WESTCHESTER 2000

ECOLOGY, ECONOMY, DEMOGRAPHY, TASK FORCE

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FINAL REPORT

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INTRODUCTION

This report embodies the combined input and recommendations of two diverse yet fiercely dedicated cross sections of our Westchester population, each devoted to preserving and enhancing the quality of life which makes our County a superior place to live and work. The challenge, as we move toward the year 2000, is to recognize that ecological and economic issues need not conflict when a common goal of logical, properly planned growth best serves to fortify and stabilize our future.
ECONOMIC DEVELOPMENT
INTRODUCTION

A sound economy translates into a sound tax base, which in turn is the prerequisite for effective governance. Therefore, the development and maintenance of a viable commercial tax base relates directly to the abilities of County and local governments to provide quality education, recreational and cultural opportunities, superior public services, health services, environmental quality and an efficient transportation network. In short, to many members, economic development is of central importance in our planning to improve the quality of life in Westchester County in the Year 2000.

Westchester County has been fortunate as corporate and investment developers have sought out locations in the County, thus obscuring the need for a centrally coordinated economic planning or development function. However, Westchester County can no longer afford to allow private market forces alone to guide its growth or economic future. Competition from contiguous locations, many offering lower tax and utility costs may, in the long run, place some elements of the County's economy at a disadvantage. Further, uncontrolled and non-selective growth may destabilize the efficiency and viability of the economy, while placing unacceptable strain upon the County's ecology and infrastructure.

Rather than merely permitting growth, Westchester County should promote a logical economic development plan which is selective, both sectorially and locationally. This plan need not distort or limit the locational choices of the private sector. It will simply encourage a more rational pattern of growth, reinforcing the existing settlement and development patterns while facilitating the cost effective provision of superior public services.

The economic development plan for the County should have four primary goals:

1. Preserve and enhance the local and County tax bases, thus maintaining and improving the quality of life in the County.

2. Protect and enhance opportunities for existing County businesses while expanding out-reach efforts to in-migrating companies.

3. Provide and expand local employment opportunities.

4. Strengthen the sense of community within and among the County's communities.
Within the context of these broad goals, three fundamental objectives should be realized:

1. The older urban areas of the County require focused attention. As explained below, their reinforcement and redevelopment should be given highest priority.

2. Outside of the older urban areas, development should be encouraged only in locations which possess the infrastructure adequate to service such development.

3. Development in areas underserved by adequate infrastructure should not be encouraged. Should such development occur, the tax increment flowing from such development should be shared within the County.

These objectives and goals shape a policy that is designed to guide selected development towards localities which need, desire and can service it. Conversely, a logical development policy will mitigate the financial and environmental burden which undisciplined growth will place upon the County and its political subdivisions. The adverse impacts of unguided growth are obvious today. For example, we are increasingly aware of the inefficiency created by traffic choked arterials, and overburdened sewage and drainage systems.

OVERALL ECONOMIC DEVELOPMENT

A unique aspect of these policy suggestions is that they are not controversial. Westchester County is a favored location of major corporations for precisely the same reasons that it is a superior living environment. The corporate community is now large enough to have created the critical mass of commercial and service activities that will help to anchor it in the County and catalyze further planned economic growth. As a result, to maintain and enhance the economic prosperity of the County as a whole, a fundamental task is to keep the County the way its corporate citizens like it. Fortunately, that is the way most Westchester residents like it as well.

This objective unites the environmentalists and economic development advocates as it joins Westchester residents and corporations. Undirected and undisciplined growth will destroy the beauty and character of the County by encouraging sprawl and forcing the construction of more extensive arterials. This Task Force is asked to consider the total impact of future growth and suggest a locational and economic policy designed to minimize adverse impacts. This responsibility
justifies our focus upon the older urban centers.

THE MATURE CITIES

An ironic and inefficient consequence of unguided growth is exhibited by the decline of the County's older cities. These locations are well located on rail and highway, well served by the County's bus system and have the internal infrastructure and labor supply to efficiently support large scale real estate development. Further, they welcome and require commercial development as necessary to finance the disproportionate cost burden of mandated services. Yet, they lack the low cost and/or vacant land necessary to attract development and have insufficient funds to aggressively reclaim underdeveloped and inefficient land uses.

In the long run, this diseconomy cannot be permitted to continue. The cities of Westchester provide a substantial share of the County's tax base, employment opportunities, work force, services and housing. Their economic growth will yield a significant economic benefit to the County with lower attendant costs. Conversely, their decline will exacerbate the spread of blight much as that experienced by the outer boroughs of New York City. In the long run, should their decline accelerate, the ultimate cost of revitalization will be far greater than the cost of aiding still healthy urban economies today.

TARGETING DEVELOPMENT

This Task Force must answer the question: where are additional jobs and development needed to enhance the quality of the living environment, and what should be done to stimulate appropriate development. At least five urban locations - Mount Vernon, New Rochelle, Peekskill, Port Chester and Yonkers need and can accommodate additional selective development which would provide:

- jobs for the unemployed and underemployed
- a stronger and broader tax base
- reinforcement of the retail sector
- a stronger sense of community and pride in community.

Conversely, successful urban economic development will somewhat relieve the pressures for development in locations that do not wish it, while bringing taxes, jobs and improved social conditions to the County as a whole.

THE FUTURE OF URBAN WESTCHESTER

The dynamic nature of the New York Regional economy presents an opportunity for the economic revitalization of declining sub-centers and
the reinforcement of existing strengths. The demographic and economic influences imposed upon the County are not uniform. Various locations are impacted by different influences and possess individualized strengths and weaknesses. As a result, there cannot be a single economic development policy for the County. Instead, the comparative advantages of different locations must be discovered, marketed and promoted separately. This process must reflect an awareness of the economic value of specific uses and their impact upon the labor force, environment, land use pattern, neighboring businesses and the local economy. It is not sufficient to pursue mere growth; rather we must maintain a policy of selective economic development.

Because numerous corporations have chosen suburban and isolated exurban locations in the Northern portion of the County, we cannot assume that this area is the only location marketable for corporate office uses. Rather, it is a sub-market, appealing to a specific set of values and locational criteria.

By way of contrast, a distinctly different market strength has been recently exploited by the City of New Rochelle and its business community. They have attracted more than two dozen corporations, many from New York City, because of the city's proximity to Mid-town Manhattan, the Port of New York, and Kennedy and La Guardia airports. These companies would not desire a more northerly location, nor would corporations seeking relatively isolated sites wish to be officed in high-rise urban office buildings.

Another example which reinforces this argument is offered by Stamford, Connecticut, which stands as a prime example of an older, once-distressed city which successfully established itself as a "headquarters" location. Several of Westchester's older centers offer the services, amenities, transportation features and infrastructure which satisfy corporations' locational criteria.

The evolution of Manhattan's economy has also created a new development opportunity. As Manhattan's rents and real estate values increase, it is becoming a primary international and corporate center. However, it is no longer cost-effective to maintain labor intensive back office and secondary office functions in luxury office buildings in Manhattan. This trend indicates one of several opportunities available to the Southern Westchester cities which can offer access to the same labor pool, proximity to Manhattan-based corporate offices, and urban services.

Of course, not every downtown can appeal to the corporate market nor can every area support office buildings. Some urban areas possess a strong appeal to light industrial or mixed office and industrial uses because of their employment base and highway linkages.
In most urban locations, well designed, affordable housing, appealing to young professionals represents an ideal mechanism to reinforce weakened retail bases and add vitality to urban areas. Further, the construction of affordable, middle income housing will strengthen the overall economy as it will provide housing within a reasonable commuting distance for employees of Westchester’s corporate base.

Virtually all of Westchester’s centers possess the locational strengths and services desired by young households. In many cases, however, the downtown housing stock is of an age and design which is not readily marketable or is unsuitable for rehabilitation. As a result, vacant land has to be made available for new construction and a mechanism must be established to provide the communities with the funding necessary to acquire and clear underdeveloped or blighted areas. However, in specific weak downtowns there may be some difficulty in attracting developers, as they may anticipate buyer resistance. In these instances, it may be necessary to develop a shallow subsidy program so that prices can be discounted to attract young households. This one-instance subsidy need be imposed only at initial rent-up or sale, to establish the location.

There are problems inherent in directing economic development and reinforcing older urban areas. However, the health of the Regional and County economies provide a unique opportunity to direct economic development and further strengthen local economies. There is no logic to allowing historic development patterns to dictate the future. New strengths can be found in declining sub-centers which provide cost-effective environments for economic growth.

THE NORTHERN TIER

While this Task Force urges that focused attention be paid to declining urban locations we note that consideration should be paid to properly planned commercial development in selected Northern tier locations. Communities in the Northern tier are in some instances aggressively involved in promoting and funding well-designed projects. Further study is required to specifically identify the attitude and objectives of these communities.

PROGRAMMATIC COMPONENTS

Outlined below are economic and development issues and policy suggestions developed by the Westchester 2000 Task Force on Ecology, Economy and Demography.

1. Westchester’s success in developing a strong, productive economic base is directly attributable to the quality of life
enjoyed by its corporate and residential citizenry. Continued attention must be paid to delivering high-quality, cost effective public services which are essential to business operation.

II. The preservation and enhancement of Westchester's quality of life and the revitalization of its declining communities cannot be accomplished with public resources alone. Public/Private cooperation in a comprehensive economic development strategy on both policy and implementation levels is necessary.

III. A Private Sector Development Organization would contribute.

A. CONCEPT

Increased competition from neighboring states as well as contiguous counties may impede Westchester County's economic development efforts long before the year 2000. A sophisticated economic development program requires public/private coordination as well as a comprehensive development strategy. In the County, we are significantly disadvantaged by the lack of coordination within and among local governments, as well as the difficulty of maintaining a comprehensive and centrally located program.

Elements of a comprehensive economic development program include:

1. Provision of land for industrial and commercial expansion.
2. Infrastructure capacity sufficient to meet the needs of industrial and commercial businesses.
3. Amenities and a business environment attractive to private investors.
4. A skilled labor supply adequate to meet both current and future demands of expanding local industries or new industries moving to the area.
5. Modernization of industrial, commercial and residential facilities and structures to provide an adequate physical environment.
6. Programs and incentives that reduce front-end costs and risks, and alleviate cash flow problems so that private investment in cities will be profitable and sound.
7. Provision of capital at a reasonable cost for land, plant and equipment.

All of these assets exist within the County as a whole. However, locations that wish and require economic development may not possess the full spectrum of the resources, while some who do may be less inclined to exploit them. The challenge is to arm disadvantaged locations with the tools necessary to maintain an effective program, and to market
these locations properly.

Although a sophisticated program of this nature can be maintained by government, our Task Force suggests that a Private Sector Development Organization may be able to render effective service in a unique and unusually effective way. Since a primary ingredient of a comprehensive economic development strategy involves building communication with private sector economic interests, such a suggestion advances a primary objective of the program from the outset.

There are several inherent or "structural" differences between public and private development entities that provide the private sector with some specific advantages. Among them are:

1. Rapid response - government structures may not permit a quick or coordinated response to the needs of business.

2. Coordination - the fragmentation and dispersion of development related agencies within and among locations make it difficult to adopt comprehensive and coordinated strategies to deal with development issues. A single purpose comprehensive company, with the advantage of a countywide overview, can help officials focus on specific development issues.

3. Structural independence from local government - institutions which are privately organized, but serve a public interest, can use resources and powers without certain limitations imposed on local government agencies, such as lengthy reviews, red tape, travel and entertainment provisions.

4. Expansion of public powers - private institutions are not constrained by city charter and, in most cases, are able to perform functions which are in the public interest, but not allowable "public activities" for a municipal corporation. These include real estate acquisition and development and ability to make loans and equity investments.

5. Insulation from risk - the corporations shield both sectors from liabilities and risks which may have to be incurred in order to stimulate a City's economic development.

6. Coordination of public and private resources - a private firm can simultaneously combine the financial and personal resources necessary to package projects to meet the specific demands of development.
7. Financial independence from city budget - the corporation can collect management and service fees, receive membership dues and account for its own budget.

The concept of private sector involvement in urban economic development is not novel from a historical or economic basis. In fact, government's fundamental concern with these matters dates only from the mid-twentieth century. Certainly, it is clear that the business community possesses a fund of knowledge that it applies regularly to business problems. It is logical therefore to suggest that similar talents can be effectively employed to aid urban economic systems. Throughout our country we are realizing that business is an important resource that can contribute management and technical expertise, leadership, financial support, marketing skills and political influence to the effort to solve economic development problems. The value of the private sector's role is even more obvious in the 80's as shrinking federal and state and local budgets inhibit government's ability to become effective.

In addition to the "structural" distinctions outlined above, there are several specific functional areas in which business can be of great value in bolstering the County's economy.

NETWORKING AND MARKETING

Business problems are often discussed conceptually with friends and associates who may be able to offer advice or suggest a solution. A corporate CEO may discuss his need for new or expanded facilities with his peers, years before a decision is made. All too often, the host community or a neighboring location will learn of a corporate decision to abandon its facilities too late to intervene.

A PSDO which effectively involves business people in its leadership and membership structure develops hundreds of eyes and ears. These business leaders can become early and effective marketing agents for "their" PSDO, creating confidential and privileged relationships between its staff and the business community.

CONFIDENTIALITY

One fundamental reason why relocation and expansion plans are not discussed publicly is because rumors may adversely impact employee morale and tenure. A similar concern may inhibit an effective survey of potential expansion and relocation sites. It is clearly quite difficult to examine one's options if you are unable to discuss your problem freely, and fear antagonizing the public or your employees.

Governmental structures are open to the public by law and by design. Communities lose the opportunity to serve business because they cannot offer confidentiality.
A private sector company is not subject to "sunshine laws" and can establish a confidential environment within which corporate financial data and business plans can remain private. This fact can be demonstrated, and more importantly, is credible.

CONTINUITY OF LEADERSHIP, PURPOSE AND DIRECTION

Short terms of office for Mayors and City Council Members as well as frequent changes in political leadership can compromise the maintenance of an effective, long-term development philosophy. Development projects consume years of time from planning through execution. At any time along this critical path, philosophies and community objectives may change. Further, the political process forces a short-run concern for immediate and highly visible improvement. This environment is not conducive to the development or maintenance of comprehensive development strategy.

At best, this phenomenon unsettles business people and may inhibit imagination and efficiency. Certainly, it may make a business person reluctant to become involved in some locations and may encourage relocations to strong pro-growth regions. In any case, Westchester County, with its unusual proliferation of jurisdictions, is disadvantaged in competing for development. This problem will become far more apparent as developable land is lost, and the more difficult and expansive process of urban redevelopment becomes more common.

Continuity can be demonstrated by a PSDO which represents and is supported by established business interests. Further, its sensitivity to business problems and the need for predictable decision making is implicit in the complexion of its membership and corporate purposes. The PSDO can provide valuable political support for projects and will maintain such support and continuing service over time.

FINANCING

Expansion and development plans must be funded, a task which is ultimately and primarily relegated to the private sector. A PSDO which involves banking interests in this leadership can harness the creative and financial minds and resources of its members. In effect, it can serve as a one-stop shop, which integrates early planning, locational and design decisions into the ultimate business problem of funding. It is simply invaluable to the development process to be able to match the needs and desires of banking and business people in a confidential, consistent and creative environment.

COORDINATION

Competing jurisdictions such as the States of Connecticut and New Jersey and the Borough of the Bronx have developed area-wide economic development strategies and marketing efforts. A relocating business can, through one central office, receive information relevant to locational choices,
inducements, demographics, etc.

In Westchester, the small County office does not provide comparable service and only some municipalities are organized for truly competitive economic development. In some cases, several agencies within one municipality provide development services and assistance. This territorial and functional Balkanization of responsibility militates against long-term progress.

The situation forces a potential developer to contact many, rather than one entity, and of course complicates the locational search. As competing jurisdictions respond, far too many try to leave negative impressions about their neighbors. Decentralization also disadvantages local communities in the negotiating process, as it permits the developer to pit one community against the other to maximize concessions.

A PSDO charged with promoting economic development throughout the County would function as a "one-stop-shop," providing uniformly accurate and high quality information on construction and expansion opportunities. Its primary responsibility would be to promote business development in the County and with a County-wide focus it would have the dollar and locational resources to perform this function effectively. Because its marketing efforts would be broadly based, it could also promote the County cost effectively. Further, its overview would facilitate its ability to match community and user needs objectively and to promote coordinated inter-governmental responses to financing and infrastructure requirements.

**B. RESPONSIBILITIES AND PROCEDURES**

1. Major emphasis would be placed upon providing technical assistance to existing and relocating companies. Such assistance may include: site selection, arraying the cost and benefits of alternative locations, aiding in presentation to public bodies, expediting the local approval process, and providing assistance in the packaging of requests for financing. Although such assistance does not influence the cost of capital or construction, it does expedite the development process, provide a valuable psychological incentive to a user, and support the image of a location which welcomes development.

2. The PSDO should take an active role in steering specific businesses to localities which need and welcome them. Such "steering" should occur with an informed awareness of the needs of the localities and their ability to execute development plans in a timely and realistic fashion.

This suggestion embodies the concept that the PSDO should judge which specific locality can best use and execute the project, and that locality be given first preference. The current practice of providing interested redevelopers with general information on all interested
locations is not efficient and advantages the developer by creating "bidding wars" between localities. We propose a strong, "hands-on" role for the PSDO staff which should remain actively involved with a developer. If, for example, a specific location cannot produce a project, the PSDO staff would suggest an alternative Westchester location. Also, PSDO staff would be required to pass judgment on the effectiveness and efficiency of a locality's efforts to increase the probability of a "fit" between the user and the location.

It should be noted that the PSDO would complement rather than conflict with local economic development organizations. The majority of developers still approach localities directly, and would continue to do so. The PSDO's steering efforts would be limited to those entities that approach it directly.

3. The economic growth efforts of the County's older communities are impeded by the high costs of assembling land for development, and marketing same at reasonable prices. In fact, the extraordinary high costs of acquisition, relocation and site preparation discourage locally sponsored urban renewal activities designed to promote economic development. As a result, the locations which need and desire large scale development often do not have sufficient funds to bring marketable sites to the market.

To help solve this problem, we propose the creation of a revolving fund, analogous in concept to the Housing Infrastructure Fund, and administered by the PSDO. The fund would be capitalized fifty percent by the public sector and fifty percent by the private sector, including banks, utility companies and others.

The purpose of this fund will be to leverage local dollars to be used to acquire land for redevelopment or to provide necessary infrastructure for same. Subsidies should be targeted only to distressed locations and should be made available only for moderately sized, short-term ventures, where repurchase and redevelopment can be assured within three to five years of funding. Upon resale of the publicly acquired land to a private developer, a proportionate share of the gross sales revenue would be returned to the revolving fund for reuse. (It should be noted, however, that the costs of acquisition will far exceed the resale price so that the fund will not be self-perpetuating).

4. The PSDO should maintain an aggressive marketing campaign to protect and promote Westchester's comparative advantage. This effort will become increasingly important since neighboring counties and states are aggressively promoting their advantages, to the ultimate detriment of Westchester and the New York Metropolitan Region.

5. The PSDO should maintain an up-to-date progress report on local economic development plans and progress. This report should be up-dated
annually and circulated among the local offices of economic development.

6. Focused attention must be paid to the needs of existing businesses. This statement is reiterated to compensate for the natural tendency to externalize marketing and technical assistance. In this regard, several opportunities and challenges are outlined below.

a. The expansion and growth potential of existing businesses may be retarded by antiquated existing facilities or surrounding land uses. These companies will cope with these disadvantages because they value their existing location, but they are ultimate candidates for out-migration. Because any off-site relocation is highly disruptive and expensive the company will be as attracted by a competing location as it will be by a site in its existing municipality or any County location. In fact, an impacted business often experiences frustrations which heighten the hostility of its owner and make it likely that he will leave the area.

Yet, some of the most cost-effective commercial expansion projects can be achieved by creating vest-pocket urban renewal sites around existing facilities. An objective technician can perceive these opportunities and coordinate the efforts of the entrepreneur and local government. These efforts are particularly efficient because:

1. Less time is spent in developing the project because the company knows the advantages of the location.
2. Existing labor is retained, and thus no social or financial disruption is occasioned.
3. Often existing facilities can be retained and modernized, resulting in lower total project costs and thus more feasible projects.
4. Existing banking relationships can be employed to finance expansion, saving time and money.

b. This Task Force recognizes that it would be inappropriate to develop a specific work program for the PSDO. However, we suggest that the PSDO become highly knowledgeable about the character, function and growth of existing Westchester businesses. Such knowledge can be directly integrated into the Computerized Geographic Information System discussed in this report.

Among the uses of this specific data base are:
1. Identification of an "at risk" profile - businesses that may be prone to leaving the County either because of their strong growth (and resulting special problems) or because of business reversals.

2. Promotion of profitable business relationships because of the in-depth knowledge of potential synergistic relationships.

3. Market information on the County.

IV. HOUSING

A. INTRODUCTION

The dearth of affordable housing in Westchester County will exacerbate income and age polarization of its resident population. The middle class and the young find it increasingly difficult to find or afford housing in the County; a phenomenon which, in the long run, will disadvantage Westchester socially and economically. Among the negative consequences of this demographic change are:

1. A significant decrease in the working age population which will in turn encourage corporate out-migration and/or an increase in long-distance automobile commutation, thereby increasing congestion and road maintenance and construction costs.

2. A narrowing of the population cohort which is willing and able to fund public schools.

3. The out-migration of young professionals and the resulting loss, to our citizenry, of its future business and political leadership as well as a decline in consumer expenditures.

4. Increased social and class polarization.

B. RECOMMENDATIONS

1. Rent Control and Rent Stabilization

An adequate, affordable housing base is necessary to maintain the social and economic stability of our County. Housing construction can and should also be used as a vehicle to stimulate economic growth and development.
However, it is clear that rent control and rent stabilization have destabilized the market process. As a result, rental housing construction has virtually ceased. The stock of rental housing has been further eroded by the explosion of co-op and condo conversions, which provides owners of rental housing an escape from the diseconomies of ownership.

Further study of this complex issue is required. However, we suggest that the rent control and stabilization programs can no longer be applied as broadly as in the past. Rather, these programs must be reconstituted to extend protection only to needy tenants with limited incomes.

2. Low/Moderate Income Housing

In developing an affordable housing program for the County, consideration must be given to the economic impact of such housing on the revenue and expenditure side of the receiving communities. Increased residential densities can be used to provide new disposable income to weak retail markets and should be specifically located with this objective in mind. Conversely, care must be taken to locate housing in areas where existing public services and infrastructures are adequate to accommodate increased population densities. In this regard, particular attention must be paid to distressed locations, lest they be additionally burdened with increased capital or operating costs, particularly with respect to low/moderate income housing.

Heretofore, the older urban areas have borne a disproportionate share of low/moderate income housing, an occurrence which has weakened their market appeal. This policy must be discontinued, until such time as a balance between market rate and below market rate housing is achieved. This objective can be best achieved by promoting the development of market rate housing in urban areas.

3. Housing Construction and Rehabilitation

The urbanized downtowns throughout the County possess the locational advantages necessary to support a resident population. However, in many cases, the existing downtown housing stock is antiquated and lacks the amenities necessary to attract middle and upper income households. Further, the construction and design of much of the downtown housing stock, and the existence of rent control/stabilization, preclude significant rehabilitation.

There is a strong market demand for middle income housing and if that demand can be satisfied in our urban areas, the infusion of new activity and spending power will aid the retail base of Westchester's urban economies. A specific program must be developed to encourage the construction of middle income housing in urban areas, particularly in the Southern Tier. A primary ingredient of such a program must include a public subsidy program to discount the cost of such housing to overcome initial market resistance.
This resistance stems from three linked issues: image, security and cost. To solve the image and security problems, large sites must be assembled to remove blighting influences and create a significant environmental change. However, the cost of large assemblages are so high that they force housing costs into luxury levels, in turn, creating far too narrow a market to insure success.

This problem can be solved by a demonstration program, funded by County and local governments, designed to bring a one-instance, narrow subsidy to high-quality urban housing sites. Each location must be selectively chosen to maximize the potential of success. The concept is to select a site which will prove the location's marketability, and generate subsequent, unsubsidized projects once the pioneering effort has succeeded in restoring market confidence. County involvement can be limited to infrastructure development, other off-site improvements, or additional subsidies to lower the cost of acquisition.

The program should be highly selective at the on-set, as each project must succeed and public investment should be limited. If high quality locations are selected, and large projects developed (which will make a maximum impact upon the environment) the subsidy need only discount costs by approximately 15 - 20% to insure success. Since this program is designed to promote economic as well as housing development, there is strong justification for customizing subsidies (as in the UDAG program) to aid specific locations with site and deal-specific problems.

V. LARGE SCALE REDEVELOPMENT

The revitalization of the older communities of Westchester County is inhibited by substantial physical problems which make redevelopment quite difficult. In most cases these communities are developed inefficiently and the redevelopment of well-located urban land is impeded by deteriorating and/or incompatible structures, inadequate circulation systems, the high costs of assemblage and residential relocation and in some cases, abnormal construction costs (air rights or subsurface problems).

We are fortunate, in Westchester, to be located in a historically strong market area supported by excellent transportation systems, a fine location and proximity to a world class city which reinforces these strengths. As a result, there is a strong and consistent demand for well-located urban land - if such land can be delivered vacant, in large assemblages and for a reasonable price.

However, such assemblages demand an enormous governmental investment in acquisition (through condemnation) relocation and site preparation. These costs are beyond the capacity of local governments, particularly in these days of federal funding cut-backs.

In Section III B (3) above, this Task Force recommended a small scale land assemblage program designed to increase the pace of redevelopment in the County's troubled locations. This program will accelerate
redevelopment activities and ultimately help restructure local economies. However, an incremental approach will not produce large scale redevelopment, nor is it sufficient to reverse the decline of such deeply troubled municipalities as Mount Vernon and Yonkers.

Truly significant progress in redeveloping urban areas can best be made through a large-scale acquisition and clearance program, designed to produce downtown commercial renewal projects like those generated in White Plains and Stamford in the mid-1960's. These projects were funded through the Federal Government's Urban Renewal program (which funded two thirds of the cost of acquisition, relocation, clearance and site preparation), with significant assistance in the case of White Plains from the State of New York (one-sixth of the above cited costs).

The State of New York has not maintained an urban redevelopment assistance program of substance for over a decade. Urban areas throughout the State have funded local redevelopment efforts, but without substantial State assistance, these programs have been limited by the already strained capacity of over-burdened municipal budgets.

We urge the creation of a State-assisted urban renewal program targeted to the older, distressed locations throughout the State. The program should be modeled on the previously successful urban renewal and neighborhood development programs which provided funds for land assemblage and preparation subject to proof of physical and economic distress.

Because Westchester County is unusually well-advantaged within a strong market area, the County's political and business leaders can well afford to urge the creation of this program because it will not fail. Accordingly, we strongly urge the creation of a joint public/private sector committee to generate legislative action designed to create a New York State Urban Renewal Program which will join the State, County and Local governments in funding urban revitalization projects in distressed localities.

VI. OTHER CURRENT ISSUES

A. Tax exempt financing, presently available through the Industrial Revenue Bond program and the Job Development Authority, is the most viable method of affecting the capital costs of construction. In high cost urban areas, it offers the only method of significantly lowering development costs, which in turn allows localities to compete effectively for development. This program has been curtailed by Congress and may be terminated in 1986.

The County of Westchester should organize an aggressive lobbying campaign to prevent the termination of the program. However, as long as IRB funding authority remains limited, the County Industrial Development Agency should consider need and distress criteria in allocating bonding authority to distressed localities through already established surrender mechanisms.

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B. The County should reinstate the 485B property tax abatement program, as it affects County taxes, where municipalities have joined the 485B program and thus extended an abatement on local property taxes.

VII. ADDITIONAL ISSUES MERITING FURTHER STUDY

A. Energy Costs

Westchester's competitive advantage is continually eroded by the disproportionately high costs of energy—unique to the Consolidated Edison service district. This surcharge upon business costs heightens the County's vulnerability to competition and increases the cost of economic development efforts.

We urge that increased attention be given to secure supplies of less expensive Canadian hydropower, now virtually monopolized by up-State locations. Additionally, further attention must be paid to the search for alternative supplies and sources of less expensive power, including other sources of public power.

B. Tax Sharing

As discussed, both environmental and economic concerns suggest the value of locationally-targeting development. Yet, as long as the local property tax remains the primary revenue source for local governments, localities will compete for development. At times, such competition can impose heavy costs upon neighboring communities, with no capital gain to them.

This inequity could be ended if a County-wide property tax (and perhaps regionalized service delivery) could be substituted for the local property tax. Theoretically, for example, revenue could then be shifted to pay for infrastructure improvements or other capital costs occasioned by development in a neighboring location. Or, a community could realize some gains even though development was shifted to another area of the County.

C. Northern Tier Development

Some communities in the north are actively pursuing or giving thought to orderly economic development. We recommend that a mechanism be established to ascertain:

1. What locations are actively seeking development.

2. What type development is being considered.

Unless there is tax-sharing, community leaders will realize that they must broaden their predominantly residential tax base. Further, the tax base must be predicated not only on single family homes but new entry level and senior citizen housing as well, where little if any currently exists.
Several communities currently support IDA and Economic Development Councils on a municipal basis. The input from these existing groups should be further utilized. While it is true that the effect of the IDA has been minimized with the reduction of funding brought about by the Federal Deficit Reduction Act, a PSDO could help fill this gap on an individual town or local regional basis, where requested. The effectiveness of these "grass roots" in place groups should be utilized.
ECOLOGY
ECOLOGY

INTRODUCTION

With the continued development of the County, more and more of its natural resources are being irretrievably lost. Wetlands have been destroyed, free flowing streams have been channelized, put into culverts, and between concrete walls, thousands of acres of vegetation have been bulldozed, valuable topsoil lost, and aquifers polluted. Without planning and land use decisions consistently and directly based on environmental concerns, these losses will continue and the quality of life which has made Westchester so attractive to people and to business will continue to deteriorate.

The threats to our environment raised by current development procedures can best be described if they are divided into the following categories: 1) threats to the health and safety of the County's residents; 2) threats to the County's "aesthetic" qualities embodied in its open spaces and natural landscapes; 3) the lack of environmentally based land use decision-making processes.

The Southern part of the County has many examples of environmental damage which are the result of existing approaches to planning and development. Similar problems are already occurring in Northern Westchester and will accelerate unless greater care is taken. New planning approaches and regulation can assure that future development is environmentally sound. Such planning can identify areas which can be safely developed as well as those which should not be developed. The latter must include floodplains, prime aquifer recharge areas, significant wetlands and vegetative buffers to reservoirs and drinkable water supplies.

I. THREATS TO HEALTH AND SAFETY

A. WATER QUANTITY AND QUALITY

Water is the most seriously threatened resource. With a population increase of 3.9 percent in the north county from 1980 to 1984 and a projected demand for up to 160,000 additional housing units in Westchester by the year 2000, the question of whether there will be adequate supply must be addressed. About 86 percent of Westchester's public water comes from the New York City reservoir system, about 4 percent from wells of water companies and about 10 percent from local public surface water supplies. An untabulated amount comes from private wells serving 1/4 of the county's geographic area, mostly in northern Westchester. (In the nation as a whole, about 50 percent of the population gets its water from groundwater wells). The fact that no one knows how many private wells there are in Westchester County suggests prospective problems in maintaining the water table.
Ground and surface water supply and quality are affected by a complex interaction of rainfall, runoff, point and non-point pollution sources, percolation rates into the soil, location of aquifers and so on. When pollution occurs, it can be particularly long lasting (sometimes centuries), in groundwater aquifers because they lack the cleansing agents of sunlight, dilution, circulation and biodegradation that help clean surface water. Flooding and erosion not only affect water supply and quality but cause property damage and sometimes threaten life directly.

The Summary of the million dollar County 208 Water Quality Management Planning for Westchester (1978) stated: "Substantial threats to the preservation of surface and groundwater exist: the Croton and Bronx River Basins, in which most of the New York City reservoir lands are located, and in the northeastern portion of the county, where suburban development is totally dependent on groundwater sources. Further suburban development in northern Westchester threatens the quality of water in the Croton system. The availability of potable water is a direct limitation on growth."

There are many problems which result from insufficient attention to the management of water in Westchester:

Periodic droughts bring problems of lowered water quality to the already overtaxed New York City water supply. When reservoir levels are down, water quality declines. The overall shortage could result in a prohibition on new connections in the future. It should be recognized, however, that not all threats to water are environmental. Water is wasted from leaky water mains as well as by individual households and nonresidential users.

The conversion of native cover and contours to residences, offices, factories and pavement causes decreased infiltration of rainfall and increased volume and rate of stormwater runoff. The result is intensified flooding, stream channel erosion and silting, and reduced groundwater recharge. This exacerbates the water quality in reservoirs and underground aquifers, causes property damage, threatens lives, and has a host of other impacts.

Levels of chlorides high enough to be a health hazard have been documented in groundwater in Westchester by the Department of Health, and the trend is up--demonstrated by continuous testing.

Wells have been ordered shut by the County Department of Health in several communities, including Katonah, Bedford, Bedford Village, and North Castle. In all cases, tetrachloroethylene was discovered in addition to other contaminants which tend to persist for many years.

Leakage from underground gasoline and oil storage tanks is becoming a problem of increasing concern. Almost all these tanks are made of steel, which has a 15 year life span. One gallon of gasoline per day
is enough to pollute the water of a 50,000 person community to a level of 100 parts per billion. A 1980 Environmental Protection Agency (EPA) report suggested that one-third of the 1 1/2 - 2 million underground tanks nationwide are faulty.

Accelerated eutrophication of some watershed lakes and streams in the New York City system is causing odor and aesthetic problems. The 208 study identified bodies of water exhibiting high levels of toxic chemicals, including PCBs, heavy metals, and pesticides in bottom sediments.

There is little or no design consistency concerning the types or degrees of stormwater controls implemented by adjoining communities within the same watershed. The extensive flooding which plagues Westchester is largely the result of inadequate watershed planning and development in the floodplain. The rate of stormwater runoff at any point within a particular watershed is determined by flow contributions by sub-basins. The prescription for specific stormwater controls must be based on the expected development patterns and hydrologic characteristics of each individual watershed. Each watershed is unique in shape, size, topography and land use patterns, and the expected future land use patterns are unknown. Since the contributing sub-basins may or may not be located entirely within one municipality, it is difficult if not impossible, for one municipality to address the problems of stormwater management without considering the adjoining communities with the same watershed.

Non-point pollution--i.e., flowing from a broad area as from fertilizer and insecticides used on lawns or farms, or salt used on highways--has emerged as a major problem, accounting for 50 percent of the nation's surface water pollution. Non-point pollution sources are generally attributed to the interaction of land-based activities and the hydrologic cycle like urban stormwater runoff. Land uses often determine the type, form, concentration, location, and quantity of pollutants associated with a watershed. The 208 report listed the following non-point sources as major and/or potential sources of pollution considered to have a major impact on the quality of Westchester's waters: highway runoff, sub-surface disposal systems, construction runoff, benthic bottom deposits. Non-point source pollution is not adequately controlled in existing legislation like the Federal Clean Water Act.

The destruction of wetlands in the county has occurred at an alarming rate in past years, as it has nationwide. Wetlands already have been lost to intense development in a great deal of the southern part of the county. During the 20 years from the mid-1950s to the mid-1970s, such losses averaged 458,000 acres per year nationally. It is now generally recognized that wetlands play an important role as an ecological resource for such things as water purification, water recharge, flood control, wildlife habitat, shoreline stabilization, and recrea-
tional opportunities. New York State passed legislation to regulate freshwater wetlands of 12.4 acres or more and areas smaller but of particular concern. At the present time, the State is turning the regulation of wetlands over to the municipalities if the municipality is willing and able to accept the responsibility. The State expects shortly to complete the mapping of wetlands. This presents an opportunity for municipalities in Westchester to protect wetlands and stream banks, providing adequate regulations and enforcement are put in place. The preservation of remaining wetlands in northern Westchester is vital, particularly in relation to water supply and quality.

B. AIR QUALITY

Clean air, like water, is another resource which should be protected. Unlike water, air quality is difficult to address in county specific ways. This does not diminish its importance to the health and safety of Westchester's residents but limits the possibility for major actionable solutions to air quality problems within the scope of Westchester 2000 except to the extent that problems can be controlled by better transportation planning to minimize traffic congestion and encourage better public transportation.

Air pollution is a threat to water quality through such things as acid rain and dry deposits of air pollutants into water bodies.

C. OTHER ENVIRONMENTAL PROBLEMS

Public and private sewage treatment, solid waste disposal, hazardous waste disposal and resource recovery also pose problems. For example, the resource recovery plant in Peekskill is alleged to have insufficient capacity, and there is no major recycling program or other facility to take up the slack. While health and safety problems like this must ultimately be addressed in Westchester County, they do not present the urgency of water management problems and there is clear responsibility for dealing with it and public attention to it.

II. THREATS TO THE COUNTY'S "AESTHETICS" QUALITIES

General Problem. The quality of life image of Westchester, which has drawn both residents and jobs, is threatened by careless developmental practices just as health, safety and welfare are: disappearance of farmland, "urbanization" of streams, traffic noise, "urban glow" at night from poorly designed lighting, buildings inappropriately sited or too high for surrounding vegetation or topography, destruction of wildlife habitat, insufficient attention to vegetation, and obliteration of scenic resources. In all of these cases, there are inadequate data and an inadequate methodology to convert anecdotal evidence and intuitive observation into compelling arguments for improvement.

To illustrate two aesthetic concerns:

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Stream Deterioration. Many streams in the county are classified "D" by the State, a quality at which fish can survive and secondary contact recreation is possible (i.e., boating but not bathing). But there is inadequate personnel to monitor these streams.

The Stream Control Law enacted by the County regulates only parts of some streams and is primarily to control flooding; it does not deal with ecological/aesthetic impacts. Streams can end up between concrete walls with no vegetation remaining—a visual and ecological disaster—and still meet basic pollution and flood prevention requirements.

Farmland Conservation is an issue of national, State and local concern. The 1983 Agricultural Inventory establish that 10,873 acres of agricultural land remain in Westchester, approximately 4 percent of the county. The number of farms has decreased only slightly since 1969, but total farm acreage has declined 30 percent. Agricultural lands are under development pressure as a result of corporate and residential expansion in northern Westchester. Farmlands are valuable in the county for providing open space, protecting surface and groundwater, diversifying lifestyles, and offering some local food supplies.

III. THE LACK OF ENVIRONMENTALLY BASED LAND USE DECISIONS

The critical environmental impacts of the next 20 years can be expected to come from the development of rural or semi-rural land into commercial or residential developments in the northern areas of the county, and in the southern areas from unchecked urban core area decay.

The critical decisions in both scenarios involve land use changes. The primary regulator of land use change is the local government unit, usually a town or village, which functions under a pattern of zoning and related regulatory laws whose origins are late 19th century town planning theory. They operate on a number of assumptions that may no longer hold true, and have become, in practical terms, obsolete. There are no "fixed" zoning patterns as the laws intended. The general land use regulatory practice in the county in recent years has been for communities to react to development schemes in areas of the community where the marketplace has provided the developer with a parcel of land, which most often requires either a change in the zoning ordinance, a special exception use permit, or some other alteration in the established zoning scheme.

The current land use decision-making practice inevitably pits land developers against groups of neighboring people in front of either the town board (or city council) or a planning board, or both, in acrimonious disputes which often lead to litigation. The primary reason for this phenomenon is that the municipal decisions are almost always made in a standardless vacuum. Land use decisions become essentially political ones, with all parties having an inadequate grasp of the relevant facts.
No one is happy with the current decision making situation. Developers encounter delays, enhanced costs for often insignificant reasons, and the severest form of regulatory uncertainty. Town officials are required to make decisions of potentially momentous local environmental significance on the basis of meagre information, even when the procedural requirements of the State Environmental Quality Review Act are carried out. The environmental protection community is frustrated by an inability to present the cause of lost environmental values effectively in the face of the more easily understood "benefits" of proffered "tax ratables." Finally, too often projects are impeded because of spurious environmental claims or are allowed to go forward in the face of real environmental questions that were never addressed because they were either never raised or simply ignored.

IV. CONCLUSIONS AND RECOMMENDATIONS

Most of Westchester's environmental problems seem to exist because people do not know enough about them, and it is costly to get the information or monitor the actions. Even when a great deal is known by experts, frequently it does not reach the developers or regulators. With better data, better organized, delivered in a timely fashion, backed by a good public information campaign, it would be possible to develop better regulations and planning approaches and do a better job of implementing existing regulations and approaches.

The Task Force recommends addressing the County's degradation in three categories: a) better collection of information; b) improved ways to make information and regulations known to the public; c) new regulations and planning approaches to capitalize on the improved information base.

TARGETS AND METHODS FOR BETTER COLLECTION OF INFORMATION

Planning for stormwater management and related land use should be done at a watershed level. To do this effectively, the watersheds of Westchester County should be modeled and a comprehensive, up-to-date data base developed describing such things as reservoirs; the chemistry, physics, biology and soils of each watershed; major sources of pollution, etc. and the effect of various development patterns.

In the interim, with what is known now by the Soil and Water Conservation District about precipitation, soils, slopes and vegetation, it is reasonably possible to develop a water budget for a particular development and provide appropriate protective environmental practices for it.

In 1985, the Soil and Water Conservation District in Westchester plans to begin a Management Plan for the Beaver Swamp Brook Watershed in cooperation with the Town of Harrison, the City of Rye, and the Village of Mamaroneck. This plan will use the Penn State Runoff Model,
which was developed by Penn State University and which offers flexibility in its planning capabilities. Included will be suggestions for ordinance revisions and new ordinance development, to implement the watershed plan. The experience gained from this exercise should be helpful in guiding appropriate government agencies (federal, State, local) to develop a budget and approach for modeling all of Westchester's watersheds and decide which agency should take the lead.

In conjunction with better watershed planning, there should be more efficient monitoring of streams and reservoirs to maintain and improve water quality.

A study of aquifers more detailed than present studies should be conducted to better determine their locations and recharge behavior. A study of aquifers and wells in the county presently being conducted by the State Department of Environmental Conservation and the County Environmental Management Council should include potential yield, present quality, land use patterns that could be a threat, local soil conditions, and the unique hydro-geological features of each aquifer. The Westchester County Water Agency should work with the U.S. Geological Survey to explore how to undertake long range planning for groundwater and aquifers. In the meantime, known aquifers should be identified on resource maps and local ordinances should be prepared in consultation with scientists in the County, State and Federal Governments having helpful information.

A survey of abandoned oil and gasoline tanks and all bulk storage tanks should be undertaken to prevent leakage into ground water. This has been done in Monroe County (Rochester area) and could be conducted in a similar fashion by each municipality coordinated by the County Health Department.

An inventory of former wellfields and reservoirs now abandoned or out of use should be conducted by each municipality in cooperation with the County. State legislation should be sought to maintain properties and dams.

As described in detail elsewhere in this Task Force Report, the County should develop a Geographic Information System related to matters of environmental preservation. One important use for this system will be to organize and make accessible for planning, policy decisions, and implementation, environmental data gathered for the purpose of watershed modeling, aquifer studies, model environmental ordinances, locating pollution sources, etc., to developers, environmental advocates, and governing bodies to enhance their ability to make appropriate decisions.

The extensive research conducted for the Westchester 208 plan of 1978 should be reviewed and updated if necessary by the County departments involved.
IMPROVED WAYS TO MAKE INFORMATION AND REGULATIONS KNOWN TO THE PUBLIC

To help make the need for better environmental planning understood, municipalities in Westchester could be rated in a form similar to the National Wildlife Federation survey on environmental issues or the Rand McNally "Places Rated Almanac." The results could be presented graphically and would enable citizens in the various municipalities to compare the environmental progress in their own communities with others in the county. This could lead to citizen support for environmentally sound development. This effort would have to be carried out by an independent group such as the Federated Conservationists of Westchester County.

There are many resources available in the county that are not fully utilized. In recent years, Best Management Practices Manuals have been developed dealing with highway deicing, stormwater management, and construction related activities. Manuals on septic system maintenance and household toxics will be completed shortly. In 1978, the Department of Public Works published the Westchester County Index of Watershed Drainage Studies, which identified and consolidated into one library all the stormwater drainage studies prepared to date in the county. In 1983, the County Department of Health and the County Environmental Management Council published a "Site Inventory Program: Solid Landfills." The Planning Department publishes many reports, including census figures. All of these publications can serve as a beginning for comprehensive planning which can assist municipalities in the county in planning to accommodate growth while protecting the environment and to set eventual limits to growth in each community as the capacity of the land is reached and all safely developable land, excluding the community's permanently preserved open space, is used up.

Much information is available through the County Environmental Management Council, the Soil and Water Conservation District and the Planning Department. Mechanisms should be explored to increase the use of these materials by municipalities in their planning procedures.

The County, State and localities through whatever mechanisms are available to them, should provide strong leadership to municipalities to pass and enforce strong wetlands laws. Educational materials could be distributed through Conservation Advisory Councils and Boards and the County Environmental Management Council.

NEW REGULATIONS AND PLANNING APPROACHES

A model environmental ordinance should be prepared that could be applied at a municipal level. Such a model could give examples of amendments to zoning ordinances in each municipality to meet the criteria of environmental protection. Preparation of this model ordinance should include exploration of zoning which is indexed to an environmental base such as carrying capacity zoning, impact zoning, current planning capacity, which help to protect environ-
mentally sensitive areas, and to improve the quality of the environment where reasonably possible. There are numerous versions of this approach being tested nationwide. These examples should be evaluated for applicability to Westchester.

One way to provide this ordinance would be by contract between an appropriate agency and a university entity such as the Center for Environmental Studies at Pace University Law School or a similar qualified body. The Study should include recommendations for implementation and, if carried out promptly, could be presented at the September conference planned by Westchester 2000.

This approach would set the stage for similarity between municipal regulations, which would be helpful to developers and protect the environment as well. Constraints would be known ahead of time and would not differ significantly from one municipality to another.

As part of this, the effectiveness of the State Environmental Quality Review Act (SEQR) process should be reviewed.

A mechanism should be developed to mandate some of the Best Management Practices Manual's recommendations such as "Highway Deicing, Storage, and Application Methods." "A Model Ordinance for Flood, Erosion, and Sediment Control" and "Construction Related Activities, Standards and Specifications" should be a required part of any permit approval for construction in critical areas and for construction in developments of more than one house or a commercial building.

The results of planning and modeling at a watershed level should be incorporated in local zoning ordinances. This is particularly important when development is proposed for land surrounding reservoirs, abandoned or active.

A policy should be adopted and costs assigned by the State and County for "mothballing" of reservoirs and wellfields no longer in use so they can become easily available in emergencies. The Westchester 208 plan and the resulting recommendations completed in 1978 should be reviewed, updated, if necessary, and further implemented by the County departments involved.

While lack of funding has slowed implementation, a beginning could be made by prioritizing areas of greatest concern. (Westchester County was funded in 1975 by the U.S. Environmental Protection Agency under Section 208 of the Clean Water Act to develop a 20 year plan for water quality management. The overall purpose was to encourage and facilitate development and implementation of recommendations to control both point and non-point sources of pollution that were not being addressed by other programs. The planning process provides a coordination mechanism through which programs and policies potentially impacting Westchester's waters can be evaluated prior to implementation).
A study should be undertaken to determine what legal means would be most effective in dealing with non-point source pollution: coordinating regulation with existing legislation such as the Clean Water Act or developing a separate set of laws and/or regulations. A program should include the following components: State and/or local identification of waters heavily polluted from non-point sources; State and/or local programs to control pollution in these waters; financial incentives to encourage non-point source controls in suburban areas; and increased consistency between federal, State, County, and local agencies' non-point control objectives.

Efforts must be continued to deal with the problem of illegal hook-ups of storm water to sanitary sewers which is adding pollutants to surface waters.

Adequate regulations should be promulgated for Class "D" streams by New York State, and classifications upgraded.

The County Stream Control Law should be strengthened to broaden its responsibility beyond flood control. And additional channel lines should be established, or some other mechanism should be developed for overall stream control and protection. This should include regulations concerning machinery crossing streams and/or in streams during construction.

Although the Open Space Task Force is addressing the issues involved in protecting agricultural land, this Task Force recommends the following to reinforce the Open Space Task Force recommendations:

A. The County Board of Legislators should adopt an agricultural lands protection policy in recognition of the need to preserve this diminishing resource. Such a policy should require all County agencies to consider the effects of proposed actions on agricultural lands in cases where the latter may be adversely affected by such actions and require all county agencies to make written reference to a county agricultural policy when preparing impact assessments.

B. The use of agricultural zoning, transfer of development rights, easement programs, and other preservation techniques should be encouraged.

An active recycling program should be undertaken to reduce the waste stream, including the mandating of separation of certain materials if deemed advantageous after study. The programs instituted by the county recycling coordinator should be given active support by the county government.
DEMOGRAPHY
The National Outlook

With government spending anticipated to grow at rates below inflation and with the likelihood that tax surcharges will be imposed upon personal and business income in future years, the federal deficit is expected to stabilize in the $200 billion range over the remainder of the decade. A mild recession may result in later 1986/early 1987 as business investment slows with the higher interest rates that flow from strict adherence of the Federal Reserve Board to a noninflationary monetary policy. But the restoration of economic growth will see interest rates fall to lower levels in the late eighties as deficits begin to represent a smaller share of private savings.

Gross National Product (GNP), the economy's barometer of goods and service production for final consumption in any year, is anticipated to rise from $3.7 trillion in 1984 to nearly $6 trillion by 1990, and reach $8.5 trillion by 1995 on a current dollar basis. Real GNP—the value of production without the effect of price increases—will grow a vigorous 3 percent each year, on average, despite expected downturns in 1986 and 1990. Inflation will average 5 percent yearly over the ten year period.

In this strong economic climate, the expansion of real output will be achieved as much by productivity gains within industries as by employment increases. The slowdown in U.S. population growth, the conclusion of the maturation of the baby-boom generation to working ages, and recent past gains in labor force participation rates, are indications that future employment and labor force expansion will occur at a slower rate—1.4% to 1.6% per year over the forecast period. In fact, constraints on future labor availability are a contributor to the increased emphasis on capitalization and productivity gains: With unemployment rates expected in the 6 percent range by 1995 and with wage rates advancing by 6% to 7% per year before then, the investment cost of capital will be perceived as more economical than labor despite high interest rates.

Business investment will constitute the strongest sector of expansion in final demand over the foreseeable future, spurring productivity gains of 2.8 percent per year in manufacturing and 1.1 percent overall, compared to 0.3 percent yearly in the past ten years. Hefty wage gains from these productivity enhancements will translate into robust growth for personal income. The Wharton Econometric Forecasting Associates (WEFA) predicts that real per capita disposable personal income will climb by 1.7 percent per year. As a consequence, household spending and average well-being will grow markedly in the national economy—with strongest gains in durable goods and service expenditures. Despite this outlook, personal consumption as well as government spending will decline in share of GNP, while private investment and foreign trade play a more prominent role in the future.
The Regional Outlook

In the national context of economic growth, labor scarcity, heightened productivity and affluence, a more optimistic picture emerges for states of the Northeast and the 31-County New York Urban Region. Internal migration to the Sunbelt states and out of urban areas is expected to slow, leading toward an eventual equilibrium in the nationwide distribution of population and households. By 1990, the Region will have achieved stabilization in its historic long term decline in share of national economic activity, leveling out at 8 percent of U.S. employment and labor force.

Based upon WEFA's long term expectations for the nation and New York State, adjusted for regional variations in economic structure and performance, the New York Urban Region can be expected to experience strong employment gains over the next fifteen years. Compared to a national average rate of job formation at 1.3 percent yearly, 1980 to 2000, job growth will proceed regionally at 1.1 percent per year on average over the 20 year period.

Decline in the Region's manufacturing employment (office, production and research jobs in manufacturing industries) is expected to taper off bringing a modest resurgence in the eighties followed by virtually no change in manufacturing job levels over the nineties as the regional economy becomes exclusively "post-industrial". Further capitalization in manufacturing will substantially cut production-site or blue collar labor long before declines are expected to be seen in manufacturing office workers.

Government employment will rise slowly over the remainder of the century, falling in share of the Regions' job base. The major impetus for growth will occur in private nonmanufacturing, primarily service industries which will expand at the average rate of 2.8 percent per year. Finance, Insurance and Real Estate, another growth sector in the Region, climbs 1.3 percent yearly. Together, the financial and service industries will comprise over forty percent of the Regions' wage and salary employment by 2000. Many of these labor-intensive white collar and service-skilled operations tend to offer lower-average or fewer middle-income earnings than manufacturing.

Compared to the Region's economically troubled seventies, when the net gain in employment was 210,000, job formation in the 1980-2000 period will be nearly tenfold. From the level of 9.026 million jobs in 1980, employment is expected to rise to 10.051 million jobs in 1990 and 10.995 million in 2000, or result in 1.97 million more employment opportunities. This rapid buildup in economic development should bring by 1990 a restoration of population lost in the 1970s and a relative improvement in the pace at which Gross Regional Product and regional Personal Income are enhanced.

Regional Plan Association anticipates the 31-County tri-state area
will resume population growth after a decade-long decline of 564,000. Increasing by 2.1 million persons, the Region will rise from 19.2 million in 1980 to 21.3 million by 2000. Growth will be concentrated in the minority Black, Oriental and Hispanic populations. Natural increase will account for all of the Region's growth in the eighties and for roughly half in the nineties when the resumption of net immigration is expected to occur. Given the trend in patterns of settlement by race, the increasing racial heterogeneity of the Region points toward a buildup of populations in inner cities, including New York City, and a slowdown of growth or contraction of White-dominant areas, particularly older suburbs which are experiencing out-migration.

The Region's two million expected gain in population will be dwarfed by the increase in household formation if the Census Bureau's predictions of declining household size are borne out over the forecast period. From 7.2 million households in 1980, an increase of 2.7 million is expected to 8.5 million in 1990 and 9.9 million households in 2000. The Region's average household size will decline from 2.67 persons in 1980 to 2.15 on average by 2000. Steep as this decline appears, it is not unlike prior experience in the Region when households increased by 822 thousand in the seventies, and average household size contracted by .43 persons from 3.10, even while the total population declined by more than one half million persons, 1970 to 1980.

Meeting the need for new housing will be a major challenge to the Region over the foreseeable future. At past rates of housing construction, that averaged 63 thousand new dwelling units per year from 1970 through 1984, tomorrow's need for housing the new households expected to be formed in the Region represents an average annual building requirement of 165 thousand units per year, 1985 through 2000. Given changes in the age structure of the Region's future population, it is clear that some housing demand could be satisfied by conversion of existing stock into smaller housing units or by various forms of congregate living.

Regionwide, the large increase in the number of households reflects an older age structure of the population, with more elderly living alone, an increase in single parent households particularly among females, the continued predilection of many younger people to live alone, and the on-going formation of nonfamily households of unrelated individuals. Married households with or without children are expected to account for less than one-eighth of the new household formation.

Fewer births relative to the total population of the Region mean that school and college-going age groups will continue to play a smaller role in the Region, while the majority of growth will occur among working-age and household-forming persons. Those in prime labor force ages of 30-49 years--also the first home-buyers and the housing tradeup component--will account for 1.8 million of the 2.1 million expected increase in population. Indeed, the emphasis on labor force participation assures that the Region will meet vigorous demands implied
by its economic growth.

Forecasts for Westchester 2000

As an older suburb situated in the inner ring of the Region's development, Westchester has been losing population from out-migration since the onset of the 1970 decade. The County's population decline from 894 thousand to 867 thousand, 1970 to 1980, consisted of a 46 thousand net out-migration loss offset by a 19 thousand natural increase gain from births exceeding deaths. Since 1980, the Westchester County Department of Planning estimates that Westchester has stabilized at 871 thousand persons, experiencing a modest upturn of 0.5 percent in its population. This gain was less than the County's natural increase, indicating continued resettlement of the population out of the area. Within Westchester, both Central and South County declined further, while the North County accounted for all of the recent gain.

Labor Force Trends

Despite contraction of Westchester's population base, significant increases have occurred in the resident labor force. Several factors contributed to this rise over the 1970-1984 period, notably the maturation of the population, particularly the movement of the "baby boom" generation into working ages, and the trend toward increasing female participation in the labor force. Massive re-entry and new entry of women into the business world were true nationally, accompanied by further declines in the birth rates and mounting pressures on household incomes in the seventies.

According to the New York State Department of Labor, the civilian labor force (persons employed or looking for work) residing in Westchester County increased from 403 thousand persons in 1974 to 475 thousand by 1984--an 18 percent gain in the number of persons seeking or actively engaged in work (Chart 1). Over a shorter period the Census Bureau concurs, recording a rise in the resident labor force from 383 thousand in 1970 to 434 thousand in 1980. As Chart 1 shows, the great spurt in labor force expansion took place since 1976, a period concurrent with New York City's economic recovery. By 1985, Westchester's unemployment rate had fallen below 5 percent with 20 thousand persons reported as unemployed in 1984 on an annual average basis.

The bulk of Westchester's new workers both live and work in the County. For every one commuter among residents, roughly two are employed in the County, a relationship that has remained relatively unchanged with growth over the decade. Indications are also that women have constituted the overwhelming share--nearly 90 percent-- of Westchester-based and commuter growth during the ten year period. According to the 1980 Census, employed male residents increased by less than 1 percent while married women in the labor force grew by 28 percent and women with children of pre-school ages by 45 percent. Despite an appa-
ent preference among women to work closer to home, the number of outbound commuters rose in ten years by about 30 thousand to 145 thousand persons in 1980. At least half of these commuters—an estimated 72.2 thousand—journeyed to work in Manhattan.

Employment Trends in Westchester County

Over a comparable period, 1970 to the present, substantial employment growth has occurred in Westchester County. The Bureau of Labor Statistics reports that nonfarm wage and salary employment rose from 304 thousand jobs located in Westchester on an annual average basis in 1970 to 379 thousand in 1984. Little upward movement was recorded in County-based employment over the first half of the seventies—the Region's most economically-troubled period—but by 1977 the recovery had clearly set in, adding 62 thousand jobs to Westchester's base by 1985 (Chart 2). The majority of nonfarm payroll employment gains have been scored in trade, finance and service sectors which collectively expanded by more than one-third over the fourteen year period.

Even though Westchester's resident labor force exceeds the number of job opportunities located in the County, in-commuting to Westchester jobs occurs and has increased over the recent period. Roughly one-fifth of the payroll positions are held by non-residents compared to four-fifths or 300 thousand jobs by Westchester residents. On balance, the volume of out-commuting considerably outweighs in-commuting, and both job flows have been less sensitive to the vicissitudes of business cycles than have locally-based employment opportunities been in the past. In fact, indications are that suburban commuters to Manhattan fared far better than New York City residents in retaining their jobs during New York's fiscal and economic crisis when the loss of 600 thousand jobs occurred, 1969-1977. Since then, about one half of New York's employment recovery has gone to suburban commuters, of which Westchester—with its abundant white collar skills—accounts for one in every eight Manhattan-bound workers from the suburbs.

Future Economic Development in Westchester County

The job base that is evolving with further growth in Westchester County now responds less severely and rebounds more rapidly to downturns in the national economy. WEFA forecasts very favorable performance in year-to-year gross product increases for the County over the decade compared to expected annual rates of increase in real GNP (Chart 3). This outlook is associated with stability the County has gained from recent development in white collar office and service activity. According to WEFA, Westchester may achieve annual growth rates above 5 percent in several future non-recession years—a performance not expected to be seen in the national economy as a whole.

The direction of future economic development in Westchester County closely parallels the most recent past. Measured from a "total
employment" perspective—that is, including proprietors, part-time, and other categories of employment excluded from the nonfarm payroll coverage of workers—Westchester is expected to gain 113 thousand new jobs over the period, 1980 to 2000 (Chart 4 and Table 1). As of 1985, some 35 thousand jobs have already been placed, nearly equal to the level of total employment increases recorded over the 1970 decade. Major future gainers include the service industries—expected to add 70 thousand jobs between 1980 and 2000 or 62 percent of total growth—and the financial sector, slated for more than a doubling or the addition of 32 thousand jobs. Business and nonprofit services will be especially strong in the years ahead, while greater affluence will likely support gains in retail activity (Table 2).

Over the forecast period, Westchester's manufacturing employment may decline by nearly 10 thousand jobs with the loss concentrated in production work not central administrative headquarter activity. Losses are expected to be more severe in durable goods than nondurable manufacturing. Contractions are also foreseen in government and the quasi-public transportation and utilities sector. By the year 2000, more than 80 percent of the County's economy will be engaged in the delivery of information and services, not in the production or distribution of goods. While many of the service jobs will not require great skill, the Westchester-Manhattan economy as a whole will require the development and retention of a highly sophisticated information-oriented labor force.

Demographic Trends and Labor Force Implications

Forecasts of growth in the labor force of Westchester County are predicated upon the population projections prepared for Westchester by the County Department of Planning. The Planning Department assumes that out migration rates experienced by population age groups in the 1970 decade would either hold over the foreseeable future or moderate to no net migration for the population as a whole. Using these alternative assumptions with a projection of fertility and mortality in the County based on birth and survival rates, the Department produced two future profiles of Westchester's population by age and sex to the year 2010. Racial data were not available.

The alternative projections of the County's population are remarkably close. The outlook is for roughly continued population stability—a modest decline from 871 thousand at present to 868 or 862 thousand persons by the year 2000. Conceivably, further modest declines could occur as a result of lower rates of natural increase and accelerated out-migration. For purposes of the labor force and household analysis, the no net migration projection of 868 thousand was chosen. As Chart 5 shows, the implications of future population stability for the age structure of Westchester's population are dramatic indeed.

