metropolitan government. The two primary components of this action model were: identifying basic values for consideration in the analysis of public services and governmental structure, and designing an approach to studying local governmental systems.

The three basic values which would later serve as a framework for "measuring" governmental structure, were:

1. **Equity:** in terms of distribution of finances, services, and influence to be achieved through redistribution of incomes, resources and decision-making authority.
2. **Economy/Efficiency:** in terms of vesting functions and activities in appropriate sized (population and area)

units to achieve economies of scale, avoid negative externalities, and permit specialization of skills and technology.

3. Citizen Access and Control: to provide vehicles for citizen input into public decision-making at levels consistent with the problem; to build upon the values of the community and reduce the citizens' sense of alienation from government; to place those functions and policies which affect the life style of citizens at a level close to the consumer and thus provide a vehicle for the expression of consumer preferences and demand articulation (i.e.: service delivery). 2

Functional Analysis Approach

Of central concern to the action model was the design of an approach to test the concept of two tiered government as being a viable alternative to existing governmental structures. Functional analysis was designed as a method of relating the concept of two tiered government to selected metropolitan areas.

The functional analysis approach begins with an examination of the performance of public services, including examination of the subfunctions involved in delivery of services. For example, the fire services function includes such subfunctions as suppression, prevention, arson investigation and training. Subfunctional analysis must then be followed by examining the activities that are common to a variety of functions: Planning, Funding, Delivery and Regulation. Each function and its associated subfunctions must then be measured against the values of equity, economy and efficiency, and citizen access and control. The three values form the basis for analyzing current governmental power relationships and responsibilities between the levels of a metropolitan system of government. If it is determined that the values are not being achieved under the present governmental structure, then a determination must be made to allocate the particular

function and/or subfunctions to the appropriate level of governmental jurisdiction-areawide, local, or shared between the two levels.

The functional analysis approach in essence then includes the following steps:

- 1) Identification of public service functions and associated subfunctions
- 2) Identifying present levels of governmental responsibility for the particular functions and subfunctions
- 3) Measuring the present system of public service programs against the values of: equity, economy and efficiency, and citizen access and control
- 4) Allocation of public service program responsibilities to "appropriate" levels of government: areawide, local, or shared between areawide and local levels

Selection of Rochester/Monroe County

During the next few months a number of metropolitan areas were identified and explored as possible project areas for the testing of the concept of two tiered government and the functional analysis approach. In November, 1972 the National Academy of Public Administration (NAPA) selected Rochester and Monroe County as one of two metropolitan areas areas to study alternatives to existing governmental structures and develop governmental restructuring plans. (The other area chosen was the Tampa/St. Petersburg area of Florida). NAPA was to be responsible for providing national leadership, including counsel and guidance, technical advice, and limited financial support. A local panel, consisting of community officials and citizens in each metropolitan area, was to be responsible for the actual planning and implementing of a plan.

Factors influencing the selection of Rochester/Monroe County

included: demographic considerations, local receptivity and interest in the national project, the presence of a serious commitment for change on a metropolitan basis, the existence of a potential for eventual adoption of a reorganization plan, and a willingness expressed on the part of local individuals and groups to assume a leadership role in the project. The Urban Policy Conference, conducted by the Brookings Institution, formed a nucleus from which local interest and involvement were identified and panelists chosen. The Urban Policy Conference involved 100 community leaders from the Greater Rochester area in a year long series of seminars and work sessions. These identified a number of critical urban problems and concluded in November, 1972, with the series of policy plans being developed for the five areas of: government, education, people distribution, economic growth, and science and technology. One of the recommendations from the Conference's policy plan on government provided dramatic relevance for the NAPA selection of Rochester/Monroe County and the initiation of a study of two tier government:

Implementation of a two-tiered neighborhood-oriented metropolitan government in Monroe County- which will serve as a model for future government restructuring throughout the Greater Rochester Community.

(Preliminary Report)

3

Organization of GRIP Panel

Before any two tiered governmental reorganization plan could be started, a local panel had to be chosen. This local panel had to be legitimately selected and broadly representative of the major social, political, geographical, economic, and

racial elements of Greater Rochester. Panel members were to be chosen on the basis of individual qualities, emphasizing leadership, commitment and judgement.

The following are abstracted highlights of a section of the Interim Report prepared by Charles Warren, NAPA Project Director, (April 1, 1974). The section explained the background details leading to the formation of the Greater Rochester Inter-Governmental Panel.

Prior to the actual mailing of the November 29, 1972 letters, announcing the selection of Rochester/Monroe County as one of two project areas, the Mayor of Rochester and the County Manager of Monroe County were informed of the selection by telephone. On November 30, 1972 Dean Alan K. Campbell, a National NAPA Panel Member, attended the final session of the Rochester Urban Policy Conference and announced publicly the selection of Rochester/Monroe County. During that meeting, a steering group, consisting of civic leaders and representatives of city and county government, was formed to decide on the formation of the local panel. The steering group met early in December, deciding only that the local panel should consist of 30 members with half of the membership drawn from the participants of the Brookings Urban Policy Conference. The steering group was concerned over its legitimacy in selecting the local panel members. Equitable, bipartisan representation became a key prerequisite to the successful initiation of the study. Delicate negotiations with leaders of both the Democratic and Republican parties formed a central aspect of the overall panel selection process.

A steering group of senior local officials finally met on January 27, 1973 to decide upon the composition of the local panel. Their decision was to comprise the panel of three primary groups: elected officials from the County, City, Towns and Villages; City and County appointed officials, and community at large representatives. Names of the members of the Rochester Panel were received by NAPA in late February, and a letter of appointment was prepared. The letter of appointment was signed by the Chairman of the National Academy of Public Administration, the President of the Monroe County Legislature, and the Mayor of Rochester. Of the 30 Panelists who initially agreed to serve, 26 persisted through the two year GRIP study. In addition 8 new members joined the Panel during the course of the Project. In addition to diverse demographic representation, the Panel has reflected a variety of social and political philosophies on behalf of its members. The Greater Rochester Intergovernmental Panel (GRIP) consisted of County, City, Town, and Village officials; representatives of education, business, industry, labor, the legal profession, and community organizations and agencies; professional men and women, with an active interest in local community affairs.

The two Chairmen and Vice Chairmen who have served the GRIP Project have been: Thomas Laverne (March 1973 to June 1974, Chairman) and Erwin Witt (March 1973 to June 1974, Vice Chairman); Henry Williams, Jr. (July 1974 to May 1975, Chairman) and Robert A. Feldman (July 1974 to May 1975, Vice Chairman). The list of persons who have served as GRIP Panel members is included in the report appendices.

Scope and Goals of GRIP-NAPA

Corresponding to the establishment of the GRIP Panel, NAPA issued a statement on Roles and Responsibilities of the Local Panel and submitted a charge dealing with the scope of the study.

The panel should involve the community and interested parties in the study and planning process and should educate the community on the needs and objectives of an improved system of regional governance.

The panel should not work in isolation but should cooperate with State, local, and private organizations which are studying local government organization and related topics.

The Greater Rochester Intergovernmental Panel (GRIP) was to prepare a study on governmental structure using the three essential values proposed by NAPA (equity, economy and efficiency, and citizen access and control) as a basic framework. The functional analysis approach, discussed in detail previously in this report, was to be used in analyzing public services and testing the two-tiered concept of government. Specifically GRIP was charged with the following:

- 1) Examining in detail the services provided within each functional area in the County of Monroe
- 2) Examining in detail the interrelations of all the local governmental jurisdictions within Monroe County in providing these services
- 3) Examining the concept of tiered, two-way movement of functions - centralized and decentralized - designed to enhance a neighborhood oriented metropolitan government
- 4) Developing a proposal for a neighborhood-oriented metropolitan government
- 5) Prepare a plan that could implement the proposal

The GRIP Process - Beginnings

The GRIP project formally got underway on March 26, 1973 when a joint meeting of the National (NAPA) panel and the local (GRIP) panel was held in Rochester, New York. The early months of the project focused on panel education activities and organizational matters. Seminar type presentations formed the basis for panel education activities. Resource persons for these seminars included representatives from various universities, city and state officials, professional people from the Rochester community, and the NAPA Project Director.

A significant organizational matter was decided upon during the early months of the project when it was concluded that the work of the panel was to be divided along functional lines which would form the basis for task force creation. The Witt Committee (named for the first Vice Chairman of the Panel - Erwin Witt), established during this early phase, incorporated both the functional analysis approach and the criteria of equity, efficiency and economy, and citizen access and control in analyzing public services in the Greater Rochester area. A discussion of the work of the Witt Committee and the conclusions of the functional analysis of public services will be included in the following section entitled, FUNCTIONAL ANALYSIS.

Other important organizational matters during the early months of the project included hiring of a full time staff, the establishment of a GRIP project office, and the establishment of a consulting relationship between the Center for Governmental Research, Inc. (Rochester, New York) and the GRIP Panel. On contractual basis,

under GRIP staff supervision, research support was provided to the Panel's task forces by an assigned staff member of the Center. The Center for Governmental Research's staff was responsible for providing extensive data collection and drafting of the reports on each area of the functional analysis.

The GRIP Process - Overview

Although the Panel as a whole recognized from the start the need for improvements in local government, the diversity of its membership virtually guaranteed strongly divided opinions on what direction those improvements should take. Dissent from the majority decision was expressed on several vital issues, including the form of lower tier unit of government, the term of office for county legislators, and whether the chief executive of the county should be appointed or elected. In addition dissent was expressed on elements of the FUNCTIONAL ANALYSIS undertaken in Phase I. The GRIP Process, by nature of its diverse panel, provided a forum for debate and exploration of controversial issues that greatly enriched the outcome of the project.

The GRIP project since its inception two years ago has demanded a heavy investment of time and ideas from panel members. For extended periods, panel members attended weekly task force meetings, as well as monthly Full Panel meetings, and various subcommittee meetings. The comprehensive analysis undertaken by the Panel and the policy recommendations produced during the two year study are a tribute to the dedication of the panel members.

GRIP's work has been, throughout the two year study, an entirely

open process. All meetings were open to the public and the press, and all working documents and other printed materials were available to the public. The Panel has sought information and advice from government administrators, recipients of government services, local leaders and local citizens at each phase of its activity. In order to expand its resources beyond the horizons of its own immediate membership, GRIP encouraged the participation of a large number of observers. Any interested citizen, whether representing an organization or expressing a personal interest in local government, was eligible to attend and fully participate as official observers. The only distinction between observers and Panel members being the right to vote on official proposals. The contributions of time and thought, on behalf of these observers have extremely influenced the course of the project.

THE GRIP PROJECT

The two year GRIP Project was designed as a three phase study process. Although each phase focused on a particular aspect of the two tier study, there was overlap of research on specific issues and continuous refinement of Project recommendations throughout the three phases.

The first phase dealt with a functional analysis of all local governmental services currently being provided in Monroe County. A detailed discussion of the concerns of this first public phase, conclusions of the four task forces, and a "Comprehensive Service Responsibility Listing" will be included in the section entitled, FUNCTIONAL ANALYSIS.

In the second phase GRIP analyzed current governmental structures, and in accordance with the functional analysis recommendations of the first phase, redesigned governmental (structural) organization. GRIP's recommendations for the structure of upper and lower tier government in Monroe County, including detailed analysis of the components of the models (i.e.: administrative and legislative structure, community identification, design of service delivery systems, and citizen participation), and a report on the taxation/financial implications of a two tier government will be included in the section entitled, STRUCTURAL DESIGN.

GRIP's third phase involved a dual approach in concluding the two tier study of government in Rochester/Monroe County. Continued task force and Panel research and a comprehensive public education program were the components of GRIP - Phase III. Continued research

activities undertaken during this phase included: reports from the Public Safety Task Force (Corrections) and Upper Tier Task Force (County (Community) Service District concept) and the adoption of designs for linking the upper and lower tier together functionally and structurally. The public education program included: a variety of public presentations with a range of diverse community groups and organizations, media placements (radio and television), the submission of newspaper articles by GRIP Panel members, a community wide distribution of the GRIP Draft Document (summary) Report, and circulation of a questionnaire. A detailed review of research issues of concern in Phase III and a report on the public education program will be included in the section entitled, PHASE III.

A section on Implementation Requirements for GRIP's recommendations and a Conclusion section, (highlighting the accomplishments of the GRIP project, the impact of the study locally and nationwide, and a review of some of the key issues involved in a two tier study) will also be included in this report.

FOOTNOTES

¹ Committee for Economic Development, Reshaping Government in Metropolitan Areas, (New York: CED, February, 1970) p. 18.

² Charles R. Warren, Developing Action Models for Neighborhood-Oriented Metropolitan Government, (Washington, D.C.: National Academy of Public Administration, January, 1973) pp. 5, 6.

³ Urban Policy Conference, Focus From the Future (Preliminary Report) (Rochester, New York: November 30, 1972) p. 3.

FUNCTIONAL ANALYSIS

As was noted and discussed in detail in the previous section, Historic Origin of GRIP - NAPA's Project: "Neighborhood Oriented Metropolitan Government", the functional analysis approach was adopted by NAPA as a method of testing the concept of two tiered government as a viable alternative to existing governmental organization. The first phase of the GRIP Project built upon the premise of analyzing local government organization from a functional rather than a structural point of view. In other studies of governmental reorganization, the form of governmental structure was the starting point with the concern over specific service responsibilities coming later. In GRIP's proposal for the restructuring of local government, structural form would follow function. The selection of a functional approach, although logical was unprecedented; the GRIP study is believed to be the first in the nation to consider total governmental reorganization from a functional approach.

At GRIP's May 2, 1973 meeting, a committee headed by Erwin Witt was created to list all functions performed by various units of local government in Monroe County. This list was then categorized into five functional areas: physical services; human services; public safety; taxation, finance and intergovernmental relations; and education. Because of the vast scope of the education field, it was decided to approach this particular area from a fiscal standpoint and therefore to include it in the study of taxation and finance.

Nineteen major governmental functions were thus categorized:

Public Safety

Police Services

Fire Protection Services

Ambulance Services

Civil Defense

Consumer Protection

Courts and Corrections

Traffic Safety and Engineering

Human Services

Mental and Public Health

Social Services

Housing

Community Services

Physical Services

Solid Waste

Land Use

Highways and Bridges

Environmental Management

Transportation

Buildings and Property Conservation

Water Supply and Distribution

Taxation, Finance and Intergovernmental Relations

Taxation and Finance

A detailed listing of the Functional Breakdown is included in the appendices.

In addition to identifying and grouping the governmental functions, the Witt Committee outlined the general approach to be used in

evaluating the current delivery of services, and in allocating the functions to the appropriate level of local government. This approach was built around the three standards of measurement that had already been agreed upon; that is, equity, economy and efficiency, and citizen access and control.

The functional analysis approach proposed by NAPA and outlined by the Witt Committee stated that a task force comprised of Panel members and observers should be created to study each functional area. Specifically, the task forces were charged with analyzing the functions and subfunctions in each functional area to determine, in the current performance of the service, -- by and for whom the service was given, and who paid for it. Each function had then to be measured against the standards of equity, economy and efficiency, and citizen access and control; and then allocated to an appropriate level within the context of two-tiered government.

This entire review and analysis of functions and services was to be studied in the context of centralization and/or decentralization. Once the optimum governmental level for a particular function had been identified, the Panel was to determine whether restructuring of existing governmental units was implied in its recommendation.

With the ground work thus laid, GRIP set to work in earnest. Four task forces were created, each concerned with one of the four functional areas already described. The task forces began meeting in June, 1973 -- every two weeks at first, then weekly, for an entire year. An executive/steering committee was also created to provide guidance and coordination for the task forces. GRIP continued to meet monthly as a whole, to reinforce coordination among the task

forces and to hear progress reports.

The Center for Governmental Research provided basic data on request to the task forces; and resource persons were invited to meetings to describe various functions from the points of view of both the deliverers and recipients of governmental services. The final analyses and recommendations, however, were hammered out by the task forces themselves.

At a GRIP Seminar on June 14, 1974, the four task forces presented nineteen separate reports, the fruits of a year's labor. These papers with their recommended allocation of functional responsibilities, were adopted as GRIP's Interim Report.

The Interim Report

For each of the nineteen key governmental functions studied, the Interim Report identified major problems found in the present performance of the function; listed proposed recommendations for future performance of the function; and assessed whether the recommendations imply governmental restructuring.

The following excerpts from the Interim Report list the findings and conclusions of the task forces.

For 16 of the 19 functions, the Task Forces recommend changes that would involve governmental restructuring. The recommendations in these 16 areas were the basis for the structural design that was to follow as Phase II of the GRIP project.*

* In the June, 1974 Interim Report Courts and Corrections was presented as a single function. However in Phase III, (February, 1975), the Public Safety Task Force submitted a report on Corrections. Thus, in the following excerpts from the Interim Report, the Courts and Corrections functions will be listed separately.

PUBLIC SAFETY SERVICES

Fire Protection

The major problems found in the performance of the fire protection function are:

- There are inequalities in the levels of service, or service voids, among the fire protection jurisdictions. This is especially true in fire prevention, inspection, enforcement, and investigation. There are also disparities in the equipment owned district-to-district.
- While citizen participation in fire protection services is high in the suburban and rural areas through volunteer departments and the budget process, fire services in the city are far removed from active citizen participation.
- There is a variation in the cost of financing fire protection services among jurisdictions in the county, resulting in financial inequities.
- Fire district lines are not coterminous with existing political jurisdictions or with neighborhood communities.

The proposed recommendations for future provision of these fire protection services are:

- That there be a review of existing fire district boundaries and establishment of more suitable boundaries for providing basic fire protection services.
- That fire services be coordinated with other governmental services, such as building code and enforcement, land use planning, water supply, etc.
- That there be the creation of a small countywide fire suppression force, located in four stations in quadrants of the county, with specialized fire equipment.
- That all fire protection services, except fire suppression, be centralized at the countywide level.

The above recommendations regarding the provision of fire protection services in Monroe County do imply governmental restructuring at both the areawide and local level.

Police Protection -

The major problems found in the performance of the police function are:

- The current system for providing police services in Monroe County is fragmented between the city, town and village forces, and the sheriff's patrol.
- The quality and level of police protection varies from jurisdiction to jurisdiction within Monroe County.
- There is duplication of many specialized and technical police services.
- There are problems of equity in financing police services, especially in regards to financing the sheriff's patrol by jurisdictions with their own police force, the financing of police services by the City and the financing of city traffic patrols which benefit non-city residents.

The proposed recommendations for future provision of these police services are:

- That local police patrols be continued while other technical and specialized services be centralized at the county level.
- That a countywide police patrol force be created for those municipalities desiring the service.

The above recommendations regarding the provision of police services in Monroe County do imply governmental restructuring at both the areawide and local level.

Traffic Safety & Engineering -

The major problems found in the performance of the traffic safety function are:

- Towns and villages are in an inequitable position in not receiving services for which they pay through their County tax bill. Town and village needs are not being fully met.
- There is a lack of direct citizen involvement in the traffic safety and engineering function.

The proposed recommendations for future provision of these traffic safety services are:

- That traffic safety and engineering services be provided on a comprehensive level to all jurisdictions in Monroe County.

The above recommendation regarding the provision of traffic safety and engineering services in Monroe County does not imply governmental restructuring since this function is already an areawide responsibility, as is recommended.

Ambulance Services -

The major problems found in the performance of the ambulance service are:

- There is currently no formal county system of mutual aid for ambulance services.
- Commercial ambulance service is regulated, volunteer services are not. There is a potential problem in the quality of service due to this lack of uniform regulation, training, etc.
- There is a potential inequity in the receipt of ambulance service, both absolutely and qualitatively.
- There is a lack of planning and coordination of ambulance services in the county.

The proposed recommendations for future provision of ambulance services are:

- That there be areawide planning and coordination of ambulance services in Monroe County. This includes a centralized ambulance communication system, countywide standards and regulations, countywide mutual aid system, and countywide special rescue crews.

The above recommendations regarding the provision of ambulance services in Monroe County do imply governmental restructuring at the areawide level of government.

Consumer Affairs -

The major problems found in the performance of the consumer affair function are:

- The current approach to consumer affairs is fragmented, duplicative and overlapping.
- There are serious questions regarding the effectiveness of consumer services.
- There is little opportunity for citizen involvement in current consumer affairs services.

The proposed recommendations for future provision of consumer affair services are:

- That consumer affairs be a countywide function, coordinating both public and private activities.

The above recommendation regarding the provision of consumer affair services in Monroe County does imply governmental restructuring at the areawide level of government.

Courts -

The major problems found in the performance of the courts function are:

- There are gross inequities in the availability of city court services on a countywide basis, in equality of treatment in town justice courts, calendar congestion in town justice courts, and the deliberation of juries far into the night in town justice courts.

The proposed recommendation for future provision of court services is:

- That a district court system be established on a countywide basis, but permitting towns to retain their justices by referendum.

The above recommendation regarding the performance of the courts' function in Monroe County does imply governmental restructuring at both the area and local level.

- There is a lack of formal channels for input from citizens and elected officials in the performance of the social services function.
- There is a lack of citizen access to social services due to centralization of this function.

The proposed recommendations for future provision of social services are:

- That social services continue to be the responsibility of the county but with decentralized delivery of these services through neighborhood centers.
- That there be a countywide comprehensive planning and evaluation process for the delivery of social services.
- That there be established formal mechanisms for citizen input at all levels of government for these services.
- That the functions of social services and mental and public health be closely coordinated and/or consolidated to provide comprehensive human services.

The above recommendation regarding the provision of social services and mental and public health services in Monroe County do imply a restructuring of government.

Housing -

The major problems found in the performance of the housing function are:

- Housing needs have not been fully met in Monroe County, thus creating a serious housing shortage. This is especially true of towns and villages in relation to low and moderate income housing.
- Local government's response to this housing problem has been fragmented, ineffective and inadequate.
- Citizen participation in the housing function has been crisis oriented and discontinuous.

The proposed recommendations for future provision of this housing function are:

- That there be an areawide, coordinated, intergovernmental approach to housing through a countywide comprehensive planning process.
- That there be established a formal mechanism in that process for citizen input.

The above recommendations regarding the performance of the housing function in Monroe County do imply a restructuring of government at the county level.

Community Services (Arts, Culture, Recreation) -

The major problems found in the performance of the community services function are:

- There are serious problems of equity regarding access to the arts and cultural services - geographical and financial.
- There is a lack of effectiveness in the arts and cultural services due to lack of overall planning, funding and delivery of services.
- There is inadequate citizen input into arts and cultural services at the areawide level, and no citizen input at the local level.
- There is a problem of equity regarding access to park and recreational facilities in the city and towns.

The proposed recommendations for future provision of these community services are:

- That there be centralized, at the county level, technical services and major facilities for arts and cultural services with those services provided countywide in a decentralized manner.
- That the County have responsibility for the provision of major physical facilities in parks and recreation while local units of government provide detailed programs for more localized recreation services.

- That there be integration of the planning and delivery of the arts and cultural services and parks and recreation services at both the areawide and local levels.

The above recommendations regarding the performance of community services in Monroe County do imply restructuring of government.

PHYSICAL SERVICES

Solid Waste -

The major problems found in the performance of the solid waste function are:

- The cost to municipalities for providing solid waste collection services is becoming prohibitive.
- There is a need for improving regulation of solid waste collection services.
- Land fills are still needed in the short term for solid waste disposal, and their location is a major problem.

The proposed recommendations for future provision of these solid waste services are:

- That solid waste collection be performed locally, either by the governmental units directly or through contracts with private firms.
- That the disposal of solid waste be an areawide responsibility.

The above recommendations regarding the performance of the solid waste function in Monroe County do imply governmental restructuring at both the areawide and local levels.

Water Supply & Distribution -

The major problems found in the performance of the water function are:

- The current system is fragmented, inefficient and inequitable, while the demand for water is rising rapidly.
- Duplication of services is a major contributor to the high cost of water services.
- There is little opportunity for citizen involvement.
- There is a need for coordination between water services and land use planning.

Corrections -

The major problems found in the performance of the corrections function are:

- There is an inability to provide proper correction services in Monroe County currently due to a lack of facilities, manpower, and treatment programs. Consequently much treatment is artificial in nature.
- There is a lack of formal comprehensive planning for correctional services.

The proposed recommendation for future provision of correction services is:

- Creation of a County Department of Correctional Services under the responsibility of the Commissioner of the County Department of Human Services.

The above recommendation regarding the performance of the corrections function in Monroe County does imply governmental restructuring at the area level.

HUMAN SERVICES

Public & Mental Health -

The major problems found in the performance of the mental & public health functions are:

- While citizen participation is partially achieved in the provision of these services, there is a need to increase formal channels of input from citizens and from locally elected officials.
- Citizen access to mental and public health services needs to be increased.
- There is a lack of formal comprehensive planning for these services.

The proposed recommendations for future provisions of these mental and public health services are:

- That public and mental health services continue to be the responsibility of the County government but with decentralized delivery of these services through neighborhood centers.
- That there be a countywide comprehensive planning and evaluation process for the delivery of mental and public health services.
- That there be established formal mechanisms for citizen input at all levels of government for these services.

The above recommendations regarding the provision of mental and public health services in Monroe County do not imply governmental restructuring since these services are already areawide responsibilities, as is recommended.

Social Services -

The major problems found in the performance of the social services function are:

- There is a lack of comprehensive planning for social services.
- Social services are fragmented and duplicative.

The proposed recommendations for future provision of water services are:

- That the supply and distribution of water become areawide responsibility.
- That there be coordination between the water system and areawide and local planning agencies.
- That local and citizen input be guaranteed through structural and procedural requirements.

The above recommendations regarding the performance of the water function in Monroe County do imply governmental restructuring at both the local and areawide level.

Highways and Bridges -

The major problems found in the performance of the highways and bridges function are:

- The current system is complex, coordination is informal and needs to be improved.
- There is no formal mechanism for neighborhood input into this process.
- There are equity problems concerning highway and bridges services for city and village residents.
- The roles and responsibilities of jurisdictions in this function need to be clarified and formalized.
- There is a need for better coordination of planning for these services.

The proposed recommendations for future provision of these highway services are:

- That there be a classification of the roads in Monroe County which could then be used for determining levels of responsibility for services and could aid in reconciling the inequities which exist in the current system of funding these services.

- That there be a formalization of the current ad hoc relationships between the various jurisdictions. This would provide better coordination in the planning of these services.

The above recommendations regarding the performance of the highways and bridges function in Monroe County do not imply governmental restructuring.

Land Use -

The major problems found in the performance of land use functions are:

- There are serious questions concerning the effectiveness of such land use services as planning, zoning, subdivision regulation and capital improvements programming for the county.
- The current system permits indifferent, confused and irrational land use decisions.
- Land use decisions impact across jurisdictional lines but there is no coordination among the jurisdictions or guarantee of proper performance of these services.
- There are no clearly defined levels of responsibility for performing these services in Monroe County.
- Citizen involvement is high in these land use services, but it is discontinuous, crisis oriented and confused.

The proposed recommendations for future provision of these land use services are:

- That land use planning for County of Monroe be an areawide responsibility.
- That zoning regulations remain a local function.
- That subdivision regulations and capital improvements programming be shared responsibilities of both local and the county governments.

- That, in the establishment of the above system, there be:
(1) minimum performance standards for these services;
(2) an integration of areawide and local plans, controls and projects; (3) coordination and centralization of certain staff activities; (4) and a process for more meaningful citizen participation in these services.

The above recommendations regarding the performance of land use functions in Monroe County do imply governmental restructuring at both the areawide and local level.

Buildings & Property Conservation -

The major problems found in the performance of the buildings function are:

- There has been no meaningful effort to implement a housing code program in the city directed at arresting deterioration of single family residences.
- There has been a lack of adoption of building construction and property conservation codes by towns and villages.
- There is a lack of manpower for inspection and enforcement of codes in the town and villages.
- There are serious problems relating to ongoing existence of high quality building construction & property conservation services to all county residents.
- There is a lack of efficiency in the current manual system of recordkeeping.
- There is a lack of training for suburban code inspectors.
- There is a lack of productive and ongoing citizen participation into these services at the local level.

The proposed recommendations for future provision of these building services are:

- That the building and property conservation function be centralized at the countywide level.

The above recommendations regarding the performance of the building and property conservation functions do imply governmental restructuring at both the areawide and local level.

Transportation -

The major problems found in the performance of the transportation function are:

- There are problems of equity in the current system of planning and implementation of transportation services.
- There is no hierarchy of transportation planning authority. There are no clearly defined levels of responsibility.
- Transportation planning is not comprehensive.
- There is a lack of a formal process for input from local governments and citizens in transportation planning and implementation.

The proposed recommendations for future provision of transportation services are:

- That there be a comprehensive planning mechanism.
- That there would be an integration of transportation planning with other planning such as land use, environmental, etc.
- That there be developed a hierarchy of responsibility developed for transportation planning.

The above recommendations regarding the performance of the transportation function in Monroe County do imply governmental restructuring at the county level.

Environmental Management -

The major problems found in the performance of the environmental management function are:

- There is a lack in the effectiveness of the Environmental Management Council.
- There is a lack of and a need for coordination of environmental services at the county level.
- Citizen participation needs to be strengthened.

The proposed recommendations for future provision of environmental services are:

- That the Environmental Management Council be strengthened.
- That there be a system developed to insure coordination of the planning for environmental services.

The above recommendations regarding the performance of the environmental management function do imply governmental restructuring at the county and local level.

TAXATION & FINANCE

The major problems found in the system of taxation and finance are:

- The rate of growth of revenue from the property and sales tax historically has not kept up with the rate of growth of governmental expenditures.
- The property tax and sales tax are regressive.
- The property tax is inequitable in its administration.
- The property tax has a distorting effect on land use.
- There is a heavier tax placed on improvements to property than on land which has contributed to urban blight.
- Property tax wealth is unevenly distributed among governmental jurisdictions.
- Constitutional and statutory restrictions impede governmental and fiscal reorganization.
- There is a need for reducing tax inequities and reforming property tax administration.

The proposed recommendations for future taxation and financing systems are:

- That there be a countywide assessment process.

The above recommendation regarding systems of taxation and finance in Monroe County does imply governmental restructuring both at the areawide and local level.

Other alternative possibilities for change in the area of taxation and finance most definitely would impact and direct governmental restructuring. For this reason any changes, beyond the above recommendation, will be prepared after decisions are reached regarding functional restructuring. A tax system will be designed to fit a new governmental structure, not designed as the basis for that structure.

COMPREHENSIVE SERVICE RESPONSIBILITY LISTING

Essential to a study of two tiered government is a program outlining service responsibilities between the various levels of government. On page 45 of the 1970 Committee for Economic Development's report: Reshaping Government in Metropolitan Areas, the following was noted:

"Some functions should be assigned in their entirety to the areawide government, others to the local level, but most will be assigned in part to each level. More important than the division of functions is the sharing of power."

GRIP built upon this premise of the 1970 CED Report in Phase I of the project when it developed the Functional Responsibility Matrix. This matrix provided a means of visualizing the inter-relationships between the functions and the tiers of government with particular service responsibilities. Four activities were identified as essential for the performance of all functions and subfunctions (Planning, Funding, Delivery and Regulation). These four factors were analyzed for each function and subfunction, and then listed according to areawide, local, or shared responsibilities. Another development focused on the design of a Shared Responsibility Matrix in Phase II (outlining specific roles for the lower tier units of government for each function and subfunction). The two matrices are included in the appendices of this report.

What follows is a Comprehensive Service Responsibility Listing detailing: areawide, local and shared functional responsibilities for Public Safety Services, Human Services and Physical Services. (This Comprehensive Listing combines the elements of the Functional and Shared Responsibility Matrices). It should be noted that a

"Shared Functional Responsibility" refers to a specific sharing of duties, by the upper tier and lower tier units of government, involved in the provision of services. An "Areawide Functional Responsibility", though a county level responsibility, would have formal mechanisms designed for the purpose of channelling citizen input.

COMPREHENSIVE SERVICE
RESPONSIBILITY LISTING

PUBLIC SAFETY SERVICES

Fire Protection

Areawide Functional Responsibility:

- Funding and delivery of the prevention code
- Planning and funding of fire code enforcement, inspection, and education services.
- Planning and funding of records and analysis services and communication services.
- Planning, funding, and delivery of dispatching services, arson investigation, and special equipment
- Funding and delivery of mutual aid standards

Local Functional Responsibility:

- Planning, funding, and delivery of fire suppression and mutual aid agreements.

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning for fire prevention code and mutual aid standards.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within a specified period of time - i.e.: 60 days - prior to legislative action on proposed plan)
- * Power to advise areawide unit
- * Power to evaluate and recommend (for services delivered within local jurisdiction)
- * Power to propose

The upper and lower tier units of government would share in the delivery of code enforcement, inspection, education services, records analysis, and communication services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Personnel

The upper and lower tier units of government would share in the planning, funding, and delivery of training, equipment purchase, and maintenance services.

In this regard the lower tier units of government would have the following role responsibilities:

Training

- * Power to Propose - Planning
- * Money and Personnel - Funding and Delivery

Equipment Purchase and Maintenance

- * Power to delay action for a period of time - Planning
- * Power to advise areawide unit (during planning process) - Planning
- * Power to evaluate and recommend (for services being delivered within local jurisdiction) - Planning
- * Power to Propose - Planning
- * Money and Personnel - Funding and Delivery

Police Protection

Areawide Functional Responsibility:

- Delivery and regulation of areawide police patrol services
- Funding, delivery, and regulation of police technical services
Technical services include: Bookkeeping, Special investigations, Communications, Tactical Squad, and Planning and Research.

Local Functional Responsibility:

- Planning, funding, delivery and regulation of local police patrol services

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning and funding for areawide police patrol services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within a specified period of time - i.e.: 60 days - prior to legislative action on proposed plan) - Planning
- * Power to advise areawide unit - Planning
- * Power to evaluate and recommend (for services delivered within local jurisdiction) - Planning
- * Power to propose - Planning
- * Money - Funding

The upper and lower tier units of government would share in the planning for technical services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within a specified period of time - i.e.: 60 days - prior to legislative action on proposed plan)
- * Power to advise areawide unit
- * Power to evaluate and recommend (for services delivered within local jurisdiction)
- * Power to propose

Traffic Safety and Engineering

GRIP's recommendations for Traffic Safety and Engineering services include:

- 1) Maintaining the current county system of responsibility for these services
- 2) Expansion of comprehensive areawide services to all jurisdictions

GRIP recommends the following components of a shared responsibility program for Traffic Safety and Engineering services:

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning and regulation of traffic control services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within a specified period of time - i.e.: 60 days - prior to legislative action on proposed plan) - Planning and Regulation
- * Power to advise areawide unit - Planning
- * Power to propose - Planning

The upper and lower tier units of government would share in the planning for traffic studies, lighting, and parking services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within a specified period of time - i.e.: 60 days - prior to legislative action on proposed plan) - 1
- * Power to advise areawide unit
- * Power to propose

NOTE: There is local dominance in lighting and parking for local streets where county role is: Power of review and comment, Power to advise, Power to propose.

Ambulance Services

Areawide Functional Responsibility:

- Regulation of private and volunteer ambulance services
- Planning, funding and delivery of communication services for private ambulance service; planning for volunteer ambulance communication service
- Funding and delivery of planning and coordination services for ambulance service
- Planning for private training services
- Planning and regulation of volunteer's training services

Local Functional Responsibility:

- Planning, funding and delivery of private and volunteer ambulance service

Shared Functional Responsibility:

The upper and lower tier units of government would share in the funding and delivery of volunteer communication, private and volunteer training.

In this regard the lower tier units of government would have the following role responsibilities:

- * Money and Personnel

Consumer Affairs

Areawide Functional Responsibility:

- Funding and regulation of complaint and education services
- Planning, funding, delivery and regulation of protection/enforcement and information services

Local Functional Responsibility:

- No distinct "non-shared" role for local units (lower tier) of government
- Private involvement in regulation of complaints
- Private involvement in funding and delivery of education services

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning and delivery of complaints and education services.

In this regard the lower tier unit of government would have the following role responsibilities:

- * Power of review and comment (within a specified period of time - i.e.: 60 days - prior to legislative action on proposed plan) - Planning
- * Power to advise areawide unit - Planning
- * Power to evaluate and recommend (for services delivered within local jurisdiction) - Planning
- * Power to propose - Planning
- * Personnel - Delivery

Courts

Areawide Functional Responsibility:

- Creation of a district court system on countywide basis

Local Functional Responsibility:

- Towns permitted to retain their justices by referendum

Corrections

Areawide Functional Responsibility:

- Planning, funding, delivery and regulation of corrections function through a County Department of Correctional Services under the jurisdiction of the Commissioner of the County Department of Human Services.

HUMAN SERVICES

Public Health Services

This function is currently a centralized, county-level (areawide) responsibility and would continue to be so organized under the GRIP recommendations.

Countywide comprehensive planning for this function would include programs for the integrated (with other suitable services) and decentralized delivery of services. (See the discussion of the County Service District Report in the STRUCTURAL DESIGN section of this report).

While responsibility is areawide, there is desire for local input in planning for all services, and local delivery of certain services. But this local role is not necessarily that of local government; rather formal channels for citizen input would be created.

Mental Health Services

This function is currently a centralized, county-level (areawide) responsibility and would continue to be so organized under the GRIP recommendations.

Countywide comprehensive planning for this function would include programs for the integrated (with other suitable services) and decentralized delivery of services. (See the discussion of the County Service District Report in the STRUCTURAL DESIGN section of this report).

While responsibility is totally areawide, there is desire for local input in planning for all services and local delivery of certain services (drug abuse, contractual services). But this local role is not necessarily that of local government.

Contractual Services would be delivered on a decentralized basis through contract with private agencies.

Social Services

This function is currently a centralized, county-level (areawide) responsibility and would continue to be so organized under the GRIP recommendations.

Countywide comprehensive planning for this function would include programs for the integrated (with other suitable services) and

decentralized delivery of services. (See the discussion of the County Service District Report in the STRUCTURAL DESIGN section of this report).

While responsibility is areawide, there is desire for local input in planning for all services, and local delivery of certain services. But this local role is not necessarily that of local government; rather formal channels for citizen input would be created.

Housing

Areawide Functional Responsibility:

- Funding for the production of housing stock (production in the broadest sense, namely-provision of)
- Regulation of housing maintenance services
- Planning, funding, delivery and regulation of placement services for this housing stock

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning, delivery and regulation of housing production.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power to delay action for a period of time (within which the community can review and comment on proposed action) - Planning
- * Power of review and comment (within specified period of time - i.e.: 60 days prior to legislative action on proposed plan) - Planning and Regulation
- * Power to advise areawide unit - Planning and Regulation
- * Power to evaluate and recommend (for services delivered within local jurisdiction) - Regulation
- * Power to Propose - Planning

The upper and lower tier units of government would share in the planning for housing maintenance services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within specified period of time - i.e.: 60 days - prior to legislative action on proposed plan)
- * Power to advise areawide unit
- * Power to evaluate and recommend (for services delivered within local jurisdiction)

Arts, Cultural, Recreational Services

Areawide Functional Responsibility:

- Funding, delivery and regulation of physical facilities - areawide
- Funding and delivery of programming - areawide

Local Functional Responsibility:

- Funding, delivery and regulation of physical facilities - local
- Funding and delivery of programming - local

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning for arts, cultural and recreational services.

The county plays the dominant role in the shared planning of physical facilities and programming for the area as a whole. The local governments play the dominant role in the shared planning of local facilities and programs.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power to veto subject to override by the areawide unit with simple majority
- * Power of review and comment (within specified period - i.e.: 60 days - prior to legislative action on proposed plan)
- * Power to advise areawide unit
- * Power to evaluate and recommend (for services delivered within local jurisdiction)
- * Power to propose

Library Services

The Monroe County Library System as it currently exists is a model of two tier structure in providing services. GRIP recommends a continuation of the current library system. (See Outline of Two Tier Structure in the Monroe County Library System included in the appendices).

PHYSICAL SERVICES

Solid Waste

Areawide Functional Responsibility:

- Funding and delivery of solid waste disposal services

Local Functional Responsibility:

- Funding and delivery of solid waste collection services

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning and regulation of solid waste disposal.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power to delay action for a period of time (within which the community can review and comment on proposed action) - Planning
- * Power of review and comment (within specified period of time - i.e.: 60 days - prior to legislative action on proposed plan - Planning and Regulation)
- * Power to advise areawide unit - Planning and Regulation
- * Power to propose - Planning and Regulation

The upper and lower tier units of government would share in the planning and regulation of solid waste collection.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within specified period of time - i.e.: 60 days - prior to legislative action on proposed plan) - Regulation
- * Power to advise areawide unit - Regulation
- * Power to propose - Regulation

Local dominance in planning of collection services; area role is reversed.

- Planning, funding, delivery and regulation of snow and ice control for county roads
- Funding, delivery and regulation of lighting for local streets

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning for all highways and bridges services except snow and ice control for local streets.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within specified period of time - i.e.: 60 days - prior to legislative action on proposed plan)
- * Power to advise areawide unit
- * Power to propose

NOTE: The county is the dominant figure in the shared planning for services relating to the areawide roads while the local governments are dominant when planning pertains to local streets.

The upper and lower tier units of government would share in the delivery of construction, reconstruction and maintenance services.

In this regard the lower tier units of government would have the following role responsibilities:

- * Personnel and equipment

Land Use Services

Areawide Functional Responsibility:

- Planning, funding, delivery and regulation of countywide land use planning
- Funding for local land use planning
- Planning, funding, delivery and regulation of countywide subdivision regulations
- Planning, funding and delivery of local subdivision regulations
- Planning, funding, delivery and regulation of countywide capital programming

Local Functional Responsibility:

- Funding and delivery of local zoning
- Planning of local capital programming

Shared Functional Responsibility:

The upper and lower tier units of government would share in the planning, delivery and regulation of local land use planning.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within specified period of time - i.e.: 60 days - prior to legislative action on proposed plan) - Planning and Regulation
- * Power to advise areawide unit - Planning and Regulation
- * Power to propose - Planning and Regulation
- * Money and Personnel - Delivery

The upper and lower tier units of government would share in the regulation of local subdivision regulations.

In this regard the lower tier units of government would have the following role responsibilities:

- * Power of review and comment (within specified period of time - i.e.: 60 days - prior to legislative action on proposed plan)
- * Power to advise areawide unit
- * Power to propose

The upper and lower tier units of government would share in the planning and regulation of local zoning.

The upper and lower tier units of government would share in the funding, delivery and regulation of local capital programming services.

NOTE: There would be local dominance in local zoning and capital programming functions.

Buildings and Property Conservation

Areawide Functional Responsibility:

- Planning, funding and regulation of permit issuing services
- Planning, funding, delivery and regulation of buildings record services
- Funding, delivery and regulation of inspection and enforcement services

Local Functional Responsibility:

- Delivery of permit issuing services

STRUCTURAL DESIGN

The second phase of the GRIP Project started with the functional analysis of governmental responsibilities produced during the first phase. Working with the responsibilities allocated to the upper and lower tiers, GRIP endeavored, during this second phase, to develop governmental structures capable of performing the functions assigned to them.

The Panel reorganized itself for this phase. Two new task forces were created to design structures for the upper and lower tier. The Taxation and Finance Task Force continued its work although its membership was redistributed. The three reorganized task forces met weekly for four months. The second phase concluded with detailed reports being submitted from the Upper Tier and Lower Tier Task Forces and the Taxation and Finance Task Force.

In October, 1974 the recommendations of the three task force reports were analyzed and voted on by the Panel, and integrated into a comprehensive governmental model. This model became GRIP's proposal for governmental restructuring in Monroe County.

The Structural Design section of the report will include: a comprehensive review of each task force report, additional Project information produced in the third phase, and an overview of the major structural elements of the GRIP model for better government.

STATEMENT on TERMINOLOGY

During Phase III concern was expressed on the part of Panel members over the confusion of certain key terms. The Panel decided to retain the use of community council and neighborhood council districts, as outlined in the November 15, 1974 GRIP Report. The rationale being that a single term (i.e.: neighborhood council district) was not appropriate as a catch-all phrase. However it was concluded that the term: Community Service District be replaced with the term: County Service District in this May 15, 1975 Report.

UPPER TIER

Background

The overall purpose of the Upper-Tier Task Force was to design the organizational structure for the proposed areawide (or upper-tier) unit, so as to optimize the delivery of the areawide functions and the realization of goals outlined during Phase I of the GRIP project. The work of the Task Force, summarized in this section, may be detailed as follows:

1. Design the structure and the administrative organization for the upper tier:
 - Outline functions/sub-functions which are areawide responsibilities;
 - Determine the executive and legislative structure;
 - Determine the functional administrative organization.
2. Review mechanisms for the decentralized and integrated delivery of appropriate areawide services;
3. Review mechanisms/standards for citizen participation at the areawide level;
4. Review mechanisms/procedures for establishing relationships and linkages between the upper and lower tiers.

While these work elements did not receive equal treatment, all elements received some attention by the task force.

Task force staff analyzed the following points as background for the various work sessions:

- Functions and sub-functions proposed for the upper tier;
- Status of current performance of proposed upper-tier functions and sub-functions;

- Status of proposed functions in relation to the charter proposed by the CSC; (Monroe County Charter Study Commission)
- Action required to implement upper-tier recommendations;
- Estimate of any major impact a proposed function may have on upper-tier funding;
- Desirability of regional or state assumption of proposed upper-tier functions;
- Assignment of appropriate levels of citizen participation to the proposed functions or sub-functions.

Goals and Objectives of
the Upper Tier Unit

In the first phase of the GRIP Project, various functions and sub-functions were assigned to the upper tier unit. These functions formed the basis around which the organizational structure of the upper tier unit was designed in the second phase. In a two tier system the upper and lower tier units of government share the overall goal of efficiently and effectively delivering assigned services on an equitable basis with a maximum level of responsible citizen participation. In considering the overall goal of a two tier government and the assigned functions of the first phase, a series of goals and objectives were listed in the design of an upper tier government:

ESTABLISH a form of upper-tier government that will have the capability to render those services and responsibilities of an areawide or county concern, as assigned to the upper-tier level of local government, and possessing:

- Legal authority to plan, fund, regulate, administer, and to determine the level and the location of services to be rendered;

- Authority to select the most suitable administrative structure through home rule or optional forms;
- Authority to contract for services;
- Authority to participate in shared or delegated powers with other governments;
- Adequate area, population, and fiscal base;
- Adequate mix of service responsibilities;
- Flexibility of structure and service modes to deliver different levels of service desired (special or urban service districts).

ESTABLISH jurisdictional boundaries of upper tier government to contain the primary service area (for assigned functions) and to reflect the areas major social and economic patterns--recognizing:

- Major physical boundaries such as lakes, rivers, and drainage basins;
- Social and economic associations and interactions;
- Historical or political associations;
- Transportation or communication links--local newspapers, post office, bus stops;
- Legal and administrative realities.

DESIGN an upper-tier governmental structure and procedures which will maximize responsible citizen participation in local governmental affairs and policy decision-making and including:

- A legislative body representative of various groups or local needs and based on proportional (one-man, one-vote) representation;
- Linkages for citizen input into administrative processes affecting the delivery of services through advisory committees, citizen complaint processes, etc.

- Provision for a local voice into the formulation of areawide policies and programs having an impact on local communities, e.g. hearings, advisory reviews, veto powers, etc.

INSURE the provision and support of public services on a fair and equitable basis including:

- Uniform availability and access to general governmental services as needed;
- Fair distribution of taxes and charges for communitywide and special district services;
- Equitable representation and employment of minority group members.

