

REPORT TO THE LEDYARD TOWN COUNCIL

OF THE

**COMMITTEE TO TRANSFORM THE
BUDGET PROCESS**

OCTOBER 3, 2016

Chairman

Vice-Chairman

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I. Introduction

The Ledyard Town Council recognizes the burden that the State's financial crisis has imposed on municipal budgets and its taxpayers by reducing municipal aid funding and by imposing mandates on cities and towns. The Town Council recognizes the need to examine alternative budgeting methods such as a Zero Based Budget Practice for the implementation of the Fiscal Year 2017/2018 Budget preparation.

In response to this concern, the Town Council established a Committee to Transform the Budget Process (CTBP) to be comprised of nine (9) regular members. All members were appointed by the Town Council with the following representation:

- Town Council Finance Committee Chairman
- Town Council Chairperson
- One additional Member of the Town Council
- Two Members from the Board of Education
- Four Members from the Community-at-Large

In addition, the Mayor and Superintendent of Schools, or their designees, served as ex-officio members.

II. Committee Charter

The CTBP was chartered to perform the following tasks:

- a) To review, research and determine the following:
 - (1) the services the community provides to its residents;
 - (2) whether the services/programs are mandatory; and
 - (3) how effectively the community provides its services/programs to its residents.

In addition, the CTBP was tasked to review all currently contracted services in the context of (1) through (3) above.
- b) To review all department operations, all municipal and school buildings and grounds, the purchase of commodities, and the utilization of staffing/cross training in order to promote municipal consolidation efforts and provide recommendations;
- c) To provide guidance and recommendations relative to the negotiation and execution of contracts related to municipal consolidation of departments, services and/or shared services to meet the General Government and Board of Education's operational and mandated requirements;
- d) To recommend a budget process, format and outline for the General Government and Board of Education to consider for implementation with the development of the Fiscal Year 2017/2018 Budget that would include detailed data such as:
 - (1) Projected line item cost estimates for Fiscal Year 2017/2018;
 - (2) Capital Improvement Plan/Initiatives/Funding Sources;
 - (3) Trends in salaries, maintenance and operational costs;
 - (4) Demonstrated efforts for efficiencies and reductions;
 - (5) Plans to address the decrease in student population/enrollment;
 - (6) Recommendations to address anticipated loss of Municipal Aid Revenues due to the State's finance crisis and projected budget deficits; and
 - (7) Ways to address current and anticipated future State mandates.

A copy of the Town Council Resolution establishing the Committee to Transform the Budget Process is provided as Appendix A.

III. Committee Composition

The appointed members were as follows:

<u>Name - CTBP Office</u>	<u>Affiliation</u>
Fred Allyn III	Town Council, Finance Comm. Chairman
Michael Brawner – Vice Chairman	Board of Education, Finance Comm. Chairman
Stephanie Calhoun	Board of Education
Linda Davis	Town Council, Chairperson
Terry Jones – Chairman	Member at Large
Patrick Kelly	Member at Large
John Rodolico – Secretary	Member at Large
William Saums	Town Council
Sharon Wadecki	Member at Large

IV. Timeline

The Town Council made the formal appointments to the CTBP at its June 8, 2016 meeting, and the appointees were notified by letters dated June 9, 2016 of their appointments that were to be for a four-month term ending October 12, 2016.

An organizational meeting was conducted on June 16, 2016. The CTBP members agreed to begin the following week, June 23rd, and to meet at least every two weeks through the summer. That permitted at least eight meetings before the end of the term of appointment on October 12th.

V. Process for Execution

At the organizational meeting, the CTBP reviewed the four main tasks they had been assigned. (Refer to Section II, Committee Charter, and Appendix A.) The Commissioners decided that the emphasis needed to be on the “a” (review of services for savings and efficiency) and “b” (study of operations for consolidation opportunities) tasks. It was felt that the “c” task (guidance for negotiation and execution of contracts) would be a product of the first two tasks, and it was felt that the “d” task (budget process and outline) would be illuminated by the first two tasks, especially where improved data would be necessary to permit informed decisions between options.

Based on the above, work began in two smaller groups. Sub-Committee A, led by Fred Allyn and staffed by Stephanie Calhoun, Terry Jones, Patrick Kelly, and William Saums, addressed the “a” task (review of services for savings and efficiency). By doing a line-item review of the General Government and Board of Education budgets, a detailed list of services provided was created. (In other words, “What are we paying for?”) That list of services was then evaluated for importance on a scale of 1 (vital) to 5 (non-essential). The group members all answered the following questions regarding each of the services:

1. Do you feel that this is a service or program we need to provide?
2. Is this service/program something we can live without the government providing?
3. Is this a service/program we can continue to provide, but at a lesser level?
4. Could this service/program be privatized?
5. Could this service/program be shared with an adjacent municipality or with another agency within Town?

6. How could this service/program be provided more efficiently/effectively?

In addition, the sub-committee attempted to determine the total amount of resources expended on each of the services identified on an annual basis. The efforts of Sub-Committee A were captured in an Excel spreadsheet.

Sub-Committee B, led by Michael Brawner and staffed by Linda Davis, John Rodolico, and Sharon Wadecki, addressed the “b” task (study of operations for consolidation opportunities). In order to determine if there were any operations, services, and products that could be considered for sharing and/or consolidation, the sub-committee performed a detailed review of all department operations; municipal and school buildings and grounds; the purchase of commodities; and the utilization of staffing/cross training in order to promote consolidation efforts and provide recommendations. A multiple page Excel Spreadsheet was developed to manage the information as obtained and processed. The pages (Tabs) were labeled as follows:

- Buildings and Facilities
- Operations and Staff (*Who is responsible for operation and maintenance and what specific skills and certifications are required?*)
- Purchasing (*Which organization purchases what types of items for each building/facility?*)

In addition, a Questions and Recommendations tab was created to capture questions and ideas that might not have been needed for the task at hand but would aid in the execution of any recommendations that were approved for further action.

