

**OFFICE OF THE COUNTY EXECUTIVE**

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September 17, 2018

Via e-mail: [CWSSIPlanSubmission@budget.ny.gov](mailto:CWSSIPlanSubmission@budget.ny.gov)

New York State Division of the Budget  
Capitol  
Albany, New York 12224

Dear Director Robert F. Mujica:

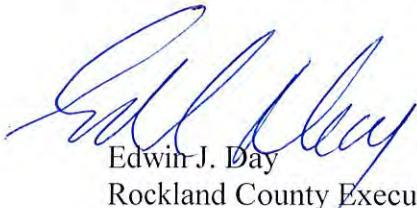
As Rockland County Executive, it is my privilege to submit the 2018 Shared Services Initiative Plan that was approved by a quorum of the Shared Services Panel Members of Rockland County on the evening of September 12, 2018.

Rockland County has a long history of sharing services between the County, Towns and Villages. This plan continues that tradition by including projects that were created from the ground up with input from all stakeholders that will create cost savings and service efficiencies for the municipalities taking part.

The true goal of Shared Services was to bring together these different municipalities and districts to improve services to their residents while saving money. We have heard the concerns of taxpayers loud and clear. As governments, schools and fire districts, we must find efficiencies and cost savings whenever possible.

The plan includes projects that cover a wide variety of services, animal control and shelter, contract services, data sharing, highway equipment sharing, county-wide purchasing and sewer district consolidation with estimated savings in the millions of dollars.

I want to thank all the Towns, Villages, BOCES, School Districts, Sewer Districts, and Fire Districts who took part in the creation of this plan. It's also important to acknowledge the residents who came to share their comments, concerns and ideas during the Public Hearings. Their input was invaluable to finalizing the plan submitted today.



Edwin J. Day  
Rockland County Executive



## County-Wide Shared Services Property Tax Savings Plan Summary

### Appendix A

<b>County of</b> Rockland			
<b>County Contact:</b> Stephen J. Powers, Director of Public Policy and Intergovernmental Relations			
<b>Contact Telephone:</b> 845-638-5122			
<b>Contact Email:</b> powerss@co.rockland.ny.us			
<b>Partners</b>			
<b>Row 1 – (total # of) Cities in County</b>			
	<b>Participating Cities/County</b>	<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
1.	Rockland County	Edwin Day	Yes
<b>Row 2 – 5 Towns in County</b>			
	<b>Participating Towns</b>	<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
1.	Stony Point	Jim Monaghan	Yes
2.	Haverstraw	Howard Phillips	Yes
3.	Clarkstown	George Hoehmann	Yes
4.	Ramapo	Michael Specht	Yes
5.	Orangetown	Chris Day	
Use Additional Sheets if necessary			
*The written justification provided by each Panel Representative in support of his or her vote on the Plan is attached hereto, as Exhibit 1.			
<b>Row 3 – 19 Villages in County</b>			
	<b>Participating Villages</b>	<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
1.	West Haverstraw	Robert R. D'Amelio	Yes
2.	Haverstraw	Michael Kohut	Yes
3.	Pomona	Brett Yagel	
4.	Upper Nyack	Karen Tarapata	
5.	Nyack	Donald Hammond	Yes
6.	South Nyack	Bonnie Christian	
7.	Grandview-on-Hudson	Larry Lynn	
8.	Piermont	Bruce Tucker	Yes
9.	New Square	Israel Spitzer	



## County-Wide Shared Services Property Tax Savings Plan Summary

### Appendix A

10.	Kaser	Bernard Rosenfeld	
11.	Wesley Hills	Marshall Katz	Yes
12.	Montebello	Lance Millman	
13.	Airmont	Philip Gigante	Yes
14.	Spring Valley	Alan Simon	Yes
15.	Chestnut Ridge	Rosario Presti., Jr.	
16.	Suffern	Edward Markunis	Yes
17.	Sloatsburg	Carl Wright	Abstained
18.	Hillburn	Craig Flanagan	
19.	New Hempstead	Abe Sicker	

Use Additional Sheets if necessary

\*The written justification provided by each Panel Representative in support of his or her vote on the Plan is attached hereto, as Exhibit 1.

#### Row 4 – (total # of) School Districts, BOCES, and Special Improvement Districts in County

Participating School Districts, BOCES, and Special Improvement Districts		Panel Representative	Vote Cast (Yes or No)*
1.	Rockland BOCES	Scott Salotto	Yes
2.	North Rockland School District	Ileana Eckert	
3.	Rockland County Sewer Dist 1	George Hoehmann	Yes
4.	Rockland County Solid Waste Management Authority	Anna Ropollo	
5.	Clarkstown School District	John LaNave	
6.	Nanuet Fire District	Vincent Pacella	Yes
7.	Congers Fire District	Chris Wohl	
8.	Blauvelt Fire District	Bob Clifford	Yes
9.	Sparkill/Palisades Fire District	Clifton Bullock	Yes

Use Additional Sheets if necessary

\*The written justification provided by each Panel Representative in support of his or her vote on the Plan is attached hereto, as Exhibit 1.

#### Row 5

<b>2018 Local Government Property Taxes</b>	<b>The sum total of property taxes levied in the year 2018 by the county, cities, towns, villages, school districts, BOCES, and special improvement districts within such county.</b>
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## County-Wide Shared Services Property Tax Savings Plan Summary

### Appendix A

	\$1,278,690,661.28
<b>Row 6</b>	
<b>2018 Participating Entities Property Taxes</b>	The sum total of property taxes levied in the year 2018 by the county, any cities, towns, villages, school districts, BOCES, and special improvements districts identified as participating in the panel in the rows above.
	\$720,099,413.12
<b>Row 7</b>	
<b>Total Anticipated Savings</b>	The sum total of net savings in such plan certified as being anticipated in calendar year 2019, calendar year 2020, and annually thereafter.
	2019: \$ 4,736,430    2020: \$9,968,430    Annual: \$9,968,430
<b>Row 8</b>	
<b>Anticipated Savings as a Percentage of Participating Entities property taxes</b>	The sum total of net savings in such plan certified as being anticipated in calendar year 2019 as a percentage of the sum total in Row 6, calendar year 2020 as a percentage of the sum total in Row 6, and annually thereafter as a percentage of the sum total in Row 6.
	2019: 0.66%      2020: 1.38%      Annual: 1.38%
<b>Row 9</b>	
<b>Anticipated Savings to the Average Taxpayer</b>	The amount of the savings that the average taxpayer in the county will realize in calendar year 2019, calendar year 2020, and annually thereafter if the net savings certified in the plan are realized.
	2019:      \$47.36      2020: \$99.68    Annual: \$99.68
<b>Row 10</b>	
<b>Anticipated Costs/Savings to the Average Homeowner</b>	The percentage amount a homeowner can expect his or her property taxes to increase or decrease in calendar year 2019, calendar year 2020, and annually thereafter if the net savings certified in the plan are realized.
	2019: -0.39%      2020: -0.83%    Annual: -0.83%
<b>Row 11</b>	
<b>Anticipated Costs/Savings to the Average Business</b>	The percentage amount a business can expect its property taxes to increase or decrease in calendar year



# County-Wide Shared Services Property Tax Savings Plan Summary

## Appendix A

	<b>2019, calendar year 2021, and annually thereafter if the net savings certified in the plan are realized.</b>
	2019: -0.7%                      2020: -1.4%    Annual: -1.4%
<b>CERTIFICATION</b>	
<p>I hereby affirm under penalty of perjury that information provided is true to the best of my knowledge and belief. This is the finalized county-wide shared services property tax savings plan. The county-wide shared services property tax savings plan was approved on Sept. 12, 2018, and it was disseminated to residents of the county in accordance with the County-wide Shared Services Property Tax Savings Law.</p>	
<u>Edwin J. Day</u>	<u>County Executive</u>
(Print Name)	
	
(Signature)	(Date)



## County-Wide Shared Services Property Tax Savings Plan Summary

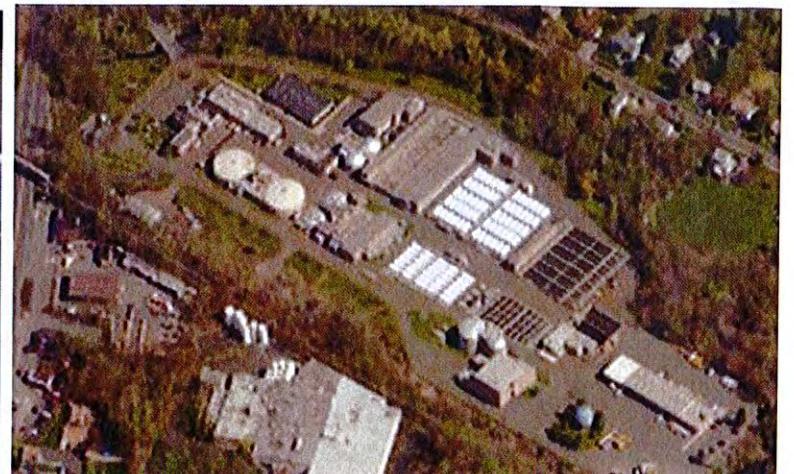
### Appendix A

<b>Participating School Districts, BOCES, and Special Improvement Districts</b>		<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
10.	Thiells Fire District	Ray Redmond	Yes
11.	Nyack Fire District	Jim Hartwick	Yes
12.	Valley Cottage Fire District	Keith Garrabrant	Yes
13.	Orangeburg Fire District	Ken Gordon	
14.	Tappan Fire District	George Garrecht	Yes
15.	Pearl River Fire District	Cory Clarkston	
16.	West Nyack Fire District	John DeNicola	Yes



 **Rockland County**

*2018  
Shared Services  
Property Tax  
Savings Plan*



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# INTRODUCTION

Mutual aid is a well-established principle among local governments in Rockland County, even for non-emergency operations. For example, Departments of Public Works (DPWs) with fuel depots routinely sell fuel to ambulance districts, schools and neighboring municipalities. Highway departments also routinely borrow each other's equipment in the event of a breakdown or for specialized tasks like paving, the clearing of obstructions from streams and road paint striping. Police have formed countywide taskforces for drugs, critical incident response, and invested in countywide interoperable radio systems. County government itself is, in significant part, the centralization of functions otherwise duplicated by local governments. In short, intermunicipal cooperation is a long standing practice in Rockland County. There is always more that can be done to exploit the opportunity of shared services for cost avoidance and service improvement.

This document aims to fulfill not only the minimal requirements of Rockland County's compliance with the NYS shared services law, but to function as a resource for action. It also documents the extraordinary efforts of the Rockland County Shared Services Initiative (RCSSI) panelists, staff and stakeholders over the last year and a half, as we have worked together to conceive and assess diverse ideas about how to enhance the efficiency of local government through more and better collaboration.

This Plan begins with the NYS-mandated Summary of Tax Savings which helpfully lists the participating municipal parties and summarizes the overall impact of those shared services projects planned for 2019 and 2020. Like any summary, these figures only hint at the breadth and depth of discussion, debate and analysis that has taken place amongst Panelists and their staff over the last year and a half. As described below, the process began by casting the widest possible net, via survey and brainstorming, and involving a good deal of knowledge-sharing on topics as diverse as animal control, taxation, public works and procurement. This is appropriate to the first phase of an ongoing exploration of ways all taxing districts can coordinate and share services in the interest of both cost saving and value to constituents. Consequently, many of the estimates of the financial impact are a work in progress. Data are not yet in hand for all jurisdictions as to likelihood of participation in one or another project, and costs and benefits of doing so. This plan therefore uses conservative estimates to provide a baseline with the expectation that savings will grow over time.

It is important to remember a few crucial features of the NYS shared services mandate:

- NYS requires the county executive and local mayors and supervisors to meet as a "panel" and produce a shared services Plan for submission to the county legislature by August 1, and submission to NYS by September 15, following three public hearings and a vote by the Panelists. BOCES, School, Fire and Sewer districts are optional participants on the Panel.

- Projects are voluntary - panelists may remove their own district from the list of communities participating in any proposed shared services project, but must provide a written explanation of their vote.
- Tax savings in the Plan are conservative estimates – actual savings can only be known upon successful implementation in 2019, and the documentation of these savings will be necessary for application to NYS for the promised matching funds for any savings achieved.

The NYS shared services law creates both a mandate and an incentive for collaboration among local governments. In short, it requires a planning process that is open ended and aspirational, on the one hand, and subject to verification of savings through implementation, on the other. As NYS continues to offer guidance on the specifics of the Mandate, the assumption made here is that there is no penalty for setting ambitious goals for new shared services in 2019 and 2020.

## THE SHARED SERVICES INITIATIVE IN ROCKLAND COUNTY 2017-2018

In April of 2017 the State of New York created the Shared Services Mandate, requiring county executives to convene, and mayors and supervisors to join, countywide “Panels” to seek tax savings through new forms of cooperation among local governments. While participation in any shared services project is optional, municipalities which are able to demonstrate tax savings through implementation of shared services in 2019 will be eligible to apply for matching NYS dollars in 2020 – but only if the shared services project is actually included in this comprehensive list of shared services projects planned. Also, NYS recently extended the shared services mandate through 2021.

Counties have differed widely in their approach to the Shared Services Mandate. In Rockland County, County Executive Ed Day took the lead early, with support from Hudson Valley Pattern for Progress, a nonprofit regional policy think tank with expertise in government efficiency, to activate the Rockland County Shared Services Initiative (RCSSI) aggressively in 2017. The “Rockland County Shared Services Report” (Pattern, September 2017), provides a detailed review of the 2017 project activities and outcomes. Activities included public hearings, interviews, and an online survey, all aimed at identifying promising new forms of cooperation among participants.

The short timeframe allowed by NYS and the desire to conduct a thorough planning process resulted in the Rockland Panel deciding to submit an interim “Report” to NYS in 2017, rather than a “Plan,” as permitted under NYS law. All agreed that there would be greater opportunity to obtain NYS matching funds if the Plan focused on proposals for 2019, rather than 2018 (full 2017 Report attached).

In 2018, with assistance from Hudson Valley Pattern for Progress (Pattern for Progress), the County Executive set in motion an ambitious schedule of working group meetings throughout the winter, spring and summer exploring shared services opportunities across a wide range of departments as

envisioned in the 2017 Report. The RCSSI outreach was comprehensive, including surveys and interviews, and convening of meetings of senior staff from diverse departments of local government. The following types of local government staff and departments have been included: Highway and DPW, Police, Assessors, Courts, Finance, IT, Schools, Recreation, Animal Control, Fire Districts, Sewer and Water, and others. These meetings were both thematic, covering such topics as highway shared services, purchasing, police dispatch, courts and property assessment, and locational, focused on the specific partnership opportunities among adjacent towns and villages. Between meetings, the RCSSI leadership team facilitated a proliferation of follow-up conversations among panelists and their staff members, and Pattern for Progress provided data and insights aimed at assessing the feasibility of myriad options for sharing services. Pattern for Progress has catalyzed and coordinated local shared services explorations, provided an interface with NYS agencies for clarifications of NYS law, and conducted wide-ranging research into shared services strategies across NYS to inform Rockland's process.

True to the "bottom up," inclusive and comprehensive character, the RCSSI has produced not only a list of actionable projects described below, but a blooming of many new professional relationships and conversations among civil servants who previously worked in isolation. This peer-to-peer sharing of information and insights has produced new shared services plans that vary widely in their complexity and readiness for implementation. The sharing of information also often results in cost-saving ideas that are best implemented individually or can move ahead immediately, so these items do not appear in this Plan.

There are several examples of activities already taking place as a result of the RCSSI:

- Sewer districts joined together to issue a Request for Proposals for a consolidation and efficiency study, and are currently reviewing responses in a collaborative process designed by the County Purchasing Department.
- Villages of Nyack and South Nyack are using BOCES printing services for brochures.
- Orangetown Highway Department and Nyack worked together to pave Kilby St in Nyack.
- Administrators from across the county have formed a new professional development network meeting to "talk shop".
- LED streetlight projects are moving ahead in many villages due, in part, to knowledge sharing among participants in the Rockland County Shared Services Initiative (RCSSI).
- Village and town treasurers and managers have obtained training in online procurement using the Empire State Purchasing Group procurement platform.
- Real progress occurred toward a countywide approach to animal control and sheltering.

In the spirit of “consolidation” this Plan summarizes several dozen proposals into eight categories with aggregated tax savings of millions of dollars. There follows descriptions of the proposed projects, including briefings on discussions that have taken place.

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## REVIEW OF CURRENT SHARED SERVICES

The RCSSI builds on an existing platform of cooperative arrangements among local governments too numerous to describe more than selectively here. Examples include:

- DPWs with fuel depots routinely serve ambulance, fire, school and other districts.
- DPWs routinely borrow, equipment, vehicles and parts from each other.
- Villages routinely contract with towns or have already consolidated with towns services ranging from sewer line maintenance and snow plowing to tax assessment and code enforcement.
- County government has grown to centralize many services previously provided at the local level or more efficiently provided countywide, for example, prison, radio dispatch, social services, SWAT, arson investigation and other technical law enforcement services, and fire fighter and police officer training.
- Villages, towns and county governments interact operationally and administratively around myriad programs, from the administration of civil service to tax assessment and collection, land use planning review, and maintenance of intersecting roads, drainage and other infrastructure facilities.
- Various organizations have been created to serve countywide needs with representation from all or a portion of local governments, such as the Rockland County Solid Waste Management Authority(RCSWMA), Rockland County Sewer District 1(RCSD1), the Stormwater Consortium and Soil and Water District, Rockland Riverfront Communities Council, and others. BOCES is an organization created explicitly to address the diverse needs of participating school districts with an economy of scale, from transportation to administration, staff training and specialized educational services.
- There are numerous one-off, long standing shared services arrangements, such as when one town uses another town's police firing range or street sweeper, or schools and parks departments working together to provide sports teams access to their fields.

Despite the many ways in which local governments already cooperate, it is clear that there is a great deal more that can be done to both control costs and enhance functionality through shared services. Simply convening the leadership and staff of local governments yields a very productive sharing of information and insights, and often leads to specific new cooperative arrangements that make operations more efficient, less costly, more reliable and higher quality.

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## SUMMARY OF NEW SHARED SERVICES PROJECTS

The list below consolidates dozens of proposals into eight types of shared services projects planned or under development, with their estimated savings potential:

PROJECT *	2019 est.	2020 est.
Animal Control and Shelter	\$835,000	\$835,000
BOCES Contract Services	\$26,000	\$29,000
Data Sharing - Tax and Finance	\$28,140	\$33,140
Highway Departments Equipment Sharing	\$1,443,840	\$1,497,840
Police Consolidation Projects	\$75,000	\$495,000
Procurement Center for Excellence	\$1,008,450	\$1,358,450
Sewer District Consolidation	\$1,000,000	\$5,400,000
Other Shared Services Projects	\$320,000	\$320,000
<b>TOTAL ESTIMATED SAVINGS:</b>	<b>\$4,736,430</b>	<b>\$9,968,430</b>

\* Summary data in all columns. See project details for more information.

This summary is based on the detailed list of proposals found in the next section. Savings estimates are aggregated from the available data found in the complete list of proposals below and based on best available information about participating municipalities.

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# NEW SHARED SERVICES PROJECTS

The above summary consolidates information from the dozens of projects described below in greater detail. As in the above summary, the projects, or proposals, are grouped by topic area, from Animal Control to Sewer Districts. Each section begins with a review of the topic based on working group discussions that took place in the spring of 2018, followed by a list of specific projects under development for 2019 and 2020, including estimated savings.

These proposals vary in several ways: some are one time in nature while others are recurring; some are clearly feasible and ready for implementation while others are promising yet in need of further development; some proposals have large budget impact potential, while others are minor; some may begin at the beginning of a fiscal year, while others, such as the shared salt storage project, cannot begin until part way through the fiscal year. Some proposals have current buy-in from just a few communities, but are readily scalable to include most or all Rockland communities, while other proposals are aimed more narrowly at cooperation between adjacent communities. The goal has been to cast a wide net in search of new ways of collaborating to produce tax savings.