MAXIMIZE efficiency and effectiveness of the planning, management, and delivery of upper-tier governmental responsibilities through:

- Effective governmental structure providing for professional and technical management capabilities;
- Adequate fiscal base to provide support for the necessary level of manpower, equipment, and facilities;
- Authority to raise taxes and revenues most suited to the support of services rendered;
- Proper-sized service districts and service mix to allow the efficient delivery of services;
- Flexibility of service districts, delivery modes, and contractual arrangements to permit delivery of services as desired in the most efficient manner possible;
- Interrelationships with lower-tier government which are complementary to the purposes and objectives of each level.

Design of an Upper Tier Model

The design of an upper tier model was conditioned not only by the assigned functions and general goals and objectives discussed above, but also by: the original scope and goals of the GRIP-NAPA Project; legal constraints within New York State, and recommendations of the Monroe County Charter Study Commission.

FIRST, it should be kept in mind that this two tier government project started with the assumption that Monroe County would serve as the basic area for the upper tier unit. The County, as it currently exists, does in fact meet the general criteria for an upper tier unit of government as defined above. This project was not intended to get into questions of urban area, metropolitan or regional definition and viability.

SECOND, because this project was concerned with developing a plan that had a chance for eventual implementation, the legal (particularly constitutional) provisions constraining local government reforms in New York State established limits for the design of an upper tier unit of government. Basically, these limits made it difficult to consider an upper tier unit that was not based on an existing county.

THIRD, the burden for designing an upper tier unit was significantly reduced by the work of the Monroe County Charter Study Commission. The Commission's report, A Plan for Better Government in Monroe County, provided a broad foundation for the design of the upper tier. A summary of the Commission's report is included in the appendices.

These include; a diffusion of public responsibility and accountability; the absence of a single, elected leader for the county; conflicting responsibilities and loyalties for administrative personnel between the executive and legislature.

ELECTED EXECUTIVE PLAN

This plan has the following strengths: There is direct accountability to the voters; a focal point for countywide issues and policy leadership; there can be increased influence with state and federal governments with one voice speaking for the entire county. The elected executive plan also has the following weaknesses: there will be an erosion of the legislature's power; a concentration of power in one person; an adversary climate could develop between the executive and legislature; there is less likelihood of professional government; there is no guarantee that legislative policy will be implemented.

B. COMPOSITION OF LEGISLATIVE BODY

The composition (structure/selection) of a legislative body must be considered within the context of the type of executive. Generally, a decision on the exact composition of a legislative body should follow the selection of a basic model or plan for government. In this case, because one of the basic models is fully developed, it is possible at this point to discuss the composition of the legislature under the county manager plan.

The Monroe County Charter Study Commission has reviewed the general performance of the county legislature. Commission staff noted that: "The form and makeup of the legislative body appears to be satisfactory and well established. . . ." "There appears to be no real necessity at the present time . . . to suggest further reorganization."¹ While the Commission has

¹Center for Governmental Research Inc., The Legislative, Study Paper #36, Monroe County Charter Study Commission, 1974, p.5.

made several recommendations intended to improve the investigatory and policy-making roles of the legislature, it has suggested no basic changes in legislative structure and selection of members.¹ Since its creation in 1965, the county legislature has functioned progressively. Numerous new areawide responsibilities have been added to the county's basic charter. A variety of problems have been addressed. The twenty-nine legislative districts have provided adequate sectional representation without overwhelming the legislative process with parochial concerns. Areawide needs have been and continue to be addressed.

C.

TERMS OF LEGISLATORS

The particular question of terms of legislators presents a special problem. Dissatisfaction over the current length of the terms (two years) in the county legislature has been an issue for several years. In its review, the Monroe County Charter Study Commission recommended that the two-year term be retained -- primarily based on the need for immediate accountability through general elections. The Commission also outlined several other reasons in favor of the two-year term:

- Many legislators serve two or more two-year terms and thus have a chance to gain needed experience and perspective;
- High mobility of population suggests need for frequent elections if district system is to be truly representative;
- Under an appointed manager plan, the legislature, as the appointing body,² should be held more frequently accountable.

¹

Monroe County Charter Study Commission, A Plan for Better Government in Monroe County, Part I, 1974, pp. 12-18.

²

Ibid., pp. 18-19.

The following points outline major strengths and weaknesses of two-year and four-year legislative terms.

The strengths of the four-year term are: there is more time to develop and implement policies and programs; legislators can be more informed on issues, with more time to study them; higher quality people will be attracted to run for the office. The weaknesses of this term are: legislators may lose contact with their constituents.

The strengths of the two-year term are: there is greater accountability to the people with legislators running every two years; attention is focused on county problems more frequently. Weaknesses include: loss of time for policy making because of the need to campaign; there is insufficient time to learn the job as legislators.

D. A final detail of concern in the study of Executive and Legislative Structure was the term of executive:

TERM OF COUNTY MANAGER

As in the case of the legislature, details of executive structure should follow the selection of a basic plan for government. Again, however, it is possible to discuss the term of county manager, insofar as the manager plan is ongoing. The term of manager is also an issue within the Rochester community. The Monroe County Charter Study Commission has recommended that the manager's term be changed from a four-year to a two-year term to coincide with the term of the county legislature. The Commission's rationale is twofold: (1) the arrangement would ensure that a county manager be responsive to the county legislature; (2) the arrangement allows the county legislature to be responsive to the public in terms of county administration -- i.e., if a new legislature is selected it could select a new manager if desired. The

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Monroe County Charter Study Commission, A Plan for Better Government, p. 20.

Commission has also recommended that the manager be subject to removal at any time during the legislative term by a two thirds vote of the legislature. The operative principles to be stressed here are that the manager's selection coincide with the legislative term and that the manager serve at the pleasure of two-thirds of the legislature. The following points outline major strengths and weaknesses of the several options relating to term.

The strength of the four-year term is that it lends stability to an administration. Lack of accountability to the people could be a weakness.

Greater accountability is a major strength for the two-year term. Potential lack in the continuity of policy, with a turnover in managers, is a weakness.

With the same term as legislators, the strengths are: accountability to the legislature is maximized; there is a greater partnership between the manager and the legislature. The weaknesses are: a potential for greater turnover in administrations, with a change in the legislature; a potential lack in the continuity of policy.

With an indefinite term, the major strength is that it better insures implementation of legislative policies. Its weaknesses are: a reduced chance to recruit good professional administrators; greater turnover of administrative personnel.

3. Administrative Organization:

GRIP's analysis of upper tier structure considered the details of fitting the functional recommendations of the first phase into a structural design. In its study of the upper tier, GRIP focused on the "functional organization scheme" of the Monroe County Charter Study Commission. It

was decided that the Commission's structural administrative framework was supportive of the functional analysis of the first phase.

The Commission specifically addressed itself to the issue of the need for an "overall framework" for county government. It found that the current administrative organization of the county lacked such a framework. Following the lead of other local studies and studies elsewhere in the state and nation, the Commission proposed a "functional organization scheme" for the county. The proposed scheme intending to: (1) improve the planning, evaluation, and integration of services; (2) increase administrative accountability and supervision; (3) provide a stronger organizational basis for the development of functional program plans and a county comprehensive plan; (4) simplify lines of communication within county government by establishing agency groupings by appropriate functional categories and consolidating certain agencies; (5) increase the relevance and significance of various boards and commissions; (6) strengthen the internal cohesiveness of the county. (For details of the Commission's departmental reorganization plan, see: Report of the Greater Rochester Inter-Governmental Panel, Nov. 15, 1974, p. 48-51).

Preliminary analysis of administrative organization indicated that none of the proposed upper tier functions conflicted (directly) with the revised charter or general recommendations proposed by the Monroe County Charter Study Commission. In the case of a few functions (such as housing production/maintenance), state authority would be required before the charter could be revised. In the few cases where the Charter Study Commission has dealt with such issues, its recommendations do not appear to be in conflict with any of the upper-tier functional proposals of GRIP.

Even in those areas where the Commission has made no substantive recommendations on points covered by GRIP, it appears that the proposed organizational structure could accommodate the assigned functions and general goals of the upper tier.

4. Management Services: Potential to Serve the Lower Tier

While not directly addressed during GRIP's Phase I work, there is a high potential for the upper tier to provide various management services to the lower-tier units. Indeed, Monroe County has been playing this role in the Civil Service, purchasing, and other fields for many years. Such services should be expanded in order to ensure a higher and more even quality of management services.

In addition, to the traditional Civil Service function of the county and the more limited offering of purchasing, real property, tax services, planning services, and the like, the upper-tier unit should be concerned with providing a variety of management services to interested lower-tier units. The assigned functions of the upper-tier unit already reflect some of this concern. More attention should be paid to the provision of: (1) legal services; (2) budget/financial analysis; (3) data processing; (4) personnel administration.

5. Decentralized Delivery:

The decentralized and integrated delivery of certain areawide services is a basic issue facing the design of an upper-tier unit. The issue concerns both the selection and grouping (integration) of appropriate services for decentralized treatment and the design of delivery mechanisms.

The selection of areawide services for decentralization should be based on the extent to which they are personal services intended for the

general public or for widely (evenly) distributed segments of the public. As used here, "personal services" refers to those types of services over which a decision can be made as to whether the service should be decentralized or centralized. Such services are provided as part of most of the assigned functions in the human, public safety, and physical services areas. Complaint mechanisms, communications, nursing, medical diagnosis, and the like are examples of such services.

In its functional reorganization scheme, the County Charter Commission has provided a means for grouping or integrating services for decentralization. Generally speaking, it is reasonable to assume that, if decentralized, all human services should be grouped -- as should public safety services and physical services. For example, if a decision were made to provide for decentralized mechanisms for bill payment/complaints for water services and sewer services, such activities should be grouped and treated as a single service in the design of the actual method (mechanism) of decentralization.

Any mechanisms for decentralization should be designed to maximize citizen access and participation. To accomplish this, the lower-tier units should be used as building blocks for service district boundaries. Thus, an upper-tier service district could include several lower-tier units or an area within a lower-tier unit -- but it should not cut through lower-tier units in a way which would combine pieces of the lower-tier.

The intent behind establishing decentralized delivery districts would be to:

- improve communication and recommendations with regard to the performance of public services within community areas;

- allow citizens increased access to the planning, budgeting, programming and legislative processes of government;
- decrease the alienation of citizens from government;
- improve the integrated delivery and quality of county services;
- increase the accountability of county officials for their performance.

6. Citizen Participation:

The design of structured channels and mechanisms for citizen participation is a basic goal of the upper tier unit.

A system of Citizen Advisory Boards, with input to the administrative and legislative branches of County government, illustrate one formal vehicle for citizen participation. In addition to advisory boards, there are other means of encouraging citizen participation: developing uniform complaint procedures, holding well organized, regularly scheduled public hearings on issues of community concern, making key policy making committee meetings open to the public.

It should be observed that the twenty nine (district) member county legislature provides a fairly substantial basis for direct citizen involvement in the chief policy body. The district system - with relatively small districts (20,000 to 40,000) would provide significant opportunities for citizen participation. (Also see comments on citizen participation in the Lower Tier subsection.

7. Establishing Linkages Between Tiers:

Of primary concern in the detailed design of a two tiered system of government is the establishment of linkages between the two tiers. Linkages between the tiers can be categorized as being functional and structural.

Functional linkage involves detailing the service responsibilities for a particular function which are to be shared by the upper and lower tier. (The Comprehensive Service Listing in the Functional Analysis section specifies "shared responsibilities").

Structural linkage involves determining the degree of lower tier - citizen involvement on particular upper tier decentralized delivery programs.

8. Fiscal Considerations:

Fiscal considerations are reviewed in more detail in the finance section. However, a brief review indicates that the proposed functions for the upper tier would not have a dramatic impact on funding requirements -- in terms of increases or decreases in overall local government expenditures. Indeed, if the upper tier is designed carefully, the impact of funding requirements should be controllable -- and should meet desired objectives. An analysis of the current responsibility matrix indicates that the greatest funding impacts may be expected in proposed water services and police services. Several other proposed services may also be expected to have significant cost impact: land use; transportation; buildings and property conservation; housing; fire protection. In most cases, even a rough dollar estimate of the impact of proposed functions would require more definition and description of the proposed functional responsibilities and desired service levels.

Conclusions

This section reviews GRIP Panel recommendations for the design of an upper tier. Recommendations are based on Panel conclusions at the October, 1974 seminar (end of the second phase) and subsequent task force and Panel decisions during the third and final phase.

- Functional Organization:

The County government would be organized along functional lines, and departments grouped into functional categories (i.e. Public Safety Services, Human Services, and Physical Services). In recommending functional organization for the County government, GRIP endorsed the Monroe County Charter Study Commissions recommendations.

Structure of upper tier government:

There would continue to be an appointed county manager form of government. The County Legislature would continue to have 29 members; legislators would have four year terms instead of the present two year terms.

Before adopting these recommendations, the Panel considered and rejected three motions. These motions called for:

- an elected executive rather than an appointed manager form of government (defeated 14-7). Proponents argued that an elected executive with a four-year term would provide administrative continuity, and reduced legislative interference in administrative matters. They also argued that an elected executive would provide better balance of power and clearer separation of responsibilities among the branches of County government; and would serve as a clear focal point for county-wide policies and concerns. Since the legislature is elected on a district basis, supporters argued, an executive elected county-wide would provide the only true reflection of broad citizen interests.

Opponents of the elected executive form of government argued that the legislature's power could be eroded, too much power

would be concentrated in one person, conflicting governmental policies might be set by the two branches leading to an adversary climate, and professional governmental administration may be jeopardized.

- a two year legislative term instead of a four-year term (defeated 15-6). Proponents contended that the two-year term provides more frequent opportunities for the public to express its will through the election process, thereby keeping government more responsive to the people. Opponents, who supported the longer term, argued that legislators need more time to learn their jobs without pressures of campaigning; and that a two-year term would not insure responsiveness of individual legislators anyway. They also felt that the longer term would tend to attract more qualified candidates, and would permit greater independence and leadership while in office.
- staggered four-year terms for County legislators (defeated 13-5).

Proponents argued that this procedure, like that proposed in the preceding motion, would permit a degree of voter input more frequently than straight four-year terms. Opponents felt that staggered terms could not be implemented because of legislative redistricting required by law every 10 years. In addition, those legislators up for re-election would bear the brunt of voter dissatisfaction over actions for which they may not have been responsible.

- Decentralized Delivery of areawide services:

At the October, 1974 Seminar, the Upper Tier Task Force recommended endorsement of the concept of community service districts, as proposed by the Monroe County Charter Study Commission. However, the actual design of

a model for community service districts was a part of continued Task Force and Panel research in the third phase.

In February, 1974 the Upper Tier Task Force submitted a report: "Community Service District Model" (Subsequent Panel decisions included the re-naming of the districts as: County Service Districts).

The County (Community) Service District Model was designed for the centralization of administration and planning, and the decentralized delivery of certain areawide services. Important considerations in the design of the model include: designation of geographic, jurisdictional boundaries appropriate for establishing County Service Districts (CSD); identification of necessary structural interrelationships (administrative and legislative) at the County level; the incorporation of formal mechanisms for citizen participation.

Important Elements of the Model Include:

- Jurisdictional boundaries would be based on individual area characteristics and service needs. An (upper tier) County Service District would use existing lower tier units as "building blocks", and could include several lower tier (local government) units or areas within a large lower tier unit.

Criteria would include:

A) Determination of the specific service needs for decentralized delivery under the three functional categories (Public Safety, Physical, and Human Services).

B) Physical (natural and man made) dividers (i.e. lakes, rivers, bays, canals, railroads, expressways, and large contiguous areas of non-residential land uses)

C) Primary social, economic, political or historical associations

(i.e. schools, social or ethnic groups, village centers, neighborhood shopping areas, or assembly points, libraries, churches, town halls, fire companies, etc.).

D) Transportation or communication links (i.e. transit services, newspapers, post offices, neighborhood and collector streets, etc.)E) Common Service districts and facilities (i.e. elementary schools, libraries, recreation, fire protection, sewers, sidewalks, and other neighborhood type services.)

- Structural interrelationships would be based upon the proposed reorganization of the County government, both County legislature and County administration, along functional lines. Specific County Administrative Councils and County Legislative Committees, corresponding to the three functional categories, would have to be established prior to the design of citizen (advisory boards).

- Citizen representation on county level advisory boards would be built into the CSD design. Each CSD would have a Citizen Board comprised of residents of the area served by the CSD.

The appointment and Composition of CSD Citizen Boards would be as follows:

- 1) County Service District Board representatives would be appointed by the lower tier units of government (town boards, city council) based on recommendations of community and neighborhood council districts and neighborhood associations.
- 2) Each County Service District Citizen Board would consist of seven or more representatives.

- 3) Each County Service District Citizen Board would elect representatives to sit on County Legislative advisory committee and administrative service councils.
- 4) Each County Service District Citizen Board would be guaranteed access to County staff support services as required by fact of their representation on County legislative advisory committees and administrative service councils.
- 5) Representatives on County Service District Citizen Boards would serve three year staggered terms.

Each Citizen Board would be organized into three functional category subcommittees, corresponding to the three functional categories of Public Safety Services, Human Services, and Physical Services.

The major advisory responsibilities of the Citizen Boards would include:

- A) identifying community needs for services within each functional category;
- B) participation in setting service priorities within each functional area;
- C) evaluation of the services delivered;
- D) participation in designing service delivery programs for each functional area.

(The Community Service District Model report is included in the appendices.)

LOWER TIER

Background

The lower tier task force was assigned responsibility for designing at least two alternative models for a lower (local) tier unit of government within the two-tier system. The proposed models had to be capable of (1) performing the assigned functional responsibilities for the lower tier unit (Phase I), and (2) meeting goals and objectives as defined and interpreted by the GRIP-NAPA panel and the lower tier task force.

In designing these models, the task force was subject to three main constraints adopted by the GRIP-NAPA panel:

1. To avoid the design of a model which, for implementation, would require any change in the New York State Constitution or extensive special legislation by the New York Legislature;
2. To design at least one model which required no change in the present governmental structures and jurisdictions within Monroe County;
3. To design both models as general-purpose local governments.

There were several reasons for designing the lower tier models as general-purpose governments rather than as special districts (single or multi-purpose), public authorities, etc. First, home rule powers provided for general-purpose local governments in New York State permit substantial authority and flexibility in governmental structure and administrative processes. Second, the GRIP-NAPA Panel retains a strong political philosophy in favor of local citizen control and access to local

government, which is more difficult to achieve with special districts and public authorities. Third, there exists a long-standing tradition of local general-purpose taxing powers available to local governments for maintaining local government independence.

In fulfilling their responsibilities, the lower tier task force studied other comparative models and processes of governmental decentralization. Also, the task force utilized the numerous local government studies of Monroe County prepared by the Research Center over a 50-year period of research experience.

The lower tier work program process consisted of four major elements:

1. Review and Analysis of Present Framework. The present framework of local government was reviewed in relation to several criteria including: (1) proximity to the city; (2) gross and per capita expenditures for services rendered; (3) population (as estimated by Monroe County Planning Department); (4) population density; (5) numerical growth over the last twenty years; (6) land use (percent developed by usage); (7) full valuation per capita; (8) median family income. This data was utilized in assigning the existing local units into categories of classification (e.g., city, urban town, sub-urban towns and villages, rural towns and villages). In addition, a functional analysis was included (i.e., types of services rendered by local government and by classification) so that the characteristics and minimum levels of services to be provided on an areawide basis could be better understood. This analysis was also used to identify those services which would likely be provided with greater intensity in the urbanized areas of Monroe County. Finally, the analysis includes a detailed summary of the problems to overcome as well as the variations of service needs which had to be reconciled in order to deal adequately with the inequities detailed in Phase I of their project.

2. Neighborhood and Community Analysis. Viable and potentially viable communities were identified and mapped based on consideration of interrelated data including: (1) physical barriers (rivers, drainageways, highways, major business districts, open space, etc.); (2) transportation networks and facilities; (3) demographic data; (4) centroid of major cluster points; (5) voter participation; (6) population; and (7) other political and social linkages. Through this analysis, reasonable approximations of community boundaries within Monroe County were determined. Fiscal capacity was not a consideration in identification of communities, although the adequacy of the communities fiscal bases were analyzed later to determine upper tier finance policies.

3. Determination of Standards and Goals of Lower Tier. The recommendations of Phase I of this project were organized and refined relevant to: (1) the direct responsibilities of the lower tier as a general-purpose unit of government; (2) the concept of the lower tier as a basic building block in the administration of areawide services; and (3) the goals of establishing neighborhood and areawide government. Standards for efficient and effective service delivery (e.g., population, geography, nature of service, etc.) insofar as possible were identified and utilized for the assignment of responsibilities, the federation of areawide administrative districts, and the assessment of lower tier fiscal capacity. The analysis was sensitive to current and projected population and development growth.

4. Design of Models. The existing tiered system of metropolitan government was reviewed in regard to structure, goals, viability, etc. Standards and goals were applied and two lower-tier models were developed and presented to the lower-tier task force: a new model and an alternative

4. Provision for a local voice into the formulation of areawide policies and programs having an impact on local communities, e.g., hearings, advisory reviews, veto powers, etc.

INSURE the provision and support of public services on a fair and equitable basis including:

1. Uniform availability and access to general governmental services as needed;
2. Fair distribution of taxes and charges for community wide and special district services;
3. Equitable representation and employment of minority group members.

MAXIMIZE efficiency and effectiveness of the planning, management, and delivery of lower tier governmental responsibilities through;

1. Effective governmental structure providing for professional and technical management capabilities;
2. Proper-sized service districts and service mix to allow the efficient delivery of services.
3. Flexibility of service districts, delivery modes, and contractual arrangements to permit delivery of services as desired in the most efficient manner possible;
4. Interrelationships with upper-tier government which are complementary to the purposes and objectives of each level.

Design of Lower Tier

The design of the lower tier consisted of the study, analysis, and design of two lower tier models of local government. One of the two models to be designed by the lower tier task force was a new model of local community government to serve as the lower tier. This model was to be "ideal" in the sense that it should maximize the attainment of lower-tier goals while minimizing the problems of the present governmental structures and jurisdictions. The model was subject only to the general constraints provided by the framework of government permitted under the New York State Constitution and general state legislation (with some special state legislation envisioned).

The other model was to be designed by the lower tier task force so that it required no change in the governmental structures and jurisdictions within Monroe County. That is, the City, towns, and villages were to remain unaltered, but a practical (alternative) model was to be designed so that these thirty jurisdictions could provide for the recommended lower tier functions and responsibilities. This model was subject to the overall constraints provided by the framework of government permitted under the New York State Constitution and general state legislation (with some special state legislation envisioned).

Each of the two models was to be designed as a general purpose form of local government, and not a special service district. Both models were also to be consistent with the previously listed goals and objectives.

Major Elements Studied

The design of the two lower tier models, Model 1 (ideal) and Model 2 (practical), focused on the following major elements:

1. - Authority and Structure
2. - Community Identification
3. - Population Size
4. - Service Delivery
5. - Citizen Participation

Model I (ideal)

1. Authority and Structure:

Each lower tier unit should possess the following legal authority and structure to have the capability to render the lower tier functional responsibilities:

Legal Authority

HOME RULE

As general-purpose local governments, lower-tier units can be provided with home rule and local law powers under the Municipal Home Rule Law. In addition, the lower-tier units may draw from the powers prescribed in the city, town, or village law, depending on the lower-tier form selected.

SUBURBAN TOWN LAW ADOPTION

The town form of government, specifically that structure based on the Suburban Town Law, provides the lower-tier units with the specific powers, rights, and authority to carry out the service responsibilities recommended in GRIP's first phase. The major advantages of adopting the Suburban Town Law for lower-tier units include:

- Sufficient policy-making, financial, budget-making, and departmental organization powers for the legislative body, the town board, to carry out lower-tier responsibilities.
- Flexible and effective administrative structure for professional management, including a chief executive officer (elected supervisor or town manager) with sufficient administrative powers;
- Special improvements may be provided on the basis of special assessment areas or as town-wide improvements without the necessity of establishing improvement districts;
- Town board authority to create citizen advisory councils to maximize citizen participation;
- Lower-tier units could meet population requirements of suburban towns: 25,000 population;
- Process for adopting suburban town law includes permissive rather than mandatory referendum.

While the suburban town form was determined to most appropriate for lower-tier governments, the possibility of adopting a city or village form was also considered and rejected. The city as lower-tier form was eliminated because:

- a. The concept of "city" loses definition beyond the urbanized portions of Monroe County;
- b. School districts would become city school districts subject to limitations on operating expenditures and debt;
- c. City school districts do not receive BOCES aid;
- d. State Highway Law 133-k limits county assumption of responsibility for roads and streets located within the city;

- e. Revenue advantage for city status does not include cities created after April 1, 1967;
- f. Under state law, it is not possible to restrict the powers of a city to those envisioned for the lower-tier unit, within the two-tier system.

The village as a form of lower-tier government was eliminated because:

- a. Village law is too limited relative to designated lower-tier responsibilities;
- b. Towns would continue to exist even if village jurisdictions covered the county;
- c. The only possibility for eliminating unnecessary duplication offered by the existence of the town and village would be to have boundaries coterminous to town and town board approved transfer of powers to village board subject to voter approval;
- d. Each village expansion would require annexation and approval of voters who reside in area to be annexed;
- e. Village option hinders maximization of federal revenue sharing.

Moreover, both the city and village forms would require incorporation process -- an extremely complex assortment of independent legislative and electorate approvals.

In addition to the traditional forms of local government offered under New York State law, special state legislation could be requested to create boroughs as the lower-tier unit within the city, with needed powers and authority. However, at this time, the adoption of suburban town status for lower-tier governments appears to provide sufficient authority and flexibility with the least complicated adoption process. While further

legal research is needed in the future, adoption of the suburban town form would basically involve city and town dissolution, special state legislation authorizing revised town boundaries, and resolution of town boards for adoption of suburban town status.

AUTHORITY FOR COOPERATIVE SERVICE DELIVERY AGREEMENT

Through the General Municipal Law (complemented by the Municipal Home Rule Law), a lower-tier government unit would have the authority to enter into agreements with other lower-tier units, the upper-tier, and/or private sector to provide services on an individual, cooperative, joint, or contract basis.

AUTHORITY FOR SHARED RESPONSIBILITIES WITH UPPER TIER

Through the Monroe County Charter and Administrative Code, the lower-tier units will obtain additional rights and authority necessary to carry out the recommended shared responsibilities (see Comprehensive Service Responsibility Listing).

Structure

LEGISLATIVE BODY

Representation for lower-tier units would include an elected supervisor or chairperson and four to eight council members, elected either at-large or by district as deemed desirable under home rule authority.

EXECUTIVE

Under suburban town law, the lower-tier government may choose one of two options for their chief executive: the elected supervisor, or an appointed town manager. The town manager option was recently granted to town government as of June, 1972, and has a minimum population requirement

of 10,000. The chief executive officer would have sufficient administrative authority including:

- Appointment of a director of finance;
- Removal authority over department heads subject to town board confirmation;
- Preparation of the proposed budget and capital program;
- Authority to report and recommend to the town board;
- Direction of internal administrative organization;
- Authority to approve the transfer of personnel among town departments or other agencies.

2. Community Identification:

Because the functions assigned to the lower tier level are heavily associated with community and neighborhood needs and concerns, every effort should be made to establish local jurisdictional boundaries containing natural communities. To the extent possible, each community should encompass residents with common and interrelated needs, concerns, and associations. The more important community considerations, as identified in the section of Goals and Objectives, include:

- (a) Physical (natural and man-made) dividers (e.g., lakes, rivers, bays, canals, railroads, expressways, and large contiguous areas of non-residential land uses)
- (b) Primary social, economic, political or historical associations (e.g., schools, social or ethnic groups, village centers, neighborhood shopping areas or assembly points, libraries, churches, town halls, fire companies, etc.)

- (c) Transportation or communication links (e.g., transit service, newspapers, post offices, neighborhood and collector streets, etc.)
- (d) Common service districts and facilities (e.g., elementary schools, recreation, fire protection, sewers, sidewalks, streets, and other neighborhood type services)

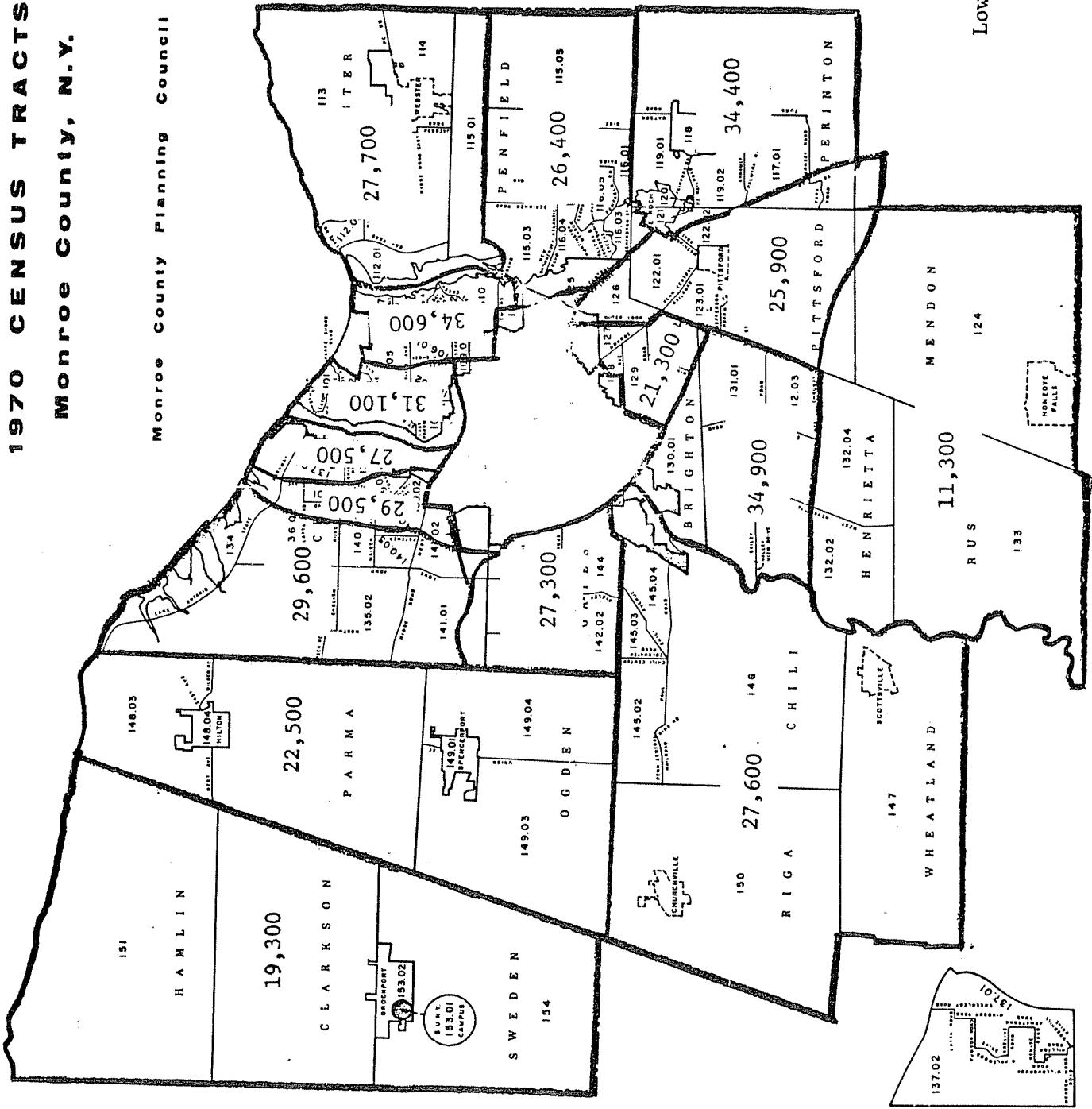
A careful determination of those community identification factors coupled with modifications for size as they relate to efficiency, effectiveness, and responsiveness to citizen participation is necessary to determine the jurisdictional boundaries which would be most appropriate for lower tier community governments within Monroe County. This is not to say, however, that there is only one "correct" or "ideal" determination for community jurisdictions. Many of the factors and objectives are subjective and hardly clearcut -- such as the questions of relative citizen accessibility versus governmental size and efficiency, or whether neighborhood school associations are more important than economic ties. When community factors and associations are not concurrent as in some areas of the county, they must be weighed against the prevailing attitudes of the residents and against projected developments. In many areas of the county, incremental growth patterns affected by defensive zoning, or at least by the absence of comprehensive community and neighborhood planning goals, have often failed to provide for a full complement of community or neighborhood type facilities or land uses. In such instances, decisions will have to be made concerning the most important citizen oriented considerations and the potential future development of central neighborhood and community influences.

As part of the GRIP lower tier studies, the research staff has conducted a careful survey of the important factors related to community

1970 CENSUS TRACTS

Monroe County, N.Y.

Monroe County Planning Council



MAP 2
Work Sheet

Lower Tier Communities

1970 Population

fire protection, parking and traffic control, arterial streets maintenance, etc.) which are of primary concern to the businesses and non-resident population representing the broader areawide uses of the CBD. Resident population, however, would retain a direct voice through their own council on matters relating to services directly affecting such resident population. Tax resources of the central business district would also be regarded as areawide in their application, utilizing the valuation for equalization of tax burdens in other lower tier communities as well as for support of services rendered within the special central district area. This special approach towards the CBD is analogous to that given by the Greater London Reorganization of 1965 to the central historic City of London which also contains approximately 4,000 people within its one square mile of area.

3. Population Size:

A system of general-purpose "model" town governments should be established throughout the county having populations of no less than 20,000 nor more than 40,000 (preferable between 25,000 and 35,000).

POPULATION AND LOWER TIER GOALS

The 20,000 to 40,000 community population element of the proposed lower-tier model is intended to be consistent with several goals and related objectives which have been adopted by the lower tier task force. Specifically, these goals include: (a) establishment of jurisdictional boundaries that relate to natural communities; (b) maximizing responsible citizen participation; and (c) maximizing efficiency and effectiveness of the planning, management, and delivery of lower-tier responsibilities (as recommended in Phase I of this project).

REORGANIZATION MODELS

A review of recent reorganization models did not lend much assistance in identifying the most appropriate size of a community. In most instances, the emphasis of reorganizations was to increase the role of the areawide unit in service delivery and little attention was placed on the question of reshaping the existing local (lower tier) units. The end result of these models has been local jurisdictions with populations ranging from 5,000 to 400,000. It should be noted, however, that local roles are also not consistent among the reorganization models.

A report having relevance to lower tier population levels was written by Howard H. Hallman, entitled Government by Neighbors. This report summarized population requirements that may be linked to levels of service. The population ranges are listed as 10,000 and 25,000, and are based on surveys of practices and standards. Services include: police, fire, streets and highways, refuse collection, culture and recreation, library and housing.

NATURAL COMMUNITIES

Finally in attempting to identify natural communities, consideration has been given to: physical barriers (man-made and natural); primary association; historical ties, political, and jurisdictional; transportation links and common service needs. Using these criteria, the populations of the identified communities generally ranged from 20,000 to 39,000 based on the 1970 census data. Within the proposed 20,000 to 40,000 population range, it is possible to accomodate the differentials in rural and urban densities.

4. Service Delivery:

Each lower tier unit should contain the following elements to assure the effective and efficient delivery of governmental services under its jurisdictions:

- Authority for administering a full mix of lower tier services.
- Provision for full-time executive and professional management.
- Sufficient revenues to provide the required services.
- Free choice and flexibility in the manner of delivering services, i.e., directly, jointly or through contract.
- Appropriately designated service districts to provide the variety and levels of services required within each jurisdiction.

It is important to keep in mind when designing the lower tier system that many of the services assigned to it are either of an optional nature and the degree or intensity of each service, if desired at all, must be adjusted to meet the specific needs and conditions of neighborhoods or areas within the lower tier jurisdiction. There is a wide range of service requirements, for example, between rural and high density urban areas -- or between storefront properties and industrial or commercial neighborhoods. Some need highly specialized protective, regulatory or housekeeping type services; some need intensive street and sanitation services, including sidewalks, street cleaning, street lighting, collection services, water supply, sewers, drainage, etc.; some need organized recreation programs and facilities; others in rural areas need none or very little of these services -- or may provide some of them more efficiently by private installations, private contract, or through voluntary associations. This is unlike the bulk of upper tier services, which are of an areawide responsibility and which must be provided, or at least accessible, to all eligible residents.

In order to meet this wide variety of demand and need for service, the design of the lower tier system must provide great flexibility both in the possible manner of delivery and in the locus, choice, and taxing or charging arrangement for such services. A further complication to delivery design and delivery capability of the lower tier system is the probable wide range of administrative capabilities and other resources, (facilities, etc.) that will initially be available within the new lower tier units.

Not only to meet the variety of need, therefore, but to best utilize available strengths and resources, it is recommended that each unit be encouraged to utilize the most appropriate and effective means available for

delivering services. In the first instance, instead of direct administration by the lower tier units, this could mean: (1) contracting for service delivery through the county (as in the Los Angeles Lakewood Plan), (2) joining with one or more lower tier units in the formation of a joint or federated service district, (3) use of an urban services district to be administered by the county (as in Nashville and Jacksonville Metropolitan areas), (4) creation of special service districts (as the police and fire districts in Indianapolis Unigov provided by the old city police and fire departments and administered by the Consolidated City-County Council and Mayor), or (5) the use of private contracts for certain services such as collection of refuse or fire suppression (as in Scottsdale, Arizona).

Although these alternatives may appear to be complicating the "two tier" concept of government, it is most important to keep in mind that with the exception of number (3) (the urban services district under the consolidated city-county plan of Nashville/Davidson County or Jacksonville/Duval County), the lower tier units would maintain full authority for determining the level and type of service rendered within their jurisdictions, as well as the amount of tax charges levied for such purposes. There is also the strong possibility that the "Urban Services" or "Special Services" district concept -- either administered through the county or through a federated district of lower tier units made up of the city area and beyond -- would be most useful in retaining the advantages and legal status of the present city and at the same time overcoming its disadvantages.

SPECIAL DISTRICTS

As previously indicated, the lower tier units in many instances would still have to maintain differential levels of services for urban areas or

special neighborhoods within the lower tier jurisdiction. Although administered or contracted for by the lower tier unit the services would be limited to village type and special assessment services. It is hoped that not only would such areas petition the lower tier government for the provision of desired services but that they would maintain a say as to the quality, level, or amount of such services through neighborhood councils as suggested in the following section dealing with citizen participation elements.

5. Citizen Participation:

NEIGHBORHOOD COUNCIL DISTRICTS

In addition to districting for representation purposes (which is currently a power granted to towns), provision should be made that will allow towns to establish neighborhood council districts and related councils that can function in decision-making with the town council on matters relating to neighborhood services, service levels, and issues. At a minimum, liberal application should be made of the power granted to suburban towns relating to the appointment of citizen advisory boards.

Formation

Neighborhood council districts would, most appropriately, be formed by local initiative. Residents within those neighborhoods or special districts desiring such a council, could file a petition with the lower-tier government for legislative action. The size of the neighborhood council district would be variable, depending on preestablished neighborhood associations, population density, and service requirements of a particular area. District boundaries would logically, not necessarily, be coterminous with the lower-tier district representation boundaries. Neighborhood

councils would probably initially be formed within neighborhood association areas, villages, and composite special districts. Council representatives would be chosen by neighborhood residents in non-partisan elections.

Powers/Duties

The neighborhood council would function as a policy-making and advisory body to the lower-tier government regarding neighborhood services and concerns. However, the council does not constitute a third tier of government. Responsibility for planning, financing, and delivery of services remains with the lower-tier government. Some of the powers and duties that might logically be assigned to the council include:

1. Review and comment on matters affecting physical improvements and public services within a neighborhood, including amendments to the lower tier's comprehensive development plan, capital projects proposed for inclusion within the capital program, zoning changes, increases or decreases in monies in the lower tier's operating budget for services such as recreation, proposed changes in the quality or quantity of public services. Opportunities for review and comment should be built into the general planning, financial, and legislative procedures of the lower-tier so that adequate time and attention can be given both by a community council to matters referred and by the lower-tier legislature and other agencies to any neighborhood council comments coming from a review;
2. Work with the lower-tier government in determining the contents of any neighborhood plan component of the lower-tier comprehensive development within guidelines established by the lower-tier component of such plan;
3. Passing of resolutions and holding public hearings on matters within its jurisdiction;
4. Nomination/appointment of neighborhood representatives to lower-tier citizen advisory boards/commissions.

Goal-Orientation

The creation of neighborhood councils would maximize attainment of the lower-tier citizen participation goals by the following:

1. Council would serve as an on-going policy formulation body at the special district and village levels to determine the extent of special or urban services required. This would

ensure flexibility and variability in service levels (quality, quantity, mode) dependent on neighborhood needs and requests;

2. Council would serve as a structure for soliciting citizen input and improving communication between the neighborhood residents and the lower-tier government on matters of neighborhood concern;
3. Council would serve as a mechanism for improving lower-tier representation of neighborhood concerns in shared planning responsibilities with the upper tier;
4. Council would serve as a viable structure for developing neighborhood leaders knowledgeable of the governmental system and representative of neighborhood concerns.

The concept of a community or neighborhood council has gained widespread recognition and acceptance in a number of metropolitan areas including Indianapolis, Boston, Winnipeg (Manitoba), Minneapolis, Salt Lake City, and New York City.

A representative legislative body and provision for neighborhood councils are the elements of the proposed "ideal" model specifically dealing with citizen participation. However, it should be stressed that all elements of the "ideal" model maximize citizen access and control over local and shared service responsibility by providing for general-purpose government with:

1. Revenue-raising authority;
2. Flexibility in local legislative and administrative structure and organization;
3. Flexibility in service delivery (mode, quality, quantity);
4. Lowest possible population representative ratio (recognizing constraints set by efficiency/effectiveness objective);
5. Detailed guidelines for establishing the legal relationships between the local and areawide units relevant to shared responsibilities ;
6. Geographic boundaries sensitive to natural communities (existing and potential).

SUMMARY IMPACT OF MODEL I (ideal)

Moving from the existing lower tier structure of government in Monroe County to the proposed model would require substantial revision of both structure and jurisdiction. First of all, the city would be divided into several communities, each with its own separate governmental structure and legislature. Town boundaries in the county would also be revised to coincide with natural community boundaries. Each community government would administer its assigned municipal services either directly, jointly, or through contract. Each would be responsible for participating in shared service responsibilities with the county and it could also serve as the administrative agent for rendering decentralized county services. Former village areas and urban neighborhoods as well as other special neighborhoods would be designated as special services districts with services provided by the lower tier units as requested by neighborhood district councils.

Lower tier units in the city as well as adjoining urban areas of the towns could join together in a variety of optional district combinations to receive centrally administered urban services. They could, for example, upon petition or determination of their councils, create special service districts as in the Indianapolis Unigov system, or a county urban services district as in Nashville, or they could conceivably join together as a federated, multiple urban services district administering special city-type services and maintaining some of the advantages and qualifications of a city government without the disadvantages of its limited jurisdiction and resources.

Transition to a new structure of local government is neither simple nor without substantial dislocation and complications. Numerous legal, social, and political adjustments would be required. Financial implications

of new responsibilities need to be worked out and certain problems of state and federal aid entitlements need to be resolved. And the effects of the governmental changes on other public jurisdictions, especially school districts, need study and resolution.

Legal considerations have been discussed under the previous section on structure and authority. One main condition in developing the proposed model was that it could largely be accomplished under Municipal Home Rule powers found within the general constitutional and legal framework of New York State government, recognizing, however, that some changes would require special legislative action. Revision or dissolution of city and village charters with the attendant requirements of referenda would represent a major obstacle probably requiring special treatment from the state legislature. Boundary revisions of towns and city jurisdictions would also necessitate state legislation. As previously state all of these areas will be pursued in the final implementation stage when the proposed structure is more clearly established.

Political and social considerations involve much more subjective issues on which there are undoubtedly as many differences as there are points of view and alignments of citizen interests. For example, will the new community structure reduce the standing differences between city and town residents? Will parochialism and special interest associations be practiced through the newly granted authority given to communities within the city? Will the definition of natural communities within the city create heightened social discrimination and containment? Will separation from former community status names be resisted by those in realigned neighborhoods? Will the political power of minority groups

be increased by more access to control of their communities or be decreased by the elimination or reduction of city functions and responsibilities and the dilution of their relative strength in the larger county jurisdictions?

There are obviously no clearcut answers, but in fairness to the stated objectives and elements of the lower tier model, there are certain positive developments which should take place:

1. Issues and services of primary neighborhood concern will be placed at a level which are not only more accessible and responsive to neighborhood or minority groups but which in effect will be under the direct control of majorities of such residents.
2. Alignments of community concerns will be more flexible than the present city/town confrontations. It will become advantageous in some instances for all urban communities (city and town) to join or work together on common issues. Other alignments may be on sectional or regional grounds, or more likely resulting in shifting majorities on different issues representing in each case the pertinent interests and social, economic or psychological makeup of the residents.
3. Under the proposed allocation of responsibilities, issues which are areawide in their impact or need (such as those relating to housing, health, or welfare) will generally be resolved at the upper tier level by areawide majorities -- not simply subject to defensive actions of parochial jurisdictions. Segregation and discrimination practices will be more difficult to support under areawide scrutiny and policy determination.
4. The focus and voice of neighborhood concerns will be expressed more easily and more clearly through smaller, and more representative lower tier councils.
5. Direct political participation will be able to be practiced by larger numbers of citizens through smaller communities and through neighborhood councils creating more involvement and a stepping stone of experience to higher levels of government.
6. Responsibility (and accountability) of jurisdictions will be more clearly defined to the political participants.

Model 2 (practical)

1. Authority and Structure:

Each lower tier unit (city, towns, and villages) should possess the necessary legal authority and structure to render assigned lower tier responsibilities.

Legal Authority

HOME RULE

As general-purpose local governments, lower tier units are provided with home rule and local law powers under the Municipal Home Rule Law. In addition, the several forms of municipalities existing in Monroe County may also draw from the powers prescribed in applicable city, town, and village laws. Due to the current population size variations among the nineteen towns and ten villages, the powers and flexibility in structure among the lower tier units in this model will differ substantially. For example, under town law, the more populated jurisdictions are given greater degrees of home rule than the less populated areas. Eligibility requirements for legal options relating to certain aspects of home rule and organizational structure vary: some beginning at the 10,000 population levels; others at the 25,000 level; and still others based on percent of population growth. Needless to say, all lower tier units under this model would not possess equal powers and authority to accomplish similar responsibilities.

SUBURBAN TOWN LAW ADOPTION

The Suburban Town Law could provide the town lower tier units with specific powers, rights, and authority to carry out the service responsibilities recommended in Phase I reports. The major advantages of the Suburban Town Law have been discussed previously under the "ideal" model.

Unfortunately, many Monroe County towns cannot meet the population eligibility or growth requirements of the Suburban Town Law. Several towns in the county have experienced the required levels of growth over a ten-year period, but the law must be amended to include the ten years between 1960 and 1970 before this growth will satisfy the Suburban Town Law requirement. Even then, however, there will be several towns which will not be eligible for suburban town status, leaving them with lesser home rule powers and flexibility in the performance of lower tier responsibilities.

