



Village of Edgemont, New York

Incorporation Feasibility Study

January 12, 2017

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January 12, 2017

Edgemont Incorporation
Committee c/o Jonathan Lewis

Dear Members of the Edgemont Incorporation Committee:

Thank you for the opportunity to review the complete Incorporation Feasibility Study that has been conducted by the Committee with input from Zions Public Finance and The Novak Consulting Group. Throughout this process, our consultants have been impressed with the thoroughness of the review conducted by the Committee and admire the commitment to your local community.

The Feasibility Study is a comprehensive review of revenues and expenditures the Village can expect to operate under should you choose to incorporate. While incorporations in New York are infrequent, the provisions in State Law allow for the orderly process to ensure continuity of local service delivery.

We have reviewed the report in its entirety and have thoroughly analyzed the expenditure assumptions contained in Chapters, 4, 5, 6, and 7. We believe the assumptions are conservative and reasonable, and should the residents of this area of the Town of Greenburgh wish to incorporate, you would be able to provide a high level of service with the existing revenues that will credit to the Village. In addition, the Committee has made reasonable assumptions about capital spending, debt issuance and affordability, and infrastructure needs to ensure the viability of the Village. Finally, the projected operating surplus would provide your future Village government with flexibility on debt repayment, community investment, and taxation levels.

Thanks for including The Novak Consulting Group in this review. Please let us know if we can be of any additional assistance as you evaluate options for local control.

Regards,

Julia D. Novak, President
The Novak Consulting Group

Chapter 1: Executive Summary

A. PURPOSE OF STUDY

This report is intended to analyze the financial aspects of the proposed incorporation of Edgemont into the Town of Greenburgh's 7th village. It seeks to answer the questions:

- *Is it financially feasible to incorporate a new Village of Edgemont?*
- *Could the Village maintain or improve upon current service levels at or about current Town of Greenburgh unincorporated area tax rates?*

The report includes data relating to Edgemont's demographics and tax base; estimates of future Edgemont revenues; cost projections for direct Village service delivery (administration, sanitation, police, public works, etc.); and a pro forma, ground-up budget that includes projected transition and upfront capital costs.

The purpose of the study is to arrive at an estimate of total revenues and expenditures and model budget by providing extensive relevant data and making all assumptions explicit, thereby allowing interested readers to adjust various numbers and assumptions to judge for themselves the reasonableness of the findings.

B. REPORT SOURCES AND CONTRIBUTORS

The report uses generally accepted financial feasibility analysis methodologies employed in similar studies of communities considering incorporation throughout the U.S. It relies on a variety of information sources including, but not limited to: the U.S. Census and other governmental statistical databases; financial statements, budgets, bond offering documents, inter-municipal agreements, tax assessment rolls, and websites of Westchester municipalities; materials provided by the Edgemont Incorporation Committee, including its website and information it obtained through conversations with Westchester municipal officials, public finance professionals, attorneys, and consultants; local government resources published by the New York State Office of the Comptroller; New York Village Laws;¹ and previously published studies and discussions of Edgemont's potential incorporation, including the 2005 Edgemont Village Exploratory Committee (EVEC) report.

The following organizations contributed to this report:

- The ***Edgemont Incorporation Committee (EIC)*** supports the incorporation of Edgemont. It is composed of a volunteer group of residents of the Edgemont Union Free School District.
- ***Zions Public Finance, Inc. (ZPFI)***, retained by the EIC, is a subsidiary of Zions Bancorporation (ZION), a bank holding company with over \$70 billion of assets and approximately 10,000

¹See <https://www.nysenate.gov/legislation/laws/VIL/A2>.

employees. ZPFI’s Municipal Consulting Group² specializes in analyses related to municipal incorporations, annexations, and other local government feasibility-related matters.

- **The Novak Consulting Group (Novak)**,³ retained by the EIC, guides local governments and nonprofit organizations on financial planning, performance management, organizational assessment and optimization, and other areas. The Novak project team assigned to this report includes 3 individuals (a former city manager, police commissioner, and city budget director). The analysis contained in Chapters 4, 5, 6 and 7 detailing expenditures for future Village departments was independently reviewed and analyzed by Novak and their recommendations were incorporated into this report.

C. KEY ASSUMPTIONS AND MAJOR FINDINGS

This report assumes that the future Village of Edgemont:

- Incorporates in 2017 and takes full responsibility for Village operations on June 1, 2018;
- Imposes a property tax rate consistent with the estimated 2017 Town of Greenburgh rate;
- Increases the property tax levy by 1% in 2019 and annually thereafter;
- Hires a professional manager to run the village;
- Initially, rents space for its village hall;
- Utilizes private sanitation services via contract;
- Establishes its own public works and police departments (and issues debt to fund the associated start-up costs to do so); and
- Incurs 3% annual increases in labor-related expenditures.

Based on these assumptions, the report finds that projected operating revenues exceed projected operating expenditures, allowing for an appropriate amortization of debt and the accumulation of surplus reserves which could be used for tax stabilization, capital projects/community investment, debt retirement, service enhancements, or some combination thereof. The summary pro forma budget is in Table 1.

Table 1: Pro Forma Budget Summary, Village of Edgemont (\$ 000)

Revenues	Year 1/2018	Year 2/2019	Year 3/2020	Year 4/2021	Year 5/2022
Property Tax Revenues	\$14,559	\$14,705	\$14,852	\$15,001	\$15,151
Other Revenues	\$1,985	\$1,985	\$1,985	\$1,985	\$1,985
Total Revenues	\$16,544	\$16,690	\$16,837	\$16,985	\$17,135

Expenditures	Year 1/2018	Year 2/2019	Year 3/2020	Year 4/2021	Year 5/2022
Transition period costs	\$1,671	\$0	\$0	\$0	\$0
Administration	\$1,841	\$1,812	\$1,784	\$1,807	\$1,755
Sanitation	\$900	\$927	\$955	\$983	\$1,013

²See <https://www.zionspf.com/services/municipalConsulting.php>.

³See <http://thenovakconsultinggroup.com>.

Table 1: Pro Forma Budget Summary, Village of Edgemont (\$ 000)

DPW/Highway	\$2,008	\$2,042	\$2,078	\$2,115	\$2,152
Police	\$5,281	\$5,231	\$5,382	\$5,538	\$5,698
Library	\$949	\$978	\$1,007	\$1,037	\$1,069
Edgemont Rec, Greenburgh Nature Center	\$203	\$209	\$215	\$222	\$228
Road Resurfacing	\$400	\$400	\$400	\$400	\$400
Village Share of Town Debt Service	\$1,972	\$1,756	\$1,577	\$1,416	\$1,315
Village Debt Service	\$844	\$1,082	\$1,112	\$1,141	\$1,169
Total Expenditures	\$16,069	\$14,438	\$14,511	\$14,659	\$14,800
Net Operating Surplus	\$474	\$2,252	\$2,325	\$2,326	\$2,335

Therefore, this report finds that the Village of Edgemont is financially feasible and could assume the responsibilities of an independent village without raising any additional revenue. It should be noted that this report does not constitute a plan of governance and does not bind a future Village government to the report's assumptions.

Chapter 2: Background Information

A. LOCATION AND GEOGRAPHY

The established, recognized community of Edgemont is an unincorporated neighborhood of the Town of Greenburgh that is primarily known for its school district. It is situated in southern Westchester County, 20 miles from Grand Central Station in New York City, contains a land area of 2.6 square miles, and has a population of approximately 7,500. Edgemont is bordered on the east by the Bronx River/Village of Scarsdale), the west by Sprain Brook Parkway, the south by the City of Yonkers, and the north by the Hartsdale section of unincorporated Greenburgh. Edgemont residents have either a Scarsdale or Hartsdale postal code.

The borders of the proposed Village of Edgemont would be coterminous with those of the Greenville Fire District and fully encompass those of the entire Edgemont Union Free School District.

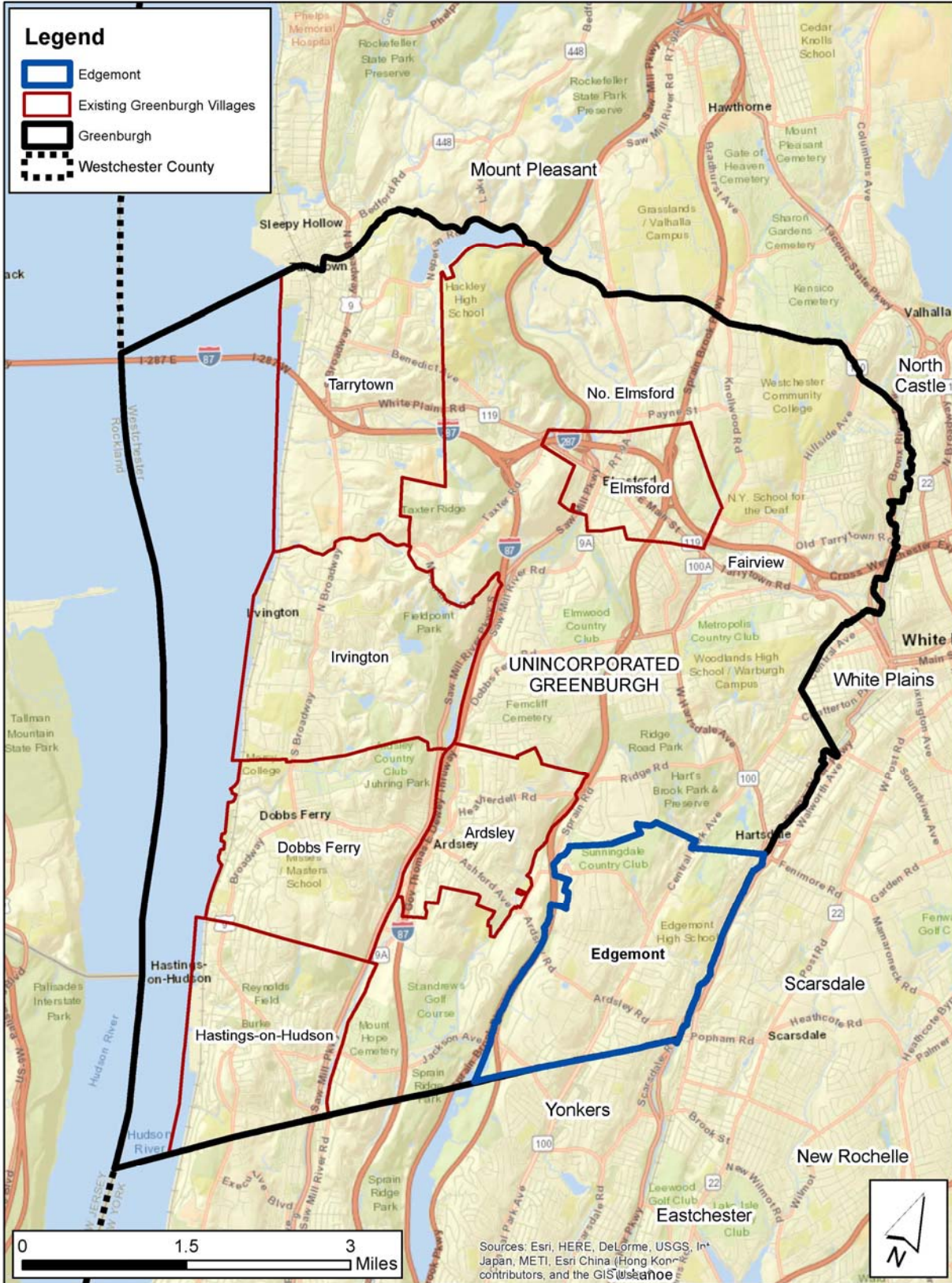
B. GOVERNANCE

Residents of Edgemont are currently governed by the Town of Greenburgh Supervisor and 4-member Town Council (together, the “Town Board”), each elected Town-wide on an at-large basis. The Supervisor—the presiding officer of the Town Board and Chief Executive Officer of the Town—is elected every 2 years. Town Council members serve 4-year terms. The Supervisor and Town Council members each may serve an unlimited number of terms.

Edgemont’s civic associations and an umbrella organization (all of which are voluntary) are active in local matters relating to zoning, planning, budgeting, traffic, school, and fire; however, these organizations have no formal authority or role within the Town.

Incorporated villages in New York self-govern and elect their own Mayor and Board of Trustees, who in turn typically hire professional managers to run day-to-day operations.⁴ Villages are engaged in all aspects of local civic governance, including providing or procuring services; deciding service levels and how much to tax; implementing long-term and short term budget, capital, and land-use planning policies; making decisions on zoning matters; and promoting the character and identity of their communities. Currently, Greenburgh provides these functions for Edgemont. Were Edgemont to become a village, it would take on these responsibilities itself.

⁴The cost of establishing the Village of Edgemont government administrative function is discussed in Chapter 4.



C. DEMOGRAPHICS

Population. The Town of Greenburgh encompasses 31 square miles and has a 2010 population of 88,400. It includes 6 incorporated villages, 10 independent school districts, and 3 independent fire districts (including the Greenville Fire District, which serves the Edgemont community). About half of the Town’s population resides in the incorporated villages, while the remaining half resides in the unincorporated neighborhoods of Edgemont, Hartsdale, Fairview, East Irvington, South Ardsley, and North Elmsford, among others.

If Edgemont were to incorporate, it would become the 4th-largest of Greenburgh’s villages in terms of population. Edgemont currently represents 8.6% of the Town-wide population and 17.6% of the population of the unincorporated area.

TABLE 2: POPULATION OF GREENBURGH VILLAGES, UNINCORPORATED AREA, AND EDMONT AREA

Greenburgh and Villages	Population	Rank	% of	% of
			Entire Town	TOV* Area
Ardsley	4,452	7	5.0%	-
Dobbs Ferry	10,875	2	12.3%	-
Elmsford	4,664	6	5.3%	-
Hastings	7,849	3	8.9%	-
Irvington	6,420	5	7.3%	-
Tarrytown	11,277	1	12.8%	-
Villages Population Total	45,537		51.5%	-
Unincorporated (TOV) Area				
Edgemont	7,565	4	8.6%	17.6%
Rest of Unincorporated	35,298		39.9%	82.4%
Unincorporated (TOV) Area Total	42,863		48.5%	100.0%
Total Unincorporated and Villages	88,400		100.0%	-

*TOV = Town Outside Villages / Unincorporated Area

There are 23 existing villages in Westchester County. Briarcliff Manor, with a population of 7,867, is currently the median-sized village. Edgemont would have a comparable population at 7,565.⁵

TABLE 3: POPULATION AND LAND AREA OF WESTCHESTER VILLAGES AND EDMONT AREA

Village	2010 Population	Square Miles	Town
Buchanan	2,230	1.4	Cortlandt
Ardsley	4,452	1.3	Greenburgh
Elmsford	4,664	1.1	Greenburgh
Pelham Manor	5,486	1.3	Pelham
Larchmont	5,864	1.1	Mamaroneck
Bronxville	6,323	1.0	Eastchester
Irvington	6,420	4.0	Greenburgh

⁵ U.S. Census for Greenville Census-Designated Place, 2010

TABLE 3: POPULATION AND LAND AREA OF WESTCHESTER VILLAGES AND EDMONT AREA

Tuckahoe	6,486	0.6	Eastchester
Pelham	6,910	0.8	Pelham
Pleasantville	7,019	1.8	Mt. Pleasant
Edgemont	7,565	2.6	Greenburgh
Hastings-on-Hudson	7,849	2.0	Greenburgh
Briarcliff Manor	7,867	6.0	Mt. Pleasant/Ossining
Croton-on-Hudson	8,070	4.6	Cortlandt
Rye Brook	9,347	3.4	Rye
Sleepy Hollow	9,870	2.2	Mt. Pleasant
Dobbs Ferry	10,875	2.4	Greenburgh
Mount Kisco (Town/Village)	10,877	3.0	Mount Kisco
Tarrytown	11,277	2.9	Greenburgh
Scarsdale (Town/Village)	17,166	6.7	Scarsdale
Mamaroneck	18,929	3.2	Mamaroneck/Rye
Ossining	25,060	3.1	Ossining
Harrison (Town/Village)	27,472	16.8	Harrison
Port Chester	28,967	2.3	Rye

Income and Education. Background demographic information for the Edgemont community is presented in Table 4.

TABLE 4: DEMOGRAPHIC CHARACTERISTICS, GREENBURGH VILLAGES AND EDMONT AREA

Village	Median Household Income	Median Home Value	% w BA Degree, 25+	% Nonwhite Population
Ardsley	\$141,447	\$616,600	68.6%	22.1%
Dobbs Ferry	\$116,671	\$582,900	58.0%	21.4%
Edgemont⁶	\$200,952	\$848,300	78.9%	26.7%
Elmsford	\$83,995	\$388,700	32.9%	50.8%
Hastings	\$124,276	\$648,400	68.8%	14.8%
Irvington	\$138,051	\$633,900	70.1%	12.9%
Tarrytown	\$102,750	\$538,499	57.1%	25.3%

Tax Base Composition.⁷ Edgemont is largely a residential community with a wide variety of housing options and a commercial corridor on Central Avenue. Edgemont’s tax base, expressed in terms of taxable assessed value,⁸ is 80% residential (consisting of 73.9% in the form of single-family units and 6.1% as multifamily units/condominiums). The remaining 20% is commercial property (including retail stores and office buildings, 15.2%) and utilities and vacant property (4.8%).

⁶U.S. Census for Edgemont UFSD 2010.

⁷Source: Greenburgh 2014 Tax Roll Data for Edgemont as analyzed and presented in the Greenburgh Comprehensive Plan, Appendix H.

⁸ Taxable assessed valuation, or TAV, is property valuation for tax assessment purposes.

TABLE 5: TAXABLE ASSESSED VALUE BY USE, EDMONT

Category	% of Total
Single-Family Units	73.9%
Multifamily Units/Condos	6.1%
Commercial	15.2%
Utility/Vacant	4.8%
TOTAL	100.0%

Multi-family units represent almost one-third of the total housing stock.

TABLE 6: RESIDENTIAL UNITS BY TYPE, EDMONT

Residential Units	# of Units	% of Total Units
Single-Family Units	1,893	68.0%
Multifamily Units/Condos	891	32.0%
TOTAL	2,784	100.0%

D. EDMONT-GREENBURGH SUMMARY OF KEY RATIOS

The following ratios summarize Edgemont’s share of unincorporated Greenburgh in several key metrics.

- **Population.** Edgemont’s estimated population of 7,565 represents **17.6%** of Greenburgh’s unincorporated area total population of 42,863.
- **Land Area.** Edgemont’s land area is estimated at 2.6 square miles compared to the total Greenburgh unincorporated area of 17.1 square miles (**15.2%**).
- **Households.** Based upon Greenburgh 2014 tax roll information, the number of households in Edgemont is 2,784. The Greenburgh TOV area number of households is 17,276 per Census data. Therefore, Edgemont’s household share is **16.1%**.
- **Taxable Assessed Valuation (TAV).** The Town of Greenburgh Assessor’s Office is responsible for property valuations Town-wide for the purpose of property taxation for the Town, Westchester County, and school districts. Through 2016, the Town assessed all property as a percentage of estimated market value. (The percentage, known as the “equalization rate”, was 3.09% in 2016.)