Declines will occur between 1980 and 2000 in all age groups under
30 years, with the largest numerical cutbacks concentrated in the teen age years. Increases are probable in the 35-54 year old group, with the largest numerical gains among those persons aged 35-49 years. The largest overall gains among population groups in the County will take place among the elderly, particularly among women aged 65 and over who will account for nearly 100 thousand of the future 868 thousand population. All women and men of retirement ages, 62 years and over, will constitute more than one-fifth of Westchester's population in the year 2000.

Using Census Bureau forecasts of labor force participation nationally by age and sex from 1980 to 2000, and adjusting these rates for differences apparent in Westchester County in 1980, a portrait of future labor availability is constructed (Table 4). The portrait suggests that the entire future labor force growth will be women, with an actual decrease of men, but both sexes will increase in the experienced working age groups of 35 to 54 years. Total labor force supply will increase from 434 thousand persons in 1980 to 472 thousand in 2000, for a net gain of 38 thousand participants residing in the County.

Comparing the anticipated expansion of some 38 thousand persons in Westchester's labor supply with the expected future demand from the projected growth in employment of 113 thousand jobs, a substantial labor shortage can be anticipated within the County confines if future changes do not alter the existing commutation patterns. Indeed, the projected shortfall of some 77 thousand local workers for job opportunities in the County would not even be completely satisfied if all in-and outbound commutation were to cease. If future demands for labor are to be met within the County, housing must be provided for the added workers.

Alternatively, some reductions in commutation to Manhattan and elsewhere could satisfy this demand internally, but on the whole, the added jobs projected for Westchester are not the same as the jobs Westchester out-commuters hold. Or, lastly, increases in commutation to Westchester from other suburban areas could satisfy this demand externally, but at conceivably greater travel time, cost, roadway congestion and repair needs. The dimensions of Westchester's labor shortage are depicted on Chart 2.

Household Formation in Westchester County

The projected increase in the share of Westchester's population in the middle years not only will expand the labor force even though the population is not expanding but also will increase the number of households.

Household projections are somewhat difficult to understand because their definition differs from the Census definition of households. The Census equates households with occupied housing units. Except for
"group quarters" like prisons and college dormitories, whoever occupies one housing unit is a household. So the number of households in an area depends on the availability of housing units. These projections, on the other hand, define a household as any individual or group who probably would want to occupy a housing unit even if they may not be able to find or afford one.

Applying Census Bureau household formation rates by age and sex to the present and projected population of Westchester County, adjusted for household formation differences between Westchester and the nation as a whole apparent in the 1980 Census, a preference for household formation by the future population results. Clearly, factors peculiar to Westchester that may lessen or increase divergence from the national norm would alter these projections, as would inaccuracies in assumptions of demographic at the national level. Basing forecasts on Census Bureau methods, however, yields a considerable growth in new households in Westchester County.

Between 1980 and 2000, households are expected to increase in Westchester by 110 thousand, from 307 thousand to 417 thousand households (Chart 6). This projected growth under conditions of population constancy compares to the past single-decade increase of 25 thousand households when population declined by 27 thousand persons. Largest future numerical increases will occur in households headed by persons aged 65 and over, many of whom will be living alone, resulting in a gain of 62 thousand elderly households (Table 5). Also significant numerical increases will occur in the first home-buying and housing tradeup years of ages 30-49. Over the period 1980-2000, they are expected to grow by 35 thousand households.

The reduction in average household size implied by these projected household formation preferences is not significantly different from past trends. Westchester County's average household size was 2.7 persons in 1980, having declined by .35 persons from 3.1 in 1970. By 2000, households would average 2.0 persons, another .35 person reduction per decade.

Housing and Office Construction Requirements

These projections of employment and household growth reflect what recent trends and demographic structure suggest will want to locate in Westchester, particularly a demand for more housing and office space. They may not be accommodated.

Westchester built 26.5 thousand dwelling units in the seventies to meet the needs of a household population that expanded by forming 24.8 thousand more household units. In the eighties, the preference for household formation is expected to more than double the prior demand for additional dwelling units, 67.5 thousand more households (Chart 6). Yet the housing market construction performance has been weaker in the 1980 decade, bringing on only 9,220 dwelling units authorized for construction between 1980 and the end of 1984, a decade-long rate of
18,400 new dwelling units. So, the eighties can be expected to meet only 27 percent of the projected housing need.

Based upon the household formation projections and the pace of housing construction in Westchester to the mid-1980s, a future building requirement of 92 thousand dwelling units is foreseen for the period 1985-2000, if sufficient separate dwellings are to be provided for Westchester's own population now residing in the area. Additional housing construction, beyond this need, would be required if Westchester were to address the needs of a projected labor force shortage of 77 thousand persons by providing close-in housing.

These separate strata of demand have different household size and income configurations which lend themselves to different housing market solutions. In one sense, given the stabilization of total population in Westchester County, sufficient physical space is available in the existing housing stock to accommodate the future separation of existing population into more households. Conversion of single family units into more than one dwelling, or various forms of congregate living, could provide a lower cost solution than massive new construction. Meeting the housing needs of an in-commuter labor force would, however, require additions to total residential floorspace in the County.

Given the employment trends projected for the County and the mix of jobs held by residents including Westchester's outbound commuters, the County's percapita personal income is expected to rise considerably in the future (Chart 7). This added affluence suggests that many small households with dual wage earners among Westchester's own population will be willing to spend more income on housing in the future. For them, converted housing may not be a realistic option.

The average earnings of Westchester employees are, however, not expected to rise in real terms in the present decade, but continue a long term decline evidenced since 1970 at a slower rate. This decline reflects the changing mix of Westchester employment opportunities toward more service, finance and trade activity. Westchester-based earnings of inbound commuters who hold these jobs would, no doubt, be less in average household income terms than the typical resident Westchester household earns. A more moderate-cost housing strategy would be appropriate to satisfy their housing needs.

The large increase in total employment forecast for Westchester County is primarily office employment that will require commercial space in detached office buildings. An estimated 206 thousand office jobs currently exist in Westchester, having increased from 158 thousand in 1970. Between 1985 and 2000, 71 thousand jobs of the 95 thousand anticipated gain in employment will arise out of office-type work. Assuming future office occupancy in the range of 300 square feet per worker, 20.7 million square feet of new office construction will be required to satisfy future firm demands.
Westchester has demonstrated ample builder capacity to provide new office space in the County. As Chart 8 shows, over the 1970 decade 8.3 million square feet of office floorspace were constructed in Westchester. Another 8.9 million square feet have been built since 1980 in a five year period. Evidence of construction activity currently in the pipeline suggests that at least one third -- some 7 million square feet -- of the future requirement is presently in the design, approval and startup phase. Indeed, unless some slowing occurs in the eighties, builders may deliver office space to the Westchester market faster than the anticipated rate of office employment can absorb.
TOTAL EMPLOYMENT IN WESTCHESTER COUNTY
BY MAJOR INDUSTRY GROUPS

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Agric., For., Fish. &amp; Mining</td>
<td>2,400</td>
<td>2,100</td>
<td>1,820</td>
<td>1,600</td>
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<td>16,640</td>
<td>16,640</td>
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<td>35,880</td>
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<td>19,180</td>
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<td>26,050</td>
<td>27,990</td>
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<td>77,400</td>
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<td>Finance, Insur. &amp; Real Estate</td>
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<td>19,300</td>
<td>31,570</td>
<td>51,680</td>
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<td>Services</td>
<td>78,730</td>
<td>101,580</td>
<td>135,510</td>
<td>171,560</td>
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<td>Government</td>
<td>50,180</td>
<td>56,160</td>
<td>51,760</td>
<td>52,070</td>
</tr>
</tbody>
</table>

Total Employment               | 329,950| 371,980| 418,750| 485,200

Source: U. S. Department of Commerce, Bureau of Economic Analysis, Wharton Econometric Forecasting Associates, and Regional Plan Association
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<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
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<tbody>
<tr>
<td>Farm, Agric. Services, For. &amp; Fish.</td>
<td>2,324</td>
<td>2,054</td>
<td>1,800</td>
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<tr>
<td>Mining</td>
<td>80</td>
<td>43</td>
<td>15</td>
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<tr>
<td>Construction</td>
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<td>15,525</td>
<td>16,640</td>
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<td>Manufacturing</td>
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<td>76,166</td>
<td>70,310</td>
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<td>Nondurable Goods</td>
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<td>Food &amp; Kindred</td>
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<td>10,371</td>
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<td>Textile</td>
<td>813</td>
<td>425</td>
<td>115</td>
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<td>Apparel</td>
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<td>3,440</td>
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<td>Paper &amp; Allied</td>
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<td>1,068</td>
<td>1,345</td>
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<td>Printing &amp; Publishing</td>
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<td>Chemicals &amp; Petroleum</td>
<td>5,562</td>
<td>8,566</td>
<td>8,740</td>
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<td>Rubber &amp; Plastics</td>
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<td>1,354</td>
<td>955</td>
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<td>Leather &amp; Leather Products</td>
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<td>825</td>
<td>310</td>
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<td>Durable Goods</td>
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<td>42,253</td>
<td>35,880</td>
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<td>Lumber &amp; Wood</td>
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<td>310</td>
<td>155</td>
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<tr>
<td>Furniture &amp; Fixtures</td>
<td>995</td>
<td>423</td>
<td>215</td>
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<td>Stone, Clay &amp; Glass</td>
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<td>694</td>
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<td>Primary Metals</td>
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<td>1,866</td>
<td>1,685</td>
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<tr>
<td>Fabricated Metals</td>
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<td>2,603</td>
<td>2,235</td>
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<td>Nonelectric Machinery</td>
<td>13,118</td>
<td>16,773</td>
<td>14,825</td>
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<td>Electric Equip. &amp; Supplies</td>
<td>7,568</td>
<td>8,364</td>
<td>7,745</td>
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<tr>
<td>Transportation Equipment</td>
<td>4,662</td>
<td>5,514</td>
<td>3,635</td>
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<tr>
<td>Instruments</td>
<td>4,654</td>
<td>4,707</td>
<td>5,160</td>
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<td>Miscellaneous</td>
<td>2,416</td>
<td>999</td>
<td>225</td>
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<td>Trans. &amp; Public Utilities</td>
<td>19,195</td>
<td>19,178</td>
<td>18,265</td>
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<tr>
<td>Wholesale Trade</td>
<td>18,607</td>
<td>24,477</td>
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<td>Retail Trade</td>
<td>51,533</td>
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<td>14,980</td>
<td>19,300</td>
<td>31,570</td>
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<td>Banking</td>
<td>3,827</td>
<td>5,863</td>
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<td>Insurance Carriers</td>
<td>4,448</td>
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<td>Services</td>
<td>78,732</td>
<td>101,578</td>
<td>135,515</td>
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<td>Hotels</td>
<td>1,811</td>
<td>1,912</td>
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<td>Personal &amp; Repair Services</td>
<td>7,697</td>
<td>6,823</td>
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<td>Business &amp; Legal Services</td>
<td>10,267</td>
<td>20,367</td>
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<td>Other</td>
<td>58,957</td>
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<tr>
<td>Government</td>
<td>50,180</td>
<td>56,157</td>
<td>51,760</td>
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<tr>
<td><strong>Total Employment</strong></td>
<td><strong>329,955</strong></td>
<td><strong>371,991</strong></td>
<td><strong>418,740</strong></td>
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# WESTCHESTER COUNTY LABOR FORCE
## 1980 and 2000

<table>
<thead>
<tr>
<th>Age of Participant</th>
<th>1980</th>
<th>2000</th>
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<tbody>
<tr>
<td>Male:</td>
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<td></td>
</tr>
<tr>
<td>16-19 years</td>
<td>13,031</td>
<td>7,410</td>
</tr>
<tr>
<td>20-24 years</td>
<td>24,779</td>
<td>16,101</td>
</tr>
<tr>
<td>25-34 years</td>
<td>57,561</td>
<td>56,233</td>
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<td>35-44 years</td>
<td>47,507</td>
<td>63,536</td>
</tr>
<tr>
<td>45-54 years</td>
<td>47,151</td>
<td>52,124</td>
</tr>
<tr>
<td>55-64 years</td>
<td>36,995</td>
<td>31,272</td>
</tr>
<tr>
<td>65 &amp; over</td>
<td>12,924</td>
<td>11,106</td>
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<tr>
<td>Total Male</td>
<td>239,948</td>
<td>237,782</td>
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<tr>
<td>Female:</td>
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<tr>
<td>16-19 years</td>
<td>13,773</td>
<td>9,266</td>
</tr>
<tr>
<td>20-24 years</td>
<td>25,474</td>
<td>21,477</td>
</tr>
<tr>
<td>25-34 years</td>
<td>44,694</td>
<td>57,684</td>
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<td>35-44 years</td>
<td>38,732</td>
<td>62,705</td>
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<tr>
<td>45-54 years</td>
<td>35,497</td>
<td>45,913</td>
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<td>55-64 years</td>
<td>27,647</td>
<td>28,674</td>
</tr>
<tr>
<td>65 &amp; over</td>
<td>7,964</td>
<td>8,324</td>
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<tr>
<td>Total Female</td>
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<td>Both Sexes</td>
<td>433,729</td>
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Source: U.S. Department of Commerce, Bureau of Census (1980 baseline and forecasting methodology), and Regional Plan Association (based upon Westchester County Department of Planning population forecasts).
## HOUSEHOLDS IN WESTCHESTER COUNTY
### 1980, 1990, 2000

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<th>Age of Head</th>
<th>1980</th>
<th>1990</th>
<th>2000</th>
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<td>14 - 24 years</td>
<td>11,806</td>
<td>12,002</td>
<td>10,984</td>
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<td>25 - 34 years</td>
<td>56,855</td>
<td>66,048</td>
<td>65,704</td>
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<tr>
<td>35 - 44 years</td>
<td>56,719</td>
<td>66,597</td>
<td>80,934</td>
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<tr>
<td>45 - 54 years</td>
<td>58,621</td>
<td>58,161</td>
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<td>55 - 64 years</td>
<td>55,952</td>
<td>61,289</td>
<td>59,214</td>
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<tr>
<td>65 &amp; over</td>
<td>67,497</td>
<td>110,929</td>
<td>129,205</td>
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<td><strong>Total Households</strong></td>
<td><strong>307,450</strong></td>
<td><strong>375,026</strong></td>
<td><strong>417,474</strong></td>
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---

Source: U.S. Department of Commerce, Bureau of the Census (1980 baseline and forecasting methodology), and Regional Plan Association (based upon Westchester County Department of Planning population forecasts).
LABOR FORCE RESIDING IN WESTCHESTER COUNTY, 1970-1983

UNEMPLOYED IN COUNTY
5% of Labor Force (1980)
3% (1970)

EMPLOYED COMMUTERS
31% of Labor Force (1980)
31% (1970)

EMPLOYED IN COUNTY
64% of Labor Force (1980)
66% (1970)

REGIONAL PLAN ASSOCIATION
February 1985
REAL GROWTH IN ANNUAL OUTPUT: WESTCHESTER COUNTY VS. UNITED STATES, 1980–1992

REGIONAL PLAN ASSOCIATION
February 1985
WESTCHESTER COUNTY POPULATION GROWTH BY AGE AND SEX, 1980-2000

MALE

FEMALE

- Over 65
- 60-64
- 55-59
- 50-54
- 45-49
- 40-44
- 35-39
- 30-34
- 25-29
- 20-24
- 15-19
- 10-14
- 5-9
- Under 5

Thousands of Persons

- Reductions from 1980 Base by 2000
- Additions to 1980 Base by 2000

REGIONAL PLAN ASSOCIATION
February 1985
OFFICE FLOORSpace

Past Construction

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<tr>
<th>Year</th>
<th>Square Feet</th>
<th>1970-74</th>
<th>1975-79</th>
<th>1980-84</th>
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<td>1970-74</td>
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<td>4.1</td>
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<td>1975-79</td>
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<td>4.2</td>
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<tr>
<td>1980-84</td>
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<td>8.9</td>
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New Requirements

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<th>1985-2000</th>
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<td>1985-2000</td>
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<td>20.7</td>
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REGIONAL PLAN ASSOCIATION
February 1985
COMPUTERIZED GEOGRAPHIC INFORMATION SYSTEM
INTRODUCTION

Computer technology provides us with the increased capacity to predict and assess the impact of numerous actions, plan for the future, collect and analyze data, and better management of our resources. However, in Westchester County, data are collected in an inconsistent and irregular manner, primarily by local governments. This process is ineffective and expensive and makes it difficult to assess the impact of actions which cut across political boundaries. With economic growth and a complex array of conflicting demands in land management, progressive governments are realizing that they can no longer afford to organize geographic data with outdated, manual methods.

The explosive growth of computer technology in this decade has made the development of large scale geographic information systems practical. Advances in both hardware and software, as well as the availability of digitized and remotely sensed data from the federal government, have resulted in numerous projects to computerize land related information.

The requirements of spatial data analysis have resulted in the development of specialized computer systems to collect, manipulate, and display geographic data. In Geographic Information Systems (GISs) facilities locations, soil data, demographic data, and any other information that can be directly related to geography, is assigned a set of geo-coordinates by which it can be located. The qualities of each, e.g., the population of an area or name of a facility, can be added to the map via the coordinates.

Photographs are graphic representations of concrete data. Maps present abstractions of concrete features. The abstractions used in map making provide a compact and very useful representation of spatial data that is easy to interpret, disseminate, and store.

Although paper maps have many advantages, i.e., they are portable and inexpensive to reproduce, they have many disadvantages as well. Paper maps cannot represent rapidly changing information; their capacity to present data is limited; and they are of limited value in solving quantitative problems. Traditional paper maps contain a geographic base and a number of spatially related data items. The need to continually add new information to maps requires a trade-off between desired data items, legibility, and cost. With a GIS, the advantages of traditional paper maps are enhanced because the information wanted at any moment can be presented without encumbering data not desired at the moment. And the capabilities of modern data-processing systems add the manipulability to facilitate planning, problem solving, and decision making.
Municipalities interested in developing a GIS commonly begin by contacting the vendors in the field. An impressive display of hardware and the presentation of multi-colored maps serves to convince everyone that a GIS can improve the quality of the information available, and this is rightly so. The difficulty is the distance between a demonstration and establishing a functioning system with a data base for a given municipality. This gap has rarely been bridged, but when it has, the result is truly impressive.

A number of major American municipalities have developed functional GISs. These systems are currently being used to support a wide range of activities, and, in most cases, many additional activities not considered in the original design. The experience of the Cities of Boston, Houston and Chicago are excellent examples of how a municipality implements GIS.

It is important to note the time involved in the process of establishing a GIS. Most municipalities build their system according to a plan staged over a number of years. The City of Houston began developing GIS in 1978 and was still working on the system in 1983. The City of Virginia Beach described their effort as a "five year plan." Chicago spent three years developing a GIS, but this period did not include the development of all the data the system would have access to, such as parcel data and block level mapping. Houston estimated that 316 man-years were spent in developing the system, of which 17 percent was spent on organization, administration, and quality control, 66 percent on data collection and digitizing; and 17 percent on system design and programming.

The Task Force recognizes that a GIS will require a major commitment of time and resources. We also recognize that all planning will eventually be done on the basis of such a system, and we see embryonic and fragmented and uncoordinated steps towards computerization of planning data going on right now. We conclude that, expensive as establishing a GIS will be, beginning to do so now in the systematic manner described below will save the County and its municipalities a great deal of time, money and frustration. We urge that the steps described below be started immediately.

1. A separate committee should plan and manage the development of the GIS to be formed. The planning and organization should be a committee effort with agencies pooling their needs and resources. The groups and agencies involved in the planning process should be the projected users of the system. (The committee should be responsible for stages 1 and 2 of the System Development Plan).

2. The Committee should establish criteria for standardized data collection so that municipalities, County agencies, and other groups who are currently establishing stand-alone systems could, at a future date, easily participate in the larger GIS.
3. Recognize that building a GIS is a long term effort requiring a multi-year commitment to system development, and a continuing commitment to maintenance.

4. The operation of such a system should be a committee effort, composed of those agencies contributing resources. While these are usually the same groups as those that participated in the planning process, the Task Force recommends that a separate committee of persons with technical knowledge and line management responsibilities be formed to manage the daily operations of the system. This committee would also manage the steps five through ten of the development process.

5. The following is an example of a plan for the development of a GIS. The Task Force recommends that a more detailed version of this plan become a mandate of the committee.

OUTLINE: PLAN FOR DEVELOPMENT OF A GEOGRAPHIC INFORMATION SYSTEM

STEP 1a. NEEDS ASSESSMENT

Planning for the development of any large scale computer system should begin with an examination of applications. The Needs Assessment is a detailed description of the proposed applications of the GIS.

This is the stage in the process in which potential users are identified and asked to describe their requirements for the GIS. The user-defined requirements will be the basis for the development of a list of the functional capabilities desired in the GIS. These capabilities will be translated into a set of technical requirements that will form the basis for the alternatives specified in step 2 and in the Request For Proposals.

Even in this early stage, it is obvious to the Task Force that a multipurpose system is required. How the various applications are provided for in the proposed system will determine the size of the system, the time required to develop the system, and resources necessary.

The following is a list of applications supported by GISs, which can serve as a preliminary guide in conduct of the Needs Assessment.


2. Property Assessment: development of a computerized parcel map and assessment data base.

3. Revenue Enhancement: inventory and management of revenue producing assets, such as parking meters and municipal lands and facilities.
4. Land use: land use type inventory system.

5. Natural Resources: inventory and analysis system for soils, surface water systems, sub-surface geology, etc.

6. Reapportionment and redistricting: population analysis and mapping.

7. Facilities Management: inventory, location and mapping.

8. Infrastructure Management: inventory, location and mapping.


STEP 1b. RESOURCE INVENTORY

While the committee is conducting the Needs Assessment, it should also be conducting a Resource Inventory. The availability of existing computer systems and data bases will be documented in the Resource Inventory. Existing hardware, software and data bases inside and outside the county organization may make a significant contribution to the GIS, depending on the type of system selected.

Of special importance are efforts currently underway to collect data in the application areas targeted for inclusion in the GIS. Early identification of such resources would allow for the development of standards that would make their use in the GIS possible.

The Resources Inventory should also contain estimates of the value of existing information systems equipment and the cost to replace functions it currently supports, for use in evaluating alternatives.

STEP 2. FORMULATION OF ALTERNATIVE SUPPORT STRUCTURES

Of all the steps in this process, none is more important than the identification of various structures for organizing the GIS. This is not a search for hardware, but the identification of different options for organizing and managing the GIS, how offices and applications will interact, and system priorities.

The organization of a GIS can be as a research unit, profit or service center, government agency or quasi-governmental unit, but it is clear that a support structure must be in place prior to development of the system. In most of the municipalities developing GIs, the unit responsible for the operation of the system is either a city planning
agency, a city mapping agency, the city computing center, or in some
cases a specialty unit such as the office of property assessment, sur-
veys or engineering. In a few cases, private vendors, public cor-
porations, or universities serve as operating units, although this is
more often the case for a GIS developed for a single or special pur-
pose.

STEP 3. SELECTION OF SYSTEM MODEL

In the case of a GIS serving a large multi-unit bureaucracy the
selection of hardware and the determination of the physical location
and control of both hardware and data are organizational questions.
The organization of the system should reflect the fact that some uses
will also be primary providers of data for the GIS, and some will not;
some users will require constant access to the data base, and some will
not; and some users will be responsible for regular maintenance of the
system and the data base, and some will not. A distributed processing
system, with terminals or even small computers at various locations
tied into the main computer, would allow many groups to work on build-
ing the data base and sharing information.

If a model of distributed processing where adopted the alter-
natives for the selection and placement of hardware would be basically
two; create a network with the emphasis on the large CPU at the center,
or with significant processing within the network and much less em-
phasis on the CPU at the center. The selection of one of these alter-
natives results in very specific hardware and communications re-
quirements.

For example, we could adopt a processing model in which large
routing data processing tasks, such as data base maintenance, are car-
ried out at a central location supported by a large computer and a
dedicated staff. Geoprocessing tasks, such as mapping and data analy-
sis, would use files prepared in the central computer and passed to
smaller specialized geoprocessing hardware. A decentralized network
of computer terminals and work stations would support data collection
and simple information requests. The data would be passed to the cen-
tral computer and specialized computers for processing. Such a sys-
tem would facilitate the participation of many users and contributors
and provide for shared control of the total resource.

STEP 4. ESTABLISHING TECHNICAL STANDARDS

A number of important technical questions relating to the struc-
ture of the GIS would also have to be answered at this point. Making
such decisions at an early stage would allow for the collection of in-
formation and development of applications prior to the completion of
the actual acquisition of hardware. These decisions would set a stan-
dard which could be used in the construction of the systems developed
by prospective participants, with the knowledge that their work would
later be compatible with the larger system.
Some of these questions are:

1. Which of the two currently available technologies, vector or raster, would provide better support for the selected applications? Is either likely to become dominant in the near future? Which will be more cost effective to support? Which will be used by those federal, state, and local agencies from whom we will likely attempt to acquire data?

2. Related to the vector versus raster question is the use of polygon or grid structures. The U.S. Bureau of the Census collects and reports data in polygonal form, while remotely sensed data is raster and most systems display it on grids. Conversion of raster data to polygon form is costly and time consuming.

3. How much of an effort will be made to tailor the system to existing data bases or will the focus be on conversion of data bases to meet the requirements of a new system?

4. Who will be responsible for maintenance of the data bases? Will maintenance procedures be the responsibility of the collection agencies or the central computing unit? Which organizations will contribute data, and what will their access to the system be?

5. What types of software will the system use? What standards will be required for individual items of software to be considered for support on the system?

STEP 5. ISSUE REQUEST FOR PROPOSALS (RFP)

While it is possible that a GIS could be constructed with resources totally within the organization, which will be known after the Resource Inventory, it is more likely that such an effort will require the participation of outside individuals or organizations.

The use of private vendors to construct a GIS should be according to a clearly defined set of criteria. Standard practice in the acquisition of large information systems is the development of a Request For Proposal (RFP) to be distributed to potential vendors. The committee should use literature and vendor shows to develop a list of potential vendors to whom the RFP would be sent. Vendors should be required to submit formal bids.
Any RFP developed must include, although it is not limited to, the following components:

**Introduction**

1. A Preface stating the goal of the RFP.

2. Background information regarding the organization issuing the RFP.

3. An organization chart of the operating agent and a description of the plan for development of the GIS.

**Administrative Information**

4. Instructions to vendors, including deadlines and requirements for submissions.

5. Requirements for information on the history and past performance of vendors.

6. Contractual information, including legal requirements, liabilities and performance requirements.

7. Details of the procedure for awarding contracts and the type of contract desired, i.e., length, lease, purchase, etc.

**System Requirements and Technical Specifications**

8. A quantified statement of computing needs based on the assessment, including time and cost requirements.

9. A statement of available computing resources, both hardware and software.

10. A statement of the minimum requirements the vendors must meet in the systems, both hardware and software, that they propose.

11. A description of how the GIS data base is to be constructed and the type of support, both hardware and software required.

12. How the proposed system will handle growth of workload.
13. The specifications of a set of tasks, which as a group are called a benchmark, that the vendors must perform and submit the results for evaluation.


15. Maintenance services and costs covering a five year period.

STEP 6. CONDUCT A BENCHMARK

Evaluation of vendor proposals should include a benchmark. A benchmark is a series of tasks that simulate the applications required of the system. The simulation must be designed to test the system's capacity and efficiency under the average workload generated by the offices. It must include transitive tasks, elements of telecommunications, and allow for project divisibility.

Inclusion of a benchmark is a substantial requirement that will screen out those vendors without the wherewithal to meet the requirements of a project of this magnitude. The results of the benchmark can also be used to compare the performance of proposed systems.

STEP 7. SELECTION OF A SYSTEM

The selection of a system should be based on both the performance and cost of the hardware and software, and the adaptability of the proposed system to staffing, controls, priorities and scheduling.

STEP 8. INSTALLATION

This is a critical stage in the life of any computer system and one that is often not adequately planned and is of special concern when a distributed system is under consideration. The site should be selected and agreed upon well before any contract is awarded. Site preparation to accommodate the hardware, whatever is chosen, will require the alteration of the physical facility and must be complete well before delivery of the system. The vendor must be given a firm date by which site preparation will be complete and must meet strict contractual requirements for delivery and installation of hardware.

The contract should be strict regarding the installation of the operating system and software, especially if the decision is made to use or modify existing hardware or systems.

STEP 9. ACCEPTANCE TESTING

The technical committee will have to design a series of tasks to determine if the system performs as proposed. This should be speci-
fied in the contract. The vendors' payments should be tied to both a factory acceptance testing of hardware and software and a site acceptance testing of the system as a whole.

STEP 10. DEVELOPMENT OF SPECIALIZED APPLICATIONS SOFTWARE AND DATA BASES

Specialized software may be purchased from vendors for each application in accordance with the requirements specified in Step 2.

STEP 11. ROUTINE OPERATIONS INITIATED

While the system may ultimately be constructed in stages and individual applications will be added according to a schedule of need and availability of data, the user agencies and groups should be allowed to begin work on the system as soon as possible. Full operation may not commence for sometime afterward, but users must be in a position to evaluate the ability of the system to support their application prior to any formal evaluation.

STEP 12. EVALUATION

The planning committee should conduct a formal evaluation of the system to confirm that the system supports the requested applications.
WESTCHESTER 2000

SPONSORS: COUNTY OF WESTCHESTER, Hon. Andrew P. O'Hourke, Westchester County Executive
THE WESTCHESTER COUNTY ASSOCIATION, INC., Dr. Charles E. Ziegler, Chairman
REGIONAL PLAN ASSOCIATION, William S. Woodside, Chairman.

March 27, 1985

Mr. Sidney P. Mudd
Chairman, Westchester 2000
C/o Joyce Beverages, Inc.
Joyce Road
New Rochelle, New York 10802

Dear Sid:

We are pleased to submit to you the Task Force Report on Intergovernmental Relations. The three reports attached, received from Robert J. Thrasher, Chairman of the Services Committee; Ronald Poe, Chairman of the Finance Committee; Peter Eschweiler and Nancy Elliott, in the absence of Wally Doud, Chairman of the Powers Committee, speak for themselves, and we believe no further comment is necessary on the sub-committee reports.

The experience in chairing the Intergovernmental Relations Task Force was an exhilarating one and this due to the enthusiastic response and the consistency of strong participation by all committee members. It was a pleasure to have had an opportunity to work with these fine people.

A special vote of thanks is due to all of the committee members with special commendation due to Messrs. Thrasher, Poe, Eschweiler and Ms. Nancy Elliott.

Reply to:
☐ C/o REGIONAL PLAN ASSOCIATION -- 1040 Avenue of the Americas (39th St.) / New York, New York 10018 / (212) 398-1140
☐ C/o THE WESTCHESTER COUNTY ASSOCIATION -- 236 Mamaroneck Avenue/White Plains, New York 10605 / (914) 948-6444
We would be remiss if we did not single out Sandra Stanley, an excellent researcher, loaned to us by Senator John Flynn. Her meticulous statistical data reports and her willingness and ability to capture state and federal reports that had bearing on our subject matter made our working a great deal easier.

Special thanks are also due to William E. Redmond, Counsel, Executive Department Office of Business Permits and Regulatory Assistance for Governor Mario Cuomo. Mr. Redmond and Ms. Stanley have taken time from their busy schedules, and commuted from Albany to our Westchester meeting places, an indication of their sincerity of purpose.

As chairs of the Task Force, we would be remiss if we did not call to your attention the fact that, as might be expected, the committee members, professional as they were, and the lay people, interested as they were in their variscus communities, occasionally set forth a tenor of parochialism and vested interest. Reluctance in giving up their turf and their proprietary interest at times made it difficult to progress. Nonetheless, thanks to the gallant efforts of our sub-committee chairmen, we were able to swing them away from the status quo and vested interest, and look forward to the Year 2000.

Our data indicates that the County's 870,000 people, as of the year 1985, will continue to increase and as the population increases, we will continue to have a greater demand for more and more services.

Our report has set forth a number of goals and recommendations, all of which we believe to be feasible and appropriate to meet the changing times which we view as coming in the not-too-distant future.
We noted, as the sub-committee chairs exchanged their thoughts and recommendations, that the issues are very complex and inter-related. Surfacing above all the complex issues and dialogues that ensued was the fact that we found an interdependence of the problems and the resolves one upon the other. There was no escaping the problems and our understanding that there was need for additional work to do in order to refine these resolves and options.

The committee, as a whole, have concluded that we cannot hide our heads in the sand. The issues themselves do not exist independent of each other. The chairs believe that we have too much government and too many governments in the County of Westchester. The changing times will yield changing needs, and we believe that as consolidations and mergers are effectuated that the economies of scale will be affected.

Alternatively, we believe that the county must look forward to a regional outlook. The resources are limited for the municipalities. The wells, in terms of federal and state aids, have reached a status quo, if not a dryness.

The Powers sub-committee struggled with arriving at options for the cities, towns and villages and the county as a whole. There is no question in our minds that a Constitutional Convention is long overdue, not only at the state level, but at the county level as well, in which we believe the charter and codes should be thoroughly reviewed to keep apace of the changes that we foresee.

Further, we believe that the villages, towns and the cities at the local level also need to review their charters and codes. Together then, reviewing state, county and municipal charters, we will then have set the stage for a proper foundation which we could build upon.
Further, we find need for a review of the services now being rendered and the financial base now available. More importantly, power bases need to be reviewed and refined if we are to make any progress for the Year 2000. Added to this are the school boards of education and their problems with school districting which we believe need to be reorganized and merged or consolidated where possible. We recognize the fierce sense of pride that local officials have for their present proprietary interests. However, the time has come in view of the anticipated changes that we set aside our differences and work for the common good.

In our view, many of the concerns have been enumerated by the sub-committee. Without adhering to a priority order, the following are some of the more critical issues that we believe we will face in this county in the Year 2000:

- Housing and restrictive zoning
- Transportation and the overcrowded roads (I-287; Tappan Zee Bridge; and the need for an east/west highway)
- the whole issue of economic development confronts us and needs immediate attention and hopefully that by the Year 2000 the Westchester County government would put together a not-for-profit economic development corporation that would benefit the county as a whole.
- the problems of the cities (infrastructure; health care costs; new sources of revenues; pollution and drainage problems) pose difficult problems for the Year 2000 and plans need to be effectuated immediately both from a problematic and economic level in order to prepare for the inevitable.
- social issues and educational problems are also paramount and in need of immediate attention.
- the critical issue of refuse disposal and the possibility of an additional plant in the southern end of the county to complement that now built in the City of Peekskill, in the northern end of the county, is in need of attention.
- and last, but not least, a consolidation of fire protection districts and either consolidation or some comparable alternative for police dispatching functions, record keeping and investigative services, we believe needs to be attended to in order to meet the needs.

We have enclosed for your edification a draft copy of the County/Town/Village Task Force report recently completed for the County Executive and which is now being printed for presentation in May of 1985. Many of the problems and issues and recommendations made for the County/Towns and Villages related quite interdependently with the Year 2000 study and we offer this draft report for your consideration.

In closing, the chairs are well aware that the subcommittee reports will be placed in the hands of the Leadership Committee for their further consideration and attention. Hopefully, the Leadership Committee will divest itself of any parochialism or professional vested interest and that the recommendations to be made be drastic if need be with the understanding that in so speaking we do so with the total welfare of the county at stake.

It was a pleasure indeed for the chairs to work with the Task Force on Intergovernmental Relations and we wish to express our thanks and appreciation to the Leadership Committee for the privilege to serve.

Sincerely,

Sal J. Prezioso
Vice President
Public Service Programs

John Allen
Vice President Corporate Relations
Reader's Digest

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Encs.
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WESTCHESTER 2000

TASK FORCE ON INTERGOVERNMENTAL RELATIONS

FINANCE COMMITTEE

Final Report

April 1, 1985
INTRODUCTION AND GENERAL OVERVIEW:

At its organizational meeting, the Finance Committee elected to pursue, investigate, comment on, and attempt to make recommendations regarding the following five major questions concerning finance and equity issues as they affect municipal/county government:

1. The entire economic development issue, which will focus on why corporations have chosen certain areas over others, why certain areas have much higher per capita taxation than others, the general question of employment, just what does equity mean in terms of intergovernmental relationships and finances, and finally, why do a disproportionate share of the county's poor reside in the cities. We will also consider the general questions of equity in regard to municipal and county finance.

2. The entire question of the tax base with particular emphasis on assessment practices and whether or not they should be made uniform, county exemptions and the entire question of certiorari procedures and settlements.

3. Having defined equity, and looked into the tax base, we will then look at tax sharing formulae and revenue sharing, the entire question of the sales tax, and finally, the question of current taxation limits on cities.

4. Even though a New York State constitutional change will be required, our fourth priority will be to review the possibility of the county using its bond rating to assist the various municipalities in raising money less expensively. In this regard, we will also review IDA policies.

5. Our last assignment will be to review opportunities and sources for grants in aid at the county, state and federal level.
Rather than divide into subcommittees because of the serious and controversial nature of each of the items to be pursued, it was determined that the Committee would not divide into subcommittees, but would rather deliberate as a whole in regard to each item. From its organizational meeting in September, the Committee met on an almost bi-weekly basis through and including February 20, 1985. With a total roster of thirty Committee members, I am pleased to report that we consistently averaged approximately twenty members at each Committee meeting. The Committee members were not varied, but rather were the same at each meeting with heavy participation by municipal assessors, as well as municipal and county finance officials.

This report has been prepared by the Chairman primarily from Committee positions taken at the Committee's meeting of February 20, 1985. As this report is an interim report, the report, per se, has not been reviewed by the Committee. However, it generally reflects the Committee's position in regard to the items discussed herein.

The Committee decided to delegate to the Chairman the task of preparing the report, based on the fact that the report would be reviewed at the Committee's next meeting of March 12, 1985, and should any general disagreements occur, they would be adjusted, corrected or negotiated at that time.

Following then are the Committee's deliberations, findings and recommendations to date concerning those items of priority which it has addressed thus far:

I. Assessment practices, certiorari procedures and settlements, and the question of a current and accurate tax base. The Committee began its investigation of this area by spending one entire meeting receiving information from various assessment process professionals. Those making presentations were five assessors from representative local municipalities, representatives from the New York State Board of Equalization and Assessment, as well as an attorney who specializes in representing property owners in regard to certiorari proceedings.

The following general information developed from these presentations and the Committee's subsequent investigations:

A) Westchester assessors, in general, especially seen in light of their peers throughout New York State, are extremely professional and are well regarded.
B) The New York State of Board Equalization and Assessment's Co-Efficient of Dispersion, which is a method of determining equity within assessment roles, in general, rates Westchester municipalities at the high end of the acceptable to excellent range.

C) The assessors' offices are not always adequately funded, and consequently, many are understaffed and do not have sufficient data processing equipment.

D) The understaffing problem and lack of funding for expanded operations have caused many assessors to fall behind in terms of maintaining current assessment rolls. The largest single problem involving equity within communities and between communities centers on the non-maintenance of current assessment rolls.

E) The Emergency Tenant Protection Act has been the catalyst for substantial numbers of multi-family owners to effectively file certiorari proceedings. More than any other instance, the ETPA has been responsible for successful certiorari proceedings.

F) In the opinion of the assessors surveyed, the New York State mandated assessment practice in regard to condominiums and cooperatives are unrealistic and do not cause owners of these units to properly bear their share of a community's tax burden. In general, New York State law mandates that cooperative and condominium units be valued for assessment purposes as rental units rather than as equity units. The problem is further compounded and exacerbated by the fact that, as rental units, the individual units are many times substantially under-valued because of the effect of the Emergency Tenant Protection Act.

G) The inability of assessors to receive, other than through certiorari proceedings, commercial income and expense statements, has impacted dramatically on the assessors' ability to make accurate assessments which could not be easily challenged at such time as income and expense statements are presented during the certiorari proceedings.
The Committee addressed each of the above problem areas and asked various Committee members to prepare reports for the Committee's review and action.

The first item for review, seen in light of the above problems was whether or not Westchester County could correct many of its assessment inequities by consolidating the assessment process at the County level. With the exception of one Committee member, a municipal school official, no one on the Committee favored countywide assessment. The school official supported the countywide assessment based on his philosophical belief that in general, whenever possible, municipal functions should be performed at the County level. Attached and labeled Appendix A is a report prepared by Philip J. McGovern, Assessor for the City of Rye, dated February 7, 1985, which presentation was adopted by the Committee in regard to the rejection of countywide assessment.

In addition to the school official, the report was dissented to also by a Westchester County finance official who felt that the report was extremely negative and one-sided, listing only the mistakes the County has made without listing the many, many benefits and positive actions of County government.

In conclusion, with the exception of the two dissenters (one on format rather than principle), the Committee accepts the attached report labeled Appendix A and rejects the concept of countywide assessment.

The Committee, however, fully realizes that there is a role for the County to play in the assessment process, especially in regard to administration. It was interesting to note that during the course of the Committee's deliberations, it became abundantly clear that there existed substantial walls, or areas, of fear, suspicion and distrust between municipalities and the County. It was the Committee's clear and positive recommendation that one of the most positive steps to take in eliminating assessment inequities was to break down the walls of fear, suspicion and distrust which exist, so that the County could play a meaningful administrative role in assisting the assessor. Attached, and marked Appendix B is a report dated January 7, 1985 by R. Warren Frisina, Executive Director, County Tax Commission. This report offers the following five recommendations in regard to the improvement of Westchester County's assessment administration. These recommendations are as follows:
1. The status quo in assessment administration and valuation cannot be allowed to continue. All of the problems which are so evident today will be magnified by time and will eventually bring some municipalities to the point at which the entire system threatens to collapse. The time for remedial action is now. It is much easier to prevent a fire than to put it out after it has started.

2. County-wide revaluation using a master contract obtained by the county but controlled at the local level is the only way to deal with the certiorari problem. Article 19 must be used to avoid politically unacceptable inter-class shifts in the tax burden.

3. County assessing per se would alleviate many of the administrative problems which exist today such as different criteria of value, varying valuation approaches and inconsistent collection of the required data. However, I do not believe that it is either necessary or desirable. Westchester is fortunate to have relatively well-paid, full-time assessors who are more than capable of dealing with their individual municipalities. I feel sure that they and their communities can agree on the standardization that will be required. In any event, it is unlikely that county assessing would be a viable alternative from a political standpoint either now or in the foreseeable future.

4. Assessors' offices must be properly funded and staffed to handle the workload that will be required by revaluation and the ongoing adjustments to assessments that are necessary for an equitable roll. No longer can we take the position that if the property hasn't sold and there have been no physical changes there is never a reason to change the assessment.

5. Proper funding also implies providing assessors with state-of-the-art equipment and techniques which will allow them to deal with paperwork and reporting requirements as efficiently as possible so as to allow more time for the real business at hand, determination of values. I believe that centralized data processing operated by the county should be available via terminals in every assessor's office. This goal can be achieved through contractual intermunicipal agreements without any loss of home rule prerogatives by the participating cities and towns. Initially RPIS software would be provided for assessment administration purposes, but data base management and even valuation programs are
available and could be added as required. A further benefit could be the installation of a geo-data base system which would provide valuable information for almost every department in our towns and cities. Such a system can prepare not only tax maps but also maps showing sewer and water lines, fire hydrants, exact street and road dimensions and a host of additional data. Needless to say, protocols such as passwords would be provided to ensure that information was available only on a "need to know" basis. I do not feel that ensuring the security of a municipality's files would present any problems.

These recommendations were accepted by the Committee with only one dissenting vote, again, the municipal school official who philosophically differs with the concept of local municipal assessment versus county assessment.

In addition, the Committee considered, in detail, the questions of certiorari proceedings in regard to both the Emergency Tenant Protection Act and the inability of the assessors to receive accurate income and expense statements. In regard to these two items the Committee unanimously adopted the following position:

A) In order to cause multi-family dwellings to be assessed on a fair and equitable basis and to have owners, through rental payments, pay their fair share of municipal taxes, the Emergency Tenant Protection Act should be amended to provide the following:

1. Protection only should be afforded to those qualifying under some type of means tested procedure.

2. Protection for those over sixty should be based on a means tested procedure.

3. These amendments should be phased in over a period of five to seven years so as to create a minimum amount of social disruption.

The Committee fully understands the implications of these recommendations, but wishes to point out its role was not social in nature, but rather financial, and was to look at municipal finances. The Committee fully understands the need for many tenants to receive some type of protection and/or financial aid in regard to their living accommodations.
Nonetheless, the Committee feels this protection and/or aid should come from a social/welfare source properly administered on a means tested basis rather than in the form of a subsidy of reduced property taxation based on lower rental values. It is clear to the Committee that this process places a disproportionate burden on the individual home owner/tax payer.

B) The Committee also considered the question of the current inability of assessors to receive income and expense statements from commercial owners. The Committee has unanimously adopted the position that in order to cause commercial assessment to be more accurate and reflective of market conditions, that on demand, commercial owners should be required to provide income and expense statements to local assessors. The Committee realizes that the Freedom of Information Act may, in some circumstances, cause this requirement to be objectionable to commercial owners. Nonetheless, the Committee feels the benefits to the community at large and the integrity of the tax-based system more than outweigh these concerns. In the Committee's judgement, refusal to provide income and expense information on demand would preclude for certain specified periods the owner from filing a certiorari action.

Finally, in regard to this area of the Committee's investigation, it pursued alternate methods of assessment and valuation. It considered a number of alternatives and most specifically considered a Committee member's proposal entitled the "Formula for Maintenance of Assessment on a Current Basis" by Paul McEvoy. A copy of this formula is attached hereto and labeled Appendix C. This proposal was specifically reviewed by appraisal professionals headed by Lawrence Hoffman, Assessor/Appraiser for the Town of Eastchester. Attached hereto, also under Appendix C, is a report from Mr. Hoffman dated January 22, 1985 which reviews and rejects, for a number of reasons, the McEvoy proposal. Mr. Hoffman's report sets forth, again, the plea of the assessment community to any restrictions to find value. The Committee's position also to restrictions to find value are inherent in the Committee's recommendations concerning the manner of assessing condominiums and cooperatives as well as in the Committee's recommendation regarding income and expense statements.
II. The next priority item reviewed by the Committee was the following:

Even though a New York State constitutional change will be required, our fourth priority will be to review the possibility of the county using its bond rating to assist the various municipalities in raising money less expensively. In this regard, we will also review IDA policies.

Attached hereto and labeled Appendix D is a report dated November 8, 1984 by Committee member Stephen Hunt entitled "The Feasibility of Westchester County Lending Its Aaa Credit Rating to Political Subdivisions of the County", as well as a report dated December 3, 1984 entitled "Westchester County Assistance to Municipalities" prepared by Committee member Joseph Gulia. As can be seen from the enclosed reports, even if New York State constitutional objections could be overcome, there would be no financial advantage whatsoever, in general, to county residents were the County to provide its credit to municipalities.

By providing its credit to municipalities, the County would reduce its own credit standing, thereby increasing its borrowing costs. Consequently, after careful review, the Committee completely rejected the concept of the County providing its credit for municipalities. On the other hand, the Committee did take into consideration certain recommendations made in the Gulia December 3, 1984 report. Subject to voluntary participation by municipalities, and further, subject to the County properly charging participating municipalities for services, it was unanimously agreed by the Committee that the County attempt to work with the various political subdivisions in providing assistance in the following areas:

A) The pooling of monies for investment purposes.
B) Establishing an employee benefits municipal trust for employee health benefits.
C) Participating in the County's Deferred Compensation plan.
D) Combining for worker's compensation benefits on a shared cost basis.
E) The development and implementation of property tax assessment and certiorari assistance programs.

F) The pooling of the purchase of property, casualty and liability insurance and the review of risk management procedures.

G) Assuming the civil service responsibility for the cities that have their own commission and providing for more standardization and transfer-ability within civil service throughout the entire County.

H) Providing input related to bond and note issues, effective cash management, and other financial analyses.

Under this question, which could also be defined as a look at financial efficiencies within governmental units, the Committee also considered the question of multiple school districts, even though this question was not specifically set forth in the Committee's original list of priorities. After much discussion and review, it was the Committee's conclusion that there exists within Westchester a number of school districts which, on the surface, at least, would appear to be so small in terms of student population as to be not feasible economically. The Committee feels that wherever possible, efforts should be made to consolidate school districts. There appears to be an area of conflict between state guidelines for school districts and the realities as perceived by Westchester tax payers. As an example, only a handful of independent school districts in Westchester, out of more than forty, are of the size set by the State as a guideline for independent school districts. The Committee feels a group of knowledgeable professionals in the area of education administration should be formed to study the school district size problem in Westchester, to make specific recommendations as to appropriate school district size, and finally, to educate the general public as to the need for school district consolidation, especially in those areas where existing school districts are clearly too small to be financially efficient.

III. It was the Committee's intention to look at tax sharing formulae, revenue sharing, the entire question of sales tax, and finally, the question of current taxation limitations on cities.
After much discussion and investigation, the Committee concluded, obviously, that many glaring financial disparities exist between communities within Westchester. As a practical matter, the Committee was able to quantify problems and disparities into the following general categories:

A) Cities of White Plains and Rye
B) City of Yonkers
C) Cities of Mt. Vernon, Peekskill and New Rochelle
D) Northern Westchester towns
E) Southern Westchester towns
F) Villages
G) Wealthy school districts
H) Not necessarily wealthy school districts

It became apparent that there are very, very few practical solutions to the desire of many of the cities to capture the office development occurring in the central and northern Westchester areas. It also became apparent that very real and highly personal conflicts are developing between municipalities as the less wealthy cities train public servants at low salaries, only to have these employees recruited at much higher salaries by wealthier cities or northern towns after they have been trained by less financially fortunate municipalities.

In the course of its deliberations, the Committee focused on the following:

A) The County of Westchester and its municipalities raise a disproportionately high share of total revenue from real estate taxes. Attached hereto and made a part of this report, labeled Appendix E, is a memorandum dated October 3, 1984 from R. Warren Frisina setting forth the county, town/city, school tax burden per capita. The Committee feels that the real estate tax burden, which is a disincentive to development, should not increase and, wherever possible, be lessened.
B) In addition, due to the many inequities brought about through the assessment process discussed earlier in this report, including but not limited to the condominium/cooperative problem as well as the problems inherent in tax reductions brought about by the Emergency Tenant Protection Act, the Committee feels that other types of municipal fund raising mechanisms may be more equitable. In this regard, the Committee has carefully investigated various sales tax increase and allocation proposals currently being promulgated in a number of different areas.

In investigating these sales tax proposals and methods of reallocation, the Committee clearly understood the following:

A) In many instances, a sales tax can be construed as regressive in that lower income families pay a greater percentage of their income in sales tax than do higher income families.

B) There exists an extremely difficult conflict between municipalities in regard to sales tax allocations. Namely, populous and/or high income entities feel that they should receive a meaningful share of sales tax revenues since it is their residents expending the purchase dollars which generate the sales taxes. On the other hand, large retail centers which may not necessarily be heavily populated, which are beneficial recipients of sales taxes collected within their boundaries, feel they should be disproportionately rewarded based on the fact that these retail centers bear substantial costs in regard to servicing a heavy retail population inflow. Further, they feel they need to recover meaningful capital costs expended in the course of developing a retail center environment.

Recognizing these problems, the Committee considered a number of tax proposals, but most specifically focused on a sales tax proposal prepared by Joseph Gulia, attached hereto and labeled Appendix F. It should be pointed out and stressed that this proposal was prepared by Mr. Gulia strictly in his role as a member o
Westchester 2000 Inter-Governmental Relations Task Force's Finance Committee, and not in his role as Westchester County Commissioner of Finance. Attached also to Appendix F is an analysis of Mr. Gulia's proposal, as well as of the status quo and two other proposals currently being reviewed in regard to sales tax increases and/or allocations. This analysis, prepared by Kevin Fish, is dated February 7, 1985.

Due to the substantial nature of a position in regard to sales taxes, increases and allocations, the Committee did not have sufficient time to reach a firm position regarding these subjects prior to the preparation of this report. In a straw vote taken at the Committee's last meeting, there was considerable favor shown for Mr. Gulia's report. The Committee will be spending the next two weeks reviewing material in regard to various sales tax proposals, and hopes to come to a position in this regard at its next meeting on March 12, 1985.

The Committee has still not begun its deliberations in regard to priority #1, namely, the economic development issue, nor has the Committee had an opportunity to review priority #5, namely opportunities and sources for grants and aid at the county, state and federal levels. The Committee hopes to complete these items and come to a position regarding them prior to April 30, 1985.

As has been mentioned earlier, the next meeting of the Committee will be held on March 12, 1985. We would be pleased to consider any comments on the enclosed that you wish to make in writing prior to March 12th. Please address your comments to:

Ronald F. Poe  
President  
Dorman & Wilson, Inc.  
P. O. Box 366  
White Plains, New York 10602
WESTCHESTER 2000

TASK FORCE ON INTERGOVERNMENTAL RELATIONS

FINANCE COMMITTEE
March 12, 1985
112 East Post Road, White Plains

MINUTES

ATTENDANCE:


The first item of business was a review of the Minutes of the Committee's meeting of February 20, 1985. After a general review they were accepted as submitted.

The Committee then turned to the report the Chairman had prepared and delivered to the General Committee on February 25, 1985. There was a general discussion and review of the report, and after much discussion, which included the open items listed in the Chairman's memorandum dated February 25, 1985, sent to each Committee member, as well as a review of the Minutes of the February 25, 1985 meeting prepared by William Shore, the report was accepted in its entirety as submitted.

The acceptance of the Report was followed by another general discussion with a number of Committee members setting forth their concern that the Westchester 2000 leadership group had arrived at some predetermined conclusions as to the ultimate outcome of Westchester 2000. This opinion was expressed by a number of Committee members representing a wide variety of constituencies. Both Mr. Shore, from the Regional Plan Association who was in attendance at the meeting, as well as the Chairman expressed surprise at this type of thinking, and assured the entire Committee that neither of them were aware of any preconceived notion in the minds of the Westchester 2000 leadership/Steering Committee group, and that the Chairman fully intended to take whatever steps he deemed appropriate to attempt to have the recommendations of the February 25, 1985 Report implemented wherever possible.

The Committee then turned to a discussion of the open items generated by the general discussion of the February 25, 1985 meeting. The results were as follows:

1. The suggestion that a second opinion be obtained in regard to county-wide assessment. The Committee saw no need whatsoever to obtain this second opinion, especially since it had
carefully discussed the position many times and had received substantial lists of both pros and cons in regard to county-wide assessment. It should be pointed out that Nassau County, a county roughly comparable to Westchester County with the exception of the fact that it has more parcels, is rated by the State in terms of its overall Co-efficient of Dispersion much lower than Westchester County. As a matter of fact, the City of Yonkers which received one of the lowest ratings by the State regarding the Co-efficient of Dispersion has the same rating as does Nassau County. Based on these facts the Committee saw no purpose in pursuing county-wide assessment any further.

2. The question of a conflict between assessment practices followed by the State Board of Equalization and local assessors. Originally, at the general Task Force meeting this question was posed in terms of methodology. After some discussion and investigation, the Committee determined there was no difference in methodology, but there was a difference in the practice followed by these two various sets of appraisers. In determining equalization rates, assessors assigned to the New York State Board of Equalization only assess a small sampling of properties within a community. They do this in a vacuum, without using other comparables within the community as normally used by a local assessor. Local assessors complained that often representatives from the State are inexperienced and most specifically, use capitalization rates which, in no way, relate to the realities of Westchester County. In many cases they are using capitalization rates generated in other rural and less sophisticated counties.

Finally, there appears to be no mechanism whatsoever for resolving disputes between assessments generated by members of the State Board of Equalization and local assessors. The Committee recommends that an independent Board of Review consisting of professional and designated appraisers be established to resolve conflicts between local assessors and State Board of Equalization Assessors.

3. Exemptions. At the Task Force Meeting, the Committee was requested to arrive at a position in regard to exemptions. In this regard, the Committee reviewed the two classes of exemptions, namely individual and institutional. In regard
to institutional, specifically for religious, government, and non-profit groups, the Committee's position was that since these exemptions are federally mandated and controlled, there is little or nothing the Committee can do in regard to these exemptions. In regard to individual exemptions, the Committee reviewed the three general classes, namely, for property owners over sixty-five on a means tested basis, for clergymen, and for veterans on a non-means tested basis.

In regard to exemptions for owners over sixty-five, on a means tested basis, the Committee was in favor of continuing this type of exemption. As the clergymen exemption is federally mandated, the Committee realized it could make little if any change in this regard, but did raise the problem of clergymen exemptions being granted to clergymen for parsonages in localities distant from where the church is located. The Committee's position is such that, if at all possible, it would like to see legislation amending clergymen exemptions to the point where they would only be granted for parsonages associated with churches located in the municipality granting the exemption. In regard to veteran exemptions, the Committee, as with rent control, felt that exemptions should only be granted on means tested basis. The Committee recommends that a recommendation by the General Task Force and/or Westchester 2000 Committee be made to the State calling for some type of means test prior to the granting of a veterans exemption. The Committee calls to the Task Force's attention the fact that in Westchester, in general, approximately 20% of all real property is exempt for one or another reason.

4. The Committee then undertook an investigation into the Task Force's request that the Committee consider just how much money is available within Westchester to fund various infrastructure requests and recommendations which may be forthcoming from other committees within the Westchester 2000 group. Some members of the Committee thought this was an absolutely unrealistic request, in that the "pocket" of the municipalities within Westchester is as deep as they wish to tax. Nonetheless, the Committee did carefully review two documents presented by Steve Reitano. The first is entitled "Constitutional Tax Limit for Westchester County and All Cities and Villages Contained Therein for Local Fiscal Year Ending 1982", and "Constitutional Debt Limit for Westchester County and All Cities, Towns and Villages Contained Therein for Local Fiscal Year Ending 1982". Those two documents are attached and made a part of these Minutes and set forth both the remaining tax margins and the remaining debt margins for all municipalities within Westchester. This should give the
Task Force a general feel for the amount of available funding for infrastructure recommended projects.

The Committee then turned to the question of revenue sharing, a sales tax increase, and a uniform sales tax. Distributed and made a part of these Minutes were the following studies:

1. Per Capital Full Value of Real Property Fiscal Year 1983 enumeration.

2. Mean Household Income for Towns, Villages and Cities in Westchester County 1980 Census

3. 1978 Local Government Revenue Sources

After a study of these documents, the Committee entered into a spirited discussion of the question of revenue sharing and the obligation of various municipalities within a county to assist poorer municipalities with financial problems. Much of the discussion focused on philosophical differences, with Committee members stating that municipalities should give up certain functions and cause these functions to be required by the State, while others complained that the State was responsible for many of the problems of municipalities by mandating certain services without providing the means for funding same. Others felt that any involvement by the State is dangerous based on the fact that per capita wealth of Westchester precluded Westchester receiving any benefits from the State which would be greater than would be received by other municipalities within the State.

After this general philosophical discussion, which did not arrive at any definitive conclusion, the Committee began a discussion of a uniform sales tax. A straw vote was taken on a uniform sales tax, with a simple majority of the Committee favoring a uniform sales tax. There was, however, no overwhelming enthusiasm for a uniform sales tax, especially those in opposition felt it was just the first step to an increase in the sales tax without any offsetting reduction in property taxes.

While no definite conclusion was reached in regard to a uniform sales tax, the Committee then turned to a discussion of an increase in sales tax with the understanding that a portion of an increase would go to assist municipalities with financial problems. This raised a number of serious questions and, again, a spirited discussion took place regarding the role of the County, the role of the County Medical Center, and a number of other highly emotional issues.
As the time to adjourn approached, the Chairman charged each
of the Committee members with arriving at a definite position
on sales tax uniformity, sales tax increase, and revenue sharing
as well as aid to municipalities prior to the Committee's next
meeting on March 28, 1985. In addition, the Chairman requested
that each Committee member review the report of February 25, 1985,
especially page one, to arrive at any open items which should be
discussed at the Committee's next meeting, which will be its
final meeting.

The meeting concluded at 9:50 a.m.

Respectfully submitted

[Signature]
WESTCHESTER 2000

TASK FORCE ON INTERGOVERNMENTAL RELATIONS

FINANCE COMMITTEE
March 28, 1985
112 East Post Road, White Plains

MINUTES

ATTENDANCE:


The Chairman opened the meeting by calling for a review of the Minutes of the meeting of March 12, 1985. One correction was noted, namely that the exemption in terms of real property for clergymen is mandated by New York State, not by the Federal government. With this correction, the Minutes were accepted as submitted, and it was unanimously agreed to include the Minutes of the March 12, 1985 meeting as a part of the report submitted by the Chairman to the Task Force dated February 25, 1985.

The Chairman then called on William Shore of the Regional Plan Association to give a report concerning the Task Force Meeting of March 25, 1985 in regard to how the meeting may have affected the Finance Committee. Mr. Shore reported that the entire thrust of the meeting was dedicated to the Powers Committee, and that there was no discussion at all of matters affecting the Finance Committee.

Mr. McEvoy then raised a question regarding maintaining appraisals on a current basis seen in light of current lawsuits and whether or not the Committee needed any further deliberation in this regard. After some deliberation, it was decided that no further position was necessary.

Mr. McGovern then handed to the Chairman Coefficient of Dispersion Audits conducted in New York State in regard to the County of Westchester and the County of Nassau. The average index for Westchester County was 12.85, a County using local appraisers. The Nassau County average index was 18.48, a County using county-wide appraising. Mr. McGovern commented that this audit, which is attached to these minutes demonstrates the effectiveness of local appraising.
The Chairman then asked for other items which should be considered by the Committee, and a member suggested a discussion of the following items:

1. Yonkers school district independence.

2. Social services

3. The community college

4. The county hospital

It was this member's position that something should be done to cause Yonkers' school district to conform to others in Westchester, and that social services, the community college and the county hospital be turned over to New York State for funding.

After some discussion, the Committee unanimously agreed that this should be the case with social services, but because of time and lack of information, took no position whatsoever regarding the County Medical Center or the community college.

