

Villages of Dobbs Ferry & Hastings-on-Hudson

DPW Shared Services/Consolidation
Feasibility Study

March 16, 2015



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**VILLAGES OF DOBBS FERRY &
HASTINGS - ON - HUDSON
DPW SHARED SERVICES/CONSOLIDATION
FEASIBILITY STUDY**

**FINAL DRAFT
MARCH 16, 2015**

Prepared by:



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Hastings-on-Hudson Department of Public Works Potential Consolidation Report
(Appendix A)

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Executive Summary

Background

The Villages of Dobbs Ferry and Hastings-on-Hudson (hereinafter referred to as “Hastings”) are located along the eastern bank of the Hudson River in Westchester County, New York, approximately 20 miles north of New York City. The two villages separately provide a variety of vital public works services to over 18,000 residents combined. The two Departments of Public Works (DPW) are principally responsible for maintaining critical public infrastructure such as public roads, bridges, drinking water, wastewater, storm water collection and distribution systems, as well as refuse/recycling removal. Public Works services are a remarkably visible example of municipal services that utilize costly specialty equipment and skilled labor to effectively serve the public needs.



Functioning core infrastructure is vital to a community’s quality of life, future economic prospects and competitiveness. During recent periods of fiscal stress, Federal and State aid has not kept the pace with rising construction and energy-related costs. Local governments have been forced to rely more heavily on revenues generated through sales taxes and real property taxes to fund daily public works operations and perform needed infrastructure maintenance. In an era of declining municipal revenues and rising fixed costs, the importance of effectively managing the delivery of municipal services cannot be overstated. Whether it be cutting expenses in a village budget or simply putting resources to work in the most efficient manner possible, shared municipal services and consolidation efforts have a direct positive impact on local governments.



In order to respond to changing economic conditions and meet the needs and desires of a diverse population, the two villages partnered to apply to the New York State Department of State Local Government Efficiency (LGE) program to fund this *DPW Shared Services/Consolidation Feasibility Study*. Upon award of the grant, the villages retained the Laberge Group and Dr. Michael R. Hattery to develop the study.

Purpose & Study Methodology

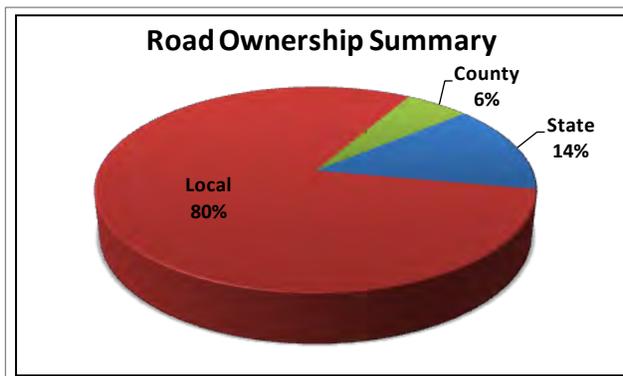
The overall purpose of the Study is to evaluate current DPW services and identify feasible alternatives that could reduce operating costs, generate efficiencies, and maintain or improve services through collaboration, shared services arrangements and/or transfer of functions.

The methodology included an examination of local issues and conditions, a comparison of existing DPW services and costs, and site visits to DPW facilities to examine local facility conditions.

Coordination with DPW personnel focused on gaining an understanding of the level of service each DPW provided, cost factors, management policies, and key issues confronting each department. The consultant also interviewed DPW managers and hosted a staff roundtable discussion to gather the baseline information. This method was helpful in developing a list of opportunities and constraints, as well as areas that have the real potential for sharing or improving service delivery through functional consolidation or the development of shared services agreements between the two villages. Two public meetings were held to educate the community about the study objectives and to listen to resident's thoughts and concerns.

DPW Services Data Snapshot

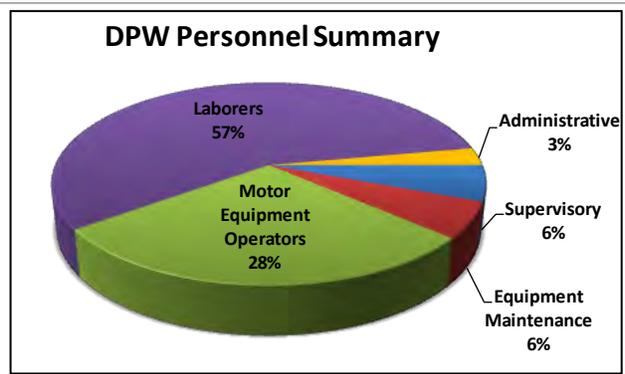
Local DPW operations are costly, broad and complex. In Westchester County, population densities, topography and service demand play a critical role in the differences in how DPW services are delivered from community to community. The public works departments of the Villages of Dobbs Ferry and Hastings are responsible for repair and maintenance of village streets, public properties, and infrastructure. In addition to the maintenance of local roads, the Villages of Dobbs Ferry and Hastings provide snow and ice removal services on certain state and county routes within their respective jurisdictions. Within the Villages of Dobbs Ferry and Hastings, there are a total of 60 combined center lane miles of road that must be maintained. Local roads make up the majority of the road network at about 80.5% (48.69 miles), followed by state mileage at 14% (8.47 miles) and county mileage at 5.6 (3.36 miles).



The two municipalities encompass a combined area of only 4.38 square miles. From a public works perspective, this is a relatively compact geographic area that could feasibly be serviced by a single public works department. A Street Network Analysis determined that travel times from various points throughout the two villages is not more than fifteen (15) minutes on average.

There are 35 full-time equivalent employees providing DPW services to the two villages. The two villages separately provide a variety of vital public works services including repair and maintenance of village streets, bridges,

drinking water, wastewater, storm collection and distribution systems. Results from the study indicate key differences in the way that the two villages deliver DPW services to their residents, which impacts how their organizations are structured, and how services are budgeted. While some services are provided through private contracts, the principal local service is refuse and recycling



collection and disposal, representing 34% of the Dobbs Ferry DPW budget, and 49% of the Hastings DPW budget (see Table 11). While over 90% of villages statewide utilize sanitation fees and charges to fund a substantial portion of sanitation service costs, Dobbs Ferry does not use this revenue source, and Hastings collects sanitation fees that amount to less than 0.2% of all other revenue sources.

Combined, the DPWs are each responsible for the maintenance of over 50 pieces of equipment and vehicles, not including police, fire, and other village government vehicles. Currently, neither village has a computerized fleet management system, or pavement/infrastructure asset management system to track condition, repair or replacement needs. While touring the existing DPW facilities, preliminary opportunities and constraints to facility consolidation and expansion were identified and discussed. Sharing of specialized services and equipment among the two villages is recognized as a key opportunity.

Key Findings and Recommendations

The Study outlines six options for change in the provision of DPW services between the two villages along with the advantages and disadvantages of each option. The six options are as follows: 1) Consolidating equipment and facilities only; 2) Consolidating staff only; 3) Consolidating the management function; 4) Consolidating one or more sub-departments; 5) Subcontracting out certain public works functions; and 6) Complete merger/consolidation of DPW operations.

Upon consideration of all six options, Village officials identified **Option 6 as the preferred option**, and a detailed fiscal impact analysis was prepared. In addition, for comparison purposes, the consultant provided an estimated tax impact of two alternatives (Options 1 and 2). Option 6 involves a functional consolidation of the DPWs including staff, equipment, and facilities. The consolidated DPW would operate out of a single expanded facility at the current Dobbs Ferry

Public Works site, permitting the sale and redevelopment of the current Village of Hastings public works site, a valuable economic development site due to its location near the commuter rail line and the Hudson River.

In order to implement Option 6, the existing Dobbs Ferry DPW facility would be retrofitted and expanded to accommodate consolidated operation's needs. The cost to expand the Dobbs Ferry facility would be partially offset by the revenue generated from the future sale and redevelopment of the Hastings DPW site. It is estimated that the one-time sale proceeds of the Hastings DPW site could yield a minimum of \$2,000,000 (Low scenario) and a maximum of \$2,500,000 (High scenario). It is also assumed that future increased real property taxes from the redevelopment would help offset the debt service necessary for DPW facility expansion.

While the square footage requirements of the building expansion is unknown at this time, a cost estimate for a building expansion of 20,000 ft² could be as high as \$6 million based on the past construction and property acquisition costs experienced by the Village of Dobbs Ferry. The expansion of the existing Dobbs Ferry DPW facility may require acquisition of additional property, and expansion of the fuel depot, salt storage capacity, and/or cold storage for materials and implements.

Estimated Property Tax Impact

A complete merger of DPW operations would result in the most cost savings and increased efficiencies in the delivery of public works services. As shown in **Table A**, this alternative could potentially decrease the Hastings tax rate by as much as 5.65/\$1,000 of assessment, and the Dobbs Ferry tax rate by 3.41/\$1,000 of assessment. The tax impact analysis incorporated various cost savings solutions through assumed changes in management and service delivery, one-time sale proceeds and increased property tax revenues from the redevelopment of the Hastings DPW site, and a presumed \$400,000 grant for Dobbs Ferry facility enhancements from the NYS Department of State Local Government Efficiency (LGE) program, (see Section VI for details).

Table A: Estimated Property Tax Impacts of Option 6 Cost Projections

<i>Based on estimated proceeds from the sale of the Hastings DPW site (\$2,500,000 - High Scenario)</i>		
	Hastings-on-Hudson	Dobbs Ferry
Current Taxable Assessed Value	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	239.65	230.70
Change in Tax Rate	(5.13)	(3.41)
Tax Rate Change with LGE grant of \$400,000	239.13	230.70
Change in Tax Rate with LGE	(5.65)	(3.41)

The consolidated DPW would realize cost savings and efficiencies by sharing a single public works manager, joint purchasing, joint service delivery, and shared equipment. Future additional savings will also be realized through a re-alignment or rerouting of snow removal and sanitation services. Although a re-routing analysis was not part of the scope of this project, it is highly recommended that the villages jointly apply for funding through the next round of grants

Within the next five to ten years, the Villages of Dobbs Ferry and Hastings will experience a reduction in staff through normal means, such as retirement, injury, or resignation due to a new job opportunity or other reasons, otherwise known as attrition. Cost savings could also be realized through turnover by replacing personnel at lower starting pay scales, and a re-negotiated benefit package for a new tier of personnel. It is understood that any decision to modify operations, downsize staffing, or change the organization of the DPWs must first consider all departmental priorities and functional responsibilities. It is assumed that potential cost savings through attrition and reorganization could achieve a savings upwards of \$500,000; however, an exact number cannot be determined at this time.

For comparison purposes, the consultant provided an estimated tax impact of two other alternatives (Option 1 and 2). Option 1 considers a future co-location, involving consolidation of equipment and facilities only, while Option 2 considers a future consolidation of DPW staff, while keeping both existing facilities in operation. No management consolidation or service delivery changes were assumed for the cost savings analysis. It is estimated that this alternative could potentially increase the Hastings tax rate by as much as 1.95/\$1,000 of assessment, and the Dobbs tax rate could decrease by 0.56/\$1,000 of assessment. Village officials determined that the potential benefits of co-location without staff consolidation would be out-weighed by potential cost savings and efficiencies that could be realized through a full consolidation.

Option 2 considers a future consolidation of DPW staff, while operating out of the two separate facilities. The tax impact analysis includes future renovation costs for the existing Hastings public works facility (new fueling and salt storage facilities), but does not include other unforeseen garage investments for either community. It is estimated that this alternative could potentially decrease the Hastings tax rate by as much as 3.68/\$1,000 of assessment, and the Dobbs tax rate by 3.36/\$1,000 of assessment. While cost savings are similar to Option 6, this alternative would not allow for the sale of the Hastings waterfront property eliminating the potential for future financial gain from this property. In addition, oversight of staff between two separate facilities would be very challenging and may entail a higher level of management.

Next Steps

To illustrate how a Complete Merger/Consolidation of DPW Operations (Option 6) might be accomplished, the consultant developed a potential Implementation Timeline (see **Table B**). It

understood that the mere development of this Feasibility Study will not immediately produce the desired results unless the Villages continue to work together to implement the DPW merger in a way that will satisfy the demands of the tax payers in both villages. Leadership from the two Village Boards is critical and in order to assist with the implementation of this plan; therefore, the first task/activity listed in the timeline is for the Village Boards to appoint a joint Shared DPW Services Oversight Committee. The role of this Committee would be to:

- ❖ Coordinate all implementation tasks and activities listed in the timeline.
- ❖ Communicate regularly with both Boards about implementation activities and needs.
- ❖ Identify technical assistance and funding needs to implement various activities and work with village officials in obtaining necessary funds through grants and other means.
- ❖ Make an annual report to the Village Boards about the status of implementation activities and upcoming needs.
- ❖ Communicate regularly with the public to inform all on the implementation progress.

The Village Boards and the Committee should use the Implementation Timeline as a guide; however it is understood that as the DPW crews begin working on specific tasks during the transitional phase, other important tasks or activities may be identified. It is also possible that priorities may change with the availability of funding sources for particular projects.

As shown in the timeline, it is anticipated that the process can be completed over a five year period and would be broken up into two phases: 1) Transitional Phase, and 2) the DPW Merger Phase. The timeline attempts to outline the major planning steps as well as the inter-municipal agreements that will be necessary to ultimately implement the merger. The Transitional Phase includes a list of cooperative tasks and activities that the villages can accomplish together through inter-municipal shared service agreements within the next one to two years. The DPW Merger Phase would initially operate out of two separate facilities, but under one consolidated manager. Simultaneously, the Hastings property would be sold and planning and design for the new joint facility would be completed. The two departments would be able to fully transition from two separate operations to one seamless operation once the new joint facility is constructed.

Table B: Implementation Timeline

Task/Activity	Year 1				Year 2				Year 3				Year 4				Year 5			
	1st	2nd	3rd	4th																
Transitional Phase																				
MANAGEMENT/ADMINISTRATION																				
Jointly appoint a joint Shared DPW Services Oversight Committee	█																			
Jointly review/compare union contracts	█	█																		
Review service differences between the two villages and plan for future service level consistency	█	█																		
Develop a joint plan for management and oversight of a new consolidated DPW		█	█																	
FACILITY SALE/NEW FACILITY DESIGN																				
Market and sell the DPW property *																				
Identify conceptual needs for a joint DPW facility at Dobbs Ferry site and develop concept floor plans					█	█	█	█												
Land acquisition (if necessary)									█	█	█	█								
Apply for NYSDOS LGE grant for facility construction													█	█						
STREET SWEEPING																				
Review Hastings street sweeping needs and current private contract costs		█	█																	
Draft inter-municipal agreement (IMA) for Dobbs Ferry to provide street sweeping services to Hastings			█																	
Identify opportunities for shift changes for street sweeping			█																	
Jointly evaluate the need for a new street sweeper, and jointly bid and purchase if necessary					█	█														
Upon retirement of sweeper operator, jointly evaluate sweeping needs and consider a joint private contract									█	█	█	█	█	█	█	█	█	█	█	█
SEWER SYSTEM PREVENTATIVE MAINTENANCE																				
Jointly review all sewer system evaluation and cleaning needs and private contract costs				█																
Develop a joint sewer system evaluation and preventative maintenance plan					█	█														
Draft IMA for shared sewer system evaluation and cleaning services					█	█														
Jointly identify specifications for sewer system evaluation/cleaning equipment and jointly bid and purchase					█	█														
EQUIPMENT MAINTENANCE																				
Jointly review all specialty equipment maintenance needs					█	█														
Develop joint preventative maintenance plan					█	█														
Purchase the same digital fleet management system and train staff jointly						█	█													
Draft IMA for shared specialty equipment maintenance services						█	█													
Jointly review equipment replacement schedules and identify opportunities for joint equipment purchasing							█	█												
Upon retirement of mechanics, identify joint equipment maintenance services opportunities and private contracts									█	█	█	█	█	█	█	█	█	█	█	█
SANITATION																				
Jointly review all sanitation routes and identify areas for coordination of routes between the two villages								█	█											
Develop a plan for cross-jurisdictional sanitation services								█	█											
Jointly identify opportunities for shift changes for sanitation services								█	█											
Identify one potential cross-jurisdictional route that could be serviced by an automated side loader vehicle								█	█											
Draft IMA for cross-jurisdictional sanitation services and necessary joint equipment purchases								█	█	█										
Upon retirement of operators, jointly evaluate sanitation needs and identify attrition opportunities								█	█	█	█	█	█	█	█	█	█	█	█	█
SNOW & ICE REMOVAL																				
Identify potential areas for coordination of plowing/de-icing routes between the two villages								█	█											
Develop a plan for cross-jurisdictional plowing/de-icing services								█	█											
Draft IMA for cross-jurisdictional cross-jurisdictional plowing/de-icing services								█	█	█										
Upon retirement of operators, jointly evaluate plowing needs and identify attrition opportunities								█	█	█	█	█	█	█	█	█	█	█	█	█
DPW Merger Phase (initially operating out of two separate facilities)																				
Jointly develop new joint organizational/governance structure and identify attrition opportunities										█	█									
Negotiate a new joint union contract											█	█								
Jointly appoint one superintendent or manager to oversee all operations and develop job duties/responsibilities												█	█							
Jointly appoint one foreman to oversee operations at each separate facility													█	█						
Design and build a new joint DPW facility														█	█	█	█	█	█	█
Draft IMAs and other contracts necessary for intergovernmental cooperation and the transfer of DPW functions														█	█	█	█	█	█	█

*timeline is intentionally left blank, because sale date is unknown

I. Introduction

Section Highlights

- ❖ The Villages of Dobbs Ferry and Hastings-on-Hudson applied for and received a Local Government Efficiency (LGE) grant from the NYS Department of State to develop this Study.
- ❖ The Study examines existing DPW services, local issues, conditions, and needs.
- ❖ Community coordination efforts included interviews, roundtable discussions and public meetings.

Purpose

The Village of Dobbs Ferry in partnership with the Village of Hastings-on-Hudson (also referred to herein as “Hastings”) applied for and received a Local Government Efficiency (LGE) grant from the New York State Department of State to develop a *DPW Shared Services/Consolidation Study*. The purpose of the Study is to evaluate the way DPW services are currently delivered and identify further collaborative opportunities and potential areas of cost savings and efficiencies between the villages, while maintaining or improving DPW services.

Study Methodology

In order to determine feasible shared DPW service options, the consultant team examined local issues and conditions, gathered information about specific costs and operations, and discussed the DPW service needs with municipal officials, DPW managers and staff. The following study methodology was used to gather the necessary baseline information for the study:

- ❖ **Primary Source Data Gathering:** The source data included budget documents provided by the two villages, financial data acquired from the Office of the State Comptroller (OSC), census data, annual reports, personnel and wage data from village management, insurance records indicating facilities and vehicle/equipment values, and other municipal documents.
- ❖ **DPW Manager Interviews:** Semi-structured interviews were conducted with the DPW managers in March 2014. The Villages of Dobbs Ferry and Hastings provided detailed information regarding personnel, duties and functions, equipment, facilities, and completed a Service Profile prior to the interviews which served as a springboard for discussion. The interviews focused on gaining an understanding of the level of service each DPW provided, as well as cost factors, management policies and goals, existing cooperative agreements, and key issues confronting each department. This exercise was helpful in developing a list of areas that have the potential for sharing or improving

service delivery through the development of cooperative agreements between the two villages for DPW services.

- ❖ **DPW Facility Tours:** A review of each existing DPW facility was conducted to get a general impression of the condition, lifespan, capacity, safety, and site use and expansion opportunities.
- ❖ **Staff Roundtable Discussion:** Village DPW staff were invited to a roundtable discussion regarding shared services. Staff were given the opportunity to discuss key issues and local concerns as well as provide their input on existing and future shared DPW service opportunities as well as constraints.
- ❖ **Public Meetings:** Two public meeting were held to educate the community about the study objectives and to listen to resident’s thoughts and concerns.

The feedback obtained through these outreach efforts helped develop an understanding of the current service delivery model, work practices, and resources, which form the basis for the findings and service delivery alternatives outlined in this document. As summarized below, the DPW managers identified existing shared services and potential future shared services opportunities, and practicable opportunities for enhancing the quality of services, and also provided their opinions on the key issues associated with sharing and/or consolidating services.

Municipal Characteristics Summary

Over 18,000 people live within the 4.38 square mile area in the Villages of Dobbs Ferry and Hastings. As illustrated in **Table 1**, the number of persons per square mile is 4,475 in the Dobbs Ferry, as compared to the 4,025 in Hastings. Hastings’s median household income of \$114,643 is higher than that of Dobbs Ferry at \$106,989.

Table 1: Municipal Characteristics Summary

	Dobbs Ferry	Hastings	Combined
Population (2010 Census)	10,875	7,849	18,724
Land Area (square miles)	2.43	1.95	4.38
Population per square mile	4,475	4,025	4,275
Households (2010 Census)	3,901	3,027	6,928
Median Household Income (2008-2012 ACS)	\$106,989	\$114,643	\$110,816 ¹
Total Centerline Miles	28.54	31.98	60.52
Local (Village-owned) Centerline Miles	24.02	24.67	49.78
Bridges	2	0	2
Large Culverts (5 – 20 ft span)	1	0	1
Small Culverts (less than 5 ft span)	3	6	9

Source: US Census 2000 and 2010, ACS 2008-2012. Note 1: Represents the average Median Household Income (ACS 08-12)

Road & Rail Network

There are a total of 60.52 center lane miles of road within the two villages, of which 49.78 are local roads. Additionally, the villages maintain 2 bridges, 1 large culvert and 9 small culverts. **Table 2** provides a summary of road mileage by municipality. Local roads make up the majority of the road network at about 80.5% (48.69 miles), followed by state mileage at 14% (8.47 miles) and county mileage at 5.6 (3.36 miles). According to the Local Roads Listing, all roads in the villages are paved (asphalt, overlay or concrete).

Table 2: Road Centerline Mileage Summary

	Dobbs Ferry	Hastings	Combined	% of total
Total Local Mileage (Village)	24.02	24.67	48.69	80.5%
County Mileage	1.09	2.27	3.36	5.6%
NYS DOT Mileage	3.43	5.04	8.47	14.0%
Total Centerline Mileage	28.54	31.98	60.52	100.00%

Source: New York State Department of Transportation Highway Inventory and Local Roads Listing for Westchester County.

The Villages of Dobbs Ferry and Hastings are on the Metro-North Railroad's Hudson Line, a commuter rail line running north from New York City along the east shore of the Hudson River. Trains leave for New York City every 25 to 35 minutes on weekday rush-hour (peak trains) from the Dobbs Ferry station. Trains run hourly during non-peak times, and on weekends and holidays. The Dobbs Ferry station is 20.7 miles from Grand Central Terminal and travel time to Grand Central is about 44 minutes by local train. Trains leave as frequently from the Hastings station which is 19.5 miles from Grand Central Terminal, making travel time to Grand Central about 41 minutes. Metro-North service ends at Poughkeepsie, with Amtrak's Empire Corridor trains continuing north to and beyond Albany. According to MTA, the Dobbs Ferry station has 485 commuter parking spaces, and Hastings has 406 spaces. The DPW in both villages spend a great deal of time ensuring that commuter parking areas are free of ice, snow and litter for the convenience of the local ridership.

II. Profile of DPW Services

Section Highlights

- ❖ DPW staff supply a variety of services in house, while some other services are provided through private contracts or inter-municipal agreements (Table 3).
- ❖ The Villages of Dobbs Ferry and Hastings deliver DPW services to their residents in different ways which effect how the two DPWs are structured, in particular in the area of sanitation services.
- ❖ DPW managers identified key issues confronting each department and preliminary shared services opportunities.

The following DPW Services Profile summarizes current DPW operations including a review of standard duties and functions, personnel, facilities, and equipment. This section is based on detailed data collection from local sources. DPW staff from both villages were cooperative and insightful in this effort.

DPW Services Summary

The public works departments of the Villages of Dobbs Ferry and Hastings are responsible for repair and maintenance of village streets, public properties, and infrastructure. In addition to the maintenance of local roads, the Villages of Dobbs Ferry and Hastings provide snow and ice removal services on certain state and county routes within their respective jurisdictions. The Village of Dobbs Ferry currently

plows 6.3 lane miles of state roads through a contractual arrangement with the New York State Department of Transportation (NYSDOT) which pays the Village \$9,494.10 annually. The Village of Hastings provides the same service on 6.4 lane miles within their jurisdiction, which pays \$9,683.20 annually. The Village of Hastings also has a snow and ice contract with Westchester County to maintain 2.27 miles of county roads. Sanitation services (refuse, garbage, recycling, and yard waste removal) are provided to over 18,000 residents. As illustrated in **Table 3**, DPW staff supply a variety of services in house, while some other services are provided through private contracts inter-municipal agreements, or a combination of arrangements.

Table 3: Department of Public Works Services Summary

Service Area	Dobbs Ferry	Hastings
Street maintenance	X	X
Pothole repair	X	X
Street sweeping	X	PC
Road litter and dead animal removal	X	X
Asphalt paving	PC	PC
Road reconstruction	PC	PC
Vehicle and equipment repair and routine maintenance	X	X
Vehicle and equipment repair for other departments	X	X
Traffic Control & Safety		

Service Area	Dobbs Ferry	Hastings
Signs	X/IMA	X/IMA
Crosswalks	X/PC	X/PC
Striping	X/PC/IMA	X/PC/IMA
Traffic signals	PC	PC
Pedestrian signals	PC	PC
Street lights	X	X
Street Scape		
Curbing new repair and replacement	X/PC	X/PC
Sidewalk new, repair and replacement	X/PC	X/PC
Planting and care of street trees	X/PC	X/PC
Right-of-way or median mowing/brush removal	X	PC
Maintenance of public parking lots	X	X
Winter maintenance		
Snow and ice removal (local streets)	X	X
Snow and ice removal (county road segments)	NA	X
Snow and ice removal (state road segments)	X	X
Snow hauling	X	X
Number of plow routes	4	5
Sanitation		
Refuse and Garbage	X	X
Number of households served (2010 Census)	3,901	3,027
Number of commercial customers	300	100
Number of pick-ups per week	4	1
Number of routes	3	3
Bulk refuse pick-up/large rubbish items	X	X
Recycling	X	X
Number of households served (2010 Census)	3,901	3,027
Number of commercial customers	300	50
Number of pick-ups per week	1	2
Number of routes	3	3
Other Services		
Brush, yard waste and leaf pickup	X	X
Park maintenance	X	X
Catch basin cleaning	X	X/PC
Sanitary sewer cleaning	X	X

Notes:

"X" indicates the service is performed by DPW staff.

"PC" indicates the service is performed by a private contractor.

"NA" indicates the service is not applicable.

"IMA" indicates that the service is shared with another municipality, in most cases the Town of Greenburg.

Differences in Sanitation Services

The Villages of Dobbs Ferry and Hastings deliver DPW services to their residents in different ways which effect how the departments are structured and has an impact on operational costs and personnel needs. As discussed below, significant differences exist in how the two villages provide sanitation services to local residents and business owners. Factors such as the number of pick-ups per week, the use of back-door pick-up versus curb side collection, enforcement of snow emergency alternate parking restrictions, garbage/recycling bin standards and weight limitations, terrain, and street design, all impact a department's functionality, efficiency, and therefore its' cost to provide services. Operational efficiency can also be greatly impacted by the existing condition of infrastructure, equipment, as well as customer demands.

Dobbs Ferry Sanitation & Recycling Services

The Village of Dobbs Ferry collects household trash twice each week, either on Mondays and Thursdays or on Tuesdays and Fridays. Recyclables (plastic, glass, paper, cardboard) are collected every Wednesday for residential and commercial customers. Commercial garbage in the business district is collected four times per week, and commercial customers outside the business district are served twice a week. The village postpones the residential sanitation schedule for holidays, but provides holiday pick-up for commercial customers. Staff are paid holiday pay (double time) to collect commercial garbage, and the village also has a special Good Friday pick up for commercial customers only. In addition to the normal routes, the village collects garbage at the Dobbs Ferry Hospital twice a week and recycling on Wednesdays. Bulk garbage such as furniture, metal, televisions, computers, and other electronics are picked up on the second collection day of the week. The village does not pick up construction debris.

According to the Village Code, no receptacle can weigh more than 75 lbs and must have manageable handles and properly fitted lids that are compatible with village sanitation collection equipment. Commercial customers may use 2-yard dumpsters and there is no weight restriction. On rare occasions, garbage collection is postponed if a heavy snow storm is forecasted or it is deemed unsafe to collect garbage for any other reason. Yard waste is collected all year round on Thursdays and Fridays. Yard waste must be tied and bundled, or placed loose in barrels or paper bags. Large rubbish items such as furniture, rugs, mattresses, television sets, computer monitors and other electronics are collected year round on Thursdays and Fridays as well.

Hastings-on-Hudson Sanitation & Recycling Services

The Village of Hastings collects household trash once a week on Mondays or Tuesdays, depending on the route. Collection is not necessarily curb-side, as DPW staff often go into back-yards on certain properties to collect garbage when necessary. Recyclables are collected at the

end of the week, with paper, junk mail and cardboard picked up on Thursdays, and comingled cans, glass and plastics (coded 1-7) are picked up on Fridays. The business district has collections five days a week, with the exception of holidays, i.e., if a holiday falls on a Monday or a Friday, garbage will be a picked up on Saturday. There is no standard can size for residential customers; however, no receptacle can weigh more than 70 lbs. Commercial customers use either 2, 3 or 5-yard dumpsters and there is no weight restriction. Garbage and recycling pick-up is postponed when necessary during snowstorms. Bulk refuse is picked up by appointment on the regular trash collection day (Monday/Tuesday), bulk metal is picked up on Fridays by appointment, and television sets, computer monitors and other electronics are picked up on the first Wednesday of the month by appointment. A truck is available to receive garbage or bulk items the first Saturday of every month at the Recycling Center on Southside Avenue from 8:00 a.m. to 12:00 p.m.

The yard waste and leaf removal program runs from April to November on Wednesdays. The village requires that yard waste be left curbside in the paper lawn and leaf bags. Twigs and branches have to be bundled and tied; the bundles cannot weigh more than 40 lbs and cannot be longer than 4 feet in length. The village arranges for the recycling of old refrigerators, washing machines and stoves by appointment and for an additional \$10 fee.

Summary of Existing Shared Services

Preliminary Shared Services Opportunities

- ❖ Joint purchase or centralized ownership of infrequently used, expensive, specialized equipment, i.e., catch basin vac truck, sewer jet, pipe camera, street sweeper, backhoe, track excavator with trailer, tree trimming truck, striping truck.
- ❖ Co-location of sand/salt storage sheds, cold equipment storage buildings, and other facilities.
- ❖ Joint fuel storage and management.
- ❖ Sharing of specialized services (i.e., street sweeping) and/or technical services among municipalities, i.e., GIS based sign and infrastructure inventory, pavement management systems, and general engineering assistance.

As a part of the early data gathering process, DPW managers were interviewed and continuously contacted to verify information. The initial interviews focused on gaining an understanding of the level of service each DPW provided, existing formal and informal service arrangements, and key issues confronting each department. The following is a result of this outreach exercise:

Current Formal or Contractual Shared Services:

- ❖ Dobbs Ferry has a snow and ice removal contract with New York State DOT to maintain 6.3 lane miles (\$1,507 per mile).
- ❖ Hastings has a snow and ice removal contract with New York State DOT to maintain 6.4 lane miles (\$1,513 per mile).

- ❖ Dobbs Ferry has an agreement with the Village of Ardsley (Police, Fire, DPW, EMS) and the Dobbs Ferry School District for shared fueling.
- ❖ The Villages of Dobbs Ferry, Hastings, Ardsley, Irvington, Sleepy Hollow, and Tarrytown have an inter-municipal bidding process for blacktop, curbing, sidewalks.

Current Informal Shared Services:

- ❖ Hastings loans their bucket truck (with operator) to Dobbs Ferry on occasion.
- ❖ Hastings borrows the Dobbs Ferry-owned sewer jet truck to jet clogged sanitary sewers, loader during snowstorms, and bucket truck (with operator) and street sweeper on occasion.
- ❖ Dobbs Ferry borrows the Hastings-owned backhoe, small trailer sewer jet, paint machine for ball fields, and field-maintainer on occasion.
- ❖ Dobbs Ferry provides recreational field maintenance for School District uses.
- ❖ Dobbs Ferry and Hastings both use the Town of Greenburgh for service such as signs, road striping, and specialty equipment, i.e., pipe camera, sewer (vac-all truck) for catch basin cleaning.
- ❖ Dobbs Ferry loans their bucket truck (with operator) to Hastings.
- ❖ Dobbs Ferry loans their wood chipper to Irvington.
- ❖ Dobbs Ferry is the host community for the cathode ray tube (CRT) container (a special collection container for televisions, computer monitors, etc.) which is used by Hastings and Irvington.
- ❖ Dobbs Ferry borrows a tractor w/ snow-blower from Ardsley on occasion.
- ❖ Dobbs Ferry borrows a tractor w/ hydraulic deep tine aerator from Ardsley Country Club on occasion.
- ❖ Dobbs Ferry borrows a tractor and rototiller from D.F. School District on occasion.
- ❖ Dobbs Ferry, Hastings and Ardsley share truck parts, car parts, plow parts sewer pipe repair parts on occasion.
- ❖ Dobbs Ferry and Hastings loan/borrow mechanics from each other on special occasions when staffing is low and a repair on an emergency vehicle or other crucial vehicle or piece of equipment needs repair.
- ❖ Dobbs Ferry and Hastings loan/borrow trucks or other equipment from each other when in emergency situations.

Key Issues and Needs

Village of Hastings-on-Hudson

- ❖ DPW garage site does not have adequate space to accommodate the equipment and personnel of a consolidated department without expansion. Expansion is constrained by site limitations.
- ❖ Fuel storage and dispensing system is aging.
- ❖ Salt storage building is in poor condition and under-sized.
- ❖ Village would benefit from additional cold storage space for materials, equipment and implements.
- ❖ Need a closed loop system for equipment washing.
- ❖ Lack of full-time dedicated administrative staff for DPW.
- ❖ Need better recordkeeping software and inventories of streets and signs.
- ❖ Recent staff cuts affect productivity when staff is out sick or on vacation.
- ❖ 3 men are needed on each sanitation route. Streets are too narrow for new style garbage truck with arm and on-street parking creates a hazard for such an operation.
- ❖ Nearly half of the DPW staff are also members of the volunteer fire department. Members are concerned with how a DPW merger would effect daytime response times to emergency calls.

Village of Dobbs Ferry

- ❖ DPW garage is sized only for Dobbs Ferry services and does not have adequate space to accommodate the equipment and personnel of a consolidated department without expansion. Expansion is constrained by site limitations.
- ❖ Dobbs Ferry and Hastings have significant differences in how they deliver sanitation services to local residents and business owners.
- ❖ Existing fueling system is under-sized for existing user demand. The Village requires weekly deliveries of gas and diesel due to the existing fuel sharing arrangement with the Village of Ardsley. The Village recently purchased a new fuel management system.
- ❖ Existing salt storage building is under-sized.
- ❖ Village would benefit from additional cold storage space for materials, equipment and implements.