Since Town TAV was established at 3.09% of estimated market value, the formula for converting TAV to estimated market value was:

$$TAV / 3.09\% = \text{estimated market value}$$

The 2016 TAV of property within the Edgemont School District was \$69,352,682. Therefore, the estimated market value of taxable Edgemont properties for 2016 was:

$$\$69,352,682 / 3.09\% = \$2,244,423,366$$

The 2016 TAV of all property in the unincorporated area of Greenburgh was \$289,651,773. Therefore, the estimated market value of unincorporated Greenburgh properties for 2016 was:

$$\$289,651,773 / 3.09\% = \$9,373,843,786$$

Edgemont's 2016 share of unincorporated TAV was:

$$\$2,244,423,366 / \$9,373,843,786 = 23.9\%$$

Effective with 2017 tax levies, Town property assessments are based upon 100% of market value. For 2017, the total assessment in the Edgemont School District will be \$2,582,968,238,⁹ which accounts for **26.0%** of the Town of Greenburgh's unincorporated TAV of \$9,924,439,991.¹⁰

- **Lane Miles.** Incorporation feasibility studies commonly utilize share of road miles for purposes of estimating public works expenditures for a newly incorporated community. According to the EIC, the Town Supervisor publicly wrote on August 25, 2016 that roadways within the Edgemont Union Free School District account for approximately **19.9%** of all State, County and Town roadways within the Town of Greenburgh and approximately **22.6%** of all roadways owned and operated by the Town.¹¹
- **Operating and Capital Budgets.** According to the EIC, detailed information regarding Town of Greenburgh operating and capital spending within Edgemont is not available. The Town Supervisor wrote on August 25, 2016 that, within the past 6 years, Greenburgh has undertaken 4 roadway resurfacing contracts for a total of \$10,496,852.47, of which 20.35% (\$2,136,144.97) of work took place within the limits of the Edgemont School District.
- **Facility Usage and Service Data.** According to the EIC, information regarding Edgemont's proportional use of Greenburgh's recreational and cultural facilities (e.g. Anthony F. Veteran pool, Theodore D. Young Center, Greenburgh Library, and Greenburgh Nature Center) is not publicly available. The Greenburgh Police Department does not specifically publish crime-related statistics for Edgemont because it is part of a larger patrol sector (e.g. number of incidents, level of severity).

E. "A" BUDGET vs. "B" BUDGET SERVICES

Municipal budgets, in both towns and villages, are set and approved by the local governing body (consisting of elected residents); they are not voted on by residents.

⁹See Town of Greenburgh 2016 Final Tax Roll, p. 5,984.

¹⁰Post-reassessment figure provided verbally on December 21, 2016 to the EIC by Edye McCarthy, Town of Greenburgh Assessor.

¹¹See Appendix C.

The Town of Greenburgh maintains 2 budgets for general municipal services. The Town-wide, or “A” budget, with about \$20.6 million of appropriations in 2017 (44% from property taxes), funds services provided to the entire Town, including to the 6 existing incorporated villages. The “B” budget funds services that are provided to the unincorporated area only.

If Edgemont were to incorporate as Greenburgh’s 7th village, Edgemont residents would continue to pay taxes to the Town and in turn receive “A” budget services. The “A” budget tax represents about 1.5% of the overall Edgemont property tax bill.

Table 7: Town of Greenburgh 2017 "A" Budget (\$ 000)

"A" Budget	Revenues	% of Total
Town-Wide Property Taxes	\$9,086	44.0%
Other Funding Sources	\$11,555	56.0%
	\$20,641	100.0%

"A" Budget	Expenditures	% of Total
Administration (Board, Supervisor)	\$3,145	15.2%
Town Justices	\$1,495	7.2%
Town Attorney	\$1,289	6.2%
Tax Collection and Assessment	\$1,160	5.6%
Advanced Life Support ¹²	\$1,297	6.3%
Employee Benefits	\$4,365	21.1%
Debt Service ¹³	\$1,811	8.8%
Other	\$6,080	29.5%
Total	\$20,641	100.0%

Greenburgh’s unincorporated area “B” budget appropriations are \$78.5 million for 2017 (71% from property taxes). Only the unincorporated area pays “B” budget taxes for which residents receive the municipal services (excluding fire)¹⁴ listed in Table 8 and discussed in the Expenditures section of this report. As an incorporated village, like Greenburgh’s existing 6 villages, Edgemont would receive the property taxes it currently pays to the Town for “B” services, and would in turn be required to provide the associated services on its own, either directly or through contracts or shared service arrangements. The “B” budget tax represents about 16% of the overall Edgemont property tax bill.

¹²Includes salaries for a Paramedic Supervisor and 10 Paramedic employees; see Town of Greenburgh 2017 Positions by Department, page 3.

¹³Includes debt service on Town-wide bonds issued for ambulances and other advanced life support equipment; see Town of Greenburgh Adopted 2017 Budget, Exhibit E, Statement of Indebtedness.

¹⁴Fire protection within the Greenburgh villages is provided by volunteer fire companies, which receive minimal support from village budgets. In Edgemont, fire protection is provided by the Greenville Fire District and taxed separately from the Town of Greenburgh. The Greenville Fire District would become a department of the Village if Edgemont were to incorporate.

Table 8: Town of Greenburgh 2017 "B" Budget (\$ 000)

"B" Budget	Revenues	% of Total
Unincorporated Area Property Taxes	\$55,941	71.2%
Other Funding Sources	\$22,589	28.8%
	\$78,530	100.0%

"B" Budget	Expenditures	% of Total
Public Works Administration	\$1,313	1.7%
Other General Government Support	\$4,723	6.0%
Police	\$19,326	24.6%
Building, Zoning and Planning	\$1,750	2.2%
Highway	\$8,073	10.3%
Sanitation	\$5,048	6.4%
Recreation Administration	\$1,952	2.5%
TDY Community Center	\$2,999	3.8%
Parks Maintenance	\$1,622	2.1%
Library	\$3,652	4.7%
Employee Benefits	\$17,192	21.9%
Debt Service	\$8,651	11.0%
Other	\$2,228	2.8%
Total	\$78,530	100.0%

REVENUES

Chapter 3: Sources of Revenue

To estimate future potential Village of Edgemont revenues, this report examines and quantifies legally available revenue sources that would be available to the incorporated Village of Edgemont under New York laws. They are:

- Property taxes
- Sales taxes
- Mortgage recording taxes
- Utility taxes
- Franchise fees
- State aid
- Building permits
- Other miscellaneous revenues

While other revenue sources are possible, such as various charges for services or fines and forfeitures that may be imposed in the future, this report analyzes the above core revenue sources.

A. COMPARABLE (PEER) VILLAGES

To forecast revenues, extensive data from the Westchester villages in Table 9 below is used for comparison and analytical purposes.

The group includes 5 of the 6 existing Greenburgh villages: Ardsley, Dobbs Ferry, Hastings, Irvington, and Tarrytown. Elmsford was excluded due to the absence of readily available comparable data. The group additionally includes 5 villages within 10 miles of Edgemont that have populations of 6,000 to 8,000: Briarcliff, Bronxville, Pelham, Pleasantville, and Tuckahoe. Lastly, the study includes Rye Brook (population 9,347) because it is the most recently incorporated village in Westchester County (1982) and has similar demographics to Edgemont’s.

TABLE 9: 2000 TO 2010 POPULATION GROWTH, PEER VILLAGES¹⁵

	2000	2010	Change 2000-2010	AAGR ¹⁶ 2000-2010
<i>Ardsley</i>	4,269	4,452	183	0.42%
Briarcliff Manor	7,696	7,867	171	0.22%
Bronxville	6,543	6,323	-220	-0.34%
<i>Dobbs Ferry</i>	10,622	10,875	253	0.24%
<i>Hastings</i>	7,648	7,849	201	0.26%
<i>Irvington</i>	6,631	6,420	-211	-0.32%
Pelham Village	6,400	6,910	510	0.77%
Pleasantville	7,172	7,019	-153	-0.22%
Rye Brook	8,602	9,347	745	0.83%
<i>Tarrytown</i>	11,090	11,277	187	0.17%
Tuckahoe	6,211	6,486	275	0.43%
Average				0.22%

¹⁵Villages within the Town of Greenburgh are italicized throughout the Revenues section of the report.

¹⁶Average annual growth rate.

B. PROPERTY TAX REVENUES

Property tax revenues formerly paid to the Town “B” budget would be the Village of Edgemont’s single largest source of revenue. They are a relatively stable source of revenue when compared to other revenue sources that may fluctuate with economic cycles.

Full Market Property Value Per Capita. Moody’s Investors Service notes that “full value per capita...shows property tax wealth. The amount of taxable real estate per person indicates the relative capacity of the tax base to pay property taxes and fund the issuer’s spending needs.”¹⁷ In its July 6, 2016 report on the Edgemont School District, Moody’s noted that its high “Aa2” bond rating reflects a “large and affluent tax base” with an “above average” full value per capita.

Villages with lower per capita valuations must impose higher tax rates to support the same level of expenditures and services. Edgemont’s *pre-reassessment* property value per capita, at nearly \$300,000, is almost 30% above the peer group average and substantially above the U.S. cities median of \$85,195 as reported by Moody’s.

TABLE 10: PROPERTY VALUES PER CAPITA, PEER VILLAGES

Village	Property Value (\$000)	2010 Population	Property Value Per Capita
Ardsley	\$974,660	4,452	\$218,926
Briarcliff	\$1,903,139	7,867	\$241,914
Bronxville	\$3,055,091	6,323	\$483,171
Dobbs Ferry	\$1,663,559	10,875	\$152,971
Edgemont	\$2,244,423	7,565	\$296,685
Hastings	\$1,388,281	7,849	\$176,874
Irvington	\$1,481,391	6,420	\$230,746
Pelham	\$1,295,774	6,910	\$187,522
Pleasantville	\$1,195,730	7,019	\$170,356
Rye Brook	\$2,797,349	9,347	\$299,278
Tarrytown	\$1,600,355	11,277	\$141,913
Tuckahoe	\$983,806	6,486	\$151,681
Average			\$229,336

Allocation of Property Taxes. Table 11 shows the approximate breakdown of the typical Edgemont property tax bill.¹⁸

TABLE 11: APPROXIMATE EDMONT PROPERTY TAX BILL¹⁹

Taxing Unit	% of Tax Bill	Approximate Taxes
Edgemont Union Free School District	60.0%	\$18,360
Westchester County	9.0%	\$2,754
Water, Sewer, and Refuse Districts	2.5%	\$765
Greenville Fire District	11.0%	\$3,366
Town of Greenburgh – Town-wide (“A” Budget)	1.5%	\$459
Town of Greenburgh – Unincorporated Area (“B” Budget)	16.0%	\$4,896
TOTAL	100.0%	\$30,600

¹⁷Moody’s Investors Service, July 24, 2014 special comment on general obligation bond rating methodology.

¹⁸Estimated based upon \$848,300 assessment (U.S. Census median value for Greenville Census-Designated Place).

¹⁹ Pre-reassessment.

Village Property Tax Revenue Estimates. Only the Town unincorporated area “B” tax (which would become the Village tax), representing 16% of the tax bill, is directly relevant to Edgemont’s incorporation. The other 84% is paid to separate legal entities, including the Town, for specific services.²⁰

Incorporation Impact on School District. Incorporation would have no impact on the operation, control, population, or physical borders of the Edgemont Union Free School District, which by law operates independently of any municipality and accounts for approximately 60% of the tax bill.

Upon incorporation, Edgemont residents would no longer pay the unincorporated area “B” tax; rather, those funds would be paid to the Village of Edgemont for local municipal services (i.e., police, public works, sanitation, etc.) regardless of whether those services are provided directly by the Village or through contracts with other municipalities or private parties. However, Village residents would continue to pay the “A” budget tax for Town-wide services²¹ including assessment and property tax billing and collection.

Property tax revenues are determined by multiplying the tax rate by the taxable assessed valuation (TAV) and dividing by \$1,000.

$$(tax\ rate\ \times\ TAV\ / \$1,000) = property\ tax\ revenues$$

The Town’s 15-year history of “B” budget tax rates is as follows.

TABLE 12: GREENBURGH TAX RATES, UNINCORPORATED AREA

Year	Greenburgh "B" Budget Tax Rate	% Change
2002	\$94.3711	-
2003	\$99.1409	5.1%
2004	\$106.0264	6.9%
2005	\$113.0191	6.6%
2006	\$113.0987	0.1%
2007	\$114.5210	1.3%
2008	\$141.9502	24.0%
2009	\$152.3851	7.4%
2010	\$160.1247	5.1%
2011	\$160.8392	0.4%
2012	\$165.5977	3.0%
2013	\$171.7205	3.7%
2014	\$179.3152	4.4%
2015	\$183.6676	2.4%

²⁰Including the Greenville Fire District. See <https://www.nysenate.gov/legislation/laws/VIL/2-254>; upon village incorporation, a fire district located wholly within a village’s borders ceases to exist as a separate municipal entity following an interim period of no more than 18 months. It would become a village department at that time and its annual budget (approximately \$9 million for 2017, currently taxed separately from the Town) would be subject to the review and approval by the Village’s governing body and included in the Village budget.

²¹See Appendix A for additional information on services funded outside of the Town “B” budget.

TABLE 12: GREENBURGH TAX RATES, UNINCORPORATED AREA

Year	Greenburgh "B" Budget Tax Rate	% Change
2016	\$188.3100	2.5%
2017	\$193.1324	2.6%
15-YEAR AAGR, 2002-2017		4.9%
5-YEAR AAGR, 2012-2017		3.1%

The Town’s FY17 Adopted Budget provides for a tax rate of \$193.13237 for the unincorporated area, a 2.6% increase over 2016, based upon a *pre-reassessment* TAV of \$289,651,773. Therefore, the Town’s 2017 tax revenues are computed as:

$$(\$193.13237 \times \$289,651,773) / \$1,000 = \$55,941,132$$

The Town of Greenburgh recently completed a Town-wide property reassessment to reflect current market values. The reassessment does not affect the Town’s total tax levy, but rather the allocation of the levy across all taxable parcels. The results will be effective for 2017 tax bills (which will be mailed in March 2017). Per EIC research, the post-reassessment TAV for the unincorporated area is \$9,924,439,991.²² Therefore, the adjusted Town 2017 tax rate is estimated at:

$$(Town\ tax\ levy / Town\ TAV) \times \$1,000 = reassessment-adjusted, estimated\ Town\ 2017\ tax\ rate$$

$$(\$55,941,132 / \$9,924,439,991) \times \$1,000 = \$5.6367$$

The *post-reassessment* TAV for the Edgemont UFSD is \$2,582,968,238 per the Town’s 2016 Final Tax Roll. Therefore, the projected amount of property taxes that would be generated from Edgemont’s tax base using the Town’s estimated 2017 tax rate is:

$$(Adjusted\ Town\ tax\ rate \times Edgemont\ UFSD\ TAV) / \$1,000 = est.\ Village\ property\ tax\ revenues$$

$$(\$5.6367 \times \$2,582,968,238) / \$1,000 = \$14,559,428$$

The pro forma Village of Edgemont year 1 (2018) property tax revenue assumption is \$14,559,428, which is unchanged from the Town’s 2017 estimated tax rate. In 2019 and subsequent years, a 1% increase in the tax levy is assumed, resulting in the 5-year revenue projection shown in Table 13.

TABLE 13: ESTIMATED PROPERTY TAX REVENUES, VILLAGE OF EDMONT

	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23
Property Tax Revenues	\$14,559,428	\$14,705,022	\$14,852,072	\$15,000,593	\$15,150,599

Comparison to Peer Villages. Actual and budgeted property tax revenues for the peer villages range between \$7.8 million and \$15.4 million for recent fiscal years, placing Edgemont at the high

²²Figure provided verbally on December 21, 2016 to the EIC by Edye McCarthy, Town of Greenburgh Assessor.

end of the range. Table 12 also shows village property tax revenues increasing between 2014 and 2017 at average annual rates ranging from 1.3% to 3.7%. The average annual growth rate is 2.2%.

TABLE 14: HISTORICAL PROPERTY TAX REVENUES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	AAGR 2014-17
Ardsley	4,452	\$9,198,555	\$9,225,830	\$9,474,086	\$9,723,969	1.9%
Briarcliff	7,867	\$10,152,555	\$10,414,825	\$10,644,773	\$10,738,585	1.9%
Bronxville	6,323	\$8,374,317	\$8,620,859	\$8,911,611	\$9,348,836	3.7%
Dobbs Ferry	10,875	\$10,862,244	\$11,254,762	\$11,545,064	\$11,768,188	2.7%
Hastings	7,849	\$10,140,812	\$10,240,376	\$10,398,768	\$10,575,513	1.4%
Irvington	6,420	\$12,844,968	\$13,093,136	\$13,500,495	\$13,674,475	2.1%
Pelham	6,910	\$10,262,898	\$10,452,580	\$10,586,280	\$10,627,080	1.2%
Pleasantville	7,019	\$9,708,283	\$10,076,206	\$10,348,193	\$10,401,530	2.3%
Rye Brook	9,347	\$13,442,341	\$13,987,981	\$14,534,433	\$14,771,392	3.2%
Tarrytown	11,277	\$14,815,000	\$15,262,000	\$15,161,000	\$15,409,000	1.3%
Tuckahoe	6,486	\$7,208,732	\$7,254,837	\$7,641,763	\$7,785,807	2.6%
Average						2.2%

C. SALES TAX REVENUES

In Westchester County, villages receive a portion of sales taxes collected within Westchester County based upon population, not point of sale. Westchester County has a sales tax rate of 3% and currently distributes sales tax revenues as follows:²³

First 1.50%:

100.00% - County retains

Additional 1.00%:

33.33% - County retains

50.00% - Towns, villages, and the cities of Rye and Peekskill based on population

16.67% - School districts based on population within the County

Additional 0.50%:

70.00% - County retains

20.00% - Towns, villages, and the cities of Rye and Peekskill based on population

10.00% - School districts based on population within the County

All of the peer villages are in Westchester County and are therefore subject to the same distribution formula. Some small discrepancies in per capita revenues between towns and villages are evident due to rounded budget numbers (budget estimates), as well as population figures that vary from

²³See <https://osc.state.ny.us/localgov/pubs/research/salestax2015.pdf>.

year to year. However, figures are reliably within a tight range. The average annual per capita sales revenue is \$143.57 and the 2013-16 average annual growth rate is 0.3%.

TABLE 15: SALES TAX REVENUE DATA, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Budgeted 2016-17	Per Capita 2016-17	AAGR
Ardsley	4,452	\$638,715	\$640,000	\$143.76	0.1%
Briarcliff	7,867	\$1,128,656	\$1,163,000	\$147.83	1.0%
Bronxville	6,323	\$907,144	\$885,000	\$139.97	-0.8%
Dobbs Ferry	10,875	\$1,540,304	\$1,500,000	\$137.93	-0.9%
Hastings	7,849	\$1,126,074	\$1,141,509	\$145.43	0.5%
Irvington	6,420	\$911,907	\$920,000	\$143.30	0.3%
Pelham	6,910	\$976,816	\$1,000,000	\$144.72	0.8%
Pleasantville	7,019	\$1,006,997	\$1,000,000	\$142.47	-0.2%
Rye Brook	9,347	\$1,340,988	\$1,340,000	\$143.36	0.0%
Tarrytown	11,277	\$1,516,388	\$1,637,500	\$145.21	2.6%
Tuckahoe	6,486	\$930,528	\$942,477	\$145.31	0.4%
Average				\$143.57	0.3%

Actual sales tax revenues for the Town of Greenburgh are reported for the years 2013 to 2015. Between 2013 and 2015, sales tax revenues grew at an average annual rate of 0.89%.