AUTHORITY FOR COOPERATIVE SERVICE DELIVERY AGREEMENT

Under the General Municipal Law (complemented by the Municipal Home Rule Law), the lower tier units would have authority to enter into agreements with other lower tier units, the upper tier, and/or private sector to provide services on an individual, cooperative, joint, or contractual basis. These practices must be encouraged wherever they prove to enhance the efficient and effective delivery of public services.

AUTHORITY FOR SHARED RESPONSIBILITIES WITH UPPER TIER

Through the Monroe County Charter and Administrative Code, the lower tier units will obtain additional rights and authority necessary to carry out the recommended shared responsibilities (see shared responsibilities matrix).

Structure

LEGISLATIVE BODIES

Representation will vary within the several forms of lower tier units:

- City: The number of councilmanic districts in the city will be increased from four to at least eight with the possibility of three at-large representatives;

- Town: Each town legislature will include four to six councilmen and a supervisor elected either at-large or by district as deemed desirable under home rule authority;
- Village: Each village will maintain four trustees and a mayor as its legislative bodies.

EXECUTIVE

The executive structure will vary both between and within the several forms of lower tier units:

- City: The city will maintain the city manager form provided for in the current city charter;
- Town: Each eligible town (population of 10,000 or more) may choose one of two options for their chief executive: elected supervisor as executive or an appointed manager. The town manager option was recently granted to town government as of June, 1972, and has a minimum population requirement of 10,000. The chief executive would have sufficient administrative authority, including:
 1. Appointment of a director of finance;
 2. Removal authority over department heads subject to town board confirmation;
 3. Preparation of the proposed budget and capital program;
 4. Authority to report and recommend to the town board;
 5. Direction of internal administrative organization;
 6. Authority to approve the transfer of personnel among town departments or other agencies.

The structure of the town could be similar to that proposed for the model community on page 13-a above. However, the number of towns which would have populations less than 10,000 would be limited to the elected supervisor as executive and also must follow structural guidelines as set forth in the Town Law for Towns of the second and third class.

- Village: The elected mayor would continue to be the chief executive for villages with the option to transfer powers to an appointed clerk/treasurer.

2. Community Identification:

Due to the constraint in the development of Model 2 which requires that no change be made to existing jurisdictional boundaries, the factor of community identification in model design was seriously compromised. To the extent possible, each community should encompass residents with common and interrelated needs, concerns, and associations. However, due to the constraint outlined above, the important community considerations (e.g., physical dividers, primary associations, transportation/communication links, and common service districts) are virtually impossible to implement for lower tier jurisdictional purposes. Map 3 is presented for comparing the "natural" communities identified in maps 1 and 2 above -- a marked contrast should be observed.

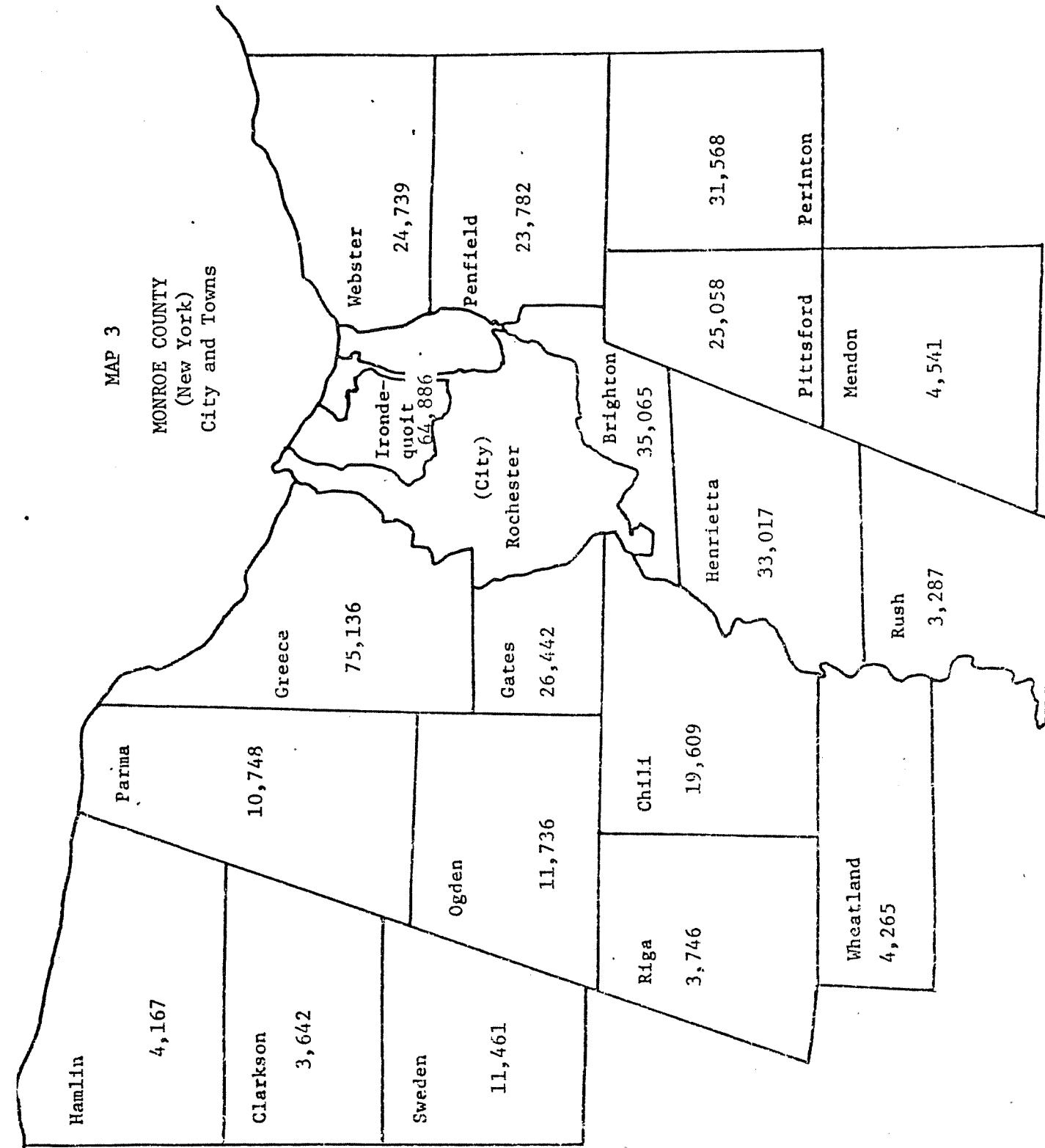
The citizen participation does offer limited opportunity to employ the findings of research related to community identification. When establishing community council districts within the city, serious consideration should be given to the several "natural" communities identified on map 1. The reader is also referred to the appendices, which provide a detailed discussion of methodology used to identify "natural" communities in Monroe County.

3. Population Size:

The population size of lower tier units will vary from 3,000 to 295,000 in this practical model. The optimal population range of 20,000 to 40,000 presented in Model 1 will be applicable to eight of the 30 lower tier units in Model 2. The inevitable result will be continued variations in service levels among the lower tier units and less potential for uniformly high quality in management and planning of lower tier unit services and responsibilities.

MAP 3

MONROE COUNTY
(New York)
City and Towns



4. Service Delivery:

These elements should be provided for in Model 2 to assure the effective and efficient delivery of governmental services under its jurisdiction:

- Authority for administering a full mix of lower tier services;
- Provision for full-time executive and professional management;
- Sufficient revenues to provide the required services;
- Free choice and flexibility in the manner of delivering services, i.e., directly, jointly, or through contract;
- Appropriately designated service districts to provide the variety and levels of services required within each jurisdiction.

The capability of local government to provide effective and efficient services results from a mix of characteristics (or elements) relating to legal authority, structure, service mix, professional management, and flexibility in the delivery system. Those elements relating to authority, structure, and adequacy of size have been discussed previously in Model 2 and the model's strengths and weaknesses have been discussed where appropriate. There is no question that all of these objectives cannot be met equally by the existing 30 local units in Monroe County. Those approaching the "ideal" size and those without the duplication of service administration caused by overlapping jurisdictions will be the most successful in meeting these goals.

It is important to keep in mind when designing the lower tier system that many of the services assigned to it are of an optional nature and the degree of intensity of each service, if desired at all, must be adjusted to meet the specific needs and conditions of neighborhoods or

areas within the lower tier jurisdiction. There is a wide range of service requirements, for example, between rural and high density urban areas -- or between storefront properties and industrial or commercial neighborhoods. Some need highly specialized protective, regulatory or housekeeping-type services; some need intensive street and sanitation services, including sidewalks, street cleaning, street lighting, collection services, water supply, sewers, drainage, etc.; some need organized recreation programs and facilities; others in rural areas need none or very few of these services -- or may provide some of them more efficiently by private installations, private contract, or through voluntary associations. This is unlike the bulk of the upper tier services which are of an areawide responsibility and which must be provided, or at least accessible, to all eligible residents.

In order to meet this wide variety of demand and need for service, the design of the lower tier system must provide great flexibility both in the possible manner of delivery and in the locus, choice, and taxing or charging arrangement for such services.

Not only to meet the variety of need, therefore, but to best utilize available strengths and resources, it is recommended that each unit be encouraged to utilize the most appropriate and effective means available for delivering services. In the first instance, instead of direct administration by the lower tier units, this could mean: (1) contracting for service delivery through the county (as in the Los Angeles Lakewood Plan; (2) joining with one or more lower tier units in the formation of a joint or federated service district; (3) creation of special service districts (as the police and fire districts in Indianapolis Unigov provided

by the old city police and fire departments and administered by the consolidated city-county council and mayor); or (4) the use of private contracts for certain services such as collection of refuse or fire suppression (as in Scottsdale, Arizona.)

SPECIAL DISTRICTS

As previously indicated, the lower tier units in many instances would still have to maintain differential levels of services for urban areas or special neighborhoods within the lower tier jurisdiction. Although administered or contracted for by the lower tier unit, the services would be limited to village-type and special assessment services.

5. Citizen Participation:

COMMUNITY COUNCIL DISTRICTS

In addition to districting for representation purposes (at least eight councilmanic districts within the city and up to six within towns), provision should be made that will allow for the establishment of community council districts within the city and large towns. Consideration should be given to the advantages and disadvantages of maintaining these community districts coterminous with city and town council representation districts. These community districts could be officially created by unilateral action of a lower tier unit or by local initiative subject to the approval of the affected lower tier unit. Community Council Districts would be created based on "natural" communities of at least 20,000 population, to provide citizen input into lower tier governmental unit operations.

NEIGHBORHOOD COUNCIL DISTRICTS

In the smaller towns, neighborhood council districts could be created. These districts would encompass natural neighborhoods of 3,000 population or more.

They would serve as channels for two way communications between the neighborhood and the town government regarding special needs and the concerns of the neighborhood. Also, formal neighborhood council districts could be established to advise community councils on matters relating specifically to a neighborhood.

It should be understood that the community council and neighborhood council districts would be primarily advisory mechanisms under the adapted lower tier Model 2 (practical). The community council district would not initially be administrative, in part because of the danger of superimposing still another layer of government. Rather, as the community council districts become established, and based on the experience with the districts, participation by the community council districts in the decentralization of services could occur as a gradual change toward the lower tier model 1 (ideal). Existing voluntary neighborhood associations would form a base from which community council and neighborhood council districts could be drawn.

Conclusions

This section reviews GRIP Panel recommendations for the design of the lower tier. Recommendations are based on Panel conclusions at the October, 1974 seminar (end of the second phase).

The Lower Tier Task Force had been charged to design a model unit of general purpose local government capable of performing the functions assigned to the lower tier during Phase I of the GRIP study. This model would then serve as the basis for the lower tier in the overall system of government in Monroe County.

The model designed by the task force and described in its report to the Full Panel was organized and structured similarly to the current town type of government in New York State with substantial powers of self government, but with a recommended population ranging from 20,000 to 40,000. Implicit in this model was the abolition of existing political jurisdictions, and the drawing of new boundaries consistent with the population size recommended in the model.

In considering the task force's model lower-tier unit, the full GRIP membership had no arguments with the organization or structure of the recommended town-type government. Opinion was strongly divided, however, on the recommended size and composition of their populations. As the model suggests, the lower-tier governments were based upon natural groupings of populations separated from one another usually by physical barriers such as rivers or expressways and united into communities economically, socially, historically, through transportation and communication links, and in other less tangible ways that contribute to a sense of neighborhood. A number of GRIP members felt that town populations should be heterogeneous, rather than homogeneous, as would be the case if the neighborhood-oriented model were adopted.

Creating relatively small, homogeneous towns, these panelists felt, would produce some jurisdictions having entirely low-income or minority populations. This in turn might lead to further containment and isolation of these groups from the larger community for social, economic or political reasons.

Predictably, the recommendation to dissolve existing jurisdictional boundaries of the towns and particularly the City of Rochester created

considerable discussion and disagreement based on questions of practicality, desirability and acceptability. A related issue was whether boundaries of the local governmental units, if redrawn, should be coterminous with County legislative district lines. In this discussion it was pointed out that the one-man, one-vote court decisions would probably require periodic re-drawing of the joint town/district boundaries to accommodate population shifts. The value of separating purely local political matters from county-wide legislative issues was also pointed out.

DEFEAT OF MODEL I (ideal)

The Panel voted to reject the lower tier government model recommended by the task force which would have required the abolition of existing municipal boundaries and substituted community governments with newly drawn boundaries. Several important issues that would not be resolved led to the defeat of the original model as proposed by the Lower Tier Task Force.

OPPONENTS of Model I argued that:

- Too many financial questions remained unanswered, such as how much and by what means the local governmental units could support themselves; the impact of governmental reorganization on the taxpayer; and the effect of reorganization of this nature on State and Federal Aid.
- A way of preventing containment and isolation of individual jurisdictions, particularly those populations of primarily low-income, would have to be found before the proposed model could be supported.
- The legal status of the City School District would be jeopardized if City boundaries were eliminated and a series of towns created instead.

- The model was utopian, and therefore politically unrealistic.

SUPPORTERS of Model I pointed out that:

- Many of the unanswered fiscal questions are capable of being addressed before or during implementation of Model I.

(Note: The Lower Tier Task Force, in conjunction with the Taxation Task Force was unable to secure specific fiscal research information on Model I (ideal) during GRIP's third phase.).

- The model fits closely to the yardsticks originally identified by GRIP's basic measures of good government: equality in financing and receiving governmental services; efficient performance of functional responsibilities assigned to the lower tier; and improved citizen access to and control of government services. The question of economy, which is remaining standard of measure for the model government, is the only one that cannot be tested because of lack of data.
- The questions of State and Federal aid, and the impact of reorganization on the City School District, would be resolved by seeking changes in State and Federal legislation before final implementation of the proposed model government.
- The strong upper-tier governmental unit would protect low-income or minority groups from being isolated or confined unwillingly within their communities, by assuring residents of free mobility throughout the county at the same time, residents of all communities would hold greater control over locally-delivered government services, because of the design of the lower-tier units, and the systematized sharing of power and revenue between upper and lower tiers.

- The model as proposed is a realistic and practical one whose merits should be decided by the citizens of the County, rather than by politicians or others with vested interests.
- The proposed model provides a sensible alternative to piecemeal efforts of government to deal with such important problems as the City of Rochester's financial plight.

In the end, the model proposed by the Lower Tier Task Force lost by a vote of 15 to 9.

ADOPTION OF MODEL 2 (practical)

By adopting Model 2 (by a vote of 13 to 8), the Panel recommends that the lower tier in the GRIP model, two tier government would be comprised of the existing political jurisdictions within the County. These jurisdictions would be responsible for those functions and subfunctions assigned to the lower tier in the first phase. Model 2, described in detail previously under "Citizen Participation", specifies creation of community council districts, around cohesive community units of 20,000 to 40,000 population, and neighborhood council districts, encompassing "natural neighborhoods" (of 3,000 population or more) These council districts would serve as advisory mechanisms to local government. The adopted lower tier model also calls for the creation of more villages in the towns where concentrations of people appear to form natural cohesive communities.

TAXATION/FINANCE

Background

The intended ultimate results of the research efforts aimed at the design of a fiscal framework for a two-tier system of local government are the attainment of greater equity in the financing of local government services, and the reduction of net local costs of such services.

The interim report of the Taxation/Finance Task Force contained extensive documentation and analysis of present fiscal inequities prevailing in the Monroe County area as well as an outline of several approaches which would alleviate or eliminate these inequities. With the exception of the recommendations for uniform and countywide real property assessment and for increased state and federal participation in the financing of public education and social services, none of the suggested possible remedies received majority endorsement by the task force membership. The prevailing views were that actual experience with reorganized government was needed before practical solutions to fiscal inequities could reasonably be given.

Nevertheless, the very nature of a two-tier form of government guarantees a higher degree of equity than exists presently by: (1) increasing the functional and financial responsibilities of the upper tier which spreads its taxes on a countywide basis; and (2) leaving only those services with the lower tier over which it has discretion regarding service levels and costs. The equity of financing lower tier services could be further enhanced, however, by changing from the current jurisdictional realignment to one which would exhibit a lesser degree of variation among the tax bases of the lower tier components.

The second major financial purpose of altering the present structure of local government is to reduce the local costs of governmental services. Time and resources did not permit the analysis of cost differentials associated with various hypothetical configurations of functional and jurisdictional arrangements. Previous studies have shown that the amalgamation of smaller governments and the consolidation of certain functions could yield significant cost reductions. Conversely, the potential disaggregation of the city of Rochester into smaller communities would, by necessity, increase the costs of governmental administration and general control. In the final analysis, however, governmental costs will be determined largely by the quantity and quality of services demanded and by the management capability of the jurisdictions rendering the services.

Of crucial importance to the saleability of any plan calling for significant changes in the local governmental structure and functional allocation is the determination of the fiscal impacts of such changes. In order to motivate present jurisdictions and the voters to look favorably upon a new plan for local government, they must be informed in reasonably certain terms of its financial implications and of the reasons for these implications. Ideally, of course, one would like to be able to prove that everybody's taxes would decline. The success of such an undertaking would have to depend on the attainment of significant economies and/or the tapping of new lodes of state and federal aid as results of proposed functional and jurisdictional shifts. No tangible evidence, however, exists

that might nurture expectations to this end. Any economies of scale to be realized from the centralization of certain functions will in all likelihood be offset by additional costs of decentralizing the delivery of other services. Quirks in state and federal aid formulas that tend to favor one set of jurisdictions over another, on balance, are likely to cancel each other out. Even if the net effects of economies versus diseconomies and of aid gains versus aid losses should be positive, indications are that such net gains would not be sufficiently large to promise everyone a tax reduction. Realistically, then, the best results which might be expected from a fiscal analysis of functional and jurisdictional changes are that gross costs will not rise at all --, or, if they rise, there will be compensating non-monetary benefits such as increased citizens access to government -- and that the redistributive tax effects, if substantial, conform to a reasonably logical pattern of equity considerations.

Specific Goals

In view of the uncertainty of the ultimate decision by the GRIP panel on the configuration of the lower tier jurisdictions, the Finance Task Force, whose deliberations ran concurrently with those of the lower and upper tier task forces, narrowed its goals to: (1) the attainment of a data base that could prove helpful in the design of the lower tier configuration and from which expenditure and tax impact measures could be developed following the adoption of a lower tier plan; (2) the testing of potential equalization approaches; and (3) the delineation of critical fiscal issues, particularly in regard to state and federal aid implications, which must be resolved as consequences of various alternative restructuring services.

Specifically, the task force's investigations endeavored to obtain answers to the following questions:

1. What are the present patterns of lower tier expenditures and tax burdens in the city and the towns?
2. Do these patterns offer guidelines for the restructuring of lower tier jurisdictions?
3. What is the net tax effect on present local jurisdictions of the upward shift of certain functions?
4. Do these tax patterns demonstrate a need for the equalization of tax burdens?
5. What are possible schemes to effect such equalization?
6. What are the remaining research tasks, once a decision on the lower tier configuration has been reached?

Financial Implications of Shifting Functions from Lower to Upper Tier

In addressing the questions set forth by the Taxation Task Force, a cost analysis of recommended lower tier functions was undertaken. The end products of the analysis were the calculation of the amount to be raised by local property taxes for recommended lower tier functions, and the determination of the amount of local taxes to be shifted to the upper tier as a result of the upward shift of certain functions. The cost analysis as presented in the following text was developed in a sequential manner, where: (1) the gross per unit costs of the lower tier functions were determined for each jurisdiction, (2) applicable state and federal and reimbursements from other governments were deducted from gross costs to

determine the net local cost burdens, and (3) local revenues were deducted from the net local burdens to derive the local property tax burdens.

In an attempt to distinguish per unit cost patterns, the towns were divided into urban, suburban, and rural groupings on the basis of population, aggregate expenditures, land use, and several other factors. Within these groupings the towns with and without villages were also separated. The cost analysis for towns with villages pertains to only that part of the town which is outside the village area (i.e., the per unit cost represents the sum of the townwide unit costs and the part-town unit costs).

In view of widely varying local budget practices the utmost care was taken in the preparation of the cost analysis to ensure comparability among jurisdictions. A high degree of comparability was achieved for town data. Comparisons between the towns and the city, however, continue to be subject to a number of limitations, particularly, in regard to special district services. Because of the highly localized basis on which special district services are performed, the costs of most such services are not shown in the town tabulation. Specifically, the costs of lighting districts, refuse and garbage districts, part districts, sidewalk districts, and snow removal districts were not included in the functional cost matrix of the towns, whereas the cost of these services was included in the tabulations of the city of Rochester. The only special districts which were included in the analysis were fire districts, since all areas of the towns are provided with fire protection. The analysis does, however, note the tax rate equivalents of town special district services excluded from the tabulations.

Services were assigned to the functional categories as recommended by the interim reports of the respective task forces. The functional category of "general governmental support" includes general legislative and administrative expenditures, debt service, and employee benefits attributable to functions assigned to the lower tier. Debt service and employee benefits attributable to highway category.¹ The "miscellaneous" category includes minor expenditures such as those for drainage and cemetaries, which could not be assigned to any of the other functional categories. (A detailed listing of the budget items included in the functional categories for the towns and city can be found in Appendix 25.)

Because of the limitations of per capita cost comparisons, due primarily to the fact that different municipalities have different proportions of non-residential properties, the task force focused its attention on the analysis of full value costs. Although both measures are included on some of the following tables, the text will confine itself to the examination of the valuation measure.

Gross Expenditures

Tables I and II depict the per unit gross cost of recommended lower tier services and responsibilities. It can be seen that the towns range from a low of \$2.42 per \$1,000 of full value in the town of Sweden to a high of \$6.79 in the town of Brighton. Unit costs including highways ranged from \$5.82 in the town of Henrietta to \$14.78 in the town of Wheatland and \$34.00 in the city of Rochester. Overall, the present unit

1

Town budgets provide for separate highway funds, including debt service and fringes. The highway figures shown also include the salary of the highway superintendents and highway garage expenses, items financed through the town general fund. Corresponding adjustments were made for the city of Rochester.

2

A more meaningful comparison of highway expenditures is offered by cost per mile ratios. Table II shows this comparison

cost of lower tier services provided in suburban towns is generally lower than the unit cost of lower tier services provided in urban or rural towns.

Substantial differences exist between the cost levels of city and towns. The total cost of lower tier functions in the city (\$34.00 per \$1,000 full value) is approximately five to six times that of the urban towns. The higher cost of services in the city may be attributable to a number of factors, including the exclusion of town special districts, the exclusion of the cost of services rendered by the private sector in the towns, different service levels, different salary and benefit levels, and diseconomies of scale. The difference due to the exclusion of town special districts is relatively small since the only common special district service excluded was lighting. The average cost of lighting in town special districts was less than \$.50 per \$1,000 full value. The difference due to the exclusion of the cost of services provided by the private sector is also relatively small. The most common service in this category is refuse and garbage collection in the towns. If the special refuse and garbage districts of the town of Brighton are used for comparative purposes, the average cost of this service could be expected to be in the neighborhood of \$1.30 per \$1,000 full value for town residents that have private collection.

A number of major cost variations also exist within the functional categories. Among the towns the major variations are found in public safety, fire protection, and highways. This is due to the existence of a number of local police forces, to the fact that a number of towns have paid rather than volunteer fire departments, and to the relatively small rural tax base in relation to a fixed network of roads. The major differences between the

city and towns are found in fire protection, public safety, and general support. The substantial difference in general support is attributable to the magnitude of debt service and employee benefits in the city.

Net Local Burden

The results of Tables III and IV show generally the same patterns as the preceding tables. After the receipt of state and federal aid and reimbursements from other governments (primarily from villages within the towns) the net local unit cost burden of lower tier services, excluding highway, ranges from \$.42 to \$5.44 per \$1,000 of full valuation in the ¹ towns and to \$22.33 in the city.

Overall, state and federal aid represent from 25% to 50% of the towns' budgets. Federal aid is approximately 50% of the amount of state aid in the towns. (This ratio is relatively uniform since the majority of state aid is per capita aid and the majority of towns receive the minimum federal revenue sharing allotment, which is also allocated on a per capita basis.)

State and federal aid represent only 20% of the city's gross expenditures, with federal aid amounting to approximately 35% of state aid.

Lower Tier Property Tax Rates (Tables V, VI)

The lower tier units rely on numerous non-property tax revenues, including fees, licenses, permits, interest on earnings, etc. The sum of these local revenues normally represents less than ten percent of gross expenditures in the towns and approximately 15 percent in the city (if sales tax is excluded).

1

Federal aid, in the form of general revenue sharing was not uniformly budgeted for in 1973; therefore, the actual 4th entitlement period allocations were used in the analysis to determine the net local cost burden.

Overall, after local current revenues are deducted, the net local unit cost burden is reduced to a range of \$.24 to \$4.92 per \$1,000 of full value in the towns and \$12.61 in the city. If sales tax revenues were used as direct credits against the city residents' county tax bill, the city net burden after revenues would skyrocket to \$18.24.¹

The final property tax rate is determined by deducting prior years surpluses and reserves. The impact of these surpluses and reserves, with magnitudes varying greatly among the different jurisdictions, makes comparisons between the resulting figures less meaningful.

Table VI shows a comparison of current and proposed tax rates for the city and towns. The only differences between the two sets of rates occur in towns with villages where, contrary to current practice, all highway taxes are assumed to be paid by the tax base located outside the villages. Again, city tax rates are a multiple of even the highest cost town highway tax rates. The abnormally low highway tax rates in some of the towns are explained by the application of substantial surpluses of prior years.

Tax Burden Shifted to the
Upper Tier

The present town and city tax rates and the proposed lower tier tax rates are compared in Table VII. Because of a variance in the treatment of federal revenue sharing receipts in the calculations of the present and proposed tax rates, the absolute differences between the two sets of tax rates had to be adjusted. Specifically, since most towns failed to budget for federal revenue sharing, actual revenue sharing

1.

Town taxpayers receive their sales tax shares as credits against the county tax, the city and villages receive their sales tax shares in cash as revenues for their respective municipal operations.

figures were used to derive the hypothetical proposed tax rates. To ensure comparability among the jurisdictions the same adjustment was also made where revenue sharing estimates appeared in the budgets. As a result, the proposed tax rates lack comparability with actual tax rates to the extent of the differences between budgeting and actual revenue sharing receipts. For example, the city of Rochester overestimated its revenue sharing receipts. Had the city estimated its allocation precisely, as was the case in the computation of the proposed rates, its actual tax rate would have been \$18.10 rather than \$17.93, an increase of \$.17. Accordingly, the actual tax rate drop between present and proposed rates would be \$2.26 or \$.17 more than the absolute difference shown between its actual and proposed tax rate.

On the average, the difference between the adjusted present and proposed rates is approximately \$.80 per \$1,000 full value for the towns and \$2.26 for the city. The proposed tax rates for all jurisdictions are generally between 10% to 20% less than the present rates.

The decrease in local tax rates is the result of shifting a number of functions from the towns and city to the upper tier. The functions which are primarily responsible for the decreased local tax rates in the towns are the courts, tax collection, tax assessment, refuse disposal, planning, and their associated fringe benefits. The major functions shifted from the city to the upper tier are shown on Table VIII.

In all, over \$2 million in town taxes and \$4 million in city taxes would be shifted to the upper tier (Table IX). The total amount of \$6.4 million represents \$1.10 per \$1,000 full value on a countwide basis. The net affect is obvious, city residents would pay an estimated \$1.16 per \$1,000 full value less and most town residents would pay approximately \$.30 per \$1,000 full value more for the same services that they are presently

Table I
GROSS EXPENDITURES PER \$1,000 FULL VALUE OF
RECOMMENDED LOCAL SERVICES AND RESPONSIBILITIES
MONROE COUNTY (1973, 1973/74)

General Support	Traffic Safety	\$1.63	\$4.95	Functional Categories						Total	Highways**
				Fire Protec- tion	Land Use Planning	Arts, Culture, Recreation	Solid Waste	Public Safety	Misc.		
City of Rochester				\$1.82	\$1.78	\$5.37	\$4.40	\$28.49	\$5.51		
Urban Towns											
Greece	1.36	--	1.12	.03	.63	.14	1.46	.08	4.81	1.87	
Irondequoit	1.33	.13	1.13	.02	.86	.25	1.66	.19	5.55	2.13	
Brighton	2.47	.12	1.85	N.A.	.41	.32	1.60	.03	6.79	2.33	
*Suburban Towns (with village)											
Perinton	.81	.01	.82	.04	.85	.22	.09	.13	2.97	3.61	
Pittsford	1.26	.02	.81	N.A.	.63	--	.10	.01	2.83	3.38	
Webster	.91	.04	.46	.04	.44	.26	.78	.03	2.96	2.86	
Suburban Towns (w/o village)											
Henrietta	1.50	.04	.84	.02	.63	--	.12	.01	3.15	1.85	
Gates	1.94	.20	.51	.01	.63	--	1.11	.01	4.41	2.17	
Penfield	1.19	.06	.61	.03	1.03	--	.05	.01	2.98	3.28	
Chili	1.56	.04	.66	.03	.50	.16	.12	.00	3.06	3.11	
*Rural Towns (with village)											
Ogden	2.40	.09	.76	.29	.67	.01	1.31	--	5.51	3.83	
Swedeen	1.46	.03	.57	.04	.28	--	.03	.01	2.42	7.26	
Parma	1.56	--	.92	.06	.52	--	.04	.02	3.11	2.97	
Mendon	1.53	.02	.79	.22	.47	--	.02	.01	3.06	8.21	
Wheatland	2.16	.13	.88	.13	.98	--	.72	.02	5.02	9.76	
Riga	1.45	.05	.65	.10	.27	--	.02	.01	2.55	7.89	
Rural Towns (w/o village)											
Hamlin	1.87	.07	1.67	.09	.28	.05	.04	--	4.07	5.54	
Clarkson	2.48	.03	.62	.01	.18	--	.08	--	3.40	7.86	
Rush	3.34	.11	1.44	.04	.92	--	.07	.05	5.97	3.67	

*Per \$1,000 full value cost applies to the area of the town outside the village.

**For the purposes of this study it is assumed that the entire amount of taxes to be raised for highway purposes would be levied on the area outside the village. Presently highway items 1 and 1A are levied on the part-town and items 2, 3, and 4 are levied townwide.

NOTE: Individual items may not add to totals due to rounding.

Table II
PER CAPITA GROSS EXPENDITURES OF RECONIZED LOCAL
SERVICES AND RESPONSIBILITIES, MONROE COUNTY
(1973, 1973/74)

	General Support	Traffic Safety	Fire Prot.	Land Arts, Use Plng.	Functional Categories			Highways***		
					Cult., & Rec.	Solidw. Waste	Public Safety	Misc.	Total	Per Cap. Cost
					\$ 35.57	\$ 13.09	\$ 12.77	\$ 38.58	\$ 2.89	\$ 204.78
Urban Towns										
Greece (75,136-2-1-1)	13.28	—	10.88	.28	6.10	1.33	14.22	.76	46.85	18.23
Irondequoit (61,337-6.60)	10.15	1.00	8.63	.12	6.60	1.90	12.69	1.42	42.51	16.22
Brighton (35,043-3.53)	27.28	1.38	20.38	2.16	4.50	3.56	17.66	.29	75.05	25.74
Weighted Mean:	\$ 14.92	\$.65	\$ 11.95	\$ 5.96	\$ 5.96	\$ 1.99	\$ 14.34	\$.91	\$ 50.88	\$ 18.99
*Suburban Towns (with village)										
Perinton (31,353-1-1-0)	\$ 6.94	\$.11	\$ 7.90	\$.37	\$ 7.47	\$ 2.10	\$.80	\$ 1.25	\$ 26.94	\$ 34.86
Pittsford (25,632-1.58)	14.05	.25	10.12	2.16	6.97	—	1.21	.13	32.73	42.41
Webster (24,733-1.15)	11.35	.51	4.51	.41	5.95	2.54	10.63	.38	36.28	27.69
Weighted Mean:	\$ 10.52	\$.28	\$ 7.47	\$.27	\$ 7.12	\$ 1.60	\$ 3.90	\$.61	\$ 31.77	\$ 34.83
Suburban Towns (without village)										
Henrietta (33,111-1-1-5)	\$ 14.39	\$.34	\$ 8.06	\$.21	\$ 5.99	\$ —	\$ 1.12	\$.06	\$ 30.17	\$ 17.69
Gates (26,442-1-1-5)	17.92	1.89	4.69	.06	5.86	—	10.24	.09	40.75	20.08
Penfield (23,711-1.11)	11.34	.61	5.82	.32	9.88	—	.50	.08	28.55	31.35
Chili (19,609-1-1)	13.94	.33	5.88	.23	4.46	1.11	1.06	.04	27.35	4,513.51
Weighted Mean:	\$ 14.51	\$.80	\$ 6.26	\$.20	\$ 6.56	\$.27	\$ 3.31	\$.07	\$ 31.98	\$ 23.38

*Per capita costs applies to the area outside the village.

**Fifteen of the 25 towns provide municipal collection, on an irregular basis, of brush, leaves, and bulk items. In most towns, the cost of this collection is included in their highway budgets (the town of Webster contracts with a private collector for its solid waste collection).

***For the purposes of this study it is assumed that the entire amount of taxes to be raised for highway purposes would be levied on the area outside the village. Presently highway items 1 and 1A are levied on the part-town and items 2, 3, and 4 are levied townwide.

NOTE: Figures in parentheses after each jurisdiction represent their 1970 population and density per acre respectively.

PER CAPITA GROSS EXPENDITURES OF RECOMMENDED LOCAL
SERVICES AND RESPONSIBILITIES, MONROE COUNTY
(1973, 1973/74)

General Support	Traffic Safety	Fire Prot.	Land Use Plng.	Functional Categories			Highways ***		
				Arts, Cult., & Rec.	Solid- Waste	Public Safety	Misc.	Total	Per Cap. Cost
*Rural towns (with village)									
Ogden (11,736--50)	\$.64	\$ 5.55	\$2.09	\$4.82	\$.0-	\$9.41	\$--	\$39.79	\$ 27.96
Sweden (11,461--53)	.26	6.42	.50	2.86	--	.23	.09	21.43	81.39
Parma (10,748--40)	--	6.62	.46	3.79	--	.29	.14	22.63	21.44
Mendon (4,541--18)	.22	10.23	2.83	5.19	--	.16	.07	34.42	2,253.98
Wheatland (4,265--22)	14.90	.89	6.98	1.04	--	4.98	.14	35.72	106.26
Riga (3,746--17)	10.95	.40	4.77	.75	2.02	.11	.11	19.11	2,764.90
Weighted Mean	\$13.49	\$.36	\$ 6.40	\$1.25	\$3.79	\$.0-	\$2.98	\$28.36	77.16
Rural towns (w/o village)									2,639.10
Hamlin (4,167-.16)	\$14.74	\$.58	\$13.23	\$.71	\$2.24	\$.3-	\$.31	\$--	58.04
Clarkson (3,642--17)	18.38	.22	4.61	.10	1.33	--	.56	--	2,285.88
Rush (3,287--17)	28.77	.91	12.39	.30	.791	--	.64	.46	\$46.21
Weighted Mean	\$20.09	\$.56	\$10.15	\$.40	\$3.62	\$.1-	\$.49	\$.14	\$2,810.11
Rural towns (w/o village)									
Hamlin (4,167-.16)	\$14.74	\$.58	\$13.23	\$.71	\$2.24	\$.3-	\$.31	\$32.19	\$ 43.73
Clarkson (3,642--17)	18.38	.22	4.61	.10	1.33	--	.56	--	58.28
Rush (3,287--17)	28.77	.91	12.39	.30	.791	--	.64	.46	4,427.33
Weighted Mean	\$20.09	\$.56	\$10.15	\$.40	\$3.62	\$.1-	\$.49	\$.14	\$35.59
									\$2,606.84

*Per capita cost applies to the area outside the village.

**Fifteen of the 19 towns provide municipal collection, on an irregular basis, of brush, leaves, and bulk items. In most towns, the cost of this collection is included in their highway budgets (the town of Webster contracts with a private collector for its solid waste collection).

***For the purposes of this study it is assumed that the entire amount of taxes to be raised for highway purposes would be levied on the area outside the village. Presently highway items 1 and 1A are levied on the part-town and items 2, 3, and 4 are levied townwide.

NOTE: Figures in parentheses after each jurisdiction represent their 1970 population and density per acre respectively.

TABLE 1.1.1

NET LOCAL BURDEN PER \$1,000 FULL VALUE OF
RECOMMENDED LOCAL SERVICES AND RESPONSIBILITIES
MONROE COUNTY (1973, 1973/74)

	<u>Gross Expend.</u> (Excl. Highways)	<u>Fed. Aid**</u>	<u>State Aid</u>	<u>Reimbursements from Other Gov'ts.</u>	<u>Net Local Burden</u>
City of Rochester	\$28.49	\$1.49	\$4.63	\$.03	\$22.33
Urban towns					
Greece	4.81	.57	.98	--	3.26
Irondequoit	5.55	.64	1.18	--	3.75
Brighton	6.79	.44	.92	--	5.44
*Suburban towns (with village)					
Perinton	2.97	.58	1.17	--	1.22
Pittsford	2.83	.44	.84	.02	1.53
Webster	2.96	.36	.59	.01	2.00
Suburban towns (w/o village)					
Henrietta	3.15	.51	1.13	--	1.51
Gates	4.41	.53	1.23	--	2.65
Penfield	2.98	.51	1.05	.05	1.36
Chili	3.06	.55	1.18	.11	1.22
*Rural towns (with village)					
Ogden	5.51	.68	1.05	.01	3.77
Sweden	2.42	.64	1.14	.21	.42
Parma	3.11	.67	1.15	--	1.29
Mendon	3.06	.48	.57	--	2.01
Wheatland	5.02	.80	1.11	.07	3.04
Riga	2.55	.65	1.00	.91	--
Rural towns (w/o village)					
Hamlin	4.07	.72	1.16	--	2.19
Clarkson	3.40	.66	.88	--	1.86
Rush	5.97	.57	1.01	--	4.39

*Figures apply to the area of the town outside the village.

**Federal aid, in the form of general revenue sharing was not uniformly budgeted for in 1973; therefore, the actual 4th entitlement period allocations have been used to determine the net local burden.

Table IV

NET LOCAL PER CAPITA BURDEN OF
RECOMMENDED LOCAL SERVICES AND RESPONSIBILITIES
MONROE COUNTY (1973, 1973/74)

	<u>Gross Expend.</u> (Excl. Highways)	<u>Fed. Aid**</u>	<u>State Aid</u>	<u>Reimbursements</u> from Other Gov'ts.	<u>Net</u> <u>Local Burden</u>
City of Rochester	\$204.78	\$10.73	\$33.30	\$.19	\$160.57
Urban towns					
Greece	46.85	5.53	9.55	--	31.77
Irondequoit	42.51	4.89	9.01	--	28.60
Brighton	75.05	4.89	10.11	--	60.05
*Suburban towns (with village)					
Perinton	27.64	4.89	10.42	--	12.33
Pittsford	32.73	4.89	9.64	.18	18.02
Webster	36.28	4.89	7.55	.11	23.73
Suburban towns (w/o village)					
Henrietta	30.17	4.89	10.85	--	14.44
Gates	40.75	4.89	11.37	--	24.49
Penfield	28.55	4.89	10.09	.53	13.06
Chili	27.35	4.89	10.57	.99	10.90
*Rural towns (with village)					
Ogden	39.79	4.89	7.58	.05	27.27
Sweden	21.43	4.89	10.31	1.63	4.60
Parma	22.63	4.89	8.38	--	9.36
Mendon	34.42	4.89	5.93	--	23.60
Wheatland	35.72	5.52	8.04	.47	21.69
Riga	19.11	4.89	7.55	--	6.67
Rural towns (w/o village)					
Hamlin	32.19	5.70	9.15	--	17.34
Clarkson	25.20	4.89	6.56	--	13.76
Rush	51.38	4.89	8.72	--	37.77

*Figures apply to the area of the town outside the village.

**Federal aid, in the form of general revenue sharing was not uniformly budgeted for in 1973; therefore, the actual 4th entitlement period allocations have been used to determine the net local burden.

TABLE V

CALCULATION OF THE AMOUNT TO BE RAISED BY TAXES FOR
 LOWER TIER FUNCTIONS--EXCLUDING HIGHWAYS
 (PER \$1,000 FULL VALUE - 1973, 1973/74)

	Net Local Burden	Other Tax Items*	Less: Estimated Revenues from Local Sources						Net Burden After Revenues	Surpluses and Reserves	Property Tax**			
			Dept. Income	Use of Money & Prop.			Current Revenues							
				Permits	for Losses	Misc.								
City of Rochester	\$22.33	\$7.51	\$1.27	\$.36	\$.15	\$.43	\$ --	\$9.72	\$12.61	\$2.02	\$10.59			
Urban towns														
Greece	3.26	.02	.03	.03	.11	--	--	.19	3.07	-.12	3.19			
Irondequoit	3.75	.02	.16	.03	.07	.00	--	.28	3.47	.22	3.25			
Brighton	5.44	.03	.22	.19	.07	--	.01	.52	4.92	1.04	3.88			
Suburban towns (with village)														
Parlinton	1.22	.02	.02	.05	.21	--	.01	.30	.92	.32	.60			
Pittsford	1.53	.03	.09	.04	.01	.01	.01	.19	1.34	.18	1.16			
Webster	2.00	.01	.68	.02	.11	.00	.01	.83	1.17	.19	.98			
Suburban towns (w/o village)														
Henrietta	1.51	.01	.48	.07	.14	--	.00	.70	.81	.02	.79			
Gates	2.65	.02	.09	.01	.13	.00	--	.25	2.40	--	2.40			
Penfield	1.36	.02	.33	.02	.13	--	.07	.57	.79	.22	.57			
Chili	1.22	.02	.01	.03	.11	.01	--	.18	1.04	.71	.33			
Rural towns (with village)														
Ogden	3.77	--	.02	.06	.03	--	.04	.14	3.63	.23	3.40			
Sweden	.42	.04	.01	.00	.13	--	--	.18	.24	.86	-.62			
Parma	1.29	.02	.09	.02	.04	--	--	.16	1.13	.22	.91			
Mendon	2.01	.02	.06	.02	.03	.01	.03	.16	1.85	.13	1.72			
Wheatland	3.04	--	.45	.03	.10	--	.00	.56	2.48	.46	2.02			
Riga	.91	.02	.01	.10	.04	.01	.01	.18	.73	.52	.21			
Rural towns (w/o village)														
Hamlin	2.19	--	.01	.03	.10	--	--	.14	2.05	--	2.05			
Clarkson	1.86	.04	.06	.03	.07	--	.12	.31	1.55	.37	1.18			
Rush	4.39	.01	.05	.17	.04	--	.30	.57	3.82	2.02	1.80			

*The figure for the city of Rochester includes \$5.63 of sales tax revenue--which in the case of the towns is credited to their county tax rather than received in cash.

**For those towns with villages the tax rate applies to the area outside the village.

Note: Individual items may not add to totals due to rounding.

Table VI

LOCAL PROPERTY TAX BURDEN
FOR HIGHWAYS AND BRIDGES

	<u>Tax Levy</u> (1973, 1973/74)	<u>Tax Rate per \$1,000 full Value*</u> <u>Present</u>	<u>Proposed</u>
City of Rochester	\$11,126,770	\$5.25	\$5.25
Urban towns			
Greece	\$ 881,333	\$1.20	\$1.20
Irondequoit	670,000	1.35	1.35
Brighton	655,000	1.69	1.69
Suburban towns (with village)			
Perinton	\$ 242,672	\$1.04	\$1.16
Pittsford	499,805	1.96	2.16
Webster	217,624	.73	1.14
Suburban towns (w/o village)			
Henrietta	\$ 352,976	\$1.12	\$1.12
Gates	407,616	1.67	1.67
Penfield	313,395	1.38	1.38
Chili	228,982	1.31	1.31
Rural towns (with village)			
Ogden	\$ 49,530	\$.63	\$.77
Sweden	73,219	1.43	1.82
Parma	15,000	.21	.25
Mendon	80,454	1.89	2.71
Wheatland	53,100	2.01	2.92
Riga	18,750	.66	.95
Rural towns (w/o village)			
Hamlin	\$ 67,390	\$2.05	\$2.05
Clarkson	46,930	1.73	1.73
Rush	3,400	.12	.12

*For those towns with villages the tax rate applies to the area outside the village. Presently highway items 1 and 1A are levied on the part-town, while items, 2, 3, and 4 are levied townwide. The "proposed" rates would exist if all highway expenditures were levied on the area outside villages.

TABLE VII

LOWER TIER TAX RATES PER \$1,000 FULL VALUE
 PRESENT/PROPOSED
 (1973, 1973/74)

	<u>Proposed Property Tax Rates</u>			Present Tax Rate**	Adjusted Difference***		
	Lower Tier Functions		<u>Total</u>				
	<u>(exc. highways)</u>	<u>Highways*</u>					
City of Rochester	\$10.59	\$5.25	\$15.84	\$17.93	\$2.26		
Urban towns							
Greece	3.19	1.20	4.39	5.32	.90		
Irondequoit	3.25	1.35	4.60	5.87	.63		
Brighton	3.88	1.69	5.57	6.82	.81		
Suburban towns (with village)							
Perinton	.60	1.16	1.76	3.06	.72		
Pittsford	1.16	2.16	3.32	3.95	.19		
Webster	.98	1.14	2.12	3.30	.82		
Suburban towns (w/o villages)							
Henrietta	.79	1.12	1.91	2.78	.57		
Gates	2.40	1.67	4.07	4.77	.17		
Penfield	.57	1.38	1.95	3.34	.95		
Chili	.33	1.31	1.64	3.28	1.09		
Rural towns (with village)							
Ogden	3.40	.77	4.17	4.95	.10		
Sweden	-.62	1.82	1.20	2.83	.99		
Parma	.91	.25	1.16	2.56	.73		
Mendon	1.72	2.71	4.43	5.40	.49		
Wheatland	2.02	2.92	4.94	6.56	.82		
Riga	.21	.95	1.16	3.00	1.19		
Rural towns (w/o village)							
Hamlin	2.05	2.05	4.10	6.57	1.75		
Clarkson	1.18	1.73	2.91	4.33	.76		
Rush	1.80	.12	1.92	4.30	1.81		

*The proposed highway tax rates assume that the entire amount to be raised for highway purposes would be levied on the area outside the village, rather than levying items 1 and 1A on the part-town and items 2, 3, and 4 townwide.

**For comparability, the property tax rate of the city of Rochester includes an amount equivalent to the revenues that are raised by the city local works program on a special assessment basis and the town tax rates include the special district levy for fire protection.