The Chairman then opened the meeting for a discussion of Committee members' positions regarding revenue sharing, a uniform sales tax, and a sales tax increase. The meeting became extremely animated at this point with various members loudly, aggressively and vigorously presenting their positions. A good deal of discussion centered on county office location practices, effective municipal management of resources or lack thereof, and whether or not it is better for the County or the State to deal with municipal problems.

The discussion concluded with Kevin Fish presenting a copy of the paper "Sales Tax and Redistribution of Resources" dated March 28, 1985, a copy of which is attached to these minutes. The thrust of the Fish report was that the Committee does not have adequate time or information to take a position regarding sales tax and revenue distribution.

At this time, the Chairman attempted to summarize the Committee's position and recommendation. The summary included the fact that there exists within Westchester certain municipalities with deteriorating or perilous financial structures. It is impossible for the community at large to turn its back on these problems, as it is unrealistic to think that these municipal financial problems, if not resolved, will remain localized and not spread to adjacent communities. While the Committee agreed with this premise, it
doesn't agree on whether the problem should be solved by the county or the state, nor does it agree on whether or not certain municipalities are worthy of aid unless they may have taken certain steps regarding proper municipal management. Realizing the tremendous impact of a recommendation by this Committee for a uniform increased sales tax and a revised revenue sharing formula, the Chairman took recognition of the fact that a tremendous amount of additional study could still be done, and further, that the Committee should be extremely cautious of factual material submitted to date, in that while the accuracy of the material submitted was not questioned, the Committee clearly needs to spend more time studying the objectivity and completeness of the factual material submitted. The Chairman then suggested that the Committee recommend that the Westchester 2000 Steering Committee appoint a more permanent committee consisting of both business leaders and municipal leaders to more carefully study this issue. Inherent in this recommendation is a suggestion that the new committee, during its somewhat temporary life, have a paid director with the time and ability to carefully review the mountains of material submitted in connection with the issue.

While the Committee was generally in favor with the establishment of the new committee, a majority felt the Committee would be derelict in its duty if it merely passed its responsibility in regard to a sales tax revenue sharing position onto another committee.

Consequently, Committee member McEvoy made a motion as follows:

The Finance Committee recommends that Westchester County take the necessary steps, as soon as possible, to implement the uniform sales tax and revenue sharing proposal commonly known as the "Gulia Proposal", a copy of which is attached hereto.

The motion was seconded by Committee member Batterman.

During the course of the discussion, members asked that the resolution not be "absolute", but rather that it be understood that the resolution should be reviewed and adjusted, in minor ways only to be made as practical and realistic as possible. On a roll call vote, the resolution passed 13-4. As the resolution passed overwhelmingly, the Chairman exercised his prerogative to not vote.

The meeting concluded with the Chairman thanking each of the members for their outstanding service on the Committee.

Respectfully submitted,

Ronald F. Poe
APPENDIX "A"
Memorandum

To: Ronald F. Poe, Chairman
Finance Committee - Inter-Governmental Relations Task Force

From: Philip J. McGovern, Assessor/Assist. to City Mgr/ Environmental Coordinator
City of Rye
Member of Subcommittee on Real Property Revaluation

Subject: County Assessing

Date: February 7, 1985

The Finance Committee has been charged with investigating and discussing the advantages and disadvantages of turning the local assessment functions over to the County of Westchester or some other higher authority to administer. Chapter 125 of the Westchester County Charter provides for the creation of the Department of Assessment after a referendum in any general election. The question, "Shall there be a County Department of Assessment?" shall be submitted by the County Board of Legislators following the adoption of the act or by presentation of a petition signed by 5% of the resident electors of the County.

The provisions for implementing this section of the Charter has never been enacted by the County Board because of their belief that assessment services in Westchester traditionally have been provided by local government and considering the strong home rule concepts that are prevalent in this County, those services are best served by each municipality individually. As recently as March 8, 1982, the then County Executive Alfred DelBello, at a meeting with Town Supervisors, Assessors and the County Tax Commission stated that he was not in favor of County assessing. R. Warren Frisina at the January 24, 1985 meeting of your Finance Committee stated that he too was opposed to County assessing. Whenever local or County government officials are polled on this question, the overwhelming majority prefer the present system.

Why is it then that County vs. local assessing is continually before us? Usually it comes up when discussions of financing of local government is the topic. Cities, Towns, Villages, School Districts, and County Government are all jockeying for a more advantageous position with respect to the tax dollar raised from real property. Most of the proponents of a County Assessment System are generally not well acquainted with the establishment of assessments, appraisal theory, equalization rates and their development, certiorari actions, Boards of Review, Small Claims Courts, and the cumulative effect on what level of taxes they individually, or the municipalities collectively, must sustain.
All of the municipalities in Westchester County presently provide the following services readily available at a local level:

1. **Qualified Appraisal Personnel**
   - County-wide there are 25 assessors, 3 assistant assessors, 3 real property appraisers, and 38 assessment clerks and data collectors. Thirteen assessors are qualified as professional assessors and are members of the Institute of Assessing Officers. Five assessors are designated members of professional appraisal societies, fifteen are members of the International Association of Assessing Officers and most are associate members of one or more appraisal societies. At least half of the assessors presently employed in Westchester County are career employees having devoted most of their adult working life to the appraisal and assessment of real property.

2. **Tax maps, aerial maps, contour maps, property surveys, utility maps.**

3. **Property records, including inventory, sales history, assessments and other valuation factors peculiar to each property.**

4. **Deed files for individual properties, streets, rights of way and easements.**

5. **Tax exemption files for each and every exemption on the rolls.**

6. **Tax rolls and records requiring historical storage, peculiar to each community.**

7. **Various and sundry files compiled over one hundred or more years available for research.**

8. **Development files; including subdivision plat plans, construction plans.**

9. **Appraisal files: including certiorari cases, small claims court cases.**

10. **Past and active litigation files, judgments and stipulations, Boards of Review files.**

The various municipalities in Westchester County for many years have compiled at great expense to the taxpayers impressive amounts of material vital to the proper functioning of an assessor's office. They have also invested in staffing offices with trained qualified personnel and provided funds annually for training and education. Additionally, the physical plant investment, computer programs, etc. have added a considerable investment in the assessment and tax levying programs.
When we discuss the possibility of the County providing assessment services we must understand that the present Charter provisions require the County, if it so chooses, to go in that direction, to assume all the functions presently provided by local government. Envision, if you are able, the dismantling of six city assessors' offices, nineteen town offices, and twenty village offices and the removal of those records to the County facility. Contemplate for instance the office and storage requirements necessary at the County level to assimilate, store, and make available to the public access to these materials. Let no one imagine that if the County assumes the burden of assessments and tax collection that the various municipalities will keep the assessment infrastructure in place in local towns and cities. All of the various functions such as appraisals, building permits, boards of review, certiorari litigation, tax exemptions, taxpayer questions, complaints, tax mapping, appraisals, equalization studies and complaints, etc. etc. will go with the assessment function.

It is obvious from my comments at this point that I am not of the opinion that the County can or should try to assume assessment functions. The claim that better or more current values will be provided by the County makes no sense whatever when one considers that the various municipalities presently have the tools necessary to accomplish this task without a total disruption of the system. The only party who would benefit by County assessing would be the N. Y. State Board of Equalization and Assessment, who incidentally has been pushing hard in this direction for many years. County assessing serves their purpose admirably since they would not have to fight local assessors over equalization matters. Their rates left unchallenged would determine where local aid to education would go. More current and therefore higher values reflected in Westchester would perpetuate the myth that Counties with high property values behind each school child do not need as much of the educational aid apportioned State-wide.

It is apparent that the County has no track record of quality, efficiency, or fairness in the appraisal and assessment of real property. We therefore cannot suggest this reason for giving up a local service. Larger forms of government have never to my knowledge operated provided services at a cheaper rate especially where a high level of individual competence and concern for the welfare of small towns and villages is important. Judging from the lack of input available to County taxpayers regarding budget matters and the unavailability of discussion with County Legislator at their meetings, I shudder to think of appearing before a County assessment department to discuss individual assessment matters. What would be the chances of receiving a fair hearing on an individual property before a County Board of Review for instance? Better than before a local board comprised of your neighbors, knowledgeable in matters of value particular to your community? Will the County be any more successful in certiorari court using the same professional appraisers employed by municipalities? Since the County does not employ professional appraisers qualified to testify in court, they too will have to depend on outside appraisers for the same fees presently paid.
County assessment would require changes in taxable status dates for many communities if not all communities. The coordination of inventoring properties, establishing value, taxpayer notification and hearings, filing of rolls and submission of reports to the State will require tax status date changes. In turn tax collection periods will change for cities, towns, villages and school districts. Due to the volume and the necessary standardization of computerized functions this change is almost a certainty.

There are County-wide systems presently operating in the State, Nassau County being one of these. To my knowledge, the systems operating in urban counties similar in make up to Westchester are no great shakes. I firmly believe, and I know some will say it is self serving, that local government in Westchester can provide a superior assessment service for its taxpayers than the County can. The tools and legislation are in place to do whatever is required to produce equity within the system the only ingredient necessary is the will to do it. Municipalities with large portions of their assessment rolls made up of commercial properties have a tough job ahead but in the end the County is no better equipped to do the job only more removed from the results. The recent improvement in our national economy should have spin off resulting in a better commercial environment. There could be less fear in future years of revaluation during a period economic downturn which would saddle residential home owners with additional taxes due to the loss in value of commercial property.

It is my belief that communities that have avoided revaluation for long periods will revalue, establish fair rolls, avoid a takeover of their responsibilities by a higher level of government and in the end protest the interest of their taxpayers. Redistribution of the wealth of this County by State Agencies is best avoided by keeping assessment and tax functions on a local level.

Good old yankee philosophy requires keeping your purse in your own pocket.
R. WARREN FRISINA, L.A.O.
Executive Director

January 7, 1985

To: Ronald F. Poe, Chairman
Westchester 2000 Finance Committee

From: R. Warren Frisina, Executive Director
County Tax Commission

Re: Considerations for the Improvement of Westchester County Assessment Administration

At the last meeting of the Finance Committee at 112 Post Road, White Plains, three options for resolving certain assessment administration problems in Westchester County were discussed. The existence of these problems is evident in some, but by no means all, of the twenty-five towns and cities in the County. During the past few years income property has been effectively revalued by the courts as a result of certiorari cases brought by the property owners. A certiorari proceeding is one in which the property owner, after having exhausted local remedies, may bring a judicial challenge to an assessed value. Our cities, which have large concentrations of income-producing properties, have been especially affected by court decisions which have resulted in the reduction of their tax bases. A collateral problem is that some municipalities have not had a general revaluation or collection of data and update of values for ten years or more; a few have not revalued for twenty or thirty years. During this span of time substantial inequities have crept into many assessment rolls both because of incorrect data and the fact that adjustments for varying rates of real property appreciation have not been made.

There are, in my opinion, three possible approaches to dealing with these difficulties:

1. Maintain the status quo
2. County-wide revaluation at the local level
3. County assessing

I would like to review each of the three in turn.

1. MAINTAIN THE STATUS QUO:

It is ridiculous to identify a problem, as we have done, and then fail to try to resolve it. To maintain the status quo would be to do just that. Our experience with certiorari proceedings over the past few years makes it clear that ignoring them with not make them go away; it serve only to exacerbate the problem. As an example, the City of Yonkers, which, because of its fiscal problems call ill afford further reduction in its tax base, has shown a reduced total taxable value for each of the last three years, primarily due to losses incurred by certiorari proceedings. This is in sharp contrast to most of the other twenty-four municipalities which showed increases. It is obvious that the status quo cannot be maintained if local government is to protect itself from the legal exposure which presently exists. Yonkers, while perhaps an extreme case, is not alone in its dilemma; other municipalities are losing in the courts to owners of income-

Writer Direct Dial Telephone Number 914 285-4325
producing properties. Revaluation (using Article 19 which I will discuss later) and an amendment to state law calling for use of property class ratios rather than equalization rates in certiorari proceedings are two possible solutions.

The maintenance of the status quo also suggests that many of the assessor’s offices in the county will continue to be underfunded and understaffed. Very few of these offices enjoy a budget which provides for all of the resources to cope with state mandates and day-to-day operations in a professional manner. It is had said that in some cases municipal officials do not want the assessor to have the time and staff to conduct a regular review of values for fear of the political impact of value shifts were he or she able to do so. If this is true it would be a sad commentary on our commitment to equitable assessing here in Westchester County.

The state of the art in assessing and mass appraisal has changed dramatically in the past few years. Assessors who are not utilizing data processing to its fullest extent are at a distinct disadvantage. The hours saved by computers vs. manual techniques can be very significant in some cases. For example, the assessor’s annual report which must be filed each year with the state and the county can take from ten to thirty man days if it must be completed by hand. Existing software can do the same work in a few hours if the assessor has kept an up-to-date record of value changes. The difference, of course, could be utilized by the assessor to do studies and review values and pursue similar activities leading to a more equitable assessment roll.

Presently, fourteen of the the twenty-five municipalities in Westchester County are using the Assessment Roll and Levy Module of the New York State Real Property Information System (RPIS) processing on in-house hardware, with private service bureaus or with the State Division of Equalization & Assessment. These series of programs prepare assessment rolls and tax rolls and bills and allow for the maintenance of a data base for each parcel in the municipality. The major problem with the RPIS is that it requires the assessor’s office to prepare paper transaction authority to make changes to the data file in a batch mode and then forward them to be keypunched and run onto the file. Hardcopy of the new data is then produced which must be checked against the original changes submitted. The entire operation could be performed far more expeditiously on a terminal in the assessor's office, a subject to which I will refer presently.

A further reason why we cannot settle for the status quo is that the assessor is at a serious disadvantage in defending certiorari proceedings because the courts require full narrative appraisals of the subject property. It should be pointed out that an assessor uses "mass appraisal"techniques whereby values for a large number of parcels can be produced in a relatively short time. Time, staffing and budget constraints require this approach because there is no realistic way that an assessor could do the same in-depth research on each parcel that is required for a narrative appraisal. Given this disadvantage, and the cost to obtain narrative appraisals from outside sources, it is apparent that assessors must find some way to place more accurate values on the roll initially and thus avoid
certiorari proceedings altogether insofar as possible.

2. REVALUATION AT THE LOCAL MUNICIPAL LEVEL:

The second option to be discussed is revaluation at the local municipal level. I believe that cities and towns which have not revalued recently using computer-assisted mass appraisal systems should do so as soon as possible. I am not unaware of the political reactions associated with this somewhat aggressive solution to our assessment problems. Revaluations have never been popular and there is no reason to suppose that they ever will be. Taxpayers feel threatened and are likely to take out their frustrations on elected officials. There are, nonetheless, two reasons why revaluation may be more acceptable now than has previously been the case.

First, the law no longer requires assessment at full (fair market) value. A consistent or uniform percentage of full value is acceptable. While this change is more cosmetic than anything else, it will prevent the panic that used to ensue when homeowners saw their assessments double or triple as a result of revaluation. Many property owners have only a limited understanding of the fact that it is the level of one’s assessment relative to all other parcels rather than any absolute number which determines the sharing of the tax burden.

Secondly, with the passage of Articles 18 and 19 of the Real Property Tax Law (the former applying only to New York City and Nassau County) in 1981, homeowners may be taxed at a different (and presumably lower) rate than that applied to non-residential properties. Inasmuch as many assessing units are de facto following this practice now (and thus losing one certiorari proceeding after another), the ability to do so legally under Article 19 will permit revaluations without dramatic shifts of the tax burden between the two classes of property. It is, of course, this potential shift that makes revaluation in the conventional sense so unpopular. In order to qualify as an "approved assessing unit" and be permitted to establish differential tax rates a municipality would have to complete a revaluation in accordance with certain standards established by the SDEA. Specifically, a major data collection effort would be required so as to produce an adequate inventory of the essential facts on every parcel in the assessing unit. Admittedly, this would be a time-consuming and expensive project but it would result in a data base which, if kept up-to-date, would assist the assessor in value determination indefinitely. While inter-class tax burden shifts would be avoided by this type of revaluation, there would almost certainly be substantial intra-class shifts in some municipalities. All we can say on this point is that equity demands that parcels that are under-assessed bear an increased share of the tax burden and vice-versa.

If a county-wide revaluation is to be done at the local level it is my opinion that there should be a master contract to which each participating municipality would adhere. Costs would probably be lowered, especially if the county with its high bond rating were to act on behalf of the individual towns and cities. There would also be a standardization of data collection and valuation techniques which we feel would be desirable.
3. COUNTY ASSESSING:

The final option to be considered is that of county assessing whereby all assessment functions would be assumed by the county and the towns and cities would cease to be individual assessing units. A general revaluation under Article 19 would still be a requirement to achieve equity and resolve the certiorari problem. The County Charter requires that a transition to county assessing be approved by a general referendum. Because of local sensitivity to the home rule issue, for such a referendum to succeed it would require as a minimum the wholehearted support of elected municipal officials and a statement on the part of the county that it is willing to accept all assessment responsibilities.

What would the towns and cities lose if assessing were to be transferred to the county level? I believe that local governments would feel that they were losing a measure of control over their own communities and that this move is another example of the trend toward centralizing power at higher levels of government more and more removed from the people whom they are supposed to serve. While this may or may not be a meaningful objection, we must understand that since the establishment of the legislative form of county government, supervisors and mayors probably feel that they no longer have the same influence on county government as in the past and the same ability to affect legislation which concerns their municipalities. It is for this reason that I foresee vigorous resistance to the incursions by county government into areas which are presently under local control. I would speculate that if we still had the board-of-supervisors form of county government today there would already be a county-wide, shared-time data processing network in operation.

***

In summary then, I recommend the following:

1. The status quo in assessment administration and valuation cannot be allowed to continue. All of the problems which are so evident today will be magnified by time and will eventually bring some municipalities to the point at which the entire system threatens to collapse. The time for remedial action is now. It is much easier to prevent a fire than put it out after it has started.

2. County-wide revaluation using a master contract obtained by the county but controlled at the local level is the only way to deal with the certiorari problem. Article 19 must be used to avoid politically unacceptable inter-class shifts in the tax burden.

3. County assessing per se would alleviate many of the administrative problems which exist today such as different criteria of value, varying valuation approaches and inconsistent collection of the required data. However, I do not believe that it is either necessary or desirable. Westchester is fortunate to have relatively well-paid, full-time assessors who are more than capable of dealing with their individual municipalities. I feel sure that they and their communities can agree on the standardization that will be required. In any event, it is unlikely that county assessing
would be a viable alternative from a political standpoint either now or in the foreseeable future.

4. Assessor’s offices must be properly funded and staffed to handle the workload that will be required by revaluation and the ongoing adjustments to assessments that are necessary for an equitable roll. No longer can we take the position that if the property hasn’t sold and there have been no physical changes there is never a reason to change the assessment.

5. Proper funding also implies providing assessors with state-of-the-art equipment and techniques which will allow them to deal with paperwork and reporting requirements as efficiently as possible so as to allow more time for the real business at hand, determination of values. I believe that centralized data processing operated by the county should be available via terminals in every assessor’s office. This goal can be achieved through contractual intermunicipal agreements without any loss of home rule prerogatives by the participating cities and towns. Initially RPIS software would be provided for assessment administration purposes but data base management and even valuation programs are available and could be added as required. A further benefit could be the installation of a geo-data base system which would provide valuable information for almost every department in our towns and cities. Such a system can prepare not only tax maps but also maps showing sewer and water lines, fire hydrants, exact street and road dimensions and a host of additional data. Needless to say, protocols such as passwords would be provided to ensure that information was available only on a “need to know” basis. I do not feel that ensuring the security of a municipality’s files would present any serious problems.

* * *

The purpose of this paper is to provide some background on assessment administration in Westchester County to those who may not have a comprehensive understanding of the issues and problems. I have omitted many of the technical aspects of valuation and deliberately avoided discussion of some of the more emotional aspects of the assessment process. While I have set forth my personal views on the subject, I am well aware that there are many diverse opinions and that all should be considered before any final judgements are made and courses of action planned. I hope that my comments will provide the basis for a positive dialogue which will lead to solutions which will be in the best interests of both taxpayers and government.
TO: FINANCE COMMITTEE MEMBERS  
FROM: LAWRENCE P. HOFFMAN ASSESSOR  
RE: McEVoy REPORT------ REVIEW AND ANALYSIS OF ALTERNATE ASSESSMENT FORMULA

It is my impression that the "Alternate Assessment Formula", will be used to keep assessments current after revaluation by using a historic simple average. The concept of trending is a good one, but it would be more reliable, practical, and fairer to establish these trends after a revaluation from current information.

The law no longer requires assessments to be at full value (100% of Market Value). The present Law says "that assessments must be uniform". This allows the municipalities the right to keep fractional assessment practices, as long as they are uniform for all types of property. Therefore revaluations are no longer needed every year. It would be more practical and desireable to revalue every three (3) to five (5) years to maintain the uniform assessment rule.

Trends can easily be tracted from the date of revaluation. For residential property, sales can be accumulated for each neighborhood, keeping in mind actual trends for location, age, conditions and etc., to produce a realistic picture on what is actually happening to a class within each neighborhood, between neighborhoods, and between the other classes. After a clear picture is established, the trend percentages can easily be applied to each class to keep the assessments fair and uniform.
McEvoy Assessment Formula ....... continued....

For commercial property, income and expense statements can be collected and analysed to establish stabilized norms, which will produce reliable and fair commercial values. The Assessors would be expected to keep the inventory current until the third or fifth year (depending on the span needed to keep assessments uniform) when the trending percentages could be applied. Trending is a good method in keeping assessments uniform without the expense of doing another revaluation. I support the idea of trending by using current information after a revaluation.

From my own observation and experience, it would be very difficult, if not impossible to establish a value for the back years, since many properties have changed by alteration, new construction, demolitions, change in use, and/or rezoning. To reflect a trend from the past, could totally misrepresent the value and further compound the equity issue. To establish a value from an unknown quantity, would distort the entire process. For this process to work, two revaluations would be required; one for 1975 and one for 1985.

The "ALTERNATE ASSESSMENT FORMULA" also restricts Assessors to the income approach only for all classes (except for the residential class). I am opposed to any restrictions to find value. There are three approaches to value. They are:

1. MARKET APPROACH
2. COST APPROACH
3. INCOME APPROACH

Assessors and Appraisers should be allowed to use all three approaches to value. To restrict the Assessor to the Income Approach on the vacant land class (by using a land residual approach) would produce a low land value, which will be well below the market value of the land. This value translated to the entire land class would undervalue the vacant land class. The Law now restricts Assessors to the Income Approach for Condo's and Co-op's, which translates into a defacto exemption for both groups. This exemption varies from 30% to 70% depending on location, type, and age. If, we look at how the Courts in Westchester value commercial property, using the building residual approach (a method developed during the depression years) which has no real
relation to the real market value of the property, the Assessor is further restricted to finding value. The Courts approach gives the commercial property a 30% exemption. These restrictions on value by Laws, approaches and formulas, translates into a higher tax being paid by the RESIDENTIAL CLASS.

"I AM OPPOSED TO ANY RESTRICTIONS TO FIND VALUE"

If Market Value is the standard starting point for all assessments in New York State, then "finding value should not be restricted". If the legislature wants to give an exemption to a class, they should call it an exemption and stop hiding it by restricting approaches to find value.

At the present time, Assessors have a difficult time netting Income and Expense statements from commercial property owners (the legislators in Albany have been reluctant in passing legislation requiring Income and Expense Statements) and it would be next to impossible to get the legislature to give the Assessors the power to review all accounting and bookkeeping records of commercial property owners.

In conclusion, I believe that a trending concept is a good one, but in the reverse way proposed by Mr. McEvoy. Trends should be established after revaluation and applied only after some clear cut trends and patterns have been established. By keeping assessment rolls uniform on a three to five year basis, would eliminate most certiorari problems. I also believe that Assessors and Appraisers should not be restricted or limited in finding value. In fact, the restrictions and limitations now in place should be removed by legislation. Commercial property owners should be required by law to submit annual income and expense statements along with current rent rolls. This would help assure that the commercial values are fair.

Mr. McEvoys trending idea is a good one, and I thank him for his efforts and time spent on this matter.

Respectfully submitted,

Lawrence P. Hoffman
Assessor/Appraiser
Formula for Maintenance of Assessments on a Current Basis

Separate real estate into classifications. Suggested classifications are:

1. Residential: up to four units
2. Residential: over four units
3. Commercial
4. Industrial
5. Vacant land
6. Apartments and condos - uncontrolled
7. Apartments and condos - income controlled

Except for first residential category (4 units or less) use income approach to valuation. Use assessors in each locality familiar with their area, and empowered to see accounting and bookkeeping records, to establish current value on county-wide basis. Next, go back ten years, or as far as possible if entity is newer, and figure percent of change in value. Use that percentage for next year's increase or decrease.

Example:

New assessment for 1985 value: $225,000
" " 1975 $100,000
increase $125,000

The simple average annual increase is 12 1/2% per year

For 1986, the 1985 assessment increases to $253,130 reflecting the average increase of the past 10 years.

When any classification has a dollar total for all property, the moving average simply drops off the earliest year and adds the new year's assessment. Example:

<table>
<thead>
<tr>
<th>Year</th>
<th>1985 Value</th>
<th>1986 Value</th>
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<tr>
<td>1</td>
<td>$100,000</td>
<td>$102,000</td>
</tr>
<tr>
<td>2</td>
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<td>122,000</td>
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<tr>
<td>10</td>
<td>129,000</td>
<td>132,741</td>
</tr>
<tr>
<td></td>
<td>$1,120,000</td>
<td>$1,152,741</td>
</tr>
</tbody>
</table>

= assessment automatically increased by 2.9%

Average annual increase 2.9% per year. Next year's increase would be 3.07%
For residential units under four, assessments should be made on resale values... The moving average would simply have new values plugged in as added to rolls.

The controlled apartments and condos should be allowed to go on the free market as the primary lessee vacates the premises. Then the assessed value would be based on resale values. This would eventually erase the hidden tax subsidy tenants/owners in rent-controlled dwellings enjoy.

Consideration should be made for the fact that a home owner in Pound Ridge, for example, will have much less need of municipal services than tenants in a rent-controlled apartment in South Mt. Vernon; even though, both pieces of real estate may be valued equally.
January 22, 1985

To: Larry Hoffman, Assessor

From: R. Warren Frisina

Subject: Proposal by Mr. P. McAvoy relative to Classified Assessing.

It is apparent that Mr. McAvoy in his desire to reduce the exposure of local government from the ravages of certiorari proceedings that he did suggest a classified assessing procedure. What Mr. McAvoy did not realize was the that to institute a classified assessment procedure, even though there may exist a defacto system at present, can only exacerbate the problem not resolve it. Relief in my opinion will be short lived and to prove my point look at the problems that presently exist in New York City and Nassau County who have only four classes of property and a limitation imposed on the ratio to be used in certiorari proceedings. I also point out that the State of Missouri has reported problems when they instituted class assessing on a state wide basis. Missouri started with 6 classes of property and now have in excess of 20 when you include all of the sub-classes.

There exists a vehicle in the present laws of this state which I believe would mitigate our assessing problems and reduce our exposure considerably in certiorari proceedings. Certiorari proceedings I think would be relegated to real issues of value differences. That vehicle is Article 19 of the Real Property Tax Law. Article 19 provides for two classes of property in towns and cities outside of New York City and Nassau County. The two classes of property are residential and non residential. This particular article provides qualifying municipalities to maintain the tax shares each class of property was paying prior to a revaluation. That means if the non-residential properties were paying more than there share of the tax burden prior to a revaluation they would continue to do so. The residential properties would continue to pay at the same level prior to the revaluation. What does this do? All this activity under Article 19 prohibits the shifting of the tax burden from one class of property to another. In this instance from the non-residential to the residential.

The stumbling block to exercising this opportunity is the requirement that the entire town be revalued. Revaluation is anathema to elected officials. I do believe that this fear is overated and can be reduced if studies were made to determine what the anticipated shift of taxes might be. Once this tax shift has been identified and a plan developed that would mitigate the shift then it can be demonstrated to the public so that their support can be developed to reduce the fears elected officials have about revaluation. I do believe that the failure to revalue and utilize the Homestead Exemption to prevent the shift of taxes from one property class to another is going to be a missed opportunity.
McEvoy Report--------REVIEW AND ANALYSIS BY ASSESSORS OF WESTCHESTER COUNTY.....

Each Assessor in Westchester County was asked to objectively review and comment on the McEvoy alternate Assessment Formula. Letters were sent to 24 Assessors and Warren Frisina (letter attached), asking them to review the formula and evaluate with specific emphasis on the following:

1. Is the Formula practical?
2. If not, what would make it practical?
3. Is the formula acceptable?
4. If not, what would make it acceptable?
5. Problems with Formula?
6. What are the advantages?
7. Any and all comments on the proposal.

Many of the Assessors commented by telephone, some by hand written notes and others in a formal letter.

TOWN OF BEDFORD – No reply as of today's date
TOWN OF CORTLANDT – Assessor Dal D'Onofrio——by phone
1. Not practical unless a revaluation is done
2. Would not work in his community under present assessment procedure.
3. Acceptable if a revaluation takes place
4. Believes some type of system can be worked out, but believes that 10 years is not practical
McEvoy Report continued......

LEWISBORO  Assessor Gordon Washburn by telephone-----
1. Not a good system
2. Not practical
3. Not acceptable
4. Too many problems - system does not take trends of the market place
5. Too simple and believes that system is not workable

HARRISON  Assessor James Calandruccio by telephone-----
1. Not practical - will not work
2. Not acceptable
3. Too many problems
4. No advantages and will actually be a disadvantage

"LETTER WITH SPECIFIC OBJECTIONS TO BE SENT"

YONKERS  Assessor Mike Muro by telephone-----
1. Not practical
2. Too many problems
3. Not acceptable
4. Not workable --- too complicated and would actually increase certioraris.
5. Leaves out the judgement factor of assessors

NEW ROCHELLE  Assessor Robert Osias by telephone-----
1. Not in favor of formula
2. Does not understand process and believes that it is not workable.
3. Believes that records are confidential
4. Does not see any advantages
NEW CASTLE
Assessor Robert Scopelliti by telephone----

1. Does not understand it
2. Totally disagrees with formula---says that it will not provide equity
3. Not practical and not workable
4. Says that nothing will make it practical
5. Says that it will create too many problems
6. Believes it is oversimplified

MOUNT KISCO
Assessor Robert Scopelliti by telephone----

"SAME AS ABOVE"

Adviser John Walsh by telephone----Letter to Follow"

1. Does not understand it
2. Not needed---feels present law will handle problem
3. Feels that county needs uniform rules
4. Feels assessors should set up their own program and work with legislators

SCARSDALE
Assessor Vincent Pagliaro by telephone----

1. Not practical
2. Not acceptable
3. Mentioned that the Town of Islip used this type of system and it failed
4. Feels it is too complicated and will create too many problems
5. No advantage

WHITE PLAINS
Assessor Elliot Glaser by telephone----

1. Not practical
2. Not acceptable and not workable
3. Feels that there will be a problem with legislature by suggesting a third system.
4. Sees some advantages to a gradual change in assessments "laws must be changed"
5. Sees too many administrative problems with formula
<table>
<thead>
<tr>
<th>Location</th>
<th>Name</th>
<th>Method</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>SOMERS</td>
<td>Karl Gentili</td>
<td>Assessor by telephone</td>
<td>&quot;NO REPLY AT THIS TIME&quot;</td>
</tr>
<tr>
<td>PEEKSKILL</td>
<td>John Lancaster</td>
<td>Assessor by telephone</td>
<td>1. Believes the formula is not that bad</td>
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<td></td>
<td></td>
<td></td>
<td>2. Plan undates information</td>
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<td>3. Yes acceptable</td>
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<td></td>
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<td></td>
<td>4. Some local problems with applying percentages</td>
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<td>OSSINING</td>
<td>Albert Wilson</td>
<td>Assessor by telephone</td>
<td>1. Not practical</td>
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<td></td>
<td></td>
<td></td>
<td>2. Feels it is not acceptable</td>
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<td>PELHAM</td>
<td>Anthony DeBellis</td>
<td>Assessor by hand written note</td>
<td>1. Not acceptable</td>
</tr>
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<td>RYE TOWN</td>
<td>Kenneth White</td>
<td>Assessor</td>
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<tr>
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<td>David Morgan</td>
<td>Assessor</td>
<td>&quot;NO REPLY AS YET&quot;</td>
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<td>Marion Woods</td>
<td>Assessor by telephone</td>
<td>&quot;letter to follow&quot;</td>
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<td></td>
<td></td>
<td></td>
<td>1. Not Acceptable</td>
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<td></td>
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<td>2. Not workable</td>
</tr>
<tr>
<td>MOUNT VERNON</td>
<td>John Snetzko</td>
<td>Acting Assessor</td>
<td>&quot;NO REPLY AS YET&quot;</td>
</tr>
</tbody>
</table>
MOUNT PLEASANT
Antonia G. Murphy by letter see attached
1. Not acceptable see letter

POUND RIDGE
Saul Horne Assessor by notes——
1. Not acceptable
2. Sees too many problems with system

P.S. As of 2/6/85, the Assessor from Rye Town, Kenneth White and Karl Gentli, Assessor from the Town of Somers have indicated that they are opposed to the "alternate assessment formula."

Note: All notes and letters received are attached.
TO: Ronald Poe  
FROM: Stephen Hunt  

SUBJECT: The feasibility of Westchester County lending its Aaa credit rating to the political sub-divisions of the County.

From a legal standpoint, the loaning of credit from one entity to another is a violation of the New York State Constitution, specifically Article VIII, Sections 1 and 2 and the Local Finance Law, Sections 100 and 101. As the attachments show, the loaning of credit if it were legally possible, would increase the tax levy overall in the County and not reduce it as anticipated.

Attachment 1 shows the credit ratings of the municipal entities in Westchester per Moody's rating service. The weighted credit rating of these entities as a whole with Westchester removed is approximately A/Al.

What would be the effect of such a loan by Westchester County? In all probability, the County's credit rating would be lowered to a Aa. The guarantee of such a large amount of debt could have no other effect. On an average the lowering of the credit rating would cost Westchester approximately .35% on their Bond Issues. This would add approximately $6.4 million to the debt service of the County's Bond Issues of the next five years (estimated at $35,000,000 per year).

The other sub-divisions would enjoy a savings as a result of having their rating moved up to a Aa. The savings would be approximately $3.6 million over a comparable time frame. The net cost to the County's taxpayers would be $2.8 million (see attachment 2).

Based upon this analysis it is my opinion that this issue should be dropped from the Task Force's agenda and not be the focus of further study.

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<th>Municipality</th>
<th>Westchester Credit Ratings</th>
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<td>County of Westchester</td>
<td>AAA</td>
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<tr>
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WESTCHESTER COUNTY
Outstanding Long-Term Indebtedness

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<tr>
<th>Year</th>
<th>Amount</th>
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<td>$77,025,587</td>
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<td>1975</td>
<td>108,505,264</td>
</tr>
<tr>
<td>1976</td>
<td>100,234,940</td>
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<tr>
<td>1977</td>
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<tr>
<td>1978</td>
<td>144,940,294</td>
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<td>1979</td>
<td>145,757,970</td>
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<tr>
<td>1980</td>
<td>132,175,647</td>
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<tr>
<td>1981</td>
<td>141,728,323</td>
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<tr>
<td>1982</td>
<td>195,276,000</td>
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<tr>
<td>1983</td>
<td>222,991,000</td>
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<tr>
<td>1985 - 89</td>
<td>35,000,000 (Estimated Annual Issuance)</td>
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Estimated Long-Term Indebtedness of Political Sub-divisions within Westchester County

<table>
<thead>
<tr>
<th>Year</th>
<th>Amount</th>
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<tr>
<td>1975</td>
<td>$285,236,347</td>
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<tr>
<td>1976</td>
<td>320,394,759</td>
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<td>1979</td>
<td>359,765,659</td>
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<tr>
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<td>352,883,836</td>
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<tr>
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<td>328,908,819</td>
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<td>1983</td>
<td>327,101,097</td>
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<tr>
<td>1985 - 89</td>
<td>20,000,000 (Estimated Annual Issuance)</td>
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Cost Computation

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<th>Rating</th>
<th>Yield (5 year avg. yields)</th>
<th>Notes</th>
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<tr>
<td>AAA</td>
<td>8.76%</td>
<td>Westchester County Currently</td>
</tr>
<tr>
<td>AA</td>
<td>9.11%</td>
<td>After Constitutional Changes</td>
</tr>
<tr>
<td>A/Al</td>
<td>9.45%</td>
<td>Others Currently</td>
</tr>
</tbody>
</table>

Net Annual % Gain (Loss)

- Westchester County: (.35%)
- Others: .34%

Cost Savings (Loss) 1985-1989

- Westchester County: ($6,400,000)
- Others: 3,570,000
- Net Loss: ($2,830,000)
Westchester 2000
Intergovernmental Relations Task Force
Finance Committee

December 3, 1984

TO: Mr. Ronald F. Poe
Finance Committee Chairman

FROM: Joseph P. Gulia

SUBJECT: Westchester County's Assistance to Municipalities

The City/County Task Force Report issued in April 1984 stated that "The municipalities are interested in loan arrangements that would benefit the cities by enabling utilization of the County's bond ratings." However, from a legal standpoint, the loaning of credit from one entity to another is not permitted under the New York State Constitution, specifically Article VIII, Sections 1 and 2 and the Local Finance Law, Sections, 100 and 101, namely:

"No municipality, school district or district corporation shall:

1. Give or loan its credit to or in aid of any individual, or public or private corporation or association, or private undertaking, or

2. Contract indebtedness expect for the purposes of such municipality, school district or district corporation."

In addition, from a financial viewpoint, it would not be feasible for the County to lend its AAA credit rating to the political sub-divisions within the County. Attachments #1 and #2 indicate that even if State Laws were changed, the overall real estate tax levy in the County would increase.

However, there are other significant ways in which the County could assist the political sub-divisions within the County. Some of the significant areas where assistance can be rendered include:

1. The pooling of monies for investment purposes.

2. Establishing an employee benefits municipal trust for employee health benefits.

3. Participating in the County's Deferred Compensation plan.
4. Combining for worker's compensation benefits on a shared cost basis.

5. The development and implementation of property tax assessment and certiorari assistance programs.

6. The pooling of the purchase of property, casualty and liability insurance and the review of risk management procedures.

7. Assuming the civil service responsibility for the cities that have their own commission and providing for more standardization and transferability within civil service throughout the entire County.

8. Providing input related to bond and note issues, effective cash management, and other financial analyses.

Joseph P. Giulia
APPENDIX "E"
October 3, 1984

**COUNTY, TOWN/CITY, SCHOOL TAX BURDEN PER CAPITA**

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>POPULATION</th>
<th><strong>COUNTY</strong></th>
<th>TOWN/CITY</th>
<th>*SCHOOL</th>
<th>PER CAPITA TOTAL</th>
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</thead>
<tbody>
<tr>
<td>Bedford</td>
<td>15,137</td>
<td>$272.60</td>
<td>$294.30</td>
<td>$904.50</td>
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<tr>
<td>Cortlandt</td>
<td>35,705</td>
<td>236.30</td>
<td>343.98</td>
<td>810.50</td>
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<td>Eastchester</td>
<td>32,648</td>
<td>176.70</td>
<td>404.88</td>
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<td>412.49</td>
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<td>376.60</td>
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<td>Mamaroneck</td>
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<td>434.50</td>
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<td>190.89</td>
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<td>230.50</td>
<td>345.90</td>
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<td>1,787.69</td>
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*Average of all school districts in each municipality.

**Special District levies are not included.

Note: 1. Village Taxes are not included in these calculations
2. Adjustment for Yonkers Sales Tax Plan not included.
APPENDIX "F"
### 4% Uniform Westchester County Sales Tax Proposal

1-1/2% To Westchester County Government
2-1/2% to Allocated to Towns and Cities as Shown Below

<table>
<thead>
<tr>
<th>City/Town</th>
<th>Population</th>
<th>% of Population</th>
<th>1st $100MM (1-1/4%)</th>
<th>2nd $100MM (1-1/4%)</th>
<th>Full Valuation of $67,000,000</th>
<th>Allocation of $100MM (1-1/4%)</th>
<th>Allocation of Total $200MM (Sum of Col. A, B, C)</th>
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<td>1,500,800</td>
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<td>6.09</td>
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<td>-</td>
<td>-</td>
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<tr>
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<td>22,540,000</td>
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<td>3,680,000</td>
<td>-</td>
<td>-</td>
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<td><strong>866,599</strong></td>
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<td><strong>100,000,000</strong></td>
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<td><strong>15,273,447,352</strong></td>
<td><strong>100.00</strong></td>
<td><strong>67,000,000</strong></td>
</tr>
</tbody>
</table>

*Except cities of Peekskill and Rye.*

---

Joseph P. Golia  
January 24, 1985  
Westchester 2000 - Finance Committee
## SUMMARY OF VARIOUS SALES TAX PROPOSALS (1)

<table>
<thead>
<tr>
<th>Plan Jurisdiction</th>
<th>Local</th>
<th>County</th>
<th>S/T</th>
<th>State/MTA</th>
<th>Total</th>
<th>Effective(2)</th>
<th>Sales Tax Receipts</th>
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<tbody>
<tr>
<td>EXISTING:</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mt. Vernon</td>
<td>2.5%</td>
<td>1.5%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
<td>2.5%</td>
<td>$6,000,000</td>
</tr>
<tr>
<td>New Rochelle</td>
<td>1.5%</td>
<td>1.5%</td>
<td>3.0%</td>
<td>4.25</td>
<td>7.25%</td>
<td>1.5</td>
<td>5,880,000</td>
</tr>
<tr>
<td>White Plains</td>
<td>1.5%</td>
<td>1.5%</td>
<td>3.0%</td>
<td>4.25</td>
<td>7.25%</td>
<td>1.5</td>
<td>15,480,000</td>
</tr>
<tr>
<td>Yonkers</td>
<td>2.5%</td>
<td>1.5%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
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<td>24,400,000</td>
</tr>
<tr>
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<td>5.75%</td>
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</tr>
<tr>
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<td></td>
<td></td>
<td></td>
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</tr>
<tr>
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<td>Village Officials:</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
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<td>2.5%</td>
<td>1.5%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
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<td>$6,000,000</td>
</tr>
<tr>
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<td>1.5%</td>
<td>3.0%</td>
<td>4.25</td>
<td>7.25%</td>
<td>1.5</td>
<td>5,880,000</td>
</tr>
<tr>
<td>White Plains</td>
<td>1.5%</td>
<td>1.5%</td>
<td>3.0%</td>
<td>4.25</td>
<td>7.25%</td>
<td>1.5</td>
<td>15,480,000</td>
</tr>
<tr>
<td>Yonkers</td>
<td>2.5%</td>
<td>1.5%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
<td>2.5</td>
<td>24,400,000</td>
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<td>3.0%</td>
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<td>7.25%</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
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<td>Mt. Vernon</td>
<td>1.0%</td>
<td>3.0%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
<td>4.8%</td>
<td>$11,628,000</td>
</tr>
<tr>
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<td>3.0%</td>
<td>3.0%</td>
<td>4.25</td>
<td>7.25%</td>
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<td>3.0%</td>
<td>3.0%</td>
<td>4.25</td>
<td>7.25%</td>
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<td>6,504,000</td>
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<tr>
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<td>3.0%</td>
<td>4.25</td>
<td>8.25%</td>
<td>3.8</td>
<td>36,808,000</td>
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<td>3.0%</td>
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<td>7.25%</td>
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<td></td>
<td></td>
<td>3.2%</td>
<td>120,000,000</td>
</tr>
<tr>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
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<td></td>
<td></td>
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<td></td>
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</tr>
<tr>
<td>Gulia:</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mt. Vernon</td>
<td>4.0%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
<td>4.5%</td>
<td>4.5%</td>
<td>$10,690,000</td>
</tr>
<tr>
<td>New Rochelle</td>
<td>4.0%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
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<td>13,070,000</td>
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<tr>
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<td>4.0%</td>
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<td>4.25%</td>
<td>8.25%</td>
<td>1.8</td>
<td>1.8</td>
<td>18,320,000</td>
</tr>
<tr>
<td>Yonkers</td>
<td>4.0%</td>
<td>4.0%</td>
<td>4.25%</td>
<td>8.25%</td>
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<td>1.5</td>
<td>120,000,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$320,000,000</td>
</tr>
</tbody>
</table>

**FOOTNOTES:**
(1) To facilitate comparison, all amounts are taken directly from, or extrapolated from, Joseph Gulia's 1/25/85 Sales Tax Proposal. Total sales are as follows:
- Mt. Vernon: $240 million
- New Rochelle: $392 million
- White Plains: $1,032 million
- Yonkers: $976 million
- Others: $5,360 million
- $8,700 million

(2) Effective Rate = Sales Tax Receipts / Sales

(3) Amounts reflect the plan's results at the expiration of the 5 year hold harmless provision for White Plains.

Prepared by:
Kevin D. Fish
2/7/85
### Summary of Various Sales Tax Proposals (1)

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Existing Effective Rate (2)</th>
<th>Existing Sales Tax Receipts</th>
<th>Village Officials</th>
<th>County (3)</th>
<th>Increase (Decrease) From Existing</th>
<th>Golia</th>
<th>Increase (Decrease) From Existing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mt. Vernon</td>
<td>2.5%</td>
<td>$6,000,000</td>
<td>2.5%</td>
<td>$6,000,000</td>
<td>4.8%</td>
<td>$11,628,000</td>
<td>$5,628,000</td>
</tr>
<tr>
<td>New Rochelle</td>
<td>1.5</td>
<td>5,880,000</td>
<td>1.5</td>
<td>5,880,000</td>
<td>2.5</td>
<td>9,804,000</td>
<td>3,924,000</td>
</tr>
<tr>
<td>White Plains</td>
<td>1.5</td>
<td>15,480,000</td>
<td>1.5</td>
<td>15,480,000</td>
<td>0.6</td>
<td>6,504,000</td>
<td>(8,976,000)</td>
</tr>
<tr>
<td>Yonkers</td>
<td>2.5</td>
<td>24,400,000</td>
<td>2.5</td>
<td>24,400,000</td>
<td>3.8</td>
<td>36,808,000</td>
<td>12,408,000</td>
</tr>
<tr>
<td>Others</td>
<td>1.5</td>
<td>80,400,000</td>
<td>1.5</td>
<td>80,400,000</td>
<td>1.3</td>
<td>67,416,000</td>
<td>67,416,000</td>
</tr>
<tr>
<td>County</td>
<td>1.5</td>
<td>120,000,000</td>
<td>1.5</td>
<td>120,000,000</td>
<td>1.5</td>
<td>120,000,000</td>
<td>120,000,000</td>
</tr>
<tr>
<td>Total</td>
<td>2.1%</td>
<td>$171,760,000</td>
<td>3.2%</td>
<td>$252,160,000</td>
<td>3.2%</td>
<td>$252,160,000</td>
<td>$80,400,000</td>
</tr>
</tbody>
</table>

**Footnotes:**

1. To facilitate comparison, all amounts are taken directly from, or extrapolated from, Joseph Golia's 1/25/85 Sales Tax Proposal. Total sales are as follows:
   - Mt. Vernon: $240 million
   - New Rochelle: $392 million
   - White Plains: $1,032 million
   - Yonkers: $976 million
   - Others: $5,360 million
   - Total sales: $8,000 million

2. Effective Rate = Sales Tax Receipts / Sales

3. Amounts reflect the plan's results at the expiration of the 5 year hold harmless provision for White Plains.

Prepared by:
Kevin D. Fish
2/1/85
1985-86
NEW YORK STATE EXECUTIVE BUDGET PROPOSALS

SUPPLEMENTAL STATE TARGETTED ASSISTANCE PROGRAM AND OTHER GENERAL PURPOSE AID INITIATIVES
SUPPLEMENTAL STATE TARGETTED ASSISTANCE PROGRAM
AND OTHER GENERAL PURPOSE AID INITIATIVES

The 1985-86 Executive Budget proposes a basic reform in programs of general purpose State aid to local governments:

- The Supplemental State Targetted Assistance to Eligible Localities (SST aid) program proposed in the Budget will provide $15.8 million to localities with demonstrated fiscal need. Such need would be measured by high tax effort, low wealth, and for counties, high unemployment and a high level of dependent population.

- State Revenue Sharing (SRS), funded at the current $800.9 million level, would be updated by using the higher of 1970 or 1980 populations in determining the allocation of aid.

- The combined aid that localities receive from the updated SRS and the new SST aid program during the first year of this program will not be less than the amount they currently receive from SRS. This transition payment provision requires funding of $5.9 million.

- In addition, the following general aid programs, totalling $160.6 million but now subject to annual reauthorization through Budget appropriations, would be made permanent: Special City, Town, Village Aid ($96.4 million); Emergency Financial Aid to certain cities ($28 million); and Emergency Financial Assistance to Eligible Municipalities ($36.2 million).

Purpose and Need

In total, the Executive Budget will provide over $1 billion in general purpose aid to local governments in 1985-86. Over the years, general purpose aid has provided local governments with the fiscal discretion and flexibility to carry out essential public services. In addition, the State has also substantially reduced the fiscal pressures upon many local governments by assuming the financial responsibility for certain locally administered programs. For example, New York City and the counties have received over $750 million in savings from the first two years of the Long-Term Care Takeover and receive over $100 million in savings annually from the State assumption of the local share of SSI. And, the State takeover of the courts continues to provide over $200 million annually in savings to cities and counties.

In combination, general purpose aid and State takeovers provide over $1.5 billion of financial assistance and savings to local governments, thereby helping them provide essential public services and reducing pressures for tax increases.
The Executive Budget recognizes that in light of the State's limited resources, and its ongoing commitment of substantial financial assistance to localities, additional aid must be directed to only those local governments who are most in need. Therefore, this Budget includes a targeted general assistance program which will provide those municipalities with further help to stabilize taxes and maintain critical public services.

Supplemental State Targeted Assistance

The 1985-86 Executive Budget recommends $45.8 million in funding for this new targeted assistance program.

State Revenue Sharing and other State aid programs now provide a total of $961.5 million in unrestricted State aid to all localities. These ongoing aid programs provide an important revenue source for localities. Certain cities, counties, towns and villages, however, still exhibit a significant level of need for additional aid. Stagnant or slowly growing tax bases, combined with demands for critical public services have generated excessive tax burdens in some municipalities. In fact, some localities have little remaining taxing authority.

In addition, some counties have not fully recovered from the recession. They are financially burdened by a high percentage of the population receiving public assistance and rapidly growing social service caseloads. Localities with these conditions are often in a competitive disadvantage vis-a-vis more economically vigorous areas, and therefore are experiencing further erosion of their tax bases.

The State recognizes it has an obligation to these areas, but recognizes as well that other localities do not merit additional aid. Targeting State assistance to localities that have low wealth and high taxes and, in the case of counties, high levels of dependent population and a high rate of unemployment, will help ensure the continued provision of essential public services in these communities. In addition, providing SST aid annually to selected localities may help to avert future financial crises, stabilize local taxes and thereby stimulate economic growth.

- Needs Criteria

SST aid will be distributed only to localities that meet certain tests of demonstrated need. These measures gauge the fiscal health of local governments and provide the best set of criteria to identify localities in need of additional assistance. To be eligible for aid, counties, cities, towns, and villages must meet each of the pertinent criteria, as illustrated below:
Needs Criteria

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<thead>
<tr>
<th>County</th>
<th>City</th>
<th>Town</th>
<th>Village</th>
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<td>X</td>
<td>X</td>
</tr>
<tr>
<td>High Property Tax Rate</td>
<td>X</td>
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<td>X</td>
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<tr>
<td>High Tax Limited Exhausted</td>
<td>X</td>
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<td></td>
</tr>
<tr>
<td>Low SRS Growth under Update</td>
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<td>X</td>
</tr>
<tr>
<td>High Unemployment</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>High Caseload Growth</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High % Dependent Population</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Appendix I describes these measures more fully.

The data used to measure all of these criteria will be certified by the relevant State agency. For example, Audit and Control will certify all local financial information.

Under this program, in 1985-86, approximately 25 percent of all localities would be eligible to receive aid. We estimate that 6 counties, 30 cities, 235 towns and 136 villages would be eligible for aid using these criteria.

Funding and Apportionment

Of the funds made available in 1985-86 for this program, $10 million will be distributed to eligible counties, $27.5 million to cities, $5.5 million to towns and $2.7 million to villages. As with the needs criteria, aid allocation formulas were designed to be pertinent to each class of local government.

For counties, aid will be apportioned based on each county's share of the total Home Relief and Aid to Families with Dependent Children caseload in those counties. No county will be eligible to receive more than two-thirds of the available funds allocated to counties.

Aid to eligible cities and villages will be based on the population of each, adjusted for the percent of tax limit exhausted. Town aid will be apportioned solely on the basis of population.

State Revenue Sharing Update and Transition Payments

The State Revenue Sharing program provides moneys to all local governments in the State regardless of their fiscal condition. This aid is distributed currently on the basis of 1970 population, class of government, and local property wealth. Localities have come to rely on this aid as a reliable, predictable revenue source. Therefore, the budget proposes no major changes in the basic formula.
However, because some local officials have urged that recent population shifts be reflected in the distribution of aid, the Budget recommends that State Revenue Sharing allocations be based on the higher of 1970 or 1980 populations. This approach will allow the State to provide additional aid to localities with reported population gains in the last decade, while protecting, to a degree, municipalities -- mostly large urban centers -- that have reportedly lost population, but must still provide essential public services.

Because the SRS program would remain at its current $800.9 million, some municipalities will receive slightly less general purpose aid even when aid provided by the updated State Revenue Sharing program is combined with aid provided by the new SST aid program. Accordingly, to allow municipalities a reasonable amount of time to adjust their budgets and financial plans to the new level of aid, the Budget includes $5.9 million for transition payments in 1985-86. This aid will fully protect these localities from any aid reductions in 1985-86. These payments will be gradually phased-out over three years, during which time localities will be able to make a smooth transition to their new level of aid. In 1986-87, localities will receive one-half of their transition payment amount and in 1987-88, these payments will be eliminated.

Maintenance of Other General Aid Programs

Other State programs that provide general purpose aid to localities have been annually reauthorized since their enactment. Because localities have come to depend on this aid and because its elimination would cause serious budget problems, the 1985-86 Executive Budget recommends that these programs be made permanent in the State Finance Law. The following programs would be included:

- Special City, Town, Village Aid: Special City, Town, Village Aid is general purpose aid program, first enacted in 1981-82, that provides $96.4 million in financial assistance to all cities, towns and villages.

- Emergency Financial Aid to Certain Cities: Emergency Financial Aid to Certain Cities provides $28 million in general purpose aid to cities with populations greater than 100,000 but less than 1 million. This program also known as "Overburden Aid", was first enacted in 1975 as a temporary emergency measure that recognized the burden that a high level of tax exempt property places on certain cities. Overburden aid accounts for a significant portion of the revenue of eligible cities.

- Emergency Financial Assistance to Eligible Municipalities

Since 1979-80, emergency aid has been provided to certain municipalities including Erie County, Buffalo, Niagara Falls, and Yonkers. In 1980-81, this aid was extended to Syracuse and Rochester. It is currently funded at $36.2 million.
Financial Requirements and Implications

The following chart shows the level of Revenue Sharing funding received by each class of government under updated SRS, Supplemental State Targetted aid, the amount of transition payments required, and total new aid (including updated Revenue Sharing and Supplemental State Targetted Assistance):

($ millions)

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<th></th>
<th>Current SRS</th>
<th>Updated SRS</th>
<th>SST</th>
<th>Transition Payments</th>
<th>Total</th>
<th>Difference vs. Total</th>
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<td>0</td>
<td>484.9</td>
<td>.9</td>
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<td>27.5</td>
<td>1.2</td>
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<td>23.9</td>
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<td>$800.9</td>
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<td>$852.6</td>
<td>$51.8</td>
</tr>
</tbody>
</table>

When SST aid is combined with the SRS update and transition payments, over one-half of all local governments will receive more aid than they currently receive under SRS. All others will receive the same in 1985-86 as they do at present.

Accompanying this paper is a breakdown of the estimated aid amounts of individual localities. These amounts are based on tentative data that is reported by localities to the State and is subject to verification. These programs, combined with the other local assistance programs, would provide over $1 billion in general purpose aid in 1985-86, as follows:

**General Purpose Aid ($ million)**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Revenue Sharing</td>
<td>$800.9</td>
</tr>
<tr>
<td>Supplemental State Targetted Assistance</td>
<td>45.8</td>
</tr>
<tr>
<td>Transition Payments</td>
<td>5.9</td>
</tr>
<tr>
<td>Special City, Town, Village Aid</td>
<td>96.4</td>
</tr>
<tr>
<td>Emergency Financial Aid to Certain Cities</td>
<td>28.0</td>
</tr>
<tr>
<td>Emergency Financial Assistance to Eligible Municipalities</td>
<td>36.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,013.2</strong></td>
</tr>
</tbody>
</table>

The payment schedules for the updated SRS and the existing other local government aid programs will remain unchanged under this proposal. Most localities will receive the new SST aid in December 1985. However, to ensure that no locality experiences a reduction in SRS in its current local fiscal year, certain cities will receive an accelerated aid payment in June 1985. This acceleration of aid is required to prevent local revenue shortfalls because these cities have already budgeted their SRS for local fiscal years 1984-85.
APPENDIX I

Explanation of Measures of Need

Cities, Towns and Villages

Low Full Value: 1982 per capita full value less than or equal to $19,637 -- the threshold used in an updated SRS formula to provide additional aid.

High Tax Rate: For cities, average 1981 through 1983 full value tax rate greater than or equal to the median tax rate of all cities. For towns and villages average 1980 through 1982 tax rates greater than or equal to each class median tax rate.

High Tax Limit Exhausted: For cities, average 1981 through 1983 tax limit exhausted greater than or equal to 50 percent; for villages, average 1980 through 1982 tax limit exhausted greater than or equal to 50 percent.

Low SRS Growth: Localities that receive less than or equal to 10 percent in additional SRS under an update.

Counties

Unemployment Rate: An average unemployment rate, for the October 1983 to September 1984 period, that is above the State average.

Home Relief Caseload: An increase in the Home Relief caseload from the 1982 average to May 1984 that is above 50 percent.

Dependent Population: An average percent of the population on Home Relief and Aid to Families With Dependent Children, for the May 1983 to April 1984 period, that is above the State average.

Note: Except for low SRS growth, these factors will be updated every year. For example, in 1986-87, for cities, 1982 through 1984 tax rate information will be used rather than 1981 through 1983 tax rates.

Verification

The Commissioner of Labor will verify employment data, the Commissioner of Social Services will verify caseload and dependent population data and the State Board of Equalization and Assessment will verify information regarding equalization rates and State Revenue Sharing. The State Comptroller will verify all other information including the determination of eligible municipalities and aid distributions.
COMPARISON OF CURRENT AID
VERSUS ESTIMATED TOTAL AID UNDER
THE GOVERNOR'S PROPOSAL

The 1985-86 Executive Budget proposes a basic reform in programs of general purpose aid to local governments. The new Supplemental State Targetted Assistance (SST aid) program provides $45.8 million in financial assistance to local governments with demonstrated need. State Revenue Sharing (SRS) will be updated by using the higher of 1970 or 1980 populations in determining the allocation of aid, and will be funded at the current $800.9 million level. Localities will also receive transition payments totalling $5.9 million, if their combined aid from the updated SRS and the new SST aid program is less than the amount they currently receive from SRS.

The attached table shows for each local government: the current amount of SRS received (1984 SRS); the SRS amount each receive in 1985 under the proposed update (ESTIMATED UPDATED SRS); transition payments that will be paid in 1985 (TRANSITION PAYMENTS); the combined aid amount in 1985 for the updated SRS, SST aid and transition payments (ESTIMATED TOTAL AID FOR 1985); and the increase in aid for 1985, compared to the 1984 SRS amount (INCREASE FROM 1984 TO 1985).