III. DPW Organizational & Administrative Review

Section Highlights

- ❖ There are 35 full-time equivalent employees providing DPW services to the two villages.
- ❖ The Village of Dobbs Ferry has a General Foreman in charge of the DPW, while Hastings has a Superintendent of Public Works.
- ❖ Eleven (11) out of 19 Dobbs Ferry DPW employees have 20 or more years of service. In contrast, only six (6) out of 15 of the full-time Hastings DPW employees have 20 or more years of service.

Personnel

There are approximately 35 full-time equivalent employees (excluding seasonal staff) providing DPW services to the Villages of Dobbs Ferry and Hastings. **Table 4** provides a summary of the DPW personnel grouped by similar titles, and a combined average salary for each title. In general, the salaries for comparable operations positions, i.e., Motor Equipment Operators and Laborers in the Village of Dobbs Ferry are higher than Hastings. This salary difference could be attributed to the fact that nearly 58% of the Dobbs Ferry workforce have 20 or more years of service, compared to only 40% in Hastings.

Table 4: Department of Public Works Personnel Summary

Title	Dobbs Ferry	Hastings	Combined Total	Dobbs Ferry Average Wage	Hastings Average Wage	Combined Average Wage
Superintendent/General Foreman	1	1	2	\$46.05	\$60.15	\$53.10
Auto Mechanic/Equipment Maintenance	1	1	2	\$39.26	\$46.62	\$42.94
Heavy Motor Equipment Operator	1	4	5	\$36.83	\$38.14	\$37.48
Motor Equipment Operator	5	0	5	\$35.60	NA	NA
Skilled Laborer	1	1	2	\$35.37	\$36.36	\$35.86
Laborer	9	8	17	\$33.02	\$30.82	\$31.92
Park Forman	1	0	1	\$36.83	NA	NA
Administrative (part-time)	0.5	0.5	1	\$25.00	\$29.00	\$27.00
Total	19.5	15.5	35			

Source: Average wages were calculated based on a 35 hour work week for HOH and a 40 work week in Dobbs Ferry, with the exception of the General Foreman who works a 35 hour week. Wages do not include overtime, longevity pay, recycling pay (applicable in HOH), or fringe benefits.

On average, the Dobbs Ferry crew has over twenty (20.47) years of service, with eleven (11) out of 19 full-time employees with 20 or more years of service, equivalent to 57.89%. In contrast, the Hastings DPW crew has an average of nearly seventeen (16.92) years of service, slightly less

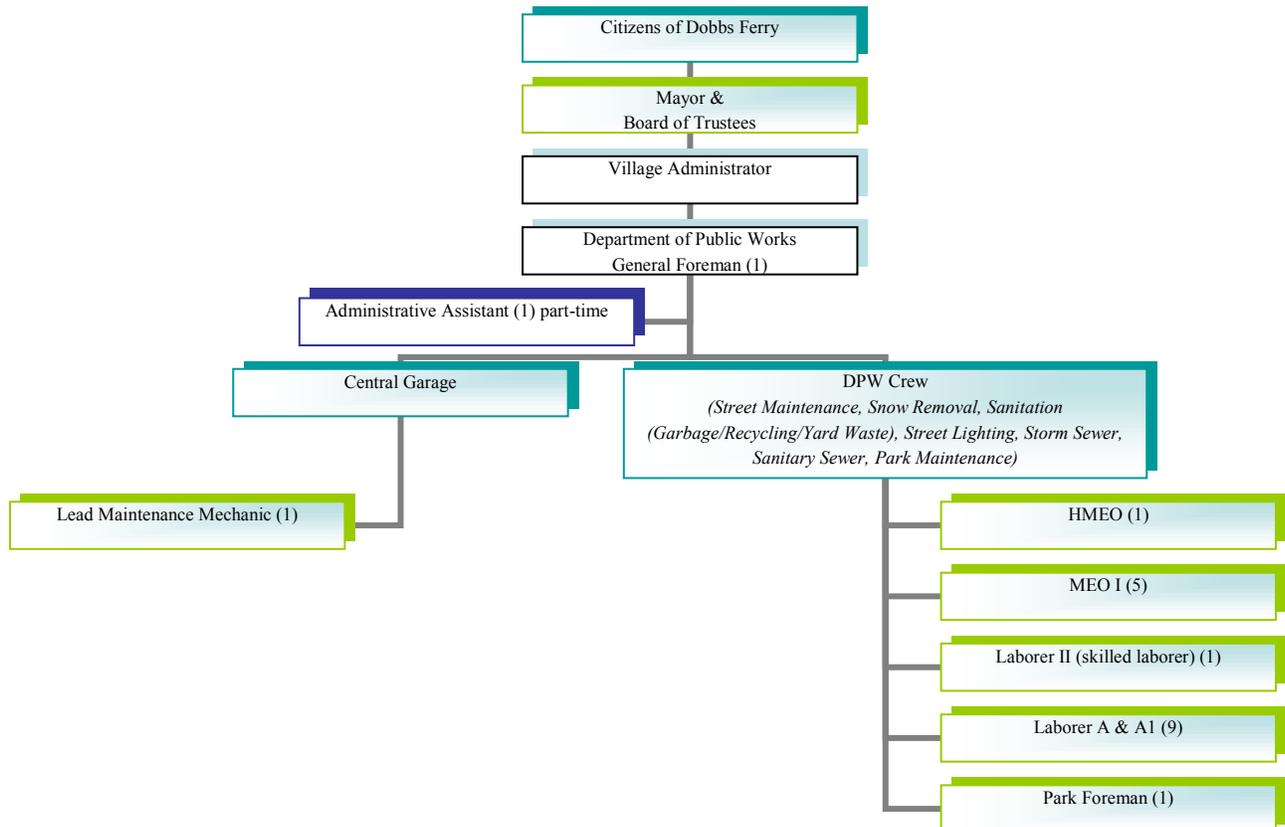
than Dobbs Ferry. Six (6) out of 15 of the full-time Hastings DPW employees have 20 or more years of service.

Both DPW managers and administrators noted a modest reduction in overall staffing in the last 4-5 years due to retirements, making it more difficult to cover absences due to sick leave and vacation time. The DPWs utilize a broad range of seasonal part-time workers to supplement personnel for summer maintenance. It is important to note, the departments are each lacking full-time dedicated administrative staff, and do not have in-house engineering staff.

Organizational Structure

The following figures compare the organizational structure of each department for full-time personnel only. (see **Figures 1 and 2**) The Village of Dobbs Ferry General Foreman is responsible for overseeing fleet maintenance operations, street maintenance in summer and winter months, sanitation (refuse, garbage, recycling, and yard waste removal services) park maintenance, and other services related to traffic control and safety, storm water and sanitary sewer maintenance. The General Foreman has a part-time Administrative Assistant who works 17.5 hours per week.

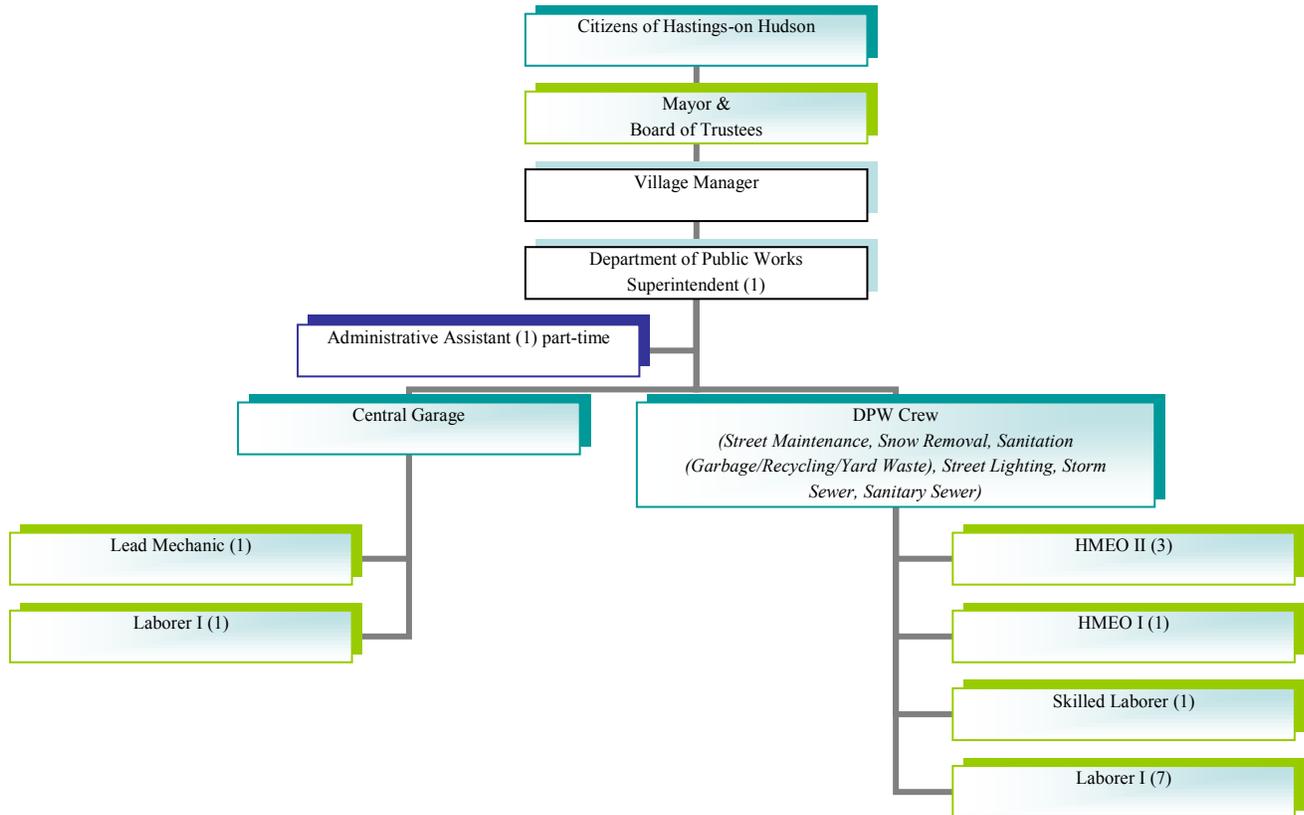
Figure 1: Village of Dobbs Ferry Organizational Chart



Nine members of the Dobbs Ferry DPW crew are primarily assigned to garbage/recycling routes, and one full-time staff person is primarily assigned to street sweeping. While the organizational chart only shows one mechanic assigned to perform routine and preventive maintenance on village-owned equipment, the village recently lost a Lead Maintenance Mechanic (Automotive), and an Automotive Mechanic to retirement, but is looking to hire one Assistant Automotive Mechanic in the near future. Otherwise, as is typical in many public works departments in New York, while personnel may be primarily assigned to a specific work unit such as sanitation, the majority of the Dobbs Ferry crew is cross-trained to handle street maintenance, snow removal, and other duties and functions depending on the season, individual skill set, and staffing needs to complete a job.

Figure 2 shows the organizational structure of the Hastings DPW for full-time personnel only. The Superintendent of Public Works is responsible for overseeing fleet maintenance operations, street maintenance in summer and winter months, sanitation (refuse, garbage, recycling, and yard waste removal services), and other services related to traffic control and safety, storm water and sanitary sewer maintenance.

Figure 2: Village of Hastings Organizational Chart



Nine members of the DPW crew are assigned primarily to garbage/recycling routes. Similar to Dobbs Ferry, the majority of the crew is cross-trained to handle sanitation, street maintenance, snow removal, and other duties and functions depending on the season, individual skill set, and staffing needs to complete a job. Unlike Dobbs Ferry, park maintenance employees are not supervised by the Superintendent of Public Works, however, it is important to note that in addition to other duties, the Parks Groundkeeper is assigned to a snow and ice removal route during winter months, which can account for as much as 15 to 20 (8-hour) days during the winter season, or about 5 - 7% of his annual workload. It is difficult to fully understand the organizational structure and staffing needs in-depth without knowing how staff is allocated to various functions within the department. This type of personnel analysis is possible if payroll expenses are tracked according to the function performed; unfortunately, the villages lack this type of tracking system for daily activities.

Staff Cost Analysis

An independent analysis of staff cost was conducted to establish baseline information for the current personnel costs associated with the two villages DPWs. This analysis provided a comparison of the current staff costs at a point in time¹. (See **Appendix A**, Section II narrative and Exhibit 1, Parts A, B, C, D and E). In summary, the report included the following findings:

- ❖ Dobbs Ferry DPW employs 50% more workers and pays out 48.8% more in salaries than Hastings.
- ❖ DPW personnel cost the Village of Hastings over \$1.7 million, and the Village of Dobbs Ferry over \$2.5 million, including salaries, benefits and overtime in FY 2013.
- ❖ Dobbs Ferry only pays 15% more in health benefits, despite its larger size. This could be due to a higher mix of family coverage versus single coverage in Hastings, and because Dobbs Ferry employees contribute a higher portion of their health insurance premiums.
- ❖ Dobbs Ferry contributes a substantially higher amount towards employee pensions.
- ❖ Hastings makes separate payments to employees for performing recycling duties.
- ❖ The two villages use different methods for paying for uniforms, tools, and longevity.
- ❖ The largest portion of staff time and resources is directed towards Refuse and Garbage (52.1 percent for Hastings in the 2013-14 budget and 43.6 percent for Dobbs Ferry).
- ❖ Dobbs Ferry devotes more of its staff resources towards the areas of Street Maintenance, Lighting, Administration, and Cleaning.

¹ FY 2013 DPW Staff Cost Analysis, NYU Wagner Capstone: Advanced Projects in Policy and Finance, March 2014. 2013 salary figures were used and recent changes to staff and/or salaries could not be incorporated into the final report.

Collective Bargaining Agreement Analysis

The DPW employees in both villages are represented by the International Brotherhood of Teamsters Local 456A, and detailed comparison of the collective bargaining agreements (CBAs) was conducted (see **Appendix A**)². The analysis identified several differences in the CBAs that would come into play should the villages consider a transfer of DPW functions in the future:

- ❖ **Probationary Period:** Hastings and Dobbs Ferry differ in their treatment of new employees in terms of probationary periods.
- ❖ **Grievance Process:** The grievance process differs between the two contracts.
- ❖ **Compensation - Base Salary:** Hastings and Dobbs Ferry employ different classes of employees. There are only two job titles used by both villages (laborers and heavy motor equipment operators) that allow direct comparison of base salaries.
- ❖ **Annual Increases:** Dobbs Ferry provides a more generous annual increase to all employees covered by the CBA.
- ❖ **Bonuses & Longevity Rates:** Hastings offers bonuses to employees for fewer consecutive years of services (five years) than Dobbs Ferry (ten years), but after Dobbs Ferry employees reach ten years of service, they receive a longevity salary increment every year.
- ❖ **Work Schedules:** Overtime is essentially managed the same way in both villages; however, they differ in the length of workdays required for sanitation workers. In Hastings, on Thursdays and Fridays, sanitation workers are released no earlier than 12:00 PM if their assignments are completed. Those who work on Thursday or Friday on recycling collection receive \$68 per day and are eligible for increased overtime payments. There is no recycling incentive program in Dobbs Ferry, but sanitation workers may end their workdays as soon as their work is completed five days per week according to DPW policies (not the CBA). Sanitation workers who have completed their shifts represent a salaried workforce available for other projects; adopting or changing this policy would have significant repercussions for the efficiency and productivity of the departments.
- ❖ **Leave:** Overall, Hastings provides slightly more days of leave (sick, bereavement, holidays) than Dobbs Ferry.

² Collective Bargaining Agreement Analysis, NYU Wagner Capstone: Advanced Projects in Policy and Finance, Section III narrative and Exhibit 3 Part A. Please note, contract negotiations for Hastings-on-Hudson's were in progress at the time the NYU Wagner Capstone team completed the comparison. Negotiations are now complete, and the new effective date is June 1, 2013 to May 17, 2017. The Dobbs Ferry's contract expired on May 31, 2014 and as of July 2, 2014, negotiations have not been started on a new agreement.

- ❖ **Holidays:** The two villages recognize all of the same holidays except birthdays, which only Dobbs Ferry recognizes. For employees working on these holidays, Dobbs Ferry pays all employees at twice normal rate, whereas in Hastings, holiday work is paid at time and a half except on Christmas, Easter, Thanksgiving and New Year's Day.
- ❖ **Vacation:** This category of leave is very similar between the two villages.
- ❖ **Medical Coverage:** In Hastings, employees contribute \$700 per year for family coverage and \$500 per year for individual coverage. Those hired after May 31, 2014 would pay \$900 per year for family coverage and \$600 per year for individual coverage. If employees waive coverage because of an alternate plan, they are reimbursed \$3,000 per year for individual and \$6,000 for family. In Dobbs Ferry, employees hired before September 1, 2012 pay 2 percent of their annual base salary for annual coverage, until they reach 20 years of service. Given that all employees of Dobbs Ferry's DPW were hired before September 1, 2012, their average contribution is \$1,338 (excluding foremen). Employees hired after 9/1/12 pay 10 percent of the premium.
- ❖ **Medical Coverage in Retirement:** Hastings's policy does not require employees to contribute to the premium, while Dobbs Ferry's requires employees not grandfathered into the current contract to do so. In Hastings, the village pays 100 percent of premium for NYS Government Employees Health Insurance Plan for those who retire after 1978 after 20 years of service. This excludes dependents who have comparable coverage as well as retirees who have coverage through other employment. In Dobbs Ferry, the village pays 100 percent of premium for retirees hired prior to 10/1/12, but retirees hired after that date must pay 10 percent of the annual premium.
- ❖ **Pension:** Both villages participate in Section I-75 of the New York State and Local Employees' Retirement System. Essentially, the section provides that employees who retire with 20 or more years of service will receive a pension equal to 1/50th of their final average salary (defined as the average of their three highest consecutive years of earnings) for each year of service credit. Employees of both villages are enrolled in section 41-j of NYS Retirement System, which offers credit for unused, unpaid sick leave days at retirement. To be eligible for this benefit, employees must retire directly from public employment or within a year after separating from service. In Dobbs Ferry, if an employee elects to use his sick days for retirement credit via 41-j, he will not receive payout for them.
- ❖ **Workers' Compensation:** Consolidation may change workers' compensation insurance premiums for the two villages. The New York State Insurance Fund (NYSIF) bases premium charges on assumed risk depending upon: employer's industry type, remuneration, prior claims history, and/or the potential liability for future claims.

Equipment Summary

The Villages of Dobbs Ferry and Hastings are each responsible for the maintenance of over 50 pieces of equipment and vehicles. The list below includes only DPW equipment, and it is important to note that the DPW garage mechanics in both villages are also responsible for routine and preventive maintenance on all other village-owned equipment, i.e., police, fire, and other village government vehicles³. **Tables 5** and **6** below lists the year, make, model, body type, use, current condition, and approximate remaining service life of all DPW equipment.

Table 5: Village of Hastings DPW Equipment Summary

Make	Model	Body Type	Year	Use (Check all that apply)								Condition (excellent, good, fair, poor)	Approx. Remaining Service Life (Years)	Approx. Replacement Value
				Street maintenance	Snow removal/de-icing	Equipment repair & maintenance	Storm/sanitary sewers/water	Sanitation/recycling	Leaf/yard waste/tree trimming	Parks/recreation	Other			
Chevy	Tahoe		2014	X	X	X	X	X	X	X		New	10	
Mack			2003					X				Need Replacement	4	
Mack			2000					X				Need Replacement	2	
Mack			2009					X	X			Good	10	

³ In addition to DPW vehicles and equipment, Dobbs Ferry maintains the fleet of 25 Police vehicles, 8 Fire vehicles and 2 Ambulances. Hastings maintains 10 – Police vehicles, 12 Fire vehicles, 2 Village Hall vehicles, and 5 Parks & Rec vehicles.

Make	Model	Body Type	Year	Use (Check all that apply)								Condition (excellent, good, fair, poor)	Approx. Remaining Service Life (Years)	Approx. Replacement Value
				Street maintenance	Snow removal/de-icing	Equipment repair & maintenance	Storm/sanitary sewers/water	Sanitation/recycling	Leaf/yard waste/tree trimming	Parks/recreation	Other			
Mack			1996					X	X			Need Replacement	0	
Kenworth		12 Yd. Dump	2013	X	X		X					New	15	
Kenworth		12 Yd. Dump	2013	X	X		X					New	15	
Intl		5 Yd. Dump	2006	X	X		X					Fair	7	
Ford	F350		2005	X								Poor	0	
Chevy		2 Yd. Dump	2003								X	Poor	2	
Ford	F550	Dump	2013	X	X		X					New	15	
Intl		Bucket	1995						X		X	Fair	2	
Chevy		2 Yd. Dump	1998	X	X		X					Poor	0	
Chevy		2 Yd. Dump	1998	X	X		X					Poor	0	
Intl		Rack	1999									Fair	5	
John Deere		Tractor	2004									Fair	5	
New Holand		Backhoe	2004	X	X		X					Fair	10	
John Deere		Loader	1992	X	X		X					Poor	0	
Kawasaki		Loader	1997	X	X		X					Fair	5	
Eager Beaver		Chipper	1989	X							X	X	Fair	
Ingersoll Rand		Compressor	1987	X			X					X	Fair	
Harben		Sewer Jet	1994	X			X						Fair	
Holmes		Trailer	2004	X									Fair	

Table 6: Village of Dobbs Ferry DPW Equipment Summary

Make	Model	Body Type	Year	Use (Check all that apply)								Condition (excellent, good, fair, poor)	Approx. Remaining Service Life (Years)	Approx. Replacement Value
				Street maintenance	Snow removal/de-icing	Equipment repair & maintenance	Storm/sanitary sewers/water	Sanitation/recycling	Leaf/yard waste/tree trimming	Parks/recreation	Other			
Freightliner	108SD	Dump	2014	X	X							Excellent	15	\$185,000
Intl	Maxxforce 9	Dump	2008	X	X							Good	10	\$200,000
Intl	4700	Dump	1999	X	X				X			Good	5	\$110,000
GMC	TT7F042	Dump	2006	X	X			X				Good	8	\$100,000
Ford	F250	Pick Up	2005	X						X		Good	5	\$26,000
Intl	4800 4X4	Util/Salter	1992		X							Good	1	\$185,000
Intl	7400 4X4	Dump	2004	X	X							Good	5	\$200,000
Intl	DUARSTAR HYBRID	Utility	2011	X							X	Good	15	\$260,000
Ford	F550	Dump	2012	X	X					X		Excellent	12	\$90,000
Ford	F550	Dump	2012	X	X					X		Excellent	12	\$90,000
John Deere	624H	Loader	2001	X	X					X	X	Good	5	\$160,000
John Deere	624K	Loader	2012	X	X					X	X	Excellent	20	\$160,000
Chevy	UTILITY	Tanker/Sewer Truck	1987	X			X				X	Good	5	\$180,000
Dodge		Subn	2011											
Freightliner	M2106	Sweeper	2013	X							X	Excellent	10	\$250,000
Ford		Subn	2011	X	X	X	X	X	X	X	X	Good	5	\$26,000
Hyster	S60XL	Fork Lift	1993			X					X	Good	10	\$80,000

Make	Model	Body Type	Year	Use (Check all that apply)								Condition (excellent, good, fair, poor)	Approx. Remaining Service Life (Years)	Approx. Replacement Value
				Street maintenance	Snow removal/de-icing	Equipment repair & maintenance	Storm/sanitary sewers/water	Sanitation/recycling	Leaf/yard waste/tree trimming	Parks/recreation	Other			
Morbar.k	CHIPPER	Trailer	1993	X					X			Good	5	\$50,000
Onan	GENSET	Trailer	1998	X			X				X	Good	10	\$100,000
Mack	MRU613	29 Yd. Packer	2012					X				Excellent	15	\$220,000
Mack	DM688S	25 Yd. Packer	1999					X				Good	1	\$220,000
Mack	MR688S	27 Yd. Packer	2004					X				Good	5	\$220,000
Ford	F250	Pick Up	2006	X	X						X	Good	5	\$26,000
Intl	4800	Dump	1996	X	X							Fair	3	\$185,000
Mack	DM688S	25 Yd. Packer	1993					X				Fair	1	\$220,000
Ford	F350	Pick Up	2013								X	Excellent	10	\$26,000
Ford	F250	Pick Up	2014								X	Excellent	10	\$26,000
Ingersoll Rand	185	Compressor	2007	X							X	Excellent	10	\$20,000
Ford	F250	Dump	2006					X				Fair	2	\$32,000
Ford	F250	Dump	2005					X				Fair	2	\$32,000
John Deere	650	Tractor	1984								X	Fair	2	\$15,000
John Deere	4120	Tractor	2004								X	Fair	2	\$15,000
Cushman		3-wheel mower	1993								X	Fair	0	\$6,000
John Deere		Tractor	2011								X	Excellent	5	\$17,000
John Deere		Mower	2007								X	Good	2	\$15,000

Capital Improvement and Equipment Replacement Plans

Establishing a process for capital improvement planning and financing is crucial to addressing the long-term aspects of managing a municipality's infrastructure and providing services efficiently. Multi-year capital improvement plans, equipment replacement schedules, and pavement/infrastructure asset management systems, and fleet management systems, guide policy makers and administrators in managing costs and proactively budget for anticipated future expenses on infrastructure and equipment. Without such plans and management systems, communities are likely to find themselves reacting to infrastructure problems, rather than planning for improvements that will maximize their investment. Such reactive practices can lead to asset deterioration, result in higher costs, asset failure, and in some cases, health and safety repercussions in the future. Currently, neither village has a digital pavement/infrastructure asset management system to track condition, repair or replacement needs; however, the DPW managers annually visually inspect pavement conditions. Both villages contracted out to private vendors for road re-surfacing. Village of Dobbs Ferry re-paves on a twenty-year rotation or sooner, and the Village of Hastings re-paves on a fifteen-year rotation or sooner, and patch the bad areas in between when necessary. Neither village has a digital fleet management system to track preventative maintenance services on village-owned vehicles and equipment. The DPW mechanic's maintain a paper filing system for vehicle and equipment maintenance.

The Villages of Dobbs Ferry and Hastings have adopted five-year Capital Improvement and Equipment Replacement Plans. **Table 7** below illustrates the combined plans for the two villages.

Table 7: Combined Multi-Year Capital Improvement & Equipment Replacement Plans

	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	Future
							-
Dobbs Ferry Multi-Year Equipment Replacement Plan							-
Replace 1992 Garbage Truck with new Packer Body Garbage Truck			\$200,000				-
Replace Packer Body on 2004 Mack Truck with new Packer Body			\$70,000				-
Replace 2002 Ford Pick-ups with new F250 Pick-ups (Qty. 2)			\$60,000				-
Emergency Generator for Village Hall			\$60,000				-
Emergency Generator for Judson Avenue Pump Station			\$75,000				-
Replace Air Conditioning Unit in Police Department			\$15,000				-
Replace Satellite trucks (with plows (Qty. 3)				\$95,000			-
Replace mechanic's pick-up truck				\$30,000			-
Replace DPW Cameras at Garage (Qty. 6)				\$30,000			-
Replace Truck #10 Spreader Plow					\$200,000		-
Replace Sewer Jet Truck					\$325,000		-
Replace 2004 Garbage Truck with New Truck						\$240,000	-
Replace Truck #14 with New Dump Truck						\$140,000	-
Replace Body of Truck #15						\$30,000	-
Projected Annual Cost			\$480,000	\$155,000	\$525,000	\$410,000	-
Hastings Multi-Year Equipment Replacement Plan							
Community Center Generator		\$125,000					
Dump Truck (medium)	\$85,585	\$86,000	\$90,000		\$86,000		\$86,000
Excavator					\$35,000		
Chipper				\$25,000			
Street Sweeper							\$165,000
Sanitation Vehicle			\$187,000		\$210,000		\$210,000
Dump Truck (heavy)	\$382,870				\$170,000		
Backhoe					\$85,000		
Front-end Loader			\$173,000		\$110,000		
Lift Truck					\$190,000		
Stake Body Truck					\$150,000		

	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	Future
Pick-up Truck				\$45,000			
4WD Truck		\$28,000					
Material Containers		\$5,000	\$5,000				\$5,000
Projected Annual Cost	\$468,455	\$244,000	\$455,000	\$70,000	\$1,036,000	\$0	\$466,000
Hastings - Multi-Year Capital Improvement Plan							
Sidewalk/Curb Improvement		\$10,000	\$15,000	\$15,000	\$15,000		\$15,000
Retaining Walls		\$10,000	\$30,000				\$30,000
Parking Lot Improvements	\$20,000	\$10,000			\$20,000		
Neighborhood Drainage		\$20,000	\$20,000	\$20,000	\$20,000		\$20,000
Roadway Resurfacing	\$180,000	\$150,000	\$150,000	\$150,000	\$150,000		\$150,000
Sanitary Sewer Line	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000		\$25,000
Street Light LED	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000		\$25,000
Underground Fuel Storage							\$170,000
Projected Annual Cost	\$250,000	\$250,000	\$265,000	\$235,000	\$255,000	\$0	\$435,000

DPW Facilities Assessment

Section Highlights

- ❖ The Dobbs Ferry DPW site is well utilized for its current purpose. The existing fuel and salt storage facilities are undersized for current user demand. Future expansion may require land acquisition.
- ❖ The Hastings DPW site is currently well utilized. The existing fuel and salt storage facilities are aging and do not appear to be capable of meeting existing user demand.
- ❖ Preliminary opportunities and constraints to expansion were identified while touring the existing facilities and discussed with the DPW managers.

As a part of the inventory of existing highway services, the consultant toured the existing DPW garages and ancillary facilities in the Villages of Dobbs Ferry and Hastings. The overall purpose of the facility tours was to get a general impression of each facility’s current condition, space needs and expansion opportunities to determine the feasibility of facility consolidation and other shared services opportunities on each existing site. **Table 8** below provides a description of the existing DPW facilities, including their age, size, capacity, and notes relating to existing conditions, general facility/site constraints, needs, shortcomings, resources, and future plans for replacement or upgrades. *(See also the attached aerial maps illustrating the location of the existing DPW facilities, **Maps 5 and 6**).*

Table 8: Existing DPW Facilities Information Chart

Facility Name	Year Built	Size	Description	Comments
Dobbs Ferry DPW Garage 1 Stanley Avenue, Dobbs Ferry, NY 10522	2008	21,225 ft ²	Storage of vehicles and equipment. Heated, no columns, 12 bay doors in vehicle storage area. Excellent condition, Steel building, all DPW vehicles inside, full to capacity. 1 wash bay, 1 repair garage for 6 vehicles fully equipped 4 doors.	Large equipment/truck movement within the site can be difficult at times.
Salt Storage		1,200 ton	Round salt storage dome, not heated, poured concrete walls 8 feet high, built 2008, asphalt floor, excellent condition.	Under-sized
Gasoline Tank/Dispensing		2,000 gal.	Convault above ground. Concrete tanks. 2,000 Gal. capacity with fire protection.	Under-sized. Shared with Ardsley. Replacing fleet management system
Diesel Tank/Dispensing		2,000 gal.	Convault above ground. Concrete tank. 2,000 Gal. capacity.	Under-sized
Other DPW Buildings 99 Cedar Street	~80 yrs old	2,500 ft ²	Old DPW garage, heated, fair condition.	Site not toured

Facility Name	Year Built	Size	Description	Comments
Hastings DPW Garage 69 Southside Ave Hastings, NY 10706	1986	80 x 150 12,000 ft ²	Sanitation/highway equipment storage. 5 heated bays. Fair condition, functional and well maintained.	Building is at capacity and under-sized for current operations.
Salt Storage	1986	600 ton		Poor condition and under-sized
Gasoline Tank/Dispensing	1986	2,000 gal.		Nearing useful life. Needs replacement
Diesel Tank/Dispensing	1986	2,000 gal.		Nearing useful life. Needs replacement

Results of the Dobbs Ferry DPW Facility Review

The review of the Dobbs Ferry DPW site indicated that expansion to accommodate Hastings DPW operations may be challenging due to site constraints. Dobbs Ferry operations seemed to be utilizing all available building area and surplus space was not observed. It appears that the Dobbs Ferry operations would benefit from a facility expansion project that would provide a new cold storage building.

Space limitations were also observed as it relates to salt storage and fuel storage/dispensing. Dobbs Ferry has an inter-municipal agreement with the Village of Ardsley (Police, Fire, DPW, EMS) and the Dobbs Ferry School District for shared fuel storage/dispensing. The existing fuel storage tanks do not appear to be capable of meeting existing user demand since the village receives gas/diesel deliveries on a weekly basis. The existing salt storage building also appears under sized. Noting these existing facility limitations, a future expansion of the Dobbs Ferry DPW facility for consolidation or shared services opportunities with Hastings may require acquisition of additional property, reconsideration of the current inter-municipal agreement with Ardsley, and expansion of the fuel depot, salt storage shed, and cold storage for materials and implements.

Results of the Hastings DPW Facility Review

The review of the Hastings DPW site resulted in findings similar to those encountered in Dobbs Ferry. The existing building and site is currently well utilized and surplus space was not observed. Hastings DPW operations would benefit from a new cold storage building and a larger salt storage building. The expansion of the Hastings site is similarly constrained by terrain but does have additional vacant property located south of the highway garage that might accommodate a cold storage building and expanded salt storage building. Hastings also has fuel storage and dispensing issues that may require a large investment to overcome. The current fueling facility is nearing the end of its useful life and replacement should be planned for soon.

It is understood that the Hastings DPW property may be considered a valuable economic development site due to its location near the commuter rail system, and its views of the Hudson River. If it is determined that there is a mutually beneficial co-location opportunity at the Dobbs Ferry site, the expansion costs would presumably be offset by potential revenue generated from the future land sale and taxes for redevelopment of the existing Hastings DPW site.

Preliminary Opportunities

Across New York State, there are a variety of successful local and regional highway service delivery alternatives that reduce cost while minimizing negative impacts on the level of service provided to local and county tax payers. The following preliminary opportunities were identified while touring the existing DPW facilities and discussing shared services opportunities with the DPW managers:

- ❖ Shared fueling facility may benefit both operations depending on daily routing needs. Joint fuel storage and management can be easily accomplished with available advanced tracking systems.
- ❖ A single shared cold storage building could also benefit both villages and would likely be easily accommodated operationally since items stored would not require daily access. There appears to be ample space south of the Hastings DPW garage for a new cold storage building.
- ❖ There appears to be ample space south of the Hastings DPW garage for a new salt storage building with shared excess capacity, perhaps 1,000 tons over and above regular storage needs to provide a backup supply in the event of extreme weather and suspended deliveries for joint village use.
- ❖ Sharing or jointly purchasing specialty equipment, i.e., sewer (vac-all truck), sewer jet, pipe camera, street sweeper, backhoe, track excavator with trailer, tree trimming truck, wood chipper, striping truck, tractor w/ large snow-blower, etc.
- ❖ Retrofit of the existing new Dobbs Ferry DPW facility to accommodate the equipment and personnel of a consolidated department. Facility expansion may require acquisition of additional property, reconsideration of the current inter-municipal agreement with Ardsley, and expansion of the fuel depot, salt storage capacity, and cold storage for materials and implements. This option would allow for the future sale of the Hastings DPW property.