TABLE 16: TOWN OF GREENBURGH (UNINCORPORATED) HISTORICAL SALES TAX REVENUES, 2013-2015

	2013	2014	2015	3-Year Average
Sales Tax	\$6,066,899	\$6,262,420	\$6,175,340	\$6,168,220
Per Capita (TOV Population 42,603)	\$142.41	\$146.99	\$144.95	\$144.78

Current Edgemont sales tax revenues would be \$1,090,722 based on a distribution of \$144.18 per capita, the midpoint between the independently calculated village average and Town per capita figures. Projections assume no growth for the projected five-year period.²⁴ As previously noted, sales tax distributions to villages are by formula and unrelated to actual sales activity within the jurisdictions.

TABLE 17: PROJECTED SALES TAX REVENUES, VILLAGE OF EDMONT

	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23
Sales Tax Revenues	\$1,090,722	\$1,090,722	\$1,090,722	\$1,090,722	\$1,090,722

D. MORTGAGE TAX REVENUES

If Edgemont were to incorporate, it would be entitled to a distribution of a portion of the mortgage tax revenues received by the Town of Greenburgh. Mortgage tax revenues are distributed to

²⁴Village sales taxes may also be estimated using Edgemont UFSD’s distributions from the County of \$392,635 in the fiscal year ended June 30, 2016. The ratio of village to school district collections is 277%; \$392,635 x 277% = \$1,087,599.

villages based on the ratio of village TAV to twice the TAV of the entire Town.²⁵ Using this formula and 2016 (pre-reassessment) figures, Edgemont would currently receive 6.36% of Town mortgage tax revenues.

TABLE 18: PROJECTED MORTGAGE TAX REVENUES, EDGEMONT VILLAGE

Description	Amount
Edgemont TAV	\$69,352,682
Greenburgh Town-wide TAV	\$545,086,505
Distribution Ratio = Edgemont TAV / (2 x Town-wide TAV)	6.36%
Total Mortgage Taxes to be Distributed	\$4,100,000
Edgemont Estimated Distribution	\$260,826

A projection of future revenues is shown in the table below and assumes no effect from the reassessment-driven increase TAV previously discussed in this report.

TABLE 19: PROJECTED MORTGAGE RECORDING TAX REVENUES, EDGEMONT VILLAGE

	Year 1	Year 2	Year 3	Year 4	Year 5
	2018-19	2019-20	2020-21	2021-22	2022-23
Mortgage Tax Revenues	\$260,826	\$260,826	\$260,826	\$260,826	\$260,826

Given the inherent volatility of mortgage recording tax revenues, no growth is assumed over the initial **\$260,826**.

E. UTILITY TAX REVENUES

Villages may impose gross receipts taxes on utilities.²⁶ Based on the distribution to other communities of similar size, the average per capita revenue is \$20.61. However, there is a significant range of per capita distributions, extending from a low of \$14.46 per capita in Pleasantville to \$28.47 per capita in Bronxville.

TABLE 20: UTILITY TAX REVENUES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	Per Capita 2016-17	AAGR
<i>Ardsey</i>	4,452	\$127,229	\$95,037	\$101,000	\$102,000	\$22.91	-7.1%
<i>Briarcliff</i>	7,867	\$168,593	\$178,712	\$170,685	\$180,750	\$22.98	2.3%
<i>Bronxville</i>	6,323	\$360,949	\$379,641	\$180,000	\$180,000	\$28.47	-20.7%
<i>Dobbs Ferry</i>	10,875	\$216,802	\$224,605	\$200,000	\$200,000	\$18.39	-2.7%
<i>Hastings</i>	7,849	\$188,180	\$156,698	\$142,378	\$150,000	\$19.11	-7.3%
<i>Irvington</i>	6,420	\$135,179	\$110,693	\$115,000	\$115,000	\$17.91	-5.2%
<i>Pelham</i>	6,910	\$133,335	\$113,906	\$133,524	\$130,000	\$18.81	-0.8%
<i>Pleasantville</i>	7,019	\$130,135	\$104,044	\$142,500	\$101,500	\$14.46	-7.9%
<i>Rye Brook</i>	9,347	\$190,641	\$265,720	\$250,000	\$250,000	\$26.75	9.5%

²⁵See <https://www.nysenate.gov/legislation/laws/TAX/261>.
²⁶See <https://www.nysenate.gov/legislation/laws/VIL/5-530>.

TABLE 20: UTILITY TAX REVENUES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	Per Capita 2016-17	AAGR
Tarrytown	11,277	\$250,675	\$241,475	\$264,500	\$245,000	\$21.73	-0.8%
Tuckahoe	6,486	\$132,086	\$102,387	\$129,000	\$98,612	\$15.20	-9.3%
Average						\$20.61	-4.5%

This report assumes \$20 per capita in utility tax revenues for Edgemont, which produces an estimated revenue figure of **\$151,300**, with no assumed increases during the projection period.

TABLE 21: PROJECTED GROSS UTILITIES TAX REVENUES, EDMONT VILLAGE

	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23
Utility Tax Revenues	\$151,300	\$151,300	\$151,300	\$151,300	\$151,300

F. FRANCHISE FEE REVENUES

Villages collect a 5% franchise fee on the operations of telecommunications providers for use of village right-of-ways.

Based on data collected from the peer villages, the average annual per capita amount of franchise fees collected is \$22.04 for the entire peer group, and \$21.32 for the 6 Greenburgh villages, with flat average revenue growth between 2013 and 2016.

TABLE 22: FRANCHISE FEE REVENUES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	2016-17 Per Capita	AAGR
Ardsley	4,452	\$104,965	\$118,347	\$110,000	\$112,000	\$25.16	2.2%
Briarcliff	7,867	\$166,107	\$193,784	\$182,000	\$182,630	\$23.21	3.2%
Bronxville	6,323	NA	NA	\$160,000	\$160,000	\$25.30	NA
Dobbs Ferry	10,875	\$210,435	\$206,284	\$190,000	\$195,000	\$17.93	-2.5%
Hastings	7,849	\$146,208	\$171,751	\$191,896	\$155,000	\$19.75	2.0%
Irvington	6,420	\$155,040	\$162,930	\$130,000	\$130,000	\$20.25	-5.7%
Pelham	6,910	\$127,436	\$134,862	\$120,000	\$130,000	\$18.81	0.7%
Pleasantville	7,019	\$173,581	\$150,977	\$146,200	\$149,200	\$21.26	-4.9%
Rye Brook	9,347	\$246,988	\$241,812	\$230,000	\$230,000	\$24.61	-2.3%
Tarrytown	11,277	\$235,959	\$269,240	\$235,000	\$265,000	\$23.50	3.9%
Tuckahoe	6,486	\$136,066	\$150,547	\$140,000	\$147,000	\$22.66	2.6%
Average						\$22.04	-0.1%

Per capita franchise fee revenues in the Town of Greenburgh unincorporated area are somewhat higher and have increased in recent years.

TABLE 23: FRANCHISE FEE REVENUES, TOWN OF GREENBURGH

Town of Greenburgh	2013	2014	2015
Population (TOV)	42,603	42,603	42,603
Franchise Fee Revenue	\$1,034,459	\$1,098,851	\$1,143,033

TABLE 23: FRANCHISE FEE REVENUES, TOWN OF GREENBURGH

Town of Greenburgh	2013	2014	2015
Franchise Fee Revenue Per Capita	\$24.28	\$25.79	\$26.83

The per capita average of the 5 Greenburgh villages is lower at \$21.32. Using that figure, Edgemont’s franchise fee revenue estimate is **\$161,271**; no growth is assumed.

TABLE 24: PROJECTED FRANCHISE FEE REVENUES, EDMONT VILLAGE

	Year 1	Year 2	Year 3	Year 4	Year 5
	2018-19	2019-20	2020-21	2021-22	2022-23
Franchise Fee Revenues	\$161,271	\$161,271	\$161,271	\$161,271	\$161,271

G. STATE AID DISTRIBUTIONS

Intergovernmental payments by the State of New York to local governments consist of grants-in-aid, which are payments for specified purposes and general assistance.²⁷ While these amounts vary from year-to-year, they have generally been consistent for the peer villages.

TABLE 25: STATE AID REVENUES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	Per Capita 2016-17	AAGR
<i>Ardsley</i>	4,452	\$31,558	\$32,742	\$32,748	\$32,748	\$7.36	1.2%
<i>Briarcliff</i>	7,867	\$42,702	\$44,794	\$44,804	\$44,794	\$5.69	1.6%
<i>Bronxville</i>	6,323	\$69,753	\$71,435	\$69,700	\$69,700	\$11.02	0.0%
<i>Dobbs Ferry</i>	10,875	\$85,800	\$88,693	\$85,000	\$78,000	\$7.17	-3.1%
<i>Hastings</i>	7,849	NA	NA	NA	NA	NA	NA
<i>Irvington</i>	6,420	\$41,058	\$42,766	\$35,000	\$35,000	\$5.45	-5.2%
<i>Pelham</i>	6,910	\$78,662	\$80,500	\$73,154	\$73,154	\$10.59	-2.4%
<i>Pleasantville</i>	7,019	\$56,594	\$50,999	\$51,000	\$50,999	\$7.27	-3.4%
<i>Rye Brook</i>	9,347	\$52,784	\$55,271	\$55,271	\$55,271	\$5.91	1.5%
<i>Tarrytown</i>	11,277	\$83,637	\$95,625	\$95,625	\$95,625	\$8.48	4.6%
<i>Tuckahoe</i>	6,486	\$83,924	\$85,649	\$79,630	\$78,754	\$12.14	-2.1%
Average						\$8.11	-0.7%

Town of Greenburgh state aid distributions per capita were slightly higher at \$9.62 in 2015.

Given the wide range in state aid per capita revenues for the peer villages and Town (between \$5.45 per capita and \$12.14 per capita), this study conservatively uses a value of \$6.00 per capita for state aid distributions, resulting in an estimate of **\$45,390**, with no growth assumed.

TABLE 26: PROJECTED STATE AID REVENUES, EDMONT VILLAGE

	Year 1	Year 2	Year 3	Year 4	Year 5
	2018-19	2019-20	2020-21	2021-22	2022-23
State Aid Revenues	\$45,390	\$45,390	\$45,390	\$45,390	\$45,390

²⁷See https://www.dos.ny.gov/lg/publications/Local_Government_Handbook.pdf, p. 102.

H. BUILDING PERMIT AND RELATED FEES

All of the above-discussed revenue sources are not derived from the provision of any specific services. Most Westchester villages obtain additional revenue from departmental activities. Common examples include permits (building department), fines and forfeitures (village court), and charges for services (parks and recreation department, parking).

As further discussed in the expenditures chapters, this study assumes that, in the early years of incorporation, Edgemont’s only revenue-generating department is its building department. Building, development, and zoning fee revenue derives from registration, permits, and inspection fees associated with construction and renovations, including installation of plumbing, electrical, and HVAC systems. It also includes revenue from zoning variance permits and certificates of occupancy.

Table 27 shows Town of Greenburgh “B” budget revenue relating to development activity for the fiscal years ended 12/31/13 through 12/31/15.

TABLE 27: TOWN OF GREENBURGH BUILDING PERMIT REVENUES, FY13-15

Category	Actual FY13	Actual FY14	Actual FY15
Building Permits	\$1,647,630	\$2,013,141	\$2,458,307
Plumbing Permits	\$518,900	\$506,554	\$239,100
Business and Occupational Licenses	\$239,730	\$203,200	\$218,258
Engineering Fees	\$128,363	\$154,668	\$213,410
Zoning Fees/Planning Board Fees	\$122,669	\$162,996	\$201,484
TOTAL	\$2,657,292	\$3,040,559	\$3,330,559

The Town of Greenburgh does not report the percentage of its building permit revenues that originate within any specific section of the unincorporated area. Edgemont is about 17.6% of the Town’s unincorporated population and 24% of its tax base,²⁸ and includes a commercial area. Assuming that the population and taxable value percentages are reflective of actual building permit revenues received, and using a blended rate of 20% applied to Greenburgh’s 3-year average of \$3,009,470, Edgemont would receive approximately \$601,894 in building permit revenues.

Building permit revenues for the peer villages are as follows:

TABLE 28: BUILDING PERMIT AND RELATED FEES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	Average 2013-2017	Average Per Capita
<i>Ardsley</i>	4,452	\$140,107	\$121,902	\$112,000	\$204,604	\$144,653	\$32.49
<i>Briarcliff</i>	7,867	\$277,125	\$254,953	\$355,500	\$456,850	\$336,107	\$42.72
<i>Bronxville</i>	6,323	\$1,004,790	\$573,954	\$754,000	\$684,000	\$754,186	\$119.28
<i>Dobbs Ferry</i>	10,875	\$639,746	\$773,078	\$575,700	\$495,700	\$621,056	\$57.11
<i>Hastings</i>	7,849	NA	\$226,136	\$185,500	\$205,500	\$205,712	\$26.21

²⁸Prior to the Town-wide reassessment.

TABLE 28: BUILDING PERMIT AND RELATED FEES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Budgeted 2015-16	Budgeted 2016-17	Average 2013-2017	Average Per Capita
Irvington	6,420	\$297,826	\$392,538	\$248,500	\$266,500	\$301,341	\$46.94
Pelham	6,910	\$215,126	\$188,187	\$160,000	\$185,000	\$187,078	\$27.07
Pleasantville	7,019	\$171,607	\$233,061	\$212,500	\$229,500	\$211,667	\$30.16
Rye Brook	9,347	\$487,425	\$483,638	\$526,350	\$510,000	\$501,853	\$53.69
Tarrytown	11,277	\$979,721	\$2,069,284	\$430,500	\$502,500	\$995,501	\$88.28
Tuckahoe	6,486	\$736,964	\$588,141	\$465,500	\$470,500	\$565,276	\$87.15
Average		\$495,044	\$536,807	\$366,005	\$382,787	\$438,585	\$55.55

Multiplying the village per capita average of \$55.55 by Edgemont’s population of 7,565, the Village’s building permit revenue projection would be \$420,236.

For conservative estimation purposes, given the inherent variability of this revenue source and wide range of per capita results across the peer villages, this report assumes Village of Edgemont building permit revenues of **\$200,000**, with no growth.

TABLE 29: PROJECTED BUILDING PERMIT REVENUES, EDMONT VILLAGE

	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23
Building Permit Revenues	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000

I. OTHER MISCELLANEOUS REVENUES

As an incorporated village, Edgemont would likely receive other miscellaneous revenues, including (but not limited to) certain fines and penalties which are the property of villages whether or not the village establishes a justice court;²⁹ fees for use of property; grants and donations; payments-in-lieu-of taxes; and interest earnings.

The report assumes **\$75,000** of total miscellaneous revenue from the above sources.

TABLE 30: PROJECTED MISCELLANEOUS REVENUES, EDMONT VILLAGE

	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23
Miscellaneous Revenues	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000

The Village government may choose to implement other fees associated with services provided in future years, but no such revenue is assumed for purposes of this report.

²⁹<http://www.osc.state.ny.us/localgov/pubs/jch.pdf>, page 51.

J. SUMMARY OF REVENUES

Total projected Village of Edgemont revenues are presented in Table 31.

TABLE 31: SUMMARY OF PROJECTED TOTAL REVENUES, VILLAGE OF EDMONT

REVENUE SOURCE	Year 1	Year 2	Year 3	Year 4	Year 5
Property Taxes	\$14,559,428	\$14,705,022	\$14,852,072	\$15,000,593	\$15,150,599
Sales Taxes	\$1,090,722	\$1,090,722	\$1,090,722	\$1,090,722	\$1,090,722
Mortgage Taxes	\$260,826	\$260,826	\$260,826	\$260,826	\$260,826
Utility Taxes	\$151,300	\$151,300	\$151,300	\$151,300	\$151,300
Franchise Fees	\$161,271	\$161,271	\$161,271	\$161,271	\$161,271
State Aid Distributions	\$45,390	\$45,390	\$45,390	\$45,390	\$45,390
Building Permits and Related Fees	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000
Other Miscellaneous Revenues	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
TOTAL	\$16,543,937	\$16,689,531	\$16,836,581	\$16,985,102	\$17,135,108

EXPENDITURES

Chapter 4: General, Building Department, and Transition

This report assumes that the Village of Edgemont will establish and maintain a core general government function, including a legislative body, professional day-to-day management, and building department. Associated costs, both during the transition period and for subsequent years, are discussed in this chapter.

A. MAYOR AND BOARD OF TRUSTEES

The Edgemont community, as an unincorporated area, is currently governed by the Town of Greenburgh. Villages within towns establish their own local governance and administration.³⁰ This report assumes Edgemont employs a similar approach to that of Greenburgh's existing six villages, Rye Brook, Scarsdale, and others in Westchester. Specifically, Westchester villages are largely governed by a Mayor and Board of Trustees elected on an at-large basis typically for two-year or three-year terms. The Mayor is the presiding officer of the Village Board. Some villages, such as Scarsdale and Rye Brook, elect their governing body on a non-partisan basis.³¹

The *Board of Trustees* is the legislative body of the Village and establishes all priorities and policies. It enacts, by resolution, all local laws and approves annual operating budgets and the issuance of indebtedness. The Board works with both the Village's professional staff and its appointed volunteer boards. Village Mayor and Board of Trustees positions are unpaid; therefore, this report assumes a nominal budget for administrative expenses of \$25,000, beginning in the first full year of operation (starting June 1, 2018).

Upon incorporation, the Village of Edgemont would be required to establish a *zoning board and may also establish a planning board*. Both boards would likely consist of appointed volunteers. Typical area village budgets for such boards total approximately \$25,000. Outside planning consulting fees are discussed below under "Professional Services."

This report assumes that the Village of Edgemont will not, initially, establish its own judicial function (village court) but rather will continue to utilize the *Greenburgh Town Court*,³² the expenses of which are funded via the Town "A" budget. The New York State Uniform Justice Court Act provides that, when a village does not have a village court, the town court must handle all criminal and civil matters arising in the town and village including adjudicating violations of local village laws. Therefore, this report assumes no court costs associated with incorporation. However, the Village would still be entitled to certain revenues for fines, as mentioned in Chapter 3.

³⁰As a village within Greenburgh, Edgemont residents would still vote for the Town Supervisor and Board, as well as for Village of Edgemont Mayor and Board of Trustees.

³¹In non-partisan elections, the party affiliation of the candidates is not indicated on the ballot. Candidates are often nominated by citizen committees consisting of representatives from various civic organizations.

³²Rye Brook, Pelham, Pelham Manor, and Ossining are among the Westchester villages that utilize town courts.

B. EXECUTIVE MANAGEMENT AND ADMINISTRATION

The day-to-day management and administration tasks of most Westchester villages are fulfilled through three key functions:

- **Management**, including overseeing all Village operations, capital projects, and equipment purchases; appointing department heads; hiring and firing employees; disseminating public information; and administering rules, regulations, and laws. It is anticipated that Edgemont’s governing body would hire an experienced, professional, and non-political Village Manager or Village Administrator to perform this function.³³
- **Finance**, including managing the Village’s revenue, accounting system, and financial records (including filing an annual report with the State Comptroller); investing Village funds; managing risk and insurance; and overseeing debt issuances.
- **Clerk/Ministerial**, including maintaining the books, records, and code of laws and ordinances of the Village; supervising Village elections; preparing agendas for Board of Trustees meetings; handling inquiries, including FOIL requests; and acting as the clerk to the Board of Trustees.