**The present tax rate figures were not determined on the basis of the entire amount of federal revenue sharing received by the jurisdictions, whereas the proposed rates were--hence, the difference between the present and proposed rates has been adjusted to account for the amount of federal aid used in the calculation of the proposed rate which was not used in the determination of the present rate. (Without such adjustment, the differences would be overstated.)

NOTE: For those towns with villages the tax rate applies to the area outside the villages.

TABLE VIII

DELINERATION OF MAJOR EXPENDITURES
 OF THE CITY OF ROCHESTER
 TO BE SHIFTED TO THE UPPER TIER
 (1973/74)

<u>Account Description</u>	<u>Appropriation</u>
Courts	\$ 773,760
Model Cities Adm.	730,155
Building & Property Conservation	1,602,140
Urban Renewal & Economic Development	2,292,355
Water Supply & Distribution	5,341,681
Refuse Disposal	2,216,190
Comptrollers Fixed Charges	694,136
Fringe Benefits	2,373,612
Debt Service	<u>2,818,992</u>
 TOTAL	\$18,843,021

TABLE IX

PRESENT LOCAL EXPENDITURES AND REVENUES
 OF MONROE COUNTY JURISDICTIONS
 TO BE SHIFTED TO THE UPPER TIER
 (1973, 1973/74)

	<u>Expenditures</u>	<u>Revenues</u>	<u>Net Tax Burden</u>
City of Rochester	\$23,559,627	\$19,178,329	\$4,381,298
Urban towns			
Greece	530,995	33,000	497,995
Irondequoit	252,234	33,300	218,934
Brighton	272,644	63,968	208,676
Suburban towns (with village)			
Perinton	305,102	92,100	213,002
Pittsford	140,859	56,000	84,859
Webster	153,532	26,200	127,332
Suburban towns (w/o village)			
Henrietta	157,422	36,000	121,422
Gates	60,398	32,000	28,398
Penfield	177,261	21,600	155,661
Chili	117,173	12,000	105,173
Rural towns (with village)			
Ogden	40,150	23,600	16,550
Sweden	65,183	17,050	48,133
Parma	48,073	6,000	42,073
Mendon	39,131	8,450	30,681
Wheatland	34,357	9,383	24,974
Riga	27,575	8,000	19,575
Rural town (w/o village)			
Hamlin	34,410	3,350	31,060
Clarkson	32,713	11,205	21,508
Rush	40,472	3,200	37,272
Total Towns	\$ 2,529,684	\$ 496,406	\$2,033,278
GRAND TOTAL	\$26,089,311	\$19,674,735	\$6,414,576

Note: With the exception of \$10,411,252 of intergovernmental and interfund expenditures and revenues that were eliminated when the functions were shifted, these figures represent the total amount of expenditures and revenues remaining after the allocation of functions to the lower tier. The double counting of expenditures and revenues that was eliminated included: Pure Waters reimbursement to city for debt service paid by city, county reimbursement to the city for the central library, and city local works fund reimbursement to the general fund for fringe benefits. These expenditures and revenues are counted only once by the upper tier and local works fund.

Feasibility of Using Lower Tier
Tax Equalization Schemes

The very nature of the design of the two-tier form of government assures a higher degree of equity than presently exists by increasing the functional responsibilities of the upper tier which spreads the required taxes on a countywide basis. The preceding analysis demonstrated that the magnitude of this increased equity was \$2.26 per \$1,000 full value for the city and an average of \$.80 for the towns. The resulting lower tier tax rates ranged from \$1.16 to \$5.57 in the towns to almost \$16.00 in the city. The fact that the resulting city tax rate still is approximately five times greater than the average town tax rate suggests that it may be desirable to equalize further the lower tier tax burdens.

It may be argued that further equalization is inappropriate because lower tier jurisdictions are to have full discretion over the determination of their mix and level of local services. Thus, if city communities opt for a more expensive service package, should the town residents be expected to subsidize these higher costs? Two major arguments can be advanced to support further equalization: (1) some jurisdictions have, or will have under a proposed jurisdictional rearrangement, exceedingly small tax bases, too small to provide minimal service complements and levels without excessive levels of taxation; (2) some jurisdictions will be required to render local services to non-residents (spill-over effects), particularly to commuters, the costs of which have to be borne by the local tax base.

There are a number of alternative schemes that could effect further equalization among lower tier tax rates. One such scheme suggested would reserve 50% of the local non-residential tax base for equalization purposes.

This plan would in the first instance create a tax increase on a reduced tax base. The present tax yield of the severed portions of the jurisdiction's tax bases would have to be produced by higher local tax rates on the remaining tax bases. The levy of an average tax rate on the 50% portion of the non-residential tax base would yield an amount equal to the shortfall which, it was suggested, may be used to equalize local tax burdens. This scheme proved unworkable, because in order for the city to benefit, its allocation from the equalization pool would have to be more than 87% to derive any net benefit at all, a figure unattainable under any conceivable distribution scheme based on population, income, tax effort and the like. The major reasons for the infeasibility of this plan are: (1) the city's non-residential tax base is a disappropriately large proportion of its total tax base. Hence, it would contribute a disappropriately large share to the equalization pool. (2) Because of its high local tax rates the city would require \$8.1 million from the total pool of \$9.3 million to be able to maintain its present tax rate, and more to be able to reduce it.

A second alternative equalization scheme would involve the financing of more local services on a countywide basis. Specifically, such services as highways, police, and fire protection could be financed on a countywide basis while still administered on a local basis. Table X shows the estimated cost of police protection for those jurisdictions that maintain local police forces. If the financing of police protection were shifted to the upper tier, the local tax rates would decline significantly in a number of jurisdictions. The local property tax rate for a city would

drop to \$8.83 and average rate for towns with police forces would be reduced to \$2.90. Accompanying this reduction in local tax rates would be an increase in the countywide tax rate of approximately \$3.15.

A somewhat similar equalization effect would be seen if the cost of fire protection or highways were levied on a countywide basis, since the cost of fire protection is higher in the city and urban and because the cost of city highways is presently not supported by the county whereas upkeep of county roads in the towns is financed by the county. Hence, equalization by shifting the financing of certain functions to the upper tier can have a substantial impact on lower tier tax rates. However, this alternative may be politically infeasible if it is assumed that the administration of the services would remain on the lower tier level. The determination of which services would be financed on a countywide basis should be made on the basis of the magnitude of the externalities associated with the particular service. If the externalities of the services could be quantified (such as the cost of city highways that can be attributed to non-city residents) it may be possible to finance only a portion of such services on a countywide basis. Such partial countywide financing would be more desirable and politically feasible than the assumption of all costs on a countywide basis.

Another equalization scheme suggested would assure each jurisdiction that the per capita yield from equivalent tax rates would be the same for all jurisdictions in the county. This concept as proposed for the financing of education is known as "power equalizing". If applied to the two-tier model it would involve the use of a resource pool to

TABLE X

IMPACT OF SHIFTING THE FINANCING
 OF LOCAL POLICE SERVICES
 TO THE UPPER TIER
 (PER \$1,000 FULL VALUE - 1973, 1973/74)

<u>Jurisdiction</u>	Estimated Net Tax Burden <u>of Police Services*</u>
City of Rochester	\$7.01
Brighton	2.00
Greece	1.63
Gates	1.25
Irondequoit	1.83
Ogden	1.30
Webster	.86
Wheatland	.87

* Estimated tax burden includes all costs, including fringes--less budgeted police revenues.

TABLE XI

EFFECT OF ASSURING EACH JURISDICTION
THE SAME (COUNTY AVERAGE) PER CAPITA YIELD
FROM A \$1 PER \$1,000 FULL VALUE TAX LEVY - 1973

	Per Capita Valuation	Difference Between Yields			Impact on Tax Rate
		To be Contributed to Resource Pool	To be Received from Resource Pool	Impact on Tax Rate	
	Yield of \$1 Tax Levy Present	Yield of \$1 Tax Levy Guaranteed*			
County (all jurisdictions)	\$ 8,229	\$5,858,429	\$5,858,429	\$ -	\$ -
City of Rochester	6,632	1,956,466	2,427,646	-	468,180
Towns (sample)					
Brighton	11,045	387,305	288,550	98,755	+.25
Greece	9,738	731,680	618,294	113,386	+.15
Henrietta	9,572	316,034	271,697	44,337	+.14
Perinton	8,465	267,223	259,773	7,450	+.03
Rush	8,602	28,277	27,049	1,228	+.04
Sweden	7,227	87,409	94,313	-	6,904
Webster	13,596	336,362	203,577	-	-.08
Wheatland	6,910	29,470	35,097	-	+.39
					-5,627

*The guaranteed yield represents the amount of yield from a \$1 tax levy that would be obtained from the guaranteed tax base of \$8,229 x population of the jurisdiction.

Unresolved Issues

Much of the research required to permit the measurement of the fiscal implications of a two-tiered form of government has to be undertaken after the jurisdictional configuration of the lower tier has been agreed upon. The Taxation/Finance Task Force, therefore, confined its investigations during the second phase to the identification of major issues that might prove troublesome to certain types of jurisdictional realignments. Chief among these issues are the potential effects of such realignments on the status of the city school districts, the impacts upon state and federal grants, and the sufficiency of the real property tax base to support local services in the redesigned lower tier jurisdictions.

Impacts Upon the City School District

Considerable concern was voiced by task force members in regard to the impact on city school district organization and finances of a plan calling for the restructuring of the city of Rochester into smaller units of local government.

A review of the New York State Education Law and conversations with officials of the New York State Education Department failed to provide clear guidelines for the specification of such impacts. State officials professed their inability to come up with quick and precise answers to the questions posed because of the lack of any precedent of this nature. A change in the corporate status of the city of Rochester would, without question, require enabling legislation by the state legislature. Since such change would place the city school district into a vacuum -- the law does not provide for automatic change in the

status of a school district -- it is reasonable to expect that companion state legislation would have to be enacted spelling out the details of the future status of the city school district. This legislation will undoubtedly be heavily influenced by suggestions of the state education commissioner. It also appears reasonable to assume that the commissioner will consult with Rochester community leaders in the formulation of his suggestions. This process opens the door for the selection of one of a variety of alternatives to the present school district, some of which may not even be authorized by present law. At the present time, however, state officials stressed, it would be safe to assume that the jurisdictional character of the new municipalities would determine the future of the present city school district. If the city were to be divided into towns, the commissioner of education is empowered to designate the individual towns or combinations of such towns or portions thereof as one or more central school districts (Section 1801, New York State Education Law). This change of status would remove the district from its fiscal dependence on the city government, eliminate the present tax and debt ceilings on the school district, require referenda on the annual budget and the issue of debt obligations, and establish eligibility for inclusion in boards ¹ of cooperative educational services (BOCES). Based on past analyses the new school district or districts would reap significant financial rewards as a result of such changes: districts with small property tax bases would receive larger shares of state aid, rich districts would get minimum aid not significantly less than the present state aid share and all districts would benefit from the liberal state aid provisions governing the finance of BOCES services

1.

For example: Center for Governmental Research Inc., Target: The Three E's Rochester, New York, 1969

The adoption of city status by the new communities would lead to the establishment of fiscally independent city school districts, make them eligible for separate tax (up to two percent of full value) and debt (five percent) limitations and permit their inclusion in BOCES. Under this alternative the new city school districts in the aggregate would also be eligible for larger amounts of state aid than the present city school district.

No analysis was undertaken of the impact of a changed jurisdictional status upon the Federal aide for education currently received by the city school district.

Impacts Upon State and Federal Grants

The realignment of present town boundaries would have relatively small effects upon shared state income tax revenues and highway state aid allocations. Changes in state aid amounts will be roughly proportionate to changes in the population and tax base magnitudes of the individual lower tier jurisdictions. Under current state aid legislation the city, however, stands to lose substantial amounts of monies if it were to disaggregate itself into several smaller towns or cities. New York State income tax revenue sharing legislation provides for nine percent of income tax collections to be distributed to all New York State cities in existence prior to 1968 and for an additional nine percent to be allocated among counties, cities, towns, and villages. Over \$7 million of the city's current \$9 million of revenue sharing funds come from the first of these two revenue sharing pots. Disaggregation would result in the outright loss of this amount. It should be stressed, however, that it is entirely possible for the state legislature to amend this legislation to provide for the continued payment of these funds by stipulating that

newly created municipalities which were part of a city prior to 1968 would continue to be eligible to receive city revenue sharing funds.

The reconstitution of the city into several towns would create eligibility for town highway aid. Preliminary calculations indicate that the maximum amount available from this revenue source for all jurisdictions presently contained within the city boundaries would be below \$50,000 per annum.

A change in the city's corporate status would also effect the allocation of federal general revenue sharing funds. The mere grouping of the city with the towns rather than with villages as presently required would increase the revenue sharing allocation to the city by ¹ over \$450,000, other things being equal. The disaggregation of the present city into several towns would probably result in an even greater increase because some of the wealthier city components might see their computed allocation drop to a very low level which would make them eligible for the minimum allocation amount (20 percent of the statewide per capita allocation), a feature now benefitting 16 of the county's 19 towns.

Finally, the reconstitution of the present city into smaller components might affect certain types of federal grants that the city now receives by virtue of being a large city, particularly housing and community development aid and manpower aid. These aids currently amount to over \$15 million. Preliminary checks with federal officials indicate that the loss of such grants could be avoided through the passage of save harmless legislation of the amendment of administrative regulations.

1.

Center for Governmental Research Inc., General Federal Revenue Sharing, The Formula and Its Implications for Monroe County Municipalities, Rochester, New York, 1974

Real Property Tax Base
Sufficiency of Lower Tier

As previously noted, the absolute tax rate differentials among the towns are fairly narrow. Consequently, rearrangement of town boundaries might be expected to have relatively small impact upon these tax rates. Uniformity of tax rates, however, does not necessarily imply uniformity of sufficiency of tax bases; identical tax rates in two jurisdictions may be used to finance significantly different configurations and levels of local services. Yet, if jurisdictional realignments are substantially made within groupings of towns -- urban, suburban, and rural -- with comparable sets of services, the relative sizes of the tax bases as well as the tax rates of the affected towns would probably not undergo great changes.

The most critical tax base sufficiency issue is raised by the prospect of the city's disaggregation into smaller units of local government. Once these new governments' boundaries have been tentatively fixed, it will be necessary to allocate present city services costs and taxable real property to each such new government. The city administration has indicated that, due to lack of good data, such undertaking will be a rather lengthy process. In view of the highly uneven distribution of the tax base within the city, it is to be expected that even comparable service mixes and levels will result in large tax rate differentials between communities such as Charlotte (Kodak) and the Third Ward area. These differentials would be further exacerbated by the probable need for higher intensity services in the poor areas of the city territory. Consequently, the design of an urban services equalization scheme remains one of the highest priority tasks yet to be undertaken. The lack of quick answers to these

issues posed should not, however, be construed as an insurmountable obstacle to the implementation of a plan calling for the disaggregation of the city, if such disaggregation is deemed desirable on ground other than fiscal considerations.

Conclusions

During the second phase of the GRIP project, the Taxation/Finance Task Force focused its study on the ability of the lower tier governments to finance the services allocated to them by the Panel during the first phase. Unlike the Upper and Lower Tier reports described previously, the Taxation/Finance Task Force presented no specific fiscal recommendations regarding governmental reorganization. Its proposal, accepted by the Full Panel, pointed out that questions of taxation and finance are ongoing ones that need to be addressed during the implementation of any governmental reorganization.

The Taxation/Finance Task Force did consider whether the nine proposed (Model I) local units of government within the present boundaries of the city of Rochester could be self-supporting. Its informal conclusion was that several of these local units would require considerable subsidy.

Subsequent task force deliberations in the third phase focused on fiscal questions regarding the lower tier Model 1 (ideal). These questions, which were raised at the October, 1974 seminar, included:

- To what extent and by what means could the lower tier units of government support themselves?
- What is the impact of this governmental reorganization on the taxpayer?
- What is the impact of this governmental reorganization on the receipt of State and Federal aid?

In an effort to receive research assistance in providing answers to these related fiscal questions, a number of meetings were held with representatives of a local university. The purpose of the meetings was to discuss university involvement in selected GRIP project areas.

The potential project areas included:

- 1) Revenue and Expenditure analysis for a selected area of the city of Rochester (i.e., 19th ward)

Specific components for analysis included: the area's tax base and expenditures for Public Safety Services, Human Services, and Physical Services. The rationale being that the selected area would be operating as a separate town.

(In conjunction with the proposed lower tier Model 1 (ideal) which calls for the establishment of town like communities of "equal" size in Monroe County.)

- 2) City School District Analysis. Specifically analysis would be directed to the same geographic area as in #1). Tax base and expenditure levels would be analyzed as if the area constituted a suburban school district.

However, because this project didn't begin until late in the GRIP timetable, no agreement for research assistance was reached in the third phase.

At one of the final Panel meetings of the third phase, the Chairman of the Taxation/Finance Task Force announced details of tax research currently being undertaken at the Center for Governmental Research, Inc. The Research Center is currently working on tax study which should provide detailed information on such issues as: voter attitudes on tax reform and

and the financial implications of a countywide reassessment. Sections of the tax study dealing with these fiscal issues are due to be published shortly. Subsequent sections of the tax study should be of continued interest to the taxation/finance aspects of the GRIP Project, and the GRIP process as a whole.

PHASE III REPORT

Background

In its third and final phase, the GRIP Project utilized a dual approach in completing the study of two tiered government in Monroe County. GRIP-Phase III activities included:

- 1) Continued task force and Panel research
- 2) A comprehensive communications - public education program in which the GRIP Project proposals were "surfaced" and presented to the Greater Rochester community

CONTINUED RESEARCH

All four task forces (Upper Tier, Lower Tier, Public Safety and Taxation/Finance) continued to meet during Phase III, each task force charged with completing specific assignments. Two of the task forces filed reports which were adopted by the full Panel. The Public Safety Task Force submitted its report on "Corrections" in February. The Upper Tier Task Force filed its report on the "County (Community) Service District Model" also in February. These two task force reports are included in the appendices. Reference to specific abstracts of each report is noted in the Functional Analysis and Structural Design sections of this final report.

The Lower Tier and Taxation/Finance Task Forces were jointly charged at the outset of the third phase with answering fiscal questions for Lower Tier Model 1 (ideal). A review of these fiscal questions is provided in the Taxation/Finance section of this report.

Although efforts were made to acquire specific fiscal research during this final phase, no appreciable, supplemental research was produced. This was due in part to budgetary limitations. In the conclusion section of this report, reference is made to the Taxation/Finance Task Force's additional attempts to secure educational research information relating to the lower tier Model 1 and its projected effect on the City School District.

With regard to Lower Tier Model 2, which was adopted by the Panel, the Lower Tier Task Force reaffirmed its principles, in particular, the policy of extending advisory powers to community council and neighborhood council districts.

JOINING THE UPPER AND LOWER TIERS

The charge to the full Panel during Phase III pertained to the design of functional and structural "linkages" between the upper and lower tiers. The design of a functional linkage required determining specific roles for the upper and lower tier units of government for each service which the tiers share. The design of a structural linkage involved determining lower tier participation in the appointment of citizens to advise (upper tier) County Service Districts.

FUNCTIONAL LINKAGE

At the March 26, 1975 Panel meeting the Shared Services Responsibility Matrix was presented for review, comment and approval. The Matrix was presented as being consistent with task force decisions reported during the first phase of GRIP. The Matrix listed only those functions which, by nature of GRIP recommendations, suggest shared service responsibilities between the upper and lower

tier units of government. These include those functions and subfunctions in which participation in Planning, Funding, Delivery, and Regulation activities is shared.

Following almost two hours of discussion, the matrix was approved by a vote of the Panel as being consistent with first phase decisions and reflecting the consensus of Task Force reports. The elements of the matrix were subsequently incorporated into the Comprehensive Service Responsibility Listing of the Functional Analysis section of the final report. The complete Shared Services Responsibility Matrix is included in the report appendices.

Two elements of the public education program worth noting in detail are: the extensive draft document (summary) distribution program undertaken by GRIP and the computer analysis results of the public presentation questionnaire distribution.

DISTRIBUTION PROGRAM
for the GRIP DRAFT
DOCUMENT REPORT

A wide ranging distribution program of the GRIP Draft Document report, entitled "Two-Tiered Government in Monroe County, New York", was undertaken by the GRIP staff in Phase III. During a three and a half month period, approximately 4,000 copies of this summary report were distributed to a variety of outlets in the greater

PUBLIC PRESENTATION
QUESTIONNAIRE
ANALYSIS

Recognizing the importance of obtaining comment and feedback from various audiences in the community, a questionnaire was designed and distributed at many of GRIP's scheduled presentations. Although the questionnaire was quite detailed, measuring attitudinal responses on: service satisfaction for 20 services and each GRIP functional area recommendation, the actual sampling of respondents was not done scientifically on a random basis. Because the questionnaire was distributed exclusively at various public presentations without regard to random sampling techniques (or detailed demographic considerations), the following results should be viewed as "relative" and not "absolute." A sample questionnaire is included in the appendices.

One hundred and seventy-five questionnaires were completed by members of the following groups and organizations:

19th Ward Community Association
Rochester Chamber of Commerce
Town of Greece - Future Focus Group
Council of Executives
Town of Webster Republican Club
12th, 13th, 14th, and 21st Wards Women's Republican Clubs
Rochester Downtown Kiwanis
Irondequoit Kiwanis
Federation of Women's Republican Clubs
Veterans of Foreign Wars
Corn Hill Neighborhood Association

The completed questionnaires were then taken to the State University of New York at Brockport for computer analysis. (Computer programming of coded questionnaire data conducted by Dr. Frank Feigert, Department of Political Science). The desired analysis information consisted of:

1) A summary tabulation of frequency of response and consensus percentage (ranking of attitudes) for each listed governmental service and GRIP proposal and 2) A crosstabulation, comparison of the above cited frequency of responses and consensus percentages by residence (City, town, village).

RESULTS

The following are results taken from the computer analysis (Statistical Package Program for the Social Sciences - SPSS) of completed, GRIP public presentation questionnaires:

RATING PERCENTAGES OF THE TOTAL SAMPLE (175 questionnaires)

I. How would you rate the following governmental services as rendered in your community?

1. Good
2. Satisfactory
3. No opinion
4. Unsatisfactory
5. Poor

<u>SERVICE</u>	<u>(GOOD/SATISF.)</u>	<u>(NO OPIN)</u>	<u>(UNSAT/POOR)</u>
POLICE	83%	3%	14%
FIRE	92%	6%	2%
AMBULANCE	70%	20%	10%
CONSUMER AFFAIRS	31%	40%	25%
TRAFFIC SAF./ENGIN.	43%	21%	32%
CORRECTIONAL	19%	35%	40%
WASTE COLLECTION	70%	7%	23%
WASTE DISPOSAL	34%	29%	37%
WATER SUPP. & DISTR.	76%	13%	11%
HIGHWAYS & BRIDGES	60%	11%	29%
TRANSPORTATION	35%	11%	54%
ENVIRO. MGT.	28%	34%	32%
BLDG'S & PROP. CONS.	30%	23%	38%
LAND USE	33%	19%	38%
PUBLIC/MENTAL HEALTH	54%	30%	16%
SOC. SERVICES	42%	31%	27%
HOUSING	41%	15%	42%
REC/ARTS/LEISURE	67%	25%	18%
TAXATION	29%	11%	53%
LIBRARY	87%	10%	3%
COURTS	46%	22%	30%

(Note: In some cases percentages do not total 100%; this is due to a small percentages of blank responses)

<u>GRIP PROPOSAL</u>	<u>(VERY DESIR./DESIR.)</u>	<u>(NO OP./BLANK)</u>	<u>(UNDES/V. UNDES)</u>
- Countywide landuse planning.	40%	34%	26%
- Retain local zoning.	61%	32%	7%
- Continue County responsibility for public/mental health services.	58%	37%	5%
- Integrate decentralized delivery of these services with others.	31%	63%	6%
- Coordination/integration of public/mental health and social services planning & delivery.	53%	43%	4%
- Areawide planning for housing.	50%	34%	16%
- Centralize major facilities & technical services for recreation/arts/culture.	50%	37%	13%
- Decentralized delivery (locally) of these services.	41%	51%	8%
- Integrate planning & delivery for arts/culture/recreation services.	55%	37%	8%

IV. Biographical Data:

* RESIDENCE	CITY	TOWN	VILLAGE	NO RESPONSE
	52%	27%	6%	15%
* RESIDENCE	OWN HOME	RENT HOME	NO RESPONSE	
	74%	11%	15%	
* EMPLOYED IN CITY OF ROCHESTER ? (place of employment)	YES	NO	NO RESPONSE	
	51%	31%	18%	
* POLITICAL AFFILIATION	DEM.	REP.	IND.	OTHER
	14%	51%	17%	2%
				NO RESPONSE
				16%

V. CROSS TABULATION of CITY, TOWN, VILLAGE RESIDENCE with
Service Ratings and GRIP Proposals.

The following listing includes cross tabulated ratings determined as being statistically significant at a level of .05 or less.

(Statistical significance being the likelihood that an association between variables (and obtained results) occurred by chance).

Statistically significant differences were found among City, town, and village residents on the following variables:

		<u>(GOOD/SATISF.)</u>	<u>(NO OPIN)</u>	<u>(UNSAT/POOR)</u>
<u>Service satisfaction</u>				
AMBULANCE (.0007)	CITY	63%	30%	7%
	TOWN	87%	6%	7%
	VILLAGE	100%	0	0
COURTS (.0451)	CITY	40%	24%	38%
	TOWN	64%	17%	19%
	VILLAGE	70%	20%	10%
CORRECTIONAL SERVICES (.0000)	CITY	14%	37%	51%
	TOWN	26%	39%	35%
	VILLAGE	20%	70%	10%
HIGHWAYS/BRIDGES (.0455)	CITY	56%	14%	30%
	TOWN	75%	0	25%
	VILLAGE	90%	0	10%
BUILDINGS/PROPERTY CONSERVATION (.0038)	CITY	31%	18%	51%
	TOWN	38%	40%	22%
	VILLAGE	50%	25%	25%
TAXATION (.0255)	CITY	20%	18%	62%
	TOWN	44%	11%	46%
	VILLAGE	70%	0	30%

The following services were rated as being only moderately satisfactory (35% -- 50% - GOOD /SATISF.):

COURTS
TRAFFIC SAFETY/ENGINEERING
SOCIAL SERVICES
HOUSING
TRANSPORTATION

The following services were given relatively low ratings (19% -- 35% - GOOD/SATISF.):

WASTE DISPOSAL
LAND USE
CONSUMER AFFAIRS
BUILDINGS & PROPERTY CONSERVATION
TAXATION
ENVIRONMENTAL MANAGEMENT
CORRECTIONAL

It should be noted that these categories of service ratings, based on percentage ranges, are arbitrary. They have been included as a guide for summary analysis.

Awareness of GRIP Concepts:

In terms of the total sample (175 questionnaires), there was fairly widespread understanding of the term: two tier; only moderate understanding of the term: functional approach; and minimal familiarity with the GRIP Proposals.

(NOTE: At the majority of the public presentations, questionnaires were distributed early in the meeting prior to the actual GRIP presentation)

GRIP Proposals:

The following GRIP Proposals, in terms of the total sample, received very high ratings (65% or above - VERY DESIR./DESIR.):

- Continuing local police patrols
- Establishment of an areawide fire prevention code
- Centralization of Police technical services

GRIP Proposals:

- Centralization of Fire technical services
- Establishment of areawide enforcement, inspection, and education (fire services)
- Organizing service delivery along functional lines

Cross Tabulation:

In terms of differentials of ratings for City, Town, and Village residents, the following are noted:

COURT SERVICES

Whereas the vast majority of town and village residents rated the Courts very highly, City residents registered identifiable dissatisfaction with Court services.

TAXATION

Village residents rated Taxation (as rendered in their community) quite favorably. Whereas town and City residents rated Taxation as unsatisfactory and very unsatisfactory respectively.

CREATION OF NEIGHBORHOOD COUNCILS

City residents indicated overwhelming support for the creation of a system of neighborhood councils; town residents also indicated strong support; village residents indicated less support than City or town residents.

COUNTY RESPONSIBILITY FOR WATER SUPPLY AND DISTRIBUTION

Whereas City and town residents indicated strong support for County responsibility for water supply and distribution services, village residents indicated strong disapproval of this proposal.

CENTRALIZATION OF BUILDINGS
AND PROPERTY CONSERVATION
FUNCTION

Another area where residence **had** an effect on ratings was the proposal for centralizing the buildings and property conservation function. City residents indicated strong support for this proposal; town residents indicated strong dissapproval; village residents indicated moderate approval with a high percentage of no responses.

It appears that the program of questionnaire distribution and analysis provided a satisfactory method of identifying broad patterns of public attitude to topics addressed by the GRIP Panel.

IMPLEMENTATION REQUIREMENTS

"Central to the solution of the nation's greatest urban problems is the creation of improved governmental machinery in metropolitan areas."

This quote taken from page 41 of the Committee for Economic Development's Report: Reshaping Government in Metropolitan Areas serves as introduction for this section of the GRIP report dealing with implementation requirements. The creation of a design for improved governmental machinery involves consideration of the legal requirements necessary for implementing the elements of that design. That is the purpose for this section on implementation requirements.

Under each service function, the GRIP recommendation for improving that function will be listed, followed by a statement outlining the requirements necessary for implementation.

PUBLIC SAFETY

Fire Services

GRIP Recommendation(s) :

Maintain the basic elements of the current professional-volunteer system of fire protection; establish an area-wide fire prevention code, with area-wide enforcement, inspection, and education. Technical services such as records, communications, dispatching, and arson investigation would be centralized.

Implementation Requirement(s) :

Implementation of an area-wide (county-wide) fire code could be established by the county under the municipal Home Rule Law. This would be achieved by the passage of a local law by the County Legislature. This area-wide fire code (as is the case currently with the state fire code) would apply only in those jurisdictions not covered by its own code.

Area-wide enforcement of the fire code would require the creation of an office of Fire Marshall by the County Legislature. This office would have the authority to enforce the area-wide code.

Implementation of the proposal to have the County provide centralized technical services could be achieved by a vote of the County Legislature to amend the County Charter. The amendment would authorize the County to perform those services.

This action would not require a referendum provided that the authority to perform those services is not taken away from the local municipalities. In providing centralized technical services, the County would simply be offering each local municipality the option of dropping the specialized services from its own budget and participating in the County Service program. However each local municipality would still have the authority to perform the services if so desired.

Police Services

GRIP Recommendation(s) :

Create a county-wide police patrol force for localities desiring such service. Local patrols would continue where desired, thus retaining local autonomy.

Technical and support services such as communications, laboratory services, tactical squad and training would be centralized at the county level.

Implementation Requirement(s) :

Implementation of the proposal for county patrol services would require the creation of patrol districts for those areas desiring the service. These patrol districts can be established in two ways. The State Legislature can establish the districts, or it can pass legislation permitting the establishment of patrol districts. If this state legislation pertained only to Monroe County, the action would require a Home Rule message from the County Legislature. State enabling legislation would also be required to authorize the transfer of responsibility for county-wide police patrol services from the Sheriff's Department to a County Department of Police Services.

The implementation requirements for centralized, technical and support police services would be the same as those listed previously for centralized, technical fire services, that is an amendment to the County Charter.

Traffic Safety and Engineering

GRIP Recommendation(s) :

Maintain current county traffic safety and engineering operation, with expansion of comprehensive services to all jurisdictions.

Implementation Requirement(s) :

The County Department of Traffic Engineering presently has the authority to provide a comprehensive range of services to the City of Rochester and all towns and villages in Monroe County.

Ambulance Services

GRIP Recommendation(s) :

Establish a county office of emergency coordination and planning for ambulance and other emergency services, with centralized communications, regulations, standards, and mutual aid system.

Implementation Requirement(s) :

Implementation of the recommendation to establish a county office of emergency coordination could be achieved through passage of state legislation, amending the General Municipal Law, to permit counties to establish an office to provide emergency services. Another means of implementation could be the passage of a specific act of the State Legislature to establish a county office of emergency coordination in Monroe County, under a Home Rule message.

Consumer Affairs

GRIP Recommendation(s) :

Improve county-level coordination and planning of the present public-private system.

Implementation Requirement(s) :

Improvement of the county-level Consumer Affairs function would require a strengthening of the Consumer Affairs Council by act of the County Legislature.

There is a proposal pending before the County Legislature for the creation of a Department of Consumer Affairs.

Courts

GRIP Recommendation(s) :

That a district court system be established on a countywide basis, but permitting towns to retain their justices by referendum.

Implementation Requirement(s) :

Implementation of the above GRIP recommendation would be strictly a state decision, and would require state legislation specifically applicable to Monroe County under a Home Rule message.

Corrections

GRIP Recommendation(s) :

Creation of a County Department of Correctional Services under the responsibility of the Commissioner of the County Department of Human Services.

Implementation Requirement(s) :

Implementation would require state legislation. It is possible to eliminate the requirement for mandatory referendum (and/or permissive referendum) if enabling State legislation does not require such.

HUMAN SERVICES

Public and Mental Health

GRIP Recommendation(s) :

Public and Mental Health services should continue to be a county-level responsibility. But the services should be delivered in a decentralized manner, integrated with other suitable services. Formal channels of citizen input should be created for the service delivery system, and for overall planning and evaluation of health services.

Implementation Requirement(s) :

The responsibility for the provision of public and mental health services already lies with the County. The program for the decentralized delivery of services would be administratively designed. The new system would have to be approved and funded by the County Legislature.

There may be restraints on the delivery system of some of these services due to federal and state mandate and/or funding.

Social Services

GRIP Recommendation(s) :

Social Services should be coordinated closely with related services such as Public and Mental Health. Planning and delivery of all these human services should be integrated.

Implementation Requirement(s) :

Same as Public and Mental Health Services.

Housing

GRIP Recommendation(s) :

Comprehensive planning for housing should be a county-level responsibility, with formal channels for citizen input. Housing needs for the county should be approached through an area-wide, coordinated, intergovernmental comprehensive planning process.

Implementation Requirement(s) :

The New York State Constitution prohibits counties from involvement in the housing function.

The County may plan for housing as part of its planning process, as is recommended. These plans, however, cannot be binding on local jurisdictions.

Arts, Cultural and Recreational

GRIP Recommendation(s) :

Planning and delivery of arts and culture should be integrated with parks and recreation services at both the county and local level.

Responsibilities for major recreational facilities and technical services should be centralized at the county level. Services should be delivered in a decentralized manner, with local units of government providing detailed programming for the more localized recreation services.

Implementation Requirement(s) :

The recommendation for the County to provide arts and cultural services can be implemented through a vote of the County Legislature, amending the County Charter authorizing the County to perform this function.

This action would not require a referendum provided that the authority to perform those services is not taken away from the local municipalities. In providing centralized facilities and technical services, the County would simply be offering each local municipality the option of dropping the specialized services from its own budget and participating in the County Service program. However each local municipality would still have the authority to perform the services if so desired.

The recommendation for authorizing the County to provide certain recreational services could be implemented by passage of a local law by the County Legislature.

PHYSICAL SERVICES

Solid Waste

GRIP Recommendation(s) :

Retain collection as a local service provided directly by government, or by private contracts. Disposal would become a county responsibility, at landfills for the short-term and with recycling as a long-term objective. The Solid Waste Advisory Council would be strengthened.

Implementation Requirement(s) :

The recommendations for disposal are being implemented by the County government. As of October, 1975 the County will assume responsibility for the disposal of City (Rochester) solid waste; collection service will remain the responsibility of the City. The County is developing a resource recovery facility for the recycling of solid waste.

Water Supply and Distribution

GRIP Recommendation(s) :

County government should have complete responsibility for all water supply and distribution. Planning for water services should be coordinated between the county and local planning agencies. The Water Authority should be abolished.

Implementation Requirement(s) :

The County government has the authority to establish water districts within the County. These would be similar to the sewer districts now in existence. An area would have to petition the County government in order to be designated a water district, and that would be subject to a permissive referendum.

To abolish the Water Authority would require passage of state legislation to that effect. Prior to this, the State Legislature would require a Home Rule Message from the County Legislature requesting that such an action be taken.

According to the law creating the Water Authority, upon payment of its bonds by the Water Authority, the County of Monroe becomes the owner of all Water Authority property. The County can then operate the system itself or lease back the property to the Authority to operate the system.

Highways and Bridges

GRIP Recommendation(s) :

Responsibilities should be clarified through a system of road classification. Planning and coordination of services between jurisdictions should be formalized.

Implementation Requirement(s) :

Implementation of the above recommendation would require action from all levels of government (from the State down) through inter-municipal agreements.

Land Use

GRIP Recommendation(s) :

Land use planning should be a county function, while zoning responsibilities would remain at the local level. Subdivision regulation and capital programming would be local responsibilities, with county-level assistance.

Implementation Requirement(s) :

Implementation of the above recommendation that land use planning for Monroe County be a County level responsibility could be achieved by a vote of the County Legislature to amend the County Charter. The amendment would authorize the County's performance of this function.

This action would not require a referendum provided that the authority or power to perform those functions is not taken away from the local municipalities. In providing the service, the County would simply be offering each local municipality the option of dropping the service from its budget and participating in the County service program. However, each local municipality would still have the authority to perform the service if so desired.

Buildings and Property Conservation

GRIP Recommendation(s) :

Buildings and Property Conservation function should be centralized at the county level.

Implementation Requirement(s) :

The recommendation to centralize the building and property conservation function at the county level could be achieved through passage of state legislation amending the General Municipal Law to

permit counties to undertake this function. Another means of implementation is the passage of a specific act of the State Legislature to give the authority for this function to Monroe County.

Although the function would be a County level responsibility, options could be created which could provide for the local performance of inspection and enforcement activities.

Transportation

GRIP Recommendation(s) :

A hierarchy of responsibility should be developed to improve comprehensive, integrated planning for transportation.

Implementation Requirement(s) :

Implementation of above recommendation would require action on the part of the Regional Transportation Authority, the County of Monroe and all local levels of government.

By nature of the fact that an Authority is involved, state legislation is required to change the status and role of the Transportation Authority.

Environmental Management

GRIP Recommendation(s) :

Strengthen the role and powers of the Environmental Management Council.

Implementation Requirement(s) :

To strengthen the Environmental Management Council would require state legislation since the Environmental Management Council was created by the State Legislature.

TAXATION

GRIP Recommendation(s) :

There should be a county-wide real property reassessment. More state and federal aid should be sought for education and social services.

Implementation Requirement(s) :

A county-wide reassessment would require a vote of the County Legislature.

jurisdictions in Monroe County, studied the two tier concept of government, and developed a comprehensive proposal for implementing a workable two tier system of government.

GRIP has presented concrete evidence that the functional approach to studying governmental reorganization is sound and viable. Governmental functions were successfully tested against designated values, and functional responsibilities were then reallocated. When completed, the GRIP process had created a comprehensive model for local government. By validating the functional approach, GRIP has reinforced the two tier concept as a concrete method for restructuring government.

Whereas other governmental reorganization projects have looked at isolated elements of restructuring, GRIP has offered a total package for improvement. Within the conceptual framework of two tiered organization, GRIP has produced a series of specific recommendations for restructuring local government along functional lines. Taken together they will serve as a planned series of steps toward achieving the long-range objective of neighborhood oriented - metropolitan government in Monroe County.

The accomplishments of the GRIP Project are due largely to the involvement and support of the Greater Rochester community. The GRIP process has achieved legitimacy and accountability by virtue of the diverse and respected membership of the GRIP Panel, the involvement of hundreds of observers, and through the project's extensive public education program. Hundreds of citizens in the community learned of GRIP first-hand through a series of public presentations. Thousands have read about GRIP as a result of its draft document distribution.

program. Presentations were made at County Legislature committee meetings. And GRIP received wide coverage in all areas of the media. The extent of community support is illustrated in the amount of local contributions to GRIP. Over a two year period almost \$100,000 was contributed to the GRIP Project on behalf of local government, business, industry, and private foundations.

Key Issues:

Despite the many accomplishments of the GRIP Project, certain questions in the fields of education and taxation remained unanswered at the conclusion of the project.

In November, 1974 GRIP Panel members concurred in making formal note that the broad area of public education, although essentially omitted from the Panel's work, is an important adjunct to any comprehensive study of governmental reorganization. The Panel members also agreed that the concepts and processes which had been applied in GRIP's study of local government are adaptable to the field of education. In fact, these particular concepts and processes should be applied to any subsequent studies of education. As an expression of its concern, the Panel adopted the following resolution:

It has been clear from the very first meeting of GRIP-NAPA that the general subject of education was eliminated as the subject for full panel review and discussion. This fact was made known by the chairman and also made clear by formal votes of the entire panel.

While we wish to observe your formal wishes, we cannot help but make certain observations in relation to the subject of education after we have gone through the various processes of the GRIP-NAPA panel for the last 18 months:

1. The quality of life for local citizens is directly affected by local education policies and resources as much as other services of local government.
2. It is and has been difficult to view local governmental services in the depth that we have and completely ignore education.
3. We only do half the job in remaking local government by remaking local government without considering the various serious needs of education.

We, therefore, wish to urge this panel to go on record to support an effort by this community to study, analyze, and make recommendations in the field of education which utilize the principles developed by GRIP-NAPA panel; namely, equity, effectiveness, efficiency, and accountability (citizen access and input), and, furthermore, we deem it a necessity that the local educational model should be viewed in terms of the two-tier model developed by GRIP-NAPA for the remainder of local government services.

The Panel indicated that the suggestion should be included in its report to NAPA and HUD and should be forwarded to a number of specific organizations including the Monroe County School Boards Association, Rochester City Council, Monroe County Legislature, the New York State Legislature, New York State Department of Education, and New York State Board of Regents, as well as to any other appropriate bodies later identified.

In Phase III, in an effort to study the potential effects of a disaggregation of City of Rochester boundaries on the City School District, a letter was sent to the Commissioner of the New York State Department of Education requesting information pertaining to the long range possibility of reconstituting the City of Rochester into 6-8 new local governments (i.e.: Model 1 - "ideal model"). The requested information included:

- 1) The State Education Department's view on what could and should happen to the City School District given the dissolution of the City as presently constituted.
- 2) The extent of legal options available for changing the status of the City School District to a central school district.
- 3) What size district the State Education Department finds legally and administratively preferable.
- 4) Answers to other related questions of organization and financing.

The State Department of Education was unable to provide specific information on any of the requested areas, citing the lack of detailed legal, financial, and organizational information available from GRIP.

Subsequent education related actions in Phase III included scheduling of meetings with City School Board and GRIP representatives to discuss the implications of GRIP's proposals on the City School District.

Although attempts were made to secure additional research information on matters of taxation and finance in Phase III, specific information on the financial implications of GRIP's recommendations was unavailable. However, it was noted that many of the unanswered taxation/finance questions of Phase III dealt with the "ideal model"

(Model 1), which was not adopted by the GRIP Panel for the lower tier form of government in November, 1974.

The Taxation Task Force reaffirmed its position that specific questions on a variety of taxation and finance issues are "on going" queries which should be addressed during implementation of governmental reorganization activities. The GRIP Panel position with regard to the taxation and financial implications of their recommendations is that, although no substantial increase or decrease of taxes is foreseen, a more equitable distribution of the tax burden between local governments is expected.

Future of GRIP:

The future of the GRIP Project should be viewed in terms of not only local, but national value. On the local level continued volunteer efforts on behalf of some Panel members to promote the GRIP recommendations in the Rochester/Monroe County community are expected. Actual implementation of the GRIP recommendations will be left largely up to the political process. In this regard two developments are worth noting. The first is a demonstrated receptivity by the County Manager and members of the County Legislature towards specific recommendations (i.e.: Corrections, Solid Waste, Consumer Affairs, and Police Services). Secondly, it is anticipated that a number of political candidates, both Democrat and Republican, City and suburban, will adopt sections of the GRIP Report in their campaign platforms.

On a national level the GRIP Project offers long range benefits. Lessons learned from the GRIP Project provide standards for future

governmental reorganization efforts. The experience and accomplishments of the GRIP Project were key factors in influencing the Department of Housing and Urban Development to agree to fund two additional NAPA studies of governmental reorganization. It is probable, that as a result of the GRIP experience, representative groups will formally continue to advise future NAPA workshops.

The GRIP Project began as a forward looking, pragmatic plan of restructuring local government in Monroe County, to achieve improved equity, efficiency, economy, and accountability. It is hoped that the implementation of GRIP's recommendations will continue in the same spirit. May 15, 1975 marks the formal conclusion of the GRIP Project. Yet this conclusion should immediately signal the beginning of necessary community consideration toward adopting governmental reorganization strategies. GRIP's proposals should serve as an important foundation for the development of these strategies in Rochester/Monroe County, New York.

LIST OF APPENDICES

- APPENDIX I
 - GRIP Membership List
- APPENDIX II
 - GRIP Observers and Resource Persons List
- APPENDIX III
 - Functional Breakdown
- APPENDIX IV
 - Functional Responsibilities Matrix
- APPENDIX V
 - Shared Service Responsibilities Matrix
- APPENDIX VI
 - Monroe County Library System - Outline of Two-Tier Organization
- APPENDIX VII
 - Public Safety Task Force Report: "Corrections"
- APPENDIX VIII
 - Upper Tier Task Force Report: "County (Community) Service District Model"
- APPENDIX IX
 - Phase III Public Education Program.
Included:
 - 1) Schedule of GRIP Public Presentations
 - 2) GRIP Media Placements
 - 3) Public Presentation Questionnaire
 - 4) Local Newspaper Articles
 - 5) GRIP Panel Members' Newspaper Articles
 - 6) Draft Document Distribution Listing
- APPENDIX X
 - Monroe County Charter Commission:
A Plan For Better Government in Monroe County; Part I Summary, August, 1974
- APPENDIX XI
 - Demographic Data on Community Identification in Monroe County
- APPENDIX XII
 - Function Category Budget Items
- APPENDIX XIII
 - Memoranda of Comment, Reservation or Dissent (November 15, 1974, GRIP Report)
- APPENDIX XIV
 - Citizen Participation

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FORMER MEMBERS OF THE GREATER ROCHESTER INTERGOVERNMENTAL PANEL

1. Wyoma Best
2. Peter Broikou
3. Leslie H. Calder
4. Angelo J. Chiarella
5. James Colombo (Deceased, 1974)
6. Eugene C. Dorsey
7. Kermit E. Hill
8. John R. Parrinello
9. John D. Perry
10. Frederic S. Welsh

OBSERVERS
TO THE GREATER ROCHESTER INTERGOVERNMENTAL PANEL

Charles Warren (National Academy of Public Administration), Nancy Dubner, Craig Smith (Director, Center for Governmental Research), Anna Bundschuh (League of Women Voters), David Beier (New York Civil Liberties Union), Stuart Denslow (Director, Genesee Finger Lakes Regional Planning Board), Richard Flynn (Director, Governmental Action Task Force), Thomas Frey (State Assemblyman), Christian Kling, Mrs. John Lawless, Virginia Mackey (Judicial Process Commission), Louise Slaughter, Mary Spurrier, Paul Thayer (Genesee Ecumenical Ministries), William Uptegrove (Director of Planning, Monroe County), Ray Keefe (Director of Public Works, Monroe County), Betty Schaefer, Kathy Kling, Shirley Strother, John Hostutler, Marilyn Hare (Member, Monroe County Legislature), Richard Wilson (Member, Monroe County Legislature), Wyoma Best, Guthrie Birkhead (Associate Dean, Syracuse University), Art Wilm, Leo Carey, Louis DeVoe, Eugene Dorsey, Lou Grumet, Jerry Kelly, Harold Rakov (Vice President, State University College at Brockport), John Parrinello, Kermit Hill, Caroline Vitale, Arthur Deutsch, Evan Rogers (Professor, Alfred University), Robert Stevens (Assistant Professor, Monroe Community College), Nancy Johnson, Barbara Zartman, Robert Kesel, Daniel Coyne, Harold Bellinger, Robert Dey (Assistant Director of University Development, University of Rochester), John McNab, Bruce D. Wolfanger (Assistant Treasurer, University of Rochester), Robert Scheerschmidt (Manager, State and Local Government Marketing for the Xerox Corporation), Roberta Barnes (Member, Town Board of Mendon), Albert Kaiser, Eve Block, Scott LaBounty, Carolyn Zaroff, Charles Griffin, Donald Riley (Supervisor, Town of Greece), Kenneth Hooper, Reverend Melvin Hoover, Robert Castiglione, Joseph Moscato (President, Federation of Monroe County Police Officers, Inc.), Virginia Bergin, Mrs. Harold Anderson, Ann Nelson, Toby Hayes, Peter Allen, Deputy Rooksby, Howard Cort, Peter Broikou (Vice President of Administration, Rochester Telephone Corporation), Joanne Harap, Bernadette Gonzalez, Sally Knorr, Ronald Klineman, Julia Day, Thomas Toole, Florence Saiger, Corine Wilson, Ed Stromberg, J. Robert Tuthill, Ed Saphar, Audrey Saphar, Jean Bub, Jack Doyle, Ruth McMullin, John Owen.