Street Network Analysis of Travel Time

Population densities, geography, and level of service play a critical role in the differences in how DPW operation costs differ from community to community. (See **Map 1: Regional Location Map**). The consultant conducted a Street Network Analysis using Geographic Information Systems (GIS) of the Villages of Dobbs Ferry and Hastings to estimate the time it takes to reach different portions of the street network of the two villages from one of the existing public works facilities. This analysis assumes current posted speed limits as the travel time and current vehicular stop and intersection devices. **Map 2: Village of Hastings, Drive Time from DPW Facility** illustrates the travel time for street coverage from the current Hastings DPW facility. Almost 100% of Hastings streets are reachable within 5 minutes and almost 100% of streets in both villages are reachable within 10 minutes.

Map 3: Village of Dobbs Ferry Drive Time from DPW Facility provides a similar assessment of street coverage from the current Dobbs Ferry DPW facility. In a similar fashion, nearly 100% of the streets in both villages are reachable with 10 minutes. The location of the two facilities leads a very different coverage pattern, in terms of which streets can be reached promptly, but either facility provides full coverage within 10 minutes drive time under the assumptions used in this analysis. Congested conditions during commuting and other peak periods and other factors could increase the time required to reach portions of the street network from either facility.

Map 4: Degree of Slope Derived from Elevation indicates that portions of the residential street network in both villages have significant slope conditions. These conditions increase the difficulty and cost of winter plowing and other maintenance activities.

IV. Fiscal Summary

Section Highlights

- ❖ Property taxes are the primary revenues sources for the DPW, (70%) followed by sales taxes and other revenue sources.
- ❖ Targeted revenues from the NYS Comprehensive Highway Improvement Program (CHIPs) increased by 20% between 2013 and 2014.
- ❖ Other important revenues come from contractual arrangements between the villages, county and state for winter road maintenance.
- ❖ The Village of Hastings collects sanitation fees from commercial establishments, but the Village of Dobbs Ferry does not.
- ❖ Villages have experienced substantial reductions in assessed value over the five year period and increased tax rates to respond to fiscal pressure.

Overview

This fiscal profile is intended to provide a perspective on public works services, which are only a portion of each village as a financial entity. In providing a fiscal profile, year-end financial data for Fiscal Year 2012-13 was used, taken from accounting reports provided by the two villages and from the New York State Comptroller's data, which is a compilation of annual reports filed by municipalities. In addition, data and information was drawn from Westchester County Real Property Tax information which is provided on the county website.

Public Works Revenues

Public Works services are supported by general fund revenue for the Villages of Dobbs Ferry and Hastings with some limited targeted or service specific revenues. In both villages property taxes are the primary revenues source, about 70%, followed by sales taxes, see **Table 9**. These two sources combined constitute about 80% of local revenues for both villages. Both villages derive substantial revenues

from fees and other departmental revenues. State and Federal Aid are a small but significant source of revenue for both Dobbs Ferry and Hastings. Total State and Federal aid varies with grant activity. State highway aid (CHIPs) and general purpose aid (AIM) are the only regular sources of state aid to most villages in New York. AIM represents about 0.5 % of total revenues for both villages. A more detailed list of fiscal 2012-13 revenues for both villages is listed in **Appendix B, Table B1**.

Table 9: Village Revenues, Fiscal Year 2012-13

Revenues and Other Sources	Dobbs Ferry	%	Hastings	%
Real Property Taxes	\$11,444,305	69.8%	\$9,914,061	71.1%
Sales Tax	\$1,466,348	8.9%	\$1,073,473	7.7%
Utilities Gross Receipts Tax	\$213,639	1.3%	\$157,148	1.1%
Transportation Fees	\$459,329	2.8%	\$303,979	2.2%
Culture & Recreation Fees	\$331,844	2.0%	\$727,832	5.2%
Community Services Fees	\$420,848	2.6%	\$48,884	0.4%
Sanitation Fees	-	0.0%	\$29,460	0.2%
All Other Local Revenues	\$982,549	6.0%	\$1,123,443	8.1%
State and Federal Aid	\$1,074,384	6.6%	\$562,538	4.0%
Total Revenues	\$16,393,246	100%	\$13,940,818	100%

Targeted Revenues

Two village revenue sources are linked to public works service in both villages. Both receive annual allocations of New York State, Comprehensive Highway Improvement Program (CHIPs) aid. These funds can be rolled over to accumulate enough resources for a larger municipal project or group of projects. Municipalities submit requests for reimbursement based on completion of qualifying projects. Project reimbursement and the ability to rollover or accumulate funds is handled differently by local governments in their financial reporting. The 2013-14 CHIPs allocation for Dobbs Ferry was \$111,172 and for Hastings it was \$139,514. These represent a 21% increase over 2012-13 levels. For the administrative reasons discussed above, exact CHIPs allocations amounts often do not appear in village budget documents or annual financial reports. They are an annually available resource for qualifying street improvements.

A second targeted revenue for both villages is contracted amounts for state and county winter road maintenance. Hastings provides winter maintenance on 2.27 centerline miles (7.55 lane miles) of county road (\$9,479) and 6.4 lane miles of state road (\$9,683 or \$1,513 per lane mile). Dobbs Ferry provides winter road maintenance on 1.6 centerline miles (6.4 lane miles) of state road for \$9,000 annually.

Sanitation Fees and Charges

Sanitation services for both villages are supported almost entirely by general revenues, which means primarily by the property tax. In Fiscal Year 2012-13, the Village of Hastings collected \$29,460 in sanitation fees paid by commercial establishments that generate larger amounts of trash. The Village of Dobbs Ferry does not charge additional sanitation fees for trash pick up at commercial establishments. Sanitation service provision varies significantly across villages in New York State. For 2012-13 about 379 of the State's 550 villages indicated some level of

expenditure for “Refuse and Garbage” removal. Of this same total, 348 (92%) villages indicated the collection of fees for a substantial portion of this sanitation service cost. The use of fees, alternative fee structures, fee impacts on recycling and on differing groups of citizens and citizen preferences within the community is a large subject which is beyond the scope of this project. However, for both villages, sanitation is the major cost component of public works services. The potential for property tax relief and for fairness in linking service demand and service payment suggest the value of exploring commercial user fees for sanitation services.

Assessment Trends and Fiscal Pressure

Local governments across New York State have been facing persistent fiscal pressure since at least 2008 from steep increases in contributions to the state retirement system for employees, rising health insurance premiums and downward pressure on traditional local revenue sources. A decline in property values has varied significantly across regions in the state. **Table 10** below summarizes a five year trend (2009-10 through 2013-14) in property values and rates for the five villages in the Town of Greenburgh. Each village experienced substantial reductions in assessed value over the five year period and increased tax rates for village purposes.

Table 10: Five Year Growth in Taxable Assessed Value and Tax Rates, FY 2009-10 to 2013-14

VILLAGE	2013-14 Values and Rates		Five Year Average 2009-10 to 2013-14	
	Taxable Assessed Value	Village Tax Rate Per 1,000	Average Annual Growth in Taxable Assessed Value	Average Annual Growth in Village Tax Rate
Ardasley	\$30,381,521	282.20	(\$332,891)	13.12
Dobbs Ferry	\$51,430,501	228.14	(\$414,454)	5.84
Elmsford	\$29,841,503	251.13	(\$153,496)	12.33
Hastings	\$41,427,917	244.78	(\$210,947)	7.12
Irvington	\$45,711,287	281.97	(\$471,204)	9.41
Tarrytown	\$ 51,839,776	285.78	(\$1,916,263)	10.95

Sales Tax

Westchester County along with 44 of 57 counties in New York, share a portion of their sales tax with some mix of municipalities and school districts within their border. Westchester is one of six counties statewide that has not increased the local share of the sales tax rate above 3%. The County also has one of the more complex rules for sharing the local portion of the sales tax among local governments within Westchester County. After a decline in the sales tax base in 2008 and 2009 the County sales tax yield has begun to rebound, growing in the 2010-2013 period, now exceeding pre-decline levels. Municipalities like Dobbs Ferry and Hastings have experienced this pattern of decline and then growth in recent years.

- ❖ First 1.50%: Retained by County
- ❖ Next 1.00%: County retains 33.33% and distributes 50% to towns, villages, and the cities of Rye and Peekskill based on population, and 16.67% to school districts based on population within the County.
- ❖ Next 0.50%: County retains 70% and distributes 20% to towns, villages, and the cities of Rye and Peekskill based on population, and 10% to school districts based on population within the county

Public Works Expenditures

Village spending was summarized by service area for Dobbs Ferry and Hastings (see **Table 11**). The figures in **Table 11** represent actual expenditures (including encumbrances) from village

Section Highlights

- ❖ Public works expenditures total over \$6 million between the two villages, with approximately \$2.2 million spent on refuse collection and disposal.
- ❖ Dobbs Ferry spends \$57,000 per mile of local roads, while Hastings spends \$31,430 per mile of local roads on street maintenance and snow removal. Per household, Dobbs Ferry spends \$923, while Hastings spends \$869.

accounting reports for the 2012-13 village fiscal year. Total public works fringe benefits costs were taken from data collected by a parallel report of personnel costs (see **Appendix B**). Total fringe benefits were allocated to service area based on the percent of total service area full time personnel costs to total public work's full-time personnel costs. Total public works expenditures (column 3 -including allocated fringe benefits) are \$3.6 million for the Village of Dobbs Ferry and \$2.6 million for Hastings.

The costs for village central garage, which supports direct services, is included in this summary of public works expenditures. Only a portion of Central Garage costs are directly linked to public work's services. A significant portion Garage Maintenance activity expenditures accrue to vehicle maintenance for police, fire and other village equipment. Central garage services represent 15% of public works costs for Dobbs Ferry and 13% for Hastings (Column 4 - percent of total costs).

Table 11: Public Works Expenditures by Service Area, FY 2012-13

Service Area	1 Acct.	2 Year End Cost	3 Cost with Allocated Fringe Benefits	4 % of Total	5 Total Personnel	6 Full-time Personnel	7 Allocated Fringe Benefits	8 % of Total
Dobbs Ferry								
Central Garage	1640	\$36,831	\$534,946	15%	\$174,097	\$169,195	\$ 98,115	11%
Street Administration	5010	\$250,015	\$376,970	10%	\$226,792	\$218,928	\$126,954	14%
Street Maintenance	5110	\$574,141	\$829,604	23%	\$473,416	\$440,535	\$255,462	28%
Snow Removal	5142	\$172,052	\$172,052	5%	\$62,247	0	-	2%
Street Lighting	5182	\$234,373	\$283,076	8%	\$88,971	\$83,987	\$48,703	5%
Sidewalks	5410	\$14,557	\$14,557	0%	0	0	-	0%
Sanitary Sewers	8120	\$28,595	\$28,595	1%	\$3,266	0	-	0%
Storm Sewers	8140	\$24,040	\$24,040	1%	0	0	-	0%
Refuse Collection & Disposal	8160	\$806,208	\$1,115,958	31%	\$574,103	\$534,153	\$309,750	34%
Street Cleaning	8170	\$120,407	\$166,877	5%	\$101,974	\$80,137	\$46,470	6%
Shade Trees	8560	\$52,773	\$52,773	1%	0	0	-	0%
Total Public Works		\$2,713,991	\$3,599,447	100%	\$1,704,867	\$1,526,936	\$885,456	100%
Hastings								
Central Garage	5132	\$261,838	\$339,923	13%	\$151,920	\$151,049	\$78,085	12%
Street Administration	5010	\$118,999	\$175,587	7%	\$116,989	\$109,464	\$56,587	9%
Street Maintenance	5110	\$333,947	\$436,882	17%	\$267,217	\$199,118	\$102,934	19%
Snow Removal	5142	\$154,155	\$182,067	7%	\$53,993	\$53,993	\$ 27,912	4%
Street Lighting	5182	\$152,316	\$174,390	7%	\$42,700	\$42,700	\$ 22,074	3%
Sidewalks	5410	-	-	0%			-	0%
Sanitary Sewers	8120	\$4,926	\$6,289	0%	\$2,636	\$2,636	\$1,363	0%
Storm Sewers	8140	\$7,140	\$10,253	0%	\$6,022	\$6,022	\$3,113	0%
Refuse Collection & Disposal *	8160	\$823,404	\$1,116,231	42%	\$649,377	\$566,450	\$292,827	49%
Street Cleaning	8170	\$27,634	\$29,035	1%	\$27,634	\$ 2,711	\$1,402	2%
Shade Trees	8560	\$160,754	\$160,754	6%	-	-	-	0%
Total Public Works		\$2,045,114	\$2,631,410	100%	\$1,318,489	\$1,134,144	\$586,296	100%
<p><i>*Hastings public works employees that are providing refuse collection are often reassigned to other public works tasks for a portion of the work day when their refuse collection route is completed early. The time allocation system would include these other public works personnel hours in the "Refuse Collection and Disposal" expense category causing the total expense for this service area to be inflated by a substantial amount.</i></p>								

The largest area of public works expense for both villages is Refuse Collection and Disposal or Sanitation which includes regular and special trash removal and recycling activities as described above. Sanitation expenditures exceed \$1.1 million for both villages and represent 42% of Hastings expenditures and 31% for Dobbs Ferry. Street Maintenance is the second largest area of expenditures for Hastings (\$.4 million – 17%) and Dobbs Ferry (\$.8 million – 23%). All the other service areas are 10% or less of village public works expenditures for both villages.

Column 8 shows, for each service area, the percent of total public works personnel costs, including fringe benefits (sum of column 5 and 7). Total personnel expenditures for sanitation services represent almost half of total public works personnel costs in Hastings and 34% for Dobbs Ferry. Total personnel costs, including fringe benefits represent 72 percent of total public works expenditures (column 3) for both villages.

Service Expenditure Comparisons

As noted earlier in this report, the public works services provided by Dobbs Ferry and Hastings have important differences. In Sanitation, for example, the frequency of household pickups, recycling program characteristics, special item pickups, drop off hours, etc. are different and will lead to different cost structures in delivering the service. In other public works services, like street sweeping, Hastings contracts out for service and provides a different level of service (e.g. less frequent sweeping in residential and commercial areas). **Table 12** below provides some comparative per capita and per household costs to help contrast service costs. Please note, costs are not controlled or adjusted for differences in service characteristics or quality.

Total public works expenditures per capita are slightly higher for Hastings (\$335.25) than Dobbs Ferry (\$330.98). Looking at expenditures per household, the relationship changes, with Dobbs Ferry's total per household (\$922.70) exceeding Hastings (\$871.33) by about \$50 per household. It is important to remember that these figures represent a single fiscal year and do not account for differences in service provision, wages, equipment or infrastructure condition that can be significant factors in determining costs. Based on 2010 population figures, Dobbs Ferry has a population that is about 40% larger than Hastings, but does not in this instance display lower per unit costs reflecting some reduction based on size of population. The comparison in unit costs is different when expenditure for particular public works services are examined.

Table 12: Public Works Expenditures per Capita and Per Household by Service Area, FY 2012-13

	Expenditures Per Capita	Expenditures Per Household
Dobbs Ferry		
Central Garage	\$ 49.19	\$ 137.13
Street Administration	\$ 34.66	\$ 96.63
Street Maintenance	\$ 76.29	\$ 212.66
Snow Removal	\$ 15.82	\$ 44.10
Street Lighting	\$ 26.03	\$ 72.56
Sidewalks	\$ 1.34	\$ 3.73
Sanitary Sewers	\$ 2.63	\$ 7.33
Storm Sewers	\$ 2.21	\$ 6.16
Refuse Collection & Disposal	\$ 102.62	\$ 286.07
Street Cleaning	\$ 15.35	\$ 42.78
Shade Trees	\$ 4.85	\$ 13.53
Total Public Works	\$ 330.98	\$ 922.70
Hastings		
Central Garage	43.31	\$ 112.56
Street Administration	22.37	\$ 58.14
Street Maintenance	55.66	\$144.66
Snow Removal	23.20	\$ 60.29
Street Lighting	\$ 22.22	\$ 57.74
Sidewalks	-	-
Sanitary Sewers	\$ 0.80	\$ 2.08
Storm Sewers	\$ 1.31	\$ 3.40
Refuse Collection & Disposal*	\$ 142.21	\$ 369.61
Street Cleaning	\$ 3.70	\$ 9.61
Shade Trees	\$ 20.48	\$53.23
Total Public Works	\$ 335.25	\$ 871.33

Total expenditures by service are taken from Table 12, Column 3, village population and number of households are from Table 1.

*Hastings public works employees that are providing refuse collection are often reassigned to other public works tasks for a portion of the work day when their refuse collection route is completed early. The time allocation system would include these other public works personnel hours in the "Refuse Collection and Disposal" expense category causing the total expense for this service area to be inflated by a substantial amount. As a result the calculation of expenditures per capita and expenditures per household are also inflated significantly.

Table 13 contains an estimate of cost per mile expenditures for major categories of street services in the two municipalities. The combined street service costs result in a per mile cost of \$57,000 for the Village of Dobbs Ferry and \$31,430 per mile for the Village of Hastings. Dobbs Ferry's costs are roughly double those in Hastings. The activities performed by and accounted for within each municipality's DPW budget differ significantly, resulting in the variation of cost per capita and per centerline mile between the two villages. For example, the DPW staff in the Village of Dobbs Ferry perform a higher level of street and park maintenance services, and have more garbage/recycling pick-ups than the Village of Hastings, leading to a higher cost of staff, equipment and materials for these services.

Table 13: Street Expenditures per Mile, FY 2012-13

	Dobbs Ferry	Hastings
Street Administration	\$ 376,970	\$ 175,587
Street Maintenance	\$ 829,604	\$ 436,882
Snow Removal*	\$ 162,558	\$ 162,905
Total Local Mileage (Village)	24.02	24.67
Cost per mile	\$ 57,000	\$ 31,430

Snow Removal expenditures were reduced by the amount of contracts to maintain county and state roads within the village. It is assumed that village costs for winter maintenance of state and county roads is equal to the contractual reimbursement.

V. Options & Alternatives

Section Highlights

- ❖ A number of opportunities for sharing or consolidating DPW services were identified.
- ❖ This section explores the pros and cons of the following six options:
- ❖ 1: Consolidating equipment and facilities only.
- ❖ 2. Consolidating staff only.
- ❖ 3. Consolidating the management function.
- ❖ 4. Consolidating one or more sub-departments.
- ❖ 5. Subcontracting out certain public works functions.
- ❖ 6: Complete merger/consolidation of DPW operations.

When undertaking this study, the Villages of Dobbs Ferry and Hastings wanted to identify opportunities to share public works services and create efficiencies that would enable them to reduce the property tax burden. As the evaluation of current services demonstrates, the public works operations vary in the level and mix of services provided by each village. Geographic proximity and the two community's willingness and established history of working together are three of the most important building blocks for sharing or consolidating services. While there is no single prescribed way to organize a public works department, the consultant identified a number of opportunities supportive of increased sharing or consolidation of DPW services between the two villages, which culminated in the following options or alternatives for the municipalities' consideration.

Preliminary Options to Explore

The following section describes a number of preliminary options or alternatives that were initially identified as shared services opportunities within the grant application that could potentially result in future improved efficiencies and cost savings, as well as build and expand upon and the good working relationship among the two municipalities. Below is a description of each option as well as their pros and cons.

Option 1: Consolidating equipment and facilities only

The Villages of Dobbs Ferry and Hastings may consider a future co-location, involving consolidation of equipment and facilities only, not staffing or operations. This option would maintain the current level services and staffing within each department, but would operate out of one shared facility. The largest obstacle to this alternative is the facility needs of a consolidated department to house and maintain the combined village fleet of vehicles and equipment. As previously mentioned, co-location at either facility would be challenging without renovations, as

neither of the public works garages currently have adequate space to accommodate the equipment and personnel of a consolidated department. In order to implement this option, the most likely alternative would be rehabilitate/expand the existing Dobbs Ferry DPW facility, which is only a few years old, and may require less investment than the Hastings facility. This co-location option would allow for the future sale of the Hastings DPW property. It is important to note that the combined area of the two villages is only 4.38 square miles. As illustrated on the attached Network Analysis of Travel Times from Alternative Public Works Facilities maps (see **Maps 2 and 3**), the travel time from various points throughout the two villages is not more than fifteen (15) minutes on average. It takes approximately five (5) minutes to get from the Dobbs Ferry DPW facility to the Hastings DPW facility.

If the municipalities determine that it is in their best interest to consolidate in this way, the pros and cons to be considered are as follows:

Pros:

- ❖ Co-location will allow for the Village of Hastings to move their staff out of the current location, making future sale and redevelopment of the existing Hastings site a possibility. The cost to expand the Dobbs Ferry facility would be offset by potential revenue generated from the future sale of the land and future real property taxes once the property is privately owned and developed.
- ❖ The organizational structure of the departments will remain the same and the level of service delivery that each community is accustomed to will not change.
- ❖ Sharing of an enlarged salt shed will allow each municipality to buy at a lower cost. Billing and inventory could also be more accurately managed by installing loader scales and other more sophisticated on-board weighing systems. A uniform deicing material mix and application plan could be developed for both villages.
- ❖ Sharing a fueling facility will potentially have the following mutual benefits:
 - Decreased tank maintenance/replacement costs for each.
 - Decreased environmental risks and hazards with the installation of new leak detection electronics, backup generators, new fuel dispensers, and canopies with proper fire suppression systems.
 - Lower fuel costs by leveraging bulk fuel purchasing.
 - Increased efficiency/lower costs through the use of advanced software and equipment for fuel inventory, management and accounting systems.
- ❖ Maintenance of only one site and building instead of two will lead to reduced utility costs (electric, oil, propane, etc.) and overall energy efficiencies.
- ❖ Long-term efficiencies could be gained through future shared services or consolidation endeavors:
 - The potential for more cross utilization of skilled staff and equipment.

- Coordination and deployment of personnel and resources that will not necessarily be shared, but under the same roof, i.e., combining staff when a larger crew size is needed could benefit each community with improved productivity.
- Eventual elimination of duplicative equipment and joint purchase of infrequently used, expensive, specialized equipment and potential reduction of equipment downtime.
- Future equipment maintenance efficiencies through purchase of standardized equipment for use in both villages.
- Shared training for equipment operators and maintenance technician.
- Improved preventative maintenance tracking and scheduling, should maintenance operations become more integrated in the future.
- Efficiencies in streamlining of departmental materials and parts purchases, as well as administrative services.

Cons:

- ❖ Co-location does not consolidate the departments, and therefore, does not necessarily streamline services, integrate staffing and equipment or lead to service delivery efficiencies or cost savings.
- ❖ The following may be considered negative impacts on the deployment of DPW services for the Village of Hastings from a Dobbs Ferry location due to further driving distance, and additional cost/mileage:
 - Snow and ice removal.
 - Garbage pick up.
 - Hastings volunteer fire fighter response times.
 - Hastings equipment maintenance services for non-DPW vehicles that may require towing.

Option 2. Consolidating staff only

The Villages of Dobbs Ferry and Hastings may consider a consolidation of DPW staff, while keeping both existing facilities in operation. This merger would be authorized by an inter-municipal agreement between the two villages. Conceptually, this option would consolidate DPW staff from both villages, and would require close examination of the existing sanitation schedules and plow routes between the two villages to accomplish the most efficiency in consolidated operations. It is understood that consolidation of the departments cannot be accomplished without conducting the necessary union negotiations. All municipalities in New York State have a statutory duty pursuant to the New York State Public Employees Fair Employment Act (N.Y. Civil Service Law §§ 200 et seq.) commonly known as the Taylor Law, to negotiate in good faith all “terms and conditions of employment”. The transfer of village employees will require the consideration of pay equity, job classifications, change of job duties,

accumulated vacation and sick leave credits, long term liabilities due to retiree medical insurance provisions, years of service and seniority, longevity pay, health benefits, and other terms and conditions of employment. Appendix A herein provides an initial comparison of the two collective bargaining agreements; however, this comparison will have to be revisited with the Village of Dobbs Ferry at the table, and a new consolidated union contract will have to be negotiated in the future.

Pros:

- ❖ Eliminates the need for investment in a major facility expansion since it is assumed that the consolidated operation will continue to be housed out of two separate facilities.
- ❖ Creates efficiencies by future coordination of sanitation and plow routes within the two villages.
- ❖ The consolidated group could be re-structured to provide services to both villages with only one superintendent or manager to oversee all operations, and less staff, which may lead to eventual savings through attrition.
- ❖ Future savings could be realized if union contract negotiations result in a new hiring tier for future public employees, to contribute a larger portion of their salaries to pension and health insurance costs.
- ❖ Additional staff reductions through attrition could be accomplished if one garbage route between the two villages could be designated for an automated side loader vehicle.
- ❖ May lead to consolidated equipment maintenance services at one facility.
- ❖ May lead to eventual shared fueling, salt storage, and cold storage buildings.

Cons:

- ❖ A consolidation of staff and equipment at two separate facilities could affect service delivery due to possible slower cycle times for garbage/recycling pick-up or snow and ice control operations depending upon the results of re-routing.
- ❖ Would keep the Hasting DPW facility on the waterfront, eliminating the potential for future gain from sale and this property.
- ❖ Maintaining two separate facilities will not reduce maintenance or liability costs for either village.
- ❖ Having staff stationed at two separate facilities may require an additional level of management to oversee all operations, as well as a supervisor or foremen at each station.
- ❖ Depending on the outcome of facility re-purposing, may require increased travel time for one of the divisions fueling and equipment maintenance needs.
- ❖ May increase staff costs depending on the outcome of union negotiations.

- ❖ Possible slower attention to vehicle/equipment maintenance needs of other departments in Dobbs Ferry and Hastings depending on how needs are prioritized by the maintenance staff.

Option 3. Consolidating the management function

The Villages of Dobbs Ferry and Hastings may consider creating a single manager to oversee public works for both villages should such an opportunity become available through attrition.

Pros:

- ❖ Eliminates the need for investment in a major facility expansion since it is assumed that the consolidated operation will continue to be housed out of two separate facilities.
- ❖ Needs for sharing equipment and personnel across the two villages will be more efficiently coordinated by a single public works manager or management team overseeing both village departments and their resources.
- ❖ A single manager or management team may more readily identify, in conjunction with their staff, efficiency opportunities in service provision across the two communities. At least from a management perspective, the “us” versus “them” barrier in organizational thinking would be reduced.
- ❖ May lead to shared equipment and supply purchases.
- ❖ May lead to consolidated equipment maintenance services at one facility.
- ❖ May lead to eventual shared fueling, salt storage, and cold storage buildings.

Cons:

- ❖ The bundle of public works services differs significantly across the two municipalities. So at least at the outset, before acceptable changes toward service compatibility could be achieved, a single manager would be coordinating significantly different services in the two communities. In some cases services provided directly by in-house personnel in one community are provide by contract with an outside vendor in another, (e.g., street sweeping). In other cases, one community provides a different or higher level of service than the other, (e.g. sanitation).
- ❖ Limited cost savings will result from this option because maintaining staff at two separate facilities to service the two villages will still require a foreman or supervisor at each station and could increase staff costs depending on the outcome of union negotiations.
- ❖ Would keep the Hasting DPW facility on the waterfront, eliminating the potential for future gain from sale and this property.
- ❖ Maintenance of two separate facilities will not reduce maintenance or liability costs for either village.

- ❖ The single manager or management team would have to work within two different labor agreements and the work rules, vacation benefits, etc. implied by those agreements. This could constrain opportunities for service improvement and complicate a combined management role.
- ❖ Shared management between two communities can be a source of friction or at least difficult to manage, both for those overseeing the joint manager and for the manager. For example, the Town and Village of Cobleskill in Schoharie County created a combined highway manager position in 1994 (initiated by a retirement in the elected Town Highway Superintendent's position). In this case, a separate inter-municipal committee was created to oversee the single manager. The difficulties in managing employees from two departments led to the eventual transfer of a group of public works employees who work on highway related services from the village to the town in 2010. Problems also occurred because the original agreement did not adequately clarify the role of the joint oversight committee, etc. Some of these concerns could be reduced in the Dobbs Ferry and Hastings by the presence of full-time professional managers in both communities.

Option 4. Consolidating one or more sub-departments

The Villages of Dobbs Ferry and Hastings may consider consolidating one or more sub-departments such that specific public works services are provided to both villages by one team of staff and equipment. Conceptually, this option would consolidate DPW staff from both Villages and re-organize the pool of staff into two separate specialized divisions, for example, 1) sanitation and 2) street maintenance. Each existing DPW facility would be repurposed for these two separate service divisions. This option has many of the same pros and cons outlined in Option 2.

Pros:

- ❖ Eliminates the need for major facility expansion investment since it is assumed that the consolidated operation will remain out of two separate facilities.
- ❖ Creates efficiencies by future coordination of sanitation and plow routes within the two villages.
- ❖ Staffing would be re-structured to provide services to both villages with only one superintendent or manager to oversee all operations, and less staff, which may lead to eventual savings through attrition.
- ❖ Staff reductions through attrition could be gained if one garbage route between the two villages could be identified for an automated side loader vehicle.
- ❖ May lead to consolidated equipment maintenance services at one facility.
- ❖ May lead to eventual shared fueling, salt storage, and cold storage buildings.

Cons:

- ❖ Could affect service delivery due to possible slower cycle times for garbage/recycling pick-up or snow and ice control operations depending upon the results of the re-routing.
- ❖ Would keep the Hasting DPW facility on waterfront, eliminating the potential for future gain from sale and this property.
- ❖ Maintenance of two separate facilities will not reduce maintenance or liability costs for either village.
- ❖ Having staff stationed at two separate facilities may require an additional level of management to oversee all operations, as well as a supervisor or foremen at each station and could decrease the likelihood of future savings due to attrition.
- ❖ Depending on the outcome of facility re-purposing, may require increased travel time for one of the divisions fueling and equipment maintenance needs.
- ❖ May increase costs, especially if the level of service currently provided in Dobbs Ferry for garbage and recycling is applied to Hastings once the operations are consolidated.
- ❖ May increase staff costs depending on the outcome of union negotiations.
- ❖ Possible slower attention to vehicle/equipment maintenance needs of other departments in Dobbs Ferry and Hastings depending on how needs are prioritized.
- ❖ Separating staff by function to serve functional service delivery in both communities, will inherently increase the service area for all service provision and increase response time and travel time to work sites for a portion of the functional teams' workload.

Option 5. Subcontracting out certain public works functions

Contracting out a major portion of public works service activities that may lead to a reduction in force by either village would be limited by Taylor Law. While it may not be realistic to assess contracting out sanitation services as a whole, expected retirements over the next five to ten years indicate that some level of limited service contracting options may provide reductions in service cost to the Villages of Dobbs Ferry and Hastings.

Pros:

- ❖ Potential shared cost of a private street sweeping contract to service both municipalities. Future savings would be gained through attrition for a Dobbs Ferry, and through shared annual contract cost for Hastings.
- ❖ Potential cost savings by contracting out a portion of the bundle of sanitation services (refuse, yard waste, or recycling pickup). Examples of private contracts for waste and recycling collection exist throughout Westchester County. Future savings would be gained through attrition.
- ❖ Staff reductions in the sanitation sector in particular (through attrition) will save the villages long term expenses related to the physically demanding, repetitive work that is

associated with manual garbage collection, i.e., reduced physical injuries and accidents for sanitation employees, reduced workers compensation and lost work days.

- ❖ Restructuring the DPWs of each village through the partial use of private contractors and partial use of village staff will have long term savings in mandated pension and retiree health insurance coverage costs to village taxpayers.

Cons:

- ❖ The practice of contracting out work to other communities or private service providers increases the need for administrative tasks for contract development, monitoring, cost analysis, and negotiation.
- ❖ Using a private contractor to perform services may increase costs to taxpayers, if the DPW is not right-sized for the local services that remain the responsibility of the DPW.
- ❖ Village taxpayers may feel less in control, or disconnected from a private contractor in terms of immediate response to service complaints.

Option 6: Complete merger/consolidation of DPW operations

One alternative that the Villages of Dobbs Ferry and Hastings could consider is a future merger of DPW operations. This option would involve the full consolidation of equipment, staff, and facilities. If the municipalities determine that it is in their best interest to consolidate public works services, the new consolidated department would ideally be operated out of one location to allow the departments to increase their efficiency by centralizing supervision of staff and providing opportunities to streamline administrative services that both departments now perform separately. The two municipalities encompass a combined area of only 4.38 square miles. From a public works perspective, this is a relatively compact geographic area that could feasibly be serviced by a single public works department. As illustrated in the attached maps, the travel time from various points within the villages is not more than 15 minutes on average (see **Maps 2 and 3**).

Pros

- ❖ The Village of Hastings could move their staff out of the current location, making future sale and redevelopment of the existing Hastings site a possibility. The cost to expand the Dobbs Ferry facility would be offset by potential revenue generated from the future sale of the land and future real property taxes. The villages could consider a gradual phasing of the merger by initially maintaining separate facilities, keeping in mind that this action would require each municipality to continue providing supervision at each site, and would not lead to immediate savings.
 - Maintenance of only one site and building instead of two will lead to reduced utility costs (electric, oil, propane, etc.) and overall energy efficiencies.

- Sharing of an enlarged salt shed, allowing for each municipality to buy at a lower cost. Billing and inventory could also be more accurately managed by installing loader scales and other more sophisticated on-board weighing systems. A uniform deicing material mix and application plan could be developed for both villages.
- Sharing a fueling facility will potentially have the following mutual benefits:
 - Decreased tank maintenance/replacement costs for each.
 - Decreased environmental risks and hazards with the installation of new leak detection electronics, backup generators, new fuel dispensers, and canopies with proper fire suppression systems.
 - Lower fuel costs by leveraging bulk fuel purchasing.
 - Increased efficiency/lower costs through the use of advanced software and equipment for fuel inventory, management and accounting systems.
- ❖ The consolidated group will be re-structured to provide services to both villages with only one superintendent or manager to oversee all operations.
- ❖ Gradual reduction in staff costs through attrition.
- ❖ Potential staff reductions through attrition could be gained if one garbage route between the two villages could be identified for an automated side loader vehicle.
- ❖ Improved productivity will be gained through:
 - Coordination and deployment of personnel and resources.
 - Cross utilization of equipment.
- ❖ Creates efficiencies by future coordination of sanitation and plow routes within the two villages.
- ❖ Long-term efficiencies and improved productivity will be gained through:
 - Consolidated equipment maintenance services at one facility.
 - Elimination of duplicative equipment and joint purchase of infrequently used, expensive, specialized equipment and potential reduction of equipment downtime.
 - Future equipment maintenance efficiencies through purchase of standardized equipment for use in both villages.
 - Efficiencies in streamlining of departmental materials and parts purchases, as well as administrative services.
 - Shared equipment operator and maintenance training and improved preventative maintenance tracking and scheduling.