Our tax savings estimates are conservative and of necessity approximations and subject to change as more data become available. Estimating savings from shared services projects is an uncertain science, but our analysis can indicate where the largest savings are likely to be found, and thus which projects to prioritize. It is the responsibility of participating communities to document actual savings during the implementation of shared services for later application for NYS matching funds.

The Panelists and their staffs have dedicated significant time to the Countywide Shared Services Initiative, but a multi-year, sustained process is necessary to develop the more complex and valuable shared services concepts to fruition. Thus, even though this Plan includes some projects that are conceptual in nature, it truly represents the proverbial “tip of the iceberg” of what may be achievable through sustained collaborative effort. As such, the Plan, starting with its list of projects and including our estimates of tax savings, must be understood as evolving and subject to revision, improvement and updating based on new information emerging from the RCSSI process.

The following “Note” applies throughout the data described below:

**Note 1:** Annual savings are estimated conservatively and show aggregate savings for all communities currently expected to participate. In consolidation and purchasing proposals, assumption is a 5% - 12% savings over existing, non-cooperative operations and procurement. "TBD" indicates lack of data early in planning process.

## ANIMAL CONTROL AND SHELTER

Following years of financial distress and deterioration of the facility, during 2017 the Hi Tor board worked with the County Executive, all towns, and the Village of Spring Valley to put the shelter on a more sound financial footing. The towns committed to increase their annual financial support proportionate to the number of animals their residents bring to the shelter, and the County set in motion a process to finance the cost of a replacement building on the current site. In April of 2018, the RCSSI held a meeting of the President and Vice President of Hi Tor Animal Shelter, animal control officers from several towns, a town supervisor and representatives of the county Health Department involved in rabies prevention. The group discussed a wide range of issues in animal control.



Notably, the bulk of services go to animals brought in privately, while relatively few dogs and other animals are delivered by town animal control officers and dog wardens -- but this latter activity is that which requires towns by law to provide minimal animal shelter services. This disjuncture between municipal use of the shelter and overall use of the shelter by town residents has resulted in confusion as to how the shelter should be funded. Despite the complexity of these issues, in putting the existing shelter on a secure financial footing and on the path toward adequate facilities, the County and towns together have made a plan that avoids the presumably greater costs for sheltering animals if towns had to create their own shelters to replace a failed countywide service. Private fundraising by the nonprofit organization that runs the shelter significantly reduces the public funding that might otherwise be needed to provide similar replacement services for municipal and private use.

*Staff Consolidation Concept:* During this process, and in subsequent RCSSI meetings, the realization emerged that Hi Tor staff not only coordinate directly with town Animal Control Officers around animal drop-offs, but that Hi Tor staff routinely respond countywide for requests for service related to lost, injured or other pets or wildlife of concern, often on a volunteer basis. There emerged the idea that perhaps the provision of such field-based services by a coordinated countywide team would result in enhanced teamwork, greater coverage of day and evening shifts, and less down-time for staff, lower vehicle and equipment costs and perhaps even fewer labor hours needed. This coordination could take the form of consolidation of existing staff under the supervision of Hi Tor or another agency, or just through an intermunicipal agreement for greater levels of teamwork, coordination of scheduling, and equipment sharing among the existing municipal employees involved with animal control.



## **BOCES CONTRACT SERVICES: PRINTING, IT, RECREATION, PROFESSIONAL TRAINING**

The Board of Cooperative Educational Services (BOCES), is a statewide network of agencies created by school districts specifically to host shared services among school districts, ranging from special education to transportation and Information Technology (IT). BOCES is a non-mandated member of the shared services Panel. Virtually all BOCES services to school districts can legally be accessed by local governments and are described in the BOCES Services Guide available online. Not all of these services would be of interest to municipal clients, or perhaps cost-competitive with other vendors, or have yet been developed with a municipal client in mind. But many opportunities exist, and inquiries for new programs are welcome. Services of potential interest to municipalities include: printing, IT and youth recreation (described below), labor contract analysis, personnel administration, board meeting management/BoardDocs, employee training and certification, etc. Several shared services have emerged as of interest to other Panelists.



### **Marketing Material Design and Printing Services**

Printing (through BOCES IT department), and publicity work, such as the design of brochures, pamphlets and marketing materials, are BOCES services to school districts that are increasingly popular among municipal clients. Other publicity services include video, websites, media strategy, marketing, and crisis communications. Several RCSSI Panelist communities have worked with BOCES to produce media. For example, Nyack used BOCES for the overhaul of its village brand and brochure for municipal services.

### **Document Scanning and Electronic Storage, General Information Technology Support**

The “Digital Maturity” of local government, or our progress toward making optimum use of computers and associated devices (scanners, tablets, smart phones, the internet, etc.) to save labor time and increase productivity, as a rule, lags private industry and is unevenly developed among the various sectors of government work. All organizations struggle to meet the multiple challenges, and take advantage of the opportunities, presented by Information Technology, from security against ransomware to off-site data storage, disaster recovery, and basic maintenance and upgrading of computers, websites and software critical to government operations. Villages, with their small staffs, generally hire contractors to administer their IT, and these contracts do not cover the full range of

necessary support, often leaving villages with jerry-rigged systems and dependent on volunteers. Towns generally have more IT staff resources, and the RCSSI has fostered active communication between, for example, Orangetown and its river villages, as to how they might work together to share IT services. Similarly, BOCES is ready to extend its IT support from component school districts to surrounding towns and villages, and has provided an IT assessment to Nyack, for example. Villages especially, and virtually all Panelists, recognize the need to advance the Digital Maturity of their organizations, but need help navigating the technical, training and operational issues involved.

**Records Management:** Municipalities in New York State are required by law to identify and maintain records. Rockland BOCES Records Management Service provides the technical assistance necessary to establish and maintain a comprehensive records retention plan that meets all NYS requirements. These services include: an initial consultation and evaluation; microfilming, scanning and indexing; inventorying and systematic disposition of records; records retention research, restoration of archival records; quality control of microfilm produced by BOCES; and records disaster planning and prevention. Clients have web access to their records using Laserfiche. This software allows the management, search and retrieval of permanent records.

### Youth Recreation

Responding to local town and village needs for educational and enriching summer activities, Rockland BOCES will look to open its career and technical programs to local youth attending day camp programs. Whether a lunchtime visit to the Rockland BOCES Culinary Arts facility or a two-day career-awareness session in the Rockland BOCES welding shop, the West-Nyack based educational services agency will provide real-world, hands-on industry exposure to several career and technical fields: building trades, culinary, cosmetology, criminal justice, healthcare, graphic design/marketing, cyber technology/IT. (This collaboration will also act as a BOCES promotional tool, providing career and technical education exposure to future Rockland County high school students.) Village and town summer youth recreation programs routinely bus children significant distances to water parks and other destination with ticket prices of approximately \$25 per person. Several panelists, including the villages of Havertraw and West Haverstraw, are currently exploring a partnership with BOCES to reduce costs and increase the educational value of youth summer recreation programming.

## DATA SHARING – TAX AND FINANCE

At meetings in April, May and June, County staff in the Departments of Law, County Clerk and of Taxation and Finance worked with Pattern



and local tax assessors and collectors to identify several opportunities for greater efficiency in the close and critical relationship between County and Town (and Village) assessment and tax collection operations. Discussion focuses on data sharing and software.

**Inter-Municipal Agreement for Data Sharing:** Currently, the County handles collection of delinquent and installment tax payments for all towns, requiring quarterly mailings to 6,000 taxpayers, and also sends out foreclosure-related mailings, but accesses Town Assessor records only 1-2 times per year. As properties are constantly changing ownership, the County's limited access to Town Assessor data for mailings results in a great deal of returned mail and related concerns, wasting time and money. Despite differences in software brands, data can be shared digitally more frequently and the stakeholders will pursue this efficiency through updating their working relations so that the County receives data from town assessors monthly, via a new IMA.

**Software Standardization:** The alignment or standardization of operational software for tax administration across county, towns, villages and schools is a related efficiency opportunity both with regard to labor involved in data sharing, and costs of software licensing, upgrades and support. For example, all assessor, collector and clerk departments use computer software of various types and capabilities and periodically invest in upgrades or switch brands. Since the NYS Office of Real Property Services has contracted with Tyler corporation as a preferred taxation software provider, and localities face the need to upgrade their systems, and the County tax office is considering investing in software upgrades, and there are benefits of efficiency and cost from localities using the same software, the stakeholders believe there is much to be gained from coordinating and aligning software usage among local, county and state offices. With assistance from County IT, the RCSSI started an online survey of software in use at all local finance, assessment and tax collection offices. As follow-up, plans include meetings of all parties interested in participating in pursuing efficiency and cost reduction through improved coordination and technology. The opportunity exists to possibly share multiple licenses on a single software product, or to co-locate local staff in the County offices for certain activities to facilitate collaboration and professional development.



## HIGHWAY DEPARTMENTS EQUIPMENT SHARING

Highway and public works departments in the county range in size from larger operations such as the County and the towns, to smaller Departments of Public Works in the villages, and many engage in a variety of mutual aid activities both routinely and in times of emergency or special projects, such as paving or drainage work.



### Equipment Sharing Inventory and Intermunicipal Agreement

Chaired by the County Highway Superintendent, town Highway departments and village DPWs convened several times in 2018 to gather and review highway equipment lists that were marked to indicate which pieces of equipment a department might be willing to share. The group discussed several examples of commonly shared highway equipment, such as the County's road line stripe painting equipment and Menzi mucker drainage maintenance equipment and will continue to explore equipment sharing opportunities. The intent is to aggregate and share these equipment lists back to all participating departments. While an online platform would be an obvious mechanism for managing equipment sharing, Pattern's research has so far revealed no examples statewide of online platforms of this sort. Such a platform, and associated agreements, would need to address questions of specifications, cost, scheduling, availability or requirement for borrowing a trained operator along with some types of equipment.

The RCSSI panelists also discussed an Intermunicipal Agreement (IMA) all municipalities will be encouraged to adopt in order to legalize and facilitate sharing of equipment.

### County Salt Storage and Truck Wash Facilities

Rockland County has plans to build a 10,000 ton salt storage facility at its new Chestnut Ridge, NY, county highway facility in the latter part of 2019, and an automated truck washing facility in 2020, both of which will be available to share with local highway and public works departments. The shared salt storage is included in this Plan. Approximately 6,000 tons of salt storage capacity will be available to towns and villages, many of which lack adequate storage for their winter road salting needs, or otherwise would need to build greater salt storage capacity. The RCSSI is developing an Intermunicipal Agreement as to the terms of the shared salt storage program, including rules and costs for access.

The new truck wash facility, to be built in 2020, will be available to all county municipalities, especially those in close proximity to Chestnut Ridge (Ramapo, Clarkstown, Orangetown, Spring Valley and Suffern, among others) to save labor time washing trucks after snowstorms by using the County's automated wash facility instead of their own manual wash bays. An added advantage is the state of the art drainage system to be installed at the County facility will be in full compliance with wastewater treatment regulations. The truck wash is not included in this Plan, but may be included in future Plans.







## POLICE DEPARTMENT SHARED SERVICES - RAMAPO AND CLARKSTOWN



The three municipal police departments have begun exploring the potential benefits of Spring Valley merging its police department, in whole or in part, into those of its two neighboring towns, Ramapo and Clarkstown. The towns and village are in discussion and have applied for a NYS grant to help pay for a study of the potential merging or consolidation of the village department.

### NEW PROJECTS

**20. Project Description:** Ramapo and Clarkstown police departments will conduct an efficiency study with consideration of possible consolidation of Spring Valley police department into neighboring departments. (Savings = estimated 5% savings on Spring Valley police budget of approx. \$8.4M)

**Participants:** Ramapo, Clarkstown

**Savings:**

2019 (note 1):	NA	2020:	\$420,000
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**21. Project Description:** Clarkstown and Ramapo will jointly staff a Critical Incident Response Team (CIRT) team.

**Participants:** Ramapo, Clarkstown

**Savings:**

2019 (note 1):	\$75,000	2020:	\$75,000
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**TOTAL ESTIMATED SAVINGS: POLICE DEPARTMENT SHARED SERVICES**

2019 (note1):	\$75,000	2020:	\$75,000
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## PROCUREMENT CENTER FOR EXCELLENCE - PURCHASING



RCSSI exploration of the advantages of shared services in purchasing has advanced well beyond initial interest in aggregating purchasing of office paper to include E-Procurement, procurement policy reform (“best value”), standardization of specifications among similar departments to aggregate bids for equipment (highway and police vehicles, LED streetlights), alignment of service contracts to facilitate joint bidding (recycling), and other areas. Enhanced management of procurement can potentially bring cost savings to virtually any governmental entity or department. Most municipalities do not have procurement specialists on staff. Though department heads and finance staff may have a great deal of experience in certain areas of purchasing, including “piggybacking” on best available contracts, actual coordination and aggregation of purchasing among neighboring communities to obtain greater purchasing power is virtually nonexistent. The RCSSI Panelists and support staff are exploring a wide range of opportunities to collaborate on purchasing, reviewed briefly below, under the umbrella of a proposed Procurement Center for Excellence to be housed within the County Purchasing Department.

### Procurement Center for Excellence – County-Wide Purchasing Cooperative

It is incumbent on local governments to ensure they receive maximum value for taxpayer money through the procurement process. Trained and certified public procurement professionals are necessary to obtain the best value for Rockland residents, but most local governments lack staff with this technical expertise. To develop and implement best practice procurement in Rockland municipalities, the proposed Procurement Center for Excellence would:

- Via a new IMA, participating districts agree to assign a municipal employee to participate in a process of regular meetings and collaboration designed to find the most cost-effective means to purchase goods and services.
- Convene local governments, special improvement districts, schools, fire districts and others annually to align capital equipment purchasing plans in collaboration with relevant county department heads, such as the highway superintendent, sheriff, directors of IT, finance, personnel, etc.
- Provide expert procurement advice, training and capacity building to all levels of local government.
- Highlight opportunities across all local governments to share expertise, increase productivity and deliver savings and efficiencies through improved public procurement.
- Administer E-procurement platforms and act as lead agency to get local governments access to advantageous national purchasing networks.

- Build stronger linkages between local government and industry sectors to create more competitive and better informed purchasing decision-making.
- Upon request, provide procurement system and policy reviews to local governments to ensure taxpayer funds are being spent efficiently.
- Upon request, manage specific procurements for a local government agency.
- Administer statewide and national E-procurement platforms with the potential to generate revenues to offset administrative costs and services to local municipalities.

Rockland County has a nationally recognized purchasing department that already works closely with various municipalities to issue RFPs, coordinate bidding and advise informally on best practices. The creation of the Center, and specifically the County-Wide Purchasing Cooperative, will further leverage county government’s strong position as the hub of local government interaction around common concerns, resulting in long term sustainable benefits to taxpayers. One such long term benefit would be greater standardization of equipment, including software, vehicles and other resources, across all governmental entities, yielding greater opportunities to collaborate not only on purchasing but also on mutual aid in emergencies, staff training, data sharing and other intersecting concerns.

### Cooperative Purchasing through Empire State Purchasing Group

Virtually all government departments purchase materials and services, but not all departments take advantage of existing internet platforms for increasing the efficiency of purchasing operations, in terms of the labor cost for obtaining comparative pricing information, distributing RFPs and bidding opportunities, and choosing suppliers. Furthermore, not all departments take full advantage of pricing available through existing state, county or other contracts. Recognizing this reality, the Rockland County Purchasing Department led the creation of an online purchasing platform that has become popular among NYS governments, nonprofits and businesses selling them goods and services.

The Empire State Purchasing Group is, in accordance with applicable New York State law, a purchasing cooperative formed to serve all participating New York State local governments and certain not-for-profit organizations to issue and award cooperative bids, operate and maintain a Regional Bid Notification and E-Procurement System, and assist its members in compliance with state bidding requirements, and to realize the various potential economies from cooperative bidding, including administrative cost savings. ESPG is free to join, but the application requires the local governing body to approve membership via a resolution.

### Best Value Bidding and Access to National Purchasing Networks

Various Panelists have agreed to bring “best value” procurement policy resolutions to their governing boards. According to NYS Finance law 163, “best value” means the basis for awarding contracts for services to the offerer which optimizes quality, cost and efficiency, among responsive and responsible offerers, and differs from strict adherence to the principle of lowest responsible bid. The adoption of

“best value” procurement policies by local governments enables access to nationwide procurement networks that require participants to adopt “best value” policies.

Cooperative procurement has become a well-established practice in the past decade with increasing representation and participation by public entities. New forms of collaboration to support cooperative procurement are evolving, including national consortiums, regional cooperative programs, and cooperative contracts of similar institutions. The continued growth in cooperative procurement opportunities results from the success cooperative contract awards and the ever-present need to save money.

There are now numerous national and regional cooperative programs across the United States, and with them, a variety of contract choices for the same products or services. These cooperative contracts are most often solicited through the RFP process and awarded based on Best Value, considering cost and other evaluation criteria in the award decision. For local governments in New York to utilize these national cooperative contracts, they are required to pass their own local law, authorizing the award of their own solicitations using a best value methodology.

A government agency (state, city, county, public university or school district) acts as the “Lead Agency” in issuing a national cooperative solicitation. The process has many steps, including the preparation and issuing of a competitive solicitation, coordination of pre-proposal conferences, evaluation of responses, negotiation of final terms, awarding of a contract and documentation of the entire process to comply with all applicable law.

Most national cooperative contracts contain an “Industrial Funding Fee” of 1%-2% of sales, which the awarded supplier rebates to the national cooperative to cover marketing costs to promote the contract to public sector buyers at all levels of government. Many National Cooperatives share the Industrial Funding Fee revenue with the “Lead Agency” that issued the solicitation. Acting as a Lead Agency provides the opportunity for the procurement organization to bring in revenue to offset its costs.

Passage of the required Best Value legislation by local governments opens the door for municipalities to possibly act as a “Lead Agency” on a national cooperative contract, and thus bring revenue back to the municipality.

### Police, Highway and Fire Department Cooperative Purchasing

While e-procurement increases efficiency and information, and accessing existing contracts can save time and money, even greater savings are possible by increasing purchasing power through the aggregation of purchasing for certain items that are bought by many similar departments in all towns and villages. Very few departments actually coordinate their purchasing with identical departments in other municipalities to go to market with greater volumes and thus obtain the lowest possible prices, even though many towns, villages, sewer districts and other agencies buy very similar paper, cars, pickup trucks, uniforms, chemicals, guns, software, water bottles, software, and a wide range of other

commonly used items and services. In the long run, the standardization of specifications for commonly purchased items and services across all local departments and municipalities would make aggregated purchasing, and hence better pricing, far easier. Other efficiencies would arise, especially in the cases of software or equipment, as standardization would make it easier to train staff, to share information across departmental or municipal boundaries, and to render mutual aid routinely or in emergencies.

**Police** – Rockland County Sheriff, Clarkstown, Ramapo and Spring Valley police departments are actively engaged in assessing opportunities to align the specifications for vehicles and other equipment in order to aggregate bidding and obtain greater purchasing power and therefore better pricing.

**Highway** – The RCSSI convened all local Highway and DPW superintendents to share their equipment inventory lists with the goal of identifying more opportunities for equipment sharing, discussed further above. As part of the Procurement Center for Excellence, public works leaders will continue to share equipment inventory lists, as well as capital spending plans, in order to identify opportunities to collaborate on purchasing of commonly used items, such as pickup and Mason dump trucks.

**Fire Districts** – The NYS shared services law was recently revised to include fire districts as optional participants on the panel. The RCSSI convened a meeting of fire commissioners to orient them to the RCSSI, invite them to join, and introduce them to the Rockland County Purchasing Department. Discussion focused on joint procurement of certain breathing and related apparatus, IT support services and utilities.

### LED Street Light Conversion

Several factors make municipal purchase and conversion of streetlights to LEDs highly financially attractive, in addition to the benefits to public safety of better lighting and environment of reduced energy consumption: the PSC tariff for the cost of electricity delivery is much lower for municipal owned lights than what municipalities must pay Orange & Rockland Utilities (O&R) for delivery for O&R-owned lights; conversion to LEDs reduces energy consumption and therefore cost; because LEDs last over 20 years and are easy to replace, annual maintenance costs are low. Energy cost savings more than offset the cost of hiring a company to manage the process, with payback periods between three and six years. So far, only Orangetown and Clarkstown have converted to LEDs, though other towns and villages are pursuing this option and exploring ways to work together to reduce costs further.