Graham Annett, Judge David Boehm, Raymond E. Cornelius, John Darcy, Douglas Dodge, Carl Guldenshuh, Thomas Hastings (Police Commissioner, City of Rochester), George Heisel, Gerald Paul, Andrew Meloni, John Shields, Dennis Walsh, Charles Willis, Marvin Drake (Fire Commissioner, City of Rochester), William Bailey, Vernon Pickett, Richard Siebert, Morton Fink, Chief Gene Shaw, Chief Hare, Lieutenant Pelligrino, Major Yockel, Mark Tuohey, Lieutenant Norman Doe, Carol McDonald, Irene Borroff, Lynette Bolger, Bill McDonald, William Lombard (Sheriff of Monroe County), Robert Stanwick, Wesley Wooden, Josh Stulburg, Carolyn Micklum, Larry Goldstein, Eleanor Potter.

Beth Neiger, (League of Women Voters), Michael Miller (Councilman, Town of Brighton), William Casey (Councilman, Town of Greece), Gordon Anderson (Member, Monroe County Legislature), Mark Masse, Squire Kingston (Supervisor, Town of Mendon), Robert Maurice (Councilman, Town of Greece), Carol Kaman, Robert Cridle (Councilman, Town of Chili), Robert Slentz (Councilman, Town of Wheatland).

Thomas Hall (Member, Monroe County Legislature), John Hoff (Member, Monroe County Legislature), James Nagle (Member, Monroe County Legislature), Walter G.A. Muench (Member, Monroe County Legislature), Beatrice Bibby, Gordon Howe (former Manager, County of Monroe), Richard McKnight, Dorothy Phillips, Gordon Johnson (Budget Director, County of Monroe), Mrs. Frank Hutchins, Betty Hills, Richard Pine, Lauralee Over, Paul Grattet, John Williams (Member, Monroe County Legislature), Fred Buse, William Warren III (Councilman, Town of Brighton), Charles Schmidt (Councilman, Town of Henrietta), William Kelly (Member, Monroe County Legislature), Arthur Stern, Richard Wiles (Supervisor, Town of Brighton), Gary Proud (Member, Monroe County Legislature), Henry Kujawa (Councilman, Town of Webster), William Thompson, Richard Crilly, Peter Faber, Jann Packard (Executive Director, Monroe County School Boards Association).

RESOURCE PEOPLE WHO SERVED VARIOUS TASK FORCES DURING PHASE I OF THE PROJECT

TAXATION and PUBLIC SAFETY: People sitting on these task forces as resource people were also members of these task forces.

HUMAN SERVICES: Susan Saunders (Director, Citizen Participation Unit, Community Mental Division, Strong Memorial Hospital, Rochester), Dr. Kenneth Woodward (Director, Rochester Health Network), Dr. Harold Miles (former Director of Mental Health Services, County of Monroe), Dr. William Hart (Director, Rochester Mental Health Center), Dr. Wendell Ames, James Reed (Director of Social Services, County of Monroe), Dow Drukker (United Community Chest of Greater Rochester, Inc.), William Allen (Executive Director, Council on Aging), James Hunt (former Director of the Family Services Agency), Al Setti (City/County Youth Board), Betty Montgomery (Monroe County Office for the Aging), Walter Weinkert (Director, Genesee Region Health Planning Council Inc.), Neil Jaschik (Monroe County Department of Planning), Rolf Zerges (Urban Development Corporation of Greater Rochester), Joanne Elferink (Rochester Housing Authority), Betty Allinger, Alma Greene (Rochester Housing Council), Allan Whitcomb (Rochester Housing Council), Kevin Branigan, Dan Meyers (Director, Retired Seniors Volunteer Program of the Monroe County Council on Aging), Robert Pierson (Director of Recreation for the Town of Perinton), Robert Dispenza (Director of Recreation for the City of Rochester), Al Grant (Director of Parks for the County of Monroe), Mrs. Pat Wild (Monroe County Arts Resource Committee).

PHYSICAL SERVICES: Kenneth Passero (former Commissioner of the Department of Public Works for the City of Rochester), Chris Christiansen (Solid Waste Director for the County of Monroe), Edward Watson (Director, Bureau of Sanitation for the City of Rochester), Chris Porti (President of the Monroe County Refuse Collectors Association), Larry Schatzel (Executive Director of the Monroe County Refuse Collectors Association), June Barr, Bernard Perry (Regional Director, New York State Department of Transportation), Robert Tylock (District Planning Engineer, New York State Department of Transportation), William Kintz (Superintendent

of Highways, Town of Greece), Bernard Ornt (Superintendent of Perinton Highway Department), Robert Gustafson (Chairman of the Monroe County Planning Council), Charles Moore, Ann Taylor (Planning Bureau of the City of Rochester), Tom Riley (Rochester Telephone Corporation), George Scardetta (City of Rochester Water Bureau), Al Woodhead (Monroe County Water Authority), William Larsen, Robert Elliot (Department of Public Works, Village of Hilton), Mayor Harloff (Mayor of the Village of Webster), Lou Childs (Environmental Management Council of Monroe County), Harry Sine (Sierra Club), Ray Schroder (New York State Department of Environmental Conservation), Graham Cox (Assistant, Environmental Management Council of Monroe County), Lawrence Dawson (Chairman of the Penfield Planning Board), Michael Dudman (Senior Administrative Analyst, Department of Buildings and Property Conservation for the City of Rochester), Charles Ackerman (Supervisor of Buildings for the Town of Penfield), Robert Black (Chairman, Rochester-Genesee Regional Transportation Authority), Robert Axe (Executive Director, Rochester-Genesee Regional Transportation Authority), Jean Crapsey (Commissioner, Rochester-Genesee Regional Transportation Authority), William Evens (Genesee Finger Lakes Regional Planning Board).

GRIP

GREATER ROCHESTER INTERGOVERNMENTAL PANEL

Areas of concern for the Task force on Public Safety are:

Police Function

patrols
records and files
communications
criminal investigations
identification
laboratory services
property management/maintenance

FIRE FUNCTION

fire regulations
inspection
investigations
communications
operation, maintenance fire fighting equip.
inspection of motor vehicle supply stations

JUDICIAL FUNCTION

County Court
City Court
Town and Village Courts
Incompetency Referees
Family Court
Surrogate Court
Commissioner of Jurors
District Attorney
Legal Services
Public Defender
Public Administrator
Grand Jury

DETENTION/CORRECTION

jail
penitentiary
probation
parole
rehabilitation

Public Safety Task Force (cont.)

CRIME CONTROL

planning, preparing, administering and evaluating projects funded under the Safe Streets Act.

TRAFFIC SAFETY

traffic regulations
traffic engineering
traffic control

CIVIL DEFENSE

MUTUAL AID FIRE, POLICE AND AMBULANCE

WEIGHTS AND MEASURES

consumer protection services

GRIP

GREATER ROCHESTER INTERGOVERNMENTAL PANEL

Areas of concern for the Task Force on Human Services are:

MENTAL HEALTH

mental health programs
narcotic guidance council

PUBLIC HEALTH

medical examiner
county health dept. programs
medical assistance programs
county laboratory
neighborhood health clinics
hospital inspections
environmental health and sanitation
food inspection
immunization, quarantine
vital statistics
maternal and child care
air pollution programs
rodent control

SOCIAL SERVICES

children's rehabilitation facilities
veterans' service agencies
public welfare
food on the table programs
senior citizens

COMMUNITY SERVICES

community services
Model Cities
cultural activities -museum, planetarium
libraries
animal control

HOUSING

Rochester Housing Authority
urban renewal
Urban Development Corporation

GRIP

GREATER ROCHESTER INTERGOVERNMENTAL PANEL

Areas for concern for the Task Force on Physical Services are:

<u>PUBLIC WORKS</u>	refuse collection, disposal forestry construction, maintenance, repair of streets municipal property maintenance engineering street lighting water - purification, distribution, billing, maintenance of facilities street cleaning maintenance - roads and bridges cemeteries
<u>SANITATION, DRAINAGE</u>	pure waters sewage, collection, treatment, disposal
<u>PARKS, RECREATION</u>	recreation programs - senior citizen, adult, children maintenance park, recreation facilities zoo War Memorial stadium
<u>BUILDING, PROPERTY CONSERVATION</u>	code compliance inspection demolitions
<u>TRANSPORTATION</u>	airport municipal parking regional transportation port authority
<u>PLANNING</u>	land use - redevelopment, rehabilitation capital programs zoning Genesee Regional Transportation Authority
<u>ENVIRONMENTAL MANAGEMENT</u>	pollution control

GRIP

GREATER ROCHESTER INTERGOVERNMENTAL PANEL

Areas of concern for the Task Force on Taxation, Finance & Intergovernmental Relations are:

TAXATION property assessment
levy, collect taxes

FINANCE borrow money
manage debt
purchasing
off-track betting

INTERGOVERNMENTAL RELATIONS federal funding
federal program review
community relations
citizen participation

ADMINISTRATION licenses
elections
personnel
Civil Service

EDUCATION primary
secondary
higher

Functional Responsibility Matrix APPENDIX IV

Activities: Planning, Funding, Delivery, Regulation

<u>Activities: Planning, Funding, Delivery, etc.</u>	<u>Areawide</u>	<u>Local</u>	<u>Shared</u>
<u>Function/subfunction</u>			
Traffic Safety & Engineering			P ₁
traffic control (all roads)	F D		P ₁
traffic studies (all roads)	F D R		P ₁
engineering design	P F D R		P ₁
lighting - county roads	F D R		P ₁
- local streets		F D R	P ₁
parking - county roads		F D R	P ₁
- local streets		F D R	P ₂

P₁ - Upper Tier (county) Dominant emphasis
P₂ - Lower Tier (local) Dominant emphasis

<u>Ambulance Services</u>	R	(P F D)
service - private	R	P F D
- volunteer	P F D	
communication - private	P	F D
- volunteer	F D	
planning/coordination - private	F D	(F I
- volunteer	P	F I
training - private	P	R
- volunteer		

() = private involvement

() = private involvement
FD₁ - Upper Tier Dominant emphasis
State involvement - regulation of service and training
- delivery of planning and coordination services

<u>Fire Protection Services</u>	P F D	P1
fire suppression	F D	
fire prevention code	P F	
fire code enforcement	P F	
fire code inspection	P F	
fire code education	P F	
records & analysis	P F	
communication	P F D	P F
dispatching	P F D	
training	P F D	P F
arson investigation	P F D	P F
equipment purchase	P F D	
maintenance & storage	P F D	P1
special equipment	F D	
mutual aids - standards	P F D	
- agreements		P1
facilities planning & funding	P F D	P1

Upper Tier Dominant emphasis

P₁/PFD₁ - UP
Evaluation?

While planning for fire prevention code, records and analysis, communication and dispatch services as an areawide responsibility, there is a desire local input into that process.

*The Matrix does not include the corrections function. This analysis by the Public Safety Task Force.

Function/subfunctionPolice Services
patrol - areawide
- local

technical services

	<u>Areawide</u>	<u>Local</u>	<u>Shared</u>
	D ¹ R		
	F D R	P F D R	P ₁ F
			P ₁

D¹ - areawide responsibility with decentralized delivery (by district)
 P₁ - Upper Tier Dominant emphasis

Consumer Affairs
complaintsprotection/enforcement
information
education*

P	F	R*	
P	F	D R	P ₁ D
P	F	D R	
	F	R	P D

* - Upper Tier dominant emphasis
 ** - private involvement also in Regulation
 *** - private involvement in funding and delivery

Creation/Library/
arts/ Cultural Services
ordering, cataloging
interlibrary loan service
book & material lending
reference library

P	F	D R	
P	F	R	
	P F D R		D
	P F D R		

arts, cultural, recreational -
 physical facilities - areawide
 - local
 programming - areawide
 - local

F D R		
F D	F D R	P ₁
	F D	P ₂
	F D	P ₁
	F D	P ₂

- Upper Tier dominant emphasis
 - Lower Tier dominant emphasis

Building
construction
maintenance,
cemement

F		
	R	P D R
P F D R		P

aintenance' - private role in funding & delivery

<u>Function/subfunction</u>	<u>Areawide</u>	<u>Local</u>	<u>Shared</u>
<u>Public Health Services</u>			
clinics	P F D R		
nursing	P F D R		
vital statistics	P F D R		
laboratory	P F D R		
medical examiner	P F D R		
placement & service review (medical & chronic care)	P F D R		

While responsibility is areawide, totally, there is desire for local input in planning for all services and local delivery of certain services -but- this local role is not necessarily that of local government.

<u>Mental Health Services</u>	
court clinic	P F D R
alcohol treatment center	P F D R
drug abuse	P F D R
contractual services*	P F D R

While responsibility is totally areawide, there is desire for local input in planning for all services and local delivery of certain services (drug abuse contractual services) - but- this local role is not necessarily that of local government.

* contractual services - decentralized delivery geographically.
- decentralized through contract with private agencies

<u>Social Services</u>	
basic assistance	P F D R
medical assistance	P F D R
food stamps	P F D R
child care	P F D R
protective services	P F D R
counseling services	P F D R
records	P F D R

same as Mental and Public Health Services - local input and administrative decentralization.

<u>Water Service</u>	
supply & treatment distribution	F D F D

P1 - Upper Tier dominant emphasis

P1
P1

Shared Responsibilities

This paper represents suggested roles for the lower tier unit in the sharing responsibilities where the areawide unit will play the dominant role. In this instance, dominant role refers to major role for staffing, input, and/or ultimate decision making. Working from the list of possible roles in the sharing of services (as suggested in previous discussions) a shared responsibility matrix had been formulated and presented below. This matrix is presented to the GRIP Panel as being reasonable and, insofar as possible, consistent with concerns expressed during Phase I of this project.

The possible roles for the lower tier unit in shared responsibilities where upper tier is dominant, should include:

1. The power to veto absolutely a plan of action for the service related to the shared responsibility;
2. Power to veto subject to override by areawide unit with specific number (e.g., majority plus one; 2/3 majority);
3. Power to veto subject to override by the areawide unit with simple majority;
4. Power to delay action for a period of time (within which community can review and comment on proposed action);
5. Power of review and comment (within specified period of time--say 60 days--prior to legislative action on proposed plan);
6. Power to advise areawide unit (this could occur formally during the planning process rather than a post review and comment--also would occur in cases where review and comment did not apply);
7. Power to evaluate and recommend (for services being delivered within local jurisdiction, lower tier would have authority to request an evaluation of the sufficiency and effectiveness of these services and also to recommend appropriate changes in services);
8. Power to appeal to higher level;

9. Power to propose--this is the barest level of lower tier involvement.

It is assumed that these powers are given to the lower tier unit for purposes of participating in the planning and decision making for areawide services as they directly affect the lower tier jurisdiction.

SHARED SERVICES RESPONSIBILITY MATRIX

Shared Services with Arewide Dominance

SHARED SERVICES RESPONSIBILITY MATRIX

Shared Services with Areawide Dominance (Cont.)

Recommended Responsibility	Local Role	Planning	Funding	Delivery	Regulation
		P	PR	P	P
6. Arts, Culture, Recreation				<u>3,5,6,7,9</u>	
Arts, culture, recreation					
7. <u>Housing</u>					
Production (<u>Provision of Housing</u>)				<u>4,5,6,9</u>	
Maintenance				<u>5,6,7</u>	
When local unit assumes its responsibility					
it is dominant and roles are reversed.					
8. <u>Water Services</u>				<u>5</u>	
Supply and treatment					
Distribution					
9. <u>Building and Property Conservation</u>				<u>2,5,7,9</u>	
Inspection and enforcement					
10. <u>Transportation</u>					
Air, water, rail transit				<u>2,5,6,7,9</u>	
Where community is directly affected by plains.					
11. <u>Highways & Bridges</u>					
All services except snow and ice control				<u>5,6,9</u>	
Construction, maintenance					
P					Personnel & Equipment
D					

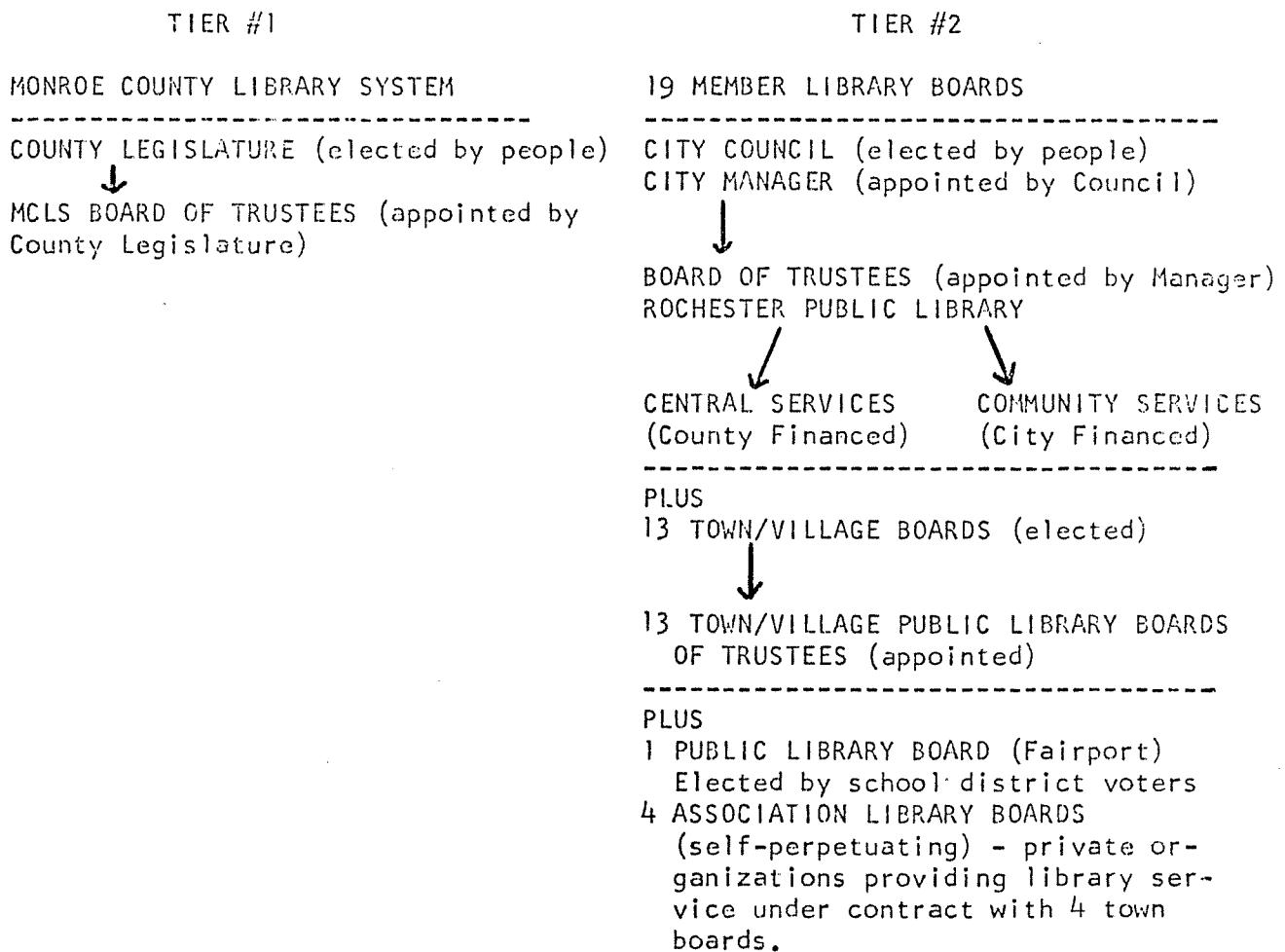
SHARED SERVICES RESPONSIBILITY MATRIX

Shared Services With Areawide Dominance (Cont.)

Recommended Responsibility	Local Role	Planning	Funding	Delivery	Regulation
		P	P	P	P
12. <u>Environmental Management</u>					
	Development review	5,6,9	-	-	-
	Sewage treatment and disposal	<u>3,15</u>	-	-	-
	Environmental index (inventory - open space)	<u>5,6,9</u>	-	-	-
13. <u>Solid Waste</u>					
	Disposal	4,5,6,9	-	-	5,6,9
	Collection	-	-	-	5,6,9
	Local dominance in planning of collection services -- area role is reversed.				
14. <u>Land Use</u>					
	Planning local	5,6,9	-	Money & Personnel	5,6,9
	Subdivision	-	-	-	5,6,9
	Local dominance in local zoning & capital programming.				

Let us take a look at MCLS in terms of: its two-tier organization, the respective missions and services divided among the two tiers and citizen participation.

MCLS TWO-TIER ORGANIZATION



MCLS TWO-TIER MISSIONS

MCLS: TIER #1

1. To guarantee access by all Monroe County residents to all libraries through reciprocal borrowing and return privileges and inter-library loan.
2. To assist member libraries to improve their service programs through: centralized support services, materials grants, cash grants, training programs and advisory services.
3. To seek funds from state, county

MEMBER LIBRARIES: TIER #2

1. To make their services and materials accessible during hours convenient to the public; to offer an adequate choice of library materials (print and non-print), and to seek to provide materials via inter-library loan when requested by the public but not owned by their libraries.
2. To seek funds from their local governments; to select director and staff; to set policies on materials selection; and to maintain adequate physical plants.

February 11, 1975

TO: Henry Williams, Jr., Chairman, GRIP Panel
FROM: Public Safety Task Force, Joseph Esposito, Chairman
SUBJECT: Final Report

The charge before the Public Safety Task Force was to study the Corrections function vis-a-vis governmental structure. Due to time and funding constraints, detailed analysis of the quantity and quality of specific correctional services was not possible. The Monroe County Charter Commission's Report on Correctional Services was utilized as a study document.

Three meetings were held by the Public Safety Task Force. These meetings included: presentation of the Charter Commission's Report on Correctional Services by Craig Smith of the Center for Governmental Research, discussion of the Charter Commission Report's recommendations, and follow up discussion and deliberation. Specifically the two recommendations of the Monroe County Charter Commission Report on Correctional Services were listed as follows:

- 1) Preliminary Recommendations addendum to Monroe County Charter Study Paper # 17
May 29, 1974
re: PROBATION (attached)
- 2) Preliminary Recommendations addendum to Monroe County Charter Study Paper # 18
May 29, 1974
re: CORRECTIONS (attached)

Those Task Force members who attended each of the three meetings displayed deep interest in the Correctional Services function, displayed commitment to open ended discussion and debate. The sessions focused exclusively on the charged area of Correctional Services.

Discussion and debate at the final Task Force meeting, held on January 17, 1975, focused primarily on the Monroe County

Charter Commission's Report on Corrections (Study Paper # 18, 1.). This was due to the actions taken on behalf of Monroe County with regard to Probation Services (i.e.: Study Paper # 17). A County Department of Human Services* has been established and a Commissioner has been appointed. Thus deliberation and subsequent approval of the Charter Commission Report's recommendation on Probation amounted to formal recognition of the County departmental structures.

A vote of consensus, on behalf of the Public Safety Task Force, for acceptance or rejection of the recommendations on Corrections was not possible. Chairman Esposito moved that Task Force members file their individual position papers on the Monroe County Charter Commission Report's recommendation. (i.e.: Study Paper # 18,1.).

It should be noted that throughout the three meetings of the Public Safety Task Force respect was continually voiced in support of the performances by both the County Sheriff and the Superintendent of Jails. The search for alternatives to existing Corrections structures was undertaken based on the fundamental goals of improved equity, efficiency, and citizen accessibility.

Individual position papers were received, by Chairman Esposito, from seven Public Safety Task Force members.

Pursuant to the discussion of the Task Force on January 17, 1975, written comments on the Charter Commission Report's recommendation on Corrections were enclosed.

(NOTE: As mentioned previously, the County of Monroe has taken steps toward implementing the Report's recommendation on Probation).

Five of the six position papers supported the establishment of a separate County Department of Correctional Services:

1. "Creation of a Department of Correctional Services; director appointed by the County Manager, to manage the county jail

and to provide for the care and custody of both sentenced and non-sentenced inmates. The director would also be responsible for the planning and development of community-based correctional programs. The department would be responsible to the Commissioner of Human Services."

(Addendum to the County Charter Study Paper # 18, May 29, 1974).

The sixth position paper questioned the rationale behind proposed changes in the interrelationships of Correctional Services departments. The seventh position paper was opposed to the creation of a separate Department of Correctional Services, and supported the continuation of correctional facility operations under the jurisdiction of the Sheriff's Department. The Chairman of the Public Safety Task Force supported the establishment of a separate County Department of Correctional Services. In conclusion, the consensus of the filed Public Safety Task Force position papers indicates:

- 1) Recognition and approval of the Monroe County Charter Commission Report's recommendation on Probation.
- 2) Approval of the Monroe County Charter Commission Report's recommendation for the creation of a Department of Correctional Services under the responsibility of the Commissioner of Human Services.

* The terms County Department of Human Services and Human Resources are being used interchangeably.

Preliminary Recommendations

1. Consolidate the Adult and Family Court Probation Departments. The services of both of these departments should be consolidated. A director appointed by the County Manager would oversee the operation of the department. The department would be responsible to the Commissioner of Human Services.

Preliminary Recommendations

1. Create a Department of Correctional Services. A Department of Correctional Services should be created and a director appointed by the County Manager to manage the county jail and to provide for the care and custody of both sentenced and non-sentenced inmates in secure and non-secure facilities. The director would also be responsible for the planning and development of community-based correctional programs. The department would be responsible to the Commissioner of Human Services.

APPENDIX VIII

COMMUNITY/(COUNTY) SERVICE DISTRICT MODEL

A Report of
the
GRIP-NAPA
Upper Tier Task Force

February, 1975

February 27, 1975

TO: Henry Williams, Chairman, GRIP Panel
FROM: Upper Tier Task Force, Barry Jesmer, Chairman
SUBJECT: Final Report

The charge to the Upper Tier Task Force for Phase III of the GRIP project was to design Community Service Districts (CSD) for the decentralized delivery of certain areawide services and to incorporate in that design a mechanism for citizen participation. The design of these Community Service Districts (CSD) is built around 6 basic elements:

1. The purpose of the CSD
2. The relationship of the CSD with the county government structure
3. The service delivery program for the CSD
4. The boundaries for the CSD and the criteria for establishing those boundaries
5. The role of the local units of government in the CSD
6. The role, power and level of citizen participation in the CSD

GRIP established criteria for analyzing governmental functions and re-aligning the level of responsibility for those functions. The criteria are equity, effectiveness and efficiency, and citizen access and input. For certain areawide functions, defined elsewhere by GRIP-NAPA, these criteria can best be achieved through the centralization of administration and planning for services coupled with decentralized delivery of those services. The intent behind establishing Community Service Districts would be to:

- improve communication and recommendations with regard to the performance of public services within community areas;
- allow citizens increased access to the planning, budgeting, programming and legislative processes of government;
- decrease the alienation of citizens from government;
- improve the integrated delivery and quality of county services;
- increase the accountability of county officials for their performance;

Assuming the implementation of the model governmental structure proposed by GRIP, a system of Community Service Districts would be designed for the decentralized and integrated delivery of services under each functional category, within each CSD. These functional categories are: Human Services, Physical Services, and Public Safety Services. This plan is based upon a reorganization of the County government, both County Legislature and County Administration, along functional lines. Reorganization of the County government would require examination of existing administrative and legislative structures, analysis of proposed reorganization structures, and planning for scheduled implementation. Specific County Administrative Councils and County Legislative Committees, corresponding to the three functional categories, would have to be established prior to the design of citizen (advisory) boards.

With the County government organized administratively and legislatively along functional lines, two way channels of communication would be created between CSD citizen (advisory) boards and the upper tier (County) government. With assistance and input from representatives of citizen (advisory) boards, the service delivery program for each CSD would be determined by the County Manager with the approval of the County Legislature.

Service delivery programs would be designed for each functional category and would be tailored to the individual characteristics and needs of each CSD. Under each functional category specific service needs would be identified, for areas located within each CSD, based on particular characteristics of the individual areas. The identification of specific service needs would precede the formal design of service delivery programs.

Example: Under the functional category of Human Services there are a range of services (i.e.: Public and Mental Health, Social, and Community Services) which would be delivered corresponding to the specific service needs (i.e.: day care, drug treatment programs, recreation, youth services, counseling) of areas located within each CSD.

The jurisdictional boundaries of the CSDs should, to the extent possible, encompass residents with common and interrelated needs, concerns and associations. The criteria here would include:

- A) Determination of the specific service needs (identification of service points) for decentralized service delivery under the three functional categories.
- B) Physical (natural and man-made) dividers (e.g., lakes, rivers, bays, canals, railroads, expressways, and large contiguous areas of non-residential land uses)
- C) Primary social, economic, political or historical associations (e.g., schools, social or ethnic groups, village centers, neighborhood shopping areas or assembly points, libraries, churches, town halls, fire companies, etc.)
- D) Transportation or communication links (e.g., transit services, newspapers, post offices, neighborhood and collector streets, etc.)
- E) Common service districts and facilities (e.g., elementary schools, libraries, recreation, fire protection, sewers, sidewalks, and other neighborhood type services)

A number of CSDs should be created within the City of Rochester long boundaries fitting the above criteria. The southwest quadrant of the City is a good example of a potential CSD. (The County Human Resources Council has selected that area as a test area for the centralized and integrated delivery of human services). Outside the City, CSD's would be formed by building off of existing lower order units (i.e.: grouping smaller towns and villages and dividing larger towns), which would create fixed boundary lines for the CSDs, following the above criteria (a through e) as closely as possible. Each CSD would have a Citizen Board comprised of residents of area served by the CSD. Representatives to the Citizen Board

would be selected from the lower tier governmental units located within each CSD. The number of citizens on the CSD Citizen Boards and the selection process, other than what is described above, has yet to be determined. The CSD Citizen Boards would have as their major advisory responsibilities:

- a) identifying community needs for services within each functional category;
- b) participation in setting service priorities within each functional area.
- c) evaluation of the services delivered.
- d) participation in designing service delivery programs for each functional area.

Each Citizen Board would be organized into three functional category subcommittees, corresponding to the three functional categories of Human Services, Physical Services, and Public Safety Services. A representative, of each functional category subcommittee, from each CSD Citizen Board would serve on an advisory committee to the corresponding County Legislative Committee. This is assuming that the recommendation to create standing committees in the Legislature on Human Services, Physical Services, and Public Safety Services is implemented. A representative, of each functional category subcommittee, from each CSD Citizen Board would also serve on the corresponding administrative service council. These councils have the responsibility for preparing a comprehensive functional plan for each functional category - Human Services, Physical Services, Public Safety Services.

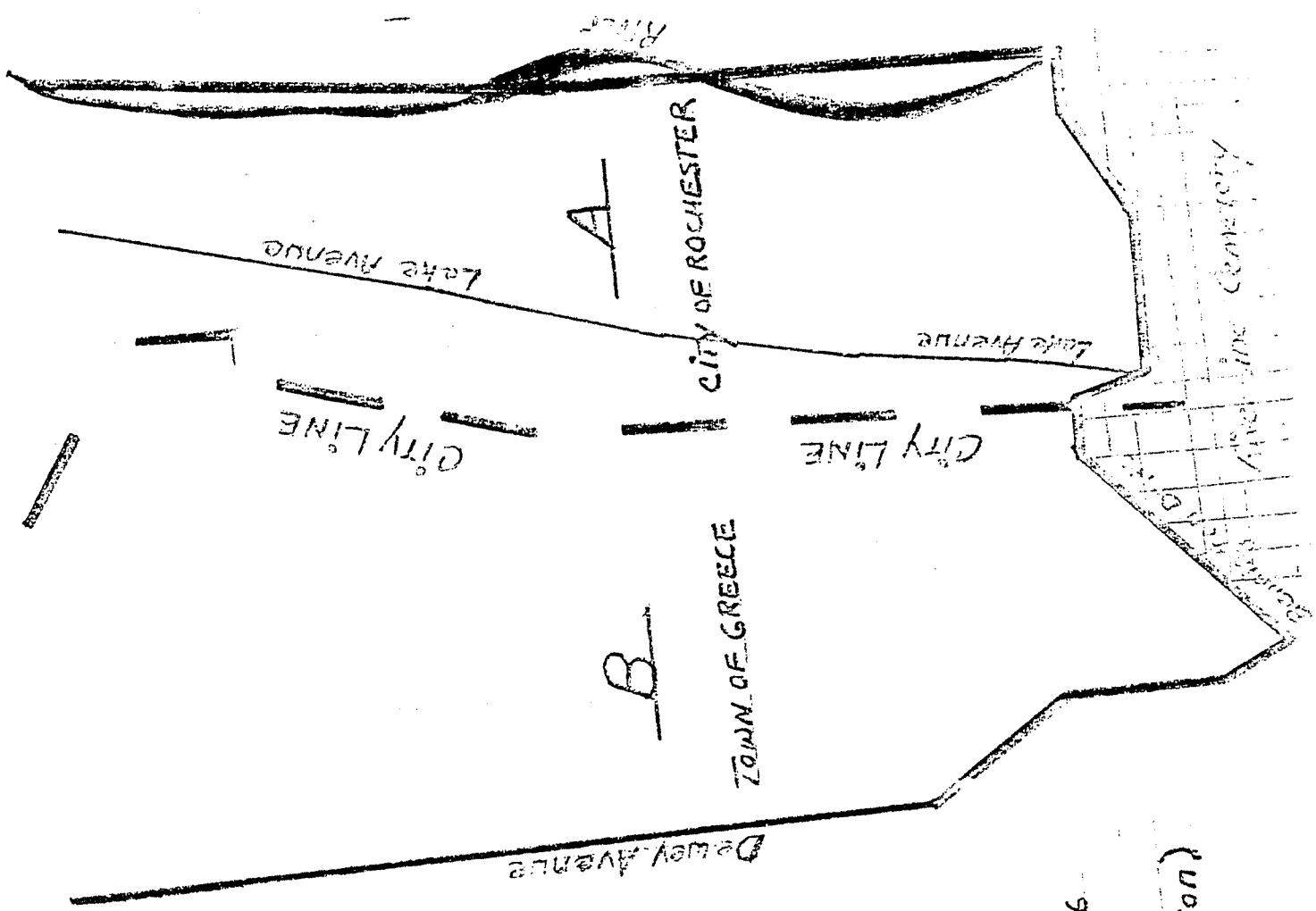
The Upper Tier Task Force, in designing a Community Service District Model as charged, in Phase III considered the following: designation of geographic areal boundaries appropriate for establishing

CSDs, identification of necessary structural interrelationships (administrative and legislative) at the County level, and the incorporation of formal mechanisms for citizen participation in the CSD Model. It was concluded that the Community Service District Model (designed for the centralization of administration and planning, and the decentralized delivery of certain areawide services) illustrates one important vehicle for achieving a more equitable, efficient, and accessible form of government in Monroe County. The adoption of the CSD Model is dependent on the implementation of the model government structure proposed by GRIP, and is an integral part of a system of GRIP proposals for two-tiered government.

(NOTE: See Attached CSD Map and CSD County Representation Chart)

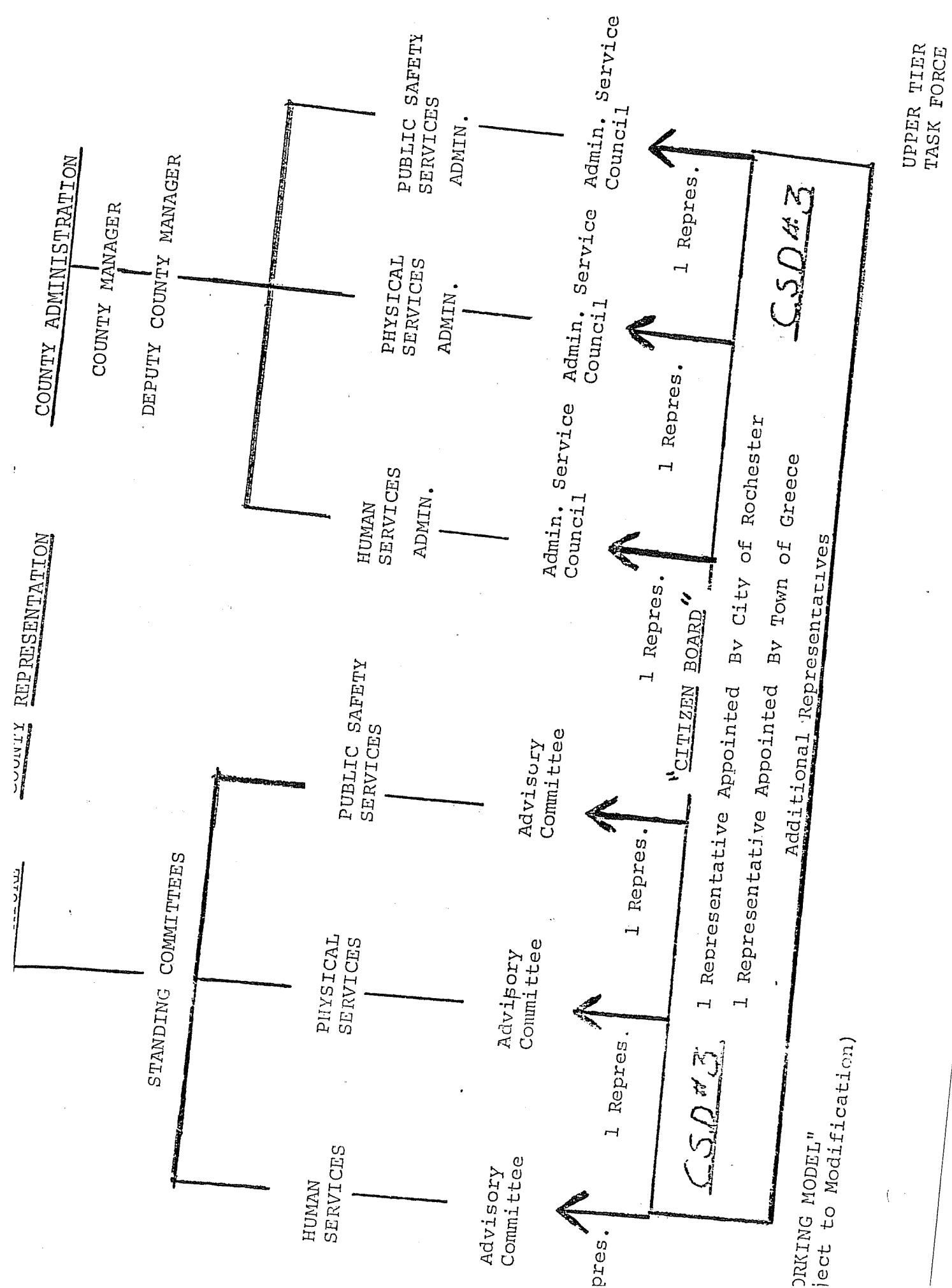
Community
Service #3
District

A - CITY OF
ROCHESTER
B - TOWN OF
GREECE



UPPER TIER
TASK FORCE

A "WORKING"
"MODEL"
(Subject to
modification)



ADDENDUM TO COUNTY SERVICE DISTRICT REPORT
Approved by Panel - April 23, 1975

Appointment and Composition of County Service District Citizen Boards:

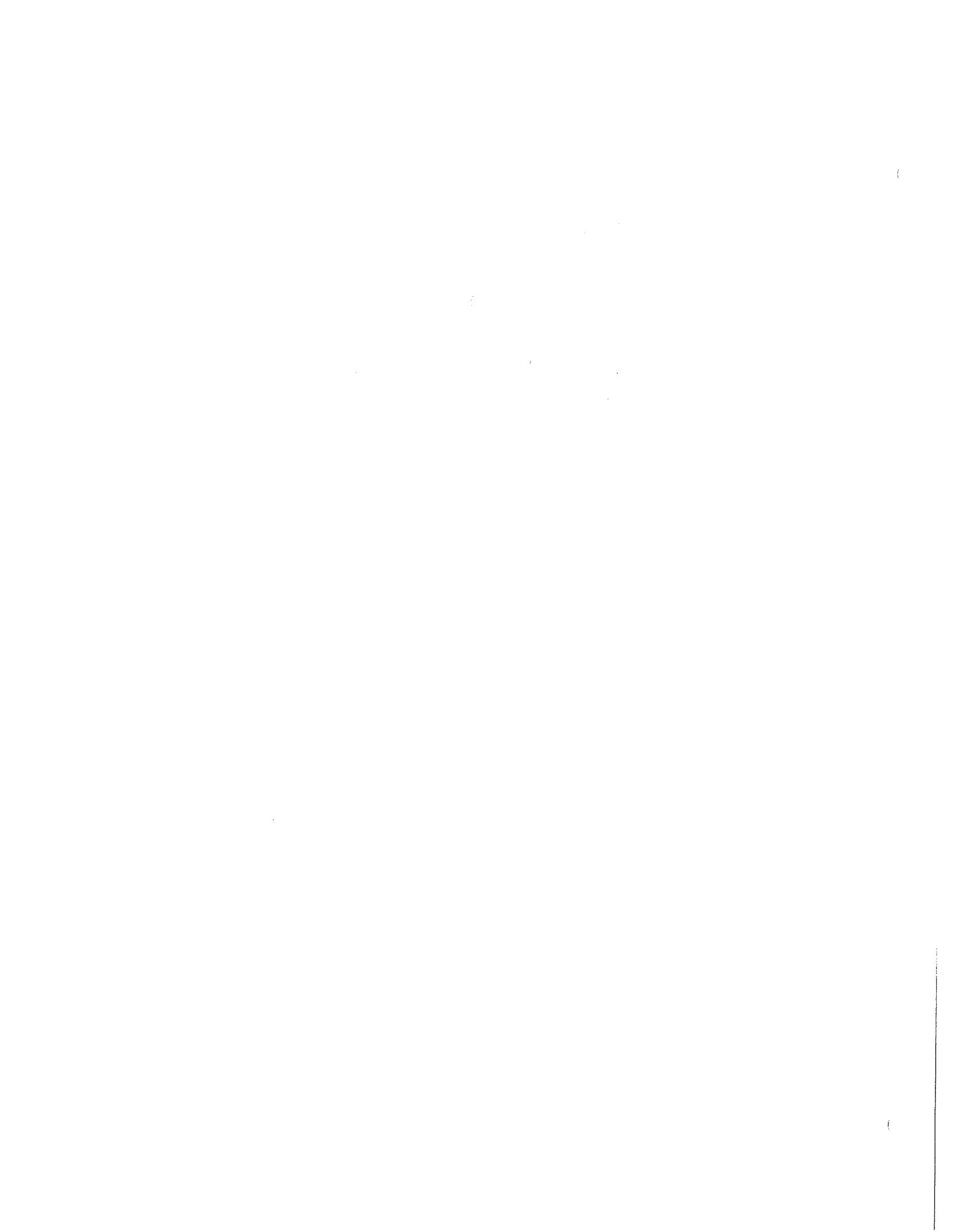
- 1) County Service District Board representatives would be appointed by the lower tier units of government (town boards, city council) based on recommendations of community and neighborhood council districts and neighborhood associations.
- 2) Each County Service District Citizen Board would consist of seven or more representatives.
- 3) Each County Service District Citizen Board would elect representatives to sit on County Legislative advisory committee and administrative service councils.
- 4) Each County Service District Citizen Board would be guaranteed access to County staff support services as required by fact of their representation on County legislative advisory committees and administrative service councils.
- 5) Representatives on County Service District Citizen Boards would serve three year staggered terms. --



PHASE III PUBLIC EDUCATION PROGRAM

Included:

- 1) Schedule of GRIP Public Presentations
- 2) GRIP Media Placements
- 3) Public Presentation Questionnaire
- 4) Local Newspaper Articles
- 5) GRIP Panel Member's Newspaper Articles
- 6) Draft Document Distribution Listing



ORGANIZATION	DATE	TIME	PLACE	SPEAKER
Brighton Rotary Club	1/22			Erwin Witt
Brookings Alumni	1/			E.P.Curtis
Greece Jr. League	1/30			Robert A. Feldman
Ward Women's Rep. Clubs (12,13,14,21st Wards)	3/10		40&8 Club	Vince Buzard
Jewish Community Center	3/13			Robert A. Feldman
Fed. of Neighborhood Associations	3/17			Harold Hacker
GEM (Genesee Ecumenical Ministries	3/20	8:00		Robert A. Feldman
Council of Executives	4/1	Noon	Monroe Co-op. Ext.	Sharon Price
V.F.W.	4/1	8:15	War Memorial	E.P. Curtis
Rochester Downtown Kiwani	4/3	Noon	Shakespeare Rest.	C. Fitzgibbon and T. Altier
Corn Hill Neighborhood Association	4/7	7:30	D.A.R. or Mohawk Motor Inn	Henry Williams
Roch. Chamber of Comm., Board of Trustees	4/7	Noon	Ch. of Comm.	Henry Williams
19th Ward Association	4/9	7:45	Westminster Presby. Church	Ruth Scott

ORGANIZATION	DATE	TIME	PLACE	SPEAKER
Baden Street Settlement	4/11	(Cancelled)		
Southwest Kiwanis	4/16	12:15	The Cabaret	Sharon Price
Irondequoit Kiwanis	4/16	7:00	St. Paul Exempts	Charles Fitzgibbon
Old Philosophers	4/17	6:00	Royal Scot	Henry Williams
Girl Scout Cadette Troop	4/21	7:00	Penfield Baptist Church	Sharon Price
Irondequoit Rotary	4/23	6:00	Royal Scot	Charles Fitzgibbon
Central Coleman Youth Center	2/28	5:00	Central Coleman Youth Center	Connie Mitchell
American Legion	5/5	8:00	40&8 Club	E.P. Curtis
ACCT, Downtown Churches	5/6	8:00	ACCT Room, Central Bldg.	E.P. Curtis
Northwest Kiwanis	5/13	1:10	Lamplighter Rest.	Barry Jesmer
Business Breakfast Club	5/14	8:00 a.m.	Manhattan Rest.	
East Ridge Kiwanis	5/21	12:15	Valle's Restaurant	
Lakeshore Kiwanis	5/21	12:15	Colonial Restaurant	
Cornell Women's Club	6/12	6:15	Residence of Ms. Judy Block	Henry Williams
Rochester Jaycees	6/18	Noon	Chamber of Commerce	Henry Williams

Phase III

Radio-TV placements for GRIP members, January-May, 1975

January 15-16: All TV channels, most radio: coverage of GRIP press conference.