Cons

- ❖ A consolidation of staff and equipment at one facility could affect service delivery due to possible slower cycle times for garbage/recycling pick-up or snow and ice control operations depending upon the results of the re-routing.

- ❖ May increase service costs, especially if the level of service currently provided in Dobbs Ferry for garbage and recycling is applied to Hastings once the operations are consolidated.
- ❖ May increase staff costs depending on the outcome of union negotiations.
- ❖ Deployment of DPW services for the Village of Hastings from a Dobbs Ferry location may have a negative impact on the following due to further driving distance, and additional cost/mileage:
 - Snow and ice removal.
 - Garbage pick up.
 - Hastings volunteer fire fighter response times.
 - Hastings vehicle/equipment maintenance services for non-DPW vehicles that may require towing.
 - Increased travel time for fueling.
- ❖ Depending on the timing of the sale of land and site redevelopment of the Hastings property, the cost of expansion of the existing Dobbs Ferry DPW facility may be negatively foreseen by taxpayers.

VI. Cost Savings Analysis of Preferred Options

Section Highlights

- ❖ Six options for change were outlined in the previous section, along with the advantages and disadvantages of each option. From these six options village leaders and project staff identified one primary option and two additional options for cost analysis by the project team.
- ❖ Option 6 was selected as the primary option for cost analysis followed by options 1 and 2. This section includes a discussion of the estimated tax impact of implementing a Complete Merger/Consolidation of DPW Operations (Option 6) as well as the potential tax impact of consolidating equipment and facilities only (Option 1) and consolidating staff only (Option 2)
- ❖ A complete merger of DPW Operations (Option 6) would save costs and increase efficiencies in public works management, purchasing, and service delivery.
- ❖ It is estimated that this alternative could potentially decrease the Hastings tax rate by 5.65/\$1,000 of assessment, and the Dobbs tax rate by 3.41/\$1,000 of assessment. This estimate assumes the villages receive a maximum NYSLGE grant of \$400,000 for functional consolidation.
- ❖ Potential cost savings opportunities through reorganization are estimated to save approximately \$800,000 within the next five to ten years through attrition.

Upon consideration of all of the potential options outlined in the previous section, the Villages of Dobbs Ferry and Hastings requested that a detailed fiscal impact analysis be developed for Option 6. The consultant provided an estimated tax impact of two additional alternatives (Options 1 and 2) to provide a baseline for comparison.

Complete Merger/Consolidation of DPW Operations (Option 6)

Overview

One alternative that the Villages of Dobbs Ferry and Hastings could consider is a merger of DPW operations. The option involves the full functional consolidation of the DPWs including staff, equipment, and facilities. In this cost assessment, it is assumed that the consolidated DPW would operate out of a single expanded facility at the current Dobbs Ferry Public Works site, permitting the sale and redevelopment of the current Village of Hastings public works site, a valuable economic development site due to its location near the commuter rail line and the Hudson River. The consolidated DPW would have a single public works manager for oversight, and provide opportunities to streamline services that both departments now perform separately where deemed effective.

The two municipalities encompass a combined area of only 4.38 square miles. From a public works perspective, this is a relatively compact geographic area that could feasibly be serviced by a single public works department. As illustrated in

the attached Street Network Analysis of Travel Times from Alternative Public Works Facilities maps (see **Maps 2 and 3**), the travel time from various points throughout the two villages is not more than fifteen (15) minutes on average. It takes approximately five (5) minutes to get from the Dobbs Ferry DPW facility to the Hastings DPW facility.

An agreement between the two villages on a number of operational details would have to be negotiated including, but not limited to, a joint governance structure or committee, joint funding principles and practices, employer-employee roles for the two villages, equipment ownership, etc. In addition, consolidation of the DPWs cannot be accomplished without conducting the necessary union negotiations. All municipalities in New York State have a statutory duty pursuant to the New York State Public Employees Fair Employment Act (N.Y. Civil Service Law §§ 200 et seq. commonly known as the Taylor Law), to negotiate in good faith all “terms and conditions of employment”. A merger of DPW employees will require the consideration of pay equity, job classifications, change of job duties, accumulated vacation and sick leave credits, long term liabilities due to retiree medical insurance provisions, years of service and seniority, longevity pay, health benefits, and other terms and conditions of employment.

Merging the two departments will require a comprehensive comparative study of the existing Collective Bargaining Agreements (CBA) in order to determine the similarities and differences between the two existing union contracts. Appendix A provides an initial comparison of the two CBAs; however, this analysis will have to be revisited in the future, and a new consolidated union contract will have to be negotiated. Final agreements on these and other issues would depend on existing community values and the priorities of municipal leaders and employees. The cost analysis outlined below does not assume how all of these issues might be resolved by the two municipalities, but provides a picture of a limited group of potential cost impacts that could emerge under this option using current costs and conditions.

Potential Cost Savings Solutions for Option 6

Public Works Management

It is assumed that the two current public works manager positions will be reduced to one and applies a savings of an average of the current manager costs for the two villages (\$150,898) with the savings split across the two municipalities. Additional savings will result from the reduction of one manager vehicle (a pickup truck at \$2,500 per annum), split across two municipalities. Both villages currently have part-time administrative support positions, and it is likely that this level of staff support will remain necessary; therefore, no change in administrative support costs are assumed in this scenario.

Combined Purchasing

There are a variety of current purchases that may benefit from an increased quantity being purchased and delivered to a single site for a combined department. This could include de-icing materials for winter road maintenance and fuel to operate public works vehicles. The cost benefit calculations include an estimate for cost savings through joint fuel purchasing only, even though reduced cost may occur in other areas depending on local markets and vendor opportunities.

Joint Fuel Purchasing

There is evidence that lower per gallon prices may be achieved through a shared bidding process. The total volume of a single delivery can also be an important factor in fuel pricing. The two villages may be able to reduce the cost of gasoline per gallon when bidding for an increased total volume to serve the needs of both villages. The two municipalities combined budget about \$350,000 annually on gas and oil for vehicular use from village fuel supplies. It is difficult to pinpoint the actual potential reduction without a local vendor bid process; however, savings of \$.05 to \$.10 per gallon could yield annual savings of approximately \$5,800 to \$11,700 per year. For the purposes of this cost savings analysis, a total savings of \$5,800 from larger volume purchase of fuel (shared equally by the two villages) is estimated.

With the recent construction of fuel facilities in Dobbs Ferry (2008), and given the annualized cost of new facilities, it would be valuable to utilize the current fueling facilities in Dobbs Ferry in the short-term, and plan on more frequent deliveries to accommodate the increased demand. The Village of Dobbs Ferry has a current inter-municipal agreement with Ardsley and the Dobbs Ferry School District for shared fueling; therefore it is likely that expansion of the fuel depot will be necessary in the future to accommodate the increased fuel demands of multiple users. Facility expansion needs are discussed further below. Competitive LGE grants are available for enhancements to facilities, equipment and infrastructure for joint or consolidated municipal activities. The potential impact of a grant is included for both the Low and High Scenario, below.

Joint Service Delivery

The potential for savings in service delivery will require substantial adjustment and evaluation at the service level by the two villages. The two villages provide different levels of service in number of areas, including sanitation and street sweeping, and in some instances, the two villages provide different service mix and produce it differently. For example, the Village of Dobbs Ferry provides more frequent street sweeping in the Village business district than Hastings. Dobbs Ferry provides street sweeping services in-house with its own equipment and personnel, while Hastings contracts it out to a private entity. Each Village also provides a different mix of sanitation services with varying number of pickups per week. These differences

in service delivery impact operational costs and personnel needs, as well as resident expectations. Village leaders have to carefully assess if, under a combined department, these service differences will remain, or will be modified and come to an agreement on how operational efficiencies can be gained, and how costs will be allocated to the taxpayers within the two separate villages. To estimate potential cost savings, example changes in service delivery in these two service areas are described below. A hands on management assessment of these and other public works services is needed to assess the breadth and value of service changes and their potential for cost savings.

Street Sweeping

The Village of Hastings currently contracts with a private vendor for 45 sweeps per year for village streets and sweeps streets in the downtown area 3 days per week, in season. Hastings does not currently own a street sweeper; however, one of the Heavy Equipment Operators is trained to operate a street sweeper. The Hastings capital plan includes the purchase of a new sweeper in the future – 2019 or beyond. The Village of Dobbs Ferry sweeps the downtown area every day of the week, the waterfront commuter lot 4 days per week and has regular sweeping of residential streets. The sweeper is in operation 7 days per week, with overtime pay for the operator on weekends.

The total centerline miles of Local (Village-owned) streets is almost identical for the two Villages (Dobbs-Ferry =24.02, Hastings = 24.67). **Table 14** shows the total street sweeping operating costs for 2012-13, excluding annualized sweeper equipment and maintenance costs. The cost per mile to sweep Village streets is \$6,947 for Dobbs Ferry and \$1,177 for Hastings, a ratio of almost 6 to 1. Conservatively, it is estimated that Dobbs Ferry could maintain the current level of service and save approximately 25% per year in operating costs if the Village contracted out for this service (not including the additional annual savings from equipment costs). This would lead to a savings of approximately \$41,700. Further savings would be realized over time through elimination of a street sweeper in the Village equipment inventory, and additional savings through attrition (an estimated savings of approximately \$123,000 per year for salary and benefits).

Table 14: Street Cleaning Expenditures, FY 2012-13

Service Area	Account Code	Cost with Allocated Fringe Benefits	Cost per Mile
Dobbs Ferry			
Street Cleaning	8170	\$166,877	\$6,947
Hastings-on-Hudson			
Street Cleaning	8170	\$29,035	\$1,177

See Table 11, Table 11: Public Works Expenditures by Service Area, FY 2012-13

Sanitation

A detailed assessment of reorganizing sanitation services would require a number of decisions regarding the level of services to be provided in the two villages is therefore beyond the scope of this report. One limited step that could be considered is the creation of one new sanitation route to be shared by the two municipalities that would be serviced by advanced side-loader equipment. This equipment would reduce the number of required crew members from 3 to 1 on this new consolidated route, and the other five routes would remain unchanged. It is understood that some streets in both villages may not be amenable to side-loader equipment, so this would not be an option for all current streets or existing sanitation routes.

In their multi-year equipment replacement schedules, both municipalities have scheduled the purchase of a sanitation truck during the 2014-15 village fiscal year (Dobbs Ferry – packer body \$200,000, Hastings – Sanitation vehicle \$187,000). Side-loader equipment could be purchased for approximately \$250,000, a budgeted increase of \$50,000 for Dobbs Ferry or \$63,000 for Hastings. It is assumed that Hastings would purchase the side loader (instead of the intended equipment) and the two municipalities would share an equal 50% of the higher cost increment (\$31,500 each). No change in annual equipment maintenance costs over the purchase of a standard style sanitation truck is assumed. It is assumed that the Dobbs Ferry packer body would still be needed. If the conversion to side loader equipment and increased route length permitted the avoidance of the packer body purchase then there would additional savings from this opportunity.

The new equipment would permit the reduction or re-assignment of two (2) full-time MEO positions. Assuming that each municipality could absorb the loss of one position through retirement, savings for Dobbs Ferry would be approximately \$120,000 annually and Hastings \$110,000 annually, not including additional fringe benefit savings. To illustrate potential cost savings, it is assumed that the driver for this new equipment is an existing Hastings employee with a 50% cost share from Dobbs Ferry for the position (\$60,000). By definition this change in equipment would involve the elimination of any backyard pickups on this new combined route (currently practiced for some customers in Hastings). Although unquantifiable, long term savings would likely be gained from less worker injuries and less missed work days because side-loading garbage haulers are less labor intensive.

Equipment Sharing

The previous section provided the five-year Capital Improvement and Equipment Replacement Plans of the Villages of Dobbs Ferry and Hastings, (See **Table 7**). A comparison of these plans reveals a number of opportunities for cost saving measures through future joint equipment purchases or delaying new equipment purchases and sharing existing equipment cost through a

shared services agreement. These opportunities could lead to a total estimated combined village savings of \$317,500 for shared services/cost sharing arrangements for the following equipment:

- ❖ Sewer jet truck (estimated cost: $\$325,000/2 =$ Dobbs Ferry savings of \$162,500)
- ❖ Excavator (estimated cost: $\$35,000/2 =$ HOH savings of \$17,500)
- ❖ Backhoe (estimated cost: $\$85,000/2 =$ HOH savings of \$42,500)
- ❖ Lift truck (estimated cost: $\$190,000/2 =$ HOH savings of \$95,000)

In addition, the shared equipment arrangements listed below could save the Village of Hastings approximately \$198,000 in deferred cost savings.

- ❖ Chipper (estimated cost: \$25,000. Dobbs Ferry owns. Could be shared to defer cost)
- ❖ Front-end Loader (estimated cost: \$173,000. Dobbs Ferry owns. Could be shared to defer cost)

To estimate the potential annual impact, a total combined equipment investment savings of \$515,500 is assumed, making the annualized savings \$51,550 (assuming the sharing arrangement does not reduce the useful life of the equipment which is estimated at 10 years). If the two municipalities share the equipment equally, after compensation payments between the two municipalities we further assume that each village could save \$25,775 annually by sharing specialized equipment.

Facility Sharing & Expansion Needs for Consolidated DPW Operations

In order to implement Option 6, it is assumed that the existing Dobbs Ferry DPW facility would be retrofitted and expanded to accommodate consolidated operation's needs. This option would allow for the future sale of the Hastings DPW property. The cost to expand the Dobbs Ferry facility would be offset in the long-term by the revenue generated from the future sale and redevelopment of the Hastings DPW site. It is also assumed that future increased real property taxes would offset the cost of the necessary DPW facility expansion. In analyzing this cost savings opportunity, this analysis looks only at potential Public Works department impacts. It is important to note that cost impacts of using the expanded Dobbs Ferry site for vehicle maintenance or fueling by other Village of Hastings departments (e.g. police, fire, other village service vehicles, etc.) are not explored here. A future DPW merger would require detailed consideration of how to best manage and prioritize all Village fleet needs.

The expansion of the existing Dobbs Ferry DPW facility may require acquisition of additional property, and expansion of the fuel depot, salt storage capacity, and/or cold storage for materials and implements. While the square footage requirements of the building expansion is unknown at this time, a cost estimate for a building expansion of 20,000 ft² could be as high as \$6 million

based on the past construction and property acquisition costs experienced by the Village of Dobbs Ferry.

Estimated Property Tax Impact

In order to illustrate potential facility consolidation cost savings impacts, it is estimated that the proceeds from the sale of the Hastings DPW site could yield \$2,000,000 for the **Low scenario** and \$2,500,000 for the **High scenario**. Competitive NYS Department of State Local Government Efficiency (LGE) grants are available for enhancements to facilities, equipment and infrastructure for joint or consolidated municipal activities. The potential impact of a grant is included for both the Low and High Scenario below (see **Table 15**). The joint public works management, joint fuel purchasing, joint service delivery cost changes in sanitation and street sweeping, and shared equipment savings discussed above were assumed to be constant or the same for the both scenarios. As shown in **Table 15** Option 6 would yield lowered tax rates for both villages in either the Low or High. The High scenario is projected to yield even lower taxes for Hastings because of the increased assumed yield from the sale of the public works facility property and increased property tax revenues from a higher valued redevelopment of the property.

Table 15: Estimated Property Tax Impacts of Option 6 Cost Projections

	Hastings-on-Hudson	Dobbs Ferry
Low Scenario (\$2,000,000 estimated proceeds from the sale of the Hastings DPW site)		
Current Taxable Assessed Value (2014-15)	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	241.59	230.70
Change in Tax Rate	(3.19)	(3.41)
Tax Rate Change with LGE grant of \$400,000*	241.07	230.70
Change in Tax Rate with LGE	(3.71)	(3.41)
High Scenario (\$2,500,000 estimated proceeds from the sale of the Hastings DPW site)		
Current Taxable Assessed Value	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	239.65	230.70
Change in Tax Rate	(5.13)	(3.41)
Tax Rate Change with LGE grant of \$400,000*	239.13	230.70
Change in Tax Rate with LGE	(5.65)	(3.41)
<i>*LGE grants are available for building capital costs (a maximum of \$200,000 per participating municipality). A maximum grant is applied against the initial capital cost of infrastructure costs of expansion at the Dobbs-Ferry site.</i>		

Hasting DPW Facility Adaptive Reuse Analysis

The Village of Hastings DPW site is comprised of two (2) adjacent parcels equivalent to approximately two (2) acres of land. The Village of Hastings Assessor estimates the full market value of the site to be approximately \$3.5 million⁴. The site is challenging due to a significant grade change from Southside Avenue up to Warburton Avenue. Additionally, a trunk sewer line passes through the site. The location of the sewer is such that unless it is relocated, development of the site will yield a very small project. It appears that the existing location of the sewer line was based upon existing structures that currently or previously occupied the site. For efficient redevelopment of this parcel it is recommended that the sewer line be relocated across the westerly boundary of the site. While a cost estimate for relocating the sewer was not prepared, it will be at a significant expense and therefore affect the value of the property. It should be noted that even if the sewer line remains in its current location, it will also negatively affect the value of the property due to the diminishment of development potential and financial return on investment. Based upon the costs associated with development constraints, it is estimated that the proceeds from the sale of the site could yield \$2,000,000 (for the **Low scenario**), and \$2,500,000 (for the **High scenario**). A Low and a High scenario estimate of the property tax proceeds from the re-development of this property after its sale are outlined below.

The Laberge Group prepared two concept sketches for the site for a residential condominium structure. Based upon these two concepts, a structure containing between forty and sixty condominium units could be erected. The concepts utilize 1,200 square foot units with each unit having an exterior balcony. The structure also contains a parking garage, common areas, swimming pool and other amenities for the building residents. To determine what the tax revenue to the Village would be for such a project the value of a condominium unit was estimated based upon the report entitled “Hastings-on-Hudson, Department of Public Works Potential Consolidation, NYU Wagner Capstone: Advanced Projects in Policy and Finance, Final Report”. This report included a section concerning historical asking prices per square foot cost. The average asking price for condominiums in the Village is approximately \$290 per square foot with the lowest price being \$267 and the highest being \$352 per square foot (actual sales price data was not presented in the cited report). (See **Appendix C: Village of Hastings-on-Hudson DPW Site Redevelopment Concept Plan: Options 1 and 2**).

Based upon the average asking price of \$290 per square foot, the total assessed full value for a unit is approximately \$350,000. Using the Village’s equalization rate of 3.13 percent, the taxable assessed value for each unit is \$10,995. The Village tax rate of \$244.78 per \$1,000 of assessed

⁴ Full Market Value of parcel # 4.100-93-12 (1.63 acres) and parcel # 4.100-93-14 (.31 acres) was estimated on 1/1/2014. This information was extracted from a Village of Hastings 2014-2015 tax bills.

value results in a Village tax of \$2,682 per unit. For the forty unit concept (**Low scenario**), the total projected Village tax is \$107,000 per year and \$161,000 for a sixty unit project (**High scenario**). Assuming that construction costs, less the proceeds from the sale of the site would be financed over 30 years at an interest rate of 3.5%, under the Low scenario the annual debt service payment would be \$217,485 (\$195,737 with a maximum grant from the NYS LGE). Under the High scenario, the debt service payment would be \$190,300 (\$168,551 with a maximum NYS LGE grant).

Other Considerations for Hastings

It is important to consider the future need for investment in the public works facility in the Village of Hastings. If a joint facility is not developed, Hastings would eventually have to renovate or build new facilities on their current site, without the benefit of the revenue from the sale of the waterfront property and the property tax increase from new development on the site. These future cost considerations are reflected in **Table 16**. The projected tax impact shown in **Table 16** is based on the assumption that at a minimum, the Village of Hastings would have to invest an estimated \$1.6 million⁵ for new above ground fueling facilities and a new salt storage shed within the next five years. Assuming a 30 year loan and 3.5% interest rate, the annual debt service payment would be \$86,994 for this investment. Under this tax impact scenario, the savings opportunities from service sharing concepts discussed previously (joint street sweeping, a one cross-jurisdictional route for automated side-loader garbage pick-up, and sharing of other specialty equipment), are still applied; however, the potential savings from joint fuel purchasing and consolidated management would not apply since these changes would only occur in a shared facility situation. Under these assumptions, Dobbs Ferry and Hastings would both experience a small decrease in their tax rates.

Table 16: Estimated Property Tax Impact of Investing in Current Hasting DPW Site

	Hastings-on-Hudson	Dobbs Ferry
Total of all Cost Adjustments	77,281	54,275
Current Taxable Assessed Value	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	242.93	233.05
Change in Tax Rate	(1.85)	(1.06)

⁵ The cost estimate is based upon the cost of a recent installation of an above ground fueling facility in Hamilton County (\$600,000), and assumes that no remedial work is required for the site (i.e. clean up former fuel contamination) For salt storage, an estimated cost of \$1,000,000 is based upon the preliminary pricing for the recent construction of a new salt shed in the Town of Altona. Although it is not possible to estimate the cost at this time, the Hastings DPW garage is currently 30 years old, and will likely require additional investment, if not replacement, at some point in the near future.

Consolidating Equipment and Facilities Only (Option 1)

Section Highlights

- ❖ Option 1 considers a future co-location, involving consolidation of equipment and facilities only. No management consolidation or service delivery changes are assumed.
- ❖ It is estimated that this alternative could potentially increase the Hastings tax rate by as much as 1.95/\$1,000 of assessment, and the Dobbs tax rate could decrease by 0.56/\$1,000 of assessment.
- ❖ The potential benefits of co-location without staff consolidation or reorganization would be out-weighed by potential cost savings and efficiencies that could be realized through a full consolidation

Overview

This option involves a future co-location involving a consolidation of equipment and facilities only, but not staffing or operations. The Villages of Dobbs Ferry and Hastings would maintain the current level of services and staffing within each separate DPW, but would operate out of one shared facility location. No management consolidation, service delivery changes or cooperation are assumed. As previously discussed, co-location does not consolidate the departments, and therefore, does not necessarily streamline services, integrate staffing and equipment, allow for savings through attrition, or lead to service delivery efficiencies or cost savings.

Estimated Property Tax Impact

Option 1, like Option 6, assumes the sale and redevelopment of the current Village of Hastings public works site and expansion of the current

Dobbs Ferry DPW facility to accommodate both departments at a single location, and potential for decreased fuel costs from a larger volume deliveries at a single site, as well as shared equipment savings.

This option uses the same analysis outlined in Option 6 for assessing the cost impacts of redeveloping the current Hastings public works facility site. A High and Low scenario for this redevelopment differentiates the two scenarios in **Table 17**. Hastings would experience a tax rate increase under the Low Scenario and more modest tax rate increase under the High Scenario. In contrast, Dobbs Ferry would experience a modest tax rate reduction under both the High and Low scenarios.

Table 17: Estimated Property Tax Impact of Option 1 Cost Projections

	Hastings-on-Hudson	Dobbs Ferry
Low Scenario (\$2,000,000 estimated proceeds from the sale of the Hastings DPW site)		
Current Taxable Assessed Value	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	246.73	233.55
Change in Tax Rate	1.95	(0.56)
High Scenario (\$2,500,000 estimated proceeds from the sale of the Hastings DPW site)		
Current Taxable Assessed Value	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	244.79	233.55
Change in Tax Rate	0.01	(0.56)

Consolidating Staff Only (Option 2)

Section Highlights

- ❖ Option 2 considers a future consolidation of DPW staff, while operating out of the two facilities.
- ❖ The tax impact analysis includes future renovation costs for the Hastings public works facility (new fueling and salt storage facilities), but does not include unforeseen garage investments.
- ❖ It is estimated that this alternative could potentially decrease the Hastings tax rate by as much as 3.68/\$1,000 of assessment, and the Dobbs tax rate by 3.36/\$1,000 of assessment.
- ❖ While cost savings are similar for Option 6, this would not allow for the sale of the Hastings waterfront property, and management of staff between two separate facilities would be challenging.

Overview

Conceptually this option would consolidate DPW staff, while keeping both existing facilities in operation. This option would require close examination of the existing sanitation schedules and plow routes between the two villages to determine how staff would be deployed from two separate facilities in order to accomplish the most efficiency in service delivery. It is understood that implementing a merger of DPW operations housed out of two separate facilities in two separate villages will likely have operational and management challenges that may be difficult to overcome.

Estimated Property Tax Impact

As shown in **Table 18**, it is estimated that both Villages will experience a tax rate decrease under this option. The tax impact analysis includes

similar cost savings for consolidated public works management along with potential privatization of street sweeping, and the potential creation of a combined sanitation route with side-loader equipment, as outlined in Option 6. As previously noted, the analysis also includes estimated future renovation costs for the Hastings public works facility (approximately \$1.6 million for new above ground fueling facilities and a new salt storage shed⁶), but does not include unforeseen garage investments to the 30 year old DPW building. Assuming a 30 year loan and 3.5% interest rate, the annual debt service payment would be \$86,994 for the renovation costs.

Table 18: Estimated Property Tax Impact of Option 2 Cost Projections

	Hastings-on-Hudson	Dobbs Ferry
Current Taxable Assessed Value	41,865,045	51,436,957
2014-15 Tax Rate	244.78	234.11
2014-15 Tax Levy	10,247,652	12,041,906
Tax Rate Change Based on Option 6 Fiscal Adjustments	241.10	230.75
Change in Tax Rate	(3.68)	(3.36)

While the tax savings projections are similar to the Low Scenario shown in Option 6, this alternative would not allow for the sale of the Hastings waterfront property eliminating the potential for future financial gain from this property. In addition, oversight of staff between two separate facilities would be very challenging and may entail a higher level of management.

Potential Cost Savings Opportunities through Attrition

Within the next five to ten years, the Villages of Dobbs Ferry and Hastings will experience a reduction in staff through normal means, such as retirement, injury, death, or resignation due to a new job opportunity or other reasons, otherwise known as attrition⁷. This type of reduction in staff is one way the villages can gradually decrease labor costs by simply waiting for employees to retire, and eliminating unnecessary positions, or replacing them in-kind at a lower salary and benefit rate. The consultant examined the personnel rosters of each DPW for retirement opportunities using the employee’s hire date and date of birth. For analysis purposes, it was assumed that an individual may retire at the age of 55 with at least 30 years of service.

⁶ The cost estimate is based upon the cost of a recent installation of an above ground fueling facility in Hamilton County (\$600,000), and assumes that no remedial work is required for the site (i.e. clean up former fuel contamination) For salt storage, an estimated cost of \$1,000,000 is based upon the preliminary pricing for the recent construction of a new salt shed in the Town of Altona. Please note, although it is not possible to estimate the cost at this time, the Hastings DPW garage is currently 30 years old, and will likely require additional investment, if not replacement at some point in the near future.

⁷ “Attrition” - A gradual reduction in work force without firing of personnel, as when workers resign or retire and are not replaced.

Applying these assumptions, it is estimated that the Village of Dobbs Ferry could see the retirement of one (1) employee within the next year; seven (7) within the next five years; three (3) within the next ten years, and one (1) retirement based on age alone (62 years of age or older), for a total of twelve (12) individuals within the next ten years. The estimated annual cost, including fringe benefits, is approximately \$1,444,000 (see **Table 19**). In comparison, the Village of Hastings could see the retirement of one (1) employee within the next five years; and five (5) within the next ten years, and one (1) retirement based on age alone (62 years of age or older), for a total of seven (7) individuals within the next ten years. The estimated annual cost, including fringe benefits, is approximately \$814,000. If these positions were not back-filled, these changes would be equal to a 63% reduction in staff for the Village of Dobbs Ferry, and a 47% reduction in staff for the Village of Hastings. It is understood, that any decision to modify operations, staffing, or organization of the DPWs must consider departmental priorities and functional responsibilities, and downsizing through retirement at this scale may be unreachable. However, savings can be realized through attrition by replacing personnel at lower starting pay scales, and offering less generous benefit packages to the new tier of personnel.

Table 19: Attrition Opportunities

	Village of Dobbs Ferry DPW Staff	Estimated Current Staff Cost (including fringe benefits) ²	Village of Hastings DPW Staff	Estimated Current Staff Cost (including fringe benefits) ²
Today at least 55 yrs old and at least 30 years on the job	1	\$120,062	0	\$0.00
In 5 years will be at least 55 years old and have at least 30 years on the job	7	\$845,929	1	\$169,621
In 10 years will be at least 55 years old and have at least 30 years on the job	3	\$347,445	5	\$539,683
May retire within the next 5 years due to age alone (62 or older)	1	\$130,460	1	\$104,527
Total potential retirements within 10 years	12	\$1,443,896	7	\$813,831

VII. Implementation Timeline

To illustrate how a Complete Merger/Consolidation of DPW Operations (Option 6) might be accomplished, the consultant developed a potential Implementation Timeline (see **Table 20**). It is understood that the mere development of this Feasibility Study will not immediately produce the desired results unless the Villages continue to work together to implement the DPW merger in a way that will satisfy the demands of the tax payers in both villages. Leadership from the two Village Boards is critical and in order to assist with the implementation of this plan; therefore, the first task/activity listed in the timeline is for the Village Boards to appoint a joint Shared DPW Services Oversight Committee. The role of this Committee would be to:

- ❖ Coordinate all implementation tasks and activities listed in the timeline.
- ❖ Communicate regularly with both Boards about implementation activities and needs.
- ❖ Identify technical assistance and funding needs to implement various activities and work with village officials in obtaining necessary funds through grants and other means.
- ❖ Make an annual report to the Village Boards about the status of implementation activities and upcoming needs.
- ❖ Communicate regularly with the public so that everyone is informed of implementation progress.

The Village Boards and the Committee should use the Implementation Timeline as a guide; however it is understood that as the DPW crews begin working on specific tasks during the transitional phase, other important tasks or activities may be identified. It is also possible that priorities may change with the availability of funding sources for particular projects.

As shown in the timeline, it is anticipated that the process can be completed over a five year period and would be broken up into two phases: 1) Transitional Phase, and 2) the DPW Merger Phase. The timeline attempts to outline the major planning steps as well as the inter-municipal agreements that will be necessary to ultimately implement the merger. The Transitional Phase includes a list of cooperative tasks and activities that the villages can accomplish together through inter-municipal shared service agreements within the next one to two years. The DPW Merger Phase would initially operate out of two separate facilities, but under one consolidated manager. Simultaneously, the Village of Hastings property would be sold and planning and design for the new joint facility would be completed. The two departments would be able to fully transition from two separate operations to one seamless operation once the new joint facility is constructed.