On April 11, the RCSSI collaborated with the New York Power Authority to offer an informational meeting on LED streetlight conversion. NYPA coordinated LED deals for Clarkstown and Orangetown and offers various solutions for planning, managing, bidding and installing LED streetlights as part of its NYS mandate. Municipalities are interested in possible joint bidding for LED light installation, enabling the installer to move from town to town, or between towns and villages, rapidly without regard for borders, while taking advantage of NYPA's preferred pricing on LED fixtures from Philips, Inc. Furthermore, once lights are installed, a shared contract for streetlight maintenance would presumably achieve volume price advantage over individual town or village maintenance contracts. Several villages

are pursuing deals with Real Term Energy, while other villages are taking advantage of an option provided by O&R whereby the company changes the lights and maintains ownership. The Town of Ramapo is working with NYPA and helping several of its villages through the process. Cooperation on purchasing is particularly important for smaller jurisdictions with under 500 street lights where transaction costs are disproportionately high and payback periods can be longer than for larger deals.

### River Village Recycling and Trash Hauling

The villages of Nyack, South Nyack, Grandview and Piermont initiated a systematic review of contracts and costs for the pickup and disposal of both recyclables and municipal rubbish. Currently, Piermont pays 40% more and South Nyack pays 68% more for recycling on a per unit basis than do Nyack and Grand View, while Nyack and Piermont DPWs provide rubbish removal and South Nyack and Grandview contract for this service. The villages have had difficulty obtaining more than one bid on their recycling contracts. With guidance from the Rockland County Solid Waste Management Authority (RCSWMA), including the offer by the Authority to take over contracting for recyclables removal, the four villages are reviewing their options for procuring this vital service more affordably. The RCSWMA, a member of the RCSSI panel, currently administers a residential recycling contract for the Town of Stony Point, and currently administers residential collections of both recycling and rubbish for four villages - Spring Valley, Sloatsburg, New Hempstead, and Haverstraw. Costs for these services are assessed by property type (one or two family homes, etc) and appear on tax bills under the Solid Waste Authority, not the village budget. Shared services options for getting more affordable carting include joint bidding of recycling contracts. The process is somewhat complicated by the need to reconcile slightly different residential recycling practices (curbside vs sideyard pickup, frequency per week, etc.). With regard to municipal garbage pickup, Nyack and Piermont DPWs provide this service and Nyack is exploring feasibility of possibly providing this service to neighboring villages.

## **NEW PROJECTS**

**22. Project Description:** County to host a Procurement Center for Excellence with 3 initial goals:

- 1) Via a new IMA, convene representatives of participating districts regularly to share information and discover more cost-effective means of procuring goods and services;
- 2) Convene districts annually to compare and align capital equipment purchasing plans in coordination with County Sheriff and County Highway Superintendent;
- 3) Outreach to local districts to support use of best practices in procurement policy, including adoption of "Best Value" procurement policies and "piggy backing" contract language;
- 4) Administer E-procurement platforms such as the Empire State Purchasing Group;
- 5) Facilitate other cooperative and specialized procurement services.

(Savings = total equipment and capital outlay for 5 towns and larger villages is approx. \$27M/yr, assume 4% savings in 2019, and 5% in 2020).



**Participants:** Nanuet FD, Congers FD, Blauvelt FD, Sparkill/Palisades FD, County

**Savings:** 2019 (note 1): TBD 2020: TBD

**29. Project Description:** Fire districts will jointly bid for utility bill auditing services to identify any overpayments.

**Participants:** Nanuet FD, Congers FD, Blauvelt FD, Sparkill/Palisades FD, County

**Savings:** 2019 (note 1): TBD 2020: TBD

**30. Project Description:** Cooperative bidding of curbside recycling pickup contracts among villages. Requires contract and program services alignment, consideration of forming a district and/or having the Rockland County Solid Waste Management Authority (RCSWMA), manage the curbside pickup contracts and programs. (Savings = 5% off total aggregate current recycling contracts).

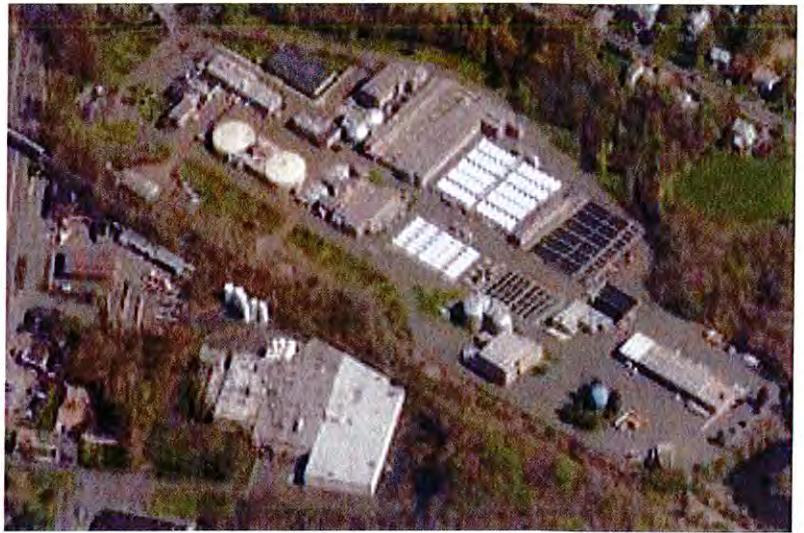
**Participants:** RCSWMA, Piermont, South Nyack, Grandview, Nyack, Spring Valley

**Savings:** 2019 (note 1): \$8,450 2020: \$8,450

**TOTAL ESTIMATED SAVINGS: PURCHASING**

**2019 (note 1): \$1,008,450 2020: \$1,358,450**

## SEWER DISTRICT SHARED SERVICES



On March 28, the RCSSI convened Panelists whose towns or villages own either sewer treatment or conveyance assets or serve as commissioners on the Rockland County Sewer District 1. In the face of rapidly escalating NYS water quality standards that are costly and complex and potentially addressed through collaborative or regional approaches to wastewater treatment, the group decided to explore opportunities for cooperation and consolidation among sewer systems. The group set a near-term goal of cooperation in contracting for improvements at wastewater treatment plants in Orangetown and elsewhere to comply with the new water quality regulations, as well as joint procurement of commonly used chemicals. In the meantime, the group initiated a process leading to the issuing of a Request for Proposals for a sewer district efficiency and consolidation study.

Pattern arranged for a presentation by a Pattern board member with expertise in sewer district consolidation finance, law and engineering. Panelists decided to work with County Purchasing Director Paul Brennan to issue a joint Request for Proposals through the County for a comprehensive sewer district efficiency and consolidation study. The RFP was distributed on BidNet/Empire Purchasing Group, an online platform that automates the process of distribution, response, contract research and recordkeeping for procurement of all sorts. There was a pre-proposal meeting on 5/17, six responses were received and evaluated and a winner will soon be chosen. The following language from the RFP describes the study's scope:

*"The primary objective of the study is to gather and evaluate permitting, technical, financial and administrative data regarding the provision of publicly-owned sewer services with Rockland County, resulting in a number of detailed recommendations for opportunities to improve efficiency, contain costs, and provide sustainable sewer collection and treatment which may include full or partial administrative or functional consolidations or regional arrangements for operations, maintenance and treatment of wastewater.*

*The study shall include a high-level review of all the publicly owned treatment works and collection systems to identify as many opportunities as possible.*

*The study shall consider the objectives of each participating municipal entity and respect the perspective of each regarding ownership, governance, and control. As such, the alternatives to consolidated and regional approaches to sewer services county-wide may include common or individual entity ownership of collection system infrastructure.*

*The study shall include review of existing sewer service areas with respect to current level of service and potential for growth based on existing land use patterns and the availability of land with environmental and regulatory features within the existing service areas that could be improved to result in a demand for sewer service. In addition, the study will identify land base outside existing sewer service area where future demands for sewer services may be created due to favorable and suitable environmental and regulatory conditions.”*

As the study moves forward, the sewer districts are reviewing near-term options for joint bidding of commonly used chemicals.

## **NEW PROJECTS**

**31. Project Description:** Consolidation of sewer districts. An RFP for a multi-district efficiency and consolidation study was drafted and will soon be awarded, with early results of analysis expected in Fall of 2018 and completion of study in 2019. Several districts have agreed to participate in the efficiency study. (Savings: 12% savings on total budgets of participating districts in 2020, 2% in 2019 based on assumption of cooperative approach to bidding work required to meet new NYS chlorine removal regulation estimated to cost more than \$40M). This project also includes near-term cooperative bidding for operational needs, including commonly used chemicals such as chlorine, bisulfate, and polymers.

**Participants:** Rockland County Sewer District 1, Orangetown, Stony Point, Clarkstown, Ramapo, Suffern, Haverstraw Joint Regional, Spring Valley

**Savings:**

2019 (note 1):	\$1,000,000	2020:	\$5,400,000
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**TOTAL ESTIMATED SAVINGS: SEWER**

2019 (note 1):	\$1,000,000	2020:	\$5,400,000
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## OTHER SHARED SERVICES PROJECTS

**32. Project Description:** Town to take over management of Spring Valley swimming pool.

**Participants:** Ramapo, Spring Valley

**Savings:**

2019 (note 1):	\$200,000	2020:	\$200,000
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**33. Project Description:** Town to provide various youth recreation services for village youth at town facilities.

**Participants:** Ramapo, Spring Valley

**Savings:**

2019 (note 1):	\$45,000	2020:	\$45,000
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**34. Project Description:** Town and County to explore collaboration on bus transit services with the understanding the project will not increase net expenses for any municipality.

**Participants:** Clarkstown, Rockland County

**Savings:**

2019: \$	75,000	2020:	\$75,000
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### **TOTAL ESTIMATED SAVINGS: OTHER**

<b>2019 (note 1):</b>	<b>\$320,000</b>	<b>2020:</b>	<b>\$320,000</b>
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## CONCLUSION

As stated in the introduction, this County-Wide Shared Services Plan comes out of unprecedented and substantive dialogue across village, town, school district (including BOCES), fire district and county boundaries among people with similar operational leadership roles. Police, public works, taxation and finance, administration and IT, recreation, and purchasing and procurement specialists participated, among others. The proposals described above are a beginning, not an end, and represent the “tip of the iceberg” of potential benefits of greater cooperation among Rockland County government institutions. NYS recently extended the shared services mandate on county executives to continue convening local leaders, and this effort yields substantial benefits to taxpayers, in both cost and quality of services. There is much more NYS can do, however. Local governments have called upon NYS to reform a wide range of laws and regulations that unnecessarily exacerbate the high cost of government. The NYS Association of Counties, Association of Towns, and Conference of Mayors and Municipal Officials all have legislative agendas aimed at reforming NYS law to decrease the cost of government. In the meantime, the County of Rockland will continue to convene local leaders to build upon the longstanding practice of sharing services and cooperating in the interest of tax savings and the wellbeing of Rockland’s diverse communities.

# APPENDICES

## Appendix A: County-Wide Shared Services Property Tax Savings Plan Summary



County-Wide Shared Services Property Tax Savings Plan Summary

Appendix A

County of Rockland			
County Contact: Stephen J. Powers, Director of Public Policy and Intergovernmental Relations			
Contact Telephone: 845-638-5122			
Contact Email: powerss@co.rockland.ny.us			
<b>Partners</b>			
<b>Row 1 – (total # of) Cities in County</b>			
	<b>Participating Cities/County</b>	<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
1.	Rockland County	Edwin Day	Yes
<b>Row 2 – 5 Towns in County</b>			
	<b>Participating Towns</b>	<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
1.	Stony Point	Jim Monaghan	Yes
2.	Haverstraw	Howard Phillips	Yes
3.	Clarkstown	George Hoehmann	Yes
4.	Ramapo	Michael Specht	Yes
5.	Orangetown	Chris Day	
Use Additional Sheets if necessary *The written justification provided by each Panel Representative in support of his or her vote on the Plan is attached hereto, as Exhibit 1.			
<b>Row 3 – 19 Villages in County</b>			
	<b>Participating Villages</b>	<b>Panel Representative</b>	<b>Vote Cast (Yes or No)*</b>
1.	West Haverstraw	Robert R. D'Amelio	Yes
2.	Haverstraw	Michael Kohut	Yes
3.	Pomona	Brett Yagel	
4.	Upper Nyack	Karen Tarapata	
5.	Nyack	Donald Hammond	Yes
6.	South Nyack	Bonnie Christian	
7.	Grandview-on-Hudson	Larry Lynn	
8.	Piermont	Bruce Tucker	Yes
9.	New Square	Israel Spitzer	



County-Wide Shared Services Property Tax Savings Plan Summary

Appendix A

10.	Kaser	Bernard Rosenfeld	
11.	Wesley Hills	Marshall Katz	Yes
12.	Montebello	Lance Millman	
13.	Airmont	Philip Gigante	Yes
14.	Spring Valley	Alan Simon	Yes
15.	Chestnut Ridge	Rosario Presti., Jr.	
16.	Suffern	Edward Markunis	Yes
17.	Sloatsburg	Carl Wright	Abstained
18.	Hillburn	Craig Flanagan	
19.	New Hempstead	Abe Sicker	

Use Additional Sheets if necessary

\*The written justification provided by each Panel Representative in support of his or her vote on the Plan is attached hereto, as Exhibit 1.

**Row 4 – (total # of) School Districts, BOCES, and Special Improvement Districts in County**

Participating School Districts, BOCES, and Special Improvement Districts		Panel Representative	Vote Cast (Yes or No)*
1.	Rockland BOCES	Scott Salotto	Yes
2.	North Rockland School District	Ileana Eckert	
3.	Rockland County Sewer Dist 1	George Hoehmann	Yes
4.	Rockland County Solid Waste Management Authority	Anna Ropollo	
5.	Clarkstown School District	John LaNave	
6.	Nanuet Fire District	Vincent Pacella	Yes
7.	Congers Fire District	Chris Wohl	
8.	Blauvelt Fire District	Bob Clifford	Yes
9.	Sparkill/Palisades Fire District	Clifton Bullock	Yes

Use Additional Sheets if necessary

\*The written justification provided by each Panel Representative in support of his or her vote on the Plan is attached hereto, as Exhibit 1.

**Row 5**

<b>2018 Local Government Property Taxes</b>	<b>The sum total of property taxes levied in the year 2018 by the county, cities, towns, villages, school districts, BOCES, and special improvement districts within such county.</b>
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## County-Wide Shared Services Property Tax Savings Plan Summary

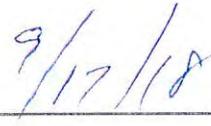
### Appendix A

	\$1,278,690,661.28
<b>Row 6</b>	
2018 Participating Entities Property Taxes	The sum total of property taxes levied in the year 2018 by the county, any cities, towns, villages, school districts, BOCES, and special improvements districts identified as participating in the panel in the rows above.
	\$720,099,413.12
<b>Row 7</b>	
Total Anticipated Savings	The sum total of net savings in such plan certified as being anticipated in calendar year 2019, calendar year 2020, and annually thereafter.
	2019: \$ 4,736,430                      2020: \$9,968,430
<b>Row 8</b>	
Anticipated Savings as a Percentage of Participating Entities property taxes	The sum total of net savings in such plan certified as being anticipated in calendar year 2019 as a percentage of the sum total in Row 6, calendar year 2020 as a percentage of the sum total in Row 6, and annually thereafter as a percentage of the sum total in Row 6.
	2019: 0.66%                      2020: 1.38%
<b>Row 9</b>	
Anticipated Savings to the Average Taxpayer	The amount of the savings that the average taxpayer in the county will realize in calendar year 2019, calendar year 2020, and annually thereafter if the net savings certified in the plan are realized.
	2019:            \$47.36            2020: \$99.68
<b>Row 10</b>	
Anticipated Costs/Savings to the Average Homeowner	The percentage amount a homeowner can expect his or her property taxes to increase or decrease in calendar year 2019, calendar year 2020, and annually thereafter if the net savings certified in the plan are realized.
	2019: -0.39%                      2020: -0.83%
<b>Row 11</b>	
Anticipated Costs/Savings to the Average Business	The percentage amount a business can expect its property taxes to increase or decrease in calendar year



# County-Wide Shared Services Property Tax Savings Plan Summary

## Appendix A

	2019, calendar year 2021, and annually thereafter if the net savings certified in the plan are realized.	
	2019: -0.7%	2020: -1.4%
<b>CERTIFICATION</b>		
<p>I hereby affirm under penalty of perjury that information provided is true to the best of my knowledge and belief. This is the finalized county-wide shared services property tax savings plan. The county-wide shared services property tax savings plan was approved on Sept. 12, 2018, and it was disseminated to residents of the county in accordance with the County-wide Shared Services Property Tax Savings Law.</p>		
<u>Edwin J. Day</u>	<u>County Executive</u>	
(Print Name)		
		
(Signature)	(Date)	



## County-Wide Shared Services Property Tax Savings Plan Summary

### Appendix A

Participating School Districts, BOCES, and Special Improvement Districts		Panel Representative	Vote Cast (Yes or No)*
10.	Thiells Fire District	Ray Redmond	Yes
11.	Nyack Fire District	Jim Hartwick	Yes
12.	Valley Cottage Fire District	Keith Garrabrant	Yes
13.	Orangeburg Fire District	Ken Gordon	
14.	Tappan Fire District	George Garrecht	Yes
15.	Pearl River Fire District	Cory Clarkston	
16.	West Nyack Fire District	John DeNicola	Yes

## Appendix B : Schedule of Public Hearings

<b>Date</b>	<b>Time</b>	<b>Location</b>
8/15/18	7:00 PM	Blauvelt Fire Department, Blauvelt, NY
8/21/18	2:00 PM	Town Hall, Town of Stony Point, NY
9/5/18	7:00 PM	Village Hall, Village of Suffern, NY

## Appendix C: Panelist Vote Forms

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:	Panelist Name:	
County of Rockland	Edwin J. Day, County Executive	
Vote (please circle)	<input checked="" type="radio"/> YES	<input type="radio"/> NO

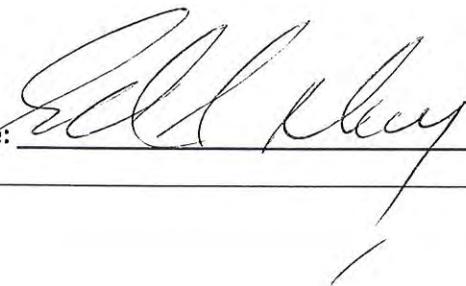
Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Shared health benefits plan

Reasons for Vote:

In order to save taxpayer dollars by creating efficiencies, through the cooperation of the municipalities of the County I vote 'yes' on this proposal.

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Ramapo

Panelist Name:

Michael Specht

Vote (please circle)

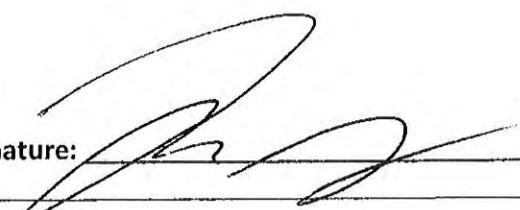
YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District: Town of  
CLARKSTOWN

Panelist Name:  
George Hoffmann

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature: 

Date: 9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

TOWN of STONY POINT

Panelist Name:

James Monaghan

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:

*James J. Monaghan*

Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Town of Haverstraw

Panelist Name:

Howard Phillips

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:



Date:

9/12/18

**Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018**

**Municipality/District:**

Village of Sloatsburg

**Panelist Name:**

Mayor Carl S. Wright

**Vote (please circle)**

Abstain

**YES**

**NO**

**Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)**

**Reasons for Vote:**

September 12, 2018

On behalf of the Village of Sloatsburg, I wish to express sincere thanks and appreciation to the members of the Shared services Committee who did outstanding work in studying Government in the County of Rockland and the services that are provided.

Our community has and will continue to enter into agreements with other governing bodies when it is to the mutual advantage of both parties. Regardless of the fate of these recommendations, municipalities will continue to engage in agreements with other governmental units.