The above functions overlap in some aspects and, depending on the experience of the professionals, do not necessarily require a full-time position for each.³⁴ This report assumes a total of 4 initial management and administration employees.

TABLE 32: MANAGEMENT AND ADMINISTRATION SALARIES AND BENEFITS, VILLAGE OF EDMONT

Position	Salary	Benefits @ 35%	Total
Village Manager/Treasurer	\$165,000	\$57,750	\$222,750
Assistant to Village Manager	\$60,000	\$21,000	\$81,000
Deputy Treasurer/Village Clerk	\$75,000	\$26,250	\$101,250
Admin/Office Assistant	\$50,000	\$17,500	\$67,500
Total			\$472,500

C. BUILDING DEPARTMENT

Villages in Westchester have their own building departments and are responsible for permitting and code enforcement. Consequently, the Village of Edgemont would need to employ a **Building Inspector** to conduct the day-to-day activity of the Building Department. That person would serve as the Code Enforcement Official for the Village, with administrative authority over the land-use process, and maintain New York State certification for the administration and enforcement of the New York State Uniform Fire Prevention and Building Codes.

³³Hastings, Ardsley, Rye Brook, and Scarsdale (among others) employ Village Managers. This report assumes that Edgemont’s Village Manager is hired on June 1, 2017 and all other employees commence on June 1, 2018.

³⁴The Rye Brook Village Manager also performs the duties of Village Clerk; the Hastings Village Manager also performs the duties of Village Treasurer.

Duties of the Building Department would include, but are not limited to:

- Reviewing all plans and submissions and submitting them to the appropriate boards (planning, zoning board of appeals) for their review and approvals;
- Issuing all certificates of occupancy, building permits, electrical permits and plumbing permits and performing all inspections of the work performed;
- Coordinating with the fire district in connection with inspections; and
- Addressing unsafe or unsanitary conditions in buildings.

Budgeted costs for the two projected Building Department employees are shown in Table 33.

TABLE 33: BUILDING DEPARTMENT SALARIES AND BENEFITS, VILLAGE OF EDMONT

Position	Salary	Benefits @ 35%	Total
Building Inspector	\$115,000	\$40,250	\$155,250
Assistant Inspector/Account Clerk	\$65,000	\$22,750	\$87,750
Total	\$180,000	\$63,000	\$243,000

Building department activity varies based upon economic conditions and other factors. Some villages utilize part-time and contract labor to address periodic spikes in permit applications; associated cost increases would be mitigated by permit/project revenues. The Village could also consider engaging building inspection resources jointly with another municipality.³⁵

Normalized building department expenses will be largely offset by projected building permit revenues, which are estimated at \$200,000 (see Chapter 3).

D. PROFESSIONAL SERVICES

This report assumes that the Village will engage a number of outside professionals for important services beginning in the transition period.

Villages incur fees for a variety of legal service needs, including general municipal law, land use, labor, litigation, and financing (bond counsel). Actual legal costs in 2014 and 2015 for peer group villages are listed in Table 34.

³⁵See <https://www.nysenate.gov/legislation/laws/GMU/99-C>.

TABLE 34: LEGAL FEES, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Average	Average Per Capita
Ardasley	4,452	\$154,193	\$82,148	\$118,171	\$26.54
Briarcliff	7,867	\$218,928	\$190,346	\$204,637	\$26.01
Bronxville	6,323	\$305,394	\$276,268	\$290,831	\$46.00
Dobbs Ferry	10,875	\$158,135	\$95,791	\$126,963	\$11.67
Hastings	7,849	NA	\$176,856	\$176,856	\$22.53
Irvington	6,420	\$111,419	\$138,027	\$124,723	\$19.43
Pelham	6,910	\$60,794	\$27,239	\$44,017	\$6.37
Pleasantville	7,019	\$106,780	\$60,701	\$83,741	\$11.93
Rye Brook	9,347	\$227,435	\$172,941	\$200,188	\$21.42
Tarrytown	11,277	\$322,184	\$398,453	\$360,319	\$31.95
Tuckahoe	6,486	\$75,379	\$65,886	\$70,633	\$10.89
Average					\$21.34

With a 2010 population of 7,565, Edgemont’s legal costs would be \$161,440 using the per capita average. Given the unpredictability of legal fees, and the relatively larger amount of legal work that will be required in the early years of the Village’s incorporation, this report assumes **\$500,000 for legal costs during the transition period and \$250,000 annually thereafter**. As discussed further below, the Village would have the financial capacity to pay additional legal fees (e.g. for litigation) from the \$250,000 separate contingency fund mentioned below before using any surplus/reserve (fund) balances.

During the transition period, Edgemont will likely retain consultants to advise the Mayor and Board of Trustees on transition matters relating to the development of the Village’s administrative function. Responsibilities would likely include undertaking an executive search for key positions, assisting in the negotiation of initial contracts, establishing the building department, determining facility needs, and providing temporary administrative support, among others. **The budget includes \$350,000 for transition consulting costs.**

The Village will require other professional services. Estimates are shown in Table 35.

TABLE 35: PROFESSIONAL SERVICE FEE ESTIMATES, EDGEMONT VILLAGE

Service	Budget	Explanation
Auditing	\$50,000	Annual audit of financial statements
Financial Advisory	\$25,000	Bond and note issues and long-term financial planning
Engineering	\$50,000	Various specialized matters (drainage, slopes)
Total	\$125,000	

Upon incorporation, the Village of Edgemont may appoint a zoning commission and transition responsibility for land-use planning within its borders. The Village will likely hire a **planning**

consultant to adopt a comprehensive plan for Edgemont;³⁶ such plans often take multiple years to complete. This report assumes that the plan will cost \$300,000 overall, with required payments of \$75,000 in years 1 through 4.

Generally, villages similar in size to Edgemont do not employ full-time planners, but rely on outside consultants on a project-specific basis. Larger villages (e.g. Scarsdale) have an in-house planning function, an approach that the Edgemont Village government may elect to utilize in the future. This report assumes annual, *ongoing planning consulting* fees of \$50,000.

E. VILLAGE OFFICES, IT/EQUIPMENT, INSURANCE

Newly incorporated municipalities in the U.S. typically rent administrative space until the community has established reserves and developed a long-term capital plan.³⁷ This report assumes that 3,000 sq. ft.³⁸ is sufficient for the Village’s assumed less than 10 employees that will initially be engaged in administrative and building department activities during years 1 through 5 (annual rental budget = \$75,000, beginning in the transition period).

This report assumes \$50,000 for *IT/equipment, phones, and office buildout/equipment* for the transition period and \$50,000 annually thereafter.

The Village will require *insurance*. Actual 2014 and 2015 cost for peer villages are in Table 36.

TABLE 36: INSURANCE COSTS, PEER VILLAGES

Village	2010 Population	Actual 2013-14	Actual 2014-15	Average	Average Per Capita
Ardasley	4,452	\$139,604	\$158,226	\$148,915	\$33.45
Briarcliff	7,867	\$226,320	\$225,715	\$226,018	\$28.73
Bronxville	6,323	\$235,585	\$246,414	\$241,000	\$38.11
Dobbs Ferry	10,875	\$283,537	\$314,648	\$299,093	\$27.50
Hastings	7,849	NA	\$407,286	\$407,286	\$51.89
Irvington	6,420	\$283,978	\$285,796	\$284,887	\$44.37
Pelham	6,910	\$177,235	\$189,870	\$183,553	\$26.56
Pleasantville	7,019	\$141,238	\$157,407	\$149,323	\$21.27
Rye Brook	9,347	\$246,121	\$229,004	\$237,563	\$25.42
Tarrytown	11,277	\$555,364	\$575,745	\$565,555	\$50.15
Tuckahoe	6,486	\$250,259	\$286,784	\$268,522	\$41.40
Average					\$35.35

³⁶Comprehensive plans typically serve as the basis for land-use regulations, infrastructure development, and public and private investment in a community.

³⁷The Village of Rye Brook was incorporated in 1982 and established its village hall facility in 1995.

³⁸Rental rate assumed at \$25 per sq. ft. annually based upon estimated local market information provided by the EIC.

With a population of 7,565, Edgemont’s insurance costs would be \$267,434 using the average per capita figure. The model assumes \$175,000 for the transition period³⁹ and \$350,000 annually for years 1 through 5.⁴⁰

F. SUMMARY OF TRANSITION COSTS; CONTINGENCY

This chapter identifies \$1,372,750 of transition period expenditures, summarized in Table 37.

TABLE 37: TOTAL PRO FORMA ADMINISTRATION AND TRANSITION PERIOD EXPENDITURES, VILLAGE OF EDMONT (\$ 000)

	Transition Period	Year 1	Year 2	Year 3	Year 4	Year 5	# of Emp	% Chg
		<i>Full operational years. Employee benefits @ 35%</i>						
Mayor/Board of Trustees	\$0.0	\$25.0	\$25.0	\$25.0	\$25.0	\$25.0		
Planning/Zoning Boards	\$0.0	\$25.0	\$25.0	\$25.0	\$25.0	\$25.0		
Court/Justices (Town Court)	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0		
SUBTOTAL LEGISLATIVE/JUDICIAL	\$0.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0		
Village Manager/Treasurer	\$222.8	\$222.8	\$229.4	\$236.3	\$243.4	\$250.7	1.0	3.00%
Assistant to Village Manager	\$0.0	\$81.0	\$83.4	\$85.9	\$88.5	\$91.2	1.0	3.00%
Deputy Treasurer/Clerk	\$0.0	\$101.3	\$104.3	\$107.4	\$110.6	\$114.0	1.0	3.00%
Admin/Office Assistant	\$0.0	\$67.5	\$69.5	\$71.6	\$73.8	\$76.0	1.0	3.00%
SUBTOTAL MANAGER/TREASURY	\$222.8	\$472.5	\$486.7	\$501.3	\$516.3	\$531.8	4.0	
Village Building Inspector	\$0.0	\$155.3	\$159.9	\$164.7	\$169.6	\$174.7	1.0	3.00%
Assistant Inspector/Acct Clerk	\$0.0	\$87.8	\$90.4	\$93.1	\$95.9	\$98.8	1.0	3.00%
SUBTOTAL BUILDING DEPARTMENT	\$0.0	\$243.0	\$250.3	\$257.8	\$265.5	\$273.5	2.0	
Legal	\$500.0	\$250.0	\$250.0	\$250.0	\$250.0	\$250.0		
Transition Consulting	\$350.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0		
Auditor	\$0.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0		
Financial Advisor	\$0.0	\$25.0	\$25.0	\$25.0	\$25.0	\$25.0		
Engineering	\$0.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0		
Planning Consulting - Comp Plan	\$0.0	\$75.0	\$75.0	\$75.0	\$75.0	\$0.0		
Planning Consulting - Ongoing	\$0.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0		
SUBTOTAL PROFESSIONAL SERVICES	\$850.0	\$500.0	\$500.0	\$500.0	\$500.0	\$425.0		
Office Rental (3,000 sq. ft.)	\$75.0	\$75.0	\$75.0	\$75.0	\$75.0	\$75.0		
IT Equip, Phones, Office Equip	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0	\$50.0		
Insurance	\$175.0	\$350.0	\$350.0	\$350.0	\$350.0	\$350.0		
SUBTOTAL OFFICE, IT, INSURANCE	\$300.0	\$475.0	\$475.0	\$475.0	\$475.0	\$475.0		
TOTAL	\$1,372.8	\$1,740.5	\$1,762.0	\$1,784.1	\$1,806.8	\$1,755.3	6.0	
Contingency	\$250.0							
TAN Interest (3.00%)	\$48.7	\$100.0	\$50.0					
TOTAL + CONTINGENCY/INTEREST	\$1,671.4	\$1,840.5	\$1,812.0	\$1,784.1	\$1,806.8	\$1,755.3	6.0	

³⁹The Village would not have its own police or DPW departments during the transition period, but would continue to receive those services from the Town of Greenburgh. Therefore, insurance costs would be lower.

⁴⁰For comparison purposes, the Village of Irvington maintains a general, public officials’, and law enforcement liability policy with coverage up to \$1 million for each occurrence and \$2 million in aggregate. In addition, it maintains an umbrella policy up to \$10 million. Irvington’s 2016 actual (unaudited) insurance costs were \$313,683.

In addition, the budget includes a transition contingency of \$250,000, which approximates 18% of estimated start-up/transition costs. Such funds may be used for additional legal fees (e.g. litigation), to hire additional consultants as needed, or any other purpose.

G. TAX ANTICIPATION NOTES

This \$1,372,750 of transition period expenditures plus \$250,000 in contingency totals to a potential cash flow need of \$1,622,750 for the 12-month period beginning June 1, 2017. Since the Village would not be entitled to revenues until June 2018, such cash outlays would be funded via the issuance of tax-exempt tax anticipation notes (TANs). New York Village Law §24.00 provides newly incorporated villages with the legal authority, from the date of incorporation, to hire employees and pay their salaries by issuing: *“tax anticipation notes in the manner provided in the local finance law, such money as may be needed to make such payments.”* New York Local Finance Law §2-234 further states: *“In the case of a newly created municipality, school district or district corporation, or in the case of any such unit of government which has elected a finance board for the first time, tax anticipation notes may be issued, prior to the first levy of taxes or assessments, for the necessary expenses incidental to its incorporation or creation and the other necessary expenses incurred or to be incurred prior to such levy.”*

TANs are typically issued in the municipal finance market with a maturity of 13 months or less in order to obtain IRS tax-exempt status. This report assumes that the Village of Edgemont issues a 12-month TAN in the amount of \$1,622,750 on June 1, 2017 maturing June 1, 2018 at an interest rate of 3.00%.⁴¹ (Interest costs under these assumptions would be \$48,683.) TAN proceeds would be held by the Village and disbursed at the Village’s discretion for start-up/transition costs.

Village Law §2-252 states: *“Such collector or receiver of taxes of a town and such treasurer of a county shall, on the first day of June following the first day of January next succeeding the date of incorporation, pay over to the treasurer of the village seven-twelfths of the collected taxes and assessments extended and levied against the real property in said area for the functions and services referred to in subdivision one hereof.”* Based upon the Village’s approximately \$14 million estimated annual tax levy, the 7/12th distribution would constitute about \$8 million, the first proceeds of which would retire the TAN and provide cash flow for ongoing operating expenditures during the first several months of operation.

To the extent that less than \$1,622,750 of transition/start-up costs are incurred prior to June 1, 2018, excess TAN proceeds would be utilized to repay the TAN, thereby freeing up additional tax receipts once collected. Should the Village require additional transition costs beyond \$1,622,750 that require a cash outlay prior to the first receipt of taxes, the Village may issue additional TANs. In all cases, the notes are assumed to be fully retired on July 1, 2018, with all transition costs incurred prior to June 1, 2018 accounted for in year 1 of the Village’s full operations.

⁴¹The Municipal Market Data 1-year tax-exempt note index was 0.95% as of January 3, 2017. See Chapter 11 for additional information on debt.

The Village would likely require additional, intra-year cash flow support later in 2018 to fund the gap until the next property tax collection in April 2019. U.S. municipalities, including established ones such as the Greenville Fire District, routinely utilize TANs for this purpose. If the Village ultimately establishes fund balances as projected herein, it would not require TAN issuances for cash flow in future years.

Chapter 5: Sanitation

A. SANITATION BACKGROUND

In Westchester County, some towns and villages provide sanitation and recycling services “in-house” through divisions of their public works departments, while others do so via contract with private haulers.

Edgemont currently receives sanitation services from the Town of Greenburgh. If Edgemont were to incorporate, it would have three options for sanitation:

Sanitation Option	Examples	Discussion
Inter-municipal agreement (IMA) with Town of Greenburgh or other municipality	None found. The Westchester municipalities reviewed either provide this service directly or contract with private haulers.	After an 18-month maximum transition period post incorporation, the Town would not be obligated to provide sanitation services to Edgemont at all or at any specific cost. Other municipalities may or may not be willing to contract with Edgemont.
Private contract	Villages of Rye Brook and Pelham; Towns of North Castle, New Castle, Ossining, Town of Mt. Pleasant; others.	See Section C of this chapter.
Establish Village sanitation function	Villages of Ardsley, Hastings, Dobbs Ferry, Irvington, Tarrytown.	This option is not modeled due to the ready availability of private contractors in the immediate area that provide comparable or higher levels of service to status quo.

B. GREENBURGH SANITATION

The Town’s sanitation function provides unincorporated area residents with curbside garbage twice per week and recycling of commingled and paper/cardboard items on alternating weeks. Its services do not include leaf collection.

Recent financial information for the Town’s sanitation bureau is as follows.

TABLE 38: TOWN OF GREENBURGH SANITATION BUREAU EXPENDITURES, FY15-17

TOWN OF GREENBURGH Sanitation Bureau	Actual FY15	Estimated FY16	Budgeted FY17
Backdoor Service (Revenue)	(\$22,267)	(\$12,000)	(\$10,000)
Salaries	\$2,564,541	\$2,620,528	\$2,801,424
Administration	\$139,686	\$138,075	\$263,831
Gas, Grease, and Oil	\$224,121	\$175,000	\$175,000
Disposal Costs	\$614,807	\$652,500	\$687,700
Equipment Repair	\$736,115	\$800,000	\$883,109
Other	\$214,837	\$223,249	\$236,788
Total Net Sanitation Expenditures	\$4,471,840	\$4,597,352	\$5,037,852
Estimated Benefits at 50% of Salaries	\$1,282,271	\$1,310,264	\$1,400,712
Total Net Sanitation Expenditures and Benefits	\$5,754,111	\$5,907,616	\$6,438,564
<i>Edgemont "B" budget share based on TAV ratio (26.0%)</i>	<i>\$1,496,069</i>	<i>\$1,535,980</i>	<i>\$1,674,027</i>
% change over prior year	-	2.7%	9.0%

C. PRIVATE SANITATION

If the Town and Village do not enter into an IMA for sanitation, then the Village may choose to secure a private contract. The Village of Rye Brook has utilized private sanitation since its incorporation in 1982. The Village of Pelham has also contracted for sanitation in recent years.

Road and housing statistics, service levels, and cost information is as follows:

TABLE 39: SANITATION METRICS FOR RYE BROOK, PELHAM, AND EDMONT

Village	Sq. Mi.	Est. Road Miles	Est. Housing Units	Garbage	Recycle	Side yard Service	Leaf
Rye Brook	3.5	30	3,737	2x/week	every week	Yes	Yes
Pelham	0.8	20	2,341	2x/week	alternate	No	Yes
Edgemont ⁴²	2.6	23	2,784	2x/week	alternate	No	No

TABLE 40: PRIVATE SANITATION CONTRACT COSTS, RYE BROOK AND PELHAM, FY13-17

Village	Actual FY13	Actual FY14	Actual FY15	Budget FY16	Budget FY17	FY17 Per Housing Unit
Rye Brook	\$860,956	\$867,340	\$908,391	\$783,673	\$782,000	\$209.26
Pelham	\$720,667	\$715,313	\$652,427	\$705,000	\$727,000	\$310.55

The Rye Brook and Pelham contract prices shown above include disposal fees.⁴³ According to the EIC’s research, the declining cost for Rye Brook from 2015 to 2017 reflects the periodic re-bidding of the contracts every 2-3 years and market competition.

Should the Village of Edgemont utilize the private sanitation option, the actual cost will be driven by a number of factors, including required service levels, road miles, number of homes, and ease of collection (e.g. certain delivery methods are not possible on narrow streets with on-street parking). According to the EIC, a local private hauler estimated a range of \$50,000 to \$70,000 per month for service levels in Edgemont that would be similar to Rye Brook’s.