Note: All aid amounts for 1985 are based on tentative data that will be subject to verification by relevant State agencies.
<table>
<thead>
<tr>
<th>Towns</th>
<th>Population 1970</th>
<th>Population 1980</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Evanston</td>
<td>10,345</td>
<td>14,762</td>
<td>43.4%</td>
</tr>
<tr>
<td>Glenview</td>
<td>12,873</td>
<td>16,500</td>
<td>27.8%</td>
</tr>
<tr>
<td>Hinsdale</td>
<td>6,123</td>
<td>8,781</td>
<td>43.3%</td>
</tr>
<tr>
<td>Highland</td>
<td>11,610</td>
<td>14,050</td>
<td>21.7%</td>
</tr>
<tr>
<td>Hoffman</td>
<td>8,345</td>
<td>10,075</td>
<td>20.9%</td>
</tr>
<tr>
<td>Hoffman</td>
<td>8,345</td>
<td>10,075</td>
<td>20.9%</td>
</tr>
<tr>
<td>Palatine</td>
<td>5,100</td>
<td>6,600</td>
<td>29.8%</td>
</tr>
<tr>
<td>Riverside</td>
<td>8,475</td>
<td>10,000</td>
<td>18.5%</td>
</tr>
<tr>
<td>Willowbrook</td>
<td>9,250</td>
<td>11,000</td>
<td>19.1%</td>
</tr>
</tbody>
</table>

**Comparison of Current Aid**

**Estimated Total Aid Under the Corporation's Proposal**

**Current Aid**

- Evanston: $12,000
- Glenview: $13,500
- Hinsdale: $7,800
- Highland: $10,200
- Hoffman: $8,700
- Palatine: $6,200
- Riverside: $8,500
- Willowbrook: $9,300

**Estimated Total Aid**

- Evanston: $14,000
- Glenview: $16,000
- Hinsdale: $8,000
- Highland: $12,000
- Hoffman: $10,000
- Palatine: $7,000
- Riverside: $9,500
- Willowbrook: $10,500
## COMPARISON OF CURRENT AID VS ESTIMATED TOTAL AID UNDER THE GOVERNOR'S PROPOSAL

<table>
<thead>
<tr>
<th>COUNTY</th>
<th>CLASS</th>
<th>NAME</th>
<th>1964 ESTIMATED SRS</th>
<th>ESTIMATED UPDATED SRS</th>
<th>TRANSITION TARGETED AID</th>
<th>TOTAL AID FOR 1965</th>
<th>INCREASE FROM 1964 TO 1965</th>
</tr>
</thead>
<tbody>
<tr>
<td>WESTCHESTER</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>VILLAGES</td>
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<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>MOUNT KISCO</td>
<td>NORTH TARRYTOWN</td>
<td>63,374</td>
<td>55,965</td>
<td></td>
<td>63,374</td>
<td>0</td>
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<tr>
<td></td>
<td>OSSINING</td>
<td>PELHAM</td>
<td>44,630</td>
<td>60,243</td>
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<td>44,630</td>
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<td></td>
<td>PELHAM MANOR</td>
<td>PLEASANTVILLE</td>
<td>221,638</td>
<td>197,591</td>
<td>161,040</td>
<td>221,638</td>
<td>0</td>
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<tr>
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<td>PORT CHESTER</td>
<td>RYE BROOK</td>
<td>56,302</td>
<td>53,062</td>
<td>36,226</td>
<td>56,302</td>
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<td>PORT CHESTER</td>
<td>SCARSDALE</td>
<td>51,748</td>
<td>45,699</td>
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<td>TARRYTOWN</td>
<td>55,139</td>
<td>48,692</td>
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<td>PORT CHESTER</td>
<td>TUCKAHOE</td>
<td>238,234</td>
<td>240,519</td>
<td>114,567</td>
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<td>WESTCHESTER</td>
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<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1,938,051</td>
<td>1,771,406</td>
<td>422,756</td>
<td>1,294,434</td>
<td>387,747</td>
</tr>
<tr>
<td></td>
<td>WAVERLY</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>WESTCHESTER</td>
<td></td>
<td>32,838,175</td>
<td>32,257,276</td>
<td>6,031,398</td>
<td>38,816,214</td>
<td>5,978,039</td>
</tr>
</tbody>
</table>
WESTCHESTER 2000 REPORT SUMMARY
TASK FORCE ON INTERGOVERNMENTAL RELATIONS
POWERS OF GOVERNMENT SUBCOMMITTEE
March 28, 1965

Chairman: Wallace Doud
Vice-Chairmen: The Honorable Nancy Elliott
Commissioner Peter Q. Eschweiler

The Powers of Government Committee of the Westchester 2000 Task Force on Intergovernmental Relations was created to investigate the degree to which the present power and authority of the governmental structure in the State of New York may be limiting or preventing the communities of Westchester from addressing effectively the most significant issues and problems that are likely to arise or continue between today and the year 2000, and to determine how these basic powers could be changed to correct the undesirable trends identified by the Westchester 2000 task forces. It was also the Committee's goal to see how the governmental areas in which the decisions are made could be better aligned with the areas affected by those decisions. In this way, the policies of one municipality that affect other municipalities are not made in ignorance of their intermunicipal impact, nor without any chance for the affected localities to influence these decisions.

It Can Be Done

Westchester's roots lie deep within a spirit of independence and self-determination. But, while proud of its variety of communities, each jealously guarding its individuality, Westchester has often found in its greatest strength, the seeds of potential failure to serve its citizenry.

Westchesterites have often been accused of confusing the desire for self-determination with self-centeredness or provincialism. And while that may characterize elements of past history, there are good examples of how the county's citizens have looked beyond their imaginary borders of towns, villages and cities to work for a greater good.

One of the best examples is the United Way of Westchester. When it consisted of numerous local Community Chests, it was able to raise only about $1 million annually to serve the needs of social agencies, and spent far too much on the administration of these funds. Then as Westchester changed and as people came to realize that a "neighbor" in need of help did not have to be next door, or a block away, or even within those imaginary borders, these local Community Chests were able, over time, to coalesce their efforts to raise and distribute funds. Ultimately, the United Way has gone even beyond the borders of Westchester County and has joined hands with other counties and other states. The result has been a dramatic increase of more than ten times in the amount of social service funding. Had each community stuck to a "go it alone" attitude Westchester's people would have paid a dear price.
Countywide efforts to fight cancer or heart disease, or to collect and process blood, have been successfully accomplished.

Working together to plan for refuse collection and disposal is another example of inter-community cooperation. There are other examples, but they are too few.

And too often, these types of cooperative activities have taken too much "blood, sweat and tears" to accomplish, and where political power and political prerogatives were involved, have often proved impossible.

How to change that political power structure in the county as we move towards the Year 2000, without losing some of the great strength and character of our individual communities, is the challenge of the Powers Subcommittee of the Task Force On Intergovernmental Relations.

**Coordinated Land Use Is A Major Issue**

Initially, the committee anticipated that its investigations and deliberations would reveal areas in which a lack of authority to act was clearly related to the inability to influence or implement a solution. Accordingly, we began our work with a tabulation of the basic powers of government, and their allocation to the various levels - city, town, village and county. As the attached chart shows, it was revealing to find that, with the important exception of county level land use controls, all of these different governments already possess, specifically or inherently, the power and authority they need to undertake major programs which are likely to be found necessary in the Westchester 2000 study. In fact, as one observer commented, there is not "too little power, but too many wielders of power"!

We believe that the solution lies not in the taking away of power from one government or another, or in the arbitrary abolition or consolidation of governments, but rather in providing means and incentives for these governments to cooperate and to share these powers to achieve the common good.

**Authority and Resources**

If it is to do its job effectively, a government must have two key elements: (1) adequate authority to undertake the proposed action and (2) adequate fiscal resources to implement the necessary program. In many of the examples of urban problems raised by our committee members, the solutions were found to rest not on a lack of authority but on a lack of fiscal resources, or on an inadequate distribution of the available fiscal resources. The recent uproar in Westchester County over the proposed changes in the sales tax is illustrative of the varying positions that exist as to whether there is a need for government to act as a redistributor of wealth.

Every municipal government has the opportunity - the essential power - to define its own municipal objectives, goals and policies. This is the heart of the comprehensive planning process: to define the purposes to which the other implementing powers of government can be directed. This is an essential power of any governmental organization, although not all choose to exercise it or to articulate it.
A Stronger Sense of Westchester As a County

We see an increasing recognition of the County of Westchester as a community in which we live - in addition to our local communities. We foresee an even stronger sense of a community of Westchester, as people travel across local boundaries increasingly to get to work, to shop, to recreate and to pray. With this enhanced sense of a Westchester community and more visible participation of County government in key policies, we would expect more public attention to County government and therefore increased responsiveness and responsibility of County officials.

Home Rule vs. The Family

The home rule powers and taxing authorities of New York State local governments are considered the broadest in the United States. "Home Rule" depends on context in which it is used, but in its broad sense, describes those governmental functions and activities traditionally reserved to or performed by local governments without undue infringement by the state or its agent - in this case, the county. Home rule "powers" ordinarily denote the constitutional and statutory powers to enact local legislation to carry out and discharge the duties and responsibilities of the local government.

Initially, counties and towns were considered "involuntary" subdivisions of the state, whereas cities and villages, by virtue of receiving a special charter from the state legislature, were invested with additional powers of self-government, and therefore had greater autonomy. Throughout the years, particularly within the last thirty, towns have received additional authority, so that today, with minor exception, they possess all of the powers of self-government that the cities and villages can exercise. Counties have been less fortunate, and although they are now considered a municipal corporation in their own right, New York counties do not possess area-wide land use powers, urban renewal authority, or an ability to override local decisions in these areas in the interests of the common good. These we found to be the heart of almost all of the issues that were raised under the rubric of "powers of government".

Our committee grouped the powers of government into the following major categories: organizational, financial, legislative and regulatory. The examples raised by our committee of areas where the powers of government were a constraint on an effective area-wide solution dealt principally with those cases where there was the ability to exercise a power of government without due consideration for its effects on one's neighbors. This is particularly true in the regulatory and administrative actions in the area of land use, and in a lateral sense, in transportation.

We found that there is no lack of power or authority at the municipal level, but more importantly there is a lack of authority - or the lack of a political willingness to exercise existing authority - at the multi-community, county and state levels. Officials at these levels tended to use the argument of "home rule" as the basis for their inability or unwillingness to take a particular action. County political leaders have stated publicly, as an example: "It is not the business of the County to tell you how to zone your
**CHART OF BASIC POWERS, AUTHORITIES AND FUNCTIONS**

Local Governments in Westchester County

<table>
<thead>
<tr>
<th>Power/Function</th>
<th>County</th>
<th>Cities</th>
<th>Towns</th>
<th>Villages</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ORGANIZATIONAL</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Structure itself</td>
<td>Charter</td>
<td>Charter</td>
<td>Town Law</td>
<td>Vill Law</td>
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<tr>
<td>Elect Officials</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Eminent Domain</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td><strong>FINANCE</strong></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Property tax</td>
<td>Not used</td>
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<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Sales Tax</td>
<td>Yes</td>
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<td>No</td>
<td>No</td>
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<tr>
<td>Incur Long Term Debt</td>
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<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Property Assessment</td>
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<td>Yes</td>
<td>Yes</td>
<td>Yes or share</td>
</tr>
<tr>
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<td>Yes</td>
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<td>No</td>
<td>No</td>
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<td>Land Use</td>
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<td>Yes</td>
<td>Yes</td>
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<td>Traffic</td>
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<td>Yes</td>
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<tr>
<td>Building Codes</td>
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<td>Yes</td>
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<tr>
<td>Building Trades License</td>
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</tr>
<tr>
<td>Housing Code</td>
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<td>Yes</td>
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<tr>
<td>Power/Function</td>
<td>County</td>
<td>Cities</td>
<td>Towns</td>
<td>Villages</td>
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<tr>
<td>------------------------------</td>
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<td><strong>PUBLIC SERVICES</strong></td>
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<td>Drainage</td>
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<td>Parks</td>
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<td>Programs for Aged</td>
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<tr>
<td>Programs for Disabled</td>
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<tr>
<td>Programs for Youth</td>
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<td>Public Health</td>
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<td>Public Safety</td>
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<td>Yes</td>
<td>Yes</td>
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</tr>
<tr>
<td>Sewer</td>
<td>Trunk, STP</td>
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<td>Yes</td>
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<tr>
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<td>No</td>
<td>No</td>
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<tr>
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<td>?</td>
<td>?</td>
<td>?</td>
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<tr>
<td>Transit</td>
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<td>No</td>
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<td>No</td>
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<td>Water</td>
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<td>Comp Planning</td>
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<tr>
<td>Subdivision Review</td>
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A Stronger Sense of Westchester As a County

We see an increasing recognition of the County of Westchester as a community in which we live – in addition to our local communities. We foresee an even stronger sense of a community of Westchester, as people travel across local boundaries increasingly to get to work, to shop, to recreate and to pray. With this enhanced sense of a Westchester community and more visible participation of County government in key policies, we would expect more public attention to County government and therefore increased responsiveness and responsibility of County officials.

Home Rule vs. The Family

The home rule powers and taxing authorities of New York State local governments are considered the broadest in the United States. "Home Rule" depends on context in which it is used, but in its broad sense, describes those governmental functions and activities traditionally reserved to or performed by local governments without undue infringement by the state or its agent – in this case, the county. Home rule "powers" ordinarily denote the constitutional and statutory powers to enact local legislation to carry out and discharge the duties and responsibilities of the local government.

Initially, counties and towns were considered "involuntary" subdivisions of the state, whereas cities and villages, by virtue of receiving a special charter from the state legislature, were invested with additional powers of self-government, and therefore had greater autonomy. Throughout the years, particularly within the last thirty, towns have received additional authority, so that today, with minor exception, they possess all of the powers of self-government that the cities and villages can exercise. Counties have been less fortunate, and although they are now considered a municipal corporation in their own right, New York counties do not possess areawide land use powers, urban renewal authority, or an ability to override local decisions in these areas in the interests of the common good. These we found to be the heart of almost all of the issues that were raised under the rubric of "powers of government".

Our committee grouped the powers of government into the following major categories: organizational, financial, legislative and regulatory. The examples raised by our committee of areas where the powers of government were a constraint on an effective areawide solution dealt principally with those cases where there was the ability to exercise a power of government without due consideration for its effects on one's neighbors. This is particularly true in the regulatory and administrative actions in the area of land use, and in a lateral sense, in transportation.

We found that there is no lack of power or authority at the municipal level, but more importantly there is a lack of authority – or the lack of a political willingness to exercise existing authority – at the multi-community, county and state levels. Officials at these levels tended to use the argument of "home rule" as the basis for their inability or unwillingness to take a particular action. County political leaders have stated publicly, as an example: "It is not the business of the county to tell you how to zone your
communities". Yet it is these local zoning decisions, and the transportation and environmental impacts which they generate, that were cited most often by the municipal officials as the cause of intermunicipal unrest. The majority of the problems which were raised by our own committee members, or which the staff have advised us were concerns of the other task forces, fell principally into the following areas:

Increasing congestion on the county's highways, as county residents and imported workers seek to journey from home to work.

A lack of housing, both in terms of quantity and cost, for Westchester's workers and residents.

The intermunicipal impacts of local land use decisions, such as the stress induced on housing and transportation, and environmental impacts, such as flooding.

A narrowing range of educational opportunities, due to the high costs of serving today's smaller enrollments, depriving many of our children of the depth of educational opportunities they deserve.

Increasing levels of taxation, both property and other types, climbing out of sight.

Home rule versus the need to impose an areawide or regional decision or facility.

The most efficient level of service delivery.

**MUST IMPORTANT OBJECTIVES**

1. The spreading of a sense of the "community of Westchester" throughout the county, so that the leaders and residents of all municipalities are aware of and can appreciate efforts being made to aid in the common good, and resulting in more cooperative relations between the County government and the municipal governments.

2. The assumption by the political heads of county and municipal governments of true leadership roles, marshalling the powers and authorities of government to provide an effective mechanism for achieving these goals, e.g., acting in advance of crisis to implement a comprehensive plan for Westchester County.

3. The establishment of a mechanism to enable facility locations and land use decisions to be made from an intermunicipal perspective, so as to bring into balance the county's land resources, job locations, housing opportunities, transportation services and water and sewer infrastructure capabilities. Heretofore, Westchester has relied on a mechanism that depended upon voluntary cooperation among the county's municipalities to make land use decisions consistent with a balanced comprehensive plan. This has rarely worked. We therefore see the ultimate answer to be the transfer of
basic land use controls to the county government, at least in areas of specific concern, such as along major transportation corridors.

4. The provision of a mechanism for sharing in the tax revenues of certain types of high value land uses, spread among those municipalities who cannot or should not attract such uses in the interests of the overall balance of the county.

5. Shifting of responsibility for meeting selected problems that are not fairly or effectively assigned. For example, relieving municipalities of the unusual burden of having to provide 100% of county and school tax levies, despite the level of collection, and for improvement of major roads, and assuring that decisions on facility locations, especially those generating a "not-in-my-backyard" reaction (e.g., the hard-to-house, waste transfer stations, etc.) are made in respect to county-wide needs.

6. The establishment of service delivery mechanisms on a countywide basis, with appropriate regulatory measures, to respond to such intermunicipal needs as commuter parking, flood control measures, building trades licensing, and in-depth educational opportunities.

RECOMMENDATIONS FOR REACHING OBJECTIVES

In a great many of the examples of problems and possible solutions to them studied by our committee, the recurring recommendation was that decisions with regard to the solution of the problem should rest at a level of government with an ability to facilitate an area-wide solution. This was true whether the matters dealt with land use, transportation, education, taxation, or environmental impacts. To a great degree, County government, which already exists, possesses the power and authority to make such decisions, particularly where their implementation is to be financed through that level of government. In other areas, however, the county is proscribed from action, such as in land use, urban renewal and housing. Secondarily, it is perhaps unnecessarily pejorative to recommend the wholesale transfer of powers to the county government from the municipalities, who are loudly in defense of the principle of home rule.

Nonetheless, the municipal and county governmental leaders of Westchester should continue to strive to define mechanisms where there can be an effective sharing or transfer of authority in the interest of common good. The following recommendations suggest several such areas.

1. Recognition by the County Board of Legislators that it has a unique policy-setting role to play, and the assumption by it of the willingness to implement that role by the formal adoption of policy statements, in the same manner as it has adopted the County Housing Policy. The County Charter already provides mechanisms through which the County Planning Board, the County Parks Board, the County Transportation Board, and other advisory agencies can formally propose policies to the County Executive and the Board of
Legislators for their consideration and adoption. The Urban Form Policy of the County Planning Board, for example, is one of the first policy statements that should be legislatively adopted by the County Board. The Board should require similarly detailed policy statements from the other agencies for the areas of concern cited by the Westchester 2000 task forces.

2. To foster the exchange of information and concerns on an equal basis among all of the governments of Westchester County, the heads of the present separate groups of municipal officials (town supervisors, village officials, etc.) should establish a council of municipal chief elected officials. Members would include the mayor or supervisor of each municipality, the chairman of the city council in strong mayor cities, and the county executive and the chairman of the county board of legislators. Patterned after the council of state governors, the group would meet for all-day or multiple-day sessions several times a year, with an agenda. The presiding officers should be rotated by election from among the group, rather than necessarily suggesting that the County would always supply such leadership. Out of this group, sub-county councils could be established on a geographic or functional interest basis, as needed (such as a Northeastern Westchester subgroup, or from those municipalities with harbors).

3. The Chief Elected Officials Council should establish a mechanism for mediating between or among governments on those intermunicipal issues which apparently cannot be resolved by coordination and negotiation.

4. The County Executive and the Board of Legislators should seek the necessary statutory changes from the State legislature to establish at the county level the necessary degree of land use controls in the geographic areas of particular concern over those land use decisions that have an intermunicipal impact or respond to intermunicipal needs.

5. The County Executive and the Board of Legislators should seek and support the necessary statutory and regulatory changes in the State Environmental Review procedures so that the county, through its agencies and departments, becomes an "involved agency" in public actions involving land use decisions with intermunicipal impacts, where it would not otherwise be involved.

6. The County Executive and the Board of Legislators should develop and implement a stormwater management policy and strategy to anticipate, prevent or respond to intermunicipal flood problems.

7. With respect to the implementation of governmental authority which unnecessarily raises the costs of such common needs as housing, the county and the municipalities should actively pursue to completion and adoption a common code and licensing procedure, with respect to the building and construction trades, which will simplify and therefore reduce the costs of such construction.
8. The County and its municipalities should agree on a comprehensive program for the replacement and enhancement of water, sewer, and transportation infrastructure facilities, and seek the necessary statutory changes to permit the financing of such improvements on an intermunicipal basis.

9. The County and the municipalities, perhaps through a public/private task force, should study the alternatives and make recommendations on a plan which would eliminate the tax windfall to an individual municipality of a particularly lucrative land use, by spreading the tax benefits of that land use among all of the communities in Westchester County. One such example is the Minnesota Twin Cities Plan, investigated by this task force; there may be others similarly worthy of consideration.

10. The County Board of Legislators should use its capital and operating budget process and resources to recognize and to reward those communities which are acting to implement adopted county policy or in accordance with the accepted standards of the common good.

11. The County Executive and the Board of Legislators should move to support and establish a parking authority with countywide responsibility to provide parking facilities for rail, bus and park-and-ride commuters, consistent with a comprehensive transportation plan.

12. Westchester County contains several hundred separate units and service areas of government and community operations. Their boundaries were not logically drawn and do not support efficient, economical nor rational service delivery in many functional areas. The county, municipal and educational leadership should undertake an extensive examination of these boundaries, and propose their realignment or consolidation, where necessary, to achieve these ends, with due consideration to both threshold and optimal areal and density factors of land, population, and service levels.

13. The Westchester County Planning Board and Planning Department should continue its work with both individual municipalities and groups of municipalities on the refinement of the "Urban Form" policy statement, with particular emphasis on making it site specific in the developing areas of the county or where there are significant properties of county and intermunicipal concern.

14. Until County-level land use authority is established as proposed in Recommendation 3, the County Administrative Code provisions requiring the referral of certain types of land use decisions both to the County Planning Board (Section 277.61) and to neighboring municipalities (Section 277.71) should be revised by the Board of Legislators to clarify the intent, the procedures, and the present ambiguities, and to take recognition of the current and new forms of development, such as condominiums and site plans, which are not
covered by the present law. The areas of comment and objection by
the referee should be stated more explicitly. The 500 foot
distance limitation for intermunicipal referrals should be raised
to cover those cases, such as traffic and flooding, where there can
be demonstrable impact at significantly greater distances.

15. The County Executive should establish a broader based, less
politically oriented Office for Intergovernmental Relations to
serve not only the County Executive or the county government, but
all of the governments of Westchester, on legislative or
administrative matters affecting them. The Office should play a
stronger role as communicator and gatekeeper, facilitating the
exchange of services and resources between the county and municipal
governments. Specific lobbying efforts in Albany or Washington
should be provided through some other agency.

16. Not all changes in the application of governmental authority need
to be statutory and not all such functions need be transferred to
the county. The county and its municipalities should foster such
opportunities as may present themselves for sub-county cooperation,
such as among groups of municipalities located along the same
transportation artery, or among municipalities sharing the same
types of problems, such as harbor siltation or social unrest. An
interesting experiment is currently underway with regard to
watershed management on a voluntary basis (Rye City, Harrison,
Mamaroneck and the county). Every effort should be made to foster
the simplest and most cost effective method of achieving the common
objectives in such cases. Generally, we urge greater cooperation
between between the County and its municipalities in informal ways
to improve both levels of government.
WESTCHESTER 2000

TASK FORCE ON INTERGOVERNMENTAL RELATIONS

SERVICES COMMITTEE

Final Report

April 1, 1985
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The Services Committee analyzed governmental services in Westchester County, seeking ways to improve services and service delivery and to increase efficiency. The results and recommendations are presented in this report.

Services in five major areas were evaluated: Public Safety, Public Works, Transportation, Human and Administrative Services and Planning and Development.

Highest priority for action is given to areas which offer great potential for improvement and which present a comparatively serious current or anticipated problem (to the year 2000) or which constitute a missed opportunity.

Municipal services which would be handled more efficiently on a larger scale have been identified. Conversely, services and programs currently handled by the County that could more effectively be provided by local municipalities, consortiums of municipalities or State agencies were also identified.

The report includes an analysis of intergovernmental relations in matters relating to planning and development. Also addressed are problems arising from decisions made locally which have an impact on neighboring municipalities.

The recommendations presented here are not limited by existing laws or constraints. Many controversial issues were considered. While an attempt was made to avoid the influence of current policy debates, these did nonetheless tint our final recommendations in cases where alternative solutions were closely comparable.

The information and recommendations presented in this report are intended to be utilized by the sponsors of Westchester 2000 to initiate needed change. The final goal of such change is to benefit the Westchester taxpayer by providing the best possible quality of service for the least cost.
THE OPTIMUM GOVERNMENTAL STRUCTURE

From a services viewpoint, the optimum government would coincide with a service delivery area based on efficiency. The boundaries of the service district would be determined by economies of scale (limited by managability), fixed assets, personnel resources, complexity and predictability.

A road maintenance service district, for example, might consider:
- Travel time (assuming one maintenance garage per district) for road crews.
- Cost of garage operation (mechanics, dispatch, etc.)
- Type of work (computerization, traffic light maintenance, guard rail repairs, concrete work, asphalt work, dirt roads, drainage, snow removal).
- Force sizing - new construction, snow removal, contracted or in-house.

In this example, some factors become more expensive with a larger district while others become more efficient. A very large road maintenance district would mean long travel times, resulting in reduced productivity and efficiency in the field. Its single large garage, however, would spell gains in the efficiency of dispatch operations, truck maintenance and the implementation of specialized functions. Also, a large geographic area could support a crew capable of undertaking new construction projects, whereas a smaller unit which might require such work only once every 5 years would need to enter into outside contracts.

Since each of these factors is quantifiable and their interrelationships are predictable, an economic model or equation balancing these individual costs can be developed.

Researchers at Cornell University in fact developed such a road maintenance model. They found that, based on typical costs, 300 miles of roadway is the optimum service district.

Using their methodology, Westchester roads could be evaluated and optimum service districts established. Taxation and governmental representation could then be organized to match the service districts.
This solution, however, is overly simple. Along with road maintenance, optimum districts for other services including police, fire, human services, and education would also have to be determined.

The service models, each based on different criteria, would probably result in a different geographic area for each service. Optimum districts based on pupil population, for example, would probably not coincide with road maintenance districts.

This complexity, however, does not present an insurmountable problem to the economist and his computer. With multiple regression analysis, the cost models for each service can be evaluated simultaneously in order to create a composite optimum service district.

The composite district would balance the cost of creating a larger-than-ideal school district, for example, with a smaller-than-ideal road maintenance district. The resulting composite would represent the least total cost to the Westchester taxpayer.

This makes it possible to establish a government based on a composite optimum service district, that is, a district which balances the optimum size for each of the services it provides.

Once a map of Westchester outlining the COST (Composite Optimum Service and Tax) districts has been drawn, existing districts, with their fixed assets and personnel, must be reconfigured, and implementation costs established.

Implementation costs can be incorporated into the multiple regression analysis to weigh the savings realized by going to COST districts against implementation costs. The result will be revised COST districts which maximize efficiency.

As a blueprint for change, the COST district model is unsatisfactory, being heavily weighted by implementation factors and highly inelastic to change. Its results are a snapshot of 1985 conditions and could become obsolete with demographic shifts and technological changes.

As a mental model, however, it is useful in allowing us to balance service efficiency recommendations against the cost of their implementation.

The COST district approach is the background against which we all (knowingly or not) evaluated Westchester County as it exists today. It explains why, for example, our school districts and towns do not have matching boundaries. And it emphasizes the influence the addition of fixed assets or the formation of new towns will have on our future decisions to achieve COST districts.
PUBLIC SAFETY SERVICES

Due to the large number of agencies providing public safety services in Westchester County and the significant differences in accounting and local practices among those agencies, a definitive cost analysis of individual and combined providers is both impractical and less than meaningful. In one town, for example, one agency purchases police patrol cars and another town agency fits the vehicles with lights and sirens. In another town the cars are purchased and outfitted by the police but maintained by another agency.

If it were possible to normalize all operating costs among the various providers, the resultant costs would not be subject to exacting mathematical manipulation, so accurate estimates of the benefit/cost of combining or decentralizing providers or various provider functions cannot be established.

The obvious problem facing Westchester is the continued and costly duplication of effort in providing public safety services. The apparent answer is to combine agencies to eliminate interagency duplication. However, an examination of costs in other counties and municipalities reveals some relationships that complicate this apparent solution. On the average, as the size of the provider increases, salaries increase, benefits increase and other personnel costs increase. At the same time, however, capital costs decrease. Since personnel costs represent about 80 to 90 per cent of agency costs in this area, overall costs tend to rise as the size of the providing agency increases. This is not a cause-and-effect relationship. Providing agencies tend to be larger in more urban areas, and the cost per capita of providing safety services is greater. Thus, the economies of scale achieved through consolidation are offset to some degree both by increased personnel costs and increased provisioning expenses associated with an urban environment.

Because of these complex relationships, the consolidation of agencies within one function does not yield demonstrable benefits. The subcommittee, therefore, directed its efforts at eliminating categories of duplication and recommending improvements in service by particular category.
The following chart depicts, by category, areas of duplication within the Police, Fire and Emergency Medical functions. The categories chosen do not represent a complete list of duplications studied, but rather a list of categories which, if corrected now, will permit continued quality services at reasonable cost as we move into the next millennium.

<table>
<thead>
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<th>Category</th>
<th>Police</th>
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<th>Emergency Medical</th>
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</table>

As the subcommittee reviewed each category within each function, it became apparent that similar duplication existed in each function for many of the categories. After in-depth study, it also became apparent that interfunctional remedies can be applied. The recommendations that follow alleviate duplication, where possible, not only among the various providers of a given service but also among the three function services in total.
TRAINING

Initial training as mandated by the state of New York is adequate in both the Police and Fire functions. Emergency Medical Technician training is excellent but should be more widely applied. In many cases where EMT training is helpful, police or fire personnel are the first on the scene. Very few police or fire personnel in Westchester have had this training.

Training facilities are duplicated in county and local agencies. The County, with the cooperation of Westchester Community College, is best able to provide training for all three disciplines both on an initial and a continuing basis. If all facilities were run by the County, out-of-hours training, which is so important for volunteers, would be feasible.

Recommendations

1. Westchester County and Westchester Community College operate all training facilities.

2. Out-of-hours training be made available on a regular basis.

3. Emergency medical training be provided for police and fire personnel as well as emergency medical personnel.

COMMUNICATIONS & DISPATCH

The categories of dispatch and communications were considered jointly by the subcommittee because the solutions or recommendations in these two categories are interdependent.

Current procedures for radio communications vary from agency to agency. Interagency and interdisciplinary radio communications should be established along with the appropriate procedures. This would allow all public safety personnel to respond jointly to emergencies in a coordinated manner.
The establishment of joint emergency radio communications will allow a joint (interagency and interdisciplinary) dispatch operation. When this is combined with the new technology of E911 (Enhanced 911), a centralized emergency reporting center and dispatch center will become feasible. In fact, the subcommittee's findings are that E911 allows the more efficient and effective provisioning of emergency services that will be essential before we reach the year 2000. E911 provides one number to call for police, fire and emergency medical services. Automatic identification of the calling number and its location reduces the number of false alarms. Automatic routing to the proper agency permits faster response time. The final result is a savings in lives and dollars.

Recommendations

1. Establish joint and common emergency radio facilities with appropriate procedures.

2. Centralize call handling operations into a County emergency reporting center utilizing E911 technology and non-uniformed clerical personnel. This center would dispatch the report automatically to the agency with jurisdiction.

3. Dispatch individual units automatically or with non-uniformed personnel.

4. Establish a communications, dispatch and emergency reporting center under the aegis of Westchester County.

COMMAND

The duplication of command functions within the various agencies is costly. While this topic is not popular, the salaries paid and the bureaucratic mazes created when each agency has its own hierarchy are of serious concern. As duplication is eliminated and the recommendations presented by this report are adopted, the hierarchies will become increasingly redundant.

Recommendations

1. Each agency review its paid administrative and command positions and limit them wherever possible.
PURCHASING

Purchasing is currently available through state offices. Although the requirements of each agency vary, greater savings would be possible if standardized purchasing were handled through a centralized clearing house.

Recommendations

1. Standardized items be utilized wherever possible by all agencies.

2. Greater utilization of the central purchasing concept already in use by the County.

3. Standing order intervals be utilized on frequently replenishable items.

ADMINISTRATION AND DATA PROCESSING

The categories of Administration and Data Processing were combined because efficiencies in administrative functions can be enhanced by centralized data processing operations.

With a powerful centralized data processing system, personnel administration, contract administration, and records administration of all kinds can be streamlined and made readily available to all agencies for comparative analysis. Grant funding is currently directed toward local systems, creating duplication and administrative inefficiencies.

Recommendations

1. Create a County-wide public safety data base with access capabilities for all agencies.

LABORATORIES

Due to increased drug cases and general population growth, the county laboratory is slow in providing results to police agencies. In fact, the City of Yonkers has established its own laboratory.

Recommendations

1. County take over Yonkers lab and provide required services.
CRIME ANALYSIS

Crime analysis will improve when Public Safety has its own County-wide data base. In addition to crime analysis by police agencies, fire analysis and emergency medical data analysis can be conducted with such a system. While expertise is required to oversee such analyses, the lion's share of work could be performed by community volunteers.

Recommendations

1. Utilize public service data processing system for analysis of police, fire and emergency medical data.
2. Analysis be done by volunteers.

OTHER ISSUES AND RECOMMENDATIONS

The subcommittee also endorses the increased use of contracting and of volunteers. In both cases, the result will be more available professionals (paid or non-paid) for provisioning of public safety services.

VOLUNTEERS

Volunteers are currently used in substantial numbers for fire and emergency medical services in Westchester. All agencies, including police, can realize substantial cost savings by using volunteers to perform administrative functions of all descriptions. In addition, with proper training, volunteers can assist paid professionals in each discipline.

Recommendations

1. Increase use of volunteers from the community. (Recruit senior citizens, housewives and people who have other part-time or full-time employment.)
2. Provide necessary training.
3. Don't turn anyone away. Every volunteer can be useful.
CONTRACTING

Presently, Westchester County police officers are assigned as security personnel to various county buildings and locations throughout Westchester. In most cases, this service could be contracted out to a security company at a rate substantially less than costs associated with county personnel. This has a twofold benefit. First, overall operating costs are reduced, particularly in the areas of annual salaries and benefits. Second, police personnel assigned to such locations can be recovered for active police duty elsewhere in the County.

For example, County buildings such as the Department of Motor Vehicles, the Westchester County Airport, the Department of Social Service and the County Building itself could use outside firms for security. On the other hand, county parks such as Glen Island could be contracted out to local police departments, in this case the New Rochelle police department. This would allow for savings in operational costs associated with traveling to and from remote locations such as Glen Island and would improve response time in the case of an emergency.

In the area of ambulance services, all current providers should be reviewed in an effort to determine whether a broad based contracting effort would be economically beneficial to the county.

Recommendations

1. Contract security services at county buildings out to a security company.

2. Review all current providers of ambulance services and explore possibility of broad-based contracting effort.

CIVIL DEFENSE

Civil defense is currently out of date and is in need of reassessment and modernization. Centralized control should be established on a County, State or Federal level,
PUBLIC WORKS

The Services Committee analysis of Public Works exposed the problems and missed opportunities that would result from the long-term continuation of present policies and trends in seven main areas: sanitation disposal, highway construction and maintenance, water delivery and treatment, sanitary sewers, flood control and storm drainage, public land and public utilities.

In the past, municipalities gave certain powers related to public works service delivery to the County. Now, many of these localities are dissatisfied with the County's performance. Working relationships have become strained, and the County has taken a hands-off attitude regarding any further involvement with local governments as a group.

While Westchester currently faces only a few serious problems in its delivery of public services, such problems will arise within the next few decades if certain policies and practices are not changed.

Continued growth in Westchester County will create problems in public service delivery that will require the coordinated activities of local and county governments for their resolution.

Water Delivery and Treatment

Forecast to the year 2000
Water supply for Westchester County is a problem now and will be very serious by the year 2000 unless steps are taken very soon. Two basic problems of supply are: a) the present capacity of the New York City reservoir system is unable to meet the needs of the city and Westchester County, so that drought conditions appear too frequently; and b) the areas of the County not presently supplied by the New York City system rely on unreliable sources which will be unable to meet increasing health standards for the quantity of clean water needed.

The present per capita limitations imposed on Westchester customers of the New York City supply prevent increasing water use in Westchester without paying prohibitive rates.

The Water Authority Act of 1984 could provide a mechanism to assist joint development of reliable water supplies and joint treatment and distribution plans and facilities.
Recommendations

Westchester County must take a leading role in working with New York City to develop improved water supplies and treatment facilities. Also, a water master plan for Westchester should be developed in cooperation with County municipalities. Development depends on a reliable source of clean water.

In addition, Westchester County must endeavor to negotiate with New York City, or failing there, to seek State legislation which would prevent the current per capita restrictions from adversely affecting growth of water consumption accompanying growth in Westchester County.

Water treatment, including filtration, should take place near the New York City supply points before entering delivery aqueducts and pipes serving Westchester County. Also, see five, page 4 of the March 22 memorandum entitled, "Attached Draft of Final Task Force Report."

The attached copy, "Findings and Declaration of Purpose" of Bill #5956 of 1983/84, should be used to implement water supply enhancement and distribution improvements and provide treatment facilities in Westchester County through a water supply master plan developed by the County in cooperation with County municipalities.

Sanitation

Forecast to the Year 2000

Sanitation disposal problems will arise as the private landfills used by carters of business and commercial waste are closed or restricted. Available land for this use will become very scarce, if not non-existent.

The capacities of the Resource Recovery Plant and Transfer Stations may become inadequate to effectively process and transport County waste.

Waste disposal must be examined in light of existing efforts to recycle waste such as construction debris, stumps, toxic waste, and leaf compost.

Non-residential waste, whether collected publicly or privately, comes from properties that pay for its collection and disposal through taxes. County disposal of such waste should be arranged.
Recommendations
In order to deal effectively and efficiently with the increasing quantities of waste generated with growth, the County should encourage governmental, residential and commercial recycling in order to help reduce the amount of garbage disposed of at the Peekskill plant or other sites. Incentive programs and marketing programs should be developed after research by the appropriate County agency.

The County should make arrangements which will provide for the disposal of all waste generated within the County.

The disposal of leaves is a separate problem which should be addressed on a regional basis with County participation. Leaf composting sites need to be developed for regional convenience to maximize recycling a valuable resource.

Public Land

Forecast to the Year 2000
The optimum use of public land within a municipality requires cooperation among the municipality, local school district and the County.

Recommendations
Maintenance and improvement of municipally-owned public land should remain a local obligation.

County and other publicly-owned land should be considered for regional needs. Recreation and open space uses should be balanced with environmental needs. For example, regional leaf composting sites could be considered on County land, including parks.

Highways

Forecast to the Year 2000
The County’s municipalities do not now have uniform standards for highway maintenance, and the responsibilities for highway replacement and repair are left up to the local municipal government with the exception of certain road work performed by County and State forces and contracts.
Recommendations
Under the leadership of the Westchester County Planning and Public Works Departments, public roads in the County should be categorized as: 1) primary roads, to include State and County roads and other through roads in each municipality; 2) secondary roads, to include other major streets within a municipality which are not considered through streets; 3) tertiary roads, to include dead-ends, cul-de-sacs, and other very minor streets.

A local municipality should be responsible for maintaining and repairing its secondary and tertiary roads. Standards for maintenance and repairing of primary roads should be developed by the County in order to ensure proper stewardship of this infrastructure and the safety of through roads. A funding mechanism should be established to reimburse a municipality from State or County funds, or work should be done by or through a County agency with funds for the work raised from taxes on a regional basis.

In anticipation of future growth in northern Westchester County, the County Planning Department should develop plans and impact statements for an east/west highway to meet the needs of increasing traffic in that part of the County.

Flood Control and Storm Drainage

Forecast to the Year 2000
Flood control and storm drainage are already serious problems in Westchester County, and will worsen in the next decades without inter-municipal cooperation. This is a regional problem which generally cannot be solved within the boundaries of any single municipality.

Recommendations
Flood control districts should be established by the County to manage the inter-municipal flooding problems. Appropriate runoff regulations should be established for these districts and regional planning for storm water retention, channelization and discharge should be developed.

Flood control legislation should be enacted by the State to provide funding for flood control projects falling within the County flood control districts.
Sanitary Sewers

Forecast to the Year 2000
Two major problems are confronting various areas of the County regarding sanitary sewers: 1) infiltration of storm water into the sanitary system; and 2) lack of sanitary sewers in developed areas.

Health officials may require all developed areas to provide sanitary sewers connecting to County sewage treatment plants. Although major corporate developments in northern Westchester may currently use private sewage treatment systems since there is currently no economically feasible alternative, future growth in these areas will be affected by decisions on providing sanitary sewers.

Recommendations
Sanitary sewers should be planned for areas of major potential development, as well as for other developed but unsewered areas, by the County.

To exercise uniform infiltration control by the County, County sewer districts should be expanded to include local sewer systems up to the building connections.

Public Utilities

Forecast to the Year 2000
Public utilities present the current and continuing problems of excavation, street repaving and interference with traffic flow.

Recommendations
Localities should be notified at least one year in advance of any street openings, traffic interference and other construction by public utilities.

Emergency construction should be handled by each locality in the same manner as excavations in a State or County highway are handled.

Notification of police and other appropriate local officials upon commencing construction should be required and strictly enforced.

Other

Licensing of specialized trades such as plumbers and electricians should be handled through a centralized County government licensing agency with a procedure which will coordinate special needs of localities in the process.
AN ACT to amend the public authorities law, in relation to financing various public improvements within the state by creating the New York state water finance authority and allowing for the creation of water boards; providing for their powers and duties and other matters in connection therewith and to amend chapter thirty-nine of the laws of nineteen hundred seventy-six, relating to the powers, functions and duties of the New York state public authorities control board, in relation to including such authority within the jurisdiction of such board.

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1. Section 1. Findings and declaration of purpose. It is hereby found and declared that the maintenance of water systems and the development of new sources of supply throughout the state, and the collection, treatment and disposal of sewage in a safe, sanitary and efficient manner are required to protect public health, promote conservation, and stimulate economic growth. Such objectives are hereby declared to be matters of serious concern to the people of the state and special efforts and cooperation by the state and its municipalities are hereby authorized.

2. It is hereby found and declared that alternative financing methods for the development of facilities required to supply continued water and sewage service must be made available. Unprecedented high interest rates

EXPLANATION--Matter in italics (underscored) is new; matter in brackets [ ] is old law to be omitted.
and increased capital costs have caused difficulty for a number of
municipalities in selling a sufficient amount of general obligation
securities to meet all the capital requirements related to needed con-
struction or reconstruction of and additions to their water and sewerage
systems. The problems of the cost and availability of capital make
necessary the creation of a new, single-purpose agency to assist locali-
eties in financing water and sewer system improvements. Furthermore, the
development of wholesome and dependable sources of water and of safe and
sanitary sewerage collection, treatment and disposal facilities would be
made more feasible and efficient by comprehensive planning and coordi-
nated implementation by such municipalities. The complexity of statutes
authorizing municipal cooperation regarding the incurrence of joint in-
debtedness by municipalities have caused difficulty in effecting
regional solutions. These difficulties have delayed or postponed financ-
ing of vital water and sewerage facilities and such postponement is
found to be detrimental to the public welfare.

It is hereby found and declared that such objectives can be achieved
by establishing water and sewerage systems independently supported by
equitable and just fees, rates and charges for water and sewerage ser-
vice rendered. Experience has shown that municipal securities secured
solely by user fees for the use or services of any self-sufficient water
and sewerage system or other revenues have been favorably received by
investors even during periods when market conditions restrict the sale
of municipal general obligations.

It is hereby found and declared that facilitating the financing of
water projects is in the public interest and involves the exercise of
public and essential government functions which may include appropriate
and reasonable limitations on competition and which must be performed by
the state, or any municipality or state agency to accomplish the pur-
poses of this act.

§ 2. Article five of the public authorities law is amended by adding a
new title two-A to read as follows:

TITLE 2-A

NEW YORK STATE WATER FINANCE AUTHORITY

Section 1045-a. Short title.

1045-b. Definitions.


1045-d. General powers of the authority.

1045-e. Loans to municipalities to finance water projects.

1045-f. Provision of water projects by lease agreement.

1045-g. Special powers in relation to the financing of a water
project.

1045-h. Approval of water projects.

1045-i. Water boards.

1045-j. General powers of a water board.

1045-k. Transfer of sewerage or water systems by participating
municipality to the water board.

1045-l. Agreement between water board, participating munici-

pality and the authority for the provision of water
projects.

1045-m. Imposition and disposition of sewer and water fees,

rates, rents or charges.

1045-n. Tax exemption of water board property and activities.

1045-o. Municipal pledge effective without filing or recording.
TRANSPORTATION

The Services Committee analysis of Transportation concentrated on the efficiency and effectiveness of providing this service. In addition, missing services and missed opportunities were investigated.

The scope of this analysis differs slightly from that of the Task Force on Transportation and Other Infrastructure Needs, whose task was to plan for the provisioning of transportation services.

Forecast To the Year 2000

Transportation is already a problem in Westchester. With corporate development into the 287 corridor, the public's dependence on the automobile has resulted in highway congestion.

This problem can be solved by building additional highways. No new major highways that would solve the present or future congestion along Route 287 have been proposed, however.

Although the highway work program for the next twenty years addresses many specific problem areas, it does not offer a long-term solution for Westchester. Between 1985 and 1990 many of the major highways in Westchester will be under construction. Two lanes will be added to Route 287 and the Tappan Zee Bridge. The Taconic Parkway will be widened in Millwood. The Hutchinson River Parkway will be reconstructed and major improvements will be made to the New England Thruway. Despite this activity, our road network will continue to run close to capacity at peak hours and will not solve all our transportation needs to the year 2000.

The continued growth of Westchester will necessitate a shift of transportation modes, out of the automobile and into mass transit.

So far, alternative modes of transportation, such as rail and bus, have been successful in serving only a narrow segment of the population. Rail service mainly handles commuting between Westchester and Manhattan. Buses serve predominantly the transit dependent: the elderly and the urban working class.
A limiting factor to the use of mass transit in Westchester is the collection and distribution of passengers at each end of high density routes. Spread development, both residential and commercial, is not compatible with efficient mass transportation.

Corporations with large remote sites must give consideration to the establishment of employee bus systems such as the one operated by Reader's Digest.

Mass transit usage is, however, expanding into more general use. We must design our mass transit system to serve even more of our work force.

Recommendations

A County policy should be established that would remove uncertainties associated with annual budget cutbacks and that would allow for planning and investment with long-term objectives.

Once we have a mass transit system capable of replacing the automobile, heavy marketing will be necessary to convince the public to use it.

In addition, we recommend the improvements described below, which would support the increased use of mass transit systems.

Service Improvements For Mass Transit

Parking

A major factor in mass transit is the collection of passengers. In urban centers, the bus stop serves this purpose, but future expansion of mass transit will require more efficient collection of people from residential areas. Some methods to accomplish this are:

1. Increased use of shuttle buses within villages with connections to rail service. Such shuttle buses could be provided by the developers of condominium projects, as a requirement for approval.

2. Expansion of parking lots to serve rail lines (some may require shuttle service between the new lots and the station).
HUMAN AND ADMINISTRATIVE SERVICES

The Human and Administrative Services Sub-Committee examined local governments in Westchester County to find ways to improve administrative services while reducing costs. Many of the recommendations presented here would allow local governments to take advantage of economies of scale through inter-municipal cooperation.

The technical areas reviewed include engineering, legal services, property tax management and specialized building, housing, and fire inspection services. Licensing of certain specialized trades are also reviewed, along with personnel administration, management information services, and purchasing.

The Sub-Committee offers the following recommendations.

Recommendations

Technical Areas

There is currently a tremendous amount of overlap, which causes problems in many jurisdictions. Procedures should be standardized.

Risk management consortia, which would contract with an outside agency and/or the County, should be established for insurance coverage, claims handling and legal matters. The County should take the lead in forming the consortia and act as coordinator and/or contract administrator. This is an area of great potential savings.

Licensing

Currently, a number of governmental bodies, each with its own set of standards, issue licenses for plumbers, electricians and alarm installers. This creates the appearance of restraint of trade by limiting competition to within the boundaries of each jurisdiction.

The County should coordinate licensing of these specialized trades in order to standardize requirements and promote competition.
Personnel Administration

As the County Personnel Officer is currently also the Civil Service Administrator for most governmental entities within Westchester, Civil Service positions should be coordinated.

County EDP capabilities in the personnel area should be better coordinated. The County, as the centralized agency, should initiate this change.

Management Information Services

By the year 2000, computerization will affect every facet of life. The County has already made a substantial investment to bring itself up to the "state of the art" in this field.

Huge initial costs for purchase of hardware and development of software present barriers to most of the smaller jurisdictions interested in using management information systems, making this a prime area for consolidation. A County-wide installation and/or a BOCES model should be explored.

Purchasing

Inter-municipal agreements for joint purchasing should be expanded.

The County currently maintains a warehouse for its internal departments. If the County expanded this service, it could produce tremendous savings for individual localities.

The County should provide a central warehouse for participating localities to shop for many smaller items. It should also establish a process for localities to join in writing specifications for commonly used items such as garbage truck bodies, salt spreaders, sand and sodium chloride.

The County should also expand its capabilities for warehousing by allowing communities to requisition for goods and be billed later. This is an area of tremendous potential savings.

The County should eliminate the need for annual renewal of purchasing-related IMA's.
Other Issues and Recommendations

The County should encourage use of recyclables, in order to help reduce the amount of garbage dumped at the Peekskill plant.

Plans for a merger of the Westchester County Medical Center and the Public Health Department should be made now and implemented by the year 2000.
5. Are any of the planning activities discussed a problem in terms of effectiveness and cost at this time?

6. Do you anticipate that any of the planning activities discussed will be a problem in terms of effectiveness and cost in the future if not changed?

7. Do you believe that it would be helpful to establish groupings of communities in Westchester and neighboring Connecticut so that the effect of zoning change and their resultant effect on neighboring Towns can be fully discussed at an early date in the planning process?
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(30 multipliitity answering)
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Question #3 (30 municipalities)

A. Use external resource material?  yes 24  no 6

B. % material produced internally?

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C. More efficient way to develop resource material?

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D. Resources shared effectively?

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<td></td>
<td>Salaried (# municipalities)</td>
<td>Volunteer (# municipalities)</td>
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<td>#5 Current problems?</td>
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<td>#6 Future problems?</td>
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<td>#7 Groupings would be helpful?</td>
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3. Effectiveness and Cost of Planning Service

A. Do you utilize external resource material prepared by Federal, State, County or private agencies? What type?

B. What percentage of resource material is produced internally?

C. Is there a more efficient way to develop resource material?

D. Do you feel planning resources are shared with neighboring municipalities effectively?

4. How Many People in Your Municipality are Involved in Planning and Development for the Following Activities

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<td>Public Works</td>
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PLANNING AND DEVELOPMENT QUESTIONNAIRE

1. Land use Staffing and Budget

   How many people in your municipality are involved in planning and development associated with land use?

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<td>Cler. &amp; Support</td>
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2. Intergovernmental Planning Activities

   How often do individuals in planning work (Planning Boards, Wetland Commissions, Conservation Boards etc.) meet with other agencies or municipalities.

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<td>(less than once per mo.)</td>
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<tr>
<td>Other agencies in adjoining municipalities</td>
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<tr>
<td>County agencies</td>
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<td>State agencies</td>
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WESTCHESTER 2000
Planning and Development Sub-Committee

Questionnaire
Summary
ADDITIONAL CONSIDERATIONS

Implementation Strategy

An implementation strategy must be defined if our efforts to date are to become effective. This strategy must identify the agency responsible for implementing the recommendations of this committee. Where no agency exists, the steps necessary for implementation must be identified.

Additional Analysis

The issue of public health provisioning has not yet been finalized. The proposed merger of the Public Health Department and the Medical Center must be discussed and evaluated.

Planning and Development also remains an open item. Input is welcome on this topic.

Comparative Analysis

A continuing effort will be made to test our recommendations by means of reasonability tests and cost comparisons.

Recommendations

1. Further analysis of the merger of Public Health and the Medical Center should be undertaken.

2. An implementation strategy should be defined (linkage).

3. Reasonability tests, with comparative analysis, should be conducted.

4. Additional analysis of Planning should be discussed.
ADDITIONAL CONSIDERATIONS
a. The Environmental Assessment Forms should be revised to include the question, "Does the project impact other municipalities?" An affirmative response would require circulation of the Environmental Assessment Form and the proposed designation of lead agency to such municipalities as "involved agencies".

b. Impacted communities should be elevated to the status of "interested party" or "involved agency" in order to entitle them to receive notices of determination, copies of draft environmental impact statements, notification of SEQR actions and the opportunity to have input in the SEQR process.

c. Impacted municipalities should be included in all scoping sessions preliminary to the DEIS.

Computerization

Many planning boards who responded to this sub-committee's questionnaire suggested computerization as a way of increasing available information for the planning process.

A computer data bank should be established and supervised by the County Planning Division. Census information, property tax data, zoning, traffic data and traffic models should be included in the data bank.
PLANNING AND DEVELOPMENT

The planning and development sub-committee reviewed planning processes in Westchester with emphasis on efficiency and intra-relationships with other planning organizations.

The Sub-Committee Recognized the Need to Improve Communications Between Planning Agencies.

The Planning and Development Sub-Committee distributed a questionnaire to Westchester municipalities, asking both quantitative and subjective questions. (See attachment-1, questionnaire, and attachment-2, summary of responses.)

When asked whether communication on projects having broad impact would be improved by meetings of groups of communities, two-thirds of respondents answered affirmatively (see question #7).

The sub-committee recommends that municipal executives meet quarterly in groups organized by region and concerns to discuss items of common interest and broad impact. These meetings would serve as a catalyst for additional meetings on specific problems.

The following groups are recommended:

<table>
<thead>
<tr>
<th>Group</th>
<th>Concerns</th>
</tr>
</thead>
<tbody>
<tr>
<td>I-287 Corridor</td>
<td>Traffic, office development</td>
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<tr>
<td>N/E Westchester</td>
<td>I-684, commercial development</td>
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<tr>
<td>N/W Westchester</td>
<td>Traffic, housing growth</td>
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<td>I-95 corridor</td>
<td>Parking, transportation, coastal</td>
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<tr>
<td>Southern communities</td>
<td>Housing, economic development</td>
</tr>
<tr>
<td>Hudson River</td>
<td>Traffic, parking</td>
</tr>
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In Addition to Improved Communications, the Sub-Committee Identified the Need to Enhance the State Environmental Quality Review Process.

In the SEQR process, neighboring impacted municipalities should be identified and their status elevated. To accomplish this, the following recommendations are offered:
WESTCHESTER 2000

TASK FORCE ON HOUSING

Final Report

April 1, 1985

Submitted by:

William F. Olson, Chair

John R. Nolon, Vice-chair
Introduction

One hundred ten members have developed these recommendations in meetings of the Task Force and five Committees: New Construction, Existing Housing, Public Support, Local Policy and Special Housing Needs. The detailed findings on which the recommendations were based are at the end.

Basic Themes

While there are disagreements over specific projections, everyone on the Task Force agrees that there is a tremendous unmet housing need, that the need is becoming greater and that housing production will lag behind under current policies. There is a critical need to act.

This Task Force will not judge whether additional jobs should be pursued, tolerated or discouraged. That is a judgment for the whole Westchester 2000 project.

If Regional Plan Association projections of jobs likely to want to locate in Westchester are correct (see Findings section below), if those jobs are welcomed, and if household doubling up does not happen on a grand scale, radical measures will be needed to fill the housing need. Particularly, large tracts of land will have to be available for new attached housing—much less expensive than one-family houses—so builders can negotiate competitive prices for sites. Floating zones can limit the total land built on and still give the builder a buyer's market for sites to help keep housing prices down.

If, however, there is a preference for limiting economic and housing development, more moderate system-adjusting measures probably can keep up with the need.

Everyone agreed that the ambiguity in development policy should be replaced by a blueprint for the future. If our group had been presented with such a plan, our deliberations could have been more precise and our recommendations directed to a specific end. Nonetheless, in the light of the serious need, we all agreed that we must begin now with the understanding that there is much too little housing and that we must form the basis for a collective effort to get more.

The fact that consensus was achieved in several major areas, some highly controversial in the past, gives us great hope that a more specific plan can be agreed on.
1. There should be county-wide guidelines for development. These guidelines should assure greater balance between residential and economic development. The guidelines should be developed in a manner that assures that local land use policies will conform to them. They should be specific rather than general and specify land use type as well as intensity.

Alternative methods of developing the guidelines:

a. The County should begin an intermunicipal process of reviewing and revising the County's Urban Form Plan. Or...

b. The County should directly issue specific land use guidelines for municipal action. Or...

c. Local governments should act collectively to initiate and guide the process of creating county-wide development guidelines. (This recommendation was embodied in a formal resolution we secured from the Town Supervisor's Association, which is attached.)

Alternative methods of enforcing/implementing the guidelines:

a. Such guidelines should be enforced by using incentives.

Set up a Housing Incentive Trust funded by voluntary contributions from commercial developers and tenants and governmental agencies. Use these funds to help pay the costs associated with needed housing construction and rehabilitation. In lieu of, or in addition to, the Housing Incentive Trust, increase the County's current Housing Implementation Fund. With appropriate changes in State and County law, this current initiative could go far in encouraging positive local action by making available needed infrastructure funds.

Create a non-profit development corporation to work cooperatively with local governments toward the initiation of specific projects and needed local policies. This non-profit could be chartered to deal with just housing or housing and economic development. Or...

b. Such guidelines should be enforced by using a mandatory approach.

Once issued, the guidelines should be enforceable in court by developers, who should be able to use the presumptive validity of County legislative policy as support; alternatively, the State Legislature should require that local zoning be exercised in conformance with land use guidelines formally adopted by the County Board of Legislators or the County Planning Board.
How encompassing should the guidelines be?

a. The guidelines should deal essentially with new development. Or...

b. Such guidelines should deal with more than new development. They should include standards for the preservation and appropriate utilization of the existing housing stock and for the sharing of municipal responsibility for housing populations with special housing problems.

Should the guidelines be based on the physical capacity of the land to support development?

Should they identify infrastructure investments needed to support the type and intensity of development recommended?

2. The State Legislature should amend State Rent Control and Emergency Tenant Protection statutes so the protection of these laws is afforded only to tenants of limited incomes. The amendment of these statutes should be done with care so as not to cause undue hardship for currently protected tenants who will eventually lose eligibility and to insure that eligible tenants are not unfairly treated and that there will be no diminution of housing available for such tenants. Rent protection amendments are needed to encourage investment in new construction and preservation of existing rental housing.

One or more of the following approaches could be chosen to amend rent protection:

a. Apartments subject to decontrol under such legislation should only be decontrolled when the current tenant leaves.

b. Apartments subject to decontrol should have rents increased gradually, to avoid hardship.

c. Vacancy decontrol should be coupled with gradual increases to market rents in apartments to be decontrolled under the legislation.

d. The State should subsidize the difference between an acceptable percentage of an income eligible tenant's income and the market rate.

e. The apartment industry should contribute a reasonable amount of the allowed rent increases in decontrolled apartments to reduce the amount of State subsidy needed.

f. In lieu of governmental subsidies, individual owners should use rental income from uncontrolled apartments to maintain affordable rentals for income eligible tenants.
g. Strict penalties for abuses either by landlords or tenants should be provided.

h. These reforms should be limited to municipalities that evidence a willingness to broadly attack neighborhood deterioration. Where broadly drawn Urban Revitalization Areas (see below) are formally designated by a locality, these rent control reforms, subsidies, and State assistance should be made available throughout the community. Localities could be required to contribute administrative oversight, tax abatement, and a balanced plan for upgrading neighborhoods while protecting lower-income households from displacement.

3. Additional financial and regulatory incentives are needed to encourage housing rehabilitation, the adaptive reuse of non-residential facilities, and the reconfiguration of larger housing units to meet the space needs of smaller households. Rent control reform is a major step toward the proper maintenance of current rental housing, but more is needed. The existing housing stock should be carefully preserved and much better utilized to fit the smaller size of households anticipated in the year 2000.

Very few specific recommendations were offered in the Committee and Task Force meetings regarding preservation of the existing housing stock. This was due to the generally agreed upon belief that the reform of rent control is the major initiative needed and that the current housing stock will generally improve to the year 2000, other than in pockets of deterioration. In these pockets, it was believed, conditions would worsen. For this reason, Committee members discussed the details of a program that would generate broad-based revitalization in and around these pockets.

One idea sketched is establishment by municipalities of Urban Revitalization Areas, where poor families constitute a substantial percentage of residents and housing quality is threatened. Designation would allow the area to tap a countywide Urban Revitalization Trust financed either by the Housing Incentive Trust or voluntary funds from employers or government grants, particularly from the State and federal governments. The Trust and program of improvements would be managed by residents, bankers, building owners, employers and local government. The Area should cover a wider area than the immediate neighborhood in need and seek an evenly mixed socio-economic population, a balance of housing types and conditions, shopping and other services. New in-fill housing and adaptation of nonresidential buildings for housing as well as rehabilitation and maintenance of existing housing should be an aim.

Neither the Committee nor the Task Force gave any attention to the issue of reconfiguring the existing housing stock into smaller units for the smaller households we can expect. This definitely merits attention in the years ahead.
4. There should be a broad-based, much publicized and formally structured constituency for housing. In nearly every Committee meeting, the importance of achieving support at the local level, from local residents, for positive housing action was prominently discussed. The need for a general educational effort to alert citizens to the importance of housing to the future economic vitality of Westchester and its people was also highlighted.

Both of the following steps were recommended:

a. Endorse the incipient 2000 Friends for Housing--an independent citizen campaign to support responsible action to build and preserve housing in Westchester. Use this new group to take the case for housing directly to the people in each locality and to coordinate communication among the media, corporations and local officials. Use this group to press the case for County and State actions recommended by the Task Force.

b. Identify leaders of the broadcast and print media and meet with them to develop a method for keeping them up-to-date on housing and development trends and their importance to Westchester. Seek their cooperation in keeping in the public eye the relationship between housing and a healthy economy and society.

5. Providers of housing, land use regulators, government officials generally and citizens should have up-to-date facts on housing supply and demand.

The County should develop an on-going data base on housing supply and demand. It should detail how much is being built, where it is located, and its selling or rental price. It should identify who needs housing, where, and how much they can pay. Any imbalance between supply and demand should be widely publicized.

6. The business community in the county should become involved as a major and active partner in contributing to the solution to the county's housing problems.

Business should be urged to do all the following:


b. Help to organize and capitalize the non-profit development corporation for implementing county-wide guidelines referred to under recommendation one above.

c. Carefully examine this Task Force's housing projections and evaluate their ramifications. The imbalance between housing production and economic development may affect corporations in several ways. They may have to increase wages to reflect the cost of living. Workers may have to commute longer
distances, affecting morale and productivity. Corporations may find that plans to expand operations in Westchester are less tenable. They may find that needed services become less available as service industry workers are priced out of the market. If inadequate housing production curtails further office expansion, real property taxes may increase and new businesses needed to complement and support their operations may not locate here. Corporate leadership should be asked to reinforce the Task Force's housing projections and endorse its recommendations.

d. If corporations evaluate and confirm these impacts, then the case for progress on housing should be made directly by them to the Westchester public.