February 12: WHAM, "Opinion" live call-in program with Ed Hasbrouck; Henry Williams and Robert A. Feldman represented GRIP.

March 27 and 28: WCMF: taped interviews by News Director Mary Walker, with Henry Williams of GRIP.

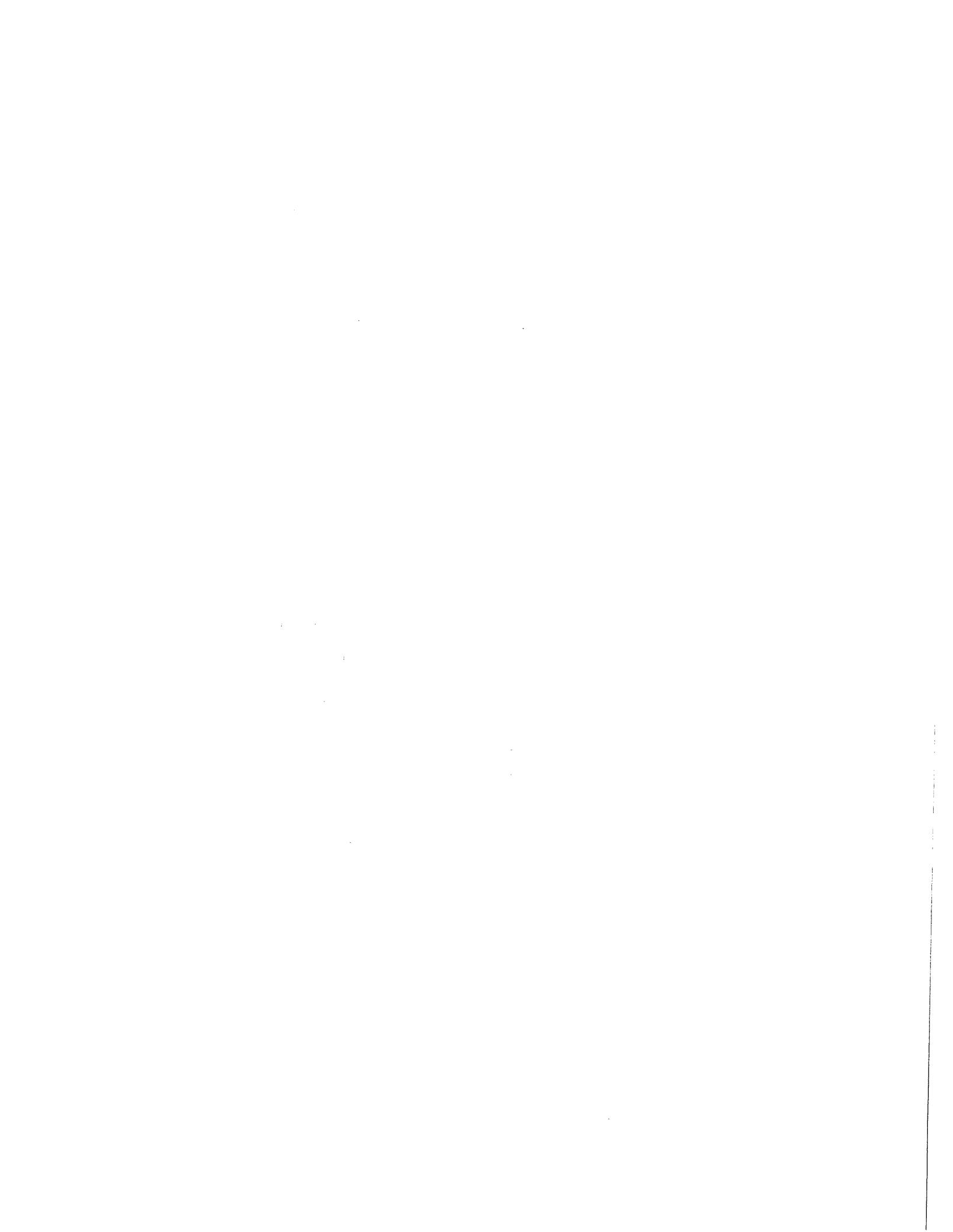
April 9 (taped): WNYR and WEZO: "Perspective," 45 minute interview show, host, Tom Jones: Henry Williams and Bob Feldman represented GRIP.

May 4: WHEC-TV: half-hour interview show with Warren Doremus; GRIP representatives were Henry Williams, Paul Haney, Erwin Witt, Ruth Scott. (Taped April 30).

WROC radio: A Public Service Announcement was taped by GRIP member Robert A. Feldman, and aired free by the station, announcing availability of GRIP members to address community groups. (Several speaker placements were obtained in this way).

Numerous other radio and television placements were solicited, and some are still pending.

Contacts were initiated by the agency with: Radio stations WAXC, WBFB, WDKX, WVOR-FM, WXXI-FM; and with WROC-TV (Tom Ryan and Syl Novelli); and WOKR-TV (Gerry Walker) in addition to the stations and channels listed above.



February 1975

GRIP PUBLIC PRESENTATION QUESTIONNAIRE

INSTRUCTIONS: This questionnaire is being distributed to get public comment on matters of service satisfaction, governmental performance and the GRIP Project proposals. Please be brief in your responses. The questionnaire should take no longer than 10 minutes to complete. The questionnaire will be collected at the end of the meeting. A second "take home" questionnaire will be issued to those persons who wish to express detailed comments.

PART A

How would you rate the following governmental services as rendered in your community? (Place the appropriate number in the space to the left).

- 1. GOOD
- 2. SATISFACTORY
- 3. NO OPINION
- 4. UNSATISFACTORY
- 5. POOR

1. <input type="text"/> Police Services	18. <input type="text"/> Recreation, Arts, and Culture
2. <input type="text"/> Fire Services	19. <input type="text"/> Taxation
3. <input type="text"/> Ambulance Services	20. <input type="text"/> Library Services
4. <input type="text"/> Consumer Affairs	
5. <input type="text"/> Traffic Safety and Engineering	
6. <input type="text"/> Courts	
7. <input type="text"/> Correctional Services	
8. <input type="text"/> Solid Waste: Collection <input type="text"/> Disposal	
9. <input type="text"/> Water Supply and Distribution	
10. <input type="text"/> Highways and Bridges	
11. <input type="text"/> Transportation	
12. <input type="text"/> Environmental Management	
13. <input type="text"/> Buildings and Property Conservation	
14. <input type="text"/> Land Use	
15. <input type="text"/> Public and Mental Health	
16. <input type="text"/> Social Services	
17. <input type="text"/> Housing	

PART 8.

11. For which of the listed services if any on page 1 would you support an increase in taxes?

12. For which of the listed services if any on page 1 should taxes be decreased?

PART C.

23. * Are you familiar with the GRIP (Greater Rochester Intergovernmental Panel) Project's PROPOSALS?

YES NO

24. * Do you understand the terms : two tier YES NO and

25. functional approach? YES NO

Below is a listing of GRIP Project Proposals. Please indicate the desirability of each by selecting the appropriate number. Would you find them:

1. VERY DESIRABLE
2. DESIRABLE
3. NO OPINION
4. UNDESIRABLE
5. VERY UNDESIRABLE

26. Adoption of two tier government (an area wide unit and smaller but equal local units) for responsibility of governmental services and control of governmental operations.

UPPER TIER:

27. The Upper Tier would be Monroe County.

28. County Legislators would serve four years instead of two.

29. Service delivery would be organized along functional category lines (i.e.: public safety, human services, physical services).

30. Services would be delivered according to Community Service District boundaries (CSD is a service delivery district designed around "natural communities" with approximately 20,000 in population; each CSD would have representation at the county level).

LOWER TIER:

31. Existing towns, villages, and the City of Rochester would for the time being have the same boundaries as they do now
OR:

32. Existing municipalities would be reorganized into towns according to boundaries drawn to reflect natural boundaries and having a population range of between 20,000 and 40,000 people.

33. Creation of neighborhood councils as advisory bodies to the low tier (town) governments.

FINANCE:

34. Adoption of uniform, county wide real property assessment.

35. Increased state and federal participation in the financing of education and social services.

POLICE SERVICES:

36. — Centralization (county level) of General Services such as: communications, laboratory services, record keeping, training.
37. — Local police patrols continued where desired.
38. — Creation of county wide police patrol force for localities desiring such service.

FIRE SERVICES:

39. — Establish area wide fire prevention code.
40. — Establish area wide enforcement, inspection, education.
41. — Centralization of technical services (records, communications, dispatching).

AMBULANCE SERVICES:

42. — Establish county office of emergency coordination and planning for ambulance and other emergency services.
43. — Centralize communications, regulations, standards, and mutual aid system.

TRAFFIC SAFETY AND ENGINEERING:

4. — Expansion of comprehensive traffic safety and engineering operations to all jurisdictions.

COURTS:

5. — Establish a district court system on a county wide basis, permitting towns to retain their justices by referendum.

OLID WASTE:

- — Collection to be retained as a local service.
- — Disposal would come under county authority.

TER SUPPLY AND DISTRIBUTION:

- County government should have complete responsibility for all water supply and distribution.
- Planning for water services would be coordinated between the county and local planning agencies.
- Abolishing the Water Authority.

IRONMENTAL MANAGEMENT:

- Strengthen the role and expand the powers of the Environmental Management Council.

BUILDINGS AND PROPERTY CONSERVATION:

52. ____ This function should be centralized at the county level.
53. ____ Certain functions like inspection could be performed locally.

LAND USE:

54. ____ Land use planning would be a county wide function.
55. ____ Zoning would remain a local level function.

PUBLIC AND MENTAL HEALTH:

56. ____ Services should continue to be a county level responsibility.
57. ____ Decentralized delivery would be integrated with other suitable services.

SOCIAL SERVICES:

58. ____ Coordination and integration of planning and delivery with Mental and Public Health Services.

HOUSING:

59. ____ Comprehensive planning for housing would become an area wide, coordinated, comprehensive process.

RECREATION, ARTS, AND CULTURAL:

60. ____ Responsibilities for major facilities and technical services would be centralized at the county level.
61. ____ Service delivery would be decentralized at local units of government.
62. ____ Planning and delivery for arts and culture would be integrated with county and local parks and recreation services.

ORGANIZATION or AFFILIATION _____

NAME (optional) _____

ADDRESS _____

PHONE (optional) _____

 City Town Village Zip Code

NUMBER OF YEARS AT THE LISTED ADDRESS _____

WHAT ARE THE BOUNDARIES OF YOUR "COMMUNITY"
(may be a few blocks or an entire district) _____

DO YOU OWN OR RENT YOUR HOME

TYPE OF RESIDENCE apartment

 duplex

 single family

IS YOUR PLACE OF OCCUPATION LOCATED WITHIN THE CITY LIMITS OF THE
CITY OF ROCHESTER? YES NO

POLITICAL AFFILIATION Democrat Republican Independent
 Other

NOTE: TAKE HOME QUESTIONNAIRES ARE TO BE MAILED TO:

GRIP Office
300 Executive Office Building
36 West Main Street
Rochester
New York 14614

Model For The Nation?

Blue Ribbon Panel Calls For Sweeping

Changes In Local Government In County

The most far-reaching government restructuring since the organization of Monroe County in 1821 has been recommended by a blue ribbon panel representing a wide range of citizen groups.

The Greater Rochester Intergovernmental Panel this week recommended a so-called "two-tier" governmental system, under which:

1. Overall "metropolitan" government services would be concentrated in a drastically reorganized county government -- the "upper tier" of the two-tier system.
2. "Local" services would be handled on a "second" or lower "tier" of government.

which would include the 19 towns, the City of Rochester, and the Monroe County villages.

The plan, it is thought, would end the partly undefined and sometimes chaotic relationships between

the county, city, towns, and villages. By eliminating duplications, the two-tier system, some observers feel, could bring about greater efficiency and cost savings run-

ning into many millions of dollars annually.

By carefully defining the role of the "second tier," governments, it also could bring control of government closer to the people, notably in the City of Rochester.

Publication of the report, represented a key development for the GRIP panel, which has been studying revision of local government since 1972.

Financed in part by the National Academy of Public Administration, the study is thought to be the most

original and far-reaching attempt yet made in the nation to improve the basic ser-

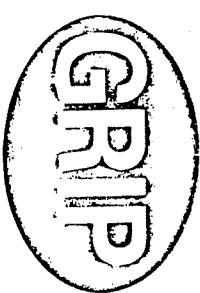
vicesability, and the political and cost problems of local government.

The 34-member group is headed by Henry W. Williams, Jr., of Pittsford, as chairman, with Robert A.

Feldman, Rochester, as vicechairman. Other members represent a cross-section of Monroe County government, social action, business, and educational groups. Both Mayor Thomas Ryan of Rochester and President

Joseph Ferrari of the Monroe County Legislature are ex officio members of the group, which has met dozens of times to consider problems of local government. City Manager Elisha Freedman and County Manager Lucien Morin also are on the panel.

(Continued on Page 12)



GRIP in the news

The GRIP Panel

(Continued from Page 1)
In addition to redistribution of responsibilities of government and the establishment of the two-tier system, the GRIP panel's most sweeping recommendations relate to administrative reorganization of the government along functional lines, rather than the traditional departmental organization of the present.

* * * * *
Under such a system, all activities relating to transportation would be grouped in a single department, with similar groupings in departments of public safety, family and social services, and so forth.

These administrative steps, it is pointed out in the report, would be in general accord with the recent recommendations of the Monroe County Charter Commission, developed during the same time as the GRIP study, but independent of it.

The most important and perhaps controversial aspect of the GRIP two-tier report is that it would move to end the competition between city and county as major "metropolitan" units in Monroe County. The report firmly anchors the city on the second or "local service" level of government.

The report notes that the panel studied the possible division of the city into a number of communities similar to the present towns. And it implies that such moves could be taken in the future. as well as

reorganization and rebordering of the towns so as to constitute balanced communities of from 20,000 to 40,000 population.

For the time being, however, it recommends that the present city, town, and village boundaries be preserved.

GRIP recommends that the present 29-member County Legislature be preserved, with an appointive county manager. It further suggests that county legislator terms be for four, instead of the present two years -- to enable them to gain greater familiarity with county government.

The number of City Council districts would increase from four to at least eight, with possibly three at-large councilmen. The city manager system would be retained, and the council districts would be set up in natural neighborhoods to further the possibility of effective community action and participation.

Villages would maintain four trustees and a major as legislative bodies, but the mayor could transfer chief executive powers to an appointed clerk-treasurer.

For certain types of services the lower tier units could enter into contracts among themselves, or with the county.

The report suggests that the majority of the panel, in theory at least, favored replacing the current city-

the lower tier with the "townlike" units of 20,000 to 40,000 population.

But the report commented that the panel "recognizes certain knotty questions need to be resolved first."

The questions include the special financial aid which comes to the Rochester

School District as a city school district, other funding

which comes to Rochester as a city, and the fear that

division of the county into smaller communities could lead to isolation of some communities and some groups

from the overall community.

Although many observers could save large sums annually, the GRIP panel would not commit itself to any such claims. But it did assert that the government

could be financed more fairly.

This would be because the upper tier or county level of government would be in-

creased in financial and functional responsibilities, thus spreading the tax base over

the entire county; the lower tier units would not have to accept any pay for certain services which it might feel it did not need.

Further, in the financial area, the panel recommended a uniform, countywide assessment system, and increased state and federal participation in the financing of education and social services.

The report does not get into educational planning, but suggests that further study, on a two-tier basis, should be undertaken.



An Independent Newspaper

8A—Monday, January 20, 1975

GRIP: Towns Government Vision and Government Book

Thirty-eight of the most influential and presumably most knowledgeable citizens of Monroe County put out a remarkable report last week on local government, what's wrong with it and what they think we ought to do about it.

The 38 top leaders from government, business and neighborhood organizations got together two years ago in a committee called the Greater Rochester Intergovernmental Panel (GRIP), organized by the National Academy of Public Administration.

They studied nearly everything about local government in the county as it affects the average citizen: taxes, police and fire protection, recreation and environmental programs and the rest.

Their recommendations are a mixture of real vision, practical politics and academic gobbledegook.

Ideally, GRIP said, we ought to organize a new "two tier" system to make government as personal as in Riga or Hamlin, while allowing the economies that can be achieved in bigger units like the city or county.

It would abolish city and town governments as they now exist, and establish new towns with uniform populations of 20,000 to 40,000 people organized along "natural" historical and social lines.

The new towns would become the lower tier in the two-tier system, dealing mostly with local concerns. The county government would be expanded into a truly metropolitan government.

But, GRIP said, there is no way such reform can be accomplished in the face of current political

realities. So it recommended that for now we ought to keep the present setup, but let the county take over such things as police and fire protection, consumer protection and others.

At the same time, it recommends creation of new neighborhood councils and "community service districts" to give each neighborhood some local control.

The main weakness of the report, on first look, is that the committee was very complete in outlining problems, but overly cautious in recommending answers.

For example, in its report on taxation it pointed out that revenue from property and sales taxes has not kept pace with government costs, that such taxes place heavy burdens on those least able to

The logical conclusion could be that we ought to abandon our present tax setup in favor of a local income tax. But GRIP shied away from that, recommending only a countywide reassessment.

The report is very specific when it recommends a change to four-year terms for county legislators, exceedingly vague when it suggests that "a hierarchy of responsibility should be developed to improve comprehensive, integrated planning for transportation."

In general, though, the report presents an intriguing shopping list. Some of the recommendations undoubtedly would make government more efficient and responsive, others could only add costly new layers of bureaucracy.

pay, that property taxes discourage improvements and contribute to the spread of city slums.

News Summary

GRIP: More Functions for County, and Council Says

The first steps toward fairer financing of government in Monroe County, according to the Greater Rochester Inter-governmental Panel's draft report issued last week, are uniform county-wide real property reassessment and increased state and federal participation in the financing of education and social services.

Under GRIP's proposal for a two-tier government, (upper tier-county and lower tier-city and towns) City Council districts would increase from four to at least eight, with possibly three at-large representatives.

GRIP suggests retaining the city manager form of government and creating community council districts. These districts, based on natural communities of at least 20,000 population, would be drawn to help decentralize some governmental services and responsibilities, and to increase citizen participation in government.

Taxation would be more fair, the panel said in its report, because an increase in county responsibility and financing would spread the tax base over the entire county.

GRIP is expected to make its final report sometime in May, after community discussion.

Among GRIP's recommendations for more equitable and efficient metropolitan government:

ning agencies.

*Highways and bridges: clarify responsibilities through a system of road classification, and formalize planning and coordination among the different jurisdictions.

*Transportation: develop a "hierarchy of responsibility" to improve comprehensive, integrated transportation planning.

*Buildings and property conservation: should be centralized at the county level, but certain functions, such as inspection, should be performed locally.

*Land use: planning should be a county function with zoning responsibilities kept at the local level.

HUMAN SERVICES

*Public and mental health: continue as a county-level responsibility with decentralized delivery of services.

*Social services: should be coordinated closely with public and mental health.

*Housing: county should have responsibility for comprehensive planning.

*Recreation, arts, and culture: major facilities and technical services should be centralized at the county

PUBLIC SAFETY

*Police services: continue local patrols where desired, and create a county-wide police patrol for localities desiring service.

*Fire services: maintain the current professional-volunteer system, but establish an area-wide fire prevention code, with area-wide enforcement, inspection, and education. Centralize technical services such as records, communications, dispatching, and arson investigation.

*Ambulance services: establish a county office of emergency coordination and planning for ambulance and other emergency services. (A county-wide emergency "911" number is currently under study.)

PHYSICAL SERVICES

*Solid waste: county would assume responsibility for solid waste disposal, while localities would retain responsibility for collection.

*Water supply and distribution: county government should have complete responsibility, the Water Authority should be abolished, and planning for water services should be coordinated between the county and the local plan-

level, with local governments providing detailed programming for the more localized recreation services. Planning and delivery for arts and culture should be integrated with parks and recreation services at both the county and local level.

"Two-tier system would be better"

By ERWIN N. WITT

AFTER ALMOST two years of intensive study, GRIP-NAPA (Greater Rochester Inter-Governmental Panel — National Academy of Public Administration) is recommending a two-tiered governmental structure for Monroe County.

In such a design, the county government, with a number of changes in functions and structure, would form the upper tier. Short-term practical considerations led the Panel to recommend for the lower tier the retention of all municipalities presently existing within Monroe County (city, towns, and villages) within their present political boundaries.

GRIP however recognized that in the long run the presently existing local governmental units might not be the ideal vehicle to fulfill the requirements and purposes of a lower tier in a functionally organized two-tiered system. For this reason the panel also outlined another plan which may eventually become the model for the lower tier in a truly two-tiered governmental structure.

This design provides for the reorganization of all existing municipalities and division of the entire county area, including the City of Rochester, into town-like structures with a population range of 20,000 to 40,000. It was felt that towns of such size would best meet the criteria which had governed GRIP from its inception in the design of such tiers — namely equity, efficiency and economy, citizen participation and control. Towns within such population ranges would be large enough to support efficient, professional administration and technical services, but small enough to retain the opportunity for meaningful citizen involvement and access to government.

THE GOVERNMENTAL units in the proposed lower tier structure would be general purpose local governments with home rule and local law powers as defined in the state Suburban Town Law, the General Municipal Law, and the Home Rule Law. Thus, each town would have an elected supervisor or chairperson and four to eight council members, elected at large or by districts as desired by the towns' residents. The departments of the town would be organized on a functional basis.

The mode of delivery of public services could vary. Such services could either be delivered by each town directly, in cooperation with other towns or with the upper tier government, or by contract with private firms. Flexibility in the delivery and financing of services would make allowance for different needs and different desires of the residents of individual local communities.

In order to assure the widest range of communication between the residents of the town and their local government, it is proposed that the residents of local neighborhoods with

greater population density or unique physical attributes would have the option of forming neighborhood council districts. These councils could be advisory bodies to the town government on matters of neighborhood concern.

Their function would be to review and advise on town plans affecting the particular neighborhood, to hold public hearings and designate representatives to serve on town wide citizen boards or commissions. They could also be of great assistance in the development of town wide comprehensive planning.

IN RECOMMENDING the eventual implementation of this long-range plan for a series of towns forming the lower tier in a two tier government for Monroe County, GRIP recognizes the need for the resolution of certain difficult questions. Among them are the need to explore the effect of such reorganization on the level of federal and state aid to the county and its lower tier governmental units, the future of the city school district in the event of elimination of the present city boundary lines, and the fear of some people that division of the city into town jurisdictions based on existing natural neighborhoods might lead to social



ERWIN N. WITT

and political isolation of some neighborhoods from the larger community.

Contrary to these fears, there are some people who believe that such division will strengthen rather than weaken the political power and control of the residents of each such local unit. At any rate ways must be found to reassure members of minority or low income groups that their rights to participation in government decision making at both the local and area wide levels would be guaranteed.

The difficulty of a task has never deterred progress or the accomplishment of long range goals. Government is for the people and if the

people of Monroe County want to adopt forward looking, modern, efficient, effective equitable two-tier government which afford to them access to and control over their local units of government, they will work for the implementation of this proposed lower tier design.

(Erwin Witt is chairman, Human Service Task Force, and past vice-chairman GRIP.)

Democrat and Chronicle Opinion 2

ROCHESTER, N.Y., WEDNESDAY, APRIL 2, 1975

15A

☆ ☆ ☆

Old problems would remain'

By PAUL HANEY

ANYONE WHO HAS ever casually considered the problems of local government quickly learns that the city, and any city today, has severe problems. Needs seem to be rapidly expanding while resources are either stable or even shrinking. The Greater Rochester Inter-Governmental Panel (GRIP) quickly covered during its deliberations that the city of Rochester has the same serious problems that afflict most of America's cities. The Lower Tier Task Force of GRIP was asked to design a pattern of lower-tier governments that would minimize the problems and maximize the solutions. Unfortunately, the Lower Tier Task Force opted for the simplistic approach that says, "If the city has problems, abolish the city."

Fortunately, the full panel recognized that abolishing the city does not abolish the problems that are in the city. In fact, there is a real danger that the problems would be intensified. The full panel chose to recommend leaving existing boundaries as they are, at least during much further exploration of what the impact of abolishing the city would be. This conclusion was reached for several reasons.

HERE WAS CONSIDERABLE concern about what would happen to the city's school system. In the towns, the school districts are independent so that abolition of the Village of Brighton would not affect the Hilton School District; or alteration of the town of Brighton would not affect the Brighton School District.

However, the City School District has no independent status. It cannot levy or collect taxes. The City of Rochester must do that for the City School District.

One had a firm answer as to what would happen to the City School District. Thus, simplistic abolition of the city would have been irresponsible.

The opinion was offered that the City School District would become a Central School District with taxing power subject to budget approval by the voters. This possibility similarly caused concern for some Panel members, because they foresaw a situation in

which it would be nearly impossible to get a budget approved within the City School District because of the special problems the city schools contend with, and the large (some say 40 per cent) proportion of senior citizens among city voters.

OTHER MEMBERS of the Panel found it impossible to support abolition of the city because of serious financial consequences:

• Two of the new towns to be created in the present city area would require substantial operating subsidies from the other areas of the county. One would have to be reimbursed by the other areas of the county for tax exempt



PAUL HANEY

property. Two other towns might need subsidies. Only four of the new towns could definitely survive on their own and finance their own operations.

The track record in Monroe County clearly shows that the surrounding towns have been unwilling to subsidize the operating expenses of the present city or reimburse it for taxes lost on tax exempt property. Thus, some panel members felt that there was no reason to believe that those same residents of the present towns, or the four new self-supporting towns to be carved out of the city, would be willing to subsidize the operations of five new

towns to be created in the city.

These panel members felt, therefore, that the plan proposed might well condemn more than half the present city to a life in which even minimum public safety and sanitation service could not be provided. To do so would have been grossly irresponsible.

• The lower-tier towns to be created in the city would have lost about \$500,000 of federal revenue-sharing funds, while two of the suburban towns would have lost about \$50,000. Similarly, the City of Rochester currently is eligible for large amounts of federal funds under the Community Development Act. Abolition of the city would probably mean the loss of about \$4 million of these funds.

Also, the city, because it is a city, receives about \$14 million per year in special state revenue-sharing funds which might be lost if the city were abolished. Thus, it was estimated that abolition of the city might cost its residents about \$18.5 million of state and federal funds annually. Many members of the Panel felt that this was too high a price to pay for governmental reorganization.

SOME MEMBERS of the panel opposed the plan because it would have eliminated local self-government entirely for citizens who live in the central business district. The district, under the plan, would have become a special urban district operated by the county with no town or other local government. This was viewed as being undemocratic.

Other members of the panel opposed abolition of the city and alteration of present town boundaries because it would involve loss of a "sense of community." People tend to identify strongly with their long-standing governmental structures.

And finally, some opposed the abolition of the city because of the social and cultural alienation that might develop between different racial or ethnic groups that would predominate in the various new towns. It is clear that alienation (and perhaps animosity) exists between many suburban residents and the city.

Thus for a variety of valid reasons, abolition of the city and alteration of towns boundaries was rejected by GRIP, because it was perceived that without intensive additional study, it could not be shown that abolition of the city would abolish its problems; or that it would not in fact create serious new problems.

(Paul Haney is a Democratic City Councilman and a member of GRIP's Taxation Task Force.)

D+C 3/31/75

'Metro Police proposal would not take away local control'

Since 1972, 38 community leaders have been preparing recommendations on ways to improve local government as members of the Greater Rochester Intergovernmental Panel. GRIP published its report in January.

By HENRY W. WILLIAMS JR.

"SUPPORT your local police... and keep them independent" is a slogan on the bumper stickers of many automobiles in Monroe County. This slogan is used to propagandize against metropolitan police proposals which have surfaced in Monroe County for the past three to five years.

In spite of this, the GRIP-NAPA Study of two-tier government in Monroe County has discovered that no substantial group of persons in the county favors the present method of providing and paying for police service.

Every speaker on the subject agrees that some change is necessary, but the form of change is hotly disputed. Most lay observers feel that a form of total metropolitan police is best. But the opinion makers — the elected and

troversy: everyone believes that they should be consolidated and paid for county-wide.

Patrols are another matter.

Under the GRIP Proposal no municipality in the county which presently has its own patrol force is required to join the county-wide patrol service. They may keep and pay for their own patrol and not pay for any other patrol. For those municipalities that want the county-wide service there are established patrol districts which follow town boundaries, and logical city dividing lines.

Each patrol district is run by a chief of patrol services and a patrol services board of citizens. The latter are appointed by the town boards of the towns within a patrol district or by the City Council of Rochester for the four patrol districts established there. They can hold no elective or other appointive office.

THE PATROL DISTRICT boards establish the level of patrol services. The cost of police patrol services appears as a separate line item on the county tax bill of the residents within each district.

Be our guest

appointed officials who are threatened by a total metro change — oppose it, and that's where the bumper stickers come from.

This group wants a better break for its own constituency, but nothing else changed.

There are two basic objections to the way we do it now. First, the service is irregular, overlapping, duplicative, and fragmented among many forces. Some people are over-protected. Some people are underprotected. County-wide, the service is only partially coordinated.

Second, payment for police services on a per capita basis is grossly disproportionate. The City of Rochester police force is paid for by only the residents of the City of Rochester — a third of the population — and yet this force is available to, and in daily use by, 80 per cent of the county population.

In addition, the city resident has to pay for a Sheriff's Department, the services of which he

does not use until he leaves the boundaries of the city.

THE BIGGEST area of controversy and the biggest stumbling block to any meaningful change is the matter of police patrol. In spite of the amount of money he must pay for police service, the city resident likes to see a patrol car with "City of Rochester" written on the side. Similarly, the Brighton resident takes great pride — justifiably so — in his police force.

How do you change the system in the face of these objections? Is the answer a charge back system, with more local forces and less and less Sheriff's road patrol paid for at large? GRIP says "No."

The GRIP proposal is simple. Police services are divided into two parts: patrol services and all other services — called "Central Services" in our report. Central Services consist of record keeping, purchasing, training, narcotics work, public safety laboratory and the like.

As to Central Services there is no cor

The members of the local patrol district board appoint one of their number to the Police Commission. The Police Commission consists of one representative from each patrol district and the mayor of the City of Rochester and the president of the County Legislature who sit ex officio.

These persons are charged with making policy for police service within the County of Monroe. They appoint the director of public safety as well as the deputy director of Central Services and the deputy director of patrol services to whom the patrol district chiefs report.

They also prepare the budget for police services for submission to the County Manager and the County Legislature. Each local patrol district board decides its level of police services.

Will it cost more in total? No, except for the effects of inflation, unless there is an actual increase in overall service.

(Henry Williams is a local attorney and chairman of GRIP-NAPA.)

County income tax isn't the answer

to financial problems'

Since 1972, 33 community leaders have been preparing recommendations on ways to improve local government as members of the Greater Rochester Intergovernmental Panel. GRIP published its report in January. Edward "Ted" Curtis Jr. is chairman of GRIP's Taxation Task Force.

By EDWARD P. CURTIS JR.

ONE THOUSAND DOLLARS per year for every man, woman, and child in Monroe County—\$717 million total. That's what it cost in 1973-74 to run all local governments in Monroe County: the county, the city, 19 towns, 10 villages, 18 school districts, the Community College, the Community Hospital, and the Transportation, Port, and Water Authorities.

During 1975 those costs will doubtless cross the \$800 million mark.

Who spends it? The education budget takes about 40 cents on the local government dollar; the county spends just under 30; the city just under 20; the towns and villages about 8; and all other about 3 cents on the government dollar.

What's it spent for? Human services—primarily education and social services—account for almost two-thirds of the expenditures; another quarter goes to physical services; public safety takes 8 cents on the dollar; and all other expenditures—the cost of all the legislatures, councils, boards, commissions, and general administration—come to less than 8 cents on the dollar.

WHERE DOES the money come from?

Ultimately, of course, from you and me, whether we pay it locally in the form of property tax, sales tax or pure waters charge, or whether it goes to Albany or Washington and then comes back again.

Be our guest

Thirty-four cents on the dollar come from the property tax; 22 cents from state aid; 14 cents from federal aid; 8 cents from sales tax; and 22 cents from a variety of other sources, primarily fees and user charges.

With this magnitude of expenditures and with the record high level of taxation which exists in this area, Monroe County taxpayers have a right to expect that their taxes will be equitably raised and efficiently spent.

Further, they have a right to expect that local taxes—especially the property tax—will not represent an ever increasing burden from year to year.

THERE ARE THREE key problems as we look to the future financing of local governments in Monroe County:

1) Local government expenditures are subject to the same inflationary forces as other categories of expenditure in our society. In recent years the annual increase in local government budgets has vastly out-distanced the annual rate of growth of assessed property values. From 1963 through 1971, government expenditures in Monroe County went up four times as much as assessed property value in the county and 14 times as much as assessed property value in the city.

2) There are severe equity problems in the assessment and administration of property tax... substantial variations in assessments exist within and between districts... tax exempt property has much impact on the City of Rochester. Until the opening of Park Ridge Hospital, for instance, all hospitals in Monroe County lay within the city. City tax payers had to bear the impact of these tax exempt properties even though they were used by all



Edward Curtis Jr.

residents of the county and by many beyond county borders. Major geographic inequities are caused by the uneven distribution of property tax wealth among the various jurisdictions within Monroe County.

3) Certain restrictions, the constitutional property tax limit of the City of Rochester in particular, provide a strait-jacket that virtually requires the city slowly to dismantle itself in order to keep rising expenditures in line with flat revenues.

Democrat and Chronicle Opinion 2

ROCHESTER, N.Y., FRIDAY, MARCH 21, 1975

13A

Finally, state and federal aid formulas, especially some of the new federal revenue-sharing formulas, do not adequately recognize local tax effort. They may even inhibit governmental reform.

THE MAJOR PROBLEM on the expenditure side is easily identified but not so easily solved.

The City of Rochester spent about \$217 per resident per year in providing governmental services in 1973-74. Comparable expenditures for towns and villages ranged from \$75 in Brighton down to \$19 in Riga.

Solutions are hard to come by. The GRIP Report made two major recommendations:

First, that there be county-wide re-appraisal of real property, combined with assessment at full value and unification of the assessors function at the county level;

Second, the state and federal governments have access to income tax revenues (the only revenues that tend to keep pace with government expenditures) must shoulder a greater part of the burden for education and social services costs. Too often these costs result from programs mandated at state and federal

levels, which are not accompanied by the necessary revenues to do the job.

WE DO NOT YET feel that the situation mandates the adoption of a local county-wide income tax. We believe very strongly that any attempt on our part to become the only county in New York State to adopt an income tax would be suicidal for the economic stability and future growth of Rochester and Monroe County.

Finally, we have been asked whether the GRIP recommendations have any substantial impact on the cost of doing government business in Monroe County.

Our recommendations at present would result in the transfer of about \$25 million from local governmental units to the county level and would mean that most local taxpayers would pay a little bit more to the county and a little bit less to their own local jurisdiction. Beyond this, we see no substantial impact.

If the voters of Monroe County are going to be zealous about reducing the cost of government in the county, they are going to have to be equally zealous in deciding which governmental services now being provided should be cut back.

'County Water Authority should be abolished'

Since 1972 38 community leaders have been preparing recommendations on ways to improve local government as members of the Greater Rochester Intergovernmental Panel. GRIIP published its report in January.

Be our guest

By ROBERT A. FELDMAN

IN A PERIOD of great shortages of natural resources, the people of Monroe County take granted the instant and continuous supply of potable water at the mere twist of a valve. The demand for water continues to grow and projections suggest that within the next 50 years the Rochester metropolitan area will assume over a quarter of a billion gallons a day.

The framework for supplying and distributing water is unfortunately fragmented, inefficient, and sometimes inequitable. In addition to the Monroe County Water Authority which services over 40 per cent of the county's population, the City of Rochester and eight villages have their own water supply and distribution system.

It is time, as the GRIP-NAPA study concludes, that the inequities and duplications as well as the absence of public involvement in the Monroe County Water Authority should be addressed by this community to insure efficient, economical and abundant water for the next half century.

ONE PROPOSAL that requires attention is the dissolution of the Monroe County Water Authority and the transfer of its functions to the County of Monroe. Since 1950 the Water Authority has evolved from its initial purpose as distributor of water to a major supplier of water as well.

With its intake lines into Lake Ontario and its treatment facilities, the Authority is unable to meet all of its current daily needs. It purchases water on a wholesale basis from the City of Rochester which maintains its own

water supply systems from Hemlock Lake and Canadice Lakes, as well as from Lake Ontario.

Originally the creation of the Monroe County Water Authority had certain financial implications because of its independent bonding power. But since 1968 the Authority has had the benefit of the county's bond rating and this loan of credit has reduced the authority's bond costs substantially.

While the Authority has carried on some public information meetings, the Authority has been under no statutory mandate to respond to, or even consider, the implications of its decisions upon the citizens of Monroe County.

The Monroe County Legislature appoints the members of the Board for a fixed term and once in office they are immune from the kind of responsiveness required of an elected legislative body. This results in a general feeling of unresponsiveness, whether real or imagined, which reaches increased levels each time the

proposes and institutes rate

PUBLIC authority the Monroe County Authority has no formal responsibility to date citizen or local government, nor is it required to coordinate activities with local planning.

IP-NAPA study recommends that distribution become an area-wide and that that function be part of a Monroe County government, which can take local and citizen input structural and procedural s.

the supply and distribution of a public through their elected representatives can best be accomplished by creation of an authority which is no longer for the purpose that suggested.

Feldman is a Rochester resident and chairman of the Greater Rochester Intergovernmental Panel.)



ROBERT A. FELDMAN

'Our community services must be decentralized'

Since 1972, 38 community leaders have been preparing recommendations on ways to improve local government as members of the Greater Rochester Intergovernmental Panel. GRIP published its report in January.

One recommendation is for a "two-tiered" government system in which many services would be done on a metropolitan basis while local activities would be handled at the neighborhood level. Barry Jesmer, chairman of the Upper Tier Task Force of GRIP-NAPA, here explains the concept. Jesmer is assistant director of the Center for Governmental Research Inc.

By BARRY JESMER

ONE OF THE very important features of the GRIP-NAPA proposals for the overhaul of local governments in our area is the recommendation that the upper-tier (county government) develop community service districts throughout the county to assist in the decentralized delivery of services.

The creation of these districts rests on the

'Communities must recognize the need to try new approaches or there will be increasing dissatisfaction in government and a shifting of services to higher and inappropriate levels of government . . .

and more decentralized manner than at present. The theme of GRIP-NAPA is as follows:

- A complete sorting out of all local governmental services and refinement of functions and sub-functions to the upper-tier and lower-tier governments of our community.

- The design of homogeneous neighborhoods.

- The development of service districts to form the assigned services in these neighborhoods.

- The recognition that the community service district will have different performance levels related to the specific needs of the neighborhood.

- The performance of these services on an integrated basis, for example by considering

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principles of equity, efficiency, effectiveness and citizen access to services.

Our community, to a degree more than most in the country, had decided on local centralization of many services in a process that began in 1947. The centralization included such functions as health, social services, traffic engineering, civil service, pure waters, civil defense, mental health, weights and measures and parks among others.

This process recognizes these services as communitywide in scope and also recognizes the county's legal and administrative ability to perform a new market basket of services with financial equity. For the most part these functions and sub-functions are managed centrally and provided on a decentralized basis countywide.

A NEW FEATURE recognized and endorsed by GRIP-NAPA is that these services can be better performed in an integrated

the needs of people rather than trying to serve the needs of a specific discipline of service.

IMPLICIT IN THE community service district concept also is the idea that there will be a higher degree of citizen access to the service and a voice in determining what these services will be and how they will be delivered on a neighborhood by neighborhood basis.

Communities must recognize the need to at least try new approaches to deliver services to people. If this is not done there will be a constantly increasing dissatisfaction by people in their government and a constant shifting upward of services to higher and more inappropriate levels of government.

It is my view that this proposal readily meets the criteria of equity, effectiveness, efficiency and citizen access in participation



Barry Jesmer

, CALL THE BOARD OF ELECTIONS AT 428-4550.

ROCHESTER CITY COUNCIL

City Hall
30 West Broad St.
Rochester, N.Y. 14614
Telephone 454-4000

At Large Elected 1973

- * (D) Margaret Costanza
19 Seneca Manor Drive 14621
- (D) John Curran
260 San Gabriel Drive 14610
- (D) Paul Haney
3 Tacoma Street 14613
- (D) Frank T. Lamb
1000 Times Sq. Bldg. 14614
- (D) A. Luke Parisi
63 Culver Road 14609

District Elected 1971

- E ** (D) Thomas Ryan, Jr.
439 Rocket Street 14609
- NE (D) Urban G. Kress
35 Skylane Drive 14621
- S (D) Christopher Lindley
271 Aberdeen Street 14619
- NW (R) Charles A. Schiano
508 Wilder Building 14614

Members - 9 Term - 4 yrs.
8 Democrats 1 Republican

City Manager: Elisha C. Freedman
**Mayor
*Vice Mayor

MONROE COUNTY LEGISLATURE

County Office Building
39 West Main St.
Rochester 14614
Telephone 428-5350

District

- 1 (R) Edwin A. Foster
56 East Avenue
Hilton 14466
- 2 (R) Nat O. Lester, Jr.
85 State Street
Blockport 14420

3 (R) William C. Kelley 17 Brewster Lane	14624
4 (R) Ralph J. Esposito 45 Lori Lane	14624
† 5 (R) John R. Hoff 120 Elmwood Road	14626
6 (R) Milo I. Tomanovich 701 Exec. Off. Bldg.	14614
7 (D) Marilyn Hare 62 Black Walnut Drive	14615
8 (D) Theodore N. Pucher 950 Little Pond Way Webster	14580
9 (R) John D. Williams 79 Farmbrook Drive	14625
10 (R) James F. Nagle 801 Main Street East Rochester	14445
11 (R) Walter G. A. Muench 16 Larchwood Drive Pittsford	14534
12 (R) Thomas C. Hall 3067 East River Road	14623
13 (R) James R. Breese 3 Erie Manor Lane Henrietta	14467
‡ 14 (D) J. Richard Wilson 45 Elm Lane	14610
15 (D) Gary F. Wagner 20 Abington Road	14622
16 (D) Richard F. Scherberger 76 Thorndyke Road	14617
17 (D) Harold L. Knauf 745 Titus Avenue	14617
18 (R) Nicholas R. Santoro 183 Nichols Street	14609
19 (D) Samuel Poppick 1626 St. Paul Street	14621
20 (D) Gary Proud 459 Central Park	14605
21 (R) Gordon B. Anderson 110 Newcastle Road	14610
22 (D) David Gantt 275 Lyndhurst Street	14605
23 (D) Bernard B. Ehmann 29 Weider Street	14620
24 (R) Charles W. Westfall 80 Reservoir Avenue	14620

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The White House
Washington, D.C. 20500

UNITED STATES CONGRESS

SENATE

Washington, D.C.	20510
(R) Jacob K. Javits	Elected 1974
110 East 45th Street	
New York City	10011
(C) James L. Buckley	Elected 1970
60 Sutton Place South	
New York City	10570
Members - 100	Term - 6 yrs.
(pending decision)	
62 Democrats	38 Republicans

HOUSE OF REPRESENTATIVES

Washington, D.C.	20515
District	
34 (R) Frank J. Horton	
314 Federal Building	
Rochester	14614
35 (R) Barber B. Conable	
311 Federal Building	
Rochester	14614
36 (D) John J. LaFalce	
417 Cannon Office Bldg.	
Washington, D.C.	20515
Members - 435	Term - 2 yrs. to 1976
291 Democrats	144 Republicans

Governor:

(D) Hugh L. Carey	
Executive Chamber	
Albany, N.Y.	12224

(D)emocrat (R)epublican
(C)onservative (L)iberal

NEW YORK STATE LEGISLATURE

STATE SENATE

Albany, N.Y.	12224
District:	
52 (R) Frederick L. Warder	
100 Lewis St.	
Geneva	14456
53 (D) John D. Perry	
181 Lafayette Pkwy.	
Rochester	14625
54 (R) Fred J. Eckert	
2680 West Ridge Road	
Rochester	14626
59 (R) James T. McFarland	
21 Grosvenor Road	
Kenmore	14223
Members - 60	Term - 2 yrs. to 1976
(pending Feb. vote)	
26 Democrats	34 Republicans

STATE ASSEMBLY

Albany, N.Y.	12224
District	
130 (R) Thomas A. Hanna	
1680 Lake Rd.	
Webster	14580
131 (D) Raymond J. Lill	
31 Wolfert Terrace	
132 (D) Thomas R. Frey	
308 Merchants Road	14621
133 (D) Andrew D. Virgilio	
17 Lynnwood Dr.	14609
Brockport	
134 (D) Roger J. Robach	
171 Hewitt St.	14420
135 (R) Don W. Cook	
1508 Lehigh Station Rd.	
Henrietta	14612
137 (R) R. Stephen Hawley	
8249 Bank Street Rd.	
Batavia	14467
Members - 150	Term - 2 yrs. to 1976
88 Democrats	62 Republicans

25	(D) Anthony D. Reed 432 Champlain Street	14611
* 26	(R) Joseph N. Ferrari 256 Parkway	14608
27	(D) Patricia Bell 730 Seneca Pkwy.	14613
28	(R) Joseph R. Esposito 137 Canton Street	14606
29	(D) Robert J. Mulhern 627 Post Avenue	14619

Members - 29
13 Democrats
Term - 2 yrs. to 1975
16 Republicans

County Manager: Lucien A. Morin

• President

President
Majority Leader

†Minority Leader

TOWN SUPERVISORS

Brighton

(R) Richard D. Wiles
2300 Elmwood Avenue 14618

Chili

(D) James J. Powers
3235 Chili Avenue 14624

Clarkson

(R) Douglas E. Cunningham
3710 Lake Road
Clarkson 14430

Gates

(R) John Hart
1605 Buffalo Road 14624

Greece

(R) Donald Riley
2505 Ridge Road West 14626

Hamlin

(H) Lawrence R. Merritt
1658 Lake Road
Hamlin 14464

Henrietta

(R) Robert F. Oakes
475 Calkins Road

He

dequoit
(D) Donald A. Deming

12

Mendon	(R) Squire J. Kingston Masonic Temple Honeoye Falls	14472
Ogden	(R) Ralph Gallo, Jr. 27 West Avenue Spencerport	14559
Parma	(R) J.F. Jennejohn, Jr. P.O.Box 728 Hilton-Parma Road Hilton	14468
Penfield	(D) Irene L. Gossin 3100 Atlantic Avenue Penfield	14526
Perinton	(R) Lake B. Edwards 31 South Main Street Fairport	14450
Pittsford	(R) Paul M. Spiegel 11 South Main Street Pittsford	14534
Riga	(I) Edgar E. Moore 8 South Main Street Churchville	14428
Rush	(I) Karl Kober 5977 Henrietta Road Rush	14543
Sweden	(R) Dale E. Rath 18 State Street Brockport	14420
Webster	(D) Edward C. Seitz 1000 Ridge Road Webster	14580
Wheatland	(D) James C. Guthrie 22 Main Street Scottsville	14546
Towns - 19		Term - 2 yrs. to 1975
(I)ndependent		

SUMMARIES Sent To:

Village Mayors

Brockport	James H. Stull
Churchville -	Florence B. Sage
East Rochester -	Anthony Della Pietra
Fairport -	Peter J. McDonough (or Gordon T. Murphy)
Hilton -	Thomas S. Younker
Honeoye Falls -	William Mantegna
Pittsford -	David C. Shepherd
Scottsville -	Richard Susat
Spencerport -	Edward Fosmire
Webster -	Robert E. Harloff
Villages - 10 -	Term 2 yrs. to March 1975

Mr. Tom Banaszewski
President
Jaycees
Chamber of Commerce
55 St. Paul Street
Rochester, N.Y. 14604

Miss Ann Pettit
Executive Director
YWCA
175 North Clinton Ave.
Rochester, N.Y. 14604

Mr. James M. Hartman
Monroe County Bar Association
8 Reynolds Arcade Bldg.
Rochester, N.Y. 14614

Mr. Lawrence Donner
President, PTA Legislation Committee
3 Beverly Heights
Rochester, New York 14610

Mrs. David N. Woehr
President
Cornell Women's Club
106 Country Club Drive
Rochester, N.Y. 14618

John C. Clarke III, Esquire
President
Princeton Alumni Asso.
Harris, Beach & Wilcox
2 State St.
Rochester, N.Y. 14614

Mr. David Tufts
President
Amherst Alumni Asso.
L.F. Rothschild & Co., Investments
1 Marine Midland Plaza
Rochester, N.Y. 14614

Mr. Stephen J. Pajeski
President
Cornell Club of Rochester
11 High View Trail
Pittsford, N.Y. 14534

Ms. Mary Elizabeth Weidenborner
President
Nazareth Club of Rochester
44 Alameda St.
Rochester, N.Y. 14613

Mr. Richard Mayberry
Chairman
Municipal Law Committee
Suite 701
1 Exchange Street
Rochester, New York 14614

Frank Maggio, M.D.
East Ridge Kiwanis Club
858 Jay Street
Rochester, New York 14611

Mr. Claude Tarver
Southwest Kiwanis Club
126 Colombia Avenue
Rochester, New York 14608

Mr. Anthony Sortino
Lakeshore Kiwanis Club
36 Main Street West
Rochester, New York 14614

Ms. Helen Cohen
Jewish Community Federation of Rochester
440 East Main Street
Rochester, New York 14604

Mr. Phil Robinson
Northwest Kiwanis Club
181 Wakeman Road
Fairport, New York 14450

Mr. Richard Hubbard
Irondequoit Kiwanis Club
927 Midtown Tower
Rochester, New York 14604

Mr. Wayne Frank
Corn Hill Neighborhood Association
21 Atkinson Street
Rochester, New York 14608

Mr. John Gitner
Downtown Kiwanis Club
Whelpley & Paul
255 Midtown Plaza
Rochester, New York 14604

Mr. Donald Walsh
Brockport Kiwanis Club
Columbia Banking
Route 19
Brockport, New York 14420

Mr. Ernest Du Bois
District Director
P.T.A.
21 Fair Place
Rochester, New York 14609

Mr. Charles Loveland
Irondequoit Rotary Club
780 Oakridge Drive
Rochester, New York 14617

Mr. James Wood
Business Breakfast Club
Kelly Services
815 Sibley Tower Building
Rochester, New York 14604

Mr. Buddy Granston
Central Coleman Youth Center
221 Central Park
Rochester, New York 14608

Father Joseph D'Aurizio
President
Council of Executives
Rochester, New York

Mr. James Davidson
Old Philosophers' Club
225 Cobb Terrace
Rochester, New York 14620

Mrs. Bradley Grinnell
President
Junior League of Rochester
33 S. Washington Street
Rochester, New York 14608

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President
Southeast Area Coalition
70 Highland Parkway
Rochester, New York 14620

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Black Leadership Study Group
Baden Street Settlement
152 Baden Street
Rochester, New York 14605

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President
Northeast Area Development
1171 Culver Road
Rochester, New York 14609

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President
19th Ward Community Association
485 Brooks Avenue
Rochester, New York 14619

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President
Church Women United
42 York Street
Honeoye Falls, New York 14472

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Genesee Ecumenical Ministries
17 South Fitzhugh Street
Rochester, New York 14614

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Executive Director
Jewish Community Center
1200 Edgewood Avenue
Rochester, New York 14618

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Industrial Management Council
12 Mortimer Street
Rochester, New York 14604

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President
Brighton-Pittsford Rotary Club
360 Alexander Street
Rochester, New York 14607

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Board of Trustees
Rochester Chamber of Commerce
55 St. Paul Street
Rochester, New York 14604

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President
League of Women Voters
75 College Avenue
Rochester, New York 14607

Mr. William H. Short
President
Pittsford-Perinton Council of the Roch. Ch. of Commerce
17 East Jefferson Circle
Pittsford, New York 14534

Mr. William Bruce
Executive Director
YMCA
100 Gibbs Street
Rochester, N.Y. 14605

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University of Rochester Alumni Asso.
756 John Glenn Blvd.
Webster, N.Y. 14580

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County Commander
American Legion Monroe Co. Hdq.
100 Exchange Street
Rochester, N.Y. 14614

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100 Exchange St.
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25 Sidney Street
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58 Harper Drive
Pittsford, N.Y. 14534

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Rochester, N.Y. 14609

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1300 Commerce Bldg.
119 Main Street East
Rochester, N.Y. 14604

Miss Jo Lombardo
American Association of University Women
494 East Avenue
Rochester, N.Y. 14607

The Rev. David Bos
Minister of Church and Community
AACT

Downtown United Presbyterian Church
121 North Fitzhugh Street
Rochester, New York 14614

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Executive Director
Action for a Better Community
244 South Plymouth Avenue
Rochester, New York 14608

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55 St. Paul Street
Rochester, New York 14604

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Toastmasters
56 Crestview Drive
Pittsford, New York 14534

Mr. William Johnson
Executive Director
Urban League of Rochester
50 West Main Street
Rochester, N.Y. 14614

SUMMARIES Sent To:

1. Rochester Rotary Club
2. Lions Clubs
3. Elks Club
4. Rochester Jr. Chamber of Commerce
5. Monroe County Bar Association
6. League of Women Voters
7. Ms. Melvin Lang (Pres.) - Brighton P.T.A.
8. Mrs. Austin Leve (Pres.) - Pittsford P.T.A.