The sub-committee researched and documented all Ledyard buildings and facilities belonging to the General Government, Parks and Recreation, and the Board of Education (BoE). For each location, the sub-committee researched and documented the various functions required for maintenance, services, and supply:

- Required certifications
- Special skills
- Training
- Dependencies (schedules, existing shared services, etc)

The sub-committee also compiled all available information on what items are purchased for normal office/building operations:

- Office supplies (paper, printer toner, etc)

- Cleaning supplies (mops, detergent, disinfectant, etc)
- Sanitary supplies (soap, paper goods, etc)
- Uniforms

Once all the required information was obtained and compiled, the sub-committee created a 3-tier ranking system for each change that should be considered:

1. Recommend pursuing for next budget cycle;
2. Recommend pursuing for near future budget cycle following investigation into details and "long poles"; and
3. No action recommended at the present time due to complexity of work, dependencies on other efforts, and/or low potential savings.

Sub-Committee B briefed its report to the full committee on August 11, 2016.

All committee members contributed to the coverage of the “c” task. During the work of the committee and the sub-groups, members were aware that the outcome of discussions regarding consolidation of work, workflows, and tasks would have an impact on contracts for services, employees, and bargaining units.

Sub-Committee B finished their task first and, acting as Sub-Committee D, went on to look at budget submission format issues (the “d” task). The Town Charter requires that the General Government and Board of Education budgets be in a format as specified by the Town Council. The sub-committee looked at best practices from other states and worked to specify a budget format that was both clear and concise without being so detailed that the format would be cumbersome and difficult to understand for the citizens.

The output of the sub-committees is discussed in the next section (VI Results).

VI. Results

The output of Sub-Committee A, a comprehensive listing of the services and functions provided by both the General Government and the Board of Education, is provided as Appendix B. These are ranked by order of essentiality (on a scale of 1-5). Services and functions that could or should be eliminated were identified. Comments are included regarding the potential for sharing or consolidating these functions, either between Ledyard agencies or with other municipalities. Where possible, the cost of providing the service for a year is included as well.

Sub-Committee B, following debate and reach-back to Town and BoE staff, identified and prioritized potential areas for sharing/privatizing of services. (See Appendix C.) As a result of this process, the following items were selected and ranked:

- Lawn/grounds maintenance (mowing/grooming)
- Purchasing of paper and supplies
- Technology (computers, copiers, cell phones, etc)
- Snow removal
- School/Town building maintenance and repair
- Uniforms

The sub-committee was not in full agreement on options for shared professional services for Financial Management and Legal Services. This will require additional discussion in the future.

Regarding the “c” task, committee members did not feel that additional measures were required. The Town and the Board of Education are accustomed to meeting with unions prior to making staffing decisions that affect the employment of bargained-for employees. Such Impact Bargaining sessions are initiated to involve and inform the affected union’s leadership early in the process, to seek their input, and to discuss both union and management rights, as well as alternate options and proposed solutions with all parties.

Sub-Committee D produced a template for the submission of the General Government and Board of Education budgets. That template can be found as Appendix D. Additionally, suggestions for added clarity and preparation of plans for future eventualities are provided in Section VII, Recommendations.

VII. Recommendations

Sub-Committee A Recommendations (Task A, Review of Services)

The following is a summary of the recommendations that should be explored immediately for efficiencies and/or savings. Time to implement varies, shown as “immediate” action items, identified by green text (within the next 12 months), “near-term” items, identified by blue text (12-18 months), and “mid-range” items, identified by red text (18-36 months). The department or parties to secure implementation are also noted.

It is recognized that the recommended time frames provided by the CTBP may need to change because of a change in circumstances. For example, if an action that has a recommended implementation time frame of 12-18 months involved a position that unexpectedly became vacant, then the recommendation should be considered for implementation as part of the process of filling that vacancy. This would require expedited development of implementation plans for shared or combined positions.

General Government:

Immediate:

Police: Actively seek police service agreements for Preston and possibly N. Stonington. Lead: Mayor and Chief of Police.

Tax Assessor: Move to part-time Assistant Tax Assessor (seek shared service with neighboring municipalities). Lead: Mayor to seek part-time asst. assessor in other municipality.

Trash/Recycling: Offer blue recycling carts to those with legitimate need, add roll-off dumpster at transfer station for cans and bottles. Make this site known to the public, especially during holidays as alternate drop off. Lead: Mayor’s Asst., PW Director, Willimantic Waste.

Library Programs: Reduce hours of both facilities, alternate schedules to close on alternating days. Same staff, reduced hours. Define library services versus Parks and Recreation program. Lead: Mayor, Library Commission.

Parks and Recreation: Define Library Services versus Parks and Recreation programs. Investigate the possibility of Groton and Ledyard allowing residents to cross-enroll at resident fee schedule. Lead: Parks and Recreation Director.

Street Lighting: Move to LED lighting ASAP. Savings of \$680,000 projected over twenty years. Lead: Mayor, TC Finance Committee.

Business Incubator: List Gales Ferry Landing (Former Gales Ferry School) for sale immediately. Recapture funds for future capital needs. Lead: Mayor, Town Council.