Assuming the higher per-housing-unit contract cost of the two sample villages (Pelham at \$310.55), and Edgemont’s approximately 2,800 housing units, the resulting figure is \$870,000. This report assumes contractual sanitation costs of **\$900,000**, increasing 3% annually, for Edgemont.

⁴²Current service level as part of the Town of Greenburgh.

⁴³Edgemont tax bills currently include a charge for Westchester County Refuse District #1, which entitles member municipalities to dispose garbage at a below-market fee. This report assumes that Edgemont would continue this arrangement as a village with no “buy-in” payment.

Chapter 6: Public Works (DPW, Highway)

A. DPW BACKGROUND

Edgemont currently receives public works (also referred to herein as “DPW” or “highway”) services from the Town of Greenburgh. If Edgemont were to incorporate, the Village would be responsible for the provision of public works services either directly, through contracts (shared service arrangements/IMA and/or private), or a combination thereof. Core DPW services include:⁴⁴

- Snow and ice removal and hauling;
- Construction, repair, and maintenance of streets, sidewalks and other public properties, including parks;
- Street sweeping;
- Vehicle and equipment repair (for DPW and other departments, if and where applicable);
- Street lighting;
- Planting and care of street trees; and
- Right-of-way or median mowing/brush removal; drainage.

Post-incorporation, and after the transition period of no more than 18 months, the Town would not be obligated to provide the above-listed DPW services at any specific cost (or at all). While the Village and the Town may ultimately negotiate a contract for some or all of the services,⁴⁵ unlike sanitation, there is no “market” for general DPW services from which to estimate the potential cost of any such comprehensive contract.

Therefore, this section of the report sets forth the estimated costs of establishing a Village of Edgemont Department of Public Works, including operating and capital costs. For informational purposes, the report first provides a summary of current Town DPW spending.

B. GREENBURGH DPW

The Town’s public works expenditures are accounted for in the highway fund, which is funded primarily by transfers from the unincorporated “B” budget.

⁴⁴The pro forma Village of Edgemont DPW budget does not include a provision for water and sewer system maintenance and improvements because that infrastructure is funded by taxes and fees imposed and collected by the independent water and sewer districts that serve Edgemont. These districts have their own operating and capital budgets; further, the debt service on water and sewer district bonds is “self-supporting” and not paid from the “B” budget tax revenue. This report assumes no change to that framework upon incorporation.

⁴⁵See <https://www.nysenate.gov/legislation/laws/HAY/142-C> for the authority of towns to provide snow and ice removal services to villages within towns.

TABLE 41: TOWN OF GREENBURGH HIGHWAY DIVISION SPENDING, FY15-17

TOWN OF GREENBURGH Highway (DPW) Division	Actual FY15	Estimated FY16	Budgeted FY17
Revenues	(\$277,754)	(\$132,950)	(\$106,550)
Salaries	\$2,122,027	\$2,126,289	\$2,428,361
Repair of Roads	\$173,988	\$235,300	\$235,000
Other General Repairs	\$427,650	\$360,900	\$365,200
Permanent Improvements	\$76,892	\$101,909	\$104,755
Equipment Repair and Radio Communication	\$836,561	\$964,571	\$1,028,901
Snow Removal-Overtime	\$422,347	\$250,000	\$350,000
Snow Removal-Ice Control Materials	\$782,406	\$600,000	\$600,000
Snow Removal-Administrative	\$200,844	\$199,996	\$371,957
Highway Garage (not in Town Highway Budget)	\$115,059	\$152,250	\$185,162
Street Lighting (not in Town Highway Budget)	\$826,449	\$714,649	\$656,428
Employee Benefits	\$1,697,472	\$1,667,681	\$1,644,181
Contingent Account and Other		\$90,300	\$200,100
TOTAL NET DPW EXPENDITURES	\$7,403,941	\$7,330,895	\$8,063,495
<i>Edgemont "B" budget share based on TAV ratio (26.0%)</i>	<i>\$1,925,025</i>	<i>\$1,906,033</i>	<i>\$2,096,509</i>
% change over prior year	-	-1.0%	10.0%

C. EDMONT DPW

Should the Town and Village not enter into a contract for some or all DPW services, the Village would likely establish its own DPW to ensure sufficient local personnel and equipment to provide a high level of service (such as snow removal) and ongoing infrastructure and maintenance. To determine the appropriate staffing levels and capital assets (and associated costs) of establishing a Village of Edgemont DPW, the EIC retained The Novak Consulting Group (Novak) to undertake additional research and develop a high-service-level model.

Labor Costs. The staffing levels of the public works departments of both Rye Brook and Pelham are useful for modeling purposes because those villages are similar in population and land area to Edgemont and both obtain sanitation services through private vendors.

TABLE 42: DPW STAFFING LEVELS, RYE BROOK, PELHAM, AND EDMONT

Village	Rye Brook	Pelham	(Pro Forma) Edgemont
DPW Foreman/MEO ⁴⁶	1	1	1
Asst. Foreman/Laborer	1		
Heavy MEO	1	1	1
MEO	4	3	3
Skilled Laborer		1	1
Laborer	5	3	3
Garage Mechanic		1	1
Total	12	10	10
Population	9,347	6,910	7,565
Land Area	3.5	0.8	2.6
Approximate/Estimated Centerline Miles	30	20	23

⁴⁶Motor equipment operator.

The above staffing level would provide for two 12-hour snow and ice removal shifts of 5 employees each, which in turn would allow four snow and ice removal routes to be in operation 24 hours per day during an emergency event. The shifts would be supported by: a) the foreman who would be responsible for oversight and secondary plowing; and b) the mechanic for snow removal equipment maintenance and some secondary plowing. According to Novak, this staffing model would permit a high level of service with an estimated two passes per street every 12 hours.

The proposed staffing level would allow for two crews of four employees, overseen and supervised by the foreman with the support of an in-house fleet mechanic. This approach provides the capacity to combine crews and take on major projects, or split crews to tackle multiple projects at once. A 4-person crew is sufficient for project work and traffic safety control on road maintenance and right-of-way mowing projects. This crew configuration is also adequate to allow the DPW to effectively address warm weather tasks, including minor transportation infrastructure repair, park maintenance, right-of-way mowing, street light maintenance, and street tree maintenance and planting. Further, this crew configuration and staffing level would permit the Village to accomplish most core tasks in-house and limit the need to contract for services, other than major transportation repair or specialty projects.

The Village will also have the option of defining an alternative snow and ice management plan that requires fewer routes and therefore fewer personnel. This would in turn require more contracted services (e.g., fleet maintenance or street sweeping) necessitating additional advanced analysis to determine crew size needs and to compare potential contract costs to the cost of maintaining a larger staff pool.

Salaries for the Village of Edgemont DPW pro forma staff of ten employees would largely be determined by title and experience (based upon union pay grades)⁴⁷ and are projected to aggregate approximately **\$1,150,500** in year 1.

TABLE 43: PRO FORMA DPW STAFF SALARIES AND BENEFITS, VILLAGE OF EDMONT

Position	FTE	Unit Salary	Total Salaries	Benefits @ 50%	Total
DPW Foreman/Motor Eq Operator	1.0	\$110,000	\$110,000	\$55,000	\$165,000
Heavy Motor Eq Operator	1.0	\$80,000	\$80,000	\$40,000	\$120,000
Motor Eq Operator	3.0	\$75,000	\$225,000	\$112,500	\$337,500
Skilled Laborer	1.0	\$75,000	\$75,000	\$37,500	\$112,500
Laborer	3.0	\$65,000	\$195,000	\$97,500	\$292,500
Garage Mechanic	1.0	\$82,000	\$82,000	\$41,000	\$123,000
Total	10.0	\$487,000	\$767,000	\$383,500	\$1,150,500

Non-Labor Operating Costs. To arrive at a total Edgemont DPW operating budget, other non-capital, non-direct-labor expenditures must be added to salaries and benefits. These cost areas include non-major street patching, curb work, sweeping, and related supplies; central garage costs

⁴⁷See Village of Ardsley 2016-17 budget, page 73.

(fuel, supplies/parts, utilities, equipment repair); labor and materials for snow removal; street lighting (energy costs and parts); storm drain maintenance; and other.

To estimate other operating costs, Table 44 allocates 22%⁴⁸ of Greenburgh’s non-core-labor operating costs to Edgemont.

TABLE 44: TOWN NON-LABOR DPW EXPENDITURES ALLOCATED TO EDMONT

TOWN OF GREENBURGH Highway Division	Budgeted FY17	Edgemont @ 22%
Repair of Roads	\$235,000	\$51,700
Other General Repairs	\$365,200	\$80,344
Permanent Improvements	\$104,755	\$23,046
Equipment Repair and Radio Communication	\$1,028,901	\$226,358
Snow Removal-Overtime	\$350,000	\$77,000
Snow Removal-Ice Control Materials	\$600,000	\$132,000
Snow Removal-Administrative	\$371,957	\$81,831
Highway Garage*	\$185,162	\$40,736
Street Lighting*	\$656,428	\$144,414
TOTAL DPW EXPENDITURES	\$3,897,403	\$857,429

*Not reported in Town Highway Division budget, but would be part of Village DPW expenditures.

For similar categories, Table 45 presents fiscal year 2016-17 budgeted expenditures for lower Westchester villages for which comparable data is available.⁴⁹

TABLE 45: NON-PERSONNEL DPW EXPENDITURES BY FUNCTION, AREA VILLAGES

2016-17 BUDGET DPW FUNCTION	Village of Rye Brook	Village of Pelham	Village of Irvington	Village of Dobbs Ferry	Village of Ardsey
Central Garage	\$402,700	\$181,500	\$296,175	\$250,500	\$178,950
Highway Supplies/Equipment	\$79,450	\$84,250			
Snow Removal (Includes OT)	\$145,000	\$160,000	\$147,000	\$180,000	\$145,000
Street Lighting	\$155,000	\$104,000	\$65,000	\$105,500	\$82,000
Streets		\$206,838	\$382,049	\$106,500	\$196,400
Contractual/Permanent Imp		\$20,000			
Sidewalks				\$35,000	
Shade Trees/Beautification	\$71,000				
Total	\$853,150	\$756,588	\$890,224	\$677,500	\$602,350
Population	9,347	6,910	6,420	10,875	4,452
Per Capita	\$91.28	\$109.49	\$138.66	\$62.30	\$135.30

The average per capita expenditure for the five villages in the above sample is \$107.41. Based on Edgemont’s population of 7,565, non-personnel Village DPW expenditures would be \$812,526.

The higher of the two results (**\$857,429**, using the Greenburgh-to-Edgemont allocation methodology) is the assumed Edgemont DPW annual non-personnel, non-capital expenditure,

⁴⁸Edgemont’s share of Town road miles; see Chapter 2, Section C.

⁴⁹The manner in which each village accounts for its public works expenditures may not be consistent.

which includes costs relating to snow removal (supplies and overtime) and maintaining a central garage facility.

The total estimated cost to operate a Village of Edgemont DPW (not including debt service, which is covered in Chapter 11), is summarized in Table 46.

Table 46: Village of Edgemont DPW - Total Pro Forma Expenditures

	Year 1	Year 2	Year 3	Year 4	Year 5	FTE	Growth
Staff Salaries and Benefits	\$1,150,500	\$1,185,015	\$1,220,565	\$1,257,182	\$1,294,898	10.0	3.00%
Non-Labor Operating Costs	\$857,429	\$857,429	\$857,429	\$857,429	\$857,429	0.0	0.00%
TOTAL DPW OPERATING EXP	\$2,007,929	\$2,042,444	\$2,077,994	\$2,114,611	\$2,152,327	10.0	

Upfront DPW Capital Costs. To provide DPW services directly, the Village would need to purchase heavy equipment and obtain access to or own a garage facility in which to house vehicles and supplies. The facility would not require capacity for sanitation-related equipment because, as noted in Chapter 5, it is assumed that Edgemont would obtain sanitation services via contract.

The pro forma Edgemont DPW budget includes **\$2,000,000** for upfront **DPW equipment purchases**, which would include dump trucks; medium-duty pick-up trucks; light duty pick-up trucks; a street sweeper; a compact loader/skid steer; a compact excavator; a bucket truck; trailers; mowers; and plows and salting equipment.⁵⁰

An **Edgemont DPW would require a facility** for equipment and supplies (including salt storage) and to house highway vehicles. This report assumes a total DPW facility budget as follows:

- *Parcel:* 2-acre site at \$2,000,000 land acquisition cost; and
- *Facility:* 15,000 square feet⁵¹ at \$325 per foot (\$4,875,000 construction cost).

Therefore, the total estimated cost of the Edgemont DPW central garage facility is **\$6,875,000**.

Both the DPW equipment and garage facility would likely be financed through the issuance of debt obligations. The structure and financial impact of such debt is discussed in Chapter 11.

⁵⁰The Village’s governing body ultimately may be able to share some of these assets, particularly non-emergency equipment, with another municipality or enter into private service contracts for certain DPW services. Such policy decisions would be made by the Village Board of Trustees based on service level and financial impact considerations.

⁵¹This report assumes that the Village would not directly provide sanitation services and therefore would not need to store and maintain a fleet of garbage trucks.

Chapter 7: Police

A. POLICE BACKGROUND

Currently, 22 of Westchester's 23 villages (including combined town/villages, e.g. Scarsdale) provide their own police protection. One—Mt. Kisco—has an IMA with Westchester County (see section D of this chapter).

The Town of Greenburgh currently provides police protection to the entire unincorporated area (about 17 square miles), including Edgemont. Edgemont, at 2.6 square miles, is part of a larger Greenburgh patrol "quadrant" that includes other unincorporated parts of the Town, including sections of the Ardsley Union Free School District.

Unincorporated area police services are currently funded through the "B" budget. The Town also provides some police and related services (including SWAT training and traffic control) to the existing villages and the unincorporated area through the Town-wide "A" budget. These "A" services would not change if Edgemont were to incorporate.

Under New York laws, if Edgemont were to incorporate, it would have the option to create and manage its own police force.⁵² If it were to do so, Greenburgh would no longer tax Edgemont residents for the cost of maintaining the Town police force. Rather, the Edgemont Village government would levy taxes on its residents to pay for the services provided by the Village police. The Village would also have the option of contracting—or creating a joint police force with—another municipality (if another municipality were willing to do so), such as the Town.

For emergency situations, Westchester County and all of its municipalities are parties to a Mutual Aid and Rapid Response Plan ("MARRP") under which they receive (and agree to provide) assistance and cooperation to: "*provide the uninterrupted delivery of police service during those situations that exceed the resources of any individual department.*"⁵³ The municipalities in Edgemont's "zone" are the six Greenburgh villages, the Town of Greenburgh, the Town/Village of Scarsdale, the City of White Plains, and the City of Yonkers. Regardless of Edgemont's ultimate method for procuring police services, either the Village (as the directly contracting department) or the municipality serving Edgemont would logically enter into the MARRP.

The succeeding sections of this Chapter provide staffing information and financial data to arrive at an estimated cost of police protection for an incorporated Village of Edgemont.

B. GREENBURGH POLICE

Current spending by the Greenburgh Police Department (per the Town's 2017 Adopted Budget), and the amount allocated to Edgemont based upon its share TAV ratio, is shown in Table 47.

⁵²See <https://www.nysenate.gov/legislation/laws/VIL/8-800>.

⁵³Draft 2015 Mutual Aid and Rapid Response Plan for the Police Departments of Westchester County, New York.

TABLE 47: TOWN OF GREENBURGH POLICE EXPENDITURES, FY15-17

TOWN OF GREENBURGH Police Department	Actual FY15	Estimated FY16	Budgeted FY17
Salaries	\$13,869,931	\$14,583,697	\$14,832,788
Holiday pay, OT, longevity	\$2,058,508	\$2,263,600	\$2,341,000
Subtotal Salaries and Overtime	\$15,928,439	\$16,847,297	\$17,173,788
Equipment, contracts, building maintenance, utilities	\$1,964,953	\$2,163,439	\$2,152,711
Total Pre-Benefits	\$17,893,392	\$19,010,736	\$19,326,499
Benefits (estimated at 55% of salaries) ⁵⁴	\$7,628,462	\$8,021,033	\$8,158,033
Total	\$25,521,854	\$27,031,769	\$27,484,532
<i>Edgemont "B" budget share based on TAV ratio (26.0%)</i>	<i>\$6,610,160</i>	<i>\$7,001,228</i>	<i>\$7,145,978</i>
% change over prior year	-	5.9%	2.1%

C. EDMONT POLICE

The Edgemont governing body may choose to establish its own police department. To determine the appropriate staffing levels (and associated costs) of that approach, the EIC retained The Novak Consulting Group (Novak) to undertake additional research and develop a high-coverage model with a focus on neighborhood policing and appropriate resources for Central Avenue.

Novak notes that, pursuant to International Association of Chiefs of Police (IACP) guidelines, police officers should spend an average of one-third of their on-duty time available for proactive policing. Novak advises that the Edgemont pro forma police staffing model in this report, *which assumes 24 sworn officers wholly dedicated to patrols and other public safety matters within Edgemont*, would almost certainly meet that threshold. However, because Greenburgh does not report calls for service by neighborhood, the average level of severity (or handling time) of calls originating within Edgemont is unknown. The Village government, if one were established, should analyze such data prior to determining the official staffing model for the police department.

Assumptions regarding the composition of the sworn officer staff by position are below.

Command Staff (2 FTE). Edgemont’s police department would require a Police Chief and Lieutenant as command staff personnel. The Lieutenant position would serve as both back-up and executive-level support to the Police Chief and Watch Commander, providing deployment direction and oversight to patrol and investigative personnel.

Investigations (3 FTE). The Investigations Unit would include 3 Detectives, one of whom would be at the level of Sergeant. The Sergeant would provide direct supervision, prioritize cases, evaluate incident records, and assign cases for investigation.

Patrol (15 FTE). Many Westchester area municipalities utilize variations of an 8-hour duty schedule. A review of peer community deployment models, officer safety considerations, and proactive policing expectations for Edgemont indicates that a staffing level of *3 patrol officers on*

⁵⁴The Town of Greenburgh Adopted Budget does not allocate benefits within “B” budget departments.

the day and evening shifts and 2 patrol officers on the overnight shift would represent a substantial level of coverage for Edgemont’s 7,565 population and 2.6 square mile area. To consistently meet these targets, a total patrol staff of 15 officers spread across 4 patrol teams (working rotating 8-hour shifts) would be necessary.

Patrol Sergeants (4 FTE). The four patrol teams would require the supervision of four Sergeants (one per team). In the event that a Sergeant is on leave, subordinate officers can be utilized to provide supervisory coverage or the Watch Commander/Lieutenant can provide direct supervision.

Table 48 compares Edgemont to area departments in terms of sworn officers per 1,000 residents.

TABLE 48: SWORN OFFICER STAFFING LEVELS, WESTCHESTER POLICE DEPARTMENTS

Municipality	Sworn Officer Staffing (Est.)	Square Miles	Population	Sworn Staff Per 1,000 Residents
Greenburgh Town	115	17.1	42,863	2.7
Scarsdale Town/Village	45	6.6	17,166	2.6
Edgemont (Pro Forma)	24	2.6	7,565	3.2
Rye Brook Village	26	3.5	9,347	2.8
Hastings Village	21	2.0	7,849	2.7
Dobbs Ferry Village	25	2.3	10,875	2.3
Irvington Village	22	4.0	6,420	3.4
Ardsley Village	18	1.3	4,452	4.0
Tarrytown Village	33	2.9	11,537	2.9
Briarcliff Village	19	6.7	7,867	2.4
Pelham Village	25	0.8	6,910	3.6
Tuckahoe Village	23	0.6	6,486	3.5
Pleasantville Village	21	1.8	7,019	3.0
Bronxville Village	21	1.0	6,323	3.3

Support Services (2 FTE). The pro forma budget provides additionally for two administrative positions. It also assumes a “desk officer” model (common in Westchester) to meet emergency communications responsibilities. Under this approach, an officer or a sergeant serves as a desk officer and dispatches calls for service.