Table 20: Implementation Timeline

Task/Activity	Year 1				Year 2				Year 3				Year 4				Year 5			
	1st	2nd	3rd	4th																
Transitional Phase																				
MANAGEMENT/ADMINISTRATION																				
Jointly appoint a joint Shared DPW Services Oversight Committee																				
Jointly review/compare union contracts																				
Review service differences between the two villages and plan for future service level consistency																				
Develop a joint plan for management and oversight of a new consolidated DPW																				
FACILITY SALE/NEW FACILITY DESIGN																				
Market and sell the DPW property *																				
Identify conceptual needs for a joint DPW facility at Dobbs Ferry site and develop concept floor plans																				
Land acquisition (if necessary)																				
Apply for NYSDOS LGE grant for facility construction																				
STREET SWEEPING																				
Review Hastings street sweeping needs and current private contract costs																				
Draft inter-municipal agreement (IMA) for Dobbs Ferry to provide street sweeping services to Hastings																				
Identify opportunities for shift changes for street sweeping																				
Jointly evaluate the need for a new street sweeper, and jointly bid and purchase if necessary																				
Upon retirement of sweeper operator, jointly evaluate sweeping needs and consider a joint private contract																				
SEWER SYSTEM PREVENTATIVE MAINTENANCE																				
Jointly review all sewer system evaluation and cleaning needs and private contract costs																				
Develop a joint sewer system evaluation and preventative maintenance plan																				
Draft IMA for shared sewer system evaluation and cleaning services																				
Jointly identify specifications for sewer system evaluation/cleaning equipment and jointly bid and purchase																				
EQUIPMENT MAINTENANCE																				
Jointly review all specialty equipment maintenance needs																				
Develop joint preventative maintenance plan																				
Purchase the same digital fleet management system and train staff jointly																				
Draft IMA for shared specialty equipment maintenance services																				
Jointly review equipment replacement schedules and identify opportunities for joint equipment purchasing																				
Upon retirement of mechanics, identify joint equipment maintenance services opportunities and private contracts																				
SANITATION																				
Jointly review all sanitation routes and identify areas for coordination of routes between the two villages																				
Develop a plan for cross-jurisdictional sanitation services																				
Jointly identify opportunities for shift changes for sanitation services																				
Identify one potential cross-jurisdictional route that could be serviced by an automated side loader vehicle																				
Draft IMA for cross-jurisdictional sanitation services and necessary joint equipment purchases																				
Upon retirement of operators, jointly evaluate sanitation needs and identify attrition opportunities																				
SNOW & ICE REMOVAL																				
Identify potential areas for coordination of plowing/de-icing routes between the two villages																				
Develop a plan for cross-jurisdictional plowing/de-icing services																				
Draft IMA for cross-jurisdictional cross-jurisdictional plowing/de-icing services																				
Upon retirement of operators, jointly evaluate plowing needs and identify attrition opportunities																				
DPW Merger Phase (initially operating out of two separate facilities)																				
Jointly develop new joint organizational/governance structure and identify attrition opportunities																				
Negotiate a new joint union contract																				
Jointly appoint one superintendent or manager to oversee all operations and develop job duties/responsibilities																				
Jointly appoint one foreman to oversee operations at each separate facility																				
Design and build a new joint DPW facility																				
Draft IMAs and other contracts necessary for intergovernmental cooperation and the transfer of DPW functions																				

*timeline is intentionally left blank, because sale date is unknown

MAPS

APPENDICES

Appendix A:

Hastings-on-Hudson Department of Public Works Potential Consolidation Report, NYU
Wagner Capstone: Advanced Projects in Policy and Finance,
Final Report, May 2014

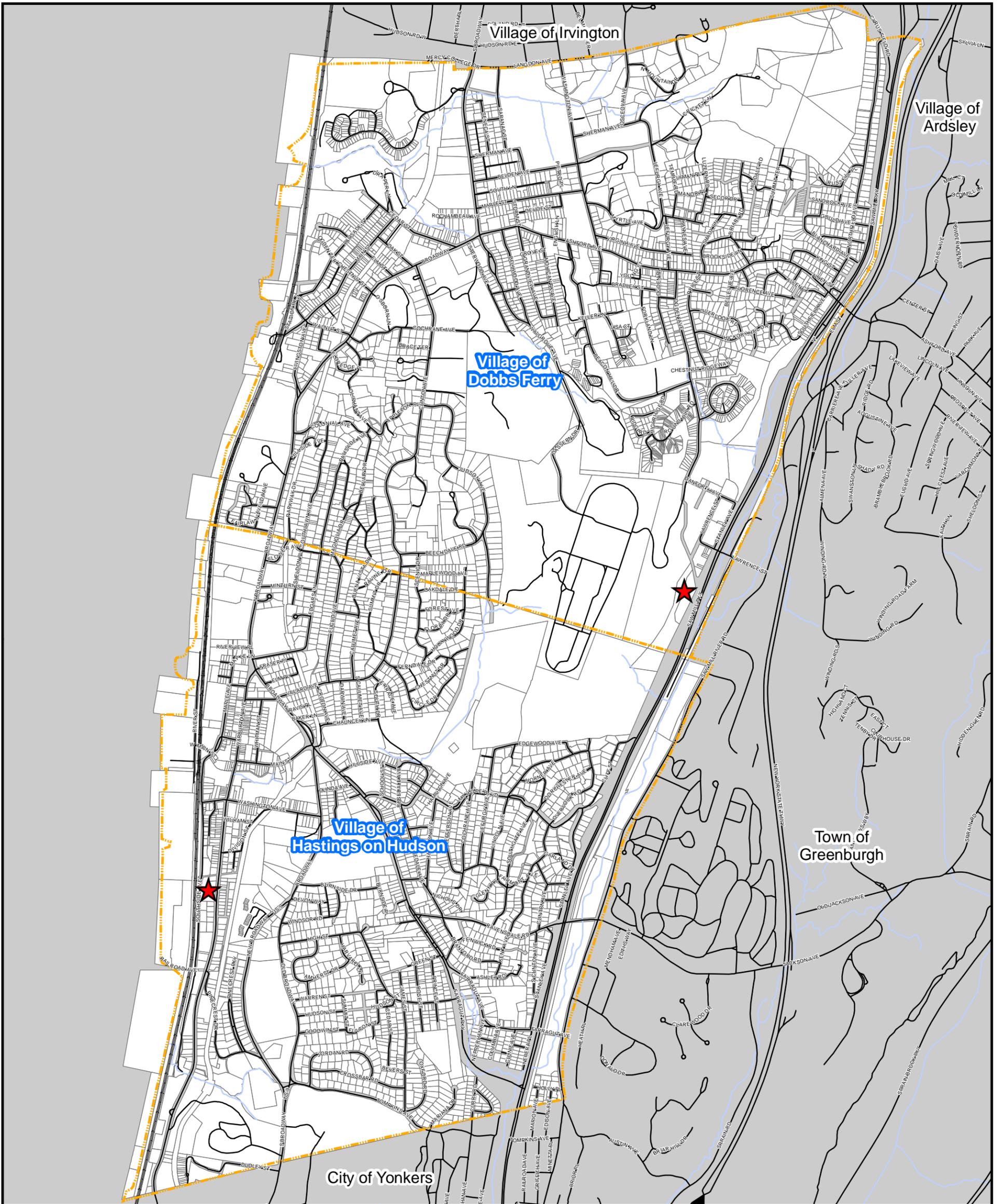
Appendix B

Detailed Revenues for 2012-13 for the Villages of Dobbs Ferry and Hastings

Appendix C

Hastings-on-Hudson DPW Facility Adaptive Re-use Analysis

MAPS

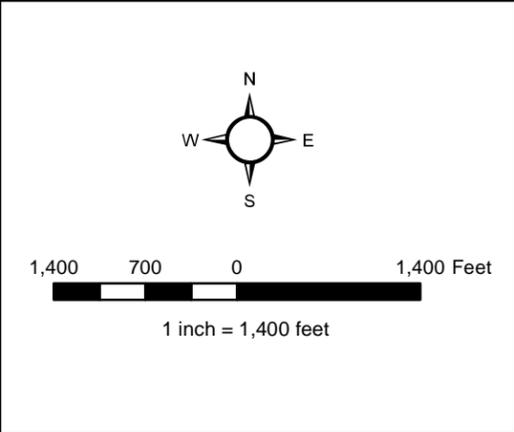
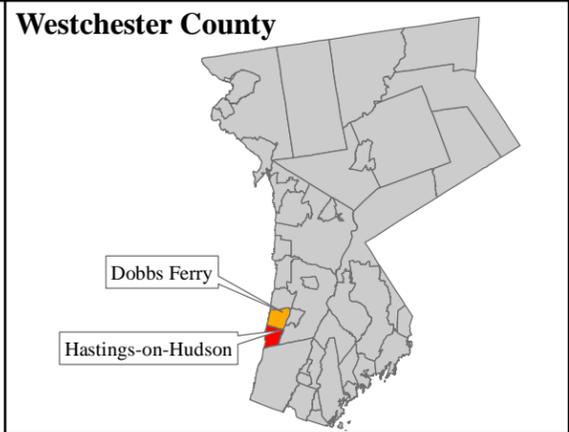


Regional Location

Villages of Dobbs Ferry and Hastings-on-Hudson Westchester County, New York

Legend

- Village Boundary
- Roads
- Railroad
- Streams
- Parcels
- DPW Garage



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Project #: 2014015

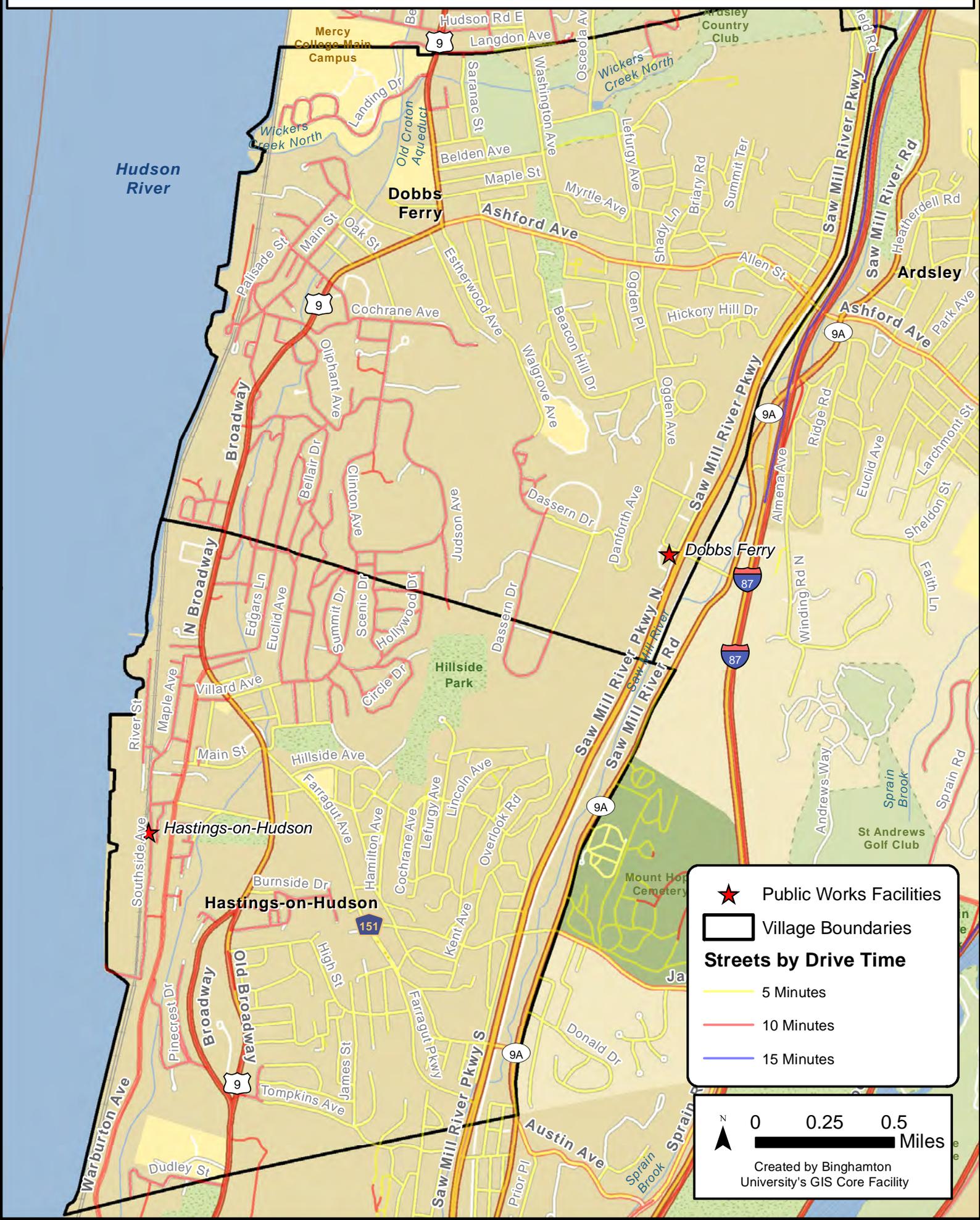
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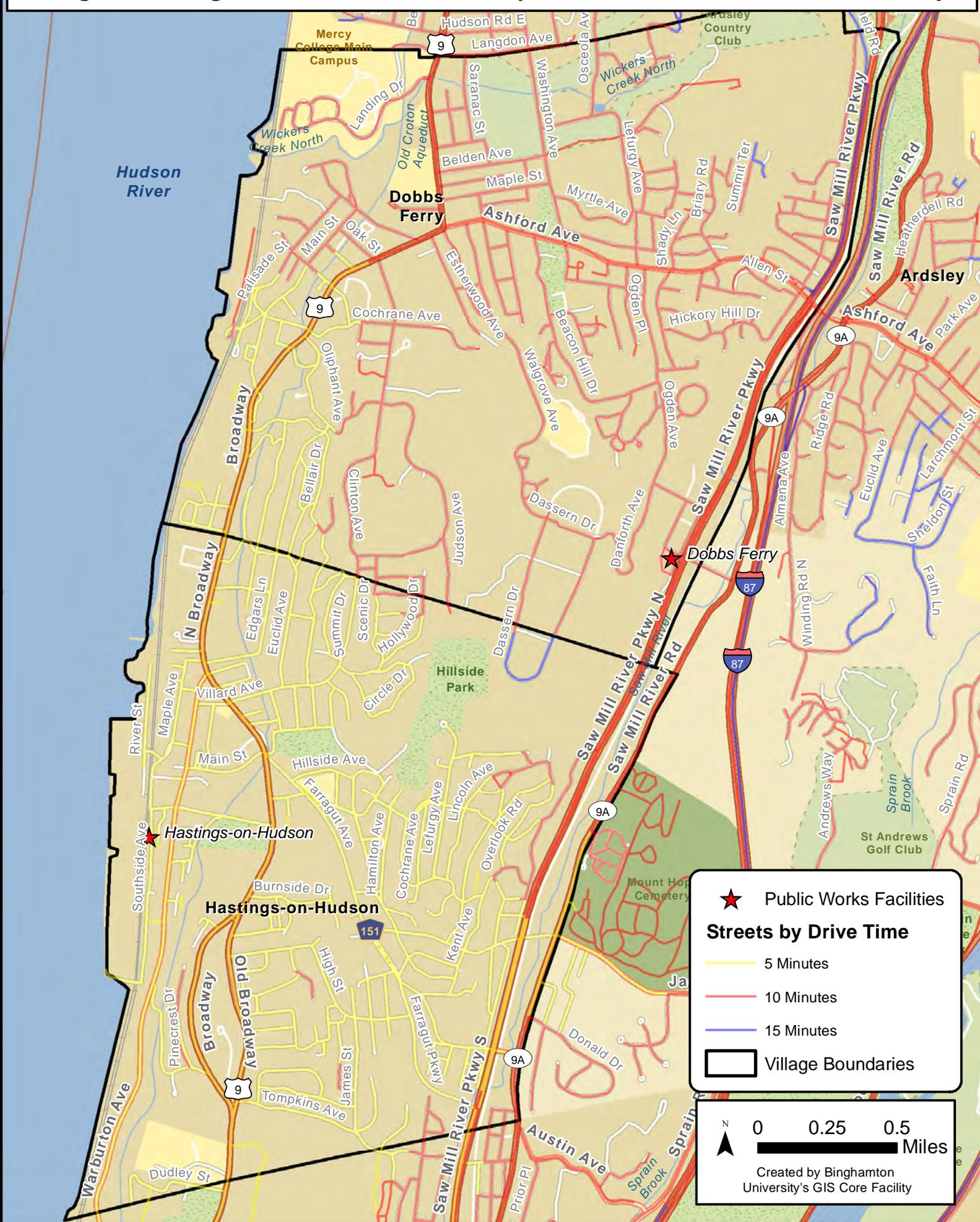
Notes: Produced for planning purposes only. Accuracy or completeness is not guaranteed.

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Village of Dobbs Ferry, NY: Streets by Drive Time from Public Works Facility



Village of Hastings on Hudson, NY: Streets by Drive Time from Public Works Facility



Public Works Facilities: Villages of Hastings-On-Hudson and Dobbs Ferry, NY: Degree of Slope Derived from Elevation



- ★ Public Works Facilities
- ▭ Village Boundaries

Slope Degree

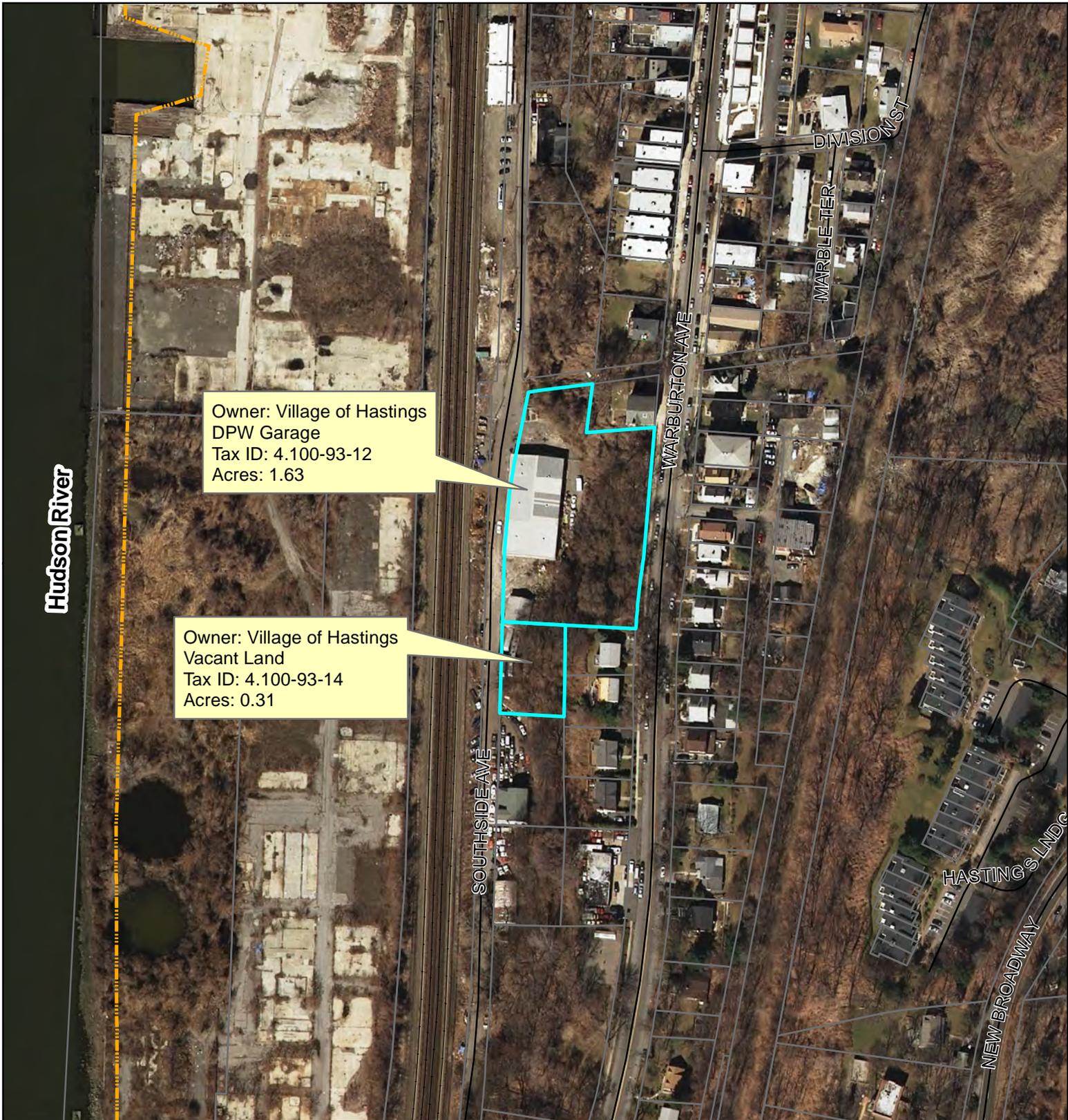
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Low : 0

Source: USGS

0 0.25 0.5 Miles

Created by Binghamton University's GIS Core Facility



Owner: Village of Hastings
 DPW Garage
 Tax ID: 4.100-93-12
 Acres: 1.63

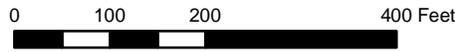
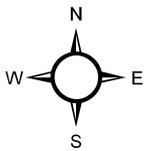
Owner: Village of Hastings
 Vacant Land
 Tax ID: 4.100-93-14
 Acres: 0.31

Village of Hastings-on-Hudson DPW Facility Location

Westchester County, New York

Legend

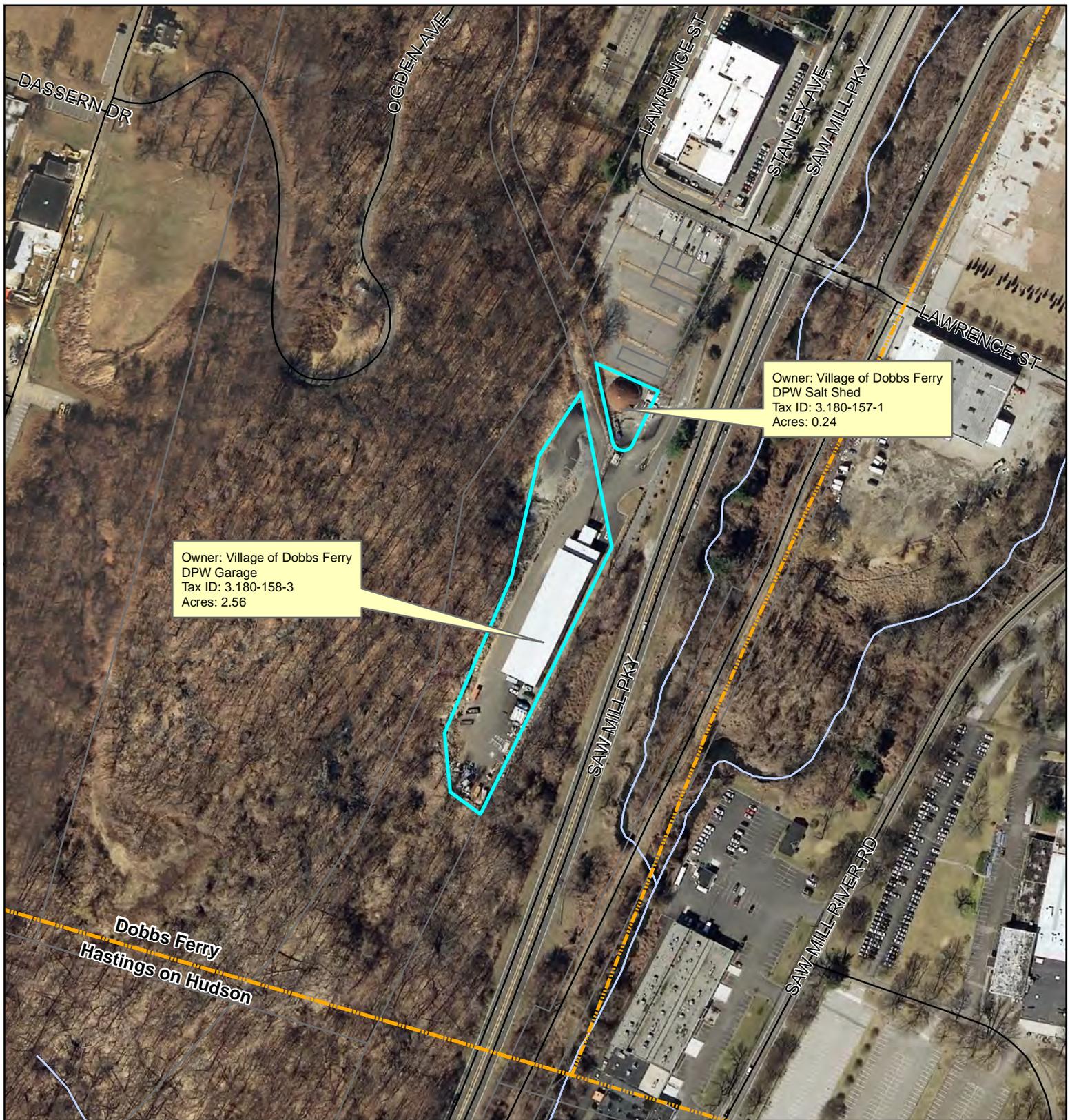
- Village Boundary
- Roads
- Railroad
- Streams
- Parcels



1 inch = 200 feet



Laberge Group Project #: 2014015.
 Publishing Date: 8-26-14.
 Data Source(s): Westchester County GIS Dept.
 and NYSGIS Clearinghouse.
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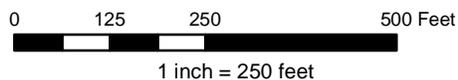
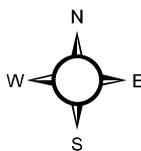


Village of Dobbs Ferry DPW Facility Location

Westchester County, New York

Legend

- Village Boundary
- Roads
- Railroad
- Streams
- Parcels



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APPENDICES

Appendix A:

Hastings-on-Hudson Department of Public Works Potential Consolidation Report, NYU
Wagner Capstone: Advanced Projects in Policy and Finance,
Final Report, May 2014

**Hastings-on-Hudson Department of Public Works
Potential Consolidation**

NYU Wagner Capstone: Advanced Projects in Policy and Finance

Final Report

**Rodrigue Alexandre
Maureen Deboo
Thomas Dierkes
Courtney Jones**

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- I.** Introduction and Background
- II.** Hastings-on-Hudson and Dobbs Ferry Department of Public Works Comparison
- III.** Hastings-on-Hudson and Dobbs Ferry Collective Bargaining Agreement Analysis
- IV.** Hastings-on-Hudson Resident Survey Analysis
- V.** Hastings-on-Hudson DPW Site Redevelopment Analysis
- VI.** Conclusion
- VII.** Exhibits

I. Introduction:

As local governments across the country face the prospect of rising costs and slowing tax revenue growth, neighboring municipalities are examining consolidation options as a way to increase efficiency, decrease costs, and maintain high service levels. The villages of Hastings-on-Hudson and Dobbs Ferry were awarded a grant by the State of New York to conduct a feasibility study and financial analysis in preparation for the potential consolidation of their Departments of Public Works (DPW). With the guidance of Hastings-on-Hudson's Village Manager and Mayor, the Capstone Team analyzed three aspects of the proposed consolidation. Specifically, the Capstone Team: established baseline information for the current personnel costs associated with the two villages' DPWs and compared their existing Collective Bargaining Agreements, interpreted the results of a survey regarding resident satisfaction with Hastings-on-Hudson's current DPW services as well as their opinions about consolidation, and explored redevelopment options for the Hastings-on-Hudson DPW site. The villages' leadership and consultants they have retained will use the Capstone Team's analysis as they explore consolidation scenarios.

The Capstone Team in Context

The villages received funding from the New York State Local Government Efficiency Grant Program for the DPW consolidation feasibility study, which included funding to retain a consultant to carry out the study. Following an RFP process, the villages selected the Laberge Group to consult on the project. The Capstone Team was a resource to complement the work of the consultants. The scope and timeline of the study as a whole extends beyond the Capstone year; given the two different project timelines, the first challenge was identifying aspects of the project over which the Capstone Team could claim independence and accountability. Hastings-on-Hudson, the Laberge Group and the Capstone Team worked together to identify and agree on three distinct contributions from the Capstone Team that would contribute to the larger feasibility study:

1. A comparison of the current staff costs associated with the Villages' DPWs and their current Collective Bargaining Agreements.
2. A report on the results of a survey of resident satisfaction with current DPW services and their opinions about consolidation.
3. A report on redevelopment options for the Hastings-on-Hudson DPW site, which would be vacated in the event of consolidation.

In addition to village management, the mayors, the consultants, and the Capstone Team, a survey team from Yale University was engaged by Hastings-on-Hudson to design and implement the survey of residents. With so many participants working on the project, the Capstone Team was initially concerned that the multi-layered team would create communication problems, but these

concerns proved to be unfounded. The Capstone Team worked primarily with the Hastings-on-Hudson Village Manager and Mayor to complete the deliverables, with moderate input from the Laberge Group.

After the completion of the Capstone Team’s portion of the project, the villages will continue to work with the consultants to discern the financial implications of different consolidation scenarios, ranging from a total consolidation of the staff, equipment, and services of the two villages, to partial consolidation alternatives—for example, only sharing equipment and supplies, or collaborating on specific services. The real estate component of the Capstone project is outside of the scope of the consultants’ work and those redevelopment options will be explored further by Hastings-on-Hudson using outside architects and/or developers.

The Villages of Hastings-on-Hudson and Dobbs Ferry

Situated next to each other along the Hudson River, the villages of Hastings-on-Hudson and Dobbs Ferry share many similarities yet maintain distinct characters. Both villages are part of the Town of Greenburgh in Westchester County, and are well-served by public transportation to New York City, making them attractive suburbs for commuters. The chart below compares some basic demographic information for the two villages, as well as New York State. In general, both Hastings-on-Hudson and Dobbs Ferry are less diverse, more educated, and wealthier than the rest of the state. Dobb’s Ferry encompasses a land area that is about 25 percent larger than Hastings-on-Hudson, and supports a population that is 39 percent larger.

Table 1: Demographic Comparison of Villages

	Hastings-on-Hudson	Dobbs Ferry	New York State
Population	7,849	10,875	19,576,125
Racial Composition	White: 79.9% Black: 4.6% Hispanic: 9.0% Asian: 4.7% Other: 1.8%	White: 72.5% Black: 7.2% Hispanic: 10.5% Asian: 8.6% Other: 1.2%	White: 58.3% Black: 15.9% Hispanic: 17.6% Asian: 7.3% Other: 0.9%
High School graduate or higher	96.5%	95.5%	84.9%
Bachelor’s degree or higher	66.3%	56.6%	32.8%
Housing Units	3,270	4,191	8,108,103
Median Home Value (Owner Occupied)	\$682,000	\$612,100	\$295,300
Households	2,930	3,816	7,230,896
Median Household Income	\$114,643	\$106,989	\$57,683
Land Area (square miles)	1.95	2.43	47,126

Source: United States Census, 2010.

Political Challenges of Consolidation

Political challenges are a natural component of inter-governmental cooperation. The original project concept assumed that the Capstone Team would work with both Hastings-on-Hudson and Dobbs Ferry, but, prior to the start of the Capstone Team's work, the leadership of Dobbs Ferry decided not to work with Capstone Team directly. This raised concerns about Dobbs Ferry's level of commitment to the concept of consolidation in general, and also about the availability of data needed to complete the project deliverables. However, Dobbs Ferry proved to be timely and open with sharing the necessary information, or it was readily available from public reporting.

The survey of residents was an important part of the consolidation project from a political perspective, as it was intended to inform the villages' public communication in hopes of establishing political will and public support for the concept. Hastings-on-Hudson considered this to be a major priority, and the survey was designed, fielded, and the results interpreted and available to the public in a matter of weeks. Dobbs Ferry opted not to conduct the same survey during the same time period, which prevented the Capstone Team from being able to compare residents' levels of satisfaction with services provided in each village and understand whether Dobbs Ferry residents have similar views on the proposed consolidation.

Finally, the leadership of Hastings-on-Hudson will need to consider the political implications of the redevelopment of the DPW site. The village leadership would like to find a redevelopment option for the site that maximizes its taxable value. With so little land available for development in Hastings-on-Hudson, residents are likely to have strong opinions about how any remaining open space should be used. Indeed, the village's Comprehensive Plan, released in 2011, has already opened the discussion in Hastings-on-Hudson about affordable housing, open space, and environmental concerns, as well as the need to ease the tax burden on its current residents. These different priorities will need to be weighed when deciding the future use of the DPW site. Ongoing community discussions about the development of the Hastings-on-Hudson waterfront site will also have an impact on what makes sense for the village as a community.

II. Hastings-on-Hudson and Dobbs Ferry Departments of Public Works Comparison

Exhibit 1, Parts A, B, C, D and E: Direct Costs for DPW Staff

In order to effectively analyze potential staff configurations within consolidation scenarios, the Capstone Team first established baseline expenditure information for the DPW staff costs in each village.

Exhibit 1, Parts A, B and C outline the direct costs associated with the current employees of the DPWs in the two villages, including salaries, overtime, pension, and other benefits. With 21 staff members, the Dobbs Ferry DPW employs 50.0 percent more workers and pays out 48.8 percent more in salaries than its Hastings-on-Hudson counterpart.

What is interesting to note is that Dobbs Ferry only pays 15 percent more in health benefits, despite its larger size. This could be due to a higher mix of family coverage versus single coverage in Hastings-on-Hudson, and because Dobbs Ferry employees contribute a higher portion of their health insurance premiums (2% of salary, as outlined in their Collective Bargaining Agreement, versus \$500 per family and \$300 per individual in Hastings-on-Hudson). The table below summarizes the Personnel Costs that would result if the two departments were to be consolidated at their current expenditure levels. However, because a consolidated department would have to provide uniform benefits to all staff, the employer payments for health and dental insurance would be higher. Applying the Hastings-on-Hudson employer/employee calculation for health and dental benefits to all of the two villages' employees, total employer contributions to health insurance would rise to \$607,054.80. Dental insurance employer contribution would be \$49,008.96 (see Exhibit 1, Part D).

Table 2: Summary Comparison of Personnel Costs

Summary Comparison of Personnel Costs			
**based on 2013			
	<u>Hastings-on-Hudson</u>	<u>Dobbs Ferry</u>	<u>Consolidated</u>
Salary	\$ 1,050,836.00	\$ 1,540,246.00	\$ 2,591,082.00
Medical	\$ 265,462.56	\$ 306,016.19	\$ 571,478.75
Dental	\$ 23,935.68	\$ 20,059.44	\$ 43,995.12
Payroll Tax	\$ 90,793.02	\$ 131,817.95	\$ 222,610.97
Workers' Comp	\$ 59,100.00	\$ 51,079.46	\$ 110,179.46
Pension	\$ 275,000.00	\$ 339,238.47	\$ 614,238.47
Life Insurance		\$ 2,394.00	\$ 2,394.00
Overtime	\$ 84,076.71	\$ 107,478.42	\$ 191,555.13
Uniform, tool allow & longevity	\$ 22,280.00	\$ 34,850.00	\$ 57,130.00
Total Per Village	1,701,683.97	2,533,179.93	
		Combined Total	<u>4,395,983.90</u>

Hastings-on-Hudson makes separate payments to employees for performing recycling duties (represented in a separate line item in Exhibit 1A). Although the Laborer 1 (Hastings-on-Hudson) and Laborer A (Dobbs Ferry) job titles earn comparable salaries, the recycling payments when allocated across the Hastings Laborer 1 staff represent a significant increase in the total salary paid to these employees, regardless of other types of overtime. In a consolidated department, this payment mechanism would result in significant additional salary costs.

Finally, the two villages use different methods for paying for uniforms, tools, and longevity. Dobbs Ferry allots an annual amount for tools for every staff member, while Hastings-on-Hudson provides credit for uniform expenses. Hastings-on-Hudson staff receive longevity payments on certain anniversary dates, as outlined in the Collective Bargaining Agreement. Dobbs Ferry staff receives a specified salary increment every year, once certain milestones have been met. Granting salary increments to long-standing Hastings-on-Hudson employees using the same formula in a consolidated department would result in higher total longevity payments than shown in Table 2 above. Exhibit 1, Part E estimates the difference between the 2013 costs associated with tools, uniforms and longevity compared to a theoretical consolidated DPW, spending \$89,350 on these expenses, versus \$57,130 in 2013.

Exhibit 2, Parts A, B, and C: Allocation of Personal Services Costs by Function

Exhibit 2 compares the two villages' allocation of staff costs across the various functions performed by the DPWs. As expected, the largest portion of staff time and resources is directed towards Refuse and Garbage (52.1 percent for Hastings in the 2013-14 budget and 43.6 percent for Dobbs Ferry). The major difference illuminated by this side-by-side comparison is that Dobbs Ferry devotes more of its staff resources towards the areas of Street Maintenance, Lighting, Administration, and Cleaning. As the resident survey results show, one major area of dissatisfaction among Hastings-on-Hudson residents is the condition of the village's streets. A consolidated DPW may present an opportunity for Hastings-on-Hudson to dedicate more resources to services in this area.

III. Hastings-on-Hudson and Dobbs Ferry Collective Bargaining Agreement Analysis

The DPW employees of both villages are covered by unique collective bargaining agreements (CBAs). The Capstone Team analyzed the two CBAs to determine the potential repercussions of consolidation. The International Brotherhood of Teamsters Local 456 represents employees in both villages.

Both contracts began on June 1, 2010. Dobbs Ferry's contract is a four-year agreement, and thus expires on May 31, 2014. Hastings-on-Hudson's contract expired on May 31, 2013, and contract negotiations are currently in progress. While the aspects of the contract currently under negotiation are not expected to have a material impact on consolidation prospects, the fact that the negotiation process is ongoing should be taken into consideration.

Exhibit 3 Part A details a comparison between the collective bargaining agreements in the following categories: administration, compensation, sick leave, work hours, holidays, general leave, dental/retirement/disability/health benefits, life insurance, workers compensation, and management rights. Outlined below are several differences in the CBAs that would come into play should the contract terms covering one workforce expand to cover the other.

Administration

Probationary Period

Hastings-on-Hudson and Dobbs Ferry differ in their treatment of new employees. Whereas Dobbs Ferry does not have a probationary period for new employees, Hastings-on-Hudson employees are all on a probationary period for their first six months of employment. They receive all benefits during this period, but the village has the right to dismiss them without threat of a grievance by the Union. Employees in Hastings-on-Hudson also go through a six-month probationary period after they are promoted to a higher salary. Dobbs Ferry does pay some employees (e.g., maintenance workers and laborers) reduced salaries for the first years of employment, but Hastings-on-Hudson also follows a similar policy for its laborers. Any consolidation would require a consideration of whether probationary periods should remain.

Grievance Process

The grievance process differs between the two contracts. Whereas grievances can be reported up to 60 days from the incident in Dobbs Ferry, grievances in Hastings-on-Hudson must be reported within five days of occurrence. In Hastings-on-Hudson, the union and the Department Head meet within seven days, and provide a written report five days thereafter. If no agreement is reached within five days, the matter is submitted for arbitration. Dobbs Ferry's timeline provides that the incident first be reported to the Shop Steward, and if no agreement is reached within 10 days, the

issue moves to the Department Head. If it remains unsettled, it moves to the Administrator of the village, and finally to arbitration. These policies would need to be reconciled in any consolidation.