Senior Transportation: Trips with three or fewer guests to take car; van for 4+ travelers only or ADA required use. Lead: Senior Center Director.

Public Works Road Service: Contract for guard rail and sign repair/replacement. Lead: Public Works Director, Mayor.

Near Term:

Fire Companies: Reduce fleet of apparatus, share select equipment between the two departments. Lead: Emergency Services Director, Mayor.

Ledyard Volunteer Emergency Services (LVES): House one vehicle in GFFD during major storms. Possibly add a driver to cover more calls. Lead: Mayor, Public Safety.

Emergency Planning: Seek shared position with neighboring municipalities. Lead: Mayor, Emergency Services Director.

Animal Control: Operate joint facility with Preston, Montville. Lead: Chief of Police.

Planning and Zoning Enforcement: Share with adjacent municipalities. Lead: P&Z commission, Mayor.

Visiting Nurses: Share / Expand with adjacent municipalities. Add nurse(s) if revenue positive. Lead: Director of Nursing.

Roadside Mowing: Seek privatization, sell roadside mower (single function machine). Lead: PW Director.

Street Sweeping: Keep machine and contract with other towns OR sell and privatize. Lead: PW Director

Economic Development: Consider canceling EDC ordinance and dissolving the commission. Utilize Planner, Mayor, and Town Council. Let the private sector make this happen. Lead: Town Council.

Ledyard Center School: List property for sale immediately. Recapture funds for future capital needs. Lead: Mayor, Town Council.

Town Clerk Services: Increase on-line offerings, further reducing Town Hall visits. Lead: Town Clerk.

Conservation of Public Lands: Sell select parcels (single building lots) to fund “public land maintenance account”. Lead: Town Council, Land Use, Planning and Public Works Committee.

Planning: Consider moving to part-time position. Seek partnership with adjacent municipality. Lead: Mayor.

Senior Programs: Share with Groton, Preston. Conduct scheduling through Parks and Recreation. Lead: Senior Center Director, Parks and Recreation.

Senior Center: Share with Preston? Groton? Offer facility for rent in “off hours” and weekends. Lead: Mayor, Senior Center Director, Senior Commission, Parks and Recreation Director.

Building Permits and Inspections: Seek shared position with neighboring municipalities. Lead: Mayor and Council of Governments.

Mid-Range:

Catch Basin Cleaning: Contract to do work for adjacent municipalities, or sell truck and privatize. Lead: PW Director.

Inland Wetlands Watercourses Official: Share with adjacent municipalities? This position should remain a part-time position. Lead: Mayor.

Senior Housing: Investigate sale of facility, with deed restriction to only permit senior housing. Lead: Mayor, Senior Housing Authority.

Water/Sewer Services: Investigate the feasibility of conveying both services, infrastructure, including hydrants to Groton Public Utilities. Lead: WPCA, Groton Utilities.

Dispatch: Seek additional regionalization opportunities with other municipalities, including outsourcing to Quinnebaug Valley or similar. Lead: Mayor and Public Safety.

Fire Marshal: Seek to share the position with other municipalities. Lead: Town Council.

Health District: Is there a more efficient system than LLHD? Lead: Town Council to explore options every 3-5 years.

General Government and Board of Education:

Immediate:

Purchasing: Immediately change to single source purchasing (So-called “P-card system”) for all utilities, consumables, cleaning products, etc. Look at Purchasing Ordinance. Move to Purchasing Agent and Master Buyer for all supplies. Solicit and secure new copier leases Town wide, for purchasing power. Lead: Mayor, Finance Director, Superintendent, BoE Business Manager.

Parks and Recreation: Participate in master grounds contract with Town, BoE (in-kind); seek corporate partners/sponsors. Lead: Parks and Recreation Director.

Public Grounds Maintenance: Consider the use of a master contract for all grounds. Define responsible party (in-kind). Lead: Mayor, PW Director, BoE

Near Term:

Management Information Systems (MIS): Seek a combined position with BoE. Lead: Mayor and Superintendent.

Human Resources: This was previously a shared position and could be in the future. Lead: Mayor, Superintendent.

Fiscal Control of Public Funds: Seek combined Finance Director position with BoE, with two assistants. Lead: Mayor and Superintendent

Snow Removal: Investigate treating this as a single function for Town, BoE, Parks and Recreation. Additionally, prepare an RFP to plow portion of Town for 2-3 years (as pilot project), with ability to expand contract if overall satisfaction with private contractor is high. Lead: PW Director, Mayor, Superintendent, HR Director.

Mid-Range:

Maintenance of Public Buildings: Consider the use of one facilities director for the Town and BoE, hiring assistants to cover all buildings. Lead: PW Director, BoE facilities director, HR director.

Board of Education:

Immediate:

Education for Elective Courses: Consider discontinuing offering classes with low enrollments (online alternatives?). Lead: Asst. Superintendent.

Special Education: Where permitted by policy and statute, the Central Office should seek insurance reimbursement for students receiving Physical Therapy. Such reimbursement will only be secured with parental permission. Lead: Superintendent

Sports Programs: Recommend seeking corporate sponsorships for teams and facilities. Ask Boosters to help maintain. Lead: BoE.

Music Programs: Allow donations to be directed to music-specific accounts for improvements, instruments, music purchases. Ask Boosters to help support. Lead: BoE, Business Manager.

Near Term:

Agri-Science: In an effort to increase enrollment, contract professional to create a recruiting video, posting to YouTube, etc. (7-8th graders aren't reading the newspaper). Lead BoE Central Office staff.