Colleges

9. Professor Maczynski, chairman
Dept. Political Science
St. John Fisher College
10. Dr. Granberry, chairman
Dept. of Anthropology
St. John Fisher College
11. Dr. Joseph Polizzi, chairman
Dept. of Sociology
St. John Fisher College

(no graduate depts.-at St. John Fisher)
12. Dr. Gwinn, chairman
Dept. of Political Science
Nazareth College
13. Dr. Donna Regenstreif, chairman
Dept. of Sociology
Nazareth College

(graduate teachers' course:
"Science and Education"
Dr. Anthony Barraco, chairman)
14. Professor Evan D. Rogers
Dept. of Sociology and Political Science
Alfred University
Alfred, New York 14802
15. Robert Stevens, Asst. Professor (Law Dept.)
History & Social Sciences
Monroe Comm. College
1000 E. Henrietta Rd. 14623
Rochester, N.Y.

SUMMARIES WERE DISTRIBUTED TO THE FOLLOWING BANKS IN THE GREATER ROCHESTER AREA:

1) Community Savings	Times Square Office 235 East Main St.	50 50
2) Dime Banking	941 North Clinton Ave.	50
3) First National	35 State Street	50
4) Columbia Banking	31 East Main St.	50
5) Home Federal	1 East Main St.	50
6) Rochester Savings	255 East Main St.	50
7) Security Trust	4 State St.	25
8) Central Trust	44 Exchange St.	50
9) Marine Midland	1 Marine Midland Pl.	200
10) First Federal	320 East Main St.	100
11) Bankers Trust Co.	25 East Main St.	100
12) Lincoln First	1 Lincoln Tower	50
13) Chase Manhattan	14 Franklin St.	100

A PLAN FOR BETTER GOVERNMENT
IN MONROE COUNTY (PART I)

REPORT SUMMARY

Objectives of Commission

The Charter Study Commission has the general objective to develop an improved plan for the governing of Monroe County. The plan which the Commission sets forth in its part-one report (summarized here) is intended to be both responsive to local citizen and community needs and desires and capable of effectively, efficiently, and economically guiding the day-to-day operations of county government. The Commission's plan specifically seeks to improve county government in terms of governmental organization, the planning and delivery of public services, the allocation of financial resources, and citizen participation in all aspects of county government. By encouraging better planning and greater administrative control, it is expected that the plan would lead to significant cost economies for all services provided by the county.

Revised Charter - The Basic Plan

The Commission has drafted a revised county charter for consideration by the county legislature. The revised charter represents a careful updating of the existing charter. It contains many technical revisions which are intended to improve its usefulness as a public statement of the structure of county government, as well as improving its usefulness as a legislative and management tool. The Commission has also included most of its general recommendations (outlined below) in the revised charter--except for those involving either voter approval or state legislation. The proposed revised

charter thus represents the Commission's basic plan for better government in Monroe County--a plan which can be acted upon directly by the county legislature without complicated implementation requirements (e.g., referenda or home rule messages to the state legislature).

New Administrative Code - The Detailed Plan

The Commission's part-one report contains its first draft of a new county administrative code which is intended for consideration as the basis for the continuing development of a code. The code details the organizational and procedural details of county government--and allows more meaningful interpretations of what is set forth in the county charter and other applicable laws. The code should help set guidelines for management, prevent arbitrary uses of power, and create an objective means for evaluating administrative performance.

Legislature (General Recommendations)

The twenty-nine member county legislature is the single most important unit of county government. While the legislature requires strengthening in several respects, it is basically performing well. It is representative of citizens within the county and responsible in its proceedings. On the other hand, the legislature requires strengthening in its policy-making and investigatory roles.

Terms. In creating the Commission, the legislature specifically required it to address the question of changes in the terms of members of the county legislature. The Commission has reviewed the alternatives available, and recommends the retention of the two-year term. While there are good

arguments for increasing the length of term to four years in order to allow a legislator more time to understand his office and to take a long-range rather than a "re-election" perspective, the Commission finds that the need for immediate accountability through general elections is more convincing at this time. Current experience indicates that many legislators serve two or more 2-year terms--and thus already have an opportunity to gain needed experience and perspective. Furthermore, the high mobility of our population suggests that if a district representation system is to be truly representative, more frequent elections may be desirable. Finally, the Commission feels that under an appointed manager plan (which the Commission recommends continuing--see below), the legislature, as the appointing body, should be held more frequently accountable. The Commission wishes, however, to receive more input on this subject from both officials and the general public--and retains the right to modify this recommendation in its part-two report.

President. The role of the president should be strengthened in policy leadership, and as spokesman and representative of the legislature. The president should be given overall responsibility for direction of legislative staff, including the clerk's office. The president should appoint, with legislative confirmation, the clerk of the legislature and the members of all boards and commissions presently appointed by the legislature.

Committees. In order to strengthen the policy-orientation and coverage of legislative committees, the current standing committees should be reorganized as: (1) finance; (2) human services; (3) public safety; (4) physical services; (5) planning and intergovernmental; (6) agenda.

The jurisdictions of the standing committees should be broadly defined and related to the proposed main functional divisions of county government.

Staff. The legislature needs to utilize more research services. Thus, the legislature should consider retaining a professional research coordinator. The coordinator would be responsible for identifying pertinent research information and resources relevant to issues before the legislature and its functional committees.

Executive - County Manager
(General Recommendations)

Retain Appointed County Manager. The Commission was charged by the legislature to specifically study the subject of an elected county executive. In conducting its study, the Commission examined three major criteria in assessing the elected and appointed executive plans: (1) accountability to the electorate; (2) professional administration; (3) executive-legislative balance. An analysis of these criteria resulted in the Commission's recommendation for retaining the appointed county manager plan because: (1) like the elected executive, the manager plan (especially with the modification suggested below) can ensure accountability; (2) the manager plan can better ensure professional administration; (3) the manager plan can better preserve executive-legislative balance and an effectively functioning legislature. Furthermore, the existing manager plan has served Monroe County well--having generally provided the county with stable and administratively progressive leadership. Thus, overall, the Commission found no compelling reasons to eliminate the appointed manager plan in favor of an elected executive.

Revision of Manager's Term. However, in order to reinforce the county manager's accountability and the concept that the manager serves the legislature as the chief administrative officer of the county, the Commission recommends that the manager's term be made to coincide with the term of the county legislature. Further, the manager should be made subject to removal at any time during that term by the county legislature, subject to a two-thirds vote of the total membership.

Other Appointed Officials. In order to strengthen the legislative and administrative accountability, the Commission recommends that the county manager's appointment powers be further extended wherever possible to include all personnel involved in the administration of county services. (See recommendations below on county clerk and sheriff.) The manager's appointments should not require the confirmation of the county legislature, except in the case of the county attorney (current practice) and the proposed new positions of "administrative commissioners." (See recommendations below under "improved program management.")

Elective Officers - County Clerk and Sheriff
(General Recommendations)

The Commission recommends that functions of county government be placed under a single responsible executive. To ensure this goal to move away from fragmented administration, the elective status of the county clerk's office should be changed to appointive and certain functions of the sheriff's office should be transferred to departments headed by appointed directors. Both of these changes have been supported by numerous charter commissions and study groups over the past decade (or longer). The Commission, of course,

recognizes that no changes would become effective during the term of office of the current officeholders.

With respect to the sheriff's three basic functions, the Commission recommends two shifts: (1) the shift of his jail responsibilities to a proposed department of detention and corrections, and (2) the shift of his police duties to a proposed department of police services. (The Commission has no recommendations on the sheriff's civil duties.) In both cases, the current sheriff would serve as departmental director for the balance of his term. In the case of the police functions, the Commission recommends the formation of a county police advisory commission to, among other duties, recommend an organization plan for the department of police services. In the case of both departments, the county manager would appoint new directors at the end of the current sheriff's term.

Administrative Reorganization (General Recommendations)

The administrative organization of the county still reflects its fragmented past. The county consists of approximately fifty separate administrative units--departments, agencies, offices, bureaus, boards, and commissions. Many of these units tend to operate as if they were not part of a larger organization--as if they had their own private constituencies. Central management (i.e., the county manager and his deputy) does not, under current county organization, have the capacity to deal adequately with this complex service structure. Planning, both short- and long-range, is virtually non-existent for many, if not most, of the county's activities. Overall comprehensive planning is still treated lightly if at all--when, in fact, past governmental performance indicates that such planning is essential if community

services and facilities are to be adequately coordinated, improved, evaluated, and utilized in order to achieve maximum benefits for all citizens. Over the past decade, numerous public and private study groups have made similar observations--and a few have offered recommendations.

The Commission is proposing that the county legislature undertake a major functional reorganization of county administration. The purposes of this reorganization are: (1) to increase central management's capacity to "manage"--i.e., implement legislative policy direction, integrate services, achieve greater administrative accountability over individual agency performance; (2) to provide a stronger organizational basis for the development of functional program plans and a county comprehensive plan; (3) to simplify lines of communication within county government by establishing agency groupings by appropriate functional categories and consolidating certain agencies; (4) to increase the relevance and significance of various boards and commissions by clearly establishing their responsibilities and linking them to county administrative units; (5) to strengthen the internal cohesiveness of the county so that it functions more like a "single" rather than a "multi" unit of government.

Functional Organization Plan. In order to improve the management of services, clarify administrative reporting relationships, and increase administrative accountability, the county should organize all of its agencies into functional administrative groupings or categories. Categories should be created to group: (1) human services agencies; (2) public safety services agencies; (3) physical services agencies; (4) management services agencies; and (5) judicial services.

Improved Program Management. In order to promote better planning and program management, the groupings of human, public safety, and physical services should each be coordinated by an "administrative commissioner." Such commissioners should serve in a supportive capacity by: (1) assisting in policy development and coordination; (2) encouraging program planning and coordination of plans; (3) acting as a liaison with the county manager and the legislature; (4) assisting in intergovernmental relationships and negotiations; (5) providing staff assistance for budgeting, planning, purchasing, and other management services. The administrative commissioners would be appointed by the county manager with confirmation by the county legislature.

Service Councils. In addition, a "service council" should be established by the county legislature in each of these three groupings. A council would serve to advise both the county manager and legislature and to develop and coordinate program plans. Each council would be responsible for preparing a comprehensive functional plan which would include individual agency plans as well as a services integration program. Such functional plans would, in turn, become a part of an overall county plan. A service council would have the following membership: (1) all department heads within a functional grouping of agencies; (2) such related agency and advisory board heads as may be appointed by the county manager; (3) the appropriate administrative commissioner; (4) such representatives of non-governmental public service organizations as may be appointed by the manager.

Related Recommendations. In addition to these broad recommendations, the Commission recommends a number of other actions to strengthen county

organizational structure, planning, and service delivery--these recommendations may be highlighted as follows:

1. Strengthen county comprehensive and functional planning.
2. Expand functions of county planning department.
3. Expand functions of county planning board and revise its membership.
4. Authorize the creation of community service districts.
5. Provide for the voluntary transfer of the assessment power of all towns and the city to the county.
6. Reorganize the personnel function keeping a reconstituted, more representational civil service commission.
7. Create a new department of labor relations.
8. Create a compensation policy commission to recommend the amount of compensation for all elected (and other) county officials.
9. Strengthen voting rights procedures.
10. Create a separate human relations agency.
11. Transfer the Veteran's Service Agency to the Social Services Department (consolidation of functions).
12. Create a department of recreational and cultural services (consolidation of functions).
13. Maintain independent status of the Monroe Community Hospital.
14. Create a department of health services (consolidation of functions).
15. Study need to create a county environmental protection agency.
16. Create a department of probation (consolidation of functions).

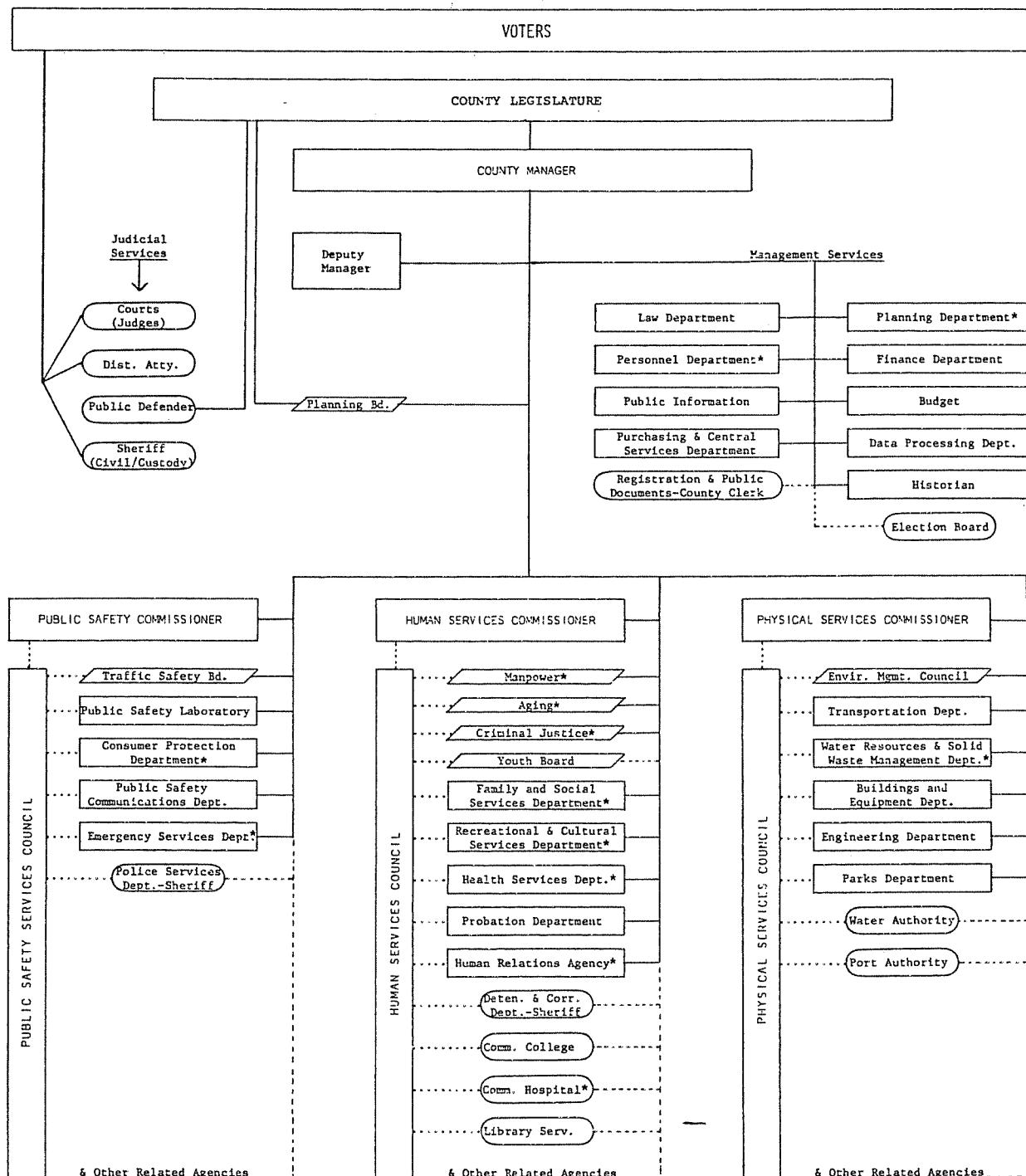
17. Create a department of detention and correctional services.
18. Create a department of police services.
19. Create a department of consumer protection (consolidation of functions).
20. Create a department of emergency services, natural disaster, and civil defense (consolidation of functions).
21. Create a department of transportation (consolidation of functions).
22. Create a department of water resources and solid waste management (consolidation of functions).
23. Create a department of engineering.
24. Create a department of buildings and equipment (consolidation of functions).
25. Increase county responsibility for roads and bridges serving an areawide need.
26. Continue and strengthen the parks department.

Conclusion - Strengthen Home Rule

The Commission finds that both Monroe County and the state of New York can and should strengthen local home rule powers in order to promote, through local government, greater political control and accountability, citizen involvement and commitment, and long-term public service effectiveness and responsiveness.

Monroe County should make greater use of the many home rule options available to it. Many of the Commission's general recommendations would have the county make greater use of such options leading to more responsive and responsible government--e.g., human services integration, improved services planning, improved development planning and control, capital improvements programming, consolidation of functions.

New York State should promote greater use of home rule powers by permitting charter counties more flexibility in determining administrative structure and procedures--e.g., the terms of county administrators, the functions of a civil service commission, the organizational details of functional planning agencies, the reform of real property tax practices.



Legend:

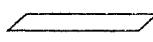


Regular county department/
agency (service delivery).



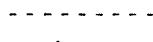
Independent department headed by an elective
or legislatively-appointed officer or board.

*Agency has
Advisory Board(s).



Regular county agency (planning only).

Indicates reporting relationship and method of selection/appointment.



Indicates desired administrative reporting relationship.

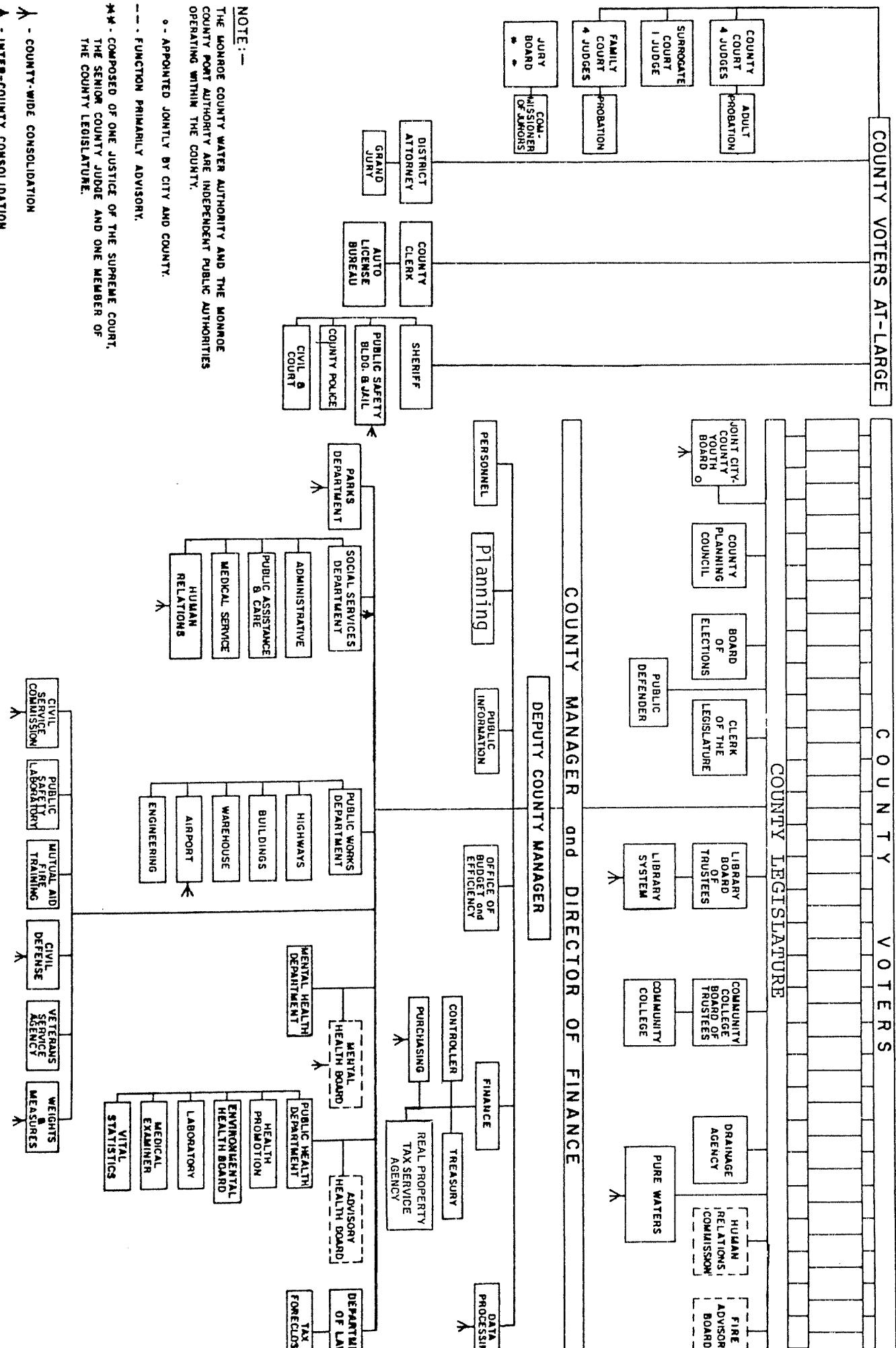
..... Indicates membership on a services council.

NOTE #1: This phase 1 chart represents county structure under the Commission's proposed revised charter. It reflects only those general recommendations of the Commission not involving a referendum or state action.

NOTE #2: This chart does not reflect all appointing or all reporting relationships. Position on chart is not intended to reflect relative importance.

CURRENT MONROE COUNTY GOVERNMENT

August, 1974



IDENTIFICATION
OF
LOWER TIER COMMUNITIES

The key word to remember in the drawing of lower tier community boundaries is identification. The purpose is to identify and formalize natural community, neighborhood and social associations, not to create artificial groupings of population.

Methodology

Step 1: Identify major barriers to community development, both natural and man-made.

- a) Natural barriers - Genesee River, Irondequoit Bay, Barge Canal.
- b) Man-made barriers - major arterials: N.Y.S. thruway, expressways 490 and 47, Keeler St. expressway, Mt. Read Blvd., Penn Central Railroad.

Step 2: Identify organized or formal communities and associations - villages, Model Cities, CBD and active neighborhood associations.

Step 3: Identify corridors of industrial and commercial development that act as barriers to neighborhood and community associations.

Step 4: Use the barriers and communities identified in Steps 1-3 to draw the initial community boundaries and calculate the 1970 populations. In the rural areas where some of the community populations fell far short of the 20,000 level, communities were combined. The major exception to this is the area south of the thruway and east of the river. The population in this area is only 10,865, however, because the Riverton community is in this area and will add another 20,000 people when completed the community size is "acceptable."

Step 5: Test the community boundaries against established service and community associations.

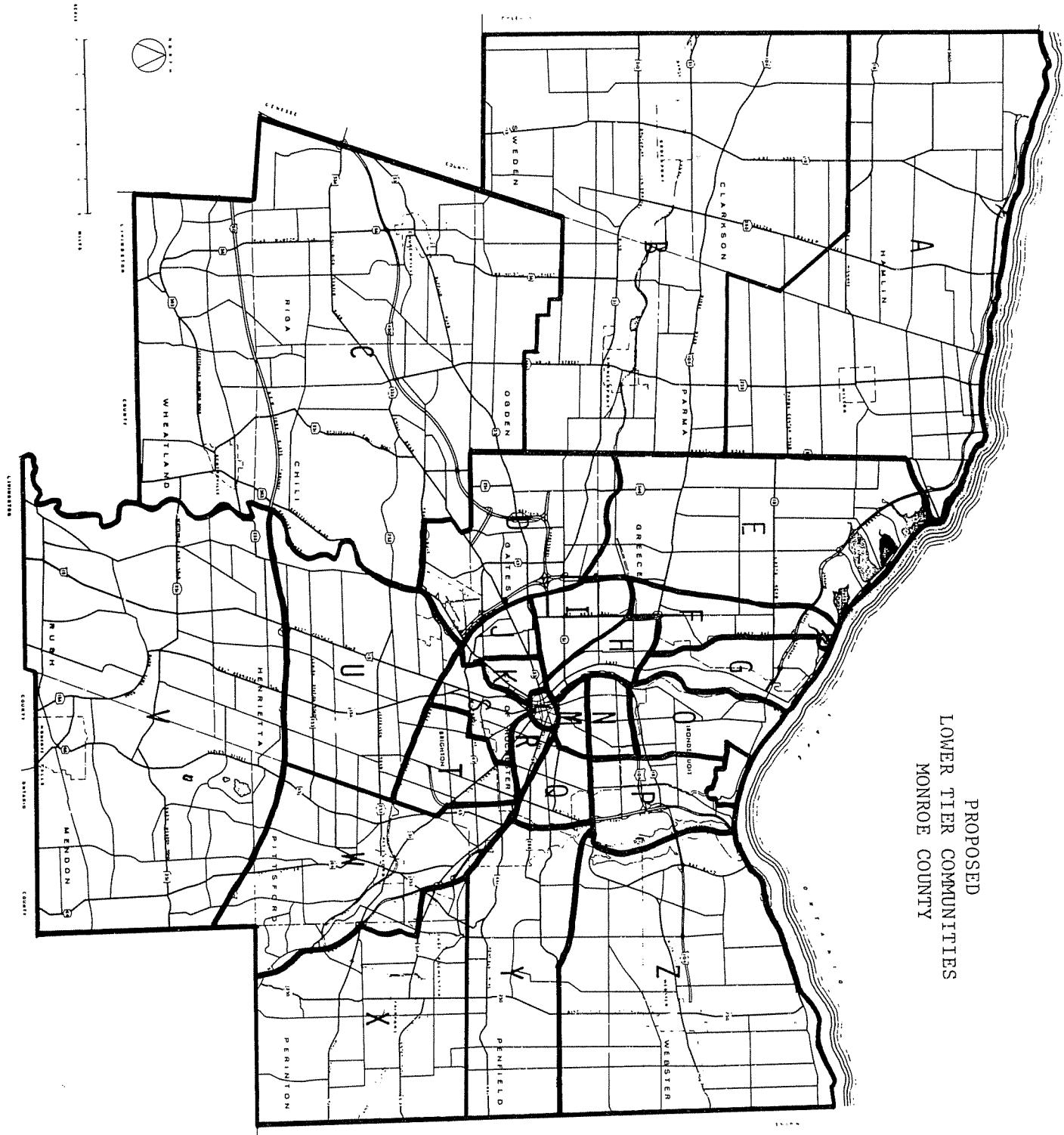
- a) Because 45% of the households in Monroe County (53% of the households in the towns) have children under the age of 18, (school age or future school children) the school districts were chosen as one of the major community associations to test the community model against. If a portion of a school district was dissociated from the district's high school (s) by a community boundary the community line was adjusted to compensate, at least partially, for the dissociation.
- b) Because the lower tier communities will be service delivery areas the model was also tested against the fire service areas. The same adjustments made for the school districts were made for community areas dissociated from fire stations.

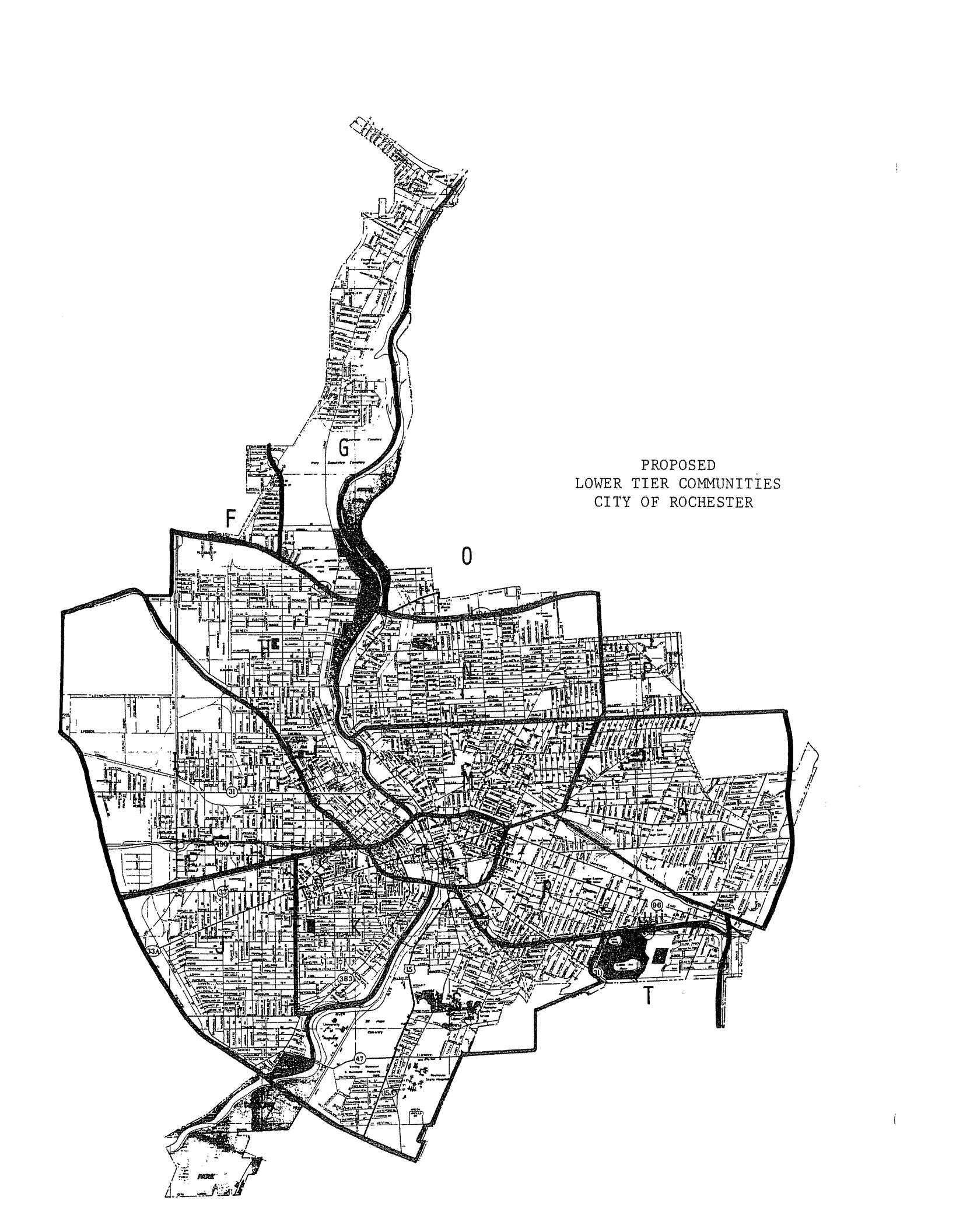
- c) Ideally, we would have liked to test the model against all special districts--sewer, water, lighting, etc.,--however, because there were no maps available and because these services are not delivered at a person to person level it was felt that this was not an essential test for the identification of communities.
- d) While police protection is not a community level service, it is a "personal" service and the lower tier communities were tested against the patrol zones set up by the Monroe County Sheriff's Office and the Rochester City Police Department. The community boundaries were not adjusted on this basis, but few dissociations were found.
- e) Shopping centers, depending on their size and the type of stores, are also neighborhood, community or regional centers. For this test we used the Rochester Chamber of Commerce Shopping Center Directory. The centers in the directory, including several proposed developments, were classified as Regional--at least one major department store; Community--at least one junior or discount department store; or Neighborhood--offering personal services including grocery, drug store, bank, etc. While no boundary changes were made on this basis, the communities found lacking in shopping centers were either rural, where villages are located, or central city where there are many corner stores that provide personal services.

Maps

1. Proposed Lower Tier Communities - Monroe County
2. Proposed Lower Tier Communities - City of Rochester
3. Proposed Lower Tier Communities and Monroe County School Districts and High School Locations
4. Proposed Lower Tier Communities and Monroe County Fire Service Areas and Fire Station Locations
5. Proposed Lower Tier Communities and Location of City Fire Stations
6. Proposed Lower Tier Communities and Areas of Dissociation for School Districts and Fire Service Areas
7. Proposed Lower Tier Communities and Monroe County Sheriff's Patrol Zones
8. Proposed Lower Tier Communities and City Police Patrol Areas
9. Lower Tier Communities and Monroe County Shopping Centers

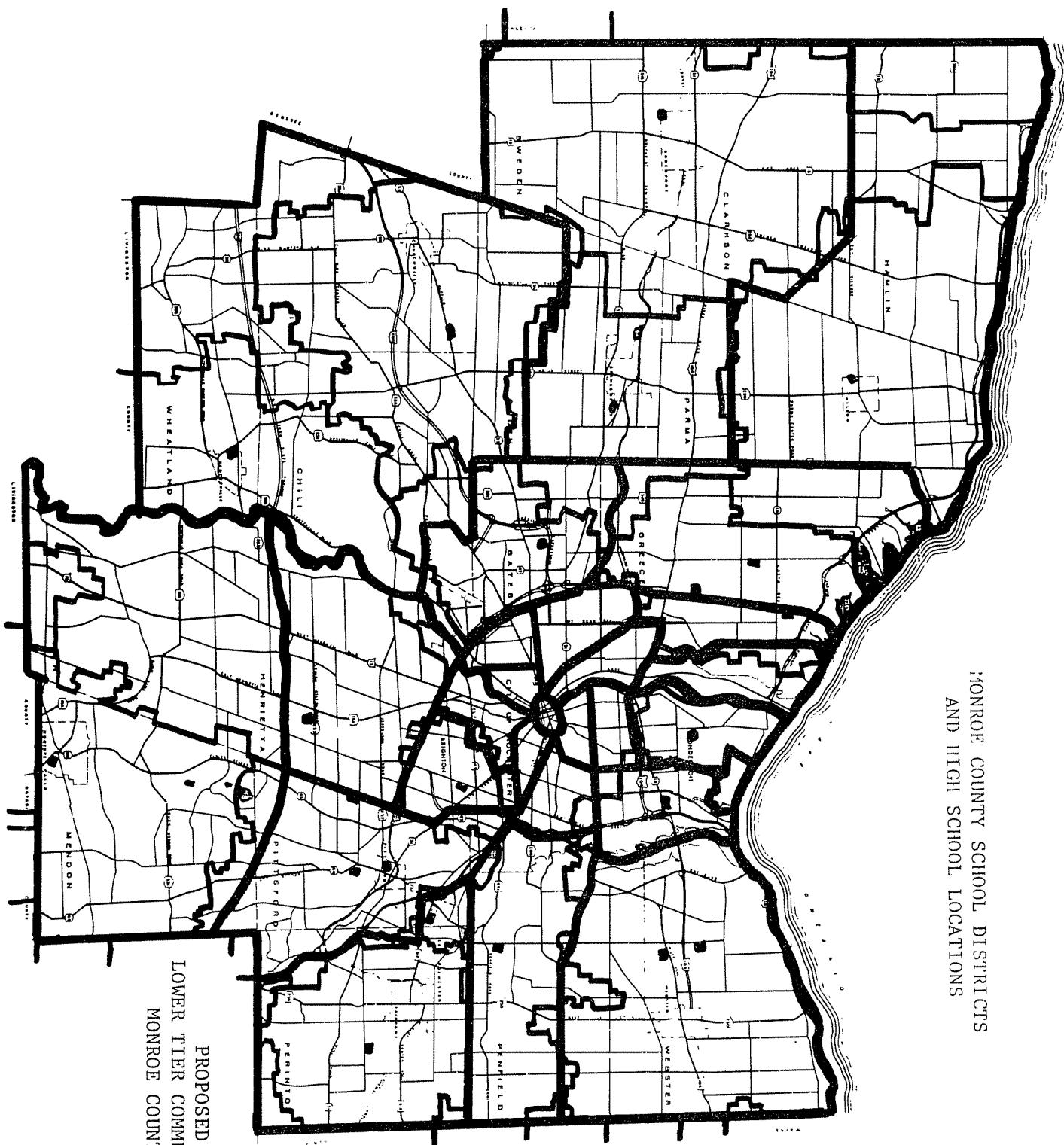
PROPOSED
LOWER TIER COMMUNITIES
MONROE COUNTY





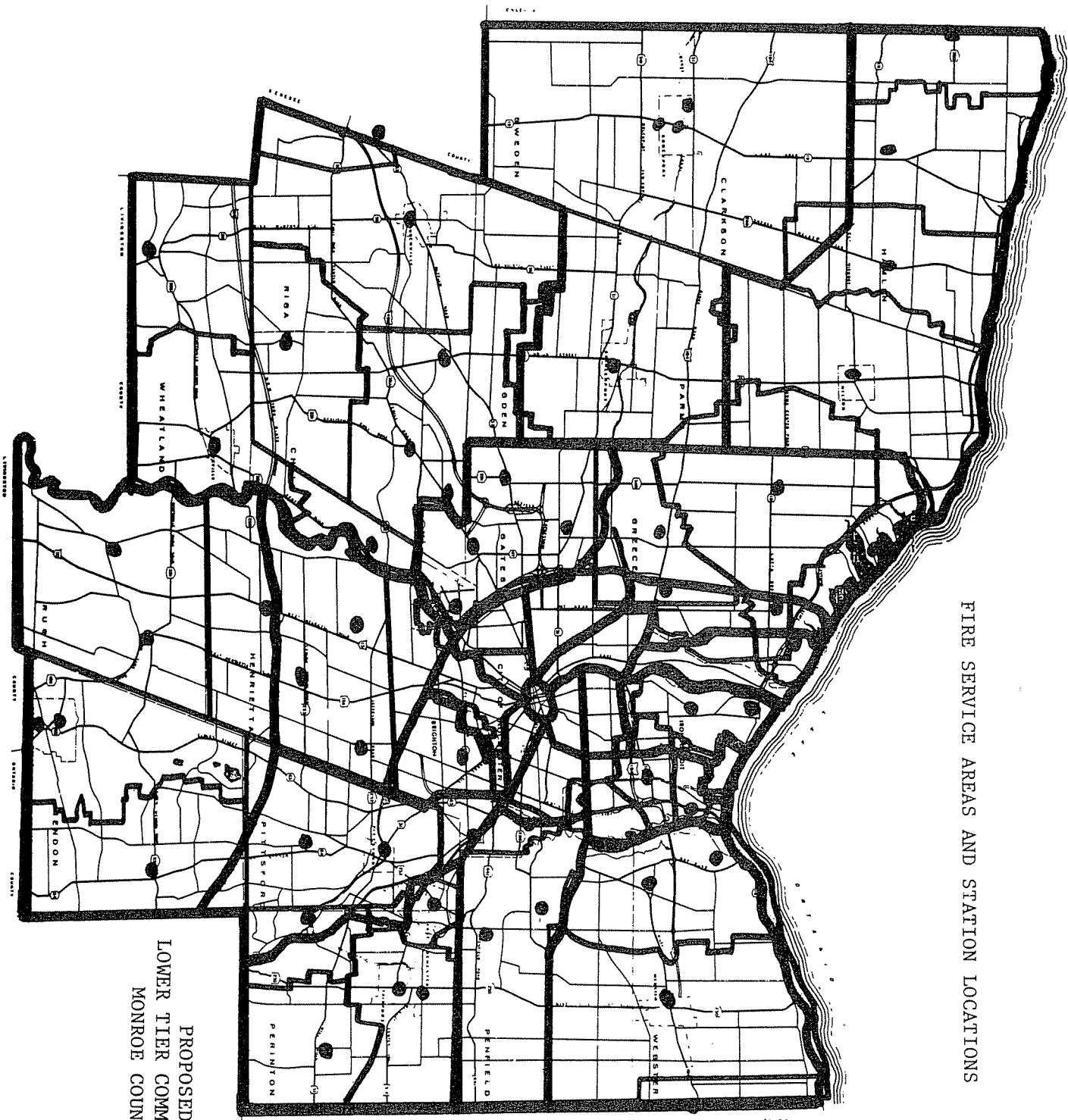
PROPOSED
LOWER TIER COMMUNITIES
CITY OF ROCHESTER