Although this is just a recommendation, there are some concerns that are of paramount importance. The objective is to cut cost. Some of us are of the belief that maintaining the best possible service for our deserving constituents is a dominant interest. The recent issue over health insurance is an example of where communities can be drawn into a broader conflict which is unsettling and generates much concern.

The Village of Sloatsburg does not have any objection to any position that another community may take. The Village does not wish to hamper any municipality that wishes to enter into an agreement with another, where each believes there is a mutual benefit. At this time, Sloatsburg wishes to abstain from the vote.

Panelist Signature: \_\_\_\_\_

*Carl S. Wright*

Date: \_\_\_\_\_

9/12/18



Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Village of Haverstraw

Panelist Name:

Michael F. Kohut

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

I concur

Panelist Signature: \_\_\_\_\_

Date: \_\_\_\_\_

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

AIRMONT

Panelist Name:

Philip Gigante

Vote (please circle)

YES

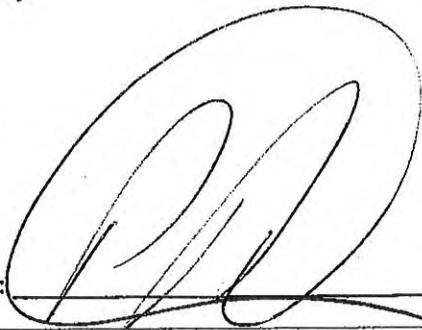
NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Opportunity to save tax money

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Village of Piermont

Panelist Name:

Bruce Tucker

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Panelist Name:

Village of West Havenston

Robert D'Amelio

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

NYACK

Panelist Name:

Don Hammons

Vote (please circle)

YES

NO

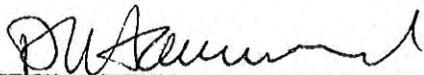
Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Health Insurance

Reasons for Vote:

We never agreed to be involved.  
OUR Union CONTRACT precludes us from  
involvement.

Panelist Signature:



Date:

9/12/18

✓

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Village of Spring Valley

Panelist Name:

ALAN M SIMON

Vote (please circle):

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

to Reflect written Answer  
Already Submitted

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Village of Wesley Hills

Panelist Name:

Marshall Katz, Mayor

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw:

Wesley Hills withdraws from the following projects which are relevant to our Village: 1, 4, 5, 7, 8, 9, 10, 11, 12, 15, 17, 18, 20, 21, 23, 24, 25, 26, 27, 28, 29, 30, 32, 33, 34

Reasons for Vote:

Project 1 – Town of Ramapo handles animal control for the Village

Project 4, 33, 34 – Village does not have a summer recreation program, swimming pool or youth rec programs

Project 5 – Town of Ramapo handles assessments for the Village

Project 7 – Project designated for Town of Orangetown Villages

Project 8 – This project was withdrawn from the plan

Project 9, 10, 11, 12, 15, 17 – Village does not have a DPW. Road Maintenance and Plowing provided by the Town of Ramapo under an existing agreement

Project 18 – Project designated for Nyack & Clarkstown

Project 20 – Project designated for Ramapo, Clarkstown & Spring Valley

Project 21 - Project designated for Ramapo & Clarkstown

Project 23 – Project designated for Rockland County & Clarkstown

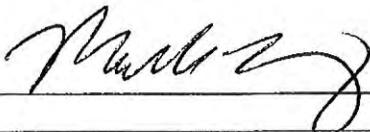
Project 24, 25, 26, 27 – Village is 2/3 complete with process of LED conversion with O&R

Project 28, 29 – Project designated for Fire Districts

Project 30 – Current Village trash contract runs through 2019 and covers recycling

Project 32 – Project designated for Sewer Districts

Panelist Signature: \_\_\_\_\_



Date: \_\_\_\_\_

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

SUFFERN

Panelist Name:

Edward MARKUNAS

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

2, 3, 5, 25, 26 (ADD)

Reasons for Vote:

Any and all COST SAVINGS included  
in this vote. IS a benefit to  
the village of Suffern.

Panelist Signature:

Edward Markunas

Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Rockland County  
Sewer District #1

Panelist Name:

George Hochmann

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:

George Hochmann

Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Nusack Joint Fire District

Panelist Name:

James B. Hartwick

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw:

Reasons for Vote:

Great idea. Will be seen beneficial  
to our fire district.

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Panelist Name:

BLAUVELT VOLUNTEER FIRE COMPANY

ROBERT CLIFFORD

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:

Robert Clifford

Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

VALLEY COTTAGE FIRE DISTRICT

Panelist Name:

KEITH GARIBRANT

Vote (please circle)

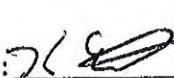
YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:



Date:

9-12-18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Spar Hill - Palisades  
Fire District

Panelist Name:

Commissioner Clifton C. Bullock

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

As a Fire Commissioner, it's my duty to insure the Dist Property owners get the Best Equip/Services without being a financial burden.

Comm.  
Cliff C. Bullock

Panelist Signature:

Cliff C. Bullock Comm.

Date:

09/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

WEST NYACK F.D.

Panelist Name:

JOHN A. DeNICOLA

Vote (please circle)

YES

NO



Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:

Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

THIELLS-ROSEVILLE  
FIRE DISTRICT

Panelist Name:

RAYMOND J. REDMOND

Vote (please circle)

YES

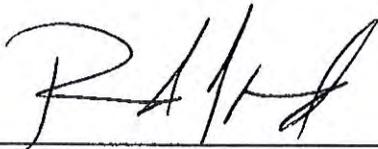
NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

TO EXPLORE AND USE SHARED  
SERVICES TO SAVE THE TAX  
PAYERS OF THIELLS-ROSEVILLE FIRE  
DISTRICTS

Panelist Signature:



Date:

9-12-18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District: <i>TAPPAN FIRE DISTRICT</i>	Panelist Name: <i>GEORGE GARZECHT COMMISSIONER</i>	
Vote (please circle)	<input checked="" type="radio"/> YES	NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature: *George Garrecht* Date: *9/12/18*

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Nanuet Fire District

Panelist Name:

Vincent Parella

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

see attached sheets

Reasons for Vote:

Savings for the tax paying resident  
of the Nanuet Fire District

Panelist Signature:

Vincent Parella

Date:

9-12-18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Orangetown

Panelist Name:

Chris Day

Vote (please circle)

YES

NO

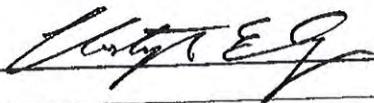
Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

N/A now that healthcare has been removed

Reasons for Vote:

The Savings Potential of these projects for taxpayers is absolutely worth exploring further.

Panelist Signature:



Date:

9/12/18

Rockland County Shared Services Panel: Taxpayer Savings Plan Vote, September 12, 2018

Municipality/District:

Chestnut Ridge

Panelist Name:

Howard Cohen  
Trustee

Vote (please circle)

YES

NO

Projects involving your community from which you wish to withdraw (please use attached list of project proposals, adding or deleting your municipality as desired)

Reasons for Vote:

Panelist Signature:

Howard Cohen Trustee  
For Mayor Pres.

Date:

9/12/2018

Appendix D: Rockland Shared Services Report (2017)

# Rockland County

## Shared Services Report



The possibilities for saving tax dollars, and streamlining government by combining our efforts and reducing duplication will benefit our residents and businesses and improve the quality of life in Rockland County.



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## Forward

When the Governor and State Legislature first proposed a "County-Wide Shared Services Property Tax Savings" law, many of the 18 county executives in New York state had questions and concerns. Counties, in ways both formal and informal, already provide shared services to municipalities within our jurisdiction. Are we open to doing more for the taxpayer? Of course. We have always looked for any way to save money and reduce property taxes. But the Governor's initiative had several areas that did not seem to make sense. Why weren't school districts, the largest source of local property taxes, included in the initiative? How could a County Executive call for a voter referendum on a shared services plan when we lack the authority under our county charter to do so?

I'm proud that the feedback that Albany received from me and many other County Executives helped to shape this law into a better form albeit still somewhat flawed. Albany needs to understand that cost savings and shared services must be a two-way street. Too often when we try to engage in shared services we are blocked by state regulations.

In Rockland, we already engage in many shared services and will continue to do so. While we appreciate the state's focus on sharing services, this is nothing new for us. We have always achieved success in sharing services and saving money. To give four examples, the Hudson Valley Municipal Purchasing Group was started with the leadership of Rockland. The County Highway Department and the Town Highway Departments share services, including equipment, and the County has numerous law enforcement initiatives. Our BOCES provides many critical examples of shared services.

This report highlights areas of interest and we will continue to pursue them in order to achieve savings for the taxpayers of Rockland. If we can save a nickel for taxpayers, it will be a success.

As Rockland County Executive, I have teamed with our panel to be the first county in the Hudson Valley to address the state's new Shared Services law. Section 4e of the law states that a county that chooses not to submit a completed shared services plan in 2017 can do so in 2018.

Faced with a choice of responding this year or next, we determined that rushing the process to meet the unrealistic timetable for this year was not in the interest of Rockland taxpayers since we only have "one bite at the apple" when it comes to getting state funding. Waiting until 2018 will allow us to maximize the tax relief to the taxpayer. As a result, I have chosen to submit this report pursuant to Section 4e of the shared services law.

The process of achieving property tax savings through shared services is an evolution, not a revolution. Over a very compressed three month long timetable, the Shared Services Panel has gotten the ball rolling and generated an impressive set of ideas. Over the next year we will work with the towns, villages, and school districts of Rockland to develop detailed proposals for implementing these ideas and identifying significant savings from shared services which can be eligible for funding from New York State.

---

Ed Day,

Rockland County Executive

## Executive Summary

### Explaining the Shared Services Initiative

Rockland taxpayers have been hard hit by New York's out of control property taxes. Year after year, residents face tax bills that are among the largest in New York, and by some measurements, among the highest in the entire country. Since 2012, local governments have been required to follow New York State's Property Tax Cap, which has helped slow the rate of growth of property taxes, but it has not brought down the already sky-high taxes that residents face every year.

In April, 2017, the New York State Legislature enacted the County-wide Shared Services Property Tax Savings Plan Law as a component of the FY2018 State Budget. Signed into law by Governor Cuomo, the purpose of the law was to, "empower New Yorkers to control the cost of local government by requiring counties to assemble local governments and find efficiencies for real, recurring taxpayer savings." The law mandates the creation of Shared Services Panels in each of the 57 counties in New York State outside of New York City.

These panels, organized and chaired by the County Executive are to "prepare a property tax savings plan for shared, coordinated and efficient services among the county, cities, towns and villages within [each] county," according to the text of the law. The plans may also "include school districts, boards of cooperative educational services, and special improvement districts" within each county.<sup>1</sup>

Each county must submit a final Shared Services Plan by September 15, 2017, or, if they decide to wait until 2018, by September 15, 2018. Prior to submission, the plan must be shared with the County Legislature for comments and feedback (but not a vote). Completed plans that identify specific property tax savings generated through new inter-municipal shared service initiatives will be eligible for matching funds from New York State. However, these matching funds are only available once.

### The Shared Service Process in Rockland

Shortly after the State Legislature passed the County-wide Shared Services Property Tax Savings Plan Initiative, County Executive Ed Day became the first County Executive in the Hudson Valley

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<sup>1</sup> The fact that school districts, which make up the largest share of property tax bills, are not required to participate in the development of the Shared Services Plan, has been widely criticized by County Executive Day and most members of the Rockland Shared Service Panel.

<sup>2</sup> [www.syracuse.com/state/index.ssf/2016/01/new\\_york\\_has\\_heaviest\\_state\\_and\\_local\\_tax\\_burden\\_in\\_nation.html](http://www.syracuse.com/state/index.ssf/2016/01/new_york_has_heaviest_state_and_local_tax_burden_in_nation.html)

<sup>3</sup> [www.usatoday.com/story/money/personalfinance/2017/04/16/comparing-average-property-taxes-all-50-states-](http://www.usatoday.com/story/money/personalfinance/2017/04/16/comparing-average-property-taxes-all-50-states-)

to began the process of organizing the Shared Services Panel called for by the law. The County hired Hudson Valley Pattern for Progress, a respected non-profit regional planning and policy organization to assist with the preparation of the shared service plan and then quickly convened the first meeting with members of the Shared Service Panel in early May.

Pattern surveyed every Town Supervisor and Village Mayor in Rockland in order to gauge which areas these municipal leaders were willing to consider pursuing shared service savings in. The County held three public hearings to solicit ideas and input from residents. Extensive meetings were held with County officials and municipal staff. Despite the lack of a mandate in the law that compelled the schools to become panel members, Rockland BOCES and North Rockland School District agreed to become members of the Shared Service Panel, which was an encouraging development. Rockland BOCES was brought into the process and offered their experience in coordinating shared services between the county's eight school districts. Over the past 10 weeks, all parties have continued working to develop this report on the county's shared service efforts. This report, provided to the County Legislature, is presented in pursuance with section 4e of the shared services law. It contains a description of how the county will move forward with the shared service process.

### **The Results - Ideas for Shared Services**

Rockland County already engages in a long and impressive list of shared services.

- One of the oldest and most successful shared service efforts in Rockland is the Hudson Valley Municipal Purchasing Group (HVMPG) which was founded by Rockland County and recently expanded to a statewide initiative and rebranded as the Empire State Purchasing Group. The Empire State Purchasing Group and HVMPG is an inter-municipal cooperative purchasing agreement between local governments throughout the region who collectively purchase paper and other supplies in bulk, saving significant amounts of money each year.
- The county already has contracts with two of the five towns for snow removal
- There are already formal agreements between the counties and towns for the sharing of highway equipment.
- The County Sheriff's office already provides a number of shared services including joint task forces, long established marine and mounted police units, and a centralized wireless 911 call center and countywide training of 911 dispatchers.
- Some police departments in the County already utilize the County's network and Law Enforcement Records Management System which saves them on licensing, hardware and maintenance costs.

- The County has an agreement with the East Ramapo Central School District to utilize the County's fuel pumps in Pomona which saved on maintenance and replacement costs for their fuel facility.
- The County has a mutual aid agreement that crosses state borders for fire and emergency services with municipalities in Bergen County, New Jersey.

The list goes on and on with significant savings to the taxpayer. And the process of producing this report generated a number of additional promising ideas for inter-municipal cooperation and shared services that, if properly developed and implemented, could lead to property tax savings. These three ideas are ones which members of the Shared Services Panel identified as having the most promise for tax savings in the short term.

Countywide Animal Control Program - Centralize the efforts to provide animal control services throughout Rockland County by creating a sharing service plan between the County, towns and certain villages.

Cooperative Purchasing of Paper and other items through the Empire State Purchasing Group - The effort is underway to identify municipalities and school districts in Rockland that are willing to join the already existing Empire State Purchasing Group/Hudson Valley Municipal Purchasing Group in order to obtain economies of scale in paper purchasing. Cooperative purchasing of other supplies may follow.

LED Lighting - Achieve savings by bulk purchasing of streetlights and converting them to highly energy efficient LED bulbs and by issuing a joint-bid to retrofit all municipal parking lot lights and interior and exterior building lights to efficient LED bulbs. Local utilities and NYSEDA have incentive programs available to retrofit government buildings with LED bulbs. The County would coordinate this effort among all local government units.

Shared Printing - The eight school districts in Rockland already take advantage of BOCES' highly competitive rates to save money on printing costs for mass mailings such as budget notifications, parental newsletters, and other communications. Every town, and most villages in Rockland send out periodic updates to residents for things like parks and recreation programming, among others. The cost to print these thousands of copies can be substantial, and BOCES may be able to print them cheaper on their high capacity machines, than any town or village separately could do.

Other ideas generated during the process may hold potential for shared services.

Shared Police Dispatching - Centralization of police dispatching at the county level in the Sheriff's Department could yield substantial tax savings but will require careful design in

order to implement properly. In order to better understand the opportunities of this idea and challenges to be overcome, the County and the Town of Stony Point have jointly applied for a grant through the State's Local Government Efficiency Program to pay for a feasibility study to evaluate having the County handle police dispatching for Stony Point.

Formalizing "Handshake" Agreements Among Highway Departments - Several municipalities already share equipment and other services among highway departments and DPWs but these are generally informal "handshake" agreements. If these informal agreements can be formalized into official inter-municipal agreements, they may qualify for matching funds under the terms of the shared services law.

Joint Bids for Landscaping/Custodial Services - Many of the county's smaller villages use outside contracts rather than municipal employees to handle maintenance of their parks and custodial service for their village halls. The responses to the shared services survey indicate that some villages may be interested in cooperation to jointly identify and bid for the most cost effective businesses to use for landscaping and custodial services at the village level.

Consider Dissolution of Smaller Village Courts - Five mayors who responded to the shared service study suggested they were interested in sharing court services, and three others said their village doesn't provide a court system at all--meaning they already take advantage of shared services by using the towns' court systems. Upper Nyack recently dissolved its village court and let the Clarkstown Town Court handle the village's small caseload. Further consolidation of the smaller village courts in the county could yield tax savings.

### **Next Steps - The Process Continues**

The process of achieving property tax savings through shared services is an "evolution, not a revolution," as County Executive Day has said. Over a very compressed three month long timetable, the Shared Services Panel has gotten the ball rolling and generated an impressive set of ideas. But taking the next step and turning these ideas into concrete plans with specific estimates of savings will take longer.

Because of the way the state's shared service legislation is written, a county only gets "one bite at the apple" of matching state funds. If Rockland were to submit a shared service plan this year, even one filled with excellent ideas, the County could not access any state matching funds unless specific certified savings are included in the plan. Yet generating certifiable estimates of property tax savings has not proved feasible under the incredibly short time table laid out by

the legislation. To generate these savings estimates would require detailed data on existing expenditures from the various towns and villages, that data has largely not yet been received.

This report is therefore meant to serve merely as the starting point for the development of a finalized shared service plan for submission to the state in 2018. Moreover, it should serve as a vital reminder that the conversation around shared services between the governments of Rockland County must be a priority if we are serious about reducing the burden of property taxes on the residents of Rockland.

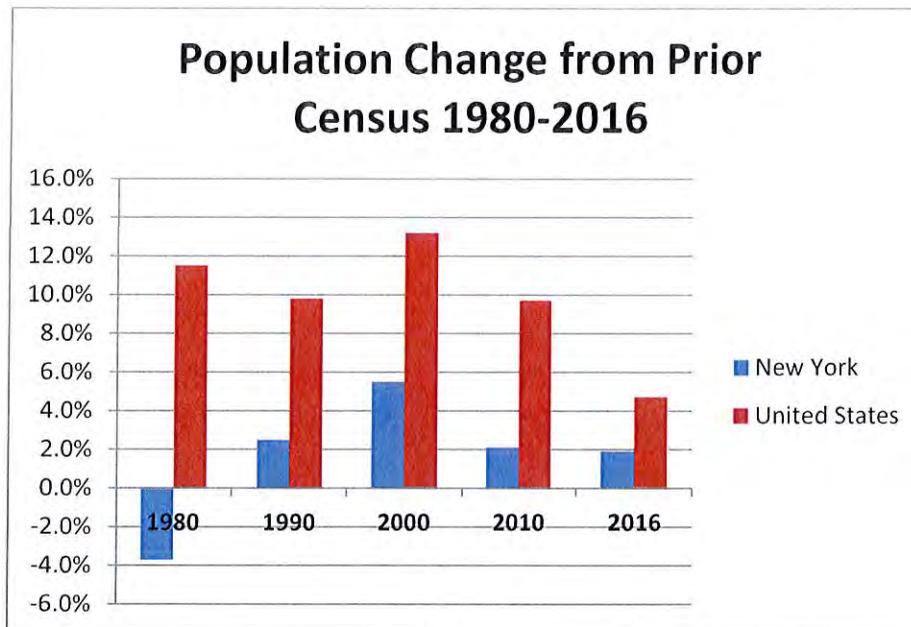
## Property Taxes in NY

### Current Levels

No matter how you slice it, New York taxes are high. In 2016, the Tax Foundation reported that New York residents pay a higher percent of their income in state and local taxes than any other state.<sup>2</sup> In 2017, USA Today reported that New York's "effective property tax rate" was 7th highest in the country and that New York taxpayers paid over \$22.2 billion in property taxes in 2016.<sup>3</sup> Other studies have put the state anywhere from 4th<sup>4</sup> to 11th.<sup>5</sup> Regardless of which methodology is used, property taxes in the Empire State rank among the top in the nation.