7. Special emphasis must be given to developing solutions to the housing problem of the "at-risk" populations (see Findings, below, for definition), whose need is the greatest and who are the hardest to house. There is a strong interplay between housing and the personal development and health of individuals and families. A greater investment in the housing needs of our at-risk populations can help avoid the costs of poverty and ill-health and contribute to the overall economic and social health of the county.

All of the following should be attempted:

a. Achieve intermunicipal agreement regarding responsibility for housing populations at risk. Do this as part of the process of creating county-wide guidelines for development. In the allocation of responsibility, take into account factors like the number of homeless, the extent of overcrowding, the number of new jobs that pay less than a certain wage, the amount of substandard housing, and the number of overcrowded families and individuals. The Committee further recommends that a locality's fair share be allocated by housing type, e.g., emergency shelters for individuals and families, single room occupancy buildings/boarding homes, community residences and low income apartments/cooperatives.

b. Couple the revision of rent control with commitments on the part of developers and apartment owners to provide and preserve housing for populations at risk.

c. Develop financial incentives and techniques to assure the production and preservation of housing for populations at risk, e.g., condition Housing Incentive Trust grants by requiring specific contributions to improved or increased housing for at-risk populations and/or set aside a share of the Trust for that purpose.

d. Advocate increased public assistance levels so that public assistance recipients can compete in the marketplace. The County should take a leadership role in advocating increased
shelter allowances and Supplemental Security Income (SSI) levels at the State and federal levels and automatic annual increases in shelter allowances based on an appropriate index, e.g., cost of living index as is currently used by the SSI program.

e. Establish a free service to assist populations at risk to locate suitable and affordable housing.

f. Develop health and human service delivery systems that assist populations at risk to remain and reside in their homes and communities. Housing and health and human service practitioners should continue their dialogue on how each other's services can be coordinated to support the need of individuals. Laws and programs should be explored to identify obstacles to coordination. The County should take a lead role in advocating needed changes and propose incentives for coordination.

Objectives For Further Study

1. Reconfigure existing housing to gain more smaller units from the same space. How can this be done in a cost-effective way? How many units can realistically be expected?

2. Create incentives for the construction of rental housing. What specific incentives are needed to rekindle the rental housing market? How many new units can realistically be expected? Can such housing be made affordable? At what cost? To whom?

Findings

The recommendations were based on the following findings:

1. Office space development is the dominant force in the housing market. Seven million square feet of it is available or being built. An additional seven million is in the planning stage. Fourteen million square feet will create space for 45,000-55,000 employees.

2. Major arteries are at capacity during peak hours, and only modest improvements are scheduled, raising doubts about how many additional workers can commute into Westchester.

3. Our current population is providing nearly all the employees that it can. Fifty percent of the people who live in Westchester are employed, a relatively high percentage. To the extent that commuters from Westchester to New York City and elsewhere can be attracted to work in Westchester, we have some potential to fill new jobs, but since most of the increase in Westchester jobs, 1980-2000, will be somewhat different—and lower paid—than the majority of jobs to which Westchester residents commute in Manhattan, little shift can be expected.

4. In 1979, the County Board of Legislators ratified a policy calling
for 5,000 units of new housing a year—to increase the vacancy rate
to a very modest 3.6 percent and provide for a modest half-percent
per year increase in households. Since then, less than half the
target number of units have been built, and Regional Plan Association's
new projections of households and jobs project a demand for nearly
10,000 units a year for the remainder of the century rather than
5,000.

Regional Plan Association projections anticipate an increase of
110,000 more households in Westchester by 2000 from existing residents,
without an increase in population. In this projection, households
are defined as groups of people who are expected to want to live
together in their own housing unit. The household increase will
come about without any added population because of the aging of the
population—many more one-person households whose spouses have died
and a decline in the number of married people and of households
with two parents and children.

In addition, Regional Plan projects that employers will want to
relocate in Westchester about 75,000 more jobs than the resident
labor force will be able to fill. To house this added labor force
in the county would require about 50,000 housing units (assuming
about half of the households will have two employed persons). In
all—to keep up with the projected household formation and needed
labor force—160,000 more housing units would be needed between
1980 and 2000, of which 12,500 have been built in the last five
years, 1980-84.

If housing is not available or affordable, the 110,000 projected
new households may not end up living alone. Older people may find
congregate living; children may stay at home longer than they want
to; two families or unrelated people may live together in a house
or an apartment. Similarly, the 75,000 jobs that go beyond the
expected labor force could—if the people of the county wished—be
actively discouraged from locating in Westchester to prevent a need
for as much added housing.

So housing "need" is somewhat flexible; we can only say that if
present policies and trends continue, there will be a demand for
about 147,500 added housing units by 2000 plus some needed to
replace those that will be destroyed and to raise the vacancy rate
to the level suggested by the Board of Legislators.

5. In a market place where jobs are increasing faster than housing
production, moderate- and middle-income people are being squeezed
out. Influenced by the critically low rate of production, housing
prices have spiraled. The average house today costs in excess of
$170,000—far above the level affordable by the median income
family. Housing available and being produced in Westchester is
priced beyond the reach of an increasingly large percentage of the
population.

6. In addition, a significant portion of Westchester's population have
special housing problems, a group we will call populations "at risk," i.e., poor and near poor, mentally or physically disabled, addicted, elderly and homeless. In Westchester, 18 percent of the population, 157,000 persons, are "at risk," and the number is increasing. In the 1970s, there were the following increases:

a. 10 percent in individuals below the federally-defined poverty level, $7,412 for a family of four in 1980. There are now 60,000 persons, 7 percent of the population, with income below the poverty level.

b. 12 percent in "near poor"--125 percent of the poverty level, now 85,000 persons.

c. 26 percent in poor children, now over 21,000.

d. 31 percent in persons over 75, now 10,854. By 1990, this age group is expected to increase by an additional 17 percent. By 2000, those 65 and older will make up 20 percent of the county's population.

Additional data:

e. There has been a 25 percent increase since 1980 in individuals receiving Home Relief--now 6,438, and a slight increase in each of the last five years in families receiving Aid to Families with Dependent Children (AFDC), now an average monthly caseload of 11,204.

f. Single-headed households have a one in three chance of living in poverty; in 1980, there were 42,525 single parent households.

g. Eight percent of the elderly live in poverty.

h. The average monthly caseload for those who receive Supplemental Security Income is 10,005. Over 15,500 between the ages of 16 and 64 have a disability that prevents them from working, and over 13,000 elderly individuals have a public transportation disability.

i. Almost 50 percent of public assistance families live in substandard housing.

j. The Department of Social Services has a steady monthly caseload of 450 homeless families and individuals. At any one time, over 500 children are homeless. Because of an inability to locate affordable permanent housing, the length of "stays" in emergency housing has increased during the past year for individuals from an average of two months to three and for families from four months to six.

k. Waiting lists for just two types of subsidized housing total over 6,800 households as of February 1985. (Attachment A.) Waiting lists of many low- and moderate-income developments
exceed the turnovers projected for several decades.

7. High housing prices caused by low production will create additional negative results. Corporations will have to pay higher wages to keep employees so that they can pay higher housing costs. Some corporations may relocate or choose not to expand because of inadequate housing. The addition of new office buildings in a static housing market may cause high vacancy rates in older buildings in built up urban areas. Eventually, the rate of new office construction may decline rapidly.

8. These results raise significant questions regarding the financial viability of municipalities in Westchester. Can tax bases expand in proportion to necessary increases in public expenditures in this market place? During the period 1975-1983, when office building construction was booming, assessed values in Westchester increased by 29 percent, about 3.5 percent annually. Are those increases likely to continue if the stagnant housing market and other forces cause a substantial reduction in new office development?

9. No new unsubsidized rental housing was produced in Westchester during the decade beginning in 1974. In 1980, the census reported that Westchester had 146,118 occupied rental units. During a 3 1/2 year period from January of 1980 to July of 1983, nearly 13,000 units of housing were converted from rental to ownership. With ownership housing increasing as the dominant type, additional pressures will be felt by those who do not have the required down payments and social characteristics to achieve homeownership.

10. Although 42 percent of Westchester's housing is now nearly 45 years old or older, it can be projected that the condition of the existing housing stock will improve because of high demand and higher prices and rents. In several isolated portions of our older cities and villages, the market will remain depressed. There, the pressures will increase dramatically. Because of the fewer affordable opportunities elsewhere, overcrowding will increase in these areas and conditions worsen. Overcrowding, tending to erode housing and neighborhood quality, will also occur in large older homes where illegal apartments and occupancies are created.

11. Other trends:

   a. The demand for housing will continue to diversify, with more specialized products needed for empty nesters, single professionals, working couples without children, and elderly individuals and couples. Generally, the existing housing units—which are large—do not match the existing household size, which is small.

   b. Integration of health and social services with the provision of housing will be needed by the increasing aging population, by families in crisis and by the physically and mentally disabled.
c. Interest rates will remain cyclical; periodic upward movements will severely limit home building.

d. The building industry will continue to develop modular construction and other techniques that will enable it to build suitable homes at modest costs, where local regulations will allow and encourage such construction.
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<thead>
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<th>Locality</th>
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<td>Westchester</td>
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<td>Eastchester</td>
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<tr>
<td>Locality</td>
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WHEREAS, local governments currently exercise, and are resolved to continue to exercise, land use authority which will control development in Westchester to the 21st century;

WHEREAS, the Housing Forecast issued by the Housing Task Force of Westchester 2000, prepared in conjunction with local officials, indicates that Westchester is experiencing an extremely tight housing market, and that the housing market may well deteriorate further in the next 15 years; and

WHEREAS, this tight housing market may limit the ability of Westchester's municipalities to attract and encourage economic development that is vital to the stability of the tax base of many municipalities and to continued low rates of unemployment in Westchester; and

WHEREAS, local land use decisions influence the location of both economic and residential developments; and

WHEREAS, these local decisions can have an important fiscal, physical, and demographic impact on nearby municipalities; and

WHEREAS, these local decisions should be guided by knowledge of, and concern for, their impact on other municipalities and the county as a whole; and

WHEREAS, responsible and formal guidelines for local land use decision making are needed that measure the outside impact of those decisions; and

WHEREAS, such guidelines should be designed to encourage a proper rate of development, an harmonious balance in type of development, the availability or creation of needed infrastructure and services, and the preservation of the quality of life and the environment in each municipality; and

WHEREAS, the design of these guidelines, if they are to be specific and thereby useful to local decision makers, will require a considerable amount of time and staff resource to complete; and

NOW THEREFORE BE IT RESOLVED, that this Association calls for the creation of such guidelines, to be developed in full consultation with local officials, and a work plan, process, and timetable, working with the Town Supervisors Association, for the creation of such guidelines; and
BE IT FURTHER RESOLVED, that this Association will cooperate in the development of a work plan, process, and timetable for the creation of such guidelines; and

BE IT FURTHER RESOLVED, that this Association requests the Village Officials Association and cities in Westchester to join it in designing these needed land use guidelines.

Dated

Secretary
WESTCHESTER 2000

TASK FORCE ON TRANSPORTATION AND
OTHER INFRASTRUCTURE NEEDS

Final Report
April 1, 1985

Submitted by:

David A. Shulman,
Chair

R. Raleigh D'Adamo,
Vice-chair
Executive Summary

Most Important Objectives

1. To adjust transportation and other infrastructure provision to the likely development of the county over the next 15 years, and achieve understanding by the public of the realistic options so the best compromises can be attained. This requires enough information about infrastructure needs and costs attendant on projected development so the public, through their elected representatives, can make rational judgements on (a) the quality of infrastructure service they are willing to pay for (e.g., how much traffic congestion), (b) the extent of development they find cost effective, and (c) whether the variation in public costs related to different patterns of development is sufficient to modify their preferred land use pattern. Since infrastructure and road capacity stimulate and sometimes legally force the acceptance of development, settlement pattern choices must accompany transportation and infrastructure investment choices. Often, providing a comfortable fit between road, water and sewer capacity and development in one area may stimulate unwanted development in another area. This and the very limited federal funds for these purposes and the demands on the limited funds to make up for deferred maintenance suggest that the adjustment will require a great deal of compromise of all interests, i.e., developers, municipalities wanting a great deal of development, those wanting almost no more development and those expecting congestion-free roads and unlimited water. No one will get everything he wants. Our first objective is a process for achieving the most satisfactory compromises.

2. Maximizing ride-sharing (i.e., public transit and van- and car-pools) in peak periods. A goal should be to keep vehicle movements from rising during peak periods by siphoning off all the increase to ride-sharing. This will require (a) changing people's attitude toward walking, (b) improving the location and design of office buildings and of medium- and high-density housing that will be built from now on, and (c) coordinating parking and public transit policies. The first target for increased ride-sharing should be the I-287 corridor.

3. Assuring transportation for non-work trips for the rapidly increasing aging population.

4. Assuring an adequate water supply, unlikely without new programs.

Important, but of more limited ramifications:

5. Retention by Westchester County of policy control of the Westchester Airport and participation of Westchester County in assuring good interregional travel from Westchester, including access to other airports for commercial flights and for overflow general aviation and convenient Amtrak service.

Recommendations for Reaching Objectives

1. The development of a new Urban Form plan for the county--recommended
by several Task Forces—should be the framework within which the first objective is achieved. Westchester 2000 should contribute some public understanding to facilitate this process. Timing: This already is underway. Who should be responsible for seeing that it gets done? County Planning Department and Board.

2. The County Executive should assemble a long-term capital budget estimate for roads, water and sewer lines that will adequately serve the development projected by developers and the Westchester 2000 staff. The estimates should have alternative costs for different settlement patterns and degrees of road congestion. Timing: After Westchester 2000 report and Urban Form completion. Responsible: County Executive.

3. The transition from a world in which almost all trips are presumed to be made by car to one in which many will be made on buses, trains and feet or together in cars or vans will not be easy. Office builders will not take chances of building without plenty of free parking, which spreads out development so public transit and walking are not convenient; furthermore, limiting parking and rationing it by price or some other way is the most important incentive to shift from individual driving to ride-sharing. Similarly, a large number of riders are needed before exclusive lanes can be justified for ride-sharers. But as long as ride-sharers are caught in the same traffic jams as individual drivers, there is no incentive to share rides—so exclusive lanes will not be provided. And builders continue to build as though all trips will be by car, so walking and bus-riding are inconvenient or impossible. Furthermore, where people do choose public transit, they often are rebuffed by lack of parking at rail or bus stops. A package of policies is needed to stimulate the shift to ride-sharing that will be essential to moderate peak-period congestion, even if the planning process, i.e., recommendation one, results in policies that seek to limit further office growth. These policies must include:

a. A County parking agency that will acquire land and assure parking for ride-sharing. The parking program should be related to bus and minibus service to rail stations. Timing: This is urgent. Even before an authority is set up, negotiations among all interested parties should be initiated to expand rail station parking where use of the train is now limited by lack of parking. Responsible: County Department of Transportation.

b. Change in municipal ordinances so (1) builders are not required to provide more parking space than necessary to rent their building and (2) offices are located and designed to be readily accessible on foot from bus or train stops. Timing: This will take considerable discussion with developers, municipalities and design work. Responsible: County Planning Department.

c. A countywide economic development effort focused primarily on downtowns, as proposed by other Task Forces. Timing: At the conclusion of Westchester 2000 phase I (September). Responsible: Westchester 2000 Steering Committee.

d. Long-term dedicated sources of subsidy for public transit so both rail and bus service can be planned and maintained adequately. The
Task Force discussed but did not agree on sources but suggested as possible: (1) motor fuel taxes, (2) an allocation of the portion of real estate taxes paid on the parking portion of developments, (3) a hotel tax or (4) general revenue of the County.

e. Co-development efforts with Metro-North around railroad stations to build either apartments or offices. Employees are not likely to use the train for work trips within Westchester where parking is inexpensive unless they can easily walk to and from the train. For short trips, if an employee has to get into a car to get to the train or onto a bus at the end of a train trip, he is unlikely to leave his car at all. For Metro-North, peak-period riders to Westchester destinations in either direction are pure profit because equipment is running with plenty of space. For example, the Mt. Kisco apartment resident who rides to a downtown White Plains office job gets off the train to leave room for White Plains riders to Manhattan. Timing: Concurrent with Urban Form discussions—i.e., now. Responsible: Metro-North and County Planning Department.

f. Improved design of roads for safer, pleasanter walking or bicycling. Timing: A lengthy job. Responsible: County Planning Department.

g. Permission for buses to run on specific and limited segments of parkways (see map to be provided by Westchester County Department of Transportation), where the parkway design can handle buses safely and where bus travel time will be substantially reduced. Timing: Immediate if there is sufficient public support. Responsible: County Executive.

h. A campaign educating the public to the tremendous aesthetic, environmental and overall time- and grief-saving benefits that would accrue if they were willing to walk just twice as far as people typically do now at the beginning and the end of their trips, say a total of a half- to three-quarters of a mile. Timing: Long-term. Responsible: County Planning Department.

i. Attention by municipal planning boards to their office parking policies, suggesting ways to encourage ride-sharing specific to each building or cluster.

j. Parking charges on office lots at least equal to the cost of providing it. Timing: Education should start quickly. Coordinated action will take awhile. Responsible: County Department of Planning.

k. Feasibility studies of an exclusive bus route attached to large parking fields in the Route 303 area of Rockland County at least as far as Tarrytown and of eventual rail service tying together the three Metro-North lines in the I-287 corridor with other stops where vans could serve office parks. Timing: Very soon, in time for Tappan Zee Bridge reconstruction. Responsible: County Department of Transportation.

l. Higher peak-period tolls on the Tappan Zee Bridge or some other way to charge peak-period travellers on congested routes a higher price in keeping with the higher costs they impose on the public.

m. Large corporations should investigate the successful use of
company buses by Reader's Digest. They may work for other corporations. Timing: Immediate. Responsible: County Department of Transportation.

n. A public relations campaign that makes the use of public transit respectable for Westchester residents, with routes and timetables of buses as familiar in most households as Metro-North's are in Manhattan-oriented households near rail stations. Timing: Immediate. A long-term effort starting with Westchester 2000. Responsible: County Department of Transportation.

4. Off-peak bus service to typical destinations like shopping, movies, arts presentations and church has not been satisfactory because few people depend on it—so those locating such facilities make little effort to locate them together where trips to each would cumulate and there might be enough travel to support better service. The dramatic increase in residents over 65 expected over the next 15 years suggests that many more people will want public transit, that safety on our roads will benefit from providing that alternative and that public transit could be an important factor in overcoming isolation of older people in their homes.

a. Those locating these facilities should be urged to keep them or place them together in clusters at bus or train stops, preferably where offices can help support service during peak periods, i.e., in downtowns, existing or new. Timing: Long-term, beginning with Westchester 2000 and the new Urban Form plan. Responsible: County Planning Department and Board.

b. Housing for senior citizens should be located near bus stops or a short walk from needed facilities. Timing and Responsibility: Like 4a.

5. Both water conservation and new supply should be sought.

a. The potential of conservation was demonstrated during the last water shortage alert, when use declined by 15 percent. But how to obtain long-term conservation? One method considered is the one that sharply reduced demand for oil so America snapped its bondage to the Middle East—i.e., raising the price. Careless waste might be inhibited by higher charges, and the extra funds could be used to reduce the substantial waste of leaky old pipes; replacing them will be an expensive job. The extra funds also will be needed to obtain expanded sources of water. Timing: Debate should begin immediately. Water shortages are likely in the next few years. Responsible: County Department of Environmental Facilities.

b. Westchester should be planning for conservation and new water sources with New York City and should press New York to meter water as a conservation measure. Timing: Immediate. Responsible: County Department of Environmental Facilities.

c. Ground water, supplying at least 15 percent of Westchester residents, is being depleted. Replacing more of that water by allowing it to soak into the ground after initial use rather than letting it pour into the sea can be achieved with better design—in part a function of broad land planning to avoid excessive runoff and in part of subdivision and sewerage design to keep waste water in the area, filtering back into the
ground. The Geographic Information System, being proposed by the Ecology, Economy and Demography Task Force, would help with decisions that could lead to saving of ground water. Timing: Land-planning aspects should come up in Urban Form planning; improving design could be done immediately after. Responsible: County Department of Planning.

6. Ownership and management of the Westchester airport should remain with the County, and County policy should be to operate the airport principally for general aviation. Development surrounding the airport should be compatible with the airport's existence.

Elaboration of Certain Points

Objective #1: Making Conscious Development Choices

Improved east-west access in northern Westchester is the best example of the difficulty of making infrastructure decisions. It is widely believed to be highly desirable now and almost essential in the future, though some northern Westchester residents on the Task Force challenge that notion and report the delays on Route 35 are not more than a few minutes. Commissioner of Public Works Bohlander states: In the northern county, "east-west roads are, for the most part, inadequate, even for the day to day off-peak traffic. An example of this is the Route 35 corridor which, for the most part, has poor alignment and a narrow cross-section. This is creating a serious problem in the Somers/Bedford area. Its solution, however, need not be a serious problem, except for the fact that the local communities in this county have home rule control on such things as the construction of highways and the development of land. Maintaining a 19th century lifestyle with respect to transportation modes in the northern county appears to be the desire of a number of its residents." So, improving route 35 would be physically simple, but that probably would attract more development in the corridor and congest it once more. The possibility of widening the road and restricting non-residential development within, say, two miles of the road to prevent that from happening would be unrealistic, according to Mr. Bohlander, because it would "require... enormous subsidies to maintain service without a corresponding amount of development to provide the tax base necessary to support the maintenance of such a lifestyle." Again, some Task Force members disagree. How much cost? Who should pay? Is there a compromise that will allow some travel improvement without more development than is tolerable? Or would all interests be satisfied if the I-287 corridor were more intensively developed while the 35 corridor or some other corridor in northern Westchester were widened and sterilized? Or would some still prefer intensive development along an east-west corridor to the north—a Junior I-287 or even equal to I-287? This Task Force cannot decide among the advocates of different kinds of northern Westchester. So our first objective for consideration for the Westchester 2000 final report is a process for making those choices as rationally and democratically as possible.

Increasing road access in the I-287 corridor and added cross-Hudson capacity also have been proposed, whether another bridge south of Bear Mountain or several more Tappan Zee lanes. Again, the effect on
development on both sides of the River would be substantial, so the decision should start with land-use agreements, not simply responding to congestion frustrations with a bulldozer.

Objectives #2 and #3: Increasing the Share of Trips Using Ride-Sharing or Walking and Providing Public Transit Service For More Non-Work Trips

There is little doubt that congestion will worsen by 2000 unless we can shift more peak-period trips to public transit--even with the several current and prospective highway projects that will increase capacity. Commissioner of Public Works Bohlender has written to the Task Force:

"Capacity problems by the year 2000 would occur on Routes 6, 35, 9A in the Ossining-Mt. Pleasant area, 9 north of Peekskill, 120 in Rye and North Castle, King Street in Rye, 172 in Bedford, 684 interchanges and the White Plains area.

"We do not believe that all the peak hour travel needs can be met by highway improvements alone" from a cost and environmental standpoint and because of "concern over uncontrolled land use development and growth." Particularly where there is no off-peak problem, capacity increases are unlikely. Transportation System Management and spreading the peak are necessary.

Regional Plan Association has studied the conditions that induce persons with cars to use public transit: by far the most important condition is a strong downtown to which many people are going from all directions. This provides a large pool from which to draw passengers; what makes them choose public transit as roads become congested is time-saving if public transit is on its own right-of-way (e.g., rail) or increased parking fees if public transit consists of buses stuck in the same congestion as the car and so always slower. As people shift to buses for cost-saving, enough riders may accumulate to justify an exclusive ride-sharing lane, when timesaving can be an inducement.

The second most important condition to support public transit is a residential pattern with the higher density in and near downtown, tapering off to lower density as distance increases. Even neighborhoods with quarter-acre lots can support bus service with that pattern.

This pattern exists in a rough way in Westchester cities--White Plains, New Rochelle, Yonkers, Mt. Vernon--and at a smaller scale in many of the old villages along the rail lines, e.g., Scarsdale.

While other Task Forces are recommending that county economic development efforts be concentrated in urban centers--which would shift some peak-period travel to ride-sharing just by itself, much of the county already is developed in a different fashion. The I-287 corridor offers the greatest opportunity and the greatest need to increase ride-sharing. It will not be easy. Nowhere is the pedestrian considered; even those rare individuals willing to walk a half-mile on the way to work find it generally unsafe and unappetizing. A total design study is needed: can access to office parks from bus stops be improved? Where can pedestrianways be
inserted? How can added development be fit in to improve ride-sharing and walking possibilities? For example, could housing in the corridor provide reasonable standards of amenity and community and relate to the jobs and shopping conveniently? This design study should be part of the feasibility studies of exclusive bus lanes and future rail.

New techniques are becoming available both to speed buses—e.g., electronic control of traffic lights to favor them—and the charge motorists for travel during periods of congestion—electronically registering when an auto travels during that time and adding up the charges.

In a suburban-rural county, the potential for ride-sharing depends a great deal on willingness to walk. Green, suburban-scale living is compatible with ride-sharing and car-free centers of activity are possible if people are willing to walk more than the few hundred feet typically assumed in transportation studies. In Westchester, people jog for miles for exercise, then drive around a parking lot twice looking for a spot that will save walking 100 feet. If Westchester's urge for exercise could be mobilized to walk to destinations more, much more grace could be brought back into the environment. Similarly, the urge for exercise could be applied to bicycling. The vast majority of trips are under five miles, less than 30 minutes by bicycle. But few roads in Westchester are suited to pleasant cycling.

Use of public transit is being reduced by a shortage of parking at rail and bus stops. In some cases, parking is limited by municipalities to what they feel serves their own residents, though riders would come from other municipalities if they could park. Since public transit is paid for by the general public as well as by the riders and since everyone benefits from getting cars off the roads, the Task Force believes that a County agency should have authority to provide parking for public transit. Potential riders will be lost unless parking space is acquired quickly for key bus stops in developing areas.

Objective #4: Assuring Enough Water

Commissioner William Borghard wrote to the Task Force:

"As to water conservation, there are two areas that need to be addressed. First, the actual consumptive use may be reduced in the short term by reduction of use of washers and maintenance of fixtures in structures. In the longer term, water consumption may be reduced by water saving fixtures for showers, toilets and continued maintenance of plumbing fixtures—faucets and the like. The County did reduce use of water by about 15 percent during the last emergency by these methods.

"In addition, and significantly, water losses in the distribution systems and service lines to the structures can be quite high. Water suppliers have unaccounted for volumes of water estimated at 10 percent to 30 percent of the water supplied. A saving of water can be accomplished by expanding leak-surveillance crews and repair of leaks."
It is of course, an economic decision so that in times of drought, reduction of system losses is worked on but usually is reduced or dropped when water is plentiful. If the cost of supplying water is $100 to $200 a million gallons and losses can be reduced by 50 percent, we would save about 16 million gallons per day which is worth between $584,000 and $1,168,000 per year. Thus this sum could be expended annually to reduce water losses.
APPENDIX A

Statement of the Metropolitan Transportation Authority

The mission of the Metro-North Commuter Railroad is to preserve and enhance the quality of life and economic health of the region it serves through the efficient provision of transportation service of the highest quality. As such, Metro-North will continue to positively contribute to the travel needs of the county's residents as well as to the economy of the county. Convenient rail access to Manhattan is a key consideration for a significant number of the individuals who make Westchester County their residential location. By choosing Westchester County as their residence, they contribute to the county's economy by means of an increased tax base and additional commercial and retail activity.

In its first two years of existence, Metro-North has successfully begun a major reversal of the decade-long deterioration in service, comfort and reliability that had plagued the railroad.

This is being accomplished through a change in management's focus and through the implementation of a comprehensive capital improvement program. When all of the projects in the capital program are completed, over $200 million will have been invested in facilities located in Westchester County, as well as other parts of the Metro-North service area. These improvements are being built to meet present needs as well as future demands on the system. Of particular significance to Metro-North customers, projects such as the completed Upper Harlem Line electrification, the purchase of new cars, improvements to the power system, installation of a new signal and communications system, completion of Harmon Shop improvements, station improvements and many others have, and continue to, lead to a substantial improvement in the quality and level of service they experience. Notable examples are the improvements in on-time performance, up 5% for all trains systemwide from 1982 to 1984 with a further improvement targeted for 1985; a reduction of over one-half of train annulments; morning peak period standees have dropped from over 4,000 a day to under 1,000; and air-conditioning performance has risen by more than 13%. Management's focus on service-related issues have also been successfully demonstrated in more efficient use of equipment, a greater emphasis on express service, added service on several segments of the rail system and an ongoing analysis of schedules to implement reduced running times where practical.

All of these improvements have attracted new ridership to the Metro-North system; this trend is expected to continue into the 1990's at a rate of increase of 2% to 3% a year. Increased ridership on Metro-North translates into fewer cars on Westchester County's near capacity or over capacity road network. Travel to major employment centers such as White Plains, Yonkers and others which may emerge in the coming years, are also facilitated by the service Metro-North provides. Once the Five-Year Capital Program is completed, the Railroad will have the capability to significantly increase its ridership, assuming adequate operating funds and capital funds for equipment.

In order to continue the revitalization of rail service in the County, there needs to be a cooperative spirit among all the communities and public agencies to address issues of mutual concern. Among these issues are the need for expanded parking facilities at a number of key stations to remove the major impediment to future ridership growth, and support for acquiring the funds needed to continue improving, maintaining and expanding the railroad's infrastructure.
WESTCHESTER 2000

Task Force on Education and Arts

EDUCATION COMMITTEE

Final Report

April 1, 1985

Submitted by:
Edward J. Mortola,
Chair

Daniel E. Idzik,
Vice-chair
RECOMMENDATIONS FOR ACTION

1. Form a Special Committee of the Task Force to examine the special problems of minority populations in the County.

   The Westchester 2000 Steering Committee should organize such a Special Committee in order to:
   
   -- determine the extent to which minority populations are becoming concentrated in the County's urban centers
   -- examine the special problems faced by many members of the County's growing minority populations
   -- draw on varied resources of the full Task Force to recommend ways to solve or alleviate these problems.

   Such a Committee should be formed in time for it to make a contribution to the final Task Force report.


   The Consortium's objectives should be to:
   
   -- promote cooperative efforts to improve the quality of curriculum and instruction in schools and colleges throughout the County
   -- fund special projects in selected schools and colleges
   -- evaluate special projects for their effectiveness and applicability to other schools and colleges
   -- develop and sustain linkages of adult education efforts throughout the County
   -- promote on-going communication about changes in the workplace and changing needs for vocational education
   -- work with the media, teachers organizations, PTA's, Boards of Education, and other civic organizations to promote a climate of respect for teachers and teaching.

   The Consortium should be governed by a body containing representatives from Colleges and Universities, Public and Private Schools, Business and Industry (including Westchester County Association) and libraries and cultural institutions. The Consortium should be developed in the fall of 1985 on the initiative of the higher education institutions. The County should help to finance it.

3. Combat the problem of declining enrollment through intra-district reorganization, inter-district cooperation, shared BOCES services, or district school consolidation.

   Where declining enrollment makes it impossible to maintain educational quality at feasible costs, local Boards of Education, the BOCES, and the State Education Department should seek these
remedies. Because such measures may be politically difficult, planning
should begin at once. While non-consolidation solutions might eliminate
the limitations of very small school districts, consolidation—in many
instances—would further integration of income levels and ethnic and
racial groups.

4. Develop a program to (a) attract very high quality candidates for
teaching positions, particularly from minority populations, (b) make
teacher training more attractive; and (c) provide continuing professional
growth opportunities in education.

This should be a major effort of the proposed Consortium.

5. Equalize funding among school districts by providing increased State
aid to less affluent districts—i.e., by "leveling up."

Improving the quality of education in some districts should not
mean compromising the quality of education in others. Local school
districts, the Westchester-Putnam School Boards Association, the
Westchester PTA, and other county-wide organizations should seek the
influence of the State Legislature, the Governor, and the Board of
Regents to provide more money for area schools. The need and the
effort are likely to be perennial.

6. Initiate a County-wide effort to increase the number and quality of
the programs for pre-school age children and for children for whom
there is no adult at home in the day-time.

The County government, perhaps in cooperation with the Westchester
Child-Care Council, should serve as a catalyst to bring together
public and private schools, religious organizations, businesses, and
other institutions to:

-- determine what programs and services are now being offered
-- examine possibly unmet needs
-- disseminate information concerning effective practices
-- encourage the development or improvement of programs where
necessary

The effort should begin next fall or winter.

7. Initiate a County-wide effort to help the growing number of foreign-
born and other non-English speaking people to make satisfactory
language and social adjustments to the cultural mainstream.

The responsibility for this effort must be shared by local
school districts, human resource agencies, and employees. The Con-
sortium referred to above should serve as catalyst. The effort
should begin next fall or winter.
WESTCHESTER 2000

TASK FORCE ON EDUCATION AND ARTS

ELEMENTARY-SECONDARY EDUCATION COMMITTEE

Final Report

April 1, 1985
A. Changes in Population

1. Declining Enrollment

During the 1970's school enrollment declined substantially in Westchester County, especially at the elementary level. As a result many schools were closed, teaching positions were abolished, and patterns of neighborhood life were changed. The average age of teaching staffs rose as the least senior teachers were excessed; fewer young people were attracted to a profession with such scarce job opportunities. Many believe that support for public education declined as per pupil costs inevitably rose and as the portion of the population with children in the schools grew smaller. The problem for local school districts was to maintain quality, control costs, and sustain public support in a time of inflation and diminishing scale.

During the 1980's school enrollment will continue to decline, but in a different pattern. Projections made by the New York State Education Department indicate that K-12 public school enrollment in Westchester will decline by 15.5% by 1990-91. However, this decline will be experienced at the secondary rather than the elementary level. Throughout the State elementary school enrollment will turn slightly upward, while secondary enrollment will decline by about 25%. Although grade-level projections for Westchester County were not available for the preparation of this paper the State-wide pattern is likely to be reflected here.

Projecting school enrollment for the decade of the 1990's is a chancy business. Indeed, no such projections were available for the preparation of this paper. However, the most reasonable extrapolations of current
data suggest that elementary school enrollments will remain relatively constant at 1990 levels and that secondary school enrollment will increase slightly throughout the decade.

To the extent that these estimates may be accurate, they pose new problems for elementary and secondary school planners. First, elementary school buildings which now are not used or under-used may be needed again in a few years. School districts may wish to consider making temporary arrangements for the use of such buildings rather than disposing of them. Second, the smaller districts in the County will have a difficult time in preserving the quality of their high school programs.

Most public Westchester high schools serve a diverse student body and attempt to offer a wide range of programs and services to meet diverse student needs and aspirations. A generation ago James Bryant Conant established 750 as the enrollment below which such comprehensive high schools cannot function effectively; while this figure has been challenged—some small high schools offer a wide range of courses,—the Task Force does consider that small size is an issue. At present 20 of the 44 public high schools in Westchester County already have enrollments below 750. By the end of this decade their number will grow, and the problems which already exist will become more severe. Small high schools can establish an interpersonal environment conducive to learning, but they cannot possibly provide the teaching faculties necessary for a full range of academic and vocational educational experiences. If programs are not to be substantially reduced, those responsible will be required to consider inter-district cooperation, the provision of school services through BOCES, or school district mergers.
2. Students of Limited English Proficiency

Some 14.6% of Westchester's total population is foreign-born. Between 1970 and 1980 the number of persons reporting foreign birth increased by 20,237, or almost 19%—even though during the same period the overall population of the County decreased by about 3%.

Projections as to whether this trend will continue to the year 2000 were not available for the preparation of this paper. To the extent that it may, an already serious educational problem will be exacerbated.

Pupils who do not speak English as a native language often have a difficult time in school. They may have academic problems; they may feel outside the school's social mainstream. Their parents and the schools may have difficulty establishing effective communication with one another. Teachers sometimes feel that the presence of such children in their classes diverts time and attention from "regular" pupils, and policy makers are aware that the cost of the services which such children require constitutes a drain on limited resources.

It seems likely that throughout the remainder of this century school districts will have to improve and extend the programs and services they provide to this possibly growing segment of the school population. Among the possibilities are better-staffed and more amply funded English-as-a-Second-Language programs; transitional bi-lingual programs where concentrations of pupils from a single language background exist; new counseling services and provisions for improved communication with parents; and the provision of such services by BOCES or through inter-district cooperation. Human resource agencies and the County government should
seek ways to help foreign-born populations adjust politically and socially to their new setting without losing their cultural identity.

Attention should also be paid to the educational needs of the parents of these children. The growing number of non-English speaking adults in the urban centers of the County poses major challenges and opportunities for those concerned with adult education.

3. Students with Minority Backgrounds

During the decade from 1970 to 1980, while the White population declined by about 9%, the Black population increased by over 33%. The Black population is now about 12% of the total County population. Because the 1970 and 1980 census questionnaires were dissimilar, it is not possible to document the increase of the Hispanic population during that period. However, Hispanics constituted over 5% of the County population in 1980, and the 1983 "Community Profile of Westchester County" published by the Westchester Community Service Council claims that Hispanics are the fastest growing minority group in the County. In 1980, non-White persons constituted about 17% of the total population; their growth rate from 1970-1980 was nearly 50%.

Of even more importance to schools, the proportion of children with minority backgrounds is greater than the proportion of older persons with minority backgrounds. In the Black population nearly one of every three persons is age 17 or under, compared to one of four in the White population. One-fourth of all the County's children under 14 years old are of minority groups. Children of minority backgrounds constitute about 22% of the County's school-age population; and generally speaking, the lower the grade, the higher the percentage.
The minority population is socio-economically diverse. Both Blacks and Hispanics have a solid middle and upper-middle class, and in general Asian families have the highest educational attainment and the highest standard of living in the County. However, about 45% of minority households were below the $15,000 income level in 1979, and 20% of them were below the $5,000 level. Minorities are disproportionate among the County's poor.

This minority population is not evenly distributed throughout the County. Persons of minority background are primarily concentrated in the urban areas in the southern and central regions.

In 1983 the minority school enrollment approximated 79% in Mount Vernon, 55% in Yonkers, 52% in Greenburgh, 50% in Elmsford, 48% in Port Chester, 45% in White Plains, and 39% in New Rochelle. (In the north, it was 48% in Peekskill and 35% in Ossining.)

The extent to which the tendencies of the past ten or fifteen years will continue through the year 2000 is difficult to predict, although nothing now visible signals an end to the current trends. However, the already existing numbers pose challenges and present opportunities; any increase in the numbers will only raise the stakes.

That better than one of every five children in the County is of minority background has important implications for schools and for youth-related agencies. Policies and practices should be extended or developed which assure such children equal educational and social opportunities and which promote the sharing of experiences among children of all races. Efforts should be made to recruit, train, and employ a greater number of qualified teachers and school administrators of minority backgrounds.
Veteran teachers experienced in dealing with majority pupils should, if necessary, be helped in dealing with new numbers of minority pupils.

The increasing extent to which minority populations are growing in the County's southern and central urban centers poses problems of another kind. In 1968, following the civil disturbances which occurred in a number of major United States cities, the Kerner Commission Report warned that America was "moving toward two societies, one black, one white--separate and unequal." The consequences of such a development were predicted to be dire. Because this highly important problem cannot be solved through education alone, the Education Sub-Committee urges that the Task Force convene a special sub-committee and give it full attention before issuing a final report.
4. Pre-School Children and School-Age Child Care

During the past ten to fifteen years the number of children in Westchester for whom there is no adult at home in the daytime has risen dramatically. Present estimates are that over 185,000 women are employed in the County; about 30% of these women have children below the age of 18. As is the case throughout the nation, there has also been a substantial increase in the number of single-parent families. In Westchester in 1970, about 13% of all families were single-parent families; by 1980, the number had risen to 18.6%, or some 42,624 single-parent families. And these phenomena are as common in relatively wealthy suburbs such as Scarsdale and Chappaqua as they are in the County's urban centers.

These developments create important educational needs and opportunities. Families who cannot care for their pre-school age children during the day must make other arrangements for them; although data are not available for this paper, the impression exists that enrollment in preschool programs throughout the County has increased markedly. Recent research on Head-Start and other programs has confirmed what many educators have long believed, that well-run pre-school programs can make a lasting positive difference in the schooling and lives of children. However, ascertaining the quality of existing programs is difficult and the responsibility for providing such programs is diffuse. As we plan for the remaining years of this century, public and private schools, religious organizations, corporations, and other organizations which provide pre-school educational experience should come together to discuss this common regional need and
to agree upon desirable goals and standards of operation. Perhaps the County can play a leadership role in this endeavor.

Similarly, there is need to provide for the children for whom no adult is at home when the school day ends at 3:00. Some Westchester communities have developed extended-day child-care programs run by not-for-profit parent organizations, and the Legislature has recently made funds available for the creation of similar programs. In addition there are the after-school activity programs run by the schools themselves, by the PTA's, by religious organizations and community agencies; and by recreation departments. However, the need may not yet be fully met, especially for younger school-age children. Once again, the County government may be well situated to serve as a catalyst in bringing concerned parties together to develop programs which assist parents in arranging appropriate after-school experiences for their children. Care should be taken to see that such programs are staffed by professionally certified people where appropriate.

To the extent that some families may not be able to provide the quality and extent of supervision which their children may require, an increased burden may be placed upon the public schools and upon social service agencies. If present trends continue, schools should anticipate a greater demand for counseling and psychological services for pupils and a greater need to find new ways to establish effective communication with busy families.
5. Adult Education

During the 1970's, while the County's population was dropping, the number of persons in Westchester County age 65 or over increased nearly 20%, while the number of persons 75 or over rose almost 32%. In addition, many persons in their 40's, 50's, and early 60's sought adult education opportunities as they changed careers, re-entered the job market, or sought to improve the quality of their lives.

Firm data are not available for this draft, but the likelihood is that this trend will continue throughout the remaining years of this century. The schools, colleges, corporations, and other organizations which provide educational opportunities to adults should anticipate an increased demand for a wide variety of experiences. In addition, schools at all levels should be alert to a growing reservoir of talented and experienced older people who have much to contribute to the education of people of all ages. The Committee believes that despite the many adult education programs now available in the County, a more coordinated, better publicized overall approach is needed. Institutions of regional scope (such as consortia of higher education institutions, the County government, and the BOCES) should stimulate local initiative and develop linkages of adult education efforts made by colleges and universities, local school districts, businesses, and not-for-profit organizations.

Another problem requires attention—-the problem of the undereducated. The 1980 United States Census shows that 4.2 million New York State adults and out-of-school youth over age 16 lack a high school diploma or its equivalent. This is, in absolute numbers, the largest pool of undereducated
in any state in the union second only to California. It represents 32% of New York's total adult population and more than 50% of the adults in each of the state's major cities.

These people are without basic skills and are, consequently, unlikely to enter into the Westchester mainstream. Furthermore, barred as they are from enjoying the perquisites of life in our county, they are angry, disillusioned and without hope. Unwittingly, they pose a threat to the stability of county life. Their presence as in almost permanent sub-stratum of society is sure to intimidate potential developers and business and industry that might want to relocate to Westchester.

The bulk of under-educated adults are in the 24-36 year of age category. They are immigrants and refugees who have limited or non-existent English skills. They are high school dropouts who desperately need educational programs that will prepare them for gainful employment. They are single parents who are unable effectively to guide their children into the elusive mainstream.

Programs must be developed to meet the needs of this population, for their sake and for the sake of the society as a whole.

B. Changes in the Workplace

During the remaining years of this century, social and technological changes will create new job opportunities and reduce opportunities in some traditional occupations. The following pages, prepared in September 1984 by the New York State Department of Labor, summarize these changes:
Long-Range National Occupational Outlook

The most recent occupational projections by the Bureau of Labor Statistics suggest that a wide range of job skills will be needed nationwide by 1995. Employment in jobs requiring a college education or specialized post-secondary technical training are expected to increase significantly between 1982 and 1995. However, many jobs that do not require post-secondary training are also expected to expand significantly. For example, the projected rapid increase in demand for medical services will require large numbers of nursing aides and orderlies in addition to highly trained medical practitioners.

Employment growth in many occupations will be affected by technological change through the mid-1990's. For example, word processing equipment will slow the growth of typists, and industrial robots will reduce the growth in employment of welders, production painters and material moving occupations. Despite technological advances, employment will continue to advance in most traditional fields from 1982 to 1995. More workers will be needed to drive trucks to deliver goods, to clean a growing number of buildings, to perform health and personal services, to provide police and fire protection for an increasing population and to maintain and repair a large stock of automobiles, appliances and factory equipment.

Following is a brief summary of projected trends in the nation by selected occupational group:

• **Health-related occupations**: Health care will continue to expand during the 1982-1995 period. Occupations in this field have been among the fastest growing for many years, even from 1978-1982 when total employment was virtually unchanged. Continued population growth, expansion of health care coverage, and the fact that the aged (who require the most health care) are expected to increase their share of the total U.S. population are all factors that will cause greater demand for registered nurses (49 percent or 642,000 jobs); physicians (34 percent or 163,000 jobs); nursing aides and orderlies (422,000 jobs); and licensed practical nurses (220,000 jobs). In addition, some smaller occupations such as physical therapy technicians (68 percent), occupational therapists (60 percent), physical therapists (54 percent), and medical assistants (47 percent) will also grow from 1982 to 1995.

• **Computer-related occupations**: Occupations that are directly related to computer development and use will be among the leaders in employment growth rates from 1982 to 1995. The number of systems analysts and computer programmers should expand at a very rapid rate. An increased demand will also occur for computer service technicians to maintain the equipment, and computer and peripheral equipment operators.

• **Education-related occupations**: Because of an increase in births and the expected continued growth in the labor force participation of mothers of young children, employment of preschool teachers is expected to surge during the 1982-1995 period increasing by more than 40 percent. Kindergarten and elementary school teachers as well as teachers aides are anticipated
to grow substantially as growth in the youth population works its way through the educational system. Vocational education teachers can be expected to grow at a strong pace due to demand from job training and retraining programs.

- **Scientific and technical occupations**: Engineering occupations are expected to provide nearly 500,000 new jobs by 1995. Chemists will be affected by diminished growth in the chemicals industry, and geologists and geophysists by a slowdown in oil and gas extraction. A fairly strong demand for biological scientists is expected due to growth in the drug industry. Electrical and electronic technicians, mechanical and civil engineering technicians should experience strong growth. As computer-assisted design equipment gains more widespread use, drafting occupations will be adversely affected.

- **Office clerical workers**: Because of office automation, most clerical occupations are expected to grow more slowly between 1982 and 1995 than in the 1970's. Some exceptions should occur: receptionists will be among the fastest growing clerical occupations, with a projected increase of 49 percent. Despite their increasing use of advanced office equipment and resultant rise in productivity, secretaries are projected to grow at a rate that is above average because of the growth industries in which they are concentrated.

- **Mechanics and repairers**: Increasing complexity of equipment used by industry and consumers is expected to provide continued steady growth for mechanics and repairers, especially automotive mechanics; refrigeration and air-conditioning mechanics; office machine and cash register servicers.

- **Construction trades**: Fluctuations caused by cyclical and seasonal factors characterize the construction industry. Although employment among construction trades is projected to increase by more than 900,000 workers, much of this growth represents a recovery from the severe downturn of the early 1980's.

- **Food and beverage service occupations**: The trend toward eating outside the home will result in continued employment growth among food and beverage preparation and service occupations. Much of this growth should be in fast food establishments.

- **Production occupations**: The recovery of manufacturing from the recent recession and its projected national employment increase by 1995 will provide many additional jobs for production workers performing precision tasks. Some of the lesser skilled production occupations (such as operatives) are threatened by the introduction of robots and other automated equipment.
Sales occupations: Security and bond sales agents and real estate agents should grow faster than average as do their related industries. Salesclerks should increase about average following the trend in retail trade where most are employed. However, because of the very large size of this occupation, it should be among the leaders in the number of jobs added during the 1982-1995 period.

The U.S. economy is expected to generate an additional 23.6 million jobs between 1982 and 1995. About one-half of this job growth is projected to occur in only 40 of the 1,700 occupations for which projections were developed. In general, these occupations are numerically large and all had more than 250,000 workers in 1982. Several of the occupations on the list reflect recovery from very low 1982 employment levels caused by the recession. For example, helpers, trade; supervisors of blue-collar workers; and carpenters are on the list only because of the sharp drop in employment experienced from 1979 to 1982. Most of the employment growth reflects recovery to pre-recessionary levels. The following table shows those 40 occupations with the largest anticipated job growth from 1982 to 1995:

Table 37. OCCUPATIONS WITH THE LARGEST PROJECTED JOB GROWTH
UNITED STATES
1982 - 1995

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Change in total employment (000's)</th>
<th>Percent of total job growth</th>
<th>Percent change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building custodians</td>
<td>779</td>
<td>3.0</td>
<td>27.5</td>
</tr>
<tr>
<td>Cashiers</td>
<td>744</td>
<td>2.9</td>
<td>47.4</td>
</tr>
<tr>
<td>Secretaries</td>
<td>719</td>
<td>2.8</td>
<td>29.5</td>
</tr>
<tr>
<td>General clerks, office</td>
<td>696</td>
<td>2.7</td>
<td>29.6</td>
</tr>
<tr>
<td>Salesclerks</td>
<td>685</td>
<td>2.7</td>
<td>23.5</td>
</tr>
<tr>
<td>Nurses, registered</td>
<td>646</td>
<td>2.5</td>
<td>48.9</td>
</tr>
<tr>
<td>Waiters and waitresses</td>
<td>562</td>
<td>2.2</td>
<td>33.8</td>
</tr>
<tr>
<td>Teachers, kindergarten and elementary</td>
<td>511</td>
<td>2.0</td>
<td>37.4</td>
</tr>
<tr>
<td>Truckdrivers</td>
<td>425</td>
<td>1.7</td>
<td>26.5</td>
</tr>
<tr>
<td>Nursing aides and orderlies</td>
<td>423</td>
<td>1.7</td>
<td>34.8</td>
</tr>
<tr>
<td>Sales representatives, technical</td>
<td>386</td>
<td>1.5</td>
<td>29.3</td>
</tr>
<tr>
<td>Accountants and auditors</td>
<td>344</td>
<td>1.3</td>
<td>40.2</td>
</tr>
<tr>
<td>Automotive mechanics</td>
<td>324</td>
<td>1.3</td>
<td>38.3</td>
</tr>
<tr>
<td>Supervisors of blue-collar workers</td>
<td>319</td>
<td>1.2</td>
<td>26.6</td>
</tr>
<tr>
<td>Kitchen helpers</td>
<td>305</td>
<td>1.2</td>
<td>33.9</td>
</tr>
<tr>
<td>Guards and doorkeepers</td>
<td>300</td>
<td>1.2</td>
<td>47.3</td>
</tr>
<tr>
<td>Food preparation and service workers, fast food restaurants</td>
<td>297</td>
<td>1.2</td>
<td>36.7</td>
</tr>
<tr>
<td>Managers, store</td>
<td>292</td>
<td>1.1</td>
<td>30.1</td>
</tr>
<tr>
<td>Carpenters</td>
<td>247</td>
<td>1.0</td>
<td>28.6</td>
</tr>
<tr>
<td>Electrical and electronic technicians</td>
<td>222</td>
<td>0.9</td>
<td>60.7</td>
</tr>
<tr>
<td>Licensed practical nurses</td>
<td>220</td>
<td>0.5</td>
<td>37.1</td>
</tr>
</tbody>
</table>
Table 37. (continued)

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Change in total employment (000's)</th>
<th>Percent of total job growth</th>
<th>Percent change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Computer systems analysts</td>
<td>217</td>
<td>0.8</td>
<td>85.3</td>
</tr>
<tr>
<td>Electrical engineers</td>
<td>209</td>
<td>0.8</td>
<td>65.3</td>
</tr>
<tr>
<td>Computer programmers</td>
<td>205</td>
<td>0.8</td>
<td>76.9</td>
</tr>
<tr>
<td>Maintenance repairers, general utility</td>
<td>193</td>
<td>0.8</td>
<td>27.8</td>
</tr>
<tr>
<td>Helpers, trades</td>
<td>190</td>
<td>0.7</td>
<td>31.2</td>
</tr>
<tr>
<td>Receptionists</td>
<td>189</td>
<td>0.7</td>
<td>48.8</td>
</tr>
<tr>
<td>Electricians</td>
<td>173</td>
<td>0.7</td>
<td>31.8</td>
</tr>
<tr>
<td>Physicians</td>
<td>163</td>
<td>0.7</td>
<td>34.0</td>
</tr>
<tr>
<td>Clerical supervisors</td>
<td>162</td>
<td>0.6</td>
<td>34.6</td>
</tr>
<tr>
<td>Computer operators</td>
<td>160</td>
<td>0.6</td>
<td>75.8</td>
</tr>
<tr>
<td>Sales representatives, nontechnical</td>
<td>160</td>
<td>0.6</td>
<td>27.4</td>
</tr>
<tr>
<td>Lawyers</td>
<td>159</td>
<td>0.6</td>
<td>34.3</td>
</tr>
<tr>
<td>Stock clerks, stockroom and warehouse</td>
<td>156</td>
<td>0.6</td>
<td>18.8</td>
</tr>
<tr>
<td>Typists</td>
<td>155</td>
<td>0.6</td>
<td>15.7</td>
</tr>
<tr>
<td>Delivery and route workers</td>
<td>153</td>
<td>0.6</td>
<td>19.2</td>
</tr>
<tr>
<td>Bookkeepers, hand</td>
<td>152</td>
<td>0.6</td>
<td>15.9</td>
</tr>
<tr>
<td>Cooks, restaurants</td>
<td>149</td>
<td>0.6</td>
<td>42.3</td>
</tr>
<tr>
<td>Bank tellers</td>
<td>142</td>
<td>0.6</td>
<td>30.0</td>
</tr>
<tr>
<td>Cooks, short order, specialty and fast food</td>
<td>141</td>
<td>0.6</td>
<td>32.2</td>
</tr>
</tbody>
</table>

NOTE: Includes only detailed occupations with 1982 employment of 25,000 or more.


A list of the occupations expected to grow the fastest from 1982 to 1994 is shown in Table 38. Although the list is dominated by occupations that are tied to continued growth of expanding industries, and which have been among the strongest in the economy for the past decade, many reflect recovery from the recession. Also, these fast growing occupations generally are not found on the list of occupations that will add the most jobs over the period. Almost half of the 20 occupations in the list are either in the computer or health fields which are among the fields with the strongest growth.
Table 38. ANTICIPATED FASTEST GROWING OCCUPATIONS
UNITED STATES
1982 - 1995

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Percent growth in employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Computer service technicians</td>
<td>96.8</td>
</tr>
<tr>
<td>Legal assistants</td>
<td>94.3</td>
</tr>
<tr>
<td>Computer systems analysts</td>
<td>85.3</td>
</tr>
<tr>
<td>Computer programmers</td>
<td>76.9</td>
</tr>
<tr>
<td>Computer operators</td>
<td>75.8</td>
</tr>
<tr>
<td>Office machine repairers</td>
<td>71.7</td>
</tr>
<tr>
<td>Physical therapy assistants</td>
<td>67.8</td>
</tr>
<tr>
<td>Electrical engineers</td>
<td>65.3</td>
</tr>
<tr>
<td>Civil engineering technicians</td>
<td>63.9</td>
</tr>
<tr>
<td>Peripheral EDP equipment operators</td>
<td>63.5</td>
</tr>
<tr>
<td>Insurance clerks, medical</td>
<td>62.2</td>
</tr>
<tr>
<td>Electrical and electronic technicians</td>
<td>60.7</td>
</tr>
<tr>
<td>Occupational therapists</td>
<td>59.3</td>
</tr>
<tr>
<td>Surveyor helpers</td>
<td>58.6</td>
</tr>
<tr>
<td>Credit clerks, banking and insurance</td>
<td>54.1</td>
</tr>
<tr>
<td>Physical therapists</td>
<td>53.6</td>
</tr>
<tr>
<td>Employment interviewers</td>
<td>52.5</td>
</tr>
<tr>
<td>Mechanical engineers</td>
<td>52.1</td>
</tr>
<tr>
<td>Mechanical engineering technicians</td>
<td>51.6</td>
</tr>
<tr>
<td>Compression and injection mold machine operators, plastics</td>
<td>50.3</td>
</tr>
</tbody>
</table>

NOTE: Includes only detailed occupations with 1982 employment of 25,000 or more.


Some occupations are expected to decline over the period. In general, occupations on the list are concentrated in national industries that are contracting, or severely affected by technological change. For example, railroad conductors are concentrated in a declining industry, while data entry operators are affected by technological change. (See Table 39.)
Table 39. PROJECTED RAPIDLY DECLINING OCCUPATIONS  
UNITED STATES  
1982 - 1995

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Percent decline in employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Railroad conductors</td>
<td>-32.0</td>
</tr>
<tr>
<td>Shoemaking machine operatives</td>
<td>-30.2</td>
</tr>
<tr>
<td>Aircraft structure assemblers</td>
<td>-21.0</td>
</tr>
<tr>
<td>Central telephone office operators</td>
<td>-20.0</td>
</tr>
<tr>
<td>Taxi drivers</td>
<td>-18.9</td>
</tr>
<tr>
<td>Postal clerks</td>
<td>-17.9</td>
</tr>
<tr>
<td>Private household workers</td>
<td>-16.9</td>
</tr>
<tr>
<td>Farm laborers</td>
<td>-15.9</td>
</tr>
<tr>
<td>College and university faculty</td>
<td>-15.0</td>
</tr>
<tr>
<td>Roustabouts</td>
<td>-14.4</td>
</tr>
<tr>
<td>Postmasters and mail superintendents</td>
<td>-13.8</td>
</tr>
<tr>
<td>Rotary drill operator helpers</td>
<td>-11.6</td>
</tr>
<tr>
<td>Graduate assistants</td>
<td>-11.2</td>
</tr>
<tr>
<td>Data entry operators</td>
<td>-10.6</td>
</tr>
<tr>
<td>Railroad brake operators</td>
<td>-9.8</td>
</tr>
<tr>
<td>Fallers and buckers</td>
<td>-8.7</td>
</tr>
<tr>
<td>Stenographers</td>
<td>-7.4</td>
</tr>
<tr>
<td>Farm owners and tenants</td>
<td>-7.3</td>
</tr>
<tr>
<td>Typesetters and compositors</td>
<td>-7.3</td>
</tr>
<tr>
<td>Butchers and meatcutters</td>
<td>-6.3</td>
</tr>
</tbody>
</table>

NOTE: Includes only detailed occupations with 1982 employment of 25,000 or more.


For more information on these national occupational projections, as well as a complete listing of the 1,700 occupations for which projections were developed, see the November 1983 issue of the Monthly Labor Review, published by the U.S. Department of Labor, Bureau of Labor Statistics.
These data have important implications for the schools.

1. **Pace ≠ Number**

   It seems worth noting that the fastest-growing occupations are not necessarily those which will provide the most job opportunities. Among these fastest-growing occupations are computer service technicians, computer systems analysts, and computer programmers--and, indeed, many jobs will be available in these fields. However, among the occupations offering the largest number of jobs are such traditional employment categories as building custodians, secretaries, and salesclerks. As schools and colleges adapt their vocational education programs, they should reflect the new occupations in the workplace but not neglect the old ones.

2. **Westchester is Not an Island.**

   The data shown above depict job opportunities in the United States as a whole. Mr. Richard Kappus, Regional Economist of the New York State Department of Labor, who was contacted in the preparation of this draft, states that no studies are available of trends in the workplace in Westchester County itself. Perhaps the County can assume leadership in determining regional job opportunities and communicating this information to schools and colleges.

   However, it would be a mistake to assume that the students who graduate from Westchester's schools and colleges seek jobs in Westchester alone. A recent report by the Public Policy Institute, a research organization sponsored by the New York State Business Council and the Job Training Partnership Council, a State agency, found that about 650,000 more people moved out of New York than moved in between 1975 and 1980,
including a disproportionate share of young adults, affluent, and college-educated people. The mid-Hudson region, including Westchester, maintained a fairly level total population; but within this apparent stability many people moved out of the State while 75,000 people moved into the region from other parts of the State, mainly New York City.

No doubt it would be helpful to local schools and BOCES if General Motors and other corporations were able to provide greater advance notice when they intend to increase their production force. However, in general schools and colleges should remember that in this mobile society they are educating students who may seek job opportunities throughout the country as well as close to home.

3. **Specific Training vs. General Education**

Schools and colleges can usefully provide specific training in certain job categories, particularly to students whose vocational plans are already firm. In doing so, schools and colleges should conduct vocational training programs which reflect changes in the workplace and technology, without slighting traditional occupations which continue to provide large numbers of jobs.

However, for most students the best preparation for the world of work is a solid grounding in the basic academic skills plus a steeping in the work ethic. Even the relatively unskilled jobs of tomorrow will require more competence in the use of language and mathematics. The following paragraph from a recent publication by The College Board make the point:

> Academic preparation is not just for the college bound. Students who enter the work force directly from high school need many of the same academic competencies as do those going on to college. This conclusion, surprising to many educators, emerged from a series of dialogues co-
sponsored by the College Board, local business groups, and educational institutions in five major cities in the United States.

The 200 business leaders and educators who participated in the dialogues enthusiastically endorsed the six Basic Academic Competencies—reading, writing, speaking and listening, mathematics, reasoning, and studying—that were identified and described by the College Board’s Educational Equality Project (see page 5). These competencies, say business people, are as necessary for success in the world of work as they are for success in college. The message to the schools is clear: work-bound students, whether following vocational or general education courses of study, shouldn’t be taken off the academic track.