Compensation

Base Salary

Exhibit 3, Part B compares the starting salaries listed by position for both villages. To a considerable extent, Hastings-on-Hudson and Dobbs Ferry employ different classes of employees. There are only two job titles used by both villages (laborers and heavy motor equipment operators) that allow direct comparison of base salaries.

Table 3: Comparison of Positions between the Villages

	Hastings-on-Hudson	Dobbs Ferry
Laborer	Laborer 3 (new hire): \$32,505 Laborer 2 (after 1 year): \$50,836 Laborer 1 (after 2 years): \$63,973	Starting Laborer: \$41,525 Laborer (after 2 years): \$71,024
Heavy Motor Equipment Operator	Heavy Motor Equipment Operator 1 (Street Sweeper): \$70,473 Heavy Motor Equipment Operator 2 (CDL License Required): \$69,063	Heavy Motor Equipment Operator: \$76,597

Further analysis of consolidation scenarios should consider tradeoffs between productivity and expense of the varying classes of employees to determine the combination that provides the most value and minimizes duplication.

Annual Increases

Dobbs Ferry provides a more generous annual increase to all employees covered by the CBA; by the end of FY2012, Dobbs Ferry employees received a 2 percent increase every year (FY2011, FY2012 and FY2013), as opposed to Hastings-on-Hudson employees who received only 1.25 percent in FY2011, followed by 2.25 percent in FY2012. Although the FY2012 payment by Hastings-on-Hudson was larger than 2 percent, it did not offset the smaller increase provided in FY2011, and results in a smaller overall increase over the life of the CBA. The annual average change for Dobbs Ferry of 2 percent outweighs that of Hastings-on-Hudson at 1.75 percent.

Bonuses & Longevity Rates

Hastings-on-Hudson offers bonuses to employees for fewer consecutive years of services (five years) than Dobbs Ferry (ten years), but after Dobbs Ferry employees reach ten years of service, they receive a longevity salary increment every year. This is more generous than Hastings-on-Hudson's practice of granting bonuses only on certain anniversaries. When both are discounted at a 5% rate, the present value of Hastings-on-Hudson's bonus payments is \$2,166.63, as compared to a present value of \$9,666.40 for Dobbs Ferry.

Work Schedules

Length of Day, Recycling Compensation & Incentive Payments

While overtime is essentially managed the same way in both villages, they differ in the length of workdays required for sanitation workers. In Hastings-on-Hudson, during the last two days of the week, sanitation workers are permitted to end their workdays as soon as their work is completed. Those who work on Thursday or Friday on recycling collection receive \$68 per day and are eligible for increased overtime payments. There is no recycling incentive program in Dobbs Ferry, but sanitation workers may end their workdays as soon as their work is completed five days per week according to DPW policies (not the CBA). Sanitation workers who have completed their shifts represent a salaried workforce available for other projects; adopting or changing this policy would have significant repercussions for the efficiency and productivity of the departments.

Leave

Overall, Hastings-on-Hudson provides slightly more days of leave than Dobbs Ferry. Specifically, this is allocated as follows:

- **Sick Days:**
 - **Accrual** Employees in both villages accrue sick leave at one day per month of continuous employment. Dobbs Ferry employees can use five of those days to care for a sick family member; Hastings-on-Hudson does not have a limit.
 - **Payout:** In Hastings-on-Hudson, employees receive payouts for sick days both annually and upon retirement. Upon retirement, they can receive a payout for up to 215 unused sick days. They will receive \$30/day for the first 165 days, and then \$45/day for the remainder. This benefit accrues to an employee's spouse if the employee is deceased.
- **Bereavement:** Dobbs Ferry does not have a specific bereavement leave policy; days are deducted from employee's personal time allotment. Their delimitation of relatives is more expansive.
- **Holidays:** The two villages recognize all of the same holidays except birthdays, which only Dobbs Ferry recognizes. For employees working on these holidays, Dobbs Ferry pays all

employees at twice normal rate, whereas in Hastings-on-Hudson, holiday work is paid at time and a half except on Christmas, Easter, Thanksgiving and New Year's Day.

- **Vacation:** This category of leave is very similar between the two villages.

Medical Coverage

In Hastings-on-Hudson, employees contribute \$500 per year for family coverage and \$300 per year for individual coverage. If employees waive coverage because of an alternate plan, they are reimbursed \$1,000 per year for individual and \$2,000 for family. In Dobbs Ferry, employees hired before September 1, 2012 pay 2 percent of their annual base salary for annual coverage, until they reach 20 years of service. Given that all employees of Dobbs Ferry's DPW were hired before 9/1/2012, their average contribution is \$1,338 (excluding foremen). Employees hired after 9/1/12 pay 10 percent of the premium.

Retirement:

Medical Coverage in Retirement

Hastings-on-Hudson's policy does not require employees to contribute to the premium, while Dobbs Ferry's requires employees not grandfathered into the current contract to do so. In Hastings-on-Hudson, the village pays 100 percent of premium for NYS Government Employees Health Insurance Plan for those who retire after 1978 after 20 years of service. This excludes dependents who have comparable coverage as well as retirees who have coverage through other employment. In Dobbs Ferry, the village pays 100 percent of premium for retirees hired prior to 10/1/12, but retirees hired after that date must pay 10 percent of the annual premium.

Pension

Both villages participate in Section I-75 of the New York State and Local Employees' Retirement System. Essentially, the section provides that employees who retire with 20 or more years of service will receive a pension equal to 1/50th of their final average salary (defined as the average of their three highest consecutive years of earnings) for each year of service credit.¹

Employees of both villages are enrolled in section 41-j of NYS Retirement System, which offers credit for unused, unpaid sick leave days at retirement. To be eligible for this benefit, employees must retire directly from public employment or within a year after separating from service. In Dobbs Ferry, if employee elects to use his sick days for retirement credit via 41-j, he will not receive payout for them.

Workers' Compensation

Consolidation may change workers' compensation insurance premiums for the two villages. The New York State Insurance Fund (NYSIF) bases premium charges on assumed risk depending upon: employer's industry type, remuneration, prior claims history, and/or the potential liability

for future claims.ⁱⁱ Thus, if the consolidation and staffing changes alter NYSIF's impression of the villages' risk and potential liability for future claims, Worker's Compensation premiums after consolidation could differ from the simple sum of each village's pre-consolidation expense. It may be prudent to request a quote from NYSIF prior to consolidation (or for different consolidation scenarios) to assess the probability and magnitude of a premium change.

Inclusion in CBA

It is interesting to note that both villages have workplace policies not articulated in their CBAs. For example, Hastings-on-Hudson's discipline policy is not included in the CBA, nor is Dobbs Ferry's early dismissal policy (in fact the, Dobbs Ferry's CBA states that work hours are eight hours each day, five days per week). Though these may not have financial repercussions, any consolidation plan must account for the potential benefits and consequences of explicitly including such policies in the CBA.

IV. Hastings-on-Hudson Resident Survey Analysis

Overview

The Capstone Team analyzed the results from a January 2014 survey of 513 Hastings-on-Hudson residents. The survey, which was created and administered by Yale University, gauged resident opinions on the quality of public works services in the village and on the potential consolidation of the DPW with Dobbs Ferry. 513 residents responded to the survey, comprising approximately 9 percent of Hastings-on-Hudson residents. More than 97 percent (502) of those who participated completed the questionnaire online, although approximately 2 percent (11) completed physical survey forms at the Hastings-on-Hudson Library and Community Center. Exhibit 4 provides visualizations for key findings; highlights are outlined below.

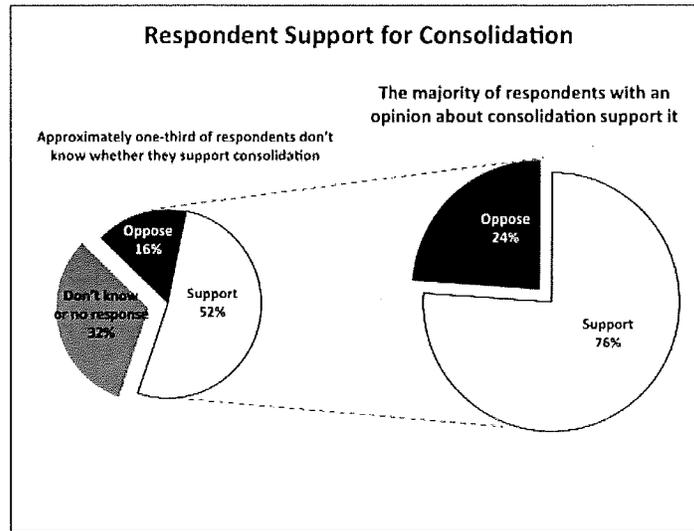
Satisfaction with current Hastings-on-Hudson DPW services

The survey examined Hastings-on-Hudson residents' satisfaction with services provided by the DPW in the following categories: recycling and trash collection, streets, sidewalks, street signs/traffic signals, snow removal-major streets, snow removal-neighborhood streets, spring and fall brush and leaf pick up. The survey results revealed that most residents (83 percent) are satisfied with recycling and trash collection by the DPW, but maintenance of village streets and sidewalks received the highest number of dissatisfied ratings (25 percent of respondents said they were dissatisfied or very dissatisfied with the service in this area.. The majority (71 percent) of residents who completed the survey believed that consolidation was a favorable option if it saves taxpayers money. One respondent stated, "There is simply no reason for us not to share services where we can save money and taxes as long as it is done intelligently, thoughtfully and so that we can save significant money since our property taxes have risen so substantially in the past few years. I completely support this consolidation initiative." It is evident that survey respondents are in favor of consolidating DPW services with Dobbs Ferry as long as quality of services remains the same and they are provided efficiently.

Reactions to consolidation

The Capstone Team identified through its analysis that more than three-quarters (76 percent) of respondents who had an opinion supported the consolidation effort, with two-thirds (66 percent) being in favor of it as long as the quality of services stays the same. It is important to note that many residents selected the "don't know" response or refused to respond (across all questions), so survey results indicating preferences or opinions do not necessarily capture the feeling of all residents, who may or may not have developed final opinions about the prospect of consolidation.

Figure 1: Hastings-on-Hudson Resident Support for Consolidation



Challenges

A number of external factors impacted the outcomes of the survey for which the Capstone Team could not control. The findings gathered from the resident survey represent a small fraction of those served by the DPW, and only among those people who are interested enough in the DPW functions to complete a voluntary survey. The majority of survey responses were collected electronically, thus also limiting the scope of residents' participation mostly to those in the email distribution list and with internet access. Finally, without survey data from Dobbs Ferry, this presents only a partial picture of the feelings of residents who will be impacted by the consolidation. Had both villages participated in the survey, the findings would have been more comprehensive and indicative of the differences and similarities in satisfaction levels of the respective villages' DPWs.

V. Hastings-on-Hudson DPW Site Redevelopment Analysis

Introduction

The Capstone Team conducted an analysis of redevelopment options of the land that currently houses the Department of Public Works facility and four adjacent parcels of land (collectively, “the Site”). Together, these parcels offer 3.052 acres that may be redeveloped. The Site is not currently located in a flood zone and has no known environmental issues, although further study is needed to determine if the Site has been affected by the nearby Hastings-on-Hudson Waterfront site. If the Site is suitable for redevelopment, the parcels will need to be rezoned to permit residential use.

Five community needs were used to guide the analysis of redevelopment options for the site: additional housing for purchase, additional senior housing, additional rental housing, affordable housing, and a long-term development plan for the Waterfront site. Based on these needs, the Capstone Team analyzed three redevelopment options for the site: 1) assisted living facility, 2) condominiums, and 3) multifamily. The condominium and multifamily options have subcategories that have also been considered.

Analysis of Existing Development

Definition of the Site

The Site consists of six contiguous parcels of land. The parcels are located at the base of a hill, which makes portions of several of the parcels undevelopable. An overview of the developable portions of the parcels is provided in the table below:

Table 4: Six Parcels of the Site

Parcel ID	Description (Owner)	Current Zoning	Maximum Lot Depth (ft.)	Southside Frontage (ft.)	Total Area (acres)
4.70-52-56	Vacant Land (MTA)	Limited Industrial (LI)	111.00	269.00	.661
4.100-93-12	DPW Garage (Village)	Limited Industrial (LI)	94.16	306.40	.757
4.100-93-14	DPW Storage (Village)	Limited Industrial (LI)	100.00	126.00	.290
4.100-93-15	Car Storage (Dosin’s Lawn Service)	Limited Industrial (LI)	100.00	169.60	.389
4.100-93-16	Car Storage (Dosin’s Lawn Service)	Limited Industrial (LI)	101.00	120.00	.311
4.100-93-6	Vacant Land (Village)	Public Park, Recreation, and Playground (PR)	101.00	280.7	.644
Totals:			1,145.7	3.052	

Location and Access

The Site is located in the southwestern portion of the village and runs along Southside Avenue, a local road. The parcels are situated at the bottom of a hill that leads up to Warburton Avenue, which is a major arterial road. The area east of the Site (along Warburton Avenue) is primarily residential, with a mix of single-family, condominium, and townhouse developments. The area north of the Site features a small commercial development and several condominiums. The Metro North Railroad Hastings-on-Hudson station is also located directly north of the Site on Southside Avenue. The Metro North railroad tracks are located immediately west of the Site. West of the railroad tracks is the 28-acre Waterfront site. The area south of the Site is largely undeveloped.

Southside Avenue provides the only means of vehicular access to the Site. Because Southside Avenue turns into a pedestrian path south of the Site, the means of ingress and egress is restricted to the northern end of the Site. A bridge at the southern end of the Site that formerly provided vehicular access to the Waterfront has fallen into disrepair and is not currently fit for use. There are two means of pedestrian access to the Site: the trail that turns into Southside Avenue and a staircase that runs up the hill to Warburton Avenue.

Environmental Issues

There are no known environmental issues at the Site. The Site is located in close proximity to the Waterfront site, however, which is known to contain several contaminants, including PCBs, copper, beryllium, lead, and zinc. Cleanup of the Waterfront site is currently in progress. Given the proximity of the Site to the Waterfront site, however, it may be necessary to obtain a Phase I environmental assessment for the Site before exploring redevelopment options.

Flood zone

The Site is located 1/10 mile away from the banks of the Hudson River. A flood hazard determination from LPS National Flood found that the Site is not located in a flood hazard area and does not require flood insurance. However, federal flood insurance is available for the area. It should be noted that FEMA is currently redrawing flood zone maps for Westchester County, so it is possible that the flood zone determination for the Site may change.

While the Site is not currently located in a flood hazard area, the effects of climate change may make areas along the Hudson River more prone to flooding, as noted in the village's 2011 Comprehensive Plan. A qualified engineer will need to determine if the Site should be raised prior to redevelopment. Also, any redevelopment of the Site should avoid placing mechanical and electrical systems on the ground floor.

Zoning

Five of the six parcels that compose the Site are currently zoned Limited Industry (LI). This zoning district permits a variety of commercial and light-industrial uses. Residential uses are permitted under this zoning district, with the restriction that only non-residential uses may be the ground floor. Hotels are also allowed under the LI zoning district.

The sixth parcel is zoned Public Park, Recreation, and Playground (PR). This zoning district permits only parks, playgrounds, and recreational areas. Buildings may not be constructed in a PR zoning district without approval by the Board of Trustees.

Community Needs

The Capstone Team used the following community needs to frame the analysis of redevelopment options for the Site:

Additional housing units for purchase

Several realtors in the Hastings-on-Hudson and in Dobbs Ferry have sited a shortage of for-sale housing units in the market. The Site may be an attractive location to develop condominiums or townhouses. Several residential developments are located in close proximity to the MTA North rail line in Yonkers, due south of the Site.

Additional seniors housing and assisted living facilities

Andrus Retirement Community is currently the only assisted living facility in Hastings-on-Hudson. The property is located on Old Broadway, approximately 1/5 mile east of the Site. Strategy 1.6 of the village's 2011 Comprehensive Plan recognizes this shortage of seniors housing options, and recommends that the village consider new models for senior living. Redeveloping the Site as an assisted living facility would increase housing options for elderly village residents and their families.

Additional rental housing

Apartment inventory growth in the Central Westchester submarket has been flat over the past three years. The village itself contains few large-scale apartment communities. The Site provides an opportunity to expand rental housing options in the village.

Affordable housing

Affordable housing is an important need in both the village and in Westchester County. As outlined in the Hastings-on-Hudson *Comprehensive Plan*, the County set a goal of 100 new affordable housing units for the village in 2004 to be developed by 2015, but only 18 had been provided as of 2011. The village was included in the 2012 settlement of an affordable housing discrimination lawsuit against the County. Redeveloping the Site as affordable housing will help the County meet an important need.

Long-term redevelopment plan for Waterfront site

The Site is located in close proximity to the 28-acre Hastings-on-Hudson Waterfront. Environmental cleanup at the Waterfront is currently underway. Several studies have been conducted on the redevelopment of the Waterfront, but a final consensus for a long-term plan has not been reached. Uncertainty over redevelopment of the Waterfront may negatively affect the willingness of potential investors to buy property along Southside Avenue.

Redevelopment Option 1: Assisted Living

The Capstone Team analyzed the possibility of redeveloping the Site as an assisted living facility. Based on this analysis, this redevelopment option is not permissible at the Site, but may be economically viable. This section provides a review of the Capstone Team’s analysis.

Zoning Analysis

In order to be redeveloped as an assisted living facility, the Site would have to be rezoned under any of the “R” zoning districts in the zoning code. The “R” zoning districts permit “convalescent homes, homes for the aged and nursing homes not providing general medical care.” The Capstone Team selected the One-Family Residence (R-7.5) District, which allows for the maximum development of an assisted living facility. The tables below provide a description of the development allowed under this zoning district and the required parking.

Table 5: Zoning Requirements for Assisted Living Development

One Family Residence (R-7.5) Districts								
Minimum Lot Size		Minimum Yard				Maximum Building Height		Maximum Building Coverage (% of lot area)
Area (sq. ft.)	Width (ft.)	Front (ft.)	Side (ft.)	Both Sides (ft.)	Rear (ft.)	Stories	Feet	
7,500	75	25	8	20	25	2 ½	35	30%

Table 6: Parking Requirements for Assisted Living Development

Use	Requirement
Hospital, nursing home, sanitarium, convalescent home, home for the aged or philanthropic institutions providing overnight facilities	1 space for each 2 beds, plus 1 space for each employee, plus one space for or each nonemployee medical practitioner or technician regularly practicing in the facility.

Redevelopment of an assisted living facility is unfeasible under the “R” zoning districts, however, due to the additional requirement that any assisted living facility shall be on a site of not less than five acres and the facility shall be at least 75 feet from any street or lot line. Given

that the Site is less than five acres and has a maximum depth of 111 feet, it is not possible to construct an assisted living facility on the Site in conformity with the existing zoning code.

The MUPDD Zoning District also permits assisted living developments. This option is unfeasible for the site, however, because the MUPDD Zoning District requires a minimum site size of seven acres, a minimum front setback of 35 feet, and a minimum rear setback of 50 feet.

Market Surveyⁱⁱⁱ

The National Investment Center for the Seniors Housing & Care Industry (NIC-MAP) reports an improving assisted living market in the New York metropolitan area. Average occupancy in the market was 92.9 percent, an increase of 968 basis points from Q4 2013. The following table provides a summary of the unit mix in the market as of the end of February 2014.

Table 7: Greater New York Assisted Living Unit Mix

Unit Type	Inventory	Occupancy	Average Rent
Studio	291	92.8%	\$5,046
One Bedroom	204	92.2%	\$5,362
Two Bedroom	30	90.0%	\$7,811

The operating expenses for an assisted living facility are a function of patient acuity. Depending on the level of services provided, assisted living facilities can have operating expense ratios as high as 67% of gross income, with payroll accounting for more than half of this total. In order for an assisted living facility to be economically viable at the Site, the operator must be able to charge monthly rents high enough to cover the level of services required by residents. This will likely require that the majority of residents be private-payers, as opposed to Medicaid recipients.

NIC-MAP monitors five assisted living facilities in Westchester County. The following properties serve as a comparable set to a potential assisted living redevelopment at the Site:

Table 8: Assisted Living Comparable Properties – Westchester County

Project Name	Location	Year Built	Assisted Living Units	Total Units
Ambassador at Scarsdale Assisted Living	Scarsdale, NY	2014	TBD	TBD
Sunrise of Crestwood	Yonkers, NY	2005	61	79
Kensington White Plains	White Plains, NY	2012	53	87
The Bristol Assisted Living at White Plains	White Plains, NY	2013	116	148
The Fountains at RiverVue	Tuckahoe, NY	2000	102	126

There have not been any recent sales of assisted living facilities in Westchester County, meaning that transaction data are not available.

Conclusion

Given the lack of assisted living facilities in Hastings-on-Hudson and the strong market dynamics in the New York metropolitan area, an assisted living facility may be a viable redevelopment option for the Site. The high level of expenses required to operate an assisted living facility will require a sophisticated operator and residents who are not bound by Medicaid reimbursement rates. The construction of an assisted living facility at the Site is unlikely, however, since the Site’s 3.052 acre total is less than the five-acre minimum required by the zoning code. A zoning waiver will be required in order to develop an assisted living facility at the Site.

Redevelopment Option 2: Condominiums

The Capstone Team analyzed the feasibility of the Site supporting a condominium development. This section summarizes the Capstone Team’s analysis of this option.

Zoning Analysis

Several zoning districts permit condominium developments. The Multifamily Residence/Commercial (MR-C) District was selected as the most useful option for redevelopment of the Site because it allows the maximum coverage area. The table below provides a summary of the zoning requirements for the MR-C district:

Table 9: Zoning Requirements for Condominium Development

Multifamily Residence/Commercial (MR-C) Districts								
Minimum Lot Size		Minimum Yard				Maximum Building Height		Maximum Building Coverage (% of lot area)
Area (sq. ft.)	Width (ft.)	Front (ft.)	Side (ft.)	Both Sides (ft.)	Rear (ft.)	Stories	Feet	
2,500	20	30	10	10	0	3	40	80%

Table 10: Parking Requirements for Condominium Development

Use	Requirement
Multifamily dwelling	1 1/4 space per studio/ efficiency unit; 1 1/2 space per 1-bedroom unit; 1 3/4 space per 2-bedroom unit; 2 spaces per 3-or-more bedroom unit.

The MR-C zoning district was chosen over the Multifamily Residence (MR-1.5) District, which permits a maximum building coverage of only 15 percent. The Multifamily Residence (MR-2.5)

District is not feasible for the Site because it requires a front setback of 100 feet and a rear setback of 40 feet. The Multifamily Residence/Office (MR-O) District also permits multifamily developments, but restricts the number of residential units to eight.

Under §295-112.2 of the zoning code, any development of eight or more residential units must set aside at least 15 percent of units for “affordable housing” or “workforce housing.” These units must be indistinguishable from other units in the development and should be distributed evenly among the various floor plans within the development. The units must remain affordable for a period of 100 years after their initial certificates of occupancy are issued.

Market Survey

Several realtors in Hastings-on-Hudson and Dobbs Ferry have cited a shortage of for-sale housing units as an issue in the market. There appears to be strong demand for both townhouses and condominiums in the village. The table below provides a sample of units currently listed for sale in the village. Several of the units are located in 555 and 565 N Broadway, the largest condominium development in the villages. Although many of the properties in the market are old, the units below have been recently remodeled and feature appliances, flooring, and fixtures comparable to new construction.

Table 11: Condominium Units for Sale in Hastings-on-Hudson

Project Name	Year Built	Asking Price	Size (sq. ft.)	Price/sq. ft.
555 Broadway #1I	1952	\$241,500	835	\$289.22
555 Broadway #1J	1952	\$183,750	685	\$352.55
555 Broadway #6H	1952	\$239,400	867	\$276.12
565 Broadway #2E	1952	\$241,000	851	\$283.19
100 Clarewood Drive #3-J	1925	\$209,000	777	\$268.98
100 Clarewood Drive #4-G	1930	\$199,000	744	\$267.47
Average:				\$289.59

Conclusion

A real estate developer or an architect should be consulted about the size of the development that may be built on the Site. Once a prospective square footage has been determined, this total should be multiplied by the average price per square foot for condominium developments in the village to arrive at an approximate value for the redevelopment. This value will likely be adjusted for the limited access to the site and its proximity to the MTA North railroad tracks.

Redevelopment Option 2a: Affordable Condominiums

The Site may also be redeveloped as condominiums that are sold to residents whose income qualifies them to receive the affordable housing benefit. As with the market-rate option, the MR-C zoning district provides the maximum development for this option. In order to qualify for affordable housing, households must earn no more than 80 percent of the area median income (AMI). Also, the annual housing cost of condominium units—including common charges, principal, interest, taxes and insurance—must not exceed 33 percent of 70 percent of the AMI, adjusted for household size.

According to the most recent data provided by the Department of Housing and Urban Development, the AMI for Westchester County was \$104,200 for a family of four. This yields an 80 percent maximum of \$83,400. Based on these data, the current maximum affordable housing cost for residents of the village (33 percent of 70 percent of AMI) is \$2,005.85 per month.

Redevelopment Option 3: Multifamily Rental

The Capstone Team studied the feasibility of redeveloping the Site as a rental apartment community. The development would physically be the same as a condominium, except that the units would be leased instead of owned by residents. This section provides a summary of the multifamily redevelopment option.

Zoning Analysis

Multifamily properties and condominiums are subject to the same standards under the zoning code. The MR-C zoning district was selected as the most useful for a multifamily development because it allows the greatest possible development of the site. A summary of the MR-C zoning district is provided below.

Table 12: Zoning Requirements for Multifamily Development

Multifamily Residence/Commercial (MR-C) Districts								
Minimum Lot Size		Minimum Yard				Maximum Building Height		Maximum Building Coverage (% of lot area)
Area (sq. ft.)	Width (ft.)	Front (ft.)	Side (ft.)	Both Sides (ft.)	Rear (ft.)	Stories	Feet	
2,500	20	30	10	10	0	3	40	80%

Table 13: Parking Requirements for Multifamily Development

Use	Requirement
Multifamily dwelling	1 1/4 space per studio/ efficiency unit; 1 1/2 space per 1-bedroom unit; 1 3/4 space per 2-bedroom unit; 2 spaces per 3-or-more bedroom unit.

Market Survey^{iv}

A survey of the multifamily housing market in Hastings-on-Hudson was conducted through Reis, a preeminent national commercial real estate research firm. Hastings-on-Hudson is part of the Central Westchester submarket, as defined by Reis. Central Westchester is part of the Westchester County market, an affluent northern suburb of New York City. Manhattan is the main economic driver for Westchester County and the entire Lower Hudson Valley Region.

Reis reports that Westchester, Putnam, and Rockland Counties County have limited prospects for growth in their housing stocks due to limited land and strict zoning codes. Inventory growth for apartment units has been weak in recent years, with no new units being added in the market since in 2011. As a result of limited housing supply, the vacancy for multifamily units in Central Westchester has declined steadily since 2009, ending 2013 at 4.2 percent. The following table provides a summary of vacancy rates by property age in Central Westchester as of Q4 2013.

Table 14: Central Westchester Multifamily Vacancy by Year Built

Year Built	Vacancy Rate
Pre-1970	2.4%
1970-1979	2.6%
1980-1989	1.9%
1990-1999	2.4%
2000-2009	4.9%
Post-2009	14.2%

As a result of low vacancy, asking rents in the submarket have increased each quarter since late 2009. The table below provides a summary of asking rents in the Central Westchester submarket as of Q4 2013.

Table 15: Central Westchester Unit Mix

Unit Type	Average Asking Rent	Average Size (sq. ft.)	Average Rent (per sq. ft.)
Studio/Efficiency	\$1,845	575	\$3.21
One-bedroom	\$2,017	749	\$2.69
Two-bedroom	\$2,861	1,105	\$2.59
Three-bedroom	\$4,154	1544	\$2.69

The sales listed below have closed in the Central Westchester submarket over the past year. The properties involved in the transactions are comparable to any potential redevelopment of the site. These transactions can serve as a basis of valuing the redevelopment of the site as an apartment property.

Table 16: Recent Multifamily Sales in Central Westchester

Project Name	Location	Total Units	Price per Unit	Cap Rate	Sale Date	Year Built
140 Hartsdale Avenue	Hartsdale	79	\$215,190	6.8%	Q4 2013	1970s
Monarch Tower I @ Ridge Hill	Yonkers	90	\$294,712	7.9%	Q3 2013	2007
25 Martine Avenue	White Plains	124	\$274,194	5.3%	Q2 3013	1985

Conclusion

A real estate developer or architect should be consulted about the size of the multifamily development that may be built on the site. Once the number of has been determined, market data may be used to determine income, vacancy, and operating expenses values for the property. Using this information, a pro forma net operating income can be derived for the property. This net operating income should be divided by the appropriate capitalization rate to derive a value for the property.

Redevelopment Option 3a: Affordable Multifamily

The Site could also be redeveloped as an apartment complex that caters to residents who qualify for affordable housing. The zoning requirements for an affordable multifamily redevelopment would be the same as the zoning for a market-rate redevelopment. In order to qualify, households must earn no more than 60 percent of the AMI. Also, the annual housing cost for the leased unit (defined as rent plus utilities) must be no greater than 30 percent of 60 percent of AMI. This requirement may be adjusted for household size. Based on current data provided by HUD, the current maximum affordable rent in Westchester County is \$1,563 per month.

Analysis of this redevelopment option should be undertaken in partnership with Hastings-on-Hudson’s Affordable Housing Committee and in adherence to the Affordable Housing Policy adopted in 1997.

Redevelopment Option 3b: Age-Restricted Multifamily

Another option would be to redevelop the Site as an age-restricted apartment complex. The zoning requirements for such a development would be the same as the zoning for a market-rate or affordable housing development. Under HUD regulations, a property may be seniors housing

if either: 1) all occupants are above the age of 62 or 2) at least 80 percent of units are occupied by at least one resident who is 55 or older. It would also be possible to set an affordability requirement on an age-restricted multifamily development, further enhancing its social value to the village. Park Terrace Apartments in Yonkers (approximately 4.5 miles south of the Site) is an apartment community that serves residents 62 years and older who meet affordable housing requirements. This property could serve as a model for any seniors' redevelopment on the Site.

Ownership Options for Site Redevelopment

The village currently owns three of the six of parcels that comprise the Site. Two of the village-owned parcels are contiguous, and offer a total of 1.047 acres that may be developed. The village also owns the southernmost of the parcels, which is .644 acres. The two parcels that separate the village-owned parcels are owned by Dosing's Towing, a local towing company. The MTA owns the northernmost of the parcels, and has stated in the past that it would deed the land to the village if needed for redevelopment.

Whether the village is able to assemble these six acres for redevelopment, ownership of the redevelopment will be an important issue. The village's options for ownership include selling the Site to a developer or retaining ownership and leasing the land. Based on conversations with industry professionals, the most beneficial option for the village would be to enter into a 99-year lease with the developer of the Site. At the end of the lease term, control of the Site would revert back to the village. A 99-year lease would benefit the village, which would retain fee ownership of the land and may structure the lease to retain some control over its development. The tenant (developer) would benefit from a significant reduction in up-front development costs, since there will be no need to purchase the land for development.

VI. Conclusion

Rising property taxes in the villages of Hastings-on-Hudson and Dobbs Ferry result in public pressure for local governments to reduce costs and improve efficiency. The village of Hastings-on-Hudson requested a Capstone Team to identify the feasibility of consolidating its Department of Public Works with Dobbs Ferry as a part of a cost consolidation analysis. The Capstone Team's project included three components: analyzing current personnel costs with the two villages' DPWs and comparing their existing Collective Bargaining Agreements; synthesizing the results of a resident survey regarding satisfaction of DPW services and opinions about consolidation; and exploring redevelopment options for the Hastings-on-Hudson DPW site. This report offers recommendations to guide further discussion between the two communities in moving forward with the consolidation plans, and can be used to decide what changes are most critical for the neighboring villages DPWs, cost-effective and feasible to implement.

VII. Exhibits

ⁱ New York State and Local Employee's Retirement System, "Your Retirement Benefits." New York State Office of the Comptroller. July 2013. http://www.osc.state.ny.us/retire/word_and_pdf_documents/publications/1800s/1835-general-prs.pdf

ⁱⁱ New York State Insurance Fund, "Components of Worker's Compensation Premium."

http://ww3.nysif.com/Workers_Compensation/Policyholders/About_WC_Premium_and_Billing/Components_of_WC_Premium.aspx

ⁱⁱⁱ NIC MAP Property Advisor Report 4Q 2013, retrieved February 25, 2014.

^{iv} Reis Apartment Report, Market: Westchester, Submarket: Central Westchester, retrieved February 25, 2014.