MONROE COUNTY SCHOOL DISTRICTS
AND HIGH SCHOOL LOCATIONS

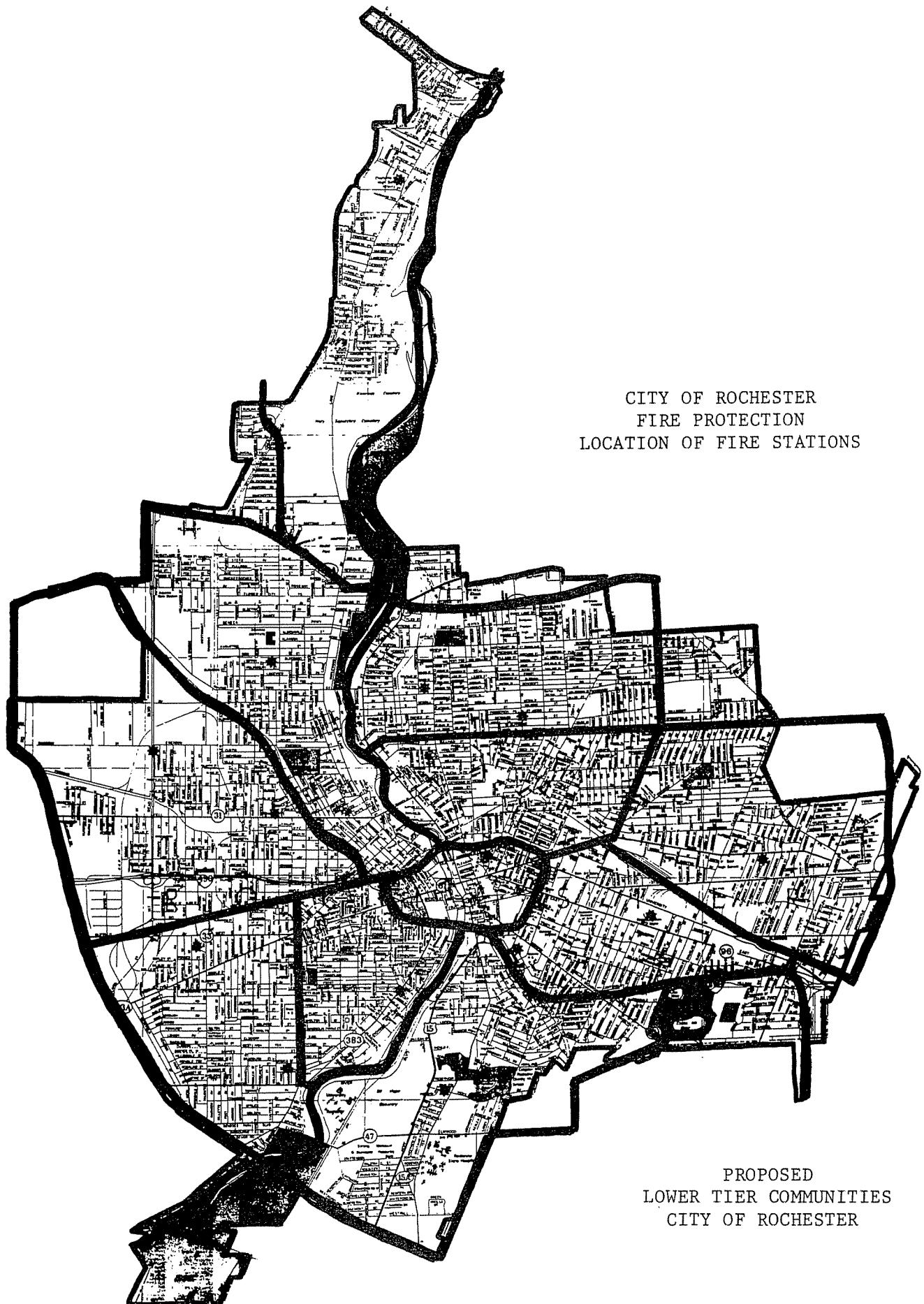


PROPOSED
LOWER TIER COMMUNITIES
MONROE COUNTY

FIRE SERVICE AREAS AND STATION LOCATIONS



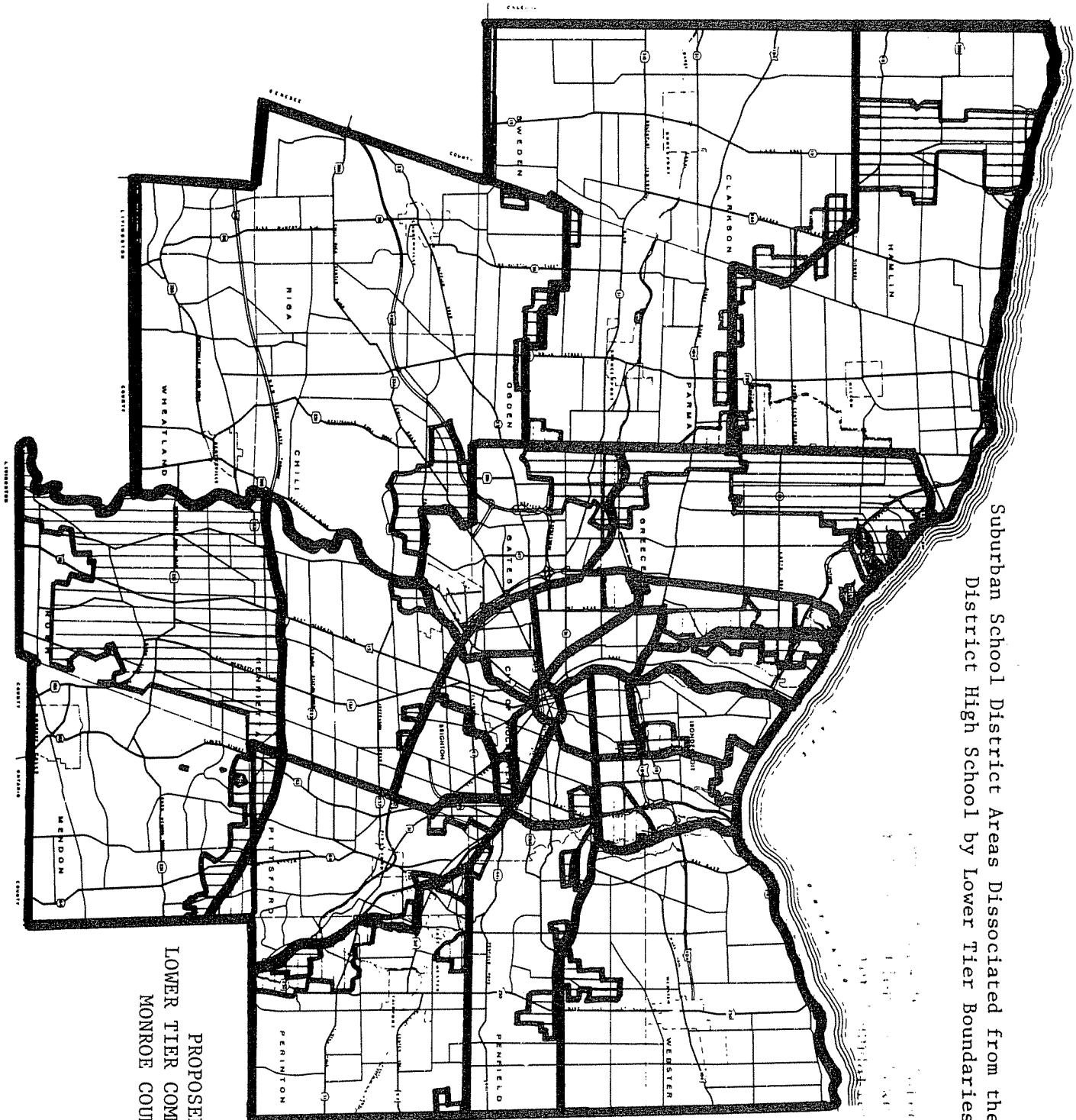
PROPOSED
LOWER TIER COMMUNITIES
MONROE COUNTY



CITY OF ROCHESTER
FIRE PROTECTION
LOCATION OF FIRE STATIONS

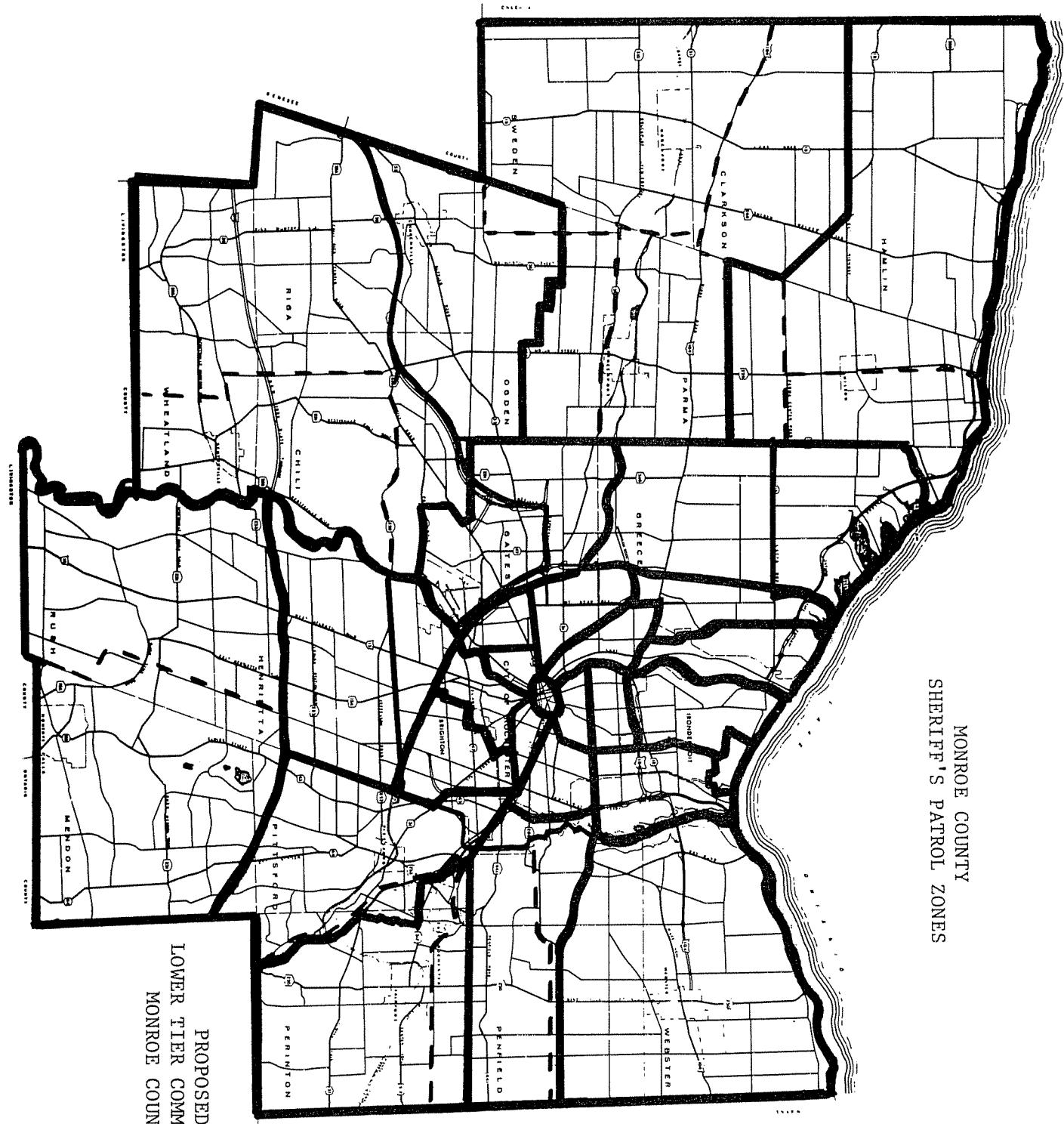
PROPOSED
LOWER TIER COMMUNITIES
CITY OF ROCHESTER

Suburban School District Areas Dissociated from the District High School by Lower Tier Boundaries

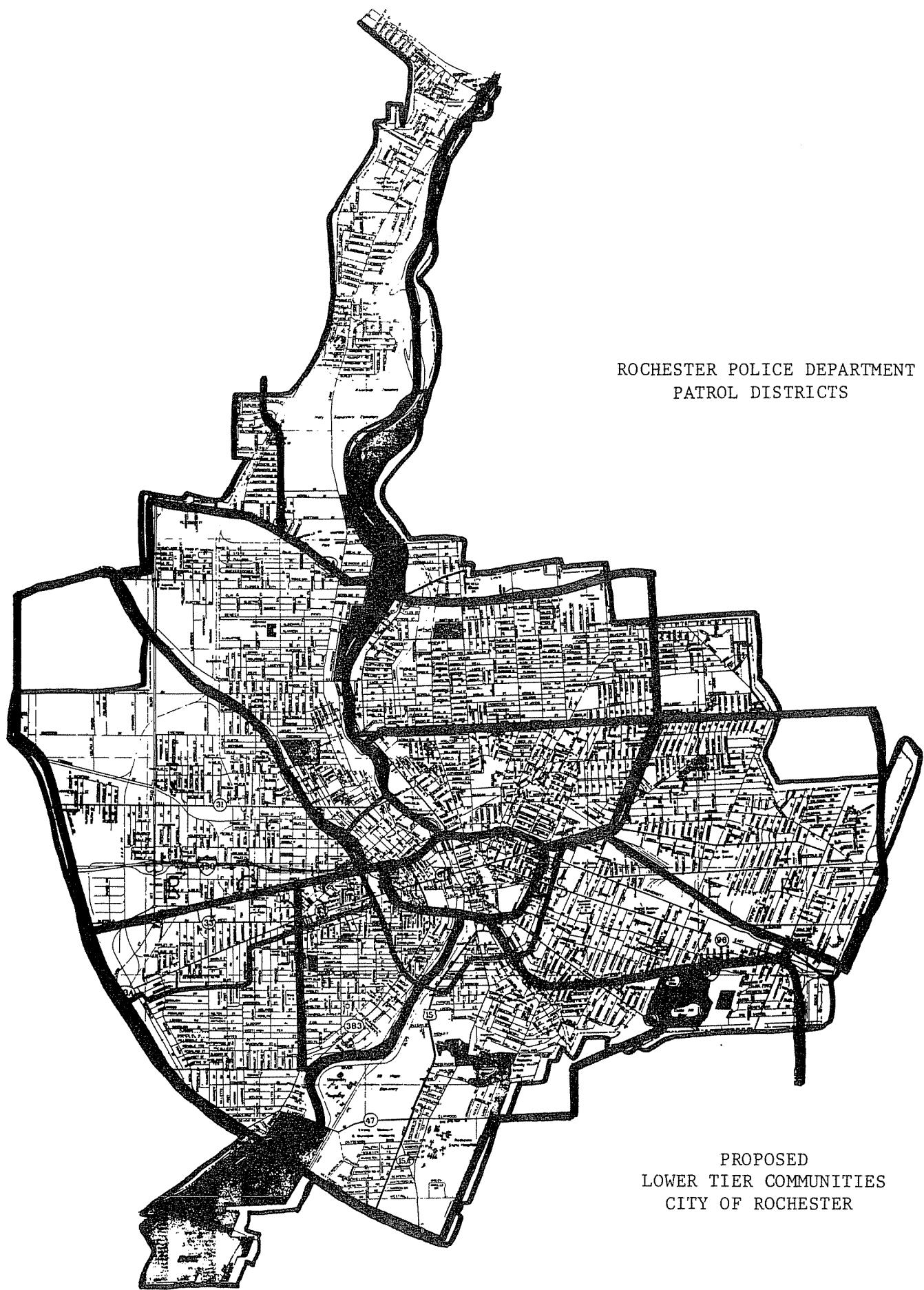


PROPOSED
LOWER TIER COMMUNITIES
MONROE COUNTY

MONROE COUNTY
SHERIFF'S PATROL ZONES



PROPOSED
LOWER TIER COMMUNITIES
MONROE COUNTY



ROCHESTER POLICE DEPARTMENT
PATROL DISTRICTS

PROPOSED
LOWER TIER COMMUNITIES
CITY OF ROCHESTER

Table 1

TOWN BUDGET ITEMS INCLUDED IN
LOWER TIER FUNCTIONAL CATEGORIES
FOR UNIT COST COMPARISON TABULATIONS

General Governmental Support:

Town board	Engineer
Supervisor	Elections
Director of finance	Board of ethics
Comptroller	Public Works administration
Independent audit	Buildings
Budget	Central garage
Purchasing	Central communications
Town clerk	Central storeroom
Attorney	Central printing and mailing
Personnel	Central data processing
Architect	Allocated special items, employee benefits, debt service, and capital improvements

Traffic Safety and Engineering:

Street lighting
Parking

Fire Protection Services:

Fire protection districts

Land Use Planning Control:

Zoning

Arts, Culture and Recreation:

Recreation administration
Parks
Playgrounds and recreation
centers
Beach and pool
Youth program
Joint youth project
Library

Museum
Historian
Historical property
Celebrations
Programs for aging
Adult recreation

Solid Waste:

Refuse and garbage collection

Public Safety Services:

Public safety administration
Police and constable
Jail
Civil defense
Traffic control (school crossing guards)
Control of animals (dog warden)

Highways and Bridges:

Superintendent of highways

Garage

Highway budget:

- Item 1 (repairs and improvements)
- Item 2 (bridges)
- Item 3 (machinery)
- Item 4 (snow and miscellaneous)
- Item 1A(improvement program)

Miscellaneous:

Drainage

Conservation

Cemeteries

Community beautification

Shade trees

Natural resources

Table 2

BUDGET ITEMS INCLUDED IN LOWER TIER
 FUNCTIONAL CATEGORIES FOR UNIT
 COST COMPARISON TABULATIONS
 (City of Rochester 1973/74)

General governmental support:

Buildings and equipment (Municipal property maintenance, motor equipment, engineering)	\$ 1,789,495
Law	325,782
Finance (Audit and accounts, treasury)	575,260
Administration (City manager, budget, personnel, public information, data processing)	967,205
Legislative (Council and clerk, election expense, mayor)	388,812
Allocated controller's fixed charges (Fire and police pension, sewer use charges, miscellaneous)	2,548,512
Allocated debt service	7,345,000
Allocated employee benefits (fire and police retirement, state retirement, other benefits)	<u>12,545,134</u>
Total	26,485,200

Traffic Safety and Engineering:

Municipal parking	\$ 1,081,541
Street lighting	<u>2,381,130</u>
Total	\$ 3,462,671

Fire Protection Service:

Fire (excluding state retirement)	\$10,495,000
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Land Use Planning:

Zoning division	\$ 103,175
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Arts, Culture and Recreation:

Recreation - Administration	\$ 70,488
Recreation - Maintenance and operation	1,363,418
Playgrounds and recreation	1,304,946
Adult recreation	61,529
Community library	<u>1,060,865</u>
Total	\$ 3,861,246

Solid Waste:

Refuse collection	\$ 3,768,187
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Public Safety:

Police (exc. ret.)	\$11,278,534
Animal control center	<u>103,504</u>

Total

\$11,382,038

<u>Miscellaneous:</u>	
Mt. Hope and Riverside Cemeteries	\$ 412,362
Forestry	<u>440,565</u>
Total	\$ 852,927
 SUB TOTAL	\$60,410,444
 <u>Highways and Bridges:</u>	
Construction, maintenance and repair of streets	\$ 965,170
City local works program	7,215,000
Allocated debt service	<u>3,500,000</u>
Total	\$11,680,170
 GRAND TOTAL	\$72,090,614

APPENDIX XIII

MEMORANDA OF COMMENT, RESERVATION OR DISSENT
(November 15, 1974 Report)

OPINION IN DISSENT

From Action of GRIP in Adopting Alternative Model
for Lower Tier Unit of Local Government

PRESENTED BY ERWIN N. WITT:

Lest it appear that the adoption by GRIP of the alternate model for lower tier units of government as contained in the report of the Lower Tier Task Force dated October 14, 1974 and adopted at a GRIP meeting held on October 24, 1974, was unanimous or without reasoned opposition, I wish to make use of the Chairman's invitation to submit dissenting opinions.

When in Phase I of its operations GRIP adopted the Functional Analysis Approach it agreed upon certain guidelines and criteria which were to govern the allocation of services among the lower and upper tiers of government. These guidelines were efficiency, economy, equity, and citizen access, participation, and control. After Phase I was completed and Phase II started the deliberation of the structural design of the proposed future government and its upper and lower tiers, it was self-evident that the criteria and guidelines used in Phase I would have to carry over into the deliberations of Phase II. When therefore the Lower Tier Task Force after extensive discussions and deliberations recommended to the Full Panel the adoption of Model I as fully spelled out in the Lower Tier Task Force Report of October 14, 1970 in preference to the Alternative Model contained in the same report, these criteria were very much in the minds of at least some of the members of the Lower Tier Task Force.

It is submitted that a division of the entire County of Monroe into general purpose local government units, including the elimination of the present boundaries of the City of Rochester and its division into such units, all as more fully spelled out in the Report of the Lower Tier Task Force, would meet these criteria. While undoubtedly and admittedly there were a number of questions left un-

answered which could have been determined later on if such Model had been adopted in principle, it nevertheless is submitted that a design of governmental units along these lines with powers presently existing under the New York Suburban Town Law would insure greater efficiency, greater economies of scale, be more equitable in the distribution of benefits and burdens, and above all would grant to the residents of each individual local unit of government the access and control over their local government which was one of the main goals of the deliberations of the Panel in Phase I. It is significant that the rejection by the majority of the Panel of Model I and the adoption of the Alternative Model was based more on negative reasoning in opposition to Model I than on positive reasoning in support of Model II which in effect means the retention of the status quo in Monroe County.

The opponents of Model I based their objections mainly on the grounds that the problems of the City of Rochester and of the County of Monroe were social ones, that the division of the City of Rochester into local governmental units as proposed in the report would isolate inner-city communities and institutionalize racial and economic segregation, that such plan would create problems with regard to the City School District, and above all that Model I was unrealistic, that the people of Monroe County would not accept it, that its proponents were seeking Utopia and in short were dreamers.

Before dealing with these objections, let it be said that the adoption of the Alternative Model does not in any way overcome or deal with the problems to which these objections were addressed. The retention of the status quo means the retention of all the short-comings of the present governmental structure in Monroe County which were found to exist during Phase I deliberations. Even if the minor modifications proposed by the Panel will be implemented, the County of Monroe will still contain one city, nineteen towns, ten villages, and over one-hundred-fifty special improvement districts with their varying numbers of populations, their varying socio-economic problems, their educational difficulties,

their inequitable distribution of the tax burden, and their lack of citizens' input and control.

There is no question but that many of the existing problems in the County of Monroe and particularly within the City of Rochester are socio-economic. It is likewise clear that a reorganization of the governmental structure will not necessarily of and by itself solve these problems. As the building of a new hospital will not in and by itself cure diseases, but will merely provide for a more effective use of the facilities for such cure, a new governmental structure as proposed by Model I could not have cured socio-economic ills but would have provided the facilities for helping eliminate some of the worst conditions. Rather than isolating inner city communities and institutionalizing segregation and increasing socio-economic problems, the creation of smaller local governmental units within the City would allow for greater access and control by the residents of such areas over bread and butter local services and political decisions made within the boundaries of such communities. There certainly would be greater political control as opposed to mere access.

Some members of the Panel were sincerely concerned with the effect of Model I on the Rochester School District. They feared that the elimination of the Rochester School District as such, resulting from the dissolution of the City of Rochester, would bring about inequality of education in some of the new local communities within the City and would increase the disparity of the tax burden. These concerns would be justified if it were not for the fact that these same problems exist today, not only in Monroe County, but all over the State of New York. It has become obvious that a solution to the problems of education can no longer be found within the realm of local government. These problems must be addressed on a much broader basis as a matter separate and distinct from the problems of local government. The rejection of Model I for this reason was therefore without basis.

in fact.

Finally, it was said that Model I was unrealistic and that its promoters were chasing a dream. Is it really necessary to point out that this country was built on dreams, that it grew and prospered and marched forward because of men with vision and dreams? If the framers of the Constitution had asked themselves whether or not what they proposed was realistic, whether the people would accept it, whether it would work, they would never have brought about a system of government that has lasted for 200 years and the strength and vitality of which has been proven only recently. If the people who came after them had not pursued hopes and dreams and followed their instincts, this country would not have grown to what it is now, both physically and spiritually. If Martin Luther King and men like him did not have their dreams, the social problems with which some of the members were concerned would have existed many times over. It is wrong to belittle dreams, to ridicule the dreamers, and above all to underestimate the willingness of the people of the County of Monroe to accept new ideas.

The late Winston Churchill once said that he had not become her Majesty's Prime Minister to preside over the dissolution of the Empire. It is understandable that some members of the Panel felt that if they supported Option I they would preside over the dissolution of their territorial power bases. This Panel, however, was not charged with the design of a government for the benefit of a few. It was charged to design a government for the people of the County of Monroe. The people are not an amorphous mass somewhere outside the Panel. The people are the members of the Panel, from the city, from the towns, from the villages of Monroe County. If the members of the Panel had really wanted to adopt a forward looking, modern, efficient, effective, equitable two tier government which afforded to the people of the County of Monroe access to and control over their local units of government, the majority of the rest of the people could have been persuaded to go along. It

is not often that people like the members of the Panel on a small scale are allowed to dream and at the same time to try and make their dreams come true. This Panel had this opportunity. It is a pity that the majority decided to forego it.

THE NEW YORKER

Oct. 28, 1974



"Oh, I like reforms O.K., but not sweeping reforms."

Memorandum of Dissent
from
The Majority Recommendation of the Greater Rochester Intergovernmental Panel

At the last of three seminars held to discuss the proposed new structure for Monroe County government, the GRIP Intergovernmental Panel voted on three key issues: Keeping present boundary lines versus creating new jurisdictions, an elected county executive versus an appointed county manager, and a two-year term versus a four-year term for county legislators. The majority voted to keep the present boundaries, to keep the present system of appointed manager, and to go to a four-year term instead of a two-year term for county legislators. With due respect to the views of our colleagues, we wish to dissent on each of these decisions for the following reasons:

1) The Lower-Tier Task Force presented us with two models. Model 1 called for a revision of local city, town and village jurisdictions, which had the effect of combining some of the smaller towns to achieve a minimum population of approximately 11,000 and reconstituting the present boundaries of the City of Rochester into nine separate districts plus a special territory for the Central Business District inside the inner loop. Model 2 kept the same boundaries and jurisdictions as presently exist and recommended--especially within the city--that neighborhood community councils be established with limited powers for self-rule. The Panel voted to adopt Model 2 while holding out Model 1 as a possible long-range goal. This may very well be an inadequate solution to the immediate problem of the City's fiscal bind. It can be argued that the City of Rochester as presently constituted is too big and too broke to serve as an effective unit of local government

administration, and too small to serve as an area-wide upper-tier government. We have followed a patch-work process of trying to save the city by dealing off more and more responsibilities to the county in order to get through one more budget crisis. We have now arrived at the point where without massive state or federal help, only the transfer of very significant portions of police, fire, or D.P.W. will provide the kind of financial relief which the city must have in the next 12-18 months. It seems far better to pursue a more rational plan for a long-range solution to these problems, than to continue the piece-meal dismantling of the city and find in two or three or five years that City Council presides over a hollow shell. The reorganization of the city should be considered and discussed now as a real alternative, and the GRIP-NAPA report should raise it as a community issue now, not sometime in the future.

2) As to the question of an elected executive versus an appointed manager for county government, our position is quite simple: The Upper-Tier Task Force has done an admirable job of designing a structure which incorporates all the upper-tier responsibilities that were identified in Phase I of the GRIP study. Upper-tier government as proposed in the Task Force's report will have significantly broader responsibilities than county government as we know it today, both from a transfer upwards of functional responsibilities from the lower-tier and from re-assuming under county government such independent entities as the Monroe County Water Authority and the Port Authority. In addition, if we are even ultimately to adopt Model 1 of the Lower-Tier Task Force, there will be no other large countervailing government unit inside Monroe County. Given these circumstances, it seems mandatory that there should be one strong voice capable

of speaking for the county at large. Under the appointed manager system, both the Manager and the President of the Legislature are designees of the County Legislature, which is itself a body composed of legislators elected by the district. There will be no elected official who is elected county-wide to reflect total county wide concerns. The need for professionalism in county government is crucial and can be met with the appointment of a chief administrative officer under the county executive responsible for the day-to-day management and administration of county affairs. One of the weaknesses of the GRIP study thus far is that it has concentrated too much on functional responsibility and delivery of government services. It has been pre-occupied with administration and has not concentrated sufficiently on government. If we are to fulfill the potential which many of us see for Monroe County in the next 10-15 years, the chief government official will have to play many more roles than that of manager and administrator. An elected executive would have to be a political leader, educator, and a spokesman and representative for Monroe County with state and federal governments. These roles can be played effectively only by someone who is backed by an electoral mandate from all the voters of Monroe County.

3) We oppose a four-year term for county legislators on two grounds: It is unnecessary and, if we may indulge in the same sin of which we have accused our colleagues, it is politically unrealistic. U.S. Congressmen and New York State Assemblymen now serve much larger geographic territories, and much larger populations than do County Legislators, and manage to do it effectively on a two-year term. Given the relatively smaller areas and smaller population (approximately 22 to 25 thousand) a County Legislator, simply by virtue of his daily

activity, should be able to keep sufficiently closely in touch with his constituency that the two-year re-election campaign should not be as arduous as for the other elected representatives mentioned above.

In addition, in a day and age when government responsiveness to the citizen is an increasingly key criterion to measure government effectiveness, it seems to us a long step backward to lengthen the span of time before citizens can express their view on their elected representative. We believe the common reaction to this proposal will be "no way are we going to leave those guys in there for four years!" The four-year term concept was recently rejected by voters in Westchester County. There is much that can and should be done to strengthen the role of the legislator and make it easier for him to play it more effectively--increased staff and research capability for the legislature, and increased budget for clerical and secretarial assistance are two steps that come immediately to mind. To lengthen the term of office at this time however, strikes us as going directly counter to many of the philosophies which we have espoused in GRIP.

November 20, 1974

Edward P. Curtis, Jr.
Robert A. Feldman

VILLAGE OF SCOTTSVILLE

COUNTY OF MONROE, N. Y.

FOUNDED
1789

INCORPORATED
OCTOBER 1914

VILLAGE BUILDING • MAIN STREET

MAYOR
SELDEN S. BROWN

TRUSTEES
JACK OBLEIN JAMES H. CAMERON
E. WILLIAM SWAIN ~~XXXXXX~~ Richard Susat
CLERK - TREASURER
HELEN T. DRISCOLL

November 18, 1974

Alexander J. DiPasquale, Director
Greater Rochester Intergovernmental Panel
300 Executive Office Building
Rochester, New York 14614

Dear Alex:

As requested November 15, 1974, here are a few comments on the G.R.I.P. report which was approved that day:

In the interests of accuracy, on page 2, last paragraph, hyphenated work "wier" should be "tier"; also on page 75, the last sentence of the first paragraph just before sub-title "a" doesn't make sense.

You have my permission to edit the following comments.

Page 18 HOUSING

Low cost multiple housing for towns and villages lack appeal primarily because of transportation problems. No amount of citizen input or country-wide comprehensive planning will change the setup without adequate transportation.

Page 21 SOLID WASTE

The snail-like progress on the solid waste problem is discouraging, particularly since the answer is so simple - get rid of petty political bickering. The groundwork has been done; now we need statesmanship.

Page 21 WATER DISTRIBUTION

Granted present socalled fragmentation of county wide water distribution must be consolidated, but it should never be exposed to political tinkering. The condition

VILLAGE OF SCOTTSVILLE, N.Y.

of the City of Rochester water system is a vivid example of what happens without the guiding hand of hard-headed business men.

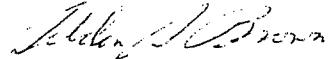
Page 83 POPULATION SIZE

I cannot subscribe to the magic 20,000 - 30,000 population size for general governing purposes. It may look good on the charts, but in reality there are gross inequities. The figures may work for the City and immediate towns, but for less populated outlying areas with boundaries twenty-five miles apart, the so-called "citizen input" will be lost.

In conclusion, the time spent on G.R.I.P. has been educational and rewarding. I firmly believe many of the proposals are important. I also believe many are "pie in the sky". We should learn to walk before trying to run.

I wish to thank you and the staff for a fine job during these past eighteen months. It has been a pleasure knowing you.

Cordially,



Selden S. Brown

SSB:d



City of Rochester NEW YORK

PAUL HANEY, Councilman-at-Large
3 Tacoma Street
Rochester, New York 14613
Phone: (716) 458-4495

Comment and Dissent
from the
Report of the Greater Rochester
Intergovernmental Panel
November 15, 1974

With the publication of the Report of the Greater Rochester Intergovernmental Panel on November 15, 1974, I feel constrained to record my reservations and dissents from the conclusions that have been drawn and reported by the Panel. I shall do so in the pages which follow. Let me also say that I will comment at length, only because I am very serious about the Panel, its work and its goals.

THE INTERIM REPORT

On July 1, 1974, after the conclusion of the May Seminar, I communicated numerous concerns about the interim reports to the Panel. In as much as there has been no response to that communication, I must repeat my earlier comments. Without going back to the detailed reports where I am sure we could all nit-pick, I will comment on the summary as presented.

FIRE PROTECTION: The creation of four County fire suppression forces with special equipment "such as ladder trucks" (quotation from explanation given at seminar) which the rural areas do not have concerns me. I can foresee the City taxpayer who has already purchased much such equipment (including many ladder trucks) being required to help buy it for others who have not bought it. I could only accept this proposal if it were handled as a charge back to benefited areas as Mr. Stevens suggested.

POLICE PROTECTION: Until some serious questions of implementation (such as the ultimate position of the Sheriff's office and the financing of patrols in high need areas such as the CBD and other inner City areas) are resolved, my support is withheld. In the meantime there is a desperate need for immediate correction of financial inequities in the delivery of police services. For example, the continued taxation of certain municipalities for Sheriff's road patrol services which they do not receive is abominable and the Panel has not addressed the

COURTS AND CORRECTIONS: I do not see any need for abolishing the City Court structure in Rochester. I am not an attorney, but as a casual observer, I feel that it has become a sophisticated and progressive Judicial body during the last few years. The inequity is that its services are widely used by non-City residents while it is financially only supported by the City. That inequity can be corrected by the receipt of financial subsidies, and does not require the destruction of the Court.

HOUSING: We all know the problem, but I cannot endorse more area-wide planning until I know how some of the suburban areas are going to be enticed or forced to accept subsidized housing. We have had numerous "plans" but still nearly all subsidized housing is in the City, and it is cutting the heart out of our tax base.

WATER SUPPLY AND DISTRIBUTION: While strongly endorsing the abolition of the Water Authority, I cannot see why the distribution or retailing of water cannot be done by local governmental units. I would also point out that I would expect the City to be sufficiently reimbursed for the tens of millions of dollars which it has invested in its water supply system as well as for the general fund revenue which would be lost.

BUILDING AND PROPERTY CONSERVATION: The centralization of this on a County-wide basis would be extremely dangerous and could lead to a bureaucratic nightmare. I believe that it should be left with the local unit of government because:

-We are dealing with the character and quality of individual neighborhoods. What is "utterly deplorable" in one area may be "quite acceptable" in another. Uniform County-wide standards and enforcement could contradict local desires and lifestyles.

- Property inspections and follow-up action are very detailed activities resulting in scads of paperwork. We have difficulty mastering the monster on a City-wide basis and I dread what might happen in a centralized operation.

- I see no benefits of centralization.

TAXATION AND FINANCE: It would appear that County-wide reassessment is being urged.

No one can argue with the inequities in our assessments. The City hasn't won an assessment case in years. However, we had all better realize what reassessment will mean, namely, a heavy shift of the tax burden from industrial to residential property, at least in the City. The State tells us that the City's assessment rates as a percentage of full value approximate

Residential Property	30%
Commercial Property	40%
Industrial Property	50%
Public Utility Property	60%

Any reassessment that met the requirements of the State Constitution would require the complete equalization of the assessment burden, and I do not need to explain the social implications of a sizeable increase in the residential tax burden in the City; an increase that would result if the assessment rates were equalized.

I am also quite disappointed by the lack of suggestions or conclusions on other aspects of our tax structure. If no changes of any kind were recommended in any other area, we still would need to change our revenue system. For example, I do not believe there is any alternative to a County income tax piggy-backed on the State income tax. The property tax cannot be expected to continue to carry the whole burden of municipal finance. Similarly, reallocation of revenues between governmental jurisdictions is required.

I have been keenly disappointed by the failure of the Panel in general and the taxation Task Force in particular to address financial issues of current concern in the short run. Without waiting for the sun to rise revealing Utopia on the plain across the Golden River, there are financial inequities that can be resolved in the short run, to the long run advantage of the entire community. I would in passing, mention:

1. The current assessment of taxes for the support of the police services rendered by the County Sheriff's Office against municipalities that do not use those services. I consider that to be grossly unfair.

2. The current failure of the County to reimburse the City for snow and ice removal on major City streets while it does reimburse each of the 19 towns for such services. I consider that to be grossly unfair.

3. The uneven distribution of tax exempt properties in the County with a very heavy concentration of them within the City to the extent that 25% of the City's assessed valuation is tax exempt. Surely some method of distributing the cost of the municipal services rendered to those tax exempt properties to the broader metropolitan community served by the tax exempt entities can and must be worked out, but, the question has not even been addressed. I consider that to be grossly unfair.

While I feel sorely distressed at the failure to address the foregoing practical, real, and present problems, I am fascinated by the light hearted manner in which proposals which could have a devastating impact on the finances of the City of Rochester have been treated. Page 104 says "Quirks in State and Federal aid formulas that tend to favor one set of jurisdictions over another, on balance, are likely to cancel each other out". The sentence deeply disturbs me. It suggests that:

1. The "Quirks" are only accidental and would quickly be set aside by the State and Federal Governments. The fact is that most of those "quirks" exist by careful design of the state Legislature and Federal Congress and are not at all likely to be set aside.

2. The financial impact of the "Quirks" will be zero. That is dead wrong. Page 135 points out that dissolution of the City of Rochester will cause the loss of \$7 million of state Revenue Sharing Funds, and page 136 indicates that dissolution of the City of Rochester will cause the loss of \$15 million of Better Communities Act funding. That alone totals \$22 million, or nearly \$30 per \$1000 of assessed valuation in the City. When page 136 indicates that "the loss of such grants could be avoided through the passage of some harmless legislation, the amendment of administrative regulations", I really must laugh. "Save Harmless" clauses are already going to cost the City \$10 million per year under the Better Communities Act

(God help us if they ever try to "harm" us) and we've been trying for three years without success to have the regulations amended so that our embellishment charges would be counted as tax effort for general revenue sharing.

The other factor that I think is being too lightly treated, is the impact on the City School District. Without discussing the impact of the aid formulas which is very complicated let me point out that when Page 133 states that Section 1801 of the New York State Education Law would "require referenda on the annual budget and the issue of debt obligations", it is really condemning the City School District to "austerity budgets" as defined by the Education Law, because with a 40% senior citizen population in the City, I don't think a school budget would ever be accepted by the voters.

THE POSITION OF THE CITY

Numerous references have been made during Panel discussions about the City being bankrupt and dead and thus creating a situation which requires massive governmental restructuring. The City is, indeed, in a very severe financial bind but it most certainly is not dead. Our bind is caused by a host of financial inequities, most of which are embodied in State Law but some of which are creations of County government. If the concern is for the survival of the City (and I certainly welcome and appreciate that concern), more can be done by helping to lead the battle to redress the existing inequities (some of which I have discussed) than by dismanteling the structure.

THE ROLE OF THE UPPER TIER GOVERNMENT

I would recommend for rereading the comments of Supervisor Paul Speigel which were distributed to the Panel in June.

If the County were to handle the financing of various services, many inequities and deficiencies could be eliminated, but I do not believe that the County has to "run" a function to achieve equity. Similarly, while we frequently comment on and express a desire for "more citizen involvement", we must all realize that citizen involvement becomes more remote the higher we go in the governmental order. County government is more remote with less citizen involvement, than is City, Town or Village government and I cast no aspersions on County government - it is the nature of the beast. Barring all other factors, citizen involvement

reduced because it takes more than an hour for many County residents to get to the County Office Building. The Citizenry has not built much rapport with Legislators from artificial districts which do not respect any sense of community and which are altered substantially, at least every 10 years.

I would like to reinforce the concept that good, efficient, equitable service can be produced by a combination of County financing and local operation. As Mr. Witt has said, the Public Library System in this County is outstanding. The development of that system is most interesting. Over the first 67 years of the century, the City of Rochester developed a very good Library System which, due to its size and numerous locations, was doing many things which smaller town libraries could not do. The City, in fact, rendered some of these services to town libraries without charge. The inequities of this were recognized in the mid-sixties and the City Library System was divided into two sections:

1. Central services for those types of services needed by each library but which could more efficiently be handled on a central basis; and
2. Community library services for those traditional functions rendered in each library.

The solution to the problem of inequity was not for the County to set up a library staff but for the County to contract with the City and pay the City for supplying central services to all community libraries (City and Town) in the County. Thus the fiscal inequity was solved, duplication of services was avoided, disruption of the existing system was avoided and higher quality service was guaranteed to all on an equitable basis.

I would suggest that the concept of intergovernmental contractual relations could be applied to many areas of service including aspects of Fire protection, Police protection and physical services without dismanteling the City or towns of this County.

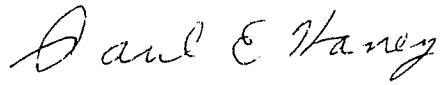
THE LOWER TIER OF GOVERNMENT

The report of the Lower Tier Tasks Force suggested abolishing the City and this suggestion was wisely rejected, but the substitute resolution still points in that direction. Opposition to the abolition of the City and Towns is well known. In passing, I would like these points in addition to the questions of impact on State and Federal aid and the City School District which have previously been discussed:

1. The City and Towns are existing legal entities and the process of creating new entities would be avoided.
2. People identify with the City or Town in which they live.
3. The City and Towns have history, tradition and, a sense of "Community" which is vital to the success of the people oriented entities.
4. Hundreds of governmental entities could be abolished while maintaining the Town structures if the Towns were to absorb the functions of the service districts as has been done in the City.
5. Where it is logical to render certain services on a multi-town basis, that can be done by contractual agreement between the Towns.
6. A recommendation by this Committee to abolish the City and Towns will meet with certain rejection by the voters and may take all the other recommendations of the Committee down to defeat with it.

I think the GRIP-NAPA Panel has the opportunity to lead this Community forward with some solid governmental reform and progress. If we are reasonable in what we try to accomplish, and face up to present problems and short term realities, I think we shall succeed. However, persistance in being starry-eyed and groping for Utopia will lead to failure, because Utopia is not about to be created beside the Genesee, or anyplace else. Those who have their eyes on the stars are likely to trip over the cracks in the sidewalks. I for one, would be satisfied with getting the cracks in the sidewalks fixed!

Respectfully submitted,



Paul E. Haney

APPENDIX XIV

Citizen Participation

-- A citizen's board, consisting of residents of the area served, shall be established for each neighborhood Social Services Center. The board should play a major role in the following decisions:

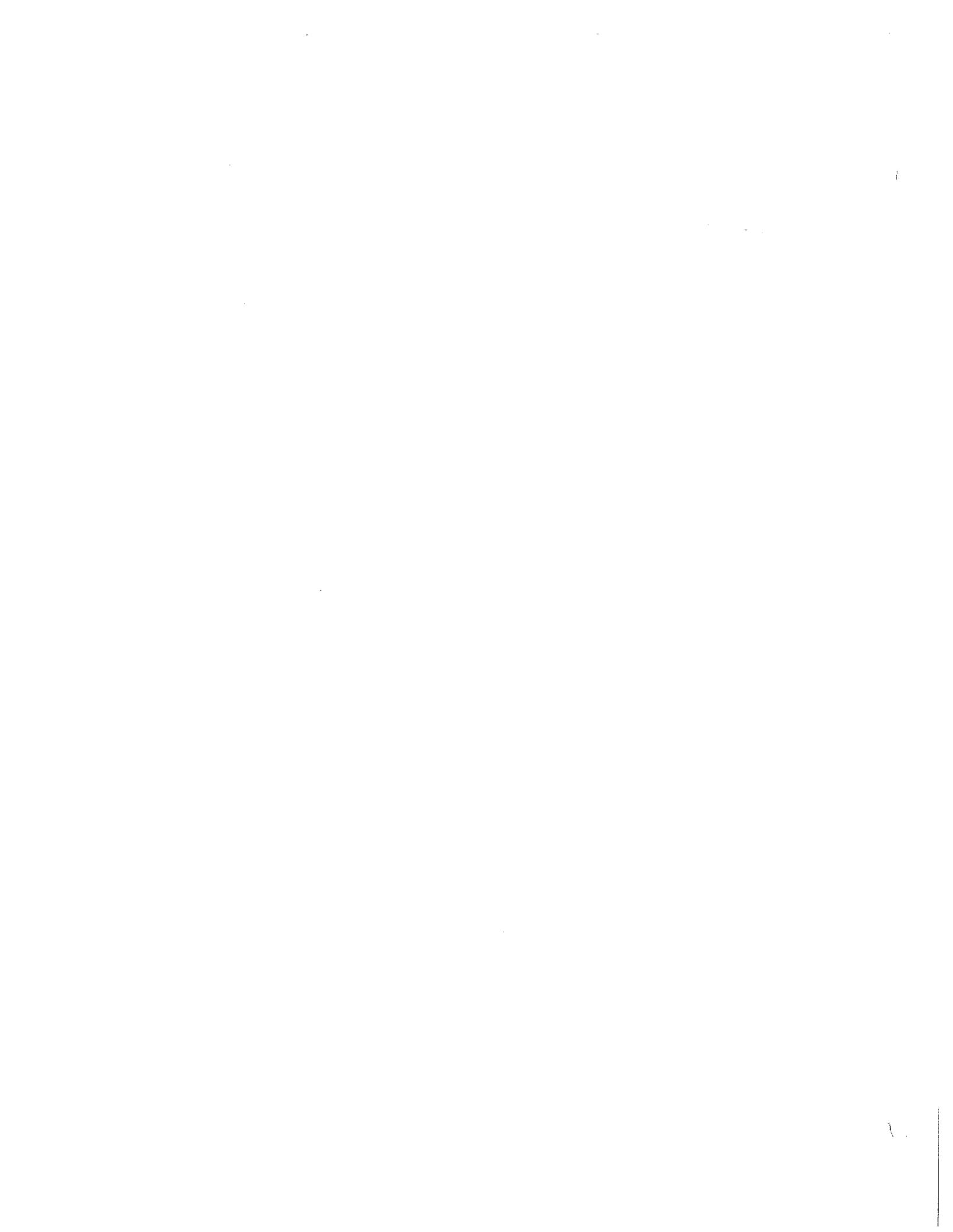
- a.
 - Identifying community needs.
 - Setting service priorities.
 - Evaluating services delivered at the center.
 - A role in the development of the center's administrative policies.
 - Selection of its officers and form of organization.
 - Selection of the specific services to be provided at the center.
 - Determination of the hours during which the services are to be provided.
 - Allocation of available funds among the center's service programs.
 - Screening of applications for key staff positions.

The scope of the board's decision-making authority should be clearly defined.

- b. The board membership must include adequate representation of service consumers, elected from the neighborhood, perhaps following the general model developed for the Community Mental Health Center in Catchment Area A.
- c. Training and orientation programs should be established for members of the boards and should emphasize means of improving communication between consumers and professional service personnel.

-- A county-wide citizen's board, consisting largely of representatives of the neighborhood service center boards, should be created as a channel for citizen input into the county-wide social services planning, evaluation funding and delivery mechanisms.

-- In keeping with the criteria accepted by the task force in its review of health and mental health services, the ultimate responsibility for major policy decisions and budget approval in county-wide public social service functions should rest with elected officials. However, provision must be made for adequate citizen participation in the deliberations of elected officials, e. g., by having representatives of the county-wide citizen's board participate regularly in the County Legislature's Social Services Committee meetings, and vice versa, by including legislators as members of the county-wide citizen's board. (Social Services in Monroe County,



ERRATA

- page 14: Fourth paragraph, opening sentence - phase is misspelled.
- page 49: First line should read: "Planning, funding, delivery and regulation of snow and ice for local roads."
- page 59: First paragraph, third line - the word legal is repeated.
- page 87: Top paragraph on page, fourth indentation - recommend is misspelled.
- page 91: Map 2 - the "h" is missing from Rush.
- page 112: With regard to COMMUNITY and NEIGHBORHOOD COUNCIL DISTRICTS, the following is noted: To assure equitable citizen representation, differences in organizational and participatory sophistication among community and neighborhood council districts would have to be balanced.
- page 27: Under "proposed recommendations for future provision of social services" see APPENDIX XIV Citizen Participation.
- page 69: Under 6. Citizen Participation, third paragraph - see APPENDIX XIV Citizen Participation.
- page 112: Under COMMUNITY COUNCIL DISTRICTS - see APPENDIX XIV Citizen Participation.