Preparation for work through school is primarily an academic undertaking, dialogue participants emphasized, pointing out that business people place a higher priority on academic preparation than educators had previously assumed. The reasons aren’t difficult to fathom. Efficiency in industrial production is directly related to the quality of an employee’s educational background. In a broader context, the future of the nation’s economy will depend increasingly on employees who are skilled not only in the traditional basics—reading, writing, and arithmetic—but also in the more sophisticated analytical skills of problem-solving and reasoning. As office machines, equipment, and even jobs are forced into obsolescence or are redefined by fast-changing technology, employees must be able to shift and change. In short, everyone must master the lifelong skill of learning how to learn.

Although some entry-level jobs do not require higher level competencies, business and industry representatives emphasized that without them, employees will not be able to move ahead and gain promotions.

4. The Need for Adaptability

The importance of a general education as opposed to specific training is all the more important when one considers the rapidly changing nature of the workplace. Many of the occupations offering new job opportunities today did not exist a few short years ago—when many workers now in the labor force attended school. Since this pattern of change is likely to continue, students should be helped to develop those fundamental skills and work habits which will enable them to adapt to changing work requirements throughout their lifetime.
5. The Need for Re-Training

Adaptable or not, many people will experience the need for job re-training once or more throughout their careers. As technology and the workplace changes, as women (or men) return to work from child-rearing, as people pursue second careers at mid-life, there will be need for schools and colleges and businesses to provide training and re-training opportunities. In recent years there have been instances of imaginative collaboration between universities and businesses in this regard. Such efforts should increase during the remainder of the century.
C. Distribution of Educational Resources

Westchester County school districts vary in wealth. In real property, expressed as full value per RWADA ("Resident Weighted Average Daily Attendance"), the traditional measure of school district wealth, districts range from $741,806 (Pocantico Hills) to $63,736 (Peekskill). If the five districts at either end of the continuum are eliminated, the range is still from $241,782 to $97,189, a span of nearly 2-1/2 to 1. In income, which was recently introduced as a variable in the State Aid to Education formula and which will be a more important feature of that formula in coming years, districts also vary widely. In 1979 median family income ranged from $19,744 in Port Chester to $60,524 in Scarsdale.

Not surprisingly, districts also vary in the amount they spend on education. In 1983-84 the total school budget per pupil ranged from $11,223 in Pocantico to $4,313 in Yonkers. With the extremes once again eliminated, the range was from $7,798 to $5,522, a span of about 1.4 to 1. Furthermore, it is the wealthier districts which tend to spend more money than the poorer districts. Eight of the ten most wealthy districts are among the ten which spend the most money; five of the least wealthy districts are among the ten which spend the least money. These differences in spending lead to differences in educational quality which become even more important as our computer-based society becomes increasingly dependent upon the skillful management of information for its success.

Differences in spending are less extreme than differences in wealth in part because the financial aid provided by the State has a somewhat equalizing effect. More aid is given to less affluent districts; less
aid is given to more affluent districts. Thus the wealthiest Westchester
district, Pocantico Hills, ranks last in terms of State aid as a percentage
of total revenue; while the least wealthy Westchester district, Peekskill,
ranks first. (The figures are somewhat different for State aid per pupil;
Peekskill still ranks first, but Pocantico ranks tenth.) The fine tuning
of the State Aid formula is a perennial legislative tussle, and during the
1970's the constitutionality of the formula itself was the subject of pro-
longed legal challenge.

In the Levittown school finance case the Court of Appeals held
the State's method of funding to be constitutional. In doing so it noted
that the existing disparities in spending are the inevitable consequence
of a long-established tradition of local school districts which have been
given substantial autonomy by the State. Westchester's communities prize
the autonomy of their local school districts as zealously as those of any
County in the State. Although the number of school districts in the State
has declined in the past 25 years (from 1709 in 1957 to 735 in 1983), and
although some school district mergers should be contemplated for both finan-
cial and educational reasons (see above), the likelihood is that the basic
pattern of more-or-less autonomous school districts which we know today will
continue into the 21st century.

What then should be done about the uneven distribution of resources
among these districts?

If resources were infinite, we could allocate additional aid to
the less wealthy districts and "level up" to the top. Unfortunately,
resources are not infinite.
If equity were the single goal, we could take more money from the rich and give more money to the poor, "leveling down" to an attainable mean. Unfortunately, this approach (setting aside for a moment its political difficulty) would compromise the quality of education in some of the more affluent districts. While some perhaps would shed no tears, the fact is that Westchester's more affluent school districts are a strong magnet for the highly trained and educated employees the County's increasing number of corporate headquarters and high technology industries seek to attract. To harm their quality would not be wise policy. Furthermore, as one of our committee has said, "To make everyone's education equally poor is not a desirable goal."

What seems indicated is the politically and fiscally pragmatic approach which the State has been pursuing for some time: not to take additional funds from the more wealthy, but to channel such new funds as the health of the economy permits to the less wealthy, meanwhile directing aid for specific purposes directly to those pupils in most need. The long-term effect of such a policy is a "levelling up" which can improve the quality of education in less wealthy districts without harming it in others.

Although the funding of public education is essentially a matter for local Boards of Education, the Regents, and the Legislature, there is a role also to be played by County-wide organizations (such as the Westchester-Putnam School Boards Association and the Westchester PTA) and perhaps by the County itself. First, Westchester already ranks near the top in sending money to the State and near the bottom in receiving aid. Perhaps this arrangement is socially just, but it should be monitored before it reaches
a political point of diminishing returns. Second, the cost of education in this region is higher than in most areas throughout the State. It may be that Westchester should seek an education cost-of-living index in the State Aid formula. The main goal, however, should be to persuade New York State to make education a higher priority and to increase the State's share of education funding.
D. Quality of Teachers and Teaching

During the remaining years of this century Westchester's school districts will face a troubling shortage of qualified teachers. A recent report published by the Rand Corporation entitled "Beyond the Commission Reports: The Coming Crisis in Teaching" says that, "Unless major changes are made in the structure of the teaching profession, so that teaching becomes an attractive career alternative for talented individuals, we will in a very few years face widespread shortages of qualified teachers." A recent Educational Research Service Bulletin summarizes the report as follows:

According to the report, the teacher work force is shrinking as older teachers retire and many younger ones seek other occupations. The number of new recruits is insufficient to meet the future demand. Darling-Hammond cites a recent survey of teacher placement officers which indicates there are already nationwide shortages in certain subject areas, including mathematics, physics, computer programming, chemistry, data processing, bilingual education, and special education.

Recent evidence suggests that new teacher recruits are less academically able than those leaving the profession, writes the author. SAT scores of education majors have traditionally been lower than those of other students, and recently the scores of potential teachers have dropped more than those of other students. Moreover, top scorers who become teachers are more likely to leave the profession. In a 1973 study, the attrition rates of North Carolina teachers were directly related to their scores on the National Teachers Examination; many more top scorers than bottom scorers left teaching within seven years.

Factors contributing to the dwindling appeal of the teaching profession, according to the report, include the growth in other opportunities for women and minorities, low salaries (which have lost ground relative to other occupational salaries in the last 10 years), lack of administrative support, lack of public respect, and few opportunities for professional growth.

"Higher salaries are only part of the solution to the problem," writes the author. A comprehensive approach is needed to "professionalize" teaching, making it more similar to the legal and medical professions.
This approach would include rigorous entry requirements, supervised induction, autonomous performance, peer-defined standards of practice, and increased responsibility with increased competence.

These comments on the national scene apply with equal force to Westchester. In one typical suburban district, one third of all teachers and 40% of all science and mathematics teachers will be eligible to retire within two years. Replacing these teachers with capable people is one of the schools' most serious challenges in the decade ahead.

In large part this problem must be addressed at the levels of the State and the Nation. However, organizations in Westchester County can take certain measures to improve conditions here. Local school districts, assisted by the State, can pay competitive salaries. The media and local and regional PTA, School Board, and civic organizations can work to create a public climate of respect for teachers and teaching. Businesses and other organizations can recognize outstanding teachers. Colleges and universities can collaborate with school districts (and perhaps businesses) to create new teacher training programs which are more attractive to able young people and which offer veteran schoolteachers an opportunity to grow professionally while sharing their experience with the young. Organizations such as The Public Education Fund can offer grants to teachers to improve their skills. And the County can assume leadership in developing or making available the housing which young teachers will need if in fact they seek to teach and live here.
2. Teaching

The quality of students' elementary and secondary education is of paramount concern to the Committee. However, so much has lately on this topic elsewhere that this already-long report does not treat the issue in detail. The currently prevailing definition of educational quality, and the currently prevalent efforts to achieve it, are perhaps embodied in the recently adopted Regents Action Plan. This Plan features higher academic standards, increased academic requirements, a greater emphasis on the study of math, science, and foreign languages, more frequent and stringent testing and heightened accountability for educational results.

Many on the Committee believe that the Plan's reforms are timely and appropriate and that they augur well for the quality of education in the County in the year 2000. However, some members of the Committee, while they agree with the Plan's goals, discern in the Plan (and in current discourse about education) a relative lack of concern for students' emotional and personal needs and for the cultivation of shared democratic and humane values. If the past is a true guide, they believe, a reaction against the Plan's preoccupation with the academic will occur before the year 2000 and suggest a different agenda for decision-makers at that time.

In either case, Westchester County is likely to remain an area devoted to the pursuit of educational excellence, however defined. Institutions and individuals will continue to be called upon to provide the best thinking and imagination, the hardest effort, and the necessary resources to give this pursuit a reasonable prospect of success.
SUMMARY AND CONCLUSIONS

Present trends indicate that by the year 2000 there will be significant changes in Westchester County's population and in its workplace. There may be mounting concern about the distribution of its educational resources and about the quality of its teachers and teaching. The changes and concerns present opportunities for those responsible for assuming quality of educational opportunity.

Population

Enrollment

Elementary school enrollments will stabilize; secondary enrollments will continue to decline. Many high schools may become too small to offer a full range of desirable educational experiences. School districts should consider inter-district cooperation, the provision of services through BOCES, or mergers.

Non-English Speaking

The number of students of limited English proficiency will increase markedly. Local school districts and the State will have to devote increased resources to educating and counseling such students. Human resources agencies and the County should seek ways to help foreign-born and other non-English speaking people make satisfactory political and social adjustments to the cultural mainstream.

Minorities

The number of students of racial minority background will also increase markedly. Although this population is diverse, many require
The issue of equal educational and social opportunity is critical. School districts, the BOCES, and the State should develop appropriate policies and practices, employ greater number of minority teachers, and train experienced teachers who are not accustomed to dealing with minority pupils. The Task Force itself should address the increasing extent to which minority populations are becoming concentrated in the County's urban centers, creating a pattern of "two societies, one black, one white--separate and unequal."

**Child-Care**

The number of children for whom there is no adult at home in the daytime has risen dramatically and will continue to increase. There will be an increased need for well-run pre-school programs and for extended-day school-age child care. The growing number of existing programs is of uneven quality and insufficient to the need. The County government or the Westchester Day-Care Council should serve as catalyst to bring together public and private schools, religious organizations, businesses, and other organizations to develop a comprehensive set of programs.

**Adult Education**

As the population ages and as more people change careers, the need for adult education of many kinds will be increased. Institutions of regional scope (such as the County government and the BOCES) should develop and sustain linkages of adult education efforts made by colleges and universities, local school districts, businesses, and not-for-profit organizations.
Workplace

During the remaining years of this century, social and technological changes will create new job opportunities and reduce opportunities in some traditional occupations. In preparing students for these changes, schools and colleges should remember that:

- the fastest-growing occupations are not necessarily those which will provide the most jobs. Vocational education programs should reflect the new occupations but not neglect the old ones.

- Westchester students do not seek jobs in Westchester alone. Local schools and colleges should have the national workplace in mind.

- students need a solid grounding in the basic academic skills plus a steeping in the work ethic. Even the relatively unskilled jobs of tomorrow will require more competence in the use of language and mathematics.

- since work requirements will continue to change throughout students' lifetimes, their training should be general and fundamental rather than specific.

- as people return to work from child-rearing or pursue second careers at mid-life, schools, colleges, and businesses should provide training and re-training opportunities.
Distribution of Educational Resources

Westchester school districts vary in wealth and in the amount they spend on education. These differences in spending lead to differences in educational quality which become ever more important as our computer-based society becomes increasingly dependent upon the skillful management of information for its success. The State should seek greater equality of funding by channeling such new funds as the health of the economy permits to the less wealthy, meanwhile directing aid for specific purposes directly to those pupils in most need. Such a "levelling up" policy can improve the quality of education in less wealthy districts without harming it in others.

County-wide organizations should lobby with the State to assure that County school districts receive a fair share of aid from the State. In doing so, they should reflect the fact that the cost of education in this region is higher than in most areas through the State. They should also seek to persuade New York State to make education a higher priority and to increase the State's share of education funding.

Quality of Teachers and Teaching

Teachers

During the remaining years of this century Westchester's school districts will face a troubling shortage of qualified teachers. In order to recruit a sufficient number of capable teachers

- school districts, helped by the State, should pay competitive salaries
- the media, local and regional PTA's, Boards of Education, and civil organizations should work to create a climate of respect for teachers and teaching
* colleges and universities should collaborate with local school districts to create more attractive teacher training programs
* efforts should be made to develop and recruit from a larger pool of minority teachers
* Boards of Education and Teacher Unions should cooperate in providing continuing professional growth opportunities for teachers through Teacher Centers and Institutes
* the County government should assume leadership in developing or making available the housing which young teachers will need if in fact they seek to teach and live here.

Teaching

Westchester County will remain an area devoted to the pursuit of educational excellence. Excellence is currently defined as high academic standards to be achieved through stringent requirements in an atmosphere of accountability. This definition may or may not change to include other personal and social goals as well. However, in any event institutions and individuals will continue to be called upon to provide the best thinking and imagination, the hardest effort, and the necessary resources to give this pursuit a reasonable prospect of success.

December 12, 1984
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INTRODUCTION

Quality and variety in the cultural life of Westchester County have expanded dramatically during the past decade. The explosive growth in the corporate and retail sectors which the County has experienced in recent years is now being duplicated in the arts.

Several significant arts organizations of high quality established in the 1970's now receive national recognition. There has been a steady growth in sophisticated audience attendance and participation and a greater recognition of Westchester as a cultural entity. Private, governmental, and corporate financial support for the arts has been increased substantially. There has been improved coordination of the arts in general education and the development of innovative outreach programs involving the schools, arts organizations and individual artists.

Success has, however, brought new challenges. Current facilities for the performing and visual arts are considered to be insufficient in number, size, and quality to meet Westchester's needs. There is a need for increased financial support for the arts by the private sector and county government. The lack of sufficient financial support remains a serious limitation on the growth of existing institutions and the establishment of new arts programs and organizations. Public access - principally by public transportation - to arts institutions is a significant problem. Arts education programs are not accorded a sufficiently high priority by most school districts.

Meeting the expectations of Westchester's audiences and the inherent demands of the county's social maturation will require a cultural community quite different from that which exists today. The leadership, financial support, and facilities that have created impressive growth over the past decade must be enhanced significantly if the needs of the future are to be met.

This report assesses the role of the arts in the County, reviews existing trends, and identifies current and future needs. It sets forth recommendations for actions designed to enable Westchester to take full advantage of the contributions the arts can continue to make to the future development of the County.
I. ARTS ACTIVITY IN WESTCHESTER

The performing and visual arts have experienced significant growth in Westchester in recent years. The quality of cultural activities and the arts has been enhanced by Pepsico Summerfare and the wide variety of offerings at SUNY-Purchase throughout the year, the establishment of new orchestral and chamber music groups, and other cultural and performing arts organizations. These new organizations added to the cultural and artistic wealth made available by established institutions, which have also increased their programs in recent years.

Fourteen of the arts institutions resident in the County - nine of these established since 1974 - now receive grants from the National Endowment for the Arts - the most prestigious and competitive national funding source.

There have been significantly expanded and strengthened programs of financial support by the Council for the Arts in Westchester and an increased emphasis on strengthening leadership and management of cultural institutions. The Council's leadership in launching such efforts has been recognized by the inclusion of Westchester as one of eleven initial participants in the National Endowment for the Arts Program for Support of Local Arts Agencies. Sixteen arts institutions are participating in this special three-year program of strengthening and expanding their organizations.

There is a need for theater of high quality provided by resident or repertory companies. SUNY-Purchase has announced its intention to fill this need if financial support can be obtained. It is clear that in this and other areas, the sources and amount of funding available are not growing as rapidly as they must if the cultural needs of the County in the years ahead are to be met.
II. WESTCHESTER'S AUDIENCES

Westchester residents are, on the whole, very "arts active" - participating in and attending cultural and artistic programs with some frequency. It is estimated that the active audience for cultural and arts offerings in the County has increased from 250,000 in 1974 to 1.3 million in 1984. A report on Westchester Cultural Audiences: Practices and Preferences conducted for the Council for the Arts by the General Foods Corporation in 1983 shows that the proximity of the County to New York City is not a deterrent to the development of audiences for Westchester offerings and most probably is an asset. A high proportion of the Westchester residents actively attend art offerings in both the County and New York City. Quality was found to be the main determinant in both attendance and non-attendance.

The study also found that convenience, safety, and variety were among the principal considerations in determining attendance or non-attendance at arts events. Although cost was not a controlling factor for arts active residents, the study clearly shows that lower income households are considerably less arts active than other households, suggesting that, if lower income residents are to become involved in the arts, special programs will be required.

The General Foods survey and subsequent reviews by the Council for the Arts indicate that Westchester residents desire an increase in arts offerings in the County in almost all areas of programming. Arts organizations in the County must meet such needs with quality offerings or lose audiences to New York City and, increasingly, to Fairfield County.

Senior citizens who are arts active expressed a desire for a greater availability of daytime arts offerings and cited greater concern with issues related to transportation and safety than other age groups. Arts organizations who have begun to provide daytime programming report that such programming has been successful.

A major issue facing all arts organizations in building audiences is the perceived lack of adequate publicity for arts offerings. The Council for the Arts, through its monthly Arts News and weekly radio program, is
currently a major source of program information. Arts organizations have requested that additional arts marketing programs be developed if they are to build the audiences they require to meet their financial needs. In addition, the recent success in consortial promotion in commercial news media requires expansion and greater coordination.
III. THE ARTS IN THE SCHOOLS

Over the past several years, considerable progress has been made in arts in education programming and some school districts and the Council for the Arts are emerging as national leaders in this area. Arts in general education programs extend beyond the "art-class" or the "music-class" to a wide variety of programs which seek to integrate the arts into a student's total general education experience.

Of the eight school districts in New York designated by the State Education Department as Model Sites for Arts in Education Program Development, two - New Rochelle and White Plains - are in Westchester. Thirty-two school districts currently participate in the School District Membership Program of the Council for the Arts.

Despite these achievements, very few of Westchester's 47 school districts have comprehensive arts in education programs. As a result, most children in Westchester are in school districts which are not active in promoting the arts. In general, funding for these activities is far from adequate, and some schools resist the introduction of yet another claim on hours available during the school day. The cost of transporting classes to arts facilities is often cited as the single most important factor limiting the opportunities for students to take advantage of cultural and artistic events.

Looking to the year 2000, the value of arts in general education to the enrichment of the overall learning experience of students must be made a higher priority item in the development of the school curriculum. Concurrently, financial support for arts in general education must be increased in state education and school districts' budgets and in programs of corporate support.

Support for arts in general education programming has increased significantly in recent years. The following are examples of such support, some of which is still in its early stages of development:

- Active inter-action between the schools, arts organizations and artists through:
- The Council for the Arts Visiting Artists program which, in 1984-85, involved 20 artists as visitors in 20 school districts.

- The Council's annual "Showcase" which links school districts and performing artists.

- The Guide to Cultural Resources published by the Council and widely used by schools.

SUNY-Purchase students regularly perform in community facilities, principally schools.

In cooperation with Southern Westchester BOCES, SUNY-Purchase is sponsoring the Westchester Arts Program which brings high school students gifted in music, dance, and the visual arts to the SUNY campus for training.

The Neuberger Museum and the Hudson River Museum have developed active outreach programs with school districts.

The Emelin Theatre has recently begun inviting school groups to rehearsals of its productions.

The Sleepy Hollow Restorations has continued its educational and visitation programs with school districts.

SUNY-Purchase and the Westchester Schools Partnership are developing a Summer program to increase teachers' effectiveness in teaching aesthetics education.

The Lincoln Center Institute works with eight Westchester school districts training several hundred teachers in its teacher training and performance program.
The cultural and artistic diversity and wealth of Westchester County in the year 2000 will in many ways be influenced more by the quality of art experiences in the schools than by any other factors. The introduction of new programs during recent years is exiting and encouraging but requires fuller and more committed participation by the County's school districts.
IV. LANDMARKS AND HISTORIC SITES

The excellent quality, variety and significance of landmarks and historic sites in Westchester make the County a true national treasure.

As the gateway to the historic Hudson River Valley, Westchester offers fine examples of almost every style and period in American architecture.

According to one survey, there are at least 2,500 architecturally or historically significant structures in the County. Four hundred of these are listed on the National Register of Historic Places. Protecting this physical manifestation of Westchester's cultural history is an obligation to generations born well beyond the year 2000.

The establishment of a County Register of Historic Places and the encouragement of the adoption of historic preservation ordinances by a greater number of municipalities were viewed as critical to the maintenance of historically significant sites in the County. Currently only eleven municipalities in the County have such ordinances. County government has recently shown an increased level of interest in historic preservation programs and has appointed an advisory committee to determine the maintenance and other needs of County owned properties.

Coordinated efforts to provide economic incentives for the purchase and rehabilitation of historic buildings need to be increased. Although the coordination in historic preservation activities has improved in recent years, greater attention has to be given to this area of interest and concern.

Increased public and private financial support must also be encouraged to ensure the adequate maintenance and the continuation of the educational outreach programs of organizations such as Sleepy Hollow Restorations. A more permanent solution lies in the active promotion of these sites as tourist attractions, coordinated by a private-public sector partnership promoting tourism throughout the County.
V. ARTISTS LIVING AND WORKING IN WESTCHESTER

The presence in Westchester of a significant number of visual and performing artists offers the community an immediately accessible resource and the potential to enrich substantially its cultural life.

The economic opportunities for artists in all art forms are limited in Westchester. Although the Council for the Arts has recently introduced programs to provide artists with opportunities to display their skills or their work, more concentrated efforts by the Council and arts organizations should be developed. There remains, for example, a growing need for an increase in the availability and quality of exhibition space for visual artists.

The Council for the Arts offers support services for individual artists including referral guides to bookings, facilities, and classes; conducting regional showcases of performing and visual artists, coordinating artist residencies in many County school districts, and offering seminars to assist artists in marketing their work more effectively. These programs should be maintained and strengthened.

The number of artist-in-residence programs should be increased to include more school districts and to involve a greater number of colleges and universities. Also, the Council's Visiting Artist Program should be expanded with additional funding. Such programs help develop markets for performing and visual artists' work and assist artists financially.

Visual and performing artists have expressed an urgent need for affordable working and living facilities. The experience of municipalities in other parts of the country in attracting artists to their communities would indicate that similar programs in the County would be successful. Municipalities should consider, where appropriate, changes in zoning and subsidies or other economic incentives to make it possible for artists to afford living and work space. Such community investments frequently enhance areas which might otherwise remain, or become, undesirable. The Council for the Arts is requested to quantify the needs of artists for working and living facilities.
With the commercial building boom currently in process in the County, developers, architects, and designers should be encouraged to consider using the work of Westchester visual artists in their Westchester buildings. The Council for the Arts is planning to make available a centralized slide registry of the work of Westchester artists.

The establishment of an "Art in Public Places" program, under which one percent or more of the capital cost of any county construction project would be devoted to the acquisition of art to be displayed as part of completed projects, could assist local artists - although any such program probably should not be restricted to the acquisition of the work of Westchester artists. Similar programs might be adopted by municipalities, and developers might also be encouraged to include the acquisition of works of art as part of their construction budgets. A number of corporations, such as CIBA-Geigy, General Foods, Pepsico and Readers Digest, have made their art collections accessible to the public and serve as models for other corporations.
VI. ACCESS TO WESTCHESTER'S CULTURAL FACILITIES

Studies have shown that people will travel fairly long distances within the County for quality presentations. However, inadequate parking and the lack of necessary highway signage are cited as problems by many of Westchester's cultural and arts institutions.

These facilities share with the rest of Westchester problems resulting from the lack of a public transportation system which would provide easier access to such facilities by residents such as the elderly, young people, or the economically disadvantaged, all of whom rely principally on public transportation.

It is particularly unfortunate that there are very limited cultural and artistic programs in the City of White Plains, which is well served by public transportation and easily reached from all parts of the County.

Although issues of public transportation are a specific concern of another Task Force, the availability of adequate public transportation and parking facilities is a concern of many major arts institutions and therefore is addressed in this report.
VII. ARTS FACILITIES

The need for additional first class arts facilities in the County, the current and potential uses of the SUNY-Purchase complex, other current facilities (including certain colleges and high schools) and those which are in the process of being renovated - or which may be renovated - were reviewed at considerable length and in detail.

The Arts Task Force concluded that currently and, unless new facilities become available, through the year 2000, there is a need for additional facilities - particularly for the performing arts. The efforts and plans of SUNY-Purchase to increase the availability of its facilities for arts programs serving the residents of Westchester and the region generally are welcome. However, such plans cannot be implemented without greater, and principally non-governmental, financial support. The value of having additional decentralized facilities was endorsed, although the availability of adequate financial support for the renovation of all currently identified facilities was questioned.

The Task Force determined that there was a great need for a performing arts facility (perhaps accommodating audiences of up to 1,000) in White Plains, which at present has limited cultural and artistic offerings. It was noted that the Task Force on Urban Centers has reached a similar conclusion.

In order to determine more completely the need for, and the feasibility of, developing three or four decentralized facilities (as opposed to a centralized facility) and expanding the availability of the SUNY-Purchase complex, the Task Force proposes that a feasibility study be commissioned, coordinated by the Council for the Arts and possibly also by the Westchester County Association. Members of Westchester 2000 Task Force on Education and the Arts should be included in the committee or group which would review the study. Financing for the feasibility study should be obtained through joint financing by the County, corporations and private contributions.

The number of museums, conservatories and galleries was generally considered to be adequate for the County's current needs, and it was assumed that additional facilities in such categories would, over the years, be
established. The Task Force did, however, conclude that the County could benefit greatly from the establishment of a Children's, or Family, Museum. Such a facility could best be developed as an adjunct to, or a part of, an existing institution.
VIII. TOURISM

The lack of active programs to build tourism in Westchester represents one of the County's major missed opportunities. The County offers, in addition to cultural and arts programs, scenic richness, historical sites, landmarks and comparative ease of access by all modes of transportation.

There should be a significant increase in organized and coordinated efforts by the County government, arts organizations, and the public and private sectors generally to encourage tourism in Westchester.

While Westchester's numerous Summer festivals could serve as a strong starting point for tourist promotion, year-round attractions such as museums, historic sites and performing arts events would also attract visitors from outside the County. Greater cooperation among arts institutions and the hotel industry in developing tourist weekend packages is encouraged. Such actions would be of benefit not only to the arts organizations and the hotel and restaurant industry, but also to the County as a whole.

The County government should establish an Office of Tourism which would work with arts institutions, the hotel and restaurant industry, and others in developing marketing programs.
IX. ARTS FINANCING

The arts in Westchester are currently financed through a diversity of income sources. While earning close to 50% of their total income, the arts receive support from private individuals, local, state and federal government, and corporations.

Future financial needs of the arts will increase, as several positive trends demand additional expenditures. These trends are: (1) steady artistic improvement and program expansion occurring within established organizations; (2) rapid growth of newer organizations seeking to meet audience demand for increased services, (3) performing arts facility renovation and/or construction.

In addition, it is likely that the development of new organizations in art forms with a proven audience, but without established resident institutions (e.g., theatre) will occur, creating a further demand for funds.

It is unlikely that totally new types of arts revenue can be found. Existing sources must, therefore, be strengthened and tapped in new ways.

Total 1984 arts spending in Westchester is estimated to have been $10.8 million. Income sources to meet these expenses were: earned income (48%), individual and foundation contributions (21%), government grants (20%) and corporate contributions (11%). Seventy percent of the corporate financial support came from four corporations. It is hoped that other corporations will increase their level of support and do their fair share in contributing to the quality of the cultural life of Westchester.

Earned income and government grants figures are comparable to national averages, while individual and corporate contributions vary significantly. When adjusted for Summerfare, the averages come much closer to typical national experience (earned income: 48%, individuals and foundations: 29%, government: 16% and corporations: 7%).

Arts organizations usually grow in financial size in order to meet audience demand for increased quality or quantity of services. This growth brings opportunities for increased income, whether through higher prices or sale of
more tickets. In addition, a larger, more satisfied audience generally leads to increased individual contributions as well. However, experience elsewhere in the nation demonstrates that these expanded sources cannot be expected to meet all future financial needs. Government and corporate support must also increase at a level and rate commensurate with the needs of the County. Fortunately for the arts and for Westchester, government and corporate support are also affected by increases in the quality and quantity of service provided by cultural institutions to the attractiveness of the County as a place to live and work.
X. RECOMMENDATIONS

The Task Force's principal recommendations with respect to the arts in the County are the following:

. The level of financial support for the arts should be raised steadily and substantially - with such support to come from corporations, government sources, and individual contributions as well as from arts organizations' earned income.

. A feasibility study of the currently planned renovation of decentralized arts facilities in the County, the potential expansion of programming by, and the utilization of the facilities of, SUNY-Purchase and the establishment of a facility in White Plains should be conducted by the Council for the Arts, if possible in cooperation with the Westchester County Association. The study should be completed by the close of 1985.

. A study of the living and working space needs of visual artists in the County should be conducted by the Council for the Arts.

. The Council for the Arts and local arts councils and organizations should encourage municipalities to develop programs of subsidies, tax incentives and zoning changes to make it possible for a greater number of artists to live and work in the County.

. Existing arts in general education programs should be expanded and enhanced within school districts and the outreach programs of arts organizations which have been introduced recently should be continued, strengthened and increased. The Council for the Arts and school districts should develop catalytic funding approaches to generate monies for, among other things, arts education programs, transporting students to arts institutions, and increasing the number of artists in residence programs.
County government should adopt an "Art in Public Places" program under which one percent of capital budgets for new construction would be allocated to the acquisition of works of art. Municipalities should be encouraged to adopt similar programs and developers should be encouraged to include the acquisition of works of art as part of their design planning.

The establishment of an inter-active children's, or family, museum in the County is strongly encouraged.

The Council for the Arts should expand its efforts to promote better marketing of arts offerings.

The County government should establish an Office of Tourism to build tourism in Westchester County.
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WESTCHESTER 2000

TASK FORCE ON HEALTH AND HUMAN SERVICES

Final Report
April 1, 1985

Submitted by:
Martha S. Greenawalt,
Chair
Joseph H. Wyke,
Vice-chair
MOST IMPORTANT OBJECTIVES

1. Strengthen family life, reinforcing it with community support.
2. Eliminate poverty by enhancing and enlarging employment and educational opportunities.
3. Prevent delinquency and crime.
4. Abolish discrimination.
5. Promote health and prevent illness.
6. Assure access to high quality health care in a system that assures continuity.

RECOMMENDATIONS FOR REACHING OBJECTIVES AND SUGGESTED AGENCY FOR IMPLEMENTATION

Primary Recommendations:

1. Establish a County Human Rights Commission, with professional staff and subpoena and enforcement powers. This should be established immediately and staffed via the next fiscal year budget. Suggested agencies to take responsibility for implementation: The County Executive and Board of Legislators.

2. Establish a Council of Health and Human Service Agencies, public and non-governmental, including representation of the general public and specific client groups, to:
   --identify gaps in services, breakdowns in coordination, duplication;
   --plan to meet needs and establish new services;
   --evaluate experimental programs and propagate the successes.

Discussions leading to its establishment should begin immediately. Suggested agency: The Westchester Community Service Council and the United Way should initiate this.

Secondary Recommendations:

3. Establish a countywide E911 emergency number providing immediate access to the proper fire, police and ambulance service and to a family crisis center. Suggested agency: The County Executive's office should initiate this.

4. Establish in every community three youth-buttressing services: (a) alternative education, (b) a home away from home, i.e., an adult who cares and can counsel; (c) sex and health education. Suggested
agency: The County Youth Board should take responsibility for this and the proposed Council of Health and Human Service Agencies should put this high on its agenda to see that it is done.

5. Provide free child care for working parents, both pre-school and after school, including Head Start for all whose families can not provide such pre-school education. Suggested Agency: The Child Care Council should initiate this.

6. Assure a range of housing options for the aged, from home-care services allowing them to remain at home by themselves, to congregate living, to accessory apartments in homes, to health-related nursing homes, to skilled care nursing homes—all within the community. The county is currently short of skilled nursing facilities and home care services. Many old people spend extra days in hospital beds due to the shortage. Suggested agency: The Health Systems Agency should take responsibility for this in consultation with the proposed Council of Health and Human Service Agencies.

7. Prevention—our theme in dealing with both physical and social problems—should apply particularly to criminal justice; those leaving incarceration should have a place to go and job preparation or a job to go to. Half-way houses are necessary. Suggested agency: The County Department of Social Services.

ADDITIONAL OBJECTIVES FOR CONTINUED STUDY

1. Changes in medical practices are inevitable with new techniques, particularly computer-based diagnosis and treatment recommendations. The human use of doctors to complement the computer will require rethinking of medical education as well as medical practice. The proposed Council of Health and Human Service Agencies should put this on its agenda.

2. The capacity of medical science to cure is outstripping the economy's ability to provide the cures for all; a rationing philosophy is necessary. The Task Force agreed that money should not be the means of rationing and that improving the ability to enjoy life should take precedence over simply lengthening life. The proposed Council should sponsor community consultation on the philosophy of health-care rationing.

3. Volunteerism is valuable for both the volunteer and those aided; indeed, it goes further and strengthens the general sense of community in an area. The Volunteer Service Bureau, working with United Way, should investigate ways to expand volunteer activity exponentially, particularly using and serving the over 65 population.

4. Reimbursement rules for health care do not encourage prevention; for example, Blue Cross/Blue Shield do not pay for regular medical checkups. Since this is a national problem, Westchester should turn to the agencies in the county with national clout, i.e., the major corporations, to seek a change toward prevention via insurance reimbursement.
rules.

5. Solving both social and medical problems usually requires finding one's way through a maze of organizations, which often have only fragmentary concern about inter-locking needs. Both medical and social agencies should establish "case-management" methods, so one official is the contact for one person or family. In England, a nurse practitioner often is the case manager in a district health system. The Health Services Agency should investigate ways in which case management can become the rule in personal health matters and the County Department of Social Services in social health matters.

6. Half-way houses and group homes are important for persons leaving a mental hospital or jail and for the mentally disabled. But few places in the County are willing to accept them. The County Planning Department and Board should initiate a process for gaining voluntary acceptance of these facilities in appropriate places--using carrots, not sticks.
INTRODUCTION

The goal of the Health and Human Services Task Force is to assure for the individual and the community a quality of life or well being which presumes the development of positive self-worth, self-sufficiency and responsible behavior; requires caring, sharing, community participation, and the opportunity for each individual to secure his/her optimum economic, physical and social development.

Areas of Poverty

Census data for Westchester County provide significant clues to areas of need and to special populations on which concentrated attention must be focused if this goal is to be realized. In 1979, 5.5 percent of Westchester's 229,159 families were living below the poverty level ($7,412 for a family of four); 12.6 percent of Mount Vernon's families, 11.8 percent of Peekskill's, 9.1 percent of Port Chester's, 8.2 percent of Yonkers and 6.2 percent of families in New Rochelle and White Plains were poor. Despite the drop in numbers of children under 18, those living in poverty in the county increased from 16,372 in 1969 to 21,043 in 1979, with increases in each of the target municipalities (above) except New Rochelle. Substantial increases occurred in Peekskill (85.9 percent), Mount Vernon (67 percent) and Yonkers (64.1 percent). Female headed families were 17.0 percent of total families in the county, but female headed families were 65.3 percent of the 9,987 families living in poverty. In Peekskill, they were 77.9 percent, Mount Vernon 74.2 percent, White Plains 70.1 percent, Yonkers 67.3 percent, New Rochelle 66.5 percent, Port Chester 65.4 percent. Only in Ossining did the 39.7 percent ratio fall below the county average.

Between 1970 and 1980 the percentage of adults with less than 9 years of schooling decreased in the county--from 20.5 percent in 1970 to 13.4 percent in 1980. It also decreased in each of the target municipalities, but in Port Chester it was still 24.6 percent, Mount Vernon 20 percent, Peekskill 18.6 percent, Yonkers 17.6 percent, Ossining 17.1 percent, New Rochelle and White Plains at 14 percent. The high school drop-out rate in 1980-81 was 3.6 percent county-wide, but in Mount Vernon it was 10 percent, in Yonkers 9 percent, in Peekskill 6.9 percent, Port Chester 6.1 percent, Ossining and White Plains 5.4 percent, and in New Rochelle only 1.9 percent.

The countywide unemployment rate in 1980 was 4.3 percent of the 433,729 individuals in the labor force. Peekskill's rate was 6.9 percent, Yonkers 5.6 percent, Mount Vernon 4.8 percent, New Rochelle 4.6 percent, Ossining 4.5 percent; White Plains and Port Chester fell below the county level with 3.5 percent and 3.7 percent. However, these unemployment figures include only those "actively seeking work during the four weeks prior to the census" or were "laid off" and waiting to be called back to work. They do not include those who have become discouraged and are no longer actively seeking work, or the unskilled and chronically
unemployed who gave up the search long ago. Poverty, unemployment and underemployment figures are particularly alarming in Westchester’s minority populations.

Minority Concentration

County-wide, blacks constitute 12 percent and Hispanics 5.3 percent of the total population, but the ratio for children under 5 is 16.3 percent for blacks and 9 percent for Hispanics. For 5 to 14 years of age, blacks are 15.1 percent and Hispanics 7.3 percent. Among the target municipalities Mount Vernon has the highest percentage of blacks, 48.4 percent, White Plains and Peekskill 19.4 percent, Ossining 18.8 percent, New Rochelle 17.8 percent, Port Chester 14.1 percent, Yonkers 10.6 percent. Port Chester has the highest percentage of Hispanics, 15.6 percent, with Ossining and Yonkers at 8.7 percent, White Plains 6.8 percent, Peekskill 6.1 percent, Mount Vernon and New Rochelle 5.1 percent. In each target municipality, these percentages are much higher for the under 5 and somewhat higher for the 5-14 populations.

In most Westchester communities, minorities and lower income families are concentrated in a limited area, but analysis of successive census data indicates that these areas are gradually extending outward into adjacent neighborhoods. This phenomenon has been evident for many years in the southern Westchester communities adjacent to New York City.

Physical Mental Disabilities

Several urgent concerns in the Health and Human Services field cannot be targeted to geographic locations but involve the life sequences, age, sex, and special health problems of individuals in the county.

The number of mentally ill in the county continues to increase. The State policy of deinstitutionalizing psychiatric patients without assurance of community facilities for their continued supervision and care, the discharge of young patients who have too short a hospital stay to be eligible for existing support systems and do not continue necessary medication and counseling, the increased pressures and lack of support resulting from broken homes, stress in jobs and stress for the jobless, drug and alcohol abuse, the appalling number of homeless who sought shelter and food this past winter, all contribute to and are evidence of mental and emotional instability.

One-fourth of disabled persons live below the poverty line. Nearly 60 percent of disabled men and 75 percent of disabled women are out of the labor force. Some had sought employment but had been discouraged and given up. Only one-third are actually in the labor force. In Westchester, the 1980 census reported 15,798 disabled persons.

Discrimination Against Women

Nationally, the 1980 mean income of disabled women who work was $10,589, for non-disabled women $12,021. The mean income for disabled men was $18,755, for non-disabled men $20,644. This suggests that
disabled women face the double barrier of disability and sex discrimination.

Almost one out of six Westchester families is headed by a woman. The number of divorced women has more than doubled since the 1970 census. Earlier in this report it was noted that female headed families were 65.3 percent of the 9,987 families living in poverty; 57.7 percent of the county's working age women are in the labor force, but they are still concentrated in traditionally female occupations, characterized by a "dead-end" job, low salary scale and lack of upward mobility; 36 percent are in clerical occupations and 10 percent in service jobs; 35 percent have incomes of less than $10,000. Nationwide, a woman continues to earn 62¢ for every $1 earned by a man, even when the man may be a high school drop-out and the woman has a college education. "All other things being equal, if the proportion of the poor who are in female-headed families were to increase at the same rate as it did from 1967 to 1977, they would comprise 100 percent of the poverty population by the year 2000!" Hence, the term "the feminization of poverty." (Critical Choices for the '80's, National Advisory Council on Economic Opportunity, August 1980.)

Problems of Age: The Old and the Young

Women are 61.2 percent of those over 60. That percentage increases as the years advance. The percentage of the elderly who are poor also is increasing. It is now 21 percent of seniors over 60. Even though many continue to live in their own homes and are relatively independent, with increasing age their degree of disability, isolation, vulnerability to abuse and dependence on support services increases, whether they live in their own homes, a group living situation, a nursing home or a hospital. By the year 2000, the over 60 population is projected to increase from the present 18 percent to 31.8 percent. Actually, the over 75 age group is the fastest growing segment of Westchester's population, due to increased longevity. Those over 85 are expected to increase by more than 50 percent by 2000.

Teenage youth is the age group, however, on which the Task Force has focused its major concern. Convinced that prevention is more effective than cure in terms of overall dollar and human costs, it is in teenagers, who will be the young adults of 2000, and in pre-teenagers that the hope of achieving our goal lies. By the year 2000, the babies of today will be teenage mothers unless a method can be found to break the repeating cycle of children bearing children. In 1983, there were 74 pregnancies in Westchester's 10-14 age group, 844 in the 15-17 and 1,418 in the 18-19 age groups. From 1979 to 1983 the percent of births to unmarried mothers in their teens increased by 22.0 percent, and the total pregnancies per 100 increased by 13.7 percent. Births increased by 0.5 percent and abortions by 20.2 percent. The younger the teenager, the greater the risk to the health of the child and the more children she is likely to have. The highest rate of teenage pregnancies in 1981 occurred in Mount Vernon at 116.8 and Peekskill at 113.2 per 1000. In Ossining the rate was 86.9, Elmsford 83.3, Yonkers 73, Port Chester 67.8, White Plains 61.6 and New Rochelle 57.7. Even in Bronxville, the rate was 51.5 and in Scarsdale 27.
Crime

In 1981, arrests for felonies of persons under age 20 in the county numbered 3,288. Yonkers, with 664, headed the list, followed by White Plains' 421, Mount Vernon 388, New Rochelle 321, Peekskill 112, Ossining 110 and Port Chester 255. The total county adult and under 20 was 7,092; Yonkers 1,594, White Plains 1,014, Mount Vernon 742, New Rochelle 723, Port Chester 255, Peekskill 224 and Ossining 178. The felonies in the count were murder, rape, robbery, aggravated assault, burglary, larceny and motor vehicle theft. Larceny and burglary were the felonies committed most frequently, with robbery third. In most cases, it is safe to assume that the crimes were an effort to support drug or alcohol addiction; 40-65 percent of the crimes committed by those later serving time in jails and penitentiaries are alcohol related, as are 50 percent of fatal auto accidents, 50 percent of homicides, 40 percent of hospital admissions and 70 percent of domestic violence incidents.

Fairly Certain Projections

We have made some fairly certain projections to the year 2000: an increasing elderly population (over 60) and increasing numbers of those living beyond the age of 75; an increase in minority populations, particularly blacks and Hispanics; and changes in family relationships, with children bearing children, more single parent families and more families with both parents working outside the home.

Objectives and Recommendations

Six priority objectives encompass the major areas to which the county should devote its health and human services efforts. To achieve them by 2000, clearly we must begin the job NOW!

1. Strengthen family life, reinforcing it with community support.
2. Eliminate poverty by enhancing and enlarging employment and educational opportunities.
3. Prevent delinquency and crime.
4. Abolish discrimination.
5. Promote health and prevent illness.
6. Assure access to high quality health care in a system that guarantees continuity.

1. Strengthen family life, reinforcing it with community support.

From 1960 to 1983, the traditional married couple with children under 18 increased only 4 percent, one parent households rose 175 percent, one person households 173 percent and unmarried couple households 331 percent. (Gannett paper 10/29/84) Regardless of how one defines family and the structure of any given family relationship, it is essential that
the community provide supportive services where and when they are needed.

As parents need to find employment outside the home, high quality child care must be available to reduce stress for the parents and promote the child's nutritional, emotional, intellectual and social growth. Currently 500 Westchester women are eligible for the WIN program to prepare them for jobs, but cannot take part because they are unable to find affordable day care. Parents no longer eligible for subsidized day care for their children face the hard choice of leaving their jobs and going back on welfare or continuing in the job and leaving the children in makeshift, inadequate arrangements. The strain on parents and children all too often results in incidents of domestic violence and child abuse. Alcohol and drugs also contribute heavily to violent family outbursts.

"At risk" families need to be identified and a variety of preventive services and programs focused on their specific needs. Psychiatric evaluations and services should be provided without the stigma often associated with these services. Emergency foster care, if needed, should sustain the child or dependent adult through the period of family crisis. Crisis intervention services should be available on an emergency system such as the proposed E911 fire, police and ambulance phone connection.

If the present teen-agers who will be the young adults of 2000 are to be healthy, productive individuals, better programs must be developed to reduce the incidence of suicides, drug, alcohol and smoking addiction and undesired pregnancies. Constantly exposed to the sexual hard-sell of our commercial products and to pornographic movies, teen-agers need help to avoid pregnancies and abortions, even though peer pressures may make sexual acting-out at an ever younger age a reality of adolescent behavior.

Many elderly choose to remain in their own homes, but a variety of other options should be available: shared housing, group homes, living units in a retirement community which guarantees services and medical care throughout the person's life. Such life care communities being tried in other states are still illegal in New York State.

Fear of crime, illness and poverty haunt the elderly. Police protection, homemaking, transportation, day care and food services need to be publicized and accessible without any sense of personal failure. Every effort should be made to keep even the frail elderly involved in the community, and to avoid the isolation and depression which severely affect many elderly persons.

2. Eliminate poverty by enhancing and enlarging employment and educational opportunities.

Assure affordable, accessible, high quality pre-school and after-school child care to all children without regard to income and social, ethnic and racial background. The Head Start early education program has a demonstrated success record, significantly lower welfare recipients, crime and mental illness among those who were in the early
Head Start experiment than among a control group.

Develop early in life and continue through adolescence and adulthood a sense of responsibility, self-worth and concern for others in the community. Parenting skills need to be taught. Parents, teachers and others involved in programs with children and young people need to be sensitive to the individual needs of each person. Lack of self-esteem, heightened in teens whose horizons are limited, and by family conflict and lack of needed family support, contributes to the run-away, school drop-out, pushed-out and pregnant adolescent—and pre-adolescent.

Alternative educational programs have been uniquely successful in turning around the lives of many young people who had been "turned off" by the traditional educational system. Such successes should be propagated.

In Westchester, there are a number of programs—both government and nongovernment—that succeed in raising the self-esteem of youngsters, diverting them to productive activities from hanging out or early pregnancy, keeping them in school or encouraging their return, teaching them about health and putting sex in context of health and social values, offering Head Start and high quality day care. These programs demonstrate that solutions are possible and proven; but they are dealing with only a small fraction of the needs.

Increase technical training in marketable skills to move school drop-outs, the unemployed and those seeking changes in employment into the economic mainstream. Advances in technology will require continual training and re-training of many employees, but the unskilled, those continually unemployed or underemployed, will need basic training, follow-up job placement and monitoring of performance-on-the-job to assure a pattern of success that finally moves that person into economic independence and out of poverty. Government, the schools and private businessess must all contribute substantially to this effort.

Encourage involvement of adolescents, adults and the elderly in community service. Such service not only helps to meet the needs of others in the community but provides great personal satisfaction to the individual performing the service and creates an enriching sense of community. Many of our social problems are among individuals and groups who feel isolated, alienated from life around them, but when schools, parents, government officials, social agencies and community groups have combined force in a united effort to meet a community need, their success goes far beyond that specific problem, for they have created a sense of caring and mutual support that has revitalized the community.

3. Prevent delinquency and crime.

Promote an early and continuing working relationship between the schools, police and criminal justice system, and develop positive alternatives for the acting-out, disruptive child. This difficult misfit who may get into trouble with the law may well be the exceptionally gifted child or the learning disabled child. Peer counseling and peer group discussions are often more successful techniques than adult to
child counseling or discussion. A juvenile court with adolescent judges, lawyers and prosecutors (and adult advisors) is meeting with remarkable success in trying fellow adolescents accused of violating the law. Sentences of a period of community service are carefully monitored, and failure to perform is met with a remand to Family Court. It is providing a valuable learning experience for all concerned.

Providing training and supportive services--pre-release and post-release--to those in detention. Group homes, counseling and training in independent living are essential if the transition to the world outside prison is to succeed. If housing and employment are not available (and they are usually not available), the likely choice for the person just released from prison is to return to crime and eventually to prison. The recidivism rate is evidence of that revolving prison door. Again, there are successful programs--covering a tiny part of the problem.

Develop effective alternatives to incarceration. Learning in our jails and prisons seems to be devoted to learning how to be a more successful criminal, not how to be a law-abiding citizen, whereas serving a sentence of x months of community service, or working to repay moneys stolen holds some promise of turning around the anti-social street criminal. The achievement of this goal may effect a significant reduction in the costs of our jails and prisons, not only in dollars spent on their construction and maintenance but in the long term effect on the lives of those caught up in our criminal justice system.

4. Abolish discrimination.

Discrimination based on race, sex, age, and religion is still evident in Westchester. We have already touched on evidence of discrimination against women in the economy. The problem of finding employment for which one is qualified is also difficult for one beyond middle age or under 20. Unemployment statistics for those under 20 are disturbing, but for black and Hispanic youths they are appalling. Discrimination shows up in our criminal justice system; black people are in jail in far greater ratio to their arrests than whites. The search for housing is another measure of discrimination. A single woman, especially a woman with children, a black or Hispanic, an elderly person is likely to be turned away. Discrimination is only one element in Westchester's desperate housing need for more low and middle income and rental housing, of course, but it adds "insult to injury." There must be a more active commitment by the entire county to eliminating the ghettoizing of housing, schools and community services. Business policies of hiring and firing must expand opportunities for the disadvantaged, and special training in job skills, English language communication, etc. must be provided if the unskilled, minorities and recent immigrants are to share in Westchester's progress.

A vital County Human Rights Commission with powers of subpoena and enforcement must be created if this goal is to be achieved by 2000.

5. Promote health and prevent illness.

Prevention of illness begins with conception. Good prenatal
care, counseling and nutrition have been shown to reduce prematurity and birth defects by 50 percent. In the case of the teen-age mother, both the child's and the mother's health are improved if she receives the child care services she needs, if she can return to school and learn better parenting, preventive health care and job skills which would lead to increased self-sufficiency and self-support. In some places in Westchester, teen-age mothers are encouraged to stay in school and convenient arrangements are made; in others they are not.

We are seeing increases in consumer knowledge concerning personal responsibility for health and an emphasis on prevention, as well as increased concern by businesses for the health of their employees. Large corporations provide: health programs at the work site, insurance coverage for health promotion programs, and financial incentives through insurance premiums or refunds of unused insurance at retirement or termination; however, opportunities for health prevention are much less available to those not employed by major corporations. Hi-tech medical care is expensive and available to those who can afford to pay; prevention of illness is largely non-technological and could be inexpensively available to everyone.

6. Assure access to high quality health care with continuity.

The growth in the elderly population is resulting in waiting lists for nursing homes, lengthy hospital stays and a demand for a continuum of health care. There are currently 4,422 skilled nursing facility beds and 1,661 health related facility beds in Westchester. The Hudson Valley Health Systems Agency estimates a need for 6,184 to 6,624 by 1987, but Long Term Health Care Programs serving 515 persons must first be approved and operating. Presently there are only four operational programs in the County serving fewer than 100 patients but licensed to serve 250.

During 1982 in New York State, senior citizens occupied 42 percent of all hospital beds; 54 percent were awaiting placement in skilled nursing homes; 30 percent of the patients stayed in excess of 94 days.

Home care services are growing, and yet little has been done to monitor and regulate the quality of care, an issue of concern to patients and their families. Home care providers, especially for-profit agencies, have been increasing in number and represent 21 of the current 28 agencies. Insurance companies are moving in the direction of increased reimbursement for home care services, but the pool of trained aides has not grown proportionately. Reasons cited for the lack of interest in the home health aide profession are low pay, lack of benefits, less than desirable working hours, and lack of a career ladder.

If New York State is required to implement the Diagnostic Related Groupings (DRG) method of Medicare reimbursement to hospitals, we can anticipate that patients will be discharged with shorter lengths of stay and will need more home care services.

Spiraling health care costs and government funding cutbacks
will foster the creation of more innovative and cost effective programs. In 1982, 42 percent of the nation's medical care costs were related to hospital expenses, partially attributable to new technology and investment in high cost equipment and highly skilled personnel. In 1982 in New York State, the average cost for a day of skilled nursing home care was $61.43. Westchester's nursing home and home care costs are among the highest in the state.

The voluntary hospitals find themselves in competition with the for-profit hospitals for patients and scarce resources. Hospitals are beginning to develop "hospital systems," involving shared services, joint purchase of expensive technology and mergers of several hospitals into one corporate entity for administrative and fiscal management. For-profit hospitals are more likely to be part of a hospital system; otherwise, they may not offer any advantage over non-profits.

Technological advances are changing the way hospitals function. They can help reduce costs and help circulate funds to other necessary areas of health care. Diagnosis is quicker, and new developments in surgical procedures and anesthesiology have shortened hospital stays for the younger patients.

Historically, medical schools have devoted attention to the study of diagnosis and treatment, with no time remaining for the human aspects of care. As computers are increasingly used to determine the diagnosis and appropriate treatment, students and practicing physicians will have more time to devote to the humanistic approach to patient care. When growing consumer interest and pressure to know about their care is added, we may find that the physician/patient relationship is changing for the better. But shifting the skills of physicians from curing to prevention and to helping patients understand their bodies and minds, from treating an ailment to dealing with the whole person, will require changes in medical education and maybe in the kinds of students selected. It is time to begin planning for those changes.

Regionalization and reduction of fragmented and duplicative services will be necessary to reduce cost and improve access. The current fragmented method requires Westchester residents to choose from 144 emergency numbers to obtain access to emergency medical services. Alternate systems of providing health care services are gradually developing in the county: ambulatory surgery centers, community health centers, midwives, nurses and social workers in private practice. Westchester has two Health Maintenance Organizations (HMO) or pre-paid health plans designed to provide comprehensive and preventive care.

Westchester has not yet established a county-wide comprehensive Community Alternatives Systems Agency (CASA). The CASA concept means developing a partnership among government, hospitals, home care providers, and others involved with long term care. The most appropriate placement for the patient would be selected from the array of services available, with the patient's right and ability to choose protected throughout.

In addition to the increasing costs funded by third party payers, out of pocket costs are also continuing to grow both for the
elderly and for that portion of the younger population which is uninsured. Presently, Medicare pays only 44 percent of the total medical costs of the elderly. In 1984, the aged paid an average of $1,500 out of pocket expenses. By the year 2000, this figure is estimated at $5,000. Unemployment will dictate that percentage of the population who lack health insurance coverage.

Medical care and resources will reach a point where they cannot meet the demand. Care will have to be restricted. Choices of who receives what care will confront us. Who will make the decision concerning the care of elderly parents, infants, and the terminally ill? Will they be made by the medical profession, government, the patient or family? Will they be based on ability to pay? The Task Force unanimously feels that they should not. And we would urge the medical profession to shift its priorities to the quality of life, not its length.

Conclusion

A continuum of care and services must be planned and developed for all sections of the county and particularly for the special target populations: the poor, the ill, minorities, the aged, immigrants with ethnic and language handicaps, persons in or discharged from our criminal justice system, persons with physical disabilities, the mentally ill, the homeless. Yet parallel systems, not a continuum, have developed in mental health, in youth services, in criminal justice and in health. The issues have become related to turf, to power, control, finance and how problems are defined. Despite increased awareness of the inter-relationships among all these systems, each has now developed its own planning system. The crucial question is: How can we utilize scarce resources to jointly develop programs which separately are serving the same set of clients. Indeed, in many cases, a family or individuals lose their way in the confusion of multiple, fragmented services and wind up falling through the cracks. We must now, as a community, address ways of integrating these programs to maximize their effectiveness.

The recommendations of the Health and Human Services Task Force, by the very nature of their comprehensiveness and complexity, will require the on-going participation and cooperation of a multiplicity of public and not-for-profit agencies. Technical expertise coupled with adequate financial support are necessary but not sufficient conditions for insuring that the Task Force's stated objectives are achieved. The convening and coordinating of the service deliverers along with the timely involvement of service consumers and interested citizens must be an integral part of the planning and implementation process.

We propose the establishment of a Council of Human Service and Health Agencies including government and non-profit agencies and the public and special client groups. In carrying out its responsibilities, the Council should be particularly sensitive and responsive to the special needs of minority group members and other disadvantaged populations.

We recommend that this Westchester Council have the following responsibilities for helping to meet the goals set by the Task Force for
Westchester in the year 2000:

-- To identify and convene as a council all relevant health and human service agencies and to provide a mechanism for participation by consumers and other interested citizens.

-- To utilize the membership as a whole and in part (task forces, committees, etc.) in identifying gaps in services, breakdowns in coordination, and duplication of effort, and in the planning and establishment of new services as required.

-- To evaluate experimental programs and propagate those that succeed.

-- To collect, analyze, and disseminate relevant and accurate demographic data and related information about needs and services and to prepare timely studies and reports which would be instrumental for planning purposes.

-- To develop functional and area-wide plans which can serve as components of a county-wide action plan.

-- To assess periodically the progress which agencies are making toward achieving the Health and Human Services Task Force goals and to recommend changes or modifications as appropriate.

While it is advisable that this Council of Health and Human Services Agencies have a close association with the United Way of Westchester, perhaps even a formal affiliation, and an effective working relationship with the public sector, the Council should be an autonomous incorporated entity unencumbered by financial or political issues.
WESTCHESTER 2000

TASK FORCE ON URBAN CENTERS:
DESIGN, TRAFFIC AND TRANSIT

Final Report
April 1, 1985

Submitted by:
P. Gilbert Mercurio,
Chair
Richard E. Kaeyer,
Vice-chair
REPORT SUMMARY

Introduction

Statement of the essentially urban character of Westchester's historical development.

Urban Form vs. Fragmentation

States the current trend toward sprawl and fragmentation. Defines urban centers in the context of official County development policies, "Urban Form."

Impact of Fragmentation on Urban Centers

Iterates the negative impacts of sprawl/fragmentation on quality of life in Westchester. Posits the urban centers as the logical places to absorb more growth, thereby relieving pressure on undeveloped areas. Summarizes the benefits of steering development into urban centers.

Formal Planning Policy

Recommends adoption of the County's Urban Form policies by the County Board of Legislators and County Executive. Recommends that Urban Form concepts be ingrained into all County decisions affecting development.

Recommends parallel adoption of the Urban Form Technical Supplement, a precise mapping of density guidelines. Urges County to complete current efforts to map out the Urban Form guidelines on a parcel-by-parcel basis throughout Westchester.

States the case for better balance between countywide development interests and home rule decisions. States that County planning recommendations have not always been clear and forceful in the past, but there is no inherent obstacle to better County planning.

Recommends more authority for County Urban Form plan and improved cooperation with municipalities through:

- Compulsory cross-certification of County and municipal plans;
- Enlargement of County geographic jurisdiction to permit County intervention in "critical development areas";
- Formal mediation between the County and municipalities when their plans and recommendations may be in conflict.

All of these enhancements of County planning authority and County-municipal planning cooperation require one or more of: legislative enactment by the County Board of Legislators; amendment of the County Charter; home rule message for State enabling legislation. The timetable is immediate. The organizing body is the County government.
The Mature Centers

States the development problems of Westchester's older cities. Underscores that the cities are differently developed and require different strategies for revitalization.

Opportunities For Growth in the Urban Centers

Reiterates that public policy should be pro-active for development in urban centers.

Recommends establishment of a Private Sector Development Organization (PSDO) to help steer growth into the urban centers. Key features should be the following:

- Sponsored by private sector, although working in close cooperation with the public sector;
- In-depth expertise on development methods;
- Thorough knowledge of the individual urban centers;
- Firmly pro-active for the urban centers that need, want, and are prepared to accept development--and neutral with respect to assisting development outside the urban centers.

Must be engaged in steering specific businesses/enterprises to specific urban centers, based on their individual suitability for such businesses/enterprises.

The PSDO would not be funded or controlled by government except to the extent that it entered into contracts with municipalities for specific projects. The time frame for establishing a PSDO is immediate. The organizing entity has not been identified.

Recommends a countywide, land assembly revolving fund to be administered by the PSDO. The revolving fund would be funded 50/50 by the public and private sectors. The fund could be established through local legislation.

Recommends renewed and significant State participation in a New York State version of Urban Renewal. State legislation and budgetary approval is required.

Residential and Cultural Development in Urban Centers

States the case for new housing development as an alternative and sometimes more powerful stimulus than commercial development in the urban centers. Warns against concentrating more housing for disadvantaged populations in the downtowns; new housing there may have to be subsidized but should be marketable to average and above-average income households.

Recommends that White Plains take stronger steps to become a cultural and entertainment center for all of Westchester.

Obstacles to be Overcome

Iterates some major problems of the urban centers that were not wholly
under the purview of this Task Force to address, or for which insufficient study
time was available. These include: racial imbalance, poor design environment,
mass transit enhancement in connection with rail stops, and local attitudes and
expectations.

Selective Economic Development Measures

Catalogues the principal legislative and program vehicles that are
especially suited to downtown environments. Cautions that these laws and programs
are subject to legislative whim. Recommends more study of them to determine which
are most effective and therefore worthy of strong public support.