Legal Fees: Recommend seeking one law firm to handle both divisions of town government under one firm, seeking an economy of scale. Lead: Mayor, BoE.

Curriculum Development: Seek to make this a shared position with adjacent municipalities. Lead: Superintendent.

Mid-Range:

Transportation: Investigate regional busing if school district area increases (Ledyard, Preston, N. Stonington, etc). Further define transportation to include breakout of magnet

school, charter school, technical school, and SPED transportation. Lead: BoE Business Manager, Superintendent.

Plans should be developed for the recommendations that are considered to have a desirable outcome for the Town, even when the time is not optimum for implementation. For example, transition plans for consolidation of positions should be developed so that when an opportunity presents itself, the plan is already in place for what a combined / consolidated function might look like.

The CTBP understands that additional work will be required in vetting some of these recommendations and providing further expense detail, while others may be implemented fairly easily.

Sub-Committee B Recommendations (Task B, Review of Operations)

The following is a summary of the recommendations and areas that should be explored for potential savings. The timeframe to implement ranged from the next budget cycle (2017-2018) to near term (potentially 2019-2010) to long term (post 2020 budget cycles).

It is recognized that the recommended time frames provided by the CTBP may need to change because of a change in circumstances. For example, if a recommendation has a proposed implementation timeframe of the 2017-2018 budget cycle, but contract renewal dates do not support cost effective changes, then this item could be delayed to accommodate the contract period of performance. A detailed breakdown of the findings and recommendations is included as Appendix C.

Potential items for sharing and/or consolidation have been identified. Three items could be pursued for the budget year 2017-2018:

- Lawn Care
- Snow Removal
- Office Supplies Procurement

The Lawn Care item is already a topic of discussion between the Town, Parks & Recreation and Ledyard Public Schools.

The technology area has potential for real savings and could help enable Ledyard Public School education improvements (increased computer based learning and digital content).

The subcommittee recommends that the items identified be added to the existing Joint TC-BoE Finance Meeting agendas for action and continued attention.

Sub-Committee C Recommendations (Task C, Guidance for Negotiation and Execution of Contracts)

Regarding the negotiation and execution of contracts related to municipal consolidation of departments and services, the committee recommends continuing the practice of conducting Impact Bargaining sessions when the implementation of its recommendations will have an impact on employees. Impact Bargaining sessions should be held either during normally scheduled contract negotiations or as special negotiations if the contract for affected union members is not immediately due to terminate. In addition, the General Government and the Board of Education should be ever-mindful of the cost of benefits and related personnel costs.

Sub-Committee D Recommendations (Task D, Budget Format and Process)

It is recommended that budget line items be reported at reasonable dollar levels, be clearly defined, and be understandable for the average taxpayer. For the General Government budget, the data should be displayed on a department basis, and for the Board of Education (BoE) it is recommended that the data be presented by school building.

The format and line items should be consistent each year to allow a multi-year comparison in order to track trends in each budget line item. A three year history should be provided.

Each line item should include a projection of expenditures to the end of fiscal year rather than the current practice of showing mid-year actual expenditures.

The budget should contain a summary of all actions taken to reduce expenses by both the Town and BoE.

The BoE budget submission should include a section that addresses the steps taken to deal with changing enrollment.

Items such as fuel and electricity should be broken out to show totals, in addition to being reported by location.

The budget submission should include plans for coping with additional reductions in State funding that might occur after the Town's budget is prepared.

The budget submission should include a description of the process used by the Town and BoE to anticipate future state and federal mandates and the strategy that will be employed to manage directed increases in spending.

To provide further guidance to the Town Council in reviewing and modifying the budget, it is recommended that the Mayor and the Board of Education provide prioritized lists of potential areas of reduction, including the magnitude of savings, and also lists of desired additions with potential costs. This would allow for knowledgeable decisions in the event of either increases or decreases in State municipal aid. These prioritized lists should consider the Sub-Committee A evaluation and rating of services provided by the Town.

During discussions within the CTBP, it was recognized that there are issues regarding the budget process and timeline that result from items specified in the Town Charter. Without making a recommendation regarding whether or how the following should be modified, it is recommended that the following should be investigated and considered for revision, which would require a charter revision:

1. Budget timeline and number of referenda;
2. Absentee balloting for the budget referendum;
3. Separate budget approval for the General Government and Board of Education;
4. The continuance of advisory questions; and
5. A Mayoral recommendation regarding the Board of Education budget when passing it to the Town Council.

VIII. Conclusions

It was the conclusion of the CTBP that, after so many years of trimming costs from the Ledyard budget, there is no “fat” left to trim when looking for future reductions in municipal costs. As can be seen in Appendix B, starting from the bottom of the list with the lowest priority functions and services, there are not enough non-essential or “nice-to-have” functions to eliminate in order to equal a significant reduction in the budget.

If the trend continues of the State Legislature shifting costs to the municipalities, Ledyard will be required to pursue the consolidation and sharing of functions and services. With other municipalities being faced with the same problem, the neighboring communities may be coming to the same conclusion and be looking for partners. It is also possible that the Council of Governments (COG) will be promoting consolidation and providing assistance to municipalities that are beginning to feel their way into joint ventures.

This approach should not be limited to the General Government. If the priority of the Board of Education is to maintain small class sizes, then personnel reductions will not be the answer to cost reduction. The elimination of sports and music programs will only serve to make Ledyard schools less competitive in the region, causing a drop in property values, so that option is not a viable long-term solution. The Connecticut Association of Boards of Education (CABE) should continue to promote the collaboration of school districts or the forming of larger, consolidated districts.