Labor Costs. Total estimated personnel expenditures for the above-referenced 26 positions (24 sworn officers plus two support staff) are calculated in Table 49. Salaries duplicate those of the Greenburgh Police Department as set forth in the Town’s 2017 Adopted Budget.

TABLE 49: ESTIMATED SALARIES AND BENEFITS, VILLAGE OF EDMONT POLICE DEPARTMENT

Position	FTE	Unit Salary	Total Salaries	Overtime @ 20%	Benefits @ 55%	Total
Chief	1.0	\$183,550	\$183,550	\$36,710	\$100,953	\$321,213
Lieutenant	1.0	\$149,134	\$149,134	\$29,827	\$82,024	\$260,985
Sergeant	5.0	\$131,926	\$659,630	\$131,926	\$362,797	\$1,154,353
Detectives	2.0	\$122,307	\$244,614	\$48,923	\$134,538	\$428,075
Patrol Officers - Grade 1	6.0	\$112,669	\$676,016	\$135,203	\$371,809	\$1,183,028
Patrol Officers - Grade 2	5.0	\$88,353	\$441,765	\$88,353	\$242,971	\$773,089
Patrol Officers - Grade 3	4.0	\$82,423	\$329,691	\$65,938	\$181,330	\$576,959
Switchboard/Office/Admin	2.0	\$61,728	\$123,455	\$24,691	\$43,209	\$191,356
Total	26.0		\$2,807,856	\$561,571	\$1,519,630	\$4,889,057

Non-Labor Operating Costs. The Village of Edgemont Police Department would require the following estimated ongoing contractual, maintenance, and other costs.

TABLE 50: NON-PERSONNEL POLICE EXPENDITURES, VILLAGE OF EDMONT POLICE DEPARTMENT

Expenditure	Year 1	Years 2-5	Notes
Office Equipment, Supplies	\$15,000	\$9,500	Includes annual lease of voice recorder system
Vehicle Maintenance	\$15,000	\$15,000	10 vehicles at \$1,500 per
IT Service/Support	\$20,000	\$20,000	
Records Management Service/Support	\$20,000	\$20,000	
Portable Radios Service/Support	\$3,000	\$3,000	
Personal Protective Equipment	\$120,000		\$5,000 per sworn officer (vests, firearms, etc.)
Uniform Maintenance	\$24,000	\$24,000	\$1,000 per sworn officer
Body Cameras	\$30,000		20 cameras @ \$1,500 per
Miscellaneous Investigation Equipment	\$45,000	\$4,000	Evidence collection, speed monitoring, etc.
Training	\$10,000	\$10,000	Will vary based on staff experience
Gasoline and Oil	\$40,000	\$40,000	
Maintenance and Professional Services	\$50,000	\$50,000	
Total	\$392,000	\$195,500	

Overall Operating Costs. The total estimated cost to operate a Village of Edgemont police department (not including debt service, which is covered in Chapter 11), is presented in Table 51.

TABLE 51: VILLAGE OF EDMONT POLICE DEPARTMENT TOTAL PRO FORMA EXPENDITURES

	Year 1	Year 2	Year 3	Year 4	Year 5	# of Emp	Growth
Staff Salaries and Benefits	\$4,889,057	\$5,035,729	\$5,186,801	\$5,342,405	\$5,502,677	26.0	3.00%
Non-Labor Operating Costs	\$392,000	\$195,500	\$195,500	\$195,500	\$195,500	0.0	0.00%
TOTAL EXPENDITURES	\$5,281,057	\$5,231,229	\$5,382,301	\$5,537,905	\$5,698,177		

Upfront Police Department Capital Costs. To provide police services directly, Edgemont would require equipment and a facility.

Based on the assumed staffing model detailed above, the Edgemont Police Department would require ten police vehicles. The budget assumes Edgemont would acquire 2017 Ford Interceptors, which are priced at approximately \$40,000 fully outfitted with law enforcement equipment (including mobile data terminals). Command, detective, supervisory, and back-up patrol vehicles have an estimated life of between five and seven years compared to three years for front-line patrol vehicles. The total cost of the vehicles is assumed at \$400,000 (10 x \$40,000).

Total upfront police department vehicle and equipment purchase requirements total **\$670,000** and are listed in Table 52.

TABLE 52: UPFRONT POLICE EQUIPMENT EXPENDITURES

Capital Asset	Year 1
Vehicles	\$400,000
General IT	\$30,000
Records Management System	\$80,000

Telecommunications System	\$20,000
Portable Radios	\$40,000
Radio Infrastructure	\$60,000
LiveScan Fingerprinting	\$40,000
Total	\$670,000

An Edgemont Police Department would require a facility, which would include temporary holding cells. Based upon estimated lower Westchester land and construction costs, this report assumes a total facility budget as follows:

- *Parcel:* 1-acre site at \$2,000,000 land acquisition cost; and
- *Facility:* 10,000 square feet at \$325 per foot (\$3,250,000 construction cost).

Therefore, the total estimated cost of an Edgemont police facility is **\$5,250,000**. The Village could, however, consider renting space initially. Such a lease could be in conjunction with a negotiated shared services agreement with another municipality for the temporary holding of prisoners or with a negotiated capital improvement with the property lessor for an on-site holding cell.

Both the police equipment and garage facility would likely be financed through the issuance of debt obligations. The structure and financial impact of such debt is discussed in Chapter 11.

D. MT. KISCO/WESTCHESTER COUNTY POLICE INTER-MUNICIPAL AGREEMENT

In May 2015, the Town/Village of Mt. Kisco entered into a police protection IMA with the Westchester County Police. Prior to the agreement, Mt. Kisco maintained its own force.

The key aspects of the Mt. Kisco/County contract are:

- The County staffs Mt. Kisco with 17 patrol officers, 3 detectives, and 5 sergeants;
- On both the day and evening tours, the County provides 3 officers and 1 supervisor at all times assigned to patrol duties within Mt. Kisco. On the overnight tour, the requirement is 2 patrol officers and 1 supervisor;
- County detectives are assigned exclusively to Mt. Kisco;
- Officers are required to undertake a number of other duties, including assisting with Mt. Kisco DPW operations for overnight snow removal and utility repairs; and
- Mt. Kisco must provide the County with the use of its existing infrastructure, including facility, patrol cars, and other equipment.

The “all-in” contract costs are for the IMA are:

TABLE 53: MT. KISCO / WESTCHESTER COUNTY IMA CONTRACT PRICES

	2015	2016	2017	2018	2019
Cost	\$6,437,548	\$6,620,874	\$6,746,832	\$6,859,275	\$6,936,035
% Change	-	2.8%	1.9%	1.7%	1.1%

Similar to Mt. Kisco, the Village of Edgemont’s governing body may seek to negotiate an IMA for police services from another local government entity. It is important to note that the cost to provide police services to Edgemont through an IMA may differ from the Mt. Kisco contract due to a number of factors:

TABLE 54: COMPARISON OF MT. KISCO AND VILLAGE OF EDGEMONT

	Mt. Kisco Town/Village	Village of Edgemont
Population	10,877	7,565
Land Area	3.1	2.6
Patrol and Supervisory	17 patrol officers, 3 detectives, and 5 sergeants (25 total)	15 patrol officers, 2 detectives, and 5 sergeants (22 total)
Pay Grades	Mt. Kisco Police Department officers were transferred to the County	Pay grades of assigned staff, and therefore contract costs, would likely be different in a contract with Edgemont
Infrastructure	Facility and equipment were assigned by Mt. Kisco to the County	Edgemont would likely be required to provide some police infrastructure under an IMA ⁵⁵

The above is provided for informational purposes only to provide the reader with information on how a police IMA *potentially* could be structured between Edgemont and another local government (should the Village’s governing body, and a counterparty, desire to enter into such a contract).

⁵⁵Though potentially less than what would be required for a “ground-up” Village of Edgemont police department.

Chapter 8: Ongoing Capital Spending

Upfront capital costs specifically relating to Edgemont DPW and police (should the Village choose to provide those services directly) are discussed in Chapters 6 and 7, respectively. This chapter discusses other capital costs for which the Village would be responsible.

Westchester municipalities typically prepare annual capital plans—which often look forward five to ten years—to set forth project priorities and funding sources. This practice is encouraged by the New York Office of State Comptroller.⁵⁶ Capital spending tends to be lumpy, with variation driven by essentiality (i.e. emergency vs. discretionary), community preferences, and budget considerations. Further, certain capital expenditures may be budget positive (e.g. energy-saving LED lighting); others may be funded by grants; some are addressed in the operating budget; and many are funded by debt issues to spread the costs over the expected useful life of the assets (thereby mitigating near-term budget impact).

Similar to the peer villages and the Town of Greenburgh, Edgemont’s governing body will likely develop a long-term capital plan that sets forth improvement priorities and expected funding sources. This report assumes ***\$2,000,000 of road resurfacing projects during years 1 through 5***, or \$400,000⁵⁷ per year, paid from the operating budget.

Other ongoing capital expenditures will likely relate to new sidewalk construction and the repairing of curbs and gutters; other drainage-related improvements; street light replacement; and general equipment replacement. The Village government could choose to fund these improvements from the operating budget, surplus fund balances reserves, or through debt issuances to spread the costs over the useful life of the improvements.⁵⁸

⁵⁶https://osc.state.ny.us/localgov/pubs/lmgm/capital_planning.pdf.

⁵⁷According to EIC research, Ardsley (1.3 sq. mi) budgets \$225,000 to \$250,000 annually for road projects; Hastings (2 sq. mi.) budgets about \$250,000; and Rye Brook (3.5 sq. mi) budgets \$500,000. Further, the Greenburgh Supervisor stated publicly on August 25, 2016 that the Town had spent \$2,136,144.97 on road resurfacing in Edgemont over the previous 6 years (20.35% of all such work within the unincorporated area). That equates to \$356,024 on an annualized basis. See Appendix C for the text of the Supervisor’s statement.

⁵⁸The Town of Greenburgh routinely issues debt for capital improvements, as do Greenburgh’s villages; see Chapter 11.

Chapter 9: Parks and Recreation, Greenburgh Nature Center, and Library

A. PARKS AND RECREATION

The Town of Greenburgh charges the unincorporated area via the “B” budget for the costs of its parks and recreational programs and facilities, which includes both the Department of Parks & Recreation and the Department of Community Resources (which operates the Theodore D. Young Community Center, “TDY”). Based upon EIC research, if Edgemont were to incorporate, its residents—similar to the six Greenburgh villages—would no longer pay any share of such costs. However, Edgemont would retain rights of access to Town parks and recreation programs and facilities except for the pools at Anthony F. Veteran (AFV) Park.⁵⁹

Table 55 shows recent “B” budget spending by the Town of Greenburgh for parks and recreation. These figures do not include employee benefits⁶⁰ or debt service⁶¹ for park purposes.

TABLE 55: TOWN OF GREENBURGH, PARKS AND RECREATION EXPENDITURES, FY15-17

TOWN OF GREENBURGH Parks and Recreation Spending	Actual FY15	Estimated FY16	Budgeted FY17
Recreation Administration - Salaries	\$714,485	\$729,307	\$790,253
Recreation Administration - PT and Seasonal	\$446,306	\$473,500	\$480,421
Recreation Administration - Building Maintenance	\$255,948	\$274,626	\$293,585
Recreation Administration - Other	\$413,157	\$434,938	\$387,880
Subtotal Recreation Administration	\$1,829,896	\$1,912,371	\$1,952,139
Recreation Maintenance - Salaries	\$850,957	\$799,632	\$936,007
Recreation Maintenance - Other	\$709,051	\$734,381	\$686,378
Subtotal Recreation Maintenance	\$1,560,008	\$1,534,013	\$1,622,385
Anthony F. Veteran (AFV) Park - PT and Seasonal	\$445,820	\$470,000	\$472,262
Anthony F. Veteran (AFV) Park - Other	\$63,740	\$76,424	\$73,715
Subtotal Anthony F. Veteran (AFV) Park	\$509,560	\$546,424	\$545,977
Theodore D. Young Center (TDYCC) - Salaries	\$993,597	\$1,140,125	\$1,215,830
Theodore D. Young Center (TDYCC) - PT and Seasonal	\$1,014,786	\$931,980	\$749,000
Theodore D. Young Center (TDYCC) - Building Maintenance	\$483,504	\$333,747	\$456,548
Theodore D. Young Center (TDYCC) - Other	\$396,874	\$491,573	\$577,891
Subtotal Theodore D. Young Center (TDYCC)	\$2,888,761	\$2,897,425	\$2,999,269
Fairview-Greenburgh Pool - Salaries	\$384,525	\$391,796	\$421,945
Fairview-Greenburgh Pool - PT and Seasonal	\$236,304	\$257,145	\$248,672
Subtotal Fairview-Greenburgh Pool	\$620,829	\$648,941	\$670,617
Total Parks and Recreation	\$7,409,054	\$7,539,174	\$7,790,387
% change over prior year	-	1.8%	3.3%

⁵⁹Certain Town of Greenburgh parks and recreation programs have pricing differentials depending on whether the user lives in the unincorporated area, a village, or outside of the Town entirely. For example, the Town’s parks and recreation guide shows adult tennis fees at \$78 for (unincorporated) residents and \$106 for village residents. TDY lists senior swim fees at \$100 for residents (no distinction between unincorporated and village) and \$120 for nonresidents. Readers are encouraged to visit the Town’s website for full detail on parks and recreation programming and fees.

⁶⁰At 35% of total full time salaries of \$2,942,090 (FY17), employee benefits would approximate \$1 million.

⁶¹According to the EIC, about \$5.4 million of the Town’s \$54.6 million “B” budget-serviced debt is directly attributable to parks and recreation projects.

The *Edgemont Recreation Corporation (ERC)*, a private, non-profit, volunteer organization established in 1970, provides parks and recreation services to families residing in the Edgemont School District. It is funded primarily by resident fees for programs. ERC programs include the Edgemont Day Camp (which currently uses the pools at AFV Park, including swimming lessons for campers, at no charge), participation in Greenburgh sports leagues for grade-school children, after-school programs, and Edgemont-based sports clinics for younger children, among others.

Incorporation would not affect ERC's programming *with the exception of access to the pools at AFV Park for ERC's camp*. This report budgets **\$100,000 of support to ERC** which could be used to fund access to an alternative pool and swimming lessons. Such funds could also be used for other purposes at ERC's discretion, including additional ERC staff and equipment to accommodate a potential increase in ERC's level of programming.⁶²

Other Edgemont-based, volunteer-run private sports programs and clubs (e.g. youth football, travel soccer, and lacrosse) are self-funded and largely utilize Edgemont School District sports facilities. Neither they, nor the Elmsford Little League, would be affected by incorporation. Edgemont residents' ability to utilize Westchester County recreational facilities (e.g. pools and parks) would not change, as County taxes are separate from Town and Village taxes.

In future years (beyond the scope of this report), the Village of Edgemont may choose to establish its own parks and recreation function—potentially including the development of new facilities—as a department of the Village government.

B. GREENBURGH NATURE CENTER

The Greenburgh Nature Center (GNC) is located on a 33-acre tract of land off Central Avenue in Edgemont owned by the Town of Greenburgh and maintained as a wildlife refuge. The Town acquired the property in 1973 at a cost of \$742,500, half of which was funded by a conditional Federal grant that required that the property be preserved for passive recreation. GNC itself is operated not by the Town, but by Nunataks, Ltd., a private, not-for-profit corporation formed in 1975 which runs programs under contract with the Town.

GNC membership is open to all (Town residents and non-residents). According to GNC's 2014 Annual Report, 40% of its memberships came from Greenburgh residents.

For 2014, the GNC reported operating income of \$1,309,209, of which \$312,100 (23.8%) derived from the Town of Greenburgh. The balance of funding was from a mix of privately generated and contributed income, including membership dues, tuitions, admissions, and contributions. The Town's recent appropriations to GNC are shown in Table 56.

⁶²The inclusion of a pro forma Village appropriation to ERC in this report is for illustrative purposes only and represents an estimate of additional funds that the ERC *might* require to maintain its service levels if Edgemont were to incorporate. Any actual funding would be subject to approval by the Village of Edgemont's governing body.

TABLE 56: TOWN OF GREENBURGH APPROPRIATIONS TO GREENBURGH NATURE CENTER, FY15-17

TOWN OF GREENBURGH Greenburgh Nature Center	Actual FY15	Estimated FY16	Budgeted FY17
Town Share Agreement (Nunataks)	\$279,795	\$279,795	\$279,795
Building Maintenance and Recycling	\$94,469	\$92,188	\$115,791
Total Greenburgh Nature Center	\$374,264	\$371,983	\$395,586
% change over prior year	-	-0.6%	6.3%

The Town’s October 2016 bond issue included \$250,000 for GNC Manor House roof and building repairs. The debt will be amortized over 10 years; 2017 debt service is approximately \$30,000.

All funding from the Town for GNC operations is charged exclusively to taxpayers in unincorporated Greenburgh through the “B” budget. At Edgemont’s TAV ratio (26.0%), Edgemont taxpayers currently provide \$102,852 of support to GNC. This report assumes that Village of *Edgemont taxpayers would continue to contribute \$102,852 to GNC* for this purpose.⁶³

C. Greenburgh Public Library

Residents of unincorporated Greenburgh have full and complete access to the Westchester Library System (WLS) through membership in the Greenburgh Public Library (GPL), the spending for which is supported by “B” budget revenues, including property taxes. Edgemont’s incorporation would not affect the rights of Edgemont residents to use GPL (or other libraries in the WLS, such as Scarsdale), and the Village of Edgemont would be responsible for a pro rata share of related costs. Recent Town library spending is outlined in Table 57.

TABLE 57: TOWN OF GREENBURGH LIBRARY EXPENDITURES, FY15-17

TOWN OF GREENBURGH Public Library Fund	Actual FY15	Estimated FY16	Budgeted FY17
Total “B” Budget Transfer to Library Fund	\$3,519,137	\$3,453,460	\$3,651,683
% change over prior year	-	-1.9%	5.7%

The calculation of pro rata share will ultimately be subject to negotiation based upon a number of different considerations. Chapter 2, Section C of this document provides several Edgemont-to-Greenburgh metrics for benchmarking purposes, including that Edgemont represents 17.6% of the population of the unincorporated area. According to GPL’s 2015 Report to the Community, it received nearly 250,000 visitors in 2015. If Edgemont residents visit the library in proportion to Edgemont’s population,⁶⁴ then a population-based allocation of GPL pro rata costs would be:

$$17.6\% \times \$3,651,683 = \$642,696$$

⁶³The inclusion of a pro forma Village appropriation to GNC in this report is for illustrative purposes only and represents an estimate of additional funds that GNC *might* require to maintain its service levels if Edgemont were to incorporate. Any actual funding would be subject to approval by the Village of Edgemont’s governing body.

⁶⁴Visitor statistics by neighborhood are not available.