Urban Centers for People

Recaps the reasons for improving the environments in urban centers, with
particular attention to their social and esthetic contributions to Westchester's quality
of life.
GROWTH AND SETTLEMENT IN WESTCHESTER:
THE FUTURE OF URBAN CENTERS

Introduction

A source of pride for Westchester residents is to adjoin one of the most intensely developed cities of the world yet to enjoy an environment of open spaces, greenery, and vistas that are the equal of any region of our country. The visitor who overflies our county enroute to one of the region's airports--perhaps our own Westchester County airport will observe not the expected dull reflections of the man-made environment but rather a vast, gently furled carpet of nature's rich colors. The geometry of roads and settlements is but a tracery. It cannot be imagined from such an overflight that a population greater than that of twenty states inhabits these 450 square miles of Westchester County.

We are in fact an urban county notwithstanding that our patterns of development are suburban, even rural, in aspect. The earliest settlements were small community clusters along the major north-south valleys including Long Island Sound. The railroads supported this basic pattern and still do. They established the commutation links with New York City, and even as the automobile gained ascendency for travel, the necessary parkways and highways followed the north-south valleys, supporting the established rail-developed communities. The centers of population are quite literally "centers." They are concentrations of residential and commercial development proximate to a rail stop or parkway exit. For most of Westchester's history the urban centers have housed the population, generated the commerce for jobs, served as the focal points for social interchange. Most important, they have absorbed much of the county's development activity, thereby preserving huge acreages of unspoiled lands for the recreational and aesthetic enjoyment of all.

The Task Force on Urban Centers regards the 300 year old legacy of urban center development as a principal contributor to the quality of life in Westchester. Our group is exploring ways in which the older urban centers (particularly their downtowns) can be enhanced to reestablish their vitality. We are also examining the emerging urban centers to see if they can capture some of Westchester's development activity which would otherwise occur in outlying areas. In both cases we believe that urban centers are a neglected resource for shaping development patterns in Westchester, and our aim is to make recommendations for making best use of that resource.

Urban Form vs. Fragmentation

County development policies recognize and support the preeminence of the urban centers in the pattern of growth. The planning document adopted by the County Planning Board in 1972, Assumptions, Goals, and Urban Forms, defines urban centers:
This category is the "center" of urban activity, such as a central business district (C.B.D.) or the "downtown," which, in most instances, it is. By definition, it is an active center serving a multiplicity of purposes, and is confined to a relatively small and well-defined physical area. It is strongly tied to transportation and is the focus of most access routes as well as a terminal point for most trips. . . . . The "center" is most clearly recognized by the variety of functions it performs, and contains a complete range of land uses, such as cultural and educational centers, office and retail establishments combined into a cohesive, functioning, and interdependent whole.

The kinds of places the County has in mind for "centers" ranges from New York's fourth largest city, the City of Yonkers, to small hamlets such as Goldens Bridge and Mohegan Lake. These disparate places have in common the elements of the definition cited above, and a level of development that is more than the surrounding areas. The opposite of structured, urban center development is "sprawl," the amorphous and relatively uniform consumption of land at densities too low to achieve a sense of place. Much more explication is not required. The sprawl phenomenon is abundantly available for inspection in large areas of northern and central New Jersey and Long Island. Fortunately, or rather luckily, Westchester has not been subjected to very much sprawl development, largely because the county's pronounced topography constrains development to the established corridors. Furthermore, there is a network of relatively permanent public and private open spaces which sets firm boundaries on new development. Nevertheless, sprawl--particularly in the form of strip commerce or small offices along the highway--is increasing, and because we spend so much time on the highways, it invades a great deal of our vision and our traffic flow.

But Westchester's controlled development pattern is at risk not so much from sprawl as from "fragmentation," defined in the County Urban Form plan as the "relatively indiscriminate placement of key urban elements over too wide a geographical area--as opposed to locating these major activity centers within the existing urban pattern, thereby strengthening it. A 'key element' is any major generator or magnet for human activity--as expressed by traffic volumes, building floor area, or number of persons, employees, visitors, etc.--which use this facility in any way. These can be public, semi-public, or entirely private facilities, but they all have in common the fact that they are major activity centers."

Although the definition of fragmentation seems clear enough, our Task Force notes that care must be taken with applying this label to certain kinds of development. Perhaps examples are the best definition. We all agree that the recent corporate headquarters proposals for the Town of Somers are prime examples of fragmentation: they are very large employment centers remote from a supportive environment. Most of us would cite the SUNY-PepsiCo axis and the corporate development near the airport, generally, as examples of fragmentation. The Jefferson Valley Mall (Yorktown), Beach Shopping Center (Peekskill),
and Caldor's Shopping Center (Port Chester) are lesser forms of fragmentation, at least with respect to the urban center downtowns with which they compete.

At some point—not easily defined—more traditional "corridor" development overlaps with fragmentation. The central I-287 corridor is a clear example, and the prime one. Here we are dealing with the appearance of fragmentation but not necessarily the substance of it. The intense conglomeration of uses a mile or two on either side of this corridor is interrelated in many ways and has actually created its own supportive environment. In the second phase of our study, the Task Force will be examining the I-287 corridor with a view toward learning its positive and negative characteristics, having in mind that other parts of Westchester (Rte. 35 vic. Katonah-Mount Kisco, and Routes 9A and I-684 northerly) may become subject to the same pattern.

Impact of Fragmentation on Urban Centers

The Task Force recognizes that fragmentary development in Westchester is driven by its own economic and social engine. Pressures and motivations include, to name just a few: a need for ample acreage to accommodate at-grade, inexpensively constructed parking facilities; in the case of corporate headquarters, a desire for prestigious, rural-aspect sites which are somewhat but not too-isolated; lower land costs (sometimes) outside of urban centers. At the same time, we must all become aware of the consequences of undisciplined development activity, particularly if it continues unabated to 2000 and beyond:

* Extraordinary reliance on the automobile for commutation to and from work and shopping, thereby generating heavy pressure for highway construction and enlargement. Residents of Katonah-Mount Kisco are now confronted with an improvement of Route 35 in response to corporate development in Somers. Residents of southern Westchester are faced with a necessary but distressing despoliation of the environment to accommodate the widening of the Hutchinson River Parkway, a tributary of the I-287 and I-684 corridors.

* Expensive installation or upgrading of water and sewer facilities to service the relatively limited populations (workers or shoppers) of outlying developments;

* Aesthetic intrusion into rural environments;

* Loss of community control, in the sense that area inhabitants must adjust their lifestyles to cope with non-resident workers or shoppers who place demands on the community structure but who are not accountable to the community for those demands.

* Generally, a settlement pattern that militates against the sense of a local community.

Our Task Force believes there is an alternative to fragmentary development and its negative consequences, namely the promotion, protection, and enhancement of urban centers to absorb a larger share
of Westchester's developmental growth. In general, we think that most of the county’s urban centers can absorb more growth, although they are not all equally suited for all kinds of land uses. However, they have a collective potential that can and must be exploited.

In the first instance, there are a number of urban centers in Westchester that are widely regarded as being "in trouble." These include the downtowns of the large southern-tier cities and some of the Long Island Sound and Hudson River communities. Being "in trouble" includes a number of maladies such as: insufficient tax base to support municipal services; abnormal concentration of disadvantaged populations; obsolete or deteriorating commercial and residential stock; and aging or obsolete infrastructure.

Westchester must take note of and assist these troubled communities, and not just for reasons of social justice and taxpayer equity. Their problems threaten the entire county. A near fiscal bankruptcy in Yonkers, for example, threatened Westchester's bond rating. Poorly funded school districts in these communities ultimately diminish the capabilities of the county's labor force. Abandonment of buildings does create a domino effect that need not stop at the municipal boundary. And so on. It is not our intent to dwell on the theme of creeping blight, but we feel it needs to be recognized.

Our truer focus is to recognize the diverse capacities of the urban centers--both healthy and distressed--to grow and revitalize with intrinsic benefits to themselves and general benefit to the entire county. There is a range of opinion in the Task Force with respect to the prospects of success in all instances, but we are unanimous that a wide range of development policies affecting urban centers need substantial redirection. Our reasons follow:

* Some urban centers desperately need and want more development opportunities, whereas some of the lightly-developed areas of the county are desperately resisting same. There needs to be new public policy interventions to influence the private sector to more favorably consider downtown locations.

* Centers offer the best, indeed only, prospect for sustaining an efficient and economical mass transit network. More cars could be taken off the road (and fewer road improvements funded) if there were higher downtown densities for trip origination and destination. Only strong compact downtowns support public transit that persons with autos are likely to use.

* The centers offer better opportunities for higher density housing (hence lower cost per unit) which they need in their own right to support the downtown retail establishments, and which the entire county needs because of the pressing housing shortage. Also, the addition of housing stock in the centers would contribute to easing countywide traffic conditions by putting more people in proximity to jobs and shopping.

* Again, as a result of higher density, expenditures for
infrastructure are more efficiently made.

* Centers can offer a different, perhaps even more stimulating environment—physically and socially—then the intermittent, "microenvironments" resulting from fragmentary development.

The thrust of our report is to recommend the policies and programs to restore or project, as appropriate, the preeminence of Westchester's urban centers in the developmental fabric. We believe they can vigorously compete against developmental fragmentation if given the proper support.

**Formal Planning Policy**

At the outset, in order to attain a deliberate and focused attention on the needs and potentials of Westchester's urban centers, there needs to be a broad-based and officially adopted plan for same. The Task Force believes that the County Development Policies, Assumptions, Goals and Urban Form, is that plan. We note that the Urban Form plan has been adopted by the County Planning Board but not by the County Legislature. The Planning Board uses the plan to measure and advise on development activities adjacent to State and County roads, other County properties and municipal boundaries, pursuant to State law and the County Charter. The Urban Form plan has no official effect on developments or activities not defined by State law or the County Charter.

Because the Urban Form plan is the instrument only of the County Planning Board, it is not ingrained into the entire panoply of County expenditures, programs, and policies that may affect development patterns. Therefore, our first recommendation is the following: the County Executive and Legislative branches should adopt Assumptions, Goals and Urban Form as the official County policy governing all County actions that influence development.

This endorsement extends to the general policy provisions of the Urban Form plan and to a supplementary document, the Urban Form Technical Supplement, which provides numerical density guidelines. The Supplement is over ten years old and has been faulted for inadequate specificity as to the density recommendations and geographic boundaries of the Urban Form "zones." However, our Task Force has been made aware that the County Planning Department is now in the midst of a serious and intensive effort to narrow the density recommendations and to map the Urban Form categories across all of Westchester on virtually a parcel by parcel basis. We applaud this effort and urge its speedy conclusion. At such time as the project is completed, constituting in effect a new Technical Supplement, it should receive formal County adoption in conjunction with other actions we will enumerate below.

The important concepts of urban center development and non-fragmentation embodied in the Urban Form plan and Supplement need to be the governing considerations for County infrastructure development and other capital expenditures, for the existing housing implementation
policies, for the Office of Economic Development, for property and sales
tax and other revenue allocation measures, and for a host of other County
authorities and departmental activities.

The enhanced reliance on a Countywide development plan raises the
difficult issue of home rule. The Task Force is not recommending usurpation
of local planning and zoning powers. At the same time, we are convinced
that there is not enough consideration being given to the intermunicipal
consequences of local development decisions. The citizens of Westchester
County, wherever they may reside, are entitled to some voice and influence
when a local development issue impacts on a larger area. They are now
effectively disenfranchised if they do not reside in the locality where
important development and zoning decisions are being made, no matter how
momentous the consequences are for them. Our Task Force believes that a
better balance can be achieved between countywide and local interests, and
we feel that a countywide planning function with enhanced authority is the
appropriate vehicle for achieving that balance.

The Task Force favors a greater presence for County planning
policies if the County is capable of and motivated to take firm and defensible
positions on key development proposals that are appropriate for County
intervention. In our various meetings around the County we heard many
questions raised about the ability and will of the County to make logical
and equitable decisions about planning matters. Many local officials said
they were unsatisfied with County planning recommendations and would prefer
the County to join them in finding solutions to problems rather than merely
issuing positive or negative statements through the referral process.

There is not a strong record of consistent, assertive interventions
by the County Planning Board and Planning Department—perhaps because the
Urban Form Plan is still too vaguely drafted, and perhaps because its
incomplete adoption by the County deprives it of political credibility. We
find no inherent barriers to a more competent and constructive role for the
County. Our Task Force believes that legislative adoption of the Urban
Form policies, coupled with ongoing refinement of the density guidelines
recommended above, will enable the County to more forcefully speak for
countywide interests in the development and zoning process.

At the same time that we favor stronger Countywide planning, we
would not want to see the Urban Form plan become the source of confrontation
between the County and local governments. A useful means of avoiding
confrontation and misunderstanding is to require cross-certification of
County and municipal plans. Officials of the County and local government
would compare their respective plans, identify the differences, negotiate a
common understanding, and finally, endorse their respective plans based on
a clear, mutual understanding. To its credit, the County Planning Department
is now engaged in such a process with some of its municipalities. What is
needed is for the cross endorsement process to be made official and mandatory,
probably through changes in the County Charter and/or State law.
Under a mandated, cross-endorsement scheme, the County and local municipalities would necessarily become allies in promoting or discouraging development in the public interest—the public being both Westchester citizens and municipal citizens. All municipal planning policies would become more credible and in fact more defensible in court. The pro- and anti-development extremists would have less opportunity to drive a wedge between the County and the municipality, and the County itself would be less exposed to charges of political interference because the "politics" of the plan would have been settled in advance.

Another useful enhancement of County planning authority would be to enlarge the geographic jurisdiction under which municipalities are required to notify the County of specified development activities. At present, such notification is required when the action or development is proximate to County or State owned roads, properties, and facilities. Clearly, though, there are areas of Westchester not meeting these criteria but where development will have important countywide impact, and where review by the County is critical. We have in mind extensive swaths of land along the I-684 corridor from Armonk to the Putnam border; the Route 202-35 corridor in northern Westchester; and the Route 9A corridor in central to upper Westchester, to name a few.

We recommend that the County Charter and/or State law be amended to confer authority on the County Planning Board to identify critical development areas (perhaps using that very terminology), within which municipalities would be required to give notice to the County when certain actions are proposed. It will be important for such amendatory legislation to specify the criteria for designating a "critical development area" so that the County does not have unfettered authority to intervene where there is no true countywide interest.

Our Task Force also considered a recommendation to require local planning bodies, in the event that they want to override a County planning recommendation under the referral process, to vote such overriding action by a majority plus one, i.e., a so-called super-majority. The requirement for a super-majority override is a confrontational approach to planning and should be considered in the future only in the context of unsuccessful County-municipal interaction, where one or two localities are deliberately frustrating that interaction. Formal mediation may be a better means of dealing with adversarial County-municipal positions, and we recommend that the mediation concept be built into any new County planning legislation that is adopted.

In conclusion, we have devoted this much attention to countywide planning policies because of their critical importance to the preservation and enhancement of Westchester's urban centers. The general policies of the Urban Form plan, developed jointly by the County and its municipalities, place heavy emphasis on the urban centers as the appropriate locations for the most intense concentrations of people, jobs, housing, and cultural life. The urban centers will not attract that growth—indeed they will not survive as livable environments—if major development is haphazardly scattered ("fragmented") all over Westchester. A sensible, enforceable countywide
plan is required to direct development where it is needed and thwart it where it is harmful. The Urban Form plan is the framework for reaching these objectives, and our recommendations are directed at conferring additional status and usefulness on countywide planning policies.

The Mature Centers

As stated in the Introduction of our report, this Task Force believes that an emphasis upon downtown development throughout Westchester will help preserve the quality of life now enjoyed by county residents. However, a more urgent and compelling reason exists to justify specific efforts to redevelop the needy municipalities of the Southern Tier as well as some in the Sound Shore and Hudson River corridors (including the downtowns of Port Chester, Peekskill, and Ossining). These communities are most in need of redevelopment, but because they possess little developable vacant land and dollar resources, their development programs are impaired.

An ironic and inefficient consequence of unguided growth is exhibited by the decline of the County's older cities. These locations are well located on rail and highway, well served by the County's bus system and have the internal infrastructure and labor supply to efficiently support large scale real estate development. Further, they welcome and require commercial development as necessary to finance the disproportionate cost burden on mandated services. Yet, they lack the low cost and/or vacant land necessary to attract development and have insufficient funds to aggressively reclaim underdeveloped and inefficient land uses.

In the long run, this diseconomy cannot be permitted to continue. The cities of Westchester provide a substantial share of the County's tax base, employment opportunities, work force, services and housing. Their economic growth will yield a significant economic benefit to the County with lower attendant costs. Conversely, their decline will exacerbate the spread of blight much as that experienced by the outer boroughs of New York City. In the long run, should their decline accelerate, the ultimate cost of revitalization will be far greater than the cost of aiding still healthy urban economies today.

The dynamic nature of the New York regional economy presents an opportunity for the economic revitalization of declining sub-centers and the reinforcement of existing strengths. The demographic and economic influences imposed upon the county are not uniform. Various locations are impacted by different influences and possess individualised strengths and weaknesses. As a result, there cannot be a single economic development policy for the county. Instead, the comparative advantages of different locations must be discovered, marketed and promoted separately. This process must reflect an awareness of the economic value of specific uses and their impact upon the labor force, environment, land use pattern, neighboring businesses and the local economy. In other words, it is not sufficient to pursue mere growth; rather we must maintain a policy of selective economic development.
For example, because numerous corporations have chosen suburban and isolated locations in northern portions of the county, we cannot assume that this area is the only area marketable for corporate office uses. Rather, it is a sub-market, appealing to a specific set of values and location criteria.

By way of contrast, a distinctly different market strength has been recently exploited by the City of New Rochelle and its business community. They have attracted more than two dozen corporations, many from New York City, because of their proximity to mid-town Manhattan, the Port of New York, and Kennedy and LaGuardia airports. These companies would not desire a more northerly location, nor would corporations seeking relatively isolated sites wish to be officed in high-rise, downtown environments.

As Manhattan's rents and real estate values increase, it is becoming a primarily international and corporate center. However, it is no longer cost-effective to maintain back office and secondary office functions in luxury office buildings in Manhattan. This trend indicates one of several opportunities available to southern Westchester cities which can offer access to the same labor pool, proximity to Manhattan based corporate offices, and urban services.

In short, past development and economic trends do not dictate the future. The health of the regional and county economy provides a unique opportunity to direct economic development and further strengthen local economies. There is no logic to allowing historic development patterns to dictate the future. New strengths can be found in declining sub-centers which provide cost efficient environments for economic growth.

Opportunities for Growth in the Urban Centers

The Task Force maintains that the best defense against developmental fragmentation in Westchester is to assist the urban centers to attract and absorb new development. In an absolute "space" sense, we have not found an urban center which does not have the capacity for new development. Most of the older cities are in fact making heroic efforts to attract such development, among them Yonkers, Mount Vernon, New Rochelle, Peekskill, and the Village of Port Chester. Some places merely plan to accommodate what they perceive to be natural growth in their area; these include Yorktown Heights and the Village of Mount Kisco. But there are few instances of incapacity to accommodate significant new growth in the downtowns. Even White Plains, which is widely regarded as approaching a plateau of office and retail development, still has ample acreage near the downtown that could nearly double existing development--if the City would permit it. The character of White Plains would not be changed.

There are indeed some major obstacles to new growth in some of the urban centers, and these will be addressed later. However, in the first instance, it should be public policy to actively direct new development to the urban centers that desire it. Such a policy implies
the existence of a coordinating body having detailed knowledge of specific available sites in the urban centers and their potential for different kinds of development.

We considered whether such a coordinating body should be sponsored by the private or public sectors or some combination of both. We concluded that it should be largely a private-sector organization, working in coordination with rather than in formal co-sponsorship with the public sector. We believe that a private sector organization offers more continuity and consistency in the long-run; also, private sector sponsorship is necessary for making credible representations about the development environments in the urban centers in ways that could not be addressed by public officials.

We recommend the establishment of a countywide, private sector organization to assist and influence development to occur in the existing urban centers.

The essential machinery of such an organization would be the following:

* Sponsorship by the private sector but close cooperation with the public sector in order to be able to draw on public sector resources. The New Rochelle Development Council was cited as the kind of entity the Task Force has in mind, but on a countywide rather than municipal base.

* The organization must have in-depth expertise in employing the full range of development aids applicable to urban centers.

* The organization must have a thorough knowledge of the development environments and opportunities in the urban centers. This means accumulation of information on specific sites, zoning, and municipal programs and incentives. Mechanisms for continual acquisition and revision of municipal data are essential.

* Most important, the prospective organization must firmly adopt a pro-active stance of directing development opportunities to the urban centers that desire them and are capable of handling them. The organization cannot be neutral in its efforts, and it will have to work out a protocol among its client municipalities for acceptance of its recommendations on a non-competitive basis. The aim of this entity is to increase the size of the pie for urban centers, not to redistribute it.

Major emphasis would be placed upon providing technical assistance to existing and relocating companies. Such assistance may include: site selection, arraying the costs and benefits of alternative locations, aiding in presentation to public bodies, expediting the local approval process, and providing assistance in the packaging of requests for financing. Although such assistance does not affect the cost of capital or construction, it does expedite the development process, provide a valuable psychological incentive to the user, and supports the image of a location which welcomes development.
The PSDO should take an active role in steering specific businesses to localities which need and welcome them. Such "steering" should occur with an informed awareness of the needs of the localities and their ability to execute development plans in a timely and realistic fashion.

This suggestion embodies the concept that the PSDO should judge which specific locality can best use and execute the project, and that locality be given first preference. The current practice of providing interested redevelopers with general information on all interested locations is not efficient and advantages the developer by creating "bidding wars" between localities. We propose a strong "hands-on" role for the PSDO staff which should remain actively involved with the developer. If, for example, a specific location can not accommodate or manage a project, the PSDO staff would suggest an alternative Westchester location. Also, PSDO staff would be required to pass judgement on the effectiveness and efficiency of a locality's efforts to achieve a "fit" between user and location.

It should be noted that the PSDO would complement, rather than conflict with local economic development organizations. The majority of migrating corporations and private sector developers still approach localities directly, and would continue to do so. The PSDO's steering effort would be limited to those entities that approached it directly.

For too long, Westchester has been marketed as a location for "suburban" corporate headquarters, meaning campus-style office buildings outside the urban centers. The promotional literature now available from the County, deliberately or not, encourages this type of development. Our Task Force believes that this kind of promotion is unnecessary; Westchester virtually sells itself on the strength of its national reputation. What is needed now is to redress the balance by steering development to the places that most desire and need it, namely the urban centers.

A Land Acquisition Program to Aid Urban Redevelopment

Redevelopment is impeded by the high costs of assembling land for development and marketing same at reasonable prices. In fact, the extraordinarily high costs of acquisition, relocation, and site preparation discourage locally sponsored urban renewal activities designed to promote economic development. As a result, the locations which need and desire large scale development often do not have sufficient funds to assemble marketable sites.

We propose a two-tiered approach to the problem: a county-level, revolving fund administered by the PSDO, and New York State participation in municipal renewal projects. The first concept was developed by the Task Force on Ecology, Economy and Demography, and we are summarizing and endorsing it here. The second concept grew out of our meetings with the mayors of the large Westchester cities.
PSDO Revolving Fund

We propose the creation of a revolving fund, analogous in concept to the Housing Infrastructure fund, and administered by the PSDO. The fund would be capitalized 50 percent by the public sector and 50 percent by the private sector including banks, utility companies, and others.

The purpose of this fund will be to leverage local dollars to be used to acquire land for redevelopment or to provide the necessary infrastructure for same. Subsidies should be targeted only to distressed locations and should be made available only for moderately sized, short-term ventures where repurchase and redevelopment can be assured within three to five years of funding. Upon resale of the publicly acquired land to a private developer, a proportionate share of the gross sales revenue would be returned to the revolving fund for re-use. It should be noted, however, that the costs of acquisition will far exceed the resale price so that the fund will not be self perpetuating.

New York State Participation

The small scale, incremental land assembly mechanism described above will be useful in many urban centers but will not be enough to make a significant difference in the Southern Tier cities. True progress in developing large urban areas can only be made through a large scale acquisition and clearance program designed to produce downtown commercial renewal projects like those of White Plains and Stamford in the mid-1960's. These projects were funded through the federal government's Urban Renewal program (which funded two-thirds of the cost of acquisition, relocation, clearance, and site preparation), with significant assistance in the case of White Plains from the State of New York (one-sixth of the cited costs).

The State of New York has not maintained an urban redevelopment assistance program of substance for over 15 years. Urban areas throughout the State have funded local redevelopment efforts, but without substantial state assistance, these programs have been limited by the already strained capacity of overburdened municipal budgets.

We urge the creation of a State-assisted urban renewal program targeted to the older, distressed locations throughout the state. The program should be modeled on the previously successful urban renewal and redevelopment programs which provided funds for land assemblage and preparation subject to proof of physical and economic distress.

Because Westchester County is unusually well-advantaged within a strong market area, the County's business and political leaders can well afford to urge the creation of this program because
it will not fail. Accordingly, we strongly urge the creation of a joint public/private sector committee to generate legislative action designed to create a New York State Urban Renewal Program which will join the State, County and local governments in funding urban revitalization projects in distressed localities.

Residential and Cultural Development in the Centers

We have addressed the pressing need for more economic development in the urban centers, drawing on existing programs and recommending a new agency to focus same. At the same time, we recognize that in some cases the development outside the urban centers is so strongly entrenched that the serviced populations will not easily be drawn back downtown. For such communities, the most practical means of restoring downtown economic vitality is to create new service populations through the provision of new residential development downtown. In short, housing development can and should be regarded as a force for economic revitalization of the urban centers.

The City of Peekskill and the Village of Port Chester are prime candidates for residential redevelopment. So too are many of the Hudson River communities as well as the southern tier cities. Peekskill, for example, is experiencing substantial redevelopment of institutional properties surrounding the downtown area. The downtown retail establishments, however, while all primed with the requisite street architecture, parking, and shopper amenities, are languishing for want of a large enough nearby population with enough disposable income. The inhabitants of the new residential developments in the outlying areas find it more convenient to shop at peripheral shopping centers (e.g., Beach) or even more distant centers along Route 6. Curiously, though, Peekskill’s current planning policies include some obstacles to downtown residential development.

Port Chester also has a deficiency of downtown population to support its retail base, but the Village plans for new residential development in the downtown area, capitalizing on its Byram River frontage.

Considering that Westchester has an overwhelming shortage of housing in all income ranges, and considering that many urban centers have a need for close-in populations to support their retail establishments, it follows that residential development should be pursued as part of the total economic revitalization program.

The Task Force urges the distressed urban centers to make a realistic appraisal of their development potential and to question whether they might not profit by devoting their efforts to bringing residents, in addition to offices and stores, to their downtowns.

Opportunities for residential conversion, rehabilitation, and new construction in the downtown areas abound. Furthermore, many downtowns are developed around rail stations and bus terminals, and they should and could be marketing themselves to commuters and others whose
lifestyles are not attuned to the single-family, large lot, auto-oriented environment.

A program to improve the availability of new housing in downtown areas could have very positive impacts upon weaker downtowns. There is also a strong market for housing wherever it can be found. However, the problem is to direct specific types of housing to specific locations.

Throughout the country, "downtown" has come to be a more acceptable location for market rate housing. Although residential development in downtown areas is not a new concept, its character and value have certainly changed. Until recently, most downtown housing has been of marginal quality and utility. Often provided in two to three storey buildings over stores or as inexpensive workers' housing in poorly constructed and designed non-fireproof tenements, it has become ill-suited to contemporary values and standards. As a result, in many areas of the county, housing in the downtowns has been ill-maintained, unattractive and in some cases, vacant and dilapidated. This pattern is most obvious in the county's older downtowns, where such housing has become shelter of last resort, inhabited by older households who cannot move because of racial discrimination, old age, or low incomes. In these instances, downtown housing has been less than positive influence, as it has been ill-maintained and has often collected households with limited disposable incomes. In this instance, as physical blight has spread, social problems have increased, resulting in a flight of shoppers and residents from the downtown.

In newer downtowns and strong market areas, housing was designed and programmed to serve middle- to upper-middle income households and, in these instances, the stock often caters to smaller, rather affluent young households who are drawn to downtowns for many reasons, not the least of which is proximity to rail and thus to their jobs in New York City.

Downtown housing can thus exert positive or negative impacts. The challenge to the Westchester 2000 effort is not only to develop a methodology to create affordable housing, but to assure adequate housing for existing city residents, locating disparate forms of housing where each form is needed and subsidizing new housing where conditions inhibit marketability for the time being but where the location is optimal for the county.

Even a successful center such as White Plains should be paying more attention to encouraging downtown residential development. The City's success rests on a massive shopping mall plus major department stores and supporting street-level retail—and, more than two million square feet of high quality office space in the urban renewal district. This level of development attracts more than 200,000 workers and shoppers daily, yet the resident population is barely 50,000. After 5 P.M., though, White Plains' downtown is a sterile environment. The residue of shoppers is confined indoors to the shopping mall and the department stores.

This city has an opportunity, indeed obligation, to do better
for itself and all of Westchester, of which it is the hub. More residential
development should be targeted to the few remaining urban renewal parcels.
Furthermore, the City should make a conscious effort to attract and encourage
cultural and entertainment facilities. Incredibly, the County seat of
nearly 900,000 persons boasts but two movie theaters, no theater or concert
halls, only one public art gallery. To its credit, White Plains has attracted
an important university facility to its downtown, but what kind of cultural
life will the students find there? White Plains is the one place in Westchester
that can draw and support such facilities and which is centrally accessible
to all parts of the county. Westchester needs an alternative to New York
City for at least some of its cultural life. White Plains should be that
alternative.

Obstacles To Be Overcome

Land assembly. We have already cited land assembly as a particular
problem in urban centers and we have proposed specific programs to deal
with it. There are other federal, state, and local programs that may be
employed here, and our Task Force had wanted to explore them all. The time
frame and scope of our report prevents such an analysis, and so we recommend
a continuing effort by the Westchester 2000 project or its heir to continue
this work.

A problem is that governmental programs—whether they be federal,
state, or local—are likely to change over a period of time, and it is
difficult to envision what the governmental posture will be in the year
2000. Two programs which may be useful—the urban enterprise zone (federal)
tax increment financing (state) are coming down the pike, but no one
knows whether or not they’ll really work. There is already skepticism
about tax increment financing, a program that will allow communities to
borrow against the anticipated tax increment from new development in order
to make advance infrastructure improvements. It is entirely possible
("likely" in the view of some Task Force members), that only the communities
with obvious prospects for substantial growth will be able to derive meaningful
revenues from tax increment financing. Furthermore, cities which must give
tax incentives to attract new investment will be giving away much of the
money needed to back the tax incentive bonds.

Racial imbalance. There can be no doubt from our investigations
that the concentration of minority populations in the downtown areas is an
unspoken but potent factor in discouraging both use of existing downtown
facilities as well as new downtown development. The problem is not merely
one of image. To the extent that minority populations are also disadvantaged
populations, they do not have the purchasing power to support a healthy
retail base, nor the educational and social skills to be attractive to the
fancy office developments that everyone desires. Also, the disadvantaged
populations create a strong and costly demand for a wide array of human and
social services.

There is no easy answer to this problem. It is endemic to the
entire national society and certainly transcends Westchester’s boundaries.
The Task Force on Health and Human Services may offer some beginnings here.
Our expectation is that new development coming into the older downtowns
will bring opportunities to present residents—more jobs, better shopping and
services, and the mainstream of the economy to latch onto.

We can argue for selective "gentrification" of parts of the downtown areas. It must be made very clear, however, that such a recommendation is for the purpose of restoring an integrated environment rather than displacement of minorities. Furthermore, such a recommendation cannot be responsibly made without a plan for handling whatever displacement is necessary. Since little of the downtown areas is now used for housing, development may not be a serious problem. We look to the Housing Task Force for some answers here. One avenue of approach is to argue for an expansion of the Section 8 rental assistance and also the federal "voucher" program for rent subsidies. These programs subsidize the difference between a defined share of household income and prevailing market rate rents. The effect is to permit the household to get out of "projects" and to occupy market rate buildings--thereby extending freedom of choice in housing location. The programs are at present woefully underfunded, and the guidelines for income and rent take little note of the realities of the Westchester market.

Unattractive environment. For the most part, the places visited by this Task Force have taken steps to improve the streetscape. We would be on unsound ground to argue that an attractive urban environment will bring in the development, but it is true that a decent environment is a necessary condition. It has been brought to our attention that the American Institute of Architects sponsors a design program whereby local AIA members will analyze and make recommendations about design at minimal cost. This resource should be explored and incorporated into our recommendations if appropriate.

Traffic and transit. A curious finding of our Task Force is that few urban centers have identified parking or local circulation as real obstacles to further growth. In fact, most of the places we visited seem to have abundant parking or at least a capacity for more parking. Their attitude toward local traffic seems to be that they are willing to bear traffic congestion as the price (actually reward) for acquiring new development.

Mass transit is an obvious accompaniment to the work of this Task Force. The availability of mass transit both supports higher density in the urban centers, and is itself supported by that density. We look to the final report of the Transportation Task Force to determine whether some new ideas can be contributed. There should be a special look at rail commutation to New York City and the role of the rail stops in the downtowns in order to build on an earlier theme that the downtowns can provide more housing opportunities for commuters. (The effect of a possible extension of rail electrification to Peekskill would be an interesting case study.)

Local conditions. In our review of particular conditions in the downtowns we visited—highlighting the strengths and weaknesses of each, we took note of official, and to the extent we could get it, public attitudes and expectations about the futures of the communities. A preliminary observation is that local attitudes and expectations are not always in accord with the realities of the marketplace, and, as a
result, the local planning and zoning actually serves to defeat the real potential that exists. In the newer and smaller centers, particularly in northern Westchester, we are detecting an attitude that new development can always be resisted or controlled solely through municipal planning and zoning. But as one member of our Task Force noted, "IBM and PepsiCo are to Routes 202-35 as General Foods was to I-287." Patterns of development, once started, may be intractable.

Selective Economic Development Measures

As noted earlier, there has to be public intervention to support and guide development in the urban centers, but the scope and depth of such intervention is subject to change on short notice. Our Task Force catalogues below the programs that are now (or likely to be) available and which have particular applicability to urban centers.

A brief roster of programs which should be considered for future discussion include:

* Urban Development Action Grants (UDAG), having an extremely successful record and worthy of enlargement--but probably will be superseded by the federal Urban Enterprise Zone, an untested concept.

* County real property tax abatement (via State legislation): recently rescinded by Westchester but should be reinstated (with appropriate enabling legislation) to become effective in those communities and only those communities that are prepared to offer comparable municipal tax relief.

* Industrial Development Agencies (IDA) and other loan conduits (e.g., JDA). Repeal of the $150 per capita bonding limit is necessary. Also, the existing IDA's should work in concert with the PSDO, earlier proposed by this Task Force, in order to favor projects that will locate in downtown areas.

* Electric power rate relief in designated areas.

* "Tax sharing" that would provide for part of the tax revenues from new development to be shared on some formula basis with other levels of government that provide services to the new development. It is aimed at taking some of the glitter off of development in outlying areas by requiring the tax benefits to be shared countywide--justified because costs are imposed countywide.

* Dedication of some if not all of the County's $1 million per year "Housing Infrastructure Fund" to the support of housing development in the urban centers.

* Tax increment financing--a resource that is not necessarily beneficial to older urban centers.
Urban Centers For People

This Task Force has focused on strategies to strengthen the downtowns of the county's older cities and encourage prospective new or enlarged downtowns elsewhere. But it also has been asked to comment on design, traffic and transit. While we cannot make specific recommendations, we are agreed that improved urban design is an important objective for downtowns—to make them pleasanter and work better and so attract more of the office, retailing and housing growth that projections say will want to be in Westchester.

We favor urban centers in large part because they are pedestrian-oriented--convenient for those who cannot or prefer not to drive, a growing number as the county ages (165,000 Westchester residents will be 65 and over by 2000!). Urban centers not only allow people to get around without a car; if properly designed, they encourage it--and so help to relieve the road congestion the Transportation Task Force foresees if many peak-period travelers do not switch to public transit. Moving around on foot has other advantages, as well: it allows for happenstance meetings and unexpected events and improved appearance of signs and stores compared to those along the highway that must shout at passersby with large and gaudy signs because they are passing at 40 miles per hour.

Downtowns achieve their benefits, compared to scattered facilities, by relating people together on foot. Access to the downtown by car should be adequate, but inside, the pedestrian should take precedence. Design should concentrate on spaces and relationships that encourage people to walk. This means keeping related facilities close together and offering interesting, safe and pleasant environments. This has not been paramount in some recent downtown developments, though Peekskill and, to some degree, Yonkers and Port Chester have demonstrated attention to it. All is not lost in other places; spread out facilities can be linked by adding activities in between and creating pedestrianways that are safe and fun. For example, along sidewalks lined with garages or blank-faced office buildings some way might be found to insert shops or at least store windows along the sidewalk. Where offices are set back too far, kiosks or bulletin and poster boards could be mounted, with banners overhead announcing arts or civic events. More entrances or at least shop windows might be punched through the Galleria bastion, for example, and the disastrous plaza around the court house in downtown White Plains should be filled with almost anything--buildings, trees, shops, kiosks, restaurants!

In new development, the person on foot should be the measure. The corollaries of the principle are: mix activities--restaurants, shops, offices, housing; mix heights--highs and lows and small, enclosed plazas; keep it interesting and gracious, both green and man-made; keep it compact--people will walk farther if the way is interesting, but don't push your luck. That's why shops and restaurants should be mixed with offices, not in their own enclaves. If people have to get in their car to get from one downtown facility to another, there is little point in being in a downtown.
We also see places in the county where pedestrians could gain some of the benefits of centers even though facilities were built separately--i.e., in corridors closely lined with office buildings and office parks. Offices added in a developed corridor--if located within walking distance of a bus stop connected by sidewalk or path to the building--could begin to stimulate employees to switch to bus. Many existing offices probably are within walking distance of a bus stop but have no safe path for persons on foot. Offices or office parks within, say, a half-mile of each other may find it useful to build pathways that allow people to walk from one to the other.

Finally, there is the design of housing. Even with Westchester's intense need to provide more housing, building it anywhere anyhow is not good enough. We must build communities, not just housing. A house or a small subdivision or apartment stuck along a highway discourages a feeling of being part of a community. Design relationships can contribute to a sense of community, whether in a downtown or not.

In conclusion, the downtowns of Westchester's urban centers are limitless resources for ensuring economic vitality, efficient and affordable housing, functioning mass transit, vibrant business and social interchange, cultural and artistic achievement, and preservation of the non-urban environment in Westchester County--for the year 2000 and beyond. It is not too late to begin the work of restoring our urban centers to their deserved prominence, but that work must begin right now. We hope that the recommendations of this Task Force on Urban Centers will energize and guide the people and institutions who know what can and should be done.
Report of the
OPEN SPACE AND RECREATION TASK FORCE

Westchester 2000
April 1, 1985

Submitted on behalf of The Task Force by:

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FOREWORD

Our study has been lent a sense of urgency by the identification of some significant conditions and major changes developing in Westchester, changes that may jeopardize aspects of the traditional lifestyles of the County:

- Since 1969, Westchester has lost over thirty percent of its land that is devoted to agriculture -- down to 4% of the land area or less than 11,000 acres.

- In the last three years, parcels including over 1,000 acres of open space in the north County have been approved for development, with several million feet of office and allied space scheduled for construction.

- Since 1983, three private golf courses in the County have been eliminated or are being proposed for development.

- Within a two year period, two major orchards and two of the few remaining farms in the County have undergone a change in status.

- Half of Westchester's communities have not adopted open space protection plans, not even to oversee existing private and public open land.

Some argue that these facts highlight the land use crisis that exists in Westchester. Virtually all would agree that we are at a crucial juncture in our history, a watershed from which will flow the course of the community in the future. Our report recognizes that the momentum spurring dramatic changes in deployment of our precious land and other natural resources mandates that the County and local governments move swiftly to assure that far-sighted planning, zoning and open space protection devices are in place. The consequences of delay are simply unacceptable!
I. INTRODUCTION

It is often noted that Westchester County has a high ratio of park land acreage per resident. This respect for one's environment is a legacy of the visionary people of Westchester's past. These concerned citizens exercised great foresight in laying out a fine park and open space system and in developing an appreciation for thoughtful planning and zoning second to none in the nation. When asked why they have chosen to live or establish a business in Westchester, most people indicate that the remarkable interplay with and respect for the environment has been the principal reason.

Our Westchester forebears recognized that dedication of open space provides many benefits, with the following being among the most significant:

- It provides a necessary, even vital aesthetic and psychological release from the intensity experienced from living in the highly urbanized environs of metropolitan New York.

- Open Space offers important ecological protection, safeguards wetlands and water supplies, and avoids many health problems resulting from urban congestion.

- It dramatically improves the quality of life, both recreationally and in the important emotional uplift created from "breathing space" between neighbors and communities.

- And finally, although it may appear contradictory, data have shown that the communities with a high percentage of publicly controlled and untaxed open space have enjoyed the highest property values and resulting incremental tax base.

For these reasons, we are the fortunate heirs of men and women of character and wisdom who recognized that economic development and the provision of housing could occur comfortably and even be enhanced within a context of respect for our environment and an appreciation of the bounty with which nature has blessed us.

We now have the opportunity to look ahead and provide the same long-term perspective and leadership reflected when our forebears confronted a drainage problem and created the world's first parkway system of open space, meadows, lakes and roadway. In imaginatively solving their drainage problem, they developed the still beautiful Bronx River Parkway some six decades ago. What is in question is our commitment to seek harmony with our environment, our willingness to join hands throughout the 47 political subdivisions of Westchester County, and our resolve to unite for an improved future for all of our citizens. The responses to these challenges will determine whether or not we are as successful as benefactors for the future as we have been fortunate as beneficiaries of the past.
II. ISSUES IDENTIFIED

As a starting point, the Open Space and Recreation Task Force looked at the present trend lines and conditions to determine where our current practices and policies would take us should there be no change in how we operate in Westchester. We recognize that there are many outstanding elements about the operation of the County, its jurisdictions and public and private sectors. However in an effort to provide an opportunity for improvement, we have focused on a few key, future, potential problems:

- Many opportunities would be missed in terms of preservation and acquisition of open space should current practices continue. Much open space we take for granted as publicly owned is not, and several important parcels have recently changed hands and are no longer available. Yesterday's 150 acre private school property may be tomorrow's intense development.

- Much of the open space that remains in the County is presently under consideration for development for either housing or offices. While both of those needs are crucial and should be met, the question is whether their particular placement will be balanced appropriately against the County's needs for effective space for aesthetics, environmental health, physical fitness and productive use of leisure time.

- Our space is acquired, used and managed in a fashion that has been common for decades and does not take advantage of multi-jurisdiction and multi-sector opportunities. For instance, costs and needs vary widely by jurisdiction with some areas of the County having great needs for burgeoning populations but no open space by which to satisfy those needs, whereas other areas of the County have an abundance of open space but a smaller population that places demands on it. How effective we are as a county in organizing our use of space and resources, both financial and physical, to meet our resident's needs regardless of income level or geographic location will dramatically determine the quality of life the County enjoys and indeed the County's future as the Golden Apple wherein people aspire to locate.

- There are many opportunities in the areas of stewardship of our open space and its use, management, and maintenance which cry out for fresh and innovative approaches to problem-solving. In an era of reduced Federal assistance and limited funding resources, failure to seek new approaches will result in a declining quality of life. As a test of this principle, one need only compare the state of maintenance and repair of the nearest park to its conditions as recently as five years ago.
A consistent theme that ran through the deliberations of the Open Space and Recreation Task Force was the need to consider Westchester as one community. While not ignoring the manmade jurisdictional lines of the 6 cities, 18 towns and 23 villages within the County, we feel compelled to urge a broader view of certain needs of Westchester's residents. As a result, many of the Task Force's recommendations have taken into account the fact that, as man has created jurisdictional lines, so can man through his political will determine to join hands and work across them.

III. ORGANIZATION

After determining the basic structure of the Task Force's effort by virtue of the problems that could develop should current practices and policies continue, we organized into four committees each with its separate charge but inextricably linked to a common goal of improvement of the quality of life for the citizens of Westchester. Four volunteer citizen committees, together with valuable staff assistance from the Regional Plan Association, were created to carry out our task:

- **Open Space Inventory** -- This group contacted all of the political subdivisions of Westchester and its leadership and consulted maps and made personal visits to identify property within the County that can contribute to its open space future. Obviously the results will not reflect every single significant parcel but the effort of this committee was to report as many vital open spaces as could be identified and list the reasons why they were important to the County.

- **Land Preservation Techniques** -- This group undertook a thorough search within the County, the state and the nation to identify effective means of preserving land and Open Space including other means of acquisition short of outright purchase. These efforts include tax incentives to encourage owners to refrain from development as well as other means of jurisdictions persuade property owners to delay or avoid the development of open space.

- **Stewardship and Land Management** -- This group was concerned with the management, maintenance and use of our open space and recreation facilities within the County. The committee looked across the public and private sector and the jurisdictions within the County to identify new, innovative and workable means of both using our space more effectively and working together as citizens of the County to provide synergistic benefits to our residents. Its results have been inventoried and will be shared widely throughout the County.
Recreation Systems Planning -- This group conceived of a method to permit us to predict and plan for the leisure time, health fitness and recreational needs of the residents of Westchester on into the future. The resulting recommendation ties importantly to the work of the other Committees in that the design and placement of open space and recreational land must be carefully undertaken to meet needs of the various constituencies of Westchester, be they minority, handicapped, senior citizens or other important components of the citizenry that make up the County of Westchester.

These four committees were comprised of over seventy very knowledgable, extremely dedicated and remarkably creative people. They are reflections of the finest in Westchester: citizens who are energetic, innovative and possessed of a vision for the County's future. Summaries of their committee results immediately follow and the complete copies are included at the end of the Task Force Report.

IV. COMMITTEE REPORT SUMMARIES

The Committees produced four reports: Open Space Inventory, Land Preservation Techniques: More Open Space at Less Cost, Stewardship and Maintenance, and Recreation System Planning. These reports provide, in effect, a compendium of information and techniques to aid Westchester County in providing a protected, healthy and far-sighted open space legacy for the 21st century.

Open Space Inventory

A result of many hundreds of volunteer and intern hours, this process discovered the extent to which there are, and surprisingly are not, open space plans for Westchester County at each level of responsibility -- State, County, municipal and private. Extensive information was compiled on significant open properties, regardless of size, which were deemed by plan or community leadership to be worth considering for some measure of protection. This information was cross referenced with determinations by the Task Force of types of open space and related issues which were considered to be of priority concern:

-- The fate of the County's 45 private golf clubs and the County's private beach clubs, yacht clubs and marinas.

-- Better access to Long Island and Hudson River shorefront.

-- The need to create open space, and recreational opportunities in dense urban areas.
-- The need to improve the view from the road.

-- The need to better protect water quality by protecting watershed lands.

-- The need to develop linear corridors for hiking, cross country skiing, horseback riding, jogging, etc.

-- The need to address multiple use of school land.

-- The need to protect large or rural land areas in Northern Westchester.

-- The need to provide a physical buffer between types of land uses and communities.

This resulted in a detailed focus on about 150 parcels countywide. Committee members visited these properties and rated them in terms of their particular and unique qualities as well as their ability to meet generic open space needs as derived from the list above.

The Committee found a wide range of attitudes about open space and at the municipal level great inconsistency in open space planning. In about 50% of the municipalities there were no formal plans and no official targets for open space protection. The inquiry process itself stimulated interest and heightened awareness in many cases. It is hoped that the inventory will enhance interest and awareness by helping shape targets where none exists and reinforcing targets where they do. It is intended not as a definitive open space protection plan and strategy for Westchester, but a resource on which other efforts can build and from which others can learn.

The most significant lessons learned from the inventory process was that the future of many properties in categories considered to be of priority concern is hanging in the balance right now: during 1984 three golf courses were sold or changed in character and several others may be under similar consideration; the Village of Port Chester is considering private development of prime waterfront property; large rural properties in Northern Westchester are being developed and another exquisite parcel -- the Lasdon Estate -- has just come on the market; there are numerous proposals to rezone the Hudson River frontage for high rise structures and private use; several schools sites throughout the County have been placed on the market as the school population dwindles; at least half a dozen major private institutions anticipate property sales in the near future; the New York Hospital property in White Plains, which offers some rare open space opportunities in an urban setting, is locked in a court battle; and there are small parcels such as at Silver Lake Park where development could adversely effect the character of an existing park.
We are left with a sense of urgency. We also do not want to ignore what is going well. Many municipalities can boast good plans and active preservation efforts. The County maintains the current park system in good condition and is adding to it strategically, and promises an update of Urban Form and other reports that chart courses for the future. The State is active in developing Pastuito Hills State Park, and there are countless non-profit and citizen efforts from Teatown in the North County to the New Rochelle Waterfront Walkway proposal. The question is whether these efforts will be enough to seize the relatively few significant remaining open space preservation opportunities as Westchester enters a decade of projected development.

**Land Preservation Techniques: More Open Space at Less Cost**

This report shows ways to save dollars and improve flexibility while preserving open space. It is, in effect, a primer suitable for County, city, town or village use on how to reduce the impact of open space acquisition on the tax base. It does not apply these techniques to specific examples from the open space inventory because techniques must be tailored to the specifics of each situation as part of the negotiations process.

The report shows a broad range of land-saving techniques that may be employed individually or through the cooperative efforts of the public, non-profit and private sectors. The matrix has been developed to provide government officials and the public with an overview of the myriad variations on conventional acquisition and land use regulation strategies currently being used to preserve open space in Westchester and throughout the United States.

Divided into two major classes, acquisition (further subdivided into government and non-profit categories) and regulations, the matrix provides a concise explanation of each preservation technique, listing advantages and disadvantages and examples of its use in Westchester County or elsewhere. An extensive bibliography follows the matrix, containing reference material for further research of the various preservation techniques described in the matrix.

Public tax incentives, use of non-profit land conservation organizations, tax relief for special use, property tax reductions and new concepts in land use regulation are among the techniques described and concisely evaluated. The report and bibliography should serve both to stimulate creative approaches to land preservation and to be the best initial reference to learning more about available techniques.
Stewardship and Maintenance

Just as the Preservation report shows ways to save dollars while preserving open space, the Stewardship report offers a manual on cost-effective ways to better use and manage open space. It is hoped that together these two reports will help moderate the common argument that it is too expensive to acquire additional open space, not only the initial cost, but the ongoing maintenance.

The report describes key concepts, then lists detailed ideas and specific suggestions about stewardship followed by a chart relating appropriate levels of use to types of open space.

The concept section includes the following recommendations:

- Form a central, County-wide, Open Space Committee which would encourage and continue to publicize the proposals and recommendations of the Open Space and Recreation Task Force;

- Establish more corridors linking open areas;

- Keep and carefully maintain open spaces and parklands that have been acquired in the past;

- Promote more cooperation between existing public and private groups regarding heavy expensive equipment, programs and expertise;

- Share stewardship of open lands between local governments or private groups;

- Encourage more use of volunteers for specific recreation areas;

- Provide liability protection to private or corporate volunteers;

- Provide tax incentives or extend building density privileges to developers for improving areas for public use, especially along waterfront property;

- Find ways to promote public use of special purpose lands, such as school playgrounds, Scout camps, land around colleges, reservoirs or historic sites;

- Try to reduce intensity of use in congested parts of the County by publicizing and providing public transportation to less used recreation areas;
Concentrate on passive to moderate activity in parks and newly acquired open space in order to lower costs of improvements and maintenance.

Recreation Planning Systems

Whereas the other three reports provided information, techniques and strategies that can be useful immediately, this report describes a system which will be used to provide information and analysis, over time, on recreation needs.

The goal is to provide a way to identify and project what both the users and the potential users of open space and related facilities will be needing at five year intervals. The need is to provide a consistent, easily validated way to anticipate changing lifestyles and changing needs at each age level and to recognize different types of demands in different parts of the County reflecting urban, suburban, and rural patterns.

The report recommends establishment of an ongoing Recreation Planning Systems Task Force under the aegis of the Westchester County Recreation and Parks Society made up of one or more professionals from the following disciplines:

- Municipal, County and State Recreation Agencies
- Private & Voluntary Recreation Agencies
- Schools and Colleges
- Corporations Involved with Recreational/Leisure Production and/or Manufacturing
- Business/Financial Institutions with Recreational/Leisure Interests for Employees
- Commercial Recreation Facilities & Services
- Special Populations -- Elderly, Handicapped, Minority, etc., Correctional Facilities
- Armed Forces
- Social Workers & Social Agencies
- Professional Sports/Entertainment/Promotions People

This Task Force could contract with an independent marketing research firm to conduct a dual phase survey of recreational users, non-users, and expert opinion leaders.

The survey would include random samples and leadership opinion interviews. It would derive information about needs not met within existing programs, demographic trends, present facilities, and future needs. Requiring a four month effort every five years (estimated at approximately $35,000–$50,000 to complete the first iteration), financing is envisioned as the collective involvement of the participants and beneficiaries supplemented by foundation assistance.
V. PRINCIPAL RECOMMENDATIONS

A review of the reports of the four committees that undertook the work of the Task Force reveals a great many recommendations of significance to the future of the County. We have tried to excerpt the principal and most important selections from each committee report. These recommendations are actionable, are vital and must not be permitted to gather dust instead of momentum:

1. Westchester County, the 47 political subdivisions within and the quasi-public sector organizations as well as the private sector must share in the responsibility for preserving the appropriate open space parcels within the county. We cannot emphasize more strongly that this obligation is a shared one and must necessarily result in the joining together of political subdivisions and private and public sector groups which have undertaken little common activity in the past. It is unimportant to speculate why cooperation has not existed but it is incumbent on us to understand that future lack of a joint commitment for preservation and acquisition of open space will result in the very rapid disappearance of the land which is most important to us from an aesthetic, recreational, health, water quality, and quality of life perspective. Whether we require a new organizational prod to achieve this unification of purpose, and whether it should be a county body, a combination of local jurisdictions or some non-governmental entity, remains to be identified.

2. Every one of the local political subdivisions as well as the County of Westchester should carefully review for possible acquisition the list of open space parcels we have identified through the exhaustive efforts of our Open Space Inventory Committee. That list is contained in an appendix to the Committee's report and represents opportunities for acquisition which can not be ignored without serious and permanent loss of advantage. Most jurisdictions require developers and subdividers to contribute land or funds "in lieu" of land for future, local recreation use. We strongly urge that Westchester's communities deploy those often substantial "in lieu" funds to begin an immediate acquisition program, and where appropriate, join hands with their fellow communities to make common acquisitions with the synergistic benefits that can follow. We encourage every community in Westchester to have completed its review of "in lieu" and other acquisition funds as well as our inventory and have developed a plan of action by no later than December, 1985. Additionally, the forthcoming update of the Urban Form by Westchester County should use our data and play a key role in future integration of open space parcels into our planning process.
3. **Our Land Preservation Techniques Committee has developed** for immediate Westchester application one of the most comprehensive lists ever assembled of methods of preserving open space without requiring the purchase of property. We encourage each community and its Zoning Board, Planning Board, Conservation Board, Town Board and Recreation Commission to review those techniques and to consider them an instrument of their community in the application of their open space plan. These techniques will be distributed promptly throughout the County and we urge each local jurisdiction to embrace and adopt them through whatever statutory means that is necessary as appropriate mechanisms to be employed in their efforts to enhance the quality of life for their citizens, present and future.

4. **Our Stewardship and Land Management Committee has developed an exciting and innovative set of practical proposals** for managing, maintaining and using open space and recreation parcels whether they be public or private, county or local. We strongly recommend that Recreation Commissions and other appropriate bodies within each community and the County of Westchester review those techniques and begin to apply them within the calendar year. Many of these can be undertaken at very little cost and others will require a true commitment to multi-sector and multi-jurisdictional cooperation. The benefits of such undertakings can be enormous and the risks, on a relative basis, very slim. Whether we truly enhance the quality of life of our communities within a time of restricted budgets and limited resources, depends on how quickly and how cooperatively we are able to embrace these stewardship principles and move to a new plateau of unity within the community of Westchester.

5. **Our Recreation Systems Planning Committee has recommended** the establishment of a body composed of representatives of many sectors and constituencies within the county to work to predict and periodically update the demands and needs of the people of Westchester for productive use of leisure time and for the meeting of the health, fitness and recreational needs of our population. The structure that has been proposed and the guidelines developed for this group recommend that it be convened by, and formally adopted as a commitment by, the Westchester County Recreational and Parks Society. That group has agreed to undertake this critical challenge and we strongly endorse the cooperation of all of the County in the efforts to meet these fundamental human needs.
VI. CONCLUSION

"You had better look out, your end of the boat is leaking!" As we launched our effort many months ago and began considering where the practices and policies currently in effect might lead us by the year 2000, many of us began to detect signs of just such an environment. Westchester County has been blessed in many ways, not the least of which has been its magnificent geographic location. It is adjacent to one of the most important metropolises in the world and possesses natural beauty generally found only in remote parts of the country. It boasts mountains, rivers, caves, magnificent bodies of water and vistas which beggar description.

The County's most important resource however has been its people. Other communities have possessed some of the geographic attractions of Westchester and, by failing to recognize that man cannot defeat nature but only corrupt it by trying, have suffered by allowing the ravaging of their natural beauty. Westchester County's heritage reflects a recognition that, with careful thought and planning and an occasional spark of courage, man can live well within his environment without inhibiting progress, growth and appropriate human development.

We of the Open Space and Recreation Task Force offer a challenge to our fellow residents of Westchester County. Let us reflect a measure of the vision and foresight of our forebears who turned a sewage problem into an opportunity which glorified the natural beauty of Westchester and resulted in the Bronx River Parkway system. In one act, not only was an environmental problem solved and the quality of life enhanced, but remote parts of the County were opened to meet the important human needs of residential and commercial development.

Through its careful control and management, we have inherited a magnificent community in which to live. We call upon our fellow citizens to use the Task Force recommendations as a starting point to reach for an improved quality of life for Westchester County. It is not important whether our recommendations are adopted in every respect or are accepted by every person or locality within Westchester. What is important is that we all develop an awareness of the importance of the key elements of our remaining open space in meeting our recreational needs, our aesthetic enjoyment and even our continued environmental, fitness and psychological health in Westchester County.

Finally, we must act as one community, for nature did not impose our municipal borders, we did! We have heard the term "home rule" used as a means of avoiding the recognition of regional or County-wide interests. While we support self-determination, we cannot embrace a policy so rigid that it turns liberty into license. While we too wish to rule our home, it is a hollow privilege indeed if our neighbor has despoiled our surroundings.

We hope our recommendations will be components which can be employed by our fellow citizens to add lustre to the Jewels in the Crown of Westchester County, our magnificent open spaces.
OPEN SPACE INVENTORY

Submitted To The Open Space and Recreation
Task Force of Westchester 2000

March 1985

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Chairman, Yorktown Conservation Board

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Supervisor, Town of Somers
PROCESS:

Our committee sought to catalog what information exists regarding open space in the county. From that information we tried to narrow the focus to those parcels that are the crucial ingredients of the heart and soul of Westchester.

The study is not comprehensive and has undoubtedly missed parcels of local significance.

Our list is merely the beginning of a comprehensive planning process. It is only valid if put into a case by case context of population density, recreation programming needs and environmental constraints. Only with additional discussion about preservation/acquisition possibilities, and long-term stewardship costs, will it be possible to identify the most vital open space, or so-called "jewels" of Westchester County.

Despite the limitations, the methodology followed has produced a great deal of useful information.

Our first step was to contact each municipality in the county by letter twice and follow-up by telephone. We asked which municipalities had open space inventories and what parcels were important to them.

Members of our group contacted all the municipalities and many of the planning and conservation boards/councils to complete our base data; we also contacted numerous private land holding institutions in an effort to catalog their land plans. The county planning and parks departments were contacted along with the State Parks and Recreation Department, City water supply and numerous other public and private agencies that had input to offer regarding open space in the county.

During the process we uncovered a wide range of attitudes, spanning from virtual ignorance of open space to serious interest as evidenced by thick-bound inventories containing full-scale matrices with the particular significance of each open space parcel in a given community.

The process was beneficial, stimulating local officials and citizens with whom we came in contact to consider the open space in their locale and what its future might be.

RESULTS - WHAT WE LEARNED:

Certain trends and problems seemed readily apparent.

1. Large open parcels are increasingly important because there are so few of them left.

In the southern portion of the county these parcels are primarily golf courses and institutional holdings. During 1984 three of
the county's forty-odd golf courses were sold for development. By the year 2000 how many will have survived?

In Eastchester, the Siwanoy and Leewood golf clubs are among the few open spaces left. Greenburgh is in a similar position with the Metropolis, Knollwood, Elmwood, Sunningdale and Scarsdale golf clubs comprising the largest portion of its remaining open area.

In Mamaroneck, the Winged Foot, Hampshire and Bonnie Briar golf clubs lie in severe floodplains. Intensive development of those parcels would detrimentally effect many other properties in terms of flooding, as well as loss of open space.

In recognition of the possible loss of this open space, White Plains has worked out an arrangement with several of its private golf clubs, freezing taxes at a certain level in return for the city having the right of first refusal should the golf course need to be sold.

In White Plains, the largest and most desirable private parcel in the city is currently locked in court battle. The New York City Hospital property off Bloomingdale Road is about 400 acres and has been identified in White Plains' open space inventory with high marks in the following areas: aesthetics, enhancing open space, environmental significance, quality of vista/visibility, unique characteristics, historical, recreational and community significance.

Towns such as Yorktown have highlighted their hilltops as scenic vistas and environmentally sensitive terrain to be preserved as open space, such as Bald and Turkey Mountains and Crow Hill in the southern part of town.