Appendix A
Town Council Resolution Establishing a Committee to
Transform the Budget Process,
Dated June 8, 2016

RESOLUTION
ESTABLISHING A COMMITTEE TO
TRANSFORM THE BUDGET PROCESS

WHEREAS: The Town Council recognizes the burden that the State's financial crisis has imposed on municipal budgets and its taxpayers by reducing municipal aid funding and by imposing mandates on cities and towns.

WHEREAS: The Town Council recognizes the need to examine alternative budgeting methods such as a Zero Based Budget Practice for the implementation of the Fiscal Year 2017/2018 Budget preparation.

NOW, THEREFORE, BE IT RESOLVED: That there is hereby established a Committee to Transform the Budget Process to be comprised of nine (9) regular members. All members shall be appointed by the Town Council with the following representation:

Town Council Finance Committee Chairman
Town Council Chairman
One additional Member of the Town Council
Two Members from the Board of Education
Four Members from the Community-at-Large

In addition, the Mayor and Superintendent of Schools or their designee serve as ex-officio members.

Regular members shall be appointed by the Town Council for a term of four months. Members shall commence to serve their terms immediately upon appointment and shall serve until their successor has qualified or are removed by the Town Council.

Any vacancy on the Committee, other than by expiration of term, shall be filled for the unexpired portion of the term by the Town Council with priority given to maintain the structure above.

The Town Council may remove members for cause and fill the vacancy per Chapter IV, Section 6 of the Town Charter. Cause for removal shall include, but is not limited to, unexcused absence from three (3) consecutive regular meetings and any intervening duly called special meeting. It shall be the responsibility of the Chairman of the Committee to notify the Town Council when a member has not properly performed his duties.

The regular members of the *Committee to Transform the Budget Process* shall elect a Chairman, Vice Chairman and Secretary. Any vacancy in any such office shall be filled by from its regular membership.

BE IT FURTHER RESOLVED: That the *Committee to Transform the Budget Process* shall be authorized to:

- e) To review, research and determine the following:
 - (1) The services the Town and Board of Education provides to its residents.
 - (2) Whether the services/programs are mandatory.
 - (3) How effectively the Town and Board of Education provides its services/programs to its residents.
 - (4) The funding sources that pay for services/programs the community provides to its residents.
 - (5) Review all contracted services


To review all department operations, all municipal and school buildings and grounds, the purchase of commodities, and the utilization of staffing/cross training in order to promote municipal consolidation efforts and provide recommendations;

- f) To provide guidance and recommendations relative to the negotiation and execution of contracts related to municipal consolidation of departments, services and/or shared services to meet the General Government and Board of Education's operational and mandated requirements;
- g) To recommend a budget process, format and outline for the General Government and Board of Education to consider for implementation with the development of the Fiscal Year 2017/2018 Budget that would include detail data such as:
 - (1) Projected line item cost estimates for Fiscal Year 2017/2018
 - (2) Capital Improvement Plan/Initiatives/Funding Sources
 - (3) Trends in salaries, maintenance and operational costs;
 - (4) Demonstrated efforts for efficiencies and reductions;
 - (5) Plans to address the decrease in student population/enrollment
 - (6) Recommendations to address anticipated loss of Municipal Aid Revenues due to the State's finance crisis and projected budget deficits.
 - (7) Ways to address current and anticipated future State mandates.

BE IT FURTHER RESOLVED: That within thirty (30) days of the appointment of this Committee that an Organization Meeting of said Committee shall be held at which members shall choose a Chairman, Vice-Chairman and a Secretary;

BE IT FURTHER RESOLVED: That said Committee shall submit recommendations to the Town Council, Mayor and Board of Education no later than October 12, 2016 for consideration for the fiscal year budget preparation.