The consequences of high property taxes is to drive up the cost of living and doing business in the state, making New York less competitive in terms for jobs and population growth relative to other states. New York's population growth in recent decades has not kept pace with the rest of the country, and the high cost of living in the state is undoubtedly one of the reasons. Since 1980, New York's population has increased a total of 12.0%, while the population of the United States has increased by 42.6%.

Figure 1



<sup>2</sup> [www.syracuse.com/state/index.ssf/2016/01/new\\_york\\_has\\_heaviest\\_state\\_and\\_local\\_tax\\_burden\\_in\\_nation.html](http://www.syracuse.com/state/index.ssf/2016/01/new_york_has_heaviest_state_and_local_tax_burden_in_nation.html)

<sup>3</sup> [www.usatoday.com/story/money/personalfinance/2017/04/16/comparing-average-property-taxes-all-50-states-and-dc/100314754/](http://www.usatoday.com/story/money/personalfinance/2017/04/16/comparing-average-property-taxes-all-50-states-and-dc/100314754/)

<sup>4</sup> <https://wallethub.com/edu/states-with-the-highest-and-lowest-property-taxes/11585/#real-estate>

<sup>5</sup> [www.businessinsider.com/10-states-with-highest-property-taxes-2015-8](http://www.businessinsider.com/10-states-with-highest-property-taxes-2015-8)

### Rate of Growth: Pre-Tax Cap and Post-Tax Cap

Property taxes in New York had a long history of growing at an unsustainable rate far in excess of the rate of inflation. Between 1980 and 2010, school taxes grew at an average annual rate of 6.3% while inflation over that period averaged 3.3% a year. All other local property taxes grew at an average annual rate of 4.9%, again compared to an average inflation rate of 3.3% per year over the same time period. Therefore, while inflation ran at 99% over the 30 year period, school taxes increased by 189% and other local government property taxes increased by 147%.<sup>6</sup>

**Figure 2 - Trend in Property Tax Growth by Jurisdiction<sup>7</sup>**

	30-Year Average Annual Growth Rate 1980-2010	10-Year Average Annual Growth Rate 2000- 2010
<b>School District</b>	<b>6.3%</b>	<b>5.9%</b>
<b>Total - Local Govt.</b>	<b>4.9%</b>	<b>4.4%</b>
<i>County</i>	4.8%	4.2%
<i>City</i>	3.2%	3.2%
<i>Town</i>	5.3%	4.7%
<i>Village</i>	5.4%	5.0%
<i>Fire District</i>	7.0%	5.7%
<b>Inflation</b>	<b>3.3%</b>	<b>2.4%</b>

This trend was clearly not sustainable; New Yorkers could not continue to afford property taxes that increased much faster than inflation, year after year.

Starting in FY2012, local governments were required to follow New York State's recently passed Property Tax Cap. Since the passage of the law, with only limited exceptions, the tax cap prevents local governments and school districts from raising property taxes by more than 2% per year (and often less than that) unless a specific vote is held to override the cap, supported by 60% of the local legislative body or 60% of the voters in a school budget election. Though the cap has been criticized by education groups and teachers unions for limiting spending on education, and criticized by others for making it too hard for local governments to adequately budget for long term costs such as infrastructure repair and maintenance, there is no question that it has dramatically slowed the rate of property tax increases in New York. In the six years

<sup>6</sup> [www.governor.ny.gov/sites/governor.ny.gov/files/archive/assets/documents/CappingPropertyTaxReport.pdf](http://www.governor.ny.gov/sites/governor.ny.gov/files/archive/assets/documents/CappingPropertyTaxReport.pdf)

<sup>7</sup> Source: Table adapted from, "Reducing Property Taxes for New Yorkers," a report by Governor Andrew Cuomo's office. 9/27/2012.

[www.governor.ny.gov/sites/governor.ny.gov/files/archive/assets/documents/CappingPropertyTaxReport.pdf](http://www.governor.ny.gov/sites/governor.ny.gov/files/archive/assets/documents/CappingPropertyTaxReport.pdf)

since the cap went into effect, the vast majority of local governments and school districts have kept their tax increases under the tax cap's threshold, representing a huge reduction in the rate of growth relative to the rate from 1980-2010 described below.

### **Need for Shared Services**

Although the implementation of the tax cap has significantly slowed the rate of increase in local property taxes, it has not stopped their growth, nor in most cases has it led to actual reductions in property taxes. To move beyond simply slowing growth rates to achieve actual property tax savings, the Governor, working with the State Legislature, have turned the focus to encouraging shared services between the many local governments and taxing authorities in New York.

A 2012 report by the Governor's office noted that: "New York has an arcane, duplicative, and complicated local government structure. Developed over centuries, local government in the State consists of numerous, overlapping governments and special districts. An individual can simultaneously live in a county, town, village, school district, fire district, and library district – all of which have separately-elected governing boards that can raise property taxes. This is both confusing and costly for the taxpayer."<sup>8</sup>

The sheer number of local governments and taxing authorities in New York is enormous. As of December, 2016, the State Comptroller reported that New York contained 57 county governments,<sup>9</sup> 62 cities, 932 towns, 545 villages, 693 school districts, 891 fire districts, 1,801 fire companies,<sup>10</sup> 7,621 town special districts (including ambulance, drainage, lighting, parking, etc.), 144 county special districts, 297 other special districts, and 756 public libraries or free association libraries. Together, these various local governments and districts total 13,799.<sup>11</sup>

Many of these entities already share services in various ways. Still, many others operate nearly independently of one another, with all the duplication and missed opportunities for cost savings that implies. Given these facts, it was natural for the state government to make encouraging shared services between various local governments and districts a priority.

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<sup>8</sup> [www.governor.ny.gov/sites/governor.ny.gov/files/archive/assets/documents/CappingPropertyTaxReport.pdf](http://www.governor.ny.gov/sites/governor.ny.gov/files/archive/assets/documents/CappingPropertyTaxReport.pdf)

<sup>9</sup> The 5 counties that make up NYC do not have their own separate county governments.

<sup>10</sup> Fire companies and fire districts are chartered and counted differently under state law, even though the functions performed are substantially similar.

<sup>11</sup> <http://www.osc.state.ny.us/localgov/datanstat/entitytable.htm>

## County-wide Shared Services Property Tax Savings Plan Initiative

### Passage and Purpose

In April, 2017, the New York State Legislature enacted the County-wide Shared Services Property Tax Savings Plan Law as a component of the FY2018 State Budget. Signed into law by Governor Cuomo, the purpose of the law was to "generate property tax savings by facilitating operational collaboration between local governments"<sup>12</sup> and to, "empower New Yorkers to control the cost of local government by requiring counties to assemble local governments and find efficiencies for real, recurring taxpayer savings."<sup>13</sup> The law mandates the creation of Shared Services Panels in each of the 57 counties in New York State outside of New York City.

These panels, organized and chaired by the County Executive (or County Manager, County Administrator, or Chair of the County Legislature in counties that lack County Executives) are to "prepare a property tax savings plan for shared, coordinated and efficient services among the county, cities, towns and villages within [each] county," according to the text of the law. The plans may also "include school districts, boards of cooperative educational services, and special improvement districts" within each county.

The goal of the shared services initiative is to identify action steps that would yield "new, recurring property tax savings." After the completion of an approved shared services plan, each county may apply for matching funding from New York State equal to the certified property tax savings identified in the plan and then "actually and demonstrably realized by the participating local governments," according to the text of the law. The specific criteria that must be met to qualify for matching funds, the mechanism by which those funds will be distributed, and other questions relating to the matching funds are left vague in the text of the law and are subject to future clarification by New York State. If a participating local government realizes savings through improving efficiency or streamlining government, those savings are *not* eligible for state matching funds; only savings generated by *shared services* will be eligible. However, the existence of sufficient funds will depend on appropriation decisions not yet made by the State Legislature, so the actual amount of state funds available is not yet clear. Regardless of what decisions may be made in Albany, Rockland's leaders will do our best to be in compliance with the shared services law while serving the residents of the county.

### Participation

All counties in New York (with the exception of the 5 counties in New York City) are required to participate in this effort. Within each county, the mayor of every city and village and the supervisor of every town must participate in the development of the plan. These officials may

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<sup>12</sup> <https://www.dos.ny.gov/lg/pdf/CWSSI.GuidanceDoc.pdf>

<sup>13</sup> <https://www.governor.ny.gov/news/governor-cuomo-signs-legislation-cut-property-taxes-and-cost-local-government>

not designate a proxy or representative to participate on their behalf; they must personally cast a vote on the final plan. The law allows but does not require the school districts, board of cooperative educational services (BOCES) and some special improvement districts in the county to participate in developing the plan if invited by the CEO of the shared services panel (the County Executive or county leader).<sup>14</sup> Some types of special districts, including fire and library districts are excluded from the shared services initiative.

During the development of the plan, the County Executive or county leader is required to "consult with, and take recommendations from all the representatives of the shared services Panel as well as the representative of each collective bargaining unit of the county and the cities, towns, and villages and other optional invited panel members," according to the law. Members of the panel may vote to remove actions from the plan that would affect the unit of government or district they represent, though this decision must be explained in writing and included as part of the final plan sent to the state. For instance, if a draft plan called for a joint police dispatching system for every town in the county, the town supervisor of a town that did not wish to participate in such a system could opt to remove that recommendation from the plan *as it pertains to his or her town*. The other towns in the county would still be able to participate and reap the benefits of any property tax savings from such a plan.

As part of the process of developing a shared services plan, the panel is required to convene and organize a minimum of three public hearings to enable residents of the county to offer ideas for shared services between the local governments in their county.

### Timeline

The legislation creating the shared services initiative lays out a set of deadlines for producing a shared services plan. Assuming a county decides to submit a plan in 2017:

- No later than August 1, the CEO of the shared service panel must submit a draft of the plan to the County Legislature for comments and advisory opinions. The Legislature is **not** required to vote on the plan, and does not have the power to block the plan (unless aspects of the plan would require the county to take actions that normally need legislative approval).
- Prior to September 15 the members of the shared services panel must vote on whether to approve or disapprove the final plan. All members who vote to disapprove the plan must explain in writing their reasons for doing so.

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<sup>14</sup> Given that school taxes account for a majority of all local property taxes (generally between 55-65% of a property tax bill) many elected officials and residents have questioned why school districts are not required to participate in the development of a property tax savings plan. The state has not provided any clear explanation as to the basis for this exclusion, leading many to conclude that legislative politics rather than public policy reasons may have led to this feature of the legislation.

- No later than September 15, the completed and approved shared services plan for each county must be submitted to the New York State Director of the Division of the Budget (DOB).
- If an approved plan is submitted to the State DOB then the CEO of the shared services panel must make the plan available to the public and hold a public presentation on the plan by October 15.

If a county chooses not to complete a shared services plan in 2017, the process is repeated in 2018, with the same panel, and same timeline next year. If a county chooses again in 2018 to approve a shared services plan, the legislation does *not* currently require the county to try again in 2019.

## Taxes in Rockland - An Overview

### High Taxes in Rockland

In Rockland County, extremely high property taxes have long been a fact of life for residents and businesses. A 2016 report by Pattern for Progress for the Rockland Business Association (RBA) cited analyses by Zillow, the Tax Foundation, and the Tax Policy Center that placed Rockland either 2nd or 5th in the **nation** for the highest average property tax bill.<sup>15</sup> The average annual property tax bill for Rockland homeowners ranged from \$8,000 to more than \$10,000 depending on the study. Year after year, Rockland ranks as the second highest taxed county in New York State, with only Westchester having a higher tax burden.<sup>16</sup>

Though the tax cap has helped to slow the growth of property taxes in Rockland, as it has elsewhere in the state, the county remains a very expensive place to live. This cost has consequences for retaining residents. According to a Marist College Bureau of Economic Research report quoted in the RBA's report, between 2009 and 2014, 26,202 households moved out of Rockland County, while only 21,602 households moved in--a net loss of 4,660 households.<sup>17</sup> While the county's overall population has grown (through births to county families rather than in-migration), the demographics of the county have shifted in a direction that points to future problems sustaining a healthy tax base. Since 1970, for example, the poverty rate in the county has almost tripled, rising from 5.5% to 14.1% of the population as of 2014.<sup>18</sup> The share of the population enrolled in the Medicaid program rose from 9.5% in 2000 to 24.5% in 2013, and over that time period, Rockland went from having the 31st highest percentage of residents on Medicaid in New York to having the 8th highest, a substantial rise.<sup>19</sup>

Pattern's report for the RBA also noted that, "almost 58% of households in Rockland County earning less than 80% of the area median income are living in housing that is highly unaffordable. The housing expense level for these owner-occupied households is described as "severely cost burdened" because they spend more than 50% of their gross income toward the

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<sup>15</sup> "A Crushing Burden: Why is Rockland So Heavily Taxed?" (2016)

<http://www.pattern-for-progress.org/wp-content/uploads/2015/04/RBA-A-Crushing-Burden-FINAL-08302016.pdf>

<sup>16</sup> It is worth noting that while the dollar amount Rockland homeowners pay in property taxes is among the top in the state and nationwide, Rockland does not rank nearly as high either in New York or nationally when looking at property taxes paid as a percent of home values. On that metric, a number of counties in western New York have a higher tax burden. According to the Governor's Office, based on an analysis by the Tax Foundation, Rockland residents paid an average annual property tax bill equal to 1.68% of their home value, while to take one example, residents of Monroe County (Rochester area) paid average annual property taxes equal to 2.78% of their home value.

<sup>17</sup> "A Crushing Burden," pg. 19

<sup>18</sup> "A Crushing Burden," Pg. 39

<sup>19</sup> "A Crushing Burden," Pg. 37

cost of housing. In this regard, Rockland is the highest severely cost burdened county in the nine counties of the Hudson Valley."<sup>20</sup>

As it has statewide, the Tax Cap has helped slow the growth of property taxes in Rockland. The county's eight school districts (which account for the largest share of property taxes) have stayed within the tax cap each year, as have most towns and villages. A few recent town budgets (e.g. the 2017 budgets in Orangetown,<sup>21</sup> Clarkstown,<sup>22</sup> and Stony Point<sup>23</sup>) actually included small cuts to property taxes. Still, to achieve further tax reductions, identifying and implementing shared services will be critical.

### **Many local taxing entities in Rockland**

The multiplicity of local governments, school districts, special districts and other taxing entities in Rockland is notable, and is cited by many as a contributing factor to the high property taxes in the county. While some Rockland residents probably know that there are five towns in the county, it is doubtful that many residents realize just how many local governments and other districts there are.

The true total? 122 governments, districts, and authorities within the county, according to figures from the New York State Comptroller. This for a county that ranks as the smallest in the state by area (although the eighth largest in the state by population). The total includes the myriad fire districts and library districts throughout the county, some of which set their own budgets and can directly levy taxes, subject to resident votes. It also includes almost 50 special districts that are so-called "Town Special Districts" with budgets set by town government and taxes levied on the town residents who benefit from the services provided by that district. It is important to note again that the Shared Services Initiative does not include fire and library districts, so the totals in the table below reflect a larger number of districts than are allowed by law to participate in the Shared Services Plan. For a full list of all local governments and districts in Rockland, please see Appendix A.

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<sup>20</sup> "A Crushing Burden," pg. 20

<sup>21</sup> <http://www.nyacknewsandviews.com/2016/10/otown-2017-budget/>

<sup>22</sup> <http://www.lohud.com/story/news/local/rockland/clarkstown/2016/11/03/clarkstown-144m-budget-decrease/93240368/>

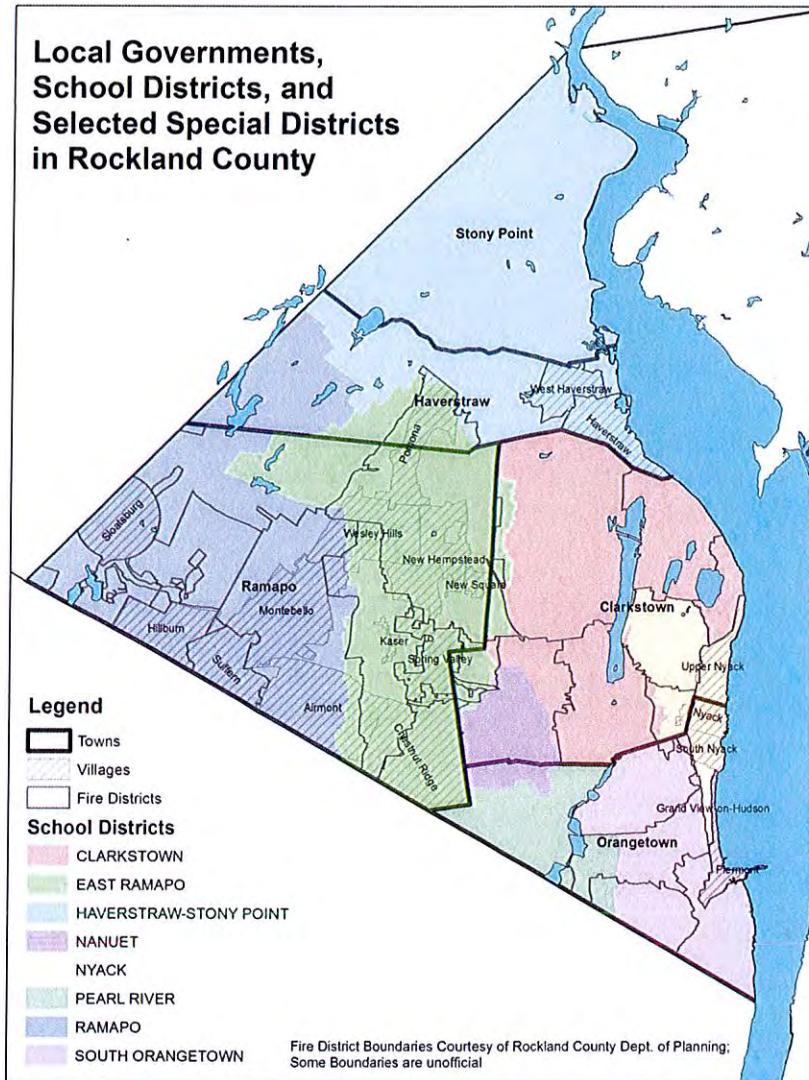
<sup>23</sup> <http://www.lohud.com/story/news/local/rockland/stony-point/2016/11/10/stony-point-budget-tax-decrease/93612718/>

**Figure 3 - Governments/Districts in Rockland**

<b>Type of Government/District</b>	<b>Number</b>
Counties	1
Towns	5
Villages	19
School Districts	8
BOCES	1
Special Districts	
<i>Libraries*</i>	17
<i>Independent Fire Districts *</i>	21
Town Special Districts	
<i>Fire Protection Districts*</i>	8
<i>Ambulance/Paramedic</i>	9
<i>Sewer/Water</i>	22
<i>Other</i>	7
Other Districts/Authorities*	4
<b>TOTAL</b>	<b>122</b>
*Not included in Shared Services Legislation	

Having so many separate governments and districts can make it complicated for citizens and elected officials to track where their money is going and make it difficult to account for the delivery of services that may be provided by more than one layer of government. Adding further complication, these districts often overlap with one another, as the map below illustrates.

Figure 4



### Rockland County

Rockland County's government serves the more than 320,000 residents of the county by providing a range of services. The county property tax levy was \$120,015,000 in 2017. Unlike all other municipalities and districts in the county, property taxes provide a much smaller share of the county's total revenues. For example, in 2017, property taxes provided just 17% of county revenue, compared to more than 50% for every town. For county government, the sales tax brings in a significant share of revenue (27%) and payments from the state and federal

government (18%) and income from county departments (11%) provide large amounts of additional revenue.<sup>24</sup>

As County Executive Day has often pointed out, County Government is already involved in a range of shared services with different governments. These services are outlined in more detail later in the report on page 28 and in the section describing the Empire State Purchasing Group and the Hudson Valley Municipal Purchasing Group on page 34.