Using Edgemont's TAV ratio of 26.0% explained in Chapter 2, Section C:

$$26.0\% \times \$3,651,683 = \$949,438$$

For conservative estimation purposes for this report, the higher of the two estimation methods (\$949,438) is employed.

After incorporation, Edgemont's governing body could consider other approaches for delivering library services to Village residents, including potentially contracting with another village (e.g. Scarsdale or Ardsley)⁶⁵ or consider building and maintaining its own library. Under both approaches, Edgemont could maintain full access to all WLS facilities, including the Greenburgh Public Library.

This report assumes that the Village of Edgemont will remain liable for a proportionate share of the Town's library bonds, currently outstanding in the amount of \$13.2 million and maturing in 2030, regardless of how the Village government delivers library services. However, Edgemont's share of all Town debt is ultimately subject to negotiation. See Chapter 10 for additional information on Edgemont's estimated share of Town debt.

Aggregate spending on ERC support, Greenburgh Nature Center support, and pro rata Greenburgh Public Library budget for purposes of this chapter is \$100,000 + \$102,852 + \$949,438 = **\$1,152,290**, increasing by 3.00% annually.

⁶⁵For example, the Village of Elmsford currently contracts for library services with the Village of Ardsley, to which it made a contribution of \$265,740 in fiscal year 2015.

Chapter 10: Edgemont’s Proportionate Share of Town Debt Service

The Town of Greenburgh issues general obligation bond debt for a number of different purposes and its debt is serviced by a variety of revenue sources. For example, bonds issued for the benefit of the entire Town are charged to the Town-wide “A” budget; bonds benefiting the unincorporated area are repaid from the “B” budget; and other debt issued for special districts (water, sewer, parking)⁶⁶ is repaid from the user fees and other revenues received by district operations, as they are independent legal entities that serve distinct areas (but not the entirety) of the Town.

Since incorporation only directly affects the Town “B” budget,⁶⁷ this report focuses on bonds issued by the Town for the benefit of the unincorporated area. As shown in Table 58, “B” budget debt outstanding has increased from \$37.9 million to \$54.6 million (44%) since 2007.

TABLE 58: TOWN OF GREENBURGH DEBT PROFILE

General Obligation Bond Debt Category	Principal Balance as of 12/31/07	Principal Balance as of 12/31/16	Principal Retirement FY17	Principal Balance as of 12/31/17
Town-Wide "A" Budget	\$13,678,541	\$7,235,610	\$1,603,856	\$5,631,754
Unincorporated Area "B" Budget	\$37,920,970	\$54,630,988	\$6,408,954	\$48,222,034
Hartsdale Public Parking District	\$6,375,000	\$3,900,000	\$320,000	\$3,580,000
Assessment and Tax Increment	\$502,489	\$300,000	\$18,000	\$282,000
Consolidated Sewer District	\$50,000	\$476,916	\$26,704	\$450,212
Consolidated Water District	\$0	\$12,153,000	\$634,000	\$11,519,000
TOTAL	\$58,527,000	\$78,696,514	\$9,011,514	\$69,685,000

Debt service on the unincorporated area “B” bonds is serviced by property taxes and other funding sources (including sales taxes, franchise fees, building permit revenues, and appropriated fund balances) collected from the Town’s “B” budget.

Town unincorporated area “B” budget outstanding debt of \$54,630,988 (as of 12/31/16) was issued for the purposes set forth in Table 59 below per EIC estimates.⁶⁸

TABLE 59: TOWN "B" BUDGET DEBT BY DEPARTMENT, 12/31/16

Greenburgh Debt Category	Estimated Debt Allocation	% of Total
General Government	\$5,932,738	10.9%
Fortress Bible Settlement	\$4,400,000	8.1%
Sanitation	\$1,234,000	2.3%
Public Works/Highway	\$23,099,038	42.3%
Police	\$1,335,076	2.4%
Parks	\$5,429,136	9.9%
Library	\$13,201,000	24.2%
TOTAL	\$54,630,988	100.0%

⁶⁶Special district debt is not paid from “B” budget revenues.

⁶⁷Village of Edgemont residents would still continue to *separately service* debt on Town-wide general obligation bonds (including for ambulances) through the “A” budget tax; water/sewer district bonds through separate charges; and Hartsdale Public Parking bonds through permit fees paid by district users.

⁶⁸Estimated based upon descriptions in the Town’s Statement of Indebtedness within the 2017 Adopted Budget.

Based upon the Town’s 2017 Adopted Budget, debt service charged to Edgemont taxpayers and the entire unincorporated area to service the above “B” budget obligations will be \$8,172,546.⁶⁹ If Edgemont were to incorporate in 2017, that debt service charge would remain part of the overall tax paid by the unincorporated area, including Edgemont, during the transition period.

Subsequent to the transition period, the Village of Edgemont would likely retain a continuing obligation to pay some portion of “B” budget debt service outstanding at the time of Edgemont’s incorporation, subject to negotiation between the town and village (and ultimately resolved by the courts, if an equitable apportionment cannot be agreed upon).⁷⁰

Based on EIC’s estimate of current Town debt amortization schedules, beginning January 1, 2018, “B” budget debt service (and Edgemont’s estimated share at the 26.0% TAV ratio)⁷¹ would be approximately as calculated in Table 60.

TABLE 60: ESTIMATED TOWN OF GREENBURGH DEBT AND PROJECTED EDMONT SHARE⁷²

Fiscal Year	DEBT SERVICE REQUIREMENTS		DEBT PRINCIPAL OUTSTANDING			
	Greenburgh Est. "B" Budget as of 12/31/16 ⁷³	Edgemont Share @ 26.0%	Beginning Debt Balance	Estimated Principal Retirement	Ending Debt Balance	Edgemont Share @ 26.0%
2018	\$7,586,204	\$1,972,413	\$48,222,034	\$5,898,433	\$42,323,601	\$11,004,136
2019	\$6,754,852	\$1,756,261	\$42,323,601	\$5,273,526	\$37,050,075	\$9,633,020
2020	\$6,066,880	\$1,577,389	\$37,050,075	\$4,770,128	\$32,279,948	\$8,392,786
2021	\$5,445,132	\$1,415,734	\$32,279,948	\$4,315,334	\$27,964,614	\$7,270,800
2022	\$5,058,019	\$1,315,085	\$27,964,614	\$4,079,258	\$23,885,356	\$6,210,193
2023	\$4,335,470	\$1,127,222	\$23,885,356	\$3,499,482	\$20,385,874	\$5,300,327
2024	\$4,178,271	\$1,086,350	\$20,385,874	\$3,464,765	\$16,921,108	\$4,399,488
2025	\$3,591,795	\$933,867	\$16,921,108	\$2,999,556	\$13,921,552	\$3,619,604
2026	\$3,136,168	\$815,404	\$13,921,552	\$2,648,914	\$11,272,638	\$2,930,886
2027	\$2,633,794	\$684,787	\$11,272,638	\$2,239,252	\$9,033,386	\$2,348,680
2028	\$2,489,458	\$647,259	\$9,033,386	\$2,173,290	\$6,860,096	\$1,783,625
2029	\$2,302,298	\$598,598	\$6,860,096	\$2,062,195	\$4,797,901	\$1,247,454
2030	\$2,080,838	\$541,018	\$4,797,901	\$1,912,911	\$2,884,990	\$750,097
2031	\$1,027,921	\$267,259	\$2,884,990	\$926,946	\$1,958,044	\$509,091
2032	\$797,590	\$207,373	\$1,958,044	\$729,059	\$1,228,985	\$319,536
2033	\$678,337	\$176,368	\$1,228,985	\$635,323	\$593,662	\$154,352
2034	\$447,798	\$116,428	\$593,662	\$427,020	\$166,642	\$43,327
2035	\$116,927	\$30,401	\$166,642	\$111,095	\$55,547	\$14,442
2036	\$57,491	\$14,948	\$55,547	\$55,547	\$0	\$0

⁶⁹Town-outside principal (\$6,728,955) + Town-outside interest (\$1,922,196) = \$8,651,151 less reimbursement from the Hartsdale Public Parking District (\$478,605). See pages 78 and 157 of the Town’s 2017 Adopted Budget.

⁷⁰For purposes of this analysis, it is assumed that no Town assets (including its fund balances) would pass to the incorporated Village.

⁷¹This figure is an estimate prepared solely for purposes of establishing a pro forma budget for the proposed Village of Edgemont. Edgemont’s actual ongoing obligation, if any, will be subject to negotiation.

⁷² Exclusive of any new debt incurred by the Village or by the Town prior to incorporation.

⁷³Principal retirement is estimated based upon the Town’s overall debt amortization schedule (see p. A-25 of Town Official Statement dated October 18, 2016. Interest computed at 3.50%.

Chapter 11: New Village of Edgemont Debt Service

A. CAPITAL ASSET BORROWING (BOND ANTICIPATION NOTES)

The Village, to the extent it is required to borrow for upfront **capital costs** for DPW, police (see Chapters 6 and 7) and/or other purposes, would likely utilize tax-exempt **bond anticipation notes (BANs)** to fund projects during years 1 through 5 of operation. BANs generally mature within one year of issuance, at which time they may be renewed. Per New York laws, a principal payment must be made with respect to BANs within 2 years of the date of issuance of the initial BAN. Generally, long-term bonds must be issued within 5 years of the date of the initial BAN to retire such BANs.

New York villages routinely utilize BANs to fund capital projects.⁷⁴ The use of BANs for upfront capital costs would be logical and likely for the Village of Edgemont for a number of reasons: 1) as a newly incorporated municipality, the Village would not yet have a public bond rating and would likely need to place its debt privately⁷⁵ (and such lenders prefer shorter-duration notes) in its first few operating years; 2) 1-year BANs would carry lower initial interest rates than long-term, fixed-rate bonds; and 3) BANs offer more prepayment flexibility because they mature annually.⁷⁶

To analyze the debt service (principal and interest) impact of new capital costs on the feasibility of Edgemont’s incorporation, this report assumes that the **Village would borrow \$14,795,000** on June 1, 2018, to fund DPW equipment and facilities (\$8,875,000) and police department equipment and facilities (\$5,920,000).

This report utilizes an interest rate of 3.00%⁷⁷ for the assumed June 1, 2018 BAN and all subsequent 1-year notes for years 1 through 5. Principal amortization of local government bonds in New York is typically tied to, and may not exceed, the period of probable usefulness (PPU) of the financed assets (assumed herein, 5-7 years for police equipment; 7-12 for DPW equipment; and 20-25 for police and DPW facilities). Year 1 interest costs are budgeted as 3.00% x \$14,795,000 = **\$443,850**.

To amortize the debt within New York Local Finance Law requirements,⁷⁸ **total normalized annual carrying charges would approximate \$1.2 million**, shown in Table 61.

TABLE 61: ESTIMATED ANNUAL DEBT SERVICE ON DPW AND POLICE BANs, VILLAGE OF EDMONT

	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23	Total
Principal	\$400,000	\$650,000	\$700,000	\$750,000	\$800,000	\$3,300,000
Interest	\$443,850	\$431,850	\$412,350	\$391,350	\$368,850	\$2,048,250
Total	\$843,850	\$1,081,850	\$1,112,350	\$1,141,350	\$1,168,850	\$5,348,250

⁷⁴The Village of Tarrytown had \$27.8 million of BANs outstanding as of May 31, 2013, since retired from the issuance of long-term bonds. See <https://www.nysenate.gov/legislation/laws/LFN/23.00> for background information on BANs.

⁷⁵Commercial banks and other institutions are active buyers of BANs.

⁷⁶Unlike long-term publicly issued municipal bonds, which typically are not pre-payable during years 1 through 10.

⁷⁷The Village of Irvington issued a 1-year, \$3.9 million BAN on November 18, 2016 at an interest rate of 1.22%. Westchester County issued 1-year BANs on December 15, 2016 at 1.16%.

⁷⁸See <https://www.nysenate.gov/legislation/laws/LFN/A2> for state law requirements relating to debt repayment.

B. DEBT AFFORDABILITY AND MARKETABILITY

The Village would likely not obtain a bond rating in the initial years of incorporation; therefore, both the TANs (see Chapter 4) and BANs would be marketed based upon the security and pledge of property taxes (a defined and known revenue stream) collected within Edgemont. TAN and BAN purchasers/lenders would rely upon the fact that two Edgemont-based issuers of municipal debt (Edgemont UFSD and Greenville Fire District) secure their own obligations with a pledge of tax revenues from the same TAV as the Village and each has a bond rating in the Aa/AA category.⁷⁹

The Village of Edgemont’s debt estimate for mid-2018 is shown in Table 62.

TABLE 62: TOTAL VILLAGE OF EDMONT DEBT, EST. 2018

Direct Village Debt (DPW and Police BANs)	\$14,795,000
Edgemont Share of Town Debt	\$11,004,136
Greenville Fire District Debt ⁸⁰	\$1,605,000
Total Village of Edgemont Debt	\$27,404,136

In addition to the security provided by Edgemont’s tax revenues, potential lenders/note purchasers would evaluate Edgemont’s debt affordability based upon its debt burden ratio (debt divided by property value), which is comparable to the U.S. median and in the range of the peer villages.

TABLE 63: EDMONT DEBT AFFORDABILITY RATIO VS. MEDIAN

Debt-to-TAV Ratio	Edgemont
Net Direct Village Debt Principal	\$27,404,136
Edgemont Full Market Property Value	\$2,244,423,366
Edgemont Ratio	1.2%
U.S. Median Ratio	1.2%

TABLE 64: DEBT AFFORDABILITY RATIOS, EDMONT AND PEER VILLAGES

Village	Net Direct Village Debt Principal	Full Market Property Value (\$ 000)	Debt as a % of Property Value
Ardasley	\$6,710,000	\$974,660	0.7%
Briarcliff	\$45,636,000	\$1,903,139	2.4%
Bronxville	\$16,677,000	\$3,055,091	0.5%
Dobbs Ferry	\$16,845,000	\$1,663,559	1.0%
Edgemont	\$27,404,136	\$2,244,423	1.2%
Hastings	\$10,749,000	\$1,388,281	0.8%
Irvington	\$12,394,000	\$1,481,391	0.8%
Pelham	\$2,470,000	\$1,295,774	0.2%
Pleasantville	\$15,178,000	\$1,195,730	1.3%
Rye Brook	\$5,196,000	\$2,797,349	0.2%
Tarrytown	\$44,115,000	\$1,600,355	2.8%
Tuckahoe	\$5,348,000	\$983,806	0.5%

⁷⁹Edgemont UFSD’s bonds were last rated “Aa2” by Moody’s on July 6, 2016; Greenville Fire District’s bonds were last rated “AA” by Standard & Poor’s on September 22, 2015.

⁸⁰This report assures that Greenville Fire District debt would be assumed by the Village and that its fund balance (\$2,395,090 as of 12/31/15) would become the property of the Village.

C. BOND RATING

The Town of Greenburgh, the peer villages, and most U.S. municipalities retain financial advisors (FA)⁸¹ to assist with the marketing of debt and long-term capital planning. Among other duties, the FA would assist the Village in obtaining its initial bond rating. Higher bond ratings result in lower borrowing costs (all other factors being equal). The highest rating category is Aaa/AAA, followed by Aa/AA, A/A, Baa/BBB, and below investment-grade. Five-year borrowing costs by rating are in Table 65.

TABLE 65: INTEREST RATES BY BOND RATING CATEGORY

Rating Category	5-Year Rate ⁸²	Differential to Aaa/AAA
Aaa/AAA	1.79%	0.00%
Aa/AA	1.93%	0.14%
A/A	2.23%	0.44%
Baa/BBB	2.54%	0.75%

The Town of Greenburgh is rated Aaa/AAA.

Based upon key rating agency metrics shown below, the Village would likely obtain a rating in the Aa/AA category, on parity with the ratings of all six existing Greenburgh villages, the Greenville Fire District, and Edgemont School District. Municipal entities rated “A” or higher are generally able to access tax-exempt financing on favorable terms.⁸³

TABLE 66: KEY BOND RATING METRICS, EDMONT AND PEER VILLAGES

Village	Population	Moody's Rating ⁸⁴	General Fund Revenues (\$ 000)	Property Value Per Capita	Fund Balance Ratio	Debt Ratio
Ardsley	4,452	Aa3	\$11,732	\$218,926	12.6%	0.7%
Briarcliff	7,867	Aa2	\$15,489	\$241,914	12.2%	2.4%
Bronxville	6,323	Aaa	\$14,279	\$483,171	26.1%	0.5%
Dobbs Ferry	10,875	Aa2	\$16,162	\$152,971	25.5%	1.0%
Edgemont	7,565	TBD	\$16,444	\$296,685	see Chap. 12	1.2%
Hastings	7,849	Aa3	\$14,443	\$176,874	12.5%	0.8%
Irvington	6,420	Aa2	\$16,495	\$230,746	23.2%	0.8%
Pelham	6,910	Not rated	\$13,278	\$187,522	17.2%	NA
Pleasantville	7,019	Aa2	\$14,062	\$170,356	26.9%	1.3%
Rye Brook	9,347	Aa1	\$18,988	\$299,278	35.2%	0.2%
Tarrytown	11,277	Aa2	\$24,651	\$141,913	31.5%	2.8%
Tuckahoe	6,486	A3	\$11,659	\$151,681	4.7%	0.5%
U.S. Median "Aa" Cities	21,193		\$23,574	\$98,501	32.6%	1.0%

⁸¹Budgeted funding for financial advisory services is covered in Chapter 4.

⁸²As of January 3, 2017 (Source: Municipal Market Data).

⁸³For example, on December 8, 2016, the City of Yonkers (A2) issued 20-year bonds (11.6-year average life) at an all-in interest cost of 3.37%.

⁸⁴Moody's investment-grade ratings, from highest to lowest, are: Aaa, Aa1, Aa2, Aa3, A1, A2, A3, Baa1, Baa2, Baa3.

Chapter 12: Summary of Revenues and Expenditures; Fund Balances

The complete pro forma budget, accumulating all of the revenue and expenditure components of the previous chapters, is presented on the subsequent page.

Revenues of \$16.5 million are projected for year 1 using the estimated 2017 Town of Greenburgh tax rate and 2017 taxable assessed valuation (TAV) for the Edgemont School District. No tax rate change is assumed for 2017 to 2018, while a 1% annual increase in the Village tax rate is provided for subsequent years. All other revenue sources are assumed to be flat.

Expenditures are estimated at \$16.1 million in year 1, which includes: a) the one-time repayment of a note issued to finance about \$1.7 million in transition costs; and b) approximately \$844,000 of Village debt service. In year 2, the Village would be required to make larger principal payments on its notes, but would no longer have any transition costs. Labor-related expenditures are projected to increase by 3% annually. Year 2 expenditures are estimated at \$14.4 million, increasing to \$14.8 million in year 5. Edgemont’s assumed share of Town debt service declines annually after year 1.

The difference between revenues and expenditures is the **net operating surplus or operating margin**, which is accumulated on the Village’s balance sheet as unrestricted **fund balances**.⁸⁵ Table 67 shows the projected Village summary for years 1 through 5.