Adopted by the Ledyard Town Council on: June 8, 2016



Linda C. Davis, Chairman

Appendix B Sub-Committee A, Spreadsheet of Functions and Priorities

Town Services	Rank (1-5)	Mandated?	Shared?	Notes	Cost in FY 16	Is this a service we need to provide?	Can we live w/out gov't providing?	Continue to provide at lesser level?	Can this be privatized?	Share regionally? BoE?	Ideas to provide more efficient/effective?
Dispatch services	1			Possible regional opportunity	(\$326,836)	YES	NO	NO	YES	YES- regional	currently regional w/Preston. More? Quinebaug
Police protection	1			Could regionalize with Preston	(\$1,973,628)	YES	NO	NO	NO	YES- regional	negotiate w/ Preston, N. Stonington?
Fire protection	1	NO		Two departments: Gales Ferry and Ledyard	(\$577,908)	YES	NO	NO	NO	YES	reduce apparatus. Share LFD, GFFD?
Ambulance service	1				(\$32,308)	NO	NO	YES	YES	YES	house one unit in GF, at least during storms? Add a driver?
Fire Marshal inspections	1				(\$82,852)	YES	NO	NO	NO	YES- regional	share with Preston?
School nurses	1	YES			(\$331,449)	YES	NO	YES	YES	CURRENTLY SHARED	1 nurse to handle GFS/JWL (is this being done?) School health aids? Contracted service?
Road maintenance	1					YES	NO	NO	YES	QUESTIONABLE	privatize guard rails, asphalt, sign repair/replace
Snow removal	1			Full or partial privatization possible?	(\$466,896)	YES	NO	NO	YES	YES- BoE	single plowing operation, OR partially, then fully privatize. Plow Preston?
Registering voters	1	YES			(\$37,242)	YES	NO	NO	NO	NO	part-time registrars serving both towns?
Operating polling places	1	YES		cost higher in Presidential years	(\$33,800)	YES	NO	NO	NO	NO	??
Ledge Light Health District	1	NO		Currently part of a six town district	(\$110,232)	YES	NO	NO	YES	YES	Is there a more efficient system?
Tax assessments	1				(\$124,128)	YES	NO	YES	NO	YES	Seasonal P/T? Make asst. P/T? Share w/ Preston?
Tax collection	1				(\$122,995)	YES	NO	YES	YES	YES- REGIONAL	Share with Preston? N. Stonington? (Online, banks)
Building inspections and permits	1	YES		Administer and enforce State building codes	(\$15,484)	YES	NO	YES	YES	YES- REGIONAL	Share with Preston? N. Stonington?
Emergency Planning (e.g., natural disasters)	1			Nuclear Grant pays for director	(\$27,386)	YES	NO	NO	YES	YES- REGIONAL	Share with Preston? N. Stonington?
Fiscal control of public funds	1			Town Treasurer/ Finance Director		YES	NO	NO	NO	YES- BoE	Director and Two Asst. directors?
Parks and Recreation programs	2					NO	YES	YES	YES	YES	Corporate sponsorships? Unified grounds maintenance? JV w/Preston
Animal Control	2			Possible regional opportunity	(\$65,554)	YES	NO	YES	YES	YES-REGIONAL	Joint facility with Preston?
Maintenance of historic buildings/properties	2			Sawmill, Nathan Lester, etc	(\$18,620)	YES	YES	NO	YES	NO	??
IQM2	2			Meets FOI compliance requirements		YES	NO	NO	YES	YES	Updated platform for both BoE/ GG, +design
Water service	2			Could be sold to Groton Utilities		YES	NO	NO	YES	YES	Convey service and infrastructure to GPU
Sewer service	2			Could be sold to Groton Utilities		YES	NO	NO	YES	NO	Convey service and infrastructure to GPU
Fire hydrant maintenance	2			Maintained by Groton Utilities		YES	NO	NO	YES	YES- SHARED	Contract with GPU to maintain, R&R
Custodial care of public buildings / grounds	2					YES	NO	NO	YES	YES- Boe	
Grass cutting of public properties	2			Possible shared service		YES	NO	NO	YES	YES- REGIONAL, BoE	Overlay contract for all mowing, define areas
Maintenance of public buildings	2					YES	NO	NO	YES	YES- BoE	Combine GG/BoE for all facilities, add asst.
Human resources	2		NO	Previously a shared position	(\$108,347)	YES	NO	NO	NO	YES-BoE	Combine position
Planning	2				(\$74,193)	YES	NO	POSSIBLY	NO	YES- REGIONAL	Share with Preston? N. Stonington?
Enforcement of planning and zoning regs	2			CGS 124, Sec 8-1-8-13		YES	NO	NO	NO	YES-REGIONAL	Share with Preston? N. Stonington?
Visiting nurses	2				\$122,762	NO	YES	YES	NO	YES- REGIONAL	Share with Preston? N. Stonington?
Purchasing	2					YES	NO	NO	NO	YES- REGIONAL, BoE	Immediate change to shared position with BoE
Probate services	2	YES		Part of SE regional court 30	(\$5,172)	YES	NO	NO	NO	YES- is currently	??
Garbage / Recycling collection	2			No ability to take trash to dump anymore		YES	YES	NO	YES, IS NOW	NO	Add roll-off at landfill for recycling only, add carts, add commercial collection?
Social services	2			Food pantry is quasi- private. Can Ledyard residents get these services in Norwich?	(\$105,005)	NO	YES	YES	YES	YES- REGIONAL	??
MIS	2			Possible sharing with other towns? Outsource?	(\$251,895)	YES	NO	NO	YES	YES- REGIONAL, BoE	combine staffing position
Roadside mowing	#2			Privatized? Shared?	(\$29,857)	YES	NO	NO	YES	YES- REGIONAL	Contract roadside mowing, sell mower
Maintenance of Town vehicles	2			Could be outsourced? Share with BoE?		YES	NO	NO	YES	YES-REGIONAL, BoE	Contract with nearby shop(s) to maintain, repair
Senior transportation	2			Alternatives? Two vans, one car- who maintains? (salary for driver)	(\$32,535)	NO	YES	POSSIBLY	YES	YES-REGIONAL	Schedule trips, use bus for 4+ users only

Appendix B (continued)