### Towns

There are five towns in Rockland, each of which provides a comprehensive range of public services. All five towns maintain their own police departments, highway departments, parks departments, court systems, building departments, and many other departments. Although the services provided by the towns are substantially similar, they are not identical. To give one example, while some towns such as Orangetown operate and maintain their own sewer districts, other towns do not. In 2017, the five towns combined levied over \$254 million in property taxes. Clarkstown's tax levy is high, relative to its population, and Ramapo's is low; among other reasons, this is likely because several villages in Ramapo have their own police departments or DPWs, meaning the town's costs are lower, while Clarkstown has few villages.

**Figure 5 - Town Property Taxes**

Town	2017 Property Tax Levy*	Population (2015)
Clarkstown	\$98,996,043	86,334
Haverstraw	\$28,893,100	37,261
Orangetown	\$40,243,499	50,095
Ramapo	\$72,149,591	131,648
Stony Point	\$14,164,227	15,350
<b>TOTAL</b>	<b>\$254,446,460</b>	<b>320,688</b>

\*Town special districts **not** included in total

### Villages

There are 19 villages in Rockland County, which in 2017 levied a total of \$71,093,949 in property taxes. As of 2015, the combined population of the 19 villages was 135,140, meaning that approximately 42% of Rockland residents live in a village.

<sup>24</sup> Rockland County FY 2017 budget: <http://budget.rocklandgov.com/Budget/2017-Adopted-Executive-Summary.pdf>

Figure 6 - Village Property Taxes

Village	2017 Property Tax Levy <sup>25</sup>	Population (2015)
Airmont	\$2,286,099	8,867
Chestnut Ridge	\$1,715,365	8,144
Grandview	\$659,581	300
Haverstraw	\$6,993,539	12,165
Hillburn	\$956,705	990
Kaser	\$50,607	5,111
Montebello	\$1,210,112	4,661
New Hempstead	\$379,236	5,311
New Square	\$460,476	8,062
Nyack	\$3,483,718	7,005
Piermont	\$4,607,482	2,573
Pomona	\$2,011,980	3,229
Sloatsburg	\$1,787,822	3,129
South Nyack	\$2,545,344	3,533
Spring Valley	\$24,362,328	32,619
Suffern	\$10,545,804	10,976
Upper Nyack	\$1,836,000 <sup>26</sup>	2,174
Wesley Hills	\$1,308,192	5,919
West Haverstraw	\$4,658,558	10,372
<b>TOTAL</b>	<b>\$71,093,949</b>	<b>135,140</b>

In contrast to the five towns, which all provide a similar range of services, the county's 19 villages provide a widely varying set of public services to their residents. While some villages have their own police departments, DPWs, parks departments, court systems, assessors, other villages provide none of these services, relying on the surrounding town to provide them. Given the widely varying set of services provided, it is not surprising that the tax levies of the villages also vary significantly, with village taxes representing a noticeable part of some village's residents' tax bills and a negligible part of others.

<sup>25</sup> Because most villages use a fiscal year ending on May 31 but the Shared Services law requires taxes levied to be reported by calendar year, the totals listed in this chart were derived by adding 5/12ths of the 2016-2017 tax levy (which covers the months January-May 2017) and 7/12ths of the 2017-2018 tax levy (which covers the months June-December 2017) to arrive at an estimated total for taxes levied in calendar year 2017. The exceptions are Airmont, Montebello, New Hempstead, and Sloatsburg, which use fiscal years ending on December 31. The levy values listed for those four villages are based on the 2017 budget.

<sup>26</sup> Data on Upper Nyack's 2016-2017 tax levy was not available. This total represents the village's 2017-2018 tax levy.

The one thing that all villages provide their residents is the ability to control land use and zoning at the local level. Eight of the county's 19 villages were founded within the past 50 years in large part to enable the residents of those neighborhoods to have more control over land use within the borders of the village.

### School Districts

There are eight school districts in Rockland County which as of 2015-2016 (the most recent data available) provided public education to 39,345 students in grades K-12. Collectively these eight districts levied over \$800 million in property taxes in 2017, by far the largest amount of property taxes levied in the county.

The disparate sizes of the districts (the smallest district, Nanuet, has around 2,200 students while the largest, East Ramapo, has almost 8,500) is reflected in the significantly different size of the tax levies. Clarkstown and East Ramapo's tax levies, for example, are almost three times the size of Nanuet or Pearl River's.

**Figure 7 - School District Property Taxes**

School District	2017 Property Tax Levy <sup>27</sup>	2015-2016 Enrollment <sup>28</sup>
Clarkstown	\$158,803,569	8,115
East Ramapo	\$150,358,323	8,472
Nanuet	\$53,445,091	2,184
North Rockland	\$140,479,188	7,789
Nyack	\$68,192,444	2,922
Pearl River	\$53,413,986	2,481
Ramapo Central	\$107,532,839	4,279
South Orangetown	\$74,941,448	3,103
<b>TOTAL</b>	<b>\$807,166,885</b>	<b>39,345</b>

Though school districts are not required to participate in the Shared Services Initiative, the potential for tax savings may be great if shared services are pursued between districts. Such efforts are strongly to be encouraged.

### Others

In addition to the municipal governments and school districts that make up much of the fabric of public life in Rockland, there are a variety of other special districts and authorities in the

<sup>27</sup> The school district fiscal year ends on June 30, however, the text of the Shared Services law requires information about total taxes levied in calendar year 2017. To obtain the figures in this chart, the average of the school tax levy for each district for the 2016-2017 and 2017-2018 fiscal years was used.

<sup>28</sup> New York State Dept. of Education. 2015-2016 figures were the most recent available.

county. These include more than 20 "independent" fire districts, which under state law set their own budgets, subject to voter approval, and 17 libraries. Under the terms of the Shared Services Law, libraries and fire districts may not be included in the Shared Services Initiative, but it is important to note their presences as a feature of the property tax landscape.

Many more special districts in the county are "town special districts" with budgets set by town governments. There are almost 50 of these special districts in the county, all tasked with handling the provision of a specific public service such as sewer, water, lighting, ambulance coverage, or fire protection.<sup>29</sup> In most cases, the districts provide service to one particular geographic area within a town, rather than the town as a whole. Although the budgets for these districts are included within the town budget voted on by the town board, the tax levies that support these districts are separately levied so that only the residents of each district are paying for the services they receive. With the exception of the fire districts, the other town special districts are included within the Shared Services law to the extent that the town in which each district is located chooses to participate in the plan.

Other districts and authorities operating in Rockland include county-wide entities such as the Rockland County Solid Waste Management Authority, and special districts that serve more than one town, such as Rockland County Sewer District #1. These districts (like many special districts) are managed by an independent board, separate from the county and town governments.

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<sup>29</sup> While most fire companies in Rockland are managed through independent fire districts which set their own budgets subject to voter approval, some rely on budgets set by town governments, and taxes levied by the town on residents of the area within the fire district.

## Rockland County Shared Service Property Tax Savings Plan

### Process and Participation

#### Initial Meeting

Shortly after the State Legislature passed the County-wide Shared Services Property Tax Savings Plan Initiative, Rockland County Executive Ed Day became the first County Executive in the Hudson Valley to begin the process of organizing the Shared Services Panel called for by the law. After notifying Rockland's 5 supervisors and 19 mayors, BOCES, and all 8 school districts, the County Executive convened the first meeting of the shared services panel on May 2, 2017 at Rockland Community College. At the meeting, County Executive Day thanked the many elected officials and others who had attended<sup>30</sup> and explained the background of the Shared Services Initiative. Day pointed out how important it is for school districts to participate in the initiative since school taxes account for such a large share of the average property tax bill.

Day suggested that the assembled town and village officials seize the opportunity presented by the Shared Services Initiative. "We have an opportunity to reexamine the way we've been doing things in many cases for many years. Times have changed. Technology has changed. In some cases, we can do things a bit differently. In doing so, we might be able to save a few dollars, too," he said.<sup>31</sup> "What we're looking to do, simply, is do right by our residents, and create efficiencies, eliminate redundancies, look to find property tax savings."

The members of the Shared Services Panel had a number of questions about the implementation of the law, which types of savings would be eligible funds, and how New York State would be able to audit claims of savings. Rockland County Attorney Thomas Humbach

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<sup>30</sup> Attendees at this meeting were:

**County:** County Executive Ed Day, Deputy County Executive Guillermo Rosa, Chief Advisor to the County Executive Don Moscato; County Attorney Thomas Humbach; Assistant County Attorney Charlotte Ramsey; Director of Public Policy & Intergovernmental Relations Stephen Powers; Director of Communications Jane Lerner; Confidential Aide to County Executive Beverly Floersheim

**Town Elected Officials and Staff:** Ramapo Finance Director John Lynch; Ramapo Operations Coordinator Mona Montal; Stony Point Town Supervisor Jim Monaghan; Stony Point Finance Director Gregg Smith; Orangetown Town Supervisor Andy Stewart; Orangetown Supervisor of Fiscal Services, Janice Ganley; Haverstraw Town Supervisor Howard Phillips; Haverstraw Director of Finance Mike Gamboli; Clarkstown Town Supervisor George Hoehmann

**Village Elected Officials and Staff:** Wesley Hills Deputy Mayor Ed McPherson; Spring Valley Mayor Demeza Delhomme; Airmont Mayor Phil Gigante; Upper Nyack Mayor Karen Tarapata; Sloatsburg Mayor Carl Wright; Montebello Mayor Lance Millman; Haverstraw Mayor Mike Kohut; Haverstraw Trustee Ralph Kirschkel; West Haverstraw Mayor Robert D'Amelio; Pomona Mayor Brett Yagel; Nyack Village Administrator Jim Politi; Suffern Mayor Ed Markunas; Hillburn Mayor Craig Flanagan; Spring Valley Deputy Mayor Emilia White; Kaser Mayor Bernard Rosenfeld

**Others:** Jonathan Drapkin - President & CEO, Hudson Valley Pattern for Progress; Mary Jean Marsico - Chief Operating Officer, Rockland BOCES; Rose Sirea - Treasurer, North Rockland School District; Gloria Menoutis - School Business Executive, Nyack Public School District.

<sup>31</sup> Unless otherwise noted, all quotes are drawn directly from the official transcript of the meeting in question.

answered many of the questions but pointed out that many of the details of implementation were still unclear due to a lack of guidance from the state. He compared the process to "building an airplane in flight." Because of how the law is written, several ideas discussed by panel participants including purchasing street lights from Orange & Rockland or using private companies to manage town golf courses, though they might save taxpayer dollars would not qualify for matching funds from the State, since they are not considered to be inter-municipal shared services efforts.

### Public Hearings

As required by the Shared Services law, in order to offer the public a chance to share ideas for sharing services, the county held three public hearings. The first public hearing was held at 7:00pm on Wednesday, May 17, 2017 at Fieldstone Middle School in Thiells.<sup>32</sup> The second public hearing was held at 7:30pm on Wednesday, May 24, 2017 at Rockland Community College.<sup>33</sup> The third public hearing was held at 7:00pm on Thursday, June 15 at Dominican College in Blauvelt.<sup>34</sup>

Despite active efforts to promote the public hearings, as required by state open meetings law, the first two public hearings had very few members of the public in attendance. Nevertheless, some helpful suggestions were offered by the individuals who attended. The third public hearing had approximately a half dozen members of the public in attendance. Several people raised questions with concerns about whether the Shared Services Initiative would force or require local municipalities to consolidate and/or give up authority to counties or regional entities; County Executive Day noted that the plan was about shared services, not consolidation, and that it was non-binding. Other recommendations from the public included a

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#### <sup>32</sup> Attendees at the May 17 Public Hearing were:

**County:** County Executive Ed Day (and other county staff); County Legislator Michael Grant

**Town:** Orangetown Supervisor Andy Stewart; Clarkstown Supervisor George Hoehmann; Haverstraw Director of Finance Mike Gamboli

**Village:** Suffern Mayor Ed Markunas; Hillburn Mayor Craig Flanagan; Wesley Hills Mayor Marshall Katz; Haverstraw Mayor Mike Kohut; Chestnut Ridge Mayor Sam Presti

**Other:** Scott Salotto - Director of Communications and Governmental Relations, Rockland BOCES; Jonathan Drapkin - President & CEO, Hudson Valley Pattern for Progress

#### <sup>33</sup> Attendees at the May 24 Public Hearing were:

**County:** County Executive Ed Day (and other county staff)

**Town:** Clarkstown Supervisor George Hoehmann; Haverstraw Supervisor Howard Phillips

**Village:** Airmont Mayor Phil Gigante; Wesley Hills Mayor Marshall Katz; Chestnut Ridge Mayor Sam Presti; South Nyack Trustee Nancy Willen; Airmont Trustee Peter Blunnie

**Other:** Jonathan Drapkin - President & CEO, Hudson Valley Pattern for Progress

#### <sup>34</sup> Attendees at the June 15 Public Hearing were:

**County:** County Executive Ed Day (and other county staff); County Legislator Aney Paul

**Town:** Clarkstown Supervisor George Hoehmann; Ramapo Finance Director John Lynch

**Village:** Airmont Mayor Phil Gigante; Wesley Hills Mayor Marshall Katz; Pomona Mayor Brett Yagel; Airmont Trustee Peter Blunnie

**Other:** Jonathan Drapkin - President & CEO, Hudson Valley Pattern for Progress

desire to consolidate police dispatching services and special units (discussed later in the report), and suggestions related to shared purchasing of LED street lights.

### Other Meetings

In mid-June, Pattern staff met with administrative officials at Rockland BOCES to discuss ideas for shared services between school districts in Rockland and between BOCES and municipal governments. Out of this productive meeting came several ideas which have been included in this report, or have inspired other ideas in the report. As a county-wide organization BOCES already engages in and facilitates a wide range of shared services with the school districts in Rockland that could serve as a model for inter-municipal cooperation. For example, every school district utilizes BOCES' printing center for the timely and affordable printing of mailings to district families with information about class schedules, school budgets, and other updates. BOCES provides this service at a cheaper rate than the districts would be able to find elsewhere. For some districts, BOCES also does the work of designing and laying out the mailings themselves. The districts also engage in shared purchasing of paper and some other supplies, which provides bulk savings. Further discussion of other paper purchasing cooperatives is found on page 34. To understand the full dimension of shared services offered by BOCES, and which school districts take advantage of them, see the chart below, adapted from information provided by BOCES.

**Figure 8 - Existing Shared Services Between Rockland School Districts, Coordinated by BOCES**

BOCES	Clarkstown	East Ramapo	Haverstraw-Stony Point	Nanuet	Nyack	Pearl River	Ramapo	South Orangetown	Total
Printing Centers	X	X	X	X	X	X	X	X	8
Professional Development	X	X	X	X	X	X	X	X	8
Board Docs-Meeting software			X		X		X		3
Communication		X	X		X	X	X	X	6
Records Management	X		X	X	X	X	X	X	7
School Library Common Collection			X	X	X	X		X	5
GASB	X	X			X	X	X		5
Public Relations					X				1
Energy; Gas & Electric Bid	X		X	X	X		X	X	7
Energy; Bid Consulting	X		X	X	X		X	X	7
Interscholastic Athletics	X	X	X	X	X	X	X	X	8
Negotiations Clearing House	X	X	X	X	X	X	X	X	8
Food Management	X	X	X						3

Pattern staff also attended a cabinet meeting of the department heads in county government, in order to give the department heads an opportunity to hear directly about the Shared Services Initiative and offer ideas of their own about possible areas of savings. For example, the county's Commissioner of Highways mentioned that there are many informal arrangements that the county, towns, and villages have in sharing equipment.

On July 5th, a meeting with selected department heads was held to help generate ideas for more shared services.

### **Department Heads Meeting**

The meeting provided examples of already existing examples of shared services. Among those services:

- There are contracts between the county and two of the five towns for snow removal and formal agreements between the counties and towns for the sharing of highway equipment. This raises the possibility of the county generating a list of its equipment and making it available for rental by other municipalities. Alternately, municipalities could make lists of their highway equipment needs and share the cost of purchasing it with other municipalities in the county.<sup>35</sup>
- Creating a countywide Office or Taskforce for Purchasing has the potential to be a fruitful idea, but it is not likely that most towns and villages would agree to cede their purchasing authority. Still, the idea has merit, as there are personnel departures which often result in the need for re-training. Many of the smaller towns and villages do not have a single individual responsible for purchasing.
- The County Sheriff's office already engages in several shared services (e.g Joint task Forces and a centralized marine and mounted police units). Therefore a shared services plan could be an opportunity to provide for new collaborations through the Sheriff's office, such as shared dispatch and/or a centralized detective bureau. Collaborations of this type would still enable town and village police departments to operate independently yet might allow the county to provide critically needed resources at a less expensive cost than currently provided by individual departments.
- The county asserted it has the best agreement structure in the state for the purchase of copier services. No purchase of equipment is necessary and no lease agreements are required; simply paying for the copies that are made at a very competitive rate. County officials suggested this could be offered to other municipalities.

### **Other**

Pattern was also invited, and attended a workshop meeting of the Haverstraw Town Board in order to answer questions about the Shared Services Initiative.

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<sup>35</sup> The county pointed out it can be very hard to get the various municipalities to agree on the purchase of a similar piece of equipment. One example provided at the meeting is that the city of New York buys only one kind of fire truck pumper, yet the fire departments in Rockland (not included in the legislation) cannot agree on one pumper to buy. The average cost increase is around \$200,000 per truck. In England, there are only three types of fire types of fire trucks that can be purchased throughout the country, so no matter what department you work for, through mutual aid, anyone can operate the equipment of another department.

## Survey and Interviews with Elected Officials

A key component in the development of the Shared Services Plan was a comprehensive survey of the members of the Shared Services Panel. In order to ascertain which types of government services the members of the panel were open to sharing, Pattern designed a survey which could be completed online. The survey was sent to each Town Supervisor<sup>36</sup> and Village Mayor for response, first on May 16, and then up to three additional times to elected officials who had not responded. Between May and July, Pattern attempted to conduct follow up interviews with each survey respondent in order to enable a more in-depth conversation about the challenges and opportunities related to sharing services. All individual survey responses were anonymous; results are reported only in aggregate. In total, all of the 5 towns, and 17 of the 19 villages, responded to the survey as of August 1, 2017.

The survey included a set of 24 services that are provided or utilized by at least some of the municipalities in Rockland.<sup>37</sup> For each service, the responding supervisor or mayor was asked to indicate which of the following best described their feelings about the service:

- "Interested in considering options for sharing this service"
- "Not interested in sharing this service"
- "Efforts are actively ongoing to share this service"
- "Already share this service with another government entity"
- "My municipality does not provide this service"

Before discussing the results of the survey, Pattern would like to thank all the panel members who responded to the survey: the Town Supervisors of Clarkstown, Orangetown, Haverstraw, and Stony Point, the Ramapo Finance Director, the Mayors of Airmont, Chestnut Ridge, Haverstraw, Hillburn, Kaser, Montebello, Nyack, Pomona, Sloatsburg, South Nyack, Spring Valley, Suffern, Upper Nyack, and Wesley Hills, and West Haverstraw, the Deputy Village Clerk of New Hempstead, and the Village Clerk of New Square. Special thanks to those who also took the time to speak by phone with Pattern staff to complete a follow-up interview: the Town Supervisors of Orangetown and Stony Point, the Ramapo Finance Director, and the Mayors of Chestnut Ridge, Haverstraw, Nyack, Spring Valley, Suffern, Upper Nyack, and Wesley Hills.

<sup>36</sup> In Ramapo, because the Town Supervisor had recently been convicted of several federal felonies and removed from office, the survey was completed by the town's Finance Director.

<sup>37</sup> The services were: Animal Control; Building Maintenance/Custodial; Code Enforcement; Courts; Drainage Maintenance, Repair & Inspections; Engineering; Equipment/Supplies Purchases; Financial Advising/Bond Council; Fire Inspections; Fuel Purchases; Garbage Collection; Health Insurance; Highway/DPW; IT/Network Management/Website Management; Legal Services; Maintenance/Landscaping of Parks or other municipal property; Parking Enforcement; Parks & Rec. Programming and Admin; Payroll; Planning Consultants; Planning Staff; Police Dispatching; Police Operations; Sewer Operations; Sewer Treatment; Tax Assessment; Tax Collection; Town/Village Clerk/Clerical Services

## Survey Results

The survey results revealed a widespread openness among most supervisors and mayors to consider the idea of sharing many municipal services. While being willing to consider sharing services does not necessarily mean that actual sharing of services will follow, it suggests an interest in having the kind of difficult conversations that will have to occur if substantial property tax savings through shared services are ever to occur. It is important to understand that the survey is just one way to gauge the level of interest in sharing services. It must be followed by formal discussions with elected officials, then department heads, employees, and unions. The process leading to the formalizing of any shared service is inevitably quite involved.