TABLE 67: SUMMARY FINANCIAL PROJECTIONS, VILLAGE OF EDMONT (\$ 000)

	Year 1/2018	Year 2/2019	Year 3/2020	Year 4/2021	Year 5/2022
Revenues	\$16,544	\$16,690	\$16,837	\$16,985	\$17,135
Expenditures	\$16,069	\$14,438	\$14,511	\$14,659	\$14,800
Net Operating Surplus	\$474	\$2,252	\$2,325	\$2,326	\$2,335
Net Operating Margin	2.9%	13.5%	13.8%	13.7%	13.6%
Accumulated Fund Balance (\$)	\$474	\$2,726	\$5,052	\$7,378	\$9,713
Fund Balance to Expenditures Ratio	3.0%	18.9%	34.8%	50.3%	65.6%
Debt Outstanding, Beginning of Year	\$14,795	\$14,395	\$13,745	\$13,045	\$12,295
Debt Outstanding, End of Year	\$14,395	\$13,745	\$13,045	\$12,295	\$11,495
Net Debt Outstanding*	(\$13,921)	(\$11,019)	(\$7,993)	(\$4,917)	(\$1,782)

*Calculated by subtracting the Debt Outstanding from the Accumulated Fund Balance, End of Year

According to Moody’s Investors Service, the U.S. median fund balance level⁸⁶ for cities is 39.0% (Aaa) and 35.8% (Aa).

For the fiscal year 2015, Aaa-rated Bronxville’s fund balance ratio was 26.1%, Rye Brook’s (Aa1) was 35.2%, and Dobbs Ferry’s (Aa2) was 25.5%. Assuming a 40% ratio for Edgemont against a \$15 million expenditure budget, the Village would require approximately \$6 million of fund balance. Although this is considered a higher-than-average level, newly-incorporated entities often maintain substantial reserves in the early years of operation.

⁸⁵The fund balances of the Greenville Fire District (about \$2million) would likely pass to the Village, but are not included here. This report assures that no Town fund balances pass to the Village.

⁸⁶Defined as fund balance as a percentage of expenditures.

TABLE 68: VILLAGE OF EDMONT PRO FORMA BUDGET

REVENUES	Key Assumptions, Notes	Year 1/2018	Year 2/2019	Year 3/2020	Year 4/2021	Year 5/2022
Village Tax Rate (Town Equivalent)	<i>Town estimated 2017 rate used for 2018 then 1% annual increases</i>	\$5.6367	\$5.6931	\$5.7500	\$5.8075	\$5.8656
Village Taxable Assessed Valuation (TAV)	<i>Edge UFSD TAV per 2016 Town final tax roll 11/07/16</i>	\$2,582,968,238	\$2,582,968,238	\$2,582,968,238	\$2,582,968,238	\$2,582,968,238
Property Tax Revenues	<i>1% annual increase in tax levy</i>	\$14,559,428	\$14,705,022	\$14,852,072	\$15,000,593	\$15,150,599
Sales Taxes	<i>no growth during years 1-5</i>	\$1,090,722	\$1,090,722	\$1,090,722	\$1,090,722	\$1,090,722
Mortgage Taxes	<i>no growth during years 1-5</i>	\$260,826	\$260,826	\$260,826	\$260,826	\$260,826
Utility Taxes	<i>no growth during years 1-5</i>	\$151,300	\$151,300	\$151,300	\$151,300	\$151,300
Franchise Fees	<i>no growth during years 1-5</i>	\$161,271	\$161,271	\$161,271	\$161,271	\$161,271
State Aid	<i>no growth during years 1-5</i>	\$45,390	\$45,390	\$45,390	\$45,390	\$45,390
Building Permits and Related	<i>no growth during years 1-5</i>	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000
Other Miscellaneous Revenues	<i>no growth during years 1-5</i>	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
TOTAL REVENUES		\$16,543,937	\$16,689,531	\$16,836,581	\$16,985,102	\$17,135,108
EXPENDITURES*	Key Assumptions, Notes	Year 1/2018	Year 2/2019	Year 3/2020	Year 4/2021	Year 5/2022
Transition period costs (TANs)-1	<i>Incl. legal (\$500K); consult (\$350K); contingency (\$250K)</i>	\$1,671,433	← costs incurred during transition; funded by TAN; repaid by year 1 taxes			
Administration-2	<i>Village Mgr/Treasurer, Admin Asst.; 4 full-time employees</i>	\$522,500	\$536,675	\$551,275	\$566,314	\$581,803
Legal	<i>Ongoing legal expenses</i>	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000
Insurance	<i>Ongoing insurance expenses</i>	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000
Building Department-2	<i>1 full-time Building Inspector and 1 full-time assistant</i>	\$243,000	\$250,290	\$257,799	\$265,533	\$273,499

EXPENDITURES*	Key Assumptions, Notes	Year 1/2018	Year 2/2019	Year 3/2020	Year 4/2021	Year 5/2022
Village Hall - Office Rental	3,000 sq. ft. @\$25 per	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
Engineering Consulting	Ongoing; Village could consider full-time engineering position	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
Comprehensive Plan	Assumes 4-year process, \$300,000 cost	\$75,000	\$75,000	\$75,000	\$75,000	\$0
Planning Consulting	Ongoing; Village could consider full-time planning position	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
Auditing and Financial Advisory	For financial statements, bond issues, and long-term capital planning	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
Sanitation	Private contract through bid process	\$900,000	\$927,000	\$954,810	\$983,454	\$1,012,958
DPW/Highway-3	Edgemont establishes DPW with 10 full-time employees	\$2,007,929	\$2,042,444	\$2,077,994	\$2,114,611	\$2,152,327
Police-4	Edgemont establishes Police Department with 26 full-time employees	\$5,281,057	\$5,231,229	\$5,382,301	\$5,537,905	\$5,698,177
Library-5	Assumed at TAV ratio (26%) but will be subject to negotiation	\$949,438	\$977,921	\$1,007,258	\$1,037,476	\$1,068,600
Edgemont Rec, GNC	Potential Village appropriation to support programming	\$202,852	\$208,938	\$215,206	\$221,662	\$228,312
Road Resurfacing	Exceeds spending by Town; Village could spend more/less	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000
Village Share of Town Debt Service-5	Assumed at TAV ratio (26%) but will be subject to negotiation	\$1,972,413	\$1,756,261	\$1,577,389	\$1,415,734	\$1,315,085
Interest on Village Debt	3.00%	\$443,850	\$431,850	\$412,350	\$391,350	\$368,850
Other	Office equipment; phones; working capital interest years 1 and 2 only	\$150,000	\$100,000	\$50,000	\$50,000	\$50,000
TOTAL EXPENDITURES	before debt principal amortization	\$15,669,471	\$13,787,607	\$13,811,382	\$13,909,039	\$13,999,610

Gross Operating Surplus	<i>before debt principal amortization</i>	\$874,466	\$2,901,924	\$3,025,199	\$3,076,063	\$3,135,498
Gross Operating Margin	<i>before debt principal amortization</i>	5.3%	17.4%	18.0%	18.1%	18.3%
Assumed Debt Amortization	<i>Village could retire more principal</i>	\$400,000	\$650,000	\$700,000	\$750,000	\$800,000
Total Expenditures + Debt Amortization	<i>all-in expenditures</i>	\$16,069,471	\$14,437,607	\$14,511,382	\$14,659,039	\$14,799,610
Net Operating Surplus	<i>after debt principal amortization</i>	\$474,466	\$2,251,924	\$2,325,199	\$2,326,063	\$2,335,498
Net Operating Margin	<i>after debt principal amortization</i>	2.9%	13.5%	13.8%	13.7%	13.6%
Debt (BAN)-6 Issue	<i>notes issued for DPW and PD assets</i>	\$14,795,000				
Debt Outstanding, Beginning of Year		\$14,795,000	\$14,395,000	\$13,745,000	\$13,045,000	\$12,295,000
Debt Outstanding, End of Year		\$14,395,000	\$13,745,000	\$13,045,000	\$12,295,000	\$11,495,000
Accumulated Fund Balances		\$474,466	\$2,726,389	\$5,051,588	\$7,377,652	\$9,713,149
Net Debt Outstanding		(\$13,920,534)	(\$11,018,611)	(\$7,993,412)	(\$4,917,348)	(\$1,781,851)
Fund Balance-to-Debt Ratio	<i>Village could pay down additional notes</i>	3.3%	19.8%	38.7%	60.0%	84.5%
Fund Balance-to-Expenditures Ratio	<i>Over 30% is considered very strong</i>	3.0%	18.9%	34.8%	50.3%	65.6%

1) TAN = tax anticipation notes issued during transition period and repaid from first tax revenues received by Village in June 2018. 2) Administration and Building Department benefits rate = 35%.

3) DPW benefits rate = 50%. 4) Police benefits rate = 55%. 5) Assumes 26% Edgemont share of "B" budget-supported Town debt service; ultimately subject to negotiation. 6) BAN = bond anticipation notes issued with 1-year maturities and renewed annually.

*Schools, fire, EMS, and water/sewer are excluded as they are taxed separately.

01/03/17

New York General Municipal Law⁸⁷ authorizes reserve funds for a variety of purposes, including capital; repair; contingency and tax stabilization; snow and ice removal and road repair; debt; employee benefits; and retirement contributions. According to the New York State Comptroller:⁸⁸ *“Reserve funds, like other savings plans, are mechanisms for accumulating cash for future capital outlays and other allowable purposes. The practice of planning ahead and systematically saving for capital acquisitions and other contingencies is considered prudent management. Saving for future capital needs can reduce or eliminate interest and other costs associated with debt issuances. Similarly, certain reserve funds can be utilized to help protect the budget against known risks (a potential lawsuit) or unknown risks (a major ice storm).”* As an example, the Village of Rye Brook’s Comprehensive Financial Policy Document states: *“...fund balance may be appropriated as part of the adopted budget to fund capital or emergency expenditures. Fund balances should not be used to fund operating expenditures.”*

If the Village in fact requires upfront bond anticipation note (BAN) borrowings to fund capital assets, it may choose to retire a portion of those loans as the fund balance accumulates during years 1 through 5. Assuming the Village targets a 40% (\$6 million) reserve of the \$9.7 million accumulated surplus, then about \$3.7 million would be available to pay down a portion of the then-outstanding \$11.5 million of debt estimated debt at year 5. The resulting principal balance of \$7.8 million could be “termed out” over a period of up to 20 years⁸⁹ as determined by the Village. At a 5.00% interest rate and level fiscal year payments, debt service would be about \$625,000, which is manageable at 4% of the Village budget.

For newly incorporated entities, strong operating margins and fund balances are particularly important to provide the governing body with decision-making flexibility and allow for the gradual building of a capital base over time, rather than all at once. For example, the Village may initially choose to enter into short-term contracts for services/assets that it ultimately may provide/purchase on its own (or share with another municipality) at a lower long-term cost. The operating margins and reserve build projected in this report would afford the Village such a “cushion” until the governing body determines its preferred, long-term method for service delivery.

Based upon the assumptions herein, over the 5-year projection period, estimated operating revenues exceed expenditures (including debt service), allowing for an accumulation of fund balances at levels consistent with those retained by peer Westchester municipalities. Therefore, the report finds that Village of Edgemont is financially feasible at the current tax effort. Further, the projections show that the Village would have the balance sheet, budgetary operating margin, and borrowing capacity/creditworthiness to consider, over time, a wide range of capital projects, programs, services, and policies for the benefit of its residents (without raising taxes).

⁸⁷See <https://www.nysenate.gov/legislation/laws/GMU/A2>.

⁸⁸See <http://www.osc.state.ny.us/localgov/pubs/lgmg/reservefunds.pdf>.

⁸⁹The DPW and police facilities, which would constitute the bulk of the remaining debt after 5 years, would have a remaining probable period of usefulness (PPU) of 20-25 years.

Appendix A: Edgemont Services Not Funded by the Town “B” Budget

This report addresses the services that the Village of Edgemont would be required to provide upon incorporation—specifically, those currently delivered by Greenburgh to the unincorporated area through B” budget funding. Edgemont residents also receive public services from other legal entities, special districts,⁹⁰ and the Town of Greenburgh “A” budget⁹¹ (none of which are directly affected by incorporation). For informational purposes only,⁹² these are summarized below.

TABLE 69: EDMONT SERVICES NOT FUNDED BY THE TOWN “B” BUDGET

SERVICE	PROVIDER	GOVERNANCE/REVENUE SOURCE
K-12 Public Education	Edgemont UFSD	Separate legal entity with its own revenue sources (\$49 million property taxes); has its own bonding authority. Represents about 60% of the property tax bill.
Water	Greenburgh Consolidated Water District No. 1	Special district and independent legal entity with its own revenue sources (~\$14 million water sales). Services its share of Town of Greenburgh general obligation bond debt (~\$12.2 million at 12/31/16) issued on its behalf.
Sewer	Consolidated Sewer District	Special district (separate legal entity) with its own revenue sources (\$1.4 million property taxes). Services its share of Town of Greenburgh general obligation bond debt (\$476,916 at 12/31/16) issued on its behalf.
Parking	Hartsdale Public Parking District	Special district and independent legal entity with its own revenue sources (\$1.5 million permits and other). Services its share of Town of Greenburgh general obligation debt (\$3.9 million at 12/31/16) issued on its behalf.
Fire	Greenville Fire District	Currently a fire district and independent legal entity with its own revenue sources (\$8.9 million property taxes) and debt (\$1.7 million at 12/31/16). Incorporation would shift governance, revenues, and assets/liabilities to the Village. Budget may remain separately accounted for within the Village’s books and records. District would no longer have independent bonding authority. Represents about 11% of the property tax bill.
Ambulance/EMS	Greenville Fire District and Town of Greenburgh	The Greenville Fire District (which would be absorbed into the Village as its fire department) currently provides basic life support (BLS) services to Edgemont ⁹³ funded by existing taxes imposed on Edgemont residents. The Town of Greenburgh provides advanced life support (ALS) services on a Town-wide basis ⁹⁴ through \$1.3 million of “A” budget spending, ⁹⁵ which includes a civilian Paramedic Supervisor and 10 Paramedics. Related ambulance and ALS equipment are acquired through the issuance of Town bonds, the debt service on which is charged to the Town-wide “A” budget. ⁹⁶

⁹⁰According to the New York Comptroller: “Special districts are established to offer service delivery to properties in a specific area of the town. Property owners are then charged for those services through assessments or fees.” Special districts are legal entities separate from the towns in which they were established; their boundaries are not required to match those of the entire town (or of the unincorporated areas of the town). The four special districts listed (water, sewer, parking, and fire) are the major special districts serving Edgemont.

⁹¹The Town of Greenburgh “A” budget represents approximately 1.5% of the property tax bill.

⁹²None of the services listed in this Appendix B are part of this feasibility analysis as they are all taxed/funded separately.

⁹³See https://www.health.ny.gov/professionals/ems/pdf/agency_list_blsnt.pdf, page 70.

⁹⁴See https://www.health.ny.gov/professionals/ems/pdf/agency_list_blsnt.pdf, page 156.

⁹⁵See page 32 of Town of Greenburgh 2017 Adopted Budget.

⁹⁶See Exhibit E (Statement of Indebtedness) within the Town of Greenburgh 2017 Adopted Budget.

TABLE 69: EDGEMONT SERVICES NOT FUNDED BY THE TOWN “B” BUDGET

<p>As neither of the above-described services is currently provided via the Town’s unincorporated “B” budget, their funding would not be affected by incorporation.</p> <p>If Edgemont incorporates, the governing body of the Village would have the option to enhance local EMS services should it wish to do so. The Town, in its 2016 bond issue, financed a \$175,000 new ambulance on a 10-year repayment term (such costs are allocated to the “A” budget). The annual debt service, assuming Edgemont were to acquire a similarly priced asset and pay interest at 3.00% over a 10-year period, would be approximately \$20,500.</p>		
County Parks, Police, and Social Services	Westchester County	Separate legal entity with its own taxes/revenue sources and bonding authority. Represents about 9% of the property tax bill.
Tax Assessment and Collection, Court and Justices	Town of Greenburgh	Funded from Town-wide “A” budget. This report assumes that Edgemont will utilize the Town Assessor and Town Court.
Supervisor/Board	Town of Greenburgh	Funded from Town-wide “A” budget. Post-incorporation, Edgemont residents would remain eligible to vote in Town-wide elections for Supervisor and Board.
Police SWAT training, Traffic Control, Animal Control	Town of Greenburgh	Funded from Town-wide “A” budget.
Nutrition Program	Town of Greenburgh	Funded from Town-wide “A” budget.

Appendix B: Limitations and Disclaimers

- This report is not a blueprint for how to run the Village of Edgemont and does not bind a future Village Mayor or Board of Trustees to the assumptions included herein. This study only addresses issues relating to demographics, financial feasibility, and service levels and concludes that the Village could receive enough revenue at current taxation levels to meet core expenditures (including debt service if debt is issued). If Edgemont voters choose to incorporate, they will elect a Village Mayor and Board of Trustees that will ultimately negotiate contracts and set policies and priorities regarding Village service levels, which in turn will influence the actual budget and tax rates.
- The projections set forth herein are estimates for a village that does not yet exist; therefore, readers should not attach undue significance to individual numbers. Any particular number in this analysis will almost certainly differ from the actual number in that year should incorporation occur. However, while specific estimates are unlikely to be exact, the overall findings of the report reflect the contributors' best knowledge and reflect a realistic assessment of the financial feasibility of the proposed Village of Edgemont.
- The report is intended to inform the community about the financial feasibility of the potential Village of Edgemont based on certain assumptions rather than constitute an exhaustive study of all issues relating to incorporation. For example, it does not address the process for incorporating, legal matters, the location of facilities, or the transition of governance. These and other criteria (political, social) are beyond the scope of the report yet are important for residents to consider in connection with the decision to incorporate.
- The report includes data available as of the date of the report. The contributors assume no duty to update or supplement the report to reflect any new information that may come to the contributors' attention thereafter.
- The report does not constitute a position either for or against the incorporation of the Village of Edgemont by Zions Public Finance, Inc., The Novak Consulting Group, or any institution or entity with which members of the EIC are affiliated. None of ZPFI, Novak, the EIC, or institutions or entities with which EIC members are affiliated is: a) acting in the capacity of an advisor or fiduciary to any entity or any person; or b) providing any legal or other advice with respect to the matters contained or expressed herein. The information contained in this report, including references to New York statutes, is provided for educational and informational purposes only and is not intended to provide legal or other advice and should not be relied on in that respect. All information included herein has been obtained from sources that the contributors believe to be accurate and reliable; however, the contributors are not responsible for errors or omissions. The contributors are not responsible for any direct, indirect, incidental, consequential or any other damages arising out of or in connection with the use of this report.

Appendix C: Information Posted by Town Supervisor on NextDoor.com



paul feiner from Ardsley · 25 Aug

David: I will try to highlight our spending practices. In July DPW provided the Board with a report which I shared with the ECC and can send you and others (if you'd like). The roadways within the Edgemont Union Free School District limits account for approximately 19.93% of all State, County and Town roadways within the Town of Greenburgh and approximately 22.59% of all roadways owned and operated by the Town of Greenburgh. A map of the Edgemont Union Free School District is located in Appendix C, along with the lists of roadways considered to be within its limits in Appendices D and E. Within the past six (6) years, the Town of Greenburgh has had four (4) roadway resurfacing contracts for a total of \$10,496,852.47 in resurfacing work. Of this \$10,496,852.47, approximately \$2,136,144.97 of resurfacing work has taken place within the limits of the Edgemont Union Free School District. This equates to approximately 20.35% of all resurfacing work within the past six years having taken place within the Edgemont Union Free School District. I'm happy to provide next door readers with detailed summaries of road repaving. this year the town will be spending taxpayer dollars on three major sidewalks (Fort Hill, Seely and Sprain). Two of the three are in Edgemont. PAUL FEINER