Town Services	Rank (1-5)	Mandated?	Shared?	Notes	Cost in FY 16	Is this a service we need to provide?	Can we live w/out gov't providing?	Continue to provide at lesser level?	Can this be privatized?	Share regionally? BoE?	Ideas to provide more efficient/effective?
Services by Town Clerk	2			more services becoming available online	(\$33,226)	YES	NO	NO	NO	NO	Increase on-line offerings, reducing in-house
Library programs	3			Two libraries in Town	(\$585,068)	NO	YES	YES	NO	POSSIBLY	Reduce hours of both, sharing staff between. Move to close GF?
Parks and Recreation facilities	3				(\$433,931)	NO	YES	YES	NO	NO	??
Conservation of public lands	3				(\$3,050)	YES	NO	NO	NO	NO	Sell select parcels to create dedicated maintenance acct?
Tree removal / pruning	3				(\$4,000)	YES	NO	NO	YES	NO	When needed, contract local tree service for work
Catch basin cleaning	3			Possible outsource or share with Preston, etc	(\$24,225)	YES	NO	NO	YES	YES-REGIONAL, BoE	Contract to do for Preston? Sell truck and outsource?
Oversight of IWWC	3			Per State of CT CGS 22a-45	(\$45,020)	YES	NO	YES	NO	POSSIBLY	P/T IWWC official, share with Preston?
Senior Housing	3			60 Kings Highway		NO	YES	YES	YES	NO	Can this be outsourced?
Senior Center	3.5			underutilized, regionalize?	(\$109,005)	NO	YES	YES	YES	YES- REGIONAL	Share with Preston, Groton? Use in off-hours for fee for use?
Street Lighting	3	NO	NO	Town savings of \$680,000 over 20 yrs with LED's		YES	NO	YES	NO	YES- REGIONAL, BoE	LED program to save \$680,000+ over 20 years, reduce repairs
Street sweeping	4			Selective sweeping? Share with nearby towns?	(\$29,882)	NO	NO	YES	YES	YES- REGIONAL, BoE	Sell Broom Bear? Keep and contract for service?
Economic development	4				(\$6,600)	NO	YES	YES	YES	NO	Ineffective. Let private enterprise make it happen
Senior programs	4			how well attended? Could Parks and Rec schedule events?		NO	YES	YES	YES	YES- REGIONAL	Share programs with Preston, Groton Seniors
Cemetery oversight	5				(\$2,000)	NO	YES	YES	NO	NO	Mostly volunteer work on historic cemeteries
Providing space for business incubator	5			Actively seek sale and put back on Grand List?	\$26,043	NO	YES	YES	YES	YES	Sell facility and recapture funds for future capital needs, ask for cash flow projection
SEAT public transportation	5			Ledyard terminated membership 7/1/16	*(\$9,773)	NO	YES	NO	NO	NO	Ledyard is out. Less than 2 on and just over 2 off per day
Board of Education Services											
	Rank (1-5)	Mandated?	Shared?	Notes		Is this a service we need to provide?	Can we live w/out gov't providing?	Continue to provide at lesser level?	Can this be privatized?	Share regionally? BoE?	Ideas to provide more efficient/effective?
Transportation	1	YES		CGS 10-220(a)	\$1,968,203	YES	NO	NO	CURRENTLY IS	NO	If add another town to district, regional bussing?
In-district students (non-SPED)	1	YES	NO		\$1,050,346	YES	NO	NO	YES- is	POSSIBLY	
SPED transportation	1	YES	NO		\$811,351	YES	NO	NO	YES- is	YES	
Out of District (Magnet/Charter)	2	NO	YES	Fully funded by Grant funding	\$103,964	NO	YES	YES	YES	YES	Magnet Trans. Grant funds are \$111,800 per year currently
Out of District (Tech schools)	1	YES			\$51,882	YES	NO	NO	YES	YES	
Vo Ag education	1	YES			\$547,287	NO	YES	YES	NO	CURRENTLY IS	Offset by tuition and State AGSCI grant
PD for certified staff	1	YES			\$90,453	YES	NO	NOT SURE	YES	YES	
Education in core courses	1	YES		Elementary, Middle, High	\$8,090,224	YES	NO	NO	NO	YES	
Education in elective courses	1			Mandates around certain elective courses	\$3,109,114	YES	NO	YES	NO	YES	Discontinue classes with enrollments under "X"
Grounds keeping services	1		NO	Some mandates regarding materials and services	\$48,057	YES	NO	NO	YES	YES- WITH TOWN	These costs are a subset of the custodial and maintenance costs below
Food service	1	NO		CGS 10-215(a) Apply if district provides. Minor amount from Repairs and Maintenance Most expenses from Food Service Fund	\$1,200	NO	YES	MAYBE	CURRENTLY IS	DOUBTFUL	
Purchasing	1	YES	NO	Bids/Purchasing	\$6,000	YES	NO	NO	NO	YES- WITH TOWN	
Guidance	1				\$613,237	YES	NO	NO	NO	NO	
Fiscal control of public funds	1		NO		\$266,300	YES	NO	NO	YES	YES- WITH TOWN	
Afterschool clubs	2				\$85,157	NO	YES	YES	NO	POSSIBLY	Focus on enrollment
Special education	2	YES			\$6,581,837	YES	NO	NO	NO	POSSIBLY	Bill insurance for PT, etc.
Sports programs	2			Includes stipends, rentals, repairs, etc.	\$331,135	YES	NO	YES	NO	YES	Corporate sponsorships, booster clubs to help maintain
Music programs	2				\$621,035	YES	NO	YES	NO	YES	Allow donations to be directed solely to music?
Curriculum development	2	NO		Subset of professional development above	\$51,855	YES	NO	NO	NO	YES- REGIONALLY	Shared position with adjacent town or towns?
Building Maintenance	2	NO	NO	Could combine with rest of town buildings	\$504,069	YES	NO	NO	YES	YES- WITH TOWN	See Line 28 above. Contractual/sub contracted fees, repair supplies, for in house maintenance staff
Resource center/library	2				\$371,094	YES	NO	NO	NO	NO	
Late buses (currently not budgeted)	2			From last 2016-2017 budget estimate	\$62,383	NO	YES	NO	YES	NO	Cut in 2016-2017 budget
Custodial service of school buildings	3	NO			\$1,046,570	YES	NO	NO	YES	YES- TOWN	Includes all contractual obligations. OT primarily building usage, weekend usage, or substitute custodians. Supplies including both cleaning and paper supplies.
Tutoring	3			Homebound/Mandated SPED	\$47,280	YES	NO	NO	YES	NO	Co-pay for tutoring?