The loss of farmland in New York State is 60,000 acres annually. In Westchester County the amount of agricultural lands has decreased 30% since 1969. Only 10,873 acres remain, accounting for 4% of the total acreage of the county. Most of this farmland is situated in the northeastern region. Due to corporate and residential expansion, farmland has come under much development pressure. Increased development causes farm taxes and costs to rise and places a higher value on the land for development than if left open. The farmers are often left with no real choice other than sale and/or subdivision.

Due to their size and openness, farms provide both active and passive recreation throughout the year and, in general, enhance the quality of life for neighboring residents. They act as scenic buffers, a form of employment and are a source of fresh fruits, meats, and vegetables for residents of the county.
In the northern part of the county several animal farms, such as Braewold, Tanrackin, Sunnyfield and Hanover Hilltop farms, exist as meat-supplying, race horse, horseback riding and cattle breeding farms respectively. Other farms involved in agricultural purposes, such as Stuarts Fruit Farm in Somers and the Square Deal Farm in Greenburgh, are often the last vestiges of a county once blanketed with orchards.

2. While most of us are familiar with municipal boundaries, the county is also defined by its watersheds and drainage basins. Westchester County's 450 square miles cover six drainage basins. To the west, the upper and lower Hudson basins drain directly into the Hudson River. To the east, the Long Island Sound north and south basins drain into the Sound. The Croton River Basin, through the center of northern Westchester, covers 199 square miles with a network of reservoirs, lakes and tributary streams, all part of the New York City supply system. There are six reservoirs: Croton, Amawalk, Cross River, Tippetus, Muscoot and Kensico-Rye; the Bronx River Basin extends through the center of southern Westchester.

The southern part of the county has a number of smaller reservoirs, some of which are used only on a stand-by basis: Grassy Sprain, Irvington, White Plains #1 and #2, Saw Mill River, Larchmont and Mamaroneck, Putnam and Tarrytown Lakes. These reservoirs afford spectacular scenic vistas and limited recreational use (rowboating and fishing by permit), although a red pine blight has tarnished the beauty of much of the surrounding land of the city water supply's northern reservoirs.

Some of the lesser used reservoirs have been threatened by development, both in terms of the water quality they provide and the possibility of the reservoirs being drained for new uses. In addition 22 public water supply systems are wholly or partially dependent on groundwater.

Preservation of the reservoir system and watershed lands is an important aspect of the county’s open space plan.

3. Our use and enjoyment of the Hudson River, one of the county's greatest assets, is being endangered due to an increase in the number of proposals to re-zone riverfront properties for condominium development.

The Village of Croton is currently considering several highrise developments on the river's edge. These will have a large impact on the river corridor and its environment.
The City of Peekskill has taken a positive step with its new waterfront park, creating public greenspace with a marvelous view of the Hudson and surrounding Hudson Highlands. A public boat ramp and a new deep water dock allow Hudson River cruise boats to once again enter Peekskill Bay.

In some cases small municipally-owned parks abut vacant land on the Hudson, such as Crawbuckie Beach in Ossining. In that instance the beach is nearly hidden from public access, but the acquisition of an adjacent parcel owned by the State Department of Transportation (purchased during discussion about the now defunct Hudson River Expressway) would provide better access and more recreation opportunities for the public. There is an area created by recent landfill in Dobbs Ferry across from the railroad station that could be further developed for public use.

In plans developed by the State Parks and Recreation Department the view of the Hudson and access to it are given high priority. Protected pedestrian overpasses above the railroad tracks could provide additional areas for walking and fishing.

Perhaps one of the biggest contributions the Rockefellers made for the residents of Westchester was saving the Palisades on the west side of the Hudson River from destruction by mining. Thousands of residents in the Westchester riverfront communities, as well as about 14,000 railroad commuters on the Hudson Line, plus innumerable recreation hikers, boaters and fishermen enjoy this view each day.

4. A major distinction between the Long Island Shoreline and the Hudson River is that, while most of the Hudson has industrial and railroad frontage, the Long Island Sound has been developed primarily for private homes or private recreation. There is very little public access.

Boating, fishing and hiking are all activities the State Parks and Recreation Department project will increase in demand and reach diversified segments of our population. More than 60% of the State's population lives in the New York Metropolitan area - Westchester facilities and open spaces will continue to bear a large part of providing recreation opportunities for the public.

The Sound Shore provides many of the recreation opportunities wanted by the public. Furthermore, the dominant recreation activity in New York State is, and according to the Statewide Comprehensive Recreation Plan published in 1983, will remain -swimming.
The Village of Portchester is considering withdrawing its lease to the quasi-public Portchester Yacht Club and selling the property to a developer who will build private condominiums with private boat slips. This would deprive the public of an existing access to the Sound.

Travers Island, currently owned by the New York Athletic Club, lies within the jurisdiction of both New Rochelle and Pelham Manor and is an example of an ideal active waterfront recreation site.

While recreation opportunities are key, the Sound Shore has many critical environmental areas; most are enumerated in the Coastal Zone Management Program. These tidal wetlands and nesting areas contribute to the general ambience and ecology of the region and require continued monitoring and protection in order to survive.

5. Moving inland, numerous school sites throughout the county have been placed on the market as a dwindling in the population of school age children hits our communities. Some of these provide ideal active recreation sites (ballfields, soccer fields, skating ponds) such as Rye Neck High School in the Village of Mamaroneck, and the Briarcliff Middle School, which is about to be leased by the school district.

Westchester has many extensive college campuses providing large acres of open space as well as both passive and active recreational facilities. Mercy College in Dobbs Ferry owns land on the Hudson River, and Marymount in Tarrytown has a marvelous view of the Tappan Zee. Iona College in New Rochelle provides a needed buffer in a developed area. The State University at Purchase allows for public biking, jogging and horseback riding on its roadways and trails.

However, these campuses are not immune from high operating costs and development pressures. Manhattanville in Purchase, once a rural setting, sold much of its land and is now surrounded by corporate parks and development.

6. Often small parcels are crucial to open space because of their proximity to existing parkland or other open spaces.

One such example in White Plains near the Harrison border is a small parcel next to Silver Lake Park. A high density development has been proposed for the parcel which, if passed, would adversely affect the character and use of county and town-owned facilities at Silver Lake. The purchase (or negotiation for
development rights) of such a parcel is useful simply for the protection it affords to existing open space as a transitional zone in an urban setting.

7. In these days, where fitness is the watchword of a stress-oriented generation, linear corridors are a concept which needs immediate review and action. While individual parcels are often small and seemingly of little value by themselves, attached to other parcels to make a green belt with walking and horseback riding trails, these linear corridors can help Westchesterites cover ground without having to get into a car, and without having to incur the costs of acquiring large parcels.

The opening of the Briarcliff-Peekskill Parkway right-of-way is one such corridor which eventually should connect the Rockefeller State Park Preserve in Mount Pleasant with the Blue Mountain Reservation in Cortlandt, crisscrossing many miles and accessible to hundreds of homeowners along its way.

In Bedford, the Bedford Riding Lane Association is in the process of linking its extensive trail network with the public trails in town, forming a large multi-use greenbelt corridor.

There once was a trail along the Taconic Parkway from New York City to Albany; it still exists from Route 6 in Yorktown north to Albany. There are ways of using abandoned railway right-of-ways, existing utility corridors and road-widening strips to recreate this trail and others, providing scenic diversity and recreation opportunities for county residents.

In the southern part of the county, the bridle paths along the Hutchinson River Parkway and at Interstate 287, preventing equestrians and pedestrians access to the extensive Greenwich Trails (Connecticut). The Kenilworth Road area may provide a key link in opening up this corridor.

Westmoreland Sanctuary, a private nature center in Bedford, has expressed a desire to connect with land parcels south along Byram Lake and east over to the Mianus River Gorge, a land trust owned by the Nature Conservancy. Additionally, a master trail to Westmoreland, Butler, Meyer and Marsh Sanctuaries is under consideration.

8. Increasingly the daily view of any given Westchester resident is becoming spoiled with a sort of urban-suburban sprawl. Protecting the view along our waterways and roadways takes on more importance as a way of providing the ambience Westchester residents seek in the place they work and live.
In several instances, parcels which essentially act as gateways to a municipality are on the market or subject to possible sale (e.g. Yorktown and Pound Ridge). Should such parcels be purchased and developed intensively, the entire aspect of the surrounding community would be altered. Other parcels, such as the undeveloped property on Lake Street and Broadway in Pleasantville, while not gateways, help shape the character of a downtown area.

9. Using open space as a buffer alongside development is one technique that enhances the visual aspect of the county.

As building increases, in terms of new roads, housing subdivisions and office complexes, the need for shielding the view from both inside and outside of the development grows stronger.

Such land buffers can be used to create the illusion of spaciousness in an urban area and can protect the quality of open space in rural/suburban areas.

The Town of Lewisboro's new Master Plan calls for extensive buffers, including ones along Route 35, a major thoroughfare in the northern part of the county.

10. Open space is not just for outdoor recreation or producing an ambience through scenic vistas, but also a mechanism for protecting our environmental resources.

Wetlands have been filled to such an extent that there are virtually none south of Interstate 287. Free-flowing streams have been urbanized into storm drainage channels, thus negating nearly all of the environmentally beneficial qualities they had to offer, not to mention their recreation or scenic values (e.g. Blind Brook in Rye and the Mamaroneck River).

The Environment Subcommittee of Westchester 2000 will make specific recommendations as to how different development practices can protect our environment. Here we wish to comment that much of the environmentally sensitive land is increasingly subject to development proposals as it can often be bought cheaply.

We are seeing a shift in the population of the county from the south into the north. With the increased development comes the need for more infrastructure. The emphasis becomes less on building what is environmentally suitable for the land, but instead on what can be engineered or supplied through man-made encumbrances. The rural aspect of the northern part of the county is fast disappearing. Judicious protection of open space parcels
and a conscientious use of low-density zoning to save the more environmentally sensitive areas will help preserve lands that are so precious and that give Westchester the distinct character it has enjoyed to date (e.g. Teatown, Hunterbrook and Snake Hill areas in Yorktown).

In Pound Ridge a parcel located adjacent to the Town Hall and currently tied into a local nature trail is owned by a Connecticut water company. The "downtown" area of Pound Ridge has been subject to severe water problems and it is likely this parcel serves as an important recharge area.

Near the Mianus River in North Castle and Bedford the wetland areas are important for water supply, wildlife and vegetation habitats. The same is true with the many wetlands along the Croton River and other major waterbodies. Tidal wetlands, such as Guion Creek, Magid and Van Amringe Mill Ponds in the Village of Mamaroneck, offer overwintering habitats for migrating waterfowl, birds and fish.

II. Urban open space demands perhaps even more creative thinking on the part of planners and developers than suburban or rural space.

In Westchester, our urban areas have waterfront boundaries that lend themselves to park development, such as the John F. Kennedy Park and the City Pier in Yonkers. Open space in city interiors can often come in the form of a community garden cultivated by local residents, or vestpocket playgrounds or park areas that are planted with greenery, or better access to linear corridors, such as the Bronx River Pathway in Mt. Vernon or the Putnam Railroad right-of-way in Yonkers.

Requiring setbacks and plantings around each new building or renovation can go a long way in creating a sense of open space in a densely populated area. Land preservation techniques, such as residential clustering, campus-style office development and enforcement of environmental regulations, help maintain what open space there is.

Old abandoned industrial or residential sites can be reclaimed for open space in cities where the cost of conversion is justified by the consequent intensity of use by local residents. If such sites are vacant for an extended period of time, an interim green space could be created in the community, preventing a potential eyesore.
12. Westchester has always prided itself on its great park system and the living and working space it offers its residents. More and more land parcels are being developed now that would have been thought too expensive in the past. Lands that are often dismissed from thought as secure suddenly disappear. Several of the private institutions, such as social welfare and religious institutions, have indicated that their property might be up for sale in the near future. Much of the county's private open spaces are being lost to development each year. St. Augustine's in Ossining recently sold some of its riverfront property. The Swiss Home in Mt. Kisco and Children's Village in Dobbs Ferry and Hastings have land for sale.

It is hard to know what can be characterized as secure. If any of Ward Pound Ridge Reservation were to be sold, it would have a tremendous impact on the neighboring communities, as well as the county at large. It is presumed secure, but will all of it remain intact "forever"? The security and maintenance of our existing parks and private preserves is an important component of open space planning.

SUMMARY AND RECOMMENDATIONS:

Those open space needs that seemed important to us as individuals when we began this project seem more so now.

It is our hope that the citizens of the county will take a renewed look around them, will reflect upon the county development policies as formed years ago, will know how much they have appreciated the parklands and scenic byways set aside by forward thinkers of the past and will take action now to enhance the enjoyment future generations of Westchester residents will have of their county.

In brief, we recommended attention be given to large parcels, watersheds/drainage basins/reservoirs, Hudson Riverfront, Long Island Shoreline, school sites/college campuses, small parcels that may affect other open spaces, linear corridors, the view from the road, buffers, protection of natural resources, urban open space, private institutional holdings, and the security and maintenance of public/private parkland.

In our research we have compiled detailed information on each municipality in the county, a report on linear corridors with specific recommendations regarding needed access points and connections, a report on urban open space techniques, the Hudson Riverfront and the status of many private institutional holdings.
A survey of all the municipalities of Westchester County brought attention to many parcels of land that are vital for open space preservation.

These charts are the result of the survey and list the parcels by municipality.

It should be noted that while these lists indicate parcels that are important to our open space future, we do not necessarily suggest that all these parcels need to or should be acquired. Indeed, in many cases, it would be preferred if the land remained open and in present status of ownership.

Committee Members were assigned certain municipalities and asked to pick the most important parcels using Chart B as a base. They were also asked to analyze these lands by applying a rating form developed by our committee. The chosen parcels reflect the judgment of the individual committee member who was assigned to that particular municipality.

Chart A is a summary of those parcels that were analyzed. The categories on this chart describe the characteristics of the parcel and tell us why it is necessary to consider it for open space preservation.

In reviewing the attached chart, recognize that the column headed "recreational potential" indicates that a parcel appears to offer the possibility of recreational use if and when it becomes available for public access.
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- **BEDFORD**: Mianus Woods, United Artists Open Land, Sunnyfield Farms
- **BRIARCLIFF MANOR**: Briar Hall, Kings College, Sleepy Hollow Country Club, Pace University
- **BRONXVILLE**: Sarah Lawrence College
- **CORTLANDT**: Cortlandt Quarry, Singer Land (south side Sprout Brook Rd), Hirsch Land (Sprout Brook & Revolutionary Rds)
- **CROTON**: Croton River Club, Mariner's Cove
- **DOBBS FERRY**: Mercy College, Landfill (near Rail Station), Convent of Mercy
- **EASTCHESTER**: East Hudson Parkway Right of Way (Reservoir #3), Siwanoy Country Club, Leewood Golf Course
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<td>Gonnella Property</td>
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<td>PELHAM MANOR</td>
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<td>Pelham Country Club</td>
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<td>Water Company Parcel (West Ave.)</td>
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<td>Blind Brook Country Club</td>
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<td>Quaker Ridge Golf Course</td>
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<td>SCARSDALE/WHITE PLAINS</td>
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<td>Putnam Railroad Right of Way</td>
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<td>Highway Right of Way (between Sawmill River Parkway &amp; Sprain Rd)</td>
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<td>Seawall (between railroad &amp; Water Treatment Plant)</td>
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*or Floodplain, Stream Bed  
**or potential, i.e., next to other open space parcels
GENERAL PARCELS LISTING
Chart B

1. ARDSLEY
   1) Existing parks, 2) Parkway right of ways

2. BEDFORD
   1) Mianus Woods, 2) United Artist's open land, 3) Sunnyfield Farms, 4) Marsh Field, 5) Brixie Estate, 6) Braewold Farm, 7) Tanrackin Farm, 8) Canfield Property (Guard Hill Road), 9) Oliver Estate (Route 172 & Darlington Road), 10) Aspetong Fire Tower (Hook Road), 11) Holbrook Field (Route 22), 12) Kemble Land (David's Brook), 13) Karpel and Moore Property (Darlington Road), 14) Bedell's Field, 15) Beaver Dam Creek and Pitch Swamp, 16) Mianus River, 17) other wetlands, flood plains, viewscapes indicated in file and in open space inventory

3. BRIARCLIFF MANOR
   1) Briar Hall, 2) Kings College, 3) Sleepy Hollow Country Club, 4) Pace University, 5) Hudson Riverfront

4. BRONXVILLE
   1) Sarah Lawrence College, 2) Scout Field

5. BUCHANAN
   1) Hudson Riverfront

6. CORTLANDT
   1) Cortlandt Quarry, 2) Singer Land (south side of Sprout Brook Road), 3) Hirsch Land (Sprout Brook & Revolutionary Roads), 4) MacGregory Brook, 5) Peekskill Hollow Brook, 6) Sprout Brook, 7) Hudson Riverfront

7. CROTON-ON-HUDSON
   1) Hudson Riverfront: a) Croton River Club (proposed development), b) Marinier's Cove (proposed development)

8. DOBBS FERRY
   1) Mercy College, 2) Juhring Estate, 3) Ardsley Country Club, 4) Guild Park, 5) Wilderness Area, 6) Greenbelt, 7) Landfill (near Rail station), 8) Hudson riverfront

9. EAST CHESTER
   1) Leewood Golf Club, 2) Siwanoy Country Club, 3) East Hudson Parkway Authority Right of Way (Reservoir #3), 4) Reservoir #1

10. ELMSFORD
    1) Parkway right of ways

11. GREENBURGH
11. GREENBURGH con't

Land (Tarrytown Reservoir area), 10) Sheldon Brook Wetlands (Talleyrand), 11) Square Deal Farm, 12) see open space inventory

12. HARRISON

1) SUNY Purchase, 2) Nike Property, 3) Town Property (Kenilworth Road), 4) Manhattanville College, 5) various country clubs & private/public institutional land holdings

13. HASTINGS

1) Children's Village, 2) Graham School, 3) Andrus Children's Home, 4) Burke Estate, 5) Undeveloped land on west side of Warburton Avenue, 6) other lands listed in the "Greenlands of Hastings"

14. IRVINGTON

1) Columbia University Press, 2) Irvington Reservoir, 3) Watershed Lands

15. LARCHMONT

1) Manor Park, 2) Larchmont Yacht Club, 3) Larchmont Shore Club, 4) Flint Park

16. LEWISBORO

1) Abrams Land (Old Oscaleta Rd.), 2) Wallace Farm (Route 35), 3) Houlihan Land (Route 35)

17. MAMARONECK (Town)

1) Bonnie Briar Country Club, 2) Winged Foot Country Club, 3) Mamaroneck Reservoir

18. MAMARONECK (Village)


19. MOUNT KISCO

1) N.Y.C. Watershed, 2) Swiss Home

19a. MOUNT KISCO/NEW CASTLE

1) Mount Kisco Country Club

20. MOUNT PLEASANT

1) Jewish Board of Guardians Land, 2) IBM Land, 3) Hammond House, 4) School District #5 Property (Columbus Avenue), 5) N.Y.C. Parcel (Westlake Drive), 6) Rockefeller Land (Sleepy Hollow Road), 7) Westchester Community College

20a. MOUNT PLEASANT/

1) Campfire Club, 2) Edith Macy Girl Scout Camp

21. MOUNT VERNON

1) Bronx River Pathway

22. NEW CASTLE

1) Sawmill Parkway Lands, 2) Norwich Parcel, 3) Durst Parcel and others along parkway, 4) Bransten Property (Whippoorwill Road), 5) Mount Kisco River

22a. NEW CASTLE/OSSINING

1) Mott Hill and environs, 2) Maryknoll Property

24. NORTH CASTLE 1) Hussar Property (Main St., Old Route 2), 2) Vacation Properties (Kent Place), 3) Labriola Streambed (Route 128), 4) Whipporwill Golf Course (Route 22 & 684), 5) North Castle Golf Course, 6) Roundhouse Golf Course, 7) Winkler/Henker Farm (Banksville Road), 8) Calder Research Center (Whipporwill Road), 9) Rockefeller University Preserve and Conference Center (Oregon Road), 10) Troy Nursery (Banksville Road) 11) see open space inventory

24a. NORTH CASTLE/NEW CASTLE 1) Whipporwill Country Club

25. NORTH SALEM 1) Hausserman Property, 2) Titicus River Parcel (Route 116 and Keeler Lane), 3) Gonnella Property

26. NORTH TARRYTOWN 1) Rockwood Hall, 2) Hudson Riverfront

27. OSSINING (Town) 1) Lamont Property, 2) Cedar Lane Wetland, 3) Tensolite Property (Old Albany Post Road), 4) St. Augustine Property

28. OSSINING (Village) 1) Highland Avenue Parcel (formerly St. Augustine's), 2) Department of Transportation (Snowden and Beach Road), 3) Sisters of the Sick and Poor, 4) Pacchiana Parcel, 5) Hudson Riverfront


30. PELHAM (Town and Village)

31. PELHAM MANOR. 1) Railroad Yard (Forest Road), 2) Pelham Country Club, 3) Travers Island, 4) Department of Transportation (Spring Street)

32. PLEASANTVILLE 1) Pace University, 2) Jewish Child Care Assoc. (Lake Street and Broadway), 3) Pleasantville Country Club

33. PORT CHESTER 1) Port Chester Yacht Club, 2) Garbage Station (Fox Island Road)
34. POUND RIDGE
1) Mill River Gorge, 2) Water Company Parcel (West Avenue), 3) Pound Ridge Golf Course, 4) Rockrimmon Country Club, 5) see parcels listed in land use manual

35. RYE (Town)
1) Town Dock

36. RYE (City)
1) American Yacht Club, 2) Westchester Country Club and Beach Club, 3) Shenorock Beach Club, 4) Manursing Beach Club, 5) Coveleigh Island Club, 6) Apawamis Golf Club

37. RYE BROOK
1) Red Roof Farm, 2) Highpoint Hospital, 3) Blind Brook Country Club

38. SCARSDALE
1) Parkway Lands, 2) Saxon Woods Golf Course, 3) Quaker Ridge Golf Course, 4) Publicly Owned Lands

38a. SCARSDALE/WHITE PLAINS
1) Fenway Golf Course

39. SOMERS
1) N.Y.C. Watershed Lands, 2) Lincoln Hall Property, 3) Lasdon Estate, 4) Schwartz Estate, 5) Primrose Farms, 6) Kipp Parcel, 7) Stuart's Fruit Farm, 8) Uchitel Property

40. TARRYTOWN
1) Tarrytown Lakes, 2) Marymount College, 3) Lyndhurst, 4) Moor's Property, 5) Sunnyside, 6) General Motors, 7) Private Land near Tallyrand Office (Routes 9 and 119), 8) Land South of Thruway between Greenburgh and Route 9, 9) Hudson Riverfront

41. YONKERS

42. WHITE PLAINS
1) New York Hospital, 2) Burke Rehabilitation Center, 3) White Plains' Watershed, 4) Gedney Landfill, 5) Silver Lake Preserve, 6) Westchester Hills Golf Course, 7) Ridgeway Golf Course, 8) see open space inventory

43. YORKTOWN
1) Turkey Mountain environs, 2) Hanover Hills Farm, 3) Bald Mountain, 4) Mohegan Lake environs, 5) Snake Hill environs, 6) Teatown environs, 7) Crow Hill environs, 8) Baptist Church, 9) Birdsell Loop Area, 10) Hunter Brook, 11) Shadow Lake/Dream Lake, 12) see open space inventory
LAND PRESERVATION TECHNIQUES:
MORE OPEN SPACE AT LESS COST

Submitted To The Open Space And Recreation
Task Force of Westchester 2000

March 1985

William Carlebach, Co-chair
Bedford Planning Board
Carolyn Cunningham, Co-chair
Executive Director, Federated Conservationists of Westchester County
Lester D. Steinman, Co-chair
Director, Municipal Law Resource Center

Members:

Trudy Battaly,
Greenburgh Recreation Board
Barry Samuel,
Deputy Director, Westchester County Department of Parks, Recreation and Conservation
Marilyn Slaatten
Robert Snyder,
President, Greenrock Corporation
Government has traditionally relied upon acquisition or conventional land use regulation to preserve open space. Fiscal constraints and development pressures have exposed serious drawbacks in each of these methods. Acquisition is very expensive; zoning is too transitory.

Fortunately, government preservation efforts have been aided by this country's strong tradition of private philanthropical activity. Indeed, many of this country's great national parks were made possible through private land donations.

Public tax incentives have been a powerful stimulus to the private donation of property. Section 170 of the Internal Revenue Code allows a charitable deduction to a landowner who donates property, or certain partial interests in property, to a government or qualified charitable organizations, or who sells his property to such an organization at less than fair market value (bargain sale). The allowable deduction is the fair market value of the land at the time of the contribution, subject to adjustment depending on the nature of the property and the status of the donee. Other tax advantages include avoidance or reduction in the capital gains and estate taxes that would normally be paid in connection with the sale or devise of the property.

These tax benefits significantly reduce the after tax cost of donations and other charitable transfers. For example, by arranging a bargain sale, the donor can often realize almost all of the fair market value of his property. The landowner receives the discounted sales price as well as the tax deductions for the charitable portion of the transfer (fair market value minus sales price) and pays a reduced capital gains tax. See Appendix A. In addition, the donee organization receiving the property may provide a generous appraisal of fair market value and generally does not charge broker's fees.

Non-profit land conservation organizations, such as the Trust for Public Land, The Nature Conservancy and numerous community based land trusts (e.g. Teatown Lake Reservation, Inc.) play a critical role in locating desirable land and facilitating the private donation of such property. Overcoming both the complexities of the tax code, which can be a substantial deterrent to an individual taxpayer, and the proper reluctance of public officials to dispense tax advice to potential donors, these private, non-profit conservation organizations provide such donors with expert analysis of the tax consequences of a gift or bargain sale, etc., act as a broker between the donor and the government and, may acquire and hold interests in such land for the purpose of conserving the land in perpetuity or for ultimate transfer to a government agency. See Appendix B.
Moreover, often the readier availability of funds and absence of government bureaucratic constraints enable these private organizations to act more quickly than government to acquire interests in property, thereby avoiding speculative price increases. Land acquisition by private groups and subsequent resale to government has resulted in the preservation of hundreds of thousands of acres in the last twenty years alone.

For owners of agricultural, forest or open space land who wish to retain use and ownership of their property in an undeveloped state, local property tax relief has created an incentive to resist the development stampede. Under differential assessment, qualifying land is assessed not at 100% of its best use or fair market value but at its value as agricultural, forest or open space land.

Property tax reductions can also be secured by the landowner through a gift or sale of development rights or a conservation easement to preserve existing open space land or other natural, scenic or aesthetic resources. From government's perspective, these alternatives are less costly than acquiring or condemning the fee interest, particularly where the landowner can be convinced to donate these interests because of the federal tax benefits previously described. Further, this transaction has a more limited impact on the tax base since the property remains on the tax roll. It also reduces government management responsibility and maintenance costs because the landowner retains all other rights of ownership not transferred.

Similarly, new concepts in land use regulation have been developed to more effectively promote open space preservation. Cluster zoning, transfer of development rights, performance and carrying capacity zoning, highlighted below, are examples of innovative techniques harmonizing aesthetic, environmental and development goals.

Clustering is probably the most widely used of these new techniques. By allowing increased unit density on a portion of a parcel, the municipality may require the landowner to preserve the remainder of the parcel for park, recreation, open space or other public purposes. The total number of units in a cluster subdivision is limited to the same number that could have built in conformity with applicable zoning under a conventional subdivision.

Transfer of development rights is a private market device regulated by government. Conservation zones are identified and landowners in these zones transfer the development rights to their property to landowners in development areas who are permitted to engage in higher density development. Local government units initially determine the size of the conservation area and then supervise the transfer.
Finally, performance and carrying capacity zoning are at the cutting edge of strategies designed to accommodate environmental and economic concerns. These concepts involve inventorying natural processes and/or environmental characteristics of a community and establishing land use controls which are designed to accommodate development consistent with the maintenance of such processes and characteristics at acceptable levels. Bucks County, Pennsylvania, Medford and Hillsborough, New Jersey are communities that have adopted these environmentally based land use controls.

In short, there is a broad range of land saving techniques that may be employed individually or through the cooperative efforts of the public, non-profit and private sectors. The attached matrix has been developed to provide government officials and the public with an overview of the myriad variations on conventional acquisition and land use regulation strategies currently being used to preserve open space in Westchester and throughout the United States.

Divided into two major classes, acquisition, (further subdivided into government and non-profit categories) and regulation, the matrix provides a concise explanation of each preservation technique, listing advantages and disadvantages and examples of its use in Westchester County or elsewhere. An extensive bibliography follows the matrix, containing reference material for further research of the various preservation techniques described in the matrix.

In closing, your Committee would like to express its gratitude to Elizabeth Byers of the Trust for Public Land for her extraordinary contribution to the preparation of the matrix. Without her initiative and perseverance the ambitious goals of this project would never have been realized.
BARGAIN SALE

This is a sale at less than fair market value. The difference between the sale price and the fair market value may be treated by the seller as a charitable contribution. The fact that the sale is a bargain sale should be explicitly stated in the sales contract, and the seller should have the land appraised by a qualified professional before the sale.

i. Impact on seller. The major advantage to the seller, aside from the protection of the land, is the combination of tax savings and return of capital invested. In addition to the charitable deduction, the seller’s capital gains tax is reduced. Although appreciation in value of the property may still be taxable, some of the capital gain will be assigned to the gift portion of the conveyance.

The following example shows how this works. Assume that the fair market value of the land is $100,000 and that its adjusted basis is $56,000.\(^2\) Thus the owner’s potential capital gain is $44,000 if the land is sold at fair market value. Assume also that the seller is in the 50 percent tax bracket, which means that capital gains are taxed at 20 percent and that charitable deductions are worth 50 percent of the value of gifts.

(1) Seller’s net at fair market value: $91,200.

<table>
<thead>
<tr>
<th>Purchase price</th>
<th>$100,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less capital gains tax</td>
<td>$8,800</td>
</tr>
<tr>
<td>(20 percent of $44,000)</td>
<td>$91,200</td>
</tr>
</tbody>
</table>

(2) Seller’s net from bargain sale at $60,000: $74,720.

<table>
<thead>
<tr>
<th>Purchase price</th>
<th>$60,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plus value of charitable deduction</td>
<td>$20,000</td>
</tr>
<tr>
<td>Less capital gains tax</td>
<td>$80,000</td>
</tr>
<tr>
<td>(20 percent of $26,400, (^*) the capital gains on the bargain sale)</td>
<td>$5,280</td>
</tr>
<tr>
<td>(\text{\footnotesize $74,720} )</td>
<td>(\text{\footnotesize $74,720} )</td>
</tr>
</tbody>
</table>

\(^*\) Capital gains on the bargain sale is figured: $60,000 minus $33,600 (60% of $56,000) = $26,400. Amount realized less pro rata share of basis = gain.

In this example a gift worth $40,000 costs the donor $16,480 ($91,200 less $74,720) in foregone cash. The sale at fair market value would probably include a real estate commission, which would shrink the difference. Thus a bargain sale is a compromise arrangement where a potential donor is able to make a gift, reduce income taxes, eliminate his property taxes, and still receive the minimal financial return he feels is essential.

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\(^1\) Excerpted from an article by Osgood and Koontz, entitled "A Summary of Forms and Tax Consequences of Land Acquisition by a Charity" contained in Land Saving Action, Island Press, Covello California, 1984.

\(^2\) Generally, the adjusted basis used to determine capital gains or losses is the cost to the owner including improvements and less depreciation taken.
A good example of a national non-profit's role is the Trust for Public Land's (TPL) purchase of the Schiff Estate in New Jersey. This project also demonstrates the use of a few of the many conservation techniques listed in the matrix which can be used to preserve a site.

Once the national training center for the Boy Scouts of America, the 573-acre Schiff Estate in New Jersey was purchased by TPL from AT&T in February 1984 at a price substantially below its fair market value. This bargain sale enabled AT&T to realize significant tax savings. TPL's unique land use plan calls for preservation of 85% of the property by selling the developed portion of the site to a developer, who will convert existing structures to housing and construct additional single-family housing according to TPL's guidelines. The proceeds from the sale of the units will pay back TPL's costs and establish an endowment for the remainder of the site, which will be a nature preserve. A non-profit land conservation trust has been established to take title and manage the preserve and restrictive covenants in the deed will prevent any future development. Since part of the site will be developed, preserving the bulk of the property will have no financial burden to the local tax base.

The Schiff Estate project demonstrates several preservation techniques outlined in the matrix; non-profit acquisition combined with conveyance to a local land trust (with deed restrictions), saleback and partial development. The project also demonstrates possible ownership, transfer of title and financing options; TPL purchased fee simple title to the land through a bargain sale, financed through an institutional lender.
APPENDIX C

REFERENCES

Land Trusts


Land Use Controls


Preservation Techniques


*All publications noted with an asterisk are available at the Trust for Public, 254 West 31st Street, New York, NY 10001, (212) 563-5959.
STEWARDSHIP AND MAINTENANCE

Submitted To The Open Space and Recreation
Task Force of Westchester 2000

March 1985

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Vice Chairman, White Plains Planning Board
James Moogan, Vice Chairman
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The Honorable Frances D. MacEachern,
Mayor, Village of Hastings-on-Hudson
Ann McDuffie,
Bedford Conservation Board
Tom Wood,
Director, Teatown Lake Reservation
REPORT OF COMMITTEE ON STEWARDSHIP AND MAINTENANCE

I. CONCEPTS

II. SPECIFIC SUGGESTIONS FOR MANAGING AND FINANCING OPEN SPACE AND RECREATION FACILITIES:

1. Central County Open Space Committee
2. Crossovers of Stewardship
3. Dollar-Stretching Ideas
4. Possible Incentives
5. Suggestions for Localities - City, Town, Village
6. Suggestions for Westchester County
7. Suggestions for New York State
8. Suggestions for U.S. Government

III. SUMMARY

IV. APPENDIX:

1. Chart and Explanation
2. Maintenance Information
Individual betterment is in the national interest. Just being in a nature setting reduces stress and changes our outlook on life, helping us to cope with daily occupations. Recreation encourages healthy outdoor activity, makes people stronger, and promotes the general health of all citizens involved. Therefore, we consider the preservation and the management of open space and recreation areas to be very important. Westchester County has a unique environment that makes it a most attractive place to live and work. We want the future development to attain the right balance of open spaces and buildings and roads, to preserve that special quality of life that we all enjoy here. We realize that Federal and State funds, to assist communities in acquiring or maintaining open space, are decreasing each year, so we cannot continue to look to a higher government level for more money. We need proposals for better use of existing facilities, cooperation between public and private sectors, options for financing within the County, and dollar-stretching ideas. Our subcommittee has met many times since mid-October, 1984, and at each meeting we have put forward innovative suggestions for new ways of managing and financing.

The following are the concepts we think are important; then we have listed detailed ideas and specific suggestions about stewardship for municipalities, Westchester County, New York State and United States government.

We have made a chart (see appendix) describing a recreation area with the least cost, (such as scenic easement), through walking and jogging, bicycle paths and horse trails, snowmobiles and motorboats, outdoor education, to facilities with the highest cost (such as recreation centers, zoos, and museums) and how property could be used differently.
I. CONCEPTS - STEWARDSHIP COMMITTEE

1 - Form a central, County-wide, Open Space Committee which would encourage and continue to publicize the proposals and recommendations of the Open Space Task Force. This group could alert County government and County residents to the Open Space urgent needs and supervise their achievement.

2 - Establish more corridors linking open areas - roads or trails could be extended to link up large parks or smaller nature areas, before land is all developed.

3 - Keep the open spaces and parklands that have been acquired in the past, with careful attention to maintenance. Costs of maintenance must include cost of living, staff, vehicles, security, trash and litter removal.

4 - Promote more cooperation between existing public and private groups regarding heavy expensive equipment, programs and expertise.

5 - Share stewardship of open lands by local governments or private groups.

6 - Encourage more use of volunteers. When people get involved with a specific recreation area, the usual result is more local support, use, safety, cleanliness and beauty.

7 - Provide protection and lower liability to private or corporate volunteers.
   local and County governments should supervise work of volunteer groups and individuals and give them recognition.
8 - Provide tax incentives or extend building density privileges to developers for improving areas for public use, especially along waterfront property. Careful preservation of waterfront properties is essential. The waterfront should be considered under public domain. In development by builders, access to waterfront areas for public use should be required.

9 - Find ways to promote public use of special purpose lands, such as school playgrounds, Scout camps, land around reservoirs or historic sites.

10 - Try to reduce density of use in southern parts of the County by publicizing and providing public transportation to less used recreation areas in middle and north parts of the County.

11 - Concentrate on passive to moderate activity in parks and newly acquired open space in order to lower costs of amenities and maintenance.
II. SPECIFIC SUGGESTIONS FOR WAYS OF MANAGING AND FINANCING OPEN SPACE AND RECREATION FACILITIES:

1. FORM A CENTRAL COUNTY OPEN SPACE COMMITTEE -
   - Call regular meetings of State, County and local people.
   - Provide information on what various communities are doing regarding maintenance and stewardship of open space and recreation areas.
   - List a pool of professional people that small towns and villages can turn to.
   - Act as a clearing house of information regarding environmental groups in the County, professionals, internships of students studying environment, etc.
   - Match groups that need facilities or meeting rooms with owners willing to provide or rent space.
   - Make an inventory of expensive equipment owned by various groups, so others might rent them at a lower than commercial rate.
   - Committee should have flexibility to use ex-officio members when required.
   - Recommend criteria and priorities for acquisition and maintenance throughout the County.
   - Help the County decide what properties should be bought by the County when large pieces of land up-county or small pieces in the southern part of the county come on the market.
   - Future plan should include a Computer Data Base - (which would include all open space with documentation on responsibility, type of use, connecting lands) - to be a quick cross-reference for stewardship/maintenance. NOTE: This portion of the project could be adopted by a school as part of a curriculum for students to maintain and update. A large corporation could participate with a school and Westchester County for counseling in programming and computer usage in compiling this information.
- Review government agencies to see if they could better serve the public. Thus politics might be minimized and responsibilities transferred or shared.

This committee could be under the aegis of an existing group, such as the Westchester County Recreation Society. This is an organization of recreation professionals, with a tie-in with businesses and educational institutions.

2. CROSSOVERS OF STEWARDSHIP

- Use of watershed land by the public -
  Could have walking, jogging, cycling and horse trails around the NYC watershed or around reservoirs in the County.
  Public access to open spaces could reduce dumping of refuse, old refrigerators, etc.

- County land and roads - extend roads and trails to connect recreation facilities.

- If a golf course were being sold, County could use half of the area for soccer or ball fields and develop the rest for housing.

- Public utility companies might allow non-mechanized sports people the use of power line right-of-ways to connect certain county trails.
3. DOLLAR-STRETCHING IDEAS -

- To protect a recreation area, provide house and have caretaker live on property.
- Use more volunteers and possibly hire retirees at lower salaries.
- Should encourage private volunteer or non-profit groups to help, with work and/or money, to maintain public gardens. Successful private groups should share their information and experience with others.
- Subcontract to groups with expertise in that field, instead of hiring new people or forming a new group.
- Get talented and/or famous people to help raise money, print posters, do publicity.
- Have businesses underwrite publications and give them a free ad.
- Lease out maintenance contracts - this may save fringe benefits.
- Arrange cooperative ventures between 2 groups, or between government and corporation.
- Owners of private property could make some of their land available and maintain their open space for scenic or conservation easements.
- Expand corporate sponsorship of recreation programs, such as concerts, plays, theatres, athletics and other community-oriented events. These could take place at corporate headquarters to foster a stronger bond between corporation and community. Corporations could include walking or jogging paths in the design of their properties.
- Subcontract with private sector. Make more use of existing groups. Examples of this might be:
  - Pocantico Hills with a private maintenance firm.
  - New Castle with Reader's Digest to build ball fields.
  - County with Rene Dubois Society for trail work.
  - New York State with Trails Association for maintenance.
  - Yorktown with Teatown Reservation for administration of open land.

The list could go on and on.
- Encourage more public use of corporate facilities and parks by tax incentives. Could open special facilities during non-peak hours with a special permit fee.
- Corporations or developers could be required to provide some public parkland as part of their development plan.
- Raise fees in lieu of recreation land. A present State mandate requires subdivision developers to dedicate a portion of land for park or recreation, or pay the equivalent in fee for this purpose. The existing ratio between the "payment fee" and land value is inequitable, as present land values exceed the fee structure. Therefore, fees should be raised, coupled with periodic review and adjustment as required.
- Cost of acquisition will rise because of land values and demand. These costs may be lowered through gifts of funds or land with tax breaks given to donors.
- Neighbors and volunteers are very important and more should be recruited, with needs publicized.
- Volunteers are now covered by Workmen's Compensation when working on State trail systems, or repairing lodges, etc.
- Liability, of private or corporate owners to public risk, should be limited. Liability cannot be eliminated, but could be mitigated in the interest of the greater public good.
  - Massachusetts, for example, has a law that exempts private property owners from liability if land is used for recreational purposes.
- Also limit liability of volunteers, either as individuals or as members of special interest groups. Trail workers, coaches, guides, etc. could and should be protected while working or volunteering in the public interest.
  - Indemnify volunteers. This could be included in an umbrella policy of a municipality.
- Open space with development around it preserves it as open space, and neighbors can help take care of it. Surrounding land values can be demonstrated to rise when appropriate lands are preserved and/or kept open.
- Have "Neighbor Garden Friends" to care for a specific garden.
- Have a business adopt a park.
- Could have a Joggers Committee in every large park.
- County used Center for Human Environment to take down trees in a large park, in an area that the County wanted cleared, and by agreement, the Center sold the trees.
- Boy Scouts and Girl Scouts could have a merit badge called "Park Keeper" (or similar) and volunteer time working on community park projects for this badge. - Also could have troop "Green Thumb" for parks, gardens and other community spaces.
- For land maintenance, senior citizens could work with or supervise Boy/Girl Scout groups.
- Local and county governments should supervise the work of volunteer groups and individuals and give them official recognition.
- We must be careful that park users do not create problems of air pollution from autos and campfires, water pollution, litter, soil erosion, or disturbance of wild life. Clever, humorous signs should be posted in parks to educate people about these concerns.
- More land from private to public sector can be conveyed through covenants and long term leases. We should establish mutual aid agreements with State, County and Town authorities to cope with enforcement along corridors that connect larger open spaces and cross jurisdictions.

4. POSSIBLE INCENTIVES
- Allow a developer higher density if he provides substantial recreation facilities or pays fees. For example: If a developer can build 4 units per acre, could allow him to build 6 units per acre if he pays fee into Recreation Fund, which should be used only to acquire new open space for recreation or for waterfront property.
- Cost of acquisition will rise because of land values and demand. These costs may be lowered through gifts of funds or land, with tax breaks given to donors.

- Give tax credit if developer or group maintains parkland for city use.

- Transfer of Development Rights - could be applied to a farm next to a condo development; condo developer can go higher if he buys development rights that might in future go with farm. Land within TDR districts would be taxed in the conventional manner. In the "receiving districts" taxes would be increased to reflect the higher development density only, following the purchase of the development rights. In the "sending district" the tax would be lowered to reflect the residual value of land, after purchase of the development rights. TDR can be applied to lands determined to be kept undeveloped for environmental, ecological or scenic value.

- Zoning requirements could be changed on certain land if enough recreation area were given to the city.

- Could give a small tax credit to private golf clubs if they opened their facilities twice a year to the public, perhaps for city tournaments; the pro might give some lessons to the public.

- Municipality or Land Trust can pay for right of first refusal, if and when selected property is put on the market (applies to large estate or golf club).

5. SUGGESTIONS FOR LOCALITIES - City, Town, Village -

- Require developer to provide open space, fee in lieu of recreation, access to waterfront, protection of scenic views.
- Form civic councils to plan festivals; also create Festival Parks for special events from May to October.

- More organizations, schools, local governments should get together to provide more education for environment and outdoor lore.

- Have an annual city-wide celebration to get everyone together.

- Have a Clean-up Week in the spring and fall; city government should publicize and mobilize all groups.

- Citizens need more education on taking care of open space and not littering. People should be encouraged to keep our open areas clean by taking all their own trash home with them.

- Ethnic, patriotic or service clubs and organizations could each take over a unit of a large park for long-term maintenance and repair. For example:
  - A carpenter's union for pavilion or lodge.
  - Electrical union for lighting.
  - A cement association for walks.
  - One of the service clubs for playgrounds:
    Rotary, Lions, Exchange or Kiwanis.
  - Garden club for flowers.
In exchange for their services, each of these organizations could be given 2 or 3 dates annually, at no charge, when they would have total use of the park for their own picnics, sports events, carnivals or a fund-raising activity.

- Arrange with neighboring land-locked communities to provide limited access, for their citizens, to the waterfront parks. In return, they would pay an annual fee or do substantial projects of repair and maintenance to the park.

- A community could arrange to have maintenance done by Westchester County and open the park to all County residents, for a fee.
- Study possibility of turning over total operation of the park to a private firm. They would do complete service and, presumably, make a profit from food sales, boat rentals, boutique, parking fees and auxiliary services. The City would set performance standards.

- Examine proposal of turning over the operation and maintenance of park to a not-for-profit agency. In 1985 some current agencies functioning in this capacity could be: YMCA, YWCA, Boy's Club, YMHA, YWHA, Renaissance, Wescop, Community Action, or American Youth Hostels.

- Often "costs" are associated with a special use, such as games, history, education, sport, etc. and not just open space.

- Form "Keep Our City Clean" committee.

- Adopt "Keep America Beautiful" Program.

- Encourage use of land around perimeters of reservoirs.

- Arrange for multiple use of school land.

- Communities should provide cooperation and assistance to stimulate local volunteer organizations to provide gardens and downtown amenities. For example:
  In cooperation with the city, the White Plains Beautification Foundation, a non-profit organization of volunteers, raises its own funds and provides gardens, trees, fountains, and landscaped traffic islands to beautify White Plains. The Foundation also pays a landscaping firm to maintain 9 downtown gardens for 5 months.
- State of New York is transferring control of 650,000 acres of wetlands back to towns and villages. Wetlands are breeding grounds for many species of flora and fauna, and are natural sponges that filter water, prevent flooding, help control erosion and pollution, and provide open space and recreational opportunities. They are also valuable links in freshwater food cycles and marine food production, and they moderate temperature in hot weather. Localities now must protect these sensitive areas from development.

- In planning for the future:
  . Consider solid waste disposal sites which, when filled to capacity, might be turned into a recreation area.
  . When strip-mined lands have been filled in, they could become sports fields.
  . If a prison were closed, its open space could be used by the public.

6. SUGGESTIONS FOR WESTCHESTER COUNTY -

- Continue making extensive hiking, cycling, horse trails throughout the County. Try to connect all the missing pieces. These trails could become an alternate means of public transportation and recreation activity combined.

- Try to connect nature areas, parks, sanctuaries, recreation facilities before developers use up all possible land.

- Use corridors to link existing open spaces, i.e. highway egress, rail lines, old rights of way, aqueducts, old parkways, watershed lands and public utilities. With linking, the small parcels become more important.

The following are some of the linkages recommended:

  . Open up Briarcliff-Peekskill Parkway Corridor as a multi-use trail.
. Connect Pace University with Rockefeller Trails, with horse
crossing included into cloverleaf design and with access to
Graham Hills Park.
. Provide a horse and hiker crossing where Route 9A and
Taconic meet Rt. 117, to connect trail near Saw Mill River
Parkway (Dobbs Ferry to Hawthorne Circle) with access to
Rockefeller trails, which contain many miles of the best
riding, jogging and hiking paths in the U.S.

. Make trails along the abandoned rights of way near the Saw
Mill River Parkway.

. Connect Hutchinson River trails with Greenwich trails.

. There is a Federal requirement to make provision for
trailways. Bridle trails will be restored after
improvements on Hutchinson River Parkway are completed.

- Form co-op ventures between any or all groups such as county,
town, private, special interest, etc. Swap tools, vehicles,
expertise and efforts on special projects.

- If a park is within a city but serves a region, perhaps
County should operate it.
County also can lease certain facilities to a community.

- Have an annual County fund-raiser; money would go to
maintenance and acquisition of parkland -- small urban parks
in the southern part of the County and larger tracts of land
upcounty.

- Could form larger park districts, which could be several
counties.
- County should promote the acquisition and maintenance of public access to water, such as Hudson, Long Island Sound, streams, lakes. Once lost these access areas are almost impossible to recover. We should urge the rail systems to allow different kinds of public access to corridors and Hudson River. Perhaps the Trust For Open Land could assist in this project.

- Enact laws to protect waterfront areas for public use.

- Encourage corporations to locate in areas of high unemployment and near existing transportation, instead of in large open areas. These large tracts in rural or suburban locations mean that employees have to travel long distances, where new access roads and large parking lots are required (covering acres of open land) and where traffic is increased on existing narrow streets.

- To reduce density in southern parts of County, buses could travel to certain parks on Saturdays, Sundays and holidays. Also could add large recreational areas to regular bus routes during the week. Publicize these bus schedules. Also announce recreation areas located near train stations.

- Painting a white stripe along margin of a busy County road could increase use by runners and cyclists. Adding a guard rail and widening road 3-6 feet would increase their safety.

- However, County should encourage people who are participating in their health program by jogging, running or walking to select recreational areas rather than roadways. These would be much safer and healthier.

- Plan space in large County parks for new technology, such as hang gliders to access back-country areas; also plan for future new camping vehicles and facilities.
- Arrange existing recreation areas to match demographic projections for County, such as the increasing numbers of senior citizens.

- Boy Scout and Girl Scout councils might open their campsites for public use during non-camp days; they could keep control by permits and fees.

- Municipalities need help from County and State, with technical problems, ways of creating citizen interest, financing, planning, acquisition, recreation programs.

- Could mobilize garden clubs and beautification groups to share county-wide goals and tasks.

- Encourage coalition of special interest groups, such as environmentalists. Develop "The Friends Of" a specific park, trailside museum, horse trails, hiking trails, etc. Use these special interests to expand corps of volunteers.

7. SUGGESTIONS FOR NEW YORK STATE -

- In places that overlap jurisdictions (NYC or Yonkers for example) or that serve more than local population, State should operate them as regional parks.

- Some historic sites might be combined to enlarge facilities.

- Encourage use of land around historic sites for public recreation use.

- Encourage each community to submit a Master Plan of Recreation Facilities and Programs, in case Federal funds might be available again. However, localities should not depend upon increased government funding.
- Create a network of recreation and park professionals for impartial evaluation teams and offer constructive suggestions for improvement.

- Assume more responsibility for development along the Hudson River and Long Island Sound.

- Enforce State Wetlands Act and promote preservation of these areas, which include: intertidal marshes; high marshland; coastal shoals, bars and mudflats.

8. FEDERAL GOVERNMENT

- Continue state grants, such as the Land and Water Conservation Fund, to be used for acquisition of parklands and for recreation improvements.

- These grants could also be used for planning coastal management programs. U.S. Government should take a more active role in waterfront development, and should encourage states and communities to develop, and to implement, coastal programs.

III. SUMMARY

If we can establish an ongoing Central Committee to encourage adoption of these recommendations, and if we can link up all our existing parks and recreation areas in the County, the quality of life by the year 2000 will be much improved. It is essential to have cooperative efforts -- by all levels of government in the County, by the business community and by citizens.
APPENDIX -

EXPLANATION OF CHART

In looking at this chart (see attachment), there are a series of trends that apply:

1. It would be very difficult to charge for private "scenic use" of land, but everyone expects to pay to get into a zoo or museum, so user fees really only come into play only at the upper end of the scale.

2. The more capital improvements, the higher the costs.

3. The greater the use, such as in an area of high density population, the higher the costs such as maintenance, supervision, trash collection, information, loss from vandalism, etc. Therefore, it is better to increase the amount of available space and lower the intensity of use.

4. The move from "A" to "B" is a low cost move, as land does not have to be purchased, just used differently. That is, to move from "A" to a more intensive use of existing recreation lands is less expensive than the creation of "new" lands, and we should work to increase acreage from "A" to "B" to "C". This trend holds true across the chart.

5. Concentrate on passive to moderate active uses for lower costs.

There is a continuum of increasing costs from "Scenic Overlooks" (A) thru "Intense Use" (D). The left side of the chart shows different levels of ownership (1-8), from private individual land to areas owned by the U.S. government.
### IV. APPENDIX - CHART:

<table>
<thead>
<tr>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenic Areas</td>
<td>Light or Passive Use</td>
<td>Moderate or Active Use</td>
<td>Intense Use</td>
</tr>
</tbody>
</table>

### 1. Private Individual & Corporate Properties

- Environmental:
  - Nature Conservancies
  - Wildlife Preserves, Inc.
  - Sanctuaries, such as - Westmoreland
    - Butler-Meyer
    - Preserve
  - Mianus River Gorge
  - Nature Parks
  - Teatown Reservation
  - Audubon Society

- Country Clubs, Beach and Yacht Clubs, Marinas

- Others:
  - Boy Scout & Girl Scout camping & meeting areas
  - YMCA and YWCA, YMHA and YWHA
  - Private schoolgrounds

### 2. Private Property for Special Purposes

- Environmental:
  - Nature Conservancies
  - Wildlife Preserves, Inc.
  - Sanctuaries, such as - Westmoreland
    - Butler-Meyer
    - Preserve
  - Mianus River Gorge
  - Nature Parks
  - Teatown Reservation
  - Audubon Society

- Country Clubs, Beach and Yacht Clubs, Marinas

- Others:
  - Boy Scout & Girl Scout camping & meeting areas
  - YMCA and YWCA, YMHA and YWHA
  - Private schoolgrounds

### 3. Historic and Cultural Sites

- John Jay Homestead
- Sleepy Hollow Restorations, Inc.
  - Phillips Manor
  - Sunnyside
  - Van Cortland Manor
- National Trust for Historic Preservation
- Bedford Village Historic Area

**NOTES:**

"SCENIC AREAS" include easements or overlooks for sitting, viewing, picnicking, birdwatching

"LIGHT OR PASSIVE USE" includes walking, jogging, rowboating, canoeing, camping

"MODERATE OR ACTIVE USE" includes bicycling, horseback riding, hiking, snowmobiling, motorboating, fishing, cross-country skiing

"INTENSE USE" includes zoos, museums, recreation lodges, playgrounds with recreation equipment, fully equipped camping area for recreational vehicles
4. Foundations & Authorities
- Nature Conservancy  
  (for management of property)
- W.P. Beautification Foundation
- NYC Water Authority
- Metropolitan Transportation Authority (MTA)
- Trust for Public Land (can buy land and hold it until community can buy it)
- N. Salem Open Land Foundation

5. Village, Town, City
- School Properties
- Local Parks
- Watershed Land
- Reservoirs

6. Westchester County
- County Parks
- Bronx River Parkway and Other County Roads

7. New York State
- Rockefeller State Park Preserve
- F.D.R. State Park
- Croton Aqueduct State Park
- County Parkways Now Under State D.O.T.
- Historic Places
- Scenic Overlooks
- Prisons (available if prison closed)
- State University of New York (SUNY)

8. U.S. Government
- Intertidal Zone (Marshlands and Lands Visible at Low Tide)
- Highways and Transportation Corridors
- Parks go to States by State Grants

NOTES:
"SCENIC AREAS" include easements or overlooks for sitting, viewing, picnicking, birdwatching.
"LIGHT OR PASSIVE USE" includes walking, jogging, rowboating, canoeing, camping.
"MEDIUM OR ACTIVE USE" includes bicycling, horseback riding, hiking, snowmobiling, motorboating, fishing, cross-country skiing, outdoor education.
"INTENSE USE" includes zoos, museums, recreation lodges, playgrounds with recreation equipment, fully equipped camping areas for recreation vehicles.
APPENDIX -

MAINTENANCE INFORMATION:

Saw Mill River AUDUBON SOCIETY -
Has 300 acres on 8 sites, mostly wetlands.
Spends $1,000 per year on maintenance
$32,000 for staff and environmental education
(1 salaried person).

RYE NATURE CENTER -
35 acres of urban park land
$140,000 to maintain
Recreation staff of City of Rye serves Center also
Spends $30,000 per year on grounds, including 2000 sq. ft.
interior area.

TEATOWN RESERVATION - run by a Board of Trustees (in Yorktown)
was a wholly owned subsidiary of Brooklyn Botanical Gardens, but is
now a separate, private non-profit corporation supported
by memberships, grants, fund-raising Fall Festival,
trust fund, and fees for services.
$170,000 annual budget, including $100,000 for salaries.
Also have 75 active volunteers, 100 semi-active.
400 open acres and 12 miles of hiking trails and horse trails.
Open 7 days a week with no entrance fee.

GREENBURGH NATURE CENTER -
$325,000 -- support from town and state
Each year $40,000 to $50,000 is spent for maintenance.

HASTINGS-ON-HUDSON -
Has 17 acres of park property per 1,000 population.
RECREATION SYSTEMS PLANNING

Submitted To The Open Space and Recreation Task Force of Westchester 2000

March 1985
CHARGE

Our committee of the Westchester 2000 Open Space and Recreation Task Force has been charged with developing a system for identifying future recreation/leisure time and health/fitness needs in Westchester County and periodically updating and disseminating the results. After carefully studying the issues involved, the Committee has come up with the following report and recommendations.

BACKGROUND

Determining future recreational/leisure/health-fitness needs can only be accomplished by setting up an ongoing system that will bring together all pertinent information and factors that have an effect on these needs. These needs change from time to time and are influenced by a myriad of complex indicators such as demographics, economics, and lifestyle alterations.

If we are to keep up with these changes, we must learn to forecast them accurately. In addition to the obvious benefit of current, correct data, these forecasts play a crucial role in obtaining and developing space and facilities for leisure time use. Over the years numerous surveys have been developed which analyze the services now being offered or which address what those people who use the facilities perceive as future needs. There is no one agency conducting these surveys and they are administered sporadically, at best. The results of these surveys are not widely distributed or made available to all interest groups.
RECOMMENDATIONS:

With all of these factors in mind, the Committee has developed the following plan.

Most importantly, an arrangement has been made with the Westchester County Recreation & Parks Society (WCRPS) to create an ongoing Recreation Systems Planning Task Force whose responsibility it will be to undertake this future needs study. WCRPS is an independent society made up of Recreation & Park professionals from throughout Westchester County. This organization has been in existence 46 years, and the probability of its continuing existence is excellent. By placing the responsibility with the WCRPS, we are also eliminating the possibility that other priorities in governmental entities would eliminate this Task Force or change the nature of it.

Task Force

The ongoing Recreation Systems Planning Task Force should be made up of professionals from the following disciplines:

- County and Municipal recreation agencies
- Private & Voluntary recreation agencies
- Schools and Colleges
- Businesses involved with recreational/leisure production and/or manufacturing
- Corporations/financial institutions with recreational/fitness/leisure interests for employees
- Commercial recreation facilities & services
- Special populations - elderly, handicapped, minority, etc.
Correctional facilities  
Armed Forces  
Social Service agencies  
Professional sports/entertainment/promotions People

It would be the responsibility of the Task Force to contract with an independent marketing research firm to conduct a dual phase survey of potential and actual recreational/leisure time users and opinion leaders.

Survey

The first phase of the survey would be a random sampling telephone contact with recreational/leisure users and non-users. The County would be divided into nine sub-divisions with no more than 200 samples in each sub-division. This would give a total of between 1200 & 1800 responses. The following basic information should be among the data obtained:

Recreational/leisure needs not being met with present facilities/programs

Activities participated in/not participated in during leisure time

What liked and disliked about present facilities/programs

How can present facilities be improved

What should be added/deleted

What facilities are not being used

Demographic profile of respondents users & non-users

Family vs. individual responses
The second phase of the survey would be a personal interview survey of Experts/Opinion Leaders. Again, the County divided into nine sub-divisions with approximately 12 interviewees in each division. This would give a total of 100 responses from the Experts/Opinion Leaders. This type of personal interview technique is extremely important and would give the following basic information:

Evaluation of present facilities & programs

Present and future needs

These Experts/Opinion Leaders would be taken from the disciplines mentioned above that make up the Committee.

This type of dual phase survey would be conducted concurrently and would likely require about four months time from initiation to final report. Depending upon the number of interviewees, the survey analysis and report would cost, based on an expert estimate at 1985 prices, approximately $40,000 to $55,000.

Administration

How this survey would be financed would become the responsibility of the Recreation Systems Planning Task Force. Suggestions include getting funding from Westchester County-based business and financial institutions. Since the survey directly affects Westchester County and its various branches of government, the County could also be approached as a source of funding. Additionally, various grants are available for this type of endeavor. The WCRPS should not be held responsible for funding the survey.

The full survey should be conducted at least every five years in order to keep abreast of all the issues with possible interim updates in the interim period.
Included in the fee for the research would be the final report. This information would be presented as a comprehensive, analytical document. This report would then be made available to all involved/interested agencies throughout Westchester County and surrounding areas. It could be sold to defray some of the costs.

Update Process

Finally we propose that the broad-based multi-disciplinary group that makes up the Task Force meet on a periodic basis, possibly 2-4 times every year, to provide guidance to the Fitness/Recreation/Leisure providers. "Guidance" could include the identification of developing needs and changes in the community or workplace which affect the kinds of leisure services required. "Providers" could include local and county recreational professionals as well as corporate or private sector suppliers of recreational and fitness services. From such a constituent/provider relationship, true county-wide private and public sector cooperation could begin to emerge in providing productive use of leisure time in our highly urbanized and stress-laden society.

CONCLUSION

The ability to meet the demands of recreation, leisure time use and fitness bears critically on the health and well-being of the residents of Westchester County. The proposed system, with a survey conducted at regular intervals, where the information is made available to all interested parties and periodic sessions of a representative group are held to monitor county-wide needs and service delivery, can be of great benefit to the quality of life enjoyed by the community of Westchester.