These results helped guide the discussions of the shared services panel towards particular ideas to pursue in more detail. For example, the interest of every town respondent to consider options for sharing animal control services led this to be included as one of the areas worth pursuing. Other areas highlighted in this report such as shared purchasing of supplies and equipment, were also supported in the survey by all town respondents. One supervisor indicated that his town is already actively engaged in efforts to share services with respect to purchasing.

Follow up interviews with town supervisors suggested that sharing of services could take place either between different towns, between towns and the county, or between towns and the villages within those towns. The last option may be the path of least resistance for shared services. Because many villages provide services that are also provided by town governments, these villages could more easily share services with their town. The only services areas where there was some level of disagreement on the desire to share services were code enforcement, fire inspections, and tax assessment and collection. Although not an example of "shared services," some respondents suggested the possibility that looking to outside sources, for instance a cleaning service to provide custodial service in some town properties, could save money for taxpayers. Any such change would certainly require complex and thoughtful negotiations with labor unions in order to ameliorate the effect on town employees.

Some sharing of services already exists. One respondent noted that the County Highway Department rents a specialized road striping truck to towns, which has allowed his town to avoid the need to purchase such a specialized vehicle.

The full list of town responses is found in the chart on the next page.

Figure 9 - Town Responses (5 of 5 Towns)

	Not Interested	Interested	Actively Engaged	Already Share	Don't Provide
Animal Control	0	4	0	1	0
Building Maintenance/Custodial	1	4	0	0	0
Code Enforcement	1	4	0	0	0
Courts	0	5	0	0	0
Drainage Maintenance, Repair & Inspections	1	4	0	0	0
Engineering	0	4	0	1	0
Equipment/Supplies Purchases	0	3	1	1	0
Financial Advising/Bond Council	0	4	0	1	0
Fire Inspections	1	3	0	1	0
Fuel Purchases	0	3	1	1	0
Garbage Collection	0	3	1	0	1
Health Insurance	1	4	0	0	0
Highway/DPW	0	3	0	2	0
IT/Network Management/Website Management	0	5	0	0	0
Legal Services	1	4	0	0	0
Maintenance/Landscaping of Parks or other municipal property	0	4	0	1	0
Parking Enforcement	0	3	0	0	2
Parks & Recreation Programming & Admin.	0	4	0	1	0
Payroll	0	4	0	1	0
Planning Consultants	0	5	0	0	0
Planning Staff	0	5	0	0	0
Police Dispatching	0	5	0	0	0
Police Operations	0	3	1	1	0
Sewer Operations	0	4	0	1	0
Sewer Treatment	0	3	0	2	0
Tax Assessment	1	3	0	1	0
Tax Collection	1	3	0	1	0
Town/Village Clerk/Clerical Services	1	3	1	0	0

Responses from village mayors revealed interest in sharing services in a number of areas, while indicating less interest in some. In particular, nearly every respondent indicated an interest in considering shared equipment or supplies purchases, and all but one respondent said they already share fuel purchases or are interested in doing so. Given the small size of many of Rockland's villages, it seemed likely to many of the survey respondents that buying in bulk in cooperation with other villages and/or towns could yield savings.

Another area which revealed high interest in shared services was the maintenance and landscaping of parks and/or municipal property. Twelve respondents said they were interested, compared to only two who were not (three respondents said their village had essentially no municipal property needing landscaping). Many of the smaller villages in the county rely on landscaping services rather than municipal employees for this task and several respondents wondered whether a joint-bid for landscaping between several villages might not result in a cheaper rate for all. While building maintenance and custodial service was not listed by quite as many respondents (8 interested in sharing compared to 8 not interested) those who were interested suggested that similarly to parks maintenance, a joint bid for a custodial service might save money relative to the various small custodial services used by many villages currently.

The survey also revealed that a surprising number of mayors are willing to consider sharing code enforcement with other municipalities; 11 respondents said they were interested in considering options in this area while only 6 said they were not. The most frequently cited idea was that two or more villages could possibly share code enforcement services together, having one employee who would split his or her time between municipalities. Other areas which more than half of respondents indicated a willingness to share services were garbage collection, the purchase of health insurance for employees, IT, network and website management, and parks and recreation programming. This report recommends that villages explore all of these areas in more detail.

Some shared service ideas were not of interest to a majority of villages but nevertheless may be worth exploring further for those villages that are interested in them. For example, although 9 respondents said their village was not interested in considering shared services for courts, 5 respondents said they were interested, and three said their village doesn't provide a court system at all--meaning they already take advantage of shared services by using the town's court system. Upper Nyack recently dissolved its village court and let the Town of Clarkstown handle the village's small caseload. The five respondents who expressed interest in sharing court services may want to look to Upper Nyack as a model for proceeding.

The full list of village responses is found in the chart on the next page.

Figure 10 - Village Responses (17 of 19 Villages)

	Not Interested	Interested	Actively Engaged	Already Share	Don't Provide
Animal Control	0	4	0	10	3
Building Maintenance/Custodial	8	8	0	0	1
Code Enforcement	6	11	0	0	0
Courts	9	5	0	0	3
Drainage Maintenance, Repair & Inspections	4	6	1	5	1
Engineering	10	6	0	0	1
Equipment/Supplies Purchases	2	14	1	0	0
Financial Advising/Bond Council	6	7	0	0	4
Fire Inspections	9	7	0	1	0
Fuel Purchases	1	7	0	7	2
Garbage Collection	6	10	0	0	1
Health Insurance	5	10	0	1	1
Highway/DPW	3	5	1	5	3
IT/Network Management/Website Management	6	9	1	0	1
Legal Services	11	6	0	0	0
Maintenance/Landscaping of Parks or other municipal property	2	12	0	0	3
Parking Enforcement	3	6	0	5	3
Parks & Recreation Programming & Admin.	3	9	0	1	4
Payroll	10	7	0	0	0
Planning Consultants	9	6	0	0	2
Planning Staff	9	3	0	0	5
Police Dispatching	0	3	0	0	14
Police Operations	0	3	0	2	12
Sewer Operations	0	1	0	3	13
Sewer Treatment	0	1	0	2	14
Tax Assessment	2	3	0	8	4
Tax Collection	12	4	0	1	0
Town/Village Clerk/Clerical Services	14	3	0	0	0

## **Rockland County at Work: The Empire State Purchasing Group a.k.a. Hudson Valley Municipal Purchasing Group**

One of the oldest and most successful shared service efforts in Rockland is the Hudson Valley Municipal Purchasing Group (HVMPG) which was recently expended to a statewide initiative and rebranded as the Empire State Purchasing Group. The Empire State Purchasing Group and HVMPG is an inter-municipal cooperative purchasing agreement between local governments throughout the region who collectively purchase paper and other supplies in bulk, saving significant amounts of money each year. Efforts are actively ongoing to expand the purchasing group to include municipalities and school districts in Suffolk County, potentially realizing even greater economies of scale. With Suffolk County's interest in joining the cooperative purchasing efforts of local governments in the Hudson Valley, the new cooperative may operate under the banner of "Empire State Purchasing Group--Southern New York Cooperative. Every effort will be made to have Nassau County consider participating in this new cooperative effort as well.

Organized by Paul Brennan, the Director of Purchasing for Rockland County, the HVMPG was first constituted, in 2002, as an informal arrangement between municipalities, with two key goals. According to Brennan, those goals were to:

- "Provide a single e-procurement platform for government agencies to use; but more importantly provide one location where suppliers could find local government contracting opportunities."
- "Increase the use of joint-bids and cooperative bids among its members to aggregate spend with the goal of reducing costs for its members."

The establishment of the e-procurement platform has been a success, says Brennan, with over two hundred government agencies distributing their solicitations through the system; but it has been a slower and more challenging process to convince a critical mass of municipalities to use cooperative or joint-bids. According to Brennan, "the primary success in terms of cooperative bidding has been for the Shared E-Procurement Platform, Copy Paper, Audio Visual Equipment, and for Emergency Lights and Sirens for Emergency Vehicles." He notes that there is, "a cooperative bid in Rockland County for Electricity and Natural Gas that Rockland County, Rockland Community College, Rockland County Solid Waste Management Authority and the Rockland County Sewer District NO. 1 participate in."

After several years as an informal agreement, the HVMPG adopted formal by-laws in 2008, signed by founding members Rockland County, Dutchess County, Ulster County, the City of New Rochelle and the Town of Cortlandt. These by-laws cover "membership, the establishment of an Advisory Board, procedures for Joint-bids, Officers, and Contract Administration," according to Brennan.

Other areas for shared purchasing discussed in the past and currently under consideration include:

- Police Vehicles
- Police Uniforms
- Vehicles and Hybrid Vehicles
- Correctional Supplies – Inmate clothing and others supplies
- Water Treatment Chemicals
- Wastewater Treatment Chemicals
- Wastewater Treatment Equipment
- Golf Course Supplies
- Firefighter Turnout Gear
- Transit Buses<sup>38</sup>
- Highway Equipment
- Telecommunication and Utility Bill Auditing

During the process of ascertaining municipalities' willingness to engage in shared purchasing, it was determined that instead of creating a new shared purchasing effort in Rockland, since there was already a successful model of such an effort in the Empire State Purchasing Group/HVMPG, Rockland municipalities interested in cooperative purchasing efforts would be directed to Empire State Purchasing Group/HVMPG. These efforts should lead to greater savings for all.

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<sup>38</sup> Says Brennan: "Each of the County's in the Hudson Valley (except Westchester) has small transit systems. Many of the larger bus manufacturers will not even respond to our bids because the volume is not high enough. Combining the needs from various counties may increase the number of bidders. Of course, getting multiple counties to agree on a single design will be challenging, however not impossible."

## **Shared Service Recommendations**

Based on the responses to the survey and conversations, these ideas were determined to be ripe for potential savings and efficiencies through shared services.

### **Principal Recommendations**

#### **Countywide Animal Control Program**

Centralize the efforts to provide animal control services throughout Rockland County by creating a sharing service plan between the County, towns and certain villages. Currently the county supplies funding to Hi-Tor Animal Shelter which is located on county property in a building owned by the county. This Animal Care Center is an open admission shelter that provides a place of refuge for approximately 2,500 animals annually. It is the only such shelter in Rockland. Hi-Tor would be charged with the management of this program and coordinating the staff to work throughout the county.

#### **Cooperative Purchasing of Paper and other items through the Empire State Purchasing Group**

The effort is underway to identify municipalities and school districts in Rockland that are willing to join the already existing Empire State Purchasing Group/Hudson Valley Municipal Purchasing Group in order to obtain economies of scale in paper purchasing. Cooperative purchasing of other supplies may follow. Most municipalities in Rockland currently buy their own paper--in some cases those decisions are made at the municipal level, in others, at the departmental level. Across the county, many tens of thousands of dollars a year, at least, is spend on purchasing paper. If the Empire State Purchasing Group/HVMPG can offer even a slightly cheaper per ream rate than most towns, villages, and school districts currently get, the savings could be substantial.

#### **LED Lighting**

Achieve savings by bulk purchasing of streetlights and converting them to highly energy efficient LED bulbs and by issuing a joint-bid to retrofit all municipal parking lot lights and interior and exterior building lights to efficient LED bulbs. Most municipalities in Rockland currently pay Orange & Rockland a significant sum each year in electric costs for street lights. Local utilities and NYSERDA have incentive programs available to retrofit government buildings with LED bulbs. The County would coordinate this effort among all local government units.

#### **Shared Printing**

The eight school districts in Rockland already take advantage of BOCES' highly competitive rates to save money on printing costs for mass mailings such as budget notifications, parental newsletters, and other communications. Every town, and most villages in Rockland send out periodic updates to residents for things like parks and recreation programming, among others.

The cost to print these thousands of copies can be substantial, and BOCES may be able to print them cheaper on their high capacity machines, than any town or village separately could do.

## **Other Recommendations**

### **Shared Police Dispatching**

Centralization of police dispatching at the county level in the Sheriff's Department could yield substantial tax savings but will require careful design in order to implement properly. Shared Service Panel members were open to this idea. In order to better understand the opportunities of this idea and challenges to be overcome, the County and the Town of Stony Point have jointly applied for a grant through the State's Local Government Efficiency Program to pay for a feasibility study to evaluate having the County handle police dispatching for Stony Point.

### **Formalizing "Handshake" Agreements Among Highway Departments**

Several municipalities already share equipment and other services among highway departments and DPWs but these are generally informal "handshake" agreements. If these informal agreements can be formalized into official inter-municipal agreements, they may qualify for matching funds under the terms of the shared services law.

### **Joint Bids for Landscaping/Custodial Services**

Many of the county's smaller villages use outside contracts rather than municipal employees to handle maintenance of their parks and custodial service for their village halls. The responses to the shared services survey indicate that some villages may be interested in cooperation to jointly identify and bid for the most cost effective businesses to use for landscaping and custodial services at the village level.

### **Consider Dissolution of Smaller Village Courts**

Five mayors who responded to the shared service study suggested they were interested in sharing court services, and three others said their village doesn't provide a court system at all-- meaning they already take advantage of shared services by using the towns' court systems. Upper Nyack recently dissolved its village court and let the Town of Clarkstown handle the village's small caseload. Further consolidation of the smaller village courts in the county could yield tax savings.

### **Sewer District Shared Services**

Consider sharing services for some or all of the numerous sewer districts in the county for operations and maintenance.

**Expand the Roster of Shared Services Offered by Rockland BOCES**

Provide actuarial valuations for school districts and municipalities as well as Medicare Part D attestations. Also, the NYS Pharmacy Purchasing Coalition is a self-insured prescription drug program designed to aggregate purchasing of pharmacy benefits that was initially developed with grant funding from the Department of State.

## Appendices

### Appendix A - List of Local Governments, Districts, and Authorities in Rockland County

All information below from New York State Comptroller's Office, as of December 31, 2016.

Type of Government/District/Authority	Name of Government/District/Authority
Towns	Clarkstown
Towns	Haverstraw
Towns	Orangetown
Towns	Ramapo
Towns	Stony Point
Village	Airmont
Village	Chestnut Ridge
Village	Grand View-On-Hudson
Village	Haverstraw
Village	Hillburn
Village	Kaser
Village	Montebello
Village	New Hempstead
Village	New Square
Village	Nyack
Village	Piermont
Village	Pomona
Village	Sloatsburg
Village	South Nyack
Village	Spring Valley
Village	Suffern
Village	Upper Nyack
Village	Wesley Hills
Village	West Haverstraw
School Districts	Clarkstown Central School District
School Districts	East Ramapo Central School District
School Districts	Haverstraw-Stony Point School District
School Districts	Nanuet Union Free School District
School Districts	Nyack School District
School Districts	Pearl River School District
School Districts	Ramapo School District
School Districts	South Orangetown School District

BOCES	Rockland BOCES
County Special Districts	Rockland County Sewer District #1
Soil and Water Conservation Districts	Rockland County Soil and Water Conservation District
Other Local Authorities	Rockland County Solid Waste Management Authority
Fire Districts	Central Nyack Fire District
Fire Districts	East Spring Valley Fire District
Fire Districts	Moleston Fire District
Fire Districts	New City Fire District
Fire Districts	Nyack Joint Fire District
Fire Districts	Rockland Lake Fire District
Fire Districts	South Spring Valley Fire District
Fire Districts	Sparkill-Palisades Fire District
Fire Districts	Spring Valley No. 1 Fire District
Fire Districts	Thiells-Roseville Fire District
Fire Districts	Valley Cottage Fire District
Fire Districts	West Nyack Fire District
Fire Districts	West Spring Valley Fire District
Fire Districts	Congers Fire District
Fire Districts	Monsey Fire District
Fire Districts	Nanuet Fire District
Fire Districts	Orangeburg Fire District
Fire Districts	Pearl River Fire District
Fire Districts	Stony Point Fire District
Fire Districts	Tallman Fire District
Fire Districts	Tappan Fire District
Free Association Libraries	Blauvelt Free Library
Free Association Libraries	New City Free Library
Free Association Libraries	Nyack Library
Free Association Libraries	Orangeburg Library
Free Association Libraries	Palisades Free Library
Free Association Libraries	Rose Memorial Library Association
Free Association Libraries	Suffern Free Library
Free Association Libraries	Tappan Library
Free Association Libraries	Valley Cottage Free Library
Free Association Libraries	West Nyack Free Library
Public Libraries	Finkelstein Memorial Library
Public Libraries	Haverstraw Kings Daughters Library
Public Libraries	Nanuet Public Library
Public Libraries	Pearl River Public Library

Public Libraries	Piermont Library District
Public Libraries	Sloatsburg Public Library
Public Libraries	Tomkins Cove Public Library
Town Special Districts (Clarkstown)	Clarkstown Consolidated Lighting District #1
Town Special Districts (Clarkstown)	Clarkstown Consolidated Water Supply District #1
Town Special Districts (Clarkstown)	Clarkstown Refuse & Garbage District
Town Special Districts (Clarkstown)	Congers Valley Cottage Ambulance District
Town Special Districts (Clarkstown)	Lake Lucille Aquatic Plant Growth Control District
Town Special Districts (Clarkstown)	Nanuet Ambulance District
Town Special Districts (Clarkstown)	New City Ambulance District
Town Special Districts (Clarkstown)	Nyack Ambulance District
Town Special Districts (Clarkstown)	Spring Hill Ambulance District
Town Special Districts (Clarkstown)	West Nyack Water Supply District #1
Town Special Districts (Clarkstown)	West Nyack Water Supply District #2
Town Special Districts (Clarkstown)	West Nyack Water Supply District #3
Town Special Districts (Haverstraw)	Haverstraw Ambulance District
Town Special Districts (Haverstraw)	Haverstraw Lighting District
Town Special Districts (Haverstraw)	Haverstraw Sewer District #1
Town Special Districts (Haverstraw)	Route 202 Water Supply District
Town Special Districts (Orangetown)	Blauvelt Fire Protection District
Town Special Districts (Orangetown)	Blauvelt Hydrant/Water Supply District #1
Town Special Districts (Orangetown)	Nyack Ambulance District
Town Special Districts (Orangetown)	Orangeburg Hydrant/Water Supply District
Town Special Districts (Orangetown)	Orangetown Paramedic District
Town Special Districts (Orangetown)	Orangetown Sewer District
Town Special Districts (Orangetown)	Palisades Hydrant/Water Supply District
Town Special Districts (Orangetown)	Pearl River Hydrant/Water Supply District
Town Special Districts (Orangetown)	South Orangetown Ambulance District
Town Special Districts (Orangetown)	Sparkill Hydrant/Water Supply District
Town Special Districts (Orangetown)	St Dominic Hydrant/Water Supply District
Town Special Districts (Orangetown)	Tappan Hydrant/Water Supply District
Town Special Districts (Orangetown)	Upper Grand View Hydrant/Water Supply District
Town Special Districts (Ramapo)	Fire Protection District No.3
Town Special Districts (Ramapo)	Fire Protection District No.4
Town Special Districts (Ramapo)	Fire Protection District No.5
Town Special Districts (Ramapo)	Johnsontown Road Fire Protection District
Town Special Districts (Ramapo)	Park Crest Fire Protection District
Town Special Districts (Ramapo)	Ramapo Ambulance District #1
Town Special Districts (Ramapo)	Ramapo Consolidated Water Supply District #1
Town Special Districts (Ramapo)	Ramapo Fire Protection District #1

Town Special Districts (Ramapo)	Ramapo Fire Protection District #2
Town Special Districts (Ramapo)	Ramapo Lighting District
Town Special Districts (Ramapo)	Ramapo Refuse And Garbage District
Town Special Districts (Ramapo)	Sewer Benefit Area No.5
Town Special Districts (Stony Point)	Consolidated Lighting District, Stony Point
Town Special Districts (Stony Point)	Sanitary Sewer District No. 2
Town Special Districts (Stony Point)	Sanitary Sewer District No. 3
Town Special Districts (Stony Point)	Stony Point Sewer District #1
Town Special Districts (Stony Point)	Stony Point Sewer District #2
Town Special Districts (Stony Point)	Stony Point Sewer District #3

## Appendix B - Data Request Letter

The following data request letter was sent to each of the town supervisors and mayors in the county. In cases of villages which lack police departments or DPWs, the questions about police dispatching and detectives, and salt purchasing were omitted.