Exhibit 1, Part A

Summary of Personnel Costs - Hastings-on-Hudson

DATE	HIRE	EMPLOYEE NAME	EMPLOYEE POSITION	ANNUAL SALARY	FR TAX	DENTAL	WC	PENSION	HEALTH INS	LIFE INSURANCE	TOOL ALLOW.	UNIFORM	LONGSEVLT	COST PER EMPLOYEE
12/27/81		1 Dwyer	LEAD MECHANIC	\$ 84,654.00	\$ 0.08	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 137,967.01
10/23/80		2 Piccolillo	HEAVY MOTOR EQUIP OI	\$ 70,472.00	\$ 5,627.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 132,435.82
10/20/77		3 Cammisio	HEAVY MOTOR EQUIP OI	\$ 60,063.00	\$ 5,352.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 130,912.72
4/29/86		4 Sankel	HEAVY MOTOR EQUIP OI	\$ 60,063.00	\$ 5,352.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 130,912.72
10/31/80		5 Sankel	HEAVY MOTOR EQUIP OI	\$ 60,063.00	\$ 5,352.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 129,912.72
6/15/87		6 Woods	SKILLED LABORER	\$ 68,167.00	\$ 5,293.26	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 117,785.05
9/1/78		7 Hess	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 115,415.53
7/15/87		8 McQuirk	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 115,415.53
2/1/88		9 McQuirk	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 115,415.53
7/21/81		10 Osborn	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 115,415.53
10/29/90		11 Bagini	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 102,891.85
10/24/90		12 Savino	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 102,891.85
7/23/94		13 Tolstson	LABORER 1	\$ 63,973.00	\$ 5,117.84	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 102,891.85
7/25/86		14 Gumber	SUPERINTENDENT	\$ 114,653.00	\$ 9,932.24	\$ 1,881.60	\$ 4,221.43	\$ 19,642.86	\$ 20,578.80	\$ -	\$ -	\$ -	\$ -	\$ 180,509.93
2013		ALL EMPLOYEES	RECYCLING	\$ 624,689.00	\$ 50,151.2	\$ 23,935.68	\$ 591,000.00	\$ 275,000.00	\$ 265,462.56	\$ -	\$ -	\$ -	\$ -	\$ 90,802.85
		TOTALS	OVERTIME	\$ 84,076.71	\$ 6,736.14	\$ 23,935.68	\$ 591,000.00	\$ 275,000.00	\$ 265,462.56	\$ -	\$ -	\$ -	\$ -	\$ 1,862,803.97

From 2012-2013 Accruals

ACCOUNTS	OT TOTALS
Street Maintenance	\$ 8,980.95
Central Garage	\$ 871.44
Snow Removal	\$ 53,993.49
Refuse	\$ 9,611.83
Leaves	\$ 1,409.00
Saturday Landfill	\$ 9,210.00
TOTAL	\$ 84,076.71

Summary of Personnel Costs - Dobbs Ferry

***BASED ON 2013

HIRE DATE	EMPLOYEE NAME	EMPLOYEE POSITION	ANNUAL SALARY	PA TAX	DENTAL	VAC	EMPSON	HEALTH INS	LIFE INSURANCE	TOOL ALLOW.	UNEMP.	LONGEVITY	COST PER EMPLOYEE
10/29/80	1 STEPHANIC, ROBERT	AUTO MECHANIC	76,283.00	6,238.54	1,416.88	2,413.60	16,350.18	18,677.30	1,140.00	500.00	565.00	1,300.00	125,996.60
10/19/85	2 BRENETT, BRUCE	LEAD MAIN AUTO MECH	81,659.00	6,593.22	1,416.88	2,231.43	16,454.93	18,607.16	1,140.00	500.00	565.00	1,300.00	130,460.32
3/26/89	3 GARDNER, GARY	GENERAL FOREMAN	88,800.00	6,705.50	953.60	2,398.42	17,602.20	18,428.73	1,140.00	500.00	565.00	1,300.00	131,212.55
8/19/87	4 MOTH, DENNIS	LABORER 2	73,800.00	5,884.80	953.60	2,280.56	15,447.80	18,814.44	1,140.00	500.00	565.00	1,300.00	118,953.91
4/19/99	5 WILLIAMS, GEORGE	LABORER AT	71,000.00	5,681.52	1,416.88	2,201.74	14,915.04	18,293.45	1,140.00	500.00	565.00	1,300.00	116,862.21
7/19/88	6 LESTER, MARK	MOTOR REQUIPT. OPP	70,800.00	5,724.48	1,416.88	2,295.74	15,511.76	18,293.45	1,140.00	500.00	565.00	1,300.00	118,953.91
3/19/80	7 BRUCI, JEAN	MOTOR REQUIPT. OPP	74,050.00	5,934.48	1,416.88	2,295.74	15,511.76	18,293.45	1,140.00	500.00	565.00	1,300.00	120,622.21
7/19/88	8 CASINO, ROBERT	LEAD MAIN MECH (ELC)	81,659.00	6,593.22	1,416.88	2,231.43	16,454.93	18,607.16	1,140.00	500.00	565.00	1,300.00	125,996.60
3/21/88	9 TREZZA, STEPHEN	PAINT FOREMAN	76,597.00	6,137.72	1,416.88	2,374.51	16,065.37	18,293.45	1,140.00	500.00	565.00	1,300.00	117,850.11
6/19/06	10 GARDNER, DANIEL	LABORER A	65,740.00	5,261.92	936.64	2,038.99	11,115.81	17,992.56	1,140.00	500.00	565.00	1,300.00	113,368.88
4/27/11	11 KAYAK, RICHARD	MOTOR REQUIPT. OPP	74,050.00	5,934.48	1,416.88	2,295.74	15,511.76	18,293.45	1,140.00	500.00	565.00	1,300.00	120,622.21
9/6/84	12 RUCI, VINCENT	MOTOR REQUIPT. OPP	74,050.00	5,934.48	1,416.88	2,295.74	15,511.76	18,293.45	1,140.00	500.00	565.00	1,300.00	120,622.21
8/11/86	13 POWERS, WILLIAM	LABORER AT	71,000.00	5,681.52	953.60	2,201.74	14,915.04	18,814.44	1,140.00	500.00	565.00	1,300.00	118,953.91
9/22/86	14 REBE, THOMAS	LABORER AT	71,000.00	5,681.52	953.60	2,201.74	14,915.04	18,814.44	1,140.00	500.00	565.00	1,300.00	118,953.91
4/1/01	15 BROCCOLI, THOMAS	LABORER AT	71,000.00	5,681.52	953.60	2,201.74	14,915.04	18,814.44	1,140.00	500.00	565.00	1,300.00	118,953.91
11/22/91	16 ANDORRISIO, CHRISTOPHER	LABORER AT	71,000.00	5,681.52	953.60	2,201.74	14,915.04	18,814.44	1,140.00	500.00	565.00	1,300.00	118,953.91
11/22/91	17 RUDOSKI, JOHN	LABORER AT	71,000.00	5,681.52	953.60	2,201.74	14,915.04	18,814.44	1,140.00	500.00	565.00	1,300.00	118,953.91
6/15/82	18 CUNYNER, MARTIN	HEAVY MORT REQUIPT. OPP	76,597.00	6,137.72	1,416.88	2,374.51	16,065.37	18,293.45	1,140.00	500.00	565.00	1,300.00	120,622.21
2013	21 ALL EMPLOYEES	OVERTIME	1,047,724.42	85,982.27	1,416.88	3,351.89	22,570.47	18,702.58	2,394.00	1,000.00	565.00	20,200.00	2,351,179.93
	TOTALS												

ACCOUNT	OT TOTALS
AS101.03	8,483.68
AS161.03	12,479.43
A7101.03	17,317.50
A1640.03	3,601.20
AS1821.03	472.10
AS1421.03	51,822.07
AS1701.03	12,653.64
AS0101.03	649.80
TOTAL	107,478.42

Exhibit 1, Part C

Summary Comparison of Personnel Costs

***BASED ON 2013			
	<u>Hastings-on-Hudson</u>	<u>Dobbs Ferry</u>	<u>Consolidated</u>
Salary	\$ 1,050,836.00	\$ 1,540,246.00	\$ 2,591,082.00
Medical	\$ 265,462.56	\$ 306,016.19	\$ 571,478.75
Dental	\$ 23,935.68	\$ 20,059.44	\$ 43,995.12
Payroll Tax	\$ 90,793.02	\$ 131,817.95	\$ 222,610.97
Workers' Comp	\$ 59,100.00	\$ 51,079.46	\$ 110,179.46
Pension	\$ 275,000.00	\$ 339,238.47	\$ 614,238.47
Life Insurance	\$	\$ 2,394.00	\$ 2,394.00
Overtime	\$ 84,076.71	\$ 107,478.42	\$ 191,555.13
Uniform, tool allow & longevity	\$ 13,600.00	\$ 34,850.00	\$ 48,450.00
Total Per Village	1,862,803.97	2,533,179.93	4,395,983.90
		<u>Combined Total</u>	<u>\$ 4,395,983.90</u>

Exhibit 1, Part E Uniforms, Tools, Longevity: 2013 versus Consolidated Department

	2013				Consolidated Department			
	Tool Allowance	Uniform	Longevity		Tool Allowance	Uniform	Longevity	
12/23/91	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,300.00	
10/23/90	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,300.00	
10/20/97	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,200.00	
4/24/06	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ -	
10/31/00	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,100.00	
6/18/07	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ -	
8/1/98	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,200.00	
7/16/07	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ -	
2/1/08	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,100.00	
7/2/01	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,300.00	
10/29/90	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,300.00	
10/24/90	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,300.00	
7/23/94	\$ -	-	-	\$ -	500.00	\$ 650.00	\$ 1,300.00	
Hastings-on-Hudson								
7/26/86	\$ -	-	13,600.00	\$ -	500.00	\$ 650.00	\$ 13,600.00	
10/20/80	\$ 500.00	\$ 650.00	\$ 1,300.00	\$ 500.00	\$ 650.00	\$ 1,300.00	\$ -	
10/10/06	\$ 500.00	\$ 650.00	\$ 1,300.00	\$ 500.00	\$ 650.00	\$ 1,300.00	\$ -	
12/10/85	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
3/26/89	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
8/3/87	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
4/19/99	-	\$ 650.00	\$ 1,200.00	\$ -	500.00	\$ 650.00	\$ 1,200.00	
5/27/08	-	\$ 650.00	\$ -	\$ -	500.00	\$ 650.00	\$ -	
7/18/94	-	\$ 650.00	\$ 1,200.00	\$ -	500.00	\$ 650.00	\$ 1,200.00	
3/10/80	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
3/21/88	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
6/19/06	-	\$ 650.00	\$ -	\$ -	500.00	\$ 650.00	\$ -	
4/27/11	-	\$ 650.00	\$ -	\$ -	500.00	\$ 650.00	\$ -	
2/1/78	-	\$ 650.00	\$ -	\$ -	500.00	\$ 650.00	\$ -	
9/6/84	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
8/1/86	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
9/22/86	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
4/1/01	-	\$ 650.00	\$ 1,100.00	\$ -	500.00	\$ 650.00	\$ 1,100.00	
7/22/91	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
11/22/99	-	\$ 650.00	\$ 1,100.00	\$ -	500.00	\$ 650.00	\$ 1,100.00	
6/16/82	-	\$ 650.00	\$ 1,300.00	\$ -	500.00	\$ 650.00	\$ 1,300.00	
Total	\$ 1,000.00	\$ 13,650.00	\$ 33,800.00	\$ 1,500.00	\$ 22,750.00	\$ 44,900.00	\$ 69,150.00	
	Total	\$ 48,450.00	Total	\$ 69,150.00				

Summary of Uniform, Tool Allowance, Longevity - 2013 vs. Consolidated Department				
	2013		Consolidated Department**	
	Tool Allowance	Uniform	Tool Allowance	Longevity
Hastings-on-Hudson	\$0.00	\$0.00	\$500.00	\$9,100.00
Dobbs Ferry	\$1,000.00	\$13,650.00	\$1,000.00	\$24,700.00
Category Totals	\$1,000.00	\$13,650.00	\$1,500.00	\$20,200.00
	Total 2013	\$48,450.00	Total consolidated	\$44,900.00

** Dobbs Ferry Uniform, Tool, and Longevity rules applied to existing Hastings-on-Hudson staff

Exhibit 2, Part A
Hastings-on-Hudson
Personal Services Costs by Function - from Budget Status Report*

	2009-2010		2010-2011		2011-2012		2012-2013		2013-14		Average 2009-14
	Actual	% of total	Actual	% of total	Actual	% of total	Actual	% of total	Budget	% of total	
Street Maintenance	\$ 333,329	28.1%	\$ 264,559	23.5%	\$ 139,227	14.5%	\$ 199,118	19.4%	\$ 242,500	24.0%	\$ 235,747
Central Garage	\$ 144,521	12.2%	\$ 144,953	12.9%	\$ 145,563	15.2%	\$ 151,049	14.7%	\$ 148,527	14.8%	\$ 146,983
Snow Removal	\$ 47,210	4.0%	\$ 62,179	5.5%	\$ 11,021	1.2%	\$ 53,993	5.3%	\$ 45,000	4.5%	\$ 43,881
Street Lighting	\$ 31,810	2.7%	\$ 35,213	3.1%	\$ 37,042	3.9%	\$ 42,700	4.2%	\$ 32,000	3.2%	\$ 35,753
Sanitary Sewers	\$ 4,854	0.4%	\$ 6,554	0.6%	\$ 423	0.0%	\$ 2,656	0.3%	\$ 5,000	0.5%	\$ 3,893
Storm Sewers	\$ 19,241	1.6%	\$ 3,741	0.3%	\$ 14,098	1.5%	\$ 6,022	0.6%	\$ 10,000	1.0%	\$ 10,620
Refuse and Garbage	\$ 536,337	45.2%	\$ 540,515	48.0%	\$ 543,860	56.8%	\$ 566,450	55.3%	\$ 525,000	52.1%	\$ 542,432
Street Administration	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -
Public Buildings	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -
Sidewalks	\$ 68,930	5.8%	\$ 68,163	6.1%	\$ 66,503	6.9%	\$ 2,711	0.3%	\$ -	0.0%	\$ 41,261
Street Cleaning	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -
Shade Trees	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ -
Total	\$ 1,186,232	100%	\$ 1,125,877	100%	\$ 957,737	100%	\$ 1,024,679	100%	\$ 1,008,327	100%	\$ 1,060,570

* Does not include superintendent

Exhibit 2, Part B
Dobbs Ferry
Personal Services Costs by Function - from 2013-2014 Adopted Budget

	Actual		Actual		Actual		Budgeted		Budgeted		Average 2009-2014
	2009-2010	% of total	2010-2011	% of total	2011-2012	% total	2012-2013	% total	2013-2014	% total	
Street Maintenance	\$ 419,364	24.2%	\$ 391,748	23.8%	\$ 369,136	24.1%	\$ 275,480	18.4%	\$ 320,596	20.5%	\$ 355,267
Central Garage	\$ 159,086	9.2%	\$ 156,952	9.5%	\$ 156,694	10.2%	\$ 154,669	10.3%	\$ 166,817	10.6%	\$ 158,844
Snow Removal	\$ 68,149	3.9%	\$ 57,527	3.5%	\$ 23,687	1.5%	\$ 55,000	3.7%	\$ 55,000	3.5%	\$ 51,873
Street Lighting	\$ 77,824	4.5%	\$ 78,646	4.8%	\$ 82,720	5.4%	\$ 80,740	5.4%	\$ 86,959	5.5%	\$ 81,378
Sanitary Sewers	\$ 2,941	0.2%	\$ 5,976	0.4%	\$ 2,391	0.2%	\$ 6,000	0.4%	\$ 6,000	0.4%	\$ 4,662
Storm Sewers	Contracted										
Refuse and Garbage	\$ 637,039	36.8%	\$ 598,585	36.4%	\$ 549,480	35.9%	\$ 633,938	42.3%	\$ 683,062	43.6%	\$ 620,421
Street Administration	\$ 215,713	12.5%	\$ 208,690	12.7%	\$ 202,434	13.2%	\$ 207,321	13.8%	\$ 156,300	10.0%	\$ 198,092
Public Buildings	\$ 72,639	4.2%	\$ 68,089	4.1%	\$ 59,982	3.9%	\$ 3,000	0.2%	\$ 3,000	0.2%	\$ 41,342
Sidewalks	Contracted										
Street Cleaning	\$ 79,847	4.6%	\$ 79,578	4.8%	\$ 85,087	5.6%	\$ 80,064	5.3%	\$ 85,897	5.5%	\$ 82,095
Shade Trees	\$ -	0.0%	\$ -	0.0%	\$ -	0.0%	\$ 4,000	0.3%	\$ 4,000	0.3%	\$ 1,600
Total	\$ 1,732,602		\$ 1,645,791		\$ 1,531,611		\$ 1,500,222		\$ 1,567,631		\$ 1,595,571

According to the Dobbs Ferry DPW website, "the Department of Public Works is responsible for the care and maintenance of Village streets, public spaces and buildings, and infrastructure. This includes storm and sanitary sewers, roads, parking lots, streetlights and traffic control signals. Sanitation and recycling services are also provided for: Snow plowing, ice control, street sweeping and leaf pickup are performed."

Exhibit 2, Part C Personal Services Costs by Function - Comparison of Hastings-on-Hudson and Dobbs Ferry

Hastings-on-Hudson Personal Services Costs by Function - from Budget Status Report*				Dobbs Ferry Personal Services Costs by Function - from 2013-2014 Adopted Budget			
	Budget 2013-14	% of total	Average 2009-14		Budgeted 2013-2014	% of total	Average 2009-2014
Street Maintenance	\$ 242,500	24.0%	\$ 235,747	Street Maintenance	\$ 320,596	20.5%	\$ 355,267
Central Garage	\$ 148,827	14.8%	\$ 146,983	Central Garage	\$ 166,817	10.6%	\$ 158,844
Snow Removal	\$ 45,000	4.5%	\$ 43,881	Snow Removal	\$ 55,000	3.5%	\$ 51,873
Street Lighting	\$ 32,000	3.2%	\$ 35,753	Street Lighting	\$ 86,959	5.5%	\$ 81,378
Sanitary Sewers	\$ 5,000	0.5%	\$ 3,893	Sanitary Sewers	\$ 6,000	0.4%	\$ 4,662
Storm Sewers	\$ 10,000	1.0%	\$ 10,620	Storm Sewers	\$ -	-	\$ -
Refuse and Garbage	\$ 525,000	52.1%	\$ 542,432	Refuse and Garbage	\$ 683,062	43.6%	\$ 620,421
Street Administration	\$ -	0.0%	\$ -	Street Administration	\$ 156,300	10.0%	\$ 198,092
Public Buildings	\$ -	0.0%	\$ -	Public Buildings	\$ 3,000	0.2%	\$ 41,342
Sidewalks	\$ -	0.0%	\$ -	Sidewalks	\$ -	-	\$ -
Street Cleaning	\$ -	0.0%	\$ 41,261	Street Cleaning	\$ 85,897	5.5%	\$ 82,095
Shade Trees	\$ -	0%	\$ -	Shade Trees	\$ 4,000	0.3%	\$ 1,600
Total	\$ 1,008,327		\$ 1,060,570	Total	\$ 1,567,631		\$ 1,595,571

* Does not include superintendent

According to the Dobbs Ferry DPW website, "the Department of Public Works is responsible for the care and maintenance of Village streets, public spaces and buildings, and infrastructure. This includes storm and sanitary sewers, roads, parking lots, streetlights and traffic control signals. Sanitation and recycling services are also provided for. Snow plowing, ice control, street sweeping and leaf pickup are performed."

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
ADMINISTRATION				
Effective Dates	June 1, 2010 - May 31, 2013	June 1, 2010 - May 31, 2014	DF agreement lasts for 1 year longer than HOH. HOH is expired.	None
Covered Employees	All full time employees are covered. Not covered include: general foreman, part time, seasonal, confidential or white collar employees	Majority of blue collar employees; all job titles in Appendix A	Unclear how each Village defines blue/white collar	Potentially, depending on how each Village defines blue/white collar
Probationary Period	New hires are on probation for first 26 weeks. Employees receive all benefits (and if hired, their original hire date applies as their start date) but Village has right to fire them without Union grievance. Probationary periods also apply for promotions; employees have 26 weeks of probation at new salary.	For first year of employment, all employees except Starting Laborer or Starting Maintenance worker are paid \$1,000 less than what appears on Schedule A	HOH has probationary period, DF does not. Both pay less to new hires.	Yes
Sign up period	Employees must sign up within 30 days of employment, or else must pay same amount as union fees	No mention	DF agreement covers the Village obligations to pay union dues, but not employee obligation to join	None
Fee collection	Fees will be paid to union within 10 days	Fees will be paid to union within 15 days	HOH pays fees more quickly	Yes
No Strike	Union agrees not to have right to strike	No mention	HOH pays faster.	Potentially
Grievance	Must be reported with in 5 days to Department Head, union meets with Department Head within 7 days and provides write up within 5 days, then arbitration (with specific restrictions)	Incident must be reported within 60 days; report first to Shop Steward then Department Head then Administrator of Village then to arbitration, for which Union and Village split the costs	HOH timeline is faster.	None
Zipper Clause	Included	No mention	DF does not mention.	None

COMPENSATION	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
Salaries	Range from \$32,505 to \$94,854 by end of contract (see Part B)	Range from \$41,525 to \$83,820 by end of contract; except for Starting Laborer and Starting maintenance worker, all salaries will be \$1,000 less than listed in Schedule A for first year of employment (see Part B)	HOH and DF generally employ workers of different employment classifications/job descriptions. The only job titles in common are Laborers and Heavy Motor Equipment Operators	Yes
Employee Classifications	By title. Sanitation/recycling employees are the 9 who are assigned to the 3 routes and others temporarily assigned to them	From A to F	See Part 8	Yes
Salary increases	1.25% effective June 1, 2011; 2.25% effective June 1, 2012 Bi weekly	2% effective June 11, 2011; 2% effective June 1, 2012; 2% effective June 1, 2013 Bi weekly	DF increase is more generous. Although the FY12 payment by HOH is larger than 2%, it does not offset the smaller increase provided in FY11, and results in a smaller overall increase over the life of the CBA.	Yes None
Recycling Payments	Each employee working Thursday or Friday on recycling collection will receive \$68 per day. If it requires overtime, base overtime rate will be increased 1/8th of the recycling bonus payment. Bonuses: 5 years - \$875; 10 years = \$975; 15 years = \$1,100; 20 years = \$1,225. These will be paid on anniversary dates	No special compensation package for recycling	HOH has a special policy for recycling. DF does not.	Yes
Longevity rates & Bonuses	15 years = \$1,100; 20 years = \$1,225. These will be paid on anniversary dates	Salary increment granted After 10 years - \$1,100; After 15 years - \$1,200; After 20 years - \$1,300 (all years consecutive)	DF's bonuses are larger, but only begin after 10 years (not 5 as in HOH)	Yes
Salary calculation	Weekly, divide annual salary by 52. Daily, divide by 260	No mention.	DF does not mention.	None
Overtime	Overtime rate is time and a half for any period working more than 8 hours in a day or 40 hours in a week	Time and a half for any time over 8 hours per day, or on days where the employee would have had off. Overtime of more than 4 hours will include a 30 minute paid meal (which continues through all 4 hour periods except the last 4 before duty ends)	Essentially the same	Yes

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
COMPENSATION (continued)				
Holiday	All hours paid at time and a half. On Christmas, Easter, Thanksgiving and New Year's Day, all hours paid at twice normal rates.	Double for all holidays	DF pays a higher rate and does not rank holidays.	Yes
Overtime	Applies during the last 2 days of the week. Sanitation workers are permitted to leave as soon as their responsibilities are completed	No incentive plan listed in contract; however, Dobbs Ferry policy is that sanitation workers are dismissed early 5 days per week as soon as they are done their shift	DF's incentive plan allows for more time off	Yes
Incentive Plan	If an employee is called back, they will be paid the overtime rate for at least 4 hours (even if they work fewer)	If an employee is called back, they will be paid the overtime rate for at least 4 hours (even if they work fewer)	None	Yes
Call backs	rate for at least 4 hours (even if they work fewer)	rate for at least 4 hours (even if they work fewer)	None	Yes
Uniform Allowance	\$620 per year. Village provides laundry service	\$650 per year, paid semi-annually	DF provides more for uniform allowance.	Yes
Work performed at a higher rated job	If worker performs task at higher rated level, he will receive payment for that level unless it was for training	Employees assigned to a higher job classification for any part of a day are paid the full day at the higher rate; for low assigned to lower, they are paid normal rate	Similar.	Yes

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
SICK LEAVE				
Sick leave	Earned at a rate of 1 day per month of continuous service	Earned at a rate of 1 day per month; employees hired prior to 1970 receive an additional allotment of 12 sick days in their sick leave bank	Same rate. DF has a grandfather clause but no one on current staff was hired prior to 1970 so it should be r/a	Yes
Doctor's Note Requirement Usage of sick leave for family illness	Village can demand a physical or a note. A note can be demanded after 1 day and is required after 4 days	Anyone absent for more than 3 days is required to get a physical from a Village-chosen doctor who will provide the results to the Village. Anyone suspected of abuse must be given 30 days notice before note or physical are required. Notes required when employee takes sick leave before/after a holiday.	Both require notes for similar purposes. Different timelines but not vastly so.	None
	Can be used, no number specified	5 days can be used	HOH doesn't specify day limit	None
Sick Leave payout	Max sick leave is 215 days. Payout will be \$30/day for first 155 days, then \$45/day for 165-215. This gets paid to spouses if employee dies	No max sick leave. Payout is \$50/day for first 59 days, \$80/day for days 60-120, and \$120/day for 121 days and over	DF payout is higher.	Yes
Sick leave request	Reported on Village voicemail by 7am. Failure to do so will mean day is charged as vacation and disciplinary action will follow	No mention	HOH has a process; DF does not outline one.	None
Sick Leave Bonus	Village makes cash payments to those who don't use all sick leave. No days taken = 24 hours pay, 1 = 16 hours, 2 = 8 hours, 3 or more = 0 hours. Board of Trustees also can grant an extra 15 days as needed.	No bonus, just cash out	HOH makes cash payments.	Yes

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
HOURS OF WORK	Monday-Friday 7am-3:30pm, except recycling crew which works Mon-Wed 7am-3:30pm and then Thursday/Friday from 7am until their routes are complete. Anyone working sanitation/recycling on Mon/Tues/Wed will be assigned other tasks after their routes are completed until 3:30	Although contract states it's Monday-Friday, 8 hours/day, Dobbs Ferry's actual policy permits early dismissal 5 days per week as soon as work is completed for the day.	DF has an early dismissal all days, HOH has one only for certain workers on certain days.	Yes
Hours of Work	All employees are required to work overtime unless a valid excuse is presented	All employees must be available for emergency overtime works as required by a supervisor, the Mayor or Trustees of the Village	None	None
Overtime	On the basis of seniority within the separate grades	No mention	DF does not mention.	None
Distribution of Overtime	30 minutes unpaid	Entitled to a 30 minute meal break after every 4 hours of overtime; doesn't address meals during normal work hours (assume NYS law)	None	None
Lunch break	2-10 minute paid breaks	No mention	DF does not mention.	None
Coffee Break	Punch in required	No mention	None	None
Time Clock				
HOLIDAYS				
Holidays	(12): New Years, Presidents, MLK Jr, Good Friday, Memorial Day, Independence Day, Labor Day, Columbus Day, Election Day, Veteran's Day, Thanksgiving Day, Christmas Day	(13): New Years, Presidents, MLK Jr, Good Friday, Memorial Day, Independence Day, Labor Day, Columbus Day, Election Day, Veteran's Day, Thanksgiving Day, Christmas Day, Employee's Birthday (can be taken anytime during birth month)	DF has one more holiday: employee birthday. The other 12 are the same.	Yes

LEAVE	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
Bereavement Leave	3 days for immediate family (spouse, child, mother, father, mother-in-law, sister-in-law) and 1 day for any other member.	No specified days. Must be pulled from personal leave. Eligible relatives include: parents, foster parents, parents-in-law, grandparents, spouse, children, step-children, brother, sister, brother-in-law, sister-in-law, any other live-in relative.	DF does not have a specific bereavement leave policy; it is taken from personal time. Their definition of relatives is more expansive.	Yes
Vacation	For employees hired prior to 10/1/73: after 12 months - 10 days; After 5 years - 20 days; After 14 years - 25 days; After 19 years - 30 days (all working days, all service continuous); only applies to full time employees (not seasonal)	After 6 months service - 5 days; After 1 year - 10 days; after 5 years - 15 days; after 10 years - 20 days; After 20 years - 25 days (all working days, all service continuous)	Very similar	Yes
Vacation (continued)	For employees hired after 10/1/73: after 6 months - 5 days; after 12 months - 10 days; After 5 years - 16 days; After 12 years - 21 days; After 20 years - 24 days (all working days, all service continuous) only applies to full time employees	See above		Yes
Vacation scheduling procedure	Preference given to those with seniority; at no time shall 3 employees be on vacation at the same time	Preference given to those with greater seniority 5 days: 3 no excuse needed, final 2 must be for death in immediate family, attendance at college graduation, urgent medical/dental, moving/house closing, etc. Must provide 72 hours notice; cannot be used to extend vacation time. Unused goes to sick accumulation. Personal leave for day after Thanksgiving or day before Memorial/Independence/Labor Day requires supervisor approval	Similar, HOH has limit to how many employees can be on vacation at given time. When considering that bereavement leave is taken out of Personal Leave for DF, HOH policy provides more time away. DF requires more notice and has more restrictions	None Yes
Personal Leave	4 days; requests must be made 48 hours in advance; must not adversely affect operation of department. Unused leave goes to sick leave accumulation			Yes
MEDICAL				
Medical Insurance	Employees contribute \$500 per year for family coverage; \$300 per year for individual; if employee waives coverage (because of an alternate plan), they are reimbursed \$1,000/year for individual and \$2,000 for family	Employees hired prior to 9/1/12 pay 1% of annual base salary for annual coverage, until they reach 20 years of service. Employees hired after 9/1/12 pay 10% (Section 8 - all employees pay 2% regardless of hire date?); Village will offer MEBCO plans plus 2 HMO choices.	Given that all DF employees were hired before 9/1/2012, their average contribution is \$1,338 (excluding foremen) and is more expensive than HOH's \$500 or \$300 per year.	Yes
DENTAL				
Dental Insurance	Village pays 100% of premium for employee and eligible dependents	Will be provided with approval from Village and Union. Employee contributes 15% for employee (and spouse/dependents as applicable)	DF requires employee contribution.	Yes

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
RETIREMENT	Village pays 100% of premium for NYS Government Employees Health Insurance Plan (retire after 1978 and with 20 years of service; excludes dependents who have comparable coverage; excludes retirees who have coverage through other employment)	Village pays 100% of premium for retirees hired prior to 10/1/12. Retirees hired after 9/1/12 (discrepancy with dates) will be able to keep coverage and will have to pay 10% of the annual premium	HOH's policy does not require employees to contribute to the premium, while DF's requires employees not grandfathered into the current contract to do so.	
Retirement	75% of the NYS Retirement System. 2 other provisions will be in place: section 41-j (allowing up to 165 days of sick leave to be used as a retirement credit) and section 60-B (providing a death benefit of 3 times the annual salary up to \$20,000 for employees covered by said retirement plan prior to 7/1/1973)	Awarded in accordance with state's "1/50th Career Retirement Plan" and enrolled in section 41-j of NYS Retirement System. If employee elects to use his sick days for retirement credit via 41-j, he will not receive payout for them	HOH provides section 60-B while DF does not. Both provide 41-j.	Yes
Medical				Yes
Retirement/Pension				Yes

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
DISABILITY				
Disability Insurance	No mention	Village contributes \$100 annually; if the employee chooses a more expensive policy, the employee pays the difference	HOH does not list in CBA	Yes
LIFE INSURANCE				
Life Insurance	No mention	Provides coverage (no employee contribution) in the amount of \$50,000, for employees up to age 70	HOH does not list in CBA	Yes
WORKERS COMPENSATION				
Workers Compensation	No mention	Employee can take up to 6 months leave of absence at full pay if determination of liability is made by NYS WCB. If there is a dispute, payment will not commence until a determination is made. Employee can use accrued sick, personal and vacation days to remain on paid status.	HOH does not list Workers Compensation information in CBA but affirms it has a policy with the New York State Insurance Fund.	Consolidation may change workers' compensation insurance premiums for the two Villages. The New York State Insurance Fund (NYSIF) bases premium charges on assumed risk depending upon: employer's industry type, remuneration, prior claims history, and/or the potential liability for future claims. Thus, if the consolidation and staffing changes alter NYSIF's impression of the Villages' risk and potential liability for future claims, Worker's Compensation premiums could change beyond just the summation of the each Village's expense pre-consolidation.

	Hastings-on-Hudson (HOH)	Dobbs Ferry (DF)	Major Differences	Financial Implications
MANAGEMENT RIGHTS				
New Machinery and Equipment	Village can put into use new equipment	Mechanics receive \$500 for tools annually		Yes
Productivity	Union members agree to maintain high level of productivity	No mention	DF does not mention.	None
Village Rights	Village has all rights to run department except those granted away in bargaining agreement	No mention	DF does not mention.	None
Drug Alcohol Testing	Applies	No mention	DF does not mention.	Yes
Discipline	No mention in contract, but progressive system is in place in which discipline is implemented via a conversation, then a corrective action and then a write-up.	Must be for just cause or employee can file a grievance. Employee can be represented by the union or his own attorney but if it's his own he must pay	HOH does not list in CBA	None

<u>Hastings-on-Hudson (as of 6/1/2012)</u>	Salary	Comparability?	<u>Dobbs Ferry (as of 6/1/2013)</u>	Salary
Lead Mechanic	\$ 84,854		General Work Foreman	\$ 83,820
Mechanic	\$ 81,098		Electrician Foreman	\$ 81,659
Parks Groundskeeper	\$ 58,647		Lead Maintenance Mechanic	\$ 81,659
Skilled Laborer	\$ 66,167		Maintenance Foreman	\$ 76,597
Heavy Motor Equipment Operator 1	\$ 70,473	Comparable to	Heavy Motor Equipment Operator	\$ 76,597
Heavy Motor Equipment Operator 2	\$ 69,063		Motor Equipment Operator	\$ 74,056
			Automotive Mechanic	\$ 77,858
			Assistant Automotive Mechanic	\$ 74,056
			Maintenance Worker II	\$ 73,560
			Laborer - Grade II	\$ 73,560
			<u>Hired prior to 3/1/2002</u>	
			Starting Maintenance Worker	\$ 42,563
			Starting Laborer	\$ 42,563
			<u>After 24 months</u>	
			Maintenance Worker I	\$ 71,024
			Laborer 1	\$ 71,024
			<u>Hired on or after 6/1/2003</u>	
			Starting Maintenance Worker	\$ 41,525
			Starting Laborer	\$ 41,525
			<u>After 24 months</u>	
			Maintenance Worker I	\$ 65,774
			Laborer 1	\$ 65,774
Laborer 3	\$ 32,505	Comparable to		
Laborer 2	\$ 50,836			
Laborer 1	\$ 63,973	Comparable to		

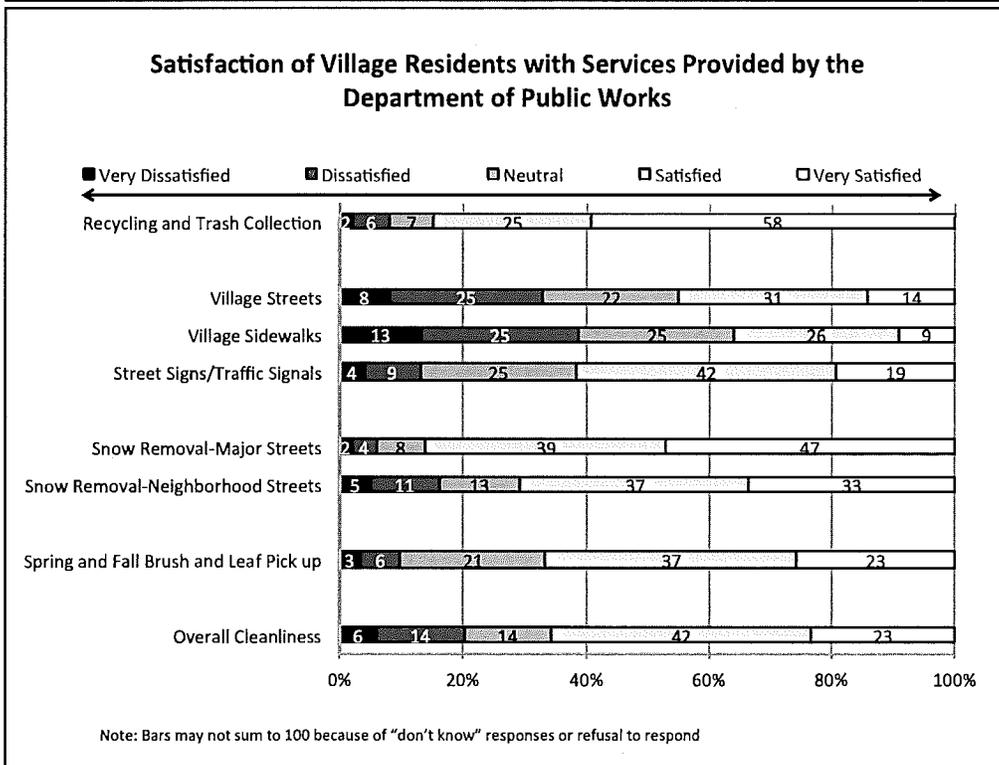
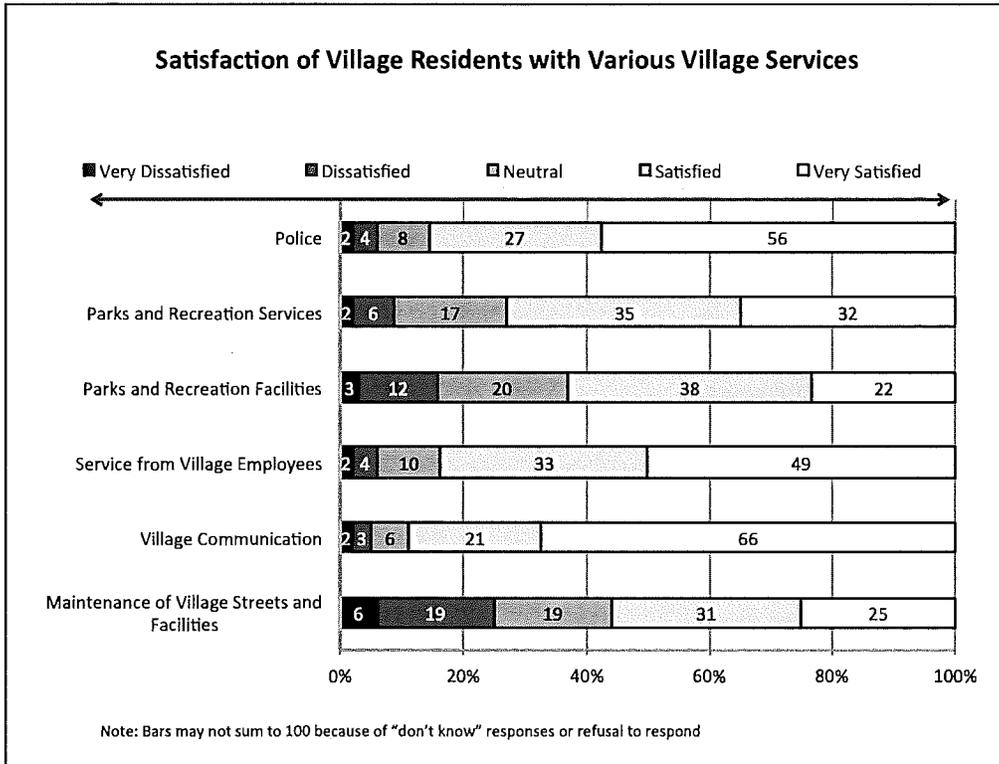
**Hastings-on-Hudson
DPW Services and Consolidation Survey
Highlights
March 2014**

This brief shares results from a January 2014 online survey of Hastings-on-Hudson residents. The survey sought to capture resident opinions on the quality of public works services in the Village and on the potential consolidation of Hastings-on-Hudson Department of Public Works with that of the Village of Dobbs Ferry.