Appendix C

Sub-Committee B, Spreadsheet of Operations, Buildings, Purchasing, and Responsibilities

Potential Opportunity	Description	Rationale for Pursuing	Ranking	Basis of Ranking	Next Steps	Potential Lead
Lawn Care Services	Consolidation of services for Grass Mowing and Grounds Maintenance	Consolidate services, minimize duplication of effort and equipment, and obtain labor efficiencies	1	Low complexity efforts that do not require special skills or training Potential cost savings in equipment maintenance and overtime, and staff tasking efficiency	Schedule meeting between BoE and Town to determine scope and to identify potential challenges that need to be addressed	Town
Snow Removal Services	Consolidation of services for Plowing of Building Parking Lots, access areas, etc.	To consolidate services, minimize duplication of effort and equipment, and obtain labor efficiencies	1	Potential cost savings in equipment maintenance and overtime, and staff tasking efficiency	Schedule meeting between BoE and Town to determine scope and to identify potential challenges that need to be addressed	Town
Potential Opportunity	Description	Rationale for Pursuing	Ranking	Basis of Ranking	Next Steps	Potential Lead
Procurement of Office Supplies	Consolidation of services for procurement of office supplies such as paper, toner, staple, tape, etc.	To obtain group pricing and streamline purchasing overhead	1	Low complexity efforts that do not require special skills or training Potential cost savings in quantity of scale and staff tasking efficiency	Schedule meeting between BoE and Town to determine scope and to identify potential challenges that need to be addressed	BoE

Appendix C (Continued)

Potential Opportunity	Description	Rationale for Pursuing	Ranking	Basis of Ranking	Next Steps	Potential Lead
Procurement of Office Supplies	Consolidation of services for procurement of office supplies such as paper, toner, staple, tape, etc.	To obtain group pricing and streamline purchasing overhead	1	Low complexity efforts that do not require special skills or training Potential cost savings in quantity of scale and staff tasking efficiency	Schedule meeting between BoE and Town to determine scope and to identify potential challenges that need to be addressed	BoE
Technology Procurement and Maintenance	Consolidation of services for procurement, management and maintenance of Town and BoE Computers, Copiers and Mobile Devices	To consolidate services, obtain potential savings and labor efficiencies	2	Complex to address but has potential for high return in both direct costs as well as enabling BoE savings on legacy textbooks (digital learning)	Establish Joint Committee (Town and BoE) to document all needs, current sources and how funded Options for Leasing vs Buying should be investigated	
Potential Opportunity	Description	Rationale for Pursuing	Ranking	Basis of Ranking	Next Steps	Potential Lead
Building Cleaning and Maintenance	Consolidation of services for normal, daily cleaning and maintenance of buildings and facilities	To consolidate services, remove overlap/conflicts of roles and obtain labor efficiencies	3	Each building and facility has unique characteristics that result in some levels of specialized services School custodians support school operations in addition to just maintaining the buildings	Re-Address in 2017	
Uniform Purchasing	Consolidation of services for procurement and maintenance for all town/BoE Uniforms	To obtain group pricing and streamline purchasing overhead	3	Low potential savings other than staff efficiencies Multiple different needs and sources to evaluation and assess	Re-Address in 2017	
1 = Recommend pursuing for next budget cycle						
2 = Recommend pursuing for near future budget cycle following investigation into details and "long poles"						
3 = No action recommended at the present time due to complexity of work, dependencies on other efforts and/or low potential savings						

Appendix D

Sub-Committee D, Template for Submission of the Annual Budget

	Board of Education				
	2014/2015 Approved	2014/2015 Actual	2015/2016 Approved	2015/2016 Actual	2016/2017 Approved
Central Office					
Salaries					
Superintendents					
Superintendent Stipends					
Administrators					
Supt/Admin Retirement Payments					
Clerical					
Human Resources					
Overtime					
Travel					
Soc Sec and Medicare					
Tuition					
Dues and Fees					
Transportation					
Utilities					
Special Ed					
Supplies					
Technology					
Special Ed					
Prof and Tech Services					
Legal					
Special Ed					
Maintenance					
High School					
Salaries					
Administrators					
Teachers					
Custordians					
Paras					
Extra Curricular Stipends					
Textbooks					
Instructional Supplies					
Special Ed					
Maintenance					

Appendix D (continued)

Board of Education				
Middle School				
Salaries				
Administrators				
Teachers				
Custordians				
Paras				
Textbooks				
Instructional Supplies				
Special Ed				
Maintenance				
Gales Ferry School				
Salaries				
Administrators				
Teachers				
Custordians				
Paras				
Textbooks				
Instructional Supplies				
Special Ed				
Maintenance				
Juliet Long				
Salaries				
Administrators				
Teachers				
Custordians				
Paras				
Textbooks				
Instructional Supplies				
Special Ed				
Maintenance				

Appendix D (continued)

Board of Education					
Ledyard Center					
Salaries					
Administrators					
Teachers					
Custordians					
Paras					
Textbooks					
Instructional Supplies					
Special Ed					
Maintenance					
Gallup Hill School					
Salaries					
Administrators					
Teachers					
Custordians					
Paras					
Textbooks					
Instructional Supplies					
Special Ed					
Maintenance					
General Government					
	2014/2015 Approved	2014/2015 Actual	2015/2016 Approved	2015/2016 Actual	2016/2017 Approved
Use line Items from FY 2016/2017 Budget					