Dear \_\_\_\_\_,

As you are aware, Pattern for Progress has been hired by Rockland County to provide assistance relating to the development of the County's Shared Services Property Tax Savings Plan. This plan is required by recently passed state legislation. Through the many meetings and conversations held with county officials and members of the shared services panel over the past few months, several possible areas have been identified as being particularly promising areas to seek shared services in the short to medium term.

In order to obtain the data needed to provide estimates of tax savings as required by the law, we ask that you kindly respond to the information request below. Given the very compressed time frame the law lays out, your timely response to this informational request would be greatly appreciated. *Please send all information to Senior Research Planner Elijah Reichlin-Melnick at [ereichlin-melnick@pfprogress.org](mailto:ereichlin-melnick@pfprogress.org).*

### Animal Control

1. Please list how many individual(s) in your municipality work on animal control
2. Please provide titles, and 2017 salary, and estimated benefit costs (if any) for the individual(s) who work on animal control
3. How much, if any, did your municipality budget in 2017 on a contract with Hi-Tor Animal Shelter?
4. Are there any other costs associated with animal control? If so, what are they?

### Cooperative Paper Purchasing

1. Please provide an estimate of how many reams of paper your municipality purchased in 2016.
2. Please provide an estimate of the total cost of those paper purchases.
3. Are decisions on paper purchasing (how much to buy, where to buy it from) made at the departmental level or for the entire municipality? Do you have a purchasing director or similar position for the town/village?
4. How often is paper typically purchased? On an annual basis? Monthly? As needed?
5. Where do you currently purchase your paper from?
6. Is storage capacity of large volumes of paper an issue in your town or village hall?

### Salt

1. Please provide an estimate of the total amount of road salt purchased by your town/village in 2016.
2. Please provide an estimate of the total expenditures on road salt purchases in 2016.
3. How often is road salt typically purchased? Annually? Or more than once per season?
4. Where does your town/village store road salt?

5. Do you have adequate space to store an entire season's worth of salt in this location, or does limited storage space require you to make several smaller purchases of road salt rather than one large seasonal purchase?

#### **LED Lighting**

1. Is your town/village currently considering purchasing street lights from Orange & Rockland and converting to LED?
2. If not, why not?
3. How much did your town/village pay to O&R for streetlights in 2016?
4. If planning to convert to LED:
  - a. What is the estimated cost to purchase new LED lights?
  - b. How many lights will be purchased?

#### **Printing**

1. How is printing of black and white informational brochures (e.g. for parks & rec. programs), newsletters, or municipal updates handled in your municipality? Are these documents printed in house or sent to a vendor? If sent to a vendor, which vendor(s) does your municipality use for printing?
2. Are decisions of whether to use outside vendors and which vendors to use made at the departmental level or at the municipal level?
3. Please provide an estimate of the per page or per piece cost to print these type of documents.
4. Please provide an estimate of the total 2016 expenditures on printing these type of documents.

#### **Police Dispatch**

1. How many individuals work as police dispatchers in your municipality? How many are full time? How many are part time?
2. Please provide salary information, including overtime, and estimated benefit costs of these individuals.
3. Please provide date of hire date for all police dispatchers and indicate how many years each dispatcher has towards retirement.
4. Does your municipality currently provide dispatching services for any other police departments? Which ones?

#### **Police Detectives**

1. How many police detectives are there in your police department?
2. Please provide salary information, including overtime, and estimated benefit costs of these individuals.
3. Please provide date of hire date for all police detectives and indicate how many years each detective has towards retirement.
4. Are there any individuals responsible for management of the detectives/investigations?
5. If so, please provide the same information request in questions 2 and 3 above for these individuals.

Sincerely,  
Jonathan Drapkin

## Appendix C - Text of Shared Services Law

34

PART BBB

35 Section 1. County-wide shared services property tax savings plan. 1.  
36 Notwithstanding the provisions of the municipal home rule law, the  
37 alternative county government law, or any other general, special or  
38 local law to the contrary, the chief executive officer of each county  
39 outside of a city of one million or more shall prepare a property tax  
40 savings plan for shared, coordinated and efficient services among the  
41 county, cities, towns and villages within such county.

42 Such plan may include school districts, boards of cooperative educa-  
43 tional services, and special improvement districts within such county if  
44 the school district, board of cooperative educational services, or  
45 special improvement district has a representative on the shared services  
46 panel.

47 2. a. There shall be a shared services panel in each county consisting  
48 of the chief executive officer of the county, who shall serve as chair,  
49 and one representative from each city, town, and village in the county.

50 b. The chief executive officer of each town, city and village shall be  
51 the representative to the shared services panel and shall be the mayor,  
52 if a city or a village, or shall be the supervisor, if a town.

53 c. The chief executive officer of the county may invite any school  
54 district, any board of cooperative educational services, and/or any

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1 special improvement district in the county to participate in the coun-  
2 ty-wide shared services property tax savings plan. Upon such invitation,  
3 the governing body of such school district, board of cooperative educa-  
4 tional services, and/or a special improvement district may accept such  
5 invitation by selecting a representative of such governing body, by  
6 majority vote, to serve as a member of the shared services panel.

7 d. In the development of the county-wide shared services property tax  
8 savings plan, the chief executive officer of the county shall regularly  
9 consult with, and take recommendations from, all the representatives of  
10 the shared services panel, as well as with and from the representative  
11 of each collective bargaining unit of the county and the cities, towns,  
12 and villages as well as from the representative of each collective  
13 bargaining unit of any participating school district, board of cooper-  
14 ative educational services and special improvement district.

15 3. Public input, as well as input from civic, business, labor, and  
16 community leaders, shall be accepted by the chief executive officer, the  
17 county legislative body and the shared services panel on the proposed  
18 county-wide shared services property tax savings plan. To facilitate  
19 such input, three or more public hearings shall be arranged to be held  
20 within the county. All such public hearings shall be conducted prior to  
21 the submission of the county-wide shared services property tax savings  
22 plan to a vote of the shared services panel, and public notice of all  
23 such hearings shall be provided at least one week prior in the manner  
24 prescribed in subdivision 1 of section 104 of the public officers law.  
25 Civic, business, labor, and community leaders, as well as members of the  
26 public, shall be permitted to provided public testimony at any such  
27 hearings.

28 4. a. Such property tax savings plan shall contain new recurring prop-  
29 erty tax savings through actions such as, but not limited to, the elimi-  
30 nation of duplicative services; shared services, such as joint purchas-  
31 ing, shared highway equipment, shared storage facilities, shared plowing  
32 services, and energy and insurance purchasing cooperatives; reduction in  
33 back office administrative overhead; and better coordination of  
34 services.

35 b. The chief executive officer of the county shall submit such proper-  
36 ty tax savings plan to the county legislative body no later than August  
37 first, two thousand seventeen. Such property tax savings plan shall be  
38 accompanied by a certification as to the accuracy of the savings  
39 contained therein.

40 c. The county legislative body shall review and consider the county-  
41 wide shared services plan submitted to it in accordance with paragraph b  
42 of this subdivision. A majority of the members of such body may issue an  
43 advisory report making recommendations as deemed necessary. The chief  
44 executive officer may make modifications to the plan based on such  
45 recommendations. If modifications are made by the chief executive offi-  
46 cer, he or she shall produce an updated certification as to the accuracy  
47 of the savings contained therein.

48 d. The county shared services panel shall consider the county-wide  
49 shared services tax savings plan. A majority vote of the panel shall be  
50 required for approval of such plan, provided however that each member of  
51 the panel may, prior to the panel-wide vote, cause to be removed from  
52 the plan any proposed action that affects the unit of local government  
53 represented by the respective member. Written notice of such removal  
54 shall be provided to the chief executive officer of the county prior to  
55 the panel-wide vote on the plan.

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1 e. If a county does not achieve an approved county-wide shared  
 2 services property tax savings plan by the deadlines required for 2017,  
 3 then it shall release to the public a report on the proposal, the vote  
 4 of the panel which vote shall require each panel member, in writing to  
 5 state the reason for such vote. The county shall then follow the same  
 6 procedures defined in this section to attempt to produce an approved  
 7 county-wide shared services property tax savings plan by the deadlines  
 8 required for 2018.

9 5. a. Upon approval of the shared services panel, the chief executive  
 10 officer of the county shall finalize the county-wide shared services  
 11 property tax savings plan and shall transmit to the director of the  
 12 division of the budget a certification of the plan and its property tax  
 13 savings plan. The chief executive officer of the county shall finalize  
 14 any such approved county-wide shared services property tax savings plan  
 15 no later than September fifteenth, two thousand seventeen, and any such  
 16 plan shall be publicly disseminated to residents of the county in a  
 17 concise, clear, and coherent manner using words with common and everyday  
 18 meanings.

19 b. The beginning of the plan publicly disseminated shall contain the  
 20 information and shall be in the form set forth hereinbelow:

21 County-wide Shared Services Property Tax Savings Plan Summary

22	Row 1	Participating Cities	(insert number of cities in the
23			county as well as the number and list
24			of such cities with a representative
25			on the panel who voted on such plan)
26	Row 2	Participating Towns	(insert number of towns in the county
27			as well as the number and list of
28			such towns with a representative
29			on the panel who voted on such plan)
30	Row 3	Participating Villages	(insert number of villages in the
31			county as well as the number and list of
32			such villages with a representative
33			on the panel who voted on such plan)
34	Row 4	Participating school	(insert number of school districts,
35		districts, BOCES, and	BOCES, and special improvement
36		special improvement	districts in the county as
37		districts	well as the number and list of
38			such school districts, BOCES, and
39			special improvement districts
40			with a representative on the
41			panel who voted on such plan)
42	Row 5	2017 Local	(insert sum total of property
43		Government property	taxes levied in the year
44		taxes	2017 by the county, cities, towns,
45			villages, school districts,
46			BOCES, and special improvement
47			districts within such county)
48	Row 6	2017 Participating	(insert sum total of property
49		Entities property	taxes levied in the year 2017 by the
50		taxes	county, any cities, towns, villages,
51			school districts, BOCES, and
52			special improvements districts
53			identified as participating in
54			the panel in rows one through

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1			four above)
2	Row 7	Total Anticipated	(insert sum total of net
3		Savings	savings in such plan certified
4			as being anticipated in calendar
5			year 2018, calendar year 2019,
6			and annually thereafter)
7	Row 8	Anticipated Savings	(insert sum total of net
8		as a Percentage of	savings in such plan
9		Participating	certified as being anticipated
10		Entities property	in calendar year 2018 as a
11		taxes	percentage of the sum total in
12			Row 6, calendar year 2019
13			as a percentage of the sum total
14			in Row 6, and annually
15			thereafter as a percentage of the
16			sum total in Row 6)
17	Row 9	Anticipated	(insert the amount of the
18		Savings to the	savings that the average
19		Average Taxpayer	taxpayer in the county
20			will realize in calendar year
21			2018, calendar year 2019,
22			and annually thereafter if the
23			net savings certified
24			in the plan are realized)
25	Row 10	Anticipated	(insert the percentage amount a
26		Costs/Savings to	homeowner can expect his or her
27		the Average	property taxes to increase or
28		Homeowner	decrease in calendar year 2018,
29			calendar year 2019, and
30			annually thereafter if
31			the net savings certified in the
32			plan are realized)
33	Row 11	Anticipated	(insert the percentage amount a
34		Costs/Savings to	business can expect its property
35		the Average	taxes to increase or decrease in
36		Business	calendar year 2018, calendar year
37			2019, and annually thereafter if
38			the net savings certified in the
39			plan are realized)

40 c. The chief executive officer of the county shall conduct a public  
 41 presentation of the plan no later than October 15, 2017. Public notice  
 42 of such public presentation shall be provided at least one week prior in  
 43 the manner prescribed in subdivision 1 of section 104 of the public  
 44 officers law.

45 d. Any such finalized property tax savings plan which would have the  
 46 effect of transferring or abolishing a function or duty of the county or  
 47 of the cities, towns, villages, districts or other units of government  
 48 wholly contained in the county, shall not become operative unless and  
 49 until it is approved in accordance with subdivision (h) of section one  
 50 of article nine of the state constitution.

51 6. a. If the county-wide property tax savings plan shall fail to  
 52 obtain the approval of the shared services panel, voting on the plan in  
 53 accordance with this section, the chief executive officer of the county  
 54 shall resubmit such plan to the shared services panel, in accordance  
 55 with the procedures established for first consideration of the plan

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1 outlined by this section, no later than August first, two thousand eigh-  
2 teen.

3 b. Any proposed county-wide shared services property tax savings plan  
4 prepared for reconsideration by the shared services panel, shall follow  
5 the same procedures prescribed in this section for original consider-  
6 ation in two thousand seventeen. No county-wide shared services property  
7 tax savings plan shall be deemed approved, or may be finalized, without  
8 approval of such plan by the shared services panel.

9 c. If the shared services panel approves the proposed county-wide  
10 shared services property tax savings plan for 2018, the chief executive  
11 officer of the county shall finalize any such approved county-wide  
12 shared services property tax savings plan no later than September  
13 fifteenth, two thousand eighteen, and any such plan shall be publicly  
14 disseminated to residents of the county in a concise, clear, and coher-  
15 ent manner using words with common and everyday meanings.

16 d. The beginning of the plan publicly disseminated shall contain the  
17 information and shall be in the form set forth hereinbelow:

18 County-wide Shared Services Property Tax Savings Plan Summary

19	Row 1	Participating Cities	(insert number of cities in the
20			county as well as the number
21			and list of such cities with
22			a representative on the
23			panel who voted on such plan)
24	Row 2	Participating Towns	(insert number of towns in the
25			county as well as the number
26			and list of such towns with
27			a representative on the
28			panel who voted on such plan)
29	Row 3	Participating Villages	(insert number of villages in the
30			county as well as the number
31			and list of such villages with
32			a representative on the
33			panel who voted on such plan)
34	Row 4	Participating school	(insert number of school
35		districts, BOCES, and	districts, BOCES, and special
36		special improvement	improvement
37		districts	districts in the county
38			as well as the number
39			and list of such school districts,
40			BOCES, and special improvement
41			districts with a representative
42			one the panel who voted on
43			such plan)
44	Row 5	2018 Local Government	(insert sum total of property taxes
45		property	levied in the year 2018 by the
46		taxes	county, cities, towns, villages,
47			school districts, BOCES, and
48			special improvement districts
49			within such county)
50	Row 6	2018 Participating	(insert sum total of property taxes
51		Entities property	levied in the year 2018 by the
52		taxes	county, any cities, towns, villages,
53			school districts, BOCES,
54			and special improvement districts
55			identified as participating

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1 in the panel in  
2 rows one through four above)  
3 Row 7 Total Anticipated (insert sum total of net savings in  
4 Savings such plan certified as being  
5 anticipated in calendar year 2019,  
6 calendar year 2020, and annually  
7 thereafter)  
8 Row 8 Anticipated Savings (insert sum total of net savings in  
9 as a Percentage such plan certified as being  
10 of Participating anticipated in calendar year 2019  
11 Entities property as a percentage of the  
12 taxes sum total in Row 6, calendar  
13 year 2020 as a percentage of the  
14 sum total in Row 6, and annually  
15 thereafter as a percentage  
16 of the sum total in Row 6)  
17 Row 9 Anticipated Savings (insert the amount of  
18 to the Average the savings that the average  
19 Taxpayer taxpayer in the county will  
20 realize in calendar year 2019,  
21 calendar year 2020, and  
22 annually thereafter if the net  
23 savings certified in the plan  
24 are realized)  
25 Row 10 Anticipated (insert the percentage amount a  
26 Costs/Savings to homeowner can expect his or her  
27 the Average property taxes to increase or  
28 Homeowner decrease in calendar year  
29 2019, calendar year  
30 2020, and annually thereafter if  
31 the net savings certified in the  
32 plan are realized)  
33 Row 11 Anticipated (insert the percentage amount a  
34 Costs/Savings to business can expect its property  
35 the Average taxes to increase or decrease in  
36 Business calendar year 2019, calendar year  
37 2020, and annually thereafter if  
38 the net savings certified in the  
39 plan are realized)  
40 e. The chief executive officer of the county shall conduct a public  
41 presentation of the plan no later than October 15, 2018. Public notice  
42 of such public presentation shall be provided at least one week prior in  
43 the manner prescribed in subdivision 1 of section 104 of the public  
44 officers law.  
45 f. Any such finalized property tax savings plan which would have the  
46 effect of transferring or abolishing a function or duty of the county or  
47 of the cities, towns, villages, districts or other units of government  
48 wholly contained in the county, shall not become operative unless and  
49 until it is approved in accordance with subdivision (h) of section one  
50 of article nine of the state constitution.  
51 7. For the purposes of this part "chief executive officer" means the  
52 county executive, county manager or other chief executive of the county,  
53 or where none, the chair of the county legislative body.  
54 8. Each county plan may be eligible for one-time funding to match  
55 savings in such plan, subject to available appropriation. The secretary  
56 of state shall develop an application, approved by the director of the

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1 budget, with any necessary requirements to receive such matching fund-  
2 ing. Savings that are actually and demonstrably realized by the partic-  
3 ipating local governments are eligible for matching funding. For actions  
4 that are a part of an approved plan finalized in 2017, savings from new  
5 actions implemented on or after January 1, 2018 are eligible for match-  
6 ing funding. For actions that are a part of an approved plan finalized  
7 in 2017, savings achieved from January 1, 2018 through December 31, 2018  
8 are eligible for matching funding. For actions that are a part of an  
9 approved plan finalized in 2018, savings from new actions implemented on  
10 or after January 1, 2019 are eligible for matching funding. For actions  
11 that are a part of an approved plan finalized in 2018, savings achieved  
12 from January 1, 2019 through December 31, 2019 are eligible for matching  
13 funding. Only net savings between local governments for each action  
14 would be eligible for matching funding. Savings from internal efficien-  
15 cies or any other actions taken by a local government without the  
16 participation of another local government are not eligible for matching  
17 funding. Each county and all of the local governments within the county  
18 that are part of any action to be implemented as part of the approved  
19 plan must collectively apply for the matching funding and agree on the  
20 distribution and use of any matching funding in order to qualify for  
21 matching funding.

22 9. Where the implementation of any component of such finalized proper-  
23 ty tax savings plan is, by any other general or special law, subject to  
24 a public hearing, a mandatory or permissive referendum, consents of  
25 governmental agencies, or other requirements applicable to the making of  
26 contracts, then implementation of such component shall be conditioned on  
27 compliance with such requirements.

28 10. If any clause, sentence, paragraph, subdivision, section or part  
29 of this act shall be adjudged by any court or competent jurisdiction to  
30 be invalid, such judgment shall not affect, impair, or invalidate the  
31 remainder thereof, but shall be confined in its operation to the clause,  
32 sentence, paragraph, subdivision, section or part thereof directly  
33 involved in the controversy in which such judgment shall have been  
34 rendered. It is hereby declared to be the intent of the legislature that  
35 this act would have been enacted if such invalid provisions had not been  
36 included herein.

37 S 2. School district and board of cooperative educational services  
38 participation in county-wide shared services property tax savings plans.  
39 Notwithstanding any provision of the education law, or any other  
40 provision of law, rule or regulation, to the contrary, any school  
41 district or board of cooperative educational services may participate in  
42 a county-wide shared services property tax savings plan established  
43 pursuant to the provisions of this chapter, and may further participate  
44 in any of the activities listed in paragraph a of subdivision 4 of  
45 section one of this act with any participating county, town, city,  
46 village, special improvement district, school district and/or board of  
47 cooperative educational services participating in such county-wide  
48 shared services property tax saving plan.

49 S 3. This act shall take effect immediately.