This brief addresses the following:

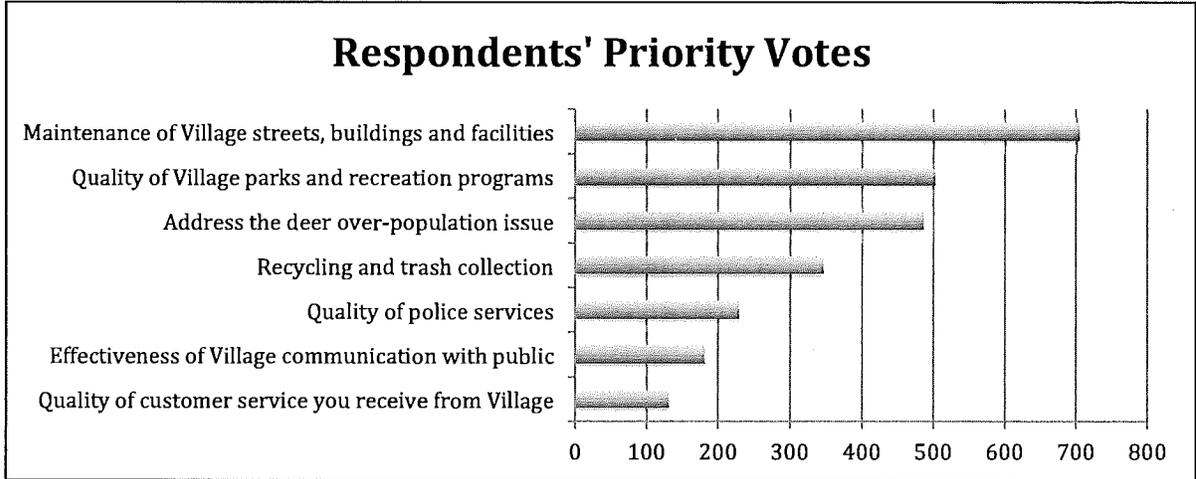
- Satisfaction
- Priorities
- Consolidation
- Demographics

RESPONDENT SATISFACTION



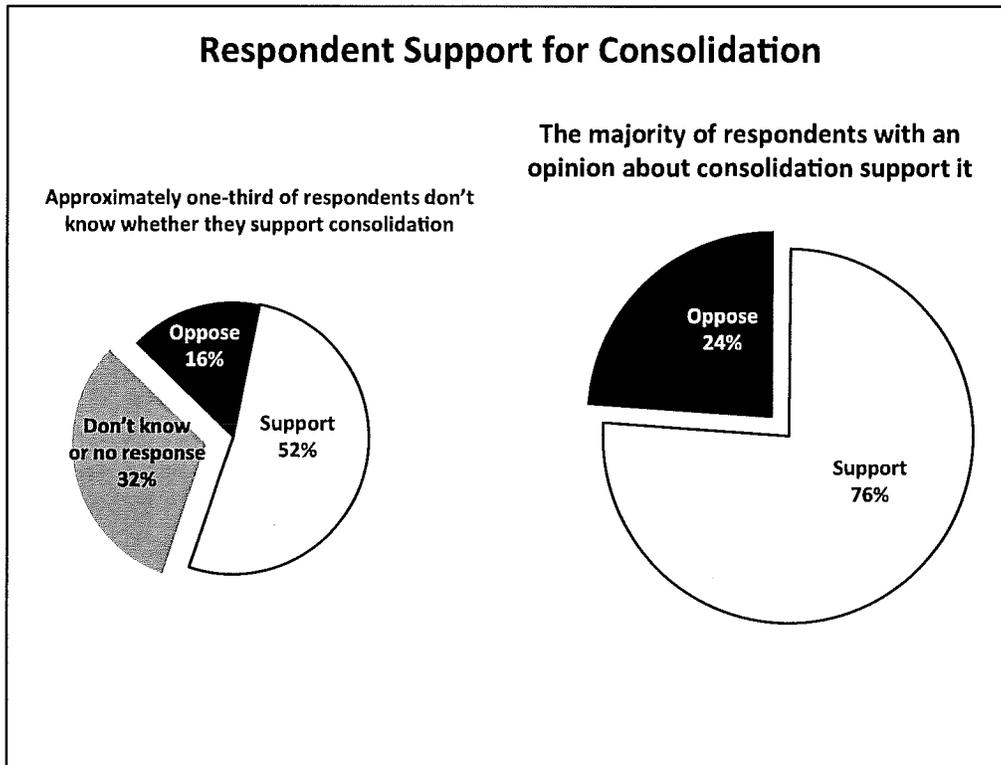
PRIORITIES

When asked to identify three items that should receive the most attention from Village officials over the next two years, respondents voted as follows:

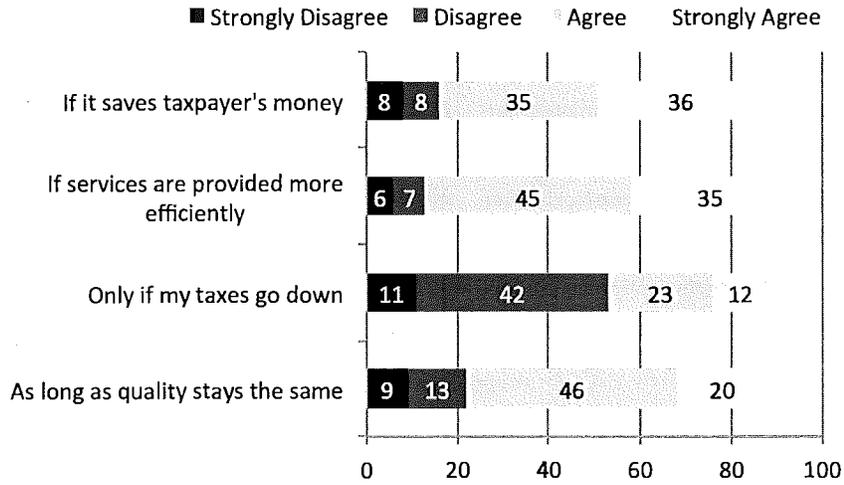


CONSOLIDATION

When asked about the prospect of consolidation and the terms on which they would support or oppose it, respondents answered as follows:

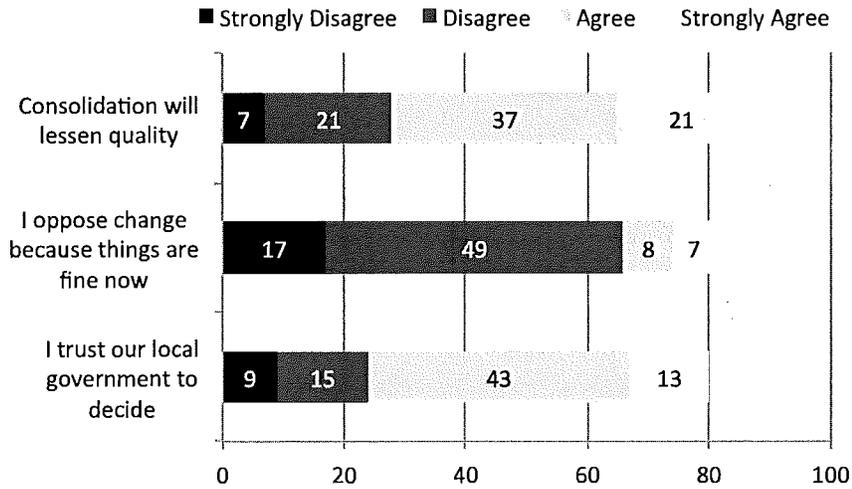


I favor consolidating DPW services with Dobbs Ferry:



Note: Bars may not sum to 100 because of "don't know" responses or refusal to respond

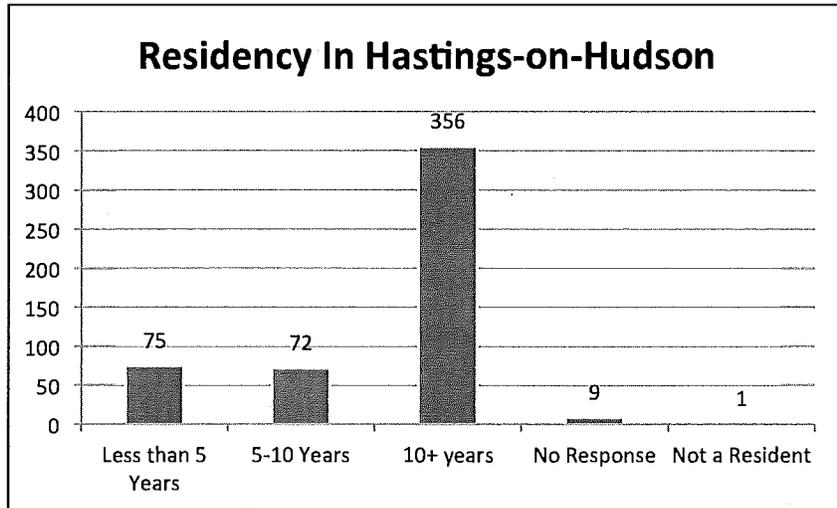
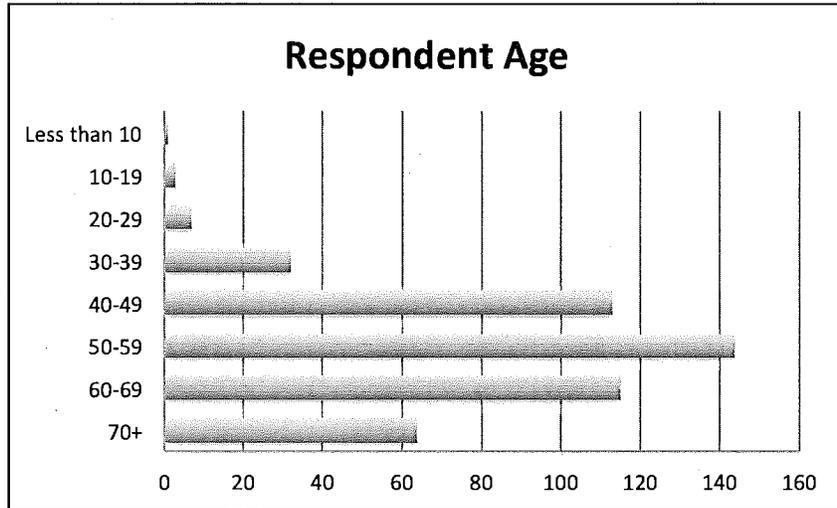
Other Respondent Reactions



Note: Bars may not sum to 100 because of "don't know" responses or refusal to respond

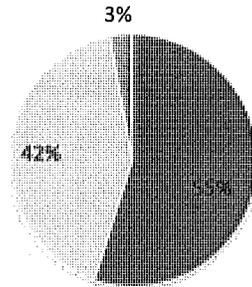
DEMOGRAPHIC DATA

While 592 residents began the survey, only 512 completed the full survey. These results only include those who completed the full survey and include surveys submitted both in hard copy and online.



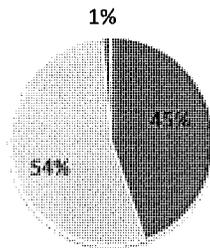
Respondent Gender

Female Male No response



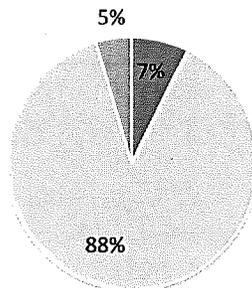
Do Respondents Have School Age Children?

Yes No No response



Homeownership Status

Rent Own No Response



Appendix B

Detailed Revenues for 2012-13 for the Villages of Dobbs Ferry and Hastings

Appendix B: Detailed Revenues for 2012-13 for the Villages of Dobbs Ferry and Hastings

Revenues and Other Sources	Dobbs Ferry		Hastings	
Real Property Taxes	\$11,444,305	69.8%	\$9,914,061	71.1%
Payments in Lieu of Taxes	\$10,000	0.1%	\$0	0.0%
Interest Penalties	\$51,651	0.3%	\$36,140	0.3%
Sales Tax	\$1,466,348	8.9%	\$1,073,473	7.7%
Utilities Gross Receipts Tax	\$213,639	1.3%	\$157,148	1.1%
Franchises	\$196,497	1.2%	\$169,413	1.2%
General Government Fees	\$17,935	0.1%	\$11,761	0.1%
Public Safety Fees	\$100,238	0.6%	\$108,772	0.8%
Health Fees	\$6,163	0.0%	\$0	0.0%
Transportation Fees	\$459,329	2.8%	\$303,979	2.2%
Culture & Recreation Fees	\$331,844	2.0%	\$727,832	5.2%
Community Services Fees	\$420,848	2.6%	\$48,884	0.4%
Sanitation Fees	\$0	0.0%	\$29,460	0.2%
Public Safety Charges	\$0	0.0%	\$329,219	2.4%
Transportation Charges	\$0	0.0%	\$6,766	0.0%
Misc. Intergovernmental Charges	\$19,688	0.1%	\$0	0.0%
Sanitation Charges	\$0	0.0%	\$0	0.0%
Interest and Earnings	\$8,955	0.1%	\$19,493	0.1%
Sale of Property	\$22,895	0.1%	\$23,911	0.2%
Rental of Property	\$42,600	0.3%	\$114,378	0.8%
Fines	\$270,481	1.6%	\$248,472	1.8%
Compensation for Loss	\$46,744	0.3%	\$0	0.0%
Library Grants from Local Governments	\$4,012	0.0%	\$0	0.0%
Gifts	\$10,225	0.1%	\$0	0.0%
Miscellaneous Revenues	\$174,465	1.1%	\$55,118	0.4%
Total Local Revenues	\$15,318,862	93.4%	\$13,378,280	96.0%
Unrestricted State Aid	\$77,132	0.5%	\$71,312	0.5%
Mortgage Tax	\$135,000	0.8%	\$135,204	1.0%
State Aid Education	\$7,195	0.0%	\$0	0.0%
State Aid - Public Safety	\$11,603	0.1%	\$0	0.0%
State Aid - Health	\$0	0.0%	\$109,749	0.8%
State Aid - Transportation	\$175,841	1.1%	\$0	0.0%
State Aid - Culture and Recreation	\$1,217	0.0%	\$1,983	0.0%
State Aid - Community Services	\$17,188	0.1%	\$0	0.0%
Miscellaneous State Aid	\$536,774	3.3%	\$34,519	0.2%
Federal Aid - Public Safety	\$94,007	0.6%	\$209,771	1.5%
Federal Aid - Culture and Recreation	\$18,427	0.1%	\$0	0.0%
Total Revenues	\$16,393,246	100.0%	\$13,940,818	100.0%
Sale of Obligations	\$0	0.0%	\$177,065	1.1%
Bans Redeemed from Appropriations	\$0	0.0%	\$119,000	0.7%
Transfers	\$1,676,315	9.3%	\$2,350,897	14.2%
Revenues and Other Sources	\$18,069,561	100.0%	\$16,587,780	100.0%

Appendix C

Hastings-on-Hudson DPW Facility Adaptive Re-use Analysis

January 29, 2015

Mr. Francis A. Frobel
Village Manager
Village of Hastings-on-Hudson
7 Maple Ave
Hastings-on-Hudson, NY 10706

Re: **Facility Adaptive Re-use Analysis**
Village of Dobbs Ferry, New York

Dear Mr. Frobel:

As per our contractual arrangement, the Laberge Group has completed the Facility Adaptive Re-use Analysis, which included the following tasks:

1. Site visit to review existing property and identify benefits and constraints
2. Preparation of concept site plan
3. Development of preliminary space plan in order to determine the number of units of housing that can be built on the site
4. Preparation of conceptual building elevation
5. Analysis of potential tax revenue for the Village using the 2014 NY report for comparable data
6. Estimation of existing DPW land value in coordination with the Town of Greengurgh Assessor

Findings from Site Visit

The Village of Hastings DPW site is comprised of two (2) adjacent parcels equivalent to approximately two (2) acres of land. The Village of Hastings Assessor estimates the full market value of the site to be approximately \$3.5 million. The site is challenging due to a significant grade change from Southside Avenue up to Warburton Avenue. Additionally, a trunk sewer line passes through the site. The location of the sewer is such that unless it is relocated, development of the site will yield a very small project. It appears that the existing location of the sewer line was based upon existing structures that currently or previously occupied the site. For efficient redevelopment of this parcel it is recommended that the sewer line be relocated across the westerly boundary of the site. While a cost estimate for relocating the sewer was not prepared, it will be at a significant expense and therefore affect the value of the property. It should be noted that even if the sewer line remains in its current location, it will also negatively affect the value of the property due to the diminishment of development potential and financial return on investment. Based upon the costs associated with development constraints, it is estimated that the proceeds from the sale of the site could yield \$2,000,000 (for the Low scenario), and \$2,500,000 (for the High scenario). A Low and a High scenario estimate of the property tax proceeds from the re-development of this property after its sale are outlined below.

Concept Site Plans and Analysis of potential tax revenue

The Laberge Group prepared two concept sketches for the site for a residential condominium structure. Based upon these two concepts, a structure containing between forty and sixty condominium units could be erected. The concepts utilize 1,200 square foot units with each unit having an exterior balcony. The structure also contains a parking garage, common areas, swimming pool and other amenities for the building residents. To determine what the tax revenue to the Village would be for such a project the value of a condominium unit was estimated based upon the report entitled "Hastings-on-Hudson, Department of Public Works Potential Consolidation, NYU Wagner Capstone: Advanced Projects in Policy and Finance, Final Report". This report included a section concerning historical asking prices per square foot cost. The average asking price for condominiums in the Village is approximately \$290 per square foot with the lowest price being \$267 and the highest being \$352 per square foot (actual sales price data was not presented in the cited report). (See attached Hastings-on-Hudson DPW Site Redevelopment Concept Plan: Options 1 and 2).

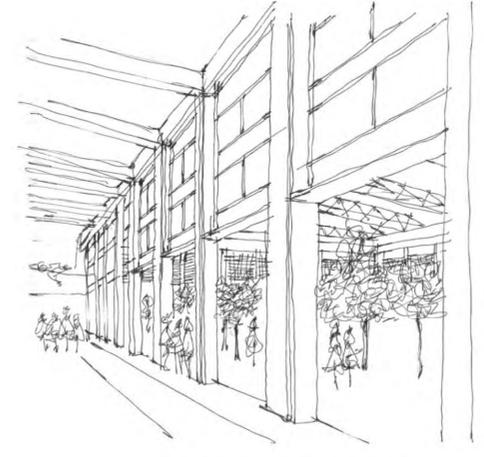
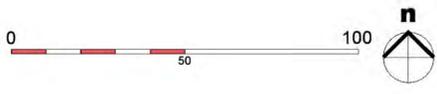
Based upon the average asking price of \$290 per square foot, the total assessed full value for a unit is approximately \$350,000. Using the Village's equalization rate of 3.13 percent, the taxable assessed value for each unit is \$10,995. The Village tax rate of \$244.78 per \$1,000 of assessed value results in a Village tax of \$2,682 per unit. For the forty unit concept (Low scenario), the total projected Village tax is \$107,000 per year and \$161,000 for a sixty unit project (High scenario). Utilizing the potential tax revenue as an annual payment for a loan, the amount of a 30 year loan at 4% interest will range from approximately \$1,750,000 (Low Scenario) to \$2,800,000 (High Scenario).

Should you have any questions related to our findings please feel to call our office.

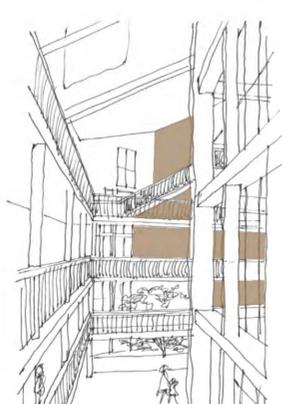
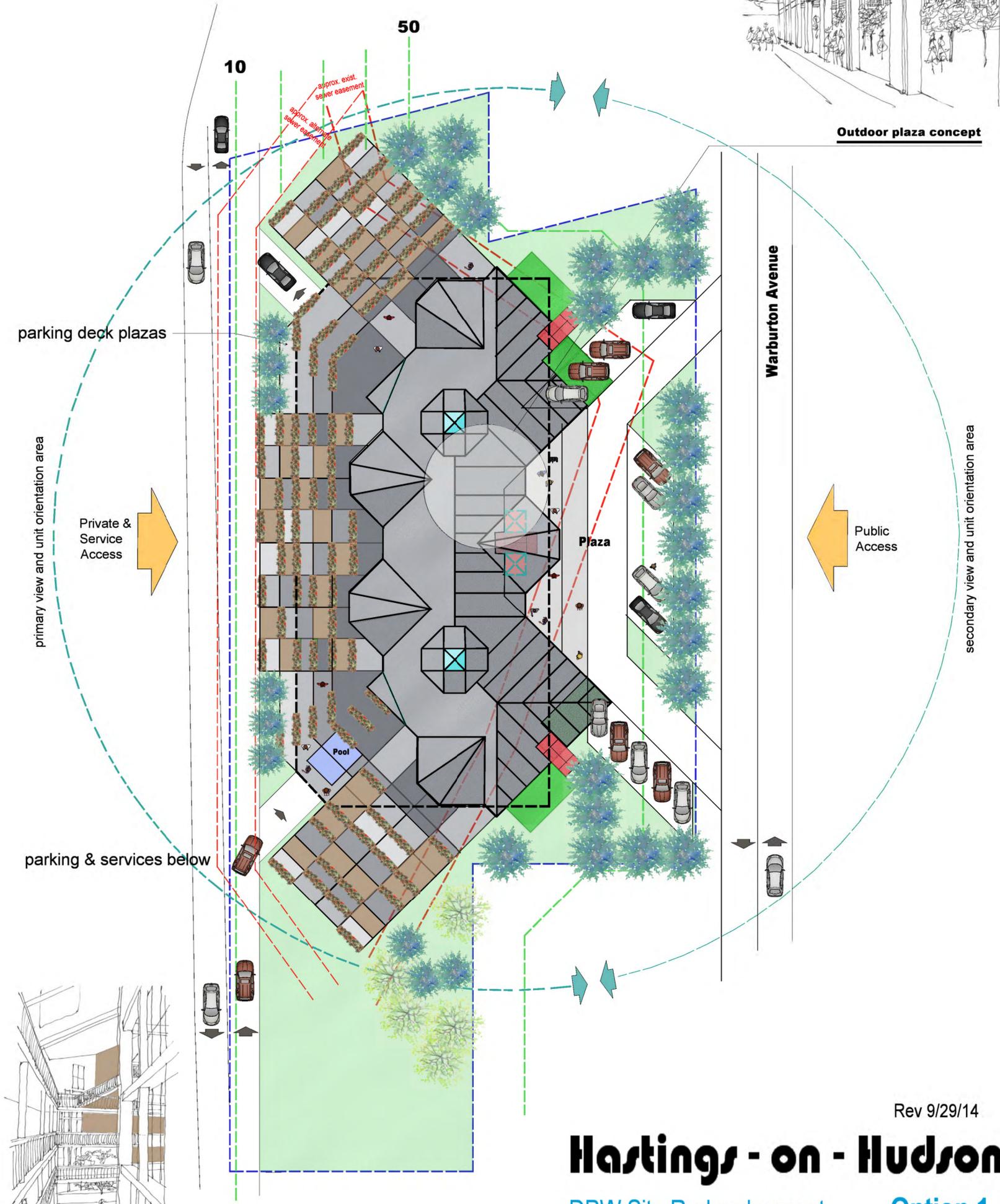
Very truly yours,
LABERGE GROUP

By: _____
Ronald J. Laberge, P.E.
Vice President

RJL: ahb



Outdoor plaza concept



Atrium concept

Rev 9/29/14

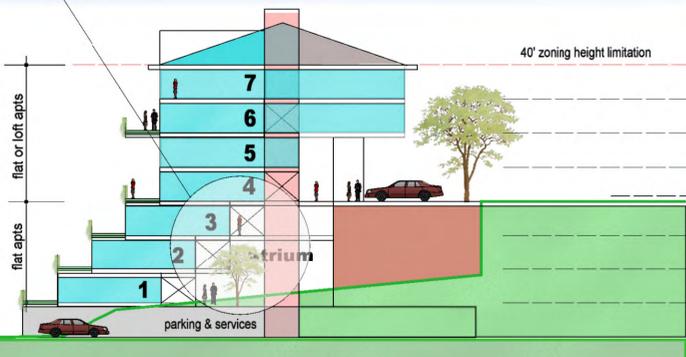
Hastings - on - Hudson

DPW Site Redevelopment

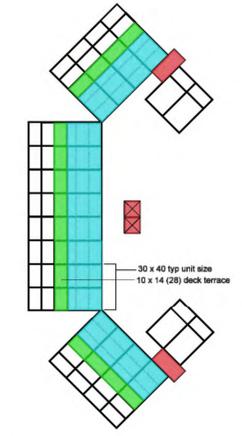
Option 1



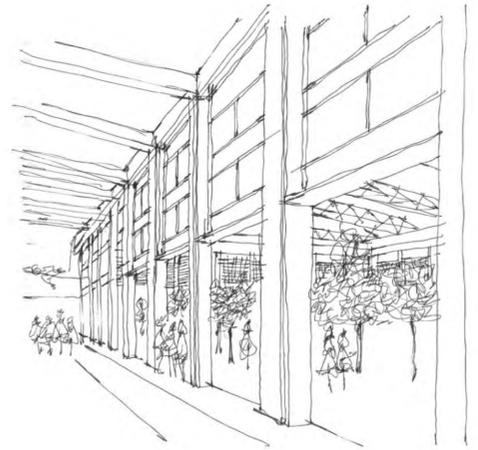
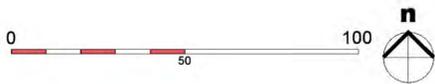
Conceptual West (River) Elevation



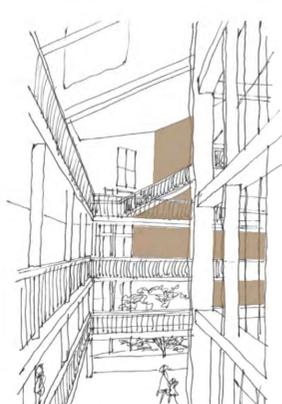
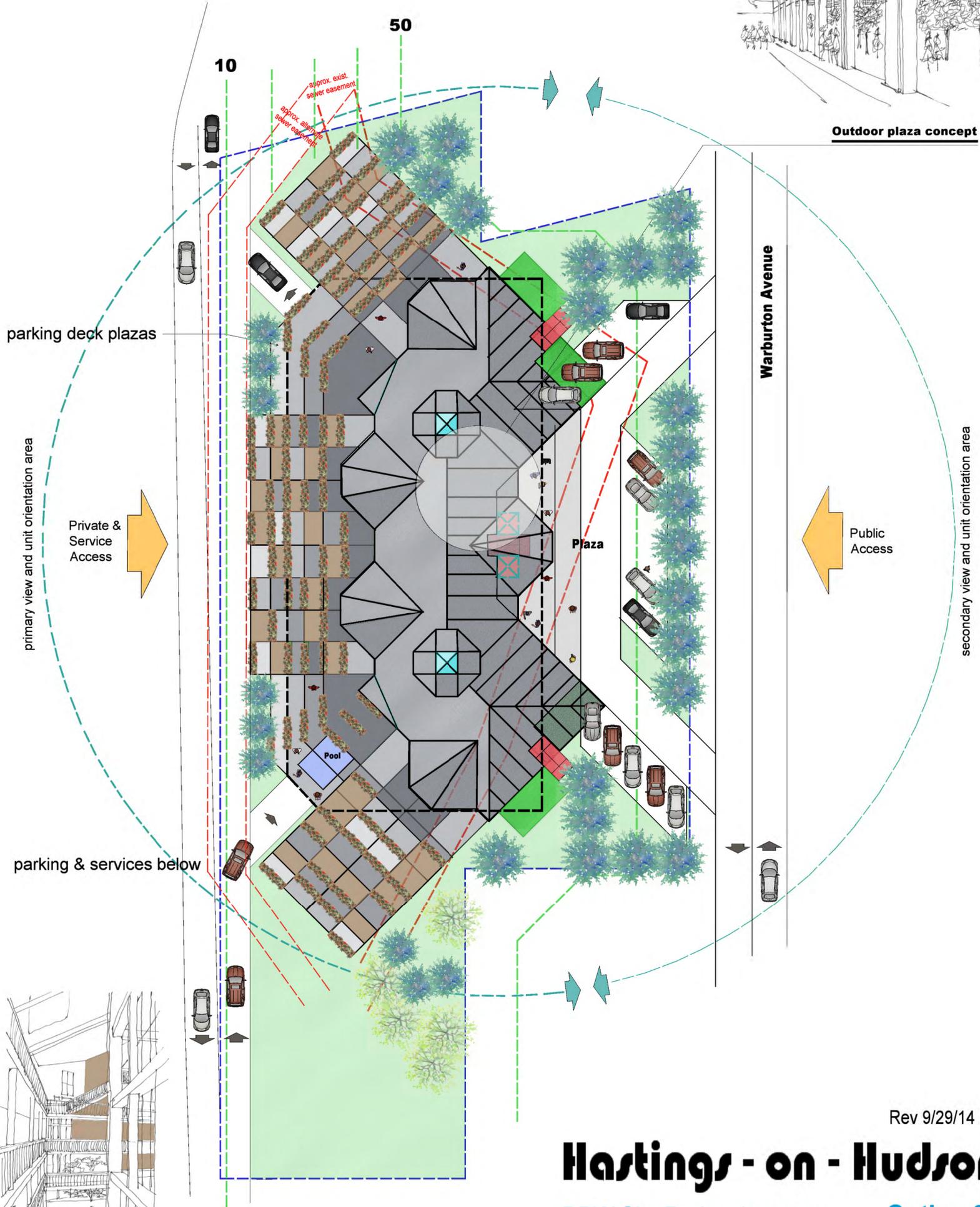
Stepped / stacked terrace concept



Basic Floor Plate Diagram
Total Unit Development: 60 +



Outdoor plaza concept



Atrium concept

Rev 9/29/14

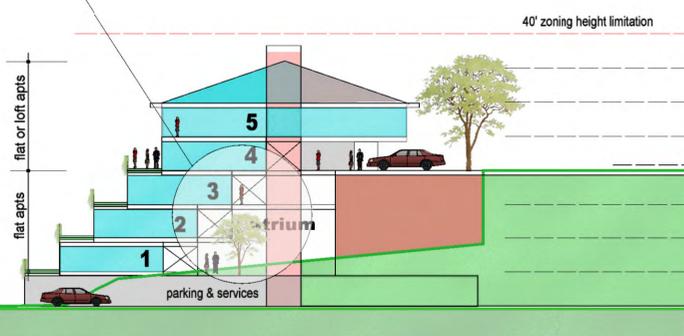
Hastings - on - Hudson

DPW Site Redevelopment

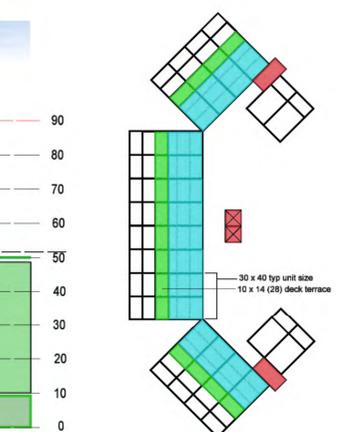
Option 2



Conceptual West (River) Elevation



Stepped / stacked terrace concept



Basic Floor Plate Diagram
Total Unit Development: 40 +